

Hertsmere Borough Council

Elstree Way Corridor Feasibility Study

April 2010

Draft Stage 3 - Final Report

TRANSPORT
TRAFFIC
DEVELOPMENT
PLANNING
URBAN DESIGN
ECONOMICS
MARKET RESEARCH

colinbuchanan.com

Elstree Way Corridor Feasibility Study

Draft Stage 3 - Final Report

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Executive Summary

Colin Buchanan has undertaken the Elstree Way Corridor Feasibility Study on behalf of Hertsmere Borough Council (HBC). The aim of the study is to prepare a viable master plan scenario for the redevelopment of the Elstree Way Corridor (EWC).

The EWC is the main access to the centre of Borehamwood from the A1, and forms part of the main commercial area of the town. For the purposes of this study, the area comprises the land along both sides of Elstree Way, Borehamwood, between the junctions with Shenley Road and Manor Way. Much of this land is owned by Hertsmere Borough Council, Hertfordshire County Council, and other public or quasi-public sector agencies. Key buildings in the corridor include:

- Hertsmere Borough Council Civic Offices and car park
- Borehamwood Library – owned by the County Council
- Borehamwood Family Centre - owned by the County Council
- Borehamwood fire and ambulance station - owned by the County Council
- Borehamwood Police Station
- Elstree Way Clinic – owned by the PCT
- Oaklands College Borehamwood Campus
- Borehamwood Job Centre Plus offices
- The offices of Affinity Sutton Housing Association
- Ibis Hotel
- The Venue - swimming pool and leisure centre

Many of these agencies are in the course of reviewing their service and floorspace requirements, plus many of the current buildings are out dated and of poor design and functionality.

Through in-depth baseline analysis and consultation with key stakeholders, Colin Buchanan developed three spatial development options (Options 1, 2 and 3) to test ways of re providing the public service facilities and regenerating the EWC area. Through close liaison with the key stakeholders Option 1 was selected as the preferred spatial development option to be taken forward for more detailed viability testing and design development. The design concept behind this option can be summarised as:

To extend the town centre 'feel' to include the study area, by creating town centre like urban form along Elstree Way up to the Oaklands College site/ Studio Way and facilitating residential-led mixed use development. This involves the creation of two new urban squares, the removal of the roundabout and the general 'taming' of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring development provides continuous and substantial frontages.

A development model was used to test viability and inform the development of the option into a concept master plan. Three iterations of Option 1 were tested using a development viability model, including:

- Option 1A: Baseline scheme - Urban corridor with variety of densities: This baseline option includes between 650 and 700 residential units, with total residential floor space of approximately 60,000 sq.m.
- Option 1B – Baseline scheme - Alternative development phasing: This option has the same spatial form and density as Option 1A, however proposes an alternative approach to development phasing.
- Option 1C - Higher density urban form: This option retains the spatial structure of Option 1A, but with a higher density of residential development throughout the area, resulting in larger building footprints and additional floors. The total number of residential units is approximately 1,000, with residential floor space coming to approximately 95,000 sq.m.

The viability testing indicated that the development ranged from marginal to slightly more positive, depending on the particular option tested. Notwithstanding the need for more in-depth analysis of the detail of planning constraints, build costs, and requirements for re-provision of public services, this suggested broad viability for the development, which given current market conditions indicates a reasonably robust prospect for deliverability.

On this basis the three options were reviewed in light of discussions with stakeholders and project partners, and Option 1C selected as the preferred development option. This option satisfies the strategic objectives of the study, and provides a higher density residential development offer (1,000 units) with a strong urban form. It offers:-

- the most positive development value;
- the option most likely to be attractive to a development partner;
- the opportunity to create a stronger, coherent identity and image for the corridor, with particular prominence given to buildings fronting Elstree Way; and
- the opportunity to generate more footfall and activity in the corridor, adding activity and interest to the public spaces, and supporting complementary land uses.

Based on Option 1C a master plan has been developed with accompanying details regarding:

- Transport and highways measures;
- Community facilities and infrastructure requirements;
- Sustainability measures;
- Detailed design guidance;

These details are accompanied by a planning strategy, setting out how, through planning policy and support, these measures can be achieved.

In addition a delivery strategy has been prepared, setting out the required steps to create certainty in order to maximise developer interest and attract commitment from a development partner.

1 Introduction

1.1 Background

1.1.1 Colin Buchanan was appointed by Hertsmere Borough Council in June 2009 to undertake the Elstree way Corridor Feasibility Study (the 'study'). The aim of the study is to prepare a viable master plan scenario for the redevelopment of the Elstree Way Corridor (EWC – the 'study area').

1.1.2 The EWC is the main access to the centre of Borehamwood from the A1, and forms part of the main commercial area of the town. For the purposes of this study, the area comprises the land along both sides of Elstree Way, Borehamwood, between the junctions with Shenley Road and Manor Way. Much of this land is owned by Hertsmere Borough Council, Hertfordshire County Council, and other public or quasi-public sector agencies. Key buildings in the corridor include:

- Hertsmere Borough Council Civic Offices and car park
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- Oaklands College Borehamwood Campus
- Borehamwood Job Centre Plus offices
- The offices of Affinity Sutton Housing Association
- Ibis Hotel
- The Venue - swimming pool and leisure centre

1.1.3 Many of these agencies are in the course of reviewing their service and floorspace requirements, plus many of the current buildings are out dated and of poor design and functionality.

1.1.4 A number of other buildings and facilities on sites nearby or in the wider town are also of key relevance, and include:

- Elstree Film Studios
- Hertswood School
- GEC sports ground
- BBC studios

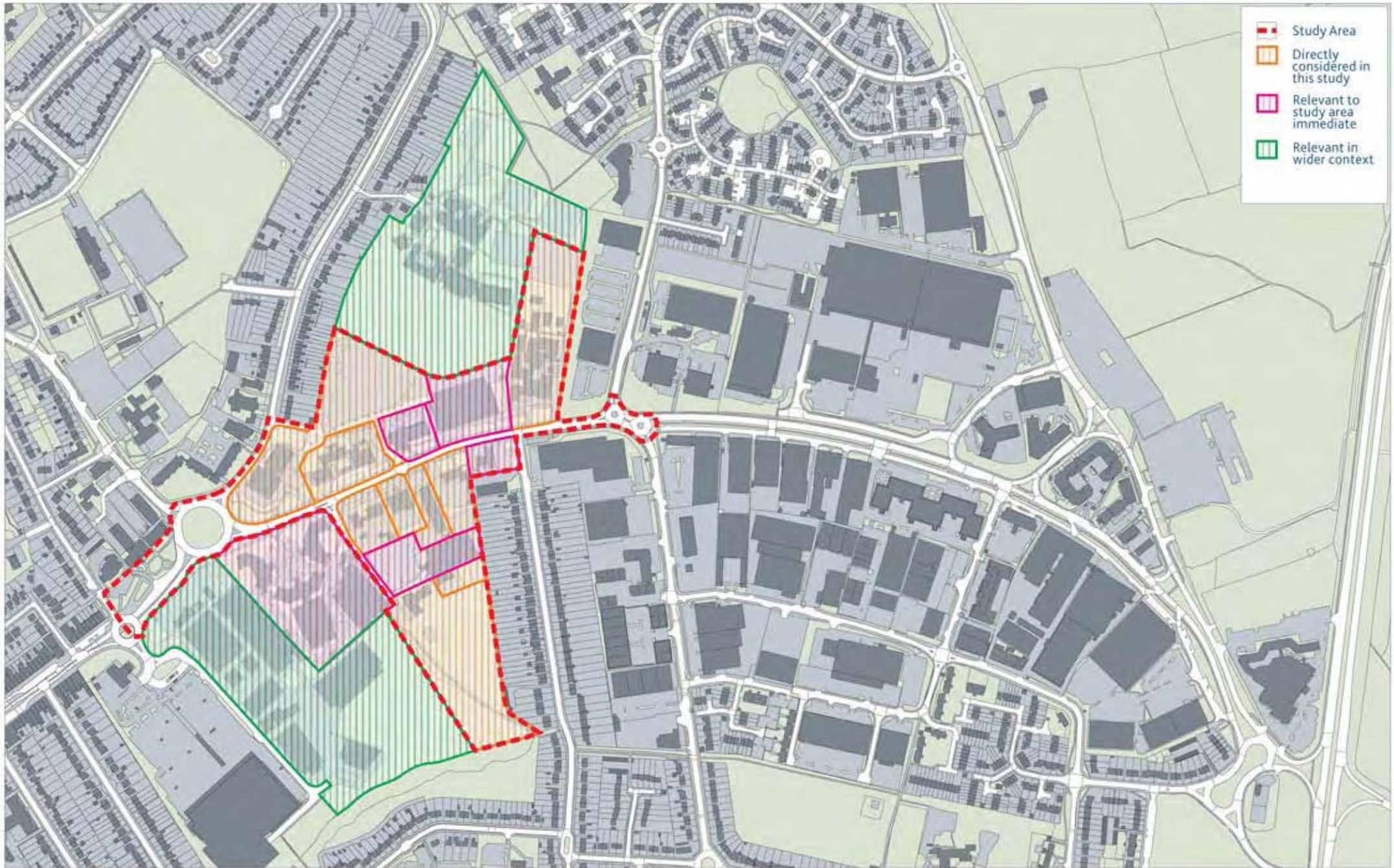
1.1.5 **Figure 1.1** shows the study area including buildings and sites listed above. Buildings are identified as those to be considered directly by this study for improvement or redevelopment; those that are relevant to the immediate study area; and those that are relevant in the wider context.

1.1.6 Colin Buchanan has undertaken the spatial analysis, master planning, and consultation involved in this report. Colin Buchanan also developed the development model to test viability and inform the development of the master plan. Additional review and commentary has been undertaken of the development model and the practicalities of delivery by BPS Chartered Surveyors, members of the Royal Institute of Chartered Surveyors. BPS' commentary has been incorporated into this report..

1.2 Study objectives

1.2.1 Key objectives, as set out in the study brief, are:

Figure 1.1: Study Area



1. Provide improved and coordinated facilities for the delivery of a range of services to the public;
 2. Improve the physical appearance of this important gateway into the town;
 3. Link the commercial area of Borehamwood with the town centre;
 4. Improve the infrastructure of the area;
 5. Release land for a range of uses and help meet the Borough's future development land needs; and
 6. Promote sustainable development.
- 1.2.2 To provide a clear context for the study and this report, our understanding and appreciation of each of the study objectives is set out below:
1. *Provide improved and coordinated facilities for the delivery of a range of services to the public*
- 1.2.3 Develop an outline master plan that sets out physical measures to enable better provision of public services including improved access by members of the public. This should consider re-provision or enhancement of existing buildings, taking advantage of co-locating and coordinating services where appropriate. **Figure 1.1** identifies the study area boundary and the buildings included within the study remit. This figure also identifies buildings outside the remit of the study but are important in terms of wider context. **Figure 1.2** identifies which of these buildings are in public ownership and which are private.
2. *Improve the physical appearance of this important gateway into the town*
- 1.2.4 Through an outline master plan, identify physical improvements to buildings, adjoining lands and the public realm within the study area (see **Figure 1.1**) to enhance the sense of arrival to Borehamwood town centre from the A1.
3. *Link the commercial area of Borehamwood with the town centre*
- 1.2.5 Identify physical measures that will enhance pedestrian, cycle and public transport connections between the commercial area east of the Manor Way/ Studio Way/ Elstree Way junction and Borehamwood town centre west of the Elstree Way/ Shenley Road junction.
4. *Improve the infrastructure of the area*
- 1.2.6 Enhance the infrastructure of the area to better provide for Borehamwood overall. Infrastructure considerations should include civic/ community provision, the sustainable transport infrastructure (public transport, walking and cycling provision), and green infrastructure (public green spaces).
5. *Release land for a range of uses and helps meet the Borough's future development needs*
- 1.2.7 Identify through an outline master plan where buildings and facilities can be relocated or re-provided to enable the release of land for other uses. Particular attention should be given to future development requirements set out in Borough planning policies, such as the provision of additional housing.
6. *Promote sustainable development*
- 1.2.8 The redevelopment of the EWC should promote development that is physically/ environmentally sustainable, and also contribute positively to economic and social sustainability in Borehamwood. The master plan should incorporate physical sustainability aims such as green construction materials and methods; energy efficient building design; layout that encourages walking, cycling and public transport use;

retaining, retrofitting and reusing existing buildings where possible. Through redevelopment and enhancement of the study area the master plan should help promote economic growth and development in the town. It should retain and enhance the mix of uses in the area for local people to contribute to social sustainability objectives.

1.3 This report

1.3.1 This report summarises the work done throughout the stages of this study, of which there were three. The structure of this report reflects these three stages.

1.3.2 Following the introduction, this report is structured as follows:-

- **Part One - Understanding the context and setting priorities:** This summarises the baseline analysis and consultation undertaken with key stakeholders. It informed the study team's preparation of master plan options.
- **Part Two - Refining options and testing feasibility:** This summarises the selection and refinement of a preferred spatial development option and ensuing development viability analysis and assessment.
- **Part Three - Delivering a preferred option:** This summarises selection of a preferred development option, and sets out a framework of accompanying transport, community and social infrastructure, sustainability measures, and detailed design guidance. It also details the planning and delivery strategies necessary to maximise developer interest and delivery of the master plan.

Part One – Understanding the context and setting priorities

2 Planning and Policy Context

2.1 Planning and policy

2.1.1 In this section, we provide an overview of local planning policy and how this may impact upon any redevelopment proposals for the Corridor area.

2.1.2 Key policies influencing the study area:

- 5,000 new homes are to be built within the Borough, primarily on brownfield land; the Elstree Way Corridor has been identified as able to accommodate part of this requirement;
- Cowley Hill ward, to the north of Elstree Way, within study area, is an area of deprivation, and the EWC study should help foster regeneration and opportunities within the ward.
- Employment land, and particularly the film studios, are to be retained to ensure a sustainable pattern of development.
- Elstree Way is a transport corridor feeding into the Borehamwood interchange and Transport Development Area (TDA): the corridor is expected to provide a focus for development.
- Elstree Way falls within a designated town centre retail and employment area. This plan will be superseded by the Hertsmere Core Strategy upon adoption, anticipated for early 2010, where this policy designation is not retained.

Hertsmere Core Strategy

2.1.3 Hertsmere's key Community Strategy objectives are :

1. To create a safer environment
2. To improve and sustain the quality of Hertsmere's environment
3. To promote healthier communities and leisure and cultural opportunities
4. To encourage economic development, lifelong learning, employment and regeneration opportunities
5. To work towards meeting local housing needs

2.1.4 Borehamwood is described in the Hertsmere Core Strategy as:

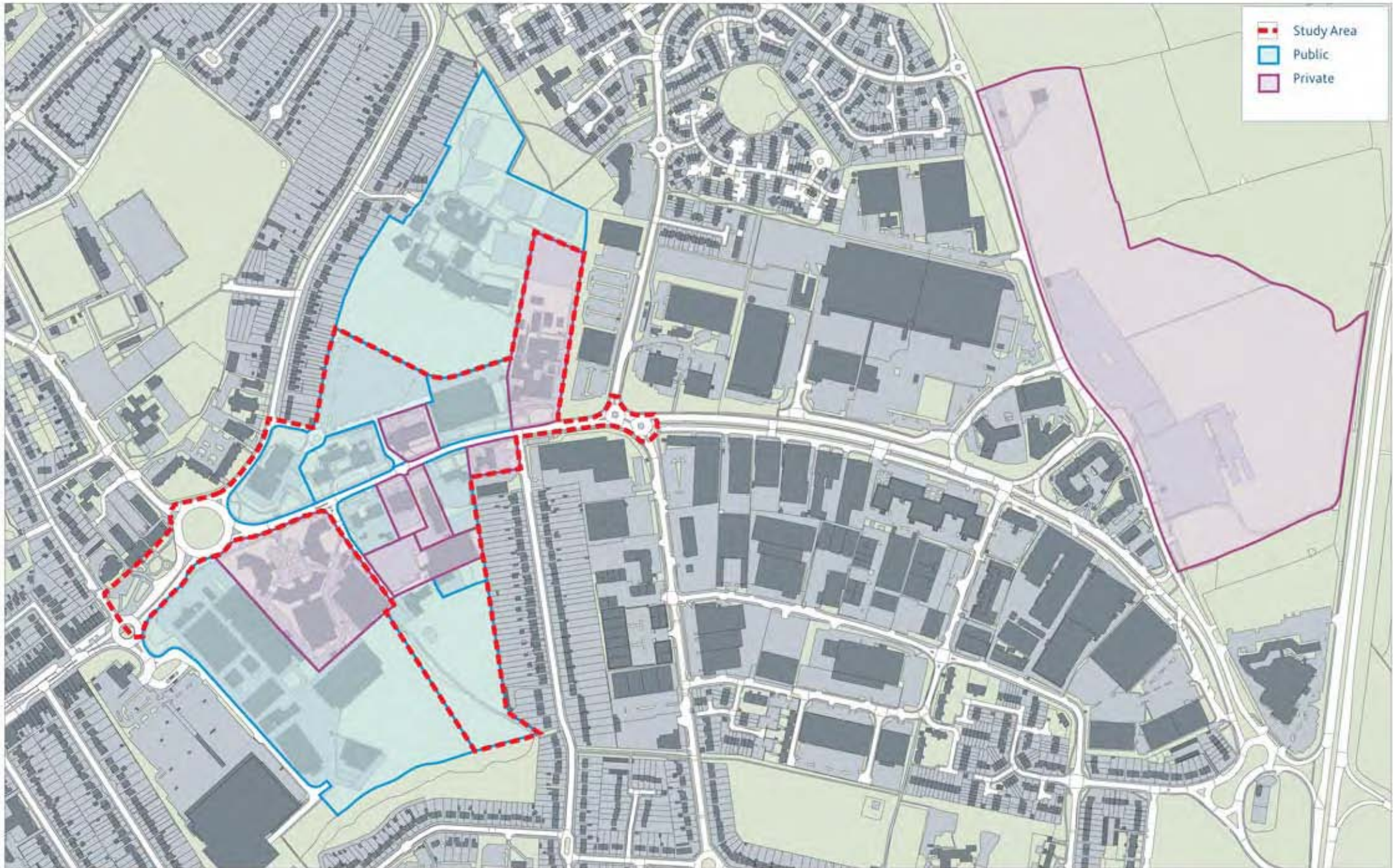
“a diverse, growing population and an important economic centre for south Hertfordshire, with rail and bus links to London and other key towns, an international reputation for film and television production, along with a retail centre with a growing presence of national multiples.”

2.1.5 80% of the Borough is Green Belt and the Council attaches significant importance to the protection of this open land. Policy dictates that the vast majority of new development in Borehamwood should be located on previously developed land.

2.1.6 The Core Strategy lists a number of planning special objectives specifically for Borehamwood. Objectives that apply for the Corridor study area include policy to:

1. Manage housing availability and affordability
2. Tackle deprivation in and around the Cowley Hill ward (see **Figure 2.1**) including the enhancement of training opportunities
3. Improve community facilities and addressing the absence of any public square within Borehamwood town centre;
4. Provide more play areas and facilities for young people;

Figure 1.2: Public and Private Ownership



- Study Area
- Public
- Private

5. Facilitate the renewal of the Elstree Way Corridor to reinforce a local sense of place, providing a range of housing, employment, community and cultural facilities
 6. Protect employment and industry in the town
- 2.1.7 The Council's Urban Capacity Study has identified sufficient brownfield land available across the Borough to accommodate more than 90% of the required government housing target of 5,000 new homes between 2001 and 2021. The Elstree Way Corridor forms part of this available land.
- 2.1.8 Although living standards, house prices and employment levels portray Borehamwood as a relatively affluent area, the Cowley Hill Ward (part of which lies within the Corridor study area) is one of the most deprived in Hertfordshire. The Council has recently secured funding through the East of England Development Agency for this ward as part of the Investing in Communities programme to raise skill levels, remove barriers to employment and stimulate enterprise.

Specific Core Strategy Policy

Housing Policy

- 2.1.9 The predicted rate of household formation to 2021 will be greater than overall population growth and this will have the effect of sustaining high levels of demand for affordably priced housing for rent or sale. This will require both an increase in the number of sites delivering a proportion of affordable housing and possibly an increase in the proportion of affordable homes built on these sites.
- 2.1.10 Policies will need to address the immediate housing needs of the local community in order to reduce the number of younger families leaving the Borough and to maintain a balanced demographic profile within the population.
- 2.1.11 Affordable housing levels have been set at 35% on new schemes with 15 or more dwellings.

Employment

- 2.1.12 Steps will be taken to ensure that sufficient land for a range of business accommodation is retained, to ensure a sustainable pattern of development.
- 2.1.13 In addition to maintaining a supply of strategic sites for industrial and warehousing premises, additional protection for some smaller sites will be sought.
- 2.1.14 Much of the local economy is based on small, local businesses, with 88% of businesses employing up to 10 people. Nevertheless, the Borough is home to a number of major employers with over 500 employees and whose workforce invariably comes from further afield, including the BBC, Pinnacle Insurance, Canada Life, Soundcraft and Bio Products Laboratory.

Transport

- 2.1.15 Due to the limited east-west public transport links and the semi-rural nature of much of the Borough, the car will remain the dominant mode of transport in many areas. However, development which creates traffic congestion and is over-reliant on access by car, will not be allowed.
- 2.1.16 The concept of Transport Development Areas (TDAs), where higher density development is concentrated around transport hubs, could be promoted close to transport interchanges in Borehamwood and Potters Bar which, together with transport corridors running into

these TDAs and other main centres, may act as a focus for new development and offer some scope for trip-generating new development.

Local Plan (adopted 2004)

- 2.1.17 Elstree Way falls within a designated town centre retail and employment area. This plan will be superseded by the Hertsmere Core Strategy upon adoption, anticipated for early 2010.
- 2.2 Elstree Way Corridor Planning and Design Brief - Atkins, 2003
- 2.2.1 A detailed study of the Elstree Way Corridor was commissioned to Atkins by the Council and its partners in 2003. The approaches to development outlined in this document reflect the policy aspirations of the Council at the time and the development market in a different context to that which currently exists.
- 2.2.2 What is crucial is establishing where the approaches to regeneration of the area described in the Atkins report be accepted as valid in today's climate and therefore might be built upon, and similarly where the stated approach needs review to reflect more recent changes in the local and national policy agenda and development markets.
- 2.2.3 The Atkins report quotes the now superseded Hertfordshire Structure Plan and suggests that developers should finance the cost of all environmental works, infrastructure and community facilities directly related to new development. This position is now likely to be viewed as untenable in light of the current economic climate, even taking account of market recovery, and a more strategic view will need to be taken to secure funding to provide infrastructure amenity. The proposed removal of the roundabout to the western end of Elstree Way is one example of a substantial infrastructure cost where the necessary funding is unlikely to be solely available through developer contributions.
- 2.2.4 The area analysis element of the Brief deals with the likely market demands for space in the area. The document suggests that the residential development market - perceptibly strong in 2003 - could provide the catalyst for progress in the short term but that there was little demand for office space. The housing response detailed in the document promotes four and five storey high density flatted development closer to the corridor and three storey town houses in areas to the rear of the development.
- 2.2.5 This position - the delivery of which is likely to be affected by a currently stagnant housing market - potentially remains valid, particularly in the light of demand for new housing in the area. Coupled with the recommendation that floor space requirements for civic uses be investigated, with a view to relocation and rationalisation of service provision in order that land be freed up for other uses and cost savings made over the construction of new build, this land development approach is one that should be investigated when reviewing options.
- 2.2.6 The Atkins report goes on to recommend residential development to the south of Elstree Way. It also suggests that the presence of Elstree Studios, owned by Hertsmere Borough Council, has a significant role in the regeneration of the Corridor. As of 2009, the studios are in the process of redefining their business and potentially broadening their offer. The nearby BBC Studios, however, could consider major restructuring as part of the wider BBC organisation. We will need to look at the impact of these sites' development in relation to our proposals.

- 2.2.7 The challenging context of current development market conditions requires a critique of the Atkins Brief's suggestions on partnerships with developers and development implementation structures. The document suggests that private sector forward funding could be one way of securing the re-provision of the civic buildings and associated infrastructure and facilities. There are likely to be concerns around this approach, as well as the alternative Public Private partnership approach suggested in the Brief given the current economic downturn. One of the more sustainable methods of delivery the required development might be to implement a version of the master planning approach suggested as the third mechanism in the Atkins document.
- 2.2.8 The document suggests that the public sector service providers in the Corridor run an assessment of the space they will need, both currently and future demand, the specification of any new premises and the location of these premises. This will then allow an appraisal of the potential value of the vacated site and a cost calculation for re-provision of the services to be undertaken. This work is likely to remain important in the accurate planning of the redevelopment for the Corridor.

2.3 Socio-economic profile

- 2.3.1 Hertsmere is a relatively affluent area with low unemployment, good levels of education and a low crime rate. Borehamwood urban area is, by comparison, slightly less affluent and more ethnically diverse. The town has a larger proportion of residents with mid-level qualifications, but which are enterprising in nature and live a comfortable life. The proportion of residents in higher managerial and professional jobs is significantly lower than the District as a whole.
- 2.3.2 Key contributors to the area's economy include the concentration of the creative film industry in the Borough, including the BBC Studios and the world renowned, council owned, Elstree Studios.
- 2.3.3 The study area includes part of Cowley Hill ward, the most deprived in the County, and Elstree – the ward where qualifications are highest and unemployment lowest. Elstree has a large Jewish community.

Hertsmere

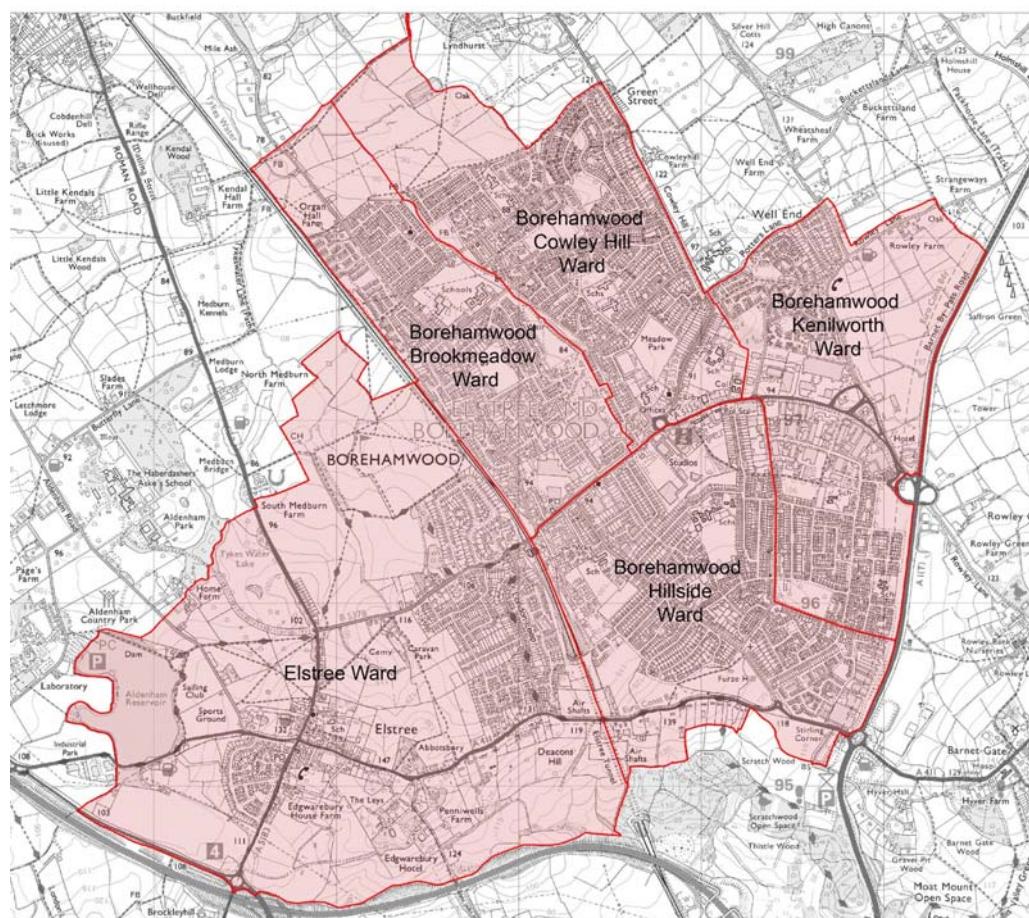
- 2.3.4 The population estimate of the Borough mid 2007 is 97,000. There is a slightly higher population of pensioners than the national average with 15.8% of residents aged over 65 years, the largest group being 50-54 years.
- 2.3.5 After Watford, Hertsmere is the most diverse district in Hertfordshire. According to the 2006 population estimates, 12% of the population are not from a White British or Irish background. In Elstree, the most diverse ward in the Borough, this figure rises to 16%. Hertsmere has the second highest proportion of children who are from ethnic minorities in Hertfordshire. According to the Schools Census in 2007, 25.7% of school-going children in the district are from BME communities.
- 2.3.6 Based on the average Index Multiple Deprivation score of all the Super Output Areas in the Borough, Hertsmere ranks 268 / 354 amongst all the Unitary, District and Borough authorities, placing it in the bottom quartile (25% least deprived) nationally.
- 2.3.7 Unemployment was around 3.9% in Summer 2009. This represent an increase from around 2% between April 2007 and March 2008. There are some variations between wards, with Borehamwood Cowley Hill having the 4th highest unemployment rate in the County.

- 2.3.8 In terms of housing, 75% of people live in owner-occupied accommodation, 16% live in social housing and 5% of people in the area privately rent.
- 2.3.9 With three major roads (M1, M25, A1) and good rail links running through the borough, the population is very mobile and over 60% of residents commute to work outside the area.

Borehamwood

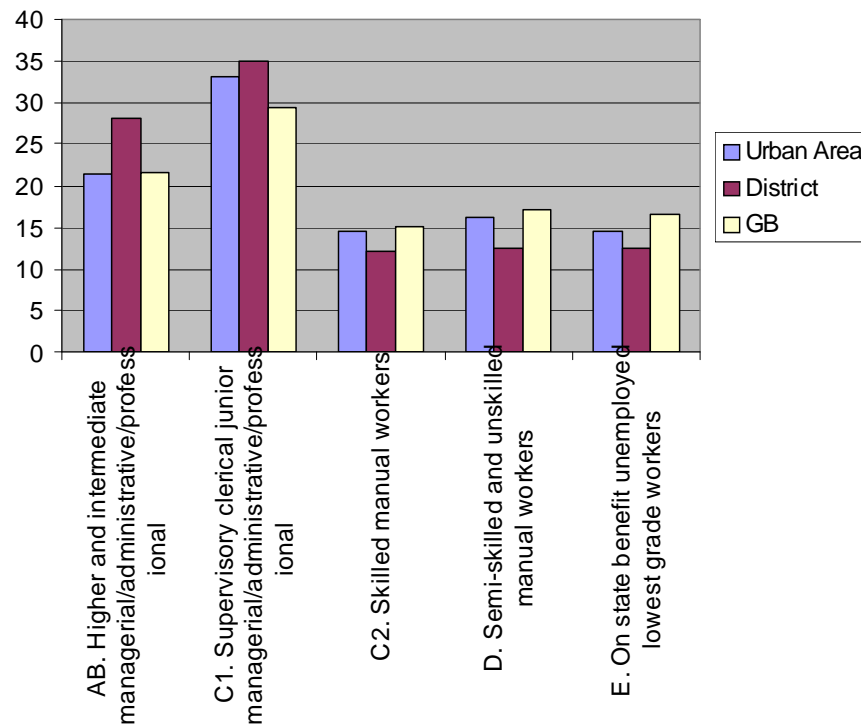
- 2.3.10 The urban area of Borehamwood is divided into five electoral wards (see **Figure 2.1**) and the population of the town at the 2001 Census was given as 33,311.

Figure 2.1: Borehamwood electoral wards



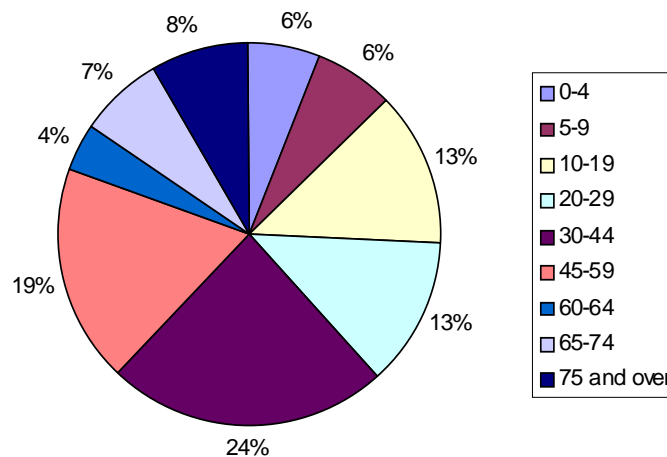
- 2.3.11 **Figure 2.2** below illustrates the class groupings of Borehamwood's urban area population against the context of the wider district and the rest of Britain.

Figure 2.2: Borehamwood area class groupings



2.3.12 **Figure 2.3** below illustrates the breakdown of Borehamwood's population according to age.

Figure 2.3: Borehamwood resident age profile



2.3.13 Borehamwood's ethnic profile is made up as follows:

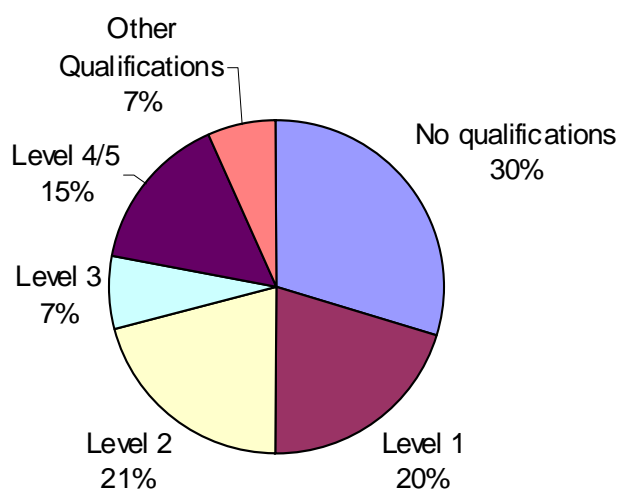
- White population, 2001: 30,455; 91.5%
- Other Ethnic Groups, 2001: 2,858; 8.5%

2.3.14 Borehamwood has a wide and diverse split of religious belief and the Jewish community in particular has considerable presence in the area. Elstree ward has the highest

percentage of people of Jewish belief in the area, at 11.3%. There are likely to be a number of reasons for this, including the provision of Jewish specific amenities like the Yavneh College and the close proximity of Borehamwood to the large Jewish communities in Rickmansworth, Barnet, Enfield and Harrow.

2.3.15 Although a third of the population has no qualifications, a quarter have Level 3 and above (see **Figure 2.4** below). 175 people went on to Higher Education in 2005, the highest proportion being in Elstree ward.

Figure 2.4: Population qualifications in Borehamwood



Economy and jobs

- There are a high proportion of people claiming Jobseekers allowance in Borehamwood Cowley Hill but in neighbouring Elstree it is the lowest in the borough;
- Borehamwood Cowley Hill is 4th highest in Hertfordshire for unemployment;
- Hertsmere Borough is a net exporter of labour - with 37% of the resident workforce commuting to London;
- 35% of residents in Borehamwood (the largest proportion) are classed as Blue Collar Enterprise in the Mosaic Consumer Classifications. Blue Collar Enterprise are defined as people who, though not necessarily very well educated, are practical and enterprising in their orientation. Many of them own their home (often a former council property), a car and provide a reliable source of labour to local employers, with a focus on providing comfort and value to family members.

Travel to work patterns

- 42% (18,977) of residents of Hertsmere work within the Borough.
- Outside of Hertsmere, the top five working destinations for residents of Borehamwood are:
 - London (total of all London Boroughs) 38% (17,045 people)
 - Watford 6% (2,921 people)
 - St Albans 4% (1,712 people)
 - Welwyn Hatfield 3% (1,226 people)

- Three Rivers 2% (911 people)
- The mode split for Hertsmere commuters is:
 - Car (as driver or passenger) 67%
 - Rail 16%
 - Walk 9%
 - Bus 5%
 - Motorcycle 1%
 - Cycle 1%
 - Other 1%

Health

- Male life expectancy 2003-05: 76 years
- Female life expectancy 2003-05: 81 years

Deprivation and inequality

- Borehamwood has the two most deprived wards in Hertsmere: Cowley Hill and Borehamwood. Cowley Hill is in the top 25% of deprived wards in the United Kingdom.

3 Preliminary review of development viability

3.1 Overview

- 3.1.1 The majority of the existing housing stock in Borehamwood is made up of post war terraces and semi-detached houses. Together they make up more than 67% of the total housing stock. About a quarter of residential properties are socially rented.
- 3.1.2 Although significantly affected by the economic downturn, the housing market in Borehamwood has retained a relatively strong position. According to local property agents, Borehamwood offers:
- Better value for money;
 - More green space;
 - A cheaper cost of living;
 - A swift commuter rail service into London; and
 - A perceptibly safer environment within Hertsmere.
- 3.1.3 Local sales agents suggest that while there is a market for new build property in the area, such developments have to be keenly priced. Agents noted that investor interest in new development in the town is beginning to re-emerge.
- 3.1.4 The most recent new build residential provision in the study area, and indeed in the wider Borehamwood area, is Bellway's 6 storey flatted development, Orion, situated on Maxwell Road. The development has proved extremely popular with younger couples, commuters, and people taking advantage of financial incentives.
- 3.1.5 During research into the commercial property market in Borehamwood, it quickly becomes apparent that there may be an over supply of office accommodation. It is estimated that approximately 45,000 sq m of office accommodation presently lies vacant, much of this space in Imperial Place. This substantial vacancy in the town is leading to price drops and a slow down in new build office development.
- 3.1.6 Financial incentives and short term deals are necessary to secure office lets. The weakness of the commercial property market discourages capital investment in newer stock.
- 3.1.7 Borehamwood is, in the Hertsmere Core Strategy, the main retail centre for the District, although none of the Borough's town centres are identified as being of strategic importance for retail development and other complementary town centre uses in the East of England Plan. The existing retail stock is concentrated along Shenley Road and in the small retail park just north of it. Local estate agents suggest that the retail offer is slowly improving but that there is a lack of comparison retail provision in the town. There are a number of vacancies and over-dominance of end charity shops, takeaways and discount stores. Rents are stagnant.

3.2 Review of planning applications and new development

- 3.2.1 In this section we provide a summary of recent and planned development/ planning applications of relevance to development in the Corridor study area:

Bellway Homes - Orion

- The most recent new build residential provision in the study area, and indeed in the wider Borehamwood area, is Bellway's 6 storey flatted development, Orion,

situated on Maxwell Road. The development provides 1 and 2 bedroom apartments, some with balconies and all with access to a communal roof garden. Each flat comes with an allocated parking space, either in the basement of the development, or in an off site multi-storey car park adjacent to the development. Average values for the development are approximately £320 per sq ft and each unit appears to be selling for close to the asking price.

- According to the sales representative on-site, the development has proved extremely popular with younger couples looking to own their first home, commuters taking advantage of cheaper Borehamwood residential house prices and swift journey times into London, and people taking advantage of Bellway's deferred payment initiative. Bellway have sold 81 units since commencement of their marketing campaign in February 2009. They have just 4 properties remaining and the sales campaign is reportedly ahead of schedule.
- This development's success may set the precedent for similar types of residential provision in the Corridor area.

Oaklands College

- George Wimpey and Oaklands College submitted an application for a large scale residential development of 125 units, along with a smaller replacement educational facility on the Oakland College site to the north of Elstree Way. Residential units at the proposed development were mostly flatted with some limited provision of town houses. Density of development appear lower than those associated with the Orion development.
- The application was refused permission on 30 July 2009 on the grounds that the design and layout of the proposals were not satisfactory, the application did not include enough detail on the provision of affordable housing and the basis for a Section 106 agreement had not been agreed.
- It was considered that the setting and design of the proposed College building would not enhance the character and appearance of the area and would not be of sufficiently high quality to support the purposes of the Elstree Way Corridor Development Brief and the revitalisation of Borehamwood Town Centre. The layout of the proposed development was also described as cramped in respect of community amenity and tree planting and it was considered that the design would result in an unsatisfactory visual setting for buildings on the site and a poor residential environment.
- As yet there are no appeals against the decision.

Studio Plaza, Elstree Way

- An application for a new 2/3 storey office development on Studio Way was submitted to the local planning authority in 2007. The proposed development was to be constructed on car parking space between two existing office developments. The planning application was granted permission but the development has not been built out. This is most likely a reflection of the current property market, coupled with the over provision of office space in the Borehamwood area. Proposals that made financial sense in 2007, may now be struggling with development viability issues and are unlikely to come forward in a market slump.

3.3 Local market commentary

Residential

Existing housing stock

- 3.3.1 The majority of the existing housing stock in Borehamwood is made up of post war terraces and semi-detached houses. Together they make up more than 67% of the total housing stock. Large house building programs were carried out in Borehamwood following the second World War and the town expanded rapidly. Post war recession meant that a significant number of properties remained unsold and were eventually sold into Local Authority ownership. Still today, one of the defining characteristics of Borehamwood's housing market is the high number of social rented properties (about a quarter of all dwellings). Indeed, the majority of the housing in Borehamwood has been under Council control at one stage. Right to Buy has proved popular in the area and the older community - those who first moved into houses during the town's expansion after the war - have in large part decided to remain in the town.
- 3.3.2 The average price for a house in the town currently stands at around £315,000. This represents a fall in value of approximately 15% over the last 12 months and a 2.3% increase in values over the last 5 years (source: Mouseprice). Similar sized towns around London offer a direct comparison; Hatfield has an average house price of approximately £210,000, Letchworth £265,000, Sunbury £303,000, Egham £307,000, Harpenden £440,000 and Caterham £320,000.
- 3.3.3 Local agents suggest that people looking to acquire property in the town are doing so for a number of reasons. A significant number of prospective buyers are people relocating from the outer London suburban boroughs of Enfield, Barnet and Harrow. According to agents, Borehamwood offers:
- Better value for money;
 - More green space;
 - A cheaper cost of living;
 - A swift commuter rail service into London; and
 - A perceptibly safer environment within Hertsmere.
- 3.3.4 Other buyers in the town are local people looking to trade up or down and those whom are unable to afford property in the more affluent areas of Radlett and Elstree village.
- 3.3.5 Borehamwood has a large, vibrant Jewish community and agents report that many of the moves away from north London and into the area are being made by Jewish families. The recent opening of the Jewish Yavneh college in the area has attracted families looking for specific education for their children. Agents say that, on the whole, local schools are good and that the rental market is strong in the town.
- New build development
- 3.3.6 Local sales agents suggest that while there is a market for new build property in the area, such developments have to be keenly priced. Developments that are over priced spend a long time on the market and will only generate interest when prices are reviewed or an investor takes a number of properties on a discounted deal.
- 3.3.7 As is apparent with the relative success of Orion at Maxwell Road and Wilding Court, the new flatted development adjacent to the station, new build property, priced at the right level and marketed at the right buyer, will sell well. Agents noted that investor interest in new development in the town is beginning to re-emerge and that a number of the properties in the above mentioned developments are now being passed to local agents by investors for disposal. Two of the agents we spoke to suggested that developers had approached them with enquiries on the availability of residential development land in the town.
- 3.3.8 When questioned on the types of property that might prove popular to prospective buyers in the corridor, agents were more receptive to plans for lower rise estate style

development rather than flatted accommodation. This will need to be considered in the light of the possible requirement to increase densities in the corridor in order to drive amenity and service provision, whilst also providing an attractive and saleable residential offer that will encourage investment in the local area.

- 3.3.9 This is particularly relevant for proposals earmarked for the Corridor study area. As we have seen previously, the recent Oaklands College planning application offered a variety of units in a lower rise, medium density development but was refused planning permission as the design was considered cramped, with little space for community amenity as well as insufficient quality in respect of the design proposals. Bellway homes secured permission with a higher rise, higher density development.
- 3.3.10 Agents suggested that there is a shortage of smaller properties in Borehamwood, particularly smaller 1 and 2 bed houses, as opposed to flats. Smaller flatter properties are perceived as being catalysts for social unrest in certain areas of Borehamwood and agents are keen to stress that affordable housing be 'pepper potted' with market housing to provide a level of 'social investment' in the area.

Commercial Market

Existing stock

- 3.3.11 During research into the commercial property market in Borehamwood, it quickly becomes apparent that there may be an over supply of office accommodation. According to the Hertsmere Core Strategy there is estimated to be 213,000 sq m of existing office floorspace and 432,000 sq m of existing industrial / warehousing development. A further 77,300 sq m of office floorspace and 11,100 sq m of industrial / warehousing floorspace is potentially available in terms of vacant floorspace and unimplemented planning consents.
- 3.3.12 It is estimated that approximately 45,000 sq m of office accommodation presently lies vacant, much of this space in Imperial Place. This substantial vacancy in the town is leading to price drops and a slow down in new build office development. Office freeholders are favouring comprehensive office refurbishments, where a stronger market might have allowed demolition and rebuild and competitive deals can be done with occupiers that are willing to commit to longer terms.
- 3.3.13 Commercial office rents are averaging around £18-21 per sq ft. As mentioned above, incentives are ubiquitous and flexible break clauses, short term deals and price reductions are being offered. Office investment agents have stated that rental prices could drop to £15 per sq ft for a long term let. Property investment consultants suggest that there is a slight stigma attached to Borehamwood, as a result of some high profile departures (Bradford and Bingley in late 2008/early 2009) and the over provision of supply. Nevertheless, the town still retains some prestigious occupiers - Barclays, Insignia, Microsoft and Pizza Hut all have regional or national headquarters in the area.
- 3.3.14 Local planning and development policy emerging from Hertsmere would seem to indicate that the Council would be receptive to conversion of some existing office plots into mixed use schemes, or even straight residential developments. In the supporting text for Core Strategy Policies 1 & 2 it is noted that the proposed spatial development options reflect an urban housing capacity for the Borough which could be accommodated with the redevelopment of some vacant or potentially vacant employment land. It is also recognised that in special circumstances it may be more appropriate to relocate employment uses to the Green Belt and re-use urban employment sites, which are known to be available, for new housing with no net overall increase in the release of Green Belt

land across the Borough. This would seem to be an indication at policy level that there is an over supply of office accommodation and that policy should be geared primarily around preservation of key employment space, as opposed to provision of new build accommodation.

New Development

- 3.3.15 As mentioned above, new build office development is limited and developers are not pursuing schemes that might have been viable 2/3 years ago but now are facing financial viability uncertainty in the current property market. Centennial Park, south of Elstree, offers the best new build office comparable in the area and interestingly rents here are similar to those in the Corridor - for what is arguably a higher specification product. One reason might be that Centennial Park was completed at the top of the office rental market and that the rents of 2/3 years ago are no longer sustainable. Another might be that the deals to be had in the corridor, coupled with the local amenity and transport infrastructure that a location in Borehamwood offers, are keeping rental values competitive in the new development.

Retail market

- 3.3.16 Borehamwood is, in the Hertsmere Core Strategy, the main retail centre for the District, although none of the Borough's town centres are identified as being of strategic importance for retail development and other complementary town centre uses in the East of England Plan.
- 3.3.17 Borehamwood is designated a Major Town Centre offering a total of 45,238sq.m. of retail (2008). This was split in:
- 26,993sq.m. Retail – A1
 - 6,065sq.m. Restaurants – A3
 - 1,242sq.m. Pubs and Bars – A4
 - 739sq.m. Take-aways – A5
 - 7,021sq.m. – Others including A2
 - 3,178sq.m. vacant
- 3.3.18 The existing retail stock in Borehamwood is concentrated along Shenley Road and in the small retail park just north of it. Local estate agents suggest that the retail offer is slowly improving but that there is a lack of comparison retail provision in the town. There are a number of vacancies and over-dominance of end charity shops, takeaways and discount stores.
- 3.3.19 Rents for retail space in Borehamwood have remained static at £45 per sq ft for Zone A space for the last 5 years and requirements by retail occupiers for stores have dropped from 41 outstanding requirements in October 2006 to 12 in April 2009. This could indicate that those occupiers that sought space in the town are now trading and that the retail offer in Borehamwood has reached a status quo. There is unlikely to be a big shift in the number, nature or quality of retailer in the town unless a different product (different sized footplate) is introduced, or a marked change in the desires and spending patterns of local consumers is witnessed.
- 3.3.20 Development of retail provision in the Corridor might serve to provide footplates that attract different retailers and an offer might be established that could complement the existing town centre.

4 Spatial context

4.1 Wider corridor context

4.1.1 The wider corridor within which the EWC study area is located has been explored to provide a fuller understanding of how the study area relates to its context. The road corridor is defined as the Elstree Way/ Shenley Road/ Allum Lane running from the junction with the A1 in the east, to the junction with Watling Street (the A5183).

4.1.2 Allum Lane in Elstree and Shenley Road are at the very origin of the town, which developed in the late 1880s at the cross point between the country lane serving a number of large farms and the Midland Railways. Borehamwood itself did not start growing as a town until the 1920s and the creation of the film studios. Elstree Way was created in the mid 30s to link the new emerging industry to the wider road network. Most of the residential and civic development took place in the post war period, as part of rehousing programmes.

4.1.3 The nature of the road corridor varies considerably along its length, with five distinct segments that vary in terms of public realm and character, as well as movement. These are:

1. Rural edge - Allum Lane from junction with Watling Street/ Elstree Hill North (A5183) to the edge of the developed area.
2. Suburban fringe - Allum Lane between the edge of the developed area, just west of junction with Knowl Way, and the junction with Shenley Road by the station.
3. Town centre - Shenley Road between the station and the junction with Elstree Way;
4. EWC study area, Elstree Way between Shenley Road and Manor Road junction.
5. Commercial area, Elstree Way from the junction with Manor Road to the A1.

4.1.4 An overview of each of these segments in terms of public realm and movement is presented below.

Public realm

4.1.5 The nature of each of the five segments in terms of the elements that make up the public realm and hence give a sense of identity and character are illustrated in **Figure 4.1**. **Figure 4.2** illustrates important local facilities, amenities and attractions in the wider Borehamwood area. Further description of each of the corridor segments is provided below.

4.1.6 Segment 1 – Rural Allum Lane:

Photos to be provided

- The character is green and rural by virtue of the mature trees lining the road and surrounding fields. This part of the corridor is within designated Green Belt land.
- The few buildings along this segment are stables and other out buildings, and a few large homes.
- The fields and trees provide a strong landscape, however there is no publicly accessible green space.
- The streetscape is semi-rural in nature, with an asphalt footpath on one side of the road, and no street furniture.

Figure 4.1: Public Realm - Wider Corridor

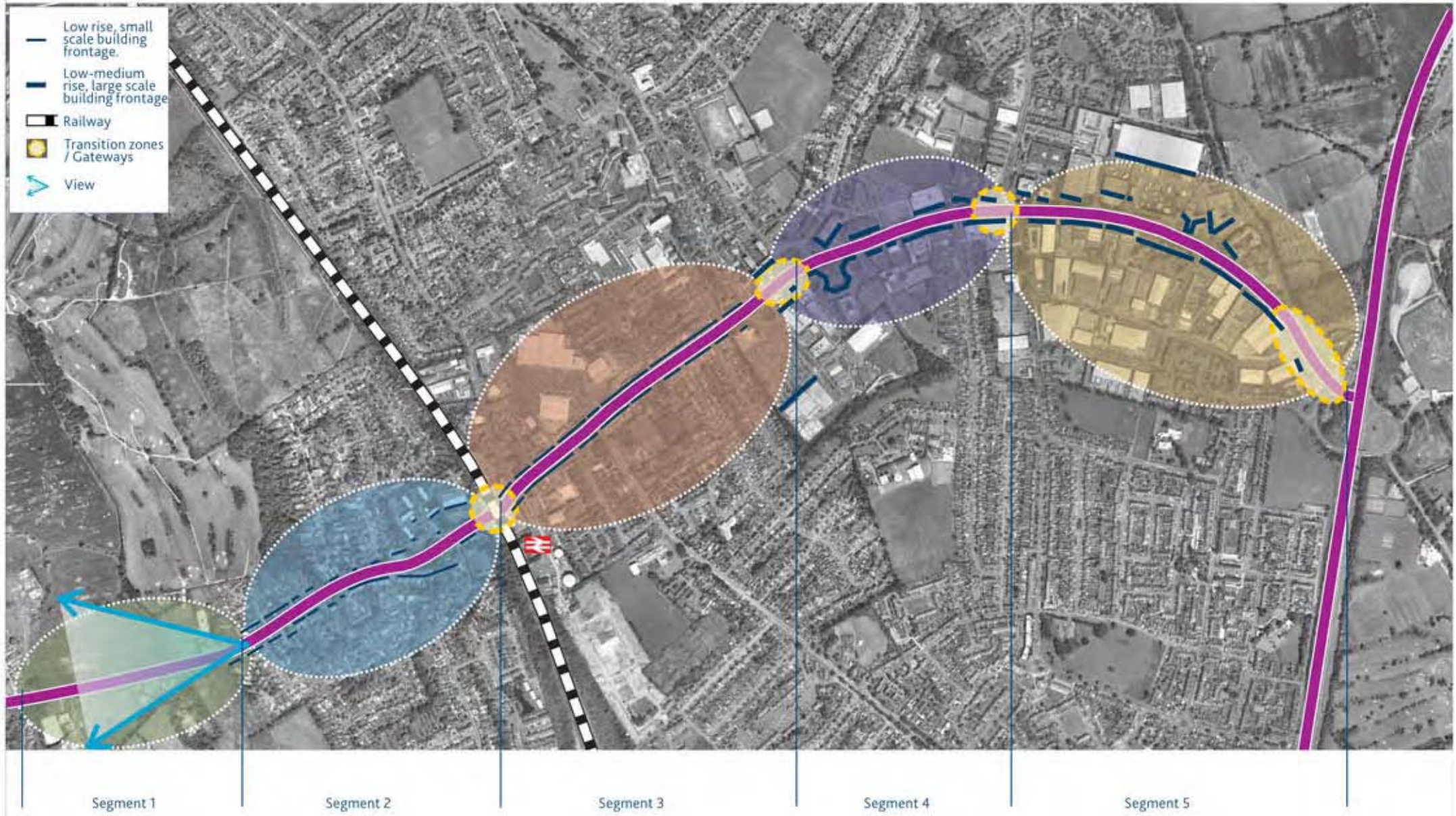


Figure 4.2: Facilities and Attractions - Wider Corridor



- The views west from the crest of the hill where the road enters the more suburban fringe of Borehamwood (Segment 2) are a defining feature of this segment.
- The surrounding uses generate very little activity along this segment.

4.1.7 Segment 2 – Suburban Allum Lane:

Photos to be provided

- The character is that of a low density suburban residential area set in a mature landscape. The Manor House and Allum Hall (which accommodates community uses and large events) provides the only significantly different use.
- Buildings are typically large, detached, two storey suburban homes, set back from the road behind gardens or screened by tree planting. Buildings range in age from post-war to recent development.
- The wide green verges and mature trees lining the road provide a strong green element.
- Public green space is provided by the Parkfields and Allum Lane Spinney, which also forms part of the London Loop walking route.
- The streetscape is typically suburban with functional asphalt footpaths running alongside grassed verges. A variety of types of lighting columns are used along this segment. Street furniture is limited to standard bus shelters and litter bins.
- The Parkfields and Allum Lane Spinney is a key feature of this segment, although its presence is not obvious when moving along the corridor. The railway line at the eastern end provides a clear demarcation of the end of Segment 2 and the beginning of Segment 3.
- Given the largely residential nature of the area on-street activity is unsurprisingly fairly low.

4.1.8 Segment 3 – Shenley Road and Town Centre:

Photos to be provided

- Segment 3 is the heart of the town, along which most of the development took place. It is also where some of the oldest buildings are located.
- It has a typical high street character and uses including a mix of retail units (both independents and multiples) at ground floor, and upper floor storage, residential or offices. This is the main place of retail activity in Borehamwood.
- Shops along the road itself are old and in some cases poorly maintained, while higher end and more modern retail is mainly located behind the high street to the north, in the Borehamwood Shopping Park.
- This street is enclosed by a near continuous line of two to three storey buildings on both sides. Buildings are typically retail at ground floor, with offices or flats above. Buildings are predominantly of mid 20th century construction, although there are buildings which are circa 1920s and also of more recent construction.
- Landscaping is mostly provided by planters containing small trees and shrubs. All Saints Church yard provides a small green space located just off the high street.
- This segment of the corridor has a distinctive street design that, although looks a little dated, provides a useful and accommodating public realm. The wide pavements provide ample space for pedestrian movement plus the provision of areas of planting, seating and other street furniture. Pavement patterns and a co-ordinated suite of street furniture give this segment a distinctive identity.
- All Saints Church is a key defining feature in this segment.
- The library and other community uses are in the process of being relocated by the Village Hall, thus providing an additional destination and community hub at the heart of the town.

- The War Memorial at the eastern end also provides an element of local interest. The green space surrounding the memorial is sometimes used for outdoor seating, especially at lunchtime.
- A recently developed supermarket (Tesco) brings to a close the retail offer to the east. The building is well set back from the street, with ample parking at the front.
- The railway line to the west, and the Tesco/Shenley Road/ Elstree Way roundabout to the east are strong barriers which define the beginning/ end of this segment.

4.1.9 Segment 4 – Civic Elstree Way:

Photos to be provided

- Segment 4 developed around the new road link created in the mid-1930s through agricultural fields.
- It has no predominant land use, notwithstanding a strong presence of civic and community-related activities. Other uses include offices, education, residential, leisure, a hotel and the Elstree Film Studios.
- Building typologies are very mixed, and include small and large low rise single-use buildings, and large medium rise multi-storey office buildings. Buildings range in age from mid-20th century (Elstree Studios) to early 21st century.
- The street is car-oriented, with most buildings designed to be accessed via the car park, rather than the street. Frontages are discontinuous and incoherent, with broken building lines and haphazard heights.
- Grassed highway verges with tree planting, and landscaped areas adjoining the Civic Offices, Imperial Place and at the corner of Studio Way provide some green space, however do not present a co-ordinated approach to landscape or useful public spaces. The grounds of Hertswood School to the north, and Maxwell Park to the south provide larger green areas, although these are not visible from the road corridor.
- The streetscape quality is average, with a mix of asphalt and paved footways, uncoordinated street furniture, and standard highway style street lighting.
- The distinctive Hertsmere Leisure Centre provides a local landmark. There are no other significant structuring elements along this segment.
- Ground floor frontages are generally passive, so contribute to a limited amount of on-street activity, and some natural surveillance.

4.1.10 Segment 5 – Industrial Elstree Way:

Photos to be provided

- The character is largely defined by the presence of predominantly business/ industrial activity and associated ancillary uses.
- Building typologies are largely medium to large sized low rise business units and warehouses, mixed with low to medium rise office blocks and hotels. Buildings are nearly all of post-war construction, from mid 20th century to early 21st century.
- Frontages are here more consistent and nearly continuous, because of the compact and tight development of the buildings.
- Grassed highway verges with tree planting, and ad hoc landscaping along property boundaries provides views of green space along the corridor, however do not present a co-ordinated approach to landscape or useful public space. Larger green areas are located at the easternmost end with the GEC sports grounds to the north, Tempsford Green to the south, and landscaped areas around the approach to the A1.
- The streetscape quality is functional, with predominantly asphalt footways, uncoordinated street furniture, and standard highway style street lighting.

- There are no strong structuring elements (e.g. distinctive or landmark buildings, focal points, views) along this segment.
- Ground floor frontages are generally inactive (i.e. the frontage presents no doors or windows to the road, so no activity is generated and there is no natural surveillance) or passive (i.e. there are a few windows and doors, which generate a limited amount of activity, and provide some natural surveillance).

Movement

4.1.11 The movement function, transport infrastructure and connections relating to each of the five segments is illustrated in **Figure 4.3**. Further description of key characteristics is provided below.

4.1.12 Segment 1 – Rural Allum Lane:

- This segment of the corridor is two-way single carriageway and is typical of B roads in more rural areas.
- Whilst not a very busy road in terms of traffic, it is well used as a key road link between Elstree and Borehamwood.
- There is limited provision for pedestrians. A continuous footway is provided on the southern side of this segment, and there are no crossings.
- There is no formal provision for cycles.
- Buses serve this segment of the road (towards Bushey, Oxhey, Edgware and Colindale). Stops are only stops are located at the westernmost end, near to the junction with Watling Street/ Elstree Hill North (the A5183).
- It is likely that some larger vehicles use this segment of road to access the stables located here. The presence of the Allum Lane Cemetery also means slow moving funeral processions are a regular occurrence.
- Roads branching off this segment of the corridor provide access to private property and to the cemetery only.
- There is no provision for parking or stopping along this segment of road.

4.1.13 Segment 2 – Suburban Allum Lane:

- This segment is two-way single carriageway with ghost islands marked in the central area of the carriageway.
- The residential nature of the area generates a steady amount of traffic.
- The pedestrian environment is functional and generally well maintained. Footways are rolled asphalt alongside grassed verges. In some instances overgrown planting constrains the footway width. There are no formal crossings and only a few informal crossings along this segment; this can make crossing the road difficult at times.
- There is no formal provision for cycles.
- Buses serve this segment of the road (towards Bushey, Oxhey, Edgware and Colindale), with stops along the segment. Not all stops have shelters and safe crossing points are often some distance from the stops.
- Side roads branching off this segment are generally for access to surrounding residential areas, with few through roads. Deacon's Hill Road provides the only through road, connecting to Barnet Lane (the A411).
- There is no provision for parking or stopping along this segment of road.

4.1.14 Segment 3 – Shenley Road and Town Centre:

- This road here is single lane in each direction, separated for the most part with a raised central reservation.
- Traffic volumes are relatively high due to the retail provision and this segment providing a key through route to residential areas to the east, and other town centre and business areas to the west. Traffic count data shows that the average

Figure 4.3: Movement Network - Wider Corridor



Segment 1

Segment 2

Segment 3

Segment 4

Segment 5

traffic flow in the AM peak period (0700-1000) along this segment is around 1,800 vehicles in each direction.

- The pedestrian environment along the segment is of good functional quality and generally well maintained, with relatively wide, paved footways. Pedestrians are prioritised through the design of the street using wide pavements, median strips, narrow carriageways, raised tables, frequent informal crossing points, and different surfacing for car parking areas and bus stops. These measures generally work very well.
- Although there are no formal provisions for cyclists using the carriageway, the traffic calming measures are of benefit to cyclists. There are plenty of cycle parking stands provided regularly along the segment.
- Elstree and Borehamwood Station is located at the easternmost end of this segment. The station has parking spaces for 207 cars, and 60 cycles. Bus stops for local bus services are provided in the station forecourt. The lack of a pedestrian crossing across Station Road means pedestrian access to the station from the town centre is difficult.
- There are a number of buses that serve the town centre and the station, including routes to Watford and St Albans. Stops are located in the rail station forecourt, on the high street, and in the Tesco car park. Bus stop waiting facilities are generally good, with shelters, seating, route and timetable information. Stops on the high street are proximate to crossing points.
- The traffic includes a mix of larger goods vehicles serving the high street shops.
- Side roads branching off this segment provide access to adjacent residential areas, the Borehamwood Retail Park, and the BBC Elstree Studios. Theobald Street, Furzehill Road, Eldon Avenue and Brook Road provide through connections to key parallel routes in the wider area.
- Designated car parking areas are provided off-road for shoppers. Bus stopping and loading areas are generally provided in line with the carriageway and denoted with different surface materials.

4.1.15 Segment 4 – Civic Elstree Way:

- In this segment the road is designated an A road. The carriageway is single lane in each direction, with ghost islands in the centre.
- Traffic volumes are relatively high as this forms a key through route to the town centre to the east, and business areas to the west. The main town centre public car park is located just off this segment. Traffic count data shows that the average traffic flow in the AM peak period (0700-1000) along this segment is around 1,600 vehicles eastbound, and 2,300 westbound.
- Wide, paved footways cater for pedestrian movement along the corridor, however provision of formal crossing points is limited to one pelican crossing (outside the fire and ambulance station) and a pedestrian subway outside Oaklands College. Given the volume of traffic this makes crossing difficult, particularly at the Shenley Road roundabout.
- Cycle lanes are provided in both directions along this segment, partially on-road and partially off-road. There is limited cycle parking along the segment (stands are provided at The Venue Leisure Centre).
- Buses routes serve this segment of the corridor, with stops outside the Civic Offices, and a stop (eastbound only) opposite Oaklands College. Stops have shelters, seats, route and timetable information. The stops outside the civic offices are located some distance from a safe crossing point nearby.
- The road is used by mixed traffic, including a high number of HGVs.
- Side roads accessed from this segment of the corridor are mostly for access to specific facilities. Shenley Road, Studio Way, Manor Way and Bullhead Road provide through connections to the wider area.

- No car parking is provided on the carriageway. Designated off-road parking areas are provided for specific facilities. The council car park provides parking for town centre users as well as specific uses such as the leisure centre and Ibis Hotel.

4.1.16 Segment 5 – Industrial Elstree Way:

- This segment is designated an A road. The road is single carriageway, with a lane in each direction between the junction with Manor Way and Warwick Road. East of this junction is a one-way system with two lanes westbound on Elstree Way, and two lanes eastbound traffic on Rowley Lane. From here to the A1 the carriageway is duelled.
- Traffic volumes are high as this forms a key through route to the town centre to the east, and to the businesses in this segment. HGVs appear to make up a significant proportion of the traffic.
- Wide footways cater for pedestrian movement along the corridor, however provision of formal crossing points is limited to one pelican crossing (adjacent to the Travelodge to the west of the junction with Warwick Road). Given the volume of traffic this makes crossing difficult, particularly along the approach to the A1.
- On-road cycle lanes are provided in both directions along this segment. Cycle parking was not immediately evident during site visits.
- Buses routes serve this segment of the corridor, however stops are few; there is one westbound stop and two eastbound stops. Two of the three stops have shelters, seats, route and timetable information. The stops are not located near to a safe crossing point nearby.▪
- Manor Way, York Crescent, Newark Road and Warwick Road provide through connections into the wider area around this road segment.
- No car parking is provided on the carriageway, however there are extensive off-road parking areas immediately alongside for use by adjacent businesses.

5 The study area

5.1 Overview

- 5.1.1 The EWC study area and immediate surrounds includes a wide range of uses. Predominant uses are public or quasi-public services, which go some way to giving the area a sense of identity. In the wider area, there are a variety of uses, whose distribution does not appear to cluster and take advantage of physical proximity.
- 5.1.2 The large block structure and not well connected street pattern concentrate traffic in few roads, with no possible alternative routes and impedes walking and public transport provision.
- 5.1.3 There are significant areas of green areas, landscape and open space near the study area. Accessible open space for recreation, however, is limited and generally isolated.
- 5.1.4 The built environment is unremarkable, with few landmarks and a majority of buildings of poor architectural merit. Low / medium rise, setbacks and parking forecourts all contribute to poor sense of enclosure and limited street activity.

5.2 Land use and development

- 5.2.1 The EWC study area and immediate surrounds includes a wide range of uses. Predominant uses are public or quasi-public services, which go some way to giving the area a sense of identity. This includes the civic offices, leisure centre, health clinic, family centre, library, job centre, fire and ambulance station, police station, secondary school, college, and RSL offices (Affinity Sutton). However there are also a number of other key uses including the film studios, offices, and residential.
- 5.2.2 **Figure 5.1** summarises the predominant land uses in the wider area. The diagram highlights the variety of uses and the distribution, which does not appear to cluster and take advantage of physical proximity.
- 5.2.3 In the immediate study area (**Figure 5.2**), several buildings are seeking relocation or redevelopment. Development requirements have been established through discussions and meetings with stakeholders, landowners and operators. Further information has been collected via a questionnaire which was distributed to all stakeholders during July. The key findings are summarised below:

Film Studios

- The film and television industry has been integral to the development of Borehamwood, and its presence should be maintained and enhanced. A media hub that provides both purpose-built structures along with general business and office space would help facilitate a continued and strengthened presence. The Elstree Studios have a degree of capacity to expand within their boundaries (subject to dealing with the visual impact of large structures), but may need links to nearby employment/ office sites to create a cluster of associated businesses.
- More education and vocational training associated with the film industry could be provided in Borehamwood to help develop a local skills base. There is potential for stronger links between the Elstree Film Studios, Hertswood School, and Oaklands College.

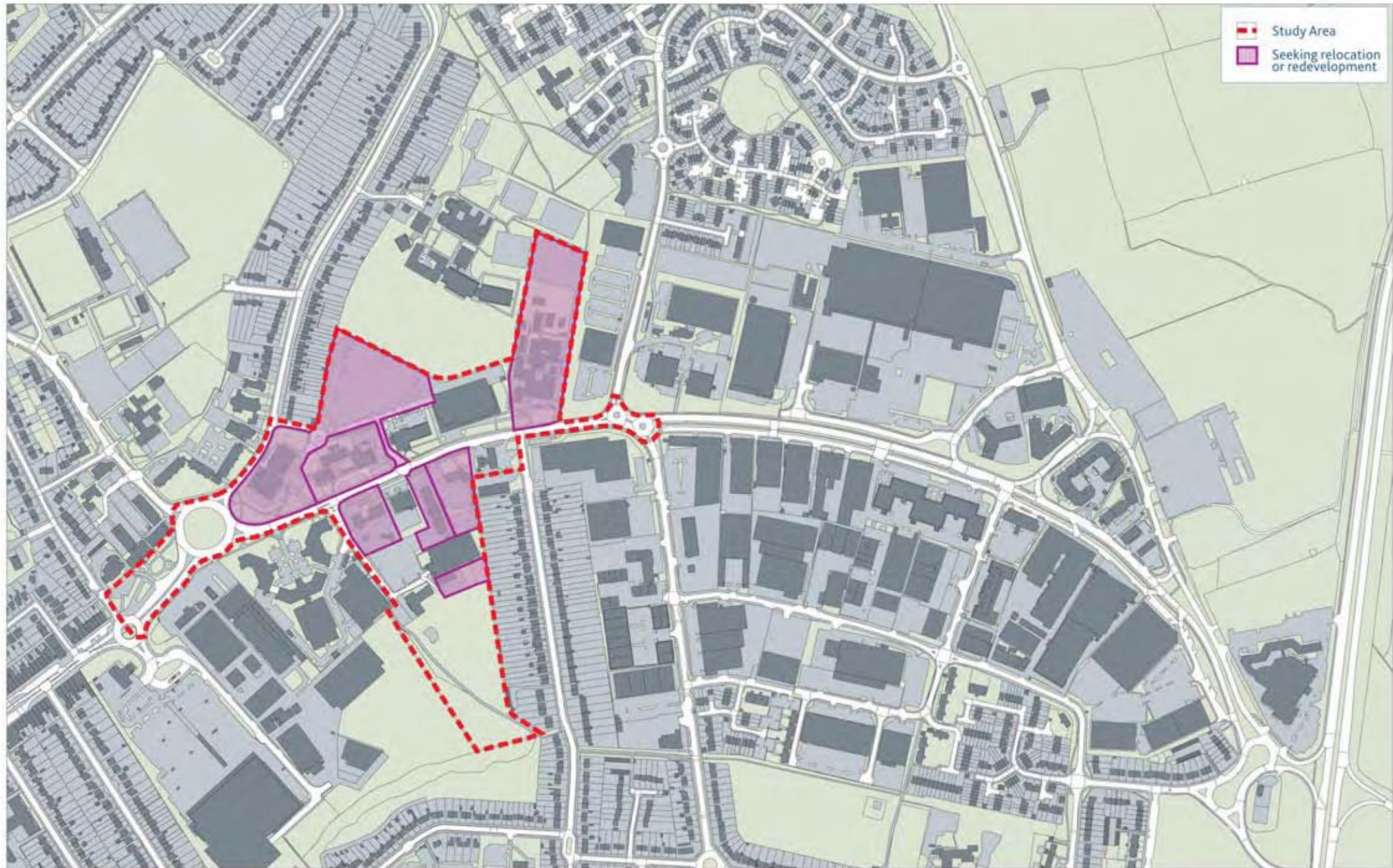
Figure 5.1: Land Use



- Residential
- Industrial
- Offices
- Hotel
- Leisure
- Community / Civic Use
- Retail Mixed Use
- Retail
- Film Studio
- Sports Ground
- Parks & Gardens
- School Grounds
- Rural
- Car Park

Elstree Way

Figure 5.2: Potential Relocation/Redevelopment



- Interest has been expressed in opening up the Elstree Film Studios to the public by creating a new visitor attraction (e.g. museum) or operating tours in the studios. This is outside the core operation of the studios and presents security issues.

Hertswood School

- Hertswood School is now a successful secondary school and the only non-denominational secondary school in Borehamwood. Because of the legacy of the former three tier school system (abandoned in 2000), the school is on split sites. This causes operational difficulties. Opportunities to amalgamate both Hertswood School sites on the one main site, or relocate the school entirely will be actively considered.
- The Elstree Way Hertswood School site has poor access from Shenley Road. Better access from Elstree Way – without compromising the playing pitches – is desired. The site and buildings are larger than required. The school seeks to make use of their spare capacity by incorporating community facilities. Community Theatre now complete, due to open in the autumn, with direct access from Elstree Way car park.
- Schools in Hertfordshire, including the Hertswood School, are the recipient of funding from the Building Schools for the Future programme. The funding is not yet allocated to specific projects.
- Consideration could be given to a wider 'macro' level strategy that makes use of the GEC sports ground. This site is part of the green belt so allocation is dependent on strategic planning requirements. The site is unlikely to be appropriate for housing. There is the potential, however, to consider the relocation of the Hertswood School on a single site there, provided public transport and cycle routes can be extended to the site.

County Council Facilities

- Library and Family Centre sites will be in occupation for the next five years - with a private crèche as temporary occupier for the Family Centre. Capital receipts from the sale are required to fund the new community centre at All Saints Hall. Adequate revenue from asset disposal is a priority over improvement of public realm or the corridor for HCC.
- Provision of a new fire station facility is a high priority as existing facilities are now outdated. A new fire station should not be any further east than it is at present due to closure of Radlett Fire Station.
- Fire and ambulance facilities can be re provided together, and could be on the ground floor of a mixed use building (as has been done with new fire station in Watford which has flats above).
- The Girl Guides' Hut and Maxwell Park Community Centre facilities are to be re provided in the proposed All Saints Community Centre to be built in the town centre.

Oaklands College

- Oaklands College want to maintain a presence in Borehamwood, and ideally would like to be closer to the town centre or on the high street; somewhere with a stronger visual presence, with better links to transport, the local community, and with a less institutional presence.
- There could be potential for stronger links between Oaklands College and Hertswood School, including potentially sharing some facilities. There is also potential to create links with Elstree Film Studios, possibly through appropriate vocational courses.

- Oaklands College seeks redevelopment of their site as soon as possible. Interim accommodation will be required if College is to be part of longer term strategy for the EWC.
- The College is pursuing residential development for the current site, with the college facility either re provided in situ or somewhere closer to town centre.
- The College requires facilities of approximately same size as those currently used, in a flexible office block style building, with a retail feel at street level. The building needs to be distinctive to attract students. A stand alone building is preferred, but there is potential to share with other similar providers.

Police station

- Hertfordshire Constabulary require premises of a similar size as existing to continue the provision of current services. They would consider sharing the building with other complementary uses.
- Access is required for the general public, both pedestrian and vehicular. Operational vehicles will need to access the site directly from Elstree Way.

Affinity Sutton

- Affinity Sutton wants to retain presence in the town centre. They require floorspace and facilities equivalent to existing, and an on-street presence with good access for the public. They would be cautious about sharing a building with other users, however could possibly share car parking. Particularly important is retaining a physical and image separation from the Council.
- Affinity Sutton are also interested in providing housing in the Elstree Way area through land swaps.

Other facilities

- Trillium owns and manages the premises of all Job Centres nationwide. They have a duty to provide accommodation and there is a strong preference for single-occupancy buildings. The Job Centre in Elstree Way was purpose built and works well. Given the obligation to re provide the facility, there is at present very little incentive to consider relocation or redevelopment of the site.
- The Venue (Hertsmere Leisure) has all required facilities already available; no significant changes are deemed necessary. However it will be necessary to maintain adequate free parking (minimum of 150 spaces); the council car park currently fulfils this requirement.

5.3 Public realm

Street pattern

- 5.3.1 The street pattern of the study area is a result of the pattern of post-war land uses: there are few crossroads linking deep into the urban area to serve residential neighbourhoods behind the employment and other uses and virtually no other east-west link alternative to Elstree Way.
- 5.3.2 Block structures are very large with large plots only served by individual private access roads. Older residential developments are in ribbons along the long stretches or roads or, more recently, feeding from a layout of cul-de-sacs.
- 5.3.3 This block structure and street pattern concentrate traffic in few roads, with no possible alternative routes and impedes walking and public transport provision.

Landscape and green space

5.3.4 **Figure 5.3** indicates the presence of significant areas of green areas, landscape and open space. Accessible open space for recreation, however, is limited and generally isolated. In particular:

- The Council policy designation of Urban Open Space covers significant areas of land adjacent to the corridor, including the grounds of Hertswood School to the north, and Maxwell Park to the south. The designation does not indicate whether the area is open to public use.
- The former GEC sport ground on the eastern edge of the town is part of the Green Belt. At present it is not in use.
- Maxwell Park and Meadow Park are the only significant areas of publicly accessible green space near to the EWC study area itself.
- There is a large amount of fringe open space along the road corridor itself. This provides visual relief and will probably have ecological value. It does not provide, however, adequate space for recreation.

Built environment

5.3.5 **Figure 5.4** shows the key elements of the built environment, including building heights/massing, barriers to movement, gateways/ transition areas, and frontage continuity and activity. Important aspects to note include:

- The majority of buildings in the study area and surrounds are low rise, between one and three storeys in height, with only a few buildings higher than this.
- In the study area building set backs, articulation and spacing between buildings all vary, presenting a discontinuous frontage line and poor sense of enclosure. This is in contrast to Shenley Road to the west, and the southern side of Elstree Way to the east, both of which present a more continuous frontage.
- The shop frontages of the Shenley Road high street environment generate a significant amount of activity. Frontages along the rest of the corridor are generally passive; in other words generate only a limited amount of activity on-street.
- There are three gateway areas or zones of transition; between Eldon Avenue and Shenley Road roundabout; the area around the two mini-roundabouts at Studio Way/ Manor Way; the section of dual carriageway on the approach to the A1. Each of these areas presents a break in character between different segments of the corridor, and offers the opportunity to strengthen identity or provide an enhanced sense of arrival.

5.3.6 There are no major landmarks or focal points in the study area, however there are a number of small local features or elements of interest. This includes:

- The war memorial;
- The clock tower on the Civic Offices;
- The stepped entrance into Imperial Place, which offers a glimpse of the landscaped courtyard;
- The Elstree Film Studios;
- The distinctive Venue Leisure Centre building; and
- The small garden area with benches at the corner of Elstree Way and Studio Way.

5.3.7 These are highlighted in **Figure 5.5**.

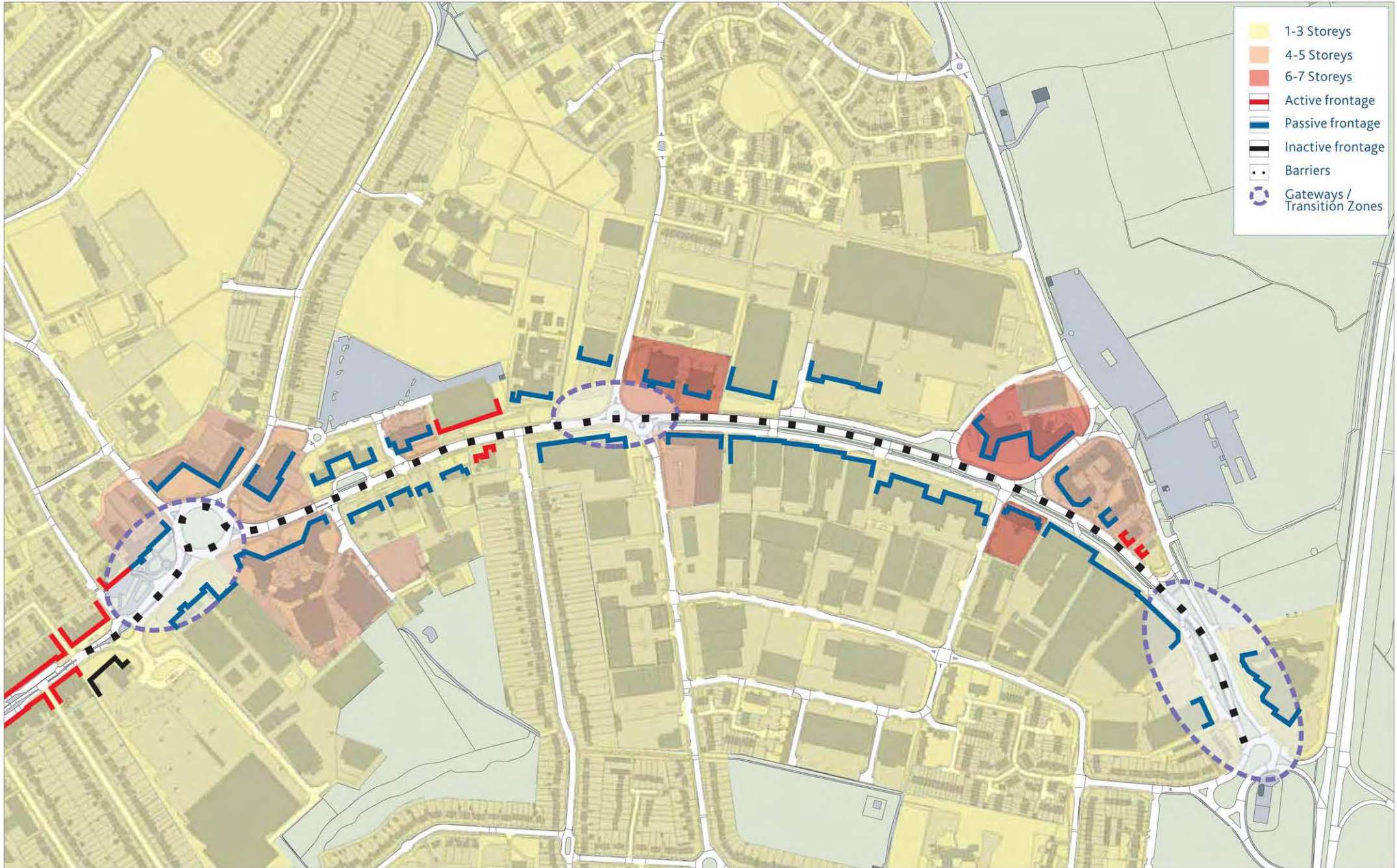
5.4 Transport and movement

5.4.1 **Figure 5.6** illustrates transport, movement and connections in the study area. Particular elements to note include:

Figure 5.3: Landscape and Open Space



Figure 5.4: Built Environment



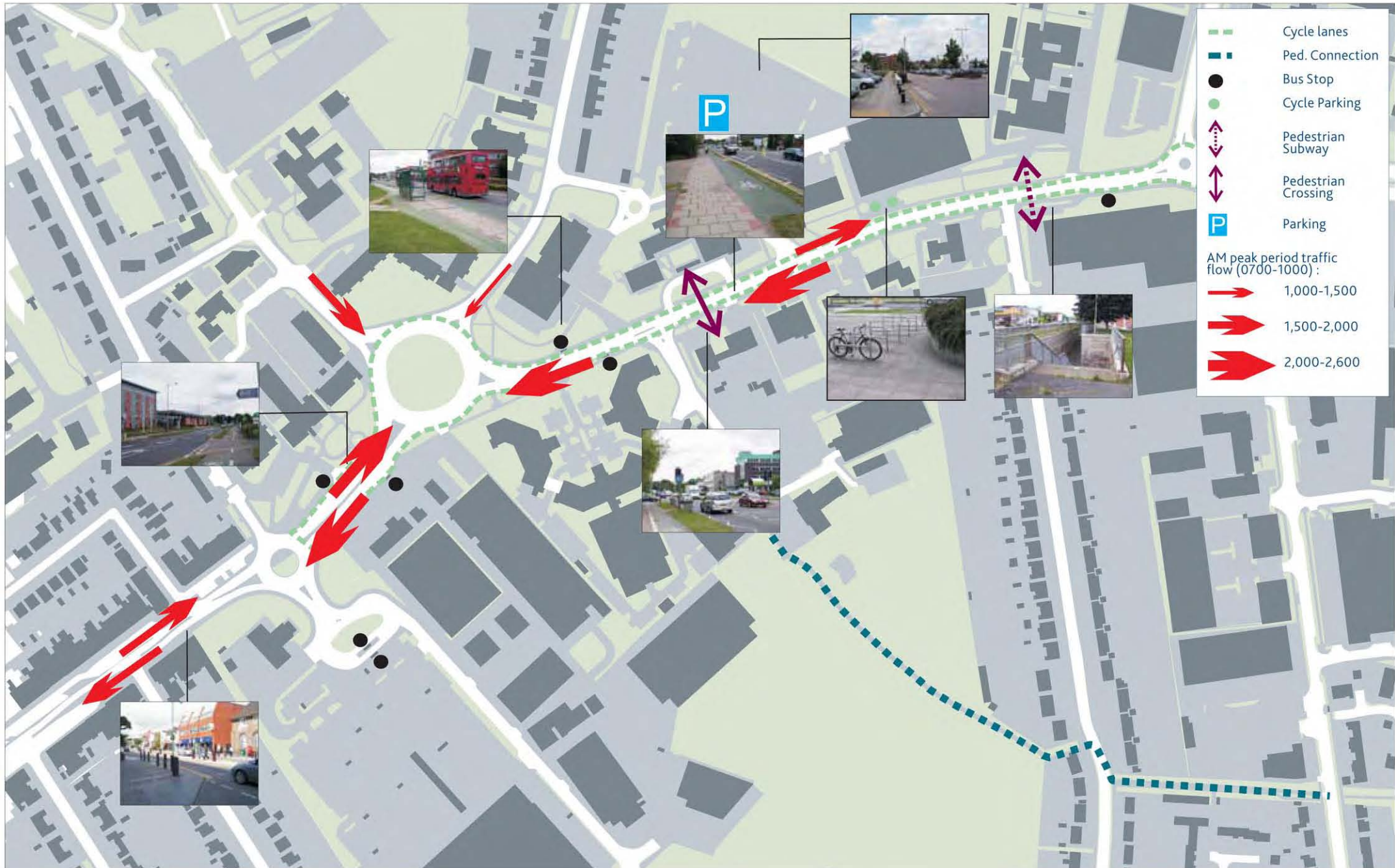
- 1-3 Storeys
- 4-5 Storeys
- 6-7 Storeys
- Active frontage
- Passive frontage
- Inactive frontage
- Barriers
- Gateways / Transition Zones

Elstree Way

Figure 5.5: Local Features



Figure 5.6: Movement



- Cycle lanes
 - Ped. Connection
 - Bus Stop
 - Cycle Parking
 - ↕ Pedestrian Subway
 - ↕ Pedestrian Crossing
 - P Parking
- AM peak period traffic flow (0700-1000):
- 1,000-1,500
 - 1,500-2,000
 - 2,000-2,600

- Traffic volumes are relatively high along Elstree Way, with an average of 1,600 vehicles eastbound and 2,300 westbound in the AM peak period (0700-1000).
- The area is served by a number of bus routes which provided good connections to the town centre, railway station, and business areas to the east. However stops are spread far apart, and do not relate well to key trip attractors (e.g. The Venue and Oaklands College).
- Bus stop waiting environments are functional, with shelter, flag, and some timetable information. There is scope to improve the stop environment and the provision of service information.
- Clearly demarcated cycle lanes are provided in both eastbound and westbound directions; some sections are on-road and some off-road. These lanes do not connect into a wider cycle network serving the town. Cycle parking appears to only be provided outside The Venue.
- The pedestrian environment is of a functional quality. Pedestrians are served by footways that are generally wide and with even surfacing (asphalt or concrete pavers). However the pedestrian environment suffers from the high volume of traffic. There is a distinct lack of formal crossing points (one pelican crossing) along Elstree Way and around the Shenley Road roundabout. Frequent vehicle crossovers interrupt the footway.
- Parking and loading all takes place off-street, with parking areas in front of some of the buildings, and the large Council car park located to the north behind the Ibis Hotel and medical centre. Use of the Council car park is shared between Council staff, guests staying at the Ibis Hotel, visitors to The Venue leisure centre, and other users of the town centre and local amenities.

5.5 Baseline key findings

Property and future development

- EWC would need to accommodate some of the housing target for Hertsmere as set out in East of England plan using brownfield land and access to sustainable transport.
- The housing offer should provide as a priority affordably priced dwellings for both rent and sale, with particular attention to provide for younger families.
- In Borehamwood, there is a lack of smaller properties, particularly 1 and 2 bed houses.
- The age profile of the population, and the apparent influx of younger Jewish families, suggest a need for younger family homes and additional youth facilities.
- There is concern about overprovision of flats, even if the Orion scheme is successful and sets a precedent for similar development in area.
- There is an over supply of office accommodation leading to reduction in viability. Borehamwood is not perceived as a prime office location, with the possible exemption of film-television related clusters.
- Out-commuting to London and elsewhere suggests a need to strengthen the local employment base in order to retain a balanced and sustainable live/ work pattern.
- Financing of environmental improvements, infrastructure and community facilities will need careful consideration to maximise the value of developers' contributions.

Current development

- No advantage is taken of co-location of public services, with most services independently accessed and managed. The site layout of most buildings does not facilitate co-ordination or efficient customer service.
- Land is used inefficiently and low rise buildings limit the amount of gross floor area available in most plots.

Public realm and urban form

- There is little sense of place or identity associated with study area, which accommodates some town centre uses, but it developed as a fringe sprawling area.
- There are no landmarks or major structuring elements.
- The Elstree Film Studios, a valuable element of national cultural heritage and a major source of activity, have poor townscape presence.
- The gateways into the area or the town centre are poor; the zones of transition are created by highway infrastructure (roundabouts) rather than urban form. Vehicular infrastructure dominates the setting.
- Elstree Way has a very wide carriageway; coupled with car parking areas in front of many buildings gives sense that car both visually and physically dominates, and reduces pedestrian amenity.
- The street pattern displays large blocks and poor permeability. This restricts movement to a few major links, discourages walking and cycling and restricts redevelopment flexibility.
- There is lack of continuity of frontages and poor street enclosure, with several buildings incoherently aligned or set back. The building scale and architecture does not create a cohesive urban space.
- There are few buildings of architectural or townscape merit.
- Because of the insular nature of the development, there is little on-street activity and the public spaces feel dead.
- The streetscape is of functional quality only.
- Despite significant fringe green space, little useful public or open space for local residents and workers.
- There are few direct and legible connections to surrounding area.

Movement

- Road, roundabout and level of traffic act as a major barrier to pedestrian and cycle movement. This is compounded by a lack of formal crossings.
- The pedestrian environment is of good functional quality, but not conducive to increased use. Need for more and better crossings, connections, signage, and local information.
- A high number of bus routes serve the corridor but the limited number of stops and poor relation to destinations and safe crossing points deters use.
- Bus stop waiting environments are functional and could be improved.
- Cycle lanes are present but little used; the lack of signage and connections into a wider town network of cycle routes might be factor. There is also a lack of cycle parking.
- Car parking availability and charges in the centre may not such that unnecessary car trips are adequately discouraged.

6 Identifying issues and setting priorities

6.1 Approach

- 6.1.1 Consultation has been undertaken from the study outset to obtain stakeholder views on issues, aspirations and thoughts about how to improve the EWC, and to ensure CB are aware of initiatives and plans which may affect the area. This has informed the identification of priorities for change in the area.
- 6.1.2 Priorities were discussed in meetings to which all stakeholders (landowners, businesses and operators) were invited:
- A facilitated workshop took place on 28 July 2008 at Hertsmere Borough Council with project partners and key stakeholders.
 - Additional meetings were undertaken between July and September 2009 with project partners and other stakeholders selected by the client.
- 6.1.3 Issues and aspirations were considered in the workshop using a pin up card system and actively discussed during the meetings.
- 6.1.4 Priorities for the study area were explored in the workshop using sets of cards from the RIBA Building Futures game. The cards set out a variety of projects that can be found in master plans for urban areas. Working in two groups, participants were asked to eliminate the cards with projects which they did not feel were relevant, or were not a priority for the study area. Blank cards were also provided to enable participants to include projects not already covered by the cards. Through discussion participants selected six projects which they felt represented the priorities for the study area.
- 6.1.5 In addition wooden blocks on a map were used to identify potentially appropriate urban form.
- 6.1.6 Details of invitees and outcomes are included in Appendix A. Key findings are highlighted below.

6.2 Stakeholders' engagement

Issues and Aspirations

- 6.2.1 The workshop produced a set of themes around which key issues and aspirations were articulated. These were by and large confirmed/ supported by the views expressed in individual meetings. These are summarised in the table below, in no particular order of priority.

Table 6.1: Summary of issues and aspirations

Theme	Issues	Aspirations
Need to achieve a better balance on Elstree Way	<ul style="list-style-type: none"> ▪ Elstree Way over dominated by traffic and road engineering ▪ Roundabout is a barrier ▪ Roundabout disconnects Elstree Way from town centre ▪ Pedestrian crossings too far apart. ▪ Subway not pedestrian friendly ▪ Cycle access limited ▪ Right hand turn difficult for cyclists ▪ Poor public transport link from station to Elstree Way 	<ul style="list-style-type: none"> ▪ None specified
Gateway/ first impression of Borehamwood	<ul style="list-style-type: none"> ▪ No identity or cohesive townscape ▪ No gateway feature ▪ Some tired areas both sides of road 	<ul style="list-style-type: none"> ▪ Gateway design for Borehamwood ▪ Enhance presence of the film studios
Better open space	<ul style="list-style-type: none"> ▪ Lack of public outdoor space for sitting/eating 	<ul style="list-style-type: none"> ▪ Improved first impressions from Elstree Way ▪ Outdoor spaces for office workers and community
Reorganise physical links and access of existing services	<ul style="list-style-type: none"> ▪ Disjointed services, each on individual site with poor connections ▪ School site with poor access and no links with other community facilities 	<ul style="list-style-type: none"> ▪ Identify site/ form of a community hub, where smaller community infrastructure uses could share facilities ▪ Integrate school site with access from Elstree Way and College
Land release opportunities	<ul style="list-style-type: none"> ▪ Underused car park ▪ County Council facilities 	<ul style="list-style-type: none"> ▪ Combination of public organisation 'adjacency' ▪ Opportunity to intensify use of Civic Hall by either altering the current building or developing part of its site to accommodate other community uses.
Introduce new uses	<ul style="list-style-type: none"> ▪ None specified 	<ul style="list-style-type: none"> ▪ New housing, with a range of types/ densities including affordable ▪ Media hub ▪ New office cluster releasing land ▪ Night time economy ▪ Café facilities for office workers and community

Project priorities

6.2.2 Priorities to inform the future master plan development were discussed with the stakeholders and can be summarised as follows:

Development

- Co-locating and optimising public and health services; increase service integration
- Provision of combined youth and learning facility

- Enhancement of existing visitor attractions
- Creating opportunities for café/bar/evening economy
- Provision of a balanced mix of housing, with a range of size and tenure
- Excellent standards of development and sustainability

Public realm and urban form

- Dramatically improved public realm
- Creation of new icon or landmark to strengthen image of the area and arrival into the centre of town
- Creation of a new park/open space

Movement

- Enhanced accessibility to the area and services for residents and users
- Introduction of sustainable transport measures

6.2.3

The process of selecting projects for prioritisation generated a lot of useful discussion about what should and should not be included in the study area. It is worthwhile highlighting some of the different projects that were initially considered but did not make the final selection of priorities. These include:

New business and enterprise park

- Youth enterprise centre
- New studios for artists/creatives
- Develop community business incubator
- New health facility
- Introduce and retrofit energy saving measures
- New waste strategy
- New museum or gallery
- New art or heritage trail
- New street furniture
- Public lighting strategy
- Tree planting project
- Reconfigure road
- Pedestrianise/resurface an area
- Improve cyclists facilities
- New parking strategy

7 Redevelopment scenarios

7.1 Initial options

7.1.1 On the basis of the baseline analysis, and particularly the Key Findings reported in Section 5.5 and stakeholders' priorities, three initial options were prepared. The main objective of these initial designs was to tease out different approaches to the regeneration of the study area, by giving different emphasis to some of the priorities. A number of elements, however, are similar in all of the options. These are:

- Development intensification is always proposed, with a more compact built form and an average height of 4-5 storeys.
- Substantial housing development is proposed in all options. The mix and type of housing, at this stage, remains approximate and indicated by simple blocks on the drawings. Further refinement will be required for all options.
- Integration and intensification of provision of community services is assumed by all options. A 'Blue Light' centre, in particular, combining Fire, Ambulance and Police is proposed, together with a multi-purpose community facility which could include health centre, community hall, youth centre, etc.
- The Civic Centre site, in all options, accommodates additional social infrastructure.
- The Elstree Studios are in all cases given a new frontage and set-back secure boundary to enhance their presence on the street and provide a café/ cultural heritage focal point.
- The surface car park is assumed to be available for development by all options.

7.1.2 The options were presented and discussed in a stakeholders' workshop on 23 September 2009. Essential feedback on individual options is reported below, while a detailed report of the workshop proceedings is included in Appendix 1.

7.1.3 No option that takes forward and updates the 2003 master plan was prepared, as it was felt that it did not respond to current priorities and had substantial weaknesses in its implementation. However, the aspiration for a new access to Maxwell Park, a new street environment and densification were received by the proposed initial options.

Option 1 – Extending the High Street (Figure 7.1)

7.1.4 Rationale

- The concept behind this approach is to extend the town centre 'feel' to include this area, by creating town centre like urban form along Elstree way up to the Oaklands College site/ Studio Way. This involves the creation of two new urban squares, the removal of the roundabout and the general 'taming' of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring development provides continuous and substantial frontages.

7.1.5 Key features

- Removal of the roundabout and realignment of Brook Road and Shenley Road to create a new square in front of the Elstree Studios. New buildings/ visitor centre with public access to be located in the forecourt of the Studios to provide a strong new frontage on the new square.
- Landscaped area of the roundabout reclaimed for development to provide a eastern frontage to the square and an architectural focal point when travelling from the high street.

Figure 7.1: Option 1 - Extending the High Street



Elstree Way

- Partial refurbishment of the Civic Centre to introduce services at ground floor level through a new pedestrian space.
- Improved street presence of Imperial Place buildings.
- Blue light site relocated to north side of the street and new road link between Shenley Road and Elstree Way.
- Redevelopment of the surface car park to provide a low multi-storey car park, a street link to the school site and new residential.
- Re-provision of the Oaklands College on the southern site on a second square which comprises the Venue and hotel. The slanted alignment leads to a new pedestrian link to Maxwell Park.
- The College site is redeveloped for residential, with very limited set back from Elstree Way, thus providing a 'pinch point' and containment to the second square.

7.1.6 Issues and weaknesses

- This option successfully enhances the sense of place and identity of the area as a mixed use/ town centre location.
- The two squares provide a range of uses for the public (restaurants, cafes, visitor centre towards the centre; and college, hotel, leisure centre further east) which could sustain a good level of activity.
- Community infrastructure facilities are all successfully clustered around the Civic Centre.
- There is substantial intensification of development in the area, and therefore release of land values.
- The impact on traffic flows of the removal of the roundabout and Shared Space arrangements needs to be better understood.
- The phasing and stage by stage development of this option is likely to require a degree of forward funding for the road infrastructure works, land assembly for the college site and re provision of community infrastructure. Later phases are likely to generate sufficient value.

7.1.7 Stakeholders' summary feedback

- This option was generally favourably received, as it provides a clear and attractive new urban setting and capitalises on the availability of land.
- The two squares were thought to provide a new public realm offer that Borehamwood does not currently have. The square towards the centre, in particular, was felt to provide a successful transition to the high street and a great opportunity to showcase the cultural heritage of the Studios.
- The new area of community facility was thought to be appropriate, although the Police commented about the viability of their inclusion in the Blue Light centre.
- Concern was expressed that some of the urban form is perhaps too urban and 'blocky', and that additional variety of housing, in particular, is desirable.
- The strongest reservation was in terms of deliverability and complex land deals required to enable the first phases of implementation.
- Suggestion to close the southern section of Shenley Road and use the new road link to the east.

Option 2 – Community Green Links (Figure 7.2)

7.1.8 Rationale

- This concept creates a new north-south green link and cycle route to link the Cowley Hill communities to the north to the Hillside to the south, eventually reaching the Yavneh College. All leisure and learning oriented facilities are intended to be located off this link, making them easily accessible by different communities either walking or cycling. The green spine is 'balanced' by east-west

Figure 7.2: Option 2 - Community Green Links



improvements along Elstree Way, where a range of institutional and civic facilities are relocated in an improved street environment.

7.1.9 Key features

- Creation of a green spine linking the open space north of Hertswood School to the school, via the college site, through pocket green squares adjacent to Elstree Way and down to Maxwell Park.
- Re-provision of the Oaklands College, a multi-purpose community hall and a crèche along the green spine. Potential to open the school sport facilities to controlled public use through gates and changing facilities just off the green link.
- Removal of one arm of the roundabout with no realignment of Brook Road and Shenley Road.
- Creation of an informal square in front of the Elstree Studios. New buildings/ visitor centre with public access to be located in the forecourt of the Studios to provide enhancements to the frontage on the new square. Partial development of the open space to the north. New setting for the memorial.
- Landscaped area of the roundabout reclaimed for development to provide a eastern frontage to the square and a Blue Light facility.
- Partial refurbishment of the Civic Centre to introduce services at ground floor level through a new civic square.
- New road link between Shenley Road and Elstree Way.
- Redevelopment of the surface car park to provide a low multi-storey car park, a green link to the school site and new residential.
- The rest of the College site is partially redeveloped for residential.
- New alternative streets are created both sides of Elstree Way to facilitate redevelopment and access to the sites.

7.1.10 Issues and weaknesses

- This option successfully enhances the identity and role of the area as a mixed use location and a local destination for its residents. It is less successful in providing a new strong image for the town.
- The regeneration of Cowley Hill will be greatly facilitated by this approach, and the proposed open space and facilities will ensure that the green link will be a vibrant and attractive new place for the community.
- The design, however, does not greatly enhance the sense of arrival and does not make 'big statements' of the link with the town centre or the Studios.
- Institutional social infrastructure facilities are all successfully clustered around the Civic Centre.
- There is substantial intensification of development in the area, and therefore release of land values, despite some loss of development value at the College site and Police site, which will require compensation.
- The restructuring of the roundabout minimises realignment costs.
- The phasing and stage by stage development of this option is likely to require strong commitment to the green link concept to secure its continuity, over time.

7.1.11 Stakeholders' summary feedback

- The concept of the green link was very favourably received, as it provides a strong community gain and a statement towards sustainability.
- The lack of a strong image making public space in the form of a square, however, was felt to be a significant weakness. Particularly the Elstree Studios frontage was thought to be a missed opportunity.
- Concern was expressed by the location of the Blue Light centre, on a prominent site, possibly too small and difficult in terms of access.
- The area around the Civic Centre was well received, although the location of the PCT elsewhere was considered inappropriate.

- The variety of spaces created by this option was felt as able to ensure that a range of houses would be easy to develop.
- More detail was required of the land deals required to enable phased implementation.

Option 3 – Step by step change (Figure 7.3)

7.1.12 Rationale

- This approach concentrates on introducing flexibility and allowing a range of uses to locate along the Elstree Way over time, within a loose structure master plan. The pragmatism of this approach is reflected in the retention of the roundabout in the first phases – with potential realignment at any point in the future. Another key proposal of this option is the introduction of a secondary street network as sites become available to introduce a degree of adaptability in the future.

7.1.13 Key features

- Progressive introduction of a new grid of streets linking all plots and allowing better east-west connections between the Studios and the redevelopment sites to the east (to facilitate the emergence of a media or enterprise cluster) and north south connections between Hertswood School, Maxwell Park and Elstree Way.
- Creation of a landscaped new square by the Civic Centre, with relocation of the war memorial. Partial refurbishment of the Civic Centre to introduce services at ground floor level. Blue Light and other community services provided as part of mixed use buildings by the Civic Centre.
- Re-provision of Oaklands College, in a prominent location at the corner of Shenley Road and Elstree Way.
- Creation of a small informal square in front of the Elstree Studios. New buildings/ visitor centre with public access to be located in the forecourt of the Studios to provide enhancements to the frontage on the new square. Development of the open space to the north. Relocation of the memorial by the Civic Centre.
- Redevelopment of the surface car park to provide a low multi-storey car park, a green link to the school site and new residential.
- The College site is redeveloped for residential, with very limited set back from Elstree Way, thus providing a 'pinch point' and containment.

7.1.14 Issues and weaknesses

- This option introduces flexibility and allows step by step change as sites become available, without need for fixed phases.
- There is substantial intensification of development in the area, and therefore release of land values, despite some loss of development value at the College site and Police site, which will require compensation.
- No major public infrastructure forward funding is required.
- The design, however, does not enhance the sense of arrival and does not make 'big statements' of the link with the town centre or the Studios. It merely 'tidies up' the environment, with limited other gain.
- Institutional social infrastructure facilities are all successfully clustered around the Civic Centre.

7.1.15 Stakeholders' summary feedback

- This approach, though pragmatic, was thought to be a weak response to the priority and aspirations for the area. The option is not a sufficient departure from the existing.
- The lack of a strong image making public space in the form of a square was felt to be a significant weakness. Particularly the Elstree Studios frontage was thought to be a missed opportunity.

Figure 7.3: Option 3 - Step by Step



- Proposed buildings
- Buildings retained & improved
- Buildings retained
- Other existing buildings
- Local design features
- Key Frontages

- The extension of frontage retail to the Studios, however, was seen with favour.
- The early removal of the roundabout was considered to be a priority needing to be introduced in all options.

7.2 Stakeholders' general comments

7.2.1 A number of other general comments were made during the discussion on options:

- The idea of locating a multi-storey car park adjacent to school was highlighted as a concern in terms of size and massing, together with its acceptability in amenity terms to neighbouring residential occupiers. The potential to improve community facilities by extending the school playing fields over the site of the car park was suggested as an alternative use for this site.
- The opportunity to consider a range of contemporary design solutions for parking throughout the corridor was highlighted, both to improve visual appearance as well as accommodating increased capacity more sensitively, e.g. undercroft car parking.
- There was strong support for the 'Blue light centre', although some concerns about its potential impact on traffic and access requirements, and the prominence of its location within the Gateway.
- It was noted that traffic studies were planned for the corridor and the roundabout in particular. However, a need was expressed for better information on the destination of through traffic, to understand how changes to the road pattern would affect journeys and displacement.
- There was a general concern about the cross-funding of development and how to deal with development values and equalisation. The complexity of facilitating such a re-development and making it viable was acknowledged.
- The concept of improved green links across Elstree Way was supported, although it was suggested more consideration was need to achieve a pragmatic approach to address issues such as maintenance costs etc.

8 Conclusions

8.1 Key conclusions

8.1.1 This section summarises the work undertaken in Stage 1 of the Study. A core component of this stage was the baseline analysis of the immediate study area and wider corridor context, and consultation and engagement with project partners and key stakeholders.

8.1.2 On the basis of the baseline analysis and stakeholders' priorities, three initial options were prepared. The main objective of these initial designs was to tease out different approaches to the regeneration of the study area, by giving different emphasis to some of the priorities.

8.1.3 The three initial options prepared were:

- **Option 1 – Extending the High Street:** This concept is to extend the town centre 'feel' to include the EWC area, by creating town centre like urban form along Elstree Way up to the Oaklands College site/ Studio Way. This involves the creation of two new urban squares, the removal of the roundabout and the general 'taming' of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring development provides continuous and substantial frontages.
- **Option 2 – Community Green Links:** This concept creates a new north-south green link and cycle route to link the Cowley Hill communities to the north to the Hillside to the south, eventually reaching the Yavneh College. All leisure and learning oriented facilities are intended to be located off this link, making them easily accessible by different communities either walking or cycling. The green spine is 'balanced' by east-west improvements along Elstree Way, where a range of institutional and civic facilities are relocated in an improved street environment.
- **Option 3 – Step by step change:** This approach concentrates on introducing flexibility and allowing a range of uses to locate along the Elstree Way over time, within a loose structure master plan. The pragmatism of this approach is reflected in the retention of the roundabout in the first phases – with potential realignment at any point in the future. Another key proposal of this option is the introduction of a secondary street network as sites become available to introduce a degree of adaptability in the future.

8.1.4 No single option emerged as a preferred design solution during consultation, however there were elements of each approach which were viewed favourably. The next stage will therefore be to refine the three options further, building upon the elements which were viewed positively, and resolving concerns and additional issues raised.

Part Two – Refining options and testing feasibility

9 Option Refinement and Development Iterations

9.1 Preferred spatial option

9.1.1 On the basis of the baseline analysis and stakeholders' priorities, three initial options were prepared for the study area. Following preparation of the Stage 1 report and a subsequent meeting of the project partners, Option 1 was determined to be the preferred spatial option. The concept behind Option 1 is:

To extend the town centre 'feel' to include the study area, by creating town centre like urban form along Elstree Way up to the Oaklands College site/ Studio Way. This involves the creation of two new urban squares, the removal of the roundabout and the general 'taming' of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring development provides continuous and substantial frontages.

9.1.2 This sets the broad spatial approach to the Elstree Way area, however some further refinement and analysis was deemed necessary to address particular issues and concerns, specifically:

- The requirement for a degree of forward funding for early phases to cover road infrastructure works, land assembly, and re provision of community infrastructure.
- The complexity of land deals required to enable the first phases of implementation.
- That some of the urban form is perhaps too urban and 'blocky', and that additional variety of housing, in particular, is desirable.
- That links to green spaces could be improved, more in line with Option 2.
- The need for a better understanding of the impact on traffic flows of the removal of the roundabout and Shared Space arrangements.
- That more detail needs to be provided on other sustainable transport measures including provisions for cyclists and access to public transport.

9.1.3 Option 1 has been refined on the basis of these concerns. The strong public realm structure and dense urban form along Elstree Way is retained including multi-storey flatted development. Away from the corridor housing densities are more mixed, incorporating lower-rise family homes (e.g. town-houses and maisonettes). The design specifically takes into account the existing property boundaries so that sites can be brought forward individually if need be, to help reduce the complexity of land assembly without compromising the overall vision. North-south links to green spaces have been emphasised. This refined option, called Option 1A, is illustrated in Figure 9.1 and forms the baseline option for development viability testing.

9.1.4 A preliminary review has been undertaken of the impact on traffic of removing the roundabout and replacement with two junctions, plus a secondary access road between Elstree Way and Shenley Road, as illustrated in Figure 9.1. This review has made use of the limited existing traffic data available and was based on professional judgement. On this basis, it appears possible that junction solutions can be found for all three junctions which will maintain traffic flow at an acceptable level, and deliver the desired urban environment without unsustainable impacts on movement. A potential solution could be a T-junction at Shenley Road (east) and Brook Road, and signalised junctions or shared space at the junctions of Elstree Way/Brook Road/Shenley Road (west) and where the proposed secondary access road meets Elstree Way. More detailed analysis of possible traffic arrangements will need to be carried out in a separate study. Discussions about

Fig 9.1: Option 1A - Urban Corridor with Variety of Densities



Elstree Way

how best to do this are currently underway with Hertfordshire Highways with a view to undertaking a detailed modelling study of the wider Borehamwood area.

- 9.1.5 The intention of the proposed design is to maintain traffic flow along the corridor, but use a simplified street design based on shared space principles to slow vehicle speeds and help provide greater priority to pedestrians and cyclists. In addition it is proposed that access to bus services and bus stop waiting environments are improved. The outcomes of more detailed transport modelling will help develop more specific sustainable transport measures related to cycle and bus movement.

9.2 Development options

- 9.2.1 Using Option 1A as a baseline, Colin Buchanan has appraised scheme development iterations that reflect different scales and phasing of development across the Elstree Way corridor. The three development iterations based on this spatial approach are described below. The results of the appraisal are set out in the following chapter (Chapter 10).

Option 1A: Baseline scheme - Urban corridor with variety of densities

- 9.2.2 The spatial form of this option is as described in section 9.1 above, and illustrated in Figure 9.1. The total number of residential units in this option is between 650 and 700, with an average unit size of 85 sq.m. (915 sq ft). The total residential floor space in this option is approximately 60,000 sq.m. (678,000 sq ft).
- 9.2.3 Land uses and building heights are illustrated in Figure 9.2.
- 9.2.4 Proposed development phasing is illustrated in Figure 9.3.

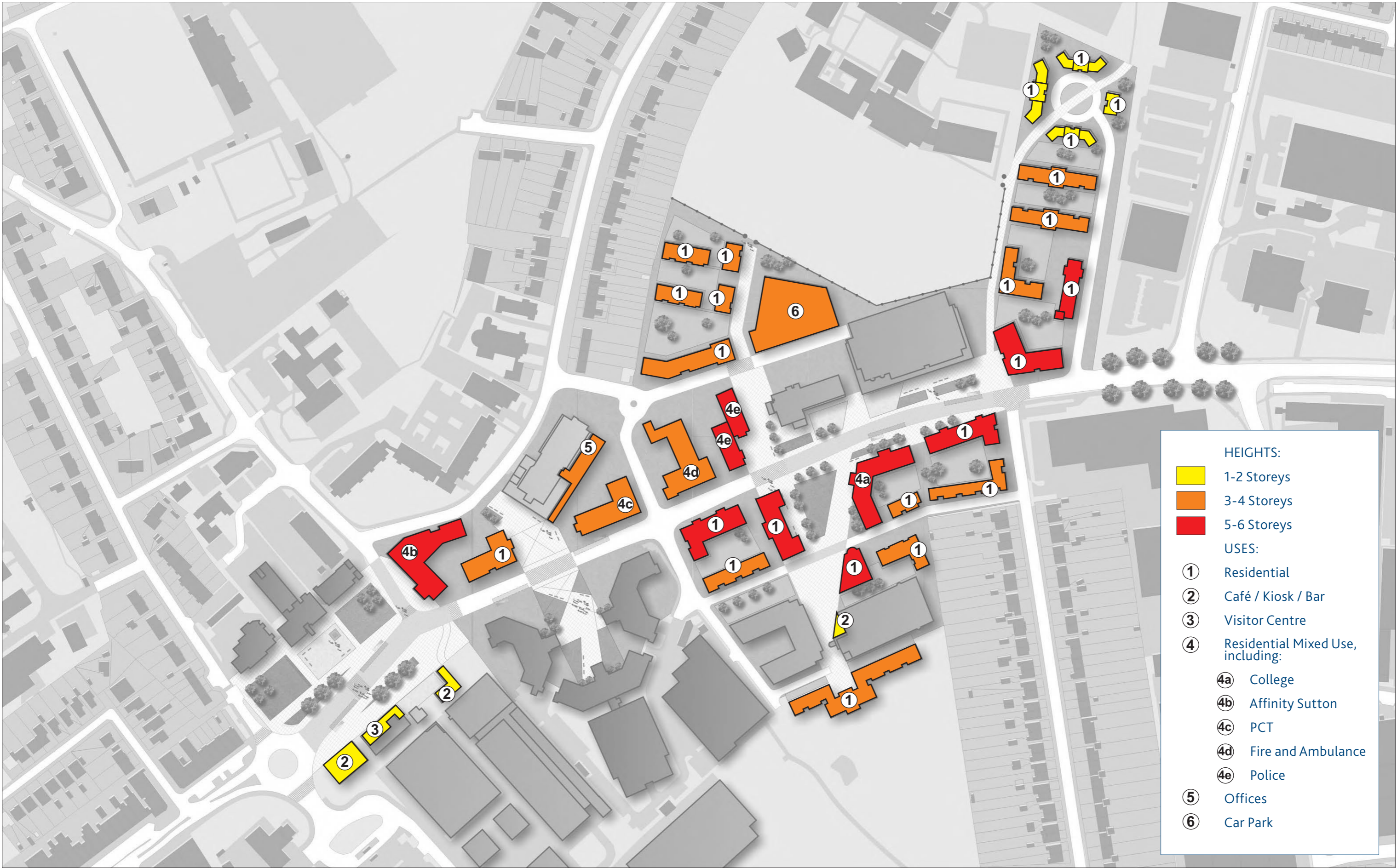
Option 1B: Baseline Scheme - Alternative development phasing

- 9.2.5 This option has the same spatial form and density as Option 1A, however proposes an alternative approach to development phasing. In this option the redevelopment of the Oaklands College site is paired with the infrastructure-heavy Phase 1. This would allow a greater level of cross subsidy of infrastructure payments early in the scheme and improve development cash flow. This is illustrated in Figure 9.4.

Option 1C - Higher density urban form

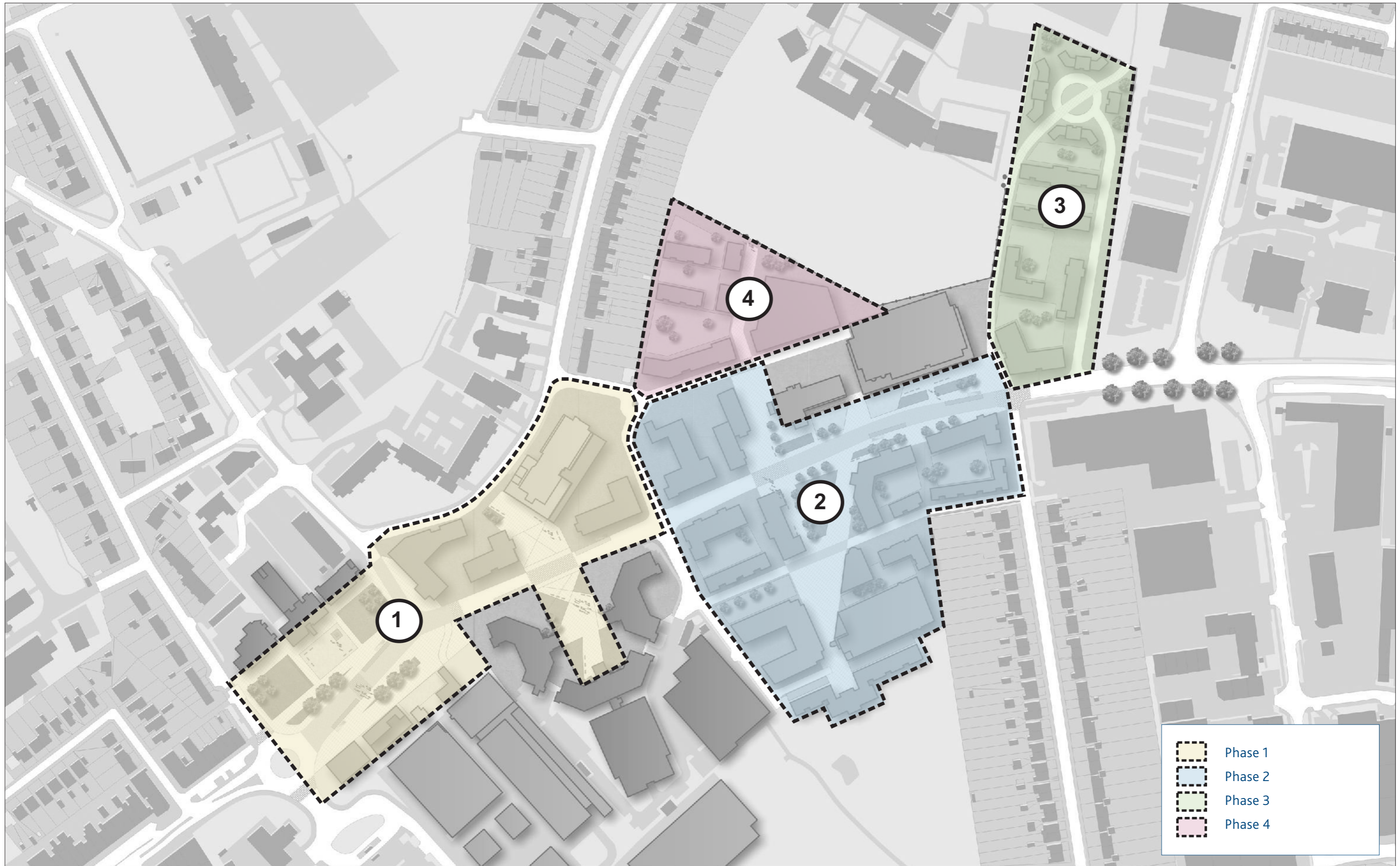
- 9.2.6 This option retains the spatial structure of Option 1A, but with a higher density of residential development throughout the area, resulting in larger building footprints and additional floors. The potential for future redevelopment of the site on the north side of the proposed town centre square is also highlighted, as a possible addition to the rest of the scheme in order to provide a stronger edge to the square (note that these additional buildings have not been included in the viability tests). Figure 9.5 illustrates this option. The total number of residential units is approximately 1,000, with an average unit size of 85 sq.m. (915 sq ft). The total residential floor space in this option is approximately 95,000 sq.m. (1,022,570 sq ft).
- 9.2.7 Land uses and building heights are illustrated in Figure 9.6.
- 9.2.8 Development phasing is illustrated in Figure 9.7.

Fig. 9.2: Option 1A - Heights and Land Uses



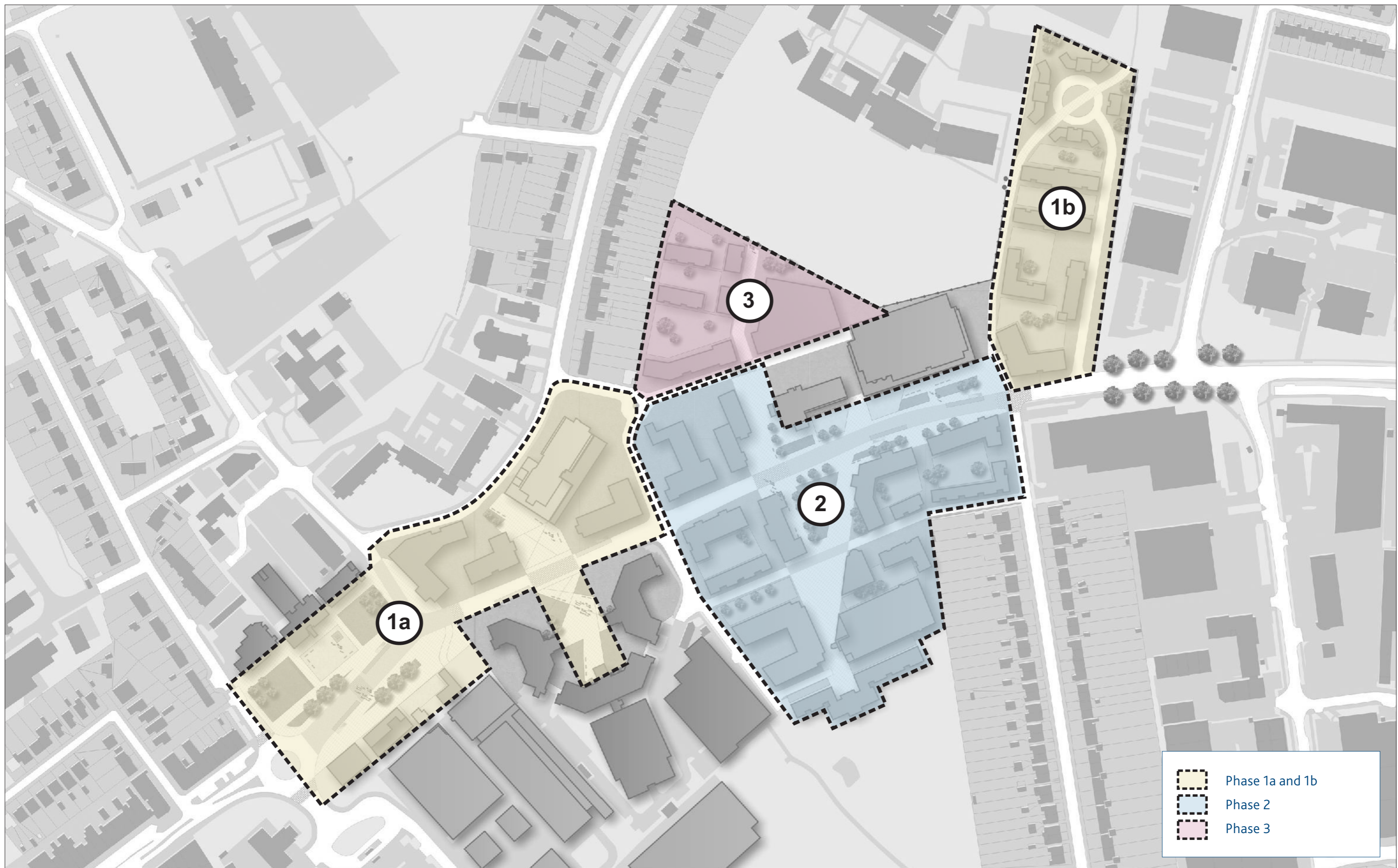
Elstree Way

Fig. 9.3: Option 1A - Phasing



Elstree Way

Fig. 9.4: Option 1B - Phasing



Elstree Way

Fig 9.5: Option 1C - Higher Density Urban Form



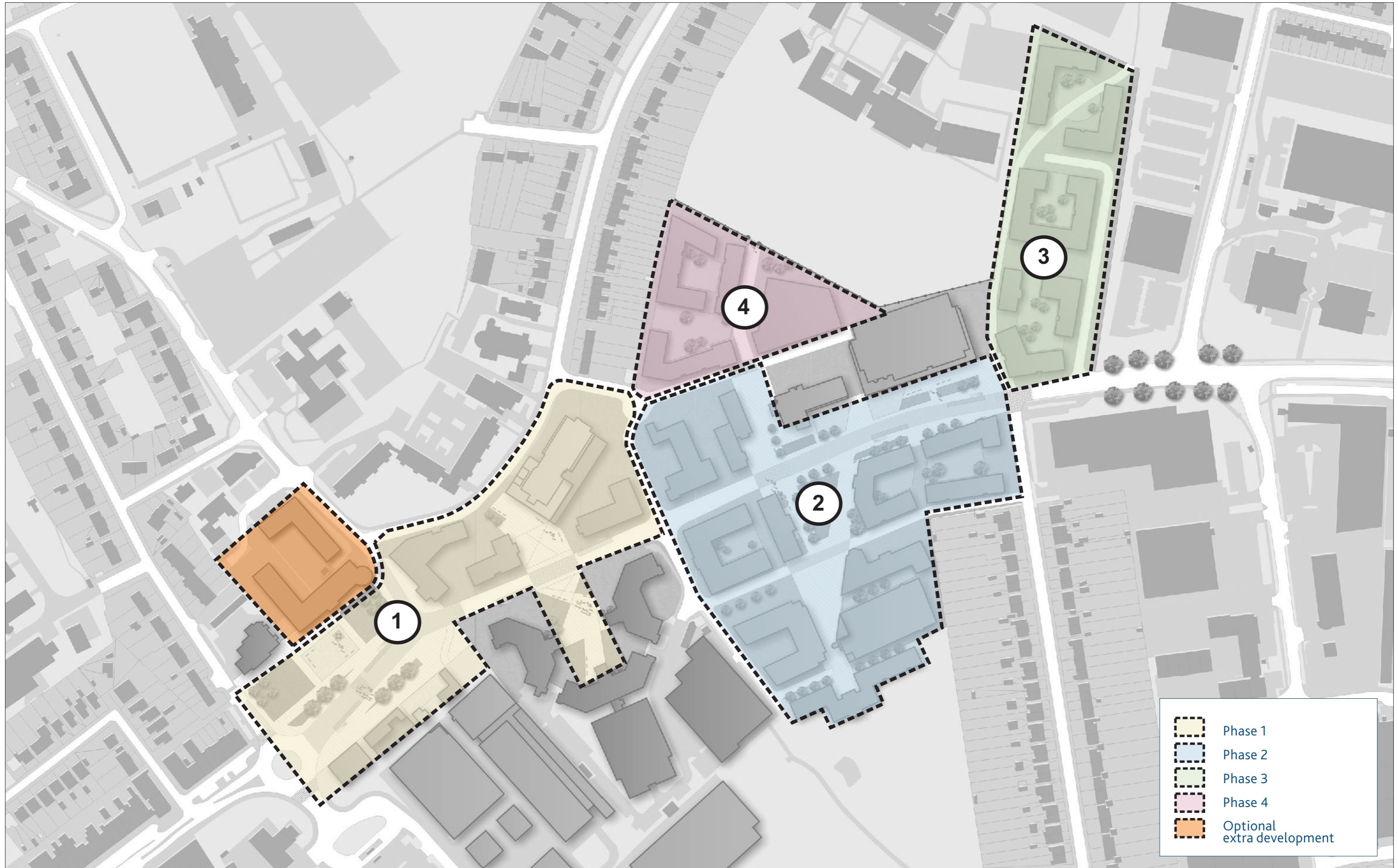
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Fig 9.6: Option 1C - Heights and Land Uses



Elstree Way

Fig. 9.7: Option 1C - Phasing



Elstree Way

10 Development Viability Appraisal

10.1.1 This chapter analyses the assumptions around cost and value drivers of viability for the redevelopment of the Elstree Way area.

10.2 Background

10.2.1 A preliminary review of development viability and planning context was undertaken and forms part of the Stage 1 work. Key findings of this review include:

- Although significantly affected by the economic downturn, the housing market in Borehamwood has retained a relatively strong position.
- Local sales agents suggest that while there is a market for new build property in the area, such developments have to be keenly priced. Agents noted that investor interest in new development in the town is beginning to re-emerge.
- The most recent new build residential provision in the study area, and in the wider Borehamwood area, is Bellway's 6 storey flatted development, Orion, situated on Maxwell Road. The development has proved extremely popular with younger couples, commuters, and people taking advantage of financial incentives.
- Borehamwood's commercial property market shows an over supply of office accommodation, with an estimated 45,000 sq m of office accommodation currently vacant. This has led to price drops, financial incentives, and short term deals to secure office lets. The weakness of the commercial property market has discouraged capital investment in new stock.
- Borehamwood is, in the Hertsmere Core Strategy, the main retail centre for the District with existing retail stock concentrated along Shenley Road and in Borehamwood Shopping Park. Local estate agents suggest that the retail offer is slowly improving but that there is a lack of comparison retail provision in the town. There are a number of vacancies and over-dominance of end charity shops, takeaways and discount stores. Rents are stagnant.

10.3 Appraisal model

10.3.1 Colin Buchanan has created a bespoke cashflow model for the Elstree Way sites to test the financial viability of the development scheme. This uses a residual cash flow approach to assess the proposals. In essence the basis of a residual approach is to calculate the value of the final development (the Gross Development Value (GDV)) and from this deduct all costs of development, including developer profit and fees.

10.3.2 The remaining value is that which in theory can be paid for the site (the Residual Land Value (RLV)). Using an annual cash flow model allows receipts and costs to be modelled over a hypothetical time period in which they would likely occur. The Net Present Value (NPV) of the land that is provided by the appraisal will give an indication as to whether the development proposals are financially viable or otherwise.

10.3.3 Colin Buchanan have appraised the scheme on a residual basis to allow a land value to be generated based on the development content of the scheme proposed, rather than an existing fixed land value. This allows us to assess development viability through accurately identifying where financial pressures in the development cash flow occur.

10.4 Assumptions

10.4.1 We have built costs and revenue streams into the cash flow at the appropriate point in line with information derived from the preferred option master plan for redevelopment. We

have included a phasing of key infrastructure costs. These assumptions are set out in Table 10.1 below.

10.4.2 We have also included the re provision of essential buildings in line with the aspirations of service providers operating on Elstree Way. For the most part this information has been provided by each of the service providers individually. The floorspace assumptions in this regard are detailed in Table 10.2, and apply to each of Option 1A, 1B and 1C. The re provision of the existing surface car park as a multi-storey is also included. The locations of re provided services (where they are to remain in the study area) are indicated in the figures contained in the previous chapter (Chapter 9).

Table 10.1: Appraisal assumptions

Appraisal assumption	Comment
Up front infrastructure provision - £10m	Colin Buchanan has included a payment of £5m in each of the first two years of development to cover infrastructure, public realm and roundabout removal.
Open Market sales rate - £320 sq ft	This figure may appear conservative once the housing market in the area begins to accelerate. However, caution has been taken as regards sales rates in the current turbulent market and figure is based on comparable evidence. Revenues for the re-provided public service buildings have not been included in the appraisal in order to give a conservative position on values.
Affordable housing included @ 35% of total residential provision	Any Housing Corporation subsidy that might be secured for the development has not been taken into consideration.
Build costs	All build costs for residential and commercial development have been taken from BCIS data and rebased for Hertfordshire.
Professional, legal and agency fees; Developers return; development contingency; demolition costs	Fees are as included along industry standard lines. Developer profit in the scheme is taken at 20% of build cost. Development contingency is included at 5% of build costs. Demolition costs are included at 5% of build costs
Development period	The build out period for all schemes appraised is 12 years. This constitutes an approximate residential take up per annum of between 56 and 83 units, depending on scheme size
Section 106, developer contributions and infrastructure payments	Approximately £16.5m of costs has been added into the appraisal on a phased basis to allow for the re-provision of council buildings, public service buildings and existing offices on the site. No revenue income has been assumed from these buildings. Were this sum to be attributed on a per unit basis, it would amount to approximately £22-16,000 per unit (depending on size of scheme).

Table 10.2: Re provision requirement assumptions

Service	Owner	Approximate gross floorspace required (sq.m.)	Comment
Hertsmere Borough Council	Hertsmere Borough Council	As per existing	Existing building, currently already offering space to other community services, to be retained and improved.
Fire and ambulance	Hertfordshire County Council	1,365 sq.m.	Estimate based on draft CAD plans for possible future fire and ambulance station provided by HCC
Medical Centre	Hertfordshire Primary Care Trust	450 sq.m.	Approximate estimate based on existing. Assumed future provision same as current.
Library	Hertfordshire County Council	n/a	Facilities to be re provided off-site as part of planned centre at All Saints.
Family Centre	Hertfordshire County Council	n/a	Facilities to be re provided off-site as part of planned centre at All Saints.
Girl Guides Hut	Hertsmere Borough Council	n/a	Facilities not to be re provided.
Maxwell Park Centre	Hertfordshire County Council	n/a	Facilities to be re provided off-site as part of planned centre at All Saints.
Job Centre	Trillium	579 sq.m.	Approximate estimate based on existing. Assumed future provision same as current.
Police	Police	898 sq.m.	Floorspace required as advised by Hertfordshire Constabulary.
Affinity Sutton	Affinity Sutton	3,414 sq.m.	Maximum floorspace required as advised by Affinity Sutton.
Oaklands College	Oaklands College	1,250 sq.m.	Floorspace required as advised by Oaklands.
Public car park	Hertsmere Borough Council	7,950 sq.m.	Re provided as a four storey car park.

10.4.3 As already noted, the assumptions above are based on discussions with the individual service providers. No allowance has been made for efficiencies that could arise through co-location. Such efficiencies could be significant, for example as much as 30% of floorspace could be saved through sharing selected facilities.

10.5 Model results

10.5.1 Colin Buchanan has used master planning and local planning policy assumptions to populate an appraisal in order to obtain a RLV based on scheme content for each of the three options. Our appraisal assumes, for the purposes of simplicity, a linear sales and construction profile and a consistent take up of dwellings. The sales profile can be adjusted once more detail becomes available from any development partner.

- 10.5.2 Large-scale schemes present a risk to developers given the length and scale of the development phases. Changes in values in the housing market and development costs in the construction markets need to be mitigated by sufficient comfort in the cash flow of a development. A developer will need to be confident that the scheme remains economically viable during a downturn in the housing market (as evident currently), a possible delay in infrastructure construction or an unforeseen rise in construction costs or financing costs. To this end, a developer might require the scheme to show a significant RLV or an increased level of potential profit in order that they then assume the risk of delivering the project.
- 10.5.3 The RLV for each of the three options has been graded low, medium or high, where a low RLV is less than £15 million, medium is between £15 and £25 million and high is above £25 million. The results for each option are set out below.

Option 1A: Baseline scheme - Urban corridor with variety of densities

- 10.5.4 The appraisal based on the development quantum provided in the master plan and using the cost and value data provided by local comparables and BCIS build costs generates a low indicative RLV for Option 1A.

Option 1B - Alternative development phasing

- 10.5.5 Option 1B also generates a low RLV, albeit slightly higher than Option 1A.

Option 1C - Higher density urban form

- 10.5.6 Option 1C generates an RLV that falls into the medium category.
- 10.5.7 None of the schemes provides a high indicative RLV, and in each case, the level of RLV assessed is below 10% of the total estimated Gross Development Value of the scheme. This indicates an overall position that whilst generally positive rather than negative is marginal. The more marginal the scheme, the greater the potential risk to a developer in taking it forward to implementation.

10.6 Scheme sensitivities

- 10.6.1 It is clear from carrying out iterations of the appraisal that the master planned development is sensitive to shifts in costs and values. To take market residential values as an example, a 5% lift in local residential sales values offers a significant uplift in the value of the scheme across all development options. Similarly, sensitivities can apply conversely. A fall in local new build residential values might have a substantial effect on the overall viability of the project. Build cost rises too, may force the RLV down. This is why developers will seek a level of comfort in the final residual value or minimum percentage of profit on cost required.
- 10.6.2 There is a risk, particularly with Option 1C, proposing the highest number of new units, that the current uncertainty in the residential market will prevent the prompt take up and limit the saleable value of the constructed units. Some current predictions suggest the beginnings of a market recovery over the next 12 months, but the scheme developer should be careful to avoid being compromised by an inability to offer a range of different unit sizes, thereby limiting its appeal to a wider range of potential buyers.

- 10.6.3 Exploration of the likelihood of any potential scheme to be considered for Housing Corporation/HCA grant funding (see Chapter 5) will also need to be further explored as this will impact on the model results.
- 10.6.4 In considering the risk profile and likely deliverability of the scheme, indicative sensitivity analysis on a medium density variation of the scheme was carried out. A 5 % increase in assumed sales values, with no corresponding increase in costs indicated a potential increase in RLV of some 58%. This reinforces the generally low level of residual value derived from the assessment, and demonstrates the extent to which minor changes in costs and values can have a significant impact on viability.
- 10.6.5 There is therefore a need to minimise, as far as possible, the uncertainties that can impact on cost and value prior to implementation, in order to reduce perceived risk and increase potential developer interest and the likelihood of commitment to development. This includes, amongst others:
- Clarity of re provision requirements and careful consideration of space efficiencies;
 - Clear support through the planning process;
 - Facilitation of land acquisition.
- 10.6.6 Once further certainty in relation to matters such as relocation requirements, timing of relocations, value and funding expectations and site conditions/costs can be firmed up and the appraisals refined accordingly it would be advisable to undertake a range of sensitivity analyses. These could include variations on assumed cost, value and financing rates to gain a better understanding of the overall deliverability parameters of the master plan aspirations.
- 10.7 Summary
- 10.7.1 In summary, all the development options for the Elstree Way corridor master planning proposals generate a positive, if marginal, RLV. In effect this means that the starting point for the development as proposed is, indicatively, viable, on the basis of the assumptions made. It should be borne in mind that this provides only a snapshot indication as to the broad viability of the scheme in the current market. More accurate calculations will require further detailed examination of planning constraints, build cost assumptions, site conditions and requirements, process and timescales for re-provision of public services, together with the extent to which support can be given to securing site assembly.
- 10.7.2 Nonetheless, the positive RLV suggests that the development is likely to prove attractive to a house builder, particularly when taken into consideration with the accessibility of the site, with good access to the national road and rail network; the unique character derived from the historical association with the TV and film industry; and the popularity that other comparable new build developments in the area have recently enjoyed with buyers. Overall, the general strength of the location, coupled with the shortage of major opportunities of a comparable nature is likely to ensure that there is developer interest, providing a platform for taking the project forward.
- 10.8 Risk to reward
- 10.8.1 As with any development of this scale, there are potential advantages and disadvantages related to developments of different sizes.

Table 10.3: Risk to reward matrix

Scheme Size	Risk	Reward
Smaller scheme/master plan	<ul style="list-style-type: none"> ▪ Lack of coherent urban design message ▪ Smaller commitment to infrastructure cross subsidy ▪ Lengthy drawn out process? ▪ More marginal where fixed relocation requirements have to be met 	<ul style="list-style-type: none"> ▪ Less onerous planning policy ▪ More management from Local Authority ▪ Possibility of lessening vagaries of the market
Bigger scheme/master plan	<ul style="list-style-type: none"> ▪ Over saturation of the market with residential products – difficulties in take up rates ▪ Planning difficulties – higher density always an issue ▪ Handing development impetus to the development partner – a concern in slow markets; will they just sit on it? ▪ Land ownership and phasing complexity, particularly where the re-provision of a number of separately managed public functions is required ▪ Smaller developer market into which to promote the opportunity 	<ul style="list-style-type: none"> ▪ Higher residual land values allow flexibility in how receipt is provided to land owners. Council could obtain receipt through payments or in the form of increased provision of affordable housing, construction of schools, GPs etc ▪ More comprehensive scheme ‘identity’ might be realised ▪ Less pressure on development cash flow – investment and corporate buy in enhanced ▪ Better covenant/status of potential development partner

10.8.2 Please note that the appraisals in this document do not constitute formal valuations and should not be construed as such. They have been prepared for guidance only and certain key cost, revenue and timing assumptions will require further clarification.

11 Developer Feedback

11.1 Comment from developers

11.1.1 Following refinement of the preferred spatial option and initial viability appraisal work discussions were held with four developers to gauge what the potential level of interest might be from the industry. In summary:

- Two of the four developers thought the scheme very worthwhile, and should the scheme progress would be interested in working with the Council as preferred development partners for a comprehensive scheme.
- Both these potential investors had preference for a higher density scheme (1000 units) with a strong image and master plan which could reaffirm the area in terms of image and support marketing.
- They expressed concerns that an early low-quality scheme (for example on the Oaklands College site, such as the one already rejected by the Council) would hinder the opportunity to reposition the area as a desirable, high quality place. This approach has been tested through Option 1C.
- One developer remarked that comprehensive development would require prohibitive initial capital, and suggested that an alternative micro-phasing approach would be easier to take forward, as it would allow multiple developers to take on individual elements rather than the entire.
- One developer expressed no interest.
- Re-phasing the development so the Oaklands College site could be developed at the same time as the infrastructure-heavy first phase was suggested as an alternative approach. This would help reduce the burden of the necessary upfront infrastructure payments. This approach has been tested in Option 1B, but is reliant on the availability of the proposed relocation-site for the college facilities, which in turn depends on other public/quasi public sector relocations having taken place .

12 Funding and Delivery

12.1.1 This chapter provides an overview of potential funding sources that may help kick-start the development and require further exploration. It also sets out areas that need to be addressed in order to ensure deliverability.

12.2 Funding

12.2.1 Set out below are possible funding sources which may be able to be used.

HCA funding

12.2.2 The Homes and Communities Agency (HCA) is the Government Agency tasked with facilitating high quality, sustainable places. To help deliver its programme, HCA utilises a number of investment tools with the aim of generating new, innovative ways of working to deliver homes, regeneration and growth faster and to make more efficient use of public resources and assets. This includes a number of funds and grants to provide help in delivering various forms of affordable housing, bringing land back into productive use and improving quality of life by raising standards for the physical and social environment. Initial discussions between Hertsmere Borough Council and the HCA indicate that some such funding may be available to the Elstree Way development, depending on the relevant criteria.

Department of Culture Media and Sport

12.2.3 A meeting has taken place between Hertsmere Borough Council and the Department of Culture Media and Sport regarding funding for the improvement and expansion of Elstree Studios. If appropriate, it may be possible to tap into this funding to initiate improvements in the vicinity of the Studios as part of the Elstree Way master plan.

Prudential borrowing

12.2.4 Direct public sector contribution could also play a role in development funding. Where existing facilities represent a significant ongoing revenue cost, which could be reduced through relocation to a more modern facility there is a potential option for some financial contribution to be made to the process through use by the local authorities of their prudential borrowing powers. If the relocation costs are impacting on viability to the extent that they are unaffordable as a direct development cost, then part of any anticipated revenue cost saving could be used to finance a loan to part fund the scheme, enabling deliverability.

12.2.5 The use of prudential powers is also being considered in some development scenarios as a way in which local authorities can share in the equity of a development project through interim funding at advantageous borrowing rates compared to those that can be secured by the private sector on the open market. Such mechanisms are being considered to reduce development costs for marginal schemes and improve deliverability. Such opportunities would need to be considered in detail in the light of recent proposed changes to public sector accounting standards and investment criteria, and only if required to enable the scheme to proceed at an acceptably profitable level.

Deferred payment

- 12.2.6 Although not a funding source as such, a potential means of reducing the initial cost-burden for a developer would be for the project partners to take deferred payment for the land. This could enable the first phase of development to be progressed, with the developer paying for the land in later stages, once a return on investment was made.
- 12.2.7 An example of this approach is through the HCA's Public Land Initiative, which is designed to bring new construction players into the housing market using land in public ownership. Rather than sell land outright to developers, public land owners make their land available on a 'deferred payment' basis. This initiative is aimed at bringing publicly owned housing sites forward using a different approach to procurement and delivery.

Hertfordshire Local Transport Plan

- 12.2.8 Contributions to traffic and transport-related works could potentially be sourced through the next iteration of the Hertfordshire County Council Local Transport Plan. The current Local Transport Plan runs until end of the 2010/11 financial year.

12.3 Delivery

- 12.3.1 The initial testing of the feasibility of the development indicates positive if marginal viability, although this is dependent on a number of sensitive factors, and is therefore subject to risk. Practicalities of delivery will need to be addressed to ensure viable development and developer commitment.
- 12.3.2 The key issue for deliverability is certainty. Certainty relies on the availability of information, clarity of commitment between all the landowning parties, clarity of requirements, timescales for re-provision and the legal and technical processes that have to be addressed to enable development to proceed. The more certainty, the more accurately viability can be assessed and tested, and the less the risk to all parties involved.
- 12.3.3 There are a number of key areas to be addressed to compensate for the relatively marginal level of viability demonstrated by the development model. In doing so this will minimise the risk and maximise the prospects of deliverability. These areas are considered further below.

De-risking the process and preparing for delivery

- 12.3.4 Further clarity on individual requirements and roles of each land owner is needed before a development partner, or partners, can be secured. This includes financial, physical and timescale and technical requirements. Each public sector body involved will be publicly accountable, and therefore required to secure the best terms reasonably obtainable for any land interest they are considering disposal of. Whilst these terms can take into account the costs of re-provision of required facilities, decision making processes will need to be clear on opportunity costs, such as the value that could be generated through alternative redevelopment; for example in isolation of the proposed overall master plan, or on a piecemeal basis. There is therefore a need for all the bodies with an interest in the delivery of the master plan to establish their individual base position and options. This could include:

Base Financial Position

- Existing use value of current land holding, and the estimated lifecycle cost of remaining at status quo.
- Potential future value based on redevelopment options independent of the master plan (if they exist).
- Potential future value based on proposed master plan, with infrastructure costs apportioned pro-rata to total land value across the plan area.
- Potential revenue savings that could be secured through implementation of the master plan.
- An overall summary financial position and minimum requirements to be met.

12.3.5 This will enable all bodies involved in the process to review the overall financial requirements, and to feed this more detailed assessment into the financial appraisal. This will also highlight potential areas of inequality between the parties, and enable consideration to be given to how these can be addressed through a partnership arrangement.

Physical requirements

12.3.6 The study to date has been based on the indicative re-provision requirements of the various land owners/occupiers involved, as established through the consultation process. To move forward, these will need to be firmed up for each organisation, initially as an outline specification to enable further viability testing, and in the longer term as a detailed output specification. This will enable better understanding of the individual re-provision costs for each part of the site, and how these relate to the base financial position of each party. As above, this is essential to the understanding and development of an effective landowner partnership if the master plan is to be implemented on a comprehensive rather than piecemeal basis.

Timescale requirements

12.3.7 Strongly linked to the physical requirements is the timescale requirements for both re-provision of facilities and where appropriate (such as for the County Council sites) the delivery of a capital receipt.

12.3.8 Each body will be constrained by its own operational and budgetary requirements, and it is essential that these are clear to enable a more detailed phasing plan to be developed, to inform the ongoing financial appraisal. For example, the college is likely to require completion of any new premises to coincide with the education term timetable, particularly if the decanting of equipment from the old facility to the new facility is required. Similarly the emergency services will require turnkey operations (in other words, constructed and turned over to the occupier in a ready-to-use condition) to ensure seamless continuity of service provision. There is potentially more flexibility for office re-provision to be temporarily accommodated if this helps to reduce overall phasing costs, as there are vacant offices which could be available for short term use in the vicinity. Again, all landowners with re-provision requirements will need to establish clearly what these are, and how the development start time could impact upon them.

Management and legal requirements

12.3.9 Public bodies have rigorous and accessible decision making processes to ensure accountability. They are also are subject to a range of regulatory requirements such as

EU Procurement legislation that does not affect private sector land owners; this is not always fully understood by development partners. In this regard, good information is again key to managing the additional risk that these factors could represent to development delivery timescales.

- 12.3.10 It will therefore be essential that all bodies involved understand each others decision making processes, requirements and timetables. Risk is also significantly reduced by putting in place as many approvals as possible in advance of involving a private sector development partner, and ensuring that information is available to any future partner on the sign-off procedures to be secured as negotiations proceed. These differ from public sector body to public sector body, and usually take longer than the private sector anticipates. The landowning bodies also need to be clear about the potential impact of any challenge to the process that could arise.
- 12.3.11 Clarity will be needed here on compliance with EU regulations given that development will include a number of public works contracts for the re-provision of public facilities. All public sector bodies involved in the process will ideally need to satisfy themselves that any marketing or development partnership approach taken forward to secure delivery fulfils their legal and regulatory requirements.
- 12.3.12 It would also reduce the risk to any private sector partner if an agreed approach to project management can be put in place by the landowners in advance of any procurement exercise. This is particularly relevant to comprehensive delivery of the master plan, where the delivery partner will want clear lines of communication, a clear process for securing confirmed instructions and decisions. This will reduce the uncertainty of delivery of all parts of each phase, and will reduce the risk of time overruns resulting from any unforeseen changes during the delivery process.

De-risking the development

- 12.3.13 As well as ensuring that all procedural and land owner issues are clear it is important to de-risk the development as far as is reasonable to improve cost (and therefore viability) certainty. Ensuring that as much technical information relating to the sites as possible is available, such as any physical information on contamination, soil conditions, archaeology etc, clear planning policy, title information etc. This will be a huge benefit to potential development partners as this all reduces the perceived risk from a developer's point of view. Whilst this represents an up-front cost, 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 negotiating position and a more efficient delivery process. Again, all land owning parties involved will need to consider and agree the extent and scope of technical information gathered, due diligence done prior to moving into the delivery stage, and how any costs incurred are shared.
- 12.3.14 A development partner will also need clear (and fixed) specifications for the space to be re-provided. The more detailed the specification, and the specific delivery requirements, the less the cost uncertainty. Whilst there needs to be some flexibility for the client to revise its requirements if operational needs change, the more fixed the specification or outputs required the better. The development partner will also need to know decanting requirements to ensure that these can be adequately allowed for at the bidding stage, and at later detailed costing stage.
- 12.3.15 Overall, the more prepared the land owners are for delivery, the more certainty there will be to overall viability, and on the actions required and options to be considered to take the proposals forward.

- 12.3.16 The greater the certainty to a development partner, the more they will be willing to commit to either a fixed percentage profit requirement or to minimum land values at the bidding stage. This is the true basis for public private partnership.

13 Conclusions

13.1 Key conclusions

13.1.1 The preferred spatial option from the Stage 1 work (Part One of this report), Option 1, has been refined and adjusted in light of stakeholder comments. Three iterations of this option have been tested using a development viability model. These three iterations are:

- **Option 1A: Baseline scheme - Urban corridor with variety of densities:** This baseline option includes between 650 and 700 residential units, with total residential floor space of approximately 60,000 sq.m. (678,000 sq ft).
- **Option 1B – Baseline scheme - Alternative development phasing:** This option has the same spatial form and density as Option 1A, however proposes an alternative approach to development phasing whereby the Oaklands College site is paired with the infrastructure-heavy Phase 1.
- **Option 1C - Higher density urban form:** This option retains the spatial structure of Option 1A, but with a higher density of residential development throughout the area, resulting in larger building footprints and additional floors. The total number of residential units is approximately 1,000, with residential floor space coming to approximately 95,000 sq.m. (1,022,570 sq ft).

13.1.2 The viability testing indicates that the development ranges from marginal to slightly more positive, depending on the particular option tested. Notwithstanding the need for more in-depth analysis of the detail of planning constraints, build costs, and requirements for re-provision of public services, this suggests that the scheme is broadly viable, which given current market conditions indicates a reasonably robust prospect for deliverability.

13.1.3 Initial discussions with a number of developers confirms that there is market interest in taking forward a scheme of this nature, further supporting the likelihood of delivery .

13.1.4 Additional funding or a deferred payment arrangement might be required in order to help kick-start the development, in particular to alleviate the cost burden to the developer of the infrastructure intensive first phase. Initial discussion of potential funding sources has taken place with the HCA and the Department of Culture Media and Sport.

13.1.5 There are a number of key practicalities that will need to be overcome to ensure delivery, namely:

- Clarifying the delivery process for the overall master plan and the minimum requirements of the land owners involved
- Developing a joint delivery strategy, if appropriate
- Establishing key site information
- Reviewing viability and development partnership options in light of the above
- Developing specifications for re-provision requirements
- Identifying a procurement programme and outline development programme

Part Three – Delivering a preferred option

14 Selection of preferred development option

14.1 Stakeholder priorities

14.1.1 The three iterations of the spatial development options and the resulting development viability results from Stage 2, as summarised in Part Two of this report, were reported on and discussed with the EWC project partners to obtain their views and help select a preferred development option. Key points that emerged from these discussions included that:-:

- There is a clear preference amongst the project partners for the option that offers the most positive return and would be the most appealing to a development partner;
- A higher density development option is acceptable in terms of planning policy, as long as it is suitably designed for the context, in accordance with the Planning and Design Guide SPD;
- Wherever possible the development should present active frontages along Elstree Way;
- Different project partners have different views on what is a priority for their organisations, ranging from ensuring a healthy capital receipt for the land, to obtaining a facility that offers better value for money. These views will all need to be reconciled taking the project forward to delivery;
- The development option will need to be supported by a robust planning strategy to provide clarity and reduce risk of non-delivery;
- There is a need for clarity in terms of requirements of each of the project partners in order to reduce risk, improve certainty and ensure a sound public private partnership;
- There is potential for the Studio Plaza site (corner of Elstree Way and Studio Way) to be redeveloped predominantly for residential with employment use at the front of the site. The emerging master plan therefore should consider this as a priority for this site;
- Each of the project partners was asked to reaffirm their commitment to the project in light of the marginal positive viability results of the development options;
- The transport impact of removing the Shenley Road roundabout will need to be considered in more detail; this is to be addressed directly in a separate study;

14.1.2 Following discussions with project partners, the outcome of a planning appeal and inquiry into the Oaklands College planning application were announced, with planning permission being granted. The likely result of this is that most, if not all, of the College site will be progressed independently of the rest of the Elstree Way frontage sites. As such it cannot be considered for contribution towards the development value of the corridor overall. The development viability results have therefore needed to be reconsidered in this light; Chapter 16 provides a more detailed consideration of how this impacts on viability.

14.2 Preferred development option

14.2.1 The three options, 1A, 1B and 1C, were reviewed in light of the project partner comments. On the basis of views expressed, Option 1C (Higher Density Urban Form) was selected as the preferred option. The main reasons for this include that:-:

- Based on the results of the development viability work, Option 1C offers the most positive development value;

- The higher level of density and greater return makes it the option that is most likely to be attractive to a suitable development partner;
- The larger scale of buildings resulting from a higher level of density offers the opportunity to create a stronger, coherent identity and image for the corridor, with particular prominence given to buildings fronting Elstree Way;
- The higher density offers the opportunity to generate more footfall and activity in the corridor, adding activity and interest to the public spaces, and supporting complementary land uses.

14.3 Further discussions

14.3.1 Following discussions with the various project partners, an additional meeting was held with Telereal Trillium, the owners of the Job Centre site and landlords under the Prime contract of the Department of Works and Pensions (DWP) facility there, to ascertain their interest in the EWC redevelopment. In particular their views were sought on willingness to relocate to new premises thereby releasing their land for redevelopment. Their view, yet to be expressed in writing, and subject to their DWP tenant's comments, is that they have no objection in principle to the proposals being put forward in the concept master plan, provided there is no cost implication for Telereal Trillium and no adverse operational impact on the Job Centre. Further detailed discussions with Telereal Trillium will be necessary at an early stage, as the project progresses to understand specific requirements and determine how best to negotiate a relocation. Telereal Trillium will put their considered views in written form in reply to Hertsmere DC's Chief Executive's letter on the subject.

15 Master plan framework

15.1 Overview

15.1.1 The proposed master plan framework is the result of option exploration and analysis carried out in the early stages of the study and described in Parts One and Two of this report.

15.1.2 The master plan takes account of comments received from the Council, project partners and other stakeholders, and forms the recommended approach to the redevelopment of Elstree Way Corridor. This master plan should be used as the framework for detailed planning and design of future development. Guidelines for the quantum and nature of development are set out in the following sections of the report.

Strategic objectives

15.1.3 The proposed master plan satisfies the strategic objectives of the study by:

- **Providing improved and coordinated facilities for the delivery of a range of services to the public** – By refurbishing and improving the Council Offices, and re-providing other existing public services in new purpose-built buildings, taking advantage of co-locating and coordinating services where appropriate. Enhancing physical links to services from other areas to improve access by members of the public.
- **Improve the physical appearance of this important gateway into the town** – By identifying physical improvements in the form of new buildings and public realm within the study area, to enhance the sense of arrival to Borehamwood town centre from the A1.
- **Link the commercial area of Borehamwood with the town centre** – By identifying physical measures that will enhance pedestrian, cycle and public transport connections between the commercial area east of the Manor Way/ Studio Way/ Elstree Way junction and Borehamwood town centre west of the Elstree Way/ Shenley Road junction.
- **Improve the infrastructure of the area** – By improving existing and providing new infrastructure including civic/ community uses, sustainable transport infrastructure (public transport, walking and cycling provision), and green infrastructure (public green spaces).
- **Release land for a range of uses and help meet the Borough's future development land needs** – By identifying where buildings and facilities can be relocated or re- provided to enable the release of land for other uses. The master plan makes a significant contribution to the overall delivery of the Borough's future housing targets in accordance with regional and local planning objectives.
- **Promote sustainable development** – By promoting development that is physically and environmentally sustainable, and which also contributes positively to economic and social sustainability in Borehamwood. The master plan will incorporate physical sustainability aims such as green construction materials and methods; energy efficient building design; and layout that encourages walking, cycling and public transport use. Through redevelopment and enhancement of the study area, the master plan will help promote economic growth and development in the town. It will retain and enhance the mix of uses in the area for local people to contribute to social sustainability objectives.

15.2 Master plan structure

15.2.1 The proposed master plan sets out to extend the town centre ‘feel’ of the high street to include the study area, by creating town centre like urban form along Elstree Way up to the junction with Studio Way. This involves the creation of major new urban squares, the removal of the roundabout and the general ‘taming’ of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring that development provides continuous and substantial frontages. It will re-provide the existing public services and a high density of residential development, with due regard to the physical relationship with the surrounding context.

15.2.2 Figure 15.1 illustrates the proposed master plan. Detail of land uses and heights is provided in Figure 15.2. The key features of the master plan are:

- **Integrated development:** in a comprehensive, legible site layout that successfully enhances the sense of place and identity of the area as a mixed use/ town centre location. The master plan provides for a range of uses for the public (restaurants, cafes, visitor centre towards the centre; and college, hotel, leisure centre further east) which will sustain a good level of visitor and customer activity.
- **Improved community infrastructure facilities:** by re providing existing public and quasi-public services in closer proximity to each other and to the town centre, thereby maximising benefits of co-location, whilst improving access by members of the public. Upon completion these facilities will all be successfully clustered around the Civic Centre. The medical centre, Job Centre, Police, Fire and Ambulance and offices of Affinity Sutton – a locally based Registered Social Landlord (RSL) - will all be located in new, purpose-built buildings. The Police, Fire and Ambulance services will be clustered together in a new ‘blue light centre’ offering substantial savings via operational cost economies of scale. The Council Offices will be retained and refurbished to meet the future needs of the Council.
- **Significant new residential provision:** through intensive development, releasing land values and providing for a large amount of new housing upon completion. This will be in a higher density urban form along Elstree Way, consisting of multi-storey flatted development with a good mix of unit sizes aimed at first time buyers. Away from the corridor, housing densities will be lower, incorporating town-houses, terraces and maisonettes.
- **A strong development spine:** focused on the Elstree Way road corridor itself, allowing an efficient provision of a quality public transport, walking and cycling corridor. It also integrates the development with the wider Borehamwood area.
- **A strong public realm structure:** connecting a series of major new public spaces in a coherent, and coordinated way. This includes Studio Square; a major new town centre square created by removing the roundabout and realigning Brook Road and Shenley Road to create a new space in front of the Elstree Studios. It also includes Maxwell Square, a gateway space that connects the Leisure Centre, Ibis Hotel, and new residential buildings to Maxwell Park; and Civic Square, a new space at the front of the Council Offices.
- **Links to green spaces:** to the north and south of the development area are incorporated into the master plan layout..
- **Building on the presence of the film studios:** by providing a new public visitor centre and cafe located in the forecourt of the Studios. This will provide a strong new southern frontage on the new town centre square (Studio Square).

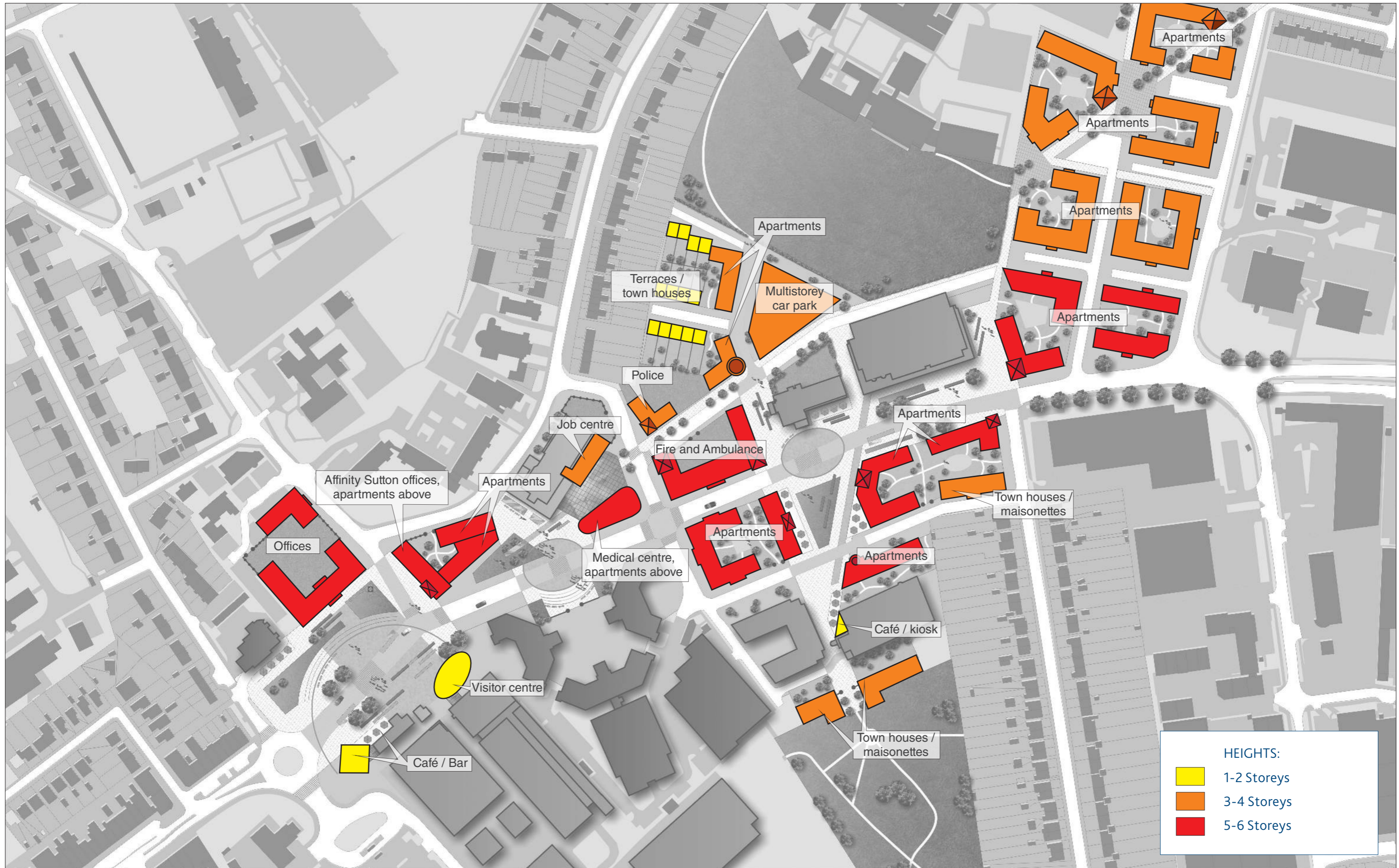
15.3 Development quantities

15.3.1 The development quantities associated with the master plan are described below. These are based on the following assumptions:

Fig 15.1: Proposed Master Plan



Fig 15.2: Heights and Land Uses



HEIGHTS:	
■	1-2 Storeys
■	3-4 Storeys
■	5-6 Storeys

- Residential development to be primarily higher density flatted development, with a fringe of lower density development (terraces, townhouses, maisonettes) on the edges of the EWC area;
- Building heights to be higher along Elstree Way itself - up to 6 storeys – with lower heights away from Elstree Way – two to three storeys - where development is immediately adjacent to existing 2 storey residential areas;
- Retail uses to support local need only, and provide ground floor activity on the squares;
- Existing public/quasi-public services to be re provided within the EWC area in purpose-built buildings in accordance with the requirements of each organisation. This includes the medical centre, Job Centre, Police, Fire and Ambulance, and offices of Affinity Sutton. The existing Council Offices will be retained, refurbished and extended to meet the future needs of the Council;
- New public visitor centre and cafe associated with the Film Studios;
- There is potential for provision of additional office space on the north side of Studio Square. This is included in the master plan as possible further development to provide a stronger frontage and greater activity on the square, and has not been included in development viability testing.

15.3.2 More detail about the desired style of development is provided in Chapter 17: Design Guidance.

Residential development

- 1,000 units assumed for the purposes of the viability testing. Total residential floor space (GFA) approximately 96,000 sq.m. (1,033,344 sq ft);
- A mix of housing sizes, including family housing, to be provided to cater for local housing needs;
- 35% of all housing units to be affordable housing, and provided in accordance with HBC Affordable Housing SPD;
- Social rented housing affordable unit mix to be provided in accordance with HBC Affordable Housing SPD:
 - Studio - 0%
 - One bedroom - 20%
 - Two bedroom - 35%
 - Three bedroom - 35%
 - Four bedroom - 10%
- Residential to include some elderly persons/extra care facilities.

Other uses

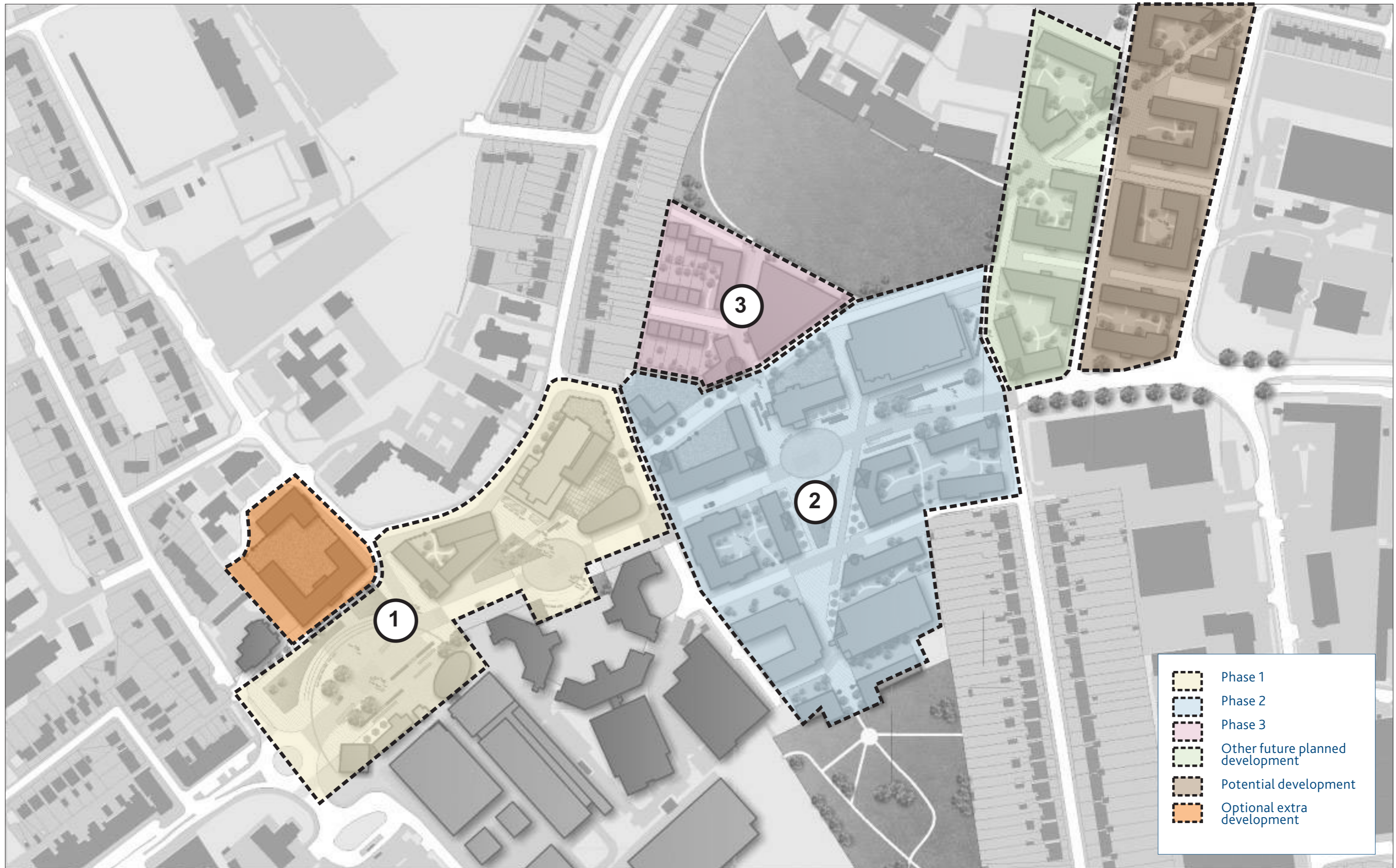
- 3,500 sq.m. GFA offices (B1) for occupation by Affinity Sutton.
- Potential for approximately 19,000 sq.m. GFA office space to be provided in additional development on north side of town centre square (not included in development viability testing).
- 500 sq.m. GFA medical centre.
- Refurbished and extended Council Offices to include 800 sq.m. GFA for the Job Centre.
- 1,100 sq.m. GFA for Fire and Ambulance station, plus outdoor space in accordance with operational requirements.
- 900 sq.m. GFA for Police station, plus outdoor space in accordance with operational requirements.
- 1,600 sq.m. GFA small to medium sized retail/restaurant units (A1, A3, A4 and A5) on Maxwell Square.
- 2,600 sq.m. GFA for visitor centre and café/bar (A3/A4) associated with Film Studios on southern side of Studio Square.

- Three storey multi-storey car park, providing approximately a total of 8,000 sq.m. of space, to replace existing Council-owned surface car park.

Phasing

- 15.3.3 The suggested approach to phasing, as applied used to test development viability, is illustrated in Figure 15.3. The phasing and stage by stage development will require a degree of forward funding for the road infrastructure works, land assembly and re provision of community infrastructure.
- 15.3.4 Otherwise there has been no great attention devoted to phasing of the development pending responses in principle from other occupiers. When it is known what their precise requirements and operational constraints are, it will be necessary to develop a more detailed phasing scheme to account for the progressive decant of existing operational space to new premises. This will be far from easy and the deliverability of this project will be dependent on satisfying a diverse range of requirements for continuing effective operation of public services throughout a complex construction and fit out process individually tailored to each service provider.
- 15.4 Transport infrastructure
- 15.4.1 The master plan must be underpinned by a sound approach to movement in order to facilitate both access to and from, and movement within, the EWC area. The proposed transport infrastructure is consistent with Hertfordshire County Council's transport objectives as set out in the Local Transport Plan:-
- To improve safety for all by giving the highest priority to minimising the number of collisions and injuries occurring as a result of the transport system;
 - To obtain the best use of the existing network through effective design, maintenance and management;
 - To manage the growth of transport and travel volumes across the county, and thereby secure improvements in the predictability of travel time;
 - To develop an efficient, safe, affordable and enhanced transport system which is attractive, reliable, integrated and makes best use of resources;
 - To develop a transport system that provides access to employment, shopping, education, leisure and health facilities for all, including those without a car and those with impaired mobility;
 - To ensure that the transport system contributes towards improving efficiency of commerce and industry and the provision of sustainable economic development in appropriate locations;
 - To mitigate the effect of the transport system on the built and natural environment and on personal health;
 - To raise awareness and encourage use of more sustainable modes of transport through effective promotion, publicity, information and education;
 - To reduce the need for the movement of people and goods through integrated land use planning, the promotion of sustainable distribution and the use of telecommunications.
- 15.4.2 In parallel, the master plan incorporates the features of a sustainable transport strategy, specifically:-
- A land use mix sufficient to support patronage for public transport and to reduce the need to travel by being well located to existing schools, shops and employment;
 - An approach to parking to encourage modal shift;
 - Efficient and safe access for emergency and service vehicles;

Fig 15.3: Development Phasing



- A high quality bus corridor along Elstree Way to service the area and link to the town centre and rail station to the west, and employment areas to the east;
- Improved pedestrian and cycle links to the town centre and other local facilities, including direct, safe and overlooked routes;
- Opportunities for car sharing and car clubs.

15.4.3 All measures should be supported by residential and commercial travel plans.

15.4.4 Transport infrastructure is articulated in specific highway measures, street network requirements, and sustainable transport requirements. Requirements for further study are also indicated.

Highway measures

15.4.5 The master plan includes the removal of Shenley Road roundabout and replacement with two junctions; where Shenley Road (west), Elstree Way and Brook Road meet, and where Shenley Road (east) joins Brook Road. This facilitates the release of land for development and for provision of Studio Square. Access between Elstree Way and Shenley Road (east) would be supplemented by a new, secondary access road at the rear of the Council offices, forming junctions with Shenley Road (east) and Elstree Way/Maxwell Road.

15.4.6 A preliminary review has been undertaken of the impact on traffic of these highways changes, making use of the limited existing traffic data available and based on professional judgement. It appears possible that design solutions can be found for all three junctions which will maintain traffic flow at an acceptable level, and deliver the desired urban environment without unsustainable impacts on movement. A potential solution could be a T-junction at Shenley Road (east) and Brook Road, and signalised junctions or shared space at the junctions of Elstree Way/Brook Road/Shenley Road (west) and where the proposed secondary access road meets Elstree Way.

15.4.7 More detailed analysis of possible traffic arrangements will be carried out in the near future as part of a wider Elstree and Borehamwood Transport Study. This study will use detailed modelling to assess junction performance and the impact on traffic flows and patterns in the wider Borehamwood area.

15.4.8 The design of Elstree Way proposed in the master plan is to maintain traffic flow along the corridor, but it adopts a simplified street design based on shared space principles to slow vehicle speeds and to help provide greater priority to pedestrians and cyclists.

15.4.9 Vehicular access to the Film Studios, which is currently directly off Shenley Road roundabout, are proposed to be relocated to an entrance on the western side of the studio site, directly from the Tesco access road. Vehicles accessing the underground car park beneath the studio buildings themselves would use the existing ramp at the rear of the studio buildings.

Street network

15.4.10 The street network included in the master plan will provide for the movement of all modes within the development and connect to the existing wider network. The network is focused on Elstree Way itself, with streets off it providing access to/from specific areas of the development and the surrounding areas.

15.4.11 Speed control on all streets is to be achieved by using a simplified street design approach based on shared space principles.

15.4.12 All routes and links should be designed in accordance with the Manual for Streets, with particular attention given to minimal road widths, tight radii and visual splays, and minimal signage. All streets should incorporate sustainable drainage systems.

15.4.13 The street network should provide safe, direct and overlooked routes, good landscape and lighting and connections to existing public rights of way and footpaths.

15.4.14 The key elements of the street network are:

Elstree Way:

- The spine route and principal access to the development area;
- As the main access route to and from the town centre it must continue to accommodate traffic flow;
- Public transport corridor, with well designed bus stops and waiting areas;
- Cycling and walking corridor at the heart of the development.

Secondary access roads:

- The link road between Shenley Road (east) and Elstree Way, plus the road to the rear of the proposed Fire and Ambulance station, Ibis Hotel and the Leisure Centre;
- Streets that provide direct access to key facilities, and will need to be specifically designed to cater for both general vehicle movement and special vehicles (e.g. emergency service vehicles).

Residential streets:

- Lower order streets providing access to residential units;
- Shared surfaces in order to provide quieter, slower and calmer traffic environment.

Sustainable travel – public transport

15.4.15 High quality public transport provision is essential to secure sustainable development of the EWC area. The core components of this are:

- Provide a high frequency, high quality bus route along Elstree Way. This could either be a new, dedicated service, or a much enhanced existing route. Vehicles should be modern, clean, distinctive and environmentally friendly. Frequency should be a six buses per hour in the peaks;
- High quality bus stop waiting environments that are designed to accessibility standards, and incorporate shelters, seating, lighting, bins, timetable and route information;
- Provision of real-time passenger information at stops and other key locations in the area (e.g. at the leisure centre).

15.4.16 In addition, bus priority measures at specific locations off-site may be required to ensure reliable bus journey times. The outcomes of the more detailed transport modelling work will be used to help develop more specific measures in this regard.

Sustainable travel – walking and cycling

15.4.17 The master plan structure provides for good pedestrian and cycle connections through the area. The core components of this structure are:

- Pedestrian connections through the development area that link with existing footpaths and rights of way;
- High quality pedestrian environment along Elstree Way;

- Secondary pedestrian link from the Civic Square, along the southern boundary of Hertswood School, through the residential areas on the Oaklands College and Studio Plaza sites;
- New pedestrian link from Elstree Way to Hertswood School via a proposed new gateway on the southern boundary of the school;
- Links to neighbouring green spaces including Maxwell Park to the south and Potterswood Park and Woodland Trail to the north;
- Pedestrian crossings at key locations, including several new crossings across Elstree Way;
- Coordinated pedestrian wayfinding system throughout study area and in the wider town centre area;
- On-road cycle lane and signed cycle route provided along Elstree Way;
- Cycle parking provided on-street and in public spaces adjacent to key destinations;
- Secure cycle parking to be provided within all new buildings within the development.

15.4.18 In addition, pedestrian and cycle measures at specific locations off-site may be required to help integrate the development with the surrounding area. The outcomes of the more detailed transport modelling work will be used to help develop more specific traffic management measures.

15.5 Social and community infrastructure

15.5.1 An initial assessment of community facilities and infrastructure requirements associated with the scale and type of development envisaged are set out below. The standards used to determine these requirements undergo regular review and are therefore subject to change. When sites come forward for development, applicants will need to ensure that they employ the most up to date standards when preparing development proposals.

- **Primary Health Care:** Existing medical centre to be re provided by the developer on-site.
- **Policing:** Existing police station to be re provided by the developer on-site.
- **Fire and Ambulance:** Existing fire and ambulance station to be re provided by the developer on-site.
- **Pre-school:** A space should be provided within the development that could accommodate a nursery facility to meet likely demand.
- **Education:** It is not anticipated that primary, secondary or post-16 education facilities are provided on-site, however the developer(s) will need to make contributions to education provision as per the HBC Section 106 Procedural Note.
- **Recreation and Leisure:** The standards for provision as provided by HBC are based on hectares (ha) of space provision per 1,000 population. Based on an assumed population of approximately 2,420 (average Hertfordshire household size of 2.42 persons multiplied by 1,000 dwellings) the following is anticipated to be required:-
 - 1.69 ha Children's Play Areas; it is envisaged that these can be provided on-site, within proposed residential development sites;
 - 1.69 ha General Open Space; this requirement can be partially met through the provision of public spaces within the master plan, however additional financial contributions may also be required towards off-site facilities (e.g. improvement of Maxwell Park);
 - 4.11 ha Formal Sports (e.g. pitches); financial contributions required towards off-site facilities;
- **Library Floor Space:** Provision of additional floor space is not anticipated to be required;

- **Community Centres:** Provision of a community centre is not anticipated to be required.

15.6 Sustainability

15.6.1 The priorities for sustainable development include high energy efficiency through a combination of Combined Heat and Power (CHP) and energy efficient buildings; water conservation; landscape, biodiversity and travel.

15.6.2 Attention should be given to Hertfordshire environmental policies, including the Hertfordshire Environmental Strategy, and particularly to the standards set out in the Hertfordshire Building Futures Sustainable Development guide.

15.6.3 The following measures should be provided: _

- Identification of a suitable site and provision of modular CHP plant and distribution system. This measure is likely only to be viable and thus should only be pursued if the entire EWC area is to be developed as a comprehensive development by one developer or consortium of developers phasing their construction in a co-ordinated manner. Currently it is expected that the plant would be gas operated and dimensioned to provide all heating requirements of the development;
- Setting up of a Trust or Energy Service Company for the maintenance and operation of the CHP plant, with charges applied to all properties regardless of acquisition of heat and power from the on-site plan, will ensure that the CHP infrastructure costs will be recovered over a period of time;
- Homes should be designed to standards as specified by Hertfordshire Building Futures standards, the HBC Planning and Design Guide SPD, and in the HBC Affordable Housing SPD. Chapter 17 provides further details regarding design guidance;
 - Wherever possible and subject only to unavoidable operational constraints, Non residential buildings should be designed to the BRE AAM Excellent standard;
- Sustainable Drainage Systems, including:
 - Limiting impervious cover to 35% of site maximum;
 - Porous pavements for all parking areas, driveways and squares;
 - Use of green roofs on 80% of non residential buildings and apartment buildings;
- Selection of plants for landscaped areas (e.g. squares, courtyards, gardens) based on appropriateness to local biodiversity;
- Green travel plans for all land uses and encouragement of use of public transport by initiatives such as:
 - Free travel card on occupation of a property on site;
 - Information packs about available sustainable travel;
 - Clear information about available routes and destinations at all bus stops;
 - Cycling facilities (e.g. showers, lockers) in all non-residential buildings;
 - Secure cycle storage within all residential buildings;
 - Cycle parking in all public areas (squares, leisure centre, medical centre for example);
 - Provision of marked cycle route along Elstree Way.

15.7 Planning strategy

15.7.1 Two of the core objectives underlying the development of EWC are:-

- Provision of co-located and improved accommodation for a range of services to the public; and

- Regeneration of the EWC area to improve the physical appearance and boost Borehamwood's town centre by extending the town centre 'feel' eastwards towards the A1 with a mix of uses, thereby establishing a greater degree of primacy for the town within its district and sub regional context.

15.7.2 These objectives are plainly strategic in nature as far as Hertsmere Borough is concerned, implying that policy commitment to them needs to commence with appropriate reference in the Core Strategy Development Plan Document. This is the main statutory vehicle for expressing spatial planning policy for the area.

Subsequent policy context

15.7.3 Each Council has a combination of obligations and discretion to define the documents within its Local Development Framework (LDF). The Core Strategy is the overarching spatial strategy for the district; and must provide a clear framework for development and investment over a 15 year period. Hertsmere's Core Strategy, published originally in December 2008, is now subject to review following an Examination in Public (EiP) and subsequent Inspector's recommendations, which required further evidence to support a number of the strategies and policies set out there.

15.7.4 Since the introduction of the LDF system in 2004, Government has refined its guidance to local planning authorities on the role and content of a core strategy. The most recent guidance is contained in PPS12 (Local Spatial Planning). This clearly expresses the role of the core strategy as providing an overall vision and strategic objectives for an area supported by a delivery strategy for achieving these objectives.

15.7.5 The regeneration of Borehamwood Town Centre is a strategic priority for Hertsmere which is critical to the achievement of the district's spatial vision. The successful delivery of that regeneration is dependent upon the coordinated development and provision of supporting public and private sector investment at Elstree Way.

15.7.6 The EWC project is therefore a strategic opportunity by virtue of its scale (in terms of contribution to the District's overall development targets); location (as a contributor to town centre regeneration); and its contribution towards social and community infrastructure delivery for the district as a whole. We would therefore recommend that the Core Strategy includes a specific policy on the development of the EWC.

15.7.7 This should set out the objectives, the principles, the outcomes and the delivery partners. Embedding the project within the Core Strategy should assist in securing the buy-in from the wide range of development partners and service providers that will be required to realise the project.

15.7.8 The Council will need to take a view on how the project is expressed in the revised Core Strategy document. A strategic site allocation will require a detailed evidence base to support its allocation; a strategic area of change without a defined boundary would be less onerous in terms of evidence base. The current re-assessment of the Core Strategy is a major opportunity to include specific policy reference to EWC and its objectives, ahead of more detailed master planning and implementation measures to follow.

15.7.9 A decision on how to take the proposals forward beyond the Core Strategy, whether as a new Supplementary Planning Document (SPD) to replace the extant SPD (2003), an Area Action Plan (AAP), or as detailed design guidance, should await further definition of the project in collaboration with participating stakeholders. These are currently being consulted and when their numbers and precise terms of engagement with the project have been better defined, the detailed statutory or non statutory instruments for further implementation can be defined more precisely.

Funding, developer contributions, and other means of delivery

- 15.7.10 The prime requirement for delivering twin objectives of co-located services and town centre regeneration is the financial means to see the right project through to successful implementation. This will come from a combination of co-funding of new shared built facilities by participating public service agencies and contributions towards infrastructure likely to be generated by the increased associated development value (usually residential) either as S106 or Community Infrastructure Levy (CIL) funding.
- 15.7.11 It is essential that key infrastructure is delivered in a timely manner and it is recognised that the justification for a comprehensive development is also justified by the greater potential to deliver infrastructure benefits. However, in the current economic climate, financial contributions towards infrastructure provision may be challenging for some developers. The Council may wish to consider applying some flexibility towards the charging regime in the early phases of development. For example, where possible the Council could request payment in kind, or may allow some deferral or phased payments of contributions towards infrastructure that is not required in advance of development.
- 15.7.12 Apart from the method of charging which will be subject to further consideration in due course, the charge itself could be allocated to a variety of needs to which all participating agencies would be beneficiaries, e.g.
- road improvements;
 - streetscape, landscape or improvements to the public realm;
 - funding of shared facilities such as car parking; or
 - enhanced public transport.
- 15.7.13 In addition there consideration will need to be given to the appropriate level of contribution to be sought from the EWC development towards provision of other strategic off-site infrastructure. This could, for example, include contributions towards:
- Other physical highways and transportation measures in the wider Borehamwood area.
 - Open space and sports pitch provision, wider town centre improvements.
 - Affordable housing.
 - Healthcare
 - Education
 - Youth and childcare provision
- 15.7.14 Consideration will also need to be given to contributions towards EWC from other developments in the vicinity; those that are proximate to EWC but would not be covered by the proposed EWC partnership agreement. For example contributions from development of the Oaklands College site, and other sites in the surrounding area.
- 15.7.15 The starting point for justification of a S106 based charge or application of a CIL tariff is an adequate level of statutory commitment in terms of land use and spatial planning policy. This needs to be backed by an evidence base with which to demonstrate that the measures envisaged are:
- consistent with government policy for shared service delivery; and
 - contributory to the regeneration of the town centre economy within a context of a district level urban centres hierarchy.
- 15.7.16 It may be that Compulsory Purchase (CPO) powers will need to be invoked at some future stage of project realisation, and here again, there is a need for an established evidence base to underwrite this statutory measure. A commitment to use CPO (if needed) in the Core Strategy (as part of the delivery strategy) would provide certainty to delivery partners.

- 15.7.17 The other prime requirement for successful implementation will be a commitment to full co-operation between different service providers and their respective central and local government reporting structures. Such local service provision is not known for its common capacity for interdepartmental co-operation. Realisation of individual best value is all too often the default objective of individual government departments, and the deferral of this in favour of longer term benefit will be a key part of achieving successful delivery of the EWC project's goals. This is the government's recent initiatives for joined up supply of services 'Total Place' and 'Total Capital' at its most basic level and crucial to be understood by all participants ahead of enactment in Hertsmere via redevelopment of EWC as an overtly spatial expression of the policy.

Master plan timescale and phasing

- 15.7.18 A key ingredient of successful delivery is defining the time necessary to complete certain key actions, but also, and more important in terms of measuring development progress, the deadlines by which key indicators of progress towards a specific development goal should be achieved. For a set of twin objectives of area regeneration and co-located public services delivered at optimised cost, a physical development master plan is a vital means of expressing the implementation of these objectives. What? Where? and By When? become the key means of implementation, and measuring progress towards the objectives over a timescale.
- 15.7.19 Initial master planning for EWC has now commenced ahead of the means to fully identify the stakeholder requirements within the process. There are bound to be changes to the brief and terms of reference for the redevelopment of EWC in due course as stakeholder requirements become more clearly defined, but these should not compromise the need to co-locate public services to achieve their delivery effectively and at optimised cost, and a regenerated EWC via a mixed use and commercial offer which contributes to an enhanced town centre for Borehamwood.

16 Design guidance

16.1 Development typology and design guidance

16.1.1 The proposed master plan framework as set out in section 15 builds on the guidance set out in the Elstree Way Corridor Planning and Design Brief (Atkins, 2003) and provides the basis to take forward redevelopment of the Elstree Way Corridor area to a more detailed stage. The overall intention of the master plan is to secure development that provides a new heart to Borehamwood, providing new residential units and re providing existing public services, informed in scale and nature by the location and stakeholder priorities.

16.1.2 This section of the report provides initial guidance to help realise this. It sets out guidance on typology requirements and the nature of design envisaged to help developers realise the master plan. The Council may want to take this further in detailed discussions or guidance at a later stage. It should be read in conjunction with the HBC Planning and Design Guide SPD; the policies therein apply to EWC and are not replicated in this document. Attention should also be given to Hertfordshire Building Futures, a County-wide guide to promoting sustainability in development. Reference should also be made to design standards stipulated for affordable housing in the HBC Affordable Housing SPD.

Residential development

Apartments (high density)

16.1.3 This is the prevalent residential development type for the area. Apartments should be designed to Lifetime Homes standards for accessibility, and sustainability standards set out in Building Futures Hertfordshire. Apartment buildings fronting onto Elstree Way itself and fronting onto public squares to be of exceptional quality.

- Typical height 5 to 6 storeys for key feature buildings and where fronting onto Elstree Way and/or public squares.
- Other buildings that do not front directly onto Elstree Way or public squares to be typically 3 to 4 storeys.
- Site layout to accentuate important corners.
- All buildings to present their principal frontage on the main street adjacent to the plot and create an articulated but clear and coherent building line.
- Ground floor flats to be dual-aspect and have individual doors facing the street.
- Building frontages to present continuous building line behind a private strip of maximum 1.5m, with building set-backs occasionally present for the purpose of variety, to a maximum of 3m.
- Where an apartment building includes a retail use at ground floor (e.g. shop, café) the aim should be to create a lively and active street frontage with direct pedestrian access. There should be no parking or other separation in front of the building, however outdoor seating areas should be included.
- All property boundaries to be well defined and enclosed by appropriate walling and fencing.
- Public paving up to the building line to be provided when adjacent to the squares.
- Parking to be accommodated in a combination of on-street and undercroft parking. Amount and design of parking to be in accordance with HBC Planning and Design Guide SPD and HBC Parking Standards SPD. On-street parking to be designed as an integral part of the highway layout and to a standard adoptable by Hertfordshire County Council. No on-street parking to be included on Elstree Way.

- Off-street parking to be secured and managed by building management to ensure use is only by residents of the related development. On-street parking to be managed through means of Controlled Parking Zone.
- Provision of secure cycle storage within the site boundaries, with space for at least one cycle per apartment.
- Provision of adequate space for waste and recycling bins.
- Built form and materials should be contemporary and locally distinctive.
- Architectural elements such as fenestration, roofs and chimneys should be coherent with local setting and contemporary built types.
- All flat roofs to be planted using green roof technologies.
- Elevations to be articulated and well-proportioned with regard to immediate context.
- Each apartment to have private amenity space and access to multi-functional communal amenity space.

Photos to be inserted in final DTP document

Townhouses, terraces and maisonettes (medium density)

16.1.4 Medium density development types are not to be as prevalent, and are located away from Elstree Way, where the development area abuts existing residential areas. These types should predominantly take the form of townhouses and maisonettes, although in some instances terraces may also be appropriate. Medium density housing should be designed to Lifetime Homes standards for accessibility, and sustainability standards set out in Building Futures Hertfordshire.

- Typical height to be 2 storeys and occasionally 3.
- Site layout to accentuate important corners and the adjacent street.
- All buildings to present their principal frontage on the main street adjacent to the plot and create an articulated but clear and coherent building line.
- Building frontages to present continuous building line behind a private strip of maximum 3m, with building set-backs occasionally present for the purpose of variety, to a maximum of 5m.
- All property boundaries to be well defined and enclosed by appropriate walling and fencing.
- No exposed driveways to occupy the main frontage of the house. Parking to be accommodated in a combination of on-street, on- and off-plot and well integrated with the development layout. Amount and design of parking to be in accordance with HBC Planning and Design Guide SPD and HBC Parking Standards SPD. On-street parking to be designed as an integral part of the highway layout and to a standard adoptable by Hertfordshire County Council.
- On-street parking to be managed via means of Controlled Parking Zone.
- Provision of secure cycle storage within the building curtilage, with space for at least one cycle per unit.
- Provision of space for waste and recycling bins within building curtilage
- Built form and materials should be contemporary and locally distinctive.
- Architectural elements such as fenestration, roofs, chimneys, boundary treatments (such as railing and low walls) should be coherent with local setting and contemporary built types.
- Elevations to be articulated and well-proportioned with regard to immediate context.
- Each dwelling to have well-proportioned private garden.

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Other land uses

Commercial buildings

- 16.1.5 Stand alone buildings of this type are primarily located on Studio Square, with a further small kiosk/café located immediately adjacent to the existing multi-storey car park next to Foster House. Other commercial premises (e.g. cafes, or local stores) are proposed as ground floor uses within residential buildings fronting Maxwell Square.
- 16.1.6 Key buildings fronting Studio Square to be of exceptional quality. Commercial buildings on the southern side of the square are proposed as A1 uses plus a visitor centre for the Film Studios. As such they must present a visually interesting and active frontage to the studios:
- Typical height 2 to 3 storeys.
 - Careful site layout to provide variety and accentuate interest.
 - All buildings to present their principal frontage onto the square and create an articulated but coherent building line.
 - Public paving up to the building line to be provided.
 - Outdoor seating areas for cafes to be provided to add activity and interest on the square.
 - Property boundaries to be well defined and enclosed by appropriate walling and fencing.
 - Parking to be provided within Film Studios site (access via Tesco access road).
 - Provision of secure cycle storage and space for waste and recycling bins.
 - Building forms, materials, and architectural elements (such as fenestration, front space, and roofs) should be contemporary and visually distinctive to provide a local design feature, and enhance visual interest.
 - Articulated and well proportioned elevations.
- 16.1.7 The building on the eastern side of Studio Square is proposed as the offices of Affinity Sutton, with apartments above:
- It should be a landmark building, with its principal frontage forming the eastern edge of the square with no set back.
 - Height to be 6 storeys.
 - Entrances should be directly from the square.
 - Public paving up to the building line to be provided.
 - Property boundaries to be well defined and enclosed by appropriate walling and fencing.
 - Undercroft parking to be provided.
 - Provision of secure cycle storage and space for waste and recycling bins.
 - Building forms, materials, and architectural elements (such as fenestration, front space, and roofs) should be contemporary and visually distinctive and contribute to the building's landmark status.
 - Articulated and well proportioned elevations.
- 16.1.8 A potential future development opportunity is also identified on the north side of Studio Square. Should this opportunity come forward, this building should be designed with the following in mind:
- The principal frontage of the building should form the northern edge of the square with no set back.
 - Height to be 6 storeys.
 - Entrances should be directly from the square.
 - Public paving up to the building line to be provided.
 - Property boundaries to be well defined and enclosed by appropriate walling and fencing.

- Parking to be provided as undercroft or at rear of building, accessed via Brook Road.
- Provision of secure cycle storage and space for waste and recycling bins.
- Building forms, materials, and architectural elements (such as fenestration, front space, and roofs) should be contemporary and visually distinctive.
- Articulated and well proportioned elevations.

Community and civic buildings

- 16.1.9 Fire and Ambulance, and Police buildings and compounds should all be designed to necessary standards and requirements and in close consultation with the respective authorities. These buildings should also take into account the following:
- The principal frontages should address the street, with entrances directly from street.
 - Public paving up to the building line to be provided.
 - Property boundaries to be well defined and enclosed by appropriate walling and fencing.
 - Parking to be provided at rear of building in secure compound area.
 - Provision of secure cycle storage and space for waste and recycling bins.
 - Building forms, materials, and architectural elements (such as fenestration, front space, and roofs) should be contemporary and visually distinctive.
 - Articulated and well proportioned elevations.
- 16.1.10 The Council offices are to be retained and refurbished to a high standard for use by HBC, with the main entrance relocated to the western frontage thereby adding activity and interest to the Civic Square. Particular requirements will need to be decided in close consultation with the Council.
- 16.1.11 The Council building should be extended to accommodate the relocated Job Centre. Although physically attached to the Council building the Job Centre should operate as a standalone facility, with its own entrance, branding etc. Particular attention will need to be given to specific internal fit out requirements for the Job Centre, as well as external requirements such as on site parking for Job Centre customers with disabilities.
- 16.1.12 The Medical Centre is proposed to occupy the ground floor of a residential apartment building located on the east edge of Civic Square, south of the Council offices and Job Centre. This building should be designed as visually interesting feature building using contemporary, distinctive materials and architectural elements. It should present its principal frontage to the square with public paving up to the building line.
- #### Multi-storey car park
- 16.1.13 A multi-storey car park is proposed to replace the open air Council car park at the rear of the Ibis Hotel, and accommodate some of the parking requirements of the various agencies within the EWC. This should be:
- 3 to 4 storeys.
 - Building form, materials, and architectural elements to be used to help fit the car park into its surroundings.
 - Planting and design treatments to be used to help screen the car park.

Photos to be inserted in final DTP document

Streets

- 16.1.14 All streets should be designed to the principles and aspirations set out in Manual for Streets, and to standards set by Hertfordshire County Council to ensure adoption (see HCC document: Roads in Hertfordshire – A Guide for New Developments). In particular:
- Traffic speed to be limited to 20mph through design measures on all roads.
 - Elstree Way to incorporate well designed bus stop waiting areas that meet accessibility standards and provide a consistent, coherent approach to design in keeping with the wider public realm.
 - Elstree Way to include on-road cycle lanes marked out in an appropriate manner.
 - No on-street parking to be included on Elstree Way.
 - Road widths and kerb radii should be kept to the minimum.
 - Visibility splays should encourage careful approach to the junctions.
 - Footways to be generous (3m minimum along Elstree Way, 2.2m min along other routes). Footways and building lines to be articulated in widening and openings.
 - Residential streets to be designed as shared surfaces, with a maximum width of 6m.
 - On-street parking to be limited to residential streets only.
 - Lighting master plan required: white colour lighting only and accent lighting at key locations. Sensitive low lighting levels where adjacent to green areas to minimise disruption to local wildlife.
 - Minimal or no use of road markings, traffic signs, etc in keeping with simplified streetscape approach to design.
 - Seating and cycle parking facilities to be located at key points and regular intervals. Furniture strategy required to ensure coherent and appropriate selection, for application across EWC area.
 - Wayfinding panels and signage to be incorporated along pedestrian routes.
 - Tree and planting selections to be chosen with regard to local ecology and biodiversity.

Photos to be inserted in final DTP document

Squares and spaces

- 16.1.15 All squares to be designed as distinctive, contemporary spaces contributing to the identity of EWC and Borehamwood:
- All squares to provide formal and informal seating, trees and planting to accommodate a range of uses and activities.
 - Areas for outdoor seating in front of cafes/bars etc. fronting the squares.
 - Appropriate levels of general cycle parking to be provided in all squares.
 - Roads running through squares to be designed using shared space principles and incorporating wide, raised pedestrian crossings to facilitate ease of movement across Elstree Way.
- 16.1.16 Particular elements associated with Studio Square include:
- Retain and enhance the setting of the existing war memorial.
 - Reduce the carriageway width of Shenley Road running through the Square if feasible in traffic terms.
 - Remove parking in front of McDonald's restaurant and relocated to rear and on-street.
- 16.1.17 Particular elements associated with Civic Square include:
- Entrance to Council Offices to be directly from Square.
 - Explore potential to open up part of Imperial Place grounds and redesign for use as public space.

16.1.18 Particular elements associated with Maxwell Square include:

- Prominence to be given to landmark building at eastern end of the Square.
- Encourage outdoor uses on Square associated with hotel and leisure centre to provide additional activity.
- Strong pedestrian links south to Maxwell Park, and north to new Hertswood School entrance on southern boundary of school grounds.

Photos to be inserted in final DTP document

17 Delivery strategy

- 17.1.1 The key issue for enabling the delivery of the development is to agree to a joint way forward with partners and to prepare the ground for the procurement of a development partner to undertake implementation.
- 17.1.2 Following on from earlier work, further financial analysis and modelling has taken place to assess the potential viability of the preferred development option and to test a variation that excludes the Oaklands College site, as it is now understood that this site could proceed as a separate development, and may not require re-provision of the College within the study area.
- 17.2 Preferred option financial feasibility review
- 17.2.1 Based on the discussions with stakeholders, the design analysis of the site and the financial modelling, the base preferred option (based on option 1C identified in Part Two) comprises the 1,000 unit scheme and provides for the following facilities:
- Retention and improvement of Hertsmere Council Offices.
 - Replacement “Blue Light” Facility providing fire and ambulance services (1,365 sq.m.).
 - Replacement Health Centre for PCT (450 sq.m.).
 - Replacement Job Centre facilities to be co-located with the improved Council Offices (579 sq.m.).
 - Replacement Police Facility (898 sq.m.).
 - Replacement Offices for Affinity Sutton (3,414 sq.m.).
 - Replacement Oaklands College premises (1,306 sq.m.).
 - Replacement of surface car park with four storey decked parking (7,950 sq.m.).
- 17.2.2 As for the viability testing in Part Two of this report, the financial appraisal does not include any reduction in floor space requirements to reflect potential efficiencies that can be achieved through the design process, co-location and through the application of modern flexible working practices. There is therefore a significant opportunity for the current estimates of space provision to be improved upon, and costs reduced accordingly as more detailed specifications for the facilities are worked up.
- 17.2.3 The financial modelling also assumes an upfront infrastructure investment of £10m. All other assumptions remain as set out in Part Two. The financial model has been refined and re-run to provide a range of values reflecting the sensitivity of the outcome to potential variations in costs and values. The model is intended to provide only a general indication of viability, as clearly the actual costs and value levels that can be achieved will alter over time, and will depend on actual site conditions and planning requirements as these are determined during the implementation phases.
- 17.2.4 The 1,000 residential unit scheme consists of some four phases constructed over an estimated 12 year period to allow for the re-provision requirements. Again, careful construction management and changes in the demand profile over time may enable the phasing period to be shortened, enabling savings on costs to be achieved. The indicative baseline appraisal indicates that positive cash flow could be achieved by around years 5 or 6.
- 17.2.5 The sensitivity analysis demonstrates that the financial modelling is highly sensitive to relatively minor changes in estimated cost and income. Using a range of + and - 10% of estimated costs and + and -10% of estimated value, the range of potential site value generated extends from in the order of £13 million at the most pessimistic to circa £65

million at the most optimistic. Overall, this indicates positive viability for the baseline 1,000 unit scheme, and indicates a reasonable prospect that the site will attract significant developer interest.

17.2.6 The ongoing involvement of Oaklands College in the comprehensive development approach is not certain, as there are alternative options open to them for the replacement of their facility and the independent development of their site. Therefore a variation to the financial modelling has been undertaken to establish the potential impact on overall financial viability if the college site is removed from the appraisal. This has involved the following alterations to the assumptions made:

- 243 units in phase 3 have been removed from the appraisal.
- An additional 15 units has been added to the final year of phase 2, of which 30% (5 units) are affordable and 10 are for market sale. These are intended for development of the site identified in the baseline scheme for the re-provision of the College facility.
- The costs associated with the re-provision of the college have been taken out of the appraisal.
- All other related costs (such as fees etc.) have been adjusted accordingly.
- The estimated upfront infrastructure investment remains the same.

17.2.7 The variation model, like the baseline model, also continues to indicate a position of overall anticipated viability, but results in approximately 35% reduction in potential land value compared to the 1,000 unit baseline preferred option scheme. The range of viability using the same sensitivity analysis extends from some £6 million at the most pessimistic to circa £49 million at the most optimistic. Whilst the pessimistic level may be insufficient to attract all parties to agree to a joint disposal, the range again suggests that there is real potential for development to move forward to implementation.

17.3 The way forward

17.3.1 To maximise developer interest in the opportunity and attract commitment from a development partner will require investment in early more detailed planning and phasing preparation to increase certainty. Developers will want clarity as to:

- What can be developed on the site and what the specific policy, infrastructure and s.106 or CIL/ other planning obligations levy requirements of the development will be;
- What is required by landowners, in terms of re-provided facilities, financial return, and timing;
- Who developers will be contracting with (The Council? A development consortium? Individual site occupiers and service providers? Or others) and on what basis; and
- How long the whole process will take, and what the likely costs involved will be for individual components of the scheme and what are the implications for each service provider.

17.3.2 To provide as much certainty as possible in each of these areas, we recommend the following actions:

Preparation of a development pack for the area

17.3.3 Building on the master plan, it is suggested that more detailed development requirements for the area are established, possibly through the preparation of a Development Pack to include Planning and Design Guidance. This can set out specific guidance on the policy requirements, design and quality parameters and mix of uses for the area. It can also include further technical details on the site such as topographical information, service and

utilities information, and the results of any desk top (or intrusive) analysis on ground conditions, archaeological issues, site history, title and tenure including constraints such as easements, rights of way etc.

- 17.3.4 It would be useful for this to include summaries of all information available to all landowning partners on the nature and construction of existing buildings on the site (including for example information such as the presence of asbestos in buildings intended for demolition), together with any technical work undertaken in the past.
- 17.3.5 For many procurement exercises this information is now collected together electronically and made available during the procurement process via password controlled internet access to a “web room” in which all documents can be viewed. The more detailed the information that is available, the greater certainty a developer will have in respect of the anticipated costs that need to be taken into account in appraising the opportunity at the bidding stage.

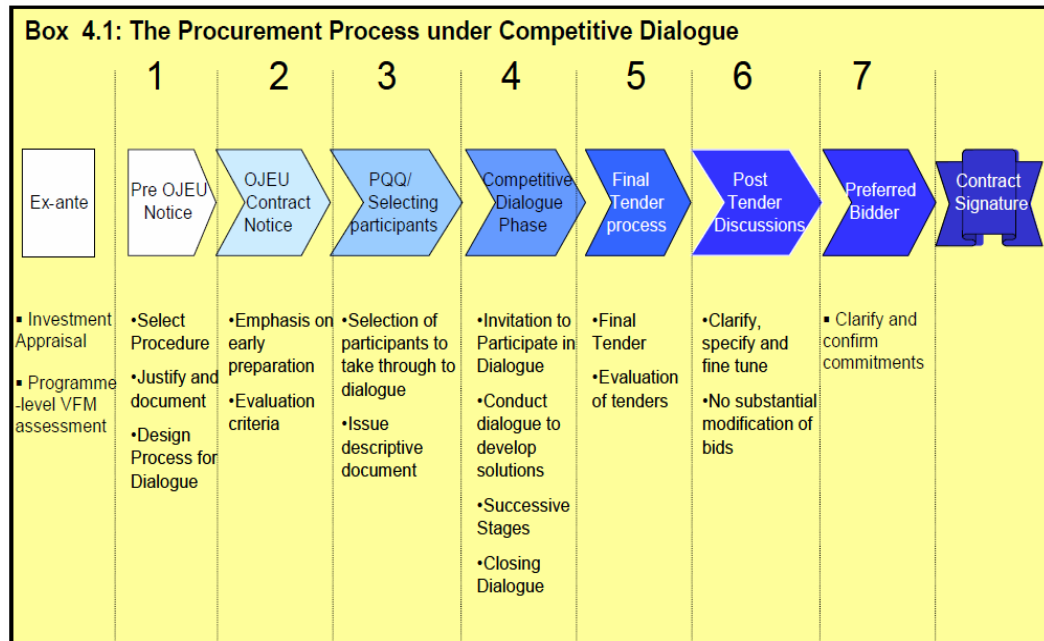
Preparation of a formal framework agreement between landowners

- 17.3.6 The development area is currently owned by a number of principally public sector bodies who have expressed an in principle intention to work together. Each is subject to an obligation to be publicly accountable, and to operate within specific decision making and best value procedures. The machinations of the public sector and the timescales involved in decision making, particularly where public consultation is involved, are often an area of concern to private sector partners, who recognise and can cater within their business models for the financial impact that unexpected delays can have on development projects. Such flexibility is not always to be assumed for public service agencies, giving rise to some concern about the practicalities of achieving agreement needed from a number of bodies.
- 17.3.7 To overcome this potential negative perception, it is helpful if a development framework is already in place, setting out how the consortium of landowners will operate together, how decisions will be made and on what basis (if any) an individual partner can engage differently with or ultimately withdraw from the process.
- 17.3.8 The negotiation of a framework agreement will also ensure that any potential issues between the parties can be aired and addressed before a development partner is selected. Areas to be resolved could include:-
- The extent to which a partnership/consortium approach is supported by the landowners, and how each party wishes to engage with the development process
 - Existing use values of each landholding to be included in a partnership;
 - Relative share of potential development value, and how the costs of re-provision will be taken into account;
 - How phasing and infrastructure costs will impact on the potential timing of re-provision and payment of potential receipts;
 - How operational requirements will impact on the timing of re-provision and payment of potential receipts;
 - The structure of a partnership – governance, decision making, risk and profit share, dispute resolution etc;
 - Payment of legal costs and other up front costs such as the preparation of the Development Pack;
 - How the procurement process and selection of a development partner will be managed;
 - How any changes to re-provision requirements will be addressed by the partnership during the development process.

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- 17.3.9 Early involvement of appropriate legal advisers will be required, both for individual landowners and for the consortium in establishing the basis on which procurement will be taken forward, and in respect of how a legally binding agreement with a development partner will be put in place. It may be that a Special Purpose Vehicle (SPV) is formed by the partnership so that the development partner contracts with only one body rather than each individual organisation. This will need to be clearly defined prior to procurement.
- 17.3.10 In parallel with the resolution of the basis of a partnership agreement between landowners, it will be essential for those parties seeking re-provision or improvement of existing facilities to work up as detailed a specification of their requirements as possible. Maximum certainty can be achieved where a detailed design specification is in place, but this is likely to require significant upfront costs and certainty within the organisation of exactly what is required. It may be agreed between the parties that the potential development partner is provided with output specifications, against which they are later responsible for agreeing individual designs with the relevant landowners.
- 17.3.11 The latter approach is likely to offer greater flexibility as it may not be possible to fully specify requirements for some time in the future at this stage of the project. As long as the mechanisms are clear for addressing the financial implications of the re-provision requirements this should be capable of accommodation in a suitable development partnership.
- 17.4 Procurement of development partner
- 17.4.1 As the proposed development requires the re-provision of a number of public facilities, it is highly likely that the procurement of a development partner will have to comply with EU requirements for the procurement of Public Works contracts. Legal advice on the process is recommended.
- 17.4.2 In procuring a development partner, the brief will need to set out exactly what is required of the partner, who is making the procurement and on what basis expressions of interest and ultimately bids will need to be made. It will also be necessary to set out the criteria for assessment and the process by which the selection will be made, and to provide as much information to bidders as possible to enable bid costs to be kept at a minimum.
- 17.4.3 For complex projects of this nature, particularly where it may not be possible at the outset to determine exactly what is required by way of replacement facilities, it is recommended practice that the competitive dialogue procedure is used for procurement of a development partner.
- 17.4.4 This procedure enables bidders to put forward proposals that can then be explored and clarified through a dialogue to establish which partner offers the most economically advantageous solution before a contract is entered into. The advantage is that this enables the procuring body to have input into the development of a range of potential solutions with a number of potential partners to establish the best way forward within a competitive environment, rather than relying on a set of potentially non comparative bids and the need to negotiate only with one selected party who is no longer in a competitive situation.
- 17.4.5 The disadvantage is that costs, in particular legal costs, can be high, especially if bidders request a cost indemnity or contribution from the procuring body in the event that they are not selected. If no such indemnity is available this can put off bidders who are not prepared to risk the speculative fee costs of the dialogue negotiations.
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17.4.6 The process for competitive dialogue is summarised¹ as follows:

Figure 17.1: Competitive dialogue process



¹ OGC HMT 2008 Guidance on competitive dialogue

17.4.7 As for the framework agreement for partners, it will be essential for the procurement process to be agreed between landowners before it is implemented. This will enable the timescale for selection and the total costs of the process to be managed effectively.

18 Conclusions

18.1 Key conclusions

- 18.1.1 The work done in Stages 1 and 2 of the study generated a preferred spatial approach to the regeneration of EWC, and three development options, 1A, 1B and 1C. These options were reviewed in light of discussions with stakeholders and project partners, and Option 1C selected as the preferred development option. This option satisfies the strategic objectives of the study, and provides a higher density residential development offer (1,000 units) with a strong urban form. It offers:-
- the most positive development value;
 - the option most likely to be attractive to a development partner;
 - the opportunity to create a stronger, coherent identity and image for the corridor, with particular prominence given to buildings fronting Elstree Way; and
 - the opportunity to generate more footfall and activity in the corridor, adding activity and interest to the public spaces, and supporting complementary land uses.
- 18.1.2 The proposed master plan sets out to extend the town centre 'feel' of the high street to include the study area, by creating town centre like urban form along Elstree Way up to the junction with Studio Way. This involves the creation of major new urban squares, the removal of the roundabout and the general 'taming' of the vehicular dominance of the road, using Shared Space principles, while at the same time ensuring development provides continuous and substantial frontages. It re provides the existing public services and a high density of residential development, with due regard to the physical relationship with the surrounding context.
- 18.1.3 The master plan includes the removal of Shenley Road roundabout and replacement with two junctions. A preliminary review has been undertaken of the impact on traffic of this highways change and found that it is possible that an acceptable engineering solution can be found to achieve this. More detailed analysis of possible traffic arrangements will be carried out in the near future as part of a wider Elstree and Borehamwood Transport Study.
- 18.1.4 The details of the master plan have been set out, and include:
- Transport and highways measures
 - Community facilities and infrastructure requirements.
 - Sustainability measures
 - Detailed design guidance.
- 18.1.5 To ensure these measures are achieved, a strategic approach will be required in terms of planning. The revision of the Core Strategy provides an opportunity to reinforce the requirements for regeneration of EWC through specific spatial policies; this opportunity should be pursued by HBC.
- 18.1.6 The development viability modelling undertaken indicates a position of overall anticipated viability, within a range depending on various factors and sensitivities being taken into account. At this stage in the process this indicates that there is real potential for development to move forward to implementation. This potential should be enhanced by creating certainty in order to maximise developer interest and attract commitment from a development partner. Developers will want clarity as to:
- What can be developed on the site and what the specific policy, infrastructure and s.106 requirements of the development are;

-
- What is required by landowners, in terms of re-provided facilities, financial return, and timing;
 - Who they will be contracting with and on what basis; and
 - How long the process will take, and what the likely costs involved will be.
- 18.1.7 To provide as much certainty as possible in each of these areas, the following actions are recommended:
- **Preparation of a development pack for the area:** setting out specific guidance (e.g. policy requirements, design and quality parameters, mix of uses) and technical details (e.g. topographical, service and utilities, ground conditions, archaeological information, site history, title and tenure including constraints such as easements, rights of way etc.)
 - **Preparation of a formal framework agreement between landowners:** setting out how the consortium of landowners will operate together, how decisions will be made and on what basis (if any) an individual partner can withdraw from the process.
- 18.1.8 It will also be essential for those parties seeking re-provision or improvement of existing facilities to work up as detailed a specification of their requirements as possible.

Appendices

Appendix A - Consultation

Summary of Workshop 1 and other initial consultation

Introduction

This note sets out the results of the initial consultation programme undertaken as part of the Elstree Way Corridor Feasibility Study. Colin Buchanan was appointed by Hertsmere Borough Council in June 2009 to undertake this study. The purpose of the study is to prepare viable master plan scenarios for the redevelopment of the Elstree Way Corridor (EWC).

This paper summarises the key issues and messages emerging from consultation with key stakeholders in the study area, and will inform the study team's preparation of master plan options as the study progresses.

The key stages of the study are:

1. Develop initial concepts for master plan options (September)
2. Refine options and test feasibility (October)
3. Undertake wider consultation (November)
4. Revise options and prepare final report (November - December)

Consultation Programme

The purpose of consultation at this stage is to kick start the study and obtain stakeholder views on issues, aspirations and thoughts about how to improve the EWC, and to make Colin Buchanan (CB) aware of initiatives and plans which may affect the area.

Consultation to-date has included:

- A facilitated workshop on 28 July 2008 between 15.00 and 17.30 at Hertsmere Borough Council with project partners and key stakeholders.
- Additional meetings with project partners and other stakeholders selected by the client.

This report summarises the outcomes of the workshop and meetings. This information will be used to help formulate initial design concepts for the EWC.

Workshop Format

The workshop followed the format below:

- Introduction – An overview of the study was provided and the workshop proceedings outlined.
- Issues and aspirations – Participants were asked to discuss and write down their thoughts on what needs improving and what they would like to see in the future.
- Facility requirements – Participants were asked to consider what their building and facility requirements might be in the future, fill out a questionnaire and fax it back to CB.
- Project priorities – Participants explored types of projects that might be priorities for the corridor using RIBA Building Futures cards.
- Master plan scenarios – 3D models of the study area were used to explore ways of arranging buildings and facilities to inform possible master plan scenarios.

Workshop attendees

The workshop was attended by:

- Jill Coule, Hertsmere BC
- Polly Chacon, Hertsmere BC
- Donald Graham, Hertsmere BC
- Neville Thompson, Hertsmere BC
- Glen Wooldrige, Hertsmere BC
- Nick Gough, Hertfordshire CC
- Rupert Thacker, Hertfordshire CC
- Justin Spencer, Hertfordshire PCT
- Phil Collins, Hertsmere Leisure
- Graham Taylor, Hertswood School Head of Governors
- Paul Fielding, Oaklands College

Workshop results

Issues and aspirations

Participants were asked to consider issues and aspirations for the EWC, prompted by two questions:

- Issues - What doesn't work well?/What needs improving?
- Aspirations - What would you like to see in the future?

Participants wrote down their responses on red cards (issues) and green cards (aspirations). Through discussion these cards were then grouped according to broad themes. The results of this exercise are summarised below:

Table A.1: Summary of issues and aspirations

Theme	Issues	Aspirations
Better balance on roads	<ul style="list-style-type: none"> ▪ Pedestrian crossings ▪ Cycle access ▪ Subway not pedestrian friendly ▪ Right hand turn – cyclists ▪ Poor public transport link from station to Elstree Way ▪ Roundabout as barrier ▪ Roundabout disconnects 	<ul style="list-style-type: none"> ▪ None specified
Gateway/impression	<ul style="list-style-type: none"> ▪ Some tired areas both sides of road ▪ No identity or cohesive townscape ▪ Gateway issues? 	<ul style="list-style-type: none"> ▪ Gateway design for Borehamwood ▪ Entrance presence to studio
Better open space	<ul style="list-style-type: none"> ▪ Lack of public outdoor space for sitting/eating 	<ul style="list-style-type: none"> ▪ Improved first impressions from Elstree Way ▪ Outdoor spaces for office workers and community
Reorganise links and access of existing	<ul style="list-style-type: none"> ▪ Disjointed services ▪ School site configuration 	<ul style="list-style-type: none"> ▪ Integrate school site? ▪ Move clinic closer to leisure
Land release	<ul style="list-style-type: none"> ▪ Underused car park ▪ Car park never full? ▪ Appropriate(in) office complex 	<ul style="list-style-type: none"> ▪ Combination of public orgs 'adjacency'
New uses	<ul style="list-style-type: none"> ▪ None specified 	<ul style="list-style-type: none"> ▪ Media complex ▪ Mix of uses. Night time economy? ▪ New office cluster releasing land ▪ Indoor café facilities for office workers and community ▪ More housing including affordable ▪ Housing need/sites

Facility requirements

A questionnaire was handed out to all participants seeking information on anticipated future requirements for facilities. Participants were asked to complete and fax back to CB.

Project priorities

Priorities for the study area were explored using sets of cards from the RIBA Building Futures game. The cards set out a variety of projects that can be found in master plans for urban areas.

Working in two groups, participants were asked to eliminate the cards with projects which they did not feel were relevant, or were not a priority for the study area. Blank cards were also provided to enable participants to include projects not already covered by the cards. Through discussion participants

selected six projects which they felt represented the priorities for the study area. The table below summarises the results of this exercise for each group.

Table A.2: Summary of project priorities

Group A	Group B
<ul style="list-style-type: none"> ▪ Combined youth/learning facility ▪ Co-locating/optimising public services and health ▪ Enhance accessibility for residents and users ▪ New mixed housing ▪ Enhance existing visitor attractions ▪ Sustainability ▪ Public realm 	<ul style="list-style-type: none"> ▪ New icon and landmark ▪ New park/open space ▪ Integrate public sector services ▪ Sustainable transport measures ▪ Café/bar/evening economy ▪ Balanced housing provision

The process of selecting projects for prioritisation generated a lot of useful discussion about what should and should not be included in the study area. It is worthwhile highlighting some of the different projects that were initially considered but did not make the final selection of priorities. These include:

- New business and enterprise park
- New health facility
- Retrofit energy saving measures
- New waste strategy
- Reconfigure road
- Youth enterprise centre
- Pedestrianise/resurface an area
- New street furniture
- Public lighting strategy
- Initiate tree planting project
- New museum or gallery
- New art or heritage trail
- New studios for artists/creatives
- Develop community business incubator
- Improve cyclists facilities
- New parking strategy

Master plan scenarios

The two groups were asked to discuss and investigate possible master plan scenarios using a simple 3D model of the existing study area and arranging buildings as they wished. The photos below summarise the outputs of each group.

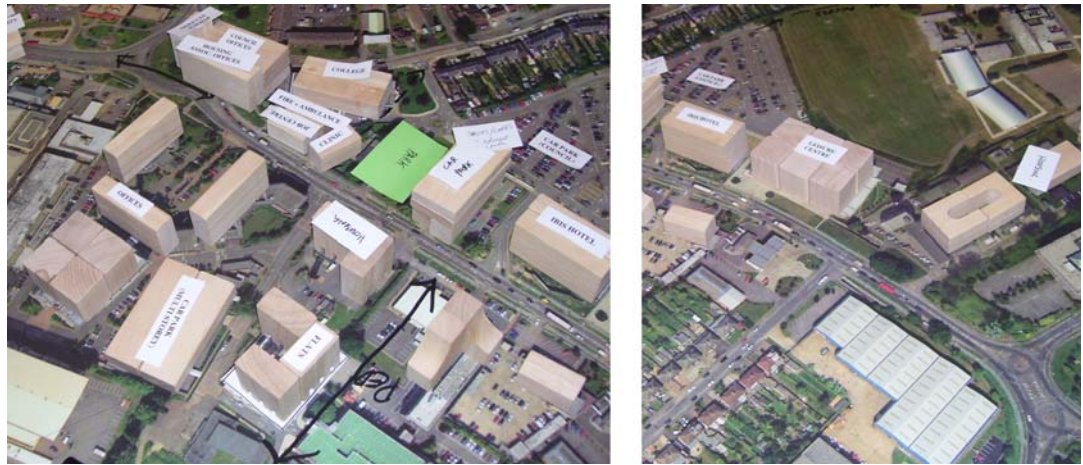


Figure A.18.1: Scenario exploration results – Group A



Figure A.18.2: Scenario exploration results – Group B

Top priorities

Each participant was asked to select their top two priorities out of all the aspirations and priorities discussed during the afternoon. Participants placed a green sticker on each of the two priorities they wanted to vote for. The results of this exercise are summarised in the table below.

Table A.3: Setting priorities

Aspiration/priority
Co-locating/optimising public services and health
Integrate public sector services
New mixed housing
Balanced housing provision
Combined youth/community learning facility
Combination of public orgs 'adjacency'
More housing including affordable
Enhance accessibility for residents/users
Public realm
New icon and landmark
Sustainable transport measures
Improved first impressions from Elstree Way

Additional meetings

Individual meetings were held with a number of stakeholders, including:

- Graham Taylor, Hertswood School Head of Governors
- Gary Morris, St Modwen's
- Roger Morris, Elstree Film Studios
- Colin Cooper, Hertfordshire County Council
- Ian Morrison, Affinity Sutton
- Paul Fielding, Oaklands College
- Daniel Davies, Trillium Asset Manager (by phone)

Key points from these meetings are summarised below:

- Uncertainty about the demand for further flatted residential development in the town.
- The film and television industry has been integral to the development of Borehamwood, and its presence should be maintained and enhanced. A media complex that provides both purpose-built structures along with general business and office space would help facilitate a continued and strengthened presence.
- More education and vocational training associated with the film industry should be provided in Borehamwood to help develop a local skills base. There is potential for stronger links between the Elstree Film Studios, Hertswood School, and Oaklands College.
- Interest has been expressed in opening up the Elstree Film Studios to the public by creating a new visitor attraction (e.g. museum) or operating tours in the studios; however this presents operational difficulties and security issues for the studios.
- Hertswood School is now a successful secondary school and the only non-denominational secondary school in Borehamwood. Because of the legacy of the former three tier school system (abandoned in 2000), the school is on split sites. This causes operational difficulties. Opportunities to amalgamate both Hertswood School sites on the one main site, or relocate the school entirely will be actively considered.
- Schools in Hertfordshire, including the Hertswood School, are the recipient of funding from the Building Schools for the Future programme. The funding is not yet allocated to specific projects.
- The Elstree Way Hertswood School site has poor access from Shenley Road. Better access from Elstree Way – without compromising playing pitches – is desired. The site and buildings are larger than required. The school seeks to make use of their spare capacity by incorporating community facilities. Community

Theatre now complete, due to open in the autumn, with direct access from Elstree Way car park.

- Consideration could be given to a wider 'macro' level strategy that makes use of the GEC sports ground. This site is part of the green belt so allocation is dependent on strategic planning requirements. The site is unlikely to be appropriate for housing. There is the potential, however, to consider the relocation of the Hertswood School on a single site there, provided public transport and cycle routes can be extended to the site.
- Library and Family Centre sites will be in occupation for the next five years with a temporary occupier for the Family Centre. Capital receipts from the sale are required to fund the new community centre at All Saints Hall. Adequate revenue from asset disposal is a priority over improvement of public realm of the corridor for HCC.
- Provision of a new fire station facility is a high priority as existing facilities are now outdated. A new fire station should not be any further east than it is at present due to closure of Radlett Fire Station.
- Fire and ambulance facilities can be re provided together, and could be on the ground floor of a mixed use building (as has been done with new fire station in Watford which has flats above).
- Affinity Sutton wants to retain presence in the town centre. They require floorspace and facilities equivalent to existing, and an on-street presence. They would be cautious about sharing a building with other users, however could possibly share car parking.
- The regeneration of the area should not be housing-led.
- Oaklands College want to maintain a presence in Borehamwood, and ideally would like to be closer to the town centre or on the high street; somewhere with a stronger visual presence, with better links to transport, the local community, and with more of a 'retail' (less institutional) presence.
- There could be potential for stronger links between Oaklands College and Hertswood School, including potentially sharing some facilities. There is also potential to create links with Elstree Film Studios, possibly through appropriate vocational courses.
- Oaklands College seeks redevelopment of their site as soon as possible. Interim accommodation will be required if College is to be part of longer term strategy for the EWC. The College requires facilities of approximately same size as those currently used.
- Trillium owns and manages the premises of all Job Centres nationwide. They have a duty to provide accommodation and there is a strong preference for single-occupancy buildings. The Job Centre in Elstree Way was purpose built. Given the obligation to re provide the facility, there is at present very little incentive to consider relocation or redevelopment of the site.

Next round of consultation

A second round of consultation will be held in late September to discuss initial master plan options for the EWC area.

Stakeholder Workshop 2 - 23rd September 2009

Introduction

This report presents the results and conclusions of the second stakeholder workshop held as part of the consultation programme for the Elstree Way Corridor Feasibility Study.

Colin Buchanan has been commissioned by Hertsmere BC to prepare viable master plan scenarios for the redevelopment of the Elstree Way Corridor (EWC). A set of master plan options has been developed following baseline research and consultation with stakeholders, through an initial workshop and subsequent stakeholder meetings. Stakeholders have helped to define key issues and aspirations and establish priorities for the redevelopment of the EWC.

The second stakeholder workshop was intended to present concept options for a master plan to stakeholders for consideration and feedback. The feedback will be used identify support for a variety of design and land use options, and to inform the preparation of more detailed and costed design proposals.

This report presents the results of the workshop, and presents conclusions that will inform the next stage of the study.

Workshop Format

The workshop format was as follows:

- **Introduction** – an overview of the background and current status of the study
- **Presentation** – a report back on the findings of the baseline analysis and development of options
- **Options review** – a break-out exercise to review the options in detail and identify key planning and design issues
- **Options scoring** – an exercise to assess the options against the priority themes identified for the Corridor.

Workshop Attendance

All twenty members of the Stakeholder Group established for the project were invited to the workshop. 10 members attended, 6 members were unable to attend, and 4 withdrew before the event.

The workshop participants were:

- Donald Graham, Chief Executive, Hertsmere BC
- Polly Chacon, Head of Planning & Building Control, Hertsmere BC
- Cheryl Maughan, Planning & Development Control, Hertsmere BC
- Maria Demetri, Planning & Development Control, Hertsmere BC
- Scott Laban, Planning & Development Control, Hertsmere BC
- Neville Thompson, Estates Valuer, Hertsmere BC
- Amanda Grosse, Deputy Head of Estates & Facilities, Hertfordshire Constabulary
- Graham Taylor, Head of Governors, Hertswood School
- Ian Morrison, Head of Property Regeneration, Affinity Sutton
- Colin Cooper, Principal Estates Manager, Hertfordshire CC (part attendance).

A record of the invitation list is attached at Attachment 1.

Presentation of Analysis and Options

The consultants gave a PowerPoint presentation setting out the study background, key baseline findings about the physical and socio-economic character of the study area, and principles behind the development of the options.

Three concepts options were presented, as described below (see plans in Chapter 7 of the main report body):

- Option 1 – ‘Extending the High Street’
- Option 2 – ‘Community Green Links’
- Option 3 – ‘Step by Step’

Following the presentation, participants broke up into two groups to review the options in detail.

Options Review: Results

Participants reviewed the three options and provided detailed feedback, observations and suggestions on their effectiveness and appropriateness. The discussion was guided by the key question:

‘How well do the options perform against the priority themes?’

The priority themes established by the Stakeholder Group at the last meeting were:

- Better balance of transport and movement
- Improved Gateway / impression
- Better open space / public realm
- Better links an service co-ordination
- New uses / integrated development

Each option was reviewed against these themes, with general comments and issues for wider consideration recorded separately.

The results are shown below, and represent the actual comments written at the workshop (with text in square brackets ‘[]’ added for sense):

Theme 1: Better Balance of Transport / Movement

Option	Comments
Option 1	<ul style="list-style-type: none"> ▪ Need to keep Shenley Road? ▪ Where does traffic go? ▪ Like traffic calming of road
Option 2	<ul style="list-style-type: none"> ▪ ‘Blue light centre’ creates traffic issues?
Option 3	<ul style="list-style-type: none"> ▪ Roundabout should go ▪ Remove roundabout and introduce square ▪ Need to calculate parking spaces and number of storeys of multi-storey car park

Theme 2: Improved Gateway / Impression

Option	Comments
Option 1	<ul style="list-style-type: none"> ▪ Like townscape and introduction of activity ▪ Development too ‘blocky’ – too ‘urban’ for Borehamwood
Option 2	<ul style="list-style-type: none"> ▪ ‘Blue light centre’ in too prominent a position / not right [for] Gateway ▪ Better end [physical conclusion] towards commercial [area] needed ▪ Bigger square at Studios [would be] better

	<ul style="list-style-type: none"> ▪ Town centre seam does not work ▪ Doesn't present Gateway
Option 3	No specific comments

Theme 3: Better Open Space / Public Realm

Option	Comments
Option 1	<ul style="list-style-type: none"> ▪ Lack of cohesiveness – too city-like? ▪ Square [nearest the town] a good use of space ▪ Playing fields extension across the car park for community and school use ▪ Not enough space for working population – too urban ▪ Bitty public space ▪ No need for Maxwell Park Centre / girl guides hut (being re-provided in Village Hall)
Option 2	<ul style="list-style-type: none"> ▪ Like principle of linking green spaces ▪ Option 1 Cultural square is better; Option 2 square too small! ▪ Issue of green space maintenance – costs? ▪ Mixed use building blocks view from High Street ▪ Move war memorial to civic square
Option 3	<ul style="list-style-type: none"> ▪ Needs better block enclosure

Theme 4: Better Links / Service Co-ordination

Option	Comments
Option 1	<ul style="list-style-type: none"> ▪ Cluster of services / council [offices] OK
Option 2	<ul style="list-style-type: none"> ▪ Doesn't achieve integration of community services
Option 3	<ul style="list-style-type: none"> ▪ Links across poor ▪ Potential to wrap PCT around civic offices – potential for Hub

Theme 5: New Uses / Integrated Development

Option	Comments
Option 1	<ul style="list-style-type: none"> ▪ Not financially viable for Police ▪ Complex to facilitate – equalisation of values ▪ 'Blue light centre' OK but need all existing facilities re-provided ▪ 'Blue light centre' too big ▪ Balance of housing: more 'Home Zones' / family homes ▪ Residential – need to carefully consider [whether] need for flatted
Option 2	<ul style="list-style-type: none"> ▪ PCT might be better closer to centre ▪ Consider impact of loss of employment land ▪ Not financially viable
Option 3	<ul style="list-style-type: none"> ▪ Does Council building need to be retained / can others be retained and improved? ▪ Danger this option just recreates existing (with more floor space) ▪ Extension of retail offer positive

General Comments / Other Issues

- Studies being commissioned to review roundabout / roads
- Look carefully at land swap impact on viability

- Need for dedicated bus shuttle service?
- School wants to increase use by community – subject to cost and practicality
- Development and location of multi-storey car park needs more consideration
- Avoid undermining Town Centre Management initiative
- Complement other regeneration programmes – Cowley Hill Road
- Consider how to move through-traffic out
- Enlarge school playing fields – better for community
- Do traffic studies show where traffic gets displaced [to]? – improve road signage [to improve flows / provide direct routes]
- Car park design solutions exist – but is the location right?
- [Locate] the multi-storey car park in [an]other place?
- Multi-storey car park should not be sandwiched between residential / near school
- Relieve pressure on car park – [consider] underground / undercroft
- Explore green link concept – [but] more pragmatic
- Link Maxwell Park – bring into options.

Options Scoring Exercise

The participants then reviewed the findings as a group and considered how each option rated against the priorities established in the previous workshop. Participants were asked to score each option against statements representing the priorities, indicating to what extent they agreed or disagreed with the statement.

The priorities were scored as follows:

Priority	Most favoured Option	Comments
1. Better integration of public services is achieved	Option 1	None of the options were rated strongly in terms of how well they integrated public services within the EWC, but Option 1 received more favourable responses.
2. Development opportunities maximised	Option 1	
3. Density of development appropriate	Option 1	All the options were rated highly in this respect, although Option 1 received the most positive ratings.
4. More efficient use of land achieved	Option 1	
5. Appropriate mix of uses provided	Option 3	All the options scored well against this priority, although Option 3 received marginally more support.
6. Accessibility to services is improved for local residents	Option 1	All the options scored fairly well against this priority, although Option 1 received the strongest support followed closely by Option 2.
7. The public realm is improved significantly	Option 1	
8. New landmarks or features are delivered	Option 1	
9. An improved gateway is achieved	Option 1	All the options scored well against this priority. Option 1 received the strongest support.
10. More balanced and	Option 1	

sustainable movement / transport is supported		
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While the results are not comprehensive, they provide a general indication of the participants' views on the effectiveness of each Option. The full results are attached at Attachment 2.

Key Issues

The key issues emerging from the workshop are identified below:

Traffic & movement

The approach to traffic circulation was generally considered appropriate in the context of each option. There was strong support for removing the roundabout, including for Option 3. The proposed traffic calming elements were supported, although the need to reduce or divert traffic without creating rat-runs and displacing it onto surrounding residential was emphasised.

It was noted that studies were planned to review the road circulation and roundabout in particular. However, a need was expressed for better information on the destination of through traffic, to understand how changes to the road pattern would affect journeys and displacement. The potential for improved signage was highlighted to alert drivers to other routes if they did not need to access Borehamwood. The possibility of a dedicated shuttle bus service was also raised.

Amount, type & location of car parking

A key concern across all three options was the amount, type and location of car parking. The need for additional information on supply and nature of demand was highlighted, in order to make more informed choices. The size and massing of the proposed multi-storey car park adjacent to school was highlighted as a particular concern, together with its acceptability in amenity terms to neighbouring residential occupiers. Alternative provision at the Brook Road surface car park could be considered. The opportunity to consider a range of contemporary design solutions was highlighted, both to improve visual appearance as well as accommodating increased capacity more sensitively, e.g. undercroft car parking. Difficulties in managing such parking were also highlighted. ,

Land uses and viability

While Option 1 was considered the most effective in terms of its Gateway impact, there were some concerns about the massing and 'block' effect of the dense form of development proposed. It was recognised this might be necessary to achieve a viable scheme, but it was considered this might be too 'urban' for its location in Borehamwood. The reliance on flatted housing development to facilitate the most popular option, Option 1, was a concern. A need for more family housing was expressed. There was a general concern about the cross-funding of development and how to deal with development values and equalisation. The complexity of facilitating such a re-development and making it viable was acknowledged.

The close proximity of the public services was supported. There was strong support for the 'Blue light centre', although some concerns about its potential impact on traffic and access, and the prominence of its location within the Gateway. There was some concern about whether such a large facility would be viable for the Police, and hence a smaller facility might be more appropriate. The potential for retaining and upgrading more buildings was highlighted.

Gateway, public realm, green links

While the options were generally considered to have a positive impact on public realm, there were some concerns about the how the character of the Gateway would be impacted by the various options. Option 1 was considered too urban and lacking cohesiveness, without sufficient informal open

space for local workers. Option 2, while providing good links across Elstree Way, was considered to give insufficient prominence to the urban character of the Gateway.

The concept of improved green links across Elstree Way was supported, although it was suggested more consideration was need to achieve a pragmatic approach to address issues such as maintenance costs etc. The potential to improve community facilities by extending school the playing fields over the site of the car park was highlighted.

Attachment 1: Workshop Invitation List

Name	Position	Organisation
Dr Donald Graham	CEO	Hertsmere Borough Council
Glen Wooldrige	Director of Environment	Hertsmere Borough Council
Neville Thompson	Estates Valuer	Hertsmere Borough Council
Jill Coule	Head of Legal Services	Hertsmere Borough Council
Mark Silverman	Policy and Transport Manager	Hertsmere Borough Council
Polly Chacon	Head of Planning and Building Control	Hertsmere Borough Council
Ian Morrison	Head of Property Regeneration	Affinity Sutton
Amanda Grosse	Deputy Head of Estates and Facilities	Hertfordshire Constabulary
Paul Fielding	Capital Project Manager	Oaklands College
Colin Cooper	Principal Estates Manager	Hertfordshire County Council
Tony Comer	Head of Property	Hertfordshire County Council
Rupert Thacker	Programmes and Strategy Manager, Hertfordshire Highways	Hertfordshire County Council
Nick Gough		Hertfordshire County Council
Justin Spencer	Assistant Director Estates and Facilities	Hertfordshire PCT
Phil Collins	Chief Executive	Hertsmere Leisure
Gary Morris	Senior Development Manager	St Modwen's
Roger Morris	Managing Director	Elstree Film Studios
Graham Taylor	Hertswood School Head of Governors	Hertswood School

Attachment 2: Results of Scoring Exercise

Numbers in each column indicate votes cast for each response, with each participant each using one vote per statement.

Statement 1: Better integration of public services is achieved

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1		4		2	
Option 2					
Option 3	1				

Statement 2: Development opportunities maximised

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1		1	1	4	
Option 2	2				
Option 3	1		1		

Statement 3: Density of development appropriate

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1				3	
Option 2				2	
Option 3				1	

Statement 4: More efficient use of land achieved

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1				5	
Option 2	1	1			
Option 3	1	1			

Statement 5: Appropriate mix of uses provided

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1			1	1	
Option 2				1	
Option 3		1		2	

Statement 6: Accessibility to services is improved for local residents

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1				1	2
Option 2		1		3	
Option 3		1		1	

Statement 7: The public realm is improved significantly

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1			1	5	
Option 2				2	
Option 3	1	1		1	

Statement 8: New landmarks or features are delivered

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1				2	1
Option 2				1	
Option 3	1				

Statement 9: An improved gateway is achieved

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1				4	2
Option 2				3	
Option 3				1	

Statement 10: More balanced & sustainable movement / transport is supported

	Strongly disagree	Disagree	No opinion	Agree	Strongly agree
Option 1			1	4	
Option 2		1		1	
Option 3		1			