

HERTSMERE BOROUGH COUNCIL



# Elstree Way Corridor Borehamwood

## Planning and Design Brief

June 2003

**ATKINS**

*Elstree Way Corridor*



## 1. INTRODUCTION

### BACKGROUND

- 1.1 This Planning and Design Brief has been prepared for part of the Elstree Way Corridor in Borehamwood. The Elstree Way Corridor comprises a number of sites owned and operated by public sector agencies, many of which are currently under utilised or not developed to their full potential. Several of the public sector agencies are currently reviewing their operational requirements and together have identified an opportunity to initiate a co-ordinated redevelopment scheme along the Corridor with links to other key development sites in the town. Consequently, the public agencies comprising Hertsmere Borough Council (HBC), Hertfordshire County Council (HCC), Elstree and Borehamwood Town Council, Hertfordshire Constabulary, Oaklands College and Hertsmere Primary Care Trust (HPCT) have been working in partnership to progress a phased redevelopment of the area and have commissioned this Planning and Design Brief.
- 1.2 The Elstree Way Corridor is situated in Borehamwood and is focused around the A5135 Elstree Way. The Corridor is located near the centre of Borehamwood and forms a link between the town centre and the A1. Figure 1.1 shows the Elstree Way Corridor in the context of the town. The area covered by this brief comprises the sites between the Manor Road / Studio Way roundabouts to the east and the Tesco roundabout to the west.
- 1.3 The Elstree Way Corridor comprises a number of sites owned and operated by public sector agencies. Along the northern side there are the Borough Council's Offices, a large surface level car park, the Venue leisure centre and an area of vacant land. Other sites include the County Council owned Borehamwood Library, the Family Centre, the Health Centre and Oaklands College. On the

southern side of Elstree Way there are a range of private offices and associated car parking, the Ridgehill Housing Association offices, the Police, Fire and Ambulance Stations, the Job Centre, a petrol filling station and a community centre. Figure 1.2 shows the key elements of the Corridor.

- 1.4 Opportunities for redevelopment within the Corridor arise as public sector agencies review their operational requirements, presenting opportunities to rationalise certain activities and combine some uses on the same site, consequently releasing land for new community uses and commercial development. In addition, the Borough Council owns a vacant plot next to the Venue leisure centre which provides an opportunity for development. Beyond the Elstree Way Corridor, three former school sites are to be released for redevelopment following closure of the schools and the rationalisation of educational provision in Borehamwood. Together these factors provide a real opportunity for the co-ordinated redevelopment of a significant area in Borehamwood town centre. At the same time, the public sector agencies recognise that working in partnership with the private sector is likely to increase the potential for change in the area and therefore maximise benefits for the community.
- 1.5 Two recent studies have been carried out in the Corridor to initiate debate and provide advice on the commercial feasibility of redeveloping the area. Urban Initiatives issued a report in June 2000 providing an initial appraisal of the area which indicated significant opportunities for improving the urban design of the Corridor. Subsequently, BPS Chartered Surveyors produced a report in September 2001 which confirmed that opportunities exist, from a commercial perspective, for the phased redevelopment of the Corridor. It is this report which recommended that a Planning and Design Brief be prepared.



1.6 In the preparation of the Draft Planning and Design Brief, consultation was undertaken with local stakeholders through two workshops and telephone interviews. This helped to identify the main aspirations of the community with regard to the area and these elements are summarised in Appendix.

1.7 Public consultation on the Draft Brief took place between mid September and mid October 2002. As a result of comments arising from the consultation exercise, a number of changes have been made to the final version of the Planning and Design Brief which was approved as Supplementary Planning Guidance (SPG) by Hertsmere Borough Council on 12 June 2003.

Provided that this SPG is consistent with Hertsmere's development plan and other relevant planning guidance at national and regional levels, the contents of the SPG may be taken into account as a material consideration in the determination of planning applications.

#### PURPOSE OF THE BRIEF

1.8 The purpose of this Planning and Design Brief is to provide a design-led framework for the phased redevelopment of part of the Elstree Way Corridor in Borehamwood, with the specific aim of enhancing community facilities, increasing the development potential of sites along the route, improving access and creating a stronger identity for the area. In particular the brief must support the principles of sustainable development and must include advice on how any improvements can be delivered in a phased but co-ordinated way. Beyond this, the Brief aims to link with other redevelopment proposals in the area to maximise opportunities for regenerating Borehamwood as a whole.

1.9 The Brief is required to address the following objectives:

- Make better use of under utilised town centre sites and improve asset management;
- Provide an opportunity to improve community facilities in the town and attract additional commercial investment;
- Improve the transport linkages between Elstree Way and the town centre shopping area;
- Improve accessibility for pedestrians, cyclists and users of public transport;
- Enhance the appearance of the Corridor and contribute to improved urban design;
- Develop an integrated and sustainable transport system;
- Increase the potential to improve and co-ordinate the delivery of several public sector services.

1.10 Further local consultation will be carried out, in accordance with the Council's normal procedures, on receipt of planning applications in respect of any of the sites within the Elstree Way Corridor.

#### STRUCTURE OF THE BRIEF

1.11 The Brief is divided into the following main chapters:

**Chapter 2 : Policy and Operational Context** presents relevant planning policy and guidance in relation to the Elstree Way Corridor. It also considers the forward planning strategies of those organisations with an interest in the area, setting out their current property and land ownership within the Corridor and outlining their future estate requirements and potential for improved asset management. These issues inform the preparation of the Brief and set the direction for the wider Vision for the area described in Chapter 4.

**Chapter 3 : Area Analysis** looks at the existing form and structure of the Corridor in terms of land use and identifies the key issues in relation to



urban design, transport and access. It also considers the potential for new development in this location in the medium and long term from a commercial perspective.

**Chapter 4 : Vision and Development Options** presents a Vision for the Elstree Way Corridor and a series of interlinking and interchangeable options for redeveloping the area, grouped under the headings of community facilities and commercial opportunities.

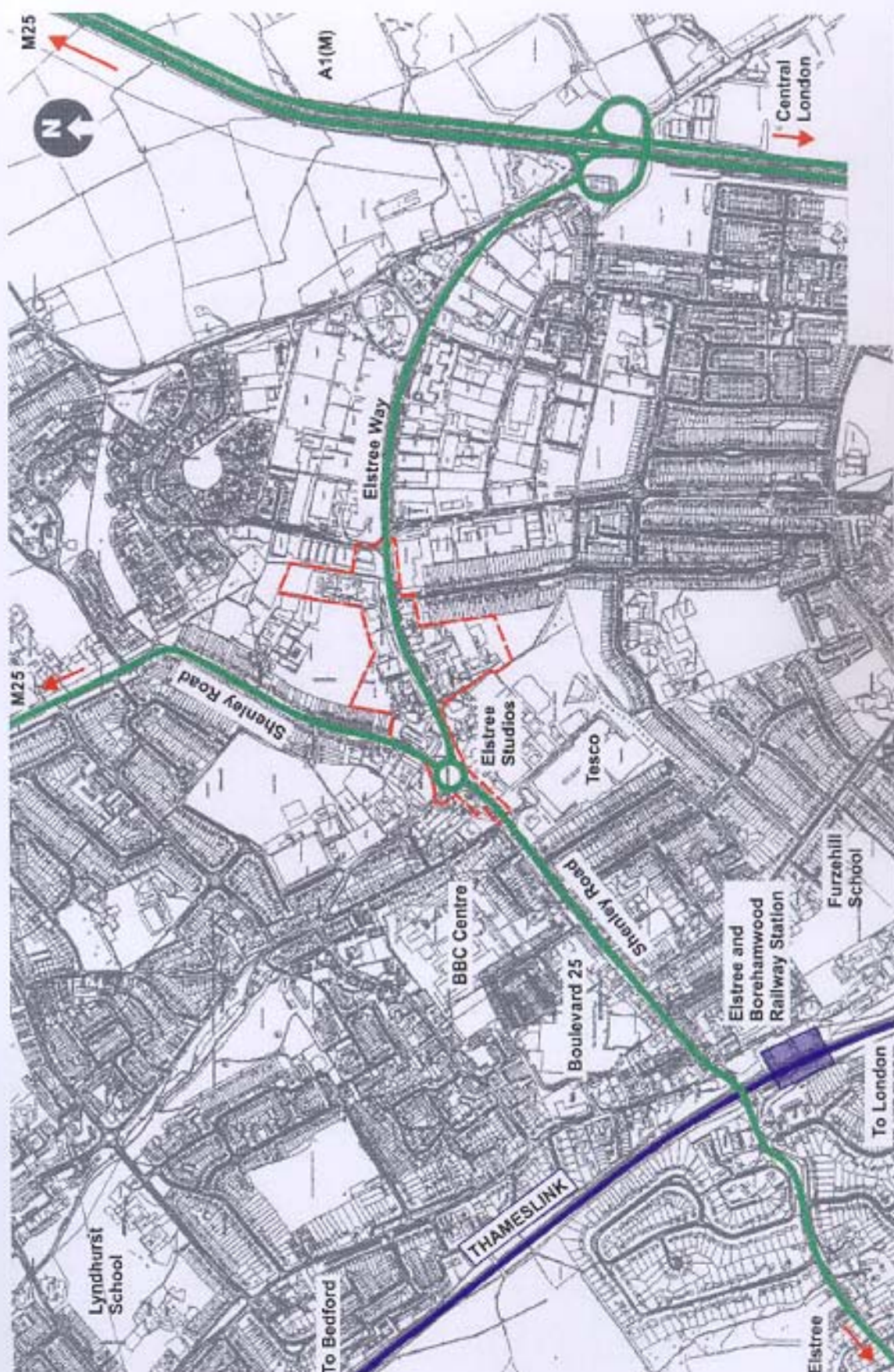
**Chapter 5 : Design Framework** provides guidance on the appropriate design of development and infrastructure along Elstree Way in order to ensure a coherent approach is adopted in the physical redevelopment of the area. Issues addressed relate to urban design, transport and access, infrastructure and other development related issues. This framework should be adhered to when implementing any of the development options identified in Chapter 4.

**Chapter 6 : Delivery Mechanisms and Phasing** identifies potential sources of funding for the phased redevelopment of the Corridor, and suggests appropriate delivery mechanisms for implementing the Vision. It also suggests phasing priorities in relation to the development options explored in Chapter 4.

**Chapter 7 : The Way Forward** looks towards the future action required in order to secure the redevelopment of the area and achieve the maximum benefits for the community.

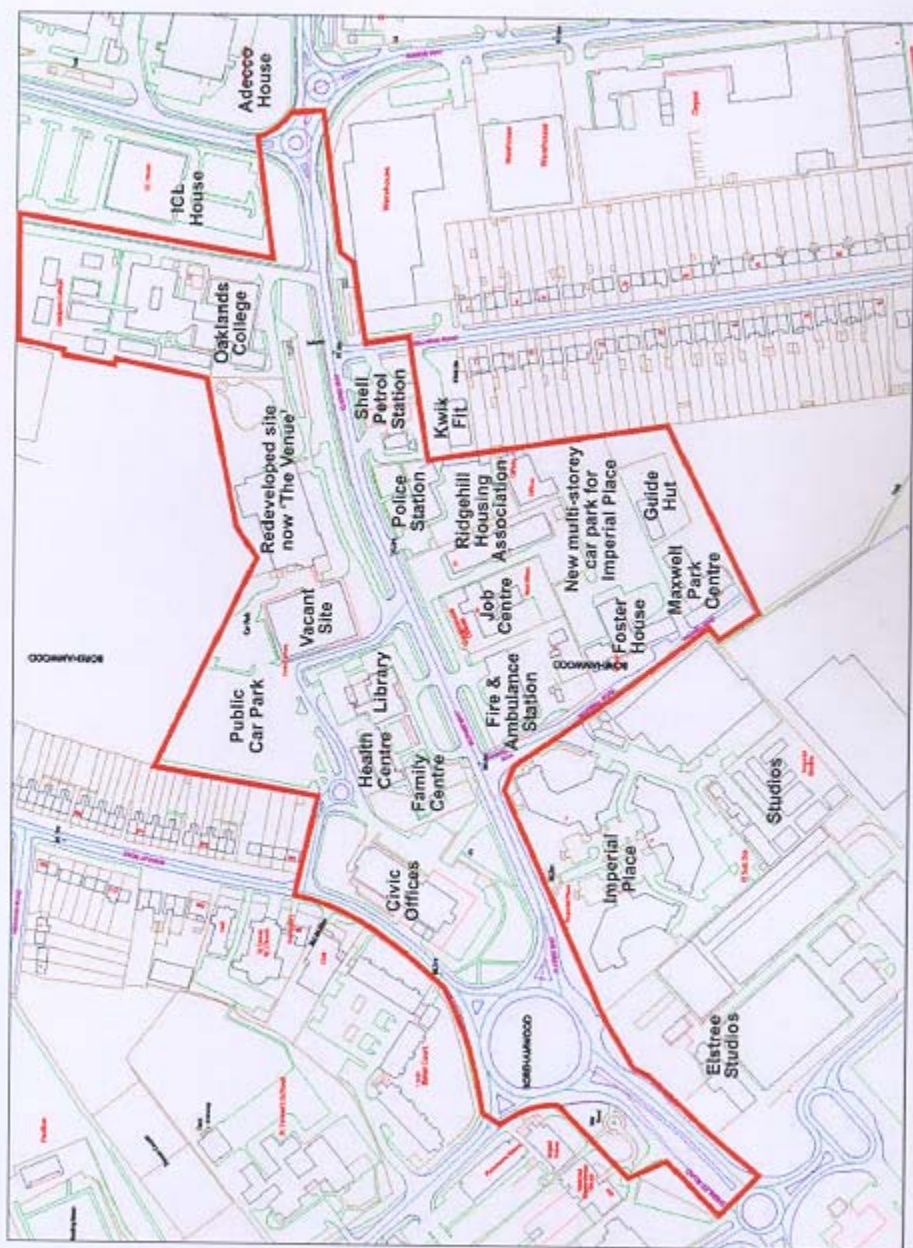


ELSTREE WAY CORRIDOR





## ELSTREE WAY CORRIDOR



## 2. POLICY AND OPERATIONAL CONTEXT

### PLANNING AND TRANSPORT POLICIES

2.1 The planning and transportation policy context is provided at a national level primarily through central government Planning Policy Guidance Notes together with a range of other government statements. At a more local level, policy guidance is provided by Hertfordshire County Council and Hertsmere Borough Council. The main planning and transport policy documents relevant to this study are:

- The Urban White Paper (Our Towns and Cities: The Future) (November 2000);
- Planning Policy Guidance 1: General Policy and Principles (February 1997);
- Planning Policy Guidance 3: Housing (March 2000);
- Planning Policy Guidance 6: Town Centres and Retail Developments (June 1996);
- Planning Policy Guidance 13: Transport (March 2001);
- Hertfordshire Structure Plan (Review 1991-2011);
- Hertfordshire Waste Local Plan (1995-2005);
- Hertsmere Local Plan Adopted 2003;
- Hertfordshire Local Transport Plan (2001/02-2005/06); and
- Furzehill, Hillside and Lyndhurst Schools Planning Brief (October 2001).

#### National Planning Guidance

##### *The Urban White Paper (Our Towns and Cities: The Future)*

2.2 The White Paper highlights the importance of urban renaissance and promotes well designed, high quality urban development.

Objectives for better planning and design include making the best use of land that is available and ensuring development is sensitive to the needs of people while considering the impact that urban living has on the environment. Development is particularly encouraged on brownfield sites or where empty properties can be brought back into use, and where the provision of good public transport is viable, and walking and cycling can be made attractive options.

##### *Planning Policy Guidance 1: General Policies and Principles*

2.3 This guidance note (PPG1) sets out the general objectives of the planning system. The Guidance emphasises the importance of the Development Plan in determining planning applications and providing a measure of certainty and predictability in the system. It also highlights the Government's commitment to achieving sustainable development by balancing the need to protect the environment with the need to provide for new development and encourage a growing and competitive economy. The most commonly used definition of sustainable development is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". As part of this, the aim is to focus new development within urban areas and reduce dependence on the car. More specifically, the guidance promotes mixed use development, particularly in town centres, to help create vitality and diversity and reduce the need to travel. The importance of good design is also recognised in influencing the character and quality of an area.

##### *Planning Policy Guidance 3: Housing*

2.4 PPG3 emphasises the Government's policy to maximise the re-use of previously developed land and to specifically encourage more intensive housing developments in and around existing centres and close to public transport nodes. The guidance also states that local authorities should promote



developments which combine a mix of land uses including housing.

#### **Planning Policy Guidance 6: Town Centres and Retail Development**

- 2.5 PPG6 promotes the concentration of development in town centres as part of the Government's policy commitment to revitalising town centres. The Guidance adopts a sequential approach to selecting sites for retail, employment, leisure and other town centre uses, in which town centre locations are given priority over other locations. The emphasis is on encouraging a diversity of uses and mixed use development (including some housing) in town centres, to create lively centres of activity in locations that are well served by a choice of means of transport so as to produce more sustainable patterns of development.

#### **Planning Policy Guidance 13: Transport**

- 2.6 PPG13 emphasises the Government's commitment to the integration of transport and land use planning and encourages alternative means of travel to the private car. The Guidance highlights how the aim of reducing the need to travel can be achieved by influencing the locations of different types of development relative to transport provision.

#### **Hertfordshire Structure Plan**

- 2.7 The Structure Plan sets out strategic policies for the county providing a framework within which Local Plan policies are devised. Policies relevant to this Brief include:
- Encouraging economic growth consistent with environmental constraints with the main emphasis on promoting the knowledge economy rather than mass industrial production;
  - Promoting and protecting the vitality and viability of town centres and making provision for housing and social needs whilst minimising the need to travel and exploiting

the sustainability advantages of urban concentration;

- Development with significant parking implications to locate in town centres or in locations with potential for good access to means of travel other than the car;
- Bringing forward development in Borehamwood through the planned regeneration of the town;
- Providing for an additional 4,600 dwellings in Hertsmere between 1991 and 2011;
- Requiring developers to finance the cost of environmental works, infrastructure and community facilities directly related to new development; and
- Identifying the Key Employment Site at Centennial Park, Elstree, which is to play a major long term role in the Hertfordshire economy.

- 2.8 The current Structure Plan was adopted in 1998 and runs to 2011. The Structure Plan is being rolled forward to 2016 to take account of new Government guidance and to provide for the County's additional housing and development land requirements. The first stage consultation on updating the Structure Plan took place during the summer of 2002. The County Council received a significant number of responses. Following consideration of these the council consulted on a 'deposit stage' set of draft policy alterations during the Spring of 2003.

#### **Hertfordshire Waste Local Plan**

- 2.9 The Waste Local Plan sets out the broad directions for developments that deal with the depositing of refuse or waste materials in Hertfordshire in line with the principles of sustainable development. The plan is firmly committed to facilitating the increased use of recycled waste materials.



**Hertsmere Local Plan**

2.10 The Local Plan indicates that the majority of Hertsmere's future development needs will be steered towards the Borough's main settlements, including Borehamwood, which is the Borough's main town. Those policies and designations relevant to Elstree Way Corridor are indicated below. Figure 2.1 is an extract from the Hertsmere Local Plan Proposals Map.

**Borehamwood Town Centre**

2.11 Borehamwood Town Centre is identified as the main shopping area in the Borough. The area covered by this Brief falls within the town centre boundary as shown on the Proposals Map of the Local Plan. The Plan states that the Council will pursue initiatives with the public and private sectors to assist the regeneration of Borehamwood Town Centre through investment and diversification.

2.12 In relation to Borehamwood Town Centre, the Plan supports measures to:

- Protect and enhance the town centre by encouraging a diversity of uses including leisure, culture and employment;
- Improve pedestrian links from Shenley Road to the Boulevard 25 development;
- Create a town square;
- Improve 'gateways' to the centre including upgrading the station;
- Enhance bus services / facilities;
- Encourage residential accommodation where it does not affect the vitality and viability of the centre;
- Re-use and redevelop vacant and under-utilised sites and buildings for appropriate Town Centre uses including for housing;
- Retain, refurbish and promote the role of Elstree Studios; and

- Establish high intensity leisure activities incorporating high standards of landscaping.

**Employment**

2.13 There is a major area designated for employment use adjacent to the area covered by this Brief. The Elstree Way Employment Area is the main employment area in Borehamwood.

2.14 The Local Plan seeks to make provision for the employment needs of the population and encourage commercial development in appropriate locations. The Plan also discourages the development of B1 office floorspace in designated employment areas, and encourages such uses towards the town centre where higher employment densities are better served by public transport.

**Housing**

2.15 Residential streets abut parts of the Corridor (Bullhead Road and Shenley Road).

2.16 The Local Plan identifies the need for planned regeneration which encourages the best use of previously developed land for housing rather than Greenfield development. Housing proposals should also comply with policies requiring an element of affordable housing and Lifetime Homes to meet community needs, and must comply with car parking standards (which are set out in SPG).

**Open Space**

2.17 There are pockets of designated open space within and close to the Corridor. In relation to open space, the following general principles apply:

- Development proposals will generally be required to retain the essentially open character of the site but proposals may be permitted if they upgrade existing uses and benefit the wider community;
- The general standard set for open space provision is 2.8 ha per 1,000 population;



- The Council seeks to retain and enhance existing public open space as appropriate and explore opportunities for providing new areas; and
- Proposals involving the loss of playing fields may be permitted in exceptional circumstances or where alternative provision of at least equivalent community value is made within easy walking distance.

#### **Social and Community Facilities**

2.18 As the Elstree Way Corridor contains a number of buildings containing public services or community uses, Local Plan policies relating to these are relevant to this Brief. Social and community provision covers a wide and diverse range of uses including health, social services, emergency services, education and libraries together with various facilities provided by the voluntary sector and church/religious groups.

2.19 One of the Local Plan Objectives is to "allow for improvements to health, educational, cultural and other facilities".

2.20 Policy S1 states that:

"Development which would result in the loss, or reduction of, or have an adverse impact on social and community facilities will not be permitted unless:

- (i) It can be demonstrated that the demand for such a facility is no longer sufficient to warrant its retention;
- (ii) Arrangements are set in place to ensure that suitable replacement facilities, or improvements to existing facilities are provided.

Where a social and community facility becomes redundant, consideration will be given to the need for alternative social and community uses of the land and buildings in light of:

- a) Evidence of a deficiency of social and community facilities in the area; and
- b) The suitability of the site to accommodate any such facility.

Where these two criteria are met, the Council will encourage the provision of the relevant social and community facility."

#### **Design Quality**

2.21 It should be noted that the Local Plan seeks to maintain and, where possible, improve the quality of design and encourage secure and accessible environments.

#### **Hertfordshire Local Transport Plan**

2.22 The main transport policy document relating to the Corridor is the Hertfordshire Local Transport Plan although there are also transport policies contained in the Hertsmere Local Plan. While these documents recognise that the car is the prime choice of travel mode in the Corridor, the overarching objectives of the Plans are to balance the benefits of sustainable transport against the need to provide an efficient system for the motorist. This is in line with PPG13 and the White Paper on Transport. The policies used to meet these objectives in both the Local Transport Plan and Local Plan focus on:

- Supporting an integrated approach to movement and land use planning to address environmental, economic and accessibility issues;
- Reducing the length and number of motorised journeys;
- Encouraging alternative means of travel such as travel on foot and by bicycle, where appropriate reallocating road space for these modes;
- Seeking improvements in the quality of bus services particularly in locations which attract significant numbers of visitors;



- Encouraging effective traffic management;
- Ensuring equal access for all user groups;
- Improving safety for all through measures such as traffic calming;
- Seeking financial contributions from potential developers towards relevant access / environmental improvements; and
- Working in partnership with transport providers and users to achieve an efficient, affordable and enhanced transport system which is attractive, reliable, integrated and makes the best use of resources.

2.23 The County Council produced a Borehamwood Transportation Study in the early 1990s while the more recent Borehamwood Transport Plan sets out a short term plan of action including the promotion of linkages to the town centre from the station and Boulevard 25 and is consistent with the transport objectives above. This plan is currently under review. The Council has also produced a Cycling Strategy to promote cycling in the Borough although this has been replaced by the Watling Chase Greenways Strategy which will provide for an extended network of cycle routes in the area.

#### **Furzehill, Hillside and Lyndhurst Schools Planning Brief**

2.24 Hertsmeire Borough Council have produced a Planning Brief which was approved in October 2001, relating to three former school sites in Borehamwood which have closed due to educational reorganisation from a three-tier to two-tier system. The Planning Brief provides Supplementary Planning Guidance relating to future development of these sites.

2.25 According to the Planning Brief, acceptable development on the sites includes residential use as well as the retention of some open space and buildings for local community needs. Some 25% of new housing is required to be 'affordable' housing. The Furzehill site

is identified as having potential for re-locating community uses from Elstree Way along with residential and public open space uses. The Hillside site is considered to be the best school site for a community leisure facility taking advantage of its existing sports pitches and sports hall. Other appropriate uses include residential and public open space. It is suggested that the Lyndhurst site could include a community use such as a new youth facility to replace 'The Lair' which operates from Lyndhurst School alongside a mix of new residential and public open space uses.

#### **CORPORATE POLICIES AND OPERATIONAL CONTEXT**

2.26 As this Planning and Design Brief is required to address the co-ordinated delivery of several public sector services, it is important to understand the aims and objectives of these key stakeholder organisations. The following section sets out their corporate policies and strategies and provides an overview of existing operational responsibilities. Figure 2.2 sets out the existing land ownership within the Corridor. These policies and strategies provide a checklist for testing the Development Options set out in Chapter 4.

#### **Hertsmeire Borough Council**

2.27 Hertsmeire Borough Council has produced a Best Value Performance Plan 2003/04. The Council is required to produce this Plan as part of its mandatory duty towards Best Value in the delivery of its services by the most economic, efficient and effective means available. The Council's corporate aims emphasise the need to carry out the Council's statutory duties at an acceptable cost to the Council Tax payers, and to provide facilities to enable residents to be involved in the life of their community, within the necessary financial constraints.

2.28 The Hertsmeire Corporate Plan addresses the overall social, economic and environmental positioning of the Borough particularly in the



light of recent changes to the organisation and management of local authorities. The Corporate Plan sets out five aims which reflect the Council's future aspirations. These are:

- Exercising community leadership;
- Providing continuous improvement in essential services;
- Developing the enabling role; Targeting resources; and
- Aiming to be 'Best in Class'.

These aims are underpinned by a series of immediate and longer term priorities. Priority attention will be given to:

- The provision of affordable housing
- Dealing with crime and the fear of crime
- Creating a clean, unpolluted environment
- Providing good parking facilities
- Providing facilities/services for young people and the elderly
- Improving customer care and communications

2.29 The Council has recently adopted a Community Strategy for the Borough. This has been prepared with a range of organisations and is a requirement of the Local Government Act 2000. In the preparation of the Strategy the Council has sought to involve a wide variety of organisations from both public and private sectors.

2.30 A Local Strategic Partnership (LSP) was created in February 2002 to agree on a borough-wide, long-term vision to form the basis of the Community Strategy, to approve the final Strategy, and to develop and implement it. The LSP is chaired by the Leader of Hertsmere Borough Council and made up of local organisations that are

represented at Executive / Board level. Member organisations of the LSP are Hertfordshire Chamber of Commerce, Hertfordshire Constabulary, Hertfordshire County Council, Hertfordshire Learning Skills Council, Hertfordshire Police Authority, Hertsmere Borough Council, Hertsmere Citizens Advice Bureau, Community Voluntary Service and Hertsmere Primary Care Trust. The Member of Parliament for Hertsmere also attends.

2.31 Hertsmere Borough Council is also one of the partners in the Hertsmere Crime and Disorder Reduction Partnership. The Crime and Disorder Reduction Partnership (CDRP) which includes Hertfordshire Constabulary, Borough and County Councils, The Primary Health Care Trust, Victim Support, Social Services, Religious Groups and many more organisations in Hertsmere, has published a Crime and Disorder Reduction Strategy 2002-2005. The Strategy has been produced in line with the Crime and Disorder Act 1998 which places a duty on local authorities and the police to work in partnership to reduce crime and disorder, and to co-operate with other agencies including the health authority and probation service. The Strategy's six key priorities are:

- To reduce and prevent crimes against the person;
- To reduce the general levels of burglary;
- To develop preventative measures to address incidences of car crime;
- To reduce crime involving drugs and alcohol;
- To reduce incidents of anti-social behaviour and disorder; and
- To tackle incidents of crime and disorder in 'hotspot' areas identified within Hertsmere's town centres.

Projects emanating from the efforts of partner



agencies to combat crime include installation of CCTV, additional street lighting across the Borough, environmental enhancements, improving provision of facilities for young people, appointment of a new drug worker in Hertsmere and increased drug education and parenting support.

2.32 In terms of its property interests within the Corridor, Hertsmere Borough Council's main interests are the Civic Offices, the Venue, the surface car park and the vacant site, all of which are located to the north of Elstree Way. The Civic Offices are primarily occupied by the Borough Council, although Hertfordshire County Council also occupies some space, and there is potential for further multi-occupation as service delivery changes occur in the future. The building has significant remaining life and there may be scope to extend the existing building. Parking adjacent to these offices is currently at surface level and could be provided in an alternative form in future, perhaps by building a multi-storey car park. This would release land for development along with the adjacent Hertsmere Primary Care Trust and County Council land.

2.33 As part of the Council's review of its property portfolio, the vacant site adjacent to the Venue may provide an opportunity for future development. There is current commercial interest in the site for a hotel. This site could provide an early development opportunity and act as a catalyst for the area in terms of design and quality. Nevertheless, any decisions about the future of the site should be taken in the context of this Brief.

2.34 As the local planning authority, Hertsmere Borough Council sets the local parking standards applying to new developments in the area. The current standards contained within the supplementary guidance appended to the local plan date from October 1999 and indicate minimum level of parking spaces to be provided for unit areas of the various types of land uses. In setting minimum standards,

Hertsmere Borough Council does not limit the number of parking spaces developers can provide, a strategy common until the late 1990's but somewhat unusual today when the majority of planning authorities, (as directed by Central Government guidance), sets maximum standards and seeks to suppress the demand for travel by car. It is understood that the Council's departure from policies adopted nationally reflects the view that the local area is and will continue to be reliant on access by private car. However this approach will continue to discourage use of more sustainable modes of transport and underpin the continued presence of large scale parking areas along the corridor which significantly detracts from the visual image of the area.

### Hertfordshire County Council

2.35 Hertfordshire County Council's corporate priorities are expressed as 'Our Promises to Hertfordshire'. They include:

- To make Hertfordshire a better place to live (including protecting the greenbelt, increasing recycling, safer roads and lower youth crime);
- To improve education and promote prosperity (including being one of the top education authorities, nursery provision, fixing roads and access to regeneration funds);
- To help people to help themselves (including older people living independently and new structures for children's services); and
- To get better in all that we do (including service reviews, cutting office space and getting more efficient).

2.36 In terms of property, current policy states that the County Council only hold property to meet its service delivery objectives and not as an end in itself. The prime policy is to use only property which enhances service delivery. The corporate management of Hertfordshire County Council's property service has recently been subject to a Best Value Inspection Report (February 2001). The



report notes that the management of property is crucial to a Council's overall service delivery and plays a very large part in realising the Council's vision for its community. It concludes that Hertfordshire's approach is radical and innovative ensuring that its property will be actively used in pursuit of its aims rather than held for its own sake. The report notes that the standard of public buildings in the County is high and that users appreciate them. The Council is developing new ways in which front line services are delivered and is making sure that its properties support this objective. In the light of the Inspection Report the County Council is moving towards a more customer-focused approach to property by:

- Developing work with districts on the joint management of property;
- Describing how its procedures work in a more straight forward way;
- Telling customers and end users about the type and level of property services available; and
- Revisiting the target for access by disabled people.

2.37 The County Council owned Library and Family Centre buildings in Elstree Way are increasingly obsolescent from a functional perspective. While their adaptation to meet the requirements of modern service may be possible, their redevelopment may be a preferable way forward. There is a continuing need for these services in Borehamwood. Development of the existing site may be required to help fund any relocation, but continuity of service would be necessary during any move. The sites are physically integrated with the adjacent Hertsmere Primary Care Trust facility.

2.38 Both the Fire and Ambulance Stations require

refurbishment in order to meet on-going and future service needs. Again, an alternative approach may be relocation to a new building. A relocated facility would require main road access to Elstree Way and space for training and vehicles to park.

2.39 Maxwell Park Centre is a former youth club facility. It is no longer required for this purpose but is well used by other members of the community for purposes such as bowls clubs, band practice and yoga classes. There would appear to be an opportunity to relocate this facility in a suitable, centrally located building, provided that the community activities are retained.

### Hertfordshire Constabulary

2.40 Hertfordshire Constabulary is currently reviewing its service provision across the County. It is possible that in the future premises will no longer provide a whole range of services at the heart of communities, such as offices for policing, reception, public caller areas, custody suites, welfare facilities and patrol cars. Such locations can be expensive and, because of congestion, cause problems for patrol cars when responding to emergency calls. Instead, the Police may provide a visible and accessible police 'presence' within communities through smaller police stations, with patrol cars relocated to more accessible locations on major traffic routes. Consequently, future space requirements in the centre of Borehamwood are likely to be lower than current requirements. There may be advantages in sharing building space with other public sector agencies.

### Employment Service

2.41 The Employment Service is currently reviewing the way that Job Centres operate, and is proposing to establish a new form of Job Centre called 'Job Centres Plus'. These Centres will effectively combine the services currently provided by the Benefits Agency with



those of Job Centres. As the initiative is still in its early stages, with the first such Centres being set up in select locations across the country in Spring 2002, it is not yet known what implications this will have for the Job Centre in Elstree Way. However, it is likely that the Job Centre will eventually need to be re-housed in a bigger building with sufficient space for it to combine services with the Benefits Agency.

### Hertsmere Primary Care Trust

2.42 The existing Health Centre building no longer meets current standards and its age and condition means that frequent maintenance is required. A more ideal location may be closer to the town centre or other related facilities. There is the potential for it to relocate to the Furzehill School where it could combine with a Family Resource Centre and Young Persons' Resource Centre, although other options may be possible. Any relocation would not necessarily require disposal of the existing asset to form part of funding.

### Oaklands College

2.43 It appears that Oaklands College may vacate the current location in future, but it is likely to remain in Borehamwood, preferably close to station. The College would welcome a Planning Brief for the site. There is potential for the College to relocate to the Furzehill School site and/or for it to co-locate in a building shared with the Employment Service. There is also potential for Hertswood Secondary School, adjacent to the site, to extend its premises onto the Oaklands site rather than being split between two sites as it currently is.

### Ridgehill Housing Association

2.44 Ridgehill Housing Association occupies offices which are adequate for its current and projected needs and therefore there is no

identified need to relocate. Nevertheless, if more suitable premises could be provided through a comprehensive development scheme then a relocation may be appropriate.

### Borehamwood Community Partnership

2.45 Borehamwood Community Partnership (BCP) was established in 1996. BCP is a community organisation supported by funding from the Department for Transport, Local Government and the Regions to support community regeneration in areas of recognised need. The Borehamwood Community Partnership promotes a broad view of 'Community' in Borehamwood and is governed by the following principles:

- Involving groups within the wider community with particular needs or interests, yet sharing a common goal;
- A determination to develop an inclusive community;
- Making best use of human and physical resources;
- The need for self determination within the local community;
- Building shared ownership of solutions; and
- Recognition of the division within society and a responsibility to build bridges by working in partnership rather than in competition.

BCP's main bodies consist of:

- BCP Council, a forum for local partnership working;
- BCP Projects Ltd, the company responsible for SRB funding management; and
- BCP Community Development Project.

2.46 Through the Single Regeneration Budget



(SRB), BCP has been awarded approximately £500,000 per annum over a 6-7 year period to fund people-related regeneration projects within the community. Particular priority was given to early years provision and educational opportunities. BCP is also supported by Hertfordshire County Council, Hertsme Borough Council, Elstree and Borehamwood Town Council and Hertsme Primary Care Trust. BCP represents both residents and workers in the town. The SRB programme, now in its sixth year, has delivered a community shop facility in Leeming Road and is working on a number of social regeneration projects as well as community development and capacity building. One concern is that SRB funded projects need to be sufficiently sustainable to continue to benefit the community once the funding period ends.

2.47 The BCP is currently working with the County Council and Hertsme Primary Care Trust to explore the potential of an application to the Department for Education and Skills for an Early Years Centre of Excellence. The priorities for the Centre are:

- To build on existing achievement and exploit unique opportunities for a new facility;
- Develop partnership and community working to optimise use of resources and expertise;
- Targeted projects to raise aspirations and improve opportunities;
- Parental guidance and early intervention learning support;
- Providing access to a range of pathways for lifelong learning; and
- Supporting healthy lifestyles through informed choices.

### SUMMARY OF POLICY AND OPERATIONAL CONTEXT

2.48 In terms of planning and transport policies, government guidance which is generally echoed by County and Borough policies highlights the following objectives which are relevant to the Elstree Way Corridor:

- The promotion of well designed high quality urban development;
- The promotion of sustainable development;
- The promotion of mixed use development including housing in town centres to encourage vitality and diversity;
- Higher density development within urban areas;
- The encouragement of alternative means of travel to the private car; and
- The promotion of public transport, walking and cycling.

2.49 It generally should be noted that whilst local policies do echo guidance from central government, Hertsme Borough Council current approach to parking is to set minimum standards for new development. This is counter to the central government and county policies indicated above which seek to promote sustainable development and encourage use of alternative means of transport by promoting public transport, walking and cycling. Issues of specific relevance to the Elstree Way Corridor include:

- Improving gateways to the town centre;
- Promoting the role of Elstree Film Studios; and
- Improving health, educational, cultural and other facilities.



2.50 In relation to the corporate policies and operational responsibilities of the main public sector agencies in the area, the main themes which emerge are:

- The need to deliver services in the most economic, efficient and effective way possible in line with Best Value objectives;
- To provide facilities which enable residents to be involved in the life of the community;
- The need to work in partnership with other agencies, organisations and stakeholders to serve the interests of the local community;
- Creating opportunities to use assets to provide optimum financial returns and / or community benefits; and
- Exploring the potential to improve and co-ordinate public sector service delivery.



Figure 2.1 Extract from Hertmere  
Local Plans Proposals Map

ELSTREE WAY CORRIDOR

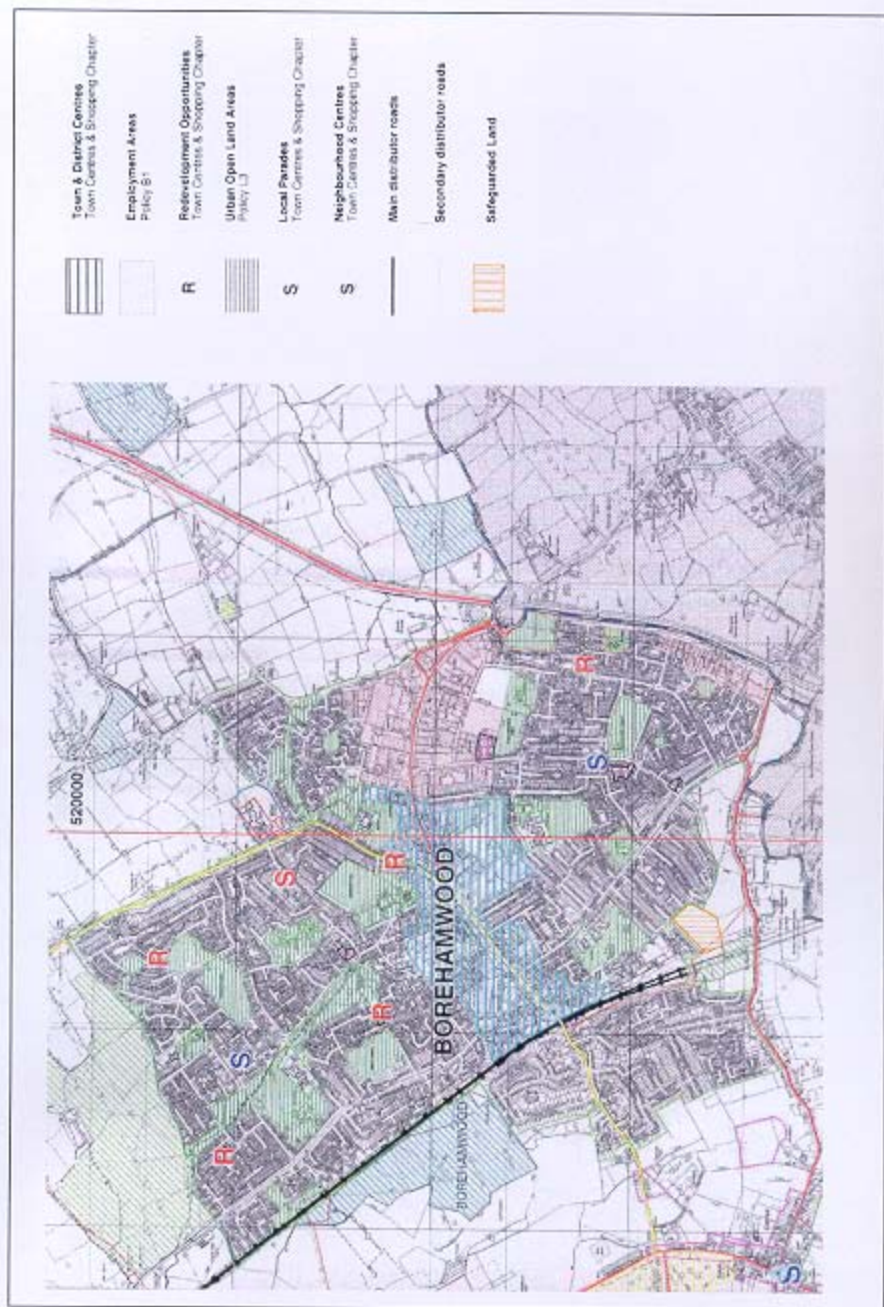
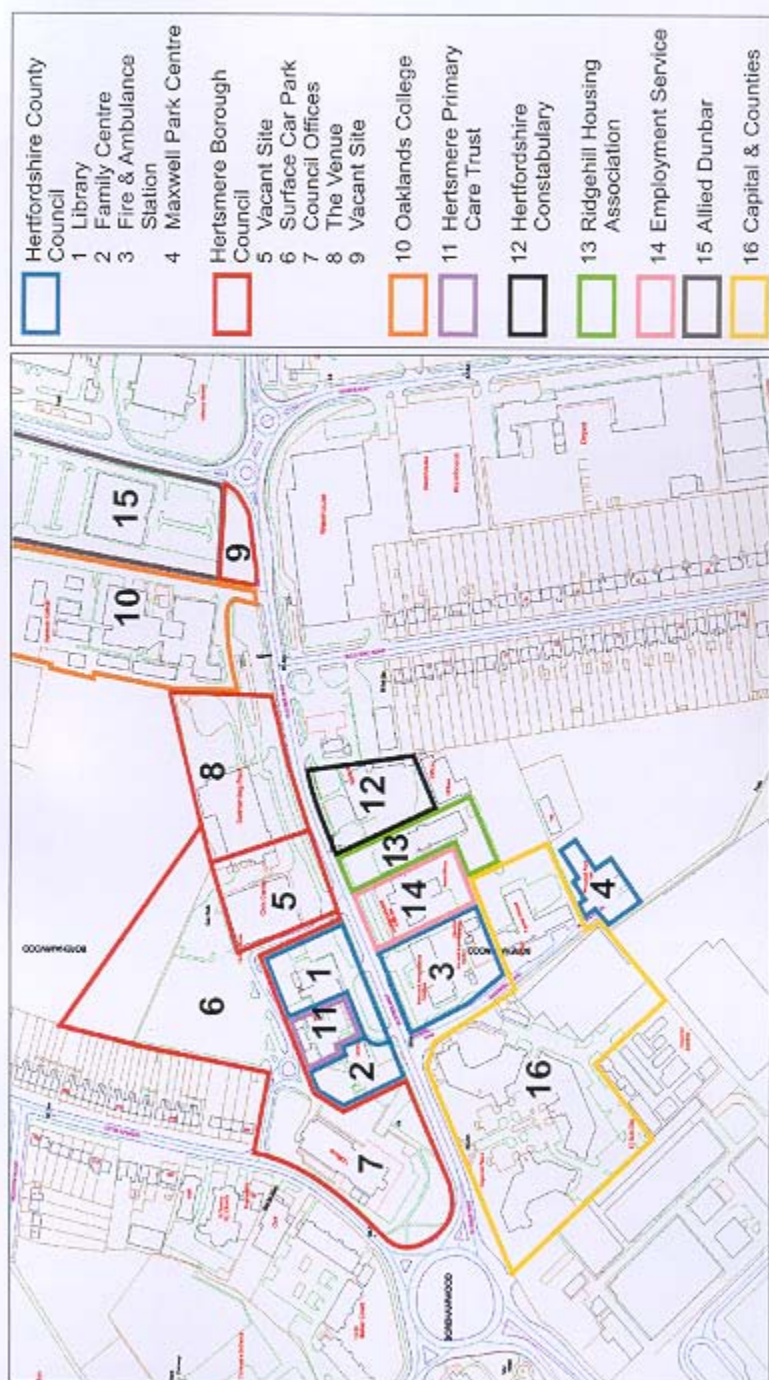
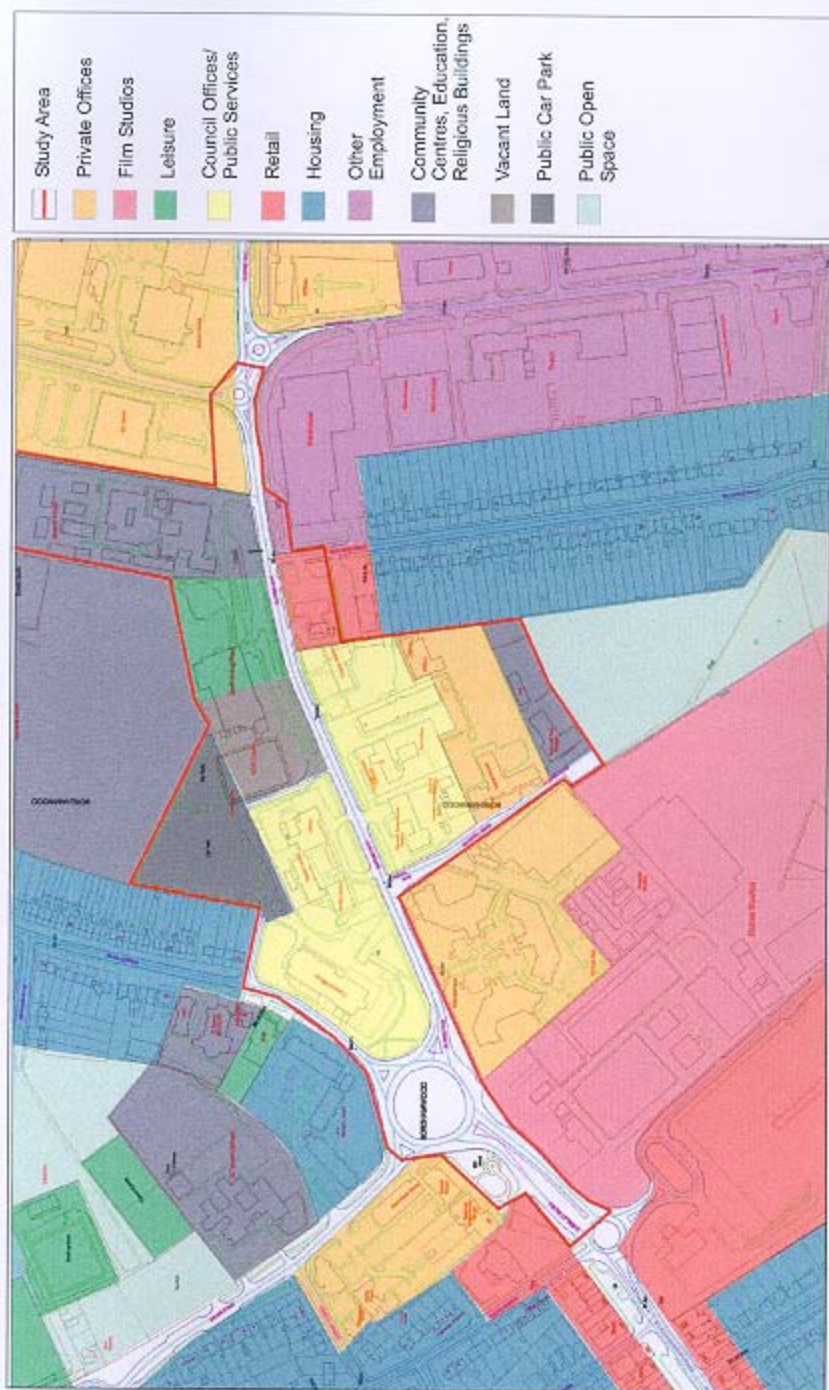


Figure 2.2 Land Ownership









### 3. AREA ANALYSIS

#### LAND USE CONTEXT

3.1 The Elstree Way Corridor is dominated by a range of key public sector uses. These include Council offices, the library, health centre and family centre, the newly developed Venue leisure complex and Oaklands College on the northern side of Elstree Way. To the south are the Police, Fire and Ambulance Stations, the Job Centre, Ridgehill Housing Association offices and the Maxwell Park Centre. Private sector uses to the south include a petrol filling station and a variety of private office and associated car parking. These land uses are shown in Figure 2.3.

#### URBAN FORM AND CHARACTER

- 3.2 Figure 3.2 provides an analysis of built form and character. The existing buildings within the Corridor do not follow any local vernacular, are largely post war and are of low architectural quality. They represent a mix of low rise, single-storey, poor quality accommodation alongside 3-5 storey office buildings, largely built between 1960 and 1980. The exceptions to this are the Venue and the Imperial Place office development which were built more recently.
- 3.3 The existing development is set back by an average of 15 metres from Elstree Way apart from Imperial Place which looks in on its self rather than presenting a strong frontage to Elstree Way. The building line along the Corridor is fractured as a result of piecemeal development. Wide grass verges and service /access roads further weaken the definition of space. The quality of the public realm is uninspiring, adds little to local and civic identity and is a product of space left over after development and previous highway improvement schemes.
- 3.4 The Corridor lacks a clear identity and is characterised by undefined space. As a result there is no 'sense of arrival' when entering

the area, or 'sense of place' once within it. The study area is dominated by vehicles using Elstree Way, creating an inhospitable environment and a barrier for safe pedestrian movement from residential areas to the south and discouraging walking and cycling along Elstree Way to the Town Centre.

- 3.5 The concentration of public sector uses and neighbouring single-function commercial developments have created an environment which lacks diversity contributing to the lack of vitality and character.
- 3.6 The highway dominated environment and the failure of previous development to connect into the existing network of footpaths and public spaces has effectively cut the Corridor off from Borehamwood Town Centre and surrounding residential and employment areas. Movement between the Corridor and the town centre on foot or by bicycle is discouraged by the lack of a safe and coherent network of connected routes.

#### LANDSCAPE ANALYSIS

- 3.7 The landscape in the Corridor is characterised by open and largely featureless spaces with pockets of ornamental shrub planting associated with the Civic Offices, the police station and landscaped grounds within the Imperial Place development. The War Memorial close to the Elstree Way / Shenley Road roundabout is set within a formal arrangement of paths, close mown grass areas and shrub planting. Its location on the edge of the town centre in an area dominated by the highway, limits its impact as a focal point for the town. There are existing mature trees close to the Civic Offices, Studio Way junction at the eastern end of the Corridor and at the Elstree Way / Shenley Road roundabout. The latter acts as a visual landmark and pivot point between Elstree Way and Shenley Road.



## HIGHWAY NETWORK

- 3.8 The road hierarchy in the vicinity of the Elstree Way Corridor is shown in Figure 3.5. The A5135 Elstree Way is a main distributor road and connects the Corridor to the A1 to the east.
- 3.9 The presence of employment uses to the east and west of the Corridor means a significant volume of traffic passing through the area comprises of goods vehicles. Goods vehicles accessing the sites on Elstree Way encounter difficulties when negotiating turns at junctions resulting in problems for other highway users.
- 3.10 The Corridor is characterised by heavy traffic flows particularly during the morning and evening peak hours. Traffic on residential roads connecting with Elstree Way, in particular Bullhead Road, have difficulty turning onto this main through-route due to the speed and volume of traffic. In the morning peak, the peak flow occurs in the westbound direction with significant queues forming on the approaches to the Shenley Road/Manor Way and Studio Way roundabouts. In the evening peak, the peak flows and queues occur in the opposite direction.
- 3.11 Shenley Road is a local distributor road and provides the route through the main shopping area of Borehamwood. Shenley Road has been treated with traffic calming to discourage through traffic. As a result some of the adjacent local roads are used as rat-runs by local traffic by-passing Shenley Road.
- 3.12 The remainder of the local road network comprises local distributor and access roads many of which are residential in character.

## PARKING

- 3.13 The most noticeable transport and access issue for anyone entering Borehamwood is the car dominated environment and the visual impact of parking. Several of the major employers in the area have on-site car parking

provision but there is also a significant level of on-street car parking in some areas and a high demand for business parking permits. Parking is a key issue in achieving a balance between access by private car and other more sustainable forms of transport, particularly in relation to parking standards to be applied to new developments, and will require on-going review by the Borough Council.

## PUBLIC TRANSPORT

- 3.14 Figure 3.4 shows the public transport network in Borehamwood. Borehamwood is served by various bus services giving access to a range of destinations. Due to a congested road network, particularly at peak times, buses are subject to general traffic delays and so offer little advantage over and above the private car.
- 3.15 The Thameslink rail service represents an attractive alternative to the private car for longer journeys largely because commuters can take advantage of the relatively cheap Zone 6 tickets into London. However there is little evidence to suggest that rail is a well-used mode for the journey to work of employees in the Corridor. The main station is Elstree and Borehamwood and this provides an interchange point for rail and bus services. However, the quality of the interchange facility does little to promote the use of the bus as a means of getting to and from the station thereby adding to the background traffic flows in the town and pressure for parking spaces.

## PEDESTRIAN ACCESS

- 3.16 Figure 3.4 sets out the strategic pedestrian and cycle network for the town. A designated pedestrian walk through Borehamwood, 'The Borehamwood Film Walk', provides pedestrian links to Borehamwood's film making past. Apart from this route, some of which goes through the Elstree Way Corridor, the pedestrian environment is generally poor. Footways are provided alongside the roads



in the area but the emphasis on movement is 'through' rather than 'across'. Designated crossing points, including Pelican crossings, are located across Shenley Road and Elstree Way, but these are spaced relatively far apart. Dropped kerbs and islands are provided at the roundabout at Elstree Way / Shenley Road but, given the significant traffic volumes during the peak hours and traffic speeds at other times of the day, the roundabout represents a significant obstacle to easy and safe movement. Signs indicating that pedestrians must give way to motorists re-enforce the perception of a car dominated environment.

### CYCLING

3.17 Cycle routes exist along Elstree Way and Shenley Road, parts of which are shared with pedestrians (cycleway / footways) the remainder being on-highway cycle lanes. However, generally conditions for cyclists in the area are poor. Although the on-highway lanes are clearly marked, they have a tendency to be under utilised due to the volume, speed and type of other traffic using the roads.

3.18 The Watling Chase Greenways Strategy extends the current network of cycle routes in Borehamwood. It focuses on providing a network for walkers and cyclists to encourage sustainable commuting to school and work and also provide opportunities for leisure.

### MARKET DEMAND

3.19 In terms of potential future uses of the sites in addition to community uses, market analysis indicates a range of potential uses. The residential market in Borehamwood remains strong and the inclusion of residential development would allow the scheme to progress quickly in the short term in a way in which other uses such as offices would not. In the Elstree Way Corridor the market would appear to support the development of a mix of housing types from

three-storey town houses to three / four storey one and two bedroom flats. From a market point of view the road frontages of the Hertsmere Borough Council car park site and Oaklands College site would be particularly appropriate. Sites close to Maxwell Hillside Park may be suitable for the 25% affordable housing element, thereby providing an attractive environment adjacent to a refurbished park while allowing maximum value to be created from the main road frontage sites.

3.20 With the continued deterioration of the office market and the competition from other towns in Hertfordshire, there is little prospect of speculative development as institutions are not willing to provide funding. With the current downturn in demand it could take three years or more before there is any prospect of further rental growth and consequently any prospect of speculative development. Nevertheless, once the office market improves such uses will provide the highest returns. In the short term the only prospect of securing office development would appear to be to attract owner occupiers to purchase sites.

3.21 The market for hotels in Borehamwood is currently strong with values on a par with those achieved for residential use. Developments with the benefit of an A3 (restaurant) use on the ground floor are particularly sought. A four / five storey building with a shared use multi-storey car park would be particularly attractive. There would appear to be a good market to include leisure / A3 uses adjacent to or within a hotel which would sensibly be located next to the Venue. However, given the existence and current demand levels for Holmes Place off Shenley Road, there needs to be a question mark about the market for this use.

3.22 There appears to be little in terms of other uses which could readily be attracted to the Elstree Way Corridor. There is no evidence of demand from car retailers for instance, and the values from such a use would not match



the values potentially achievable from residential and office uses.

- 3.21 In relation to public service uses, it should be noted that relocating them to existing buildings owned and / or occupied by key stakeholders such as Hertfordshire County Council and Hertsmere Borough Council would not only reduce land take-up but would provide cost savings compared to new build. It is therefore important that the floor space requirements and type of accommodation required is established in order to ascertain how much of the existing buildings can be utilised, how much of this accommodation needs to be altered and how much new build needs to be constructed.

#### SUMMARY OF AREA ANALYSIS

- 3.22 The on-site analysis of the Elstree Way Corridor highlights the following features:

- An area dominated by a range of public sector uses;
- A number of buildings with little architectural merit;
- A lack of identity with a poor quality public realm;
- No sense of arrival and no sense of place;
- An environment dominated by the traffic network which primarily serves to move traffic through the area;
- The context of the town as a whole;
- Bus services delayed by traffic congestion; and
- Facilities for pedestrians and cyclists are in need of improvement.

- 3.23 In terms of market demand in the Elstree Way Corridor the key features to note are that while land values for office development would be high there is no possibility of speculative development at least within the next three

years. By contrast, the residential market is buoyant and would allow the redevelopment of the scheme to progress in the short term. There is also a strong demand for hotel and associated restaurant use within Borehamwood. Finally, in relation to public service uses it should be noted that their relocation to existing uses would not only reduce land take-up but would also provide cost savings compared to new build.



Figure 3.1 Understanding the Corridor

# ELSTREE WAY CORRIDOR

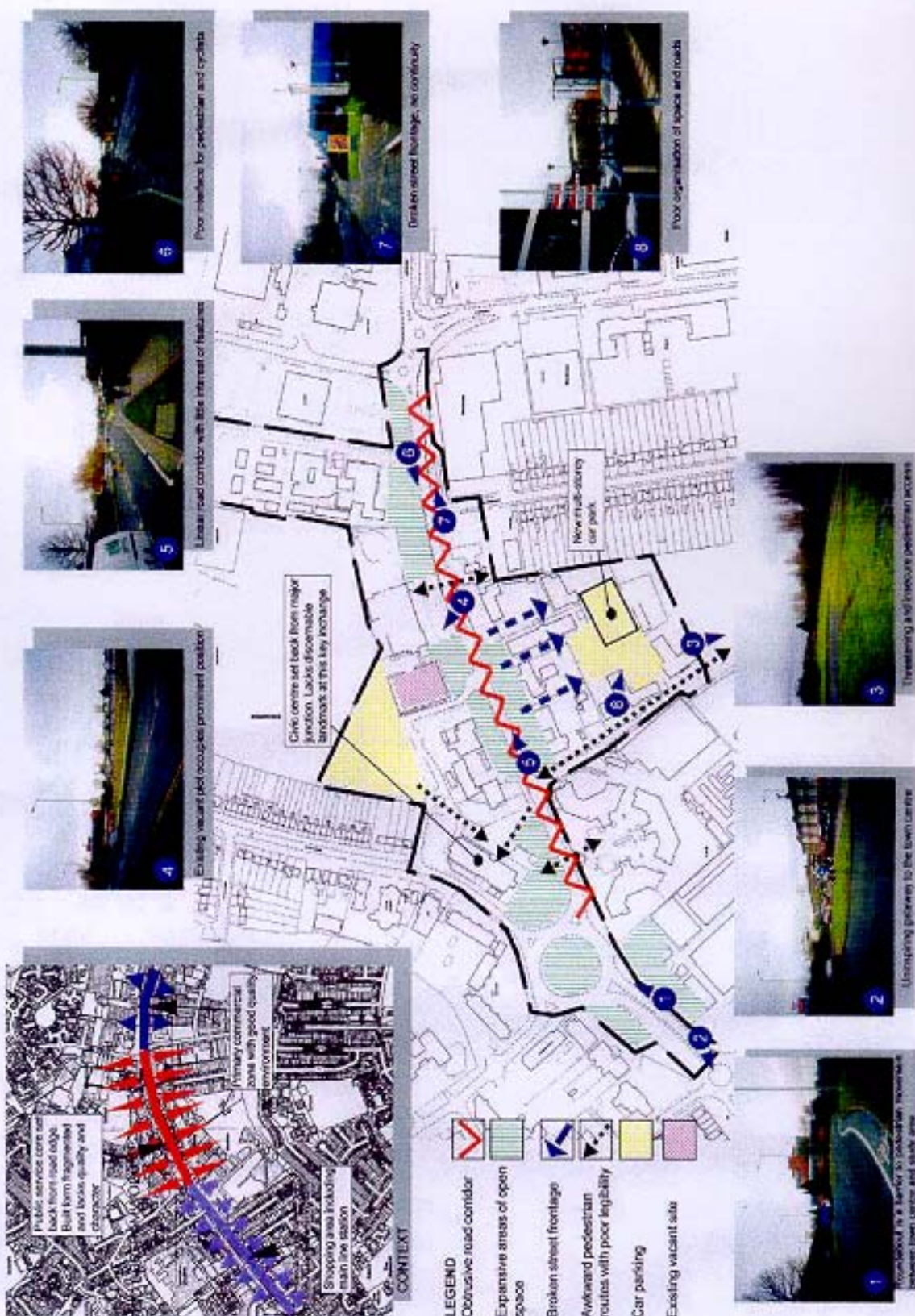




Figure 3.2 Public Realm and Built Form



ELSTREE WAY CORRIDOR



Figure 3.3 Key Character Areas

# ELSTREE WAY CORRIDOR

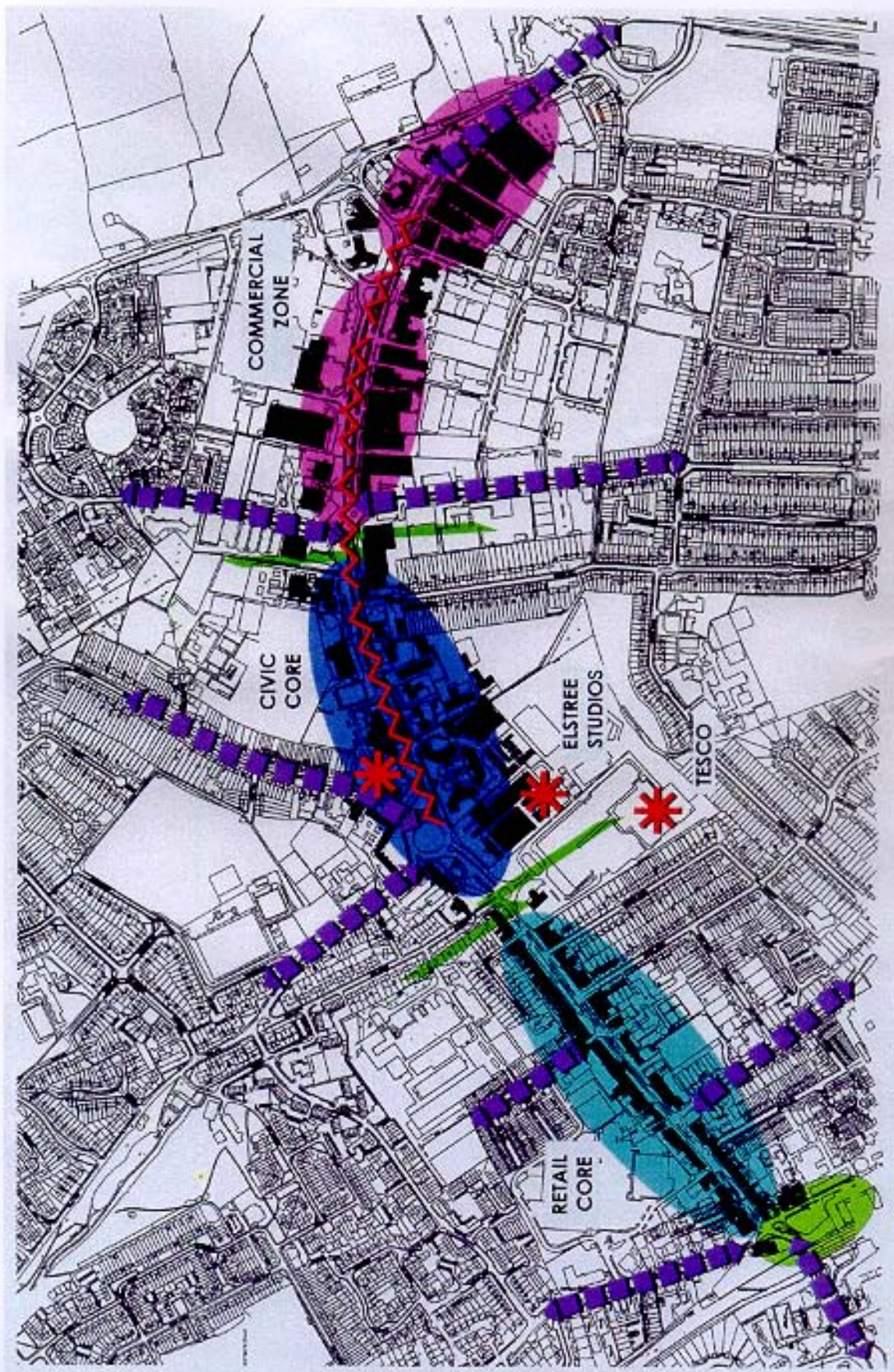
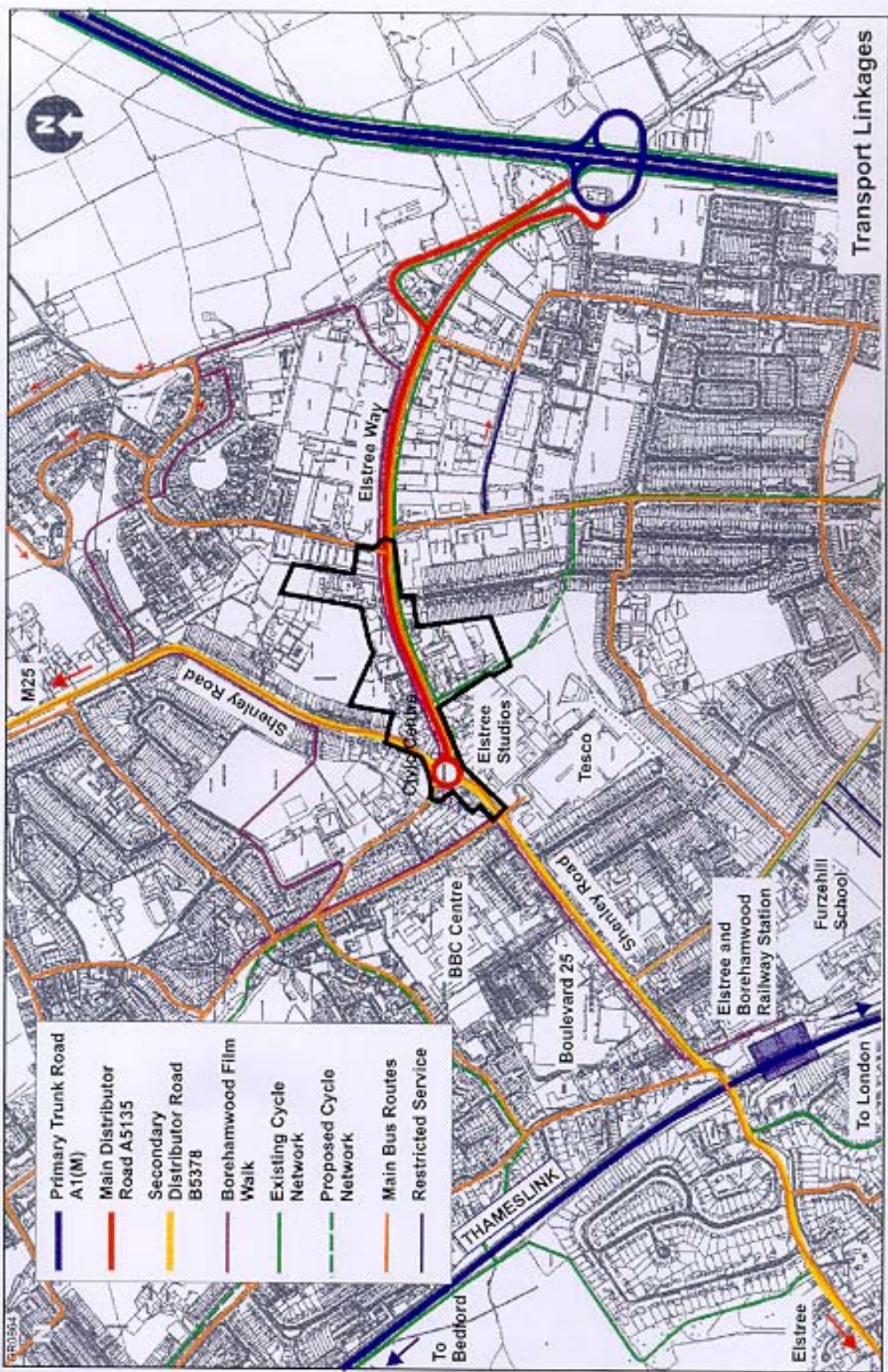




Figure 3.4 Transport Linkages

ELSTREE WAY CORRIDOR





## 4. VISION AND DEVELOPMENT OPTIONS

### VISION

4.1 This section of the Brief sets out an overall Vision for the Elstree Way Corridor. The Vision clearly reflects the objectives outlined in paragraph 1.8 above as follows:

- Make better use of under utilised town centre sites and improve asset management;
- Improve community facilities and attract additional commercial investment;
- Improve the transport linkages between Elstree Way and the town centre shopping area;
- Improve accessibility for pedestrians, cyclists and users of public transport;
- Enhance the appearance of the Corridor and contribute to improved urban design; and
- Increase the potential to improve and co-ordinate the delivery of several public sector services.

4.2 The Vision has been devised following a review of the policy context within which proposals must be assessed, on-site analysis which has helped to determine the character of the area, reviewing market demand to help establish a realistic range of uses for the Corridor, and by drawing upon the findings of consultation with stakeholders. It has also taken account of the wider needs of the town particularly with the issues surrounding the school sites Planning Brief. This Vision provides the framework within which various Development Options (set out further below) can sit.

4.3 The Vision provides for the Corridor to be redeveloped in a co-ordinated manner which will sustain improved community facilities alongside appropriate commercial

development to support the overall regeneration of Borehamwood and the physical enhancement of the Corridor. It establishes a mix of uses arranged in a number of buildings which will be developed to a high standard of quality and distinctiveness in order to attract business investment to Borehamwood. It re-establishes and improves linkages and connections between the Corridor and the town centre to create a safe, attractive and vibrant environment which will attract visitors and encourage people to live and work in Borehamwood. This approach will provide the basis of a vibrant, sustainable and safe environment; an environment supporting a mix of uses which can respond to economic trends rather than being dependent upon one use to sustain it.

### Civic Heart

4.4 The Vision for the Corridor is to create a new and lively civic heart to Borehamwood, which sits centrally within the town between the retail centre to the west and the commercial zone to the east. Within this Vision, the Civic Offices could be expected to provide the focus for a range of public services in addition to the Borough Council Offices. As such the Civic Offices would play a more prominent role in defining the character of the town centre. Public services (which will include meeting spaces for the local community) would be accommodated within the extended Civic Offices and be grouped around a 'courtyard'. Commercial and residential uses would be grouped around courtyards to the south of Elstree Way. A new pedestrian spine route would cross through both courtyards and across Elstree Way. Some new residential properties and limited retail facilities in and around these courtyards would help to bring increased activity to the area and enable better integration with the adjoining town centre and residential areas.

4.5 Borehamwood's unique character stems from being the home to the Elstree Film Studios



and Elstree BBC TV Studios. Together they have an international reputation and play a key role in the history, economy and vitality of the area. Having been saved by the efforts of Hertsmere Borough Council and local people, the Film Studios now provide a focal point for the town and act as an important employer. Promoting the role of Elstree Studios is identified in the Hertsmere Local Plan; the Elstree Way Corridor could provide the opportunity for this to take place and establish a unique selling point for the Corridor.

- 4.6 Although the focus for the overall Vision is on providing better, more accessible community facilities within Borehamwood, the Vision includes some mixed-use elements which will help provide essential financial resources to support provision of high quality, thriving community facilities, whilst care needs to be taken to ensure that the viability of existing town centre uses is not compromised.

### Transportation

- 4.7 In terms of access and transportation, the Vision provides an opportunity to reorganise the existing highway layout to facilitate pedestrian and cycle movements, improve public transport, release land for development and provide a more attractive environment.
- 4.8 Converting the roundabout outside the Civic Offices to a signalised junction would improve the ability to manage traffic, improve accessibility and safety for cyclists and pedestrians (particularly if signalised crossings are provided) and potentially relieve land for development or landscaping. This approach (of signalisation) could also be taken for the Studio Way and Manor Way roundabouts. Detailed traffic surveys and capacity assessments would be required to determine appropriate layouts for the new signal junctions and identify their traffic impacts, notably in terms of the affect of removing the ability to u-turn at the junctions.

- 4.9 As part of any modification to the highway network, the potential for the introduction of bus priority measures should be investigated. At this stage it is envisaged that bus lanes could be introduced on the approaches to the Shenley Road, Studio Way and Manor Way roundabouts although these measures are viewed as being more effective if combined with the signalisation of the junctions as described above. The bus lanes would improve bus journey times and reliability but would involve land take. The extent of the land requirement would require further detailed study at this stage but it is envisaged that a 4m wide strip of land potentially 100m in length on each approach would be required. This could potentially be accommodated within the urban design framework. Other bus priority measures to be considered would include selective vehicle detection (for buses) at the signals which would also reduce delays to buses.

- 4.10 Removing the access roads that run parallel to Elstree Way would facilitate pedestrian and cyclist movements, release land for development and create additional space for landscaping to enhance the appearance of the Corridor. To link with the proposed urban design framework and complement the potential pedestrian linkages, three new crossings could be provided on Elstree Way between Shenley and Studio Way roundabouts. At least one of these should be a Toucan or Pelican crossing. The other two crossings could either be signalised or pedestrian refuges. Further study of the existing and potential future pedestrian flows would inform the location and design of these crossings.

- 4.11 Existing surface level parking could be accommodated in multi-storey facilities to release land for development. The objective here would be to maintain or reduce (not increase) the overall parking supply.

- 4.12 There are real opportunities to encourage more people, particularly employees in the



Corridor, to make better use of public transport to ease the problem of traffic, congestion and parking. This could be achieved through:

- Encouraging major employers in the area to produce company travel plans in a co-ordinated manner and in line with government advice;
  - Improvements in the quality of pedestrian, cyclist and bus links between the station and Corridor;
  - New be-spoke bus services for major employers perhaps as part of travel plans and selective vehicle detection at new signalised junctions;
  - Bus priority measures such as bus lanes along Elstree Way; and
  - Improvements in the quality of bus passenger waiting facilities in terms of comfort and creating a safe environment by providing seating, lighting and shelters as well as the location name, direction of travel, timetable of service and a route journey maps;
- 4.13 The access and movements of pedestrians and cyclists could be facilitated through measures such as:
- Improvements to off-highway links across and through and on the approach to the Study Area;
  - Introduction of pedestrian refuges and headway treatments at the junctions where side roads join the corridor to highlight pedestrian priority areas;
  - Introduction of Toucans, pelican crossings and advanced stop lines for cyclists at traffic signals;
  - Closure of the subway outside Oaklands College and replacement with an at-grade toucan crossing, or provision of a wider subway to create a more open environment for a shared pedestrian / cycle route.

- 4.14 Raising the profile of pedestrians and cyclists forms an important part of the overall Vision for the Corridor in order to encourage potential motorists away from their cars for shorter journeys and to assist in improving the environment.

### DEVELOPMENT OPTIONS

- 4.15 Within the overall Vision which promotes a new Civic Core for Borehamwood, there are many issues relating to development form and land use which will need to be addressed as the Vision is developed in detail. There also needs to be an element of flexibility within the Vision in order to respond to changing needs while maintaining the overall framework set by the Brief.
- 4.16 A number of possible Development Options, presenting various approaches to redeveloping the Corridor, are set out in Tables 4.1 and 4.2. It is important to maintain some flexibility in the choice of Options, as the precise selection of Options will to some extent be determined by the phasing of development, sources of funding and market demand. The Options should therefore be seen as a mix and match menu of possible uses.
- 4.17 The second column of both tables identify the main benefit of each Development Option, in comparison with the existing situation.
- 4.18 Figure 4.1 shows a conceptual urban framework relating to the Vision for the Elstree Way Corridor. This provides an approach to the development of the area incorporating one possible mix of uses which would meet the overall objectives for the Corridor as set out in paragraphs 1.8 and 4.1. It also addresses the key policy objectives identified in Chapter 2 of the Brief and the aspirations of the community for the site which are summarised in Appendix A. In the context of the Vision and Development Options this indicative layout has a number of benefits:



- It promotes a higher density development than the existing urban form and therefore meets urban renaissance and sustainability objectives;
  - It promotes a mixed use development in a town centre location to encourage vitality and diversity;
  - It promotes the use of public transport and moves the transportation balance towards pedestrians and cyclists;
  - It provides for the Elstree Way Corridor to be integrated more fully with the existing urban fabric of the town particularly Maxwell Hillside Park and Shenley Road;
  - It provides an improved gateway to the town centre, strengthening the visual corridor between the War Memorial and Elstree Film Studios;
  - It promotes the role of the Elstree Film Studios;
  - It provides for improved health, educational, cultural and other facilities; and
  - If development is in line with the design framework highlighted in section 5 it would form a high quality urban development.
- Create a new and lively civic heart to Borehamwood with the Civic Offices providing the focus for a range of public services;
  - Group public services around a new courtyard to the north of Elstree Way, with commercial and residential uses grouped around a courtyard to the south, both courtyards connected by a new pedestrian spine route across Elstree Way;
  - Provision of some new residential properties and limited retail facilities to increase activity in the area;
  - Promote the film and TV studios as a unique selling point for the Corridor; and
  - Reorganise the existing highway layout to facilitate pedestrian and cycle movements, release land for development and provide a more attractive environment. This includes converting the roundabout outside the Civic Offices to a signalised junction.

#### **SUMMARY OF VISION AND DEVELOPMENT OPTIONS**

4.19 Chapter 4 sets out an overall Vision for the Elstree Way Corridor to sustain improved community facilities alongside appropriate commercial development. The main elements of the Vision are set out below:

- Promote a mix of uses developed to high standards of design and distinctiveness to attract business investment;
- Re-establish and improve linkages and connections between the Corridor and the town centre;

4.20 Within the overall Vision there are many issues relating to development form and land use which will need to be addressed as the Vision is developed in detail. There also needs to be a degree of flexibility within the Vision in order to respond to changing needs while maintaining the overall framework set by the Brief.

4.21 A number of possible Development Options, representing various approaches to redeveloping the Corridor have been set out. The precise selection of Options will be determined by the phasing of development, sources of funding and market demand. The developments are not mutually exclusive and the final form of development could be expected to include a range of these potential uses.

4.22 Figure 4.1 shows a conceptual urban framework for the Vision incorporating one possible mix of uses which could meet the overall objectives for the Corridor.



Table 4.1 - Community Facilities

Development Option	Community Benefits
<p><i>Civic Offices</i></p> <ul style="list-style-type: none"> <li>■ Combine Civic Offices / Police Station</li> <li>■ Extend Civic Offices and combine with Library / Job Centre / Museum</li> <li>■ Relocate Civic Offices to new build Landmark Building north of Elstree Way, use existing offices for public or private sector office space</li> </ul>	<p>Improve accessibility to community services by locating together</p> <p>Create focus for civic heart of Borehamwood within one building; Benefits of combining library resources with the identification of job opportunities</p> <p>Opportunity to dramatically change perceptions of Elstree Way, set standard for design quality</p>
<p><i>Library / Museum</i></p> <ul style="list-style-type: none"> <li>■ Create a museum combining local history and heritage with Film Studios history / Elstree Studio Visitor Attraction</li> <li>■ Locate library and museum within Civic Offices building</li> <li>■ Locate within an 'Ideas Store' including extra meeting spaces for community organisations, evening classes</li> </ul>	<p>Strengthens the identity of Borehamwood and promotes the film studios as an integral part of this identity</p> <p>Helps to 'open up' Civic Offices to local community, attracts visitors and provides focus for local information</p> <p>Creates new focus for community activity and promotes learning and further education</p>
<p><i>Health Clinic / Family Centre / Young Persons Resource Centre</i></p> <ul style="list-style-type: none"> <li>■ Relocation to Furzehill site, combined in existing building or new build</li> <li>■ Relocate to new building north side of Elstree Way</li> </ul>	<p>Provides health services and related support for whole community including young people; Closer to Shenley Road and train station</p> <p>Locates close to other public services which could add to vitality of Elstree Way and potentially be more convenient for users</p>
<p><i>Police Station</i></p> <ul style="list-style-type: none"> <li>■ Potential to provide small, visible police office in Civic Offices, with other office space and patrol cars relocated to outskirts of town</li> <li>■ In shopfront in high street, with other office space and patrol cars relocated to outskirts of town</li> </ul>	<p>Adds to sense of civic heart by combining with Civic Offices; Allows patrol cars better access to area being served; Releases Police Station site in Elstree Way</p> <p>Locates Police in highly visible and accessible location for local residents; Allows patrol cars better access to customers; Releases Police Station site in Elstree Way</p>



Table 4.1 - Community Facilities (contid)

Development Option	Community Benefits
<p><b>Fire Station</b></p> <ul style="list-style-type: none"> <li>■ Relocate to new, modern facility on north side of Elstree Way</li> </ul>	<p>Provides direct access to the main road; Accommodated within a more suitable building more fit for purpose</p>
<p><b>Ridgehill Housing Association</b></p> <ul style="list-style-type: none"> <li>■ Relocate to building north side of Elstree Way, potential to locate within Civic Offices</li> <li>■ Retain in situ</li> </ul>	<p>Locates close to other public services which could add to vitality of Elstree Way and potentially be more convenient for users</p> <p>Maintain existing provision</p>
<p><b>Maxwell Park Centre</b></p> <ul style="list-style-type: none"> <li>■ Re-provide community hall and associated facilities within Ideas Store, north side of Elstree Way and redevelop existing site for commercial uses</li> <li>■ Improve access to open space to rear of Centre, and undertake landscaping, lighting and footway improvements</li> <li>■ Retain in situ</li> </ul>	<p>Provide improved facilities within civic heart of Borehamwood; Easy to promote facility in central location; Reduces isolation</p> <p>Provide safer and more attractive open space resource at the heart of the town</p> <p>Maintains existing provision</p>
<p><b>Job Centre</b></p> <ul style="list-style-type: none"> <li>■ Located within Ideas Store along with library / museum / education facility and community meeting spaces</li> </ul>	<p>Emphasises link between education and training, with easy access to reference material and IT facilities in library</p>
<p><b>Oaklands College</b></p> <ul style="list-style-type: none"> <li>■ Relocation to Furzehill site</li> <li>■ Co-location with the Job Centre to provide vocational training opportunities</li> </ul>	<p>Provides location closer to the railway station and town centre</p> <p>Emphasises a link between education and employment; Consistent with objectives of community capacity building; Would release existing site as a large development site</p>
<p><b>Recycling Centre</b></p> <ul style="list-style-type: none"> <li>■ Create new space for developing recycling initiatives such as Furniture Recycling project</li> </ul>	<p>Provides employment / training opportunities for local people; Supports environmental / sustainability objectives of the Council</p>



Table 4.1 - Community Facilities (contid)

Development Option	Community Benefits
<p><b><i>Meeting Spaces for Community Projects</i></b></p> <ul style="list-style-type: none"> <li>■ Within Health/Family centre on Furzehill, additional rooms for relevant local organisations</li> <li>■ Within Ideas Store (Library / Museum space)</li> <li>■ Within extended Civic Offices</li> </ul>	<p>Locates close to other public services making it potentially more convenient for users; Consistent with objectives of community capacity building</p> <p>Provide accommodation for organisations that currently have no home within an educational environment; Encourages people to be involved with their community</p> <p>Provides integration with Council services</p>



Table 4.2 - Commercial Opportunities

Development Option	Community Benefits
<p><i>Hotel</i></p> <ul style="list-style-type: none"> <li>■ Hotel on north side of Elstree Way on or close to vacant site</li> <li>■ Hotel on south side of Elstree Way</li> </ul>	<p>Sale of vacant site releases development value for wider community uses</p>
<p><i>Residential</i></p> <ul style="list-style-type: none"> <li>■ Well designed, higher density residential accommodation on north and south sides of Elstree Way</li> </ul>	<p>Supports commercial character on south side of Elstree Way leaving the north side for civic focus</p> <p>Contributes to mixed-use development objectives in a sustainable way; Provides an element of affordable housing; Lifetime Homes for local people</p>
<p><i>Offices</i></p> <ul style="list-style-type: none"> <li>■ South of Elstree Way</li> <li>■ North of Elstree Way</li> </ul>	<p>Appropriate town centre use; Part of mixed use development which will help to fund wider community benefits</p> <p>Appropriate town centre use; Part of mixed use development which will help to fund wider community benefits</p>
<p><i>Retail / Restaurant</i></p> <ul style="list-style-type: none"> <li>■ Small scale specialist retail/restaurant use at street level on north and south sides of Elstree Way</li> </ul>	<p>Contributes to mixed use development options. Provides visible activity and contributes to vitality. Could increase activity in the area outside normal working hours</p>
<p><i>Studio Use</i></p> <ul style="list-style-type: none"> <li>■ Historical display / visitor attraction associated with Elstree Studios as unique element of Elstree Way Corridor development.</li> </ul>	<p>Contributes to mixed use development, acts as magnet for development and could increase activity in the area outside normal working hours</p>



Figure 4.1  
Conceptual Urban Framework





## 5. DESIGN FRAMEWORK

### URBAN DESIGN PRINCIPLES

5.1 This chapter introduces the design principles which should underpin the Vision for the area whichever Development Options are taken forward. These principles help to inform the urban design framework which is set out below and which will shape future development within the Elstree Way Corridor.

5.2 The aim of the urban design framework is to ensure that this unique development opportunity promotes high standards of urban design and capitalises on the diverse array of best practice from elsewhere which has been realised over the past decade.

5.3 The framework draws on current government planning and design guidance which places a strong emphasis on design and quality of urban regeneration and development projects and includes the following:

- Urban Task Force - Towards an Urban Renaissance;
- The Urban White Paper (Our Towns and Cities: The Future);
- Planning Policy Guidance 1: General Policy and Principles;
- DETR/CABE - By Design; and
- Urban Design Compendium.

5.4 The key objectives of the urban design framework are as follows:

- To develop a recognisable character for Elstree Way that promotes a consistent and complimentary pattern of development, architectural style and use;
- To promote continuity of street frontage and enclosure which clearly defines public and private spaces;

- To establish a network or hierarchy of routes and spaces that improves accessibility for all members of the community and connects the proposed development to the main retail, commercial and residential areas of Borehamwood;

- To create a high quality public realm which compliments surrounding development, reinforces the character of Elstree Way and encourages increased use of public spaces for community and recreational activities;

- To achieve legibility through development that provides recognisable routes, intersections and landmarks to help people travel in and through the new development. Clear unambiguous signage and information for all proposed community and commercial activities within the study area and established facilities within Borehamwood;

- To establish a framework which promotes diversity and choice through a mix of compatible development that work together to create a viable place that responds to all local needs;

- To create a safe and secure environment for all.

### URBAN DESIGN FRAMEWORK

#### Quality of Design

5.5 In line with government guidance which places a strong emphasis on design, Hertsmere Borough Council seeks to maintain and, where possible, improve the quality of design and encourage secure and accessible environments. To ensure high quality design is achieved, all future development will have to clearly illustrate and promote:

- High quality design for both the building and surrounding public realm;
- A contribution to the regeneration of Borehamwood;



- The promotion of economic, social and environmental sustainability; and
- The adoption of the principles of 'Designing Out Crime, Designing in Community Safety'.

### Urban Grain

- 5.6 The urban design framework should ensure that the design of the buildings supports connections with the existing town centre and removes the edge of town character of the Corridor. Examples of good urban form are provided in Figures 5.1a and b.
- 5.7 The pattern of development should create a continuous frontage reinforcing the street alignment and broken only by key routes and spaces. The arrangement of buildings will provide a greater intensity and move away from isolated developments that occupy middle of sites and have little regard to the surrounding built environment.
- 5.8 Consideration should be given to the scale, massing and height of development to ensure that buildings respect the existing environment and do not dominate public spaces or the human scale. Development should generally be medium rise between three and five storeys, retaining a sense of human scale and the ability to accommodate a range of uses.
- 5.9 High quality landmark structures can create an instantly recognisable image for Borehamwood, help people orientate themselves and act as reference points emphasising key activities, including civic facilities or a transport interchange. Landmark structures have traditionally been associated with tall buildings, however structures which evoke architectural merit can achieve similar results.
- 5.10 The Corridor has a number of potential locations for landmark buildings/structures, to reinforce the distinctiveness of the proposed development and serve as a

## Chapter 5 - Design Framework

gateway to Borehamwood Town Centre. These include terminating vistas east along Shenley Road and west from Elstree Way towards the town centre. The new pedestrian spine linking the new courtyards on either side of Elstree Way could also provide an opportunity for a landmark structure at its northern end.

### Public Realm Design

- 5.11 The detailed design of the public realm and the inter-relationship between buildings is the ultimate factor in establishing the identity and quality of a development. Examples of public realm design are provided in Figures 5.2a and b. The quality of detailing can:
- Create a distinct character;
  - Attract inward investment and encourage existing businesses to stay and expand;
  - Encourage all stakeholders to commit to the maintenance of high standards in the built environment;
  - Allow access for all; and
  - Provide a variety of spaces and experiences that stimulate and encourage people to meet, talk and travel through the area on foot.
- 5.12 Within the Corridor the separation of the public realm from private space should be clearly defined with public areas overlooked by dwellings or other active frontages.
- 5.13 Paving is a key element within the public realm and has the potential to provide a linking theme. Consequently the use of different types of paving materials should be limited to ensure an holistic approach. A higher quality material such as natural stone could be provided within the central courtyards rather than in other areas in order to highlight the significance of this area, and the possibility of introducing public art should also be considered. A theme which could be



explored through public art is the importance of the Film Studios to the town. An artist's impressions of the potential future public realm design in the Elstree Way Corridor are set out in Figure 5.5 .

### Street Furniture, Signage and Lighting

- 5.14 Examples of street furniture styles are given in Figures 5.3a and b. The style of street furniture should be limited to two different styles. The first involves adopting a simple set of core street furniture which would relate well to the surrounding area and help to create a seamless design approach. The use of simple robust design styles should allow cost effective maintenance while creating a unifying appearance. In the higher profile central courtyards, a more contemporary approach to street furniture could be adopted to reflect the higher levels of street activity and the focal point of the development.
- 5.15 Lighting of highways should reflect the existing standards of the Council. Within the central courtyards and areas of main activity lighting should be contemporary in style and reflect the high profile street furniture, presenting an opportunity to enliven the public space.
- 5.16 Signing will be important in encouraging linkages from the new development to adjoining residential and commercial areas. However, good urban design which creates legibility and permeability should ensure that signing is kept to a minimum.

### Architectural Design

- 5.17 All development should strive to achieve the highest standards of design appropriate for the location and use. In order to achieve the required design quality and to ensure that each building makes a positive contribution to the public realm the following key design principles should be adopted.

- 5.18 The entrance to every building is an important element of any development and reflects the scale of the building while adding interest and activity to the streetscape. Clearly identifiable entrances contribute to the legibility of the place. Entrances should be on the ground floor and in the case of mixed use developments each use should have a separate entrance to avoid any possible conflict between private and public uses.
- 5.19 Building facades should also contribute to the streetscene, lively interior activity can provide a source of interest which can spill out onto the street; the more active uses such as canteens and office receptions should be orientated towards outdoor spaces. A view into a building provides interest to passers by, while improving safety through increased surveillance and improved visibility.
- 5.20 Corner sites provide a visually prominent feature emphasising an interchange or terminating a vista. Well designed corners enhance legibility by creating visual interest and should incorporate prominent entrances or features at the apex to highlight their importance.

### Adaptability - Building to Last

- 5.21 To ensure that development can contribute to the long term future of Borehamwood it is essential that a high degree of flexibility is designed into each of the proposed buildings allowing adaptation in response to changing economic environment and lifestyles.
- 5.22 Simple, robust building forms, not tightly designed to a particular use, allow for the greatest variety of possible future uses. Floor to ceiling heights and building depths are important when considering future uses, expansion and changing needs for access.
- 5.23 Flexible design can allow for different types of access at different times of the day, week and year to enable different uses and varying levels of pedestrian activity. Public spaces



should also have the ability to accommodate a multitude of uses including events, festivals and open air markets.

- 5.24 The layout of infrastructure serving the development (including water, sewerage, drainage, gas, electricity, telecom, roads, footpaths, cycleways, car parks and public transport routes) should take account of possible future expansion. Development should reduce the demands on energy consumption and keep construction costs to an achievable economic level by using sustainable construction materials.

### Related Development Sites

- 5.25 Overall, it would be desirable to consider the Elstree Way Corridor sites in association with, and linked to, other development opportunities in the town so that the opportunities for providing improved facilities which will support the overall regeneration strategy for Borehamwood are exploited wherever possible.

### DEVELOPMENT STANDARDS

- 5.26 The following development standards set down the general development requirements which should be addressed in the design of proposals for the Elstree Way Corridor. As prospective developers prepare proposals for the Corridor they should take account of these requirements.

#### Car Parking

- 5.27 Car parking requirements need to be carefully assessed if sustainable development is to be achieved and modes of travel other than the private car are to be promoted. Requirements for new developments should be assessed in relation to the Council's current car parking standards. However, these still indicate minimum levels of provision which is contrary to PPG13 which advocates maximum standards to reduce reliance on the private car and promote sustainable modes of travel.

Some shift in local policy may be evident as Policy M13 of the local plan indicates the actual quantity of parking within new development will be determined having regard to the proposed mix of uses, the location and the availability of, or potential for access by, modes of transport other than the private car. If the Vision presented in this Planning and Design Brief is to be achieved, measures to suppress travel by private car such as the application of maximum parking standards will be required to assist in encouraging use of alternative modes of travel, achieve sustainable development and improve the environment of the Corridor both visually and through the reduced environmental impacts of traffic. The shared use of parking should be considered at design stage, particularly as part of major office and leisure developments, and Travel Plans should address the issue of parking demand generated by any new development. The Council will no doubt require developers to enter into a planning obligation to contribute to improvements in non-car transport facilities and services.

#### Highway Standards

- 5.28 Development proposals will be assessed to determine their anticipated effect on the highway network and other transport systems. Development should also provide access arrangements which are safe and meet appropriate design standards. Reference should be made to the County Council's 'Roads in Hertfordshire - A design Guide' and Policy M12 of the Local Plan. Due regard must be given to the needs of pedestrians and cyclists and Policy M6 should be adhered to in terms of making provision for safe access for cyclists, additions to the cycle network and providing secure cycle parking. A Transport Assessment would normally may be required in respect of any proposals that are viewed as having a material impact on transport patterns or highway safety in the locality.



## Residential Development Standards

- 5.29 Policy H8 of the Local Plan requires the design and layout of development to be of a high standard which complements the character of existing development.
- 5.30 In accordance with Policy H15 of the Local Plan a proportion of all dwellings should be constructed to Lifetime Homes Standards. The Joseph Rowntree Foundation's report 'Foundations - Building Lifetime Homes' describes the design standards to ensure that a new home will be flexible, adaptable and accessible. At least 5% of all dwellings developed in the Corridor should be capable of meeting the standards. This proportion is lower than for other sites in the town and reflects the fact that the dwellings are likely to be provided in the form of flats as part of a high density mixed use development.
- 5.31 Given the "edge of town centre" character of the Elstree Way Corridor, high density housing that is designed to accommodate 50 or more dwellings per hectare is considered appropriate in this location, in accordance with advice in Planning Policy Guidance Note 3. However, it is important to maintain some flexibility in relation to residential densities to ensure that a designed and not density-led approach is adopted. The Urban Design Compendium indicates that well designed dwellings of a higher density can increase the vitality of an area, and also provide a critical mass of people to help support an enhanced public transport system and improved community facilities. Dwellings may be accommodated in four or five storey buildings containing a mix of uses, as these provide a high degree of flexibility.
- 5.32 Policy H7 of the Local Plan encourages a range of housing in terms of size, type, density and tenure. It is expected that such housing will take the form of one and two bedroom flats (predominantly two bedroom) in locations close to public services or commercial uses as part of a mixed-use development scheme,

whereas three storey town houses may be suitable in less prominent locations in the Corridor. To avoid single housing tenure, of whatever kind, designs should offer a choice of tenure options in a way which does not distinguish tenure by grouping or housing type.

- 5.33 In accordance with Policy H16 of the Local Plan and Circular 6/98, the area covered by this Brief is considered suitable for the negotiation of an element of affordable housing. In terms of tenure, 25% of all dwellings should be provided to help meet local affordable housing needs.

## Safety and Security

- 5.34 Policy D21 of the Local Plan requires development proposals to plan for the creation of safe and accessible environments. The planning authority liaises with the Hertfordshire Constabulary, who have produced a guidance document entitled 'Designing Out Crime, Designing in Community Safety', to ensure that care is taken at an early design stage to create areas that are safe and feel safe. The main objective is to include appropriate design features in environmental and building design to deter criminal and anti-social behaviour, encourage an effective level of natural supervision, control and ownership. Copies of this guidance document can be obtained from the Architectural Liaison Officer at Hertfordshire Constabulary Headquarters.

## Social and Economic Provision

- 5.35 In order to meet sustainability objectives the following elements should be adopted for social and economic provision:
- Community facilities should be located so that they are easily accessible to all local residents;
  - Meeting rooms and community facilities should be flexible in terms of their potential to accommodate different uses;



- Maxwell Park should become an accessible park with attractive soft landscape structure planting;
- Local training and on-site training should be encouraged;
- Site layouts should encourage good visual surveillance; and
- Access to housing for all social groups should be promoted.

### Refuse Standards

5.36 Policy H8 of the Local Plan requires all proposals for residential development to make provision for access by refuse vehicles and for the storage and collection of refuse and recyclable materials. Hertsmere has adopted Supplementary Planning Guidance on this matter. In line with Government guidance on the management and recycling of household waste, development should make provision for recycling facilities on or near the site.

### Re-Use and Recycling in Construction

5.37 Construction and demolition waste accounts for over one fifth of the nation's controlled waste. The County Council has adopted targets to reduce the volume of construction and demolition waste requiring disposal and Hertsmere supports this initiative. Therefore, in accordance with Policy D7 of the Local Plan and Policies 7, 8, and 9 of the Waste Local Plan, the re-use of clean, excavated material as preparation for development, land restoration or landscaping will be encouraged in the construction of projects on the Elstree Way Corridor sites. The use of recycled aggregates and building products will also be encouraged and applicants should submit a written statement to demonstrate what steps will be taken to minimise disposal to landfill and the use of primary aggregates.

### Water Use and Energy Efficiency

5.38 Much can be done within a development to save water. Guidance on water conservation can be obtained from the publication 'Water Conservation in Business - A Briefing Guide for Construction Clients and Building Owners'. Alternatively, guidance can be obtained from the Environment Agency National Water Demand Management Centre or Thames Water. The transfer and use of energy is a major contributor to greenhouse gas emissions and pollution. Proposals which help to improve energy efficiency are an important strand of a sustainable development strategy and the Council, through Policy D15 of the Local Plan, seeks to encourage good practice through the design and orientation of buildings, site layout and landscaping to achieve energy conservation.

### Development Provisions

5.39 Proposed developments will be assessed, in consultation with other service providers, to ascertain whether or not any additional burden would be placed on existing services and facilities, such as education, health services and the libraries service. Developers will be required to provide facilities to meet the cost of any provision required which is fairly and reasonably related in scale and kind to the development proposed in accordance with Policy R2 of the Local Plan.

### Drainage

5.40 A drainage strategy should be prepared and full details of drainage measures to protect against flooding from surface run-off and ground water must be submitted. In the disposal of surface water, Thames Water requires the separation of foul and surface water sewerage on new developments. It will be the responsibility of the developer to make proper provision for surface water drainage to ground, water courses or surface water sewer. It must not be allowed to drain to the foul sewer as this is a major contributor to sewer



flooding. Approval for any proposed highway drainage must be secured from the Highways Authority.

5.41 The public sewerage undertaker for this area is Thames Water Utilities Limited. Waste water from the developments will be treated at Thames Water's Maple Lodge Sewage Treatment Works. Consent will be required for any connection to a public sewer, sewer adoption or any matter relating to the public sewerage system. As the sites are "brownfield" sites there may be operational sewers crossing the sites. A diversion could be required. In addition, an impact study of the sewerage system will be required to determine the effect on the capacity of the system. Developers will need to fund this study and any upgrades to the system that may be necessary.

Two large static trunk sewers run along the entire site. Any development may require the diversion of the sewers at the developers expense or will require build over approval.

### Tree Strategy and Planting

5.42 In order for public sewers to operate satisfactorily, trees and shrubs should not be planted over the route of the sewers.

Access to the sewerage infrastructure must not be impeded by street furniture.

### SUMMARY OF DESIGN FRAMEWORK

5.43 This Chapter has set out the key design principles which will underpin the Vision and choice of Development Options. The design framework is intended to establish high standards of design for the redevelopment of the Elstree Way Corridor taking account of current government planning and design guidance, incorporating best practice from other successful mixed use urban regeneration schemes and applying those lessons to the characteristics of the Corridor.

It provides general guidance and specific advice in relation to the following:

- Urban design principles - establishing the key objectives for the urban design framework;
- Quality of design - setting out the factors which new development must promote;
- Urban grain - establishing the scale massing and height for the new development by reference to adjoining areas;
- Public realm design - establishing identity and quality;
- Street furniture, signage and lighting - setting principles for high quality design and improving linkages and legibility; and
- Adaptability: building to last - encouraging flexibility and sustainability.

5.44 A series of development standards are also set out to establish the site design requirements for a number of different elements ranging from car parking and highways to housing and infrastructure.



Figure 5.1a Urban Form Examples



Privacy from street created by raising ground floor



Punctuating corners as landmarks adds to elevational treatment and aids site legibility



Natural surveillance created with windows in corner locations



Creating a narrow front garden gives a sense of privacy, while maintaining a tight urban form



Punctuation of street block corners aids legibility



Figure 5.1b Urban Form Examples





Figure 5.2a Public Realm Examples



Street tree planting should be well detailed



Street Furniture within the Civic Square and Shopping Street should be stainless steel and elegant in design



Street furniture in the wider residential areas shall be black and understated, allowing ease of maintenance.

Paving should be pre-cast concrete pavers throughout and the use of a high quality block paver or stone sett should be used in the Civic Square and Pedestrian Shopping street



Figure 5.2b Public Realm Examples





Figure 5.3a Street Furniture Examples





Figure 5.3b Street Furniture Examples

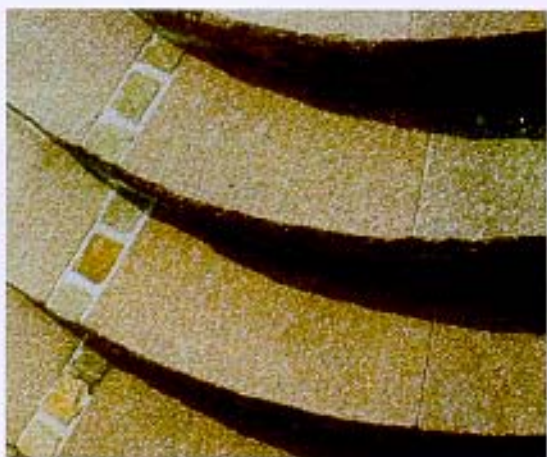




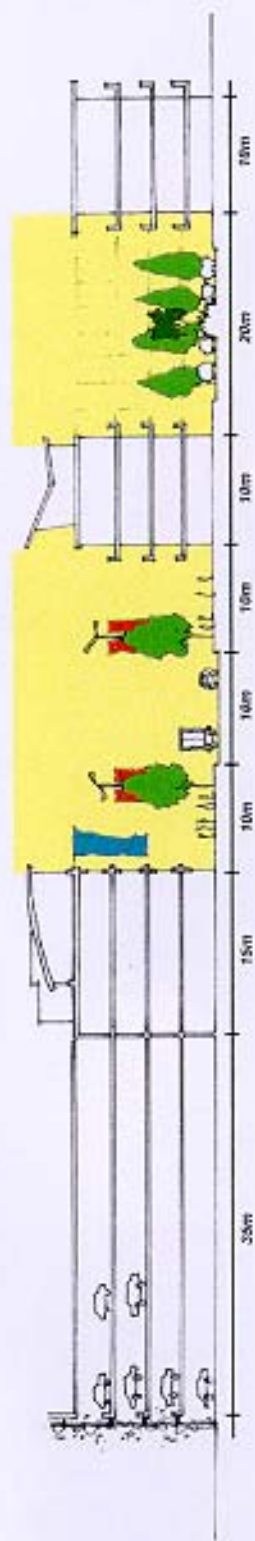
Figure 5.4 Illustrative Urban Form

ELSTREE WAY CORRIDOR

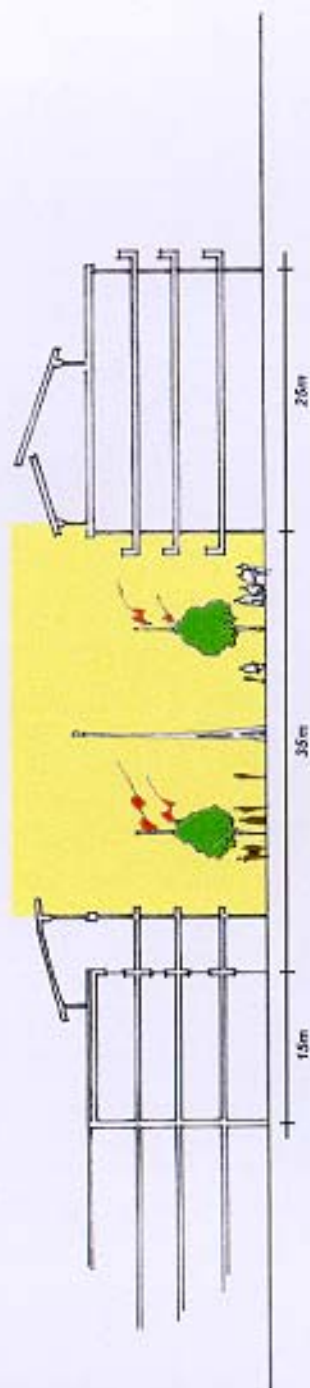




Figure 5.5 Illustrative Sections



Sections A



Sections B



**Figure 5.5 - Public Realm -  
Artists Impressions**



*View east along Elstree Way towards  
Civic Offices and the Venue*

*View north along pedestrian spine  
towards mixed use landmark  
development*



*View of Civic Square*



## 6. DELIVERY MECHANISMS AND PHASING

- 6.1 The Planning and Design Brief provides a framework for change in the Elstree Way Corridor to bring forward a phased redevelopment scheme which could link with other redevelopment proposals in Borehamwood, thereby bringing significant benefits to the town. It is recognised that redevelopment may take place over several years as sites become available and therefore a flexible approach is required in order to take account of changing circumstances.
- 6.2 Consequently, it is important that the Planning and Design Brief provides a delivery mechanism so that the redevelopment can be implemented in a phased but co-ordinated manner with input from both public sector agencies and the private sector.

### ALTERNATIVE APPROACHES TO IMPLEMENTATION

- 6.3 In order to bring about development of the Elstree Way Corridor in a phased and co-ordinated manner a number of different approaches can be identified.
- 6.4 In terms of the potential relocation of certain public services such as the library, job centre and fire and ambulance station, it will not be possible to sell these sites until full and vacant possession is provided. For this reason, and because these services require continuity of services during relocation, forward funding will be required from the private sector to allow for new premises to be prepared before the sites are vacated.
- 6.5 One possible mechanism for funding this relocation and new development is through a barter deal, as described below. In this arrangement a Council enters into a partnership agreement with a developer on the understanding that the developer will construct public sector buildings or facilities in return for the transfer of freehold ownership of certain sites or buildings for development.
- A clause may be incorporated into the contract which allows the Council to share in any 'super profit' after the developer has taken a priority return. The advantage of this mechanism is that the Council can have new buildings or facilities constructed without any capital expenditure on construction.
- 6.6 A similar deal could be organised for the redevelopment of the Elstree Way Corridor to achieve a co-ordinated and comprehensive redevelopment. This could be done by creating a single partnership consisting of the main stakeholders. The partnership would need to agree upon preferred relocation sites and specifications for each operation, and record these in a detailed specification along with the existing use values of the sites. This specification would need to be drawn up prior to discussion with potential development partners in order to establish the viability of proposals and interest levels of these parties.
- 6.7 Once the partnership is formed and the existing use values established, the return on any profits/overage accruing from the comprehensive redevelopment of the respective sites could be calculated. Any money paid by the development partner for the respective sites would be paid into a partnership account. Any profits accruing during the development period would be paid into a partnership fund and distributed to the respective members throughout the term of the partnership, on a percentage calculated on the original existing use values. This type of payment structure is in line with "best value" objectives and means that returns to the respective parties are going to be fairly distributed regardless of the future use value of each site (some sites may become landscaped areas while others may be allocated for high value office development).
- 6.8 An alternative way of dealing with the development is through an overall masterplan which establishes a concept design for the Corridor. Although the redevelopment has been formulated as a comprehensive package, particularly in the light of the linkages between the different public sector



agencies, its implementation could be taken forward as a number of discrete packages. It would be possible for each respective land owner to deal with the disposal of their site in a piecemeal fashion. However, this approach would be problematic as it would require close co-operation between key stakeholders to make facilities available within their existing buildings or landholdings to house services which could then release development land. The key to this approach would be a successful working relationship but it fails to address issues of funding and would not necessarily lead to a co-ordinated scheme.

- 6.9 A third approach to project implementation which has been investigated is to use a vehicle such as the Private Finance Initiative or Public Private Partnership. It would be possible in theory to establish an approach which provided for a private sector partner to undertake development in return for the provision of services over a typical 25 year period. However, given the wide range of services and their relationship to service provision elsewhere it would be difficult and therefore unlikely that a PFI or PPP scheme could be developed as a delivery mechanism for this type of development.
- 6.10 It is recommended that the *ēbarteri* deal which would lead to the establishment of an Elstree Way Corridor Partnership should be investigated in further detail as the preferred implementation mechanism.

### OTHER FUNDING SOURCES

- 6.11 In order to attract potential funding sources, a co-ordinated approach will be required which involves all key stakeholders and sectors including national agencies where these are appropriate together with the private sector and the local community. The involvement of the local community is vital as a means of demonstrating the legitimacy of the proposals. As a matter of principle the stakeholders should consider how the value created by the development in the Elstree Way Corridor can result in benefits for residents and people who work in

Borehamwood rather than elsewhere in the Borough or County. As well as contributing through S106 agreements which are tied to development proposals, the private sector may wish to support the improvement of the area on the basis of being a local employer who wishes to enhance the location of the area in which their business is based.

- 6.12 Lottery funds may also provide sources of finance through both the New Opportunities Fund and the Heritage Lottery Fund. In terms of the latter it should be noted that the Museums Service was awarded £61,300 in 2000/2001 from the Heritage Lottery Fund to support a film and heritage project in Elstree and Borehamwood. Linking the redevelopment of the Corridor with Elstree Studios and particularly the potential to develop visitor attractions in association with the studios, may provide additional funding for the area and help to create a clear identity for the area.
- 6.13 Finally, the contribution which is made through transport provision should also be acknowledged. Various elements are highlighted as part of the Vision in Chapter 4 of this Brief. It is expected that traditional sources of public funding (through the Local Transport Plan) for these will be limited with more potential for funding through developer contributions and green travel plans.

### PHASING

- 6.14 A key principle for the Elstree Way Corridor is that redevelopment is expected to take place over several years as sites become available. This requires a framework which is not only flexible in response to changing circumstances but which can allow for an appropriate and viable phasing of development. To ensure the successful evolution of a sustainable development, the phasing strategy has been designed to ensure that critical land uses and activities are provided early on in the development. These can then serve as a catalyst for the subsequent development of the remainder of the site.



6.15 The phasing plan is indicative at this stage but starts to demonstrate an approach to the comprehensive redevelopment of the area. It assumes four major phases of development:

- The initial phase (Phase One) would be centred around the vacant site on the north side of Elstree Way. As set out in the indicative urban form, the development of this site as a hotel and the redevelopment of the Health Centre, Library and Family Centre (assuming their relocation to either the Civic Offices or Furzehill) as a multi-storey car park would generate significant momentum for the development;
- In Phase Two the surface car park could be redeveloped as part of a mixed use scheme incorporating significant residential development in particular, as this market remains buoyant. Phase Two would also see the completion of new courtyards on the northern side of Elstree Way, an extension to the Civic Offices and further commercial development adjacent to the new car park;
- In Phase Three the redevelopment of the Fire and Ambulance Station could take place on the Oaklands College site alongside new residential development which would complete the northern site development; and
- Finally, Phase Four would see further commercial development on the southern sites.

#### **SUMMARY OF DELIVERY MECHANISMS AND PHASING**

Any redevelopment of the Elstree Way Corridor will need to be implemented in a phased and co-ordinated manner, while allowing for some flexibility. Three alternative approaches have been identified for bringing about redevelopment:

- A 'barter' deal in which the main stakeholders form a single partnership and then enter into a partnership arrangement with a developer. This would require a detailed specification to be drawn up outlining the requirements of each operation and existing use values of each site;

## **Chapter 6 - Delivery Mechanisms and Phasing**

- A masterplan to establish a concept design for the Corridor. This would allow site disposal to occur in a piecemeal fashion and may not result in the co-ordinated redevelopment of the area; and
- Making use of a Private Finance Initiative or Public Private Partnership, but this may be difficult to organise due to the wide range of services in the Corridor.

It is recommended that the 'barter' deal should be investigated in further detail as the preferred implementation mechanism.

It is important that key stakeholders and the local community are involved in proposals and that stakeholders consider how value created by redevelopment can benefit residents and people who work in the area.

Other funding sources include Lottery funds, particularly for community-based initiatives, while transport facilities are likely to be funded through developer contributions (green travel plans rather than the Local Transport Plan).

Four broad phases of development are put forward in this Chapter:

- Redevelopment of the vacant site and Health Centre, Library and Family Centre on the north side of Elstree Way and construction of a multi-storey car park;
- Redevelopment of the surface car park for a mixed use scheme including some residential elements, extension of the Civic Offices and further commercial development adjacent to the car park;
- Redevelopment of the Fire and Ambulance Station on the Oaklands College site alongside new residential development; and
- Provision of additional commercial development on the southern sites.



## 7. THE WAY FORWARD

### OVERVIEW

- 7.1 This Planning and Design Brief should be seen as the starting point for the redevelopment of the Elstree Way Corridor which in turn can deliver significant change for Borehamwood. The key public sector organisations with an interest in the area have co-operated in the commissioning of this Brief and together provide a strong basis for moving the project forward. It is important that this momentum is harnessed and developed in partnership with the private sector and the local community. With the emerging Community Strategy and creation of the Local Strategic Partnership, the context for the programme can be further developed and provide a focus for the regeneration of the Elstree Way Corridor over the next 10-15 years.
- 7.2 It is important that the public sector organisations should have confidence that the proposed delivery mechanism provides the most appropriate way to proceed with the redevelopment of the Elstree Way Corridor. On the basis of the information which is currently available and initial discussions with private sector development interests, the 'barter' deal is the right approach for the project. However, the commercial viability of this approach needs to be investigated further in order to secure private sector forward funding. This will only be forthcoming if investors can realistically see a financial return on their investment. In turn this is dependent on identifying the value of sites which are to be vacated and the cost of relocating those public services. The first stage of investigating commercial viability is to establish how much space the public sector services require, the specification to be met and the location of the replacement accommodation, in order that the cost can be more accurately assessed. The value of their existing sites can be established given details of the densities

allowed in respect of office or residential or mixed use development on the respective sites.

- 7.3 By working in partnership the public sector bodies have the potential to obtain financial returns from the overall redevelopment which will exceed the returns which would be achieved from the redevelopment of individual sites. It is therefore in the interests of the public sector bodies to work in partnership rather than individually, but a more formal agreement to work together needs to be established.

### NEXT STEPS

- 7.4 With its adoption as Supplementary Planning Guidance, this Brief will determine the planning and design framework for the Corridor.
- 7.5 It will then be necessary to move forward towards more detailed design, establishing costs and progressing the scheme in partnership with the private sector. The first element of this work must be to ascertain the precise requirements in terms of areas and specifications for all of the public agencies. This must take account of the possibility of some of the public uses being relocated to the Furzehill School site. A valuation of existing sites will also be necessary.
- 7.6 Having established the detailed requirements in terms of public sector uses it will be necessary to prepare detailed layouts which should take forward the Vision, Development Options and Design Framework and that have been established through this Brief. While it would still be necessary to include an element of flexibility within the plans, the preparation of site layout drawings will enable indicative costs for relocation, new build and refurbishment / alteration to be established together with existing use values for the respective sites.



- 7.7 At this stage the creation of an Elstree Way Corridor Partnership could be considered as a means of showing commitment and managing relations with prospective private sector developers. It would also allow for a single partnership / development agreement. Assuming that the development values are sufficient to finance the relocation of the public services then developers could be invited to submit proposals to facilitate the relocation and redevelopment of the Elstree Way Corridor.

### RECOMMENDATIONS

- 7.8 The following recommendations are made in relation to this Brief:
- The Brief should form a working protocol for the client group to advance the redevelopment of the Elstree Way Corridor on the basis of the 'barter' deal outlined in Chapter 6. Further investigation of the 'barter' deal should be undertaken as a priority;
  - The client group should consider a partnership arrangement for taking the project forward. The co-ordinated redevelopment of the Corridor can only be achieved through joint working and co-ordination within the client group. At an early stage the existing client partnership should be supplemented by private sector parties with an interest in adjoining sites;
  - There is a need for the public sector agencies to confirm their service requirements in order to ascertain the amount, specification and location of replacement accommodation. There is also a need to undertake the valuation of existing sites taking into account the scale of replacement development proposed in the Brief; and
  - The scheme which is set out in Figure 4.1 should form the basis of redevelopment proposals for the area. Nevertheless it will be important to maintain flexibility in order to respond to changing needs and market

conditions within the overall framework set by the Brief.

### CONCLUSION

- 7.9 The Elstree Way Corridor presents a unique opportunity for Borehamwood to unlock the development potential of a significant area of the town and create a high quality mixed use development which can attract further business investment and provide a safe, attractive and sustainable environment which will attract visitors and encourage people to live and work in Borehamwood. In addition, redevelopment provides an opportunity to improve community facilities and coordinate the delivery of a range of public sector services. It is an opportunity to which the public sector agencies in partnership with the community and private sector should give serious consideration.



## APPENDIX A - SUMMARY OF STAKEHOLDER ASPIRATIONS

The following text summarises the aspirations of local stakeholders following consultation during workshops held on 11th March 2002 and in subsequent conversations and correspondence. These aspirations have been taken into consideration during the preparation of this Planning and Design Brief.

### Overall Vision for the Corridor

- Town is in need of greatly improved facilities and infrastructure to meet the needs of the large and growing residential population;
- Borehamwood needs to be made into a destination rather than a through-route;
- There is strong demand for a civic hall in the town centre;
- Commercial needs have to be balanced against the needs of local residents;
- Public services on Elstree Way are in a reasonable location;
- Consultees are keen that the whole community is encouraged to become involved in consultation on re-development of the Corridor;
- A need to create a community which communicates has been identified, where the community is involved in activities within the town, for example through employment;
- There is concern that some flexibility is maintained and that the County and Borough Councils don't sell off too much land; and
- Community uses should be concentrated together.

### Civic Offices

- The Civic Offices need an obvious 'face' or entrance, so that the building is more directed towards the community; and
- The Civic Offices could provide a potential landmark in the area.

### Library

- There is a desire to better promote the public library, but Furzehill School site is not necessarily considered to be an ideal location as there wouldn't be enough 'pass-by' custom, and because the existing school building could be restrictive.

### Community Facilities and Leisure

- A good home needs to be found for an active local history group and local museum;
- There are strong feelings that Maxwell Park 'Community' Centre should remain open or be replaced (potentially on the vacant site next to the Venue);
- Education and community uses in the area need to be maximised to help meet skills shortages in the town. There are opportunities for 'life long learning' and day care centres; and
- There is potential for recycling initiatives in Borehamwood, some are already planned.

### Health Centre and Family Centre

- Furzehill might be a suitable location for the Health Centre as this facility doesn't require 'pass-by' custom;
- A new Health Centre with additional capacity is desirable;
- Furzehill School site was thought to be a potentially good location for a family centre; and



- It may be appropriate for the Health Centre to share accommodation with public rooms for use by various community organisations.

#### Film Studios

- Films are considered important for the economy of the town and as part of its heritage, therefore the film industry should have a role in the future image, jobs and investment in Borehamwood;
- There is a real need for a publicly accessible side to Elstree Studios, such as a museum or educational tours. This would allow the Studios to 'give something back' to the community;
- The studios provide an alternative 'Vision' for the area and create the theme for creating a 'gateway' to the town, contrasting with the idea of a new civic focus; and
- Media uses should be promoted in the area, linked to the studios, such as a media course at Oaklands College and a film museum.

#### Housing

- Housing may be suitable within the study area, but problems can arise if housing is adjacent to uses which conflict with residential use.

#### Hotel

- A hotel use in Elstree Way is not considered beneficial for local residents; and
- If a hotel is not provided in the Corridor, it may need to be provided on greenbelt land elsewhere.

#### Public Transport

- Better public transport along the corridor is considered difficult to achieve;
- An improved public transport system is needed between the town centre and A1 road; and

- Dedicated school bus services are favoured as a means of reducing congestion.

#### Pedestrian and Cycle Movement

- Elstree Way needs to be made more safe and pleasant for pedestrians through better lighting;
- Care should be taken to ensure a greener environment doesn't reduce safety; and
- There is a need to break down physical barriers to encourage walking in area.

#### Parking

- Effective enforcement of parking restrictions is needed to deter on-street parking;
- A compromise needs to be found between commercial and residents' needs; and
- Employers would like to accommodate more on-site parking so that employees do not find themselves parking on streets.

#### Public Realm and Highways

- Developers need to see tangible results following any financial contributions to highway / urban design improvements; and
- Imperial Place should have better links with the street.



## **APPENDIX B - HERTSMERE CORPORATE PLAN**

### **IMMEDIATE AND FUTURE PRIORITIES**

#### **Immediate Priorities**

Based upon this approach the Council's 3-year aims and immediate priorities are set out below together with the relevant portfolio member responsible for that area of activity. Delivery of Best Value has been identified as the single most important priority for the organisation. This will be reflected as a common theme throughout all the Council's activities.

#### **Exercising Community Leadership**

- promoting the continued development of a dynamic, competitive and sustainable local economy within environmental and other local constraint by supporting existing businesses especially film and T.V. production, small business start-ups and actively seeking inward investment opportunities;
- helping to address social exclusion by promoting equality of access to services, encouraging the development of affordable housing and paying particular attention to the housing needs of the Borough's key workers;
- retaining a proactive role in existing partnerships which involve highways, health and crime reduction agencies, ensuring that the following key priorities are addressed:
  - reducing accident rates and traffic congestion, especially at major road junctions and promoting higher quality, more reliable rail and bus services to increase public transport patronage;
  - helping older people to live independent lives whilst improving health care and children's services to close the health gap that exists within society;

- reducing crime and the fear of crime.

#### **Providing Continuous Improvement in Essential Services**

- concentrating resources on waste management and the appearance and cleanliness of the local environment;
- improving parking control and enforcement;
- control services effectively and supporting this with effective staff development and appraisal.

#### **Developing the Enabling Role**

- actively establishing a Local Strategic Partnership with other relevant agencies, organisations and stakeholders and commencing the process of developing a Community Strategy for Hertsmere;
- continuing to seek alternative service delivery and procurement opportunities including electronic government options where clear benefits in terms of effectiveness, efficiency and/or economy can be demonstrated through Best Value, partnerships and other means;
- continuing to develop and launch organisations which can serve the interest of the community on an independent self-financing basis whilst assisting the voluntary sector to achieve greater financial independence.

#### **Targeting Resources**

- creating opportunities to use the Council's assets to provide optimum financial returns and/or community benefits;
- developing the Council's Financial Strategy in order to identify the impact of legislative, demographic and other budget pressures at the earliest opportunity;
- explore opportunities and evaluate options for Authority Social Housing grants to improve



the lack of affordable housing threat identified at figure 3.

#### Aiming to be iBest in Class!

- aiming to deliver excellent service to all the Council's customers and developing the organisational culture to become more customer focused;
- engaging in two-way consultation and communication with all the Council's stakeholders to inform the development of continuous improvement and effective performance management;
- ensuring that the Council attracts, retains and maximises the potential of a highly professional, well motivated team of staff, equipped with the necessary skills to deliver the continuous improvement demanded from this strategy.

#### Ongoing and Future Priorities

It is important in the short term that the Council concentrates upon those priorities identified above. However, it is equally important that the Council develops a culture of continuous improvement across all service areas. A number of other priorities, have, therefore, already been identified which the Council will address on an ongoing basis or in future years. They are to:

- Develop opportunities across the Borough using the new power of social, economic and environmental well-being once new legislation and Government guidance is available;
- Provide sustainable, financially viable and affordable range of leisure services that are accessible to all community sectors in Hertsmere, and to redirect any financial benefits accruing from this approach to other priority service areas;
- Act as advocate on behalf of the local community by lobbying for improvements or making representations to Government and other public sector agencies and

organisations in the interests of the Borough;

- Re-evaluate the Council's land drainage works programme and ensuring that properties at risk are addressed as a priority;
- Conduct a rigorous enforcement service particularly in the area of planning, building control, health, pollution control and in the private housing sector;
- Provide a proactive planning service ensuring that local needs are met whilst protecting and improving the local environment;
- Encourage other public sector organisations to take ownership of those services for which they have a statutory responsibility;
- Review the Council's policy towards grant allocation;
- Conduct an annual review of the Council's prices and charges to ensure they remain competitive and effective where they apply; and target resources towards those Council services which are identified as being the most important to the majority of residents within statutory constraints; and
- Above all observe and deliver the aspirations, aims and priorities set out in this corporate plan over the next 3 to 5 year period.



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