

Elstree Way Corridor

Area Action Plan

Consultation Draft



January 2013

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1 Introduction

The Area Action Plan

- 1.1 The Elstree Way Corridor Area Action Plan (AAP) is a spatial strategy for the coordinated development and design for the area known as the Elstree Way Corridor. It will help to guide development and seeks to provide confidence and certainty to public bodies and developers.
- 1.2 The overall purpose of the AAP is to establish the basis for shaping the redevelopment of the area and to ensure that the wider public realm and highways improvements come forward. Proposals are framed to respond to the needs of existing and future communities and plan for housing growth to 2027.
- 1.3 The document is a Development Plan Document (when formally adopted) which is consistent and conforms with the Hertsmere Core Strategy (over-arching Borough wide spatial strategy). The document should be read in conjunction with other planning policy documents. It will provide planning policy, and allocate uses for certain sites. It has been prepared in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004, 2008 and 2009 Amendments.

The Elstree Way Corridor

- 1.4 The Elstree Way Corridor and its immediate surrounding area is undergoing change, a series of new developments have taken place in last 10 years and further development is anticipated to come forward as existing land owners review their assets.

- 1.5 Despite the current economic conditions, development interest in the corridor remains strong. New development along the Corridor offers an opportunity to address the area's severance from the town centre and strengthen the area as a gateway into Borehamwood town centre from the east of the town. A co-ordinated approach to the area's redevelopment is required to maximise the area's potential, limit further fragmented and piecemeal development and maintain development momentum.
- 1.6 The area covered by the Elstree Way Corridor Area Action Plan is shown on the AAP Proposals Map. The AAP area adjoins the eastern edge of Borehamwood town centre and the western edge of the Elstree Way Employment Area.
- 1.7 The delivery of the AAP will require joint working between various public and private sector organisations and agencies. The development of the whole of the Elstree Way Corridor as envisaged will take many years to complete. The AAP provides the basis for determining subsequent planning applications.

Sustainability Appraisal

- 1.8 Underpinning the approach to the development of the AAP is the process of formulating and undertaking a Sustainability Appraisal (SA) for the key stages of the project. A SA has informed the preparation of the AAP and should be read in conjunction with this document.

Consultation

- 1.9 You are invited to make representations on the AAP and accompanying Sustainability Appraisal. The 6 week period for representations begins on 7th January 2013 and ends on 18th February 2013.
- 1.10 All documents are available to view on the Council's website at www.hertsmere.gov.uk/planning and at public libraries throughout the Borough. All information will be available on request in Braille, large copy print, audio or in a number of different languages other than English.

Representations can be made in the following ways:

- By email to core.strategy@hertsmere.gov.uk
 - By writing to us at Policy and Transport team, Planning and Building Control Unit, Hertsmere Borough Council, Elstree Way, Borehamwood, Herts, WD6 1WA.
 - By completing a consultation response form. You can request a form by contacting us on 020 8207 2277. All forms should be returned to Policy and Transport Team at the above address.
 - Fax us on 020 8207 7444. Marked for the attention of the Policy and Transport team.
- 1.11 Please note that copies of representations will be made available on request for inspection at the Council offices. They cannot therefore be treated as confidential. All responses must be received by 5pm on 18th February 2013.

Policy Context

- 1.12 The AAP is consistent with relevant national, regional and local planning policies.
- 1.13 The AAP has been prepared in compliance with a range of Government planning and design policy statements and guidance documents, and particularly the National Planning Policy Framework (NPPF).
- 1.14 The Core Strategy forms the strategic basis for the AAP document and Policy CS22 recognises the Elstree Way corridor, and its importance.
- 1.15 The AAP should be read in conjunction with the Council's other planning policy documents including:
- Affordable Housing SPD
 - Planning Obligations SPD
 - Planning and Design Guide SPD
 - Biodiversity and Trees SPD
 - Lifetime Homes Standards
 - Parking Standards SPD

Core Strategy Policy CS22

Within the Elstree Way Corridor the continued development and refurbishment of Employment, Civic and Community uses will be actively encouraged. Residential development on appropriate sites will accepted, in accordance the Elstree Way SPG and any subsequent guidance or agreed masterplan.

Any development should have regard to guidance set out in the Elstree Way Corridor Area Action Plan DPD and be brought forward in a coordinated manner. Such development will be required to support the funding of essential enabling infrastructure through S106 or Community Infrastructure Levy charges. Proposals likely to result in a piecemeal or fragmented redevelopment of the corridor will be refused, and should also be in compliance with other policies in the Core Strategy, with particular reference to the requirements of policies CS21, CS23 and CS25. Development should also provide active frontages to Elstree Way where possible to promote the identity of the corridor as a civic and commercial gateway to the borough, should build on the accessibility location of the corridor and should ensure an appropriate demarcation of residential and non-residential uses within this part of the town.

2 Strategic Vision

- 2.1 Recent development has changed both the function and character of the area, with significant new development taking place within the EWC in recent years. This has resulted in the development of several new residential schemes, the loss of employment and education facilities, and an overall intensification in the way sites are used.
- 2.2 The EWC has the potential to deliver at least 800 residential units, a significant level of housing to meet the needs of the Borough. The Colin Buchanan Feasibility Study (2010), commissioned by the Hertsmere Borough Council and other landowners in the EWC, includes an 'identified opportunity area' as defined on the Proposals Plan (predominantly in public sector ownership) to deliver this level of housing. Sites outside of this area but within the AAP boundary may also be suitable for residential development.
- 2.3 The redevelopment of the EWC is an opportunity to improve the physical fabric of the area as well as environmental improvements to existing buildings, street and open spaces. The change in function and character of the area brings with it the need to integrate the corridor with the town centre and address issues of severance as a result of the major Shenley Road roundabout. The redevelopment of the EWC and associated connectivity and public realm works will support and ensure the retention of existing businesses within Borehamwood town centre and the Elstree Way Employment area.
- 2.4 Through the Core Strategy, the renewal of the EWC has been identified as an unprecedented opportunity to provide a range of new housing, community and cultural facilities for Hertsmere during the next 15 years. This Area Action Plan (AAP) identifies policies that will guide the development of the area in accordance with this vision and these objectives.

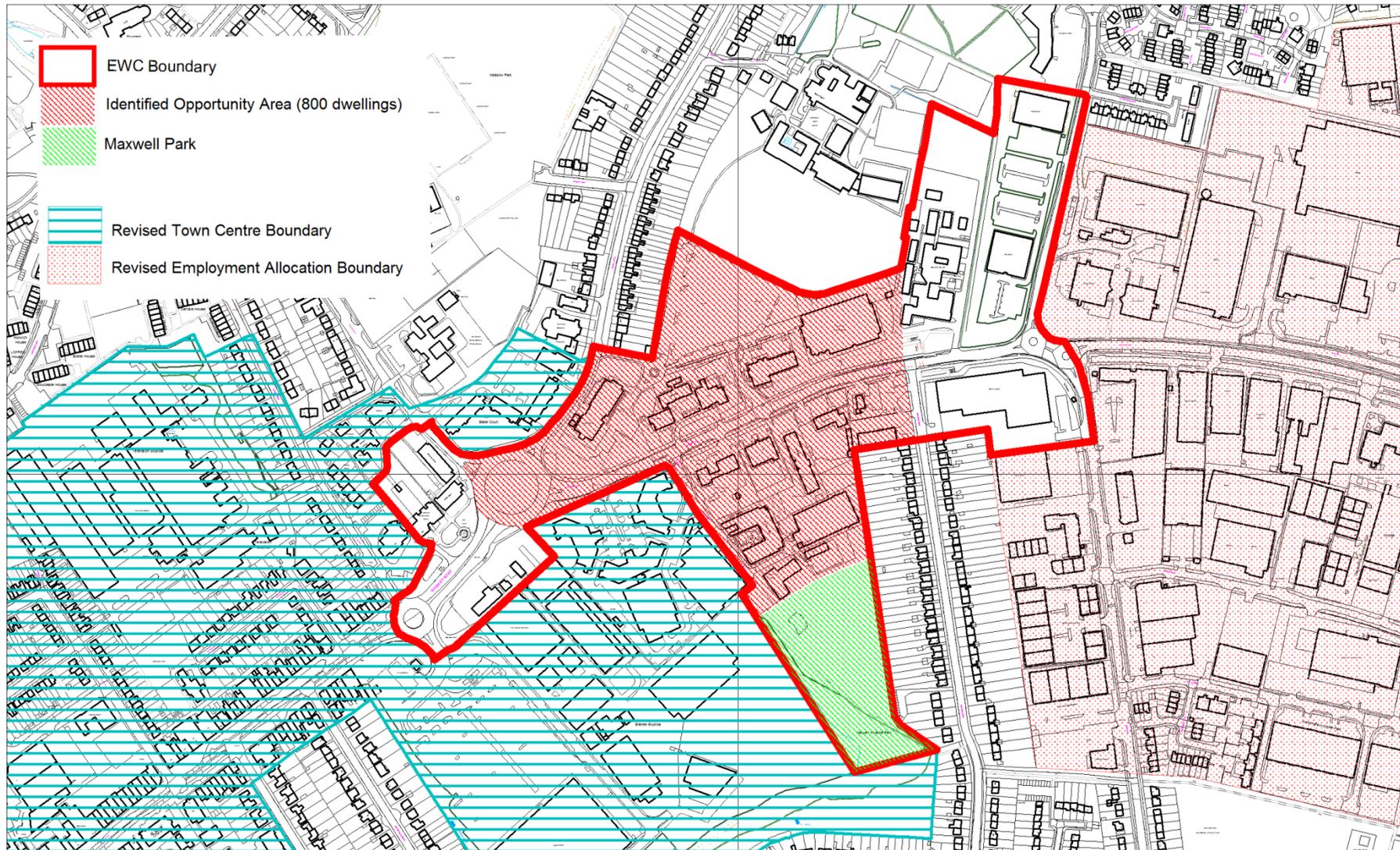
Strategic Vision

The redevelopment of the Elstree Way Corridor will provide at least 800 residential units and a range of community and cultural facilities for Borehamwood which will contribute to meeting the needs of the wider community. Development will be of the scale, height and quality to denote the importance of the area as a civic and commercial gateway to the Borough. There will be new residential development of a variety of tenures, and new and improved facilities to support new development and the wider community. Development will facilitate connectivity and public realm improvements linking the area to the town centre and improving its physical appearance. The area's redevelopment will help promote Borehamwood as an attractive and sustainable location for business.

Objectives of the Area Action Plan

- 2.5 The objectives form the basis for the policies in this document, and they should guide the masterplanning and the preparation and determination of planning applications.
- Provide improved and coordinated facilities for the delivery of a range of services to the public;
 - Improve the physical appearance of this important gateway into the town;
 - Link the commercial area of Borehamwood with the town centre;
 - Release land for a range of uses and help meet the Borough's future residential development land needs;
 - Provide certainty and guidance to both landowners and developers; and,
 - Promote sustainable development.

Figure 1: Proposals Map



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Not to Scale

Date: 15/08/2012

3. Development Framework

- 3.1 The successful redevelopment and physical restructuring of the EWC is an opportunity to meet the development needs of the Borough and improve the physical fabric of the area. These opportunities can only be realised if physical change is delivered in a planned and comprehensive way.

General Development Principles

- 3.2 Rather than establishing a fixed masterplan for the AAP a more flexible approach is favoured which sets a framework based on a set of development principles.
- 3.3 The following development principles build upon the strategic vision for the residential led redevelopment of the EWC. Development proposals which are not in accordance with these principles will be refused.

The EWC will be planned and developed:

- a) To be representative of its significance when arriving into Borehamwood town centre from the A1;
- b) With improved connectivity and accessibility with the town centre and employment area with significant highway improvements;
- c) To integrate and maximise existing activities and development along the Corridor, including Elstree Studios, Imperial Place, the Civic Centre, and the Venue;
- d) To coordinate the release of land for a range of uses to help meet development needs;
- e) With a redesigned and improved Maxwell Park and additional open space; and,
- f) To a high level of design quality to create accessible developments.

Policy EWC1: Development Strategy

Development proposals in the Elstree Way Corridor should:

- a. Provide safe and convenient access to public buildings and spaces, and to public transport, including those with limited mobility or those with other impairment such as of sight or hearing;
- b. Have a design and layout that minimises opportunities for crime;
- c. Provide integrated refuse and recycling facilities and reduce the amount of waste produced through good design;
- d. Be of a high quality design that contributes to improvements in the quality of the townscape;
- e. Facilitate the required highways and public realm improvements;
- f. Provide a high quality landscape framework for the development and its immediate setting; and,
- g. Provide an appropriate level of Affordable Housing in accordance with Core Strategy Policy CS4.

Promoting Comprehensive Development

- 3.4 The Council's preference is for sites to be brought forward together. Many of the sites will be challenging to bring forward in isolation and will result in lost opportunities should they do so. Proposals to bring forward sites in isolation are less likely to be able to contribute towards the strategic vision and fail to maximise the development potential of a site, and the EWC as a whole.
- 3.5 Should sites come forward on an individual basis they must not prejudice the comprehensive redevelopment of adjacent sites or undermined the level and quality of development envisaged for the EWC as a whole.
- 3.6 Physical factors such as parking and amenity spaces will be expected to integrate with adjoining sites, and meet the appropriate design standards in chapter 6, without restricting delivery of the adjacent sites. Developers are required to demonstrate that their proposal will not inhibit development on adjacent sites located within the area covered by the AAP.

Policy EWC2: Comprehensive Development

All development should contribute towards realising the vision of the area as set out in this Area Action Plan. Proposals for development that would prejudice the comprehensive restructuring of the area will be refused

The Council's preference is for sites to be brought forward together. Proposals for new development will be judged against the following principles to secure the optimum use of land in the long term:

- a. All development must be planned and implemented in a coordinated way, taking a comprehensive view of potential development opportunities in the immediate area wherever possible;
- b. General building development should be designed to achieve the maximum density compatible with the character of the area, surrounding land uses and other environmental policies in the plan;
- c. The design and layout of new development should not inhibit positive management of land and buildings. Arrangements for future management should be put in place in appropriate schemes; and,
- d. Development should be accessible by a range of transport options, including passenger transport.

In particular, building development will be permitted if it :

- e. Makes optimum use of the land available, whether in terms of site coverage or height; or
- f. Contributes towards or provides for the reasonable sharing of facilities, such as off street car parking; or
- g. Does not prevent other land coming forward for development in the future; or
- h. Helps to achieve a comprehensively planned development framework.

4 Land Use Strategy

- 4.1 The AAP proposes a flexible, residential led mixed-use strategy that makes efficient use of the land within the EWC and utilises the area's strategic location. This section sets out acceptable uses for the EWC rather than rigidly allocate uses to particular sites.

New Housing Provision

- 4.2 At least 800 dwellings are anticipated to come forward within the EWC during the next 20 years. These dwellings are to be provided within the area defined on the proposal plan as the 'identified area of opportunity'.
- 4.3 National guidance encourages the efficient use of land, and to optimise the potential of development sites, the AAP proposes ranges of development density. Sites fronting Elstree Way are most suited to higher density development while those adjacent to existing residential properties should be developed at a scale and form that will enable it to respect the adjoining residential area.
- 4.4 Acceptable density ranges are outlined in table 1. The densities are based on existing approved developments within or adjacent to the EWC and will allow the level of development envisaged.

Policy EWC3: Housing Density and Distribution

At least 800 dwellings will be provided across the EWC. Higher residential density should be delivered in areas fronting Elstree Way. Lower residential density should be located in areas set back from sites fronting Elstree Way.

Density ranges are shown for all development zones in Table 1. Proposed densities should be within these ranges and follow the principle set out above in distributing density within the development zone. Developments should be designed to take account of the amenity of adjacent sites.

Table 1. Development Densities by Zone

Zone	Density (Dph)	Description
1	80-150	A predominantly civic and commercial area with some limited residential development at upper levels
2	100-180	A mixed-use area at the heart of the Corridor straddling both sides of Elstree Way, residential development to be of a high density with an acceptable density range of between 100 and 180 units per hectare.
3	50-80	Predominantly residential area lower density at interface with existing residential dwellings
4	80-150	A predominantly residential area. Development to be in keeping with recent Oaktrees and Studio Plaza developments, and be of a density, height and quality to provide a strong arrival into the Elstree Way Corridor from the west.
5	50-80	Predominantly residential area lower density at interface with existing residential dwellings and Maxwell Park

4.5 The Council will seek to secure the provision of affordable housing through the AAP in accordance with Policy CS4 of the Hertsmere Core Strategy.

4.6 A variety of housing types will help create a more balanced community and will enable better integration with the surrounding low-rise high quality residential areas.

4.7 The Council will be alert to, and not permit any benefit to be gained from, the artificial subdivision of a site to circumvent the operation of securing affordable housing provision or housing mix. Where this is found to occur, the total requirement will be sort from the later stage.

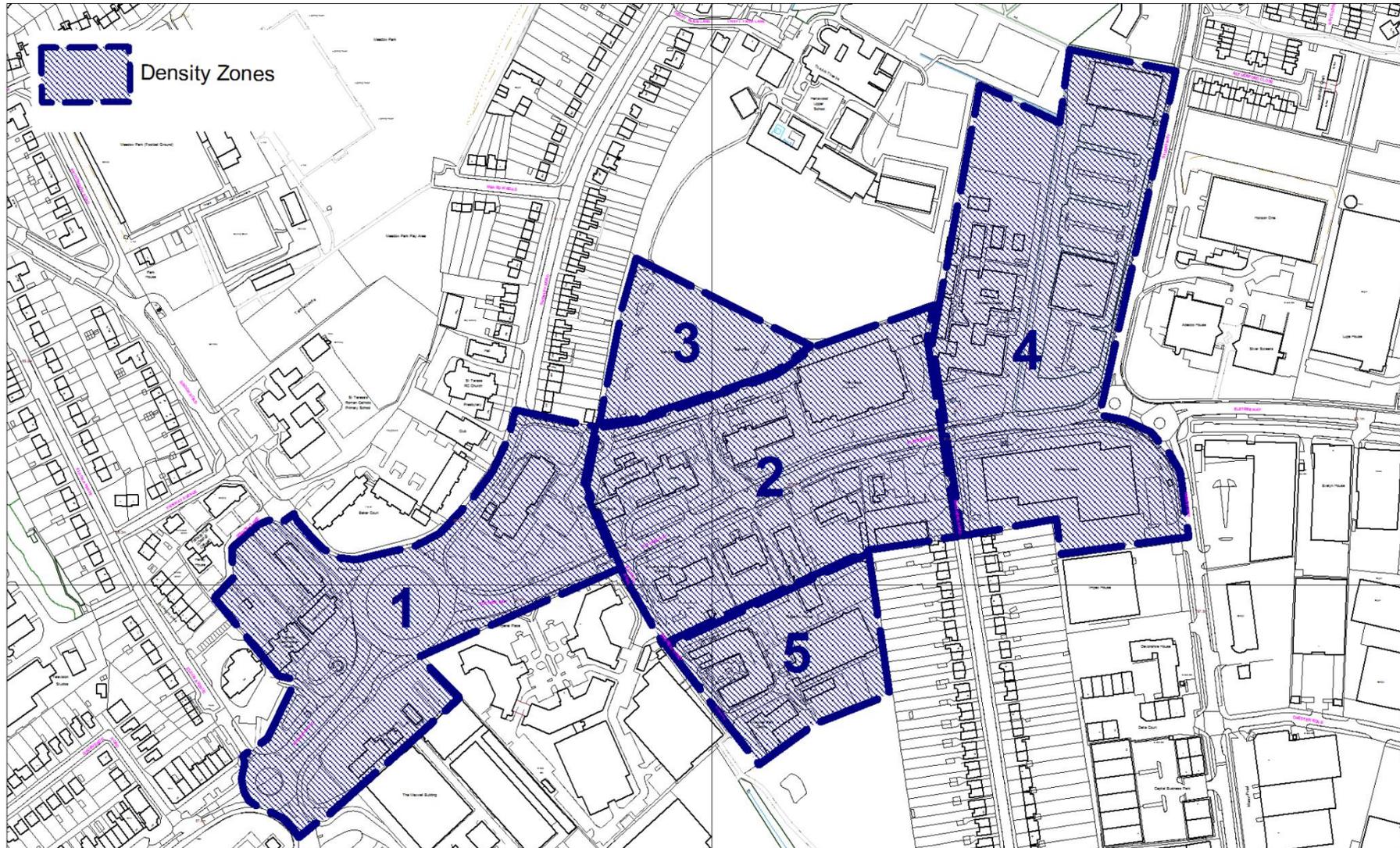
4.8 The Council’s Strategic Housing Market Assessment (SHMA) and housing waiting list identifies a need for additional 3-bed units within Hertsmere, for this reason it is appropriate that proposals be required to address this shortfall in provision. CS7 of the Core Strategy requires development over 10 units (gross) to contain some variation, and sites with over 25 units to reflect a mix which reflects housing need (Chapter 4, Draft Affordable Housing SPD, November 2011).

Policy EWC4: Housing Mix

A mix of types of homes will be provided within the Elstree Way Corridor. Housing developments in excess of 25 units (gross) will contain some variation in housing mix and should include a proportion (approximately 30%) of 3 bed units.

Flatted development will take place along Elstree Way and houses will be developed where new development meets the existing residential areas of Shenley Road and Bullhead Road.

Figure 2. Density areas



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Other Uses

- 4.9 The EWC and immediate surroundings include a wide range of civic, education and employment uses. Retaining existing key public sector uses in new or refurbished facilities within the EWC is to be sought alongside any rationalisation of land holdings, as is the cohabitation of uses and sharing of enhanced facilities. However, if any service providers consider relocating outside of the EWC, the Council will seek their retention within Borehamwood. A cluster of public sector activities around a refurbished Civic Offices would unlock development sites and maximise development potential.
- 4.10 Upon adoption of the AAP the sites forming the EWC will cease to be within the designated Town Centre and Elstree Way Employment Area as defined by the Local Plan 2003. This will require amendments to be made to the 2003 Local Plan Proposals Map. The emerging Site Allocation DPD / new Local Plan will be updated to reflect the changes made by this AAP.
- 4.11 The EWC is in close proximity to Borehamwood town centre and the Council wishes to ensure that the retail function of centre, the largest in the Borough, is not undermined by new retail floorspace outside the centre. The EWC is therefore not a suitable location for retail development and proposals for or including retail development will be refused.
- 4.12 Education uses in the AAP will be supported and extant planning permission for 1,500 sqm of education provision on front of the former Oaklands College site (now Oaktrees development) remains. The Council welcomes the establishment of a new higher education facility on this site.

Supporting Community Facilities

- 4.13 The EWC is already home to leisure facilities in the form of the Venue leisure centre and is in close proximity to the Borehamwood's high street (Shenley Road) which provides a number of bars and restaurants which tend to attract local residents.
- 4.14 A new community centre for Borehamwood, to be built next door to All Saints Church, in Shenley Road, will house a new library as well as a youth facility, museum, a multi-purpose community hall with spaces for training, meetings, internet and conference use. The relocation of the Library Service to the new centre is part of wider plans to redevelop the existing site on Elstree Way which forms part of the EWC AAP.
- 4.15 The Council recognises the importance of the Studios to Borehamwood and supports opportunities to further develop and enhance the Elstree Film Studios.
- 4.16 Maxwell Hillside Park is located off Maxwell Road and Bullhead Road, and is within the EWC. The park provides an important open space function within the EWC and could be enhanced during the plan period.
- 4.17 New development will be required to make provision for improvements to existing and additional community infrastructure.

Policy EWC5: Supporting Community Facilities

All new development will be required to make provision or support improved and additional community facilities. Particular locations to accommodate new/improved community facilities are identified:

- a) Provision of a new police front desk at the Civic Centre
- b) Retention of the Civic Centre
- c) Retention of a fire station within the Elstree Way Corridor
- d) Borehamwood Library and Maxwell Community Centre will be reprovided on Shenley Road.
- e) Maxwell Park

5 Movement Framework

5.1 A key objective in the redevelopment of the EWC is improving movement through the corridor and strengthening road links with Borehamwood town centre. A programme of highway works will open up development sites and create better movement and accessibility. Pedestrian and cycle networks will also be reinforced in order to better integrate the EWC with the wider area. Consultants Aecom have produced an assessment of transport improvements in the EWC which supports this document.

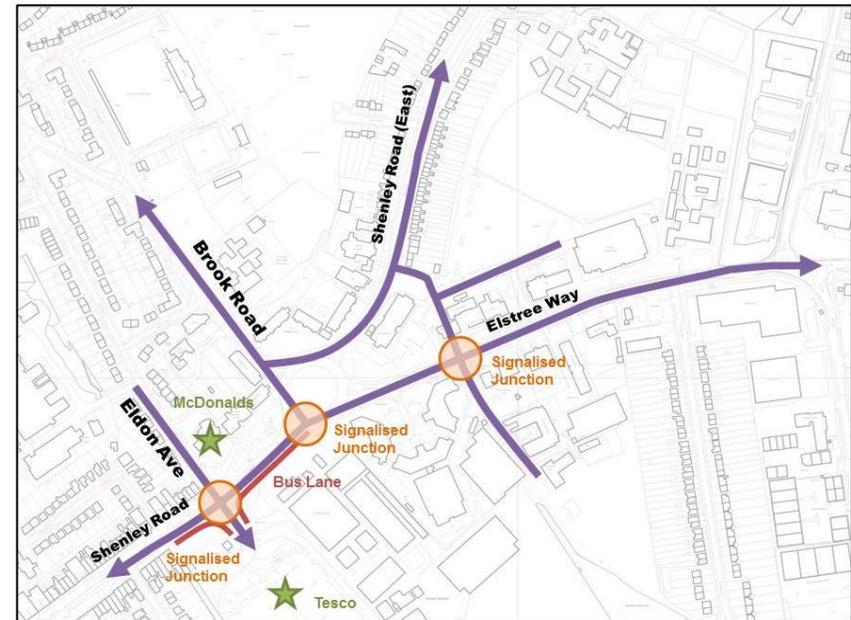
Transport and Movement

5.2 In order to facilitate the level of development envisaged and to improve connectivity a series of highway and public realm improvements are required. Figure 3 shows an indicative plan of the required highway works. Key interventions to be considered:

- a) Shenley Road roundabout will be reviewed and either improved to improve flow and access to key sites, or removed and replaced with two junctions. The removal of the Shenley Road roundabout will open up a development site and together with public realm improvements will improve pedestrian and vehicle connectivity with the town centre;
- b) The carriageway width of Shenley Road (west) between the junction with Tesco access road, and junction Elstree Way/Brook Road will be reduced to one lane of general traffic in each direction, plus eastbound cycle lane, and westbound bus lane;
- c) The Tesco roundabout will be improved or replaced with signalised junction and bus lanes both into and out of the Tesco site. Access to/from McDonalds will be via Eldon Avenue only with no direct access from Shenley Road; and,
- d) On-road cycle lanes to be provided in both directions on Elstree Way and Brook Road.

- e) A series of measures to facilitate movement across this major road will include the positioning of pedestrian crossing points that follow the most convenient routes.

Figure 3: Highway Works Indicative Plan



- 5.3 The Movement Framework as outlined in figure 3 has been designed and costed to facilitate the level of development envisaged whilst also maximising the area's development potential.
- 5.4 The Movement Framework will frame and establish development sites, and in some cases will provide opportunities for increased site areas. Where this is the case developers and landowners are encouraged to engage with Hertfordshire County Council to discuss revised site boundaries.
- 5.4 Developers and landowners are to fund the highways and public realm improvements, which will be delivered by Hertfordshire County Council (HCC) and Hertsmere Borough Council. Where appropriate, other sources of funding will be considered such as grants and s106 collected from existing schemes within the EWC. Streets will be inclusive and seek to accommodate the needs of all users, including the young and the elderly, and the particular needs of disabled people with mobility difficulties, sensory or cognitive impairment.
- 5.5 Development proposals must pay careful consideration to access and movement. Development proposals which are not in accordance with the Movement Framework or undermine the outlined transport and movement improvements will be refused.

Policy EWC6: Transport and Accessibility

Development should improve connectivity into and out of the area. Development proposals must not prejudice the outlined transport and movement improvements.

The Council, Highways Authority, developers and other partners will work in partnership to foster an attractive, safer and more legible environment for pedestrians, cyclists, public transport users and vehicles. All development should:

- a) Work in accordance with the Hertfordshire Local Transport Plan and Elstree and Borehamwood Urban Transport Plan.
- b) Improve pedestrian connections and minimise the risk of conflicts between various road users.
- c) Contribute towards the finding of the highway improvements set out in paragraph 5.2.
- d) Implement and establish safe pedestrian and cycle crossings
- e) Implement improvements to the cycle network along the corridor linking to the Borough Greenway network, including new/enhanced signage, and improved public cycle storage and racks. Cycle parking will be required in all residential developments.

Public Realm and Townscape

- 5.6 The public realm encompasses streets, public squares, parks and everything within, including benches, plantings, paving, street lamps and signs.
- 5.7 At present, a significant weakness of EWC is the lack of quality and consistent public realm in keeping with the area's significance as a gateway into Borehamwood town centre.
- Improvements to the public realm will include:
- New paving and pedestrian crossings along the length of Elstree Way
 - Public realm improvements outside the Venue
 - Removal of the underpass under Elstree Way
 - Street trees along Elstree Way
 - New street furniture throughout the Corridor
- 5.8 The potential for an improved setting for the war memorial will be explored, as will the feasibility of creating a new public square or enhancements to the public realm.
- 5.9 All development will benefit from the planned public realm and highway improvements, and therefore will be required to contribute to its provision and maintenance.

Policy EWC7: Public Realm and Townscape

All new development will be required to make a positive contribution to the quality of the public realm. Development must:

- a. Promote active building frontages that contribute to the public realm visually and functionally by providing active building frontages and ground floor uses that face onto the public realm, including new and improved building frontages;
- b. Emphasise the points of arrival into the town centre through innovative surface redesign and improved pedestrian crossings;
- c. Respect public open spaces and streets by ensuring that building forms are appropriately scaled to their context and do not provide excessive overshadowing;
- d. Accommodate a range of functions and activities within the public spaces;
- e. Help reinforce a clear street hierarchy by implementing a cohesive approach to streetscape design with bolder designs along principal routes and spaces and designs of a more intimate nature along secondary routes;
- f. Utilise the most suitable, durable and high quality materials available within the public realm, with special attention to detail and future maintenance requirements; and
- g. Specify management and maintenance regimes for areas of the public realm.

6 Design Strategy

6.1 The purpose of this section is to ensure a high quality of development throughout the EWC. The following design principles offer guidance on a range of issues that should be considered as part of the design process.

6.2 New development will be expected to incorporate high standards of design. The area currently lacks a clear distinctive identity and new development has the opportunity to address this through high quality design. The specific guidance within this section should be read in conjunction with the Council's Planning and Design Guide SPD which provides good practice on design.

6.3 Proposals for new development will need to be of a high quality design. Development proposals are likely to be successful where a scheme has not been considered in isolation but contributes to and respects the area as a whole.

6.4 In support of raising the standard of design, where appropriate the Council will seek the expert consideration of a Design Review Panel. Design Panels act in an advisory capacity offering peer advice to designers and developers to promote high quality design. Their independent report on design matters will be a material consideration in determining planning applications and contribute towards the achievement of high quality design.

Layout and Structure

6.5 The most common form of development is expected to be perimeter blocks - buildings which continue around all four sides, with an enclosed courtyard in the middle containing secure communal open space and / or gardens. The layout of the blocks should demonstrate:

- Building line continuity along the main streets;

- Clear definition of the separation between private and public space within a block; and,
- Subdivision of long perimeter blocks into smaller development parcels, which offers the opportunity to provide a modulation of a long facade and allow for access routes and views from the main streets through to inner spaces

6.6 Homes should look directly on to the street and on to the communal gardens to ensure that the streets and spaces are safer.

6.7 Buildings fronting Elstree Way should be ordained so that their principle entrances are accessible from Elstree Way. Rear entrances, plant and equipment must not be accessed or clearly visible from Elstree Way.

6.8 Corner buildings are important and act as local landmarks. Designers are therefore encouraged to develop innovative solutions for the treatment of corners that incorporate fenestration wrapping around building corners and other solutions such as projecting window bays, balconies, varied roof and ridge levels. Windows incorporated into corner plots are particularly important in creating natural surveillance. Corner buildings should face both directions and blank walls terminating views are to be avoided.

6.9 Locating non-residential uses on the ground and lower floors can provide active street frontages and additional animation to the streetscape, thereby increasing security in the area, as well as allowing residents to clearly identify the use.

- 6.10 Building lines should be clearly defined to create a largely unbroken urban edge to the street. Projections and setbacks from this line, such as bays, foyers and entrances, should then be used to aid legibility and add variety to the townscape.
- 6.11 A clear separation of public and private space should be created by having buildings front onto the street. Buildings with a clearly defined front and back provide better security and privacy and help people orientate themselves. Entrances to buildings should be from the street and easily identified as such by visitors. Buildings should not be ordained with rear elevations fronting Elstree Way.
- 6.12 The Hertsmere Borough Council Planning and Design Guide SPD sets out separation distances between buildings and minimum garden sizes. The EWC will be a high density area and for this reason the onus is on developers to ensure that privacy and amenity are not undermined in order to achieve higher densities. Designers must consider the impact of their proposals on the privacy and amenity of existing buildings. Where neighbouring sites are clear or are known to be subject to redevelopment designers are to consider how new buildings may relate.
- 6.13 The overall approach to building heights is based on number of factors: the need to reflect the size and importance of Elstree Way as the main thoroughfare into Borehamwood from the A1, create a critical mass of development sufficient to meet development land needs, create a place with character and variety, and protect neighbouring buildings.
- 6.14 The larger scale of buildings fronting Elstree Way will reflect the importance of the road as a gateway into Borehamwood town centre and serve as the face of the redevelopment of the Corridor from the road.
- 6.15 The 3-4 and 1-2 storey building heights on sites not fronting Elstree Way will help maximise the number of homes which can be provided and will also respect the lower building heights of Bullhead Road and Shenley Road. The building heights are shown in storeys rather than metres for simplicity and to encourage the variation in height.
- 6.16 It is unlikely that developments exceeding 6 storeys in height will be supported given the need to retain a sense of scale and character which reflects this location, and the immediate and the wider function and character of Borehamwood.

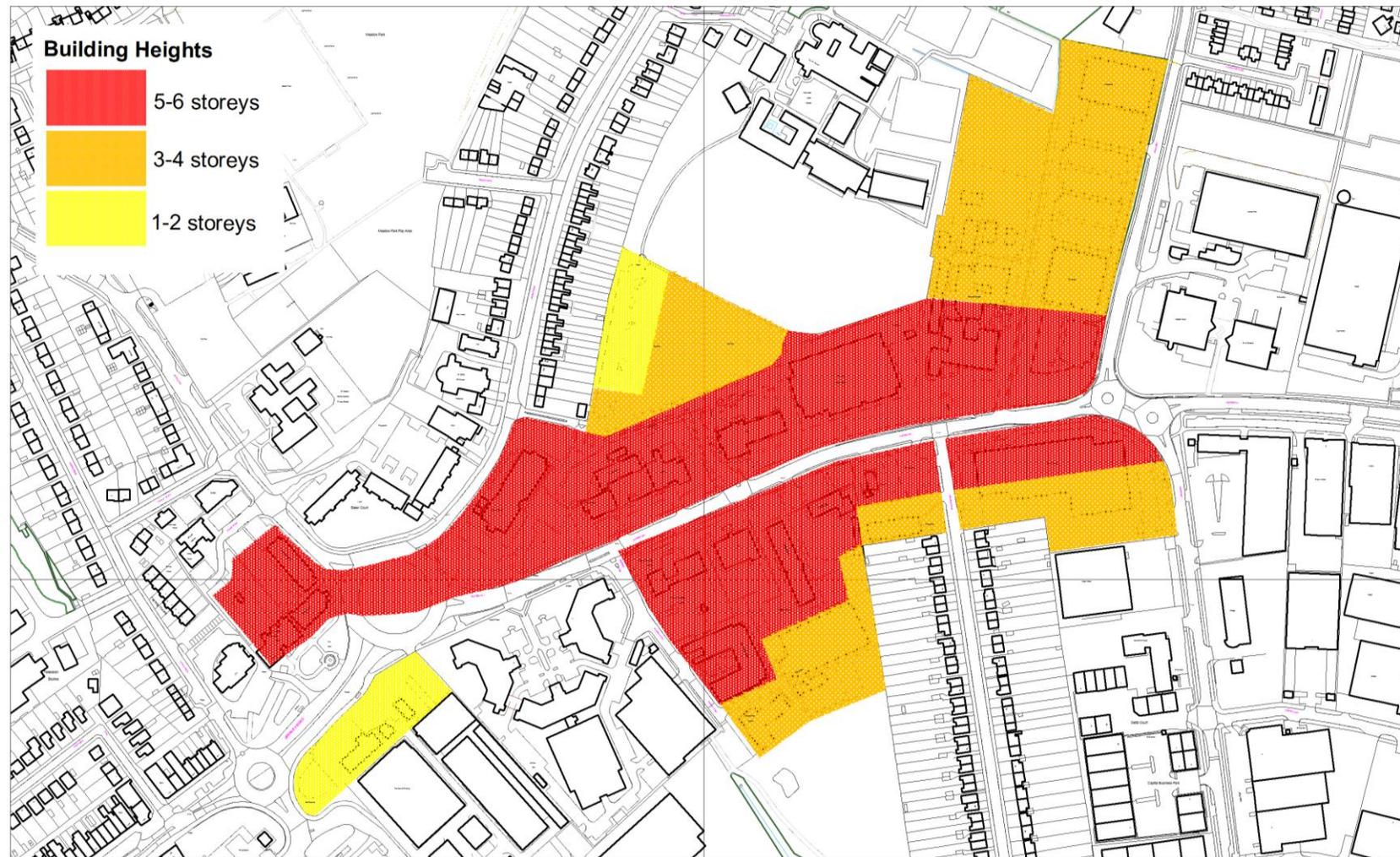
Policy EWC8: Building Heights

Development proposals are to adhere to general building heights as indicated on Figure 5. Development must contain a variation to add interest and variety to development. Buildings fronting onto Elstree Way should have a general height of between 5-6 storeys. Buildings not fronting Elstree Way should have lower general heights of 3-4 storey. Buildings of between and 1-2 storeys are limited to ancillary buildings, such as kiosks and cafes, and residential developments adjoining the rear of properties on Shenley Road.

Building Heights

- 6.13 The overall approach to building heights is based on number of factors: the need to reflect the size and importance of Elstree Way as the main thoroughfare into Borehamwood from the A1, create a critical mass of development sufficient to meet development land needs, create a place with character and variety, and protect neighbouring buildings.
- 6.14 The larger scale of buildings fronting Elstree Way will reflect the importance of the road as a gateway into Borehamwood town centre and serve as the face of the redevelopment of the Corridor from the road.

Figure 4. Building Heights



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Scale 1:500

Date: 22/11/2012

Parking Requirements

- 6.17 The EWC is within accessibility zone 2 as defined within the Hertsmere Parking Standards SPD (2008, as amended 2010). Its inclusion within accessibility zone 2 allows scope for a discounted rate, where it can be justified, for both residential and non-residential proposals.
- 6.18 The AAP has been prepared to provide clear and consistent guidance, and for this reason specific minimum residential parking standards for the EWC have been established. As the EWC parking standards are discounted, further discounts on the required amount for new parking are not appropriate unless clear arrangements for shared use of existing car parking in the EWC are agreed. The Parking Standards SPD will be updated to represent this change as part of its planned refresh.
- 6.19 The AAP does not establish EWC specific non-residential parking standards and therefore proposals must be consistent with Hertsmere Borough Council’s Parking Standards SPD.
- 6.20 The area’s sustainable location on a bus routes, within reasonable walking distance of the railway station and proximity to the town centre are also factors which justify a reduced parking rate for the AAP.

- 6.21 Elderly Persons Housing and disabled car parking provision will not be subject to discounting and should always be provided at the full standard as set out in the Parking SPD.
- 6.22 This Plan proposes to adopt an average minimum standard of 1 car parking space per residential unit for 1 units, 1.25 parking spaces for 2 bed units, 1.5 car parking spaces per 3 bed units. For any larger residential properties an average maximum standard of 2 parking spaces will be used.

Table 2. Residential Parking Standards

	Minimum Parking requirements
Studio / bedsit	1 per unit
1 bedroom	1 per unit
2 bedroom	1.25 per unit
3 bedroom	1.5 per unit
4 bedroom	2 per unit
5+ bedroom	2 per unit

Policy EWC9: Parking Requirements

Residential Parking

Proposals for residential development within the Elstree Way Corridor shall apply a minimum parking standard of 1 space per residential unit for all units of 1 bed units and 1.25 spaces per 2 bed units. Where applicable, proposals should also investigate the possibility of sharing parking spaces with other uses on-site, especially at off-peak times.

Proposals for residential units of 3 units shall apply an average minimum parking standard of 1.5 spaces per dwelling, and dwellings of 4 bedrooms or more dwellings apply an average minimum parking standard of 2 spaces per dwelling

Non-residential Parking

Proposals for non-residential development within the Elstree Way Corridor will be considered on a case by case basis with consideration to the Parking Standards SPD

Public Parking

- 6.23 In order to maximise the developable potential of the EWC the Council will consider the potential to create a deck or platform over the existing Council owned car park. Existing access from both Shenley road and Elstree Way would be improved as part of the area's redevelopment.

Existing Car Parking

- 6.24 The existing Civic Office Car Park is an important facility in supporting both local businesses and community assets. The car park is well used by visitors to the Venue Leisure Centre, IBIS hotel, the Ark Theatre and the Civic Offices, as well as their employees. It is also used by members of the public and employees working within and visiting the Elstree Way Corridor and Borehamwood town centre. The existing car parking arrangement will remain in the long term. Should the area be redeveloped during the latter part of the regeneration of the corridor, following the development of sites on the south side of Elstree Way, car parking provision will be retained (likely in a multi or decked facility) on the site, given the importance of maintaining convenient access to local community assets.
- 6.25 The Council will encourage opportunities for shared use of parking, for example offices and residential uses might share parking because the peak levels of use do not coincide, provided adequate attention is given at the design stage and management arrangements are fully considered.

Design

- 6.26 A range of options exist for the design and arrangement of car parking including courtyards, undercroft and semi-basement parking. Hertsmere Borough Council's Planning and Design Guide SPD provides further guidance on the design, layout and access arrangements for car parking. Designers are required to consider

this guidance and pay careful consideration to the design of car parking to ensure parking is considered within the design of any new development.

Amenity Space in New Developments

- 6.27 Amenity space and landscaped areas can enhance the appearance of a development as well as provide spaces people can use for informal leisure and recreation.
- 6.28 Hertsmere Borough Council's Planning and Design Guide outlines amenity space requirements and allows scope for a more flexible approach in respect of higher density schemes within the town centres and the EWC. The AAP has been prepared to provide clear and consistent guidance, and for this reason specific minimum residential amenity levels for the EWC have been established. The amounts should be exceeded wherever possible and where there is scope to provide additional space the Council will expect this to be achieved.
- 6.29 As the EWC amenity standards are discounted, further discounts on the required amount for new parking are not appropriate. The Planning and Design Guide will be updated to represent this change as part of its planned refresh.
- 6.30 The type and amount of amenity space is dependent on the type of development and the number of bedrooms. Private useable amenity space can be either communal, allocated to individual units or a combination of these two options. The Council will resist proposals where the amenity space is of a size or shape that are not suitable for such use and enjoyment.
- 6.31 Developers should consider how the space is provided, and this is very much dependent on the orientation, design, layout and density.

Table 3: Minimum Levels of Amenity Requirement

Type	Beds	Minimum requirement
Flat	1	5 sqm
Flat	2	7 sqm
Flat	3	9 sqm
Flat	4	11 sqm
House	1	40 sqm
House	2	60 sqm
House	3	60 sqm

Materials

- 6.32 High quality materials will help to reinforce the character and identity of the Corridor, both in respect of new residential development, public buildings and public areas. The materials used in new development should not necessarily reflect those which they replace but should respond in a creative and innovative way to the existing setting and context. Too many different materials should be avoided.
- 6.33 A limited range of materials can be used to achieve a variety of treatments. Materials must be of a high quality that weather attractively over long periods of time. Exposed or untreated concrete and breeze blocks should be avoided and are not appropriate for frontage onto Elstree Way.

Internal Residential Floorspace Standards

- 6.34 The Council wishes to ensure that all new homes are of a high quality, both externally and internally. The internal size and layout of new homes should ensure that the needs of occupants can be accommodated; an element of flexibility should also be possible, should these needs change over an occupant's lifetime. Hertsmere Borough Council's Planning and Design Guide SPD provides internal space guidance. New residential development within the AAP area is expected to achieve these minimum internal guidelines.

Safety & Security

- 6.35 Adherence to good design principles can help towards creating a better and more secure environment. People's perception of a secure environment can vary.
- 6.36 The presence of people can discourage crime and anti-social behaviour. Front entrances and windows that face onto the public realm and onto courtyard amenity/parking areas help create an environment that feels safer and reduces the potential for crime. Busy movement routes heighten people's sense of safety by providing natural surveillance through pedestrian and vehicular activity. Routes should also lead to a defined destination.
- 6.37 When people view public space as their own, they begin to take responsibly for it. Places can be designed to foster a sense of ownership, mutual protection and belonging. Clearly defining the public, private and semi-private space is important to give residents a sense of ownership.
- 6.38 Defensible space is the space over which users of nearby buildings are able to maintain effective levels of supervision and control. While types of defensible space may differ between locations, the principle remains the same. A buffer zone can be used between a public space and the building edge. This can be also used to provide a physical barrier to allow occupiers on the ground floor privacy and security. Developers should seek to ensure that 'Secured by Design' principles are incorporated within all schemes.

Open Space and Play Areas

- 6.39 Residential developments that incorporate open space and play areas need careful consideration as they could become a focus of anti-social behaviour. Play areas should be close to the properties they serve and overlooked by windows - but far enough away to avoid noise nuisances.

Waste and Recycling

- 6.40 Purpose built waste and recycling bin storage facilities must be considered early on in the design process and not provided as an 'add-on'. Communal recycling facilities should be located strategically with new community facilities and/or in the local centre. Again, these facilities should be sensitively designed into the development using more innovative where possible, for example, below ground storage facilities.

7 Delivery and implementation

Presumption in Favour of Sustainable Development

- 7.1 In accordance with the NPPF, this Plan is based upon and reflects the presumption in favour of sustainable development. Policy SP2 of the Core Strategy expresses how the presumption will be applied locally within Hertsmere.

Delivery mechanisms

- 7.2 It is expected that a combination of delivery mechanisms will be used to deliver the EWC as envisaged through the AAP.
- 7.3 As the proposed development requires the re-provision of a number of public facilities, it is highly likely that a development partner approach will be favoured for a phase or series of phases of development. Such an approach would allow the comprehensive development of the corridor or parcels of the development. This involves a lead organisation (not necessarily the landowner) submitting the application and guiding it through the planning process, including the negotiation of s106 obligations. The organisation would then act in the role of 'development manager' in relation to the exercise of development activity with the development of houses undertaken by separate house builders procuring serviced plots, and the 'development manager' ensuring that infrastructure is delivered so that standards and restrictions are observed.

- 7.4 An incremental development approach whereby development is brought forward on a plot by plot basis is highly likely. Development following this approach must be consistent with policies within the AAP and Core Strategy. Applications for development not in accordance with the AAP or coming forward in a fragmented manner will be refused.

Developer contribution

- 7.5 Developers and landowners of sites within the AAP will need to work in partnership with each other and also with Hertsmere Borough Council in delivering the AAP.
- 7.6 There will be limited public funding for new infrastructure during the plan period and the whilst other grant funding or pump-priming will be sought, the Council will seek to ensure that new development within the AAP area contributes to the provision of an overall network of improved infrastructure as proposed in the AAP.
- 7.7 Strategic infrastructure within the AAP will be funded through private sector development. Funding will be secured through Section 106 agreements and potentially through a Community Infrastructure Levy (CIL). If the Council decides to adopt a CIL approach then each site will be subject to the charging schedule and the Council will be able to pool CIL contributions from a group of sites, or from all sites, towards the cost of the required infrastructure.

Policy EWC10: Developer Contributions

In advance of the Hertsmere CIL, s106 planning obligations will be used to ensure the delivery of key infrastructure and to mitigate the impact of development. Contributions will be pooled towards infrastructure improvements that benefit all developments in the EWC area, including improvements to the road surface transport network, walking and cycling routes and facilities, implementation of an extension to the CPZ, public realm and open spaces.

The s106 Planning Obligations SPD includes provision for contributions for public realm improvements in the Elstree Way Corridor. This will be continued through our Community Infrastructure Levy (CIL). Improvements to the road surface transport network will be our priority in negotiating planning obligations.

- 7.8 This AAP identifies the infrastructure which will be required to unlock strategic sites and deliver the EWC Vision. The infrastructure identified in table 4 is not the only infrastructure that will be required. Neither are development receipts or a potential CIL levied on the AAP strategic sites the only development contributions which could be pooled towards delivering the development plan vision for the area.
- 7.9 The AAP does not attempt to determine a Section 106, tariff or potential CIL level for the AAP area and strategic sites. The AAP makes a positive contribution towards this process by identifying the critical and essential infrastructure that are required, the phasing of when it is required, the key agencies who are responsible for helping to secure this infrastructure and the potential development trajectory which is both unlocked by, and could potentially contribute towards, delivering this infrastructure.
- 7.10 If a developer or landowner wishes to bring forward a site for development in advance of a CIL or similar approach, then the Council will need to ensure that the site has contributed fairly and reasonably towards the costs of infrastructure which is required to unlock the site and deliver the vision and objectives of the AAP.

8 Monitoring and Review

8.1 Monitoring of the AAP will form part of the Annual Monitoring Report that the council produces. The objectives and policies contained in this AAP will therefore be monitored every year to check the progress of the plan. This will also ensure that we are delivering sustainable development and that the policies are working as intended.

8.2 Where necessary, as a result of this monitoring process, a review of specific sections of the AAP will be undertaken to ensure that the objectives are achieved.

Section	Monitoring indicator	Monitoring Threshold	Possible actions	Policy
Development Framework	Development of affordable Housing.	If the provision of affordable housing as a proportion of overall housing development falls below the target advocated in the AAP (35%)	Assessment of development viability to consider the impact of affordable housing, planning obligation and CIL.	EWC1
	Housing Delivery	Council will assess whether sites are brought forward individually or comprehensively	Review implementation of policy. Reassessment of AAP development potential and design requirements.	EWC2
Land Use Strategy	a. Completed housing development. b. Density of development.	a. Council will monitor completions and commitments to ensure that an appropriate level of dwellings are coming forward. b. If development consistently fails to achieve the densities envisaged per zone.	a. Review development viability, and the land market within the area. b. Review design requirements, including development densities and heights; amenity space	EWC3
	Development dwelling mix	If the provision of mixture of dwelling sizes is disproportionate, in relation to Borough dwelling mix targets.	Review implementation of policy.	EWC4
	Support and provision of community facilities.	100% of developments are expected to make provision or support new and improved community facilities.	Where developments fail to meet the threshold the Council will review the implementation of policy and development viability in EWC.	EWC5

Section	Monitoring indicator	Monitoring Target	Possible actions	Policy
Movement Framework	Implementation of connectivity improvements.	The Council will monitor the progress of the Implementation of connectivity improvements.	If the planned transport and accessibility improvements are not forthcoming, or development is failing to deliver funding the necessary works. The Council will review development viability, and seek grant funding where available.	EWC6 EWC7
Design Strategy	Conformity to ascribed building heights.	Developments are expected to be in general conformity with expected building heights.	Where developments are allowed which exceed the target the Council will assess the impact of heights across the AAP and review design requirements.	EWC8
	Parking Requirements.	Developments to meet parking standards set out in EWC9	Review implementation of policy.	EWC9
Delivery and Implementation	Monitoring of specific contributions to initiatives set out in policy.	100% of developments to provide appropriate level of developer contributions (s106).	Monitoring of the finances requested and collected.	EWC10

Appendix 1 – Development Activity

- A1.1 The EWC is focused around the A5135 Elstree Way. The Corridor is located on the edge of Borehamwood town centre and forms a link between the town centre and the Elstree Way Employment Area. Figure A2 shows the EWC in the context of the town centre. The AAP comprises the sites between the Manor Road / Studio Way roundabouts to the east and the Tesco roundabout to the west.
- A1.2 The EWC and immediate surrounds include a wide range of civic, educational and employment uses. The predominant uses to the west of Studio Way and Bullhead Road are public services, which gives the area a sense of identity. In the wider area, there are a variety of employment and commercial activities. In recent years an element of residential development has been allowed on vacant sites within and adjacent to the corridor.
- A1.3 The built environment is relatively unremarkable, with few landmarks and a majority of buildings of modest architectural merit. Low and medium rise development, setbacks and parking forecourts all contribute to a poor sense of enclosure, unclear public realm and limited street activity.
- A1.4 The EWC comprises a number of buildings and sites owned and operated predominantly by public sector agencies. Many of these agencies are in the course of reviewing their service and floorspace requirements. Additionally many of the current buildings are dated and of poor design and functionality.
- A1.5 Since the Council published the Elstree Way Planning and Design Brief Supplementary Planning Guidance in 2003 a number of significant developments have come forward within the Corridor. A series of residential developments have come forward or are in the process of coming forward on sites adjacent to the EWC. While some developments are outside of the EWC redline boundary they impact upon the corridor in terms of character, perception and infrastructure.
- A1.6 In addition, planning permission has been granted for the construction of a new Borehamwood Village Hall on Shenley Road. The new multi-purpose facility will provide a new base for the town's library, the Elstree and Borehamwood Museum, community support project and a community hall. The site will provide the opportunity for the relocation of Borehamwood library from the EWC. The new facility is due for completion in Autumn 2013.

Table A1. Development Activity within the EWC

Development	Description	Former use
Ibis Hotel	122 bedroom six storey hotel	Cleared site
Foster House	114 residential units, mix of 1 and 2 bed apartments, six storey (plus an undercroft and roof terrace)	Office building
Oaktrees, former Oaklands College Site	125 residential units, comprising 100 flats in 3 four storey blocks and 25 town houses in 6 two and a half to three storey blocks. 9 x 1 bed flats, 91 x 2 bed flats or apartments, 16 x 3 bed townhouses and 9 x 4 bed townhouses, and college building	College campus
Studio Plaza	85 residential units, mix of 1 and 2 bed apartments, 2, 3 and 4 bed houses.	Office building
Gemini House	172 residential units, mix of 1-4 bed flats and 3 bed houses Part two and part six storey buildings.	Light industrial building

Development Activity on adjacent sites

Development	Description	Former use
Horizon One	130 residential units, consisting of 96 apartments in three 5 storey blocks, 34 town houses and 158 parking spaces. Permission granted subject to S106	Office building

Appendix 2 – Policy Context

Supplementary Planning Guidance

A2.1 In 2003 the Council published the Elstree Way Planning and Design Brief Supplementary Planning Guidance. The purpose of the SPG was to provide a design led framework for redevelopment of the corridor. The SPG provided a series of principles to be considered as a material consideration in the determining of planning applications. Upon adoption the AAP will replace the SPG.

Elstree Way Feasibility Study and Transport Study

A2.2 In recent years a number of developments have emerged in a piecemeal way, which poorly relate to other built forms.

A2.3 The need to deliver a comprehensive EWC resulted in key landowners commissioning a development feasibility and transport study by Colin Buchanan and Partners for a housing-led regeneration of the corridor.

A2.4 The aim of the study was to prepare a viable master plan scenario for the redevelopment of the EWC. The study undertook a baseline analysis and consultation with key stakeholders, Colin Buchanan developed three spatial development options (Options 1, 2 and 3) to test ways of re providing the public service facilities and regenerating the EWC area.

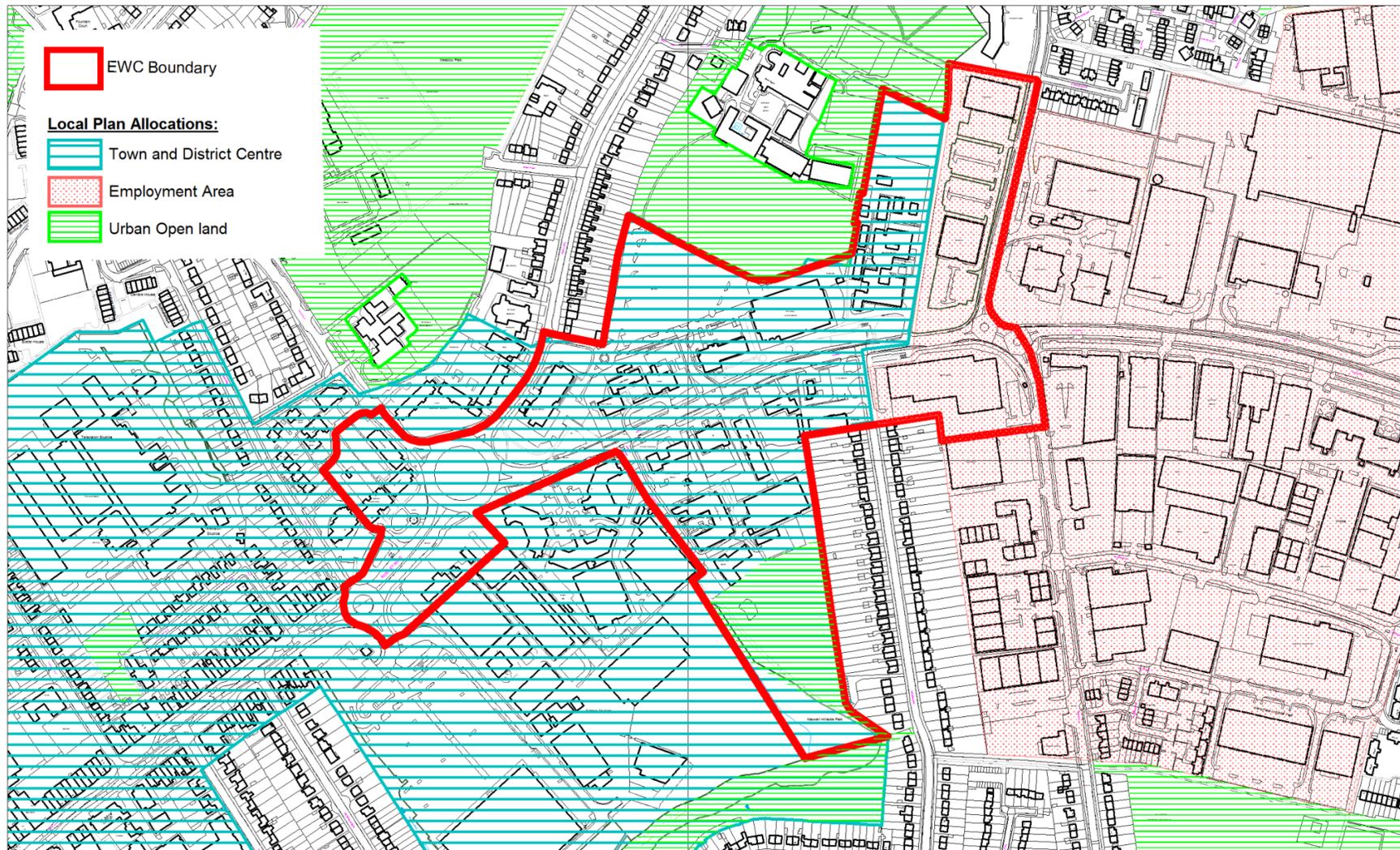
A2.5 The key stakeholders selected a preferred option for more detailed viability testing and design development.

- A2.6 A development model was used to test viability and inform the development of the option into a concept master plan. Three iterations of preferred option were tested using a development viability model.
- **Option 1A:** Baseline scheme - Urban corridor with variety of densities: This baseline option includes between 650 and 700 residential units, with total residential floor space of approximately 60,000 sq.m.
 - **Option 1B** – Baseline scheme - Alternative development phasing: This option has the same spatial form and density as Option 1A, however proposes an alternative approach to development phasing.
 - **Option 1C** - Higher density urban form: This option retains the spatial structure of Option 1A, but with a higher density of residential development throughout the area, resulting in larger building footprints and additional floors. The total number of residential units is approximately 1,000, with residential floor space coming to approximately 95,000 sq.m.
- A2.7 Option 1C selected as the preferred development option. This option satisfies the strategic objectives of the study, and provides a higher density residential development offer (1,000 units) with a strong urban form. It offers:-
- the most positive development value;
 - the option most likely to be attractive to a development partner;
 - the opportunity to create a stronger, coherent identity and image for the corridor, with particular prominence given to buildings fronting Elstree Way; and
 - the opportunity to generate more footfall and activity in the corridor, adding activity and interest to the public spaces, and supporting complementary land uses.

Elstree Way Local Development Order

- A2.8 Hertsmere Borough Council adopted a Local Development Order (LDO) for the Elstree Way Employment Area on 10th February 2011, for three years. The purpose of the LDO is to extend permitted development rights for properties, which removes the need for planning applications to be made for certain types of development on commercial buildings. The LDO includes the AAP area.

Figure A2: Local Plan Allocations



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