

Plan	Extant Town Centre Policies	Recommendation
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Dacorum Borough Council

Local Plan (2004)	<p>POLICY 43 SHOPPING AREAS IN LOCAL CENTRES</p> <p>Each local centre contains a shopping area (see table below).</p> <p>In shopping areas with less than 8 shops, permission will not be granted for a change of use involving the loss of a shop use at street level. In larger shopping areas, the loss of a shop use will not be permitted at street level unless:</p> <p>(a) at least 60% of the total frontage remains in shop use, and an appropriate range of local shops remains;</p> <p>(b) the alternative use is appropriate to the commercial functioning of the area; and</p> <p>(c) non-retail uses are dispersed throughout the area.</p>	<p>The principle of this policy is supported by NPPF paragraph 23 (bullet points 1 and 3) which give local authorities support for pursuing policies to support town centre vitality and viability, and to set policies which make clear which uses will be permitted in designated centres.</p> <p>In practice though, this policy is considered too precise for modern centres, which increasingly accommodate a range of town centre uses which might not be 'shops' (e.g. estate agents or cafes). We would recommend broadening the frontage target to 'town centre uses'. In that context though, the Council may choose to increase the figure above 60%.</p> <p>By relating only to 'street level', the Policy accords with NPPF guidance on recognising the importance of residential development in the vitality of centres (usually on upper floors).</p>
Local Plan (2004)	POLICY 44 SHOPPING DEVELOPMENT OUTSIDE EXISTING CENTRES	Policy 38 has been deleted, and so the cross-referral parts of this policy are outdated.

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	<p>Shopping proposals outside defined centres will be required to demonstrate that a sequential approach to site selection has been followed in accordance with Policy 38 and that there is a need for the development in relation to:</p> <p>(a) the quantitative requirement for additional floorspace; and</p> <p>(b) the qualitative need for the facility.</p> <p>In the case of all major shopping schemes a trade capacity and impact study may be required from an applicant to assist the Council's assessment of the proposal.</p> <p>Shopping development will only be permitted outside existing centres if it meets these tests and it:</p> <p>(i) does not result in an over provision of floorspace likely to damage the main shopping hierarchy in Dacorum or adjoining Districts;</p> <p>(ii) would not seriously affect the vitality or viability of nearby town or local centres;</p> <p>(iii) would not prejudice future investment in existing centres;</p> <p>(iv) provides a necessary extension of the range and diversity of outlets available to shoppers;</p> <p>(v) is easily and safely accessible by a choice of means of transport, including passenger transport, as well as by cyclists, pedestrians and people with disabilities;</p> <p>(vi) would help reduce the need to travel.</p>	<p>The broad wording of the policy is also out-dated as it is prefaced on a requirement to demonstrate 'need'. This wording derives from a previous planning regime. The modern tests are assessment for impact and compliance with the sequential test.</p> <p>The second part of the policy is largely compliant with modern retail policy guidance as it relates to the impact test. We would recommend deleting criteria (i) as it duplicates elements of (ii) below. We would suggest replacing 'seriously affect' with 'result in significant adverse impact' under criteria (ii) in order to match the wording of the NPPF (Paragraph 27). Criteria (iii) should be expanded to relate to the impact on 'existing, committed and planned public and private investment', also in keeping with NPPF (Paragraph 26). Criteria (iv) might better relate to 'meeting local consumer choice' in line with the wording of the NPPF (Paragraph 26).</p>
Local Plan (2004)	POLICY 45 SCATTERED LOCAL SHOPS	This is a local policy which should still carry weight.

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	<p>The loss of individual local shops outside town centres and local centres to alternative uses will not be permitted unless:</p> <p>(a) there is another shop similar in use available for customers within convenient walking distance, or, in the absence of such an alternative, all reasonable attempts to sell or let the premises for shop purposes have failed; and</p> <p>(b) the alternative use complements the function and character of the area.</p> <p>Additional small local shops may be permitted in exceptional circumstances where there is a proven need.</p>	<p>The Council may wish to consider whether balancing the need for residential development is referenced as a potential exception clause in future policy wording.</p> <p>The final sentence should be amended to omit there being requirement to demonstrate a 'need', and instead refer to the requirement to demonstrate that there would be no significant adverse impact.</p>
Local Plan (2004)	<p>POLICY 46 GARDEN CENTRES</p> <p>Each proposal for a garden centre will be assessed according to the:</p> <p>(a) location of the site; (b) size of the site; (c) nature of the use; (d) amount of building; (e) traffic generation; (f) adequacy of the access; (g) parking requirement; and (h) quality of the landscaping.</p> <p>In terms of general location, a garden centre will be acceptable within a settlement where shopping is appropriate. Elsewhere in a settlement or at its edge with the countryside a garden centre may be permitted if; (i) the use is</p>	<p>This is a local policy which can still carry weight.</p>

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	<p>not intrusive; and (ii) it significantly enhances the appearance of the land. In the open countryside of the Green Belt and the Rural Area a garden centre will not be permitted except as a reuse of redundant buildings. No addition to these buildings will be permitted unless the development is very small in scale and has no detrimental effect on the character and the appearance of the countryside. An incremental increase in the amount of building will not be accepted.</p>	
Local Plan (2004)	<p>POLICY 47 AMUSEMENT CENTRES</p> <p>Each proposal for an amusement centre will be assessed in relation to:</p> <ul style="list-style-type: none"> (a) the nature of the use; (b) potential noise and disturbance to residents; (c) appearance; and (d) the location of the premises. <p>Locations outside town centres and local centres will not be accepted, nor will locations within main shopping frontages (see Policy 42).</p>	<p>The policy is partially out-dated as Policy 42 has been deleted. If the Council chooses to preserve a policy on amusement centres, the reference to 'main shopping frontages' should be updated to 'primary frontage' where they exist, or 'primary shopping area' where they do not. We would also suggest that the Council defines precisely what is meant by an amusement centre given the rise of gaming arcades, soft-play centres, trampoline parks etc., alongside more traditional amusement arcades.</p>
Local Plan (2004)	<p>POLICY 48 WINDOW DISPLAYS</p> <p>Planning permission for non-shop uses at street level in shopping areas will normally be subject to a condition requiring the provision and retention of a "shop" window display.</p>	<p>This is a local policy which can still carry weight. We would recommend replacing 'shopping areas' with either 'primary shopping area' or 'town centre boundary', depending on how widely protection is required.</p>

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Core Strategy (2013)	<p>POLICY CS16: Shops and Commerce</p> <p>The main retail hierarchy of town centres and local centres (listed in Table 5) will be strengthened by encouraging appropriate new retail development and retaining sufficient existing shops in these centres.</p> <p>New retail development will be assessed in terms of its location, scale and impact. It will be permitted if it accords with the retail hierarchy and conforms to the sequential approach. Most retail development will be directed to the town and local centres.</p> <p>Opportunities will be given to provide capacity for the following amounts of floorspace if there is demand:</p> <table border="1" data-bbox="622 818 1352 997"> <thead> <tr> <th rowspan="2">Town Centre</th> <th colspan="3">Square Metres (net)</th> <th rowspan="2"></th> </tr> <tr> <th>Comparison</th> <th>Convenience</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Hemel Hempstead</td> <td>15,500</td> <td></td> <td></td> <td>2009-2021</td> </tr> <tr> <td></td> <td>32,000</td> <td></td> <td></td> <td>2022-2031</td> </tr> <tr> <td></td> <td>47,500</td> <td>6,000</td> <td>53,500</td> <td>Total</td> </tr> <tr> <td>Berkhamsted</td> <td>6,000</td> <td>1,000</td> <td>7,000</td> <td rowspan="2">Total</td> </tr> <tr> <td>Tring</td> <td>2,500</td> <td>750</td> <td>3,250</td> </tr> </tbody> </table> <p>New retail floorspace will only be permitted outside of defined centres if the proposal complies with the sequential approach and demonstrates a positive overall outcome in terms of the impact assessment.</p> <p>Hemel Hempstead will be the main destination for comparison goods shopping, leisure, entertainment and civic and cultural activities. Other centres will provide core shopping facilities and services for their local communities.</p> <p>Development proposals that promote a diverse evening economy in the town</p>	Town Centre	Square Metres (net)				Comparison	Convenience	Total	Hemel Hempstead	15,500			2009-2021		32,000			2022-2031		47,500	6,000	53,500	Total	Berkhamsted	6,000	1,000	7,000	Total	Tring	2,500	750	3,250	<p>References to the retail hierarchy and capacity figures will need updating in line with the recommendations of our report.</p> <p>The phrase "...and demonstrates a positive overall outcome in terms of the impact assessment" implies that new retail development outside defined town centre would only be permissible if there was a positive impact. Whilst aspirational, this sets the bar too high in terms of NPPF guidance which instead requires that there is no 'significant adverse impact' on the range of factors set out in its Paragraph 26. The policy should be re-worded accordingly.</p>
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	centres will be supported provided that their social and environmental impacts are controlled.	
Site Allocations (2017)	<p>POLICY SA7: Shopping Areas in Town Centres</p> <p>Each town centre contains a key shopping area which comprises:</p> <p>(a) Primary frontage; and (b) Secondary frontage as shown on the Policies Map.</p> <p>Within the key shopping area, all new development should provide an active frontage at ground floor level, contribute to the vibrancy of the centre and promote the objectives of the relevant Place Strategy.</p> <p>In Hemel Hempstead town centre, development should comply with Policy CS33 and support the strategy for each character zone set out in the Town Centre Master Plan.</p> <p>Within primary frontages, the following uses will be permitted at ground floor level:</p> <p>(a) A1 (shops); (b) A3 (restaurants and cafes); and (c) D2 (assembly and leisure).</p> <p>Within secondary frontages, the following uses will be permitted at ground floor level:</p>	Reference to a 'key shopping area' should be updated to 'primary shopping area' to conform to NPPF guidance.

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	(a) A1 (shops); (b) A2 (financial and professional services); (c) A3 (restaurants and cafes); (d) A4 (drinking establishments); (e) A5 (hot food takeaways); (f) D1 (non-residential institutions); and (g) D2 (assembly and leisure).	

Hertsmere Borough

Core Strategy (2013)	<p>Policy CS27 Town centre strategy</p> <p>Development within the designated town, district or neighbourhood centres of Borehamwood, Potters Bar, Bushey and Radlett will be permitted provided that it maintains their primary retail function and wider role as a focus for business, leisure, cultural and other appropriate town centre uses (as defined within the NPPF). Retail activity elsewhere should be focused within local centres and parades, which will be expected to retain a core of local shopping facilities and accommodate any new retail development, commensurate to their position within the town, district and neighbourhood centre hierarchy. Proposals for main town centre uses will be considered in accordance with national planning policy set out in the NPPF, including the application of the sequential test and impact assessment as appropriate.</p>	Complies with the NPPF. No suggested changes.
Core Strategy (2013)	<p>Policy CS28 Strengthening town centres</p> <p>The retail function and vitality of designated centres will be reinforced through the designation of primary and secondary shopping frontages in</p>	If our boundary recommendations in Appendix F are accepted, then this policy will need updating to reflect the range of centres considered, as well as the primary and secondary frontages applied to

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	<p>Borehamwood and Potters Bar. There will be a focus on (A1) retail uses within the primary frontages and scope for a wider range of activities in secondary frontages, with an emphasis on a mix of (A1) retail, (A2) financial and professional services and (A3) dining-in establishments. An appropriate proportion of other uses will also be permitted in secondary frontages, including (A4) pubs and bars and (A5) take away uses, together with other appropriate arts, leisure and entertainment uses. Around the periphery of both secondary frontages and local parades, the Council will identify where any opportunities exist for residential accommodation to replace long-term vacant commercial units.</p> <p>Details of frontages and uses will be set out in the Site Allocations and Development Management DPD along with any planned measures for the Council to use compulsory purchase and other powers to address the long term neglect and abandonment of vacant commercial and other property within town centres.</p> <p>Proposals for rural diversification will be supported where they do not conflict with other policies although to protect the role of town centres, further retail development at Battlers Green Farm or further afield at the Willows Farm, will not be sought.</p>	<p>specific centres. We note that Hertsmere will be considering this matter further during the evolution of their Local Plan.</p>
Core Strategy (2013)	<p>Policy CS29 Retail and commercial development in Shenley</p> <p>Small scale retail and commercial development in Shenley should be restricted to suitable sites within existing commercial areas. Locations will be identified in the Site Allocations and Development Management DPD, based on those defined in the Shenley Parish Plan:</p>	<p>This is a local policy which remains compliant.</p>

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	<p>i) along London Road in the south east of the village; and ii) at Andrew Close and the nearby junction between London Road and Porters Park Drive (excluding the reserve school site).</p> <p>Retail and commercial development in identified locations in Shenley should be of a size and scale which primarily serves the local community rather than drawing in large numbers of visitors from further afield.</p>	
Core Strategy (2013)	<p>Policy CS30 Safe and attractive evening economy</p> <p>The Council wishes to promote a range of uses in town centres that cater for the whole community, creating a balanced evening economy including entertainment and late night retailing as well as the provision of a range of eating and drinking establishments. The quantity, type and location of A3, A4, A5 and other evening or late night uses will be controlled, having regard to other Local Plan and Development Plan Document policies, together with the aims and objectives of the Hertsmere Crime and Disorder Reduction Partnership Plan, including the need to reduce anti-social behaviour, crime and the fear of crime.</p> <p>Where new A3, A4 and A5 uses are permitted, financial contributions will be sought for related town centre improvements including additional CCTV, improved lighting and improved signage for CCTV and Alcohol Free Zones. In relation to those areas where concentrations of drinking establishments, night clubs or other evening or late night uses have caused existing anti-social problems, there will be a presumption against further consents for such uses.</p>	Complies with the NPPF. No suggested changes.

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<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM42 - Town and District Centres</p> <p>The boundaries of town and district centres are shown on the Policies Map i.e:</p> <ul style="list-style-type: none"> • Borehamwood Town Centre • Potters Bar Darkes Lane Local Town Centre • Potters Bar High Street District Centre • Radlett Watling Street District Centre • Bushey High Street District Centre • Bushey Heath High Road District Centre <p>The Council will support proposals to improve the facilities, functions and environment of these centres whenever appropriate. Specific proposals are identified on the Policies Map as follows:</p> <table border="1" data-bbox="638 903 1442 1342"> <thead> <tr> <th>Ref.</th> <th>Address</th> <th>Proposal</th> <th>Planning requirements</th> </tr> </thead> <tbody> <tr> <td>TC1</td> <td>29-59 Shenley Road and 61-71 Shenley Road, Borehamwood</td> <td>Mix of town centre uses</td> <td>Active frontages on ground floor fronting Shenley Road, consistent with the range of uses sought in secondary frontages in Policy CS28 and Policy SADM44. Upper floor(s) may be residential and/or office. Design should respect the existing pattern of development along Shenley Road. A general building height of 3 storeys is appropriate. New retail and commercial units should be serviced from the rear. Car parking should also be provided at the rear.</td> </tr> <tr> <td>TC2</td> <td>Radlett Service Station/Regency House, Former Fire Station and Burrell & Co</td> <td>Mix of town centre uses</td> <td>Retail/commercial uses on ground floor fronting Watling Street. Community uses required on part of the site to replace former community use, subject to the provisions of Core Strategy Policy CS19 Key Community Facilities. Upper floor(s) may be residential and/or office. Comprehensive redevelopment is preferred, though the site could come forward in stages. Building should not exceed two storeys fronting Watling Street, though it may be possible to utilise roof voids and/or basement space. Design should respect the character and enhance the setting of the adjacent Conservation Area. Consistent and co-ordinated design required across the whole site. Flood risk assessment required. Noise mitigation measures required for residential (and any other noise sensitive) use.</td> </tr> </tbody> </table>	Ref.	Address	Proposal	Planning requirements	TC1	29-59 Shenley Road and 61-71 Shenley Road, Borehamwood	Mix of town centre uses	Active frontages on ground floor fronting Shenley Road, consistent with the range of uses sought in secondary frontages in Policy CS28 and Policy SADM44. Upper floor(s) may be residential and/or office. Design should respect the existing pattern of development along Shenley Road. A general building height of 3 storeys is appropriate. New retail and commercial units should be serviced from the rear. Car parking should also be provided at the rear.	TC2	Radlett Service Station/Regency House, Former Fire Station and Burrell & Co	Mix of town centre uses	Retail/commercial uses on ground floor fronting Watling Street. Community uses required on part of the site to replace former community use, subject to the provisions of Core Strategy Policy CS19 Key Community Facilities. Upper floor(s) may be residential and/or office. Comprehensive redevelopment is preferred, though the site could come forward in stages. Building should not exceed two storeys fronting Watling Street, though it may be possible to utilise roof voids and/or basement space. Design should respect the character and enhance the setting of the adjacent Conservation Area. Consistent and co-ordinated design required across the whole site. Flood risk assessment required. Noise mitigation measures required for residential (and any other noise sensitive) use.	<p>The retail hierarchy will need amending in line with the recommendations of our report in Section 9.</p> <p>We consider that the local impact thresholds are appropriate given the health-check work we have undertaken.</p>
Ref.	Address	Proposal	Planning requirements											
TC1	29-59 Shenley Road and 61-71 Shenley Road, Borehamwood	Mix of town centre uses	Active frontages on ground floor fronting Shenley Road, consistent with the range of uses sought in secondary frontages in Policy CS28 and Policy SADM44. Upper floor(s) may be residential and/or office. Design should respect the existing pattern of development along Shenley Road. A general building height of 3 storeys is appropriate. New retail and commercial units should be serviced from the rear. Car parking should also be provided at the rear.											
TC2	Radlett Service Station/Regency House, Former Fire Station and Burrell & Co	Mix of town centre uses	Retail/commercial uses on ground floor fronting Watling Street. Community uses required on part of the site to replace former community use, subject to the provisions of Core Strategy Policy CS19 Key Community Facilities. Upper floor(s) may be residential and/or office. Comprehensive redevelopment is preferred, though the site could come forward in stages. Building should not exceed two storeys fronting Watling Street, though it may be possible to utilise roof voids and/or basement space. Design should respect the character and enhance the setting of the adjacent Conservation Area. Consistent and co-ordinated design required across the whole site. Flood risk assessment required. Noise mitigation measures required for residential (and any other noise sensitive) use.											

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	<p>New development must also accord with Policy CS27 in the Core Strategy, including the need for impact assessments. In particular the Council will require the submission of an impact assessment for retail, office and leisure proposals in excess of:</p> <ul style="list-style-type: none"> a) 2,500 square metres on the edge of Borehamwood Town Centre; b) 1,000 square metres elsewhere in Borehamwood; and c) 500 square metres on the edge of a Local Town Centre, or District Centre or anywhere else in the Borough. 	
<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM43 - Primary Frontages</p> <p>In the primary shopping frontages (defined on the Policies Map) the Council will seek to ensure that class A1 (retail shops) predominate in ground floor units. A development proposal which reduces the combined proportion of class A1 and A2 retail uses at ground floor level below 70% within that centre's primary frontage will not be permitted.</p> <p>Changes of use which will result in any loss of class A1 (retail shops), or A2 (financial and professional services) uses will only be permitted where it can be demonstrated that:</p> <ul style="list-style-type: none"> (i) the development proposal supports the overall retail function of the primary frontage and, in the case of class A3 uses within key shopping areas, does not lead to an over-concentration of such units within the primary frontage; and (ii) the site has been effectively marketed for class A1 and/or A2 uses. 	<p>We provide justification for considering omitting primary and secondary frontages from a number of smaller centres in our introduction to Appendix F. If our recommendation was adopted, then the Council could replace 'primary shopping frontages' with 'primary shopping area', and adapt this policy accordingly.</p> <p>Our survey work found that there was a limited evening economy in Borehamwood in particular., The Council should consider, therefore, whether maintaining a 5% restriction on A4 and A5 establishments on the primary frontage is suitable. The policy is absolute at the moment, and it may be helpful to add a marketing clause for long-term vacant units, or wording around exceptional circumstances to provide for any site specific cases</p>

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	<p>Proposals for class A4 (drinking establishments) and A5 (hot food takeaways) uses will not be permitted if the combined proportion of these two types of uses exceeds 5% within primary frontages in Borehamwood, Radlett and Potters Bar; or exceeds 10% within primary frontages in Bushey Village and Bushey Heath.</p> <p>Development proposals for betting shops and pay-day loan shops will not be permitted if they result in an over-concentration of these uses within any primary frontage. Development proposals for uses with a non-active frontage at ground floor level will also not be permitted in primary frontages.</p>	to be made.
Site Allocations and Development Management Policies Plan (2016)	<p>Policy SADM44 - Secondary Frontages</p> <p>In the secondary shopping frontages (defined on the Policies Map) the Council will seek to maintain and encourage class A1 (retail shops), A2 (financial and professional services) and A3 (restaurants and cafes) uses in ground floor units.</p> <p>Changes of use which result in any loss of class A1 (retail shops), A2 (financial and professional services), or A3 (restaurants and cafes) uses will only be permitted where it can be demonstrated that the development proposal does not undermine the overall retail character of the secondary frontage.</p> <p>Proposals for other main town centre uses, including A4 (drinking establishments), A5 (hot food takeaway) and D2 (assembly and leisure) will be permitted where they would not harm the vitality or viability of the frontage and the centre generally, and would not lead to an over-concentration of such uses. New uses will be expected to maintain an active frontage at street level.</p>	Complies with the NPPF. No suggested changes.

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	<p>Development proposals will not be permitted if they will result in an over-concentration of betting shops and pay-day loan shops within any secondary frontage.</p>	
<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM45 - Smaller Centres, Parades and Individual Shops</p> <p>The Council will, as far as possible, protect class A1 shops within the following designated areas: Local Centres, Key Neighbourhood Parades, Neighbourhood Centres, Neighbourhood Parades, and Individual Shops.</p> <p>Where consent is required, however, proposals that would result in the loss of a shop will be permitted provided:</p> <ul style="list-style-type: none"> (i) in the case of a Neighbourhood Centre, local residents would still have access to a range and choice of essential shops within reasonable walking distance; (ii) in the case of a Neighbourhood Parade, there is more than one class A1 use remaining unless there is clear evidence to demonstrate that there is no demand for the continued class A1 use and the unit has been marketed effectively for such use; (iii) in the case of Individual Shops, there is clear evidence to demonstrate that there is no demand for the continued class A1 use and the unit has been marketed effectively for such use. 	<p>Complies with the NPPF. No suggested changes.</p>

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<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM46 - Controlling Non-Retail Uses</p> <p>Applications for non-A1 retail uses within the Borough's key shopping areas (defined in Table 3 Shopping Hierarchy) will be permitted where it can be demonstrated that:</p> <ul style="list-style-type: none"> (i) the nature of the use would not have a significant detrimental impact on the functioning of the centre, parade or frontage and the local area generally; (ii) the concentration or clustering of such uses would not have a significant detrimental impact on the functioning of the centre, parade or frontage and the local area generally; (iii) the proposal would not result in unacceptable levels of noise, odours, traffic, parking demand, general disturbance or disorder and nuisance; and (iv) the proposal would not have an unacceptable negative impact on the retail image of the area in which it is located. <p>Outside of key shopping areas, applications for non-A1 retail uses will be permitted provided that the proposal would not result in unacceptable levels of noise, odour, traffic, parking demand, general disturbance, or disorder and nuisance.</p> <p>Where the proposal is for a hot food takeaway (use class A5), and the premises would be clearly visible from any entrance or access point to a secondary school, it must be demonstrated that the proposed use would not undermine any existing or proposed healthy eating policy at that school.</p>	<p>Complies with the NPPF. No suggested changes.</p>

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<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM47 - Night-time and Evening Uses</p> <p>Applications for evening economy uses, including entertainment, late night retailing and eating and drinking establishments will be permitted where:</p> <ul style="list-style-type: none"> (i) the proposal supports the creation of a balanced evening economy; (ii) the likely effects of the proposal, whether individually or cumulatively, would not result in unacceptable impacts in terms of noise, traffic, parking, signage and lighting, general disturbance or problems of disorder and nuisance; (iii) the design of the development is acceptable, as it relates to public safety, crime prevention and the reduction of anti-social behaviour; (iv) arrangements are agreed for mitigating pollution, including noise, odours and emissions; (v) the proposal incorporates access arrangements for people of all ages and abilities; (vi) adequate levels of parking and public transport would be available during the hours of operation; and (vii) the day-time use would not detract from the character and amenity of the surrounding shops and services (i.e. by providing a blank frontage due to closure during the day rather than maintaining an active street frontage). 	<p>Complies with the NPPF. No suggested changes.</p>

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<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM48 - Opportunities for Residential Use</p> <p>The change of use to residential accommodation of ground floor premises will be permitted if:</p> <ul style="list-style-type: none"> (i) the unit is long term vacant; (ii) there is clear evidence to demonstrate that there is no demand for continued retail or commercial use; (iii) the unit has been marketed effectively for such use; (iv) the site is either outside any designated Key Shopping Area (ref. Table 3: Shopping Hierarchy) or at the outer periphery of a designated Secondary Frontage and would not create or perpetuate a break in the active frontage; (v) local residents would still have access to a range and choice of essential shops and services within the centre or parade, or within reasonable walking distance; (vi) in the case of neighbourhood centres and parades and individual shops it is not the last remaining A1 use; (vii) the use of the unit for residential purposes is consistent with the function and character of the area; (viii) the design of the new frontage is of a high standard which both meets the needs of future occupiers and is sensitive to the appearance of nearby shop 	<p>Key Shopping Areas were introduced by the Council in order to bring some Permitted Development applications within planning control. Table 3 in SADM identifies Key Shopping Areas and Paragraph 7.12 explains their importance. We have reviewed these and would endorse the approach adopted.</p>

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	<p>fronts; and</p> <p>(ix) high quality self-contained residential accommodation with a high standard of amenity for occupiers would be provided, consistent with other policies and standards relating to housing and design.</p>	
<p>Site Allocations and Development Management Policies Plan (2016)</p>	<p>Policy SADM49 - Shop Fronts</p> <p>Permission will be granted for well-designed shop fronts which respect the street scene and follow the guidance set out in the Planning and Design Guide SPD.</p>	<p>Complies with the NPPF.</p> <p>Our work has highlighted instances of poor shop frontages in Potters Bar, Radlett, Bushey and Bushey Heath. Cross-reference to the SPD is therefore welcome.</p>

Three Rivers District

<p>Core Strategy (2011)</p>	<p>CP7 Town Centres and Shopping</p> <p>Where there is an identified need for new town centre development, Town and District centres will be the focus for this development. Retail development will specifically be directed to within the Primary Frontages of these centres.</p> <p>Proposals for new town centre and shopping development will be considered taking into account:</p> <p>a) The location of the proposed development with preference given to centrally located and accessible areas, served by a range of transport modes including public transport</p> <p>b) The impact of development on the viability and vitality of existing centres</p>	<p>This policy is out-dated in a number of aspects:</p> <p>The first line explains that there should be an identified 'need' for town centre development. Demonstrating a need is not necessary under NPPF 'town centres first' approach.</p>
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	<p>and local shops</p> <p>c) The appropriateness of the type and scale of development in relation to the centre and its role, function, character and catchment area.</p> <p>The hierarchy of retail centres and their established character and diversity will be maintained through:</p> <p>d) Protecting and enhancing the vitality and viability of the retail cores of the town and district centres by generally resisting the loss of Class A1 retail uses particularly within their Primary Frontages</p> <p>e) Promoting uses which are complementary to the Primary Frontages, normally within adjoining Secondary Frontages</p> <p>f) Taking account of the contribution of non-retail uses to the vitality and viability of centres, having regard to market conditions and impacts on local amenity</p> <p>g) Protecting and enhancing existing Local Centres and other local shops which cater for local day-to-day needs</p> <p>h) Resisting any future out-of-town retailing that would adversely affect existing centres.</p> <p>Projected increases in expenditure and population will be accommodated and should be spread between all centres so that each becomes increasingly self-sufficient in the provision for day-to-day needs, so reducing the need to travel.</p>	<p>The phrase 'new town centre and shopping development' would ideally be replaced with 'main town centre uses' in order to comply with NPPF phraseology.</p> <p>Criterion h) should be updated to explain that out-of-centre development would only be permitted whereby the sequential test was passed, and it was demonstrated that there was no significant adverse impact on designated centres.</p> <p>The floorspace capacity forecasts will be updated in line with the recommendations of our report.</p> <p>We consider that criterion k) is likely to be too prohibitive. The Council should determine any application on its own merits, and within the framework set down in NPPF Paragraphs 26-27.</p>

Plan	Extant Town Centre Policies	Recommendation
	<p>This means providing additional comparison (non-food) floorspace, equating to a net gain of around 2,000 square metres by 2021. The target provision over forthcoming five-year periods will be broadly as follows:</p> <p>i) 1050 square metres by 2016 j) 950 square metres between 2016- 2021.</p> <p>These targets will be reviewed regularly and amended in light of new evidence in relation to forecast expenditure and population. Proposals that would result in provision over and above these targets will be considered on their merits taking into account their appropriateness in scale and function to the relevant centre.</p> <p>With regard to convenience (food) shopping:</p> <p>k) Proposals for any major convenience (food) floorspace (over 1,000 sq metres) over the Plan period will generally be resisted</p> <p>l) Smaller scale local convenience stores coming forward will be considered on their merits taking into account the criteria listed above.</p>	
<p>Site Allocations Local Development Document (2014)</p>	<p>POLICY SA4: RETAIL ALLOCATIONS</p> <p>Retail development will be acceptable in principle within the identified shopping hierarchy of centres:</p> <ul style="list-style-type: none"> • The Town Centre at Rickmansworth • The District Centres at South Oxhey, Abbots Langley and Chorleywood 	<p>The policy is broadly NPPF compliant. However, reference to there being a requirement to demonstrate 'need' should be omitted from the out-of-centre component. Instead, this should be replaced by a requirement to conform to the sequential and impact tests.</p>

Plan	Extant Town Centre Policies	Recommendation
	<ul style="list-style-type: none"> • The Local Centres at Croxley Green (Watford Road and New Road) and Mill End (Moneyhill Parade) • The Local Shops (local shopping parades, groups and individual shops across settlements within the District). <p>Shop fronts and displays should be appropriate to the character and function of the area.</p> <p>Within identified Primary Frontages, the loss of class A1 retail uses will generally be resisted.</p> <p>Within the identified Secondary Frontages, the retention of retail will be encouraged. Uses complementary to the Primary Frontages will be encouraged.</p> <p>Identified Local Centres and Local Shops will be protected and enhanced where they are catering for local day-to-day needs. The retention of retail uses will be encouraged. Uses complementary to the Local Centre and Local Shops will be encouraged.</p> <p>Applications for new retail development outside the identified centres will only be considered if the applicant has established that there is a need for the development and that there is no suitable and viable site likely to become available within or on the edge of the existing centres that could satisfactorily accommodate the development.</p> <p>In all locations proposals for new retail development, involving gains and/or losses, will be considered taking into account its accessibility, its impact on existing centres and appropriateness of the type and scale of development. New shopping facilities will be encouraged where they are supported by up to</p>	

Plan	Extant Town Centre Policies	Recommendation				
	<p>date evidence of need, where they contribute to the vitality and viability and general economic well-being of the area and where they do not impact detrimentally on existing centres.</p>					
St Albans District						
<p>Local Plan (1994)</p>	<div style="border: 1px solid black; padding: 10px;"> <p style="text-align: center;">POLICY 51 SHOPPING AND SERVICE USES, OVERALL STRATEGY</p> <p>The Council's overall strategy towards shopping and service uses is based on the following points:</p> <p>(i) Existing Centres. The Council will seek to maintain and enhance the vitality and viability of existing centres. Limited additional shopping development may be permitted where consistent with Policies 52-55. This includes the possibility of a department store in St. Albans City Centre (see Policy 52). The scale and nature of shopping proposals shall not detract from the character of conservation areas and will reflect the following hierarchy:</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> <p>a) Minor Sub-Regional Centre St. Albans City Centre</p> </td> <td style="width: 50%; vertical-align: top;"> <p>b) Minor District Centre Harpenden Town Centre</p> </td> </tr> <tr> <td style="vertical-align: top;"> <p>c) Neighbourhood Centres NC.1 Southdown (Harpenden) NC.2 Redbourn NC.3 Wheathampstead NC.4 Verulam Estate (St. Albans) NC.5 Fleetville (St. Albans) NC.6 The Quadrant, Marshalswick (St. Albans) NC.7 London Colney</p> </td> <td style="vertical-align: top;"> <p>d) Local shopping facilities (including local centres and village shops) see Policy 55;</p> </td> </tr> </table> <p>Continued on page 90</p> </div>	<p>a) Minor Sub-Regional Centre St. Albans City Centre</p>	<p>b) Minor District Centre Harpenden Town Centre</p>	<p>c) Neighbourhood Centres NC.1 Southdown (Harpenden) NC.2 Redbourn NC.3 Wheathampstead NC.4 Verulam Estate (St. Albans) NC.5 Fleetville (St. Albans) NC.6 The Quadrant, Marshalswick (St. Albans) NC.7 London Colney</p>	<p>d) Local shopping facilities (including local centres and village shops) see Policy 55;</p>	<p>Given the age of the policy, we assume that a new policy will be constructed in the emerging Local Plan. The hierarchy approach remains valid. Reference to a desire to attract a new department store is likely to have passed with time, though could remain an objective.</p>
<p>a) Minor Sub-Regional Centre St. Albans City Centre</p>	<p>b) Minor District Centre Harpenden Town Centre</p>					
<p>c) Neighbourhood Centres NC.1 Southdown (Harpenden) NC.2 Redbourn NC.3 Wheathampstead NC.4 Verulam Estate (St. Albans) NC.5 Fleetville (St. Albans) NC.6 The Quadrant, Marshalswick (St. Albans) NC.7 London Colney</p>	<p>d) Local shopping facilities (including local centres and village shops) see Policy 55;</p>					

Plan	Extant Town Centre Policies	Recommendation
	<div data-bbox="640 323 1041 738" style="border: 1px solid black; padding: 10px;"> <p style="text-align: center;">POLICY 51 (Cont.)</p> <p>(ii) <u>Service uses</u> will be permitted in existing centres as long as proposals do not detract from the shopping role of these centres (<i>see Policy 57</i>);</p> <p>(iii) <u>Major retail development outside existing town centres.</u> Policy 58 proposes retail warehousing on the gas works site and a supermarket in Hatfield Road, St. Albans and states that out-of-town shopping may be permitted at Barnet Road, London Colney. Any other schemes will be permitted only if the criteria in Policy 58 are complied with.</p> </div>	

Plan	Extant Town Centre Policies	Recommendation																																																															
Local Plan (1994)	<p style="text-align: center;">POLICY 52 SHOPPING DEVELOPMENT IN ST. ALBANS CITY CENTRE</p> <p>Within the St. Albans City Centre Inset Map area, shopping proposals will be assessed against Policy 46 (car parking) and the following points:</p> <p>(i) Major new shopping development (over 1,500 sq. metres gross) will generally be refused apart from the proposed retail warehousing at the gas works site (see Policy 58). However, an exception to this policy may be made if the proposed redevelopment would result in significant improvement to the quality of shopping in the City Centre, including a department store on an environmentally suitable site. Land at the Civic Centre may become available for such redevelopment (see Policy 116, site 2E);</p> <p>(ii) Small scale retail development (under 1,500 sq. metres)</p> <p>a) Proposed sites. Small scale retail development (or service uses where consistent with Policy 57) will generally be permitted on the sites listed below and shown on the Inset Map:</p> <table border="1" data-bbox="689 619 1317 917"> <thead> <tr> <th>REF.</th> <th>LOCATION</th> <th>DETAILED GUIDANCE</th> </tr> </thead> <tbody> <tr> <td>S.1</td> <td>10-28 Catherine Street</td> <td>Policy 115, site 1B</td> </tr> <tr> <td>S.2</td> <td>Drovers Way (rear of 61-77 St. Peters St)</td> <td>Policy 116, site 2A</td> </tr> <tr> <td>S.3</td> <td>Drovers Way (rear of 25-47 St. Peters St)</td> <td>Policy 116, site 2B</td> </tr> <tr> <td>S.4</td> <td>15 Victoria Street (former Queensway)</td> <td>Policy 116, site 2D</td> </tr> <tr> <td>S.5</td> <td>1B-3B London Road</td> <td>Policy 118, site 4A</td> </tr> <tr> <td>S.6</td> <td>Coupers, 21/23 London Road</td> <td>Policy 118, site 4B</td> </tr> <tr> <td>S.7</td> <td>Godfrey Davis, 29 London Road</td> <td>Policy 118, site 4C</td> </tr> <tr> <td>S.8</td> <td>61-63 Lattimore Road & 80, 80A Victoria St</td> <td>Policy 120, site 6A</td> </tr> <tr> <td>S.9</td> <td>1-3 Victoria Parade, Victoria Street</td> <td>Policy 120, site 6B</td> </tr> <tr> <td>S.10</td> <td>100 & 118 London Road (frontage of Marlboro Motors)</td> <td>Policy 121, site 7A</td> </tr> <tr> <td>S.11</td> <td>113-117 London Road & 1-6 Francis Court</td> <td>Policy 121, site 7D</td> </tr> <tr> <td>S.12</td> <td>Drovers Way (rear of 61-67 St. Peters Street)</td> <td>Policy 116, site 2F</td> </tr> </tbody> </table> <p>b) Within defined frontages, Small scale retail development will generally be permitted within the frontages listed below and shown on the Inset Map:</p> <p>Primary Shopping Frontages</p> <table border="1" data-bbox="689 986 1019 1284"> <tbody> <tr> <td>PSF 1</td> <td>3-37 Chequer Street</td> </tr> <tr> <td>PSF 2</td> <td>2A-38 Chequer Street</td> </tr> <tr> <td>PSF 3</td> <td>Christopher Place (inner courtyard only)</td> </tr> <tr> <td>PSF 4</td> <td>3-21 French Row</td> </tr> <tr> <td>PSF 5</td> <td>1-13 George Street</td> </tr> <tr> <td>PSF 6</td> <td>18-28 George Street</td> </tr> <tr> <td>PSF 7</td> <td>The Maltings</td> </tr> <tr> <td>PSF 8</td> <td>1-37 Market Place</td> </tr> <tr> <td>PSF 9</td> <td>6-38 Market Place</td> </tr> <tr> <td>PSF 10</td> <td>1-57 St. Peters Street</td> </tr> <tr> <td>PSF 11</td> <td>2-20 High Street</td> </tr> <tr> <td>PSF 12</td> <td>3-33 High Street</td> </tr> </tbody> </table> <p>Continued on page 92</p>	REF.	LOCATION	DETAILED GUIDANCE	S.1	10-28 Catherine Street	Policy 115, site 1B	S.2	Drovers Way (rear of 61-77 St. Peters St)	Policy 116, site 2A	S.3	Drovers Way (rear of 25-47 St. Peters St)	Policy 116, site 2B	S.4	15 Victoria Street (former Queensway)	Policy 116, site 2D	S.5	1B-3B London Road	Policy 118, site 4A	S.6	Coupers, 21/23 London Road	Policy 118, site 4B	S.7	Godfrey Davis, 29 London Road	Policy 118, site 4C	S.8	61-63 Lattimore Road & 80, 80A Victoria St	Policy 120, site 6A	S.9	1-3 Victoria Parade, Victoria Street	Policy 120, site 6B	S.10	100 & 118 London Road (frontage of Marlboro Motors)	Policy 121, site 7A	S.11	113-117 London Road & 1-6 Francis Court	Policy 121, site 7D	S.12	Drovers Way (rear of 61-67 St. Peters Street)	Policy 116, site 2F	PSF 1	3-37 Chequer Street	PSF 2	2A-38 Chequer Street	PSF 3	Christopher Place (inner courtyard only)	PSF 4	3-21 French Row	PSF 5	1-13 George Street	PSF 6	18-28 George Street	PSF 7	The Maltings	PSF 8	1-37 Market Place	PSF 9	6-38 Market Place	PSF 10	1-57 St. Peters Street	PSF 11	2-20 High Street	PSF 12	3-33 High Street	<p>Re-constructed policy in the new Local Plan should refer to the terminology of the NPPF, particularly with regard to Paragraphs 26 and 27. Reference should be made to a town centred first approach, with development outside town centres only being acceptable where it can be demonstrated that the sequential test is passed and that there exist no significant adverse impacts.</p> <p>The Council could consider introducing distinct town centre policies for St Albans and Harpenden. Each has its own specific character and challenges, summarised in our health-checks and at Section 9 of the main report.</p>
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Plan	Extant Town Centre Policies	Recommendation
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Watford Borough

<p>Core Strategy (2013)</p>	<p>Policy TLC 1 Retail and Commercial Leisure Development</p> <p>Watford town centre will remain the main focus for; comparison goods shopping within the primary shopping area, leisure, entertainment, civic and cultural activities. Development proposals within the town centre which have the principle of “family friendliness” at their heart will be encouraged.</p> <p>Whilst it is expected that most of the additional floor space identified in Table 3 will be delivered on sites within the primary shopping area it is accepted that some of the floor space will be delivered at other SPAs such as at Watford Junction SPA, the Lower High Street SPA, Western Gateway SPA and the Health Campus SPA, subject to the proposals being of an appropriate scale of development and to there being no significant adverse impact on the vitality and viability of the town centre or planned investment at Charter Place.</p> <p>The retail capacity forecast figures set out in Table 3 provide broad guidance only and will be updated from time to time, subject to the provisions of national policy in terms of the sequential test and impact assessment.</p> <p>New leisure and cultural facilities will be acceptable in principle within the town centre. Facilities may also be acceptable at identified edge of centre locations and the Watford Junction SPA subject to there being no significant adverse impact on the vitality and viability of the town centre or planned investment at Charter Place.</p> <p>To maintain and enhance existing social and cultural venues in the town centre that provide all formal and informal cultural and leisure activities: the loss of an</p>	<p>Complies with the NPPF. No suggested changes.</p>
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Plan	Extant Town Centre Policies	Recommendation
	<p>existing facility will be resisted unless it can be demonstrated that the facility is no longer needed, or it can be established that the services provided by the facility can be served in an alternative location or manner that is equally accessible by the community.</p> <p>Development in and around the town centre will need to contribute towards improving town centre accessibility and reducing the impact of the ring road.</p> <p>Proposals for new retail floorspace outside the town centre will only be permitted in accordance with the impact and sequential test approach set out in SS1.</p>	
Core Strategy (2013)	<p>Policy TLC 2 Neighbourhood Centres</p> <p>To promote the sustainability of neighbourhood centres, where appropriate, new residential development will be required to make a positive contribution to each neighbourhood, enhancing local character and improving the range and accessibility of local facilities. The following principles will be applied to determine the appropriate scale of development for a particular neighbourhood:</p> <ul style="list-style-type: none"> • For residential proposals within or adjacent to a neighbourhood centre, slightly higher residential densities will be allowed, to enhance the viability and integration of the centre, and to reflect its accessibility. • All proposals will be considered as part of a design-led approach appropriate to each centre, reflecting the character and scale of each centre. The council will encourage its partners to support the network of 	Complies with the NPPF. No suggested changes.

Plan	Extant Town Centre Policies	Recommendation
	<p>centres in planning and delivering their own service provision, and seek improved public transport provision and provision for walking and cycling, as well as sufficient short-term parking provision.</p> <p>Where opportunities exist to strengthen and enhance existing neighbourhood centres, development should contribute to meeting the future needs of the local community. Details of facilities needed to support new development in the Watford Junction and Western Gateway SPAs can be found in Chapter 5.</p> <p>The vitality of neighbourhood centres will be protected and where possible enhanced; this will be achieved in the following ways:</p> <ul style="list-style-type: none"> • through encouraging a range of local facilities in the neighbourhood centres; • to control the balance of A1 and other uses through development management policies; and • through working with partners to manage issues around derelict and vacant properties. <p>Where opportunities arise to strengthen the existing neighbourhood centre network through the provision of enhanced convenience floor space proposals, which can be demonstrated do not threaten the vitality and viability of existing retail facilities, these will be encouraged.</p>	
Core Strategy (2013)	<p>Policy SS 1 Spatial Strategy (Extract)</p> <p>Retail, Leisure and Culture Retail, leisure and cultural facilities to support Watford's regional role will be focused in the town centre with an appropriate</p>	<p>The capacity figures will need to be updated in line with our study.</p>

Plan	Extant Town Centre Policies	Recommendation
	<p>level of additional facilities in the Special Policy Areas (as defined in the Special Policy Area policies) and in neighbourhood centres.</p> <p>Within the next 5 years the council seeks delivery of a net additional 10,000 sqm comparison floorspace within the town centre at Charter Place, and a 2,500 sqm (net convenience floorspace) supermarket at Ascot Road within SPA6 Western Gateway.</p> <p>New retail floor space of all types in excess of 1,000 sqm (and in excess of 2,500 sqm net convenience floorspace in SPA6) and extensions to existing stores in excess of 200 sqm will only be permitted outside the primary shopping area of the town centre if:</p> <p>a. (other than in relation to proposals set out in the policies for SPA2, SPA4 and SPA6) the proposal complies with the sequential test and</p> <p>b. (in relation to all proposals) it does not have a significant adverse impact on the vitality and viability of the town centre or the planned Charter Place investment in the town centre.</p>	<p>We support the local thresholds for Watford Town Centre. The Council may also wish to consider specific guidance for Watford North.</p>