

5 RETAIL AND TOWN CENTRES

5.1 Introduction

- 5.1.1 The population of the Borough has a wide choice of shopping facilities both within and immediately outside the Borough's. In recent years, after a period of considerable expansion of both in town and out of town facilities, a general hierarchy has formed with each of the town centres catering for different levels of expectation. At the same time, town centres, which in some instances have found the number of Class A1 units reducing, have become centres for social and leisure activities whilst still retaining a strong retail element. The Borough Council's intentions in general are to maintain the balance of facilities provided in each centre and to encourage new uses and developments which enable the centres to maintain their viability and vitality related to their position in the local retail hierarchy.
- 5.1.2 After a period of considerable growth of out of town leisure and retail activities in the County as a whole, there is now clear guidance from Government to concentrate again on town centre provision wherever possible. In the new era of sustainable development it is not seen as appropriate to replace elements of retail provision away from a town centre, unless there is clear evidence of need, be that quantitative or qualitative, and no reasonable expectation of suitable alternative locations either within or adjacent to the established centres.

5.2 Objectives

- 5.2.1 In accordance with PPS6 Town Centres and Retail Developments, Ministerial Statements and the Hertfordshire County Structure Plan Review 1991-2011, the Council has identified the following objectives for its retailing and town centres policies:
- (i) To sustain and enhance the vitality and viability of town centres.
 - (ii) To establish a hierarchy of town, district and neighbourhood centres to assist consideration of proposals appropriate to the particular centre's position in the hierarchy.
 - (iii) To focus retail development in locations which facilitate competition from which all consumers are able to benefit and which maximise the opportunity to use means of transport other than the car.
 - (iv) To encourage the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

5.3 Policy background.

- 5.3.1 PPS 6 provides for a "sequential approach" for new development under which new retailing should first be considered in town and district centres. Under this sequential approach, if no reasonable site is available within the centre, the search would then widen to edge of centre locations and finally, if it is demonstrated there

are still no suitable locations, an out of town location that is accessible by a choice of means of transport. Since the publication of PPS6, interpretation of policy has been clarified by ministerial statement to confirm that in all cases on sites on edge-of-town centres and out-of-town centres the need for new retail development must be demonstrated.

- 5.3.2. PPS6 also encourages diversity of use of town centres in recognition of their changing status and the transfer of a major element of retailing to other locations which has already occurred. Paragraph 2.18 states:

"Town centres contain, and should retain a wide range of uses that need to be accessible to a large number of people, including employment, shopping, offices of local and central government, leisure and entertainment, hospitals and higher education. Thus, although retailing should continue to underpin such centres, it is only part of what ensures the health of town centres".

- 5.3.3 The Hertfordshire County Structure Plan, in deference to PPS6, seeks to

- Promote the vitality and viability of town centres;
- Reduce traffic generation;
- Create a viable retail hierarchy; and
- Ensure that where out of town developments are permitted they contribute to the overall sustainability objectives of the Plan.

- 5.3.4 The County Council, through Policy 16 of the Structure Plan, has established a hierarchy of centres, again as suggested in PPG6, to guide development and promote town and other centres in accordance with their status within the hierarchy. This affects their general ability to attract business without compromising the viability and vitality of other established centres. With regard to Broxbourne, the Structure Plan identifies Hoddesdon and Waltham Cross as town centres but leaves other centres for identification in the Local Plan.

- 5.3.5 The Borough Council, in seeking to assess the current situation and provide a basis for judgment of development proposals during the Plan period, has commissioned a study on retail floor space requirements (Vincent & Goring, Assessment of Retail Floor Space Requirements in Broxbourne 1991-2006). The report concludes:

- That the current volatility of the market makes prediction of demand beyond 2006 difficult.
- That, up to 2006, there is no quantitative need for additional new floor space over and above current commitments, which are estimated at 15 000 sq. metres.
- That, due to changing retail requirements and aspirations in the period up to 2006, there may be justification for further development in qualitative

terms. This means that additional floorspace may be required to enhance the range and quality of retail provision.

- 5.3.6 In the light of the conclusions reached in respect of predictions post-2006, a further study will be commissioned at the appropriate time to re-assess quantitative need, if any, beyond 2006.
- 5.3.7 The Borough Council recognizes the popularity of Brookfield Farm and Retail Park and the continuing likely future importance of this area to the economy of the Borough. It is, however, concerned to improve the sustainability of the centre by promoting public transport provision and introducing a substantial amount of housing, in addition to its established objectives of providing built leisure and some additional retailing in the form of retail warehousing. The Council has therefore decided that consideration of this area as an entity in its own right is essential. Accordingly, Greater Brookfield is addressed separately in the next chapter. The overall amount of retail floor space to be provided there and its allied requirements will, however, be considered in accordance with the general policies set out in this chapter.

5.4 Hierarchy of Town and Local Centres

- 5.4.1 The Borough Council, in accordance with the requirements of PPG6 and the principles established in Policy 16 of the Structure Plan, has carried out a survey of all town and retail centres having particular regard to their status in relation to one another and to the larger retail centres beyond the Borough boundary which are used extensively by the local population. New proposals for retail development will be permitted only within the town and other centres listed in para 5.13, unless otherwise provided for elsewhere in this Plan (Greater Brookfield.) The grant of permission will depend upon the appropriateness of that development to the particular location or centre and where appropriate, subject to contributions for environmental and other enhancements as identified in the Community Plan. It will be noted that the retail element of Greater Brookfield is not included in the hierarchy established by Policy 16 of the Structure Plan, nor in the list at para 5.13. This is because the scale and nature of that Centre, which now exhibits many of the characteristics of a sub-regional centre but without the size necessary to put it in this category, makes it difficult to place it in the hierarchy. Accordingly, new retail development in Greater Brookfield is not subject to Policy RTC1 but to the policies contained in the Greater Brookfield chapter.
- 5.4.2 The Borough Council has also identified core frontages within Waltham Cross and Hoddesdon town centres where there will be a presumption in favour of the retention and enhancement of the primary retail function and where other uses will be restricted to ensure the maintenance of the primary retail function.
- 5.4.3 Where relevant, developer contributions will be sought for environmental enhancement and community safety and to improve sustainable transport, infrastructure and services as may be identified in the Community Plan

RTC1 HIERARCHY OF TOWN AND LOCAL CENTRES

- (I) THE COUNCIL WILL PERMIT NEW RETAIL DEVELOPMENT WITHIN THE TOWN AND DISTRICT CENTRES THAT IS COMPATIBLE WITH THEIR FUNCTION AND POSITION WITHIN THE RETAIL HIERARCHY SET OUT IN PARAGRAPH 5.13 SUBJECT TO POLICY RTC4.
- (II) RETAIL DEVELOPMENT WILL NOT BE PERMITTED ELSEWHERE IN THE BOROUGH UNLESS OTHERWISE PROVIDED FOR IN THIS PLAN OR WHERE :
 - (a) A QUALITATIVE AND/OR QUANTITATIVE NEED CAN BE DEMONSTRATED WHICH IS NOT ADEQUATELY MET WITHIN THE BOROUGH AT PRESENT: AND
 - (b) FOLLOWING A SEQUENTIAL TEST, IT IS DEMONSTRATED THAT THE LAND AND PREMISES REQUIREMENTS OF DEVELOPMENT CANNOT BE PHYSICALLY ACCOMMODATED WITHIN EXISTING CENTRES OR ON EDGE OF CENTRE SITES OR THE EXISTING CENTRES CANNOT ACCOMMODATE THE DEVELOPMENT WITHOUT DAMAGE TO THEIR HISTORIC OR ARCHITECTURAL CHARACTER OR OVERALL ENVIRONMENT:
 - (c) THE PROPOSALS WOULD NOT HAVE A MATERIAL ADVERSE IMPACT UPON THE VITALITY AND VIABILITY OF TOWN, DISTRICT AND LOCAL CENTRES:
 - (d) THE DEVELOPMENT ACCORDS WITH THE CRITERIA SET OUT IN POLICY RTC4
- (III) PLANNING PERMISSION WILL BE GRANTED FOR PROPOSALS WHICH SEEK TO RETAIN AND/OR ENHANCE THE PRIMARY RETAIL FUNCTION OF THE CORE FRONTAGES OF WALTHAM CROSS AND HODDESDON TOWN CENTRES AS SHOWN ON MAPS

5.5 The role of town centres

- 5.5.1 A town centre fulfils a number of roles and has a mixture of uses, which contribute to its character and vitality. Shopping (both convenience and comparison) is the main use and a town centre's primary function, which should be maintained. However, finance, cultural and entertainment, leisure, and other services, also have a role to play in adding to the vitality and viability of a town centre. Additionally, residential use is seen as increasingly important in contributing to the regeneration of town centres. The Council recognises, however, that measures must be in place to minimise the anti social behaviour which can be associated

with certain town centre uses such as public houses, night clubs and take-away's if residential amenity commensurate to a town centre location is to be maintained. Policies within this chapter therefore encourage more flexibility of use of some parts of the town centres whilst recognizing the importance of safeguarding amenity.

- 5.5.2 The Local Plan identifies core areas within both Hoddesdon and Waltham Cross town centres, as shown on the supporting maps and where there will be a presumption in favour of the retention and enhancement of the primary retail function. Outside the core area's a wider range of uses will be considered.
- 5.5.3 It is important that fear of crime and concerns about personal safety should not deter people from using town centres. The Council will therefore work with the police and other agencies to ensure that safety issues are addressed. Other initiatives which the Council is undertaking which contribute to the health and liveliness of the Borough's town centres include the operation of markets on Wednesdays and Fridays in both Hoddesdon and Waltham Cross. A farmers' market may also be established.

Hoddesdon Town Centre

- 5.5.4 Although the overall retail economy of the Borough is healthy, Hoddesdon town centre is an exception. The Tower Centre, in particular, continues to under achieve. The Tower Centre has therefore been excluded from the core area as the continuing high level of vacant units demonstrates that it is clearly not performing a core retail function. The Council considers that allowing greater flexibility of use of The Tower Centre and the remainder of Hoddesdon town centre outside the core area will increase the opportunities to utilise vacant units and enliven the town centre overall.

Waltham Cross Town Centre

- 5.5.5 The Council believes that there is scope for greater improvement in Waltham Cross town centre beyond the environmental enhancement and traffic management scheme which was undertaken during the timescale of the last Local Plan. The opening of the bus station and proposals for environmentally enhancing the Pavilion will also help to improve the town centre. Local Plan policies will allow greater flexibility in uses outside the core area of Waltham Cross in line with PPG6, in order to maintain the existing vitality and viability of this centre.

5.6 Health and Vitality of Town and District Centres

- 5.6.1 The 1999 assessment of town, district and other retail centres shows a generally high level of occupancy and a generally healthy mix of uses and therefore attractiveness. Nevertheless, in the light of the volatility of the market and anticipated continuing changes in retail patterns, the Borough Council will continue to monitor carefully the performance of each centre. This will enable proper consideration of new proposals and assist in predicting imminent changes which

may affect the economy of a centre and the maintenance of its position in the hierarchy.

5.6.2 Despite the generally healthy state of the Borough's retail centres, considerable public interest was expressed with regard to town centres in the responses to the Key Issues public consultation exercise which was undertaken in Spring 2000. The Council is therefore committed to preparing Town Centre Frameworks for both Hoddesdon and Waltham Cross. The objectives of the Town Centre Frameworks will be:

- (a) To maintain the role of these town centres by retaining and improving their shopping status, improving accessibility to facilities and recognising the potential role of public transport;
- (b) To encourage a diversification of uses by utilising vacant units, and encouraging development of under used areas;
- (c) To improve safety and security of public areas; and
- (d) To achieve a higher level of environmental improvement.

5.6.3 The Town Centre Frameworks will be produced as Supplementary Development Documents to this Plan and will be the subject of public consultation in due course. The Council recognises that the support of businesses, shoppers, shopkeepers, leisure providers, residents and other interest groups will be essential to their successful implementation. The town centre frameworks will provide the basis for the Council's co-ordinated investment in, and development of, the town centres and for making decisions on planning and other applications. The frameworks will:

- (a) Seek to maintain and improve retail provision in the core areas;
- (b) Seek to identify specific areas where particular uses or mixes of uses appropriate to the town centres will be encouraged and where appropriate restricted;
- (c) Seek to secure additional environmental and physical amenity improvements within the town centre areas;
- (d) Integrate with the relevant sections of the Council's other strategies – the Community Plan, economic development strategy, leisure strategy, cultural strategy, crime and disorder strategy and local Agenda 21 strategy;
- (e) Recognise the contribution of particular uses, like restaurants, pubs, markets, leisure and other community uses to the vitality and viability of town centres, particularly during the evening, and seek ways to ensure that such activities do not detract from the amenities of nearby residential areas.

- (f) Seek to ensure that both town centres are accessible by most forms of public transport with ease of internal movement for all sectors of the community.
- (g) Set out proposals for the regeneration of under-used and low performing areas within the town centres;
- (h) Give consideration to community safety.
- (i) Give consideration to cleansing and maintenance; and
- (j) Maintain and enhance the historic character of each town centre.

RTC2 VITALITY AND VIABILITY OF TOWN AND DISTRICT CENTRES

IN ORDER TO ASSIST THE MAINTENANCE AND/OR IMPROVEMENT OF THE VITALITY AND VIABILITY OF THE BOROUGH'S TOWN AND DISTRICT CENTRES (AS DEFINED IN THE SHOPPING CENTRE HIERARCHY SET OUT IN POLICY RTC1 AND SHOWN ON THE PROPOSALS MAP) THE COUNCIL WILL:

- (a) PREPARE TOWN CENTRE FRAMEWORKS FOR HODDESDON AND WALTHAM CROSS.
- (b) SEEK TO ENSURE AN APPROPRIATE RANGE OF USES IN CHESHUNT OLD POND DISTRICT CENTRE.

5.7 New Development in Town and District Centres

- 5.7.1 All new development within the town and district centres will be assessed against a range of criteria. Additionally, where the Council considers that new development (both retail and non-retail) justifies a contribution towards town or district centre enhancement, having regard where appropriate to the objectives of the relevant Town Centre Framework, contributions may be sought to physical works such as landscaping and street furniture, to enhance security measures, and to waste and recycling facilities. All measures will be intended to benefit the town centre by making it a more attractive place for shoppers, residents, visitors and investors. Supplementary Planning Guidance associated with the Town Centre Framework will set out the priorities for contributions together with criteria against which eligibility for contribution can be tested in accordance with the advice in Circular 1/97.
- 5.7.2 The Council will work in partnership with owners, private developers, businesses, retail and leisure providers to bring forward sites suitable for redevelopment within the town centres.

RTC3 DEVELOPERS' CONTRIBUTIONS

ALL PROPOSALS FOR DEVELOPMENT WITHIN THE HIERARCHY OF SHOPPING CENTRES (AS LISTED PARA 5.13) WILL BE DETERMINED HAVING REGARD TO THE OBJECTIVES OF THE TOWN CENTRE FRAMEWORKS AND THE COUNCIL'S COMMUNITY PLAN WHERE APPROPRIATE, AND POLICY RTC4. WHERE APPROPRIATE DEVELOPER CONTRIBUTIONS WILL BE SOUGHT FOR ENVIRONMENTAL ENHANCEMENT AND COMMUNITY SAFETY SCHEMES AND MEASURES TO IMPROVE SUSTAINABLE TRANSPORT, INFRASTRUCTURE AND SERVICE.

RTC4 CRITERIA FOR ASSESSING NEW RETAIL PROPOSALS

IN CONSIDERING PLANNING APPLICATIONS FOR NEW RETAIL DEVELOPMENTS WITHIN THE HIERARCHY OF SHOPPING CENTRES, THE BOROUGH COUNCIL WILL HAVE REGARD TO THE FOLLOWING CRITERIA:

- (a) THE MASSING, SCALE, LAYOUT AND APPEARANCE MUST BE COMPATIBLE WITH, AND WHERE POSSIBLE, ENHANCE THE CHARACTER OF THE CENTRE OVERALL AND ITS FUNCTIONS.
- (b) THE DEVELOPMENT SHOULD BE WELL RELATED TO PUBLIC TRANSPORT FACILITIES, MAKING PROVISION FOR SUCH FACILITIES WHERE RELEVANT.
- (c) ADEQUATE ACCESS FACILITIES AND ARRANGEMENTS FOR SERVICE VEHICLES MUST BE PROVIDED;
- (d) CAR PARKING MUST BE PROVIDED IN ACCORDANCE WITH THE STANDARDS SET OUT SECTION 9.7 OF THE LOCAL TRANSPORT CHAPTER.

5.8 Non-Retail Uses in Town, District and Other Centres

5.8.1 Since the adoption of the 1994 Plan, there has been a steady increase in non-retail uses in the retail centres of the Borough. It is considered likely that this trend will continue into the Plan period. In assessing the future viability of the centres, the Council must consider the possible cumulative impact such changes of use may have on each centre's ability to perform effectively its retail function.

5.8.2 Past policy has aimed to direct non-retail uses, in the main, to secondary shopping frontages, with tighter control exercised within the primary frontages. Nevertheless, primary retail frontages have not been immune from Class A2 and A3 development but the control exercised appears to have been reasonably successful in both Waltham Cross and Hoddesdon, inasmuch as these two centres have a lower incidence of non-retail uses within their core frontages than elsewhere in the designated centres.

5.8.3 In Cheshunt Old Pond, however, there is little difference in the incidence of non-retail uses between the primary and secondary shopping frontages but the centre

continues to function successfully in terms of its vitality and viability. In Hoddesdon town centre, however, notwithstanding the application of similar policies as in Cheshunt Old Pond, the overall situation with regard to primary shopping frontages shows that, due mainly to the impact of the Tower Centre, the incidence of vacant units is much higher than anywhere else in the Borough. In the light of this assessment, the Borough Council has re-designated "core frontages" in the two town centres and provided a policy to assist in the retention of retail uses at a level compatible with the town centres' position in the hierarchy and to ensure there is no over-dominance of non-retail uses on the "core frontages".

5.8.4 Beyond the core frontages of Hoddesdon and Waltham Cross, the intention is to allow non-retail uses appropriate to the function of the particular district or neighbourhood centre or local parade. The Council is aware that insistence upon the retention of retail uses in these areas is not always effective in ensuring that uses appropriate to the provision of local facilities occurs. There is evidence that insistence upon retaining a retail use does not always assist local people. There are plenty of examples of "specialist shops" such as model shops, fire and burglar alarm shops etc. located within individual shop units and in shopping parades where the Council cannot exercise control between types of uses within Class A1. However, where the Council has control, i.e. when planning permission is required for change of use, the approach will be to examine the benefit of the proposal in terms of a service to the local community. The Borough Council will continue to promote provision of local retail uses to ensure, wherever possible, a reasonable range of facilities is available to the immediate population but will take a broader view on the overall service to the local community that can be provided through some non-retail uses. This approach is consistent with the advice contained in PPG6.

5.8.5 To assist this, maps showing the centres and parades are included in this plan. Individual shops are not listed or shown but consideration of their local importance will continue to be assessed against Policy RTC4. The exception to this will be at some locations along the A1170, which is the old main road from London to Cambridge. Historically, sporadic retail and related uses have occurred along almost the entire length of the road through the Borough, with a range of centre types tending to merge, making, on occasions, identification of a particular centre difficult and shops at poor locations. Recent changes to retail patterns have led to many retail units along the road falling out of uses or changing to equally inappropriate and often isolated service uses still dissipating the attractiveness of the more obvious centres of retail development. The Council's intention through the application of Policy RTC4 is to consolidate retail and service uses within the centres and parades identified on the Inset Map and, wherever possible, to encourage alternative appropriate uses, primarily residential, at other locations. Non-retail uses considered appropriate in town centres and also in the lesser centres will include the following (though this list is not necessarily exhaustive):

- Financial and professional services - banks, building societies, local solicitors, accountants, betting offices, etc. (Class A2).

- Office use - other than financial and professional (Class B1a).
- Catering establishments - restaurants, takeaways, wine bars, public houses, cafes etc. (Class A3, A4 and A5).
- Indoor recreation and leisure.
- Social and community uses - library, health facilities, public toilets, etc.
- Hotels - including guest houses and other forms of overnight accommodation.
- Residential – mainly above ground floor but may be appropriate at street level on occasions.
- Car parking and public transport facilities.

5.8.6 Where non-retail uses are sought within the core frontages of Hoddesdon and Waltham Cross town centres, the proposals will be considered in accordance with Policy RTC5. Elsewhere, the development will be considered in accordance with Policy RTC6. In all cases, the impact of the proposed development upon the vitality of the centre, the range of services provided for the local community and on amenity will be considered.

RTC5 NON-RETAIL USES WITHIN CORE FRONTAGES OF HODDESDON AND WALTHAM CROSS TOWN CENTRES

- (I) WITHIN THE CORE FRONTAGES OF TOWN CENTRES IN HODDESDON AND WALTHAM CROSS, CHANGE OF USE TO NON-RETAIL USES WILL NOT BE PERMITTED UNLESS:
- (a) THE RETAIL PRESENCE IN THE CORE FRONTAGE OF THE CENTRE REMAINS AT NOT LESS THAN 60% OF TOTAL FRONTAGE LENGTH; AND
 - (b) NO OVER CONCENTRATION OF NON-RETAIL USES WILL OCCUR IN ANY ONE PART OF THE CORE FRONTAGE LIKELY TO RESULT IN THE DECLINE OF THE RETAIL FUNCTION OF THAT PART OF THE TOWN CENTRE; AND
 - (c) THE PROPOSED USE WILL HAVE NO MATERIAL ADVERSE IMPACT, WHETHER CUMULATIVE OR INDIVIDUALLY, ON THE AMENITY OF OTHER USES IN RESPECT OF NOISE, FUMES, SMELLS AND GENERAL ACTIVITY GENERATED BY THE PROPOSED USE.
- (II) A RELAXATION OF CRITERIA (a) AND (b) MAY BE ACCEPTABLE WHERE:

- (a) IT CAN BE DEMONSTRATED THAT A UNIT HAS REMAINED VACANT FOR A CONSIDERABLE PERIOD;
- (b) THE UNIT HAS PROVED CONSISTENTLY UNATTRACTIVE TO RETAIL USERS; AND
- (c) THERE IS DOCUMENTARY EVIDENCE IN SUPPORT OF THE APPLICATION DEMONSTRATING THE ABOVE CONDITIONS.

RTC6 NON-RETAIL USES OTHER THAN IN CORE TOWN CENTRE FRONTAGES

IN TOWN CENTRES, OUTSIDE THE CORE FRONTAGES, IN DISTRICT NEIGHBOURHOOD AND LOCAL CENTRES AND PARADES IDENTIFIED IN SECTION 5.13 AND SUPPORTING MAPS, AND IN RESPECT OF INDIVIDUAL SHOPS, THE COUNCIL WILL SEEK WHEREVER POSSIBLE, TO RETAIN OPPORTUNITIES FOR A BROAD RANGE OF CONVENIENCE SHOPS SERVING THE DAY TO DAY NEEDS OF LOCAL SHOPPERS.

- (I) PROPOSALS FOR CHANGE OF USE TO NON-RETAIL USES WILL BE PERMITTED PROVIDED:
 - (a) THE PROPOSED USE WOULD SUPPORT THE OVERALL VITALITY OF LOCAL RETAIL AND OTHER SERVICES; AND
 - (b) THERE IS NO MATERIAL IMPACT UPON RESIDENTIAL AMENITY; AND
 - (c) IT CAN BE DEMONSTRATED THAT A UNIT HAS REMAINED VACANT FOR A CONSIDERABLE PERIOD AND HAS BEEN MARKETED BUT IS UNLIKELY TO BE RE-USED FOR RETAIL PURPOSES IN THE MEDIUM TERM.
- (II) IN RESPECT OF RETAIL AND OTHER COMMERCIAL SERVICES USES ALONG THE A1170 OUTSIDE THE CENTRES IDENTIFIED ON THE INSET MAPS, THE COUNCIL WILL SUPPORT AND ENCOURAGE CHANGE OF USE OUT OF INAPPROPRIATE RETAIL OR OTHER COMMERCIAL USE IN FAVOUR OF RESIDENTIAL RE-USE.

5.9 Class A3 and Similar Uses (A4, A5)

- 5.9.1 There has been a considerable increase in the number of Class A3 and similar uses within the shopping centres and parades of the Borough. The Council recognizes the importance of these uses to the overall vitality of centres and the need to cater for the demand of the local population to have ready access to social and leisure facilities such as pubs and restaurants. These uses can help to encourage activity in retail areas that would otherwise be empty after shopping

hours. Evening uses can also help reduce the fear of crime. Consideration will therefore be given to the extent to which the activity generated by a proposed use will benefit an area having regard to the recommendations of local crime and disorder surveys. The role and importance of A3 uses is recognized in PPS6 but it also cautions against an over-concentration where such uses could impact adversely upon other uses, primarily residential, in terms of high levels of late night activity and noise. Therefore, it is essential that a reasonable balance is maintained between the provision of a use led by market demand and the need to protect amenity.

- 5.9.2 The revised Use Classes Order 1987 describes A3, A4 and A5 as restaurants and cafes, A4 drinking establishments and as sale of hot food or off the premises. The Class therefore contains a wide range of uses having considerable variation of impact upon local amenity but giving the Council little control over change from one use to another within the Class. The Council considers that such a change can result in a significant increase in disturbance to the surrounding area, in terms of numbers of customers, noise, traffic generation, etc. Whilst one use within the Class may be appropriate, another may not. Similarly, in some locations vehicular traffic attracted by a takeaway food shop may cause a hazard to other road users or nuisance to residents. In these and other comparable circumstances the Council will require details of the use proposed, the intended hours of operation, the layout of the premises, fume extraction systems and, in relation to public houses, bars and other entertainment uses, a noise impact assessment. In appropriate circumstances, the Council may, when granting permission for a Class A3, A4 or A5 use, impose appropriate conditions restricting the use within the Use Class or limiting the operation in order to minimise any adverse environmental or traffic impact.

RTC7 PROPOSALS FOR CLASS A3 AND SIMILAR USES

- (I) APPLICATIONS FOR CLASS A3, A4 and A5 AND OTHER SIMILAR USES OR ENTERTAINMENT USES MAY NOT BE PERMITTED WHERE:
- (a) THE USE WOULD GIVE RISE TO SUBSTANTIAL TRAFFIC MOVEMENTS; AND
 - (b) THE USE WOULD GIVE RISE TO EXCESSIVE ON-STREET PARKING DEMAND DETRIMENTAL TO HIGHWAY SAFETY; AND
 - (c) THERE WOULD BE A MATERIAL ADVERSE EFFECT UPON THE AMENITY OF RESIDENTIAL AND OTHER OCCUPIERS BY REASON OF NOISE, SMELLS AND GENERAL DISTURBANCE GENERATED BY THE PROPOSED DEVELOPMENT.

5.10 Shop Fronts and Business Fascias

- 5.10.1 Since the appearance of shop fronts is a predominant element in the street scene of the town, district and other centres of the Borough, it is important to control their

scale, character and overall effect in general. The policy refers not just to shop fronts but to any business or other premises with a frontage on to the street where control of appearance is necessary so as to establish an appropriate balance between commercial interests and environmental quality. In the case of alterations to shop fronts etc. on listed buildings great care will need to be exercised to ensure that the character and appearance of the building are preserved or enhanced. Historic or shop fronts of local importance must be retained. Proposals relating to listed buildings will be considered, not only in accordance with Policy RTC 8 below, but also with policies relating to listed buildings in the Heritage and Design chapter.

RTC8 SHOP FRONTS

PROPOSALS FOR NEW, OR ALTERATIONS TO SHOP FRONTS IN EXISTING BUILDINGS, MUST SATISFY THE FOLLOWING CRITERIA:

- (a) THERE MUST BE RESPECT FOR THE SCALE, PROPORTION, CHARACTER AND MATERIALS OF CONSTRUCTION OF THE UPPER PART OF THE STRUCTURE AND, WHERE RELEVANT, THE ADJOINING BUILDINGS AND THE STREET SCENE IN GENERAL; AND
- (b) THE PROPOSAL SHOULD NOT LEAD TO THE ENLARGEMENT OF WINDOWS TO UPPER FLOORS FOR DISPLAY PURPOSES; AND
- (c) THE PROPOSAL MUST ENSURE THAT SHOP FRONTS OF HISTORIC, LOCAL OR ARCHITECTURAL INTEREST ARE RETAINED AND, IF NECESSARY, REPAIRED.

RTC9 SHOP AND BUSINESS FASCIAS

IN ASSESSING APPLICATIONS FOR FASCIA SIGNS, THE BOROUGH COUNCIL WILL CONSIDER THE FOLLOWING CRITERIA:

- (a) NEW OR REPLACEMENT FASCIAS SHOULD BE IN PROPORTION TO THE SCALE AND STYLE OF THE BUILDING AND SYMPATHETIC TO THE GENERAL SCALE OF FASCIAS IN THE IMMEDIATE VICINITY; AND
- (b) COMMON FASCIAS SHOULD NOT LINK TWO BUILDINGS OF SEPARATE ARCHITECTURAL IDENTITIES; AND
- (c) ON SINGLE BUILDINGS SERVING TWO OR MORE SHOP UNITS THERE SHOULD BE A COMMON FASCIA DEPTH.

5.11 Residential Uses in Town Centres

- 5.11.1 PPG3 seeks to encourage greater provision of residential accommodation in town centres, recognising that a 24 hour human presence is an essential ingredient to ensuring the vitality of urban areas. Increasing the amount of residential

accommodation within the urban areas of Hertfordshire has also been identified by the County Council as an essential part of its Urban Renaissance programme. The Borough Council will accordingly seek to maximise opportunities for residential development within Broxbourne's town centres in line with these key policy strategies. Greater detail is provided in the Housing Chapter. To achieve a reasonable standard of internal residential environment, the Council will seek to ensure that, wherever possible, development meets the minimum requirements set out in supplementary planning guidance.

RTC10 RESIDENTIAL USE IN TOWN CENTRES

THE COUNCIL WILL SUPPORT THE PROVISION OF RESIDENTIAL ACCOMMODATION, INCLUDING AFFORDABLE/SPECIAL NEEDS HOUSING, IN TOWN CENTRES THROUGH:

- (a) RETENTION OF EXISTING RESIDENTIAL ACCOMMODATION ABOVE SHOPS AND OTHER TOWN CENTRES USES.
- (b) UTILISATION OF VACANT OR UNDER-USED COMMERCIAL FLOOR SPACE ABOVE GROUND FLOOR LEVEL WHERE:
 - (i) THE SPACE IS NOT ESSENTIAL TO THE VIABILITY OR VITALITY OF THE TOWN CENTRE; AND
 - (ii) THE SPACE IS OF A SIZE, SHAPE AND OUTLOOK TO PROVIDE SELF-CONTAINED RESIDENTIAL UNITS WITH A REASONABLE INTERNAL LIVING ENVIRONMENT: AND
 - (iii) INDEPENDENT ACCESS CAN BE ACHIEVED; AND
 - (iv) RESIDENTIAL USE WOULD NOT PREJUDICE OTHER USES ASSISTING THE VITALITY AND VIABILITY OF THE TOWN CENTRE.
- (c) MIXED USE SCHEMES INVOLVING COMMERCIAL AND RESIDENTIAL DEVELOPMENT WHERE THESE CAN BE SATISFACTORILY ACCOMMODATED HAVING REGARD TO LOCAL AMENITY.

5.12 Hierarchy of Shopping Centres

Town Centres

Waltham Cross
Hoddesdon

District Centres

Cheshunt Old Pond

Neighbourhood Centres

High Street, Cheshunt

High Road Broxbourne

High Street, Waltham Cross (Nos 228-286 and 229-267)

Crossbrook Street (Nos 99-137)

Goffs Oak

Wormley

Rye Road

Local Centres and Parades

Stanstead Road

Windmill Lane

Ware Road

Clarendon Parade

Chaucer Way

Cheshunt Wash

Cromwell Avenue

Gt. Cambridge Road

Flamstead End Road

251-259 High Rd Broxbourne

Holdbrook Court

Roundmoor Drive

The Drive

Turners Hill