

Supplementary Planning Guidance (SPG) Use Related

SPG 11c Town Centre Retail Thresholds

1. INTRODUCTION

- 1.1 In considering the make up of the retail units in the primary and secondary frontages of Wood Green Metropolitan Centre and Haringey's 5 District Centres, the Council will have particular regards to: the adopted Unitary Development Plan (1998) (UDP) policies, STC1.1, 1.4, 1.5 and 2.1 - 2.9 (inclusive). Haringey Unitary Development Plan First Deposit Consultation (2003) policies TCR 3 and 5, SPG 6a and 6c.
- 1.2 Supplementary guidance is provided below regarding the following:
- Context
 - Primary and secondary retail frontages
 - Food and drink establishments
 - Vacancy
 - Thresholds for the A1 / non-A1 split and A3.

2 CONTEXT

- 2.1 This SPG accompanies policy TCR 3 in the draft Unitary Development Plan, which aims to manage the ratio of shop and non-shop frontages within the 6 town centres' core shopping areas. In addition, the specific issue about the amount of A3 (food and drink) establishments within the town centres under policy TCR 5 is addressed. Policies STC 1.4, 1.5 and 2.4 of the adopted UDP will also be directly affected by this guidance.
- 2.2 The categorisation of all building uses in terms of planning at a national level is based upon the Town and Country Planning (Use Classes) Order 1987 (the Order) and subsequent amendments. Definitions of the uses predominately found in town centres and provided in the Order are listed in annex 1. It should be noted that uses outside of the 'A' classes are also common and appropriate within town centres, including but not limited to leisure and community facilities, and offices which tend to be covered by the 'D' and 'B' use classes of the Order.

3 THE CORE SHOPPING AREA

Primary frontage

- 3.1 Primary frontages are those areas representing the core retail activity in a centre. They are usually identifiable by larger pedestrian flows and in some centres the presence of national retail multiples. These include comparison

retailers such as fashion, clothes and toiletry shops, and services such as banks and buildings societies. Government guidance on planning for town centres and retailing contained in Planning Policy Guidance 6 (PPG6) (June 1996) and draft Planning Policy Statement 6 (PPS6) (December 2003), suggest that primary retail areas can also be identified by their higher commercial rents and rateable values.

- 3.2 Primary retail frontages are identified in order to retain a core of retail facilities at the heart of the centre to provide a focal point for shoppers, and prevent key uses being dispersed throughout such centres. Focussing retail provision in this way can encourage and enable people to make fewer vehicle trips to centres.
- 3.3 To protect the shopping character and viability of the Borough's town centres as shopping destinations this document sets out targets for use class A1 retail.

Secondary retail frontages

- 3.4 Areas of secondary frontages are those retail areas in the main centres between the primary and the edge of centre, with often lower rateable values, though this is not always the case. Secondary frontage often supports independent and convenience retailers and non-use class A1 such as offices, restaurants and cafes. The difference between A1 (retail) and non-A1 in terms of the number of frontages and units should be higher in the primary frontage than the secondary.
- 3.5 Allowing a higher proportion of non-A1 use than in primary frontages will encourage a diversity of uses to develop in these areas, which supports the retail function of the centres as a whole. It also helps retain the physical continuity and visual appearance of the shopping centre.

4 FOOD AND DRINK ESTABLISHMENTS

A3 Restaurants, pubs, snack bars, café, wine bars and shops for the sale of hot food.

- 4.1 A3 uses assist and compliment the retail function of the town centres. However, certain types of uses falling within the A3 use class, can give rise to environmental nuisance and highway issues, which could be harmful to the amenity of the locality. In addition a large proportion of non-A1 retail uses are made up of those operations falling within A3 use class, as shown by in annex 3. This reduces the opportunity for other non-A1 uses which also attracts visiting members of the public, such as financial, professional, community and leisure services and facilities. Thus the centres offer less choice, and possible being less attractive for certain sectors of the community. This could adversely affect the viability and vitality of the centre. It is, therefore considered appropriate to set limitations on the proportion of uses that fall within the food and drinks category within the town centres.
- 4.2 Rather than applying different thresholds for the primary and secondary frontages of each centre, the Council considers that the impact, adverse or otherwise, of these uses should be considered on the centre as a whole.

4.3 The type of businesses within the food and drink sector may also be affected by other regulatory regimes. Attention should therefore be given to regulations and legislation outside planning, in particular matters relating to environmental health and licensing. The Council's Draft Licensing Policy Statement (2004) will cover matters around licenses and permission relating to; public entertainment, performance, dancing and the sale/consumption of alcohol.

4.4 It should be noted that the Government is proposing changes to the Order. In particular there may be changes to the type of uses that will fall under the current A3 classification. The proposed changes to the A3 use class are listed in Figure 1. Under the current arrangements, people have the ability to move within the same uses without the need to apply for planning permission. Therefore, in planning terms a pub/wine bar can currently covert to a restaurant and vice versa.

4.5 **Fig 1 The proposes change to the UCO will be as follows :**

Use Class	Example of Uses
New use class A3	<ul style="list-style-type: none"> • Restaurants • Café
New use class A4	<ul style="list-style-type: none"> • Pubs • Bars
New use class A5	<ul style="list-style-type: none"> • Hot food takeaways

(Sources: Consultation on Possible Changes to the UCO and Temporary Uses Provisions: DTLR 2002 Ministerial Statement (Keith Hill -Housing and Planning) – 2003 Member for Harrow East Statement (Mr McNulty) - 04 March 2003)

4.6 The proposal is that A4 and A5 will be allowed to change to business that falls within use class A3 without requiring planning permission, but not vice versa. If these or any other changes to the Order that will affect this guidance are adopted, then this guidance will need to be reviewed, in addition to any periodical review.

5 **VACANCY**

5.1 Research published in the document "Vital and Viable Town Centres" (URBED for the Department of the Environment 1994) suggests that vacancy rates are a valuable indicator of town centre health, but should be used with care. The national average vacancy rate in town centre is 11.03% (Chesterton / GOAD 2001), in Haringey's centres the vacancy rate by units count range from 1.85% to 8.00%.

5.2 For the purposes of this guidance, the unit count for each of the main centres is based upon a unit having a frontage equalling approximately 6 metres. Therefore, if a single business has a 12 metre frontage, this will be counted as 1 frontage and 2 units in annexes 2 and 3 of this document.

5.3 **Fig 2 Vacancy in the Town Centres 2002/2003.**

Centre	Vacancy percentage of the units
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Wood Green	3.18
Crouch End	2.85
Green Lanes	4.70
Muswell Hill	1.71
Tottenham	8.00
West Green Road	7.78

Source: Experian Goad Surveys 2002 & 2003, adapted by London Borough of Haringey

- 5.4 PPG 6 and draft PPS6 suggests that where the health of a centre is declining, resulting in higher vacancy rates, diversification of uses may be appropriate. Where a main centre in Haringey has a vacancy rate of 10% or above, then the Council will retain the discretion to evaluate each application on its merit, and may allow thresholds to rise above those advocated in this document.
- 5.5 For planning purposes and the application of policies in both the adopted and draft UDP, vacant units are considered to have a potential A1 use, irrespective of their last occupied use. This is because under The Town and Country (General Permitted Development) Order 1995, units can change from A3 and A2 use to A1 without the need for planning permission, but not vice versa.
- 5.6 In terms of this guidance a change of use would have to satisfy the criteria that:
- 1) In both the primary and secondary frontages the number of non-A1 use class units does not exceed the thresholds stated for each of the centres, and
 - 2) In both primary and secondary frontages, the non-A1 use class units does not exceed the thresholds in any particular block
 - 3) In both primary and secondary frontages, no more than 2 frontages in a row are in non-A1 use class.

6 THRESHOLD

- 6.1 To comply with policies STC 1.4, 1.5 and 2.4 of the adopted UDP and TCR3 and 5 of the draft UDP, the minimum proportion of the total units that should remain in A1 (retail) use and the maximum percentage of A3 (food and drink) use class units permitted in each of the town centres are set out below. Annex 2 and 3 shows the situation in each of the town centres, from the latest information held by the Council.
- 6.2 The percentages are based upon the existing situation, the findings of the Retail Capacity Study (Chesterton PLC September 2003) and other Council strategies and objectives aimed at enhancing the vitality and viability of the main centres and to enable them to offer a range of goods, services and facilities. The Council wants to ensure that non-A1 uses, and A3 uses in particular do not dominate or congregate in any particular block or main centre.
- 6.3 **Fig 3 Minimum A1 units threshold within the primary and secondary frontages and Maximum A3 (food and drinks) units within the whole centre.**

Centre	Primary frontage	Secondary Frontage	
	Minimum percentage of A1 units	Minimum percentage of A1 units	Maximum A3 units as a percentage of the whole centre
Wood Green	70%	50%	20%
Crouch End	65%	50%	20%
Green Lanes	55%	50%	20%
Muswell Hill	65%	50%	20%
Tottenham High Road	65%	50%	20%
West Green Road	65%	50%	20%

This SPG has been consulted on as part of the Haringey UDP Revised Deposit Consultation Draft. As such, it is a material consideration in determining planning applications.

**Annex 1 The Town and Country Planning (Use Classes) Order 1987
Schedule Part A**

Class A1: Shops

Use for all or any of the following purposes -

- a) For the retail sale of goods other than hot food
- b) As a post office
- c) For the sale of tickets or as a travel agent
- d) For the sale of sandwiches or other cold food for consumption off the premises
- e) For hairdressing
- f) For the direction of funerals
- g) For the display of goods for sale
- h) For the hiring of domestic or personal goods or articles
- i) For the reception of goods to be washed, cleaned or repaired.

where the sale, display or service is to visiting members of the public.

Class A2 : Financial and professional services

Use for the provision of

- a) Financial services, or
- b) Professional services (other than health or medical services), or
- c) Any other services (including use as a betting office) which it is appropriate to provide in a shopping area.

where the services are provided principally to visiting members of the public.

Class A3 Food and Drink

Use for the sale of food and drink for consumption on the premises or of hot food for consumption off the premises.

Annex 2

The Split Between A1 and Non-A1 use class in the Primary and Secondary Frontages of the Town Centres

The information is derived from land use surveys carried out by Experian Goad between 2002-2003 and based on the town centre boundaries as defined in Haringey's Revised Deposit Draft Unitary Development Plan (September 2004). The percentages are based upon the number of frontages and units counted, and only ground floor frontages were used.

CENTRE	Date of Survey	PRIMARY FRONTAGE								SECONDARY FRONTAGE							
		TOTAL		NON A1		VACANT		NON A1 AS %		TOTAL		NON A1		VACANT		NON A1 AS %	
		Fronts	Units	Fronts	Units	Fronts	Units	% of Fronts	% of Units	Fronts	Units	Fronts	Unit	Fronts	Units	% of Fronts	% of Units
Wood Green	10/02	171	221	38	51	3	4	22.2	23.1	108	125	53	57	7	7	49.1	45.6
Crouch End	06/03	129	147	40	49	3	3	31.0	33.3	114	134	42	56	5	6	36.8	41.8
Green Lanes	03/03	150	165	67	74	5	5	44.6	44.8	56	69	26	33	5	6	46.4	47.8
Muswell Hill	07/03	104	129	33	46	1	1	31.7	35.6	91	104	25	29	3	3	27.4	27.9
Tottenham High Road	02/02	78	101	26	35	4	7	33.3	34.6	59	74	22	29	6	7	37.3	39.2
West Green Road	03/03	109	136	32	33	7	9	29.3	24.2	28	31	9	11	4	4	32.1	35.5

Annex 3

A3 (Restaurants, pubs, snack bars, wine bars, shop for sale of hot food) in the Town Centres

The information is derived from land use surveys carried out by Experian Goad between 2002-2003 and based on the town centre boundaries as defined in Haringey's Revised Deposit Draft Unitary Development Plan (September 2004). The percentages are based upon the number of frontages and units counted, and only ground floor frontages were used.

	MAP	No of A3 in the primary frontage		A3 as a % of the primary frontage		A3 as a % of Non A1 in primary frontage		No of A3 in the secondary frontage		A3 as a % of the secondary frontage		A3 as a % of Non A1 in secondary frontage		A3 as a % of the whole centre	
		Front	Unit	Front	Unit	% Front	% Unit	Front	Unit	Front	Unit	% Front	% Unit	Fronts	Units
Wood Green	10/02	14	20	8.18	9.05	36.84	39.22	27	32	25.00	25.60	50.94	56.14	14.75	15.03
Crouch End	06/03	21	25	16.28	17.00	52.50	51.02	27	36	23.68	26.87	64.29	64.29	19.75	21.78
Green Lanes	03/03	24	24	16.00	14.55	35.82	32.43	12	13	21.43	18.84	46.15	39.39	17.48	15.81
Muswell Hill	07/03	15	21	14.42	16.28	45.45	45.65	15	19	16.48	18.27	60.00	65.52	15.38	17.16
Tottenham High Road	02/02	12	15	15.38	14.85	46.15	42.86	9	10	15.25	13.51	40.91	34.48	15.32	14.28
West Green Road	03/03	13	14	11.92	10.29	40.62	42.42	4	5	14.29	16.13	44.44	45.45	12.40	11.37

Annex 4

Addresses of the Primary and Secondary Frontages within the Town Centres

Schedule 4: Town Centre Primary Frontages (TCR 3)	
CENTRE	ADDRESS¹
Wood Green Strategic Centre	1-133 (odd) High Road, 2-74 (even) High Road 1-14 (cons) Cheapside, 1-9a (odd) Westbury Avenue 106 Alexandra Road Shopping City complex (including High Road frontages)
Crouch End Town Centre	1-61 (odd) The Broadway 6-8 (even) The Broadway 26-54 (even) The Broadway 1-26 (cons) Broadway Parade 1-44 (cons) Topsfield Parade 1-9 (odd) Park Road 2-24 (even) Park Road 1-4 Broadway House
Green Lanes Town Centre	1-80 (cons) Grand Parade 407-575 (odd) Green Lanes
Muswell Hill Town Centre	1-333 (odd) Muswell Hill Broadway 36-264 (even) Muswell Hill Broadway 318-420 (even) Muswell Hill Broadway 2-20 (even) Fortis Green Road (Sainsbury, Muswell Hill)
Tottenham High Road (Bruce Grove) Town Centre	444-554 (even) High Road 467-549 (odd) High Road
West Green Road Town Centre	1a-95 (odd) West Green Road 2-110 (even) West Green Road 227-261 (odd) High Road 220-224 (even) High Road 230 High Road (Tesco, Seven Sisters)

¹ Addresses are based upon OS Address Point Data

Schedule 5: Town Centre Secondary Frontages (TCR 3)	
Wood Green Metropolitan Centre	Secondary frontage (South) 17-35 (odd) Westbury Avenue 1-10 (cons) Turnpike Parade, Green Lanes 2-8 (even) Westbury Avenue, 1-3 (cons) Westbury Arcade, 258-278 (even) Langham Road 1-4 (cons) Wellington Terrace Adj 1 Wellington Terrace
	Secondary frontage (East) Former public house adj Shopping City, Lymington Avenue 2-18 Lymington Avenue 11-25 (odd) Lymington Avenue 10-18 (even) Lymington Avenue excluding Community Centre 30-32 Lymington Avenue 4 Glynne Road
	Secondary frontage (North) 136-240 (even) High Road 1-19 (cons) The Broadway Library Arcade 203-207 (odd) High Road 734 - 748 (even) Lordship Lane 1-11 Station Road Safeway Store and arcade Spouters Corner Site
Crouch End Town Centre	Secondary Frontage (South) 126-146 (even) Crouch Hill Floral Hall Crouch Hill 2-4 The Broadway 147-153 (odd) Crouch Hill 1-35 (odd) Crouch End Hill 2-72 (even) Crouch End Hill
	Secondary Frontage (North/East) 27-38 (cons) Broadway Parade 45-55 (cons) Topsfield Parade
	Secondary Frontage (North) 2-34 (even) Middle Lane
	Secondary Frontage (North/West) 11-59a (odd) Park Road 42-48 (even) Park Road

	68-70 (even) Park Road
Green Lanes Town Centre	Secondary Frontage (South) 329-379 (odd) Green Lanes 385-405 (odd) Green Lanes 430 Harringay Arena, Green Lanes MacDonald's Restaurant, Williamson Road, N4
	Secondary Frontage (North) 577-593 (odd) Green Lanes 1-11 (cons) Salisbury Promenade including the Coliseum Salisbury Hotel, Green Lanes 444-452 (even) St Ann's Road 570 -572 Green Lanes
Muswell Hill Town Centre	Secondary frontage (Fortis Green Road) 22-230 (even) Fortis Green Road 1-121 (odd) Fortis Green Road
	Secondary Frontage (Muswell Hill Road) 107-123 (odd) Muswell Hill Road 2-30 (even) Muswell Hill Broadway
	Secondary Frontage (Muswell Hill Broadway-East) 266-314 (even) Muswell Hill Broadway Green Man PH, Muswell Hill
	Secondary frontage (Muswell Hill Broadway- West) 422-522 (even) Muswell Hill Broadway
Tottenham High Road (Bruce Grove) Town Centre	Secondary Frontage (Bruce Grove) 1 & 2 Station Buildings, Bruce Grove 1-4 (cons) Bruce Grove 68-119 (cons) Bruce Grove Secondary Frontage (High Road North) 551-577 Tottenham High Road 560-592 Tottenham High Road
West Green Road Town Centre	Secondary Frontage (Seven Sisters) 709-723 Seven Sisters Road
	Secondary Frontage (West Green Road) 97-111 (odd) West Green Road 112-126A (even) West Green Road