

Appendix F – Centre Boundaries

The NPPF (2012) provides definitions of 'Primary Shopping Area' and 'Primary' and 'Secondary' Frontages in the glossary at Annex 2. The following definitions should be read in conjunction with Section 9 (H) of this Retail Study. It is noted however that the updated NPPF published in July 2018 has removed the requirement to designate Primary Frontages and Secondary Frontages. Notwithstanding, references to Primary Frontages and Secondary Frontages have not been removed from the conclusions of the Study as this was a point of detailed discussion with the five local authorities. While the revised NPPF may not require the designation of Primary Frontages and Secondary Frontages, they may still represent a valid reference point for future policy making.

Primary Shopping Area – A defined area where retail development is concentrated (generally comprising the Primary and Secondary Frontages which are adjoining and closely related to the Primary Shopping Frontage).

Primary Frontages – Likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

Secondary Frontages – Secondary Frontages provide greater opportunities for a diversity of uses.

We have defined each of these three categories for the larger centres within South West Hertfordshire, where there are clear distinctions between each category.

For some smaller centres though, it is not as easy to distinguish between Primary and Secondary Frontages. It can also be less desirable to do so in the context of the evolving role of town centres and the reduced reliance on a core of exclusively Class A1 retail uses to draw visitors to town centres. This is reflected in the general trends, described in Section 2 of this report, which shows that the ratio of A uses is changing with an inclination towards leisure services such as bars, cafes and restaurants, as well as other entertainment establishments.

In a number of smaller centres, we have therefore recommended that no Primary or Secondary Frontages be defined so that there is a greater level of flexibility of units within the Primary Shopping Area, thus strengthening the vitality and viability of the town centre. For example, Primary and Secondary Frontage designations are often restrictive to a certain proportion of Class A1 use, which could limit potential non-A1 occupiers that would otherwise positively impact on the draw of the town centre.

In order to ensure the centre's ability to adapt to future changes, it is advised that the current retail policies are replaced with more flexible wording. For example, each assessed centre could benefit from a policy that aims to retain a certain threshold A1 uses in the Primary Shopping Area, yet allows, as an exception, other town centre uses (as defined by the NPPF) where these would not have a significant adverse impact on the role and function of the centre in question assessed against a set list of criteria. In our experience, this is a policy approach that is increasingly being adopted by Local Planning Authorities for their respective town centres.

Our recommendations, and justifications, are described in the table which follows and are shown on the plans which accompany this appendix.

The mapping base used by Nexus differs to those of each local authority. For the avoidance of doubt when comparing existing and proposed boundaries, please refer to the schedule below where all proposed changes are listed.

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
Dacorum Borough Council		
Hemel Hempstead	<p>A separate Town Centre Boundary is proposed for Hemel Hempstead and Hemel Hempstead Old Town.</p> <p>It is proposed that Hemel Hempstead will have its own Town Centre Boundary.</p> <p>We propose that both centres should have their own Primary Shopping Areas as identified in Appendix F.</p>	<p>It is considered that Hemel Hempstead and Hemel Hempstead Old Town have separate functions and the best policy approach is to classify them as two separate centres. Hemel Hempstead Old Town has a different role to Hemel Hempstead, offering speciality shopping such as antique and gift shops, whilst also providing a strong food and drink offer. As outlined in Figure 9.7 (Suggested Retail Hierarchy for Larger Centres in South- West Hertfordshire) of this Retail and Leisure Study, Hemel Old Town is proposed as a district centre.</p> <p>Hemel Hempstead's Town Centre Boundary will extend up to the Forum and the Police Station on the west side of Marlowes and up to and including Carey Baptist Church on the east side of the Marlowes. This area is predominantly occupied by town centre uses. Past this point, the string of shops to the east of the Marlowes function separately to the main town centre and act as an extension to Hemel Old Town.</p> <p>The Primary Shopping Area is the area where the main retail uses are concentrated.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
	<p>Proposals include removing the residential development south of Selden Hill and residential development west of Leighton Buzzard Road from the Town Centre Boundary.</p> <p>A Primary Shopping Area has been proposed which extends up to Coombe Street to the west of Marlowes and 89 Marlowes to the east. This includes the defined Primary and Secondary Frontages. Primary and Secondary Shopping Frontages are not proposed within Hemel Hempstead Old Town.</p> <p>The District Centre Boundary for Hemel Hempstead Old Town is proposed to extend to 1-22A Marlowes and 60 Queensway.</p>	<p>These units are separated by the main road and do not function as part of the town centre.</p> <p>The exclusion of Primary and Secondary Frontages allows for flexibility within the proposed Primary Shopping Area.</p> <p>The inclusion of these units allows for the consolidation of Hemel Hempstead Old Town's retail offer. The prime retail offer for Hemel Hempstead Old Town is located along the High Street.</p>
Berkhamsted	<p>No change to the Primary and Secondary Frontage is proposed as shown in the Dacorum Site Allocations DPD (2017).</p> <p>A Primary Shopping Area has been created focusing on the High Street including the Primary and Secondary Frontages.</p>	<p>The Primary Shopping Area is the area where the main retail uses are concentrated.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
Tring	<p>The Town Centre Boundary has not changed from the adopted Local Plan.</p> <p>A Primary Shopping Area has been created to include the main High Street, Frogmore Street and Dolphin Square.</p>	<p>The Primary Shopping Area is the area where the main retail uses are concentrated.</p>
Hertsmere Borough Council		
Borehamwood	<p>No change to the existing Town Centre Boundary, but the addition of a Primary Shopping Area.</p> <p>The Primary Shopping Area includes Shenley Road, Borehamwood Shopping Park and Reel Cinema/Gala Bingo, but does not include the Tesco Extra, the railway station or buildings on the eastern side of Theobald Street, which are all on the edge of the Town Centre Boundary.</p> <p>While Shenley Road and Borehamwood Retail Park function quite differently, both are important aspects of the Town Centre. The central part of Shenley Road and the Shopping Park are both proposed as Primary Shopping Frontage.</p> <p>Primary and Secondary Frontages have been proposed for units within the Primary Shopping Area</p>	<p>The Primary Shopping Area is the area where the main retail uses are concentrated.</p> <p>Tesco Extra has been excluded from the Primary Shopping Area as the majority of trips are carried out by car and may not lead to linked trips into the Town Centre due to the Tesco being disconnected from Shenley Road.</p> <p>Both Shenley Road and the Borehamwood Retail Park include a high proportion of A1 use class units that contribute significantly to the footfall of the town centre. Due to its central location and car park provision, shoppers who park at the Retail Park are more likely to carry out linked trips within the town centre, particularly compared with Tesco Extra.</p> <p>Primary and Secondary Frontages have been included within the Primary Shopping Area. Primary Frontages have been proposed for the core areas of footfall generation,</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
	<p>with frontage to Shenley Road and within the Borehamwood Retail Park.</p>	<p>while Secondary Frontages have been proposed along Shenley Road towards the east and west edges of the Primary Shopping Area.</p> <p>Community facilities including the Borehamwood Library and All Saints Church on Shenley Road have been included within the Primary Shopping Frontage as they represent important footfall generators and are considered to be main town centre uses.</p>
<p>Potters Bar Darkes Lane</p>	<p>Minor amendments to the adopted Local District Centre Boundary, and addition of a Primary Shopping Area.</p> <p>We propose the removal of non-retail buildings to the west of Darkes Lane from the Town Centre Boundary, and the introduction of a Primary Shopping Area which incorporates the two main groupings of shops north and south of the railway line.</p> <p>Primary and Secondary Frontages are not proposed</p>	<p>The addition of a Primary Shopping Area, where the main retail uses are concentrated, allows for flexibility within the town centre.</p> <p>The removal of non-retail buildings is proposed to consolidate the town centre and provide a focus on main town centre uses. The majority of these building are residential and do not contribute to the town centre. The Manor Road Car Park has also been excluded for this reason.</p> <p>To allow flexibility within the proposed Primary Shopping Area.</p> <p>Hertsmere Borough Council will be considering the appropriateness of designating Primary and/ or Secondary Frontages for Potters Bar Darkes Lane in the new Local Plan as its preparation progresses.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
Potters Bar High Street	<p>No change to the existing District Centre Boundary, but the addition of a Primary Shopping Area is proposed.</p> <p>The proposed Primary Shopping Area will include all units with frontage to High Street, but excludes the Tesco Superstore.</p>	<p>Primary and Secondary Frontages are not proposed to allow flexibility within the proposed Primary Shopping Area where the main retail uses are concentrated.</p> <p>The units fronting Potters Bar High Street generate a high level of footfall and include the main retail uses within the Town Centre. The Tesco Superstore has been excluded from the Primary Frontage as the majority of trips are carried out by car and may not lead to linked trips into the town centre.</p> <p>Hertsmere Borough Council will be considering the appropriateness of designating Primary and/ or Secondary Frontages for Potters Bar High Street in the new Local Plan as its preparation progresses.</p>
Radlett	<p>No change to the existing District Centre Boundary, but the addition of a Primary Shopping Area is proposed.</p> <p>Introduction of a Primary Shopping Area that incorporates the retail units within the District Centre Boundary facing onto Watling Street. Primary and Secondary Frontages are not proposed.</p>	<p>The addition of a Primary Shopping Area, where the main retail uses are concentrated, allows for flexibility within the town centre.</p> <p>Hertsmere Borough Council will be considering the appropriateness of designating Primary and/ or Secondary Frontages for Radlett in the new Local Plan as its preparation progresses.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
Bushey	<p>No change to the existing District Centre Boundary, but the addition of a Primary Shopping Area.</p> <p>Primary and Secondary Frontages are not proposed</p>	<p>A Primary Shopping Area has been added, and incorporates all retail units with frontage to High Street.</p> <p>To allow flexibility within the proposed Primary Shopping Area.</p> <p>Hertsmere Borough Council will be considering the appropriateness of designating Primary and/ or Secondary Frontages for Bushey in the new Local Plan as its preparation progresses.</p>
Bushey Heath	<p>No change to the existing District Centre Boundary, but the addition of a Primary Shopping Area.</p> <p>Primary and Secondary Frontages are not proposed.</p>	<p>Bushey Heath District Centre is already fairly compact. The Primary Shopping Area has been introduced to cover all retail units with frontage to the High Street within the District Centre Boundary.</p> <p>To allow flexibility within the proposed Primary Shopping Area.</p> <p>Hertsmere Borough Council will be considering the appropriateness of designating Primary and/ or Secondary Frontages for Bushey Heath in the new Local Plan as its preparation progresses.</p>
Three Rivers District Council		
Rickmansworth	Proposals include the creation of a Town Centre Boundary and Primary Shopping Area.	

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
	<p>The proposed Primary Shopping Area incorporates all retail units with frontage onto High Street, and Church Street.</p> <p>Primary Frontages are proposed for all units within the Primary Shopping Area that have frontage to High Street and Church Street. Secondary Frontages are proposed for units within the Primary Shopping Area with frontage to Station Road.</p>	<p>The Primary Shopping Area has been created based on Primary and Secondary Frontages from the adopted Policies Map.</p> <p>The units fronting the High Street and Church Street generate a high level of footfall and include the main retail uses within the Town Centre. The units fronting Station Road include a more diverse retail offer, primarily made up of service units.</p>
South Oxhey	<p>The proposed Town Centre Boundary includes the existing retail square of South Oxhey, and units with frontage to Station Approach. The proposed Primary Shopping Area incorporates all units making up the South Oxhey retail square.</p> <p>Proposals include the creation of a Town Centre Boundary and Primary Shopping Area. Primary and Secondary Frontages not proposed.</p>	<p>The Primary Shopping Area includes Station Approach. Although this area is currently under construction, Three Rivers plan to designate the proposed 19 retail units as either Primary or Secondary Frontages in the new Local Plan. It should be noted that the composition of South Oxhey's Primary Shopping Area may change in the future as the redevelopment of South Oxhey nears to completion.</p> <p>Three Rivers District Council will be considering designating Primary and Secondary Frontages for South Oxhey as the new Local Plan progresses.</p>
Abbots Langley	<p>Proposals include the creation of a Town Centre Boundary and Primary Shopping Area.</p> <p>Primary and Secondary Frontages are not proposed.</p>	<p>Due to the size and compactness of Abbots Langley, the proposed Primary Shopping Area is the same as the proposed District Centre Boundary.</p> <p>Three Rivers District Council will be considering designating Primary and Secondary Frontages for Abbots Langley as the new Local Plan progresses.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
Chorleywood	<p>Proposals include the creation of a Town Centre Boundary and Primary Shopping Area.</p> <p>The proposed Town Centre Boundary incorporates all adopted Primary and Secondary Frontages as identified in the adopted Policies Map.</p> <p>The proposed Primary Shopping Area incorporates all units with frontage to Lower Road and Whitelands Avenue.</p> <p>Primary and Secondary Frontages are not identified.</p>	<p>The proposed Primary Shopping Area reflects the main retail uses within the town centre.</p> <p>Three Rivers District Council will be considering designating Primary and Secondary Frontages for Chorleywood as the new Local Plan progresses.</p>
St Albans City and District Council		
St Albans	Proposals include the creation of a Primary Shopping Area including Primary and Secondary Frontages.	

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
	<p>Primary and Secondary Frontages and the Town Centre Boundary are as identified in the emerging Local Plan.</p>	
Harpenden	<p>Proposals include the creation of a Primary Shopping Area including Primary and Secondary Frontages</p> <p>Primary and Secondary Frontages and the Town Centre Boundary are as identified in the emerging Local Plan.</p>	
Watford Borough Council		
Watford	<p>Proposals include the contraction of the Town Centre Boundary to the north to include the leisure centre and Council offices.</p> <p>We propose to include a Primary Shopping Area encompassing the Intu redevelopment, Market Place and the High Street.</p> <p>The shopping frontage between Clarendon Road and Exchange Road is proposed to change from Primary Frontage to Secondary Frontage.</p>	<p>The facilities to the north of Rickmansworth Road (including the Leisure centre, Colosseum and Watford Library) create a lot of footfall and play an important role in the town centre, encouraging linked trips.</p> <p>The proposed Primary Shopping Area includes all Primary and Secondary Frontages as identified in the adopted Policies Map. Although units to the north of the junction of High Street and Clarendon Road offer a Secondary Frontage role (predominantly made up of food/ drink/ service units), these units still attract a fair amount of footfall and offer an important contribution to the town centre (particularly night time economy) and therefore should form part of the Primary Shopping Area.</p> <p>This area of the High Street appears separate from the High Street, south of Clarendon Road with a high presence of service units. It is therefore considered to be more reflective of Secondary Frontage. This will allow for greater flexibility of uses in the area.</p>

Centre	Changes proposed to Town Centre, Primary Shopping Area and Primary and Secondary Shopping Frontages	Justification
	<p>Queens Road north of Beecham Grove is not included within the Town Centre Boundary nor is the section of Market Street beyond Exchange Road.</p>	<p>The units to the north of Queens Road appear separate from the town centre, in particular due to the separation of the fly over. Similarly, the string of shops to the west of Exchange Road along Market Street, provide an offer more akin with a local parade of shops. These units are not easily accessible from the town centre due to the busy A Road running from north west to south east (Exchange Road).</p>
<p>Watford St Albans Road</p>	<p>A District Centre Boundary has been created as well as a Primary Shopping Area which covers a similar area to the existing Watford North Shopping Centre but includes additional units to the north.</p> <p>Primary and Secondary Frontages are not proposed.</p> <p>The large floorplate units to the south (the Range, TK Max and Office Outlet) are not included.</p> <p>The Local Centres to the north of the centre remain the same.</p>	<p>The proposed Primary Shopping Area incorporates the prime retail pitch along St Albans Road.</p> <p>To allow flexibility within the proposed Primary Shopping Area.</p> <p>These units are allocated as part of the Watford Junction Development Site.</p>