

Local Development Framework
London Borough of Hammersmith and Fulham

Appendix 1. Managing Change of Use in Local
Shopping Centres SPD

October 2011

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1 Purpose of the SPD

1.1 The purpose of this Supplementary Planning Document (SPD) is to provide supplementary guidance on the policies the council will apply when considering planning applications for changes of use within the borough's key local centres, satellite parades and neighbourhood parades. The SPD identifies quotas that will be applied to frontages in these designated shopping locations in order to manage the mix of uses. The SPD will support the new shopping hierarchy outlined in the Core Strategy 2011 in advance of the adoption of the Development Management Development Plan Document (DPD). The SPD will be supplementary to the Core Strategy and will only be adopted once the Core Strategy has been adopted.

1.2 The existing Development Plan, the Unitary Development Plan (UDP), has similar shopping quotas to those proposed in this SPD, but the Core Strategy has defined different local centres from the UDP. Therefore in order to manage the mix of uses in the redefined centres the council is consulting on new quotas to assess relevant planning applications. The quotas being consulted on in this SPD will be included in the Proposed Submission Development Management DPD that will be consulted on in autumn 2011.

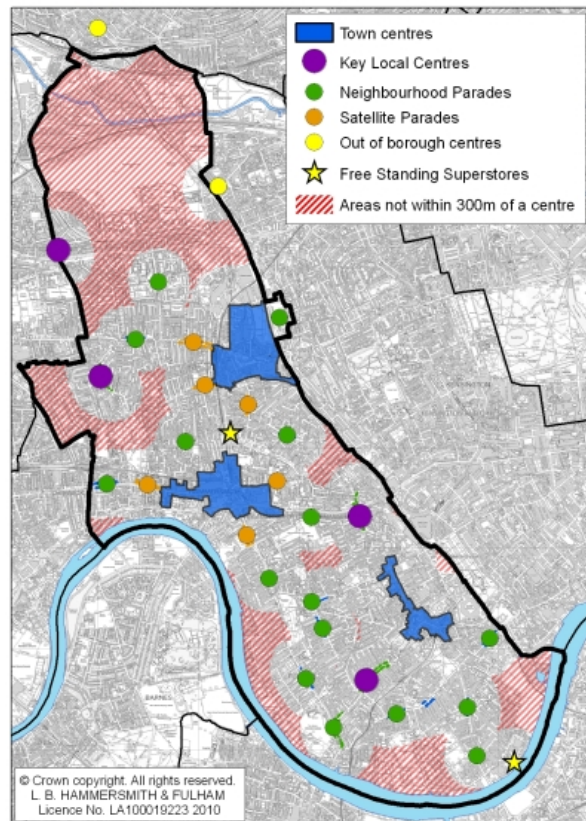
2 Background

2.1 The borough's hierarchy of shopping centres has been reviewed as part of the production of the Local Development Framework. The existing Unitary Development Plan (UDP) shopping hierarchy consists of 3 town centres, 19 key local shopping centres and 12 smaller protected parades and clusters.

2.2 The Core Strategy which is expected to be adopted by the council in October 2011 includes a new shopping hierarchy consisting of 3 town centres, 4 key local centres, 6 satellite parades and 16 neighbourhood parades (see map 1 adjacent). The Core Strategy shopping hierarchy will replace the UDP hierarchy and aims to continue to provide a good spatial coverage of centres that provide convenient and accessible local facilities for borough residents. A number of criteria were used in identifying the hierarchy, including size, health and mix of uses. These are described in more detail in section 5 of the SPD and within the Retail Hierarchy Background Paper 2010.

2.3 The council consulted on a Generic Development Management Options (GDM) document in 2009 which introduced a proposed quota policy to manage the change of use from shops (A1 class use) to other uses such as restaurants pubs and takeaways, to sit alongside the new shopping hierarchy in the Core Strategy. The options put forward sought to retain a high proportion of shops (A1 class uses) in local centres whilst allowing a degree of flexibility with regard to non-shop uses (such as cafes, restaurants, bars, banks, estate agents and takeaways).

2.4 Representations received by the council during the GDM Options consultation in 2009 provided general support for the quota figures put forward for the new shopping hierarchy. Consultees supported the criteria provided in the policy option which gave greater flexibility to the change of use of vacant shops.



Map 1: Core Strategy Shopping Hierarchy

3 Policy Context

National Policy

3.1 Guidance of particular relevance to the SPD is included within the following government Planning Policy Statement (PPS).

PPS4: Planning for Sustainable Economic Growth

3.2 This requires local authorities to define a network (the pattern of provision of centres) and hierarchy (the role and relationship of centres in the network) of centres that is resilient to anticipated future economic changes and to meet the needs of their catchments.

3.3 PPS4 also requires local authorities, where existing centres are in decline, to consider the scope for consolidating and strengthening these centres by seeking to focus a wider range of services there and promoting the diversification of uses and improving the environment.

3.4 In addition, PPS4 encourages local authorities, where reversing decline, to include allowing retail units to change to other uses, whilst aiming, wherever possible, to retain opportunities for vital local services.

Regional Policy

3.5 The London Plan 2011 proposes a policy which states that local authority DPD policies should manage declining centres proactively, considering the scope for consolidating and strengthening centres identified as being in decline by seeking to focus a wider range of services, promoting diversification, and improving environmental quality.

Local Policy

Submission Core Strategy January 2011

3.6 Strategic Policy C establishes the Borough's shopping hierarchy of three town centres and supporting local centres consisting of 4 key local centres, 6 satellite parades and 16 neighbourhood parades and states that the council will work with stakeholders to direct economic development to these centres and to sustain the vitality and viability of the hierarchy. In particular, Strategic Policy C seeks to encourage diversity and distinctiveness in the shopping mix and to ensure a good range of shop types with independent as well as national traders.

Generic Development Management Options 2009

3.7 The GDM options outline the council's preferred quotas for the length of frontage for different uses in local shopping centres. These quotas have been used to form the basis for the guidance outlined in this SPD. The quota policies set out criteria for the protection of shops (A1 class uses) in local shopping centre frontages and provide percentages for the length of frontage that will be allowed to change to non-A1 class uses. Different quotas are identified in the GDM options for the three different types of centre (key local centre, satellite parade and neighbourhood parade) designated in Submission Core Strategy Strategic Policy C.

4 Core Strategy Shopping Hierarchy

4.1 The following section outlines the shopping hierarchy and which centres will be subject to the quotas proposed within this SPD.

Key Local Centres

4.2 Within the Submission Core Strategy shopping hierarchy, key local centres are those larger centres with a range of local shops and services which are smaller than the three town centres of Hammersmith, Shepherds Bush and Fulham. They often include a choice of small supermarkets and food/drink units, possibly with some premises serving the evening economy. Key local centres are equivalent to local centres as defined in PPS4.

4.3 The main characteristics of the key local centres are as follows:

- Location: Outside of the town centre catchment (400 metres)
- Uses: Predominantly retail use (A1 use class) providing local shopping, but also other non A1 uses, including food and drink establishments and service uses.
- Size: More than 200 metres of commercial frontage

4.4 The 4 key local centres include:

East Acton
Askew Road
North End Road (West Kensington)
Fulham Road

The boundary of the 4 centres will be shown on the Core Strategy Proposals Map and the addresses for the centres are shown in appendix 1.

4 Core Strategy Shopping Hierarchy

Satellite Parades

4.5 Satellite parades are a new category of centre within the hierarchy and are those parades with a range of shops and services which are adjacent to one of the borough's three town centres. They often include small supermarkets and food/drink units and services which support and complement the town centre as well as supporting local residents. Their frontages may contain shops selling ethnic goods and premises serving the evening economy. The satellite parades provide an opportunity for uses and services which support the retail, entertainment and employment functions of the town centre and also allow an element of flexibility in the types of uses permitted.

4.6 The key characteristics of the 6 satellite parades are as follows:

- Location: Within the town centre catchment (400 metres) but not included within the town centre designation
- Uses: Mix of uses, including presence of non A1 class uses including food and drink establishments and service uses. There may also be some B1 uses.
- Size: Between 100 and 400 metres of commercial frontage

4.7 The 6 satellite parades include:

Uxbridge Road East
Goldhawk Road
Shepherds Bush Road
King Street (Ravenscourt Park)
Latymer Court
Fulham Palace Road

4.8 The boundary of the 6 parades will be shown on the Core Strategy Proposals Map and the addresses for the parades are shown in appendix 1.

Core Strategy Shopping Hierarchy 4

Neighbourhood Parades

4.9 Within the proposed hierarchy, neighbourhood parades are those clusters of frontages serving the local community with day-to-day essentials. Generally, but not in all cases, they are smaller than key local centres, and include a greater representation of small shops. Some neighbourhood parades also include a range of specialist shops serving a much wider area, such as the furniture shops in Wandsworth Bridge Road (North).

4.10 On average they contain a greater proportion of convenience goods frontage than key local centres, but a narrower range of services. This categorisation covers a range of types of centre and includes successful parades of high environmental quality, as well as less prosperous parades and shopping facilities on housing estates. In the context of PPS4, small parades of shops of just neighbourhood significance are not regarded as centres.

4.11 The main characteristics of the 16 neighbourhood parades are as follows:

- Location: Outside of the town centre catchment (400 metres)
- Uses: Predominantly retail use (A1 class) and with usually more than 65% of the frontage in A1 Class use.

4.12 The 16 neighbourhood parades include:

Bloemfontein Road	Munster Road
Uxbridge Road West	Fulham Palace Road
Edward Woods Estate	King's Road
Brackenbury Village	Fulham High Street
Blythe Road	Parson's Green
Baron's Court	Wandsworth Bridge Road (North)
Greyhound Road	Wandsworth Bridge Road (South)
Fulham Cross	King Street (Hamlet Gardens)

The boundary of the 16 parades will be shown on the Core Strategy Proposals Map and the addresses for the parades are shown in appendix 1.

5 Local Shopping Centre Quotas

Key Principle - 1

Shopping Quotas

The council has designated key local centres, neighbourhood parades and satellite parades to provide accessible shopping and service facilities to meet local needs as defined in the Core Strategy and Appendix 1.

The following quotas aim to manage the loss of shops and the location of other uses in Local Shopping Centres by including criteria for each of these three types of centre. These criteria will be applied when considering planning applications for the change of use of ground floor units within the identified shopping frontages:

Key Local Centres:

- a) No more than 50% of the length of the key local shopping frontage as a whole will be permitted to change to non-Class A1 uses; and
- b) No more than 20% of the length of the key local shopping centre frontage as a whole will be permitted to change to food and drink uses (A3, A4 and A5 uses)

Satellite Parades:

- a) No more than 50% of the length of the satellite parade frontage as a whole will be permitted to change to non-Class A1 uses; and
- b) No more than 25% of the length of the satellite parade frontage as a whole will be permitted to change to food and drink uses (A3, A4 & A5 uses).

Neighbourhood Parades:

- a) No more than 35% of the length of the neighbourhood parade frontage as a whole will be permitted to change to non-Class A1 uses; and
- b) No more than 20% of the length of the neighbourhood parade frontage as a whole will be permitted to change to food and drink uses (A3, A4 & A5 uses).

Justification

5.1 The quotas in Key Principle 1 continue with the approach set out in the existing UDP quota policy of limiting the percentage of non shopping uses (non-A1 uses) on the street frontage in protected centres in order to maintain a balance of uses appropriate for the type of centre.

5 Local Shopping Centre Quotas

5.2 A key issue within local shopping centres is the pressure for premises to change from retail use (class A1) to other uses such as cafes, bars and restaurants, hot food takeaways (classes A3-A5), estate agents and betting shops (class A2) and for the introduction of non-A class uses such as mini cab offices. Although the council recognises that such uses can contribute to the vitality and viability of centres, it considers that too many non retail uses can undermine the retail base of the centre and can have a detrimental effect on the local environment and on nearby residents, for example through parking pressures, ambient noise levels and smells from cooking food. The extent to which these pressures threaten the existing function of individual centres varies, with some being more capable of accommodating change than others. In response to these pressures there is a need to protect the retail function of local shopping centres so that they continue to offer local shops and services for the community.

5.3 Allowing some non A1 class uses within key local centres, neighbourhood parades and satellite parades would add to the diversity of the centres. Because key local centres and satellite parades are larger and offer a greater range of services than neighbourhood parades, it is appropriate that a greater range of non-A1 class uses are allowed in these centres.

Key Local Centres

5.4 The proposed quota for non-A1 class uses in the key local centres is lower than the quota in the existing UDP policy which requires two thirds of the frontage to be in retail use. The reduction in the quota reflects the current ground floor uses in the 4 proposed key local centres which have seen a reduction in retail provision since the UDP was adopted in 2003. The quota of a minimum of 50% ground floor frontage for A1 class use is considered to be an appropriate threshold in these relatively large centres as it will help to meet the demand for non-A1 class uses whilst still retaining a significant proportion of the frontage in retail use.

5.5 The proposed maximum 20% quota for food and drink uses in the key local centres will apply to the frontage of the whole centre as opposed to individual street blocks which was the case in the UDP quota policy. The proposed change in the application of the quota reflects the current situation in the centres where a number of street blocks have already exceeded the maximum 20% UDP quota. It is evident from the number of planning applications the council receives that the demand for A3-A5 uses is continuing and it is considered that the quotas need to maintain a strict control over such uses whilst also allowing some flexibility in application.

Satellite Parades

5.6 In the satellite parades the proposed quota of 50% minimum ground floor frontage for A1 use is intended to maintain these parades as a destination for shopping, whilst offering a wider variety of non-retail uses or services. This will help to ease the pressure for non A1 uses in the town centres and particularly in the prime retail frontage.

5.7 A maximum 25% ground floor frontage for A3-A5 class uses is considered to be an appropriate threshold in these parades as they are located adjacent to town centres where there is pressure for more food and drink uses and less need for the retail frontage to be protected. The proposed change in the quota will provide greater flexibility for A3-A5 class uses, but will also allow for non-A class uses such as minicab offices, small offices and health services.

Neighbourhood Parades

5.8 A minimum 65% ground floor frontage for A1 class uses is considered to be an appropriate threshold in these parades as they remain a local destination for retail and not necessarily for other types of use which can be found in the town centres, key local centres and satellite parades. The quota will allow for some change of use applications that are appropriate in these locations whilst still retaining a significant proportion of the retail frontage.

5.9 The maximum 20% quota for food and drink uses in the neighbourhood parades is more restrictive than the quota in the UDP which required that no more than 33% of the frontage should be in food and drink use. The change in the quota reflects the need to protect against an over concentration of A3-A5 uses in what are regarded as predominantly retail frontages in residential areas. The quota will not preclude A3-A5 uses and will also allow for the provision of some non-A1 class uses.

6 Criteria for all centres

Key Principle 2 - Criteria for all key local centres, satellite parades and neighbourhood parades

The following criteria will apply to key local centres, satellite parades and neighbourhood parades:

- Community services and other uses will be permitted subject to the quotas in key principle 1 and the proposed use being shown to be complementary to the function of the centre, enhancing the centre's viability and vitality and not having an adverse impact on the local area.
- Consent will not be granted for any ground floor residential frontages.
- Where a proposal does not meet the quotas set out in Key Principle 1 and where the premises have been vacant for at least 1 year with evidence of marketing, the council may consider granting permission taking into account other factors such as:
 - the contribution the unit makes to the function of the centre in terms of the size of the unit and the length of its frontage;
 - the nature and characteristics of the proposed use and evidence of local need;
 - the location of the unit within the centre; and
 - shop front appearance

In respect of hot food takeaways (class A5), in addition to the quota policies that will apply, the council will when considering proposals take into account proximity to areas where children and young people are likely to congregate, such as schools, parks and youth facilities.

In all calculations of the proportion of the frontage in Class A1 and non-A1 uses, unimplemented planning consents for changes of use will be taken into account as will the frontage length and previous use of vacant units.

Justification

6.1 The introduction of criteria such as vacancy and evidence of marketing into the SPD provides further flexibility in the consideration of uses within the centres. A3, A4 and A5 class uses would still be limited to ensure that shopping parades retain their shopping function for the local community, but other uses such as community services or small businesses could be permitted subject to meeting the criteria as listed. In the case of proposals for A5 class uses (hot food takeaways), the council and NHS Hammersmith and Fulham is concerned about the health impacts of hot food takeaways on children and young people. Therefore, consideration will also be given to the proximity of schools and other centres focusing on children's activities as well as the prevalence and clustering of takeaways when assessing the acceptability of these uses.

Appendix 1 - Local Shopping Centres (Postal Addresses)

Appendix 1 - Local Shopping Centres (Postal Addresses)

Key Local Centres	
East Acton	Old Oak Common Lane, 74 to 100, Erconwald Street, 1 to 5, 2 to 4 Westway 1-11, 13
Askew Road	East side, 105 to 119, 63-105, 121-155, West side, 66 to 118
North End Road (West Kensington)	East side, 137 to 153, 155-169, 175 to 203c, plus 4-12 North End Crescent West side, 62-70, 86 to 114 North End Road, plus 1 Baron's Court Road, 2 Castletown Road, 2 -6 Charleville Road, 1 Charleville Road
Fulham Road	North side, 656 to 702c, South side, 799 to 859, 604-620 Fulham Road, 753-763 Fulham Road, 765-781 Fulham Road, 783-797 Fulham Road
Neighbourhood Parades	
Bloemfontein Road	Shop units in Charnock House
Uxbridge Road West	South side, 171 to 197a, North side, 418 to 420, 424 to 448
Edward Woods Estate	2-18 Swanscombe Road, Shop Units in Swanscombe House, Shop Units in Mortimer House
Brackenbury Village	127a-139 Brackenbury Road, 22, 53-55 Aldensley Road
Blythe Road	North side, 108-118, and Coleridge Court shop units, South side, 59 to 73
Baron's Court	Palliser Road, West side, 45-55, Margravine Gardens, South side, 1, 3, 3a Shops in Baron's Court station
Greyhound Road	North side, 3 to 11, South side, 2-10. Fulham Palace Road, 192 to 206, 179-191
Fulham Cross	287-297 Munster Road, 299-305 Munster Road, 325 Lillie Road, 302-320 Munster Road
Munster Road	East side, 236 to 244, West side, 199 to 259
Fulham Palace Road	East side, 323- 327, 329 to 367
King's Road	559-575 Kings Road, 577-581 Kings Road, 587-599 Kings Road , 554-562 Kings Road, 564-598 Kings Road, 600-612 Kings Road

Appendix 1 - Local Shopping Centres (Postal Addresses)

Fulham High Street	6-66 Fulham High Street, 963-969 Fulham Road, 1-9a, 15-35, 41-47 and 49-67a Fulham High Street, 947-961 and 764-792 Fulham Road
Parson's Green	New Kings Road, North side, 26 to 40, South side, 173 to 207, 48-60 New Kings Road, 62-80 New Kings Road, 82-96 New Kings Road, 251-269 New Kings Road, 271-285 New Kings Road, 287-305 New Kings Road
Wandsworth Bridge Road (North)	East side, 99 to 133, West side, 112 to 130, and 134 to 142, 1 Hazlebury Road
Wandsworth Bridge Road (South)	West side, 308 to 314 including Post Office fronting Hugon Road, East side, 269 to 283
King Street (Hamlet Gardens)	338-340a King Street, 344-348 King Street, 352-366 King Street, 370-372 King Street, Standish House and 345-357 King Street, 369-399 King Street
Satellite Parades	
Uxbridge Road East	North side, 216 to 250, and 262 to 294, South side, 15 to 41, and 57 to 95
Goldhawk Road	South side, 57 to 75, North side, 56 to 104, 106-120
Shepherd's Bush Road	West side 48 to 104
King Street (Ravenscourt Park)	182-230 King Street, 232 -246a King Street, 248-260 King Street
Latymer Court	102-172 Hammersmith Road
Fulham Palace Road	54-66 Fulham Palace Road, 82-114 Fulham Palace Road, 91-99 Fulham Palace Road, 101-111 Fulham Palace Road, 113-127 Fulham Palace Road