

## Development in Shopping Parades

### Strategic Objectives and related Croydon Local Plan strategic policies

- Policy SP3.6
- Policy SP3.7
- Policy SP3.8
- Policy SP3.9

- Policy SP3.10
- Policy SP3.11
- Policy SP3.12
- Policy SP3.13

### Unitary Development Plan policies to be replaced by this policy

- SH6 Retail Vitality within Shopping Parades

### Why we need this policy

**5.33** The primary function of Shopping Parades is to provide local convenience shopping facilities. This policy sets out the policy approach to different uses within Shopping Parades and also designates each Shopping Parade in the borough.

**5.34** In relation to drawing up Local Plans, paragraph 23 of the National Planning Policy Framework states that local planning authorities should 'set policies for the consideration of proposals

for main town centre uses which cannot be accommodated in or adjacent to town centres'.

**5.35** A review of all retail units outside any town centre or Shopping Parade based on the Croydon Monitoring Report 2014/15 has identified that there are a number of locations in the borough that could benefit from designation as a Shopping Parade.

## Policy DM7: Development in Shopping Parades

The Council will ensure that the vitality and viability of the borough's Shopping Parades is maintained and increased and that they continue to serve local communities by ensuring new development proposals and changes of use on the ground floor are in accordance with Table 5.5.

**Table 5.5 New development proposals and changes of use in Shopping Parades**

Use	Expansion of existing uses or newly proposed uses
A1	Changes of use or proposals which do not result in an increase in floor space of the overall Parade are acceptable in principle. Other development will be subject to the provisions of Policy DM9: Development in edge of centre and out of centre locations.
A2 – A4 and Community Uses	Acceptable in principle as long as it does not result in more than 50% of the ground floor of units (within the entirety of the Parade) falling outside the A1 Use Class
<del>A5</del> A5	<del>Not acceptable</del> Acceptable in principle as long as it does not result in more than 50% of the ground floor of such units (within the entirety of the Parade) falling outside the A1 Use Class, allows for a range of A2-A4 uses as well as A5, provides an active frontage, provides adequate arrangements for dealing with waste (including customers' waste) and for any delivery service intended and is accredited in accordance with the Council's Eat Well Croydon scheme
<del>A5 and</del> B1 (Change of use only)	Changes of use to <del>hot food takeaway outlets</del> , office, research & development and light industrial workshops are acceptable in principle as long as it does not result in more than 50% of the ground floor of units (within the entirety of the Parade) falling outside the A1 Use Class, allows for a range of A2-A4 uses as well as A5 and B1 and provides an active frontage. Class A5 uses must provide adequate arrangements for dealing with waste (including customers' waste) and for any delivery service intended.
All Other Uses (including new development of B1)	Unless it relates to a Community Use or change of use to B1 use, proposals involving an increase of non Class A ground floor space within parades will be refused

**[Main Mod]:** MMD17

Note - additional modifications subject to further consultation are in Dark Blue font

### Proposed amendments to the Policies Map

In most instances the proposed Shopping Parade is unchanged from that included within the current Unitary Development Plan. Those that have changed are detailed in Table 5.6 below.

**Table 5.6 Amendments to Shopping Parades designations (see *The draft Policies Map* for full details)**

Shopping Parade	New	Amended boundary	De-designated <sup>12</sup>
Beulah Road			✓
Brighton Road/ Kingsdown Avenue		✓	
Brighton Road/ Biddulph Road	✓		
Bywood Avenue		✓	
Grovelands		✓	
Headley Drive		✓	
London Road/Mead Place	✓		
London Road/Nova Road	✓		
London Road/Fairholme Road	✓		
Lower Addiscombe Road/Davidson Road	✓		
Morland Road			✓
Northwood Road			✓

<sup>12</sup> These Shopping Parades are designated as such in the current Unitary Development Plan but it is proposed that they are not designated in the Croydon Local Plan – Detailed Policies and Proposals.

Shopping Parade	New	Amended boundary	De-designated <sup>12</sup>
Old Lodge Lane			✓
Portland Road/Sandown Road	✓		
Royal Oak			✓
Shirley Road/Bingham Road	✓		
Southbridge Road	✓		
The Parade, Coulsdon Road		✓	
Thornton Road	✓		
Waddon Road		✓	
Whitehorse Lane	✓		
Whitehorse Road		✓	

#### How the policy works

**5.36** This policy seeks to ensure that at least 50% of the units within the Shopping Parade are within Class A1 use. Under certain circumstances when one or more units within a Parade are much larger than the other units (for example, when there is an 'anchor' store) the 50% threshold may be applied to the gross floor space within the Parade rather than the number of units. Unless it relates to a community use, proposals involving the net

loss of ground floor A Class floor space within Shopping Parades will be refused. The Council's annual land use surveys suggest this threshold is generally effective in securing a predominance of A1 Class activity in Shopping Parades but does not render them prone to issues of long-term vacancy.

**5.37** The policy limits the opening of new A5 units or changes of use to A5 in shopping parades. This will help to ensure residents have a greater choice of local retail services and will limit associated waste and delivery issues that can cause harm to residential amenity. ~~Controls on the opening of new hot food takeaways support access to healthier food options outside town centres as shopping parades are often located in residential areas in close proximity to open spaces and schools.~~

**5.38** Sui generis activities which serve the local area (such as a laundrette) and community facilities are also acceptable uses within Shopping Parades. Shopping Parades can also provide space for small start-up companies who need office or workshop space so changes of use to Class B1 uses are also acceptable to facilitate this. However all other uses (including sui generis which serve a wider catchment) are not acceptable uses. New development of Class B1 uses are also unacceptable as new development of this type could threaten the retail character of a Shopping Parade in a way that change of use would not.

**5.39** For the purposes of Part 3 Class M of the General Permitted Development Order (2015), which sets out the circumstances where planning permission is not required for changes of use from retail to residential use, Shopping Parades are considered to be key shopping areas. In these locations any change of use from a retail use to residential will require an application to be made for planning permission which will be considered against the requirements of this policy.

#### Key supporting documents

- Croydon's Monitoring Report (annual)
- Assessments of boundaries and designations for Shopping Parades (2012 and 2015)
- Appendix 3 – Designated shopping frontages

**[Main Mod]:** MMD18

Note - this is not subject to further consultation

Development in edge of centre and out of centre locations

**Strategic Objectives and related Croydon Local Plan strategic policies**

- Policy SP3.6
- Policy SP3.7
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**Unitary Development Plan policies to be replaced by this policy**

- SH3 Locations for Shopping Development
- EM4 Offices outside Croydon Metropolitan Centre and town centres
- EM7 Redevelopment or Extension for Offices outside Croydon Metropolitan Centre and the Town, District and Local Centres

- HT1 Visitor Accommodation
- LR2 Development of Leisure and Indoor Sports, Arts, Culture and Entertainment Facilities outside of Croydon Metropolitan Centre and Town and District Centres

**Why we need this policy**

**5.48** In line with the 'Town Centres First' principle, commercial activity should be directed to town centres to take advantage of their better transport functions and so as not to undermine the established centres. However, there are circumstances when proposals for town centre uses in edge of centre and out of centre locations may be acceptable.

**5.49** In relation to drawing up Local Plans, paragraph 23 of the National Planning Policy Framework states that local planning authorities should 'set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres'.

**Policy DM9: Development in edge of centre and out of centre locations**

The Council will ensure the vitality and viability of the borough's town centres is maintained and increased by:

a) Ensuring new development proposals for main town centre uses in edge of centre and out of centre locations are in accordance with Table 5.9 and Table 5.10; and

b) Applying planning conditions to control the subdivision of units, extensions (including mezzanines), and the range and mix of convenience and comparison goods sold.

**[Main Mod]:** MMD20  
 Note - this is not subject to further consultation

**Table 5.9 Development of main town centre uses in edge of centre and out of centre locations**

Use	Development in edge of centre locations	Development in out of centre locations
A1 – A4A5	<p>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, <u>on sites or in units that are both suitable and available</u>, within a town centre or existing vacant units in edge of centre locations, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>13</sup></p> <p>An impact assessment will be required for proposals which result in a unit greater than 2,500m<sup>2</sup></p> <p><u>Drive through restaurants and hot food takeaways must make adequate arrangements for dealing with waste (including customer's waste) and for any delivery service intended.</u></p>	<p>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, <u>on sites or in units that are both suitable and available</u>, within a town centre or edge of centre location or existing vacant units in any location, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>14</sup></p> <p>An impact assessment will be required for proposals which result in a unit greater than 2,500m<sup>2</sup></p> <p><u>Drive through restaurants and hot food takeaways must make adequate arrangements for dealing with waste (including customer's waste) and for any delivery service intended.</u></p>

<sup>13</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

<sup>14</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

Use	Development in edge of centre locations	Development in out of centre locations
A5A5	<p>Not acceptable in wards where the existing provision of hot food takeaways exceeds the national average. In other wards, where a sequential test satisfactorily demonstrates such uses cannot be accommodated, on sites or in units that are both suitable and available, within a town centre or existing vacant units in edge of centre locations, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>15</sup> and the use is accredited in accordance with the Council's Eat Well Croydon scheme. Hot food takeaways must make adequate arrangements for dealing with waste (including customers' waste) and for any delivery service intended.</p>	<p>Not acceptable in wards where the existing provision of hot food takeaways exceeds the national average. In other wards, where a sequential test satisfactorily demonstrates such uses cannot be accommodated, on sites or in units that are both suitable and available, within a town centre or existing vacant units in edge of centre locations, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>16</sup> and the use is accredited in accordance with the Council's Eat Well Croydon scheme. Hot food takeaways must make adequate arrangements for dealing with waste (including customers' waste) and for any delivery service intended.</p>
Offices and <del>other main town centre uses</del> <u>Leisure</u>	<p>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, <u>on sites or in units that are both suitable and available</u>, within a town centre or existing vacant units in edge of centre locations, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>17</sup></p> <p>An impact assessment will be required for proposals which result in a unit greater than 2,500m<sup>2</sup></p>	<p>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, <u>on sites or in units that are both suitable and available</u>, within a town centre or edge of centre location or existing vacant units in any location, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>18</sup></p> <p>An impact assessment will be required for proposals which result in a unit greater than 2,500m<sup>2</sup></p>

<sup>15</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

<sup>16</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

<sup>17</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

<sup>18</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

Use	Development in edge of centre locations	Development in out of centre locations
<u>Arts, culture and tourism</u>	<u>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, on sites or in units that are both suitable and available, within a town centre or existing vacant units in edge of centre locations, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>19</sup></u>	<u>Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, on sites or in units that are both suitable and available, within a town centre or edge of centre location or existing vacant units in any location, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre<sup>20</sup></u>
Non town centre community uses	Acceptable in principle	Acceptable in principle

**[Main Mod]:** MMD21

Note - additional modifications subject to further consultation are in Dark Blue font

### How the policy works

**5.50** This policy applies to all commercial uses equating to the National Planning Policy Framework's main town centre uses. Together these are defined as the following:

- a) Retail development (including warehouse clubs and factory outlet centres);
- b) Leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- c) Offices; and
- d) Arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

connected' is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

**[Main Mod]:** MMD22

Note - this is not subject to further consultation

**5.51** For the purposes of this policy edge of centre and out of centre locations are defined as shown in Table 5.10. 'Well

<sup>19</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.

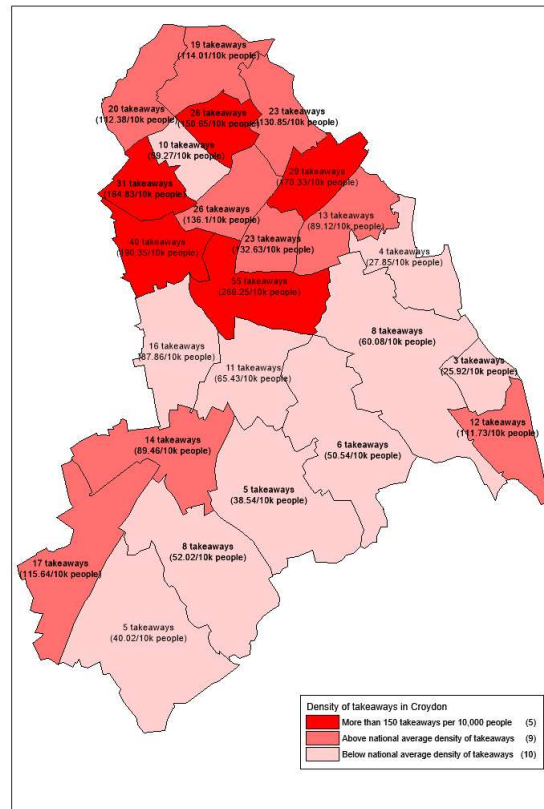
<sup>20</sup> Well connected" is defined as a location benefitting from a Public Transport Accessibility Level of 4 and above.



**Table 5.10 Definition of edge of centre and out of centre location (informed by Annex 2 of the National Planning Policy Framework)**

Use	Edge of centre when...	Out of centre when...
Retail development	Within 300m of the boundary of the centre's Primary Shopping Area and well connected	More than 300m from the boundary of the centre's Primary Shopping Area
Offices	Within 300m of the boundary of the centre or within 500m of East Croydon, West Croydon, Norbury, Thornton Heath, Purley or Coulsdon Town stations.	More than 300m from the boundary of the centre and more than 500m from East Croydon, West Croydon, Norbury, Thornton Heath, Norwood Junction, Purley or Coulsdon Town stations.
Other commercial use	Within 300m of the boundary of the centre	More than 300m from the boundary of the centre

**Figure 5.1 Density of takeaways in Croydon in 2016**



**[Main Mod]:** MMD21  
 Note - additional modifications subject to further consultation are in Dark Blue font

**5.52** When undertaking a sequential test, applicants will be required to demonstrate there is no town centre or edge of centres sites or units that accommodate their proposal. For a site or unit to be able to accommodate a proposal it must be both suitable for the proposed development (noting that both applicants and the Council should be flexible over issues such as format and scale) and likely to be available at the point in time that the proposal is expected to be delivered. For out of centre locations they will be required to assess whether there are any existing vacant out of centre units which can accommodate the proposal as it is sequentially preferable to occupy an existing unit in an out of centre location than develop a new unit.

**5.53** Extensions to existing, changes of use to or new A5 uses will not be permitted in edge of centre or out of centre locations which will prevent the opening of hot food takeaways in close proximity to schools and open spaces. This will support the public health agenda of tackling obesity, particularly for children and young people, and promotes access to healthier food options.

**5.54** As set out in the National Planning Policy Framework, the purpose of an impact assessment is to understand the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal. It also assesses the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made.

**5.55** Where a proposed extension results in a unit greater than 2,500m<sup>2</sup> of floor space, an impact assessment will be required. Impact assessment will be required to assess the impact of the whole unit and not just the proposed extension.

**5.56** For major schemes where the full impact will not be realised in five years, the National Planning Policy Framework states impact should also be assessed up to ten years from the time the application is made. Impact assessments will be required to assess the impact of the whole unit if it results in a floor space greater than 2,500m<sup>2</sup>.

**5.57** The use of planning conditions on the subdivision, extensions and the range of goods and mix of convenience and comparison goods sold ensures that developments in edge of centre and out of centre locations do not have any significant adverse impact of the vitality and viability of the Metropolitan, District and Local Centres.

**5.58** New community facilities in edge of centre or out of centre locations are acceptable in principle. This does not apply to facilities considered to be a D2 use. These main town centre uses will require a sequential test and an impact assessment.

#### Key supporting documents

- Croydon's Monitoring Report (annual)
- Borough Wide Retail Needs Study Update (2008)
- Croydon Metropolitan Centre Retail Strategy (2009)

**[Main Mod]:** MMD23

Note - this is not subject to further consultation