



# Strengthening Economic Prosperity



## Site Allocations

Background Issues Paper September 2014

# Background Issues Papers

## Introduction

A series of background papers have been prepared to support the Pre-Submission Site Allocations Development Plan Document (DPD). These are as follows:

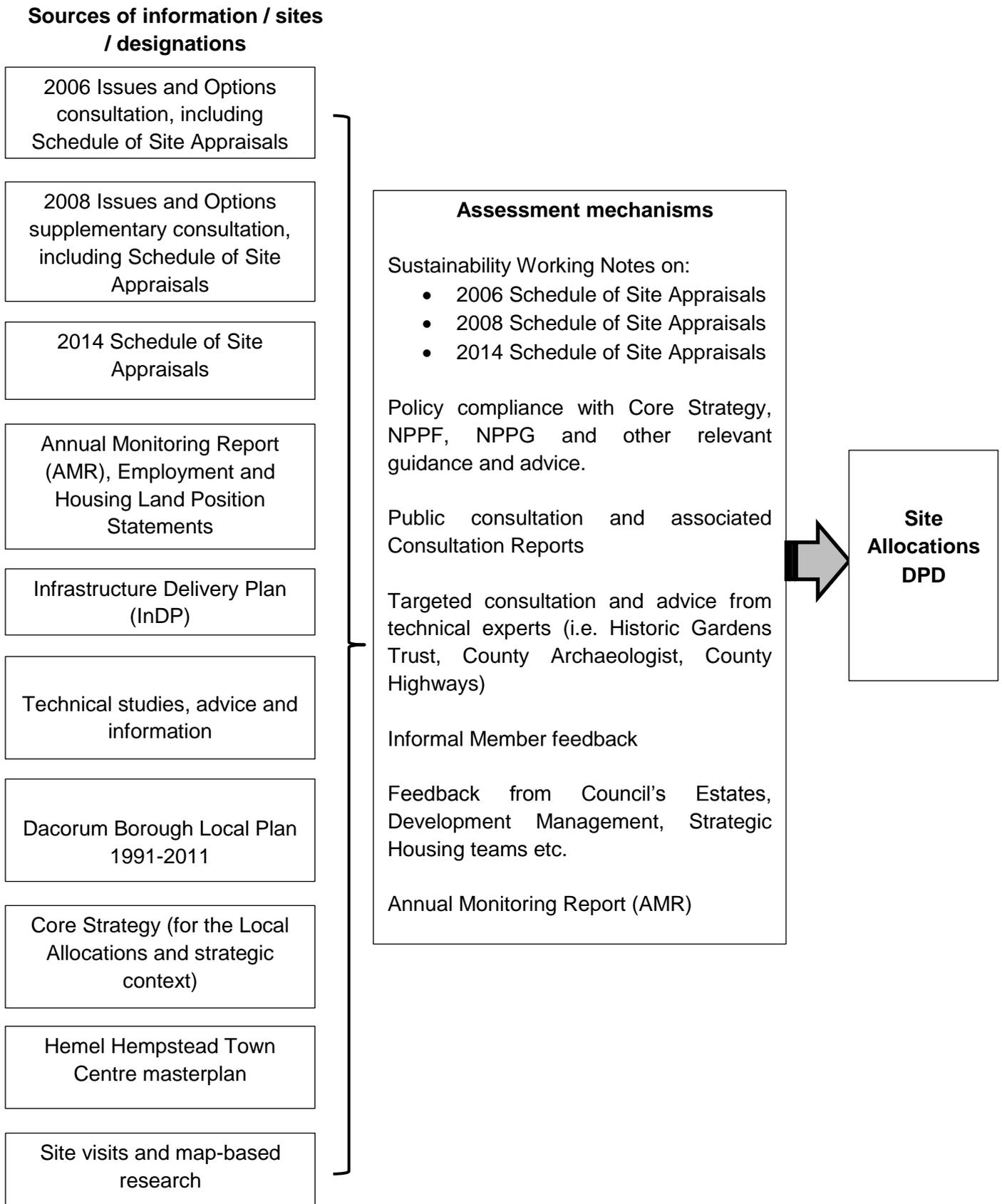
- **The Sustainable Development Strategy:**
  - (a) Green Belt, Rural Area and Settlement Boundaries
  - (b) Transport
  
- **Strengthening Economic Prosperity**
  - (a) Providing For Offices, Industry, Storage and Distribution
  - (b) Supporting Retailing and Commerce
  
- **Providing Homes and Community Services**
  - (a) Providing Homes
  - (b) Social Infrastructure
  
- **Looking After the Environment**

These papers form part of the evidence base. Their role is to inform the content of the Site Allocations DPD through:

- (a) summarising background policy, guidance and advice relevant to each subject area; and
- (b) assessing which sites, designations and/or boundary changes it is appropriate to take forward in the context of this advice and set out any additional selection criteria used.

Information has been collected from a number of different sources and as the assessment has been an interactive process, incorporating the conclusions of sustainability appraisal and advice from technical experts as appropriate (see Figure 1).

**Figure 1: Assessment of Alternative Sites, Options and Designations**



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# Part A: Providing for Offices, Industry, Storage and Distribution

## Introduction

- 1.1 Employment uses (offices, research, industrial, storage and distribution, also called B-class uses) are a key component of the local economy and provide just under half of all the jobs in the borough. It is therefore important to identify and provide a minimum area of employment land for the B-class uses throughout the plan period of the Dacorum Local Planning Framework, which runs to 2031. This will help to achieve full employment, while prevailing levels of out-commuting can continue. The minimum area of employment land includes land already used for B-class uses and proposed new sites.
- 1.2 The B-class uses, as defined in the Town and Country Planning Use Classes Order, cover the following uses:
  - B1: business use (sub-divided into B1(a) offices, B1(b) research and development and B1(c) light industry)
  - B2: general industry
  - B8: storage and distribution
- 1.3 Office jobs account for around a quarter of total jobs within Dacorum and are located mainly within the General Employment Areas (GEAs) and town centres. New office jobs will make a significant contribution to the borough's total additional jobs over the plan period. Industrial and storage floorspace will also continue to make an important contribution to the Borough's overall employment mix. This reflects the fact that the Maylands Business Park is the main industrial concentration in south west Hertfordshire and one of the main distribution centres around the M25 and southern part of the M1.
- 1.4 The Site Allocations Development Plan Document (DPD) excludes consideration of allocations and land designations within the area covered by the East Hemel Hempstead Area Action Plan (AAP). This area largely equates to the Maylands Business Park. However, where the AAP contains important sites, these are cross referred to within the Site Allocations supporting text to ensure a comprehensive picture of sites and designations is provided for the Borough. This is particularly relevant with regard to planning for the B-class uses.

## National Requirements

- 1.5 National advice on strengthening economic prosperity is provided through the National Planning Policy Framework (NPPF), with further guidance through the Planning Policy Guidance (PPG). The NPPF supersedes the advice formerly contained in Planning Policy Guidance Notes and Planning Policy Statements, most notably PPS4: Planning for Sustainable Economic Growth).
- 1.6 The NPPF requires local plans to set out strategic policies to deliver "the homes and jobs needed in the area" (paragraph 156). Local planning authorities are

advised to prepare and maintain a robust evidence base, to understand both existing business needs and likely changes in the market (paragraph 160). This evidence base should be used to assess (paragraph 161):

- *The needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development;*
- *The existing and future supply of land for economic development and its sufficiency and suitability to meet the identified needs. Reviews of land available for economic development should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments and should include a reappraisal of the suitability of previously allocated land;*

1.7 More detail Government guidance is provided in the Planning Policy Guidance (PPG). The following sections in the PPG are particularly relevant:

- ‘Housing and economic development needs assessments’ – this section includes advice on ‘methodology: assessing economic development and main town centre uses’; and
- ‘Housing and economic land availability’.

## **Core Strategy and ‘Saved’ Policies**

### Core Strategy

1.8 Dacorum’s Core Strategy was adopted on 26 September 2013 and sets a clear strategic policy framework through which to progress the Site Allocations DPD.

1.9 Policies that relate directly to providing for offices, industry, storage and distribution are:

- CS14: Economic Development
- CS15: Offices, Research, Industry, Storage and Distribution

1.10 Policy CS14 states that sufficient land will be allocated to accommodate growth in the economy of approximately 10,000 jobs between 2006 and 2031. Most employment generating development will be located in towns and local centres and General Employment Areas. Hemel Hempstead will be the main focus for new economic development and the regeneration of the Maylands Business Park and Hemel Hempstead town centre will be supported. Employment levels elsewhere in the Borough will be maintained to ensure a spread of job opportunities.

1.11 Policy CS15 states that a minimum area of land will be identified and retained for B-class uses. The minimum area of land comprises General Employment Areas (which will be protected for B-class uses), employment proposal sites, town and local centres and employment areas in the Green Belt. The policy sets the following targets for the 2006-2031 plan period:

- Around 131,000 sq. metres (net) additional office floorspace; and
- Nil net change in floorspace for industry, storage and distribution.

1.12 The jobs growth target in Policy CS14 and the floorspace figures in Policy CS15 are as recommended by the Council's consultants in the technical studies (see paragraphs 1.24-1.39 below).

1.13 Several other Core Strategy policies are also relevant, including Policy NP1: Supporting Development, CS1: Distribution of Development, CS2: Selection of Development Sites, CS4: The Towns and Large Villages, CS33: Hemel Hempstead Town Centre and CS34: Maylands Business Park.

1.14 Core Strategy paragraph 12.9 states that the majority of the employment jobs will be directed to the Maylands Business Park. The business park includes the Maylands Gateway site, which will provide a prominent new office-led strategic employment location. The Face of Maylands area will also be an important office location. Paragraph 12.14 refers to the significance of Maylands as a location for industrial and storage and distribution uses. Core Strategy Figure 18 states that Maylands Gateway offers around 29.7 ha. of developable land and uses suited to the area will be primarily HQ offices, conference facilities and a hotel. There may also be opportunities for other development that accords with its high status and green character.

#### Saved Local Plan Policies

1.15 The Core Strategy policies are complemented by 'saved' policies from the Dacorum Borough Local Plan 1991-2011. Relevant policies include:

- 31 – General Employment Areas
- 32 – Employment Areas in the Green Belt
- 33 – Conversion of employment land to housing and other uses
- 34 – Other Land Associated with Established Employment Generating Uses
- 37 – Environmental Improvements

1.16 It is proposed that Policies 32 and 33 are superseded by the Site Allocations DPD. The other policies listed above will be revised and superseded through the East Hemel Hempstead Area Action Plan, the Development Management DPD and any associated guidance.

1.17 The Employment section of the Local Plan also contains a 'Schedule of Employment Proposal Sites'.

## **Other Relevant Documents Produced by the Council**

### Maylands Masterplan and Maylands Gateway Development Brief

1.18 Detailed guidance on the future planning of the Maylands Business Park can be found in the Maylands Master Plan, which was adopted by the Council as a planning policy statement in June 2007:

<http://www.maylands.org/sitefiles/MaylandsMP.pdf>

1.19 The Master Plan divides the business park into a number of character areas, where different types of employment development should be encouraged. One of the character areas is the Maylands Gateway site, located on the A414 Breakspear Way, close to M1 Junction 8. Maylands Gateway is Dacorum's main employment development site. The Master Plan proposes a first rate business park on the Gateway site and states that there is potential for around 130,000 sq. metres of office space.

1.20 Further guidance on the future planning of the Gateway site can be found in the Maylands Gateway Development Brief. A revised version of the brief was approved by the Council as a planning policy statement in July 2013:

[http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-\(small\).pdf?Status=Master&sfvrsn=0](http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-(small).pdf?Status=Master&sfvrsn=0)

1.21 The revised brief gives increased flexibility over the type of jobs to be provided, including high quality B8 developments, to reflect current economic circumstances.

### Hemel Hempstead Town Centre Masterplan

[http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-\(small\).pdf?Status=Master&sfvrsn=0](http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-(small).pdf?Status=Master&sfvrsn=0)

1.22 The Town Centre Masterplan was approved by the Council in January 2013. It was adopted as a supplementary planning document in September of that year, to coincide with adoption of the Core Strategy. One of the regeneration objectives in the Masterplan (paragraph 3.4.1) states that the Council aims to assist the town centre in reaching its economic potential.

1.23 The Masterplan does not contain any specific proposals for major new offices or other types of B-class development. However, it identifies several sites with potential for a wide range of different types of jobs to be created. The main potential is within the following zones:

- the Gade Zone (section 5.2.1 of the Masterplan). The proposals for this zone include a new college, food store and Public Service Quarter; and

- the Hospital Zone (section 5.4.1), where the proposals include a reconfigured hospital, a new primary school and a wider mix of uses in the Paradise Employment Area.

## Summary of Advice in Technical Studies on Employment Issues

1.24 The employment evidence base for Dacorum comprises three studies, all produced by Roger Tym & Partners:

- The *Hertfordshire London Arc Jobs Growth and Employment Land Study* (March 2009), a strategic sub-regional study which advised on employment land provision across seven districts, covering most of Hertfordshire including Dacorum;
- The *South West Hertfordshire Employment Land Update* (June 2010), a local study that advised on the delivery of the broad strategy in Dacorum and Three Rivers Districts; and
- The *Dacorum Employment Land Update* (July 2011), which recommended updated quantitative targets for the provision of employment land in the plan period to 2031.

1.25 A summary of the key points in these documents is provided below:

The Hertfordshire London Arc Jobs Growth and Employment Land Study (March 2009)

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/evidence-base/london-arc-employment-space-study>

1.26 The London Arc Study included an assessment of the industrial/warehouse and office markets in the study area. It also looked at employment sites and areas and forecasts of labour demand and supply. The study put forward provisional targets for employment floorspace change in each district, but advised the authorities that they might choose to amend these figures in the light of local knowledge and policy priorities.

The South West Hertfordshire Employment Land Update (June 2010)

<http://www.dacorum.gov.uk/docs/default-source/planning-development/spatialplanning-10.07.13-sw-herts-employment-land-update-2010.pdf?Status=Master&sfvrsn=0>

1.27 This study advised Dacorum and Three Rivers Councils on employment land policies for inclusion in their emerging development plans. In particular, the study considered the quantity, mix and geographical spread of employment land that should be provided. Advice was given on what new sites (if any) should be identified for employment development and what existing employment sites (if any) should be allowed to transfer to other uses.

1.28 Paragraphs 4.59-4.62 set out the consultants' initial proposals for new sites (in addition to existing commitments) and for releasing existing sites. The recommendations included:

- the release of around 30,000 sq. metres of existing industrial/warehousing floorspace on older/poorer employment sites; and
- major new office development and some industrial/warehousing floorspace on the Maylands Gateway site.

1.29 The study also included forecasts of employment change in the Borough during the plan period. However, these forecasts were superseded by those in the 2011 Update (see below).

The Dacorum Employment Land Update (July 2011)

[http://www.dacorum.gov.uk/docs/default-source/planning-development/employmentland-update-\(pdf-334kb-opens-in-a-new-window\).pdf?sfvrsn=0](http://www.dacorum.gov.uk/docs/default-source/planning-development/employmentland-update-(pdf-334kb-opens-in-a-new-window).pdf?sfvrsn=0)

1.30 The 2011 study updated the recommended quantitative targets for the provision of employment land in Dacorum to 2031. This update was needed to take fuller account of the recession and also because of the Government's decision to abolish the regional spatial strategies.

1.31 For this study, a new local economic forecast was commissioned from Oxford Economics, based on the East of England Forecasting Model. The modelling assumed a housing target in Dacorum of 400 homes a year. This is slightly lower than the target of 430 a year in the adopted Core Strategy. However, as noted in paragraph 4.5 of the study, this difference is too small to affect the conclusions and recommendations. The forecast also assumed a slight increase in net out-commuting from the borough from 5,100 to 6,700 workers by 2031 (see paragraphs 4.11-4.14 in the study).

1.32 The revised economic forecast estimated a job growth of some 9,700 in Dacorum over the plan period, broken down as follows (see Table 5.1 in the 2011 Update):

	Employment change 2006-2031
Industry and warehousing	-3,441
Offices	7,284
Non-B jobs	5,863
All jobs	9,702

1.33 Given the above forecast, the 2011 Update (paragraph 6.3) suggested that the Core Strategy should aim to provide land to accommodate around 10,000 jobs in the 2006-2031 plan period. This advice has been incorporated into Core Strategy Policy CS14.

1.34 Around 60% of the estimated employment growth is in non-B class uses, such as hotels and catering, construction, education, healthcare, retailing and leisure. Therefore, appropriate allocations for non-B class uses will be included in the Site Allocations Development Plan Document and, if appropriate, in the East Hemel Hempstead Area Action Plan.

1.35 Paragraph 5.5 in the 2011 Update translated the employment change forecasts into the following forecasts of demand for B-class floorspace:

	Net floorspace change sq. m (2006-2031)
Industry and warehousing	-30,045
Offices	131,103

1.36 Paragraphs 5.7-5.17 in the 2011 Update provided advice on floorspace targets for B-class uses. The study looked at the planned supply of land i.e. completions 2006-2011, outstanding permissions, allocations in the Local Plan and proposals made in the 2010 study (see above). The planned supply amounted to a net floorspace gain of 34,000 sq. metres for industry/warehousing and 145,000 sq. metres for offices. These figures included an assumption of 122,000 sq. metres of offices and 18,500 sq. metres of industrial/warehousing space on the Maylands Gateway site.

1.37 In relation to the forecasts of demand for B-class floorspace, there was therefore a large oversupply of planned industrial/warehousing space and a small oversupply of offices. However, the study explained why the calculations for industry and warehousing were considered to be pessimistic and subject to a large margin of error. The consultants concluded that the market was roughly in balance and that the Council’s land provision target for industry/warehousing over the plan period should be zero net change. This recommendation has been taken on board by the Council in Core Strategy Policy CS15.

1.38 With regard to offices, the consultants suggested that the Council should adopt the figure of 131,000 sq. metres of net additional floorspace as a land provision target for the Core Strategy. However, they advised that:

*“...planning policy should allow for the possibility that the forecast demand may not materialise. Therefore, land supply and the infrastructure investment needed to support office development should be phased over the plan period; targets and allocations should be reviewed regularly in the light of actual take-up, market conditions and the latest economic forecasts; and there may be managed release of office sites which are no longer attractive, viable or suitable for offices.”*

1.39 In view of the above, Core Strategy Policy CS15 sets an office floorspace target for 2006-2031 of around 131,000 sq. metres of additional floorspace, whilst paragraph 12.7 of the Core Strategy refers to the consultants’ advice that this level of growth may not materialise.

## Issues Raised In Consultation Responses

### Site Allocations Issues and Options Paper 2006

1.40 The first consultation stage in the Site Allocations DPD process was the 2006 Issues and Options consultation:

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/local-planning-framework/site-allocations/site-allocations-issues-options-2006>

1.41 The consultation paper looked at the issues which needed to be considered when identifying land for different activities and suggested a number of options for tackling these issues. The document covered a wide range of topics through a series of questions. It looked at both specific sites that may be promoted for particular uses and broader designations.

1.42 The following issues were raised and questions posed on employment in the consultation paper:

### **Issue 1 – Employment Area Boundaries**

Q18: Should any changes be made to the detailed boundaries of the existing General Employment Areas

### **Issue 2 – Types of Employment Designations**

#### Nash Mills General Employment Area

Option 1: retain existing General Employment Area designation over the whole site

Option 2: redesignate for residential use

Option 3: redesignate for a mix of employment and residential uses

Q19: Which of the above options do you support for the Nash Mills General Employment Area?

#### Bourne End Mills

Option 1: site retained for current employment use

Option 2: site redeveloped for residential use

Option 3: a mix of the above

Q20: Which of the above options do you support for the Bourne End Mills site?

#### Apsley Paper Trail

Option 1: retain current Local Plan designation for the Paper Trail

Option 2: allow redevelopment of part of site for residential purposes

Option 3: allow redevelopment of part of site for non-residential/employment purposes

Q21: Which of the above options do you support for the Paper Trail site?

### **Issue 3 – Unimplemented Employment Proposals**

Option 1: site retained for employment use

Option 2: site redesignated for residential use

Option 3: site redesignated for residential use with a new reserve of land allocated to enable the expansion of the GEA westwards

Q22: Which of the above options do you support for the undeveloped employment land at Miswell Lane Tring?

### **Issue 4 – Other Potential Employment Sites**

Q23: Are there any other areas of land that you would like us to consider designating for employment uses?

### **Issue 5 – Conversion of Employment Land to Other uses**

Q24: Should any changes be made to the boundaries of the above sites?

### **Issue 6 – Potential Locations for Live/Work Uses**

Q25: Where do you consider Live/Work units could be successfully accommodated?

- Maylands business area
- Other locations

1.43 The 2006 Issues and Options consultation included a Schedule of Site Appraisals, which formed part of the background technical work to support the Site Allocations DPD. The schedule included a number of sites in existing employment use that were being considered for possible reallocation for other uses, such as housing. Most of the sites concerned are shown in the Dacorum Borough Local Plan:

- in Policy 31 as General Employment Areas in Local;
- in Policy 32 as employment areas in the Green Belt;
- in Policy 33 (conversion of employment land to housing and other uses); or
- on the Schedule of Employment Proposal Sites.

1.44 All the sites looked at in the 2006 document for possible reallocation to non-employment uses are considered below in the section of this Issues Paper on 'Review of Employment Areas and Sites' ([add cross reference](#)). The 2006 document also assessed the possibility of allocating non-employment uses on some existing employment sites not protected for employment purposes by the Local Plan.

1.45 No potential new employment areas or sites were considered in the 2006 document, except in the area to be covered by the East Hemel Hempstead Area Action Plan.

1.46 The Site Allocations Consultation Report Volume 1 summarised the response to the 2006 consultation document and the Council's decisions on which potential allocations to consider further:

<http://www.dacorum.gov.uk/docs/default-source/planning-development/spar-12.07.27-siteallocationsio2006responsesummary-v3.pdf?Status=Master&sfvrsn=0>

1.47 The Council's initial conclusions on General Employment Areas were set out in the Consultation Report as follows (paragraph 2.36):

*“There is merit in exploring changes to the boundaries to GEAs to allow for their expansion. This would allow flexibility to adjust to changes in employment growth in the borough and to meet the needs of specific settlements. Bourne End Mills GEA now benefits from an approved scheme granted in 2010, which will dictate future planning options on the site. There is no clear direction given as to which option should be pursued on the Paper Trail site and land adjoining Icknield Way GEA. However, opportunities for live/work units within the Maylands business area are clearly popular, and could be explored through the East Hemel Hempstead Area Action Plan.”*

1.48 A summary of the response to the questions posed on employment in the Consultation Report together with the actions to be taken by the Council can be found in pages 35-41 of the report. An overview is provided in Table 1 below:

**Table 1: Questions on Employment in 2006 Consultation: Summary of Response and Actions**

Question	Subject	Summary of response and actions
18	Boundaries of GEAs	Response: most did not consider changes necessary. Actions: no action required.
19	Nash Mills GEA	Response: 60% supported a mix of employment and residential uses. Actions: give further consideration to a mixed use redevelopment scheme.
20	Bourne End Mills	Response: most supported continued employment use or an employment/housing mix. Actions: consider Option 1 (employment) further.
21	Paper Trail site	Response: most favoured retaining Local Plan designation or allowing housing on part of site.

		Actions: consider options further.
22	Undeveloped employment land at Miswell Lane, Tring	Response: slight majority for residential use. Actions: consider employment needs in Tring in greater detail.
23	Other areas	Response: a few areas suggested, but most already allocated for employment. Actions: no action required.
24	Boundaries of employment sites proposed for housing	Response: most favoured no change to boundaries. Actions: retain sites, but update where appropriate.
25	Location of live/work units	Response: most favoured live/work units at Maylands. Actions: consider further the market for live/work and whether Maylands is an appropriate location.

#### Site Allocations Issues and Options Paper 2008

1.49 In 2008, the Council published the Site Allocations Supplementary Issues and Options Paper:

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/local-planning-framework/site-allocations/site-allocations-2008>

1.50 This paper consulted chiefly on new sites and designations that had emerged since the 2006 consultation. It did not pose any specific questions about employment. The Schedule of Site Appraisals accompanying the 2008 consultation paper included a few further possible losses of employment land, most of which are currently protected for employment uses through Local Plan Policy 31 (see section on 'Review of Employment Areas and Sites' below).

1.51 The only potential new employment area or site assessed in the 2008 document was site KL/c2 (Rectory Farm, Rectory Lane, Kings Langley). This Green Belt site was assessed for possible employment/community use.

1.52 The Site Allocations Consultation Report Volume 2 summarised the response to the 2008 consultation document and the Council's decisions on which potential allocations to consider further:

<http://www.dacorum.gov.uk/docs/default-source/strategic-planning/site-allocations-report---housing-and-other-issues.pdf?sfvrsn=0>

1.53 Page 50 in the Consultation Report indicated that the Rectory Farm site should not be considered further in the Site Allocations process.

## Sustainability Appraisal

- 1.54 Separate sustainability appraisal reports on the 2006 and 2008 Issues and Options documents have been prepared on an independent basis by the Council's consultants, C4S and Halcrow. The sustainability reports include an initial assessment of the sustainability conclusions for each site, which support the Council's own assessment.

## **Monitoring Information**

- 1.55 The importance of monitoring should be emphasised and the Council regularly monitors what is happening on the ground. This is done annually through the Employment Land Position Statement (ELPS) and the Annual Monitoring Report (AMR).

- 1.56 The ELPS includes information on all B-class floorspace commitments (i.e. with planning permission and either not started or under construction). It also gives information on completions over the last year. The current version of the ELPS sets out the position at April 2014:

[http://www.dacorum.gov.uk/docs/default-source/strategic-planning/emp\\_2014.pdf?sfvrsn=0](http://www.dacorum.gov.uk/docs/default-source/strategic-planning/emp_2014.pdf?sfvrsn=0)

- 1.57 The AMR enables the Council to keep a check on the health of the economy and progress towards reaching jobs and floorspace targets, and also assess whether the targets need to be reviewed and/or updated in the future. It incorporates information from the ELPS. The current AMR provides information for the monitoring year 2012/13 and also for 2006-2013 (as 2006 is the start date for the Core Strategy plan period):

<http://www.dacorum.gov.uk/docs/default-source/strategic-planning/amr-2012-13-final.pdf?sfvrsn=0>

- 1.58 Monitoring information on Core Strategy Policy CS14 is provided in paragraphs 6.1-6.9 in the AMR, whilst paragraphs 6.10-6.24 relate to Policy CS15. Paragraph 6.18 shows the main commitments for losses and gains of employment floorspace, using information from the ELPS. All the main commitments involve redevelopment of previously developed land and most of them are located on the Maylands Business Park in Hemel Hempstead. Only two commitments involve a net gain of over 10,000 sq. metres of B-class floorspace.

- 1.59 Apart from the information from the ELPS, the AMR (paragraph 6.20) also takes account of other proposed changes in employment floorspace. There are several other proposals for losses and gains of employment land in Dacorum and by far the largest development proposal is at the Maylands Gateway site. The position is summarised in Table 2 below:

**Table 2: Summary of employment land supply, excluding commitments**

Category	Comments
Employment Proposal Sites in Dacorum Local Plan that remain undeveloped	Section 5 of the Dacorum Borough Local Plan 1991-2011 contains a schedule of employment proposal sites. Only two sites still have over 1 hectare of undeveloped land. One of these (E2: Buncefield Lane, Hemel Hempstead) now forms part of the Maylands Gateway site). The other (E4: Three Cherry Trees Lane (East), Hemel Hempstead) forms part of the Spencer's Park site, now proposed mainly for housing development.
Local Plan Policy 33 – Conversion of employment land to housing and other uses	Policy 33 lists five employment sites where the Council is encouraging housing development. Two of these sites (Ebberns Road, Hemel Hempstead and Western Road, Tring) still contain some employment land that is likely to be lost to housing.
Core Strategy proposals	<p>The Core Strategy contains the following employment development proposals:</p> <ul style="list-style-type: none"> <li>• Maylands Gateway, Hemel Hempstead (see Core Strategy Figure 18 and Policy CS34). This is Dacorum's principal proposed employment development site, containing around 29.7 ha. of developable land. The Employment Land Update 2011 (Roger Tym &amp; Partners) assumed 122,200 sq. metres of offices and 18,500 sq. metres of industrial/warehouse space on this site.</li> <li>• Hemel Hempstead town centre (see Core Strategy Figure 17 and policy CS33). The Town Centre Masterplan contains scope for new offices, but no major office development sites.</li> <li>• Icknield Way, Tring (see Core Strategy section 22). The proposals for Local Allocation LA5 include an extension to the Icknield Way Industrial Estate.</li> </ul>
South West Hertfordshire Employment Land Update (2010) – recommendations on employment sites	Apart from the sites mentioned above, this report by Roger Tym & Partners (see paragraphs 1.27-1.29 above), proposed the loss of 28,400 sq. metres of industrial/warehousing floorspace and a gain of 3,500 sq. metres of offices. The largest recommended loss (16,400 sq. metres) is at the Frogmore General Employment Area at Apsley, Hemel Hempstead.
Other sites	Other sites with potential for employment development include the Heart of Maylands site in Hemel Hempstead, where a new local centre is proposed.

1.60 The key headline results on employment in the AMR 2012/13 are as set out below:

- Since the start of the Core Strategy plan period in 2006, there has been a net loss of over 65,000 sq. metres of B-class employment floorspace (i.e. offices, industry and warehousing).
- There has been a net loss of nearly 46,000 sq. metres of office floorspace since 2006. This trend needs to be carefully monitored over future years, given the Core Strategy's target for a net gain of 131,000 sq. metres between 2006 and 2031. However, there is scope for substantial office development, particularly on the Maylands Gateway site in Hemel Hempstead. Whether the Core Strategy's office floorspace target is met depends mainly on the amount of offices built on this site.
- There has been a net loss of some 19,600 sq. metres of industrial/warehousing floorspace since 2006. Planning permission exists for a net gain of over 33,000 sq. metres, mainly on the Maylands Business Park in Hemel Hempstead. There is also potential for further gains, for example, on the Maylands Gateway site in accordance with the revised Development Brief. The Council is therefore on track to meet (or exceed) the Core Strategy target of no net loss of industry, storage and distribution floorspace over the 2006-2031 period.

### **Review of Employment Areas and Sites**

- 1.61 A review of employment areas and proposed sites within the Borough has been carried out. This review has sought to ensure that sufficient good quality employment land is available to meet the Core Strategy's employment targets (for offices and industrial, storage and distribution floorspace). The scope to reallocate some employment land for housing development has also been considered. This work has also sought to ensure the uses permitted in designated employment areas remains appropriate in terms of their character and current market demands and supports growth in local economic prosperity.
- 1.62 The Council considers that there is no need to allocate new employment sites in the Site Allocations DPD, over and above those already proposed. This conclusion reflects the advice in the technical studies, the outcome of the 2006 and 2008 Site Allocations Issues and Options consultations and the monitoring findings. It also takes account of the large amount of land available for employment development in the Maylands Business Park, particularly on the Maylands Gateway site (which is within the area to be covered by the East Hemel Hempstead Area Action Plan, so does not feature in the Site Allocations).
- 1.63 As a result, there has not been a need to look for potential new employment sites in the Site Allocations DPD. Therefore, the main emphasis has been on retaining existing employment areas and sites, but considering whether some should be reduced in size or deleted, to reflect site specific factors.

1.64 Appendix 1 contains the review of existing employment areas and proposed sites. It looks in turn at:

- the General Employment Areas (GEAs) listed in Local Plan Policy 31
- the employment areas in the Green Belt (Local Plan Policy 32)
- Local Plan Policy 33 sites (conversion of employment land to housing and other uses)
- sites on the Local Plan's Schedule of Employment Proposal Sites
- other areas and sites assessed in the SW Hertfordshire Employment Land Update (2010)

1.65 For each location, the review considers whether the existing proposals should be deleted, whether their boundaries should be changed and whether the types of employment development proposed should be amended. The review reflects the particular circumstances of each employment area and site. It also takes account of the site specific recommendations in the SW Hertfordshire Employment Land Update (2010) and any recent changes in circumstances.

1.66 The right hand column in the schedules in Appendix 1 sets out the main issues to be addressed in the Site Allocations DPD. This column also includes a recommended way forward. No recommendations are made for the Maylands Business Park, as decisions will be made in the East Hemel Hempstead Area Action Plan.

1.67 The main conclusions of the review are summarised below:

#### General Employment Areas (GEAs) listed in Local Plan Policy 31

1.68 GEAs play a major role in the local economy and provide B-class employment floorspace in a range of locations and with different sized units. It is important that B-class uses on the GEAs are protected.

1.69 The principal GEAs are located in the three towns. Maylands Business Park in Hemel Hempstead contains the largest concentration of employment floorspace in the borough. The East Hemel Hempstead Area Action Plan will guide the regeneration and expansion of the business park, and will reflect the character areas identified in the Maylands Masterplan.

1.70 The Council's general approach is to retain the GEAs and make changes only where there is clear justification. The main changes recommended to the GEAs compared with Policy 31 in the Dacorum Borough Local Plan 1911-2011 are:

- Frogmore GEA, Hemel Hempstead: most of the GEA should be reallocated for housing development, because of the restricted access and the scope for housing;
- Nash Mills GEA, Hemel Hempstead: should be deleted because the site is being redeveloped for housing; and

- Paradise GEA, Hemel Hempstead: should be reclassified as a mixed use proposal and reduced in size, due to its inclusion in the town centre, the fact that a key part of the site is being redeveloped for housing and as there is further scope for additional limited housing development as part of a mixed use scheme.

1.71 Table 3 below shows those GEAs where deletion or amended boundaries are recommended in Appendix 1:

**Table 3: General Employment Areas recommended for deletion or amended boundaries**

<b>GEA</b>	<b>Recommended way forward</b>
Billet Lane, Berkhamsted (see Figure 1 in Appendix 2)	<ul style="list-style-type: none"> <li>• Remove High Street frontage from GEA (allocate proposed Lidl supermarket site for out of centre retail and housing).</li> <li>• Retain northern area in the GEA.</li> </ul>
Paradise, Hemel Hempstead (see Figure 2 in Appendix 2)	<ul style="list-style-type: none"> <li>• Allocate most of this area as a mixed use proposal (B1 business led development and housing).</li> <li>• Exclude the Royal Mail site (housing and self-storage building under construction) and land in Park Lane within Hospital site.</li> </ul>
Apsley Mills, Hemel Hempstead (see Figure 3 in Appendix 2)	<ul style="list-style-type: none"> <li>• Retain the Cottage Building and Mercedes-Benz car dealership in GEA.</li> <li>• Delete rest of GEA - most has been redeveloped for housing, public house and hotel; allocate land next to Homebase for housing.</li> </ul>
Corner Hall, Hemel Hempstead (see Figure 4 in Appendix 2)	<ul style="list-style-type: none"> <li>• Delete the car wash site by the Plough Roundabout (allocate for housing) and the mixed use area in Lawn Lane from the GEA.</li> <li>• Retain rest of GEA.</li> </ul>
Frogmore, Hemel Hempstead (see Figure 5 in Appendix 2)	<ul style="list-style-type: none"> <li>• Retain Frogmore Mill in GEA.</li> <li>• Reallocate rest of GEA for housing.</li> </ul>
Nash Mills, Hemel Hempstead (see Figure 6 in Appendix 2)	<ul style="list-style-type: none"> <li>• Delete GEA, as site is being redeveloped for housing.</li> </ul>
Two Waters, Hemel Hempstead (see Figure 7 in Appendix 2)	<ul style="list-style-type: none"> <li>• Remove part of GEA, including the National Grid gas works site (allocate for housing) and the Aldi supermarket.</li> <li>• Retain rest of GEA.</li> </ul>
Icknield Way, Tring (see Figure 8 in Appendix 2)	<ul style="list-style-type: none"> <li>• Remove eastern part of GEA in Miswell Lane from GEA (not currently in employment use).</li> </ul>

	<ul style="list-style-type: none"> <li>• Retain rest of GEA.</li> <li>• Extend GEA westwards into Local Allocation LA5 site (west of Tring).</li> </ul>
Akeman Street, Tring (see Figure 9 in Appendix 2)	<ul style="list-style-type: none"> <li>• Remove haulage yard in Langdon Street from GEA (allocate for housing).</li> <li>• Retain rest of GEA.</li> </ul>
Markyate (Hicks Road) (see Figure 10 in Appendix 2)	<ul style="list-style-type: none"> <li>• Remove most of GEA (Core Strategy site SS2 - being redeveloped for housing and other uses).</li> <li>• Retain Sharose Court in GEA.</li> <li>• Add adjacent employment building in London Road to GEA.</li> </ul>

#### Employment Areas in the Green Belt (Local Plan Policy 32)

1.72 Local Plan Policy 32 identifies two employment areas in the Green Belt, namely, Bourne End Mills and Bovingdon Brickworks. These sites were selected because they are substantial in size, they contain a significant amount and scale of built development, and they can accommodate further limited development without prejudicing Green Belt objectives. Bourne End Mills and Bovingdon Brickworks are also designated as major developed sites in the Green Belt (see Local Plan Policy 5 and Core Strategy Table 2).

1.73 Table 4 below shows boundary changes at the employment areas in the Green Belt recommended in Appendix 1:

**Table 4: Amended boundaries recommended at employment areas in the Green Belt**

<b>Employment Area in the Green Belt</b>	<b>Recommended way forward</b>
Bourne End Mills (see Figure 11 in Appendix 2)	<ul style="list-style-type: none"> <li>• Amend the boundary of the Employment Area in the Green Belt to reflect the extent of development shown in the planning permission for redevelopment of the site.</li> </ul>
Bovingdon Brickworks (see Figure 12 in Appendix 2)	<ul style="list-style-type: none"> <li>• Retain as an Employment Area in the Green Belt, but extend the boundary to better reflect the current extent of employment uses.</li> </ul>

#### Local Plan Policy 33 sites (conversion of employment land to housing and other uses)

1.74 Saved Local Plan Policy 33 identifies five sites in employment use, where housing development is encouraged. It is not recommended in Appendix 1 that any of these sites should be proposed for employment uses in the Site Allocations DPD. This reflects the current position on these sites:

- Housing development has been completed on two sites.
- On a third site, housing has been built on part and is under construction on the remainder.
- The other sites (Ebberns Road, Hemel Hempstead and Western Road, Tring) have been partly redeveloped for housing and are still partly in employment use. It is recommended that the land still in employment use on these sites should be allocated for housing.

#### Sites on the Local Plan's Schedule of Employment Proposal Sites

1.75 The Schedule of Employment Proposal Sites in the Local Plan contains seven sites proposed for B-class development. The current position on these sites is summarised below:

- Employment development has been completed on three sites (E1, E3 and E5).
- No recommendations are made for sites E2 and E4 as they are will be covered by the East Hemel Hempstead Area Action Plan.
- Site TWA7 (former John Dickinsons, London Road, Hemel Hempstead) covers the same area as the Apsley Mills GEA, much of which has been developed or is proposed for non-employment uses. None of this land is now available for new employment development.
- Site E6 (Miswell Lane Tring) has not been developed and forms part of the eastern section of the Icknield Way GEA, which is recommended for deletion (see Table 3 above).

1.76 In view of the above, it is not recommended in Appendix 1 that any of these sites should be included on the Schedule of Employment Proposal and Sites in the Site Allocations DPD.

#### Other areas and sites assessed in the SW Hertfordshire Employment Land Update (2010)

1.77 Appendix 2 in the SW Hertfordshire Employment Land Update (Roger Tym & Partners, June 2010) assessed four sites not included in the Local Plan. Appendix 1 to this Issues Paper does not recommend that the Site Allocations DPD should propose employment uses on any of the four sites. This reflects the current position on these sites:

- Two of these sites (Newground Farm in Aldbury and Boxted Farm at Potten End) are too small to be allocated for employment uses in the Site Allocations DPD.
- Woodwells Farm is within the East Hemel Hempstead Area Action Plan area.
- Sunderlands Yard, Kings Langley: the Local Plan shows this existing unallocated employment area as located in a residential area. This means that the existing uses can remain, but also that housing development is acceptable in principle. It is recommended that this should continue to be the case in the Site Allocations DPD.

1.78 The Employment Land Update 2010 also assessed the Borough's three town centres. In Appendix 1 it is not recommended that any new site specific employment proposals in the town centres should be included in the Site Allocations DPD. This conclusion accords with the advice in the SW Hertfordshire Employment Land Update, which proposed no new sites for office development. However, it is recommended that the northern part of the Gade Zone and part of the existing Paradise GEA in Hemel Hempstead town centre should be shown as mixed use allocations, including some B1 development.

### **Employment Land Supply (Reflecting the Review of Employment Areas and Sites)**

1.79 Having carried out the review of employment areas and sites, it is now important to consider whether the recommendations in the review will leave enough land for B-class uses to ensure that the employment floorspace targets in Core Strategy Policy CS15 can be met.

1.80 The current edition of the Annual Monitoring Report (see paragraph 1.57 above) provides information on employment land supply in Dacorum at the end of March 2013, whilst the Employment Land Position Statement 38 (see paragraph 1.56) covers all sites that have been completed in the 2013-2014 monitoring year and those with planning permission for gains of employment floorspace at 31 March 2014. The Council also holds information on losses that occurred in 2013-2014 and committed losses at March 2014. The net floorspace change from all commitments (gains and losses) is shown in Section 15 of the Employment Land Position Statement.

1.81 Appendix 3 in this Issues Paper provides information on major sites (i.e. sites where there is potential for gains or losses of over 1,000 m<sup>2</sup> of B-class floorspace). This Appendix:

- reflects the recommendations contained in the review of employment areas and sites (see Appendix 1).
- takes account of planning permissions granted on major sites since the end of March 2013.
- provides an up-to-date estimate of potential floorspace change on major sites that do not have planning permission.

1.82 For some of the sites in the Maylands Business Park, Appendix 3 shows floorspace assumptions for two scenarios:

- Scenario 1: high industrial/warehousing growth
- Scenario 2: high offices growth

1.83 These scenarios reflect the uncertainty over whether some key sites, particularly the Maylands Gateway site, will be developed mainly for industrial/warehousing floorspace or offices.

1.84 In May 2013, the Government introduced a temporary change to the General Permitted Development Order, which until May 2016 allows changes of use from offices to housing without the need for planning permission. Such proposals must go through a prior approval process, but prior approval cannot be refused on the basis of land use policies.

1.85 Since May 2013, around 290 homes have been permitted in Dacorum via the prior approval route. Proposals involving the loss of over 1,000 sq. metres of offices are shown in Appendix 3. It remains uncertain whether all of the schemes approved under the prior approval regime will be implemented and whether many further schemes will follow. The government is proposing to make this approach permanent and also allow other types of employment floorspace to be converted to housing via the prior approval route. The situation will be monitored closely.

1.86 The information on major sites and other sites is summarised in Table 5 below (the floorspace figures are given in sq. metres).

**Table 5: Dacorum Employment floorspace calculations September 2014**

	Offices <sup>1</sup>	Industrial/ Warehousing <sup>1</sup>	Total
<b>Scenario 1</b>			
1. Completions 2006-2013 <sup>2</sup>	-45,855	-19,560	-65,415
2. Completions 2013-2014 <sup>3</sup>	-9,806	-9,701	-19,507
3. Total completions 2006-2014 (rows 1 + 2)	-55,661	-29,261	-84,922
4. Floorspace change 2014-2031 resulting from commitments on small sites <sup>3</sup>	-4,968	-17,982	-22,950
5. Major sites: estimated completions 2014-2031 <sup>4</sup>	36,816	100,049	136,865
6. Total estimated floorspace change 2014-2031 (rows 4 + 5)	31,848	82,067	113,915
7. Scenario 1 total (rows 3 + 6)	-23,813	52,806	28,993
<b>Scenario 2</b>			
1. Completions 2006-2013 <sup>2</sup>	-45,855	-19,560	-65,415
2. Completions 2013-2014 <sup>3</sup>	-9,806	-9,701	-19,507

<sup>1</sup> Offices = B1(a) offices and B1(b) research and development; industrial/warehousing = B1(c) light industry, B2 general industry and B8 storage and distribution.

<sup>2</sup> Source: Dacorum Annual Monitoring Report 2012/13 (figures relate to April 2006 - March 2013)

<sup>3</sup> Source: Dacorum Employment Land Position Statement No. 38. The information in row 4 relates to sites with a floorspace change of under 1,000 m<sup>2</sup>.

3. Total completions 2006-2014 (rows 1 + 2)	-55,661	-29,261	-84,922
4. Floorspace change 2014-2031 resulting from commitments on small sites <sup>3</sup>	-4,968	-17,982	-22,950
5. Major sites: estimated completions 2014-2031 <sup>4</sup>	188,680	24,259	212,939
6. Total estimated floorspace change 2014-2031 (rows 4 + 5)	183,712	6,277	189,989
7. Scenario 2 total (rows 3 + 6)	128,051	-22,984	105,067

1.87 The results for Scenarios 1 and 2 are very different:

- Scenario 1: there is an estimated net loss of office floorspace (24,000 sq. metres) and a gain in industrial/warehousing floorspace (53,000 sq. metres).
- Scenario 2: there is an estimated net gain in office floorspace (128,000 sq. metres) and a loss of industrial/warehousing floorspace (23,000 sq. metres).

1.88 Scenario 1 is not consistent with the targets in Core Strategy Policy CS15 of around 131,000 sq. metres of additional office floorspace and nil net change in industrial, storage and distribution floorspace. In contrast, Scenario 2 is very close to the Policy CS15 targets. Given the degree of uncertainty inherent with such forecasts, it is reasonable to conclude that Scenario 2 is consistent with Policy CS15. In practice, the outcome seems likely to be somewhere between the extremes suggested by Scenarios 1 and 2.

1.89 Even if the actual outcome turns out to be at or close to that indicated in Scenario 1, the Council does not consider that there would necessarily be an employment land supply problem. The reasons for this conclusion are:

- If market demand turns out to be mainly for industrial/warehousing development rather than offices, meeting this demand would comply with the NPPF (paragraph 21, bullet 3) which advises that Local Plans should:

*“support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances.”*

- Although a reduction of 24,000 sq. metres is forecast during the 2006-2031 plan period with Scenario 1, it is important to note that a loss of 56,000 sq. metres has already taken place between 2006 and 2014. This means that even with Scenario 1, a significant office floorspace increase (around 32,000 sq. metres) is forecast over the remainder of the plan period.

<sup>4</sup> Source: see Appendix 3. This appendix provides information on sites with potential for gains or losses of over 1,000 m<sup>2</sup> of B-class floorspace from 31 March 2014.

- Despite the fall in B-class floorspace since 2006 and the length and depth of the recent recession, the local economy is relatively healthy. The Annual Monitoring Report (see paragraph 1.57 above) shows that the number of jobs in the Borough (as measured by the Annual Business Inquiry) increased by 200 between 2006 and 2012. Also, unemployment is slightly below the Hertfordshire average and well below the regional average.
- The Employment Land Review 2011 (see paragraphs 1.30-1.39) advised that the forecast demand for offices may not materialise. Therefore, this report recommended that targets and allocations should be reviewed regularly during the plan period in the light of actual take-up, market conditions and the latest economic forecasts. The consultants advised that there may be a need for managed release of sites which are no longer attractive, viable or suitable for offices.
- Declining office employment densities may reduce the need for additional office floorspace in the light of changing working practices. This issue was addressed in paragraph 6.9 of the Employment Land Review 2011. The consultants stated that an argument could be made for reducing assumed floorspace per worker from 18 sq. metres to 16 or conceivably less, probably in stages over the plan period. However, they advised against changing the assumption at that time. Nevertheless, anecdotal evidence since 2011 suggests that the trend to lower office employment densities may be accelerating, due to practices such as hot desking and remote and flexible working.

1.90 After considering all the above factors, the Council concludes that sufficient land is available to meet the employment floorspace targets in Core Strategy Policy CS15, whilst complying with the requirements of the NPPF to be flexible in terms of responding to changes in market demands.

1.91 It should also be borne in mind that the Council has already started compiling the evidence base for the forthcoming Single Local Plan. The evidence base work will include an updated employment study, leading to revised employment floorspace targets. The Council's Local Development Scheme (i.e. the timetable for the Local Plan) shows that adoption of the Single Local Plan is programmed for September 2017.

### **Conclusions on Questions Posed in 2006 Consultation Document**

1.92 The questions on employment posed in the 2006 Site Allocations Issues and Options consultation document are set out above, in the section on 'Issues raised in consultation responses'. Also, Table 1 in this section summarises the consultation response and the main actions to be taken by the Council.

1.93 Table 6 below now reaches conclusions on these questions. The conclusions reflect the advice in the technical studies, the outcome of the 2006 and 2008 Site Allocations Issues and Options consultations, the monitoring findings, the review of employment areas and sites, and the updated employment land supply calculations.

**Table 6: Questions on Employment in 2006 Consultation: Conclusions**

<b>Question</b>	<b>Subject</b>	<b>Conclusions</b>
18	Boundaries of GEAs	Delete GEAs or amend their boundaries only where there is clear justification (see Table 3 above and Appendix 1 for proposed changes).
19	Nash Mills GEA	Delete GEA, as site is being redeveloped for housing (see Appendix 1 and Figure 6 in Appendix 2).
20	Bourne End Mills	Retain as an Employment Area in the Green Belt, but amend the boundary to reflect the extent of development shown in the planning permission for redevelopment of the site (see Appendix 1 and Figure 11 in Appendix 2).
21	Paper Trail site	Question 21 relates to part of the Apsley Mills GEA. The proposals for this GEA involve retaining part of the GEA (including the Paper Trail's offices) and also some further housing development (see Appendix 1 and Figure 3 in Appendix 2). The Paper Trail has now opened a visitor attraction in Frogmore Mill in the Frogmore GEA (see Appendix 1 and Figure 5 in Appendix 2).
22	Undeveloped employment land at Miswell Lane, Tring	<p>Reallocate for housing, as:</p> <ul style="list-style-type: none"> <li>• Miswell Lane is a residential road.</li> <li>• The Miswell Lane/ Icknield Way road junction is poor.</li> <li>• It is unlikely that access could be obtained directly from the industrial estate.</li> <li>• A westerly extension of Icknield Way Industrial Estate is now proposed onto part of Local Allocation LA5 (west of Tring).</li> </ul> <p>(see Appendix 1 and Figures 8 and 13 in Appendix 2).</p>
23	Other areas	No new GEAs required in the Site Allocations DPD, but may be included in the East Hemel Hempstead Area Action Plan.
24	Boundaries of employment sites proposed for housing	These sites (identified in Local Plan Policy 33) have now been redeveloped for housing, except for part of Ebbens Road, Hemel Hempstead and Western Road, Tring. The

		land still in employment use on these sites should be allocated for housing (see Appendix 1).
25	Location of live/work units	Consider further in the East Hemel Hempstead Area Action Plan.

## Part B: Supporting Retailing and Commerce

### Introduction

- 2.1 The National Planning Policy Framework (NPPF) places a strong emphasis on the planning system encouraging and enabling sustainable economic growth. It also recognises the important role town centres have at the heart of their communities, and their importance to the local economy. The Core Strategy reiterates these objectives. It acknowledges that a significant proportion of new jobs will come from the retail and services sectors and sets out the approach to new retail development. This includes the retail hierarchy, shopping areas and out of centre retail development. The focus on the regeneration of Hemel Hempstead town centre aims to strengthen its role as a community hub and its provision of local goods and services.

### National Requirements

- 2.2 National advice on protecting the natural and historic environments is provided through the National Planning Policy Framework (NPPF), with further guidance through the Planning Policy Guidance (PPG). The NPPF supersedes the advice formerly contained in Planning Policy Guidance Notes and Planning Policy Statements, most notably PPS4: Planning for Sustainable Economic Growth).
- 2.3 NPPF paragraph 23 states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:
- *recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;*
  - *define a network and hierarchy of centres that is resilient to anticipated future economic changes;*
  - *define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations;*
  - *allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.*
- 2.4 Local planning authorities are advised to prepare and maintain a robust evidence base, to understand both existing business needs and likely changes in the market (paragraph 160). This evidence base should be used to assess (paragraph 161):
- *The role and function of town centres and the relationship between them, including any trends in the performance of centres;*

- *The capacity of existing centres to accommodate new town centre development.*

2.5 More detailed Government guidance is provided in the Planning Policy Guidance (PPG). The section in the PPG on ‘Ensuring the vitality of town centres’ is particularly relevant.

### **Core Strategy and ‘Saved’ Policies**

2.6 Dacorum’s Core Strategy was adopted on 26 September 2013 and sets a clear strategic policy framework through which to progress the Site Allocations Development Plan Document (DPD).

2.7 The main policy that relates directly to supporting retailing and commerce is:

- CS16: Shops and Commerce

2.8 Policy CS16 encourages appropriate retail development in accordance with the main retail hierarchy of town centres and local centres listed in Table 5. The hierarchy shows Hemel Hempstead town centre as a principal town centre and Berkhamsted and Tring as secondary town centres. The policy includes retail floorspace increase figures for the town centres (see Table 7 below). Capacity to meet these figures should be provided if there is demand. New retail development outside defined centres will be permitted only if it is acceptable in terms of the sequential approach and impact assessment.

**Table 7: Retail floorspace monitoring targets in Policy CS16**

Town	Sq. metres (net)			
	Comparison	Convenience	Total	
Hemel Hempstead	15,000			2009-2021
	32,000			2021-2031
	47,500	6,000	53,500	Total
Berkhamsted	6,000	1,000	7,000	2009-2031
Tring	2,500	750	3,250	2009-2031

2.9 The floorspace figures in Policy CS16 are as recommended by the Council’s retail consultants in the Retail Study Update 2011 (see paragraphs 2.23-2.25 below). The Council regards these figures as monitoring targets, not firm targets that must be met regardless of changing circumstances, given that the additional floorspace is required only if there is demand.

2.10 The Hemel Hempstead Place Strategy in the Core Strategy includes a vision for the town centre and sets out development opportunities for seven different town centre character zones. It also includes a policy for new development in Hemel Hempstead Town Centre (Policy CS33).

2.11 Several other Core Strategy policies are also relevant, including Policy NP1: Supporting Development, CS1: Distribution of Development, CS2: Selection of Development Sites, CS4: The Towns and Large Villages and CS34: Maylands Business Park.

2.12 The Core Strategy policies are complemented by ‘saved’ policies from the Dacorum Borough Local Plan 1991-2011. These policies will be revised and superseded through the East Hemel Hempstead Area Action Plan, the Development Management DPD and any associated guidance.

2.13 Relevant policies include:

- 42 – Shopping Areas in Town Centres (which defines main shopping frontages and mixed frontages)
- 43 – Shopping Areas in Local Centres
- 44 – Shopping Development Outside Existing Centres
- 45 – Scattered Local Shops
- 46 – Garden Centres
- 47 – Amusement Centres
- 48 – Window Displays

2.14 It is proposed that Policy 42 is superseded by the Site Allocations DPD. The other policies listed above will be revised and superseded through the East Hemel Hempstead Area Action Plan, the Development Management DPD and any associated guidance.

2.15 The Shopping section of the Local Plan also contains a ‘Schedule of Shopping Proposals and Sites’.

### **Other Relevant Documents Produced by the Council**

[Hemel Hempstead Town Centre Masterplan 2011-2021](http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-(small).pdf?Status=Master&sfvrsn=0)

[http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-\(small\).pdf?Status=Master&sfvrsn=0](http://web.dacorum.gov.uk/docs/default-source/regeneration/final-masterplan-incl.-design-appendix---adopted-jan-13-(small).pdf?Status=Master&sfvrsn=0)

2.16 The Town Centre Masterplan was approved by the Council in January 2013. It was then adopted as a supplementary planning document in September of that year to coincide with the adoption of the Core Strategy. One of the regeneration objectives in the Masterplan (paragraph 3.4.1) states that the Council aims to assist the town centre in reaching its economic potential.

2.17 The Masterplan provides further policy advice, setting out an overarching direction for the future of the whole town centre and giving detailed guidance for the seven character zones. The Gade Zone at the northern end of the town centre is expected to undergo the most significant change (section 5.2 of the Masterplan). A Planning Statement provides detailed guidance for this zone. The proposals for the Gade Zone include a new food store.

### **Summary of Advice Contained in Technical Studies on Retail Issues**

2.18 The retail evidence base for Dacorum comprises three studies:

- The *Dacorum Retail and Leisure Study* (Donaldsons, January 2006)

- The *Dacorum Retail Study Update 2009* (DTZ, March 2009)
- The *Dacorum Retail Study Update* (GL Hearn, October 2011)

2.19 A summary of the key points in these documents is provided below:

The Dacorum Retail and Leisure Study (2006)

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/evidence-base/retail-leisure-study>

2.20 The Dacorum Retail and Leisure Study was a wide ranging retail and leisure study of the Borough, covering the three towns of Hemel Hempstead, Berkhamsted and Tring. With regard to retail issues, the study included:

- Vitality and viability assessments of Hemel Hempstead, Berkhamsted and Tring town centres, applying the indicators set out in PPS6.
- Detailed quantitative forecasts of future shop floorspace need in each town up to 2021, based on a Household Interview Survey of shopping patterns in Dacorum and its catchment area.
- A survey and assessment of retailer demand for new space in the three towns in the Borough.
- A commercial review of potential retail development opportunities, applying the sequential approach of PPS6.
- Advice on retail frontage policies and the definition of primary and secondary frontages in Hemel Hempstead, Berkhamsted and Tring town centres.
- Advice on a strategy for new retail development in each of the three towns.

The Dacorum Retail Study Update 2009

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/evidence-base/retail-study-update-2009>

2.21 The 2009 report was commissioned to take account of significant changes between 2006 and 2009. These changes included the opening of the Riverside Centre in Hemel Hempstead town centre and an extension to the Waitrose store in Berkhamsted town centre. In addition, new information became available on population projections and retail expenditure growth, including growth forecasts for internet shopping. The report was informed by the results of a new Household Interview Survey of shopping patterns.

2.22 The Update report covered only retail development (not commercial leisure). It contained a revised assessment of the vitality and viability of Hemel Hempstead town centre, but not of Berkhamsted and Tring town centres. In addition, further advice was provided on retail frontage policies and the definition of primary and secondary frontages in Hemel Hempstead town centre.

The Dacorum Retail Study Update (2011)

<http://www.dacorum.gov.uk/docs/default-source/planning-development/spar-11.11.09-retailstudyupdateoct11.pdf?Status=Master&sfvrsn=0>

2.23 The primary purpose of the 2011 Update was to consider the quantitative need for additional retail floorspace in the Core Strategy plan period to 2031. The study also briefly reviewed the qualitative provision in the three town centres.

2.24 The conclusions of the study are summarised below:

- The detailed health checks showed that in terms of the various indicators of vitality and viability, Hemel Hempstead town centre is in reasonable health, whilst Berkhamsted and Tring town centres are in good health.
- There is a demonstrable need for additional convenience goods floorspace to serve Hemel Hempstead. This need should be met on a central site in Hemel Hempstead town centre.
- For Hemel Hempstead, the theoretical need (in 2016) is for around 2,260 sq. metres (sales) of convenience floorspace, which with some ancillary non-food floorspace would equate to a superstore of approximately 2,800 sq. metres sales or 4,300 sq. metres gross. The need increases over a longer time frame.
- The calculations showed a theoretical capacity for additional comparison shopping to serve Hemel Hempstead over the study period. However, the report recommended that no specific allocation should be made for this floorspace in the short to medium term. This reflected the level of vacant floorspace and because there was scope for existing floorspace to trade more intensively.
- The Council should monitor the take up of vacant premises and trading performance of the existing stores in the town centre and only when marked improvements are noted should the capacity and need for additional comparison shopping be revisited.
- The assessment of need for additional retail provision to serve Berkhamsted suggests only modest requirements for both convenience and comparison goods floorspace. The level of requirement did not require any specific allocation in the short/medium term to 2016/2021.
- The retail need in Tring is modest and does not require any specific allocation to address any quantitative or qualitative deficiency.
- The retail capacity for the three towns should be reviewed again within the next five years in accordance with the guidance in PPS4.

2.25 The consultant's capacity estimates for additional retail floorspace in the Borough from 2009 to 2031 have been incorporated into Core Strategy Policy CS16 (see Table 7 above).

## **Issues Raised in Consultation Responses**

### Site Allocations Issues and Options Paper 2006

2.26 The first consultation stage in the Site Allocations DPD process was the 2006 Issues and Options consultation:

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/local-planning-framework/site-allocations/site-allocations-issues-options-2006>

2.27 The consultation paper looked at the issues which needed to be considered when identifying land for different activities and suggested a number of options for tackling these issues. The document covered a wide range of topics through a series of questions. It looked at both specific sites that may be promoted for particular uses and broader designations.

2.28 The following issues were raised and questions posed on retailing in the consultation paper:

### **Issue 1 – Town and Local Centre Boundaries**

Q26: Are there any changes required to the detailed boundaries of the existing town centres that the Council should consider?

### **Issue 2 – The extent of the Primary Shopping Area**

Q27: Do you agree with the Council's approach to defining the primary shopping area in the town centres?

### **Issue 3 – Town Centre Shopping Frontages**

Q28: Are there any changes to the type and spread of shopping frontages in the town centres of Hemel Hempstead, Berkhamsted and Tring that the Council should consider?

Riverside, Hemel Hempstead:

- Option 1 – designate all the parades as main shopping frontages
- Option 2 - designate all the parades as mixed shopping frontages
- Option 3 – designate a mix of main and mixed frontages

Q29: Which of the above options do you support for the Riverside development?

#### **Issue 4 – Local Centre Shopping Frontages**

Q30: Are there any changes to the extent of the defined shopping areas of local centres you would like the Council to consider?

#### **Issue 5 – The Future of Current Shopping Proposal Sites**

Site S1: Land off High Street/Water Lane, Berkhamsted

Q31: Do you agree with the Feasibility Study's conclusion regarding how Proposal Site S1 should be brought forward?

Sites TWA9 and TWA10: Apsley local centre

Q32: Do you agree with the Council's proposed approach to Proposal Sites TWA9 and TWA10?

#### **Issue 6 – New Shopping Locations in Hemel Hempstead Town Centre**

Q33: Do you agree that the Council should allocate land bounded by Bridge Street, Leighton Buzzard Road (south of Bridge Street) and Marlowes (Riverside end) for future shopping floorspace?

#### **Issue 7 – New Shopping Location in Tring Town Centre**

Q34: Do you think the Council should allocate land in the Cattle Market site and Forge car park for a new supermarket in Tring?

#### **Issue 8 – Main Out of Centre Retailing**

Q35: Should any changes be made to the detailed boundaries of the main out of centre retail locations to encourage their expansion?

2.29 The 2006 Issues and Options consultation included a Schedule of Site Appraisals, which formed part of the background technical work to support the Site Allocations DPD. The schedule included a number of sites for possible retail development. Three of these sites were the subject of Questions 31, 33 and 34 in the consultation document (see above). The only other site involving possible major retail development was land bounded by Queensway, Marlowes, Bridge Street and Leighton Buzzard Road in Hemel Hempstead town centre.

2.30 The Site Allocations Consultation Report Volume 1 summarised the response to the 2006 consultation document and the Council's decisions on which potential allocations to consider further:

<http://www.dacorum.gov.uk/docs/default-source/planning-development/spar-12.07.27-siteallocationsio2006responsesummary-v3.pdf?Status=Master&sfvrsn=0>

2.31 The Council's initial conclusions on retailing are set out in the Consultation Report as follows (paragraph 2.37):

*“No significant changes should be made to the shopping centre boundaries and shopping frontages. Whether land should be allocated for shopping development in Hemel Hempstead town centre can be explored in the light of progress with the scheme and through detailed work on a Town Centre Master Plan.”*

2.32 A summary of the response to the questions posed on retailing in the Consultation Report together with the actions to be taken by the Council can be found in pages 42-47 of the report. An overview is provided in Table 8 below:

**Table 8: Questions on Retailing in 2006 Consultation: Summary of Response and Actions**

<b>Question</b>	<b>Subject</b>	<b>Summary of response and actions</b>
26	Town and local centre boundaries	Response: very few boundary changes suggested. Actions: consider suggestions made.
27	Primary shopping area in town centres	Response: strong support. Actions: retain general approach.
28	Town centre shopping frontages	Response: some changes suggested. Actions: consider amending frontages in Site Allocations DPD.
29	Riverside development, Hemel Hempstead	Response: mix of main and mixed frontages favoured. Actions: consider further in Site Allocations DPD.
30	Shopping areas in local centres	Response: the majority do not want changes. Actions: none required.
31	Site S1: High Street/Water Lane, Berkhamsted	Response: most supported the Feasibility Study's conclusions. Actions: progress in line with Development Brief consultation.
32	Sites TWA9 and TWA10, Apsley	Response: most supported deletion. Actions: delete sites.
33	Shopping development at Bridge Street/ Leighton Buzzard Road/Marlowes, Hemel Hempstead	Response: relatively evenly balanced. Actions: consider further through town centre masterplanning and Site Allocations DPD.

34	New supermarket at Cattle Market site/ Forge car park, Tring	Response: most opposed the allocation. Actions: no allocation to be pursued.
35	Boundaries of main out of centre retail locations	Response: most opposed to any changes. Actions: no action required.

### Site Allocations Issues and Options Paper 2008

2.33 In 2008, the Council published the Site Allocations Supplementary Issues and Options Paper:

<http://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/local-planning-framework/site-allocations/site-allocations-2008>

2.34 This paper consulted chiefly on new sites and designations that had emerged since the 2006 consultation. It did not pose any questions about retailing. The Schedule of Site Appraisals accompanying the 2008 consultation paper included two further possible retail sites, but one of these is in the area covered by the East Hemel Hempstead Area Action Plan, whilst the other site is very small.

2.35 The Site Allocations Consultation Report Volume 2 summarised the response to the 2008 consultation document and the Council's decisions on which potential allocations to consider further:

<http://www.dacorum.gov.uk/docs/default-source/strategic-planning/site-allocations-report---housing-and-other-issues.pdf?sfvrsn=0>

### Sustainability Appraisal

2.36 Separate sustainability appraisal reports on the 2006 and 2008 Issues and Options documents have been prepared on an independent basis by the Council's consultants, C4S and Halcrow. The sustainability reports include an initial assessment of the sustainability conclusions for each site, which support the Council's own assessment.

### **Monitoring Information**

2.37 The importance of monitoring should be emphasised and the Council regularly monitors what is happening on the ground. This is done annually through the Employment Land Position Statement (ELPS) and the Annual Monitoring Report (AMR).

2.38 The ELPS includes information on all commitments (i.e. with planning permission and either not started or under construction) for class A1 retail development. It also gives information on completions over the last year. The current version of the ELPS sets out the position at April 2014:

[http://www.dacorum.gov.uk/docs/default-source/strategic-planning/emp\\_2014.pdf?sfvrsn=0](http://www.dacorum.gov.uk/docs/default-source/strategic-planning/emp_2014.pdf?sfvrsn=0)

2.39 The AMR enables the Council to keep a check on retail floorspace changes in the town centres, in local centres and outside designated centres. It also provides an opportunity to assess whether the monitoring targets for retail floorspace increase in Core Strategy Policy CS16 need to be reviewed and/or updated in the future. The AMR incorporates information from the ELPS. The current AMR provides information on retailing for the monitoring year 2012/13 and also for 2009-2013, as 2009 is the start date for the Policy CS16 monitoring targets:

<http://www.dacorum.gov.uk/docs/default-source/strategic-planning/amr-2012-13-final.pdf?sfvrsn=0>

2.40 The headline results on retailing in the AMR 2012/13 are as set out below:

- The Core Strategy seeks to direct most retail development to the town and local centres. Policy CS16 contains guidance on future floorspace increases from 2009 to 2031, if there is demand.
- Since 2009, there has been little retail development in Dacorum. Current proposals for food stores (Morrison's and two Aldi stores in Hemel Hempstead; Marks and Spencer Simply Food in Berkhamsted) are expected to meet most of the need for further convenience shopping. However, any increase in comparison (non-food) floorspace is likely to be well below the Policy CS16 figures. A floorspace gain is expected outside of designated centres, contrary to the monitoring target of nil net gain. This is largely because of the proposed retail warehousing at Jarman Park in Hemel Hempstead, which was permitted prior to the Core Strategy.

2.41 Paragraphs 6.24-6.39 in the AMR provide monitoring information on Core Strategy Policy CS16. There was a small net loss of A1 retail floorspace in Dacorum between 2009 and 2031 (paragraphs 6.30-6.33). Hemel Hempstead town centre experienced a net loss of nearly 2,200 sq. metres, as a result of changes of use. No significant floorspace changes occurred in the other centres.

2.42 Paragraphs 6.34-6.36 deal with retail commitments. The largest commitment is for 6,700 sq. metres of retail warehousing at Jarman Park (an out of centre site in Hemel Hempstead). There is also demand for more convenience floorspace, with proposals for two Aldi supermarkets in out of centre locations in Hemel Hempstead and for a Marks and Spencer food store in Berkhamsted town centre.

2.43 The other main proposed changes in retail floorspace are as follows (paragraphs 6.37 and 6.38):

- **Hemel Hempstead town centre food store:** the Retail Study Update (2010) proposed a new food store in the town centre. This proposal was carried forward into the Core Strategy. The Town Centre Masterplan

identifies a site in the Gade Zone (northern part of the town centre). A planning application has been submitted for a Morrison's superstore (since withdrawn).

- **The Heart of Maylands, Hemel Hempstead:** the Council's Heart of Maylands development brief (2010) proposes a new local centre to serve the Maylands Business Park (within the area to be covered by the East Hemel Hempstead Area Action Plan).
- **Land off High Street/Water Lane, Berkhamsted:** This is shopping proposal Site S1 in the Dacorum Borough Local Plan 1991-2011. The Local Plan proposes a town centre redevelopment scheme for a food supermarket. However, the prospects for development are uncertain.

2.44 The AMR (paragraph 6.39) reaches the following broad conclusions regarding prospects for meeting the Policy CS16 monitoring targets:

- **Hemel Hempstead town centre:** the proposed food store is expected to result in an overall increase in floorspace, but the prospects for comparison floorspace are uncertain. Any increase in comparison floorspace is likely to be well below the figures for such floorspace in Policy CS16.
- **Berkhamsted town centre:** the proposed Marks and Spencer Simply Food store is expected to result in an overall increase in floorspace. Prospects for retail development on the High Street/Water Lane site and for an overall increase in comparison floorspace are uncertain. Any increase in comparison floorspace is likely to be below the Policy CS16 figure.
- **Tring town centre:** there are no significant retail development proposals, so it is uncertain if there will be an overall increase in retail floorspace.
- **Local centres:** it is uncertain if there will be an overall increase in retail floorspace. The only significant proposed developments are for the new Heart of Maylands local centre and a Tesco Express store in Bovington.
- **Outside of designated centres:** a net floorspace gain is expected, contrary to the monitoring target of nil net gain. This increase is due to the proposed retail warehousing at Jarman Park, Hemel Hempstead.

### Conclusions on Questions Posed in 2006 Consultation Document

2.45 The questions on retailing posed in the 2006 Site Allocations Issues and Options consultation document are set out above, in the section on 'Issues raised in consultation responses'. Also, Table 6 in this section summarises the consultation response and the main actions to be taken by the Council.

2.46 Table 9 below now reaches conclusions on these questions. The conclusions reflect the advice in the technical studies, the outcome of the 2006 and 2008 Site Allocations Issues and Options consultations and the monitoring findings.

**Table 9: Questions on Retailing in 2006 Consultation: Conclusions**

Question	Subject	Conclusions
26	Town and local centre boundaries	Hemel Hempstead town centre: amend boundary to reflect that shown in the Hemel Hempstead Town Centre Masterplan (see

		paragraph 2.15 above). Other centres: retain existing boundaries, but reconsider these boundaries in the Development Management DPD.
27	Primary shopping area in town centres	The term 'key shopping area' should be used to reflect terminology in the NPPF. The key shopping area boundaries in each town centres should include all the proposed primary and secondary frontages (see conclusions on Question 28 below).
28	Town centre shopping frontages	The extent of the frontages should be amended and they should be called primary and secondary frontages to reflect the terminology in the NPPF (see section on 'Review of town centre retail frontage policy' below).
29	Riverside development, Hemel Hempstead	Designate part as a primary frontage and part as a secondary frontage (see section on 'Review of town centre retail frontage policy' below).
30	Shopping areas in local centres	The Local centres are generally performing well and their defined shopping areas should remain unchanged. This policy approach should be reviewed through the Development Management DPD.
31	Site S1: High Street/Water Lane, Berkhamsted	Delete site, as it seems unlikely to be brought forward for development, mainly because: <ul style="list-style-type: none"> <li>• High Street frontage is now fully occupied by shops and a café.</li> <li>• Land ownership issues.</li> <li>• No longer a need for a new supermarket, given new Marks and Spencer food store and proposed Lidl supermarket (see conclusion on Question 35 below).</li> </ul>
32	Sites TWA9 and TWA10, Apsley	Delete sites as proposals to redevelop these frontages within the Apsley local centre are unlikely.
33	Shopping development at Bridge Street/ Leighton Buzzard Road/Marlowes, Hemel Hempstead	This land should not be allocated for future shopping floorspace, because: <ul style="list-style-type: none"> <li>• The Hemel Hempstead Town Centre Masterplan does not propose major retail development.</li> </ul>

		<ul style="list-style-type: none"> <li>• There does not appear to be market demand for such development.</li> </ul>
34	New supermarket at Cattle Market site/ Forge car park, Tring	No allocation to be pursued, now that a Marks and Spencer food store has opened in the town centre at Dolphin Square.
35	Boundaries of main out of centre retail locations	<p>Retain existing boundaries. However, three additional sites should be designated as out of centre retail locations (see Figures 14-16 in Appendix 4):</p> <ul style="list-style-type: none"> <li>• Jarman Fields, Hemel Hempstead The Core Strategy redesignated Jarman Fields from a local centre with a district shopping function to an out of centre retail and leisure location (for food retailing and bulky non-food goods, and leisure uses).</li> <li>• Land at London Road/Two Waters Way, Hemel Hempstead, where an Aldi supermarket is under construction.</li> <li>• Gossoms End/Billet Lane, Berkhamsted, which should be allocated for a mixed use proposal for out of centre retail and housing (a Lidl supermarket and housing is proposed).</li> </ul>

## Review of Town Centre Retail Frontage Policy

2.47 Policy 42 in the Dacorum Borough Local Plan provides guidance on shopping areas in town centres. The policy states that each town centre contains a shopping area, which includes:

- main shopping frontages; and
- mixed frontages

2.48 The extent of the existing main and mixed frontages is shown in Figures 17-19 in Appendix 5.

2.49 The approach to these frontages in Local Plan Policy 42 is summarised below:

- **main shopping frontages:** no further loss of shops will be permitted at street level;
- **mixed frontages:** a mix of shops and other uses appropriate to a shopping area will be acceptable at street level. A minimum proportion of shops will be maintained in each parade. Proportions will vary depending on the importance of the frontage.

- 2.50 Policy 42 adopts a generally restrictive approach towards the loss of existing shops. However, it is important to note that there are some parts of the town centres which are mainly in A1 retail use or other A-class uses (such as banks and cafes), but which are not included in the defined frontages.
- 2.51 The 2006 and 2009 Retail Studies (see paragraphs 2.20-2.22 above) included advice on retail frontage policies and the definition of primary and secondary frontages in the three town centres. The consultants recommended that the defined frontages should be more extensive than those defined in the Local Plan, but there should be more flexibility regarding what types of uses should be accepted in the frontages.
- 2.52 In reviewing the policy on retail frontages, it is also necessary for the Council to take account of:
- revised Government guidance in paragraph 23 of the NPPF and the PPG (see paragraphs 2.2-2.5 above);
  - potential changes to permitted development rights which may allow for the change of use from a small shop or professional/financial service to residential use, subject to a local impact test;
  - evidence regarding existing uses and footfall;
  - new retail development, such as the Marks and Spencer food store in Berkhamsted town centre;
  - the wider social and leisure role now played by town centres and the rise in internet shopping and out of centre retailing, which has reduced expenditure in town centres on certain types of goods, such as books, CDs and bulky goods; and
  - guidance on Hemel Hempstead town centre in the Place Strategy (Core Strategy) and the Town Centre Masterplan (see paragraphs 2.6-2.17 above).
- 2.53 With regard to bullet 2 above, the local impact test includes consideration of whether the shop is in a key shopping area. In the light of the impact test and the guidance in paragraph 23 of the NPPF, it is considered that 'key shopping areas' should be defined in each town centre in the Site Allocations DPD. The boundaries of the key shopping areas should cover all the proposed primary and secondary frontages.
- 2.54 Within the key shopping areas, it is important to retain active frontages at the ground floor level; residential and office uses should therefore be resisted. Active frontages enhance the vitality and vibrancy of town centres; a proliferation of inactive frontages can result in 'dead' frontage, reduced pedestrian flows and lead to the gradual disappearance of shopping.
- 2.55 After taking all these factors into account, the Council concludes that a more flexible approach is appropriate in retail frontages. The new approach will support an increase in overall footfall and will enhance the vitality and viability of these areas. This policy approach should be supported by appropriate improvements to the public realm.

2.56 As recommended by the Council’s retail consultants, it is considered that the frontages should be more extensive than at present. Nevertheless, it is felt that not all the recommendations in the 2006 and 2009 Retail Studies should be followed. This is because some of the secondary frontages recommended by the consultants contain very few A-class uses.

2.57 The new frontages should be called primary and secondary frontages (rather than main and mixed frontages), to reflect the terminology in the NPPF. There should not be any rules (for example based on percentages or numbers of units) to retain a certain proportion of each frontage in use class A1 (shops). Instead, there should be full flexibility for a range of different uses in the frontages.

2.58 Within primary frontages, it is proposed that there should be complete flexibility for the following uses (as defined in the Town and Country Planning Use Classes Order) at ground floor level:

- A1 (shops);
- A3 (restaurants and cafes); and
- D2 (assembly and leisure).

2.59 Within secondary frontages, there should be complete flexibility for the following uses at ground floor level:

- A1 (shops);
- A2 (financial and professional services);
- A3 (restaurants and cafes);
- A4 (drinking establishments);
- A5 (hot food takeaways);
- D1( non-residential institutions); and
- D2 (assembly and leisure).

2.60 The proposed primary and secondary frontages are shown in Figures 17-19 in Appendix 5, whilst the address of the properties within these frontages is given in Table 10 below:

**Table 10: Addresses of Properties in Proposed Primary and Secondary Frontages**

Centre	Primary Frontages	Secondary Frontages
Hemel Hempstead	Marlowes Shopping Centre: (all) Marlowes: 147-233, 172-233, 237-254, 260 Riverside: 2, 14-19, 20-27	Marlowes: 89-105, 107-145, 126-148, 150-170 Market Square: 1-32 Waterhouse Street: Salvation Army, 1-97, Swan Court Bank Court: 1-12 Bridge Street: 1-11, 2-24 Riverside: 3-6, 9-12

Berkhamsted	High Street: 160-206, 208-252 Lower Kings Road: 1, 2, 4, 6	High Street: 124-156, 141-151, 153-193, 197-233, 254-300 Lower Kings Road: 3-9, 1-2 Claridge Court, 13-43, 8-30, Kings Chambers
Tring	Dolphin Square: 2a, 3, 4, 5-7, 8	High Street: 16-21, 23-41, 23-26, 61-69, 62-76, 71-87

## Shopping Proposal Sites

2.61 A decision needs to be made on which sites, if any, should be allocated as Shopping Proposal Sites in the Site Allocations DPD. In order to reach conclusions, it is necessary to review the sites on the Local Plan's Schedule of Shopping Proposal Sites and then consider if any new sites should be allocated.

### Sites on the Local Plan's Schedule of Shopping Proposal Sites

2.62 The Schedule of Shopping Proposal Sites in the Local Plan contains seven sites proposed for retail development. Table 10 below summarises the current situation on these sites and recommends a way forward in the Site Allocations DPD:

**Table 10: Review of Local Plan's Schedule of Shopping Proposal Sites**

Local Plan site ref.	Address	Current situation	Site Allocations: recommended way forward
S1	Land off High Street/Water Lane, Berkhamsted	Council approved a Concept Statement in 2007, but site has not been brought forward for development.	Delete site – see conclusions on Question 31 in Table 9 above.
S2	Land adjoining Plough Roundabout, Hemel Hempstead	Development completed (Riverside Centre).	Not applicable, as development completed.
S3	Jarman Fields, St Albans Road, Hemel Hempstead	Outline planning permission granted for 6,700 sq. metres of non-food retail warehousing.	Include on Schedule of Shopping Proposal Sites in Site Allocations DPD (see Figure 20 in Appendix 6).

TWA8	Car park and adjoining land, London Road, Apsley, Hemel Hempstead	Doctors' surgeries and pharmacy built on part of site, housing and two shops permitted on the remainder.	Do not include in Site Allocations, as development is partly completed and partly committed.
TWA9	62-110 London Road, Apsley, Hemel Hempstead	Redevelopment has not taken place.	Delete site – see conclusions on Question 32 in Table 9 above.
TWA10	Land at and adjoining 18-56 London Road, Apsley, Hemel Hempstead	Redevelopment has not taken place.	Delete site – see conclusions on Question 32 in Table 9 above.
S4	Dolphin Square, High Street/Frogmore Street, Tring	Refurbishment/partial redevelopment completed.	Not applicable

2.63 In view of the above, it is recommended that only site S3 (Jarman Fields) should be included on the Schedule of Shopping Proposal Sites in the Site Allocations DPD.

Potential new sites

2.64 Table 7 above sets out the Core Strategy Policy CS16 includes retail floorspace monitoring targets which are set out in Core Strategy Policy 16. The Annual Monitoring Report (see paragraph 2.39 above) states that:

*“Since 2009, there has been little retail development in Dacorum. Current proposals for food stores (Morrison’s and two Aldi stores in Hemel Hempstead; Marks and Spencer Simply Food in Berkhamsted) are expected to meet most of the need for further convenience shopping. However, any increase in comparison (non-food) floorspace is likely to be well below the Policy CS16 figures.”*

2.65 This means that it is important to consider whether new shopping proposals should be included in the Site Allocations DPD. However, it is important to remember that Policy CS16 states that additional capacity should be provided only if there is demand.

2.66 There are two sites in the Borough which are subject of recent or current proposals for retail and other development. It is recommended that these sites should be shown in the Site Allocations DPD as mixed use proposals, including a retail element:

- West Herts College site and Civic Zone, Queensway / Marlowes / Combe Street (north) / Leighton Buzzard Road, Hemel Hempstead (see Figure 21 in Appendix 6)
- Gossoms End/Billet Lane in Berkhamsted (see Figure 22 in Appendix 6)

2.67 The College/Civic Zone site is where Morrison's were proposing a new superstore when the Annual Monitoring Report was prepared. This is the site proposed for a food store in the Hemel Hempstead Town Centre Masterplan. New college buildings and a Public Service Quarter (including a replacement for the civic Centre) are also proposed on this site.

2.68 A planning application for redevelopment of the college and a Morrison's superstore was submitted in 2013. However, the application was withdrawn, because the Environment Agency decided that the inclusion of a petrol filling station within the development was unacceptable. Morrison's are no longer pursuing the superstore proposal.

2.69 The Council and the College are now considering alternative proposals for redevelopment of the site, which will still include a replacement college campus and the Public Service Quarter. It is uncertain whether another supermarket operator will be attracted to the site. In the circumstances, it would be appropriate to allocate the site as a mixed use proposal in the Site Allocations DPD and for the proposals to include retail uses, possibly including a food store.

2.70 Another change in circumstances since the Annual Monitoring Report was produced is that a Lidl supermarket and housing is now proposed at Gossoms End/Billet Lane, Berkhamsted. The Council has resolved (September 2014) to grant planning permission for this development. Further information can be found in Appendix 1 (see text on the Billet Lane General Employment Area).

2.71 Paragraph 4.16 in the Dacorum Retail Study Update 2009 identified a need for a 'deep discount' food store in Berkhamsted. Bearing this in mind and taking account of other factors such as the lack of a sequentially preferable site, it is considered that a mixed use proposal for a food store and housing in the Site Allocations DPD would be appropriate.

2.72 The above proposals will not be sufficient to meet the Policy CS16 retail floorspace monitoring targets in the Site Allocations DPD. If sufficient land was to be allocated to meet the targets in full, it would mean that land would have to be identified for:

- a substantial amount of comparison floorspace in Hemel Hempstead;
- additional comparison floorspace in Berkhamsted; and
- a modest amount of additional comparison and convenience floorspace in Tring.

2.73 However, in practice, demand for additional retail floorspace in the Borough in recent years has been very low, except for convenience floorspace in Hemel Hempstead and Berkhamsted. This probably reflects the length and depth of

the recent recession and the increasing trend towards internet shopping. Furthermore, the Hemel Hempstead Town Centre Masterplan does not contain any major proposals for comparison shopping development. It is therefore concluded that there is no need for additional shopping allocations in the Site Allocations DPD.

- 2.74 It should also be borne in mind that the Council has already started compiling the evidence base for the forthcoming Single Local Plan. The evidence base work will include an updated retail study, leading to revised shopping floorspace targets. The Council's Local Development Scheme (i.e. the timetable for the Local Plan) shows that adoption of the Single Local Plan is programmed for September 2017.

## APPENDIX 1: Review of Existing Employment Areas and Sites

### 1. General Employment Areas ( Local Plan Policy 31) and Employment Areas in the Green Belt (Policy 32)

Note:

Column 1: GEA/GEAB

GEA = General Employment Area (Policy 31 sites)

EAGB = Employment Areas in the Green Belt (Policy 32 sites)

Column 2: RTP assessment (2010) = assessment by Roger Tym & Partners in 'SW Hertfordshire Employment Land Update'

The information in column 2 includes 'average score' i.e. RTP's market potential average score. This represents overall potential for existing use. It takes account of the scores given for the following main factors which determine a site's market potential:

- Strategic access
- Local access
- External environment
- Internal environment
- Local market conditions

The five criteria and overall market potential are scored on a scale of 1-5 as follows:

1.	Excellent
2.	Good
3.	Poor
4.	Average
5.	Inadequate

In terms of overall market potential, the consultants advised as follows:

Rating of site	Would site be taken up during plan period if offered to the market under reasonable likely market conditions?
Excellent or good (1-2)	Likely
Average (3)	Uncertain
Poor or inadequate (4-5)	Unlikely

GEA/ EAGB	Local Plan: Proposed employment uses	Local Plan: other key points	RTP assessment (2010)	Current situation	Site Allocations: issues and recommended way forward
<b>POLICY 31: GENERAL EMPLOYMENT AREAS</b>					
<b>1. BERKHAMSTED</b>					
Billet Lane (1.4 ha.)  See Figure 1 in Appendix 2	Business, industry, storage and distribution	Land to west covered by Policy 33 (conversion of employment land to housing and other uses)	Para. 4.39 (and 3.46): Berkhamsted's GEAs are good quality - no reason to release for other uses  <u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial  Average score = 2.4	Core Strategy para. 21.10: "A baseline of around 7,700 jobs in the B-class uses will be maintained to ensure an adequate supply of employment land that contributes towards the town's local economy, and maintains a reasonable balance between local homes and jobs."  High St. frontage: part occupied	Remove High Street frontage from the GEA (see Figure 1) given nature of existing uses, uncertainty over attractiveness of site for new B- class development (if

			<p>Recommendation: safeguard for current use.</p> <p>Comments: good road access and prominence to High Street; suitable for small and medium units.</p>	<p>by Majestic Wine; rest occupied by demolition contractors and car sales/repairs, but sold to Lidl. The Council resolved (September 2014) to grant planning permission to Lidl for a supermarket and housing (30 units).</p> <p>Northern area (0.76 ha. between R. Bulbourne and canal): 1930s building. Permission granted (4/01244/13/FUL) for refurbishment, including part demolition and sub-division for Jewsons and B1/B2 B8 units.</p>	<p>site becomes vacant) and as Lidl's proposals are acceptable in principle.</p> <p>Allocate proposed Lidl site for out of centre retail and housing.</p> <p>Retain northern area in the GEA (for B1 and B8 uses – B2 not appropriate given proximity to existing and proposed housing).</p>
Northbridge Road (6.7 ha.)	Business, industry, storage and distribution	Includes site E1: Northbridge Road (see Schedule of Employment Proposal Sites below)  Policy 37	<p>Para. 4.39 (and 3.46): Berkhamsted's GEAs are good quality - no reason to release for other uses.</p> <p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: gen. industrial</p> <p>Average score = 2.4</p>	<p>Core Strategy para. 21.10: see Billet Lane above.</p> <p>Site E1 completed.</p> <p>Shown as an Employment Land Area of Search (ELAS167) in Waste Site Allocations. Types of waste management facility that meet the capacity shortfalls in the</p>	<p>Retain GEA (for B1, B2 and B8 use).</p> <p>Refer to the Employment Land Area of Search and household waste site (see column</p>

		encourages environmental improvements.	<p>Recommendation: safeguard for current use.</p> <p>Comments: best employment area in Berkhamsted; reasonable local access; suitable for small and medium units.</p>	<p>Hertfordshire Waste Core Strategy and Development Management document are acceptable in principle.</p> <p>The household waste site is safeguarded under the Hertfordshire Waste Core Strategy.</p>	5).
River Park (1.1 ha.)	Business, industry		<p>Para. 4.39 (and 3.46): Berkhamsted's GEAs are good quality - no reason to release for other uses.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial</p> <p>Average score = 2.4</p> <p>Recommendation: safeguard for current use.</p> <p>Comments: only suitable for small units.</p>	Core Strategy para. 21.10: see Billet Lane above	Retain GEA (for B1 and B2 use).
HEMEL HEMPSTEAD					
Breakspear Park	Business (core office)		Para 3.31: Breakspear Park is a high quality out-of-town	Core Strategy (see Figures 18 and 22) shows this GEA within	Consider in East Hemel

(7.8 ha.)	location)		<p>development close to M1 Junction 8.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: offices.</p> <p>Average score = 1</p> <p>Recommendation: safeguard for current use.</p> <p>Comments: modern HQ office campus; excellent local and strategic access.</p>	<p>Maylands Gateway (but is not covered by Maylands Gateway Development Brief).</p>	<p>Hempstead Area Action Plan (EHHAAP).</p>
Buncefield (26.1 ha.)	Storage and distribution, oil terminal	<p>Includes site E3: Boundary Way (north) (see Schedule of Employment Proposal Sites below)</p> <p>See LP Policy 125 (hazardous substances)</p>	<p><u>Appendix 2: Existing site assessment</u> Main current use: industrial.</p> <p>Average score = 1.8</p> <p>Recommendation: safeguard for current use.</p> <p>Comments: currently an oil depot, but suitable for full range of employment uses, especially distribution / noisy uses.</p>	<p>Core Strategy shows a split between Buncefield Oil Depot and Service Centre (storage, distribution and warehousing proposed) – see Core Strategy Figures 18 and 22).</p> <p>Revised HSE consultation zones apply.</p> <p>Site E3 completed.</p> <p>Shown as an Employment Land Area of Search (ELAS168) in Waste Site Allocations.</p>	<p>Consider in EHHAAP.</p> <p>Refer to the Employment Land Area of Search (see column 5).</p>

<p>Maylands (59.1 ha.)</p>	<p>Business, industry, storage and distribution</p>	<p>Includes site E5: Boundary Way (east) (see Schedule of Employment Proposal Sites below)</p>	<p>Para. 4.20: DBC should be more flexible over types of B-class use in Maylands Avenue and allow some B2/B8 to better reflect demand.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: mixed employment.</p> <p>Average score = 1.8</p> <p>Recommendation: safeguard for current use.</p> <p>Comments: currently a mixed employment area, comprising office campuses, B8 units and industrial uses.</p>	<p>Core Strategy shows a split between Face of Maylands, Engine Room and Service Centre (see Core Strategy Figures 18 and 22).</p> <p>Site E5 completed.</p> <p>Most of area shown as an Employment Land Area of Search (ELAS006) in Waste Site Allocations.</p>	<p>Consider in EHHAAP.</p> <p>Refer to the Employment Land Area of Search (see column 5).</p>
<p>Maylands Avenue (26.9)</p>	<p>Business (core office location)</p>		<p>Para. 4.20: DBC should be more flexible over types of B-class use in Maylands Avenue and allow some B2/B8 to better reflect demand.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: offices.</p>	<p>Core Strategy shows a split between Face of Maylands, Heart of Maylands and Maylands Gateway (see Core Strategy Figures 18 and 22). Mixed use development proposed at Heart of Maylands.</p> <p>Small part shown as an</p>	<p>Consider in EHHAAP.</p> <p>Refer to the Employment Land Area of Search (see column 5).</p>

			<p>Average score = 1.8</p> <p>Recommendation: consider transfer to other use (B or non-B).</p> <p>Comments: office avenue with mixture of ages. Further intensification may cause stress without investment in infrastructure and public transport. Lack of supporting uses (e.g. food and drink, retail).</p>	<p>Employment Land Area of Search (ELAS006) in Waste Site Allocations.</p>	
<p>Paradise (3.8 ha.)</p> <p>See Figure 2 in Appendix 2</p>	<p>Business (core office location)</p>	<p>Policy 37 encourages environmental improvements.</p>	<p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: offices.</p> <p>Average score = 3.2</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: Local access poor, but well related to town centre. Existing uses include smaller offices and light industrial/workshop uses. Potential for scheme involving town centre and hospital, as part of wider masterplan area.</p>	<p>Core Strategy (Figures 17 and 21) includes this GEA in the Hospital Zone. Figure 17: this zone holds significant regeneration opportunities for residential, education, health and business uses.</p> <p>Town Centre Masterplan (section 5.4): Paradise employment area will become a mixed use development with business/light industrial uses and new housing.</p> <p>Housing and self-storage building under construction on Royal Mail site (4/01450/12/MFA).</p>	<p>Show as being within Hemel Hempstead town centre. Allocate as a mixed use proposal for B1 led business use and housing.</p>

				<p>A small area of land at the northern end of the GEA on Park Lane is within the hospital site.</p> <p>Part of GEA owned by Dacorum Borough Council.</p>	
Swallowdale (40.6 ha.)	Industry, storage and distribution		<p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 1.6</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: mainly industrial in character. Congestion on wider estate. Part new B8, part older B2/B8.</p>	<p>Core Strategy shows a split between Engine Room and Service Centre, but land NW of Nickey Line is an 'Area of Residential Opportunity' (Aldi supermarket built and homeless hostel under construction on part of this land).</p> <p>Waste Site Allocations shows:</p> <ul style="list-style-type: none"> <li>• most of GEA as an Employment Land Area of Search (ELAS007);</li> <li>• Cupid Green Depot as an existing strategic site (SA060).</li> </ul> <p>Includes household waste site.</p> <p>Viking House site approved for housing (4/01077/13 and 4/01332/13).</p>	<p>Consider in EHHAAP - decision required on how to deal with Area of Residential Opportunity and Viking House.</p> <p>Refer to the Employment Land Area of Search and Cupid Green depot unless relocation is proposed (see column 5).</p>

Two Waters and Apsley					
Apsley (0.6 ha.)	Industry		<p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 2.2</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: small industrial uses. High level of occupancy.</p>	<p>Core Strategy para. 20.8: "...there is an important role for designated employment land in Two Waters and Apsley. This will normally be retained. The heritage of the paper making industry will be conserved."</p> <p>Council owned.</p>	<p>Very small, but retain as a GEA, as it is well occupied and provides small units, which are in short supply.</p> <p>Propose for B1(c) light industrial use. B2 not appropriate given proximity to housing.</p>
Apsley Mills (3.3 ha.)  See Figure 3 in Appendix 2	Business (core office location)	Most within site TWA7: land at former John Dickinsons (see Schedule of Employment Proposal Sites below)	<p><u>Appendix 2: Existing site assessment</u> Main current use: offices.</p> <p>Average score = 2.6</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: Suitable for smaller offices or light industrial uses (not B2/B8). Character of area has changed – now dominated by retail and new housing.</p>	<p>Core Strategy para. 20.8: see 'Apsley' above.</p> <p>Most of GEA now developed or proposed for non-B class uses, as shown below (see Figure 3):</p> <p>Area 1: Largely cleared site. DBC has purchased 0.38 ha. (next to Homepage) for new Council housing.</p> <p>Area 2: The Cottage Building (listed building). Used as offices for Paper Trail and other firms.</p>	<p>Retain areas 2 and 4 in column 5 as a GEA (for B1 use). All types of B1 are acceptable, so should no longer be a core office location.</p> <p>Remove from the GEA the land covered by the following areas:</p>

				<p>Paper Trail's main base is now at Frogmore Mills (see 'Frogmore' GEA above).</p> <p>Area 3: Redeveloped for hotel, public house and flats. John Dickinson Enterprise Centre (old building by the canal) is in B1 use.</p> <p>Area 4: Mercedes-Benz car dealership on London Road is the only part of GEA outside TWA7. This is not a B-class use and there are no proposals to redevelop the site.</p> <p>Area 5: Redeveloped for housing.</p>	<ul style="list-style-type: none"> <li>• Area 1, as housing is proposed (allocate for housing).</li> <li>• Area 3, as redeveloped for non B-class uses, except John Dickinson Enterprise Centre which is too small to be a GEA.</li> <li>• Area 5, as housing built.</li> </ul>
<p>Corner Hall (2.6 ha.)</p> <p>See Figure 4 in Appendix 2</p>	<p>Business (core office location)</p>		<p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: offices.</p> <p>Average score = 2.2</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: mixed use area, incorporating offices, retail and motor trade uses. Location close to town centre makes it suitable for B1. Should be part of a wider</p>	<p>Core Strategy para. 20.8: see 'Apsley' above.</p> <p>Currently used for a variety of uses. Main areas:</p> <ol style="list-style-type: none"> <li>1. Car wash on Plough Roundabout (now proposed for Council housing).</li> <li>2. Car sales and repairs in Two Waters Road.</li> <li>3. Mixed commercial and residential uses in Lawn Lane (north of Corner Hall).</li> </ol>	<p>Retain areas 2, 4 and 5 in column 5 (see Figure 4) as a GEA, because:</p> <ul style="list-style-type: none"> <li>• Areas 2 and 5: existing uses are appropriate in a GEA. Could go for B-class development in the future.</li> </ul>

			<p>area town centre masterplan.</p>	<p>4. Offices, south of Corner Hall (change of use to residential approved under prior approval rules (4/01306/13/OPA)).</p> <p>5. Builders yard (Travis Perkins), heating/plumbers merchants and offices on Lawn Lane (south of area 4).</p> <p>Town Centre Masterplan (section 5.6) covers only the car wash site (housing proposed).</p>	<ul style="list-style-type: none"> <li>• Area 4: good quality offices. Uncertain if conversion to housing will take place.</li> </ul> <p>Remove from the GEA the land covered by the following areas in column:</p> <ul style="list-style-type: none"> <li>• Area 1, as housing is proposed (allocate for housing); and</li> <li>• Area 3, as not in B-class use.</li> </ul>
Doolittle Meadow (6.2 ha.)	Business (core office location)		<p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: offices.</p> <p>Average score = 3</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: substantial 1980s HQ offices (much is vacant). Area</p>	<p>Core Strategy para. 20.8: see 'Apsley' above.</p> <p>Still in office use, partly by Hertfordshire County Council.</p>	<p>Retain GEA (for B1 (a) office use).</p>

			suitable only for B1. Reasonable public transport, but otherwise peripheral. Local highway congestion may constrain development.		
Frogmore (4.1 ha.)  See Figure 5 in Appendix 2	Industry, storage and distribution	Policy 31 encourages use of Frogmore Mill for paper industry heritage facility.  Policy 37 encourages environmental improvements.	Para. 4.35: the site should be released for alternative development (loss of 16,400 m <sup>2</sup> industrial/warehouse space).  <u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.  Average score = 3.6  Recommendation: consider transfer to other use (B or non-B).  Comments: reasonable quality small/medium sized units, but constrained by restricted access – long term future of the site for employment use is limited. Frogmore Mill forms part of Paper Trail heritage trail.	Core Strategy para. 20.8: see 'Apsley' above.  Frogmore Mill now part of Paper Trail. There is scope to include some B-class space in this building, which could complement the Paper Trail use.  All the rest of the GEA (except 1A Frogmore Road: Ebberns Bathroom and Heating Centre) is being promoted for housing in the Site Allocations DPD and a pre-application submission is expected summer 2014.  Flooding issues currently being investigated. Highways issues may limit housing capacity.	See Figure 5.  Retain Frogmore Mill as a GEA (for B1 and B8 use), as scope exists for B-class use in part of site not used by Paper Trail. Exclude from GEA land within the completed Fourdrinier Way housing development.  Environmental improvement needed along River Gade and Frogmore Road.  Reallocate rest of GEA for housing.

<p>Nash Mills (5.0 ha.)</p> <p>See Figure 6 in Appendix 2</p>	<p>Business, industry</p>		<p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 3.4</p> <p>Recommendation: transfer to other use.</p> <p>Comments: planning consent granted for redevelopment to housing with only 764 m<sup>2</sup> employment space.</p>	<p>Housing development under construction.</p> <p>Permission now granted to use the proposed employment space for additional housing.</p>	<p>Delete GEA, as site being redeveloped for housing.</p>
<p>Two Waters (8.6 ha.)</p> <p>See Figure 7 in Appendix 2</p>	<p>Business, industry, storage and distribution</p>	<p>Policy 37 encourages environmental improvements.</p>	<p>Paras. 4.31 and 4.32: land either side of A414 is prominent in approach to town centre, but does not provide a quality gateway entrance to the town. Pilling Motors site and surrounding land up to Stratford Way is suitable for a comprehensive gateway entrance.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 2</p> <p>Recommendation: safeguard for current uses.</p>	<p>Core Strategy para. 20.8: see 'Apsley' above.</p> <p>Part of area on both sides of A414 shown as Employment Land Areas of Search (ELAS174 and 175) in Waste Site Allocations.</p> <p>Aldi supermarket under construction on Pilling Motors site.</p> <p>Planning application (4/02320/14/OUT) submitted for redevelopment of the Symbio House site for mixed uses, including 208 flats and offices.</p> <p>National Grid (NG) land is being</p>	<p>Retain GEA (for B1, B2 and B8 use), but delete the following areas (see Figure 7):</p> <p>Area 1: National Grid land, for reasons given in column 5 (allocate for housing, combined with the undeveloped part of Local Plan site TWA5).</p>

			<p>Comments: suitable for full range of employment uses. Good strategic access to A414 and good commercial prominence.</p>	<p>promoted for housing through the Site Allocations because:</p> <ul style="list-style-type: none"> <li>• The site and gas holders are no longer required by NG.</li> <li>• The rest of the NG site is already proposed for housing (Local Plan site TWA5).</li> <li>• There is already housing immediately to the north along London Road.</li> <li>• The rest of the GEA to the SE is at a much higher level.</li> </ul>	<p>Area 2: existing houses at 339-353 London Road.</p> <p>Area 3: Aldi site (allocate as out of centre retail).</p> <p>Area 4: 241 London Road (McDonald's restaurant) and adjoining new housing (Mulberry House).</p> <p>Refer to the Employment Land Area of Search (see column 5), but will apply only within the revised GEA.</p>
TRING					
Icknield Way (6.2 ha.)	Business, industry, storage and	Includes site E6: Miswell Lane (see	Paras. 3.55, 4.39 and 4.40: Icknield Way is a successful estate, providing a mix of units for	Core Strategy para. 22.8: this GEA will be retained. Proposals for Local Allocation LA5 (Icknield	Amend the GEA boundary (see Figures 8 and

<p>See Figures 8 and 13 in Appendix 2</p>	<p>distribution</p>	<p>Schedule of Employment Proposal Sites below)</p>	<p>offices, and warehousing/production. Good quality access to A414.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 1.6</p> <p>Recommendation: safeguard for current uses.</p> <p>Comments: best employment area in Tring. Some potential development land within the estate, which should be protected for industrial development. Potential to extend area into the Green Belt.</p>	<p>Way, west of Tring) include “extension to the employment area in Icknield Way Industrial Estate”.</p> <p>Eastern part of GEA along Miswell Lane, including site E6 is not in employment use (see page 66 for further consideration of E6).</p> <p>Shown as an Employment Land Area of Search (ELAS164) in Waste Site Allocations.</p> <p>No applications submitted for development on site E6.</p>	<p>13) by:</p> <ul style="list-style-type: none"> <li>- removing eastern part of the GEA (site E6);</li> <li>- extending the GEA westwards into LA5.</li> </ul> <p>Include the GEA extension (0.75 hectares) on the Schedule of Employment Proposal Sites and the LA5 master plan.</p> <p>Refer to the Employment Land Area of Search (see column 5), but will not apply in the GEA extension.</p>
<p>Akeman Street (0.8 ha.)</p> <p>See Figure</p>	<p>Business</p>		<p>Para. 4.42: currently mixed B uses in low cost accommodation. Conservation area location. Narrow streets cause problems.</p>	<p>Core Strategy para. 22.8: this GEA will be retained. Also: “Akeman Street will provide for a range of non-residential uses, including social and community</p>	<p>Exclude the Langdon Street haulage yard from the GEA and allocate for</p>

9 in Appendix 2			<p>Para. 4.49: should be considered for release for alternative use with a small element of new offices/studios. Retain some of the newer offices on Akeman St.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 3.4</p> <p>Recommendation: consider transfer to other use (B or non-B).</p> <p>Comments: restricted access, surrounded by housing, constrained site/shape. Fully occupied and provides useful small unit space. Transport depot potential for relocation and change of use.</p>	<p>facilities”.</p> <p>The haulage yard in Langdon Street is being purchased for housing development. The rest of the GEA may come onto the market.</p>	<p>housing (see Figure 9).</p> <p>Rest of GEA should be retained (for B1 use). A range of uses should be accepted (to reflect Core Strategy), but should remain ancillary to main B1 use.</p> <p>Are the existing employment buildings on long leases – <i>check?</i></p>
Brook Street (0.8 ha.)	Industry		<p>Para. 4.43: This GEA is situated within a listed mill, surrounded by residential development. Road access is very poor, at a pinch point (on street parking causes problems).</p> <p>Para. 4.50: main building may be capable of conversion to housing:</p>	<p>Core Strategy para. 22.8: this GEA will be retained.</p>	<p>Retain GEA (for B1 use), as is well occupied by several small firms.</p> <p>B2 not appropriate given proximity</p>

			<p>sympathetic employment accommodation could possibly be retained elsewhere on site.</p> <p><u>Appendix 2: Existing site assessment</u> Main current use: gen. industrial.</p> <p>Average score = 3.4</p> <p>Recommendation: consider transfer to other use (B or non-B).</p> <p>Comments: local access restricted, poor sightlines. High density small units. Listed building imposes constraints. Good occupancy. Could remain in employment use, but longer term conversion to residential more likely.</p>		<p>to housing.</p> <p>What is the view of the landowners? Are the existing employment buildings on long leases? <i>Check with Adrian Cole.</i></p>
ELSEWHERE					
<p>Markyate (Hicks Road) (2.8 ha.)</p> <p>See Figure 10 in Appendix 2</p>	<p>Industry, storage and distribution</p>	<p>Policy 37 encourages environmental improvements.</p> <p>Policy 33 proposes housing on</p>	<p>Para. 4.54: there is a case for maintaining or even increasing employment in Markyate.</p> <p>Paras. 4.55, 4.56: site has direct access to A5. Mostly older buildings, mix of offices, industrial and storage – useful source of</p>	<p>Core Strategy para. 25.6 and Strategic Site SS2 proposes a mixed use redevelopment including “business, light industrial (Class B1c and storage and distribution units (Class B8)”, with new commercial units for small and medium enterprises.</p>	<p>A revised GEA should be defined for B1 and B8 use (total area about 0.7 ha.; see Figure 10). B2 not appropriate</p>

		<p>the existing employment land to the south on London Road.</p>	<p>cheap accommodation. Newer space off Sharose Court.</p> <p>Para. 4.56: north of Hicks Road could be considered for alternative use. South of Hicks Road: retain for employment use.</p> <p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: gen. industrial.</p> <p>Average score = 2.4</p> <p>Recommendation: transfer to other use.</p> <p>Comments: good road access. North side potential for redevelopment for alternative use; southern part should be retained for employment.</p>	<p>The Hicks Road Masterplan (updated June 2012) was prepared by the landowners' agents, in collaboration with DBC (June 2012). However, it has not been approved by the Council.</p> <p>Mixed use redevelopment of most of site (1.9 ha.) for housing and other uses is under construction, with Sharose Court retained and extended for employment use. This permission (4/01173/11/MFA) excludes part of land north of Hicks Road.</p> <p>No proposals have come forward for housing development on the Policy 33 site in London Road.</p>	<p>given proximity to housing.</p> <p>The GEA should cover:</p> <ul style="list-style-type: none"> <li>- Sharose Court; and</li> <li>- the site in London Road (Marvin's Magic etc.) proposed for housing in Local Plan Policy 33</li> </ul> <p>The rest of the existing GEA should be deleted, as it is being developed or is proposed for non B-class uses.</p>
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**POLICY 32: EMPLOYMENT AREAS IN THE GREEN BELT**

<p>Bourne End Mills (3.4 ha.)</p> <p>See Figure 11 in</p>	<p>Industry, storage and distribution</p>	<p>Designated as an Employment Area in the Green Belt (EAGB) and a</p>	<p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: gen. industrial.</p> <p>Average score = 1.8</p>	<p>Core Strategy: Table 2 shows the site on current list of MDSs. CS Policy CS5 allows for redevelopment of MDSs</p> <p>CS para. 26.8: any future</p>	<p>Retain as an EAGB (for B1, B2 and B8 use) – see Figure 11. Remove from the EAGB:</p>
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Appendix 2		<p>Major Developed Site in the Green Belt (MDS).</p> <p>The MDS boundary excludes part of the EAGB in S/SE of site.</p> <p>Substantial environmental improvement; rationalisation of layout; access from Bourne End Lane to be closed.</p>	<p>Recommendation: safeguard for current use.</p> <p>Comments: good strategic and local access off A41. Planning consent for redevelopment of part.</p>	<p>development of this site will have to balance economic considerations with the need to protect the countryside.</p> <p>Planning permission (4/02245/12/VOT) granted for redevelopment for B1c, B2, B8 units (15,500 m<sup>2</sup>; net gain of 3,550m<sup>2</sup>), but unlikely to be implemented. This permission excludes units 28, 30 and 31 fronting Upper Bourne End Lane.</p> <p>A reserved matters application (4/01988/14/RES) has been submitted. This application proposes one large B* unit (13,935 m<sup>2</sup>).</p>	<p>- the SW corner (undeveloped land); and</p> <p>- 44 Bourne End Lane, which is a house.</p> <p>The new EAGB boundary and the MDS boundary should reflect extent of development approved under 4/02245/12, which includes more land than the current MDS but less than the EAGB.</p> <p>.</p>
<p>Bovingdon Brickworks (2.9 ha.)</p> <p>See Figure 12 in Appendix 2</p>	<p>Industry, storage and distribution</p>	<p>Designated as an Employment Area in the Green Belt (EAGB) and a Major Developed Site in the</p>	<p><u>Appendix 2: Existing site assessment</u></p> <p>Main current use: gen. industrial.</p> <p>Average score =2.6</p> <p>Recommendation: safeguard for current use.</p>	<p>Core Strategy: Table 2 shows the site on current list of MDSs. CS Policy CS5 allows for redevelopment of MDSs.</p> <p>CS para. 26.8: any future development of this site will have to balance economic considerations with the need to</p>	<p>Retain as an EAGB (and MDS), but extend the boundary to better reflect current extent of employment uses (see Figure</p>

		Green Belt (MDS).  Policy 37 encourages environmental improvements.	Comments: existing use as brickworks/builders merchants.	protect the countryside.  Bovingdon Brickworks are the major occupiers, but other firms (including motor trade uses) occupy NE part of site.  The area covered by employment uses is considerably larger than the Local Plan EAGB and MDS designations.	12).  Do not include land used for storage of bricks to SE of public footpath.
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## **2. Policy 33: Conversion of employment land to housing and other uses**

Table of main areas with employment use where housing development is encouraged		
Area	Current situation	Site Allocations: issues and recommended way forward
BERKHAMSTED		
Gossoms End (West)	Housing completed.	None (as development completed).
Gossoms End (East) / Stag Lane (East)	NW part of site (corner of Stag Lane): housing completed.  SE part of site: retirement housing under construction.	None, as housing development is taking place.
HEMEL HEMPSTEAD		
Two Waters and Apsley		

Ebberns Road	Partly redeveloped for housing, partly still in employment use.	Show land still in employment use as a housing allocation.
TRING		
Western Road	<p>Concept Statement for site (proposing housing) approved by Council as Supplementary Planning guidance (February 2006).</p> <p>Small part of site redeveloped for housing, rest still in employment use. Partial conversion to housing permitted within one office building; pre-application or application scheme for housing on part of site.</p>	Show land still in employment use as a housing allocation.
ELSEWHERE		
<p>Markyate (London Road)</p> <p>See Figure 10 in Appendix 2.</p>	<p>Still in employment use (including Marvin's Magic).</p> <p>Adjoins Hicks Road site (see above).</p>	Designate site and Sharose Court as a GEA (see text on Markyate (Hicks Road) above) – see Figure 10.

### **3. Schedule of Employment Proposal Sites**

Site ref.	Address	Proposal	Current situation	Site Allocations: issues and recommended way forward
BERKHAMSTED				
E1 (1.4 ha.)	Northbridge Road	Extension of existing estate for business, industry and storage and	Development completed (Canalside).	None (as development completed).

		distribution unit		
HEMEL HEMPSTEAD				
E2 (2.8 ha.)	Buncefield Lane (west)/ Wood Lane End (south) (Kodak Sports Ground)	Industry and storage and distribution	Still undeveloped. Forms part of the Maylands Gateway site (see Core Strategy Figures 18 and 22).  Outline planning application for housing submitted, but now expected to be used for employment development as part of the Maylands Gateway scheme.	Consider in East Hemel Hempstead Area Action Plan (EHHAAP).
E3 (2.9 ha.)	Boundary Way (north)	Industry and storage and distribution	Development completed (Amazon and others).	None (as in EHHAAP area and development completed).
E4 (16.6 ha.)	Three Cherry Trees Lane (east)	Specialised technological industries and or other activities in the national or regional interest	Still undeveloped.  Now proposed for housing (Spencer's Park phase 2 – see Core Strategy).	Consider in EHHAAP, but no employment proposals (as housing proposed).
E5 (2.0 ha.)	Boundary Way (east)	Industry and storage and distribution	Development completed.	None (as in EHHAAP and development completed).
Two Waters and Apsley				
TWA7 (2.32)	Former John Dickinsons,	Reuse of buildings to create visitor centre and	Most of site has been developed for housing, hotel and public	Delete as an employment proposal site.

ha.)	London Road	museum (at least 0.6 ha.) for Paper Trail; and related mixed employment development (see Local Plan page 383 for details)	house (see Apsley Mills GEA above).  DBC has purchased 0.38 ha. (next to Homebase) for new Council housing.  There is no potential for new build employment development.	Show the land next to Homebase as a housing allocation.
TRING				
E6 (0.8 ha.)  See Figures 8 and 13 in Appendix 2	Miswell Lane	Extension of existing estate for business, industry or storage and distribution	Undeveloped, except for two or three houses and disused car repairs building in north of site. No applications have been submitted for development of the rest of the site.  It is understood that following the recent death of the landowner, the site is likely to be brought forward for development.	Reallocate for housing, as: <ul style="list-style-type: none"> <li>• Miswell Lane is a residential road.</li> <li>• The Miswell Lane/ Icknield Way road junction is poor.</li> <li>• It is unlikely that access could be obtained directly from the industrial estate.</li> <li>• Need to take account of proposed extension (0.75 ha.) of Icknield Way Industrial Estate on LA5.</li> </ul>

#### **4. Other Areas and Sites Assessed in SW Hertfordshire Employment Land Update**

The sites and areas in the table below were assessed in Appendix 2 'Existing Site Assessment' of the SW Hertfordshire Employment Land Update (Roger Tym & Partners, June 2010):

Location	RTP assessment (2010)	Current situation	Site Allocations: issues and initial thoughts
Newground Farm, Newground Road, Aldbury (0.5 ha.)	<p>Main current use: not stated</p> <p>Average score = 3.0</p> <p>Recommendation: safeguard for current use (e.g. gen. industrial, offices).</p> <p>Comments: adequate access via A4251 and prominent location, but more traffic would cause amenity and highways issues. Outstanding pp for gain of 1,675 m<sup>2</sup> offices.</p>	<p>Planning permission (4/00110/10/VOT) granted for change of use of former agricultural buildings to offices, storage, research and industrial use (B1). Gain of 1,675 m<sup>2</sup>. Not started at 31.03.13, lapses 18.03.15.</p>	<p>Too small to include in Site Allocations.</p>
Hemel Hempstead Town Centre	<p>Main current use: other mixed</p> <p>Average score: 2.6</p> <p>Recommendation: transfer to mixed use.</p> <p>Comments: town centre employment floorspace = 101,000 m<sup>2</sup> (including 81,000 m<sup>2</sup> offices). Main office areas are Kodak tower, Marlowes central area, Civic Centre and part of Paradise. Mainly small/medium units, except Kodak and public sector offices. Ideally suited for small professional offices, less demand for large offices/single occupiers. Issues with restrictive parking standards and poor access to railway station.</p>	<p>The town centre is seeing a significant loss of offices to housing e.g. Kodak building (already converted) and prior approval schemes in Waterhouse Street.</p> <p>Core Strategy: Policy CS33 (Hemel Hempstead Town Centre) - principles guiding development include 1 (e) 'create new offices'. Figure 17 gives some guidance on potential broad locations for business uses.</p> <p>Hemel Hempstead Town Centre Masterplan 2011-2021: no major office development is proposed. Main references to offices/business use are as</p>	<p>No specific office allocations proposed.</p> <p>Include mixed use allocations for offices and other uses for the northern part of the Gade Zone (including the Public Service Quarter) and Market Square.</p> <p>Paradise: see text</p>

	<p>RTP report paragraphs 4.8-4.13: no proven demand for more town centre office space, but target for large office growth and some of this should be in the town centre. New offices should be focussed around the proposed civic and college buildings. Around 9,000-12,000 m<sup>2</sup> offices could be provided over the plan period.</p>	<p>follows:</p> <ul style="list-style-type: none"> <li>• Paragraph 4.2.9: redevelop existing vacant low quality offices in the Marlowes Shopping Zone to provide housing.</li> <li>• Section 5.2: new Public Service Quarter (which will include replacement of the Civic Centre) and leisure, retail, business, culture and housing around Market Square;</li> <li>• Section 5.4: Paradise employment area will become a mixed use development with business/light industrial uses and new housing.</li> </ul>	<p>on Paradise GEA above and Figure 2.</p>
<p>Berkhamsted Town Centre</p>	<p>Main current use: other mixed</p> <p>Average score: 2.2</p> <p>Recommendation: none stated.</p> <p>Comments: there are several purpose built offices and conversions, occupied by local businesses and some providing a regional/national service. Larger units should be protected. There is little obvious scope for new employment development.</p> <p>RTP report paragraphs 3.47-3.51: these paragraphs provide information on Berkhamsted's office market. Berkhamsted is a small office market, in good health with no evidence of over-</p>	<p>As stated in RTP report. No significant proposals.</p>	<p>No specific office allocations proposed</p>

	supply. If this remains the case, existing offices should generally be safeguarded provided they are attractive and suitable.		
Tring Town Centre	<p>Main current use: other mixed</p> <p>Average score: 2.4</p> <p>Recommendation: none stated.</p> <p>Comments: Tring town centre is significantly smaller than Berkhamsted. There is little purpose built office accommodation except Akeman Street, with most space in converted premises. There is little potential for new development.</p> <p>RTP report paragraphs 3.59-3.61: these paragraphs indicate that Tring's office market is broadly in balance, but there appears to be an oversupply of smaller office space in the town centre.</p>	No significant proposals.	No specific office allocations proposed
Boxted Farm, Berkhamsted Road, Potten End (0.3 ha.)	<p>Main current use: strategic warehousing</p> <p>Average score: 3.0</p> <p>Recommendation: safeguard for current use (e.g. gen. industrial, offices).</p> <p>Comments: planning permission for change of use – farm buildings to warehousing.</p>	<i>Check whether the change of use to warehousing has been implemented.</i>	Too small to include in Site Allocations.

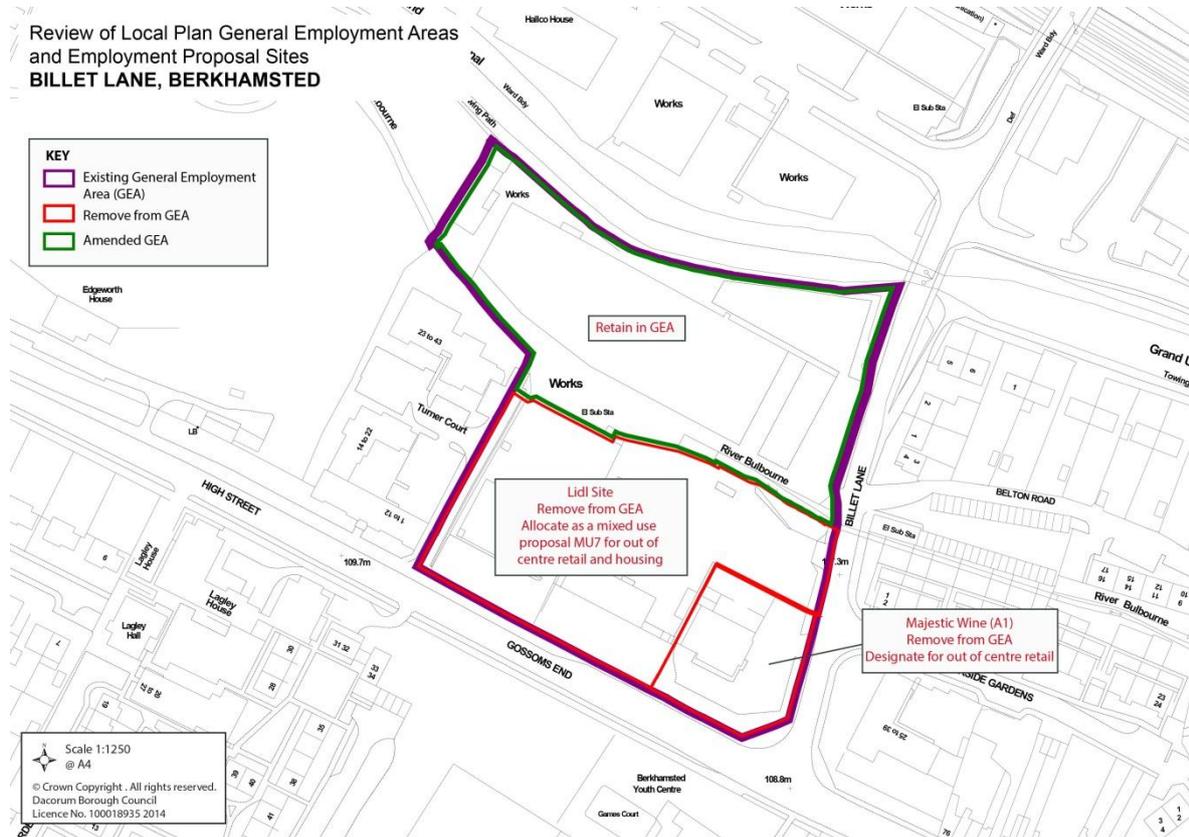
<p>Woodwells Farm, adj. Buncefield Lane Hemel Hempstead</p>	<p>Main current use: strategic warehousing</p> <p>Average score: 1.6</p> <p>Recommendation: safeguard for current use.</p> <p>Comments: planning permission for 2,725 m<sup>2</sup> B8 gain.</p>	<p><i>Check whether this is Jack and Jill's day nursery and whether there is any B-class floorspace here.</i></p>	<p>Consider in East Hemel Hempstead Area Action Plan (EHHAAP), but too small to allocate.</p>
<p>Sunderlands Yard, Church Lane, Kings Langley</p>	<p>Main current use: mixed employment</p> <p>Average score: 2.6</p> <p>Recommendation: consider transfer to other use (B or non-B).</p> <p>Comments: reasonable location for employment, including yard area. Access restricted by on-street parking. Long term pressures for alternative use such as housing.</p> <p>RTP report paragraphs 4.73-4.76: one reason for suggesting the release of Sunderland Yard in the long term only is that it includes a yard, which is an element of secondary employment space in short supply. Part of the land adjacent to Buncefield should be made available for such accommodation.</p>	<p>Still in employment use. No proposals submitted for housing.</p> <p>The Local Plan shows the site within a residential area, so housing development is acceptable in principle.</p>	<p>Do not allocate for housing, as this is a useful employment site. Keep the site in the residential area, so housing will remain acceptable in principle.</p> <p>Phasing is an issue if site is allocated for housing. It would be difficult to justify delaying housing until new yards are provided elsewhere, particularly as no decisions have been made on the</p>

			land adjacent to Buncefield (which is in St Albans District).
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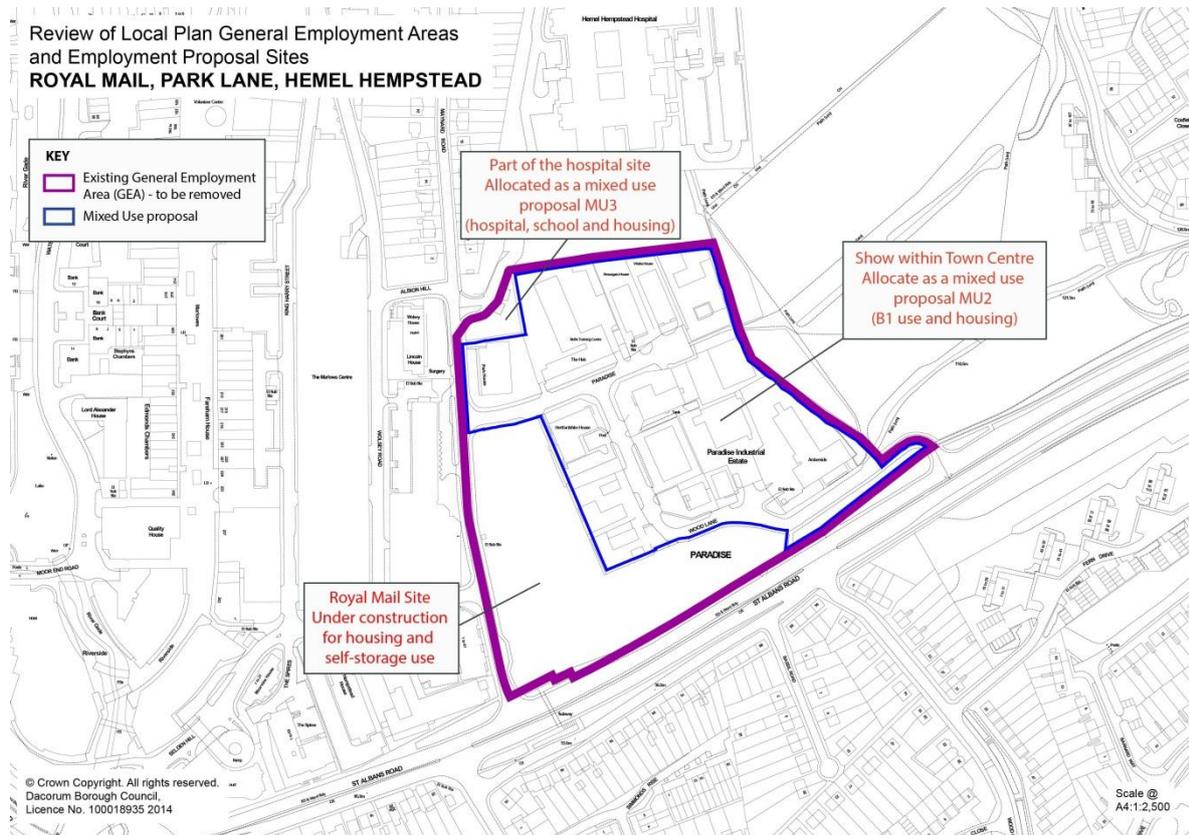
# APPENDIX 2: Proposed Changes to Employment Areas and Sites

## General Employment Areas

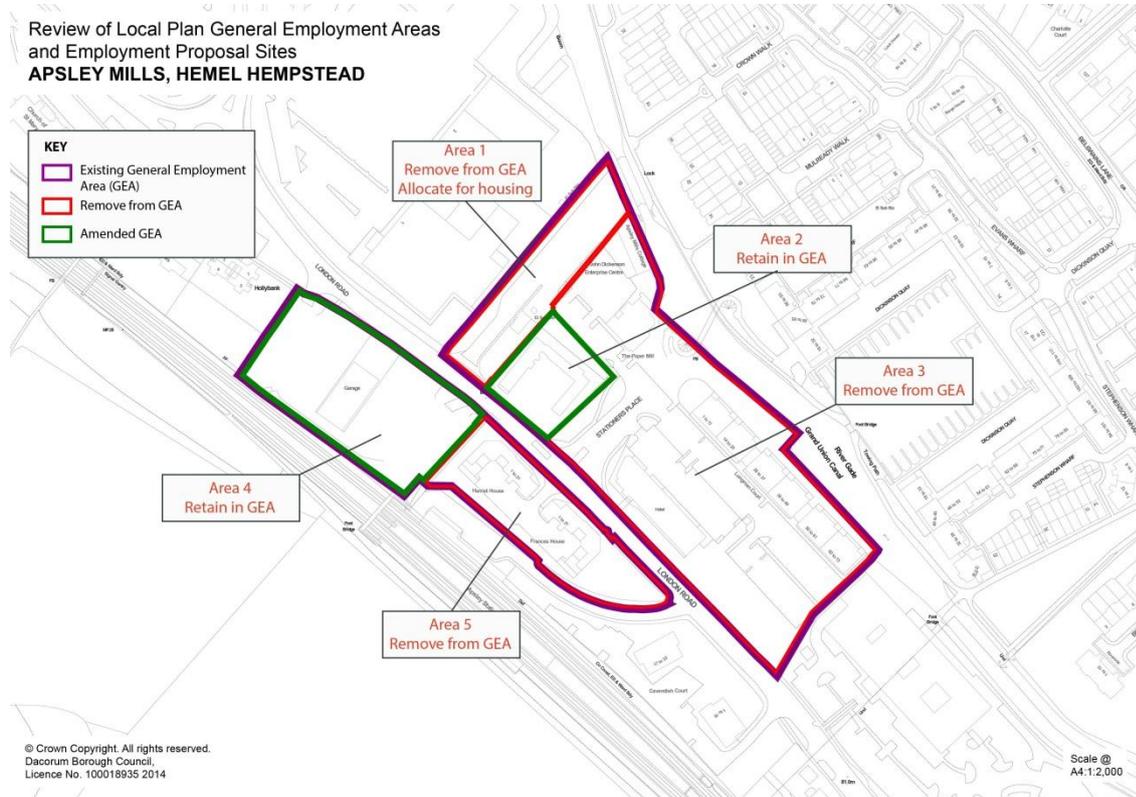
Figure 1: Billet Lane, Berkhamsted



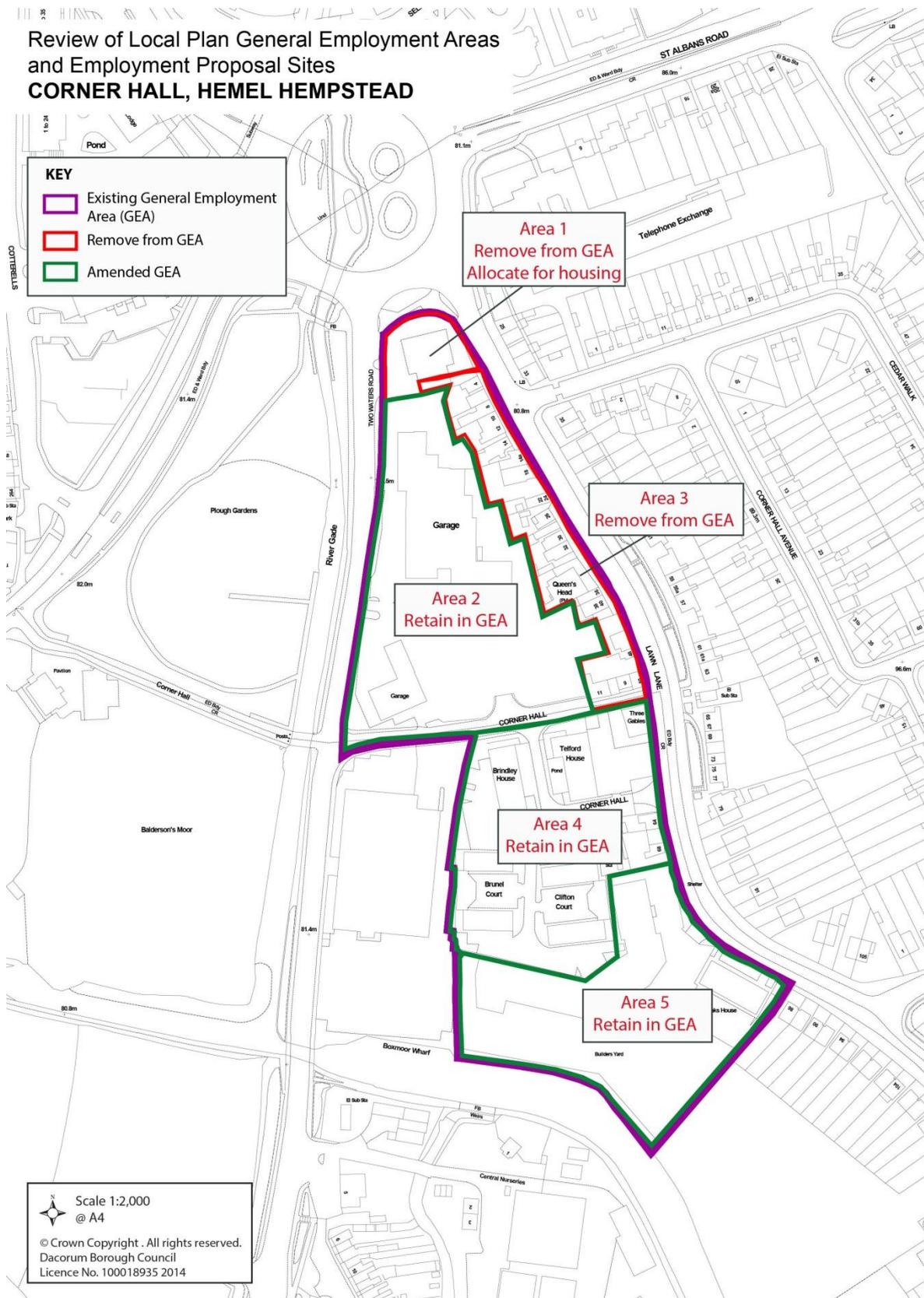
**Figure 2: Paradise/Wood Lane End, Hemel Hempstead:**



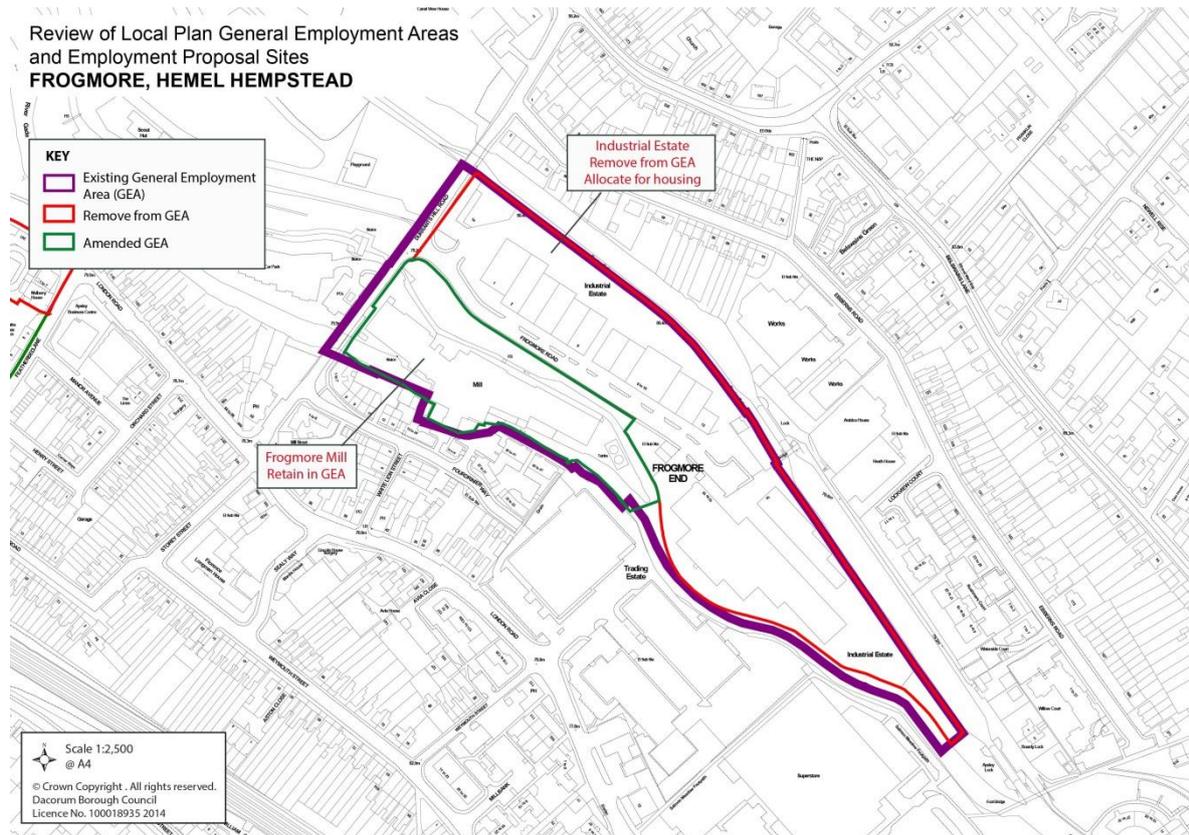
**Figure 3: Apsley Mills, Hemel Hempstead**



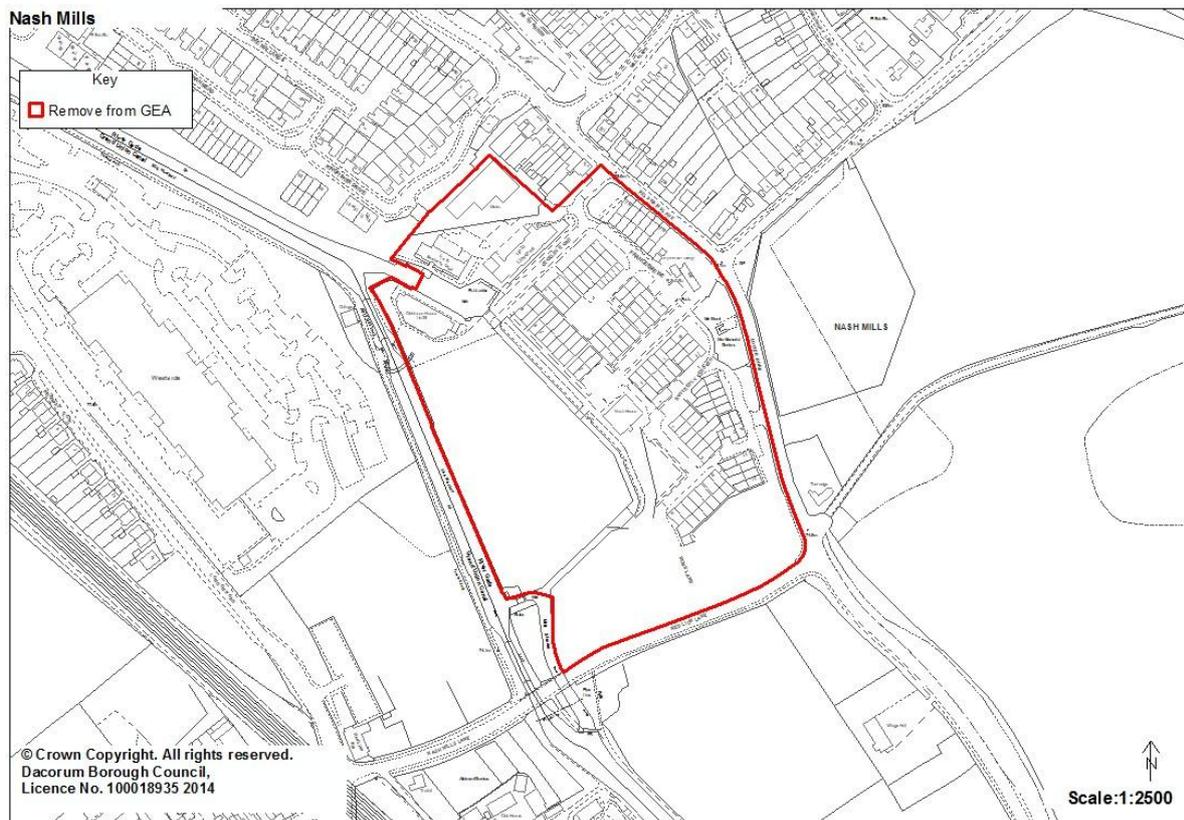
**Figure 4: Corner Hall, Hemel Hempstead**



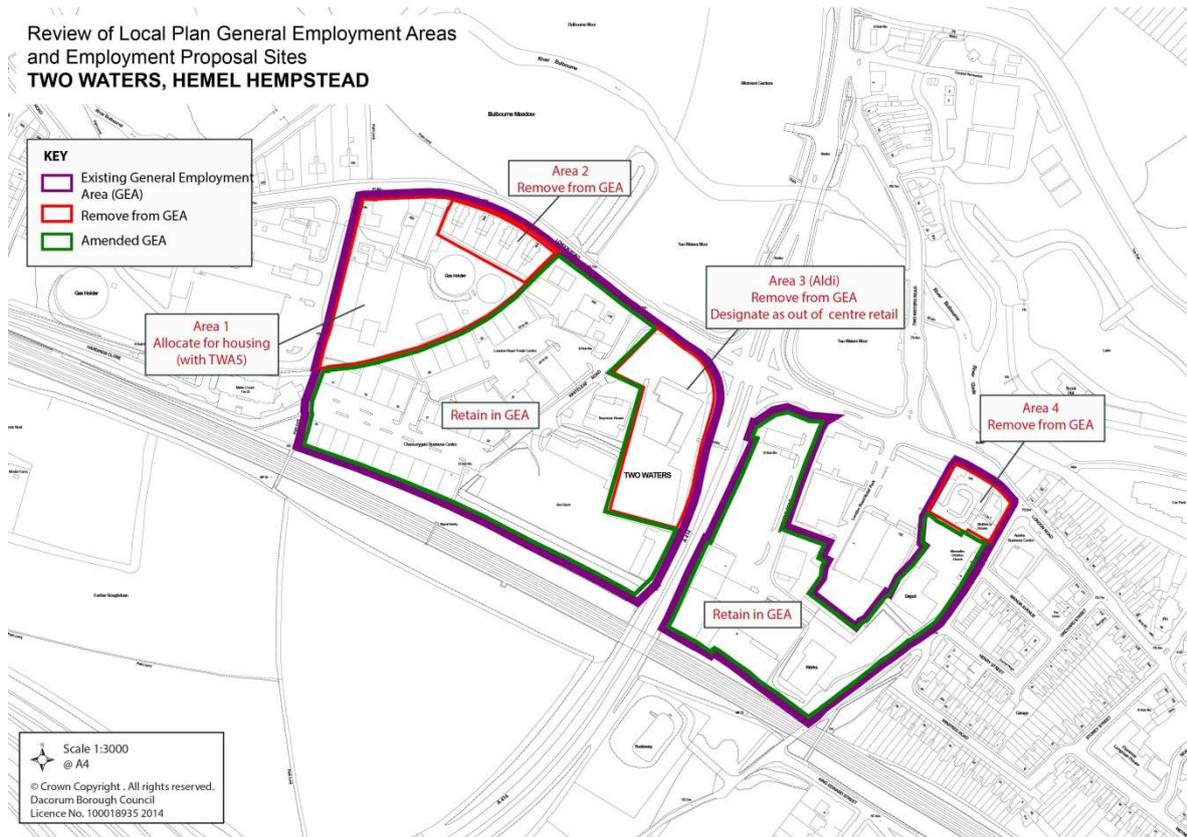
**Figure 5: Frogmore, Hemel Hempstead**



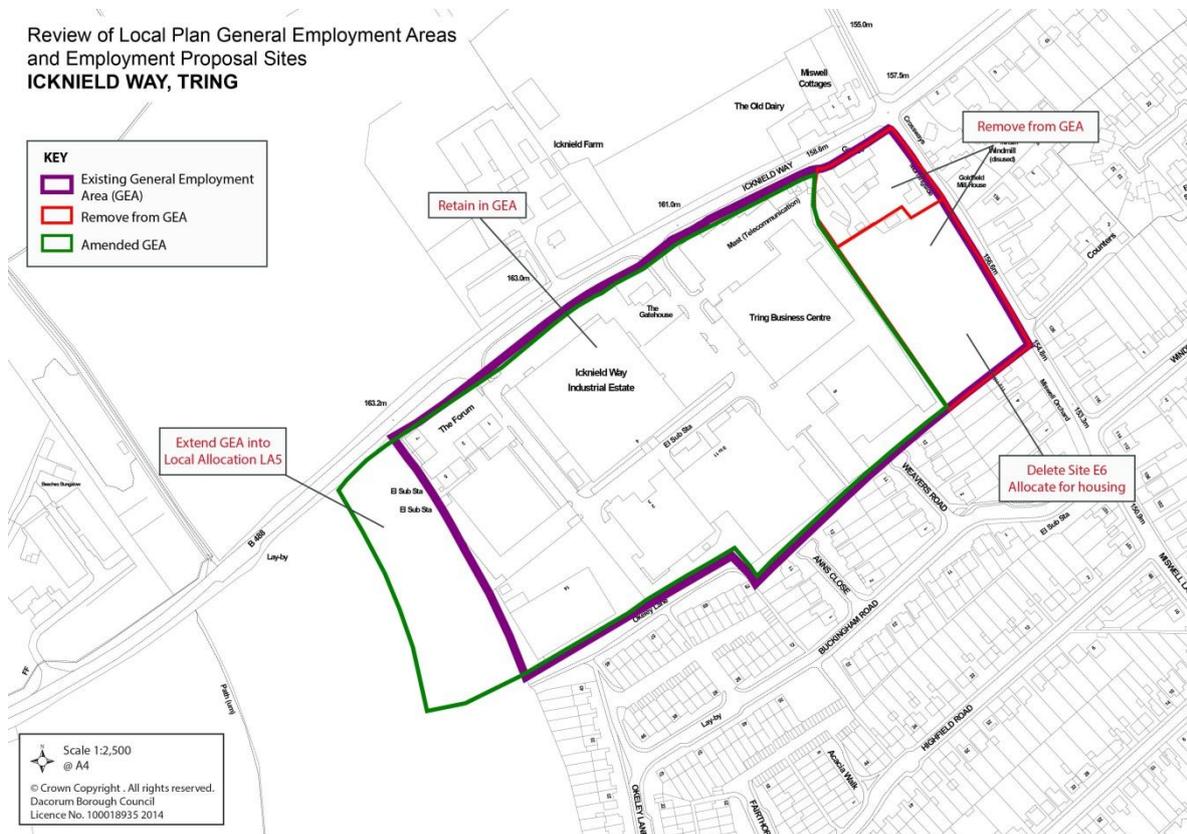
**Figure 6: Nash Mills, Hemel Hempstead**



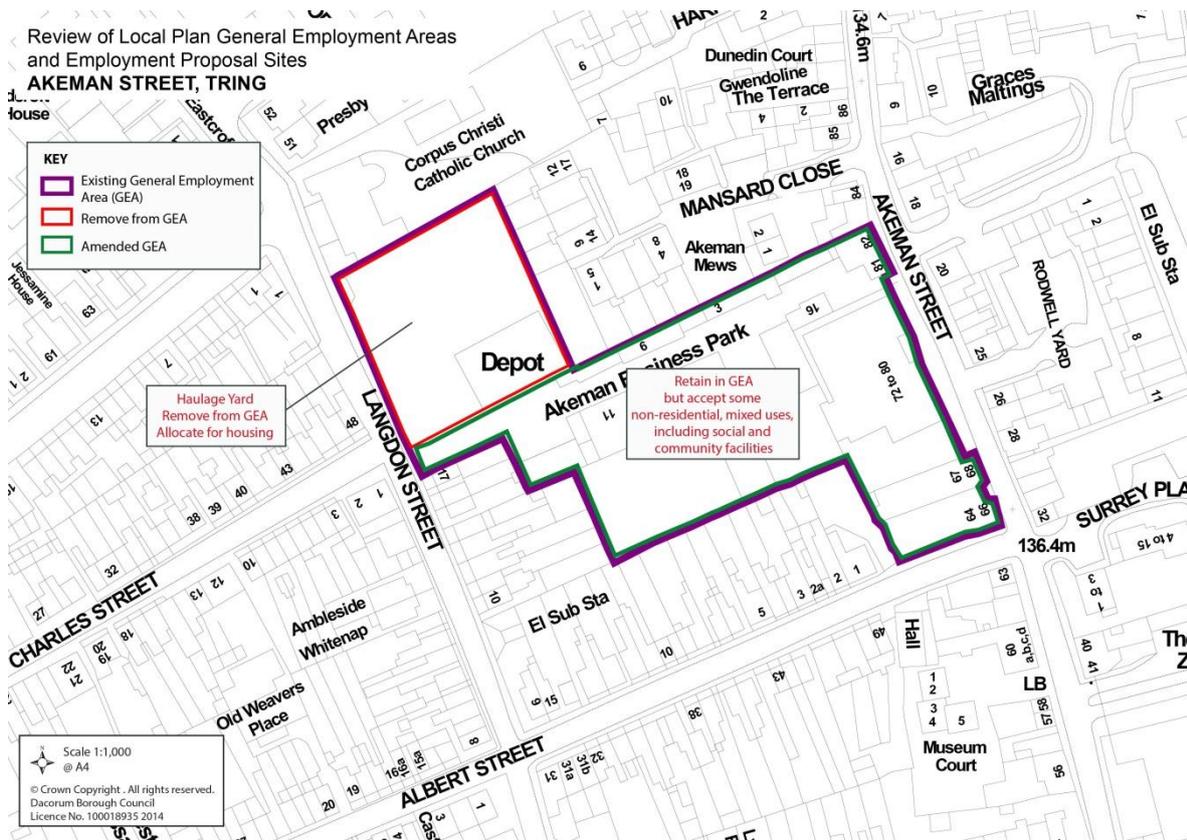
**Figure 7: Two Waters, Hemel Hempstead**



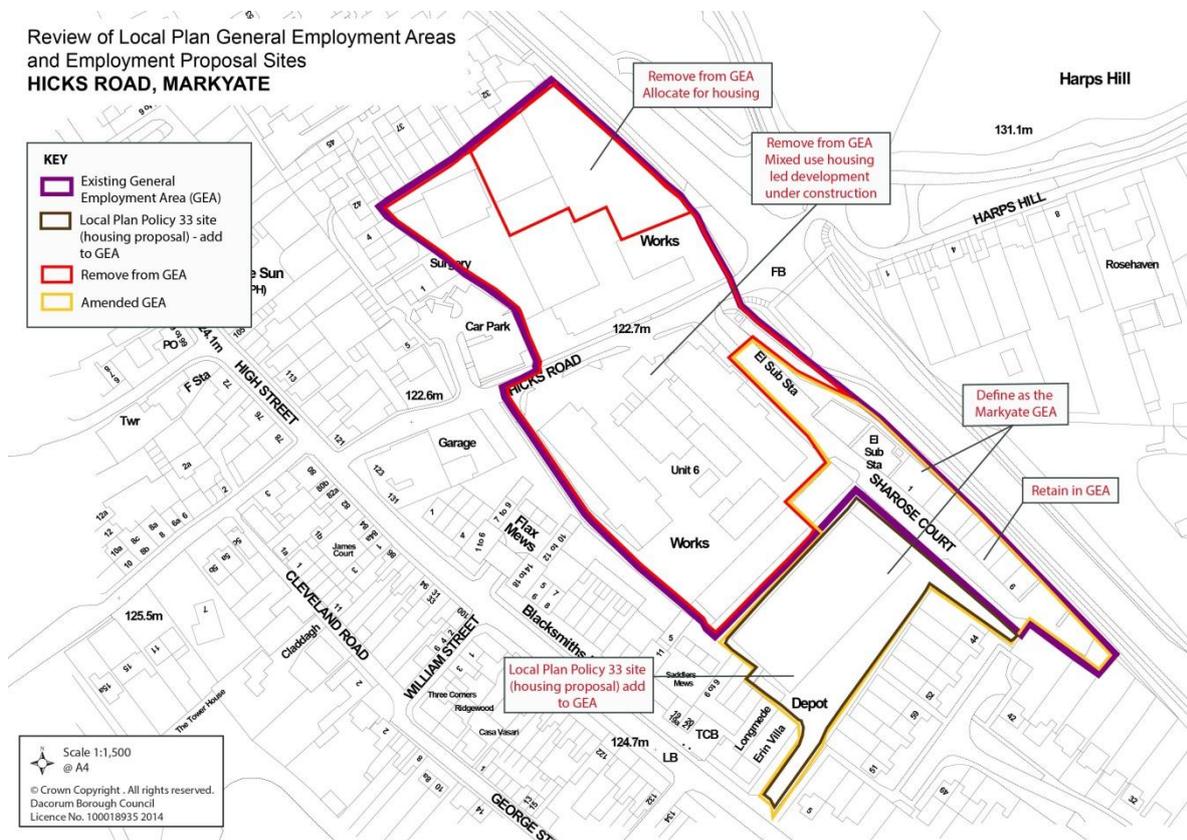
**Figure 8: Icknield Way, Tring**



**Figure 9: Akeman Street, Tring**

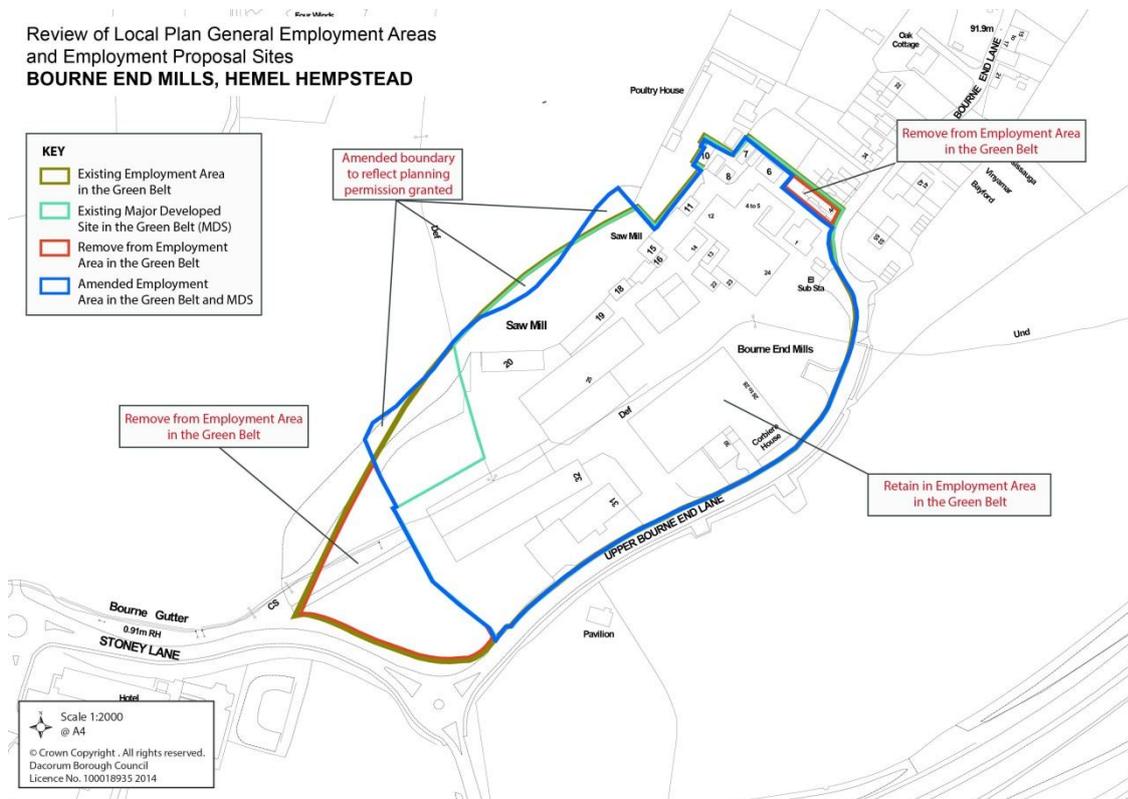


**Figure 10: Hicks Road, Markyate**

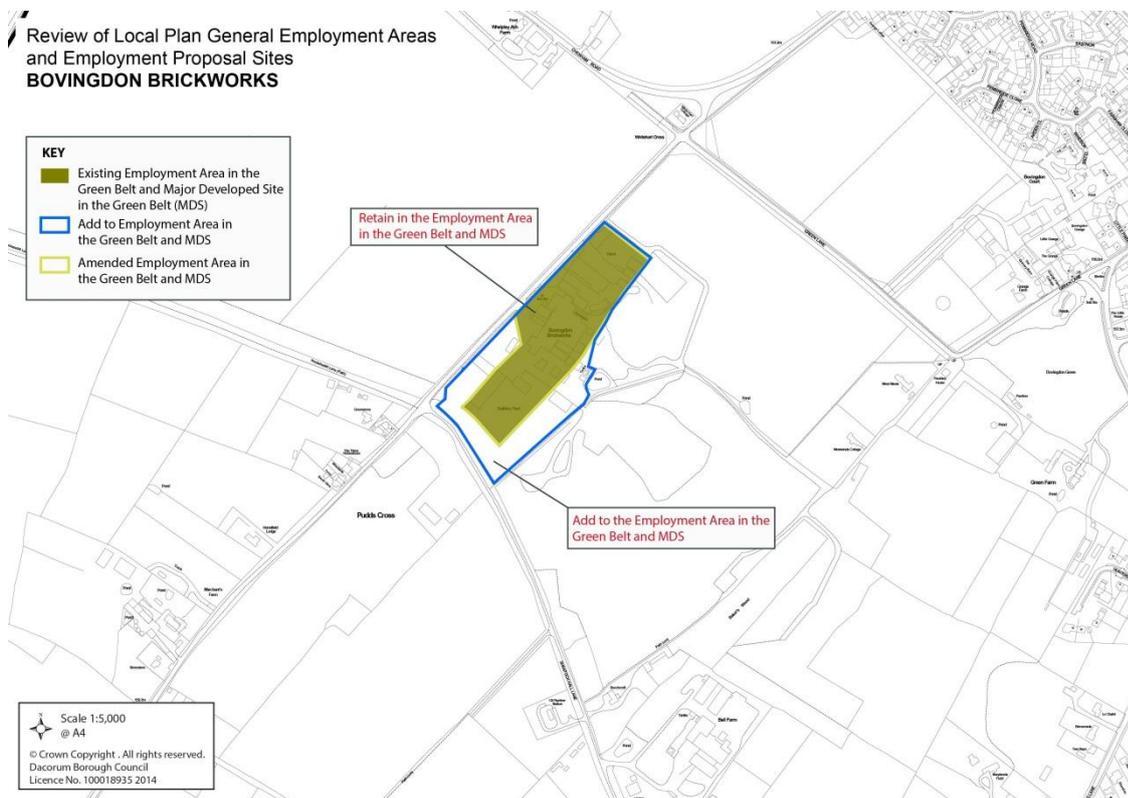


# Employment Areas in the Green Belt

## Figure 11: Bourne End Mills, Hemel Hempstead



## Figure 12: Bovington Brickworks



# Employment Proposal Site

## Figure 13: E1 Extension of Icknield Way Industrial Estate, Tring



### APPENDIX 3: Dacorum Employment Land Supply on Major Sites (September 2014)

The schedule below provides information on sites where there is potential for gains or losses of over 1,000 m<sup>2</sup> of B-class floorspace from 31 March 2014 (which reflects the fact that the current Employment Land Position Statement uses this base date).

The information on some of the sites within the Maylands Business Park shows floorspace assumptions for two scenarios, to reflect the uncertainty over whether these sites will be developed mainly for industrial/warehousing floorspace or offices:

- Scenario 1: high industrial/warehousing growth
- Scenario 2: high offices growth

	Site area (ha.)	Permission ref. (lapse date)	Floorspace change m <sup>2</sup> from 31.03.14		Comments
			B1(a) & (b)	B1(c), B2, B8	
<b>Hemel Hempstead</b>					
<b>1. Maylands Business Park</b>					
Units E & F, Maylands Wood Estate, Maylands Avenue (The 'Vision' site)	1.19	4/00738/10  (07/15)		6,806	Cleared site.  Construction of two buildings for B1(c), B2 and B8 use permitted.  Not started and no indication that construction will start soon. Owned by Segro.
Golden West Foods Ltd, Boundary Way	2.82	4/01148/12		1,000	Cleared site, following Buncefield explosion.  Redevelopment for mixed industrial use: three options

					<p>permitted under 4/01148/12 (12,685, 13,443 and 13,928 m<sup>2</sup>). Employment Land Position Statement No.38 shows a gain of 14,000m<sup>2</sup>. This permission is unlikely to be implemented.</p> <p>Site recently purchased by Murphy developers, who are want to use the site for open storage. This would mean that the floorspace would be very low (assume 1,000 m<sup>2</sup>). It is uncertain whether this will necessitate a fresh application or whether it can be handled via reserved matters.</p>
Shroff (UK) Ltd., 47 Maylands Avenue	0.59	4/01314/11 (10/14)  4/01972/13 (06/17)	829	1,250	<p>Cleared site.</p> <p>Redevelopment for mixed B1 (3,446 m<sup>2</sup>), with ancillary B8 accommodation permitted (4/01314/11). This permission is unlikely to be implemented.</p> <p>Revised application (4/01972/13) permitted June 2014, for B1 (829 m<sup>2</sup>), B8 (1,250 m<sup>2</sup>) and A3/A5 (KFC). The floorspace figures in columns 4 and 5 reflect this permission.</p>
Adj. Technologies House, Wood Lane End (Henkel)	0.57	4/00078/12	3,779		Demolition of industrial building and construction of 3 storey offices permitted. Under construction (industrial building demolished).
Desoutter Building, Macted Corner, Eaton Road	0.78	4/00305/12		-8,324 7,816	Change of use B8 to B2 permitted (involves some demolition).
Between Hemel One and Pentagon Park (Plot A),	0.80	4/01310/11	880		Cleared site. A B8 unit (3,366 m <sup>2</sup> ) has been permitted (4/01310/11), but this permission is unlikely to be implemented.

Boundary Way					An application (4/02047/14/MFA) has been submitted, which proposes a phased development. Phase 1 involves a private health clinic (1,812 m <sup>2</sup> ), which would provide about 50 jobs, including around 30 ancillary office jobs. The firm intends to open clinics elsewhere in the future. If so, the Hemel site will be the HQ and phase 2 will be implemented, comprising offices (880 m <sup>2</sup> ). Whilst the application has not been determined, the floorspace figures in columns 4 and 5 assume that the clinic and offices are built.
Viking House, Swallowdale Lane	0.82	4/01077/ 13 4/01332/ 13	-1,902		Conversion offices to housing with extension permitted. Not started.
The Campus, 150 Maylands Avenue (Gyron)	3.78	4/01399/ 13	9,093	23,358	Mixed use development permitted for Gyron, including HQ offices and data storage facility. The previous offices have been demolished and construction of the Gyron scheme has commenced.
Former Catherine House, Boundary Way	0.44	4/00031/ 13	1,495	462	Vacant site. Permission granted for industrial building (Use Class B1, B2 and B8).
Heart of Maylands, Sites 1 and 2 (SE area)  See Heart of Maylands Development Brief (October 2010):	4.0	4/00676/ 14/MFA 4/00689/ 14/OUT 4/00699/ 14/DEM	Scenario 1: -4,044 (Sites 1 & 2a)  Scenario 2: as scenario	Scenarios 1 & 2:  -7,593 (Sites 2b & 2c)  -5,400	Existing uses: car sales (Site 1 in Heart of Maylands Development Brief), offices (Site 2a) and industrial/warehousing (Sites 2b-2d). Floorspace to be lost = approx. 4,000 m <sup>2</sup> offices, 13,000 m <sup>2</sup> industrial/warehousing).  Two applications submitted: - Phase A (Sites 1 and 2a): 4/00676/14/MFA - mixed Class-A uses; housing; church. Retail units may include some B1(a)

<a href="http://www.dacorum.gov.uk/docs/default-source/regeneration/heart-of-maylands-development-brief.pdf?Status=Master&amp;sfvrsn=0">http://www.dacorum.gov.uk/docs/default-source/regeneration/heart-of-maylands-development-brief.pdf?Status=Master&amp;sfvrsn=0</a>			1 +1,654	(Site 2d)	<p>use (units 1 &amp; 2 are most suitable for offices: 174 m<sup>2</sup>).</p> <p>- Phase B (Sites 2b &amp; 2c): 4/00689/14/OUT- housing. One building (1,480 m<sup>2</sup>) is proposed for either flats or offices subject to demand.</p> <p>Housing likely in longer term on Site 2d.</p> <p>Phase A owned by Hightown, Praetorian and Churches Housing Association.</p> <p>Phase B owned by CBRE (different pension funds).</p>
<p>Heart of Maylands, Site 3 (NW area)</p> <p>See Heart of Maylands Development Brief</p>	1.0	4/01319/14/FUL (8/17)	900	-2,900	<p>Southern part of site (Wood House). Site purchased by DBC for affordable housing. Ground floor will be for commercial use (c. 900 m<sup>2</sup>), probably offices, possibly A-class uses. Existing warehouse (2,900 m<sup>2</sup>) demolished since 31.03.14.</p> <p>Northern part of site (Knoll House). Purchased by DCC Foods. Change of use from B1 to mixed class B1 (light industrial, research and development and ancillary offices) to B8 permitted August 2014 (4/01319/14/FUL).</p>
<p>Heart of Maylands, Sites 4 and 6 (SW area)</p> <p>See Heart of Maylands Development Brief</p>	1.1		-75 600 (Site 4)	-930 (Site 4)	<p>The site is in multiple ownerships (including DBC), mostly freehold, but some leased out. Site 4 is used for mixed A and B- class uses, motor trade uses and a public car park. Site 6 is in B-class uses.</p> <p>DBC has applied for funding from the Hertfordshire Local Enterprise Partnership to bring Site 4 into single ownership. DBC can then put in a planning application and sell to a developer, or just sell the land to a developer. Funding may</p>

					<p>not be received until 2017/18 and acquisition may involve compulsory purchase action.</p> <p>The Site 4 redevelopment scheme is likely to involve ground floor offices (assume 600 m<sup>2</sup>) and housing above.</p> <p>The Heart of Maylands Development Brief does not contain any proposals for Site 6 and it is uncertain whether redevelopment will be proposed.</p>
<p>Heart of Maylands, Site 5 (Wood Lane End)</p> <p>See Heart of Maylands Development Brief</p>	0.15				<p>Currently in A2 use (banks).</p> <p>The Heart of Maylands Development Brief does not contain any proposals for this site and relocation of the banks appears unlikely to be viable.</p>
<p>Breakspear House, Maylands Avenue (Kier Park)</p> <p>Maylands Gateway, Site 1: see Maylands Gateway Development Brief (Revised May 2013):</p> <p><a href="http://www.dacorum.gov.uk/docs/default-source/default-">http://www.dacorum.gov.uk/docs/default-source/default-</a></p>	1.55	4/02124/08	<p>Scenario 1: nil</p> <p>Scenario 2: 10,000</p>	<p>Scenario 1: 4,000</p> <p>Scenario 2: nil</p>	<p>Phase 1: warehousing demolished and hotel (Travelodge) and A3/A5 uses completed; offices (0.4 ha.) unlikely to be implemented.</p> <p>Phase 2 (0.5 ha.) cleared site. No development proposals.</p> <p>Future uses on all the undeveloped land (0.9 ha.) – probably industrial / warehousing (assume 4,000 m<sup>2</sup>) or offices (assume 10,000 m<sup>2</sup>).</p>

<a href="#">document-library/maylands-development-brief.pdf?sfvrsn=0</a>					
<p>Peoplebuilding Site, Maylands Avenue</p> <p>Maylands Gateway, Site 2: see Maylands Gateway Development Brief</p>	6.5	<p>4/00851/01 (can't lapse/)</p> <p>4/00806/09 (lapsed)</p>	<p>Scenario 1: nil</p> <p>Scenario 2: 40,640</p>	<p>Scenario 1: 26,000</p> <p>Scenario 2: nil</p>	<p>The Peoplebuilding scheme proposed 5 office buildings (50,800 m<sup>2</sup>). The Lucas building has been demolished. One office building (10,160 m<sup>2</sup> has been completed under 4/00851/01; other office buildings (40,640m<sup>2</sup>) not started.</p> <p>Aviva (landowners) want more flexibility over land uses in line with the revised Maylands Gateway Development Brief – likely to propose retail development, but such use is contrary to policy.</p> <p>The most likely type of development on the Peoplebuilding site is high quality B8, but there could be some offices. A B8 development might involve about 26,000 m<sup>2</sup> floorspace (assuming 40% plot ratio).</p>
<p>Former Lucas and Kodak sports grounds / caravan park (HCA site)</p> <p>Maylands Gateway Site 3: see Maylands Gateway Development Brief</p>	13.0		<p>Scenario 1: nil</p> <p>Scenario 2: 100,000</p>	<p>Scenario 1: 50,000</p> <p>Scenario 2: nil</p>	<p>Planning application 4/00053/13/FUL for up to 101 homes at Buncefield Lane / Wood Lane End has not been determined and is unlikely to proceed.</p> <p>Access from Boundary Way likely. DBC has applied for £2.1m funding from the Hertfordshire Local Enterprise Partnership for junction improvements on Boundary Way. The site is in the Homes and Communities Agency's budget for marketing in 2014-2015. However, it will not be marketed until access arrangements are confirmed and DBC has given a steer on what land uses the Council will accept. B8 use (assume 50,000m<sup>2</sup>) seems most likely, but other uses</p>

					including offices (assume 100,000m <sup>2</sup> ) are also possible.
Breakspeare Way/ Green Lane/ Boundary Way (DBC site)  Maylands Gateway Site 4: see Maylands Gateway Development Brief	9.7		38,500	15,000	This site comprises three parcels of land:  1. Breakspeare Way / Buncefield Lane (1.6 ha.): A company has agreed heads of terms to purchase this greenfield site for their new HQ offices, but sale is not certain. They want about 5,500-8,000 m <sup>2</sup> floorspace, probably towards bottom of the range (assume 6,000 m <sup>2</sup> ).  2. Breakspeare Way / Green Lane (3.2 ha.): a company has agreed heads of terms to purchase this greenfield site for their new HQ offices, but sale is not certain. They are doing feasibility work on a scheme for 450,000 sq. ft. (2,000 jobs) and 2,000 parking spaces (decked). This would mean a very intensive development, so assume 32,500 m <sup>2</sup> .  3. Caravan storage site, Boundary Way (4.9 ha.): The existing use provides the Council with an income. Most of the site is within the Buncefield Inner Zone, which means that workplaces should provide for less than 100 occupants in each building. Therefore, the site is likely to be developed for B8 buildings or open storage. Assume 15,000 m <sup>2</sup> B8 floorspace.
Maylands Business Park: Scenario 1 totals			53,859	110,545	
Maylands Business Park: Scenario 2 totals			206,153	30,545	

<b>2. Rest of Hemel Hempstead</b>					
Former Express Dairy, Riversend Road	0.32	4/00610/11		9,703	Demolition of disused dairy depot and construction of six storey self-storage building approved under 4/02831/07/MFA. Lawful Development Certificate granted (4/00610/11) as development commenced and conditions discharged. However, no sign of any construction activity on site.
1-5 Waterhouse Street		4/02331/13/OPA	-2,000		The Council has decided that the prior submission of details for change of use offices to residential (30 flats) is not required.
Swan Court, Waterhouse Street		4/00547/14/OPA (05/16)	-3,900		The Council has decided (may 2014) that the prior submission of details for change of use offices to residential (65 flats) is not required. Assume 3,900 m <sup>2</sup> office floorspace to be lost.
Corner Hall		4/01306/13/OPA	-4,547		The Council has decided that the prior submission of details for change of use offices to residential (70 flats) is not required.
Stephyns Chambers, Marlowes		4/1082/13/OPA	-1,046		The Council has decided that the prior submission of details for change of use offices to residential (29 flats) is not required. Construction has started.
Former Royal Mail Sorting Office, Paradise Industrial Estate, Park Lane	1.38	4/01450/12		7,011	Permission granted for mixed use redevelopment comprising 86 dwellings and a self-storage facility.

Frogmore Road	3.0			-12,000	<p>Forms the majority of the Frogmore General Employment Area (GEA).</p> <p>SW Hertfordshire Employment Land Update (Roger Tym &amp; Partners, 2010) recommended the use of this employment site for other uses.</p> <p>Recommended as a housing allocation in the Site Allocations DPD. Estimated loss of industrial/warehousing floorspace is 12,000 m<sup>2</sup>, given site area of 3 hectares and assuming a 40% plot ratio.</p>
Paradise General Employment Area			5,000	-5,000	<p>Designated as a GEA in the Local Plan.</p> <p>Recommended as a mixed use proposal in the Site Allocations DPD, with B1 led business use and housing. It is uncertain how much (if any) loss of employment floorspace will occur. Likely to be some loss of industrial/warehousing floorspace, but may be some higher density new office development. Assume loss of 5,000 m<sup>2</sup> industrial/warehousing and gain of 5,000 m<sup>2</sup> offices.</p>
Ebberns Road				-6,000	<p>Proposed for housing in Local Plan (Policy 33) and the Ebberns Road Development Brief for housing development. Partly implemented. The land still in industrial use is recommended as a housing allocation in the Site Allocations DPD. Application 4/00931/13/MFA (not yet determined) proposes housing on part of this land and would mean the loss of 2,900 m<sup>2</sup> B2 floorspace. Assume a total loss of 6,000 m<sup>2</sup> on the whole area.</p>

Civic Centre			-3,000		Demolition of Civic Centre and replacement by Public Service Quarter. Assume net loss of 3,000 m <sup>2</sup> offices.
Marlowes Business Centre, Marlowes			-4,000		Currently in office use. Owned by DBC. No longer required for the Civic Centre decant, following Morrison's withdrawal from the Civic Centre redevelopment scheme. Conversion to housing likely to be pursued. Assume loss of 4,000 m <sup>2</sup> offices.
Hempstead House, Seldon Hill		4/01218/14/OPA (05/16)	-2,340		The Council has decided (July 2014) that the prior submission of details for change of use offices to residential (39 flats) is not required. The development must be completed by 30.05.16. Assume 2,340 m <sup>2</sup> office floorspace to be lost.
Symbio House, Whiteleaf Road	0.18	4/01044/14/OPA (05/16)	-1,640		The Council decided (July 2014) that prior approval was required and was granted for change of use offices (1,640 m <sup>2</sup> ) to residential (17 flats). The development must be completed by 30.05.16.  A further application 94/02320/14/OUT) has been submitted to redevelop the site for a mixed use scheme including 208 flats and 859 m <sup>2</sup> offices.
Rest of Hemel Hempstead: totals			-17,473	-6,286	
Hemel Hempstead: Scenario 1 totals			36,386	104,259	
Hemel Hempstead: Scenario 2 totals			188,680	24,259	

<b>Berkhamsted</b>					
Gossoms End / Billet Lane	0.6	4/01317/14		-1,100	<p>Located within the Billet Lane GEA. Recommended as an out of centre retail and housing allocation in the Site Allocations DPD. Assume loss of 1,100 m<sup>2</sup> industrial/warehousing floorspace.</p> <p>The Council resolved (September 2014) to grant planning permission (4/01317/14) for a foodstore (class A) with residential development (30 units).</p>
Former Durrants Furniture, Billet Lane	0.37	4/01244/13		-1,120	Permission granted for part demolition (loss of 1,120 m <sup>2</sup> ) and sub-division, with creation of smaller B1/B2/B8 units.
Berkhamsted: totals			-	-2,220	
<b>Tring</b>					
Western Road				-2,500	Proposed for housing in Local Plan (Policy 33) and the Western Road Concept Statement (2006). Site area = 0.6 ha. A small part has been implemented. Assume 2,500 m <sup>2</sup> industrial/warehousing floorspace still to be lost.
Icknield Way	0.6			3,000	The Core Strategy (chapter 22) proposes the extension of the Icknield Way GEA into the Local Allocation LA5 site (west of Tring). An extension of 0.75 hectares is recommended in the Site Allocations DPD.
Akeman Street	0.8			-1,000	<p>Designated as a GEA in the Local Plan.</p> <p>SW Hertfordshire Employment Land Update (Roger Tym &amp;</p>

					<p>Partners, 2010) suggested the use of this employment site for other uses (with a loss of 3,200 m<sup>2</sup> industrial/warehousing floorspace).</p> <p>The Langdon Street haulage yard is recommended as a housing allocation in the Site Allocations DPD. It is proposed to retain rest of GEA, but accept a range of non-residential mixed uses including social and community facilities, to reflect the Core Strategy.</p> <p>Assume a total loss of 1,000 m<sup>2</sup> industrial/warehousing floorspace.</p>
Tring: totals			-	-500	
<b>Kings Langley</b>					
Sunderlands Yard					<p>SW Hertfordshire Employment Land Update (Roger Tym &amp; Partners, 2010) suggested the use of this employment site for other uses (with a loss of 5,560 m<sup>2</sup> industrial/warehousing floorspace).</p> <p>It is not proposed to allocate the site for housing in the Site Allocations DPD, as this is a useful employment site. However, the site will be kept in the residential area, so housing will remain acceptable in principle.</p>
Kings Langley: totals			-	-	
<b>Markyate</b>					
Hicks Road		4/01173/		+1,480	Mixed use redevelopment of most of site (1.9 ha.) for housing

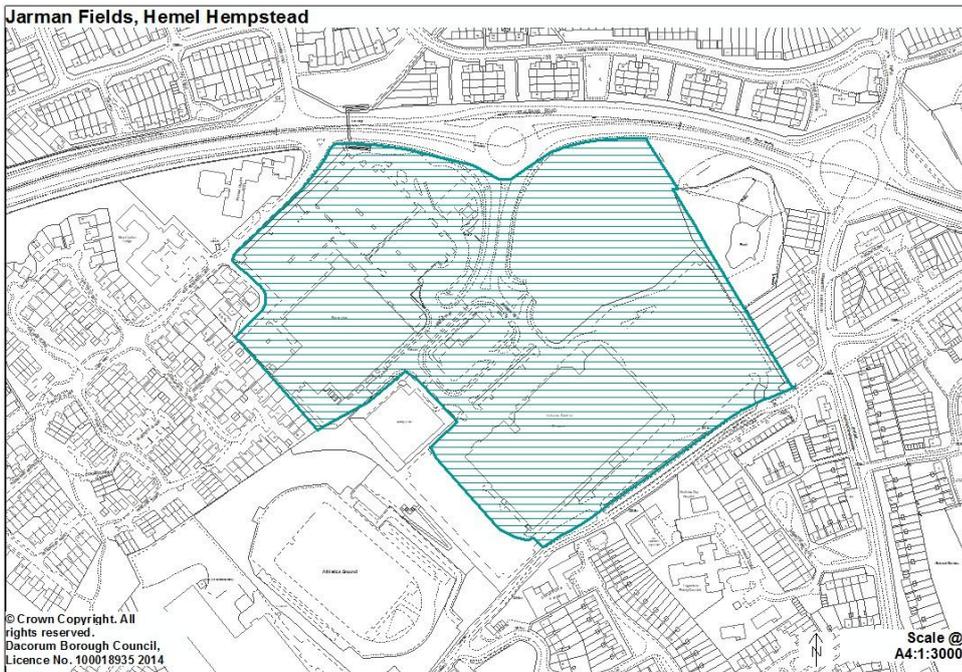
		11		-1,100 (north part)	and other uses is under construction, reflecting Hicks Road Masterplan (updated June 2012) and Core Strategy's proposals for Strategic Site SS2. Most of the original employment buildings have been demolished, but Sharose Court has been retained and extended for employment use.  This permission (4/01173/11/MFA) excludes part of the land north of Hicks Road. Assume 1,100 m <sup>2</sup> industrial/warehousing floorspace to be lost on this part of the site.
Markyate: totals				380	
<b>Rest of Dacorum</b>					
A5 Furniture Warehouse, London Road, Flamstead	0.72	4/02349/08		1,094	Demolition of warehousing and erection of mixed use industrial units permitted.  Under construction, partly completed.
Bourne End Mills	4.38	4/02245/12/VOT		-11,873 + 13,935	Designated as an Employment Area in the Green Belt in the Local Plan.  Redevelopment for B1c, B2, B8 units permitted (floorspace: 15,423 m <sup>2</sup> ) and renewed in 2012 (4/02245/12/VOT). This permission excludes existing Units 28, 30 and 31 fronting Upper Bourne End Lane.  A reserved matters application (4/01988/14) has been submitted. This proposes a single warehouse, with a floorspace of 13,935 m <sup>2</sup> .

New Ground Farm, Aldbury	0.47	4/00110/ 10 (03/15)		1,675	Change of use of farm buildings to B1 use (mix of office, industrial and storage uses) permitted.
Toms Hill Estate, Toms Hill, Aldbury	1.81	4/00637/ 06		-2,645	Conversion and redevelopment for housing permitted.  Occupied by Angel Water and formerly Danone.
Egg Packing Station, Lukes Lane, Gubblecote	1.60	4/01352/ 11	430	-4,056	Demolition of existing buildings, construction of housing and 4 business units permitted.
Rest of Dacorum: totals			430	-1,870	
Dacorum: Scenario 1 totals			36,816	100,049	
Dacorum: Scenario 2 totals			189,110	20,049	

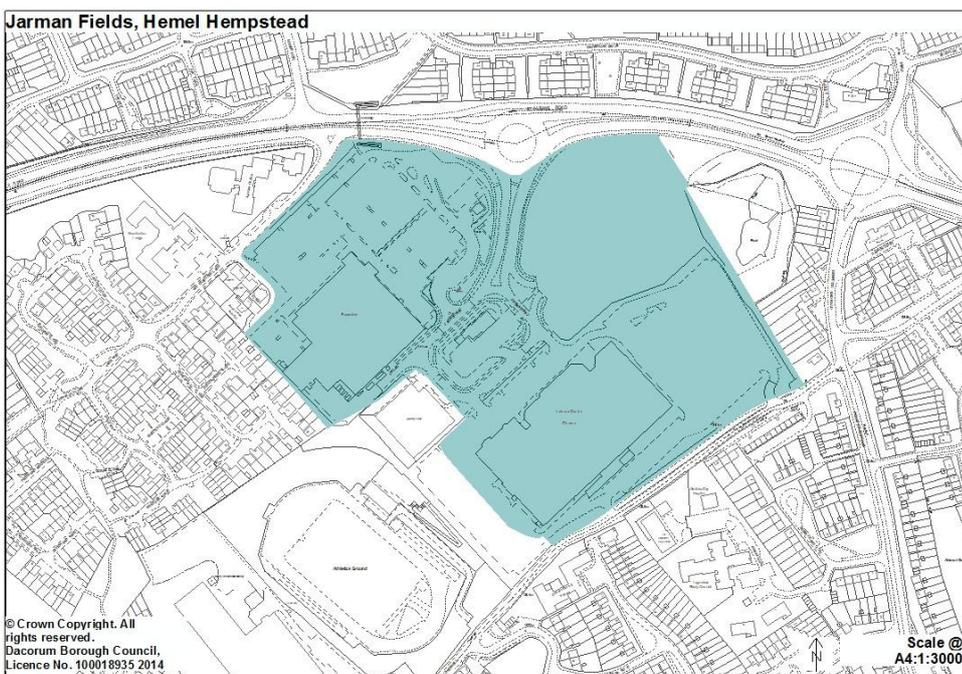
## APPENDIX 4: Proposed Out of Centre Retail Locations

Figure 14: Jarman Fields, St Albans Road, Hemel Hempstead

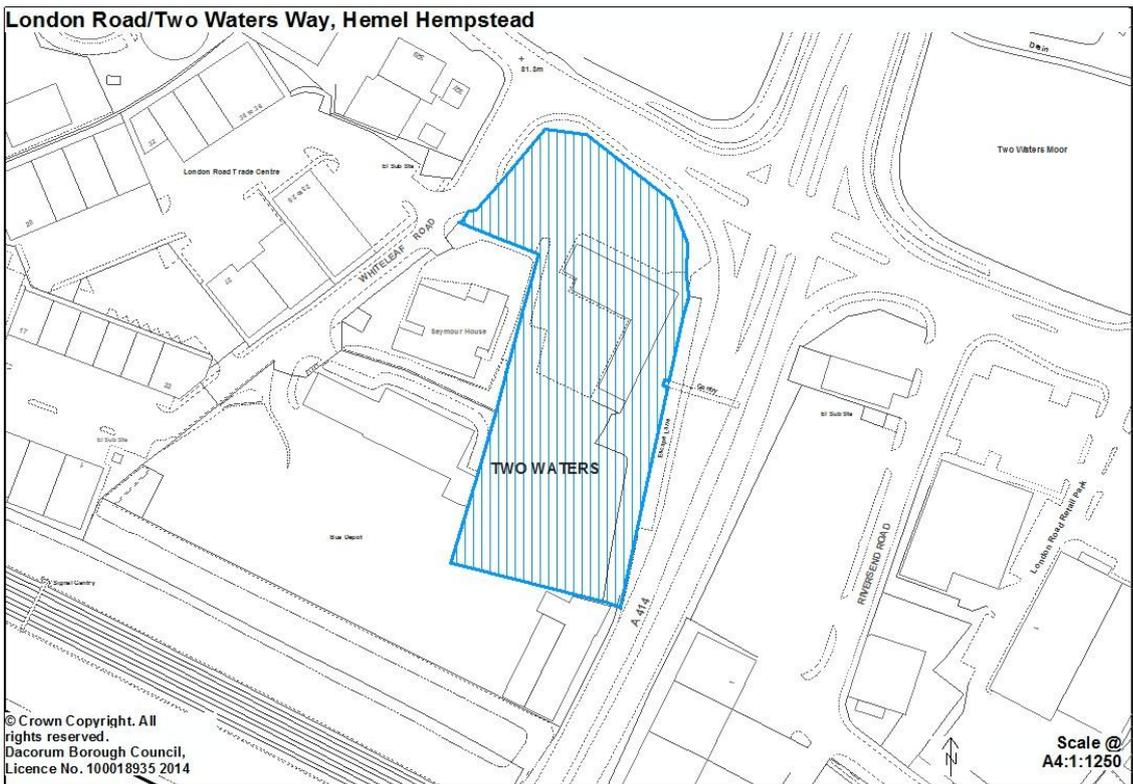
**New Designation:** The proposed “Out of Centre Retail & Leisure Location” applies to the wider Jarman Fields area. It will replace the Local Plan designation for this area as a “Local Centre”.



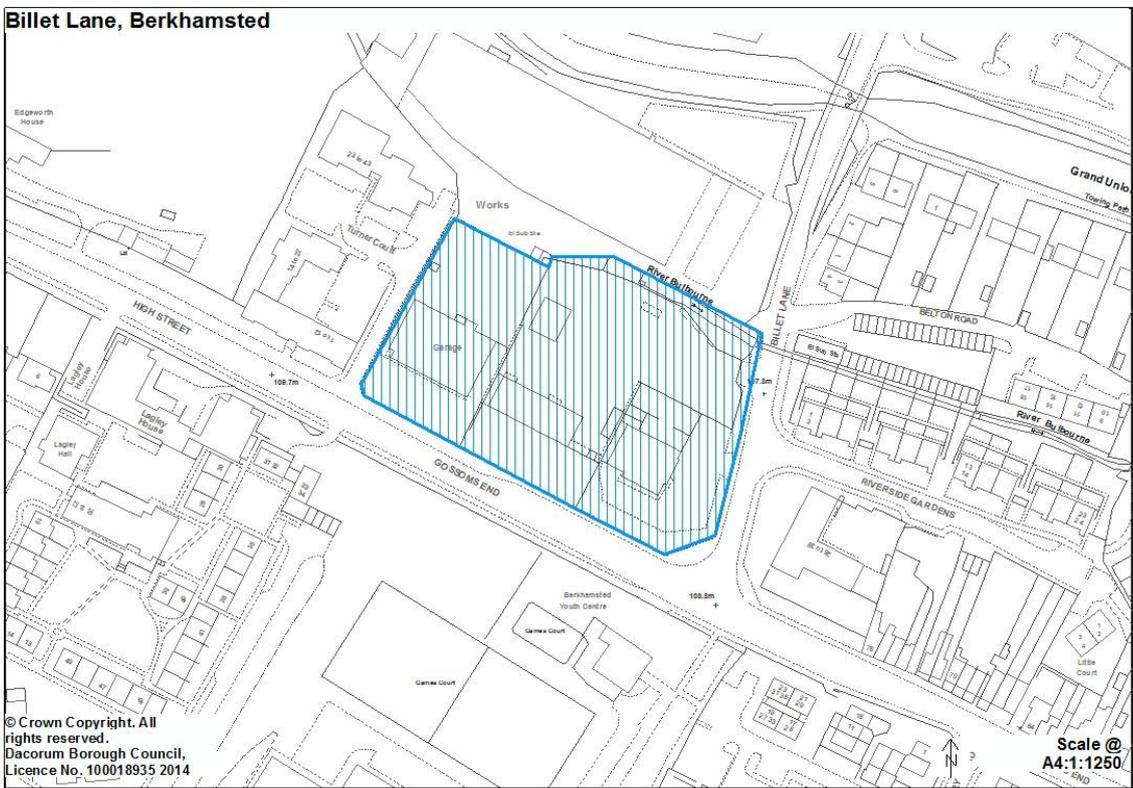
Existing Local Plan designation for Local Centre:



**Figure 15: London Road/Two Waters Way, Hemel Hempstead:**



**Figure 16 Gossoms End/Billet Lane, Berkhamsted**

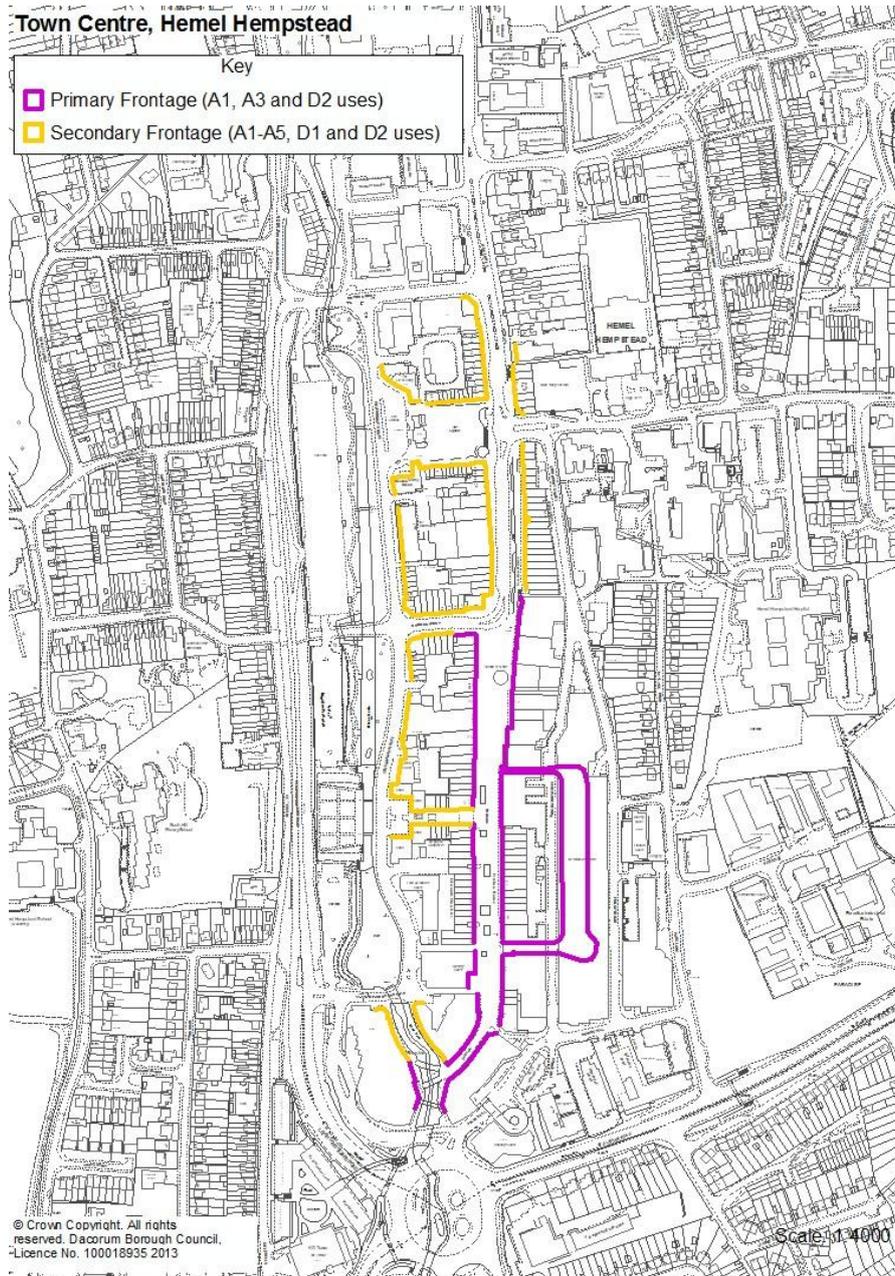


## APPENDIX 5: Retail Frontages

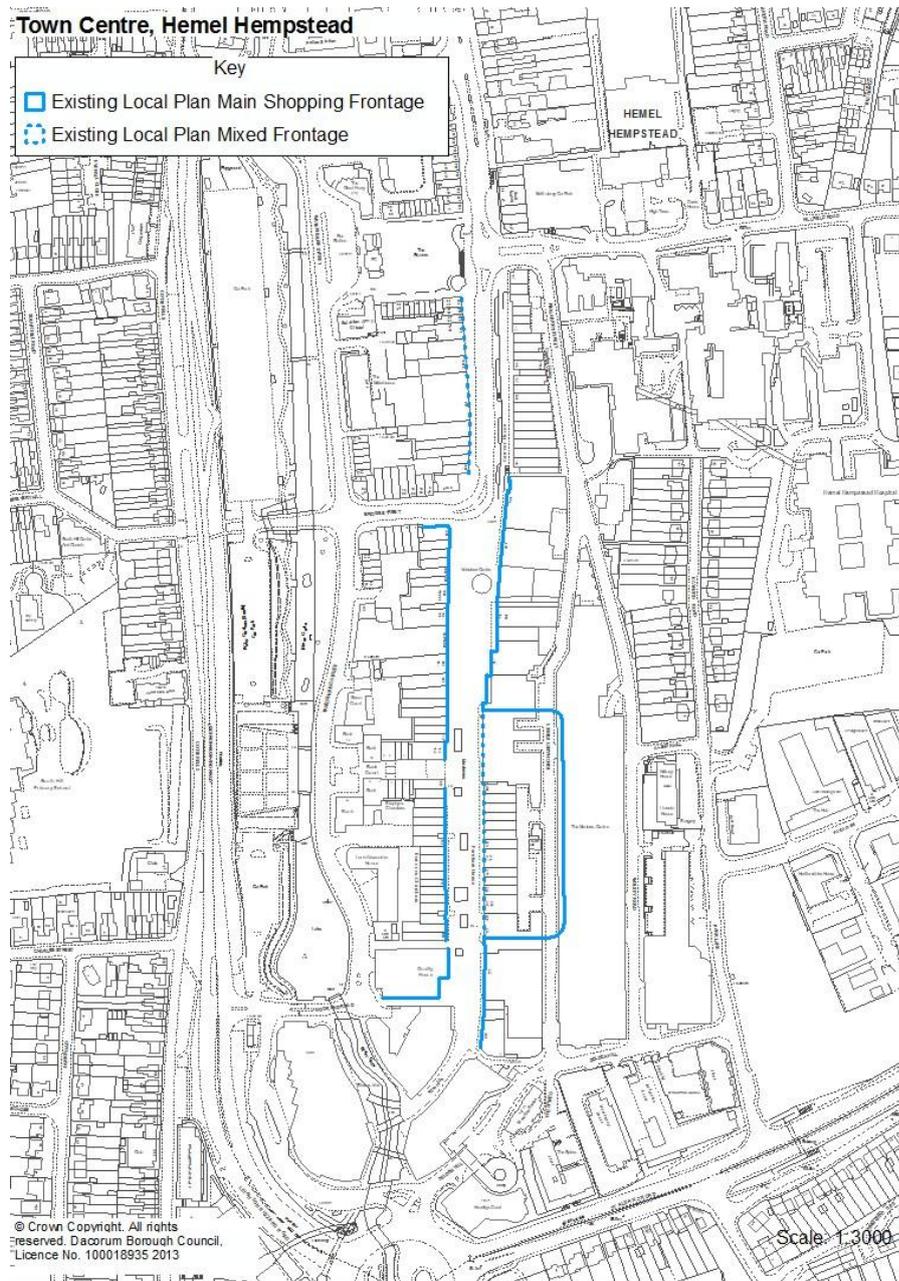
Note: “Primary Frontage” will replace previous Local Plan designation “Main Shopping Frontage”. “Secondary Frontage” will replace previous Local Plan designation “Mixed Frontage”.

**Figure 17: Hemel Hempstead Town Centre**

Proposed Retail Frontage – Hemel Hempstead:

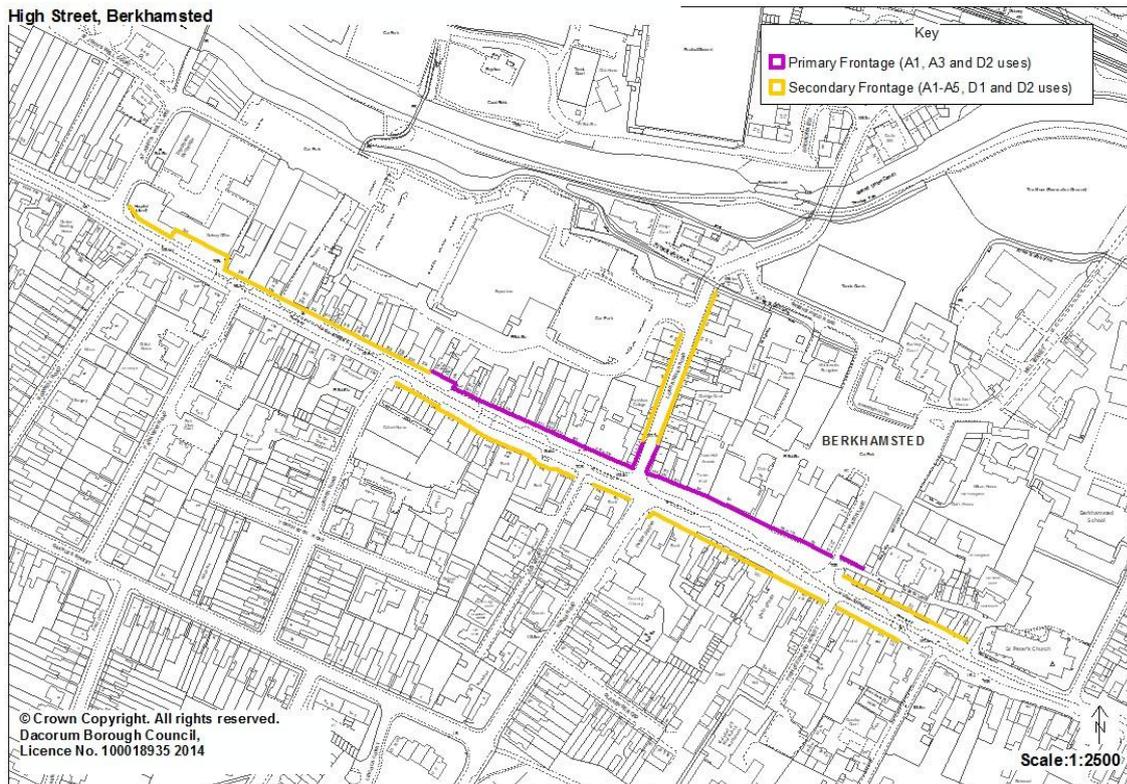


# Existing Retail Frontage – Hemel Hempstead:

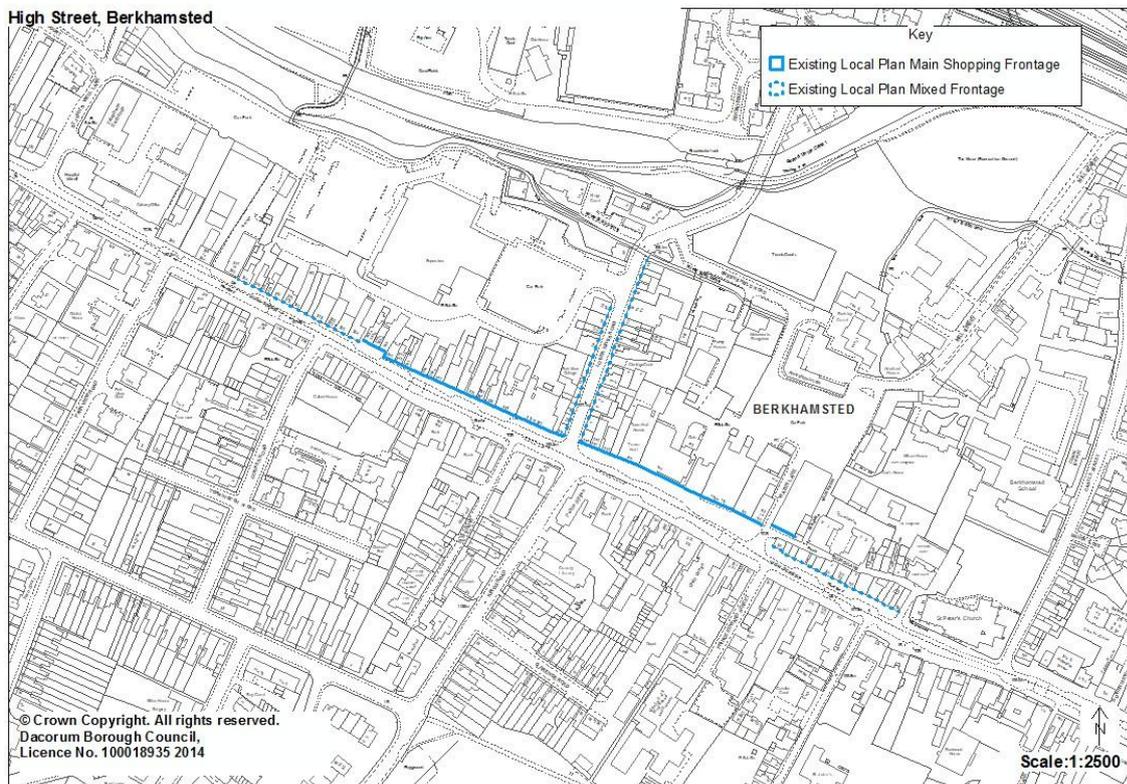


**Figure 18: Berkhamsted Town Centre**

Proposed Retail Frontage – Berkhamsted:

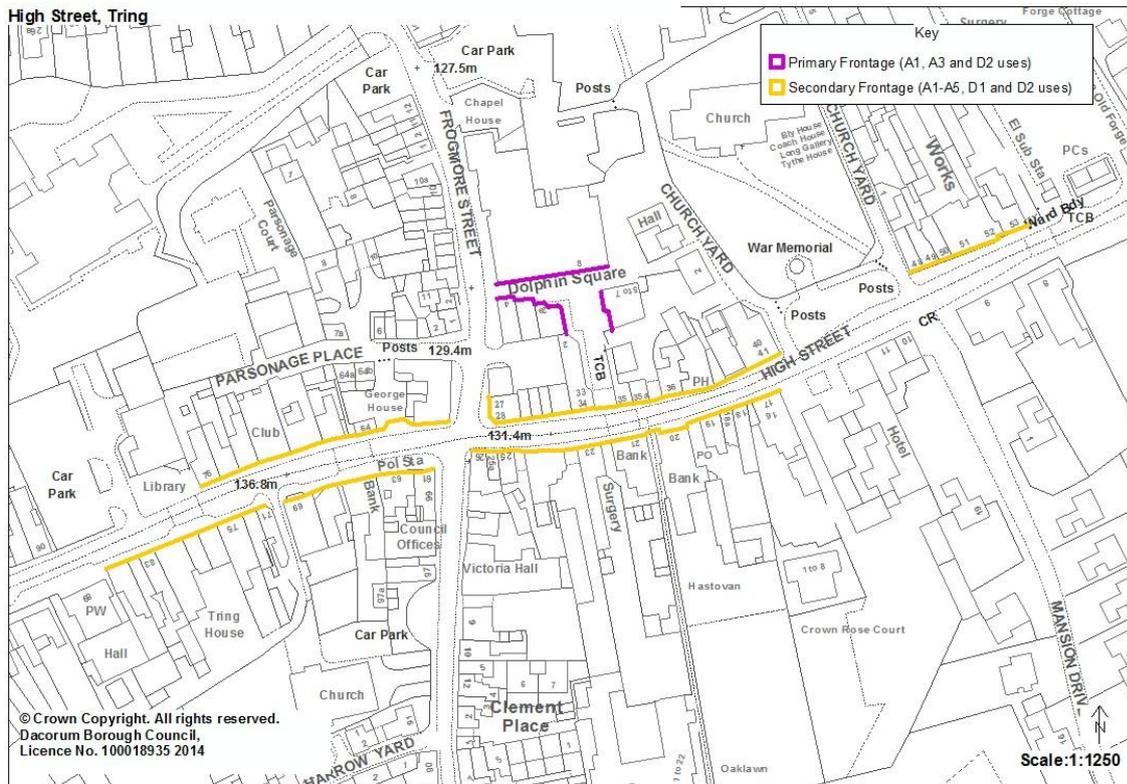


Existing Retail Frontage – Berkhamsted:

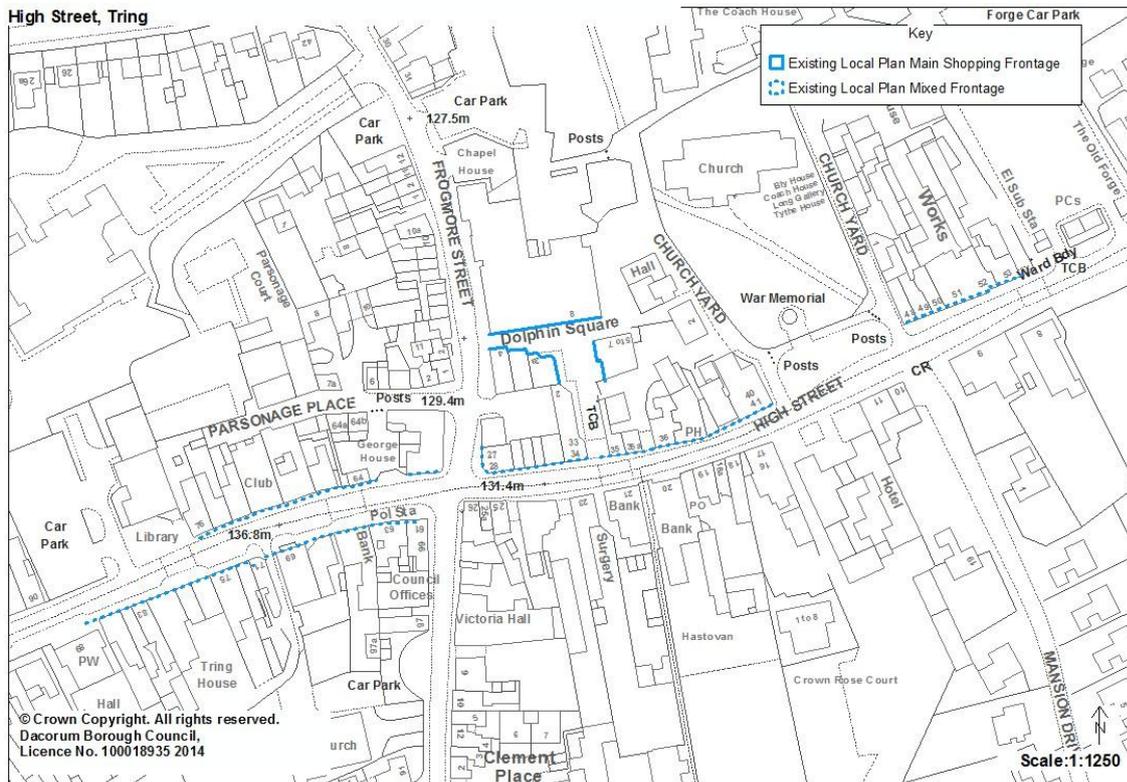


**Figure 19: Tring Town Centre**

**Proposed Retail Frontage – Tring:**



**Existing Retail Frontage – Tring:**



# APPENDIX 6: Shopping Proposal Sites

## Figure 20: Jarman Fields, St Albans Road, Hemel Hempstead



## Figure 21: West Herts College and Civic Zone, Hemel Hempstead



Figure 22: Gossoms End/Billet Lane, Berkhamsted

