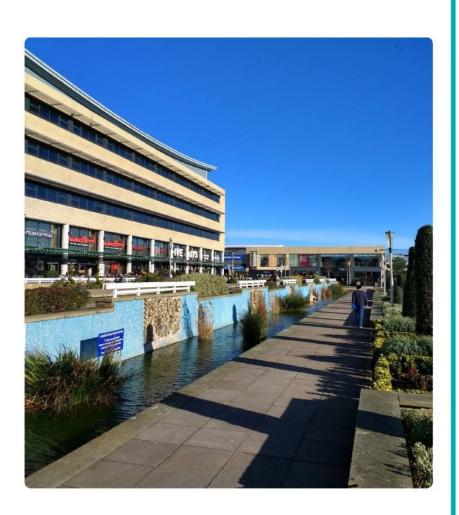
Harlow Retail Frontages Study 2021





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1. Introduction

- 1.1 In order to inform the preparation of planning policies, and reflecting the duty placed on the Council as Local Planning Authority to review the socio-economic and environmental conditions of the district, the Council annually assesses the retail frontages in Harlow. This provides analysis of changes that have occurred in the retail frontages.
- 1.2 The frontages of retail units extend interior uses outwards into the surrounding public space through visual contact. The majority of retail frontages are occupied by shops, but some frontages are occupied by other uses, such as banks, launderettes, travel agents, estate agents and tanning salons.

Monitoring of retail frontages

1.3 The monitoring of retail frontages is important to provide a barometer on the vitality, viability and success of Harlow's retail areas. Such monitoring also allows the identification of trends and the measurement of success of the local planning policies which seek to manage the proportions of uses within the retail frontages.

Town centre

- 1.4 Two types of retail frontage are found in the town centre primary retail frontages and secondary retail frontages.
- 1.5 **Primary** retail frontage represents core retail activity, often identifiable by high levels of pedestrian footfall, higher rents and commercial rates, the presence of national retailers, and a high proportion of shops.
- 1.6 **Secondary** retail frontage is are often characterised by lower rateable values, and the presence of independent and convenience retailers, and diverse and flexible uses (e.g. offices and restaurants as well as shops).
- 1.7 The Town Centre primary and secondary retail frontages are due to be designated in forthcoming Council Planning Policy for the Town Centre. In the meantime, these frontages have been published in a Guidance Note on the Council's website. More information can be found in Chapter 3.

Neighbourhood Centres and Hatches

- 1.8 The Study also considers the frontages of neighbourhood centres and hatches.
- 1.9 Neighbourhood centres and hatches are small, planned retail areas found in Harlow, normally located within/adjacent to residential areas, to serve local residents. They are characterised by lower rateable values, and the

- presence of independent and convenience retailers and diverse and flexible uses (e.g. launderettes, banks and restaurants as well as shops).
- 1.10 Hatches generally consist of between two and 10 units, with neighbourhood centres containing more.
- 1.11 The Harlow Local Development Plan designates neighbourhood centre frontages, but does not designate hatch frontages because these are not required for the purpose of the relevant policy. However, to assist with effective monitoring, this Study will continue to analyse hatches. More information can be found in Chapter 4.

Other areas

1.12 The Retail Frontages Study is not an extensive survey of all retail and non-retail uses in Harlow. There are other areas where units are present but are not identified as being retail frontages. Such areas include the retail parks in the north of the district.

2. National Legislation

Use Classes Order

- 2.1 Uses of land and buildings are categorised into various uses known as 'use classes' which are defined by The Town and Country Planning (Use Classes) Order 1987 (as amended).
- 2.2 With effect from 1 September 2020, the UCO was significantly amended and classes were changed. The uses most commonly found in retail areas are listed below. The former Use Class is given in brackets.

Class E – Commercial, Business and Service

- E(a): display or retail sale of goods, other than hot food [formerly A1]
 - Examples include shops, hairdressers, pet shops, sandwich bars and retail warehouses
- E(c): provision of financial services and professional services (other than health or medical services) [formerly A2]
 - Examples include banks, building societies, estate agents and employment agencies
- E(b): sale of food and drink for consumption (mostly) on the premises [formerly A3]
 - Examples include restaurants and cafes
- E(d): indoor sport, recreation or fitness
 - Examples include gyms [formerly part of D2]

Class F – Local Community and Learning

• F1(d): public libraries [formerly part of D1]

Sui Generis

Certain uses which do not fall within any use class – includes units for:

- theatres
- amusement arcades/centres or funfairs
- launderettes
- fuel stations
- hiring, selling and/or displaying motor vehicles
- taxi businesses
- retail warehouse clubs
- nightclubs
- casinos
- betting offices/shops
- pay day loan shops
- hot food takeaways (sale of food and drink for consumption (mostly) off the premises) [formerly A5]
- public houses, wine bars and drinking establishments [formerly A4]

- cinemas [formerly part of D2]
- 2.3 The Town and Country Planning Act 1990 (as amended) states that a change of use does not require planning permission, if the new use and former use are in the same use class. If they are not in the same use class then the change would require planning permission.
- 2.4 Under permitted development rights enacted by The Town and Country Planning (General Permitted Development) Order 1995 (as amended), changes of use between certain classes do not require planning permission.
- 2.5 Changing uses between those classified as Sui Generis, however, would require planning permission, because each use classified as Sui Generis technically occupies a use class of its own.

3. Local Policies

Harlow Local Development Plan (HLDP)

3.1 The HLDP was adopted in December 2020, following an Examination which started in March 2019. The HLDP contains the following policies relating to retail frontages:

PR6 Primary and Secondary Frontages in the Town Centre

1. Primary Frontages

Development in the Town Centre primary frontages will be supported where:

- (a) the development is for Use Class A1;
- (b) the development is for Use Classes A2 or A3 and meets all the following criteria:
 - (i) 60% or more of the overall primary frontage length is retained for Use Class A1; and
 - (ii) the site has been vacant and actively marketed for Use Class A1 to the satisfaction of the Council for at least twelve months.

2. Secondary Frontages

With the exception of offices at ground floor, Main Town Centre Uses, evening and night-time uses will be permitted in the Town Centre secondary frontages.

Justification

- 15.31 Primary and secondary retail frontages protect and enhance the existing retail offer by preventing a proliferation of uses which are not conducive to maintaining the vitality and viability of the Town Centre. Defining frontage lengths and classifying appropriate uses in frontages provide opportunities to regenerate and improve certain parts of the Town Centre and protect retail provision in others.
- 15.32 This policy supports Main Town Centre Uses, including commercial, leisure, evening and night-time uses in secondary frontages.

Implementation

15.33 Where marketing of the unit is required to justify a non-A1 use in the primary frontage, it should be undertaken by a suitably competent person for at least twelve months. A planning statement must be submitted setting out how this marketing exercise has been undertaken.

15.34 Within secondary frontages, Main Town Centre Uses will be considered acceptable except for office development which is considered appropriate only on first floor levels and above. This is to prevent blank ground floor frontages in the Town Centre that could harm the vitality of the area. For proposals relating to evening and night time uses, Policy PR11 should also be taken into consideration.

PR8 Frontages in Neighbourhood Centres

Development in Neighbourhood Centre frontages, which falls in Use Classes A1, A2, A3, A4, A5, D1, D2, Sui Generis and C3, will be supported subject to the following criteria:

- (a) the development would not result in the loss of key facilities that act as anchors or catalysts which assist in retaining existing or attracting new operators in the Neighbourhood Centre such as supermarkets or public houses;
- (b) 60% or more of the overall frontage length would be retained in Use Class A1:
- (c) for Use Class C3, the development is on the first floor or above.

Justification

15.39 This policy seeks to support a wider range of services and facilities within Neighbourhood Centres for local residents. These Centres provide services, such as healthcare, places to eat and drink and financial services. It is important that Neighbourhood Centres continue to have a variety of uses to avoid underused frontages and spaces.

Implementation

- 15.40 The frontages are mapped in the Appendices. The definition of frontage length and the method by which frontage length will be calculated will be set out in the Council's Authority Monitoring Report (AMR).
- 3.2 The Glossary of the HLDP states that Main Town Centre Uses, referred to in Policy PR6, are:
 - retail development; leisure and entertainment facilities
 - more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls)
 - offices

- culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)
- 3.3 Policy PR9 relates to Development in Hatches, but does not set requirements relating to frontage lengths of hatches. As such, no hatch frontages are designated in the HLDP.
- 3.4 The Town Centre primary and secondary retail frontages, referred to in Policy PR6, are due to be designated in forthcoming Council Planning Policy for the Town Centre. In the meantime, these frontages have been published in a Guidance Note on the Council's website, which is being used as a material consideration in the determining of planning applications.
- 3.5 The frontages are broadly the same as those designated in the former Adopted Replacement Harlow Local Plan (ARHLP), which was revoked upon the adoption of the HLDP. The main changes to the frontages, which were made based on evidence work carried out to support the forthcoming Planning Policy for the Town Centre, are as follows:
 - Extension of secondary frontage to include the frontages of:
 - o the former Post Office building and associated building (in Post Office Walk):
 - o 1 The Rows:
 - the full length of 37 Broad Walk (Redstone House) (previously only part of the length was included)
 - Alteration of 5 to 9 West Walk to become primary frontage instead of secondary frontage

Planning Policy for the Town Centre

- 3.6 An Area Action Plan (AAP) was to be prepared for the Town Centre and include designations of primary and secondary retail frontages.
- 3.7 The production of the AAP has, however, been paused to allow further consideration to be given to a number of factors which have altered the nature of retail planning, both nationally and in Harlow. These factors include the impacts of the Covid-19 pandemic on shopping habits, changes to the Use Classes Order, proposals in the Government's White Paper and possible further changes to permitted development rights.

4. General Notes and Changes

Audits

- 4.1 The first on-site frontages audit for the initial version of the Retail Frontages Study was undertaken in 2001. Further audits, with subsequent Study updates, were carried out in 2002, 2003 and 2009.
- 4.2 Since 2013, audits and Study updates have been carried out annually at the start of each year. An extraordinary biannual update was carried out in July 2017 (only for the town centre frontages), to assist the commencement of work on the Town Centre Area Action Plan.
- 4.3 In 2020, an audit was carried out but the Study was not updated because the Harlow Local Development Plan was still going through the Examination process. Data from the 2020 audit is, however, included in the 2021 update of the Study.
- 4.4 In March 2020, the UK experienced national restrictions and a 'lockdown' due to the Covid-19 pandemic, which closed all 'non-essential' shops, as well as restaurants, pubs, bars, cafes and other uses. These closures lasted until Summer 2020, but further national restrictions saw closures again in November 2020 and most of the period from December 2020 to April 2021.
- 4.5 The first audit following the start of the pandemic took place in late April 2021, after national operating restrictions on 'non-essential' shops had been lifted. While most hospitality uses remained at least partially closed until later in the Spring and Summer of 2021, they were considered to still be in use for the purpose of the audit (unless it was clear that a unit in question had permanently closed).
- 4.6 The next audit and Study update is due in early 2022.

Frontage Lengths

- 4.7 The *lengths of frontage*, rather than *number of units*, are analysed. Frontage lengths are a more useful indicator than number of units, as one large unit could occupy a long frontage length, whereas several smaller units could occupy a similar length.
- 4.8 The Harlow Local Development Plan, adopted in 2020, does not designate frontages for hatches because the policy relating to hatches does not set requirements for frontages. However, the frontages of hatches with five or more main units, as designated in the revoked Adopted Replacement Harlow Local Plan (2006), will continue to be monitored as part of this annual Study for effective monitoring.
- 4.9 Hatches of fewer than five main units did not have designated frontages in the ARHLP. However, the uses of the main units of these hatches are

recorded as part of this Study. See the Appendices for maps which show the uses of such units in the most recent year.

Inactive Frontage (Vacant and Redevelopment)

- 4.10 In the Study data, frontage of units which is 'inactive' due to being redeveloped or refurbished is classified as "Redevelopment". This is to separate it from frontage which is vacant simply due to the unit being unoccupied (such frontage is classed as "Vacant").
- 4.11 A total figure for Vacant and Redevelopment frontage is supplied for each year in each frontage type. These are also split to detail the last known use. For example, frontage of a unit which was last in Sui Generis use would be classified as "V-SG", while 'Redevelopment' frontage last in E(a) use would be classified as "R-E(a)".

Uses and Changes to the Use Classes Order

- 4.12 In 2015, various national changes to the Use Classes Order (UCO) came into force which meant bookmakers were reclassified as Sui Generis instead of A2. This change is, therefore, reflected in the Retail Frontages Study data from 2015 onwards.
- 4.13 In late 2020, further national changes to the Use Classes Order (UCO) came into force which have had a notable impact on this Study. The changes are detailed in Fig. 4.1.

Former Use Class	Current Use Class (from September 2020)
A1	E(a)
A2	E(c)
A3	E(b)
A3/A5*	E(b)
A4	Sui Generis
A5	Sui Generis
D1**	E(e to f); F1
D2**	E(d); F2(c to d); Sui Generis (cinemas, concert halls, bingo halls and dance halls)

Fig. 4.1: Changes to the Use Class Order, 2020

^{*} Frontage of units which have a majority restaurant use but also have a notable takeaway use, such as McDonald's, were referred to as A3/A5. Given that A5 is now part of the wide-ranging Sui Generis class, any A3/A5 uses are referred to in the data findings from 2021 onwards as "E(b)".

^{**} For succinctness, any D1 or D2 uses are referred to in the data findings from 2021 onwards as "E/F", with the exception of cinemas, concert halls, bingo halls and dance halls which are referred to as "Sui Generis".

4.14 The changes made in September 2020 are reflected in frontage audit data from 2021 onwards. Where relevant in the Study, both the current and former Use Classes are displayed.

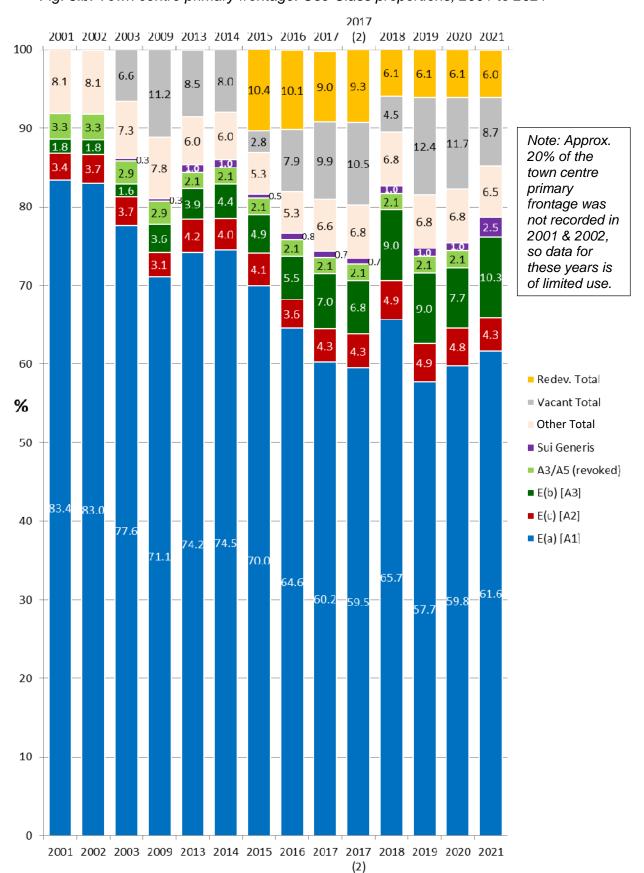
5. Findings: Town Centre Primary Frontage

Fig. 5.a: Town centre primary frontage: Use Class proportions, 2001 to 2021

Use Class	2001*	2002*	2003	2009	2013	2014	2015	2016	2017	2017 (2)	2018	2019	2020	2021
[where relevant, former Class is listed in square brackets]	%	%	%	%	%	%	%	%	%	%	%	%	%	%
E(a) [A1]	83.4	83.0	77.6	71.1	74.2	74.5	70.0	64.6	60.2	59.5	65.7	57.7	59.8	61.6
E(c) [A2]	3.4	3.7	3.7	3.1	4.2	4.0	4.1	3.6	4.3	4.3	4.9	4.9	4.8	4.3
E(b) [A3]	1.8	1.8	1.6	3.6	3.9	4.4	4.9	5.5	7.0	6.8	9.0	9.0	7.7	10.3
A3/A5 (revoked)	3.3	3.3	2.9	2.9	2.1	2.1	2.1	2.1	2.1	2.1	2.1	2.1	2.1	
A4 (revoked)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
A5 (revoked)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Sui Generis	0.0	0.0	0.3	0.3	1.0	1.0	0.5	0.8	0.7	0.7	1.0	1.0	1.0	2.5
Other Total	8.1	8.1	7.3	7.8	6.0	6.0	5.3	5.3	6.6	6.8	6.8	6.8	6.8	6.5
Other Split by Use														
E(g) [B1]	0.2	0.2	0.2	0.2	0.1	0.1	0.1	0.1	0.1	0.3	0.3	0.3	0.3	0.7
E/F [D1/D2]	6.0	6.0	5.4	5.3	3.9	3.9	4.1	4.1	5.2	5.2	5.2	5.2	5.2	4.5
Misc.	1.9	1.9	1.7	2.3	2.0	2.0	1.1	1.1	1.3	1.3	1.3	1.3	1.3	1.3
Vacant Total	0.0	0.0	6.6	11.2	8.5	8.0	2.8	7.9	9.9	10.5	4.5	12.4	11.7	8.7
Vacant Split by Use														
V-E(a) [V-A1]	0.0	0.0	2.1	6.4	5.4	5.5	2.3	7.1	8.8	9.4	2.9	11.1	9.1	6.1
V-E(c) [V-A2]	0.0	0.0	0.0	0.9	0.7	0.5	0.5	0.5	0.5	0.5	0.5	0.2	0.4	0.9
V-E(b) [V-A3]	0.0	0.0	0.0	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.5	0.9
V-Unknown	0.0	0.0	4.4	3.9	2.0	2.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-Sui Generis	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.6	0.6	0.3	0.3	0.0	0.0
V-N/A	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.8	0.8	0.8	0.8
Redev. Total	0.0	0.0	0.0	0.0	0.0	0.0	10.4	10.1	9.0	9.3	6.1	6.1	6.1	6.0
Redev. Split by Use														
R-E(a) [R-A1]	0.0	0.0	0.0	0.0	0.0	0.0	6.6	6.3	4.9	5.2	4.5	4.5	4.5	4.5
R-E(c) [R-A2]	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.2	0.0	0.0	0.0	0.0	0.0	0.0
R-E(b) [R-A3]	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.3	0.4	0.4	0.4	0.4	0.4	0.4
R-Sui Generis	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.4
R-Unknown	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.0	2.7	2.7	0.2	0.2	0.2	0.2
R-Other	0.0	0.0	0.0	0.0	0.0	0.0	0.8	0.8	0.5	0.5	0.5	0.5	0.5	0.5

^{*}Approx. 20% of the town centre primary frontage was not recorded in 2001 & 2002, so data for these years is of limited use.

Fig. 5.b: Town centre primary frontage: Use Class proportions, 2001 to 2021



2003 to 2009	2009 to 2013	2013 to 2019	2019 to 2021
A1 -6.5%	A1 +3.1%	A1 -16.5%	E(a) [A1] +3.9%
A3 +2%	D1/D2 -1.4%	A3 +5.1%	SG +1.5% ¹
A2 -0.6%	A2 +1.1%	D1/D2 +1.3%	$E(b) [A3] +1.3\%^2$
Oth +0.5%	A3/A5 -0.8%	A2 +0.7%	E/F [D1/D2] -0.7%
D1/D2 -0.1%	SG +0.7%	Oth -0.7%	E(c) [A2] -0.6%
	A3 +0.3%	B1 +0.2%	$E(g)$ [B1] $+0.4\%^{1}$
	Oth -0.3%		
	B1 -0.1%		
Vacant +4.6%	Vacant −2.7%	Vacant +3.9%	Vacant −3.7%
to 11.2%	to 8.5%	to 12.4%	to 8.7%
Redev. N/A	Redev. N/A	Redev. +6.1%	Redev0.1%

Fig. 5.c: Summary of changes to town centre primary frontage Use Class proportions, 2003 to 2021, in order of significance

Footnotes (refer to Chapters 3 & 4 for more information)

Total recorded primary frontage length:

- 1,634m (2001-2) } reason for increases between 2001-9 is not known, but
- 1,818m (2003) } is likely to be due to frontage being recorded which had
- 1,854m (2009) } previously not been recorded
- 2,520m (2013-2020) increased in 2013 due to addition of the Water Gardens shopping area in the primary frontage
- 2,536m (2021-) increased in 2021 due to minor additions to the primary frontage (see Chapter 3 for more information)

General commentary

- 5.1 The increase in the proportion of vacant frontage between 2003 and 2009 reflected the nationwide impact of the global recession on the retail industry. Between 2009 and 2013, it is evident that a slow recovery from the recession had begun, with the proportion of vacant frontage reducing.
- 5.2 Since 2015, a number of units have closed for redevelopment, such as Little Walk. This redevelopment signalled the start of further investment and regeneration in the town centre.
- 5.3 At the start of 2015, the proportion of vacant frontage fell to 3%, the lowest level for over a decade, partly because of the high proportion of previously vacant frontage which had started to be redeveloped and reoccupied.

¹ Increase partly due to (i,) secondary frontage being redesignated as primary frontage, and (ii.) a cinema being reclassified as Sui Generis following the UCO changes.

² Most of this increase due to A3/A5 frontage which was reclassified as E(b) following UCO changes. Otherwise, E(b) would have actually seen a small drop.

5.4 The large Marks & Spencer store in Broad Walk closed by the start of 2016, meaning the proportion of vacant frontage increased to 7.9%. Most of this store was, however, in use again by the start of 2017 following

reconfiguration and redevelopment of the unit.

- 5.5 In Summer 2016, the large BHS unit in the Harvey Centre closed. This had an impact on the proportion of vacant frontage in 2017, but the reopening of other vacant units negated the closure of BHS to an extent.
- Since then, there have been a number of temporary uses in the BHS unit which have been recorded by the Retail Frontages Study if the use was active at the time of auditing. For example, in 2018 the unit was in E(a) [formerly A1] use but was vacant again by 2019. The impact of the vacancy of this large unit is clear excluding it from the data means the proportion of vacant frontage recorded in 2019, for example, would be nearer 7% rather than just over 12%.
- 5.7 New units resulting from the redevelopment of the first floor of the Harvey Centre started to be occupied at the end of 2016, which included the opening of a new cinema. This resulted in an increase in the proportion of E(b) [formerly A3] frontage.
- 5.8 Whilst some previously vacant frontage became in use again between 2018 and 2019, other units became vacant, including the Harvey Centre units previously occupied by Argos and Blue Inc., which have long frontages and a more notable impact on the data.
- Along with the BHS unit becoming vacant again, the proportion of vacant frontage at the start of 2019 rose, while the proportion of E(a) frontage dropped to levels not experienced for over 18 years. The proportion of E(a) frontage is expected to increase, however, once the town centre units undergoing redevelopment are reoccupied in the coming years.
- 5.10 Between 2019 and 2020, there was little change experienced aside from a small increase in the proportion of E(a) frontage, along with small decreases in proportions of E(b) and vacant frontage.
- 5.11 The closure of stores such as BHS, Argos and the Post Office in Harlow since the mid-2010s reflects national trends where such businesses have closed all (or some) stores across the UK. In some cases, such as the Post Office and Argos, a number of stores have closed in favour of reopening as part of a larger shop.
- 5.12 Amended permitted development rights introduced in recent years have allowed greater flexibility of changes-of-use for retail units. These new rights have had a relatively low impact on the town centre primary frontage. E(a) use has, therefore, remained the most prominent.

Most recent changes

- 5.13 Despite the Covid-19 pandemic and resulting national restrictions on retail and hospitality between Spring 2020 and Spring 2021, there was not a notable change experienced in the primary frontage between 2020 and 2021.
- 5.14 Most of the changes, such as the proportion of E(g) [formerly B1], E(b) and Sui Generis frontage increasing, are due to the UCO changes and the way uses are recorded.
- 5.15 There was a small rise in E(a) frontage and reduction in vacant frontage, but this is mostly explained by the large former BHS unit returning into use (albeit possibly a temporary use as with some other years since BHS vacated the unit).
- 5.16 As of 2021, 14.7% of the overall frontage is 'inactive'; 8.7% due to being vacant and 6.0% due to the units being refurbished or redeveloped.

Overall trends

- 5.17 Fig. 5.b clearly demonstrates that the decline in the proportion of E(a) frontage experienced between 2001 and 2017 has started to reverse. In contrast, the proportion of E(b) frontage has steadily increased since overall since 2001. The proportion of frontage in other uses has remained relatively stable.
- 5.18 The proportion of 'inactive' frontage (comprising vacant and 'redevelopment' frontage) reached a peak in 2017. The proportion of vacant frontage has, however, started to decline in recent years. The overall proportion of 'inactive' frontage is expected to continue to decline in coming years due to continued regeneration in the town centre.

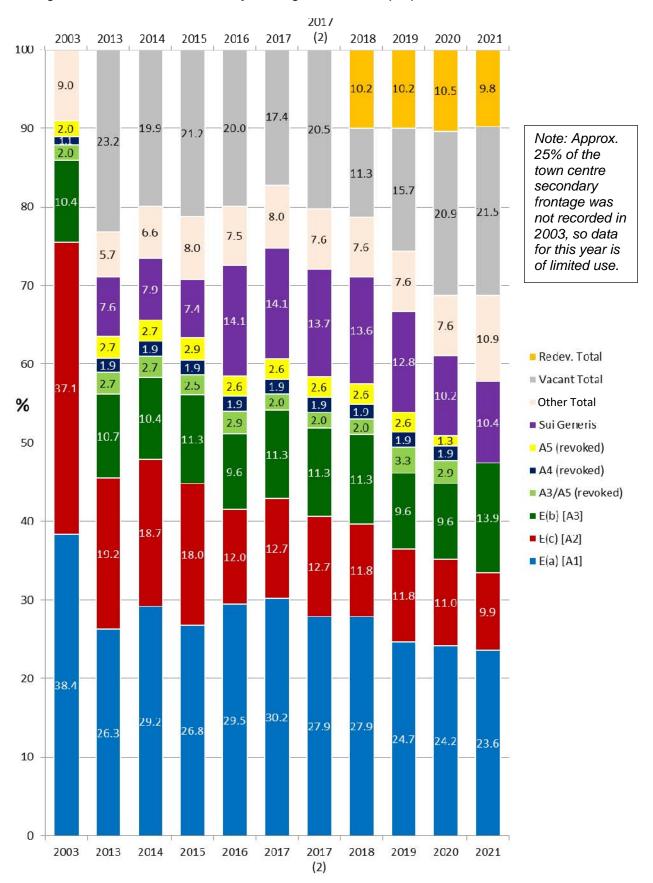
6. Findings: Town Centre Secondary Frontage

Fig. 6.a: Town centre secondary frontage: Use Class proportions, 2003 to 2021

Use Class	2003*	2013	2014	2015	2016	2017	2017 (2)	2018	2019	2020	2021
[where relevant, former Class is listed in square brackets]	%	%	%	%	%	%	%	%	%	%	%
E(a) [A1]	38.4	26.3	29.2	26.8	29.5	30.2	27.9	27.9	24.7	24.2	23.6
E(c) [A2]	37.1	19.2	18.7	18.0	12.0	12.7	12.7	11.8	11.8	11.0	9.9
E(b) [A3]	10.4	10.7	10.4	11.3	9.6	11.3	11.3	11.3	9.6	9.6	13.9
A3/A5 (revoked)	2.0	2.7	2.7	2.5	2.9	2.0	2.0	2.0	3.3	2.9	
A4 (revoked)	1.1	1.9	1.9	1.9	1.9	1.9	1.9	1.9	1.9	1.9	
A5 (revoked)	2.0	2.7	2.7	2.9	2.6	2.6	2.6	2.6	2.6	1.3	
Sui Generis	0.0	7.6	7.9	7.4	14.1	14.1	13.7	13.6	12.8	10.2	10.4
Misc. Total	9.0	5.7	6.6	8.0	7.5	8.0	7.6	7.6	7.6	7.6	10.9
Misc. Split by Use											
E(g) [B1]	1.1	0.5	1.4	3.3	3.3	3.3	2.9	2.9	2.9	2.9	2.6
B8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4
E/F [D1/D2]	2.3	1.3	1.3	0.9	0.4	0.9	0.9	0.9	0.9	0.9	0.8
C3	0.3	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2
Other	5.3	3.7	3.7	3.6	3.6	3.6	3.6	3.6	3.6	3.6	3.9
Vacant Total	0.0	23.2	19.9	21.2	20.0	17.4	20.5	11.3	15.7	20.9	21.5
Vacant Split by Use											
V-E(a) [V-A1]	0.0	3.2	2.8	4.8	4.6	3.5	6.3	5.0	10.4	10.5	11.2
V-E(c) [V-A2]	0.0	14.0	13.0	13.1	12.2	12.2	12.2	4.7	2.5	3.3	1.3
V-E(b) [V-A3]	0.0	0.0	0.4	0.0	0.0	0.0	0.0	0.0	0.4	0.0	0.8
V-A3/A5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	
V-A5	0.0	0.0	0.0	0.4	0.4	0.4	0.4	0.4	0.4	1.7	
V-E(g) [V-B1]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.7
V-D1/D2 [V-E/F]	0.0	3.7	2.4	2.3	2.8	1.2	1.2	1.2	1.2	1.2	0.0
V-Sui Generis	0.0	1.4	1.4	0.6	0.0	0.0	0.0	0.0	0.8	3.9	6.5
V-Unknown	0.0	0.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-Other	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.0	0.0	0.0	0.0
Redev. Total	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.2	10.2	10.5	9.8
Redev. Split by Use											
R-E(a) [R-A1]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.3	1.3	1.3	1.2
R-E(c) [R-A2]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	8.5	8.5	8.5	7.8
R-A3/A5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	
R-E(g) [R-B1]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.4	0.4	0.4
R-Sui Generis	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4

^{*}Approx. 25% of the town centre secondary frontage was not recorded in 2003, so data for this year is of limited use.

Fig. 6.b: Town centre secondary frontage: Use Class proportions, 2003 to 2021



2003	to 2013	2013	to 2019	2019 to 20)21
A2	-17.9%	A2	-7.4% ¹	E(b) [A3]	+4.3% ²
A1	-12.1%	SG	+5.2% ¹	SG	-2.4% ³
SG	+7.6%	B1	+2.4%	B8	+3.4% ⁴
Oth	-1.6%	A1	-1.6%	E(c) [A2]	-1.9%
D1/D	2 -1.0%	A3/A5	5 +0.6%	E(a) [A1]	-1.1%
A4	+0.8%	А3	-1.1%	E/F [D1/D2]	7 -0.1%
A3/A	5 +0.7%	D1/D2	2 -0.4%	E(g) [B1]	-0.3% ⁵
A5	+0.7%	Oth	-0.1%	Oth	+0.3%
B1	-0.6%	A5	-0.1%		
A3	+0.3%				
C3	-0.1%				
Vaca	nt +23.2% ⁶	Vacar	nt -7.5%	Vacant +	5.8% to 21.5%

Fig. 6.c: Summary of changes to town centre secondary frontages Use Class proportions, 2003 to 2021, in order of significance

Footnotes (refer to Chapters 3 & 4 for more information)

Redev. +10.2%

Redev. -0.4%

Total recorded secondary frontage length:

984m (2003) } reason for increases is due to frontages } being recorded which had previously 1,396m (2013-14) 1,452m (2015-2020) } not been recorded

1,572m (2021-) - increased in 2021 due to minor additions to the secondary frontages (see Chapter 3 for more information)

General commentary

Redev. N/A

- 6.1 There is little value in comparing 2003 with later years because a quarter of frontage in that year was not recorded.
- 6.2 Considering that much of the change from E(c) [formerly A2] to Sui Generis between 2013 and 2018 was due to the national reclassifying of

¹ Most of A2 reduction and SG increase due to UCO change.

² Most of increase due to (i.) A3/A5 frontages being reclassified as E(b) following UCO changes, and (ii.) the addition of new secondary frontage.

³ Decrease partly due to secondary frontage being redesignated as primary frontage. Figure includes former A4 frontages being reclassified as SG following UCO changes.

⁴ Increase due to the addition of new secondary frontage.

⁵ Decrease partly due to secondary frontage being redesignated as primary frontage.

⁶ Apparent large rise in vacant frontage is due to 0% being recorded in 2003. However, a quarter of all secondary frontage was not recorded that year, so it is possible there was vacant frontage then which was unrecorded.

- bookmakers in 2015, there was little actual change experienced between use classes during this period.
- 6.3 During this period there was a decrease in the proportion of vacant frontage, due to units coming back into use and also some starting to undergo redevelopment.
- 6.4 There was, however, an increase in the proportion of vacant frontage between 2018 and 2019, rising by just over 4%. Some units previously vacant at the start of 2018 came back into use, but this was negated by the closure of the large units previously occupied by a Polish supermarket in West Gate and the BHF charity shop on the corner of Terminus Street. The rise in proportion of vacant frontage continued, increasing by another 5% between 2019 and 2020.
- 6.5 New permitted developments were introduced in 2013 which allowed greater flexibility of changes-of-use for retail units. These new permitted development rights appear to have had little impact on the frontages because the proportions of uses have remained relatively stable, with E(a) [formerly A1] use remaining the most prominent.

Most recent changes

- 6.6 Despite the Covid-19 pandemic and resulting national restrictions on retail and hospitality between Spring 2020 and Spring 2021, there was not a notable change experienced in the secondary frontages between 2020 and 2021. Most of the changes which were experienced were due to the UCO changes and the way uses are recorded.
- As of 2021, 31.3% of the overall frontage is 'inactive'; 21.5% due to being vacant and 9.8% due to being refurbished or redeveloped.

Overall trends

- Fig. 6.b clearly shows that, since 2013, the proportion of E(a) frontage has remained relatively stable, along with most other frontages including E(b) [formerly A3]. However, there is a continuing trend of a decreasing proportion of A2 frontage and, since 2017, decreasing Sui Generis frontage.
- 6.9 These decreases, along with some minor decreases of frontage in other uses, are mostly due to units becoming vacant. While remaining relatively stable between 2013 and 2017, the proportion of vacant frontage has been increasing since.
- 6.10 Once the 9.8% of frontage which is currently being refurbished or redeveloped is brought back into use, the overall proportion of 'inactive' frontage will reduce. It is expected that vacancy levels will decrease due to continuing regeneration in the town centre.

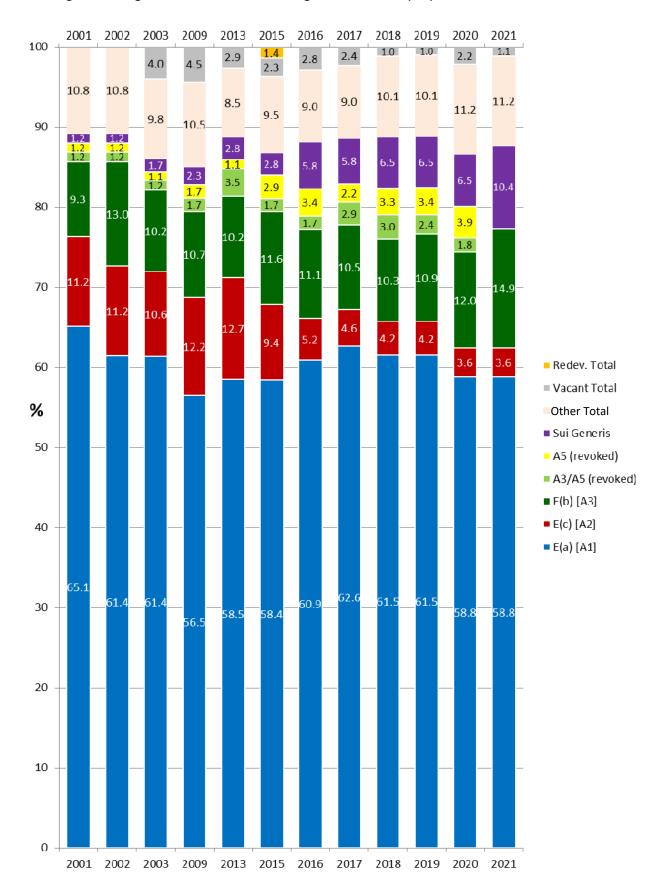
7. Findings: Neighbourhood Centre Frontages

Fig. 7.a: Neighbourhood centre frontages: Use Class proportions, 2001 to 2021

Use Class	2001	2002	2003	2009	2013	2015	2016	2017	2018	2019	2020	2021
[where relevant, former Class is listed in square brackets]	%	%	%	%	%	%	%	%	%	%	%	%
E(a) [A1]	65.1	61.4	61.4	56.5	58.5	58.4	60.9	62.6	61.5	61.5	58.8	58.8
E(c) [A2]	11.2	11.2	10.6	12.2	12.7	9.4	5.2	4.6	4.2	4.2	3.6	3.6
E(b) [A3]	9.3	13.0	10.2	10.7	10.2	11.6	11.1	10.5	10.3	10.9	12.0	14.9
A3/A5 (revoked)	1.2	1.2	1.2	1.7	3.5	1.7	1.7	2.9	3.0	2.4	1.8	
A4 (revoked)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
A5 (revoked)	1.2	1.2	1.1	1.7	1.1	2.9	3.4	2.2	3.3	3.4	3.9	
Sui Generis	1.2	1.2	1.7	2.3	2.8	2.8	5.8	5.8	6.5	6.5	6.5	10.4
Misc. Total	10.8	10.8	9.8	10.5	8.5	9.5	9.0	9.0	10.1	10.1	11.2	11.2
Misc. Split by Use												
E(g) [B1]	2.9	2.9	2.3	2.3	0.3	0.8	0.3	0.3	1.4	1.4	2.4	2.4
E/F [D1/D2]	1.3	1.3	1.2	1.9	1.9	2.4	2.4	2.4	2.4	2.4	2.4	2.4
C3	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2
Other	6.4	6.4	6.1	6.1	6.1	6.1	6.1	6.1	6.1	6.1	6.1	6.1
Vacant Total	0.0	0.0	4.0	4.5	2.9	2.3	2.8	2.4	1.0	1.0	2.2	1.1
Vacant Split by Use												
V-E(a) [V-A1]	0.0	0.0	1.6	4.5	1.7	1.7	1.1	0.6	0.6	0.6	2.2	1.1
V-E(c) [V-A2]	0.0	0.0	1.1	0.0	0.6	0.6	1.7	1.2	0.4	0.4	0.0	0.0
V-E(b) [V-A3]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.6	0.0	0.0	0.0	0.0
V-A5	0.0	0.0	0.0	0.0	0.6	0.0	0.0	0.0	0.0	0.0	0.0	
V-Unknown	0.0	0.0	1.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-Sui Generis	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-N/A	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Redev. Total	0.0	0.0	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.0	0.0
Redev. Split by Use												
R-E(a) [R-A1]	0.0	0.0	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.0	0.0

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Fig. 7.b: Neighbourhood centre frontages: Use Class proportions, 2001 to 2021



2003 to 2009	2009 to 2013	2013 to 2019	2019 to 2021
A1 -4.9%	A1 +2.0%	A2 $-8.5\%^{1}$	E(b) [A3] +4.0% ²
A2 +1.6%	B1 -2.0%	SG +3.7% ¹	SG +3.9%
D1/D2 +0.7%	A3/A5 +1.8%	A1 +3.0%	E(a) [A1] -2.7%
A5 +0.6%	A5 -0.6%	A5 +2.3%	E(g) [B1] +1.0%
SG +0.6%	A2 +0.5%	A3/A5 -1.1%	E(c) [A2] -0.6%
A3 +0.5%	A3 -0.6%	D1/D2 +0.5%	
A3/A5 +0.5%	SG +0.5%	A3 +0.7%	
Vacant +0.5% to 4.5%	Vacant -1.6% to 2.9%	Vacant -1.9% to 1.0%	Vacant +0.1% to 1.1%
Redev. N/A	Redev. N/A	Redev. N/A	Redev. N/A

Fig. 7.c: Summary of changes to neighbourhood centre frontages, 2003 to 2021

Footnotes (refer to Chapters 3 & 4 for more information)

Total recorded neighbourhood centre frontage length:

963m (2001-2) } reason for increases is

999m (203) } due to frontages being recorded which had

1,002m (2009-) } previously not been recorded

General commentary

- 7.1 The neighbourhood centres have consistently performed well, even during the period of the global recession in the late 2000s, maintaining a very low proportion of vacant frontage.
- 7.2 Their robustness throughout this period reflects their importance to local residents. The original design of the town ensured that neighbourhood centres were easy to access for most residents, often within walking distance.
- 7.3 The proportions of frontage uses have remained fairly constant; around half being in E(a) [formerly A1] use, with notable amounts of E(b) [formerly A3].
- 7.4 New permitted developments were introduced in 2013 which allow greater flexibility of changes-of-use for retail units. These permitted development rights appear to have had little impact on the neighbourhood centre frontages.

¹ Most of A2 reduction and SG increase due to UCO change.

² Increase mostly due to A3/A5 frontages being reclassified as E(b) following UCO changes.

³ Increase due to A5 frontages being reclassified as SG following UCO changes.

Most recent changes

- 7.5 During the Covid-19 pandemic and resulting national restrictions on retail between Spring 2020 and Spring 2021, neighbourhood centres and hatches would have proved important to many residents who were avoiding travelling far for their routine shopping.
- 7.6 There was not a notable change experienced in the frontages between 2020 and 2021. Most of the changes which were experienced were due to the UCO changes and the way uses are recorded.
- 7.7 As of 2021, just 1.1% of the overall frontage is vacant.

Overall trends

7.8 While the proportions of frontage in most uses have remained stable since 2001, there has been a decline in the proportion of E(c) [formerly A2] frontage. Conversely, the proportion of Sui Generis frontage has risen. Both these trends have, however, levelled off in recent years.

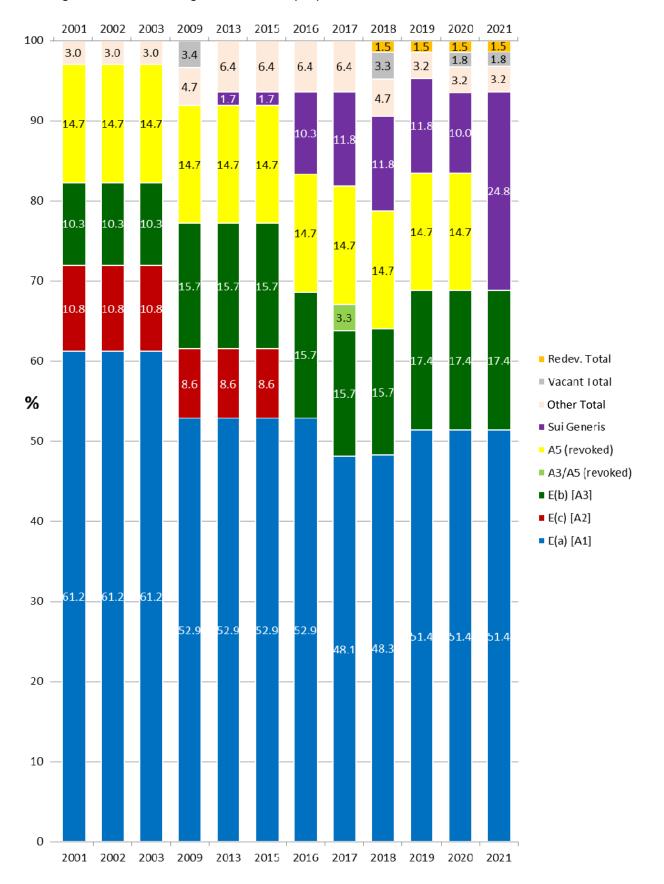
8. Findings: Hatch Frontages

- 8.1 The Harlow Local Development Plan, adopted in 2020, does not designate frontages for hatches because the policy relating to hatches does not set requirements for frontages. However, hatches with greater than five units, as designated in the revoked ARHLP, will continue to be monitored as part of this annual Study for effective monitoring.
- 8.2 Hatches with fewer than five units did not have designated frontages in the ARHLP. However, the uses of the main units of these hatches are recorded as part of this Study. See the Appendices for maps which show the uses of such units in the most recent year.

Fig. 8.a: Hatch frontages: Use Class proportions, 2001 to 2021

Use Class	2001	2002	2003	2009	2013	2015	2016	2017	2018	2019	2020	2021
[where relevant, former Class is listed in square brackets]	%	%	%	%	%	%	%	%	%	%	%	%
E(a) [A1]	61.2	61.2	61.2	52.9	52.9	52.9	52.9	48.1	48.3	51.4	51.4	51.4
E(c) [A2]	10.8	10.8	10.8	8.6	8.6	8.6	0.0	0.0	0.0	0.0	0.0	0.0
E(b) [A3]	10.3	10.3	10.3	15.7	15.7	15.7	15.7	15.7	15.7	17.4	17.4	17.4
A3/A5 (revoked)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	0.0	0.0	0.0	
A4 (revoked)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
A5 (revoked)	14.7	14.7	14.7	14.7	14.7	14.7	14.7	14.7	14.7	14.7	14.7	
Sui Generis	0.0	0.0	0.0	0.0	1.7	1.7	10.3	11.8	11.8	11.8	10.0	24.8
Misc. Total	3.0	3.0	3.0	4.7	6.4	6.4	6.4	6.4	4.7	3.2	3.2	3.2
Misc. Split by Use												
E(g) [B1]	0.0	0.0	0.0	0.0	1.7	1.7	1.7	1.7	1.8	1.7	1.7	1.8
E/F [D1/D2]	1.5	1.5	1.5	3.2	3.2	3.2	3.2	3.2	1.4	0.0	0.0	0.0
Other	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Vacant Total	0.0	0.0	0.0	3.4	0.0	0.0	0.0	0.0	3.3	0.0	1.8	1.8
Vacant Split by Use												
V-E(a) [V-A1]	0.0	0.0	0.0	1.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-A3/A5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	0.0	0.0	
V-E(g) [V-B1]	0.0	0.0	0.0	1.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
V-Sui Generis	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.8	1.8
Redev. Total	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.5	1.5	1.5	1.5
Redev. Split by Use												
R-D1/D2 [R-E/F]	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.5	0.0	0.0	0.0

Fig. 8.b: Hatch frontages: Use Class proportions, 2001 to 2021



2003 to 2009	2009 to 2013	2013 to 2019	2019 to 2021
A1 -8.3%	B1 +1.7%	SG +10.1% ¹	SG +13.0% ²
A3 +5.4%	SG +1.7%	A2 -8.6% ¹	E(g) [B1] +0.1%
A2 -2.2%		A3 +1.7%	
D1/D2 +1.7%		A1 -1.5%	
		D1/D2 -3.2%	
Vacant +3.4% to 3.4%	Vacant -3.4% to 0%	Vacant No Change	Vacant +1.8% to 1.8%
Redev. N/A	Redev. N/A	Redev. +1.5%	Redev. N/A

Fig. 8.c: Summary of changes to hatch frontage Use Class proportions, 2003 to 2021, in order of significance

Footnotes (refer to Chapters 3 & 4 for more information)

Total recorded hatch frontage length: 295m

General commentary

- 8.3 Between 2003 and 2009, there was a notable decrease in the proportion of E(a) [formerly A1] frontage, as well as a small decrease in E(c) [formerly A2] usage. The only usage proportion which increased was E(b) [formerly A3].
- 8.4 Between 2009 and 2013, frontage which had become vacant between 2003 and 2009 was brought back into use as E(g) [formerly B1] and Sui Generis uses, resulting in no vacant frontage. In 2016, a notable increase in the proportion of Sui Generis frontage was experienced. This was offset by decreases in the proportions of E(a) and E(c) frontage.
- 8.5 The hatches have consistently performed well, with only one year prior to 2018 having any recorded vacant frontage (3.4% in 2009). In 2018, 3.3% of vacant frontage was recorded due to a unit becoming vacant at Cawley Hatch.
- 8.6 The proportions of frontage uses have remained fairly constant; around half being in E(a) use, with notable amounts of E(c), E(b) and Sui Generis uses.
- 8.7 New permitted developments were introduced in 2013 which allow greater flexibility of changes-of-use for retail units. These new permitted development rights appear to have had little impact on the hatch frontages.

¹ Most of A2 reduction and SG increase due to UCO change.

² Increase mostly due to A3/A5 frontages being reclassified as E(b) following UCO changes.

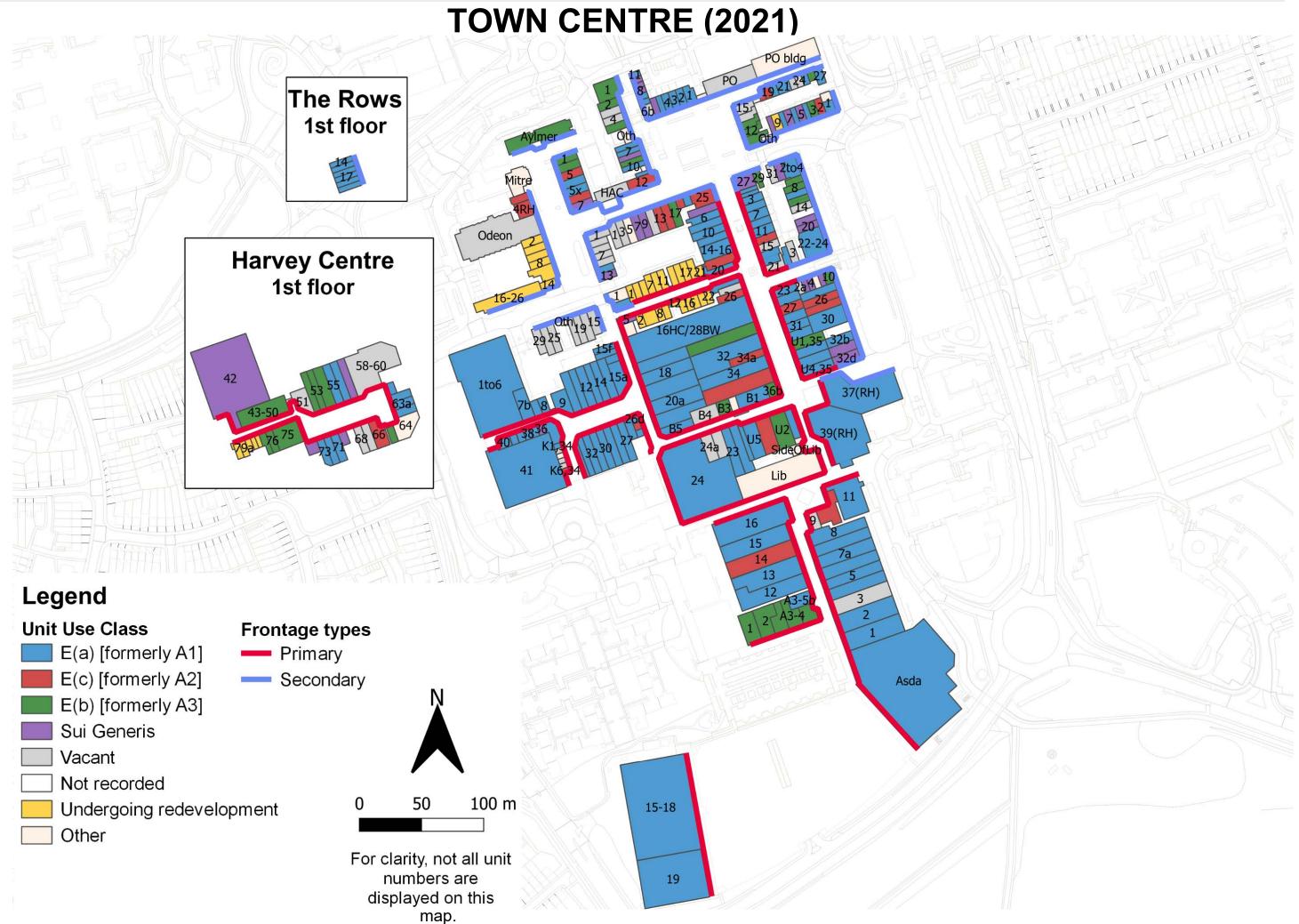
Most recent changes

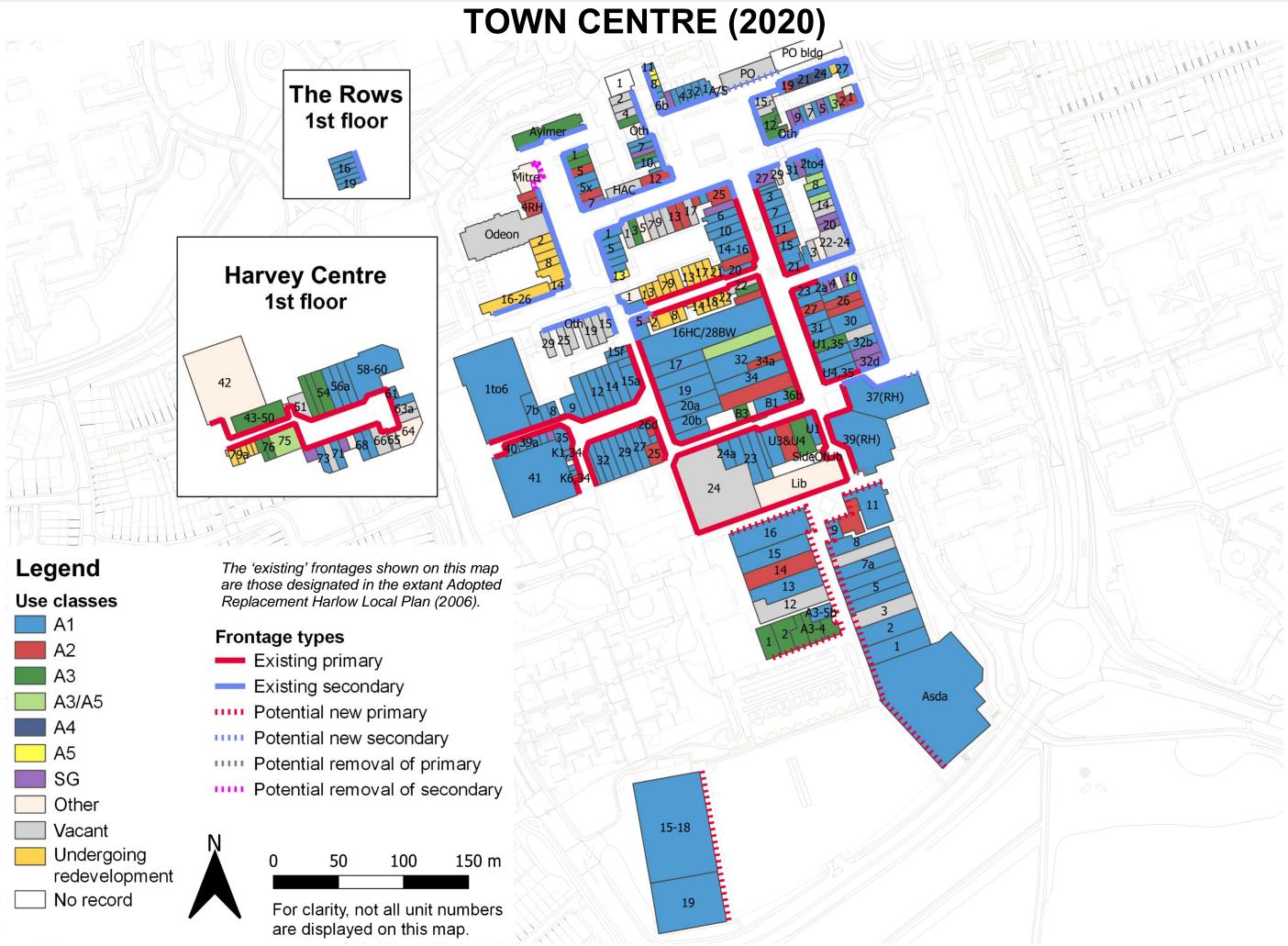
- 8.8 During the Covid-19 pandemic and resulting national restrictions on retail between Spring 2020 and Spring 2021, neighbourhood centres and hatches would have proved important to many residents who were avoiding travelling far for their routine shopping.
- 8.9 There was not a notable change experienced in the frontages between 2020 and 2021. Most of the changes which were experienced were due to the UCO changes and the way uses are recorded.
- 8.10 As of 2021, just 1.8% of the overall frontage is vacant.

Overall trends

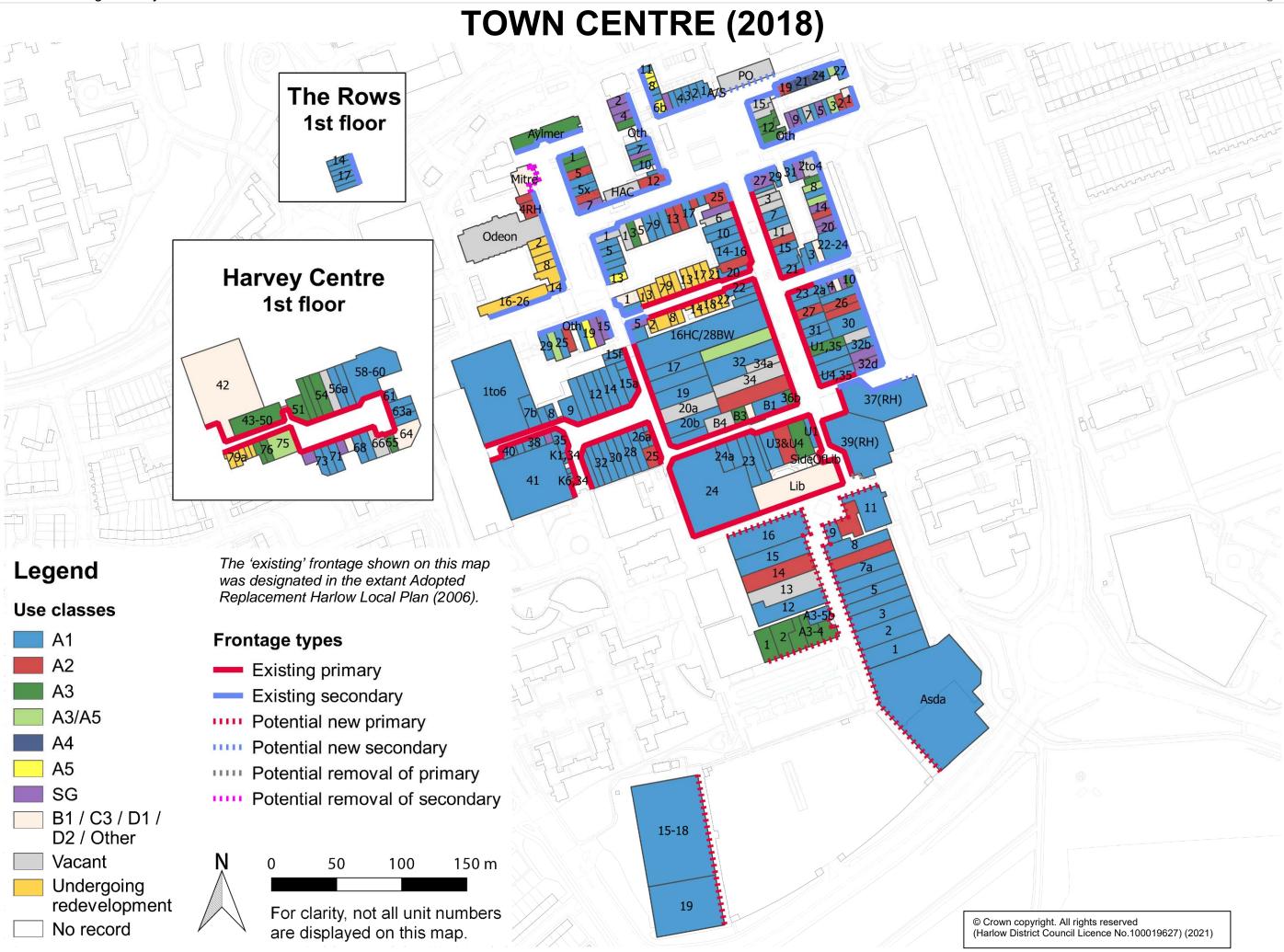
8.11 There are currently no obvious trends and the proportions of frontage in different uses are relatively stable. The exception to this is the increase in Sui Generis frontage in 2021, but this is explained in the above paragraph.

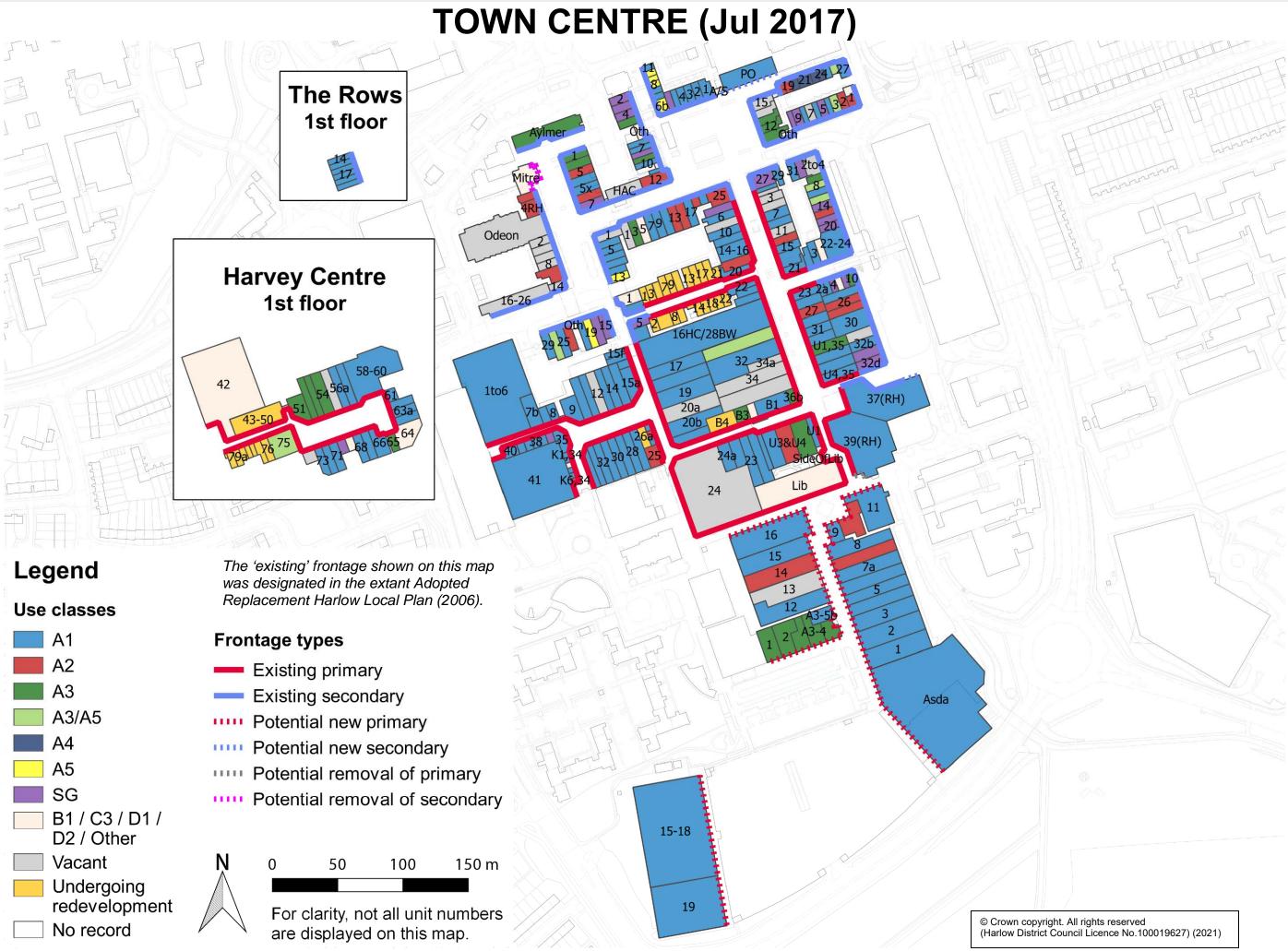
Appendix 1: Town Centre Maps

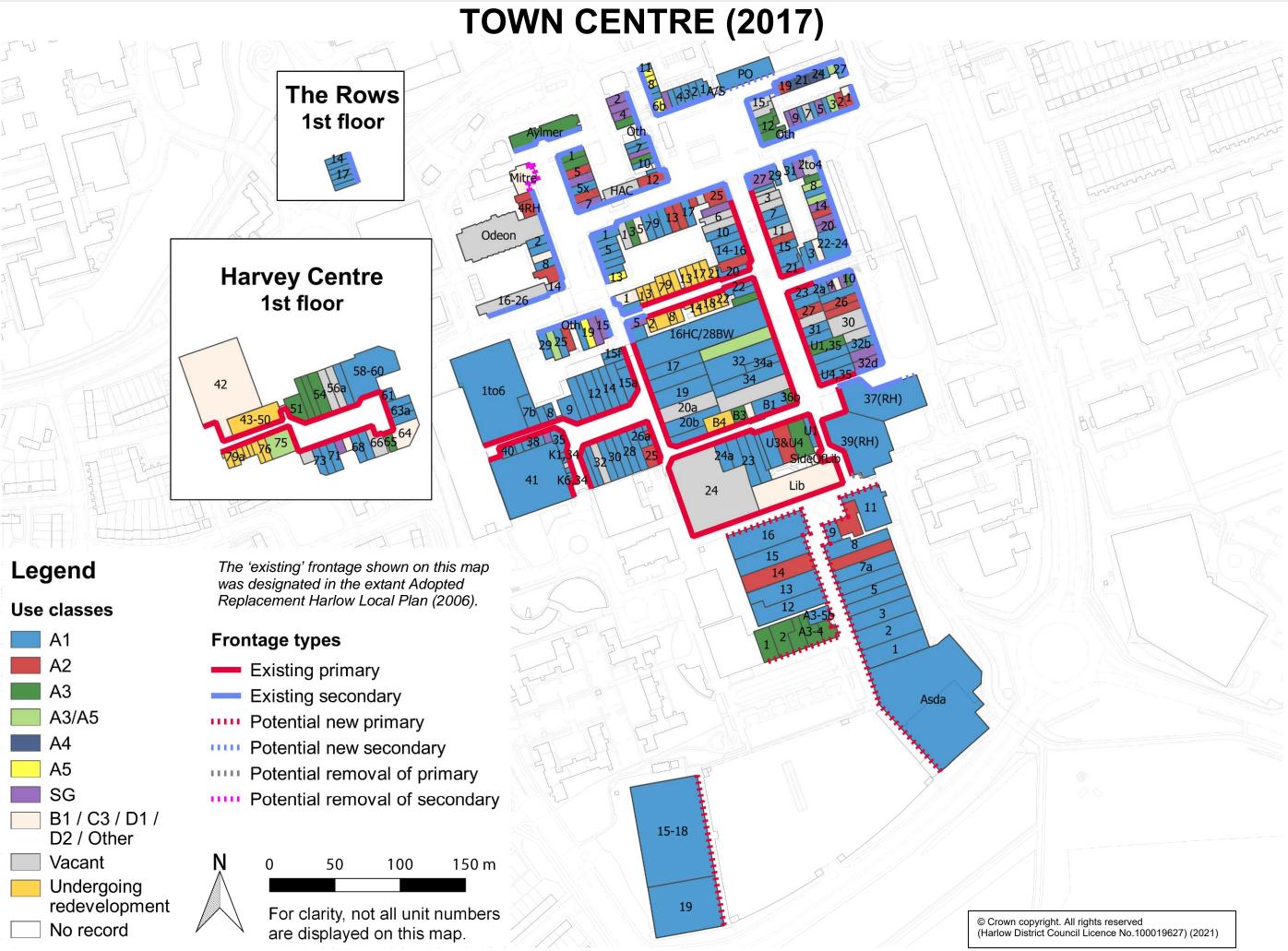


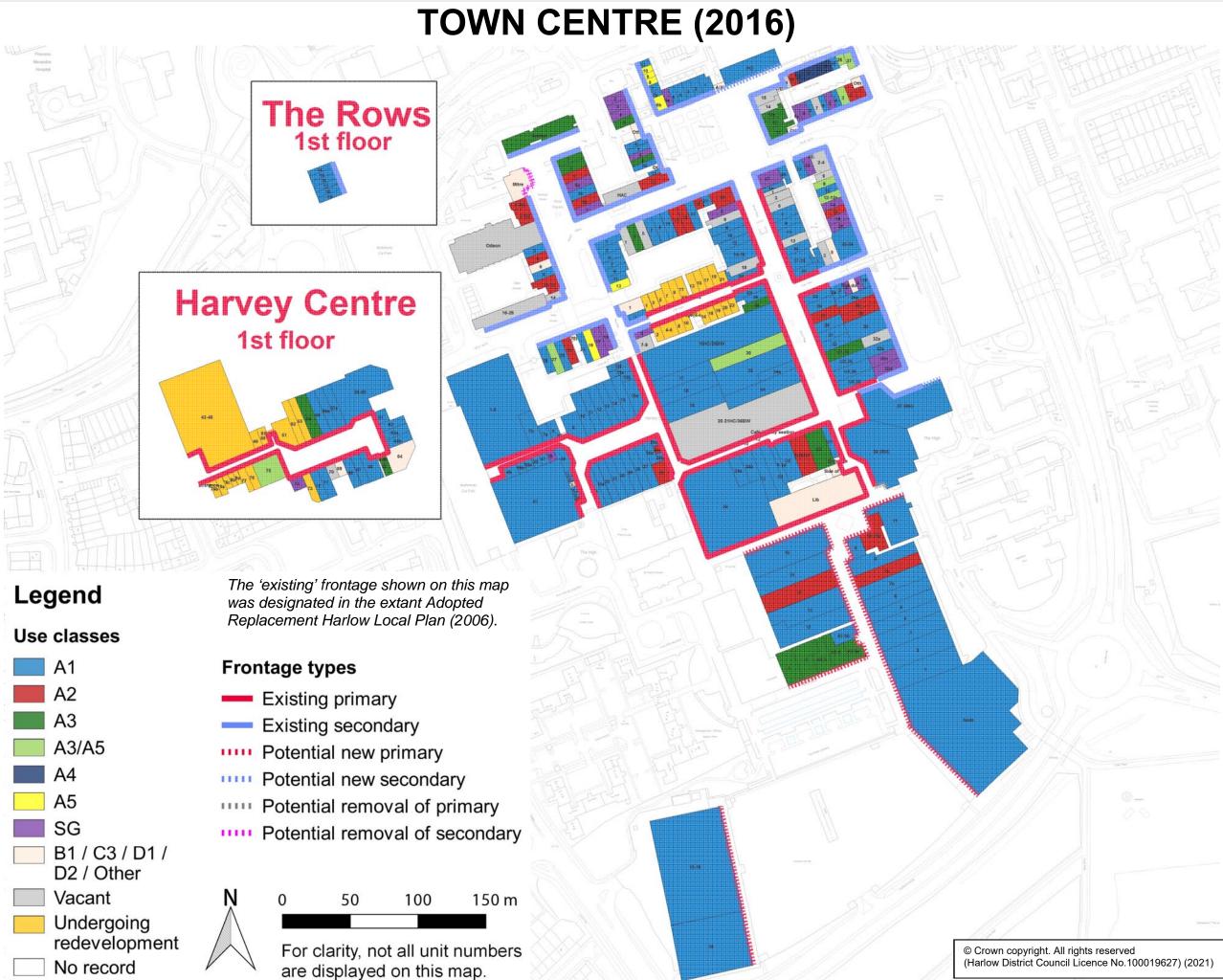


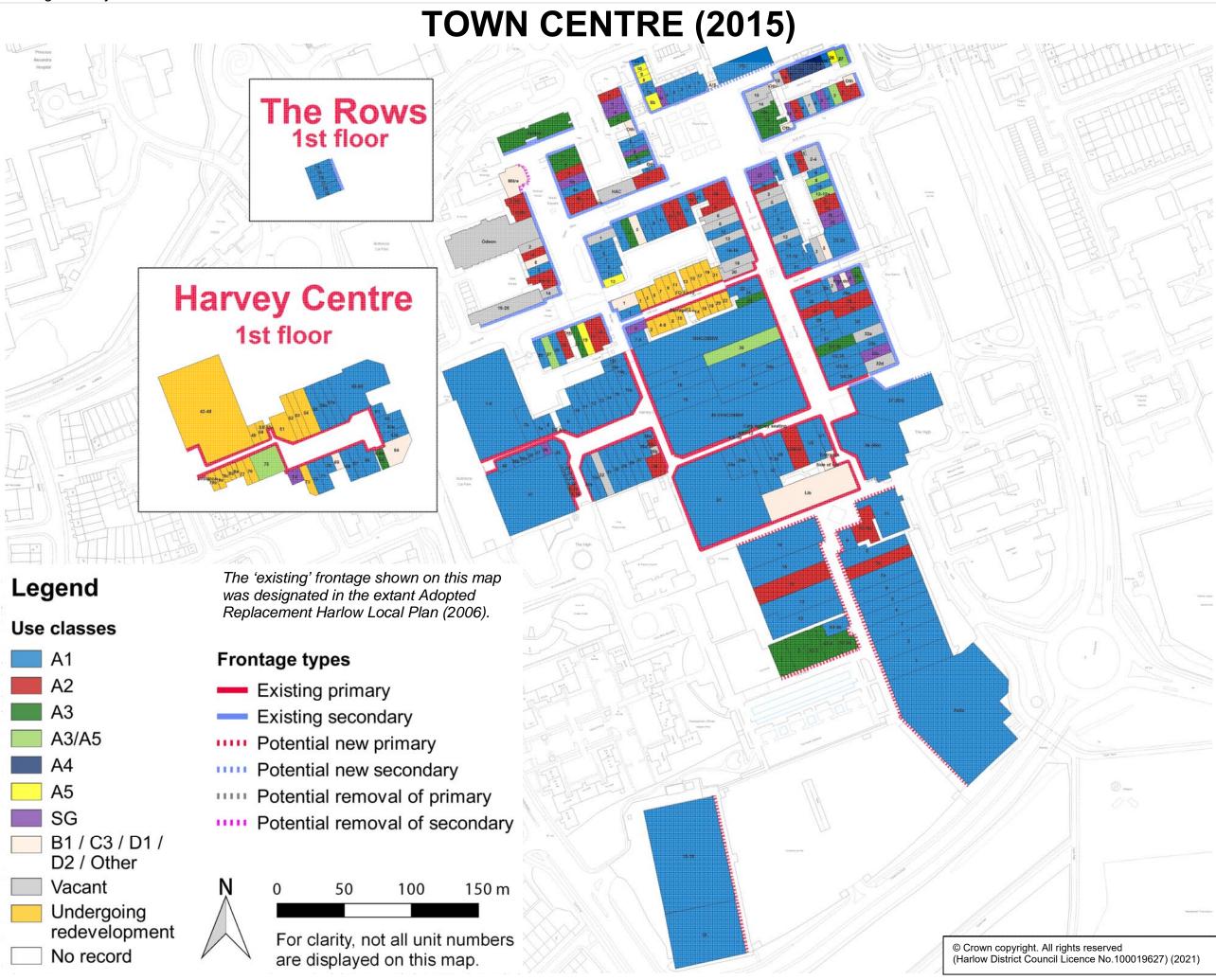
TOWN CENTRE (2019) The Rows 1st floor Odeon **Harvey Centre** 1st floor 1to6 20a B1 3 20b B4 B3 B1 3 Legend The 'existing' frontages shown on this map are those designated in the extant Adopted Replacement Harlow Local Plan (2006). **Use classes** Frontage types Existing primary Existing secondary Asda A3/A5 Potential new primary Potential new secondary Potential removal of primary SG Potential removal of secondary B1 / C3 / D1 / 15-18 D2 / Other Vacant 150 m 50 100 Undergoing redevelopment 19 For clarity, not all unit numbers © Crown copyright. All rights reserved (Harlow District Council Licence No.100019627) (2021) No record are displayed on this map.

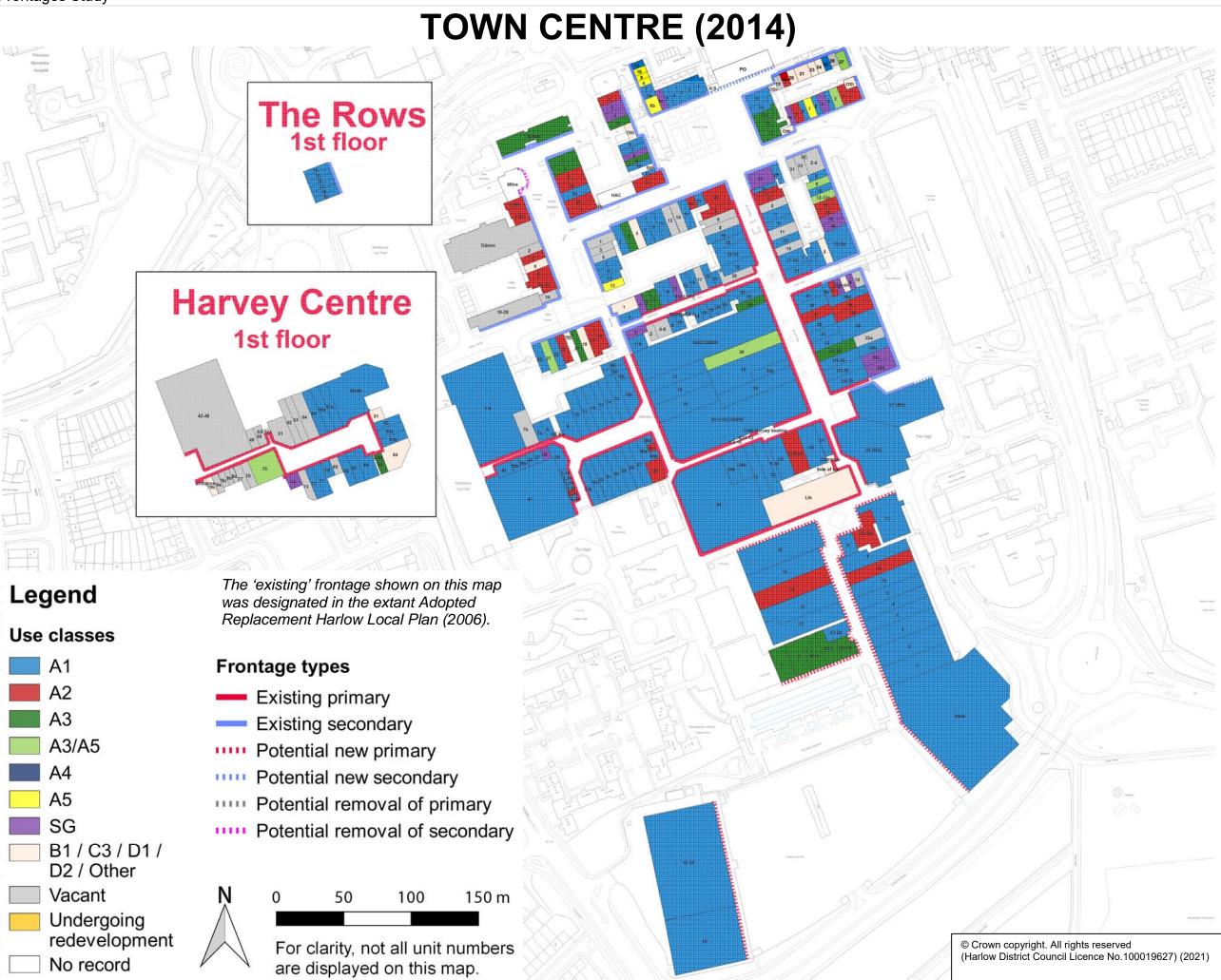




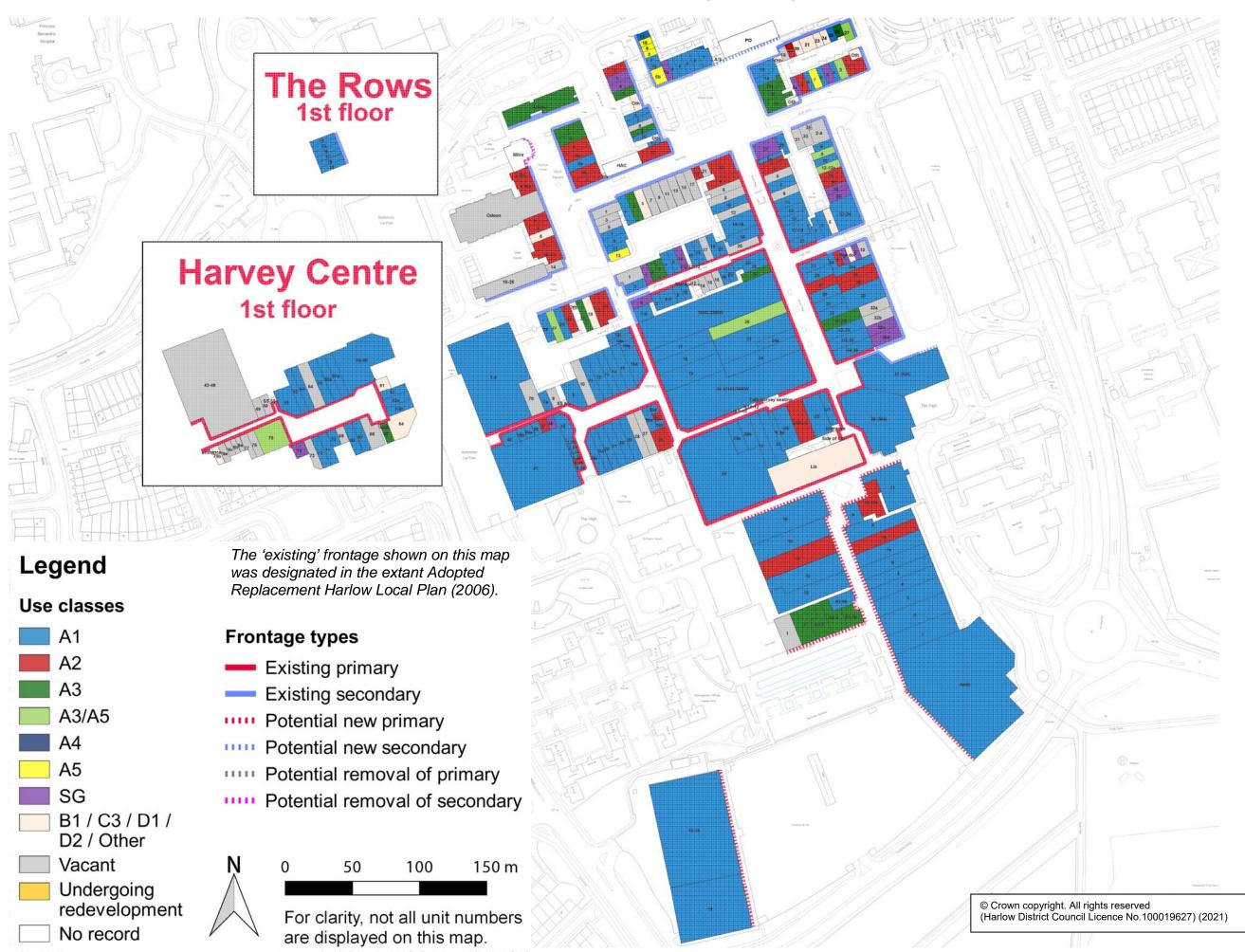


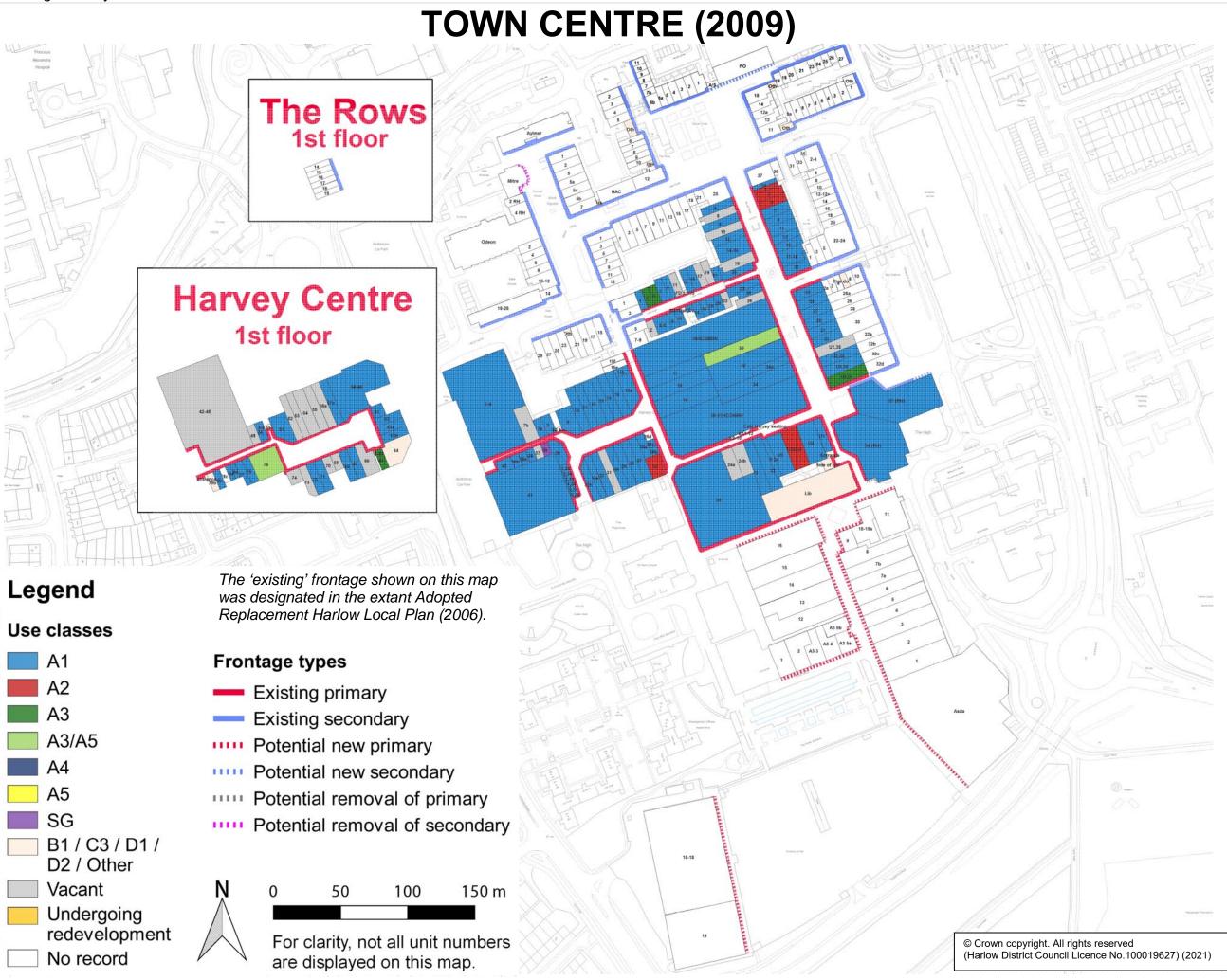


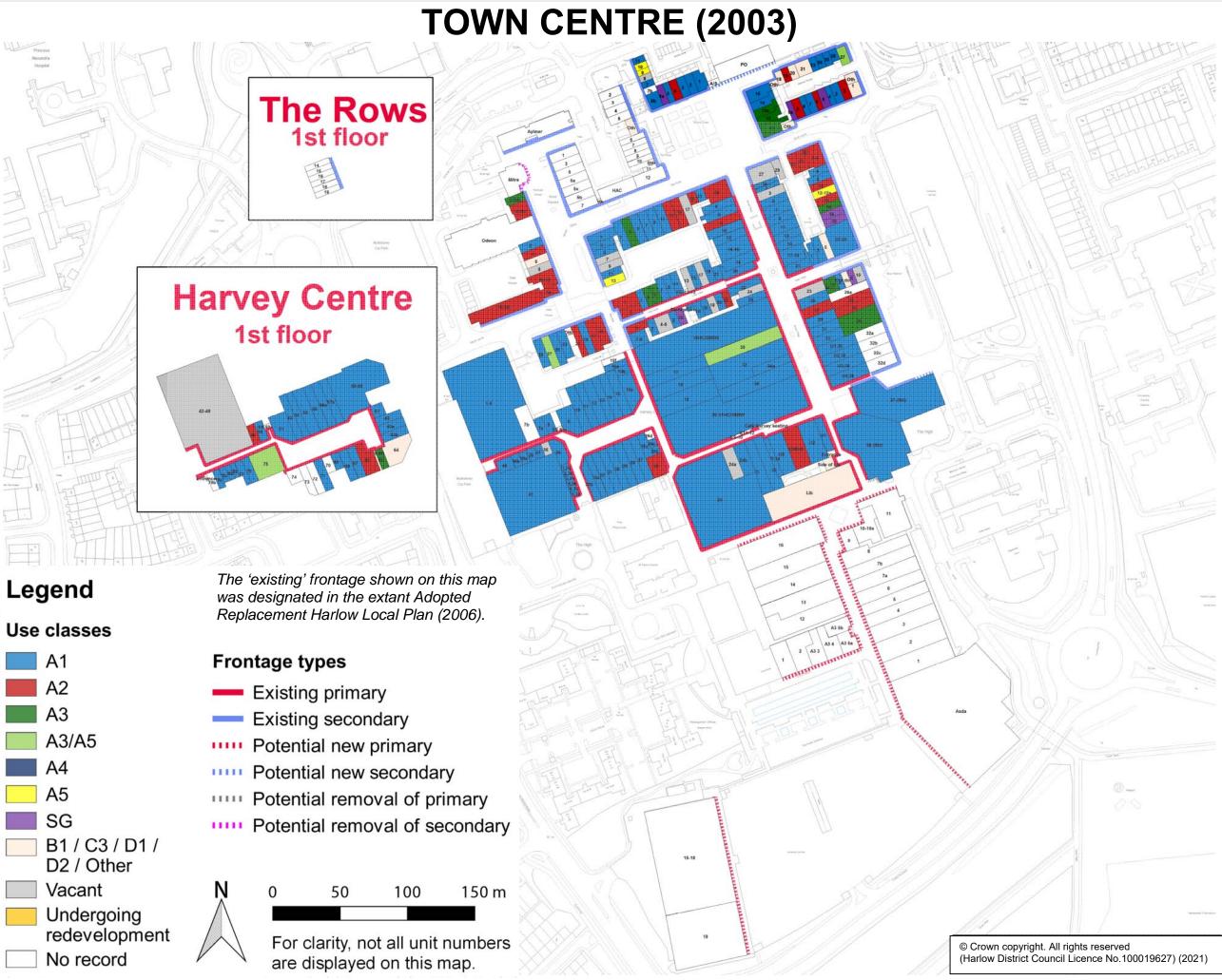




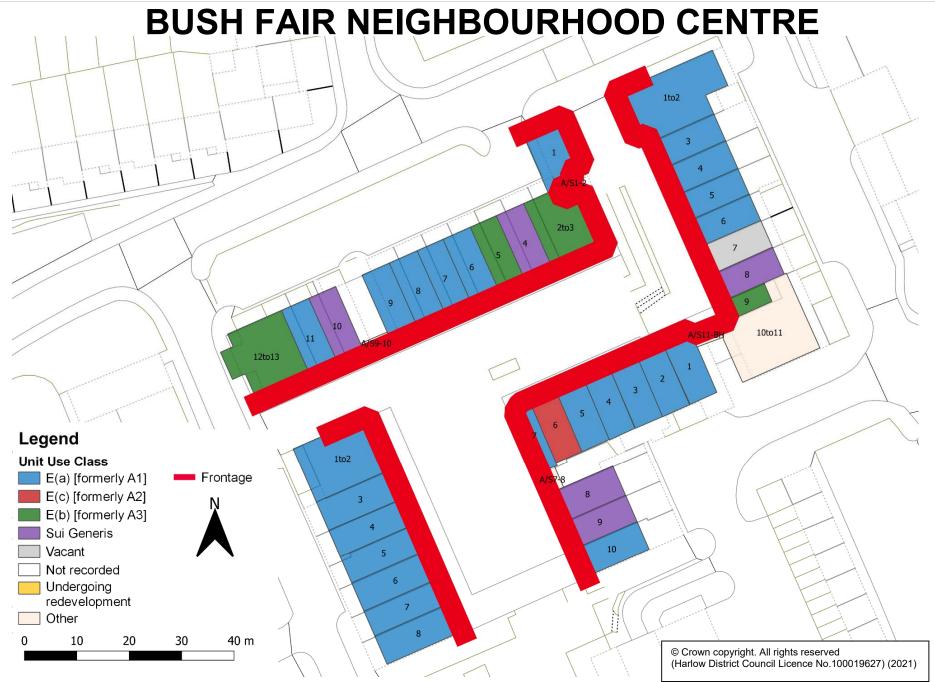
TOWN CENTRE (2013)







Appendix 2: Neighbourhood Centres & Hatches Maps (2021)

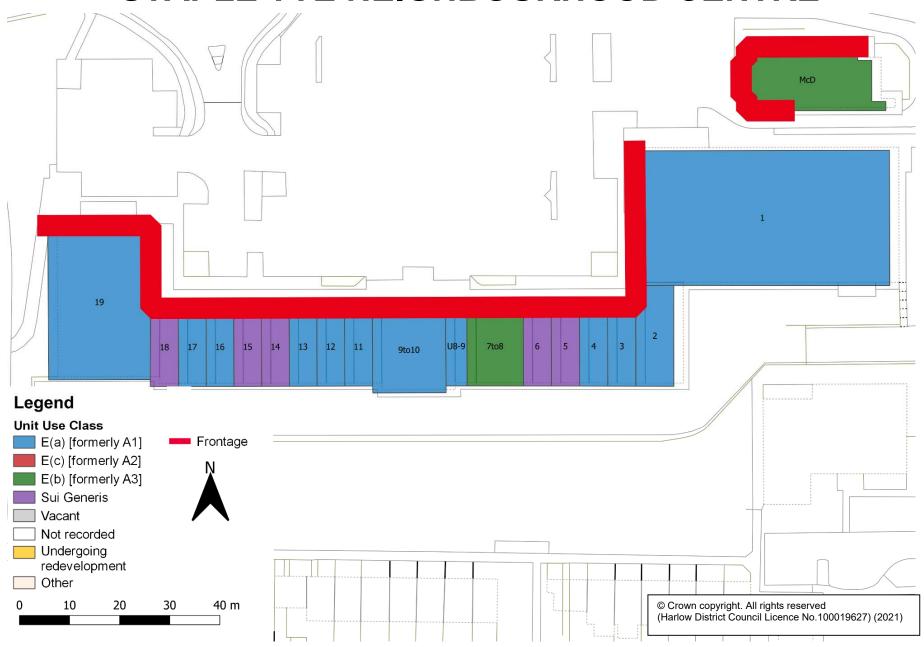


CHURCH LANGLEY NEIGHBOURHOOD CENTRE Surgery/Dentist harmacy Legend **Unit Use Class** Frontage E(a) [formerly A1] E(c) [formerly A2] E(b) [formerly A3] Sui Generis Vacant Not recorded Undergoing redevelopment Other 0 10 20 30 40 m © Crown copyright. All rights reserved (Harlow District Council Licence No.100019627) (2021)

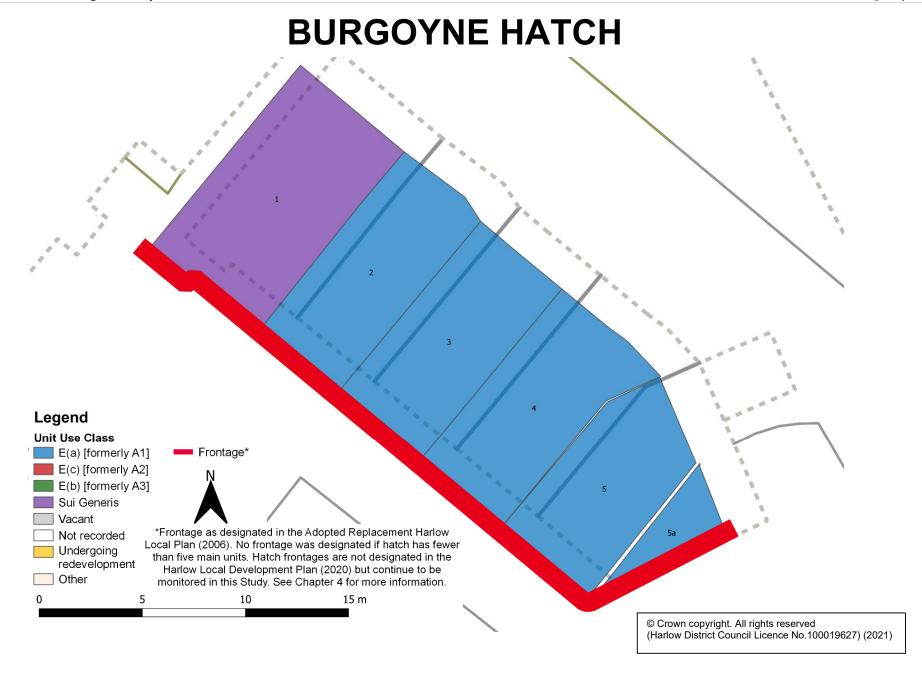
OLD HARLOW NEIGHBOURHOOD CENTRE

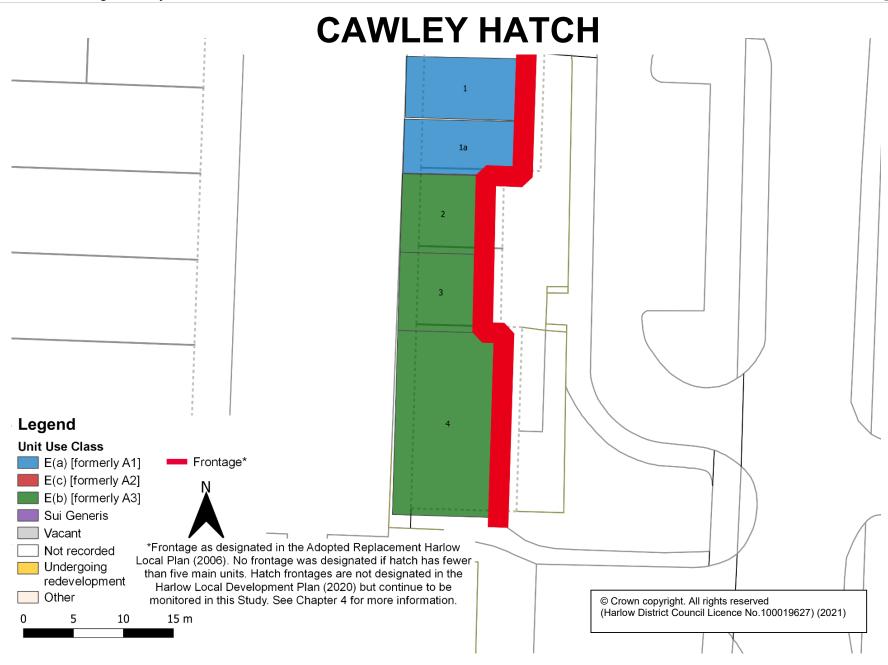


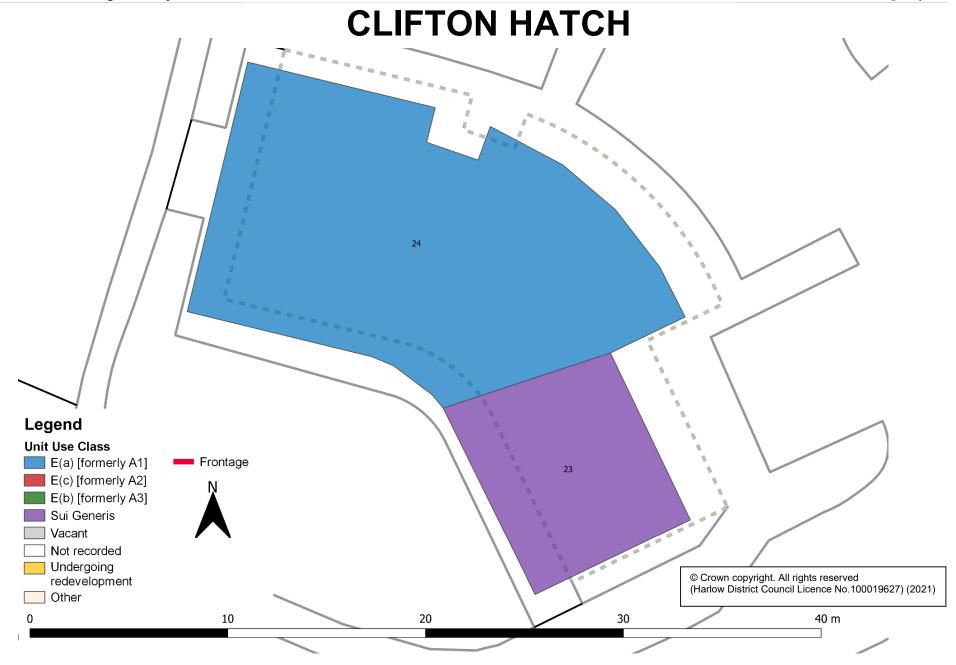
STAPLE TYE NEIGHBOURHOOD CENTRE

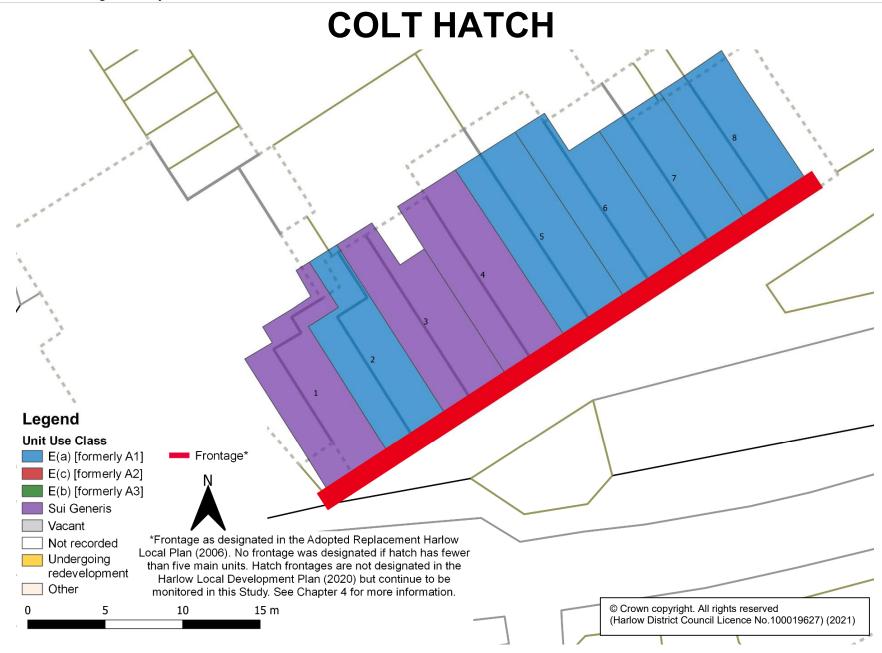


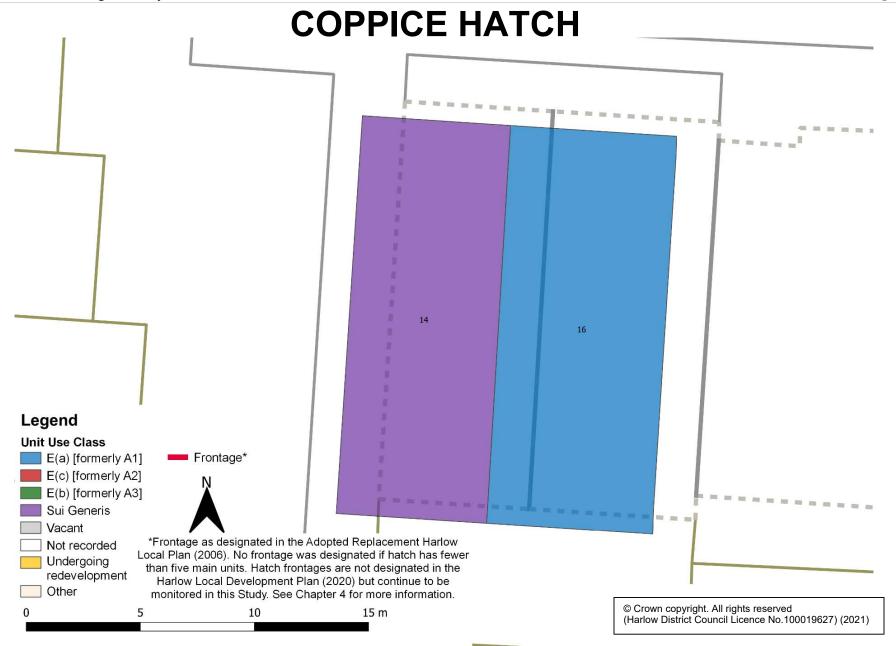


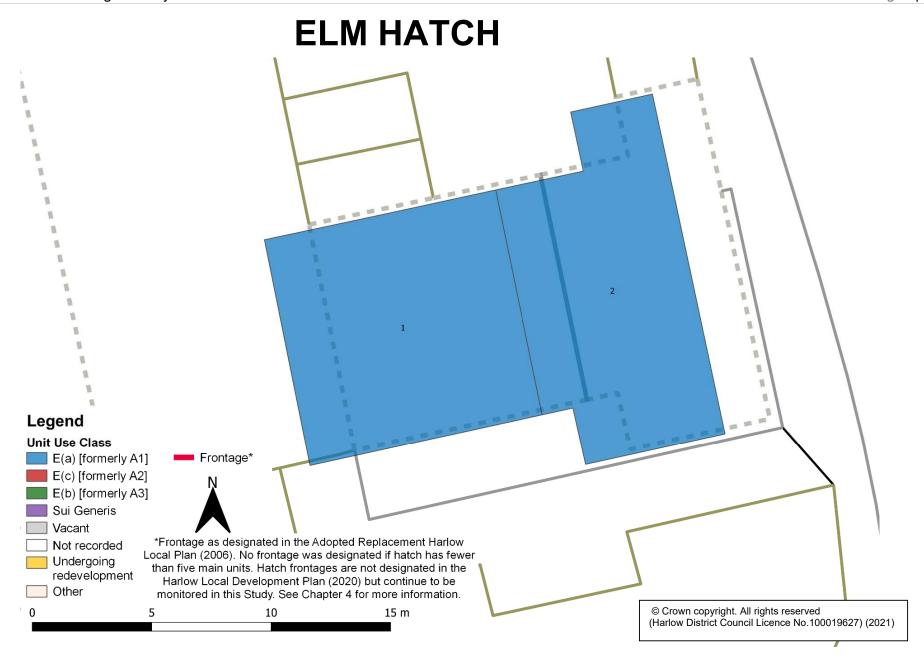


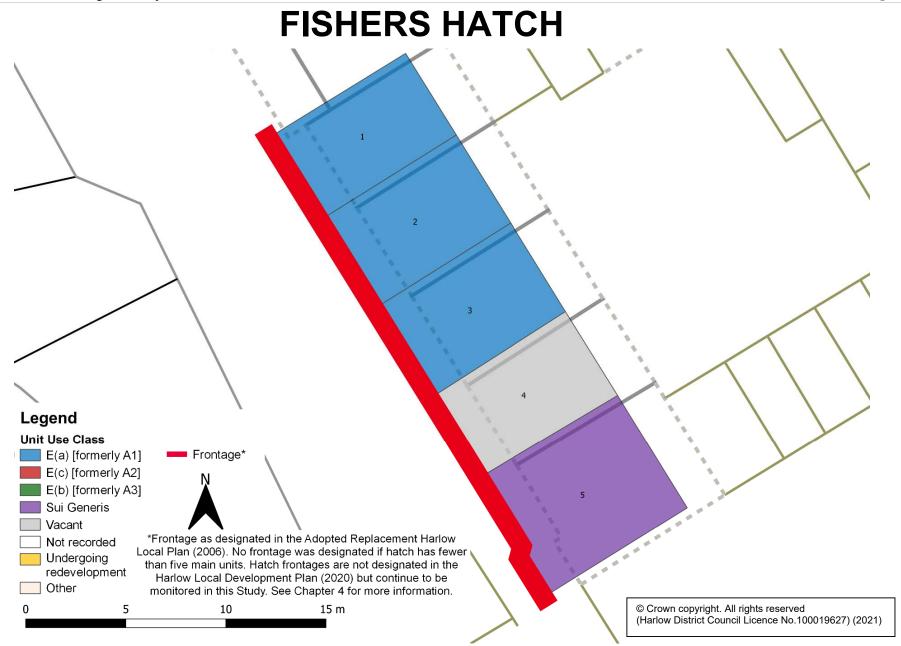




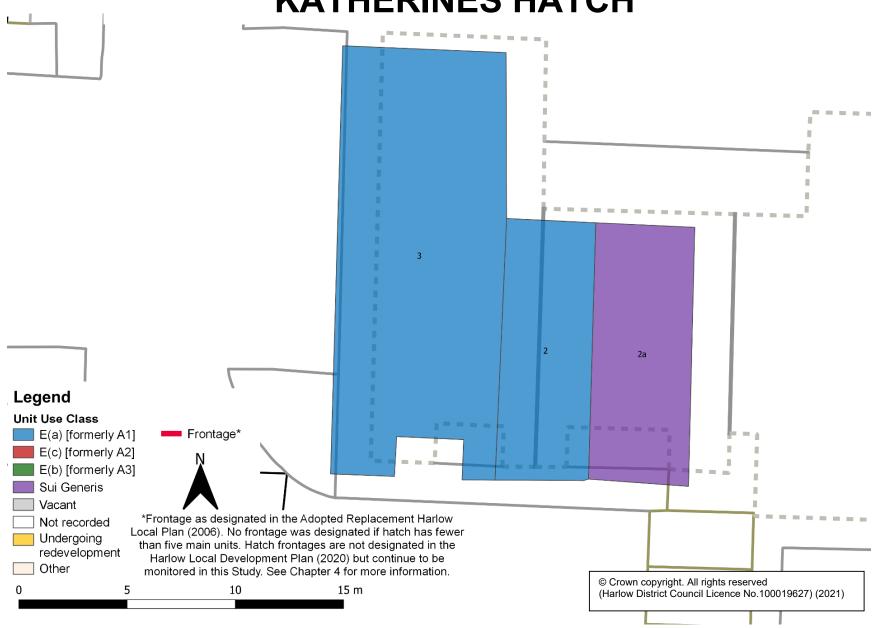


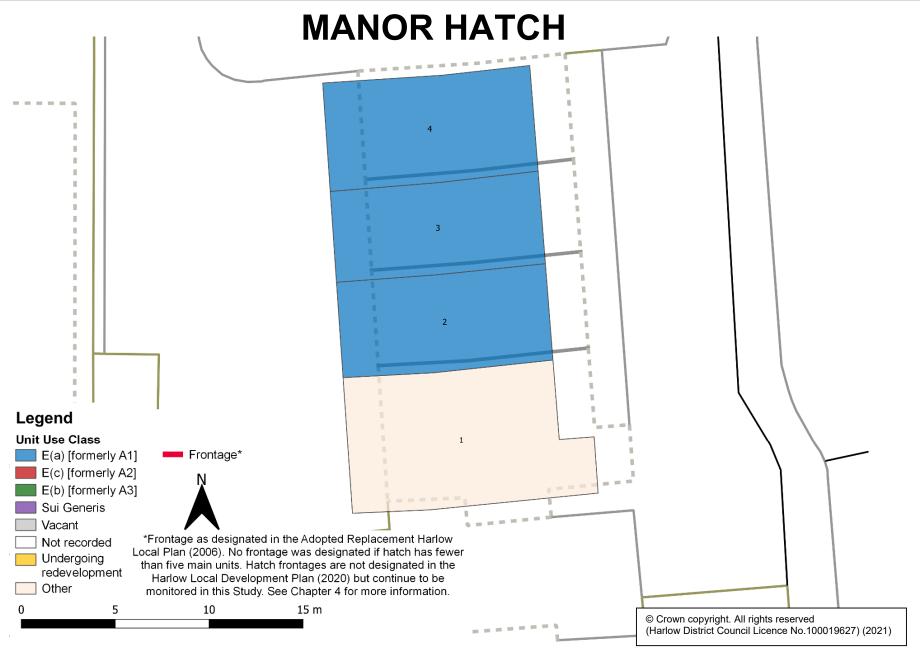




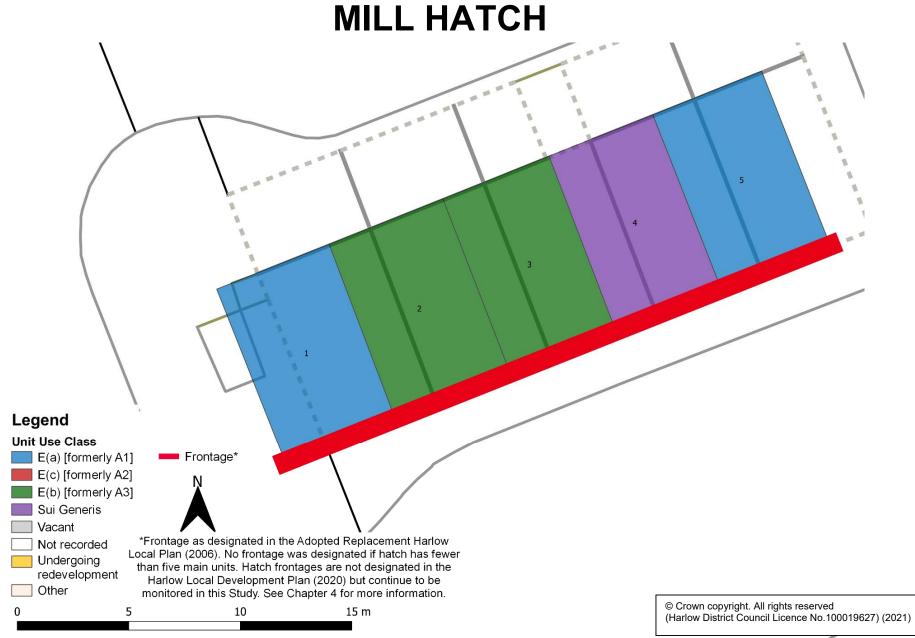


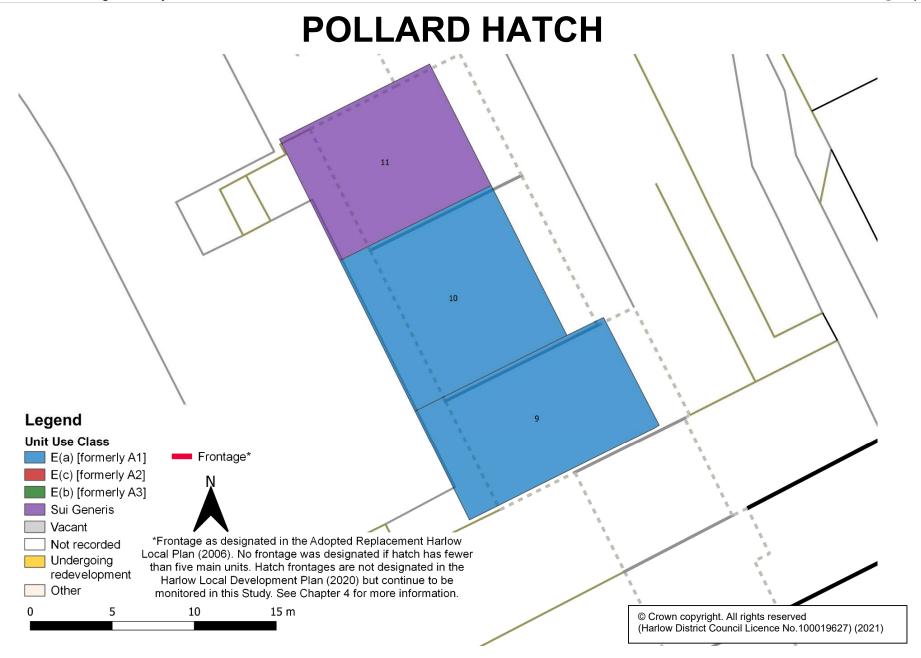
KATHERINES HATCH

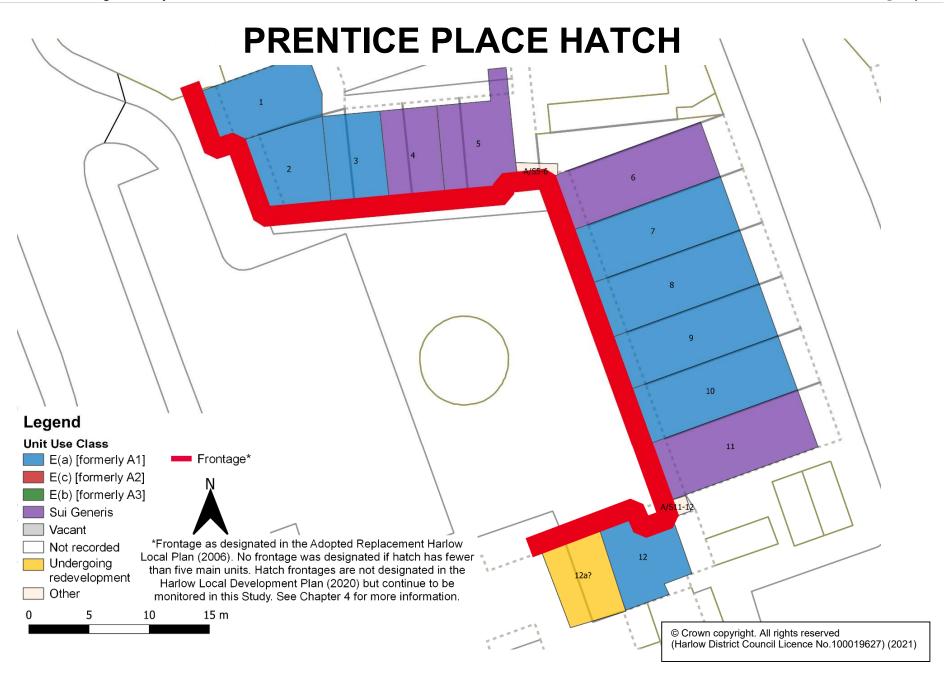


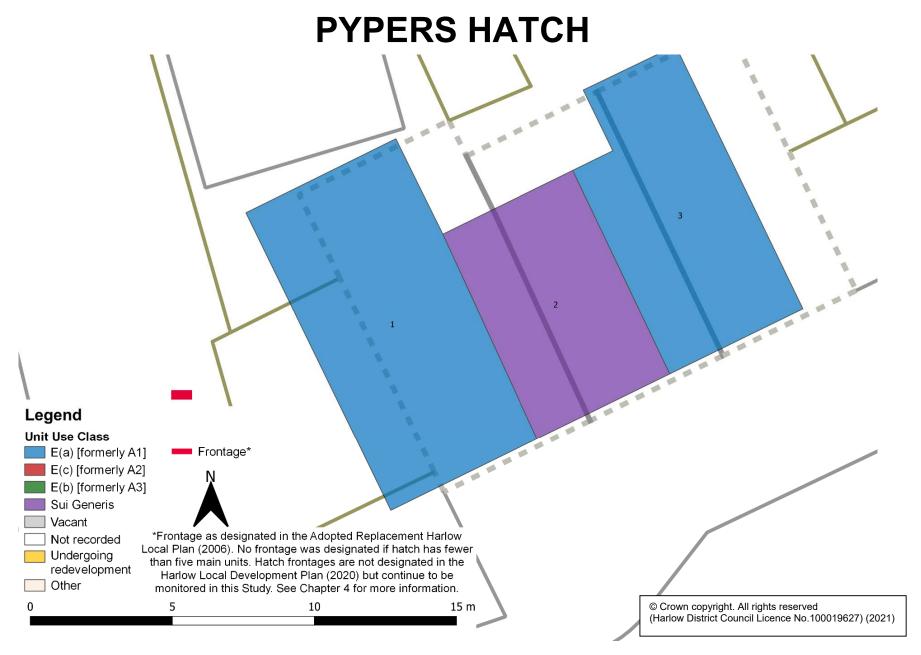


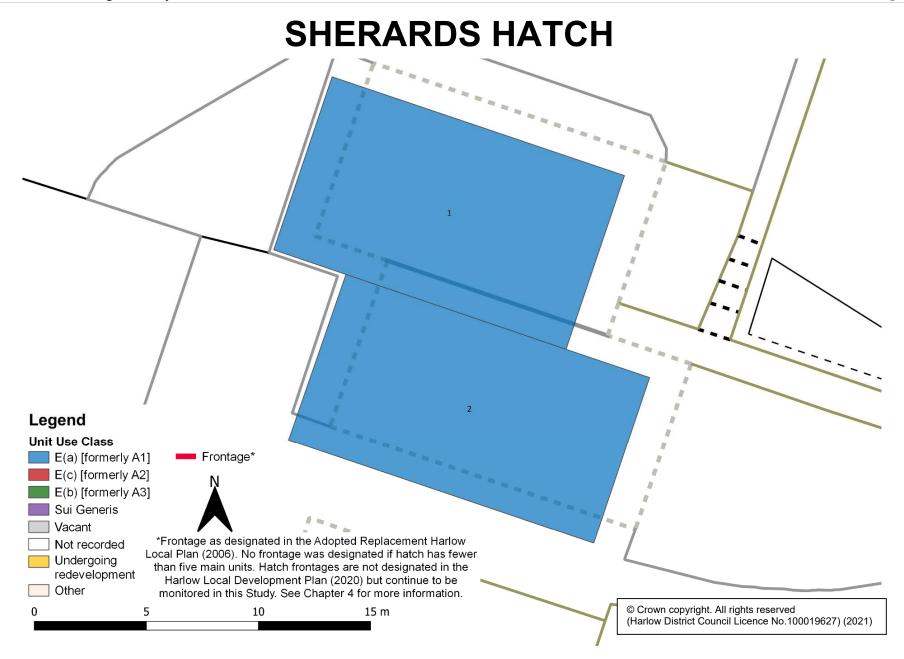
MAUNDS HATCH Legend **Unit Use Class** E(a) [formerly A1] Frontage* E(c) [formerly A2] E(b) [formerly A3] Sui Generis Vacant *Frontage as designated in the Adopted Replacement Harlow Not recorded Local Plan (2006). No frontage was designated if hatch has fewer Undergoing than five main units. Hatch frontages are not designated in the redevelopment Harlow Local Development Plan (2020) but continue to be Other monitored in this Study. See Chapter 4 for more information. © Crown copyright. All rights reserved 10 15 m (Harlow District Council Licence No.100019627) (2021)











SLACKSBURY HATCH Frontage* A1] A2] ■ **E**(D) [tormerly A3] Sui Generis Vacant *Frontage as designated in the Adopted Replacement Harlow Not recorded Local Plan (2006). No frontage was designated if hatch has fewer Undergoing than five main units. Hatch frontages are not designated in the redevelopment Harlow Local Development Plan (2020) but continue to be Other monitored in this Study. See Chapter 4 for more information. 10 15 m © Crown copyright. All rights reserved (Harlow District Council Licence No.100019627) (2021)

