

Planning Committee

10am, Thursday, 19 May 2016

Supplementary Guidance: Bruntsfield/Morningside and Leith Town Centres - Finalised

Item number	8.1
Report number	
Executive/routine	
Wards	Meadows/Morningside Leith Walk Leith

Executive Summary

The purpose of this report is to seek Committee approval of the finalised Supplementary Guidance (SG) for Bruntsfield/Morningside Town Centre and Leith Town Centre. The SGs will guide the balance of uses within the town centres. They will be used to determine planning applications for the change of use of shop units to non-shop uses and help to deliver the wider placemaking agenda. In both town centres the finalised policy affords more protection for shop uses than the preferred option consulted on in the draft SGs. Once approved, the two SGs can be formally adopted as part of the development plan, supplementing the Edinburgh Local Development Plan.

Links

Coalition pledges	P15
Council outcomes	CO7 , CO8 , CO19 , CO21
Single Outcome Agreement	SO1 , SO4

Supplementary Guidance: Bruntsfield/Morningside and Leith Town Centres - Finalised

1. Recommendations

- 1.1 It is recommended that Committee:
- 1.1.1 approves Appendix 1 as the finalised Supplementary Guidance for Bruntsfield/Morningside Town Centre;
 - 1.1.2 approves Appendix 2 as the finalised Supplementary Guidance for Leith Town Centre; and
 - 1.1.3 notes that both will be adopted as part of the statutory development plan at the procedurally appropriate time, once the Edinburgh Local Development Plan has been adopted.

2. Background

- 2.1 On 3 December 2015, Planning Committee approved draft SGs for Bruntsfield/Morningside and Leith Town Centres for consultation.
- 2.2 The Second Proposed Local Development Plan (LDP) was approved on 19 June 2014 and was submitted to Scottish Ministers on 29 May 2015 for examination. The SGs aim to deliver three of the five overall LDP aims:
- to support the growth of the city economy;
 - to help ensure that the citizens of Edinburgh can get around easily by sustainable transport modes to access jobs and services; and
 - to help create strong, sustainable and healthier communities, enabling residents to enjoy a high quality of life.
- 2.3 The SGs also aim to deliver two objectives in Chapter 6 (Shopping and Leisure) of the LDP:
- to maintain the existing and proposed distribution of centres throughout the city and sustain their vitality and viability; and
 - to improve the appearance, quality and attractiveness of all centres.

- 2.4 The LDP identifies nine town centres (including the City Centre Retail Core) with their boundaries shown on the Proposals Map. It devolves the detailed policy for these centres to separate supplementary guidance. This new approach was consulted on in the LDP's Main Issues Report as a preferred option to allow a more flexible approach to meet the particular needs and characteristics of each town centre. The programme for their preparation is set out in the report on the Annual Review of Guidance to Planning Committee on 25 February 2016.
- 2.5 Statutory SG is prepared under Section 22 of the Planning etc (Scotland) Act 2006.
- 2.6 The finalised SGs will be considered as material considerations in the determination of planning applications for the change of use of shop units. Once adopted, they will form part of the statutory development plan. This will take place after the LDP is adopted. An updated timetable for the LDP is set out in a separate report to this Committee meeting.
- 2.7 Of the nine town centres, four SGs have already been prepared, consulted on and finalised (City Centre, Corstorphine, Gorgie/Dalry, and Tollcross) and a further three are programmed for preparation in 2016/17 (Nicolson Street/Clerk Street, Portobello and Stockbridge).
- 2.8 Subject to resources, the intention is to review the guidance every two years to take account of changes of use over time.
- 2.9 The SGs demonstrate the Council's requirement to apply the Scottish Government's Town Centre First Policy and the desire to promote each town centre as the heart of the community it serves and a hub for a range of activities.
- 2.10 The preparation of the development plan policy at local level relates to the Localities model being established through the Council's Transformation Programme, which encourages a stronger joined up approach to working with communities to deliver projects.

3. Main report

- 3.1 The overall aim of the SGs is to deliver the Council's strategic priorities to improve the quality of life, ensure economic vitality and build excellent places.
- 3.2 The process of preparation has included:
 - analysing the results of citywide shop surveys undertaken in 1986, 1996, 2004, 2010 and 2015, including trends in the proportion of non-shop uses and vacancy rates;
 - assessing effectiveness of existing policies in the Edinburgh City Local Plan;

- joint working with the relevant officers in Neighbourhood teams, Transport and Economic Development teams and with community council presentations;
 - analysing the 'Public Life Street Assessments' carried out by consultants (HERE+NOW) and funded by the 'Smarter Choices Smarter Places' programme; and
 - considering the responses to consultation on the draft SGs (see Consultation and Engagement section below).
- 3.3 The draft SGs included policy options and accompanying questions. The draft SG for Bruntsfield/Morningside received 37 responses and the draft SG for Leith Town Centre received 28 responses.
- 3.4 As well as receiving broad support for the preferred policy options on the basis that greater flexibility will enhance and maintain vitality, viability and occupancy rates, a number of concerns were also raised. These included:
- maintaining a level of control over those frontages identified as already exceeding one-third in non-shop use; and
 - concern over the potential increase in cafes, estate agents, bookmakers and hot food takeaways, as a result of removing the level of protection afforded to those frontages proposed to be removed.
- 3.5 The finalised SGs have adopted an approach which incorporates elements from the preferred and alternative policy options. In doing so, it is considered that the finalised SG addresses a number of concerns raised during the consultation.
- 3.6 There was broad support in both town centres for continuing to not allow conversion of shop units to residential use.
- 3.7 The consultation asked for views on the existing town centre boundaries, as defined in the LDP Proposals Map.
- 3.8 Responses relating to potential boundary changes at Bruntsfield/Morningside included:
- extending the boundary to include side streets such as the north side of Colinton Road, top of Viewforth, and Belhaven Terrace; and
 - amalgamating the town centre with Comiston Road Local Centre.
- 3.9 Responses relating to potential boundary changes at Leith included:
- extending the boundary to include side streets such as Albert Street and Henderson Street; and
 - extending the boundary along Duke Street and down Constitution Street to Bernard Street.
- 3.10 Procedurally there is no scope to make such changes to this LDP. However, these suggestions for changes to the town centre boundary will be considered during the preparation of the next LDP.

- 3.11 The draft SGs identified development opportunity areas and sites in and around the town centres and options for how they could be developed. There was broad support for these in both town centres.
- 3.12 In finalising the SGs, consideration was given to the findings of the 'Public Life Street Assessment' carried out by consultants, HERE+NOW. For each of the town centres, an analysis of the place and movement function has led to the development of three overarching aims, incorporating development principles that can be applied to the town centre as a whole, including all potential opportunity areas.
- 3.13 For Bruntsfield/Morningside Town Centre, the three overarching aims are:
- prioritise pedestrian and cycle movement;
 - promote and facilitate staying times by making environmental improvements, which would enhance visual interest and comfort within the public realm; and
 - ensure a mix of uses to meet the needs and demands of the population, thus maintaining it as a destination for both shopping and leisure activities that extend into the evening.
- 3.14 For Leith Town Centre, the three overarching aims are:
- promote place by maximising Leith Town Centre's contribution to an active public street life, encouraging people to spend longer in the town centre by enhancing the comfort, interest and quality of the public realm;
 - facilitate movement and increase footfall by prioritising pedestrians and cyclists over cars; and
 - create a destination that provides a vibrant mix of shopping and other town centres services for residents and visitors.
- 3.15 The finalised SGs will be used to determine planning applications for the change of use of shop units to non-shop uses, and by identifying a vision for each of the town centres, they will also help to deliver the wider placemaking agenda.
- 3.16 In this regard, it is envisaged that the SGs will also be used by the Locality Teams and Neighbourhood Partnerships in supporting their Locality Improvement Plans by identifying key priorities.

4. Measures of success

- 4.1 The vitality and viability of the two town centres are preserved and enhanced. A clear, consistent and adaptable policy context is provided to communities and businesses. Local priorities for the centres are expressed in the relevant part of the development plan as an outcome of locally-focused policy formulation.

5. Financial impact

- 5.1 The money for the 'Public Life Street Assessment' has come from the Smarter Choices Smarter Places programme, which is 50% Scottish Government funding and 50% Council and partners match. The assessment itself is 100% funded by the Scottish Government grant fund aspect of this programme. This funding is secured and confirmed and the consultant's fee is under £25,000.

6. Risk, policy, compliance and governance impact

- 6.1 There are no perceived risks associated with this report.

7. Equalities impact

- 7.1 The impacts of this report in relation to the Public Sector Equalities Duty and the ten key areas of rights have been considered. The report has no significant direct impact on the Council's three equalities duties. The SG will have positive impacts on rights. The process of preparing the SG enhances the rights to participation, influence and voice by allowing people to participate in the formation of policy. The Guidance will enhance the rights to health, physical security and standard of living.

8. Sustainability impact

- 8.1 The proposals in this report will:
- reduce carbon emissions because they support and provide local services in sustainable locations, reducing the need for travel;
 - increase the city's resilience to climate change impacts because supporting town centres reduces the need to travel for services;
 - help achieve a sustainable Edinburgh because town centres are places for social and economic interaction, and fostering their vitality and viability will protect their identity within our communities;
 - help achieve a sustainable Edinburgh because it supports the town centres where many local businesses choose to locate; and
 - help achieve a sustainable Edinburgh because they promote the continued use of shop units in beneficial use.
- 8.2 A Strategic Environment Assessment (SEA) screening process determined that a full assessment was not required for either SG.

9. Consultation and engagement

- 9.1 The principle of preparing SGs for town centres was consulted on through the LDP process. Nine representations relating to the issue are being considered through the LDP examination. The SGs are being prepared in anticipation of the LDP, and they will not be formally adopted until the LDP examination outcome is known and the LDP itself has been adopted.
- 9.2 Throughout the project to date, engagement has taken place involving the relevant Neighbourhood Teams, the Transport and Economic Development services, and community councils.
- 9.3 The consultation period ran for six weeks between 5 January and 16 February 2016. During this time, the [draft SG for Bruntsfield/Morningside](#) and [draft SG for Leith](#) were available on the Council's Consultation Hub.
- 9.4 For Bruntsfield/Morningside, two drop-in events were held at Morningside Library on 19 and 23 January. For Leith, two drop-in events were held at McDonald Library on 26 and 30 February. In total, 1,272 letters, emails and advertisement posters were sent to community councils, amenity bodies, and local businesses.
- 9.5 A summary of the consultation responses are set out in Appendix 3.
- 9.6 Additionally, consultation took place with the city's Access Panel.

10. Background reading/external references

- 10.1 [Annual Review of Guidance report](#) to Planning Committee (27 February 2014)
- 10.2 Edinburgh Local Development Plan [Main Issues Report](#) (October 2011)
- 10.3 [Local Development Plan - Second Proposed Plan](#) (June 2014)
- 10.4 [Supplementary Guidance: Bruntsfield/Morningside and Leith Town Centres – drafts for consultation report](#) to Planning Committee (3 December 2015)
- 10.5 [Draft Supplementary Guidance – Bruntsfield/Morningside Town Centre](#) (December 2015)
- 10.6 [Draft Supplementary Guidance – Leith Town Centre](#) (December 2015)
- 10.7 Public Life Street Assessments (December 2015)

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11. Links

Coalition pledges	P15 Work with public organisations, the private sector and social enterprise to promote Edinburgh to investors
Council outcomes	CO7 Edinburgh draws in new investment in development and regeneration CO8 Edinburgh's economy creates and sustains job opportunities CO19 Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm CO21 Safe – Residents, visitors and businesses feel that Edinburgh is a safe city.
Single Outcome Agreement	SO1 Edinburgh's economy delivers increased investment, jobs and opportunities for all SO4 Edinburgh's communities are safer and have improved physical and social fabric
Appendices	Appendix 1 Town Centre Supplementary Guidance – Bruntsfield/Morningside - Finalised Appendix 2 Town Centre Supplementary Guidance - Leith – Finalised Appendix 3 Summary of consultation responses



Bruntsfield/Morningside Town Centre

Supplementary Guidance

May 2016

CONTENTS

1. Introduction
2. Bruntsfield/Morningside Town Centre – Key Findings
3. The Vision for Bruntsfield/Morningside
4. Retail Policies
5. Links to other policies and guidance
6. Definitions
7. Map 1 & 2

1. INTRODUCTION

The Supplementary Guidance has been prepared in accordance with **Policy Ret 8: Alternative Use of Shop Units in Defined Centres**, in the Local Development Plan (LDP) and applies to all shop units within the town centre. It aims to deliver two LDP objectives set out in Chapter 6 (Shopping and Leisure) of the Plan:

- To maintain the existing and proposed broad distribution of centres throughout the city and sustain their vitality and viability;
and
- To improve the appearance, quality and attractiveness of all centres.

The Supplementary Guidance has been informed by the 'Public Life Street Assessment' carried out by design consultants, HERE+NOW, which explored how the town centre should evolve to maximise the potential for benefitting public life.

2. BRUNTSFIELD/MORNINGSIDE TOWN CENTRE – KEY FINDINGS

Bruntsfield/Morningside is one of Edinburgh's nine town centres (including the City Centre). It is defined, protected and promoted as the heart of the community and a hub for a wide range of activities from shopping to leisure. Bruntsfield/Morningside Town Centre (defined in Map 1 and 2 on page 17-18) is located along a main arterial route leading south from the City Centre. The boundary starts at the junction of Leamington Terrace/Bruntsfield Place and continues down to the bottom of Morningside Road, taking in side streets like Church Hill Place and a part of Colinton Road.

Bruntsfield/Morningside is densely populated, with a population of over 10,000 within easy walking distance of the town centre. The area is historic in character, with a number of listed buildings and the majority of the town centre is located within Marchmont, Meadows and Bruntsfield, Merchiston and Greenhill, and Morningside Conservation Areas.

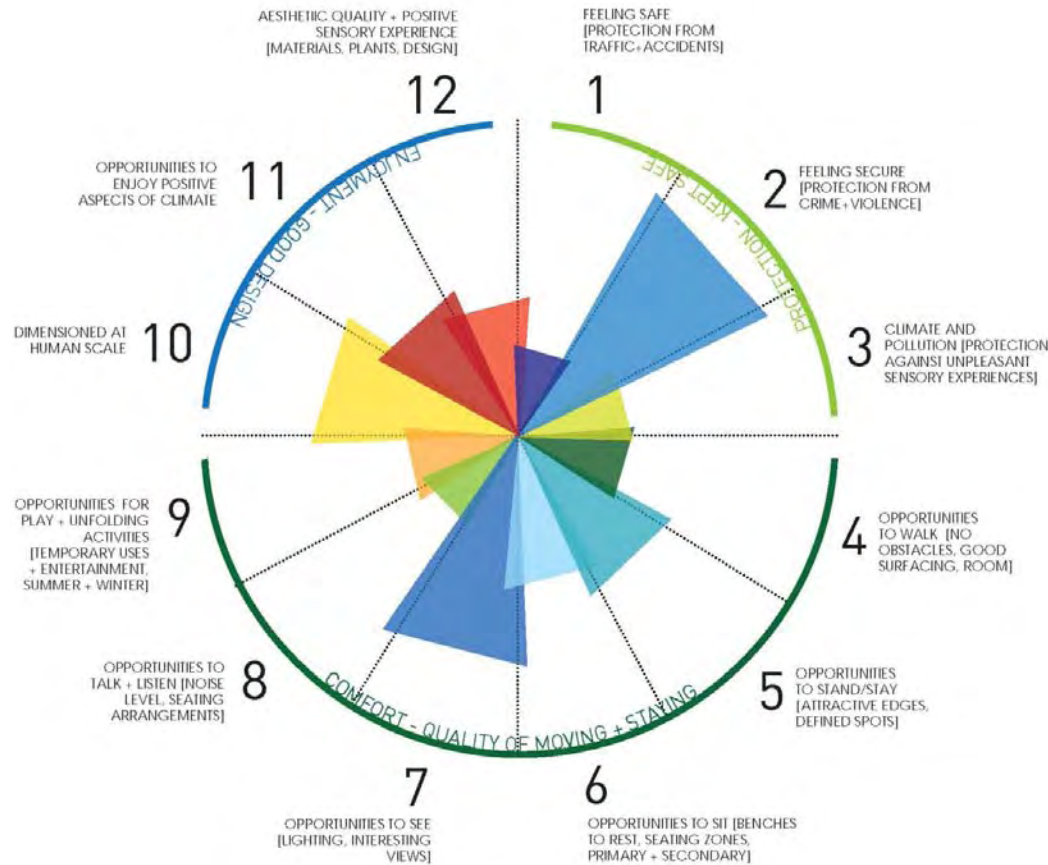
Public Life Street Assessment

A systematic methodology using direct observation techniques (pedestrian counts, behavioural mapping and tracing studies) was used to assess both the place and movement function of Bruntsfield/Morningside Town Centre. The results are summarised below and in the accompanying graphics.

Place Function Analysis

As identified in the image below, Bruntsfield and Morningside Town Centre has a mix of place function scores, with some very high, for example feeling secure, and some very low, such as feeling safe from traffic and opportunities to walk. The diversity of small scale shops provide visual interest and a desire to stop and stay, particularly where awnings provide shelter. However, narrow

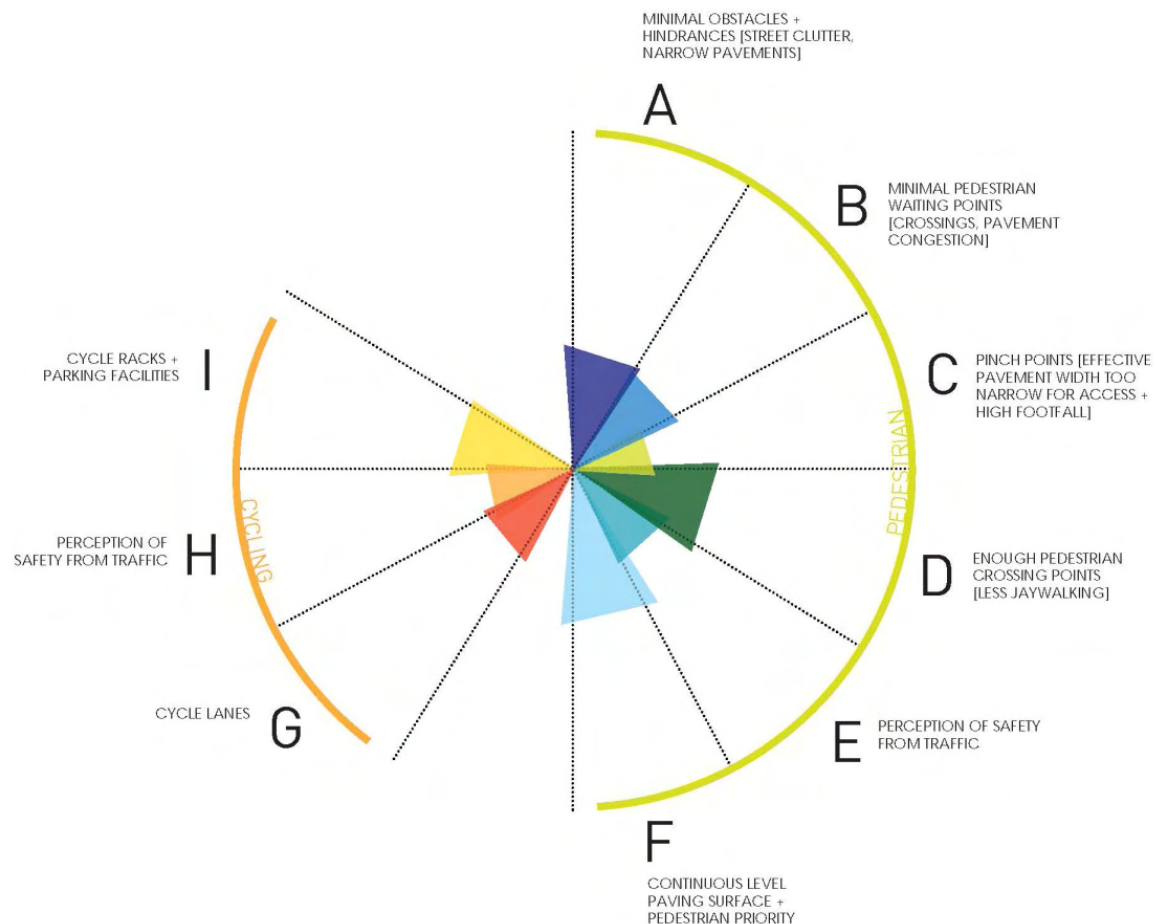
pavements and limited opportunities to sit often restrict people’s desire to stop and stay. Likewise, although there are many high points along the street which offer views to the Pentlands, there are little opportunities to appreciate these.



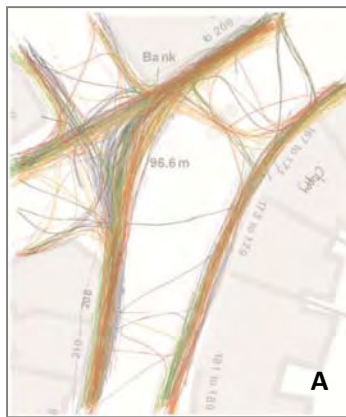
Pedestrian Movement Function

As identified in the image below, Bruntsfield/Morningside Town Centre scored poorly for movement function, both for pedestrians and cyclists. These low scores are the result of narrow pavements, street clutter, poor material surfaces, poor drainage, and a lack of cycle facilities and pedestrian priority. Narrow pavements, heavy peak footfall and long waiting times at crossing points result in

significant pedestrian congestion in many places throughout the town centre. This often results in incidences of jaywalking, single file walking and frequently stepping out into the road to avoid people and obstacles.



The map and images on the following page show the observational tracing studies carried out at the five locations (A-E) within the town centre boundary. The tracing studies mark pedestrian movement lines. As these build up, pedestrian desire lines and highly trafficked routes become more obvious, giving a graphical representation of the volume and direction of pedestrian movement.



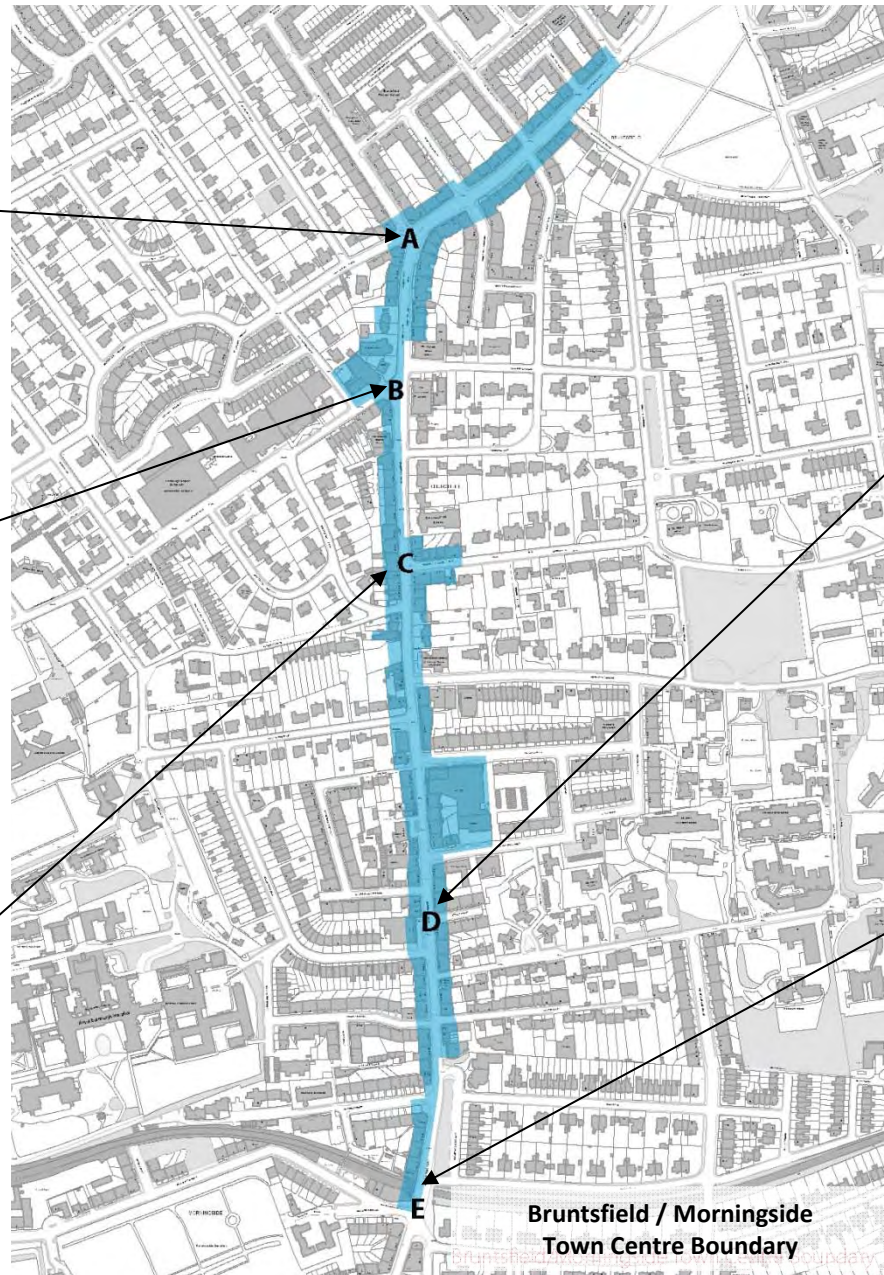
A



B



C



Bruntsfield / Morningside
Town Centre Boundary



D

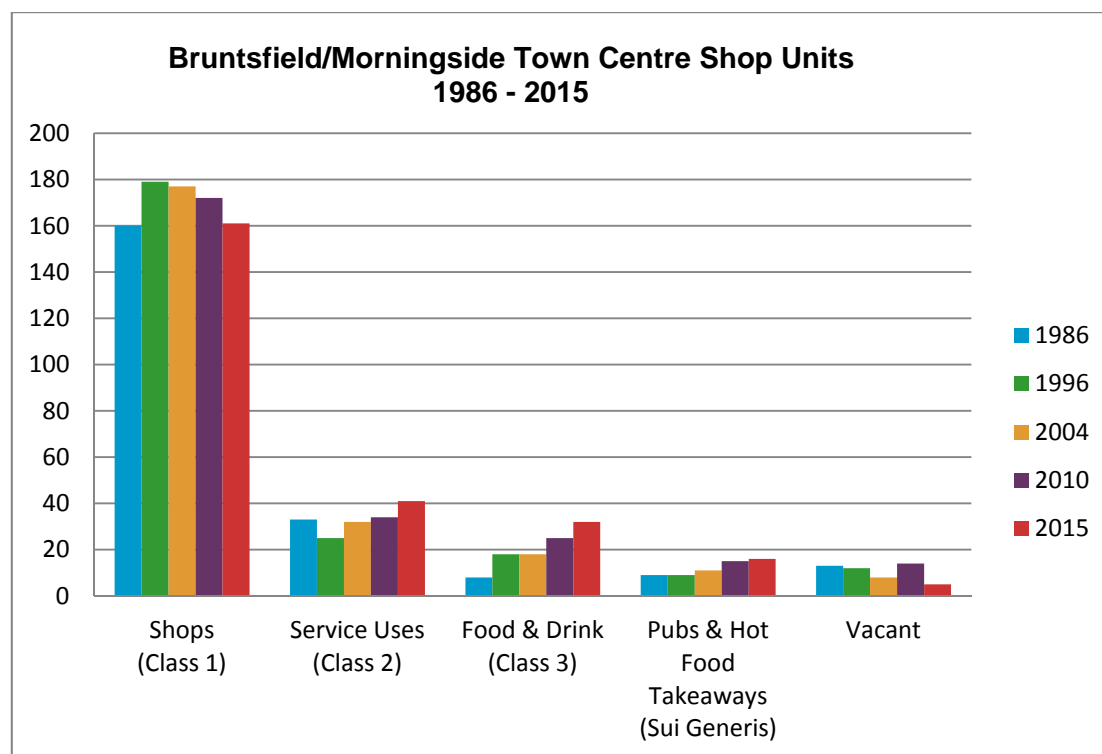


E

From approximately March 2017, Bruntsfield/Morningside will introduce a 20mph speed limit, which is currently being rolled out across the city. Reduced traffic speed will improve the sense of security for pedestrians and cyclists. Since the Public Life Street Assessment was carried out, the town centre has also benefitted from the [trade waste policy](#) that only allows trade waste to be presented on the street/outside premises for one-hour within set collection windows. This has significantly reduced pavement clutter and improved pedestrian movement at peak times, for example commuter times and during lunch breaks.

Shops and other town centre uses

Similar to Edinburgh's other town centres, the shop units are predominantly ground floor units under traditional tenemental housing. Where a unit is used as a shop it is necessary to get planning permission from the Council to change to another use. However, the planning system cannot control what goods shops are selling, nor can it control which company occupies a shop. National retailers such as Boots and Superdrug are commonplace, but a good proportion of retail units are occupied by up-market independent operators. There are also a number of smaller supermarkets within the town centre, Marks & Spencers Simply Food and a large Waitrose. The mix of uses has been monitored in [city-wide shop surveys](#) periodically undertaken since 1986. As identified in the chart below, the survey shows a steady increase in other town centre uses. It also shows a steady decrease in the vacancy rates. The vacancy rate is 2%, which is significantly below the Edinburgh average of 7% and below the national average which is between 9 and 13%.



Notwithstanding the number of shop uses, the area also benefits from having a number of community, leisure and public uses located within and in close proximity, such as Bruntsfield Links, Morningside Library, Dominion Cinema, Church Hill Theatre, a number of health centres and the Eric Liddell Centre, which operates a range of caring services, educational courses, and activities for the community. As a result of the mix of uses, employment in Bruntsfield/Morningside Town Centre is high at 4,900. Re-letting potential is also high, with vacancy rates being consistently low. Rents have increased or remained stable over recent years. The retail rent (2 years ending September 2015) is £24/sq ft; the highest of all eight town centres (excluding the city centre) and double that of Leith and Portobello.

3. THE VISION FOR BRUNTSFIELD/MORNINGSIDE

There is great potential to improve the movement and place function of Bruntsfield/Morningside Town Centre. Three key overarching aims have been identified for the town centre as a whole. Both the Planning and Transport Service and Localities team should endeavour to apply these, where appropriate. External parties should consider these when submitting planning applications.

AIM 1 - Prioritise pedestrian and cycle movement

- a) Improve connections with the wider active travel network as identified on Map 1 and 2.
- b) Increase opportunities for cycle parking facilities at key points along the town centre.
- c) Simplify complex pedestrian crossings at key junctions, for example Holy Corner.
- d) As part of the Capital Renewals Program and in line with Edinburgh's Street Design Guidance, explore the potential to move the kerbs to make pavements wider and carriageways narrower.
- e) Minimise appropriate pavement displays and other street clutter as identified in any relevant street audits prepared by the Council or Living Streets.
- f) Explore the opportunities of redesigning key junctions that currently present a barrier to pedestrian movement, for example Holy Corner, where the semi public space outside Bank of Scotland provides an opportunity for new civic space with seating, green space, and cycle racks.

AIM 2 - Promote and facilitate staying times by making environmental improvements, which would enhance visual interest and comfort within the public realm

- a) Incorporate and enhance natural and built features where they can contribute positively to new development, for example the former listed police box, the South Suburban railway line, any existing pedestrian links, and private/public open spaces.

- b) Ensure active frontages to the street by prohibiting the change of use from shop use to residential in ground floor units.
- c) The mix of uses at ground floor level must seek to activate the building, by providing glazing which will allow for natural surveillance and interaction to take place between the building and outdoor space.
- d) Support high quality shopfront design that complies with the Council's Guidance for Businesses, and the Listed Building and Conservation Area Guidance.
- e) Maximise opportunities for formal and informal outdoor seating incorporating shelter in the form of trees, planters or shop front awnings.
- f) Open up existing private open space, for example at Hermitage Terrace, to enable it to function as part of the town centre.
- g) Retain existing frontage set-backs along Morningside Road, as part of future redevelopment opportunities, to provide for flexible pedestrian priority spaces with opportunities for outdoor markets on an otherwise very linear and narrow street. For example at Belhaven Terrace (Bank of Scotland), Morningside Park (M&S Simply Food/Superdrug), Falcon Avenue (Waitrose), Balcarres Street (Bank of Scotland) and Hermitage Terrace (Post Office).

AIM 3 - Ensure a mix of uses to meet the needs and demands of the population, thus maintaining it as a **destination for both shopping and leisure activities that extend into the evening**

- a) Planning applications for a change of use from a shop to a non-shop use must comply with the policies set out in Section 4.
- b) Opportunities should be considered for promoting residential use above shop units in any new development or redevelopment schemes within and on the edge of the town centre boundary, for example the M&S Simply Food/Superdrug, Post Office and Bank of Scotland buildings along Morningside Road.
- c) Where pavements are wider and there are clusterings of food and drink uses, outdoor seating permits should be encouraged.
- d) Support class 3 food and drink use on corner units where there is opportunity to activate the public street life.

4. RETAIL POLICIES

The three policies below ([Policy BM 1](#), [Policy BM 2](#) and [Policy BM 3](#)) set out when a shop unit can change from a shop use to a non-shop use.

Policy BM 1 – Alternative Use of Shop Units in Primary Frontages

In the Primary Frontages, defined in [Table 1](#) (see Map 1 and Map 2), the change of use of a shop unit to a non-shop use will be permitted, provided:

- a) as a result of permitting the change of use, **no more than one third** of the total number of units in the frontage will be in non-shop use; and
- b) the proposal is for an appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability.

Table 1 : Primary Frontages
20 - 104 Morningside Road
179 - 235 Morningside Road
200 - 372 Morningside Road
237 - 265 Morningside Road
132 - 174 Bruntsfield Place & 2 Bruntsfield Avenue
176 - 206 Bruntsfield Place
103 - 129 Bruntsfield Place
131 - 141 Bruntsfield Place

Policy BM 2 – Alternative Use of Shop Units in Secondary Frontages

In the Secondary Frontages, defined in **Table 2** (see Map 1 and Map 2), the change of use of a shop unit to a non-shop use will be permitted provided:

- a) as a result of permitting the change of use, **no more than half** of the total number of units in the frontage will be in non-shop use; and
- b) the proposal is for an appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability.

Table 2 : Secondary Frontages
78 - 130 Bruntsfield Place
145 - 177 Morningside Road

Policy BM 3 – Alternative Use of Shop Units Elsewhere in Bruntsfield/Morningside Town Centre

For those locations not within a ‘frontage’, but elsewhere within the Bruntsfield/Morningside Town Centre boundary, a change of use from a shop to a non-shop use will be permitted provided a proposal is:

- Class 2 – financial, professional or other services
- Class 3 – food and drink uses
- An appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability

5. LINKS TO OTHER POLICIES AND GUIDANCE

Other relevant policies in the Local Development Plan include:

- Ret 2 Town Centres;
- Ret 10 Food and Drink Establishments; and
- Hou 7 Inappropriate Uses in Residential Areas

Policy Ret 2 generally supports shop uses in town centres. Policies Ret 10 and Hou 7 consider the impact of proposals on nearby residents, such as public houses and hot-food takeaways.

One-Door Approach

The One Door Approach to Development Consents aims to give the customer all the information they need at the start of the development process. Food and drink, public house and hot-food takeaway uses will often require other consents and are subject to separate controls by licensing for:

- Alcohol
- Hours of operation
- Outdoor pavement seating

For more information on these, see the Council's website on the One Door Approach to development consents, the Council's Guidance for Businesses or contact the Business Gateway.

Edinburgh Street Design Guidance

Edinburgh's new Street Design Guidance brings together previously separate CEC guidance on street design to achieve coherence and co-ordination across the city, with the ultimate goal of providing the people of Edinburgh with a world-class network of vibrant, safe, attractive, effective and enjoyable streets. The guidance will apply to a range of Council services who manage streets for various purposes.

Edinburgh Design Guidance

The Edinburgh Design Guidance sets out the Council's expectations for the design of new development in Edinburgh. The guidance is intended for all new buildings and should be used as a point of reference, a basis for the planning, design and communication of new development proposals and a material consideration in assessing planning applications. It aims to provide guidance on how to comply with the policies in the local plans, explain the key ideas which need to be considered during the design process, give examples of good quality design, and set out the requirements for design and access statements.

6. DEFINITIONS

Class 1 shop use - A unit used for the sale of goods to visiting members of the public, for example, post office, sale of tickets, cold food for consumption off the premises, and hairdressing.

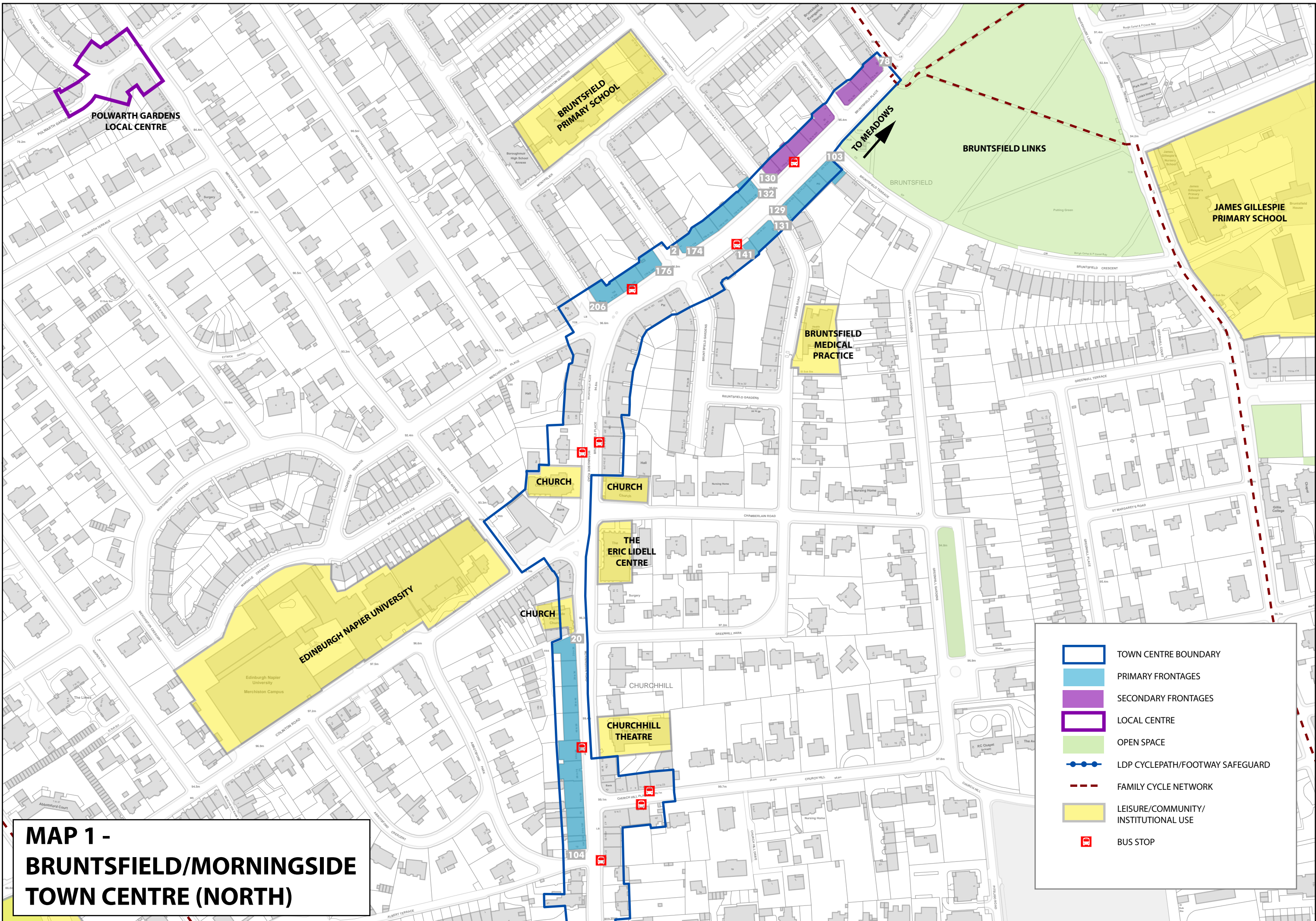
Shop unit - Premises opening directly onto the street and designed primarily for shop use.

Non-shop uses - Changing a shop to a non-shop use is known as a 'change of use' and will always require planning permission.










Examples of non-shop uses are:

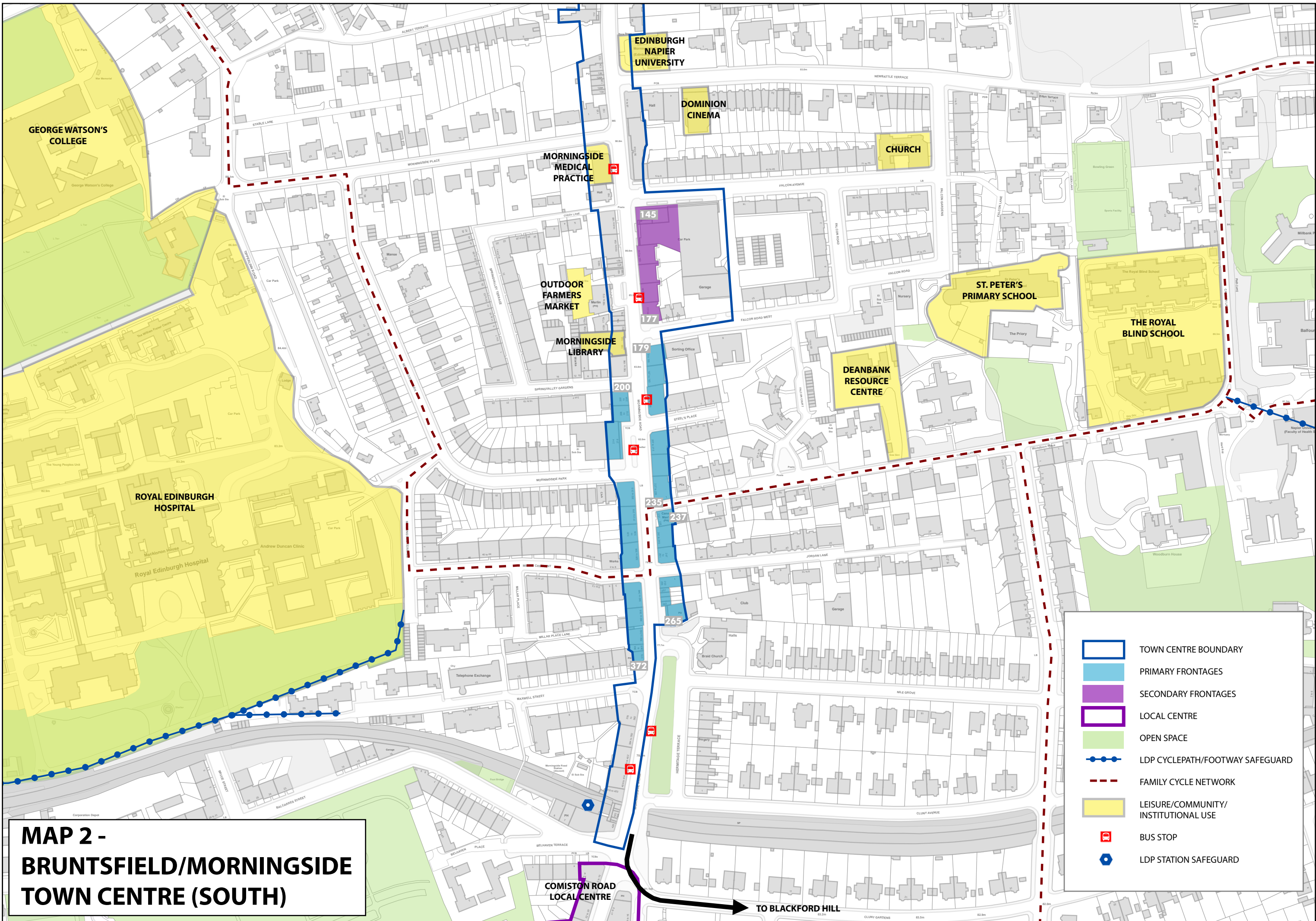
- **Class 2 Service Uses** – lawyers, accountants, estate agents, health centres, tanning salons, betting shops and pawn brokers.
- **Class 3 Food and Drink** (consumed on premises) – restaurant, cafe, snack bar (not a public house or hot food take-away).
- Pubs and hot food takeaways are classified as **Sui Generis**.

Some changes of use are permitted development, for example, a cafe (Class 3) being turned into a shop unit (Class 1). The Scottish Government Circular 1/1998 contains guidance on use classes.













**MAP 1 -
BRUNTSFIELD/MORNINGSIDE
TOWN CENTRE (NORTH)**

	TOWN CENTRE BOUNDARY
	PRIMARY FRONTAGES
	SECONDARY FRONTAGES
	LOCAL CENTRE
	OPEN SPACE
	LDP CYCLEPATH/FOOTWAY SAFEGUARD
	FAMILY CYCLE NETWORK
	LEISURE/COMMUNITY/ INSTITUTIONAL USE
	BUS STOP



**MAP 2 -
BRUNTSFIELD/MORNINGSIDE
TOWN CENTRE (SOUTH)**

-  TOWN CENTRE BOUNDARY
-  PRIMARY FRONTAGES
-  SECONDARY FRONTAGES
-  LOCAL CENTRE
-  OPEN SPACE
-  LDP CYCLEPATH/FOOTWAY SAFEGUARD
-  FAMILY CYCLE NETWORK
-  LEISURE/COMMUNITY/ INSTITUTIONAL USE
-  BUS STOP
-  LDP STATION SAFEGUARD



Leith Town Centre

Supplementary Guidance

May 2016

CONTENTS

1. Introduction
2. Leith Town Centre – Key Findings
3. The Vision for Leith
4. Retail Policies
5. Links to other policies and guidance
6. Definitions
7. Map 1 & 2

1. INTRODUCTION

The Supplementary Guidance has been prepared in accordance with **Policy Ret 8: Alternative Use of Shop Units in Defined Centres**, in the Local Development Plan (LDP) and applies to all shop units within the town centre. It aims to deliver two LDP objectives set out in Chapter 6 (Shopping and Leisure) of the Plan:

- To maintain the existing and proposed broad distribution of centres throughout the city and sustain their vitality and viability;
and
- To improve the appearance, quality and attractiveness of all centres.

The Supplementary Guidance has been informed by the 'Public Life Street Assessment' carried out by design consultants, HERE+NOW, which explored how the town centre should evolve to maximise the potential for benefitting public life.

2. LEITH TOWN CENTRE – KEY FINDINGS

Leith Town Centre is one of Edinburgh’s nine town centres (including the City Centre Retail Core) defined, protected and promoted as the heart of the community and a hub for a wide range of activities from shopping and providing local services and as a leisure destination. Leith Town Centre (defined in Map 1 and 2) starts just to the north of the city centre and follows Leith Walk north to take in parts of Great Junction Street, Duke Street and the Kirkgate. Leith Walk has evolved from a historic route that led from the Port of Leith to the city to a main arterial route into the city centre, most of the town centre is with either the Leith Conservation Area or the New Town Conservation Area.

Leith Ward has the highest population density in the city and is one of the most densely populated areas in the UK. There are over 16,000 residents that are within an easy walking distance of the town centre boundary (see map 1 and 2). The resident population and visitors to Leith are set to increase with the following developments:

- Four new dedicated student accommodation blocks (two of which include new shop units);
- New housing at Tennant Street and Brunswick Road;
- Proximity to the Edinburgh St. James development and new hotel at Baxter Place;
- Commitment to extending the Tram line to Newhaven.

Leith Town Centre is the subject of an extensive road and public realm renewal programme, referred to as the ‘Leith Programme’. Funded by the Council and Sustrans, it is focussed on delivering high quality public realm, focussing on walking, cycling, public transport and street life along Leith’s principal street. The first three phases are complete, with further phases subject to

consultation. From March 2017 the 20mph programme will be introduced in the Leith area. Reduced traffic speed will improve the sense of security for pedestrians and cyclists.

The average quoting retail rent (2 years ending Sep 2015) (£/sq ft) is £12 which, along with Portobello, is the lowest rent in the city and equates to half the rent of Bruntsfield/Morningside and Stockbridge Town Centres.

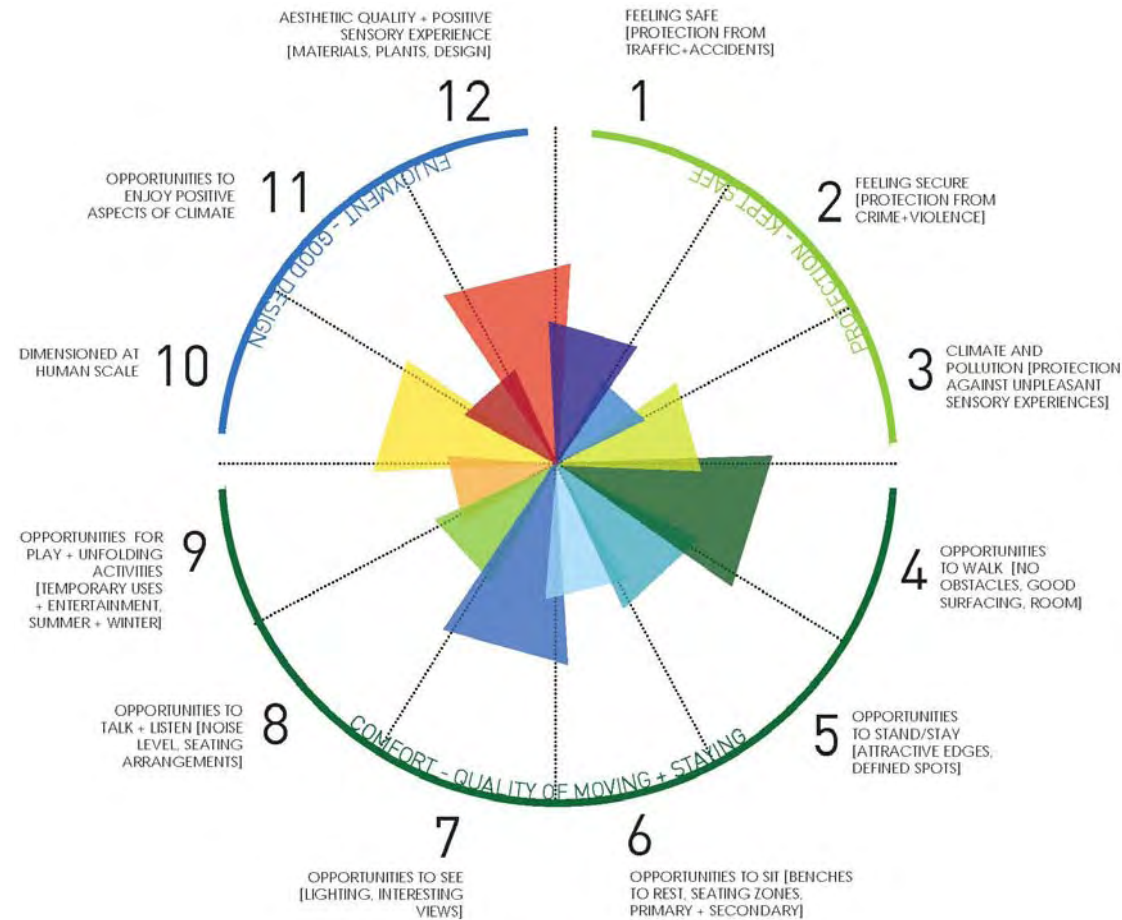
Leith has benefitted from the [trade waste policy](#) that only allows trade waste to be presented on the street/outside premises for one-hour within set collection windows. This has significantly reduced pavement clutter and improved pedestrian movement, especially at peak times of the day.

Public Life Street Assessment

A systematic methodology using direct observation techniques (pedestrian counts, behavioural mapping and tracing studies) was used to assess both the place and movement function of the Leith Town Centre. The results are summarised below and in the accompanying graphics.

Place Function Analysis

The place function was assessed against 12 Quality Criteria advocated by Gehl Architects. Generally the place function score is split between those areas already improved under the Leith Programme, and those yet to be transformed by the programme. The sections south of Pilrig Street, as well as Great Junction Street, have a poorer score. As identified in the 'wheel' diagram below, Leith scored moderately on its aesthetic quality and detail design. The assessment highlighted a need to address lack of vegetation and planting throughout the centre.



As a movement route the centre scores highly especially in the improved sections. Generally there is good lighting and opportunities to enjoy views up the Walk. Wider footpaths, particularly in the newer sections, allows shopfronts to be appreciated and creates space that feels at a human scale and less dominated by cars.

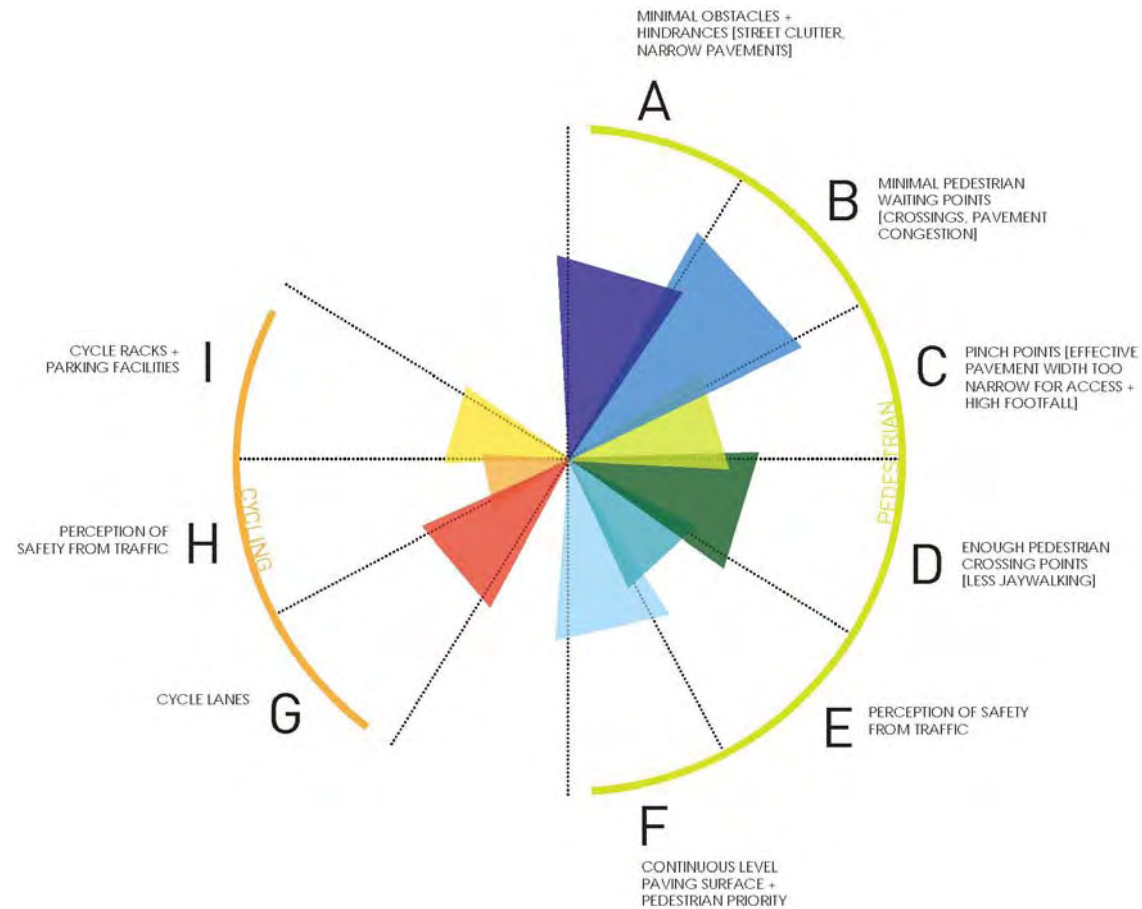
The place function scored less well on opportunities to enjoy positive climate as there is currently little shelter from inclement weather; there are few opportunities for play and unfolding activities; traffic noise and lack of sheltered seating from traffic make few opportunities to talk and listen. Overall there is a lack of places to sit or stay in a comfortable setting due to lack of shelter and seating. Feeling safe and protected from traffic and accidents scored poorly. The assessment drew attention to a perception of crime and anti-social behaviour.

Pedestrian Movement Function

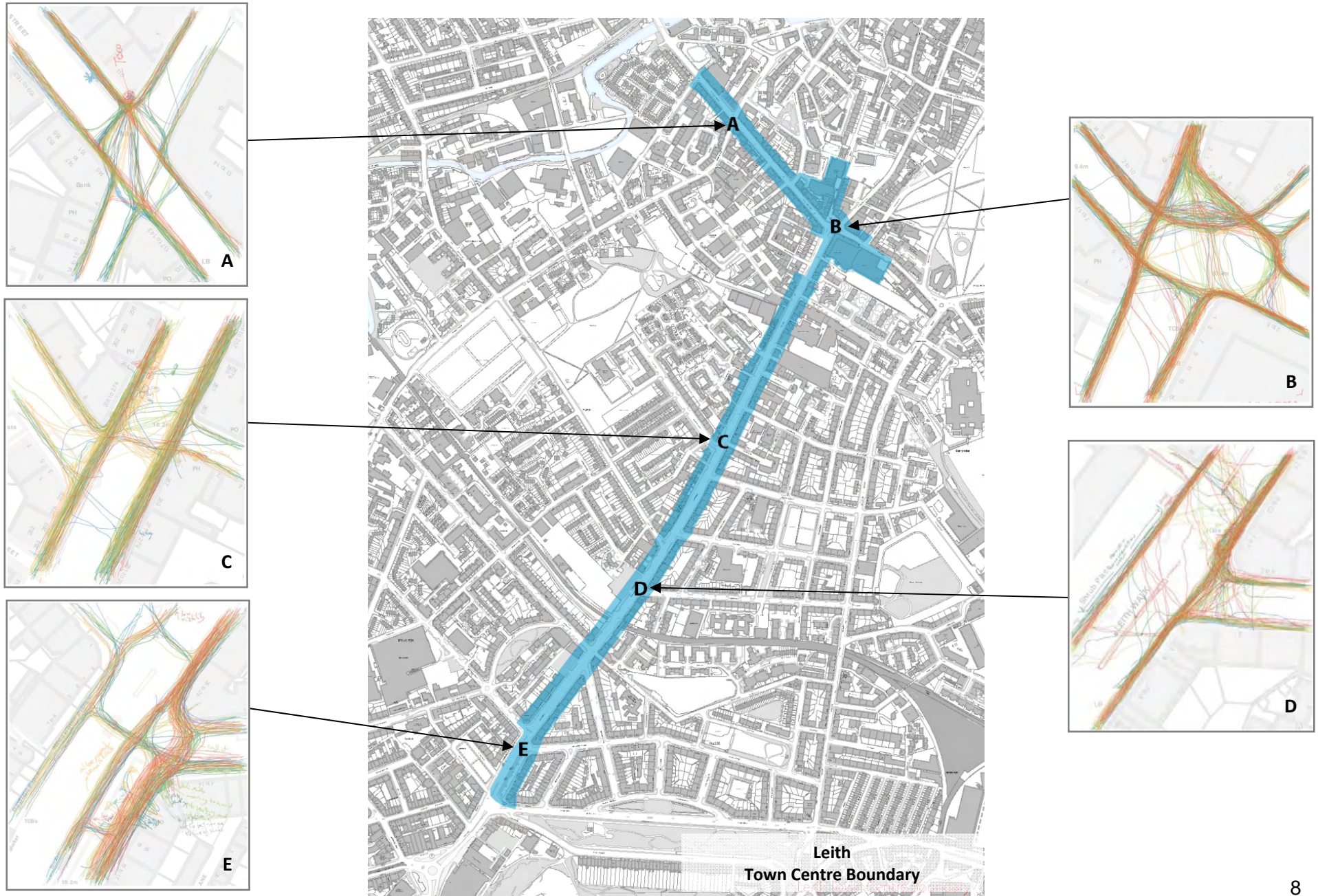
As described in the 'wheel' diagram below, Leith enjoys minimal pedestrian congestion (with the exception of Great Junction Street). Along the length of the Walk there are few waiting points for pedestrians when crossing minor roads. The completed section of the Leith Programme has particularly helped minimise pedestrian waiting points with the raised entry treatment of side streets; wide and clear pedestrian routes; and the addition of new crossings. Elsewhere such as Great Junction Street movement is impeded by narrow pavements, higher number of obstacles and A-frames are prevalent in the south of Leith Walk.

There are some sections that pedestrian movement tracing (see images below) highlighted as problematic, such as the south of the Pilrig Road junction and the complex junction at Montgomery Street/Elm Row. Where new crossings have been added, these have been welcomed.

Paving surface and width is a problem in the sections yet to be improved and in Great Junction Street where there is a lack in pedestrian priority in terms of carriageway space and junction layouts. User interviews expressed concern regarding traffic in terms of accidents, volume and noise.



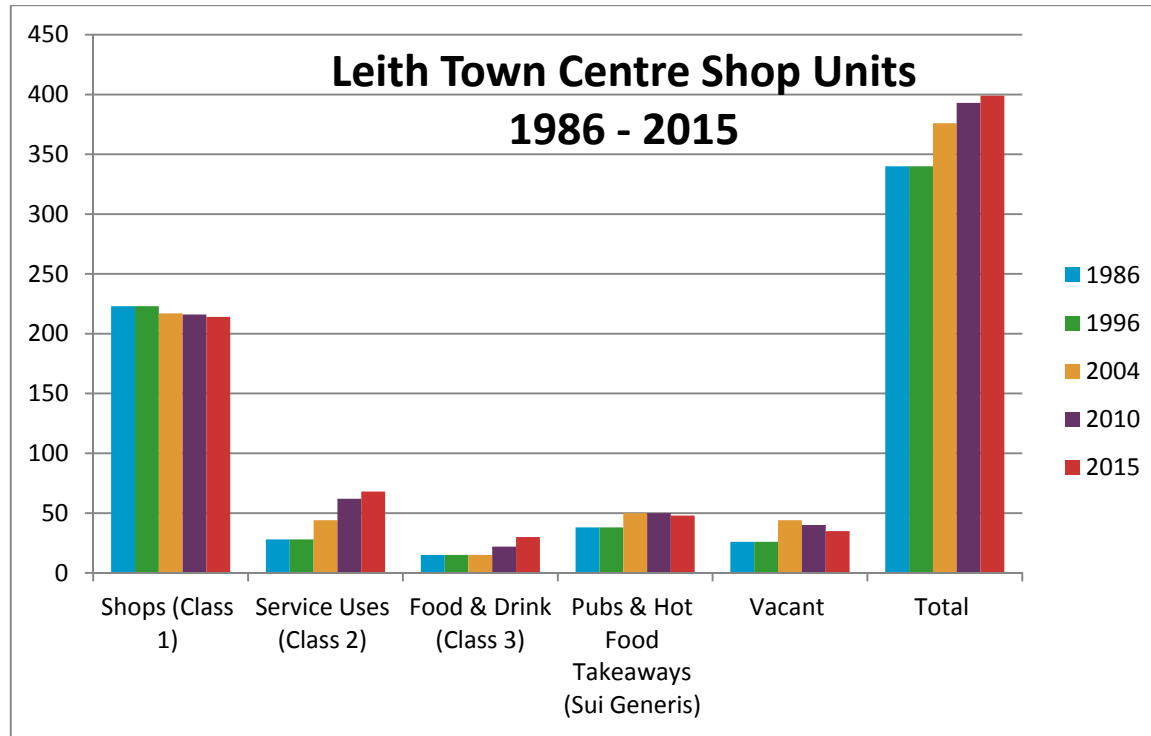
The map and images below show the observational tracing studies carried out at the five locations (A-E) within the town centre boundary. The tracing studies mark pedestrian movement lines. As these build up, pedestrian desire lines and highly trafficked routes become more obvious, giving a graphical representation of the volume and direction of pedestrian movement.



Shop and other town centre uses

Similar to Edinburgh's other town centres, the shop units are predominantly ground floor units under traditional tenemental housing. Where a unit is used as a shop it is necessary to get planning permission from the Council to change to another use. However, the planning system cannot control what goods shops are selling, nor can it control which company occupies a shop. Leith has a dedicated pedestrian shopping precinct at the Newkirkgate with national retailers like Lidl and Farmfoods present with dedicated parking to the rear. There is a recently extended stand-alone supermarket at the bottom of the Walk. Some units have been merged to accommodate larger units, often for the 'local' format national supermarkets (Tesco Metro, Scotmid, the Cooperative and other independent supermarkets). There is a good mix of other convenience shops to serve the large local population as well as specialist independent shops to draw in trade, making Leith a shopping destination. The shopfront design is of varying quality across the centre.

The mix of uses has been monitored in [city-wide shop surveys](#) periodically undertaken since 1986. As the graph below shows, the mix of uses follows trends seen in other town centres like a small loss in shops contrasting with an increase in service uses and food and drink uses. Pubs and hot food takeaways have remained more stable over the years, and there has been an improvement in the vacancy rate. The last survey shows a 10% rate which is below the national average and which is between 9% and 13%, but higher than Edinburgh's average of 7%.



3. THE VISION FOR LEITH

There is great potential to improve the movement and place function of Leith Town Centre. Three key overarching aims have been identified for the town centre as a whole. Both the Planning and Transport Service and Localities teams should endeavour to apply these, where appropriate. External parties should consider these when submitting planning applications.

AIM 1 - Promote PLACE by maximising Leith Town Centre's contribution to an active public street life, encouraging people to spend longer in the town centre by enhancing the comfort, interest and quality of the public realm.

- a) Bringing visual interest to the streetscape that can be appreciated by pedestrians, such as supporting:
 - outdoor seating;
 - appropriate pavement displays of traders' goods; and
 - high quality shopfront design that complies with the Council's Guidance for Businesses, and the Listed Building and Conservation Area Guidance.
- b) Adding opportunities to shelter from the elements, rest and enjoy positive climate, for example by supporting the addition/use of:
 - Planters, trees, awnings, overhangs; and
 - formal or informal seating.
- c) Creating flexible public spaces that allow options to test outdoor markets/temporary stalls/seating spaces, for example at Elm Row or the Kirkgate.
- d) Improving the environmental quality of all amenity space, regardless of tenure, to create informal open spaces, for example at Croall Place.

- e) Any development opportunity should make a positive contribution to the public realm by meeting the Street Design Guidance and future public realm strategy.

AIM 2 - Facilitate MOVEMENT and increase footfall by prioritising pedestrians and cyclists over cars.

Leith Town Centre scores well for movement, but there are some areas that still need to be redesigned to reduce pinch points (congestion) and increase pavement space.

- a) Improve connections with the wider walking and cycling networks and QuietRoutes network, for example creating more direct routes to Pilrig Park through the redevelopment of the Stead's Place/100 – 152 Leith Walk block and from Great Junction Street potentially from Pirrie Street; and in the long-term to connect to the Powderhall train line, the route of which is safeguarded as a long-term active travel off-road route;
- b) Upgrade junctions by moving kerbs to create wider pavements and narrower carriageways to help reduce congestion at the narrow sections of pavement, for example at the junction with Bonnington Road;
- c) Reduce street clutter that impedes pedestrian movement, particularly at Great Junction Street;
- d) Simplify complex road junctions for example the Elm Row/Annandale Street/Montgomery Street junction through the next phase of the Leith Programme.

AIM 3 - Create a DESTINATION that provides a vibrant mix of shopping and other town centre services for residents and visitors.

- a) Maximise Leith's large resident population and ensure that the town centre meets their shopping needs and demands, balanced against the benefits of extending economic activity and footfall into the evening.
- b) Recognise the retail focus at the foot of the Walk, supported by busy bus stops and available parking, and nurture it by applying an appropriate planning policy that protects shop use (see **Policy LTC 1** below).

- c) Capitalise on the wide pavements and clustering of food and drink with outdoor seating permits located between Stead's Place and Iona Street by applying an appropriate policy that allows greater flexibility in changes to food and drink uses (see **Policy LTC 2** below).
- d) Town centres are highly accessible and desirable locations for a variety of uses, including residential and small business use. These uses would be supported as part of the redevelopment of larger sites such as the land behind Stead's Place/100 – 152 Leith Walk block and the site that includes the former depot at 165 Leith Walk, which could also accommodate the space needs of the Community Planning Partners. The Housing Land Study (June 2014) identified the depot site as a 'high' probability for development with an indicative capacity of 100 units; while the northern section is identified as Leith Walk/Manderston St and given a 'low' probability for development, with an indicative capacity of 44 units. Development opportunities within the town centre boundary and directly adjacent to the street frontage should also deliver:
- active frontages with ground floor commercial units;
 - clear pedestrian links through the site; and
 - opportunities to create or enhance public spaces, where possible.
- e) Consequently, the conversion of any shop unit to residential use within the town centre boundary will not be permitted.
- f) Ensure Leith capitalises on the opportunities that the three tram stops safeguarded along Leith Walk will bring to the immediate vicinity.

4. RETAIL POLICIES

The three policies below (**Policy LTC1**, **Policy LTC2** and **Policy LTC3**) set out when a shop unit can change from a shop use to a non-shop use.

Policy LTC 1 – Alternative Use of Shop Units in Defined Frontages (foot of the Walk area)

In the Frontages at the foot of the Walk area, defined in **Table 1** (see Map 1), the change of use of a shop unit to a non-shop use will be permitted provided:

- a) as a result of permitting the change of use, **no more than one third** of the total number of units in the frontage will be in non-shop use; and
- b) the proposal is for an appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability.

Table 1: Frontages (foot of the Walk area)
2-52 Great Junction Street and 1-3 Duke Street
1-67 Great Junction Street and 2-4 Leith Walk
Kirkgate – all units

Policy LTC 2 – Alternative Use of Shop Units in Defined Frontages (Elm Row and Leith Walk)

In the Frontages at Elm Row and Leith Walk, defined in **Table 2** (see Map 2), the change of use of a shop unit to a non-shop use will be permitted provided:

- a) as a result of permitting the change of use, **no more than one half** of the total number of units in the frontage will be in non-shop use; and

- b) the proposal is for an appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability.

Table 2: Frontages (Elm Row and Leith Walk)
25-75 Elm Row and 94-96 Brunswick Street
1-23 Elm Row
265-295 Leith Walk

Policy LTC 3 – Alternative Use of Shop Units Elsewhere in Leith Town Centre

For those locations not within a ‘frontage’, but elsewhere within the Leith Town Centre boundary, a change of use from a shop to a non-shop use will be permitted provided a proposal is:

- Class 2 – financial, professional or other services
- Class 3 – food and drink uses
- An appropriate commercial or community use which would complement the character of the centre and would not be detrimental to its vitality and viability

5. LINKS TO OTHER POLICIES AND GUIDANCE

Other relevant policies in the [Local Development Plan](#) include:

- Ret 2 Town Centres;
- Ret 10 Food and Drink Establishments; and
- Hou 7 Inappropriate Uses in Residential Areas

Policy Ret 2 generally supports shop uses in town centres. Policies Ret 10 and Hou 7 consider the impact of proposals on nearby residents, such as public houses and hot-food takeaways.

One-Door Approach

The One Door Approach to Development Consents aims to give the customer all the information they need at the start of the development process. Food and drink, public house and hot-food takeaway uses will often require other consents and are subject to separate controls by licensing for:

- [Alcohol](#)
- [Hours of operation](#)
- [Outdoor pavement seating](#)

For more information on these, see the Council's website on the [One Door Approach](#) to development consents, the [Council's Guidance for Businesses](#) or contact the [Business Gateway](#).

Edinburgh Street Design Guidance

[Edinburgh's new Street Design Guidance](#) brings together previously separate CEC guidance on street design to achieve coherence and co-ordination across the city, with the ultimate goal of providing the people of Edinburgh with a world-class network of vibrant, safe, attractive, effective and enjoyable streets. The guidance will apply to a range of Council services who manage streets for various purposes.

Edinburgh Design Guidance

The [Edinburgh Design Guidance](#) sets out the Council's expectations for the design of new development in Edinburgh. The guidance is intended for all new buildings and should be used as a point of reference, a basis for the planning, design and communication of new development proposals and a material consideration in assessing planning applications. It aims to provide guidance on how to comply with the policies in the local plans, explain the key ideas which need to be considered during the design process, give examples of good quality design, and set out the requirements for design and access statements.

6. DEFINITIONS

Class 1 shop use - A unit used for the sale of goods to visiting members of the public, for example, post office, sale of tickets, cold food for consumption off the premises, and hairdressing.

Shop unit - Premises opening directly onto the street and designed primarily for shop use.

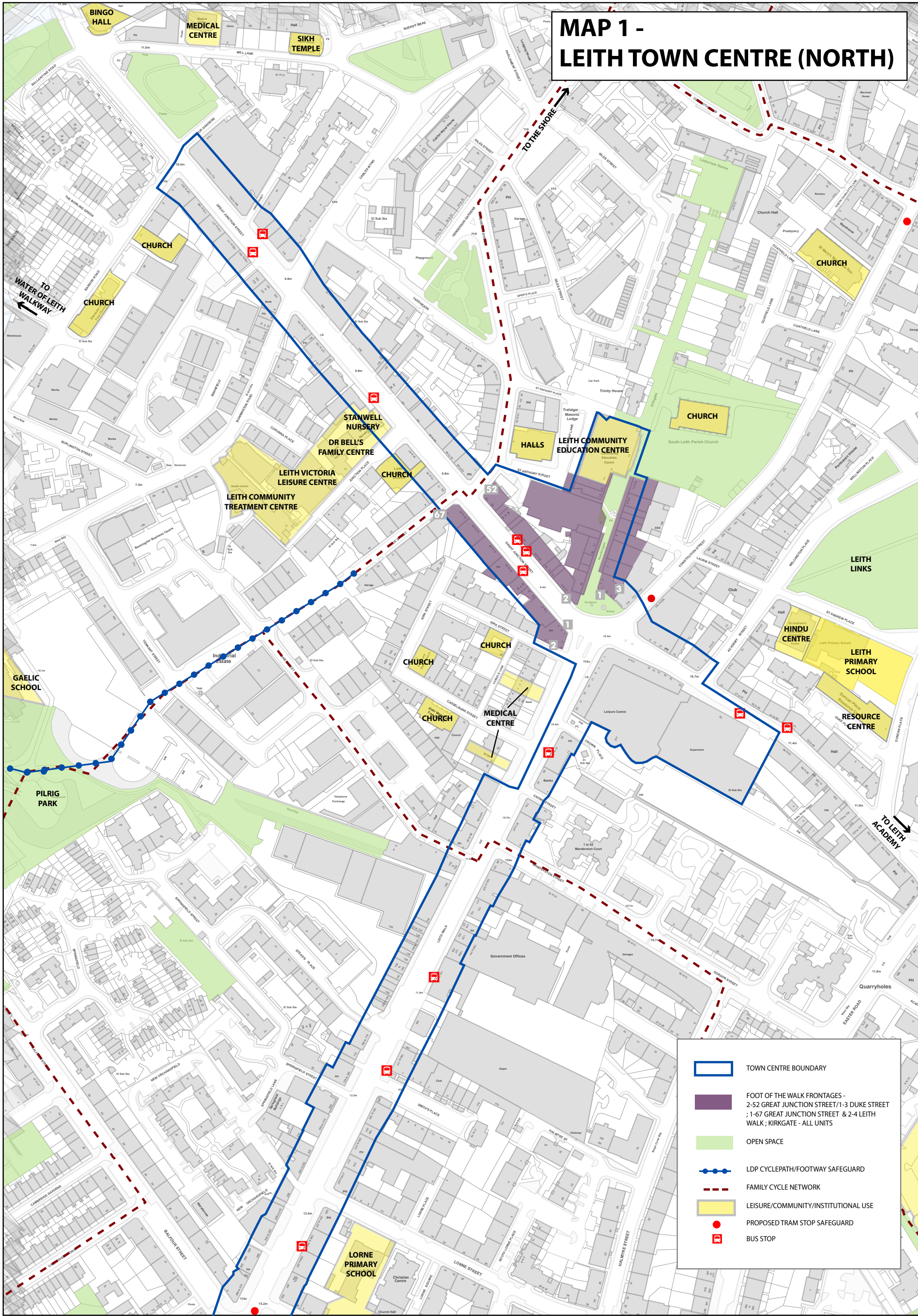
Non-shop uses - Changing a shop to a non-shop use is known as a 'change of use' and will always require planning permission.




Examples of non-shop uses are:

- **Class 2 Service Uses** – lawyers, accountants, estate agents, health centres, tanning salons, betting shops and pawn brokers.
- **Class 3 Food and Drink** (consumed on premises) – restaurant, cafe, snack bar (not a public house or hot food take-away).
- Pubs and hot food takeaways are classified as **Sui Generis**.

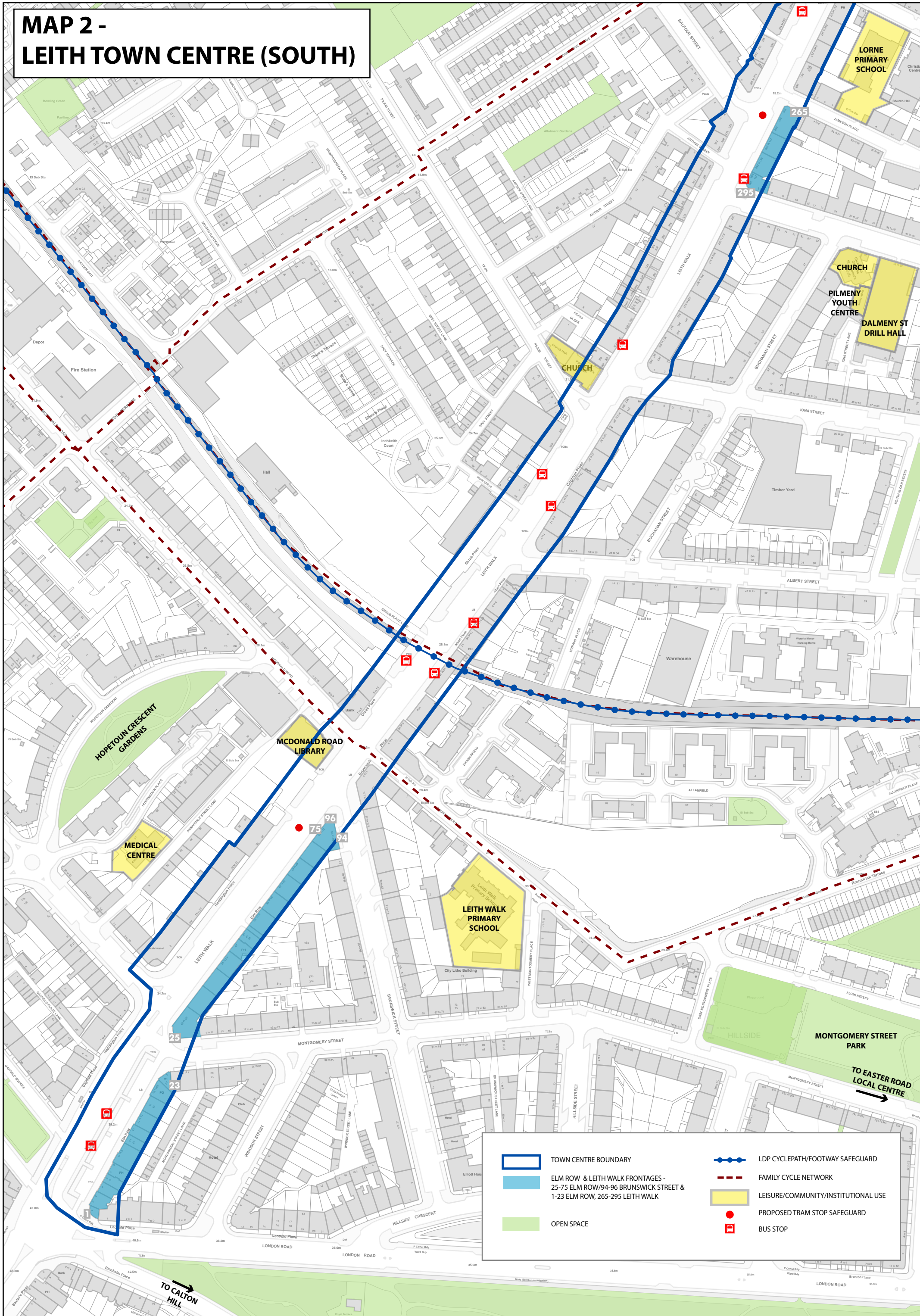
Some changes of use are permitted development, for example, a cafe (Class 3) being turned into a shop unit (Class 1). The Scottish Government Circular 1/1998 contains guidance on use classes.









MAP 1 - LEITH TOWN CENTRE (NORTH)



-  TOWN CENTRE BOUNDARY
-  FOOT OF THE WALK FRONTAGES -
2-52 GREAT JUNCTION STREET/1-3 DUKE STREET
; 1-67 GREAT JUNCTION STREET & 2-4 LEITH
WALK ; KIRKGATE - ALL UNITS
-  OPEN SPACE
-  LDP CYCLEPATH/FOOTWAY SAFEGUARD
-  FAMILY CYCLE NETWORK
-  LEISURE/COMMUNITY/INSTITUTIONAL USE
-  PROPOSED TRAM STOP SAFEGUARD
-  BUS STOP

MAP 2 - LEITH TOWN CENTRE (SOUTH)



	TOWN CENTRE BOUNDARY		LDP CYCLEPATH/FOOTWAY SAFEGUARD
	ELM ROW & LEITH WALK FRONTAGES - 25-75 ELM ROW/94-96 BRUNSWICK STREET & 1-23 ELM ROW, 265-295 LEITH WALK		FAMILY CYCLE NETWORK
	OPEN SPACE		LEISURE/COMMUNITY/INSTITUTIONAL USE
			PROPOSED TRAM STOP SAFEGUARD
			BUS STOP

Appendix 3: Summary of Consultation Responses – Bruntsfield/Morningside Town Centre and Leith Town Centre

Bruntsfield/Morningside Town Centre

37 people in total have responded to the consultation. This included 33 individuals, one developer, one community council, one community groups and the Access Panel.

Questions/Issues	Council Response
<p>Defining frontages</p> <p>Status quo – 13 Preferred option – 12 None of the options – 5</p> <p>Concern raised that removing the two protected frontages exceeding the current policy would encourage more non-shop uses like bookmakers, cafes, estate agents and hot food takeaways.</p> <p>Others stated that greater flexibility was good, so long as they were still providing valuable services to the local area and enhancing ambience and vitality.</p> <p>Those that did not agree with any of the options preferred the notion of raising the threshold to 50% non-shop uses in those frontages already exceeding the current limit.</p>	<p>As stated in the draft SG, these two frontages are exceeding the current policy. For this reason, the Council considers it necessary to take account of this in the SG. In order to ensure a balanced mix of uses, it is considered important to retain a level of control over these two frontages and increase their threshold to 50%.</p> <p>The Supplementary Guidance will be reviewed every 2 years and if the policy in the SG is not having the desired effect of ensuring a balance of shop uses and non-shop uses, restrictions on further changes of use would be considered.</p>
<p>Policy BM 1</p> <p>Status quo – 5 Preferred option – 13 Alternative option 1 – 8 None of the options – 4</p> <p>The majority considered the preferred policy option provided sufficient flexibility to minimise vacant units, whilst protecting retail and ensuring overall character and vitality of the area is preserved.</p> <p>Those preferring the alternative option 1 highlighted the importance of maintaining a degree of control on the two frontages not currently complying with the policy. It was suggested that a combination of the preferred option (a policy of no more than 33% non-shop use for the 8 frontages) and alternative option 1 (applying a 50% limit only to those 2 frontages where 33% limit is currently exceeded) should be considered, as it allows control of all frontages.</p>	<p>The Council proposes to remove the need to assess the change of use against whether it will result in four or more consecutive non-shop uses as this provides greater flexibility in where non-shop uses can be located.</p> <p>Although there was majority support for the preferred option of dropping the two frontages which exceed the current threshold, the Council considers that a level of control is still required. There was general support in both options for increasing flexibility. This will still be achieved in the finalised SG, whilst maintaining a level of control by increasing the threshold from 'no more than one third' to 'no more than half'.</p>

<p>General support for removing the restriction on consecutive non-shop uses as it is currently too restrictive.</p>	
<p>Policy BM 2 Alternative use of shops – Elsewhere</p> <p>Status quo – 7 Preferred option – 18 None of the above – 2</p> <p>Consider that there are already too many offices, hot food takeaways and cafes, and a dominant influence of corporate chains and charity shops. Concern that relaxing the current control would encourage more. The majority agree with the preferred option as it provides flexibility and helps to minimise vacant units and enhance vitality. Considered that it is important, however, to ensure that there are no groupings of potentially bad-neighbour uses, or Class 3 uses. Stated that more community uses for example creative arts and workshop spaces should be given precedence.</p>	<p>The planning system concerns the use of land and buildings and legislation does not distinguish between types of shops. The preferred policy aims to allow more mixed uses to support the town centre role.</p>
<p>Change of use to residential</p> <p>The majority consider that any change to residential could harm the attractiveness of the town centre as a retail/service hub.</p>	<p>For placemaking purposes, it is important that ground floor uses help to bring activity onto the street. Generally, residential units at ground floor level tend to add little vitality to the town centre.</p>
<p>Residential above shop units</p> <p>The majority agree that residential use should be developed above shop units as it complements the existing town centre character, as well as enhancing the sense of place.</p> <p>Concern was raised that large buildings would damage the aesthetic character of the surrounding tenements and villas, and have further impact on traffic in the area.</p> <p>Subsidence was also raised as a potential issue caused by numerous underground streams in the area.</p>	<p>The Council supports residential use above shop units, where it would enhance vibrancy, vitality and viability throughout the day and into the evening, subject to compliance with the design policies in the Local Development Plan. This complies with Scottish Planning Policy, which encourages the planning system to “consider opportunities for promoting residential use within town centres where this fits with local need and demand”. The issue of subsidence would be taken into account in any future planning application.</p>
<p>Amending the town centre boundary</p>	

<p>There was an equal response rate for those happy with the current boundary and those seeking a change. Suggested boundary changes included:</p> <ul style="list-style-type: none"> • Extending northwards to Gillespie Crescent. • Extending the boundary to include side streets such as the north side of Colinton Road, top of Viewforth and Belhaven Terrace • Amalgamating the town centre with Comiston Road Local Centre. 	<p>Procedurally there is no scope to make such changes to this Local Development Plan. It is recommended that these changes be considered in the context of the next Local Development Plan process as it involves altering the proposals map.</p>
<p>Opportunity Site A</p> <p>The majority of respondents agreed that there is opportunity to make Holy Corner more welcoming. It was recognised as a key barrier to pedestrian/cyclist movement. Suggestions for this site include:</p> <ul style="list-style-type: none"> • Widening pavements • Constructing a segregated cycle track • Improving pedestrian movement by creating an official civic space • Removing the parking from the bank • Introduce more seating 	<p>Based on the findings of the ‘Public Life Street Assessment’ carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Opportunity Site B</p> <p>The majority of respondents agreed that there is opportunity to make changes that will benefit the public realm. The elements that are supported include:</p> <ul style="list-style-type: none"> • street trees • pedestrian priority area in front of the building • ground floor retail with residential above • continuation of tenemental form and perimeter block layout. • Provision of bike racks • Opportunity for farmers’ market on the new civic space from retaining set back. <p>There is concern over the potential reduction in car parking spaces and some concern over increasing the height in this location. One respondent doesn’t support the retention of the set back as this would not be</p>	<p>Based on the findings of the ‘Public Life Street Assessment’ carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>

<p>a continuation of the tenemental form, and not considered viable to provide civic space in front of the building. Instead, it is suggested that civic space could be provided along Morningside Park.</p>	
<p>Opportunity Site C</p> <p>The majority of respondents supported opportunity site C, in particular:</p> <ul style="list-style-type: none"> • Enhancing the provision of seating • Improving pedestrian movement and connectivity through the green space to reduce congestion on the pavements • Opening up the private green space to the public • Opportunity to make this a site for a farmers market <p>Concern expressed that by opening this green space up, it would become a haven for litter and street drinking.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Opportunity Site D</p> <p>The majority of respondents supported opportunity site D, considering that the proposals would help fully incorporate the southern end of Morningside into the surrounding streetscape. Support for safeguarding the station at this location and improving pedestrian access, whilst taking advantage of the wider pavements. There is some opposition to the site on the grounds that additional storeys would impact upon views from Balcarres Street and current car parking spaces are well used.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Opportunity Site E</p> <p>The majority of respondents supported opportunity site E, seeing it as an opportunity to incorporate cultural and commercial use as well as residential. Those that don't support this site, consider that it would impact on traffic flow, parking, local amenities and aesthetics of the old building.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that</p>

	<p>individual sites will not be shown.</p> <p>A report was taken to the Finance and Resource Committee on 13 May 2015 which approved the disposal of the existing school site to CALA Management Limited. The offer from CALA was for conversion to 100 residential apartments comprising one, two and three bedroom.</p>
<p>Opportunity Site F</p> <p>The majority of respondents support opportunity site F, but have concern about the very narrow pavements and congestion in this area at peak times. It is suggested that good active travel links are needed as part of the proposal, particularly if a school is proposed on this site.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p> <p>The following was approved at Full Council Committee on 4 February 2016;</p> <ul style="list-style-type: none"> • the establishment of a new double stream primary school including nursery classes on the combined site of the existing South Morningside Primary School Deanbank temporary annexe and the Oaklands Care Home; and • the closure of the existing nursery classes on the combined site of the existing South Morningside Primary School Deanbank temporary annexe and the Oaklands Care Home.
<p>Opportunity Site G</p> <p>The majority of respondents support opportunity site G. Issues raised included the need for affordable or social rented housing, community buildings, active travel links, and road improvements. For those who do not support this site, state that there is already a huge pressure on schools and transport network, would like to see the retention of woodland and open space and consider that a primary school is a more appropriate use for the site.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity</p>

	<p>areas. Therefore, it was decided that individual sites will not be shown.</p> <p>The existing hospital is owned and managed by the Lothian Primary Care NHS Trust. Part, or all, of the 17ha site may be disposed in the future. A Development Brief was prepared in 2002, which sets out key development principles. This is likely to be updated in due course.</p>
<p>Other development opportunities</p> <p>Some other issues and opportunities raised through the consultation include:</p> <ul style="list-style-type: none"> • Better safe routes for cycling • Priority for pedestrians • Reducing the number of car parking spaces • Reducing traffic volumes along Bruntfield Place and Morningside Road • Potential future redevelopment of other one-storey buildings for example Post Office, The Merlin and the former public toilets at Canaan Lane. Retaining setbacks at these points along Morningside Road and introduction of residential above ground floor retail is considered important if future redevelopment occurs. • Redeveloping the former public toilets into two storey buildings which could provide additional facilities for bike hire. • Pedestrianisation of sections of Morningside Road • Developing a gym/leisure facility in this area. 	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the other suggestions for improvement can be applied to all opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites and uses will not be shown.</p>
<p>Other proposed improvements</p> <p>There was majority support for the other proposed improvements set out in the draft. Some of the issues raised included:</p> <ul style="list-style-type: none"> • Narrow pavements • Limited cycle parking • Too many obstacles and street clutter, such as A-boards, bollards and bins • Sacrificing car parking could help widen pavements 	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW and the suggestions raised through the consultation, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole.</p>

<ul style="list-style-type: none"> • Shortage of parking • More dropped kerbs needed, along with better dimpling for the blind. 	
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Leith Town Centre

28 people in total have responded to the consultation. This included 27 individuals and the Access Panel.

Questions/Issues	Council Response
<p>Defining frontages</p> <p>Status quo – 6 Preferred option – 17 None of the options – 4</p> <p>The majority of respondents support the preferred option to remove frontages that already exceed the threshold for non-shop uses as set out in the Edinburgh City Local Plan. This approach was supported the best for improving vitality and ambience, such as that brought by more cafes and restaurants. Despite desire for more shops some thought flexibility would help fill empty units. Flexibility required for shop owners to respond to the demand for more hot food restaurants and quality bars as the area changes. However, there was concern if more non-shop uses results in only more professional services offices.</p> <p>Those supporting the status quo option were concerned that removing the four out of seven protected frontages exceeding the current policy would not provide the needed protection for existing shops or support more shops in the area, going against LDP objectives.</p> <p>Other issues raised included:</p> <ul style="list-style-type: none"> • detrimental impacts associated with hot food takeaways that are closed during the day; • units should be cheap enough for new enterprises to set up and keep the vibrant mix, • ‘chain’ supermarkets affect the survival of smaller independent shops, • criterion for consent should be the 	<p>As stated in the draft SG, these four frontages are exceeding the current policy. For this reason, the Council considers it necessary to take account of this in the SG. In order to ensure a balanced mix of uses, and to address concerns raised through the consultation, it is considered important to retain a level of control over these some of these frontages and increase their threshold to 50%. However, the frontage with the highest non-shop uses (229-263a Leith Walk) will no longer be shown as a frontage.</p> <p>The Supplementary Guidance will be reviewed every 2 years and if the policy in the SG is not having the desired effect of ensuring a balance of shop uses and non-shop uses, restrictions on further changes of use would be considered.</p> <p>The planning system concerns the use of land and buildings and legislation does not distinguish between types of shops. The preferred policy aims to allow more mixed uses to support the town centre role.</p>

<p>benefit to the local area not the applicant's profit</p> <ul style="list-style-type: none"> • more say by the public in what sorts of businesses are allowed in the area. 	
<p>Policy L1</p> <p>Status quo – 8 Preferred option – 14 Alternative option 1 – 3 None of the options – 2</p> <p>The majority considered the preferred policy option provides the most flexibility while not harming the overall character and vitality of the town centre.</p> <p>Those that preferred the status quo thought that there is no lack of non-shop services, and that the character of the area is already being enhanced by the changing nature of existing non-shop uses. Other issues raised included:</p> <ul style="list-style-type: none"> • inappropriate shop fronts, • keep shop units available for new business premises. <p>Concern that removing the four consecutive non-shop uses further weakens the protection for shops.</p> <p>Those who sought increasing the proportion on all defined frontages (alternative option 1) thought that Leith Walk should become the 'go to' place for eating and drinking.</p>	<p>Although there was majority support for the preferred option of dropping the four frontages which exceed the current threshold, the Council considers that a level of control is still required. There was general support for increasing flexibility. This will still be achieved in the finalised SG, whilst maintaining a level of control by increasing the threshold from 'no more than one third' to 'no more than half' and by removing only one frontage.</p> <p>The Council proposes to remove the need to assess the change of use against whether it will result in four or more consecutive non-shop uses as this provides greater flexibility in where non-shop uses can be located.</p> <p>The Council's Guidance for Businesses sets out the expectations for quality shopfronts.</p>
<p>Policy L2 – Alternative use of shops – Elsewhere</p> <p>Status quo – 6 Preferred option – 19 None of the above – 1</p> <p>The majority supported the preferred option giving greatest flexibility. However it was considered that care is required so that this will not result in emptiness at night if financial and other services concentrate together. Suggestion for temporary pop-up shops to encourage local artists, designers and chefs.</p> <p>Those supporting the status quo concern</p>	<p>The planning system concerns the use of land and buildings and legislation does not distinguish between types of shops. The SG aims to allow more mixed uses to support the town centre role.</p> <p>The Council proposes to remove the need to assess the change of use against whether it will result in four or more consecutive non-shop uses as this provides greater flexibility in where non-shop uses can be located.</p>

<p>that more shops are needed, providing greater variety of shops, and that the policy is silent on achieving higher quality shops and services.</p>	
<p>Change of use to residential</p> <p>The majority consider that any change to residential could harm the vitality and attractiveness of the town centre as conversions are often unattractive and provide poor residential accommodation.</p>	<p>For placemaking purposes, it is important that ground floor uses help to bring activity onto the street. Generally, residential units at ground floor level tend to add little vitality to the town centre.</p>
<p>Amending the town centre boundary</p> <p>There was roughly an equal response rate for those happy with the current boundary and those seeking a change. Suggested boundary changes included:</p> <ul style="list-style-type: none"> • Extending along Duke St and Constitution Street down to Bernard Street • Extending across east side of Henderson Street • Extending upwards to the Omni Centre • Include units on adjoining streets already in business use (eg Albert Street, Montgomery Street, Brunswick Street, Iona Street, Dalmeny Street) to prevent them being lost to residential use. • Include Hopetoun Crescent Parks and Easter Road. 	<p>Procedurally there is no scope to make such changes to this Local Development Plan. It is recommended that these changes be considered in the context of the next Local Development Plan process as it involves altering the proposals map.</p> <p>More significant suggestions to the town centre boundary (such as merging Easter Road local centre or other groupings of commercial units not physically adjacent to the town centre) would present a change to the plan's retail strategy and could only be addressed through the preparation of the next Main Issues Report.</p>
<p>Opportunity Site A – 165 Leith Walk</p> <p>The majority of respondents welcome 165 Leith Walk former depot as a development opportunity. There is particular support for business/creative industries and a GP surgery on this site. In addition there was support for the opportunity to save the listed building and connect to the Green Bridge proposal. However, some concern was raised about more housing in an already densely populated area and the need to take into account the impact of other large redevelopments (e.g. Shrub Hill and Brunswick Road) as well as the over-provision of student accommodation.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Opportunity Site B – Annandale</p>	<p>Based on the findings of the 'Public Life</p>

<p>Street/Elm Row/Montgomery Street Junction</p> <p>The majority of respondents agreed that there is opportunity to make changes that will benefit the public realm. The elements suggested include:</p> <ul style="list-style-type: none"> • Better cycle provision and easier pedestrian routes • Make Elm Row one-way and improve exit onto London Road roundabout • Segregate cycle lane on Leith Walk to avoid current conflict with bus stop <p>Concern for any loss of parking on Elm Row was raised.</p>	<p>Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Opportunity Site C – Stead's Place/Jane Street</p> <p>The majority of respondents supported opportunity site C, in particular:</p> <ul style="list-style-type: none"> • Encouraging cycling and walking routes through to Pilirg Park • Re-use of the railway embankment and Green Bridge proposal. <p>However there was concern expressed that this would result in the loss of employment land which should be valued and employment sites in the area supports local businesses especially at lunchtime.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>
<p>Other development opportunities</p> <p>Other suggestions include:</p> <ul style="list-style-type: none"> • Modern health centre facilities co-located with other social services • Development opportunities for children and the benefit of town centre to local schools • Plan now for the redevelopment of Coalfield Lane/Giles Street • No more HMOs • Improve cycle and pedestrian links to the Shore to form a connected community • Rationalise the street naming signage along the Walk to aid tourists • Support for tree planting and protective planting and benches on wide pavements • Encourage the use of local parks 	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW, there is great potential to improve the movement and place function of the town centre. Many of the suggestions for improvement can be applied to all the opportunity sites. For this reason, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole, including <i>all</i> potential opportunity areas. Therefore, it was decided that individual sites will not be shown.</p>

<ul style="list-style-type: none"> • Support the painting of security shutters • Plan for the future of the Great Junction Street arcade and the vacant unit at the foot of the Walk (former job centre office). 	
<p>Other proposed improvements</p> <p>General support for the revitalisation of the suggested areas for improvement. Other issues raised through the consultation include the rationalisation of signage and that there are too many advertising hoardings.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW and the suggestions raised through the consultation, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole.</p>
<p>Any other comments</p> <p>Ensure safe design for disabled people.</p>	<p>Based on the findings of the 'Public Life Street Assessment' carried out by HERE+NOW and the suggestions raised through the consultation, three key overarching aims have been identified, incorporating development principles that can be applied to the town centre as a whole.</p>