

Planning Committee

10.00am, Thursday, 12 October 2017

Supplementary Guidance: Review of Tollcross, Corstorphine and Gorgie/Dalry Town Centre

Item number	5.4
Report number	
Executive/routine	Executive
Wards	All
Council Commitments	

Executive Summary

The Council's Town Centre Supplementary Guidance (SG) guides the balance of uses in town centres and will be used to determine change of use planning applications. The Guidance is required by Policy Ret 9 of the Edinburgh Local Development Plan and gives detailed policy on when changes of use are likely to be acceptable.

The SG for Tollcross, Corstorphine and Gorgie/Dalry town centres was originally finalised in 2013/14 and is being reviewed to ensure it is up-to-date and reflects the Council's objectives and practice. A draft version of the revised SG was available on the City of Edinburgh Council Consultation Hub from 17 July to 28 August 2017.

The purpose of this report is to seek Committee approval of the revised SG for Tollcross, Corstorphine and Gorgie/Dalry town centres. The approved SG will be referred to the Housing and Economy Committee for approval prior to formal adoption as part of the development plan, supplementing the Edinburgh Local Development Plan.

Tollcross, Corstorphine, Gorgie/Dalry Town Centre Supplementary Guidance Review

1. Recommendations

- 1.1 It is recommended that the Committee:
- 1.1.1 Agrees the response to the issues raised from the consultation on the review of the Tollcross, Corstorphine and Gorgie/Dalry Town Centre Supplementary Guidance (SG);
 - 1.1.2 approves Appendix 2 as the finalised SG for Tollcross Town Centre;
 - 1.1.3 approves Appendix 3 as the finalised SG for Corstorphine Town Centre; and
 - 1.1.4 approves Appendix 4 as the finalised SG for Gorgie/Dalry; and
 - 1.1.5 refers all 3 to the Housing and Economy Committee for approval prior to the adoption as part of the statutory development plan.

2. Background

- 2.1 The Edinburgh Local Development Plan (LDP) was adopted on 24 November 2016. The LDP requires statutory SG to be prepared for individual town centres. The SG will guide the balance of uses within the town centres. It will be used to determine planning applications for the change of use of shop units to non-shop uses and help deliver the Council's wider placemaking and sustainability aims.
- 2.2 The original Tollcross, Corstorphine and Gorgie/Dalry Town Centre SG documents were formally adopted in February 2017, but were originally prepared and finalised in 2013/14. They can be viewed [online](#). It is intended to review the SG regularly to take account of changing circumstances. This is the first review to have taken place and suggests minor amendments based on analysis of the shop front survey, officer feedback and a public consultation.

3. Main report

Drivers for Change

- 3.1 The main factors which have indicated a need to review the SG are as follows:
- Adoption of the LDP;

- Changes in the town centres, as indicated by the shop front survey research undertaken; and
- Officer feedback on use of existing policies and where further clarification is needed.

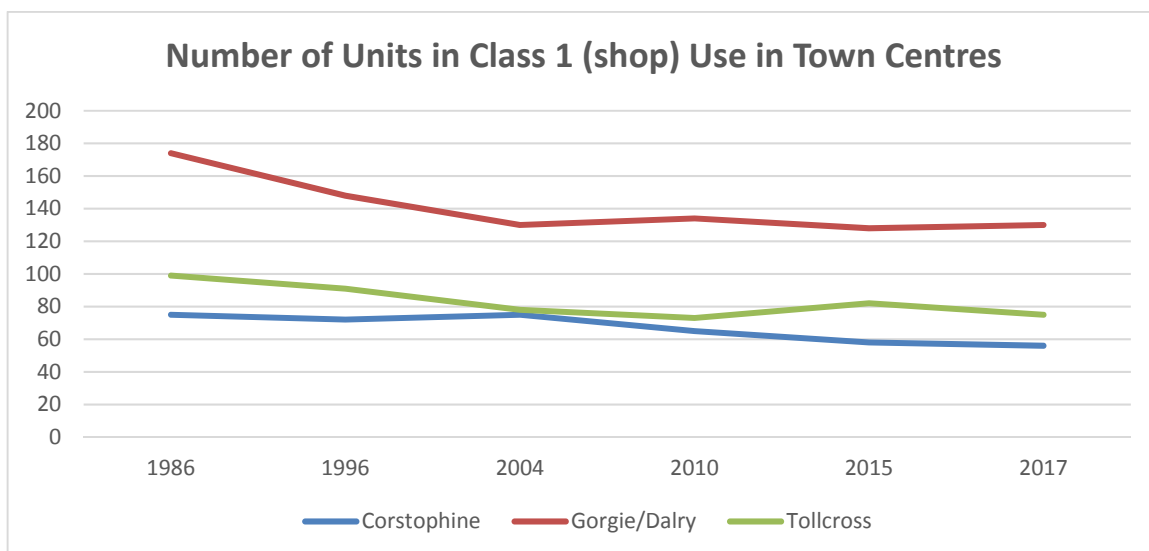
The Local Development Plan

- 3.2 Policy Ret 9 of the Edinburgh LDP requires that statutory SG is prepared to set out criteria for assessing the proposals for the change of use of a shop unit to a non-shop use within the city centre retail core and town centres. Statutory SG is prepared under Section 22 of the Planning etc. (Scotland) Act 2006 and aims to deliver the policies and principles as set out in the LDP.
- 3.3 The SGs aim to deliver two objectives in Part 2, Section 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 of the development.
- 3.4 The LDP identifies nine town centres with their boundaries shown on the Proposals Map. Of the nine town centres, six SGs have already been adopted - City Centre, Corstorphine, Gorgie/Dalry, Tollcross, Bruntsfield/Morningside and Leith. Draft SG for Nicolson Street/Clerk Street, Portobello and Stockbridge was approved for consultation in March 2017. A finalised version of Nicolson Street/Clerk Street, Portobello and Stockbridge is the subject of a separate report.

Town Centre Shop Front Survey

- 3.5 A shop front survey of Edinburgh's town centres has been undertaken and recorded regularly from 1986 – 2017. The shop front survey records the types of use of retail units and vacancy rates of the town centres and city centre.
- 3.6 The 2017 survey shows similar trends across the three town centres being reviewed: Tollcross, Corstorphine and Gorgie/Dalry. All have experienced a reduction of class 1 (shop) units from 1986 – 2017. In most cases the vacancy rate remains low and the class 1 (shop) uses have been replaced by class 2 financial, professional and other services and class 3 foods and drink.

Figure 1: Number of Units in Shop Use in Town Centre's



3.7 The current SG seeks to retain a level of class 1 retail provision on primary frontages and details appropriate uses for other units within the town centre boundaries. The trends shown in Figure 1 suggest we should consider a mix of uses that create vibrant and vital town centres.

Officer Feedback

3.8 Pre-draft engagement and consultation work was undertaken with colleagues within the planning teams in April 2017, including discussion at an internal Policy Working Group. The main areas of change suggested by officers based on their practice of using the document include:

- Considering how to protect class 1 shop uses outside of the primary frontages;
- Supporting a mix of uses to keep the vacancy rate of town centres low;
- Supporting class 4 (business) uses;
- Including findings from a series of 'Public Life Street Assessment' in the SG;
- Update references to the LDP and guidance;
- Add additional primary frontage to Tollcross town centre to retain retailing as the primary function in the town centre; and
- Recommend removing Gilmore Place from Tollcross town centre boundary in the next iteration of the LDP.

Consultation Summary

3.9 A formal public consultation period allowed service users an opportunity to suggest improvements to the SG. This lasted for six weeks from 17 July – 28 August 2017, including:

- Publication on the Council's Consultation Hub;
- Promoted on social media and blog; and
- Email to stakeholders.

- 3.10 30 responses were received across the three consultations in the period. A summary of responses is provided in Appendix 1. Responses were received from householders, architects, community councils and planners.

Proposed Changes

- 3.11 Following the period for consultation, the following changes are proposed for approval by Committee:

- Removal of aims and objectives which will not be delivered by the SG;
- Greater clarity in the purpose and use of the Public Life Street Assessment findings;
- Review wording of policy to ensure changes of use are an appropriate commercial or community use and do not have a detrimental impact on the vitality of viability of the town centre;
- Remove suggestion to amend Tollcross town centre boundary;
- Add 1 – 65 Home Street as a primary frontage in Tollcross; and
- Other minor amendments.

- 3.12 The proposed changes to the SG are shown in the ***bold italic*** text in Appendices 2, 3 and 4. Because these are reviews of existing SG, they are available as designed documents at this stage.

Conclusions

- 3.13 While there continues to be change in the use and composition of town centres the current policies in the SG remain relevant. As such, no fundamental changes are being made to the SG but it has been improved to give clarification on some areas and detail the findings of the Public Life Street Assessment undertaken on behalf of the Council.

Next steps

- 3.14 This report will be referred to the Housing and Economy Committee for approval, as the SG will be adopted as part of the statutory development plan. Following approval, the revised final versions of the SG will be submitted to Ministers, together with evidence of how representations have been taken into account. Following a period of 28 days, unless directed otherwise, the SG can be formally published and adopted as part of the development plan.

4. Measures of success

- 4.1 The vitality and viability of the three town centres are preserved and enhanced. A clear, consistent and adaptable policy context is provided to communities and businesses.

5. Financial impact

5.1 There are no direct financial impacts arising from this report.

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.

9. Consultation and engagement

9.1 A draft update of the Town Centre SG was available on the Council consultation hub for six weeks from 17 July – 27 August 2017. Responses to the consultation have been taken into account when finalising the document for Committee approval. These are summarised in Appendix 1.

10. Background reading/external references

- 10.1 [Annual review of the guidance, report to Planning Committee 2 March 2017](#)
- 10.2 www.edinburgh.gov.uk/supplementaryguidance
- 10.3 www.edinburgh.gov.uk/localdevelopmentplan

Paul Lawrence

Executive Director of Place

Contact: David Leslie, Service Manager and Chief Planning Officer

E-mail: david.leslie@edinburgh.gov.uk Tel: 0131 529 3948

11. Appendices

Appendix 1: Summary of Consultation Hub Responses

Appendix 2: Tollcross Supplementary Guidance

Appendix 3: Corstorphine Supplementary Guidance

Appendix 4: Gorgie/Dalry Supplementary Guidance

Appendix 1: Summary of Consultation Hub Responses

Aims and Objectives

- More should be done to tackle traffic/pollution and enhance active travel;
- Some of the aims and objectives cannot be delivered by the Supplementary Guidance; and
- General support for aims and objectives.

Public Life Street Assessment

- General agreement with findings;
- Little information on how the findings of the Public Life Street Assessment will be addressed; and
- Diagrams are difficult to read;

Proposed Amendments

- More should be done to address traffic pollution and enhance active travel;
- Supportive of a range of commercial and community uses town centres;
- Stronger statement should be given to not allowing units to change use to housing;
- Policies do not address findings of SWOT analysis; and
- Support retaining retail as the primary use.

Town Centre Boundary

- Respondents generally did not support any changes to the Corstorphine town centre boundary. However, it was suggested Kirk Loan be added to the boundary as many of the community facilities are there. As the purpose of the boundary is to assess change of use applications and there are few shops in this area it was felt the amendment would not bring any benefit.
- No amendments to the Gorgie/Dalry town centre boundary were proposed;
- There was a mixed response to the proposal to suggest removing Gilmore Place from the town centre boundary in the next Local Development Plan. As there is currently a low vacancy rate on the street it was felt changing the boundary would not bring any benefit.

Other Comments

- More needs to be done to address pollution and traffic issues across the three town centres;
- It is important to support improvements to public realm and active travel; and
- Support retailing retail as the primary use of town centres.

SUPPLEMENTARY GUIDANCE

CORSTORPHINE TOWN CENTRE

NOVEMBER 2017



HERITAGE TRAIL

HERITAGE CENTRE

CORSTORPHINE OLD CHURCH

HERITAGE TRAIL

CORSTORPHINE HISTORIC VILLAGE

HERITAGE TRAIL

Introduction

Corstorphine Town Centre is one of Edinburgh's nine town centres. Within these centres, the Council is committed to ensuring they continue to serve those who live, work, visit and shop there. One way it does this is by producing guidance setting out when a shop unit can change from a shop use to another use suited to a town centre. It is intended to frequently review this guidance to reflect changing shopping trends.

This document sets out when the Council will give planning permission for changing the use of a shop unit in Corstorphine Town Centre from a shop use to a non-shop use. It is prepared in accordance with Policy Ret 9: Alternative Use of Shop Units in Defined Centres of the Local Development Plan and applies to all units within the town centre.

Corstorphine Town Centre

Corstorphine Town Centre area is shown on the map at the back of the document. A mix of uses currently exists within the town centre including shops, cafes and pubs. **Where a unit is used as a shop, it is necessary to get planning permission to change to a non-shop use.**

Ensuring that Corstorphine Town Centre has a variety of shops is important in maintaining it as a destination for shopping. However, there are also benefits in allowing shops to change to non-shop uses that complement shop uses and make the best of the town centre's accessible location for the local community. Allowing non-shop uses may also help to address vacancies that have arisen due to changing behavioural patterns in shopping such as an increase in online shopping. It is therefore felt that, in certain areas, permitting a change of use to a service use such as an office or a cafe/ restaurant use would enhance the town centre. To prevent non-shop uses that detract from the streets' liveliness, changes to uses such as residential will not be permitted.

Aims and Objectives

This document will support the vitality of Corstorphine town centre as well as contributing to the success and vision of Edinburgh. The Guidance supports Corstorphine town centre in being inspired, connected, fair and thriving through

- Creating a thriving town centre through supporting a mix of uses, whilst retaining retailing as the primary function of the town centre
- Consider the contribution the use of units can make to placemaking
- Providing a flexible approach to change of uses to meet the demands of a growing economy and changing society and
- Contributing to the quality of life of Corstorphine residents and visitors.

What is a shop unit?

Premises opening directly onto the street and designed primarily for shop use. In some locations the shop unit can be above street level or at basement level but still have direct access and be visible from the street.

What is a shop use?

A unit used for the sale of goods (not hot food), e.g. post office, sale of tickets, travel agency, cold food for consumption off the premises, hairdressing, funeral parlour, launderette or dry cleaners.

All where the sale, display or service is mainly to members of the public. These types of use are grouped together and collectively called Class 1 Shops.

Types of non-shop use

Changing a shop to non-shop use is known as a “change of use” and will always require an application for planning permission. The non-shop uses which may be acceptable in Corstorphine town centre includes:

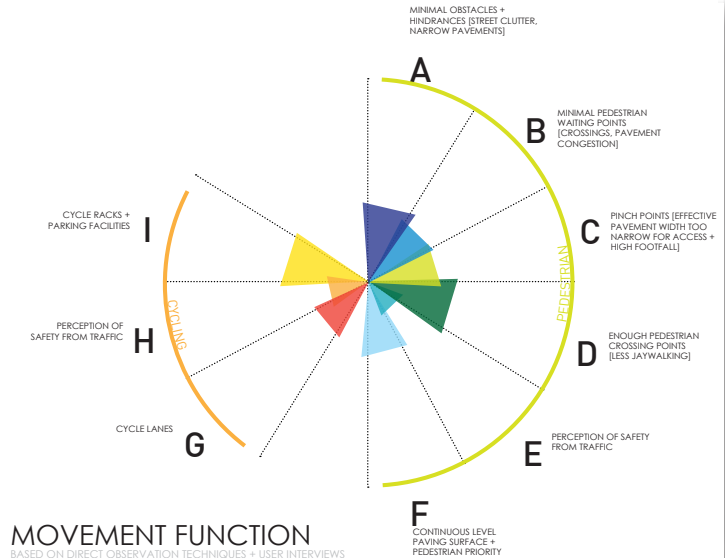
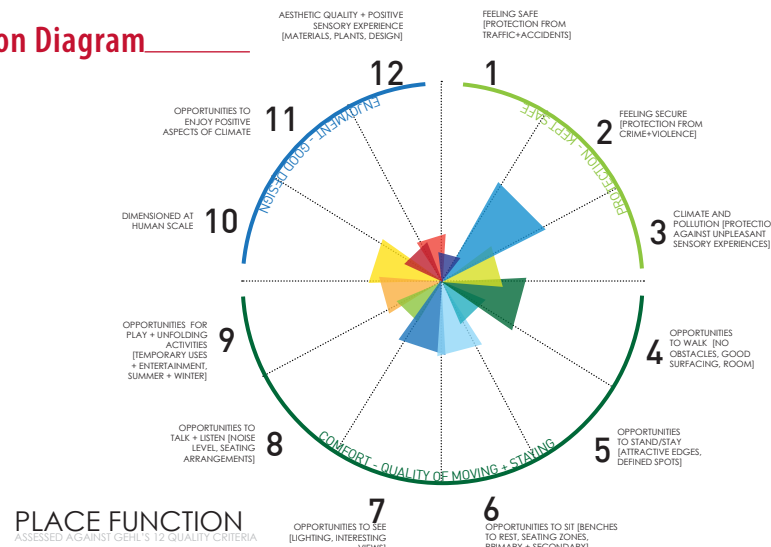
- Service Uses - lawyers, accountants, estate agents, health centres, surgeries of dentists, doctors and vets. (These types of use are grouped together and collectively called Class 2 Financial, professional and other services. Other services may also include tanning salons and pawn brokers).
- Food and Drink consumed on premises - restaurant, cafe, snack bar (These types of use are grouped together and collectively called Class 3 Food and Drink).

Some changes of use are allowed without planning permission, for example, a cafe (Class 3) being turned into a shop unit (Class 1). We have produced [Guidance](#) on what changes of use are permitted and when an application for planning permission will be required.

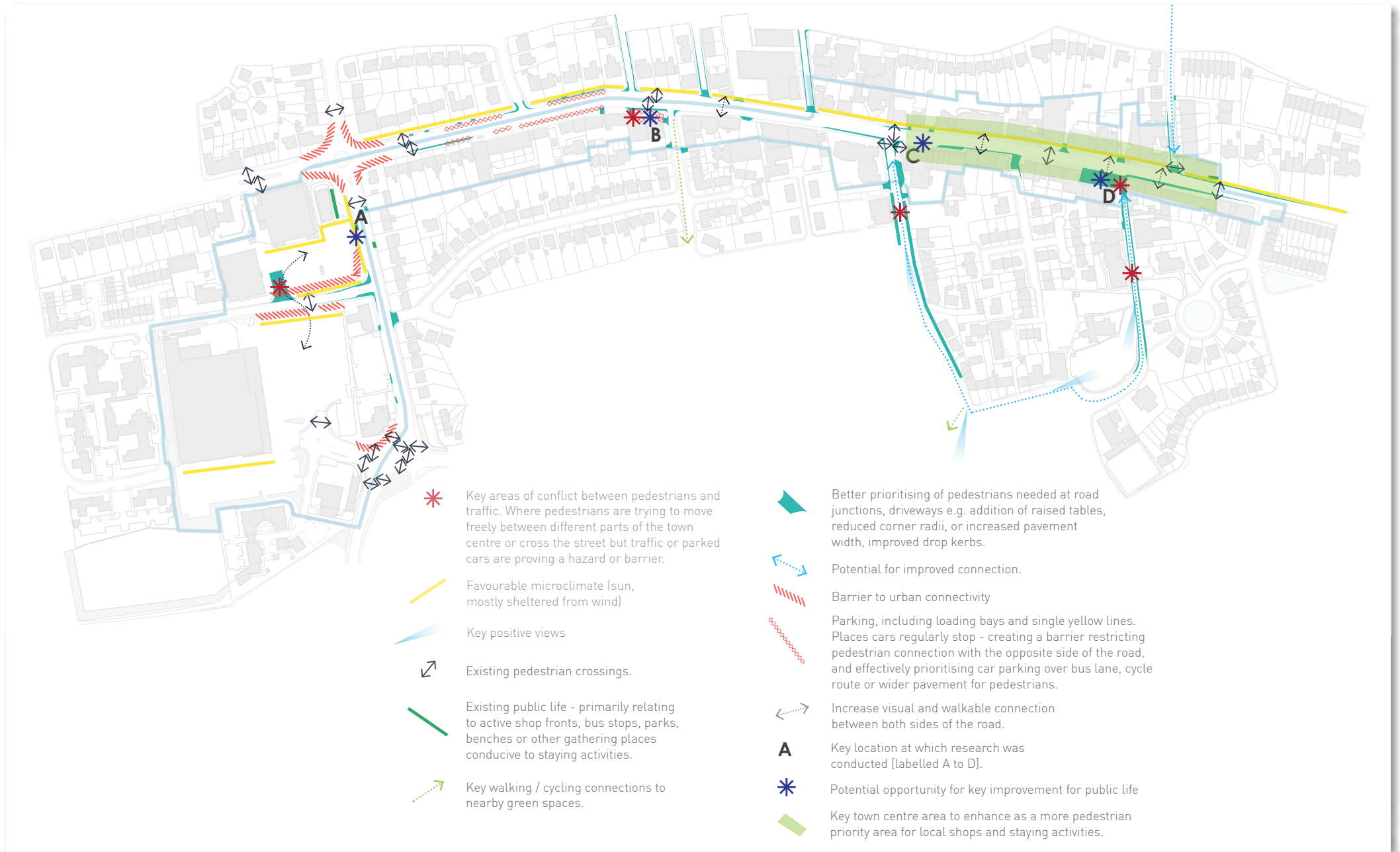
Key Findings

The review of the Supplementary Guidance has been informed by a ‘public life street assessment’ carried out by design consultants for the Council. Some of the findings are shown here:

Place Function Diagram



Overall Analysis Map



SWOT Analysis

Strengths

- Strong local community
- Well connected bus route
- Varied retail offering
- Perception of safety

Weaknesses

- High pollution levels
- Traffic congestion
- Uneven pavement surfaces
- Historic village separated from centre

Opportunities

- Re-instatement of community hub
- Improve pedestrian environment
- Increase seating
- Reduce pollution

Threats

- Car dominance
- Lack of places to meet
- Uneven surfaces

Policies

CT1 Planning permission will be granted for the change of use of a unit in shop use to a non-shop use *that is an appropriate commercial or community use* on the following frontages provided the change will not result in more than one third of the total number of units in the frontage being in non-shop use:

- 109-163 St John's Road
- 1-12 Ormiston Terrace & 181-195 St John's Road
- 243-295B St John's Road

CT2 Elsewhere within the defined Corstorphine Town Centre a change of use from a shop use to a non-shop use will be permitted provided the 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

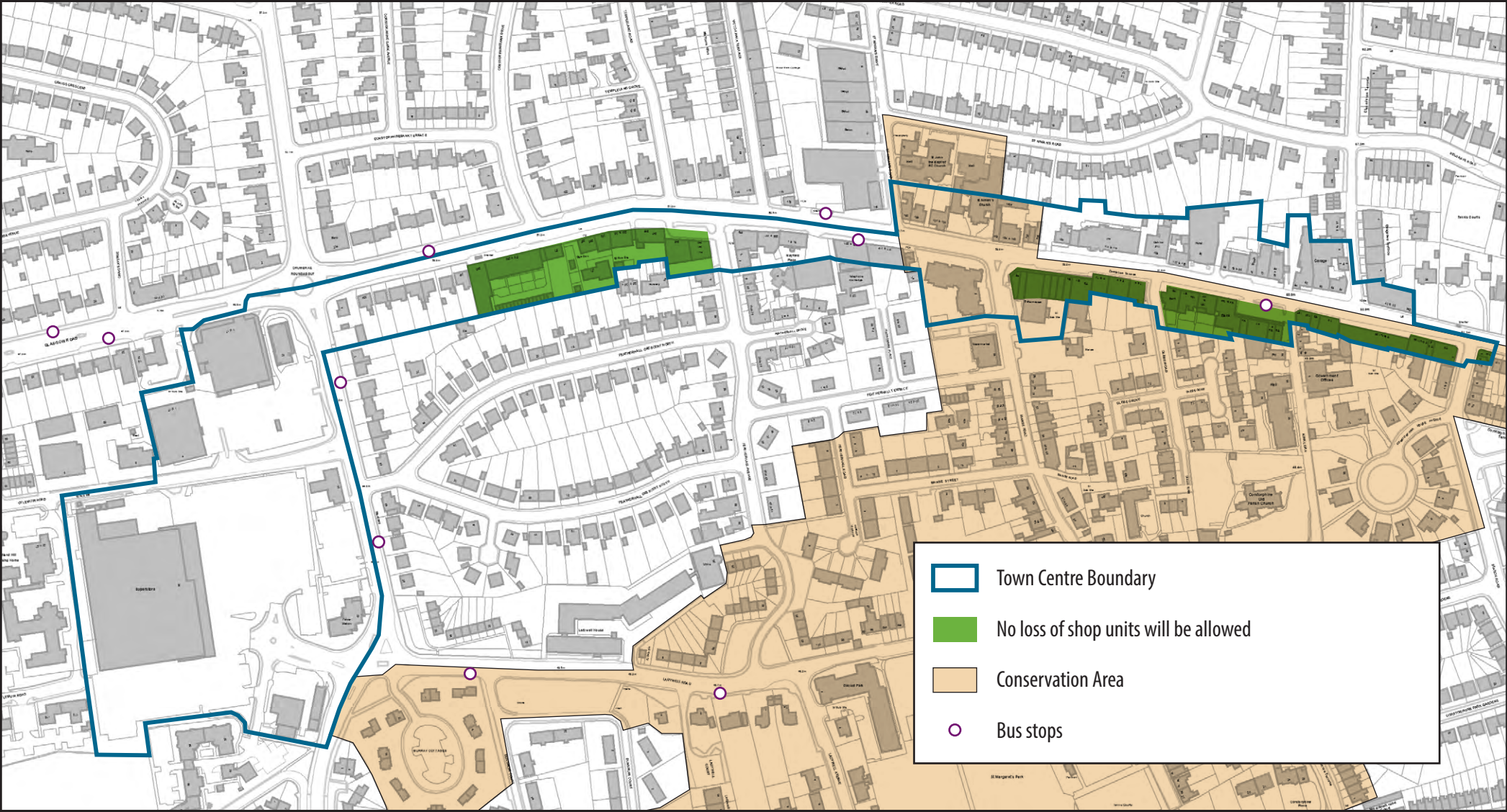
Other Relevant Information

Other relevant policies in the Local Development Plan include:

- **Ret 1** Town Centres First
- **Ret 3** Town Centres
- **Ret 7** Entertainment and Leisure Developments
- **Ret 9** Alternative Use of Shop Units in Defined Centres
- **Ret 11** Food and Drink Establishments
- **Des 13** Shopfronts
- **Env 3** Listed Buildings – Setting
- **Env 4** Listed Buildings – Alterations and Extensions
- **Hou 7** Inappropriate Uses in Residential Areas
- [Guidance for Businesses](#)
- [Edinburgh Design Guidance](#)

This document deals with the principles of changes of use for planning purposes. Food and drink, pub and hot-food takeaway uses will often require other consents and are subject to separate controls for alcohol, hours of operation and outdoor pavement seating. For more information on these see the Council's website on the One Door Approach to development consents.

Corstorphine Policies Map



CORSTORPHINE TOWN CENTRE

NOVEMBER 2017





SUPPLEMENTARY GUIDANCE

GORGIE / DALRY TOWN CENTRE

Introduction

Gorgie/Dalry Town Centre is one of Edinburgh's nine town centres. Within these centres, the Council is committed to ensuring they continue to serve those who live, work, visit and shop there. One way it does this is by producing guidance setting out when a shop unit can change from a shop use to another use suited to a town centre.

This document sets out when the Council will give planning permission for changing the use of a shop unit in Gorgie/Dalry Town Centre from a shop use to a non-shop use. It is prepared in accordance with Policy Ret 9: Alternative Use of Shop Units in Defined Centres of the Local Development Plan and applies to all units within the town centre. It is intended to frequently review this guidance to reflect changing shopping trends.

Gorgie/Dalry Town Centre

Gorgie/Dalry Town Centre area is shown on the map at the back of the document. A mix of uses currently exists within the town centre including shops, cafes and pubs. **Where a unit is used as a shop, it is necessary to get planning permission from the Council to change to another use.**

Ensuring that Gorgie/Dalry Town Centre has a variety of shops is important in maintaining it as a destination for shopping. However, there are also benefits in allowing shops to change to non-shop uses that complement shop uses and make the best of the town centre's accessible location for the local community. Allowing non-shop uses may also help to address vacancies which have arisen due to changing behavioural patterns in shopping such as an increase in online shopping. It is therefore felt that, in certain areas, permitting a change of use to a service use such as an office or a cafe/ restaurant use would enhance the town centre.

Pubs and hot-food takeaway uses will also be considered if these are felt to be appropriate for a certain location in the town centre provided they do not lead to an unacceptable impact on living conditions for nearby residents. To prevent non-shop uses that detract from the streets' liveliness, changes to uses such as residential will not be permitted.

Aims and Objectives

This document will support the vitality of Gorgie/Dalry town centre as well as contributing to the success and vision of Edinburgh. The Guidance supports Gorgie/Dalry town centre in being inspired, connected, fair and thriving through:

- Creating a thriving town centre through supporting a mix of uses, whilst retaining retailing as the primary function of the town centre
- Consider the contribution the use of units can make to placemaking
- Providing a flexible approach to change of uses to meet the demands of a growing economy and changing society and
- Contributing to the quality of life of Gorgie/Dalry residents and visitors.

What is a shop unit?

Premises opening directly onto the street and designed primarily for shop use. In some locations the shop unit can be above street level or at basement level but still have direct access and be visible from the street.

What is a shop use?

A unit used for the sale of goods (not hot food), e.g. post office, sale of tickets, travel agency, cold food for consumption off the premises, hairdressing, funeral parlour, launderette or dry cleaners. All where the sale, display or service is principally to visiting members of the public. (These types of use are grouped together and collectively called Class 1 Shops)

Types of non-shop uses

Changing a shop to non-shop use is known as a “change of use” and will always require an application for planning permission. Non-shop uses where the Council will consider a change are:

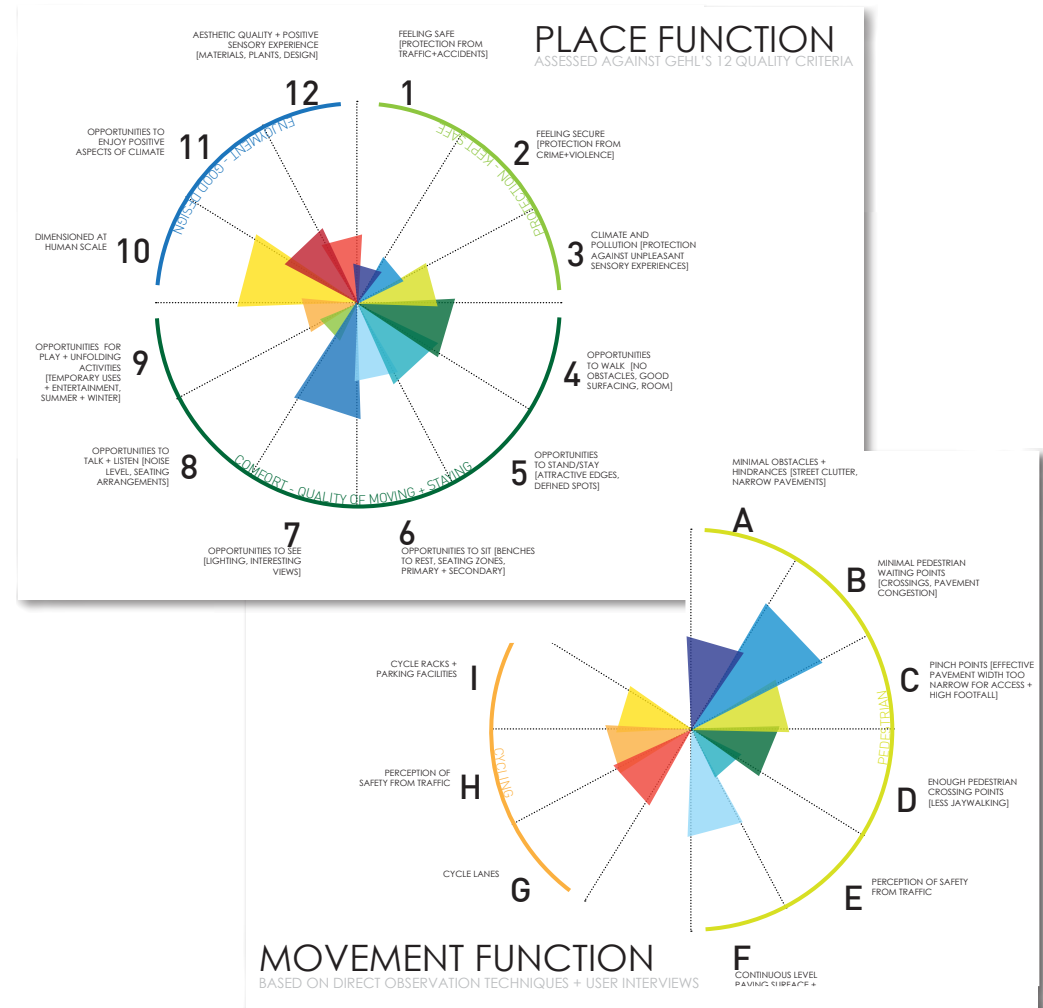
- Service uses - lawyers, accountants, estate agents, health centres, surgeries of dentists, doctors and vets (These types of use are grouped together and collectively called Class 2 Financial, professional and other services)
- Food and Drink consumed on premises - restaurant, cafe, snack bar (These types of use are grouped together and collectively called Class 3 Food and Drink)
- Pubs - sale and consumption of alcoholic beverages on premises
- Hot-food takeaways - Consumption of hot-food off premises

We have produced [Guidance](#) on what changes of use are permitted and when an application for planning permission will be required.

Key Findings

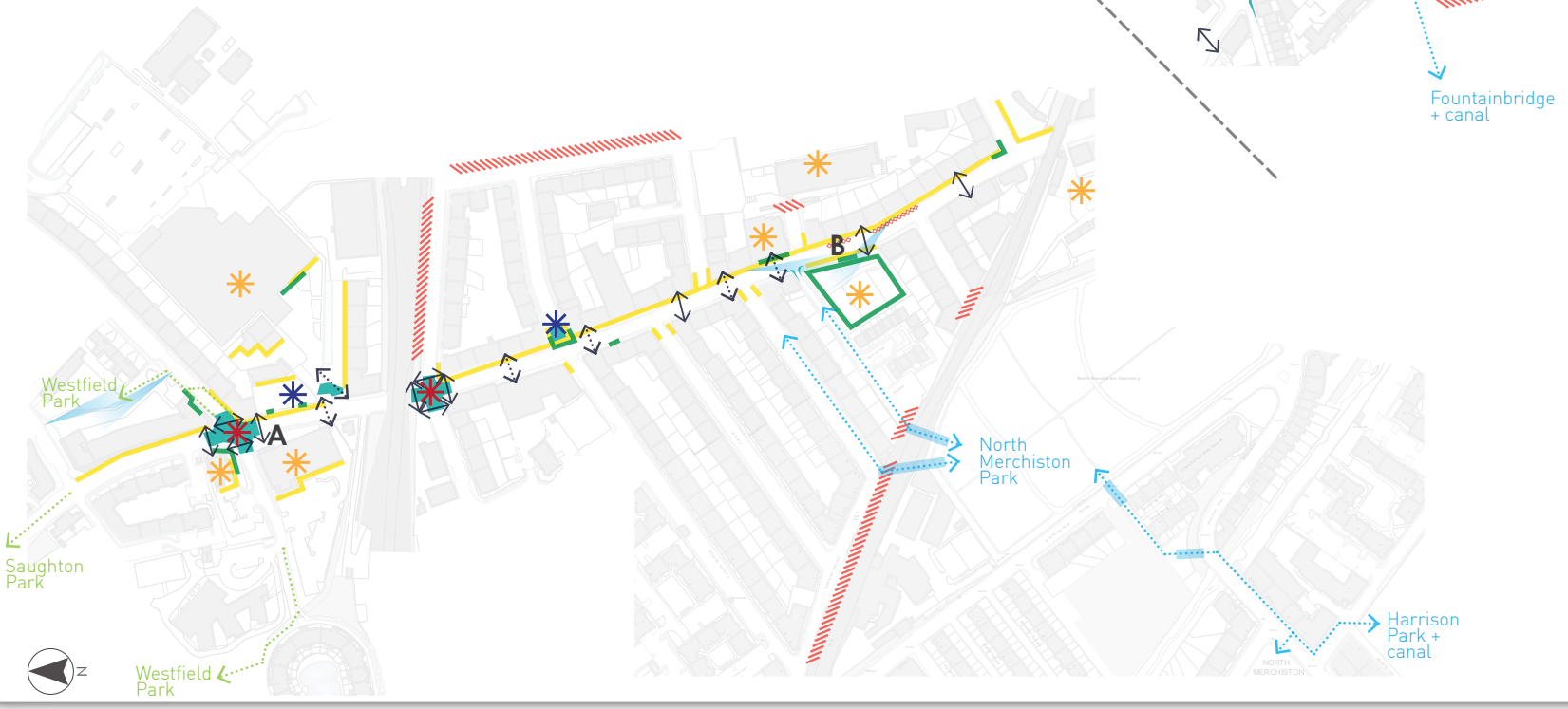
The Supplementary Guidance has been informed by a 'public life street assessment' carried out by design consultants for the Council. Some of the findings are shown below:

Place Function Diagram



Overall Analysis Map

	Popular destination locally		Potential for improved connection.
	Key areas of conflict between pedestrians and traffic. Where pedestrians are trying to move freely between different parts of the town centre or cross the street but traffic or parked cars are proving a hazard or barrier.		New foot/cycle bridge or crossing would enable improved connectivity.
	Favourable microclimate (sun, mostly sheltered from wind)		Barrier to urban connectivity e.g. railway line.
	Key positive views		Parking, including loading bays and single yellow lines. Places cars regularly stop - creating a barrier restricting pedestrian connection with the opposite side of the road, and effectively prioritising car parking over bus lane, cycle route or wider pavement for pedestrians.
	Existing pedestrian crossings.		Increase visual and/or walkable connection between both sides of the road e.g. new pedestrian crossing.
	Existing public life - primarily relating to active shop fronts, bus stops, parks, benches or other gathering places conducive to staying activities.	A	Key location at which research was conducted (labelled A to D).
	Key walking / cycling connections to nearby green spaces and canal.		Potential opportunity for key improvement for public life
	Better prioritising of pedestrians needed at minor road junction e.g. addition of raised tables, reduced corner radii, increased pavement width, improved drop kerbs.		



SWOT Analysis

Strengths

- Diverse small independent local businesses
- High footfall
- Good transport links
- Links to amenities and cycle routes

Weaknesses

- Lack of places to meet/gather
- Lack of green space
- Lack of dedicated cycle routes
- Fragmentation between Gorgie/Dalry

Opportunities

- Provide opportunities to meet socially
- Improve walking/cycling experience
- Integrate planting and street trees
- Enhance connectivity

Threats

- Car dominance
- Lack of green space
- Uneven pavements
- Street clutter

Policies

GD1 Planning permission will be granted for the change of use of a unit in shop use to a non-shop use *that is an appropriate commercial or community use* on the following frontages provided the change will not result in more than one third of the total number of units in the frontage being in non-shop use:

194-256 Gorgie Road

15-65 Dalry Road

18-78 Dalry Road

98-128 Dalry Road

GD2 Elsewhere within the defined Gorgie/Dalry Town Centre a change of use from a shop use to a non-shop use will be permitted provided the 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.**

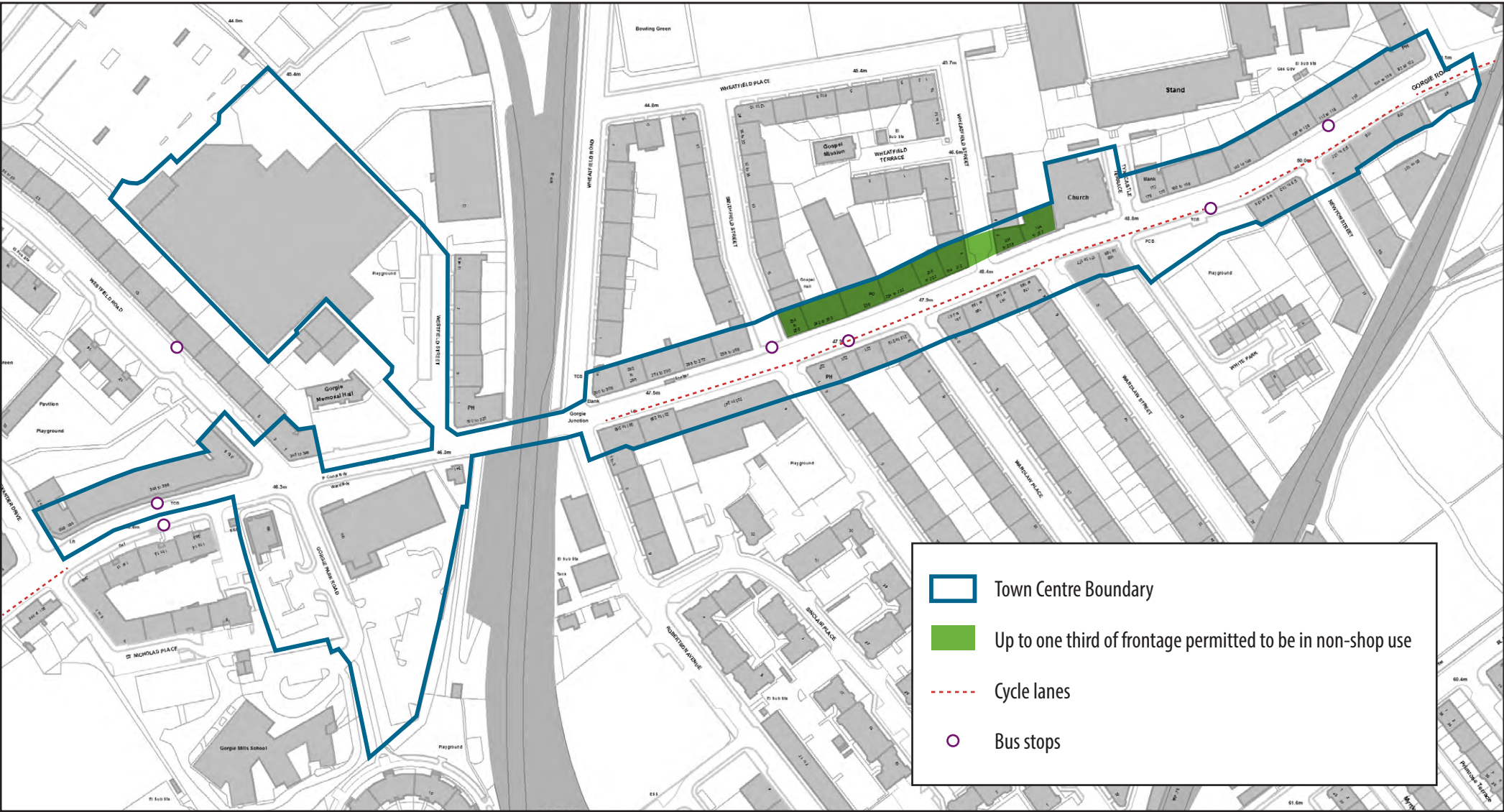
Other Relevant Information





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

- Ret 1 Town Centres First
- Ret 3 Town Centres
- Ret 7 Entertainment and Leisure Developments
- Ret 9 Alternative Use of Shop Units in Defined Centres
- Ret 11 Food and Drink Establishments
- Des 13 Shopfronts
- Env 3 Listed Buildings – Setting
- Env 4 Listed Buildings – Alterations and Extensions
- Hou 7 Inappropriate Uses in Residential Areas
- [Guidance for Businesses](#)
- [Edinburgh Design Guidance](#)

This document deals with the principles of changes of use for planning purposes. Food and drink, pub and hot-food takeaway uses will often require other consents and are subject to separate controls for alcohol, hours of operation and outdoor pavement seating. For more information on these see the Council's website on the One Door Approach to development consents.

Gorgie Policies Map



-  Town Centre Boundary
-  Up to one third of frontage permitted to be in non-shop use
-  Cycle lanes
-  Bus stops

Dalry Policies Map





SUPPLEMENTARY GUIDANCE

GORGIE / DALRY TOWN CENTRE

NOVEMBER 2017

SUPPLEMENTARY GUIDANCE

TOLLCROSS TOWN CENTRE

NOVEMBER 2017

Introduction

Tollcross Town Centre is one of Edinburgh's nine Town Centres. Within these centres, the Council is committed to ensuring they continue to serve those who live, work, visit and shop there. One way it does this is by guiding when a shop unit can change from a shop use to another use suited to a Town Centre. This document sets out when the Council will give planning permission for changing the use of a shop unit in Tollcross Town Centre.

This document sets out when the Council will give planning permission for changing the use of a shop unit in Tollcross Town Centre from a shop use to a non-shop use. It is prepared in accordance with Policy Ret 9 : Alternative Use of Shop Units in Defined Centres of the Local Development Plan and applies to all units within the town centre. It is intended to frequently review this guidance to reflect changing shopping trends.

Tollcross Town Centre

The Town Centre is shown on the map at the back of the document. A mix of uses currently exist including shops, offices, cafes and bars. **Where a unit is used as a shop, it is necessary to get planning permission from the Council to change to another use.**

The continued existence of a variety of shops is seen as critical to the health of Tollcross. However, there are also benefits in allowing shops to change to other uses that maximise the Town Centre's easily accessible location for the community. It is therefore felt that, in certain areas, permitting a change of use to a office or a cafe/ restaurant use would enhance the town centre.

To prevent non-shop uses that detract from the streets' liveliness, changes to uses such as residential are not acceptable. To prevent excessive concentration, no new hot food takeaways will be allowed. New cafes and restaurants must not lead to an unacceptable impact on living conditions for nearby residents.

Aims and Objectives

This document will support the vitality of Tollcross town centre as well as contributing to the success and vision of Edinburgh. The Guidance supports Tollcross town centre in being inspired, connected, fair and thriving through

- Creating a thriving town centre through supporting a mix of uses, whilst retaining retailing as the primary function of the town centre
- Consider the contribution the use of units can make to placemaking
- Providing a flexible approach to change of uses to meet the demands of a growing economy and changing society and
- Contributing to the quality of life of Tollcross residents and visitors.

What is a shop unit?

Premises opening directly onto the street and designed primarily for shop use. In some locations the shop unit can be above street level or at basement level but still have direct access and be visible from the street.

What is a shop use?

A unit used for the sale of goods (not hot food), e.g. post office, sale of tickets, travel agency, cold food for consumption off the premises, hairdressing, funeral parlour, launderette or dry cleaners. All where the sale, display or service is principally to visiting members of the public. (These types of use are grouped together and collectively called Class 1 Shops)

Types of non-shop uses

Changing a shop to non-shop use is known as a “change of use” and will always require an application for planning permission. Non-shop uses which may be acceptable in the Tollcross town centre include::

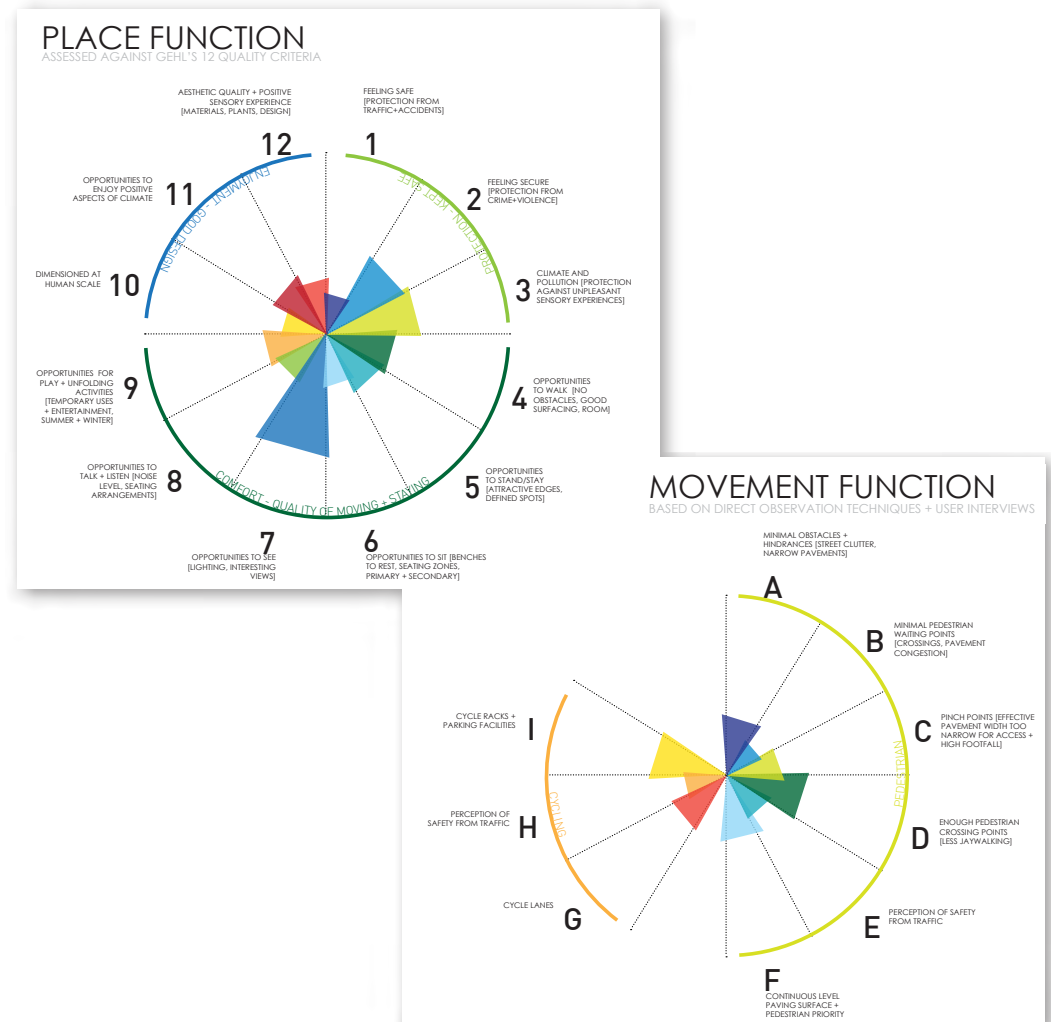
- Service uses - lawyers, accountants, estate agents, health centres, surgeries of dentists, doctors and vets (*These types of use are grouped together and collectively called Class 2 Financial, professional and other services*)
- Food and Drink consumed on premises - restaurant, cafe, snack bar (*These types of use are grouped together and collectively called Class 3 Food and Drink*). Public houses and hotfood take-aways will not be considered acceptable.

We have produced [Guidance](#) on what changes of use are permitted and when an application for planning permission will be required.

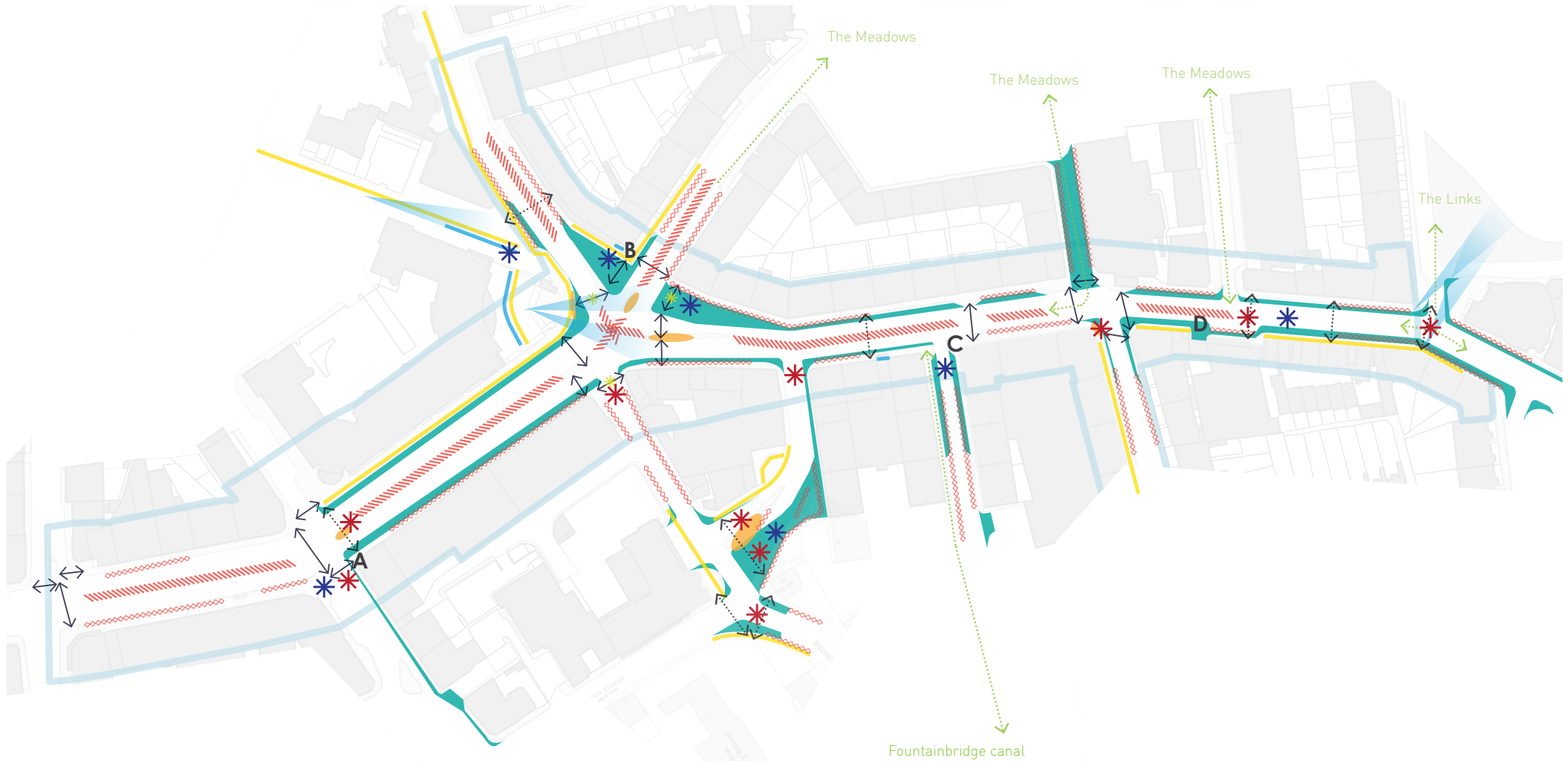
Key Findings

The Supplementary Guidance has been informed by a ‘public life street assessment’ carried out by design consultants for the Council. Some of the findings are shown below:

Place Function Diagram



Overall Analysis Map



<ul style="list-style-type: none"> * Key areas of conflict between pedestrians and traffic. Where pedestrians are trying to move freely between different parts of the town centre or cross the street but traffic or parked cars are proving a hazard or barrier. Yellow line: Favourable microclimate (sun, mostly sheltered from wind) Light blue arrow: Key positive views Green dashed arrow: Existing pedestrian crossings. 	<ul style="list-style-type: none"> Light blue line: Town centre boundary. Blue line: Existing public life - primarily relating to active shop fronts, bus stops, parks, benches or other gathering places conducive to staying activities. Green dashed arrow: Key walking / cycling connections to nearby green spaces and canal. Teal line: Road carriageway that could be used instead for wider pavement to better prioritise pedestrian experience e.g. addition of raised tables, reduced corner radii, increased pavement width, improved drop kerbs. 	<ul style="list-style-type: none"> Red hatched line: Barrier to urban connectivity e.g. road with multiple lanes Red dashed line: Places cars or coaches regularly park, including loading bays and single yellow lines, as well as unofficial locations cars/coaches/taxis observed stopping regardless of legality. This creates a barrier restricting pedestrian visual and movement connection with the opposite side of the road, and effectively prioritises car parking over bus lane, cycle route or wider pavement for pedestrians. Dotted arrow: Increase visual and walkable connection between both sides of the road / possible new pedestrian crossing. 	<ul style="list-style-type: none"> A: Key location at which research was conducted [labelled A to D]. Blue asterisk: Potential opportunity for key improvement for public life Yellow asterisk: Particularly long waiting times for pedestrian crossings. Orange circle: Locations pedestrians particularly vulnerable [lack of protection from vehicles on traffic islands, narrow corners]
---	--	--	--

SWOT Analysis

Strengths

- Small scale active independent shops
- Proximity to larger open spaces
- High footfall
- Vibrant, young, diverse and multi-cultural community

Weaknesses

- Lack of planting and street trees
- Poor pedestrian priority at crossings
- Large bins and insufficient bike parking
- Uneven pavement surfaces

Opportunities

- Enhance pedestrian and cycle connections
- Addition of seating and street trees
- Opportunities for redesign of Tollcross junction
- De-clutter town centre

Threats

- Street clutter
- Lack of safe, easy, walking routes
- Uneven surfaces
- Traffic volume

Policies

TC1 The change of use of a shop unit to a non-shop use will not be permitted, (with the exception of the corner units where Class 3 Food and Drink uses are considered appropriate) on the following frontages: :

- 120–148 Lothian Road
- 2-48 Earl Grey Street
- 1-65 Home Street

TC2 Elsewhere within the defined boundary of Tollcross the change of use of a shop unit to a non-shop use will be permitted provided the proposal is:

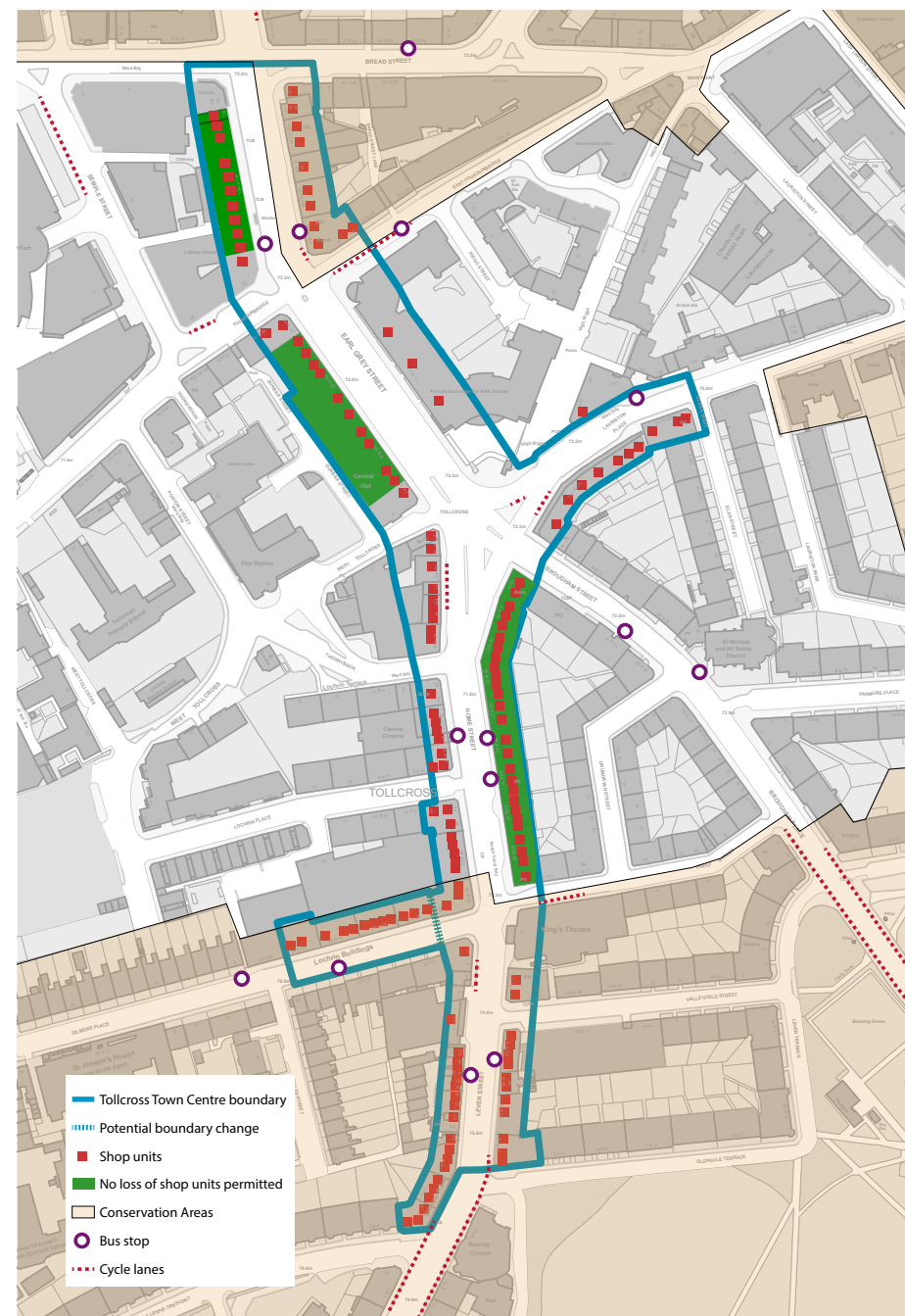
- a) Class 2 Financial, professional or other services
- b) Class 3 Food and Drink uses
- c) an appropriate commercial or community use which would compliment the character of the centre and would not be detrimental to its vitality and viability.

Other Relevant Information

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

- Ret 1 Town Centres First
- Ret 3 Town Centres
- Ret 7 Entertainment and Leisure Developments
- Ret 9 Alternative Use of Shop Units in Defined Centres
- Ret 11 Food and Drink Establishments
- Des 13 Shopfronts
- Env 3 Listed Buildings – Setting
- Env 4 Listed Buildings – Alterations and Extensions
- Hou 7 Inappropriate Uses in Residential Areas
- [Guidance for Businesses](#)
- [Edinburgh Design Guidance](#)

This document deals with the principles of changes of use for planning purposes. Food and drink, pub and hot-food takeaway uses will often require other consents and are subject to separate controls for alcohol, hours of operation and outdoor pavement seating. For more information on these see the Council's website on the One Door Approach to development consents.





Further information

online: www.edinburgh.gov.uk/supplementaryguidance

email: localdevelopmentplan@edinburgh.gov.uk

