

# Planning Committee

10.00am, Thursday, 12 October 2017

## Supplementary Guidance: Nicolson Street/Clerk Street, Portobello, Stockbridge Town Centres

<b>Item number</b>	5.5
<b>Report number</b>	
<b>Executive/routine</b>	Executive
<b>Wards</b>	City Centre, Inverleith, Portobello/Craigmillar, Southside/Newington
<b>Council Commitments</b>	

### Executive Summary

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The Edinburgh Local Development Plan (LDP) was adopted on 24 November 2016. The LDP requires statutory Supplementary Guidance (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.

The purpose of this report is to seek Committee approval of the finalised SG for Nicolson Street/Clerk Street, Portobello and Stockbridge Town Centres. The appended 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 LDP.

## Supplementary Guidance: Nicolson Street/Clerk Street, Portobello, Stockbridge

### 1. Recommendations

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- 1.1 It is recommended that Committee:
- 1.1.1 approves Appendix 1 as the finalised Supplementary Guidance (SG) for Nicolson Street/Clerk Street Town Centre;
  - 1.1.2 approves Appendix 2 as the finalised SG for Portobello Town Centre; and
  - 1.1.3 approves Appendix 3 as the finalised SG for Stockbridge Town Centre; and
  - 1.1.4 refers all 3 to the Housing and Economy Committee for approval prior to adoption as part of the statutory development plan.

### 2. Background

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- 2.1 Policy Ret 9 of the Edinburgh Local Development Plan (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.
- 2.2 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.
- 2.3 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 review of Corstorphine, Gorgie/Dalry and Tollcross is underway and is the subject of a separate report.
- 2.4 The SGs demonstrate the Council's requirement to apply the Scottish Government's Town Centre First Policy and the desire to promote the town centres as the heart of the community and a hub for a range of activities.

- 2.5 Once adopted, they will form part of the statutory development plan.
- 2.6 It is intended to review the guidance regularly to take account of changes of use over time.

### 3. Main report

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- 3.1 The three appended SGs (Appendix 1, 2 and 3) are similar to one another in structure and style, but some of their content differs as a reflection of the Town Centres distinct characteristics and the tailored processes. Each of the SGs set out:
  - 3.1.1 a vision for the town centre
  - 3.1.2 principles to be considered when submitting and assessing planning applications within the town centre
  - 3.1.3 change of use policies.
- 3.2 The process of preparation has included:
  - 3.2.1 analysing the results of shop surveys, including trends over time in the proportion of non-shop uses and vacancy rates;
  - 3.2.2 assessing effectiveness of previous policies;
  - 3.2.3 analysing a series of 'Public Life Street Assessments' carried out by consultants (HERE+NOW) and funded by the 'Smarter Choices Smarter Places' programme;
  - 3.2.4 consideration of results from a Place Standard exercise within the Southside;
  - 3.2.5 meetings with the relevant Locality teams and community councils; and
  - 3.2.6 consideration of the responses to consultation on the draft SGs.

#### **Responses to consultation**

- 3.3 The draft SG for Nicolson Street/Clerk Street received 32 responses, Portobello received 60 responses and Stockbridge 272 responses.
- 3.4 Each of the draft SG set out a vision and principles to be applied in assessing applications for change of use in that particular Town Centre. There was broad support for the Vision and Principles set out in the draft SG for each of the Town Centres.
- 3.5 There was broad support for the change of use policy set out for each of the Town Centres which identifies primary shopping frontages where the proportion of non-shop uses should not exceed a set threshold.
- 3.6 Many of the comments received expressed concern about the occupiers of shops within the Town Centres, mainly the desire to restrict charity shops and national retailers, or a specific service within the shop use class e.g. hair and beauty. This issue is outwith the control of the statutory planning system.
- 3.7 The number of food and drink outlets was also a common concern. Generally the view was that there were too many of such uses. The policy in the SG aims to

ensure that within defined primary retail frontages the number of non-shop uses such as food and drink are limited to certain proportions, thereby limiting the number of these uses. The Council's separate non-statutory Guidance for Businesses identifies areas of restriction for hot food take-aways, which includes part of Nicolson Street/Clerk Street Town Centre. It must be recognised that a range of uses are essential to the vitality and viability of the town centre and food and drink outlets can add to that vitality. The approach of the SG allows increased flexibility in areas outwith defined frontages. In these areas, out with the defined retail frontages, non-shop use will be permitted provided proposals are for class 2 (financial, professional or other services), class 3 (food and drink – not including hot food take-ways) or other appropriate commercial, community or leisure uses. This frontage approach is intended to ensure a balance between the level of shopping provision across the centre as a whole while acknowledging the value of complementary uses.

- 3.8 There was broad support across the town centres for continuing to not allow conversion of shop units to residential use. For placemaking purposes it is important that ground floor uses help bring activity onto the street. Residential units at ground floor level tend to add little vitality to town centres.
- 3.9 The consultation suggested some potential changes to existing town centre boundaries as defined in the LDP Proposals Map. Within Nicolson Street/ Clerk Street there were two suggested changes. There was support for a change to include Nicolson Square to provide a consistent approach to the whole square, part of which is currently included. There was less support for a change to exclude the southern part of the existing town centre.
- 3.10 Suggestions to amend the Portobello Town Centre boundary – to the west to Figgate Bur/Fishwives Causeway, and to incorporate all shop units on the southside of Portobello High Street – were generally supported.
- 3.11 Within Stockbridge there were two suggested changes. There was general support for an extension of the boundary to include the north side of Raeburn Place although concerns were expressed that this area was not viewed as part of Stockbridge. There were similar concerns about the extension of the boundary to include North West Circus Place.
- 3.12 Procedurally there is no scope to make such changes to this LDP as it is recently adopted. However, these suggestions for changes to the town centre boundary will be considered during the preparation of LDP2.

### **The Finalised SG**

- 3.13 Comments received have been considered in the finalisation of the SG. A summary of responses received and a response to these is set out at Appendix 4.
- 3.14 No substantive changes have been made to the draft SG. Wording of the Nicolson Street/Clerk street vision has been altered to reflect the desire to focus on active travel, definitions have been supplemented and graphical changes have been made to improve clarity.

- 3.15 The 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 and principles for each of the town centres, they will also help to deliver the wider placemaking agenda alongside other Council and partner policies and plans.

#### **Next steps**

- 3.16 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.
- 3.17 The adopted SGs will be published as designed documents, in a similar style to other SG.

### **4. Measures of success**

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- 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**

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

### **6. Risk, policy, compliance and governance impact**

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

### **7. Equalities impact**

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- 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**

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- 8.1 The proposals in this report will:

- 8.1.1 reduce carbon emissions because they support and provide local services in sustainable locations, reducing the need for travel;
  - 8.1.2 increase the city's resilience to climate change impacts because supporting town centres reduces the need to travel for services;
  - 8.1.3 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;
  - 8.1.4 help achieve a sustainable Edinburgh because it supports the town centres where many local businesses choose to locate; and
  - 8.1.5 help achieve a sustainable Edinburgh because they promote the continued use of shop units in beneficial use.
- 8.2 All three SGs have been considered through the Strategic Environment Assessment (SEA) screening process which has determined that there are no significant environmental impacts.

## **9. Consultation and engagement**

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- 9.1 The principle of preparing SG for town centres was consulted on through the LDP process. Pre-draft engagement took place with the relevant Locality teams and community councils.
- 9.2 A Place Standard exercise within the Southside informed the preparation of the Nicolson Street/Clerk Street SG. The exercise involved two public events and an online survey and provided an opportunity for people to put forward their views on the Southside as a place. A presentation was given to Southside Community Council during the consultation period. Portobello Community Council carried out a survey on relevant aspects of the town centre, which informed the preparation of the SG.
- 9.3 The consultation period on the draft SGs ran for six weeks between 18 April and 30 May 2017. Letters, emails and advertisement posters were sent to community councils, amenity bodies, and local businesses. During this time, the draft SG for Nicolson Street/Clerk Street, Stockbridge and Portobello were available on the Council's Consultation Hub.
- 9.4 A summary of the consultation responses are set out in Appendix 4.

## 10. Background reading/external references

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- 10.1 [www.edinburgh.gov.uk/localdevelopmentplan](http://www.edinburgh.gov.uk/localdevelopmentplan)
- 10.2 [www.edinburgh.gov.uk/supplementaryguidance](http://www.edinburgh.gov.uk/supplementaryguidance)
- 10.3 Supplementary Guidance: Nicolson Street/Clerk Street, Portobello, Stockbridge – drafts for consultation, [Report to Planning Committee, 2 March 2017](#)

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## 11. Appendices

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- 11.1 Appendix 1 - Nicolson Street/Clerk Street Town Centre Supplementary Guidance
- 11.2 Appendix 2 - Portobello Town Centre Supplementary Guidance
- 11.3 Appendix 3 - Stockbridge Town Centre Supplementary Guidance
- 11.4 Appendix 4 – Summary of Consultation Responses



# Nicolson Street/Clerk Street Town Centre

**Supplementary Guidance**

**[www.edinburgh.gov.uk/supplementaryguidance](http://www.edinburgh.gov.uk/supplementaryguidance)**

**November 2017**



## **CONTENTS**

1. Introduction
2. Nicolson Street/Clerk Street Town Centre
3. Vision and Principles
4. Change of use policies
5. Links to other policies and guidance
6. Definitions

## 1. INTRODUCTION

This Supplementary Guidance sets out the approach to the **change of use of shop units** within Nicolson Street / Clerk Street Town Centre.

Nicolson Street/Clerk Street is one of Edinburgh’s nine town centres (including the City Centre) defined and protected in the Edinburgh Local Development Plan (LDP) as a hub for shopping, local services and as a leisure destination.

The LDP provides a framework for a tailored approach to assessing proposals for change of use applications in individual town centres. The Supplementary Guidance has been prepared in accordance with **Policy Ret 9: Alternative Use of Shop Units in Defined Centres** and applies to all shop units within the town centre.

The Supplementary Guidance aims to deliver two LDP objectives set out in Part 2, Section 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.

This Supplementary Guidance will form part of the statutory development plan. Applications for change of use must be determined in accordance with the development plan unless material considerations indicate otherwise. To assist in interpreting the LDP the Council issues non-statutory guidance. Guidance for Businesses provides guidance on change of use. This is a material consideration in the determination of applications and should be considered alongside this Supplementary Guidance.

The Supplementary Guidance has been informed by a ‘public life street assessment’ carried out by design consultants for the Council, which explored how the town centre should evolve to maximise the potential for benefitting public life and a Place Standard exercise carried out within the Southside, which

includes the town centre of Nicolson Street/Clerk Street, to gain views of quality of place from residents and those who use the

## **2. NICOLSON STREET/CLERK STREET TOWN CENTRE**

Nicolson Street/Clerk Street Town Centre is located on a main arterial route leading from Edinburgh's historic Old Town through the inner suburb of the Southside. It extends for 1.7km from North Bridge south to the junction of Newington Place and Salisbury Place.

The Town Centre lies within the Conservation Areas of Old Town and Southside and contains a number of listed buildings. The northern section is located within the Old and New Towns of Edinburgh World Heritage Site. There are a number of prominent buildings and the proximity of Arthur's Seat and Salisbury Crags allow dramatic views throughout the area.

The area is densely populated with approximately 15,400 people within approximately 400 metres of the Town Centre.

town centre. A health check has considered the centre's strengths, vitality and viability, weaknesses and resiliencies.

The University of Edinburgh has a major presence and reflecting the high student population more than half of the resident population is aged 16 to 24. This is much higher than that of Edinburgh as a whole.

It is a diverse lively area with a number of active evening uses including the Festival Theatre. There are three public squares within the town centre – Nicolson Square, St Patrick Square and Hunter Square.

There are a number of community cafes and churches providing a focus for the community. There is a strong sense of identity within the area. There are two active Community Councils and an established amenity group - The Southside Association.

Map 1: Nicolson Street/Clerk Street Town Centre



### Shop and other town centre uses

The Town Centre consists of a mix of primarily smaller shops and eating places, bars and different types of takeaway combined with a few larger cultural institutions. Shop units range in size from relatively small shop units up to small supermarket sized units. The majority of units are located within traditional tenement buildings with residential units above. Residential is therefore a major town centre use.

National retailers are represented in the Town Centre, particularly in the South Bridge area. A number of these operators have multiple units along the length of the centre. There are also a number of independent operators.

The northern section of the Town Centre intersects with the Royal Mile. Around this location there are a number of hotels. This area is increasingly focussed on the service for visitors.

Eating places are well represented and spread out fairly evenly throughout the Town Centre. The area is well served with services such as hairdressers, pharmacies, opticians, banks and a post office. There is no dentist or doctors within the town centre boundary, although there are practices within the surrounding area.

The mix of uses has been monitored in [city-wide shop surveys](#) periodically undertaken since 1986. There has been a steady decline in class 1 (retail) use and a subsequent increase in class 2 (office), class 3 (food and drink) and pubs and hot food take-aways. Just under half of the shop units in the Town Centre are in retail use. Vacancy rate is low and footfall is high. Health check indicators point towards a relatively healthy centre overall. The analysis below summarises the strengths weaknesses, opportunities and threats.

**STRENGTHS**

Strong sense of local identity  
High footfall  
Good public transport  
Access to natural space  
Diverse mix of shops and services  
Low vacancy rate

**WEAKNESSES**

Narrow footpaths and pinch points  
Traffic noise and air pollution  
Linear centre inhibiting wayfinding  
Poor quality materials  
Integration of communities  
Perceived threat of anti-social behaviour

**OPPORTUNITIES**

Improve cross connections  
Build on high footfall  
Enhance spaces  
Build on existing retail  
Improve quality of materials  
Improve conditions and facilities for cyclists  
Safeguarded tram route

**THREATS**

Traffic noise, volume and pollution  
Length of centre  
Perceptions of threat in terms of anti-social behaviour

### 3. VISION AND PRINCIPLES

The Public Life Street Assessment and health check highlight areas for potential improvement in the Town Centre, particularly relating to the movement and place function. The vision for Nicolson Street/Clerk Street is to:



The Supplementary Guidance goes some way to achieve the wider vision through the following principles, which should be considered when submitting and assessing a planning application for a change of use within Nicolson Street/Clerk Street Town Centre:

1. Supporting high quality shopfront design (see the Council's Guidance for Businesses and Listed Buildings and Conservation Area Guidance). Particular attention should be given to measures which could reduce anti-social behaviour such as gates on recessed doors and frontages that allow natural surveillance.
2. Ensuring active frontages to the street by permitting glazing which will allow for natural surveillance, whilst prohibiting the change of use from shop use to residential in ground floor units.
3. Supporting outdoor seating where pavements are wider.
4. Supporting class 3 food and drink uses around public squares and on corner sites where there is opportunity to activate the public street life and encourage people to spend time in the town centre.
5. Ensuring development makes a positive contribution to the public realm by meeting the Street Design Guidance and Edinburgh Design Guidance.
6. Incorporating and enhancing natural and built features where they can contribute positively to the Town Centre
7. Supporting additional cycle parking facilities at key points along the Town Centre.
8. Taking opportunities to remove street clutter and other redundant items identified in any relevant street audits prepared by the Council or Living Streets.
9. Ensuring appropriate arrangements are in place for storage of waste, internally and externally.

A number of programmes and plans have the potential to address some of the other issues:



- The Old Town Conservation Area Character Appraisal has recently been reviewed and identifies opportunities for enhancement.
- The World Heritage Site Management Plan is under review and will set out future actions within the site.
- A bus shelter replacement programme has recently taken place, including replacement bus shelters with advertising panels in the town centre. Future replacement programmes may present an opportunity to improve placement of shelters.
- Review of Air Quality Action Plan
- Road and footway investment – Capital Programme
- The Council and other stakeholders are currently progressing a Wayfinding system for the City and the intention would be to include town centres as part of the project.
- Quiet Routes – Edinburgh’s local walking and cycling routes.
- A 20mph speed limit has applied to much of the town centre since July 2016. The remainder of the centre introduced a 20mph limit in February 2017. Reduced traffic speed will improve the sense of security for pedestrians and cyclists.
- A [trade waste policy](#) applies to the town centre that only allows trade waste to be presented on the street/outside premises for one-hour within set collection windows.
- A locality based approach to service delivery operates in Edinburgh. The town centre is part of the South East Locality and the South Central Neighbourhood Partnership area. The Locality Improvement Plan sets out a small area plan for the Southside Corridor which includes Nicolson Street/Clerk Street Town Centre. It includes actions to improve public spaces.

#### 4. CHANGE OF USE POLICIES

The policies apply shop units.

**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.

Changing a shop unit to a non-shop use will always require planning permission.

**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.

Shop use is defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997. These types of use are grouped together and collectively called class 1 shops.

Some other 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.

To ensure that the retailing role of the centre is maintained while providing flexibility to allow a diverse mix of other uses a tiered approach will be applied. Separate policies are set out for defined Primary and Secondary retail frontages and elsewhere within the Town Centre.

A Primary Retail Frontage is a grouping of shops that has been identified as having a primarily retail focus. Within these areas the proportion of shop units in non-retail use is low. The policy will continue this focus while allowing an element of other uses which are appropriate to town centres and can add or maintain vitality and viability.

A Secondary Retail Frontage is a grouping of shops identified as an area where retailing should be protected but not at the same level as within the Primary Retail Frontage areas. The

Secondary Retail Frontages retain a majority of units in shop use (54% and 59%), however at lower levels than the Primary Retail Frontages. The policy aims to preserve the retail provision within these frontages around current levels ensuring that the majority of shop units are retained in retail use.

Outwith the areas defined in Policy NCTC1 and NCTC2 there is a wide range of uses which contribute to the vitality and viability of the Town Centre. The policy will provide a flexible approach which will allow appropriate uses, accepting that retailing and the role of town centres are changing, to ensure the vitality and viability of the town centre overall.

**Policy NCTC1 Alternative Use of Shop Units - Primary Retail Frontages**

In the Primary Retail Frontages defined in Table 1 and Map 2, the change of use of a shop unit from a shop use 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 will be in non-shop use; and
- b) the proposal is for an appropriate commercial, community or leisure use which would complement the character of the centre and would not be detrimental to its vitality and viability.

**Table 1**

<b>Primary Retail Frontages</b>
36-76 Nicolson Street
78a-140 Nicolson Street
44-66 Clerk Street and 1-29 South Clerk Street
85-108 South Bridge

**Policy NCTC2 Alternative Use of Shop Units - Secondary Retail Frontages**

In the Secondary Retail Frontages, defined in Table 2 and map 2, the change of use of a shop unit from a shop use to a non-shop use will be permitted provided:

- a) as a result of permitting the change of use, **no more than 45%** of the total number of units will be in non-shop use; and
- b) the proposal is for an appropriate commercial, community or leisure use which would complement the character of the centre and would not be detrimental to its vitality and viability.

- An appropriate commercial, community or leisure use which would complement the character of the centre and would not be detrimental to its vitality and viability.

**Table 2**

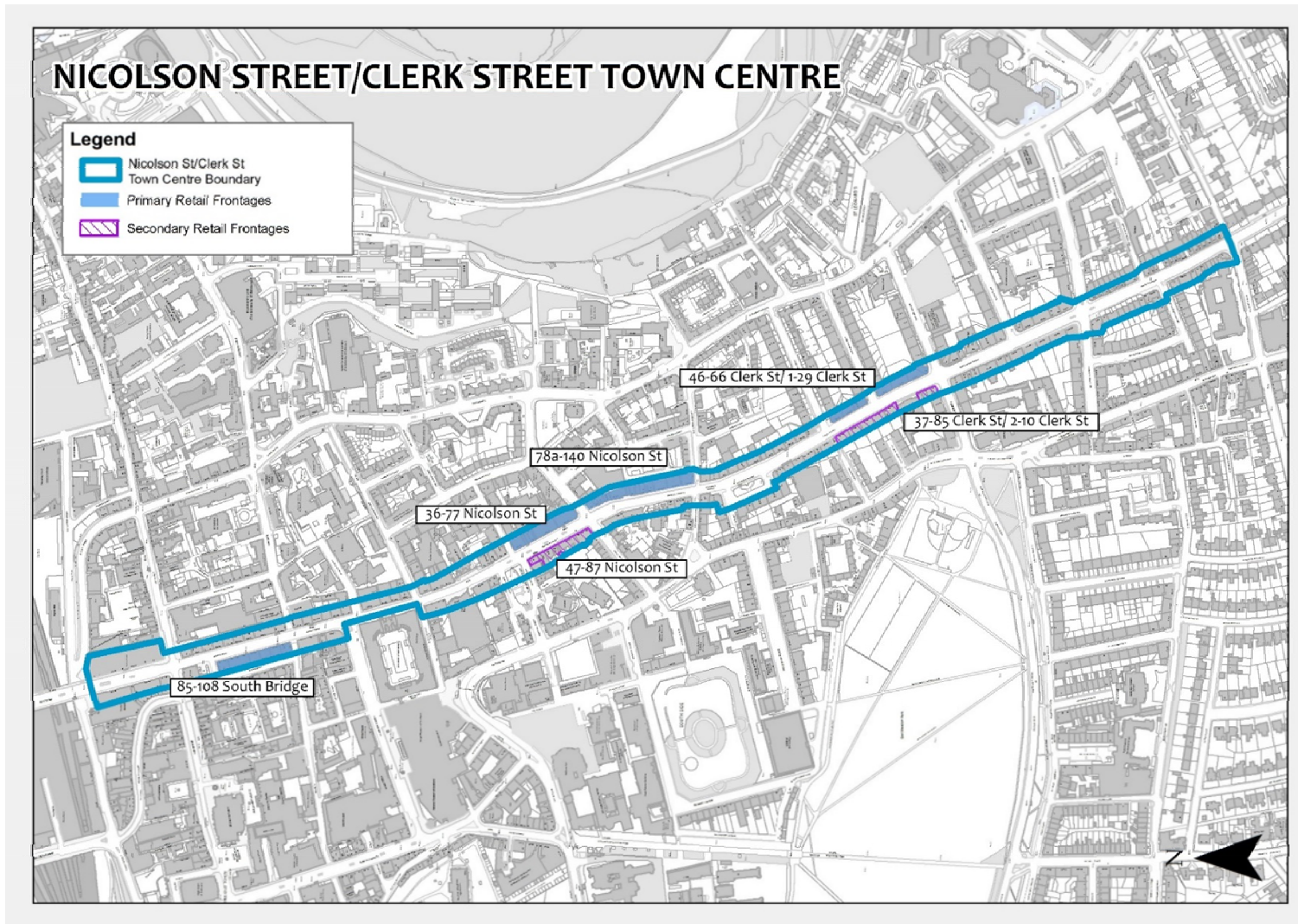
<b>Secondary Retail Frontages</b>
47-87 Nicolson Street
37-85 Clerk Street and 2-10 South Clerk Street

**Policy NCTC3 - Alternative use of shop units - elsewhere**

For those locations not within an identified frontage, but elsewhere within the Nicolson Street/Clerk Street Town Centre boundary, a change of use of a shop unit from a shop use 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

### Map 2 Frontages



### **Residential use**

For placemaking purposes it is important that ground floor uses help bring activity onto the street. Residential units at ground floor level tend to add little vitality to the town centre. Nicolson Street/Clerk Street already has a large population living within walking distance of the main shopping streets and within the town centre itself, changes from shop units to residential is not supported.

## 5. LINKS TO OTHER POLICIES AND GUIDANCE

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

- Ret 1 Town Centres First
- Ret 3 Town Centres
- Ret 7 Entertainment and Leisure Developments
- Ret 11 Food and Drink Establishments
- Des 13 Shopfront
- Env 1 World Heritage Sites
- Env 3 Listed Buildings - Setting
- Env 4 Listed Buildings – Alterations and Extensions
- Env 5 Conservation Areas – Demolition of Buildings
- Env 6 Conservation Areas – Development

Policy Ret 3 generally supports shop uses in town centres. Policy Ret 7 supports leisure and entertainment facilities in town centres. Policies Ret 11 considers the impact on nearby residents for proposals such as public houses and hot-food takeaways. Des 13 supports improvements to shop fronts.

[Guidance For Businesses](#) – non-statutory guidance to assist businesses in preparing applications to change the use of a property as well as providing guidance on shopfront design.

[One-Door Approach](#) - 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 and outdoor pavement seating. For more information on these, see the Council's website on the [One Door Approach](#).

[Edinburgh Street Design Guidance](#) - guidance on street design to achieve coherence and co-ordination across the city.

[Edinburgh Design Guidance](#) - sets out the Council's expectations for the design of new development in Edinburgh.

**Old Town and Southside** [Conservation Area Character Appraisal](#) - describes what is special about the conservation area and helps in making decisions on proposals that affect the area's special character.

**World Heritage Management Plan**- sets out how the Outstanding Universal Value of the site will be protected. The management plan informs a separate action plan.

## 6. DEFINITIONS

**Shop unit** - As defined in the Edinburgh Local Development Plan (2016), a shop unit is a premises accessed directly onto the street and designed primarily for shop use.

**Primary Retail Frontage** - a group of shop units that has been identified as providing a focus for retail within the town centre.

**Secondary Retail Frontage** –a group of shop units identified as areas where retailing should be protected but not at the same level as within the Primary Retail Frontage areas.

**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. This is further defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997.

**Non-shop uses** – Any use falling outwith the definition of Class 1 shop use. Examples of non-shop uses are:

- **Service uses** – e.g. lawyers, accountants, estate agents, health centres, tanning salons and pawn brokers.
- **Food and drink** – e.g. restaurant, cafe, snack bar.
- **Commercial/business use** – general office, light industry or research and development, which can be carried out without detriment to the amenity of any residential area.
- **Community use** – e.g. social and cultural activities
- **Leisure use** – e.g. cinema and gymnasium
- **Other uses** – e.g. betting shops, pay day loan shops, pubs and hot food takeaways.

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.





# Portobello Town Centre

**Supplementary Guidance**

**[www.edinburgh.gov.uk/supplementaryguidance](http://www.edinburgh.gov.uk/supplementaryguidance)**

**November 2017**

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## 1. INTRODUCTION

Portobello Town Centre is one of Edinburgh's nine town centres (including the City Centre Retail Core) defined, protected and promoted as a hub for a wide range of activities from shopping and providing local services and as a leisure destination in the Edinburgh Local Development Plan (LDP). This guidance sets out an approach to the **change of use of shop units** within Portobello Town Centre.

The LDP provides a framework for a tailored approach to assessing proposals for change of use applications for individual town centres. The Supplementary Guidance has been prepared in accordance with **Policy Ret 9: Alternative Use of Shop Units in Defined Centres**, in the LDP and applies to all shop units within the town centre. It aims to deliver two LDP objectives set out in Part 2, Section 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.

This Supplementary Guidance forms part of the statutory development plan. Applications for change of use must be determined in accordance with the development plan unless material considerations indicate otherwise. To assist in interpreting the LDP the Council issues non-statutory guidance. Guidance for Businesses provides guidance on change of use. This is a material consideration in the determination of applications and should be considered alongside this Supplementary Guidance.

## 2. PORTOBELLO TOWN CENTRE

Portobello Town Centre (defined in Map 1) lies to the north east of the city centre and takes in Portobello High Street from Pipe Street to the west and ends at Pittville Street at Abercorn Park in the east. Portobello High Street is an arterial route into Edinburgh from the east and serves as the main shopping and commercial street for Portobello. The entire town centre falls within the Portobello Conservation Area. The promenade and beach play a key role in giving Portobello its unique setting and identity, and make Portobello a popular 'destination' for daytrips, especially in the summer months. It retains its village feel with an engaged community that promotes local initiatives such as the community buyout of the former Portobello Old

Parish Church, in Bellfield Street, and Brighton Park hosts a monthly market.

#### 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 or purpose built shop units with terraced housing to the rear. The shopfront design is of varying quality across the centre. The main anchor supermarket is located off Bath Street and is not visually connected to the main high street. The second main food retailer to enter is the new purpose built medium sized supermarket with car park located a short distance outwith the town centre boundary to the west.

The town centre boundary excludes the southern side of the High Street east of Regent Street. This results in a number of shop units that are adjacent to the town centre, but outwith the scope of the retail policies that follow in this guidance. Changes of use would be assessed with LDP policy Ret 10: Alternative uses of shop units in other locations.

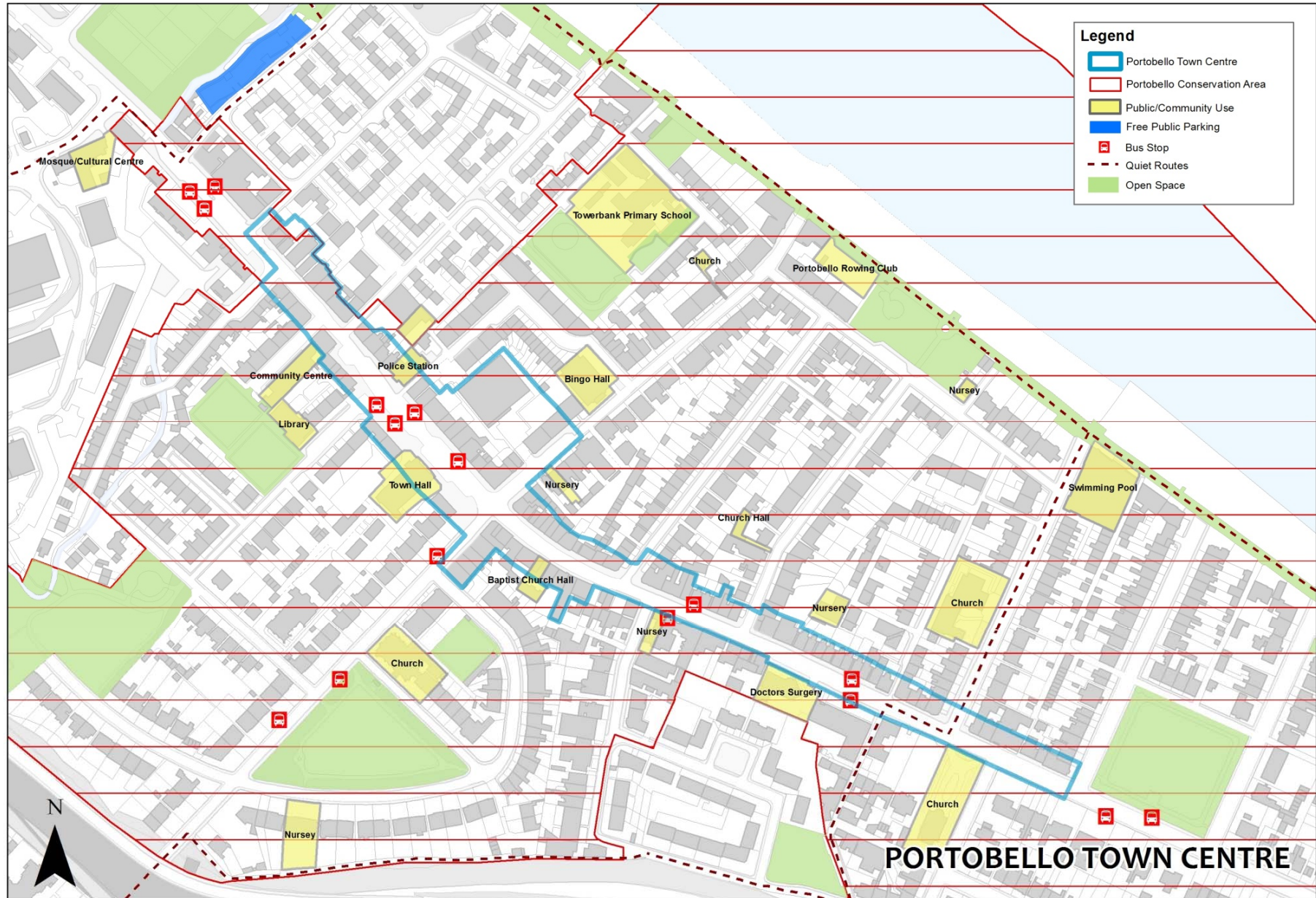
#### Strengths and weaknesses

To assess how the Town Centre functions in terms of pedestrian and cyclist movement and as a place to visit, a study

called a public life street assessment was carried out by design consultants for the Council, and explored how the town centre should evolve to maximise the potential for benefitting public life. This study used a mixture of techniques, including direct observation (pedestrian counts, behavioural mapping and tracing studies), user interviews and land use surveys.

A health check has also been carried out to assess the Town Centre's strengths, vitality and viability, weaknesses and resilience.

Map 1: Portobello Town Centre



<b>STRENGTHS</b>	<b>WEAKNESSES</b>	<b>OPPORTUNITIES</b>	<b>THREATS</b>
<p>Village feel with presence of civic buildings acting as architectural landmarks eg police station and town hall.</p>	<p>Poor wayfinding from the Promenade to the High Street.</p>	<p>Better links and connections between the High Street and Promenade, including improved wayfinding.</p>	<p>Traffic noise, volume and pollution.</p>
<p>Community capital – community run assets and monthly market.</p>	<p>Slightly high vacancy rate.</p>	<p>Better use of space outside Town Hall.</p>	<p>Lack of cycle lanes and parking.</p>
<p>High proportion of independent shops. Stable shop to non-shop ratio.</p>	<p>Limited crossing points, parts of the street feels one-sided.</p>	<p>Protection from climate and traffic.</p>	
<p>The Promenade and beach make Portobello a destination, and is an active travel route and alternative to the high street.</p>	<p>Narrowest section of the street between Brighton Place/Bath Street and Windsor Place, is perceived as a pinch point and an area of conflict between cyclists, buses and on-street parking.</p>	<p>Build on social capital and chance encounters by redressing the lack of spaces for unfolding activities and play, opportunities to stand and stay, and rest.</p>	
<p>Relatively minimal pedestrian congestion.</p>			

### 3. VISION AND PRINCIPLES

The Public Life Street Assessment and health check highlight areas for improvement in the town centre, particularly relating to the movement and place function. The vision for Portobello is to create and promote:

- a place with an active public street life with a quality public realm that is comfortable for all users and thereby would encourage people to stay longer;
- streets and public realm that prioritises pedestrians and cyclist and thereby increases the ease of movement and increases footfall; and
- a mix of shopping and other town centre services that supports the resident community and creates a destination for visitors.

The Supplementary Guidance goes some way to achieve the wider vision through the following ten principles, which should be considered when submitting and assessing a planning application **for a change of use** within the Town Centre:

1. Supporting high quality shopfront design (see the Council's Guidance for Businesses and Listed Buildings and Conservation Area Guidance).

2. Ensuring active frontages to the street by permitting glazing which will allow for natural surveillance, create a visual interest on the street and encourage street users to linger, whilst prohibiting the change of use from shop use to residential in ground floor units. Supporting outdoor seating where pavements are wider and micro-climate is favourable.
3. Supporting Class 3 food and drink uses on corner units where there is an opportunity to activate the public street life.
4. Maximising opportunities for formal and informal outdoor seating incorporating shelter or shop front awnings at key points along the town centre.
5. Ensuring development makes a positive contribution to the public realm by meeting the Street Design Guidance and Edinburgh Design Guidance.
6. Incorporating and enhancing natural and built features where they can contribute positively to the Town Centre, for example the connections to the Promenade/beach.
7. Supporting additional cycle parking facilities at key points along the Town Centre.

8. Taking opportunities to remove street clutter and other redundant items identified in any relevant street audits prepared by the Council or Living Streets.
9. Ensuring appropriate arrangements are in place for storage of waste, internally and externally.

A number of other programmes and plans have the potential to address some of the other issues raised in the Public Life Street Assessments:

- A bus shelter replacement programme has recently taken place, including replacement bus shelters with advertising panels in the town centre. Future replacement programmes will present an opportunity to improve placement of shelters.
- The recently reviewed Portobello Conservation Area Character Appraisal provides the context to manage change that affects the conservation area's unique characteristics and set out opportunities for enhancement.
- Road and footway investment – Capital Programme
- The Council's Wayfinding Project. This could improve navigation, wayfinding and appreciation of assets such as the Promenade/beach.

- Quiet Routes – Edinburgh's local walking and cycling routes.
- A locality based approach to service delivery operates in Edinburgh. The town centre is within the North East Locality and the Locality Improvement Plan sets out the future priorities for the area and consider opportunities to enhance the local sense of identity and belonging.
- The Portobello area now benefits from a 20mph speed limit that aims to improve the sense of security for pedestrians and cyclists.
- Portobello 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.



#### 4. CHANGE OF USE POLICIES

Where a unit is used as a shop it is necessary to get planning permission from the Council to change to another use. In addition to the retail sale of goods, ‘shop use’ covers a variety of other similar uses where a service is provided principally to visiting members of the public e.g. post offices, travel agents, hairdressers, laundrettes, dry cleaners, etc. However, the planning system has limited control of what goods shops are selling, nor can it control which company occupies a shop.

The policies below (**Policy PTC1** and **Policy PTC2**) set out when a shop unit can change from a shop use to a non-shop use. The policies apply to ground floor shop units only or basement/first floor units that are directly accessed from the pavement.

Frontages are used to ensure that a minimum percentage of shop units are retained in shop use to meet the basic shopping needs and provision of the walk-in population. Keeping this level of protection is balanced against the benefits of extending economic activity and footfall into the evening. Elsewhere in the town centre a flexible approach to appropriate changes of use applies. Corner units for example towards the eastern end of

the centre with streets leading perpendicular to the Promenade, could capitalise on the outdoor street spaces, improving the public realm and providing for an active public life.

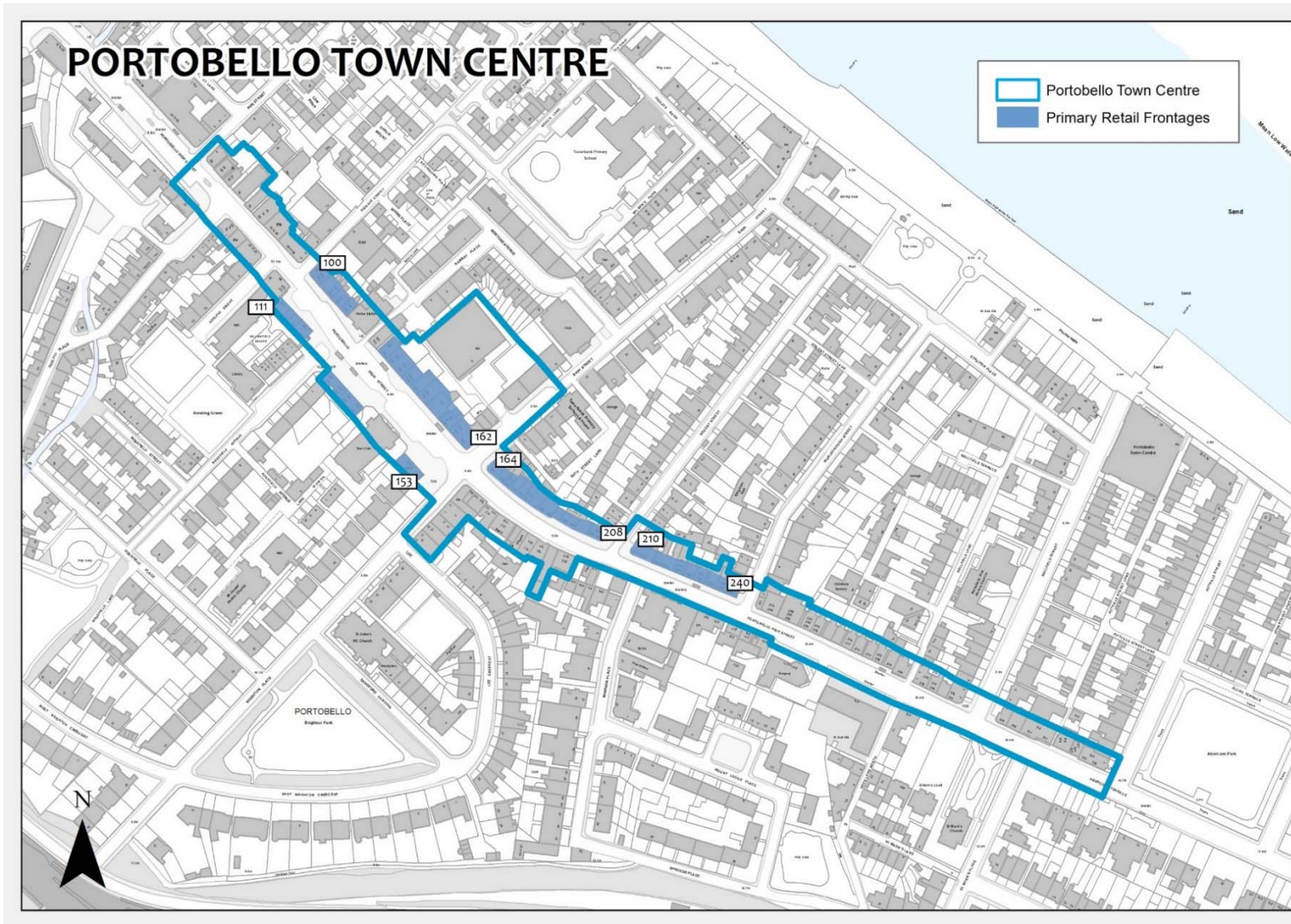
#### **Policy PTC 1 – Alternative Use of Shop Units in Defined Frontages**

In the frontages at defined in the table below (and in 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.

<b>Frontages</b>
100 – 162 Portobello High Street
111 – 153 Portobello High Street
164 – 208 Portobello High Street
210 – 240 Portobello High Street

Map 2: Frontages



## **Policy PTC 2 – Alternative Use of Shop Units Elsewhere in Portobello Town Centre**

For those locations not within a 'frontage', but elsewhere within the Portobello 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

### **Residential use**

For placemaking purposes it is important that ground floor uses help bring activity onto the street. Residential units at ground floor level tend to add little vitality to the town centre. Portobello already has a significant - and growing - population living within walking distance of the main shopping streets and **within the town centre itself, changing shop units to residential is not supported**. However, 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.

## 5. LINKS TO OTHER POLICIES AND GUIDANCE

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

- Ret 1 Town Centres First
- Ret 3 Town Centres
- Ret 7 Entertainment and Leisure Developments
- Ret 11 Food and Drink Establishments
- Des 13 Shopfront
- Env 3 Listed Buildings - Setting
- Env 4 Listed Buildings – Alterations and Extensions
- Env 5 Conservation Areas – Demolition of Buildings
- Env 6 Conservation Areas – Development

Policy Ret 3 generally supports shop uses in town centres. Policy Ret 7 supports leisure and entertainment facilities in town centres. Policies Ret 11 considers the impact on nearby residents for proposals such as public houses and hot-food takeaways. Des 13 supports improvements to shop fronts.

[Guidance For Businesses](#) – non-statutory guidance to assist businesses in preparing applications to change the use of a property as well as providing guidance on shopfront design.

[One-Door Approach](#) - 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 and outdoor pavement seating](#). For more information on these, see the Council's website on the [One Door Approach](#).

[Edinburgh Street Design Guidance](#) - guidance on street design to achieve coherence and co-ordination across the city.

[Edinburgh Design Guidance](#) - sets out the Council's expectations for the design of new development in Edinburgh.

Portobello [Conservation Area Character Appraisal](#) - describes what is special about the conservation area and helps in making decisions on proposals that affect the area's special character.

## 6. DEFINITIONS

**Shop unit** – As defined in the Edinburgh Local Development Plan (2016), a shop unit is a premises accessed directly onto the street and designed primarily for shop use.

**Primary Retail Frontage** - a group of shop units that has been identified as providing a focus for retail within the town centre.

**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. This is further defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997.

**Non-shop uses** – Any use falling outwith the definition of Class 1 shop use. Examples of non-shop uses are:

- **Service uses** – e.g. lawyers, accountants, estate agents, health centres, tanning salons and pawn brokers.
- **Food and drink** – e.g. restaurant, cafe, snack bar.
- **Commercial/business use** – general office, light industry or research and development, which can be carried out without detriment to the amenity of any residential area.

- **Community use** – e.g. social and cultural activities
- **Leisure use** – e.g. cinema and gymnasium
- **Other uses** – e.g. betting shops, pay day loan shops, pubs and hot food takeaways.

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.



# Stockbridge Town Centre

**Supplementary Guidance**

**[www.edinburgh.gov.uk/supplementaryguidance](http://www.edinburgh.gov.uk/supplementaryguidance)**

**November 2017**

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1. Introduction
2. Stockbridge Town Centre
3. Vision and Principles
4. Change of use policies
5. Links to other policies and guidance
6. Definitions

## 1. INTRODUCTION

This Supplementary Guidance sets out the approach to the **change of use of shop units** within Stockbridge Town Centre.

Stockbridge is one of Edinburgh's nine town centres (including the City Centre) defined and protected in the Edinburgh Local Development Plan (LDP) as a hub for a wide range of activities from shopping, providing local services and as a leisure destination.

The LDP provides a framework for a tailored approach to assessing proposals for change of use applications in individual town centres. The Supplementary Guidance has been prepared in accordance with **Policy Ret 9: Alternative Use of Shop Units in Defined Centres** and applies to all shop units within the town centre.

The Supplementary Guidance aims to deliver two LDP objectives set out in Part 2, Section 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.

This Supplementary Guidance forms part of the statutory development plan. Applications for change of use must be determined in accordance with the development plan unless material considerations indicate otherwise. To assist in interpreting the LDP the Council issues non-statutory guidance. Guidance for Businesses provides guidance on change of use. This is a material consideration in the determination of applications and should be considered alongside this Supplementary Guidance.

The Supplementary Guidance has been informed by a 'public life street assessment' carried out by design consultants for the Council, which explored how the town centre should evolve to maximise the potential for benefitting public life and a health check which has considered the centre's strengths, vitality and viability, weaknesses and resiliencies.



## 2. STOCKBRIDGE TOWN CENTRE

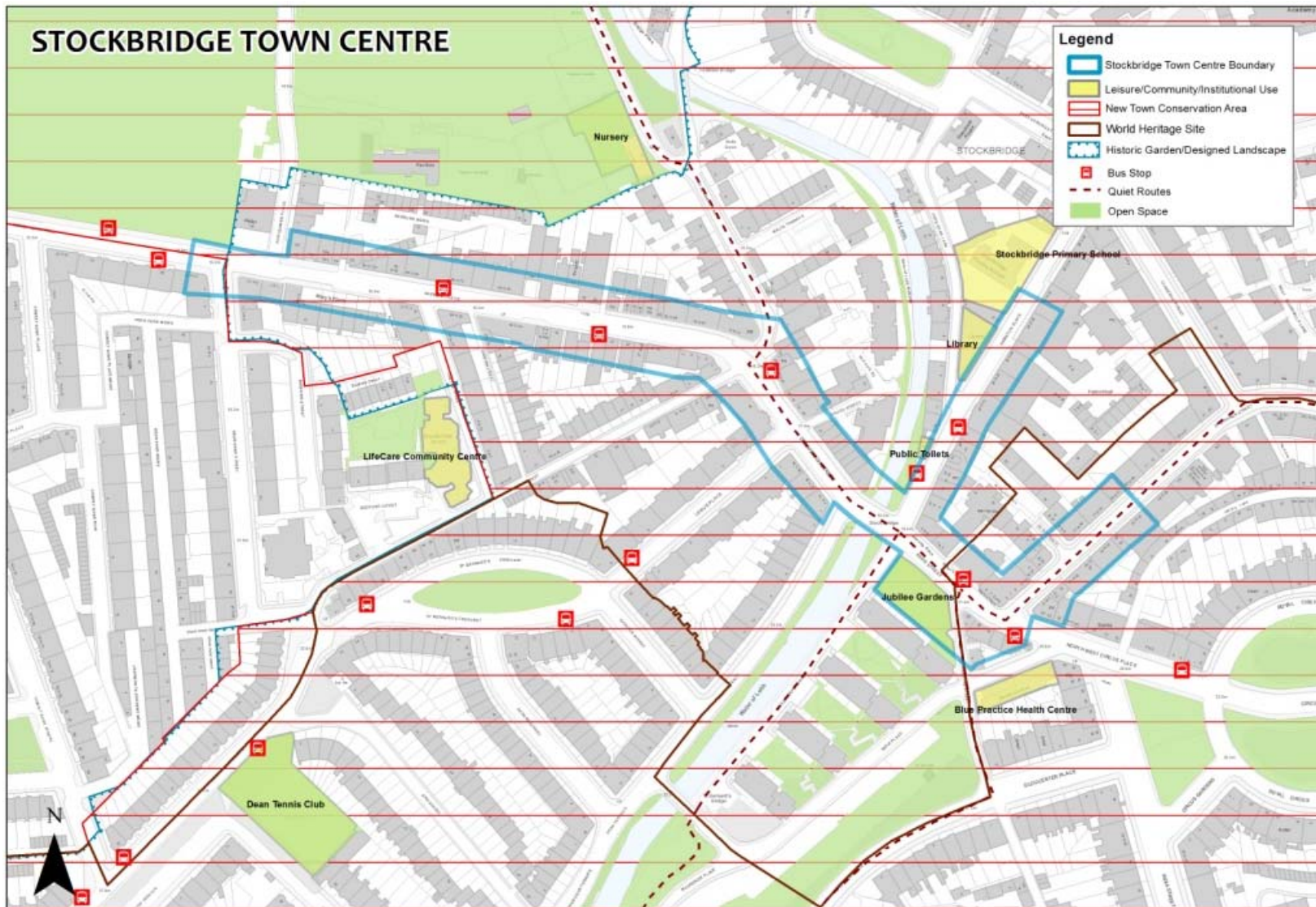
Stockbridge Town Centre is located north of the city centre. Originally a small outlying village, it was incorporated into the City of Edinburgh in the 19th century. The historical expansion of the New Town from around 1813 increased the demand for property, leading to the incremental replacement and development of Stockbridge village. Despite such historical changes, Stockbridge has retained much of its village character and atmosphere, comprising of small shop units and a variety of house types including low rise colonies and terraces. For this reason, it is not quite as densely populated as some of the other town centres (approximately 5,000 people within a walking distance of approximately 400m).

There are a number of listed buildings. The Town Centre lies within the New Town Conservation Area and the New Towns

Garden and Dean Historic Garden/Designed Landscape Inventory Site. The southern part of the Town Centre along St Stephen Street, is located within the Old and New Towns of Edinburgh World Heritage Site. Within these designations, specific LDP policies apply to protect and enhance the appearance and setting of the city. It is within close proximity to the Water of Leith.

Jubilee Gardens, located within the Town Centre, is home to the popular Stockbridge Market; a central meeting place for public life every Tuesday and Sunday. It is a diverse and lively Town Centre with a strong identity, supported by a community council.

Map 1: Stockbridge Town Centre



### Shops and other town centre uses

Stockbridge Town Centre consists of a mix of mostly smaller shops and eating places. There are also two small supermarket sized units. Similar to Edinburgh's other town centres, the shops and other uses are predominantly located in ground floor units under traditional tenements. The exceptions to this are Raeburn Place where single storey projections from terraces are common, and the northern side of Deanhaugh Street, where the majority of the units are single storey in height with no residential above.

National retailers are commonplace, particularly along sections of Deanhaugh Street and Raeburn Place. There are also a number of high-end independent specialist operators. These are particularly concentrated towards the southern end of the Town Centre, along streets such as St Stephen Street. Cafes

and restaurants are well represented and spread out fairly evenly, resulting in a well distributed level of active evening uses. The area is also well served by services such as hairdressers, pharmacies, a post office, a bank, an opticians, and repair shops. There are no dentists or doctors within the town centre boundary itself, but practices are located within the surrounding area.

The mix of uses has been monitored in city-wide shop surveys periodically undertaken since 1986. The survey shows a steady decline in class 1 (retail) use and subsequent increase in other uses since 1986. The vacancy rate is low. Health check indicators point towards a relatively healthy centre overall. The analysis below summarises the strengths weaknesses, opportunities and threats.

**STRENGTHS**

Friendly village atmosphere and strong sense of community

Nearby parks, walking routes and green space

Jubilee Gardens and Stockbridge Market act as a central meeting place for public life

Low vacancy rate and diverse mix of shops and services

Positive architectural and historic character and features of interest

**WEAKNESSES**

Narrow pavements and prevalence of bollards hinder pedestrian movement

Priority of vehicles over pedestrians, cyclists and place function.

Parking has been prioritised throughout the town centre

Lack of cycle facilities including dedicated cycle lanes and enough cycle parking.

**OPPORTUNITIES**

Make the connection clearer to the Water of Leith to enhance wayfinding.

Remove bollards

Extend the public realm at key points along the Town Centre, for example at the entrance to Bernard's Row.

**THREATS**

Heavy traffic at weekday rush hour

Perception of drivers that it is an arterial route rather than a place for people.

Resistance from businesses/residents to reduce parking.

### 3. VISION AND PRINCIPLES

The Public Life Street Assessment and health check highlight areas for potential improvement in the Town Centre, particularly relating to the movement and place function. The vision for Stockbridge is to;

- increase the relative importance of pedestrian and cycle movement, whilst recognising the importance of Raeburn Place and Deanhaugh Street as important through traffic routes;
- promote and facilitate staying times by enhancing the character, identity, visual interest and comfort; and
- ensure a mix of uses to meet the needs and demands of the population.

The Supplementary Guidance goes some way to achieve the wider vision through the following 10 principles, which should be considered when submitting and assessing a planning application for a change of use within Stockbridge Town Centre;

1. Supporting high quality shopfront design (see the Council's Guidance for Businesses and Listed Buildings and Conservation Area Guidance for details).
2. Ensuring active frontages to the street by permitting glazing which will allow for natural surveillance, visual interest on the street and encourage street users to stay.
3. Supporting outdoor seating where pavements are wider and micro-climate is favourable, for example the junction of Raeburn Place and St Bernard's Row.
4. Supporting class 3 food and drink uses on corner units where there is an opportunity to activate the public street life.
5. Maximising opportunities for formal and informal outdoor seating incorporating shelter in the form of trees, planters or shop front awnings at key points along the town centre.
6. Ensuring development makes a positive contribution to the public realm by meeting the Street Design Guidance and Edinburgh Design Guidance.

7. Incorporating and enhancing natural and built features where they can contribute positively to the Town Centre, for example the Water of Leith.
8. Supporting additional cycle parking facilities at key points along the Town Centre.
9. Taking opportunities to remove street clutter and other redundant items identified in any relevant street audits prepared by the Council or Living Streets.
10. Ensuring appropriate arrangements are in place for storage of waste, internally and externally.

A number of other programmes and plans have the potential to address some of the other issues highlighted in the Public Life Street Assessment:

- A bus shelter replacement programme has recently taken place. Future replacement programmes will present an opportunity to improve placement of shelters.
- A review of The New Town Conservation Area Character Appraisal is underway. The appraisal manages change and will set out opportunities for enhancement.

- The World Heritage Site Management Plan is currently under review. It sets out how the Outstanding Universal Value (OUV) of the site will be protected. The management plan informs a separate action plan.
- Road and footway investment – Capital Programme.
- The Council's Wayfinding Project could improve navigation, wayfinding and appreciation of assets such as Water of Leith.
- A locality based approach to service delivery operates in Edinburgh. The Town Centre is within the North West Locality. Locality Improvement Plans set out future priorities for the area.
- QuietRoutes – Edinburgh's local walking and cycling routes.
- A 20mph speed limit has applied to much of the town centre since February 2017. Reduced traffic speed will improve the sense of security for pedestrians and cyclists.
- A [trade waste policy](#) applies in the town centre that only allows trade waste to be presented on the street/outside premises for one-hour within set collection windows.

#### 4. CHANGE OF USE POLICIES

The policies apply shop units.

**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.

Changing a shop unit to a non-shop use will always require planning permission.

**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.

Shop use is defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997. These types of use are grouped together and collectively called class 1 shops.

Some other 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.

Separate policies are set out for defined Primary Retail Frontages and elsewhere within the Town Centre boundary. A Primary Retail Frontage is a group of shop units that has been identified as providing a focus for retail within the town centre. The identification and protection of Primary Retail Frontages will ensure that a minimum percentage of units are retained in shop use. The Primary Retail frontages are below the threshold set in Policy STC1 meaning that there is still potential for other uses to locate here should there be demand. This is critical to the continued health of the Town Centre.

Outwith the areas defined in Policy STC1, there are a wide range of uses. Policy STC2 provides a flexible approach which will allow appropriate uses, whilst accepting that retailing and the role of town centres are changing, to ensure vitality and viability of the town centre overall. This should allow for units to capitalise on the outdoor street spaces, improving the public realm and providing for an active public life.

**Policy STC 1 – Alternative Use of Shop Units in Primary Retail Frontages**

In the Primary Retail Frontages defined in the table below and 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 Primary Retail 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.

<b>Primary Retail Frontages</b>
4 - 102 Raeburn Place
1 - 47 Deanhaugh Street
1 – 77 Raeburn Place

**Policy STC 2 – Alternative Use of Shop Units – Elsewhere**

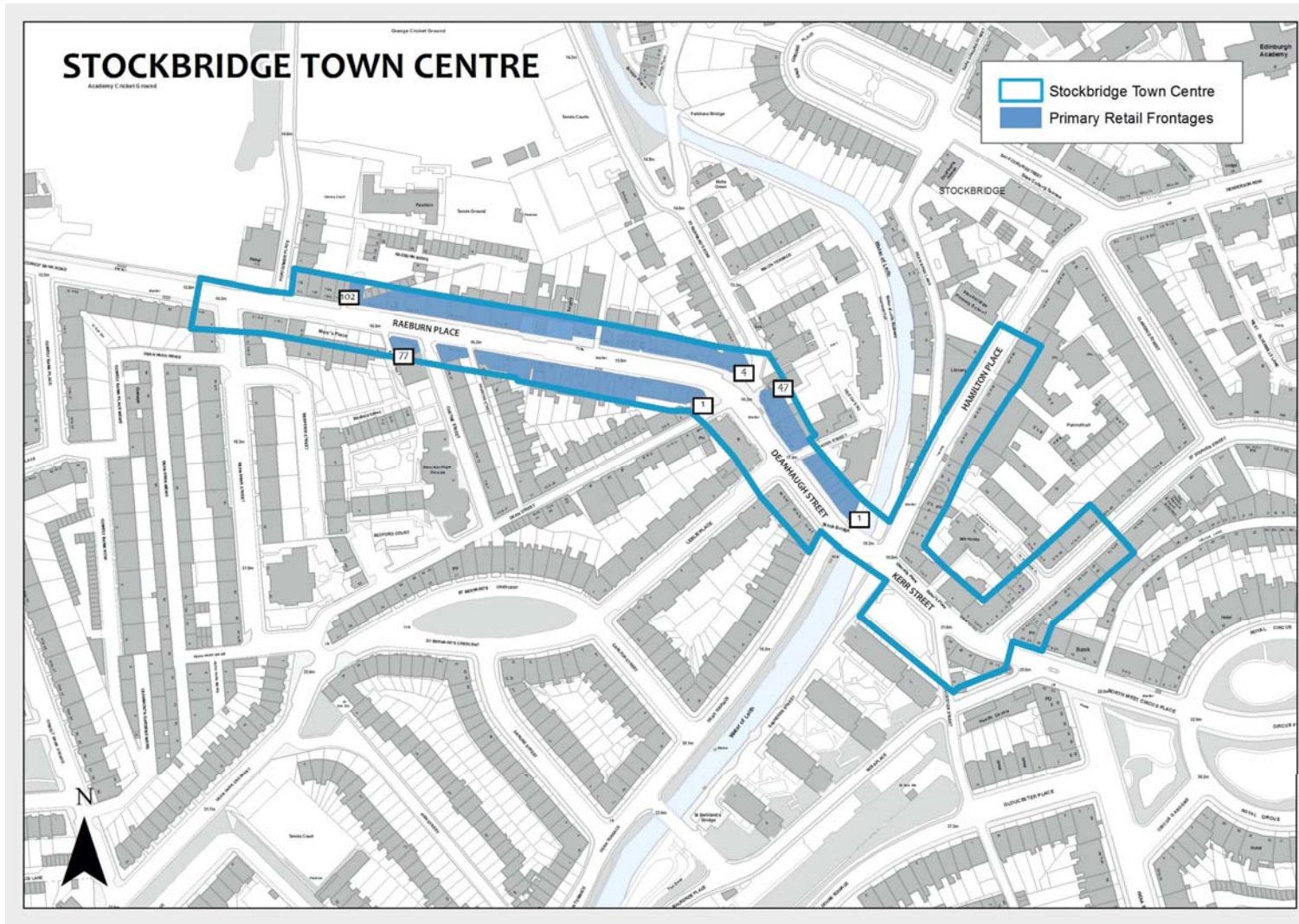
For those locations not identified as Primary Retail Frontage, but elsewhere within the Town Centre boundary, a change of

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, community or leisure use which would complement the character of the centre, support the main shopping function, and would not be detrimental to its vitality and viability



Map 2 Frontages



### **Residential use**

For placemaking purposes it is important that ground floor uses help bring activity onto the street. Residential units at ground floor level tend to add little vitality to the town centre. Stockbridge already has a large population living within walking

distance of the main shopping streets and within the town centre itself, changes from shop use to residential is not supported.

## 5. LINKS TO OTHER POLICIES AND GUIDANCE

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

- Ret 1 Town Centres First
- Ret 3 Town Centres
- Ret 7 Entertainment and Leisure Developments
- Ret 11 Food and Drink Establishments
- Des 13 Shopfront
- Env 1 World Heritage Sites
- Env 3 Listed Buildings - Setting
- Env 4 Listed Buildings – Alterations and Extensions
- Env 5 Conservation Areas – Demolition of Buildings
- Env 6 Conservation Areas – Development
- Env 7 Historic Gardens and Designed Landscapes

Policy Ret 3 generally supports shop uses in town centres. Policy Ret 7 supports leisure and entertainment facilities in town centres. Policies Ret 11 considers the impact on nearby residents for proposals such as public houses and hot-food takeaways. Des 13 supports improvements to shop fronts.

[Guidance For Businesses](#) – non-statutory guidance to assist businesses in preparing applications to change the use of a property as well as providing guidance on shopfront design.

[One-Door Approach](#) - 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 and outdoor pavement seating. For more information on these, see the Council's website on the [One Door Approach](#).

[Edinburgh Street Design Guidance](#) - guidance on street design to achieve coherence and co-ordination across the city.

[Edinburgh Design Guidance](#) - sets out the Council's expectations for the design of new development in Edinburgh.

**New Town** [Conservation Area Character Appraisal](#) - describes what is special about the conservation area and helps in making decisions on proposals that affect the area's special character.

**World Heritage Management Plan**- sets out how the Outstanding Universal Value of the site will be protected. The management plan informs a separate action plan.

## 6. DEFINITIONS

**Shop unit** - As defined in the Edinburgh Local Development Plan (2016), a shop unit is a premises accessed directly onto the street and designed primarily for shop use.

**Primary Retail Frontage** - a group of shop units that has been identified as providing a focus for retail within the town centre.

**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. This is further defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997.

**Non-shop uses** – Any use falling outwith the definition of Class 1 shop use. Examples of non-shop uses are:

- **Service uses** – e.g. lawyers, accountants, estate agents, health centres, tanning salons and pawn brokers.
- **Food and drink** – e.g. restaurant, cafe, snack bar.
- **Commercial/business use** – general office, light industry or research and development, which can be carried out without detriment to the amenity of any residential area.
- **Community use** – e.g. social and cultural activities
- **Leisure use** – e.g. cinema and gymnasium
- **Other uses** – e.g. betting shops, pay day loan shops, pubs and hot food takeaways.

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.

## Appendix 4 Summary of Consultation Responses

### Draft Nicolson Street/Clerk Street Town Centre Supplementary Guidance March 2017

32 responses were received. This included one community council, one consultant and 30 individuals.

Questions/Issues	Council Response
<p><b>The Vision</b></p> <p>Agree – 81% Disagree – 19%</p> <p>Most respondents agreed with the Vision. Most of those who did not agree felt that active travel was not properly reflected or prioritised within the vision.</p> <p>Others who did not agree stated that only certain aspects of the Vision were good and that: there was no requirement to encourage people to spend time on the street (as set out in the Vision); more importance should be given to providing shops that are needed and providing a good environment and allow commercial enterprises to look after themselves; and more should be done to enforce good design and maintain buildings and improving green infrastructure and biodiversity should also be included.</p> <p>Some of those who agreed with the vision also commented that active travel should be the priority and that easing movement on the street would be welcomed. Particular issues of A-boards and bus shelters were mentioned. Other comments called for air, quality, noise and safety to be priorities alongside appearance and comfort.</p>	<p>The wording of the Vision has been changed to reflect the desire to focus on active travel modes. While the Vision is intended to be read as a whole and bullets are not listed in any order of priority it is clear from response that priority is implied. The Vision is therefore now presented in diagrammatic form to reflect the equal importance of the three elements.</p> <p>Encouraging people to spend time in the town centre can add to its vitality and viability. As part of the change to the presentation of the Vision this specific reference has been removed. This does not change the aim of the Vision.</p> <p>The scope of the Vision “to enhance the appearance and comfort of the centre” would include enforcement of design and building maintenance.</p> <p>The Vision is to ensure a mix of shopping and services. The planning system can only control the Use Class of the shop units e.g. whether it is a shop or professional service and not the type of shop.</p> <p>There is existing Council policy on A-boards which controls number and placement of A-boards and general guidance is provided in the Edinburgh Street Design Guidance.</p> <p>Part of the Vision is to enhance the appearance and comfort of the town centre- this could include air quality, noise, safety, green infrastructure and biodiversity.</p>
<p><b>Principles</b></p> <p>Agree - 91% Disagree – 9%</p>	

<p>Most respondents agreed with the Principles. One respondent who did not agree stated that people were not mentioned. Another questioned if seating related to commercial uses or public benches and that there was a need to widen pavements, have continuous footways and segregated cycle lanes. Another respondent stated that storage of waste and street clutter are the top priorities and expressed doubt that public life could be activated and that if main problems were addressed the area would become more attractive and that the reference to visitors neglected the fact that the area is primarily a local shopping street for residents. Concern was also expressed that in past decisions views of the community have not been taken into account.</p> <p>One respondent questioned how the principles addressed changes to the physical environment. Another respondent supported the principles but not more Class 3.</p> <p>Comments from five respondents related to the need for additional cycle infrastructure with greater cycle priority given to cycling and more cycle parking.</p> <p>Other comments:</p> <ul style="list-style-type: none"> <li>• Need to reduce car use in the city centre</li> <li>• Give priority to local businesses</li> <li>• Use key locations as Council assets.</li> <li>• Provide planting</li> <li>• Outdoor seating and advertising boards block pavements.</li> <li>• Need to have regard to role as route into city.</li> <li>• Outdoor seating should not be encouraged on narrow pavements.</li> <li>• High quality shop front design should be encouraged.</li> <li>• Consider the Place Standard</li> <li>• Consider installing solar bins</li> </ul>	<p>The scope of the guidance is to control the change of use of shop units to non-shop uses. Within this scope the principles set out will be considered in assessing applications. They are intended to aim towards improving the town centre for the benefit of people.</p> <p>The Principles are intended to be read as a whole and are not listed in any order of priority. Numbering provides a reference for assessing applications.</p> <p>Principles support class 3 use in those locations where they may bring benefit to vitality of the town centre and the principle on outdoor seating is related to commercial properties and those in the public realm. Where related to commercial premises tables and chairs are controlled by permits which take account of space available for movement. The principles do not specifically reference visitors (this is included in the Vision).</p> <p>The Place Standard exercise carried out in the Southside has influenced the Principles. The Principles are intended to ensure that positive improvements to the public realm - which would include planting are considered.</p> <p>A number of the comments relate to issues which are addressed by existing Council policy or guidance. There is existing Council policy on trade waste and A-boards and the Council's Guidance for Businesses sets out the expectations for quality shop fronts.</p> <p>Other issues are outwith the scope of the guidance. The planning system cannot control the type of occupier and there is no scope for the introduction of solar bins through this guidance.</p>
<p><b>Extend Boundary around Nicolson Square</b></p>	

<p>Agree – 84% Disagree – 16%</p> <p>Most respondents agreed that a change should take place. Those who did not agree stated that they wished the buildings on the west side of the square to remain primarily residential and questioned why it is felt to be inappropriate for residential properties to be at ground floor level.</p>	<p>The units around Nicolson Square meet the description of shop units and form an extension of the main shopping street. Extending the boundary to include this area would provide a consistent approach to policy for the entire square and protect it for appropriate town centre uses. 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>Procedurally there is no scope to make changes to the town centre boundary through this SG. However, these suggestions for changes to the town centre boundary will be considered during the preparation of the next LDP</p>
<p><b>Change boundary at East/West Preston Street</b></p> <p>Agree – 47% Disagree – 53%</p> <p>There was a mixed response to this suggestion.</p> <p>Those who disagreed stated that Newington Road is an existing shopping street and should remain this way and that that city centre should be extended and the area proposed to be excluded is an integral part of the town centre. That the consequences of relaxation were not known but that it was recognised that this part of the street is less attractive to businesses and the neighbourhood would be improved if they were restored to front garden but in the absence of positive action this could cause blight.</p>	<p>The proposed change would remove the southernmost part of the existing town centre. At the time of the survey only 4 of 41 units were vacant. Removing this area from the town centre boundary would allow other uses including residential where appropriate.</p> <p>While the area has a different character from other parts of the town centre it maintains the appearance of a town centre due to the nature of the units. The vacancy rate does not indicate any particular difficulty for viability of town centre uses in this location.</p> <p>Procedurally there is no scope to make changes to the town centre boundary through this SG. However, these suggestions for changes to the town centre boundary will be considered during the preparation of the next LDP.</p>
<p><b>Frontage Approach</b></p> <p>Agree – 78%</p>	

<p>Disagree – 22%</p> <p>Most respondents agreed with the frontage approach. Of those who disagreed a variety of comments were made: provision should be demand led, there should not be shops for the sake of shops and there should be diversity to allow a shift to the circular economy; there are no good shops so no point requiring more and more concerned that they should be in some use; increasing proportions of Class 3 could cause blight; more concerned about retaining historic shopfronts and should focus restrictions on specific types of use.</p> <p>Doubt was expressed that due to past experience proportions would not be controlled.</p> <p>Comments from those who agree were that residents should be considered; that there were too many take-aways; local shops should be given priority; that the number of supermarkets should be restricted and it was important to retain as many shops as possible.</p> <p>One respondent agreed with the approach but stated that each change of use application should be assessed on its own merits to allow changes which do not fall within a single use class.</p>	<p>Town centres play an important role in providing shopping for local people. The frontage approach is intended to ensure a minimum percentage of units are retained in shop use to meet these basic shopping needs. It recognises that a range of uses are necessary to provide a vital and viable town centre and tries to ensure a balance between maintaining a level of shopping provision and avoiding being over restrictive by allowing other appropriate uses.</p> <p>The frontage policy allows for class 3 café uses outwith the defined frontages and within those defined frontages where the minimum proportion of shop use is provided.</p> <p>The Principles support high quality shop front design and refer to Council Guidance for Businesses which supports retention and restoration of traditional shopfronts.</p> <p>The planning system can only control the class of use not the occupier therefore prioritising local shops and restricting national retailers are not within its control.</p> <p>The Supplementary Guidance once adopted will form part of the development plan. Applications for change of use are required to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.</p>
<p><b>Removal of 1-52 South Bridge as defined frontage</b></p> <p>Agree – 82% Disagree - 18%</p> <p>Most respondents agreed that the frontage should not be included in the supplementary guidance. Comments were made by four of these respondents: should be demand led; should not forget the people who live in the area; makes sense in short term but should be monitored; and need to encourage better ethnic cafes.</p> <p>Those who disagreed stated that is was a</p>	<p>There was little support for identifying 1-52 South Bridge as a frontage. This has not been identified in the finalised Supplementary Guidance. The Supplementary Guidance will be reviewed regularly and if the policy 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. The approach in the Supplementary Guidance requires that no more than one</p>



<p>difficult judgement to make; should not encourage more charity and tourist shops, already high number of cafes and important to retain shops to provide diversity; and should not be a collection of bars and restaurants.</p>	<p>third of shop units within 85-108 South Bridge (opposite side of street) are in non-shop use, retaining a significant proportion of units in the area in shop use.</p> <p>The planning system can only control the class of use not the occupier.</p>
<p><b>Primary Frontage Groups of units</b>                  Agree – 91%                  Disagree – 9%</p> <p>Most respondents agreed that the groupings indicated should be defined as Primary Frontage.</p> <p>Those who agreed stated that it should not encourage more charity and tourist shops and that should remember people living in the area.</p> <p>Respondents who disagreed stated that retail should be limited to those playing a role towards moving to a circular economy; need to retain retail use and that if there is no way to prevent unduly high proportions of Class 3 businesses the definitions don't matter.</p> <p>An error was pointed out in the numbering of one of the primary frontages.</p>	<p>The policy would retain at least two thirds of the shop units in shop use thereby protecting the retail element within the area. Beyond the two thirds threshold the policy allows flexibility recognising that there are benefits of a wide range of uses in adding to the vitality and viability of the town centre.</p> <p>The planning system can only control the use class and not the occupier of units.</p> <p>The Supplementary Guidance sets out a minimum proportion of shop units but beyond this any use of units for class 3 or other use would be determined against the requirement for the use to be an appropriate commercial use which would complement the character of the area and would not be detrimental to its vitality and viability. The Supplementary Guidance once adopted will form part of the development plan. Applications for change of use are required to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.</p> <p>There is an error in the numbering of the Primary Frontage in Clerk Street and this has been corrected.</p>
<p><b>Primary Frontage No more than one-third</b></p> <p>Agree – 87%                  Disagree – 13%</p> <p>Most respondents agreed with the limit of no more than one-third of units in non-shop use. Only a few comments were received. Of</p>	<p>The proportion of shop units in shop use within the identified Primary Frontages is</p>

<p>those who agreed one respondent commented that one-third may be too much and another that that this was a nice idea but that it is not enforced in practice.</p> <p>One respondent qualified their answer by stating that a flexible approach is needed to assess each application on its own merits to allow changes which do not fall within a single use class</p> <p>One respondent who disagreed stated that provision should be demand led.</p>	<p>currently 10-30%. The policy will continue to protect these frontages that are currently concentrated on retail use while allowing an element of other uses which are appropriate to town centres and can add and maintain vitality and viability. Retaining two thirds of the units in shop use is therefore considered an appropriate level to achieve this.</p> <p>The Supplementary Guidance once adopted will form part of the development plan. Applications for change of use are required to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.</p>
<p><b>Secondary Frontage- Groupings</b></p> <p>Agree – 87% Disagree – 13%</p> <p>Most respondents agreed that the groupings indicated should be defined as Secondary Frontages. Some respondents were unclear of the terminology.</p> <p>Only a few comments were received. Of those who disagreed one respondent stated that retail frontages should be defined in line with the requirements of moving towards a circular economy. Another stated that the shops in the defined frontages are a particularly diverse group which brings benefits to the local area, rather than just another supermarket</p>	<p>The Supplementary Guidance provides a definition of frontages within a footnote. To make it clearer this has been included within the main text of the document.</p> <p>The definition as Secondary Frontage recognises that these areas play an important part in providing a retail function but that the current level of retail provision is below that of the Primary Frontages. It aims to preserve this function by aiming to maintain the retail provision around current levels and ensure that the majority of shop units within the frontages are retained in retail use.</p> <p>The planning system can only control the use class of the property and not the occupier.</p>
<p><b>Secondary Frontage - No more than 45% in non-shop use</b></p> <p>Agree – 87% Disagree – 13%</p> <p>Most respondents agreed with the 45% limit on non-shop uses. Few comments were received.</p> <p>Of those who disagreed one commented that 45% was too high. Another that the policy</p>	<p>The definition as Secondary Frontage recognises that these areas play an important part in providing a retail function but that the current level of retail provision is below that of the Primary Frontages. It aims to preserve this function by maintaining retail</p>

<p>only recognises that non-shop use has already reached high levels and that some of the new cafes are valuable additions to the neighbourhood and some are not, for example chains selling unhealthy foods and that opinions of residents should be taken account of and that it is more important to avoid loss of independent businesses than to dictate what kind they must be.</p> <p>Of those who agreed one respondent qualified their answer by stating that a flexible approach is needed to assess each application on its own merits to allow changes which do not fall within a single use class</p>	<p>provision around current levels. The 45% limit on non-shop uses should ensure that the majority of shop units within the frontages are retained in retail use.</p> <p>The planning system can only control the use class of the shop units and not the occupier.</p>
<p><b>Additional frontages</b></p> <p>Yes – 31% No – 69%</p> <p>The following additional frontages were suggested by respondents:</p> <ul style="list-style-type: none"> <li>• the whole centre</li>   <li>• Retail frontages facing St. Patrick's Square</li> </ul> <p>The other respondents who said that other areas should be included as frontage did not indicate which areas these were.</p> <p>One respondent who did not think there should be other areas included as frontage stated that dwelling units at street level add to diversity and reduce vacant properties.</p>	<ul style="list-style-type: none"> <li>• The policy aims to provide flexibility while protecting the retail function of the town centre to provide for local shopping needs. It allows for a diversity of complimentary uses where appropriate. Applying the frontage approach to the entire town centre would remove this flexibility and could lead to increased vacancy levels.</li>   <li>• The suggested frontage is located between two sections of Primary Frontage. It is considered that the identification of these Primary Frontages provides sufficient retail protection and concentration of retail uses with this area. The policy allows more flexibility within St Patrick Square than the areas of Primary Frontage and allows a higher level of complimentary uses to the retail function of these protected areas. This is considered to provide the appropriate balance within the centre overall.</li> </ul> <p>For placemaking purposes it is important that</p>

	<p>ground floor uses help bring activity onto the street. Residential uses at ground floor level tend to add little vitality to the town centre.</p>
<p><b>Other frontages policy</b></p> <p>Agree – 81% Disagree – 19%</p> <p>Most respondents agreed with the approach outwith defined frontages. Of those who disagreed four respondents considered there are too many food and drink units, Another that the policy applies a blanket approach and they questioned if a density approach to change of use application could be applied. One respondent asked that it be made easier for people to shop locally and to improve short term parking. Also to encourage small businesses to display their stock online.</p> <p>Comments from those who agreed were that: the use of cultural premises in the area should be encouraged; food and drink should only be allowed if adequate off road storage of waste is provided; there should be no student housing and as retailing increasingly becomes more about the overall ‘experience’ it is imperative to continue to increase the flexibility for non-retail uses in centres.</p> <p>One respondent stated that: there should be a requirement for any changes to be part of creating a circular economy; food and drink changes should only be permitted where there is a commitment to providing healthy, locally sourced, low environmental impact products and a separate Class should be considered for enterprises contributing directly to circular economy.</p> <p>One respondent stated that the policy would mean replacing shops with take-aways and hairdressers.</p>	<p>The frontage approach allows an appropriate balance between retaining the retail function of the town centre and allowing other appropriate uses. Outwith defined frontages the policy provides a flexible approach which recognises that food and drink uses can add to the vitality and viability of town centres. The approach overall provides protection while allowing flexibility to allow a range of complimentary uses. Policy Ret 11 of the Edinburgh Local Development Plan controls the change of use of shop units to food and drink establishments where they may be detrimental to the area.</p> <p>The policy requires that shop units (ground floor) are retained for appropriate commercial, community or leisure uses which would not be detrimental to the vitality and viability of the town centre. Any use, including student housing would be considered in the context of this policy.</p> <p>The planning system can only control the Use Class of a property and not the occupier. Use classes are set out in legislation. Within a use class it would not be possible to control the type of shop as changes could be made to any use within that class without the need for planning permission.</p> <p>The Supplementary Guidance does not contain an active policy to change the use of shop units from their retail function. It aims to protect the retail function of the town centre by setting out minimum levels of shop use within defined areas of the town centre while providing flexibility to recognise that a range of complimentary uses are required within the town centre.</p> <p>The provision of parking is outwith the scope of the guidance.</p>

<p><b>Residential Use</b></p> <p>Agree – 84% Disagree – 16%</p> <p>Most respondents agreed that residential use should not be supported in shop units. One respondent agreed that the policy should not support change to residential use but that a system should be developed to relocate businesses in Newington Road to the more northern part of the street to allow restoration of gardens. Another stated that a mechanism to allow a change of use within certain scenarios should be considered (e.g. unit vacant and actively marketed for a significant period of time).</p> <p>Of those who disagreed one respondent stated there shouldn't be measures put in place that actively drive out the working class from the city centre. Another stated that residential units at ground floor level add to diversity and are more vital than an empty unit. Two respondents raised the issue of requirement for ground floor accommodation for disabled people. One of these asked that should a restriction on residential use be applied that the exclude any residential premises to be adapted for disabled / elderly.</p>	<p>Uses which bring activity to the street are important. The policy protects ground floor units for this purpose.</p> <p>It is to be expected that vacancies will arise within shop units but a longer term view of the impact on the town centre needs to be taken. The Supplementary Guidance does not include an active policy to convert residential units to other uses. The policy applies to ground floor shop units.</p>
<p><b>Other Comments</b></p> <p>15 respondents made further comments. Some comments related to issues outwith the town centre boundary.</p> <p>The most common theme related to the condition of surfaces in the town centre and movement.</p> <ul style="list-style-type: none"> <li>• Reduce car use in the city centre</li> <li>• Reduce the dominance of vehicular traffic and improve experience for walking and cycling.</li> <li>• Long-term goal should be zero private transport and as little space taken up by vehicles as possible.</li> <li>• Noise and air pollution make the street unpleasant and difficult to move along for shoppers and other pedestrians and cyclists.</li> </ul>	<p>The policy set out in the Supplementary Guidance controls the change of use of shop units. Principles are included which should be considered when submitting and assessing planning applications. These include ensuring a positive contribution to the public realm and reference is made to Edinburgh Street Design and Edinburgh Design Guidance. Principles also include supporting additional cycle parking, taking opportunities to remove street clutter, and ensuring appropriate arrangements are in place for storage of waste.</p> <p>Changes to road layouts and maintenance of the surfaces are outwith the scope of the guidance.</p> <p>The policy in the Supplementary Guidance restricts change of use to non-shop uses –</p>

<ul style="list-style-type: none"> <li>• Reduce road to one lane in each direction with the pavements extended into the current right hand lanes, ideally incorporating a segregated cycle-lane on each side.</li> <li>• Reduce traffic and to increase the amount of space available for people to pause without breathing in fumes.</li> <li>• Invest in pedestrian environment through maintenance and enhanced crossing facilities.</li> <li>• Surface improvements required around Scotmid store, and remove car park space and railings at junction</li> <li>• More radical review of road space could cut down on the cars and improve the area</li> <li>• Main problem is crowded pavements and the balance between pedestrian use and traffic.</li> </ul> <p>The impact of food and drink outlets was mentioned by 3 respondents. One of these requested a restriction on this use. Another that food and drink units should have adequate storage for waste. The other respondent expressed concern that increasing the proportion of Class 3 use may blight the area by creating a situation in which only landlords (with cash) can buy flats due to difficulties securing mortgages for properties above Class 3 use.</p> <p>Other comments were:</p> <ul style="list-style-type: none"> <li>• Light touch without too much interference</li> <li>• Demolish out of town malls</li> <li>• Need to recognise that the centre of Edinburgh is distinctive because people live there.</li> <li>• Dominance of national supermarkets will result in more vacancies in future therefore residential and office use should be considered.</li> </ul>	<p>which includes class 3 food and drink uses in the defined frontages. Policy Ret 11 of the Edinburgh Local Development Plan controls the change of use of shop units to food and drink establishments where they may be detrimental to the area.</p> <p>Residential use at ground floor level is not supported as it adds little to vitality and viability. Class 2 office uses and other appropriate commercial uses are permitted within frontages if they are within the threshold of non-shop uses. Outwith these defined areas there is no set threshold.</p> <p>The Council cannot control occupancy with buildings which it does not own.</p>
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<ul style="list-style-type: none"> <li>• Council powers should be used to aim for 100% occupancy rate during summer with the focus on promoting local businesses.</li> </ul>	
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### Draft Portobello Town Centre Supplementary Guidance March 2017

60 responses were received. This included one amenity society.

Questions/Issues	Council Response
<p><b>Do you agree with the vision for the town centre?</b>                      Agree – 90%                      Disagree 10%</p> <p>The majority responded positively to the SG’s vision and a number of comments relating to the vision were made:</p> <ul style="list-style-type: none"> <li>• Attraction of visitors a priority</li> <li>• Must also meet the basic shopping needs of residents</li> <li>• Enforcement of retail policies is required</li> <li>• Improve shop front design</li> <li>• Concern that pavement tables and chairs would impact on the blind, wheelchair users, prams, mobility scooters</li> <li>• To be a destination, better transport/parking management required including provision for disabled parking</li> <li>• Streets need to be safer</li> <li>• Divert traffic from the high street, use Edinburgh Suburban railway, better signage to by-pass</li> <li>• Create park walkway along Figgate Burn from High Street to Promenade</li> </ul> <p>Of those who disagreed, the concerns raised included:</p> <ul style="list-style-type: none"> <li>• Special treatment for cyclists</li> <li>• Shops lose business due to lack of</li> </ul>	<p>No changes to the vision proposed.</p> <p>The vision is wide-ranging and aspirational, its delivery and ability to address the other comments made here is reliant on a range of Council services and the Locality team.</p>

<p>parking</p> <ul style="list-style-type: none"> <li>• Reducing cars won't increase footfall</li> <li>• Prioritises able bodied pedestrians, more recognition of access for all/wheelchair users</li> <li>• Recognise that Portobello is a thoroughfare and key public transport route.</li> </ul>	
<p><b>Do you agree with the Principles?</b>          Agree – 95%          Disagree – 5%</p> <p>Comments and suggestion made in support of the Principles include:</p> <ul style="list-style-type: none"> <li>• The intentions of the guidance needs to be understood corporately and the intentions in this planning document are not always fully understood by all in the Council and a more managed, holistic approach needs to be taken to improving the public realm and more importantly maintaining it. For instance staff at the local office removed seating from a town centre area because of a few concerns about youths gathering there. The intention of one department is undermined by the actions of another department.</li> <li>• Improved route to and more facilities on the Promenade.</li> <li>• Shop design improvements: more accessible design, reflect design in other successful centres e.g. Stockbridge and needs to be followed up with effective development management.</li> <li>• Principles help ambience for pedestrians, encourage cycling, removing clutter especially important.</li> <li>• Waste storage design important.</li> <li>• Until traffic is reduced, the high street</li> </ul>	<p>No changes to the principles proposed.</p> <p>The SG has been prepared in consultation with the North East Locality and other Council services and to address the issue raised in the Principles, a corporate approach is required.</p> <p>The route of the South Suburban railway is</p>



<p>will not be a welcoming place.</p> <ul style="list-style-type: none"> <li>• Utilise the suburban rail network, especially as pressure on the roads in Portobello will increase as sites in East Lothian develop.</li> <li>• Better cycle parking, however, this is of little use when it is a difficult place to safely and enjoyably cycle to.</li> <li>• Outdoor seating should not impact on pushchair or wheelchair users.</li> <li>• Don't need more cafes and bars.</li> </ul> <p>Comments from those who disagreed with the Principles include:</p> <ul style="list-style-type: none"> <li>• Doesn't agree with principle 2 regarding large glazing for food premises.</li> <li>• Street waste storage bins seem to be increasing.</li> <li>• Enough food outlets (contributing litter) and too many hair and beauty uses.</li> <li>• High quality shop design with accessible access required.</li> </ul>	<p>safeguarded in the Local Development Plan.</p>
<p><b>Changes to the town centre boundary – east of 207 Portobello High Street</b></p> <p>Agree with suggestion - 88% Disagree with suggestion – 12%</p> <p><b>There is general support for this proposed extension to the town centre, and other comments include:</b></p> <ul style="list-style-type: none"> <li>• Logical but if new parking restrictions and permits will move problem outwards.</li> <li>• Although pavement is narrow here, the shops are well patronised.</li> </ul> <p>One comment against the proposal was made, as follows:</p> <ul style="list-style-type: none"> <li>• No, without proper enforcement of planning policy, any extension of the town centre will only dilute and</li> </ul>	<p>Any changes to this boundary are required to be made through future review of the Local Development Plan (LDP). Comments on this section will be relayed during the preparation of the next LDP.</p>

<p>weaken the town centre. Real effort should be made to ensure the units in the primary frontages are within the limits of the retail policy.</p> <p>Other general points and suggestions include:</p> <ul style="list-style-type: none"> <li>• Consider extending north down Bath Street.</li> <li>• Consider extending south further up Brighton Place as it is a key entry point to the centre and important part of the conservation area.</li> <li>• Why visit a beach town if access to the Promenade is poor?</li> </ul> <p><b>Changes to the town centre boundary – west end /King’s Road end of Portobello</b></p> <p>Agree with suggestion – 85% Disagree with suggestion – 15%</p> <p>Although there is a clear majority in support of this proposal, with one comment agreeing that linking the new Aldi would be good to make it feel part of whole town centre, there were comments opposing this idea:</p> <ul style="list-style-type: none"> <li>• No, other than the supermarket, nothing at this end warrants inclusion. Pointless as there is a substantial residential zone that prevents the extension.</li> <li>• Greater clarity required to understand the proposed extension. Should it include the new supermarket and new development?</li> <li>• Potentially reduces the viability of the existing centre as a hub for shops and services. Given poor protection of shops in the current centre, unlikely that the units proposed to be included will be given additional protection. Potential redevelopment of the 5-aside football pitches, may shift the town westwards, especially if shops are provided underneath residential. There is no visual connection between the new</li> </ul>	
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<p>supermarket and the existing town centre. Use of the large car parking is not advertised for linked trips. The constant number of Class 1 shop units hides the fact that many are charity shops or bakeries that act as takeaways or cafes.</p>	
<p><b>Using frontages</b></p> <p>Agree – 80 Disagree 20%</p> <p>High support for the existing approach to defining frontages within the town centre. A range of comments were received on retail generally, not specifically on the principle of identifying frontages:</p> <ul style="list-style-type: none"> <li>• Prefer units in use than left empty.</li> <li>• Relax the policy.</li> <li>• Need more varied businesses, specialist shops.</li> <li>• Restrict the number of low quality units, charity shops, takeaways, hair and beauty.</li> <li>• Restrict non-shop uses to support independent shops and that all shopping needs can be met in the town centre on foot.</li> <li>• Access should be improved when designing alterations to shopfronts.</li> <li>• Re-look at proportion in food and drink use. Primary reason for restricting food should be to prevent nuisance and loss of amenity to local residents than trying to enforce a mix of shops.</li> <li>• Control is essential to protect the viability and vitality of the town centre. Range of shops in Class 1 shop use distorts what the range of goods are available for everyday shoppers in the centre, for example charity shops, hairdressers. More support required for Class 1 retail</li> </ul>	<p>Continue the use of frontages in the SG.</p> <p>The planning system cannot control the type of occupier.</p> <p>Residential amenity is a material planning consideration in determining planning applications where there may be issues of odour, ventilation, late opening times etc.</p> <p>Outwith the scope of this guidance.</p>

<p>in form of lower business rates and rents (where owned by Council).</p>	
<p><b>Defining frontages – individual groups of addresses</b></p> <p>Agree – 95% Disagree – 5%</p> <p>The majority agreed with the proposed addresses for defined frontages comments include :</p> <ul style="list-style-type: none"> <li>• Yes, these frontages relate to the primary retail outlets that maintain the town centre.</li> <li>• Yes, they are the heart of Portobello, close to other town centre uses such as the town hall, library and police station. Having a nucleus of useful retail shops reduces need to travel. The easier, convenient to access the centre, combined with good number of useful and diverse shops, the more sustainable it is. Issue remains that charity shops for example are Class 1 Shop.</li> </ul> <p>Still there were comments on the type and detailed character of the shops:</p> <ul style="list-style-type: none"> <li>• Reduce number of charity/beauty/barber shops.</li> <li>• Quality of shops important.</li> <li>• Design of shopfronts integral to character of Portobello.</li> <li>• Include south side of Brighton Place up to Lee Crescent and south side of the High Street running east from the cross, maybe as far as Windsor Place, should be included.</li> </ul>	<p>Continue to use same frontages.</p> <p>Many of the comments relate to the type of service or goods provided by businesses. However, the planning system does not control the details of goods or services other than by the definitions in the Use Class Scotland Order.</p> <p>The Use Class Order is primary legislation and any change to the way a charity shop is classed, would have to be done through an amendment to this primary legislation.</p> <p>The planning system can only control the use class of a property and not the occupier. Use classes are set out in legislation. Within a use class it would not be possible to control the type of shop as changes could be made to any use within that class without the need for planning permission.</p> <p>No changes to the proposed frontages.</p>
<p><b>Defining Frontages – amount in non-shop use: Do you agree that no more than one third in non-shop use?</b></p>	<p>Continue the use of the frontages using the proposed thresholds.</p>

<p>Agree – 80% Disagree – 20%</p> <p>Majority support the proposed permitted amount of non-shop uses in the frontages, stating that:</p> <ul style="list-style-type: none"> <li>• Yes, otherwise as a retail destination it would die. Enforcement needs to take action when limits are breached.</li> <li>• Better to be used than left empty.</li> <li>• Yes but has to be led by demand, no use if left empty.</li> <li>• Yes, maintain healthy balance, but third might be high.</li> </ul> <p>The comments and reasons for not supporting the proposed amount include:</p> <ul style="list-style-type: none"> <li>• No, Need more bistros, reduce to 20%.</li> <li>• No, good shops don't last, there isn't the interest. Plus crippling business rates. Need good quality chains, not Aldi, to send the right message.</li> <li>• Some guidelines should be in place, with a discretionary band below an upper limit. Planners, with the help of community views, could have some discretion.</li> <li>• No, suggests no more than one quarter in non-shop use, but accept one third if properly enforced.</li> </ul>	<p>The planning system cannot control the type of occupier.</p> <p>The policies need to be clear and easy to use. The planning process of determining applications has a discretionary element, if a material planning consideration is present.</p>
<p><b>Elsewhere in the TC, do you agree with the approach to allow flexibility and permit change of use to Class 2, 3 or other appropriate town centre uses?</b></p> <p>Agree – 90% Disagree – 10%</p> <p>Most agreed that elsewhere a more relaxed approach could be taken and commented that this would help protect core frontages. However, some hoped only if the right quality maintained with no more charity shops, and</p>	<p>No changes to the proposed policy.</p> <p>The planning system cannot control the type of occupier.</p>

<p>let the community regenerate.</p> <p>Others stated that there is already enough food and drink outlets and that Class 2 service providers of more value to the town. Once again the issue of the large number of hairdressers/barbers was raised and suggested that this use accounts for the amount of Class 1 uses. Others stated:</p> <ul style="list-style-type: none"> <li>• No, don't agree with frontage approach, the town centre's character should be considered as a whole with consistent approach across the town. Harder to manage but more flexible approach could help.</li> <li>• No, strict limits on the number of types of premises should be imposed. As many of the uses listed would not improve vitality and viability of the high street.</li> </ul>	
<p><b>Do you agree that change of use of shop units to residential use should not be permitted in the town centre boundary?</b></p> <p>Agree – 85% Disagree – 15%</p> <p>Some thought that there may be some circumstances where it could be allowed for example, impose a time limit and prove how long a property has been vacant; if percentage in shop use doesn't change and if it could create an accessible home. Many run down shops could be better in residential use.</p> <p>Those that agreed stated that allowing residential use shows a failure in the town centre, resulting in a lack of vitality with no evening uses, and highlighted that it is difficult to achieve a good design in such conversions.</p>	<p>Continue the proposed policy to resist converting shops units into residential use.</p> <p>This suggested approach would rely on how the shop unit has been actively marketed for sale or let.</p>
<p><b>Other comments</b></p> <p>A range of other comments on the challenges and opportunities of Portobello.</p> <p>Comments on the street environment included the conflict between cyclists and pedestrians, potential for minor junctions off</p>	<p>A number of issues raised are outwith the scope of the Supplementary Guidance. Comments received have been shared internally with other Council services.</p>

<p>the High Street to be resurfaced to give pedestrian priority. Provide segregated bike paths to reduce traffic speed. Improve active traffic routes from Northfield and the Durhams. The King's junction is a barrier to cycling and walking into Portobello.</p> <p>To relieve traffic congestion in the town centre suggestions include, divert to and have better signage for to Harry Lauder Way; reuse the South Suburban railway. Accessibility should be integrated into the design at all stages.</p> <p>Care that the policies don't lose the Portobello's distinctive character.</p> <p>Allow more commercial opportunities to support the Prom and more 'high end' housing to support the high street generally, while protecting the skyline. No more community centres needed, better to convert to housing.</p> <p>Remove reference to finding an alternative location for the monthly market as this has previously been explored but no better location found.</p> <p>Guidance needs practical measures to improve the appearance, quality and attractiveness of the town centre.</p> <p>Portobello has declined in quality and variety of useful shops due to competition from nearby supermarkets.</p>	
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**Summary of Consultation Responses – Draft Stockbridge Town Centre Supplementary Guidance March 2017**

272 responses were received. This included one community council, one residents association, 34 business interests and 236 individuals.

Questions/Issues	Council Response
<p><b>The Vision</b></p> <p>Agree –82% Disagree – 18%</p> <p>Most respondents agreed with the Vision.</p> <p>Of those who agreed a small number</p>	<p>The Vision intends to facilitate all movement. It recognises the importance of Raeburn Place and Deanhaugh Street for vehicle</p>

<p>commented on cycling. Half of these stating that there should be less emphasis on cycling and half that there should be more provision.</p> <p>The importance of traffic was highlighted, however some commented that the area did not need to be a through route.</p> <p>The need for short term parking to allow drivers to stop and shop was raised along with the need for residents parking.</p> <p>There was support for a mix of uses but the number of charity shops was a particular concern.</p> <p>The improvement of pedestrian movement was also a reason for supporting the Vision.</p> <p>Amongst those who did not support the Vision the emphasis on pedestrians and cyclists was considered to be too great.</p> <p>Traffic was also an issue. Most of those commenting on this issue did not consider that the town centre should be a through route.</p> <p>There was concern that improving provision for pedestrians and cyclists could mean a reduction in parking provision and this was considered to be more of an issue than pedestrian/cyclist movement.</p> <p>A number of those who did not support the vision stated that the area was fine as it is.</p> <p>Other points made:</p> <ul style="list-style-type: none"> <li>• Trade waste regulations not enforced.</li> <li>• Vision is meaningless.</li> <li>• Important to focus on character and identity of the area.</li> <li>• Maintenance of facilities vital.</li> </ul>	<p>movement. It aims to increase the importance of cycling and pedestrians in line with the Council's Transport 2030 Vision.</p> <p>The Vision as presented includes enhancement of the character and identity of Stockbridge.</p> <p>Most respondents agree with the Vision. The Vision as presented remains unchanged.</p>
<p><b>Principles</b></p> <p>Agree - 87%</p> <p>Disagree – 13%</p> <p>Most respondents agreed with the Principles,</p>	<p>Outdoor seating is encouraged on wider</p>



<p>although there was a mixed response from some in that some were supported while others were not.</p> <p>A number of comments were made on outdoor seating. Where this was supported it was considered that it would encourage people to stay in the town centre and be beneficial. One respondent suggested minimising parking to provide space for outdoor seating. Where outdoor seating was not supported concerns were that it would take away space for cars, lessen pavement space, create additional clutter, create waste issues, cause night time disturbance to residents and that there was sufficient seating already.</p> <p>The reference to the junction of Raeburn Place and St Bernard's Row had mixed support with most who commented on this stating that it does not offer a good opportunity.</p> <p>There was support for the principle to take opportunities to remove street clutter and in particular bins, bollards and A boards. The issue of the impact of street clutter on disabled persons was raised. One comment did not support removal of bollards as these were considered to offer protection to pedestrians.</p> <p>A contradiction between the principle of removing street clutter and opportunities for outdoor seating was raised.</p> <p>Comments relating to cycling mostly did not support the provision of additional facilities- these were considered to be a waste of resources and space with one respondent commenting that not many people cycle in Stockbridge and that there were already places to secure bikes. One response stated that a cycle lane would help cyclists.</p> <p>A number of comments were made on the principle of ensuring appropriate arrangement for waste. Comments supported this principle and concerns were that bins takes up too much space, are unsightly and there is a need for enforcement.</p>	<p>pavements. Where related to commercial premises tables and chairs are controlled by permits which take account of space available for movement.</p> <p>The Principles extend to non-commercial seating. Removing street clutter would not necessarily contradict with opportunities for outdoor seating. There may be opportunities to rationalise existing street furniture/signage, remove unnecessary items and utilise street furniture for more than one purpose including seating.</p> <p>The junction of Raeburn Place and St Bernard's Row was identified in the Public Life Street Assessment carried out by HERE+NOW as providing an opportunity for outdoor seating. It is a spacious location with a positive sunny microclimate on good weather days.</p> <p>A lack of cycling facilities was identified in the Public Life Street Assessment carried out by HERE+NOW. The principle to support additional facilities supports the vision to increase cycle movement and is in line with the Council's Active Travel Action Plan objective to increase the numbers of people in Edinburgh walking and cycling, both as means of transport and for pleasure.</p> <p>The Principles support de-cluttering which would include removal of unnecessary street furniture including bins. There is existing Council policy on trade waste. Principles for siting domestic waste and recycling are set out in the Edinburgh Street Design Guidance.</p> <p>Class 3 food and drink uses can add to the vitality of town centres. The frontage approach is designed to ensure that a minimum level of shopping provision is provided and thereby protecting the level of these uses in defined areas. Corner sites are particularly suited to such uses as they bring an opportunity to activate public street life.</p> <p>Principles support high quality shop front design as set out in the Council's guidance for Businesses.</p>
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<p>There was a mixed response to the principle of supporting Class 3 food and drink units on corner sites. Most of those commenting felt that there are enough food and drink outlets, however one respondent commented that they wanted to encourage these uses.</p> <p>There was support for high quality shop front design. One respondent commented that they supported the provision of active frontages, which could preclude residential, as retaining shops would sustain the liveliness of the area. Others commented that change from commercial to residential should be allowed while another commented that such changes do not look good.</p> <p>Other comments:</p> <ul style="list-style-type: none"> <li>• Limit number of charity shops.</li> <li>• Promote real shops.</li> <li>• Consider how change of use fits with vision.</li> <li>• Need to ensure quality and character.</li> <li>• Stockbridge a village – not a town.</li> <li>• Removal of shop fronts on Raeburn. Place and restoration to garden use.</li> <li>• Need to address pressure from traffic to realise principles.</li> <li>• Need to ensure adequate parking.</li> <li>• Principles seem restrictive.</li> <li>• Provision of green infrastructure would help create a sense of place.</li> </ul>	<p>Uses which bring activity to the street are important. The policy set out in the SG policy protects ground floor units for this purpose.</p> <p>The planning system can only control the use class of a property and not the occupier. Use classes are set out in legislation. Within a use class it would not be possible to control the type of shop as changes could be made to any use within that class without the need for planning permission.</p> <p>The Principles will be applied in the determination of applications for change of use these are intended to meet the Vision.</p> <p>Principles require that development meets the Council’s Edinburgh Design Guidance, this includes addressing landscaping.</p> <p>Stockbridge is defined as a town centre in the Local Development Plan. This recognises its role in providing shopping and services in an accessible location.</p> <p>Within the defined town centre policy is intended to retain shop units for appropriate commercial, leisure or community uses. Loss of units to restore garden ground are best controlled through a change in the town centre boundary. Any changes to this boundary are required to be made through future review of the LDP.</p> <p>Principles are wide ranging and will apply to proposals where appropriate. Not all principles will be relevant to each proposal.</p> <p>Traffic and parking are outwith the scope of the Supplementary Guidance.</p>
<p><b>Extend boundary to include north side of Raeburn Place (Edinburgh Academicals Site)</b></p> <p>Agree – 70% Disagree – 30%</p> <p>Most respondents agreed with the proposed change.</p>	<p>There is an active planning consent</p>

<p>A number of respondents expressed support for the extension of the town centre but not for the consented development. There was concern that the consented development has not yet gone ahead and that it may have a different look and feel.</p> <p>Amongst those supporting the change respondents stated that development should be in keeping with surroundings, should not lose residential properties, that there should be pavement improvements and it would be important to retain trees.</p> <p>Considered that development of the area will create an important anchor and more shops will encourage growth and would like to see independent shops developed in the area. The mix of shops should be maintained and dominance of licensed premises avoided.</p> <p>One respondent was uncertain and stated that if there was evidence of a requirement for more shops this should be allowed.</p> <p>Area should be included so that appropriate guidance can be applied and same scrutiny applied as current Stockbridge town centre,</p> <p>Those who did not support the change stated that this area was not part of Stockbridge, that the location is out of centre and that a clearly defined area is needed to market Stockbridge. The change would stretch out the town centre too far and reduce the village feel. The amount of green space would be reduced and change the character of the area.</p> <p>Parking resulting from development in this area was a concern.</p> <p>The view was expressed that there are already enough shops in Stockbridge and not enough capacity to support additional shops and that the area will be occupied by chain stores.</p> <p>The area is designated as open space and should remain so and inclusion within the town centre would reduce the level of protection for residents and make it easier for a range of town centre uses to get</p>	<p>(12/03567/FUL) which includes retail/commercial units at ground floor level. Implementation of this consent would impact on the suitability of including this area within the town centre boundary.</p> <p>The current Town Centre boundary includes units in Dean Park Terrace which are a continuation of units on Raeburn Place. The current boundary excludes 3 commercial units on the East Side of Dean Park Terrace. Inclusion of these units would provide a sensible boundary to the Town Centre.</p> <p>Procedurally there is no scope to make changes to the town centre boundary through this SG. However, these suggestions for changes to the town centre boundary will be considered during the preparation of the next LDP.</p> <p>104 and 106 Raeburn Place are included within the current Town Centre Boundary. They are not part of an identified Primary Retail Frontage where a more restrictive policy applies to changes from shop use to non-shop use.</p>
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<p>planning permission.</p> <p>Other comments:</p> <ul style="list-style-type: none"> <li>• Implications of including this area within the boundary were not clear.</li> <li>• Raeburn Hotel and shops in Dean Park Street should also be included.</li> <li>• 104 and 106 Raeburn Place not marked as shops.</li> </ul>	
<p><b>Extend boundary to include 1-8 North West Circus Place</b></p> <p>Agree – 77% Disagree – 23%</p> <p>Most respondents agreed with the extension.</p> <p>There was confusion expressed by some as to what was being proposed.</p> <p>Those who did not support this extension considered that the area is part of the New Town, not a natural extension and that it would change the look of the street. That there were already sufficient shops and the town centre was adequate as it is. Inclusion within the town centre would reduce the level of protection for residents and make it easier for a range of town centre uses to get planning permission. The area needs to stay concentrated to minimise its possible gradual disintegration.</p> <p>Those who supported the extension stated that this already felt like part of the town centre, there are individual shops which promote the area as being different, nicest part of village and should be a model for the remainder.</p> <p>Other comments:</p> <ul style="list-style-type: none"> <li>• Heath centre should be included.</li> <li>• Too many food outlets</li> <li>• Noise pollution is an issue</li> <li>• Extend new paving into North Circus Place and Kerr Street.</li> <li>• Should not result in more charity shops</li> </ul>	<p>The inclusion of this area would extend the boundary of the current Town Centre to include the adjacent area currently occupied by commercial uses despite not being subject to the town centre policy and would protect these units for such use. The extension could be argued to provide a more definable boundary for the town centre by including these units which meet the description of shop units after which the use changes to residential. A shop unit on the opposite side of North Circus Place – No. 35 could also be included as it is continuation of the units on this side of North West Circus Place.</p> <p>Procedurally there is no scope to make changes to the town centre boundary through this SG. However, these suggestions for changes to the town centre boundary will be considered during the preparation of the next LDP.</p>
<p><b>Frontage Approach</b></p>	

<p>Agree –82% Disagree – 18%</p> <p>Most respondents supported the approach.</p> <p>Some confusion was expressed over implications/explanation.</p> <p>Amongst those who support the approach the need to prevent further food and drink outlets was the main reason. Concern was expressed about the number of charity shops and the need to limit these.</p> <p>While supporting the approach one respondent stated that each unit should be considered on its own merits and a flexible approach should be taken.</p> <p>Amongst those who did not support the approach charity shops were a concern and food and drink outlets preferred to charity shops as they are considered to encourage more footfall. Independent shops should be encouraged and a restriction placed on high street chains. Approach considered to be a box ticking exercise rather than taking a holistic view of the town centre.</p> <p>Intervention not important in a thriving market. Need should follow demand. Should encourage a wide variety of uses. Use should be determined on a case by case basis. Better to have maximum occupancy than place restrictions. Should avoid bookmakers and gambling outlets.</p> <p>Approach considered to prevent smaller retailers expanding into adjacent stores.</p> <p>Other Comments:</p> <ul style="list-style-type: none"> <li>• Shortage of buildings for childcare</li> <li>• Business rates</li> </ul>	<p>To address the confusion over the use of the term frontage the Supplementary Guidance has been changed. The term Primary Retail Frontage has been used to describe the areas where a more restrictive policy will apply. This reflects their primary focus on shop use. A definition has been included within the definitions section.</p> <p>The planning system can only control the use class of a property and not the occupier. Use classes are set out in legislation. Within a use class it would not be possible to control the type of shop as changes could be made to any use within that class without the need for planning permission.</p> <p>Town centres play an important role in providing shopping for local people. The frontage approach is intended to ensure a minimum percentage of units are retained in shop use to meet these basic shopping needs. It recognises that a range of uses are necessary to provide a vital and viable town centre and tries to ensure a balance between maintaining a level of shopping provision across the centre as a whole and avoiding being over restrictive by allowing other appropriate uses. The frontage approach allows increased flexibility in those areas outwith the defined frontages where each case will be considered on its own merits.</p> <p>Scottish Planning Policy states that where a town centre strategy indicates that further provision of particular activities would undermine the character and amenity of centres or the well-being of communities, policies to prevent such over-provision and clustering should be in place. There are no indications that this would be the case in Stockbridge. The SG policy requires proposals to be for an appropriate commercial, community or leisure use which would complement the character of the centre. Applications for uses including betting shops would be considered individually against this criteria.</p>
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	<p>The policy would not prevent retailers from expanding shop use into adjacent units.</p> <p>Depending on the individual circumstances use for childcare may fall within the definition of an appropriate commercial use.</p> <p>Business rates are outwith the scope of the guidance.</p>
<p><b>Defined frontages</b></p> <p>Agree – 86% Disagree - 14%</p> <p>Most respondents supported the defined frontages.</p> <p>Amongst those who commented there was some confusion expressed over what frontages meant and what the definition of a shop is.</p> <p>Some comments questioned the need to identify frontages and highlighted that south facing units may be more suited to non-shop uses. Also that there is a need to be more inclusive rather than defining boundaries. A numerical approach to the visual impact of shops was questioned and it was considered that each unit should be considered under its own merits.</p> <p>The approach was not considered to be working as there were felt to be fewer shops in these areas.</p> <p>Some comments related to charity shops and a desire to restrict these and some additionally that their preference would be for more food and drink uses than charity shops while others asked for no more pubs.</p> <p>Suggestions were made for additional frontages:</p> <ul style="list-style-type: none"> <li>• Raeburn House Hotel and the southern side of Raeburn Place.</li> <li>• South side of Deanhaugh Street, Kerr Street and the first stretch of Hamilton Place</li> <li>• North West Circus Place and the new development at the Accies ground.</li> <li>• Hamilton Place and St Stephen Street.</li> </ul>	<p>To improve clarity over the meaning of frontages the defined frontages have been renamed Primary Retail Frontage to reflect that they are the primary areas for retail provision and distinguish them from the other shop frontages within the town centre. A definition has also been included within the text and in the definitions section. Shop use is defined within the definitions section of the Supplementary Guidance.</p> <p>The town centre provides a mix of uses and this is essential to ensuring its vitality and viability. However provision of shopping is a key part of a town centre’s function and a frontage approach is considered an appropriate means of protecting this function while allowing for a certain level of complementary uses.</p> <p>Within the identified Primary Retail Frontages the proportion of shops in non-shop use is below the 33% threshold.</p> <p>Legislation does not distinguish between the types of shops therefore it is not possible to restrict the occupiers of shops through the planning system. The frontage approach would restrict the number of non-shop uses such as pubs if the threshold of non-shop uses were to be exceeded by the proposal. Policy Ret 11 of the Edinburgh Local Development Plan controls the change of use of shop units to pubs where they may be detrimental to the area.</p> <p>The Supplementary Guidance applies to the town centre only. The town centre is defined</p>

<p>Other points raised:</p> <ul style="list-style-type: none"> <li>• Removal of shop premises built in front gardens of villas on Raeburn Place should be promoted.</li> <li>• Should require owners of shops to give up leases if they do not open.</li> <li>• Approach would be a waste of time</li> <li>• If vacancies are low should not have allowed development at Edinburgh Academicals.</li> </ul>	<p>in the proposals map of the Local Development Plan (LDP). The adopted LDP does not include the Edinburgh Academical Ground or Raeburn House Hotel within the town centre boundary and only part of North West Circus Place is included. The draft Supplementary Guidance suggested that this area could be considered for inclusion in the town centre. Any changes to this boundary are required to be made through future review of the LDP. It is therefore not possible within the current Supplementary Guidance to define these areas as frontages. At the time of survey in 2016 the percentage of units in non-shop use within the stretch of North West Circus Place which is currently included in the town centre was 50%. This is in well in excess of the 33% non-shop use which would be applied if it were defined as Primary Retail Frontage. Defining the area as Primary Retail Frontage would require that there could be no change from a shop unit to another use until such time as there was an increase in the overall number of units in shop use. This is considered to be overly restrictive and inflexible and as the use of shop units is dependent on the market there is a risk that it could lead to vacancies.</p> <p>The southern part of Raeburn Place (1-77) is already included as Primary Retail Frontage within the Supplementary Guidance. The Raeburn House Hotel falls between the existing town centre boundary and an area proposed in the draft SG for potential inclusion in this boundary. The appropriateness of its inclusion should be assessed as part of the next LDP process.</p> <p>Extending frontages to include the south side of Deanhaugh Street, Kerr Street and the first stretch of Hamilton Place is considered to be overly restrictive and could impact on vitality and viability of the town centre by preventing complementary uses as supported by Scottish Planning Policy.</p> <p>Hamilton Place and St Stephen Street are side streets extending from the main thoroughfare. At present the proportion of non-shop uses is 40% and 54% respectively. This is in in excess of the 33% non-shop use which would be applied if it were these areas</p>
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	<p>were defined as Primary Frontage.</p> <p>Primary Retail Frontages contain 77 units of a total of 170 units in the town centre. This is 45% of the centre. The Primary Retail Frontages as defined are considered to provide an appropriate balance between ensuring retail provision and allowing complementary uses. Vacancies within the centre are low indicating a relatively healthy centre. The Supplementary Guidance will be reviewed regularly and if the policy is not having the desired effect then further restrictions on change of use would be considered.</p> <p>The policy is intended to retain shop units within the defined town centre for appropriate commercial, leisure or community uses. Loss of units to restore garden ground are best controlled through a change in the town centre boundary. Any changes to this boundary are required to be made through future review of the LDP.</p> <p>The operation of shops is outwith the scope of the planning system therefore lease requirements cannot be addressed through this guidance.</p>
<p><b>One Third non-shop use</b></p> <p>Agreed – 72% Disagree – 28%</p> <p>Most respondents agreed with one-third non-shop use. Amongst both those who said they agreed and those who did not there were some suggested variations in the percentage to be applied:</p> <ul style="list-style-type: none"> <li>• Should be 40%</li> <li>• Should be 50%</li> <li>• Should be less</li> <li>• 20-25% would better protect shops.</li> <li>• With move to online shopping unrealistic to expect 33%.</li> <li>• Should apply to the whole town centre.</li> </ul> <p>Other comments were that it is important to keep variety/balance and some flexibility should be allowed on a case by case basis</p>	<p>The defined Primary Retail Frontages are below the 33% non-shop use threshold. Continuation of this threshold will ensure protection of the retail function and still allow for a mix of other uses.</p> <p>Increasing the proportion of non-shop use could erode the retail function. The policy applies only to the defined Primary Retail Frontages and outwith these areas, but within the town centre boundary, a more flexible approach applies which would allow for higher levels of alternative uses should they be considered appropriate to the town centre.</p> <p>Decreasing the proportion of non-shop use to 20% would be below the levels currently</p>



<p>and if demand is for other things then this should be encouraged. A preference for occupancy rather than thresholds was expressed. The acceptability of 33% was considered to be dependent on the occupier of the shop.</p> <p>A number of comments related to charity shops. It was considered that it would be better to have something contributing to the economy rather than charity shops. Charity shops should not be included as shops and restrictions on their numbers should be considered. Preponderance of charity shops suggests that there is scope for some further conversion to higher quality uses and would rather have pubs/restaurants than charity shops. Others considered that there were too many/enough pubs and another that restaurants and cafes should be considered as shops.</p> <p>Other comments received:</p> <ul style="list-style-type: none"> <li>• Shop owners should be assisted.</li> <li>• Development of the Edinburgh Academicals ground will destroy shops.</li> <li>• Should not allow shops to become residential units.</li> </ul>	<p>within the defined frontages. Applying such a level is considered to be overly restrictive and would prevent any changes from shop use.</p> <p>The definition of shops is set out nationally in the Use Class Order. Within a use class it would not be possible to control the specific use as changes could be made to any use within that class without the need for planning permission.</p> <p>The Supplementary Guidance does not support change of use of shop units which are in shop use to change to residential.</p>
<p><b>Outwith Frontages</b></p> <p>Agree – 84% Disagree – 16%</p> <p>Most respondents agreed with the approach suggested to those areas outwith identified frontages.</p> <p>Comments received included that the approach was okay as long as it genuinely contributes to vitality. All areas should be frontage, no change is needed and should be more restrictive with no more chain stores.</p> <p>It was considered by some that there were too many food or drink uses and restrictions should be applied but also a comment that more class 3 uses and community/leisure would be welcomed.</p> <p>Office or residential use considered</p>	<p>The frontage approach allows an appropriate balance between retaining the retail function of the town centre and allowing other appropriate uses. The approach overall provides protection while allowing flexibility to allow a range of complementary uses. Applying the policy of 33% non-shop use to the entire centre is considered to be overly restrictive and it is not possible to control the occupier of shops through the planning system.</p> <p>Outwith Primary Retail Frontages the policy provides a flexible approach which recognises that food and drink uses can add to the vitality and viability of town centres. Policy Ret 11 of the Edinburgh Local Development Plan controls the change of use of shop units to food and drink</p>

<p>appropriate. Class 2 contribute little and should not be included, and there is an abundance of available offices. Emphasis should be on Class 2 rather than Class 3. Concern that units are turned into offices and then converted to flats.</p> <p>Sufficient food and drink and professional services. Should be more shops rather than restaurants. Detrimental to lose shop frontages to financial, professional or other services and food and drink uses. Food and drink should not be limited by number but should be restricted to local businesses.</p> <p>There should be fewer charity shops and appropriate uses should not include charity shops. Should exclude betting shops and brothels and there should be no more chain stores and independent retailers/enterprise encouraged.</p> <p>Appropriate leisure uses would complement-small cinema suggested.</p> <p>The appearance of shop units was mentioned in some comments: Shop fronts should be in keeping with the area; openness of facades important; and acceptability of use would be dependent on design and layout.</p> <p>Other comments:</p> <ul style="list-style-type: none"> <li>• Class 3 uses should be responsible for litter.</li> <li>• Shortage of premises suitable for childcare.</li> <li>• Cannot allow food premises to open up and then close.</li> <li>• Change of use regulations ignored.</li> <li>• Lack of support for development of Edinburgh Academical ground.</li> </ul>	<p>establishments where they may be detrimental to the area.</p> <p>Class 2 uses include a range of services e.g. doctors, dentists, beauticians and estate agents which are considered appropriate for town centres.</p> <p>The Supplementary Guidance does not support change of use of shop units to residential.</p> <p>The planning system can only control the use class of a property and not the occupier. Use classes are set out in legislation. Within a use class it would not be possible to control the specific use as changes could be made to any use within that class without the need for planning permission. It is therefore not possible to control the number of charity shops though this guidance.</p> <p>Scottish Planning Policy states that where a town centre strategy indicates that further provision of particular activities would undermine the character and amenity of centres or the well-being of communities, policies to prevent such over-provision and clustering should be in place. There are no indications that this would be the case in Stockbridge. The Supplementary Guidance requires proposals to be for an appropriate commercial, community or leisure use which would complement the character of the centre. Applications for uses including betting shops and leisure uses would be considered individually against this criteria.</p> <p>The principles set out in the Supplementary Guidance support high quality shop front design and active frontages.</p> <p>The Supplementary Guidance does not preclude use of units for childcare, either within the defined frontages if the threshold is being met and in any case outwith the defined frontages, if they are determined to meet the criteria set out in the supplementary guidance and other relevant policy.</p>
<p><b>Change of use to residential</b></p> <p>Agree – 85%</p>	

<p>Disagree – 15%</p> <p>Most respondents agreed that shop units should not be converted to residential.</p> <p>Those who disagreed commented that done well residential can be part of town centre and more attractive than some other uses and that the village feel requires a focus on residential. The area was considered to be active already and would be balanced by residential.</p> <p>Should be restriction but not a total ban and should be determined on a case by case basis and units should not be used for short term lets. Residential should be considered due to shortage of housing options.</p> <p>Those who agreed that residential use should not be supported stated that the shopping area needs to be kept for shops otherwise it will not be viable. The area would not be well served by ground floor residential and it could cause existing shops to be non-viable by reducing number of shops. The appearance of residential was of concern and the view expressed that the current level of housing in the area is sufficient and schools are oversubscribed.</p> <p>Removal of shop premises built in front gardens of villas on Raeburn Place should be promoted providing the space is properly restored to historical garden use.</p>	<p>For placemaking purposes it is important that ground floor uses help bring activity onto the street. Residential units at ground floor level tend to add little vitality to the town centre. Stockbridge already has a large population living within walking distance of the main shopping streets and within the town centre itself.</p> <p>The policy is intended to retain shop units within the defined town centre for appropriate commercial, leisure or community uses. Loss of units to restore garden ground are best controlled through a change in the town centre boundary. Any changes to this boundary are required to be made through future review of the Local Development Plan.</p>
<p><b>Other Comments</b></p> <p>Many of the comments were related to traffic with mixed views. Comments made were that through traffic is the biggest problem and the document does not address problems caused by dominance of traffic and a more holistic approach to changing behaviours so people use cars less is needed. However the view was also expressed that the role as through route must be kept as a priority and do not want measures to further reduce traffic flow. Policies around traffic reduction need to change to promote free flowing motoring and accept people will not convert to cycling or</p>	<p>A number of the issues raised are outwith the scope of the supplementary guidance. Comments received have been shared internally with other Council services.</p> <p>In response to the specific points raised relating to the Supplementary Guidance:</p> <ul style="list-style-type: none"> <li>• It is not possible to control the number of charity shops or national retailers through the Supplementary Guidance. The planning system can only control the use class of a property and not the occupier. Use classes are set out in legislation.</li> </ul>

<p>walking. A reduction in traffic speed, parked cars and a simplified and attractive public realm critical. Issue of delivery vans causing obstruction. It was commented that pavement cafes are undeliverable while the route continues to be a main thoroughfare. One comment expressed support for a one way system and another suggested that scheduling of buses would be a simple way to improve traffic safety. It was suggested that Raeburn Place was closed to through traffic with the use of smart bollards and a shared pedestrian/cycle surface created. A further suggestion was that a 'mini-holland' approach to Raeburn Place might serve to reduce motor vehicle flows, while providing a safe space to cycle and more room for people to linger. One comment expressed annoyance at the inability to access Stockbridge from Trinity due to closure of St Bernard's Row. Should consider combining cycleways with green infrastructure and shared spaces considered good for safety and vibrancy.</p> <p>A number of comments were also made in relation to parking. It was considered that Stockbridge needs more affordable parking and spaces to encourage people from out of town shopping. There was support for short-term parking and disabled parking and a view that there is limited on street metered parking. That resident parking should be increased and concern that parking on Hamilton Place makes it effectively a single track road. One respondent stated that parking should be banned and another that loading bays should be provided.</p> <p>Some specific suggestions were made on parking:</p> <ul style="list-style-type: none"> <li>• change the length of parking allowed at East Fettes Avenue</li> <li>• restrict car parking to one side of Leslie Place</li> <li>• explore options for off-street shopper car park.</li> </ul> <p>Comments were also received on pedestrians and crossings. It was considered by some that footpaths are in poor repair and improvements in street surfaces should be extended. Suggestion</p>	<p>Within use class it would not be possible to control the specific use as changes could be made to any use within that class without the need for planning permission.</p> <ul style="list-style-type: none"> <li>• The Supplementary Guidance does not preclude use of units for childcare or soft play, either within the defined frontages if the threshold is being met and in any case outwith the defined frontages, if they are determined to meet the criteria set out in the supplementary guidance and other relevant policy.</li> <li>• The vision is to ensure a mix of uses to meet the needs and demands of the population. The Supplementary Guidance provides a flexible approach which allows a range of uses which could include arts, cinema, theatre, galleries and community centres.</li> <li>• The level of intervention is considered to be appropriate. The frontage approach allows an appropriate balance between retaining the retail function of the town centre and allowing other appropriate uses. The approach overall provides protection while allowing flexibility to allow a range of complimentary uses.</li> <li>• The map identifies the Academical ground as open space. Reference on page 8 does not state that the ground is public. It states that “the area also benefits from having some community, leisure and public uses located within and in close proximity, “and cites Edinburgh Academical Sport Ground as an example of a leisure use.</li> <li>• Glenogle swim Centre is outwith the town centre boundary but in close proximity. It has been included finalised SG in the examples of uses close to the town centre.</li> </ul>
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that improvement to pavement surface at Leslie Place should be a priority. There should be more priority to cyclists and pedestrians with bike stands a priority but also that cycling is given too much prominence. There were mixed views expressed on a pedestrian crossing at Leslie Place and Deanhaugh Street which has some support but also a comment that there is no need for additional crossing facilities as existing lights are sufficient to allow crossing and a comment that making Leslie Place a one way street would provide an alternative. It was considered that good pedestrian access between frontages is desirable but the absence of a pulsed flow arrangement risks increasing pollution. An additional crossing place at the bottom of Cheyne Street was suggested and the crossing at the start of Hamilton place considered dangerous. One respondent called for no more crossings and another commented that the crossing times were inadequate.

Some comments were received relating to obstructions on the pavement. The placement of the bus stop outside Hectors and in Hamilton Place considered to be poor and a bus shelter needed in Leslie Place. It was suggested that the number and location of bus stops was rationalised. The south side of Raeburn Place considered to be narrow and unpleasant and issues of dog fouling. Consideration should be given to widening the south side of Raeburn Place. Bollards should be retained to avoid vehicles mounting the pavements but also the removal of bollards would benefit pedestrians. One respondent commented that bins and narrow pavements restrict pedestrian flow and not bollards. It was suggested that commercial bins and wheely bins be removed from streets. More tree/flower planting, good public art and traffic restrictions was supported. Some support was expressed for external seating and a suggestion of benches and plants along Saunders Street. Trade waste, communal waste, A boards and illegal parking were issues along with maintenance of railings.

Low quality shop design and signage were

highlighted and it was suggested that areas are provide for fly posting.

Comments were also received relating to the need to keep Stockbridge as an area of independent retailers and give it a unique identity and brand. That the village like atmosphere of Stockbridge should be maintained and that it is not a town centre. Town Centre needs to be concentrated to minimise gradual disintegration. There is a need for innovation and development in the area. Should focus on enhancing food, delis, green grocers, bakers etc. Arts, cinema, theatre, galleries and community centres are lacking in the vision. Should prohibit large scale retailing and chain stores and restrict large commercial development to more sensitive use.

A number of comments expressed concern over the number of charity shops. It was considered that there are too many restaurants and there should be a limit on the number of pubs and restaurants as shoppers may be less likely to visit Stockbridge if it is perceived as a place to eat and drink rather than shop. But also that there should be more pubs and restaurants with outdoor seating. A suggestion was made to consider a soft play facility and a desire expressed to utilise a unit for childcare purposes.

It was considered by some that there is no need for change and interference is not needed. Should consider each idea on its overall merits. Do not wish to see micro management. Should simplify rules to promote trade and choice. Businesses should not be subsidised. Changes driven by needs of businesses not residents. Area has blossomed without support. Support would further enhance the area. Rates are too high.

Further comments:

- Improvements in Stockbridge have been a waste of money and improvements should be made to Princes Street and Leith.

<ul style="list-style-type: none"> <li>• Glenogle public swimming pool should have been listed as one of the amenities of the area.</li> <li>• Question why Edinburgh Academical Ground is listed as a public amenity.</li> <li>• Concern about development consent at Edinburgh Academical and threat to town centre.</li> <li>• Loss of control within the Stockbridge area.</li> <li>• Views of residents should have more weight than those outwith.</li> <li>• Document should go further to articulate it is a place for people.</li> <li>• Would like to see Housing Associations encouraged into the area.</li> </ul>	
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