

Planning Committee

2.00pm, Wednesday, 29 January 2020

Supplementary Guidance: City Centre Shopping and Leisure

Executive/routine	
Wards	All
Council Commitments	2 and 11

1. Recommendations

- 1.1 It is recommended that Committee:
- 1.1.1 approves the finalised City Centre Shopping and Leisure Supplementary Guidance for submission to the Scottish Ministers; and
 - 1.1.2 subject to approval of recommendation 1.1.1, confirms that should Scottish Ministers direct no change or not respond within the statutory 28-day period, this guidance will be adopted on the date of the Ministers' decision or expiry of the time for their consideration.

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Supplementary Guidance: City Centre Shopping and Leisure

2. Executive Summary

- 2.1 The purpose of this report is to seek approval of the finalised City Centre Shopping and Leisure Supplementary Guidance for adoption. The current guidance was adopted in February 2017 and forms part of the Statutory Development Plan (SDP). Since the guidance was adopted there have been various changes in circumstances necessitating a review of the guidance. Revised guidance was prepared for consultation following a stakeholder workshop held on 29 May 2019. The guidance has been finalised following consideration of comments received during the consultation exercise.

3. Background

- 3.1 The Local Development Plan (LDP) was adopted in November 2016. Policy Ret 9 Alternative Use of Shop Units in Defined Centres requires Supplementary Guidance (SG) to be prepared for each town centre including the City Centre retail core. The guidance for each centre is tailored to suit its individual circumstances in order to guide changes of use within the defined frontages.
- 3.2 SG is prepared under Section 22 of the Town and Country Planning (Scotland) Act 1997. The adopted guidance forms part of the statutory development plan when considering planning applications for change of use in defined centres.
- 3.3 When the original guidance was finalised, a commitment was undertaken to regularly review the guidance to take account of changes of use over time.
- 3.4 The Planning (Scotland) Act 2019 was enacted in July 2019. It removes the power to prepare statutory SG to accompany LDP. The Act will not take effect for some time because secondary legislation, guidance and transitional arrangements all need to be put in place by the Scottish Government. Accordingly, this supplementary guidance is being reviewed under the existing legislation.

4. Main report

Review of guidance and consultation

- 4.1 The revised SG was approved for consultation by Planning Committee on [7 August 2019](#). Consultation took place from 9 August to 20 September 2019 with the document being published on the Council's consultation hub with associated awareness raising on social media and other appropriate formats/channels. In addition, all stakeholders that were involved in the May 2019 workshop were directly invited to comment on the revised guidance.
- 4.2 The SG was significantly revised to allow more flexibility when considering proposals for non-retail use within the city centre but without compromising the importance of retaining a strong retail function within the City Centre retail core. These changes took into account various changes in circumstance since the original guidance was adopted including; wider trends in retail shopping patterns, the [Edinburgh City Centre Transformation \(ECCT\) strategy](#), the new Edinburgh St. James Centre due to open in 2020 and the Retail and Leisure Commercial Needs Study which was commissioned to inform the City Plan 2030.
- 4.3 A total of 17 formal responses were received to the revised guidance. Responses were received from a mix of consultees including; consultants, investors, business operators, members of the public and interest groups. There were four responses in support of the changes, three objections, nine mixed responses, and one not applicable. The responses generated 62 comments in total. A summary of the comments received and a response to these is set out in Appendix 1.
- 4.4 There is broad support for the additional flexibility set out in the guidance, with support outnumbering objections. Some of the responders consider the revised guidance is not flexible enough and have requested that the guidance be altered to either remove the ratio being applied to street frontages or to apply a more flexible ratio. However, there are also responders suggesting the guidance has provided too much flexibility for non-shop uses.
- 4.5 There are a number of comments that relate to matters out with the scope of the SG including; the need to improve some of the facades on Princes Street, to ensure an active frontage on streets, to prevent a parade of tourist souvenir shops, to influence the choice of operators, etc.
- 4.6 NHS Lothian has made a number of comments with regard to poverty and inequality and the provision of alcohol within the city centre and have requested some alterations are made.
- 4.7 With regards to the Council's request for comments on free standing outdoor awnings and fixtures there are a mixture of responses. For example, one responder requests further analysis be made of the use of outdoor space, another states that awnings and sitting out areas will never provide the experience of warmer climates and a further response emphasises the importance of minimising street clutter for those with visual impairments. There is no clear overall response

in support. This matter could be considered further in the context of the next review of the Council's Guidance for Businesses.

- 4.8 In addition to the formal responses received, a list of relevant tweets has been collated from the responses to the Council's consultation tweet. Again, there has been support for the increased flexibility in the revised guidance. However, many of the tweets relate to matters out with the scope of the guidance, for example; influencing the choice of operator, reduce tax or business rates, preventing more tourist souvenir shops, etc. A summary of the tweets made can be found in Appendix 1.

Finalised Supplementary Guidance

- 4.9 The finalised guidance is attached at Appendix 2. There are a number of minor changes made to the guidance to take account of the comments received. These are highlighted in yellow. Under the "What is a non-shop use?" section a specific reference has been added to the definition of food and drink to state it does not include public houses or hot food take-aways to provide additional clarification. The defined frontages section of the SG has been altered to add the George Street frontages which is an omission. Finally, a number of minor changes have been made to ensure accuracy.
- 4.10 No changes are proposed to the policies set out in the SG. The policies are considered to provide a much more flexible approach to non-shop uses within the city centre. They provide a bold response to changing retail trends whilst continuing to support and maintain the retail function of the city centre consistent with the LDP and strategic planning policy.

5. Next Steps

- 5.1 Following approval, the finalised revised 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 adopted as part of the development plan. At this point planning applications will normally be expected to accord with it.

6. Financial impact

- 6.1 There are no direct financial impacts arising from the approval of this report. The cost of preparing the revised SG and delivering the consultation exercise was met from existing budgets.

7. Stakeholder/Community Impact

- 7.1 A stakeholder event was held on 29 May 2019 with invitations sent out to the retail industry, business representatives, developers, investors, community groups and

councillors. The programme for the project also involved a six-week consultation exercise from 9 August to 20 September 2019 the results of which informed the finalised guidance.

- 7.2 This project involves the revision of existing guidance and no impacts on equalities and human rights have been identified. As a result, it was not considered necessary to carry out a full Integrated Impact Assessment (IIA).
- 7.3 There are no direct sustainability impacts arising from this report. The SG is statutory guidance and when adopted forms part of the development plan. As such it augments the policy set out in the development plan which was subject to strategic environment assessment (SEA) during its preparation. In addition, the changes in environmental terms are insignificant. As a result, there is no requirement to subject the SG to a separate full SEA. A pre-screening notification report has been prepared and submitted to the SEA Gateway.

8. Background reading/external references

- 8.1 [Edinburgh Local Development Plan - November 2016.](#)
- 8.2 [Supplementary Guidance : City Centre Retail Core - February 2017,](#)
- 8.3 [Edinburgh Retail and Leisure Commercial Needs Study - April 2019](#)
[Planning Committee Report: City Centre Retail Core Supplementary Guidance – 7 August 2019](#)

9. Appendices

- 9.1 Appendix 1 – Summary of Comments and Tweets on Revised Supplementary Guidance.
- 9.2 Appendix 2 – Finalised City Centre Retail and Leisure Supplementary Guidance.

Appendix 1

Summary of Comments on Revised Supplementary Guidance (SG)

Formal Responses

Comment	Response
SG should help promote commitment to reduce poverty and inequality within the city and improve quality of life for all.	Noted. The role of the SG is to augment policy within the adopted Local Development Plan (LDP) with regard to the change of use of shops to non-shop uses. Its scope is limited to that defined by LDP Policy Ret 9. Once adopted it will form part of the development plan. The adopted Edinburgh Local Development Plan which acknowledges the importance of such issues in the context of the growth and development of Edinburgh is better placed to address them.
SG should help improve the health of residents and not promote overconsumption of alcohol in the city centre.	Noted. Although the planning system may have a role to play in influencing the quantity of outlets selling alcohol, the scope of the guidance is limited to that as defined by LDP policy Ret 9. Matters relating to the impact public houses and other relevant businesses on residential amenity are currently addressed in the Council's Guidance for Businesses which identifies areas of restraint. The need for new or extended planning policy on public health matters could be addressed in the next review of the Local Development Plan.
Licencing Board statement for policy states that the area covered by the SG is over provided, so should include a reference to it.	Noted. The issue of alcohol provision is an important issue. However, the issuing of alcohol licences is also a separate regulatory process to the planning system. That being the case it would be inappropriate to include a reference to it. In addition, licencing policy could change with the risk of the SG becoming out of date and creating confusion.
Add reference to change of use to class 3 does not include public houses as per original guidance.	Agreed. An additional reference will be added to provide clarification.
Add reference "New cafes and restaurants must not lead to an unacceptable impact on living conditions for nearby residents" as per original guidance.	Noted. The original reference was removed as matters relating to the impact of businesses on residential amenity are more appropriately dealt with under the Council's Guidance for

	Businesses which identifies area of restraint.
Allowing more pubs, cafes and restaurants on Princes Street will make it less family friendly and increase alcohol problems including accidents, litter etc.	Noted. However, changes to guidance do not support public houses. The proposed changes when implemented alongside the Edinburgh City Centre Transformation (ECCT) are considered to have an overall positive effect on the city centre.
Introduce tourist levy before extension of tourist facilities.	Noted. However, this matter is beyond the scope of the guidance as defined by LDP Policy Ret 9 or the planning system.
No pop-up stalls on Multrees Walk which will lead to noise disturbance affecting offices on upper floors.	Noted. However, guidance with regard to pop up stalls is beyond the scope of the guidance as set out by LDP Policy Ret 9. Consideration could be given to pop up stalls in the context of the next review of the Council's Guidance for Businesses.
Developments such as the new whisky centre have an effect on the city's dignity/gravitas and are not desirable.	Noted. However, one of the objectives of the LDP is to sustain and enhance the city centre as the regional focus for shopping, entertainment, leisure, and tourism related activities. The Council considers that this prestigious development will help to deliver this.
Make Princes Street more attractive to independent retailers, local retailers, and those with international reputation.	Noted. The ECCT and the SG will help to achieve this, however, the planning system cannot determine the choice or type of retail operator.
Consider retailers likely to inhabit new St James e.g. Westergate Centre, London.	Noted. The purpose of the review of the SG was to respond to changes in circumstance since the original guidance was adopted including the scheduled opening of the new St. James centre in 2020.
Need to improve shopping experience of Waverley Mall.	Noted. However, the mall is not within the Council's ownership and this is beyond the scope of the SG as set out in LDP Policy Ret 9.
Future of Princes Street and Edinburgh needs to be properly managed for the best interests of Edinburgh residents. Proposals are short sighted and do not do this.	Noted. The Council considers that the revised SG seeks to respond positively to changes in circumstance since the original guidance was adopted by promoting a more flexible approach to the change of use of shop units. The proposals are not considered short sighted.
Supportive of changes but will fail unless level of traffic on Princes Street is addressed.	Noted. The revised SG will be implemented alongside the ECCT

	programme which are mutually supportive of each other.
Investigate barriers for shops on Princes Street making better use of outside space and encourage more use of street space.	Noted. However, guidance with regard to use of outside space is beyond the scope of the guidance as set out by LDP Policy Ret 9. Consideration could be given to the use of outdoor space in the context of the next review of the Guidance for Businesses.
Some facades on Princes Street may have to be improved.	Noted. However, the need to improve some facades is beyond the scope of the guidance as set out by LDP Policy Ret 9.
Continued use of a ratio for street frontages is too restrictive creating unintended results.	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
Option 1, reword Policy CC1 b to state, "The proposal is for an appropriate use which would complement the character of the city centre, would not be detrimental to its vitality and viability and would maintain or increase footfall", which is the wording in LDP Policy Ret 9, and remove reference to a ratio.	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
Option 2, reword Policy CC1 b to state, "As a result of permitting the change of use, no more than one third of the total number of units in the frontage of that block will be in non-shop use. Where the proposal does not comply with criterion b, the proposal's merits in terms of its contribution to the character, vitality and viability of the city centre should be taken into account."	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
Guidance should expand on its acknowledgement that many use classes can contribute to viable and vibrant town centres, e.g. class 2 and class 4.	Noted. The guidance is supportive of the change of use of shop units to appropriate commercial uses, which could include class 2 or 4, on all streets within the city centre with the exception of Princes Street. Princes street is restricted to Class 3 and Class 11 only. The Council considers the proposed changes add significant additional

	flexibility to the existing policy position. The revised SG has made a bold response to changes in circumstance and additional flexibility is considered unnecessary.
Whilst desirable a reduced retail frontage may be less viable than an extended frontage.	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
The policy focus should be based on a balanced view of the individual development proposals.	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. A policy approach that focuses on individual proposals could put at risk the balance of uses in the city centre to the detriment of its vitality and viability.
Consideration of market demand and specific circumstances at the time of application would be welcomed.	Noted. Market demand and specific circumstances will be considered alongside the SG when determining planning applications. However, the Council considers that the proposed changes add significant additional flexibility to the existing policy position. The revised SG has made a bold response to changes in circumstance and additional flexibility is considered unnecessary.
Support inclusion of class 11 in addition to class 3.	Noted.
Policy CC1, amend third of units in non-shop use to 50%.	Noted. However, the Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
Policy CC3, amend to allow 50% of units in non-shop use.	Noted. The Council considers it is important to support and maintain the retail function of the city centre as the regional shopping centre for the city region. The proposed changes add significant additional flexibility to allow

	non-shop uses balanced against the need to retain the centre's retail function. The Council will continue to regularly review the SG.
Retail and retail provision continues to change rapidly, e.g. multiple uses within one unit (whisky experience). Therefore, important that any change of use does not 'fix' the centre in a position that might not be appropriate in the future.	Noted. The Council will continue to regularly review the SG.
Further policies required to ensure an "active frontage" on the street. Historic push to larger floorplates/shopfronts may reverse, so architectural/urban design guidelines are needed to prevent the street frontage becoming a mish mash of sizes and corporate branding.	Noted. However, the scope of the guidance is limited to that set out by LDP Policy Ret 9.
Change of use of shops is inevitable particularly with new St James opening. Need to avoid a tourist shop strip along Princes Street and creating food and drink outlets needs to be done sensitively. At peak festival times there are a lot of food and drink outlets in Princes Street gardens and Waverley Mall. For permanent businesses to flourish temporary ones need to be curbed. Will enhance overall quality.	Noted. However, the planning system cannot control or determine the choice of retail operator. Also, certain temporary uses are permitted development and do not require planning permission and may be more appropriately controlled through the licencing system.
Awnings and sitting out areas will never provide the experience of warmer climate countries. Recent experiment in George street was a failure.	Noted. This is out with the scope of the guidance as set out by LDP Policy Ret 9. This matter could be considered in the context of the next review of the Council's Guidance for Businesses.
Discourage use of outdoor heaters on grounds of sustainability.	Noted. However, guidance with regard to use of outdoor heaters is beyond the scope of the guidance as set out by LDP Policy Ret 9. Consideration could be given to this in the context of the next review of the Guidance for Businesses. In addition, the Council's street design guidance seeks to ensure necessary street furniture is contained within a furniture zone maintaining a clear footway.
Minimise on street clutter for those with mobility or visual impairments. Preserve areas in New Town where people can sit out, e.g. Princes Street Gardens, St Andrews Square.).	Noted. This is out with the scope of the guidance as set out by LDP Policy Ret 9. This matter could be considered in the context of the next review of the Council's Guidance for Businesses. In addition, the Council's public spaces protocol provides the framework by

	which the Council and its partners manage the use of public spaces in Edinburgh.
Retail area needs to be considered alongside surrounding leisure spaces.	Noted. The scope of the guidance is limited to that set out by LDP Policy Ret 9. However, the SG will be implemented alongside ECCT which has a key placemaking role in terms of the public realm.
Creation of sympathetic facades is an excellent idea, particularly incorporating features that match the historic setting, e.g. new whisky visitor centre.	Noted.
Important to consider whole building. Must redevelop: 80-83 Princes Street, and 101-103 Princes Street. Original facades were unnecessarily destroyed and need to restore in similar style to originals. Previous inferior development needs to be put right.	Noted. However, this is out with the scope of the guidance as set out by LDP Policy Ret 9.
Increasing number of restaurants in Princes Street does not do anything to assist existing businesses, who are currently dealing with reduced year on year footfall, and a large overall increase in the amount of food provision in the city centre. Reaching saturation point with food and beverage.	Noted. However, the Council considers the revised SG has made a bold response to changes in retail trends by adding significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function. This is considered important to ensure the continued health of the city centre overall, at a time when many 'high streets' in the country are in decline.
Many of the businesses taking new units are national or multinational chains that do not increase wealth in local area.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
Mix of units should include more destination units than just ground floor retail, including specific brand stores, large scale dining establishments, hotels facing south with better entrances.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
Old department stores like Jenners should be turned into treasure trove of local designer/maker units.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
Stress the importance of each planning application proposal being considered on its own merits and in the context of the specific circumstances of the case.	Noted. It is important that each proposal is considered on its own merits and all material considerations will be taken into account. However, the Council considers the proposed changes add significant additional

	flexibility to the existing policy position. The revised SG has made a bold response to changes in circumstance and additional flexibility is considered unnecessary.
Retail frontages on Princes Street could include listed property which may not present as a 'traditional' retail frontage and as such the practical application of the approach may compromise development proposals which could otherwise contribute positively to Princes Street.	Noted. Each proposal for a change of use will be considered on its own merits and all material considerations will be taken into account. The issue of the reuse of listed buildings is out with the scope of the guidance as set out by LDP Policy Ret 9. Matters relating to the reuse of listed buildings are addressed the Council's Listed Buildings and Conservation Areas Guidance.
The policy thrust should be to ensure vibrant and viable town centres.	Noted. The Council considers the SG does this. The revised guidance in the supporting text emphasises the benefits of allowing shops to change to other uses to "achieve a diverse, thriving and welcoming city, allowing complementary uses that support the main shopping function and encourage use into the evening".
The inference in criteria 'b' is that any frontage should retain some retail component.	Agreed. That is the intention of the revised policy.
Whilst a percentage response to criteria 'b' may be an alternative approach, the inclusion of such an approach is as arbitrary and inflexible as the protected frontage policy that is in place at present.	Noted. However, the Council considers the revised SG has made a bold response to changes in retail trends by adding significant additional flexibility to allow non-shop uses balanced against the need to retain the centre's retail function.

Tweets

Comment	Response
Stop tourist souvenir shops opening everywhere, including Princes Street.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
Support some restaurants and tea rooms on Princes Street.	Noted. The SG supports some additional cafes and restaurants on Princes Street.
Support changes, extend pavement area for tables and chairs and divert some buses to Queen Street.	Noted. ECCT proposals also include measures relating to footways and public transport.
High end shops should be on Princes Street not Mulltrees Walk.	Noted. However, the scope of the planning system is limited. It cannot

	determine the type of operator only the type of use.
Needs to be bars, restaurants and coffee shops with outdoor seating on Princes Street but danger of views being obscured by nose to tail buses.	Noted. The revised SG does not support bars on Princes Street but it does support cafes and restaurants. The SG will be implemented alongside the proposals set out in ECCT, which includes measures relating to footways and public transport.
No more chain restaurants.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
Princes Street has a brilliant view and with St James Centre opening next year should allow more bars and cafes on Princes Street.	Noted. The revised guidance does not support bars on Princes Street but it does support cafes and restaurants.
Failure of planning to have allowed the main shopping street to be downgraded due to over development of the St James Centre site, sucking the shops out of Princes Street.	Noted. However, the Council considers the new St James will have an overall positive effect on Edinburgh city centre. The revised SG has made a bold response to changes in circumstance, which is considered important to ensure the continued health of the city centre, at a time when many 'high streets' in the country are in decline.
Want independent business that can afford to operate and not be forced out of business because of sky-high business rates.	Noted. However, the scope of the planning system does not extend to setting business rates.
Give businesses as much tax/rates break as possible or it will become a retail ghost town.	Noted. However, the scope of the planning system does not extend to setting business rates.
As long as its proper shops i.e. cafes, hairdressers, barbers and services you cannot buy on the internet with reduced taxes/rates.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
All new businesses should be vetted so that we get the right types of business, i.e. Scottish produce, independent clothing design shops etc.	Noted. However, the scope of the planning system is limited. It cannot determine the type of operator only the type of use.
This should be paused pending City Centre Transformation. Need to sort out the infrastructure and transport congestion on Princes Street first then look at what else can be done.	Noted. However, the Council considers there are benefits to implementing the SG alongside the measures set out in ECCT which will help to deliver the positive benefits of both.
Do not support change if it results in hot food takeaway and restaurant chains.	Noted. The proposed changes do not extend to supporting hot food takeaways. The scope of the planning system does not extend to selecting the operator of the business.

Should do something to stop the city centre becoming an air B&B community.

Noted. However, this is out with the scope of the guidance as set out by LDP Policy Ret 9.

SUPPLEMENTARY GUIDANCE

CITY CENTRE SHOPPING & LEISURE

JANUARY 2019



Introduction

This revised Supplementary Guidance sets out the policy approach to proposed changes of use of shop units within the city centre retail core. The city centre retail core is defined and protected in the Edinburgh Local Development Plan (LDP). The city centre is the regional centre of the city region providing a broad range of functions including shopping, office, leisure, culture, tourism and government.

The LDP provides a framework for a tailored approach to assessing proposals for change of use applications within the city centre retail core and town centres. This revised 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 city centre retail core.

The Supplementary Guidance aims to deliver two LDP objectives set out in Section 6 (Shopping and Leisure) of the Plan:

- To sustain and enhance the city centre as the regional focus for shopping, entertainment, commercial leisure and tourism related activities and encourage appropriate development of the highest quality.
- 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 also provides guidance on change of use. This is a material consideration in the determination of applications and should be considered alongside this statutory Supplementary Guidance.

Changes to the Planning System

The Planning (Scotland) Act 2019 was enacted in July 2019. It will not take effect for some time, because secondary legislation, guidance and transitional arrangements all need to be put in place by the Scottish Government. Accordingly, this supplementary guidance is being reviewed under the existing legislation. Further information on changes to the planning system is available on the [Scottish Government webpage](#).

Vision for the City Centre

This Supplementary Guidance aligns with the **Edinburgh City Centre Transformation (ECCT) programme**, which outlines a programme for a vibrant and people-focused capital centre, which improves community, economic and cultural life. **This will play a key role in helping to deliver successful placemaking within Edinburgh.**

Within the **city centre retail core**, the CCT programme seeks to improve the experience of George Street, Princes Street, Rose Street and the perpendicular streets of Castle Street, Frederick Street and Hanover Street as places to spend time and shop. The proposals include:

- Wider pavements, quality surfacing and public seating;
- Pedestrian priority at crossings;
- Inclusive design and disabled parking provision;
- New cycle infrastructure
- Stronger links to Princes Street Gardens, St Andrew Square and Charlotte Square; and
- Improved public transport stops and journey times.

The retail core also forms part of a wider zone where people on foot, bike and public transport will have true priority over vehicles. Whilst access for residents and servicing will be maintained, reductions in on-street parking and carriageway space will see motor vehicles given access as 'guests'.



City Centre Retail Core

The city centre retail core extends from Shandwick Place in the West to the new Edinburgh St James in the East, Princes Street in the South to George Street in the north. The city centre lies within the New Town Conservation Area and the Old and New Towns of the Edinburgh World Heritage Site.

A mix of uses currently exists within the **city centre retail core** with shop units with direct access to the street (including multi-level units) comprising the largest proportion of units at 57%, cafes/restaurants the second largest at 18%, *sui generis* (non-class) uses comprise 9% and financial/professional services comprise 7%. There is a need to ensure a healthy balance of uses within the city centre in line with development plan policy to ensure its vitality, viability and maintain footfall, with a sufficient proportion of retail units to ensure that shopping continues to be a predominant use. However, there are also benefits in allowing shops to change to other uses to achieve a diverse, thriving and welcoming city, allowing complementary uses that support the main shopping function and encourage use into the evening.

Changing circumstances since the original guidance was adopted including the trend towards online retailing, the publication of a Retail and Leisure Commercial Needs Study commissioned by the Council, and the **ECCT** programme provided justification for revising the guidance to make it more flexible to support alternative uses of shop units particularly on Princes Street and the three perpendicular streets (Castle Street, Frederick Street, and Hanover Street).

What is a 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. 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. In some cases a shop unit may be multi-level, for example a department store.

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) to visiting members of the public, for example, clothes shop, post office, sale of tickets, travel agency, cold food for consumption off the premises, hairdressing, funeral parlour, launderette or dry cleaners. This is further defined in the Town and Country Planning (Use Classes) (Scotland) Order 1997. Scottish Government Circular 1/1998 contains guidance on use classes.

What is a non-shop use?

Any use falling outwith the definition of Class 1 shop use, for example:

- Service uses – lawyers, accountants, estate agents, health centres, tanning studios and pawn brokers.
- Food and drink – restaurant, café, snack bar (excluding public houses and hot food takeaways).
- 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 – social and cultural activities.
- Leisure use – cinema and gymnasium.
- Sui generis (non class) uses – betting shops, pay day loan shops, pubs and hot food takeaways.

Some other changes of use are permitted development, for example, a café (class 3) to a shop unit (class 1).

Change of Use Policies

Policies

CC 1 Princes Street frontages

Proposals for a change of use of shop units on defined frontages, **as shown on next page**, in Princes Street to non-shop uses will be permitted provided:

- a. The proposal is for a change of use to Class 3 (food and drink) or Class 11 (assembly and leisure); and
- b. As a result of permitting the change of use, no more than one third of the total number of units in the frontage of that block will be in non-shop use.

In the case of shop units that have multiple levels, the above criterion will apply to the ground floor level of the unit only.

CC 2 Castle Street, Frederick Street and Hanover Street frontages

Proposals for a change of use of shop units on defined frontages, **as shown on next page**, in Castle Street, Frederick Street and Hanover Street to a non-shop use will be permitted provided:

- a. As a result of permitting the change of use, no more than half the total number of units in the frontage of that block 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 City Centre Retail Core and would not be detrimental to its vitality or viability.

CC 3 City Centre Primary Frontages

Proposals for a change of use of shop units, **as shown on next page**, in the defined City Centre Primary frontages 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 in the frontage of that block 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 City Centre Retail Core and would not be detrimental to its vitality or viability.

CC 4 Elsewhere in the City Centre Retail Core

Proposals for a change of use of shop units, **as shown on next page**, elsewhere in the City Centre Retail Core to a non-shop use will be permitted provided;

- a. As a result of permitting the change of use no more than half of the total number of units on the same side of the named street as the proposal would be in non-shop use; and
- b. The proposal is for an appropriate commercial or community use which would complement the character of the City Centre Retail Core and would not be detrimental to its vitality or viability.

Defined Frontages

Princes Street Frontages

- 10-25 Princes Street, 30-46 Princes Street, 47-77 Princes Street, 78-98 Princes Street,
- 99-117 Princes Street, 188-134 Princes Street, 135-146 Princes Street

Castle Street, Frederick Street and Hanover Street frontages

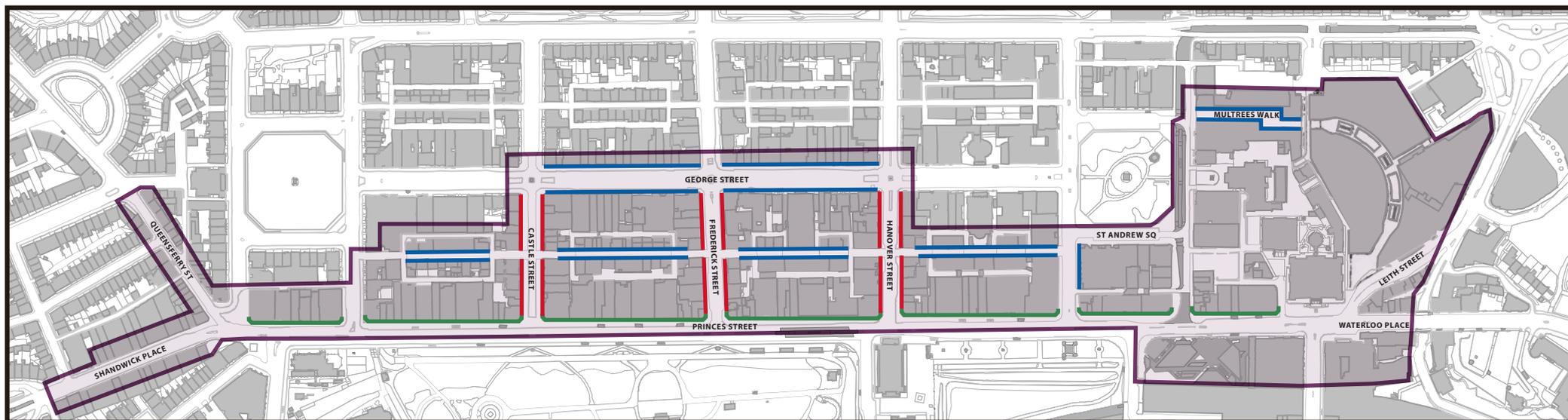
- 4-20 Castle Street, 22-32a Castle Street, 5-19 Castle Street, 21-31 Castle Street
- 6a-18 Frederick Street, 20-36 Frederick Street, 3a-19 Frederick Street, 21-31 Frederick Street
- 2-24 Hanover Street, 28-56 Hanover Street, 3-31 Hanover Street, 35-51 Hanover Street

City Centre Primary Frontages

- 133a-167 Rose Street, 168-202 Rose Street, 77-131 Rose Street, 106a-160 Rose Street
- 37-73 Rose Street, 50-104 Rose Street, 2-40 Rose Street
- 6-19a South St. David's Street
- 1-15 Multrees Walk
- 16-27 Multrees Walk

George Street Frontages

- 30-70 George Street
- 72-104 George Street
- 33a-69 George Street
- 71-109 George Street





Further information

online: www.edinburgh.gov.uk/supplementaryguidance

email: localdevelopmentplan@edinburgh.gov.uk

blog: www.planningedinburgh.com