

CITY DEVELOPMENT PLAN



# SG 4 Network of Centres

SUPPLEMENTARY GUIDANCE

February 2017

PROPOSED CITY DEVELOPMENT PLAN POLICIES	PROPOSED CITY DEVELOPMENT PLAN SUPPLEMENTARY GUIDANCE
CDP 1 The Placemaking Principle	SG 1 The Placemaking Principle
CDP 2 Sustainable Spatial Strategy	<i>SDF City Centre Strategic Development Framework</i>
	<i>SDF Glasgow North</i>
	<i>SDF Govan Partick</i>
	<i>SDF Greater Easterhouse</i>
	<i>SDF Inner East</i>
	<i>SDF River</i>
	<i>LDF Drumchapel Local Development Framework</i>
	<i>LDF Pollok</i>
	<i>LDF South Central</i>
CDP 3 Economic Development	SG 3 Economic Development
CDP 4 Network of Centres	SG 4 Network of Centres
CDP 5 Resource Management	SG 5 Resource Management
CDP 6 Green Belt and Green Network	SG 6 Green Belt and Green Network
CDP 7 Natural Environment	SG 7 Natural Environment
CDP 8 Water Environment	SG 8 Water Environment
CDP 9 Historic Environment	SG 9 Historic Environment
CDP 10 Meeting Housing Needs	SG 10 Meeting Housing Needs
CDP 11 Sustainable Transport	SG 11 Sustainable Transport
CDP 12 Delivering Development	SG 12 Delivering Development

Policies CDP 1 (The Placemaking Principle) and CDP 2 (Sustainable Spatial Strategy) are overarching policies which, together with their associated Supplementary Guidance (SG), must be considered for all development proposals to help achieve the key aims of The Plan.

Policies CDP 3 to CDP 12 (and associated SG) provide more detail on specific land use elements which contribute to meeting the requirements of the overarching policies.

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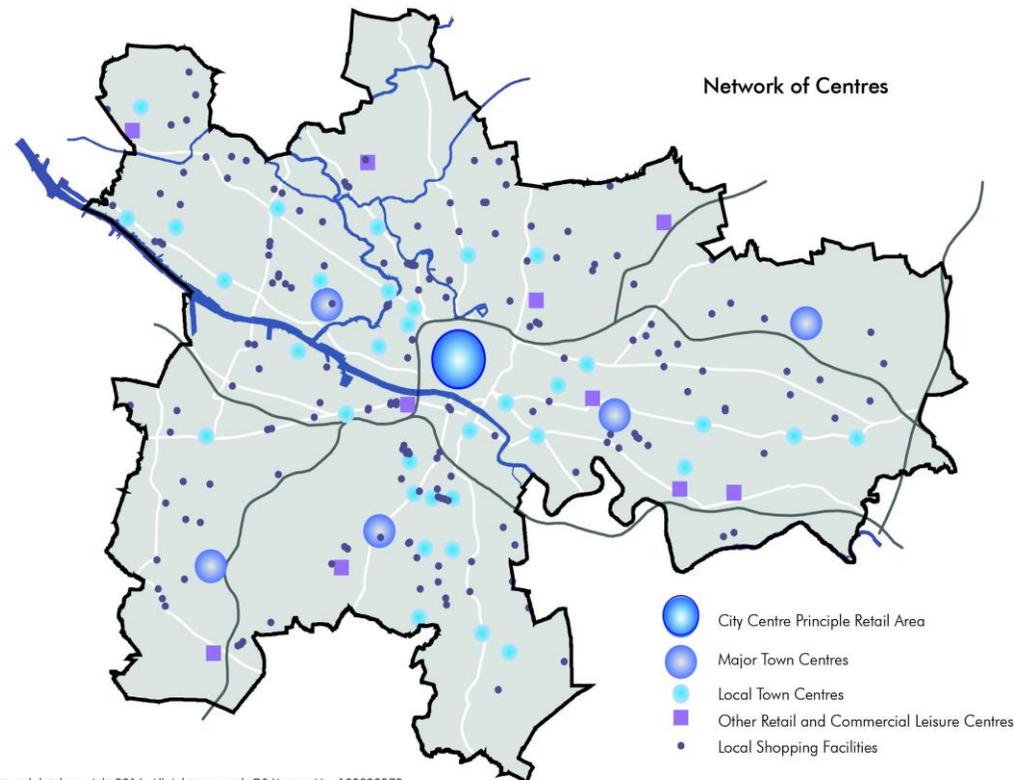
# 1. INTRODUCTION

- 1.1 This Supplementary Guidance (SG) is intended to provide further detailed guidance on [Glasgow City Development Plan](#) Policy CDP 4 Network of Centres. It should be read in conjunction with the [Clydeplan Proposed Strategic Development Plan](#) and with other CDP policies and associated [SG](#), in particular: Policies CDP 1 Sustainable Spatial Strategy; CDP 2 Placemaking; CDP 3 Economic Development; CDP 11 Sustainable Transport; and CDP 12 Delivering Development.
- 1.2 The SG comprises the following sections:
  2. **The City's Network of Centres** – Describes the Network of Centres and its spatial distribution across the City. Defines the role and function of each type of Centre, and the aims of the City Development Plan and this Supplementary Guidance.
  3. **Area-Specific Development Assessment Guidelines** – Provides Assessment Guidelines for development proposals within each of the Centres of the Network.
  4. **City-Wide Development Assessment Guidelines** – Provides Assessment Guidelines for specific types of development regardless of location.

## 2. THE CITY'S NETWORK OF CENTRES

- 2.1 The Network comprises the City Centre, 5 Major Town Centres, 34 Local Town Centres, 10 Other Retail and Commercial Leisure Centres and 167 Local Shopping Facilities. These are the key locations for retail and commercial leisure development in the City. The position of each centre within the Network reflects its scale and range of functions. The large number of Centres creates a highly interconnected Network and it is important to ensure that they complement one other in such a way that development in one Centre does not have an unacceptable impact on the overall health of the Network. The spatial distribution of the City's Network of Centres is shown in Figure 1 and an interactive map can be viewed [here](#).
- 2.2 This section defines the roles and functions, and associated SG aims, for each type of Centre.

Figure 1: The City's Network of Centres



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## Town Centres

- 2.3 Within the Network of Centres there is a hierarchy of Town Centres consisting of the City Centre, Major Town Centres and Local Town Centres. These are the preferred locations for retail, commercial leisure and complementary uses in line with the 'Town Centre First' principle set out in Scottish Planning Policy (2014).
- 2.4 The City Development Plan sets out the following aims for Town Centres:
- maintain and strengthen the role of Glasgow City Centre as the key economic driver in the West of Scotland;
  - protect and revitalise all Town Centres within the Network;
  - direct appropriate footfall generating uses to Town Centres;
  - support the role Town Centres play as transport hubs; and
  - embrace the placemaking principle.
- 2.5 The City is characterised by the diversity of its Town Centres which range from nationally significant shopping destinations to small scale centres serving local neighbourhoods. They generally have a strong retail character but also provide a mix of other uses such as financial and other professional services, leisure and entertainment uses, housing, office and community facilities. They are the focus of community life within the City as well as being a significant source of employment for local people. The following principles will guide the management of development in Town Centres:
- Support local services in accessible locations;
  - Maintain an appropriate balance between retail and other uses;
  - Promote local distinctiveness and the quality of the physical environment;
  - Encourage enterprise and accommodate new local businesses; and
  - Protect them from development elsewhere that would undermine their vitality and viability.

### *Glasgow City Centre*

- 2.6 The City Centre sits at the top of the Town Centre hierarchy by virtue of the scale and diversity of its retail, employment, commercial leisure, education, and tourism functions. Its retail and commercial core is formed by the Principal Retail and Commercial Area. The City Centre and PRCA boundaries can be viewed on the [interactive map](#). The PRCA is the favoured location for large scale retail and commercial leisure development serving a city wide or larger catchment. It is also Scotland's busiest transport hub and focussing development in this area serves to maximise access to shopping and other services as well as to job opportunities. In recent years, significant additional retail floorspace has been provided at St. Enoch Centre shopping mall and at the Buchanan Quarter. These developments have

helped to sustain the City Centre’s position as the dominant retail location in the country. Nevertheless, it faces increasing challenges from internet shopping and from the growth of alternative retail locations both within the City boundary and beyond. The Clydeplan Proposed Strategic Development Plan Background Report 5 - Network of Strategic Centres (2016) presents data from the National Survey of Local Shopping Patterns (NSLSP) which indicates that the City Centre shopper population fell 8% in the period 2002-12. The planned expansion of the Buchanan Galleries shopping mall will help to reverse this trend along with public realm and infrastructure investment that is being brought forward through City Deal funding.

- 2.7 On-street retail floorspace outwith the shopping malls is focussed on Sauchiehall Street, Buchanan Street and Argyle Street. In recent years, the vacancy level has increased on both Sauchiehall Street and Argyle Street and, in response, the introduction of non-retail uses will be considered on these streets according to the criteria set out in Assessment Guideline 3. Nevertheless, both streets remain an important element of the City Centre shopping offer and retail development will continue to be prioritised, with complementary uses (such as restaurants, pubs and coffee shops) directed to surrounding streets. This will help to maintain the distinctive character of different areas within the City Centre in line with the approach set out in the *City Centre Strategy and Action Plan 2014-19, Getting Ahead of Change* which identifies nine unique Districts within the City Centre. A Regeneration Framework is planned for each District which will be used to coordinate investment (including City Deal funding) in placemaking, infrastructure provision and improvements to connectivity and accessibility. The spatial elements of the City Centre Strategy will be taken forward through the preparation of a City Centre Strategic Development Framework (SDF).
- 2.8 In order to safeguard the on-going health of the City Centre it is essential that investment confidence is not undermined by development elsewhere that would have an unacceptable impact on its trading level or its ability to attract the kind of occupiers that will enhance its retail offer. Therefore a precautionary approach will be applied to major proposals outside the City Centre, whereby they will be considered in the context of the cumulative retail impact arising from the proposal together with the significant amount of existing and committed retail development. The effect on the attractiveness of the City Centre as an investment location will also be taken into account when assessing impact. The role and function of the City Centre, and associated SG aims, are specified in Table 1 below. Sections 3 and 4 set out Assessment Guidelines that will be considered when assessing development proposals within Glasgow City Centre.

Table 1 – Glasgow City Centre

Metropolitan Centre	Role and Function	SG 4 Aims
Glasgow City Centre	Primary retail location in Scotland with a nationwide catchment. Its strategic importance is recognised in the Clydeplan Strategic Development Plan (SDP) which identifies it as being at the apex of the Network of Strategic Centres in the City Region.	Support its primary retail function by promoting development opportunities for retail and commercial development.  Support a diversity of land uses and distinctive character areas in line with the City Centre Strategy.

	<p>Centre of further and higher education with over 40,000 students at Strathclyde and Caledonian Universities, City of Glasgow College and Glasgow School of Art.</p> <p>The biggest office location in the City Region identified as a Strategic Economic Investment Location (SEIL) in the Strategic Development Plan. Two other SEILs are also identified within the City Centre area: the International Financial Services District (IFSD) and the International Technology and Renewable Energy Zone (ITREZ).</p> <p>Extensive leisure and entertainment offer includes pubs, clubs and restaurants, theatres and concert venues.</p> <p>International tourist destination with 2.2 million visitors each year and a growing business tourism sector.</p> <p>A local, national and international transport hub.</p>	<p>Protect from development elsewhere that could be harmful to its role and function.</p> <p>Maintain its attractiveness as an investment location through the renewal of the built environment and supporting infrastructure.</p> <p>Build on the success of the IFSD and ITREZ in attracting high quality employment opportunities.</p>
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*Major Town Centres*

2.9 The City’s Major Town Centres are prominent destinations for shopping, office, leisure, health, community and entertainment uses and also represent important employment locations that help to address regeneration objectives in the areas that they serve. All the Major Town Centres are defined as Strategic Centres in the Clydeplan SDP by virtue of the scale and significance of their retail and/or leisure and entertainment offer. The role, function and aims of each are outlined in Table 2 below and they can be viewed on the [interactive map](#). Development proposals in Major Town Centres will be considered in line with the Assessment Guidelines set out in Sections 3 and 4.

Table 2 – Major Town Centres

Major Town Centres	Role and Function	SG 4 Aims
Partick/Byres Road*	<p>Linear Town Centre formed by two high streets, each with a variety of independent and national multiple retailers. Also an important leisure and entertainment destination, particularly in the evening. The presence of Glasgow University supports vitality but also contributes to pressure for non-retail uses in parts of the Centre. Consequently, two Retail Core Areas (RCAs) have been designated: Partick RCA and Byres Road RCA, where a higher level of retail use will be maintained (see Assessment Guideline 4).</p> <p>A number of interventions are planned in Byres Road including investment in the public realm and the creation of a Business Improvement District (BID) (2015). The purchase of the former Western Infirmary Hospital site by Glasgow University has the potential to enhance the attractiveness of the southern end of the street as an investment location.</p>	<p>Protect the retail function whilst also managing the introduction of other appropriate uses.</p> <p>Protect the high concentration of retail uses within the designated Retail Core Areas (RCAs) by maintaining greater restrictions on non-retail uses. (RCA boundaries are illustrated in Figure 4 and addresses are listed in Table 7.)</p> <p>Support work to improve the physical environment and connections with the south side of the River Clyde through the preparation of a Strategic Development Framework for Govan/Partick.</p> <p>Ensure that the delivery of the Byres Road BID, and Glasgow University Campus Plan, progress in line with the principles set out in this SG.</p>
Shawlands*	<p>Traditional high street with a range of shops, restaurants and bars serving the south side of the City and surrounding area. Shawlands Shopping Centre is a focus for retail but, in recent years, has experienced difficulties securing and retaining lettings. The owners are progressing with comprehensive redevelopment proposals to reduce vacancies and attract additional footfall. The Council’s approved Shawlands Town Centre Action Plan (2012) aims to create a unique identity to ensure that the town centre provides goods and services that complement other retail locations in the area. It advocates the promotion of distinct character areas which are intended to support a clustering of similar uses.</p>	<p>Support the implementation of the approved Shawlands Town Centre Action Plan by maintaining the retail focus of the Town Centre whilst also encouraging a more balanced approach towards other town centre uses in appropriate locations.</p> <p>Support the comprehensive redevelopment of Shawlands Shopping Centre in line with the principles set out in this SG.</p>

Parkhead*	Parkhead Town Centre has a dual retail function: The Forge Shopping Centre is a strategic shopping location serving the east of Glasgow; whilst the traditional tenemental shops mainly serve the local community. There is a lack of integration within the Town Centre between the two areas and vacancy levels are high within the tenemental area.	<p>Protect the retail focus of the Town Centre and address issues of vacancy. Support work to improve connectivity and poor quality physical environment through the preparation of a Strategic Development Framework for the Inner East area.</p> <p>Support delivery of the second phase of the Townscape Heritage Initiative aimed at improving shopfronts and the quality of the retail environment around Parkhead Cross.</p>
Easterhouse	Easterhouse is a multifunctional town centre encompassing retail, community uses and a significant amount of open space at Auchinlea Park with links to the surrounding green network. Like Parkhead, it has a dual retail function with Glasgow Fort Shopping Centre being a strategic shopping destination with a sub-regional catchment, and the Shandwick Centre providing a more local offer.	<p>Maintain the complementary roles of Glasgow Fort and the Shandwick Centre, and consider opportunities within the Town Centre associated with Community Growth proposals in Easterhouse.</p> <p>Support and improve the local retail offer at the Shandwick Centre and encourage the development and enhancement of surrounding community uses. Support work to improve access, connectivity, physical environment and links to the surrounding green network through the preparation of a Strategic Development Framework for the Greater Easterhouse area.</p>
Pollok*	<p>Pollok Town Centre consists of Silverburn Shopping Centre, a strategic shopping destination with a sub-regional catchment extending to the south-west, and the adjacent Pollok Civic Realm area which provides a number of local community uses.</p> <p>Silverburn has recently been extended to incorporate a cinema and expanded restaurant offer, and there is planning consent on land within the Town Centre and east of the M77 for additional comparison retail, commercial leisure and business floorspace. The on-going development of the Centre is an important source of employment in the local area.</p>	<p>Support the implementation of the outline planning consent and the diversification of the Centre through the development of appropriate, non-retail town centre uses.</p> <p>Promote non-car based access to the Centre.</p>

\*Major Town Centres adjoined by existing or proposed Edge of Centre retail developments

## Local Town Centres

- 2.10 There are 34 Local Town Centres distributed around the City, ranging from small scale centres serving the local neighbourhood to larger centres with supermarkets that attract shoppers from outwith the local area. They can be viewed on the [interactive map](#). They generally have a high street layout with the Centre boundary drawn tightly around a retail and commercial core and most have a tenemental structure with town centre uses at street level and residential use above. The City's compact urban form is reflected in dense local population catchments that help to support relatively stable levels of retail use in many of these centres. They also have a high proportion of independent retailers who make an important contribution to the local economy and to the distinctive local character of the area.
- 2.11 In addition to their primary shopping function, the accessibility of these centres makes them appropriate locations for a range of other uses that provide a service to the public, including professional services (such as banks and estate agents), community uses (such as health centres and post offices) and also leisure and entertainment uses (such as gyms, restaurants and public houses). These other uses provide additional reasons to visit and help to generate activity at different times of the day. It is important however, that their introduction does not undermine the shopping function or overall health of the Centre. Assessment Guideline 5 sets out criteria that seek to protect the existing level of retail whilst also permitting non-retail uses in appropriate circumstances, and Section 4 sets out additional assessment guidelines for food, drink and entertainment uses in Town Centres.

Table 3 – Local Town Centres

Local Town Centres		Role and Function	SG 4 Aims
Albert Drive	Govanhill	Cater for the day to day shopping needs of surrounding neighbourhoods.	Maintain a balance between retail and non-retail uses that protects the shopping function and permits other appropriate town centre uses.
Alexandra Parade	Hyndland		
Anniesland	Kelvinbridge	Provide accessible locations for a range of other local services required by the public.	Reduce vacancy levels.
Baillieston*	Knightswood		
Barrachnie	Maryhill		
The Barras	Mount Florida	Source of employment to the local community.	Promote accessibility in order to reduce car dependency and promote social inclusion.
Battlefield	Possilpark*		
Bridgeton	St Georges Cross/	Places of social interaction that provide a focus for community life.	Support investment in the built/physical environment in order to ensure that centres are desirable places to visit and attractive places to invest in.
Cardonald/Halfway*	Great Western Rd		
Castlemilk	Scotstoun/Whiteinch		
Cathcart/Muirend	Shettleston		
Cessnock	Springburn		
Cranstonhill/Yorkhill	Strathbungo		
Croftfoot	Tollcross		
Drumchapel	Victoria Road*		

Duke Street* Gorbals Govan	Woodlands Yoker		Support local enterprise.
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\* Local Town Centres adjoined by existing or proposed Edge of Centre retail developments

## Other Retail and Commercial Leisure Centres

2.12 The City has 10 Other Retail and Commercial Leisure Centres that, with the exception of Springfield Quay, are primarily locations for bulky goods retail and large food superstores, although some have diversified to include general comparison floorspace and other complementary uses. They are distinguished from Town Centres by their narrower range of uses and also by their built form which generally involves a retail warehouse format with dedicated parking. It is important that the distinction between the two types of Centre is maintained both in order to protect Town Centres and also to ensure that the City continues to provide locations for trading formats that cannot be accommodated in a Town Centre. Therefore their role as bulky goods destinations will be supported and maintained. Table 4 sets out further the role, function and specific aims for each Centre. Each Centre can be viewed on the [interactive map](#). Assessment Guidelines 1, 7 and 9 set out criteria for assessing development proposals in Other Retail and Commercial Leisure Centres.

Table 4 – Other Retail and Commercial Leisure Centres

Other Retail and Commercial Leisure Centre	Role and Function	SG 4 Aims
Darnley	A modern location dominated by a food superstore and a large bulky goods operator with a parade of smaller units and fast food outlets. Pedestrian access to the surrounding communities of Darnley and Nitshill is limited by the road layout.	Support improved pedestrian access for surrounding communities.  Support and maintain bulky goods function.
Glasgow Gait/Mount Vernon	An extensive area with bulky goods retailers alongside car sales, building merchants and some office use. Also one of the biggest retail development opportunities in the City with planning permission for 16,500 sq m of bulky goods in a 'Home and Lifestyle' format and a 10,000 sq m foodstore.	Seek to promote the bulky goods function of the Centre through the implementation of existing planning consent.

Great Western Retail Park	A mix of retail uses in a warehouse format including bulky goods, large foodstore, general comparison floorspace and fast food outlets. The Centre is separated from Drumchapel Town Centre by an area in industrial/business use. There is also a development opportunity with planning consent for 4,600 sq m of retail floorspace.	Support improved accessibility between the Centre and Town Centre.  Retain bulky goods offer in the Centre.
Mount Vernon West	A relatively small, mainly bulky goods location close to Glasgow Gait/Mount Vernon (see above). The development potential of both Centres has been enhanced by the extension of the M74.	Support and maintain bulky goods function.
Nether Auldhouse Retail Park (Pollokshaws)	An older Retail Park with large retail warehouse units alongside smaller units with a variety of uses. The loss of some bulky goods occupiers in recent years has resulted in the addition of some general comparison and convenience floorspace. Nevertheless, bulky goods sales remain a significant function of the Park.	Support the existing bulky goods representation in the Centre by promoting improvements to the general environment and physical quality of the Centre.
Parkhead Retail Park	A major Retail Park located next to Parkhead Town Centre. Bulky goods offer is restricted to a large single user unit in the north of the Park. The remainder consists of a large foodstore and two parades of non-bulky goods operators in a retail park format.	Support improved accessibility between the Retail Park and the Town Centre.
Robroyston	A modern Retail Park located close to the M80 consisting of a large foodstore and parade of retail warehouse units. Includes a major bulky goods operator with a mix of other units including general comparison retailing, a gym and restaurant uses.  Has the potential to form part of a new Town Centre to serve the expanding population of the Robroyston/Millerston Community Growth Area, with shopping and community facilities to be provided south of Saughs Road.	Support preparation of a Town Centre Masterplan to be taken forward in line with the existing Planning Brief prepared by the Council.
St. Rollox (Springburn)	Primarily a food retailing location comprising a large food store, retail warehouse club and a local food store. Mainly accessed by car with poor pedestrian access.	Support improved pedestrian access for surrounding communities.

Springfield Quay	A location for leisure and entertainment uses that trade in a format that is difficult to accommodate within a Town Centre. The Centre is currently being remodelled in order to improve movement and create new public space.	Ensure that the focus on large scale commercial leisure and entertainment uses is maintained.
Summerston	The Centre is dominated by a large food superstore which is an important shopping facility for the local community. The remainder is a mix of bulky and non-bulky goods retailing alongside hot food and small scale service uses. Some areas of the Centre would benefit from environmental improvement.	Support improvements to the general environment and physical quality of the Centre.  Maintain the existing bulky goods representation.

2.13 In addition to Other Retail and Commercial Centres, there are also 4 stand-alone, major foodstores that serve as main food shopping destinations at out of town centre locations within the City. These are shown on the [interactive map](#).

## Local Shopping Facilities and Local Shops

2.14 There are numerous Local Shopping Facilities throughout the City (as illustrated on the [interactive map](#)) which comprise groupings of small scale shops and service provision. They include a high representation of independent operators who play an important role in ensuring that all sections of the community have access to local shopping, including persons of limited mobility. Assessment criteria for proposals relating to the protection and provision of local shopping facilities and local shops are set out in Assessment Guideline 8.

Table 5 – Local Shopping Facilities

Local Shopping Facilities	Role and Function	SG 4 Aims
See Appendix 1 for list of Local Shopping Facilities	The focus for small scale shops and service provision to meet the day to day needs of local communities.	Support the protection of existing Local Shopping Facilities and, where required the provision of new Local Shopping Facilities in appropriate locations.

### 3. AREA-SPECIFIC DEVELOPMENT ASSESSMENT GUIDELINES

#### 'Town Centre First' and the Sequential Approach

- 3.1 Policy CDP 4 supports the 'Town Centre First' principle for a variety of uses generating significant footfall that are set out in Scottish Planning Policy (SPP). These include retail and commercial leisure as well as offices, community and cultural facilities and other public buildings. This approach reflects the need to both provide accessible locations for a wide range of goods and services and also to avoid the diversion of activity away from Town Centres.
- 3.2 The sequential approach will be applied to all large scale developments (over 1000 sq m (gross) convenience retail floorspace and/or over 2000 sq m (gross) comparison retail (or commercial leisure) floorspace. Proposals for other Town Centre uses or for smaller scale retail and commercial leisure development should also be assessed where they are likely to generate significant footfall.

Development proposals that are subject to the sequential approach must also comply with Assessment Guideline 1.

#### Assessment Guideline 1: The Sequential Approach

a) In line with SPP, sites should be considered in the following order of preference:

1. Town Centres (including the City Centre, Major Town Centres and Local Town Centres)
2. Edge of Town Centre locations
3. Other Retail and Commercial Leisure Centres
4. Out of Centre locations that are, or can be made, easily accessible by a choice of transport modes

Development proposals outwith a Town Centre must demonstrate, to the satisfaction of the Planning Authority, that they cannot be accommodated at a sequentially preferable location.

b) In addition to a) above, proposals should also satisfy the following locational criteria:

- (i) At Out of Centre locations – demonstrate, to the satisfaction of the Planning Authority, that the site is accessible by a range of sustainable modes of transport, particularly walking and cycling;
- (ii) At Edge of Centre locations – demonstrate, to the satisfaction of the Planning Authority, that the site is well connected to the Town Centre.

c) Where a sequentially preferable site is argued to be unsuitable or unavailable, the applicant will be required to provide evidence to this effect.

Note: For **large scale retail and commercial leisure development** proposals over 1000 sq m (gross) convenience retail floorspace and/or over 2000 sq m (gross) comparison retail (or commercial leisure) floorspace, refer also to Assessment Guideline 9.

## Development Proposals in Town Centres

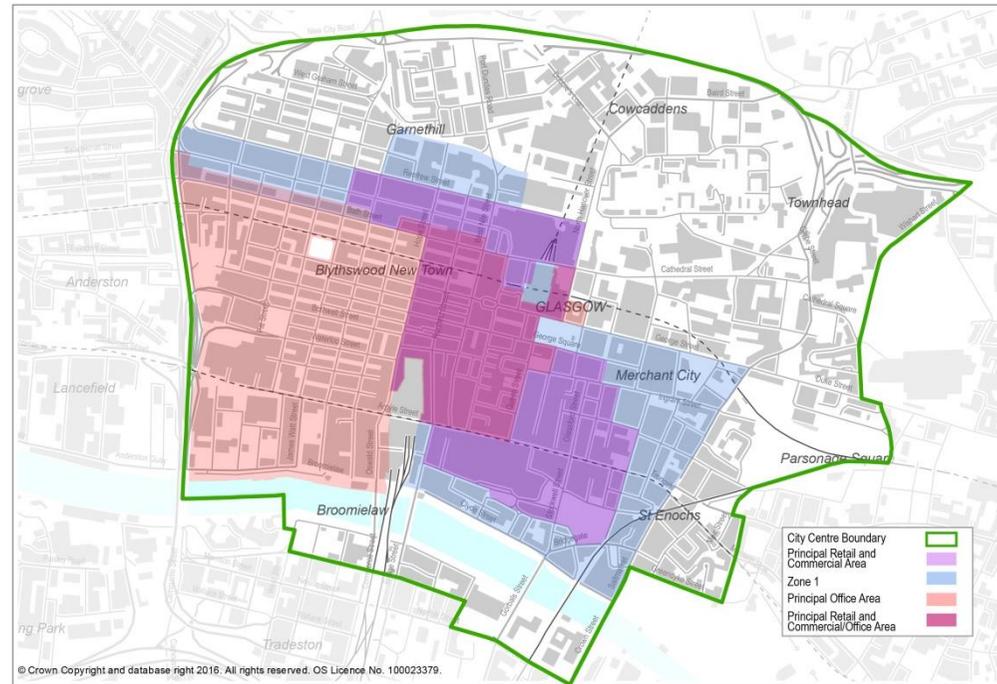
### *Glasgow City Centre*

- 3.3 Policy CDP 4 promotes proposals that support the primary retail, employment and leisure functions of the City Centre, in accordance with the City Development Plan and associated Supplementary Guidance (including Spatial Supplementary Guidance), Glasgow City Centre Strategy and Action Plan 2014-2019 and associated Regeneration Frameworks.

#### City Centre Principal Retail and Commercial Area

- 3.4 Retail floorspace within the City Centre is focussed on the Principal Retail and Commercial Area (PRCA). It is also the preferred location for new retail and commercial leisure development proposals serving a city wide or larger catchment. The western part of the PRCA overlaps with the Principal Office Area (see Figure 2 and the [interactive map](#)). Within this area of overlap, offices are generally on upper floors with shops on the ground floor. The PRCA includes a diversity of land uses in addition to retail including housing, offices, leisure and entertainment. These activities contribute to the vitality of the City Centre and will be encouraged where they comply with Assessment Guidelines 2 and 3, as well as relevant Assessment Guidelines within Section 4.

Figure 2 – City Centre Principal Retail and Commercial Area and Zone 1



### Assessment Guideline 2: City Centre Principal Retail and Commercial Area and Zone 1

- The preferred location for large scale\* retail and commercial leisure development within the City Centre is the City Centre Principal Retail and Commercial Area (PRCA). If no suitable site is available within the PRCA, the next sequentially preferable location is within Zone 1. The PRCA and Zone 1 boundaries are illustrated in Figure 2 and on the [interactive map](#).
- Non-retail proposals within the City Centre (but excluding the Primary Retail Streets where Assessment Guideline 3 applies) will be assessed having regard to the maintenance of a range of shopping and retail facilities within any given area, particularly where residential uses dominate.

\* Large scale development: over 1000 sq m (gross) convenience retail floorspace and/or over 2000 sq m (gross) comparison retail (or commercial leisure) floorspace.

## Primary Retail Streets

- 3.5 Six Primary Retail Streets have been designated in order to protect the retail function of the City Centre. These have been classified as Levels 1, 2 and 3 on the basis of the level of protection given to retail use at each level, as illustrated in Figure 3 and on the [interactive map](#), and listed in Table 6.

Figure 3 – Primary Retail Streets



Level 1 Primary Retail Streets ————  
 Level 2 Primary Retail Streets - - - -  
 Level 3 Primary Retail Streets . . . .

Table 6 – Addresses of Primary Retail Streets

Primary Retail Streets	Street Addresses Included
<b>Level 1</b>	
Buchanan Street	East Side Nos. 1 – 249 (all addresses) West Side Nos. 2 – 302 (all addresses)
<b>Level 2</b>	
Argyle Street	South Side Nos. 1 – 205 (Jamaica St to Stockwell St) North Side Nos. 2 – 176 (Union St to Glassford St)
Sauchiehall Street	South Side Nos. 1 – 233 (Buchanan St to Blythswood St) North Side Nos. 2 – 252 (Buchanan St to Rose St)
<b>Level 3</b>	
Gordon Street	South Side Nos. 1 – 55 (Union St to Buchanan St) North Side Nos. 2 – 58 (Renfield St to Buchanan St)
Queen Street	West Side Nos. 1 – Queen Street frontage of 1 Royal Exchange Square East Side Nos. 2 - 100
Union Street	West Side (all addresses) East Side (all addresses)

- 3.6 **Level 1 Primary Retail Street** – Buchanan Street is the primary shopping street in Glasgow City Centre with a large concentration of high quality retail premises, ranging from major department stores and multi-national retailers to smaller specialist shops. Buchanan Street’s shopping offer plays an important role in maintaining the City Centre’s status as Scotland’s leading retail destination.
- 3.7 **Level 2 Primary Retail Streets** – Argyle Street and Sauchiehall Street (together with Level 1 Buchanan Street) form the on-street retail spine of the ‘Style Mile’ which is the focus for comparison shopping in the City Centre. The Council’s aim is to protect the key retail function of these streets, whilst also recognising the benefits of the managed introduction of limited non-retail uses where this will enhance the shopping experience.
- 3.8 **Level 3 Primary Retail Streets** – Queen Street, Union Street and Gordon Street contain a mix of uses which complement the primary retail function of the adjacent Level 1 and 2 Primary Retail Streets. The Council will seek to protect and enhance the vibrancy of the City Centre shopping experience by maintaining a balance of retail and appropriate non-retail uses on these streets.
- 3.9 Proposals for the change of use from Class 1 to non-Class 1 use within the Primary Retail Streets will be considered against Assessment Guideline 3 below:

#### **Assessment Guideline 3: Proposed Non-Retail Uses within Glasgow City Centre Primary Retail Streets**

##### **Level 1: Buchanan Street**

In assessing proposals for non-retail use within the Level 1 Primary Retail Street, the Council will seek to retain and reinstate a continuous retail frontage at ground floor level.

- a) Applications for the change of use of ground floor premises to non-Class 1 uses will not be supported.
- b) Alternative uses may be permitted on upper floors and basements on these frontages. The entrances to these floors, however, should remain on the street frontage.

##### **Level 2: Argyle Street, Sauchiehall Street**

In assessing proposals for non-retail use within Level 2 Primary Retail Streets, the Council will seek to maintain a high concentration of retail uses at ground floor level.

- c) If the proportion of ground floor Class 1 shop units is more than:
  - 90%\* in Argyle Street
  - 80%\* in Sauchiehall Street,

an application for a change of use of ground floor premises from Class 1 to non-Class 1 may be considered favourably where it can be demonstrated that the proposal will:

- (i) Result in not more than 20%\* of the shop units within a street block frontage being in non-Class 1 use and not more than 2 adjacent non-Class 1 units within a street block; **and**
  - (ii) Contribute positively to the character and appearance of the Primary Retail Street and provide an active frontage.
- d) If the proportion of ground floor Class 1 shop units falls below the minimum retail thresholds defined in c) above, further changes of use will not be supported unless it can be demonstrated that the proposal will satisfy c)(i) and (ii) above and will:
- (i) Deliver the re-use of long-term vacant premises\*\*; **and**
  - (ii) Accord with the relevant City Centre Regeneration Framework and/or Spatial Supplementary Guidance.
- e) Non-Class 1 planning consents within Level 2 Primary Retail Streets may be subject to planning conditions restricting subsequent changes of use.
- f) Alternative uses may be permitted on upper floors and basements on these frontages. The entrances to these floors, however, should remain on the street frontage.

### **Level 3: Gordon Street, Queen Street, Union Street**

In assessing proposals for non-retail use within Level 3 Primary Retail Streets, the Council will seek to maintain a balance of retail and appropriate non-retail uses at ground floor level.

- g) If the proportion of ground floor Class 1 shop units is more than 70%\*, an application for a change of use of ground floor premises from Class 1 to non-Class 1 may be considered favourably where it can be demonstrated that the proposal will:
- (i) Result in not more than 2 adjacent non-Class 1 units within a street block; **and**
  - (ii) Contribute positively to the character and appearance of the Primary Retail Street and provide an active frontage.
- h) If the proportion of ground floor Class 1 shop units falls less than 70%\*, further changes of use will not be supported unless it can be demonstrated that the proposal will satisfy g)(i) and (ii) above and will:
- (i) Deliver the re-use of long-term vacant premises\*\*; and/or
  - (ii) Accord with the relevant City Centre Regeneration Framework and/or Spatial Supplementary Guidance.

Note:

For **food, drink and entertainment uses**, refer also to Assessment Guidelines 10-14.

For **large scale retail and commercial leisure development** proposals, refer also to Assessment Guideline 9.

\* All calculations should include vacant units.

\*\* Long-term vacant units are those where the unit is unoccupied and an appropriate marketing exercise has been carried out over a minimum 12 month period (or 18 months if the unit is a significant Class 1 unit, such as a large supermarket or major department store) and has been unsuccessful in attracting Class 1 operators. The applicant will be expected to submit documentation to include details of floorspace, costs and length of lease offered to interested parties to ensure these factors are not unnecessarily acting as a deterrent to Class 1 use. This will remain confidential information. Temporary uses (open for less than 12 weeks and in accordance with the lawful use) will contribute towards the 12 month vacancy period, provided the marketing exercise is ongoing during that period.

### ***Major Town Centres***

- 3.10 Policy CDP 4 favours proposals that support the retail function and/or improve the vitality and viability of Glasgow's Major Town Centres. Proposals should be appropriate to the function of the Centre and the size of its catchment.
- 3.11 As outlined in Table 2, the five Major Town Centres differ in character between the traditional street layout of Shawlands and Partick/Byres Road, and the indoor shopping mall layout at Easterhouse and Pollok. Parkhead comprises a mix of both layouts. These Centres continue to be the preferred location for large scale retail and commercial leisure proposals serving a sub-regional catchment.
- 3.12 Assessment Guideline 4 seeks to protect the retail character of Major Town Centres whilst maintaining a range of appropriate other uses. In particular, it seeks to protect the retail character of individual streets in those Centres with a traditional shopping street layout. Additional restrictions on non-retail uses within the designated Partick and Byres Road Retail Core Areas are also specified. Section 4 of this Guidance should also be considered for large scale retail and commercial leisure development proposals and for food, drink and entertainment uses.

#### **Assessment Guideline 4: Proposed Non-Retail Uses within Major Town Centres**

In assessing proposals for non-retail use within Major Town Centres the following criteria will be applied:

**1. In all Major Town Centres (except Partick/Byres Road Retail Core Areas\*):**

- a) If the proportion of ground floor Class 1 shop units is more than 70%\*\*, an application for a change of use of ground floor units from Class 1 to non-Class 1 may be considered favourably where it can be demonstrated that the proposal will:

- (i) Contribute positively to the character and appearance of the Town Centre and provide an active frontage;
- (ii) Not have an unacceptable effect on Town Centre or residential amenity; **and**
- (iii) In the traditional shopping streets of Major Town Centres, result in not more than 30%\*\* of the shop units within a street block frontage being in non-Class 1 use and not more than 3 adjacent non-Class 1 units within a street block. This provision does not apply to indoor mall shopping environments.

b) If the proportion of ground floor Class 1 shop units is less than 70%\*\*, further changes of use will not be supported unless it can be demonstrated that the proposal will satisfy a) above **and** will achieve at least **one** of the following:

- (i) Deliver the re-use of long-term vacant units\*\*\*; and/or
- (ii) Accord with relevant Spatial Supplementary Guidance.

c) It will not be necessary to satisfy the criteria within Sections a)(iii) and b) where there is a long-term pattern of vacant units within an individual street block .

d) The loss of an operating retail unit, where there are vacant units within a centre, will normally be resisted. Where a proposal forms part of a comprehensive redevelopment within a Town Centre, the Council will consider the loss of operational retail units in the context of the units' significance and as part of the overall redevelopment scheme

## **2. In Partick/Byres Road Retail Core Areas\*:**

a) If the proportion of ground floor Class 1 shop units is more than 80%\*\*, an application for a change of use of ground floor units from Class 1 to non-Class 1 may be considered favourably where it can be demonstrated that the proposal will:

- (i) Result in not more than 20%\*\* of the shop units within a street block frontage being in non-Class 1 use and not more than 2 adjacent non-Class 1 units within a street block;
- (ii) Contribute positively to the character and appearance of the Town Centre and provide an active frontage; **and**
- (iii) Not have an unacceptable effect on Town Centre or residential amenity.

b) If the proportion of ground floor Class 1 shop units is less than 80%\*\*, further changes of use will not be supported unless it can be demonstrated that the proposal will satisfy a) above **and** will achieve at least **one** of the following:

- (i) Deliver the re-use of long-term vacant units\*\*\*; and/or
- (ii) Accord with relevant Spatial Supplementary Guidance.

Note:

For **food, drink and entertainment uses**, refer also to Assessment Guidelines 10-14.

For **large scale retail and commercial leisure development** proposals, refer also to Assessment Guideline 9.

\* The Retail Core Area boundaries are illustrated in Figure 4 and on the [interactive map](#), and the addresses are listed in Table 7.

\*\* All calculations should include vacant units.

\*\*\* Long-term vacant units are those where the unit is unoccupied and an appropriate marketing exercise has been carried out over a minimum 12 month period (or 18 months if the unit is a significant Class 1 unit, such as a large supermarket or major department store) and has been unsuccessful in attracting Class 1 operators. The applicant will be expected to submit documentation to include details of floorspace, costs and length of lease offered to interested parties to ensure these factors are not unnecessarily acting as a deterrent to Class 1 use. This will remain confidential information. Temporary uses (open for less than 12 weeks and in accordance with the lawful use) will contribute towards the 12 month vacancy period, provided the marketing exercise is ongoing during that period.

Figure 4 – Retail Core Areas within Partick/Byres Road Town Centre

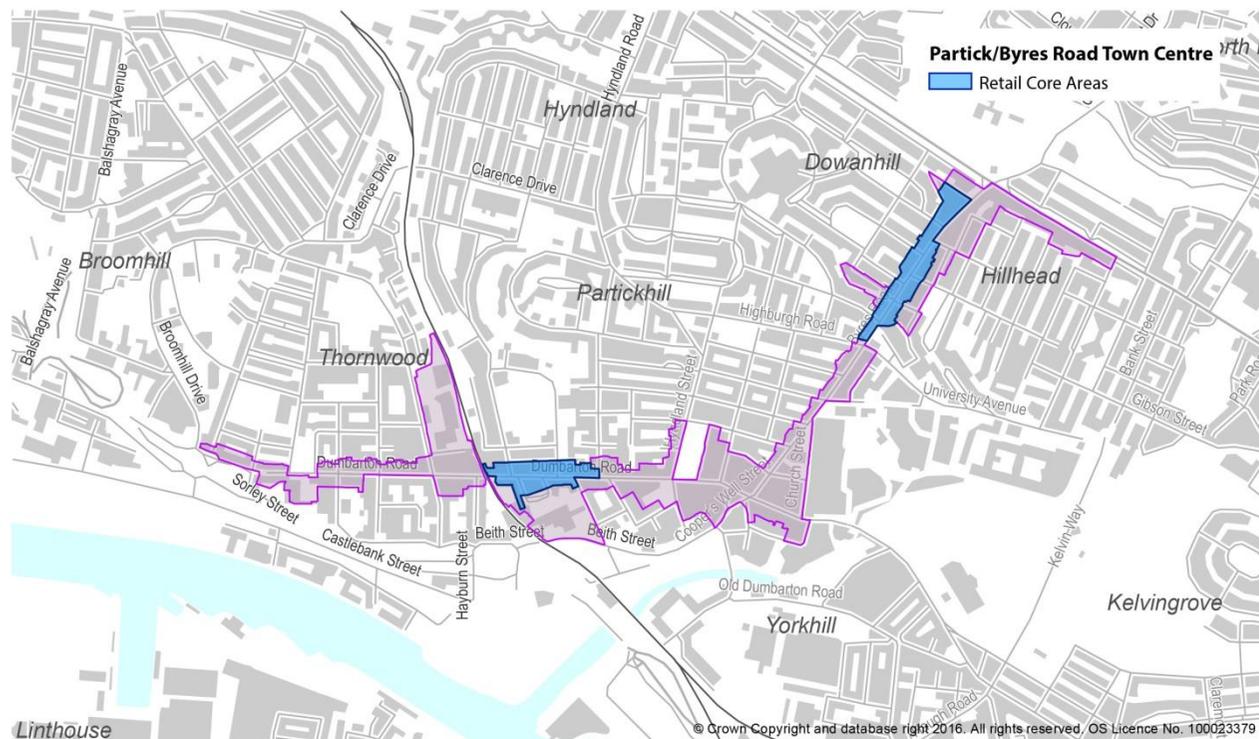


Table 7 – Partick/Byres Road Retail Core Areas

Retail Core Area	Street Addresses Included
Partick	2-4 Anderson Street; 347-429 and 312-418 Dumbarton Road; 1-9 and 2-10 Fortrose Street; 1-3 Gardner Street; 1-11 and 2-38 Merkland Street; 1-9 and 2-8 Peel Street; 2-10 Vine Street
Byres Road	191-373 and 174-326 Byres Road; 171-175 and 170-176 Great George Street; 2 Highburgh Road; 1-3 and 2-6 Ruthven Street; 1-3 and 2-4 Roxburgh Street

### **Local Town Centres**

- 3.13 Policy CDP 4 seeks to enhance the vitality and viability of Local Town Centres by reducing vacancy and supporting an appropriate balance and diversity of uses whilst protecting retail activity both within the Centre and individual street blocks. Class 1 uses serving a local catchment will be supported and non-Class 1 uses serving a local catchment will be assessed in line with Assessment Guideline 5.

#### **Assessment Guideline 5: Proposed Non-Retail Uses within Local Town Centres**

In assessing proposals within Local Town Centres, the Council will seek to maintain a sustainable level of retail within each Centre, whilst also supporting other appropriate uses in order to enhance the vitality of these Centres.

- a) If the proportion of ground floor Class 1 shop units is more than 70%, applications for change of use from Class 1 to non-Class 1 may be considered favourably where it can be demonstrated that the proposal will:
- (i) Contribute positively to the character and appearance of the Town Centre and provide an active frontage; **and**
  - (ii) Not have an unacceptable effect on town centre or residential amenity.
- b) If the proportion of ground floor Class 1 shop units is less than 70%, applications for change of use from Class 1 to non-Class 1 may be permitted where it is demonstrated that the proposal will satisfy a)(i) and (ii) above **and** will achieve at least **one** of the following:
- (i) Protect the retail function of the Centre by resulting in not more than 3 adjacent non-Class 1 units within a street block;
  - (ii) Deliver the re-use of long-term vacant premises\*\*; and/or
  - (iii) Accord with relevant Spatial Supplementary Guidance.

- c) It will not be necessary to satisfy the criteria within Section b) where there is a long-term pattern of vacant units in a Centre (ie. where the vacancy rate has exceeded 10% for the preceding 2 years or more).
- d) The loss of an operating retail unit, where there are vacant units in a Centre, will normally be resisted.

Note:

For **food, drink and entertainment uses**, refer also to Assessment Guidelines 10-14.

\* All calculations should include vacant units.

\*\* Long-term vacant units are those where the unit is unoccupied and an appropriate marketing exercise has been carried out over a minimum 12 month period (or 18 months if the unit is a significant Class 1 unit, such as a large supermarket or major department store) and has been unsuccessful in attracting Class 1 operators. The applicant will be expected to submit documentation to include details of floorspace, costs and length of lease offered to interested parties to ensure these factors are not unnecessarily acting as a deterrent to Class 1 use. This will remain confidential information. Temporary uses (open for less than 12 weeks and in accordance with the lawful use) will contribute towards the 12 month vacancy period, provided the marketing exercise is ongoing during that period.

## **Retention of Large Scale Retail and Commercial Leisure Uses Within Town Centres**

- 3.14 Assessment Guideline 6 seeks to ensure that the retail and commercial leisure offer within Town Centres is not significantly eroded either by redevelopment proposals or the relocation of large scale retail or commercial leisure floorspace elsewhere.

### **Assessment Guideline 6: Retention of Large Scale Retail and Commercial Leisure Uses Within Town Centres**

- a) Proposals for the redevelopment of existing large scale retail or commercial leisure floorspace within a Town Centre must not result in a loss of either Class 1 Retail or Class 11 Assembly and Leisure floorspace unless the proposal accords with relevant Spatial Supplementary Guidance.
- b) Where an anchor retailer or leisure operator seeks to move out of a Town Centre to a non-Town Centre location, it must be demonstrated, to the satisfaction of the Planning Authority, that there is sufficient expenditure available to support both the new proposal and the existing Town Centre floorspace.

## Development Proposals in Other Retail and Commercial Leisure Centres

- 3.15 Policy CDP 4 seeks to ensure that development proposals in Other Retail and Commercial Leisure Centres do not undermine Town Centres and are consistent with their defined role and function (see Table 4). The main role of these Centres within the Network is to accommodate the provision of bulky goods retail warehousing (see Glossary definition), large scale commercial leisure developments and other trading formats that cannot be accommodated in a Town Centre due to space or servicing requirements. It is important that the City continues to provide locations for these types of development and therefore proposals that promote this primary function will be supported subject to compliance with Assessment Guideline 7 which should also be read in conjunction with Assessment Guidelines 1 and 9.

### Assessment Guideline 7: Retail and Commercial Development Proposals within Other Retail and Commercial Leisure Centres

- a) Development proposals that would result in a loss of bulky goods or otherwise restricted retail floorspace will not be supported unless it is demonstrated, to the satisfaction of the Planning Authority, that:
- (i) The proposal involves floorspace that has been vacant for not less than 12 months and has been actively marketed for bulky goods use for the duration of that period. The applicant will be expected to submit documentation to include details of floorspace, costs and length of lease offered to interested parties to ensure these factors are not unnecessarily acting as a deterrent to bulky goods use; and
  - (ii) The scale and format of the proposal is compatible with the Aims and Role and Function of the Centre, as defined in Table 4.
- b) Development proposals involving the provision of new retail floorspace must:
- (i) be not less than 900 sq m gross floorspace (720 sq m net floorspace);
  - (ii) be for the sale of bulky goods and not normally for the sale of convenience or general comparison retailing; and
  - (iii) improve the appearance and environment of the Centre and promote accessibility by public transport, walking and cycling.

This is to ensure that such proposals are for bulky goods retail warehousing and not another type of shop unit more suited to a Town Centre location.

## Protection and Provision of Local Shopping Facilities and Local Shops

- 3.16 Local Shopping Facilities and local shops offer provisions to serve the daily shopping needs of local residents. Policy CDP 4 seeks to protect existing Local Shopping Facilities and local shops and support new provision where required. Proposals that comply with Assessment Guideline 8 are exempt from the Sequential Approach, as set out in Assessment Guideline 1.

### Assessment Guideline 8: Protection and Provision of Local Shopping Facilities and Local Shops

- a) Local Shopping Facilities will be protected in line with the criteria set out below. Proposals involving the loss of Class 1 shop units require to be considered in terms of their impact on local shopping opportunities for residents. As applicable, non-Class 1 proposals must:
- (i) not result in the loss of an important local retail facility, particularly where the unit(s) provides a convenience offer to local residents and no alternative provision is available within 400m;
  - (ii) not have a detrimental effect on the amenity of the local area;
  - (iii) not result in less than 50% of all units being in Class 1 use;
  - (iv) demonstrate that a vacant unit has been actively marketed for Class 1 shop use, at a realistic commercial rental level, for a period of 12 months. Temporary uses (open for less than 12 weeks and in accordance with the lawful use) will contribute towards the 12 month vacancy period, provided the marketing exercise is ongoing during that period; and
  - (v) accord with relevant Spatial Supplementary Guidance for the area.
- b) Proposals for new Local Shopping Facilities and expansion of existing Local Shopping Facilities must:
- (i) result in a Local Shopping Facility that does not exceed 1,500 sq m gross;
  - (ii) normally not include units exceeding 400 sq m gross\*;
  - (iii) maintain a minimum of 50% of the units in Class 1 shop use;
  - (iv) serve the daily shopping needs of local residents;
  - (v) demonstrate that they are, or can be made, accessible by surrounding residents on foot and by bicycle; and
  - (vi) accord with relevant Spatial Supplementary Guidance for the area.
- \* Conditions may be added to a planning consent to prevent future merging of units.
- c) Proposals for new local shops not related to Local Shopping Facilities should normally not exceed 400 sq m gross and must not undermine established Local Shopping Facilities. This may include garage forecourt shops.
- d) Significant new housing developments, such as Community Growth Areas, must include provision for new Local Shopping Facilities where any part of the development is more than 800 metres walking distance from existing facilities.

## 4. CITY-WIDE DEVELOPMENT ASSESSMENT GUIDELINES

### Large Scale Retail and Commercial Leisure Development

- 4.1 Policy CDP 4 aims to protect and revitalise the City's Town Centres by ensuring their vitality and viability is not undermined by inappropriate large scale retail and commercial leisure development proposals. Assessment Guideline 9 sets out assessment criteria designed to consider the acceptability of such proposals.

#### Assessment Guideline 9: Large Scale Retail and Commercial Leisure Development Proposals

- a) Retail or commercial leisure development proposals not identified in Table 8, that are over 1000 sq m (gross) convenience retail floorspace and/or over 2000 sq m (gross) comparison retail (or commercial leisure) floorspace, must be accompanied by supporting information to allow the Council to determine whether the proposal is acceptable with respect to the criteria set out below:
- (i) Accordance with the sequential approach, as detailed in Assessment Guideline 1.
  - (ii) The proposal will help to meet a demonstrated quantitative or qualitative deficiency.
  - (iii) An assessment of the retail impact of the proposal to ensure it will not have a significant adverse impact on the vitality and viability of Centres, either on its own or cumulatively with other consented developments.
  - (iv) An assessment of any significant economic impact of the proposal, including any job creation and potential job displacement effects created by the loss of employment within Town Centres.
  - (v) The scale of the proposal will not change the role and function of a Centre relative to other Centres with the same status in the Network. Such proposals will require to be promoted through a plan-led process.
  - (vi) Good existing or potential access by the appropriate catchment population. This should be by a variety of means of transport (including public transport, cycle and on foot)\*.
  - (vii) Existing physical infrastructure must be capable of supporting the development or, failing this, capable of being improved to the necessary standards\*.
  - (viii) No loss of amenity to nearby residents and no adverse environmental impacts (unless mitigated to the satisfaction of the Council).
  - (ix) The proposal does not conflict with other provisions set out in the City Development Plan and associated Supplementary Guidance (including Spatial Supplementary Guidance).

\* When accessibility improvements require to be the subject of development contributions, they shall be governed by binding agreements, and be put in place prior to the development becoming operational.

- b) In exceptional circumstances proposals that are under the floorspace thresholds set out in a) above may also be required to demonstrate compliance with a)(i) to (vii) (for example where a proposal has the potential to affect a Local Town Centre).

- c) In locations outwith existing Town Centres, large scale retail developments or extensions to existing large scale retail units may be subject to conditions limiting the use of the floorspace for the sale of convenience and/or comparison goods. Limitations may also be placed on the range of comparison goods acceptable, depending on the characteristics of the nearest Town Centre. These conditions are intended to ensure that floorspace cannot be altered without Council approval.
- d) Where provision of in-store services (such as pharmacies) is proposed, supporting information will be required in respect of:
- (i) Existing levels of provision within the core catchment of the proposal; and
  - (ii) Any impacts (including cumulative) on an existing Town Centre (either adjacent to or within the core catchment of the proposal).

Table 8 (i) – Identified Development Opportunities without Planning Permission

Location	Development	Sequential Status
St Enoch's East	Comparison retail	City Centre
Potential Shawlands Arcade Redevelopment	Retail/mixed use	Major Town Centre

Table 8 (ii) – Development Opportunities with Planning Permission over 10,000sqm

Location	Development	Sequential Status	Planning Status
Pollok	Mixed use including retail	Town Centre / Edge of Town Centre	Permission in Principle
Glasgow Harbour	Mixed use including retail	Edge of Town Centre	Permission in Principle
Buchanan Galleries Extension	Mixed use including retail	City Centre	Permission in Principle
Cathcart Road/Caledonia Road	Mixed use including foodstore.	Out of Centre	Full Planning Permission
Site at M77/Waukglen Rd/Leggatston Rd	Mixed Use including Retail	Out of Centre	Permission in Principle
Glasgow Gait	Bulky goods retail in Home and Lifestyle format / food superstore	Other Retail and Commercial Leisure Centre	Full Planning Permission

Major retail planning consents and applications are set out in the Council's [Latest Schedule of Major Retail Proposals](#).

## Food, Drink and Entertainment Uses

- 4.2 This section is relevant when assessing development proposals for the following uses: Class 3 (Food and Drink), Class 11 (Assembly and Leisure) and specific Sui Generis uses (including hot food shops, public houses and composite/hybrid uses). These will be referred to in the following guidance as food, drink and entertainment uses, unless the Use Class is specified. Appendix 2 provides a useful guide to help determine whether a development is a Classes 1, 3 or Sui Generis use. Uses are considered to be ancillary to the primary use where they account for less than 20% of gross floor area (including outdoor seating areas but excluding back of house areas).
- 4.3 The Council has to strike a balance between the encouragement of uses that make the City more vibrant, and the need to preserve a reasonable level of amenity for adjoining occupiers, particularly neighbouring residents. The following guidance therefore deals primarily with issues of amenity arising from food, drink and entertainment development proposals. Applicants must address both the Locational Guidance and Technical Guidance outlined below:

### ***Locational Guidance***

#### **Assessment Guideline 10: Food, Drink and Entertainment Uses**

In order to protect residential amenity, the following factors will be taken into consideration when assessing whether the location of proposed food, drink and entertainment uses is acceptable:

a) City-Wide:

- (i) Proposals for food, drink and entertainment uses must not result in a detrimental effect on the amenity of residents through the effects of increased noise, activity and/or cooking fumes. No more than 20%\* of the number of units in a street block frontage, containing or adjacent to residential uses, should be in use as a hot food shop, public house, composite public house/Class 3 or composite hot food shop/Class 3 use.
- (ii) Public houses, Class 11 and Sui Generis uses must not be located under new build residential development.
- (iii) The Council will not support food, drink and entertainment uses (including extensions to existing uses or extensions of opening hours) in rear lanes that are immediately adjacent to residential properties, unless part of a comprehensive redevelopment of an existing rear lane or creation of a new rear lane, where it can be demonstrated that residential amenity will not be adversely affected.

b) Within the City Centre:

- (i) Public houses, Class 11 and Sui Generis uses must not be located within existing residential buildings.
- (ii) Public houses, Class 11 and Sui Generis uses will not be supported where they are likely to have a detrimental impact on noise levels in close proximity to existing residential buildings, unless satisfactory mitigating measures enable the retention of the current levels of residential amenity and provided the proposal is acceptable in other respects.

- (iii) Applications for extensions to existing public houses, Class 11 and Sui Generis uses that increase the floorspace for public use under residential flats, extend into existing residential backcourt areas, or extend under saloon backcourts, will not be supported where they are likely to have an adverse effect on residential amenity.
- (iv) Applications for uses which require to disperse cooking odours in the confines of Central Station Bridge ('Hielanman's Umbrella') will not be supported due to the confined space under the Bridge and the detrimental impact on air quality caused by food odours. This incorporates the stretch of Argyle Street between Hope Street/Oswald Street and Union Street/Jamaica Street.
- (v) Hours of operation will be limited to between 08:00 hours and 24:00 hours, depending on local circumstances. Uses, such as public houses, night clubs and casinos, wishing to operate beyond 24:00 hours will be assessed on their individual merits and location within the City Centre.

c) Outwith the City Centre:

- (i) Public houses, Class 11 and Sui Generis uses must not be located within, or immediately adjacent to, existing residential buildings.
- (ii) Applications for extensions to existing public houses, Class 11 and Sui Generis uses must not increase the floorspace for public use under residential flats, or extend into residential backcourt areas.
- (iii) Hours of operation will be agreed with the Planning Authority, based on local circumstances and the impact of the proposal on residential amenity, but shall not exceed 08:00 to 24:00 hours.

Note: A Late Hours Catering Licence will also be required for any premises serving food, on or off the premises, after 23:00 hours. This Licence will not generally be granted beyond 24:00 hours if the premises are in a building with residents living above.

\* In all calculations of the proportion, the Council will include any use which incorporates a hot food takeaway service and any unimplemented planning permissions for changes of use to hot food shop, public house, or Class 3 use, likely to include a hot food takeaway service.

### **Assessment Guideline 11: Outdoor Food and Drink Areas**

a) Within the City Centre:

A new Outdoor Café Policy is being developed as part of the Glasgow City Centre Strategy and Action Plan 2014-2019. Until its finalisation in 2016/17, there will be no change to the existing City Plan 2 policy approach to assessing outdoor food and drink areas. Therefore the following guidelines will continue to be applied to proposals within the City Centre.

The provision of outdoor food and drink extensions will be supported where:

- (i) They do not give rise to noise levels likely to impact on residential amenity;
- (ii) In the case of public houses, they are not directly overlooked by residential property; and
- (iii) Outdoor seating does not narrow a public footpath, to the detriment of pedestrian or traffic safety.

b) Outwith the City Centre:

The provision of outdoor food and drink areas abutting existing premises will generally be supported where:

- (i) They will not give rise to noise and activity levels likely to have an unacceptable impact on residential amenity;
- (ii) They are not likely to have a detrimental impact on the privacy of adjacent residential backcourts and amenity spaces;
- (iii) When located outwith Town Centres, they are not directly overlooked by residential property;
- (iv) They will not interfere with the safe passage of pedestrian or vehicular traffic;
- (v) Hours of operation, including setting up and removal of external furniture, are limited to between 08:00 hours and 22:00 hours (when located within Town Centres) or 08:00 hours and 21:00 hours (when located outwith Town Centres);
- (vi) High quality furniture and boundary treatment can be provided; and
- (vii) External furniture can be stored within the associated premises when not in use.

**Note:** If planning permission is granted for outdoor seating, applicants will also require Section 59 consent if they occupy part of a public road/footpath (Roads (Scotland) Act 1984); and/or a Licence if alcohol is to be consumed outside (Licensing legislation).

### ***Technical Guidance***

#### **Assessment Guideline 12: Treatment and Disposal of Cooking/Heating Fumes**

a) Proposals for a food and drink use will only be considered favourably if suitable arrangements for the dispersal of fumes can be provided, to the complete satisfaction of the Council. The following information will be required:

- (i) Plans to show all proposed cooking/heating equipment, with full details of the fume dispersal method. This information must be shown on both the Plan and the Elevation drawings;
- (ii) Full specifications of the proposed ventilation system, including the design, size, location and finish;
- (iii) A full maintenance schedule of the ventilation system to ensure its continued effectiveness; and
- (iv) Prior to the installation of any system for the dispersal of cooking fumes or odours, a certificate from a member of the Building Engineering Services Association (BESA) shall be submitted confirming that the proposed fume/odour treatment method will operate to its full specification, when fitted at the application site. This requirement will be secured by a suspensive condition imposed on any relevant planning permission granted.

b) Dispersal of cooking/heating fumes should be by an externally mounted flue, erected on the rear or side elevation to a height sufficient to disperse fumes above any nearby property.

- c) Where the Planning Authority accepts that an externally mounted high level flue cannot be provided (ie. due to physical or visual amenity constraints rather than ownership issues), an alternative ventilation system may be considered acceptable, subject to the Planning Authority being completely satisfied that the proposal complies with a) and the following additional criteria:
- (i) Within Town Centres, where it can be demonstrated that there will be no unacceptable impact on the amenity of surrounding residential properties.
  - (ii) Outwith Town Centres, where it can be demonstrated that there are no residential properties within close proximity to the proposal.

It is recommended that the applicant consults the guidance document published in 2005 by [DEFRA: Guidance on Control of Odour and Noise from Commercial Kitchen Exhaust Systems](#) with specific reference to Annexes B and C.

- d) A suitably qualified engineer must undertake the design and installation of the ventilation system.
- e) If the applicant cannot adequately address the Council's requirements in terms of ventilation, the Council may require to control the method of cooking through the use of conditions.

Note: The title deeds of a tenemental property, or other building, may require that the agreement of other owners be obtained before a new internal or external flue can be installed. Any grant of planning permission does not remove this obligation, which is a separate legal matter.

#### **Assessment Guideline 13: Parking and Servicing Requirements**

Parking and servicing requirements associated with proposed food, drink and entertainment uses must comply with Section B of [SG 11 Sustainable Transport](#) and must not result in parking and/or traffic congestion.

#### **Assessment Guideline 14: Waste Management and Disposal**

Proposals for food, drink and entertainment uses will only be considered favourably if suitable arrangements for the management and disposal of waste (including recyclables) can be provided, to the complete satisfaction of the Council. Plans to show details of on-site waste storage facilities will be required.

## Retail Sales in Non-Retail Premises

### Assessment Guideline 15: Retail Sales in Non-Retail Premises

Retail sales in non-retail premises will be permitted, subject to retail use being clearly ancillary to the primary use of those premises, and subject to a maximum gross retail floorspace of 400 sq m or 20% of the total floorspace, whichever is the lesser. Particular regard will be had to the effects of any loss of industrial space.

## 5. GLOSSARY

**ACTIVE FRONTAGE** – Ground floor building frontage which features significant areas of clear glazing and offers views into and out from the premises. Where appropriate for Class 1 or Class 3 uses, window displays featuring goods for sale or fresh produce available in the premises are also considered active frontage. For the avoidance of doubt; sub-fascia advertising, window vinyls or betting odds information are not considered to contribute towards active frontage.

**BULKY GOODS** – Goods of such a size that they require large areas to display them. They cannot normally be transported by customers traveling by foot, cycle or bus and therefore need to be carried away by car or delivered to customers. Goods include DIY, furniture, carpets and floor coverings, household textiles, electrical goods, office equipment, motor vehicle accessories, pet goods and gardening goods.

**CLASS 1 USE** – Use for the retail sale, display or service of goods, other than hot food, principally to visiting members of the public (Source: Town and Country Planning (Use Classes) (Scotland) Order 1997). See also Appendix 2.

**CLASS 3 USE** – Use for the sale of food or drink for consumption on the premises (Source: Town and Country Planning (Use Classes) (Scotland) Order 1997). See also Appendix 2.

**CLASS 6 USE** – Use for storage or as a distribution centre (Source: Town and Country Planning (Use Classes) (Scotland) Order 1997).

**CLASS 11 USE** – Use as a cinema, concert hall, bingo hall, casino, dance hall, discotheque, swimming pool, skating rink, gymnasium, other indoor or outdoor sports or recreation, not involving motorised vehicles or firearms (Source: Town and Country Planning (Use Classes) (Scotland) Order 1997). Collectively known as commercial leisure uses.

**COMMERCIAL LEISURE** – see Class 11 Use definition above.

**COMPARISON RETAIL** – Stores selling goods which consumers purchase relatively infrequently and so they usually evaluate prices, features and quality levels before making a purchase. Goods include clothing, furniture, household appliances, cars, games and toys, books and stationery, jewellery and other personal effects.

**COMPOSITE/HYBRID USES** – Comprise significant elements of Class 1 and another use, or uses. They are regarded as 'sui generis' and therefore as 'non-retail uses'.

**CONVENIENCE RETAIL** – Stores selling goods including food, drinks, tobacco, newspapers, magazines and non-durable household goods.

**EDGE-OF-CENTRE** – For shopping purposes, a location within easy walking distance of a Town Centre.

**GARAGE FORECOURT SHOP** – A Class 1 retail outlet which sells a range of groceries and non-car related products.

**GROSS RETAIL FLOORSPACE** – Total indoor floorspace used for retail sales and related functions such as storage, food preparation area and staff facilities. Excludes outdoor elements such as car parking, service areas etc. In enclosed shopping malls, excludes pedestrian circulation space outwith retail units.

**LARGE SCALE COMMERCIAL LEISURE DEVELOPMENT** – Development that is greater than 2000sq m (gross) commercial leisure floor space.

**LARGE SCALE RETAIL STORE** – A store that is greater than 1000sq m (gross) convenience retail floor space or greater than 2000sq m (gross) comparison retail floor space.

**LOCAL SHOPPING FACILITIES** – Small groups of shops and related outlets serving a residential neighbourhood, considered too limited to constitute a Local Town Centre, as defined in this Supplementary Guidance.

**NON-RETAIL USES** – covers all uses other than Class 1, including Classes 2, 3, 11, residential and 'sui generis' uses.

**OTHER RETAIL AND COMMERCIAL LEISURE CENTRES** – A single development of at least 3 retail warehouses with associated car parking.

**OUT-OF-CENTRE** – A site outwith and not adjoining a Centre in the Network, but within the urban area.

**RETAIL WAREHOUSE UNIT** – A large Class 1 retail outlet normally specialising in the sale of bulky goods such as carpets, furniture, electrical goods, and DIY items, and trading in a format that may be difficult to accommodate in a Town Centre.

**SPATIAL SUPPLEMENTARY GUIDANCE** – Supplementary Guidance for a geographical area within the City. Includes Strategic Development Frameworks, Local Development Frameworks, Town Centre Action Plans, Masterplans and Development Briefs.

**STREET BLOCK FRONTAGE** – Any frontage of a street block, shopping parade or other readily identifiable unit, surrounded by streets and usually containing several buildings.

**SUI GENERIS USES** – Uses that do not fall within any particular Use Class. Examples of relevance within this guidance include hot food shops, public houses and composite/hybrid uses. See also Appendix 2.

**TRADITIONAL SHOPPING STREETS** – Streets within Town Centres where buildings (often tenemental) contain ground floor retail and commercial premises accessed directly from the street.

**WHOLESALE CASH AND CARRY STORE** – A Class 6 store which does not involve retail sales to members of the public.

## 6. APPENDICES

### APPENDIX 1: Centres in the Network

All Centres listed below can be viewed on the [interactive map](#).

#### Town Centres (40 in total)

Metropolitan Town Centre			
Glasgow City Centre			
Major Town Centres			
Easterhouse	Partick/Byres Road	Pollok	Shawlands
Parkhead			
Local Town Centres			
Albert Drive	Castlemilk	Govanhill	Shettleston
Alexandra Parade	Cathcart/Muirend	Hyndland	Springburn
Anniesland	Cessnock	Kelvinbridge	Strathbungo
Baillieston	Cranstonhill/Yorkhill	Knightswood	Tollcross
Barrachnie	Croftfoot	Maryhill	Victoria Road
The Barras	Drumchapel	Mount Florida	Woodlands
Battlefield	Duke Street	Possilpark	Yoker
Bridgeton	Gorbals	St Georges Cross/Great Western Road	
Cardonald/Halfway	Govan	Scotstoun/Whiteinch	

#### Other Retail and Commercial Leisure Centres (10 in total)

Darnley	Mount Vernon West	Robroyston	Summerston
Glasgow Gait/Mount Vernon	Nether Auldhouse Retail Park	St Rollox	
Great Western Retail Park	Parkhead Retail Park	Springfield Quay	

## Local Shopping Facilities (164 in total)

Alderman Road	Craigton West	Kinning Park West	Priesthill North
Anderston	Cranhill	Knightswood Cross	Priesthill South
Angus Street (Springburn)	Croftfoot East	Knightswood North	Provanmill
Anniesland North	Crookston	Knightswood Park	Queens Cross North East
Arden East	Crosshill West	Ladymuir Crescent (Pollok)	Queens Cross North West
Arden West	Crosshill Central West	Lambhill	Queens Cross South Central
Ashfield	Crosshill Central East	Langside North	Queens Cross South East
Auchinairn	Crosshill East	Langside South	Queens Cross South West
Balgrayhill	Deanston Drive	Leithland (Pollok)	Queens Park West
Ballater Street	Dorchester Avenue	Levernside (Pollok)	Riddrie
Balornock	Drumoyne	Lightburn	Rogerfield
Balornock North	Drumoyne West	Linthouse East	Round Toll
Barlanark	Drumry	Linthouse West	Royston
Barmulloch	Dyke Road	Lochend	Rozelle Avenue (Drumchapel)
Barmulloch East	Eglington	Lyoncross (Pollok)	Ruchazie
Battlefield South	Garngad North	Maryhill Park South West	Ruchill
Bellahouston	Garngad South	Maryhill Park North West	St Andrews Cross
Bellgrove	Garrowhill	Maryhill Park South East	Scotstounhill North
Beltrees Road	Garscadden	Maxwell Road East	Scotstounhill South
Bridge Street	Garscube	Maxwell Road North	Shawbridge Arcade
Broomhill Cross	Garthamlock	Maxwell Road West	Shields Road North
Broomhill North	Gibson Street North	Mcarthur Street (Pollokshaws)	Shields Road South
Broomhill South	Gibson Street South	Millerston	Sinclair Drive
Budhill North	Glenkirk Drive (Drumchapel)	Milton North	Smithycroft North
Budhill South	Govan East	Milton South	Smithycroft South
Butterbiggins Road	Greenfield	Milton West	Springfield Road (Parkhead)
Calder Street	Hamiltonhill	Mosspark	Summerston
Calton	Helenvale	Mount Vernon North	Swinton
Carmyle	Hillington	Newlands Road	Temple
Carmyle Central	Hillington Road South	Nitshill North	Thornwood North
Carntynehall	Holmlea	Nitshill South	Tollcross Road Central West
Carntyne North	Hyndland North (Little Hyndland)	Norby Road (Broomhill)	Tollcross Road Central East
Carnwadric	Jordanhill Central	Norfolk Street	Tollcross Road East
Castlemilk South	Jordanhill North	North Kelvininside (Queen Margaret Drive)	Tollcross Road West
Cessnock East South	Jordanhill South	Old Castle Road	Tormusk
Cessnock East North	Kelvindale	Old Drumchapel	Toryglen South
Charing Cross	Kings Park East	Paisley Road Toll	Wardie (Easterhouse)
Copland Road	Kings Park North	Parkhouse	Wellhouse
Craigend	Kings Park South	Partickhill	Woodside North
Craigpark	Kinning Park North	Pollokshields South	Yoker East
Craigton East	Kinning Park South	Possil North	Yoker West

## **APPENDIX 2: Useful Guide to Help Determine Whether Development is a Class 1, 3 or Sui Generis Use**

The traditional differences between a shop, a cafe, a restaurant and a public house are being eroded. Many shops now contain coffee shops; some licensed to sell alcohol. Carry-out hot food and drink are provided by a range of premises, and restaurants can choose to operate under a public house licence, allowing all day drinking.

Proposed food and drink uses that intend to sell cold food for consumption off the premises, to provide hot food to customers to eat within the unit or to provide a carry-out service will be considered to fall within a particular use class on the basis of the significant features listed below. When determining this, the Council will assess what it considers to be the 'primary purpose of the premises'.

### **Class 1 Shops**

The primary purpose of a Class 1 shop is the retail sale of goods other than hot food (ie. retail sales accounting for greater or equal to 80%). Shops selling cold food, such as sandwiches, for consumption off the premises, fall within this class. This class also permits a few customers eating on the premises.

Class 1 food shops are expected to have most, if not all, of the following features:

- If a food shop :
  - food cabinets and the area used for retailing should be a dominant feature of the unit;
  - any food sold primarily for consumption off the premises;
  - a wide range of food for sale rather than for consumption on the premises;
- Demonstrably a retail unit in terms of appearance and floor area, i.e. less than 400 sq m or 20% (whichever is the lesser) of the public floor area of the unit used for seating for customers eating on the premises;
- A window display of products for sale;
- An absence of menus on tables; and
- Very limited cooking of food for consumption on or off the premises which will not have a detrimental effect on environmental amenity.

### **Class 3 Food and Drink**

This class groups together a range of uses where the primary purpose is the sale of food and drink for consumption on the premises. This includes restaurants and cafes but not public houses or hot food shops.

Class 3 uses are expected to have most, if not all, of these features.

- as compared to a Class 1 shop -
  - More extensive seating or tables, i.e. more than 20% of the public floor area of the unit used for seating for customers eating on the premises;
  - Little or no food available for consumption off the premises;

- Usually, but not always, a waiter service;
- A menu board or menus on tables;
- A range of cooking equipment normally extending beyond microwave oven(s); and
- A requirement, if deemed necessary, for the treatment and disposal of cooking odours/ fumes including the provision of a suitable flue.
- as compared to a sui generis public house -
  - No bar counter where a customer can purchase alcohol for consumption on the premises;
  - No sale of alcohol for consumption off the premises; and
  - No display of a tariff of alcohol prices.

### **Sui Generis Uses (Hot Food Shops, Public Houses and Composite/Hybrid Uses only)**

Hot food shops and public houses are called sui generis uses, i.e. they do not fall within any class in the Town and Country Planning (Use Classes) (Scotland) Order 1997.

#### *Hot Food Shops*

Premises where the primary purpose is selling hot food for consumption off the premises. This includes such uses as a fish and chip shop, Chinese takeaway shop or a burger bar.

No planning permission is required for a change from one type of hot food shop to another, i.e. from a fish and chip shop to a Chinese takeaway shop.

#### *Public Houses*

Public Houses, where the primary purpose is the consumption of alcohol on the premises, are classed as sui generis and differ significantly from cafes and restaurants in the way in which the use operates. Operators of a Class 1 shop or Class 3 restaurant, however, can sometimes require a public house licence, under the licensing legislation, to enable them to operate these uses, although they are not proposing to operate a public house as described below.

The significant features of a public house include:

- the whole public area, excluding toilets, available for seating/standing area for customers drinking alcohol;
- a bar counter where customers can purchase alcohol for consumption on the premises;
- the sale of alcohol for consumption off the premises;
- a display of a tariff of alcohol prices;
- limited provision of food for consumption on the premises;
- no retailing of foodstuffs for consumption off the premises.

Public houses are expected to have most, if not all, of these features and premises operating with these features will be considered to be a public house and will require a planning consent as a public house.

### *Composite/Hybrid Uses*

Composite or hybrid uses incorporate significant elements of more than one use, for example Class 3/Public House or Class 1/Class 3. As such, they are regarded as 'sui generis' uses.