



DUMFRIES AND
GALLOWAY COUNCIL

Local Development Plan

Supplementary Guidance

Adopted 23rd July 2015



Town Centre and Retail Development



DUMFRIES AND GALLOWAY LOCAL DEVELOPMENT PLAN CONSULTATION DRAFT SUPPLEMENTARY GUIDANCE

TOWN CENTRE AND RETAIL DEVELOPMENT

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“These long established places are our true eco-towns, resources whose health is critical to a sustainable future.” National Review of Town Centres.

Introduction

The purpose of this Supplementary Guidance is to provide further information on development in town centres as listed in the Local Development Plan (LDP). It is provided for parties interested in existing or potential retail development within Dumfries and Galloway which may result in the involvement of the local planning system through the planning application process.

The importance of maintaining and improving the design and fabric of the buildings and open spaces of town centres is critical. A successful town centre can attract new investors and businesses which in turn improve a town’s economy, culture and communities. Open spaces within town centres provide meeting points, places to interact and to host markets and events whilst offering access to facilities and services. The forecast of continued growth of internet shopping can impact on retail shopping and therefore maintaining and improving the quality of the regions town centres is more important than ever.

The LDP includes a number of policies related to retailing within the region. This supplementary guidance focuses on Policy ED5: Development in Town Centres and outlines the types of development supported in town centres and the role and function of designated town centres listed in Table 1: Network of Centres. This guidance is in accordance with Scottish Planning Policy and Planning Advice Note 52: Planning in Small Towns and should be read in conjunction with the policies set out in the LDP and proposals should be assessed in accordance with the 2012 Dumfries and Galloway Retail Capacity Study. Town Centre Health Checks will be undertaken and used to provide monitoring results which will be used as baseline information for retail strategies.

Policy ED5: Development in Town Centres

The Council will encourage a range of uses within town centres identified on the inset maps provided they support the role and function of the centre and are of a scale and character appropriate to the centre and its position within the network. The role and function of the centre along with the type of development that will be supported is set out in supplementary guidance.

Subject to the provisos in the preceding paragraph, Class 1 retail proposals will be supported in town centres. Other uses will also be supported if it can be demonstrated that they will add to:

- The vitality and viability of the town centre; and
- The character and amenity of the immediate area or the town centre in general; and
- The general retail role of the area either individually or cumulatively, having regard to the existing balance between retail and non-retail uses; and
- The visual amenity of the area by providing an attractive frontage appropriate to the location.

Class 3 proposals together with public houses and hot food takeaways should not have a detrimental impact on the amenity of adjacent residential properties.

On upper floors, particularly where property is underutilised, the Council will encourage the retention and development of housing and other complementary town centre uses.



"Town centres are a key element of the economic and social fabric of Scotland."
Town Centre Action Plan

2. Types of Development

Town centres are the heart of settlements and to achieve a social, bustling and sustainable country, the health of town centres needs to be put at the heart of the decision making process. The 'Community and Enterprise in Scotland's Town Centres' report lists three assertions of why town centres are so important that they deserve special treatment and how the revival of our town centres is crucial to a people-focused and productive Scotland:

- They are places of creativity and enterprise where social and cultural interaction can drive innovation and create wealth;
- The wealth and breadth of the built environment should be available to all and in town centres they allow us to share resources and services;
- Town centres are long-established places and our true eco-towns whose health is critical to a sustainable future.

The Council encourages a range of uses to be developed within the town centre. Retail has an important role but must be supported by a mixture of uses in order to attract higher footfall. Use types such as residential, leisure, business, cultural and community facilities and events can attract and maintain visitors and tourists whilst complementing retail. Town centres are diverse areas which are part of a rich and social mix of homes and businesses and it is important they are functioning, well-maintained assets to support the needs of their residents, businesses and visitors.

Vitality and Viability

Vitality and viability measures are used to assess the health of town centres. Vitality measures the liveliness of a town centre at certain times and in different areas and can contribute to viability. Viability measures the capacity of the town centre to attract ongoing investment for maintenance, improvement and adaptation to changing needs. A number of indicators can be used as part of a health

check which assesses the performance of town centres and offers a framework for assessing vitality and viability.

Character and Amenity

Proposals should consider the setting of the centre through appropriate design and scale of development which will add to the character and amenity of the town centre. Shop frontages and window displays for new proposed uses within the town centre will need to add to the visual amenity of the area.

Variety of uses

Proposals will need to add to the general retail role of the town centre area either individually or cumulatively, having regard to the existing balance between retail and non-retail uses. Leisure and cultural uses such as restaurants, public bars and event centres can be important in providing a successful evening economy for a town centre. Proposals should seek to create safe and secure environments and provide a stimulating and vibrant mix of activities for various age groups.

Residential proposals on the upper floors of prime retail frontages will be considered favourably. Town Centre Living is encouraged throughout Scotland's local authorities and is promoted through the Scottish Government Town Centre Housing Fund. Providing safer and people friendly town centre environments will attract more people to live in the heart of the regions towns. The government are taking steps to improve opportunities for living in the town centre including funding for empty town centre premises to be brought back into use as affordable housing.

Class 3 proposals such as public houses and hot food takeaways should not have a detrimental impact on the amenity of adjacent residential properties.



Network of Centres

Town centres provide a key economic and social benefit to the region by providing services, facilities and employment opportunities. Different settlements provide different benefits depending on their size or location and therefore a network of centres within Dumfries and Galloway has been developed to outline the role these key settlements play. This network takes the form of a hierarchy consisting of 17 town centres. In order to continue the growth and success of these centres, any development proposals should be of a scale compatible with the role and function of that centre.

The identified town centres have been considered against a range of factors which are contained in the SPP.

These include:

- A diverse mix of uses including shopping,
- A high level of accessibility,
- Qualities of character and identity which create a sense of place and further the well-being of communities,
- Wider economic and social activity during the day and in the evening,
- Integration with residential areas.

Table 1 below sets out the Network of Centres within the region. It identifies Dumfries as the Regional Capital, 4 larger town centres and 12 smaller town centres. Table 2 sets out the Network of Centres within Dumfries. The Dumfries Retail Parks are discussed in the Dumfries Network of Centres section.

Table 1: Network of Centres

Regional Capital	Dumfries
Larger Town Centres	Annan, Castle Douglas, Newton Stewart, Stranraer
Town Centres	Dalbeattie, Gretna, Kirkconnel & Kelloholm, Kirkcudbright, Langholm, Lochmaben, Lockerbie, Moffat, Sanquhar, Thornhill, Whithorn and Wigtown.
Outlet Centres	Gretna Gateway Outlet Centre

3.1 Dumfries Network of Centres

Within Dumfries there is a hierarchy that exists including the town centre, commercial centres and the neighbourhood centres.

Table 2: Dumfries Network of Centres

Town Centre	Dumfries
Commercial Centres	Cuckoo Bridge, bulky goods Dumfries Retail Park, bulky goods Peel Centre, comparison goods
Neighbourhood Centres	Calside, Georgetown, Heathhall, Lincluden, Locharbriggs, Lochside and Troqueer



Dumfries Town Centre

Dumfries is located in the Dumfries Housing Market Area and is the largest town within the region with approximately 40,000 residents. It is identified as the Regional Capital and it is the Council's aspiration to develop and strengthen this role. It is the focus for commercial interest and cultural activity in the area and serves as the main administrative, shopping and health care centre for the region providing amongst other things, a range of employment and education opportunities, leisure facilities and housing options. It is an attractive market town with an original medieval core forming part of the conservation area, attracting many visitors and acts as a base for many to explore the region.

The 2012 Retail Capacity Study highlights Dumfries as benefiting from a diversity of national retail brands in the town centre as well as a wide range of independent retailers. The Whitesands area offers potential for a major improvement to the edge of town centres. In August 2012, work on a Whitesands Masterplan began and aims to provide a new vision which will transform the riverside whilst also protecting the area from potential flooding from the River Nith.

Dumfries Commercial Centres

The units are occupied by national brand retailers and located near to the A75 bypass providing suitable accessibility which is convenient for the transportation of larger goods sold at these parks. Proposals for retailing which offer non bulky goods products will need to satisfy the criteria of Policy ED6 in relation to the sequential assessment to be considered suitable.

Cuckoo Bridge

Cuckoo Bridge Retail Park is located towards the north of Dumfries adjacent the A75 and Glasgow Road roundabout and totals approximately 12,000 sq. m. gross. It is restricted to bulky goods only with certain restrictions that state the net retail floorspace of any unit selling electrical items shall not exceed 910 sq. m. and no more than one such unit should be permitted within the development. There are no restrictions on developing mezzanine floors.

Dumfries Retail Park

Dumfries Retail Park is located towards the north of Dumfries adjacent the A75. It comprises some 8,000 sq. m. of restricted Open Class 1 retail warehousing (bulky goods) in an L shaped terrace of 5 units along with two stand-alone units. There is a certificate of Lawful Use (dated March 2012) which allows the unit to be used as a food supermarket.

Peel Centre

The Peel Centre Retail Park is located towards the east of Dumfries adjacent the Lockerbie Road which links to the A75 bypass and towards the A74 (M). It comprises 6 Class 1 non-food retailers totalling 7610 sq. m. and a Tesco to the east. There is consent for a small, stand-alone unit for 288 sq. m. which has not been developed.

Dumfries Neighbourhood Centres

Out with the town and commercial centres there are 7 Neighbourhood Centres which provide a selection of retail units and services for local neighbourhoods. These centres usually comprise of a small supermarket of around 300 – 500 sq. m. gross and / or a small group of shop units of approximately 40 – 100 sq. m. in size. These units are usually small convenience stores, hot food takeaways, hairdressers and small office units etc. and usually located on a main through road.

3.2 Large Town Centres

There are 4 Large Town Centres identified within the region: Annan, Castle Douglas, Newton Stewart and Stranraer. These centres support a range of uses including a range of nationally recognised brands, independent retailers and local services and are the focus for their surrounding satellite towns and villages.

In all of these centres proposals which will improve and revitalise these centres and existing local shopping provisions will be supported. There will be a presumption against the loss of local shops and services which provide community and employment functions. Where a change of use is sought in important community services and facilities such as local shops,



proposals will have to meet the criteria set out in the Assessing the Adequacy of Marketing for a Change of Use Application Supplementary Guidance.

Stranraer is the second largest town in Dumfries and Galloway and serves the western area of the region. The town centre has undergone considerable refurbishment in Castle Square and the relocation of the Stena ferry terminal further along the coast to Cairnryan has provided a regeneration opportunity to redevelop the waterfront. This is intended to have a positive impact by linking the waterfront to the town centre and Conservation Area and providing a number of uses including a potential new supermarket.

Annan, Castle Douglas and Newton Stewart serve the communities that surround them. Annan serves the surrounding area including the town of Eastriggs. A regeneration masterplan has been produced for the town which is adopted as non-statutory supplementary guidance to the LDP. Castle Douglas serves the Stewartry area and is marketed as the region's "Food Town". Proposals which improve or add to the food shopping provision within Castle Douglas are encouraged. Newton Stewart's town centre consists of a variety of uses and contains 2 supermarkets to the south along with a large riverside car park.

3.3 Town Centres

There are 12 town centres identified within the region: Dalbeattie, Gretna, Kirkconnel & Kelloholm, Kirkcudbright, Langholm, Lochmaben, Lockerbie, Moffat, Sanquhar, Thornhill, Whithorn and Wigtown.

These centres support and serve the needs of their local communities and passing trade and have identifiable centres for shops and services.

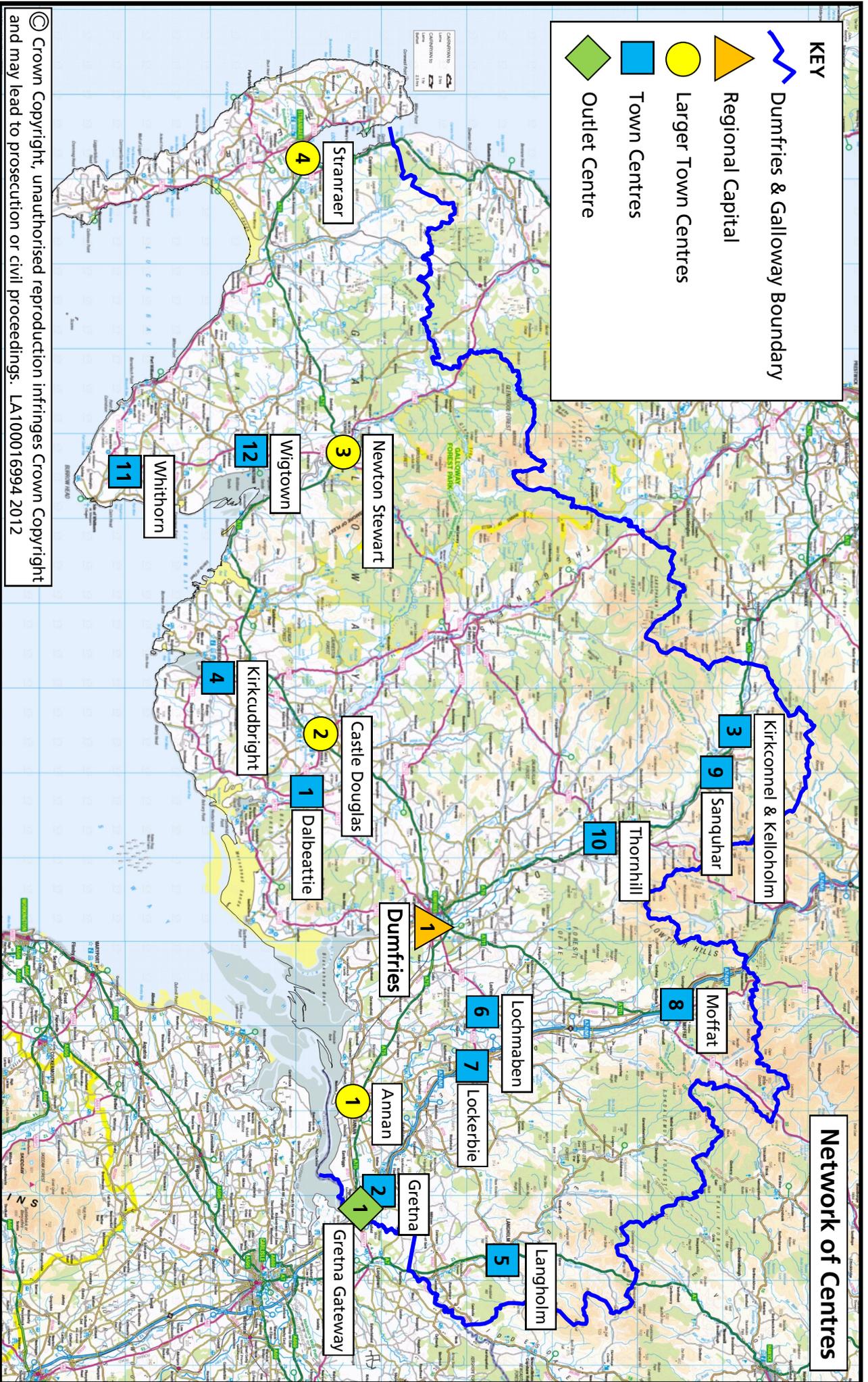
Proposals which improve and revitalise these centres and enhance existing local shopping provisions will be supported.

There will be a presumption against the loss of local shops and services which serve community and employment functions. Where a change of use is sought for community facilities such as local shops, proposals will have to meet the criteria set out in the Assessing the Adequacy of Marketing for a Change of Use Application Supplementary Guidance.

Some of the town centres have notable designations and tourist attractions. Moffat, Kirkcudbright and Wigtown are marketed as the region's spa town, artist town and book towns respectively.

3.4 Outlet Centres

Gretna Gateway Outlet Village is located off the A74 (M) on the outskirts of Gretna. It contains over 50 units with the majority providing comparison retail. The Outlet Village is an important element of the town and surrounding area on both sides of the border. Despite the current economic climate the Outlet Village's low vacancy rate indicates its continued success. Proposals that support the continued development of the outlet village will be supported provided they comply with ED6.

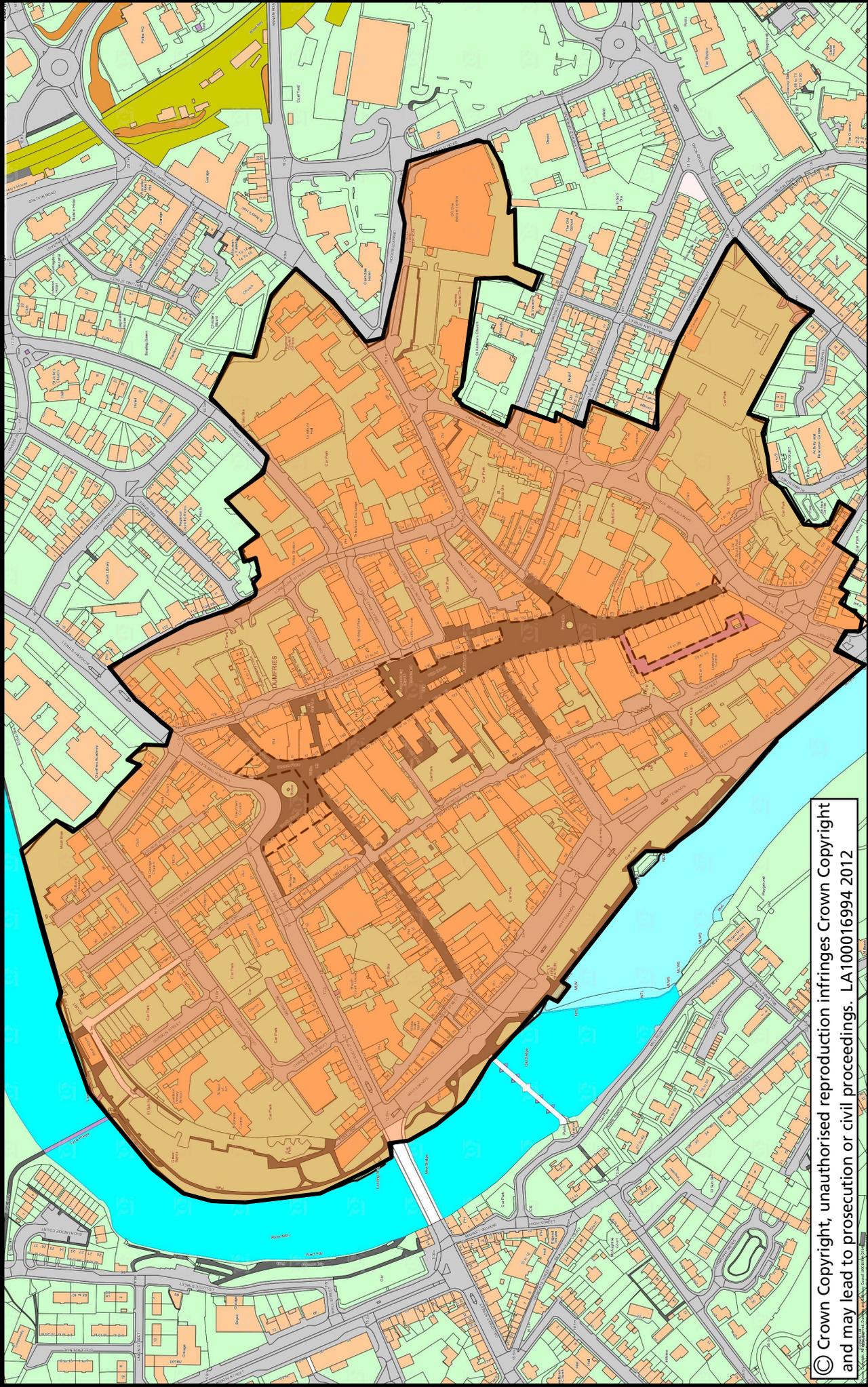


Network of Centres

KEY

-  Dumfries & Galloway Boundary
-  Regional Capital
-  Larger Town Centres
-  Town Centres
-  Outlet Centre

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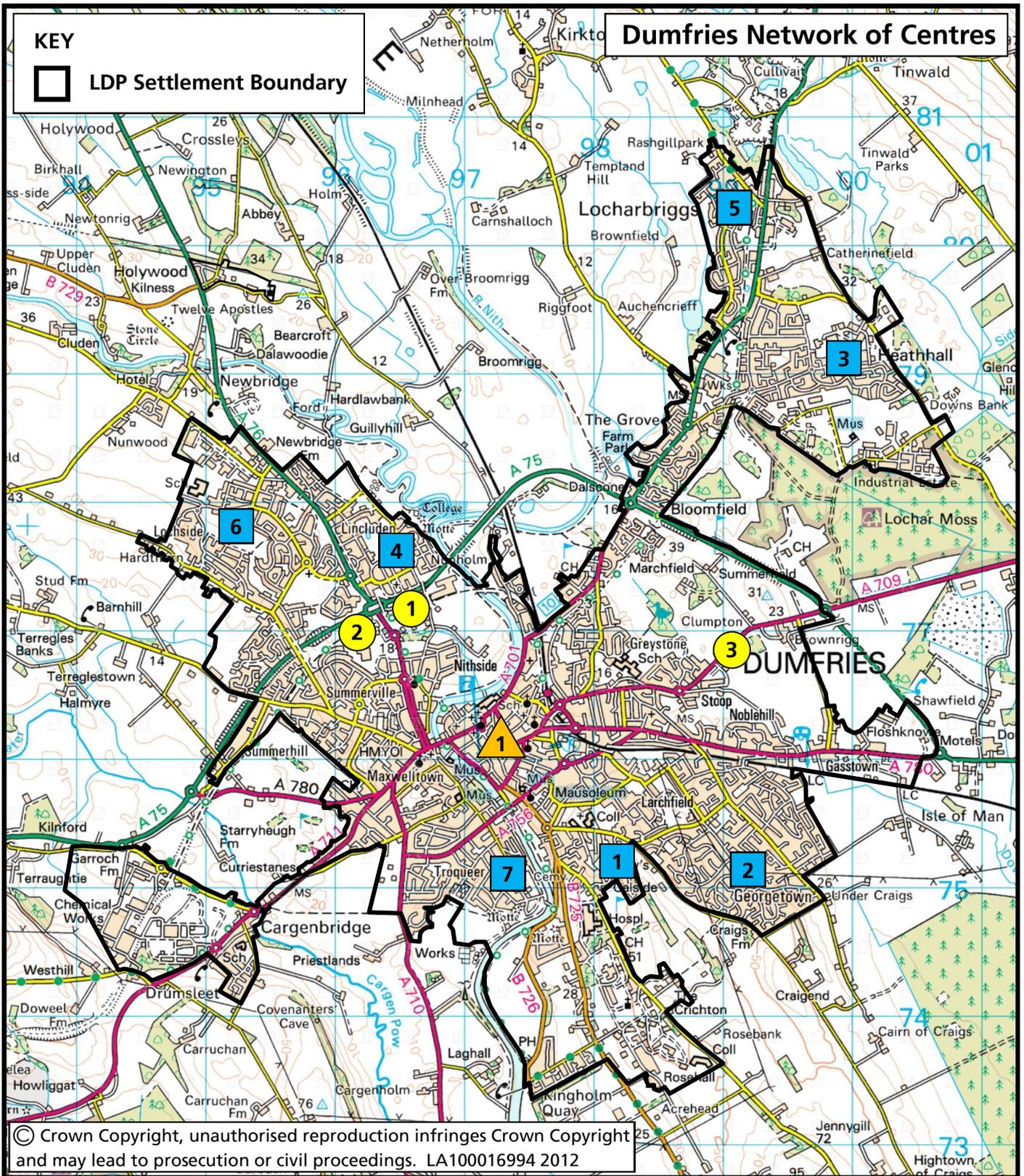


LDP Town Centre Boundary

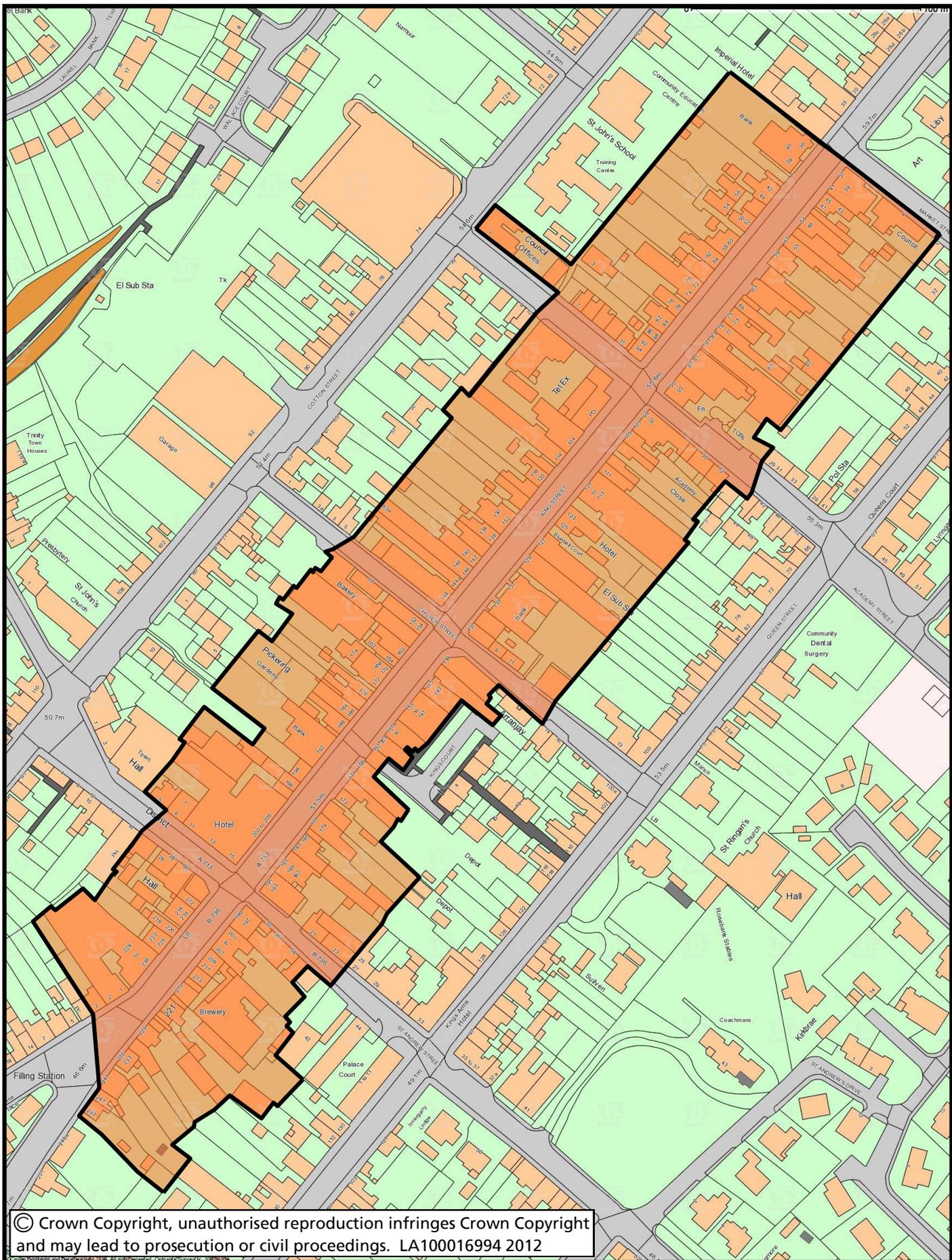


Prime Retail Frontage

Dumfries Town Centre



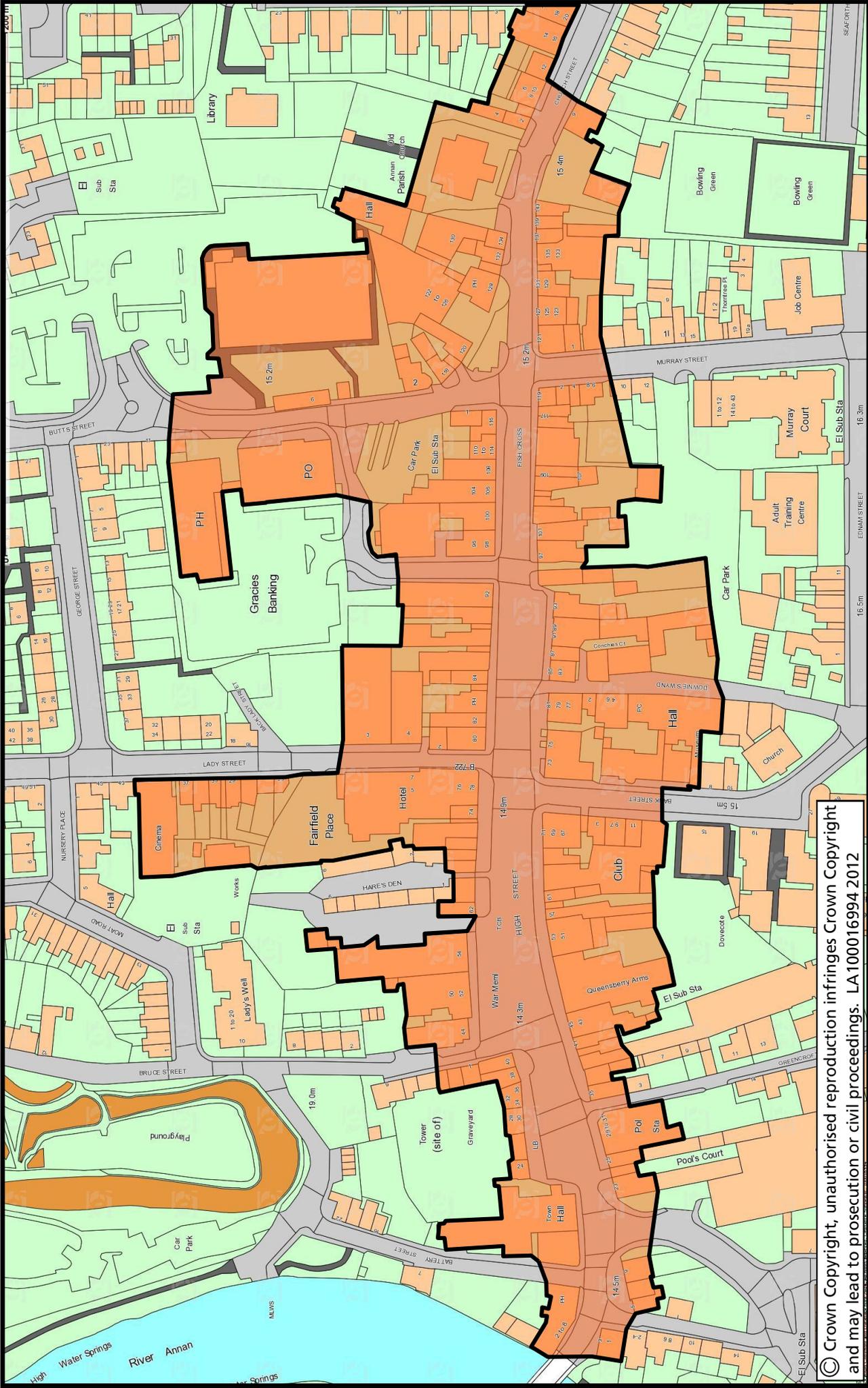
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|--|----------------------|---|-----------------------------------|---|------------------------------|
|  | Town Centre |  | Commercial Centres |  | Neighbourhood Centres |
| 1 | Dumfries Town Centre | 1 | Cuckoo Bridge, Bulky Goods | 1 | Calside |
| | | 2 | Dumfries Retail Park, Bulky Goods | 2 | Georgetown |
| | | 3 | Peel Centre, Comparison Goods | 3 | Heathhall |
| | | | | 4 | Lincluden |
| | | | | 5 | Locharbriggs |
| | | | | 6 | Lochside |
| | | | | 7 | Troqueer |



KEY

 **LDP Town Centre Boundary**

Castle Douglas Town Centre



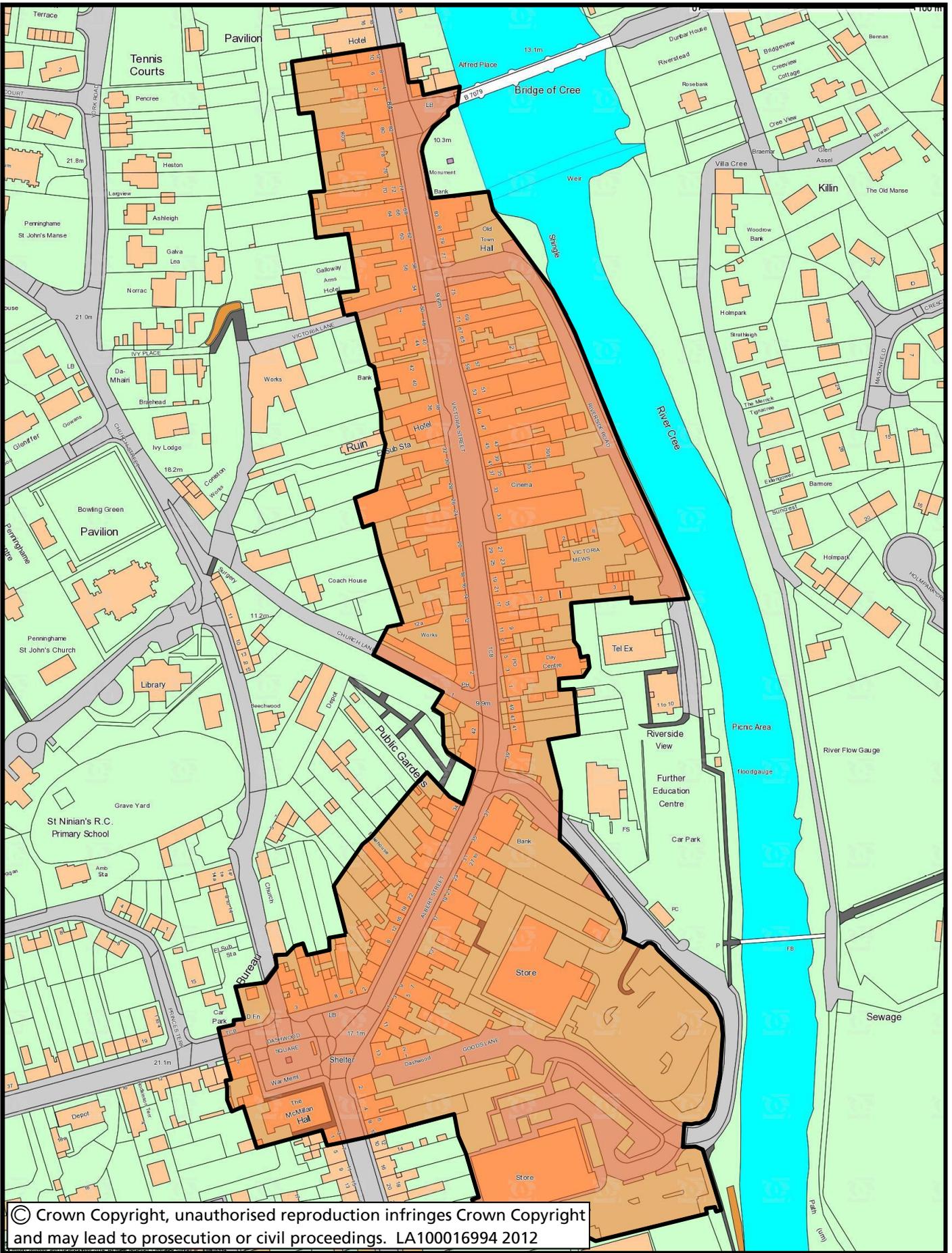
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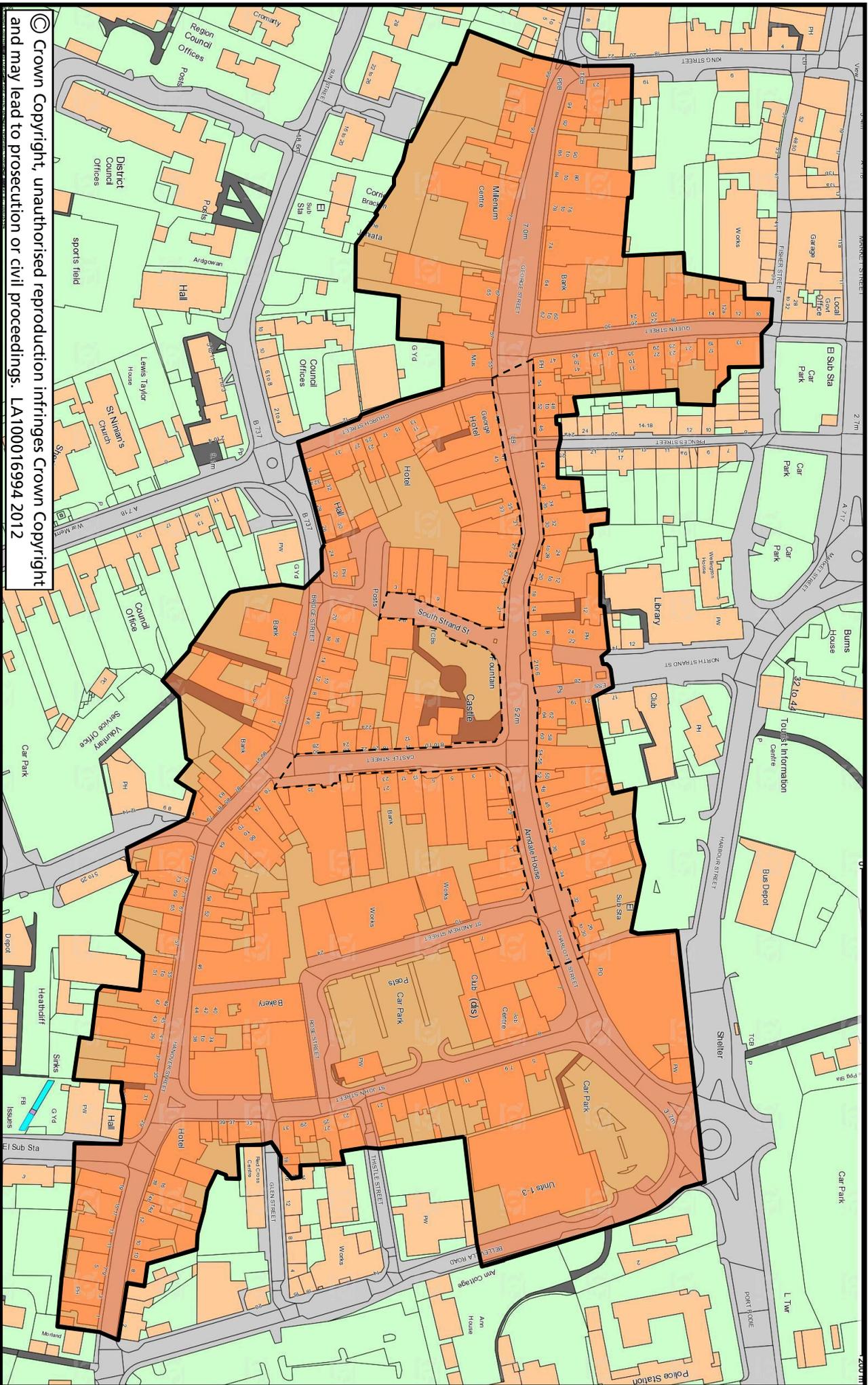
Annan Town Centre



KEY

 **LDP Town Centre Boundary**

Newton Stewart Town Centre

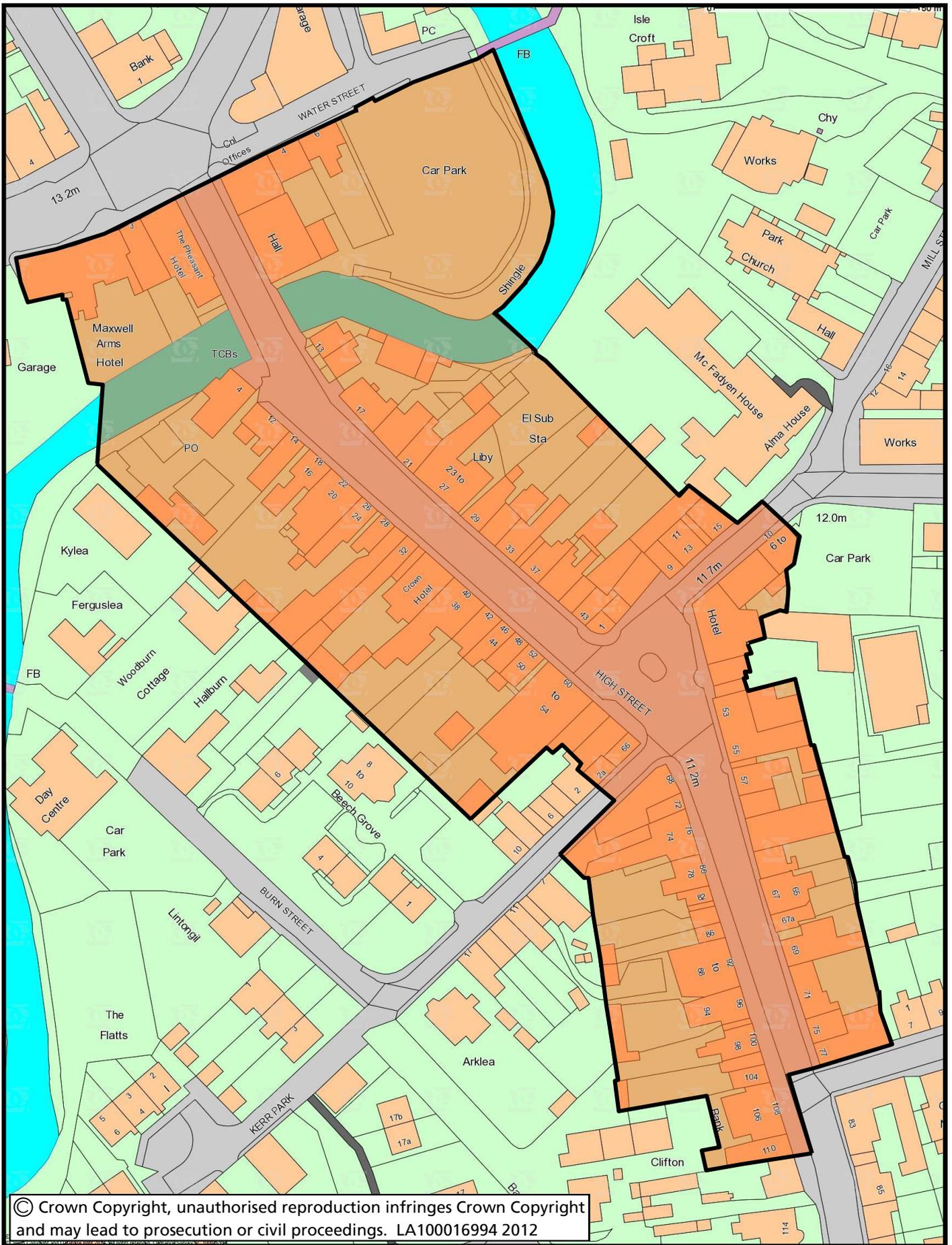


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KEY

- LDP Town Centre Boundary
- Prime Retail Frontage

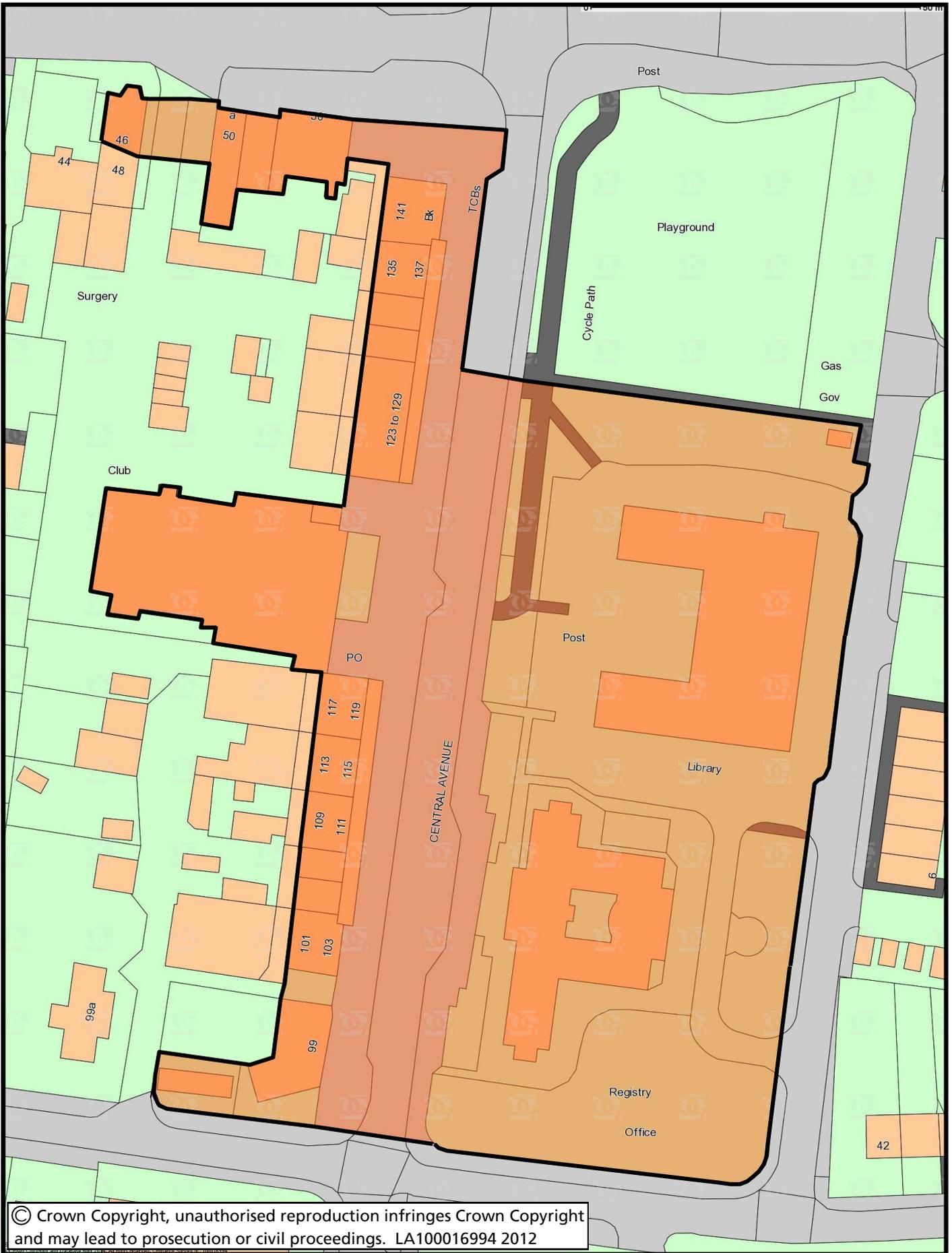
Stranraer Town Centre



KEY

 **LDP Town Centre Boundary**

Dalbeattie Town Centre

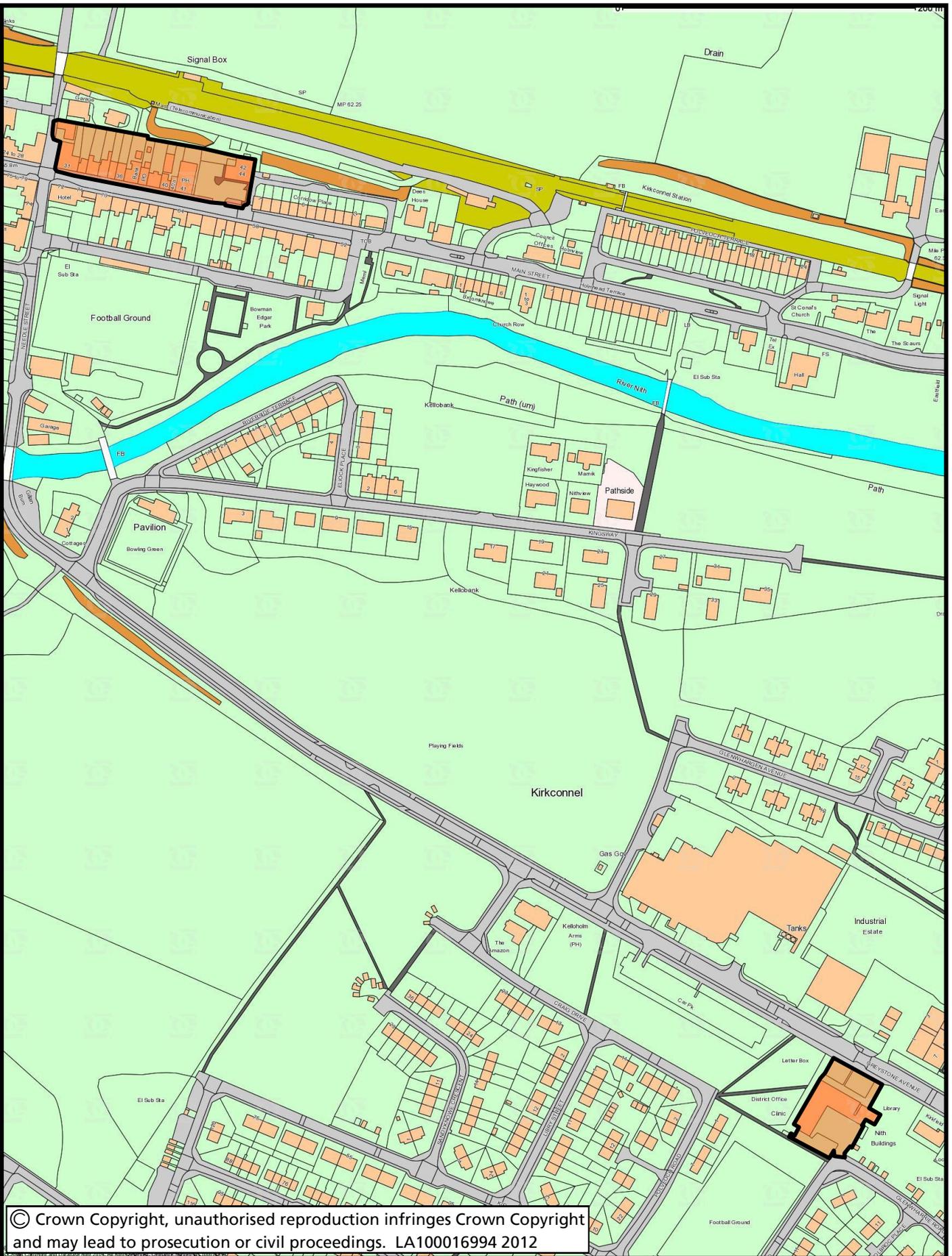


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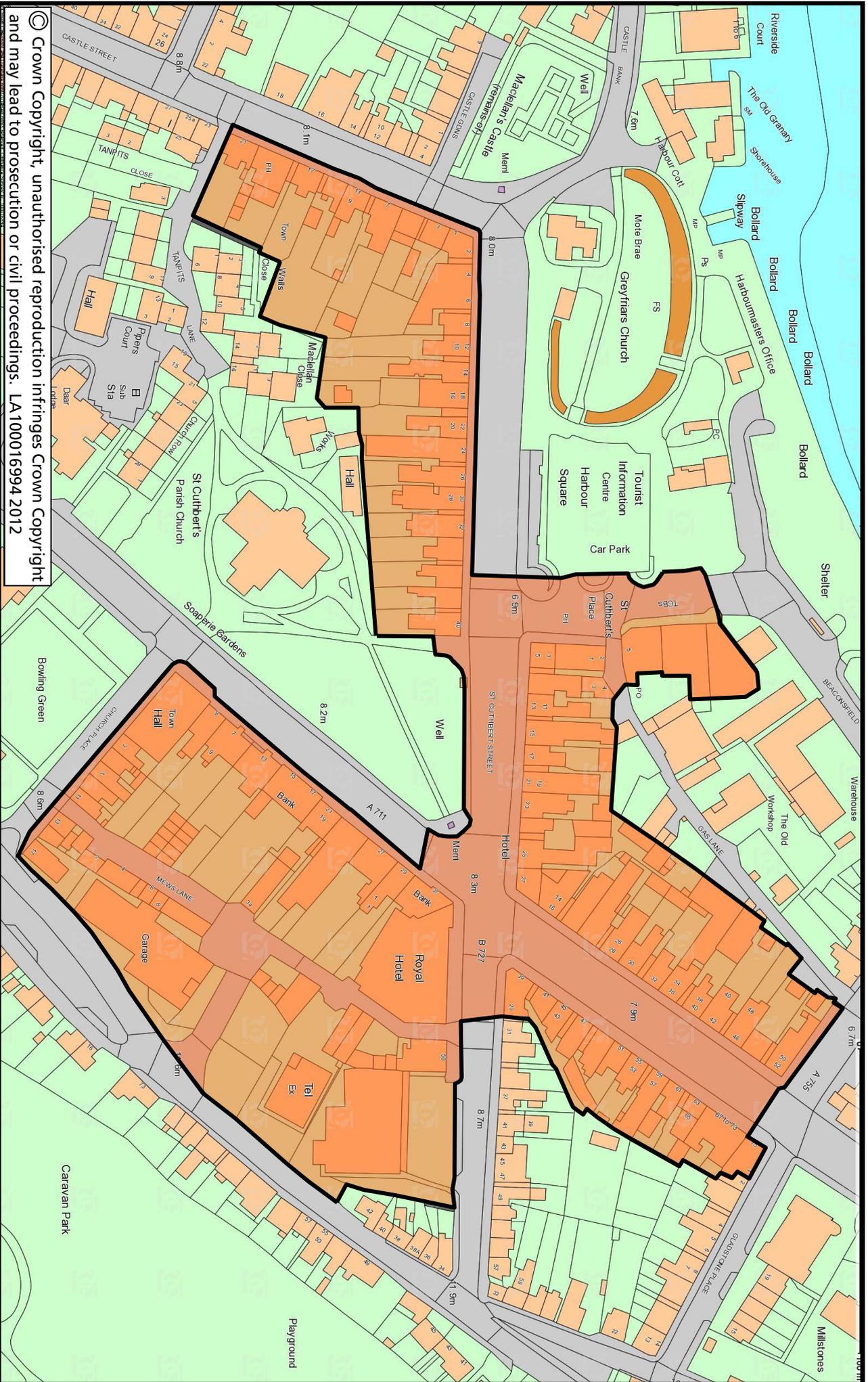
Gretna Town Centre



KEY

 **LDP Town Centre Boundary**

Kirkcannel & Kelloholm Town Centres

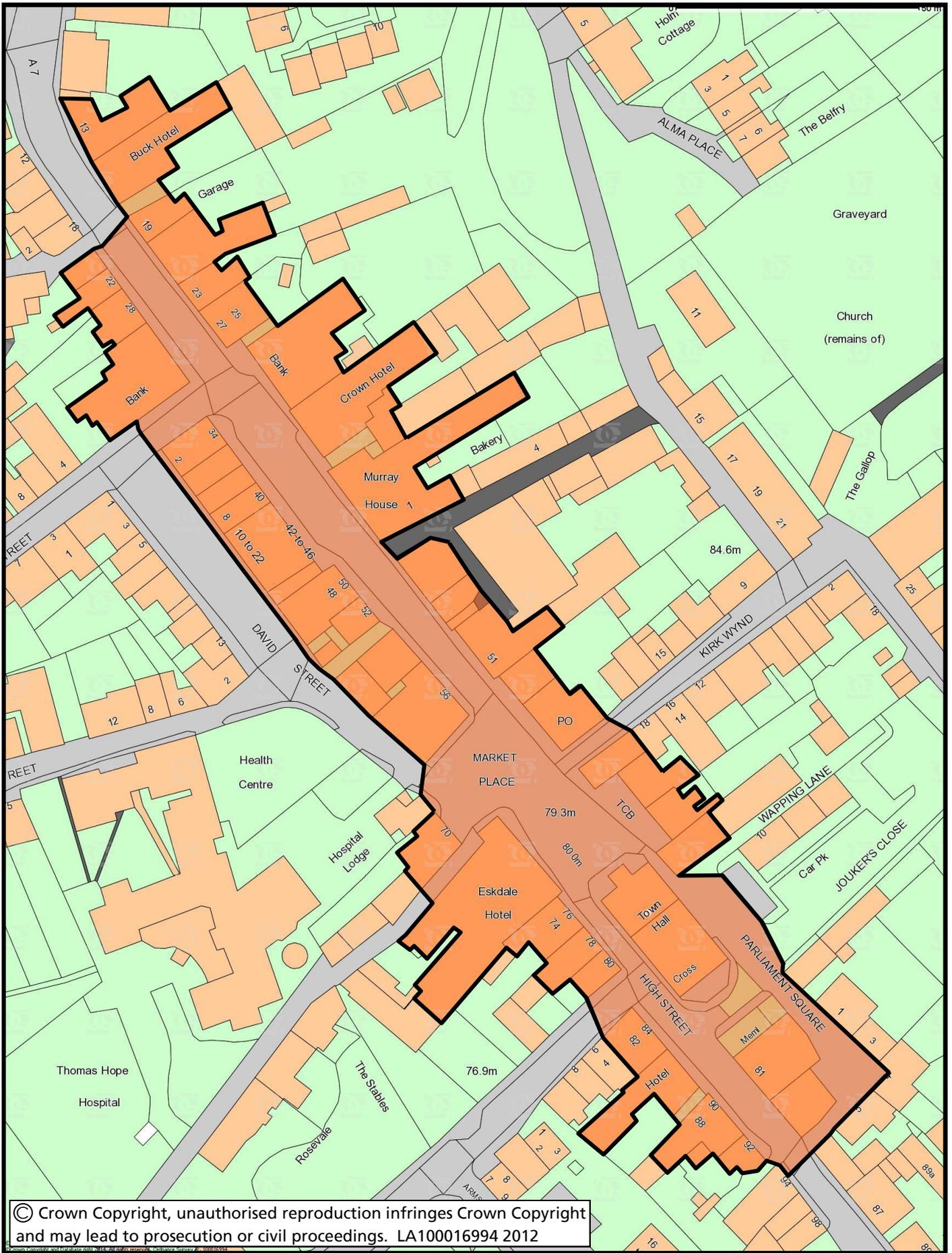


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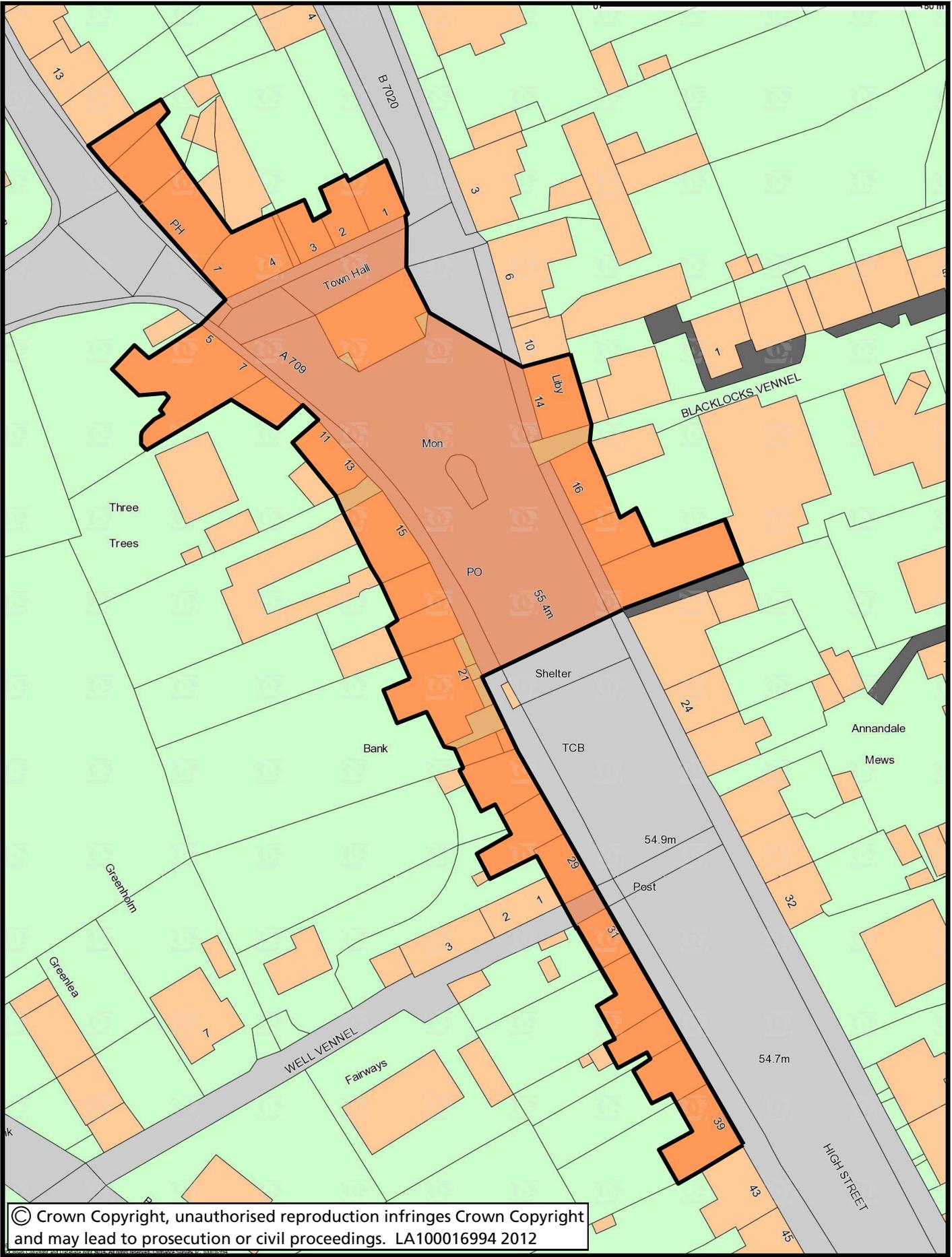
Kirkcudbright Town Centre



KEY

 **LDP Town Centre Boundary**

Langholm Town Centre

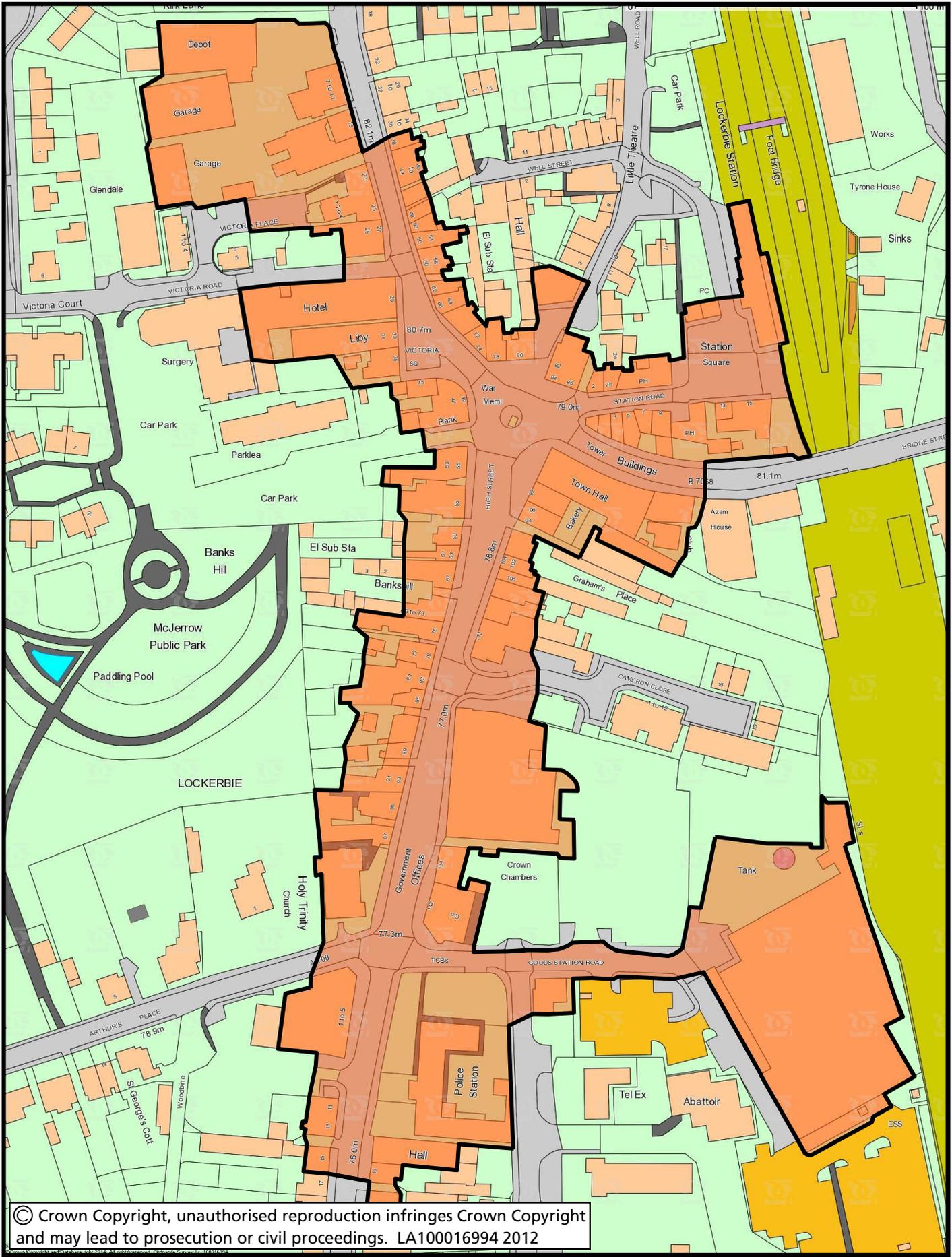


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 LDP Town Centre Boundary

Lochmaben Town Centre

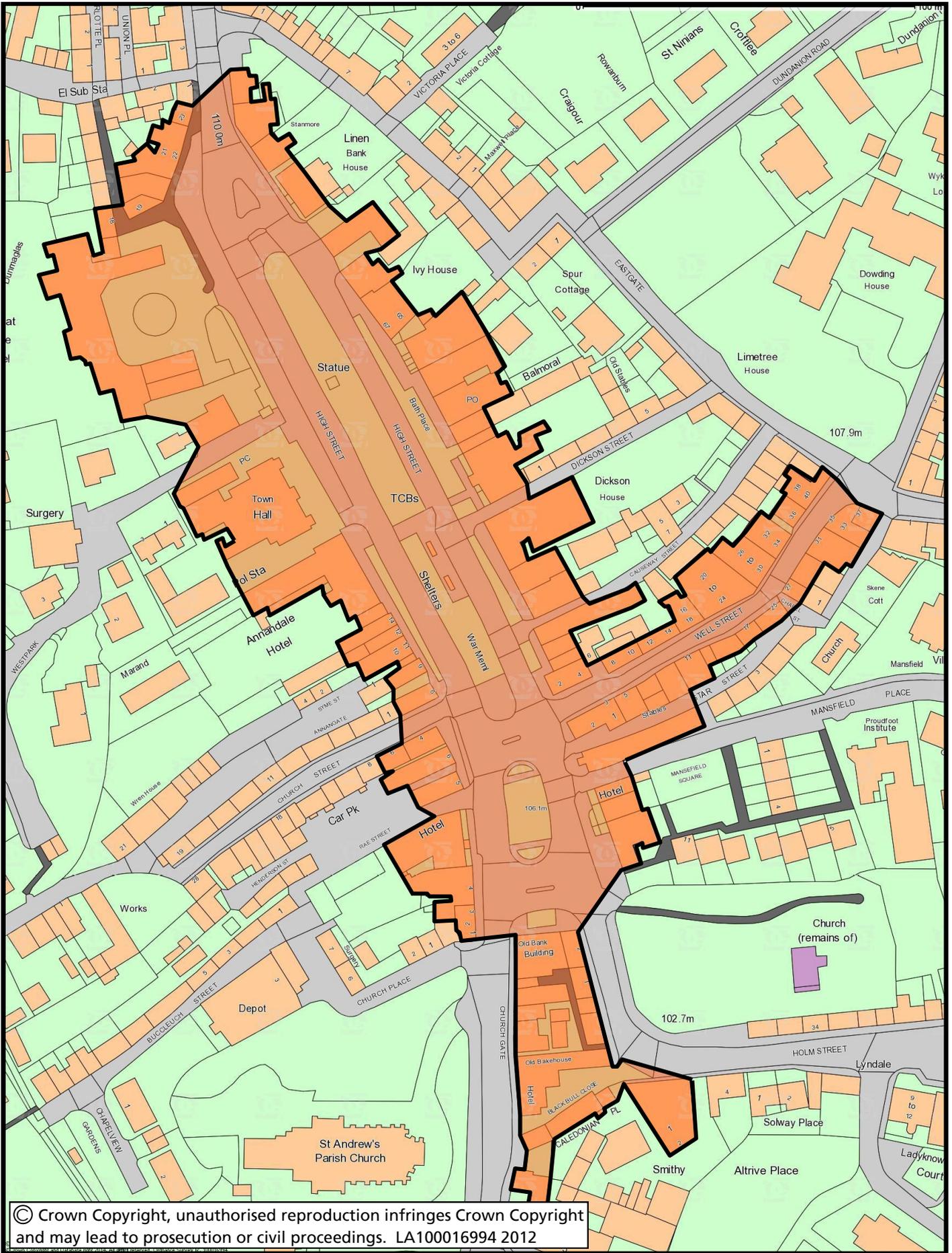


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 **LDP Town Centre Boundary**

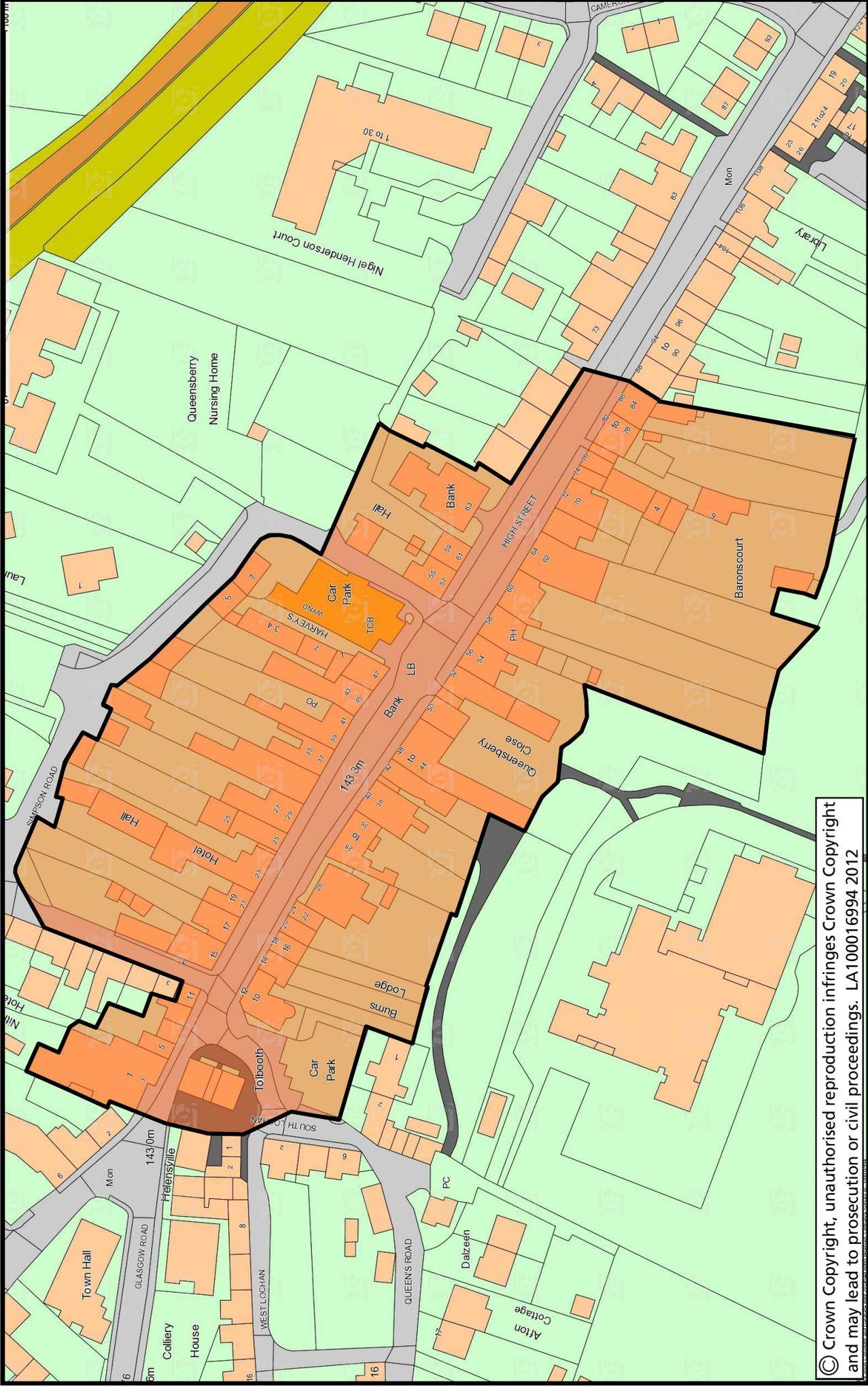
Lockerbie Town Centre



KEY

 LDP Town Centre Boundary

Moffat Town Centre



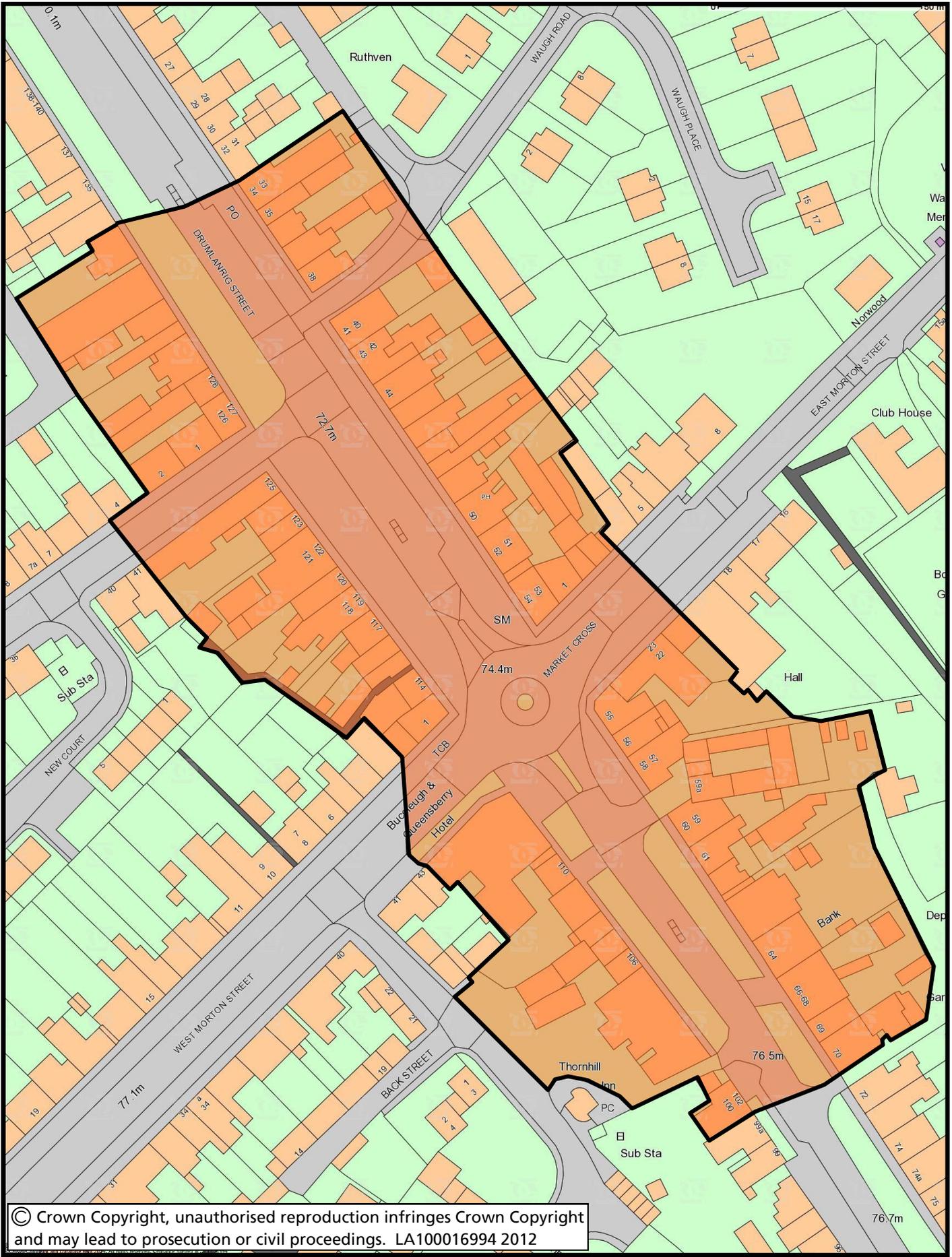
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LDP Town Centre Boundary

Sanquhar Town Centre

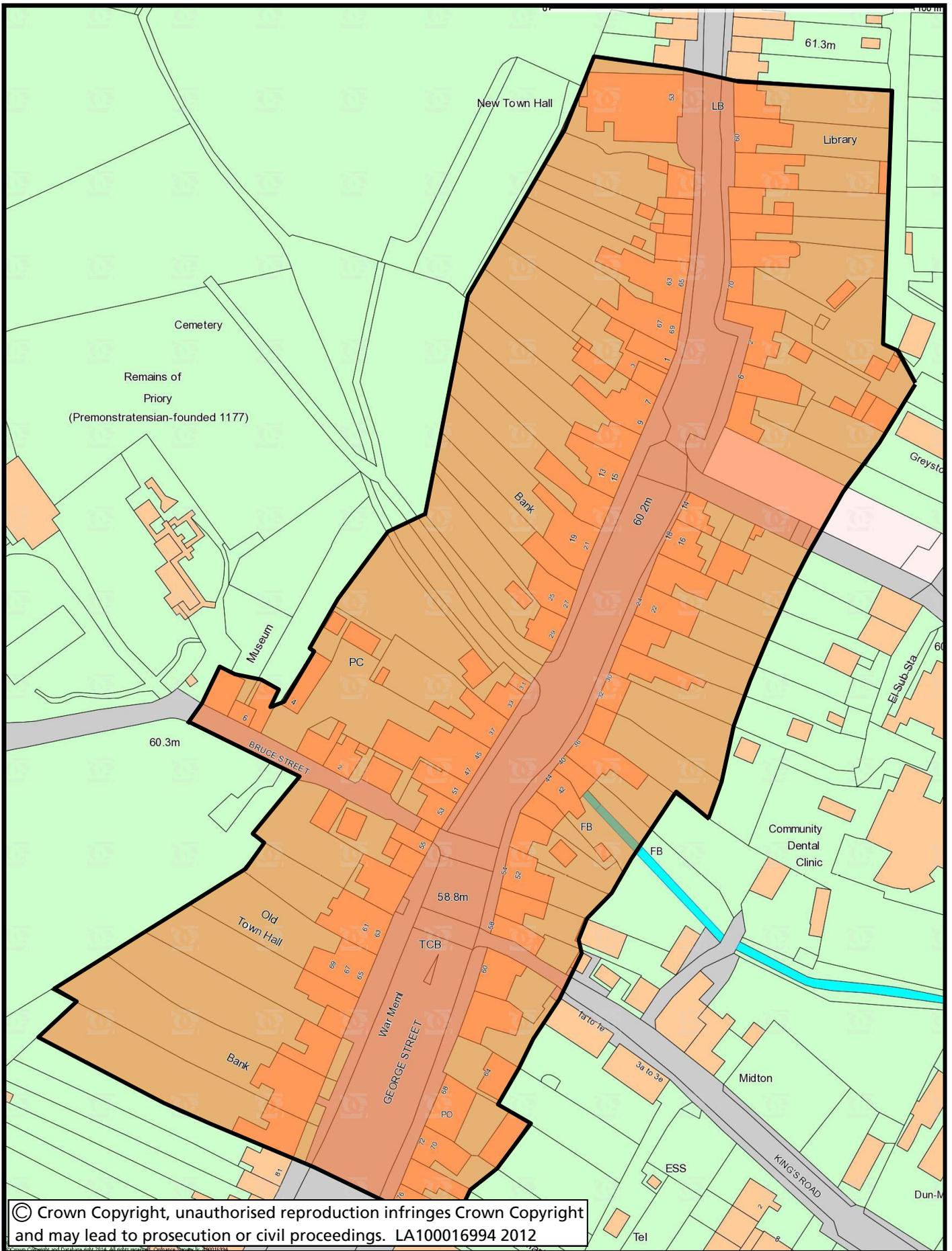


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Thornhill Town Centre

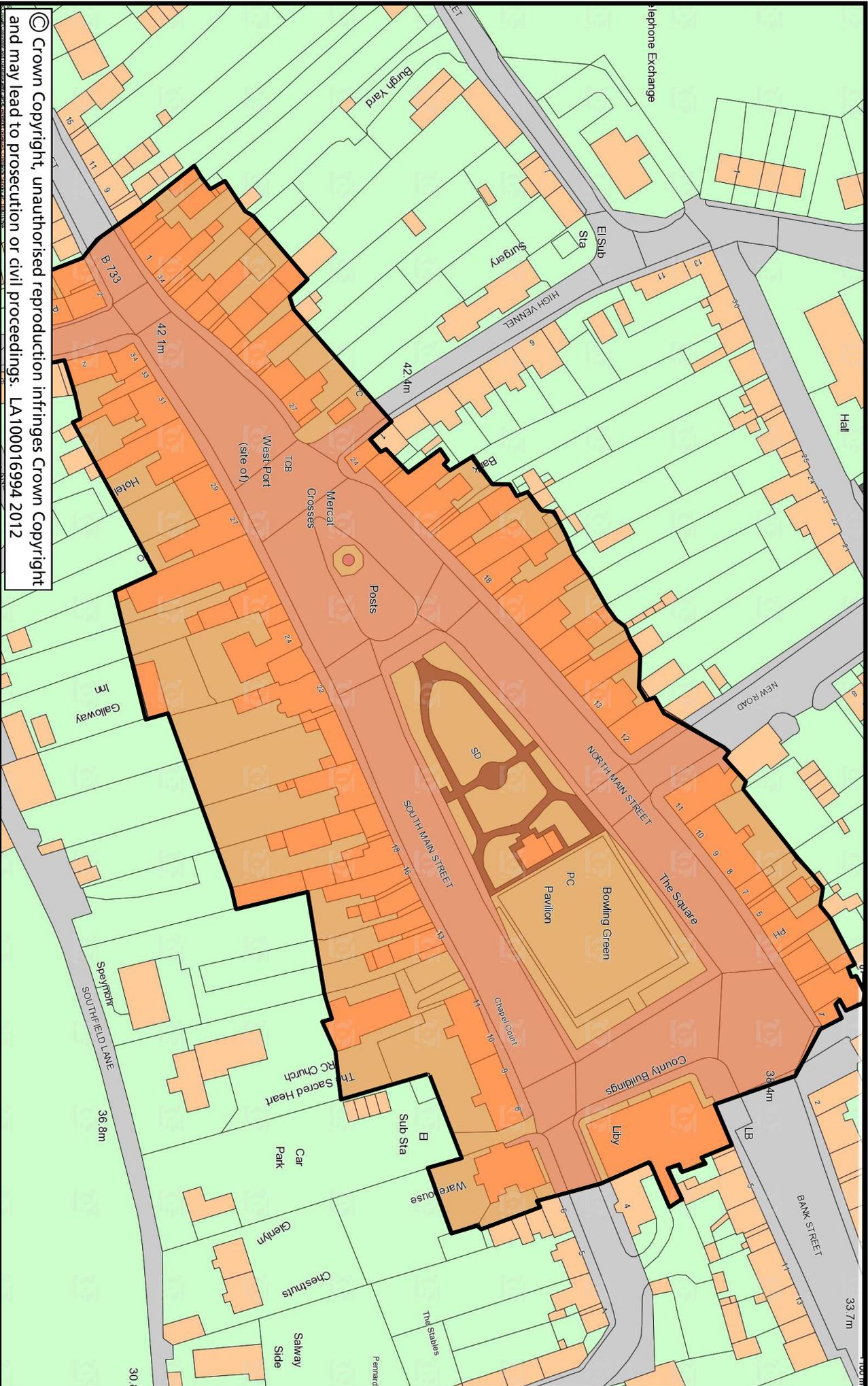


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Whithorn Town Centre

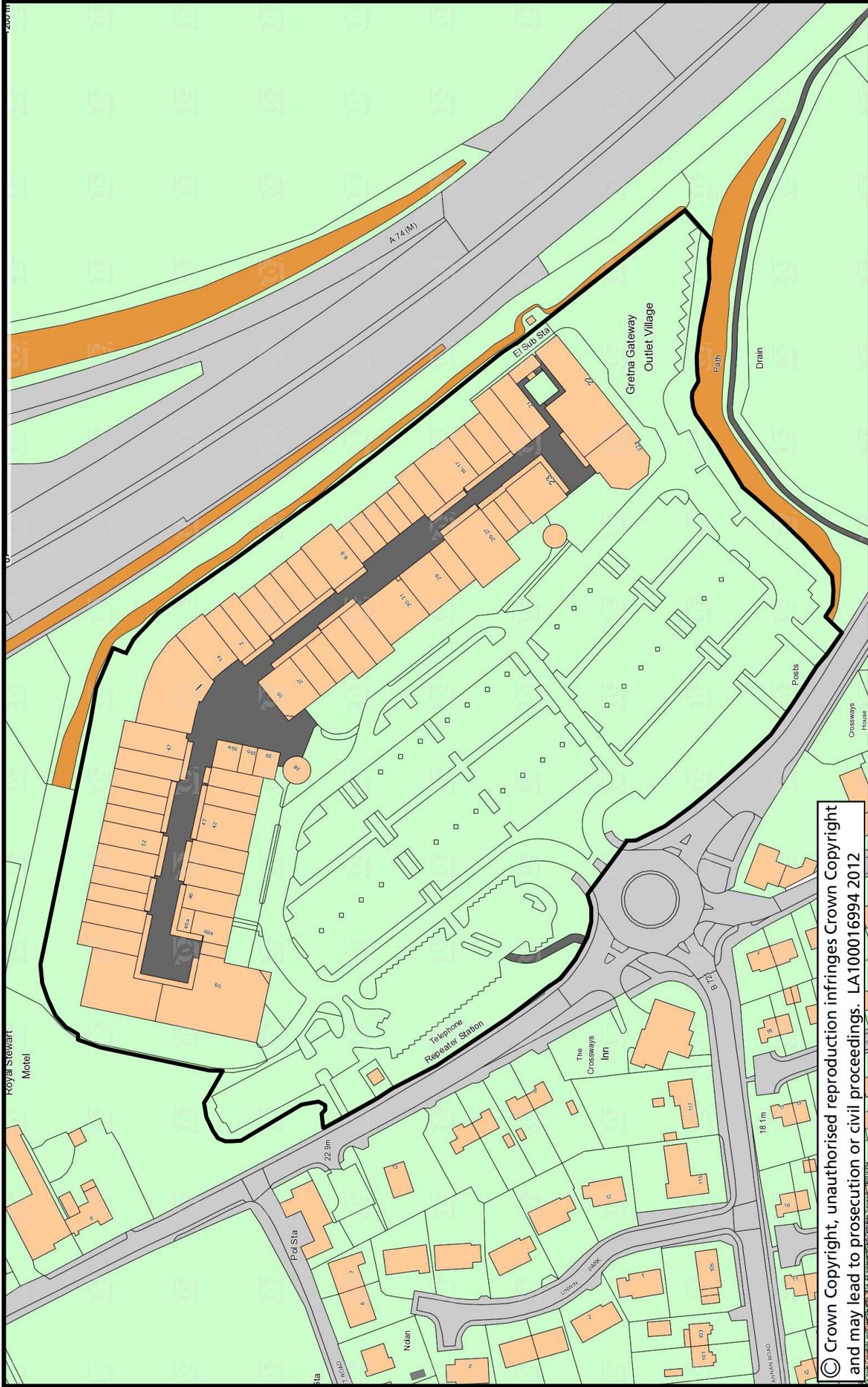


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 LDP Town Centre Boundary

Wigtown Town Centre



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KEY

□ Site Boundary

Gretna Gateway Outlet Village



5 Associated Documents

Planning Advice Note (PAN) 52: Planning in Small Towns.
2010 Scottish Government Designing Streets Policy Statement.
2012 Retail Capacity Study by Roderick MacLean.
2013 Town Centre Action Plan – The Scottish Government Response.
2013 National Review of Town Centres External Advisory Group Report Community and Enterprise in Scotland's Town Centres.
2014 Local Development Plan (LDP).
2014 Dumfries and Galloway Design Quality of New Development Supplementary Guidance.
2014 Scottish Planning Policy (SPP).

6 Glossary

Change of Use: The Use Classes (Scotland) Order 1997 (Amended 1998) outlines the categories properties are defined as in the planning system. Common uses which are found in town centres are:

- Class 1: Shops;
- Class 2: Financial, professional and other services;
- Class 3: Food and Drink.

There are other specific use types, such as hot food takeaways and pubs, which are classified as 'sui generis' which do not fit in with one of the specified categories listed in the Use Class Order. Changing from one use to another is known as a change of use and applying for this may require planning permission. If a proposal is to stay within the same class, such as changing from one shop to another shop or from an office to another office, then this may not require planning permission. For further information the Scottish Government Circular 1/1998 contains guidance on use classes.

New development and / or use type will have to demonstrate that the proposal will contribute to the general retail role of the area. This can be individually or cumulatively and having regard to the existing balance retail and non-retail uses.

Class 1: retail developments: Retail sale of goods, hairdresser, undertaker, travel and ticket agency, post office. Dry cleaner, launderette, cold food consumption on premises.

Class 2: Financial, professional or any other service expected in shopping areas e.g. betting office, lawyers, accountants, estate agents, health centres, surgeries of dentists, doctors and vets (where the principal visitors are members of the public)

Class 3: Restaurant, café, snack bar (use for sale of food or drink on the premises)

Convenience Goods: The following is a non-exhaustive list: Food and non-alcoholic drinks, alcoholic drinks, tobacco, non-durable household goods; and newspapers and magazines.

Comparison Goods: The following is a non-exhaustive list: books, clothing and footwear, furniture, floorcoverings and household textiles, audio visual equipment and other durable goods (domestic appliances and phones), hardware and DIY supplies, chemists' goods, jewellery, watches and clocks, bicycles; and Recreational and other miscellaneous goods

Bulky Goods: The following is a non-exhaustive list: furniture / floorcoverings and household textiles, domestic appliances and half of expenditure on audio visual equipment / phones, DIY, tools, plants but excluding china and glass.



Sequential test: when planning for uses which generate significant footfall, locations will be considered in the following order:

- Town centres;
- Edge of town centres;
- Other commercial centres identified in the development plan; and
- Out-of-centre locations that are, or can be, made easily accessible by a choice of transport modes.

7 Useful links

Local Development Plan - <http://dumgal.gov.uk/index.aspx?articleid=11907>

Scottish Planning Policy - <http://www.scotland.gov.uk/Topics/Built-Environment/planning/National-Planning-Policy/newSPP>

PAN 52 - <http://www.scotland.gov.uk/Publications/1997/04/pan52>

2012 Retail Capacity Study - <http://dumgal.gov.uk/CHttpHandler.ashx?id=11768&p=0>

2013 National Review of Town Centres: Town Centre Action plan – The Scottish Government Response - <http://www.scotland.gov.uk/Publications/2013/11/6415/0>