

**Issue No: 28**

**Issue: Network of Strategic Centres**

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### **Supporting Documents**

1. Glasgow and the Clyde Valley Strategic Development Plan Proposed Plan, Background Report 14, Network of Strategic Centres
2. Main Issues Report Scottish Government consultation response dated 28<sup>th</sup> January 2011 (Extract)
3. Capital Shopping Centre plc representation (1) dated 23<sup>rd</sup> August 2011
4. Capital Shopping Centre plc representation (2) dated 23<sup>rd</sup> August 2011
5. John Lewis representation dated 26<sup>th</sup> August 2011
6. Jo Swinson representation (1) dated 26<sup>th</sup> August 2011
7. Jo Swinson representation (2) dated 26<sup>th</sup> August 2011

<b>Issue 28</b>	<b>Network of Strategic Centres</b>	
<b>Development plan reference:</b>	Philosophy and Principles Spatial Framework 3 Sustainable communities	<b>Reporter:</b>
<b>Body or person(s) submitting a representation raising the issue (including reference number):</b>		
E20 H.J. Paterson E21/1 National Grid Property Ltd E26/3 ASDA Stores Ltd E33 Buchanan Partnership E41 Hammerson (Retail Property Holdings Ltd.) E44 Paisley West & Central Community Council E56 Ravenscraig Ltd. E61 Clydebank re-built		
<b>Provision of the development plan to which the issue relates:</b>	Diagram 3 (page 5) Diagram 4 (page 6) Network of Strategic Centres and Strategy Support Measure 11 (page 51) Schedule 12 (page 52) Diagram 18 (page 53) Diagram 20 (page 61)	
<b>Planning authority's summary of the representation(s):</b>		
<p><b>E20 H.J. Paterson</b></p> <ul style="list-style-type: none"> <li>• Bridge of Weir retailing is sub-standard and the site at Moss Road could provide an opportunity for meeting local retail needs.</li> </ul> <p><b>E21/1 National Grid Property Ltd and E26/3 ASDA Stores Ltd</b></p> <ul style="list-style-type: none"> <li>• the data source employed (National Survey of Local Shopping Patterns) has limited reliability (because of survey design and sample) which should be acknowledged, and is also out-of-date.</li> <li>• Retail Capacity Assessments have a number of significant weaknesses and are an unreliable tool for retail planning purposes.</li> <li>• the assessment that superstore comparison retailing is not a strategic issue is supported and should be included in the Proposed Plan as a Policy Statement.</li> <li>• the assessment of superstore comparison shopping as a 'potentially strategic issue' is not supported by evidence, and this ancillary shopping floorspace has an important role to offer; therefore the only risk to the strategic network of centres is the impact of proposed new development upon the vitality and viability of the strategic centres.</li> </ul> <p><b>E33 Buchanan Partnership</b></p> <ul style="list-style-type: none"> <li>• the evidence base is out of date and has not captured the full trading impact of Silverburn/Pollok, with no retail capacity assessment.</li> <li>• the extent of 23 strategic centres is not sustainable in Scotland and the Proposed Plan should address and differentiate these centres, rather than only identifying Glasgow City Centre.</li> <li>• there is potential for retail impact on Glasgow City Centre from further</li> </ul>		

retail development at Braehead and elsewhere.

**E41 Hammerson (Retail Property Holdings Ltd.)**

- the role and catchment of Pollok/Silverburn has been underestimated and that of Braehead overestimated.
- the inclusion of Braehead within the strategic network of centres is objected to, as it is not a town centre, and it should be deleted.

**E44 Paisley West & Central Community Council**

- Braehead should not be given increased civic consideration and the residential element should be linked to the historic town centre of Renfrew.

**E56 Ravenscraig Ltd.**

- Most matters raised in response to Main Issues Report have been addressed in Proposed Plan, however the indicative forms of development (diagram 3) should include 'retail' for Ravenscraig, and Schedule 12 should be expanded with regard to Ravenscraig to fully reflect the masterplan.

**E61 Clydebank re-built**

- The approach of directing Local Development Plans to manage and develop Strategic Centres is supported, but this needs to reinforce town centres and support the sequential test.

**Modifications sought by those submitting representations:**

**E20 H.J. Paterson**

- Bridge of Weir should be considered for retail development.

**E21/1 National Grid Property Ltd and E26/3 ASDA Stores Ltd**

- Background Report 14 should be modified to:
  - acknowledge the limited reliability of the NSLSP data source;
  - to delete reference to Retail Capacity Assessments;
  - to delete the assessment of superstore non-food shopping as a potential strategic issue for Local Development Plans;
  - to recognise that only where retail proposals affect the vitality and viability of strategic centres will they pose any risk to the strategic network of centres;
  - to recognize the important role of ancillary comparison floorspace within foodstores;
  - to justify the selected definition of strategic centres beyond quantified retail spend.
- A Policy Statement should be included in the Proposed Plan to state that superstore retailing is not a strategic issue.
- the Proposed Plan should recognise that only where retail proposals affect the vitality and viability of strategic centres will they pose any risk to the strategic network of centres.

**E33 Buchanan Partnership**

- the designations and hierarchy of the Strategic Network of Centres should be undertaken at the Strategic Development Plan level, and Strategy Support Measure 11 in the Proposed Plan should reflect this change.
- Schedule 12 of the Proposed Plan should be amended to differentiate between the roles and relationships of different centres.

**E41 Hammerson (Retail Property Holdings Ltd.)**

- Braehead should be removed from Schedule 12 of the Proposed Plan or identified as a separate category from the listed town centres, with suitable amendments to Strategy Support Measures 1 and 11.
- Chapter 4 and Schedule 12 of the Proposed Plan should acknowledge that Pollok/Silverburn is of greater strategic significance than Braehead.

**E56 Ravenscraig Ltd.**

- 'Retail' should be listed against Ravenscraig in Diagram 3 of the Proposed Plan.
- Schedule 12 of the Proposed Plan should list "delivery of a diverse, mixed use town centre incorporating a full range of functions including major leisure and retail uses, thereby securing regeneration and investment in the wider area".

**E61 Clydebank re-built**

- the sequential test for the location of retail investment must not be dropped from strategic policy (Diagram 4 and page 51) in the Proposed Plan.

**Summary of responses (including reasons) by planning authority:**

The focus of the Strategic Development Plan is the identification of a Strategic Network of Centres, as part of a concise and visionary document, for development and management through the Local Development Plan process. The Glasgow and the Clyde Valley Strategic Development Planning Authority consider that the proposed modifications do not support this objective and are rejected for the following reasons:

**E20 H.J. Paterson**

- Bridge of Weir is not considered to be a Strategic Centre and as such local retail planning matters are more appropriately considered at the Local Development Plan level.

**E21/1 National Grid Property Ltd and E26/3 ASDA Stores Ltd**

- Background Report 14 (Supporting Document 2) is a technical paper and is not part of the formal Examination process. With regard to points raised by the representation, the National Survey of Local Shopping Patterns is an established and reputable data source, usefully employed at the strategic level. However, the representations regarding the data year of 2008 and alternative analyses will be noted and taken forward through a strategic Retail Capacity Assessment as part of on-going monitoring.
- in terms of a Policy Statement to the effect that superstore food retailing is not a strategic issue, as stated in Background Report 14 it is not considered that this is required in the Strategic Development Plan. The Proposed Plan is intended to be a concise and visionary document and the

focus of the Plan is the identification of a Strategic Network of Centres. The Background Report is a technical paper which explains the non-inclusion of food retailing, and also bulky goods retailing as local planning issues, albeit with potential impact in terms of comparison goods floorspace.

- it is not considered appropriate to state that only where retail proposals affect the vitality and viability of strategic centres will they pose any risk to the strategic network of centres. This would be a reiteration of national retailing policy and therefore unnecessary in terms of meeting the objective of the Proposed Plan as set out above.

### **E33 Buchanan Partnership**

- there is not a hierarchy within the Strategic Network of Centres, other than recognition that Glasgow City Centre plays a significantly wider role than just the city-region. The development and management of these centres is considered a matter more appropriately dealt with by Local Development Plans, albeit with some outline guidance as detailed in Schedule 12, and therefore it is not appropriate to amend Strategy Support Measure 11 or Schedule 12 of the Proposed Plan.

### **E41 Hammerson (Retail Property Holdings Ltd.)**

- The Strategic Development Plan Proposed Plan identifies the Strategic Network of Centres and does not differentiate between town centres and other centres. Town centre status and boundaries are matters for Local Development Plans, based upon the relationship of centres with their respective communities, as stated by the Scottish Government (supporting Document 2). Braehead is identified as a Strategic Centre which is supported by the owners Capital Shopping Centres plc (Supporting Documents 3 and 4), and although it is acknowledged that Pollok/Silverburn's relative retail performance has increased since 2008, it is not appropriate to list or rank centres other than acknowledging the relationship between the City Centre and the other Strategic Centres of the network.

### **E56 Ravenscraig Ltd.**

- there is not a need to modify Diagram 3 and Schedule 12 of the Proposed Plan, as these are considered to represent Ravenscraig's function appropriately. Diagram 3 refers to Ravenscraig's economic activity role, but also a retail role as part of the Strategic Network of Centres in the same table. Schedule 12 makes reference to the masterplan under 'Future Actions'.
- the Sequential Test is established in Scottish Planning Policy and does not require repetition in the Strategic Development Plan, a concise and visionary document focused upon the identification of the Strategic Network of Centres.

### **E61 Clydebank re-built**

- the management of non-strategic centres is a matter for the appropriate Local Development Plan, although the points are noted.

### **Representations of Support**

In addition to the representations seeking modifications, there is support for the inclusion of Braehead in the Strategic Network of Centres from Capital Shopping Centres (Supporting Documents 3 and 4), and general support for the approach

of the Proposed Plan from the John Lewis Partnership (Supporting Document 5) plus support of the direction of large-scale retailing away from smaller centres in East Dunbartonshire from Jo Swinson MP (Supporting Documents 6 and 7).

**Reporter's conclusions:**

**Reporter's recommendations:**