



**GLASGOW AND THE CLYDE VALLEY JOINT STRUCTURE PLAN 2000
FOURTH ALTERATION 2008**

Commercial Centre Retail Locations Strategic Planning Role

STRATEGIC ENVIRONMENTAL ASSESSMENT Determination Statement

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Introduction

- 1 The Glasgow and the Clyde Valley Structure Plan Joint Committee proposes to promote a **Fourth Alteration** to the *Glasgow and the Clyde Valley Joint Structure Plan 2000*.
- 2 The Joint Committee views the changes proposed by the **Fourth Alteration 2008** as minor terminological alterations for clarification purposes with no significant change to policy.

Screening for Strategic Environmental Assessment

- 3 In relation to *Schedule 2 Criteria for determining the likely significance of the effects on the environment of the Environmental Assessment (Scotland) Act 2005*, the Joint Committee has applied these criteria to reach its opinion that the proposed **Fourth Alteration 2008** has little or no effect in relation to the environment.
- 4 As required by *Section 9 of the Environmental Assessment (Scotland) Act 2005*, the Joint Committee, as the responsible authority, has prepared a summary of its views as to whether or not the Plan is likely to have significant environmental effects. The **Summary** and **Screening Report** were sent to each of the consultation authorities, namely Historic Scotland, SEPA and SNH, as specified within the *Environmental Assessment (Scotland) Act 2005* for their consideration.
- 5 The consultation authorities have now considered the screening request and agree that the Plan is not likely to have significant strategic environmental effects in terms of air, water, soil, human health and climatic factors or significant implications for the natural and historic environments. Furthermore, it is agreed that the Plan is not likely to have significant strategic environmental effects in respect of the:
 - short, medium, and long-term effects;
 - permanent and temporary effects;
 - positive and negative impacts effects; and
 - secondary, cumulative and synergistic effects.
- 6 The remainder of this **Determination Statement** outlines the reasons for arriving at this conclusion.

Background

- 7 The *Glasgow and the Clyde Valley Joint Structure Plan 2000, Third Alteration 2006*, in addition to a network of centres, identified a number of established out-of-centre locations which, whilst not having a town centre status, have specific roles in terms of retailing and leisure. These locations were recognised in an additional policy Schedule 6(c)(iii).
- 8 The policy priority remains the focus on town centres as the preferred location for new retail development as set out in *Schedules 6(c)(i) and 6(c)(ii)*. However, *Joint Structure Plan 2000* policies were adjusted by the *Third Alteration 2006* to recognise the role of these other out-of-centre locations within the network of retailing opportunities. The *Third Alteration 2006* has identified that the shopping and leisure, and tourism-orientated centres listed in *Schedule 6(c)(iii)* should be taken into account in the assessment of out-of-centre retail development proposals so as to ensure adverse impacts on them are avoided.



Modifications to the Third Alteration

- 9 The Scottish Ministers issued their *Draft Modifications to the Third Alteration 2006* on 30 November 2007. The draft modifications did not include any changes to Schedule 6(c)(iii) so as to resolve inconsistency with the terminology of *Scottish Planning Policy 8: Town Centres and Retailing* (SPP 8). The Scottish Ministers issued *Final Modifications* on 25 April 2008. Consistent with their approach to the *Draft Modifications*, Scottish Ministers did not make any final modifications to **Schedule 6(c)(iii)**.
- 10 The Joint Committee acknowledged the finalised version of SPP 8 in its report of 18 September 2006, which along with the submitted *Third Alteration 2006* referred to the previous use of draft SPP 8 terminology in respect of **Schedule 6(c)(iii)** locations. The report considered if Scottish Ministers could update the terminology to **commercial centres** during the modifications process to ensure consistency with SPP 8. The report suggested that the Joint Committee would have welcomed this change to eliminate any uncertainty associated with different terminology. Indeed, the report infers that the two terms are synonymous.
- 11 The Joint Committee, however, recognised that the Scottish Ministers understood its commitment to a major review of Town Centres and retailing for the inaugural *Strategic Development Plan* for Glasgow and the Clyde Valley in 2011 and therefore that the Scottish Ministers' decision on modifications to the submitted plan reflected that commitment.
- 12 In subsequent Joint Committee papers, and in the *Town Centres and Retailing Issues Report 2007*, the Joint Committee has used the SPP 8 term **commercial centres**, indeed posing issues in the latter document as to whether future Strategic Development Plan policy should differentiate within that category between strategic, local or both. In its *Town Centres and Retailing Issues Report 2007 - Summary of Responses*, March 2008, the Joint Committee (paragraph 8), regarding re-designating as **commercial centres**, acknowledged that this need "...is to some extent a matter of timing regarding the submissions of the *Third Alteration 2006* and publication of SPP 8."



Scottish Planning Policy Context

13 The *Third Alteration 2006* was based upon the draft version of *Scottish Planning Policy 8: Town Centres and Retailing* (SPP 8), published on 18 August 2005. That version used *shopping and leisure centres* as terminology for retail locations distinct from *town centres*. The Joint Committee adopted that terminology within the category of *out-of-centre retail locations* in Schedule 6(c)(iii). The sequential test gave a sequential preference to *shopping and leisure centres* or specific *out-of-centre locations*. The *Third Alteration 2006* was submitted on 28 April 2006 to the Scottish Ministers and in August 2006 the final version of SPP 8 was published.

Draft Scottish Planning Policy 8 Town Centres and Retailing

Shopping and Leisure Centres

Shopping and leisure centres have a more specific focus on retailing and leisure, or can include elements of both. Examples include out-of-centre locations for shopping centres, leisure uses, retail warehouses and parks and factory outlet centres.

15 The sequential test, as set out in the final version of SPP 8, identifies four categories of development location and requires that these locations are considered in the following order:

Scottish Planning Policy 8 Sequential Approach

- (i) Town centre
- (ii) Edge-of-centre
- (iii) Other commercial centres identified within the development plan
- (iv) Out-of-centre sites in locations that are, or can be made, easily accessible by a choice of modes of transport

14 The final version of SPP 8 incorporated a change in terminology from *shopping and leisure centres* to *commercial centres*, as distinct from *town centres* and also gave a sequential preference to *commercial centres*.

Scottish Planning Policy 8 Town Centres and Retailing

Commercial Centres

These centres generally have a more specific focus on retailing or retailing and leisure uses. Examples include out-of-centre shopping centres, commercial leisure developments, mixed retail / leisure developments, retail parks and factory outlet centres.



Reason for the Fourth Alteration

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- 16 A failure to reflect the published *Scottish Planning Policy 8: Town Centres and Retailing* (SPP 8) guidance within the *Glasgow and the Clyde Valley Joint Structure Plan 2000, Third Alteration 2006* could diminish the current strategy of a plan-led approach to the provision of retailing opportunities within the Glasgow and the Clyde Valley area. The **Fourth Alteration 2008** seeks to bring the *Glasgow and the Clyde Valley Joint Structure Plan 2000, Third Alteration 2006* into alignment with the Scottish Government's published policy and therefore provide the constituent authorities of the Joint Committee with up-to-date strategic guidance to be used when considering retail planning applications. This action will enable decisions to be taken in line with the current policy presumption which seeks to direct investment and development to existing town centres within the Glasgow and the Clyde Valley area. This **Fourth Alteration 2008**, therefore, reflects a change in terminology to accord with SPP 8, leading to previously identified **out-of-centre retail locations** in Schedule 6(c)(iii) being renamed **commercial centres**.
- 17 The locations proposed to be identified as commercial centres within the **Fourth Alteration 2008** were identified as out-of-centre locations within the *Glasgow and the Clyde Valley Joint Structure Plan 2000, Third Alteration 2006* and were subject to the appropriate environmental assessment.
- 18 The updated terminology does not alter the policy priority of focussing development within existing town centres. Commercial centres are sequentially below town centres and edge-of-centre sites in the proposed updated policy and, as stated previously, the proposed change is purely an administrative matter of timing regarding the publication of the final version of SPP 8 in August 2006 and submission of the **Third Alteration** to Scottish Ministers in April 2006.
- 19 It is important to note that the **Fourth Alteration 2008** does not seek to identify new out-of-centre locations; it continues to focus development on the existing network of centres approved by the Scottish Ministers, nor does it seek to promote additional retailing opportunities, increase floorspace or significantly change the role and function of those out-of-centre locations designated as commercial centres.



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- 20 It is considered that there will be no environmental consequences from changing the terminology from *out-of-centre* to *commercial centres* since the policy context remains unchanged. In other words, the sequential approach to directing development to town centres and edge-of-centre location takes precedence over development in commercial centres.
- 21 Consequently, the *Fourth Alteration 2008* simply seeks to change the terminology to reflect *Scottish Planning Policy 8: Town Centres and Retailing* (SPP 8) and the Joint Committee is of the opinion that proposed *Fourth Alteration 2008* to the *Glasgow and the Clyde Valley Joint Structure Plan 2000* is unlikely to have significant environmental effects.



Consultation

- 22 The Joint Committee proposes to consult on the *Fourth Alteration 2008* from mid-September 2008. Furthermore, with regard to the *Strategic Environmental Assessment of the Fourth Alteration 2008*, it is the intention of the Joint Committee to undertake another Screening Process at the end of the consultation period in late October 2008, ensuring that the potential environmental effects of the *Fourth Alteration 2008* are assessed as demanded by statute.

Conclusion

- 23 Therefore, having had regard to the characteristics of the Plan and its likely effects in the area that could be affected by the proposed *Fourth Alteration 2008 Consultative Draft*, the Joint Committee has concluded, as the responsible authority, that the *Fourth Alteration 2008* is unlikely to have any negative environmental effects and consequently there is no requirement for environmental assessment outlined in the *Environment Assessment (Scotland) Act 2005*.

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