

REPORT TO: CITY DEVELOPMENT COMMITTEE - 8 MARCH 2010

REPORT ON: WHITFIELD PLANNING FRAMEWORK 2010

REPORT BY: DIRECTOR OF CITY DEVELOPMENT

REPORT NO: 85-2010

1 PURPOSE OF REPORT

- 1.1 The purpose of this report is to inform Committee of progress with implementation of regeneration proposals in Whitfield and to seek approval for amendments to the Whitfield Planning Framework.

2 RECOMMENDATION

- 2.1 It is recommended that the Committee:
- a notes the progress that has been made with the implementation of regeneration proposals in Whitfield; and
 - b approves the amended Whitfield Planning Framework 2010 as supplementary planning guidance to the Dundee Local Plan Review 2005 to direct the future development within the Whitfield area.

3 FINANCIAL IMPLICATIONS

- 3.1 There are no financial implications arising as a result of this report.

4 BACKGROUND

- 4.1 Reference is made to Item II of the Planning and Transportation Committee Meeting in December 2006 when it was agreed to approve the Whitfield Planning Framework as a basis for securing the implementation of proposals to further regenerate the Whitfield area. Updates to this Framework were approved at the meeting of the Policy and Resources Committee in November 2007.

- 4.2 In accordance with the approved Framework, progress has been made in a number of respects, including:

- a Angus Housing Association has commenced the development of 35 houses and 6 flats for social rent at Berwick Drive;
- b Home Scotland Housing Association has commenced the development of 23 houses and 7 flats for social rent at Summerfield Avenue;
- c in September 2009 the City Development Committee approved the sale of the site at Aberlady Crescent to Taylor Wimpey for the development of private housing;
- d in January 2009 the City Development Committee approved a Site Planning Brief to guide the development of the site at Lothian Crescent; and
- e a planning application has been submitted for the construction of the new road linking Lothian Crescent in the west of Whitfield with Aberlady Crescent in the east.

- 4.3 In addition to the above, progress has been made with other development proposals that support the regeneration of Whitfield but are not included in the approved Framework. These proposals include:
- a the proposal approved by the Education Committee to build a new 3 stream primary school to replace Whitfield and Newfields Primary Schools and Whitfield Community Early Years Centre. A planning application for this development has been submitted and construction is programmed to commence in October 2010 with the new school opening in April 2012;
 - b the proposals approved by the Policy and Resources Committee to establish a combined "Life Services" facility for NHS, Social Work and Leisure and Communities use. This facility will replace existing health, social work and community premises in Whitfield. A site for the development of this facility has been identified to the north of the proposed primary school;
 - c through previous consultation exercises, the poor quality environment and high level of vacant floorspace in the existing Whitfield shopping centre in Whitfield has been identified as a problem. The opportunity to develop an appropriate level of new retail floorspace, integrated with the Life Services facility close to the school in a central location is being actively explored. The preferred scenario would see the site of the existing shopping centre being redeveloped for housing;
 - d working with local residents through the Whitfield Development Group, progress is being made to establish an appropriate hierarchy and network of open space provision through the regeneration process to serve both existing and new housing areas;
 - e additional housing development opportunities have been identified in Whitfield as a result of other changes in the area. These opportunities include the existing Whitfield and Newfields Primary Schools, the site of the former Springfield School that has been demolished and the site of the former St Matthews Church. The proposals to establish the "Life Services" facility will also release existing health, social work and community facility sites and housing is considered a suitable alternative use for these.
- 4.4 A major public consultation event, to which all residents of Whitfield were invited, took place in September 2009. The purpose of this event was to update the Whitfield community on progress with regeneration proposals and to seek feedback on the emerging "Life Services" facility and open space network. A brief summary of the comments received during this consultation event is contained in Appendix 1 to this report.
- 4.5 The Whitfield Planning Framework has been approved in the past as a material planning consideration to guide decisions on planning applications. In light of the changes outlined above, it is appropriate that the Framework is amended to reflect the up to date regeneration proposals and is referred to the Council's Development Quality Committee.
- 4.6 As well as updating the Framework Diagram, it is considered appropriate that amendments to the Framework include the addition of some explanatory text to provide some context for the regeneration. This text incorporates much of the information contained in the draft Design Guide, approved by the Planning and Transportation Committee for consultation purposes in 2006. In addition, the

amended Framework outlines current thoughts on the phasing of release of Council owned land for the development of housing. Whilst it is acknowledged that the pace of housing development will be largely dictated by market conditions, the identification of short, medium and longer term development opportunities helps to keep the community informed and provides additional information that may assist the investment decisions of prospective developers.

5 POLICY IMPLICATIONS

5.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. The major issues identified are:

a Sustainability

The Whitfield Planning Framework accords with the Council's Sustainability Policy, particularly the key principles of "Transport and Travel" and the "Built Environment". The Framework promotes the redevelopment of brownfield land and highlights the opportunity to improve pedestrian links within a location already accessible by public transport and close to local services and amenities.

b Anti-Poverty Objectives

In terms of the Council's Anti-poverty objectives, the Framework promotes the provision of affordable housing and the availability of shopping and community facilities in accessible locations.

c Equality Impact Assessment

The Framework falls outwith the need for an Equality Impact Assessment and its contents are believed to have no effect on equal opportunities.

d Risk Management

The Brief has no implications on Risk Management.

6 CONSULTATIONS

6.1 The Chief Executive, Depute Chief Executive (Support Services), Director of Finance and Assistant Chief Executive have been consulted and are in agreement with the contents of this report.

7 BACKGROUND PAPERS

7.1 There are no background papers of relevance to this report.

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IGSM/WF/KM

26 February 2010

Dundee City Council
Tayside House, Dundee

APPENDIX 1

A brief summary of the comments received during this consultation event.

| | Comment | Number of People to Make Comment |
|----|---|---|
| 1 | Open space and play facilities are valuable and should be upgraded. New innovative facilities should also be provided due to a larger population coming to Whitfield. | 17 |
| 2 | Montpelier Park should be left as open space and not developed. | 15 |
| 3 | New road is a good idea but must be traffic calmed effectively to ensure public safety. | 6 |
| 4 | New road is not wanted due to safety and environmental reasons. | 4 |
| 5 | Bus stop and open space at Montpelier Park should be left accessible from the residents gates in Ashkirk Gardens. | 3 |
| 6 | Ashkirk Gardens and Ashkirk Place should not be considered part of Whitfield. | 2 |
| 7 | The Council is being greedy. | 2 |
| 8 | Existing road at Summerfield Gardens needs to be traffic calmed. | 1 |
| 9 | New road will provide much needed connections through Whitfield. | 1 |
| 10 | The Whitfield Framework should be abandoned for welfare and betterment of existing community. | 1 |
| 11 | Plots at Montpelier Park should be reduced in size. | 1 |
| 12 | New community centre should have a good sized sports hall for public use. | 1 |
| 13 | More one level accommodation should be provided for those already living in Whitfield so they do not need to move to another area. | 1 |
| 14 | Newfields Primary School should not be demolished. | 1 |
| 15 | Lock ups are required for rising number of vehicles in Whitfield. | 1 |

| | | |
|----|--|---|
| 16 | Part of the new housing to the rear of Tranent Gardens comes too close to the existing development. | 1 |
| 17 | Trees should be retained. | 1 |
| 18 | Environmental impact on wildlife/flowers/animals/trees/bats/existing residents needs to be considered. | 1 |
| 19 | Privacy of existing properties needs to be considered. | 1 |

APPENDIX 2**WHITFIELD PLANNING FRAMEWORK 2010**

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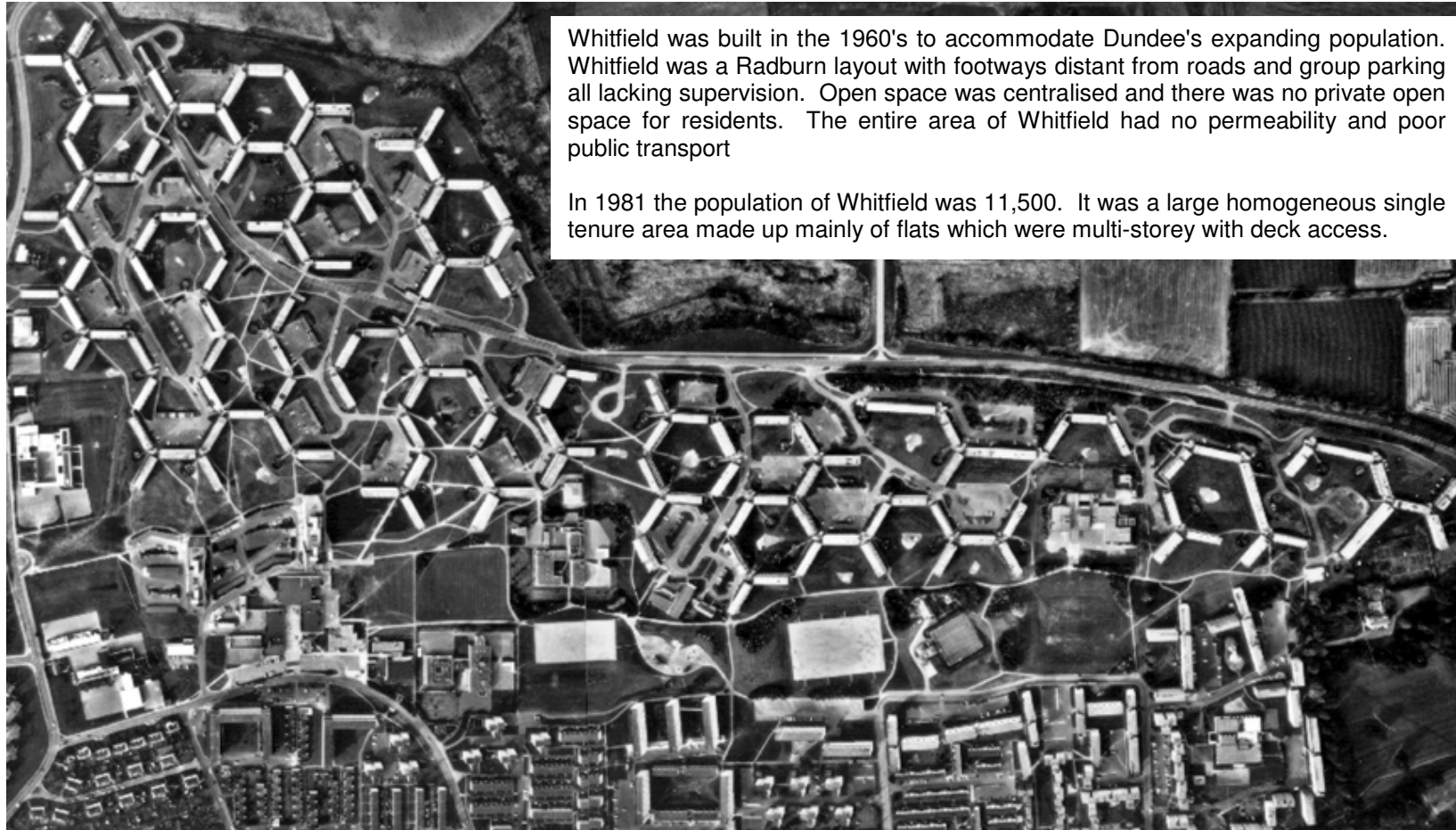
1 INTRODUCTION

Since 2005 Dundee City Council has worked with the Local Community of Whitfield to bring forward plans to secure the regeneration of Whitfield. A draft Framework was first approved in 2006.

Following extensive public consultation the updated Whitfield Planning Framework 2010 has been approved to guide future development in the area.

This Planning Framework covers the main aspects involved in the regeneration of Whitfield including Housing, Open Space, Permeability and Community Facilities.

REGENERATION BACKGROUND AND PRINCIPLES

FIGURE 1 - WHITFIELD PAST

Whitfield was built in the 1960's to accommodate Dundee's expanding population. Whitfield was a Radburn layout with footways distant from roads and group parking all lacking supervision. Open space was centralised and there was no private open space for residents. The entire area of Whitfield had no permeability and poor public transport

In 1981 the population of Whitfield was 11,500. It was a large homogeneous single tenure area made up mainly of flats which were multi-storey with deck access.

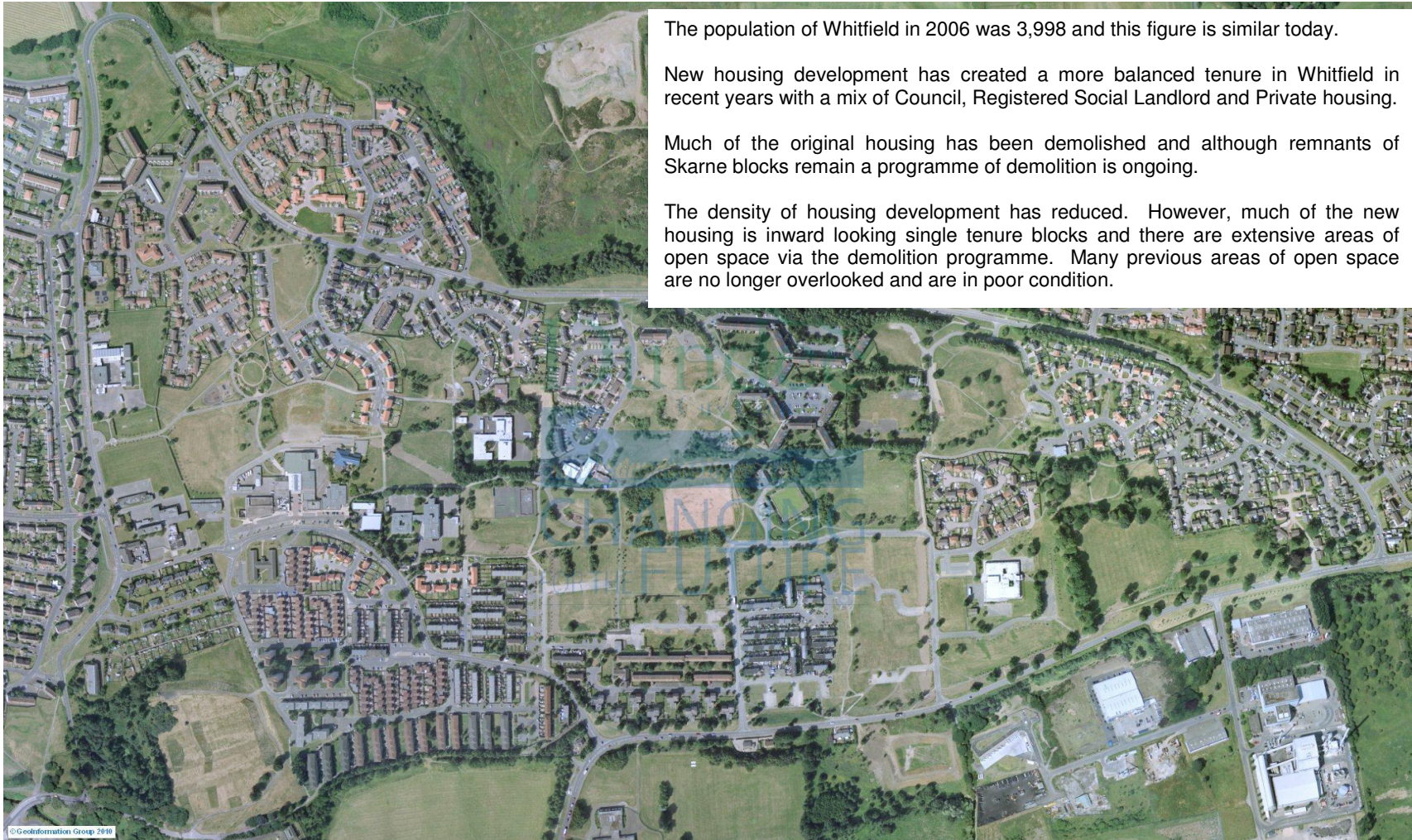
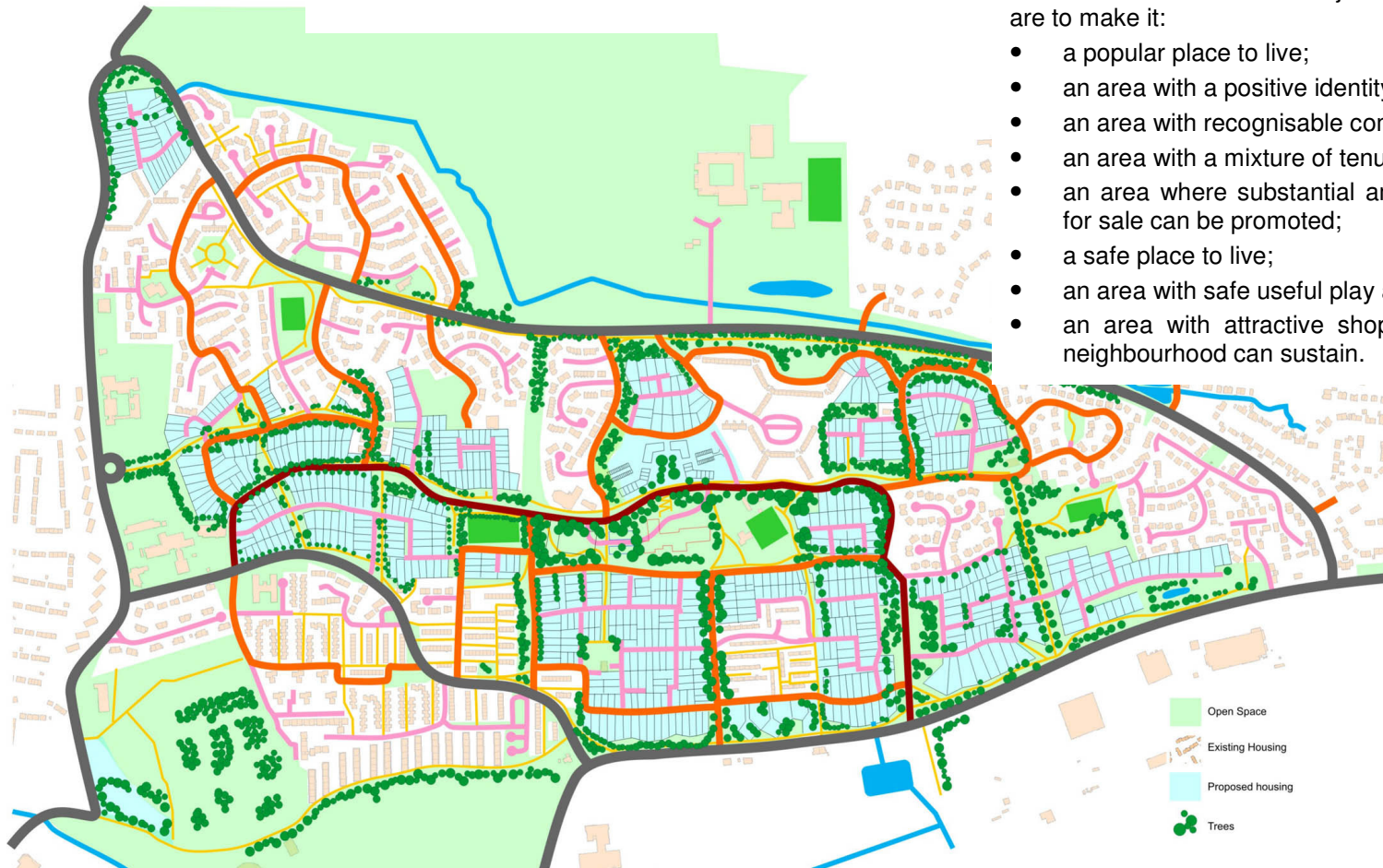
FIGURE 2 - WHITFIELD PRESENT

FIGURE 3 - WHITFIELD FUTURE



Through new development of vacant sites for housing and associated uses the main objectives for the future of Whitfield are to make it:

- a popular place to live;
- an area with a positive identity;
- an area with recognisable communities created within it;
- an area with a mixture of tenures;
- an area where substantial amount of "affordable" housing for sale can be promoted;
- a safe place to live;
- an area with safe useful play and recreation spaces; and
- an area with attractive shopping facilities at a level the neighbourhood can sustain.

2 HOUSING

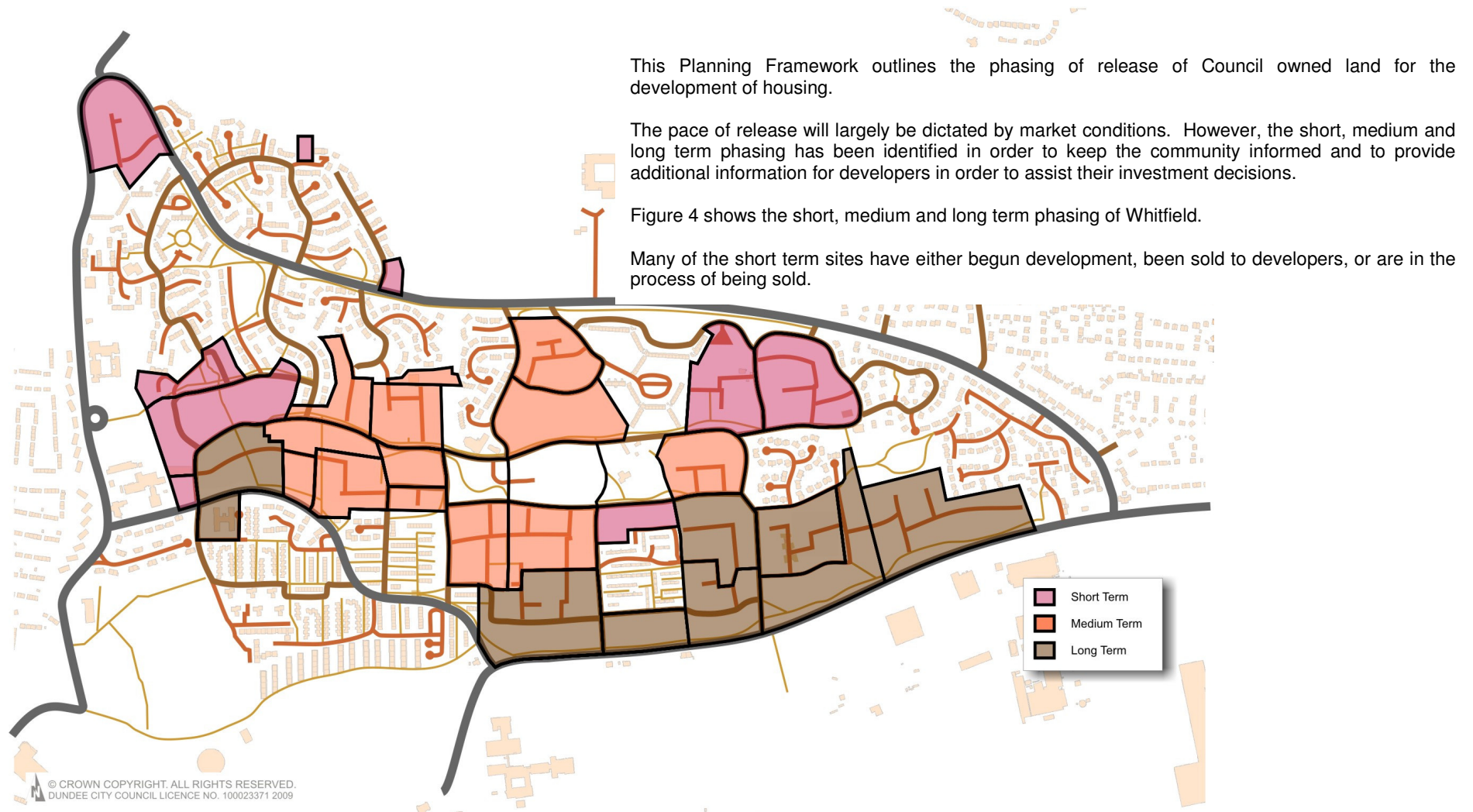
Tenure Mix/Capacity

The Planning Framework diagram identifies the potential for the development of between 800 and 1,000 new dwellings. The present tenure within the estate is weighted towards RSL and DCC stock. The regeneration should result in a more evenly split tenure balance. To achieve this, new social rented housing will be limited to 150 houses of which 75 will be provided in the developments underway at Summerfield Avenue and Berwick Drive. This will be kept under review throughout the regeneration process.

Well designed residential development is a key component to achieving the successful regeneration of Whitfield. A mix of house types and sizes will help to build a sustainable community allowing residents the choice to move within Whitfield and also help avoid the transient nature of single property type estates. It is evident that there is a shortage of affordable houses in the city. The regeneration can work towards addressing this shortage by providing a mix of 2, 3 and 4 bedroom houses in a mix of detached, semi-detached and terraced properties. This will create affordability, choice and add interest to the development as a whole.

The new development will consist predominantly of houses with flatted developments only being permitted in exceptional circumstances, normally highlighted in Site Planning Briefs.

FIGURE 4 - PHASING OF DEVELOPMENT SITES



Site Planning Brief/Development

As the regeneration of Whitfield progresses, Site Planning Briefs will be brought forward for each site in order consult with the local community and to provide site specific guidance to developers.

Future Site Planning Briefs will be presented to the City Development Committee for approval in advance of marketing.

Quality

A quality built environment is dependent on the successful inter-relationship between building form and use, architectural style, streetscape, spaces, places and movement patterns.

It is not the intention of this Planning Framework to specify the detailed design for buildings and open space but to allow skilled architects to propose imaginative solutions which work within general design guidelines.

All those involved in the creation of successful places should refer the Dundee Urban Design Guide. This Guide sets out the following principles which development in Dundee is expected to follow:

- the creation of a distinctive local character;
- development should respect the constraints of a site and the detailing should draw strength from local identity to avoid the “placelessness” formed when standardised design solutions are used;
- the use of local materials and an innovative approach towards their applications will help establish Whitfield as a part of Dundee with a distinctive and positive identity;
- development should create a sense of place by encompassing local nodes which will characterise the community and its individual clusters; and
- there should be little differentiation in location, design and quality between the housing for social rent and that for private sale.

3 OPEN SPACE/ENVIRONMENT

Open Space And Public Realm

The existing public open space in Whitfield is an important asset that makes a valuable contribution to the quality of life for residents. The City Council recognises the importance of public open space throughout the city and the positive benefits this can have on a community. The City's Public Open Space Strategy discusses these benefits, the types of open space and sets the standards for open space provision in the Dundee area. Developers will be expected to refer to this strategy when planning development in Whitfield as well as any detailed guidance regarding open space contained in relevant Site Planning Briefs. Due to the ongoing programme of demolitions in Whitfield there exists a surplus of open space in relation to the current population. This open space is in many cases of poor quality and would benefit from increased use and improved maintenance. Growth in population will increase use and it is therefore essential that improvements to existing public open space and in particular the historical areas (ie those not resulting from demolitions) are planned and developed in conjunction with residential development.

A key component of the Whitfield Planning Framework is the creation of the new Central Street together with the proposed development of school, shopping and community facilities presents the opportunity to create a new focal point in Whitfield. At the centre of the community is a new urban square which will act as a focus for day and evening activity and an area for organised community events.

Landscape design can make a significant contribution to environmental quality, particularly when planting begins to mature, but it cannot compensate for poor layout and design. Developers will consider landscape as an integral part of the design and layout from the outset of the development process. If development of sites is to be phased, developers should consider advance tree planting to establish a landscape framework within which the development can take place. All public spaces should function as part of an overall network of pedestrian routes and provide for the needs of the users including the elderly and people with disabilities.

To achieve a high standard of accessible public open space the following key principles shall be followed:

- developers will in conjunction with the City Council's Leisure and Communities Department evaluate the level and type of open space provided, whether in historical or new locations, to ensure that it meets the needs of the enlarged community. Reference will be made to the City Council's Public Open Space Strategy and the Local Plan Policy relating to dual use of open space within school grounds. The historical areas of open space should, where possible, be retained so that they can continue to be enjoyed by present and future generations;
- development will take place within a hierarchy of accessible public open spaces. At the top of this is the new urban square located on the new Central Street. Further down the hierarchy are neighbourhood parks (a range of parks and open spaces across an area, tailored to local needs) and local parks and open spaces (safe, accessible greenspaces and play areas close to people's homes). All areas of public open space must fall within the open space hierarchy. The

creation of small incidental open spaces without function will not be acceptable as these are often unmaintained or vandalised and can very quickly detract from the appearance of an area;

- housing shall front onto parks and open space to provide natural surveillance and to improve the attractiveness of the residential development;
- a clear distinction between public and private space must be established to improve safety and security and give people clear direction as to where they can and cannot go; and
- developers will, in conjunction with the City Council, create a management and maintenance regime to look after all public open space and public realm.

Sustainable Urban Drainage Systems

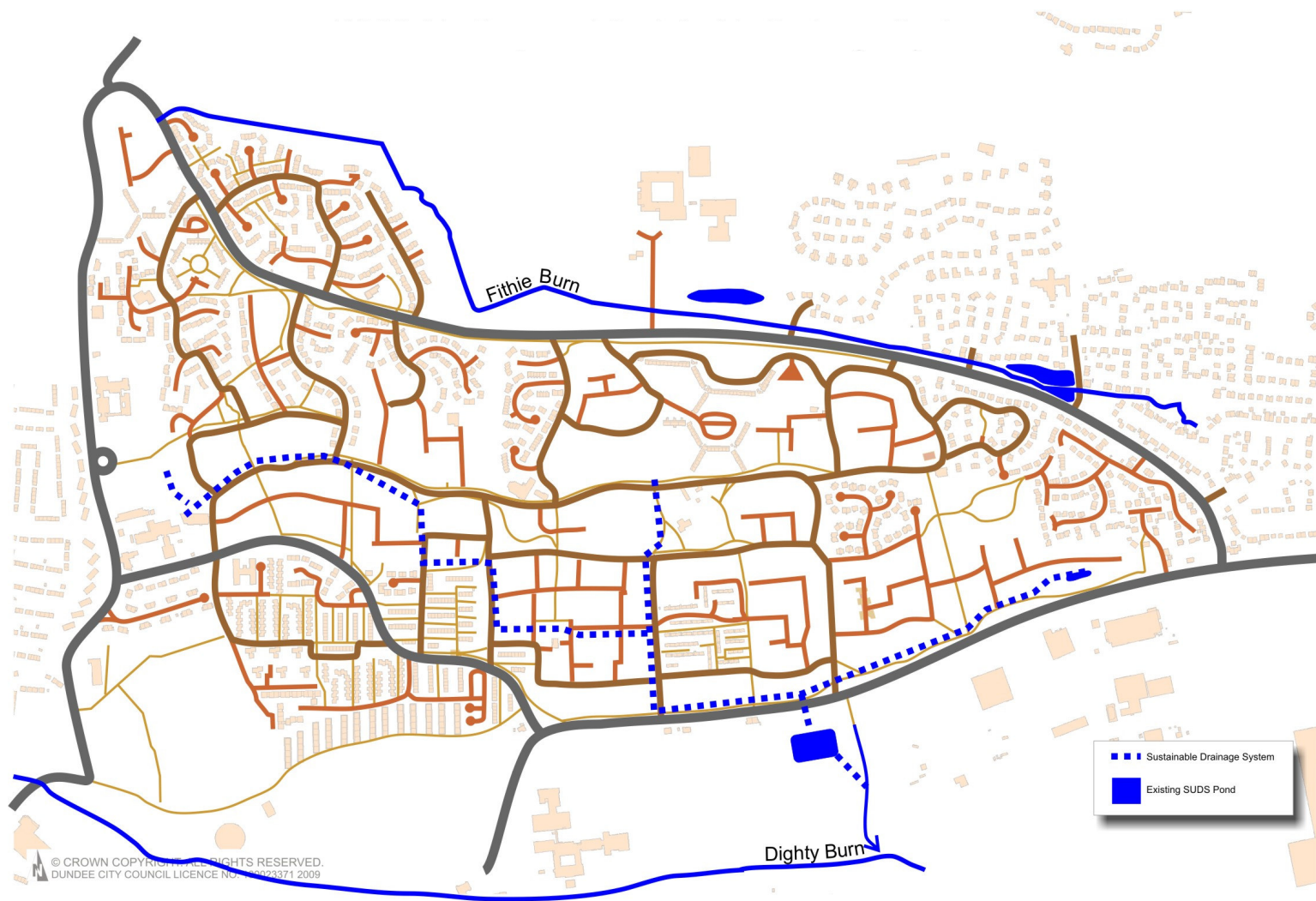
Built-up areas need to be drained to remove or control surface water. Drainage systems must be developed to promote the ideals of sustainable development, by balancing the different issues that should be influencing the design. Surface water drainage methods that take account of quantity, quality and amenity issues are collectively referred to as Sustainable Drainage Systems (SUDS). These systems are more sustainable than conventional drainage methods because they:

- manage run off flow rates, reducing the impact of urbanisation on flooding;
- protect or enhance water quality;
- are sympathetic to the environmental setting and the needs of the local community;
- provide a habitat for wildlife in urban watercourses; and
- encourage natural groundwater recharge (where appropriate).

To assist achievement of these benefits Dundee City Council has installed a strategic network of pipes and attenuation. This strategic infrastructure is designed to reduce the number of levels of treatment and volumes of attenuation required within individual development sites, and hence maximise development opportunities.. The network of conveyance leads to a large retention/detention pond to the south of Drumgeith Road (see Figure 5).

In considering SUDS proposals for individual development sites it is important that developers engage in early discussion with Dundee City Council and Scottish Water.

FIGURE 5 - SUDS



4 PERMEABILITY/ACCESS

FIGURE 6 - CROSS SECTION OF NEW CENTRAL STREET

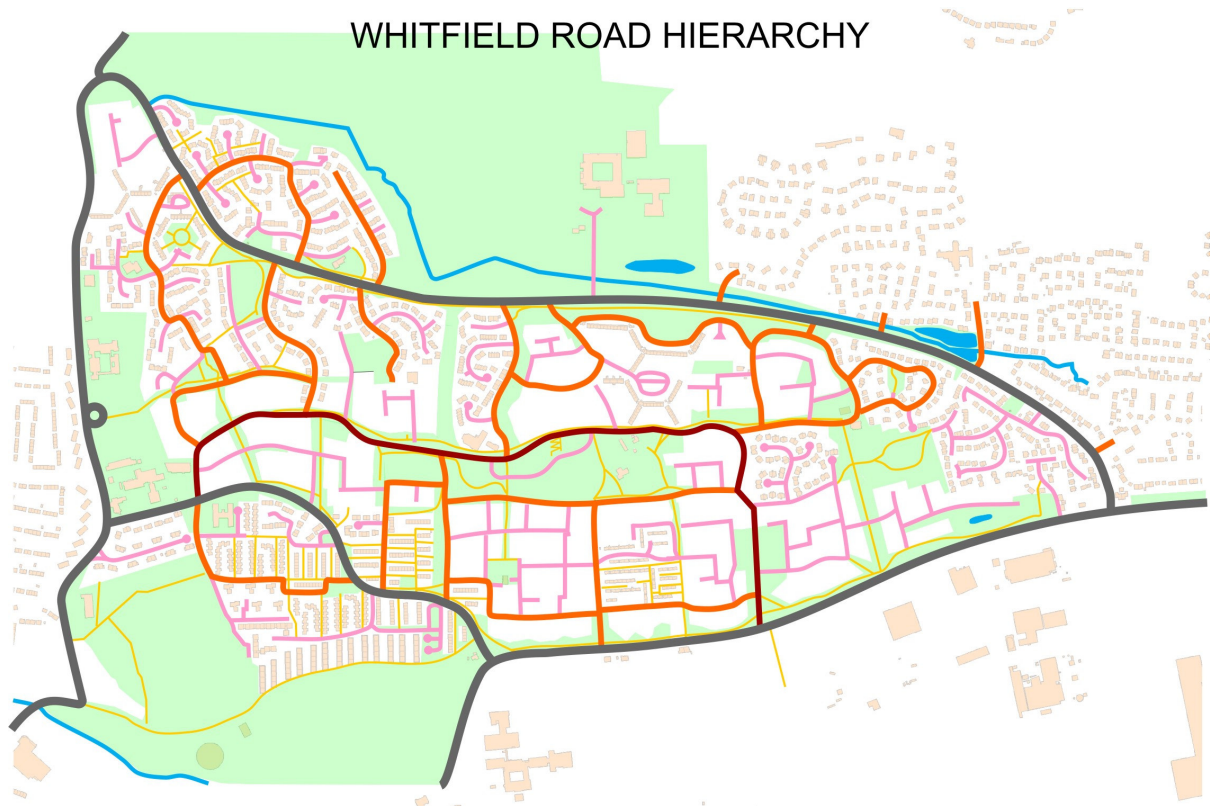


Street Hierarchy and Transport

The existing and new neighbourhoods will be defined by a well connected and permeable network of streets, squares and public open spaces providing the maximum freedom of movement and choice of direct routes to all destinations within the regeneration area and beyond. The layout of the present estate encourages walking and if this is to continue then the streetscape must be considered as important as the buildings themselves. It must be attractive, highly permeable, good quality, multi-functional, safe and durable.

The new streets within the network will be arranged in a hierarchy in order of location, physical scale, movement capacity, activity and mix of uses. At the top of this hierarchy will be the Central Street running east to west through Whitfield, linking the community to the local shops, recreation areas and community facilities. This is shown in Figure 4 and is designed to encourage low speeds and discourage through traffic. The Central Street will form the principal movement and activity spine through the Whitfield area connecting the enlarged road network and providing access to existing and new development opportunities. The character of the new Central Street will vary along its length due to the differing uses fronting onto it.

Use of traffic calming measures such as speed tables at each junction of the Central Street have been included to limit vehicle speeds. Developers should refer to Dundee - Streets Ahead (2005) for further guidance on road design and construction in development sites.

FIGURE 7 - WHITFIELD ROAD HIERARCHY

Cycle Routes/Pedestrian Routes

A cycleway and footpath will follow the route of the Central Street linking housing with schools and community facilities. Adequate provision will be made for cycle parking at community facilities and the larger recreation areas.

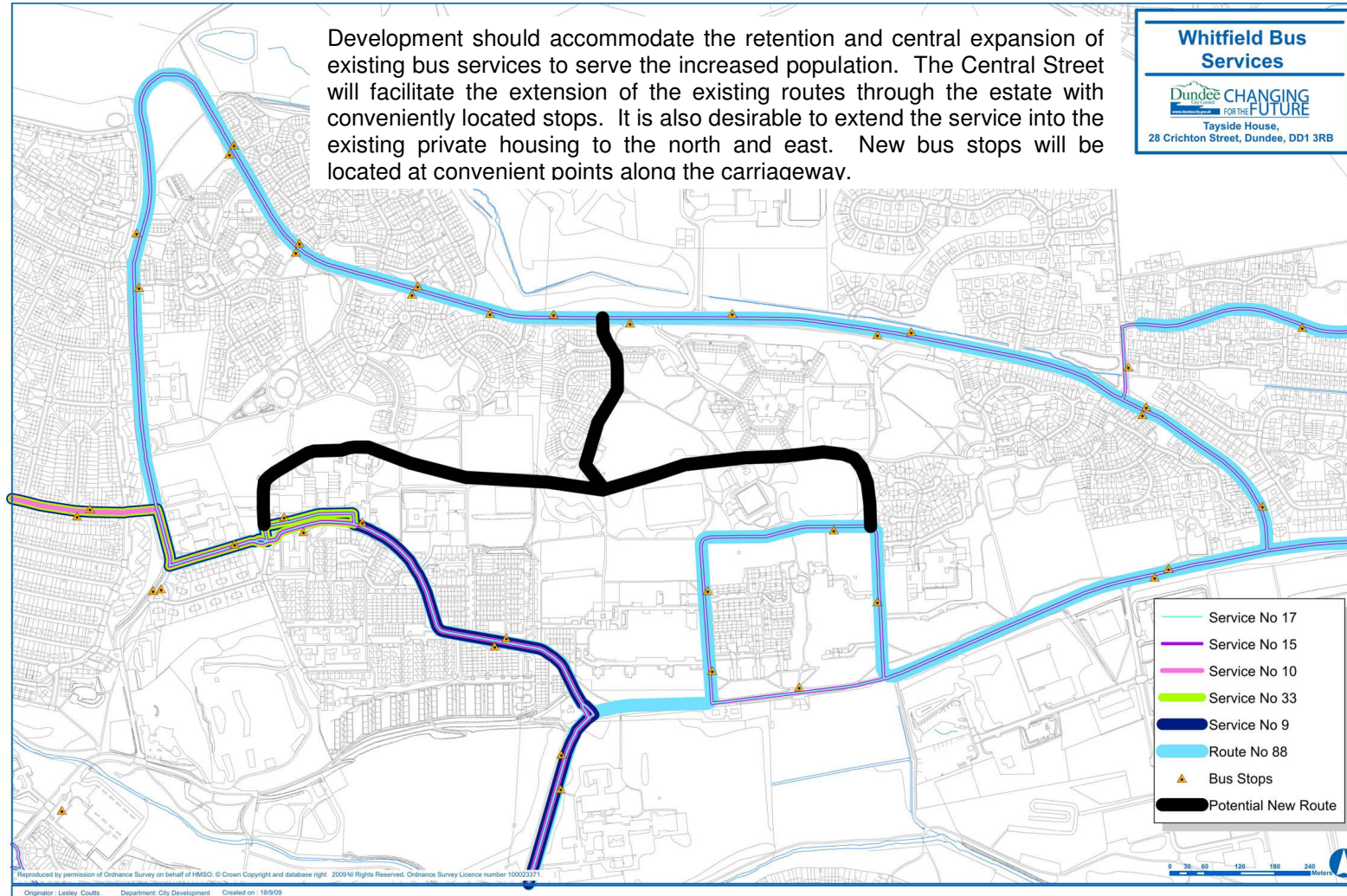
Car Parking

Residential car parking shall be provided in accordance with the appropriate standards set in the Local Plan. Private parking will predominantly be in-curtilage, although home zone style car parking courts may be considered acceptable in well designed higher density housing areas.

Street Lighting

Street lighting should be considered as an integral part of the design of streets, footpaths and cycleways. Consultation should take place with the City Council regarding the design of any street lighting that will be adopted for public maintenance. Opportunities should be explored to use street lighting as an urban design feature particularly on the Central Street and at nodal points within the estate. Street lighting is an important feature and can make an area feel safer.

FIGURE 8 - PUBLIC TRANSPORT



5 COMMUNITY FACILITIES

Shops

The current Whitfield Shopping Centre, located on Whitfield Drive, is considered unfit for purpose and requires significant investment to bring it to an acceptable standard.

The proposed new housing development for Whitfield also results in the existing shopping facilities being poorly positioned to service the whole community. The relocation of the public service buildings from their site adjacent to the shopping centre will add to the isolation and dereliction.

The Planning Framework calls for a replacement shopping centre better matched to the retail needs of the community and better located so as to enable easier access by the whole Whitfield Community.

It is proposed that a new retail facility of approximately 1,400m² is established, either integrated with the new Life Services building or adjacent thereto.

Local traders and the community are being consulted on all aspects of the proposed new shopping facilities.

Negotiations on the future of the existing shopping centre are ongoing with the owner.

Schools

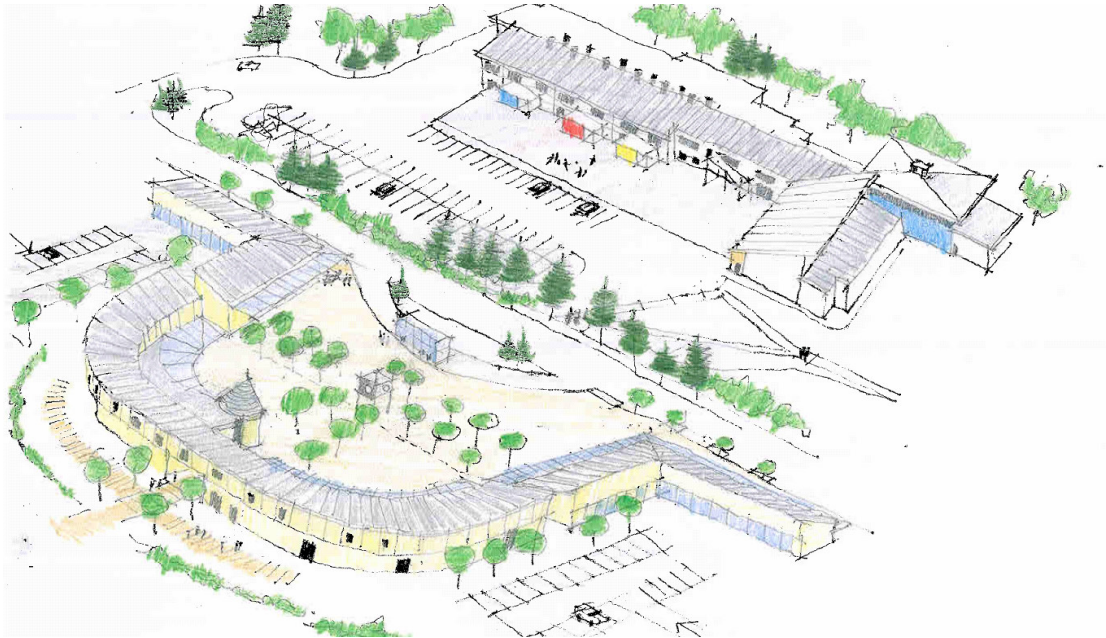
The Whitfield area is currently served by 4 primary schools and a comprehensive secondary school.

The secondary school is considered adequate for existing and future needs. A review of primary school facilities has concluded that two primary schools, ie Newfields Primary School and Whitfield Primary School, should be replaced.

This will be achieved through the provision of a new, 3 stream primary school to be located in the centre of Whitfield between Summerfield Avenue and Haddington Crescent. The new school will be adjacent to the new shopping facility and the proposed new Life Services Facility incorporating Health, Social Work and Leisure and Communities services.

The new primary school has been designed to service the existing and planned populations of Whitfield.

FIGURE 9 - AERIEL VIEW OF PROPOSED NEW PRIMARY SCHOOL AND LIFE SERVICES BUILDING



Life Services

An innovative Life Services Facility is proposed for Whitfield. This new service centre, jointly managed by NHS Tayside and Dundee City Council, will incorporate a number of integrated community services including, GP and healthcare services, Social Work and Leisure and Communities facilities.

NHS Tayside and the City Council have commissioned design work through a project team involving NHS and City Council staff. The local community have been consulted and are actively engaged in the design process.

The facility will provide a new concept of integrated services from a purpose built facility located in the heart of Whitfield adjacent to the new school and shopping facilities.

FIGURE - 10 PROPOSED LIFE SERVICES BUILDING

Workspaces

The new expanded Whitfield will likely generate new and additional service demands to complement the new retail, social and educational facilities and service the needs of the new housing development.

It is considered that a limited number of workspace units, providing for non intrusive trades eg electrical and plumbing services, would be of benefit to the community.

A feasibility study considering type, number and location of workspaces is proposed.

WHITFIELD CONCEPT DIAGRAM

