

REPORT TO: **PLANNING AND TRANSPORTATION COMMITTEE –
29 OCTOBER 2001**

REPORT ON: **DUNDEE LOCAL PLAN REVIEW: ISSUES PAPER AND
CONSULTATION ARRANGEMENTS**

REPORT BY: **DIRECTOR OF PLANNING AND TRANSPORTATION**

REPORT NO: **657-2001**

1 PURPOSE OF REPORT

- 1.1 To seek Committee approval for an Issues Paper prepared to stimulate discussion and provide input to the Dundee Local Plan Review and to update Committee on arrangements for public involvement in the process.

2 RECOMMENDATIONS

- 2.1 It is recommended that the Committee :

- a Notes that work on the Dundee Local Plan Review has commenced;
- b Approves the attached Issues Paper as a basis for stimulating discussion and informing debate as an important means of securing public involvement in the Local Plan Review process;
- c Remits the Director of Planning and Transportation to circulate the Issues Paper widely amongst those with an interest in the Dundee Local Plan Review, and
- d Approves the revised consultation arrangements and specifically the proposal to prepare a Consultation Draft Local Plan.

3 FINANCIAL IMPLICATIONS

- 3.1 The costs associated with the production of the Issues Paper and the organisation of public involvement events are minimal and will be contained within the Planning and Transportation Department's Revenue Budget for 2001/2002.

4 LOCAL AGENDA 21 IMPLICATIONS

- 4.1 The Dundee Local Plan is a vitally important document for the identification and progression of the City Council's aims and objectives on a wide range of economic, social and environmental issues. The advancement of the Dundee Local Plan Review will positively influence, to a greater or lesser extent, the achievement of virtually all of the key themes identified in Dundee 21.

5 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 The Dundee Local Plan Review represents a major land use planning document through which the City Council can advance many of its corporate strategies. In taking forward the Dundee Local Plan Review, policies to promote equality of opportunity will be developed.

- 5.2 In addition, in terms of the arrangements for involving stakeholders in the Local Plan preparation process, positive efforts will be made to encourage the participation of groups and individuals that represent minority interests.

6 BACKGROUND

- 6.1 Reference is made to Report 136-2001, approved by the Planning and Transportation Committee on 26 March 2001. This Report was the first stage in the commencement of the review of the Dundee Local Plan 1998.
- 6.2 On 29 June 2001, the formal Notice of Intention to Start Preparation of the Dundee Local Plan Review was published. Shortly thereafter, an information leaflet was sent to in excess of 300 interested parties, including statutory consultees, community organisations, developers, professional consultants and individuals. As well as outlining some background to the Local Plan Review, the leaflet gave details of the different stages in the process and the broad timetable to be followed. It also represented a first opportunity for those with an interest to become involved in the Plan's preparation through the submission of comments. Almost 30 responses covering a broad range of topics were received to this leaflet.
- 6.3 Among the responses were criticisms of the proposal not to prepare a Consultation Draft Local Plan, but to proceed directly to a Finalised Draft Plan. This proposal envisaged targeted consultation involving a range of Forum meetings, as opposed to the more traditional approach of consulting on a draft plan. In light of the comments received however, this matter has been discussed with the Scottish Executive. From these discussions, it is clear that the proposal to proceed directly to a Finalised Draft Plan increases the prospect of a legal challenge being raised when the City Council proposes to adopt the Local Plan Review.
- 6.4 Whilst the legal requirement to prepare a Consultation Draft Plan is ambiguous and the relative merits of this style of consultation less inclusive, on balance it is considered that to risk a challenge as a result of the approach proposed is not justified. It is therefore proposed that the main focus of public involvement in the Local Plan process will be through the preparation of a Consultation Draft Plan. It is anticipated that this Plan will be submitted to Committee early in 2002 and a Finalised Plan brought forward as soon as possible thereafter, taking account of the scale and nature of comments received.
- 6.5 In light of this change in approach, it is proposed to convene fewer Forum meetings than originally envisaged and to concentrate efforts instead on the preparation of the Consultation Draft Plan.
- 6.6 To stimulate discussion in advance of this however, and to gain feedback from a wide range of bodies, an Issues Paper will be published. Whilst this Paper will not seek to be comprehensive, it will identify some of the key issues that the Local Plan Review will be required to address. The content of the paper will, as far as possible, be tailored to the specific interests and concerns of the client groups to be consulted, in line with Scottish Executive guidance (PAN 49, para 42). A general overview of the likely form and content of the paper is given in Appendix 1. However, as stated, this draft paper will be reworked as necessary to maximise the benefit of the consultation process.

- 6.7 New standards for the provision of public open space in Dundee were due to be reported to the Committee in October 2001 (Planning and Transportation Committee Report 325-2001 refers). However, this subject will now be rolled forward as part of the Local Plan Review to capitalise on the opportunity for ideas to be debated through the consultation process.
- 6.8 The Local Plan Review will also be informed by a significant number of policy related reports that have previously been considered by the Planning and Transportation Committee. A list of these reports is contained in Appendix 2 to this Report. As well as the Issues Paper, many of these previous Committee Reports will be used to encourage wide ranging debate during the Local Plan preparation process.

7 CONSULTATIONS

- 7.1 The Chief Executive, Director of Finance, Director of Support Services and Director of Corporate Planning, have been consulted and are in agreement with the contents of this report.

8 BACKGROUND PAPERS

- 8.1 Report 136-2001 Review of the Dundee Local Plan.

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APPENDIX 1: DUNDEE LOCAL PLAN REVIEW ISSUES PAPER

INTRODUCTION

The current development plan covering Dundee comprises:

- the Tayside Structure Plan 1993, approved by the Secretary of State for Scotland in March 1997;
- the Dundee Local Plan, adopted by Dundee City Council in April 1998; and
- the Urban Nature Conservation Subject Local Plan, adopted by the City of Dundee District Council in July 1995.

Dundee City Council is currently working with Angus Council to prepare the Dundee and Angus Structure Plan, a draft of which was issued for public consultation in February 2001. Consultation responses to this Plan are currently being considered and it is intended to submit a Finalised Plan to the Scottish Ministers for approval early in 2002.

Once approved, the Dundee and Angus Structure Plan will set a new strategic planning context for Dundee. It is important that this context is quickly translated into detailed, site specific policies and proposals. The Council has therefore commenced the preparation of the Dundee Local Plan Review. This will subsume the land use elements of the Urban Nature Conservation Subject Local Plan and in future, the entire Dundee City Council area will be covered by a single Local Plan.

The City Council is keen to encourage informed debate on the Dundee Local Plan Review and efforts to involve a wide range of bodies, groups and individuals will be made throughout the Review process.

It is particularly important however, at this early stage in the process, to seek the views of different interests so that they may be offered due consideration as the Draft Plan is being prepared. This Issues Paper is an important element of this process.

This Issues Paper identifies some of the key matters that the Local Plan Review will be required to consider. Many of these relate closely to the content of the Draft Dundee and Angus Structure Plan, whilst others reflect a variety of policy reports which have been considered by Dundee City Council's Planning and Transportation Committee in recent years. The format of this Issues Paper follows the main chapter headings in the Draft Dundee and Angus Structure Plan, although a different approach may be taken in the Draft Local Plan. Under each Chapter heading, the Issues Paper gives a brief background to a range of matters and asks questions where appropriate.

This Issues Paper is not comprehensive and respondents need not be limited to the range of issues covered. Similarly respondents should not feel compelled to offer comment on all matters but only those which they have a particular interest in.

This Issues Paper seeks to stimulate debate to help inform the preparation of a Consultative Draft Local Plan which it is intended to publish during March 2002. To meet this timescale, responses will require to be received not later than 14 December 2001, although earlier responses will be welcomed.

EMPLOYMENT

Background

The creation of new employment opportunities and the retention of existing jobs are central to maintain and further enhance Dundee's economy. The Dundee Local Plan Review has a key role to play in this by ensuring the availability of land and buildings to meet the diverse current and future needs of industry and business. The Local Plan is also required to establish appropriate policies for the consideration of employment generating developments. Government policy emphasises that such policies must be relevant and up to date with a degree of in-built flexibility to take advantage of opportunities, whilst at the same time safeguarding investment and meeting future demand.

Since the 1980's, there has been a decline in the traditional manufacturing sector whilst employment in service sector industries has increased. The pattern of employment has also changed with more smaller businesses and fewer larger businesses. Cumulatively, these small businesses employ a significant number of people and are an essential component in promoting economic growth.

Business and industry is now much more mobile and investment decisions are often based on the availability of skills, facilities, transport and the quality of the environment. It is important that Dundee is well placed to attract and retain employment. The Local Plan has a key role to play in this.

Dundee has a network of industrial and business sites ranging from prestigious greenfield sites that can be marketed at an international level, through to brownfield sites that can accommodate a number of mixed uses and are readily accessible to local communities. It is crucial to recognise that the needs of businesses differ and that if Dundee is to respond positively to opportunities that arise, a choice of sites which can be developed for employment purposes must be available at all times. The Local Plan must therefore ensure that industrial and business premises in a wide range of sites, locations and market positions exist in the City.

Dundee Western Gateway

The Draft Dundee and Angus Structure Plan proposes significant greenfield business land release to the west of the City as part of the development of the Dundee Western Gateway. This will include opportunities for a variety of employment uses ranging from a major international development, through clusters for inter-related operations, to small scale modern business uses. The Western Gateway is in an advantageous location to act as a stimulus for economic activity and to try and redress the imbalance in development between the east and west of Dundee. It has access to the central belt of Scotland, proximity to rail, air and direct road links to the City centre as well as a high quality environment. Dundee Western Gateway provides an opportunity for economic and employment creating development at a scale which can encourage the long term continuation of inward investment and job creation.

What type of industry/business should the Local Plan be encouraging in the Dundee Western Gateway area?

Categorisation of Employment Sites

The Dundee Local Plan 1998 identifies two principal categories of employment land, "prime" and "general" industrial areas.

"Prime Industrial Areas" are those areas that are easily promoted for industry due to their accessibility, amenity and availability for development and include established locations such as Dunsinane, Dryburgh, Wester Gourdie, Claverhouse and West Pitkerro. These sites are normally occupied by larger businesses.

Within some older prime industrial areas, there is often scope for the selective redevelopment of traditional industrial premises to create modern, accessible, high quality new business opportunities, thus easing pressure for new greenfield release. However, the redevelopment of these sites for business and industry is sometimes constrained due to the aspirations of landowners to achieve a higher value use. The policies of the Dundee Local Plan 1998 resist such redevelopment. However, where this could create additional investment in the remaining industrial area, perhaps through improvement of the environment, it may be appropriate that the Local Plan Review adopts a more flexible approach.

Should the existing prime industrial areas continue to be reserved only for industrial and business use or should a more flexible approach be adopted? What alternative uses would be appropriate in such areas?

"General Industrial Areas" are often less marketable than "prime" sites and are capable of accommodating a wider range of uses. This designation covers a wide variety of sites in terms of size, location and environmental quality. These sites make an important contribution to the opportunities available in Dundee for employment generating development. In particular, these areas offer opportunities for uses that require cheaper premises or are incompatible with the high environmental standards of prime industrial areas.

In some instances however, where an established business relocates or ceases trading, it can be difficult to attract new occupants. This often creates pressure for the redevelopment of sites to alternative uses. Such changes of use however, are generally restricted in the Dundee Local Plan 1998.

Should more older industrial areas now be permanently removed from that use, and if so where?

Is it appropriate to continue to differentiate between 'General' and 'Prime' Industrial Areas?

Service Sector

One of the fastest growing sectors in employment currently is the service sector. This is, however, a very diverse and evolving sector whose demands require an appropriately flexible land use planning framework. Dundee is well placed to attract service sector employment given the skills of the available workforce and the quality of the environment. However, the Local Plan Review must complement these advantages through the establishment of an appropriate policy framework and the allocation of suitable sites to meet the demands of this sector.

How can the Local Plan Review best respond to harness employment opportunities offered by the service sector?

HOUSING

Background

Enhancing Dundee's role as a strong regional centre demands the availability of quality living opportunities that can attract and retain people in the City. New housing development can make an important contribution towards this. A key element of the Dundee Local Plan Review therefore, is to bring forward policies and proposals that provide for the development of the right type of housing in the right place at the right time.

Guidance from Central Government prioritises the reuse of brownfield sites for a range of uses, including housing. This approach is reflected in the Draft Dundee and Angus Structure Plan. As part of a broad range of measures aimed at tackling the out-migration of population from Dundee for housing related reasons however, greenfield housing land release is also promoted. By improving the range and quality of housing stock available, it is hoped that more households will be encouraged to live in the City.

There are currently more houses than households in Dundee. Most recent projections suggest that the number of new households in Dundee is likely to decrease marginally in the period to 2012. Should these projections prove accurate, new development will increase the level of surplus housing that exists in the City. Against this background, it is important that new residential development makes a positive contribution to the quality and choice of housing available.

Brownfield Housing Land Release

The Draft Dundee and Angus Structure Plan proposes the targeting of new development towards specific areas where strong opportunities exist to arrest decline, mitigate further deterioration, and begin to lay the basis for addressing the wider problems in the City. In terms of brownfield release, it is proposed that resources be focused in the City centre, the Stobswell/Baxter Park area and the Ardler/Kirkton area of the City. The aim is to enhance the attractiveness of these areas as popular residential locations that can compete favourably with other parts of the City and towns and villages nearby.

The focusing of investment within these locations will not mean an end to new housing development in other parts of the City. However, there will be a need to manage the supply of housing land to ensure that efforts within the focus areas are not prejudiced.

Which brownfield sites should be identified in the Local Plan Review as suitable for housing development?

What alternative uses should be considered for brownfield sites within the City, not considered suitable for housing development?

Greenfield Housing Land Release

A number of greenfield housing sites already exist in Dundee and the surrounding areas. The Draft Structure Plan however, advocates additional modest greenfield land release to ensure that a range and choice of sites is maintained. A focus for this will be the Dundee Western Gateway area as advocated by the Draft Dundee and Angus Structure Plan. Whilst some housing in this area can be realised through the reuse of land and buildings within the Liff Hospital Estate, much of the release will be on greenfield sites. Dundee City

Council and Angus Council are to prepare a Concept Plan to guide the Local Plan in bringing forward development proposals in this area.

In addition to Dundee Western Gateway, the Draft Structure Plan offers scope for limited additional greenfield land release in other parts of the City. The Local Plan is required to determine the location of this release.

Where should greenfield housing land release, outwith the Dundee Western Gateway area, be located?

What type/size of housing should be developed on greenfield sites?

Improving the Quality of New Housing Development

The Design Guidelines in Residential Areas referred to in Policy H10 of the Dundee Local Plan 1998 (the H10 Guidelines) establish a range of criteria for new housing developments in different parts of the City. These guidelines cover such issues as the mix between flats and houses, the provision of outdoor amenity space and garden ground, car parking requirements and privacy standards

In August 2001, the Planning and Transportation Committee approved an interim review of the H10 Guidelines. Amongst other things, this review sought to secure an increase in the size of new properties being developed, encouraging flats to have a minimum of two bedrooms and the majority of houses to have three or more bedrooms. In addition, the Local Plan requirement for an average garden size of 50/120 square metres in Inner City and Suburban areas respectively, has changed to a minimum of 50/120 square metres.

What else can the Local Plan do to achieve quality in new housing developments?

How should the Local Plan approach issues of garden size/house size, etc?

Flats and Houses

Research published by the Scottish Executive in 2001 identifies that in 1997 Scottish Homes found that 66% of all Scottish households wished to live in either a detached house or a bungalow. A further 10% would chose a semi-detached property, 5% a terraced house, 10% a flat or maisonette and 8% had no preference. Whilst amongst 40% thought that they would be unable to achieve their preferred type of dwelling. mainly on financial grounds, contrasting these national preferences with Dundee reveals a stark mismatch. In 1999, some 60% of Dundee's housing stock was flats.

In order to address this mismatch, the Draft Dundee and Angus Structure Plan requires that the Local Plan brings forward an appropriate policy framework which favours the development of houses rather than flats. This is not to say that new flats should not be permitted. Rather, greater encouragement should be given to the development of houses, and flats should only be permitted where houses would be inappropriate.

The Interim Review of the H10 Guidelines referred to above, advocates a more restrictive policy approach towards new flats. This limits flatted developments to sites which are allocated for this type of development in the Local Plan or small sites in the Inner city where only a development of flats would be appropriate for architectural reasons.

In what locations should the development of new flats be permitted?

What standards should be applied to ensure that new developments of flats make a positive contribution to the housing stock in the City?

Managing the Housing Surplus

As stated above, the number of households in Dundee is projected to decrease slightly in the period to 2012. The development of new houses will therefore result in the housing surplus that Dundee has experienced in recent years continuing into the future. In the past, the vast majority of this surplus has emerged in the least popular parts of the Council's own housing stock and has been managed through demolition. This has brought significant benefit to the City in terms of the quality and profile of the housing stock. The draft Dundee and Angus Structure Plan proposes further enhancement of the stock as part of the broad strategy of encouraging people to live in Dundee. It has been acknowledged therefore, that demolition of unpopular housing stock will continue in the future. Whilst it is anticipated that the majority of demolitions will continue to come from the public sector stock, it is likely that demolitions will also occur within stock at the lower end of the private housing market.

This raises new issues that require to be tackled as well as presenting new opportunities. For example, the excess of small tenement flats could perhaps be managed through integration to create fewer, larger properties. Together with selective demolition, the density of development in areas could be reduced, easing pressure on parking and private open space provision.

Achieving this type of improvement will, however, require public sector intervention.

Is it appropriate that the Local Plan consider the scope for area improvement through restructuring/demolition within the private sector housing stock?

What measures could be implemented to improve the attractiveness of less popular areas of private sector housing?

TOWN CENTRES AND RETAILING

Background

Shopping, whether for pleasure, necessity, or both, is something that regularly involves most of us. A good range of accessible shopping opportunities in pleasant, secure environments can have a positive impact on quality of life. It can also contribute towards a more socially inclusive society and help promote positive perceptions of communities as places to live. Shops also continue to be a mainstay of town and city centres providing a focus for trips which can be combined with visits to leisure and cultural facilities, together with personal services. Along with business, employment, public services and higher education functions typically associated with these centres, these facilities combine with their shopping role to underpin their overall vitality and viability.

National planning policy recognises town centres as the most suitable location for retailing and a range of other activities and emphasises the need to sustain their vitality, viability and design quality. It also highlights the importance of ensuring that the retail sector remains efficient, competitive and innovative while simultaneously offering consumer choice. Closely linked to these objectives is the need to maintain the commitment to town centres. The Government stresses that these objectives should be met in a manner that is sustainable. With this in mind, new developments should be suitably accessible by public transport, walking and cycling and less dependent on access by car.

Shopping in Dundee

In keeping with its position as Scotland's fourth city, Dundee is a major shopping and service provider for a wide area. In addition to its population, it serves all of Angus, North East Fife and much of East Perthshire. The City Centre is the main focus of shopping activity, with a range of key multiple retailers, specialist and independent outlets trading from traditional high street locations and purpose built shopping malls. Five district centres complement the City Centre by providing shopping opportunities geared more to communities within the City. Major out of centre shopping exists at the Kingsway East and West Retail Parks and at a number of free-standing foodstores and retail warehouses. A dispersed network of smaller shopping centres, shopping parades and individual shops provide more localised shopping facilities for the inner city and outer suburbs. A breakdown of retail floorspace at the main shopping locations throughout the City is provided in the following table.

	Square Metres
City Centre	116,934
Albert Street	5,798
Broughty Ferry	10,820
Hilltown	7,117
Lochee	17,760
Perth Road	4,645
Kingsway East Retail Park	18,517
Kingsway West Retail Park	15,211

Over a number of years, planning policy has focused on supporting and enhancing Dundee's regional shopping role by encouraging the overall upgrading of its retail provision and resisting proposals which could undermine the City Centre and District Centres. This has included major investment in City Centre traffic and environmental improvements, together with the extension of pedestrian priority. It has also guided most new out of centre shopping to the two retail parks and sought to ensure an accessible distribution of major foodstores across the City. However, recent research indicates that, aside from committed but yet to be developed sites, there is unlikely to be sufficient expenditure available to support major new non-food retail development in the City for the foreseeable future.

City Centre

In order to sustain the City Centre as one of Scotland's key shopping locations, the Draft Structure Plan supports further retail development there which can be suitably integrated with the existing retail area. As indicated earlier, the scope for new comparison retailing is likely to be limited for the foreseeable future. However, such demand as might exist could, if suitably handled, extend the overall retail mix. It could also accommodate types of retailing currently either under-represented or unavailable in the City.

What types of retailing could add to the strength and attraction of the City Centre?

How could they best be fitted in with the existing shopping area?

The Structure Plan also indicates that leisure and commercial developments should be directed to the City Centre where they are capable of contributing to its overall strength and attraction. This would build on the benefits the City Centre already derives from the leisure sector, including its arts venues, night-clubs, restaurants and coffee shops. It would also look to further capitalise on the beneficial spin-off from its offices, services establishments and other businesses, which are fundamental elements of a successful City Centre.

What kinds of leisure uses should be encouraged in the City Centre?

Is there a need for safeguards to ensure that certain of these uses do not conflict with existing land uses, eg residential areas?

District Centres

Dundee's five District Shopping Centres – Albert Street, Broughty Ferry, Hilltown, Lochee and Perth Road – operate at a different level from the City Centre. They are geared more to the routine day to day needs of communities with the city. Nevertheless, they have a valuable role as highly accessible centres offering a range of food and non-food retail outlets together with cafes, bars, takeaways, hairdressers, dry cleaning and other services. They also offer scope for smaller speciality shops by providing lower rent premises as an alternative to the City Centre. Typically, these could include health foods, hobbies, pet supplies, ironmongers and shops catering for the needs of ethnic communities.

In recent years, problems associated with the declining quality of shops, the number of vacant units and deteriorating physical environment have become apparent in the Albert Street and Hilltown shopping centres. These gave rise to separate studies, which in turn generated a range of measures to address the problems of these centres and arrest their decline. While none of the remaining District Centres experiences difficulties of a similar

level, there is a need to ensure that they remain geared to meeting the shopping and related needs of the community.

What types of new retail uses could add to the strength and attraction of the District Centres?

What other measures could improve their attraction, eg traffic and access related, environmental, other services and businesses?

Out of Centre Shopping

Kingsway East and West Retail Parks operate as the main out of centre shopping locations in Dundee. With a range of retail warehouse units geared mainly to sales of household goods, including furniture, carpets, DIY/gardening goods and electricals, they are major shopping destinations drawing from not only the City itself but from well into the wider retail catchment. They include representatives of major national retail chains such as B&Q, Wickes, Comet, MFI, Carpetwise and Halfords. Approval has been granted for a major redevelopment and extension of the Kingsway West Retail Park.

Both retail parks occupy locations close to major bus routes and geared to serving both the inner city and the suburban estates. Nevertheless, the private car is by far the most heavily used mode of travel for visitors to both parks. A number of older retail warehouse units also trade at South Road and in free-standing locations throughout the City. However, these suffer in varying degrees from shortcomings which include poor accessibility, sub-standard buildings and environment, inadequate parking and outdated image.

Major foodstores operate both within the retail parks (Asda and Tesco), at Riverside (Tesco), Gillburn Road (Asda) and Arbroath Road (Safeway). Like retail warehousing, they are geared largely to car based shopping trips. A new outlet under construction at Claypotts will bring the City's first Sainsbury superstore. In addition, scope has been identified for a rationalisation of major food shopping involving new stores at Myrekirk Road and Linlathen. Planning applications are currently under consideration for each location.

Given the predominance of car based trips to the Retail Parks and other major out of centre shopping, how can they be made more accessible to those without a car, eg those arriving by bus, bicycle and walking?

How should we address the issue of older outdated retail warehouse units?

Local Shopping

While for most people they are not the focus of their mains shopping trips, local shops perform an important function for those who are without a car or at a distance from major shopping provision. They are also important as a source of 'top up' and 'eight 'till late' purchases and also as providers of local services like video hire, takeaway food and newspaper deliveries. However, local shopping has been in decline over a long period and the accessibility and quality of provision in parts of the City is poor.

What should be done to improve the accessibility and quality of local shopping provision?

TRANSPORT AND TRAVEL

Background

An effective and efficient transport system is essential to the future development and maintenance of Dundee's role as a regional centre. The city has a full range of transportation options, served by the main east coast railway, deep water port facilities, a successful airport and an extensive road network. The challenge for the local plan is therefore to ensure that best use is achieved of these assets in a manner which supports the City functions for the benefit of its population, its businesses and environment.

The Local Plan does not stand in isolation. As both an enabling and controlling mechanism, it must achieve land use priorities which link directly with other policy measures including National Policy, the Structure Plan and the Local Transport Strategy.

Guidance from Central Government highlights the need for integration within and between different transport modes, with the environment, education, health, economic growth and social inclusion. It recognises that policies centred solely on private car use are unaffordable, unsustainable and ultimately self defeating. Aims for land use and transport therefore include reducing the need for travel and encouraging the use of alternative means of travel to the private car.

The recently produced Draft Structure Plan for Dundee & Angus reflects the above. It promotes the maintenance and improvement of strategic infrastructure and reinforces the need to consider all modes of transport. Such policies and proposals include :

- Further developing bus priority measures and enhancing bus infrastructure.
- Enhancing local rail service provision.
- The upgrading of the A92 to dual carriageway standard.
- Upgrading of the Swallow Hotel and Myrekirk Road junctions on the Kingsway
- Seeking to ensure that all significant new development provides for safe, convenient and attractive facilities for pedestrian, cycle and public transport access.

These issues are to be taken forward and developed within the local plan, which in turn provides for the context of the Local Transport Strategy (LTS). Unlike the land use Structure and Local Plans, the LTS sets out specific targets for transportation and identifies the means to achieve its approach for :

- 1 reducing the need to travel
- 2 promoting alternative modes of travel
- 3 restraining the use of the private car.

The Private Car

The private car has provided a greater freedom for many in society, and its apparent benefits have led to it being the focus of attention for accommodating travel needs for many years. However, such freedoms have come at a cost in terms of congestion, safety and air pollution and a road network which can potentially offer little consideration to the needs of pedestrians, cyclists, public transport and other road users. The promotion of these other transport modes is often mistaken for an anti-car policy rather than the redressing of the balance which is intended.

Within Dundee it is not the ownership of cars that necessarily requires to be controlled but their use in appropriate locations and at appropriate times of the day. Dundee accepts that a balance needs to be struck, but at the same time there is a need to address issues which

support the continued usage as many people, such as those in outlying areas will continue to require to use private cars as their primary method of travel. The economic success of Dundee is dependant on its ability to service such needs in an effective and efficient manner.

Dundee does not suffer the road congestion problems which are common in other cities, so is the current network meeting the needs of car owners?

What styles of land use, new developments or services are of greatest concern to car users in Dundee?

Promotion of Alternative Modes of Transport

If growth in car use is to be managed, there is a need to ensure that alternative modes of travel exist in a manner and location that meets the levels of service the population expects. In addition to offering choice to car users, it is important to promote measures which assist in improving mobility for those who do not have access to a private car. The 1991 Census indicated that over half of all households in Dundee did not have access to a car. With a substantial student and elderly population, the proportion of those relying on non-car transportation will remain high.

Walking – At some point on everyone's journey, they will be a pedestrian. To support walking activity, it is necessary to provide safe, attractive environments which include amongst others - footways, road crossings, pedestrianisation, protection from weather and so on;

Public Transport – Bus services in Dundee are by far the dominant form of public transport. The bus route network is extensive with good penetration into housing areas and strong links to the city centre. However, although the level of service is good, there are opportunities for improvement. Promotion of bus services have focused on increasing the reliability of journey times, the provision of better information and improvements in the buses themselves. Other public transport modes include the train – accommodating a relatively low proportion of journeys undertaken for the city (only 1%) but Dundee is served by two rail stations and sits on the main east coast railway. Promotion of this facility is required for both long distance and short commuting.

Cycling – Dundee has a relatively high level of cycle ownership but displays a low level of use. The potential for increasing the use of the cycle exists and promotion work has concentrated on route improvements, parking provision and awareness. Whilst cycling has the potential for increasing its share of journeys made, the Council recognises that the topography does not lend itself to widespread daily use. The cycle may well remain a predominantly leisure based activity for some time.

Walking

Do you find Dundee pedestrian friendly?

Where would you not consider walking to and why? Are there safety or convenience issues that need to be addressed?

How would we best promote further pedestrian activity?

Public Transport

*Do bus and train services meet the needs of the public in terms of location and routes?
What land use issues/services are of greatest concern to public transport users in Dundee?
What elements of the existing bus and train services discourage use?
What factors would attract you to use bus services to access existing and new developments?*

Cycling

*Should there be a concentration on either leisure or commuting use for cycles rather than trying to accommodate both?
Do you find Dundee's road network and buildings cycle friendly?
What methods would be most effective in increasing cycling activity?*

Other Transport

Transport issues go beyond the movement of people and must also consider deliveries of goods and services. This can involve varying sizes of road vehicles, shipping and rail freight. In accordance with the national policy of reducing road vehicle movements the Council can promote the increased use of sea and rail facilities but this too has land use and community implications. the siting of facilities must take account of the existing railway and port infrastructure, which restricts the options available. Such facilities will continue to have traffic impacts and are necessarily large by nature.

THE ENVIRONMENT

Background

Dundee has a varied built, historic and natural environment, with a diversity of features of local, national and international importance. It is essential that the Dundee Local Plan Review promotes, conserves and enhances the townscape, heritage and environmental qualities of the area. New buildings and changes in land use will be essential to sustain the local economy, to promote on-going regeneration of the City and to address population change. The Review has a key role to play in reconciling the pressures of development and environmental stewardship. Ensuring that the principles of sustainability are incorporated within all new developments and are applied in the use of natural resources are therefore key aims of the Review.

Environmental quality is a major contributing factor to people's well being and overall quality of life. Equally, it has a significant role to play in economic development and it is vital to the expansion of the local tourism economy.

The future scale of urban regeneration and inward investment within the city requires a systematic approach to environmental resource management to maintain and strengthen its existing qualities in ways which respond to local needs, without compromising the abilities of future generations to do likewise.

Dundee has been at the forefront of sound environmental resources management in recent years, not least in respect of open space and urban nature conservation. The Council was the first local authority in Britain to adopt a Subject Local Plan in respect of urban nature conservation, and has more recently completed an appraisal and evaluation of the Subject Local Plan. The formal Review of the Urban Nature Conservation Subject Local Plan 1995 will be rolled forward as part of the Dundee Local Plan Review to promote greater consistency and ensure greater integration with wider issues such as biodiversity, flood alleviation and open space planning and management.

Natural Environment

The area has a varying topography, ecological wealth and important geological features. In order to safeguard the natural environment from inappropriate development, proposals that will adversely affect the conservation interest of designated natural heritage sites will only be permitted where there is an overriding need according to their international, national, regional or local status. In addition, all development must contribute to local environmental quality, and have regard to the Local Biodiversity Action Plans produced by the Tayside Biodiversity Partnership, on which the Council is represented.

The Council commissioned two major ecological surveys in 2000 and 2001 to inform the Review of the Local Plan. All non-statutory Wildlife Sites originally designated in the Urban Nature Conservation Subject Local Plan (UNCSLP) 1995 were surveyed using standardised Phase I and Phase II Habitat methodologies. The baseline information gathered will help determine the future conservation status of sites of local nature conservation importance within Dundee.

As a result of these surveys, the hierarchy of Category A to Category D Wildlife Sites is likely to be replaced with a network of non-statutory Sites of Importance for Nature Conservation (SINCs) and Community Wildlife Sites (CWS). SINCs represent the high

status local conservation sites. CWS generally represent those sites that are considered either to be of existing value to communities in terms of nature conservation, public access and informal recreation or education, or which have the potential for natural heritage enhancement through community involvement.

There is significant overlap between the non-statutory Wildlife Corridor designations in the UNCSLP and open space allocations in the Local Plan. These Corridors encourage continuity of habitats to assist the movement of wildlife between sites. Consolidating and improving the diversity of the Corridors will contribute to the viability of Wildlife Sites. Altering the existing maintenance regimes for open spaces that overlap with the Wildlife Corridor designation may improve the biodiversity of these areas (eg reducing the frequency of grass cutting). The Review will consider whether the non-statutory Wildlife Corridor designation should be retained, or whether open space policies can achieve the same objectives.

What is the definition of “overriding local importance” where a proposed development is likely to have an adverse effect on regionally or locally designated natural heritage area?

The Tayside Biodiversity Action Plan will be a material consideration in determining planning applications and will therefore form important supplementary planning advice. Would a Biodiversity Strategy for Dundee further assist promotion and implementation at the local level?

Will the non-statutory Wildlife Corridor designation in the adopted Local Plan remain necessary if all open space is sympathetically managed to promote biodiversity conservation?

Achieving sympathetic management of Wildlife Sites and adjacent greenspace may require changes to current maintenance practices. How should the Council avert any visual amenity concerns from members of the public in relation to modified maintenance regimes?

Built and Historic Environment

Dundee's urban character displays a wide variety of building types, styles and historic features linked by a mosaic of open space. The area has a number of designated Conservation Areas, various buildings and features that are listed because of their historic and architectural interest. Dundee also has a rich archaeological heritage, including Scheduled Ancient Monuments and archaeological sites of national importance.

The built and historic environment is important in creating a 'sense of place' for visitors and residents alike, and influences the way in which people perceive the City. It also determines the manner in which they interact with surroundings and use local facilities. The siting, scale, design, layout and use of materials therefore has a strong bearing on the quality and viability of the built and historic environment for citizens and visitors alike.

New development is essential to assist with the economic regeneration of the City, but it must enhance the environment by achieving a high standard of design whether it is a conversion, new build, environmental improvement or reuse of derelict land. Developers are required to take cognisance of the historic setting of listed buildings and Conservation Areas. All developments will be expected to enhance the townscape or street scene. Urban renewal and regeneration projects present significant ways in which to revitalise Dundee and improve environmental quality, not least in the City centre, the central waterfront area

and along ambassador routes. The Council's Urban Design Guide will be a key point of reference for developers in shaping their design proposals for both small and large-scale projects.

Whilst the Council recognises the drive towards redeveloping brownfield sites, not all derelict and/or vacant sites will lend themselves to reuse. The Council will promote the use of urban woodland, particularly on sites unsuitable for long term redevelopment as part of the ongoing renewal and regeneration process within Dundee.

By way of contrast, across other areas of the City, increasing development pressure is threatening the unique character of extensive garden ground attached to large villas, often requiring the removal of mature trees to accommodate residential development. Elsewhere, certain low-lying areas of the City are prone to localised flooding. This can be compounded by surface run-off from developed areas. The potential for flooding problems should be minimised by taking full account of flood risk in considering development proposals. To manage surface water run-off from built development, the use of Sustainable Urban Drainage Systems by the incorporation of Best Management Practices will be promoted.

What types of alternative uses are acceptable for listed buildings?

Should urban woodland be encouraged in areas where redevelopment is inappropriate, for example on brownfield sites that are unlikely to be redeveloped in the long term, or on surplus open space?

Should the policies actively discourage development in areas perceived or known to be at risk from flooding?

Is there a need to restrict further development in garden ground?

Public Open Space

The Dundee Local Plan 1998 generally protects areas of open space of recreation, amenity or nature conservation value to their surroundings, including areas associated with schools. This recognises the desire that neighbourhoods have adequate open spaces of good quality and design within easy reach to meet local needs. In some instances however, alternative use of open space may be considered according to the amount and distribution of alternative areas of open space in the vicinity, the nature conservation value of the site and its contribution to the visual amenity of the area.

Since the adoption of the Dundee Local Plan, the City Council has undertaken a variety of studies that will influence the future planning and management of open space in Dundee. These include Dundee's Public Open Space Strategy (1999), the Paths for All Initiative (1999), Dundee's Habitats and Species Survey (2000), and Dundee's Sports and Recreation Strategy (2000). A further influence will be the Scottish Executive Report entitled "Rethinking Public Open Space" (2001).

The Diversity of Open Spaces

Greenspaces in the City are tremendously diverse both in terms of size and function. They can however, be broadly categorised, as city parks, amenity spaces, children's play areas, sports facilities, semi-natural greenspaces, and functional spaces (such as allotments and cemeteries). Not all open spaces are "green". Areas of civic space or "grey space" can also perform similar functions as greenspace.

There is also a need to have regard to the inter-relationship between areas of public and private open space.

Against this background, it is necessary to acknowledge that not all areas of open space are of equal value.

Is it appropriate that the policy approach in the Local Plan Review protects all areas of open space equally?

The Dundee Standard

In the past, planning policy has been guided by the National Playing fields Association's "6 acre standard". This standard of 6 acres of outdoor playing space per 1000 population is subdivided into the following categories.

- 1 youth and adult facilities such as pitches, greens, courts, etc, and
- 2 children's use comprising both equipped playgrounds and casual or informal play areas within housing developments.

There is however, a recognition that simple, quantitative based assessments fail to address issues such as the quality and accessibility of open space or variations between the demands of communities influenced by the population and development density. One of the challenges of the Local Plan Review is to bring forward a "Dundee Standard" for open space provision which is sensitive to the differing needs of the communities.

Many of the open spaces that exist in Dundee have been inherited from past generations. However, changes in population, people's increased mobility, the general lowering of housing densities, or changes in popular culture, mean that these spaces may no longer be suited to the current needs of communities. The Local Plan Review should promote a holistic approach to the future planning and management of open space that focuses on the development of a network of high quality, sustainable and affordable open spaces at the strategic and local level.

The adopted Local Plan currently supports the dual use of open space attached to schools, particularly where communities have an identified deficiency of provision based on the "Dundee Standard". This support is likely to be retained in the Local Plan Review.

More recently, the Council has enhanced its endowment policy for the adoption of open space as part of new residential developments. In instances where developers do not wish to pursue adoption by the Council, the Local Plan Review should seek to secure appropriate private maintenance agreements through development consents

What factors should be considered in establishing a standard for open space provision in the City?

Should open space standards relate to educational and business and industry developments rather than just residential developments?

How best can the Council secure a high quality network of open space that is both sustainable and affordable?

Should dual use of open space attached to schools continue to be supported?

Addressing Shortfalls and Surpluses

There is also a need for the Council to bring forward a means of addressing shortfalls in provision where they occur in the City. These shortfalls may be quantitative and/or qualitative. Developers can play a role in making new provision on site or improving existing facilities off site, where this is closely related to the development being proposed.

In future, within areas where the quantity of open space exceeds the "Dundee Standard", there may be scope for the development of some areas of open space for another purpose. In such circumstances, the quality of remaining open space may be provided through investment.

How can the policy framework best address the issue of commuted sums for future maintenance of open space?

Should the Local Plan offer flexibility to allow the loss of some open space in order to secure improvements to remaining provision?

If so, what factors should be taken into account?

Telecommunications

In view of the recent changes in legislation regarding the installation of mobile telephone masts, the Council is working to ensure that an appropriate balance is obtained between the requirements of the telecommunications industry and the environmental quality of the City. It is essential that the Dundee Local Plan Review minimises the overall environmental impact that telecommunications developments will have on the City.

The major obstacle to the location of telecommunication developments is the perceived risk to public health. To date, there is no evidence to suggest that people living within close proximity to base stations are at greater risk than others. Consequently, health concerns are not a material consideration when determining planning applications.

On occasion, the structures may well have to be sited in sensitive locations. There will be the need to try and identify the best location both in terms of environmental amenity and technical feasibility. This will involve considering alternative sites, solutions and designs to try and minimise the impact of the structure. However, even the most imaginative design is unlikely to overcome the adverse impact on a listed building.

Should the Local Plan place a blanket restriction on the accommodation of telecommunication development in Conservation Areas and within the setting of listed buildings?

How can policies encourage mutual understanding between all parties to try and create an appropriate balance between planning and environmental objectives?

APPENDIX 2

Report Number	Report Title
105/1996	Dundee District Local Plan Draft – Environmental Appraisal
267/1996	Retailing Study – Appointment of Consultants
549/1997	High Level Advertising Policy
640/1997	North East Arterial Route Land Use Policy review
714/1997	Review of Range of Goods Restrictions
868/1997	Flood Prevention and Land Drainage (Scotland) Act 1997
5/1998	North West Arterial Route Land Use Policy Review
18/1998	Location and Distribution of Food Superstores
34/1998	North East and North West Arterial Routes – Revised Traffic Management Arrangements
230/1998	Dunsinane Industrial Estate – Consultant's Study Report
423/1998	North East and North West Arterial Routes – Land Use Policy Review
440/1998	Review Local Plan Policies on Licensed Premises and the Sale of Hot Food
441/1998	Environmental Appraisal of Dundee Local Plan
596/1998	Strategic Issues for Development Plan
654/1998	Albert Street Study
11/1999	Environmental Appraisal of Dundee Local Plan
178/1999	North East and North West Arterial Routes
306/1999	Dundee Housing Market Area Local Home Buyers Survey
339/1999	Albert Street Study
342/1999	Broughty Ferry Study
368/1999	Appraisal of Urban Nature Conservation Subject Local Plan 1995
470/1999	Hilltown Shopping Centre
488/1999	Land Use Policies and the Cultural Quarter
508/1999	Interim Local Transport Strategy
639/1999	Interim Local Transport Strategy Consultation Plan
640/1999	An Urban Design Strategy for Dundee
655/1999	Albert Street Study
683/1999	Dundee's Urban Woodland Strategy
766/1999	North East and North West Arterial Routes Draft Structure Plan and Local Plan Alterations
35/2000	Dundee Central Waterfront Study
40/2000	Policy H10 Review – Questionnaire Study
47/2000	Breaches in Boundary Walls
95/2000	Population Trends
232/2000	Review of Local Plan Policy on Day Nurseries and Private Nursery Schools
333/2000	Flood Prevention and Land Drainage (Scotland) Act 1997
361/2000	Local Transport Strategy for Dundee
363/2000	Broughty Ferry Study
373/2000	Proposed Retail Study
443/2000	Urban Design Strategy for Dundee
476/2000	Landscape Assessment for the Area West of Dundee
630/2000	Broughty Ferry Study
634/2000	Local Transport Strategy for Dundee
711/2000	Population Trends – Advancement of a Strategy for Securing New Housing within Dundee City Council Boundary

719/2000	University of Dundee – Future Campus Development Plan
740/2000	Dundee and Angus Joint Structure Plan Consultation Draft
1/2001	Draft Urban Design Guidelines
5/2001	Urban Woodland Consultant's Study
8/2001	Dundee Central Waterfront – Public Consultation and Final Draft Proposals
66/2001	Appraisal and Evaluation of Urban Nature Conservation Subject Local Plan incorporating Habitats and Species Survey 2000
70/2001	DTZ Pieda Retail Study
136/2001	Review of Dundee Local Plan
215/2001	Proposed Sustainability Appraisal of Draft Dundee and Angus Structure Plan
462/2001	New Build Housing in Dundee – Interim Review of H10 Guidelines
463/2001	DTZ Pieda Retail Study – Implementation
464/2001	Baxter Park/Stobswell Area – Consultant's Brief
526/2001	Non-Statutory Planning Policies in Relation to Telecommunication Masts and other Apparatus
602/2001	Dundee Central Waterfront