

ANGUS COUNCIL

PLANNING AND TRANSPORT POLICY COMMITTEE

24 JANUARY 2002

**SUBJECT: FINALISED DEVELOPMENT BRIEF
LAND AT NEWTON ROAD, CARNOUSTIE**

REPORT BY DIRECTOR OF PLANNING AND TRANSPORT

Abstract: This report outlines and comments on the responses to consultation on the draft development brief and finalises the planning requirements that will guide the development of a site allocated in the Angus Local Plan for housing at Newton Road, Carnoustie.

1 RECOMMENDATION

It is recommended that the Committee –

1. note the response to the consultation draft brief;
2. agree the finalised development brief as detailed in Appendix 1.

2 INTRODUCTION

- 2.1 The Planning and Transport Policy Committee at their meeting of 11 October 2001 approved a draft development brief for Newton Road, Carnoustie as a basis for consultation (report 1152/01 refers).
- 2.2 The draft development brief was circulated to a range of organisations including Carnoustie Community Council, landowners, and service providers. In addition, copies of the brief were also requested by several house builders. Comments on the draft brief were requested by 30 November 2001. The list of organisations circulated and a summary of their responses is outlined in Table 1. A full set of responses is available for reference in the Members Lounge.
- 2.3 This report summarises and discusses main points arising from the responses and sets out a finalised development brief that will guide development of the site.

3 RESPONSE TO DRAFT DEVELOPMENT BRIEF

- 3.1 Nine responses to the draft development brief were received including comments from both landowners, Scottish Natural Heritage, SEPA, Tayside Police, Angus Council Roads, and a range of service providers. A summary of the responses is shown in Table 1. Many of the comments relate to detailed matters which require only minor rewording of the brief.
- 3.2 A more substantive response on behalf of Heather Pre Pack (one of the landowners) raises particular concerns that without a more formal mechanism for co-ordinating and controlling development of both sites this could prejudice the longer term objectives of the company. Matters of concern include access points, house numbers and phasing and developer contributions.

TABLE 1 : CONSULTEES AND RESPONSES

Organisation	Nature of Comment	Response
Scottish Natural Heritage	Support for retention and enhancement of existing woodland and Lochty Burn; landscape boundary treatment should avoid use of unattractive mounds	Noted and agreed. No change needed to wording of the brief
Scottish Environment Protection Agency	Support for brief but should include requirement for a flood risk assessment in relation to the Lochty Burn and impact downstream	Noted and agreed. Amendments made to brief to require flood risk assessment
Tayside Police	Reinforcing the importance of 'Designing out Crime' principles on developing a safe and secure environment for residents	Noted. No change needed to the wording of the brief. Developers will require to consider this at the detailed design stage
Angus Council Roads	Additional comment relating to trees on development sites	Noted. Minor re-wording added
Scottish Gas Scottish & Southern Energy Plc. British Gas Transco	Existing network infrastructure will need to be safeguarded and/or reinforced as part of development implementation	Noted. This will be for developers to ensure as part of site design construction
Heather Pre-Pack Co. Ltd.	There needs to be stronger co-ordination of the development in both design and phasing to ensure that company long term objectives are not prejudiced. Issues of access (location and number of access points), house numbers, developer contributions raised	Noted. An additional section has been added to the brief to reinforce the need for 'whole site' technical issues to be addressed and agreed before a formal planning application is submitted
Angus Estates per Langley – Taylor	Agree in principle with the brief	Noted

No response was received from Carnoustie Community Council, British Telecommunications Plc., D. J. Laing Homes, Bett Homes Ltd., Stewart Milne Homes, North of Scotland Water Authority

- 3.3 The adopted Angus Local Plan recognises that the 'brief should encompass the whole site to ensure a co-ordinated approach'. The Local Plan also envisaged the site being developed as a single project – although it is recognised that there are two land parcels in differing ownerships. While this is stated in the draft brief, the finalised brief is more positively worded to require land owners/developers to work together in dealing with relevant matters. This includes co-operation on infrastructural issues (water and drainage), flood assessment and surface water management scheme, archaeological assessment of the site, principal access, traffic and pedestrian circulation and movement and the question of developer contributions before a formal planning submission. This will allow all interests to be safeguarded.
- 3.4 While the Council has a major role as a 'broker' it is for both landowners to engage in discussions and establish a common approach to those technical matters which need an integrated solution. The development brief provides the basis for highlighting these matters and to assist in developing the project, but stops short of being too prescriptive on any joint project agreement which may be entered into by the relevant parties.
- 3.5 The wording of the brief has however been amended to reinforce the need for further discussion, co-operative working and an integrated approach to the development of the site.
- 3.6 A copy of the finalised development brief is attached as Appendix 1.

4 FINANCIAL IMPLICATIONS

- 4.1 There are no financial implications arising from this report.

5 HUMAN RIGHTS IMPLICATIONS

- 5.1 There are no human rights implications arising directly from this report and should any implications arise from the development brief itself these will be dealt with through the development control process in consideration of the relevant applications for planning permission.

6 CONSULTATION

- 6.1 The Chief Executive, Director of Finance, Director of Law & Administration, Acting Director of Roads, Director of Recreation Services, Director of Education, Director of Property Services Director of Environmental & Consumer Protection have been consulted in the preparation of this report.

7 CONCLUSION

- 7.1 The finalising of the development brief will assist implementation of the Angus Local Plan proposal and also guide developers towards a successful planning submission. This will also require continued dialogue with both landowners and prospective developers to ensure co-ordination and progression of the site wide requirements that will be necessary to enable full development of the site.

NOTE

The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973, (other than any containing confidential or exempt information) were relied on to a material extent in preparing the above Report.

- Angus Local Plan – Adopted November 2000
- Report 102/01, Angus Council, Planning & Transport Policy Committee, January 2001
- Report 1152/01, Angus Council Planning & Transport Policy Committee, October 2001

AA/GDP/IAL
14 January 2002

Alex Anderson
Director of Planning and Transport

APPENDIX 1

**ANGUS LOCAL PLAN : PROPOSAL C/H2
NEWTON ROAD, CARNOUSTIE****DEVELOPMENT BRIEF**

Located on the northern edge of Carnoustie the allocation of this greenfield site meets the housing requirements for the town as established by the approved Tayside Structure Plan and detailed in the adopted Angus Local Plan in the period to 2006. The site is bounded to the south by Newton Road and on the west by Balmachie Road and generally comprises open agricultural land. There are two separate land parcels, in different ownerships, separated by the Lochty Burn. A major focus of the site is the farmhouse and operations centre associated with Newton Farm. Immediately to the west is a stand of mature deciduous trees. The development site is bounded to the north by agricultural land and to the east by the Recreation Ground, an area of public open space. On the south side of Newton Road (east) is a modern housing estate, while at Newton Road (west) is Carnoustie House grounds, an extensive area of parkland, public open space and caravan park. On the west side of Balmachie Road is Carnoustie High School buildings and playing fields.

The following policy statement is contained in the adopted Angus Local Plan:

PROPOSAL C/H2 – NEWTON ROAD

6.7 ha of land at Newton Road is allocated for 120 houses subject to the following criteria:-

- (a) archaeological evaluation of the whole site and action as appropriate;
- (b) relocation of the existing Heather Pre-packs facility at Newton Road;
- (c) realignment of Newton Road and associated junction improvements with Queen Street;
- (d) preparation of a development brief detailing access, road improvements, foul and surface water disposal, road layout, open space, landscaping, boundary treatment and phasing of development;
- (e) a suitable mix of housing to provide a range of house types, tenure and affordability.

The scope for marginally exceeding the housing numbers will be reviewed at the detailed planning stage.'

The key objectives of this development brief are to:-

- **provide guidance to landowners and developer(s) of those technical matters that will require to be undertaken on a whole site basis and agreed with Angus Council prior to consideration of a planning application;**
- **ensure a high quality sustainable housing development which is integrated with the landscape setting;**
- **secure the necessary junction and road improvements;**
- **retain, safeguard and enhance the existing important woodland stand;**
- **establish high quality landscaping and boundary treatment around the periphery and also within the site, including the area of Lochty Burn;**
- **establish appropriate public transport, pedestrian and cycle connections with the town; and**

- **secure developer contributions to improving existing playing field provision and formation of new road access serving Carnoustie High School.**

GENERAL REQUIREMENTS

In taking forward the development of this site there are several technical matters which need to be addressed on a 'whole site' basis and which will have an impact for both landowners and developer(s). These technical matters include:-

- establishment of infrastructural requirements including a full drainage assessment (for foul and surface water drainage) and other services;
- a requirement for a flood risk assessment, and surface water management scheme, including future maintenance arrangements;
- archaeological assessment of the site and implementation of investigation works where appropriate;
- general landscaping proposals including treatment of the Lochty Burn and requirements for future maintenance;
- access points and arrangements for traffic, pedestrian and cyclist circulation;
- developer(s) contribution.

Further details of these technical matters together with the site specific requirements are set out in the subsequent paragraphs of the brief. However, without a co-ordinated approach to these matters the full development potential of the site may not be realised.

Angus Council will therefore require these key technical matters to be addressed in a co-ordinated manner by landowners/ developer(s) and the principles agreed by the Council as a pre-requisite to progressing a formal planning application. Only by taking this approach will the Council be satisfied that all aspects of the brief can be concluded. This will involve close co-operation by landowners, developer(s), other appropriate agencies and Angus Council.

SITE SPECIFIC REQUIREMENTS

Landscaping, Open Space Provision and Boundaries

Landscaping and Woodland

A comprehensive landscape plan will require to be submitted as part of any planning application. The existing tree stand is a prominent landscape feature serving to provide a context for the western part of the site. Development proposals will require to retain, incorporate and enhance the feature and this may have an impact on the housing layout. Submission of a full tree survey will be required as part of any planning application. Details of the level of information required is contained in Angus Council Advice Notes (22) The Survey of Trees on Development Sites and (23) The Specification of Landscaping proposals for Development Sites.

Where existing trees are being retained, road layouts should be designed to retain five metres clearance to edge of carriageway. Where new tree planting is proposed, again five metres clearance from edge of carriageway should be provided.

An important element of the site is the Lochty Burn. Landscape proposals should allow for retention and enhancement of this feature. The burn also has nature conservation value and opportunity exists to strengthen this particularly either side of the burn. Although vehicular

movement across the burn is not considered appropriate, a pedestrian cycle bridge is desirable in order to establish linkages with existing open space areas.

Boundary Treatment

The development site adjoins the open countryside and particular attention should be focused on landscaping and boundary treatment. Bands of landscaping not less than 5m deep should be considered. Developers should refer to PAN 44 Fitting new housing into the landscape, for guidance. Full details will require to be submitted as part of any planning application and take account also of Angus Council Advice Note (24) Residential Boundary Treatment.

Public Open Space

In addition to the range of informal open space areas that will be formed through general landscaping proposals, implementation of Angus Council's standards for provision of public open space in private housing schemes would require additional formal play areas. However there may be opportunity to upgrade local facilities including improvement of existing playing field provision and formation of new access road serving Carnoustie High School to the benefit of the development. This would be pursued through agreement with a developer.

Archaeology

There are a number of archaeological features identified from aerial photography and a full archaeological appraisal will require to be undertaken. This should be submitted as part of any planning application and include mitigation measures where appropriate. To guide developers an archaeological brief will be prepared by Angus Council's archaeological consultants.

Drainage

New development proposals will require to deal separately with surface and foul water. It is expected that the latter will be able to be accommodated by sewers in and around Newton Road, although the developer(s) will require to undertake a full drainage assessment of the whole site (to be agreed with NoSWA and SEPA) in order to establish drainage capacity arrangements for residential development taking into account landscaping considerations, site layout, phasing, and surface water management.

With regard to surface and storm water runoff a Sustainable Urban Drainage Scheme (SUDS) will be required, although a main design criterion will be to minimise changes to the existing flow regime of the area. Particular attention will require to be given to surface water management at the site to avoid risk of down stream flooding. A flood risk assessment will be required for the whole site. Arrangements for future maintenance of the surface water drainage system will require to be agreed with NoSWA, SEPA and Angus Council.

Developers are recommended to have early discussions with Planning, Roads, NoSWA and SEPA to discuss proposals for comprehensive surface water management of the whole site.

Full details of foul water and surface water treatment covering the whole site (and subsequent management arrangements) will require to be submitted as part of any planning application.

Access and Circulation (General)

A major requirement of any development proposal is improvement to the road width of Newton Road and junction configuration with Queen Street. Radius and sightline improvements are also required at Balmachie Road/Newton Road junction. Access to the housing site(s) may be taken from both Newton Road and Balmachie Road with regard to the latter consideration should also be given to the formation of a gateway entrance feature to Carnoustie. The establishment of a mini roundabout could act as both a traffic calming measure and provide opportunity for the future implementation of Local Plan Proposal C/RT5 Shanwell Road – Sports Ground which incorporates improved access serving Carnoustie High School. All improvements to road layout etc. will be at the developers expense. Newton Road is a major link between the High School and the residential areas at the east end of the town with a large number of pedestrian and cyclist movement. The provision of improved shared or separate cyclist /pedestrian facilities within and adjacent to the site should be investigated.

Although at present there is no bus service along Newton Road, new residential development may stimulate demand for additional services. Allowance should therefore be incorporated into the layout design for bus laybys on the north side of Newton Road.

Internal roads should incorporate speed reduction measures - traffic speeds no greater than 20mph. The use of shared surface arrangements conforming to the standards of Angus Council will be encouraged. Individual house access onto Newton Road or Balmachie Road will not be permitted. Priority should be given to pedestrian and cyclist movement and circulation in both the development of internal roads layout and connection with Newton Road and Balmachie Road and adjacent streets. Consideration will require to be given to the needs of service vehicles (particularly refuse collection vehicles) when considering internal road layouts.

There should be no vehicular movement across the Lochty Burn, which will be retained for open space, landscape and nature conservation value. Provision of a bridge for pedestrian and cycle traffic will be encouraged as this will assist in internal pedestrian/cyclist movement and circulation, giving access to recreation areas, schools, town centre etc.

Access and Circulation (Detailed Points)

Site A (Eastern Site)

- a new footway provided ex adverso Newton Road;
- any new site access with Newton Road, minimum stagger of 40m with any junction;
- no individual house plot access onto Newton Road;

Site B (Western Site)

- any new site access with Newton Road, minimum stagger of 40m with any junction;
- no individual house plot access onto Newton Road and Balmachie Road;
- sightline , radii, visibility splays etc. – Roads Department.

Details of technical requirements and specifications for both sites – eg sightline, radii, visibility splays etc can be obtained from Angus Council Roads Department.

Housing Layout, Design, Numbers and Phasing

The Adopted Angus Local Plan allocates the site for 120 houses in the period to 2001 – 2006. The development control system allows for a degree of flexibility and a slight variation in site capacity may be acceptable subject to drainage, density, layout and design that fits in well with the area. As the principal greenfield housing site within Carnoustie, the layout should provide for a range of house types and affordability.

The Local Plan proposal envisages the site being developed as a single project – although it is recognised that there are two land parcels in differing ownership's. The timing of implementation will also be influenced by the future of Heather Pre Packs operational centre at Newton Road. The Council's preference is for an integrated proposal, dealing comprehensively with roads and access, landscaping, footpaths, drainage and surface water disposal, and developer contributions, as a single package.

Only where the full requirements of the brief have been met will consideration be given to progression of the development in two separate phases. Landowners and/or developers will require to satisfy the Council that a phased approach to development will meet the overall objectives established for the whole site.

With regard to design, the site is adjacent to a countryside location and this should be reflected in the layout, design and use of materials to produce a high quality residential development that respects its countryside setting, adjacent land uses and existing amenity. Particular attention will require to be given to safeguarding the amenity of existing frontage properties along Newton Road and new frontage housing along the eastern part of Newton Road should be maximum of single storey.

Roof and external wall finishes should be sympathetic to surrounding uses in terms of texture and colour.

Sustainability is an important part of the development brief, and in developing a layout and design, positive consideration should be given to energy conservation measures including passive solar design, security and community safety. PAN46 Planning for Crime Prevention will be particularly important in considering the latter aspects.