

ANGUS COUNCIL**PLANNING AND TRANSPORT POLICY COMMITTEE 6 JUNE 1996****SUBJECT: ANGUS LOCAL PLAN PREPARATION****REPORT BY DIRECTOR OF PLANNING, TRANSPORT & ECONOMIC DEVELOPMENT**

Abstract: This introductory report on the initial stages of preparing the Angus Local Plan outlines the current status of the statutory development plans covering the administrative area of Angus and discusses the policy context within which the Local Plan should be prepared. It summarises the scope and purpose of a single Angus Wide Local Plan and identifies a general programme to be followed for the first stage of preparation of a consultative Draft Plan.

1 RECOMMENDATION

It is recommended that the Committee:-

- i. agree to formally commence preparation of the Angus Local Plan;
- ii. authorise the necessary procedure to give public notice by formal advertisement of the intention to prepare the Angus Local Plan;
- iii. note the relationship between future work on the Angus Local Plan and decisions currently awaited from the Secretary of State on the Finalised Tayside Structure Plan 1993 and from the Scottish Office Inquiry Reporter on the Dundee District Local Plan insofar as these directly relate to Angus;
- iv. agree the general approach and programme for progressing the Local Plan to the Consultation Draft stage including the purpose, structure and format of the Plan, key issues and initial consultation arrangements as set out in this report;
- v. note that further Reports on managing progress on the Local Plan will be brought forward for consideration by the Committee at the appropriate time during subsequent stages of the plan preparation process; and
- vi. note the significant financial implications arising during the process of Local Plan preparation and adoption, including the initial requirements and costs arising during the current 1996/97 financial year.

2 INTRODUCTION

- 2.1 On reorganisation of Local Government, Angus Council inherited statutory development plans produced by the former Tayside Regional Council and the former Angus and City of Dundee District Councils.

- 2.2 The Finalised Tayside Structure Plan 1993 is currently awaiting approval by the Secretary of State for Scotland and a formal decision including modifications is awaited. Local Plan coverage throughout Angus varies greatly in age, relevance and statutory status.
- 2.3 The most recent up to date Local Plans within the Angus Council administrative area have been prepared by the former City of Dundee District Council. That part of the administrative area of Angus previously falling within the former City of Dundee District is currently covered by two adopted Local Plans (West Ferry/Monifieth and Rural Areas). These adopted plans are in the process of being replaced by the Dundee District Wide Local Plan which covers all of the previous administrative area of the City of Dundee District Council, including the area now falling within Angus. The Dundee District Wide Local Plan is with the Scottish Office Reporter following a Local Plan Inquiry which sat between November 1995 and March 1996. The Reporter's findings are not expected until January 1997. Angus Council formally objected to part of the Dundee District Wide Local Plan in respect of the scale of the Housing allocation proposed at Liff. The Council's final position on the proposals of the Local Plan was also reserved pending a final decision on the terms of the approval by the Secretary of State of the Tayside Structure Plan 1993 (report AC95/95 refers).
- 2.4 The Local Plan base inherited from Angus District Council contains six town based Local Plans (five adopted between 1982-88) and one Draft Rural Angus Local Plan (Council approved in March 1991). There is an urgent need to provide up to date Local Plan coverage for the whole administrative area of Angus.
- 2.5 The most effective means of achieving this at a relatively early date is via the preparation of an Angus Wide Local Plan. This should interpret and reflect National Guidance (NPPG's and PAN's), establish policies and allocate development land in accordance with the Tayside Structure Plan 1993.
- 2.6 This report identifies the context within which the Angus Local Plan will be prepared and outlines a proposed method of work, including appropriate consultation, and suggested timetable for preparation of a Consultative Draft Plan.

3 CONTEXT

Statutory Basis

- 3.1 Angus Council, as local Planning Authority, are charged with providing up to date development plans for its full administrative area by the Town and Country Planning (Scotland) Act 1972. Section 18A of the Act (as amended) reinforces the primacy of up to date and relevant Local Plans in determining development control matters.

National Planning Guidance

- 3.2 Guidance from the Scottish Office on Local Plan preparation has been under review, initially as set out in the "Review of the Town and Country Planning System in Scotland" published in December 1995. Details of this were reported to Committee in January 1996 (report AC3/96 refers). The review seeks to build on the current system in Scotland rather than make fundamental changes to it.

- 3.3 In line with the Review, a draft Planning Advice Note (PAN) on Local Planning was published in February 1996 the principles of which were reported to Committee in report AC78/96. A final version of the PAN has recently been published (May 1996) by the Scottish Office. The broad principles of the PAN aim to improve Local Planning by:-
- keeping plans relevant through quicker review and alteration;
 - ensuring that plans are prepared within the appropriate national, Structure Plan and Local context;
 - ensuring public interests are adequately taken into account;
 - ensuring that plans through appropriately framed policies, deal with all significant land use issues and are capable of implementation in a reasonable timescale; and
 - managing the process to achieve speedy plan preparation.

The terms of the PAN provide a sound basis for guiding the preparation and publication of an Angus Local Plan.

- 3.4 Further to this the Scottish Office published a draft Code of Practice for Local Plan Inquiries in Scotland which was reported to Committee in April 1996 (report 225/96 refers). The Code of Practice has implications for the preparation and adoption of the Angus Local Plan, including consideration of the Reporter's findings and recommendations on those aspects of the Dundee District Local Plan which affect Angus.

Angus Council Strategic Statement

- 3.5 Angus Council's Strategic Statement identifies various key themes which can be addressed, in part, through the preparation of the Angus Local Plan which has a key role in the allocation of land for housing and industrial/commercial development and through detailing policies and proposals to guide and encourage development having regard to the quality of the built and natural environment.
- 3.6 The Local Plan should contribute towards achieving a number of broad aims including:-
- ensuring that the needs of development are provided for in a sustainable manner;
 - promoting quality in the environment; and
 - supporting the development of a vibrant and a diverse economy with increased job opportunities.

Purpose of the Plan

- 3.7 The main purpose of the Angus Local Plan will be to further guide development and changes in land use in the way that can best serve the needs of communities throughout Angus. The Angus Local Plan relates to the period 1996-2001, which is directly linked to

the timescale of the Tayside Structure Plan 1993. Longer term guidance for the period up to 2006 is also provided.

- 3.8 The Local Plan will need to show how policies and proposals for change in land use and activities fit together with existing development as part of a coherent strategy. Among the most important functions of the Local Plan will be:-
- to apply and further detail National Guidance and strategic policies in order to indicate the intended future pattern of land use and development;
 - to stimulate, encourage and promote development where appropriate;
 - to indicate land where there are opportunities for change;
 - to indicate specific proposals for the development or change of use of land;
 - to provide a sound basis for development control; and
 - to show how all those with an interest in Angus can contribute towards the preparation and implementation of the Plan.

4 KEY ISSUES

- 4.1 It is clear from Central Government guidance and from the functions summarised above that a wide range of matters need to be addressed in the Local Plan. However the absence of up to date adopted Local Plan guidance is most keenly felt in the need to further detail the broad settlement pattern and land use strategy set by the Structure Plan. This will therefore be an early priority for local planning work which will enable the Council to set the broad objectives and directions of the plan.
- 4.2 A summary of the relevant Structure Plan priorities and table of land allocation requirements to be identified and detailed in the Local Plan are indicated in Appendices 1 and 2.
- 4.3 In broad terms some of the issues to be addressed by the Local Plan include:
- land supply and opportunity for housing and employment to meet a range of needs;
 - establishing an integrated framework for rural development with a focus on sustainability;
 - measures to protect and enhance the varied built and natural environment;
 - opportunity for resolution of infrastructure constraints, including the upgrade of the A92 area, between Dundee and Montrose, and the implications for land use policy.
 - Balancing the needs of town centre, in terms of the opportunity for physical improvement, and guidance for out of centre development;
 - Opportunity for additional provision of community services including schools.

5 STRUCTURE AND FORMAT

- 5.1 In adopting an Angus wide approach to local plan preparation it is important to ensure the correct balance is achieved between securing broad aims and objectives across Angus

and providing sufficiently detailed and relevant guidance at an individual community/local level. In particular it is essential to ensure that an Authority Wide Plan is sufficiently community based to properly recognise and address the range of issue's and opportunities arising in different parts of Angus.

5.2 A suggested broad structure for the Local Plan to achieve this balance between Angus wide and community based requirements would be in 6 main parts as follows:-

Part 1 Introduction:-

- background; statutory requirements; area description; plan purpose, and time period; document format; relationship with other plans and programmes.

Part 2 General Development Strategy:-

- aims and objectives;
- coastal corridor;
- Strathmore;
- The Glens.

Part 3 Policy Framework; Angus wide policies covering:-

- Environment
 - built;
 - natural;
- Development
 - housing;
 - employment;
 - retailing;
 - tourism;
 - rural activities;
 -
- Infrastructure
 - transport;
 - drainage;
 - water supply;
 - energy;
 - waste disposal
 - community facilities, including schools

Part 4 Settlement Profiles:-

- plans and text for all settlements which are the subject of location specific policies and proposals. These will identify and allocate specific sites for uses in accordance with the Development Strategy and Policy Framework. Principal settlements for coverage are identified in Appendix 3.

Part 5 Implementation, Monitoring and Review:-

- making it happen
 - preliminary proposals programme;

- recommendations to others;;
- partnership approach;
-
- keeping it relevant
 - basis to be adopted;
 - annual reports;
 - future action;

Part 6 Proposal Maps:-

- single proposal map at an appropriate manageable scale (possibly 1:100,000 scale) detailing area wide policies and proposals. Insets for settlements;
- individual settlement plans, identifying specific policies and proposals;

Document Format

- 5.3 Given the wide range of subject areas, number of significant settlements and proposed structure of a draft Angus Local Plan, it is considered that the most appropriate and flexible format would be loose leaf, using a ring binder/folder. A review of how some other comparable Authorities have approached Plan presentation, suggest this to be a practical approach for the Angus Wide Local Plan.
- 5.4 This allows extracts from the plan to be readily provided. More importantly such a format would allow amendments, alterations and additions to be effected without totally reprinting the whole Local Plan.

6 TIMETABLE

- 6.1 The provisional timetable deals with reporting progress up to the Draft Local Plan stage, and recognises the priority to produce the draft document as soon as practicable. The following targets for Committee are proposed:-

- | | |
|-------------|---|
| 17 October | <ul style="list-style-type: none"> – Local Plan Objectives and Strategy; – Angus Wide Policies; |
| 28 November | <ul style="list-style-type: none"> – Settlement Profiles; – Consultative Draft Local Plan; – Consultation Programme. |

7 INITIAL CONSULTATION ARRANGEMENTS

- 7.1 Throughout the process of preparing and adopting a Local Plan, there are various stages of formal and informal consultations involving organisations and the general public. These can be summarised as follows:-
- preparatory work stage;
 - consultative draft Local Plan;
 - finalised Local Plan;
 - adoption stage.
- 7.2 The current focus of attention is on the preparatory work phase and during this period specific consultations will be required as part of information gathering and technical appraisal with relevant statutory and other agencies and Angus Council departments. In addition, consultation will also include:
- reports to Committee as suggested in section 6;
 - informal briefings with individual elected members;
 - sounding out local communities, amenity and business groups.
- 7.3 There is an advantage of early contact with the local community, in advance of more formal consultation on the policies and proposals of the Draft Local Plan, in that it enables specific issues to be highlighted, discussed and considered during the formative stages of the document.
- 7.4 It is proposed to consult local Community Councils on the main issues with an invitation to meet on an informal basis with officers of the Development Plan Team. This will ensure an early albeit limited public input during preparation of a draft Angus Local Plan.
- 7.5 Following publication of the draft Local Plan, public consultation exercises/processes will be undertaken in accordance with the statutory requirements established by the Local Government (Scotland) Act 1973 and the Town and Country Planning (Structure and Local Plans) (Scotland) Regulations 1983 and guidance provided by the appropriate PAN's. This will be the subject of a future Report to committee at the appropriate stage of presentation of the Local Plan.

8 INITIAL PROCEDURES

- 8.1 Under the terms of the Town and Country Planning (Structure and Local Plans) (Scotland) Regulations 1983 Angus Council are initially required to formally advertise "Notice of Intention to Prepare Angus Local Plan" on each of two successive weeks in local newspapers.
- 8.2 To accompany the placement of the formal advertisement, it is suggested that a short paper be prepared, based on this report, outlining the issues to be addressed and the broad approach to Local Plan preparation. This would be made available for distribution to the general public, Community Councils and any other interested parties who respond to the formal advertisements.

9 FINANCIAL IMPLICATIONS

- 9.1 There are significant short and longer term financial implications arising from this report including major Local Plan Inquiry costs which will be incurred during 1997/98 (Report 225/96 to the 25 April meeting of the Committee refers).
- 9.2 In addition to initial formal advertisement requirements, the most significant costs to be borne this financial year (1996/97) will be the printing of the draft Angus Local Plan. Based on the suggested format this will include cover/binder, typesetting, art work/graphics, maps production and printing. Around £10,000 may be required for draft plan production and printing. Consultation costs will also be incurred including publicity and possibly display arrangements.
- 9.3 In addition to the direct costs of the Angus Local Plan, Angus Council will require to contribute toward the cost of printing the finalised Tayside Structure Plan 1993 when approved by the Secretary of State for Scotland. Subject to a final decision on this these costs are also likely to fall during the 1996/97 financial year including around £3,000 for Angus Council..
- 9.4 Consideration is therefore being given to adjustments to other elements of the Budget to accommodate the required expenditure to meet an accelerated Local Plan Programme process as proposed in this report.

10 CONSULTATION

- 10.1 The Chief Executive, Director of Law and Administration and Director of Finance have been consulted in the preparation of this report.

11 CONCLUSION

- 11.1 Local plan preparation is a major and complex exercise requiring substantial staff and financial resources over a considerable period of time. This report addressed some initial procedural, technical and financial issues arising from the early production of a Consultation Draft of the Angus Local Plan as part of an accelerated programme for Local Plan preparation. As work on the Plan progresses further reports on various organisational issues will be prepared for consideration and agreement by the Committee.

NOTE

No 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 any material extent in preparing the above Report.

AA/KMcG/KW
27 MAY 1996

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APPENDIX 1

SUMMARY OF KEY STRATEGIC PRIORITIES FROM TAYSIDE STRUCTURE PLAN 1993 APPLYING TO ANGUS LOCAL PLAN.

1 General Strategy

Strategic priorities:

- ensuring there is sufficient land to accommodate future economic development and improving road and rail routes to Arbroath and Montrose.
- ensuring that the amount and rate of development in lowland Angus respects and enhances the character of the towns and villages, safeguards the environment, does not encourage long distance commuting, takes account of infrastructure capacities and does not conflict with the development needs of the remoter rural areas.
- promoting development in the upland rural area and consolidating existing investment in order to maintain the economic and social wellbeing and viability of rural communities.

2 Housing

Strategic priorities:

- ensure that local housing needs are met in Carnoustie while avoiding continued housing growth based on commuting to Dundee.
- improve the range and choice of housing development sites at Arbroath and Montrose.
- ensure that the scale of housing development in lowland Angus does not adversely affect the character of the towns nor exceed the capacity of infrastructure to support development.
- provide for local housing needs to be met without encouraging long distance commuting.
- promote housing development in upland rural areas to support the maintenance of viable communities.

In the Draft Modifications published by the Secretary of State, some of the land allocations suggested by the Structure Plan were adjusted. Both the submitted and the revised figures are shown in Appendix 2.

Arising from these modifications the following issues will also require to be considered.

- the opportunities for satisfactorily accommodating increased levels of housing development in the market towns taking account of environmental and infrastructure considerations.

- the general direction of the future settlement strategy for Angus including the relationship to Dundee.

3 **Employment Land**

Strategic priorities

- to ensure the provision of high quality business and industrial sites which are competitive with sites available elsewhere;
- to reinforce the key economic roles of the main towns as local centres of employment;
- to provide opportunities for economic development in rural areas;

Localised issues

- supporting gateway developments related to the Brechin and Forfar bypasses;
- making further industrial land available in Carnoustie and Forfar;
- allocating a site with good access to the A90 at Brechin

4 **Retailing**

Strategic priorities

- guiding demands for most large retail developments towards central locations in the market towns;
- promoting schemes to improve the attractiveness of town centres;
- maintaining the provision of and access to basic shopping services in rural areas

5 **Rural Development**

Strategic priorities

- to encourage and support an integrated approach to rural development;
- to support diversification of the rural economy;
- to support the retention of and accessibility to rural services;
- to protect prime agricultural land;
- to encourage sustainable development;
- to support the consideration and sensitive development of the natural and cultural heritage.

6 **Environment**

Strategic priorities

- to encourage the practical application of sustainable development;
- to support measures to improve the built environment and its setting;
- to secure appropriate support and assistance for important areas of special natural heritage interest including upland areas, the Tay Estuary and coast and lowland lochs and river systems.

7 Transport and Communication

Strategic priorities

- enhance sea links with Europe;
- early investigation of an outer peripheral route for the A90 to the west of Dundee;
- improvements to road links to both Arbroath and Carnoustie;
- reducing the need to travel particularly by car for longer distance journeys between home and work place;
- co-operation with the Montrose Port Authority to encourage the development of harbour facilities;
- support and encouragement for the electrification of the main rail link from Edinburgh to Aberdeen;
- recommended priority to re-trunking the A92 in order to provide a better link for economic development in Carnoustie, Arbroath and Montrose;
- recommended priority to grade separated junctions being provided on the A90 north of Dundee improving access to existing and new industrial, commercial and residential development particularly at Forfar;
- support for an intra regional rail services on the Perth-Dundee-Carnoustie-Arbroath-Montrose corridor.

8 Infrastructure and Energy

Strategic priorities

- to provide a basis for prioritising investment in infrastructure;
- to support the development strategy through the removal of existing constraints and by the timely provision to meet the needs of new development;
- to identify locations for the construction of wastewater treatment plants to comply with EC Directives and to remove pollution (Carnoustie, Arbroath, Montrose, Forfar);
- to pursue energy conservation and energy efficiency measures, including renewable energy technologies relevant in Angus, taking account of environmental impacts.

9 Tourism Recreation and Sport

Strategic priorities

- to support the development of the rural tourist industry in a manner which is environmentally acceptable;
- to encourage tourist development in Angus, particularly in the rural area and coast;
- to maximise the economic benefit from Carnoustie Championship Golf Course
- to encourage informal rural recreation opportunities close to the major centres of population

10 Community Services

Strategic priorities recognise that

- past development has not always been accompanied by the appropriate level of community facilities;

- the need to focus on local initiatives, taking account of the role of community facilities in combating and alleviating poverty;
- limited access to services and rural areas, particularly in the remoter areas, can constrain efforts aimed at maintaining population levels and development opportunities;
- areas of major new housing development require community facilities

APPENDIX 2

Finalised Tayside Structure Plan 1993
Schedule 1 - Housing Land Allocations by Planning Area 1993 - 2006 (on Sites of 5 Units or More)

	Effective Land Supply at June 1993	Additional Allocation		Total Allowance 1993 - 2006
		1993 - 2001	2001 - 2006 (Subject to Review)	
Montrose	50	210	180	440
Brechin	70	150	130	350
Montrose/Brechin Landward	10	100	80	190
Montrose/Brechin Planning Area	130	460	390	980
Arbroath	430	130	280	840
Carnoustie	70	70 (170)	120 (320)	260 (560)
Arbroath/Carnoustie Landward	60	50 (100)	100	210 (260)
Arbroath/Carnoustie Planning Area	560	250 (400)	500 (700)	1310 (1660)
Forfar	190	100 (200)	250 (300)	540 (690)
Kirriemuir	220	100 (200)	150 (250)	470 (670)
Forfar/Kirriemuir Landward	80	100	110	290
Forfar/Kirriemuir Planning Area	490	300 (500)	510 (660)	1300 (1650)
Dundee District Greenfield Sites	530	1040 (890)	1280 (1130)	2850 (2550)
Dundee District Brownfield Sites	1490	No limit (assume 2500) (2300)	No limit (assume 2700) (2500)	No Limit (assume 6690) (6290)

Note : Figures in Brackets () are DRAFT modifications proposed by Secretary of State

APPENDIX 3

Settlements In Angus

As evident from the list below, there is a range of settlement size in Angus. At present, within existing Local Plan coverage all have some form of settlement profile proposals map. For those villages of less than 500 population, it will be necessary as part of the Local Plan exercise to consider the most appropriate means of illustrating future development policy.

Population:

>5000 population:	Arbroath Brechin Carnoustie Forfar	Kirriemuir Monifieth Montrose
1000-5000	Letham	Birkhill/Muirhead
500-1000	Edzell Ferryden	Friockheim Newtyle
<500	Hillside Aberlemno Airlie Auchmithie Balhall Balkeerie and Eassie Barnhead Barry Bogindollo Bowriefauld Braehead of Lunan Bridge of Dun Bridgene of Lethnot Bridgend of Lintrathen Charleston Clova Colliston Cortachy Craichie Craigie Craigton of Airlie Craigton of Monikie Douglastown Dunnichen Dykehead Eassie Muir Farnell Fern Finavon	Inverarity Inverkeillor Kellas/Murroes/Bucklerheads Kingsmuir Kinnell Kirkinch Kirktonof Auchterhouse Kirkton of Craig Kirkton of Glenisla Kirkton of Kingoldrum Kirkton of Kinnettles Kirkton of Menmuir Kirkton of Monikie Letham Grange Leysmill Liff Little Brechin Lunanhead Memus Milton of Ogilvie Monikie Newbigging North Craigie North Dronley Oathlaw Padanaram Prosen/Inchmill Redford Ruthven

Folda	Tannadice
Fowlis	Tarfside
Gateside	Tigerton
Glamis	Trinity
Greystone	Wellbank
Guthrie and Cotton of	Westmuir
Guthrie	
Inchbare	Westhall Terrace
Inveraldie	Whigstreet

