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1. Introduction

1.1 This paper is one of a range of topic papers that have been prepared in support of the Angus Local Development Plan (LDP) Main Issues Report. It deals with a range of challenges and opportunities in relation to the built and natural environment, although it is not exhaustive in setting out how the Angus LDP could deal with environmental concerns. The scope of this document is limited to the topics raised in paragraph 3.1 (see below). Other topic papers and background documents deal specifically with environmental resources such as minerals and prime quality agricultural land.

1.2 The aim of this document is to help identify the main issues and options for the protection and enhancement of the built and natural environment within Angus (excluding the Cairngorms National Park). It supports the Main Issues Report (MIR) and provides reasons for the content of that document, where the issues raised in this paper have also been judged to be main issues. It also includes information that could be important for drafting the Proposed Angus LDP. A summary of the physical characteristics of the area has been put forward in the Angus Profile of the Angus Local Plan Review Monitoring Report (December 2011) and provides an appropriate context for this paper. The Tayside Landscape Character Assessment (1999) also provides further details on the different landscapes of Angus.

2. Background

2.1 The planning issues relating to the built and natural environment are wide-ranging, covering matters such as the protection of built and natural heritage; landscape and visual impact; ensuring high quality building design and layout; and conserving biodiversity. For the sake of protecting our heritage, there are a number of legislative requirements that will inform future development. In addition, national policy as set out in the Scottish Planning Policy (SPP) and other documents such as Designing Places and Designing Streets, together with the policies of the TAYplan Proposed Strategic Development Plan (June 2011), are relevant for identifying the main planning issues for environmental protection and enhancement in Angus.

2.2 Within this section, the following documents are briefly discussed in order to identify how the environment could and should be promoted as part of future development in Angus:
- Scottish Planning Policy, Scottish Government
- National Planning Framework 2, Scottish Government
- Designing Places, Scottish Government
- Designing Streets, Scottish Government
- TAYplan Proposed Strategic Development Plan (June 2011)
- Green Infrastructure: Design and Place making, Scottish Government
- Scottish Historic Environment Policy 2011, Historic Scotland
- Commissioned Report 488: An Assessment of the Impacts of Climate Change on Scottish Landscapes, Scottish Natural Heritage
- Natural Heritage Futures, Eastern Lowlands (including 2009 update), Scottish Natural Heritage
- Natural Heritage Futures, North East Glens (including 2009 update), Scottish Natural Heritage
- PAN 60: Planning for Natural Heritage, Scottish Government
• PAN 65: Planning and Open Space, Scottish Government
• PAN 78: Inclusive Design

2.3 The relevant conclusions from the Angus Local Plan Review (ALPR) Monitoring Report and an overview of approaches from three other planning authorities have also been considered, for the purpose of defining issues and options for environmental protection and enhancement. When taken together, all of this information provides a comprehensive basis for the discussion and issues & options sections.

Scottish Planning Policy

2.4 The Planning etc. (Scotland) Act has introduced a requirement for development plans to be prepared with the aim of contributing to sustainable development. One of the five principles of sustainable development involves living within environmental limits, with the fundamental principle being that environmental objectives are integrated with economic and social objectives (paragraph 35).

2.5 Respecting our environmental limits will ensure that future generations can enjoy a better quality of life (paragraph 36). The planning system can contribute to sustainable development by influencing the location, layout and design of new development (paragraph 37). Decisions on the layout and design of new development should support habitat connectivity (paragraph 39). Factors such as environmental sensitivities and landscape character should be considered when devising the most effective way to plan for change (paragraph 40).

2.6 The Scottish Government’s objectives of creating successful places and achieving quality residential environments should guide the whole process of delivering new housing (paragraph 78). The aim should be to create places with a distinct character, promoting a well integrated mix of land uses including well designed homes of different types and tenures (paragraph 78).

2.7 The Scottish coast contains many areas of special landscape and ecological significance (paragraph 98). New land-based development in coastal areas should not normally be permitted where it will require significant new defences against coastal erosion or flooding, unless defences are planned as part of a long term settlement strategy (paragraph 98).

2.8 A new marine planning system has been established by the Marine (Scotland) Act 2010. The terrestrial planning system and the marine planning system overlap in the inter-tidal area. Planning authorities should work closely with Marine Planning Partnerships and neighbouring authorities to ensure that development plans and regional marine plans are complementary, for the inter-tidal area but also for the wider coastal zone (paragraph 99).

2.9 Development plans should identify coastal areas likely to be suitable for development, areas subject to significant constraints and areas which are considered unsuitable for development (e.g. the isolated coast) (paragraph 100). An identification of these areas should be based on a clear understanding of physical, environmental, economic and social characteristics of the coastal area and the likely effects of climate change (paragraph 100). In relation to this, Angus Council’s Shoreline Management Plan (2001) provides a detailed assessment of these factors and takes into account the
effects of climate change. The Climate Change Topic Paper also considers coastal development in the context of potential changes in sea level affecting development to 2100.

2.10 In coastal areas, existing settlements and substantial free-standing industrial and energy developments are likely to be suitable for development (paragraph 101). Areas at risk from erosion, or isolated coastal areas of very significant environmental, cultural and economic value should be protected (paragraph 102). Development plans should protect the coastal environment, indicate priority locations for enhancement and regeneration, identify areas at risk of erosion and flooding, and promote public access where possible (paragraph 103).

2.11 Development plans should provide the framework for the protection, conservation and enhancement of all elements of the historic environment (e.g. scheduled monuments, archaeology, historic buildings, townscapes, parks, gardens and designed landscapes) (paragraph 112). When preparing development plans, planning authorities should consider the capacity of settlements and surrounding areas to accommodate development without damage to their historic value (paragraph 112). Landscape character assessments and conservation area appraisals may be used for this purpose (paragraph 112) and the latter should inform development plans (paragraph 117).

2.12 The presence and potential presence of archaeological and other non-designated assets (e.g. historic landscapes, woodlands) should be considered by planning authorities when allocating sites in the development plan (paragraphs 123-124).

2.13 Planning authorities should take a broader approach to landscape and natural heritage than just conserving designated or protected sites and species (paragraph 126). ‘Landscape’ should be understood in broad terms and relates to both countryside and urban areas (paragraph 127). Different landscapes will have a different capacity to accommodate new development, and the siting and design of development should be informed by local landscape character (paragraph 127). The potential effects of development, including the cumulative effects of incremental changes, should be considered when preparing development plans (paragraph 131). Opportunities for enhancement or restoration of degraded landscapes should be promoted through the development plan where relevant (paragraph 127).

2.14 The duty to further the conservation of biodiversity under the Nature Conservation (Scotland) Act 2004 should be reflected in development plans (paragraph 129). A strategic approach to linking natural habitats and areas of open space can make an important contribution to the maintenance and enhancement of biodiversity (paragraph 126). Development plans should identify and promote green networks where this will add value to the provision, protection, enhancement and connectivity of open space and habitats in and around towns.

2.15 In addition to sites with international and national designations (see ALPR margin text, pages 65-67 for definitions of these designations), local designations which protect, enhance and encourage the enjoyment and understanding of locally important landscapes and natural heritage can also be identified (paragraph 139). Local designations may be statutory (e.g. Local
Nature Reserves) or non-statutory, although the latter should be limited to two types: local landscape areas and local nature conservation sites (paragraph 139). Both statutory and non-statutory local designations should be identified and protected in the development plan, although the level of protection should not be as high as for international or national designations (paragraph 139).

2.16 The purpose of designating a local landscape area in the development plan should be to:
- Safeguard and enhance the character and quality of landscapes which are important or particularly valued locally or regionally;
- Promote understanding and awareness of the distinctive character and special qualities of local landscapes; or
- Safeguard and promote important settings for outdoor recreation and tourism locally (paragraph 140).

2.17 When considering whether to designate new local nature conservation sites for their biodiversity or when reviewing existing designations, authorities should consider the following factors:
- Species diversity, species or habitat rarity, naturalness and extent of habitat;
- Contribution to national and local biodiversity objectives;
- Potential contribution to the protection or enhancement of connectivity between habitats or the development of green networks; and
- The potential to facilitate enjoyment and understanding of the natural heritage.
Those sites designated for geodiversity should be selected for their value for scientific study and education, their historical significance and other cultural and aesthetic value.

2.18 Woodland of high nature conservation value should be identified in development plans along with relevant policies for its protection and enhancement (paragraph 146). Other woodlands, hedgerows and trees may also have significant biodiversity value and authorities should seek opportunities for new woodland creation and planting of native species in connection with development schemes (paragraph 147).

2.19 Networks of linked good quality open space have an important role in nature conservation and biodiversity, as well as being important for recreation, amenity and physical activity (paragraph 149). Green networks which increase accessibility within settlements and to the surrounding countryside should be promoted and safeguarded through the development plan. The purpose of regional and country parks (to provide recreational access to the countryside close to settlements) should be taken into account when making decisions that affect them (paragraph 150).

2.20 Planning authorities should take a strategic and long-term approach to managing open space (paragraph 151). An audit of open space and its suitability for community needs should be undertaken and using this audit, authorities should prepare an open space strategy (paragraph 151-152). Local development plans or supplementary guidance should set out specific requirements for the provision of open space as part of new development and make clear how much, of what type and quality and what the accessibility requirements are (paragraph 154). Where possible, opportunities to create
and enhance networks between open spaces should be identified and fragmentation should be avoided (paragraph 154).

**National Planning Framework (NPF) 2**

2.21 The planning system has an important role to play in improving the environment, by strengthening green infrastructure, safeguarding and enhancing urban and rural biodiversity, and contributing to the improvement of water, air and soil quality (paragraph 49). Economic development must be closely integrated with the promotion of environmental quality and the sustainable management of environmental resources (paragraph 49). Development plans should seek to achieve a net enhancement of landscape quality and biodiversity (paragraph 55). River basin management plans should highlight opportunities to enhance the ecological health of the water environment (paragraph 96).

2.22 The future of rural Scotland lies in a close alliance between economic diversification and environmental stewardship (paragraph 62). Many rural areas can absorb more people without losing their environmental quality; a widely-dispersed pattern of economic activity, including home-based businesses, is a more practical proposition due to modern communications technologies (paragraph 62).

2.23 With regard to the protection and enhancement of landscapes, the aim is to build environmental capital and pass well-managed, high quality landscapes on to future generations (paragraph 100). The planning system should also help to ensure that marine resources are developed sustainably, with development taking account of effects on environmental resources and the capacity of marine and coastal areas (paragraph 102).

**Designing Places**

2.24 The development plan must set out the council’s policies on design and the physical form of development (page 34). The plan should explain how its priorities are distinctly different to those of other places; these priorities should be based on a thorough understanding of how the area functions, the challenges it is expected to face and community requirements (page 34). An effective plan will leave matters of detail to other guidance documents (page 35).

2.25 The development plan must set out the council’s distinctive vision for how its area will develop (page 35). The plan should also set out key design policies relating to issues that are important locally and to specific areas and sites where change is expected (page 35). It should explain how the planning process should deal with design, by specifying where urban design frameworks are needed and when a development brief should be prepared (page 35).

2.26 The plan should specify the degree of detail expected in planning and design guidance, and also in proposals at the different stages of the planning application process (page 35). It should specify in what circumstances planning application design statements will be needed (page 35).
Designing Streets

2.27 Designing Streets provides a wealth of technical and practical guidance on new street design, although the role of the planning system is often described in terms of development management rather than development planning. Nevertheless, local authorities should have specific policies on street design either within the development plan, or as supplementary planning guidance (page 63). Street design should meet the six qualities of Designing Places (distinctive, safe & pleasant, easy to move around, welcoming, adaptable, resource efficient), in terms of (e.g.) block structure, parking provision, the types and arrangements of street junction, and providing good connectivity by all modes of transport (page 12-13).

2.28 Key policies include considering the street as a place, before considering how it can be used for the movement of vehicles (page 7). A sense of place is created by the character and atmosphere of an area and the connection felt by people with that place (page 7). The most important places will usually be near the centre of a settlement or built-up area, but important places will also exist within neighbourhoods (page 8). Locations with a relatively high place function include outside of schools, near shops or in local town and district centres. Streets passing through these areas should reflect the importance of these places in their design (page 8). Residential streets are classified as having a medium to high place function (page 9). The integration of new streets with surrounding networks, to provide flexibility and accommodate changes in built and social environments, is identified as a key consideration (page 19).

TAYplan Strategic Development Plan (approved June 2012)

2.29 Quality of place is central to the vision and objectives of the TAYplan (page 10). Good quality development is that which considers how location, design and layout can reduce the need to consume resources (page 10). It will also maximise its contribution to sustainable economic development and support a better quality of environment (page 10).

2.30 The arrangement, layout, design, density and mix of development should be a result of understanding, incorporating and enhancing present natural and historic assets (Policy 2). These assets include landscapes, habitats, wildlife sites and corridors, biodiversity, green spaces, geological features, water courses and ancient monuments, archaeological sites and historic buildings (Policy 2). Existing green infrastructure should be identified, retained and enhanced and there is a presumption against development in areas vulnerable to coastal erosion, flood risk and rising sea levels; including the undeveloped coast (Policy 2).

2.31 Land identified for development through the Local Development Plan should demonstrate a responsible management of the TAYplan's assets, by (amongst other things) understanding and respecting the regional distinctiveness of the TAYplan area (Policy 3). This involves safeguarding habitats, wildlife corridors, geodiversity, landscapes and historic buildings & monuments, whilst allowing development that does not adversely impact on or (preferably) enhances these assets (Policy 3).
Planning Advice Note 60: Planning for Natural Heritage

2.32 A good understanding of the natural heritage resource is an essential prerequisite in developing a policy framework for future development (paragraph 17). The State of the Environment Report for Angus 2011 (Angus Council), together with information obtained from the Scottish Wildlife Trust, can be used to establish the character and distribution of this resource across Angus. The Tayside Landscape Character Assessment (1999) and Angus Council’s Shoreline Management Plan also provide relevant background information.

2.33 The priorities and targets for species and habitats established in local biodiversity action plans can be reflected in development plan policies (paragraph 28). The development of networks of quality greenspace can make a valuable contribution to the realisation of wider objectives including nature conservation and landscape protection (paragraph 48).

Planning Advice Note 65: Planning and Open Space

2.34 Local authorities should aim to maintain or form networks of green and civic spaces which:
- Contribute to the framework for development
- Maintain and enhance environmental qualities
- Provide a range of opportunities for recreation and leisure
- Link and create wildlife habitats
- Encourage walking and cycling and reduce car use, in line with local transport strategies and core paths plans (paragraph 15).

2.35 Green and civic spaces must have a relationship with the surrounding buildings and uses, and the movements through them (paragraph 16). Open spaces should be well-located, well-designed, well-managed and adaptable (paragraph 18); although these qualities may not be suitable for natural or semi-natural greenspaces (paragraph 19).

2.36 Development plans should safeguard important open spaces from development and identify spaces that require significant improvements (paragraph 37). Plans should indicate the circumstances in which new green or civic spaces will be required as part of new developments (paragraph 38). Supplementary guidance can be used to set out local standards for open space provision in greater detail (paragraph 39).

Planning Advice Note 78: Inclusive Design

2.37 An inclusive environment is one that can be used by everyone, regardless of age, gender or disability (page 5). Development plans can support better access and more inclusive environments through general policy statements on achieving good design quality (page 10). The preparation of design manuals can help to improve consistency in designing inclusive environments, including the management of public space (page 10).
Natural Heritage Futures (NHF) – Eastern Lowlands & North East Glens (original prospectuses and updates)

2.38 The original document was prepared by Scottish Natural Heritage (SNH) in 2002, to guide the future management of natural heritage in the Eastern Lowlands area (including Strathmore and the Angus coastline) to 2025. Together with the 2009 update, it is used to inform SNH’s input to plans and strategies such as the development plan (page 2, both prospectuses). The framework provided by the document can help to determine spatial priorities in development plans (page 3, both prospectuses).

2.39 Built development adjacent to settlements and in the countryside is acknowledged as a key influence and opportunity for natural heritage (page 5, Eastern Lowlands; page 19, North East Glens). Future development is likely to lead to opportunities for improved recreational access within developments and into the surrounding countryside (page 5, Eastern Lowlands). For new housing in rural areas, the achievement of environmentally sensitive design and siting is recognised as an emerging challenge (NHF update, Eastern Lowlands). Renewable energy developments (in particular on-shore wind farms) are likely to affect landscape character in Angus and other areas (NHF update, both prospectuses).

2.40 In SNH’s vision for the future, strategic information on landscape, habitats and species would be used at an early stage in forward planning for housing and other key development needs (page 25, Eastern Lowlands). The urban fringe of settlements would be well integrated with the rural area through landscaping of high wildlife value, and proposals for new housing and commercial development would provide new access links (page 25, Eastern Lowlands). There would also be tighter planning controls over the location and design of buildings in the glens, including agricultural and industrial buildings (page 23, North East Glens).

2.41 To help realise this vision, the NHF objectives are defined so as to ensure that open space in and around settlements incorporates access opportunities linked to the countryside; and to ensure that new developments complement and enhance local landscapes and biodiversity (objectives 4 & 5, page 32 & 33, Eastern Lowlands). A further objective is to ensure that built developments respect the distinctive landscape characters of the various glens and hill ground (page 33, North East Glens).

Scottish Historic Environment Policy (SHEP) (December 2011)

2.42 The SHEP sets out the Scottish Minister’s policies for the historic environment and has the same status as the SPP. This document affirms (amongst other things) that actions taken in respect of the historic environment should secure its conservation and management for the benefit and enjoyment of future generations (page 8). There should be a presumption in favour of preserving individual historic assets and also the pattern of the wider historic environment (page 8). This environment should be managed in a sustainable way, recognising its social, cultural, economic and environmental values (page 8).

2.43 Many historic assets are given protection by primary legislation, such as the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997. This is not however the case for gardens, designed landscapes and battlefields.
Planning authorities should continue to extend protection to designed landscapes through the inclusion of appropriate polices in development plans (page 47). Authorities are also encouraged to identify and develop policies for non-Inventory gardens, designed landscapes and battlefields in their areas (pages 33 & 47).

**Green Infrastructure: Design and Placemaking (November 2011)**

2.44 Green infrastructure involves using ecosystems, green spaces and water to deliver environmental and quality of life benefits (page 1). Trees, greenspaces (including green corridors), watercourses and SUDS can provide valuable services (e.g. shelter, access and travel, drainage, pollution mitigation) in an ecological way (page 1). Green infrastructure can also help to enhance habitats and create attractive places (page 1). Green infrastructure components can be linked together to form green networks to provide benefits at a more strategic level (page 1).

2.45 Development plans and masterplans should knit developments into the wider green network (page 2). Reviews of existing open spaces create the potential to improve green networks and infrastructure (page 7). New development can provide opportunities to fill gaps in the strategic green network and landscape setting (page 2). Local authorities and developers should consider green infrastructure when considering masterplans and a collaborative multi-disciplinary approach (involving for example drainage engineers, ecologists, landscape architects) should be adopted (page 5).

2.46 Development plans and supplementary guidance should set the context to support green infrastructure thinking at the design and masterplan level (page 6). Local development plans should set out the spatial strategy in terms of the detailed locations of any green networks and may set out a hierarchy of spaces (page 6). Areas may be identified where actions could enhance existing linkages and strengthen a green network (page 6). Policies should support the incorporation of green infrastructure in the design of new places and a masterplanning approach should be promoted (page 6). Supplementary planning guidance may set out ways in which green infrastructure can be included in the design of new places, when establishing design principles for place-making (page 6).

**An Assessment of the Impacts of Climate Change on Scottish Landscapes (2012)**

2.47 This document includes a regional analysis of the impacts of climate change on the landscapes of Tayside, and also a local analysis focusing on Strathmore. The regional analysis concludes that in upland areas, the most significant landscape changes are likely to be associated with the further development of renewable energy projects such as windfarms (paragraph E1.16, Executive Summary). In the lowland areas of Tayside, changes could relate to the need to adapt to rising sea levels and the intensification of farming (paragraph E1.16, Executive Summary).

2.48 Within Strathmore, it is likely that the most significant landscape changes will be associated with the intensification of farming due to the positive effect of climate change on the growth of crops (paragraph E1.20, Executive Summary; see the Climate Change Topic Paper for the related issue of food security). This could result in the accelerated loss of field boundaries and field...
boundary trees. Renewable energy developments including medium and small-scale windfarms could also have an effect on the rural character (paragraph E1.20, Executive Summary). The likely changes are illustrated in the following photomontage:

![Figure 2: Illustration of possible climate related landscape changes in Strathmore](source: Commissioned Report 488: An Assessment of the Impacts of Climate Change on Scottish Landscapes, SNH, 2012)

3. Discussion

3.1 This section of the topic paper focuses on how the Angus LDP could and should assist with the protection and enhancement of the natural and built environments of Angus. Discussion will focus on:

- how to support developments of a high quality in terms of their design and layout, which are well integrated with existing networks and which promote a sense of place;
- the way in which green infrastructure and green networks could be promoted within the LDP;
- the continued protection and enhancement of built and natural heritage assets (including non-statutory designations);
- how to plan for the protection and enhancement of the area’s biodiversity and landscapes.

These discussions will identify issues that may be included in the Angus LDP Main Issues Report, and will highlight possible options for future land-use development in relation to these issues. The issues and options have also been summarised in Section 4 (see below).

High Quality Place-making and Better Design

Improving the design quality of new development

3.2 The ALPR includes several general policies on the design of new development and on potential interactions with its surroundings; whilst a key theme of the current housing policies has also been the delivery of high quality living places. Although there has been some success in improving the design and layout of new development in the context of these policies, there

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1 See ALPR Monitoring Report, paragraphs 4.21 & 4.85 for further details.
is still potential to increase the quality of the design solutions that are being brought forward by developers across Angus.

3.3 The issues that we are facing in Angus are similar to those identified elsewhere. Development proposals do not always respect the local context and thus do not always help to enhance the existing sense of place, where this is understood in terms of the six qualities described in Designing Places and further elaborated through Designing Streets (see paragraph 2.27). Aspects of increased sustainability in new development will be achieved through the Building Regulations and by a new planning policy requiring the use of low and zero carbon generating technologies (see Climate Change Topic Paper for further details). However, it is important to consider how other aspects of high quality development – distinctiveness, safe and pleasant spaces, ease of movement, a sense of welcome, adaptability, inclusion of a mix of uses, planning for biodiversity and green infrastructure – can be realised through the LDP.

3.4 The current policy approach has been partially successful, although it appears that the main policy concerning design quality (ALPR Policy S3) is not holistic and that to achieve the six qualities of Designing Streets, it is necessary for developers to consider (and therefore be aware of) other policies in the ALPR relating to accessibility, open space and the natural environment. One option for the LDP would be to consolidate the existing policy approach into a single policy that in itself refers to each of the six qualities of Designing Places, supported by supplementary guidance where necessary.

3.5 It will also be important to ensure that the LDP policy content focuses on design issues that are thought to be important for Angus in particular (see paragraphs 2.24-2.25). However, it must be acknowledged that these issues are likely to vary depending on the type of development proposed, the site characteristics and the local environment (e.g. rural or urban). The TAYplan requires that the Angus LDP ensures that a development site’s local context is understood, incorporated and enhanced as a result of new development (see paragraph 2.30). Perth & Kinross Council has sought to meet this requirement by stating the circumstances in which a design statement will normally be required and through the use of SPG in the form of a local place-making guide (see Appendix 1, paragraph A1.14).

3.6 The Angus LDP should also include specific details on when a design statement would be required (see paragraph 2.26), and (as mentioned above) additional supplementary guidance could be issued regarding the qualities that contribute to a high quality sense of place. In order to deal with the possibility of large areas of previously-developed land suddenly becoming available for redevelopment (such as HM Prison Noranside), it would also be desirable to specify when a masterplan ought to be prepared and how it should be taken forward in liaison with the Council.

3.7 Conservation area analysis and design guides have already been prepared for the Brechin, Forfar, Montrose and Arbroath Conservation Areas. These

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2 See ALPR Monitoring Report, Section 6 (Conclusions).
3 Compare for example the problems identified in the monitoring report with paragraph A1.2 of Appendix 1 of this topic paper.
4 Source: Designing Streets, Scottish Executive (2001), pages 9-10
documents will also provide relevant supplementary guidance\(^5\). As in the case of the ALPR, the requirement to produce a development brief for an allocated site should also be highlighted within the LDP, together with details of how it should be prepared (see paragraph 2.25). The new planning system requires that major developments undertake statutory pre-application consultation and it would be possible to indicate through the development plan who should be consulted and how, in order to ensure early consultation on site-specific concerns. These are ways in which the Angus LDP could ensure that the local context is taken into account when planning for new development.

### Option: Improving the Design Quality of New Development

The existing policy approach of the ALPR is consolidated into a single policy, whereby the six qualities of place from Designing Places and Designing Streets are addressed through a single broad policy, supported (where necessary) by supplementary guidance, and by conservation area analysis and design guides. In addition, the LDP is more precise than the ALPR in detailing the circumstances when a design statement will normally be required in support of a planning application, whilst it retains from the ALPR the details of when a development brief is required for large-scale development proposals. The LDP or supporting supplementary guidance also details the circumstances in which a masterplan could be required and provides guidance on how it ought to be prepared.

3.8 Looking again at the Angus context, there is however an additional question of whether the issue of building design in the rural area should be recognised separately within the LDP or through supplementary guidance. The Natural Heritage Futures update in 2009 for the Eastern Lowlands (incorporating large parts of Angus) highlights that the achievement of environmentally sensitive design is an emerging challenge for new development (paragraph 2.39). Moreover, NPF2 makes clear that across Scotland, more people could locate to the rural area as a result of home-working becoming a more realistic proposition (paragraph 2.22). The matter of whether the design of rural development requires an additional policy response (e.g. in the form of supplementary guidance) could be investigated using a question in the MIR.

3.9 Monitoring of the ALPR has raised a further concern regarding the variable quality of design statements that are currently being submitted with new development proposals. These statements have a tendency of describing rather than justifying the proposed design solution\(^6\). It is unlikely that any policy advice would assist in ensuring a higher standard of design statement, as sufficient guidance already exists in the form of the Scottish Government’s PAN 68: Design Statements. Instead, one option may be to advise through the LDP that potential applicants should enter into pre-application discussions for all developments where a design statement would normally be required, and for interested parties (e.g. developers or their agents, architects, planning officers, roads engineers) to work collaboratively in determining the scope and content of the design statement at the pre-application stage. This would

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\(^5\) Conservation area analyses and design guides have a key role to play in assisting the formulation of development proposals and in informing development plans and development management decisions. Further character appraisals for the remaining 12 Conservation Areas are anticipated over the life of the LDP and will provide additional guidance for future development proposals in these areas.

\(^6\) See ALPR Monitoring Report paragraph 4.86 for details.
be similar to the option raised through the Stirling MIR of complementing the focus on the end result with a process-orientated approach (see Appendix 1, paragraph A1.2).

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<th>Option: Improving the Design Quality of New Development</th>
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<td>In addition to specifying the circumstances in which a design statement would normally be required, a policy in the LDP advises that potential applicants should enter into pre-application discussions with Angus Council on the scope and content of their design statement. As well as leading to a higher standard of design solution, this could also reduce the time it takes to consider a related planning application. The same approach should also be adopted for development briefs and masterplans.</td>
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3.10 The Scottish Government policy on the location and design of new housing development is set out in the SPP (see paragraph 2.6 above). Whilst the development strategy of the ALPR focuses on guiding the majority of new housing to locations within the Angus towns and villages, as accessible service centres that can accommodate growth; often the larger housing land allocations of the ALPR have been illustrated on the settlement maps as single use developments. However, as the Angus towns expand to accommodate future growth, single use development is likely to become less and less appropriate – new housing would become ever more remote from the town centre facilities and services, increasing the need to travel for everyday activities such as visiting the shops. To reduce adverse impacts on the wider environment as well as to create more attractive places to live, one option for the LDP would be to identify housing land allocations as being suitable for a mix of uses that are complementary to housing.

3.11 Furthermore, the ALPR contains little site-specific guidance on the range of house types and tenures that are considered suitable for new housing developments, partly because this information becomes outdated over time. However, the recent detailed findings of the Angus Housing Need and Demand Assessment and the forthcoming LHS provide an opportunity to be more explicit on the house sizes and types that are likely to be required through the LDP.

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<th>Option: Creating a Successful Mix of Uses</th>
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<td>Housing land allocations are described as being suitable for a mix of uses that are complementary to housing (e.g. local shops or businesses). In addition, site-specific guidance on the mix of house sizes and types will be provided for larger land allocations, on the basis of the Angus Housing Need and Demand Assessment and the Angus Local Housing Strategy.</td>
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Green networks, infrastructure and place-making

3.12 The concepts of green infrastructure and green networks are broadly defined and may be used to achieve one, or a number of social or environmental objectives. There is a clear imperative in national policy and guidance to secure access, recreational, biodiversity and quality of life benefits through linking together areas within, on the edge and outwith the Angus towns using
green infrastructure (e.g. greenspaces, trees, woodlands, SUDS, hedgerows, verges, watercourses, green roofs). Although there are policies in the ALPR that seek to retain or enhance the landscape setting, or important trees on proposed development sites, the ALPR does not take a strategic approach to green infrastructure in its widest sense. A main issue for the ALPR is therefore how to adopt a strategic approach to the provision and improvement of green infrastructure, for purposes of habitat creation and for increasing access to the countryside and opportunities for recreation (see paragraph 2.44).

3.13 The evaluation of options for growth at a settlement level will include a consideration of the potential to safeguard and create new green spaces (such as woodlands) and link them together with existing networks of paths and open spaces in and around settlements. In this way, the general importance of linking the edge of Angus towns with the rural area will be taken into account when identifying the preferred and alternative strategic options for new development (see paragraphs 2.19 and 2.40).

3.14 Amongst other things, the creation of green networks and promotion of green infrastructure relates to the provision and enhancement of open space (see paragraphs 2.34-2.36). An open space audit is currently being undertaken by Angus Council’s Neighbourhood Services department, and this will form the evidence base for an open space strategy within the Angus towns. The forthcoming open space strategy could be used to identify the potential for improving green networks and linking together existing green infrastructure in and around the towns (see paragraph 2.45). In addition, the Angus Woodland and Forestry Framework highlights the opportunity for greening the urban environment of the Angus towns. In accordance with these documents, a more integrated policy approach to promote the inclusion of green infrastructure in new developments could be taken forward through the Proposed LDP. Detailed requirements could be in the form of supplementary guidance relating to the over-arching LDP policy on design (see above). It will be important that as far as possible the positive characteristics of existing green spaces and paths are respected and enhanced.

Option: Promoting and Enhancing Green Infrastructure

The potential for improving and creating green networks in and around the Angus towns should be identified using an open space strategy, produced in support of the Proposed Local Development Plan. The open space strategy together with the Angus Woodland Forestry Framework will inform or complement the development strategy for each of the seven Angus towns. The requirements for the provision of all forms of green infrastructure will be integrated with the requirements for other design issues, to ensure that a concerted approach to place-making is adopted on all new development sites.

3.15 An alternative option to the above is apparent from the Stirling Main Issues Report, where the green network concept is applied in a more strategic fashion, to justify policies that seek high standards of new development within and beyond the city. The difference with this alternative would be that
Development proposals within a green network (as defined on a proposals map) would be expected to directly contribute towards meeting the aims of that network, by (e.g.) helping to deliver quality development, climate change adaptation or assist with local wildlife conservation.

3.16 In a similar fashion, the green network concept could be taken forward as a key element of the overall Angus development strategy, with large parts of the Council area being identified as proposed green networks. In these areas, new green infrastructure would be required on development sites, but contributions to off-site linkages could also be requested where a need to improve the network has been identified (e.g. through the open space strategy). The difficulty with this option comes in identifying realistic green networks between the Angus towns; identifying specific aims for each network; and determining when developer contributions may be required. Moreover, the 2011 State of the Environment Report indicates that the majority of residents are fairly or very satisfied with the built and natural environments of Angus9, which suggests that there may be little popular demand for a more strategic approach to delivering green networks.

3.17 Within Angus, there are a number of long-distance paths which connect the glens to other areas of the Cairngorms, or which connect settlements along the Angus coast. The national cycle network also passes through Angus, generally following the coastline. However, the Strathmore area is a fertile agricultural zone, where habitats and core paths are often fragmented by large field systems in productive use. It is therefore questionable whether it would be feasible or desirable to create long-distance strategic green corridors between the Angus towns. Some of the wildlife sites and riparian environments could however be thought to offer a framework for the identification of more strategic (i.e. between-settlement) connections.

3.18 Taking account of the difficulties mentioned above, the promotion of green networks as a strategic (Angus-wide) approach to new development should be investigated through consultation on the Main Issues Report. Consultees should be asked to suggest how more strategic but feasible green networks could be envisaged, connecting the Angus towns. It will be important to recognise the difficulties in connecting natural environments within Strathmore, given the predominance of agriculture in this area, and the fact that this land-use is largely beyond the influence of the planning system.

**Built & Natural Heritage Assets**

**The protection and enhancement of built heritage**

3.19 The ALPR contains a number of policies to manage the development of, or the effects of development on the built heritage assets of Angus (listed buildings, conservation areas, scheduled monuments, archaeology, gardens and designed landscapes). These policies provide a framework for new development, as required by the SPP (see paragraph 2.11). However as a result of policy monitoring work, it has been identified that the existing policies sometimes replicate the guidance contained in SHEP, meaning that an opportunity exists to consolidate and reduce the existing policy content.

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3.20 The consolidation of existing policies could be achieved through the creation of a single over-arching policy, supported by guidance from the SPP, SHEP and Historic Scotland’s Managing Change in the Historic Environment guidance notes; or by retaining one policy for each aspect of the historic environment (listed buildings, conservation areas etc.), but omitting guidance that is also covered elsewhere. Some of the existing ALPR policies (ER18: Archaeological Sites of National Importance; ER19: Archaeological Sites of Local Importance) are seldom used and may be more appropriate as detailed supplementary guidance.

3.21 In order to help guide the future management and development of built heritage in Angus, it may be useful for developers to produce a conservation statement or plan. Applicants sometimes prepare these plans in support of a development proposal, but ideally they should be prepared in consultation with Angus Council’s conservation officer, in advance of devising any plans for the future of (e.g.) a listed building. The possibility of requesting conservation statements/plans, and carrying out condition surveys in advance of a planning application, should be highlighted more overtly in the LDP.

Option: Protecting and Enhancing Built Heritage

The existing built heritage policies of the ALPR will be consolidated and summarised within one or more policies of the LDP, supported by the national policy and guidance of the SPP, SHEP and Historic Scotland’s Managing Change in the Historic Environment guidance notes. Supplementary guidance could be used for existing policies that are seldom used in considering development proposals. The use of conservation statements and plans to help guide the future development of heritage assets will be more clearly signposted in the LDP.

3.22 In addition to our heritage assets that have been given statutory protection, the conservation of gardens, designed landscapes and battlefields will continue to be important (paragraph 2.43). The ALPR includes a policy to protect gardens and designed landscapes (those on Historic Scotland’s inventory and others), but there are no designated battlefields within the Angus area. It is intended that the existing policy (Policy ER20: Historic Gardens and Designed Landscapes) would be carried forward as future supplementary guidance.

3.23 Design guidance in the form of Angus Council’s advice notes will also need to be updated, in view of Historic Scotland’s Managing Change in the Historic Environment guidance notes. Repetition should be avoided and there may be opportunities to consolidate the existing advice. The advice notes themselves are unlikely to become formal SPG, but could still provide relevant guidance for owners and developers. In addition, there are 19 conservation areas across Angus, seven of which have recently been reviewed (see paragraph 3.7 above). Conservation area analysis and design guides that have been or will be prepared for these areas will also provide relevant planning guidance for development proposals affecting the conservation areas. These guides identify opportunities for development and enhancement within the conservation areas and these sites should be identified within the LDP, together with any requirement for a design statement or masterplan.
3.24 In preparing the Angus MIR, the presence of listed buildings and archaeology has been considered in evaluating the different options for future development (see paragraph 2.12). The TAYplan emphasises the importance of incorporating and enhancing historic assets as a result of new development (paragraph 2.30), and there may be opportunities to achieve this through the regeneration of the Sunnyside, Strathmartine and Ashludie Hospital estates. A further opportunity to invest in the historic environment of Angus will be provided at the former HM Prison Noranside, although careful consideration of its potential use will be required due to its remote location relative to many facilities and services.

The protection and enhancement of natural heritage

3.25 The SPP is clear that development plans must take a wider view of natural heritage than just the protection of designated sites (paragraph 2.13). There is a requirement to conserve biodiversity, whilst planning authorities may also identify locally important landscapes and natural heritage, which should then be protected in the development plan (paragraphs 2.14-2.15).

3.26 The 2011 State of the Environment Report records 39 designated sites within Angus (excluding the Cairngorms National Park) which are all designated under national or international legislation. As well as being afforded protection as a Special Protection Area and a Ramsar site, Montrose Basin is also identified as a Local Nature Reserve. Other than this, the ALPR does not formally identify locally important sites, although Balmashanner Hill (Policy F18) is identified as an area that is protected from development because of its open character and landscape value. The ALPR also provides a tiered approach to the protection of natural heritage assets, with greater protection being afforded to internationally and nationally important sites, in accordance with the SPP (paragraph 2.15).

3.27 Across Angus, a large number of sites have also been identified by the Scottish Wildlife Trust for their known wildlife importance in a local context. These sites could be formally identified as local nature conservation sites in the LDP (see paragraph 2.17) and could perhaps be used as a basis for the definition of strategic green networks in parts of west Angus (see paragraph 3.17).

3.28 Historically speaking, areas of local landscape value were once identified across the Council area. Due to increasing development pressure from renewable energy proposals, it is now appropriate to consider the potential for identifying local landscape areas through supplementary guidance. The identification of these areas may help to provide clarity for the development industry on local landscape concerns, whilst helping to preserve those landscapes that are valued for their contribution to local character and for tourism or recreational purposes (see paragraph 2.16). The MIR should be used to investigate whether there is support from stakeholders and communities for the identification of local landscape areas across Angus. The identification of local landscape areas could be associated with additional cumulative impact and landscape capacity assessments for windfarm developments (see paragraph 3.41).
### Option: Designation of Local Nature Conservation Sites

The sites that have been identified by the Scottish Wildlife Trust for their natural heritage value will be identified in the LDP in order to protect locally important habitats and species. This does not mean that development would be unacceptable on these sites; only that it should not adversely affect the important habitats and species, and where possible should enhance these site characteristics.

3.29 In terms of the wider protection of biodiversity, the ALPR includes a policy to ensure that the effect of development proposals on important species and habitats is taken into account (Policy ER4: Wider Natural Heritage and Biodiversity). Policy monitoring indicates that although the policy is widely used, the specified reliance on planning conditions and Section 75 Agreements (to secure the retention and enhancement of biodiversity) is not generally appropriate and that information relating to mitigation should instead be provided at the planning application stage. This may simply be an issue with development management procedures, however the lack of detailed guidance within the development plan does not help ALPR users to understand the likely biodiversity concerns. One option for the Angus LDP would therefore be to provide greater information and guidance through supplementary guidance, based on information from the Tayside Biodiversity Action Plan.

3.30 More generally, there is an opportunity to consolidate the existing policies on natural heritage within the ALPR (Policies ER1-ER3), and to transfer detailed guidance concerning the protection of international and national designations to supplementary guidance. The content of these policies is consistent with the requirements of the SPP and therefore little change is envisaged in terms of policy approach.

### Option: Protection of Designated Sites, Wider Natural Heritage and Biodiversity

The existing natural heritage policies of the ALPR will be consolidated and summarised within one or more policies of the LDP, supported where appropriate by supplementary guidance containing further guidance for prospective developers.

3.31 The protection and enhancement of biodiversity within the Angus towns could also be assisted through the creation and enhancements of green networks and the wider inclusion of green infrastructure in new development (see paragraphs 3.12-3.14). At the MIR stage, options for future development will be assessed for their potential to create new areas of woodland on the edge of towns, as well as to support the protection of natural heritage assets including designated sites. These assessments may affect the spatial distribution of new housing and employment facilities, particularly where sites of national or international importance would otherwise be affected by development.

3.32 The Strategic Environmental Assessment (SEA) process will assess MIR options against a range of environmental objectives. For example, in the case
of the River South Esk Special Area of Conservation, levels of waste water pollutants close to the harmful level for a protected species have been recorded downstream of Brechin\(^\text{10}\). Discharges from septic tanks have been identified as a key influence on these pollutants, and this may affect the desirability of permitting new residential development in the rural areas of the river catchment. The SEA will therefore determine whether potential mitigation measures would enable the current approach to countryside housing development to continue across the River South Esk catchment. It will be important to determine our ability to mitigate the cumulative effects of discharges from septic tanks.

**Conserving and improving the landscapes of Angus**

**The protection and enhancement of urban and rural landscapes**

3.33 The major plan-led changes that will affect the Angus landscapes will relate to new housing and employment land on the edge of the seven towns; small-scale rural housing and rural employment (diversification) projects; renewable energy developments (such as windfarms); and new areas of woodland expansion that may be associated with development on the edge of settlements, or with the creation of any strategic green networks. Changes to agricultural practices are largely outwith the scope of the planning system, so although these may have a large effect on the landscape character of Strathmore (paragraph 2.48), the LDP will only be able to mitigate any negative impacts through related or other forms of development.

3.34 In accordance with the strategy of the TAYplan (approved June 2012), the majority of new housing and employment-related development will be focused in and around the seven Angus towns. As with the ALPR, new land allocations in the LDP will need to be sensitive to the landscape settings of the Angus towns and the character of important local landscape features (e.g. Balmashanner Hill in Forfar, St Vigeans Conservation Area in Arbroath). At the MIR stage, the different options for growth will be evaluated in the context of local landscape capacity studies (for the seven towns together with Friockheim and Edzell); and the potential for improvements through the inclusion of new green infrastructure. The effects of new development on built heritage or the wider townscape are issues that relate to the design solution or masterplan for a proposal and will be dealt with through a policy approach to design in its broadest sense\(^\text{11}\).

3.35 The Scottish Government’s definition of ‘landscape’ encompasses the built environment and therefore includes the urban areas of the Angus towns (paragraph 2.13). In the context of taking a broad approach to the enhancement of landscapes across Angus, it is of some concern that in Carnoustie & District, only 20% of respondents to Angus Council’s Citizen Survey 2011 were very satisfied with the built environment – especially in relation to the greater proportion of respondents that were very satisfied elsewhere in Angus\(^\text{12}\). In the context of the Angus Town Centre Health

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\(^{10}\) Source: River South Esk Special Area of Conservation – Advice to Planning Applicants, Scottish Natural Heritage (2011), pages 5-6.

\(^{11}\) See paragraphs 3.4-3.6 above and Policy 2: Shaping better quality places, TAYplan Proposed Plan (June 2011).

\(^{12}\) See Angus Council Citizen Survey 2011, Research Resource (December 2011), page 34. It should also be noted that only 27% of respondents in the Carnoustie & District area were very satisfied with the natural environment (e.g. parks and open spaces).
Checks 2010 and the requirements for new development in the South Angus area (housing and employment), the MIR should seek views on how the future development strategy for Carnoustie could help to address perceived issues with the built environment.

3.36 The SPP also requires that the potential impacts of development on the landscapes of rural Angus are considered in a broad sense (paragraph 2.13). The Tayside Landscape Character Assessment (1999) (TLCA) defines a number of distinct landscape character types (LCTs) across Angus, with each LCT having different characteristics and therefore different capacities to absorb new development. These LCTs (labelled as character zones) are shown in Appendix 2. There are no National Scenic Areas within the Angus Council area (excluding the Cairngorms National Park). As identified in the background section (paragraphs 2.47-2.48), climate change will be a major driver for change and is likely to influence our attempts at landscape conservation and enhancement.

3.37 The highland foothills and glens have fewer developed areas than the broad valley lowlands and farmland of Strathmore (see Appendix 2 for the geographical extents of these areas). The TLCA notes that there is the potential for significant impacts on the local landscape from further housing development in the foothills and advocates an approach of consolidating the existing villages in the mid-highland glens. Concerns regarding the impact of new development in these areas is also echoed in the more recent NHF documents (original and update) for the North East Glens (see paragraph 2.39), where the siting and design of new buildings is identified as an emerging challenge.

3.38 The policy approach of the ALPR (Policy ER5: Conservation of Landscape Character) allows these concerns to be taken into account, however policy monitoring indicates that the guidance is generally thought to be more robust (and therefore useable) for large-scale development proposals. One option for the LDP is therefore to provide more detailed supplementary guidance interpreting and highlighting the landscape concerns for the LCTs, regarding the development of individual or small groups of buildings. An alternative option would be to maintain the current policy approach, but change the wording to clarify that in areas which are sensitive to the development of new buildings (as identified in the TLCA or elsewhere), the incremental erosion of landscape character will not be supported.

3.39 The suitability of development boundaries in the rural area could also be reviewed in the preparation, or (if time does not permit) during the implementation of the LDP. Development adjacent to these boundaries may be more suitable than in remote areas, where tranquillity and wilderness could be important landscape attributes. The capacity to accommodate additional development is however likely to be settlement-specific and will depend on matters such as local topography, land use and the presence of existing buildings in the vicinity of a settlement. The general use of development boundaries to protect a settlement’s landscape setting will also need to be considered in terms of the overall approach to countryside housing that is taken forward by the LDP, which may change on the basis of policy monitoring (see Spatial Strategy Topic Paper for details).

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13 Source: Tayside Landscape Character Assessment, Scottish Natural Heritage (1999), pages 111 & 159-160.
Option: Conservation of Landscape Character

The broad policy approach of the ALPR will be maintained, but will be supplemented by a more detailed spatial approach to providing guidance for the development of new buildings in the rural areas, through supplementary guidance. The development boundaries of the smaller settlements (small villages and large building groups) will be reviewed on an individual basis, to determine a settlement’s capacity to accommodate small-scale edge-of-settlement development.

3.40 SNH's assessment of the impacts of climate change for Strathmore identifies that small and medium-scale windfarms could affect the rural character of the area (paragraph 2.48). This is one way in which efforts to mitigate global climate change may have an adverse impact at the local scale, if they are not properly managed. The ALPR policy basis for renewable energy remains relevant and up-to-date in terms of considering the potential impacts of new development, however the ALPR monitoring report does record a general concern in relation to the cumulative effects of wind turbines on the landscape.

3.41 The *Angus Windfarms Landscape Capacity and Cumulative Impacts Study*\(^\text{14}\) introduced three broad (spatially extended) definitions for the landscapes of Angus, and also identified a classification for smaller areas, in terms of the presence or visibility of windfarms. This was used to provide an indication of windfarm capacity. The study could also be used as the starting point for a more detailed assessment to identify preferred areas of search for windfarm developments, in support of the LDP. The results of such an assessment could be used to provide a spatial framework for wind energy developments taking account of landscape concerns (see the Climate Change Topic Paper for more details of the Scottish Government’s requirement for a spatial framework for wind energy developments).

The protection and enhancement of the Angus coastline

3.42 There are also particular issues relating to the coastal landscapes of Angus. The landscape character of the coastline varies from low-lying sandy beaches and dune systems to rocky shorelines and cliffs, and also includes a number of large settlements. The area is valued for its geodiversity, including SSSIs at Barry Links and Whiting Ness – Ethie Haven, which are designated partly because of their distinctive landforms. An update to the Shoreline Management Plan is currently being prepared by Angus Council’s Roads Division and this will affect prospects for future development in coastal areas. As highlighted within the Climate Change Topic Paper, it will be important to

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\(^{14}\) The consultants Ironside Farrar were appointed by Angus Council to undertake a review of the landscape and visual assessments that were submitted for a number of proposed windfarm developments, to provide a more complete understanding of the potential for cumulative landscape and visual impacts in Angus. This resulted in the Angus Windfarms Landscape Capacity and Cumulative Impacts Study, Ironside Farrar (September 2008). The approach of this study (as described in paragraph 3.42) has been used as a basis for Angus Council’s current Renewable Energy Implementation Guide. The option of providing a more detailed assessment of landscape capacity and cumulative impacts could build on the work undertaken for the Renewable Energy Implementation Guide.
ensure that the LDP is aligned with future flood risk management plans and the Shoreline Management Plan 2.

3.43 The SPP and the TAYplan require that the Angus LDP identifies coastal areas that are likely to be suitable for new development, as well as those that would be unsuitable (see paragraph 2.9 and TAYplan Policy 3). Areas of undeveloped coast are identified in the ALPR and many of these areas are likely to be unsuitable for accommodating substantial levels of new development due to their natural heritage or recreational value. For example, the 2011 State of the Environment Report identifies nine designated sites (SSSIs, SPAs, SACs and Ramsar sites) in coastal areas, all of which include portions of the undeveloped coast.

3.44 One option for the MIR would be to identify all areas of undeveloped coastline that are likely to be unsuitable for new buildings and infrastructure, or where development is likely to be subject to significant constraints. Areas should be identified taking account of natural heritage designations, landscape character, public access and recreational use, and the potential for coastal flooding and erosion (paragraph 2.30). Coastal areas that have previously been developed may also be suitable for further development and should be identified. Due to the requirements of the SPP (paragraphs 2.9-2.10), there are no feasible alternatives to this approach; although the identification of areas of coastline could change between the MIR and the Proposed LDP, subject to consultation responses.

3.45 The landward extent of the coastal zone will need to be carefully considered for the Proposed LDP, but could be equated to the study area for the Shoreline Management Plan/Shoreline Management Plan 2. The suitability of using the study area for this purpose should be explored through consultation on the Main Issues Report, with an alternative being the definition of a coastal zone based on the extent of land created by coastal processes.

### Option: Coastal Development

Areas of the undeveloped Angus coast that would be unsuitable for new development, and areas where new development would be subject to one or more constraints, are identified. These areas should be defined to take account of the significance of landscape character, natural heritage designations, public access and recreational use, and the potential for coastal flooding and erosion. Areas of developed coast are also identified and are likely to be suitable for further development. The landward extent of the coastal zone will need to be accurately defined. There are no alternatives to this broad approach, as it is a requirement of national policy and the TAYplan.

3.46 Other options for development in coastal areas are identified in the Climate Change Topic Paper. ALPR Policy ER29: Coastal Development will need to be updated in light of the SPP and the updated Shoreline Management Plan 2. It is no longer feasible to maintain a presumption against development along the entirety of the undeveloped coastline, whilst additional guidance on

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15 Source: The State of the Environment Report for Angus 2011, Angus Council (2011), Figure 4: Natural Heritage Designations
the use of the Shoreline Management Plan would aid interpretation of the current ALPR policy. These changes will be taken forward at the proposed plan stage.

3.47 During the lifetime of the LDP, a system of regional marine plans is going to be developed for Scottish waters, and these plans will overlap with the terrestrial planning system in the inter-tidal area (paragraph 2.8). At present, there are no marine planning partnerships to liaise with, to ensure that a complementary approach is adopted between the terrestrial and marine planning regimes; however, the Tay Estuary Forum (TEF) is an established local coastal partnership of public and private bodies, dedicated to promoting the wise and sustainable use of the Tay Estuary and adjacent coastline. The TEF region includes the entire Angus coastline and extends out to a distance of at least 5km off-shore. Therefore, by taking account of the objectives of the Tay Estuary Management Plan, the LDP can be prepared in view of the current suggested approach to coastal management including the inter-tidal area.

3.48 The objectives of the Tay Estuary Management Plan are consistent with the requirements of the SPP regarding development plans – for example, the conservation of habitats and wildlife in coastal areas and the recognition of designated sites. Environmental issues that are raised within the management plan include how development pressure may affect designated sites, and how coastal erosion could be managed whilst trying to preserve natural processes. The potential impact of development on coastal areas that are designated for their natural heritage importance will be taken into account through the assessment of development options and through the Strategic Environmental Assessment process. By ensuring that the LDP is aligned with the emerging flood risk management plans and the Shoreline Management Plan 2, the LDP development strategy and policy approach will take account of measures to address coastal erosion and flooding, informed by current knowledge of the natural processes of erosion and deposition. Further discussion on the issue of erosion and coastal development is provided in the Climate Change Topic Paper.

3.49 The pre-consultation draft of the national marine plan emphasises that the planning system will help to ensure the sustainable development of marine resources. In this context, a key interaction between these regimes may concern the land-based requirements for off-shore and in-shore renewable energy developments. At present, there are uncertainties regarding the future land-use requirements for connecting these facilities to the national grid. If the development plan has a role to play, this should be recognised in the LDP. Further investigation of the interaction with marine planning should proceed through consultation on the MIR.

4. Issues and Options

4.1 This section of the document identifies and consolidates the issues and options for the protection and enhancement of the natural and built environments of Angus. The main issues of the MIR should concern the

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17 Scotland’s National Marine Plan: Pre-Consultation Draft, The Scottish Government (March 2011), paragraph 3.4

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Council’s “big ideas” for future development in the area, and viable options will also need to be presented. This section brings forward the options raised in Section 3, and shows which of them are (at this stage) preferred for future development. The issues and options relate to the main topics identified in paragraph 3.1.

**High Quality Place-making and Better Design**

<table>
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<tr>
<th>How should the Angus LDP ensure that future development results in the creation of high quality places?</th>
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4.2 In comparison with the ALPR, a more holistic approach to all aspects of design should be provided through the LDP policies, to better ensure delivery of the high quality sustainable places that are required by national policy and the TAYplan. This new policy should address all six qualities of place from Designing Places and Designing Streets. To meet the expectations of the Scottish Government on the form and content of LDPs, detailed guidance on the achievement of high quality design should be included as supplementary guidance; although an over-arching policy will be needed in the LDP, in order to establish an appropriate context (see Circular 1/2009: Development Planning for further details).

4.3 Improvements in the quality of design solutions could also be assisted through a different policy approach in the LDP, by more obviously sign-posting the requirement for a design statement and by encouraging earlier engagement between interested parties, at the stage of preparing a development proposal. The alternative option would be to continue with the current approach of setting policy requirements, but rely on a growing awareness from the development industry of the importance of place-making.

4.4 As part of the revised approach to place-making, it will also be important to secure the quality of life and environmental benefits that could be achieved through creating or consolidating green networks in and around the Angus towns. These would be networks of habitats, green spaces and green corridors that could contribute to a sense of place. The introduction or strengthening of green infrastructure could be informed by the forthcoming open space strategy and by the Angus Woodland & Forestry Framework.

4.5 An alternative option would be to adopt a more strategic approach to the provision of green infrastructure, by seeking to create or improve networks between the settlements of Angus. These green networks could be based on the existing natural heritage or recreational assets between settlements, where they have the potential for improvement through the creation of new habitat or path linkages. Developer contributions could be sought to meet the aims of these strategic networks, in cases where new developments would derive additional benefits from their improvement. At present, the option of pursuing a more strategic approach is not preferred because of a lack of clarity regarding the extent and aims of any such network, and the fact that there is no popular mandate or regional requirement through the TAYplan.
<table>
<thead>
<tr>
<th>Topic</th>
<th>Preferred Option</th>
<th>Reasonable Alternatives</th>
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<tbody>
<tr>
<td>Improving the design quality of new development</td>
<td>The existing policy approach of the ALPR is consolidated into a single policy, whereby the six qualities of place from Designing Places and Designing Streets are addressed through a single broad policy, supported (where necessary) by supplementary guidance, and by conservation area analysis and design guides. The LDP is also more precise in detailing the circumstances when a design statement/masterplan will normally be required in support of a planning application. Potential applicants are advised through the LDP to enter into pre-application discussions with Angus Council on the scope and content of their design statement, development brief or masterplan. The scope and content of formal pre-application consultations on large land allocations is specified in development briefs or the LDP Action Programme.</td>
<td>Continue with the ALPR approach of covering design issues in a range of different policies, spread throughout the LDP. Rely on a growing awareness within the development industry on the importance of good design, and when a design statement is likely to be appropriate.</td>
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<tr>
<td>Creating a successful mix of uses</td>
<td>Where appropriate, housing land allocations are described as being suitable for a mix of uses that are complementary to housing (e.g. local shops or businesses). In addition, site-specific guidance on the mix of house sizes and types will be provided for larger land allocations, on the basis of the Angus Housing Need and Demand Assessment and the Angus Local Housing Strategy.</td>
<td>Leave all site-specific discussions concerning an appropriate mix of uses (if any), house sizes and types to pre-application discussions and the planning application process.</td>
</tr>
<tr>
<td>Green networks, infrastructure and place-making</td>
<td>Green networks in and around the Angus towns are created or improved, on the basis of an open space strategy (produced in support of the Proposed LDP) and in recognition of the opportunities identified in the Angus Woodland Forestry Framework. General requirements for the provision of new green infrastructure will be integrated with other design and access requirements, through policy and supplementary guidance.</td>
<td>A strategic approach to the provision of green infrastructure will involve the identification of green networks between settlements in Angus, with discrete aims and policy requirements. Developer contributions could be sought to help meet these aims.</td>
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4.6 The policies of the ALPR remain appropriate to deal with the protection of sites that have been designated for their natural or built heritage importance; however there are opportunities to streamline the level of detail contained within the development plan and convert some the existing guidance to supplementary guidance. Conservation area analysis and design guides will continue to provide relevant planning guidance, whilst the potential importance of conservation statements or plans could be highlighted in the LDP. Opportunities for development and enhancement within the conservation areas (where these are identified within conservation area analysis and design guides) will be identified in the Proposed LDP.

4.7 In strategic terms, there will be opportunities to enhance the area’s built heritage through the regeneration of NHS properties in the North and South Angus Housing Market Areas. The redevelopment of the former HM Prison Noranside will require careful consideration, to ensure that any new use is appropriate to the rural area. All of these properties incorporate listed buildings and conservation plans or statements should be prepared to manage their valued characteristics.

4.8 The wider protection of natural heritage and biodiversity could be achieved through the designation of local nature conservation sites and the provision of supplementary guidance on how important habitats and species can be protected or even encouraged as part of new development. The creation or strengthening of green networks will also help improve local biodiversity. It may be important to specifically highlight the relevant advice from the Tayside Biodiversity Action Plan, to assist developers in understanding local priorities in addition to their obligations regarding protected species.

4.9 It would also be possible to designate areas of local landscape value within the LDP, and this could provide greater clarity on local landscape concerns for renewable energy development proposals. These designations would be intended to protect landscapes which are valued for their contribution to the local character of an area, and for their contribution to tourism and the enjoyment of recreational activities.

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<tr>
<th>Topic</th>
<th>Preferred Option</th>
<th>Reasonable Alternatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>The protection and enhancement of built heritage</td>
<td>The existing built heritage policies of the ALPR are consolidated and summarised within one or more policies of the LDP, supported by the national policy and guidance of the SPP, SHEP and Historic Scotland’s Managing Change in the Historic Environment guidance notes. Supplementary guidance could be used for existing policies that are seldom used in considering development proposals. The use of</td>
<td>Continue with the existing ALPR policies, amended only where necessary to comply with national policy and guidance.</td>
</tr>
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</table>
Conserving and Improving the Landscapes of Angus

How should the valued landscapes of Angus be protected and enhanced, given the requirement for new development and the potential impacts of climate change?

4.10 The strategy and policies of the ALPR have helped to conserve the landscapes of rural and urban areas, although policy monitoring indicates that more detailed guidance on the conservation of landscape character may be appropriate. In the Carnoustie & District area, the lower level of public satisfaction with the built and natural environment (relative to other areas of Angus) should be investigated through the MIR, in terms of how the development strategy for Carnoustie could help to address any perceived issues with the quality of the local environment. In rural areas, the definition of development boundaries for the smaller villages should be reconsidered, to ensure that the protection of their landscape setting is warranted, and is not potentially at the expense of the character of the wider area.

4.11 There are particular landscape-related issues for windfarm developments and for the Angus coastline, which highlight the need to update the existing policy approach of the ALPR. In order to address the growing concern relating to the cumulative impacts of wind turbine developments, a more-detailed spatial approach for identifying the suitability of wind energy developments should be developed (see Climate Change Topic Paper for details). For the coastal areas, the only option for the LDP is to identify areas of coastline that would be unsuitable for new development; areas where development is likely to subject to significant constraints; and areas where new development is likely to be suitable. It is no longer feasible to maintain a presumption against
development on the undeveloped coast in view of national planning policy, and as such Policy ER29: Coastal Development will need to be revised.

4.12 Further options for development in coastal areas are outlined in the Climate Change Topic Paper. In addition, the new marine planning system will overlap with the terrestrial planning system in the inter-tidal area, and it will be necessary to ensure that the LDP complements the regional plan that will eventually be prepared for the marine environment close to the Angus shoreline. Issues and objectives from the Tayside Estuary Management Plan which directly concern land-use planning will be considered through the assessment of options for growth. Within Angus, there are unlikely to be any main issues arising from the relationship between terrestrial and marine planning, however this will need to be confirmed through consultation on the MIR.

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<th>Topic</th>
<th>Preferred Option</th>
<th>Reasonable Alternatives</th>
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<tbody>
<tr>
<td>The protection and enhancement of urban and rural landscapes</td>
<td>The broad approach of the ALPR will be maintained, but will be supplemented by more detailed spatial guidance for the development of new buildings in the rural area, through the production of supplementary guidance. The development boundaries of the smaller settlements will be reviewed on an individual basis, to determine the settlement’s capacity to accommodate small-scale edge-of-settlement development.</td>
<td>Continue with the existing ALPR policies, amended only where necessary to comply with national policy and guidance. There would be no landscape capacity-based review of the development boundaries.</td>
</tr>
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APPENDIX 1 Approaches by other Main Issues Reports

Stirling Council: Main Issues Report

A1.1 Promoting a strong sense of place is identified as a key objective in the Stirling MIR (page 11). The issue of whether a commitment to place-making and high quality design should occasionally override other approaches to determining a future use of land will be considered through the LDP (page 13). The matter of how development can maintain and create high levels of amenity, whilst conserving built and natural heritage and supporting social inclusion, is identified as a main issue.

A1.2 The MIR recognises that some of the recent developments in the Stirling area have not respected the character or sense of place created by buildings of the past. The need to increase collaborative working and co-ordinated decision-making within the design process is emphasised, to complement the focus on the end product within existing Local Plan policies (page 39-40).

A1.3 The concept of green networks is described as being central to the spatial strategy for the Stirling area. This concept is not limited to networks of green spaces, but is thought of as an integrated policy approach to sustainable development, which touches on the issues of building quality, conservation and climate change adaptation (page 41).

A1.4 The green network identified within the Stirling MIR encompasses all the likely major new development sites, growth and regeneration areas within the LDP area. It is described as having the potential to be a powerful justification for policies seeking high standards of new development (page 76). Developments would be expected to be green/sustainable/low carbon, with masterplans and design briefs for larger scale schemes.

A1.5 Protecting and enhancing the landscape, whilst accommodating sustainable growth is viewed as a key issue (page 41). The preferred option for the LDP is to continue with obligations for safeguarding landscape quality and securing positive landscape change as part of the aims, objectives and spatial strategy of the LDP. The principles that all landscapes (designated or otherwise) require consideration and care and that development should respect landscape capacity are put forward as part of the preferred approach to future development. It is considered important to recognise the potential cumulative effects of small-scale development (page 42). It will important to consider where new, high quality landscapes could be promoted, in the context of future development requirements (e.g. woodland expansion or wind energy developments) (page 43).

A1.6 Alternative options for the Stirling MIR include the possibility of continuing with a focus on the end product, regarding building design and layout; and adopting a more limited notion of green networks by incorporating the aims of an open space strategy into the LDP (page 43).

A1.7 The preferred approach to conserving the historic environment involves largely continuing with the existing development plan policies, although improvements in the wording of some policies and rationalisation of others is proposed. It is suggested that the model policies of the former SPP23 could be merged with existing policies of the development plan. Where appropriate, new SPG could also be used (page 45).
A1.8 A positive approach is promoted for the protection and enhancement of biodiversity and geodiversity, including the designation of local nature conservation sites. One function of designating these sites could be the protection of potential linkages in habitat networks (page 45-46). Alternatively, new policies could be introduced specifically for the protection of biodiversity.

Dundee City Council: Main Issues Report

A1.9 The safeguarding and promotion of green networks and habitats; and the need to protect important cultural, historic and landscape features are identified as cross-cutting issues that informs the Main Issues Report and underpins the options being put forward (paragraph 7.13).

A1.10 A spatial approach to presenting green infrastructure will be used in the LDP (paragraph 2.12) and the preferred option is to promote the recognition of biodiversity and environmental issues through the adoption of the current Sustainable Development and Construction Guide as SPG (Main Issue 12). Open space extensions will also be promoted in new developments (paragraph 12.14), whilst the protection and development of green networks is noted as a method of adapting to the effects of climate change (paragraph 12.19).

A1.11 The impacts of future development on natural heritage (designated sites) will be managed through a policy approach that is similar to the one found in the current local plan for Dundee. This means that the LDP is likely to establish a presumption against development which adversely affects an area of natural heritage importance (paragraph 12.16).

Perth & Kinross Council: Main Issues Report and Proposed Plan

A1.12 The need to create quality places is identified as an important driver for change within the Perth & Kinross MIR. Quality places are defined as those that display quality design, are energy efficient, function well and reflect and enhance the local area (paragraph 3.5.2). The importance of high standards in architecture and design are promoted as important for the economy and for maintaining local character (paragraph 3.5.4).

A1.13 Main issues are identified for the protection and enhancement of landscapes, and for the protection and enhancement of biodiversity interests (section 4.4). With regard to the latter, the preferred approach is to adopt a policy-based approach of seeking to protect and enhance biodiversity throughout the plan area, and to identify major designated sites and green corridors in the Proposed Plan (paragraph 4.4.17). With regard to landscape concerns, the preferred approach is to designate and protect areas of local scenic value and to prepare SPG covering wind energy developments and woodland expansion (paragraph 4.4.14).

A1.14 In the Proposed Plan, a comprehensive approach to design is put forward by emphasising the importance of developing and managing places to reflect the local context (paragraph 3.2.3). This approach is described as placemaking, the requirements of which are set out in a policy which covers all forms of development, and offers specific advice for larger proposals (Policy PM1). In addition, SPG is contained within a local placemaking guide, covering the design, management and maintenance of public spaces, buildings, roads and...
new development. Another policy also clarifies the circumstances in which a design statement will normally be requested (Policy PM2).

A1.15 A suite of policies are included in the Proposed Plan for the protection of the historic environment. These policies are concerned with scheduled monuments, archaeology, listed buildings, conservation areas, designed landscapes and historic battlefields (pages 38-39). Conservation Area appraisals are identified as SPG, to assist with decision-making for planning applications (Policy HE3).

A1.16 Policies for the protection of the natural environment are also included in the Proposed Plan, covering sites designated at a local, national or international level. Development proposals are encouraged to deliver new areas of woodland and forest (Policy NE2) and all applications will be considered in view of the Tayside Biodiversity Partnership Planning Manual and the Tayside Local Biodiversity Action Plan (Policy NE3). A criteria based policy for green infrastructure requires new development to incorporate high standards of environmental design and to include green infrastructure (such as open space, footpath linkages, trees, hedgerows, watercourses and wetlands) (Policy NE4). The Proposed Plan also includes a policy to protect and enhance the Perth Lade green corridor, in terms of its connectivity, biodiversity and amenity value (Policy NE6).

A1.17 The landscapes of Perth & Kinross are considered as an environmental resource, and a criteria-based policy is put forward to ensure that the potential impacts of developments are taken into account, individually and cumulatively, on landscape character areas (Policy ER6). Individual aspects of the landscape (e.g. ecology, geology, cultural elements) should be protected and enhanced, whilst the qualities of tranquillity and relative wildness should be safeguarded (Policy ER6).
APPENDIX 2 Angus Landscape Character Zones

Figure 3.2: Landscape Character Zones

- 1a Upper Highland Glens
- 1b Mid Highland Glens
- 3 Highland Summits & Plateaux
- 5 Highland Foothills
- 8 Igneous Hills
- 10 Broad Valley Lowland
- 12 Low Moorland Hills
- 14a Dipslope Farmland
- 14b Coast with cliffs
- 15 Lowland Basin

Area of Angus within the Cairngorms National Park

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