

ABERDEEN CITY COUNCIL

COMMITTEE	Enterprise, Strategic Planning and Infrastructure
DATE	4 September 2014
DIRECTOR	Gordon McIntosh
TITLE OF REPORT	Adoption of Supplementary Guidance in support of the Local Development Plan - Newhills Development Framework
REPORT NUMBER:	EPI/14/234
CHECKLIST RECEIVED	Yes

1 PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the results of the Newhills Development Framework consultation, present a summary of the representations received, officers' responses to these representations and to detail any resulting action from this. A summary of this information is attached at Appendix 1 of this report. Full, un-summarised copies of representations are detailed in Appendix 2 of this report. Appendix 3 shows the additional pitch provision on the site.
- 1.2 The report also includes further detail on the additional information that was required as a result of the 3 June ESP+I committee.

2 RECOMMENDATION(S)

- 2.1 It is recommended that the Committee:
- a) Note the representations received on the draft Newhills Development Framework Supplementary Guidance document;
 - b) Approve Appendix 1, which includes officers' responses to representations received and any necessary actions; and
 - c) Agree for officers to send the requested finalised Supplementary Guidance document to be ratified by the Scottish Government.
- 2.2 Definitions
- 'Supplementary Guidance' (SG) – this is adopted and issued by a planning authority in connection with a Local Development Plan, as a

result any such guidance will form part of the Development Plan. Before adoption, the SG must be publicised and a period for representations to be specified, this includes targeting key consultees and stakeholders who may want the opportunity to comment. Following the specified consultation period and as a result of comments received, relevant changes will be made to the final document before reporting back to Committee and subsequent submission to Scottish Ministers. After 28 days have elapsed, the authority may then adopt the guidance unless Scottish Ministers have directed otherwise.

3 FINANCIAL IMPLICATIONS

3.1 A plan of the site ownership is shown in Section 2.3 (page 18) of the Development Framework. The Landowners of the 3 sites are:

- Scotland's Rural College SRUC – Landowner OP29 Craibstone South
- The University of Aberdeen – Landowner OP30 Rowett South
- Aberdeen City Council – Landowner OP31 Greenferns Landward

As such the Council has a financial interest in the planning designation and future development of the site.

3.2 The Landowners have met the cost of preparation of the Development Framework including all consultation and engagement. The proposals will result in efficiencies in the determination of future planning applications related to the Development Framework, leading to a reduction in Council staff time to assess future detailed proposals.

4 OTHER IMPLICATIONS

4.1 The Development Framework reduces the risk of piecemeal and inappropriate development in the site area. This is particularly important for this area given that it consists of three adjacent development sites. The Development Framework ensures that each site is fully integrated as appropriate and will be supported by a robust delivery plan that will ensure delivery of necessary infrastructure to support development. Mixed use development, placemaking and the efficient use of land will contribute towards the Council's aim of promoting sustainable economic development.

4.2 Given the length of the delivery programme for these large sites, the Development Framework sets both a vision and clear guidance on how the structure of place will be developed. Encouraging acceptable forms and uses of new development to be agreed publicly allows more informed decision making to be made earlier, saving time and resources for staff, applicants and the public.

4.3 The Development Framework contributes towards meeting housing demand in the City, including 25% affordable housing provision across

the site in accordance with the Aberdeen Local Development Plan (2012).

- 4.4 In accordance with the Aberdeen Local Development Plan: Action Programme and the Infrastructure and Developer Contributions Manual, the Development Framework references how the development will address requirements for cumulative and local transport infrastructure; public transport along with walking and cycling.
- 4.5 A Strategic Environmental Assessment (SEA) has been undertaken on the Newhills Expansion Area sites as part of the preparation of the Aberdeen Local Development Plan. An individual SEA Screening Report has also been undertaken for the Newhills Development Framework document. This concluded there is unlikely to be any significant environmental effect from the proposed. It has been confirmed by the SEA Gateway that an SEA is not required.

5 BACKGROUND / MAIN ISSUES

- 5.1 The Development Framework has been produced by Optimised Environments Ltd (OPEN) on behalf of the landowners. The Development Framework aims to create a residential led mixed use urban expansion to the west of the city. A multi-disciplinary team has contributed to the preparation of the Framework, consisting of:
 - Scotland's Rural College SRUC – Landowner OP29 Craibstone South
 - CALA Management Ltd – Development Partner OP29 Craibstone South
 - The University of Aberdeen – Landowner OP30 Rowett South
 - Bon Accord Land Promotion Ltd – Development Partner OP30 Rowett South
 - Aberdeen City Council – Landowner OP31 Greenferns Landward
 - Optimised Environments Let (OPEN) – Masterplanners
 - Ryden – Planning Consultants
 - Ironside Farrar – Environmental Consultants
 - Fairhurst Ltd – Transport and Engineering Consultants
- 5.2 The full Development Framework for Newhills is a large document containing a lot of illustrative material and can be viewed by accessing the following link:

www.aberdeencity.gov.uk/masterplanning
- 5.3 A hard copy of the full Development Framework is available in the Members' Library (Town House), the Planning and Sustainable Development Service at Ground Floor North, Marischal College, or by contacting the Masterplanning, Design and Conservation team.

- 5.4 The Newhills Development Framework was presented to the Enterprise, Strategic Planning and Infrastructure Committee on 13 March 2014 (item 7.2) where the committee resolved to:
- (i) to approve the recommendations; and
 - (ii) to note that the comments submitted by Councillor Delaney and Bucksburn Community Council would be considered as part of the overall consultation process and reported back at the next stage, in particular the options for the location of a Gypsy/Traveller site, the demand for sports pitches amongst any community facilities provided, the management of open spaces and the school pupil projections provided, including information on how these projections are arrived at.
- 5.5 The Newhills Development Framework was then presented to the Enterprise, Strategic Planning and Infrastructure Committee on the 3 June 2014 (item 7.6) where the committee resolved to:
- (i) Approve the Newhills Development Framework in principle, subject to the completion of an agreed delivery programme.
 - (ii) Instruct officers to ensure that the delivery programme includes detailed information on points 1 to 4 in paragraph 5.7 of this (3 June 14) report, to the satisfaction of the Planning and Sustainable Development Service, prior to the document being reported back to this committee.
 - (iii) Agree that the consultation results and the points covered under recommendations a) and b) are reported back to the 4 September Enterprise, Strategic Planning and Infrastructure Committee with the intention to approve the document as Supplementary Guidance.

Consultation Process

- 5.6 The public consultation ran for a 6 week period (an additional 2 weeks were added to take account of the school holidays) from Monday 17 March until Tuesday 29 April inclusive and was carried out in accordance with the Council's adopted Masterplanning Process which was approved by the Enterprise, Planning and Infrastructure Committee at their meeting on 6 November 2012.
- 5.7 The Bucksburn and Newhills, Kingswells, and Dyce and Stoneywood Community Councils were given advance notification of the consultation more than 3 weeks before the 13 March 2014 committee. The draft document was available online prior to the committee and hard copies were sent to all three Community Councils at the start of the consultation period.

5.8 Statutory consultees were advised of the public consultation prior to the start date. The following list highlights those that were consulted:

Bucksburn and Newhills Community Council	Dyce and Stoneywood Community Council
Kingswells Community Council (as neighbouring cc)	Aberdeen City and Shire Strategic Planning Authority
Aberdeenshire Council	Forestry Commission Scotland
Scottish Water	SEPA
Scottish Natural Heritage	Historic Scotland
Scottish Enterprise Grampian	Transport Scotland
NHS Grampian	NESTRANS
Planning Obligations	

5.9 The Newhills Development Framework was available for viewing via the following methods:

- Publication of document on Aberdeen City Council Website 'Current Consultations' page
<http://www.aberdeencity.gov.uk/consultations>
- Publication of document on Aberdeen City Council Website 'Masterplanning' page
<http://www.aberdeencity.gov.uk/masterplanning>
- Hard copy of document available for viewing at Marischal College between 9am and 5pm Monday to Friday, by contacting the Planning and Sustainable Development Reception. Relevant planning officers were also identified to be available to help answer queries from members of the public who visited the Planning Reception regarding the Newhills Development Framework.
- Hard Copies were available in the Central and Bucksburn Libraries during their opening times.
- A Press Release from Aberdeen City Council was issued on 26 March 2014.

Consultation Results

5.10 Representations to the Newhills Development Framework were submitted by email or post. A total of 10 representation were received during the consultation from the following:

- NESTRANS
- Aberdeen Cycle Forum
- Bucksburn and Newhills Community Council
- Scottish Water

- Forestry Commission
- Transport Scotland
- sportscotland
- SNH
- SEPA
- Historic Scotland

5.11 It should be noted that all comments received as part of the consultation are shared with the developers, their design team, relevant Planning Officers, and relevant Roads Officers for consideration during the planning application process.

5.12 The main areas of concern covered within the representations were:

- Access onto the A96
- Sports provision
- Education
- Flood Risk Assessment
- Bus provision
- Open Space Management

1. Access onto the A96

Concern was raised about the impact on the existing road network and in particular the A96. It was noted that detailed modelling and a strategy for the junctions is required.

The developers and landowners at Newhills and the surrounding area met and agreed to participate in a wider modelling, delivery programme exercise and costing for roads infrastructure in the Dyce area to determine the future delivery of roads improvements. This exercise will determine the form, timing, funding, delivery mechanism and the phasing of the necessary improvements. At the same meeting the Council committed itself to take the lead on this as a matter of priority.

The modelling exercise began in early August and will be followed by an options appraisal in October to determine the proposed mitigations. The appraisal will take into account the impact on adjacent land uses as well as the financial and environmental impact of the mitigations. The appointed consultant will then submit the final traffic modelling report and mitigations plan to the Council for its consideration.

For the purpose of the Framework the following paragraph will be added:

“A traffic modelling exercise is currently being undertaken to identify the impact of all the developments in the A96 corridor to the North West of the City. The modelling will inform a strategy which will determine the form, timing, funding, delivery mechanism and the phasing of the necessary improvements to the A96 corridor. The detailed

masterplan(s) will determine design, mitigation and final layout of the Rowett South and Craibstone South sites adjacent to the A96 once the junction strategy and necessary improvements have been determined for the corridor.”

2. Sport Provision

The isolated location of some of the pitches was of concern, particularly to the west of the site. Concern was also raised about the onsite provision of sports pitches. Given the topography of the site, it is very difficult to accommodate significant areas of pitches without carrying out substantial earthworks.

Further analysis has been carried out with pitch provision now identified in Rowett South and Greenferns and a games hall (should it be required) identified adjacent to the southern school (appendix 3). The pitch provision will be delivered as part of the phase of development it is situated in. Further detail on phasing will be provided as part of the relevant Masterplan. Should there be a shortfall in the onsite provision there are options for offsite contributions within proximity of the site. Any offsite contributions would be dealt with via separate legal agreements for each site. The exact provision requirement will be determined via the relevant Masterplan in discussion with Aberdeen City Council’s Education, Culture and Sport Service.

3. Education

A Developer Obligations report is being produced for the Newhills Development Framework area. Although parts of the site will be subject to different planning applications and legal agreements, the Developer Obligations Team will produce a joint assessment to ensure obligations across all three sites are proportionate.

The Development Framework highlights the requirement for both a two and a three stream primary school with interim arrangements likely being Dyce/Stoneywood. The trigger date for the first new school will be approximately 600 houses based on the 0.20 pupil ratio (120-150 pupils), with the second primary school likely being required after the 1800th unit.

Infrastructure requirements for education provision is based on the anticipated number of pupils from a proposed development and their effect on the Primary and Secondary school rolls serving that development averaged out over a 5 year period from the anticipated development start date.

The preferred option for secondary school provision is an extension to Bucksburn Academy. Feasibility and costing exercises are currently on-going. A representative from Education, Culture and Sport will provide an update at the Committee.

4. Flood Risk Assessment

Initially SEPA recommended that a Flood Risk Assessment be prepared prior to finalisation of the Newhills Development Framework. SEPA have since confirmed that they are satisfied that the Flood Risk Assessment can be carried out through the detailed design stage. This will be at the Masterplan stage for the relevant site. For the purpose of the Framework, SEPA are satisfied that the flood risk is managed through the use of the Council's Buffer Strip Guidance, with a minimum of 6m zone between watercourses and development areas.

5. Bus provision

A number of representations have highlighted that in order to influence the travel patterns, public transport options need to be present onsite from a very early stage. A paragraph should be added to the Framework to confirm that this will be further investigated and implemented as early as possible through the development process. More detail in relation to route and implementation will be provided within the detailed Masterplans for each site. This should also be considered in line with the phasing for each development.

Comments were received relating to the provision of bus only routes to the east of the site into the Bucksburn Area. Full details of connections to the east will be considered as part of the Transport Assessment for OP30 and OP31.

6. Open Space management.

Given the different ownerships within the site it is more appropriate to consider the detail of the open space management as part of the relevant Masterplan(s). The following paragraph will be added into the Development Framework that confirms this will take place:

“The long-term maintenance of open space areas is particularly important and needs to be considered at an early stage. Pressure on limited Council maintenance resources for adopted areas must be considered and alternatives in the form of private factoring or community trusts are likely to be the most appropriate management mechanism. Dialogue on such arrangements should be entered into as early as possible and further detail provided via the relevant Masterplans.”

5.13 Other comments received as part of the consultation and internal feedback include:

- The proposed cycle ways cannot end at site boundaries,
- More concrete plans for cycle infrastructure required,
- Too many gypsy traveller sites proposed in this area,

- Welcome the emphasis that the Development Framework places on the creation of a sustainable community,
- Consideration should be given to the creation of a car free or low car development,
- Welcome recognition of the requirements of the STF,
- Greater sports provision required than for a single stream school,
- The sports pitches delivery must to be included in the phasing,
- Additional tree planting within open space areas,
- Potential to increase biodiversity,
- Water course crossing should follow good practice,
- Identify and protect wetlands,
- Open space delivery should be incorporated into the phasing plan,
- Encourage the use of energy saving technology,
- Information in the Framework is not sufficient to cover the archaeology or cultural heritage of the site,
- Due to the potential impact of water abstraction from the River Dee the development must consider the use of water saving technologies,
- Lack of energy efficiency statement or mention of energy saving technology, additional text should be added.

5.14 Following analysis of the representations, the Newhills Development Framework is now proposed for adoption as Supplementary Guidance to the Aberdeen Local Development Plan. A summary is shown in Appendix 1 this includes changes resulting from representations received during the statutory consultation as well as by officers to provide greater clarity. Full representations can be found in Appendix 2.

5.15 There are also a few minor textual changes required to the document as a result of the internal consultation.

6 IMPACT

6.1 The proposal contributes to the following Single Outcome Priorities: 1 – We live in a Scotland that is the most attractive place for doing business in Europe; 2 – we realise our full economic potential with more and better employment opportunities for our people; 10. We live in well-designed, sustainable places where we are able to access the amenities and services we need; 12 – We value and enjoy our built and natural environment and protect and enhance it for future generations.

6.2 The proposal contributes to the 5 Year Business Plan in terms of objective – Communication and Community Engagement; sharing our plans and aspirations for the city, – delivering an up-to-date plan, – facilitating new development projects to improve Aberdeen’s living environment and, – support open space initiatives.

- 6.3 The proposal contributes towards the Aberdeen City Council Administrations vision for Aberdeen: 2012 – 2017, particularly creating a City which is a great place to live, bring up a family, do business and visit. It specifically contributes to the follows objectives: Governance – encouraging citizens to participate in design and development; Living – improving opportunities for physical activity; Environment – energy efficient design and construction, attractive streetscapes and access to green space; Economy – improve access to range of affordable housing; Mobility – encourage cycling, walking and promoting a sustainable transport systems which reduce carbon emissions.
- 6.4 The proposal is consistent with the Council’s Corporate Plan in particular with regard to delivering high levels of design from all development, maintaining an up-to-date planning framework, sustainable development and open space provision.
- 6.5 The proposal will assist in the delivery of the Council’s Strategic Infrastructure Plan (SIP) by helping to achieve the key goal of ‘A Step Change in the Supply of Housing’ by contributing to key projects such as enabling the delivery of affordable housing and delivering the housing element of the Strategic Development Plan.
- 6.6 The proposal is consistent with the Planning and Sustainable Service Plan, in particular engaging the community in the planning process, and the delivery of Masterplans/Development Frameworks in line with The Aberdeen Masterplanning Process.
- 6.7 An Equalities and Human Rights Impact Assessment was been prepared and submitted as part of the previous report for 13 March 2014.

7. MANAGEMENT OF RISK

- 7.1 Development Frameworks and Masterplans contribute to efficiencies in determining future planning applications and a reduction in Council staff time to assess future detailed proposals.
- 7.2 If the recommendations are accepted the Council will have to manage the planning application process for the development of the site in line with the Development Framework.
- 7.3 If the recommendation is not accepted the risk is that no development will take place on the site. There is also a risk that the housing allocations identified in the Structure Plan and the adopted Aberdeen Local Development Plan will not be met.

7 BACKGROUND PAPERS

- The Newhills Development Framework January 2014 is a large document containing a lot of illustrative material and can be viewed by accessing the following link:
www.aberdeencity.gov.uk/masterplanning
- Aberdeen Local Development Plan 2012
<http://www.aberdeencity.gov.uk/nmsruntime/saveasdialog.asp?IID=42278&sID=9484>
- Aberdeen Masterplanning Process 2008 (article 22, Planning Committee Minute, 6/11/08)
http://www.aberdeencity.gov.uk/Planning/pla/pla_planningbriefs.asp
- Aberdeen Masterplanning Process: Update Report EPI/12/231 (agenda item 1.1, article 4, Enterprise, Planning and Infrastructure Committee, 6/11/12)
<http://committees.aberdeencity.gov.uk/ieListDocuments.aspx?CId=140&MId=2523&Ver=4>

8 REPORT AUTHOR DETAILS

Laura Robertson
Senior Planner – Masterplan, Design and Conservation Team
☎ 01224 (52)2246
✉ larobertson@aberdeencity.gov.uk