REPORT TO: PLANNING & TRANSPORT COMMITTEE - 10 DECEMBER 2007

REPORT ON: DRAFT LOCHEE PHYSICAL REGENERATION FRAMEWORK

REPORT ON CONSULTATION EXHIBITIONS 20-24 AUGUST &

15-19 OCTOBER 2007

REPORT BY: DIRECTOR OF PLANNING & TRANSPORTATION

**REPORT NO:** 589-2007

#### 1 PURPOSE OF REPORT

1.1 The purpose of this report is to advise committee of the outcome of the consultation exhibition on the draft Lochee Physical Regeneration Framework and to seek its approval as a material planning consideration.

#### 2 RECOMMENDATION

- 2.1 It is recommended that the Committee:
  - a note the terms of the various responses to the consultation undertaken;
  - b approve the attached Lochee Physical Regeneration Framework as a material consideration for future planning applications and refer it to the Development Quality Committee for its information;
  - c approve the associated Action Plan as the basis for realising the objectives of the Draft Lochee Physical Regeneration Framework (both documents are available in the Members' lounges);
  - d remit the Director of Planning and Transportation to bring forward proposals for the development of the opportunity sites contained within the Draft Lochee Physical Framework as appropriate; and
  - e note the formation of a dedicated officer group to progress the Action Plan and approve the promotion of a "Lochee Forum" as a vehicle for engaging the community in the implementation of the Lochee Physical Regeneration Framework.

#### 3 FINANCIAL IMPLICATIONS

3.1 The implementation of the Lochee Physical Regeneration Framework will require funding to be allocated from various Departmental budgets.

#### 4 BACKGROUND

4.1 Reference is made to Item II of the meeting of the Planning and Transportation Committee of 12 March 2007 when it was agreed to "approve the Draft Lochee Physical Regeneration Framework as the basis for consultation with the community, proprietors, tenants, public transport companies and prospective developers; and remit the Director of Planning and Transportation to report progress on this consultation exercise and bring forward a programme of action for the implementation of the Lochee Physical Regeneration Framework".

#### 5 CONSULTATION EXERCISE

- 5.1 A range of opportunities was offered to the community to provide comment on the Framework .
  - Two planning officers were present at a Community Conference as part of the Community Planning process.
  - A public exhibition was held from Monday 20 August to Friday 24 August in the Dundee West Area Housing Office.
  - A letter drawing attention to the exhibition was sent to the 130 individuals who
    provided contact details as part of District Centre consultation exercise last year.
  - A newsletter summarising the Framework and advertising the exhibition was placed in a number of public venues in the District Centre. Copies of the newsletter were also left with businesses in the District Centre when they were visited as part of the Lochee District Business Survey. Over the week around 70 people visited the exhibition.
  - The exhibition was subsequently placed in Lochee Library from 15 October to 29 October.
  - All traders in Lochee were advised of this additional showing of material.
  - Key stakeholders in the area were advised of this additional showing of material.
  - The Lochee District Centre Business Survey 2007 invited the 77 (84%) occupied premises to participate. Some 62 (80%) responded. Details of the findings are reported in para 7.0.
- 5.2 Those community groups represented at the Conference can be viewed in Appendix 1. and a list of key stakeholders can be viewed in Appendix 2.
- 5.3 A positive outcome of the exhibition was the interest shown by a large number of those attendees who are not connected to any other community group but who wish to be involved in the long term regeneration of Lochee. It is proposed that a "Community Forum" be established with representatives from each of the nine sub areas along with the business community to act as a vehicle for officers to engage the community in the implementation of the Lochee Physical Regeneration Framework and to work with the forthcoming LCPP.
- 5.4 The key issues raised during the conference regarding the Framework were very much focussed on issues in and around the District Centre.
  - the removal of barriers to safe pedestrian movement within and around the District Centre was seen as a priority,
  - conflict between pedestrians and vehicles,
  - poor pedestrian access across the bypass.
  - inadequate general shopping environment, and
  - the need for radical intervention.

#### 6 COMMUNITY RESPONSE

6.1 The background to elements of the Framework Document is outlined below along with the key points of the community feedback. The full feedback, the response, and proposed action are all reported in table X, appendix Y.

#### Housing

6.2 The Framework identifies 22 sites with development potential; these sites were identified as a response to one of the key objectives of the Draft Framework. There is a requirement to stabilise the local population in order to generate demand for new development and services which in turn will support the regeneration of the area and the sustainability of the District Centre. There was broad support for such an objective and agreement that the majority of these sites were suitable for housing. However, there were a few notable exceptions. - what are?

#### **Employment**

6.3 It was generally agreed that employment opportunities should be encouraged in those areas currently designated for such uses. In particular it was considered important that the Kirk Sttreet Industrial Area is retained for employment uses.

#### Retail

- 6.4 The short and long term vision for the Lochee District Centre was generally supported. Positive feedback was received regarding:
  - Demolition of Weavers Village;
  - Demolition or radical reconfiguration of the Highgate Centre;
  - Provision of modern retail units:
  - Better distribution of car parking;
  - Replacement of roundabout on South Road with a light controlled Junction;
  - Provision of a surface crossing to enable safer pedestrian routes across the bypass:
  - A central square providing seating and car parking; and
  - Improved pedestrian links between High Street and various car parks.
- 6.5 In terms of negative feedback
  - a very small number of attendees felt that there was too much new retail floorspace proposed,
  - efforts should be made to refurbish existing properties,
  - the visions did not go far enough to address the perceived traffic management problems on the High Street.

#### **Transportation**

- 6.6 The majority of comments received in respect to transportation issues were associated with the District Centre.
  - public transport access to the Lochee District Centre is good (50%)
  - public transport access to the Lochee District Centre is poor (50%)

- comments were made, however, by those who do not use public transport or use it infrequently,
- the location of existing car park spaces within the Lochee District are poorly located and in need of upgrading,
- there are not enough car parking spaces to serve the Lochee District Centre,
- there is a lack of enforcement of the current waiting restrictions in Lochee High Street.
- the volume of taxis occupying space on the High Street is excessive,
- taxis adds to the congestion on the Street,
- more radical approaches to traffic management including preferably a range of options should be offered for consideration,
- pedestrianisation of the High Street was the preference of a small number of respondents, and
- different forms of one-way traffic flows etc was suggested by others.
- 6.7 Whilst there was no formal response to the consultation exercise, earlier discussion revealed that the principal concern of the traders is the presence of "speed humps" throughout the High Street which they believe discourage car borne shoppers from coming to Lochee.

#### **Landscape and Environment**

- 6.8 Comments ranged beyond the District Centre and focussed on the residential areas, issues raised were very much in line with the findings of the District Centre consultation exercise that the Council carried out last year.
  - there is a general consensus that the environment in the Lochee District Centre has deteriorated,
  - proposals to create landscaped corridors on key routes are supported,
  - Lochee benefits from significant open space provision at Camperdown Park to the north and to the south, Lochee Park,
  - a desire exists to create or enhance existing smaller scale open space provision at the local level, and
  - there is a need to improve links to both major parks thus creating a network of open space.

#### **Built Heritage**

- 6.9 The response was entirely positive
  - proposed conservation area was unanimously supported, as was
  - the commitment to a Façade Enhancement Grant Scheme to upgrade shop fronts.

#### 6.10 Conclusion

Given the consultation outcomes outlined above, it is recommended that the Lochee Physical Regeneration Framework be approved. Copies of this document are available in the members lounge.

#### 7 LOCHEE DISTRICT CENTRE BUSINESS SURVEY 2007

- 7.1 The Lochee District Centre Business Survey 2007 is now complete. The business survey serves two purposes. Firstly it seeks the views of local businesses as part of a wider 'health-check' of the District Centre that will help inform the future strategy for improving the area over the next 10 to 15 years. In addition, it aims to clarify the current servicing needs of businesses in the District Centre in order to inform any wider public realm improvements or traffic management arrangements that are pursued.
- 7.2 The full results of Part A: Business Health Check can be viewed in Appendix 3, however in summary,
  - Lochee has a high concentration of businesses that have been trading in there for a significant period,
  - 70% of those businesses surveyed have been in Lochee for over 5 years,
  - the District Centre is an important employer in the area employing 230 full time and 262 part time staff,
  - 43% of businesses have experienced some form of growth, whilst
  - 35% of businesses have registered a decline in performance.
  - 25% of businesses believe that their business has declined significantly.
  - Further detailed analysis will be conducted to ascertain reasons for this decline.
- 7.3 Businesses were also asked to give an indication as to how their business is currently faring at this time.
  - 10% stated that their business was doing "very well",
  - 37% stated "well",
  - 34% stated "moderately",
  - 13% stated "poorly" and
  - 6% stated "very poorly".
- 7.4 The most common issues cited as being a constraint to the performance of business was
  - the poor quality of the High Street shopping environment,
  - the lack of day visitors/tourists to Lochee, and
  - the lack of footfall outside premises.
- 7.5 In terms of expansion potential,
  - over half of the businesses have no plans to alter their business in the next 5 years.
  - 16% claim to be considering some form of refurbishment, and
  - a small number are considering relocation, but
  - 6% have stated that it is their intention to close during this period.
- 7.6 In terms of competition there appears to be three main competitors to businesses in the Lochee District Centre.
  - The City Centre,
  - Kingsway West Retail Park, and

- the Stack Leisure Park.
- 7.7 Part B of the Lochee District Centre Business Survey which focuses on business servicing requirements will be analysed in greater detail over the coming months and will inform any alteration to the traffic management arrangements in the District Centre.

#### 8 POLICY IMPLICATIONS

8.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major policy issues identified.

#### 9 CONSULTATIONS

9.1 The Chief Executive, Depute Chief Executive (Support Services), Depute Chief Executive (Finance), Head of Finance, Assistant Chief Executive (Community Planning), Director of Housing and Director of Economic Development have been consulted and are in agreement with the contents of this report.

#### 10 BACKGROUND PAPERS

- 10.1 Report 76-2006
- 10.2 Report 609-2006
- 10.3 Report 8-2007
- 10.4 Report 59-2007
- 10.5 Dundee West Local Community Plan

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DMacD/AW/MM 12 November 2007

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**APPENDIX 1: CONSULTATION ANALYSIS** 

| Housing Feedback  | Dundee City Council Response  | Action   |
|---|---|--|
| A small number of respondents objected to Site 8 (Elmwood Road) being highlighted as holding development potential on the grounds that the site should remain as open space.  | The principle of residential development on Site 8 (Elmwood Road) has already been established with the granting of planning consent on 5 December 2006 for the erection of 15 properties.  |  |
| Site 13 (Dryburgh Crescent) or at least part of it was highlighted as an area that could be developed as open space provision.  The inclusion of Site 15 (Ettrick Crescent) as holding development potential caused some concern. This site had previously been an equipped playpark, however the equipment was removed some years ago and the site grassed over. There is an aspiration locally that play equipment will be restored to this site. According to respondents, in its current form the site is apparently well used. | It is felt that some degree of open space hierarchy within Dryburgh could be achieved with sites 13 (Dryburgh Crescent) and 15 (Ettrick Crescent) making a contribution. That would ensure different age groups were directed towards spaces designed with their needs in mind. | It is proposed at this time to defer consideration sites 13, 15 and 17 from the Development Framework as potential housing sites pending consideration of the wider open space issues.   |
| Site 17 (Railway Line) raised opposition on the basis that it is currently allocated as open space with its current use being supported.  | Site 17 (Railway Line) contains a slope thus its use as open space is limited to dog walking and amenity area.  | It is proposed at this time to defer consideration site 13, 17 from the Development Framework as potential housing sites pending consideration of the wider open space issues.  It is proposed to bring forward, as part of the Action Plan, a programme of detailed site planning briefs as appropriate for the various proposed housing sites. |

Whilst not directly referred to in the community response, the condition of tenemental property contributes to one of the recurring themes of the various responses namely the general run down appearance of the centre.

Tenemental property has been the subject of biennial survey to establish the nature and extent of deterioration.

Tenemental property will be the subject of grant assisted action for both internal and external upgrade as necessary in order that initiatives such as the Façade Enhancement Grant Scheme to address ground floor problems are not prejudiced by a lack of action at upper levels and a comprehensive improvement is achieved.

| Employment Feedback  | <b>Dundee City Council Response</b>   | Action  |
|--|---|---|
| It was generally agreed that employment opportunities should be encouraged in those areas currently designated for such uses.  |   |   |
| In terms of the Dunsinane Business Area, the presence of high value uses on Kings Cross Road, together with the number of recent applications for the area was seen as a sign of changing fortunes. A degree of expectation exists for potential uses for the former Valentines factory site. The creation of a Masterplan for the Dunsinane Business Area was well received and felt necessary to elevate the profile of Dunsinane as a premier business location.  | Support for the strategy at Dunsinane is noted.   | In cooperation with the developer / proprietor the masterplan for Dunsinane will be brought to a conclusion as a matter of urgency.   |
| The Kirk Street Industrial Area was thought to be an invaluable employment location in the local area and any dilution of its status was thought to be a retrograde step. Improved screening and associated environmental improvements in this area was supported. Whilst they made no formal response to this consultation exercise a developer does have a submitted planning application for a housing development within the industrial area. Determination of this application was deferred to permit the proposal to be considered in the context of the Framework exercise. | The contribution that the Kirk Street Industrial Area makes is noted. The site for which the planning application has yet to be determined is bounded to the north and east by a car repair / scrap yard and to the east by open container storage. The application site is at a lower level than the adjacent site and therefore partly in continual shade. The development of housing on the application site could, in the future, lead to noise complaints against the existing industrial uses leading inevitably to the restriction in their use or even to the removal or closure of the operations. These uses are important within a community but their relocation, because of the nature of the operation would be extremely difficult. In the Housing section of the Framework document some 22 new housing sites are identified. All these sites offer a considerably better residential environment than the application site. The industrial allocation of the | The strategy for Kirk Street Industrial Area as outlined in the Framework should be confirmed. As a matter of urgency a budget will be identified to commence the implementation of the environmental improvement corridors with particular regard to an edge treatment to Liff Road, Gray Street and South Road. |

|   | application site should therefore be confirmed with Gray Street as the boundary between the residential uses to the west and the industrial uses to the east. Reid's Lane should be closed at Gray Street with industrial traffic segregated from residential traffic and using the wider streets such as Perrie Street. The west boundary edge treatment of the Kirk Street Industrial Area should be reinforced as part of the environmental corridor improvements.  |   |
|---|--|---|
| The underperformance of the Stack was viewed as a key issue but acknowledged as a particularly challenging one. There was a feeling that the Council should consider alternative land uses for the Stack. Whilst they made no formal response to this consultation exercise, the developer/proprietor of the Stack attended a local Community event and indicated a desire to extend the amount of retail floorspace on the Stack site to accommodate "named" retail outlets.                                     | The developers of the Stack Leisure Park were granted significant retail consent approximately 18 months ago. There has been no indication that this consent is being implemented. This consent represented the limit of acceptable retail development in terms of present policy. None of the "named" retailers have been confirmed. There is no policy justification for a relaxation of retail policy. Clearly the market for leisure or retail cannot support the amount of floorspace or site available at the Stack. It would seem appropriate to explore other uses for the site. | In cooperation with the developer / proprietor of Stack Leisure Park, alternative uses will be explored for the site with particular emphasis, at this time, on the east end.   |
| It is generally felt that the District Centre has deteriorated over a considerable period thus reducing its attractiveness to prospective employers. The short and long term vision for the District Centre was well received and feedback regarding those proposals is covered in the following paragraph. It was felt that there was a dearth of small modern office facilities in the Lochee District Centre and that a mix uses of uses would be advantageous in ensuring the long term vitality of the area. | The support for the strategy for the District Centre is noted.   | To achieve a mix uses of uses within the District Centre provision will be made for small modern office facilities within the regeneration of the Highgate and Weavers' Village developments. The present retail policy in regard to the District Centre will be reviewed to explore opportunities of incorporating office use. |

| Retail Feedback  | Dundee City Council Response  | Action   |
|--|---|--|
| The short and long term vision for the Lochee District Centre was generally supported.   | Support for the short and long term vision for the Lochee District Centre is noted.   |  |
| <ul> <li>Positive feedback was received regarding:</li> <li>Demolition of Weavers Village,</li> <li>Demolition or radical reconfiguration of the Highgate Centre,</li> <li>Provision of modern retail units,</li> <li>Better distribution of car parking,</li> <li>Replacement of roundabout on South Road with a light controlled junction,</li> <li>Provision of a surface crossing to enable safer pedestrian routes across the by-pass</li> <li>A central square providing seating and car parking,</li> <li>Improved pedestrian links between High Street and various car parks.</li> </ul> |   | Proposals for the redevelopment of Weavers' Village will be afforded a high priority within the Action Plan.   |
| In terms of negative feedback there was a very small number of attendees who felt that there was too much new retail floorspace proposed and efforts should be made to refurbish existing properties. It was also felt that the visions did not go far enough to address the perceived traffic management problems on the High Street.   | The retail space indicated in the Framework diagram is indicative only. A maximum amount of retail floorspace within the reconfigured centre will be identified based on market demand and the Department's updated research. | The limit of retail space within the regenerated centre will be confirmed and consideration. The present retail policy in regard to the District Centre will be reviewed to explore opportunities of incorporating office use. |
| The residents of Doyle Place sought greater clarification regarding the status of their homes given the nature of the proposals for Weavers Village.   | The concern of residents in Doyle Place is noted.   | Measures are being put in place to enable the rehousing of residents of Doyle Place to be brought forward.   |

| Transportation Feedback   | Dundee City Council Response   | Action   |
|---|--|--|
| Accessibility to the Lochee District Centre by Public transport provides quite contrasting views. Views are split 50:50 between those who feel public transport is good and those who think it is not. This response is further complicated by comments being made by those who do not use public transport or use it infrequently.   | The range of comments on public transport is not unexpected and reflects responses to earlier studies. It is also worth noting that a sizeable section of what would seem to be a natural catchment of Lochee in terms of distance e.g. Ardler and St Marys are poorly served by public transport routes into Lochee being limited to an occasional bus service into Stack Leisure Park. | Opportunities to improve public transport penetration within the High Street and along the by-pass are currently being investigated. It will be necessary to carry out further survey work to ascertain where public transport service provision deficiencies exist, how the natural catchment of the District Centre can be better delivered into the High Street and how links between the High Street and Stack Leisure Park can be improved. |
| It is generally felt that the location of existing car park spaces intended to service the Lochee District are poorly located and in need of upgrading. A perception exists that there are not enough car parking spaces to serve the Lochee District Centre. Lack of enforcement of the current waiting restrictions in Lochee High Street was cited as a problem. The volume of taxis occupying space on the High Street was viewed as excessive and adds to the feeling of congestion on the Street. | The poor distribution of parking in Lochee is acknowledged. The Framework document addresses this by identifying additional parking spaces within the proposed central space and to the south within the Weavers' Village redevelopment. The issues of lack of parking enforcement and congestion due to the taxi rank are noted.  | The provision of additional off street spaces could allow the amount of on street waiting spaces to be reduced to release additional footway space for shoppers and pedestrians. Parking control would therefore be easier. The extent of the taxi rank will be reviewed as part of the revised traffic management/traffic order process.  |
| A significant number or responses sought more radical approaches to traffic management including preferably a range of options to consider. A small number expressed the view that pedestrianisation should be considered whereas others suggested different forms of one-way traffic flows etc.  | As part of the ongoing consideration of traffic management a full range of options will be considered.   | In looking at options for traffic management in Lochee a balance will be struck between the concerns of the traders and the aspirations of their customers i.e. the shoppers. Whilst such radical solutions as pedestrianisation may not be practical the fact that there is level of support for this may influence the level of pedestrian priority provided.  |

Whilst there was no formal response to the consultation exercise earlier discussion revealed that the principal concern of the traders is the presence of "speed humps" throughout the High Street which allegedly discourage car borne shoppers from coming to Lochee.

The "speed bumps" were installed to address a particular problem namely an unacceptable level of pedestrian injury accidents along the High Street. Insofar as the number of pedestrian injury accidents has dramatically reduced since the installation of the "speed bumps" they have been a success. However it must be acknowledged that they have the appearance of being installed piecemeal, are unattractive and can be confused with pedestrian crossings.

The survey of businesses in Lochee will establish the need for servicing space. This will inform a revised traffic order which will address the conflict between various uses and redistribute the existing kerb space to redress the balance between shoppers, servicing, public transport and parking.

The "speed bumps" serve a particular purpose; however they must be better integrated with the general layout, be installed in a more attractive fashion and integrated with the upgrading of the footpaths and other public realm improvements. Given the level of complaints regarding traffic congestion, some form of traffic calming is essential. Discussions will continue with community groups to establish a more suitable solution.

| Landscape and Environment Feedback   | Dundee City Council Response  | Action  |
|--|---|---|
| As previously outlined in other studies there is a general consensus that the environment in the Lochee District Centre has deteriorated. Issues raised were very much in line with the findings of the District Centre consultation exercise that the Council carried out last year.  | The generally positive feedback is noted.   |   |
| The proposal to create landscaped corridors on key routes is supported.  | This positive feedback is noted.  |   |
| It is acknowledged that Lochee benefits from significant open space provision to the north in the form of Camperdown Park and to the south, Lochee Park. However, as anticipated, a desire exists to create or enhance existing smaller scale open space provision at the local level and improve links to both major parks thus creating a network of open space. | of open space in terms of size and convenience to users is needed, however notwithstanding local demand for open space local opposition has | Opportunities for additional incidental open space will be explored with community representatives. Proposed housing developments will provide opportunity to secure a network or hierarchy of open space throughout the Framework area. Improved links to the major parks from key locations within the Framework area will be explored through the Council's Core Path Framework. |

| Built Heritage Feedback   | Dundee City Council Response | Action  |
|---|------------------------------|---|
| The proposed conservation area was unanimously supported as was the commitment to a Façade Enhancement Grant Scheme to upgrade shop fronts. | initiatives is noted.        | A separate exhibition exploring the proposed conservation area in the Lochee District Centre will be staged in the coming months. It is proposed to hold a separate Façade Enhancement Grant Scheme surgery during the month of November in the Community Lounge of the Dundee West Area Housing Office. All local businesses in the District Centre will be invited along to learn more about FEGS and view examples of schemes that have been successful elsewhere in the City.  Linked to the FEGs scheme will be a strategy to upgrade the pre 1919 tenement stock which generally is located above the traditional shopping units in order that a comprehensive improvement is achieved and that ground floor treatments are not prejudiced by a lack of action at upper levels. |

# APPENDIX 2: LOCHEE COMMUNITY CONFERENCE ATTENDANCE LIST Organisation

Adamson/Elders TRA Ancrum Plus Group **Ardler Complex Charleston Community Centre** Charleston TRA DCC Countryside Rangers **DEEAP** Dreamcatchers/Circles Around Dundee **Dundee West CRF Forum Hearing Voices** Kingsway West Community Council Lochee Baptist Church Lochee Family Centre Lochee Nursery Lochee Parish Church Lochee Police Station Menzieshill Community Centre Muirhead Medical Centre Sports Development St Mary's RC Primary School Tayside Fire Rescue Volunteer Centre Whorterbank TRA Youth Sports Dev. Project

#### **APPENDIX 3: KEY STAKEHOLDERS**

### Organisation

| Adamson Court Sheltered Housing          |
|--|
| Adamson/Elders TRA                       |
| Dundee Federation of Tenants Association |
| Jean Drummond Centre                     |
| Lochee Child and Family Centre           |
| Lochee Health Centre                     |
| Lochee Primary School                    |
| Lochee Parish Church                     |
| Morven Terrace Sheltered Housing         |
| Oranges and Lemons                       |
| St Margaret's Church                     |
| St Mary's Nursery                        |
| St Mary's RC Church                      |
| St Mary's RC Primary School              |
| Whorterbank Sheltered Housing            |
| Whorterbank TRA                          |
| Woodlea Children's Centre                |

## APPENDIX 4: LOCHEE DISTRICT CENTRE BUSINESS SURVEY 2007 (PART A: BUSINESS HEALTH CHECK ANALYSIS)

















