

Item: 3

Development and Infrastructure Committee: 26 September 2018.

Kirkwall Urban Design Framework.

Report by Executive Director of Development and Infrastructure.

1. Purpose of Report

To present the Kirkwall Urban Design Framework.

2. Recommendations

The Committee is invited to note:

2.1.

That the requirement for an Urban Design Framework for Kirkwall is set out in the Orkney Local Development Plan 2017.

2.2.

That, during 2017 to 2018, a consultative draft Kirkwall Urban Design Framework was generated through the Your Kirkwall community engagement initiative.

2.3.

That public consultation has been undertaken in respect of the draft Kirkwall Urban Design Framework.

2.4.

The Consultation Report, attached as Appendix 1 to this report, which records the steps taken to ensure full and proper consultation was undertaken, the comments raised by members of the public and stakeholders and the response by the Executive Director of Development and Infrastructure to those comments.

2.5.

The summary of key consultation responses, as detailed in section 4 of this report.

2.6.

The revised Kirkwall Urban Design Framework, attached as Appendix 2 to this report, which has been amended to respond to material planning matters raised through the consultation process, referred to at paragraphs 2.3 and 2.4 above.

2.7.

That, once approved, the Kirkwall Urban Design Framework will have status as a material consideration in planning decision making.

It is recommended:

2.8.

That the Kirkwall Urban Design Framework, attached as Appendix 2 to this report, be approved as Supplementary Guidance.

3. Background

3.1.

The requirement for an Urban Design Framework for Kirkwall is set out in the Orkney Local Development Plan 2017.

3.2.

The consultative draft Kirkwall Urban Design Framework was a product of the Your Kirkwall community engagement initiative, which was carried out during 2017 to 2018.

3.3.

The Your Kirkwall initiative involved three stages of engagement complemented by online and social media presence throughout. These involved:

- Early conversations (September to November 2017).
- Events in November 2017 – community setting the agenda (160 participants).
- Events in January 2018 – testing emerging framework (58 participants and a Youth Summit attracting 55 participants).

3.4.

During early conversations, a range of stakeholders were consulted individually including:

- Third sector:
 - Kirkwall Council for Churches.
 - Access Panel Orkney.
 - Voluntary Action Orkney.
- Private sector:
 - Kirkwall BID.
 - Orkney Tourism Group.
 - Developers and landowners.

- Public sector and Key Agencies:
 - Highlands and Islands Enterprise.
 - Kirkwall and St Ola Community Council.
 - Kirkwall Townscape Heritage Initiative.
 - NHS Orkney.
 - Orkney College UHI (management).
 - Orkney Community Safety Partnership.
 - Orkney Housing Association Limited.
 - Councillors (Kirkwall Wards and those on Planning and Regulatory Services Consultative Group).
 - Council officers (various services representing all areas).
 - Orkney LEADER.
 - Scottish Health Council.
 - Scottish Water.
 - Scottish Environment Protection Agency.
- Youth sector:
 - Papdale Primary School.
 - Glaitness School.
 - Kirkwall Grammar School.
 - Orkney College UHI.
 - Orkney Youth Workers Forum.
 - Kirkwall Youth Café.
 - VAO Connect Project.

3.5.

The community engagement was supported by social media and a project website throughout. During the early conversations, September to November 2017, a community survey was hosted. The key statistics are outlined below;

- Community Survey 322 participants.
- 481 Facebook likes and 112 Twitter followers.
- 72,829 individuals reached on Facebook via the page, posts or in their newsfeed.

3.6.

The outputs of this work generated the Kirkwall Urban Design Framework which has subsequently been the subject of public consultation.

4. Public Consultation

4.1.

Public consultation in respect of the draft Kirkwall Urban Design Framework was undertaken during the period 5 April to 17 May 2018. A full record of comments received, and the Council's response to these, is recorded in the Consultation Report, attached as Appendix 1 to this report.

4.2.

The consultation included public advertisement in The Orcadian, and copies of the draft Urban Design Framework were placed in the One Stop Shop, Kirkwall, and Warehouse Buildings, Stromness. Copies were also placed in the Orkney Library and the library van. The consultation was also advertised on the Your Kirkwall website and social media channels.

4.3.

Notification of the consultation was sent to the following:

- Key Agencies.
- Relevant Council Service areas.
- All Community Councils.
- All stakeholders who were included on the Your Kirkwall Newsletter.

4.4.

The main issues raised through the consultation were as follows:

- Surface water flooding was identified as a key constraint to redevelopment of brownfield land in the area to the west of the town centre and delivery of solutions will require consideration from a range of public sector organisations including the Council, Scottish Water and SEPA. A Surface Water Management Plan prepared by the Council will identify the package of measures required to resolve this issue.
- General support for the requirement of developer contributions to assist with resolving the surface water flooding issues in central Kirkwall once the package of measures has been costed.
- A range of comments relating to the section on design principles, including ensuring:
 - that the design of any landscaping and green space respects the distinctive characteristics of Kirkwall's townscape; ensuring suitable lighting of streets and spaces;
 - wayfinding signage respects the character of the town; and
 - that opportunities for surface water drainage are considered as part of any new green infrastructure such as routes and green spaces.
- A range of additions to the SWOT analysis for Kirkwall were suggested, including:

- the opportunity of renewable energy generation, storage and management;
 - the threat of surface water flooding to the redevelopment of key brownfield sites; and
 - the threats of volume tourism and online shopping on the viability of the town centre.
- It was suggested that renewable energy generation should be a key underpinning principle of Kirkwall's future and potential for community renewable energy as a generator of funds to kick start projects should be supported.
 - Maintenance arrangements of any new recreational space will be an important consideration to the success of any project.
 - Some views were expressed on the future of the Crafty Caravan Site including that it should be allocated green space instead of being redeveloped, and that an area of open space beside the site should be opened up for public access and use.
 - It was suggested that the former Jewson site should be referred to in the document given its significance as a redevelopment opportunity for the town centre.
 - A Habitats Regulations Appraisal is required in relation to some of the footpath/cycleway proposals within the proposed North Orkney Special Protection Area.
 - The need to review a range of Council policies which impact on the town including Planning and Roads: Planning to provide the blueprint for any new development and Roads to provide greater flexibility in relation to car parking standards in the town centre, the enforcement of on street car parking and lower vehicle speeds (20mph) throughout the town.
 - Ideas about what is required to make the plan happen were suggested, including the formation of a steering group, and the involvement of local authority, public sector agencies, community/neighbourhood groups, young people and the potential for renewable energy to be a generator of funds to help drive projects forward. Strategic leadership and a budget were also identified as important elements of taking the Kirkwall plan forward.
 - The suggestion of a range of new sports facilities and infrastructure to prepare for the Islands Games in 2023.
 - Support for walking and cycling infrastructure improvements.
 - Ideas for improvements to the Active Travel infrastructure outwith Kirkwall such as park and ride facilities.
 - Drainage of Bignold Park
 - Internal discussions with Development Management resulted in an exemplar Development Brief for Housing Allocation K10 being appended in order to provide developers with an example of how the Your Kirkwall design principles can be applied to a site. The K10 site is located on privately owned land to the south of Foreland Road.

4.5.

The main changes incorporated in the draft Framework, attached as Appendix 2 to this report, to take account of comments received are as follows:

- Text has been added to describe the multi-agency approach to resolving surface water issues and to highlight the requirement for a Surface Water Management Plan to be produced, which identifies a package of costed measures to resolve this issue.
- A range of suggestions relating to the section on design principles have been incorporated to strengthen key aspects and issues of detail for key agencies.
- Additions have been made to the SWOT analysis to more accurately describe Kirkwall's current situation and amendments carried through into the rest of the document.
- Renewable energy generation is added as a key strategy to underpin the future of Kirkwall's development.
- Text added to outline maintenance of any new open space or infrastructure. The requirement for maintenance plans prior to any planning application will be set out in the Kirkwall Settlement Statement.
- The underused open space beside the Crafty Caravan Site has been identified as part of the redevelopment opportunity for the site, which could be used by residents and the public.
- The former Jewson site has been referenced as a key development opportunity.
- Text has been added to the coastal path section of the document to outline the requirements of a Habitats Regulations Appraisal for any development which impacts upon the North Orkney Special Protection Area.
- A town wide delivery plan has been added to the revised document which outlines a range of actions for the Council, including review of the Kirkwall Settlement Statement, the Roads Development Guide, car parking enforcement/strategy and speed limits.
- The document has been revised to support establishment of a steering group of key organisations for Kirkwall.
- A range of new sports facilities and infrastructure to prepare for the Islands Games in 2023 has been included for consideration as part of the Pickaquooy/ Peedie Sea section.
- Drainage has been identified as a key issue for Bignold Park.
- An exemplar development brief for Housing Allocation K10 has been appended.

4.6.

Issues raised which have not been incorporated into the final draft include the following:

- Although support for developer contributions has been expressed, no mechanism for calculating these has been included. A costed package of measures identified in the Surface Water Management Plan will be required before any planning guidance on charging mechanisms can be produced.

- Active Travel Infrastructure proposals outwith Kirkwall as these are outwith the scope of the document.

5. Equalities Impact

An Equality Impact Assessment has been undertaken and is attached as Appendix 3 to this report.

6. Environmental Implications

6.1.

A Strategic Environmental Assessment Screening Report, attached as Appendix 4 to this report, has been prepared for submission to the SEA Gateway, for the consideration of the Consultation Authorities, namely Historic Environment Scotland, the Scottish Environment Protection Agency and Scottish Natural Heritage. At this stage it is not anticipated that any further Strategic Environmental Assessment will be required.

6.2.

Certain proposals in the Kirkwall Urban Design Framework have potential to impact on the qualifying features and integrity of two Natura sites, namely the North Orkney proposed Special Protection Area and the Orkney Mainland Moors Special Protection Area. A Habitats Regulations Appraisal, attached as Appendix 5 to this report, has therefore been prepared and agreed with Scottish Natural Heritage.

7. Links to Council Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Council Plan strategic priorities of Connected Communities, Caring Communities, Thriving Communities, Enterprising Communities and Quality of Life.

8. Links to Local Outcomes Improvement Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Local Outcomes Improvement Plan priorities of Strong Communities, Living Well and A Vibrant Economy.

9. Financial Implications

9.1.

The Your Kirkwall community engagement project, preparation of this Urban Design Framework and undertaking the public consultation process was undertaken by PAS (formerly Planning Aid for Scotland). The overall cost of the project was approximately £80,000. These costs were funded 50% by existing Development Planning revenue budget and 50% by the Smarter Choices, Smarter Places fund operated by Paths for All.

9.2.

Other costs were incurred undertaking the public consultation process which involved staff time and press advertisement and have been estimated at no more than £2,000. These costs have been met from within the existing Development Planning revenue budget.

9.3.

The aim of this approach is to help focus attention on the delivery of a range of projects, initiatives and infrastructure works as identified in the delivery framework for Your Kirkwall over the next 10 to 20 years. The success of any action plan is however subject to the level of resources that are secured towards its delivery. On the basis that the Council is identified as a lead partner in a number of these actions, it is anticipated that projects will still be developed, evaluated and prioritised as appropriate through the Council's established processes. This will include, for example, the Council's budget setting process for revenue expenditure, and the capital project appraisal process for works that are capital in nature.

10. Legal Aspects

Urban Design Frameworks are prepared as Supplementary Guidance to support the Local Development Plan, in accordance with the Government's Development Planning Circulars. Supplementary Guidance, once approved by Council, will be a material consideration when determining planning applications.

11. Contact Officers

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12. Appendices

Appendix 1: Consultation Report.

Appendix 2: Kirkwall Urban Design Framework – A Place Plan for Kirkwall.

Appendix 3: Equality Impact Assessment.

Appendix 4: SEA Screening Report.

Appendix 5: Habitats Regulations Appraisal.