



East Ayrshire Local Development Plan

Supplementary Guidance

Design Guidance
for Masterplanning

January 2018

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1. Introduction

1.1 Status of Supplementary Guidance

This Supplementary Planning Guidance (SG) has been prepared under Part 2 Section 22 of the Planning etc. Scotland Act 2006 and forms part of the Local Development Plan (LDP) for East Ayrshire (adopted 3rd April 2017). As a statutory document, it represents a *material consideration* in the determination of planning applications. This includes the appropriateness of design processes and proposals, as well as the level of detail presented in Masterplans.

1.2 Aims of this SG

This Supplementary Planning Guidance sets out East Ayrshire Council's requirements for the preparation, presentation and content of masterplans for new developments in accordance with the provisions of the East Ayrshire Local Development Plan (LDP) 2017.

1.3 What are Masterplans?

Masterplans can be referred to in various ways – development frameworks, regeneration strategies, urban design frameworks, or visions. The terms are often used interchangeably and can mean different things to different people. For the purposes of this SG, the following definition is used.

Planning Advice Note (PAN) 83 defines a Masterplan as:

‘... a plan that describes and maps an *overall development concept*, including present and future land use, urban design and landscaping, built form, infrastructure, circulation and service provision. It is based upon an understanding of place and it is intended to provide a structured approach to creating a clear and consistent framework for development.’

Masterplanning is seen by East Ayrshire Council as a process that has an important role in achieving successful places and a sustainable future.

1.4 What is the purpose of Masterplanning?

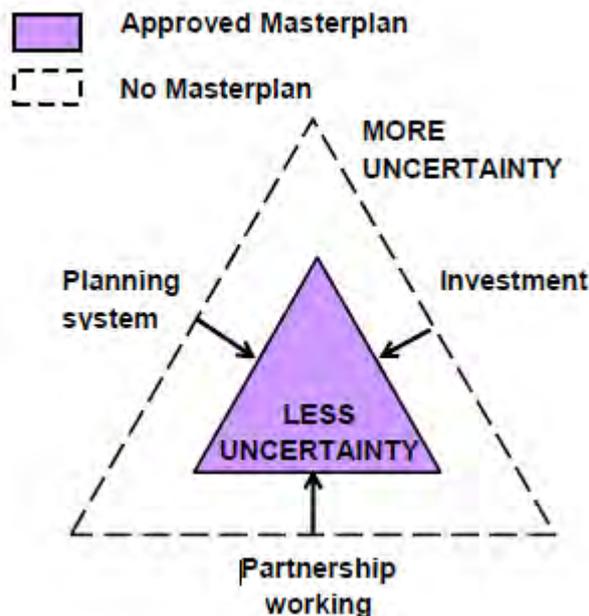
Masterplans help the Council to assess at an early stage in the development process the relationship between key design issues and how the provision and integration of key design elements can contribute to successful places.

Crucially, a key benefit of a masterplan is to facilitate a closer examination of how the above considerations relate to each other and to help justify how particular design decisions have been arrived at. Importantly the baseline data assessed in arriving at the design solution should form part of a masterplan.

Simply put, a Masterplan represents an opportunity to illustrate that a design proposal is the best design solution for that site.

By supporting an iterative design process at an early stage, successful Masterplans will be key in reducing uncertainty for the Council, the applicant, the community, other stakeholders, potential investors and infrastructure providers.

Diagram 1: The benefits of developing a Masterplan



1.5 When is a Masterplan required?

Master plans/ design statements will be required for those sites as indicated in Volume 2 of the LDP.

Furthermore, there is a presumption that masterplans will also be required where a development proposal meets with one or more of the following criteria:

1. Developments comprising of 50 or more houses or housing sites that extend to two or more hectares;
2. The development is on a site that has a significant site specific sensitivity;
3. Development proposals that abut or are otherwise considered to constitute an extension to an existing housing development, of any size, that has been approved within the lifetime of either:
 - The East Ayrshire Local Development Plan (2017); or
 - The preceding East Ayrshire Local Plan (2010);
4. Any instance, where residential enabling development, as part of an overall development, is proposed;
5. Town extensions; regeneration projects; town centre masterplans;
6. In any other circumstance where the council considers a Masterplan to be required.

The Council will also welcome a Masterplan for a site which does not meet any of the above criteria.

1.6 What should a masterplan contain?

The detail of the masterplan to be submitted will be commensurate with the scale/ complexity/ sensitivity of the proposed development. A basic masterplan may take the form of a 'Bavarian B-Plan' accompanied by a design statement in line with PAN 68.

For more complex applications, the submission of material that shows design development and testing, including concepts or arrangements that have been pursued and subsequently discounted are particularly encouraged as this material will help to support decision making.

The masterplan vision should be captured by a combination of words and drawings in the form of diagrams, plans and illustrations. It cannot be represented by a plan drawing, a bird's-eye view, or a model alone. Neither can it be represented by words alone.

The outcome(s) from public consultation should be clearly documented within the written text of the Masterplan along with the outcomes arising from any other consultations that have been undertaken during the masterplan process.

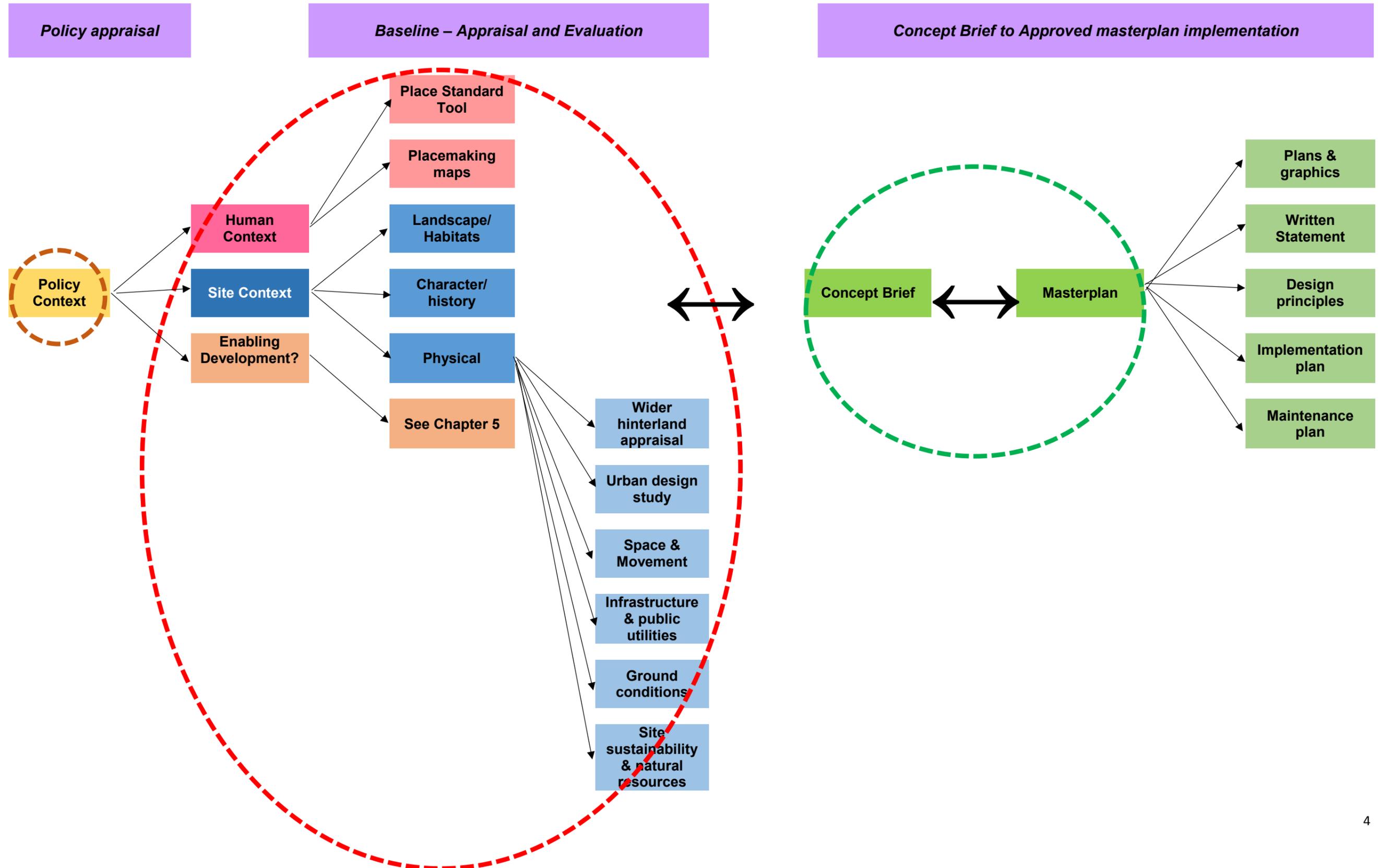
Demonstration of a thorough site assessment should always be provided¹.

Diagram 2, *Key Headings in the masterplan preparation process* is provided to identify typical baseline headings likely to be required for a robust appraisal and evaluation.

¹ For additional detail, see Chapter 10: How the Council will assess a Masterplan.

2. Key headings in the Masterplan preparation process

Diagram 2: Key headings



3. Policy Context

3.1 National Policy Context

Scottish Planning Policy

Scottish Planning Policy (SPP) states that one purpose of the planning system is to create better places. Through collaborative processes, including design, development, renewal and regeneration, the planning system can help to create sustainable, well-designed places.

SPP Tools for Making Better Places provides a useful indication of the degree and nature of design detail required across varying scales of development².

Designing Streets: A Policy Statement for Scotland, sits alongside *Creating Places* which, when taken together, sets out the government's aspirations for the design of new development and the role of the planning system in delivering these. Together, they are the Scottish Government's two key policy statements on design and placemaking. Both are national planning policy documents that are supported by a range of design-based Planning Advice Notes (PANs) of which PAN 83: *Masterplanning* and Pan 68: *Design Statements* are highly relevant.

3.2 Local Policy Context

East Ayrshire Community Plan (2015-2030)

The *East Ayrshire Community Plan (2015-2030)* is the sovereign corporate planning document for the East Ayrshire Local Authority area. The master-planning process, as set out by this guide, is considered by the Council to be an essential tool in helping secure its outcomes³.

East Ayrshire Local Development Plan 2017

The principal LDP policies governing the requirement for an accompanying Masterplan submission in support of an application for consent are:

OP1: Overarching Policy (particularly parts (v) and (vi)), IND 4: Mixed Use Sites, INF 4: Green Infrastructure and RES 1: New Housing Developments.

² Appendices: Tools for making Better Places (SPP pp16-17).

³ Appendices: Table 6: Conformity Matrix.

4. Establishing a Baseline - Appraisal and evaluation

Financial Context

Masterplans impacted by viability should include a review (carried out objectively and early in a development process) to check whether proposals are achievable. Some policies in the LDP require viability assessments to be carried out and where this is a requirement the assessment should be conducted in tandem with masterplan preparation.

Creating a Baseline

The following chapters – Chapter 5: Enabling Development, Chapter 6: Site Context and Chapter 7: Human Context - provide more detailed information on what information should be included, and how its assessment and evaluation should be presented, as part of a masterplan.

5. Enabling Development

A masterplan will invariably be required to meet the policy tests within LDP policy RES 13: *Enabling Development*. A key part of the justification for the type and location of enabling development can be conveyed best through adopting a masterplan approach.

The following level of detail is required in a masterplan if it has been prepared to supporting enabling development. As a minimum, the masterplan written statement/ plans and diagrams should:

- Include a detailed assessment of the historic character and significance of the place through time, referencing where appropriate any conservation or similar studies already undertaken e.g. conservation area appraisals;
- Contain a landscape assessment that puts the place in its local as well as wider context; where relevant the development and understanding of historic designed landscapes should be investigated thoroughly;
- Detail a summary of any physical and policy constraints;
- Include plans and diagrams showing how the place and landscape is to be repaired or restored, managed and maintained in future;
- Contain a series of plans and diagrams to explain the location of the enabling development in the context of the historic and landscape analysis;
- Draw attention to any opportunities arising from the proposed repair or restoration, management and maintenance regimes if any e.g. interpretational, curatorial etc;
- Set out the aims and concerns of the planning authority and community as captured through consultation processes and how the plan responds to them;
- Provide justification for the waiving of planning obligations, or where the authority's usual requirements in this regard, might be waived, if relevant; and
- List the information that has been compiled as being deemed necessary to supporting the planning application.

The scenarios considered in capacity testing exercises should also incorporate an assessment of the impact they have on market demand and on the achievement of wider LDP objectives.

Applications for planning permission

Planning permission will only be granted if the impact of the development is precisely defined by the masterplan. To this end, provision of a detailed Masterplan meeting all of the above requirements at Planning Permission in Principle (PPP) stage rather than at Approval of Matters Conditioned in

Planning Permission in Principle (AMCPPP) stage can potentially facilitate the determination process.

The appearance of the enabling development is often crucial to its acceptability, and it may have a significant impact on the significance of the place e.g. by affecting a registered park or inventoried garden and designed landscape.

In such cases a PPP application with substantive matters reserved for a later AMCPPP is not appropriate. In this regard whilst 'illustrative material' may be convincing at PPP stage, it cannot be regarded as representing how the scheme would appear when built.

Checklist for applications for planning permission for enabling development⁴.

The following specific items should normally be included in the information accompanying an application for planning permission for enabling development. The list is not definitive and additional material may be required in specific circumstances. In all cases potential applicants are advised to consult closely with the Planning Authority.

- Survey drawings and reports showing the existing form of the listed building(s) and how it/they has/have developed through time;
- Conservation Statement or Plan, defining all aspects of significance of the building(s) and landscape, its vulnerability, and guidelines for sustaining its significance;
- Design and access statement;
- Options appraisal;
- Evidence of market testing;
- Proposals, defined in sufficient detail to understand impact on the significance of the place;
- Impact assessment, including results of detailed targeted investigations to define impact;
- Development appraisal for option proposed, substantiated by:
 - justification for current value, if not nominal;
 - justification for end values, based on comparable transactions;
 - detailed costed schedules of works;
 - justification for any other exceptional costs;
 - sensitivity analysis;
- Suggested heads of terms for section 75 agreement, including mechanisms for long-term management and maintenance as appropriate;
- Parallel application (if applicable) for listed building consent.

⁴ Historic England: Enabling Development and the Conservation of Significant Places.

6. Site Context

The presentation of information gathered through the baseline – appraisal and evaluation process allows the Council and others to see the extent of the analysis on which the future proposal will be based. Below are suggested ways of diagrammatically presenting key aspects of site assessment information. These presentational methods can be useful at baseline, design concept and masterplan stages.

The following headings are presented as key suggested areas for consideration in any placemaking exercise⁵.

- Landscape/ natural environment;
- Character/ local history;
- Wider landscape appraisal (site hinterland);
- Urban design study;
- Space and movement;
- Infrastructure (including green Infrastructure);
- Ground conditions; and
- Sustainability, natural resources and climate change.

6.1 *Landscape/ Natural Environment*

An assessment of the sites setting, conducted at a landscape scale, as part of a master-planning baseline appraisal and evaluation process, will provide a better understanding of opportunities available to facilitate positive change while maintaining and enhancing distinctive landscape character. The outcome of such an assessment should protect and (where possible) enhance ancient/ semi-natural woodland as an important and irreplaceable resource, together with other native or long-established woods, hedgerows and individual trees with high nature conservation or landscape value. The assessment should also identify potential opportunities to enable the restoration of degraded habitats and avoid further fragmentation or isolation of habitats.

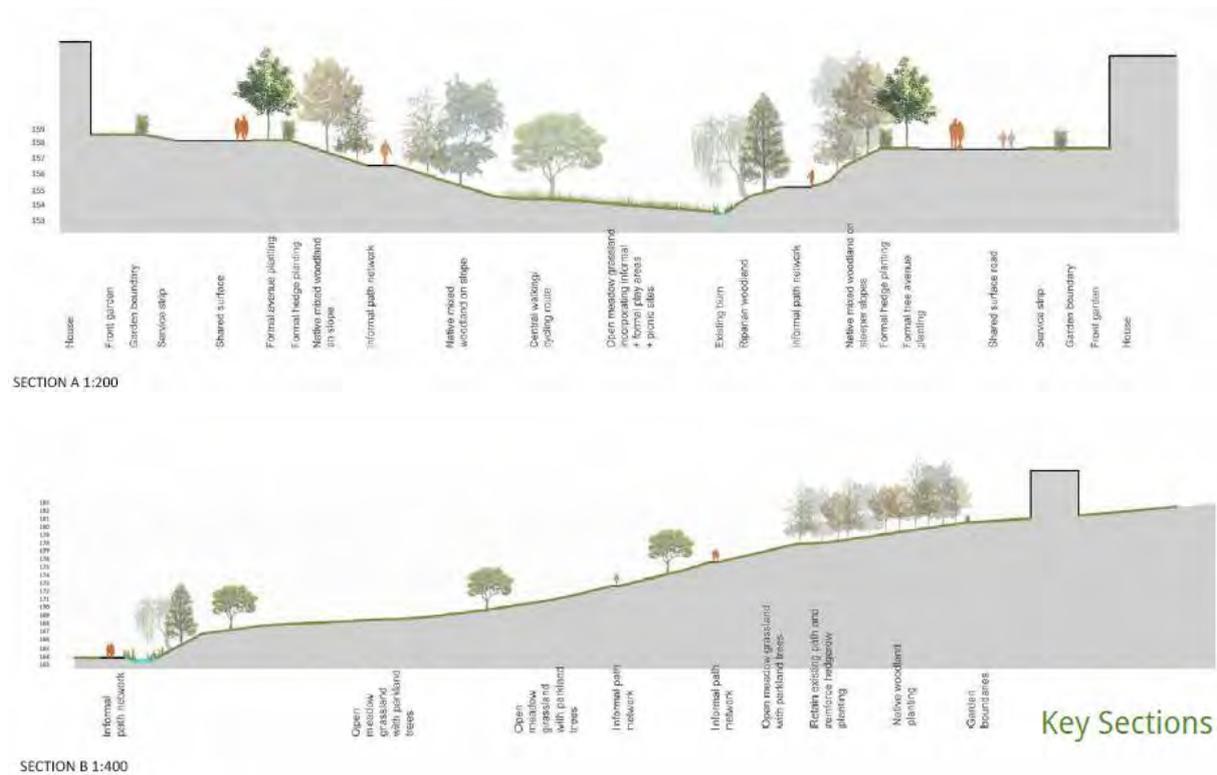
⁵ Diagram 2: Key headings.

Landscape – Annotated photographs to identify important views, features etc.



Source: Kilmours site visit.

Contours – site cross sections



Source: Maidenhill Masterplan SPG – East Renfrewshire Council

Assessing important views (particularly those looking into or out of a site), its landscape setting, the topography and gradients can help determine/ illustrate later site layout decisions. Natural features will affect hydrology, drainage,

urban and movement layout patterns, determine land levelling requirements, and identify exposed aspects.

Topography (site gradients)



Source: Maidenhill Masterplan SPG – East Renfrewshire Council

6.2 Character/ Local History

Understanding the character of a place is a crucial component of master-planning. It can help in understanding the unique way in which social, cultural and economic factors have influenced its evolution, and it can be used as a basis to make informed decisions on how the area should be conserved as well as change⁶.

Local character is a vital component in avoiding the creation of ‘anywhere’ development and can add value (authenticity) to new development. In identifying key elements of local character, a masterplan should illustrate how the deployment will address curtilage, character and context⁷.



Source: oldscotlandphotos.co.uk



Source: public domain



Source: oldscotlandphotos.co.uk

⁶ LDP policies ENV 1: Listed Buildings and ENV 3: Conservation Areas.

⁷ Scottish Natural Heritage Commissioned Report No. 120 – SNH; and The Setting of Heritage Assets – Historic England.

6.3 Wider Landscape Appraisal - Site Hinterland

The purpose of the wider appraisal of a site's hinterland is to identify the important strategic connections and relationships that pertain to the site but which may not be apparent by examining the site's more immediate environment.

The masterplan will affect areas beyond its boundaries and this wider context must therefore be considered.

The hinterland assessment should include a *Strategic Context map* and an *Audit of Local Services* capable of supporting the masterplan area.

Diagram 7: Strategic Context map

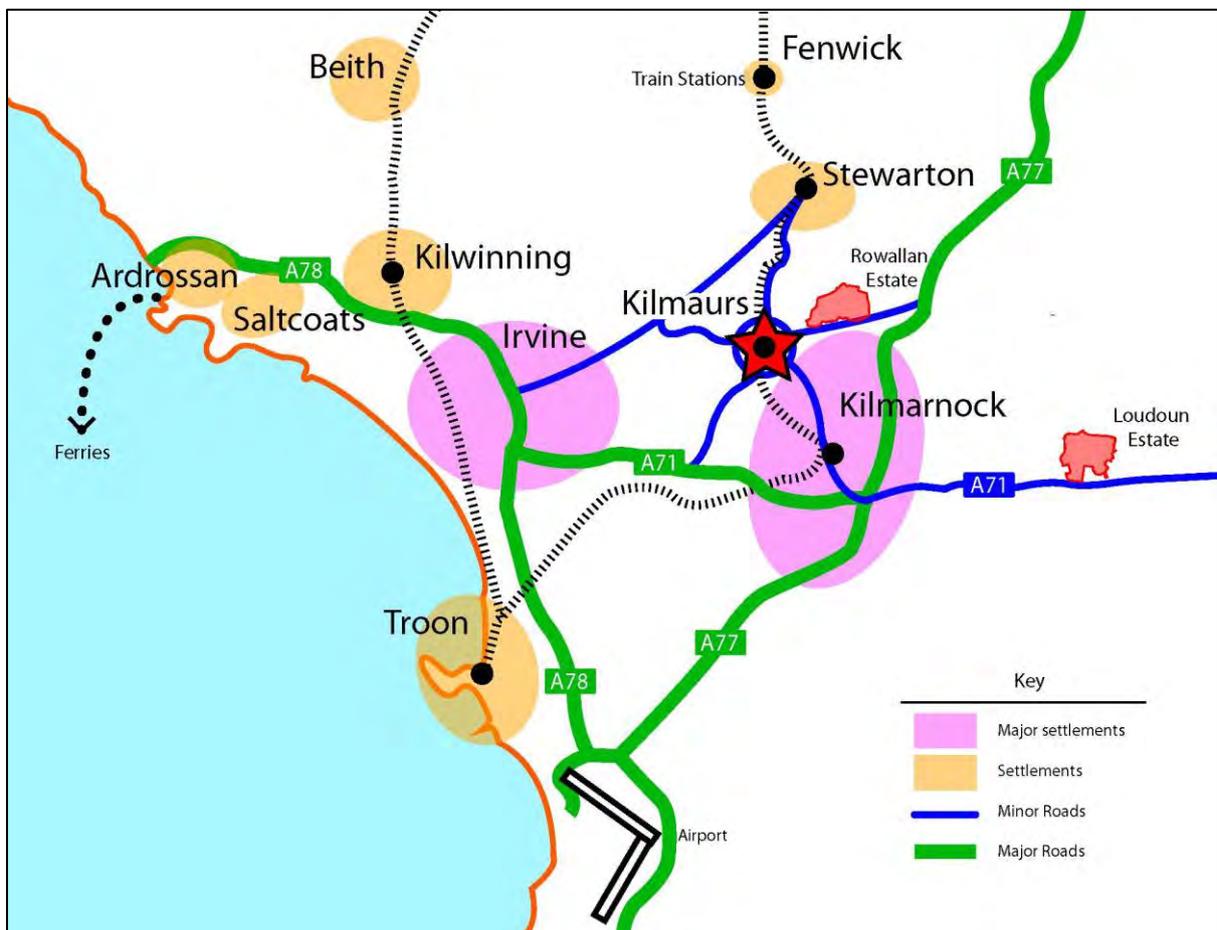
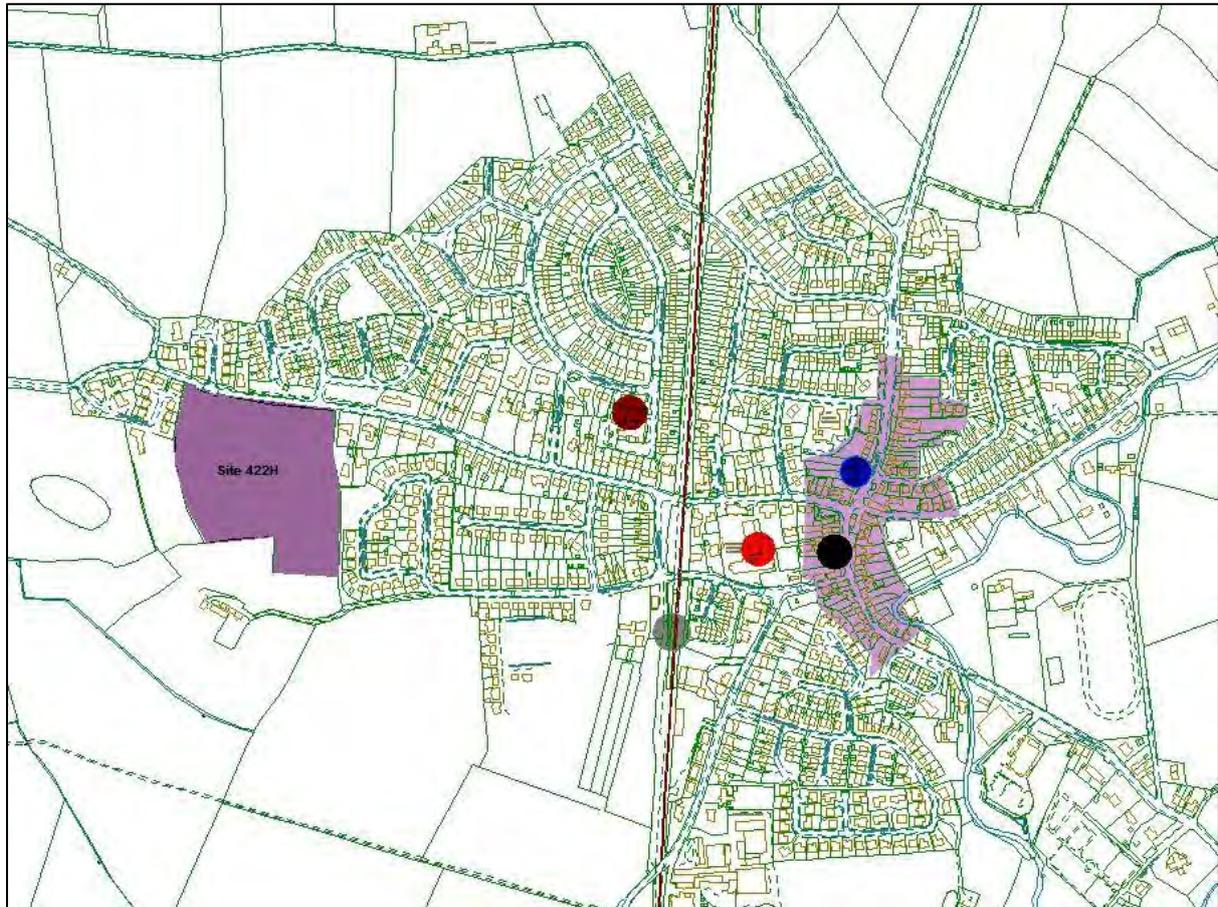


Diagram 8: Audit of Local Services



Example: Kilmaurs facilities audit

Type	Symbol
Shops	
Food and drink	
Parking	
Train station	
Medical centre	
Primary school	
Meeting place	

6.4 Urban Design Study

The relationship between master-planning of a site and urban design is fundamental. An urban design study should provide an understanding of how an area presently functions⁸, identify any buildings or spaces to be preserved and, if appropriate, identify how the built form has developed historically in relation to the site's immediate and wider spatial context (history, culture and landscape).

6.5 Space and Movement

See Chapter 9 (A Final Masterplan).

6.6 Infrastructure (including Green Infrastructure)

The baseline appraisal and evaluation should identify existing infrastructure capable of supporting the proposed development on the site and (through the Concept Brief) should identify additional infrastructure that will be required to support the delivery of place making⁹. It is useful to consider infrastructure in terms of networks e.g. ecological, energy, transport, digital, sanitation etc. This will facilitate an assessment of cumulative impacts beyond the confines of the master-planned site.

Making best use of existing infrastructure is critical, as is taking a long-term approach to the design and stewardship of assets.

The use of green infrastructure offers opportunities to reduce environmental loading and utilise valuable environmental services. It is important, therefore, that green infrastructure/ open space is considered early in the design process and is seen as an integral component of the master-planning process¹⁰.

Well-managed and maintained spaces can create opportunities for all sections of the community to interact, can promote a sense of place and be a source of community pride. Green infrastructure opportunities can include woodland areas and appropriately designed SuDS. In this regard, green infrastructure should be closely linked with any landscape framework deemed necessary.

6.7 Ground conditions

Ground conditions can cover a multitude of issues and successfully identifying potential problems at an early stage can play a key role in reducing risk. Ground conditions can include ground workings, hydrology, existing (and redundant) infrastructure, ground contamination and archaeology.

⁸ Creating Places: A Policy Statement on architecture and place for Scotland.

⁹ Developers can submit Pre Development Enquiry (PDE) Forms to Scottish Water before land has been purchased and at no cost.

¹⁰ EA supplementary Guidance: Green Infrastructure.

6.8 Sustainability, Natural Resources and Climate Change

Masterplanning can promote sustainability in its widest sense. Given the ubiquitous nature of sustainability, it should be considered at all levels of masterplan development from regional (networks, landscape etc.) to local (SuDS, public transport linkage, BREEAM rating etc.) to micro (solar gain, charging points, bird feeders etc.).

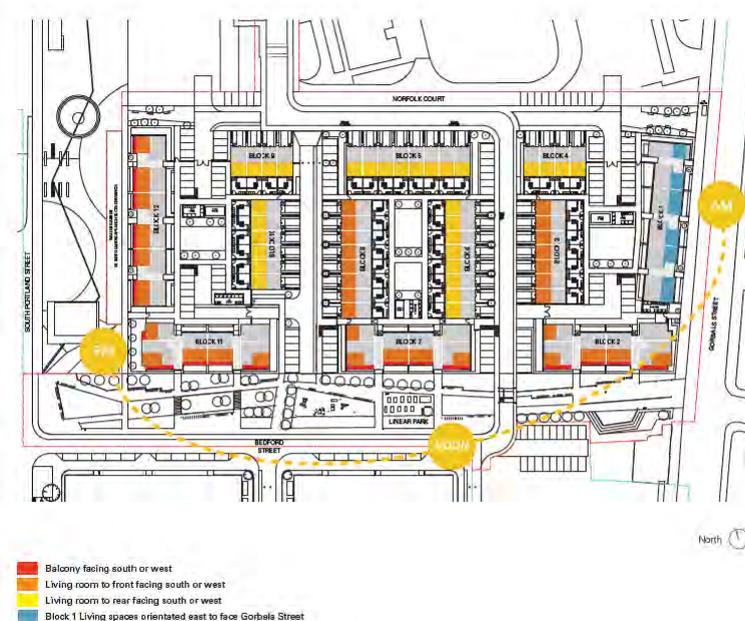
It is not possible to list every aspect of what might be considered to increase the sustainability of a design however a key aspect would include the need to identify what is already there in terms of environmental services and existing built, economic, and social assets that can be reused. Consideration should also be given to the cost/ benefits of adapting for/mitigating against climate change. However, at a Masterplan level *Plot Testing* is a useful tool. As building blocks tend to be the main structural component of a residential area, specific proposals about urban blocks and building plots may be evidenced as part of the decision making process behind the Concept Plan.

Does the plot make sense in relation to likely size and shape?

- This can be assessed by drawings at the appropriate scale, in section and plan. The appropriate block size depends on the proposed land use, the likely scale of buildings and the need for amenity/ recreational space and services at block level.

What levels of permeability are provided for vehicles and pedestrians?

- Are pedestrians given appropriate priority? As block sizes reduce do choices for pedestrian permeability increase? How will the built form affect sunlight, wind patterns and views?



Source: Laurieston Phase 2 - Glasgow City Council

7. Human Context

7.1 Community Engagement

A key aspect of developing a successful masterplan and supporting a successful planning application is to include local communities at an early stage in the process. It will be expected of masterplans that they will convey in detail what information has been captured from the Community Engagement processes and to what extent it has shaped the evolution of the design process of the completed masterplan.



7.2 *Creating Places: A policy statement on Architecture and Place for Scotland*

Creating Places is the Scottish Government's policy statement on architecture and place. Published in 2013 it sets out a commitment to develop a place standard assessment tool, which will be the hallmark of well-designed places.

7.3 *Assessment Tools*

The Place Standard assessment tool

Published in 2017, this assessment tool supports an approach to development that harnesses the distinct characteristics of the place in which development proposals are proposed and enables users to demonstrate that projects and proposals align with policy aspirations.

This guidance strongly advocates the use of the tool to establish the needs and aspirations of communities and help create good places where people want to live.

Designing Streets Toolkit

This Toolkit¹¹ includes guidance and templates to aid the design and development of a proposal or masterplan.

¹¹ <https://beta.gov.scot/publications/designing-streets-toolkit/>

Where masterplans are required, the Council considers that the use of the Designing Streets Toolkit represents best practice.

Locating Place Standard Sampling Points

The location of the Place Standard sampling points will depend, to a large extent, on the existence and location of public and community bodies capable of accommodating place standard discussion groups e.g. Community Council or youth organisation.

The sampling points must take into account the effects (or perceived effects) of the proposed development on the streets and functions within the immediate vicinity of the application site.

The views of residents/ proprietors may be collated by running a Place Standard event but there should also be room for the views of other interested parties (including the developer and the Council). The important thing is to acknowledge and reflect that different groups have different needs and concerns. The success of such an exercise task will depend on how representative the people and organisations that are chosen to take part are.

The Council also require that the Community Council(s) for the area, if established, are involved from the beginning of the process in the preparation of the masterplan and that specific meetings out-with the public consultation requirements are held. Developers are encouraged to use the Place Standard assessment tool to this end.

For further guidance on community consultation please refer to *PAN 81 Community Engagement: Planning with People*.

A more robust baseline process may also be achieved through early engagement with Key Agencies¹².

7.4 Place Standard Assessment

The aim of the baseline Place Standard Assessment¹³ is to determine the existing distinct physical and social characteristics of the various locations and places around the proposed site and identify improvements that the proposed development can help to deliver.

The sampling points for the baseline assessment should be identified and their locations justified in the masterplan and accompanying written statement.

¹² Planning Circular 6/2013.

¹³ Place Standard Assessment: <https://placestandard.scot/>

The next, critical step in the production of the masterplan should carefully consider the baseline results of the Place Standard assessment in order to create a Concept Brief for the proposed development.

7.5 Placemaking Maps (Community Led Action Plans)

The Council is committed to rolling out a programme to work with all communities within East Ayrshire to develop *Community Led Action Plans (CLAPs)*. CLAPs are seen as a successful, robust and inclusive approach to giving communities greater say in their community's future. The spatial elements of Community Led Action Plans are shown in *Placemaking maps*.

As such, applicants should be cognisant of any relevant projects identified in placemaking maps¹⁴ and where relevant and practicable, projects should be incorporated into the master-planning process. Where deemed appropriate, the degree of implementation will be a material consideration in the assessment of how effective the engagement process has been in developing a baseline for further masterplan work.

¹⁴ Placemaking maps help guide future development and regeneration efforts. A timetable for map production is set out in the LDP Action Programme.

8. Developing a Concept Brief

A Concept Brief should examine a range of design options, evaluate each and help explain why certain alternatives should be discarded. Each concept should show how the proposed development ‘fits’ with the established urban form and should identify any departures from the established urban form; it prioritises the factors that the masterplan should address. At its most basic, a concept brief should consist of a:

- A series of concept plans; and
- A written statement explaining the design thinking behind each option.

If necessary sampling locations for the Place Standard Assessment Tool should be updated to include appropriate locations within or affected by the concept brief options.

The outcome of the composite Place Standard assessment should accompany the Concept Brief and should demonstrate the extent to which the proposed development is considered to positively contribute to the distinct characteristics of both the site and its environs. The purpose of a Concept Brief is to provide detail of design principles, and a justification of the design choices made by referring back to information captured in the baseline appraisal and evaluation.

Preferably, all of the relevant constraints and opportunities, as well as the strategic actions that will be addressed during the formulation of the detailed Masterplan should be shown diagrammatically. Demonstrating how multiple design scenarios have been considered can be a useful approach to helping justify final concepts.



Source: Cowglen Spatial Masterplan - Glasgow City Council

9. A Final Masterplan

As a minimum, the visual representation of the detailed masterplan should include:

- The location of the site and the boundaries of the development in relation to surrounding areas of land, landscape and other features, and adjacent developments etc.;
- A visual representation of land ownership;
- Significant site features and constraints including mitigation measures;
- The distribution of any buildings that will be used for non-residential uses;
- The representation of the built form of the proposed development (further detail may be required in the form of a *Code of Design Principles* to detail massing, height, density, orientation, block structure etc.);
- A demonstration of how the development has been integrated with existing communities;
- Pedestrian, cycle, public transport and vehicular infrastructure and connectivity within and outside the masterplan area; and
- Landscaping and open space provision.

In order for the detailed Masterplan to be communicated succinctly it may be appropriate for the detailed masterplan to comprise of several images to illustrate the foregoing requirements.

9.1 Masterplan imagery

Diagrammatic presentation using computer images



Source: Cowglen Spatial Masterplan - Glasgow City Council (Scale and massing 3D image)

Isometric views looking into models



Source: Bellgrove Masterplan - Hoskins Architects (Conceptual layout 3D model)

9.2 Written Statement

The contents of the written statement should be concise and focused on providing the following information:

Table 1: Written Statement hypothetical content	
Background Information	The name of the development; Details of the applicant / agent; and Details of any Development Brief previously prepared for the area.
Site details	Location and site plan; Description of the site; Planning history of the site; and Ownership details.
A policy statement	Detailing how the relevant planning policies have been addressed.
How the site sits in a broader context	See paragraph 6.1.3: <i>A wider appraisal - Site hinterland.</i>
Site analysis	See Chapters 4, 5 and 6.
Integration	The extent to which the proposed development reflects the aspirations of the existing community, built form, natural environment in and around the site;

	<p>The measures to be taken to protect and enhance any important existing landscape and geological features within the site.</p> <p>How residents, including those that may be disabled, of nearby properties and prospective residents of the proposed development will access important services, in terms of routes and modes of transport. All masterplans should demonstrate the extent to which the proposed development facilitates and improves the experience of people 'passing through'. This is particularly important where a site contains or abuts an important service, such as a school, neighbourhood centre, significant green space etc.</p>
Development details	<p>The Masterplan should also contain as much information as possible about the physical form and nature of the proposed development and provide a description / explanation of the following aspects of the development:</p> <p>Buildings: including layout and elevations; scale, mix, height and massing; details and materials; and energy efficiency.</p> <p>Movement: accessibility and connection of routes; hierarchy of streets and spaces, parking arrangements, traffic speed and security; signage; street furniture and materials; utilities and services; and access to public transport and public transport routes.</p> <p>Open Space: landscape strategy, retained and new areas of planting; biodiversity and sustainable urban drainage systems; maintenance of the open space, public space and play areas.</p>
Consultation	<p>The written statement should detail what consultation (community and / or stakeholder) has been undertaken in respect of the proposed development, the outcomes of the consultation and how the comments have been taken on board when finalising the Masterplan.</p>
Proposed development programme	<p>How the development will be phased and implemented.</p>

Development details – Code of Design Principles

Typically, a *Code of Design Principles* should provide information on urban design such as:

Building heights, active frontage, types, densities, appearance and materials, features, 3D block views, sections, elevations and plans, boundaries, lighting and security.



Source: Laurieston Phase 2 (DAS) – Glasgow City Council

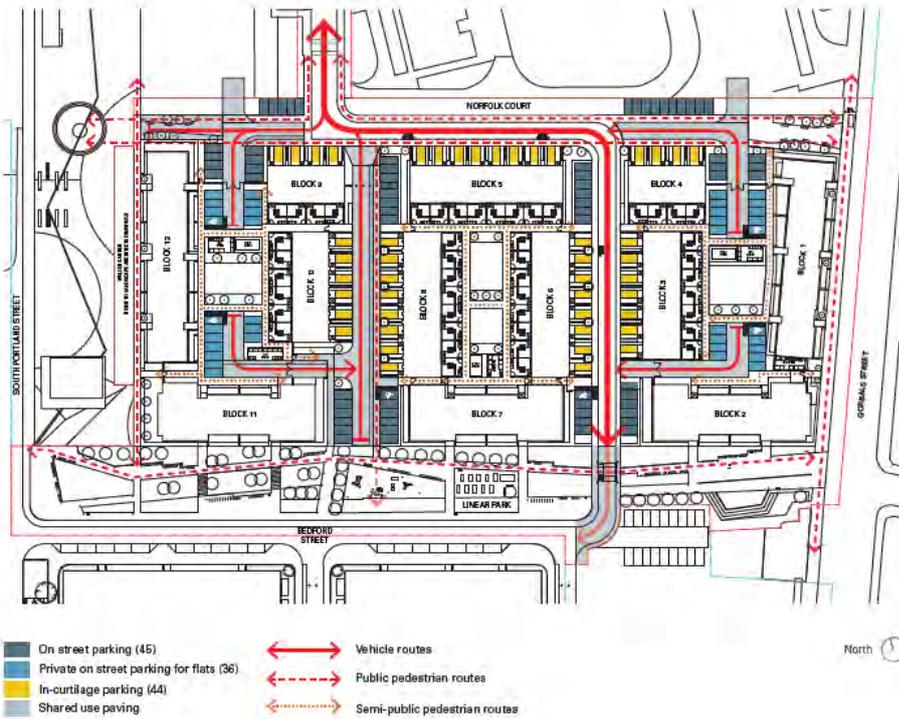
Space and Movement

Good street design demands that issues of place and movement are considered together. The design of existing streets that pass through the masterplan area should be reflected in the final design¹⁵.

A study of space and movement must include how people move as well as vehicular traffic. Key issues may include:

- Where are people coming from and going to (connection to key destinations);
- Desire lines (isochrones);
- Disabled access;
- Barriers to easy access;
- Access, parking and circulation;
- Bus and tram stops and routes, taxi stops, cycle routes;
- Areas of vehicular/ pedestrian conflict;
- Traffic measures e.g. speed humps, surfaces, crossing points, bollards;
- Servicing arrangements;
- Retention of important views and framing of new views (into and out of site) should also be considered.

¹⁵ Designing Streets: A Policy Statement for Scotland.



Source: Laurieston Phase 2 (DAS) – Glasgow City Council

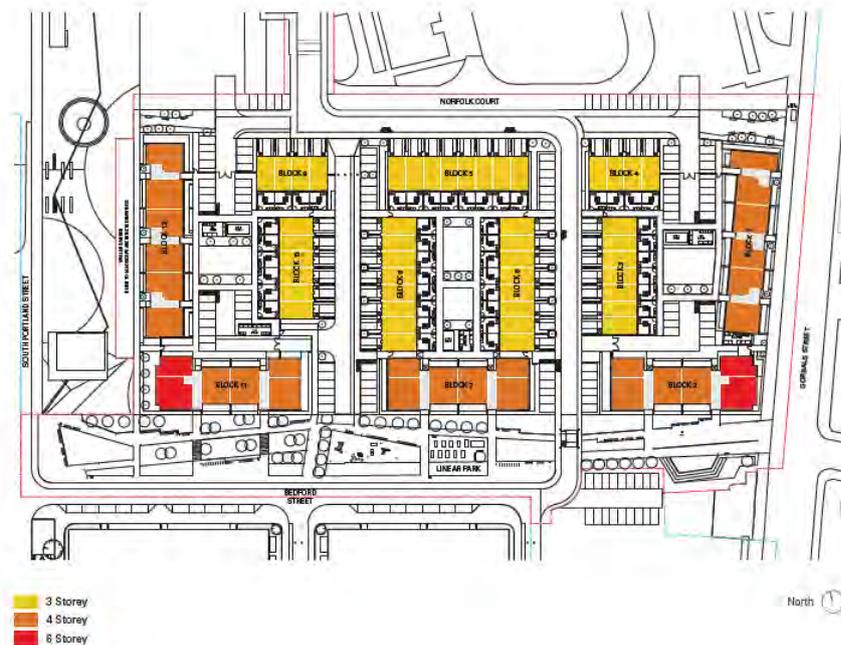
Place and Movement Matrix



Source: Designing Streets – Scottish Government (2010)

The Matrix recognises that, some streets are more important than others in terms of traffic flow, and others more important in terms of place function. By establishing relative ‘movement/ place significance’, as required street design can avoid being overly influenced by purely traffic based considerations.

Urban densities



Source: Laurieston Phase 2 (DAS) – Glasgow City Council

Density is only a measure; it is a product of design - not a determinant of it.

The benefits of seeking higher density levels in overall terms are well-recognised¹⁶ - especially in the context of delivering mixed use development where a minimum housing density is required to sustain non-residential uses.

Density is a key component of urban form and impacts directly on the provision of facilities, architectural character, pedestrian and vehicular movement space, and the sustainability of public transport. Use of varying densities can be employed to emphasise edges, junctions, gateways, framing and important focal points.

Density will vary across sites due to a range of house types and sizes that are proposed to be delivered.

The financial viability of the proposals in relation to possible development patterns needs to be reviewed early on¹⁷. The process is similar to an option appraisal with different density assumptions being tested systematically.

¹⁶ SPP paragraph 2.

¹⁷ Plot Testing and Urban Design Compendium.

Larger masterplan sites may require a landscape framework plan



Source: Maidenhill Masterplan SPG – East Renfrewshire Council

10. How the Council will assess a Masterplan

A Masterplan allows the planning authority and others to see the extent of the analysis on which the proposal has been based. If a Masterplan is required for a site or area, but no adequate Masterplan has been prepared, it will be unlikely that a planning authority will be able to support the proposed development. As a minimum a Masterplan should consist of:

- The contents of the written statement;
- Illustrative representation; and
- Details of community engagement.

The Council's approach to master-planning contained within this SG is principally informed by the policy requirements and further guidance contained within:

- East Ayrshire Local Development Plan (2017);
- Creating Places: A Policy Statement on Architecture and Place for Scotland
- Designing Streets: *A Policy Statement for Scotland*;
- Designing Streets Toolkit (the resources therein);
- PAN 83: *Masterplanning*;
- PAN 68: *Design Statements*; and
- Place Standard Assessment Tool (the 14 physical and social elements of place identified therein).

Evaluation of a Masterplan

Step 1: All Masterplans submitted to the Council will be subject to evaluation by the Council and, if necessary, forwarded to Architecture and Design Scotland (A+DS) for information and comment. The evaluation will consider the extent to which the Masterplan submission accords with all relevant policies of the East Ayrshire LDP and this Supplementary Guidance.

Step 2: The Council will consider how the following broad issues have been taken into account and addressed:

Table 2: Evaluation potential questions

Key considerations	Some questions
Vision	Does the Masterplan relate to the original aspirations or vision for the place?
Brief	If there was a Concept Brief, does the Masterplan accord with it?
Policies	Does the Masterplan meet the relevant policies?
Social	Has there been effective community/stakeholder engagement and participation?

	Have any key stakeholders, such as utilities and services been involved in the progression of the design solution?
Environmental	Is there evidence of a full site analysis i.e. context, identity and connection? Does the infrastructure exist to allow the development to take place?
Economic	Is the Masterplan deliverable? Is the timing of the programme for delivery realistic? Does the proposed phasing scheme provide the most appropriate approach?
Design review	Has a design review taken place?
Sustainability	Will the Masterplan contribute to creating a sustainable place?
Timescale	Will the Masterplan be phased?
Planning system	Can the Masterplan be embedded into the planning system? Have Section 75 conditions been discussed and minimised?

Step 3: The Council will apply the questions below to any Masterplan to gauge the extent to which it will create a successful place (based on the six qualities detailed in Creating Places.

Table 3: Successful place criteria

Successful place criteria	
Distinctive	Will the development's landscapes, natural features, buildings, street patterns, spaces, skylines, building forms and materials be likely to enhance the sense of identity? Will the Masterplan help to create a place with a distinctive character? Are the proposed streets defined by a coherent and well-structured layout? Does the Masterplan make the most of existing buildings, landscape and topography?
Welcoming	Will buildings and layout make it easy for people to find their way around? Will new landmarks or gateways be created, helping people to find their way around? Will good use be made of views? Will the development provide (or be close to) community facilities, such as a school, park, play areas, shops, pubs or cafes?
Safe and pleasant	Will the development have active frontages to streets? Will all routes and public spaces be overlooked? Will the proposed uses encourage activity at all times of day? Will the public and private space be clearly defined? Is public space well designed, and will suitable management arrangements be put in place? Will routes and spaces be safe?
Adaptable	Will there be a tenure mix that reflects the needs and aspirations of the local community?

	<p>Will there be opportunities to make buildings and areas adaptable to a variety of future uses? Will internal spaces and layouts allow for adaptation, conversion or extension?</p>
<p>Easy to get to and move around</p>	<p>Will a network of continuous routes be created? Will areas with the highest densities be located where access to public transport is best? Will public transport facilities be well-connected and safe? Will public spaces, roads and footpaths be connected into well-used routes? Will there be provision for and promotion of a range of transport options? Will the building layout take priority over the roads and car parking, so that highways do not dominate? Will the streets be pedestrian, cycle and vehicle-friendly? Will car parking be well-integrated into the street scene? Will the scheme integrate with existing roads, paths and surrounding development? Will public spaces and pedestrian routes be overlooked and feel safe? Will the development have easy access to public transport? Has the Masterplan considered green networks in and around the proposed development area, and made provisions to connect to these or enhance their value? Have opportunities been taken to incorporate biodiversity features (such as green roofs) into the fabric of the buildings and into the spaces between them?</p>
<p>Resource efficient</p>	<p>Will the development include a range of features that reduce its environmental impact and carbon footprint? Will the need for landforming be minimised? Have significant natural features and other biodiversity been protected and intrusion minimised, as appropriate? Does the Masterplan integrate and/ or enhance surrounding habitats and landscape character? Has the Masterplan fully considered the natural hydrology of the area, including any permanent or ephemeral watercourses, and made provision so that these may be retained where possible? Have sustainable drainage systems been considered from the earliest stage? Has waste been addressed – both in terms of collection and waste minimisation in construction? Can any of the sites existing materials, i.e. soil/ rubble be re-used? Will the orientation of buildings minimise energy use? Will buildings and spaces be adequately sheltered? Will building materials be sourced from local or other sustainable sources?</p>

	<p>Will development make use of advances in construction or technology that will enhance its energy performance, biodiversity value, quality and attractiveness?</p> <p>Will buildings or spaces out-perform statutory minima, such as building regulations?</p> <p>Will there be opportunities to improve habitats and support wildlife, both on the fabric of the buildings and in the spaces between?</p>
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Irrespective of the current planning designation of adjacent land, Masterplans will be required to demonstrate that they will not preclude further development and that the proposed development will be compatible with foreseeable development opportunities, whether or not they are identified in the current local development plan. This is particularly important where the application site is on the edge of a settlement or adjacent to an identified *Future Growth Area*.

11. Implementation

The implementation or delivery strategy should evolve through analysis and discussion during the course of the masterplanning process. The delivery strategy sets down the steps that will need to be completed to progress the strategy and complete the project. It should cover the following:

- Phasing with detailed programme and timetable;
- Partners;
- Delivery vehicle or agency (partners);
- Marketing;
- Management and maintenance; and
- A risk analysis.

11.1 The Delivery Strategy

The key in formulating a robust delivery strategy is to adopt some of the decision making and planning procedures used in situations where the management of a process is central to the exercise. For the purpose of preparing a delivery strategy, this doesn't have to involve elaborate, detailed or exhaustive analysis. It must, however, be adequate to establish that the Masterplan can be delivered without undue risk and to show how and when it might be done.

11.2 Phasing

Considerable thought must be given to establishing an appropriate phasing programme covering utility and road infrastructure, spaces, ground preparation and buildings. Phasing programmes should consider costs, funding, advance work requirements and lead-in times.

A phasing scheme should identify build out rates linked to house types and sizes, and tenure mix (affordable housing). Where appropriate, how delivery will be aligned with the East Ayrshire Strategic Housing Investment Plan must be indicated.

Completions on site are largely dependent upon sales but an anticipated completion rate should be submitted. This can include a range of options dependent on various hypothetical market scenarios. How build rates or development can be accelerated or slowed down should also be considered. Another key determinant of phasing will be the provision of key infrastructure/ services, the delivery of which must be clearly indicated.

The table below gives an example of an estimated phasing programme. These can be refined as the master plan is developed.

Table 4: Possible build out phasing and house size:

Year	Total	1 bed	2 bed	3 bed	4 bed	5 bed	6 bed
2020	40	5	3	12	7	11	2
2021	50	2	6	12	17	11	2
2022	50	5	3	17	12	11	2
2023	50	5	3	17	12	11	2
2024	50	5	3	12	17	11	2
Total	240	22	18	70	65	55	10

Hypothetical Delivery Strategy	
Purpose	To provide a starting point for business planning or programme management. To provide an assessment that the proposals in the Masterplan are viable within an acceptable timetable and level of risk.
Starting Point	The preferred masterplan option.
Projects	Select.
Risks	Identify and assess.
Timing	What should happen when.

In choosing and prioritising various options;

1. Assess their potential contribution to meeting overall delivery targets;
2. Evaluate ease of funding in both the short and long terms;
3. Determine the risks involved.

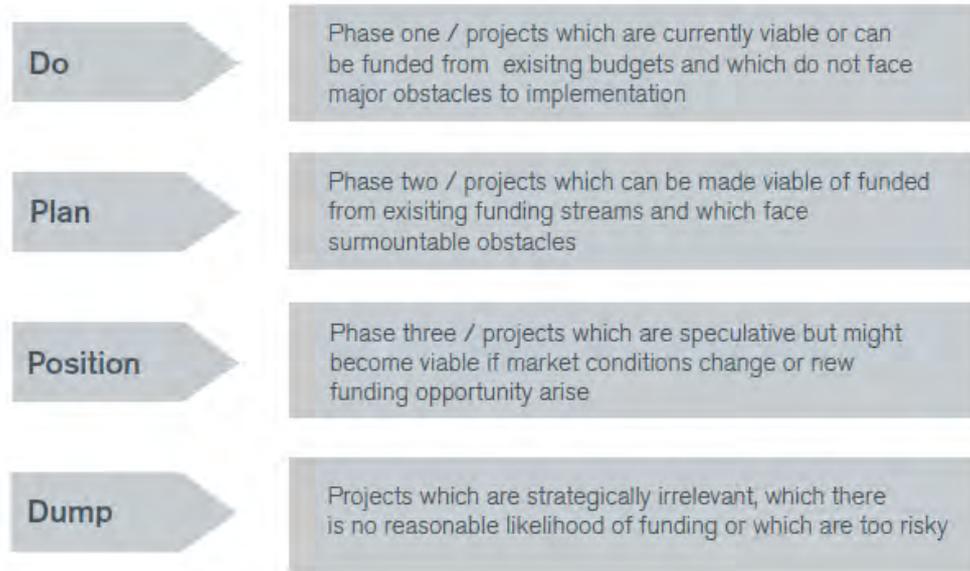
Table 5: Using a simple RAG rating at each stage.

Project	Strategic relevance	Funding/ viability (Short term)	Funding/ viability (Long term)	Risks	Overall RAG rating
Access road	●	●	●	●	●
Residential developments	●	●	●	●	●
New bridge	●	●	●	●	●
Junction improvements	●	●	●	●	●

Source: RICS Delivery Strategies for Masterplans and Area Action Plans

11.3 Programming

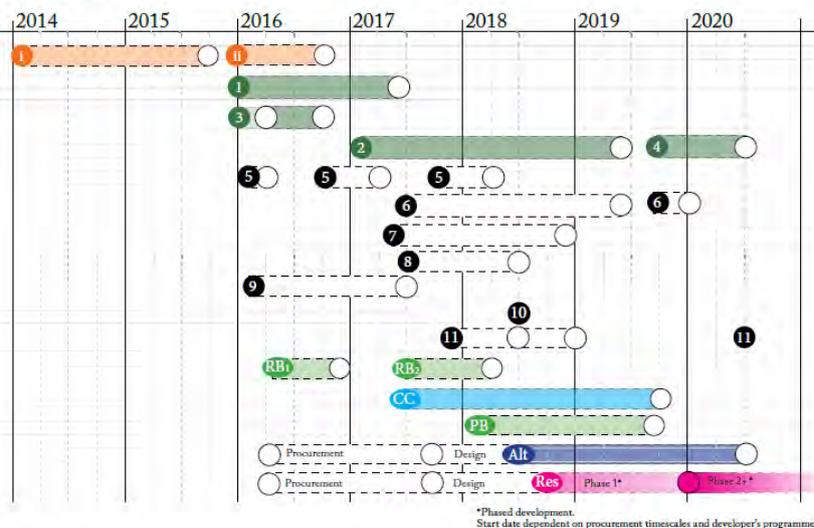
An initial indicative programme may be acceptable; initial development phases can be confirmed as the project moves closer to site start. Continuous phasing and delivery updates should be provided on a regular basis as the project moves forward.



Source: RICS Delivery Strategies for Masterplans and Area Action Plans

11.4 Use of Gant charts

Programme summary Revision J - 21.03.17



Infrastructure works (in phases): Early 2016 - Mid 2020 Timescales provided are estimates by the design team. Timescales will be confirmed by the contractor programmes:

- 1 Contract 1 - Remediation Early 2016 - Mid 2017
- 2 Contract 2 - Site Wide Infrastructure Early 2017 - Mid 2019
- 3 Contract 3 - Buchanan St Tunnel Early 2016 - Late 2016
- 4 Contract 4 - Remediation Late 2019 - Mid 2020

Key headline works (across the above Infrastructure Works contracts)

- 5 Tree Felling Late - Early 2016 - 2019
- 6 Roads Construction Mid 2017 - Mid 2019
- 7 Civic Spine Mid 2017 - Late 2018
- 8 Park: - SUDS + Landscape Early 2018 - Early 2019
- 9 Platform - Community campus Early 2016 - Mid 2017
- 10 Platform handover - Alternative Mid 2018
- 11 Platform handover - Residential Late 2017 - Mid 2020

Bridge and Development Components: (Early 2016 ->) Timescales provided are estimates by the design team. Timescales will be confirmed by the contractor/developer programmes

- RB1 Road Bridge - Service Diversion Early 2016 - Late 2016
- RB2 Road Bridge - New bridge Mid 2017 - Early 2018
- CC Community Campus Mid 2017 - Late 2019
- PB Pedestrian bridge over M8 Mid 2018 - Mid 2019
- Alt Alternative development Mid 2018 - Mid 2020
- Res Residential developments Late 2018 -> onwards

- GHA - New Build Early 2014 - Late 2015
- GHA Demolition (Block 32/34 + 31/35) Late 2015 - Late 2016

Notes:
All programme dates provided at this stage are indicative and will be subject to change as the project progresses with the design and procurement procedures.

Source: DRS Housing and Regeneration Services Glasgow City Council

12. Case Study – Site 422H, Kilmaurs



By way of example to illustrate the process the small LDP site in Kilmaurs has been used with the permission of the land owner. The Annotated Landscape photographs (6.1), Strategic Concept Map (Diagram 7) and an Audit of Local Services (Diagram 8) provided above are used as part of the process.

Site Details

Should include: Background Information: The name of the development; Details of the applicant / agent; and Details of any Development Brief previously prepared for the area.

Site Context: Strategic landscape and visual analysis of the site's hinterland; Historical notes (if relevant); development vision and strategic relationship to the wider built up area and community. (See chapter 6 above).

Site details: Location and site plan; description of the site; planning history of the site; ownership details.

Sampling points

Four sampling points are utilised for the following reasons:

Irvine Road is selected due to its potential status as a gateway to Kilmaurs and a principal approach to the centre of the village. The section of Irvine Road abutting the site is traffic dominated due to the segregation of pedestrian and vehicular movement and a poorly defined street edge.

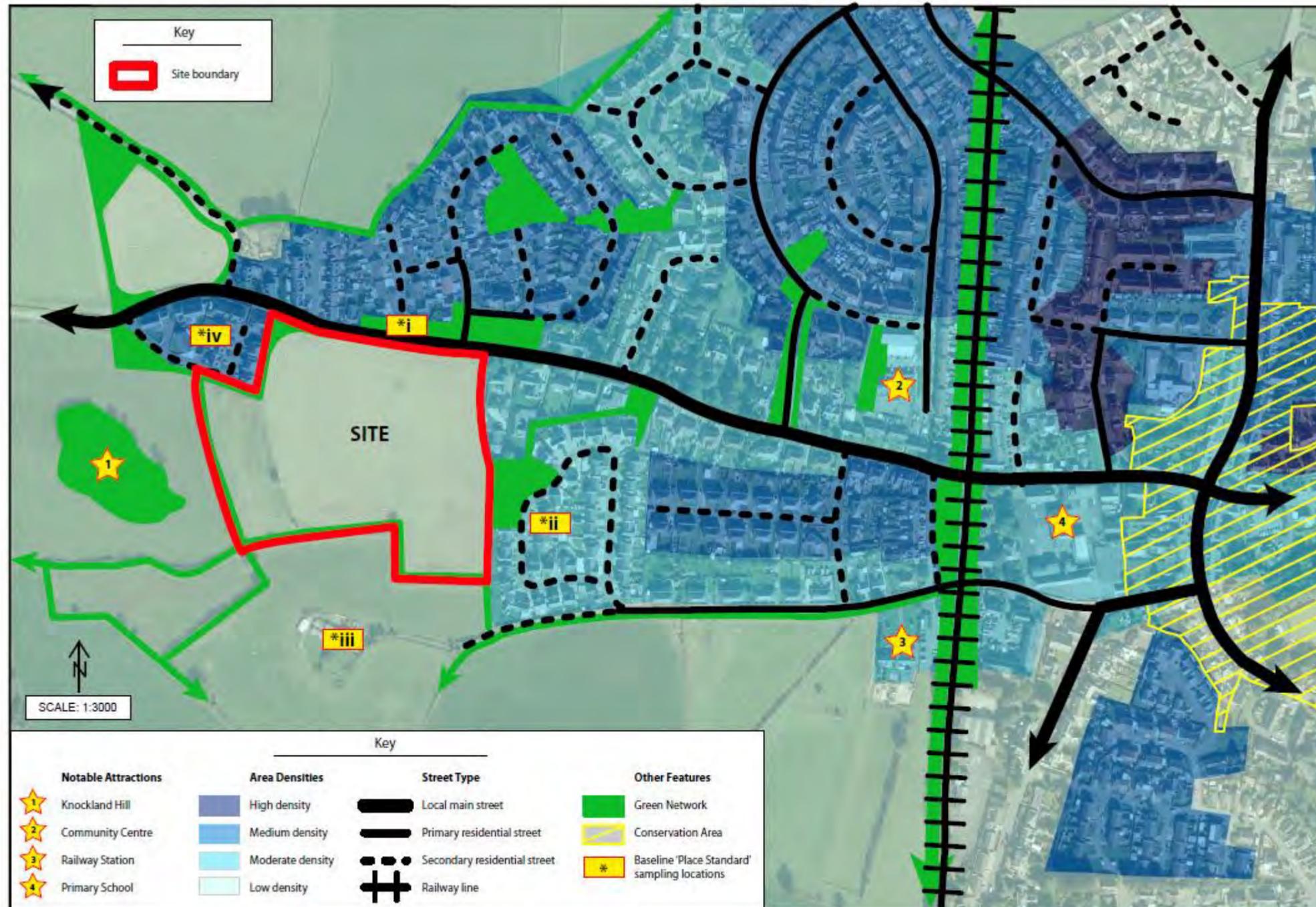
Marshall Gardens is selected as it provides a potential network of path connections to Irvine Road and to the proposed site. The existing green space

is of limited community value. The proposed development, therefore, should seek to provide additional connections and expand the greenspace.

Crofthead Farm is selected as it helps create an important view out of the site. The development should conserve existing trees and hedgerows, as far as practicable, to maintain the setting of the farmstead and incorporate these features into future green infrastructure. The Masterplan should facilitate pedestrian movement to safely access nearby places such as Kilmaurs Railway Station.

Knockland Hill is selected because it reads as a discrete group of houses that are separate from the rest of the village. The proposed development should seek to sensitively integrate the community of Knockland Hill into the village and improve its connections to the centre of the village and important services such as the Railway Station.

Baseline – appraisal and evaluation



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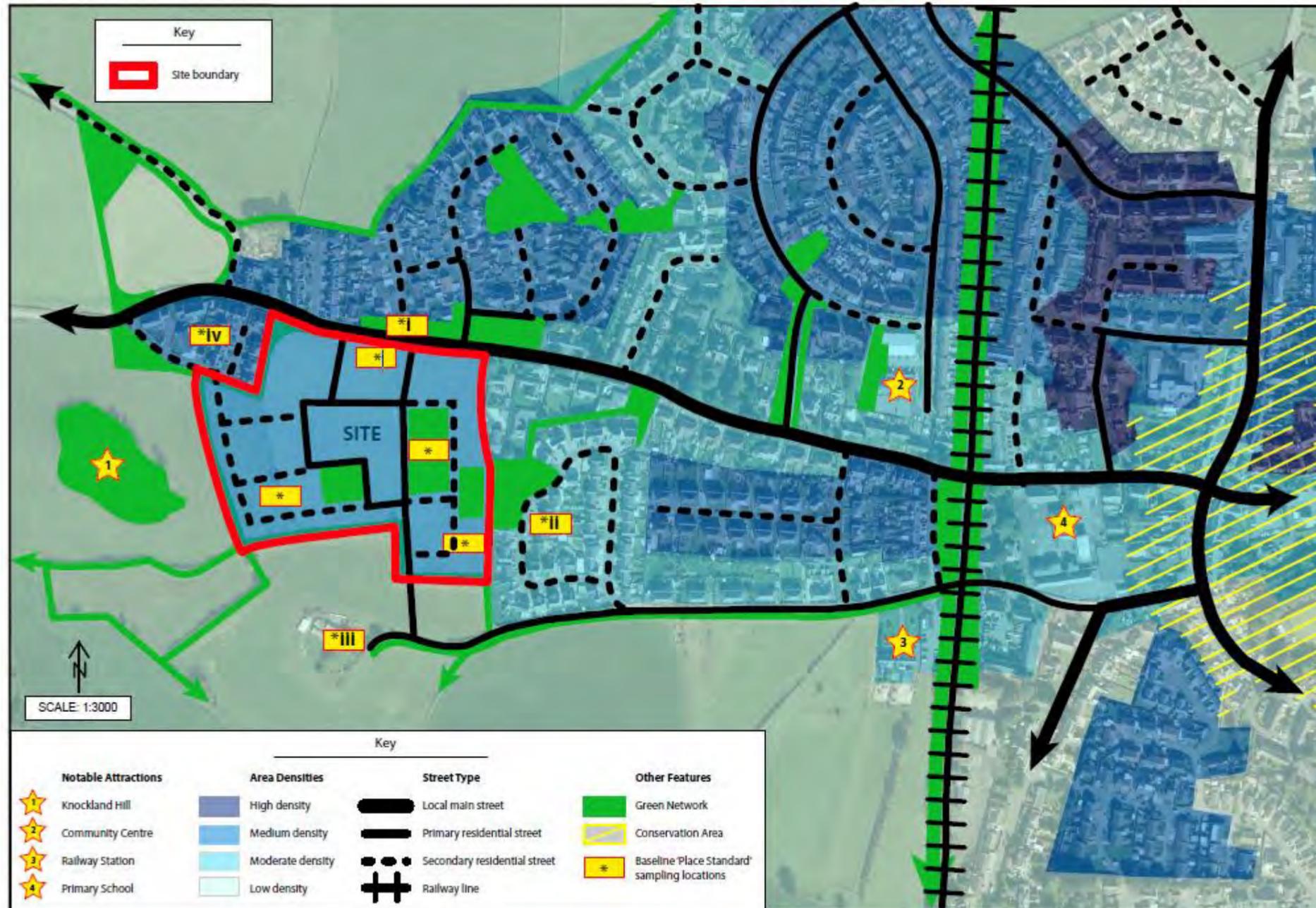
Baseline – appraisal and evaluation

The baseline – appraisal and evaluation representation illustrates the existing road network, green network, residential density, and the location of important services. The sampling points for the baseline Place Standard Assessment should be shown on the map

Baseline – appraisal and evaluation and further details of the outcome of the assessment should accompany the masterplan submission.

The purpose of the baseline – appraisal and evaluation representation is to provide an account of the baseline conditions that the design of the proposed development should respect in the absence of a reasoned justification for a departure from the established urban form. Justification for a departure may be informed by any of the preceding steps set out in this Supplementary Guidance e.g. planning policy, identified constraints/ opportunities, vision statement, the results of a baseline Place Standard Assessment, or a combination thereof along with the requirements of any key agencies or directions from East Ayrshire Council.

Kilmaurs – Vision Statement & the Concept Brief



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Vision statement

The vision statement for the proposed development is important as it prioritises the factors that the **Masterplan** should address. An example of a vision statement for the site in question is provided below for the purposes of the worked example.

'The proposed development will consolidate the village of Kilmaurs in physical terms by creating a compact and walkable place that provides opportunities for recreation by implementing a design led approach to open space that respects and reflects the attractive landscape surrounding the village.'

'The development will contribute positively to the streetscape of Irvine Road and, in turn, the attractiveness of Kilmaurs while new streets will maximise connections, not only between places but between people.'

Concept Brief

The Concept Brief shows how the proposed development 'fits' with the established urban form and identifies any departures from the established urban form. The outcome of the Place Standard Assessment should accompany the Masterplan Submission and should demonstrate the extent to which the proposed development is considered to positively contribute to the distinct characteristics of both the site and its environs.



Pedestrian Connection



Important view out of site



Recreational open space

Final Masterplan

The masterplan exhibits a high degree of conformity to the original Vision Statement based on baseline data. It includes community input and was developed through the Design Concept process. The new estate will consolidate the village in physical terms by establishing a new building line to reinforce Irvine Road streetscape and by unifying Knockland Hill with Kilmaurs. The creation of shared space and new pedestrian connections have created a compact and walkable place. A simple road hierarchy keeps road access with footways accessing the core area whilst shared space serves the fringes. Opportunities for recreation and open space are created by new green infrastructure and better linkage to that which is existing. Key street profiles are orientated to frame attractive views of surrounding landscape features. Connections are maximised to nearby facilities such as town centre retailing, school, hospital and train station.

13. District Heating Masterplans

At the time of writing, there are no District Heating networks in East Ayrshire.

The Council is currently liaising with Zero Waste Scotland in developing a District Heating strategy and more detail will be provided in the next Local Development Plan (LDP 2) where it is anticipated that District Heating networks will be given greater policy depth and breadth.

The Council will also be proactive in utilising Scottish Government heat mapping data to identify potentially suitable sites for district heating systems.

Energy Masterplans are best focussed on specific spatial geographic areas that may have been identified as a result of an assessment of multiple opportunities or because a decentralised energy source is identified as providing a strong benefit to a project. Further information can be found in East Ayrshire Supplementary Guidance: Heat Generation.

Examples of good practice and more general background information is provided in the Further reading list.

14. Further Reading

Creating Masterplans

- [Delivery Strategies for Masterplans and Area Action Plans](#)
- [A+DS Design Review Masterplans - Lessons Learnt](#)
- [Creating successful Masterplans - A guide for clients](#)
- *PAN 83: Masterplanning* provides an overview of the process from start to finish, specifically providing advice on the preparation, creation, processing, evaluation and implementation of a Masterplan.
- *PAN 68: Design Statements* provides advice on the role, preparation and likely content of design statements and explains how their use can add quality to the planning process.

Urban Design

- [Creating Places](#): A policy statement on architecture and place for Scotland is the Scottish Government's policy statement on architecture and place, published in 2013. It set out a commitment to develop a place standard assessment tool, which will be the hallmark of well-designed places.
- [Designing Streets](#): Updates and replaces *PAN 76 New Residential Streets* and also raises the importance of street design issues from the subject of advice to that of policy.
- [Historic England - The Setting of Heritage Assets](#)
- [SNH Commissioned Report No. 120 New housing, settlement expansion and the natural heritage.](#)
- [HCA - Urban Design Compendium](#)
- *Life Between Buildings: Using Public Space* (Gehl.J: 1971)
- *The Image of the City* (Lynch. K: 1960)

Engagement

- The Place Standard assessment tool, published in 2017, supports an approach to development that harnesses the distinct characteristics of the place in which development proposals are proposed and enables users to demonstrate that projects and proposals align with policy aspirations.

Viability & Enabling Development

- [Enabling development and the Conservation of Significant Places - English Heritage](#)
- [Development, Viability & Planning: A basic guide for planners and regenerators.](#)

District Heating

- [Scottish Enterprise - A Guide to Energy Masterplanning](#)
- [Warwick District Heat Mapping and Energy Masterplanning](#)
- [Glasgow's Energy and Carbon masterplan 2014-2020](#)

Appendices

Table 6: Conformity Matrix: East Ayrshire Community Plan objectives and Place Making Standard baseline questions.

Table 6: Compatibility of Community Plan objectives against Place Making Standard baseline questions		East Ayrshire Community Plan 2015-2030										
		Improved connectivity	Revitalisation of town centres.	Homes and communities that feel safe.	A safe road network.	Reduction in the levels of overweight and obese adults and children.	Reduce inequalities between the most deprived and least deprived communities.	Healthy life expectancy and quality of life.	Older and vulnerable people to live independently in their own home.	Those with special needs or a disability are fully considered.	Older people to have the opportunity to participate in and contribute to community life.	People who feel that they can look after and improve their own health and wellbeing.
Place Making Standard baseline questions	Moving around	✓	✓	✓	✓	✓	-	✓	✓	✓	✓	✓
	Public Transport	✓	✓	-	✓	✓	✓	-	✓	✓	✓	-
	Traffic and parking	✓	✓	✓	✓	✓	-	✓	✓	✓	-	-
	Streets and spaces	✓	✓	✓	✓	✓	✓	✓	✓	✓	-	✓
	Natural space	✓	-	-	-	✓	✓	✓	-	✓	✓	✓
	Play and recreation	-	✓	✓	✓	✓	✓	✓	-	✓	✓	✓
	Facilities and Amenities	-	✓	-	-	✓	✓	✓	-	✓	-	✓
	Work and local economy	✓	✓	✓	-	-	✓	✓	-	✓	-	-
	Housing and community	✓	✓	✓	✓	-	✓	✓	✓	✓	✓	✓
	Social interaction	-	✓	✓	-	-	✓	✓	✓	✓	✓	-
	Identity and belonging	-	✓	✓	-	-	✓	✓	✓	✓	✓	✓
	Feeling safe	✓	✓	✓	✓	-	✓	✓	✓	✓	✓	✓
	Care and maintenance	-	✓	✓	✓	-	✓	✓	✓	✓	-	-
	Influence and sense of control	✓	✓	✓	✓	-	✓	✓	-	✓	✓	✓

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