PERTH AND KINROSS COUNCIL

Enterprise & Infrastructure Committee

2 April 2014

Dundee, Perth, Angus and North Fife Strategic Development Planning Authority (SDPA) TAYplan Main Issues Report Scotland's SusTAYnable Region 2016-2036

Report by Executive Director (Environment)

The purpose of this report is to seek ratification of the decision of the Joint Committee of the Dundee, Perth, Angus and North Fife Strategic Development Planning Authority to approve the TAYplan Main Issues Report 2016–2036 and related documents as a basis for public consultation. The report also advises that Perth and Kinross Council are the Responsible Authority for the purposes of the TAYplan SEA. This is in line with the Environmental Assessment (Scotland) Act 2005, which advises that where more than one authority is responsible for a plan or programme the responsible authority shall be the authority determined by agreement between those authorities.

1. BACKGROUND

- 1.1 Whilst TAYplan's first Strategic Development Plan was approved in June 2012, the process is one of continual review. The Strategic Development Plan Authority has been progressing preparation and publication of the Main Issues Report (MIR) and accompanying supporting documentation for the subsequent Strategic Development Plan.
- 1.2 Membership of the joint Committee of the TAYplan Strategic Development Plan Authority includes Councillors Gray, Livingstone and Kellas from Perth and Kinross Council. At its meeting of 25 February 2014 they approved the following documents as a basis for public consultation:
 - Main Issues Report;
 - Equalities and Human Rights Assessment;
 - Monitoring Statement.
- 1.3 In doing so the Joint Committee had regard to, and took account of, the contents of the Environmental Report including a non technical summary. This was prepared in conjunction with Perth and Kinross Council, who are the responsible authority for the assessment. The Joint Committee also noted a series of background technical Topic Papers. All the documents can be viewed using the following link and copies are also available in the Members' lounge.

http://www.tayplan-sdpa.gov.uk/publications

1.4 Under the Joint Committee's constitution, certain decisions at key stages must be referred back to the relevant Committees of the Constituent Authorities for ratification. The relevant Committee in this case is the Council. However due to the need to ratify the Joint Committees decision by 3 April 2014, the Council at its meeting on 26 February 2014 delegated authority for this to this committee. This report outlines the decisions that require ratification. A copy of the Joint Committee Report (SPDA01/2014) and the MIR submitted to the Joint Committee can be viewed using the above link. In addition a copy of each report is available in the Members' lounge as background information.

2 MAIN ISSUES REPORT

Purpose of the MIR

2.1 The Main Issues Report sets out the main issues and changes proposed from the approved Plan. The Main Issues Report is not a draft plan, it does not set out detailed policies and proposals; it does set out what the main issues are and how these could be responded to. It is a discussion tool for exploring options and generating comments to help shape the Proposed Plan.

Vision and Strategy

2.2 The vision of the Plan remains largely unchanged as does the locational strategy of where development should and should not go. Tayplan considers that as the locational strategy is central to delivering the Plan's vision, it should not change each time the Plan is reviewed. The focus is on delivering the most sustainable growth located predominantly in the Cities and other principal settlements. In addition to the locational strategy, there are also no changes proposed to infrastructure proposals or any change to the existing Strategic Development Areas. It is not considered that the level of housing growth to be planned for requires a new Strategic Development Area, nor is it considered that any of the existing Strategic Development Areas be replaced or de-allocated.

Main Issues

- 2.3 The Main Issues Report continues the approved Plan's central focus in maintaining existing and creating new places of quality. Protecting and enhancing this quality has a direct impact on the economic competitiveness of the region and will directly affect the quality of place and quality of life of those who live, work and visit the region. The Report sets out eight main issues:
 - How to be more resilient to a changing climate;
 - Planning to enable people to live healthier lives;
 - Making TAYplan a place of first choice to invest;
 - Planning for vibrant town and city centres;
 - How to plan for homes for people to live in;
 - Planning for a low carbon economy and place;
 - Planning for resource security; and,
 - Planning to enhance green networks.

Main Issue 1: How to be more resilient to a changing climate

2.4 How TAYplan continues to respond to climate change is one of the key issues. The suggested change is to widen the scope of existing policy to include requirements on new development to become more resilient by designing in solutions in respect of water and temperature management, e.g. solar, managing surface water, green roofs and more trees (page 22, Main Issues Report). This is compatable with the approach to climate change taken in the Local Development Plan and the Supplementary Guidance on Sustainable Design and Zero Carbon Development.

Main Issue 2: Planning to enable people to live healthier lives

- 2.5 Health and the relationship to quality of place is a main issue if we are to achieve the outcomes required to deliver the TAYplan vision (and those of the Community Planning Partnerships). Both NHS Tayside and NHS Fife are key stakeholders and have assisted TAYplan in better ensuring that health is considered as a main issue. Whilst the approved Plan does focus on walking, cycling, and place quality in particular, it is considered that the next TAYplan could take more account of air quality, location of access routes and health facilities.
- 2.6 The proposed response in the Main Issues Report is to enhance existing place shaping policy through better accessibility by a range of modes, shifting freight off road to rail and sea, and promote the co-location of health facilities with other community infrastructure in accessible locations (page 15, Main Issues Report). This supports the principles of the Placemaking policies contained in the LDP.

Main Issue 3: Making TAYplan a place of first choice to invest

2.7 This main issue is about strategic business and industrial land, tourism and leisure. There are no new Strategic Development Areas proposed for business or industrial use given the supply which already exists. The only issue is the potential change in national planning policy for Strategic Development Plans to identify regionally and nationally important clusters for business, tourism and leisure. The proposed response is to seek comments on how people consider that this should best be achieved, and what it would cover (page 20, Main Issues Report). This is supported by the suite of economic development policies in the LDP which seeks to create a positive and flexible framework to encourage new wealth creation opportunities throughout the Plan area.

Main Issue 4: Planning for vibrant town and city centres

2.8 The Scottish Town Centres Review created a lot of discussion on the future of Scotland's town centres, their importance and what changes could be made to create more sustainable places. The Government's response to this, in the landuse planning context, should be set out in the forthcoming Scottish Planning Policy (expected June 2014). In reviewing TAYplan's first Strategic Development Plan, planning to make our city and town centres more vibrant is a main issue. The approved Plan focuses on town centres being the first place of choice for development and sets out a hierarchy of retail centres. The issue is how TAYplan can enhance this and better define the city and town centres first policy approach of being the first place of choice.

2.9 The proposed response to this issue is to enhance existing approved policy through better defining the city/town centres first approach (page 24, Main Issues Report). This will be influenced by the Government's response in Scottish Planning Policy. Additionally, TAYplan could define the relative scale, role and function of town centres to provide a more detailed framework for the four Local Development Plans. The town centres first approach is already taken in Perth and Kinross through the suite of retail policies in the LDP.

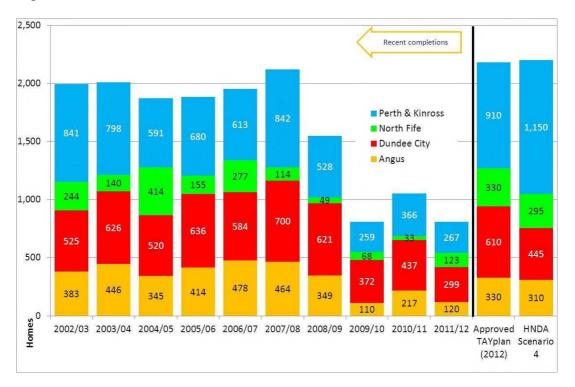
Main Issue 5: How to plan for homes for people to live in

- 2.10 TAYplan not only sets a housing target for the amount of new homes which land has to be allocated to accommodate, but also where cross boundary decisions and flexibility for Local Development Plans is required. In reviewing how homes are planned for, three issues have been identified which are outlined below:
 - Level of new housing to plan for
 - Flexibility in allocating housing land within Local Authority boundaries
 - Accommodating need and demand for new homes within the Greater Dundee Housing Market Area

Level of new house building to plan for:

- 2.11 TAYplan in reviewing the Plan requires to identify the level of housing that should be planned for, providing an update on the level set out in the approved Plan. The Government require TAYplan, and other Planning Authorities, to undertake a Housing Needs and Demand Assessment. This assessment has been undertaken over the past 12 months by TAYplan, along with housing and planning officers from the four Councils. The assessment considers a number of scenarios taking account of factors such as population growth, economic growth and incomes. The assessment has identified the need and demand at 3 levels: TAYplan, Council, and individual Housing Market Area.
- 2.12 Figure 1 below illustrates the otput from the assessment (Scenario 4) and compares this with current approved Plans level of housing growth being planned for, as well as actual build rates since 2002 (for developments of 5+ units).
- 2.13 Scenario 4: Better Anticipated Economic Future is most reflective of TAYplan's aspirations. This is based on realistic and known areas of economic potential and links impacts on income, house prices and rents. Strong growth is envisaged in the care, agriculture and food production, and, tourism and hospitality sectors in particular. It also envisages a stronger national economic performance and additional growth in the offshore energy sector.

Figure 1



Comparison of past build rates (5+ units) with Approved TAYplan and HNDA preferred scenario Extract from TAYplan report SDPA01-2014

- 2.13 Scenario 4 suggests that identified need and demand in Angus, Dundee City and North Fife could be met with build rates lower than those presently planned for in the approved TAYplan (2012). However, meeting all of the identified need and demand for Perth & Kinross would require higher build rates than presently planned for in the Approved TAYplan (2012).
- 2.14 Taking account of Figure 1, the Main Issues Report proposes that the identified need and demand within Dundee City, Angus and Fife Council areas is planned for in full. This meets the Scottish Government's requirement to meet housing need and demand in full.
- 2.15 The main issue within the report is whether the identified need and demand in the Perth & Kinross Council area is met in full (page 30, Main Issues Report). To do so would require a threefold increase in the rate of new house building which has been achieved over recent years at a time when the economy is still recovering. The Main Issues Report presents two options. The preferred option is to plan to meet 90% of identified need and demand (1,000 units p.a.). This provides for significant growth, some 2 times what has recently been built p.a., whilst also recognising the shift required in skills, labour and finance in the construction sector. The difference between the options across Perth & Kinross over a 20 year period is 2,300 units, mainly focusing in the

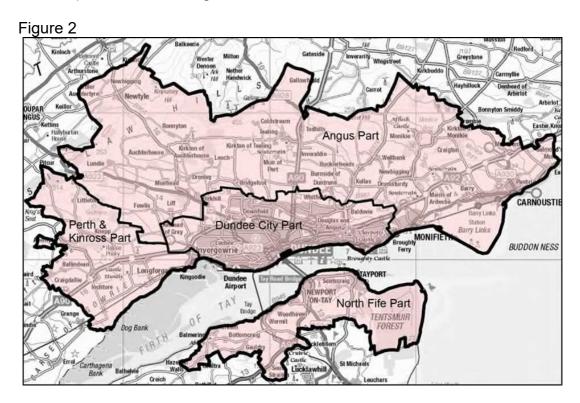
Greater Perth Housing Market Area. The review of the next TAYplan (approximately 2020) will also provide an appropriate point at which to review progress. As can be seen in Figure 1 above, the current requirement for Perth and Kinross is 910 units p.a., approximately 10% lower than that proposed by the preferred option.

Flexibility in allocating housing land within Local Authority Boundaries

- 2.16 The approved TAYplan (2012) Policy 5 balances the strategy objectives with the implications of growing the economy to achieve the Plan's vision by using various flexibilities. It allows Councils, in serious cases of environmental and infrastructure constraint, to provide for up to 10% of the housing provision for one housing market in one or more neighbouring housing market areas in the same authority (eg. 10% of Kinross HMA provision is currently met in Perth HMA). This also requires them to take account of meeting the housing needs of that market area.
- 2.17 The issue identified in the Main Issues Report (page 32) is whether the existing 10% flexibility should be increased to up to 25%. This would enable Councils to respond to environmental and infrastructure constraints in allocating land to deliver a sustainable pattern of development. Two options are presented, with the higher level of flexibility identified as the preferred option. It is considered that the preferred option would be beneficial to Perth and Kinross particularly if the higher level of growth were to be planned for as it will be difficult to find suitable sites within the Highland area to meet even 90% of the identified need and demand.

Accommodating need and demand for new homes within the Greater **Dundee Housing Market Area**

2.18 The Greater Dundee Housing Market Area is the only one in the TAYplan area covering parts of more than one Council. The Housing Need and Demand Assessment (2013) has identified need and demand for each Council part of this housing market area.



- 2.19 The Main Issues Report presents two issues (page 34, Main Issues Report). Firstly, meeting a substantial amount of the identified need and demand from the Perth & Kinross part of the Greater Dundee Housing Market Area within Dundee City and secondly, continuing flexibility for Dundee City to accommodate further growth where adjoining areas are unable to.
- 2.20 In relation to the first issue, there is an identified need and demand for 40 homes p.a. within the Perth & Kinross part of the market area. The Main Issues Report identifies a preference to accommodate 35 of the 40 p.a. within Dundee City.
- 2.21 The Perth & Kinross part of the Greater Dundee Housing Market Area is characterised by small villages and prime agricultural land and includes Invergowrie, Longforgan and Inchture. The only principal settlement is Invergowrie which is constrained by the River Tay to the south and the James Hutton Institute Strategic Development Area to the west.
- 2.22 Accommodating all of the identified need and demand for new homes in this area would require Perth & Kinross Council to allocate new housing sites in villages and the countryside. This does not reflect the approved TAYplan (2012) Policy 1 (locational priorities) and also Policy 5C. Both of these policies are not proposed to change. Accommodating 35 of the 40 homes per year for the Perth & Kinross part elsewhere in the Dundee Core Area would better reflect the strategy. The remaining 5 homes per year (100 over the 20 year plan period) provide for some local house building in this area. This is considered the only reasonable alternative way to meet identified need and demand and deliver the Plan's strategy.
- 2.23 In respect of the second issue, the Approved TAYplan Policy 5B already provides the appropriate flexibility for Dundee City to accommodate more housing than planned for. The continuation of this flexibility enables effective housing land within Dundee City to meet identified need and demand, rather than less sustainable locations. Therefore, where a planning authority deem a site non-effective in their part of the Greater Dundee Housing Market Area and consider there is no reasonable alternative site(s), then this provision is to be met in Dundee City.

Main Issue 6: Planning for a low carbon economy and place

2.24 How the TAYplan area continues to move to a low carbon economy and place is important to the continued attractiveness of the area to investors, visitors and residents. Since the preparation of the now approved Plan, the Government has placed much more emphasis on heat and the reuse of surplus heat. The draft Scottish Planning Policy suggests that Strategic Development Plans should identify capacity for 'strategic' wind farms and potential cumulative pressures. In responding to this issue, the Main Issues Report considers what policy change could be made, what opportunities can be identified spatially and raises a question on whether capacity for 'strategic' wind farms should be identified and how.

2.25 The proposed response sets out a number of changes to existing approved policy to put greater emphasis on heat and wind energy. These suggested policy changes include greater encouragement for heat networks and district heating, setting out additional policy for Local Development Plans in respect of potential cumulative impacts, capacity across Council boundaries and more consistency in how studies consider regional landscape assets (pages 41 and 42, Main Issues Report). The Proposed Plan will be informed by the finalised Scottish Planning Policy (expected in June 2014). This approach is already being pursued through the adopted LDP policies and the requirement for large scale development proposals to consider the provision of combined heat and power technologies.

Main Issue 7: Planning for resource security

- 2.26 In reviewing the Plan, consideration on resource security has been considered including food, minerals and waste. The approved Plan policy sets a strategic framework for resources, however in reviewing the Plan it is considered there are a few issues on which comments should be sought. Shale gas extraction (using a process known as 'fracking') and coal bed methane extraction may require a policy in the next TAYplan. Commercial licences have been granted covering parts of the Largo area, in Fife and in southern Perth & Kinross. In addition, to best respond to any shortfall in construction aggregates and/or to safeguard minerals on the British Geological Survey's Risk List policy could be amended.
- 2.27 The proposed response to this issue is to seek comments on two potential areas of policy change as outlined above (page 46, Main Issues Report). The approach being taken is compatable with the framework for managing resource use set out in the Environmental Resources suite of policies in the LDP.

Main Issue 8: Planning to enhance green networks

- 2.28 The approved TAYplan Action Programme identified the need to set out a green network spatial strategy in reviewing the Plan. Green Networks are connected areas of green infrastructure and open space that together form an integrated and multifunctional network. The focus is on the 'area of greatest change' which is where the majority of new development will happen, where most of the population stay and where green networks are at greatest risk from fragmentation and degradation from development and intensive agricultural practices. This does not mean that enhancements to green networks can't and won't happen elsewhere; it focuses on a big scale across the TAYplan area.
- 2.29 There are two options presented for comments on how best to respond to identifying green networks (pages 51-53, Main Issues Report). The preferred strategy focuses on the identified Strategic Development Areas, Perth and Dundee Core Areas and linking the green networks along the Carse of Gowrie. The alternative option is to solely focus on the Strategic Development Areas. The implementation of the green networks is over a long period and largely focuses on where new development is happening in order that enhanced and new networks can be designed in and implemented. The preferred option would clearly bring more benefit to the Perth and Kinross Area.

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3. MONITORING STATEMENT

3.1 The Monitoring Statement is required under Section 4 of the Planning (Scotland) Act 1997 and provides background information to the Main Issues Report. The Monitoring Statement requires to be submitted to Scottish Ministers and published alongside the Main Issues Report. The monitoring work sets out indicators to monitor the progress towards achieving the defined outcomes, monitors changes in the principal physical, economic, environmental and social characteristics of the area, and the impact of the policies and proposals of the approved TAYplan. Given the existing Plan was only approved in 2012 it is too early to get any clear indication of how the Plan is being implemented in delivering the outcomes.

4. NEXT STEPS

- 4.1 Public consultation of the MIR and the associated documents is scheduled to take place for 11 weeks between 15 April and 27 June of this year. This will provide a number of opportunities for organisations including Perth and Kinross Council as well as community councils and the public to attend venues to discuss the MIR document and to make comments.
- 4.2 As part of this overall consultation process, the Executive Director (Environment) will prepare a formal report to the Council in June summarising and commenting on the content of the MIR and setting out any land use planning implications for Perth and Kinross.
- 4.3 This report will recommend a series of comments on the MIR and associated documents to be submitted to the SDPA as the Council's formal response to the MIR.

5. CONCLUSION AND RECOMMENDATIONS

- 5.1 Publication of the Main Issues Report (MIR) and associated documentation is an important milestone in the review of the current Strategic Development Plan. It is considered that the MIR provides a reasonable assessment of the key issues which need to be addressed in reviewing the TAYplan.
- 5.2 Ratification of the decision taken by the SDPA Joint Committee is required and will allow for public and stakeholder consultation and engagement on the main issues and options to take place between April and July of this year.
- 5.3 It is during the consultation period where the Council can express their views on the MIR and its associated documents. During the consultation period, Perth and Kinross Council will consult with stakeholders before reporting back to the committee in June and submitting a formal response to the SDPA.

5.4 It is recommended that the Committee:

- (i) Agree to ratify the SDPA Joint Committee's decision to approve the Main Issues Report (MIR) and draft Equalities and Human Rights Impact Assessment as a basis for consultation and has regard to the content of the Environmental Report, and remit the SDPA Manager to publish the MIR and send it to Scottish Ministers.
- (ii) Agree to ratify the Joint Committee's approval of the Monitoring Statement for submission to the Scottish Ministers.
- (iii) Note that as the Responsible Authority, Perth and Kinross Council will publish and submit the Environmental Report to the Scottish Ministers and Consultation Authorities.
- (iv) Note the background Topic Papers
- (v) Delegate authority to the SDPA Manager to make minor technical amendments to the MIR prior to its publication.
- (vi) Request the Executive Director (Environment) to bring back a further report in June 2014.

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Approved

Name	Designation	Date
Barbara Renton	Depute Director (Environment)	21 March 2014

If you or someone you know would like a copy of this document in another language or format, (On occasion only, a summary of the document will be provided in translation), this can be arranged by contacting the Customer Service Centre on

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	No
Workforce	No
Asset Management (land, property, IST)	No
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	Yes
Legal and Governance	No
Risk	No
Consultation	
Internal	Yes
External	No
Communication	
Communications Plan	No

1. Strategic Implications

Community Plan / Single Outcome Agreement

- 1.1 The TAYplan Main Issues Report contributes to the following Perth and Kinross Community Plan/Single Outcome Agreement priorities:
 - (i) Giving every child the best start in life
 - (ii) Developing educated, responsible and informed citizens
 - (iii) Promoting a prosperous, inclusive and sustainable economy
 - (iv) Supporting people to lead independent, healthy and active lives
 - (v) Creating a safe and sustainable place for future generations

Corporate Plan

- 1.2 The TAYplan Main Issues Report contributes to the following Perth and Kinross Community Plan/Single Outcome Agreement priorities:
 - (i) Giving every child the best start in life;
 - (ii) Developing educated, responsible and informed citizens;
 - (iii) Promoting a prosperous, inclusive and sustainable economy;
 - (iv) Supporting people to lead independent, healthy and active lives; and
 - (v) Creating a safe and sustainable place for future generations.

2. Resource Implications

Financial

2.1 The Head of Finance has been consulted in the preparation of this Report.

There are no financial implications arising directly from the recommendations of this Report.

Workforce

2.2 None

Asset Management (land, property, IT)

2.3 None

3. Assessments

Equality Impact Assessment

- 3.1 An equality impact assessment needs to be carried out for functions, policies, procedures or strategies in relation to race, gender and disability and other relevant protected characteristics. This supports the Council's legal requirement to comply with the duty to assess and consult on relevant new and existing policies.
- 3.2 The strategy presented in this report was considered under the TAYplan Equalities Impact Assessment process (EqIA) and was assessed as **relevant** with the following positive outcomes expected following implementation: They are as follows:
 - Disability Increased accessibility to new developments by non-car modes of transport including buses.
 - Younger People Economic growth will increase employment opportunities.
 - Providing a supply of housing. Increased accessibility to new developments by non car modes of transport. Targets to reduce demand for energy from new developments will reduce livings costs. Improving quality of place.
 - Older People Increased accessibility to new developments by non-car modes of transport including buses. Targets to reduce demand for energy from new developments will reduce living costs and fuel poverty. Improving quality of place.
 - Other Economic growth will increase employment opportunities especially in regeneration areas. Improving quality of place.

3.3 This assessment will be published with the Main Issues Report for consultation and will be available online or on request from the Strategic Development Plan Team. The responses to the assessment will be reported to the TAYplan Joint Committee and used to inform the preparation of the Proposed Plan for submission to Scottish Ministers.

Strategic environmental Assessment

- 3.4 Strategic Environmental Assessment (SEA) is a legal requirement under the Environmental Assessment (Scotland) Act 2005 that applies to all qualifying plans, programmes and strategies, including policies (PPS).
- 3.5 The determination was made that there were likely to be significant environmental effects and as a consequence an environmental assessment was necessary. The environmental report has been completed and will be submitted to the Consultation Authorities together for their consideration. The purpose of the SEA is to provide the decision makers with information on the potential impacts the proposed plan could have. A copy of the Non Technical Summary is available via the following link and is available in the members lounge.

Environmental Report Non Technical Summary: http://www.tayplan-sdpa.gov.uk/publications

3.6 Given the strategic nature of the issues considered and the spatial strategy options, the assessment is proportionate to the strategic nature of the Strategic Development Plan. Some of the key potential impacts recognised within the Scoping Report (September 2013) relate to loss of land to development (inc. prime land), water and soil pollution, climate change, flooding, availability of affordable housing, and erosion of landscape quality and loss of character and distinctiveness in the built environment. The Environmental Report assesses these and suggests ways in which the potential impact could be mitigated.

Sustainability

- 3.7 Under the provisions of the Local Government in Scotland Act 2003 the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions.
- 3.8 How TAYplan continues to respond to climate change is one of the key issues set out in this report. Whilst the approved Plan was seen by the Scottish Government as "currently the best example we have of a public body responding to climate change duties" this review of the Plan will consider how policy could and should be further enhanced. To assist with this, TAYplan ran a workshop in early 2013 with Adaptation Scotland to work with Council officers and Key Agency staff to better understand what adaptation is and what role the Development Plan (both strategic and local) can have in adapting to climate change. This workshop and subsequent discussions have helped inform the Main Issues Report.

Legal and Governance

3.9 None

Risk

3.10 None

4. Consultation

Internal

4.1 The Head of Legal Services has been consulted in the preparation of this report.

External

4.2 None

5. Communication

5.1 Not applicable.

2. BACKGROUND PAPERS

The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (and not containing confidential or exempt information) were relied on to a material extent in preparing the above report.

- TAYplan Environmental Report (SEA) and the Non Technical Summary (both April 2014).
- TAYplan background technical Topic Papers (4) (April 2014).
- Report to the TAYplan Joint Committee SDPA01-2014: TAYplan Main Issues Report: SCOTLAND'S SusTAYnable Region 2016-2036 (25 February 2014).
- TAYplan: SCOTLAND'S SusTAYnable Region: Strategic Development Plan 2102 - 2032
- TAYplan SEA Scoping Report (September 2013).
- The Planning (Scotland) etc. Act 1997
- The Environmental Assessment (Scotland) Act 2005.
- TAYplan SDPA Scheme of Delegation (February 2009).
- TAYplan Housing Need and Demand Assessment (2013)
- Draft Scottish Planning Policy 30 April 2013
- TAYplan Strategic Development Plan: Action Programme June 2012
- TAYplan Monitoring Statement 2014

3. APPENDICES

None