

CLACKMANNANSHIRE COUNCIL

Report to Council of 18th December 2008

Subject: Clackmannanshire Local Plan 1st Alteration (Housing Land)

Prepared by: Graeme Finlay, Principal Planner

1.0 SUMMARY

- 1.1 Clackmannanshire Council submitted a 3rd Alteration to the Clackmannanshire and Stirling Structure Plan to the Scottish Ministers in July 2008. The scope of the Alteration was limited to the housing land supply in Clackmannanshire and it is currently still under consideration. The Alteration specifically sought to encourage population and economic growth throughout Clackmannanshire. In addressing this objective the Alteration set out proposals for an additional 2250 houses in Clackmannanshire.
- 1.2 A Local Plan Alteration has now been prepared for consultation which identifies housing sites to meet the housing requirement of the Local Plan Alteration. Many of these sites have been carried over from the current Local Plan, some are new sites which have been identified because they have planning permission, and some have been identified as additional suitable sites. It should be noted that the strategy, housing figures and general locations have already been approved by the Council and form the main part of the Structure Plan Alteration. The Local Plan Alteration simply aims to identify locations where the housing should be directed.
- 1.3 It is important to progress the Consultative Draft Plan timeously, as a new Planning system is to be implemented in 2009 and consultations carried out under the current system will have to have reached an advanced stage to permit them to be continued. The Consultative stage of the Local Plan Alteration is that relevant stage, hence the timing of this report and the urgency of having the Alteration out for formal consultation as soon as possible.
- 1.4 As this Local Plan Alteration is only concerned with the allocation of housing land, other policies and issues which are still relevant to housing, for example affordability, quality, standards, open space, etc. will continue to be addressed by existing Local Plan Policies until such time as a new Local Development Plan is approved, or, if required in advance of that, new supplementary planning guidance is adopted by the Council.

2.0 RECOMMENDATIONS

- 2.1 It is recommended that the Council
 - (a) Approve the Consultative Draft Local Plan 3rd Alteration to enable consultation for a period of 6 weeks, while allowing a further period of 4 weeks beyond the statutory period for the submission of comments on the Plan, and
 - (b) Approve the Background Papers, including the Environmental Report, which have been made available to Members in Group Rooms.

3.0 BACKGROUND

- 3.1 Scottish Planning Policy (October 2008) encourages a genuinely plan-led system, with Plans kept up to date, and providing a practical framework within which the outcome of planning applications can be decided with a degree of certainty and efficiency. Plans should be reviewed at least every 5 years, and should focus on what has to change rather than invite the re-opening of settled issues.
- 3.2 SPP3 "Planning for Homes" (revised July 2008) set out, among other things, that there was a need for
- "identification of housing need and demand on a more consistent and robust basis through joint working between local authorities and a range of partners;
 - the use of the planning system to facilitate the construction of well designed, good-quality housing in sustainable locations;
 - allocation of a generous supply of land to meet identified housing requirements across all tenures, including affordable housing, and related policy objectives;
 - mechanisms to help ensure that planned housing is built, including quick and efficient review of development plans to enable maintenance of a 5-year effective land supply."
- 3.3 The SPP also recognised that "In preparing the development plan and local housing strategy, consideration of a local authority's wider strategic policy objectives around political, economic, social and environmental matters will contribute to determining the appropriate scale and distribution of the housing requirement/housing supply target for the relevant area. Combined with a realistic approach to the assessment of the effectiveness of sites for housing, this should guide authorities to allocate more than enough land, i.e. a generous supply, to help ensure delivery of homes. This approach should provide sufficient flexibility to enable the continued delivery of new housing in response to unpredictable changes to the effective land supply which will occur during the life of the plan."
- 3.4 During consultation on the Draft Structure Plan Alteration, held in March and April 2007, views were also sought on issues to be addressed in any subsequent Local Plan Alteration, including the most appropriate locations for any additional housing to be directed to. During this period 8 Saturday morning workshops were held throughout Clackmannanshire as well as weekly drop-in sessions at Kilncraigs and Greenfield and presentations were made to Community Councils. Adverts and articles were also placed in local newspapers advising of the consultation, times and dates. In addition letters were sent to interested groups. Summary Consultation Packs were also produced and distributed. While the consultation exercise mainly concentrated on the Structure Plan Alteration, 22 representations were received on Local Plan issues, almost exclusively in relation to potential housing sites. There have been further representations since and these were considered while developing the Consultative Draft Plan.
- 3.5 The Draft Environment Report highlights environmental considerations to be taken into account when considering the allocation of sites through the

Alteration. It has considered a number of sites where there is a known interest in development or there is considered there may be development potential. The findings of the Environment Report informed the choices of sites for inclusion in the Alteration, along with other considerations such as economic, social and physical regeneration aims. Economic, social and physical regeneration aims were given weightings where appropriate in order to help identify which sites would deliver the most all-round benefits to the area.

3.6 Demographic trends are another component of housing land requirements. Account should also be taken of demand. While there is no single definitive method for assessing demand, it is important to take account of the following considerations:

- economic and employment trends within the development plan area;
- housing market trends, which may include house sales information, the historic build rate, tenure-shift, and household size/dwelling size relationships;
- the operation of the local housing market, which may include locational and house-type preferences and the site characteristics required to meet the requirements of different parts of the housing market; and
- the views of housing providers on the nature and scale of requirements and where and how they should be accommodated.”

4.0 COMMENTS RECEIVED AT ISSUES STAGE

4.1 The comments received at the Issues Stage in March/April 2007 are summarised in Appendix 1.

4.2 For Clackmannanshire around 1000 houses are proposed to be developed on ‘white land’, which is land within identified growth areas but not yet allocated for housing, at Sauchie West, South East Alloa and at Coalsnaughton. It is also anticipated that around 360 houses will be provided on ‘brownfield’ sites within settlement boundaries which have been identified through an ‘Urban Capacity Study’.

4.3 In addition, the Alteration proposes to clarify previous reference in Clackmannanshire’s Development Plans in relation to a new or expanded settlement in the Eastern Clackmannanshire Area by identifying a growth area of approximately 1250 houses with associated community and leisure facilities at Forestmill. The advantages of directing growth to this area, some of which have been previously identified, include the avoidance of green belt and other sensitive landscape areas around the Hillfoots Corridor/Ochil Hills, preventing the coalescence of existing settlements, utilising the access and transport improvements from the Clackmannanshire Bridge, promoting quality commercial leisure opportunities, assisting the regeneration of the whole of Clackmannanshire and addressing the population decline and age imbalance issues. The opportunity to restore a significant derelict site in the immediate vicinity has also been prioritised.

4.4 The contribution of the white land, brownfield sites and the development of the Eastern Clackmannanshire area, as described above, will enable sufficient land

to be made available to allow previous levels of housebuilding to be maintained without the need for any significant identification of further greenfield sites.

5.0 CONCLUSIONS

- 5.1 The Local Plan Alteration, by building on the improved accessibility resulting from recently completed projects and recent increased levels of housebuilding, will attract investment to the area, encourage regeneration and address population and age imbalance issues.
- 5.2 Approval of the Consultative Draft Alteration will enable sites to be identified and provide certainty for developers in the short to medium term.

6.0 SUSTAINABILITY IMPLICATIONS

- 6.1 The proposed alterations to the Plan seek to fully address sustainability issues and would contribute strongly to the achievement of sustainable development in Clackmannanshire. An Environment Report has been prepared in the context of the Environmental Assessment of Plans & Programmes (Scotland) Regulations 2004 (superseded by the Environmental Assessment (Scotland) Act 2005) requiring strategic environmental assessment of all Plans.

7.0 FINANCIAL IMPLICATIONS

- 7.1 The funding of the Alteration will be met from existing budgets.

7.2. Declarations

- (1) The recommendations contained within this report support or implement Corporate Priorities, Council Policies and/or the Community Plan:

- **Corporate Priorities (Key Themes)** (Please tick ☒)

Achieving Potential	<input type="checkbox"/>
Maximising Quality of Life	<input checked="" type="checkbox"/>
Securing Prosperity	<input checked="" type="checkbox"/>
Enhancing the Environment	<input checked="" type="checkbox"/>
Maintaining an Effective Organisation	<input type="checkbox"/>

- **Council Policies** (Please detail)

- **Community Plan (Themes)** (Please tick ☒)

Community Safety	<input type="checkbox"/>
Economic Development	<input checked="" type="checkbox"/>
Environment and Sustainability	<input checked="" type="checkbox"/>
Health Improvement	<input type="checkbox"/>

- (2) In adopting the recommendations contained in this report, the Council is acting within its legal powers. (Please tick ☒)
- (3) The full financial implications of the recommendations contained in this report are set out in the report. This includes a reference to full life cycle costs where appropriate. (Please tick ☒)

Director



Report to Council

To accompany all Reports to Council

To: Head of Administration And Legal Services

Author:	Graeme Finlay, Principal Planner	Date: 18 November 2008
Service:	Development and Environmental Services	
Date of Meeting:	18th December 2008	
Title of Report:	Clackmannanshire Local Plan 1st Alteration (Housing Land)	

Recommendation that the attached report be:

1. Given unrestricted circulation	<input type="checkbox"/>	(tick appropriate box)
2. Taken in private	<input type="checkbox"/>	

By virtue of paragraph ____ of schedule 7A, Local Government (Scotland) Act 1973.

Appendices attached to this report (if none, state "none")

1. Representations on Local Plan Issues Consultation
- 2.
- 3.
- 4.

List of Background Papers (if none, state "none")

1. Clackmannanshire Local Plan 1st Alteration (Housing Land) - Consultative Draft
2. Clackmannanshire Local Plan 1st Alteration Draft Environment Report
- 3.
- 4.

Note: All documents specified must be kept available by the author for public inspection for four years from the date of the meeting at which the report is considered.

Appendix 1

Representations on Local Plan Issues Consultation

	Name	Address	Comments	Response
1	Arie Rodenburg	Hillfoots Nurseries Dollar Road Tillicoultry FK13 6PF	Promoting land to the east of Tillicoultry as a housing opportunity.	Not proposed
2	Halliday Fraser Munro[on behalf of Marshall Farms]	Halliday Fraser Munro 8 Victoria Street Aberdeen AB10 1XB	Disagree with the proposal to locate a new settlement in Eastern Clackmannanshire. Alternative location to a new settlement is identified at Alva .	Not proposed
3	Yeoman McAllister [on behalf of Mr Hutchins]	Yeoman McAllister Waterside Studios Coltbridge Avenue Edinburgh EH12 6AH	Promoting a site to the east of Coalsnaughton , east of The Glen, to be allocated for residential development.	Not proposed
4	Geddes Consulting [on behalf of Taylor Woodrow Developments and AWG Property]	Geddes Consulting Overton House 21 West Road Haddington East Lothian EH41 3RE	Support limited future development at Dollar and identify a site where this could happen in association with improvements to community facilities. Sustainability needs to be pursued. Questions over timescales, e.g. impact of LDP introduction on the Alteration. Local Plan policy on affordable housing should address the financial requirements involved. Agree with improved sustainability, but question the 'Design Guide' approach. Hierarchy of business locations is required including opportunities for homeworking. Local Plan should reflect the more flexible approach of SPP15. Travel should focus on sustainability.	Site now has planning permission and will therefore be included in the Alteration as a housing allocation

5	Geddes Consulting [on behalf of Composite Energy]	Geddes Consulting Overton House 21 West Road Haddington East Lothian EH41 3RE	Plan should support the development of coalbed methane extraction and designate an area of search to support the extraction of CBM. Due care to avoid adverse impacts to the environment and communities from such operations should also be supported.	Not a housing issue therefore not covered by the Alteration
6	Geddes Consulting [on behalf of Taylor Woodrow Developments]	Geddes Consulting Overton House 21 West Road Haddington East Lothian EH41 3RE	Promoting a major new mixed use development (300ha, with built development occupying 70ha, approximately 1000 homes) at Aitkenhead , predominantly residential (see Structure Plan representation). Sustainability needs to be pursued. Questions over timescales, e.g. impact of LDP introduction on the Alteration. Local Plan policy on affordable housing should address the financial requirements involved. Agree with improved sustainability, but question the 'Design Guide' approach. Hierarchy of business locations is required including opportunities for homeworking. Local Plan should reflect the more flexible approach of SPP15. Travel should focus on sustainability.	Not proposed
7	SMC Jenkins and Marr [on behalf of A&L King]	SMC Jenkins and Marr The Studio 8 Dewar Place Lane Edinburgh EH3 8EF	Support the inclusion of the Sauchie West site.	Site is already included in the Local Plan
8	Dr Alan J Stewart	Parklands Cottage Forestmill FK10 3QG	Does not believe Forestmill is suitable for development because of; prime agricultural land, infrastructure issues, roads and transport issues, sustainability, biodiversity and health provision capacity issues.	Forestmill site has been identified in the Alteration

9	TPS Planning Ltd [on behalf of Mr & Mrs C Williamson, Devonhall, Yetts O' Muckhart]	TPS Planning Ltd CBC House 24 Canning Street Edinburgh EH3 8EG	Consider that the text of the Local Plan Alteration be prepared in line with that suggested in their Structure Plan representation, i.e. text to provide for development outwith settlements "within an existing group of dwellings where selective, modest growth, appropriate in scale and kind will be considered".	Not proposed
10	Andrew McCafferty Associates [on behalf of Strawsons Property]	Andrew McCafferty Associates Planning and Development Consultants Burn House Collessie Fife KY15 7RQ	Agree that it is important to provide affordable homes. Concern that SPP21 is not addressed and that there is a need to revisit the Green Belt around Alva. Need to consider identifying opportunities for new housing on the periphery of Alva so growth and regeneration are not stifled. Employment uses should also be allowed around the southern and western edges in what is currently identified as Green Belt.	Not proposed
11	Andrew McCafferty Associates [on behalf of Lucy Poett]	Andrew McCafferty Associates Planning and Development Consultants Burn House Collessie Fife KY15 7RQ	Support the proposals for an Eastern Growth Area in Clackmannanshire, but consider that alternative areas, other than Forestmill , should be considered through the Local Plan. Agrees with the key principles identified for the Growth Area identified in the Consultation Notes.	Forestmill site has been identified in the Alteration
12	Teresa McNally	Teresa McNally 20 Stanton Avenue Alloa FK10 1NE	Supports policies for eco-friendly development to be included in the Plan. Questions which site the college is to relocate to as it has not been identified and seeks more public involvement in the design of any new Alloa Town Centre Square.	Not proposed

13	Marion Marsden	Marion Marsden Park House 3 Chapel Place Dollar FK14 7DW	Many helpful general comments on the questions and issues raised in the Consultation Notes covering topics such as affordable housing, design, sustainability, biodiversity, protection of the countryside, public transport and cycling/walking facilities improvements.	Not proposed
14	Colin Machin	Machin Associates Ltd. 30 Ludgate Alloa Clackmannanshire FK10 1DS	Identifies at Coalsnaughton , south of Ramsay Street (B9140) and east of Carmichael Place, as suitable for development.	Not proposed
15	Colin Machin	Machin Associates Ltd. 30 Ludgate Alloa Clackmannanshire FK10 1DS	Considers that an area at Ochil Road, Menstrie should be included within the settlement boundary.	Not proposed
16	Colin Machin	Machin Associates Ltd. 30 Ludgate Alloa Clackmannanshire FK10 1DS	Promoting a site for mixed use development on the east of Menstrie , including housing, affordable housing and community facilities.	Not proposed
17	Colin Machin	Machin Associates Ltd. 30 Ludgate Alloa Clackmannanshire FK10 1DS	Promoting a site for mixed use development at Muckhart , including housing, affordable housing and community facilities.	Not proposed
18	Colin Machin	Machin Associates Ltd. 30 Ludgate Alloa Clackmannanshire FK10 1DS	Promoting a site for a demonstration project of sustainable development at Look About Ye Brae, Clackmannan	Not proposed
19	Cocklaw Developments	Cocklaw Developments Ltd. Cocklaw Mains Kelty Fife KY4 0JR	Promoting a site for residential development on land east of Bellyblunt Quarry, by Muckhart .	Not proposed
20	Hillfoot Homes	Hillfoot Homes Hillfoot Farm Dollar Clackmannanshire FK14 7PL	Promoting an area at Lornshill Farm, Alloa for residential development.	Proposed to include this site under Policy RES 1a

21	James Christie	Mr James Christie 6 Johnston Crescent Tillicoultry Clackmannanshire FK13 6PY	Promoting an area to the east of Devon Village at Blackfaulds for residential development.	Not proposed
22	Muckhart Community Council	Mr Stuart Dean Secretary Muckhart Community Council Viewfield Muckhart Dollar FK14 7JN	Support presumption against development outwith settlement boundaries, but are concerned over exceptions for redundant buildings. Muckhart Conservation Area requires an appraisal to be completed as soon as possible. There is a need for Green Belt designation between Dollar and Muckhart. Concern over the safety of the A91. Concern over the proliferation of windfarms in the Ochils.	Not housing issues which would be covered by the Alteration

