

ANGUS COUNCIL

PLANNING AND TRANSPORT POLICY COMMITTEE

17 OCTOBER 1996

**SUBJECT: STRUCTURE PLANNING POLICY - LAND FOR HOUSING
SUBMISSION TO SECRETARY OF STATE
TAYSIDE STRUCTURE PLAN 1993**

REPORT BY DIRECTOR OF PLANNING, TRANSPORT & ECONOMIC DEVELOPMENT

Abstract: This report outlines the suggested terms of the Council's formal response to the Secretary of State on the implications of changes to national housing land policy guidance and advice for the Tayside Structure Plan 1993.

1 RECOMMENDATION

It is recommended that the Committee:-

1. agree that this report be forwarded to the Scottish Office Development Department for consideration by the Secretary of State in reaching a final decision on the terms of approval of the Tayside Structure Plan 1993;
2. Advise the Secretary of State that Angus Council:-
 - (i) consider that the Finalised Tayside Structure Plan 1993 in the form submitted in January 1995 generally accords with the terms of the revised draft National Guidance and Advice on Housing land;
 - (ii) note that the terms of the revised draft Guidance and Advice adds further weight to earlier formal objections and representations lodged by the former Regional and District Authorities to several of the draft modifications to the submitted Structure Plan proposed by the Secretary of State in August 1995, in particular draft modifications 5 and 6 which revise forecasts of housing demand and housing land allocations in the Arbroath/Carnoustie and Forfar/Kirriemuir planning areas;
 - (iii) recommend that approval of the housing land allocation elements of the Plan relevant to Angus be generally based on Schedule 1 of the submitted version of the Plan together with revisions proposed for Forfar and Kirriemuir (as detailed in Appendix 1 to this report) recognising that all allocations in the 2001 to 2006 period are subject to review; and
 - (iv) note that the revised National Guidance and Advice on land for housing has yet to be published in finalised form, in advance of which this submission seeks to secure approval of the Tayside Structure Plan 1993 at the earliest opportunity and in anticipation that the main terms of the draft revised Guidance and Advice will be confirmed.

3. invite the Secretary of State, in the interests of strategic and local planning guidance in Angus, to expedite approval of the Tayside Structure Plan 1993 as a matter of urgency and without further delay taking account of previous representations on behalf of the former Local Authorities together with this submission.

2 INTRODUCTION

- 2.1 The Committee at its meeting on 29 August 1996, considered report 610/96 which commented in some detail on:-
 - proposed changes to National Planning Policy Guidance and Advice on Structure Plan housing land issues;
 - implications of these changes for the Tayside Structure Plan 1993 and options arising for the Council in submitting any further comments to the Secretary of State before he reaches a final decision on the terms of approval of the plan.
- 2.2 Following on from report 610/96, this report comments on liaison with Dundee City and Perth and Kinross Councils on this matter and draws together the basis for a formal submission from Angus Council to the Secretary of State.
- 2.3 The reduction of any further lengthy delays to the approval of the Structure Plan is an important aim. This report therefore provides a suggested basis on which the Secretary of State can proceed to an early decision without the need for further extensive rounds of consultation. It should, however, be noted that further delays may be inevitable where submissions are being made by three Authorities on a single plan covering a geographical area within which a variety of housing land issues arise.

3 LIAISON WITH OTHER COUNCILS

- 3.1 Officer level discussions have taken place with Dundee City and Perth and Kinross Councils on various issues arising from the revised National Guidance and particularly the implications for the Tayside Structure Plan 1993. Concern over the continuing uncertainty caused by the delay in the Secretary of State approving the Structure Plan is shared by officers of all three Councils. There is also recognition that the opportunity to make submissions at this stage allows each of the new Councils to reconsider future housing requirements within its area in the light of emerging new guidance.
- 3.2 At the time of writing, the position of the other Councils is understood to be:-
 - Dundee City Council have recently considered a report forming the basis for a response to the Scottish Office and have agreed to seek the Secretary of State's early approval of the Tayside Structure Plan 1993 without the previously proposed draft modifications to the housing section;

- Perth and Kinross Council have welcomed the terms of the new draft guidance and advice on housing land policy and are to consider a further report in December on how the emerging new guidance may alter the content of the submitted Tayside Structure Plan 1993 particularly as it relates to future housing land requirements in the Perth area.

3.3 A joint submission to the Secretary of State on behalf of all three Councils was not considered feasible particularly where issues raised by the emerging new guidance vary between areas. Nevertheless the opportunity has been taken to discuss a number of technical matters with a view to ensuring a common position across mutual areas of interest. Again it is hoped that this will facilitate the early consideration and approval of the Tayside Structure Plan 1993 by the Secretary of State.

4 DISCUSSION

- 4.1 Report 610/96 concluded that Strategic and Local Planning interests in Angus would be best served by requesting the Secretary of State to approve the Tayside Structure Plan 1993 generally as submitted. In particular the housing land allocation distribution identified in Schedule 1 of the submitted Structure Plan remains broadly appropriate but can be refined to take account of more detailed up to date information emerging from current local planning work. This recognises that the longer term allocations in the 2001 to 2006 period are subject to review and also provides for the incorporation of some modifications to other aspects of the housing policies and text of the Structure Plan as previously proposed by the Secretary of State.
- 4.2 Several of the concerns voiced by the former Local Authorities in response to draft modifications to the submitted Structure Plan proposed by the Secretary of State have been reiterated by responses received to date on the early stages of preparation of the Angus Local Plan. In particular the future scale of housing development in Kirriemuir has attracted considerable comment where concerns over the detrimental effect on the character of the town are allied to perceived problems of infrastructure and service availability.
- 4.3 The revised draft National Guidance and Advice on Structure Plan Housing Land Policy reinforces the weight which should be given to environmental, amenity and infrastructure considerations. Taking account of this and recognising the recent scale of development in Kirriemuir and considerable existing supply of housing land it is evident that a period of consolidation is required where the character and amenity of the town is vulnerable to further significant rapid development. In these circumstances it is suggested that the balance of new housing development within the Forfar/Kirriemuir Planning Area should be weighted more towards Forfar particularly following the programmed major drainage improvements which will facilitate land release for development after 1998/99.

4.4 Table 1 identifies the relevant housing land allocation distribution in the Forfar/Kirriemuir Planning Area distinguishing among:-

- the proposals in the submitted Structure Plan;
- the proposed draft modifications by the Secretary of State;
- the recommended revised proposals.

**Table 1 - Housing Land Allocations Forfar/Kirriemuir Planning Area
1993/2006**

| | 1 | 2 | | 3 |
|--------------------|-------------------------------|-----------------------------------|---------|----------------------------|
| | Effective Supply June 1993 | Additional Allocations 1993-01 | 2001-06 | Total Allowance 1993-06 |
| Forfar | | | | |
| (a) Submitted Plan | 190 | 100 | 250 | 540 |
| (b) Draft Mods | 190 | 200 | 300 | 690 |
| (c) Revision | 190 | 150 | 300 | 640 |
| Kirriemuir | | | | |
| (a) Submitted Plan | 220 | 100 | 150 | 470 |
| (b) Draft Mods | 220 | 200 | 250 | 670 |
| (c) Revision | 220 | 100 | 50 | 370 |
| Landward | 80 | 100 | 110 | 290 |

4.5 The submitted Structure Plan identified a total allowance of 1,300 houses between 1993 and 2006 in the Forfar/Kirriemuir Planning Area. The draft modifications by the Secretary of State proposed increasing this to 1,650 houses. The revisions now suggested maintain the total allowance at the 1,300 level proposed in the submitted Structure Plan but adjust the balance by 100 houses between Forfar and Kirriemuir. In making this adjustment account has also been taken of house completions in the period since 1993 and changes in the effective land supply as a result of additional land made available for development through planning consents granted. Table 2 indicates the revised allowance which remains to be identified at 1996.

**Table 2 - Housing Requirement to be Allocated Forfar/Kirriemuir
Planning Area - 1996 - 2006**

| | 1 | 2 | 3 | 4 |
|---------------|-----------------------------|-----------------------|--|---|
| | House Completions 1993-1996 | Effective Supply 1996 | Total Revised Allowance 1993-2006 (Table 1 Column 3 Row C) | Revised Requirement Remaining 1996-2006 (3 - 1 + 2) |
| Forfar | 148 | 116 | 640 | 376 |
| Kirriemuir | 149 | 161 | 370 | 60 |
| Landward | 84 | 95 | 290 | 111 |
| Planning Area | 381 | 372 | 1300 | 547 |

NOTE: Column 2 based on criteria identified in PAN 38. (July 1993 version).

- 4.6 Comparing Table 1 and 2 the additional allocations still to be identified at 1996 for the periods 1996 to 2001 and 2001 to 2006 are distinguished in Table 3.

**Table 3 - Breakdown of Housing Land Allocations Forfar/Kirriemuir
Planning Area - 1996 - 2006**

| | 1 | 2 | |
|---------------|-----------------------|--|-----------|
| | Effective Supply 1996 | Additional Allocations (Revised) 1996 - 01 | 2001 - 06 |
| Forfar | 116 | 76 | 300 |
| Kirriemuir | 161 | 10 | 50 |
| Landward | 95 | 1 | 110 |
| Planning Area | 372 | 87 | 360 |

NOTE: Column 1 based on criteria identified in PAN 38. (July 1993 version).

- 4.7 As indicated in Table 3 the bulk of the additional allocations required up to 2001 in the Forfar/Kirriemuir Planning Area have already been identified by 1996. This is also the case in other Planning Areas in Angus where further land has continued to come forward for housing development on both brownfield and greenfield sites. As indicated in paragraph 4.1 all the additional allocations in the 2001 to 2006 period are identified in the Structure Plan as subject to review.

- 4.8 The housing land allocations for the other Planning Areas in Angus identified in the submitted Structure Plan represent at this stage the most appropriate basis on which the Secretary of State should approve the Plan. This would remove previous modifications proposed by the Secretary of State to increase allocations in Carnoustie and the Arbroath/Carnoustie Landward Area and to reduce allocations in the former Dundee District Area (part of which encompasses the Monifieth and Sidlaws Area of Angus). Appendix 1 to this report identifies the basis on which that part of Schedule 1 of the Tayside Structure Plan 1993 affecting Angus should now be approved by the Secretary of State.

5 FINANCIAL IMPLICATIONS

- 5.1 There are no financial implications arising from this report.

6 CONSULTATION

- 6.1 The Chief Executive, Director of Law and Administration and Director of Finance have been consulted in the preparation of this report.
- 6.2 Liaison at officer level with Dundee City and Perth and Kinross Councils has taken place on various issues of mutual interest as indicated in Part 3 of this report.

7 CONCLUSION

- 7.1 Revisions to National Guidance and Advice on Structure Plan Housing Land Policy as proposed by the Secretary of State do not signal an opportunity to avoid making proper provision for planning for future housing development. Indeed new housing development will continue to be needed to meet requirements in Angus. The opportunity currently presented by the Secretary of State for the Council to make submissions in the light of the proposed revised Guidance has, in practice, delayed the process of approval of the Structure Plan. It does, however, enable the Council to submit comments taking account of Strategic and Local Planning considerations as these continue to impact on Angus.
- 7.2 Together with previous reports (464/96 and 610/96) this report has considered both the change in direction in National Policy and the implications for the Tayside Structure Plan 1993. The proposed comments to be submitted to the Secretary of State:-
- welcome the general thrust of the revised Guidance and Advice on Structure Plan Housing Land Policy;
 - confirm that the submitted Tayside Structure Plan 1993 generally accords with the revised Guidance;
 - reinforce earlier submissions from the former Local Authorities that modifications proposed by the Secretary of State to Schedule 1 of the submitted Plan should be withdrawn;

- suggest some changes to the distribution of housing land allocations within the Forfar/Kirriemuir Planning Area to take account of the tenor of the revised National Guidance and further consideration of local circumstances; and
- continue to press for the early approval of the Structure Plan without further delay as provided for by the terms of the Council's submission

NOTE

No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973, (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above Report.

AA/CGR/KW
7 October 1996

Alex Anderson
Director of Planning, Transport & Economic Development

**APPENDIX 1 - PROPOSED BASIS FOR APPROVAL OF STRUCTURE PLAN
BY SECRETARY OF STATE**

**Finalised Tayside Structure Plan 1993
Schedule 1 - Housing Land Allocations by Planning Area 1993 - 2006 (on Sites of 5 Units or
More)**

| | Effective Land Supply at June 1993 | Additional Allocation | | Total Allowance 1993 - 2006 |
|--------------------------------------|---|---------------------------|---------------------------------------|--------------------------------|
| | | 1993 - 2001 | 2001 - 2006 (Subject to Review) | |
| Montrose | 50 | 210 | 180 | 440 |
| Brechin | 70 | 150 | 130 | 350 |
| Montrose/Brechin Landward | 10 | 100 | 80 | 190 |
| | | | | |
| Montrose/Brechin Planning Area | 130 | 460 | 390 | 980 |
| | | | | |
| Arbroath | 430 | 130 | 280 | 840 |
| Carnoustie | 70 | 70 | 120 | 260 |
| Arbroath/Carnoustie Landward | 60 | 50 | 100 | 210 |
| | | | | |
| Arbroath/Carnoustie Planning Area | 560 | 250 | 500 | 1310 |
| | | | | |
| Forfar | 190 | 150 (a) | 300 (c) | 640 (f) |
| Kirriemuir | 220 | 100 | 50 (d) | 370 (g) |
| Forfar/Kirriemuir Landward | 80 | 100 | 110 | 290 |
| | | | | |
| Forfar/Kirriemuir Planning Area | 490 | 350 (b) | 460 (e) | 1300 |
| | | | | |
| Dundee District Greenfield Sites | 530 | 1040 | 1280 | 2850 |
| Dundee District Brownfield Sites | 1490 | No limit (assume 2500) | No limit (assume 2700) | No Limit (assume 6690) |

Note: All figures as contained in Finalised Tayside Structure Plan 1993 as submitted to Secretary of State in January 1995 except:-

- (a) Increase from 100 to 150;
- (b) Increase from 300 to 350;
- (c) Increase from 250 to 300;
- (d) Reduction from 150 to 50;
- (e) Reduction from 510 to 460;
- (f) Increase from 540 to 640;
- (g) Reduction from 470 to 370.