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## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Introduction</td>
<td>1</td>
</tr>
<tr>
<td>2. Policy Context for LDP Spatial Strategy and Options</td>
<td>2</td>
</tr>
<tr>
<td>3. Historical and Geographical Context for LDP Spatial Strategy and Options</td>
<td>9</td>
</tr>
<tr>
<td>4. LDP Spatial Strategy and Options</td>
<td>13</td>
</tr>
<tr>
<td>Appendix 1: TAYplan Policies and Proposals</td>
<td>19</td>
</tr>
<tr>
<td>Appendix 2: Housing for Local Needs in Rural Service Centres</td>
<td>25</td>
</tr>
</tbody>
</table>
1 INTRODUCTION

1.1 This paper is one of a number of background papers that have been prepared to inform and support the preparation of the Angus Local Development Plan (LDP) Main Issues Report. It deals primarily with identification and consideration of options for the spatial strategy for future development in the Angus Council area (excluding the Cairngorms National Park).

1.2 This paper takes account of the strategic guidance set out in the TAYplan SDP (approved 8 June, 2012) and national policy set out in the Scottish Planning Policy (SPP). Section 16(6) of the Planning etc. (Scotland) Act 2006 indicates that the Angus LDP, including the spatial strategy, must be consistent with the strategic development plan for the area – TAYplan Strategic Development Plan (SDP).

1.3 Where appropriate reference is also be made to the current spatial strategy and approach to development for Angus established by the Angus Local Plan Review (adopted 2009) and the former Dundee & Angus Structure Plan.

1.4 In addition to the TAYplan SDP and SPP reference is made as appropriate to the findings/recommendations/preferred options contained in other Topic papers prepared to support the preparation of the Angus LDP Main Issues Report (MIR) – Housing, Economy, Climate Change, Environment, and Community Infrastructure where they have implications for establishing the Spatial Strategy in Angus.

1.5 The MIR considers and puts forward options for the scale and direction of growth for each TAYplan principal settlement, taking into account the extent of additional housing and employment land required to deliver the TAYplan requirements. Options for development in four of the largest Angus villages will also be outlined. Any options included in the MIR will be subject to Strategic Environmental Assessment (SEA) to ensure adequate consideration is taken of potential environmental effects of development. Individual sites will not be considered at this stage but will be promoted at the Proposed Plan stage, when specific land allocations will be made to deliver the preferred option for the scale and location of development in each principal settlement and appropriate village.

1.6 The Angus LDP will establish detailed land allocations and land use planning policies for Angus over the 2014-2024 period. The allocation of specific development land/sites to meet the TAYplan requirements will be made in the LDP Proposed Plan, taking into account local circumstances, including the availability of local essential infrastructure, and potential environmental effects of development established through the Strategic Environmental Assessment process. Key to the allocation of specific sites will be the requirement to ensure that the strategy and development options promoted in the LDP are deliverable.
2 POLICY CONTEXT FOR LDP SPATIAL STRATEGY AND OPTIONS

Scottish Planning Policy (SPP)

2.1 The Scottish Government’s planning policies are set out in the Scottish Planning Policy (SPP), supported by a range of other national policy documents, advice notes and circulars. The SPP provides the Scottish Government’s policy on land use planning and identifies as a core principal that the planning system should be plan-led by succinct development plans which set out ambitious, long term visions for their area and provide the framework within which decisions on planning applications are made. In Angus, the development plan will comprise the TAYplan Strategic Development Plan and the Angus Local Development Plan, supported by appropriate supplementary guidance. The SPP specifies that the role of the development plan is to guide the future use of land and to indicate where development should, and should not happen by addressing the spatial implications of economic, social and environmental change.

TAYplan Strategic Development Plan (SDP)

2.2 The strategic policy context for the LDP is provided by the TAYplan SDP (approved with modifications by Scottish Ministers) which became effective on 8 June 2012 and has superseded and replaced the Dundee & Angus Structure Plan. Relevant policies and proposals from the approved TAYplan are set out in Appendix 1 of this paper. In line with the SPP and other national guidance and legislative requirements, the TAYplan strategy has been designed to support delivery of:

- sustainable economic development;
- good quality places;
- improving access to jobs, services and facilities;
- effective resource management;
- reducing adverse environmental impacts; and
- reducing carbon emissions to tackle climate change.

2.3 The TAYplan strategy focuses on locating the majority of new development (primarily housing and employment land) within a tiered hierarchy of principal settlements set out in Policy 1: Location Priorities. In directing the majority of plan-led development to the principal settlements, TAYplan broadly continues the general development strategy of the former Dundee and Angus Structure Plan and the approaches contained in the original Angus Local Plan and current Angus Local Plan Review.

2.4 TAYplan is not specific about the proportion of development which should be accommodated in individual principal settlements. There is no disaggregation below Housing Market Area level on how housing numbers should be distributed across the principal settlements or any indication of phasing for land release. However the expectation is that land allocations will be made in accordance with/support of the tiered hierarchy set out in Policy 1 which applies to the Angus Council area as follows:

- **Tier 1** settlements (Core Areas) have the potential to accommodate the majority of the regions additional development over the SDP period and make a major contribution to the areas economy. The Dundee Core Area incorporates Monifieth and Birkhill/Muirhead which both lie within Angus.
and will be covered by the Angus LDP. These Angus settlements have been incorporated into the Dundee Core Area as they are physically conjoined with the Dundee Council area, but they will not contribute to meeting the development requirements for Dundee City established by TAYplan. Instead, they will contribute to meeting the land use planning needs, primarily house completion rates, established for the South Angus Housing Market Area (HMA).

- **Tier 2** settlements (existing Regional Service Centres) Arbroath, Forfar and Montrose have the potential to make a major contribution to the regional economy but will accommodate a smaller share of the region’s additional development. At Montrose, the current local plan considers the nearby settlements of Ferryden and Hillside as having a strong functional relationship to Montrose. Sites in Hillside were considered as contributing to the housing land supply for Montrose. For the purposes of the LDP Ferryden and Hillside will be considered as contiguous with the principal settlement of Montrose. Development sites identified at Ferryden or Hillside will form part of the land supply for Montrose and contribute to meeting the land use planning needs for the North Angus HMA.

- **Tier 3** settlements (Local Service Centres) Brechin, Carnoustie and Kirriemuir have the potential to play an important but more modest role in the regional economy and will accommodate a small share of the region’s additional development. The strategy for these towns is more about sustaining them and meeting local needs, rather than acting as growth centres for the regional economy.

2.5 To support delivery of the regional strategy, TAYplan established the following sequential approach to the identification of development land:

- Land within principal settlements;
- Land on the edge of principal settlements;
- Where there is insufficient land or where the nature/scale of land use required to deliver the Plan cannot be accommodated within or on the edge of principal settlements and where it is consistent with Part A of Policy 1 and with Policy 2, the expansion of other settlements should be considered.

TAYplan also gives priority to the reuse of previously developed land and buildings (particularly listed buildings) in principal settlements.

2.6 TAYplan also indicates that LDPs may provide for some development in settlements that are not defined as principal settlements, where this can be accommodated and supported by the settlement, and in rural areas, if such development genuinely contributes to meeting the objectives of the TAYplan and meets specific local needs or supports regeneration of the local economy.

2.7 In addition Policy 5(C) specifies that there is a presumption against land releases in areas surrounding the Dundee and Perth Core Areas where it would:
- prejudice the delivery of Strategic Development Areas; or
- regeneration within the core areas; or
- conflict with other parts of the plan.
2.8 This policy has implications for the location, scale and distribution of housing land in the South Angus HMA, particularly with regard to the urban fringe area immediately abutting Dundee and the approach that should be taken to housing land release in both Monifieth and Muirhead & Birkhill which lie within the Dundee Core Area.

2.9 Concentration of development in the principal settlements, where the majority of people, businesses, jobs, services, facilities and infrastructure (existing and planned) are located, offers increased opportunity to use a range of modes of transport, including public transport, and reduce the need for car borne travel and transport-related greenhouse gas emissions\(^1\). Guidance from the SPP and the requirements of TAYplan Policy 2: Shaping better quality places, confirm that future land allocations in the ALDP should be in accessible locations and well integrated with existing transport networks.

2.10 TAYplan Policy 8: Delivering the Strategic Development Plan requires Local Development Plans to establish a mechanism to ensure that developer contributions are achieved to secure necessary improvements to infrastructure, services and amenities to mitigate the effects of development. The current economic climate and low levels of development activity across Angus have increased pressure on the financial viability of development, particularly where significant up front funding is required to enable development to proceed. This applies particularly to the delivery of new housing and economic development. It is important to consider any requirement for contributions to mitigate infrastructure, service and amenity capacity when assessing development options and potential land allocations to deliver the development strategy.

### Strategic Land Requirements – Housing

2.11 TAYplan Policy 5: Housing and Proposal 2: Average Annual Housing Market Area Build Rates set out the housing requirements (for both market and affordable housing) and the approach to housing land release for each HMA in Angus over the first 12 years of the TAYplan (2012-2024). The average annual build rates are detailed in Table 1 below. There is no disaggregation below HMA level on how housing numbers should be distributed across Angus. This will be determined by the LDP.

**Table 1: TAYplan Average Annual Housing Market Area Build Rates for Angus**

<table>
<thead>
<tr>
<th>HMA</th>
<th>Annual Average Completions</th>
<th>Total New Housing Units 2012 - 24</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Angus</td>
<td>80</td>
<td>960</td>
</tr>
<tr>
<td>East Angus</td>
<td>80</td>
<td>960</td>
</tr>
<tr>
<td>South Angus</td>
<td>80</td>
<td>960</td>
</tr>
<tr>
<td>West Angus</td>
<td>90</td>
<td>1080</td>
</tr>
<tr>
<td>Angus</td>
<td>330</td>
<td>3960</td>
</tr>
</tbody>
</table>

2.12 TAYplan Policy 5 sets out that the Angus LDP should provide an effective and generous supply of land to assist in the delivery of the specified average annual build rates for each HMA. TAYplan requires the LDP to identify an

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\(^1\) Issues relating to reducing greenhouse gas emissions from transport are discussed in the Climate Change Topic Paper.
initial minimum 5 year effective housing land supply working towards provision of a 7 year effective supply by 2015. The quantity of housing land that will be allocated by the Angus LDP should provide flexibility and choice for the development industry.

2.13 Taking into account the average annual housing completion rates in Table 1 and the findings of the Angus Housing Need and Demand Assessment, Angus Council has identified Housing Supply Targets for each HMA through its draft Local Housing Strategy.

2.14 Following consideration of a range of scenarios set out in the Housing Topic Paper, the preferred option for the Angus LDP is to allocate land for a total of 3345 houses, to be released on a phased basis over two 5 year periods (2014-2019 & 2019-2024; see Table 2 below). It is proposed to front-load the release of housing land in the 2014-2019 period, to assist in delivering the Angus Housing Supply Targets. The Housing Topic Paper also identifies a reasonable alternative option for the allocation of housing land that would require the establishment of a land supply equivalent to 4345 houses (i.e. an additional 1000 homes on top of the preferred option). These two options (amongst others) are set out and described in the Housing Topic Paper.

Table 2: Potential Housing Land Allowances for the Angus LDP (2014-2024) (No. of Housing Units)

<table>
<thead>
<tr>
<th>Housing Market Area</th>
<th>Preferred Option (Housing Land Allowances, 2014-2019) (A)</th>
<th>Preferred Option Phasing</th>
<th>Planned &amp; Effective Supply at 1 April 2011 (sites of 5+ units) (C)</th>
<th>Estimated delivery on effective sites (2011/12-2013/14) (D)</th>
<th>Estimated remaining requirement for housing land (2014-2024) (E = (A+B) - (C - D))</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Angus</td>
<td>825</td>
<td>510 315</td>
<td>693</td>
<td>155</td>
<td>287</td>
</tr>
<tr>
<td>East Angus</td>
<td>825</td>
<td>435 390</td>
<td>543</td>
<td>205</td>
<td>487</td>
</tr>
<tr>
<td>South Angus</td>
<td>840</td>
<td>550 290</td>
<td>871</td>
<td>265</td>
<td>249</td>
</tr>
<tr>
<td>West Angus</td>
<td>855</td>
<td>505 350</td>
<td>784</td>
<td>180</td>
<td>736</td>
</tr>
<tr>
<td>Angus Totals</td>
<td>3345</td>
<td>2000 1345</td>
<td>2391</td>
<td>805</td>
<td>1759</td>
</tr>
</tbody>
</table>

Source: Housing Topic Paper, Angus Council 2012

2.15 On the basis of the preferred option, Table 3 demonstrates that in addition to the effective supply at April 2014, there will likely be a need to identify sites for at least 1759 new houses across the 4 Housing Market Areas.

Table 3: Estimated Remaining Requirement for Housing Land during the LDP period (2014-2024)

<table>
<thead>
<tr>
<th>Housing Market Area</th>
<th>Preferred Option (Housing Land Allowances, 2014-2019) (A)</th>
<th>Preferred Option (Housing Land Allowances, 2019-2024) (B)</th>
<th>Planned &amp; Effective Supply at 1 April 2011 (sites of 5+ units) (C)</th>
<th>Estimated delivery on effective sites (2011/12-2013/14) (D)</th>
<th>Estimated remaining requirement for housing land (2014-2024) (E = (A+B) - (C - D))</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Angus</td>
<td>510</td>
<td>315</td>
<td>693</td>
<td>155</td>
<td>287</td>
</tr>
<tr>
<td>East Angus</td>
<td>435</td>
<td>390</td>
<td>543</td>
<td>205</td>
<td>487</td>
</tr>
<tr>
<td>South Angus</td>
<td>550</td>
<td>290</td>
<td>871</td>
<td>265</td>
<td>249</td>
</tr>
<tr>
<td>West Angus</td>
<td>505</td>
<td>350</td>
<td>784</td>
<td>180</td>
<td>736</td>
</tr>
<tr>
<td>Totals</td>
<td>2000</td>
<td>1345</td>
<td>2391</td>
<td>805</td>
<td>1759</td>
</tr>
</tbody>
</table>

Sources: Dundee & Angus Housing Land Audit 2011 & Housing Topic Paper, Angus Council 2012
2.16 These calculations do not however reflect the potential risks in the delivery of housing on existing sites between 2012 and 2014 (i.e. before the LDP period commences) or thereafter, which could adversely affect the quantity of land that is ultimately required to deliver the TAYplan requirements. In addition, potential development sites located within the development boundaries of the Angus principal settlements (as suggested by the Angus Urban Capacity Study 2009) need to be considered, to determine whether outward expansion of the principal settlements would be required during the LDP period.

2.17 In order to define options for the different principal settlements, it is therefore important to further evaluate the likely requirement for housing land within each housing market area. This assessment has been carried out for each HMA as follows:

**North Angus HMA**

2.18 There are a variety of sites within this HMA which have the potential to become effective housing land by 2024. The Dundee & Angus Housing Land Audit suggests that sites with a capacity of 170 new homes had planning permission and were being developed at April 2011. In addition to this, land with the potential to deliver 1473 new homes has been identified as being capable of being effective by 2024. This number includes the large sites at Dubton Farm (Site B1, ALPR) and Sunnyside Hospital (Site M4, ALPR), the latter of which does not form part of the existing supply of housing land. Sunnyside Hospital has a notional capacity of 320, which in-itself would be sufficient to meet the estimated remaining requirement of 287 new homes (see Table 3). However, taking into account the current economic climate; the likely costs that are associated with redeveloping the listed buildings; and the fact that the site is not currently owned by a developer, it would be a risk to depend exclusively on this site for delivering all of the remaining housing requirement.

2.19 There is however another site that is capable of delivering all of the required 287 new homes, but which was considered to be constrained at 1 April 2011. The remainder of the housing land allocation at Brechin Road, Montrose (Site M1) has capacity for 293 new homes and is very likely to become effective by 2014. Although this site is not currently in the hands of a developer, the landowner is willing to release it for development in the LDP period and there are no known physical or infrastructural constraints. The constrained status of this land relates purely to the capacity of the development industry to develop it within five years, based on recent completion rates on the first phase of this housing land allocation.

2.20 In view of the substantial potential for land within Brechin and Montrose to deliver more than the 287 new homes that are required, it is considered that there will be **no requirement** for additional housing land allocations within these towns over the LDP period.

**East Angus HMA**

2.21 A number of potential additions to the effective housing land supply (at April 2011) have also been identified for the East Angus HMA. More than the anticipated 200 new homes have been granted planning permission on land at Montrose Road (Site A1, ALPR; planning application 09/00836/FUL refers),
meaning that an additional 138 new homes are likely to be built during the LDP period compared with the figures of Table 3. A small number of windfall sites within Arbroath have also been identified as having the potential to be developed during 2014-2024. Overall a total of 272 additional homes could be developed in addition to the planned and effective supply at 1 April 2011 (see Table 3).

2.22 There are however a small number of sites that were considered to be effective at 1 April 2011 and capable of contributing towards the requirement for new homes during the LDP period, but which are at risk of becoming constrained over time. It is estimated that a total of 31 new homes that were anticipated for development in Arbroath are at risk of not being developed. This is a relatively small number, and given the potential for the existing housing land allocation in Friockheim (Site Fk2, ALPR) to deliver substantially more than the planned 40 units, it is considered that no reductions to the effective land supply need to be made.

2.23 On the basis of the potential addition of 272 new homes to the effective housing land supply in Arbroath, it is considered that there will be a **requirement for 215 homes** on new land allocations in the East Angus HMA.

**South Angus HMA**

2.24 In addition to the effective supply at 1 April 2011, there are a small number of development sites that may be developed for housing purposes during the LDP period. Two of these sites – at Strathmartine Hospital and Kingennie, near Wellbank – are large enough to accommodate over 150 new homes in each case, and their development would have a substantial impact on reducing the number of additional land allocations required through the Angus LDP. There are however risks associated with each of these potential development sites, connected with the economic downturn and (in the case of Strathmartine Hospital) the likelihood of extraordinary development costs. Although a total of 390 new homes have been identified in addition to the effective land supply, there is uncertainty over when these sites would come forward. Moreover, the redevelopment of the former Maltings at Carnoustie (which was part of the effective land supply at 1 April 2011) is progressing more slowly than anticipated and could also be slow to deliver new homes during the LDP period.

2.25 There is however potential for economic recovery in advance of 2024 and it should be noted that developers/landowners at Strathmartine Hospital and Kingennie are progressing with work to bring these developments forward through the planning application process. On balance, it is considered that all of the additional 390 new homes are capable of contributing towards the TAYplan housing requirements and that there will therefore be a **requirement for 350 homes** on new land allocations in the South Angus HMA. However, it will need to be recognised that the requirement could rise to around 800 homes if these additional sites do not become effective. It will be important to ensure that the MIR options for new land allocations in South Angus take account of the potential requirement for more than 350 new homes.

**West Angus HMA**

2.26 In the West Angus HMA, the potential for additions to the effective housing land supply at 1 April 2011 must be weighed against the lack of significant
development activity in Forfar and on some sites in Kirriemuir, as a result of the economic downturn. There is a very large planned and effective supply of housing land in this housing market area (see Table 3), which is likely to mean that any additional sites are unlikely to be developed for new housing at the same time as the existing sites; there is unlikely to be sufficient demand (due to mortgage constraints) or capacity within the development industry to generate such a sudden increase in housing completions. The sites that formed part of the effective land supply at 1 April 2011 are still considered to be effective housing land in accordance with the methodology of the Dundee & Angus Housing Land Audit 2011 (see Section 2 of that document).

2.27 In light of the local circumstances in housing land supply, the fact that an additional 415 new homes can be identified from potential development sites across the HMA (primarily in Forfar) will not be considered to reduce the requirement for new land allocations, as identified in Table 3. Instead, sites such as the safeguarded land at Turfbeg (Site F9, ALPR) have been considered when identifying options for future development. On this basis, it is considered that there will be a requirement for 250 homes on new land allocations in the West Angus HMA.

Conclusions

2.28 On the basis of the preceding assessments, Table 4 outlines the additional requirement for new housing land allocations that has been estimated for each of the four housing market areas:

Table 4: Estimated requirement for additional housing land allocations (number of new homes equivalent)

<table>
<thead>
<tr>
<th>Housing Market Area</th>
<th>Additional requirement for new housing land allocations</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Angus</td>
<td>0</td>
</tr>
<tr>
<td>East Angus</td>
<td>215</td>
</tr>
<tr>
<td>South Angus</td>
<td>350</td>
</tr>
<tr>
<td>West Angus</td>
<td>250</td>
</tr>
</tbody>
</table>

2.29 These figures indicate the minimum requirements for new housing land allocations (in terms of the equivalent number of new homes required) that have been estimated for purposes of defining options in the MIR. The actual number of new homes that will require additional housing land allocations cannot be determined at this stage, because the supply of effective housing land will change between 2011 and 2014. Furthermore, these figures have been calculated in terms of the preferred option for housing land. If another option from the Housing Topic Paper is ultimately chosen for the Angus LDP, the requirement for new land allocations would change.

2.30 Where there is a requirement to identify additional housing land, consideration will be given firstly to sites within built-up areas before considering options to extend settlements. The identification and distribution of additional land allocations will require to be consistent with the tiered settlement hierarchy set out in the TAYplan (Policy 1).
Strategic Land Requirements - Employment

2.31 TAYplan Policy 3: Managing TAYplan’s Assets identifies the general employment land requirement to be addressed by the Angus LDP as:

- identify and safeguard at least 5 years effective supply of employment land within principal settlements;
- safeguard areas identified for Class 4 Office type uses in principal settlements;
- assist in growing the year round role of the tourism sector.

2.32 In addition to these requirements the TAYplan Policy 4: Strategic Development Areas (Appendix 1) identifies the following sites in Angus.

<table>
<thead>
<tr>
<th>Strategic Development Area</th>
<th>Type and scale development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orchardbank Forfar</td>
<td>25ha of employment land.</td>
</tr>
<tr>
<td>Forfar Regional Agricultural</td>
<td>Employment land for agricultural services.*</td>
</tr>
<tr>
<td>Service Centre</td>
<td></td>
</tr>
<tr>
<td>Montrose Port</td>
<td>Employment land for port related land uses.</td>
</tr>
</tbody>
</table>

* The Local Development Plan will consider the requirement for any new site allocation. This Proposal further promotes the role of the agricultural service sector in the area but may not require additional sites.

2.33 The site at Orchardbank is currently allocated for employment use in the adopted Angus Local Plan Review. The Economy Topic Paper considers progress on the development of the site and whether in terms of TAYplan Policy 3, additional land allocation is required in Forfar. The Angus MIR will also consider Forfar’s important role as a Regional Agricultural Service Centre, identify whether there is a case for allocating a specific site and what options may be available. Issues relating to the Montrose Port are being addressed through the ongoing South Montrose Study. The LDP will take cognisance of this in the future development and role of this important facility.

2.34 The Economy Topic Paper also considers the effectiveness and marketability of the available supply of employment land in each of the principal settlements and identifies where additional land release or a revision of the current land allocations and/or range of permitted uses is required. There is currently no allocated land supply at Monifieth and in Carnoustie, Kirriemuir and Montrose new employment sites that were proposed by the ALPR have yet to come forward. The MIR considers the future of these allocations and whether employment land should be identified in Monifieth. These matters are considered in terms of the options for new land allocations within the appropriate settlement assessments.

3 HISTORICAL AND GEOGRAPHICAL CONTEXT FOR LDP SPATIAL STRATEGY & OPTIONS

3.1 The Angus Council area is a diverse and generally prosperous part of the East Coast of Scotland characterised by a network of interrelated communities including 7 towns, key/larger villages and a significant number of smaller settlements set in an attractive and productive rural landscape. Although each town and village in the LDP area has its own character and identity, there are clear and strong interrelationships and indeed
interdependencies between them. Angus has strong linkages with neighbouring areas, particularly Dundee and Aberdeen & Aberdeenshire. Protecting and enhancing the area’s rich and varied environmental assets and built and historic heritage has been central to the Council’s policy approach to sustainable development in Angus, including the use of the area’s finite and non-renewable resources. It remains a priority that the spatial strategy for the LDP continues to afford appropriate protection to our valued natural and built environment.

3.2 In line with previous structure plan guidance, successive Angus Local Plans have sought to focus the majority of new development in the main Angus towns and larger villages, while supporting appropriate development in smaller settlements and open countryside locations. Monitoring of the Angus Local Plan and Angus Local Plan Review confirms that this long established approach has been successful in directing the majority of growth to the seven towns and main villages and has supported housing, employment, leisure and tourism development across the wider rural area.

Housing

3.3 Over the 2001-2010 period around 4665 new homes were built across Angus (Source: Dundee & Angus Housing Land Audit background data, Angus Council). In support of the development strategy promoted by the ALPR, around 70% (3260) of all new homes were built within the development boundaries for Arbroath, Brechin, Carnoustie, Forfar, Kirriemuir, Monifieth and Montrose. Outwith the main towns, around 19% (900) of these new homes have been developed within the development boundaries of rural settlements (excluding Ballumbie Castle and Piper Dam which are considered to be stand-alone housing and leisure developments rather than settlements). The remaining 11% (500) of the overall total have been developed in open countryside locations. While development activity and new house completions have slowed significantly over the last two years, there remains an established supply of well located and effective housing land that is available for development should market conditions improve.

Employment land

3.4 The current development plan approach has sought to direct economic development to well located and serviced employment land allocations in the seven main towns. Small sites have been identified in Glamis and Letham, but outwith these areas proposals for new business development are considered against the suite of ALPR policies. Since 2000/2001, the uptake of development land on allocated sites has generally been slow, and allocated sites at Carnoustie, Forfar, Kirriemuir and Montrose have not yet progressed to development. The Economy Topic Paper identifies that the main deterrent to these sites coming forward is the general lack of development activity, fuelled by the current economic climate affecting development viability, rather than physical constraints with the individual sites. It remains the view of Angus Council that in accordance with the settlement hierarchy established by TAYplan, economic development should continue to be directed to accessible serviced sites in the main towns.
Rural Development

3.5 Outwith the main towns, successive development plans recognised that parts of rural Angus continued to lose population, local services and facilities and that the nature of the rural economy was undergoing significant change. The development strategy therefore sought to encourage diversification of the local economy and employment base and to enable new housing within rural settlements and in appropriate countryside locations, particularly where it could support the retention of rural services and facilities.

3.6 To support this wider strategy for rural development, a two-tier policy approach to housing in the countryside was adopted and continues to be used, whereby greater opportunity for new housing development is provided within those remote countryside areas that had been identified as suffering from declining population levels. This approach is based on the definition of Rural Settlement Units (RSUs), which are categorised into two groups:

- Category 1 RSUs – generally non-remote areas with stable or increasing populations where a relaxed planning regime for rural development was not considered necessary or desirable. In these areas a more restrictive policy was derived to control development outwith settlements.
- Category 2 RSUs – primarily remote rural areas for which a more relaxed planning regime was appropriate in order to stem rural depopulation and/or support existing facilities.

3.7 Development boundaries were also established for a wide range of villages and settlements ranging from the larger villages of Edzell, Friockheim, Letham and Newtyle, which include a wider range of essential services and facilities, to small settlements or groups of buildings which although residential in character have few if any services and facilities. Development land for housing was generally only allocated in larger villages, where some facilities and services were present.

3.8 As mentioned above, around 900 new homes were built in the villages and settlements with established development boundaries during the period 2001-2010. Although new housing has been focused in the larger villages/service centres of rural Angus, development opportunities have also been provided in a number of smaller settlements and in the open countryside. The availability of services and facilities varies significantly with some of the largest centres (Edzell, Friockheim, Letham and Newtyle) supporting a good range. These settlements are considered to be the most appropriate locations for future plan-led development, as they provide the greatest accessibility to services, facilities and infrastructure outwith the main towns.

3.9 Below this level, there are a large number of smaller settlements which have either a more limited range of services and facilities, or none at all. In the interests of promoting a sustainable pattern of development across the rural area, opportunity for new housing in these settlements should take account of the capacity of essential infrastructure present, accessibility to other facilities and services (shops, schools, etc.) and the capacity of the local landscape to accommodate additional development. Outwith potential brownfield renewal sites or opportunities available within the village envelope, it is proposed to review development boundaries to establish if the local landscape has the capacity to accommodate limited development without detriment to local
landscape character. The full range of development boundaries should be reviewed, to establish where modest expansion to provide small scale development opportunity can be accommodated.

3.10 Analysis of population estimates for the entire rural area over the period: 2001-2010 indicates that there has been a general increase from 29,597 to 32,299 people (+2,702). In considering the future policy approach for new housing in the countryside, it is however necessary to analyse population change in different parts of the rural area based on small area (neighbourhood) figures from the GRO mid-year estimates. The following map shows that population levels continue to vary across the landward area with some areas of the Angus Glens still showing population decline. In addition there are some pockets in the lowland Angus showing small levels of population loss. Overall however, the trend has been one of a stable or rising population in most of the RSUs:

Source: Angus Council Planning & Transport. Please note that prior to 2008, estimates were produced by Planning & Transport. From 2008, estimates have been aggregated from GRO data zone mid-year population estimates.
3.11 Over the same period, there have been considerable variations in the number of houses that have been built in different parts of the countryside and in the rural settlements. As may be expected the greatest development activity has taken place in and around the urban fringe of Dundee (the South Angus HMA; see Figure 3, ALPR Monitoring Report for details), largely fuelled by the stand-alone golf course and housing developments at Ballumbie Castle and Piper Dam, and by sites within village development boundaries at: Muirhead & Birkhill, Liff and Fowlis Easter. In general, the more remote rural areas and those without large settlements have experienced the lowest levels of new housing development.

3.12 Whilst the current development plan approach has helped to stabilise and indeed increase the population in many rural communities, the number and range of rural facilities and services present appears to have continued to contract. It is generally accepted that the availability of, and access to, local primary school, local shop/post office, public transport connections and health care facilities are important for community well being.

3.13 Although there remains a wide distribution of primary schools accessible to the rural communities, supported by an extensive school transport network, a number of rural schools have small rolls. There are however no current proposals for closure or amalgamation of rural schools. Health care facilities continue to be focussed on the main towns and larger villages. Although the public transport network in rural areas is fairly extensive, significant variation in frequency means that rural dwellers are often reliant on the private car to access services and facilities. There does however appear to have been continued contraction in the number and location of rural shops, post offices, petrol outlets etc. Despite the number of new homes built in rural Angus and the growth /stabilisation of rural population levels, there is no evidence that the approach to housing development outwith the main towns has supported the improvement or retention of such services.

4. LDP SPATIAL STRATEGY AND OPTIONS

4.1 In accordance with the TAYplan spatial strategy, Angus Council consider that the well-established strategy of guiding the majority of new development to the main towns, whilst enabling a range of rural development remains valid and should continue to underpin the policies and land allocations included in the Angus LDP.

4.2 The Angus LDP should seek to build on this general approach and direct the majority of new development (housing and economic development) and investment in essential infrastructure to the principal settlements of Angus, as defined by the TAYplan. It will also remain important to ensure that our settlements are developed as high quality places, whilst respecting the high environmental quality of our rural areas. Given the requirement for the Angus LDP to be consistent with the TAYplan. **Angus Council consider there is no reasonable alternative to the general spatial strategy and settlement hierarchy, set out in the TAYplan.** It is the role of the Angus LDP to identify development sites and establish policies to support delivery of the TAYplan strategy and policies, including establishing the approach to development in rural areas (both in identified settlements and in open countryside locations).
Strategy: In the context of national policy and strategic guidance provided by TAYplan, and in support of the Angus Community Plan and Single Outcome Agreement the land use planning strategy for Angus over the 2014 – 2024 period will seek to:

- Guide the majority of new housing and employment development to locations within the principal settlements that have the capacity to accommodate new development integrated with transport infrastructure;
- Identify development opportunities in the rural service centres which supports the local populations and services of these smaller communities;
- Maintain a policy framework that will allow for diversification of the rural economy and opportunity for small scale housing and development in both smaller settlements and the open countryside; and
- Maintain and protect the diversity and quality of the Angus environment including valued landscapes, the natural, built and historic environment and biodiversity.

4.3 The Angus LDP must also implement the settlement hierarchy established by the TAYplan. In effect, this means that the seven towns of Angus (Arbroath, Brechin, Carnoustie, Forfar, Kirriemuir, Monifieth and Montrose), where the majority of services, facilities and infrastructure capacity are located, will continue to be the focus and preferred location for the majority of new homes and employment-related development.

4.4 As mentioned above, Monifieth (along with Birkhill/Muirhead) is part of the Dundee Core Area, which is a Tier 1 settlement. Taken as a whole, the Dundee Core Area will be the focus for a greater quantity of new development than any of the remaining Angus towns; however this does not mean that new development within South Angus will need to be focused in or around Monifieth or Birkhill/Muirhead.

4.5 In accordance with TAYplan Policy 1, it is clear that new housing should be concentrated within existing development boundaries. Because the majority of land within Monifieth and Birkhill/Muirhead is in active use for residential, commercial, leisure or recreational purposes, it follows that there will be limited opportunities for new development within the Angus part of the Dundee Core Area. Because there are still substantial development opportunities within Dundee on brownfield and greenfield sites, it also follows that no substantial expansion of Monifieth and Birkhill/Muirhead is required\(^2\) to meet the TAYplan requirements for the Dundee Core Area.

4.6 In addition to the above, there is limited potential for new development outwith the existing development boundaries of Monifieth and Birkhill/Muirhead during

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\(^2\) Please note that the lack of a requirement is not considered to prejudice the desirability of considering the long-term direction of growth for the Angus part of the Dundee Core Area. It would however be necessary to consider any substantial new housing and/or employment-related development as being for future LDP periods (i.e. beyond 2024), to avoid conflicts with the emerging development strategy for Dundee and Angus. The benefits of taking a long-term view at this stage are considered to be certainty for the development industry and the ability to prepare and invest in infrastructure and landscaping to support any settlement extension. The Main Issues Report provides an opportunity to investigate the desirability of new development in these areas with local communities and development interests.
the LDP period, because new housing developments in and around Dundee are required by TAYplan Policy 5 not to prejudice the Western Gateway development within the city (which has been identified as a Strategic Development Area). The only reasonable course of action is to ensure that a consistent approach is adopted to the release of land for new development across the administrative boundary. As such, it would be highly undesirable to make substantial greenfield land allocations outwith the development boundaries for Monifieth and Birkhill/Muirhead, if these were phased to deliver a large number of new homes over the LDP period (2014-2024), when the Western Gateway development may be expected to come forward.

4.7 Taking into account the requirements of the TAYplan and the matters raised above, the only reasonable option for the LDP strategy is to direct the majority of housing and employment development to Arbroath, Forfar and Montrose, where permitted by infrastructure capacity, environmental capacity and the availability of appropriate development sites. In principle, these Tier 2 principal settlements will be the focus for the largest proportion of the housing land supply and provision of employment land within Angus. The remaining towns of Brechin, Carnoustie and Kirriemuir should also be a focus for new development, however they will in principle accommodate fewer new homes and business premises because of their status as Tier 3 principal settlements.

4.8 Returning to the issue of new development in the Angus part of the Dundee Core Area, there remains the possibility of a relatively small quantity of new development (new homes, business premises and other complementary uses including new community facilities) being developed over the LDP period. Because Monifieth has the greatest range of facilities and services of the Angus part of the Dundee Core Area (including schools, health care facilities and town centre shops), any new development should be directed to locations in and around this part of the core area in preference to other parts, to provide a sustainable settlement strategy across Angus. In order avoid conflicts with the emerging Dundee LDP, which focuses new development primarily on brownfield sites and on a limited number of greenfield sites within the city, the remainder of land within Angus which adjoins the Dundee Core Area should not be allocated for new development during the LDP period.

The strategy for rural Angus: settlements

4.9 The TAYplan provides some discretion for the Angus LDP to determine where development should take place outwith the principal settlements. The larger villages with a range of important services and facilities present (primary school, health care, shops, public transport, etc.) which are considered most suitable for and capable of accommodating additional development are Edzell, Friockheim, Letham and Newtyle. The potential scale of new housing development within these rural service centres is considered in Appendix 2 of this topic paper.

Option: meeting the development needs of rural communities (Preferred)

Small-scale development sites (whether for housing, mixed use or employment) are allocated by the LDP within Edzell, Friockheim, Letham and Newtyle. In addition, the LDP would continue to provide opportunities for new housing and economic diversification in the open countryside (where...
4.10 Where local infrastructure capacity is, or can be made available to support/accommodate new development, the rural service centres of Edzell, Friockheim, Letham and Newtyle should generally include provision to meet locally generated housing needs rather than acting as growth centres for mobile demand. Such development should be of a scale to assist in sustaining the village and its important services and facilities.

4.11 In terms of employment land allocations, the Economy Topic Paper makes clear that the preferred option is not to allocate sites in the rural area, but to provide a more flexible approach to economic development. There may however be development opportunities within the rural service centres that would be unsuitable for new housing, but which could accommodate new business premises. These sites could be reserved for employment-related uses through the Angus LDP. Where potential for employment use is considered appropriate, proposals would need to be compatible in both scale and nature with adjacent development and the character of the village.

4.12 In Angus there are currently three rural developments at Piper Dam, Letham Grange and Ballumbie Castle Estate (a fourth similar development near Wellbank has recently been approved), where a substantial number of houses have been built alongside and in support of leisure and tourist-based developments (principally golf courses and related facilities). These are stand-alone developments and although in population terms are larger than many of the Angus villages, there is no community infrastructure - shops, primary schools, etc. at these locations. The nature of the developments and lack of community infrastructure means that residents have to travel for virtually all their needs (work, school, shops, health care and other facilities and services), which promotes increased travel by private car. This is considered to be a largely unsustainable pattern of development. While further leisure-related development may be supported where it would extend the range of facilities on offer and support/sustain the wider viability of the development, it is considered more appropriate to direct residential development to more accessible and sustainable locations in the abovementioned rural service centres, where future residents can take advantage of or sustain existing facilities and services and to some extent reduce their reliance on private car travel.

4.13 There is however an alternative option to that of relying on new development in the four abovementioned rural service centres. It would be possible to allow new development to come forward anywhere across the rural area where it can be demonstrated that, out of all the viable development sites submitted to the Council through the awareness raising and consultation exercise, new development would deliver the greatest social, economic and environmental benefits.
Option: meeting the development needs of rural communities (Alternative)

Small-scale development sites (whether for housing, mixed use or employment) are dispersed across the rural area of Angus, according to developer interest and where it is demonstrated that development would deliver greater social, economic and environmental benefits than in other places. In addition, the LDP would continue to provide opportunities for new housing and economic diversification in the open countryside (where certain policy criteria are met), whilst a proposed landscape capacity-based review of settlement development boundaries (see Environment Topic Paper for details) could allow for some modest expansion of the smaller settlements.

4.14 This alternative option would require a methodology to be devised to evaluate all of the submitted potential development sites; although given that these new allocations would be of a small scale in both individual and cumulative terms, some sites could be discounted from the outset. If this option were ultimately taken forward, the assessment would be undertaken to inform the Proposed LDP. For sake of clarity, all sites submitted for consideration through the awareness raising and consultation exercise (November 2010) which are outwith the principal settlements and which have not been withdrawn by the landowner/developer, would be subject to this assessment.

4.15 This option is however not favoured as it is likely to increase dependence on the private car (relative to the preferred option). This is because there is a significant risk that this option would fail to sustain the remaining services and facilities in rural parts of Angus, which are found in significant concentrations in the rural service centres.

The strategy for rural Angus: housing in the countryside

4.16 The Local Development Plan will continue to make provision for appropriate housing and employment development in countryside locations, while maintaining support for the protection and enhancement of the areas special qualities and character. Provision for development in countryside areas will be made through the policy approach contained in the Proposed LDP and appropriate supplementary guidance. At this stage however, it appears that the increase in or stabilisation of population within some of the more remote rural areas could make it appropriate to change the approach of the current local plan to countryside housing.

4.17 Notwithstanding the observed changes in rural population levels, the preferred option is to continue with the current two-tier policy approach of offering greater support in those areas assessed as requiring additional population, to sustain the viability of communities and support the continued provision of rural services and facilities. This is because stabilisation of population levels is likely to have been supported by the number of new homes developed in the open countryside, and it would not be sensible to withdraw this support at a time when average household sizes are projected to decline (source: Household Projections for Scotland (2010-based), General Register Office for Scotland).
Option: general approach to countryside housing (Preferred)

A two-tier policy approach to new housing in the countryside is maintained in the Angus LDP, whereby more opportunities for new housing development are provided in areas that have experienced declining population levels.

4.18 The alternative option would be to treat all parts of the Angus countryside equally, in considering development proposals for new housing development in these areas. This option is not preferred because it would not support the areas that are in greatest need of new housing, or would otherwise risk the development of too much housing in the countryside in view of the overall development strategy and also the desire to reduce transport-related greenhouse gas emissions (see Climate Change Topic Paper). It should be recalled that the existing development strategy and policy approach has been successful at providing new housing in the rural areas whilst maintaining a focus of new development in the main towns.

Option: general approach to countryside housing (Alternative)

Revise the current two tier policy approach to provide a single criteria-based policy covering the whole countryside area of Angus. The same opportunities for new housing development would be provided across the LDP area.

4.19 In the case of both the preferred and alternative options, the policy and supplementary guidance for new countryside housing will be considered at the stage of reviewing the countryside housing policies for the Proposed LDP.
Appendix 1: TAYplan Policies and Proposals

Policy 1: Location Priorities

Strategies, plans, programmes and development proposals shall:

A. focus the majority of development in the region's principal settlements as follows:

   Tier 1 settlements have the potential to accommodate the majority of the region’s additional development over the plan period and make a major contribution to the region’s economy.
   - Dundee Core Area: (Dundee City, Dundee Western Gateway, Invergowrie, Monifieth, Tayport/Newport/Wormit, Birkhill/Muirhead); and,
   - Perth Core Area: (Perth, Scone, Almondbank, Bridge of Earn, Ourdenarde, Methven, Stanley, Luncarty, Balbeggie, Perth Airport).

   Tier 2 settlements have the potential to make a major contribution to the regional economy but will accommodate a smaller share of the region’s additional development.

   Tier 3 settlements have the potential to play an important but more modest role in the regional economy and will accommodate a small share of the region’s additional development which is more about sustaining them.

   - Local Development Plans may also provide for some development in settlements that are not defined as principal settlements and in rural areas where this can be accommodated and supported by the settlement, and where it genuinely contributes to the objectives of this Plan, and meets specific local needs or supports regeneration of the local economy.

B. prioritise land release for all principal settlements using the sequential approach in this Policy; and prioritise within each category, as appropriate, the reuse of previously developed land and buildings (particularly listed buildings):

   1. Land within principal settlements.
   2. Land on the edge of principal settlements.
   3. Where there is insufficient land or where the nature/scale of land use required to deliver the Plan cannot be accommodated within or on the edge of principal settlements, and where it is consistent with Part A of this policy and with Policy 2, the expansion of other settlements should be considered.
Policy 2: Shaping better quality places

To deliver better quality development and places which respond to climate change, Local Development Plans, masterplans and development proposals should:

A. ensure that climate change resilience is built into the natural and built environments through:
   i. a presumption against development in areas vulnerable to coastal erosion, flood risk and rising sea levels; including the undeveloped coast. To ensure flood risk is not exacerbated, mitigation and management measures; such as those envisaged by Scottish Planning Policy, should be promoted;
   ii. reducing surface runoff including through use of sustainable drainage systems;
   iii. protecting and utilising the water and carbon storage capacity of soils, such as peatlands, and woodland/other vegetation; and,
   iv. identifying, retaining and enhancing existing green infrastructure and spaces whilst making the best use of their multiple roles.

B. integrate new development with existing community infrastructure and work with other delivery bodies to integrate, concentrate and co-locate additional new infrastructure to optimise its coverage and capability.

C. ensure the integration of transport and land use to: reduce the need to travel and improve accessibility by foot, cycle and public transport; make the best use of existing infrastructure to achieve a walkable environment combining different land uses with green space; and, support land use and transport development by transport assessments/appraisals and travel plans where appropriate, including necessary on and offsite infrastructure.

D. ensure that waste management solutions are incorporated into development to allow users/occupants to contribute to the aims of the Scottish Government’s Zero Waste Plan.

E. ensure that high resource efficiency is incorporated within development through the orientation and design of buildings, the choice of materials and the use of low and zero carbon energy generating technologies to reduce carbon emissions and energy consumption to meet the Scottish Government’s standards.

F. ensure that the arrangement, layout, design, density and mix of development and its connections are the result of understanding, incorporating and enhancing present natural and historic assets*, the multiple roles of infrastructure and networks and local design context, and meet the requirements of Scottish Government’s Designing Places and Designing Streets and provide additional green infrastructure where necessary.

   Outside – In: Understanding the environmental context of a site, how a site works in its wider location and how that shapes what happens within is essential to integrating new development.

   Inside – Out: Conversely, considering how the site connects from the inside-out and builds on existing features, networks and infrastructure, enhancing these through new development.

   Integrate Networks: Making it easy, safe and desirable to walk and cycle within and between neighbourhoods utilising existing green space and water networks and enhance these areas to deliver a better quality of place and life.

   Work with the grain of the place: Respecting and working with the grain of a place. This approach will help determine the size, shape and form of development and how it can respond to adaptation to help achieve future-proofing our new communities and facilities.

*Natural and historic assets: Landscapes, habitats, wildlife sites and corridors, vegetation, biodiversity, green spaces, geological features, water courses and ancient monuments, archaeological sites and landscape, historic buildings, townscapes, parks, gardens and other designed landscapes, and other features (this includes but is not restricted to designated buildings or areas).
Policy 3: Managing TAYplan’s Assets

Land should be identified through Local Development Plans to ensure responsible management of TAYplan’s assets by:

| Employment Land                          | • identifying and safeguarding at least 5 years supply of employment land within principal settlements to support the growth of the economy and a diverse range of industrial requirements;  
|                                          | • safeguarding areas identified for class 4 office type uses in principal settlements; and,  
|                                          | • further assisting in growing the year-round role of the tourism sector. |
| Green belts                              | • continuing to designate green belt boundaries at both St. Andrews and Perth to preserve their settings, views and special character including their historic cores; assist in safeguarding the countryside from encroachment; to manage long term planned growth including infrastructure in this Plan’s Proposals Map and Strategic Development Areas in Policy 4; and define appropriate forms of development within the green belt based on Scottish Planning Policy;  
|                                          | • using Perth green belt to sustain the identity of Scone, and provide sufficient land for planned development around key villages and settlements. |
| Finite Resources                         | using the location priorities set out in Policy 1 of this Plan to:  
|                                          | • safeguard minerals deposits of economic importance and land for a minimum of 10 years supply of aggregates at all times in all market areas; and,  
|                                          | • protect prime agricultural land, new and existing forestry areas, and carbon rich soils (where identified) where the advantages of development do not outweigh the loss of productive land. |
| Natural and Historic Assets*             | Understanding and respecting the regional distinctiveness and scenic value of the TAYplan area through:  
|                                          | • ensuring development likely to have a significant effect on a designated or proposed Natura 2000 site (either alone or in combination with other sites or projects), will be subject to an appropriate assessment. Appropriate mitigation requires to be identified where necessary to ensure there will be no adverse effect on the integrity of Natura 2000 site in accordance with Scottish Planning Policy;  
|                                          | • safeguarding habitats, sensitive green spaces, forestry, watercourses, wetlands, floodplains (in-line with the water framework directive), carbon sinks, species and wildlife corridors, geodiversity, landscapes, parks, townscapes, archaeology, historic buildings and monuments and allow development where it does not adversely impact upon or preferably enhances these assets; and,  
|                                          | • identifying and safeguarding parts of the undeveloped coastline along the River Tay Estuary and in Angus and North Fife, that are unsuitable for development and set out policies for their management; identifying areas at risk from flooding and sea level rise and develop policies to manage retreat and realignment, as appropriate. |
| Transport                                | • safeguarding land at Dundee and Montrose Ports, and other harbours, as appropriate, for port related uses to support freight, economic growth and tourism; and,  
|                                          | • safeguarding land for future infrastructure provision (including routes), identified in the Proposal Map of this Plan or other locations or routes, as appropriate, or which is integral to a Strategic Development Area in Policy 4 of this Plan, or which is essential to support a shift from reliance on the car and road-based freight and support resource management objectives. |

*Natural and historic assets: Landscapes, habitats, wildlife sites and corridors, vegetation, bio-diversity, green spaces, geological features, water courses and ancient monuments, archaeological sites and landscape, historic buildings, townscapes, parks, gardens and other designed landscapes, and other features (this includes but is not restricted to designated buildings or areas).
Policy 4: Strategic Development Areas

Local Development Plans should:

A. Identify specific sites for the Strategic Development Areas and allocate land for the uses set out in table 1, below and identified in the Proposals Map of this Plan:

Table 1: Strategic Development Areas

<table>
<thead>
<tr>
<th>Strategic Development Area</th>
<th>Type and indicative scale of development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orchard Bank Forfar</td>
<td>25ha of employment land.</td>
</tr>
<tr>
<td>Forfar Regional Agricultural Service Centre</td>
<td>Employment land for agricultural services.*</td>
</tr>
<tr>
<td>Montrose Port</td>
<td>Employment land for port related land uses.</td>
</tr>
<tr>
<td>Dundee, Linlathen</td>
<td>40ha of employment land.</td>
</tr>
<tr>
<td>Dundee Centre and Port</td>
<td>Mixed uses including business, commercial, leisure, retail, residential and port related uses.</td>
</tr>
<tr>
<td>Dundee Western Gateway</td>
<td>750+ homes and 50ha of employment land.</td>
</tr>
<tr>
<td>The James Hutton Institute</td>
<td>5 to 10ha of employment land for food/agricultural research.</td>
</tr>
<tr>
<td>West/North West Perth</td>
<td>4,000+ homes and 50ha of employment land.</td>
</tr>
<tr>
<td>Oudenarde</td>
<td>1,200+ homes and 34ha of employment land.</td>
</tr>
<tr>
<td>Cupar North</td>
<td>1,400 homes, 10ha of employment land and bulky goods retail.</td>
</tr>
<tr>
<td>St. Andrews West and Science Park</td>
<td>1,090 homes, 10ha of employment land and 10ha for a science park.</td>
</tr>
</tbody>
</table>

B. Include (or cover in Supplementary Planning Guidance) Strategic Development Frameworks** for Strategic Development Areas***. These should reflect the overall policy requirements of this Plan and from which master plans will be developed, reflecting in particular the Scottish Government's Planning Advice Note (PAN) 83: Masterplanning and Architecture and Design Scotland publication Design Review: Lessons learnt from Masterplanning (2010). Frameworks shall set out how new sustainable places (as referred to in PAN 83) are to be implemented.

* The Local Development Plan will consider the need for any new sites, together with existing sites. This Proposal further promotes the role of the agricultural service sector in the area but may not require sites.

** Strategic Development Frameworks: Wide area proposals of strategic links, accessibility, and land use principles, and how these relate to the masterplan site. They establish key development parameters through a process of consultation with community, stakeholders and the local authority. Strategic Development Frameworks are often used for large masterplan sites, urban extensions and districts.

*** With the exception of West/North West Perth the other Strategic Development Areas already have a framework/masterplan in place or are of a scale/nature where one is not required (Orchardbank, Linlathen, Forfar Regional Agricultural Service Centre and The James Hutton Institute).
Policy 5: Housing

Local Development Plans shall:

A. Allocate land which is effective or capable of becoming effective to meet the housing land requirement up to year 10 from the predicted date of adoption, ensuring a minimum of 5 years effective supply at all times and work towards the provision of a 7 years supply of effective housing land by 2015 to support economic growth. Land should be allocated within each Housing Market Area (Proposal 2) through Local Development Plans to provide an effective and generous supply of land to assist in the delivery of in the order of 26,000 units up to year 2024 across TAYplan. Average annual build rates are illustrated*. In the period 2024 to 2032 in the order of 17,400 units may be required. To assist the delivery of these build rates, Local Development Plans shall allocate sufficient land to ensure a generous supply of effective housing sites and to provide for flexibility and choice.

Proposal 2 – average annual housing market area build rates

<table>
<thead>
<tr>
<th>Housing Market Area</th>
<th>average annual housing market area build rates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highland Perthshire</td>
<td>80</td>
</tr>
<tr>
<td>Perth</td>
<td>510</td>
</tr>
<tr>
<td>Eastern Perthshire</td>
<td>120</td>
</tr>
<tr>
<td>Strathearn</td>
<td>130</td>
</tr>
<tr>
<td>Kinross</td>
<td>70</td>
</tr>
<tr>
<td>Dundee City</td>
<td>610</td>
</tr>
<tr>
<td>South Angus</td>
<td>80</td>
</tr>
<tr>
<td>West Angus (Forfar, Kirriemuir and the Glens)</td>
<td>90</td>
</tr>
<tr>
<td>East Angus (Arbroath)</td>
<td>80</td>
</tr>
<tr>
<td>North Angus (Montrose and Brechin)</td>
<td>80</td>
</tr>
<tr>
<td>St. Andrews and East Fife</td>
<td>210</td>
</tr>
<tr>
<td>Cupar and North West Fife</td>
<td>110</td>
</tr>
</tbody>
</table>

- in serious cases of appropriately evidenced environmental or infrastructural capacity constraints, provide for up to 10% of the housing provision for one market area to be shared between one or more neighbouring housing market areas within the same authority taking account of meeting needs in that housing market area.

- ensure that the mix of housing type, size and tenure meets the needs and aspirations of a range of different households throughout their lives, including the provision of an appropriate level of affordable housing based on defined local needs. Local Development Plans (where applicable) will need to set affordable housing requirements for or within each housing market area.

B. have the flexibility to plan for house building rates in Dundee City to exceed the level of annual provision in Proposal 2.

C. ensure there is a presumption against land releases in areas surrounding the Dundee and Perth Core Areas, including the Carse of Gowrie, where it would prejudice the delivery of Strategic Development Areas or regeneration within the core areas or conflict with other parts of this Plan.

*Average build rates are illustrated annually to assist the understanding of what the scale of housing is for communities. These are only averages and the period in which these build rates should be achieved is over the first 12 years of the Plan, not annually. It is anticipated that within the first 12 year period build rates will be lower than the average in the early period and greater in the later period. These figures include Strategic Development Areas and affordable housing.
Policy 8: Delivering the Strategic Development Plan

To ensure that quality is designed-in to development and places developer contributions shall be sought for new development:

- to mitigate any adverse impact on infrastructure, services and amenities brought about by development including contributions towards schools, affordable housing, transport infrastructure and facilities (including for road, rail, walking, cycling and public transport), and other community facilities in accordance with the Scottish Government Circular 1/2010.
Appendix 2: Housing for Local Needs in Rural Service Centres

1. Introduction

1.1 This appendix seeks to quantify a level of new housing development that may be suitable in demographic terms, to ensure the sustainability of the Angus rural service centres over the period covered by the Angus Local Development Plan (LDP): 2014-2024. These rural service centres have been defined as Edzell, Friockheim, Letham and Newtyle. The appendix supports the preferred option of allocating land for mixed-use development, led by housing, within the rural service centres. It does not necessarily provide an estimate for how many new homes should be developed in accordance with the alternative option, which is defined as the dispersal of plan-led development outwith principal settlements, on the basis of results to a site-by-site appraisal of social, economic and environmental factors. Additional work would be required in support of this option, if it were ultimately taken forward within the Proposed LDP.

1.2 The conclusions of this appendix provide an interpretation of the TAYplan’s provisions, regarding the level of new development that may be accommodated in Angus settlements that are not classified as principal settlements; in accordance with the preferred option for meeting the development needs of rural communities, these are the four rural service centres. It is not however the intention of this work to determine the level of new housing development that will necessarily be appropriate within each rural service centre over the LDP period. Other social, economic and environmental considerations will ultimately be important in considering the capacity of a village to acceptably accommodate new housing. Consultation with local communities and stakeholders will also be important, in determining the scale of future land allocations through the Angus LDP. This technical note provides a reasonable estimate, which can be used as a starting point for consultation purposes through the Main Issues Report.

1.3 This appendix also explains the method that has been used to provide an estimate for the level of new housing that could and perhaps should be developed in the rural service centres. In the absence of overriding social, economic or environmental concerns, these estimates will be used within the Angus Main Issues Report in defining preferred and alternative options for new development.

2. Background

2.1 Policy 1 of the TAYplan (approved June 2012) states that LDPs may provide for some development in settlements and rural areas that are not defined as principal settlements. Within Angus, the principal settlements have been defined as the seven main towns together with the villages of Birkhill and Muirhead (part of the Dundee Core Area).

2.2 New development in areas outwith the principal settlements must be for specific local needs or support regeneration of the local economy, and must contribute to meeting the TAYplan objectives (see Policy 1, TAYplan). One of these objectives involves locating the majority of the region’s development in the principal settlements. This puts an obvious limit on the scale of new development in these areas: cumulatively speaking, the level of new development must be less than is planned for the principal settlements.
2.3 Development for local needs or for local economic regeneration should not seek to satisfy what may be described as an area’s mobile demand for new housing. This is the demand that has been displaced from other parts of a housing market area (large towns or cities), for reasons of house price or availability rather than for family or employment-related purposes. Through the Angus LDP, the Council will instead seek to meet in full the housing requirements of Policy 5, TAYplan (approved June 2012) on sites that are in or around the principal settlements. This is in order to help limit the negative environmental effects of mobile demand. Without efforts to limit its occurrence, this component of housing demand would almost inevitably lead to higher emissions in greenhouse gases, because of the travel demands that are associated with the displacement of population to the rural areas.

2.4 For purposes of delivering the most sustainable pattern of new development, the preferred option of the Angus Main Issues Report 2012 will seek to direct new homes to the four rural service centres of Edzell, Friockheim, Letham and Newtyle. These settlements are amongst the largest villages in Angus, offer a range of local facilities and services and already help to meet local needs for housing, employment and primary school education. The purpose of this appendix is to determine how much new housing is required to sustain these rural service centres in population terms, which may in turn help to secure future rural service provision. However, the monitoring report for the Angus Local Plan Review (adopted 2009) indicates that population growth is unlikely to be sufficient to sustain or increase rural services and facilities.

3. **Methodology**

3.1 In order to provide an estimate for the number of new homes that could be developed to sustain the rural service centres, it is important to compare levels of population change with levels of new housing and to investigate whether there is any relationship between the two. In simple terms, it seems reasonable to suppose that the building of new homes will lead to a rise (either synchronous or delayed) in the population of a settlement, as some of the properties will be occupied by new households or in-migrants. New households can lead to population increases through the birth of children.

3.2 A procedure of comparing small area statistics over a ten-year period was used to obtain the results that are included below. Four sets of comparisons were made (one set for each rural service centre) each involving a series of mid-year population estimates from 2001-2010, and a series of housing completion statistics for the same time period. Statistics are available from the population and housing land audit data that is produced by Angus Council’s Planning & Transport Division (for details of population estimates, please see [http://www.angus.gov.uk/atoz/pdfs/SmallAreaPopulationEstimates.pdf](http://www.angus.gov.uk/atoz/pdfs/SmallAreaPopulationEstimates.pdf)).

3.3 Using the small-area population statistics, annual changes in population were calculated and these were set against the annual numbers of new housing completions that were recorded for the settlement, through the housing land audit process. Any noteworthy similarities or dissimilarities between fluctuations and trends in completions and population change were considered and recorded for each rural service centre (see results section below).
3.4 Following these comparisons for each of the rural service centres, opportunity was taken to consider any common patterns between the results for these centres. The conclusions are based on these considerations in particular but also include discussions on the variations over time and between each settlement.

4. Results

4.1 The graphs on the following pages show the number of new homes completed each year from 2001-2010, together with the annual change in resident population over the same period, for each of the four rural service centres. These graphs may be described in terms of the following results:

**Edzell**
- There is a close relationship between annual changes in population within Edzell and the number of new homes that were completed in the same year.
- When a relatively large number of new homes were built (more than 10), this often coincided with a relatively large rise in population (more than 10 persons).
- As may be expected, the large number of new homes completed in 2004 seems to have resulted in a relatively large growth in population in 2005. Some of these properties might not have been occupied immediately (they may not have been sold or let immediately on completion).
- Where no new homes were built within a single year (2003 and 2009), a fall in local population levels was recorded.
- A larger than expected rise in population was recorded in 2010, despite relatively few new homes being completed.

**Friockheim**
- Up until 2005, any changes in population were positive and the rate of change followed the pattern of new housing completions.
- From 2006 to 2008, there is no obvious relationship between estimated changes in population and the annual number of new housing completions. Decreases in population in 2006 and 2007 were accompanied by relatively large numbers of new housing completions in each of these years.
- Where annual house completion figures are relatively low (2001, 2008, 2009 and 2010), population change is generally zero or negative. Although was not the case in 2008, the relatively large number of new completions in both 2006 and 2007 may help to account for the sudden rise in population.
- There was only one year (2010) for which no new homes were completed. A relatively modest decrease in population was recorded for this year.

**Letham**
- There is a close relationship between annual changes in population within Letham and the number of new homes that were completed in the same year.
- The largest annual decrease in population was recorded in the year of the smallest number of new housing completions (2007).
- The period of population decline (2006-2008) coincides with a period of relatively low new housing completions.
• The rise in new housing completions between 2007 and 2009 coincides with a rise in the annual population change, from a decrease in annual population to a large increase in 2009.

• Although new homes were completed in 2001, there was no estimated change in population.

Newtyle

• There is no obvious relationship between annual changes in population within Newtyle and the number of new homes that were completed in the same year.

• The level of housing completions in Newtyle was low over the period 2001-2010 compared to the other rural service centres. Total population change was negative over this period, although there were two years of sudden population growth (2002 & 2004). Although this coincides with a relatively large number of new homes in 2002, no new homes were completed in 2004.

• On the three occasions that no new homes were completed (2004, 2007 and 2009), the population was estimated to have increased (2004), remained static (2007) or decreased (2009).

• From 2005 to 2010, when only a few new homes were completed, annual estimates generally indicate a year-on-year decline in the population (with the exception of 2007).

The four rural service centres considered together:

• If new homes are not provided, the population is very likely to decrease over time.

• There is no direct correlation between the number of new homes and the size of population change in a rural service centre.

• In general the more new homes that are built in a single year, the more likely it is that annual population change will be positive in that year, or the year after.

• In the ten-year period of 2001 to 2010, annual population change and new housing completions were closely aligned in Edzell and Letham. There is no such alignment in the data for Friockheim and Newtyle.
Friockheim

Year

New Completions
Population Change

Number of new homes per year/
Annual population change

2001 2002 2003 2004 2005 2006 2007 2008 2009 2010

-30 -20 -10 0 10 20 30 40 50 60

Topic Paper No 1 - Spatial Strategy
Newlyle

Year

Number of new homes per year/
Annual population change

2001 2002 2003 2004 2005 2006 2007 2008 2009 2010
5 Conclusions

5.1 There are clearly a variety of factors that will influence a change in the population of a settlement. Some of these are national trends – such as changes in household size, or changes in birth and death rates, which often reflect changes in lifestyle – others are specific to a town or village, and include the availability of new housing. The comparison of annual population change and new housing completions for the four rural service centres indicates that the relative influence of these different factors may vary between settlements, or vary over time within one settlement (e.g. Friockheim).

5.2 There is only one occasion in all of the time-series for rural service centres when a rise in population was estimated in the same year that no new homes were built (Newtyle, 2007). There are however periods of time in some of the rural service centres when new homes were being built, but decreases in estimated population were recorded (see graphs for Letham and Friockheim in particular). The nature of the new housing (its size, type and tenure) may be a factor in these cases, but on such a small scale, the individual circumstances of new tenants and owner occupiers will be important. Despite all of the complexities, the results do however indicate a "rule of thumb" that can be applied to establish the basis for consultation with development interests and communities, on the level of new housing that could and should be planned for the rural service centres.

5.3 The results strongly suggest that new housing is important for ensuring that the population of the four rural service centres does not decline. As mentioned in the background section above, the preferred option for the LDP strategy is to ensure the sustainability of the four rural service centres. From reviewing the results, in years of little new housing development (less than five homes) the population of each village has tended to decline, rather than increase or remain stable. In years where less than seven new homes were developed, there was an equal chance that the population would decline, or increase/remain stable. This indicates that the development of at least five homes per year would be reasonable to avoid the decline of these settlements and the potential loss of services and facilities.

5.4 On the basis that the LDP will cover a ten-year period (2014-2024), the foregoing indication suggests that new housing allocations for the rural service centres should be made to ensure that at least 50 new homes can be developed in each village over the lifespan of the LDP. The following graph corroborates this finding, insofar as the only village that did not witness 50 or more new homes over the period 2001-2010 was the only village to suffer an overall decrease in population.

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For sake of clarity, please note that there were no years in which 5 new homes were developed in any one of the rural service centres, during the period under consideration. As such, taking the criterion: 'less than six homes were developed' is equivalent to that of 'less than five homes were developed', insofar as exactly the same set of results would be included. In fact, the next meaningful criterion when increasing the threshold is that of 'less than seven homes were developed'; which is why this criterion is considered within the text.
5.5 This conclusion of seeking to ensure the development of 50 new homes in each rural service centre is clearly not definitive, not least because it does not take into account spatial issues regarding whether 50 new homes can be acceptably accommodated in a village. Issues of infrastructure capacity, landscape impact and accessibility will be important in determining the acceptability of new development. The conclusions of this appendix do however provide a reasonable starting point for consultation purposes, based on matters of principle and the best available evidence.

**Conclusion:**

As a general “rule of thumb”, land that is capable of accommodating at least 50 new homes during the LDP period (2014-2024) should be available in each rural service centre at 2014, for purposes of meeting local needs and therefore sustaining the local population. This however will be subject to more detailed settlement-specific considerations and consultation with local communities and development interests.