

**REPORT TO: DUNDEE, PERTH, ANGUS AND NORTH FIFE  
STRATEGIC DEVELOPMENT PLANNING AUTHORITY  
JOINT COMMITTEE MEETING ON 16<sup>th</sup> FEBRUARY 2011**

**REPORT ON: PROPOSED STRATEGIC DEVELOPMENT PLAN 2012-2032**

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**REPORT NO: SDPA01-2011**

## **1.0 PURPOSE OF REPORT**

1.1 The purpose of this report is to seek approval for the Proposed Strategic Development Plan. In addition, approval is sought for the Equalities and Human Rights Impact Assessment. The Committee are asked to note the Habitats Regulations Appraisal, the Schedule of TAYplan's responses to representations made at the Main Issues Report stage and the background Topic Papers.

## **2.0 SUMMARY**

2.1 The Proposed Strategic Development Plan is the key stage where the Strategic Development Planning Authority sets out its provisional views as to what the final content of the Plan should be. This then is the basis of a 8 week period to allow any representations to be made to the Plan and the Equalities and Human Rights Impact Assessment.

2.2 The Plan is focused on delivering sustainable economic growth for the area through shaping better quality places and responding to climate change, as reflected in the vision. The 8 policies and proposals contained within the Plan set out the spatial strategy over the next 20 years of where development should and should not go, and how new development should be achieved. Whilst the country is currently experiencing low economic growth, it is important that the Plan focuses on the long term strategy of delivering sustainable economic growth, and in doing so having an effective supply of land identified to facilitate the delivery of new development.

2.3 The Plan provides a positive, ambitious and deliverable framework for Local Development Plans across the TAYplan area to provide greater policy detail and for development proposals.

## 2.4 The key proposals/policies within the Plan are:

- i. To grow TAYplan's economy and facilitate investment;
- ii. Locating the majority of new development in TAYplan's principal settlements;
- iii. The main areas of growth are in the Dundee and Perth Core Areas, with a presumption against housing land releases in the surrounding areas (not already in Structure/Local Plans or with planning permission) unless it would not prejudice the delivery of the Plan;
- iv. A range of Strategic Development Areas are identified, the majority of which are already in Structure/Local Plans or with planning permission and are effective;
- v. To shape better quality places and respond to climate change;
- vi. To continue to designate green belt boundaries at Perth and St. Andrews, with no further additional strategic development at St. Andrews beyond the proposed Strategic Development Area;
- vii. To assist in meeting the identified housing need and demand through providing an effective supply of land to facilitate approximately 26,000 units (2,170 annual average) being built within the first 12 years of the Plan;
- viii. To integrate new transport proposals with landuse planning, complementing the Regional Transport Strategies;
- ix. To identify suitable locations for the provision of energy and waste/resource management infrastructure;
- x. Set out a hierarchy of comparison retail centres, with Dundee City Centre as the regional centre, Perth City Centre as the sub-regional centre, and other larger and smaller town centres identified; and,
- xi. The requirement for developer contributions to ensure that quality is designed into development and places.

## 3.0 RECOMMENDATION

### 3.1 It is recommended that The Joint Committee:

- a) approve the Proposed Strategic Development Plan (Appendix One) and the Equalities and Human Rights Impact Assessment (Appendix Two);
- b) adopt the Habitats Regulations Appraisal (published with this Report), the Schedule of TAYplan's Responses to Representations Received at the Main Issues Report stage (published with this Report), and Background Topic Papers (published with this Report);
- c) request that the four constituent Councils ratify the above decisions (a-b) and, including the Cairngorms National Park Authority, approve the Habitats Regulations Appraisal;
- d) delegate the SDPA Manager to undertake the Proposed Strategic Development Plan period of representations in line with the statutory requirements and the Participation Statement as set out in the Revised Development Plan Scheme (Report 03-2011: Revised Development Plan Scheme); and,
- e) delegate the SDPA Manager to report back to The Joint Committee in October 2011 on the representations received to the Proposed Plan.

## **4.0 FINANCIAL IMPLICATIONS**

- 4.1 The Proposed Strategic Development Plan will result in financial expenditure being incurred primarily on consultation, printing and advertising. Additional costs will be incurred in the printing of all other documents. These costs are projected at approx. £30,000 and can be accommodated within the TAYplan budget 2011/12.

## **5.0 BACKGROUND**

- 5.1 The Proposed Strategic Development Plan is the stage where the Strategic Development Planning Authority sets out its view as to what the final content of the Plan should be. The Plan sets out a vision of how the area should develop together with a spatial strategy which explains where development should and should not go in the TAYplan area over the next 20 years. The Plan provides a locational strategy for new development up to year 12 from Plan approval and a broad indication of the scale and direction of growth up to year 20.
- 5.2 All of the representations made to the Main Issues Report, and related documents, have informed the content of the Proposed Plan. Officers from the 4 Constituent Councils and TAYplan's 13 Key Stakeholder organisations have been involved throughout the preparation of the Plan.
- 5.3 The Proposed Plan will be published, subject to ratification, for an 8 week period to allow representations to be made to either support or object to the Plan. Thereafter, the representations will be considered and the Joint Committee in October 2011 will consider whether any modifications should be made to the Plan or whether the Plan is submitted to The Scottish Ministers without modifications.
- 5.4 The Main Issues Report set out the key issues, spatial strategy and growth options, and the proposed Strategic Development Areas. The Proposed Plan retains the principles set out within the Main Issues Report as well as the preferred Spatial Strategy and level of growth, and translates this into policies and proposals. There are no substantial changes to where development is now proposed in the Proposed Plan from what was previously set out.
- 5.5 The Proposed Strategic Development Plan has a number of other documents which have been prepared in parallel.
- The Proposed Action Programme (Report 02-2011: Proposed Action Programme) sets out the actions required to deliver the Proposed Plan.
  - The Habitats and Regulations Appraisal assesses the impacts of the Plan against the conservation objectives and qualifying features of the relevant wildlife sites with European protection (published with this Report).
  - The Equalities and Human Rights Impact Assessment (Appendix Two) helps ensure that we do not discriminate and that, where possible, we utilise opportunities to promote equality, as well as all other human rights.
  - A schedule of TAYplan's responses to representations received at the Main Issues Report stage (published with this Report).

## 6.0 PROPOSED STRATEGIC DEVELOPMENT PLAN - DISCUSSION

### Overview

- 6.1 The Proposed Strategic Development Plan (Appendix One) sets out the Strategic Development Planning Authority's view of what the final content of the Plan should be.
- 6.2 The Plan is concise and is focused on strategic and cross boundary landuse planning issues. The Plan sets out a vision and a spatial strategy of where development should be located over the next 20 years. In addition, the Plan has 8 policies and proposals which provide a strategic policy context for the preparation of Local Development Plans and planning decisions across the TAYplan area.
- 6.3 The Plan is focused on delivering sustainable economic growth for the area through shaping better quality places and responding to climate change. The Plan is laid out around the vision and objections followed by a series of policies and proposals continuing with a central theme of quality of place. Protecting and enhancing this quality has a direct impact on the economic competitiveness of the region and will directly affect the quality of life of those who live, work and visit the region. The paragraphs below provide further detail on the vision and each of the policies/proposals.
- 6.4 The statutory Development Planning Regulations (background paper 13.4) require the Strategic Development Planning Authority in preparing a Strategic Development Plan to have regard to:
- The resources available or likely to be available for the carrying out of the policies and proposals set out in the plan;
  - Any adjoining strategic development plan, either existing or proposed;
  - Any regional transport strategy relating to the area;
  - Any river basin management plan relating to the area;
  - Any local housing strategy relating to the area; and,
  - The national waste management plan.
- 6.5 Regard has been had to all of these requirements in preparing the Proposed Strategic Development Plan, as well as the National Planning Framework 2 and the Scottish Government's Strategic Transport Policy Review.

### Vision and Objectives

- 6.6 The Main Issues Report set out a draft vision and through the comments received at that stage, the vision has been amended to make it more ambitious. The vision is...
- 'By 2032 the TAYplan region will be sustainable, more attractive, competitive and vibrant without creating an unacceptable burden on our planet. The quality of life will make it a place of first choice where more people choose to live, work and visit, and where businesses choose to invest and create jobs'*

- 6.7 Three key principles flow from the vision:
- Supporting sustainable economic development and improving regional image and distinctiveness.
  - Enhancing the quality of places through better development outcomes.
  - Ensuring effective resource management and promoting an accessible, connected and networked region.

From these key principles a number of objectives set out how the vision can be achieved through landuse planning.

#### Proposals Map

- 6.8 This map sets out all of the strategic proposals contained within the Plan. The detail of the transport proposals is largely contained within the Regional Transport Strategies and set out within the Proposed Action Programme.

#### Location Priorities

- 6.9 This sets out the spatial strategy of where development should and should not go. The strategy focuses the majority of TAYplan's new development within its principal settlements. These principal settlements are set out as 3 tiers with Tier 1 covering both the Perth and Dundee Core Areas, as defined within Policy 1. The role of development in smaller settlements and in rural areas is recognised and will be considered through Local Development Plans.
- 6.10 This strategy has been carried forward from the preferred strategy set out in the Main Issues Report with minor expansion of the Perth Core Area (to include Methven, Stanley, Luncarty, Balbeggie and Perth Airport), and to include Leuchars/Guardbridge as a Tier 3 settlement.
- 6.11 The policy sets out location of green belts at Perth and St. Andrews and undeveloped coastline areas; the Policy approach to which is set out in Policy 3. A sequential approach to the release of land is promoted. The policy further states that there will be no further additional strategic development at St. Andrews, beyond what is currently planned for.

#### Managing TAYplan's Assets

- 6.12 How we manage our built and natural assets through landuse planning is critically important to achieving the Plan's vision. Policy 3 promotes an effective supply of employment land and growing the tourism sector. The continuation of designating green belt boundaries at Perth and St. Andrews which is currently progressing through the Local Plan/Local Development Plans. This policy recognises the importance of these green belts. The policy seeks to protect and safeguard our finite resources. Mineral deposits of economic importance and land for a minimum supply of 10 years of aggregates should be identified through Local Development Plans. Prime agricultural land (as defined as classes 1, 2 and 3.1) and new and existing forestry continues to be protected where possible. The policy introduces the protection of carbon rich soils, which is important in responding to climate change and how we use land.

### Shaping Better Quality Places

- 6.13 Shaping better places and responding to climate change are required through national policy to be embedded within Development Plans. Quality of Place is central to the vision and objectives of the Plan. Policy 2 focuses on responding to climate change, integrating new development with existing settlements, infrastructure networks, landscape, and community infrastructure. The policy sets out key guiding principles which will help ensure some consistency across the Local Development Plans and development proposals.
- 6.14 The quality of TAYplan's natural and historic assets are a key factor in the attractiveness and high quality of the place. Whether this is viewed at a regional scale, individual settlements, coastline or through travelling on a main route the quality of place is of national and international importance. As such, Policy 3 sets out how assets should be safeguarded.

### Strategic Development Areas

- 6.15 Policy 4 sets out the strategic areas for new development. The majority of these areas are already allocated within Structure/Local Plans and/or have planning permission. These sites remain effective and are expected to be delivered within the next 20 years.
- 6.16 Some Strategic Development Areas have more of a housing focus within a mixed use environment including employment (Dundee Western Gateway, West/North West Perth, Oudenarde, Cupar North and St. Andrews West) and others an employment focus (Orchardbank, Montrose Port, Linlathen, Dundee Centre and Port, and the Scottish Crop Research Institute). The potential for a regional agricultural service centre at Forfar is also identified. This proposal may not require further sites to be identified; rather it is focused on further promoting the role of the agricultural service sector with a geographical emphasis in the Forfar area. All of these proposals are/will be developed further through the Local Plans/Local Development Plans.
- 6.17 The process of masterplanning these Strategic Development Areas locations is critically important to ensure that the quality of development expected is achieved. The policy promotes the use of Strategic Development Frameworks where new sites are still to be identified to deliver this Policy. Such frameworks set out the early stage of how the development should be integrated with existing networks, landscape etc., where within the site(s) for example development types should be located, density as well as setting out a business plan for delivering the proposal. More detailed masterplans then follow. Much of this work has already been undertaken on the Strategic Development Areas and for this Plan a framework will only be required for development to the West/North West of Perth which is at an early stage.

## Housing

- 6.18 An important aspect of the Strategic Development Plan is setting out the level of housing land requirement that should be provided to assist in meeting the need and demand as identified through the TAYplan Housing Needs and Demand Assessment. In doing so the Plan and through Local Development Plans, require to identify land that is or can become effective and be delivered without significant constraints.
- 6.19 The Main Issues Report set out different options for levels of growth, with a preferred option of a lower level of population and household growth (2006 base) than what is now predicted (at 2008 base). What informs the amount of housing required is the TAYplan Housing Needs and Demand Assessment (January, 2010). This identifies the likely need and demand for between 2,050 and 3,590 market and affordable housing solutions annually, on average. The difference relates to the backlog of need, with the lower figure based on sensitivity analysis. Not all of this can be delivered through the Development Plan. Some of the need will be met through, for example, refurbishment/alterations to units to better meet the needs identified. This is considered further through Local Housing Strategies. The Scottish Government (Centre for Housing Market Analysis) has recently confirmed that the process and methodology used to produce the TAYplan Housing Needs and Demand Assessment is robust and credible.
- 6.20 The housing land requirement identified in Policy 5 of the Proposed Plan is the amount of new housing units that is estimated to be needed. This is not the same as the total number of new houses for which land has to be identified. About 30% of the total requirement in the Plan has already been identified through approved Structure Plan and/or Local Plans, including a number of strategic sites. This is identified for each Housing Market Area within the TAYplan area, and is set out as average annual build rates. Achieving this level of new housing development is largely outwith the Local Authorities control and will depend on the market to deliver. As such, the level of housing delivered annually will vary.
- 6.21 The Plan sets out to facilitate the building of approximately 26,000 units within the first 12 years (by 2024), an annual average of 2,170. This is illustrated as average annual build rates for new housing units by Housing Market Areas to break down the overall number and assist the understanding of the scale of housing for communities. The build rate is expected to be lower in the early part of the 12 year period and higher in the later part, given the current economic climate.

- 6.22 The policy decision to identify land to enable a lower level of new units to be built is based on the need to identify a realistic level of growth and taking account of the sensitivity analysis undertaken as part of the TAYplan Housing Needs and Demand Assessment and Scottish Planning Policy (2010). The current projections from the General Registers Office (GRO) are projections and do not substantially take account of the current economic downturn and the huge fall in the number of new houses being built. This will work its way through future bi-annual projections. Scottish Planning Policy (2010) states that '*wider strategic economic, social and environmental policy objectives should be taken into account when determining the scale and distribution of the housing requirement and the housing supply target for an area*' (para. 70). Considering the balance of views made at the Main Issues Report stage, the Strategic Environmental Assessment and to plan for a realistic level, the Proposed Plan is based on a realistic growth level aligned with the lower end of the TAYplan Housing Needs and Demand Assessment (and the 2006 GRO projections).
- 6.23 Policy 5 provides flexibility to plan for housing in Dundee City beyond these levels to assist its regeneration, which is vitally important for TAYplan's economy. The policy provides further flexibility for Local Development Plans to allocate additional sites to help ensure that there is a generous supply and choice of effective sites to achieve the build rates set out in Proposal 2. Additionally, in exceptional cases of environmental constraint there may be a need to share the housing requirement between neighbouring Housing Market Areas. This is only anticipated for the Kinross area; however Local Development Plans will consider this in detail. Meeting the needs through delivering a range of tenures, housing types and sizes is required and Local Development Plans will set out the level of affordable housing required within each Housing Market Area. This may not apply to Dundee City, unless such a need is identified.
- 6.24 To assist in ensuring the delivery of development within the Core Areas, Policy 5 sets out a presumption against land releases in areas surrounding the Core Areas identified, including the Carse of Gowrie, where it would prejudice the delivery of the Strategic Development Areas identified in Policy 4, or regeneration. This does not mean that no development should take place. It seeks to restrict larger land releases. A similar policy has operated through the current Dundee and Angus Structure Plan.
- Energy and Waste Management Infrastructure
- 6.25 The Proposed Plan sets out how the Development Plan should plan for a low/zero carbon future and contribute to meeting national energy and waste targets. Policy 6 sets out a preferred location within or close to the Dundee and Perth Core Areas for waste/resource management infrastructure beyond that of a community or small scale. This would include existing sites at Dundee Energy Recycling Ltd (DERL) at Baldovie, Dundee and Binn Farm, Glenfarg.



- 6.26 The policy further sets out a range of criteria for Local Development Plans to take account of in identifying suitable areas for energy and waste infrastructure. This will help ensure a consistent approach across the TAYplan area.

#### Town Centres

- 6.27 Policy 7 identifies a hierarchy of comparison (non food) retail centres with the focus in town centres, which will be continue to be identified through Local Development Plans. Essentially, this Policy builds on what was in the Main Issues Report.

#### Delivering the Strategic Development Plan

- 6.28 Key actions for how the Plan can be delivered are set out in the accompanying document – the Proposed Action Programme. Policy 8 focuses on developer contributions to mitigate any adverse impact on infrastructure, services and amenities brought about by that development. The Plan recognises that in times of low economic growth, particularly currently, the funding and delivery of new projects is difficult and may require new financial models to assist in implementing the strategy.

#### Conclusions

- 6.29 The Proposed Plan is concise and visionary. The Plan sets out the proposals and policies which are required to deliver the vision over the next 20 years. The focus is on delivering sustainable economic growth through shaping better quality places and responding to climate change. The Proposed Plan has been prepared through partnership working with the 4 Constituent Councils and the Key Agencies.

## **7.0 PERIOD FOR REPRESENTATIONS**

- 7.1 The statutory requirement is to have a minimum period of 6 weeks to allow representations to be made to the Proposed Strategic Development Plan. Given the period runs over summer an extended 8 week period for representations will run from 6<sup>th</sup> June until 1<sup>st</sup> August 2011. This is the stage where people/organisations have the opportunity to support or object to any aspects of the Plan. The details of this period for representations being made is set out within the Participation Statement in the Revised Development Plan Scheme (Report 03-2011: Revised Development Plan Scheme).
- 7.2 Representations should be concise and fully explain the issues that person/organisation wishes to be considered at the examination (Circular 1/2009: 'Development Planning'). There is no automatic opportunity for parties to expand their representations later in the process. A questionnaire will be used for representations to be made, and as with the Main Issues Report stage TAYplan will encourage the use of online submissions to help deliver the Plan within the timescales set out in the Revised Development Plan Scheme (Report 03-2011: Revised Development Plan Scheme).

7.3 The period for representations will close on Monday 1<sup>st</sup> August 2011. Thereafter, it is anticipated that all representations will be grouped into issues around the policies and proposals of the Proposed Plan. The TAYplan Project Plan, as agreed in August 2010 (Report SDPA10-2010: SDPA Project Plan Update) does not account for modifications being made and consultation thereof. However, the decision on whether to modify the Proposed Plan will be for the 4 Constituent Councils to ratify following the Joint Committee consideration in late October 2011 when considering TAYplan's response to the issues raised through the representations received to the Proposed Plan. It is open to the 4 Constituent Councils to make a representation to the Proposed Plan on any particular aspect it may wish to object to.

## **8.0 SCHEDULE OF TAYPLAN'S RESPONSES TO REPRESENTATIONS RECEIVED AT THE MAIN ISSUES REPORT STAGE**

8.1 Over 170 responses were received to the Main Issues Report last year, in addition to comments on the Strategic Environmental Assessment and the Equalities and Human Rights Impact Assessment. The responses received were all published last year and a report was considered by The Joint Committee in August 2010 (Report SDPA 06-2010: TAYplan Main Issues Report Consultation Responses) providing an overview of the comments received.

8.2 Regard has been had to all the representations which were received to the Main Issues Report in preparing the Proposed Strategic Development Plan. TAYplan's response to these comments is set out within the schedule, published alongside this Report. Whilst providing a response is not a legal requirement, a short response is provided to assist those individuals, organisations/groups etc. in considering the Proposed Plan and whether they wish to make a representation to support or object to any part of the Proposed Plan. This has resulted in a considerable amount of work; nevertheless it will be helpful to interested parties particularly for the first Strategic Development Plan through this transitional stage in development planning. A copy of this schedule is within the Members lounge within each Authority, within each of the 5 planning offices, and online accompanying this report.

## **9.0 EQUALITIES AND HUMAN RIGHTS IMPACT ASSESSMENT**

9.1 The purpose of an Equalities and Human Rights Impact Assessment is to help ensure that we do not discriminate and that, where possible, we utilise opportunities to promote equality, as well as all other human rights and good relations between groups.

9.2 A draft impact assessment was undertaken alongside the Main Issues Report. This has been updated taking account of comments received as required by a number of Acts and is set out in Appendix Two to this report. These comments have helped inform the Proposed Plan content. Comments will be sought on this assessment during the period for representations on the Proposed Plan.

## **10.0 HABITATS REGULATIONS APPRAISAL**

- 10.1 A Habitat Regulations Appraisal is mandatory under the Habitats Directive which, in Scotland, is governed by The Conservation (Natural Habitats, & c.) Regulations 1994. The purpose of the Habitat Regulations Appraisal is to screen what policies or proposals may have an impact, and for those screened in, undertake an Appropriate Assessment. This assesses the impacts of the Plan against the conservation objectives and qualifying features of the relevant wildlife sites with European protection. The Assessment identifies mitigation, and this has been incorporated into the Proposed Plan. This work has been undertaken in close consultation with Scottish Natural Heritage whom will receive the appraisal for formal comments during the period for representations on the Proposed Plan. The appraisal is submitted to Ministers alongside the Proposed Plan.

## **11.0 BACKGROUND TOPIC PAPERS**

- 11.1 A series of background Topic Papers have been prepared to assist interested parties in understanding the justification for the policies and proposals set out in the Proposed Plan, as well as the comments received during the Main Issues Report stage and how these have been taken into account in the Proposed Plan. The Topic Papers were prepared following the Main Issues Report consultation to help inform and shape the Proposed Plan content at the early stage of its preparation. The production of such papers is not a legal requirement and has been published to provide the background information to the Plan and how the content of the Proposed Plan has been arrived at. A copy of this schedule is within the Members lounge within each Authority, within each of the 5 planning offices, and online accompanying this report.

## **12.0 STRATEGIC ENVIRONMENTAL ASSESSMENT**

- 12.1 A Strategic Environmental Assessment by Perth & Kinross Council (as the Responsible Authority) was undertaken at the Main Issues Report stage. This was a comprehensive and proportionate assessment. Mitigation has been built into the Proposed Plan and the Proposed Action Programme. Perth & Kinross Council as Responsible Authority, have confirmed an update of the Environmental Report at this Proposed Plan stage is not required. Perth & Kinross Council consider the Proposed Plan does not contain any new proposals that could generate further significant environmental effects which have not already been assessed and consulted upon at the Main Issues Report Stage. The Consultation Authorities have been consulted on this and have raised no issues which have not been actioned.

## **13.0 CONSULTATIONS**

- 13.1 The Treasurer and Clerk to TAYplan, the Director of Infrastructure Services, Angus Council, The Director of City Development, Dundee City Council, The Head of Development Services, Fife Council and the Executive Director (Environment), Perth & Kinross Council have been consulted and are in agreement with the contents of this report.

## **14.0 BACKGROUND PAPERS**

- 14.1 Circular1/2009: Development Planning, Scottish Government.
- 14.2 Planning etc. (Scotland) Act 2006.
- 14.3 The Town and Country Planning (Scotland) Act 1997.
- 14.4 Town and Country Planning (Development Planning) (Scotland) Regulations 2008.
- 14.5 Report SDPA 06-2010: TAYplan Main Issues Report Consultation Responses, 31st August 2010.
- 14.6 Report 03-2011: Revised Development Plan Scheme, 16th February 2010.
- 14.7 Report SDPA10-2010: SDPA Project Plan Update, 31st August 2010.
- 14.8 TAYplan Housing Needs and Demand Assessment, January 2011.
- 14.9 Transport Modelling research, MVA, 2010.
- 14.10 TAYplan Housing Research Paper, February 2011.
- 14.11 TAYplan Housing Needs and Demand Assessment, January 2010.
- 14.12 All background papers are available through '[www.tayplan-sdpa.gov.uk](http://www.tayplan-sdpa.gov.uk)'.

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