

To: Planning and Property Policy Board

On: 14 March 2017

Report by: Director of Development and Housing Services

**Heading: Renfrewshire Local Development Plan – Housing Land Supply
Supplementary Guidance (Update)**

1. Summary

- 1.1 On 10th November 2015 the Planning and Property Policy Board approved the Renfrewshire Housing Land Supply Supplementary Guidance.
 - 1.2 The preparation of the Supplementary Guidance was a recommendation of the Scottish Government Reporter through the Examination of the current Adopted Renfrewshire Local Development Plan to address the potential shortfall in housing land supply. The Council is required to monitor and review the Supplementary Guidance annually in light of changing circumstances.
 - 1.3 In the current Adopted Renfrewshire Housing Land Supply Supplementary Guidance (December 2015) the shortfall in private sector housing land was identified as 755 private sector units.
 - 1.4 Following monitoring and review of the housing land supply through the Renfrewshire Housing Land Audit 2016, this shortfall has been reduced to 230 private sector units and the Supplementary Guidance requires to be updated to reflect this change.
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2. Recommendations

- 2.1 It is recommended that the Board:-
 - (i) Authorises the Director of Development and Housing Services to progress the necessary publicity and consultation in relation to the Renfrewshire Housing Land Supply Supplementary Guidance (Update) at Appendix 1;
 - (ii) Notes that following consultation and consideration of the comments made on the Renfrewshire Housing Land Supply Supplementary

Guidance (Update), that the finalised Supplementary Guidance will be referred to the Board for consideration.

3. Background

- 3.1 Scottish Planning Policy requires Councils to identify a generous supply of housing within the context of the Development Plan and its Local Housing Strategy.
- 3.2 The Reporter appointed to conduct the Examination of the Renfrewshire Local Development Plan concluded that there was a shortfall in housing land supply and in order to address this, recommended that the Council prepare Supplementary Guidance, providing a detailed framework to guide the release of additional housing land to ensure an adequate supply of land for housing was being maintained.
- 3.3 The Planning and Property Policy Board on the 10 November 2015 approved the Supplementary Guidance and following submission to the Scottish Ministers it was adopted by the Council in December 2015.
- 3.4 The Renfrewshire Housing Land Supply Supplementary Guidance is a statutory document and forms part of the adopted Renfrewshire Local Development Plan. The Supplementary Guidance has been a material consideration on a number of planning applications for residential developments since its adoption.
- 3.5 The Council is required to monitor and review the Supplementary Guidance and does so through the annual Renfrewshire Housing Land Audit. The Housing Land Audit identifies the housing completions on existing housing sites for both the private and affordable sector along with the identification of new sites that have gained planning permission as well as sites allocated in the Local Development Plan.
- 3.6 The current housing land supply includes all available brownfield land, including the land at Dargavel, Bishopton and the additional residential sites that were identified in the Adopted Local Development Plan. The Renfrewshire Housing Land Audit is published on the Council's web pages at <http://www.renfrewshire.gov.uk/article/2485/Strategic-Land-Audits>
- 3.7 In line with Scottish Government Guidance, consultation and engagement with Homes for Scotland was carried out to finalise the Renfrewshire Housing Land Audit 2016. The Housing Land Audit identifies that the shortfall in housing land has been reduced to 230 private sector units.
- 3.8 This is a reduction from the previous Housing Land Audit which identified the shortfall as 755 private sector units. This change requires to be reflected in the updated Renfrewshire Housing Land Supply Supplementary Guidance.
- 3.9 The reduction in the housing shortfall in the previous Housing Land Audit is due to the increase in housing completions at Dargavel, the approval of housing at the former BASF site on Hawkhead Road along with higher completions from many of the existing housing sites on brownfield land. This

confirms that the Council's strategy focused on the development of previously used sites, concentrating on existing built-up areas and key redevelopment sites is successfully being delivered.

4. Next Steps

- 4.1 The Renfrewshire Housing Land Supply Supplementary Guidance has been updated (Appendix 1) by changing the figure and table on Page 3 of the document to reflect the current housing land shortfall. There is no change to the detailed framework, criteria and considerations in the Supplementary Guidance, they remain as exists.
 - 4.2 The updated Supplementary Guidance will require consultation and in this instance it is considered that a period of 6 weeks would be appropriate to provide an opportunity for comments.
 - 4.3 Following this consultation a finalised version of the Supplementary Guidance along with a summary of the representations made during the consultation period will be presented to the Board for consideration.
 - 4.4 The Finalised Supplementary Guidance then requires to be sent to the Scottish Government along with a statement setting out the comments received through consultation and an explanation of how these were taken into account. Thereafter, unless directed by the Scottish Government, the Supplementary Guidance will then be considered as being the Adopted Council policy.
 - 4.5 The current Adopted Renfrewshire Local Development Plan, the New Development Supplementary Guidance and the Renfrewshire Housing Land Supply Supplementary Guidance will continue to be the statutory framework at the local level for decision making on planning applications. All residential developments will require to be assessed against this framework and in accordance with the criteria set out.
 - 4.6 A review of the current adopted Renfrewshire Local Development Plan has commenced with the Planning and Property Policy Board approving the Renfrewshire Local Development Plan Main Issues Report and accompanying documents for a 12 week consultation period on the 24 January 2017.
 - 4.7 It is anticipated that the next Renfrewshire Local Development Plan will be in place by autumn 2018. This will replace the current adopted Renfrewshire Local Development Plan.
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Implications of the Report

1. **Financial** – None
2. **HR & Organisational Development** – None
3. **Community Planning – Jobs and the Economy** – The Renfrewshire Local Development Plan is a key document in establishing a land use framework for supporting, encouraging and delivering economic development in Renfrewshire through investment and area regeneration.
4. **Legal** – None
5. **Property/Assets** – None
6. **Information Technology** - None
7. **Equality & Human Rights**
The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report.
8. **Health & Safety** – None
9. **Procurement** – None
10. **Risk** – None
11. **Privacy Impact** - None

Appendix 1

Renfrewshire Housing Land Supply Supplementary Guidance (Update).

List of Background Papers - None

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Renfrewshire Local Development Plan

Housing Land Supply Supplementary Guidance (2017)

March 2017 (Update)



Aerial view of Spateston, Johnstone South West

Introduction

The Renfrewshire Local Development Plan (LDP) is in two parts; the LDP document and New Development Supplementary Guidance (SG). Together these documents set out the overall spatial strategy for Renfrewshire, with key policies, proposals and guidance.

The LDP sets out the strategy, priorities and principles for development in Renfrewshire and the detailed development framework and criteria is contained within supplementary guidance.

Both the local development plan and supplementary guidance outline what developers need to do in designing, delivering and implementing development, with an emphasis on sustainable development and place making.

*Effective Housing Land Supply – The part of the established land supply which is free or expected to be free of development constraints in the period under consideration, and therefore be available for the construction of housing.

Purpose of the Housing Land Supply Supplementary Guidance

Scottish Planning Policy requires Councils to identify a generous supply of land to meet the housing land requirements within the context of the Strategic Development Plan (SDP) and Renfrewshire Local Housing Strategy (LHS).

The Renfrewshire LDP is required to allocate a range of sites for housing which are effective or expected to become effective* to meet the housing land requirements up to 10 years beyond the predicted year of the plan adoption, ensuring a minimum of 5 years effective land supply at all times.

The LDP identifies a housing land supply that focuses on brownfield land to meet the majority of the housing land requirements along with a small number of green belt release sites to help stimulate supply in the short term.

In Examining the Renfrewshire LDP, the Reporter concluded that there was a shortfall in housing land in Renfrewshire. The LDP did not identify sufficient land to meet the housing need and demand.

Scottish Government Reporter's Recommendation

To address the potential shortfall in housing land supply, the Reporter recommended that the Council prepare Supplementary Guidance (SG), within 1 year of the adoption of the LDP. The SG is to include a detailed framework to guide the release of additional housing land where a 5-year supply of effective housing land is not being maintained.

The Council is required to monitor and review that guidance annually in light of changing circumstances. The Council are then to grant planning permission in accordance with the detailed guidance, provided that:

- The site is shown to be effective and can be delivered to address the identified shortfall;
- It will not undermine the spatial strategy of the plan; and,
- Its design would comply with the criteria for implementing the spatial strategy in the local development plan and the Council's New Development SG.

Role of Supplementary Guidance

In line with the Town and Country Planning (Scotland) Act 1997 and the Town and Country Planning (Development Planning) (Scotland) Regulations 2008, the role of this Housing Land Supply Supplementary Guidance is to provide further information or detail in respect of the policies and/or guidance already set out in the Adopted Renfrewshire LDP and New Development Supplementary Guidance.

In this respect it is considered that identifying or allocating additional housing sites or providing locational preferences in the SG is not appropriate. Renfrewshire Council consider that this detail would be inconsistent with the conclusions and recommendations of the Reporter appointed by the Scottish Government. This is because the reporter indicated the potential impact of finding sufficient land could affect the spatial strategy of the plan and have significant effect on the environment. The reporter also considered it would be contrary to Scottish Government policy and advise to require identification and allocation of probably contentious housing sites without the scrutiny of an examination.

Preparation of the Supplementary Guidance Framework

In the preparation of the SG along with the early review of the Adopted Renfrewshire Local Development Plan to address the shortfall in housing land supply, the Council undertook an additional Suggestion for Land Use Change exercise. This helped to gauge developer interest in relation to investing in Renfrewshire.

Following the Suggestions for Land Use Change exercise, Renfrewshire Council have had discussions with all parties that made representations to the exercise. Each party has been given feedback on submission and an indication as to whether a site could come forward in the short term or medium term or that it does not fit with the overall spatial strategy, policies or guidance framework for Renfrewshire. This approach is considered to provide a more appropriate way forward with dialogue and conversation, resulting in a better understanding of opportunities and issues in Renfrewshire rather than to simply suggesting sites in the supplementary guidance.

In this regard, the Renfrewshire Housing Land Supply SG sets out the framework for how the Council will consider planning applications for housing on sites not allocated in the adopted Renfrewshire LDP, in circumstances where the 5 year effective land supply is not being maintained.

Housing Land Requirement

Renfrewshire's 5 year effective land supply is monitored and reviewed on an annual basis through the preparation of the Housing Land Audit (HLA). The HLA will be the monitoring mechanism to gauge the need to release further land to meet the housing land requirements. On this basis the Housing Land Supply Supplementary Guidance will require to be reviewed annually and updated where required, ensuring any shortfall in the housing land supply is identified in the HLA that the SG addresses this and the detailed framework is refreshed where necessary.

The Housing Land Audit 2016 indicates that there is currently a shortfall of 230 private sector units.

Year	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021
Housing Supply Target	745	632	632	632	632	632
Programming of Current Housing Sites	577 (completions)	540	658	670	611	619
Surplus/Shortfall	-168	-92	+26	+38	-23	-13



Housing at Bishopton

Delivery of existing sites in the Established Land Supply/Housing Action Programme Sites

Renfrewshire Council is committed to utilising a variety of enabling mechanisms and innovative approaches to support the delivery of housing on stalled or more complex or challenging sites.

Almost all of these housing sites, which are in the established housing land supply, are previously developed sites in existing residential areas. Many of these sites are vacant and/or derelict and are only challenging due to the nature of the economy and not due to significant constraints.

This SG therefore includes the methods that the Council will use to make the sites in the established housing land supply and the identified housing action programme sites effective and deliverable.

Regeneration of Previously Developed Land

The Renfrewshire LDP Spatial Strategy supports investment which helps to regenerate, create and enhance communities and places, providing high quality new developments in the right locations.

The regeneration of previously developed land, in line with Scottish Planning Policy, the National Planning Framework, the Strategic Development Plan as well as all of Renfrewshire Council's plans, policies and strategies, has made a significant contribution to the number of residential units built over the last 20 years in Renfrewshire.

Renfrewshire Council expects to see a continuation of this trend, particularly given the amount of brownfield land available for development within Renfrewshire.

The Council's however recognise that despite the strong commitment and priority given over to brownfield sites, a process is required that would allow greenfield sites to be identified within the context of the Council's strategic regeneration priorities.

Partnership Working

The Council see an opportunity to proactively work with others with a flexible and enabling approach to remove constraints/barriers. As such the council will continue to actively engage with Homes for Scotland and the wider development industry on a site by site basis, to find appropriate solutions to development constraints.

Housing Action Programme Sites

The Housing Action Programme Sites were identified in the LDP as being an integral part of the housing land supply. The Council is aiming to enable the implementation of development on these sites by assessing the infrastructure that would be required as part of site implementation works, as well as looking at staggering capital receipts on land owned by the Council on the basis of a licence agreement or an agreed payment structure and disposal of sites at nil value. Each site will require a different method of support or facilitation.

Renfrewshire Local Development Plan – Action Programme

The LDP Action Programme sets out how the objectives, strategy and policies within the LDP can be successfully implemented and delivered along with various actions and partnerships that can support and achieve successful implementation.

There are 10 actions within the Places Strategy section which specifically refer to how Renfrewshire Council along with partners and stakeholders will progress actions to make more housing sites effective.

Development Briefs

The Council is also committed to enabling and supporting many of the housing development sites that have not been successfully delivered over the years.

The Council have started this process by identifying areas where there have been a number of smaller vacant and derelict sites within or on the edge of our town centres, where planning consent for housing has been given and the sites have stalled.

Development briefs are being prepared outlining a vision of how collectively regenerating an area together with various parties and landowners, that that this could make sites more viable, available and therefore more effective. The Council is to develop, implement and roll out this approach in various locations throughout Renfrewshire.

Planning Obligations

The adopted LDP does not set out any policies on developer contributions. The Council consider this is a proactive approach to encouraging development in the right places where the delivery of development is not reliant on large infrastructure investment.

The Council encourage early discussions with developers and key agencies with an aim of implementing suitable development which will have minimal impact on existing infrastructure, timescales or budgets. Developers are still required to make good any infrastructure deficits associated with any new development.

In considering the implementation of planning obligations associated with existing residential consents, consideration will be given to the use of staged or deferred payments to assist development at a site and generate revenue before paying the full costs of related infrastructure.

How to use the Supplementary Guidance

All residential developments must be assessed against the policies set out in the LDP and the guidance / criteria within the New Development Supplementary Guidance as well as the framework set out in this Housing Land Supply Supplementary Guidance.

The LDP and New Development SG is also supplemented by a series of non statutory Planning Advice Notes which provide good practice examples in relation to design and place, in particular reference must be made to Renfrewshire's Places Residential Design Guide.

Framework for the release of further housing land

Each planning application for residential development will be assessed on its merits and in accordance with the following criteria. Additional land release for housing will be supported where it meets the main and other considerations.

Main Considerations

- Scottish Planning Policy – Sustainability and Placemaking Policy Principles,
- Compliance with the Glasgow and the Clyde Valley Strategic Development Plan – Spatial Development Strategy and indicative compatible development (Diagram 3), Sustainable location assessment (Diagram 4) and Strategy Support Measure 10 – Housing development and local flexibility;
- Renfrewshire Local Development Plan – Spatial Strategy (Implementing the spatial Strategy – page 4), Policy P1 – Renfrewshire's Places, Policy P2 – Housing Land Supply, Policy P7 – Green Network, Policy P8 – Open Space, Policy ENV1 – Green Belt, Policy ENV2 – Natural Heritage, Policy, ENV3 – Built Heritage, Policy ENV4 – The Water Environment, Policy ENV5 – Air Quality, Policy I5 – Flooding and Drainage, Policy I7 – Low Carbon Developments
- Renfrewshire Local Development Plan New Development Supplementary Guidance;
- Renfrewshire's Places Residential Design Guide;

Other Considerations

- Supporting information to demonstrate the effectiveness of the site and guarantee delivery in the short term (up to 2019) must be submitted with any planning application for residential development;
- Details of the phasing of the development will require to be submitted with any planning application;
- The site must be capable of being substantially built out by 2019. Should development not commence by 2019 the sites will revert back to green belt land designation;
- Compliance with The Scottish Government Planning Advice Note 2/2010 or any superseding advice relating to the assessment of effectiveness is required to be demonstrated;
- Proposed housing sites must create or be contained within robust defensible boundaries and must not set a precedent for subsequent future expansion;
- It must be demonstrated that sufficient infrastructure is available or can be made available by the developer or another party within a timescale that allows for early house completions;

- Proposals for residential development must not be dependent on the prior provision of infrastructure required by existing housing land allocations that do not yet have planning permission or are committed but have not started;
- Scale of the site – This SG does not apply to planning applications for single or small groups of houses (5 or less). The scale should also be such that it can contribute to the short term needs of the housing land supply;
- Development sites should be able to co-exist with existing surrounding uses, having no significant affect on the character and amenity of the surrounding area;
- The use of processing agreements will be used to ensure that the Council deal with planning applications expeditiously, to support the early delivery of housing on sites;



Anslie Square, Moorpark, Renfrew

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