

Glasgow and the Clyde Valley Strategic Development Planning Authority

**To: Glasgow and the Clyde Valley Strategic Development Planning Authority
Joint Committee**

On: 12th December 2016

**Report by
Stuart Tait, Manager**

Clydeplan Update

1. Summary

- 1.1 The purpose of this report is to update the Joint Committee on a number of matters relating to its work and day to day operation.

2. Recommendations

- 2.1 It is recommended that the Joint Committee
- note the update on the Strategic Development Plan Examination and the intention for a hearing to be held into housing related issues;
 - note the ongoing engagement and publication by Scottish Government in January 2017 of a consultation paper on the review of the Scottish planning system; and,
 - note the increasing involvement of Clydeplan in the work of the Glasgow City region portfolios.

Strategic Development Plan Examination

1. The second Strategic Development Plan was submitted to Scottish Ministers for approval on 26th May 2016, thereby meeting the legislative requirement of submission of a replacement plan within 4 years of approval of the first Strategic Development Plan.
2. The Scottish Ministers on 15th June 2016 appointed Mr David Liddell, BA (Hons), MRTPI, to carry out the examination of the SDP.
3. On 1st July 2016 the Reporter concluded his examination of conformity with the Clydeplan's Participation Statement with the examination formally commencing on 14th July 2016.
4. On 15th July 2016 Clydeplan were advised that, due to other casework the Reporter appointed to undertake the Examination now anticipates that it will be late August before he will be in a position to commence examination of the Plan. The target date for the Reporter's report to be submitted to Scottish Ministers remains the 23rd February 2017.
5. On 4th August 2016 DPEA advised that an additional reporter Michael Cunliffe, BSc (Hons), MSc, MCIWEM, had been appointed to assist with the examination.

Further Information Requests

6. As part of the ongoing Examination process on the SDP the Reporters have issued six Further Information Requests related to the following issues (refer Appendix for details)
 - 1) Issues 10 to 13 - Housing
 - a. Issue 10 : Selection of Growth Scenario;
 - b. Issue 11 : Housing Land Requirement;
 - c. Issue 12 : Housing Land Supply; and,
 - d. Issue 13 : Joint Action Towards the Delivery of New Homes;
 - 2) Issue 15 - Climate Change;
 - 3) Issue 16 - Delivering Heat and Electricity; and,
 - 4) Issue 6 - Network of Strategic Centres
 - 5) Issue 25 - Glasgow Airport
 - 6) Issue 6 - Network of Strategic Centres
7. On the 18th November 2016 the Reporter indicated that he wishes to hold a hearing to cover issues 10 - 13 on housing related matters (refer Appendix 2 for hearing agenda). The hearing is scheduled for one day and will be held on 14th December 2016 in Renfrew Town Hall.

Estimated Costs

8. An estimate of costs for the examination was requested from the DPEA. The Reporter has indicated an initial estimate of 90 days reporters work with an estimated cost of £18,200 (plus VAT), based on 90 days reporters work and 5 days admin work at 50% of Local Development Plan cost rates. This cost can be met from Clydeplan's current earmarked balances.

Review of Scottish Planning System

9. In September 2015, an independent panel was appointed by Scottish Ministers to review the Scottish planning system. The report of the panel, "*Empowering Planning to Deliver Great Places*" was published on 31st May 2016.
10. The panel's report and related recommendations have potentially significant implications for Clydeplan. The main recommendations include:
 - SDPs should be replaced with an enhanced National Planning Framework (NPF) (R2);
 - SDPAs should be repurposed with a statutory duty to co-operate with the Scottish Government in producing the NPF and to play a crucial role at the city region scale in the work of the national infrastructure agency or working group (R2, R17); and,
 - SDPAs should pioneer a different way of working where planners proactively co-ordinate development with infrastructure at the city-region scale to take forward commitments set out in a live action programme for the city region which would also support housing delivery and co-ordinate cross boundary thinking to inform local development plans (R2).
11. The Scottish Government published their initial response to the review on 11th July 2016 and this includes:
 - setting up working groups on the six key themes addressed by the review; and,
 - working with the SDPAs to identify options for their re-purposing taking into account their relationship with NPF and wider governance of city region planning, development and infrastructure delivery.

Engagement with Scottish Government

12. On the 12th/13th of September 2016 the Scottish Government held a two day working session on the review recommendations. The SDP Manager attended the Development Planning session and the Assistant Manager attended the Housing session. A further Development Planning working group session was held on 1st November 2016.
13. The four SDPA Manager also met with the Scottish Government on 8th November 2016 and the review was considered as part of Heads of Planning on 9th November 2016.
14. The Scottish Government will publish their consultation paper in January 2016 to enable a Planning Bill to be brought forward in 2017.
15. A report on the consultation paper will be brought to the next meeting of the Joint Committee.

Glasgow City Region Portfolios

16. The Glasgow City Region Cabinet have set up 8 portfolios which it is intended will strengthen leadership at the city region level beyond that of the City Deal related projects and related activities.
17. The 8 portfolio and associated local authority leads are
 - Transport and Connectivity - North Lanarkshire Council;
 - Enterprise and Economic Growth - Renfrewshire Council;
 - Skill and Employment - South Lanarkshire Council;
 - Tourism and Destination Marketing - Inverclyde Council;
 - Inward Investment and Growth - Glasgow City Council;
 - Infrastructure and Assets - East Renfrewshire Council;

- Land Use and Sustainability - East Dunbartonshire Council;
- Housing and Equalities - West Dunbartonshire Council.

18. Each portfolio has a role and remit and are establishing work plans. The engagement of key stakeholders is an important part of the emerging process. Clydeplan has increasingly become involved in a number of the portfolios in particular, Enterprise and Economic Growth, Land Use and Sustainability and Housing and Equalities.
19. Clydeplan have actively been involved in the development of the emerging Regional Economic Strategy and also in discussions around the establishment of a new City Region Intelligence/Research Hub.
20. Clydeplan has also established a strong working relationship with the City Deal Programme Management Office particularly with regard to the sharing of data.
21. It is proposed that regular reports be brought to the Joint Committee on Clydeplan's involvement in the emerging Glasgow City Region portfolios to ensure future work programmes and outputs are aligned in support of the SDP's Vision and Spatial Development Strategy.

Appendix 1

Further information Request 1

Issues 10 to 13 - Housing (10 : Selection of Growth Scenario), (11 : Housing Land Requirement), (12 : Housing Land Supply) and (13 : Joint Action Towards the Delivery of New Homes)

Information Requested

- 1 Paragraph 7.5 of Background Report 8: Beyond the Housing Need and Demand Assessment (Document ASD25) refers to a positive adjustment to the social sector housing estimate for Inverclyde. This is reflected in Figure 3 and in the second table on page 16 of that document. The various totals for the adjusted housing estimates in Schedule 6 of the proposed plan do not appear to correspond with those in the above figures/tables from ASD25, albeit that the final housing supply targets in Schedule 6 do accord (after rounding) with those provided in Figure 5 of ASD25. Does Schedule 6 (or any other schedule) require to be adjusted to account for this apparent anomaly? If so, please provide an updated schedule(s).
- 2 Please quantify the various components (for example the amount due to assumptions about stock changes, the amount due to positive adjustments for Inverclyde or elsewhere, the redistribution as a result of mobile demand) which comprise the difference, for each local authority area, between the housing estimate and the adjusted estimate. In respect of mobile demand, is the redistribution simply on the basis of the expected surplus of stock – re-assigning the mobile demand so that it is proportionate to the expected amount of surplus stock (after non-mobile demand has been accounted for) in each local authority area?
3. The planning authority says that, in moving from the adjusted housing estimates to then setting the housing supply target (HST), various considerations (including public sector resources for social housing, the anticipated influence of the City Deal, the population and growth ambitions for the city-region and other economic factors) have been factored in. Chapters 8 and 9 of Background Report 8: Beyond the Housing Need and Demand Assessment (ASD25) explain the basis for this. Can further explanation (quantitative if available) be provided as to the basis for the specific adjustments applied, both in terms of social sector and private sector housing, in arriving at the HST for each council area?
4. How has the aspiration for a 'rebalanced economy' informed the HST for each local authority, and the approach to housing need and demand generally?
5. What account has been taken of the nature of the National Registers of Scotland projections and of the level of uncertainty/risk that need and demand could turn out to be higher (or lower) than an approach based on the principal projection?
6. In Policy 8, are the requirements at bullets 2 and 3 intended to apply at both housing market area (HMA) and local authority geographies?
7. Bullet 5 of Policy 8 refers to the need to remedy any shortfalls. Is this intended to mean any shortfalls in the five-year supply of effective housing land?
8. Diagram 11. Are there missing arrows on the dotted red and green lines at the right hand side of page 98?
9. Is there a precise definition of what is meant by 'strategic scale' in paragraph 6.71 of the proposed plan? Reference to Schedule 14 suggests this means any greenfield housing development of 10 or more units outwith the Community Growth Areas (CGAs) or on an unallocated site, or any brownfield housing development (presumably also outwith the CGAs and allocated sites) of 2ha or more. Is this the scale of development paragraph 6.71 is referring to?

10. The tables on pages 25 and 26 of the Land Supply for Housing Monitoring Report 2014 (ASD09) show anticipated programming of house builds, based on the 2014 Housing Land Audit, for the private sector and for all tenures. These appear to show anticipated yearly numbers of completions which, from 2017, are greater than the proposed (annualised) housing land requirement (HLR) for these years. Does the planning authority have any comments on this apparent mismatch between the numbers of programmed completions and the HLR in the proposed plan for these years?
11. Representations argue for the application of a generosity allowance to the social sector component of the housing supply target as well as to the private sector component. Representations also argue for generosity allowance of greater than 10%. In order that the reporter can further consider these representations, can the planning authority provide updated Schedules 6-10 (taking account of any adjustment required in response to question 1 above) for each of the following scenarios:
 - 10% generosity allowance applied to both social and private sector housing supply targets.
 - 15% generosity allowance applied to both social and private sector housing supply targets.
 - 20% generosity allowance applied to both social and private sector housing supply targets.

Does the planning authority have any further comments on the implications of any of these scenarios?

12. Borrowing the terminology of Scottish Planning Policy, where in the plan is the 'robust explanation' for the adoption of a generosity allowance of 10%, and for excluding the social sector from this?
13. How can the subsequent local development plans (LDPs) ensure that there is sufficient private sector supply (overall) in any HMAs which extend into a neighbouring LDP area? Does the proposed plan help determine, for council areas containing parts of more than one HMA, how much land for private sector housing should be identified in each of these HMAs within the council area?

Further information Request 2

Issues 15 - Climate Change

Background

1. The representation from the Scottish Association for Public Transport (SAPT) comments (see bottom half of the first page of the representation) on the 'City Region as a Low Carbon Place' section of the proposed plan, and suggests that an additional policy is required. The planning authority does not seem to have recorded this element of the representation from SAPT on any of the Schedule 4 forms, nor responded to it.

Information Requested

2. The planning authority is invited to submit any response it wishes to make to this element of the SAPT representation.

Further information Request 3

Issue 16 - Delivering Heat and Electricity

Background

1. In response to the representation from the Scottish Government (PP57 11) in relation to heat infrastructure, the planning authority stated that, at that time, there were unresolved data access issues meaning that it would not be in a position to prepare supplementary guidance on cross boundary issues for strategic heat infrastructure.

Information Requested

2. Have the data access issues been resolved and, if so, does the planning authority wish to update its position on the case for the supplementary guidance?
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Further information Request 4

Issue 6 - Network of Strategic Centres

Background

1. Braehead is a commercial centre, and not a town centre. SPP (paragraph 68) requires development plans to adopt a sequential approach which prioritises town centres over other commercial centres. In Schedule 2 of the proposed plan, in the entry for Braehead the second bullet point under 'Proposed Actions' includes considering planned investment in retail, commercial and business uses.
2. Several representations have questioned the compatibility of this statement with SPP, and have expressed concern about the potential impact of expansion at Braehead on town centres, particularly Paisley.

Information Requested

3. What analysis of the potential impact on town centres did the authority undertake before including this statement; what were the results of any such analysis; what is the justification for including the statement; and would it pre-empt the application to Braehead of the sequential approach as outlined in the final bullet point of Policy 4?
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Further information Request 5

Issue 25 - Glasgow Airport

Background

1. Representation PP08 from the Scottish Association for Public Transport (SAPT), commenting on paragraph 9.20 of the proposed plan, raises the issue of improved connections between the Clydeplan area and Edinburgh and Prestwick Airports. The authority's response does not appear to deal with this issue. Paragraph 9.20 refers to decisions on the long term development of these airports, but not to their links with the SDP area.

Information Requested

2. What is the authority's response to the SAPT representation on improved links to Edinburgh and Prestwick Airports?

Further information Request 6

Issue 6 - Network of Strategic Centres

Background

1. SEPA (PP23) recommends that flood risk should be identified as a challenge for those Strategic Centres where this has been identified in the Clydeplan Strategic Flood Risk Assessment. The Assessment appears as Appendix C to the Strategic Environmental Assessment Updated Environmental Report (ASD03). However, it does not list the centres affected by flood risk, and the accompanying map does not provide sufficient resolution to enable them to be identified.

Information Requested

2. A list of those Strategic Centres described in Schedule 2 to the proposed plan which are (or parts of which are) at risk from flooding with an annual exceedance probability greater than 0.5% (1 in 200 years), together with a map or maps enabling the flood risk areas to be identified.

Appendix 2

Clydeplan
Strategic Development Plan
Hearing Regarding Housing-related Issues
Wednesday 14th December 2016 at Renfrew Town Hall - 10a.m.

Agenda

1. Introduction
2. The Housing Need and Demand Assessment - use of National Records of Scotland projections.
(Note that Scottish Planning Policy states that, for HNDAs that have been found to be robust and credible, the approach used will not normally be considered further at development plan examinations).
3. The Housing Estimates
 - Use of 2012 base-year for the plan, and 2013 data.
 - The stage 1 adjustments - Inverclyde, vacant stock.
 - Allocation of mobile demand - how this was done, implications.
4. The Housing Supply Targets (HST)
 - The further adjustments made to derive social sector HSTs.
 - The further adjustments made to derive private sector HSTs.
 - How might use of the high-migration scenario affect the HSTs.
 - The balance between social and private sectors, and the relative importance of the all-tenure HSTs.
5. The Housing Land Requirement (HLR)
6. Proposed Policy 8 - The Housing Land Requirement
 - Proposed and alternative approaches to the 5th bullet point in the policy.
 - Calculation of 5-year supply.
 - The functions and merits of Schedules 9 and 10 in the proposed plan.
 - Distribution of HST/HLR within Housing Sub-Market Areas which straddle local authority boundaries.
7. Housing Land Supply
8. Policy 7 - Joint Action Towards the Delivery of New Homes
 - Potential for overlap with Policy 8.
9. Reporter's concluding remarks