
Report To: Environment and Regeneration Committee Date: 15 January 2015

**Report By: Corporate Director, Environment,
Regeneration and Resources**

**Report No: E&R/15/01-01/
SJ/FJM**

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**Subject: Glasgow and the Clyde Valley Strategic Development Plan 2
'Clydeplan' - Main Issues Report for Consultation**

1.0 PURPOSE

- 1.1 To inform Committee of the approval by the Clydeplan SDPA Joint Committee of the second Glasgow and the Clyde Valley Strategic Development Plan 2: Main Issues Report (MIR) for publication and consultation; to highlight the main issues, with reference to Inverclyde; and to seek approval of a formal response to the Plan.

2.0 SUMMARY

- 2.1 The Glasgow and the Clyde Valley Strategic Development Planning Authority (Clydeplan), has approved for publication and consultation, the first stage in the review of the current approved Strategic Development Plan (SDP) for the Glasgow City Region. Public consultation on the MIR will be late January to end March 2015.
- 2.2 In keeping with the purpose of a MIR, only key changes since the SDP was approved in 2012 are highlighted in this document, including the refreshed context provided by the Scottish Government's 2014 publications, NPF3 and SPP. SDP2 will be based to a large extent on the first SDP, with the MIR continuing to emphasise the importance of a rebalanced regional economy, aligned with a strong focus on the environment.
- 2.3 The MIR is based around the now well established four Scottish Government planning outcomes, with the City Region being seen as: (1) a successful and sustainable place; (2) a low carbon place; (3) a natural and resilient place; and (4) a connected place. In addition to four Main Issues based on these themes, there are three relating strategic planning to community planning, placemaking and climate change adaptation.
- 2.4 This report has been prepared largely on the MIR itself and not a close reading of the Background Reports and Strategic Environmental Assessment. Twelve Background Reports support the MIR, however Members should note that while SDPA officers have been heavily involved in their preparation, including Inverclyde planning officers, most reports are not being finalised until the public consultation date.

3.0 RECOMMENDATIONS

- 3.1 That Committee:

- (a) note the publication of the SDP2: Main Issues Report for public consultation;
- (b) endorse the key issues identified as being those that should inform the review and updating of the Inverclyde Local Development Plan (LDP2) in 2016;
- (c) approve this report as the Council's formal response on the Clydeplan SDP2 MIR, and as outlined in Annex One 'Response to Consultation Questions'; and

(d) endorse (refer Section 8.0) in particular:

- the refreshed Spatial Vision in the Main Issues Report (MIR), recognizing that it represents in large part a roll forward of the recently approved SDP1 Spatial Development Strategy, approved by Scottish Ministers in 2012; and
- the overall approach in strategic direction given in the MIR to the eight local authorities for their LDPs, including the choice of the 'Sustained Growth Scenario', as it represents a realistic basis for the forward planning of the City Region; but,

(e) reserve our position – this being an '*in principle*' holding response - until having had the opportunity to:

- (1) confirm that the proposed addition of King George V Dock, Govan as a 'Strategic Freight Transport Hub' would not have any adverse impact for container freight business at Ocean Terminal, Inverclyde;
- (2) respond to Background Report No.6 on the draft methodology for setting the Housing Supply Targets (HSTs) and examine the outcome of the HST exercise for Inverclyde and what that would mean for housing land requirements; and
- (3) consider those matters that are the subject of the other eleven Background Reports and the SEA when published and officers have had the chance to appraise their content.

Aubrey Fawcett
Corporate Director, Environment, Regeneration and Resources

4.0 BACKGROUND

4.1 The Glasgow and the Clyde Valley Strategic Development Planning Authority (now rebranded as 'Clydeplan'), approved for publication and consultation on 8th December 2014, the first key stage in the review of the current approved Strategic Development Plan (SDP) for the Glasgow City Region. The GCV SDP was approved by Scottish Ministers in May 2012.

4.2 In accordance with the SDPA's Development Plan Scheme, the MIR will be the subject of consultation from late January to the end of March 2015, and will be advertised in newspapers, including the Greenock Telegraph and placed in local libraries.

Min Ref:
06/03/14,
para 177

4.3 Planning legislation stipulates that SDP MIRs are to be visionary, long term (25 year plans) and genuinely strategic, setting out a clear development (or settlement) strategy indicating where new development should and should not take place. It is the role of the SDP to consider the land use implications of economic growth; social and demographic changes and the requirements for new house building and infrastructure; environmental (including climate) change and green networks, particularly where these have to be planned for across local authority boundaries.

4.4 Having set this strategic context it is the task of the local authorities in their respective Local Development Plans (LDPs) to outline the detail of these development requirements in terms of locations and actual sites (for a period of 5-10 years). Each tier of plan (strategic and local) should be reviewed every five years, hence this current Clydeplan SDP2 MIR at this time.

4.5 Main Issues Reports are not draft plans but rather *issues* documents. They should make clear what is still relevant in the existing approved SDP and what should remain unchanged. This is very much the case with this MIR, aiming to build on the recently approved SDP1 and its Spatial Vision and Sustainable Development Strategy, with its objective of rebalancing the City Region's economy aligned with a strong focus on the environment. In keeping with the purpose of a MIR, this document highlights only the key changes which may influence the SDP since its approval in May 2012, including the refreshed context provided by the Scottish Government's National Planning Framework (NPF) 3 (June 2014) and Scottish Planning Policy (SPP) (June 2014).

Min Ref:
30/08/11,
para 516

Min Ref:
30/10/14,
Para 672

4.6 The MIR is based around the now well established four Scottish Government planning outcomes, with the City Region being seen as: (1) a successful and sustainable place; (2) a low carbon place; (3) a natural and resilient place; and (4) a connected place. In addition to four Main Issues based on these themes, there are three relating strategic planning to community planning, placemaking and climate change adaptation.

4.7 This report has been prepared largely on the MIR itself and not a close reading of the Background Reports and Strategic Environmental Assessment. Twelve Background Reports support the MIR (refer Section 9.0), however Members should note that while SDPA officers have been heavily involved in their preparation, including Inverclyde planning officers, most reports are not being finalised until the public consultation date.

5.0 PROPOSALS

Overview of Clydeplan SDP2 MIR

5.1 The Clydeplan SDP2 MIR has 12 sections, the first four include (1) a foreword by the convener; (2) the role of a strategic development plan; (3) using the document – what an MIR is and how to engage; and (4) the changing context since GCV SDP1. This fourth section looks at in turn, (i) Scottish Government planning policy; (ii) land supplies (e.g. business/industrial and housing), against which (iii) an evidence base presents a demographic and economic framework and finally, (iv) the significance of the GCV City Deal for future infrastructure investment in the City Region.

5.2 Following these scene-setting chapters, the Clydeplan Vision and Spatial Development Strategy is presented, emphasising continuity with SDP1 and why is it important to build upon the legacy elements within the approved SDP. The core of the document then outlines seven main issues, the first four organised around the Scottish Government's four planning outcomes, seeing the City Region as:

- a *Successful, Sustainable Place* – supporting sustainable economic growth and regeneration and the creation of well-designed places;
- a *Low Carbon Place* – reducing carbon emissions and adapting to climate change;
- a *Natural, Resilient Place* – helping to protect and enhance the natural and cultural assets and facilitating their sustainable use; and
- a *Connected Place* – supporting better transport and digital connectivity.

5.3 Each of these outcomes has a Main Issue, respectively:

- (1) Issue No. 1 '*Supporting Sustained Economic Growth*', which includes the following strategic planning components:
 - (a) Strategic Economic Investment Locations (SEILs)
 - (b) Strategic Freight Transport Hubs (SFTBs)
 - (c) The Visitor Economy
 - (d) Network of Strategic Centres, and
 - (e) Enabling Delivery of New Homes.
- (2) Issue No. 2 '*Supporting a Low Carbon Economy*', including sources of renewable energy and in particular, onshore wind energy.
- (3) Issue No. 3 '*Supporting Positive Environmental Action*', emphasising the importance of maximising the benefits of green infrastructure.
- (4) Issue No. 4 '*Supporting Sustainable Travel*', including the strategic transport network, cross-city connections and public transport corridors.

5.4 The other three Main Issues are concerned with the need to make strategic planning more connected to other established Scottish Government and local government practices. These are:

- (5) Issue No. 5 '*Strategic Development Planning and Community Planning*';
- (6) Issue No. 6 '*Placemaking at the City Region Scale*'; and
- (7) Issue No. 7 '*Climate Change Adaptation*'.

5.5 The MIR concludes with an open ended question asking if there are any other strategic issues that SDP2 should consider and finally outlines the next steps moving forward to the publication of the Clydeplan Proposed Plan, programmed for February 2016.

5.6 To encourage a structured response from consultees to the Main Issues Report, there is a set of questions at the end of each section relating to the issues raised. The responses to these questions that are recommended for approval are presented in Annex One.

Annex One

The Changed Demographic and Economic Context

5.7 In support of the Scottish Government's Economic Strategy, SDP1 was based on a high migration projection for population and households, covering the period 2008 to 2025. This preferred 'Planning Scenario' reflected the aim of rebalancing the economy, i.e. a shift away from a service-based economy towards growth in high value products and services, associated with the green technology sectors, the visitor economy and leisure. This economic outlook is broadly continued in SDP2 however, the conclusion from commissioned study is that the employment losses suffered over the recession since 2008 will not be recovered within the 20 year timeframe of Clydeplan to 2037.

Background
Report No.4

- 5.8 Taking into account the re-basing of the population since the 2011 Census and consequential changes for households, despite the higher than anticipated growth in population than projected in SDP1, the number of households has not increased at the anticipated rate, due largely to the economic downturn and the impact this has had on the ability to form households, particularly for owner occupation.
- 5.9 This slowing of household formation is reflected in the NRS 2012-based projections being used for SDP2, which show population is projected to grow by 3,700 per annum, 2012-2025, compared to 4,200 per annum in SDP1. The contrast is even greater for household change for the preferred 'Principal Projection' – 'Sustained Growth Scenario' - with a projection of 4,900 per annum, 2012-2025, compared to 6,700 per annum in SDP1. This is due to a combination of a significantly ageing population, which gets more pronounced after 2025, and lower net in-migration to the City Region. Therefore, based on a combination of the main economic and demographic drivers, the 'Planning Scenario' for SDP2 is indicative of *sustained growth* rather than the *strong growth* forecast in SDP1.

Background
Report No.2

The Updated Housing Need and Demand Assessment (HNDA2)

- 5.10 The HNDA estimates for SDP2 have been concluded on the basis of the above preferred 'Sustained Growth Scenario' and two alternatives: 'high migration' which explores the possibility of an accelerated recovery with more people moving into the City Region; and a 'low migration' one where growth is weaker and migration to the City Region consequently lower. The Estimates of Additional Housing Units from this assessment, for the period 2012 to 2029 range from 6,300 per annum to 4,470 per annum. The preferred 'Sustained Growth Scenario' indicates the need for 5,400 per annum which translates to almost 92,000 additional dwellings (including for current or 'backlog' need) to 2029. In adopting this scenario, the planned building rate for SDP2 is less than that planned under SDP1, of 6,000.
- 5.11 Another important outcome of the updated HNDA is the change in the relative tenure balance with high levels of projected need and demand for social and below market rented ('affordable') housing relative to the private (owner occupation & private rented) sector. The relative proportions are 43:57 for SDP2 compared to 27:73 in SDP1. This is an important consideration that is being taken into account in the approach to the setting of Housing Supply Targets (HSTs), a policy view of the number of homes that may be realistically delivered in each local authority and appropriate functional housing market, for Local Housing Strategy purposes, and which provides the basis for establishing the housing land requirements to meet need and demand in the next review of local development plans. For more details on the HNDA outcomes and HSTs, refer to paragraphs 5.18 to 5.23 below.

Background
Report No.5

Main Issues for Clydeplan (SDP2), with reference to Inverclyde

- 5.12 The current GCV SDP was approved in May 2012 and as such is only recently being translated into Local Development Plans, including our own, adopted 29th August 2014. Given this short time period and the continuing downturn in the economy, it is proposed that SDP2 should represent considerable continuity with SDP1 in its vision, planning philosophy and expected outcomes (updated and refreshed in Scottish Government policy (refer above, para 5.2)); in its Sustainable Development Strategy; and key designated locations for growth and change.

Main Issue 1: 'Supporting Sustained Economic Growth'

- 5.13 The SDP2 is essentially therefore a roll-forward of SDP1. SDP1 outlines two Spatial Frameworks, 'Competitiveness' and 'Sustainable Communities', in support of a rebalanced low carbon economy for the City Region, focussing on key existing and new economic growth sectors. Planning components of these frameworks are the Strategic Economic Investment Locations (SEILs), Strategic Freight Transport Hubs (SFTTHs), the Network of Strategic Centres and new housing allocations in local development plans, including the Community Growth Areas (CDAs).

Annex Two

Strategic Locations and Designations

- 5.14 Since the purpose of the MIR is to outline where there may be a case for changes to be made to the spatial strategy, it is important to recognise that the greater part of the existing SDP is proposed to remain unchanged, i.e. the designated SEILs, SFTHs and the Network of Strategic Centres. This applies to locations within Inverclyde - the Inverclyde Waterfront SEIL, including Inchgreen/Great Harbour for the National Renewables Investment Plan (NRIP), Ocean Terminal SFTH and Greenock (Strategic Centre). In a similar way, strategic locations identified in neighbouring areas, e.g. Glasgow International Airport and Bishopton (Community Growth Area), remain as priorities for investment and development. Background Report No.8
Background Report No.9
- 5.15 The most significant change to the priorities identified, and for some of the new ones proposed, arises out of the impact of the recession and the impact this has had on public and private investment. To address this, there is a desire for greater co-ordinated action across the City Region and the Scottish/UK Government announced in August 2014 the Clyde Valley City Deal Infrastructure Fund, with some £1.13 billion for twenty projects over a 20 year period. Three of the projects are in Inverclyde, two linked to the SDP Clyde Waterfront designation: Inchgreen and Ocean Terminal, Greenock; and the other, Inverkip, related to proposals for the former Power Station. Min Ref: 12/08/14, para 457
Annex Two
- 5.16 Overall, there are three new SEILs proposed to add to the current 20: two in Glasgow (at Pacific Quay and the Southern General (South Glasgow University) hospital site), and one in North Lanarkshire at Newhouse; and two new SFTHs to add to the current five, one in Glasgow at King George V Dock and in Renfrewshire, at Linwood. Annex Two
- 5.17 No changes are proposed to the designation of the Community Growth Areas and it may be noted that a number of them in North and South Lanarkshire should be assisted through City Deal project funding. Similarly, there are no changes proposed to the network of strategic centres, Greenock remaining one of 23 designated in the SDP, while noting that Clydeplan SDP2 will reflect the outcome of the current legal challenge in relation to Braehead, and whether Renfrewshire Council's decision to change its status from a commercial centre to a town centre in its recently adopted LDP is upheld. Min Ref: 30/10/14, para 671

Enabling Delivery of New Homes – HSTs and Housing Land Requirements

- 5.18 In 2013 the Scottish Government, as part of an HNDA refresh, produced the HNDA Tool, a model populated with national data to enable local authorities and in Clydeplan's situation, the Glasgow and the Clyde Valley Housing Market Partnership, to estimate the amount and likely tenure of additional future housing required. The planning horizon for this HNDA evidence base for SDP2 is 2029 (12 years from expected SDP2 approval in 2017), with an intermediate year, 2024, the 7 year *effective* housing land supply period from SDP approval in accordance with SPP, and 5 years from expected LDP adoption.
- 5.19 The HNDA Tool enables assumptions on future household incomes and house prices to be modelled alongside economic forecasts and projected demographic changes to provide estimates of affordability and likely tenure of future households. However, one important difference from the 2011 HNDA that informed SDP1 and the 2014 Inverclyde LDP is the calculation of current or backlog need. This has resulted in a much reduced assessment of the need for '*net new additions*' to the housing stock to meet these needs. Despite this, as noted above (para 5.11), the scale of need estimated is considerable in comparison with the estimates for the private sector. Background Report No.5
- 5.20 The outputs from the HNDA Tool – the 'Housing Estimates' – are the first stage in the process of identifying the housing land requirements for the respective local authorities. Adjustments are required on the private sector to account for the Housing Market Area (HMA) framework and beyond this, as indicated HSTs require to be set in advance of determining whether there is a requirement for land release, having taken into account the SPP requirement for 'generosity' in the land supply.

5.21 However, as the Clydeplan SDP MIR states “across the city region the challenges facing local authorities and the development sector around the delivery of new housing are very different and as such local circumstances require to be factored into any proposed approach.” Such an approach requires this to be done in such a way that both captures these differences across the eight local authorities but is also consistent and comparable. It is important to note that these differences are considerable, ranging from a projected 10% increase in households in East Renfrewshire (2012-29) to a projected decrease in Inverclyde of 5%.

5.22 Clydeplan has concluded “it would be inappropriate at this stage of SDP2 preparation to finalise the HSTs because by definition, they are the local authorities’ policy interpretation of the HNDA Tool outputs combined for the purpose of finalising the City Region’s housing land requirements.” The HST strategic overview should be realistic and deliverable given the continuing downturn in house building since 2008, so Clydeplan has decided that as the SDP2 “will not be approved until Spring 2017 and local authorities’ LHSs are not required until 2016/17, it is premature to conclude on these at this stage.” A draft methodology to derive HSTs will be published as a Background Report for this MIR consultation and subject to responses received, will be applied for the Proposed Plan using the ‘Sustained Growth Scenario’ to determine future housing land requirements, at HMA level and for the eight local authorities.

Background
Report No.6

5.23 Having said that, it is already known that with an *established* housing land supply capable of accommodating some 118,000 dwelling units across the City Region, there is likely to be a more than sufficient supply to provide for the estimated housing need and demand to 2029, including a level of generosity as required by SPP. This would require little change in the SDP Proposed Plan in this respect and equally in Inverclyde, having recently had our housing land supply endorsed as more than sufficient at our LDP Examination in June 2014.

Background
Report No.1

Main Issue 2: ‘Supporting a Low Carbon Economy’

5.24 The MIR identifies the scope for reducing carbon emissions and assisting the transition to a low carbon economy, through more efficient means of delivering heat and electricity, and planning for zero waste. The development of the off-shore renewables industry is an economic growth opportunity, which includes the National Renewables Investment Plan’s (NRIP) objective of building on our existing strengths through the identification of a wide range of locations, including the Inchgreen/Great Harbour site in Greenock. The Scottish Government’s NPF3 specifically recognises this location in Inverclyde for its marine (wave and tidal) potential and this is reflected in the Clydeplan.

5.25 Onshore wind energy development is the main contributor to meeting greenhouse gas emissions targets set by the Scottish Government. Development plans are expected to guide development to appropriate locations and in this regard, SPP sets out a new approach, of ‘spatial frameworks’, to assist local authorities determine where the most appropriate areas are to accommodate wind turbines. This represents a change from SDP1 which defined ‘broad areas of search’ for developments of 20MW and over, to a new categorisation, as follows: areas where wind farms will not be acceptable; areas of significant protection, including national and international designations and other nationally important mapped environmental interests; community separation for consideration of visual impact; and beyond these, where wind farms are likely to be acceptable, subject to detailed consideration against identified policy criteria.

5.26 The spatial framework approach for the Clydeplan SDP2 has been assisted by a landscape capacity assessment to identify the strategic potential of accommodating wind farms and in particular, the potential cumulative impacts which are often cross boundary. The assessment and determination of wind turbine proposals is a matter for LDPs. In relation to Inverclyde, our adopted 2014 LDP predates the SPP and this spatial framework approach, and the findings of the landscape capacity study. As indicated before to Committee, the Supplementary Guidance on Renewable Energy that supports LDP Policy INF1 is currently being revised and updated to incorporate these changes in national policy, and this will be reported to Committee later this year.

Background
Rpt No.11

Min Ref:
30/08/14,
para 670

Main Issue 3: ‘Supporting Positive Environmental Action’

- 5.27 NPF3 identifies the Central Scotland Green Network (CSGN) as a National Development with priorities of tackling the remediation of derelict land, action in disadvantaged communities and increase levels of walking and cycling. The Glasgow and the Clyde Valley Green Network is an important component of the CSGN and the SDP1 Vision and Sustainable Development Strategy. In order to extend, enhance and focus delivery of green network opportunities across the City Region, SDP1 included 14 spatial priorities where environmental, social, access and regeneration elements are integrated. Three of these are in Inverclyde (refer to Annex 2).
- 5.28 The existing priorities have been reviewed by using new and updated data sets, including priority habitats, priority access to greenspace (by disadvantaged communities), underperforming greenspace, health and wellbeing, and vacant and derelict land. While this has reaffirmed most of the SDP1 locations, some have had their boundaries redefined, and one new opportunity has been proposed in the MIR. For the eleven Community Growth Areas, green network priorities have been identified.

Background
Rpt No.10

Annex Two

Main Issue 4: ‘Supporting Sustainable Travel’

- 5.29 In a similar manner to Main Issue 3, existing priorities have been largely reaffirmed but also new ones added, with some of the projects identified under the City Deal supporting existing SDP priorities, both transport related schemes and designated strategic locations, for example the CGAs and SELs. An important addition to the strategic priorities is the need to improve cross-city connections, to assist cross-Scotland journeys.

Annex Two

Main Issues 5, 6 and 7

- 5.30 Other issues raised include Clydeplan’s wish to develop greater integration between land use planning and community planning, to support GCV Community Planning partners in their coordinated action on: economic recovery and employment growth; improving health inequalities and physical activity; delivering regeneration; and creating safer communities.
- 5.31 Similarly, following the Scottish Government’s publication of ‘Creating Places’ in June 2013 to advance the need for planning to focus more on ‘placemaking’ and emphasise the value of good design to unlocking opportunities and build vibrant communities, Clydeplan wishes to promote more collaborative thinking in how the distinctive qualities of the City Region, in all its diversity and distinctiveness can be expressed in SDP2.
- 5.32 The last Main Issue ‘Climate Change Adaptation’ is concerned with ensuring that at the City Region level, strategic planning can make a positive impact on, and facilitate adaptation to, climate change through development decisions. Clydeplan wishes to contribute to these objectives but recognises that this will only be achieved in partnership and through a joint approach and seeks the best way to achieve these aims.

6.0 IMPLICATIONS

- 6.1 **Legal:** there are none arising directly from this report.
- 6.2 **Finance:** there are none arising directly from this report.

Financial implications – one-off costs

Cost Centre	Budget Heading	Budget Year	Proposed Spend this Report	Virement From	Other Comments
n/a	n/a	n/a	n/a	n/a	n/a

Financial implications – annually recurring costs/(savings)

Cost Centre	Budget Heading	Budget Year	Proposed Spend this Report	Virement From	Other Comments
n/a	n/a	n/a	n/a	n/a	n/a

6.3 **Personnel:** there are none arising directly from this report.

6.4 **Equalities and diversity:** this report has no impact on the Council's Equalities Policy.

6.5 **Repopulation:** the Clydeplan SDP MIR is of direct relevance to the Council's repopulation agenda, in setting out the strategic context for the planning and development of the Glasgow City Region, including the spatial settlement strategy (distribution of major locations for business and housing development), to meet the assessed future requirements, over 10 to 20 years.

7.0 CONSULTATION

7.1 **Chief Financial Officer:** no requirement to comment.

7.2 **Head of Legal and Property Services:** no requirement to comment.

7.3 **Head of Organisational Development, HR and Communications:** no requirement to comment.

7.4 A close working relationship is maintained between Regeneration and Planning (Planning Policy Team) and the Safer and Inclusive Communities Service (Strategic Housing Team), in Inverclyde's participation in the GCV Housing Market Partnership, responsible for the preparation and finalising of the GCV HNDA Background Report. This provides an evidence base for not only this SDP MIR but also the update and review of the Council's Local Housing Strategy (LHS) 2011-2016 (refer to paras 5.11 & 5.18 to 5.23 above), and the next review and update of the Local Development Plan (LDP2), expected to commence in January 2016.

8.0 CONCLUSIONS

8.1 The Clydeplan SDP2 Main Issues Report (MIR) introduces a refreshed Spatial Vision but represents in large part a roll forward of the recently approved SDP1 Spatial Development Strategy by Scottish Ministers, with few changes proposed in the strategic locations and designations. It should be noted however, that the proposed addition of King George V Dock, Govan, Glasgow, as a 'Strategic Freight Transport Hub' could have potential implications for Ocean Terminal, Inverclyde.

Annex Two

8.2 The overall approach in strategic direction given in the MIR to the eight local authorities for their LDPs is the right one, including the choice of the 'Sustained Growth Scenario', as it represents a more realistic basis for the forward planning of the City Region while the downturn in development activity remains an issue for both the private and public sectors.

8.3 While it is understood that there is likely to be a more than sufficient established housing land supply to provide for the estimated housing need and demand across the City Region to 2029, the Council reserves its position until having had the opportunity to: (1) respond to Background Report No.6 on the draft methodology for setting the Housing Supply Targets (HSTs) by local authority and HMA; and (2) examine the final outcome of the HST exercise, including the tenure split, and what that would mean for housing land requirements, given the changed context under which the HNDA has been produced, including the changes in the tenure balance outputs, and the impact that that is likely to have on Inverclyde's housing system.

8.4 In view of the above, this report, its commentary on the MIR, conclusions and recommendations, should be seen as an '*in principle*' holding response on the Clydeplan SDP2 MIR, until the above issues around HSTs, housing land requirements, including how 'generosity' is to be handled are finalised, and also those matters that are the subject of the other 11 Background Reports and the SEA are published and officers have had the chance to appraise their content.

Next Stages

- 8.5 With respect to the housing issues, a report will be brought to the March Committee(s) on Background Report No.6 'Glasgow and the Clyde Valley Housing Need and Demand Assessment' (HNDA2), to reflect its importance and relevance to the review and update of the Council's Local Housing Strategy (LHS) and LDP over the next few years. At that stage, the outcome of the GCV HMP and Clydeplan's work on HSTs and housing land requirements may have been finalised and if so will be reported as well.
- 8.6 The more immediate next stage is publication of the methodology for setting the HSTs and the finalisation of these for further public consultation, and beyond this, agreement for their inclusion in the Proposed Plan and the respective eight local authorities' Local Housing Strategies and for LDP2s.
- 8.7 Following receipt of representations made to the MIR, the Clydeplan SDPA will make the necessary arrangements for the preparation of the Proposed Plan, expected to be placed before the Clydeplan Joint Committee in December 2015 for approval to publish for consultation in February 2016.
- 8.8 Beyond this, according to the SDPA's Development Plan Scheme, the SDP2: Proposed Plan should be submitted to Scottish Ministers in May 2016, following which any unresolved objections to the Plan will be subject to an Examination, held by the Directorate of Planning and Environmental Appeals (DPEA) with the appointment of independent reporters.
- 8.9 On this timetable, it is anticipated that Clydeplan SDP2 should be approved by Scottish Ministers in June 2017, with the next round of LDPs following soon after, including Inverclyde's LDP2: Main Issues Report, timetabled for publication in the Spring of 2017.

9.0 BACKGROUND PAPERS

9.1 The Clydeplan SDPA 'Strategic Development Plan: Main Issues Report (January 2015), and all associated reports published with the MIR, including the Strategic Environmental Assessment (SEA) 'Environment Report' and 12 Background Reports (listed below), will be available as downloads through the Clydeplan-SDPA web site – 'www.clydeplan-sdpa.gov.uk'. The approved 2012 GCV SDP can be similarly sourced.

Clydeplan SDP2 MIR Background Reports

- 1) Monitoring Statement
- 2) Projection of Population and Households to 2029
- 3) Vacant and Derelict Land in the City Region 2013
- 4) Economic Outlook and Scenarios for the Glasgow and the Clyde Valley City Region 2013 - 2038
- 5) Glasgow and the Clyde Valley Housing Need and Demand Assessment (HNDA)
- 6) Beyond the HNDA - Approach to Housing Supply Targets
- 7) Glasgow and the Clyde Valley Urban Capacity Study 2013
- 8) Strategic Economic Investment Locations
- 9) Network of Strategic Centres
- 10) Glasgow and the Clyde Valley Green Network Priorities
- 11) Landscape Character Study for Wind Turbine Development in the Glasgow and the Clyde Valley City Region
- 12) Climate Change Adaptation

ATTACHMENTS

Annex One: Clydeplan SDP2 Main Issues Report – Reponses to Consultation Questions

Vision and Strategy

Q.1: Do you agree with the Vision as set out for Clydeplan?

Yes, and importantly unlike SDP1, the Vision includes a valuable spatial dimension and incorporates a delivery focus for LDPs and for 'placemaking' at different spatial scales. In this respect, it is a genuine land use planning vision with the potential to inform 'Placemaking at the City Region Scale' (refer to Main Issue No.6 and Q.18 below).

Q.2: The Preferred Spatial Development Strategy (SDS) Option: do you agree with Clydeplan's continued support for this option and the related projects in SDP1?

[Note: given the support of NPF3 and SPP to the current SDP SDS, there are no reasonable alternatives proposed]

Yes, given as it states in Clydeplan, the relatively recent approval of SDP1 by Scottish Ministers and the extent to which the SDS is in accordance with NPF3 and SPP (2014).

Issue 1: Supporting Sustained Economic Growth

Strategic Economic Investment Locations (SEILs)

Q.3: The SDP currently identifies 20 SEILs aimed at promoting long term sustainable economic growth in the City Region. The Preferred Option is to include three additional SEILs – (refer to Annex 3) – as locations to support key sectors in the City Region economy.

An Alternative Option is to retain the current 20 SEILs as set out in SDP1.

Which of the above options do you support and why?

Are there other options you would propose and why?

The first preferred option for the reasons stated above in relation to the approved SDS, and to reflect important new opportunities that have emerged that are of sufficient strategic scale and significance, to be added to the current 20 SEILs identified.

Strategic Freight Transport Hubs (SFTHs)

Q.4: The SDP currently identifies 5 SFTHs to promote the sustainable transportation of goods to promote the long term growth of the City Region economy. The Preferred Option is to add two additional SFTHs – (refer to Annex 3).

An Alternative Option is to retain the current 5 SFTHs as set out in SDP1.

Which of the above options do you support and why?

Are there other options you would propose and why?

The first preferred option for the reasons stated above in relation to the approved SDS, and to reflect that the two opportunities are of sufficient strategic scale and significance, to be added to the current 5 SFTHs identified. However, Inverclyde Council seek assurance that the proposed addition of King George V Dock, Govan as a 'Strategic Freight Transport Hub' would not have any adverse implications for container freight business at Ocean Terminal, Inverclyde.

The Visitor Economy

Q.5: In support of the visitor economy and wider development strategy for Clydeplan, do you agree that the Forth and Clyde Canal and the River Clyde should be specifically recognised?

Are there other cross-boundary assets which should be recognised? If so, which ones and why?

Agree: Clydeplan would benefit from specifically recognising the Forth and Clyde Canal and the River Clyde as important strategic resources within the City Region to support the visitor economy.

In the case of the River Clyde, because of its size and spatial extent through the City Region, it would require to be differentiated in the Proposed Plan (probably accompanied by a Schedule of Opportunities as a guide to LDPs and other relevant stakeholders), to inform future development and investment across what could be an extensive and varied range of projects. Projects connected with specific locations, e.g. around Pacific Quay, or Clydebank-Renfrew Riversides, or

the Firth of Clyde around Inverclyde's coast; initiatives through the RBMP to improve water quality and therefore assist its tourist/recreational potential; or making better use of the River as a transport corridor, combining potential journey-to-work with leisure/tourism, are all undeveloped aspects of this important resource which makes this City Region so distinctive. Recognising the River Clyde in this way, and the Forth and Clyde Canal, is also of relevance and could be the significant parts to taking forward Main Issue No.6 'Placemaking at the City Region Scale' in a new and more meaningful manner (refer to Q.18).

Network of Strategic Centres

Q.6: Are there specific actions that Clydeplan should promote to support the roles and functions of the network of strategic centres and in particular Glasgow City Centre, taking account of the significant changes in how the retail sector operates?

[Note: it has been concluded there is no need to change the network]

Clydeplan should promote the consideration of impact of strategic retail developments upon the retail function of the City Centre, as well as the cumulative impact of smaller developments. It should also promote the development of town centre strategies and action plans to support the non-retail role of centres. Support for regular and standardised monitoring in the eight member authorities is essential in this fast-changing environment.

Delivery of New Homes

Preferred Growth (Planning) Scenario

Q.7: Do you agree with the choice of the Sustained Growth Scenario identified as the preferred scenario for Clydeplan?

If you have answered no, please provide justification and evidence for your views.

Agree, as it best reflects the current understanding of City Region demographics and forecast economic change over the lifetime of SDP2.

Housing Supply Targets (HSTs)

Q.8: The proposed methodology to set HSTs is set out in Background Report 6: do you agree with this approach?

If you have answered no, please provide justification and evidence for your views.

Agree.

Generosity

Q.9: SPP suggests that a generosity margin of 10 to 20% is added to the HSTs. Given that the HSTs should reflect what is reasonable, realistic and deliverable, what other factors should Clydeplan consider in determining the appropriate level of generosity?

Should this level of generosity be applied in the same way across both Private and Social Rented and Below Market Rent sectors, and across all local authorities?

Please provide a justification and evidence for your views.

The proposed methodology to set HSTs is very full and comprehensive and therefore there is no need to introduce any other factors to account for generosity as the expected outcome of this exercise and the translation of the HSTs to housing land requirements is likely to indicate that there is a more than sufficient (or 'generous') established housing land supply to provide for the estimated housing need and demand to 2029. The HST methodology, when concluded and agreed, will be undertaken by the eight local authorities by using the 'Housing Estimates' from the HNDA Tool disaggregated by tenure, i.e. Private and Social Rented and Below Market Rent sectors, thereby taking into account any issues around the need for a 'generosity' margin. Therefore, as in SDP1, subject to the HST and HLR exercises being completed, and taking into account any requirement for 'generosity', there would appear to be no requirement for any strategic release of land for housing in SDP2.

Housing Land Requirement

Q.10: Do you agree that the existing land supply in the Clydeplan area is likely to be sufficient to address future housing requirements across all tenures?

If you have answered no, please provide justification and evidence for your views.

Yes, as outlined in answer to Q.9.

Delivery of Quality Housing

Q.11: In addition to the provision of a generous supply of land to accommodate the identified housing land requirement, what other activities can Clydeplan undertake to support and enhance delivery of quality housing across the City Region?

Clydeplan's Strategic Development Strategy is fundamental to the delivery of new homes located in sustainable locations, ensuring best use of existing and planned infrastructure, including transport and the integration of other supporting land uses and community facilities, set within well landscaped neighbourhoods to create residential areas that people want to live in. Equally, Clydeplan sets the conditions necessary to extend and improve quality living within the city centre and surrounding area, and the strategic centres around the City Region, by continuing to place emphasis on the benefits of urban living for what is now the majority of new households' forming, including those being attracted to the area for work.

Issue 2: Supporting a Low Carbon Economy

Onshore Wind

Q.12: The Preferred Option is to develop a spatial framework using the approach set out in SPP, update the existing SDP1 policy and to take account of the landscape capacity study to ensure a consistent approach is taken across the City Region. This takes accounts of SPP, updates environmental information and provides a new policy approach.

Alternative Option: No change – retain existing SDP1 'broad areas of search' approach and policy context.

Which of the above options do you support and why?

Are there other options you would propose and why?

The Preferred Option as the alternative of retaining the existing SDP1 'Broad Areas of Search' is not a viable one, nor any other, if Clydeplan is to be in accord with the new 'spatial framework' approach outlined in SPP 2014.

Issue 3: Supporting Positive Environmental Action

Green Network Priorities

Q.13: The Preferred Option is to use revised methodology taking account of CSGN priorities, introduce a new spatial framework and Green Network Spatial Priorities using new and extended data sources.

Alternative Option: No change – retain existing SDP1 Green Network Priorities.

Which of the above options do you support and why?

Are there other options you would propose and why?

Are there any other datasets that could be used to help refine this process?

The Preferred Option, as the use of new and extended data sets is supported. This will incorporate the priority themes in NPF3 on which CSGN is to focus – active travel, disadvantaged communities and vacant and derelict land. Refining the data previously used will also ensure a stronger correlation at the local level through the use of local data and add to the precision when defining Green Network Strategic Delivery Areas, including for the Community Growth Areas, in LDPs.

Issue 4: Supporting Sustainable Travel

Strategic Transport Network

Priorities for Investment

Q.14: Given the level of recent and projected investment in both the strategic road and public transport networks, are there gaps/projects which should be prioritised for investment in support of Clydeplan's Vision and Strategy?

Clydeplan should continue to work closely with SPT and Transport Scotland to ensure that the Community Growth Areas (CGAs), SEILs and other strategic locations and designations, where development would lead to increased travel to and from these areas/locations, are prioritised for public transport improvements. This will support sustainable travel patterns, having regard to the timing and phasing of these respective components of the SDS.

Cross-city Connections

Q.15: In support of improved strategic connectivity, should Clydeplan give support to measures which deliver cross-city connections as set out above (i.e. High Street curve from City Union Line with potential for new stations at Glasgow Cross and West Street; and Strathbungo Link allowing access to trains from East Kilbride/Barrhead/Kilmarnock route to City Union Line). Are there other options Clydeplan should consider to achieve cross-city connections?

Clydeplan should support measures for cross-city connections, either as set out currently or through revisions to regional transport plans, strategic transport reviews or other relevant strategies, subject to there being no conflict with other components of the SDS.

Public Transport Corridors

Q.16: Should Clydeplan give priority to any particular public transport corridors, as set out in Table (pages 43/44) [Note: this is the same as Schedule 4 in SDP1]. If so, why, and what options should be promoted to improve service reliability and/or frequency?

'Clyde Gateway/Motherwell/Ravenscraig', 'Eastern (M8) Corridor', 'Glasgow International Airport/Bishopton/Inverclyde' and 'Barrhead to Renfrew, Glasgow International Airport and Riverside North', all have potential to realise multiple benefits for improved connectivity across and beyond the City Region, and in particular to realise the full potential of CGAs, SEILs and Freight Hubs, as does the City Centre as the central node of the transport network. Regard should be had to the timing and phasing of development to enable these locations and key development sites within, to be brought forward as required.

Issue 5: SDP and Community Planning

Q.17: Recognising that strategic planning and community planning should be more closely aligned, how could this best be achieved?

The vision for the city region needs to reflect and be consistent with the spatial aspects of Community Plans, and ensure that the community planning partners have confidence that the development plan, SDP and LDPs, can deliver their aspirations.

Issue 6: Placemaking at the City Region Scale

Q.18: In considering an approach to placemaking for the City Region and in terms of the six qualities of a successful place – (1) distinctive, (2) welcoming, (3) adaptable, (4) resource efficient, (5) safe and pleasant, and (6) easy to move around and beyond – how should this be expressed in Clydeplan?

SDP2 needs to continue to recognise that placemaking is central to achieving the vision of a sustainable, successful place by identifying what makes the City Region distinctive. It is important to emphasise the efficient use of resources, particularly where there are opportunities to re-use or share existing resources, and recognise the benefits of re-use of brownfield land (which also helps to support a low carbon economy). The importance of prioritising inter-connected active and sustainable travel ahead of the reliance on private cars should also be highlighted in SDP2, and cross boundary opportunities identified.

Issue 7: Climate Change Adaptation

Q.19: How can Clydeplan best pursue its contribution to climate change adaptation and facilitate a joint approach to the issue?

Clydeplan can best pursue its contribution to climate change adaptation through integrating it into other elements of the SDP2, such as transport, infrastructure, Green Network, etc.

Clydeplan is also well placed to address cross-boundary opportunities to overcome or build on the outcome of climate change in a co-ordinated manner to ensure the actions of one authority does not result in adverse consequences for any neighbouring authorities.

Any other strategic issues SDP2 should consider?

Q.20: In the context of Clydeplan's Vision and Spatial Strategy and the Scottish Government's recently published NPF3 and SPP, are there other matters which you consider should be addressed in Clydeplan?

No.

Annex Two: SDP Strategic Locations and Designations

(A) Community Growth Areas (CGAs) [Schedule 1]

- No changes proposed in the SDP2 MIR to Schedule 1.

(B) Strategic Economic Investment Locations (SEILs) [Schedule 2]

SDP1 – Schedule 2

- 1) Bishopton
- 2) Glasgow City Centre
(and surrounding areas)
- 3) City Science
- 4) International Financial Service District
- 5) Pacific Quay
- 6) Clyde Gateway
- 7) Clydebank Riverside
- 8) Inverclyde Waterfront
- 9) Hillington/Renfrew North
- 10) Scottish Enterprise Technology Park
- 11) Peel Park North
- 12) Robroyston
- 13) Glasgow International Airport Zone
(three sites: Inchinnan, Linwood, Westway)
- 14) West of Scotland Science Park
- 15) Hamilton International Technology Park
- 16) Eurocentral
- 17) Poniel
- 18) Gartcosh
- 19) Ravenscraig
- 20) Lomondgate

Proposed SDP2 MIR

- 21) Creative Clyde Enterprise Area, Pacific Quay
- 22) South Glasgow University Hospital (Southern General hospital site)
- 23) 'Biocity Scotland', Newhouse

(C) Strategic Freight Transport Hubs (SFTHs) [Schedule 3]

SDP1 – Schedule 3

- 1) Eurocentral/Mossend (Rail)
- 2) Gartsherrie, Coatbridge (Road)
- 3) Deanside, Renfrew (Rail)
- 4) Glasgow International Airport (Air)
- 5) Ocean Terminal (Sea)

Proposed SDP2 MIR

- 6) King George V Dock, Govan (Sea)
- 7) Burnbrae, Linwood (Rail)

(D) Network of Strategic Centres [Schedule 12]

- No changes proposed in the SDP2 MIR to Schedule 12.

(E) Public Transport Corridors (Strategic Transport Network) [Schedule 4]

- No changes proposed in the SDP2 MIR to Schedule 4, other than the addition of two new Cross-City (Rail) Connections to improve the Strategic Transport Network:
 - High Street curve from the City Union Line, with potential for new stations at Glasgow Cross and West Street; and
 - Strathbungo Link, allowing access to trains from the East Kilbride/Barrhead/Kilmarnock routes to the City Union Line.

(F) Green Network Spatial Priorities [Schedule 5]

SDP1 - Schedule 5

Proposed SDP2 MIR *

Inverclyde Waterfront, focussing on:

- | | |
|-------------------|---------------|
| 1) Upper Greenock | no change (1) |
| 2) East Greenock | no change (2) |
| 3) Port Glasgow | no change (3) |

Clyde Waterfront, focusing on:

- | | |
|----------------------------------|--|
| 4) Dumbarton East/Old Kilpatrick | name change: Dumbarton (4)
name change: Bowling (5) |
| 5) Erskine/Clydebank | name change: Clydebank (6)
name change: Erskine (7) |
| 6) Renfrew/Yoker/Whitecreek | name change: Renfrew (9)
name change: Yoker/Whitecreek (10)
New: Glasgow West End (11) |
| 7) Govan/Ibrox | no change (12) |
| 8) Gorbals/Toryglen | name change: Toryglen (13) |

Other Locations

- | | |
|-----------------------------------|---|
| 9) Clyde Gateway | no change (14) |
| 10) Castlemilk/Stamperland | Removed |
| 11) Ravenscraig | no change (16) |
| 12) Greater Easterhouse | Redefined & renamed: Gartloch/Gartcosh (15) |
| 13) Lambhill/Possil | Removed |
| 14) Johnstone/Black Cart Corridor | no change (8) |

- Retitled '**Green Network Opportunities – Strategic Delivery Areas**'

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