

**REPORT TO: DUNDEE, PERTH, ANGUS AND NORTH FIFE
STRATEGIC DEVELOPMENT PLANNING AUTHORITY
JOINT COMMITTEE MEETING ON 16th FEBRUARY 2010**

**REPORT ON: TAYplan MAIN ISSUES REPORT: OPTIONS FOR
SCOTLAND'S SusTAYnable REGION 2012-2032**

**REPORT BY: PAMELA EWEN, STRATEGIC DEVELOPMENT PLANNING
AUTHORITY MANAGER**

REPORT NO: SDPA01-2010

1 PURPOSE OF REPORT

- 1.1 The purpose of this report is to seek approval for the Main Issues Report having regard to and taking account of the related Environmental Report (including the Non Technical Summary) from the Strategic Environmental Assessment (SEA), and draft Equalities and Human Rights Impact Assessment, as a basis for consultation.
- 1.2 In addition approval is sought for the Monitoring Statement and the Committee are asked to note the draft Habitat Regulations Appraisal and Background Technical Note, which are not the subject of consultation.

2 RECOMMENDATION

- 2.1 It is recommended that The Joint Committee:
- a) Have regard to and take account of the Environmental Report (published with this report as a basis for consultation) drafted by Perth & Kinross Council as the Responsible Authority and note that Perth & Kinross Council require to publish and submit the Environmental Report;
 - b) note the Background Technical Note and the draft Habitat Regulations Appraisal (published with this Report);
 - c) approve the Main Issues Report (Appendix One) and the draft Equalities and Human Rights Impact Assessment (Appendix Two) as a basis for consultation and delegate the SDPA Manager to submit the Main Issues Report to The Scottish Ministers;
 - d) approve the Monitoring Statement (Appendix Three) and delegate to the SDPA Manager to submit to The Scottish Ministers;
 - e) request that the four constituent Councils ratify the above decisions (b-d) having regard to and taking account of the Environmental Report by 19th March 2010; and,

- f) delegate the SDPA Manager to undertake the Main Issues Report consultation in line with the statutory requirements and the Participation Statement as set out in the revised Development Plan Scheme (Report 02-2010: Revised Development Plan Scheme).

3 FINANCIAL IMPLICATIONS

- 3.1 The Main Issues Report will result in financial expenditure being incurred primarily on consultation, printing and advertising. These costs are projected at approximately £30,000 and can be accommodated within the TAYplan budget, primarily within 2010/11 budget year.

4 EXECUTIVE SUMMARY

- 4.1 The Strategic Development Plan will set out a long term spatial strategy and vision for TAYplan area. In doing so there are a number of key issues and challenges which are recognised within the Main Issues Report that require discussion and feedback from all interested parties to inform the preparation of the Proposed Plan stage.
- 4.2 One of the biggest challenges is how the TAYplan area, through strategic landuse planning, responds to the Climate Change Act and the related national targets. This is a challenge both in respect of ensuring the Plan is being informed with information which is available and recognising that further work is required to inform future Plans.
- 4.3 The climate change challenge together with maintaining and enhancing the quality of place, and thereby the quality of life, requires a consistent and strong approach to be set out. The Main Issues Reports sets out relevant policy areas and suggests how the Proposed Plan could respond to these challenges. A preferred spatial strategy is set out and an alternative considered. The preferred strategy responds to these key challenges.
- 4.4 A number of related documents, including the Environmental Report (SEA), have been prepared to assist any interested party in commenting on the Main Issues Report.

5 BACKGROUND

- 5.1 The Main Issues Report is the first key stage of producing the Strategic Development Plan. The purpose of the Main Issues Report is to set out spatial strategy options with a preferred strategy and a draft vision to stimulate discussion. The Main Issues Report considers the big changes that will shape the next 20 years of our lives and the strategic changes that are best dealt with at the city region level, and provides options for the scale of growth and for where development should and should not be and asks for views on these and other issues to inform the Proposed Plan.

- 5.2 The Report builds on the individual Authorities Single Outcome Agreements, the existing approved Structure Plans (Dundee and Angus, Fife, and Perth and Kinross), and national and regional plans and strategies including the National Planning Framework 2, the National Economic Strategy, the Regional Transport Strategies, and the Climate Change Act 2009. The Strategic Development Plan takes account of existing strategic landuse proposals and builds on these in setting out a preferred landuse strategy.
- 5.3 The three existing approved Structure Plans, all approved by The Scottish Ministers, together with the Regional Transport Strategies (TACTRAN and SESTRAN) allocate a number of strategic landuse developments, all of which remain both relevant and important to deliver the preferred spatial strategy and to grow the economy across the TAYplan area.
- 5.4 Initial consultation and awareness raising was undertaken in August-September 2009. The responses received have assisted in informing the preparation of this Main Issues Report.

6 THE MAIN ISSUES REPORT - DISCUSSION

- Overview
- 6.1 The Main Issues Report (Appendix One) sets out the main issues and spatial strategy options to provide a policy framework over the period to 2012-2032 for strategic landuse matters. The Report is laid out in a series of chapters with a central theme of Quality of Place arriving at consideration of spatial strategy options and a draft vision. The Report has a central focus in maintaining existing and creating new places of quality. Protecting and enhancing this quality has a direct impact on the economic competitiveness of the region and will directly affect the quality of place and quality of life of those who live, work and visit the region.
- 6.2 The Strategic Development Plan must respond to climate change. This region has the opportunity to become Scotland's sustainable region. To achieve this, the landuse implications are considered through the Main Issues Report. These are strategic, high level issues, a framework for which would sit within the Proposed Plan, and detailed further through the Local Development Plans.
- 6.3 The Main Issues Report is supported with a range of documents (Sections 7-10 of the report) including the Background Technical Note which summarises the research and information that has informed the Main Issues Report.
- 6.4 The preceding paragraphs set out the key areas within the Main Issues Report, the full document being set out in Appendix One.
- Population Options and Housing Land Requirement
- 6.5 Consideration of the level of population growth is a key element of the Strategic Development Plan. Population growth levels are a basis, amongst other considerations, for setting targets for the amount of new housing that is required over the Plan period. The General Register Office for Scotland (GROS) provides nationally population and household projections every two years at individual Authority and TAYplan geographies.

- 6.6 The Main Issues Report has been informed by the 2006 base projections and these have been extrapolated to 2032. The projections indicate quite different population projections across the four TAYplan Authorities for 2012-2032. As Figure Two illustrates, Perth and Kinross is projected to one of the fastest growing areas in Scotland at 16%, Dundee is projected to decline by 8.5%, Angus to grow by 2.4%, and North Fife is projected to grow by 1.8%. Overall across the whole TAYplan area the projections suggest that the population will grow at a modest 3.3%.
- 6.7 The General Register Office Scotland published the 2008-based population projections on 3rd February 2010. However, the population projections for the TAYplan area and the associated household projections are not yet available. Therefore these calculations will need to be considered during the production of the Proposed Plan. The 2008-based Population Projections suggest more significant increases for both Angus and Perth and Kinross. Consideration will have to be given, in preparing the Proposed Plan, to whether the Housing Land Requirement is increased further to take account of these projections. This Main Issues Report seeks views on the range and whether this should be higher.

Population Options

Preferred Population Option - 'Option B: Dundee City grows and GROS projections elsewhere (2012-32)'

- 6.8 The Main Issues Report considers two options for population, with a preferred identified. The preferred option is to plan for growth of Perth and Kinross, Angus and North Fife as per the GROS projections (paragraph 6.6). This option changes the GROS projections for a decline in Dundee City to one of growth to 5.6% over the Plan period to 2032. Overall the projected growth for the TAYplan area would be 7.4%. This is illustrated in Figure One and Table One.
- 6.9 In Dundee City an average of 600 units p.a. were built between 1998 and 2008. This build rate suggests similar numbers of units could be delivered over the plan period. Modelling (by TAYplan) of detailed GROS statistics suggests that to halt net out-migration from Dundee City, just over 300 new housing units would be required every year of the plan period. A strategy of building double that would turn around population trends. However, while an average of 600 houses was built each year between 1998 and 2008, Dundee City's population reduced by approximately 7,200 persons. This highlights that providing houses does not guarantee that population growth will occur.
- 6.10 However, an analysis of recent migration statistics within GROS's mid-year population estimates does suggest that population growth could occur in Dundee City in the plan period. The decline in population has slowed significantly in recent years and in some years has increased. In-migration into Dundee City is also increasing with positive net migration becoming more evident.

Figure One
Preferred Population Option - **Option B**: Dundee City grows and GROS
projections elsewhere (2012-2032)

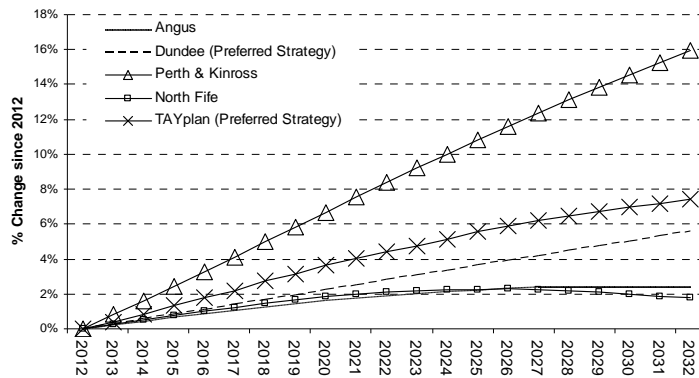


Table One **Option B: Population and Household Change (Preferred)**

Area	Average annual Net Migration	Average annual Population Change	Average annual Household Change	Actual annual build rate 1998-2008	Range of expected annual build 2012-32	Estimated Population in 2032
Dundee City	330	245	465	610	About 610	147,500
Angus	460	175	310	400	330-360	114,400
Perth & Kinross	1,275	1,205	860	660	910-990	172,200
North Fife	315	100	300	250	320-350	80,900
TAYplan region	2,380	1,725	1,935	1,920	2,170-2,310	515,000

- 6.11 The Dundee and Angus Structure Plan (2002) and the respective Council's Local Plans aim to reverse the decline in and grow the population of Dundee City. As highlighted in paragraphs 6.9 and 6.10, the success of this existing strategy is beginning to become evident in the 2008 population projections.
- 6.12 A successful city region is driven by a strong economic performance of the principal city. Within the TAYplan area both Dundee's and Perth's economies and a growing population will continue to be the key drivers of the wider TAYplan area's economy. It is therefore considered vital to continue to reverse decline of population in Dundee City, together with planning for the projected growth across Perth and Kinross, Angus and North Fife.

Alternative Population Option A: GROS 2006-based population and household projections (2012-32)

6.13 The alternative option, as set out in Figure Two and Table Two, is to plan in line with the population projections across the area. The difference to the preferred option being that this option would be to plan for decline in Dundee City, with an overall projected growth for the TAYplan area of 3.3%. This is not considered to be in the best interests of growing the economy of the TAYplan area.

Figure Two Option A: GROS 2006-based population and household objections projections (2012-2032)

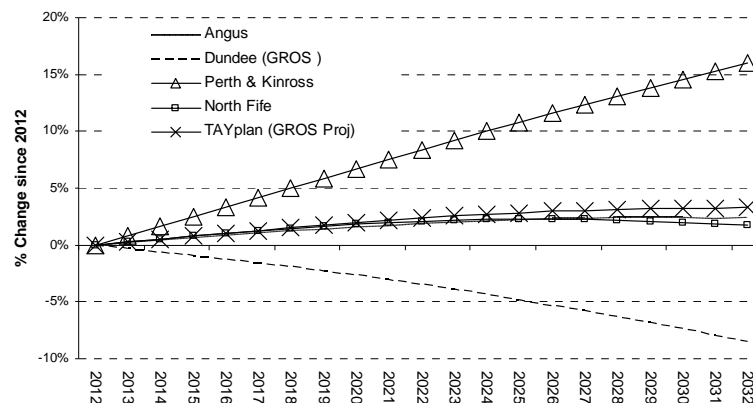


Table Two Option A: Population and Household Change

Area	Average annual Net Migration	Average annual Population Change	Average annual Household Change	Actual annual build rate 1998-2008	Range of expected annual build 2012-32	Estimated Population in 2032
Dundee City	-480	-555	15	610	0-100	128,400
Angus	460	175	310	400	330-360	114,400
Perth & Kinross	1,275	1,205	860	660	910-990	172,200
North Fife	315	100	300	250	320-350	80,900
TAYplan region	1,570	925	1,485	1,920	1,560-1,800	495,900

Housing Land Requirement

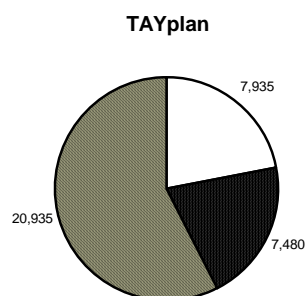
6.13 The GROS household projections (2006 base), together with other information and informed by the TAYplan Housing Needs and Demand Assessment (2009), form the basis of establishing targets for the amount of housing that should be required over the 20 years of the Plan period (detail contained in Background Technical Note section 3). The Main Issues Report suggests a range and seeks comments on this (see paragraph 6.15).

6.14 The amount of new housing that is considered to be required over the 20 year period is based on the preferred population growth option of growing the population across all areas of TAYplan (Table One). The 2006 base projections have been used with further work being undertaken on Dundee City's population. The minimum target for the housing land requirement is 43,400.

- 6.15 The range is included within the Main Issues Report to stimulate comments and has two key justifications. Firstly, the 2008 based population as set out in para. 6.7 show an increase. The household projections should be issued in a few months and the GRO will thereafter provide both sets of projections at TAYplan level (separating the Fife projections). Therefore when the housing land requirement is updated using this new 2008 information, it is likely to be at the upper end of the range, although this will be further considered at the Proposed Plan stage and informed by comments on the Main Issues Report. Secondly, the TAYplan Housing Needs and Demand Assessment indicates a housing need (both market and affordable) higher than the range set out in the Main Issues Report. Whilst, only a proportion of the affordable housing need is delivered through the planning system (through requiring the private market sector developers to provide/contribute) consideration has to be given to the extent to which a generous supply of housing is provided through setting targets for the overall housing land requirement, in line with The Scottish Government's objective.
- 6.16 Tables One and Two above illustrate the housing land requirement for both population options. The Figures also highlight the actual annual build rate over the past ten years as an annual average to illustrate what has been built against what would be expected.
- 6.17 The housing land requirement is not the same as the total number of new houses for which land has to be identified. For the preferred population strategy, about 30% of the total requirement has already been identified in approved Structure Plans and/or Local Plans, including a number of existing strategic sites. This is referred to as the existing effective housing land supply.

*Figure Three
Housing Land Shortfall (2012-2032) – potential sources for TAYplan area*

□ Urban Capacity ■ Small Sites ▒ Other Land



6.18 Figure Three above illustrates how the housing land shortfall (requirement minus the existing effective supply) could be met across the TAYplan area. This includes the period 2008-2012 which ensures that the current anticipated supply, houses that are likely to be built, before the 2012 Plan base date are taken into account. Local Development Plans will consider, and consult upon, the specific sites to meet the overall strategic housing land requirement. The Proposed Plan is likely to set out housing land requirements within each of the existing Housing Market Areas (Background Technical Note section 3).

6.19 The Main Issues Report therefore seeks comments on the population options and the housing land requirement.

Spatial Strategy Options

6.20 The Main Issues Report is required to set out a preferred spatial strategy for new development up to year 12 from Plan approval (2012-2024) and a broad indication of the scale and direction of growth up to year 20 (2024-2032). The spatial strategy sets out where development of a strategic scale should be and where it should not be, based on tackling the issues and challenges raised in the Main Issues Report. The role of settlements is considered and priorities the development of certain types of land, for example brownfield land within the most well serviced areas. The region's Principal Settlements are the largest settlements where most people live and which provide the most jobs and services. The Main Issues Report has differentiated between the respective roles in a hierarchy. A settlement hierarchy is set out in the Main Issues Report as shown in Figure Four below.

Figure Four Settlement Hierarchy

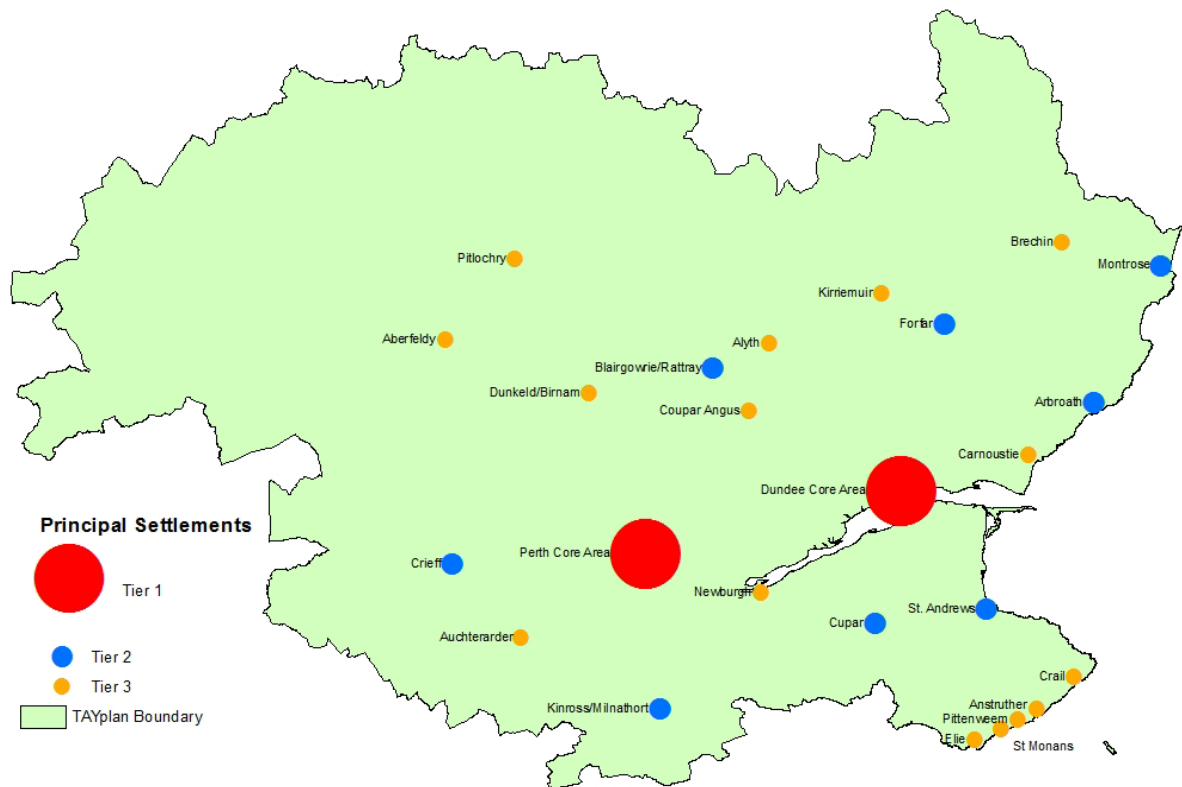
Tier 1: Large settlements which can accommodate large shares of TAYplan area new development and which are expected to make a major contribution to the regional economy.
Tier 2: Smaller settlements, which can make a major contribution to the regional economy, but which are likely to accommodate a small share of TAYplan area new development.
Tier 3: Smaller settlements which can accommodate some of the TAYplan area new development but which will play an important but more modest, self sustaining role in the regional economy.

6.21 The Main Issues Report defines Dundee and Perth as wider Core Areas to reflect the functional area of these settlements. One third of people live in Dundee Core Area (Dundee City, Invergowrie, Monifieth, Dundee Western Gateway, Muirhead/Birkhill and Wormit/Newport/Tayport). About 12% of the population live in Perth Core Area (Perth, Bridge of Earn, Oudernarde, Almondbank and Scone). Both form the largest concentrations of population and socio-economic activity and they have a strong influence and relationship with their surroundings. Other settlements serve more localised populations.

6.22 Thorough consideration has been given to a range of potential spatial strategy options (refer to Background Technical Note, section 7, pages 94-102). Only two options are considered to be reasonable, and are set out in the Main Issues Report. These are summarised below.

6.23 *Strategy A: 'Principal Settlements' (The Preferred Strategy)*
This is the preferred strategy where development is concentrated mostly in Dundee and Perth Core Areas with the rest accommodated in other principal settlements. Some of these other principal settlements will accommodate strategic growth, including St Andrews, Cupar and East Neuk. Where these settlements cannot accommodate growth there may be a need for settlement extensions or new settlements (Main Issues Report paragraphs 9.7 - 9.10).

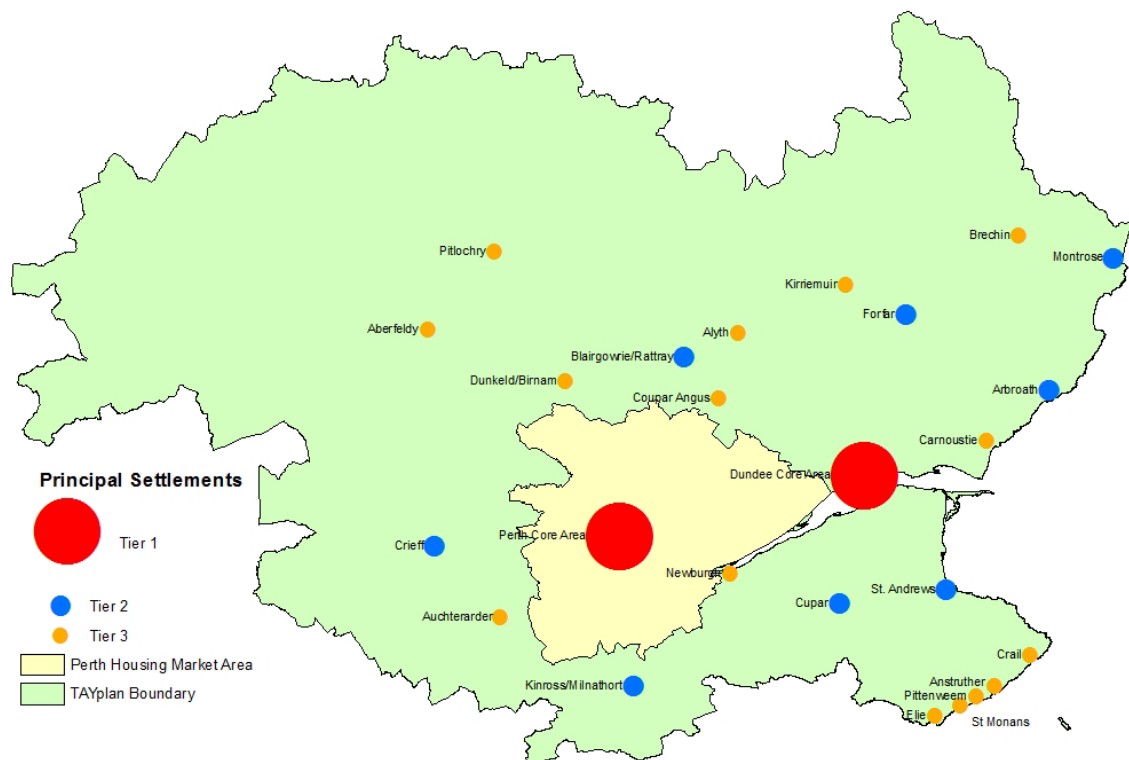
Figure Five Strategy A: Principal Settlements



Strategy B: 'Principal Settlements with dispersed housing development around Perth'

6.24 As with Strategy A, the preferred strategy, this alternative concentrates most development within the Dundee Core Area but disperses the majority of Perth Core Area housing development across the Perth Housing Market Area, particularly eastwards along the Carse of Gowrie (Main Issues Report paragraph 9.11).

Figure Six Strategy B: Principal Settlements with dispersed housing development around Perth



Comparing Strategies A and B

6.25 A comparison of the spatial strategy options is set out in the Main Issues Report (paragraphs 9.12–9.16). The Principal Settlements have significant land capacity, infrastructure and supporting services to accommodate additional development of the scale identified, recognising new and improved infrastructure will be required with any new development. The preferred strategy in concentrating most of the development within these Core Areas is considered to best meet the objectives of the Main Issues Report and the draft vision.

Draft Vision

- 6.26 The Proposed Plan requires a vision. Working with key stakeholders a vision has been drafted which has informed the objectives of the Main Issues Report (refer to Main Issues Report, pages 30-31). Comments will be sought on this draft which will help inform the Proposed Plan. The draft vision is:

'Our vision is of TAYplan as a sustainable region which is beautiful, vibrant, clean and green where the regeneration and growth of Dundee and other settlements has made it a great place for people to live, work, invest and visit that does not create an unacceptable burden on the planet'.

Main Issues

- 6.27 Through each chapter in the Main Issues Report the key issues are highlighted and questions specifically asked relating to these. The focus of the consultation is to seek comments on what the main issues are considered to be, in addition to the spatial strategy and draft vision.

- 6.28 The main issues identified in the Report are:

- A: Delivering quality places without exceeding environmental limits;
- B: Adapting to climate change impacts on our environment;
- C: People's choices about where they live;
- D: What level of population change to plan for?
- E: Growing and diversifying the economy;
- F: Sustaining communities and local economies;
- G: Reducing resource consumption in development;
- H: Food security;
- I: Supporting sustainable economic development;
- J: Decarbonising heat and electricity generation and achieving zero waste;
- K: Improving accessibility;
- L: Achieving modal shift;
- M: Spatial Strategy options;
- N: Prioritising land release; and,
- O: Strategic infrastructure and delivering development.

Consultation

- 6.29 The Participation Statement for the Main Issues Report is presented in Report 02-2010 to this Committee for approval, within the revised Development Plan Scheme. The Main Issues Report is written in a style that seeks to stimulate discussion and allow interested parties to comment on the main issues to help inform and prepare the Proposed Plan as we work through 2010.

- 6.30 The consultation will also seek comments on other key documents as set out in the recommendations 'a' and 'c'. A Communication Plan will be updated when information event dates and venues are fixed and published on the TAYplan website with elected members and Community Councils being kept informed.

7 STRATEGIC ENVIRONMENTAL ASSESSMENT (SEA)

- 7.1 An SEA, as required by the Environmental Assessment (Scotland) Act 2005, has been undertaken by Perth and Kinross Council, as the Responsible Authority as an integral part in preparing the Main Issues Report. The Environmental Report has been prepared in consultation with Scottish Natural Heritage, Historic Scotland, and the Scottish Environmental Protection Agency. A Non Technical Summary (Appendix Four) has also been prepared to assist interested parties responding to the Environmental Report and the Main Issues Report. The recommendations within the Environmental Report will inform the Proposed Plan.
- 7.2 This assessment considers whether any significant environmental effects would likely result from the implementation of the Main Issues Report. Given the strategic nature of the issues considered and the spatial strategy options, the assessment is proportionate to the strategic nature of the Strategic Development Plan. Some of the key potential impacts recognised within The Scoping Report (September 2009) relate to erosion of the landscape and habitat quality, flooding including as a result of sea level rise, and constraining the amount of waste which goes to landfill. The Environmental Report assesses these and suggests ways in which the potential impact could be mitigated. Members require to have regard to and take account of The Environmental Report in making the decision to approve the Main Issues Report for consultation.
- 7.3 The Environmental Report (including the Non Technical Summary) is recommended to be the subject of consultation alongside the Main Issues Report, as required by legislation (Environmental assessment (Scotland) Act 2005 (s17)). This allows any interested party to be better informed on the potential significant environmental implications of the Main Issues Report in commenting on the documents. All comments will be taken into consideration in preparing the Proposed Plan.

8 DRAFT HABITAT REGULATIONS APPRAISAL

- 8.1 A Habitat Regulations Appraisal is mandatory under the Habitats Directive which, in Scotland, is governed by The Conservation (Natural Habitats, & c.) Regulations 1994. Whilst this appraisal is not required until the Proposed Plan stage, a draft has been undertaken to help inform the Main Issues Report in addition to considering at an early stage of the Plan process the appropriate methodology which can best inform the new Strategic Development Plan.
- 8.2 The draft Habitat Regulations Appraisal is a background document and much of the information is contained within the Environmental Report (SEA). Further detail within the Habitat Regulations Appraisal will be provided at the Proposed Plan stage, when a full appraisal can be undertaken as required by the legislation.

9 EQUALITIES AND HUMAN RIGHTS IMPACT ASSESSMENT

- 9.1 An Equalities and Human Rights Impact Assessment has been undertaken (Appendix Two), as required through a number of Acts. This considers the potential implications of the Main Issues Report in respect of equalities and human rights. A draft is recommended to be the subject of consultation and any comments will assist in undertaking this assessment at the Proposed Plan stage.

10 MONITORING STATEMENT

- 10.1 The Monitoring Statement (Appendix Three) is required under Section 4 of the Planning (Scotland) Act 1997. The existing approved three Structure Plans have been monitored with key information on what has been happening across the TAYplan area over the last few years. This monitoring has assisted and informed the Main Issues Report.
- 10.2 This statement provides background information to the Main Issues Report. The Monitoring Statement requires to be submitted to The Scottish Ministers and published alongside the Main Issues Report.

11 PROCESS

- 11.1 The Scheme of Delegation, section 5.1e (i) (February 2009) of The TAYplan Joint Committee requires ratification of the Main Issues Report and supporting documents by the four Constituent Councils. Ratification is required of recommendation 'b' to 'd' of this report before proceeding to formal consultation. Councils can of course formally submit comments during the consultation process. In line with the Project Plan approved by The Joint Committee in August 2009 (report SDPA 12-2009: Project Plan Update) ratification is required by 19th March 2010 to allow time for printing, distribution to public libraries etc. ahead of consultation commencing on 12th April 2010. Officers of the four Councils have confirmed that reports will be presented to the relevant Committees/Council within this timescale.

12 CONSULTATIONS

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

13 BACKGROUND PAPERS

- 13.1 Report to The TAYplan Joint Committee SDPA 12-2009: Project Plan Update.
- 13.2 TAYplan Environmental Report (SEA) and the Non Technical Summary (both April 2010).

- 13.3 TAYplan Draft Habitat Regulations Appraisal (April 2010).
- 13.4 TAYplan Background Technical note (April 2010).
- 13.5 Report to the TAYplan Joint Committee 02-2010: Revised Development Plan Scheme (16 February 2010).
- 13.6 TAYplan SEA Scoping Report (September 2009).
- 13.7 The Planning (Scotland) etc Act 1997.
- 13.8 The Environmental Assessment (Scotland) Act 2005.
- 13.9 The Conservation (Natural Habitats, & C.) Regulations 1994.
- 13.10 TAYplan SDPA Scheme of Delegation (February 2009).
- 13.11 TAYplan Housing Need and Demand Assessment (2009).
- 13.12 In relation to the Equalities and Human Rights Impact Assessment:
 - Sex Discrimination Act 1975 (section 76A);
 - Sex Discrimination (Public Authorities)(Statutory Duties)(Scotland) Order 2007;
 - Race Relations Act 1976 (section 71(1)) an related Order 2002/62 as amended; and,
 - Disability Discrimination Act 1995 as amended (section 49A) and related Regulations 2005/565.

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4th February 2010