

<b>Issue (ref and heading):</b>	Issue 019: Policy 4 Homes - Mix of housing type, size and tenure	
<b>Development plan reference:</b>	Policy 4 Part C, Map 4 and supporting text pages 24 to 29	<b>Reporter:</b> [For DPEA use only]
<b>Body or person(s) submitting a representation raising the issue (including reference number):</b>		
<b>Seeking a change</b> Forthside Properties (832827) Friends of the Earth Tayside (845935) Kingsbarns Community Council (910257) Ryden for Bon Accord Land Ltd/Stewart Milne Homes (843701) Scottish Property Federation (444087)	<b>Supporting as written</b> Colliers International for Scottish Enterprise (835481) NHS Tayside (908896) Scottish Water (762198)	
<b>Provision of the development plan to which the issue relates:</b>		
Policy 4 Part C (Doc80) ensures a mix of housing type, size and tenure. This is to deliver good quality places capable of supporting the needs and aspirations of different types of household. It supports Policy 2 Shaping Better Quality Places (Doc80). Achieving this includes an appropriate level of affordable homes based on defined local needs. It also sets out the approximate ratio of 75% market homes to 25% affordable homes at TAYplan level. Map 4 (Doc80) translates this into indicative housing land requirement figures (on the right hand side). Local Authorities may use their Local Housing Strategy or Local Development Plan to justify variations in this ratio dependent on local circumstances.		
<b>Planning Authority's summary of the representation(s):</b>		
<p><b>Summary of Representations Seeking a change</b></p> <p><b><u>DESIGN</u></b></p> <p><b>Forthside Properties (832827) PLAN2015_264</b> considers that the design of homes and neighbourhoods is important and seeks changes that they consider would bring about improvements to this such as has been seen in Freiburg (Germany) and Malmo (Sweden). They propose that urban design standards must be significantly raised and cite the housing picture in Monifieth on page 28 of the Proposed Plan (Doc80) as an example of their prime concern.</p> <p><b>Friends of the Earth Tayside (845935) PLAN2015_422</b> seeks stronger referencing to Policy 2 in particular but also to Policies 8, 9 and 10 (Doc80). They consider that it is 'too easy' for developers and planners to focus on locational aspects without considering the design changes needed to ensure development responds to changing social and environmental needs.</p> <p><b><u>TENURE</u></b></p> <p><b>Kingsbarns Community Council (910257) PLAN2015_384</b> wishes to see the term 'The number of new homes for people to live in is important, but so too is where these homes are located' on page 27 of Proposed Plan (2015) (Doc80) strengthened to protect small communities in 'desirable holiday areas'. They consider the main problem in these locations is not a lack of homes, but lack of permanent residents.</p> <p>The respondent suggests that 'over one third' of homes in Kingsbarns are holiday homes and considers that new development will not help fulfil the housing supply targets in Policy 4 (Doc80) because 'at least one third' of the homes will 'go for second homes'. Although the respondent recognises Fife Council's current 30% target for affordable housing (019/Extract/1) they consider that where affordable housing is built in villages such as Kingsbarns, 'it cannot always be filled because of the lack of infrastructure, job opportunities and poor and expensive transport links'.</p>		

They cite a recent example where they suggest that affordable homes for shared equity were not able to be sold and as a result they suggest that the developer was 'allowed to sell them at market value'. They suggest that this reduced the number of affordable homes.

The respondent considers that more or stronger safeguards are needed than those presently in the Proposed Plan. The respondent therefore considers that in hamlets and villages where there is little infrastructure, TAYplan should 'recognise that housing supply targets and affordable housing targets should not be considered as a reason for development'.

**Scottish Property Federation (444087) PLAN2015\_510** seek changes so that Local Development Plans specifically support the private rented sector through 'build to rent' developments as a means of encouraging 'flexibility of affordable housing'. They also promote appropriate policies such as 'single aspect design' where necessary.

### **LOCATION**

**Ryden for Bon Accord Land Ltd/Stewart Milne Homes (843701) PLAN2015\_312** seek changes that add the word 'location' to the range of variables considered by Policy 4 Part C. This is on the basis that the respondent considers there to be a 'focus' on brownfield land and they consider that this does not provide an 'adequate choice of location'. They consider this to be an important consideration in meeting the needs of a range of different households.

## **Summary of Supporting Representations**

### **SUPPORT FOR BASIS AND APPROACH OF POLICY 4**

**Colliers International for Scottish Enterprise (835481) PLAN2015\_370** supports all of Policy 4 (Doc80) as the basis for the identification of housing land as consistent with Scottish Planning Policy (2014) paragraphs 110, 123 and 125 (Doc84). They also support the role of the Strategic Development Areas (Policy 3 – Doc80) in contributing to an effective housing land supply.

**NHS Tayside (908896) PLAN2015\_325** consider that the ability to be 'flexible' and 'respond to changes in terms of Housing Need and Demand Assessment' is important and recognises that 'population projections are not always reliable'.

**Scottish Water (762198) PLAN2015\_269** supports this policy and reinforces its duty as an infrastructure provider to support the delivery of this.

### **Modifications sought by those submitting representations:**

#### **DESIGN**

**Forthside Properties (832827) PLAN2015\_264** proposes that urban design standards must be significantly raised.

**Friends of the Earth Tayside (845935) PLAN2015\_422** proposes that there should be some cross-referencing to Policy 2 (Doc80), in relation to the design of developments to encourage active lifestyles, adapt to changing weather conditions, and promote resource efficiency, otherwise they propose that Policy 4 (Doc80) should be renamed "Housing location and type".

#### **TENURE**

**Kingsbarns Community Council (910257) PLAN2015\_384** propose amendments that result in what they consider to be stronger safeguards for hamlets and villages where there is little infrastructure, which 'recognise that housing supply targets and

affordable housing targets should not be considered as a reason for development'.

**Scottish Property Federation (444087) PLAN2015\_510** propose changes so that Local Development Plans specifically support the private rented sector through 'build to rent' and promote 'single aspect design'.

### **LOCATION**

**Ryden for Bon Accord Land Ltd/Stewart Milne Homes (843701) PLAN2015\_312** propose that the first sentence should be amended to "ensure that the mix of housing type, size, tenure and location meets the needs and aspirations of a range of different households throughout their lives".

### **Summary of responses (including reasons) by Planning Authority:**

#### **Context**

Policy 4C is about recognising that the location, design and layout of new homes is as important as how many are planned and the land supply to deliver this. As such it is a crucial way of linking Policy 4 with Policy 2 (Doc80) which focuses on place quality for all land uses (including housing) in all locations covered by TAYplan.

The first sentence of Policy 4C is taken directly from approved TAYplan (2012) Policy 5A (Doc16) and no change has been made to this. This is because the intention of this has not altered.

The second sentence of Policy 4C differs from the second sentence of the equivalent part of approved TAYplan (2012) Policy 5A (Doc16). This has altered to reflect the requirements now set out in Scottish Planning Policy (2014) paragraph 115 (Doc80) to specify the scale of market versus affordable housing. Previously this was not a requirement. Although the text differs its intent is the same in both documents.

Overall Policy 4C reminds the user of the Plan that besides the scale of new homes planned and their general location it is important to deliver homes that meet people's needs and aspirations in order to support the vision. It also makes clear, crucially, that people's needs and aspirations differ and vary dependent on many factors throughout their lifetime and this will require a mix of housing type, size and tenure. This should be read alongside the broader approach to place quality considered in Policy 2 (Doc80) and related factors in other policies in the Proposed Plan (2015).

### **Authority's Responses To Proposed Changes**

#### **DESIGN**

**Forthside properties (832827) PLAN2015\_264 and Friends of the Earth Tayside (845935) PLAN2015\_422**

TAYplan agrees that design is an important issue and is fundamental to achieving the vision. The design of homes is important, but homes are a fundamental part of places. The design of places, including other types of development is equally important to people's life experience as homes. The plan must be read as a whole and TAYplan continues to be satisfied that Policies 2, 8, 9 and 10 (Doc80) adequately address these issues and that the need to consider them alongside other factors remains clear.

TAYplan considers that Policy 4C (Doc80) reflects the place shaping credentials of Scottish Planning Policy (2014) paragraphs 41 to 46 (Doc84) and that these are appropriately dealt with by Proposed Plan (2015) Policy 2 (Doc80) (see also Topic Paper 4: Strategic Place Shaping (2015) – Doc106).

## **TENURE**

### **Kingsbarns Community Council (910257) PLAN2015\_384**

Housing supply targets and affordable housing targets are not in themselves a reason for development. However, they are the consequence of work which has examined the anticipated need and demand for new homes in the future – the TAYplan-wide Joint Housing Need and Demand Assessment (2013) (Doc97). Therefore they represent what is likely to be required over the forthcoming years.

TAYplan agrees that in some communities there is pressure from the second/holiday home market. This was recognised in the TAYplan-wide Joint Housing Need and Demand Assessment (2013) Chapter 1 and Appendix 1 (Doc97). Resolving these issues remains challenging for the reasons suggested by the respondent. Retaining people can be difficult when many are priced out of the market by other people's market choices to run holiday properties or to have a second home.

TAYplan considers that the housing supply targets in Policy 4A/Map 4 (Doc80) are appropriate and based on strong evidence. TAYplan also considers that Policy 4C (Doc80) provides a requirement for developers to make provision for the types of outcome sought by the respondent. The detailed matters of where to locate development are for the respective Fife Local Development Plan. Although affordable housing is not the only answer it is difficult to conceive of a solution which does not involve some affordable housing to at least provide options for those who may have otherwise been priced out of the market. Other solutions to this issue are within the remit of UK and Scottish Governments through fiscal policy and matters of property law.

### **Scottish Property Federation (444087) PLAN2015\_510**

The TAYplan-wide Joint Housing Need and Demand Assessment (2013) Chapter 5 pages 219 considers the potential scale of private rent based on assumptions described in Chapter 2 (Doc97). Further analysis of this in Chapter 5 pages 213 to 217 (Doc97) considers the potential impacts of welfare reform and other market changes. TAYplan agrees that the private rented sector is likely to play an increasingly important role in future housing.

However, Scottish Planning Policy (2014) paragraph 115 (Doc84) requires Strategic Development Plans to state how much of the housing land requirement will be for market and affordable housing at the TAYplan level – this is done in Map 4 (Doc80). It does not require any break down of rental types. The ratio of affordable to market housing will be approximately 25%:75% at TAYplan level and this is stated in Policy 4C and Map 4 (Doc80). This is approximate because it is for Local Housing Strategies and Local Development Plans to determine the appropriate mix for sites, settlements and housing market areas. There may be specific circumstances where different proportions are justifiable. This will be a matter for the respective Local Development Plan and Local Housing Strategy.

The market will be a key driver of the ratio of private rent versus owner-occupation. Although the Proposed Plan (2015) Policy 4A/Map 4 (Doc80) set out how much land and homes are planned the decisions about whether a market property will be lived-in or rented will be down to the owner. However the tenure arrangement could also change quickly if the owner(s) chooses to sell. There may also be instances where larger investors choose to build-to-rent. These decisions are not matters that are controlled by planning but an asset decision for property owners/operators along with any appropriate regulatory and licencing arrangements such as HMOs (Houses of Multiple Occupation).

Therefore Policy 4 (Doc80) does not distinguish between private rent and ownership and therefore does not place any limitation on the private rented sector. Private

landlords will, of course, need to follow the appropriate regulations, but these are enforced through mechanisms outside of strategic planning. Strategic planning, and Policy 4 (Doc80) in particular, are vital in providing clarity and certainty to the property sector about what is expected regarding the scale, location, design and layout of development and this supports investor confidence. TAYplan considers this to be an integral part of supporting the private rented sector to play a stronger role in future housing market.

However, again the role of TAYplan through Policy 4 (Doc80) is limited in what more it can do to support private rented sector. Therefore although TAYplan supports the ethos of the respondent's comments it remains satisfied that Policy 4C is appropriate and supports what the respondent seeks in as much as it can.

### **LOCATION**

**Ryden for Bon Accord Land Ltd/Stewart Milne Homes (843701) PLAN2015\_312**  
TAYplan does not agree that 'location' should be added to Policy 4C (Doc80).

Policy 4C (Doc80) is a direct continuation of approved TAYplan (2012) Policy 5A (Doc16). The purpose of Policy 4C (Doc80) is to describe the requirements for new homes to be capable of meeting the needs of occupants throughout life; including the needs of larger and smaller households, different ages and levels of mobility, and of those who wish to or need to buy or rent. This has strong connections with lifetime communities and the themes set out in Policy 2 Shaping Better Quality Places (Doc80). It is this part of Policy 4 (Doc80) which makes the link between homes and quality of life. The other aspects of Policy 4 (Doc80) cover number of new homes and land related issues.

The addition of the word 'location' is contextually out-of-place here because policy 4C (Doc80) is location neutral in that it applies to all new homes wherever they are. The priorities for locating new development, including housing, are set out in Policy 1 (Doc80) and TAYplan is not persuaded that this should change. Policy 4A/Map 4 (Doc80) already describe the broad distribution of new homes and it is for Local Development Plans to determine the most appropriate locations in accordance with Policy 1 (Doc80). Policy 4C (Doc80) is not the appropriate place for matters of location to be considered.

The respondent has provided no further evidence to justify why the word 'location' is important given what Policy 4C (Doc80) is trying to achieve. TAYplan is satisfied that Policy 1 and Policy 4A/Map 4 (Doc80) are already clear about locational decisions in relation to housing for both developers and Local Development Plans. TAYplan is therefore not persuaded that these proposed changes are necessary and is also not persuaded that such a change would better bring about the vision. As described above there is some possibility that it may less favourably contribute to the vision. Therefore TAYplan does not propose to make any change.

## **Authority's Responses to Supporting Representations**

### **SUPPORT FOR BASIS AND APPROACH OF POLICY 4**

**Colliers International for Scottish Enterprise (835481) PLAN2015\_370**

TAYplan welcomes this support and agrees that the principles and approach set out contribute to the delivery of Scottish Planning Policy (2014) paragraphs 110, 123 and 125 (Doc84).

**NHS Tayside (908896) PLAN2015\_325**

TAYplan welcomes the support and notes that successive population and household projections can vary in their conclusions. TAYplan agrees that the current approach provides flexibility to respond to these issues in a way which delivers the vision.

**Scottish Water (762198) PLAN2015\_269**

TAYplan welcomes this support.

**CONCLUSIONS**

TAYplan supports the thrust of the representations categorised under the headings 'design' and 'tenure' but remains satisfied that Policies 2 and 4C in particular as well as other parts of the Proposed Plan (2015) (Doc80) already do what is necessary and possible within the remit of land use planning in relation to these issues.

TAYplan does not support the proposed changes described under the heading 'location' and remains satisfied the Policies 4C and Policy 2 are appropriate as written and that Policies 4A/Map 4 and Policy 1/Map 1 (Doc80) appropriately respond to matters of location. These proposed changes risk undermining the location priorities.

Neither the Scottish Government nor any other government agency has raised any issues regarding Policy 4C.

TAYplan considers that all of the issues raised do not warrant any change to the Proposed Strategic Development Plan (May, 2015) (Doc80) and propose that the elements dealt with in this Schedule 4 Summary of Unresolved Issues remain as written and unchanged.

**Reporter's conclusions:**

DPEA use only

**Reporter's recommendations:**

DPEA use only

Committee Version