

APPENDIX 2

CLACKMANNANSHIRE and STIRLING STRUCTURE PLAN

Working Towards Sustainable Development

**3rd Alteration
Clackmannanshire Housing Land Supply
Towards 2025**

Finalised, January 2008

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Note: Red text indicates changes/additions to the text of the approved Structure Plan.

Introduction

1.1 WORKING TOWARDS SUSTAINABLE DEVELOPMENT

1.1.1 The approved Structure Plan sets out the long-term vision for sustainable development of the Clackmannanshire and Stirling area. Its strategic framework seeks to deliver enhanced access to housing, jobs and local facilities, integration of land use with transport, and a high quality of development; all within the overall context of caring for the environment. The Plan recognises that this can only be achieved by the Councils, key agencies, local communities and the private and voluntary sectors working in partnership.

1.2 A PARTIAL STRUCTURE PLAN ALTERATION

1.2.1 The Structure Plan was approved in 2002 with subsequent alterations in June 2004 (renewable energy) and August 2004 (Indicative Forestry Strategy). This 3rd Alteration considers only the future housing provision in Clackmannanshire and extends the time frame of the plan for Clackmannanshire's housing from 2017 to 2025, updating the Plan to reflect changing circumstances and updated Census, population and household information. The key focus of Alteration 3 relates to the significant variance between the population and household projections now available in relation to Clackmannanshire, and that which formed the base data of the 2002 Plan and changing local circumstances. On this basis, the Plan pursues a strategy for growth in the Clackmannanshire area. This requires early attention to ensure sound planning for housing and associated considerations for the area to the longer term and ensure the Plan is kept up to date, as required by national planning policy and guidance.

1.3.6 Proposed changes to the Planning System mean that the requirement for a Clackmannanshire and Stirling Structure Plan will be removed and a joint Clackmannanshire and Stirling Structure Plan will be replaced by a requirement for a single Local Development Plan for each Planning Authority Area. This Alteration however will assist in the transition to the new system and its will inform the new generation of Plans. The exact arrangements for the new Plans are likely to be clear by the summer of 2008.

1.4.3 The following supporting documents are published alongside this Finalised 3rd Alteration to the Structure Plan:

- A Background Report – including the more detailed justification and background research which has informed preparation of the Alteration.
- The Publicity and Consultation Report - summarising consultation carried out at the consultative draft stage.
- The Draft Environmental Report - Document prepared to detail the assessment of the effects of the Plan on the Environment as required by the Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004, now superseded by the Environmental Assessment (Scotland) Act 2005.
- Urban Capacity Study Nov 2006 – This is an assessment of land with potential for future housing development.

The Strategy: Working Towards Sustainable Development

2.1 INTRODUCTION

2.1.1 This Alteration rolls the time frame of the Plan forward to 2025 for Clackmannanshire's housing land supply and housing related updates, to reflect the significant changes that have occurred since 2002. The Alteration is only concerned with the housing land supply and some other housing related matters in Clackmannanshire, all other aspects of the approved Structure Plan remain the same as in the approved Structure Plan. The Alteration aims to bring about positive social and economic change, but it also needs to make sure that the environment is protected and that the quality of life is improved for those living and working in the area.

2.3.2 The diagram below (Fig 2.1) indicates how these themes relate to each other. In Working Towards Sustainable Development the Plan seeks to achieve an appropriate balance between promoting development, improving quality of life and accessibility all within the limits set by the need to care for the environment.

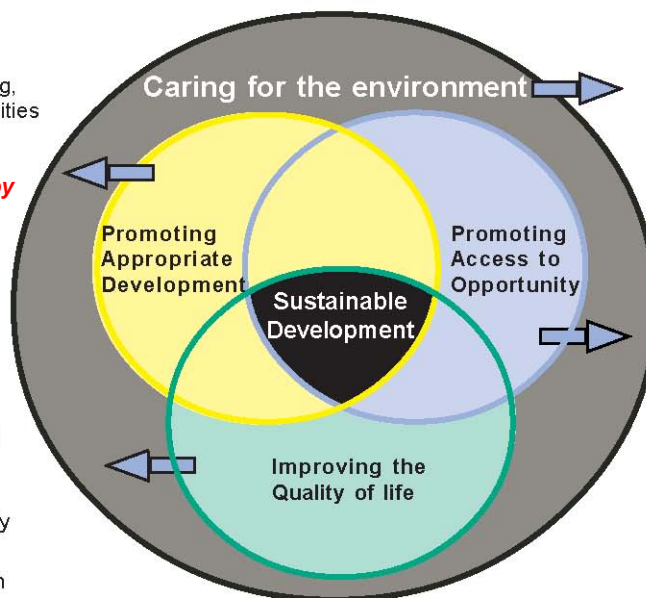
Figure 2.1 Working Towards Sustainable Development-The Key Themes.

Priorities

- A range and choice of new high quality housing, jobs and other opportunities
- **Enabling population and economic growth by providing a range and choice of quality housing, jobs and other opportunities in Clackmannanshire**

Priorities

- Promote Social Inclusion
- Enable Community Participation
- Promote safe high quality Environments
- Improving peoples health



Priorities

- Apply the precautionary principle
- Conserve and re-cycle resources
- Protect and enhance Environmental Assets
- Create Quality Environments

Priorities

- Access to opportunity
- Reduced need to travel
- Promote alternatives to the private car
- Local provision of services and facilities
- Promoting education and lifelong learning
- Promoting new technology

Figure 2.2 Locational Framework

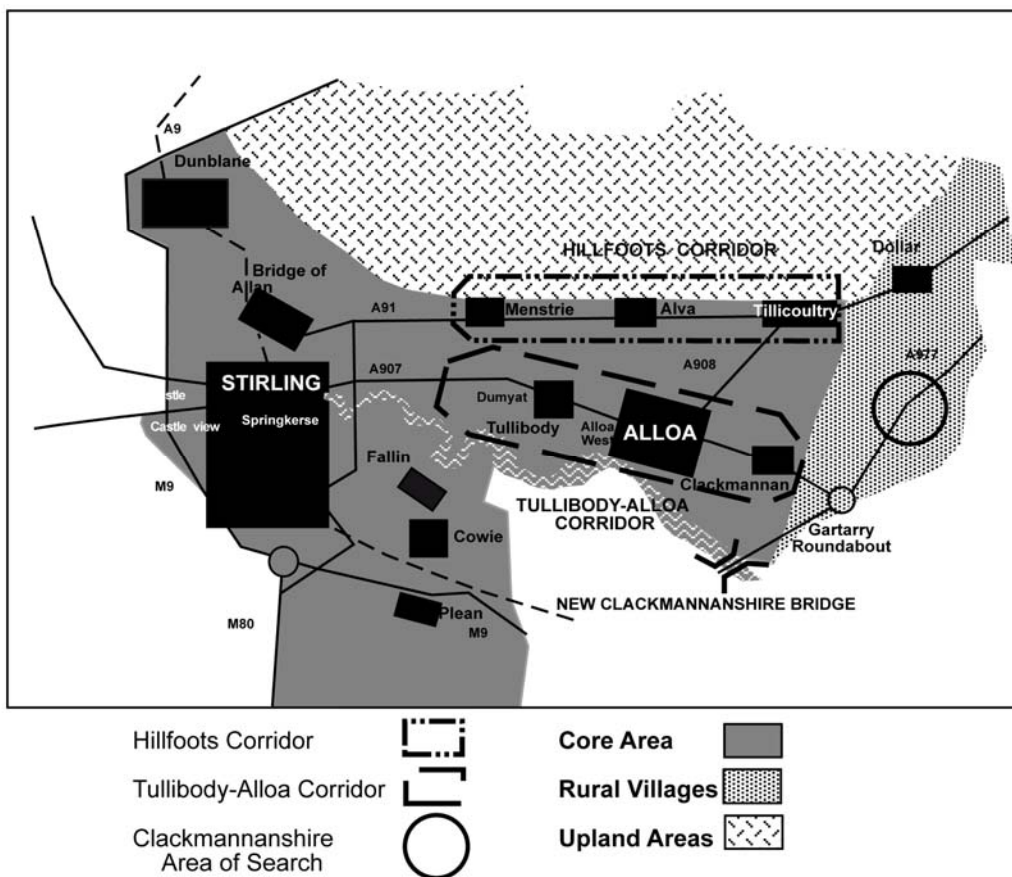


Figure 2.3

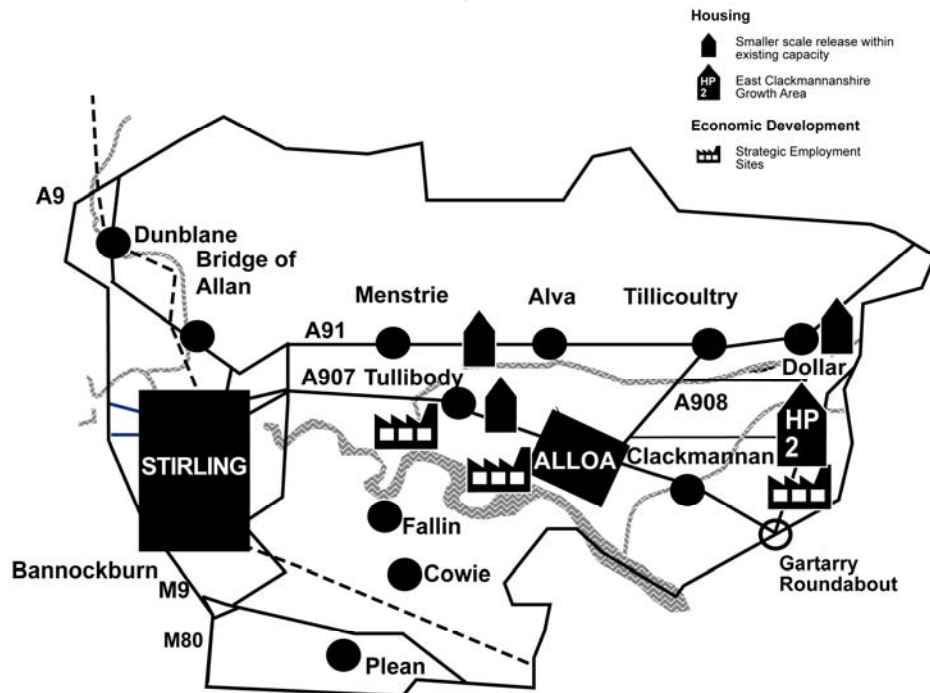
Strategic location	Proposals/policy approach	Key policy/proposal ref.	Summary of Strategy
Hillfoots Corridor	Potential for a modest amount of remaining land to be brought forward as part of phased development areas and through urban capacity sites.	ENV1, ENV2, ENV3, ENV4, ENV5, ENV7, ENV10, HP1	<ul style="list-style-type: none"> Promote accessibility Protect the Green Belt Respect landscape capacity
Tullibody-Alloa Corridor	Principally phased development sites and urban capacity study sites.	HP1, ENV1, 2, 3, 5, ENV7, ENV10, EDP2	<ul style="list-style-type: none"> Protect the Forth Estuary pSPA Respect landscape capacity Protect the Green Belt Promote opportunities based on improved accessibility linked to new Upper Forth Crossing.

<p>Rural Villages Area <u>Clackmannanshire:</u> <i>Dollar, Muckhart</i></p>	<p><u>Clackmannanshire</u> No development outwith currently established settlement boundaries due to strategic constraints, unless exceptionally in Dollar to enable community development where there is an identified need and development is limited to the minimum required, or it is in accordance with rural policies.</p>	<p>HP2, H4, H6, ED4, TP1, T1, ENV1-7, ENV10, TR1-2, TRP1</p>	<p>New development generally restricted to recognise settlement constraints. The focus will be on settlements with a range of services and facilities. To manage pressure for housing from commuters by generally restricting housing in villages outwith the Rural Centres where the emphasis will be placed on affordable housing by social housing providers.</p>
<p>East Clackmannanshire</p>	<p>Area of search for major growth circa 1200 houses.</p>	<p>SD1, HP1, H3, ENV1, 2, 5, 7, 8, 10, 14, 15, TR1, 2</p>	<ul style="list-style-type: none"> • Avoids greenbelt and sensitive landscape area around the Hillfoots Corridor/Ochils • Prevents coalescence of settlements • Utilises potential access/transport improvements from Upper Forth Crossing. • Assists regeneration of the Clackmannanshire area to redress declining population.

Jobs and Homes

Objectives

- To promote quality, mixed use and energy efficiency.
- To provide a range and choice of quality housing and employment opportunities in appropriate locations.
- **To enable population and economic growth and regeneration in Clackmannanshire**
- To promote the sustainable use of land and buildings.
- To enable social inclusion.



4.1 INTRODUCTION

4.1.1 *Insert after “up to 2017”, “for the Stirling Council area and 2025 for housing issues in the Clackmannanshire Council area.”*

4.3 Homes

New paragraph to be inserted after 4.3.1:

4.3.2 In Clackmannanshire, the provision of an appropriate supply of housing will meet the needs of the existing population as well as catering for anticipated continuing demand from a wider market. By making provision to meet needs as well as demand the housing strategy of the Plan, in relation to Clackmannanshire, can address the objectives of population stability and growth. Housing choice also has a key role in supporting economic growth and regeneration. A housing growth strategy should promote the continued vitality, prosperity and long term sustainability of the area.

New paragraphs to be inserted after Table 4.1:

Planning for Growth in Clackmannanshire

4.3.7 The amount of housing provision to be planned in Clackmannanshire to 2025 is informed by the Scottish Executive household projections, along with local circumstances, Council priorities and strategies, including the Local Housing Strategy. The methodology for the assessment of the housing need is detailed in the Alteration background report and summarised in Table 4.1. The level of new housing required reflects changes in the makeup of households as well as a strategy which will proactively seek some further increase in population through in migration. This represents a positive policy response to current projections which indicate population decline in

Clackmannanshire, with more single person households, assessed needs for affordable and particular needs housing and an ageing population.

- 4.3.8 The policies seek to promote a strategy which will secure the availability of land for housing throughout the Clackmannanshire area to 2025 and provide more certainty for developers and communities. The housing strategy seeks to secure a range and choice of housing types, prices and tenures to enable access by all sectors of the community. It is particularly concerned to promote social inclusion, choice and growth in the housing market.
- 4.3.9 In determining the amount of new land required to support this strategy the Plan seeks to minimise the need for greenfield land release in line with the key principle of achieving sustainable development, except where a new settlement or expansion may be required as part of a long-term development strategy, in accordance with the provisions of SPP3, 'Planning for Housing'. In this context the new housing land allocation makes assumptions on a continued contribution from conversions, smaller sites of less than four units and urban capacity sites (as identified through the Clackmannanshire and Stirling Urban Capacity Study 2006). Since it can be difficult to anticipate the precise contribution of these urban capacity sites, an estimate based on an assumed 75% of those sites assessed as likely to come forward is included in the housing land contribution. The contribution of such sites to the land requirement will be monitored, and the estimates re-assessed at at least five yearly intervals.
- 4.3.10 National Planning advice highlights that this calculation assumes the continuation of a trend and should be the starting point of estimating the future land requirement. The anticipated trend is a useful tool in determining whether policy intervention is required. The background report looks in detail at the programming of the existing land supply, anticipated completion rates, migration assumptions, the market and a range of other factors. It also addresses issues relating to delivery and concludes that the objectives of Clackmannanshire Council can best be met by a range and choice of sites supplemented by an additional growth area.
- 4.3.11 In coming to this conclusion a continuing improving trend for Clackmannanshire is assumed. This gives a total outstanding housing land requirement of circa 750 for the Clackmannanshire area. The need for future monitoring and review is recognised and the new Clackmannanshire housing land target, which is a rounded estimate, should be viewed in this context. Based on the information presented in the background report the following Clackmannanshire Housing Growth Target is estimated:

Table 4.2 Clackmannanshire Housing Growth Target (2004 based)

	Clackmannanshire
<i>Assessed housing need</i>	3619
<i>Assumed completions from base land supply (2004-2009)</i>	1568
<i>Subtract assumed completions from potential land supply (2009-2017)</i>	744
<i>Add Flexibility at 15%</i>	196
<i>Subtract Allowance for conversions, windfall and urban capacity sites*</i>	753
<i>Council specific requirement</i>	750
<i>New Housing Land Target</i>	<i>Circa 2250</i>

(This allows for known capacity on white land for around 1000 units in Clackmannanshire with an additional growth allowance to address population decline, age imbalance and optimise potential to build on improved accessibility. The assessed housing land required to support the strategy is derived from an assessment of the GRO statistics, programmed future build rates, market conditions, delivery issues and Council priorities as described in the background report. The new housing land target makes allowance for the effective and non effective housing stock, vacancies, demolitions/conversions, second and holiday homes, the existing housing land supply and an anticipated contribution from urban capacity sites.)

- 4.3.12 Progress has been made in terms of the Structure Plan approach to delivering a range and choice of housing and there will be an increasing need to tailor the supply of housing to meet the full range of housing needs identified in the Councils' Local Housing Strategies. New housing provision can however only have a limited effect in providing housing to meet a range of needs as the vast majority of housing demand is met by the re-sale of existing houses.

Replace 4.3.13 – 4.3.16 and Proposal HP1 with:

The Housing Requirement for Clackmannanshire

4.3.14 The allocation of land for housing is made on the basis of establishing a requirement for Clackmannanshire as a whole. This is considered justifiable in terms of SPP3, 'Planning for Housing' which indicates that irrespective of how housing markets are defined, structure plans must allocate all land requirements specifically to the areas of individual Councils, as the basis for Local Plans and development control decisions.

4.3.15 The Clackmannanshire Local Plan was adopted in December 2004 and there is an adequate housing land supply in the short term. Table 4.2 demonstrates that there will be approximately 750 units required to meet the 2004 based projections to 2025. The Local Plan also includes 'white land' as part of phased developments, which is land within the urban limits identified in the Plan, but not currently allocated for housing development, which it is considered likely will be developed for housing in the medium to longer term. This white land, with a capacity of around 1000 units, would more than accommodate the 750 shortfall. A growth strategy is required to accommodate at least the development of the Urban Capacity Sites and the 'white land'.

The Housing Strategy

4.3.16 There are a number of issues surrounding the GRO projections which are of concern. They would result in a population decline, with all of the associated social and infrastructure issues, as well as an ageing population in excess of the national average projections, which would again have significant implications. The projections should be considered against the increasing rate of house building in recent years, future transport improvements such as the re-opening of the rail link to Stirling and the completion of the 2nd Upper Forth Crossing. These should influence the projections upwards. In order to address the declining population, assist with regeneration, maintain the recent higher levels of house building and build on the improved transport links to the area, it is proposed to pursue a growth strategy by allocating additional units above the required projections. Research indicates that the high demand for new homes in Clackmannanshire over the past few years reflects the significance of the wider housing market for Clackmannanshire with the rest of Scotland and UK markets. The influence of purchasers from the wider Scottish and UK markets is not only considerable, but also increasing, particularly in the Dollar/Eastern Clackmannanshire area. This shows that, to some extent, Clackmannanshire operates within a national housing market.

The Locational Framework

4.3.17 Clackmannanshire provides opportunities for further development in the existing core area and requires further growth above that to stem the trend for population decline and in doing so regenerate the area as a sustainable place into the 21st Century. Considerations such as landscape, infrastructure capacity, operation of the housing market, the Local Transport Strategy, opportunities to promote accessibility, social inclusion and economic development have all been taken into account in determining Proposal HP1.

4.3.18 In Alva, Clackmannan, Dollar, Muckhart, Menstrie and Tullibody, strategic constraints including sensitive Green Belt boundaries, landscape characteristics and potential liability of low lying areas to flooding, mean that further development outwith the settlement boundaries already defined in the Adopted Local Plan will not be favoured. Exceptions to this would only arise if the housing land requirement could not be met elsewhere. Equally, the strategic importance of the Ochils Area of Great Landscape Value means that further expansion of housing to the north of the Hillfoots towns, onto the slopes of the Ochils, beyond present commitments will also not be supported. Given the relatively small physical size of Clackmannanshire, and the constraints listed above around the existing main settlements, it is considered that a site in the eastern area of Clackmannanshire, such as the area at Forestmill already identified through the approved Structure Plan, would offer potential for growth and provide a solution to accommodating provision to reverse decline, in addition to the Urban Capacity Sites and 'white land'. This would not only protect the identities of the existing settlements and their landscape and ecological settings, but also provide a stimulus for new investment and new opportunities in the area. The proximity of the 2nd Upper Forth Crossing and strategic employment land point to the eastern area of Clackmannanshire as being a suitable area of search for a new or expanded settlement to be developed in accordance with the provisions of SPP3, 'Planning for Housing'.

Proposal HP1: The New Housing Land Requirement for Clackmannanshire <i>Local Plans should make provision for the new housing land requirement as indicated below.</i>					
Housing Area	Settlement/ Area	Current Housing Land Supply	Approved Housing Land Requirement And Clackmannanshire Growth		
Clackmannanshire Core Area		2004-2006 Current Phase*	2006-2017 Phase 1 (approved)*	2006-2017 Phase 1 (additional)	2015-2025 Phase 2 Indicative
Hillfoots corridor	Alva, Coalsnaughton, Menstrie, Tillicoultry	76	581	150 (Crankie Brae, Coalsnaughton, white land)	
Tullibody-Alloa corridor	Alloa, Cambus, Clackmannan, Devon Village, Fishcross, Sauchie, Tullibody	454	1136	855 (Alloa NW & SE, white land)	
Clackmannanshire Rural Villages as amended	Dollar, Muckhart	10	50	Only those in accordance with relevant Rural Policies	
Clackmannanshire Eastern Growth Area	New/ expanded Settlement	5		750	500

*Includes 2004 housing land supply audit and all sites in the Clackmannanshire Local Plan (adopted 2004)

Proposal HP2: Clackmannanshire Eastern Growth Area

Within the area identified as the 'Clackmannanshire Eastern Growth Area' on Fig 2.2 and on the Key Diagram, the Council will identify, through an Alteration to the Local Plan, the precise location of the proposed Growth Area and the land required. It is envisaged that the total number of houses will be around 1000-1500. This scale will ensure that the development is as self-contained as possible, providing local education, community services and commercial leisure facilities close to housing and thereby minimising the need to travel. A Masterplan and/or related development guidance will be prepared in association with landowners, developers, the local community and key agencies. This will include details of delivery mechanisms and legal agreements to secure funding and necessary phasing. In the selection of a Local Plan site, Masterplanning and implementation, the Council will be guided by a number of key principles including

- Clear urban design principles focusing on creating a workable community, a sense of place, a distinct identity and a quality environment.
- Achievement of a range and mix of house types to establish a balanced community.
- Opportunities to achieve mixed use and include or be easily accessible to strategic employment sites.
- Provision for appropriate local facilities including local shops, community facilities, leisure/recreation and educational provision.
- Fully developing the leisure potential of the area as part of the development, maximising the potential for local job-creation while providing new leisure facilities for residents of surrounding areas, e.g. potential for new golf course, health club and equestrian facilities, as well as a hotel and ancillary developments.
- Achievement of accessibility by cycling/walking to a range of local services and facilities as well as sustainable transport links to Alloa and other local centres.
- Traffic management within the wider road network, including appropriate mitigation measures.

- Minimising the use of energy and water, maximising energy efficiency, and utilising locally-generated renewable forms of energy production such as solar and wind as far as possible.
- Act as a model of good practice in orientating and designing buildings to maximise daylight (which assists in reducing energy use) and encouraging natural ventilation.
- The potential to link in with the Council's aims of regeneration, population growth and addressing the forecast age imbalance.
- Optimising the potential to achieve all of the above whilst minimising the environmental impact of the development and its impact on the landscape of Clackmannanshire.

Add row to table in '6.4 Implementation' below HP1 Clackmannanshire Housing Requirement:

PROPOSAL	Organisations Responsible	Suggested Timescales and possible mechanisms.
HP2 Clackmannanshire Eastern Growth Area	Clackmannanshire Council, the private sector, Scottish Homes, Housing Associations, infrastructure providers	Will require alteration to Local Plan commencing in 2007 to identify the Council's preferred location. Preparation of Masterplan and other detailed guidance. Alteration expected to be adopted 2008/09.

