

CLACKMANNANSHIRE and STIRLING STRUCTURE PLAN

Working Towards Sustainable Development

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

Finalised, May 2008

Clackmannanshire and Stirling Structure Plan

Background Report

Contents

Chapter 1

1. Foreword.

Chapter 2

2. Structure Plan Strategy - Working Towards Sustainable Development.

Chapter 4

4. Jobs and Homes.

1. Foreword

1.1 This Background Report has been produced to set out the information and research upon which the detailed policies and proposals of the Structure Plan as approved in 2002 and reviewed in 2006 are based. It summarises National Planning Policy, Planning Advice Notes, Government Circulars and other legislation. It also details the key issues, household and other projections on which the Alteration's strategy was developed. The structure of the report reflects that of the Plan. Each section includes sections on current legislation, trends/issues and the justification for the approach taken in the Alteration. Accordingly this technical report should be read in conjunction with the Alteration.

1.2 Preparation of the Structure Plan Alteration has been influenced by consultation at the issues stage. Details of this are summarised in a separately available report. A Strategic Environment Assessment has been undertaken on the Alteration and is also available separately.

1.3 Not all the matters discussed in this Background Report are directly relevant to the strategic land use framework which is set out in the Structure Plan. Some may be more appropriately addressed by the Local Plan or by other agencies. It is however important to be aware of what is happening in the area and what might be expected to happen up to 2026, as a basis for understanding the rationale behind the strategy, policies and proposals of the Alteration. The layout and numbering of this report highlights those sections which require amendment/replacement to support the third alteration to the 2002 Approved Structure Plan.

1.4 Should you require any further information on the Alteration please contact:

Clackmannanshire Council, Julie Hamilton/Graeme Finlay, Tel: (01259) 452000.

2. Structure Plan Strategy - Working Towards Sustainable Development

Introduction

2.1 The strategy establishes the framework for the Structure Plan and provides the context that clearly sets out what the Plan is seeking to achieve. The strategy is based around the need to provide a series of policies and proposals that together Work Towards Sustainable Development. Sustainable Development in very basic terms means promoting a better quality of life for everyone, by enabling positive social and economic development that is planned and managed in a way that protects and enhances the physical and natural environment for the enjoyment of both current and future generations. This alteration proposes no change to this overall strategy.

What Is Sustainable Development?

2.2 A definition: There have been many attempts to define Sustainable Development. The most commonly cited is that from the 1987 UNCED Report, which refers to “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. It can, however be defined more simply as improving the quality of life and providing better quality environments for everyone both now and in the future. Sustainable Development is essentially comprised of three components which require to work together to promote a better quality of life but at the same time protect and enhance the environment. These are Environmental Integrity, Community Well Being and Economic Vitality.

2.3 The International Context: Sustainable Development has become a fundamental and integral part of policy at all levels of Government. Internationally, at the 1992 Earth Summit, 179 nations, including the United Kingdom, endorsed Agenda 21, a programme of action aimed at promoting Sustainable Development across the world. Local Government was identified as playing a key role in taking this forward at the local level, through what is called Local Agenda 21. The Council actively supports this Local Agenda 21 process. Ensuring that the Structure Plan is consistent with the principles of Sustainable Development is an integral part of the Council’s commitment to Local Agenda 21.

2.4 The European Context: The European Union promotes Sustainable Development through its Fifth Environmental Action Programme (currently under review), which forms the basis for European Union environmental policy.

2.5 The UK Context: Within the United Kingdom, the Government has pledged its clear support for Sustainable Development. In 1994, Sustainable Development: The UK Strategy was published and subsequently revised in 1999. This makes clear the Government’s policy on the full range of Sustainable Development issues and establishes some targets for its realisation. Within this document, the role of strategic land use planning is highlighted as being vitally important. The Government has also encouraged the use of Strategic Environmental Appraisal/Sustainability Appraisal of the policies and proposals within Development Plans in order that they can be assessed as to their contribution to Sustainable Development. A Sustainability Appraisal of the policies and proposals contained within the Alteration was undertaken during the consultation stages (see para 2.10).

2.6 The Scottish Context: Within Scotland, recent Scottish Planning Policy and many Planning Advice Notes and Circulars contain reference to Sustainable Development as an integral component of their policy context.

Developing the Strategy

2.7 In May 1999 the Government published its revised strategy Sustainable Development. This document highlighted four broad objectives that represent the Government’s vision of Sustainable Development. These are:

- Social progress which recognises the needs of everyone.
- Effective protection of the environment.
- Prudent use of natural resources.
- Maintenance of high and stable levels of economic growth and employment.

2.8 These broad objectives are, however, aimed at enabling Sustainable Development at the national level. For the Structure Plan to be “Working Towards Sustainable Development” in Clackmannanshire, these

national objectives need to be refined into ones that are consistent with the Council's objectives, that are relevant to the area the Plan covers and, fundamentally, that are easy to understand by those the Plan will affect.

2.9 To achieve this, the four key themes for the Structure Plan strategy were identified and figure 2.1 in the Structure Plan shows how these themes when appropriately integrated can progress Sustainable Development. These four themes are:

- Caring for the Environment.
- Promoting Appropriate Development.
- Improving the Quality of Life.
- Promoting Access to Opportunity.

Research Undertaken

2.10 General Research: As noted above, Sustainable Development has become integral to policy making at all levels of Government, including international agreements, European legislation and National Planning Guidance. These policies required to be synthesised, interpreted and applied to the Structure Plan in a way that is (a) meaningful, (b) relevant to the needs of Clackmannanshire, (c) consistent with the Council's own policies and objectives and, (d) fundamentally, understandable by users of the Plan. The principles of Sustainable Development within the Plan are designed to create a framework within which we can not only aim to secure sustained and appropriate economic growth, improved employment opportunities and improved quality of life, but also conserve and enhance the local environment. The Plan Alteration signals the addition of an objective which positively promotes population and economic growth in Clackmannanshire.

Sustainability Indicators: Sustainability indicators were identified for the Structure Plan as approved in 2002. These were broad strategic indicators to be developed further through Local Plans.

Sustainability Appraisal: A sustainability appraisal of the policies and proposals contained in the Structure Plan as approved in 2002 was undertaken.

Strategic Environmental Appraisal (SEA): The requirement to undertake SEA is established by European Directive 2001/42/EC and is now a requirement through Regulations introduced in 2004 (superseded by the Environmental Assessment (Scotland) Act 2005). The SEA process aims to integrate environmental considerations into the preparation and adoption of plans and programmes. It provides a methodology to incorporate environmental considerations into the decision making process at an early stage. The SEA process in relation to the Third Alteration to the Structure Plan is detailed in the accompanying Environment Report 2006 (Revised January 2008).

2.11 The Town and Country Planning function closely regulates the use of land, and therefore it has a legitimate interest in enabling Sustainable Development via the control and influence it may exert over patterns of land use. In "Opportunities for Change", the UK Government states that "planning has a key role to play in achieving a more sustainable pattern of development and that Government planning policy now incorporates sustainable development principles". It also states that more needs to be done at all levels of the planning system to reflect the shift towards Sustainable Development.

Strategy Justification

Detailed locational decisions will be made through Local Plans, but the Structure Plan provides the strategic framework for these. The strategy justification as set out in the 2002 approved Structure Plan is still considered robust and relevant. The following research has been carried out to inform the current review:

Infrastructure Capacity Assessment: Concludes through consultation with Scottish Water that Clackmannanshire has few infrastructure issues.

Transport Modelling and Assessment: Work has been undertaken by Clackmannanshire Council to model future traffic growth taking into account all programmed development. The model has also been used to test the options generated through this review.

Landscape Assessment: No formal update of the landscape assessments which informed the 2002 Plan has been carried out. It is recognised that detailed assessment in this respect may be required to inform any future Local Plan Review or the Local Development Plan.

Flooding: Since the 2002 Plan additional information including more detailed mapping of flood risks in the area is now available and this will inform the location of new development.

Nature conservation: The Plan identifies areas of international, national and local importance for their nature conservation interests.

Housing Market Areas: Updated research has been carried out on housing market areas indicating the linkages between Clackmannanshire and Stirling housing markets. Other areas remain relatively more self-contained, but are still largely influenced by markets extending outwith the Structure Plan area. (Homes Chapter).

Urban Capacity Study: The 2002 approved Plan made assumptions about the contribution of windfall sites (small sites, brownfield and urban sites) based on past completions. This current alteration has made an objective assessment of all urban land following established methodology to assess the likely contribution from such sites. Copies of the report detailing this study are available on request.

Housing Land: In assessing the requirement for future housing land it is important to have a clear picture of the existing housing land supply. Information on the land supply has been collated from the Council's Housing Land Audit.

Population and Household Projections: The 2002 approved Plan was based on 1998 Scottish Executive produced projections. The third alteration updates this information in the context of the 2006 projections.

Community Planning, Housing, Economic, Regeneration and other Council Strategies: Whilst future development plan policy has to reflect National Planning Policy it should also reflect specific local priorities. The plan, as part of the local democratic process should also reflect the views of local communities. The strategy of the 2002 approved Plan recognised the benefits of a concentrated as opposed to dispersed approach to accommodating growth. Recent experience, in particular through development of detailed local plan policies demonstrates the benefits of such an approach if the necessary investment in schools, other services and infrastructure is to be delivered.

2.12 As indicated below, concentrated development is more consistent with the sustainability objectives of the Plan. In particular it affords the greatest opportunity to promote efficient use of resources, reduce the need to travel, encourage public transport and to address any infrastructure constraints. It is therefore identified as the most appropriate strategy to enable a level of growth that will promote the objectives of the Plan including population and economic growth. An element of dispersal is however also included where capacity exists, particularly within the urban area, in order to promote choice in the housing market.

Concentrated	Dispersed
Impact concentrated on a few communities. Impact on the character and environment of the area limited to a few locations.	All communities take a share of new development. The setting, landscape and character of all the area's towns and villages will be affected to a greater or less extent.
Can concentrate development on areas best suited to accommodate change.	Some of the areas most sensitive environments will be subject to change. Some settlements are constrained by flooding and/or by other physical constraints.
New infrastructure and other facilities can be levered through developer contributions.	May over-stretch existing services, but development may not be of a scale to justify provision by developers.
A planned approach to major growth, with opportunity to maximise community benefit and secure a comprehensive approach to design and local service provision.	An incremental approach to dispersed development.
Efficient provision of infrastructure including public transport, education, water and drainage, community	Potentially greater burden on Councils and other service providers, exacerbating existing deficiencies.

and other facilities.

Potential to concentrate the majority of new development close to existing concentrations of employment, services and other opportunities, therefore reducing the need to travel.

Some of the areas settlements are relatively remote from concentrations of employment, leisure and other facilities, so the need to travel would be increased.

2.13 The strategy of the approved 2002 Plan sought to concentrate most development within or close to the urban area (the area with the greatest concentration of jobs, people, shopping and other services). This approach was based on the following comparison of urban and rural locations:

Urban	Rural
Main concentration of population. The area where most people live, work and spend their leisure time.	More dispersed population. Limited local employment. Greater need to travel to access employment, education, shopping and leisure opportunities.
Greatest concentration of public transport, local and Council wide facilities.	Population often fails to secure viable operation of public transport.
Development in the urban area would link in with existing infrastructure and would reduce the need to travel to access other opportunities and facilities.	New development could help to sustain rural communities and enhance rural service provision.
Possible urban regeneration benefits of new development.	Possible rural development benefits of new development.
Constraints apply in terms of green belt, flooding, etc. and the general setting and character of towns and their surroundings.	Some settlements are within Areas of Great Landscape Value, others are physically constrained or have distinctive characteristics which should be maintained.

2.14 Locations close to the main concentration of population, jobs, shopping, leisure and other opportunities offer the greatest locational advantages in terms of the Plan's sustainability objectives. This conclusion remains relevant in the context of this review. Improvements in accessibility may however enable some rural locations close to the main centres to be considered in the context of a long-term development strategy, particularly if the extent of existing or programmed development or particular constraints indicate that there are limited alternative opportunities. Appropriate rural development can also play an important role in helping to sustain rural communities and this is reflected in current Scottish Planning Policy on Rural Development.

2.15 Figure 2.3 of the Plan reflects the above by highlighting strategic locations within the Core Area where there is potential to accommodate additional growth in line with the principles of sustainable development. The Eastern Clackmannanshire area is identified as a strategic location. The Locational Strategy is explained further within the jobs and homes chapter of this report.

2.16 A number of key issues are highlighted through this report that signal the need for additional land release and for minor alterations to the objectives of the Plan in relation to Clackmannanshire housing issues. These are summarised below along with cross references to the relevant sections of this report which explain these in greater detail:

- The latest 2006 projections indicate Clackmannanshire is forecast to attract higher levels of population growth than was assumed on the basis of the 2002 projections (Para. 4.11, Fig. 4.1).
- The population is forecast to increase by 8.9% and the age structure imbalance will focus on an increasingly elderly population, above that of the national average (Fig. 4.3, Para. 4.14).
- Clackmannanshire has contributed significantly to the buoyancy of the housing market area with high rates of new house building over the past 5 years. It has sufficient employment land supply although take up has been slow.
- There are linkages between the Stirling and Clackmannanshire housing markets, and a significant influence from the wider Scottish and UK areas (Fig. 4.2, Fig. 4.6).
- There is significant committed investment in enhanced transport infrastructure in Clackmannanshire through the Upper Forth Crossing and Stirling - Alloa - Kincardine rail link which should enhance and sustain current buoyancy in the housing market.
- The Corporate Plan, Community Plan, Economic Development Strategies and Local Housing Strategies seek to encourage growth which will enable population and economic growth and regeneration as well as meeting housing needs particularly for affordable housing.

- The previous Structure Plan did not highlight population growth as a specific objective. Yet it is an objective of Clackmannanshire Council.

2.17 The above conclusions support a growth strategy for Clackmannanshire Council which will enhance the range and choice of housing available and support economic growth. The Plan therefore focuses on a long term strategy that supports population and economic growth throughout the Clackmannanshire area to include:

- A long term growth area of up to 1250 houses and supporting infrastructure.
- Delivery of the existing housing land supply and maximising identified urban capacity.

2.18 A full explanation on the strategy focussing on its relationship to proposed housing growth is included in the Housing section paras 4.15 - 4.34.

4. Jobs and Homes

This section of the report details the background information which has formed the basis of the plans, policies and proposals on housing in Clackmannanshire.

Housing

Introduction

4.1 The text of the Background report is updated to reflect the emerging proposals and policies of the 3rd Alteration in relation to housing. The Housing Land projections for Clackmannanshire are rolled forward to 2026, with a more up to date base date of 2006. This report sets the context for the strategy of promoting population and economic growth in Clackmannanshire. It also sets the policies and proposals in the context of Scottish Planning Policy (SPP3 Land for Housing) and National Advice (PAN38 revised 2003 and PAN74 on affordable housing).

Policy and Legislation

4.2 SPP3 states that the planning system should

- Create quality residential developments.
- Guide development to the right places.
- Deliver an adequate supply of housing land.

4.3 In summary it requires

- Identification of the land required for housing for at least 12 years from the date of adoption.
- Identification of the settlements in which this 12 year supply will be provided and a broad indication of the land that will be required beyond the 12 year period preferably up to year 20.
- An action plan indicating how this land supply will be delivered.
- An indication of the requirement for affordable housing.

4.4 PAN38 sets out advice on forecasting future housing requirements. This advice highlights the uncertainties of forecasting future requirements and the range of variables that will influence such forecasts. It stresses that beyond year 12 the emphasis should be placed on giving a broad indication of the scale of anticipated growth, rather than precise figures and that the need for careful monitoring should be stressed. The Scottish Executive GRO household projections are identified as a useful starting point in assessing the likely scale of future requirements although these are not predictive, in that they simply assume a continuation of recent past trends and they embody national assumptions which may not be valid locally. Historically, however, the Structure Plan has relied on these figures.

4.5 PAN38 highlights the issue of housing demand and the need to take this into account alongside the household projections. Demand takes account of the willingness and ability of households to meet their housing aspirations. PAN38 states that the scope for growth should be addressed where appropriate and a number of considerations are highlighted to enable an assessment of demand:

- Economic and employment trends within the development plan area.
- Housing market trends, including house sales information, the historic build rate, tenure shift, household/ dwelling size relationships.
- The operation of the local housing market, which may include locational and house type preferences and the site characteristics required to meet requirements in different parts of the housing market.
- The views of housing providers on the nature and scale of requirements and where and how they should be accommodated.

4.6 In addition to the above there are issues of housing need and PAN38 indicates the need for housing and planning departments to work together to ensure consistency between the development plan and the local housing strategy and where particular housing needs are identified, these should be reflected in the overall housing requirements.

4.7 The issue of housing need in relation to affordable housing is examined in more detail through PAN74 on affordable housing. This points to the need for the Local Housing Strategy (prepared in the context of the Housing Scotland Act 2001) to identify any shortfall in the relative balance of housing between social rented,

low cost and general needs (open market housing) and to identify any particular special needs or requirements of particular groups.

4.8 SPP3 also gives guidance on the location of new development:-

Optimise the efficient use of land and buildings - This objective seeks to promote the development or redevelopment of land already in the city, towns or villages of the area in preference to the release of greenfield land. The capacity for this in Clackmannanshire has been assessed through the "Urban Capacity Study 2006". This study has assessed the likely contribution of land within the urban area to the future land supply. Clackmannanshire does not have the legacy of brownfield land found in other areas but there are a significant number of potential opportunities linked to the relocation of certain existing land uses and to the reuse and redevelopment of land and buildings within the urban area.

Direct Development to accessible locations - SPP3 indicates that any strategy should seek to reduce travel demand and reduce reliance on the private car in order to reduce general energy consumption. Access to jobs and facilities should be carefully considered and preference should be given to locations which can be well integrated with existing and proposed public transport, walking and cycling networks. The current strategy of the Plan as approved in 2002 addresses this objective through a strategy which generally concentrates development in the Core Area. The small geographical area of Clackmannanshire means that most of the Council area is within easy access of the main centres and facilities.

Safeguard Environmental Resources - This objective seeks to minimise the adverse effects of the Plan's strategy on natural heritage (including landscape character and biodiversity), archaeology and cultural heritage along with the amenity of the countryside and the setting of Scotland's towns and cities. The role of Green Belt is recognised in this respect. Clackmannanshire has a significant environmental resource and the character and quality of the natural and built heritage is a key asset. The strategy of the Plan seeks to maintain this resource and the Strategic Environmental Appraisal process has ensured that the policies and proposals of the Plan as altered have been tested against this objective (Environment Report 2006, revised 2008).

Greenfield Sites - SPP3 recognises that it may not be possible to meet the full range of housing requirements in the existing urban area and that greenfield land release may therefore be required. In this context the advantages of extensions to existing towns and villages are highlighted. These include reduced servicing costs and the opportunities for sustainable transport. Such extensions however need careful planning and the Structure Plan area has a number of settlements which have sensitive settings. In Clackmannanshire, expansion to a number of settlements is already highlighted through the Development Plan, as white land. These sites have capacity of up to 1000 houses.

New Settlements - National Policy also recognises the potential role of New Settlements where there are substantial constraints to the further growth of existing settlements, where they form part of a strategy promoting rural development and renewal and where they can reduce pressure on the Green Belt or areas of attractive countryside. The approved Plan promoted a new settlement for Stirling which has now been allocated through the Second Alteration to the Stirling Council Local Plan. This approach focused on the need to protect the setting of Stirling and to deliver the necessary infrastructure. This rationale has not changed and the promotion of a new/expanded village in Clackmannanshire would enable growth based around investment in the Upper Forth Crossing.

Population and Household Trends

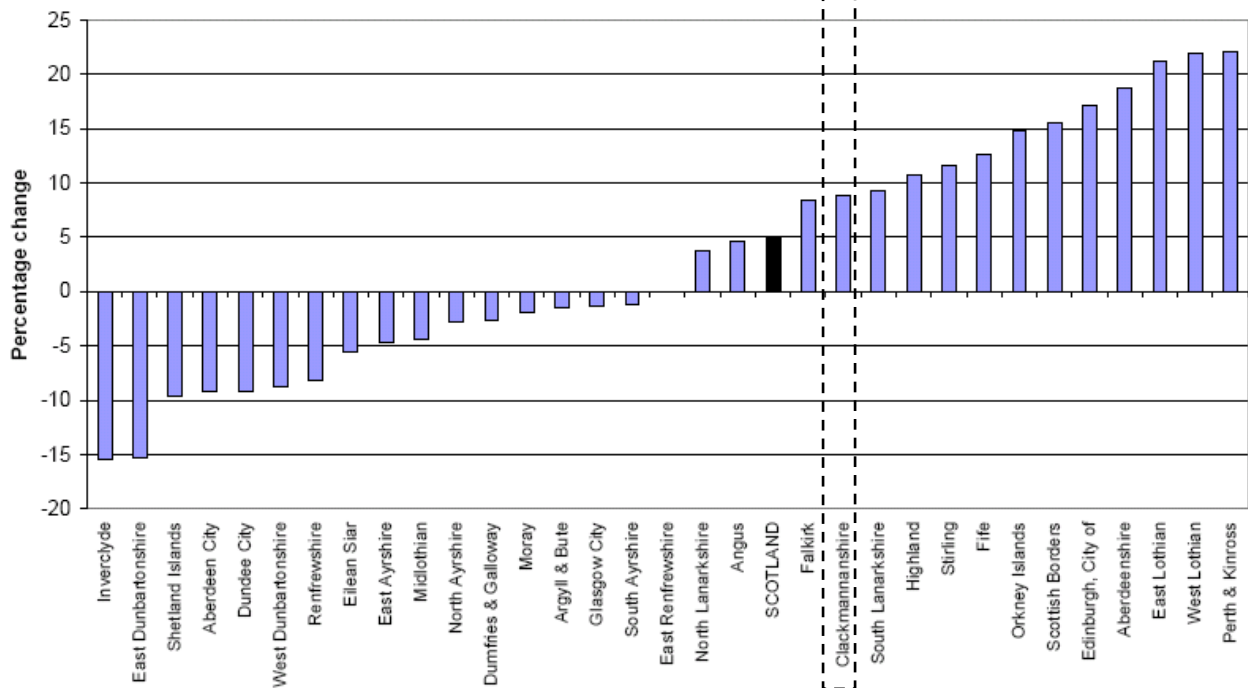
4.9 The Clackmannanshire and Stirling Structure Plan as approved in 2002, planned for housing growth to 2017 on the basis of the 1996 Scottish Executive Household Projections. In reviewing and updating the housing figures and approach of the existing Structure Plan in the context of the National Policy and advice outlined above, this report examines the following:-

Population Projections.

4.10 These projections are produced by the General Register Office (Scotland) every two years, but tend to be around two years behind the current date. The current most up to date projections are from 2006. These present a picture of how the population of the Structure Plan is expected to grow and change in the future.

4.11 Figure 4.1 illustrates the projected change in population in Clackmannanshire and Stirling compared to other Local Authorities in Scotland. This shows an increase in the population of Clackmannanshire of almost 9%. This compares with over 20% predicted growth in West Lothian and Perth and Kinross, 8.5% in Falkirk and 11.5% in Stirling.

Fig. 4.1: Population projections, 2006 to 2031 by Local Authority Area



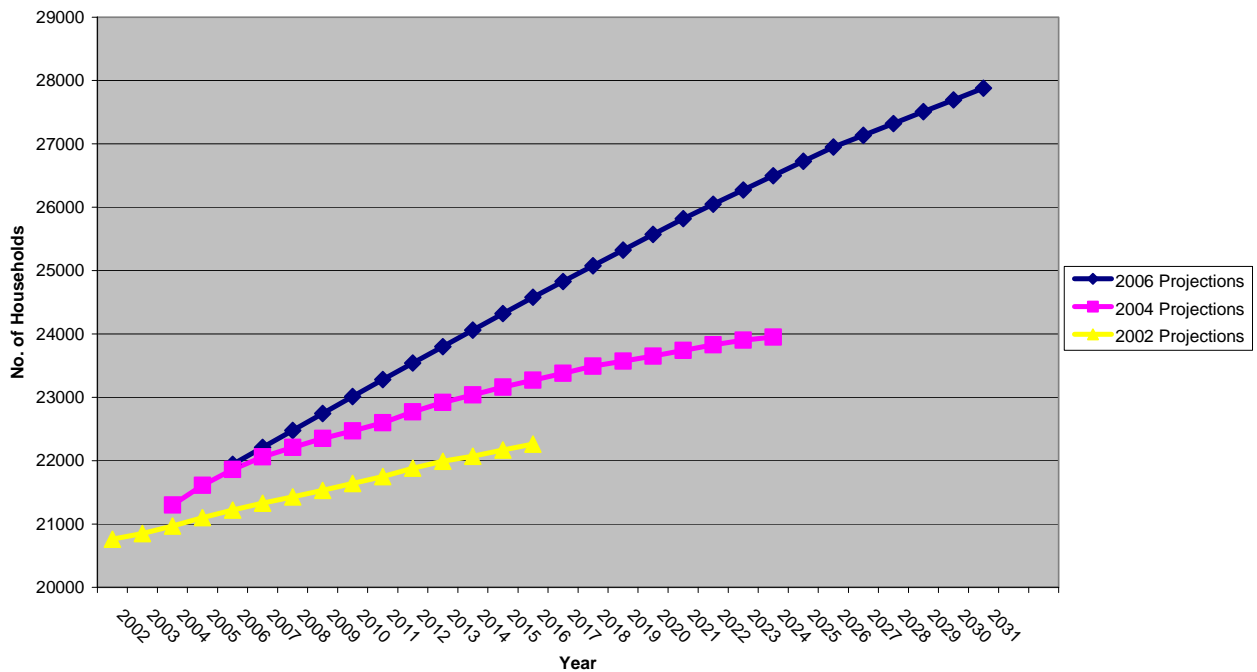
4.12 The trend indicated above does show an improving trend for Clackmannanshire as the 2004 projections indicated a 1% loss in the population of Clackmannanshire.

4.13 As births and deaths in Clackmannanshire are relatively in balance population change is mainly attributed to net migration. The population projections make assumptions based on the rate of migration achieved in recent years. Net migration may fluctuate in any given period and will be influenced to some extent by national trends, build rates, the location of development and the scale and nature of development in other housing market areas. In Clackmannanshire an up turn in build rates has clearly influenced the rate of in migration (net migration reached 545 in 2003/4 compared to net losses of over 100 in previous years). Some of this upturn in Clackmannanshire will have been attracted from Stirling, where housing land release had been more limited than in the years prior to 2004. Other neighbouring authorities including Falkirk have had high build rates and have been attracting higher than anticipated levels of net migration (Falkirk achieved a net migration of 1521 in 2003/4 compared to 33 in Stirling and 545 in Clackmannanshire). The 2004 projections for the years 2004-2005 predicted 400 net migration for Clackmannanshire where as the Mid 2005 Population estimates indicate 502. Fig 4.2 compares predicted net migration in other Local Authority areas with that predicted for Clackmannanshire.

Calculating the Housing Land Requirement

4.15 The number of households likely to be forming in an area are derived from the population projections allowing an estimate of the number of heads of households (therefore likely future households) as well as the age group and composition of these households. It is this information that enables the likely future housing requirement to be calculated by deducting the current stock of housing and new housing that is already planned from the total amount of expected new households. These figures will also give some indication as to the range and type of housing that will be required. The most current figures are for 2006, but preparation of the plan commenced in the context of the 2002 based projection. Fig 4.4 compares the trend based at 2002 and 2004 with that at 2006, highlighting significant differences in the rate of growth.

Fig 4.4: Comparison of Household Projections (2002, 2004 and 2006 based)



4.16 Using the established methodology for calculating the housing land requirement using the 2006 projection would indicate the following:

Fig. 4.5: 2006 Based Housing Land Requirement for Clackmannanshire.

Assessed housing need (to 2026)	4949
Assumed completions from base land supply (2006-2011) ²	1707
Subtract assumed completions from potential land supply (2011-2017) ²	458
Add Flexibility at 15%	418
Subtract Allowance for conversions, windfall and urban capacity sites**	963
Council specific requirement	2239

4.17 The above follows a similar methodology to that adopted in the 2002 approved Plan. This would achieve the population profile described above in the section on population. In the approved Plan there was an assumed contribution from windfall sites. This time around an urban capacity study has been carried out to give a more definitive estimate of the potential for windfall sites. The figure of 963 is therefore derived from a combination of a 75% contribution, from those urban capacity sites identified as likely in the "Urban Capacity Study 2006" combined with an estimated contribution of 30 per year from small sites (derived from past completion rates).

4.18 In accordance with PAN38 the calculation above forms the starting point in estimating the future housing land requirement. One of the primary functions of strategic land use planning is however to monitor trends and determine whether policy intervention is required to address them. The issue then becomes one of whether these trends achieve the Council's desired outcomes or whether policy intervention is required.

4.19 The projections are based on an assumed continuation of the trend identified in the five years prior to the base year. Clackmannanshire Council considers that if completions rates are maintained at programmed levels, economic growth can be sustained and market demand continues to be strong, Clackmannanshire is well placed in a Scottish context to attract further mobile demand.

4.20 The Structure Plan should give a clear indication of the strategy for future growth and development in the area by determining the amount and general location of the land that will be required. In doing so a successful, deliverable strategy could facilitate achievement of a level of growth as indicated above which whilst accounting for National Planning Policy and advice would also address the longer term population and economic objectives of Clackmannanshire Council. The following section outlines the other factors supporting housing growth of up to 2250 houses over the period to 2026.

Factors influencing housing growth.

Characteristics of the Housing Market

4.21 Information on migration from the Sasines Data (which records house moves) enables assessment of the movement of people between areas. An assessment of the degree of self containment within areas allows us to define market areas as well as the strength of links between Clackmannanshire and other Local Authority areas. The GRO projections do include assumptions about the future pull of an area to attract new households (through migration assumptions) so some external demand is catered for in the household projections. It is however possible that local factors linked to economic growth or enhanced accessibility may point to the need to cater for demand to a greater or lesser extent.

4.22 Recent trends including the mid year estimates indicate that Clackmannanshire is attracting external demand for housing (see para 4.13).

4.23 A housing market is only described as self contained when people already living within a geographical area purchase 75% or more of residential properties for sale in the area. An analysis of the 2004-2006 sasines shows only 59% self containment in Clackmannanshire. The main other origin of purchasers is Edinburgh and Glasgow.

4.24 This trend, referred to as mobile demand, demonstrates the strong influence of external markets on the Clackmannanshire Area. Analysis of sasines information for Clackmannanshire indicates movement of people from Stirling into Clackmannanshire with the influence being markedly stronger in Eastern Clackmannanshire. Fig. 4.6 demonstrates the influence of Stirling, Falkirk and Fife in the Clackmannanshire market.

Fig. 4.6: Inward Migration to Clackmannanshire Council 2000-2004.

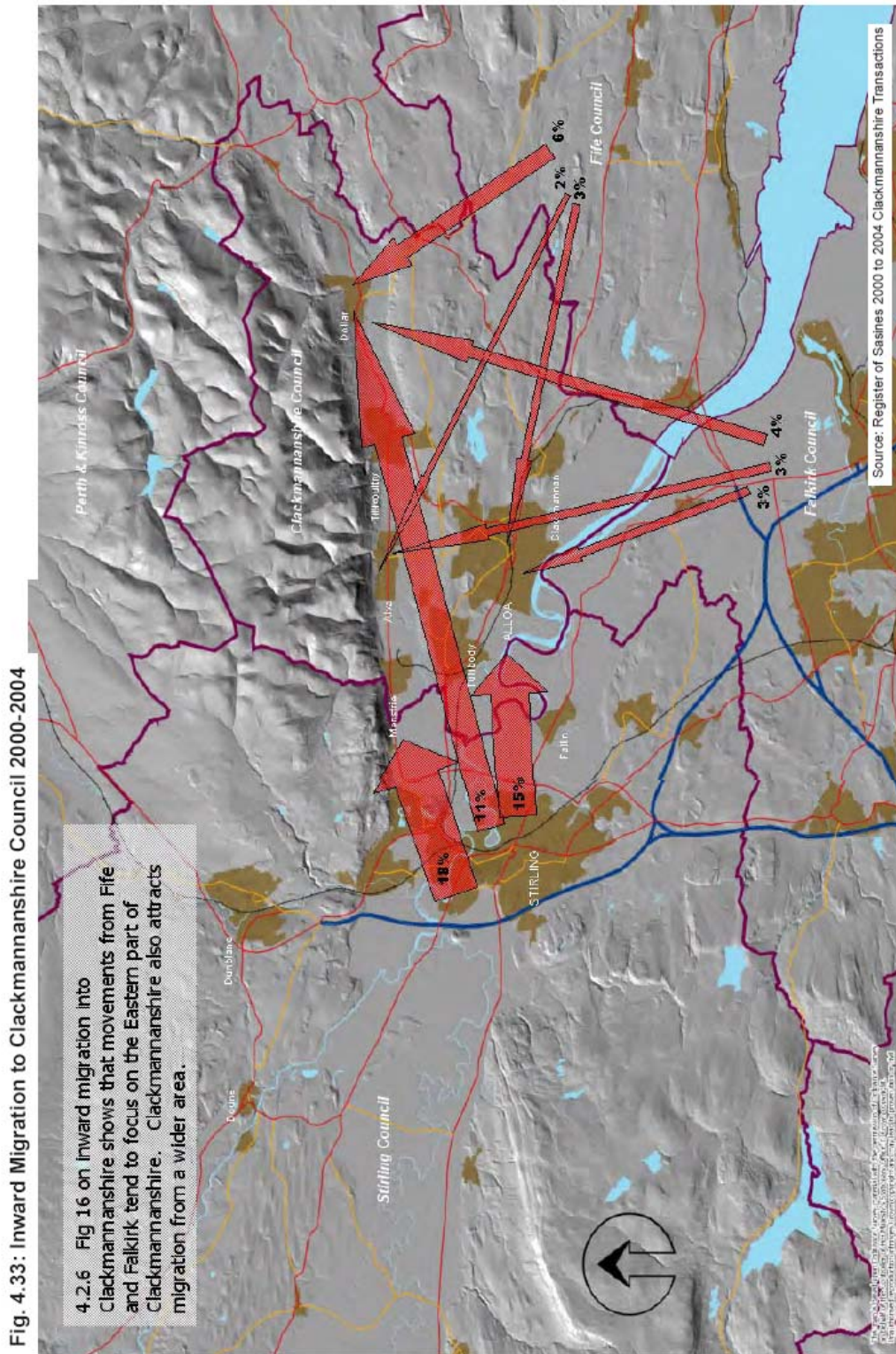


Fig. 4.33: Inward Migration to Clackmannanshire Council 2000-2004

4.2.6 Fig 16 on inward migration into Clackmannanshire shows that movements from Fife and Falkirk tend to focus on the Eastern part of clackmannanshire. Clackmannanshire also attracts migration from a wider area.

4.25 The strategy seeks to promote the potential from the proposed Upper Forth Crossing and the programmed new Alloa rail link to assist in attracting wider mobile demand for housing. In this context a potential role for housing growth in Eastern Clackmannanshire is an integral part of the Plan's strategy. The potential for expansion of Forestmill is highlighted in the existing Structure Plan.

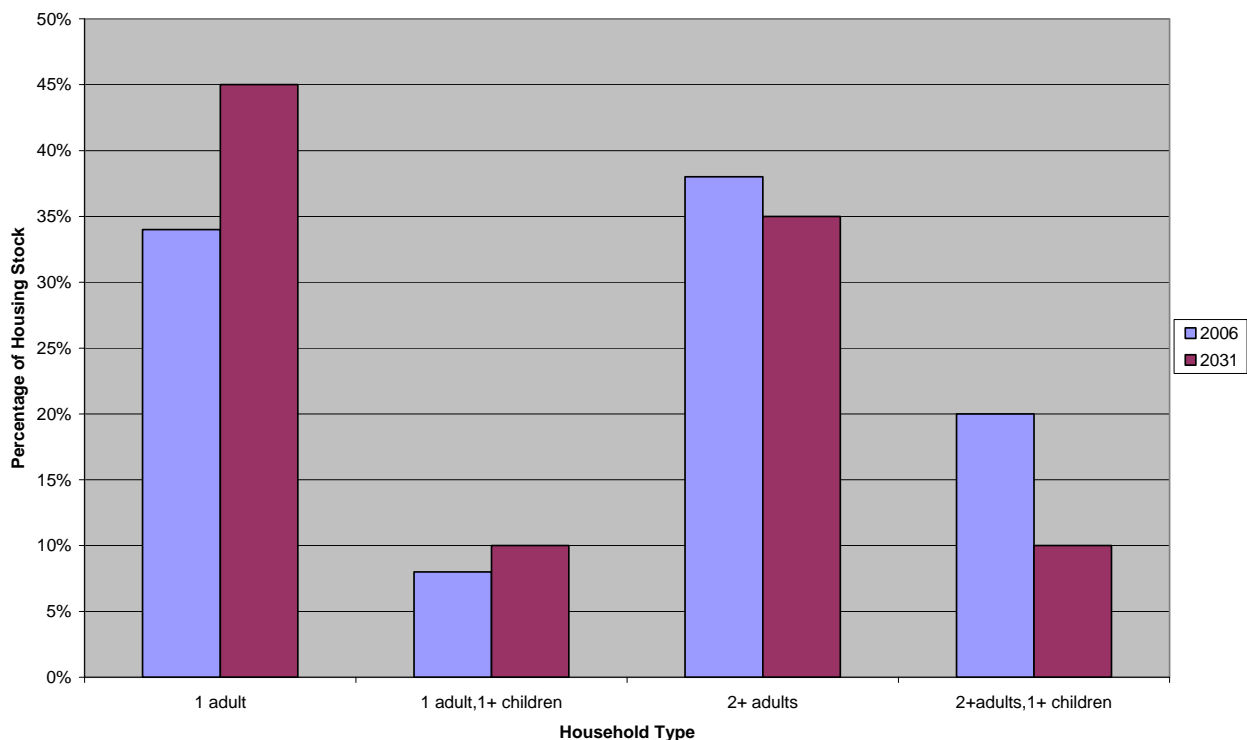
Economic Indicators

4.26 The number and type of job opportunities in an area combined with unemployment rates, levels of economic activity and income levels will all have implications for the operation of the housing market area. Housing growth can have a bearing on promoting regeneration and economic growth. Clackmannanshire Council is actively seeking to attract additional employment growth in the business, industrial, retailing and tourism sectors.

Household Composition

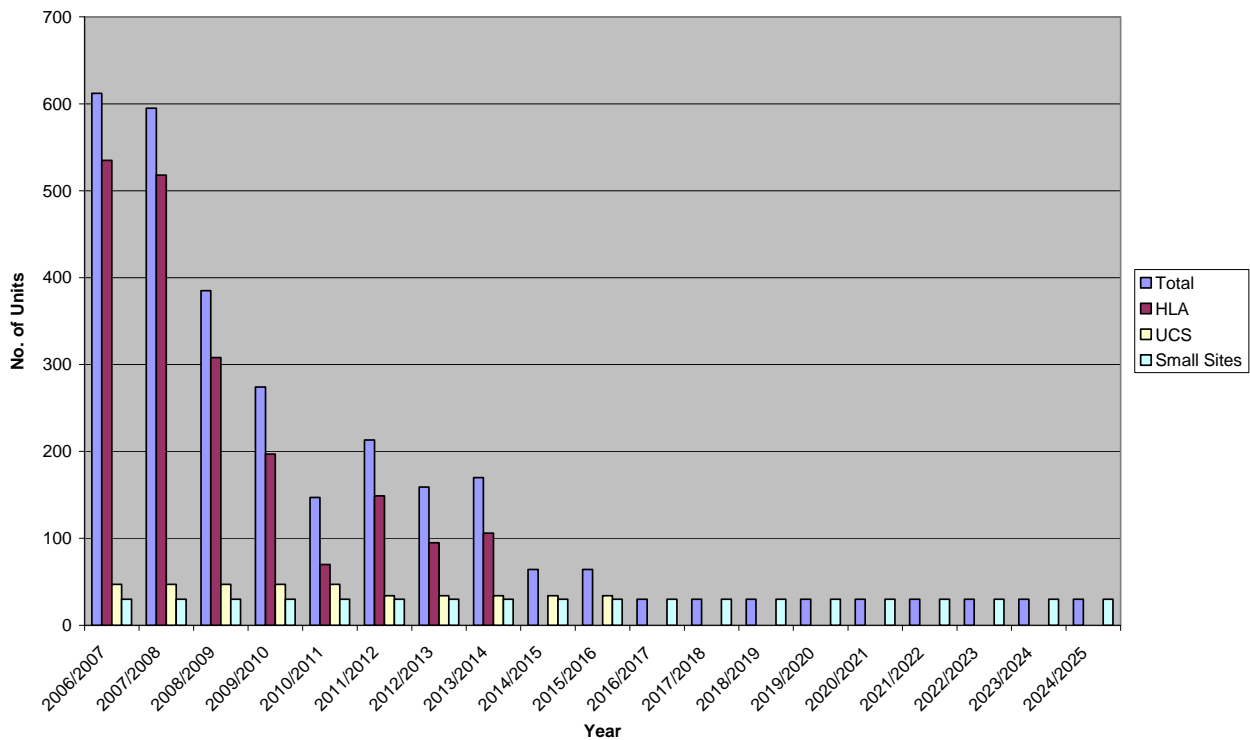
4.27 Household projections also provide information on future household composition. Fig 4.7 indicates an anticipated increase in smaller households, a decline in family sized households and an increase in households with more than two adults. Future housebuilding should respond to these changing housing needs, by providing a range and choice of house types.

Fig. 4.7: Household Type – Clackmannanshire Council



4.28 From Figure 4.8, a high level of completions are programmed in Clackmannanshire between 2006-2010. In the medium term this will be supplemented by anticipated windfall and by an identified potential supply of white land. If market conditions remain favourable this should maintain current levels of net migration in Clackmannanshire. If this does occur then the 2004 and 2006 projections will have proved to be a correct signal for an improvement of the housing land supply in Clackmannanshire. Clackmannanshire Council have identified capacity of circa 1000 houses on white land already identified in the Local Plan. In addition there is currently a planning application for a new village of circa 1250 houses in East Clackmannanshire which, whilst still to be determined following the outcome of a call-in and Inquiry, is in a general location within which Clackmannanshire consider there is some potential for growth (this is referred to in the current Structure Plan). The 2006 projections for Clackmannanshire would support such additional land release. With current demand, a healthy land supply and programmed major accessibility improvements Clackmannanshire Council would wish to build on this strategy.

Figure 4.8 – Housing Land Supply



The Housing Land supply and demand

4.29 Consultation with housebuilders indicates continued strong demand for housing in Clackmannanshire (see Publicity & Consultation report - Housing Workshop). Clackmannanshire as a whole has experienced very high completion rates in the last few years demonstrating an increasingly strong market. Market demand from in migration can push up house prices beyond the reach of local people and social rented housing stock is increasingly being lost through demand for right to buy. Demand in Clackmannanshire is relatively mobile but there is an argument (often promoted by the housebuilding industry) that at least some need should be met in more marketable locations. These areas however tend to have particularly sensitive settings and many are protected by landscape designations and Green Belt.

Capacity and Constraints

4.30 In reality the determination of an appropriate scale and location for future development should not rely completely on statistics and projections. Other issues such as environmental and infrastructure capacity, delivery, transport etc are also important and the following section considers these factors.

- **Minimising Environmental Impact:** The Strategic Environmental Assessment (SEA) process has enabled this objective to be tested in terms of all those changes to the Plan which are highlighted as potentially significant through Appendix 1 to this report. The Environmental Report outlines in detail how this process has been undertaken. The principles of avoidance and mitigation are fundamental to achieving this objective. Environmental information currently available to the Council on air quality, biodiversity, landscape impact and through existing designations such as SSSI, AGLV, National Park and Historic Designed Landscape has informed development of the locational strategy and options have been rigorously tested against the full range of environmental objectives as set out in the Environmental Report.

- **Sustainable Transport:** Accommodating projected growth has potentially significant implications for the efficient and sustainable operation of the transport network in the area. Clackmannanshire Council has been progressing its Transport Strategy and the reopening of the Stirling/Alloa rail line and the Upper Forth Crossing have a direct bearing on the Plan’s strategy. Potential scenarios for locating future growth will have to fully consider the associated transportation issues. Some modelling using the Council’s local transport model has been carried out to inform this process.

• **Flooding:** This is an environmental constraint which is being given increasing prominence in the planning system. It is incumbent upon Development Plans to avoid known areas of flood risk. Clackmannanshire Council has reviewed flood risk information and this has informed the Plan's locational strategy.

• **Green Belt:** Clackmannanshire has significant areas of Green Belt which will constrain the potential for future land release in certain areas which might otherwise be considered as sustainable locations. The Green Belts in Clackmannanshire are founded on sound planning objectives and there would appear limited justification to question their continued relevance. Scottish Planning Policy on Green Belts does however signal a slight shift in approach:-

- 1) Less support for new Green Belt designation.
- 2) The potential for rigid adherence to long established Green Belt boundaries to conflict with sustainability objectives.
- 3) That Green Belt can be used to prevent coalescence but there may be circumstances where coalescence should be considered as this would allow for development of the most sustainable settlement pattern.

• **Schools:** Clackmannanshire Council has recently gone through a PFI process which will replace its secondary school provision. The nature of this funding mechanism is such that it has not enabled a longer term view of future capacity of these schools. This may mean that any future development strategy will be influenced by the potential to make use of available capacity or to facilitate the funding of extensions (although some school sites offer limited capacity for extension) or completely new provision. Forward planning of primary schooling capacity will also be important.

• **Water and Drainage:** Clackmannanshire does have spare capacity in both water and sewerage infrastructure. There is likely to be an expectation for new development to be self-financing in terms of water and drainage provision and the Scottish Environment Protection Agency (SEPA) are likely to insist on provision for connection to the mains drainage infrastructure. Like schooling, this points to the need for efficient planning of new provision taking into account potential economies of scale. Further consultation with Scottish Water will be undertaken through the Development Plan process to inform the emerging strategy.

• **Transport:** Delivery of transport infrastructure, public transport improvements and necessary mitigation is enabled by the concentration of development in accessible locations.

• **Securing Delivery:** National Planning Policy highlights the importance of linking Development Plans to the practicalities of delivery. The need to include an action plan for delivery of a 12 year housing land supply accentuates the importance of this. The need to fund the infrastructure, schooling and other requirements arising as a consequence of development will have a bearing on potential locational choices. Delivery considerations point to the need for efficient resource management and consideration of the potential economies of scale which could be achieved by concentrating development within particular areas. A strategy which enabled Clackmannanshire Council to promote a concentrated growth area of a scale appropriate to address the above issues would offer considerable advantages.

• **Community views:** Some communities have or will be experiencing significant growth and the impacts associated with this. In certain circumstances it may not be appropriate to continue to direct growth to these locations particularly if this is likely to lead to unacceptable traffic and environmental impacts or where appropriate mitigation, infrastructure and services cannot be secured.

Concluding on an appropriate scale and location for growth (Proposal HP1)

4.31 In aspiring to meet the figures of the most recent GRO projections, based on recent trends, it is considered that this would achieve Clackmannanshire Council's aims of promoting population and economic growth. It is also of a scale which, with selection of appropriate locations can address delivery issues without significant compromise to the Plan's other sustainability and environmental objectives. The scale of housing provision in Clackmannanshire is therefore based on the 2006 GRO projections. Previous considerations of options for levels of aspirational growth above GRO projections in Clackmannanshire, based on sharing growth with Stirling are now no longer relevant as Clackmannanshire is in a position to meet its own growth projections.

4.32 This approach will allow for release in the medium term to allow increased choice in the market without compromising the delivery of urban capacity land or Clackmannanshire's white land. In the longer term, opportunities for a further major release in Clackmannanshire to enable a focused approach which will

enable delivery of population and economic growth whilst addressing infrastructure constraints, is recommended through the Alteration. In Clackmannanshire the approved Structure Plan already signalled the direction of further growth, to realise the potential offered by the new upper Forth Crossing.

4.33 For Clackmannanshire, the current locational framework in the Structure Plan, that is reiterated below, remains robust. Alteration 3 does not require to change this foundation of the Plan. The core areas at Hillfoots and Alloa/Tullibody have land identified to provide for more phased development. The core areas are well served by the public transport network and there are planned improvements and enhancements e.g. the Stirling/Alloa rail line re-opening and the Upper Forth Crossing which will make the area more accessible by sustainable means of transport.

Core Area: Hillfoots Corridor and Alloa/Tullibody corridor, including Alloa Town Centre which is a District Retailing Centre. Alloa town centre has experienced high levels of investment in the past few years and continued promotion is required. There is a significant amount of land potentially available for development within the core areas and key areas for town expansion have already been agreed all in accord with the current Structure Plan.

Rural Villages Area: No change proposed to current rural policy for the general rural area since it can all be defined as “accessible rural” with the exception of parts of the Ochil Hills. The Structure Plan 2002 identifies potential for development at Forestmill by indicating that location as an area of search for developable land.

Upland Areas: No change.

Long term expansion areas (Proposal HP1 and HP2)

4.36 Proposals HP1 and HP2 set out general criteria which will be applied in order to guide the Local Plan in identifying a suitable location and policy framework.

Conclusions

- If all sites classified as likely in the urban capacity study, plus small windfall sites and other land with identified capacity (white land) in Clackmannanshire were to be delivered then the 2006 household projections would be met.
- This would address previous issues of population decline in Clackmannanshire, the increasingly ageing composition of the population or the need to deliver affordable housing.
- This would support Clackmannanshire’s growth strategy.
- This would support the corporate and community planning objectives of Clackmannanshire to promote economic and population growth.
- The housing strategy should take account of significant investment in transport infrastructure which will enhance the accessibility of Clackmannanshire.
- A percentage of the housing land requirement, to be informed by the Local Housing Strategy, should be targeted for affordable/particular needs housing.
- Clackmannanshire offers a high quality accessible environment which, with programmed enhancements, an appropriate land supply and a sustainable economic strategy should maintain and enhance the potential of the area to capture mobile housing demand.
- A proactive and planned approach to further growth is the appropriate policy response to the above issues.
- In Clackmannanshire there is already (through the current Structure Plan) identified potential for growth linked to investment in the Upper Forth Crossing. A new village in this location could provide the focus to establish a new market in this area of identified capacity.