

**Issue No: 5**

**Issue: Spatial Development Strategy Model**

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## **Supporting Documents**

1. Scottish Planning Policy, The Scottish Government, 2010, page 6, sections 33 and 36
2. A Low Carbon Economic Strategy for Scotland, The Scottish Government, 2010, Ministerial Foreword, pages 13 to 15 and 19.
3. Glasgow and the Clyde Valley Joint Structure Plan 2006, Technical Report TR6/06 'Assessment of Potential Areas for Urban Expansion'.
4. Press Release 14/09/2011 - Royal Institute of Chartered Surveyors UK Housing Market Survey June 2011 'Construction Industry falls further into negative territory' (Extract)

5. Press Release 14/09/2011 - Royal Institute of Chartered Surveyors UK Housing Market Survey June 2011 'Rental market boosted by lack of mortgages' (Extract)
6. Press Release 14/09/2011 - Royal Institute of Chartered Surveyors UK Housing Market Survey June 2011 'Scottish housing market 'holiday' comes early'(Extract)
7. The Glasgow and the Clyde Valley Joint Structure Plan 2006 Approved Plan (Extract)

<b>Issue 5</b>	<b>Spatial Development Strategy Model</b>	
<b>Development plan reference:</b>	Section 4 The Spatial Development Strategy model	<b>Reporter:</b>
<b>Body or person(s) submitting a representation raising the issue (including reference number):</b>		
E5/3 Mr Michael and Mr Roger Jones E6 Quarriers E11/3 Ashfield Land E14/3 Land Synergy E15/3 Bellisle Developments Ltd E21/2 National Grid Property Ltd E46/2 Susan Barnes E49/2 Jackton & Thorntonhall Community Council E52/8 Mactaggart and Mickel (Homes) Ltd. E55/2 Homes for Scotland E56 Ravenscraig Ltd. E62 Scottish Association for Public Transport		
<b>Provision of the development plan to which the issue relates:</b>	Introduction (pages 16 and 17) The Spatial Development Strategy model (pages 18 to 21) Community Growth Areas (page 19, paragraph 4.15)	
<b>Planning authority's summary of the representation(s):</b>		
<p>The representations in this section fall into four categories</p> <p>1) <u>Specific Development Agendas</u></p> <p><b>E21/2 National Grid Property Ltd</b>  The Development Corridor concept is considered a simplified strategic theoretical model. The Proposed Plan promotes the restoration and regeneration of brownfield sites especially those in need of remediation whether located within or outwith the Development Corridor. This particularly applies to former gas works sites where a high value end use such as retailing is required to ensure their remediation. There has been a lack of progress in developing such sites and this is likely to continue in the foreseeable future. Therefore the Strategic Development Plans and the Local Development Plans should take a very positive and proactive approach towards securing high value after uses on such sites.</p> <p><b>E52/8 Mactaggart and Mickel (Homes) Ltd.</b>  Promote immediate further edge expansion of existing communities as a key plank of the Spatial Vision in support of sustainable economic growth.</p> <p><b>E62 Scottish Association for Public Transport</b>  Stronger prioritisation of delivery and a stronger justification for a 'step-change' in sustainable transport modes, including text to justify operational action on transport efficiency and usage. Whilst acknowledging the 'compact city' model, it advocates distributed growth along sustainable transport corridors.</p>		

2) Amendment to the Spatial Vision and related Spatial Development Strategy

**E49/2, E49/3 Jackton & Thorntonhall Community Council**

Remove a key component of the Spatial Vision namely plan-led community growth areas and thus its key role within the Spatial Development Strategy.

3) Spatial Strategy Component and its Spatial Impact

**E46/2 Susan Barnes**

Given the on-going delays and implementation issues associated with the Community Growth Areas clarification should be given to ensure there remains scope for localised development.

**E55/2 Homes for Scotland**

In order to deliver the housing requirements it will be necessary to augment those Community Growth Areas which can be progressed with a range of other locations.

**E56 Ravenscraig Ltd.**

Promote a wider strategic significance of the spatial impact and catchment of the Ravenscraig Flagship Initiative.

4) Greenfield/Brownfield

**E5/3 Mr Michael and Mr Roger Jones, E6 Quarriers, E11/3 Ashfield Land, E14/3 Land Synergy, E15/3 Bellisle Developments Ltd**

Reliance on solely brownfield sites, which in the current economic climate are likely to be more ineffective than greenfield sites, could stifle the ability to offer a range and choice of sites required by Scottish Planning Policy.

**Modifications sought by those submitting representations:**

1) Specific Development Agendas

**E21/2 National Grid Property Ltd**

Former gasworks locations should be given a high priority for development with supplementary text added to the fifth bullet point in paragraph 4.5 Page 18 namely "recycling and reusing brownfield land giving priority to sites in need of remediation such as former gasworks sites."

**E52/8 Mactaggart and Mickel (Homes) Ltd.**

The Spatial Development Strategy should have an additional row in Diagram 9 for 'Sustainable Economic Growth' This change will then flow through to all sections of the Spatial Development Strategy, with an explanatory column on pages 18 namely ***Sustainable Economic Growth***

"In the immediate post recession era in a period of limited investment and development, it is imperative that the GCVSDP provides the parameters for sustainable economic growth as part of its Spatial Development Strategy. This an interim strategic focus on the sustainable growth of existing settlements that have infrastructure capacity and the ability to accommodate development, providing that environmental considerations are also taken into account. This will have the benefit of stimulating the GCVSDP economy, allowing for construction jobs to be created and for developers to meet housing demand without being hampered in the short term with unrealistic and insurmountable infrastructure burdens."

## **E62 Scottish Association for Public Transport**

A stronger prioritisation of key elements of delivery is sought in paragraphs 4.2, 4.3.

Paragraph 4.6 should be reworded to highlight the potential for relatively low cost measures to improve operational efficiency and raise overall capacity and usage, especially where existing routes and other unused formations and tunnels are well-suited to meeting a higher proportion of existing corridor demand and demand arising from potential development.

### 2) Amendment to the Spatial Vision and related Spatial Development Strategy

#### **E49/2, E49/3 Jackton & Thorntonhall Community Council**

Remove circles from Green Infrastructure" and "Greening the Economy" columns in the Community Growth Areas line of Diagram 9.

Add the following sentence to paragraph 4.14

'Notwithstanding this recovery it is now apparent that the capacity offered by the CGA's will not be required until well after the end of the current planning horizon'

Replace paragraph 4.15 in its entirety with the following

'As a result of the factors discussed in the preceding sub-section CGA's are no longer required and should be removed from the established land supply with immediate effect.'

### 3) Spatial Strategy Component and its Spatial Impact

#### **E46/2 Susan Barnes**

Insert at end of paragraph 4.15 the sentence

'It is recognised that Community Growth Areas will be require to be augmented by local scale development at local centres, proposals for which should be considered by local planning authorities on their planning merits.'

#### **E55/2 Homes for Scotland**

Delete the final sentence of paragraph 4.15 and replace with

'The CGA's remain a cornerstone of the housing land supply, but planning authorities must take a realistic view of their short, medium and long term effectiveness at the time of preparing Local Development Plans.'

Add a final sentence to paragraph 4.15

'These aims should also inform the choice of additional housing land allocation in LDP's'

#### **E56 Ravenscraig Ltd.**

Amend paragraph 4.12 by deleting "the southern area of the North Lanarkshire" and insert "Lanarkshire and the eastern" and delete "their surrounding small communities" and insert "the wider area".

### 4) Greenfield/Brownfield

#### **E5/3 Mr Michael and Mr Roger Jones, E6 Quarriers, E11/3 Ashfield Land, E14/3 Land Synergy, E15/3 Bellisle Developments Ltd**

The Strategic Development Plan should not rely solely on brownfield land to meet its' housing land requirements but should provide flexibility required in the provision of housing land to reflect current economic climate's impact on the delivery of brownfield housing land.

**Summary of responses (including reasons) by planning authority:**

1) Specific Development Agendas

**E21/2 National Grid Property Ltd**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modification on the grounds that the Strategic Development Plan Vision and Strategy is predicated on the regeneration, renewal and planned sustainable growth of the city-region and brownfield land, of all categories, is a primary plank of both Vision and Strategy. Former gasworks locations are only one aspect of that brownfield resource and merit equal treatment with other components of the resource.

**E52/8 Mactaggart and Mickel (Homes) Ltd.**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modification on the grounds that sustainable economic growth is already integral to the Spatial Vision and its delivery via the Spatial Development Strategy. Diagram 9 is focused on the structural parameters of sustainable economic growth as they define the Spatial Vision, and on the land-use strategy necessary for their delivery.

The entire Proposed Plan, its Spatial Vision and Spatial Development Strategy are founded upon meeting the Scottish Government's challenge of sustainable economic growth, the Scottish Government's Scottish Planning Policy, page 6, sections 33 and 36 (Supporting Document 1) and in the Scottish Government's 'A Low Carbon Economic Strategy for Scotland' Ministerial Foreword, pages 13 to 15 and 19 (Supporting Document 2).

As such, the Proposed Plan provides the relevant strategic context and parameters for local development plans and other strategies to deliver sustainable economic growth. Sustainable development locations are central to the Vision/Strategy relationship and are reflected in the Flagship Initiatives, the Strategic Economic Investment Locations, and in the Community Growth Areas of the Strategy, the latter the result of a robust exercise in the preceding Glasgow and the Clyde Valley Joint Structure Plan 2006 (Technical Report TR6/06 'Assessment of Potential Areas for Urban Expansion' April 2006, Glasgow and the Clyde Valley Joint Structure Plan) (Supporting Document 3) to identify sustainable growth of communities providing capacity and opportunity to meet long-term growth sustainably.

The proposed modification promoting a generic context for further growth opportunities beyond the community growth areas and the urban land resource would be inappropriate to the strategic direction framed by Diagram 9. It would serve only to weaken the Strategy and its drive for sustainable economic growth by adding further development land to an already significant resource but in locations which are inherently less sustainable than those Community Growth Areas already identified.

A further increase in development land over and above the existing supply has significant potential to foster long-term urban sprawl in direct contradiction of sustainable economic growth, of long-term strategy, of climate change mitigation and a low-carbon future.

The basis of the proposed modification is presented as the stimulation of sustainable economic growth and employment in the construction industry. The Glasgow and the Clyde Valley Strategic Development Planning Authority would

refute this assertion that the development land supply is constraining sustainable economic growth, that supply exists in abundance and has not and is not being developed because of market conditions and depressed demand (Royal Institute of Chartered Surveyors, June 2011) (Supporting Documents 4, 5 and 6) unemployment, mortgage availability, lack of confidence, inflation, public sector cut-backs etc. not lack of a generous land supply.

As the economy improves and consumer confidence returns, experience has shown that levels of 'effectiveness' of development land also increases. Coupled with already generous supplies of 'effective' housing land – more than sufficient to meet demand to 2025, this trend will serve to increase simultaneously the volume of 'effective' land.

### **E62 Scottish Association for Public Transport**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modification on the grounds that the Proposed Plan already addresses the issues raised – prioritisation of investment. The Proposed Plan is founded on an approach which has a sharp focus on priorities, Section 4, Spatial Framework 5 (pages 60 to 63). These are reflected in a spatial development strategy which fundamentally integrates the linkages between the future low carbon economy (page 9), the energy paradigm shift from carbon to non-carbon (page 55), and sustainable transport modes (pages 28 to 31). The modification seeks a level of detail which is incompatible with the new form of Strategic Development Plan as proposed in legislation - concise in terms of Vision and Strategy.

Whilst supporting the overall vision of a 'compact' city-region, the representation seeks to promote development in sustainable locations within a twenty (20) kilometre distance of Glasgow. This issue is already addressed throughout the Proposed Plan as a primary structural component of the Spatial Development Strategy with just such development provisions in sustainable transport locations, Community Growth Areas (page 19), Strategic Economic Investment Locations (pages 24 and 25), a Network of Strategic Centres (pages 52 and 53), all predicated upon a step-change direction towards sustainable public transport corridors (pages 29 to 31).

### **E62 Scottish Association for Public Transport**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modification on the grounds that that it seeks to introduce detail which is incompatible with text setting out the overall Strategy Development Model upon which the Proposed Plan is founded. Matters such as, operational efficiency, track capacity, unused transport structures, are considered more relevant to a Regional and/or Local Transport Strategy than a Proposed Plan.

### **2) Amendment to the Spatial Vision and related Spatial Development Strategy**

#### **E49/2, E49/3 Jackton & Thorntonhall Community Council**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modifications on the grounds that the thirteen Community Growth Areas identified in the Glasgow and the Clyde Valley Joint Structure Plan 2006 are an integral element of the legacy Metropolitan Development Strategy and were designated as sustainable long-term growth communities to meet the



demands of the future low carbon economy and the demands of future net immigration. Diagram 9 reflects how central to the long-term Spatial Vision is 'green infrastructure' and the 'green economy' and how it is reflected in the Spatial Development Strategy components. Therefore in terms of the long-term development of the Community Growth Areas under sustainability principles (The Glasgow and the Clyde Valley Joint Structure Plan 2006 (page 24) (Supporting Document 7)), 'green infrastructure', green network, green belt, and 'green' active travel are key requirements of their master-planning process. The proposed modification would only serve to reduce the sustainable development focus in the master-planning process contrary to the Spatial Vision.

### 3) Spatial Strategy Component and its Spatial Impact

#### **E46/2 Susan Barnes, E55/2 Homes for Scotland**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modifications to paragraphs 4.14 and 4.75. It is considered that any additional local-scale housing land requirement is dealt with sufficiently through Strategic Support Measure 10.

#### **E56 Ravenscraig Ltd.**

The Glasgow and the Clyde Valley Strategic Development Planning Authority notes the alternative view put forward in this modification related to the spatial impact of the Ravenscraig 'Flagship Initiative'. This strategy element is integral to the overall Strategy model and is a key element of the re-structuring of that part of Lanarkshire. As such, its catchment description is a question of judgement.

### 4) Greenfield/Brownfield

#### **E5/3 Mr Michael and Mr Roger Jones, E6 Quarriers, E11/3 Ashfield Land, E14/3 Land Synergy, E15/3 Bellisle Developments Ltd**

The Glasgow and the Clyde Valley Strategic Development Planning Authority rejects the proposed modification as it considers the Proposed Plan provides for both a balance of both brownfield and greenfield locations (2009 Housing Land Supply split was 70% brownfield, 30% greenfield) and, through Strategy Support Measure 10, flexibility to allow prevailing market conditions to be considered by local planning authorities. In the context of delivering a sustainable development strategy and vision it is considered appropriate that the Strategic Development Plan gives preference in the first instance to development on brownfield sites.

#### **Reporter's conclusions:**

#### **Reporter's recommendations:**