



# INVERCLYDE

## LOCAL DEVELOPMENT PLAN

**Main Issues Report  
May 2011**

# **INVERCLYDE LOCAL DEVELOPMENT PLAN: MAIN ISSUES REPORT**

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# **INVERCLYDE LOCAL DEVELOPMENT PLAN: MAIN ISSUES REPORT**

## **CHAPTER 1: INTRODUCTION**

### What is a Main Issues Report

1.1 The publication of a Main Issues Report (MIR) is a requirement placed upon all planning authorities and is the second formal published stage of a new Local Development Plan, the first stage being the publication of the Development Plan Scheme and Participation Statement (first published in March 2009 and updated annually). It is not a consultative draft plan, although it is a consultative document, intended to generate discussion on the areas where the new Plan will differ from the current one.

1.2 A MIR must set out the authority's general proposals for development in the area and in particular identify where development should and should not occur. It needs to contain a spatial strategy, which details the authority's policies and proposals for the development and use of land, including the planning authority's 'big ideas' for future development. It also requires one or more reasonable sets of proposals, and to demonstrate how these differ from the existing adopted Plan. The MIR should be informed by a sound evidence base, and identify those policies and proposals that the authority intends to retain from the existing Plan, but with limited discussion.

### Monitoring Statement

1.3 A requirement is placed upon every planning authority to publish a monitoring statement alongside the Main Issues Report. This report will monitor changes to the characteristics of the area from a physical, economic, social and environmental perspective, as well as detail the impact of the existing plan's policies and proposals. A Monitoring and Update Report for Inverclyde Local Plan 2005 was published in April 2009, the purpose of which was to monitor the impact of the adopted Local Plan and consider its continuing relevance. The report also identified the legislative background, and highlighted where new development had occurred, what new policies needed to be applied and what further work was required to keep the Plan up to date.

1.4 The Monitoring and Update Report 2009 therefore identified which policies and proposals from the Plan were still relevant and fit for purpose. An updated Monitoring Statement accompanies this MIR, and this identifies policies and proposals that Inverclyde Council proposes to retain from the existing Plan, as well as those that will not have a significant environmental or other effect.

### Strategic Environmental Assessment

1.5 In parallel with the preparation of the MIR, the Planning etc. (Scotland) Act 2006 requires planning authorities to undertake their development planning functions with the objective of contributing to sustainable development. In this regard, and under The Environmental Assessment (Scotland) Act 2005, a Strategic Environmental Assessment (SEA), which assesses the environmental impact of the main issues identified, as well as any viable alternatives, has been undertaken for the MIR. This is published alongside the MIR, and will have the same consultation period.



## Early Engagement and Consultation

1.6 Prior to the preparation of a Main Issues Report, there is a further requirement on Councils to consult with and have regard to the views expressed by, amongst others, the key agencies identified by Scottish Ministers (Scottish Natural Heritage, Scottish Environment Protection Agency, Scottish Water, Scottish Enterprise, Strathclyde Partnership for Transport, Greater Glasgow and Clyde NHS Board, Historic Scotland, Transport Scotland and The Forestry Commission).

1.7 In addition to the key agencies, and following the publication of the first Development Plan Scheme and the Participation Statement in 2009, the Planning Service undertook an engagement exercise where the opportunity was given to all interested parties to identify what issues they considered the new LDP should address. This reaffirmed the commitment that the Council gave in its Participation Statement, where encouragement was given to stakeholders to assist in the identification of issues for the new Plan, ahead of the preparation of the MIR. Approximately 150 organisations were initially contacted in September 2009, including government organisations, private companies, community and voluntary groups and individuals who had expressed an interest in the Plan. In addition discussions were held with all Council services to establish what plans, proposals and programmes need to be considered in the preparation of the new LDP.

1.8 As a result of this engagement exercise, many meetings were held with, and correspondence received from public, private and community groups, including landowners, developers and other interested members of the public. Feed back on the LDP was also received from the Citizens' Panel Questionnaire in 2009/10. Details of this early engagement were published in the Pre-Main Issues Report Engagement Report 2010. Since then engagement has been ongoing and all additional consultations have been included in an updated Engagement Report. A Members/Officers Working Group has also been established to discuss progress on the LDP, and has been meeting regularly since summer 2009.

Figure 1: Development Plan Timetable

GCV Strategic Development Plan Process	Timetable	Inverclyde Council Local Development Plan Process	Environmental Assessment Process	Timetable
First Development Plan Scheme and Participation Statement	March 2009	First Development Plan Scheme and Participation Statement		March 2009
		Monitoring and Update Report		May 2009
		Pre-MIR Engagement Report.	SEA Scoping Report	March 2010
Main Issues Report	September 2010			
		Main Issues Report and Monitoring Report	SEA Report	May 2011
Proposed Plan Published	June 2011			
Proposed Plan Consultation	June-July 2011			
<b>Current Stage ►</b>		MIR Consultation	SEA Report Consultation	June-July 2011
Modify Proposed Plan and submit to Scottish Ministers	October 2011			
SDP Examination (if required)	??			
Scottish Ministers Decision on SDP	??			
		Proposed Plan Published	SEA Report	May 2012#
		Proposed Plan Consultation	SEA Consultation	June-July 2012#
		Modify Proposed Plan	Modify SEA Report	October 2012#
		Submit Proposed Plan to Scottish Ministers	Submit SEA Report to Scottish Ministers	January 2013#
		LDP Examination (if required)		June 2013#
		Reporter's Report on LDP Examination		December 2013#
		Approval of LDP		March 2014#
		Adoption of first Inverclyde LDP		June 2014#

Notes:?? – Dates dependant upon Scottish Ministers

# - Dependant upon the SDP adhering to its intended timetable

## Glasgow and the Clyde Valley Strategic Development Plan

1.9 The Inverclyde Local Development Plan once adopted, in conjunction with the Glasgow and the Clyde Valley Strategic Development Plan (GCV SDP), once approved, will form the statutory Development Plan for Inverclyde, replacing the current approved Joint Structure Plan and adopted Local Plan. Figure 1 outlines the timetable for each of these tiers of the new Development Plan, the Proposed Plan stage of the GCV SDP expected to be approved and submitted to Scottish Ministers in late 2011. The equivalent stage for the Inverclyde LDP Proposed Plan is anticipated in the spring of 2012.

1.10 Thereafter the progress of the LDP to adoption will be dependant upon firstly, the number of representations that are made on the Plan; those that cannot be resolved through negotiation; and as a result will require to be the subject of a public Examination on the Plan, probably sometime in 2013. On this basis, the LDP is unlikely to be adopted until 2014.

1.11 The GCV SDP, like the current GCV Joint Structure Plan, provides the City region strategic policy context within which the Inverclyde LDP can set out the Council's detailed policies and proposals for the use, development, improvement and protection of land and buildings. Unlike the GCV Joint Structure Plan, the Planning etc. (Scotland) Act 2006 and subsequent regulations, requires SDPs to be more visionary, genuinely strategic and long term: in the GCV SDP, the timeframe is to 2035. The GCV SDP is also more focussed and slimmer in both content and policy direction than the approved GCV JSP, so there is more scope and flexibility for the new LDP than the adopted Local Plan. The LDP Proposed Plan however, is still required to be in accordance with the SDP Proposed Plan.

1.12 The GCV SDP has been prepared with regard to the Scottish Government's second National Planning Framework (NPF2) and five main issues linked to the primary 'driver of change': the performance of the City Region economy and the impact that this will have on the rate and scale of development to 2025, and beyond in the longer term to 2035. These issues are:

- (1) The Economy and its External Context – Breaking Down Distance to Economic Markets
- (2) The Economy and its Internal Context – Supporting a Sustainable Economy
- (3) The Economy and the Environment – Promoting Environmental Action: An Economic Necessity
- (4) The Economy and Supporting Development – Promoting Sustainable Locations for Development
- (5) The Development Strategy, Risk and Priorities: Strategic Development Priorities.

1.13 The preferred assumption in the SDP is of a return to the rate of growth which underpinned the current Joint Structure Plan's 'Planning Scenario', but with a delay until 2020 when it is expected trend growth resumes to its pre-recession rate and with associated increased rates of population and household growth.

1.14 In terms of the specific GCV SDP policy context for Inverclyde, the following are the main strategic policy directions which includes a considerable legacy of both national development policy initiatives and regional-level locations carried forward from the approved GCV Joint Structure Plan.

1.15 The legacy of the Clyde Waterfront Metropolitan Flagship Initiative, which includes within its remit the operations of the Urban Regeneration Company, Riverside Inverclyde (ri), continues to be recognised. The recognition of this legacy from the approved JSP reflects 'unfinished business' in terms of redevelopment along the length of the River Clyde, not just in Inverclyde. This initiative finds particular expression in one of eighteen Strategic Economic Investment Locations (SEILs) - Riverside Inverclyde - which to a large extent is similar to the existing strategic location of the JSP – the Inverclyde Waterfront Strategic Industrial and Business Land (SIBL). The designation identifies this 'opportunity location' as being suitable for 'business and financial services' and 'green technologies'.

1.16 In relation to Housing, the principal outcomes and results of the Glasgow and the Clyde Valley Housing Market Partnership's '*Housing Need and Demand Assessment*' for the Glasgow City Region [*refer to Background Report*], is that there is a surplus of land to meet private sector housing requirements, to 2025, in both of Inverclyde's HMAs. In terms of the 'affordable sector' (largely social rented housing), it will be for the LDP to determine the appropriate level of provision and the number and location of sites to address these needs, including for affordable (low cost) housing.

1.17 The Strategic Centre of Greenock continues to be recognised in the town centre and retailing *Network of Centres*, while outwith Inverclyde, Glasgow City centre is recognised as the pre-eminent centre at the heart of the City Region, with its national and regional roles and function. Braehead's status as a *Commercial Centre* (or Regional Shopping Centre) is to be resolved through consultation on the Proposed Plan.

1.18 SDP recognition remains for the internationally recognised Inner Clyde and Renfrewshire Heights Special Protection Areas (SPAs)/Sites of Special Scientific Interest (SSSIs); Clyde Muirshiel Regional Park; and the City Region's Green Belt and GCV Green Network, the latter providing a strategic context for Inverclyde's Greenspace strategy and Core Paths Plan.

1.19 Outwith Inverclyde, a number of national developments included in NPF2 are of significance to the future of Inverclyde:

- (a) Glasgow International Airport, following its recognition in NPF2;
- (b) Strategic Roads, including completion of the M74 and M80; A8/M8 upgrades; and linked to (a) above, access improvements to the Airport;
- (c) High Speed Rail, from Glasgow to London, the Channel Tunnel and onwards through Europe;
- (d) Strategic Transport Projects Review (No. 26), rail enhancements between Inverclyde/Ayrshire and Glasgow; and more immediately in neighbouring Renfrewshire,
- (e) Bishopton remains one of thirteen identified Community Growth Areas however the pace of its development has been seriously curtailed by the financial and economic downturn.

1.20 Matters relating to other infrastructure – water and drainage and waste planning for example - provide additional strategic context for the preparation of the LDP.

## **CHAPTER 2: SPATIAL STRATEGY**

### **Context**

#### Climate Change

2.1 Climate change is now recognised as the single greatest environmental challenge that we are faced with today. The reduction of greenhouse gas emissions and the development of a low carbon or carbon neutral future is becoming increasingly urgent. The Climate Change (Scotland) Act 2009 requires all public bodies to act in the way best calculated to contribute to both the delivery of emissions reduction targets and to help deliver the Government's climate change adaption programme, and in a way that it considers is most sustainable.

2.2 The Act sets clear and ambitious targets of an 80% emissions reduction by 2050 with an interim target of a 42% reduction by 2020. The public sector has a crucial leadership role in the delivery of Scotland's climate change ambitions, and Inverclyde Council has a duty as a planning authority to ensure decisions taken by it assist in the mitigation of the causes of climate change, while seeking to adapt to its short and long term impacts.

2.3 Development Plans require to promote a pattern of development which reduces the need to travel, and encourage travel by public transport, as well as requiring the location, design and layout of all new developments to limit greenhouse gas emissions.

#### Sustainable Development

2.4 Both the Planning etc. (Scotland) Act 2006 and Scottish Planning Policy introduced a requirement that the preparation of a development plan by a planning authority must include the objective of contributing to sustainable development. The five principles of sustainable development are embedded in national planning policy, and are:

- living within environmental limits
- ensuring a strong, healthy and just society
- achieving a sustainable economy
- promoting good governance
- using sound science responsibly

2.5 The fundamental principle of sustainable development is that it integrates economic, social and environmental objectives, with the aim of achieving the right development in the right place. The planning system should promote development that supports the move towards a more economically, socially and environmentally sustainable society through its influence on the location, layout and design of new development.

2.6 In particular, a development plan should promote regeneration and the re-use of previously developed land, while taking account of the capacity of existing infrastructure. It should assist in reducing the need to travel by promoting the development of mixed communities. A development plan should also prevent further development which would be at risk from flooding or contribute to flooding on other land.

2.7 It is important that the settlement strategy in the development plan promotes a more sustainable pattern of growth for an area, taking account of the scale and type of development pressure and the need for growth and regeneration.

## Renewable Energy

2.8 The commitment to increase the amount of energy generated from renewable sources is a vital part of the response to climate change. The Scottish Government target (as of September 2010) is to have 80% of Scotland's electricity generated from renewable sources by 2020.

2.9 Hydro and onshore wind power are currently the main renewable energy suppliers but they will increasingly become part of a wider range of renewable technologies such as biomass, solar, energy from waste, offshore wind and tidal power. This will include small and medium scale technologies as well as those developed on a commercial scale. Individual households will be able to utilise microrenewables, possibly with the cost benefits to be gained from the Feed-in Tariff scheme, and communities will be encouraged to set up their own projects for local benefits.

2.10 Planning authorities, through Development Plans, should support the development of a diverse range and size of renewable energy technologies by guiding them to appropriate locations and making sure an area's renewable energy potential is realised and optimised to ensure maximum benefit. Development Plans should also identify the factors that will be taken into account when determining renewable energy applications including impact on landscape, natural and built heritage, residential amenity, tourism and cumulative impact, where there are other existing or proposed developments.

2.11 Inverclyde Council has produced policy documents on renewable energy which detail the factors to be taken into account. In March 2011 an Interim Planning Policy Position Statement (PPPS) on small scale wind farms was approved containing Policy UT6B which provides guidance on proposed wind farm developments under 5MW. This was to deal with the increased demand in microrenewables arising from the feed-in tariff (FIT) scheme introduced in April 2010 to encourage the production of low carbon electricity.

2.12 Policy UT6B is used in conjunction with Policy UT6A from the Supplementary Planning Guidance (SPG) on Wind Farms which was approved at Committee in March 2010 providing guidance on determining planning applications for wind farm developments over 20MW.

2.13 Although the focus so far has been on wind energy, hydro electric schemes are also being assessed. Funding was approved at Committee in January 2011 to commission specialists to investigate the potential for small hydro electric schemes with a generating capacity of less than 100kW at a number of locations in Inverclyde.

## Quality Places

2.14 Scottish Government policy on matters of design is expressed through Designing Places (2001) and Designing Streets: A Policy Statement for Scotland (2010). Designing Places sets out the role of the planning system in delivering the government's aspirations for design, and seeks to raise the quality standards of development in both urban and rural settings. The Designing Streets document changes the emphasis of guidance on street design toward one of place making, and away from the dominance of the motor vehicle. Together these documents support the government's place making agenda.

2.15 The adopted Local Plan identified a 'quality environment' as a vital dimension of the overall development strategy. The quality for both the built and natural environment impacts upon the quality of life of all citizens and while this is often a subjective matter, it needs to be embedded within the principles applied throughout the new Plan. This emphasis on quality places has been taken forward since the Plan's adoption through the Urban Design Framework for the area covered by the Urban Regeneration Company, Riverside Inverclyde (ri), and approved by the Council as Supplementary Planning Guidance (May 2007).

## Flooding

2.16 Flood Risk Management - The Flood Risk Management (Scotland) Act 2009 transposes the European Directive on the Assessment and Management of Flood Risks, introduced in 2007. It requires a framework to be established for the assessment and mapping of flood risks and the need to plan for their management. It introduces flood hazard and risk maps and local and national flood risk management plans as the means to undertake these duties.

2.17 River Basin Planning - The European Water Framework Directive was introduced in 2000 and establishes a framework for the protection of water with an aim to achieve good status for all waters by 2015. It defines River Basins as the appropriate scale for measuring water status and the use of River Basin Management Plans to set out the actions needed to achieve good status. The Water Environment and Water Services (Scotland) Act 2003, transposes the Water Framework Directive by introducing a duty to implement River Basin Management Planning throughout Scotland. This is taken forward in the Inverclyde Area through the River Basin Management Plan for the Scotland River Basin District 2009-2015, which covers the majority of Scotland and is supplemented by 'Improving the quality of Scotland's water environment: Clyde Area Management Plan 2010-2015'.

2.18 The River Basin Management Plan for Scotland outlines the actions to be taken to improve waters currently under pressure and to protect those already in good condition. The overall aim is for 98% of water bodies to be in good or better condition by 2027, taking into account the effects of climate change and changing demands for water. Improvements are phased up until 2027 to allow time to plan and implement the solutions needed and enable effective prioritisation and regular monitoring of progress. The Clyde Area Management Plan is designed to provide a co-ordinated approach to the delivery of these aims in the Clyde area, focusing on local actions and highlighting opportunities for partnership working. It aims for 91% of water bodies within its area to be classed as good by 2027. For those water bodies where the achievement of good status is not feasible by 2027, all reasonably achievable improvements will be made toward achieving good status in the future.

## Economy and Employment

2.19 An important factor in the planning of Inverclyde relates to its current economic structure and our understanding of how that may change over the life of the Plan. An analysis of the economic structure of Inverclyde and the seven other constituent Authorities in the Glasgow and the Clyde Valley Strategic Development Plan Area was carried out in 2010 by Oxford Economics, which has informed preparation of this MIR. Oxford Economics is an independent forecasting and research consultancy providing economic, industrial and business analysis, and forecasts future economic and business trends. The analysis was commissioned to assess the implications these trends would have for the opportunities, challenges and strategic choices of the SDPA and its eight constituent Authorities [*refer to Background Report*].

2.20 Oxford Economics had previously provided the SDPA with analysis and forecasts, using 2004-based estimates, but for this study with 2008 and 2009-based data, account has been taken of the recent recession and the ongoing consequences it could have for the City Region. The recession has had a significant impact across the whole area, and is broadly proportionate to what has occurred elsewhere in the UK. The 2004-based employment figures forecast employment in 2009 to be 4.43% higher than the 2009 - based estimates and the 2017 projected estimate to be 3% higher. The base projections also suggest that it could perhaps be a decade before employment levels return to their pre-recession level.

2.21 The summary of the findings for Inverclyde, compared to the City Region and Scotland, are presented alongside the Background Report, and show forecast changes in employment by sector from 1991 to 2009, and predicted in these sectors to the SDP's planning horizon of 2035. An intermediate period to 2019 has been included to align with the population and household projections and to approximate to the expected review date of this Local Development Plan.

2.22 The analysis shows that since 1991 there has been a steady employment growth in both Scotland and in the Glasgow City Region. Employment levels did however contract in four of the eight authorities with the greatest decline being in Inverclyde: a loss of 14.3% between 1991 and 2009, with major losses over the last few years. This decline in employment is forecast to continue over the short term (to 2014 at least) followed by a predicted moderate rise thereafter, and lower than the City Region average and for Scotland as a whole, over the long term to 2035.

2.23 One of the factors in the forecast relates to the relative size of the public sector in different authorities. Over the last decade, the public sector has been a major source of jobs growth, with certain areas more dependent than others. Inverclyde's employment is well above the Scottish average in this respect, which in turn is above the UK average. In 2007, Inverclyde had more than one-third of its employment in the public sector compared with less than 30% in Glasgow and the Clyde Valley and in Scotland. Inverclyde is one in the areas forecast to have the highest estimated public sector job losses by 2016 as a proportion of their overall employment base.

2.24 The summary position shows that the main source of employment gain is expected to occur in the following sectors: distribution; hotels; transport and communications; financial services; and business services. Employment in construction is also predicted to rise but probably beyond the LDP plan period. Declines are forecast to 2035 in the other sectors, with the major source of decline being in manufacturing and in energy/utilities: electricity, gas and water supply.



## Population and Households

2.25 The adopted Inverclyde Local Plan has as a central objective, a suite of policies to support the development of sustainable communities, maximise where appropriate new building on brownfield land and through this land use strategy, make an effective contribution to the social, economic and physical regeneration of Inverclyde. It is considered this objective has been successful – despite the current economic downturn – and remains relevant and valid. This overarching policy objective is shared by national government and the SDPA and is therefore the preferred strategy for the new Local Development Plan.

2.26 A primary focus of the current development strategy is that new housebuilding should be in locations that extend the market for owner-occupation. To date such sites have been principally along the Greenock – Port Glasgow Waterfront and increasingly through the Area Renewal Strategy led by the Council/Registered Social Landlords in partnership with the private sector housebuilders, in the creation of mixed tenure ‘New Neighbourhoods’ in these two main settlements.

2.27 Elsewhere in the authority, housebuilding has continued in accordance with Scottish Planning Policy guidance to provide a wide range and distribution of sites across all market sectors, in particular west Gourock and in Inverkip. To a large extent the environmental and landscape limits to further development beyond already committed sites and Local Plan allocations have been reached in these localities.

2.28 A separate Renfrewshire Housing Market Area (HMA) extends into Inverclyde covering a relatively small area including the settlements of Kilmacolm and Quarriers Village. Housebuilding rates in keeping with this small area have been maintained over the last two decades, but access and affordability issues continue for some new households wanting to live locally.

2.29 A principal objective of the Local Development Plan is to continue to allocate sufficient land to meet housing needs and demands in the area. The latest evidence to support the continuation of this strategy objective is found in the most recent demographic projections of population and households, and in the comprehensive study undertaken by the Glasgow and the Clyde Valley Housing Market Partnership for the City Region ‘*Housing Need and Demand Assessment*’ (HNDA) (Final Draft April 2011) (refer to the GCV SDPA Background Report, and for its implications specifically for Inverclyde, refer to SSC Cmtee Report, January 2011, ‘GCV HNDA – Working Draft Background Report for Consultation’.

### Housing Need and Demand

2.30 The following are the ‘headline outcomes’ from the HNDA for Inverclyde that have informed the housing issues of the LDP. The key dates for the projections of population and households and the assessment of housing needs and demands (for the purposes of the Development Plan and the Local Housing Strategy), are 2016, 2020 and 2025.

#### Population and Household Projections

- Two demographic scenarios were undertaken: a higher and lower variant migration assumption, which in both cases produced a projected population decline for Inverclyde, with net out-migration being the dominant component (unlike GCV City Region, with overall positive natural change projected).

- In terms of household projections, the two migration scenarios projected a marginal increase, of between 1% and 3%, by 2025.
- The most significant projected changes in households continue the longer-term increase in single person and the decline in family-sized households.
- Another significant change is the projected increase in elderly households (60 years +), by some 25% by 2025.
- Inverclyde is projected to have the slowest rate of household formation of the eight GCV local authorities.

#### Backlog Need

- Inverclyde has the highest proportion of households in Current (Backlog) Need of the eight City Region authorities, with considerable overcrowding and a problem of poor quality in much of the social rented stock (the Area Renewal Reprovisioning Strategy being in place to deal with this legacy, in terms of current largely RCH tenants). The majority of households in need are in the private sector, in addition to the homeless.

#### Affordability and Tenure Projections

- In terms of housing tenure, two affordability assumptions were adopted, which have produced a range of potential outcomes: for owner-occupation; private renting; the 'intermediate' sector (LCHO); and for the social rented sector.

#### Private Sector

- There is a projected 3% increase in owner-occupied households (to 2025) on the Preferred Growth Scenario/Affordability Assumption; combining this with private rented households (Total Private Sector), the increase is 4.7% to 2025, indicating a potentially significant increase in private rented over the short term to 2016.
- There is an estimated surplus of land supply for the private sector (owner occupied sector) to meet demand, for both the Inverclyde HMA and for Renfrewshire HSMA (to 2020 and 2025).

#### Affordable (Social Rented) Sector

- The most significant finding is of a potential projected Net Housing Need of between 190 and 310, and 260 and 380 households, per annum, based on two Backlog Need levels (the high one including households that could potentially afford Low cost home ownership options (LCHO - refer below). *This assessed net need will be subject to change once the HNDA is finalised.*
- This finding challenges to some extent current understandings of housing need, but the assessment is based on the (LHS) guidance requirement that this need be addressed over the first ten years (to 2019), and the impact already of the decrease through demolitions in social rented supply over the last five years. Beyond this date there is a projected surplus, similar to the private sector assessment, based on the high affordability assumption.

### Intermediate (Low cost) Housing Sector

- One outstanding issue remains the potential scale of the 'Intermediate Sector' (ie. the demand for LCHO and other 'affordable housing' products, eg. shared ownership; shared equity; mid-market rent), for parts of Inverclyde HMA but also potentially, for the Kilmacolm/Quarriers part of the Renfrewshire HSMA.
- The potential number of households under each of these assumptions that could afford LCHO, up to 2016, ranges between 2,400 and 3,400 (up to 10% of all households). *Again, these estimates are subject to change once the HNDA is finalised.*

### Housing Supply

2.31 These findings should be set against the current economic/housing market conditions prevailing and expected, according to most commentators, to continue for the next few years at least, which will affect the supply-side of housing provision.

- Downturn in private sector completions (a decline of 25% since 2008)
- In contrast, housing association completions are at an all-time high in Inverclyde, largely on re-provisioning in those areas undergoing renewal.
- This needs to be set against the recent Scottish Government announcement of planned significant reductions in funding for the social and low cost housing sectors.
- The scaling back of Effective Land Supply (down from an assessed capacity of over 1,940 in 2008 to 1,440 in 2010).
- However, there remains considerable capacity in the Established Land Supply (on the basis of 250 per annum ie pre recession outturn, a sufficient supply for over 8 years).
- It is maintained that there is a good effective capacity in terms of the size, type and distribution of the land supply
- Overall, there is an over-supply for mainstream Private Sector housing sites, and a potential undersupply of good quality and well-located Affordable housing (for both Intermediate (LCHO) & Social Renting).

2.32 Reflecting on one of the requirements of the approved 2006 GCV JSP for Inverclyde Council and its review of the adopted Local Plan, is Strategic Policy 2 'Long Term Potential for Development, Schedule 2 'Strategic Policy Areas (a) Greenock / Port Glasgow, in terms of its potential to become more integrated into the Central Conurbation Housing Market Area'. This policy requirement related to the view that the location and accessibility of Inverclyde suggests that the area has the potential to make a more significant contribution to development needs than it currently does.

2.33 However, it was recognised that this increased contribution would be dependent upon the continued repositioning of the area in terms of the housing market, by pursuing with firm resolve the initiatives that are underway by Riverside Inverclyde URC and the Area Renewal Reprovisioning Strategy. It was acknowledged that any related development needs in the short to medium term could be met within the urban renewal areas identified in the Local Plan, but that longer term potential for additional expansion should be assessed through Strategic Policy 2 of the GCV JSP.

2.34 It is clear from the HNDA that the scale of housing need and demand projected is such that these can be accommodated within current settlement boundaries and that no justification can be made for additional urban expansion, on a strategic scale. However, it is considered that through this consultative MIR stage of LDP preparation, that issues of a more local kind involving access to affordable housing, the means of provision, preferred or required tenure, availability of sites and overall issues such as the range and distribution of sites (over the Effective Plan period, to 2020), should be examined in more detail in advance of the Proposed Plan.

2.35 As part of this examination in relation to Affordable Housing Provision (for either LCHO or social rented tenure), the JSP provides under Strategic Policy 9(A)(iii), for limited incursion into the Green Belt where deemed necessary for sites to be developed exclusively for affordable housing and ancillary purposes.

2.36 The HNDA outcome that suggests there is a larger potential projected net housing need than formerly known and currently being planned for, presents the opportunity in this LDP to introduce an 'Affordable Housing' policy for the first time. Through this mechanism, Inverclyde Council would have an additional policy lever to address this potential shortfall in accommodation for those in housing need, and unable to afford or access a home in the private sector, whether owner-occupied or private rented accommodation.

2.37 Strategic Policy 6, Schedule 6(b)(iv), with regard to the 'Reprovisioning Social Rented Housing Stock' and the introduction of more mixed tenure in the former council (now RCH) housing estates, remains an appropriate policy in this regard.

2.38 In relation to the existing land supply and the identification of any new sites to accommodate the potential net housing need estimated over the period to 2020, the MIR raises two issues where this is further explored in the Housing Chapter:

Issue No. 14 - Affordable (Low Cost) Housing

Issue No. 15 - Undeveloped Housing Sites on the Settlement Edge

### Scale of New Development

2.39 The adopted Inverclyde Local Plan, in recognition of the seriousness of the scale of social, economic and physical challenges facing the area, sets out an explicit long term vision for the future planning of Inverclyde. The major development areas identified, whether Special Areas or New Neighbourhoods, are set within three timeframes: short (up to 5 years); medium (5 to 10 years); and the longer term (over 10 years). It is against this legacy of identified development opportunities that the new Local Development Plan has to build upon.

2.40 The Monitoring and Update Report 2009 on the adopted Local Plan, and the most recent update captured in Figure 2 'Adopted Local Plan Legacy and Proposed Areas of Change' demonstrates the extent to which this LDP is concerned with 'unfinished business' from the adopted Local Plan and its objective of making Inverclyde a more sustainable community. The four key dimensions of the Development Strategy remain to be fully fulfilled:

- (1) Economic Regeneration
- (2) Housing and Community Regeneration
- (3) A Quality Environment; and expressing it spatially, through
- (4) Place Making and Key Locations.

2.41 In taking this broad agenda forward, the critical 'new' drivers of change, outlined above (refer to 'Context') and given a refreshed strategic dimension through the Glasgow and the Clyde Valley Strategic Development Plan: Main Issues Report, of climate change mitigation and adaptation, EU and Government environmental legislation, and the Government's commitment to sustainable economic growth, provides the underlying principles upon which land use planning in Inverclyde and the wider City Region will be founded.

2.42 However, vision, aims, objectives and development principles are nothing if not founded on a sound evidence base. The population base level and the assessment of how that population will choose to live in households over the coming years is likely to be the main foundation stone of this LDP. The scale of change and future new development will come through the primary driver of housing and community regeneration. The aforementioned Glasgow and the Clyde Valley Housing Market Partnership's *'Housing Need and Demand Assessment'* for the Glasgow City Region forms the principal basis for planning for housing, at both City Region level and for Inverclyde (refer to Background Report).

2.43 The main conclusion from this work is that Inverclyde is likely to continue to lose population and that the growth of households will be slow, with only marginal increases forecast over the next 15 years. As a consequence, there is no requirement for strategic release of greenfield land for housing on the edge of the urban settlement boundaries to accommodate the assessed land requirement. Existing commitments provide more than sufficient supply in a wide range of localities throughout the urban area of Inverclyde to satisfy assessed needs and demand. The majority of the sites submitted by the development industry and housebuilders, or agents acting on their behalf, are greenfield sites and in addition to being unnecessary are also inherently in unsustainable locations. This observation applies to both the Inverclyde Housing Market Area and that part of the Renfrewshire Sub-Market Area within Inverclyde.

2.44 Given the legacy of housing development opportunities in the adopted Local Plan, the scale of new development anticipated in this first Inverclyde LDP is modest. In addition to this legacy, the new locations or major areas of change being proposed in the LDP, are in established business and industrial areas, in Spango Valley in south west Greenock and the industrial estate in upper Port Glasgow. Both these locations require to be reassessed in terms of their suitability for housing and community use. In addition, there is scope for further re-use of land and urban consolidation in the inner urban areas of Port Glasgow and Central East Greenock.

2.45 Inner Lower Port Glasgow comprises a central area of densely populated housing with multiple problems of social deprivation, in addition to a large housing development opportunity site, some vacant land and areas of social rented housing. In housing and planning policy terms it requires a comprehensive approach to resolving its problems. The Council is currently considering its preferred option for the central part of the area, so it is appropriate that a Study Area approach is taken at this stage, recognising its inner area location and linkages with the town centre, which presents particular challenges of urban design and place-making.

2.46 Greenock Central East equally presents a range of challenges and covers a much larger area with a wide mix of land uses and longstanding problems of vacant, derelict and underused land and properties. The challenges facing this inner area within a mile of Greenock town centre are such that a Study Area approach has been adopted for the MIR rather than a preferred strategy. Unlike Inner Lower Port Glasgow, this area comprises a mix of legacy sites, some progress towards development but with little achievement by way of development on the ground, and in Broomhill/Drumfrochar, River Clyde Homes is undertaking a feasibility study to assess the life of the housing stock and assess the potential for in-situ regeneration for the re-provision of its tenants. In light of this initiative, being jointly pursued with the Council, there is the potential to designate a new 'New Neighbourhood' in the Local Development Plan.

### Preferred Development Strategy and Alternative Strategies

2.47 The adopted Inverclyde Local Plan presents a Development Strategy based upon the primary overriding principle of Scottish Planning Policy, that of sustainable development. This principle is expressed in a Planning and Development Framework for the Local Plan which in land use planning terms has two main objectives:

- (1) To optimise brownfield development within the existing built-up areas, so as to support urban containment; and
- (2) To maximise and focus the majority of development within the centre and east of Inverclyde by 'channelling demand' to these areas of regeneration.

2.48 A number of guiding principles of sustainability underlie this Development Strategy, which it is considered remain relevant and valid and should form the cornerstone for the new Local Development Plan. These are:

- (1) renewal and regeneration within the urban area;
- (2) a development focus on the designated renewal areas;
- (3) support for the three town centres;
- (4) protection of the countryside from urban growth;
- (5) protection of our environmental resources and built heritage;
- (6) protection of the coastline; and
- (7) integration of transport and land use planning.

2.49 Inverclyde's social, economic and physical problems are of longstanding, with population decline having been a feature of the area since the 1970s. The rate of decline has slowed over the last decade, but turning the fortunes of Inverclyde around has not been without its difficulties and the current economic downturn has not helped. Even without the difficult economic circumstances, the adopted Local Plan was clear in stating that the regeneration and area renewal of Inverclyde would take probably a generation. This is still the position and the basis for the new LDP.

2.50 It is also the case that Inverclyde's regeneration cannot be sustained from within, due to the underlying demographics of an ageing population and insufficient numbers of household-forming age groups (refer HNDA Background Report). The future for Inverclyde lies in making it a more attractive place to live, invest and visit, the first two being the most important to its long term sustainability. Inverclyde's future most of all lies in maintaining the successes achieved so far in housing-led regeneration. In order to maintain momentum in the face of competition from neighbouring authorities, Inverclyde has to make the most of its unique assets.

2.51 An explicit aim of the Development Strategy remains to meet not only internally generated demand and needs but also provide the improved urban and particularly residential environment that will attract and 'channel demand' from a wider market area, including Greater Glasgow and Ayrshire. The good road communications and the railway connections within and linking to the rest of the City Region, in particular, are assets that should assist in integrating Inverclyde more closely with the rest of the Glasgow conurbation.

2.52 Foremost among these assets is its waterfront location. In terms of place-making, the Inverclyde Waterfront remains part of the strategic-level regeneration initiative identified in the new Glasgow and the Clyde Valley Strategic Development Plan – the Clyde Waterfront Flagship Initiative being carried forward as a major legacy from the approved Joint Structure Plan. The principal focus of regeneration will remain along the Greenock – Port Glasgow waterfront and related A8 Corridor, with linked renewal initiatives in the two town centres an important component of the Development Strategy (refer to Figure 2 'Adopted Local Plan Legacy and Proposed Areas of Change' ). Gourock town centre and its Pierhead area should also remain a focus for investment and renewal.

2.53 In a similar way and acknowledging the regeneration focus of the adopted Local Plan's Development Strategy, the Area Renewal Strategy with its focus on the urban areas of Greenock and Port Glasgow and the promotion of 'new neighbourhoods', should remain central to the strategic objectives of the LDP.

2.54 The regeneration of Inverclyde's waterfront represents a considerable achievement since the current Local Plan was adopted but much still requires to be done, as reflected in the legacy elements and progress underway, depicted in Figure 2. However, progress has advanced sufficiently to allow for the delayed Inverkip Power Station site to be retained as a major development opportunity without undermining the central focus of the strategy. It is the one remaining major opportunity in the west of the authority area.

2.55 The separate Renfrewshire housing market area covering Kilmacolm and Quarrier's Village remains an area with capacity limits to its growth, due in part to the landscape setting of these settlements, but mainly to the absence of sustainable public transport infrastructure to support major new release. Furthermore, as indicated above, the results of the HNDA demonstrates that there is no justification for major new housing development in this Sub Market Area.

2.56 A review of the Green Belt for the LDP has reaffirmed its role and functions. There is no requirement for major Greenfield release, but adjustments to the urban edge have formed part of that review and some small scale adjustments that can be justified to meet local demands and needs remain a part of the overall settlement strategy.

2.57 A significant part of Inverclyde's appeal is its coastal location and a large part of its countryside is covered by Clyde Muirshiel Regional Park, both of which will continue to be recognised and safeguarded through the Development Plan.

## Alternative Strategies

2.58 Alternative strategies to the preferred one centre on the release of new development sites in the Green Belt. Chapter 7 of this Main Issues Report, Suggested Development Sites, considers all the sites that land owners, developers or agents for the owners consider have potential to be developed for an alternative use to that identified in the adopted Plan. Of all of those sites the majority are seeking new housing development in the Green Belt, and the greatest number of those are in the Kilmacolm and Quarriers area. A number of sites have also been identified within the Green Belt on the edge of Port Glasgow, although very few new sites have been suggested in the western settlements of Gourrock, Inverkip and Wemyss Bay.

2.59 In the consideration of a viable alternative strategy for development in Inverclyde, the central factor that requires to be addressed is the long term sustainability of a change in the direction of growth, having regard to transportation and environmental matters, and in particular in relation to the benefits of the existing spatial strategy. As expressed above, Kilmacolm and Quarriers have inadequate infrastructure required to cope with new development in comparison with the alternative strategy of development on more centrally located brownfield sites. Furthermore, there is no requirement for significant additional housing in this sub-market area, as demonstrated in the HNDA. Finally the sensitivity of the landscapes around these villages is such that significant new development would be detrimental to their individual characters.

2.60 As no sustainable, viable alternative strategy for Inverclyde has been identified, the Council's preferred approach is a continuation of that identified in the adopted Local Plan as described above.



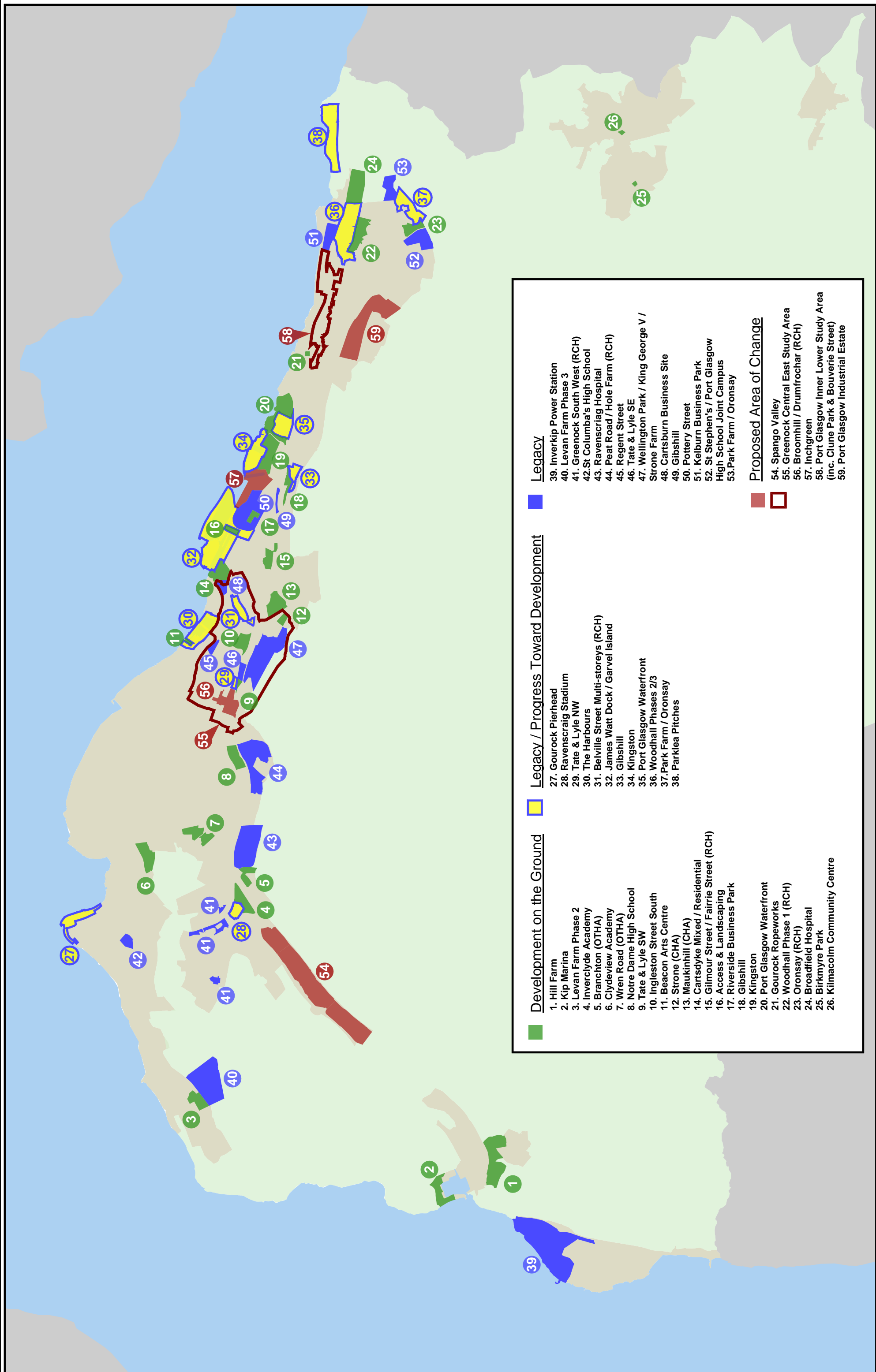


Figure 2: Adopted Plan Legacy & Proposed Areas of Change

## **CHAPTER 3: MAIN ISSUES – ECONOMY**

### **Business and Industry Context**

3.1 Scottish Planning Policy aims to achieve sustainable economic growth and quality sustainable places and encourages planning authorities to proactively support development that could contribute to that aspiration. Authorities are required to respond to the diverse needs and locational requirements of different sectors and sizes of businesses and to take a flexible approach to ensure that changing circumstances can be accommodated and new economic opportunities realised. The policy states that, where identified sites are no longer found to be appropriate or marketable, reallocation of those sites for another use should be considered.

3.2 It is recognised in the Government's National Planning Framework that Inverclyde has been endeavouring to respond to Government policy and through the Urban Regeneration Company, Riverside Inverclyde (ri), is promoting new employment opportunities and improving the quality of the environment within its designated area in Greenock and Port Glasgow.

3.3 In the preparation of the Inverclyde LDP, a review was carried out of business and industrial accommodation and land provision. This was undertaken to ensure that through the LDP, Inverclyde Council can maintain an adequate range and choice of sites and locations for business and industry and create the correct environment for the protection of existing jobs and the creation of new ones.

3.4 It should be noted that Main Issue 17 within the Housing section of this Main Issues Report, which relates to the very substantial Greenock Central East Study Area, incorporates a significant area where business and industry uses are located. This includes the Drumfrochar, Lyndoch and Ingleston Industrial Estates, covered primarily by Use Classes 4, 5 and 6, as well as the former Tate and Lyle site, identified for a mix of uses in the adopted Local Plan. This 'Main Issue' raises a number of development options for these business and industrial areas, but their consideration is firmly within the context of the wider study area.

## **Main Issue 1: Spango Valley**

### **Background**

3.5 The importance of taking a flexible approach to changing economic circumstances is recognised in Scottish Planning Policy, in order to allow new business opportunities to be realised. The removal of unnecessary planning barriers to business development and allowing scope for expansion is seen as being essential to support economic development.

3.6 The adopted Local Plan identifies the locations of certain major employers within Inverclyde and reserves their sites under a Strategic Business and Industrial Location policy area for their future expansion. This includes the site at Spango Valley, an area which has been occupied by IBM for the manufacture of a variety of microelectronics products since the 1950s. Expansion to the west of their original site took place until the early 2000 when the western section of the site was sold to the current owners, Sanmina, who took over the manufacturing of IBM products as an outsource operation. This operation has now ceased and the buildings have been demolished, with IBMs remaining operation, including research facilities and a call centre, only occupying a few of the remaining buildings.

3.7 Adjacent to the IBM site to the north east lies the former Greenock High School and Glenburn School. Planning permission in principle on this site was approved by Inverclyde Council in March 2011 for a prison facility to replace the existing prison on Old Inverkip Road, Greenock.

3.8 Views were expressed during the 2009/10 pre-MIR engagement process that existing businesses in Inverclyde require to be protected and vacant business land should be considered for other uses. Spango Valley was specifically identified as an area in need of redevelopment due to the significant area of vacant business land, with representatives of the two main owners in particular expressing the view that a mixed use development should be reflected in the new Plan, including business, commercial and housing uses. The Council recognises that the strategic business location at Spango Valley has an important role to play in the local economy to assist in the retention of existing employment and to create an opportunity for growth in the business and industry sector. In particular the location of a railway station at Spango Valley is a major factor to be considered in the redevelopment of the area, although its peripheral location in terms of accessibility to other 'community' facilities needs to be addressed.

### **Option 1**

3.9 A mix of uses over the entire site reflecting the proposed prison at the former Greenock High School and Glenburn School site, as well as the proposed uses recommended by the representatives of the two main owners of the site, should be identified in the new Local Development Plan. The following specific uses would therefore be considered to be acceptable at Spango Valley:

Prison

Business and industrial uses

Commercial uses to support residential and business uses

Affordable residential development

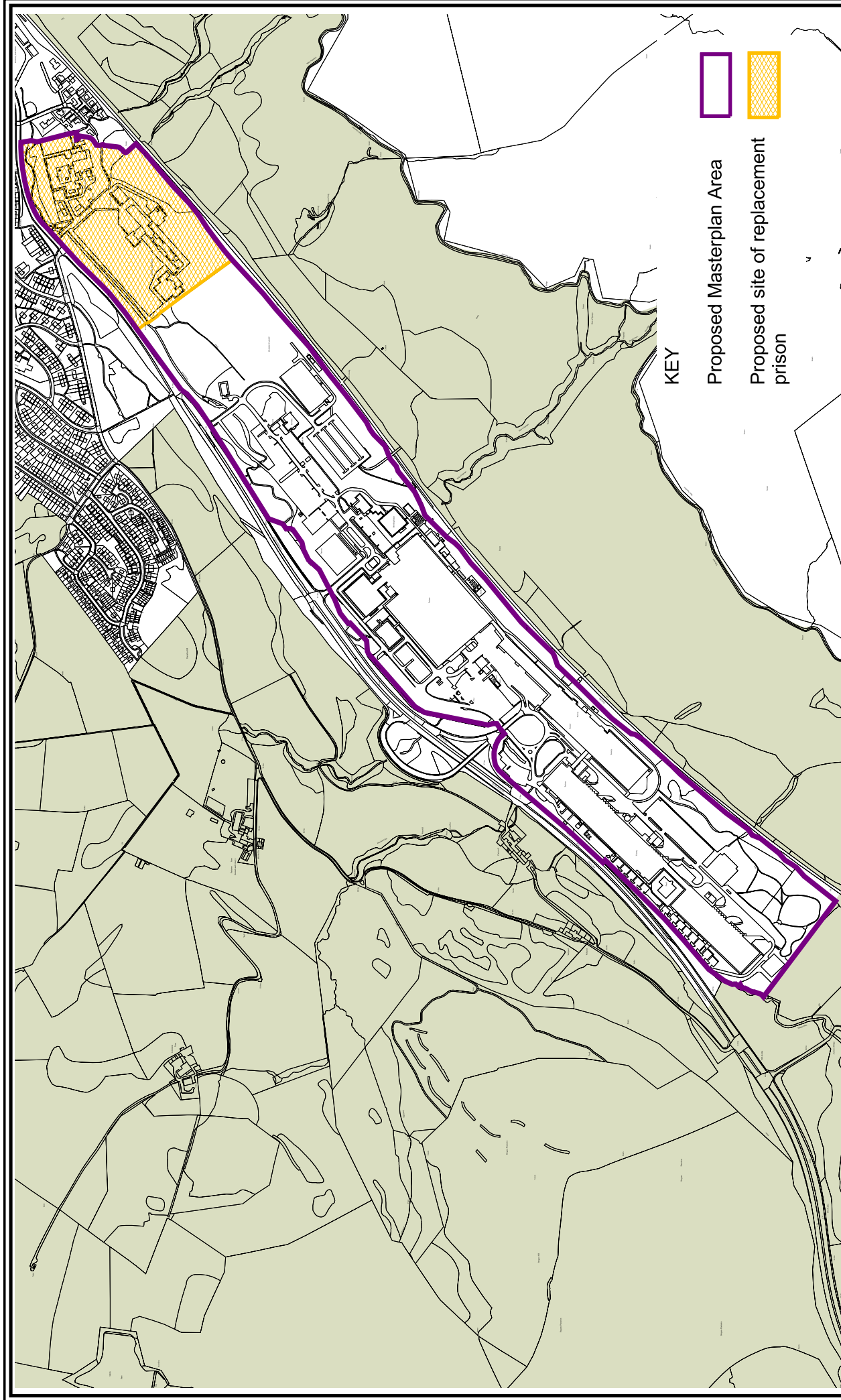


Figure 3 : Spango Valley

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### **Option 2 (Preferred)**

3.10 The entire Spango Valley area should be the subject of a comprehensive masterplan, to address the proposed prison site (and the development details as they emerge), the remaining business uses within the IBM site and the vacant land at both the IBM and Sanmina sites. Consideration needs to be given to the requirement for additional business and industrial land, housing needs and demand, leisure and recreation opportunities, appropriate renewable energy opportunities and other uses compatible with a Green Belt location, as well as the relationship between all these uses. In regard to any potential for housing development, particular focus should be on matters relating to access to facilities (schools, shops, community facilities) and the potential limitations of sunlight due to the topography on the adjacent land.

### **Option 3 (No change)**

3.11 The new Local Development Plan should retain all land currently identified in the adopted Local Plan (2005) for business and industry purposes, with the exception of site which has been approved for the prison facility.

### **3.12 Questions**

1. Do you agree with the Council's preferred option for Spango Valley? If you disagree with the Council's preferred option, please give reasons.
2. Are there other options for the development of Spango Valley that you would prefer? If you prefer another option, please give details.

## **Main Issue 2 – Inchgreen**

### **Background**

3.13 Scottish Planning Policy supports the development of renewable energy generation opportunities and recognises that the planning system has an important role to play in supporting sustainable development and in contributing to the reduction of greenhouse gas emissions.

3.14 There is support at all levels for the promotion of Inverclyde and for Inchgreen, in particular, for renewable energy. Nationally, Scottish Enterprise in their published report, “National Renewables Infrastructure Plan”, identifies Inverclyde as a medium-term potential location for the distributed manufacturing and operation/maintenance of green energy. At the regional level, the Glasgow and the Clyde Valley Strategic Development Plan Main Issues Report identifies Inchgreen as one of the eighteen Strategic Economic Investment Locations (SEILs) required to support the future City-region economy. The Inchgreen area is identified as having the potential to specialise in green technologies. Locally, Inverclyde Council, Peel Ports, through its subsidiary company Clydeport, and Riverside Inverclyde are actively promoting and marketing the ‘Inverclyde Renewable Energy Hub’ (refer to Background Report).

3.15 Inchgreen is ideally situated for use as a renewables energy hub. It is located near the mouth of the River Clyde, which has one of the deepest sea entrance channels in Northern Europe. It lies within a sheltered harbour two miles east of the container port, at Ocean Terminal and the area has been in industrial use since the 18<sup>th</sup> Century. It was the site of the first Powder House and during the 19<sup>th</sup> Century was a gas works and a railway minerals depot, serving the Great Harbour and James Watt Dock. The drydock at the eastern end of the site was constructed in 1962 and is still in operation. There is also a development opportunity extending over an area of some 16ha. The site is located adjacent to the A8 and is readily accessible to the M8, the main route to Glasgow’s airport and the city centre. It is sited between Greenock and Port Glasgow town centres and is immediately adjacent to a railway station, with frequent services to Glasgow.

3.16 There was support in the pre-MIR discussions for the use of the Inchgreen area as an offshore renewables operation.

### **Option 1 (Preferred)**

3.17 Reflect the use at the site for ‘green technologies’ being promoted through the Riverside Inverclyde, Inverclyde Council and Peel Ports (Clydeport) document ‘West of Scotland Inverclyde Renewable Energy Hub’. This is broadly compatible with the adopted Local Plan policy designation ‘Strategic Business and Industrial Location’ which gives protection for the future expansion of existing major employers, and protects the site from other incompatible uses.

### **Option 2 (No change)**

3.18 Retain the designation for this area as a strategic business location which gives protection for the future expansion of the existing major employer, as in the adopted Local Plan, with no specific promotion for the use of green technologies.

### 3.19 Questions

1. Do you agree with the Council's preferred option for Inchgreen? If you disagree with the Council's preferred option, please give reasons.
2. Are there other options for the development of Inchgreen that you would prefer? If you prefer another option, please give details.



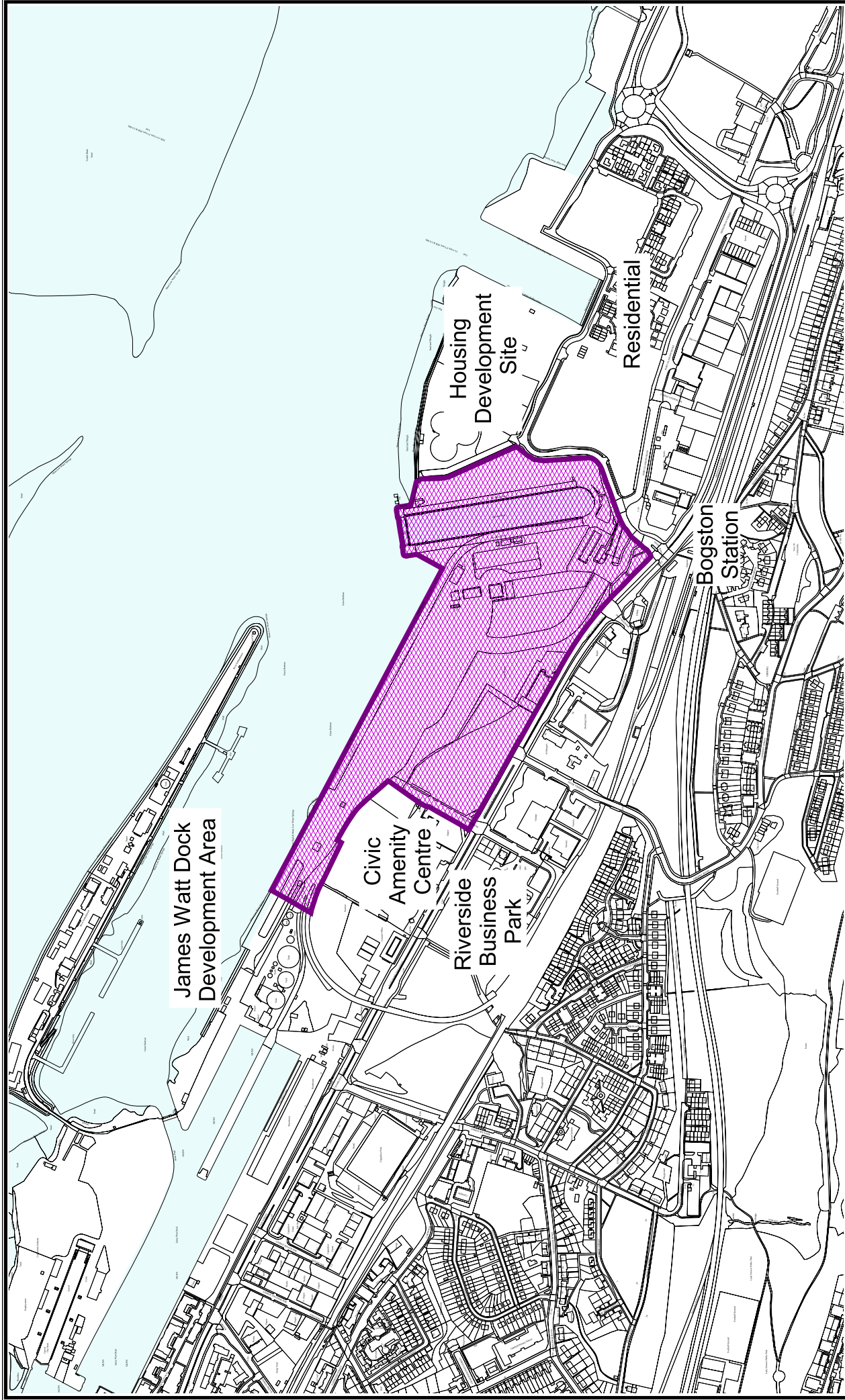


Figure 4 : Inchgreen



Not to Scale  
April 2011



## **Main Issue 3: Port Glasgow Industrial Estate**

### **Background**

3.20 Scottish Planning Policy states that planning authorities to take a flexible approach to land allocation to ensure that changing circumstances can be accommodated. Where identified areas or sites are no longer found to be suitable or appropriate, reallocation for other uses should be considered.

3.21 Port Glasgow Industrial Estate was established in the 1940s, and was a major source of employment in the area, especially for local women. However, in 2010 approximately 24% of the properties in the estate were vacant.

3.22 Port Glasgow Industrial Estate is essentially split into two parts by Dubbs Road, with the larger area of the estate to the north. The northern area is occupied by post-war industrial units with one vacant site identified for possible future development. The area to the south has established businesses between Dubbs Road and Auchinleck Lane but, with the exception of an adult training centre, the area south of Auchinleck Lane is coarse grass and shrub. The undeveloped area is indistinguishable from the Green Belt land adjoining it and the southern boundary of the estate is not identifiable by any obvious feature. There have been no planning applications for, nor enquiries about, development of this area.

3.23 No specific comments were made about Port Glasgow Industrial Estate in the pre- MIR engagement exercise but generally the view was expressed that vacant business and industrial land should be considered for other uses to assist in the regeneration of Inverclyde. The Citizen's Panel questionnaire also indicated that there was general support for alternative uses being considered for vacant industrial premises if they had lain empty for a considerable period of time.

### **Option 1 (Preferred alternative)**

3.24 An alternative designation for housing and community uses should be identified for that part of Port Glasgow Industrial Estate which lies to the south of Auchinleck Lane to the edge of the Green Belt

### **Option 2 (Preferred alternative)**

3.25 An alternative use designation as Green Belt should be identified for that part of Port Glasgow Industrial Estate which lies to the south of Auchinleck Lane to the edge of the Green Belt.

### **Option 3**

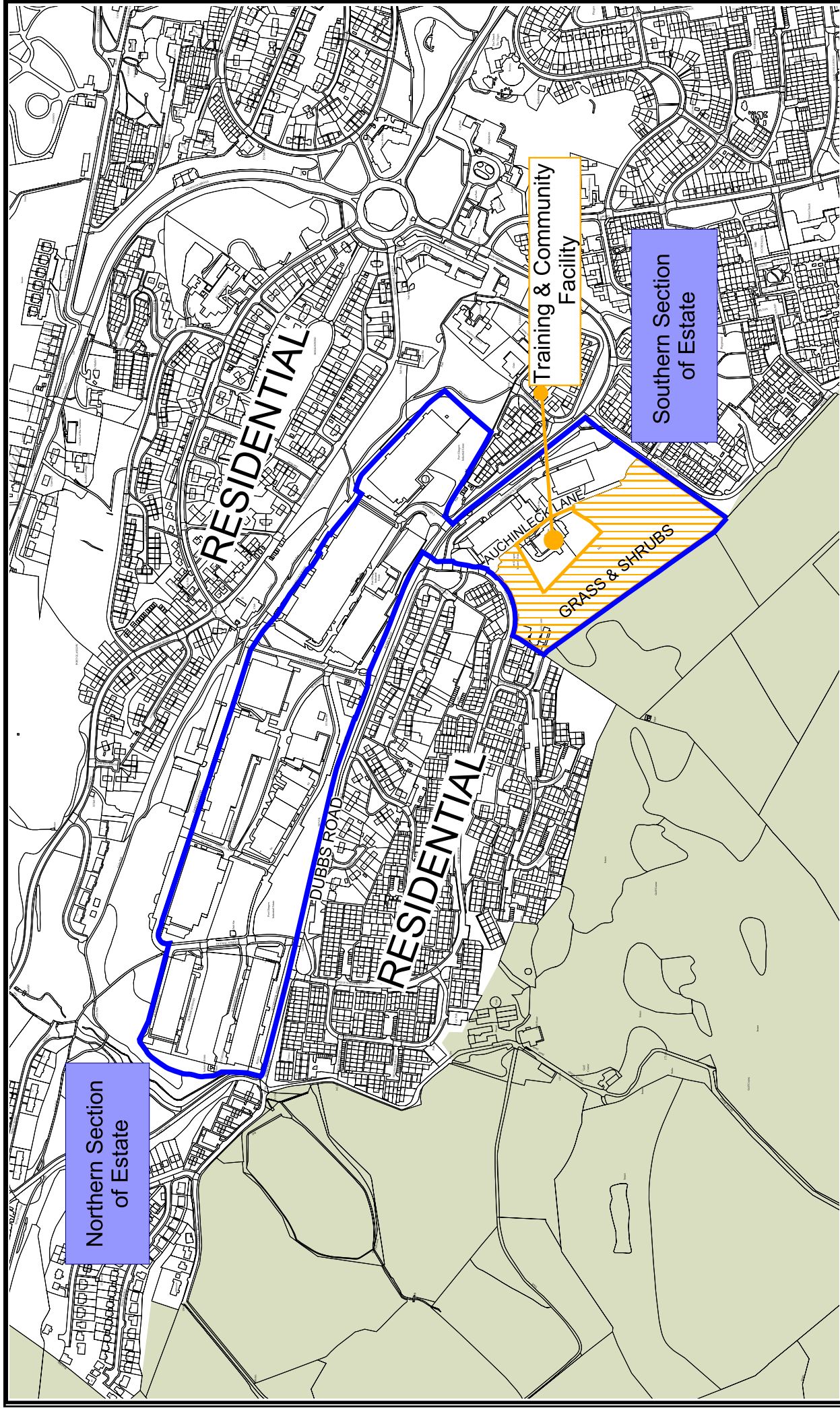
3.26 An alternative use for housing should be identified for the main part of Port Glasgow Industrial Estate which lies to the north of Dubbs Road.

### **Option 4 (No change)**

3.27 All land identified for business and industrial purposes as being within Port Glasgow Industrial Estate in the adopted Inverclyde Local Plan 2005 should be retained.

### 3.28 Questions

3. With which of the Council's preferred options for Port Glasgow Industrial Estate do you agree? If you disagree with either of the Council's preferred options, please give reasons.
4. Are there other options for the development of Port Glasgow Industrial Estate that you would prefer? If you prefer another option, please give details.



Not to Scale  
April 2011

Figure 5 : Port Glasgow Industrial Estate

## **Main Issue 4: Business and Industrial Areas in Inverclyde**

### Background

3.29 Scottish Planning Policy recommends that planning authorities should take a positive approach to development, recognising and responding to economic and financial conditions and ensuring that there is a range and choice of marketable sites and locations for businesses allocated in development plans. A more flexible approach to land designation is also encouraged to ensure that any change in the social and economic profile of Inverclyde can be catered for and that appropriate economic opportunities can be made available.

3.30 The SPP requires business and industrial provision in authority areas to be regularly reviewed. That exercise was carried out in the preparation of the Glasgow and the Clyde Valley SDP MIR and for this Inverclyde LDP MIR. The SDP, with which the Inverclyde LDP will conform, identifies key strategic economic priorities, the focus being on the promotion of sustainable locations which, in the long-term, will satisfy these priorities.

3.31 The number of strategic locations identified in the proposed Glasgow and the Clyde Valley SDP has been reduced and streamlined, providing a more focused selection based their contribution to the Scottish Government's key economic sectors, Scottish Enterprise's locational priorities and the growth sectors identified by the global forecasting and research consultancy, Oxford Economics. In the current approved GCV Joint Structure Plan, 53 strategic sites are identified consisting of 31 Strategic Industrial and Business Locations, 13 Core Economic Development Areas and 9 Safeguarded High Amenity Locations.

3.32 The Glasgow and the Clyde Valley SDP proposes eighteen high level Strategic Economic Investment Locations (SEILs), consisting of six safeguarded and twelve opportunity locations. In Inverclyde, there are presently three Strategic Industrial and Business Locations and one Core Economic Development Area. One SEIL 'Inverclyde Riverside' is identified in Inverclyde in the SDP. This strategic location is being promoted primarily for green technology-related development.

3.33 The 'Inverclyde Riverside' SEIL consists of the existing Cartsburn and Greenock/Port Glasgow 'Strategic Industrial and Business Locations', and Riverside Business Park and Inchgreen. The areas within the SEIL will be given appropriate protection in the LDP. A number of measures have already been taken within the SEIL:

- a building platform is being created on the Kincaid site at Cartsburn and the site is being marketed by Riverside Inverclyde;
- the Riverside Business Park has been partially developed with improvements to existing properties, new access roads, landscaping, 3 building platforms, on one of which a two storey office development has been completed; and
- a promotional brochure has been published marketing the Inchgreen area for green energy development.

3.34 A flexible approach to certain business and industrial areas was taken in the adopted Local Plan and some relaxation has been applied in areas restricted to Use Classes 4, 5 and 6:

- A Use Class 11 business is operating out of Fort Matilda Industrial Estate. This estate is covered by a flexible policy in the adopted Local Plan allowing uses other than Use Classes 4, 5 or 6;
- Planning permission was granted for a Use Class 11 business to operate in Faulds Park. This use is contrary to the Development Plan but the premises had lain vacant since construction eight years ago; and
- Car showrooms, car sales areas and taxi businesses have been allowed in Greenock East and Larkfield Industrial areas. The policy protection for these areas covers Use Classes 4, 5 and 6.

### **Option 1 (Preferred)**

3.35 Business and industrial areas that are similar should be grouped together and afforded policy protection as follows:

- strategic areas, i.e. areas within Inverclyde Riverside SEIL. These areas should be promoted in the first instance for a specialised use(s) and/or protected for Use Classes 4, 5 and 6;
- general business and industrial areas, e.g. Kelburn Business Park. These areas should be protected for Use Classes 4, 5 and 6;
- flexible business and industrial areas, e.g. Fort Matilda Industrial Estate. These areas, in addition to Use Classes 4, 5 and 6, would be allowed development that would contribute to permanent employment creation or be clearly supportive of the operation of existing businesses in the area. These uses would not include residential use or uses usually associated with a Town Centre.

### **Option 2**

3.36 Give strategic areas appropriate protection and all other business and industrial areas more flexibility:

- strategic areas, i.e. areas within Inverclyde Riverside SEIL. These areas should be promoted in the first instance for a specialised use(s) and/or protected for Use Classes 4, 5 and 6;
- business and industrial areas. These areas, in addition to Use Classes 4, 5 and 6, would be allowed development that would contribute to permanent employment creation or be clearly supportive of the operation of existing businesses in the area. These uses would not include residential use or uses usually associated with a Town Centre.

### **Option 3**

3.37 Protect strategic areas for Use Classes 4, 5 and 6 and/or for specialised use(s), and retain the existing policy protection in other business and industrial areas as in the adopted Local Plan, in the designated business and industrial areas.

### **3.38 Questions**

5. Do you agree with the Council's preferred option for business and industrial areas? If you disagree with the Council's preferred option, please give reasons.
6. Are there other policy options for the business and industrial areas that you would prefer? If you prefer another option, please give details.



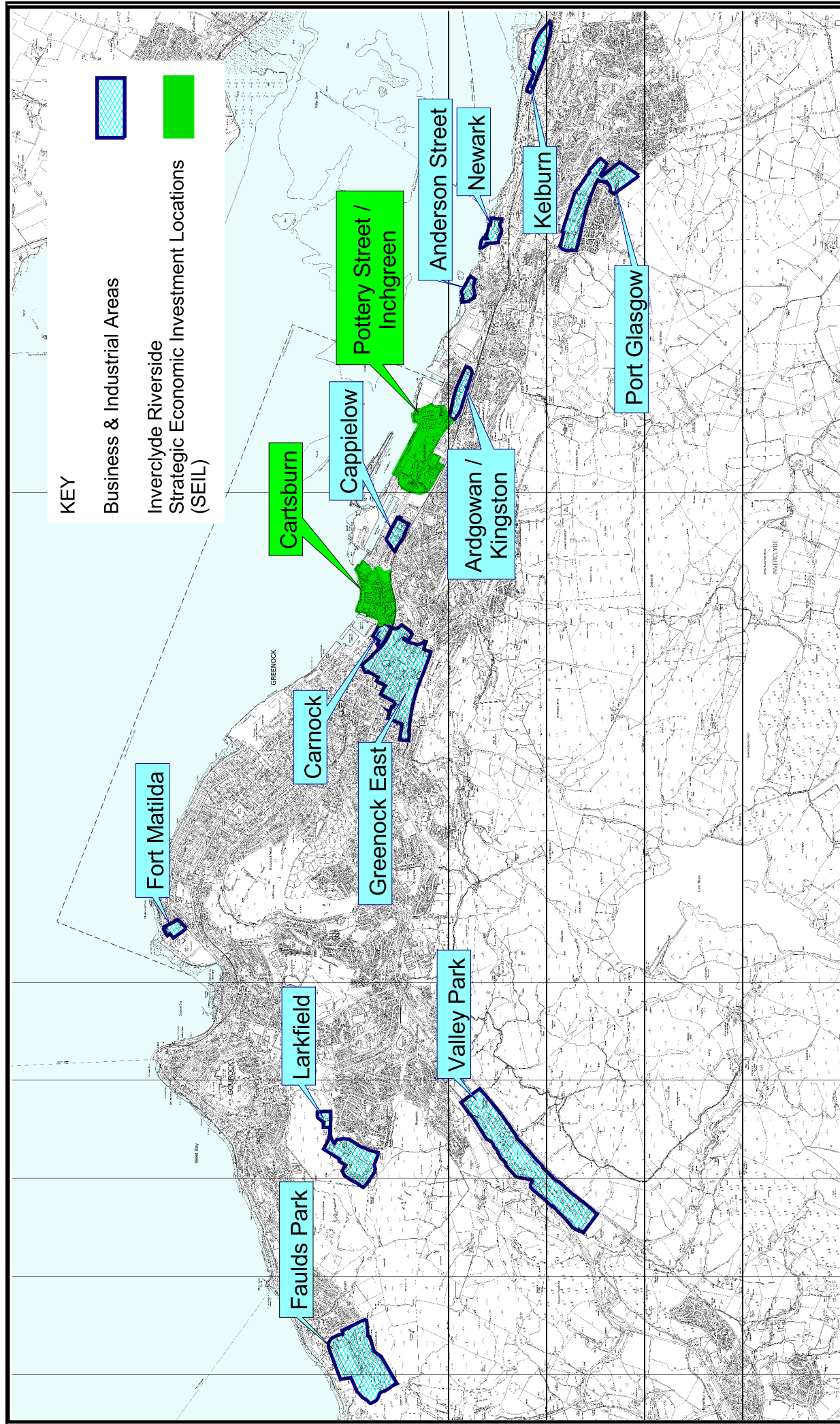


Figure 6 : Business & Industrial Areas in Inverclyde



## **CHAPTER 4: MAIN ISSUES – TOWN CENTRES**

### **Town Centre and Retailing Context**

4.1 Scottish Planning Policy recognises that town centres make an important contribution to sustainable economic growth by acting as centres of employment and services for the local community. It defines town centres as places with a diverse range of uses that are accessible throughout the day and night, are well integrated with residential areas and should have a high quality environment.

4.2 Although the SPP recognises that shopping and leisure uses are fundamental in attracting people and thereby allowing other uses to locate near by, it warns against overly retail-led development that can lead to homogeneity in a centre. It directs the development plan to set out a network of centres, and to define each centre's role, and that each centre's role should support and be supported by the role of the others. Where a centre fulfils a specific function, such as the retailing of bulky-goods, this can also be specified. It also states that development plans have a role in supporting successful town centres through their influence on the type, setting and design of development.

4.3 The three town centres in Inverclyde fill complementary roles: Gourock serves the retailing needs of its local population and visitors, including those using the ferry connections; Greenock is identified as a strategic centre in the approved Joint Structure Plan and the Main Issues Report of the new Strategic Development Plan, meeting the needs of the population of Inverclyde, while also attracting people from surrounding areas; and Port Glasgow has a changing role, from mainly serving its local population to providing more widely for the eastern part of the authority.

4.4 This change in Port Glasgow has come about through the development of the Tesco Extra adjacent to the town centre, and will be further strengthened in time by the development of the rest of the Waterfront site. This development was identified in the adopted Local Plan and provides an opportunity for new retail floorspace which cannot be so readily accommodated in Greenock town centre. This will further promote the complementary nature of these two centres, but should not undermine Greenock town centre's status as the main shopping location in Inverclyde, particularly for non-bulky comparison goods.

4.5 During the pre-MIR engagement in 2009/10 there was a broad consensus that the new Plan should focus upon the three town centres in Inverclyde, particularly in regard to meeting retail needs and addressing quality matters. There was very strong overall support, particularly through the Citizens Panel questionnaire, for the protection of town centres and for new retail developments being directed toward them. The Local Development Plan will seek to support and enhance Inverclyde's town centres to ensure that they continue to be functional and accessible and complement rather than compete with one another. This will help ensure that all sections of the community, at all times of day, can meet their retailing, employment, commercial, civic, cultural and leisure needs.

## **Main Issue 5: Greenock Town Centre**

### **Background**

4.6 Greenock Town Centre is identified as a Strategic Business and Town Centre in the approved Joint Structure Plan and a Strategic Centre in the Glasgow and the Clyde Valley Strategic Development Plan Main Issues Report. This status is due to its role as the primary shopping destination not only for people living within Inverclyde, but also for shoppers from adjacent local authority areas. Along with its retailing role, Greenock is also the major civic, cultural and leisure centre in Inverclyde and a major employment location.

4.7 The town centre is currently divided into a Central Shopping Area and an Outer Mixed/Commercial Area, reflecting their differing primary roles of retailing and commercial and employment uses respectively. This allows the town centre to include a wide range of appropriate uses and connects it with the surrounding residential areas as set out in SPP. Both areas are further divided into sub-areas or divisions according to their differing characters and development requirements. One of the sub-divisions in the Central Shopping Area, identified as the Primary Shopping Area, is subject to a restriction on the level of non-retail uses that can locate within it to ensure that retailing is retained as its primary function.

4.8 Since the Local Plan 2005 was adopted, a number of developments have occurred requiring the boundaries to be reviewed to ensure that the Town Centre continues to be functional and meets the needs of the people using it for the full range of its different uses, throughout the day and night.

4.9 It is not proposed to change the Outer Mixed/Commercial Area boundary which currently forms the boundary of Greenock Town Centre. The sub-divisions in the Outer Mixed/Commercial Area are based on the different characteristics of the areas that make-up this part of Greenock's Town Centre. Policy R5 of the Local Plan sets out the uses that are considered acceptable in each to retain and enhance their individual characters and identities. This has been successful in that these areas have retained their distinctiveness.

### **Central Shopping Area Boundary Options**

4.10 The Morrisons supermarket on the eastern edge of the Central Shopping Area, which is now well established and has good pedestrian links with the Central Shopping Area, could now merit inclusion within this area rather than as part of the Outer Mixed/ Commercial Area.

4.11 The West Station area at the south western edge of the Central Shopping Area could be removed from the Central Shopping Area as the pedestrian and visual linkages are poor due to the differences in level and a lack of frontages between the two. The railway station is however, one of the two main stations serving the town centre and provides an access point to the town centre for people travelling into Greenock from Gourock by train. It may also be desirable to retain sub-division E within the Central Shopping Area, containing the former Tesco store on Inverkip Street and the Homebase store on West Shaw Street, as this would create another boundary issue regarding the most appropriate new one for the Central Shopping Area.



4.12 On the north western edge of the Central Shopping Area a site has been identified through the pre-MIR consultation for evaluation as a retailing location. It was the subject of an earlier planning application, refused on appeal in 2006. A case has been made by agents for the owners of the site for it to be identified as a retail development opportunity site within the Greenock Town Centre boundary or consideration could be given to amending the town centre boundary. This could help to integrate the site with the existing shopping area, either on its own, or as part of a wider extension to the Central Shopping Area to include all, or part of, sub-division G.

#### **Option 1 (Preferred)**

4.13 Extend the boundary east to include the Morrisons supermarket on Dellingburn Street, in line with the current Outer Mixed/Commercial Boundary. Leave all other boundaries in their current position.

#### **Option 2**

4.14 Move the boundary north at West Station to remove the West Station/Newton Street area from the Central Shopping Area and include them in the Outer Mixed/Commercial Area. The Homebase store on West Shaw Street would be retained within the Central Shopping Area.

#### **Option 3**

4.15 Extend the boundary west to include either a) the site of the former garage on Ker Street/West Blackhall Street (site submitted through pre-MIR consultation), or b) part of sub-division G, or c) all of sub-division G, as indicated in Figure 7.

#### **Central Shopping Area Division Boundary Options**

4.16 In sub-division A of the Central Shopping Area, which covers the Oak Mall and eastern end of West Blackhall Street, a policy restricting the length of frontage in use for non-Class 1 Uses is in place to ensure that this area remains mainly in use as shops. It is considered important that this distinction is kept in place to provide a retail core for the Town Centre. The other sub-divisions however have no particular policy distinctions and could therefore be merged to form a Central Shopping Area with only 2 sub-divisions.

#### **Option 1 (Preferred)**

4.17 Retain the Primary Shopping Area designation, and the accompanying policy to ensure that it remains primarily in use for retailing. Extend the Primary Shopping Area north to include all of Hamilton Gate. All other sub-divisions remain the same.

#### **Option 2**

4.18 Retain the Primary Shopping Area designation, and the accompanying policy to ensure that it remains primarily in use for retailing. Extend the Primary Shopping Area north to include all of Hamilton Gate. Remove all other divisions within the Central Shopping Area.

#### 4.19 Questions

1. Do you agree with the Council's preferred options for the Central Shopping Area and Primary Shopping Area boundaries? If you disagree with the Council's preferred options, please give reasons.
2. Are there other options for the Central Shopping Area and Primary Shopping Area boundaries that you would prefer? If you prefer another option, please give reasons.

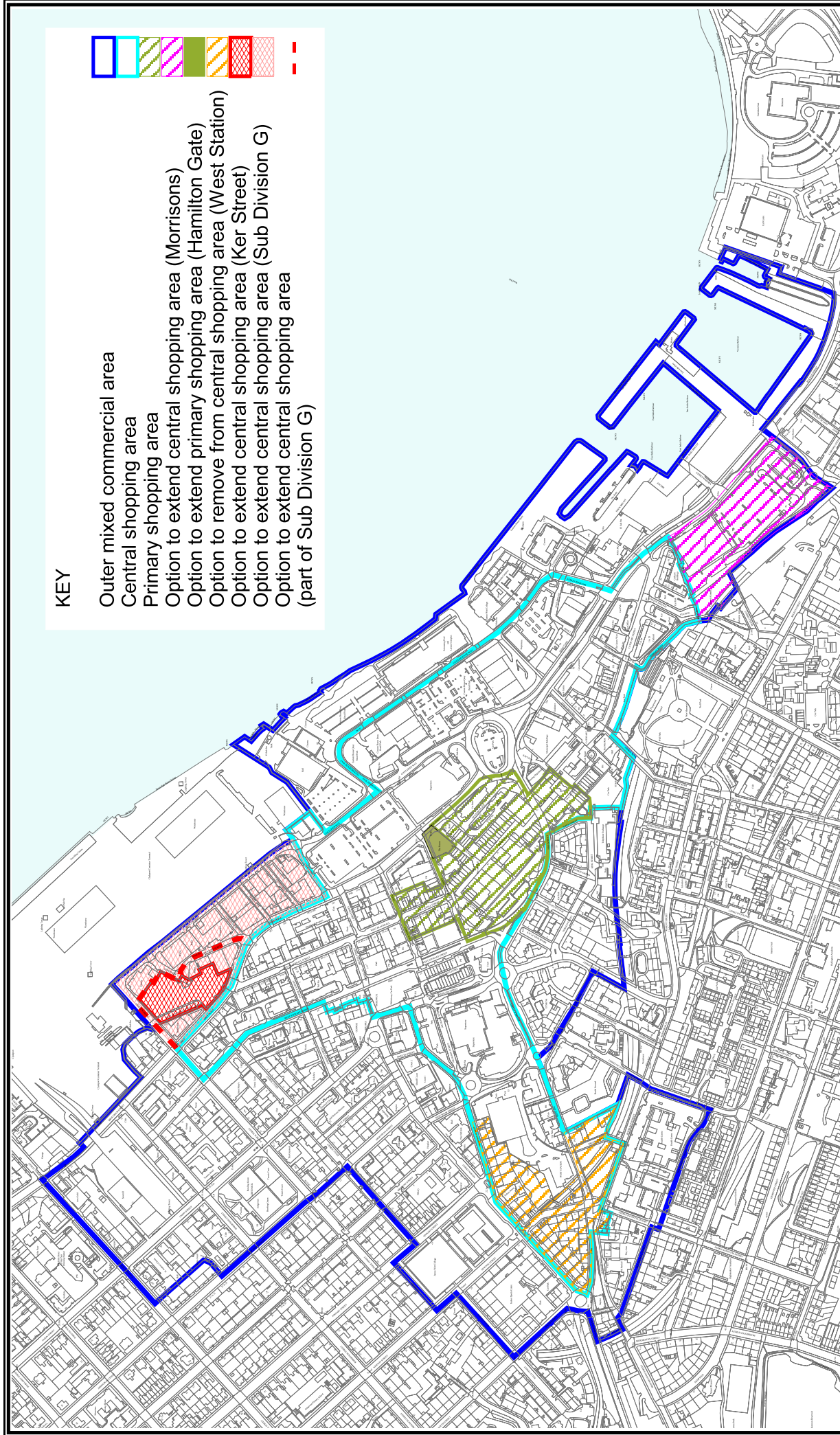


Figure 7 : Greenock Town Centre



## **Main Issue 6: Port Glasgow Town Centre**

### **Background**

4.20 Port Glasgow Town Centre currently corresponds to the historic centre, including the main shopping area, the train station and civic buildings such as the health centre, police station and town hall. The re-alignment of the A8 trunk road in 2007 to allow the better integration of the former Scott/Lithgow Yards site with the town centre, and the development of a Tesco Extra on that part of the site closest to the town centre, together with a civic square, requires the new Plan to take account of these developments and examine the case for a new town centre boundary.

4.21 During the pre-MIR engagement exercise, views were expressed by the representatives of Tesco and Gallagher Estates (owners of the remaining former Scott/Lithgow Yard site), that the entire area now bounded by the re-aligned A8 road should be included within the town centre boundary.

4.22 The opening of the Tesco Extra adjacent to the Town Centre has not undermined the operation of the existing centre. It has continued to be occupied in line with historical trends. The pedestrian links between the 'old' and the 'new' are well used, and the store now operates as part of the Town Centre.

4.23 The remainder of the site has outstanding planning permission for a mix of uses. Outline planning permission was initially granted in 2000 and since then, further consents to include retail, food and drink, leisure and hotel uses, with a variation to conditions restricting 50% of the floorspace to use for sale of bulky goods, pets, pet foods and pet related products was approved in 2008. A further reserved matters application for non-food retail development and associated car parking and landscaping was also approved in outline in 2006. The time limit on the start of works on these developments was extended in 2008 to 2012.

4.24 The Planning Policy Position Statement (PPPS) issued in 2007 sets out the Council's position on the Town Centre boundary at that time. It concluded that this was an issue best left to the preparation of the Local Development Plan, when the development of the site would be further advanced and its effects on both Port Glasgow and Greenock Town Centres more evident and measurable. Unfortunately, largely due to the economic downturn and financial situation, the position is much the same now as it was then, with the remainder of the site still to be developed. The main issue still outstanding from the PPPS in this regard is:

- (i) the restrictions placed on the remainder of the site, which would not be appropriate if it were included in the Town Centre; and
- (ii) the impact that the removal of the restrictions could have on Port Glasgow, and more particularly Greenock Town Centre.

4.25 If it is considered important to maintain these restrictions, this part of the site could be designated as a Commercial Centre as advised in Scottish Planning Policy (SPP) and its function as a bulky-goods location specified. Commercial centres are defined as having a different range of uses than town centres, and being more retail and leisure focused. Development in line with the outstanding planning permission would fit this description. Designation as a commercial centre would place the site below town centre and edge-of-centre sites in the sequential test, although an exception could be made to the order to make the site second only to the town centres (or only to Greenock town centre) if this were felt to be beneficial. This would be in keeping with the policy of complementarity outlined in the PPPS. Commercial

centre status would also mean that any proposed development on the site that could undermine Port Glasgow town centre would be subject to an impact assessment.

4.26 If the site were to be designated as part of the Port Glasgow Town Centre, a greater range of uses and size of units could be developed within the site, and proposals for town centre development would not require to be assessed for impact on similar existing uses. This would allow the site to diversify over time to meet changing local needs, although it could also potentially lead to the site coming into competition with the existing Port Glasgow and Greenock town centres. Designation as part of the town centre would also create an area of edge-of-centre to the south and west, which could be subject to development pressure in the future.

4.27 With this in mind a number of options regarding the potential changes to the boundary of Port Glasgow Town Centre are set out below.

#### Port Glasgow Town Centre Boundary Options

##### **Option 1 (Preferred alternative)**

4.28 Include the whole site created by the realignment of the A8 trunk road within the Town Centre. The one exception to this is the land south of Ardgowan Street, which would be identified as a housing site.

##### **Option 2 (Preferred alternative)**

4.29 Include the Tesco Extra site up to the link road to the Brown St/William St roundabout in the Town Centre and designate the remainder of the site to the north of Ardgowan Street as a Commercial Centre. The land south of Ardgowan Street would be identified as a housing site.

##### **Option 3**

4.30 Extend the boundary to include the Tesco Extra site to the link road to the Brown St/William St roundabout. The rest of the site would become edge-of-centre with no formal town centre/retailing designation.

##### **Option 4**

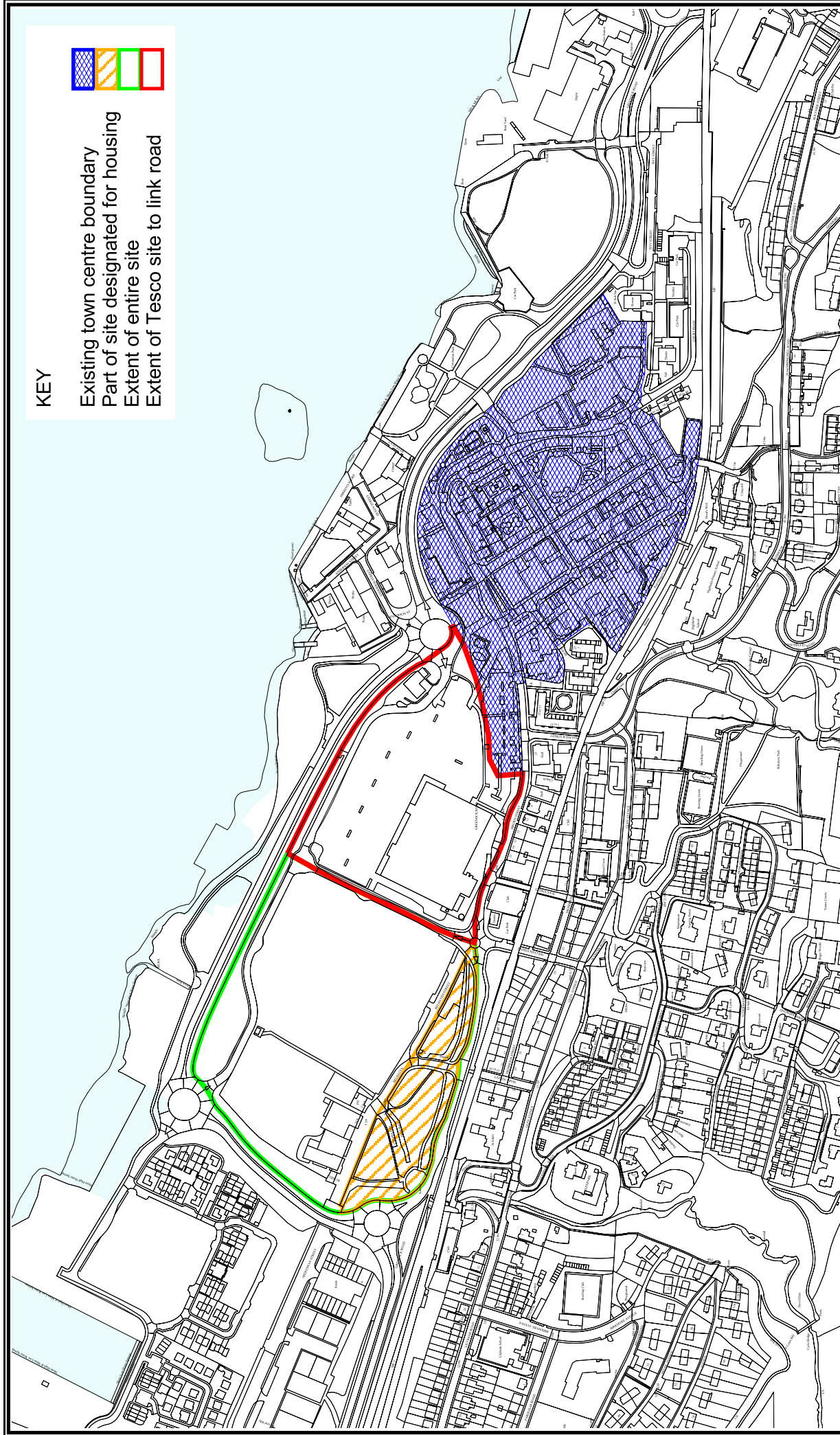
4.31 Designate the whole site created by the realignment of the A8 trunk road as a Commercial Centre.

##### **4.32 Questions**

1. Do you agree with either of the Council's preferred options for amending the boundary of Port Glasgow Town Centre? If you disagree with either of the Council's preferred options, please give reasons.

2. Are there other options for the boundary of Port Glasgow Town Centre that you would prefer? If you prefer another option, please give reasons.





# KEY

- Existing town centre boundary
- Part of site designated for housing
- Extent of entire site
- Extent of Tesco site to link road

Figure 8 : Port Glasgow Town Centre



Not to Scale  
April 2011

## **Main Issue 7: Gourock Town Centre**

### **Background**

4.33 Scottish Planning Policy recognises that town centres make an important contribution to sustainable economic growth by acting as centres of employment and services for the local community. They are a focus for a mix of uses including retail, leisure, cultural, civic and community uses, as well as homes and businesses. Gourock town centre, with its mix of shops and services, serves both the local community as well as visitors to Gourock, including those seeking to use the ferry terminal for onward travel.

4.34 During the pre-MIR engagement in 2009/10 there was a broad consensus that the new Plan should focus upon the three town centres in Inverclyde, particularly in regard to meeting retail needs and addressing quality matters. There was very strong overall support, particularly through the Citizens Panel questionnaire, for the protection of town centres and for new retail developments being directed toward them. A number of comments were also received in regard to the need to give priority to the Pierhead and the area around the train station.

4.35 A number of development opportunities have been identified within Gourock town centre, with the existing Local Plan identifying much of the town centre within a Special Area. The Special Area policy promotes a comprehensive approach to the centre's development, with the three key essential elements being the Pierhead development opportunity site, the Kempock Street relief road and the development of a public transport interchange. This was based on the Central Gourock Development Strategy (1999), a partnership document promoted by Caledonian MacBrayne, Network Rail and Inverclyde Council.

4.36 Since then, despite attempts to take forward development proposals and other enquiries regarding development at this Pierhead location, the only significant changes over the period since Plan adoption is the ongoing extension to the existing railway station, reconfiguration of the car park, improvements to the ferry terminal access and the upgrading of operational infrastructure by Network Rail. This effectively rules out any opportunity to develop the proposed public transport interchange as identified in the Development Strategy and undermines to a greater or lesser degree other elements of the adopted Local Plan development framework for this area.

4.37 The Draft Local Transport Strategy 2011, which has yet to be approved by Committee, sets out the Council's vision for improving the transport system within Inverclyde. While the construction of the Kempock Street relief road features in the Strategy's Action Plan as a medium term project, the only potential funding source identified is the Council itself. There is also an acknowledgement that major works associated with infrastructure may extend beyond the lifetime of the Plan, and coupled with the reductions in Council budgets it is highly unlikely that this relief road will be able to be delivered within the timescale of the new Local Development Plan. However there remains an issue of the protection of the line of the road to ensure its possible development at a time beyond this Plan.

4.38 This effectively leaves only one element from the 1999 Development Strategy, the development opportunity site at Gourock Pierhead, which has the potential to be achieved during the lifetime of the new Plan. The adopted Local Plan identifies an opportunity to develop a mix of uses on the site, including a modern foodstore,

housing development and leisure uses. However with the recently completed improvement works associated with the railway station and car park, the amount of land now available for development is significantly reduced from that previously envisaged, and is entirely within the ownership of the Council. It is therefore important that the correct policies are put in place to allow this development opportunity to be realised.

4.39 The adopted Local Plan includes a policy to support and seek to complete the Inverclyde Coastal Route as a footpath and cycleway throughout the Inverclyde area, and developers are required to make appropriate provision in submitting planning applications. Inverclyde Council and Riverside Inverclyde are currently involved in discussions in regard to a proposal to develop the footway along this part of the coast, together with environmental and landscape improvements. This policy will remain in the new LDP and will apply to all options detailed below.

#### Development Opportunity Options

##### **Option 1 (Preferred)**

4.40 Identify a potential development opportunity site within Gourock town centre (see map) for the development of a mix of retail and residential uses, or other such town centre uses that would be complementary to this particular town centre location. As the Council is the sole owner of this land, a brief will be drawn up which will address the development of the site, and reflect the outstanding views and quality of this town centre location.

##### **Option 2**

4.41 Retain the land remaining from the Pierhead development opportunity site as maintained grass and scrub woodland to maintain the open aspect of this part of the town centre.

Relief Road Options – the Council has no preference.

##### **Option 1**

4.42 Identify the line of the Kempock Street Relief Road to be protected from development (see map), while acknowledging that it is unlikely to be constructed within the lifetime of the new Plan. This would not prevent its construction at some time in the future when funding may be available.

##### **Option 2**

4.43 Remove all reference to the Kempock Street Relief Road, and any potential restriction on development along its line. All land along the line of the proposed road would be covered by town centre policies, with no other impediments to development.

##### **4.44 Questions**

1. Do you agree with the Council's preferred options for Gourock Town Centre? If you disagree with the Council's preferred option, please give reasons.
2. Are there other options for Gourock Town Centre that you would prefer? If you prefer another option, please give details.

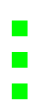


4.45 It should be noted that the adopted Local Plan identifies a Gourock Town Centre and the land to the south east of it at Gourock Bay/Admiralty Jetty area, as part of a wider Special Development Area. This latter area is specifically identified as appropriate for a hotel, residential, sports/leisure/tourist facilities and a marina use. Planning approval for these uses have however never been achieved at the Gourock Bay/Admiralty Jetty area, and as it is now considered that there is little prospect of them being realised, the Special Area policy for this area will be removed from the new LDP.

# KEY



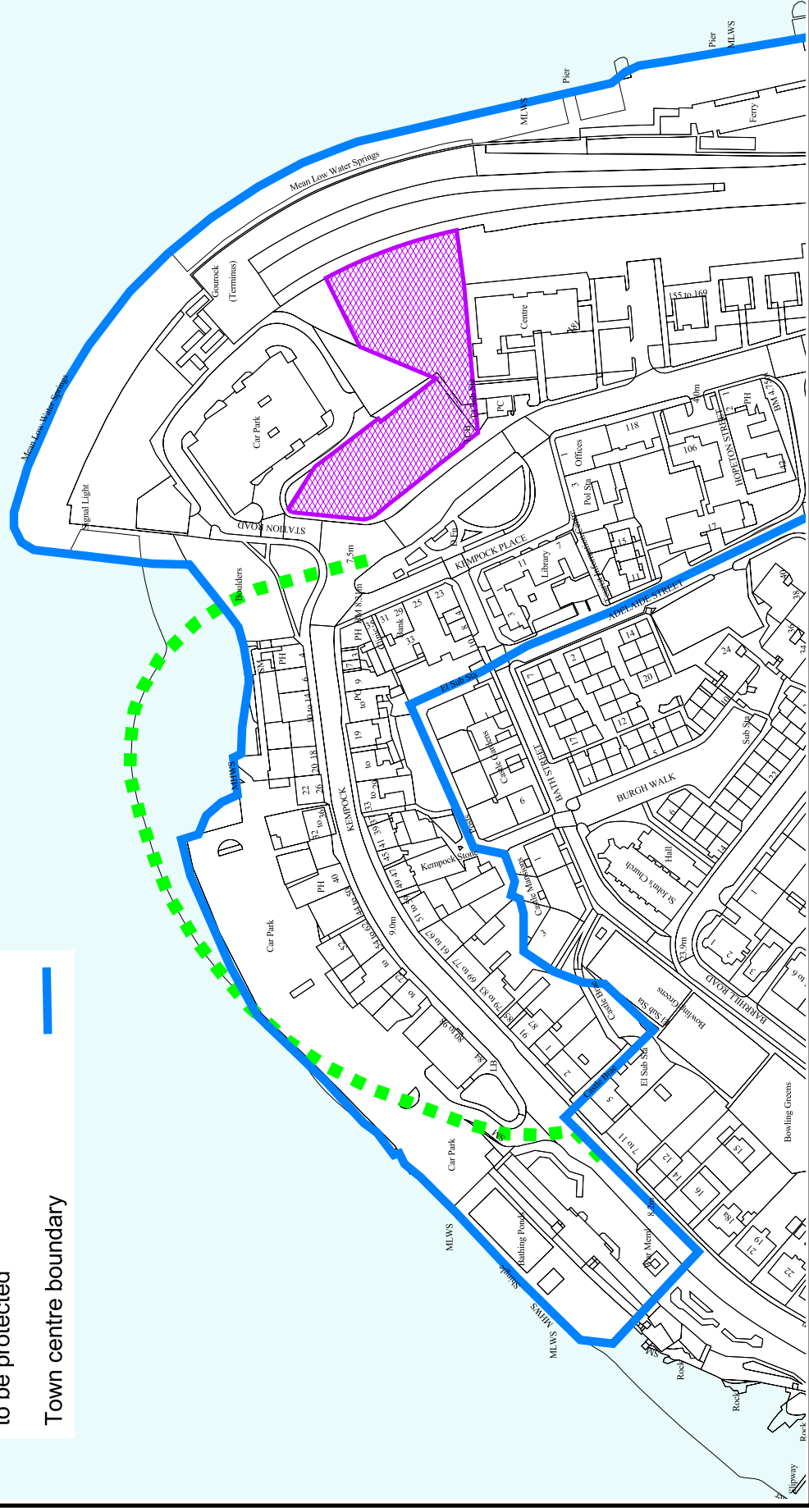
Potential Development Opportunity



Potential line of relief road to be protected



Town centre boundary



Scale - 1/2500  
April 2011

Figure 9 : Gourock Town Centre

## **CHAPTER 5: MAIN ISSUES – ENVIRONMENT**

### **Natural and Built Environment Context**

5.1 Inverclyde contains a wide variety of natural resources and built heritage which, when considered together, constitute a considerable asset to the area. The quality of the natural and built environment in and around our settlements has an important contribution to make to our quality of life, our health and well-being, and our sense of place and identity. It is vital, therefore that Inverclyde Council, as planning authority, plays a major role in protecting and, where possible, enhancing these resources for the enjoyment by present and future generations.

### **Natural Environment**

5.2 Many of the natural resources of Inverclyde benefit from protection through the international, national and local designations such as the Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs), Sites of Importance for Nature Conservation (SINCs) and Local Nature Reserves (LNRs).

5.3 Outwith these designations there are other areas which also need protection because they provide:

- important wildlife habitats;
- locations for informal leisure and recreation; or
- amenity open spaces within the built up areas.

5.4 Some areas, such as those containing peat, which covers the greater part of Clyde Muirshiel Regional Park, also have to be carefully managed as development or drainage schemes could have severe outcomes for biodiversity, climate change and flood management. Within Inverclyde around 25% of land in peat is in the ownership of the Council (refer to Background Report).

### **The Built Heritage**

5.5 As the Scottish Planning Policy states, the built environment enhances natural, regional and local distinctiveness, provides a sense of identity and continuity for communities, contributes to sustainable economic growth and regeneration and supports the growth of tourism and leisure. A number of designations are employed to protect and enhance the built environment such as Scheduled Ancient Monuments (SAMs), Listed Buildings, Conservation Areas and Gardens and Designed Landscapes. The Council can help safeguard the assets of Inverclyde through the policies of the Local Development Plan.

5.6 The majority of the policies in the adopted Local Plan relating to Inverclyde's natural and built environment remain relevant and valid and it is considered that they will require no, or only minor, alterations. The main environment issues which were either identified in the adopted Local Plan and require to be carried forward to the new LDP, or have been raised by stakeholders through Pre-MIR engagement on the preparation of this Plan, are the subject of this section.

## **Main Issue 8: Open Spaces in the Urban Area**

### Background

5.7 Scottish Planning Policy recognises that within settlements networks of linked, good quality open space are important for the contribution they make to amenity and their role in nature conservation, biodiversity, recreation and physical activity. In addition, rural areas provide a wide range of outdoor recreation opportunities linked to the quality of the environment.

5.8 It is the role of planning authorities to support, protect and enhance these open space opportunities and those for sport and recreation. They should assess both current and future needs and protect spaces to meet those needs through the preparation of an open space audit.

5.9 The adopted Inverclyde Local Plan 2005 identifies two important roles for open space; firstly to provide active and passive recreation and secondly to contribute to the visual amenity of an area.

5.10 In 2006 Inverclyde prepared an open space audit which detailed public and privately owned open space and took account of quality, accessibility and community value as well as the quantity of space available. In 2010 this was added to with a land use survey where the various types of open space, as categorised in Planning Advice Note (PAN) 65 'Planning and Open Space', were recorded and mapped.

5.11 Around this time, the Council was invited to take part in a nationwide Greenspace Scotland Open Space Audit whereby all the land within Inverclyde was categorized according to the PAN 65 typologies using aerial photography.

5.12 With this full breadth of information available, it is now possible to examine the levels and distribution of open space within Inverclyde and to make decisions on future provision. Some areas may be over supplied, others may not have enough. Some locations may be well maintained and contribute positively to the area while others may be in a state of neglect, unwanted and could be put to better use for another purpose.

5.13 Those who will know these areas best and the issues relating to them are those who use them and/or live beside them. In the Pre Main Issues Report Engagement exercise, an opportunity was given to all interested parties to identify what issues they consider the new LDP should address. A number of views were expressed relating to open space, including the poor quality of some open space, as was the need to protect those areas valued by the community. Recognition was also given to the possibility of allowing those areas not fulfilling any particular function to be developed.

### Mapping

5.14 A map of Inverclyde at a scale which provides enough detail to make the areas of open space meaningful requires to be very large and is available as a background paper. A sample map has been prepared for one area to show the information that is available across Inverclyde. This shows areas of open space categorised using the PAN 65 typologies for all sites over 0.1ha in size. It should be noted that what is shown on the map represents the position at the point in time when the survey was carried out and that some changes may have taken place since that time.

5.15 Based on the information acquired on open space in Inverclyde there are a number of options for moving forward.

**Option 1 (Alternative)**

5.16 Protect all areas of open space irrespective of size to ensure the maximum provision of open space throughout Inverclyde.

**Option 2 (Alternative)**

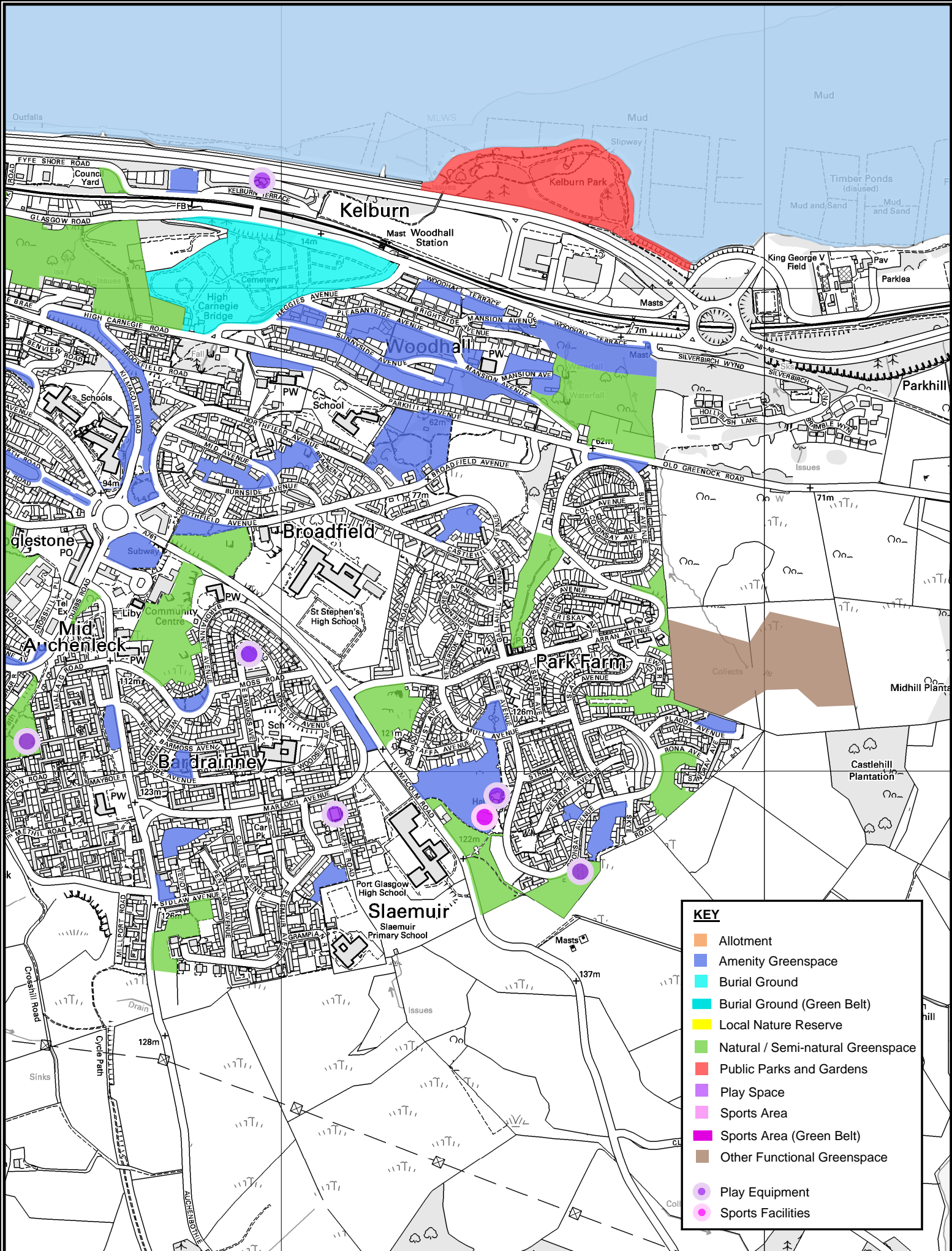
5.17 Consider other uses for certain areas of open space that do neither contribute to the visual amenity of the area, nor provide for recreational uses, in order to focus on open space which does contribute to the amenity of the area.

**Option 3 (No change)**

5.18 Keep the open space designations and policies as they are in the adopted Local Plan 2005, as they already perform the required function.

5.19 Questions

1. Do you agree with any of the Council's alternative options, where provided?
2. Do you agree with the Council's option of no change?
3. Are there other options for open space, specific sites or in general that you would prefer? If you prefer another option, please give details.



## **Main Issue 9: Green Network and Area Renewal**

### Background

5.20 Inverclyde is an area currently undergoing very significant levels of regeneration - occurring within a physical framework which holds a very rich resource in terms of historical, cultural, human and natural heritage. Although access to green areas is not particularly difficult, it is considered important to enhance existing and provide more high-quality greenspaces and green networks within the proposed new neighbourhoods and other major development areas through this period of change, which are functional at neighbourhood, settlement and at a strategic level.

5.21 Greenspace is an excellent indicator of sustainability, and there is a very strong evidence base supporting the view that it plays an important part in the health of individuals and communities. Quality greenspace makes people feel safer, provides opportunities for lifelong learning, encourages inward investment and generally improves community cohesiveness.

5.22 A study was initiated by the Glasgow and Clyde Valley Green Network Partnership, jointly commissioned by Inverclyde Council, River Clyde Homes and Riverside Inverclyde in 2009, to identify opportunities to embed the benefits of quality greenspaces and green networks into the ongoing regeneration processes in Inverclyde. erz consultants were appointed and in January 2011 they produced a final report incorporating the outcomes of all three stages of the study – a survey of existing greenspace/green networks, the case for delivering greenspace/green networks as part of area regeneration, and guidance for the design and planning of the outcomes emerging from the study. The focus of the study was those areas designated under the Area Renewal Strategy for neighbourhood regeneration in Greenock and Port Glasgow.

5.23 The erz report findings were that:

- there is virtually no provision of developed public open space in the most isolated urban areas;
- many residential neighbourhoods are disconnected and isolated by physical landscape and urban structure;
- the major environmental assets of Clyde Muirshiel Regional Park and the Waterfront are not readily accessible from much of the urban area; and
- there are poor on-street links through much of the urban area.

5.24 The study identified principles to overcome these problems. They are:

- to create strategic legible links through the urban area between the Waterfront and the Regional Park – making them accessible for both residents and visitors;
- to create a usable network of open space through residential neighbourhoods – providing facilities where there is a current lack of provision; and
- to break down barriers between isolated pockets of housing.

5.25 A sample map from the study showing the proposals for three different routes through the study area, incorporating these principles, is shown. There are a number of options to take the findings of this study forward.



**Option 1 (Preferred)**

5.26 Apply the principles of the erz report to all new developments in designated regeneration areas to ensure the best outcome in terms of providing a green network.

**Option 2**

5.27 Apply the principles of the erz report to selected new developments in the regeneration areas, where appropriate, where they would have the most impact.

**Option 3 (No change)**

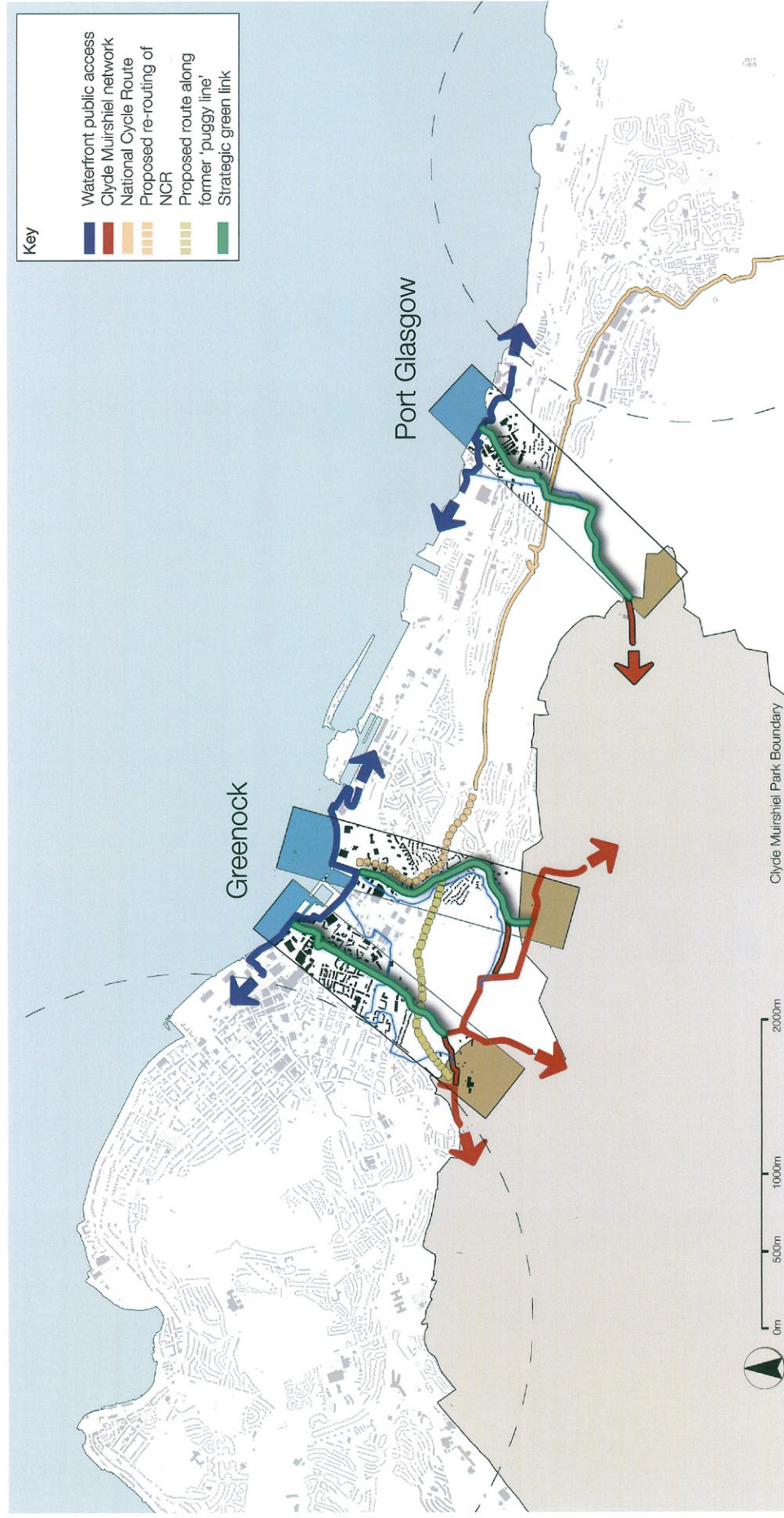
5.28 Continue to apply the existing principles adopted by the Council which coincide, to varying degrees, with those of the erz report.

**5.29 Questions**

1. Do you agree with the Council's preferred option for taking the study forward?  
If you disagree with the preferred option, please give reasons.
2. Are there other options for taking the study forward which you prefer? Please give details.



Figure 11: PART A: 3.0 geographic strategy



### c. STRATEGIC GREEN LINKS - 2

- create major green public routes thro' the urban area: coherent links that tie together the area's major 'environmental assets' legible & accessible for both residents & visitors

## Background for Conservation Areas

5.30 Scottish Planning Policy recognises conservation areas as ‘areas of special architectural or historic interest, the character of which it is desirable to preserve or enhance’. Their designation provides the basis for the positive management of the area. Planning Advice Note (PAN) 71 states, ‘Review of existing [conservation] areas is required and provides an opportunity to assess the justification for designation, consider the validation of boundaries, identify opportunities for enhancement and set management priorities’.

5.31 Of the existing five conservation areas in Inverclyde, four require no change as they either remain functional in their original form or were amended through the adopted Local Plan. A potential change should, however, be considered in Inverkip, and two additional new conservation areas should be considered at Kilmacolm and Gourrock.

### **Main Issue 10: Inverkip Conservation Area**

5.32 The Inverkip Conservation Area boundary has largely served its purpose since its designation in the 1970s. However, a number of amendments to the existing boundary were proposed by a local resident in 2006, some of which had merit and, together with the requirements in PAN 71, lead to the conclusion that a review is required. The Scottish Civic Trust carried out an initial appraisal of the Inverkip Conservation Area in 2006 and prepared a draft appraisal.

#### **Option 1 (Preferred)**

5.33 Amend the existing boundary at three locations:

Move the boundary to the north of nos. 1 and 2 Fran Terrace;  
Move the boundary to the north and east of Drumarg’ bungalow; and  
Move the boundary to the west of 75-79 Crawford Lane

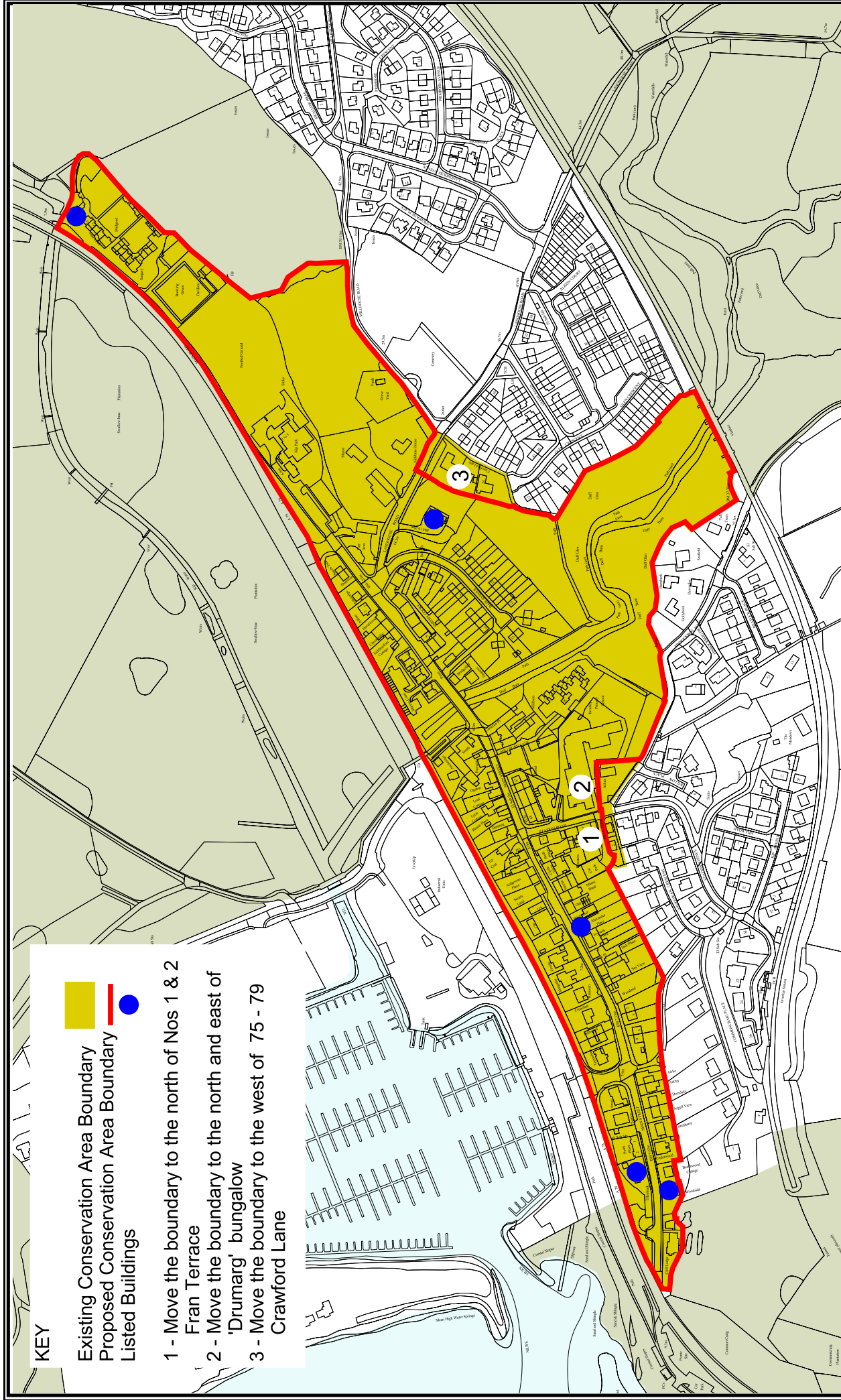
to remove a number of modern buildings from within the Conservation Area.

#### **Option 2 (No change)**

5.34 Retain the existing Inverkip Conservation Area boundary as it is appropriate.

5.35 Questions

1. Do you agree with the Council’s preferred option for Inverkip conservation area? If you disagree with the preferred option, please give details.
2. Are there other options for a conservation area in Inverkip that you would prefer? If you prefer another option, please give details.





## **Main Issue 11: New Conservation Area for Kilmacolm**

5.36 In the adopted Local Plan the intention is stated to investigate the extension of the Kilmacolm Conservation Area boundary to the east of Bridge of Weir Road northwards to include the village centre. However, on further examination of this idea by the Scottish Civic Trust, it was considered more appropriate to identify a distinct conservation area based on the the Cross, due to the differing characteristics of the two areas.

### **Option 1 (Preferred)**

5.37 Create a new conservation area around the Cross taking in commercial and community uses which would afford additional protection to the buildings within this boundary. The boundary of the new conservation area would run north of the church hall on Port Glasgow Road, down the rear of the hall and the Kilmacolm Old Kirk, along Market Street along the rear of properties from Market Street to no. 2 Bridge of Weir Road, west along the rear boundary of the Community Centre and No.s 1 and 2 Lochwinnoch Road to Duchal Road back along Lochwinnoch Road to Hunter Drive, along the rear of properties on Lochwinnoch Road up to Smithy Brae and along the rear of properties on Port Glasgow Road back towards the church hall.

### **Option 2**

5.38 As Option 1 above with the inclusion of the grounds and building of the Pullman Tavern on the west side of Lochwinnoch Road as it was the former railway station building.

### **Option 3**

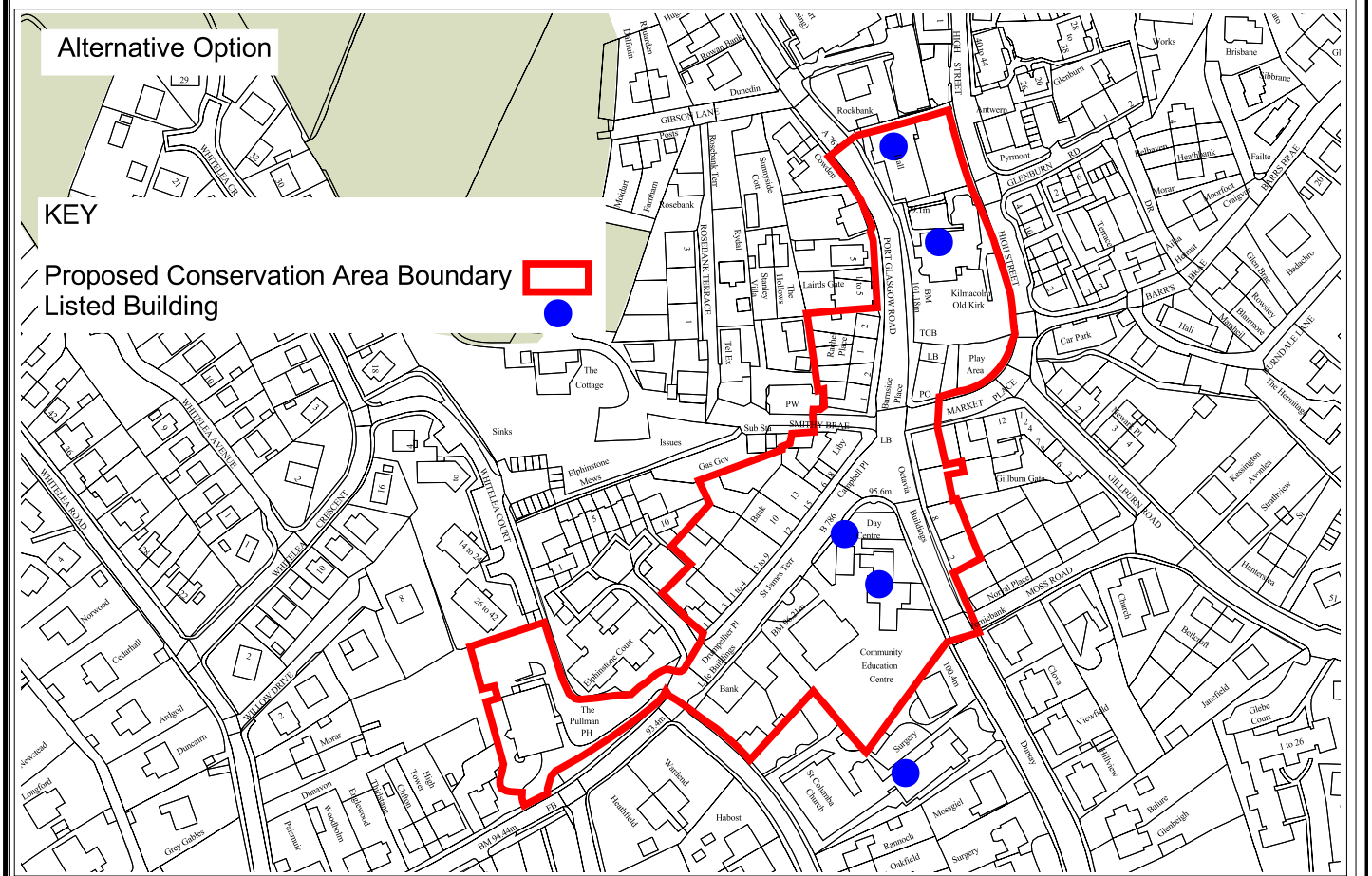
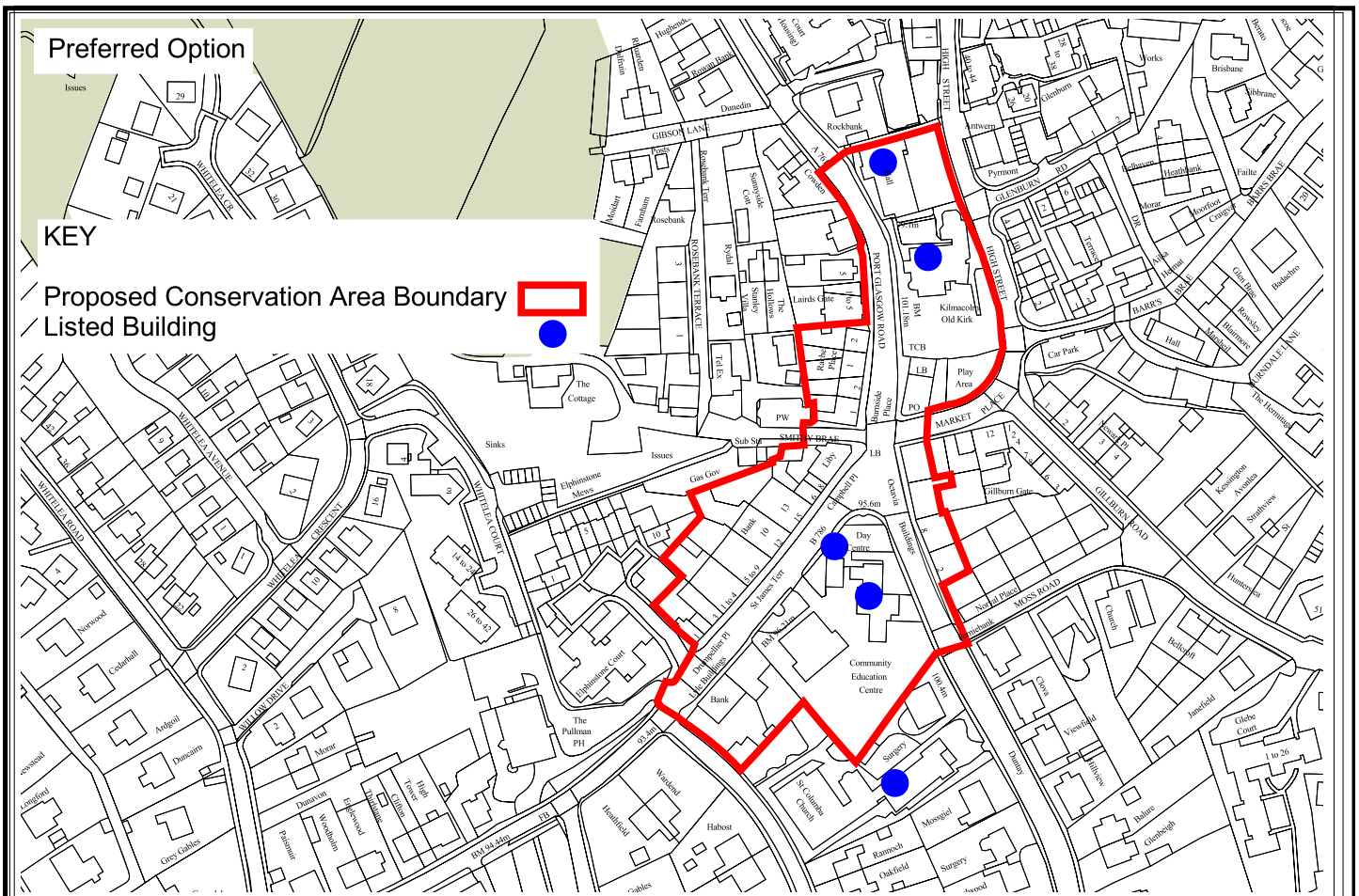
5.39 A boundary drawn up in consultation with the Scottish Civic Trust and Kilmacolm Civic Trust to take account of the alternative views of the community.

### **Option 4 (No change)**

5.40 No new conservation area as this area does not require further protection over and above that provided by the Local Plan policies.

### **5.41 Questions**

1. Do you agree with the Council's preferred option for a conservation area at Kilmacolm? If you disagree with the preferred option, please give details.
2. Are there other options for a conservation area in Kilmacolm that you would prefer? If you prefer another option, please give details.



## **Main Issue 12: New Conservation Area for Gourock**

5.42 In 1991 a report was taken to the then Inverclyde District Council Planning Committee to take forward consultation procedures towards designating a conservation area at West Bay, Gourock, a residential area to the south east of Ashton Road and Albert Road. In the 1988 Inverclyde Local Plan this area was designated as an Area of Policy Control but this status was removed in the 2005 Plan, on the basis that there was already adequate policy protection in the Plan. A recent initial survey of this area shows that a justified case could be made for the designation of a Conservation Area to afford this area such status, as the area contains many listed buildings amidst a number of distinctive streetscapes.

### **Option 1 (Preferred)**

5.43 To create a new conservation area in the former Area of Special Control alongside the seafront at West Bay, Gourock, which would provide additional protection to the buildings within this boundary. The boundary of the new conservation area would run from the seafront at the north side of the public pool across into Bath Street and heading south taking in sections of Barrhill Road, St John's Road, Binnie Street, Broomberry Road, Tower Drive, Victoria Road, Moorfield and out to the waterfront where Ashton Road and Cloch Road meet.

### **Option 2 (No change)**

5.44 No new conservation area as this area does not require further protection over and above that provided by the Local Plan policies.

### **5.45 Questions**

1. Do you agree with the Council's preferred option for a new conservation area at Gourock? If you disagree with the preferred option, please give details.
2. Are there other options for a conservation area in Gourock that you would prefer? If you prefer another option, please give details.

KEY

Proposed Conservation Area boundary

Listed Buildings

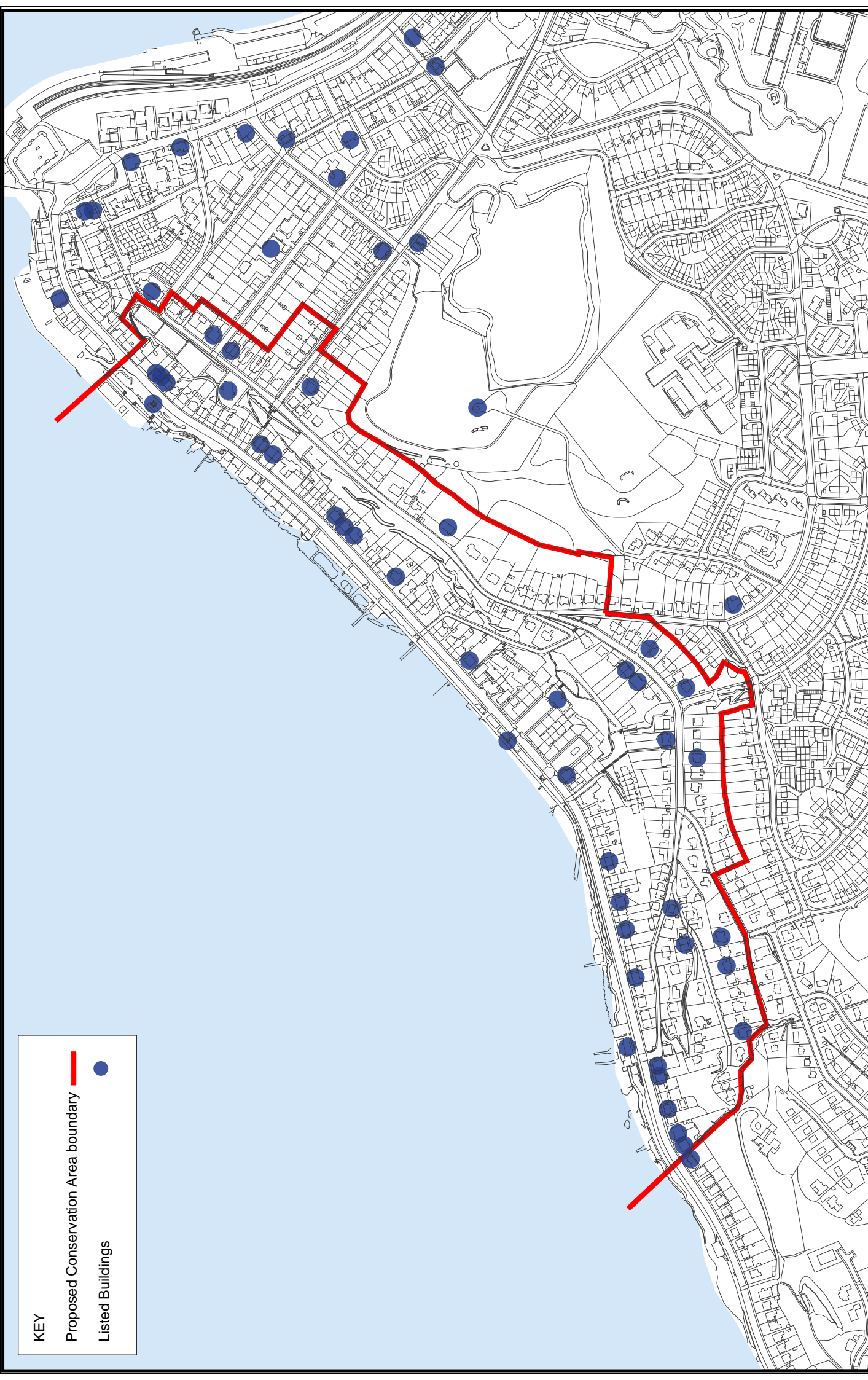


Figure 14: New Conservation Area for Gourrock - West Bay



## **Main Issue 13: Enabling Policy for Historic Buildings**

### **Background**

5.46 Scottish Planning Policy recognises enabling development as a tool for the retention of listed buildings. Although Scottish Planning Policy does reference enabling development there is little guidance, only stating that the development should be "...of a high design quality, protect the listed building and its setting and be the minimum necessary to enable its conservation and re-use" (paragraph 114).

5.47 While Scottish Planning Policy lacks guidance in its policy, English Heritage has a well established policy. The original document, 'Enabling Development and the Conservation of Heritage Assets' was published in June 1999. Since then the document has been updated with the most current policy being, 'Enabling Development and the Conservation of Significant Places', published in 2008. This document deals in detail with the concept of enabling development; roles and responsibilities (of all those involved), the legal basis for requiring the justification necessary to determine planning applications, understanding the places and identifying options, understanding the issues, making the decision, securing the benefits and also monitoring and enforcement.

5.48 Within Inverclyde there have been developments which have been granted planning permission that could be classed as 'enabling development', most within the Green Belt. During the time these developments were being considered for planning permission no enabling development policy was in place and each site was considered on its own merits. Examples of these developments are as follows.

5.49 Auchenbothie House to the north west of Kilmacolm is a Grade B listed building. Cala Homes developed this site in 1995 with 15 houses around the building and 10 apartments within the building itself.

5.50 The former Bridge of Weir Hospital east of Quarriers Village is a Grade B listed building. Manor Homes Ltd were the developers of this site. Planning permission was granted for 25 flats within the former hospital and 24 new build detached houses in the grounds.

5.51 Langhouse near Inverkip is a Grade B listed building. Langhouse Development Ltd was given permission for the conversion of the main house into 2 units as well as the construction of 11 new houses. Of these, 9 will be mews cottages and the other 2 will be detached houses.

5.52 The former Broadfield Hospital on the eastern edge of Port Glasgow is a Grade A listed building. An amendment to the original 2002 planning permission was granted to Muir Homes in May 2010 for the erection of 33 dwellings, 16 of these being within the former hospital and 17 being a mix of detached, semi-detached and terraced housing in the grounds.

5.53 The former Balrossie School near Kilmacolm is a Grade B listed building. GMW Balrossie Ltd were given permission in 2007 for the conversion of the main building, the villa annex and the ornamental building into 12 flats and 2 dwelling houses as well as the creation of 26 2 and 3 bedroomed terraced houses.



5.54 A new policy for enabling development is now being considered in the new Plan due to a specific request from the agents acting for the owners of the Grade A listed Duchal House near Kilmacolm, and from the agents for Balrossie House. In order to address the issues associated with such houses and their estates, a number of options are set out to realise the potential benefits of an enabling policy.

#### **Option 1 (Preferred)**

5.55 A policy for enabling development is included in the new Plan which relates to Gardens and Designed Landscape designations only. This would focus policy on Ardgowan House, Duchal House and Finlaystone House, being the most significant historic buildings and their estates in the Green Belt.

#### **Option 2**

5.56 A policy for enabling development is included in the new Plan which relates to Gardens and Designed Landscape designations and also those classified as Buildings at Risk in the Green Belt. This policy would include those buildings where development proposals are advanced to secure them from further decline, as well as the most significant historic buildings and their estates in the Green Belt.

#### **Option 3 (No change)**

5.57 No policy is added to the Plan and Inverclyde Council continue to look at planning proposals and applications as they are submitted on their individual merits.

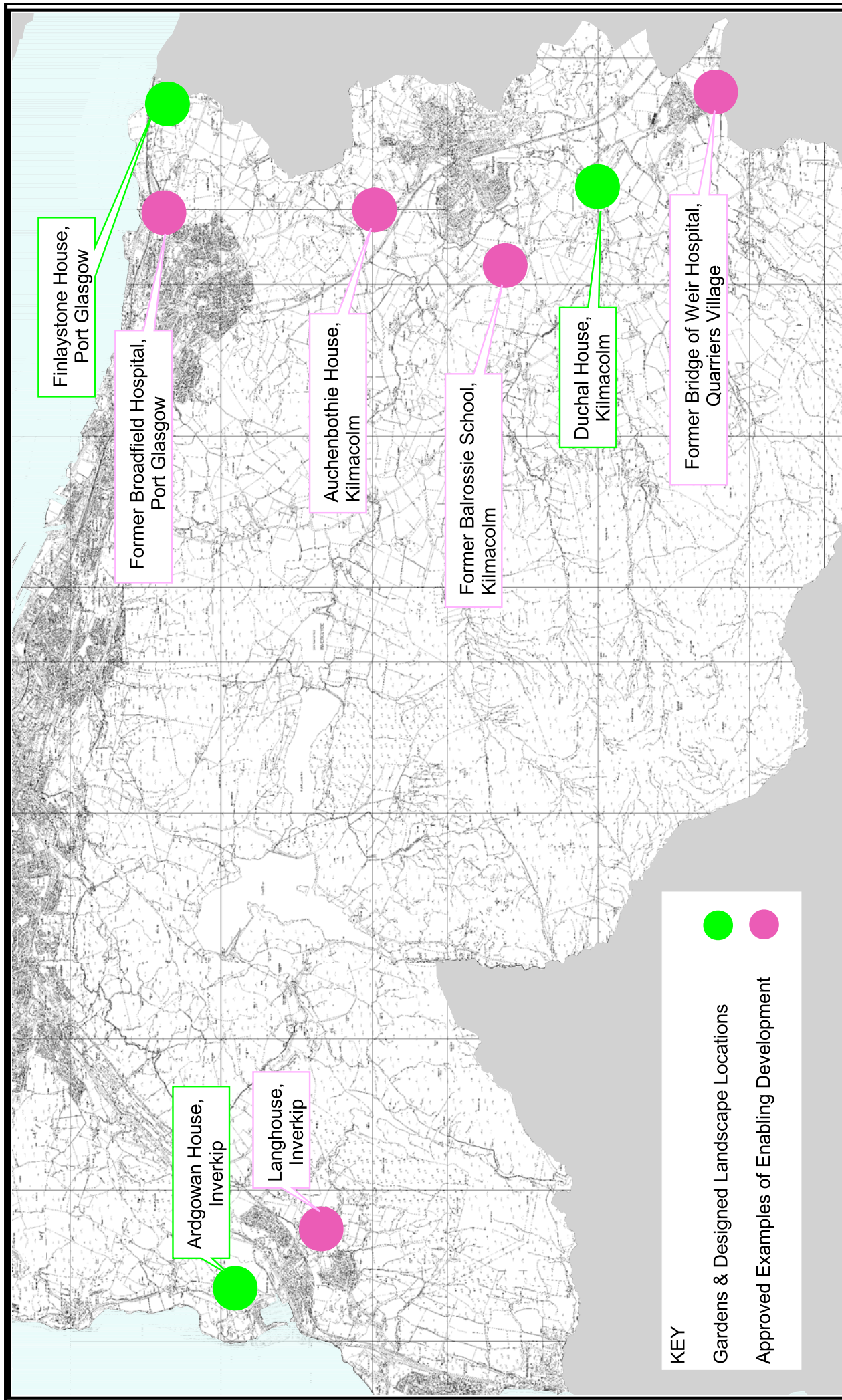


Figure 15 : Enabling Policy for Historic Buildings

## **CHAPTER 6: MAIN ISSUES – HOUSING**

### Housing Development Context

6.1 Scottish Planning Policy (SPP) and other Scottish Government guidance on planning for housing is concerned that the planning system should contribute to raising the rate of new housebuilding by identifying sufficient land to support the provision of a range of housing in the right places. This housing provision is expected to be development that is well designed, energy efficient, of good quality and in sustainable locations. A particular concern of Government is that Plans should allocate a *generous* supply of land to meet identified housing requirements across all tenures.

6.2 Housing need and demand assessment (in Inverclyde's case, the Glasgow and the Clyde Valley Housing Market Partnership's HNDA) provides the evidence base for defining housing supply targets in Inverclyde's Local Housing Strategy (LHS) and for allocating land for housing in the Development Plan (Glasgow and the Clyde Valley SDP and Inverclyde LDP).

6.3 As expressed in the Spatial Strategy Chapter of this report, the adopted Inverclyde Local Plan has as a central objective to support the development of sustainable communities and maximise new building on brownfield land, and this continues to be the preferred strategy for the new LDP.

6.4 It is equally important that the new LDP has policy in place to safeguard and improve the character and amenity of existing residential areas. In particular, it should continue to support housing providers in extending the market for owner-occupation and through the Area Renewal Strategy led by the Council/Registered Social Landlords in partnership with the private sector housebuilders. The policy of creating mixed tenure 'New Neighbourhoods' within the two main settlements of Greenock and Port Glasgow requires to be taken forward into the new LDP.

6.5 In other areas such as west Gourock and Inverkip, housebuilding has continued to provide a wide range and distribution of sites across all market sectors. Kilmacolm and Quarriers Village are part of the separate Renfrewshire HMA, where housebuilding in relation to the size of these communities has been maintained, although some affordability issues remain.

6.6 The allocation of sufficient land to meet housing needs and demands is a main objective of the new Plan, and this ongoing approach is supported by the most recent population and household projections referred to in the Spatial Strategy Chapter of this MIR, and in the HNDA document, included as a Background Report.

## Main Issue 14: Affordable (Low Cost) Housing

### Background

6.7 The delivery of housing through the Development Plan depends on appropriate and effective sites being made available to meet need and demand. While the GCV SDP is required to identify the land requirements for up to and beyond 12 years, from date of approval (expected to be 2013), LDPs are required to allocate land which is effective or capable of becoming effective to meet the housing land requirement up to 10 years, ensuring a minimum of 5 years effective land supply at all times. The relevant 'effective plan period' is 2013-20 (5 years + 2 years to allow for LDP adoption, in accordance with SPP); and with a longer term timeframe to 2025.

6.8 **Affordable housing** is broadly defined as housing of a reasonable quality that is affordable to people of modest incomes. The GCV HNDA defines 'affordable housing' as comprising predominantly social rented housing and 'intermediate' housing products, such as shared ownership and shared equity. Affordable housing therefore straddles the main tenure divide and indeed also includes 'mid-market' rented accommodation. The HNDA and Consultative Draft LHS identify a shortfall in affordable housing in Inverclyde, and this should be addressed in the Development Plan as part of the land allocation. As with market-led owner occupied housing, affordable housing need should be met, where possible, within the housing market area where it has arisen, but recognising that affordable housing requirements have been assessed first, at local authority level and then local authority sub area level.

6.9 In Inverclyde, two geographies have been defined in the HNDA:

- (1) for the purposes of the **Private Sector** (owner-occupation and private rented housing), the established City Region housing market area framework comprising of a discrete Inverclyde Housing Market Area (HMA), which covers all of the authority area except Kilmacolm and Quarriers Village, which forms part of the Renfrewshire Sub Market Area (SMA) of the Central (Greater Glasgow ) HMA, is applicable; and
- (2) for the **Affordable Sector** (predominantly social rented housing but also low cost housing, defined as 'intermediate' in the GCV HNDA), the Inverclyde Council area is subdivided into three sub areas, of Inverclyde East (comprising Port Glasgow, Greenock Central East and Greenock South West), Inverclyde West (comprising West Greenock, Gourock, Inverkip and Wemyss Bay), and the Kilmacolm and Quarriers Village area.

6.10 The Pre-MIR consultation engagement process included many who expressed a wish to see the Council specifically identify land requirements for both sectors of the housing market. The current adopted Local Plan does not differentiate according to tenure but the new integrated planning and housing approach described in Chapter 2 encourages councils to do so, whereby a council should use the outcomes of its HNDA and through its Local Housing Strategy, consider the role the planning system can play in the provision of affordable housing. In that case, the Inverclyde LDP should be clear on the scale of the requirement and outline a strategy of land allocations to meet identified need and demand. This all-tenure approach suggests that the new LDP should identify sites according to the two main sectors of the housing market where this is justified by the HNDA evidence base.

6.11 In addition to providing clear guidance on the scale and distribution of sites in the Plan, it is expected that councils will prepare supplementary planning guidance on how the affordable housing requirement for their area is expected to be delivered. This requirement, in the Local Housing Strategy defined as a 'housing supply target', would include provision through conversion and sub-division of properties and bringing empty properties back into use. For new build provision, an indication of the different possible approaches to delivery could include:

- (i) through a percentage of completions for affordable housing on a site being prescribed (the 'quota approach', say 25% of all completions);
- (ii) the role expected of RSLs in the reprovisioning of their stock as part of the Area Renewal Strategy, where the introduction of mixed tenure is an established policy objective; or
- (iii) through the provisions of the approved Glasgow and the Clyde Valley Joint Structure Plan 2006, Strategic Policy 9 (A)(iii), where exceptional release from the Green Belt can be made for the sole purpose of meeting an identifiable need through the provision of affordable homes.

#### **Option 1 (Preferred)**

6.12 To fully reflect and provide for the housing needs and demand identified in the GCV HNDA, the LDP should identify and protect housing development opportunity sites which are best suited for Affordable Housing (social rented and intermediate, low cost housing), to distinguish them from mainstream private sector housing sites.

#### **Option 2 (Partial change)**

6.13 In recognition of the land allocations already made in the adopted Local Plan and their remaining capacities, the LDP should identify and protect only those housing development opportunity sites which are best suited to Affordable Housing that are in Inverclyde Council or RSL ownership.

#### **Option 3 (No change)**

6.14 To maintain flexibility in the residential land allocations in the LDP, retain the existing approach where no distinction is made in terms of housing tenure.

#### **Development Opportunities**

6.15 Main Issue 15 in this report considers the future use of a number of undeveloped sites for housing allocated in the adopted Local Plan on the edge of settlements, and their appropriateness for meeting affordable (low cost) housing requirements in the new Plan. In addition to these sites, there are other established local plan sites that would be suitable for meeting the affordable housing need identified in the GCV HNDA, and others for example, through 'windfall' and surplus council and other public sector sites. A specific requirement for more centrally located sites accessible to local amenities is important to meeting the needs of such households, including the elderly.

#### **6.16 Questions**

1. Do you agree with the Council's preferred option? If you disagree, please give reasons.
2. Are there other options for meeting Inverclyde's housing needs and demands that you would prefer and if so, please give details, including suggested sites.

## **Main Issue 15: Undeveloped Housing Sites on the Settlement Edge**

### Background

6.17 The adopted Inverclyde Local Plan identifies Housing Development Opportunity (Policy H5) sites to accommodate various market sectors, all of which are programmed over three time periods, short, medium and long term. Since the adoption of the Plan, many of these sites have been built-out, others have made significant progress toward development such as securing planning permission in principle, while others have remained in the Plan with little interest having been expressed in them. In some cases housing sites have secured planning permissions which have lapsed due to little or no interest from developers. In most cases this has had little to do with the current downturn in the economy and housing market.

6.18 A number of these housing opportunity sites where little interest has been expressed or permissions lapsed are located on the edge of the settlements, of Wemyss Bay, Gourock, Greenock, Port Glasgow and Kilmacolm, with many being greenfield sites. Several are in areas where a healthy demand for sites has been demonstrated in the past, and would perhaps have been expected to have been subject to greater developer interest than has happened, particularly from the private housing sector.

6.19 The following is a list of housing opportunity sites which have been identified in the adopted Inverclyde Local Plan, most of which have shown little indication of development progress (the reference is the Inverclyde Council application number):

#### 6.20 Inverclyde Housing Market Area:

1. The Meadows phase 2, Wemyss Bay (IC0221B)
2. Levan Farm phase 3, Gourock (IC0397)
3. Cloch Road (former Ramada Jarvis Hotel), Gourock (IC0420)
4. Rosemount Place, Gourock (IC0270)
5. Killochend Drive, Greenock (IC0333)
6. Strone Farm, Greenock (IC0357)
7. Renton Road, Greenock (IC0094 and IC0094C)
8. Parkhill, Port Glasgow (IC0026)
9. Ravenscraig Hospital, Greenock (IC0364)

#### 6.21 Renfrewshire Sub housing Market Area

10. Whitelea Road, Kilmacolm (IC0030A)
11. Leperstone Avenue, Kilmacolm (IC0379)
12. Smithy Brae, Kilmacolm (IC0421 and 0430)

6.22 There are two further housing opportunity sites that lie on the edge of the urban settlement boundary, although both have been excluded from the above list. While Inverkip Power Station site lies on the northern edge of Wemyss Bay, it is a brownfield site which requires demolition and significant land preparation work. It is acknowledged that any housing development will be largely in the medium to long term. Ravenscraig Hospital lies on the southern edge of Greenock, and although part of it has been identified as a potential housing site in the Local Plan, it is currently a working hospital.

6.23 Main Issue 14 in this report considers the identification of affordable (low cost) housing sites in the new Plan, a matter which requires to be addressed on the evidence of the GCV HNDA findings for Inverclyde, and which was raised by a number of stakeholders throughout the early pre-MIR engagement consultation undertaken in 2009/10. Two of the options identified to address this issue include the protection of those sites best suited for affordable housing (social rented and 'intermediate' low cost housing) in order to distinguish them from private sector housing. While one option is to protect only those sites that are in Council or RSL ownership for affordable housing, the preferred option is to protect all appropriate affordable housing sites.

6.24 It is worth noting that the approved Joint Structure Plan 2006 allows for exceptional release from the Green Belt if it is solely for the purpose of an identified need for the provision of affordable housing. While the sites identified above are all within the defined urban area, many share the characteristics of a Green Belt location. Their non-development provides some evidence that further release of sites from the Green Belt in the forthcoming LDP to provide an even more generous supply of land for housing, may not achieve the desired effect of stimulating house building.

### **Option 1**

6.25 Identify and protect those of the above sites that are considered appropriate for affordable housing to distinguish them from mainstream private housing sites. It should be noted that many of these sites may be most appropriately developed for 'intermediate' low cost housing.

### **Option 2 (Preferred Option)**

6.26 In addition to Option 1, identify and protect those of the above sites where the introduction of a quota of affordable housing in addition to mainstream private housing would be considered appropriate. It should be noted that the affordable housing could include a mix of both social rented and 'intermediate' low cost housing.

### **Option 3 (No Change)**

6.27 Retain the above sites as general housing development opportunity sites as they are currently identified in the adopted Inverclyde Local Plan.

### **Option 4**

6.28 Remove the current 'housing development opportunity' designation from the above sites and designate those that are appropriate as Green Belt.



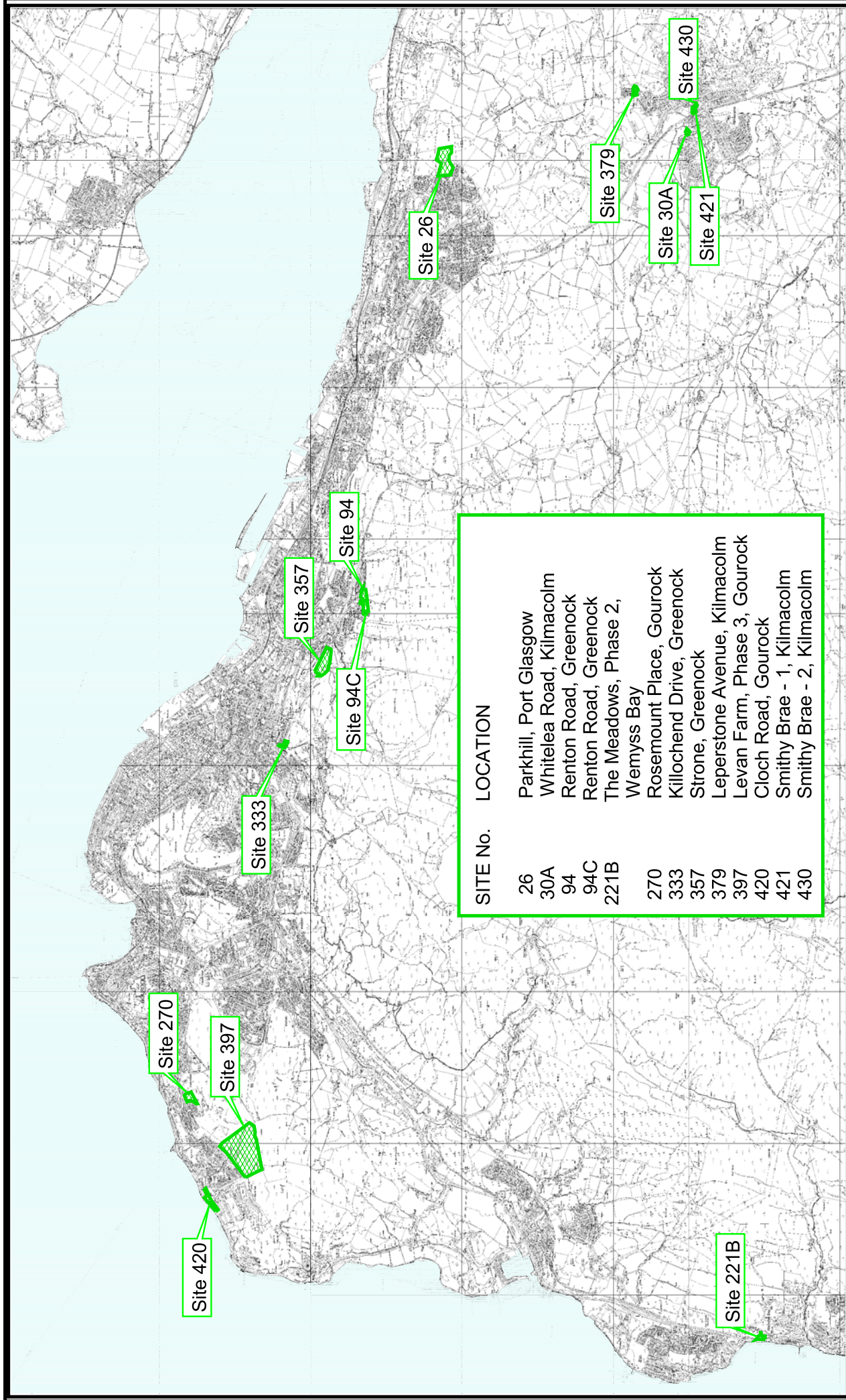


Figure 16 : Undeveloped Housing Sites on the Settlement Edge



## **Main Issue 16: Port Glasgow Inner Lower Study Area**

### Background

6.29 The adopted Local Plan in its Development Strategy had little to say on Robert Street, the collective name for the close-knit high density private housing area in Port Glasgow to the east of the town centre. At that time, the Area Renewal Plan study of Port Glasgow, which had addressed the problems of the Inner Lower Port had not been fully explored and debated and therefore, proposals could not be included in the Plan. Since then, a number of studies and initiatives have been brought forward, but little change other than environmental improvements has been implemented.

6.30 The adopted Local Plan did include the large potential housing development opportunity site of Clune Brae/Nether Auchenleck, to the east of Robert Street, but despite interest in parts of the site, no development has progressed. Since the Plan's adoption, the renovation and conversion of the grade 'A' listed former Gourrock Ropeworks has been completed and the Lidl Store, south of the railway line has been developed, but land remains vacant here and elsewhere in the area designated. There are some sites with extant planning permissions for housing development and others where permissions have lapsed, but little development activity overall. Included in this area is the predominantly social rented (RCH) housing on Glasgow Road and at Kelburn Terrace, each with issues of low demand and void properties, and the Bouverie Street tenements, with its specific problems, but an important part of Port Glasgow's townscape.

6.31 The Clune Park Regeneration Area Initiative (covering an area centred on Robert Street) – a Council-led Partnership tasked with bringing forward a plan for the area - has after several years and the consideration of different options, agreed on a way forward. A Housing Options Study in 2006 provided information for early discussions and in October 2007, the Council approved a Regeneration Strategy. This would involve the complete demolition of the 45 four-storey tenements and new build of approximately 95 units, which is considered to be the most appropriate way of delivering the regeneration of the wider Clune Park area. A Private Sector House Condition Survey in March 2011 provides an up to date evidence base for this strategy and will help to inform appropriate intervention measures for the area. However the two main issues central to the progression of regeneration in the Clune Park area are finance and legislation, both of which require further discussion with and input from the Scottish Government.

6.32 In the other areas designated for the Inner Lower Port, the aims of regeneration should be, in partnership with key stakeholders (primarily RCH, ri and the private sector), to improve the overall environment through the removal and/or redevelopment of underused and vacant gap sites, the identification of suitable new development opportunities, the clarification and rationalisation of land use allocations, and to work with the local community to integrate this area better with the centre of Port Glasgow and the emerging New Neighbourhood of Woodhall and other developments to the east.

6.33 Of particular importance is the future of the Bouverie Street tenements, the subject of a feasibility study commissioned by RCH to determine the cost-benefits of retaining the buildings and their renovation and conversion to reduce the number of self-contained dwelling units in the property. In a similar way to Clune Park, the estimated capital expenditure is greater than current expectations of funding likely to

be made available, with potentially serious implications for the future life of the buildings.

6.34 A number of Questions arise from the identification of this Study Area:

- (1) What do you consider should be the geographical extent of the area designated 'Port Glasgow Inner Lower' for the purposes of an integrated development framework to inform the LDP Proposed Plan?
- (2) What other development proposals would you consider to be most appropriate to complement the predominantly housing and community use designations in the Plan, for Clune Park, and for other areas of the Inner Lower Port, such as Glasgow Road/Kelburn Terrace?
- (3) Should the LDP Proposed Plan continue to designate the housing development opportunity site of Clune Brae/Nether Auchenleck (see options below)?
- (4) What other uses could be made of the vacant and underused sites within the designated area of the Inner Lower Port?
- (5) Should the LDP Proposed Plan seek to protect, through a policy designation, the outstanding townscape value of the Bouverie Street tenements?

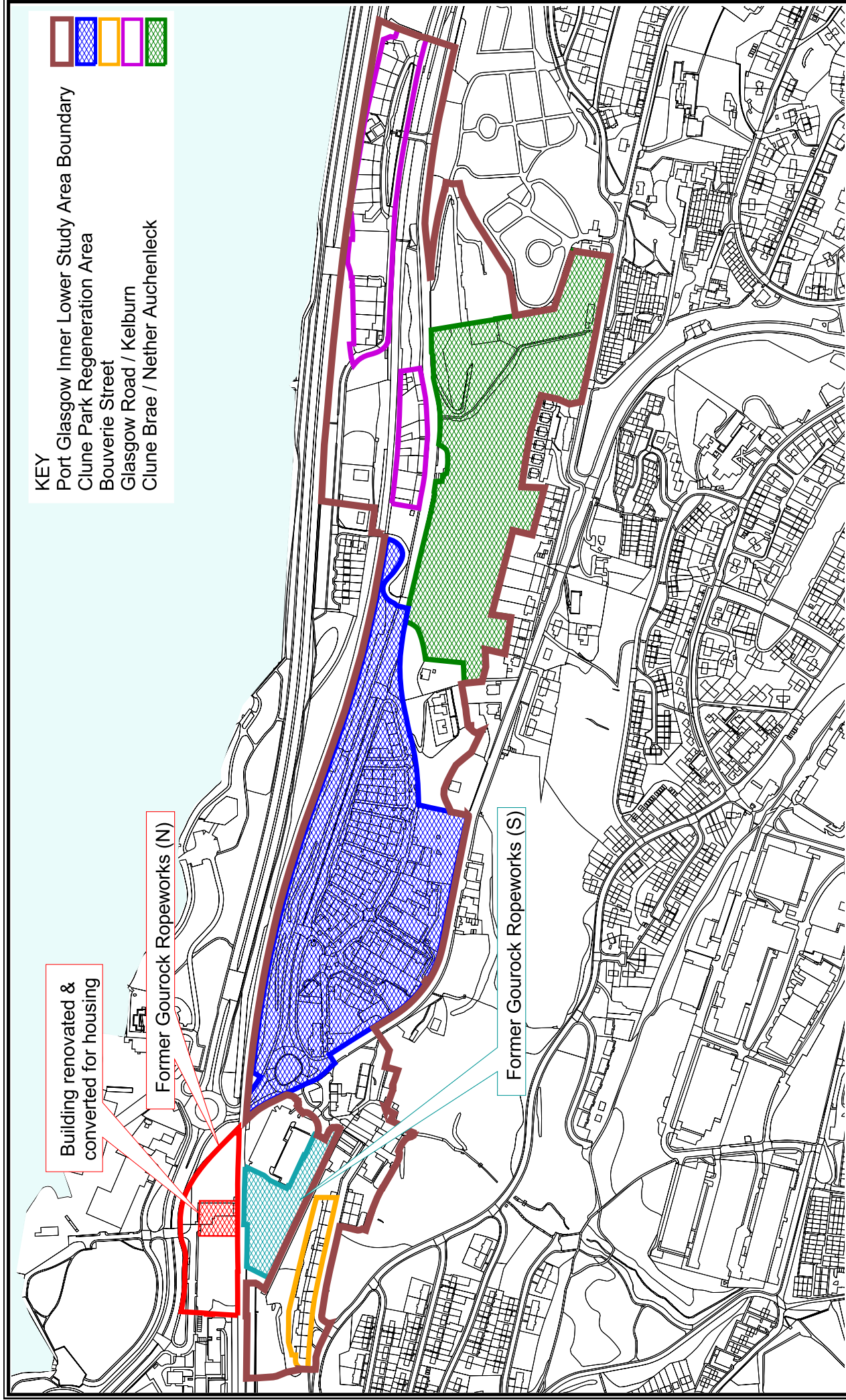
6.35 The following options relate to one specific key site.

#### **Option 1**

6.36 Should the currently designated housing development site at Clune Brae/Nether Auchenleck be removed from the Plan, with greater flexibility given to potential uses of the site? While alternative uses could include an element of housing in certain specific parts of the site, greater emphasis could be placed upon the green network and linkages through the site, and opportunities for leisure and recreational uses. Appropriate renewable energy opportunities could also be explored.

#### **Option 2**

6.37 Should the currently designated housing development site at Clune Brae/Nether Auchenleck remain in the Plan as a potential housing development opportunity?



KEY

- Port Glasgow Inner Lower Study Area Boundary
- Clune Park Regeneration Area
- Bouverie Street
- Glasgow Road / Kelburn
- Clune Brae / Nether Auchenneck

Building renovated & converted for housing

Former Gourrock Ropeworks (N)

Former Gourrock Ropeworks (S)

Figure 17 : Port Glasgow Inner Lower Study Area



## **Main Issue 17: Greenock Central East Study Area**

### **Background**

6.38 The current Local Plan has within its Development Strategy a number of designations for 'Areas of Change', including the New Neighbourhoods and 'Major Area(s) of Potential Change' within two of the Special Development Areas. The latter cover those areas where there is the potential for large scale change through a number of development opportunities, but at the time of completion of the Final Draft Plan uncertainty remained over future plans for these areas.

6.39 The Greenock Central East Study Area is similar in planning policy terms to the 'Major Area of Potential Change' designation in the adopted Local Plan. There is considerable uncertainty over the most appropriate framework for its overall planning and development, due largely to the size and diversity of the area required for study, the range and complexity of land uses within and the underlying longstanding nature of the problems in this distinctive inner urban area of Greenock.

6.40 The designation of a Study Area for Central East Greenock - stretching from the Belville Street multi-storey flats in the north east and Strone in the south east, to Drumfrochar/Broomhill in the west, and taking in the KGV/Wellington park area, the former Tate & Lyle industrial sites, and Drumfrochar, Lynedoch and Ingleston industrial estates, is appropriate for a number of reasons. The majority of the area is of low townscape value, containing a varied mix of different uses and a considerable number of vacant, derelict and underused sites. The predominantly social rented (RCH) housing area of Drumfrochar/Broomhill contains an above average proportion of vacant and void properties, interspersed with private housing and community uses, and has the potential to be a LDP 'New Neighbourhood'.

6.41 The area's regeneration would aim to improve the overall environment, clarify and rationalise its land use allocations, take advantage of the development opportunities already identified (refer to adopted Local Plan, Schedule 7.1) and add new ones. An important consideration should include the potential to provide a mix of housing close to the centre of the town and, not least, assist with another phase of RCH's Reprovisioning Strategy and potentially other RSLs provision of affordable homes in the locality.

### **Outline of Issues and Potential Development Opportunities**

6.42 A scoping exercise of the area by consultants S&P and a 'Regeneration Game' devised by A+DS involving the community groups represented on the Greenock Central East Task Group, covering this large and diverse area has been undertaken. The stage reached however does not allow for the presentation of a finalised development framework/masterplan for the area as a single entity as the full extent of the area designation remains an issue for discussion through this MIR.

6.43 The principles underlying the potential scope of proposals in the individual sub areas outlined below (also to be confirmed through consultation), is that the majority of the area can be examined in terms of its potential to become a New Neighbourhood, with the predominant land use in those areas most subject to change being residential. It is acknowledged that there is potential for other complementary and/or compatible land uses, with consolidation of existing business and industrial land, particularly within the industrial estates (refer below).

**6.44 Drumfrochar/Broomhill** – RCH own the majority of the southern part of this area and it is currently the subject of an Options Appraisal/Feasibility Study consisting of circa 770 properties, 500 of which are occupied, dating from 1920s to 1970s and of varying types and quality. It is anticipated that the potential yield following selective demolition would provide a site capacity of circa 120 units, based on a housing density equating with semi-detached and terraced housing. RCH in tandem with this study are undertaking another Masterplanning exercise in the Peat Road/Hole Farm area, which is a designated New Neighbourhood in south west Greenock in the adopted Local Plan. It is RCH's expectation that any required reprovisioning of households arising from within this area would be re-housed either in the area or alternatively in Peat Road/Hole Farm, the latter accommodating circa 150 households. The remainder of the area is largely given over to private housing and community uses.

**6.45 Former Tate & Lyle Sites** – three of the four sites are either vacant, derelict or underused and designated in the Local Plan for mixed use (allocation is for business, industry, storage and distribution, car sales, residential institutions or community uses). The south west site has been developed for general industrial use and more recently a planning permission has been granted for part residential/part yardage space/warehousing on the north western site. The greater part of the area, comprising the south eastern site, has been derelict for 12 years.

**6.46 Drumfrochar, Lynedoch and Ingleston Industrial Estates** – the former Tate & Lyle works is the most southerly part of the designated Greenock East Business Area, a Special Policy Area 'SA3' of the adopted Local Plan. The predominant land uses within this area come under Use Classes 4 'Business (Office, R&D, Light Industry); 5 'General Industrial' (including 'Special Industrial'); and 6 'Storage and Distribution'. It is envisaged that the majority of this area, comprising the separate estates of Lynedoch, Ingleston (North and South), and individual sites on either side of Baker Street, will remain in business/industrial use. It is not expected that major changes will be required in these estates and they should continue to provide well-serviced properties for the needs of Inverclyde businesses, each having its place in the local economic base.

**6.47** Within the 'SA3' area there are a number of sites that are vacant and/or derelict, or underused. Among the most prominent is the former BT **Regent Street site**, adjacent to Greenock Central Station. Like the former Tate & Lyle sites, the designation in the Local Plan is 'mixed use' to encourage a flexible approach to its development. Unlike the Tate & Lyle sites, one of the preferred acceptable uses is residential and, in addition, 'park & ride', in line with the emerging parking strategy.

**6.48 Carnock and Carlsburn (incl fmr Kincaid Works (west))** – the business area to the north of the main railway line is included in this Study Area because it is one of several employment areas in Inverclyde, centrally located and accessible to the neighbouring residential areas in Central East Greenock. Much of this area was formerly part of the Inverclyde Enterprise Zone and currently, the former Kincaid Site (west) is being marketed by ri as part of the Council's Strategic Business Land Supply. Apart from the Carnock area which has a more flexible business designation reflecting its mix of land uses, the policy designation of this area is business and industrial and is not expected to change in the new LDP.

**6.49 Wellington Park Bowling Club** – depending on the scope for redevelopment for housing or other uses on adjacent land to the west, and the potential to integrate some or all of this area in future development proposals, consideration should be given to the relocation of this facility locally to assist in realisation of such a scheme.

6.50 **Upper Cartsburn Street** – the relocation of the industrial use(s) in this very poor environment with difficulties of access, would benefit the overall area and should be considered.

6.51 **Wellington Park/KGV** – the adopted Local Plan identifies this area south of the main railway line as a leisure and recreational development opportunity for part of Wellington Park. However, the boundaries are not fixed and draft proposals have been discussed with the Council for housing development, conditional on retention of land for playing fields/open space. It should be noted that any development affecting the parks will require discussion with Fields in Trust (formerly known as the National Playing Fields Association) to address burdens on the land title.

6.52 **Strone/Strone Farm** – the adopted Local Plan has identified this area as two residential development opportunities, one on the footprint of former council housing in Strone immediately to the east and linked to the above site, the other a greenfield release site under the provisions of the 2005 adopted Plan. RCH acquired the former under the Stock Transfer Agreement in 2007 and it would appear to be surplus to requirements for the foreseeable future; the latter site is privately owned, with planning permission for owner-occupied housing.

6.53 **Berryyards** – this is a quite small area to the west of the above two designations, also south of the railway line with difficulties of access. There are potential ground consolidation issues due to the infilling of the former reservoir. Despite this, there are a number of existing properties and there have been planning applications submitted in years past. This area could be considered as part of a New 'Strone' Neighbourhood. While the site may not be appropriate for development itself, this area could potentially form an important (and perhaps necessary) access south of the railway line to the Local Plan development opportunities identified at Wellington/KGV above.

6.54 **Belville Street Area** – this is a diverse area of mixed uses but is predominantly a housing area with pockets of difficult-to-let social rented properties. An extensive area of land has been cleared through the demolition of three of the seven Multi-Storey Flats on the north side of Belville Street. Landscaping has been undertaken on the steep slopes remaining but there is the potential for more mature and permanent 'greening' of the overall area, to provide both local and more 'strategic' path links (refer to Main Issue 9: Green Network and Area Renewal). RCH have commissioned consultants to investigate the potential for community/small business uses. Elsewhere there are vacant, derelict and underused sites, some identified as development opportunity sites, which would benefit from a re-examination of their potential, whether for residential, business or other community use.

### **Other Associated Matters: Transport, Accessibility and Access**

6.55 A number of significant transportation routes cross this area, raising questions over the impact they would have on the potential to secure a 'New Neighbourhood' in this part of Greenock if not addressed properly. These routes create local barriers to movement and accessibility and make the area poorly connected to the rest of Greenock, most notably:

- (i) Baker Street – Drumfrochar Road (B7054) - the route of the potential Greenock Town Centre Relief Road, identified in the adopted Local Plan;
- (ii) Glasgow – Wemyss Bay railway line; and

- (iii) former (disused) railway cutting (a branch line from the above railway crossing the area from east to west, to the Ocean Terminal in west Greenock) – this could be identified as an opportunity for a ‘linear heritage-green’ route, and is supported by the S&P study.

6.56 In addition, the ‘Puggy Line’, an underused path along the line of a former railway has the potential to be identified as a strategic east-west access route through the currently designated area for housing development south of the main railway line. This potential ‘green network’ opportunity could connect the renowned heritage of the Greenock Cut at Overton in the west, via the Auchmountain Glen improvements by Strone, and east to Lady Octavia Park and the National Cycle (Sustrans) Route 75.

6.57 A number of Questions arise from the identification of this Study Area:

- (1) What do you consider to be the appropriate geographical extent of this study area for a masterplanning exercise?

For example, should the designation ‘Central East Greenock’ extend east of the Policy SA3 Special Area designation in the adopted Local Plan, to include the mixed uses, and vacant and/or derelict and underused land in the Belville Street area, to allow for further rationalisation of land uses, redevelopment potential and re-provisioning possibilities?

- (2) Would there be merit in designating a ‘South Central Greenock New Neighbourhood’ in the forthcoming LDP Proposed Plan, and what area should it cover - Broomhill/Drumfrochar only or ‘Greater Strone’, to include the development opportunity sites south of the railway line?
- (3) How can accessibility be improved within the area, which is currently severely bisected by the Glasgow – Wemyss Bay railway line? Are there opportunities to improve access through Berryyards or is it better to access development opportunities south of the railway line from the east through Strone?
- (4) Would the proposal to realign the as yet unimproved Baker Street/ Drumfrochar Road and other potential related improvements, be enhanced through the designation of a ‘New Neighbourhood’ covering the Broomhill/Drumfrochar area and/or ‘Greater Strone’?
- (5) What is the scope for making significant environmental improvements to the overall area and essential improvements made to accessibility, within and throughout the area, with a commitment to the building of the relief road and other access improvements, as illustrated in the S&P study?
- (6) Would there also be potential to open-up the former Ocean Terminal railway line that bisects the area as a linear access route, with associated heritage and environmental improvements?

6.58 The following options relate to two specific key sites.

**Option 1 (Preferred)**

6.58 Should the currently designated mixed use policy area of the former Tate & Lyle works change to having a more flexible land use coverage, to include residential (in a similar way to the former BT Regent Street site in the adopted Plan).

**Option 2 (No Change)**

6.59 Should the general mixed business and industrial areas of the former Tate & Lyle works remain designated and protected for Use Classes 4, 5 and 6, and 8 and 10, as in the adopted Local Plan.

**Option 3 (Preferred)**

6.60 Should the general business and industrial areas of Lymington and Ingleson (currently designated Policy B1 in the adopted Local Plan) be made more flexible, as stated in Preferred Option 1 (bullet point 3) under Main Issue 4 of this report.

**Option 4 (No Change)**

6.61 Should the general business and industrial areas of Lymington and Ingleson remain designated and protected for Use Classes 4, 5 and 6 only, as in the adopted Local Plan.



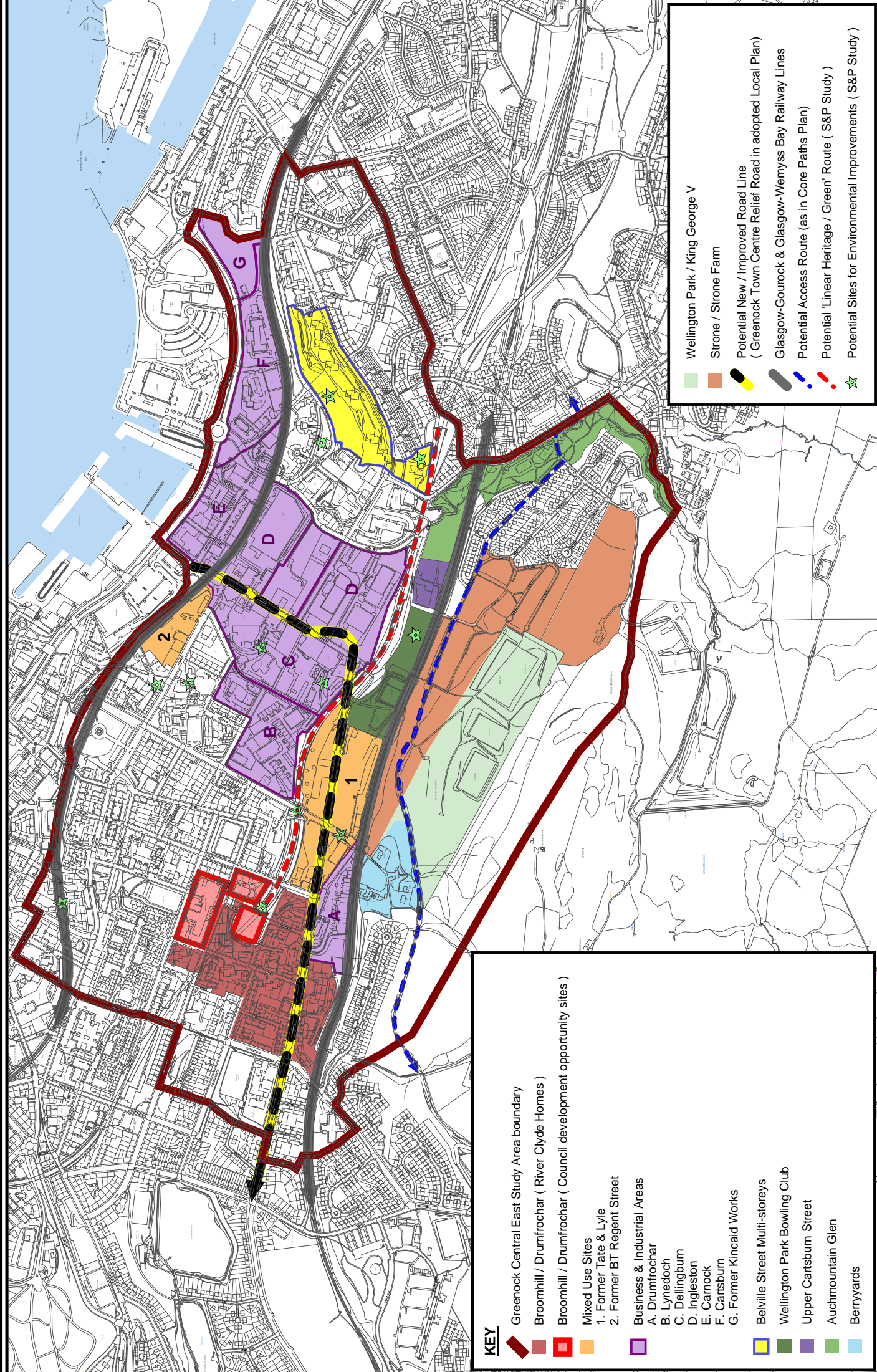


Figure 18: Greenock Central East Study Area

## **CHAPTER 7: SUGGESTED DEVELOPMENT SITES**

### **Site Assessments**

7.1 The Local Development Plan Participation Statement was first published in March 2009, and has been updated annually since. This outlines the methods and timing of consultation and engagement with stakeholders, in particular emphasising the importance of early engagement. Since the summer of 2009 the Council has been actively involved in seeking the views of national and local government bodies, local companies and groups, community and voluntary organisations as well as landowners and developers who have an interest in the local planning process. A Pre-MIR Engagement Report was published in March 2010 which detailed the issues raised and by whom. Part of this report highlighted the response from specific developers and landowners who sought consideration of their land for alternative uses to that defined in the current adopted Inverclyde Local Plan. Since March 2010 there has been additional sites identified to the Council seeking a change in designation of certain land through the development plan process.

7.2 As part of the Local Plan review, it is important that all of these sites are assessed as to their suitability for change as described, and the Suggested Development Sites background paper sets out the criteria against which they have been assessed, together with the assessment of each. Most of the sites considered are located on the edge of one of the existing settlements and within the Green Belt, although a number are former industrial land or open spaces within the urban area.

7.3 The following is a list of all those sites that have been suggested to Inverclyde Council as being more appropriate for an alternative use to that shown in the Inverclyde Local Plan. They are separated into Green Belt sites and those contained within a settlement boundary.

**Figure 20 - Suggested Development Sites in the Green Belt**

	<b>Site</b>	<b>Town</b>	<b>Owner/Agent</b>	<b>Current Local Plan Designation</b>	<b>Suggested Use</b>
1	East of former Bridge of Weir Hospital	Quarriers	Quarriers	Green Belt	Housing
2	West of former Bridge of Weir Hospital (1)	Quarriers	Quarriers	Green Belt	Housing
3	West of former Bridge of Weir Hospital (2)	Quarriers	Quarriers	Green Belt	Housing
4	Land to the rear of the former Police Station, Lochwinnoch Road	Kilmacolm	Duchal Estate / James Barr	Green Belt	Housing
5	Lochwinnoch Road	Kilmacolm	Page Park / St Columba's School	Green Belt	Education

6	North Denniston Farm	Kilmacolm	Duchal Estate / James Barr	Green Belt	Housing and School Extension
7	Bridge of Weir Road	Kilmacolm	Duchal Estate / James Barr	Green Belt	Housing
8	West of Quarry Drive	Kilmacolm	Mactaggart & Mickel	Green Belt	Housing
9	Planetreeyetts	Kilmacolm	Mactaggart & Mickel	Green Belt	Housing
10	South of the Cemetery	Kilmacolm	Mactaggart & Mickel	Green Belt	Housing
11	Former Quarry, Port Glasgow Road	Kilmacolm	Mr Madden	Green Belt	Housing
12	Whitelea Crescent	Kilmacolm	Redrow Homes	Green Belt	Housing
13	The 'Plots' site, Port Glasgow Road	Kilmacolm	Mr and Mrs Hammond	Green Belt	Housing
14	Balrossie	Kilmacolm	Lambert Smith Hampton / GWM Balrossie	Green Belt	Housing
15	Parkhill Farm (1)	Port Glasgow	Mrs Rowan Hamilton / Smiths Gore	Green Belt	Housing
16	Parkhill Farm (2)	Port Glasgow	Mrs Rowan Hamilton / Smiths Gore	Green Belt	Housing
19	Mill Dam	Port Glasgow	Mr McConaghy / Gavin Cumming	Green Belt	Housing
22	Dougliehill Road	Port Glasgow	Mr and Mrs Crighton	Green Belt	Housing
23	Montrose Avenue	Port Glasgow	Inverclyde Council Property Assets	Green Belt	Housing
27	Old Largs Road	Greenock	Ersilia Macari / Richard Fox	Green Belt	Housing
31	'Cheesewedge' site, Cowal View	Gourock	Gourock Golf Club	Green Belt	Housing*

\* Planning permission in principle granted in October 2010.

7.4 Criteria against which the suggested Green Belt sites have been individually assessed are as follows:

- Impact upon nature conservation designations (SPA, SSSI, SINC, LNR, TPO)
- Impact upon built heritage designations (conservation areas, listed buildings, SAMs, Gardens and Designed Landscapes)
- Landscape matters
- Green Belt issues (coalescence, ribbon development, settlement pattern)
- Roads matters (site access, road network)

- Traffic generation
- Connectivity and accessibility factors (proximity to public transport, town/village/local centres, schools)
- Flood risk
- Infrastructure availability.

**Figure 21 - Suggested Areas for Change within the Settlement Boundary**

	<b>Site</b>	<b>Town</b>	<b>Owner/Agent</b>	<b>Current Local Plan Designation</b>	<b>Suggested Use</b>
17	Barr's Brae (1)	Port Glasgow	Elder and Cannon	Open Space	Housing
18	Barr's Brae (2)	Port Glasgow	Elder and Cannon	Open Space	Housing
20	Former Scott Lithgow site	Port Glasgow	Gallagher Estates / Nathaniel Lichfield and Partners	Area of Potential Change	Retail
21	Tesco	Port Glasgow	Development Planning Partnership	Area of Potential Change	Town Centre Policy
24	Gibshill Road	Greenock	Inverclyde Council Property Assets	Open Space	Housing
25	Ratho Street/MacDougall Street	Greenock	Bryce Boyd Planning Solutions	Business and Industry	Housing
26	Drumfrochar Road (former Tate and Lyle site)	Greenock	Thomson Dawes	Mixed Use	Housing
28	Ker Street	Greenock	Aldi/GVA Grimley	Town Centre	Retail
29	HM Prison, Old Inverkip Road	Greenock	Drivers Jonas Deloitte	Housing	Housing
30	Fort Matilda Industrial Estate	Greenock	Ashcap (CNC) LLP /DPP	Business and Industry	Housing
32	Former Greenock High School and Glenburn School, Inverkip Road	Greenock	Drivers Jonas Deloitte	Housing	Prison*
33	IBM site, Spango Valley	Greenock	Highcross / Bryce Boyd Planning Solutions	Business and Industry	Mixed Use (Business, Housing and Commercial)
34	Western part of former IBM site, Spango Valley	Greenock	Sanmina / CBRE	Business and Industry	Mixed Use (Housing and Employment)

\* Planning permission in principle granted in March 2011.

7.5 The main consideration for the proposed change of the sites which are located within a settlement boundary is the appropriateness of the proposed change of use. All of these sites, with the exception of three open space sites, are brownfield, where the principle of development has already been established. In addition to the factors against which the Green Belt sites have been considered, other matters need to be considered, as follows:

- The current or former use of the site
- Industrial/business land supply matters
- If the site is vacant and for how long
- The quality of open space and its value to the community
- The accessibility of site for the particular use suggested.

7.6 A number of the above sites have themselves been identified as 'Main Issues' in this report, and potential options for future development or change in policy have been identified. These sites are:

1. Spango Valley, including the western part of the former IBM site, the IBM site itself and the former Greenock High School and Glenburn School sites. (Main Issue 1)
2. The Scott Lithgow and East Glen Yards site, together with the existing Tesco site. (Main Issue 6)
3. The former Tate and Lyle site at Drumfrochar Road forming part of a larger area (Main Issue 17)

### Green Belt Review

7.7 Reference should also be made to the Green Belt Review that was undertaken as part of this review of the Inverclyde Local Plan. The approach to the review was based on 'local' changes required to remove anomalies, be they minor or more significant, in order to ensure the settlement boundaries are defensible, and have the potential to be enduring, in accordance with Scottish Planning Policy. The methodology for the Green Belt review is contained within the Green Belt Review Background Report.



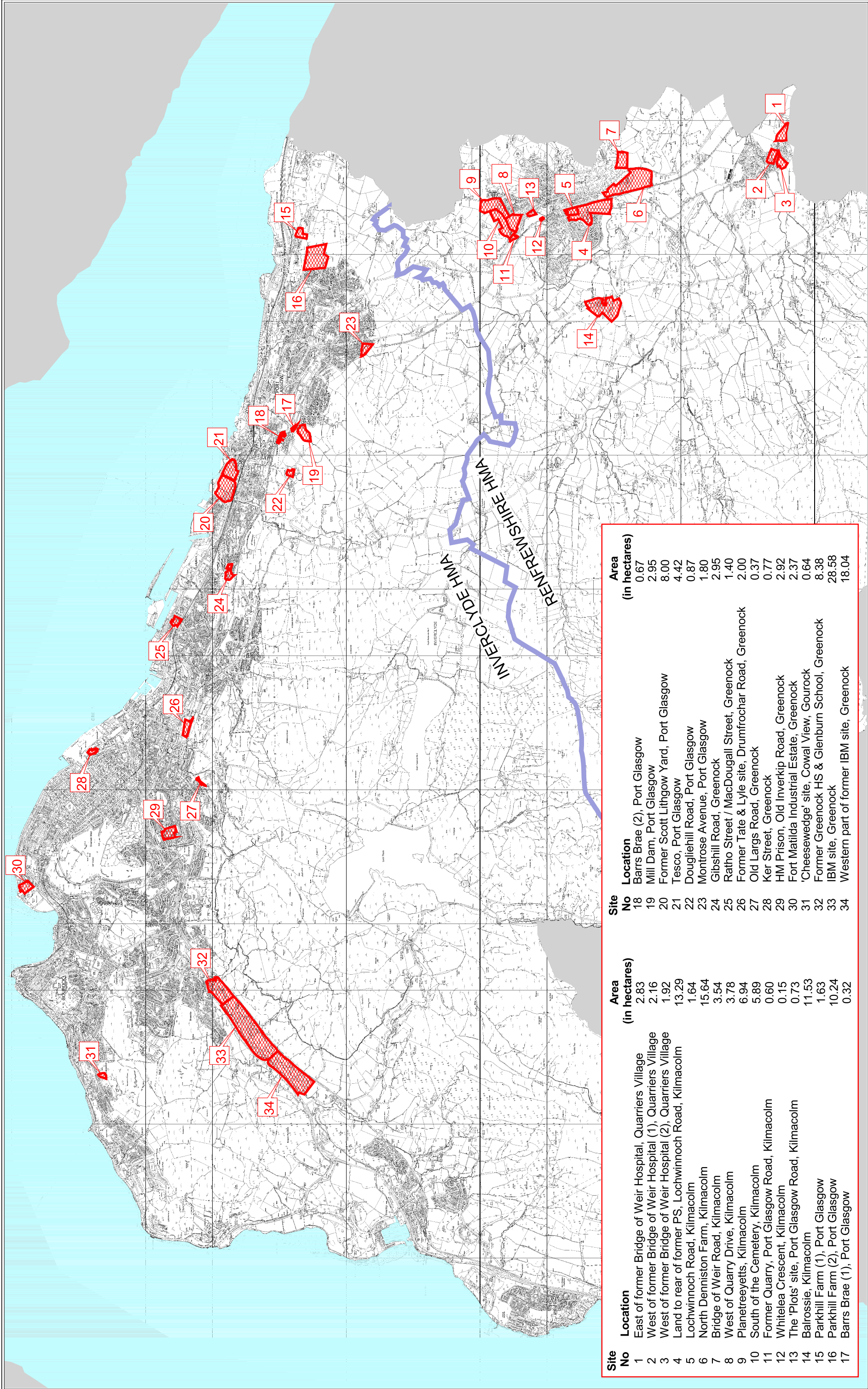


Figure 21 : Suggested Development Sites

● **Regeneration & Planning**  
Cathcart House  
6 Cathcart Square  
Greenock PA15 1LS

● **Tel: 01475 712406**  
**Fax: 01475 712468**  
**e-mail: [ldp@inverclyde.gov.uk](mailto:ldp@inverclyde.gov.uk)**  
**web: [www.inverclyde.gov.uk](http://www.inverclyde.gov.uk)**

**Inverclyde**  
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