

PLANNING POLICY STATEMENT ON OUR HOMES AND COMMUNITIES

Introduction

1. This planning policy statement on homes and communities has been prepared following the quashing of Chapter 7 (Our Homes and Communities) of the Inverclyde Local Development Plan by a Court of Session decision dated 22 July 2020. It does not form part of the development plan but does provide a policy context for proposals for housing and community facilities, including the identification of development opportunities, and for proposals for development within residential areas or affecting community facilities. It will be a material consideration in the assessment of such proposals. This planning policy statement focuses on the period to 2024. It will be a short-life document, as the Council is undertaking a full review of the Local Development Plan with a Main Issues Report due to be published in December 2020 and Proposed Plan in April 2021. As required by Scottish Planning Policy the new Local Development Plan will consider housing land issues for the period up to 10 years from its expected date of adoption, which is 2022.
2. Repopulation is a priority of the Inverclyde Outcomes Improvement Plan. Whilst the reasons for population changes are varied and complex, the availability of good quality housing in places where people want to live is a significant factor. Inverclyde offers a wide range of housing including Victorian villas, marina-side living, waterfront flats and historic building conversions. New build family homes for owner occupation have proven popular in areas such as Kingston, Port Glasgow and Hill Farm in Inverkip, and the area's housing associations have made significant investment in building new houses and bringing existing houses up to the Scottish Housing Quality Standard. Whilst there has been demolition of unpopular housing, areas of low-demand housing remain, which the Council and housing associations are continuing to address. The Council is committed to ensuring that the housing available within Inverclyde meets the needs of existing and new residents, and through this planning policy statement makes land available to meet housing need and demand, and protect and improve the attractiveness of existing residential areas.

Land for Housing

3. The 2017 Clydeplan Strategic Development Plan establishes the housing supply target and housing land requirement for the Inverclyde area for the periods 2012 to 2024 and 2024 to 2029. The housing supply target is a policy view of the number of homes a planning authority has agreed will be delivered in housing market areas taking into account a range of factors. The housing land requirement, is based on the housing supply target, but enhanced by a generosity allowance (15%) to ensure that sufficient land is identified to enable the housing supply target to be delivered. A housing supply target is set for different tenures (affordable and private housing) and market areas (Inverclyde and Renfrewshire, which includes part of Inverclyde), as well as the Council area as a whole. The Inverclyde housing market area for private housing sits wholly within the Inverclyde local authority area and contains the main urban

area of Greenock, Port Glasgow and Gourock, as well as Inverkip and Wemyss Bay. The Renfrewshire housing sub market area for private housing contains Kilmacolm and Quarrier's Village, the Renfrewshire local authority area, and part of East Renfrewshire.

4. As there have already been housing completions between 2012, which is the base year of the housing land requirement, and 2019, which is the date of the most recent finalised housing land audit, Table 1 sets out the housing land requirement that remains to be met after these completions are taken into account. This is established for the Council area as a whole for affordable and private housing and for the different housing market areas for private sector housing (Table 1).

Table 1: Housing land requirement

		Inverclyde Local Authority Area			Inverclyde Housing Market Area	Renfrewshire Housing Sub Market Area	Renfrewshire Housing Sub Market Area (Inverclyde part)
		Affordable	Private	All Tenure	Private	Private	Private
A	Housing Land Requirement 2012-2024	1,270	2,360	3,630	2,220	8,160	140
B	Completions 2012-2019	441	604	1045	601	3,872	3
C	Housing Land Requirement 2019-2024 (A-B)	829	1756	2585	1619	4,288	137
D	Housing Land Requirement 2024-2029	460	980	1,440	920	2,030	60
E	Housing Land Requirement 2019-2029 (C+D)	1,289	2,736	4,025	2,539	6,318	197

5. As well as meeting the housing land requirement, the Council is required to maintain a five-year effective housing land supply at all times. This is calculated by a pro rata division of the Clydeplan housing supply target for the period concerned. This calculation is shown for the different geographies and tenures in Table 2.

Table 2: Five-year effective housing supply target

		Inverclyde Local Authority Area			Inverclyde Housing Market Area	Renfrewshire Housing Sub Market Area	Renfrewshire Housing Sub Market Area (Inverclyde part)
		Affordable	Private	All Tenure	Private	Private	Private
F	Housing Supply Target 2012-2024	1,100	2,050	3,150	1,930	7,100	120
G	Annualised Housing Supply Target (F/12)	90	170	260	160	590	10
H	Five-year housing supply target (2019-2024) (G*5)	460	850	1310	800	2,960	50

Figures are rounded to nearest 10

6. Table 3 sets out the quantity of land identified for housing by this planning policy statement, as well as within the Renfrewshire and East Renfrewshire parts of the Renfrewshire housing sub market area, all as at 31 March 2019.

Table 3: Housing land supply in Inverclyde and Renfrewshire Sub-Housing Market Area at 31 March 2019

		Inverclyde Council			Inverclyde Housing Market Area	Renfrewshire Housing Sub Market Area	Renfrewshire Housing Sub Market Area (Inverclyde part)
		Affordable	Private	All Tenure	Private	Private	Private
J	Land programmed for development 2019-2024	891	1,116	2,007	1,018	4,368	98
K	Land available for development post-2024	728	2,688	3,416	2,650	6,313	38

Figures do not take account of sites disputed by Homes for Scotland

7. Scottish Planning Policy requires the planning system to identify a generous supply of land for each housing market area within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a 5-year supply of effective housing land at all times.
8. Comparison of the housing land requirement with the land programmed for development in the 2019-2024 period in the Inverclyde Council area indicates:
- A 62 unit surplus of land for affordable housing.
 - A 640 unit shortfall for private housing.
9. Comparison of the private housing land requirement with the land programmed for private housing development in the 2019-2024 period in the housing market areas indicates:

- A 601 unit shortfall of land for in the Inverclyde housing market area.
 - A 39 unit shortfall in the Inverclyde part of the Renfrewshire housing sub-market area.
10. Comparison of the five-year effective land supply target (2019-2024) with the land programmed for development in that period provides different surplus/shortfall figures than the comparison with the housing land requirement. This is because the five-year effective land supply requirement takes no account of completions in years prior to 2019, which in Inverclyde were usually below the annualised housing supply target. For the Inverclyde Council area, the comparison indicates:
- A 431 unit surplus of land for affordable housing.
 - A 266 unit surplus for private housing.
11. The comparison of the five-year effective land supply target (2019-2024) for private housing in the market area with the land programmed for private housing development in the 2019-2024 period in the housing market areas indicates:
- A 218 unit surplus in the Inverclyde housing market area.
 - A 48 unit surplus in the Inverclyde part of the Renfrewshire sub-market area.
12. In considering the above, it is important to note the following:
- (1) The comparison of the 2019-2024 programmed land supply against the housing land requirement and the five-year effective land target for the same period indicates different levels of surplus/shortfall. This is because the calculation of the housing land requirement for 2019-24 is affected by the number of completions in previous years, whilst the five-year effective land target is not. These calculations are based on methodologies that have emerged from the Court of Session decision on the Inverclyde Local Development Plan (housing land requirement) and the Scottish Government consultation document on Scottish Planning Policy (five-year effective land target). Shortfalls in either comparison may indicate a need for additional housing land to be identified.
- (2) The shortfalls indicated in the Inverclyde part of the Renfrewshire housing sub-market area do not necessarily imply a specific requirement for additional housing land in that area, as the Renfrewshire housing sub-market area should be considered as whole. However, the figures may provide guidance on the scale of the shortfall that could be attributed to that particular area.
- (3) The 2019 housing land audit for Inverclyde on which the programmed land supply is based includes a number of sites that were disputed by Homes for Scotland, which represents the housebuilding industry. If disputed sites are discounted, the land programmed for development 2019-2024 reduces significantly.
- (4) The Clydeplan housing supply targets and related housing land requirement for Inverclyde were set at an ambitious level to support the repopulation agenda. However, with the population and the number of households in Inverclyde continuing to decline, the completion levels required to meet the housing supply target have not been achieved. This means that whilst a significant portion of the housing land requirement remains to be identified for

the period to 2024, the actual demand for housing is unlikely to meet this requirement in that period.

13. Owing to the surplus of land available to meet affordable housing requirements across Inverclyde as a whole, it is concluded that there is no need for a policy seeking a contribution of affordable housing from private housing development sites across the whole of Inverclyde, as owing to More Homes Scotland funding and the quantity of land available to housing associations, affordable housing targets can be met without contribution from private sector sites. It is anticipated that this approach will also enable the accelerated delivery of private housing in Inverclyde. However, it is recognised that within the Inverclyde villages (Kilmacolm, Quarriers Village, Inverkip and Wemyss Bay) there is limited supply of affordable housing and no land identified for affordable housing development. Therefore, in order to increase the supply of affordable housing, there will be a requirement for 25% of houses on greenfield development sites in the Inverclyde villages to be for affordable housing

Policy A – Land for Housing

The Council will undertake an annual audit of housing land in order to ensure that it maintains a 5 year effective housing land supply. If additional land is required for housing development, the Council will consider proposals with regard to the policies applicable to the site and:

- *a strong preference for appropriate brownfield sites within the identified settlement boundaries;*
- *there being no adverse impact on the delivery of the Priority Places and Projects identified by the adopted 2019 Inverclyde Local Development Plan;*
- *evidence that the proposed site will deliver housing in time to address the identified shortfall within the relevant Housing Market Area; and*
- *a requirement for 25% of houses on greenfield development sites in the Inverclyde villages to be for affordable housing.*

New Housing Development

14. Schedule 1 lists all the land identified for housing by this planning policy statement. The Council supports, in principle, the development of housing on these sites subject to assessment against relevant Supplementary Guidance and other policies in this statement and the adopted Inverclyde Local Development Plan 2019. Housing development on other appropriate sites within the residential area and town and local centres will also be supported, subject to the same assessment.
15. The Council recognises the requirement for housing to meet particular needs and our changing demographics. Inverclyde has an ageing population and therefore a requirement to adapt existing or deliver new housing that will help elderly people live independently, and to provide for supported accommodation such as sheltered housing and care or nursing homes. Other specialist provision housing, such as wheelchair accessible homes, are also encouraged to meet requirements. In most instances, specialist provision housing will be encouraged on general housing sites, subject to acceptable design and the required standards being met.

Policy B – New Housing Development

New housing development will be supported on the sites identified in Schedule 1, and on other appropriate sites within residential areas and town and local centres. All proposals for residential development will be assessed against Planning Application Advice Notes Supplementary Guidance.

There will be a requirement for 25% of houses on greenfield development sites in the Inverclyde villages to be for affordable housing.

Individual and Small Scale Housing Development in the Green Belt and Countryside

16. The Council has a planning strategy that seeks to direct residential development to existing built up areas, and minimise the encroachment of development into the Green Belt and isolated development in the countryside. This is a sustainable approach in terms of reducing the need to travel and making use of existing infrastructure, whilst also supporting urban regeneration and protecting the rural environment. However, the Council does recognise the need for some new houses in the countryside for operational or economic reasons, and that the reuse of existing houses and buildings can offer an opportunity for residential development that does not have an impact on the countryside environment.

Policy C – Individual and Small Scale Housing Development in the Green Belt and Countryside

Proposals for individual and small scale housing development (up to three houses) in the Green Belt and Countryside will only be supported in the following circumstances:

- *where the dwelling(s) is justified by the operational needs of a farm or other viable business which is inherently rural in nature and has been in operation for at least 5 years;*
- *where the dwelling(s) is an ancillary and integral part of a development that would bring significant economic benefits to Inverclyde;*
- *demolition and replacement of a habitable dwelling which cannot otherwise be brought up to current building standards, and where the proposed dwelling is similar in scale to the existing dwelling;*
- *sub-division of an existing dwelling to create one or more additional dwellings, but only where any extensions are clearly ancillary to the existing building; or*
- *conversion of redundant stone or brick built non-residential buildings, where the proposal is supported by proof that the existing building is no longer needed for its original purpose, and a structural survey indicating that the building can be converted in its current form, with any new build element clearly ancillary to the existing building.*

In all instances, dwellings are required to be designed and located to respect their Green Belt/Countryside location.

Residential Areas

17. Inverclyde contains many successful residential areas, and it is important for the Council's repopulation agenda that these remain attractive places to live. The Council will therefore support residents' proposals to improve their properties where these proposals do not have an unacceptable impact on their neighbours' enjoyment of their own properties, the appearance of the surrounding area or traffic and pedestrian safety. New houses will also be supported in existing residential areas where the impact on existing houses is acceptable, and the design and layout of the new houses are in keeping with their surroundings. Likewise, appropriate non-residential development can also enhance residential areas as a place to live, but needs to be considerably located, designed and operated to avoid unacceptable impact on nearby houses. Proposals for the development or use of premises for home-working, live-work units, micro-businesses and community hubs will also be supported, subject to there being no unacceptable impacts.

Policy D – Residential Areas

Proposals for development within residential areas will be assessed with regard to their impact on the amenity, character and appearance of the area. Where relevant, assessment will include reference to the Council's Planning Application Advice Notes Supplementary Guidance.

Community Facilities

18. Recent years have seen the Council make significant investment in its education estate, and by 2020 it is anticipated that all secondary, primary, additional special needs and early years' pupils will be attending a recently built or refurbished school. The new Greenock Health and Care Centre on Wellington Street is under construction, and will contribute to the regeneration of the Broomhill area.
19. The Council and Inverclyde Leisure fund and manage a range of community facilities around Inverclyde, and continually monitor the use and condition of these properties. As communities change so do the requirements for community facilities, and it may be that over the lifetime of this Plan some existing community facilities will fall out of use, whilst new ones are proposed. The Council recognises the value of community facilities and will support the provision of new facilities in appropriate locations. Currently proposed facilities are listed in Schedule 2. The Council will also consider the ongoing requirement for community use of any community facility for which a change of use is proposed.

Policy E – Community Facilities

Proposals for the new community facilities identified in Schedule 2 will be supported. Community facilities in other locations will be supported where the location is appropriate in terms of avoiding adverse impact on the amenity and operation of existing and surrounding uses, and where it can be reached conveniently by walking, cycling or public transport by its proposed users. Proposals that would result in the loss of a community facility will need to demonstrate that the facility is no longer required for the existing or an alternative community use.

Schedule 1: Housing development opportunity sites

Site Ref.	Site/Address	Indicative Tenure	Indicative/ Remaining Capacity	Notes
<u>INVERCLYDE HOUSING MARKET AREA</u>				
<u>PORT GLASGOW</u>				
R1	Slaemuir [^]	Affordable	64	Development started
R2	Arran Avenue, Park Farm [^]	Private	115	Disputed site
R3	Former Broadfield Hospital [^]	Private	54	Enabling development Development started.
R4	Woodhall (Phases 4 & 5) [^]	Private	140	
R5	Southfield Avenue (former St. Stephen's Sch.) [^]	Affordable	224	Development started.
R6	Auchenbothie Road (former Barmoss Nursery) [^]	Affordable	8	
R7	Dubbs Road (former Boglestone Clinic) [^]	Affordable	24	Development started.
R8	Port Glasgow Industrial Estate [^]	Private	200	Disputed site
R9	Selkirk Road [^]	Affordable	18	
R10	Dougliehill Terrace	Private	4	
R11	Clune Park [^]	Private	80	
R12	3 Highholm Street [^]	Private	12	
R13	Broadstone Ave (former Broadstone Hospital) [^]	Affordable	12	Development started.
R14	Lilybank Road (former Lilybank School) [^]	Affordable	16	Development started.
PORT GLASGOW TOTAL			971	
<u>GREENOCK</u>				
R15	James Watt Dock (East) [^]	Affordable	137	Development started
R16	James Watt Dock/Garvel Island [^]	Private	900	
R17	Sinclair Street [^]	Private	12	
R18	Carwood Street [^]	Private	31	
R19	East Crawford Street [^]	Affordable	40	
R20	Ratho/MacDougall Street [^]	Private	100	Disputed site
R21	Cardross Crescent (former King's Glen School) [^]	Affordable	58	Development started.
R22	Luss Ave/Renton Road [^]	Private	50	
R23	Gareloch Road [^]	Private	25	
	Gareloch Road [^]	Affordable	75	
R24	Wellington Park [^]	Affordable	120	

R25	Drumfrochar Road (former Tate & Lyle (SE))^	Affordable	60	
R26	Former Tate & Lyle (NE)^	Affordable	20	
R27	89-105 Drumfrochar Road^	Affordable	50	
R28	Drumfrochar Road^	Private	50	
R29	Duncan Street (former Greenock Health Centre)^	Private	35	
R30	Hill Street^	Affordable	20	
R31	Regent Street^	Private	40	
R32	Victoria/East India Harbour^	Private	240	
R33	25 West Blackhall Street	Private	4	Development started
R34	16 West Stewart Street^	Affordable	24	
R35	Houston Street^	Affordable	20	
R36	Union Street^	Affordable	40	
	Union Street^	Private	20	
R37	Ardgowan Square	Private	8	Development started
R38	Madeira Street (former Greenock Academy)^	Private	30	
R39	Eldon Street^	Private	60	Development started.
R40	Lyle Road (former Holy Cross Sch.)^	Private	15	Disputed site
R41	Killochend Drive^	Affordable	16	
R42	Mount Pleasant Street (former Highlander's Academy)^	Affordable	44	Development started
R43	Peat Road/Hole Farm^	Affordable	102	
R44	Bow Farm^	Affordable	69	
R45	Upper Bow^	Affordable	26	
R46	Ravenscraig Hospital^	Mixed	198	
R47	Auchneagh Road^	Private	28	Development started
R48	Westmorland Road^	Private	40	Disputed site
R49	Auchmead Road (former Ravenscraig Sch.)^	Affordable	36	Development started
R50	Spango Valley^	Private	420	Disputed site
GREENOCK TOTAL			3263	
GOUROCK				
R51	Shore Street^	Affordable	8	
R52	Ashburn Gate^	Private	13	
R53	1 Ashton Road^	Private	11	
R54	Weymouth Crescent^	Affordable	10	
R55	Kempock House, Kirn Drive^	Private	5	Development started.
R56	Kirn Drive^	Private	110	Disputed site

R57	Cowal View [^]	Private	16	Development started.
R58	Levan Farm (Phase 3) [^]	Private	150	Disputed site
GOUROCK TOTAL			323	
INVERKIP & WEMYSS BAY				
R59	Bridgend, Inverkip [^]	Private	28	
R60	The Glebe, Inverkip [^]	Private	32	Development started.
R61	Former Inverkip Power Station [^]	Private	670	Disputed site
INVERKIP & WEMYSS BAY TOTAL			730	
INVERCLYDE HOUSING MARKET AREA TOTAL			5287	
RENFREWSHIRE SUB-MARKET AREA				
R62	Leperstone Avenue, Kilmacolm [^]	Private	7	
R63	Smithy Brae, Kilmacolm [^]	Private	42	Disputed site
R64	Lochwinnoch Road, Kilmacolm [^]	Private	12	Development started.
R65	Whitelea Road, Kilmacolm [^]	Private	4	
R66	Former Balrossie School, Kilmacolm [^]	Private	64	Enabling Development Disputed site
R67	Woodside Care Home, Quarriers Village [^]	Private	7	
KILMACOLM & QUARRIERS VILLAGE			136	
RENFREWSHIRE SUB-MARKET TOTAL			136	
INVERCLYDE TOTAL			5423	
Source: 2019 Housing Land Audit.				
[^] indicates a site that was identified in Chapter 7 of the Inverclyde Local Development Plan 2019				
Indicative tenure: Sites listed as 'Affordable' are expected, in the main, to be developed by a Housing Association for social rent. 'Private' sites are expected, in the main, to be developed for private sale to owner-occupiers. Tenures are as per 2019 Housing Land Audit.				
Indicative capacity: This reflects the remaining capacity on sites that have been started. Other capacities are based on planning permissions, development proposals or Council estimates. All at base date of 1 April 2019 as per 2019 Housing Land Audit. Actual capacity will be based on design-led proposals for the site based on creating a successful place.				

Schedule 2: Community Facilities Opportunities

Reference	Proposed Facility	Location
F1	New Greenock Health Centre	Wellington Street, Greenock
F2	Early Years Facilities	Various
F3	New cemetery	To be identified
F4	New West College Scotland Campus	To be identified