FC13. FALKIRK COUNCIL LOCAL PLAN INQUIRY REPORT – DECISIONS ON REPORTERS' RECOMMENDATIONS AND FINAL PROPOSED MODIFICATIONS

There was submitted Report (circulated) dated 7 June 2010 by the Director of Development Services summarising the Falkirk Council Local Plan Inquiry Report, setting out proposed responses to the Reporter's recommendations and suggesting a set of consequential final proposed modifications to the Local Plan.

Councillor Mahoney, seconded by Councillor Lemetti, moved that Council:-

(1) approves Appendices 1 and 2 to the Report as the Council's Statement of Decisions on the Reporters recommendations and as the final Proposed Modifications to the Local Plan respectively, subject to the following amendments:-

(a) Airth Castle South

Motion

Not to accept the Reporters' recommendation in respect of the site at **Airth Castle South**, and to include the site as a housing allocation in the final modifications.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 12.4 – Airth Castle South, Airth

Amend Decision to:

Not to accept the Reporters' recommendation but to allocate only the northern part of the site for housing.

Amend Reason to:

It is considered appropriate to allocate only the northern part of the site which was considered at the Inquiry. This part of the site can be viewed as infill between the current southern edge of the village and the industrial site and, as confirmed in the Reporters' conclusions, is less sensitive in terms of its impact on Airth Castle and Old Airth Parish Church than the southern part.

Section 12.2 - Eastfield, Airth

Reason:

Delete final sentence

Appendix 2

Additional Modification

Additional Housing Proposal – Airth Castle South, Airth

• Insert new housing proposal H.AIR* on Proposals Map, as shown on the accompanying map [attached as appendix A to this minute] and in text under "New Allocations" as follows:-

"H.AIR* Airth Castle South
Site Area: 0.75 hectares
Capacity: Approx 15 units

Developer: Private

Status: New Allocation

Comments: This site forms a rounding off of the southern boundary of the village, suitable for a sensitive development of high quality housing. Careful consideration required to minimise the impact of development on the setting of Airth Castle."

- Amend Village Limit as shown on accompanying map (Appendix A).
- Make consequential changes to paragraph 5.2 and 5.3 of Airth Village statement (page 211), to housing figures in Table 4.1 and to paragraph 6.2 of the Rural Area General chapter.

<u>Reason</u>: The site is seen as an appropriate additional housing opportunity, providing extra flexibility in the supply.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

(b) Avonbank Farm, Polmont

Motion

To accept the Reporters' recommendation in respect of land at **Avonbank Farm** (i.e. not to allocate it for landfill purposes), but to add a reference to the potential for the site to provide a future extension to Avondale should a need for further landfill arise.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 27.2 - Proposal TR.RUR6 - Avondale, Polmont

Amend Decision to:

To accept the Reporters' recommendation, but to add further text indicating that Avonbank Farm should be safeguarded for a potential extension to the Avondale landfill facility.

Amend Reason to:

The recommendation on Avonbank reflects the Council's view that it is not appropriate to allocate a further landfill site at the present time. However, it is considered appropriate to safeguard the Avonbank site as a natural extension to the site, should further landfill capacity be needed, provided that it can be demonstrated that proposals are satisfactory in planning and environmental terms.

Appendix 2

Modification 6.11

Delete paragraph 6.53 and replace with: "The existing landfill site at Avondale is the major landfill site serving the Forth Valley area. Planning permission for a major extension was granted in 2008. A site immediately to the east, at Avonbank Farm, has the potential to form a further extension, should further landfill capacity be needed, and as such it is "safeguarded" as part of Proposal TR.RUR.7 subject to a satisfactory feasibility and environmental assessment. Approval of reserved matters was also granted in 2008 for a materials recycling facility on adjacent land".

Reason: This amendment updates the text relating to waste management facilities and consents at Avondale, in line with the Reporters' recommendation. It is also considered appropriate to safeguard the potential for further extension of the Avondale site to the east (Avonbank), should further landfill capacity be needed, and provided that it can be demonstrated that proposals are acceptable in planning and environmental terms.

Modification 14.5

Proposal TR.RUR.7. Delete comments section and replace with "Planning granted in 2008 for extension to landfill. Now operational. A site to the east, Avonbank, is safeguarded as a potential extension to Avondale subject to a satisfactory planning and environmental assessment".

Reason: This amendment is to update the text relating to waste management facilities and consents at Avondale and also to safeguard Avonbank as a potential future extension.

Modification Map 21 to be altered to include the Avonbank site as part of Proposal TR.RUR.7 modification 14.5.

(c) Milnquarter Farm

Motion

Not to accept the Reporters' recommendation in respect of a site at **Milnquarter Farm**, Bonnybridge and to maintain the Council's position as established in the pre-inquiry modifications, i.e. to include the site within the urban limit, but not to allocate it for housing.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

<u>Section 6.3</u> – Milnquarter Farm, Bonnybridge

Amend Decision to:

Not to accept the Reporters' recommendation and to maintain the Council's position that the site should be included within the urban limit, but not allocated for housing.

Amend Reason to:

The Council considers that, although the site represents a natural rounding off of the urban area, and should be included within the urban limit,

allocating it for housing purposes will put unacceptable further pressure on Antonine Primary School which has capacity problems. The site is also within the Antonine Wall World Heritage Site Buffer Zone, and the Council believes it would not be possible to develop the site whilst safeguarding the setting of the Antonine Wall World Heritage Site, and in particular the relationship of the Roman camp and the line of the Wall.

Section 6.4 – Broomhill Road, Bonnybridge

Amend Decision to:

To accept the Reporters' recommendation.

Amend Reason to:

The Council accepts the Reporters' view that the site should be identified as a housing allocation.

Appendix 2

Delete Modification 8.8 and replace with:

Amend Bonnybridge Urban Limit at Milnquarter Farm to align with the inner edge of the scheduled Roman camp as shown on Map 7 of the Council's Proposed Pre-Inquiry Modifications, May 2008.

<u>Reason</u>: In response to an objection by Manor Forrest, this site is seen as a logical rounding off of the Bonnybridge Urban Limit in this location.

Additional Modification:-

Insert new housing proposal H.B&B* on Proposals Map, as shown on the accompanying map [Appendix B to this minute], and in text under "New Allocations" as follows:

"H.B&B*: Broomhill Road, Bonnybridge

Site Area: 0.75 hectares

Capacity: 30 Developer: Private

Status: New allocation

Comments:It will be necessary to address all possible effects of rail noise. A proportionate contribution will be required towards the improvement of educational facilities. The development layout should address any flood risk on site."

<u>Reason</u>: In response to an objection by Manor Forrest, and in accordance with the Reporters' recommendation, it is considered appropriate to allocate this brownfield, infill site for housing.

Make consequential changes to Table 4.1 and the Bonnybridge settlement statement.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

(d) Letham West

Motion

Not to accept the Reporters' recommendations in respect of the selection of a specific site at **Letham West**, but to identify Letham as a village with potential for growth, the best location for which should be identified through Supplementary Planning Guidance following consultation with the local community.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 13.1 – East Letham

Amend Decision to:

Not to accept the Reporters' recommendations regarding the selection of a specific site at Letham West and the rejection of the site at Letham East, but rather to identify Letham as a village with potential for growth of 30-40 units, the precise location of such growth to remain unspecified in the Local Plan and to be defined subsequently through the preparation of Supplementary Planning Guidance, following further consultation with the community.

Amend Reason to:

Whilst it is considered that a degree of growth would be beneficial in Letham, the precise location of such growth requires further consideration, and input from the local community. In order to avoid further delay to the Local Plan, it is considered appropriate to define the detailed location and boundary and the new site, or sites, through Supplementary Planning Guidance, which would follow on from the adoption of the Plan.

Section 13.2 – West Letham

Amend Decision and reason to wording as shown under 13.1

Appendix 2

Delete Modification 20.1 and replace with:

Insert new housing proposal H.LET2 as a non-site specific star on the Proposals Map, and in text under "New Allocations" as follows:-

"H.LET* Letham

Site Area: To be defined Capacity: 30-40 units Developer: Private

Status: New Allocation

Comments:Location and detailed boundaries of allocation to be defined through the preparation of Supplementary Planning Guidance, which will involve a review of all potential development opportunities in and adjacent to the village, and public consultation. Particular attention will have to be paid to respecting the character and setting of the Conservation Area".

 Make consequential changes to paragraphs 3.1 and 5.1 of Letham Village statement

<u>Reason</u>: In response to objections by Mr W Sutherland and Murdoch Smith, it is considered that some further growth in Letham would be beneficial, but

that the precise location of such growth requires further consideration and consultation, and should be defined through the preparation of Supplementary Planning Guidance.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

- (2) That, following advertisement of the final Proposed Modifications:
 - (i) if valid objections are submitted relating to new issues which have not previously been considered as part of the inquiry process, these be brought back to Council for consideration; or
 - (ii) if no such objections as specified in (i) are made, officers be authorised to progress to publication of the Notice of Intention to Adopt the Local Plan.

By way of an Amendment, Councillor Alexander, seconded by Councillor Coleman, moved the following addition to the recommendations in the report:-

(1) Change of Policy on Affordable Housing

Council recognises that as a result of the economic downturn the current quota system for the provision of affordable housing by the private sector has not delivered the number of units anticipated.

With the private sector house building industry predicting that it could take up to 10 years to recover as a result there are fewer houses available or affordable for those in need.

Council therefore instructs officers to bring forward a paper on the mechanism to ensure that housing private providers provide a higher percentage of affordable housing than is currently being delivered across Falkirk District; and

- (2) that appendices 1 and 2 to the report be amended to include the following site specific changes, the reasons, therefor to be specified and any consequential modifications that may be required made:
 - Proposal H.BNS9 Kinglass Farm Retain existing Affordable Housing target.
 - Proposal Milnquarter Farm Retain existing classification and remove from sites or development.
 - Proposal Firs Park Retain existing status of Leisure and Retail.
 - Proposal McLaren Park, Torwood Retain existing status.
 - Proposal Toravon Farm 2, Maddiston Retain existing status.
 - Proposal West Letham Retain as Countryside.
 - Proposal Roughlands Farm Retain as Greenbelt.

Council then adjourned at 11.20 am to consider the terms of the Motion and Amendment and reconvened at Noon with all Members present as per the sederunt.

In accordance with Standing Order 19.7 and following consideration of the terms of the Amendment, Councillor Mahoney, with the consent of the Provost, and Councillor Lemetti as his seconder, altered the text of his Motion to include parts of the Amendment, namely:- (a) that referring to affordable housing (without prejudice to the terms of the Local Plan, in the meantime) subject to an alteration to the wording in the third paragraph thereof to read as follows:-

7.4 Council recognises that as a result of the economic downturn the current quota system for the provision of affordable housing by the private sector has not delivered the number of units anticipated.

With the private sector house building industry predicting that it could take up to 10 years to recover as a result these are fewer houses available or affordable for those in need.

Council therefore instructs officers to bring forward a paper investigating how private housing providers could provide a higher percentage of affordable housing than is currently being delivered across Falkirk District: and

- (b) that the following site specific changes be made:-
 - Proposal H.BNS9 Kinglass Farm Retain existing Affordable Housing target.

Reason

It is considered that there is a need for affordable housing in Bo'ness. The site was intended to form the affordable housing element of the larger Kinglass Farm site and it is considered that it should be retained as such.

Proposal Firs Park – Retain existing status of Leisure and Retail.

To allow for potential beneficial expansion of Central Retail Park or future leisure uses

• Proposal Roughlands Farm – Retain as Greenbelt.

The site is considered to form a logical and legitimate part of the Green Belt, which contributes to the purpose of the Green Belt in this location.

With regard to those Amendments to appendices 1 and 2 contained within the Motion, Councillor Alexander indicated that the Avonbank Farm, Polmont change was agreed but the proposed changes to Airth Castle South, Milnquarter Farm and Letham sites were not. He confirmed, in addition, that the amended wording to the affordable housing proposal was accepted.

Following further discussion, Council adjourned again from 12.40 pm to 12.55 pm, all members returning per the sederunt. The terms of the Motion and Amendment were clarified, the former being as originally moved with the addition of further amendments to appendices 1 and 2 to incorporate the sites at Kinglass Farm, Firs Park and Roughlands Farm, and with the further addition of the affordable housing proposal. The amendment was to remove from the Motion the proposed changes in respect of Airth Castle South, Milnquarter Farm, and Letham and to add the following:-

- Proposal Milnquarter Farm Retain existing classification of Countryside
- Proposal McLaren Park, Torwood Retain existing status
- Proposal Toravon Farm 2, Maddiston Retain existing status
- Proposal West Letham Retain as Countryside

Councillor Spears then gave notice of a further amendment.

In terms of Standing Order 21.4 (i) a vote was taken by roll call, there being 29 Members present.

For the Motion (15) – Provost Reid; Depute Provost Black; Councillors Blackwood, Goldie, Gow, Lemetti, C MacDonald, Mahoney, C Martin, CR Martin, McLuckie, McNeill, Nicol, Nimmo and Waddell.

For the Amendment (14) – Councillors Alexander, Carleschi, Coleman, Constable, Hughes, Jackson, Kenna, A MacDonald, McNally, Meiklejohn, Oliver, Ritchie, Spears and Thomson.

Accordingly, **AGREED**:-

(1) To approve Appendices 1 and 2 to the Report as the Council's Statement of Decisions on the Reporters' recommendations, and as the final proposed modifications to the Local Plan, respectively, subject to the following amendments:-

(a) Airth Castle South

Motion

Not to accept the Reporters' recommendation in respect of the site at **Airth Castle South**, and to include the site as a housing allocation in the final modifications.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 12.4 – Airth Castle South, Airth

Amend Decision to:

Not to accept the Reporters' recommendation but to allocate only the northern part of the site for housing.

Amend Reason to:

It is considered appropriate to allocate only the northern part of the site which was considered at the Inquiry. This part of the site can be viewed as infill between the current southern edge of the village and the industrial site and, as confirmed in the Reporters' conclusions, is less sensitive in terms of its impact on Airth Castle and Old Airth Parish Church than the southern part.

Section 12.2 – Eastfield, Airth

Reason:

Delete final sentence

Appendix 2

Additional Modification

Additional Housing Proposal – Airth Castle South, Airth

• Insert new housing proposal H.AIR* on Proposals Map, as shown on the accompanying map, attached as appendix A to this minute, and in text under "New Allocations" as follows:-

"H.AIR* Airth Castle South
Site Area: 0.75 hectares
Capacity: Approx 15 units

Developer: Private

Status: New Allocation

Comments: This site forms a rounding off of the southern boundary of the village, suitable for a sensitive development of high quality housing. Careful consideration required to minimise the impact of development on the setting of Airth Castle."

- Amend Village Limit as shown on accompanying map (Appendix A).
- Make consequential changes to paragraph 5.2 and 5.3 of Airth Village statement (page 211), to housing figures in Table 4.1 and to paragraph 6.2 of the Rural Area General chapter.

<u>Reason</u>: The site is seen as an appropriate additional housing opportunity, providing extra flexibility in the supply.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

(b) Avonbank Farm, Polmont

To accept the Reporters' recommendation in respect of land at **Avonbank Farm** (i.e. not to allocate it for landfill purposes), but to add a reference to the potential for the site to provide a future extension to Avondale should a need for further landfill arise.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 27.2 – Proposal TR.RUR6 – Avondale, Polmont Amend Decision to:

To accept the Reporters' recommendation, but to add further text indicating that Avonbank Farm should be safeguarded for a potential extension to the Avondale landfill facility.

Amend Reason to:

The recommendation on Avonbank reflects the Council's view that it is not appropriate to allocate a further landfill site at the present time. However, it is considered appropriate to safeguard the Avonbank site as a natural extension to the site, should further landfill capacity be needed, provided that it can be demonstrated that proposals are satisfactory in planning and environmental terms.

Appendix 2

Modification 6.11

Delete paragraph 6.53 and replace with: "The existing landfill site at Avondale is the major landfill site serving the Forth Valley area. Planning permission for a major extension was granted in 2008. A site immediately to the east, at Avonbank Farm, has the potential to form a further extension, should further landfill capacity be needed, and as such it is "safeguarded" as part of Proposal TR.RUR.7 subject to a satisfactory feasibility and environmental assessment. Approval of reserved matters was also granted in 2008 for a materials recycling facility on adjacent land".

Reason: This amendment updates the text relating to waste management facilities and consents at Avondale, in line with the Reporters' recommendation. It is also considered appropriate to safeguard the potential for further extension of the Avondale site to the east (Avonbank), should further landfill capacity be needed, and provided that it can be demonstrated that proposals are acceptable in planning and environmental terms.

Modification 14.5

Proposal TR.RUR.7. Delete comments section and replace with "Planning granted in 2008 for extension to landfill. Now operational. A site to the east, Avonbank, is safeguarded as a potential extension to Avondale subject to a satisfactory planning and environmental assessment".

<u>Reason</u>: This amendment is to update the text relating to waste management facilities and consents at Avondale and also to safeguard Avonbank as a potential future extension.

Modification Map 21 to be altered to include the Avonbank site as part of Proposal TR.RUR.7 modification 14.5.

(c) Milnquarter Farm

Motion

Not to accept the Reporters' recommendation in respect of a site at **Milnquarter Farm**, Bonnybridge and to maintain the Council's position as established in the pre-Inquiry modifications, i.e. to include the site within the urban limit, but not to allocate it for housing.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 6.3 – Milnquarter Farm, Bonnybridge

Amend Decision to:

Not to accept the Reporters' recommendation and to maintain the Council's position that the site should be included within the urban limit, but not allocated for housing.

Amend Reason to:

The Council considers that, although the site represents a natural rounding off of the urban area, and should be included within the urban limit, allocating it for housing purposes will put unacceptable further pressure on Antonine Primary School which has capacity problems. The site is also within the Antonine Wall World Heritage Site Buffer Zone, and the Council believes it would not be possible to develop the site whilst safeguarding the setting of the Antonine Wall World Heritage Site, and in particular the relationship of the Roman camp and the line of the Wall.

Section 6.4 - Broomhill Road, Bonnybridge

Amend Decision to:

To accept the Reporters' recommendation.

Amend Reason to:

The Council accepts the Reporters' view that the site should be identified as a housing allocation.

Appendix 2

Delete Modification 8.8 and replace with:

Amend Bonnybridge Urban Limit at Milnquarter Farm to align with the inner edge of the scheduled Roman camp as shown on Map 7 of the Council's Proposed Pre-Inquiry Modifications, May 2008.

<u>Reason</u>: In response to an objection by Manor Forrest, this site is seen as a logical rounding off of the Bonnybridge Urban Limit in this location.

Additional Modification:-

Insert new housing proposal H.B&B* on Proposals Map, as shown on the accompanying map (Appendix B to this minute), and in text under "New Allocations" as follows:

"H.B&B*: Broomhill Road, Bonnybridge

Site Area: 0.75 hectares

Capacity: 30 Developer: Private Status: New allocation

Comments: It will be necessary to address all possible effects of rail noise. A proportionate contribution will be required towards the improvement of educational facilities. The development layout should address any flood risk on site."

<u>Reason</u>: In response to an objection by Manor Forrest, and in accordance with the Reporters' recommendation, it is considered appropriate to allocate this brownfield, infill site for housing.

Make consequential changes to Table 4.1 and the Bonnybridge settlement statement.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

(d) Letham West

Motion

Not to accept the Reporters' recommendations in respect of the selection of a specific site at **Letham West**, but to identify Letham as a village with potential for growth, the best location for which should be identified through Supplementary Planning Guidance following consultation with the local community.

The following changes are to be made to the wording of the relevant provisions of Appendix 1 and Appendix 2.

Appendix 1

Section 13.1 – East Letham

Amend Decision to:

Not to accept the Reporters' recommendations regarding the selection of a specific site at Letham West and the rejection of the site at Letham East, but rather to identify Letham as a village with potential for growth of 30-40 units, the precise location of such growth to remain unspecified in the Local Plan and to be defined subsequently through the preparation of Supplementary Planning Guidance, following further consultation with the community.

Amend Reason to:

Whilst it is considered that a degree of growth would be beneficial in Letham, the precise location of such growth requires further consideration, and input from the local community. In order to avoid further delay to the Local Plan, it is considered appropriate to define the detailed location and boundary and the new site, or sites, through Supplementary Planning Guidance, which would follow on from the adoption of the Plan.

Section 13.2 – West Letham

Amend Decision and reason to wording as shown under 13.1

Appendix 2

Delete Modification 20.1 and replace with:

Insert new housing proposal H.LET2 as a non-site specific star on the Proposals Map, and in text under "New Allocations" as follows:-

"H.LET* Letham

Site Area: To be defined
Capacity: 30-40 units
Developer: Private
Status: New Allocation

Comments: Location and detailed boundaries of allocation to be defined through the preparation of Supplementary Planning Guidance, which will involve a review of all potential development opportunities in and adjacent to the village, and public consultation. Particular attention will have to be paid to respecting the character and setting of the Conservation Area".

 Make consequential changes to paragraphs 3.1 and 5.1 of Letham Village statement

<u>Reason</u>: In response to objections by Mr W Sutherland and Murdoch Smith, it is considered that some further growth in Letham would be beneficial, but that the precise location of such growth requires further consideration and consultation, and should be defined through the preparation of Supplementary Planning Guidance.

Changes to the Environmental Report

Make consequential changes to the Environmental Report.

- (e) In addition to the amendments to Appendix 1 and Appendix 2 noted above Appendices 1 and 2 shall also be subject to amendment and consequential change at the relevant sections to reflect the following site specific changes:-
 - Proposal H.BNS9 Kinglass Farm Retain existing Affordable Housing target.

Reason

It is considered that there is a need for affordable housing in Bo'ness. The site was intended to form the affordable housing element of the larger Kinglass Farm site and it is considered that it should be retained as such.

Proposal Firs Park – Retain existing status of Leisure and Retail.

Reason

To allow for potential beneficial expansion of Central Retail Park or future leisure uses

• Proposal Roughlands Farm – Retain as Greenbelt.

Reason

The site is considered to form a logical and legitimate part of the Green Belt, which contributes to the purpose of the Green Belt in this location.

- (2) That following advertisement of the final proposed modifications:
 - i. if valid objections are submitted relating to any issues which have not previously been considered as part of the inquiry process, these be brought back to Council for consideration; or

- ii. if no objections as specified at (i) are made, officers be authorised to progress to publication of the Notice of Intention to Adopt the Local Plan.
- (3) That Council recognised that as a result of the economic downturn the current quota system for the provision of affordable housing by the private sector has not delivered the number of units anticipated.

That with the private sector house building industry predicting that it could take up to 10 years to recover as a result there are fewer houses available or affordable for those in need.

Council therefore instructs officers to bring forward a paper investigating how private housing providers could provide a higher percentage of affordable housing than is currently being delivered across Falkirk District.

The Motion therefore became the substantive Motion, against which the further Amendment, notice of which had been given, could be moved.

By way of a further Amendment Councillor Spears, seconded by Councillor A MacDonald, moved the terms of the substantive Motion, subject to the following adjustment with regard to proposal ED GRA8 Earls Road, Grangemouth:-

"This should not go ahead and the boundary should not be amended until problems with the existing infrastructure, for example, roads and drainage has been made adequate".

On a division, 15 Members voted for the substantive Motion, with 14 voting for the Amendment.

Accordingly, **AGREED** the terms of the Motion.