

## **Local Development Plan – Housing Technical Note**

### ***National Strategy and Policies***

Scottish Planning Policy (SPP) sets out the Scottish Government's policies in relation to housing development in Scotland. The policy confirms that the Scottish Government is committed to increasing the supply of new homes and emphasises the importance of the planning system in identifying housing land for a range of housing in the right places. SPP requires Local Authorities to enable development of good quality housing in sustainable locations and allocate a generous supply of land to meet identified housing requirements across all tenures.

SPP also states that the Strategic Development Plan (SDP) should broadly identify the housing land requirement for the strategic plan area and indicate where land should be allocated in Local Development Plans (LDP). These allocations are to meet the housing land requirements up to year 12 beyond the predicted year of plan approval as well as an indication of future housing development up to year 20.

In relation to affordable housing the SPP identifies a benchmark figure of 25% of the total number of housing units of each development site to contribute to affordable housing where this is justified by a housing need and demand assessment.

### ***Strategic Development Plan***

The Strategic Development Plan (SDP) will replace the Consolidated Scottish Borders Structure Plan. The Proposed SDP was produced by SESplan in November 2011 and has been publicly consulted on. Within the SDP three Strategic Development Areas are identified within the Scottish Borders, these are the Eastern Borders, Western Borders and Central Borders. The SDP shows the housing land requirement by SDA however a requirement for housing land outwith SDAs has also been identified in the Borders and Fife, recognising the dispersed settlement pattern in these areas.

The SDP identifies how much of the housing land requirement should be met by site allocations in LDPs which are capable of development by the end of year 7. As the SDP is anticipated for approval in 2012, it is therefore required to identify land by LDP area which is capable of development over the period to 2019, where land should be allocated over the period to 2024 and an indication of the possible scale and location of growth up to 2032.

As part of the SDP a Housing Needs and Demand Assessment was undertaken to identify the need for housing within the SESplan area. This assessment provides an evidence base for calculating housing supply targets and provides a broad strategic overview of the overall unmet need and anticipated need for affordable housing within the SESplan area.

A Housing Need and Demand Assessment identifies the need for both market and affordable housing the results of which inform the development of the Local Housing Strategy (LHS) and the MIR and LDP. The SESplan HNDA identified that to provide for predicted levels of growth during the period 2009-2032, a total of 155,600 units will be required across the SDP area. At present a total of 105,600 units have previously been identified by each local authority through allocations within existing development plans. These existing housing allocations will continue to be supported within the Main Issues Report and Local Development Plan.

Table 1 shows the housing land requirement for each SDA within the Scottish Borders. The table shows there is no housing land requirement for the period 2009-2019, this may be seen to be due to the recent adoption of the Local Plan Amendment which allocated housing land (including an allowance for flexibility) in the Borders up to the period 2018 to meet the requirement identified in the Consolidated Structure Plan. During the period 2019-2024 there is a housing land requirement of 400 units across the Borders. This includes 50 units in the Eastern Borders, 200 units in the Central Borders, 100 units in the Western Borders and 50 units in areas outwith the SDAs.

The SDP provides a broad indication of the possible scale of growth for the period beyond 2024. The total housing land requirement in the SESplan area for 2024-2032 is 23,950 units this is not shown by SDA.

Table 1 - SDP Housing Land Requirement by Scottish Borders SDA.

| SDA              | SDP Housing Land Requirement |            |
|------------------|------------------------------|------------|
|                  | 2009-2019                    | 2019-2024  |
| Eastern          | 0                            | 50         |
| Central          | 0                            | 200        |
| Western          | 0                            | 100        |
| Outwith SDAs     | 0                            | 50         |
| <b>SBC Total</b> | <b>0</b>                     | <b>400</b> |

The housing land requirement across the SESplan area was calculated using the Housing Land Audit (HLA) 2010 as a baseline. Since the finalisation of the SDP the Scottish Borders Draft Housing Land Audit 2011 has been produced. The housing land supply calculations for the Scottish Borders have been updated to take into account new sites added to the HLA 2011 and any additional approvals on existing sites. This Housing Technical Note updates the current housing land position in the Borders and the process undertaken.

### ***Scottish Borders Consolidated Local Plan 2011***

The Scottish Borders Consolidated Local Plan 2011 identifies sites to meet the housing land requirement identified within the Consolidated Structure Plan. The Consolidated Local Plan allocates housing land up to 2018. The Consolidated Local Plan also identifies potential longer term development areas beyond this period. This Plan will be superseded by the Local Development Plan once adopted. All sites with a housing element are included within the Housing Land Audit and each contributes to the housing land supply.

### ***Housing Land Audit***

Scottish Borders Council (SBC) undertakes a Housing Land Audit (HLA) annually to identify and monitor the established and effective housing land supply as set out in Scottish Planning Policy (SPP). SPP states a supply of effective land for at least 5 years should be maintained at all times to ensure a continuing generous supply of land for housing. The audit records the supply over a seven year period, the constrained supply and the level of completions from 1st April – 31st March each year.

## ***Methodology for the Housing Land Audit***

The preparation of the audit includes monitoring of house completions from the previous year, new permissions granted up to 31 March of the current year and new housing allocations if applicable. A new site capacity is calculated for each site which has been added or updated. Furthermore, site specific information is collated through site visits and site investigation which is then evaluated and used to programme the established supply.

The sites included in the HLA for the established land supply are identified broadly according to guidelines in Planning Advice Note 2/2010: Affordable Housing and Housing Land Audits. The established land supply includes:

- all land with planning permission for residential development, including the remaining capacity of sites under construction;
- land allocated for residential development (including the residential component of any redevelopment or mixed-use development) in finalised or adopted local plans.
- Other land with agreed residential potential, such as land identified for housing in proposed LDPs or assessed as appropriate for housing following an urban capacity study.

The following hierarchy have been established to determine the number of established units in the HLA:

1. Number of units with planning permission on the full extent of the site
2. Capacity in the Local Plan
3. Zoning status in Adopted Local Plan

## **Current Land Supply**

Over the past five years the established land supply in the Scottish Borders has ranged from a low of 8,290 in 2009 to a high of 10,167 units in 2010. The increase in 2010 was due to the inclusion of the housing allocations within the Finalised Local Plan Amendment. In the 2011 audit the established supply was 9,873 units, this has decreased from 10,167 units in the previous 2009/10 audit. This 2.9% decrease is due to no new allocations being added to the audit and previously allocated sites being developed.

The HLA provides a snapshot of the housing land supply at 31 March every year. Programming of the effective land supply helps to identify if there is sufficient supply of effective land in the area for a five year period. Comparing the number of completions to the five year effective supply there is currently an average of 7.5 years of effective housing land supply.

The effective land supply has decreased since the Housing Land Audit 2010. This is due to the programming of some sites being pushed back as developers have indicated they do not intend to commence development in the next five years, which is a reflection of the current lack of demand and lack of availability of development finance.

The Scottish Borders has an average completion rate of 593 units over the past five years.

## Housing Land Allocations via Local Plan Amendment

The Local Plan Amendment allocated land to meet the requirement identified in the Consolidated Structure Plan. The Local Plan Amendment allocated a total of 54 housing sites covering a total of 200 ha. In addition to this 11 longer term housing sites were identified in Coldstream, Greenlaw, Hawick, Innerleithen, Kelso, Peebles and Reston. Several of these longer term sites have now come forward and are proposed within the MIR.

### ***Housing Land Supply Update by Strategic Development Area***

As the SDP housing land requirement is based on the Housing Land Audit 2010 it requires to be adjusted to take into account any substantive additions since 31<sup>st</sup> March 2010 arising from new planning approvals.

To update the requirement the following additions and capacity changes have been taken into account:

- All new sites added to the audit since 31<sup>st</sup> March 2010
- Existing HLA sites with additional approvals since 31<sup>st</sup> March 2010
- Additional units in major (3A) applications (01.04.10 – 13.09.11)
- Sites added and completed in the same audit year
- MIR sites replacing allocated sites within the Consolidated Local Plan

There are also three existing Consolidated Local Plan allocations proposed for replacement or amendment within the Main Issues Report (MIR). These are in Bonchester Bridge, Hutton and Reston the site capacity for each site has been amended. Further details of the calculations are available to view in Annex A.

Table 2 shows the number of additional units over and above those identified in the Housing Land Audit 2010. The table updates the housing land requirement identified in the SDP which is based on information up to 31<sup>st</sup> March 2010. This includes all new sites added to the audit since 2010, existing sites with additional approvals resulting in a capacity increase and sites which have been started and completed within the same audit year.

Table 2 - Total number of additional units by SDA

| SDA          | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) | Any units lost through replacing allocations | SDA Total (site capacity 5+) |
|--------------|---|---|--|------------------------------|
| Eastern      | 3   | 64  | -1   | 66                           |
| Central      | 53  | 25  | 0  | 78                           |
| Western      | 24  | 22  | 0  | 46                           |
| Outwith SDAs | 35  | 45  | -2   | 78                           |
| <b>Total</b> | <b>115</b>  | <b>156</b>  | <b>-3</b>                                    | <b>268</b>                   |

### **Preferred and Alternative Sites**

The Main Issues Report (MIR) includes both preferred and alternative housing sites for consultation to meet the housing land requirement. A total of 17 housing sites are included in the MIR of which seven are preferred and ten are alternative options all of

which will be publicly consulted on. Table 3 shows the housing sites which are included within the MIR by SDA.

Table 3 – Housing Options included in the Main Issues Report

| SDA               | Site Code | Indicative Capacity | Preferred | Alternative |
|-------------------|-----------|---------------------|-----------|-------------|
| <b>Eastern</b>    |           |                     |           |             |
| Duns              | ADUNS023  | 60 units            | ✓         |             |
| Hutton            | AHUTT002  | 10 units            |           | ✓           |
| Reston            | AREST001  | 100 units           | ✓         |             |
| <b>Central</b>    |           |                     |           |             |
| Bonchester Bridge | ABONC003  | 8 units             |           | ✓           |
| Galashiels        | AGALA027  | 20 units            |           | ✓           |
| Galashiels        | AGALA029  | 45 units            | ✓         |             |
| Hawick            | AHAWI023  | 100 units           |           | ✓           |
| Kelso             | AKELS021  | 100 units           |           | ✓           |
| Kelso             | AKELS022  | 120 units           | ✓         |             |
| <b>Western</b>    |           |                     |           |             |
| Cardrona          | MCARD006  | 25 units            | ✓         |             |
| Cardrona          | MCARD007  | 5 units             | ✓         |             |
| Peebles           | APEEB021  | 50 units            | ✓         |             |
| Peebles           | APEEB041  | 25 units            |           | ✓           |
| <b>Outwith</b>    |           |                     |           |             |
| Birgham           | ABIRG003  | 6 units             |           | ✓           |
| Greenlaw          | MGREE001  | 6 units             |           | ✓           |
| Swinton           | ASWIN001  | 25 units            |           | ✓           |
| Eddleston         | AEDDL002  | 35 units            |           | ✓           |

## Annex A: Local Development Plan – Housing Technical Note **Background Working**

### Baseline Data – Housing Land Audit 2010 (01.04.10 – 31.03.11)

1. New sites added since the 2010 HLA
2. Existing sites with increased capacity (additional approvals) since 2010 HLA
3. Additional units in major (3A) applications (01.04.10 – 13.09.11)
4. Sites added and completed in the same audit year
5. Total number of additional units since 2010 HLA
6. Total number of additional units by major settlement in SDA
7. MIR sites replacing allocated sites within the Consolidated Local Plan
8. Total number of additional units by SDA

Note: Small, medium and large classification related to the site capacity after the additional units are included.

Table 1 identifies new sites with a site capacity of five units or greater. These are sites which have been added to the HLA 2011 and include planning approvals on allocated sites and windfall sites. Since 1<sup>st</sup> April 2011 a total of 98 units were added to the land supply in the Borders.

Table 1 - New sites added since HLA 2010

| HMA                    | Settlement              | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|------------------------|-------------------------|---|---|
| Berwickshire           | Duns                    | 0   | 0   |
|                        | Eyemouth                | 0   | 0   |
|                        | Greenlaw                | 0   | 0   |
|                        | Coldstream              | 0   | 0   |
|                        | Reston                  | 0   | 0   |
|                        | Rest of Berwickshire    | 12  | 0   |
| Central Borders        | Clovenfords             | 0   | 0   |
|                        | Earlston                | 0   | 0   |
|                        | Galashiels              | 6   | 0   |
|                        | Hawick                  | 14  | 25  |
|                        | Jedburgh                | 8   | 0   |
|                        | Kelso                   | 0   | 0   |
|                        | Newtown St Boswells     | 0   | 0   |
|                        | Selkirk                 | 0   | 0   |
|                        | Rest of Central Borders | 13  | 0   |
| Northern               | Innerleithen            | 7   | 0   |
|                        | Lauder                  | 0   | 0   |
|                        | Peebles                 | 0   | 0   |
|                        | Walkerburn              | 0   | 0   |
|                        | Rest of Northern        | 13  | 0   |
| Southern               | Newcastleton            | 0   | 0   |
|                        | Rest of Southern        | 0   | 0   |
| <b>Total</b>           |                         | <b>73</b>   | <b>25</b>   |
| Scottish Borders Total | <b>98</b>               |   |   |

Table 2 shows sites which are currently in the Housing Land Audit which have had additional approvals and therefore the site capacity of the site has increased. A total number of 70 units have been approved on existing HLA sites since the Housing Land Audit 2010.

Table 2 - Existing sites with increased capacity (additional approvals) since 2010 HLA

| HMA                    | Settlement              | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|------------------------|-------------------------|---|---|
| Berwickshire           | Duns                    | 0   | 13  |
|                        | Eyemouth                | 0   | 0   |
|                        | Greenlaw                | 0   | 0   |
|                        | Coldstream              | 0   | 0   |
|                        | Reston                  | 0   | 0   |
|                        | Rest of Berwickshire    | 3   | 0   |
| Central Borders        | Clovenfords             | 0   | 0   |
|                        | Earlston                | 0   | 0   |
|                        | Galashiels              | 0   | 0   |
|                        | Hawick                  | 0   | 0   |
|                        | Jedburgh                | 0   | 0   |
|                        | Kelso                   | 0   | 0   |
|                        | Newtown St Boswells     | 0   | 0   |
|                        | Selkirk                 | 8   | 0   |
|                        | Rest of Central Borders | 5   | 0   |
| Northern               | Innerleithen            | 0   | 22  |
|                        | Lauder                  | 0   | 0   |
|                        | Peebles                 | 0   | 0   |
|                        | Walkerburn              | 0   | 0   |
|                        | Rest of Northern        | 16  | 0   |
| Southern               | Newcastleton            | 0   | 0   |
|                        | Rest of Southern        | 3   | 0   |
| Total                  |                         | <b>35</b>   | <b>35</b>   |
| Scottish Borders Total | <b>70</b>               |   |   |

The number of additional units in major applications is show in Table 3. This identified an additional 45 units within major applications in the period of 1<sup>st</sup> April 2011 – 13 September 2011, all of which were on large sites with a total site capacity greater than 19. These units will b included in the next Housing Land Audit to be undertaken in 2012.

Table 3 - Additional units in major (3A) applications (01.04.11 – 13.09.11)

| HMA          | Settlement | Reference    | Proposal                       | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|--------------|------------|--------------|--------------------------------|---|---|
| Central      | Galashiels | 05/01473/FUL | Erection of 118 dwellinghouses |   | 118<br>(Phase 1 of allocated site)                        |
| Berwickshire | Coldstream | 10/00439/FUL | Erection of 105 dwellinghouses |   | 105<br>(HLA cap. 60 net gain of 45)                       |
| <b>Total</b> |            |              |                                |   | <b>45</b>   |

Table 4 - Sites with approval and fully complete within the audit year since 01.04.10

| HMA                    | Settlement              | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|------------------------|-------------------------|---|---|
| Berwickshire           | Duns                    | 0   | 0   |
|                        | Eyemouth                | 0   | 0   |
|                        | Greenlaw                | 0   | 0   |
|                        | Coldstream              | 0   | 0   |
|                        | Reston                  | 0   | 0   |
|                        | Rest of Berwickshire    | 0   | 0   |
| Central Borders        | Clovenfords             | 0   | 0   |
|                        | Earlston                | 0   | 0   |
|                        | Galashiels              | 0   | 0   |
|                        | Hawick                  | 0   | 0   |
|                        | Jedburgh                | 0   | 0   |
|                        | Kelso                   | 0   | 0   |
|                        | Newtown St Boswells     | 0   | 0   |
|                        | Selkirk                 | 0   | 0   |
|                        | Rest of Central Borders | 7   | 0   |
| Northern               | Innerleithen            | 0   | 0   |
|                        | Lauder                  | 0   | 0   |
|                        | Peebles                 | 0   | 0   |
|                        | Walkerburn              | 0   | 0   |
|                        | Rest of Northern        | 0   | 0   |
| Southern               | Newcastleton            | 0   | 0   |
|                        | Rest of Southern        | 0   | 0   |
| <b>Total</b>           |                         | <b>7</b>  | <b>0</b>  |
| Scottish Borders Total | <b>7</b>                |   |   |



Table 5 shows the total number of additional units since the Housing Land Audit 2010 which was used as a baseline for the SDP housing land requirement calculations.

Table 5 - Total number of additional units since 2010 HLA

| HMA                    | Settlement              | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|------------------------|-------------------------|---|---|
| Berwickshire           | Duns                    | 0   | 13  |
|                        | Eyemouth                | 0   | 0   |
|                        | Greenlaw                | 0   | 0   |
|                        | Coldstream              | 0   | 45  |
|                        | Reston                  | 0   | 0   |
|                        | Rest of Berwickshire    | 15  | 0   |
| Central Borders        | Clovenfords             | 0   | 0   |
|                        | Earlston                | 0   | 0   |
|                        | Galashiels              | 6   | 0   |
|                        | Hawick                  | 14  | 25  |
|                        | Jedburgh                | 8   | 0   |
|                        | Kelso                   | 0   | 0   |
|                        | Newtown St Boswells     | 0   | 0   |
|                        | Selkirk                 | 8   | 0   |
|                        | Rest of Central Borders | 25  | 0   |
| Northern               | Innerleithen            | 7   | 22  |
|                        | Lauder                  | 0   | 0   |
|                        | Peebles                 | 0   | 0   |
|                        | Walkerburn              | 0   | 0   |
|                        | Rest of Northern        | 29  | 0   |
| Southern               | Newcastleton            | 0   | 0   |
|                        | Rest of Southern        | 3   | 0   |
| <b>Total</b>           |                         | <b>115</b>  | <b>105</b>  |
| Scottish Borders Total | <b>220</b>              |   |   |

**Table 6 - Total number of additional units by major settlement within SDA**

| SDA                    | Settlement          | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) |
|------------------------|---------------------|---|---|
| Eastern                | Duns                | 0   | 13  |
|                        | Eyemouth            | 0   | 0   |
|                        | Reston              | 0   | 0   |
|                        | <b>Rest of SDA</b>  | 3   | 0   |
| Central                | Clovenfords         | 0   | 0   |
|                        | Earlston            | 0   | 0   |
|                        | Galashiels          | 6   | 0   |
|                        | Hawick              | 14  | 25  |
|                        | Jedburgh            | 8   | 0   |
|                        | Kelso               | 0   | 0   |
|                        | Newtown St Boswells | 0   | 0   |
|                        | Selkirk             | 8   | 0   |
|                        | <b>Rest of SDA</b>  | 17  | 0   |
| Western                | Innerleithen        | 7   | 22  |
|                        | Peebles             | 0   | 0   |
|                        | Walkerburn          | 0   | 0   |
|                        | <b>Rest of SDA</b>  | 17  | 0   |
| Area outwith SDAs      |                     | 35  | 45  |
| Scottish Borders Total | <b>220</b>          | <b>115</b>  | <b>105</b>  |

Note: EGT14, Gattonside (new site in 2011 HLA and started and completed in audit year, only included in table 4 not table 1)

**Table 7 - MIR sites replacing allocated sites within the Consolidated Local Plan**

|                   | New site capacity | Previous site capacity | Capacity change |
|-------------------|-------------------|------------------------|-----------------|
| Bonchester Bridge | 8                 | 10 units<br>SRB5B      | -2 units        |
| Hutton            | 10                | 11 units<br>BHU2B      | -1 unit         |
| Reston            | 100               | 49 units<br>zRO13      | +51 units       |

**Table 8 - Total number of additional units by SDA**

| SDA          | Additional units on medium sites (total site capacity 5-19) | Additional units on large sites (total site capacity 20+) | Any units lost through replacing allocations | SDA Total (site capacity 5+) |
|--------------|---|---|--|------------------------------|
| Eastern      | 3   | 64  | -1   | 66                           |
| Central      | 53  | 25  | 0  | 78                           |
| Western      | 24  | 22  | 0  | 46                           |
| Outwith SDAs | 35  | 45  | -2   | 78                           |
| <b>Total</b> | <b>115</b>  | <b>156</b>  | <b>-3</b>                                    | <b>268</b>                   |