

Housing Technical Note

This technical note provides the background to the housing land provisions within the Main Issues Report (MIR). The note includes the following;

- Outlines the current policy context, including the proposed Housing Land Requirement contained within SESplan;
- Provides the current position in terms of the established and effective housing land supply;
- Details the review of the existing LDP allocations;
- Outlines the sites proposed for removal from the Local Development Plan (LDP); and
- Details the preferred and alternative allocations contained within the MIR.

SECTION A: BACKGROUND CONTEXT

Policy Context

Scottish Planning Policy (SPP) requires Council's to identify a generous supply of land for housing within all housing market areas, across a range of tenures, maintaining a 5 year supply of effective housing land at all times. SPP sets out that Planning Authorities should prepare an annual housing land audit as a tool to critically review and monitor the availability of effective housing land, the progress of sites through the planning process, and housing completions. This is to ensure a generous supply of land for house building is maintained and there is always enough effective land for at least 5 years. A site is only considered to be effective, where it can be demonstrated that within 5 years it will be free of constraints, and can be developed for housing.

In City Regions, the Strategic Development Plan (SDP) should identify the housing land requirement (HLR) for the plan area and indicate where land should be allocated in the LDP to meet requirements up to Year 12 beyond the predicted year of plan approval and an indication of the possible scale and location of housing land up to Year 20. LDP's should allocate land on a range of sites which is effective or capable of becoming effective to meet the HLR up to Year 10 from the predicted year of adoption, ensuring a minimum of 5 years effective land supply at all times.

The MIR has been prepared based upon the HLR's set out within the SESPlan Proposed Plan, which was derived from the Housing Need and Demand Assessment (HNDA) 2015. SPP confirms that HNDA's provide the evidence base for defining the housing supply target (HST). SESPlan have prepared a HNDA in accordance with detailed guidance from the Scottish Government, and this was considered 'robust and credible' by the Scottish Government in March 2015. It is recognised that the HNDA is a technical, modelling exercise which provides a range of estimate-based scenarios. The SESPlan HNDA covers each of the six local authority areas within the SESPlan area, including the Scottish Borders. SPP states that where the Scottish Government is satisfied that the HNDA is robust and credible, the approach used will not normally be considered further at a Development Plan Examination. The SESplan Housing Background Paper (October 2016) sets out the background, process and justification for the HST's and HLR's set out within the Proposed SESplan.

The proposed SDP was recently subject to Examination by the Directorate for Planning and Environmental Appeals (DPEA) and the recommendations by the DPEA have been referred to Scottish Ministers. It is expected that a decision from the Scottish Ministers will be made by the end

of this year although at this stage the decision and any amendments to the recommendation by Ministers have yet to be confirmed. The MIR therefore makes reference to the key parts within the proposed SESPlan, and will take account of the new SESPlan as required when it is adopted. Once a decision by Ministers is made this Technical Note will be updated and the identified housing land requirement will be addressed within the new LDP.

Finding new land to be allocated for housing remains one of the most challenging and contentious parts of the LDP process. The process for identification of potential sites has included a call for sites and detailed assessment and consultation of all those submitted and considered. The MIR proposes a number of preferred and alternative housing and mixed use options with indicative housing capacities.

Housing Supply Target & Housing Land Requirement

The SESPlan Proposed Plan and associated Housing Background Paper set out the HST and HLR for the Scottish Borders, for the 10 year period from the adoption of LDP2 in 2021/22. The HST is broken down into affordable and market units, providing an overall combined HST of 348 units annually, this is shown in Table 1. The HLR is the level of housing land required to enable the HLS to be met and sets out a generous level of housing land. A 10% margin of generosity was applied to the HST to calculate the HLR, this is shown in Table 2. The total HLR for the Scottish Borders is 3,841 units for the period 2021/22 to 2030/31, this is shown in Table 3. It should be noted that Tables 1 & 2 below only provide for the first 9 years of the LDP2 plan period. For the tenth year of LDP2 plan period, the HST was taken from Table 9.3 of the SESPlan Housing Background Paper and 10% generosity was added to provide the HLR figure.

Table 1: Housing Supply Targets from SESplan Proposed Plan (2021/22-2029/30)

Authority	Affordable		Market		Combined	
	Annual Average	Period Total	Annual Average	Period Total	Annual Average	Period Total
Scottish Borders	128	1,152	220	1,980	348	3,132

Source: SESplan Housing Background Paper (October 2016)

Table 2: Housing Land Requirement from SESplan Proposed Plan (2021/22 – 2029/30)

Authority	Combined Housing Supply Targets		Housing Land Requirements	
	Annual Average	Period Total	Annual Average	Period Total
Scottish Borders	348	3,132	383	3,447

Source: SESplan Housing Background Paper (October 2016)

Table 3: Housing Land Requirement from SESplan Proposed Plan (2021/22 to 2030/31)

Housing Requirement (SESplan)	2021/22 – 2030/31
SESplan Proposed Plan HLR for Scottish Borders (2021/22-2029/30)	3,447
SESplan Proposed Plan HLR for Scottish Borders (2030/31)*	394

Total	3,841
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Source: SESplan Housing Background Paper (October 2016) *The HLS taken from table 9.3, with an additional 10% generosity added

Housing Land Supply: Contributions to the Requirement

The most significant part of the provisions to meet the housing land requirement have been identified through previous LDP allocations, Housing SG allocations, planning permissions and through estimates for windfall sites.

Table 4 shows the updated housing land supply broken down into; effective, potentially effective, post year 7 and constrained, based on the 2017 Housing Land Audit (HLA). It should be noted that the additional sites taken forward within the Housing SG are not included within the 2017 HLA, as the SG was only adopted in November 2017. They will however be included within the 2018 HLA and added to the established housing land supply. It should be noted that at the Proposed Plan stage, the baseline will be updated to reflect the most up to date finalised audit at that time. This will ensure that the most up to date housing land supply position is reflected within the Proposed Plan. It is considered that all the identified sites are developable within the plan period for LDP2.

Table 4: Established Land Supply (2017 HLA)

HLA Supply Category	Number of units
Effective (Years 1-5)	3,469
Potentially Effective (Years 6 & 7)	1,783
Post Year 7	1,507
Constrained	1,827
Total	8,586

The contributions by Scottish Borders Council to meet the HLR within the SESplan Proposed Plan are set out in Table 5, based on the 2017 HLA. This also takes into consideration the potential contributions from windfall approvals up to 2030/31.

Table 5: Scottish Borders Contributions to the Requirement (2017/18 – 2030/31)

	2017/18 to 2021/22	2022/23 to 2030/31	Additional Potential	Total
Housing Land Supply (2017)				
Effective (Years 1-5)	3,469			3,469
Potentially Effective (Years 6 & 7 and Post Year 7)		3,290		3,290
Constrained			1,827	1,827
Windfall assumption	730	978		1,708
Total Potential	4,199	4,268	1,827	10,294

Table 6 below outlines the additional contribution to the HLR from the Housing Supplementary Guidance (SG) sites, which was adopted in November 2017. These units will be added to the 2018 HLA. It should be noted that 2 sites have already received planning consent prior to the formal adoption of the Housing SG and are already included within the established housing land supply within the 2017 HLA. The total additional contribution to the supply from the Housing SG sites is 883 units.

Table 6: Additional Contributions to the Requirement from Housing SG

Contributions to the Requirement	2017/18 to 2030/31
New units included as part of the Housing SG	926
Units already included within the 2017 HLA	43
Total additional contribution to the supply	883

In addition, an assumption is taken into consideration for the loss of housing stock annually, by a demolition assumption. This is based on an assumption of 20 demolitions per annum and outlined within Table 7, totalling a loss of 280 units until 2030/31.

Table 7: Loss of Supply to Demolition Assumption

2017/18 to 2030/31	
Loss of supply to demolitions (20 units per annum)	-280

Between the 2017 HLA period (2016/17) and the anticipated year of LDP2 adoption (2020/21), the existing land supply will be subject to completions. Therefore, it is necessary to subtract an estimate for completion for the 4 years between 1 April 2017 and 31st March 2021. Therefore, an allowance for completions up until the year of intended adoption should be taken into consideration, to allow a more realistic forecast of the housing land supply. This allowance is outlined in Table 8.

Table 8: Estimated Completions (2017/18 to 2020/21)

2017/18 to 2020/21	
2 Year average for Completions (2016 and 2017 HLA)	1,246

Removal of Allocated Sites

As part of the LDP process, prior to the MIR, a review of all allocated housing and re-development sites were reviewed. In line with National planning policy in preparing the LDP it is important that allocated sites are considered to be deliverable. This is particularly relevant to allocated sites which encompass an element of housing, as there is little point in having sites allocated for housing which are recognised within the Council's housing land supply figures, if in reality such sites may never be developed. As a result of the review, Table 9 outlines the 4 sites proposed for removal, which results in the loss of 95 units from the land supply. In addition, the existing re-development allocation in Lauder is to be retained, however the indicative site capacity for 5 units removed.

Table 9: Proposed Sites to be Removed from the LDP/Removal of indicative site capacity

Settlement	Housing Market Area	Site Code	Site Name	Proposed Use	Current Indicative Site Capacity
Chesters	Central	RC2B	Roundabout Farm	Housing	5
Earlston	Central	EEA12B	Earlston Glebe	Housing	25
Eyemouth	Berwickshire	BEY1	Barefoots	Housing	20
Preston	Berwickshire	zRO16	Preston Farm	Re-development	45
					95 units

Total Contributions to the Requirement (2017/18 to 2030/31)

Table 10 below summarises the current housing land position, this includes the following;

- The potential housing land supply (based on the 2017 HLA)
- The additional contributions (2017/18 to 2030/31) from an annual windfall assumption
- The additional contributions from the adopted Housing Supplementary Guidance
- The loss of supply from annual demolitions (2017/18 to 2030/31)
- The loss of supply from anticipated completions between (2017/18 to 2020/21 until the LDP2 is adopted)
- The loss of supply from the proposed de-allocation of LDP sites.

Table 10: Total Contributions to the Requirement (2017/18 to 2030/31)

Contributions to the Requirement	2017/18 to 2030/31
Potential Land Supply (2017 HLA)	8,586
Windfall Assumption (2017/18 to 2030/31)	1,708
Housing SG Contributions	883
Demolitions (2017/18 to 2030/31)	-280
Completions (2017/18 to 2020/21)	-1248
Removed Allocations	-95
Total	9,554 units

The overall contribution to the requirement, without any new additional allocations is 9,554 units, for the period up to 2030/31.

SECTION B: EXISTING LDP ALLOCATIONS – SITE REVIEW

In line with national planning policy, in preparing the new LDP it is important that allocated sites are considered to be deliverable in the sense that there is some acknowledged likelihood that sites will be developed.

As part of the MIR process, all existing allocations (housing and re-development), which included an element of housing, were looked at to ascertain the likelihood of them being developed. If sites have been in the LDP for a lengthy period of time, with no realistic likelihood of them being developed then the Council must consider removing these sites from the Plan and replacing them with sites which are more likely to be developed.

Initially, the Council undertook a desktop exercise looking at all housing allocations and all re-development sites with an indicative housing capacity. A site criteria was used to assess each allocations against, looking at;

- The length of time a site has been allocated
- If it is known that the landowner does not want to develop the site
- There are any new constraints relating to the site
- There has been no recent planning application on the site
- There is no planning history on the site.

Other things to consider included;

- Whether the site is owned by a developer;
- If the site is part of later phases of an adjacent allocation;
- If the site is required for access to another site;
- Potential implications of removing the site;
- If the site is included within the SHIP and has RSL involvement for the delivery of affordable housing;
- Recent programming within the Housing Land Audit, (there may be some sites where developer forms were completed, as part of that process, with additional delivery information)

Where allocations met the criteria above, a letter was sent to the landowner, requesting confirmation as to whether they owned the land and whether they had any timescales for releasing the site for housing development/or whether they knew of any pending interest from any party wishing to develop the site.

Ultimately, the Council wrote to 23 landowners, requesting further information on their sites. Further to the information submitted, it was decided to remove 3 housing allocation and 1 re-development allocation, totalling 95 units. Further to this, 1 site will be retained as a re-development site, however the indicative site capacity will be removed. These proposals are outlined above in Table 9. The sites are included within the MIR for consultation. The existing mixed use site within Greenlaw (MGREE001) is proposed now for business and industrial use, which will result in the loss of a further 6 units.

SECTION C: PROPOSED ALLOCATIONS WITHIN THE MIR

The tables below outline the proposed preferred and alternative proposals included within the MIR, for housing mixed use allocations. The tables include all sites which have an indicative housing capacity. All the sites are included within the MIR for public consultation.

Table 11: Preferred Housing Proposals (Berwickshire HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Preferred Housing Proposals					
AGORD004	Gordon	Land at Eden Road	Outwith	Housing	25
AGRAN004	Grantshouse	Land North of Mansefield	Outwith	Housing	8
AGREE009	Greenlaw	Poultry Farm	Outwith	Housing	38
AWESR002	Westruther	Edgar Road	Outwith	Housing	10
Total capacity					81 units

Table 12: Alternative Housing and Mixed Use Proposals (Berwickshire HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Alternative Housing Proposals					
ACOLD014	Coldstream	Hillview North 1 (Phase 2)	Outwith	Housing	100
AGREE008	Greenlaw	Halliburton Road	Outwith	Housing	40
AREST005	Reston	Land East of West Reston	Eastern	Housing	5
Total capacity					145 units
Alternative Mixed Use Proposal					
MDUNS005	Duns	South of Earlsmeadow (Phase 1)	Eastern	Mixed Use	100
Total capacity					100 units

Table 13: Preferred Housing Proposals (Central HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Preferred Housing Proposals					
ADARN005	Darnick	Land South of Darnlee	Central	Housing	10
ADENH006	Denholm	Land South East of Thorncroft	Central	Housing	12
AHAWI027	Hawick	Burnfoot (Phase 1)	Central	Housing	60
AJEDB018	Jedburgh	Land East of	Central	Housing	20

		Howdenburn Court II			
ASMAI002	Smailholm	Land at West Third	Central	Housing	5
Total capacity					107 units

Table 14: Alternative Housing Proposals (Central HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Alternative Housing Proposals					
AANCR002	Ancrum	Dick's Croft II	Central	Housing	60
ACRAI004	Crailing	Crailing Toll (Larger Site)	Central	Housing	5
AECKF002	Eckford	Land at Black Barn	Central	Housing	10
AEDNA011	Ednam	Cliftonhill (v)	Outwith	Housing	15
AEDNA013	Ednam	Land North of Primary School	Outwith	Housing	20
AMELR013	Melrose	Harmony Hall Gardens	Central	Housing	5
AGALA029	Galashiels	Netherbarns	Central	Housing	45
ASELK040	Selkirk	Philiphaugh Mill	Central	Housing	19
Total capacity					179 units

Table 15: Preferred Housing/Mixed Use/Longer Term Housing/Longer Term Mixed Use Proposals (Northern HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Preferred Housing Proposals					
ADOLP004	Dolphinton	Land to North of Dolphinton	Outwith	Housing	10
AOXT0010	Oxton	Nether Howden	Outwith	Housing	30
APEEB056	Peebles	Land South of Chapelhill Farm	Western	Housing	150
Total capacity					190 units
Preferred Mixed Use Proposals					
MESH1001	Eshiels	Land at Eshiels I	Western	Mixed Use	200
MESH1002	Eshiels	Land at Eshiels II	Western	Mixed Use	40
MINNE003	Innerleithen	Land West of Innerleithen	Western	Mixed Use	50
Total ha					290 units
Preferred Long Term Housing Proposals					
SEDDL001	Eddleston	North of Bellfield II	Outwith	Long Term Housing	4.4ha

SPEEB009	Peebles	East of Cademuir Hill	Western	Long Term Housing	13.2ha
Total capacity					17.6 ha
Preferred Long Term Mixed Use Proposals					
SCARD002	Cardrona	Land at Nether Horsburgh	Western	Long Term Mixed	23.8ha
SPEEB008	Peebles	Land West of Edderston Ridge	Western	Long Term Mixed	19.5ha
Total ha					43.3ha

Table 16: Alternative Housing Proposals (Northern HMA)

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Alternative Housing Proposals					
AEDDL008	Eddleston	Land West of Elibank Park	Outwith	Housing	40
AEDDL009	Eddleston	Land South of Cemetery	Outwith	Housing	35
Total capacity					75 units

Table 17: Re-development Sites

Site Code	Settlement	Site Name	Rural Growth Area	Proposed Use	Indicative Capacity/ha of site
Re-development proposal					
REYEM007	Eyemouth	Former Town Hall	Eastern	Re-development	0.06ha/no site capacity
RHAWI017	Hawick	Former Peter Scott Building	Central	Re-development	0.55ha/no site capacity
RHAWI018	Hawick	Buccleuch Mill	Central	Re-development	0.12ha/no site capacity
RJEDB003	Jedburgh	Howdenburn Primary School	Central	Re-development	2.17ha/no site capacity
RJEDB004	Jedburgh	Parkside Primary School	Central	Re-development	0.62ha/no site capacity
RJEDB005	Jedburgh	Former Tennis Court/Ski Slope	Central	Re-development	1.27ha/no site capacity
RJEDB006	Jedburgh	Jedburgh Grammar School	Central	Re-development	0.81ha/no site capacity
Total capacity					5.6 ha

Table 18: Total units/ha proposed within MIR

Proposed Use	Preferred			Alternative		
	Units	ha	Number of	Units	ha	Number of

			sites			sites
Housing	378 units		12	399 units		13
Mixed Use	290 units		3	100 units		1
Longer Term Housing		17.6 ha (indicative capacity TBC)	2		0 ha	0
Longer Term Mixed Use		43.3 ha (indicative capacity TBC)	2		0 ha	0
Re-Development		5.6 ha	7		n/a	n/a
Totals	668 units	66.5 ha	26 sites	499 units	n/a	14 sites

The MIR proposes 668 preferred units and 499 alternative units, as shown in Table 18.