

# Supplementary Guidance

Housing Land  
September 2013.



## Supplementary Guidance - Housing Land



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## Introduction 1

## 1 Introduction

**1.1** This Supplementary Guidance is prepared under Section 22 of the Planning etc (Scotland) Act 2006 in connection with the Strategic Development Plan (SDP) for South East Scotland as approved by Scottish Ministers on 27 June 2013. Once adopted, the Guidance will form part of the development plan.

### Purpose

**1.2** The purpose of the Supplementary Guidance is to provide detailed further information in support of SDP Policy 5 (Housing Land). The further information will provide direction for Local Development Plans (LDPs) as to how much of the overall housing land requirement should be met in each of the six member authority areas (City of Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders and West Lothian).

### Preparation

**1.3** The Supplementary Guidance is based on an analysis of opportunities and of the infrastructure and environmental capacities and constraints. A Technical Note has been prepared in support of this Supplementary Guidance. The Technical Note contains the background information and report of survey work undertaken to prepare the Supplementary Guidance itself. A Strategic Environmental Assessment (SEA) has been undertaken for the Supplementary Guidance. This is set out in a separate document.

**1.4** The Supplementary Guidance, supporting Technical Note and SEA have been prepared in consultation with the six member authorities.

### How to Get Involved

**1.5** The Guidance was considered by SESplan Joint Committee on 30 September 2013. Following approval for ratification and consultation, the Guidance was ratified by each of the six member authorities. The Supplementary Guidance has now been published for consultation and is available through the SESplan public portal for comment (<http://sesplan-consult.objective.co.uk/portal>). The six week period during which comments may be submitted is open from Monday 11 November 2013 until 5pm on Friday 20 December 2013.

**1.6** All comments should be submitted electronically via the SESplan portal. If you require assistance in accessing the portal please contact a member of the SESplan team on 0131 524 5165.

## 2 Policy Context

## 2 Policy Context

**2.1** Under the terms of the Planning etc (Scotland) Act 2006, the six member authorities that make up the SESplan Strategic Development Planning Authority (SDPA) are required to prepare an SDP for South East Scotland. The first SDP, which was approved by Scottish Ministers on 27 June 2013, sets clear parameters for each of the six LDPs covering the period to 2032. The spatial strategy set out in the approved SDP builds on approaches in existing development plans focusing development along preferred corridors optimising connectivity and access to services and jobs. Policy 1A (Spatial Strategy Development Locations) identifies five sub regional areas (Regional Core, East Coast, Fife Forth, Midlothian / Borders, West Lothian). Within these, further development will be focused in 13 Strategic Development Areas (SDAs) acting as the primary locations for growth and investment:

- West Edinburgh;
- South East Edinburgh;
- Edinburgh City Centre;
- Edinburgh Waterfront;
- East Lothian;
- Eastern Borders;
- North Dunfermline;
- Ore / Upper Leven Valley;
- A7 / A68 / Borders Rail Corridor;
- A701 Corridor;
- Central Borders;
- Western Borders; and
- West Lothian.

**2.2** SDP Policy 5 (Housing Land) identifies that, for the period from 2009 up to 2024, there is a requirement for sufficient housing land to be allocated so as to enable 107,545 houses to be built across the SESplan area, including on land which is currently committed for housing development. Policy 5 also indicates that Supplementary Guidance will be prepared to provide detailed further information as to how much of the requirement should be met in each of the six member authority areas, both in the period 2009 - 2019 and in the period 2019 - 2024. The Supplementary Guidance is to be based on an analysis of opportunities and of the infrastructure and environmental capacities and constraints. The approved SDP also notes that, due to environmental constraints and other restrictions within the City's boundaries, a significant proportion of housing need and demand generated in the City of Edinburgh Council area may need to be met in the other five LDP areas. The accompanying Technical Note sets out the survey and analysis work undertaken.

**2.3** The Supplementary Guidance has been prepared in accordance with other relevant SDP policies including Policy 1B (The Spatial Strategy Development Principles) and Policies 6 and 7 (Housing Land Flexibility and Maintaining a Five Year Housing Land Supply).

## Housing Land Requirement 3

### 3 Housing Land Requirement

**3.1** The SDP must ensure that the housing needs and demand of the SESplan area can be met. As detailed in the approved SDP and as required by national policy, it is the role of the SDP to provide the framework for the six LDPs within the SESplan area to allocate sufficient land for housing development.

**3.2** Across the SESplan area, there is a requirement for a total of 155,544 houses to be provided over the period to 2032. This total requirement as identified by the Housing Needs and Demand Assessment (HNDA) (see Table 2, Assessed Housing Requirements by Plan Period contained within the SDP) is to be distributed across the three SDP plan periods 2009 - 2019 (74,835 houses), 2019 - 2024 (32,710 houses) and 2024 - 2032 (47,999 houses). Sufficient land must therefore be identified across the six LDP areas to accommodate the housing land requirement over the period to 2024, a total of 107,545 units.

**3.3** As set out in the accompanying Technical Note, in order to identify sufficient land to accommodate the housing land requirement a review of the opportunities and of the environmental and infrastructure capacities and constraints has been undertaken. This has included a refresh and review of data and information collated to support the approved SDP and has meant an update of the established land supply based on Housing Land Audit (HLA) 2012 instead of HLA 2010, a review of the output from all brownfield sites in the established supply and the housing market in terms of viability and deliverability and a refresh of the Spatial Strategy Assessment undertaken to support the Proposed Plan. The latter included a review of the entire SESplan area against criteria such as infrastructure capacity, land availability, green belt and transport.

**3.4** The housing land requirement set out in this Supplementary Guidance must be consistent with the approved SDP and in particular the spatial strategy by prioritising brownfield land and locating additional development within the identified SDAs in the first instance. The policy principles for the location of development as set out in Scottish Planning Policy (SPP) and contributing towards successful place making have informed the requirement by LDP area. The requirement must also balance the principle of seeking to meet need and demand where it arises with the capacity and constraints analysis, as well as market and deliverability considerations.

**3.5** Details of how all these factors were considered in the Supplementary Guidance preparation process is set out in the accompanying Technical Note. The conclusions and justification for the distribution are also set out in the Technical Note.

**3.6** Based on the outcomes of the analysis undertaken and the considerations set out above, the distribution of the housing land requirement of 107,545 units in the periods 2009 - 2019 and 2019 - 2024 is set out in Table 3.1 below. LDPs must identify sufficient sites and locations to accommodate the housing land requirements set out in Table 3.1. Please note that the figures have been rounded to the nearest 10.

### 3 Housing Land Requirement

**Table 3.1 Housing Land Requirement by Local Development Plan Area**

Local Development Plan	2009 - 2019	2019 - 2024
City of Edinburgh	22,300	7,210
East Lothian	6,250	3,800
Fife	17,140	7,430
Midlothian	8,080	4,410
Scottish Borders	9,650	3,280
West Lothian	11,420	6,590
<b>SESplan Totals 2009 - 2019 and 2019 - 2024</b>	<b>74,840</b>	<b>32,720</b>
<b>SESplan Total 2009 - 2024</b>	<b>107,560</b>	

**3.7** Most of the new houses required are expected to be built on land which is already committed for development either because it is already allocated for that purpose or because planning permission has been granted. Based on HLA 2012 and including an allowance for constrained and windfall sites to come forward and for demolitions, the total supply across the SESplan area to 2024 is 83,207 units. To meet the total requirement of 107,545 units, it is therefore expected that LDPs will need to identify land to accommodate at least an additional 24,338 units.

**3.8** The extent to which sites already identified for housing (i.e. the 83,207 units) remain capable of delivering house completions by 2024 must be re-assessed in LDPs (SDP paragraph 23). Any changes in this figure will have implications for the amount of additional housing land needed. Where necessary, alternative housing sites will need to be allocated.

**3.9** Consistent with SPP and paragraph 113 of the approved SDP, LDPs should give priority to brownfield sites within existing built up areas when allocating new sites for housing development. Where additional land is required, sites should first be sought within the identified SDAs. No significant new brownfield housing opportunities have been identified at this time. Based on analysis undertaken of opportunities and constraints within SDAs, Table 3.2 indicates the potential contribution that each SDA could make towards meeting the housing requirement. These figures will need to be re-assessed in LDPs to demonstrate that the requirements of SDP paragraph 113 have been met.

**3.10** The analysis undertaken in preparing the Supplementary Guidance suggests that additional sites will need to be allocated outwith SDAs and that the most appropriate locations for these are in the City of Edinburgh, Fife and the Scottish Borders. An indication of how much land may be needed outwith SDAs and how this could be distributed is also included in Table 3.2. LDPs will include a detailed assessment of the amount of housing land to be allocated outwith SDAs and consideration of potential sites.

## Housing Land Requirement 3

**3.11** New development proposals will complement and not undermine the delivery of existing committed development. In all circumstances, the principles and criteria set out within Policies 1B (Spatial Strategy Development Principles), 6 (Housing Land Flexibility) and 7 (Maintaining a Five Year Housing Land Supply) must be adhered to and met by each of the six LDPs.

**Table 3.2 Additional Allowances Within and Outwith Strategic Development Areas**

Strategic Development Area	Additional Allowances
West Edinburgh	2,700
South East Edinburgh	2,950 (2,500 in City of Edinburgh and 450 in Midlothian)
Edinburgh City Centre	0
Edinburgh Waterfront	0
East Lothian	3,533
North Dunfermline	2,630
Ore / Upper Leven Valley	3,220
A7 / A68 / Borders Rail Corridor	1,350
A701 Corridor	750
Eastern Borders	160
Central Borders	285
Western Borders	105
West Lothian	2,125
Outwith Strategic Development Areas	Additional Allowances
City of Edinburgh	2,500
Fife	1,950
Scottish Borders	80
<b>SESplan</b>	<b>24,338</b>

### Delivery

**3.12** Maintaining a supply of effective land for at least 5 years at all times, in accord with approved SDP Policy 6 and Policy 7, should ensure that there is a continuing generous supply of land for house building. Member authorities will base their calculation of the five



### 3 Housing Land Requirement

year land supply on the period 2009 - 2024, taking into consideration housing completions. SESplan, in conjunction with member authorities, will monitor the supply of housing land on an annual basis in order to assess progress against the overall housing land requirement set out in Table 3.1. This will inform the preparation of LDPs and the second SDP.

**3.13** A very significant increase in the rate of house completions across the SESplan area will be needed if the requirements set by this Supplementary Guidance are to be met. This is challenging and particularly so in 2009 - 2019 as it is expected that LDPs will be adopted around 2015, around six years into the first period (2009 - 2019).

**3.14** Significant transport and strategic infrastructure improvements are essential to support the delivery of the housing land requirement set out in this Supplementary Guidance. These infrastructure requirements are set out in Figure 2 of the SDP and the accompanying Action Programme. In particular, school extensions and new schools to provide the additional pupil places required to meet development need are seen as essential and must be delivered alongside development. LDPs will provide further details on these requirements and further policy guidance in accord with Policy 9 (Infrastructure) of the approved SDP.

**3.15** The Supplementary Guidance sets out a housing land requirement to meet need and demand from the South East Scotland region. Delivering that level of housing will be challenging and that will be made even more difficult should funding solutions to enable the provision of essential infrastructure improvements not be identified. A very significant increase in housing completion rates will also be required to deliver the housing needed to meet the need and demand which has been identified. Setting requirements for housing land at levels to meet the HNDA estimates of need and demand for housing units in the South East Scotland region will ensure that the supply of housing land identified in development plans will not be the reason for failing to meet this challenge.

## Glossary 4

## 4 Glossary

<b>Constrained Housing Land Supply</b>	That part of the established housing land supply which may be affected by infrastructure constraints, land contamination or ownership / marketing issues.
<b>Effective Land Supply</b>	The part of the established housing land supply which is free or expected to be free of development constraints in the period under consideration, and will therefore be available for the construction of housing.
<b>Established Land Supply</b>	The total housing land supply - including both unconstrained and constrained sites. The Established Land Supply includes the effective housing land supply.
<b>Supplementary Guidance</b>	Provides further information or detail in respect of policies or proposals set out in the Strategic Development Plan or Local Development Plan. Statutory guidance adopted in connection with a plan, forms part of the development plan.
<b>Windfall</b>	A site which becomes available for development during the plan period which was not anticipated to be available when the plan was being prepared.