

Notice of meeting and agenda

Planning Committee (Special Meeting)

Wednesday 23 October, 2013 at 9.00 a.m.

Dean of Guild Courtroom, City Chambers, High Street, Edinburgh

This is a public meeting and members of the public are welcome to attend.

Contact

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1. Order of business

- 1.1 Including any notices of motion and any other items of business submitted as urgent for consideration at the meeting.

2. Declaration of interests

- 2.1 Members should declare any financial and non-financial interests they have in the items of business for consideration, identifying the relevant agenda item and the nature of their interest.

3. Deputations

- 3.1 (If any)

4. Motion – Demographic Changes

- 4.1 Councillor Mowat has submitted the following notice of motion for consideration by the Planning Committee -

'Committee notes that demographic changes are one of the greatest pressures facing the Council and asks for a report detailing how the needs of the increasing numbers of the older people can be taken into consideration as part of the planning process, what the impacts for development are and whether there is a need to include the Health and Social Care department of the Council as a statutory consultee, to ensure we are meeting the needs of older people when determining planning applications.'

5. Development Plan

- 5.1 Strategic Development Plan: Supplementary Guidance on Housing Land – report by the Director of Services for Communities (circulated)
- 5.2 Local Development Plan: Development Plan scheme - report by the Director of Services for Communities (circulated)

Carol Campbell

Head of Legal, Risk and Compliance

Committee Members

Councillors Perry (Convener), Howat (Vice-Convener), Bagshaw, Blacklock, Brock Cairns, Child, Dixon, Heslop, McVey, Milligan, Mowat, Robson, Rose and Ross.

Information about the Planning Committee

The Planning Committee consists of 15 Councillors and is appointed by the City of Edinburgh Council. The Planning Committee usually meets every eight weeks. It considers planning policy and projects and other matters but excluding planning applications (which are dealt with by the Development Management Sub-Committee).

The Planning Committee usually meets in the Dean of Guild Court Room in the City Chambers on the High Street in Edinburgh. There is a seated public gallery and the meeting is open to all members of the public.

Further information

If you have any questions about the agenda or meeting arrangements, please contact David Emerson, Committee Services, City of Edinburgh Council, City Chambers, High Street, Edinburgh EH1 1YJ, Tel 0131 529 4230, e-mail david.emerson@edinburgh.gov.uk

A copy of the agenda and papers for this meeting will be available for inspection prior to the meeting at the main reception office, City Chambers, High Street, Edinburgh.

The agenda, minutes and public reports for this meeting and all the main Council committees can be viewed online by going to www.edinburgh.gov.uk/cpol.

Planning Committee

9am Wednesday, 23 October 2013

Strategic Development Plan Supplementary Guidance on Housing Land

Item number

Report number

Wards All

Links

Coalition pledges [P8](#), [P15](#), [P17](#), [P18](#)

Council outcomes [CO7](#), [CO8](#), [CO16](#), [CO18](#), [CO19](#), [CO22](#), [CO23](#)

Single Outcome Agreement [SO1](#), [SO4](#)

Mark Turley

Director of Services for Communities

Ken Tippen, Group Leader – Development Planning

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Executive summary

Strategic Development Plan Supplementary Guidance on Housing Land

Summary

The purpose of this report is to invite the Committee to ratify the decision by the SESplan Joint Committee to approve the draft Supplementary Guidance on Housing Land. When Scottish Ministers approved the Strategic Development Plan (SDP) on 27 June 2013, they modified Policy 5 to include a requirement that SESplan prepare supplementary guidance (SG) on housing land, to provide further detailed information for Local Development Plans (LDPs) on how much of the overall housing land requirement should be met in each of the six member authority areas in the period to 2024. The SG should be concluded within 12 months of plan approval. SESplan approved a consultative draft SG on 30 September 2013 and have requested that it be considered and ratified by each Council.

Recommendations

1. It is recommended that Committee agrees to ratify SESplan's approval of the draft Supplementary Guidance on Housing Land for consultation.

Measures of success

1. The Supplementary Guidance proceeds to SESplan's published timetable and meets Scottish Ministers' expectations.
2. When approved, the SG guides the content of emerging Local Development Plans.

Financial impact

There are no financial impacts arising from this report.

Equalities impact

An Equalities Impact Assessment is currently being progressed by SESplan. An update will be provided at the Committee meeting.

Sustainability impact

This report has no adverse sustainability impacts. The draft SG has been subject to Strategic Environmental Assessment. The Environmental Report (placed in Group Rooms and available at www.sesplan.gov.uk) identifies, describes and evaluates the likely significant effects of the draft Supplementary Guidance. The SDP itself was also supported by an Environmental Report.

Consultation and engagement

SESplan will publish the draft supplementary guidance for a six-week consultation period from 11 November to 20 December 2013. More detail on engagement and distribution is set out in section 3 of the SDP Manager's report to the 30 September SESplan Joint Committee (Appendix 1).

Background reading / external references

www.sesplan.gov.uk

Report to Planning Committee – 11 August 2011 – Proposed Strategic Development Plan

Strategic Development Plan Supplementary Guidance on Housing Land

1. Background

- 1.1 SESplan is the Strategic Development Planning Authority for Edinburgh and south east Scotland. It covers the council areas of City of Edinburgh, East Lothian, Fife (part), Midlothian, Scottish Borders and West Lothian. The Planning etc (Scotland) Act 2006 requires these Councils to work together to prepare and keep under review a Strategic Development Plan (SDP) for the Edinburgh city region.
- 1.2 The first Strategic Development Plan was approved by Scottish Ministers on 27 June 2013. In approving the plan, they modified Policy 5 to require SESplan to prepare supplementary guidance (SG) on housing land, to provide further detailed information for Local Development Plans (LDPs) on how much of the overall housing land requirement should be met in each of the six member authority areas in the period to 2024.
- 1.3 The draft SG was approved by the SESplan Joint Committee on 30 September 2013, subject to ratification by the six member authorities. This report invites Committee to ratify SESplan's approval of the consultative draft SG.
- 1.4 The SDP Manager's report (Appendix 1) explains the process, introduces the various evidence base documents and sets out the next steps in the programme.

2. Main report

- 2.1 The draft guidance is supported by a technical note (TN) which sets out the assessments and analysis that led to the content of the draft. It is also accompanied by SEA and transport appraisal report. These documents have been placed in the Group Rooms and are available to view, with the full suite of documents associated with the draft SG, at www.sesplan.gov.uk
- 2.2 The SG apportions a SESplan-wide total housing target of 107,560 homes by the six council areas and by two plan phases: 2009 to 2019 and 2019 to 2024. The target is derived from the Housing Needs and Demand Assessment that was prepared by SESplan in accordance with a methodology prescribed by the Scottish Government.

- 2.3 In the period 2009-2019, Edinburgh's apportionment is 22,300 homes from a total for that phase of 74,840 (30%); the figure for the 2019-24 period is 7,210 from 32,720 (22%).
- 2.4 Most of the land needed to meet these targets is identified and already has planning support for housing development. However, new land will need to be allocated. The draft SG requires the Edinburgh LDP to allocate land for 2,700 homes in the West Edinburgh Strategic Development Area (SDA) and for 2,500 in the South East Edinburgh SDA.
- 2.5 Sites already identified in the Proposed Local Development Plan can count towards these allocations.
- 2.6 The draft SG also states that land for 2,500 homes needs to be allocated on land in this Council's administrative area, outwith the SDP's SDAs.
- 2.7 The SG therefore requires CEC to allocate new land for 7,700 homes; the equivalent figure in the Proposed SDP was 3,000.
- 2.8 The basis for all these figures is set out in the Technical Note (TN). Once adopted, the SG will set the housing requirement for this Council. The LDP will translate this into site-specific allocations; in doing this, the LDP is expected to review the base land supply position and the contribution to be made from existing sites.
- 2.9 The draft SG affects the content and programme of the Edinburgh LDP. A separate report to this meeting sets out a proposed approach to this issue.

3. Recommendations

- 3.1 It is recommended that Committee agrees to ratify SESplan's consultative draft Supplementary Guidance on Housing Land for consultation.

Mark Turley

Director of Services for Communities

Links

Coalition pledges	<p>P8 Make sure the city's people are well-housed, including encouraging developers to built residential communities, starting with brownfield sites</p> <p>P15 Work with public organisations, the private sector and social enterprise to promote Edinburgh to investors</p> <p>P17 Continue efforts to develop the city's gap sites and encourage regeneration</p> <p>P18 Complete the tram project in accordance with current plans</p>
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Council outcomes	<p>CO7 Edinburgh draws in new investment in development and regeneration</p> <p>CO8 Edinburgh's economy creates and sustains job opportunities</p> <p>CO16 Well-housed – People live in a good quality home that is affordable and meets their needs in a well-managed neighbourhood</p> <p>CO18 Green – We reduce the local environmental impact of our consumption and production</p> <p>CO19 Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm</p> <p>CO22 Moving efficiently – Edinburgh has transport system that improves connectivity and is green, healthy and accessible</p> <p>CO23 Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community</p>
Single Outcome Agreement	<p>SO1 Edinburgh's economy delivers increased investment, jobs and opportunities for all</p> <p>SO4 Edinburgh's communities are safer and have improved physical and social fabric</p>
Appendices	<p>Appendix 1: SDP Manager's report to 30 September 2013 SESplan Joint Committee</p> <p>Appendix 2: Draft Supplementary Guidance – Housing Land, SESplan, September 2013</p>
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The Strategic Development Planning Authority
for Edinburgh and South East Scotland

SESPLAN JOINT COMMITTEE

30 September 2013

For Decision	✓
For Information	

ITEM 5 – SUPPLEMENTARY GUIDANCE

Report by: Ian Angus, SDP Manager

Purpose

This report seeks SESplan Joint Committee approval of the draft Supplementary Guidance on Housing Land for ratification by the member authorities and thereafter for publication for consultation (sees Appendices 1 - 4).

Recommendations

It is recommended that the SESplan Joint Committee:

1. Approves the draft Supplementary Guidance on Housing Land as set out within Appendix 1 for ratification and thereafter for publication for consultation;
2. Notes the background Technical Note attached as Appendix 2 to this report;
3. Notes the Strategic Environmental Assessment and report on Transport Modelling related to the Supplementary Guidance attached as Appendices 3 and 4 to this report;
4. Agrees that editorial changes of a non policy nature are delegated to the SESplan Manager in consultation with the SESplan Joint Committee Convener and Vice Convener and SESplan Project Board Chair and Vice Chair in relation to Appendices 1 - 4; and
5. Agrees the consultation arrangements set out in paragraphs 3.1 onwards of this report.

Resource Implications

As set out below.

Legal and Risk Implications

All risks are detailed in the SESplan Risk Register and reported to Joint Committee on an annual basis.

Policy and Impact Assessment

No separate impact assessment is required.

1. Background

- 1.1 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 a Strategic Development Plan (SDP) for South East Scotland. Following an independent Examination, Scottish Ministers approved the first SDP on 27 June 2013. The SDP sets clear parameters for each of the Local Development Plans (LDPs), focusing further strategic development within thirteen Strategic Development Areas (SDA) across the SESplan area. Each of the SDAs will act as the primary locations for growth and investment.

- 1.2 In approving the SDP, Scottish Ministers made modifications to Policy 5 (Housing Land). The modifications require Supplementary Guidance to be prepared to provide further detailed information for 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 (southern part of Fife only), Midlothian, Scottish Borders and West Lothian) in the periods 2009 - 2019 and 2019 - 2024.

- 1.3 As set out in the SDP approval letter (available for download from the Directorate for Planning and Environmental Appeals website <http://www.dpea.scotland.gov.uk/CaseDetails.aspx?id=qA313854>), Scottish Ministers expect the Supplementary Guidance to be adopted within 12 months from the date of approval of the SDP. The Guidance must therefore be adopted by no later than the 27 June 2014.
- 1.4 The Scottish Ministers also noted that it is essential that the full range of stakeholders is involved in the preparation of the guidance, including the Scottish Government, its executive agencies and non-executive agencies, the other key agencies and the development industry and that the public must be given sufficient opportunities to input their views.

2. The Supplementary Guidance

- 2.1 The SDP must ensure that the housing needs and demand of the SESplan area can be met. 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.
- 2.2 Across the SESplan area, the Housing Needs and Demand Assessment (HNDA) identified that there is a requirement for a total of 155,544 houses to be provided over the period to 2032. As detailed within Table 2 of the approved SDP, the HNDA sets out that this total 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). Policy 5 (Housing Land) of the SDP requires that Supplementary Guidance should be prepared to provide further detailed information as to how the housing requirement over the period to 2024, a total of 107,545 houses, is to be distributed across the six LDPs.

2.3 Policy 5 also indicates that the Supplementary Guidance should be based on an analysis of opportunities and infrastructure and environmental capacities and constraints. SESplan and the member authorities have worked together to complete this analysis. The analysis has been consistent with the spatial strategy set in the approved SDP, which builds on existing committed development and where possible focuses new development on brownfield land across the thirteen SDAs identified. The strategy steers housing growth to sustainable locations where there is infrastructure capacity or which minimise the requirement for additional investment. To inform the preparation of the Supplementary Guidance, SESplan and the member authorities have also considered:

- Housing Need and Demand and the Supply of Housing Land - The assessed need and demand for housing and how this compares to the updated 2012 housing land supply position including effective land supply, the contribution from constrained sites and an allowance for windfall;
- The Housing Market – The operation of the wider Edinburgh housing market and sub-markets within the SESplan area, how the market is performing in the current economic climate and what this means for maintaining a five year land supply;
- An updated Spatial Strategy Assessment - The Spatial Strategy Assessment undertaken in November 2011 was the methodology used to identify the preferred locations for development within the SESplan area.. These preferred areas underpinned the identification of the thirteen SDAs. It was therefore considered useful to undertake a refresh of the Assessment.

2.4 More information on the analysis and other evidence is set out in the accompanying Technical Note (see Appendix 2).

- 2.5 The Aims of the approved SDP, including ‘*reducing the need to travel*’ and ‘*enabling delivery of housing requirements...to meet need and demand in the most sustainable locations*’ give further guidance to defining housing land requirements by LDP area. In this context, requirements have been identified for each LDP area which ensures that, taking into consideration the analysis of infrastructure and environmental capacities and constraints, need and demand are met as far as practical in areas close to where that need and demand arises.
- 2.6 On this basis Table 3.1 of the draft Supplementary Guidance outlines the distribution of the housing land requirement across the six LDPs as follows.

Table 3.1 – Housing Land Requirement by Local Development Plan Area

Local Development Plan	Plan Period	
	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
Sub Total	74,840	32,720
Total		107,560

- 2.7 New development proposals will complement and not undermine the delivery of existing committed development.
- 2.8 The key will be ensuring that the housing requirements set out in Table 3.1 can be delivered. Delivery will depend on:
- a. Significant investment in infrastructure, particularly transport and education; and
 - b. A very significant increase in house completion rates.

- 2.9 There is a significant level of transport and strategic infrastructure required to enable the housing land requirement to be met across the SESplan area. Delivering the requirements will be challenging and that will be even more difficult should funding solutions to enable the provision of essential infrastructure not be identified.
- 2.10 Furthermore, the first LDPs are anticipated to be adopted by the member authorities around 2015. This is already some five to six years into the 2009 – 2019 plan period, leaving only four to five years for LDPs to bring forward the housing land requirement for that period. A very significant increase in the completion of new houses being built is required almost immediately if requirements are to be met.
- 2.11 Maintaining a supply of ‘effective land’ for at least 5 years to ensure a generous supply of land for house building at all times, in accord with Scottish Planning Policy (SPP), will be challenging. . SESplan’s response to consultation on the draft updated SPP published in April 2012 noted that the current model of maintaining an effective housing land supply, which allows for additional land to be brought forward if the existing supply is not being delivered, works well in periods of growth but is not helpful in times of recession, or the period of recovery following recession.
- 2.12 The Supplementary Guidance has also been the subject of a Strategic Environmental Assessment (SEA). The SEA has been undertaken to assess the additional and rephased housing allocations that have been identified. The approved SDP has already been subject to the SEA process.
- 2.13 The Environmental Report (see Appendix 3) identifies, describes and evaluates the likely significant effects of the draft Supplementary Guidance.

- 2.14 The Key Agencies and representatives of the Scottish Government have had an opportunity to discuss SESplan's and the member authorities' approach to the preparation of the Supplementary Guidance. In addition, liaison meetings with Homes for Scotland (HfS) have discussed the preparation of the Supplementary Guidance and HfS have provided information on the housing market to inform the process.
- 2.15 During the preparation of the Supplementary Guidance, more detailed discussions have taken place with Transport Scotland and SEStran on cumulative impacts of development and transport appraisal. Following discussions, the distribution of housing land within the Supplementary Guidance has been input to the SESplan regional transport model to assess the traffic and transport consequences.
- 2.16 The re-run of the SESplan regional transport model indicates that if the housing development set out in the Supplementary Guidance was fully built out to 2024, then across the SESplan Region there would be 2.8% increase in AM peak traffic in comparison to the levels assumed in the Proposed Plan. This additional 2.8% is considered to be a minimal difference.
- 2.17 A significant contribution to this increase has been the change in the established and committed land supply since the Proposed Plan transport appraisal was undertaken. This is outwith the control of the Supplementary Guidance. The level of development that will be built out in certain areas to 2024 (North Edinburgh, Edinburgh Waterfront and west West Lothian in particular) has significantly decreased compared to previous estimates. The majority of new development that is currently programmed is focussed less on inner urban areas and more on urban edge areas where journeys are more likely to be made by car.

- 2.18 Whilst there is a 2.8% increase in the AM peak traffic over the Proposed Plan, there are no additional strategic transport improvements required as a result of the impacts of the Supplementary Guidance beyond those set out in the Proposed Plan. However with the levels of additional housing development proposed, it is even more important that the infrastructure set out in the approved SDP and the Action Programme is delivered to assist in mitigating these impacts and supporting shift away from cars to sustainable modes of transport. It is also likely that the additional housing sites to be identified in LDPs to meet the new targets will require local improvements to the transport network that will be identified at that stage.
- 2.19 In summary, this interim appraisal work does not highlight any significant concerns that the decision on the additional allowances set out in the Supplementary Guidance should be altered due to significant impacts on the transport network. A short briefing note on the transport appraisal is included as Appendix 4.
- 2.20 The appraisal work undertaken is a work in progress based on assumptions of the strategic scale locations of development. Further analysis will be carried out before the Supplementary Guidance is finalised. This will help inform further work on cross boundary impacts of development, LDP transport appraisals and the phasing and delivery of transport infrastructure.

3. Next Steps

- 3.1 Subject to approval by the SESplan Joint Committee, the draft Supplementary Guidance will require to be ratified by each of the member authorities. This process is anticipated to be concluded by the middle of November 2013. Following ratification it is anticipated that the Supplementary Guidance will be formally published for a period of six weeks for comments to be made.

- 3.2 Publication of the Supplementary Guidance will be advertised in local newspapers across the SESplan area and on the SESplan website setting out that the document has been prepared and where and when it may be viewed. Advice will also be provided as to how comments should be made and when they should be made by.
- 3.3 Copies will also be provided to the key agencies, adjoining planning authorities, community councils, libraries and each of the member authorities across the SESplan area.
- 3.4 Following the close of the consultation period, all comments will be assessed and analysed. A further report advising of the issues raised and whether any modifications to the Supplementary Guidance are recommended will then be brought to a SESplan Joint Committee in early 2014 for consideration.

Appendices

- 1 Supplementary Guidance
- 2 Supplementary Guidance - Technical Note
- 3 Strategic Environmental Assessment
- 4 Transport Modelling

Report Contact

Report Agreed By: Ian Angus, SDP Manager

Author Name: Alice Miles

Author Job Title: Lead Officer

Supplementary Guidance

Housing Land
September 2013.



Supplementary Guidance - Housing Land



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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
SESplan Totals 2009 - 2019 and 2019 - 2024	74,840	32,720
SESplan Total 2009 - 2024	107,560	

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
SESplan	24,338

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

Constrained Housing Land Supply	That part of the established housing land supply which may be affected by infrastructure constraints, land contamination or ownership / marketing issues.
Effective Land Supply	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.
Established Land Supply	The total housing land supply - including both unconstrained and constrained sites. The Established Land Supply includes the effective housing land supply.
Supplementary Guidance	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.
Windfall	A site which becomes available for development during the plan period which was not anticipated to be available when the plan was being prepared.

Planning Committee

9.00am, Wednesday, 23 October 2013

Local Development Plan: Development Plan Scheme

Item number
Report number
Wards

Links

Coalition pledges	P4 , P8 , P15 , P17 , P18
Council outcomes	CO7 , CO8 , CO16 , CO18 , CO19 , CO22 , CO23
Single Outcome Agreement	SO1 , SO2 , SO3 , SO4

Mark Turley

Director of Services for Communities

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Executive summary

Local Development Plan: Development Plan Scheme

Summary

This report seeks the Committee's approval for a new Development Plan Scheme (DPS). The DPS updates the formal Development Plan (LDP) project timetable and explains how and when people will have an opportunity to engage. The DPS will be circulated widely following approval.

Recommendations

It is recommended that the Committee:

- 1 Approves the attached Development Plan Scheme for publication and circulation.

Measures of success

- The growth of the city is guided and shaped in a way which maintains and promotes the assets which drive Edinburgh's success and which delivers the Council's objectives.
- The Council maintains up-to-date development plan coverage.
- Stakeholders are kept informed at key stages in the LDP process.

Financial impact

There are no direct financial impacts arising from this report. The costs of printing and distributing the Development Plan Scheme will be met from the existing engagement budget.

Equalities impact

The representation stages of the LDP project have beneficial impacts on rights in that they allow people to have a say in the preparation of the Plan. The measures described in the Development Plan Scheme, intended to promote understanding of the LDP and explain to people how to make representations, have beneficial equalities impacts. No negative impacts on rights and equalities have been identified.

Sustainability impact

The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered and the outcomes summarised below. Relevant Council sustainable development policies have been taken into account.

- This report will have no impact on carbon emissions, the city's resilience to climate change and environmental stewardship because it relates to the LDP process not its policies and proposals.
- This report will help achieve a sustainable Edinburgh because it sets out the steps to be taken to raise awareness of the next stage of the Plan and to help stakeholders submit representations.
- This report will help achieve a sustainable Edinburgh because it provides an update on the LDP process for all those with an interest in the future development of the city.

The LDP itself is the subject a statutory Strategic Environmental Assessment and Habitats Regulations Appraisal.

Consultation and engagement

The new Development Plan Scheme will give interested parties advance notice of the next stage when they can make representations on the LDP. It also sets out the intention to carry out focused engagement activities in advance, to help prepare community councils and other stakeholders for the statutory stage of engagement.

Background reading / external references

Local Development Plan Update, Report to Planning Committee, [3 October 2013](#)

Edinburgh Local Development Plan – Proposed Plan (March 2013) – project documents and map available at www.edinburgh.gov.uk/localdevelopmentplan

Local Development Plan - Aims and Delivery, Report to Corporate Policy and Strategy Committee ([4 December 2012](#))

Local Development Plan: Development Plan Scheme

1. Background

- 1.1 Preparation of the first Edinburgh Local Development Plan (LDP) is underway. When adopted, it will replace the existing two local plans.
- 1.2 A recent [report](#) to Planning Committee (3 October 2013) provided an update on progress to date. It also highlighted that changes in the Strategic Development Plan (SDP) would have implications for the LDP programme. This programme is set out in the Council's Development Plan Scheme which was last updated in March 2013.

2. Main report

Context and Timetable

- 2.1 The draft SDP Supplementary Guidance was approved by the SESplan Joint Committee on 30 September. A separate report to this meeting of the Planning Committee seeks ratification for that approval. The draft Guidance sets a housing land requirement for each LDP, including Edinburgh's.
- 2.2 As anticipated in the 3 October update report (para 2.17), this means that the Council will have to allocate significantly more housing land than the sites included in the Proposed LDP (March 2013). This makes necessary the publication of a revised Plan. If these revisions amount to changes in the Plan's underlying aims and strategy, the revised Plan will be formally described as a second Proposed LDP. If they do not, it will be a Modified Plan. In either case the timetable is the same, and any changes will be made:
 - to ensure compliance with the approved SDP and its supplementary guidance.
 - having regard to the representations made to the March 2013 Proposed LDP. These have been grouped into the issues summarised in Appendix 1 to the 3 October update report.
- 2.3 The draft SDP Supplementary Guidance is expected to be consulted on during November and December 2013, and to be finalised by May 2014 and formally adopted in June 2014.
- 2.4 On that basis, it is intended to report the revised LDP and the representations to the Proposed LDP to Planning Committee at its meeting on 15 May 2014. Following approval, the revised LDP will be published for a period for representations from late June to the start of September 2014. This will be ten

weeks (longer than the statutory minimum of six) because it will fall over the summer holiday season.

- 2.5 Representations received then will be grouped into issues and reported for the Planning Committee's consideration by the end of 2014 (a committee date in early December is assumed in the appended Development Plan Scheme).
- 2.6 Any unresolved representations will then be submitted to Scottish Ministers together with the Plan and the Council's agreed position on the representation issues. This will trigger the examination of the Plan, which is expected to take between six and nine months (the appended scheme assumes six months plus a month for preliminaries, which is typical of recent programming of the Directorate of Planning and Environmental Appeals).
- 2.7 The recommendations of the report of examination will be largely binding on the Council. Several procedural steps will remain from receipt of the report to Plan adoption, and it is anticipated that this will take place in October 2015.

Engagement

- 2.8 The appended Development Plan Scheme indicates when the next period for representations is due to take place, but does not give details. These will be set out closer to the time, in the next Development Plan Scheme.
- 2.9 The revised LDP is likely to include some housing proposals which the Council has not consulted on. Neighbouring properties will be notified of the start of the period for representations in line with legislation. However, it would be beneficial if, before this stage, community councils and community groups have raised local awareness of the potential for housing proposals to come forward in their areas.
- 2.10 To this end, it is intended to carry out some focused engagement activity with community councils and community groups before the revised LDP is published. This will be informed by feedback to be sought at a workshop with the representatives of these groups, being arranged to discuss the LDP engagement process.
- 2.11 Without prejudice to the outcome of that workshop, it is intended to hold small meetings with representatives of community groups over December – March. The aim of these meetings will be to help those groups understand the process on behalf of their areas. The meetings will be an opportunity for those representatives to see what land in their areas is promoted in representations and therefore is being assessed by the Council as it works toward the revised LDP.
- 2.12 It is also intended to continue to engage as appropriate with:
 - other stakeholders, including the development industry;
 - key Agencies (national public agencies like SEPA, Scottish Enterprise, Transport Scotland etc); and
 - elected representatives (councillors, MSPs and MPs).

- 2.13 It should be noted that these engagement activities over the winter would not constitute consultation on specific proposals, and are not anticipated to involve a large amount of project team time. The bulk of the project work between now and May 2014 will be taken up by the additional housing land assessment work required to conform to the approved SDP and its supplementary guidance, and any other issues arising from the representations to the Proposed Plan.
- 2.14 The appended Development Plan Scheme includes reference to a customer feedback survey to gather comments on the ease of use of the Proposed LDP and its support documents. A similar [survey](#) was carried out following the Main Issues Report, and provided useful feedback used to improve the clarity of project documents and communications.

3. Recommendations

- 3.1 It is recommended that the Committee:
- 1 approve the attached Development Plan Scheme for publication and circulation.

Mark Turley

Director of Services for Communities

Links

Coalition pledges	<p>P4 Draw up a long-term strategic plan to tackle both over-crowding and under use in schools</p> <p>P8 Make sure the city's people are well-housed, including encouraging developers to built residential communities, starting with brownfield sites</p> <p>P15 Work with public organisations, the private sector and social enterprise to promote Edinburgh to investors</p> <p>P17 Continue efforts to develop the city's gap sites and encourage regeneration</p> <p>P18 Complete the tram project in accordance with current plans</p>
Council outcomes	<p>CO7 Edinburgh draws in new investment in development and regeneration</p> <p>CO8 Edinburgh's economy creates and sustains job opportunities</p> <p>CO16 Well-housed – People live in a good quality home that is affordable and meets their needs in a well-managed neighbourhood</p>

CO18 Green – We reduce the local environmental impact of our consumption and production

CO19 Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm

CO22 Moving efficiently – Edinburgh has transport system that improves connectivity and is green, healthy and accessible

CO23 Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community

Single Outcome Agreement

SO1 Edinburgh's economy delivers increased investment, jobs and opportunities for all

SO2 Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

SO3 Edinburgh's children and young people enjoy their childhood and fulfil their potential

SO4 Edinburgh's communities are safer and have improved physical and social fabric

Appendices

Appendix 1: Development Plan Scheme – October 2013

*

Appendix 1

Development Plan Scheme October 2013

Contents

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Edinburgh's Local Development Plan

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What is a Development Plan Scheme?

This leaflet is a Development Plan Scheme. It sets out the programme for preparing Edinburgh’s first Local Development Plan. It includes:

- an explanation of what a Local Development Plan is;
- an update of progress to date in preparing the Local Development Plan;
- an updated programme for the next steps in preparing the Local Development Plan; and
- a Participation Statement which sets out when and how you can get involved.

This is the Council’s seventh Development Plan Scheme. It replaces one published in March 2013.

What is a Development Plan?

The planning system has an impact on everyone. Government requires Councils to prepare development plans which are the basis for decision making on planning applications. They contain a strategy for the future development of an area and set out policies and proposals to guide future development and use of land.

Decisions on how and where development will take place in Edinburgh are influenced by the following statutory documents:

The National Planning Framework: this sets out, at the national level, the Scottish Government’s strategy for the country’s spatial development, including schemes of national importance. NPF2 was published in December 2008 and a Main Issues Report for NPF3 was published in April 2013.

A Strategic Development Plan: these are produced for Scotland’s four largest city regions. They set out a long term (20 years or more) spatial planning strategy indicating in broad terms where future development will be located and what’s required to deliver it. The Strategic Development Plan for South East Scotland was approved in June 2013. It was

prepared by the Strategic Development Plan Authority for Edinburgh and South East Scotland (SESplan). The six councils which are members of SESplan are Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders and West Lothian. Supplementary guidance setting out increased housing land requirements is now being progressed by SESplan.

A Local Development Plan: these are produced by the local planning authorities and set out more detailed policies and proposals to guide development. These plans are adopted by the planning authority and must accord with the approved Strategic Development Plan and seek to implement its requirements on a site-specific basis. When the Edinburgh Local Development Plan is adopted, it will replace two existing local plans.

The Strategic Development Plan, together with the Local Development Plan and any associated supplementary guidance, form the statutory Development Plan.

Current Local Plans in Edinburgh

The Edinburgh area is currently covered by two local plans:

- Edinburgh City Local Plan (ECLP), which was adopted in January 2010. www.edinburgh.gov.uk/eclp.
- Rural West Edinburgh Local Plan (RWELP), which was adopted in 2006 (alteration adopted in June 2011). www.edinburgh.gov.uk/rwelpl

The area the two plans cover is set out in Figure 1.

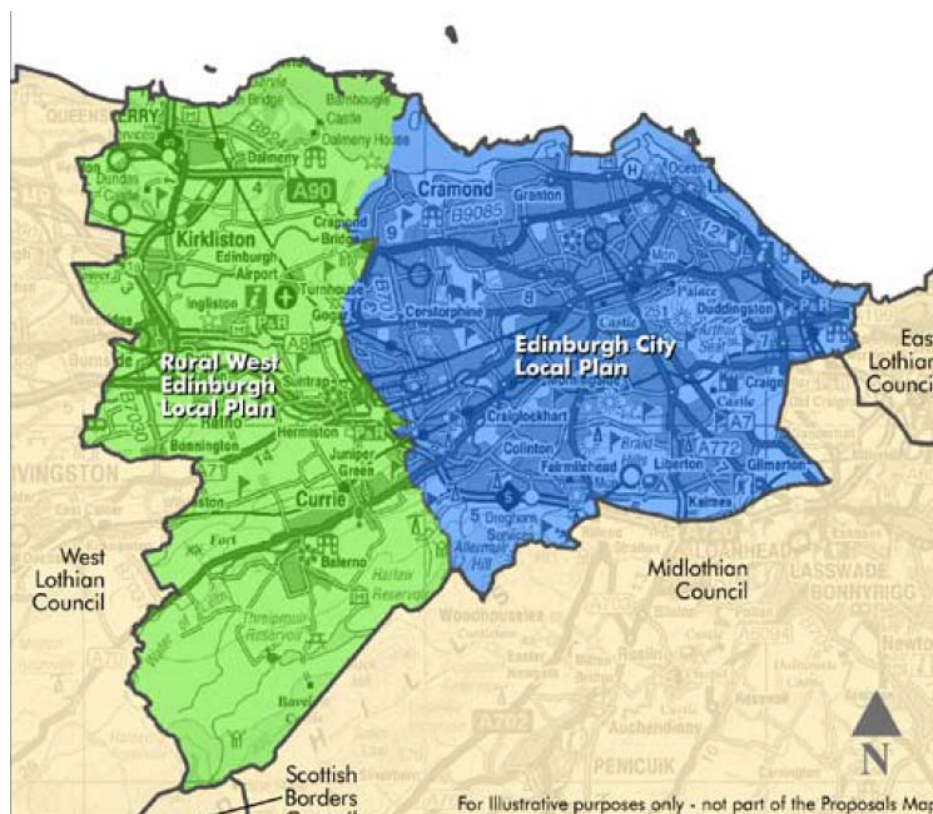


Figure 1

Local Development Plan

- Purpose

The purpose of the Local Development Plan is to:

- provide a clear basis for determining planning applications
- allocate land to meet the needs and targets set out in the Strategic Development Plan for the wider city region (the SESplan area).

- Progress

Since the publication of the first Development Plan Scheme in 2009, preparation of the Local Development Plan has progressed. The Main Issues Report, accompanied by an Environmental Report and Monitoring Statement, was published in October 2011 to seek views on the policy and development options that could be included in the Local Development Plan.

At the Main Issues Report stage, we consulted a wide range of stakeholders - members of the public, Community Councils and groups, private businesses, key consultation agencies, neighbouring authorities and the Scottish Government. We used a number of different methods to make people aware of the Main Issues Report and to encourage them to get involved in the LDP process. This was the main consultation stage for the project and responses were published online in April 2012 (see www.edinburgh.gov.uk/localdevelopmentplan).

The Main Issues Report responses informed the preparation of a Proposed LDP. This was approved in March 2013 and published in May for a six week period in which formal representations could be submitted. Those representations are available online from the end of October.

[in published version: a box showing engagement activities at MIR stage and another showing those at Proposed Plan stage]

- Timetable

Since the last Development Plan Scheme, the Strategic Development Plan has been approved by Scottish Ministers with changes. These include a larger housing land requirement and greater scope for large housing sites outwith the main development areas. The changes also require SESplan to prepare supplementary guidance setting how much housing land needs to be provided by each Local Development Plan. That requirement has an effect on the Edinburgh Local Development Plan timetable.

Strategic Development Plan (SDP)

The key stages in the SDP and its supplementary guidance process are:

November -	Published Proposed SDP and received representations
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December 2011	
January – June 2012	Considered representations and prepared SESplan response (schedule 4 forms)
August 2012	Submitted Proposed SDP to Scottish Ministers
October 2012	Examination started
April 2013	Report of Examination published
June 2013	Approval of SDP by Scottish Ministers
November 2013	Draft Supplementary Guidance published for consultation
May 2014	Finalised Supplementary Guidance submitted to Ministers
June 2014	Supplementary Guidance adopted by SESplan

Further information on the preparation of the Strategic Development Plan is available at www.sesplan.gov.uk.

Local Development Plan (LDP)

The Council intends to publish a revised LDP in June 2014. In revising the LDP, the Council will:

- Ensure compliance with the approved Strategic Development Plan and its supplementary guidance.
- Have regard to the representations made to the March 2013 Proposed LDP.

The timetable for the process is set out in the following table.

LDP Timetable

October 2011 to January 2012	Consultation on Main Issues Report
February 2012 – March 2013	Consider responses to MIR and progress towards Proposed Plan.
March 2013	Report Proposed LDP for approval
1 May – 14 June 2013	Publish Proposed LDP then 6 week period for representations.
October 2013	Representations published online. New Development Plan Scheme published
May 2014	Report revised LDP¹ for approval

¹ Revised LDP will be either a Modified Plan or second Proposed Plan, depending on whether modifications change the underlying aims or strategy from those in the current Proposed Plan.

June 2014	Publish revised LDP for period of representations (10 weeks from end of June – details to be published in advance in next Development Plan Scheme)
December 2014	Submit Proposed LDP to Ministers (examination starts one month later)
July 2015*	Report of Examination
October 2015*	Adoption

* Timescales are determined by Scottish Government/Scottish Ministers

- Participation Statement

The following sections set out how we intend to engage with the public and other stakeholders in the Local Development Plan process..

Post – Proposed Plan Stage (October 2013 onwards)

- Make representations to Proposed Plan available online together with summary by issue and map of additional housing sites promoted by representations
- Carry out user feedback survey to gather views on how easy to use the Proposed LDP and its supporting information were (see www.edinburgh.gov.uk/localdevelopmentplan for survey).
- Focused engagement with community councils and community groups to discuss process ahead of revised LDP.

Revised Plan Stage (June 2014)

- The revised LDP will be published for an extended period for representations (10 weeks). This is longer than the statutory minimum because it will fall over the summer holiday season.
- Everyone who submitted responses to the Proposed LDP or the Main Issues Report will be notified of when that period will start.
- We will also notify properties neighbouring the proposals in the revised LDP in the way required by legislation.
- Copies of the revised LDP and its supporting documents will be placed in libraries and in the Council’s planning reception.
- More details of how and when to submit representations plus any other engagement activities will be set out in advance in another Development Plan Scheme, to be published closer to the time.

- Contact

Find out more about community engagement in the LDP project:

Irene Beautyman irene.beautyman@edinburgh.gov.uk or 0131 469 3552

Add yourself to the LDP mailing list (if you submitted comments at the Main Issues Report stage or representations to the Proposed Plan you will already be on our list):

localdevelopmentplan@edinburgh.gov.uk or call Janis O’Sullivan on 0131 529 3500

Questions about the content of current local plans or the LDP:

Ben Wilson, Principal Planner

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Follow us on Twitter [@planningedin](https://twitter.com/planningedin)

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