



DUMFRIES AND  
GALLOWAY COUNCIL

**Local  
Development  
Plan**

**Technical Paper**

SEPTEMBER 2014



*Housing Land  
Requirement*



# Housing Land Requirement Technical Paper

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## Introduction

This report explains the basis on which the housing land requirement contained in the Proposed Local Development Plan (LDP) was determined and how this is related to the overall aims and strategy of the Proposed LDP.

The Further Consultation on Sites and Policies (published December 2011) contained detailed information on how much housing land is needed. The housing land requirement figure contained in that document has since been updated for the Proposed LDP to take account of further house completions. The section on Identifying the Housing Land Requirement explains this further.

## Identifying Housing Need and Demand

Scottish Planning Policy (SPP) states that Housing Need and Demand Assessments (HNDA) provide the evidence base for defining the housing supply targets which are contained in the Council's Local Housing Strategy.

An HNDA (2010) has been completed in accordance with detailed guidance from Scottish Government, and this was awarded 'robust and credible' status by the Scottish Government in December 2010. The HNDA comprises a comprehensive analysis of housing need and demand in order to determine the range of housing need, demand and affordability issues in the area. The HNDA can be found at <http://www.dumgal.gov.uk/index.aspx?articleid=1518>

The Local Housing Strategy (LHS 2011-16) sets out the strategic direction for addressing housing need and demand in the area. SPP expects that the LHS and the development plan should be closely aligned. The Council's LHS can be found at <http://www.dumgal.gov.uk/index.aspx?articleid=1518>

The LHS sets out and describes the process of identifying the housing supply target for the region. In setting the target wider strategic economic, social and environmental policy objectives were taken into account to determine the scale and distribution of the housing requirement and the housing supply target for each housing market area. This approach is consistent with SPP. The housing supply targets for each housing market area are shown in table 1 below.

**Table 1: LHS Housing Supply Targets 2009-2024**

<b>Housing Market Area</b>	<b>Market Housing</b>	<b>Affordable Housing with LHS Policy Interventions</b>	<b>LHS Housing Supply Target</b>
<b>Annan</b>	883	423	1,306
<b>Eskdale</b>	230	26	256
<b>Dumfries</b>	2,896	537	3,433
<b>Mid Galloway</b>	668	126	794
<b>Stewartry</b>	667	74	741
<b>Stranraer</b>	682	116	798
<b>Dumfries and Galloway</b>	6,026	1,302	7,328

## **Identifying the Housing Land Requirement**

SPP makes it clear that “the planning system should contribute to raising the rate of new house building by identifying a generous supply of land for the provision of a range of housing in the right places. The planning system should enable the development of well designed, energy efficient, good quality housing in sustainable locations and allocate a generous supply of land to meet identified housing requirements across all tenures.”

To ensure consistency with SPP and based on the housing supply targets set out in the LHS, the Proposed LDP identifies a generous supply of housing land for the first 10 years beyond the predicted year of plan adoption (2013). It also provides an indication of the potential scale and location of housing land up to year 20 where there is a need to carry out expensive infrastructure work or the sites form part of a larger planned expansion to the settlement.

In order to translate the LHS housing supply target into a housing land requirement a range of factors were incorporated into the following calculation :-

LHS housing supply target (2009 – 2024)  
Minus house completions (July 2009 – June 2010)  
Plus 20% generosity allowance  
Minus house completions (June 2010 – July 2012)  
= housing land requirement

### **Minus House Completions from July 2009 to June 2010**

For the housing land requirement figure to be as up to date as possible and to avoid an oversupply of housing land, house completions since the LHS was published need to be deducted from the housing supply figures.

The above calculation shows house completions deducted from the LHS housing supply target in two stages. This is because when the Further Consultation on Sites and Policies was published for consultation in December 2011 the housing land audit available at that time contained the past house completions from July 2009 - June 2010. The Proposed LDP is able to ensure that the housing land requirement figure is as up to date as possible by deducting completions that have taken place since the Further Consultation on Sites and Policies was published by deducting the completions that have taken place between June 2010 and July 2012.

All past house completion figures are contained in the housing land audits which are available on the Council’s web site at [www.dumgal.gov.uk/ldp](http://www.dumgal.gov.uk/ldp)

### **Plus 20% Generosity Allowance**

To ensure that the housing supply has the flexibility necessary for the continued delivery of new housing, even if unpredictable changes to the effective land supply occur during the lifetime of the plan, and to ensure the LDP contains a generous supply of housing land, a 20% generosity allowance has been added to the LHS housing supply target.

The Further Consultation on Sites and Policies proposed that no generosity should be added to the Eskdale housing market area as the LHS housing supply already provides a generous supply especially when compared to past average completion rates.

Generosity of supply was first discussed in the Further Consultation on Sites and Policies. No comments or representations were received in respect of the proposed approach.

### Windfall sites

Windfall sites have accounted for, on average, 15% of all past completions in Dumfries and Galloway over the period July 2000 - June 2010. Paragraph 62 in Planning Advice Note 2/2010 makes it clear that windfall sites arise unexpectedly and are by definition not part of the planned housing supply. These sites should only count towards meeting the housing land requirement once planning permission has been granted.

It is not proposed to make any allowance for windfall sites in the housing land requirement calculations for the Regional Capital, District Centres and Local Centres as their delivery cannot be relied upon. Instead windfall sites will be used to provide flexibility as they provide opportunities for redevelopment, regeneration and place making through the reuse of buildings and previously developed sites without requiring a specific allocation in the LDP.

**Table 2: Housing Land Requirement Calculation**

	<b>Annan HMA</b>	<b>Eskdale HMA</b>	<b>Dumfries HMA</b>	<b>Mid Galloway HMA</b>	<b>Stewartry HMA</b>	<b>Stranraer HMA</b>	<b>D&amp;G Total</b>
LHS Housing Supply Target (2009 – 2024)	1,306	256	3,433	794	741	798	<b>7,328</b>
Minus House Completions (July 2009 – June 2010)	54	5	167	76	78	84	<b>464</b>
Plus 20% Generosity Allowance	250	0	653	144	133	143	<b>1,323</b>
Minus House Completions (June 2010 – July 2012)	52	14	652	93	87	132	<b>1,030</b>
<b>Housing Land Requirement</b>	<b>1,450</b>	<b>237</b>	<b>3,267</b>	<b>769</b>	<b>709</b>	<b>725</b>	<b>7,157</b>

### Existing Housing Land Supply

Since publication of the Further Consultation on Sites and Policies further work has been done to establish what the effectiveness of the established housing land supply

is at housing market area level using the following criteria from paragraph 55 of Planning Advice Note 2/2010.

- Ownership - the site is in the ownership or control of a party which can be expected to develop it or to release it for development. Where a site is in the ownership of a local authority or other public body, it should be included only where it is part of a programme of land disposal.
- Physical - the site, or relevant part of it, is free from constraints related to slope, aspect, flood risk, ground stability or vehicular access which would preclude its development. Where there is a solid commitment to removing the constraints in time to allow development in the period under consideration, or the market is strong enough to fund the remedial work required, the site should be included in the effective land supply.
- Contamination - previous use has not resulted in contamination of the site or, if it has, commitments have been made which would allow it to be developed to provide marketable housing.
- Deficit funding - any public funding required to make residential development economically viable is committed by the public bodies concerned.
- Marketability - the site, or a relevant part of it, can be developed in the period under consideration.
- Infrastructure - the site is either free of infrastructure constraints, or any required infrastructure can be provided realistically by the developer or another party to allow development.
- Land use - housing is the sole preferred use of the land in planning terms, or if housing is one of a range of possible uses other factors such as ownership and marketability point to housing being a realistic option.

The glossary to Planning Advice Note 2/2010 defines the established housing land supply as follows;

- The total housing land supply – including both unconstrained and constrained sites. This will include the effective housing land supply, plus the remaining capacity for sites under construction, sites with planning consent, sites in adopted local development plans and where appropriate other buildings and land with agreed potential for housing development.

The existing supply of effective housing land will not meet the housing land requirement identified in table 2 on their own, new sites have therefore been identified in the proposed LDP to meet the shortfall. The tables in appendix 1 of this technical paper list all the sites included in the Proposed LDP and the settlement statements in chapter 6 of the Proposed LDP contain inset maps showing the location of all the housing sites, it also contains site guidance which outlines the main elements that need to be taken into account when developing the site.

Some of the sites listed in the tables in appendix 1 include part of an allocated or reserved housing land site from the adopted Local Plans. These sites are highlighted with a footnote showing which adopted local plan site they relate to. The part of the site not in the adopted local plan is shown in the new land supply column.

## **New Housing Land Supply**

The new housing sites that are included in the Proposed LDP have been arrived at following extensive public engagement and consultation. This started with the Call for Sites process which invited members of the public, landowners, developers and other interested parties to submit land they were willing to be made available for future development, this stage ran from June 2009 until June 2010.

Sites submitted through the Call for Sites stage that form part of the spatial strategy outlined in the Main Issues Report along with sites that planners had identified through settlement survey work and housing allocations in the adopted Local Plans were assessed using the criteria outlined in paragraph 55 of Planning Advice Note 2/2010. Extensive consultations were also undertaken with the following;

- Key agencies – Scottish Environmental Protection Agency (SEPA), Historic Scotland, Scottish Natural Heritage (SNH), Scottish Water, Transport Scotland and Scottish Enterprise South
- Council services including – landscape, archaeology, conservation, roads, economic development, biodiversity, environmental standards, flood risk management, contaminated land and core paths/access

Site assessments were published alongside the Main Issues Report, both documents can be viewed using the following link [www.dumgal.gov.uk/ldp](http://www.dumgal.gov.uk/ldp)

The Further Consultation on Sites and Policies moved those site assessments on a stage by consulting on sites that were a realistic option for inclusion in the proposed LDP. The sites were categorised as either “recommended”, “alternative”, “not-recommended” or “other” based on the information contained in the Main Issues Report site assessments, responses received to the Main Issues Report consultation, additional information obtained from further consultations undertaken since the Main Issues Report was published and an assessment of how the recommended package of sites would impact on the future development of the settlement. The Further Consultation on Sites and Policies can be viewed using the following link [www.dumgal.gov.uk/ldp](http://www.dumgal.gov.uk/ldp)

## **Phasing and Monitoring of the Housing Land Supply**

The continuing economic recession has had an impact on the house building industry as both house builders and potential buyers face difficulties accessing finance and mortgages. This has resulted in completion rates falling in Dumfries and Galloway. It is therefore likely that a number of the sites identified in the LDP will take longer than the 10 years covered by the plan to deliver. However, the demand for housing both in terms of need and aspiration still remains. The generous land supply will help to ensure that the lack of effective housing land does not become a constraint on economic recovery.

There are some sites that have been included in the LDP which have costly infrastructure requirements or form part of a larger planned expansion to the settlement. These sites have been allocated for the period beyond 2024 to give the developer certainty that investment made now in infrastructure to allow any development at all to happen will allow development on the site beyond 2024.

Policy H1: Housing Land, allows those sites allocated beyond 2024 to be brought forward for development during the 2012-2024 period of the plan if the housing land audit clearly demonstrates that an effective five year housing land supply is not being maintained for the housing market area concerned.

The housing land supply contained in the LDP will be monitored through the annual housing land audits and the action programme in consultation with key agencies, landowners and developers. This way, early notice of constraints affecting the effectiveness of sites can be highlighted. Five yearly reviews of the LHS and the LDP underpinned by a housing need and demand evidence base will ensure that any change to circumstances can be taken into account and an appropriate long-term approach maintained.

The effectiveness of individual sites will be measured in accordance with the following criteria from PAN 2/2010. A site will be considered effective, if it can be demonstrated that within the five-year period beyond the date of the housing land audit, the site can be developed for housing (i.e. residential units can be completed and available for occupation), and is free of constraints:

### **Proposed Local Development Plan Spatial Strategy**

The aim of the spatial strategy is to promote a more sustainable pattern of development, creating opportunities for sustainable economic growth, reducing carbon emissions and minimising the need to travel. In terms of housing allocations the majority of future development is allocated to Dumfries and the District and Local Centres as they are settlements with a good range of services and facilities, employment opportunities and which have the physical ability to grow and for the surrounding landscape to absorb the proposed development. A smaller amount of development is proposed in villages and the wider rural area.

This approach should maximise the use of existing infrastructure, promote the efficient use of buildings and land and make travel smarter and more sustainable by providing the opportunity to link trips and promote a choice of travel modes.

Table 3 below indicates what this means in terms of the minimum number of housing units the plan needs to identify sites for. The complete list of District Centres, Local Centres and Villages is contained in Appendix 1 of the Proposed LDP.

**Table 3: Housing Split between Centres**

<b>HMA</b>	<b>Regional Capital</b>	<b>District Centres</b>	<b>Local Centres</b>	<b>Villages*</b>
<b>Annan</b>		50% - 725	30% - 435	20% - 290
<b>Eskdale</b>		50% - 119	30% - 71	20% - 47
<b>Dumfries</b>	50% - 1,634	20% - 653	10% - 327	20% - 653
<b>Mid Galloway</b>		50% - 384	30% - 231	20% - 154
<b>Stewartry</b>		50% - 354	30% - 213	20% - 142
<b>Stranraer</b>		50% - 363	30% - 217	20% - 145

\*This figure includes small building groups and houses in the countryside

The strategy for the distribution of housing land between district and local centres within the housing market area takes the following into account:

- The efficient use of existing buildings, land and infrastructure;
- Accessibility of homes, services, open space and employment opportunities by a range of transport options;
- Relationship to the allocation of land for business and industry;
- Co-ordination of housing land release with investment in infrastructure including transport and education investment, and with other major proposals;
- Opportunities for good place making;
- Deliverability of the strategy;
- Market demand;
- Capacity of the construction industry; and
- The protection and enhancement of the landscape, natural, built and cultural heritage, biodiversity and the wider environment, including consideration of flood risk.

Appendix 1

<b>ANNAN HOUSING MARKET AREA</b>						
	<b>Settlement</b>	<b>Site Ref.</b>	<b>Housing Land Requirement 2014-2024</b>	<b>Existing effective land supply HLA* 2014-2024</b>	<b>New supply 2014 to 2024</b>	<b>Supply beyond 2024</b>
<b>District Centres</b>	Annan	ANN.H1		100		
		ANN.H2		100		
		ANN.H3		30		
		ANN.H4		15		
		ANN.H5			20	
		ANN.H6			56	
		ANN.H7				72
		ANN.H8				108
	Gretna Border	GTN.H1		36		
		GTN.H2		104		
		GTN.H3		55		
		GTN.H4		85		
		GTN.H5		45		
		GTN.H6				20
		GTN.H7				160
		GTN.MU1				200
<b>Totals</b>			<b>725</b>	<b>570</b>	<b>76</b>	<b>560</b>
<b>Local Centres</b>	Eaglesfield	EGL.H1		30		
		EGL.H2		25	53	

	Eastriggs	ERL.H1		10		
		ERL.H2		11		
		ERL.H3		27		
		ERL.MU1			200	
	Ecclefechan	ECC.H1			6	
		ECC.H2			18	
		ECC.H3			100	
<b>Totals</b>			<b>435</b>	<b>103</b>	<b>377</b>	<b>0</b>

\*Housing land audit at 30 June 2012

<b>ESKDALE HOUSING MARKET AREA</b>						
	<b>Settlement</b>	<b>Site Ref.</b>	<b>Housing Land Requirement 2014-2024</b>	<b>Existing effective land supply HLA* 2014-2024</b>	<b>New supply 2014 to 2024</b>	<b>Supply beyond 2024</b>
<b>District Centre</b>	Langholm	LHM.H1			5	
		LHM.H2		5		
		LHM.H3		5		
		LHM.H4		200		
<b>Totals</b>			<b>119</b>	<b>210</b>	<b>5</b>	<b>0</b>
<b>Local Centre</b>	Cannonbie	CAN.H1 <sup>1</sup>		45	40	
<b>Totals</b>			<b>71</b>	<b>45</b>	<b>40</b>	<b>0</b>

\*Housing land audit at 30 June 2012

<sup>1</sup> This site includes allocated housing site ED5 (15 units allocated) and reserved housing site ED7 (30 units allocated in the 2011 Eskdale Housing Land Audit) from the adopted Annandale and Eskdale Local Plan

<b>DUMFRIES HOUSING MARKET AREA</b>						
	<b>Settlement</b>	<b>Site Ref.</b>	<b>Housing Land Requirement 2014-2024</b>	<b>Existing effective land supply HLA* 2014-2024</b>	<b>New supply 2014 to 2024</b>	<b>Supply beyond 2024</b>
<b>Regional Capital</b>	Dumfries	DFS.H1 <sup>2</sup>		20	284	
		DFS.H2 <sup>3</sup>		450	295	
		DFS.H3 <sup>4</sup>		155	21	
		DFS.H4		192		
		DFS.H5 <sup>5</sup>		140	417	
		DFS.H6			32	
		DFS.H7				713
		DFS.H8				279
<b>Totals</b>			<b>1,634</b>	<b>957</b>	<b>1,049</b>	<b>992</b>
<b>District Centres</b>	Kirkconnel/Kelloholm	KCN.H1 <sup>6</sup>			90	
	Lochmaben	LMB.H1 <sup>7</sup>		9	6	

<sup>2</sup> This site includes allocated housing site LN10B (20 units allocated) from the adopted Nithsdale Local Plan

<sup>3</sup> This site includes reserved housing site LN16 area B (450 units allocated in 2011 Dumfries Housing Land Audit) from the Nithsdale Local Plan

<sup>4</sup> This site includes allocated housing site LN56 (35 units allocated), LN6 (20 units allocated) and LN155 (100 units reserved housing land) from the adopted Nithsdale Local Plan

<sup>5</sup> This site includes allocated housing site LN7 (140 units allocated) from the adopted Nithsdale Local Plan

<sup>6</sup> This site is allocated for Business and Industry (UN3) in the Nithsdale Local Plan

<sup>7</sup> Part of this site has planning permission for 9 units

		LMB.H2		40		
	Lockerbie	LRB.H1			30	
		LRB.H2			10	
		LRB.H3		15		
		LRB.H4			200	
		LRB.MU1			80	
	Moffat	MOF.H1		6		
		MOF.H2		15		
		MOF.H3			34	
		MOF.H4			200	
		MOF.MU1			10	
	Sanquhar	SNQ.H1		20		
		SNQ.H2		125		
		SNQ.H3		10		
		SNQ.H4		19		
	Thornhill	THN.H1		37		
		THN.H2		112		
		THN.H3		64		
		THN.H4				103
		THN.H5				122
		THN.MU1			47	
<b>Totals</b>			<b>653</b>	<b>472</b>	<b>707</b>	<b>225</b>
<b>Local Centres</b>	Closeburn	CLS.H1			33	
	Glencaple	GCP.H1		24		
		GCP.H2		34		

	Hollywood	HLW.H1			35	
	Johnstonebridge	JSB.H1		39		
		JSB.H2				90
	Moniaive	MOV.H1			50	
	New Abbey	NAB.H1			10	
	Penpont	PNT.H1		13		
		PNT.H2			27	
<b>Totals</b>			<b>327</b>	<b>110</b>	<b>155</b>	<b>90</b>

\*Housing land audit at 30 June 2012

<b>MID GALLOWAY HOUSING MARKET AREA</b>						
	<b>Settlement</b>	<b>Site Ref.</b>	<b>Housing Land Requirement 2014-2024</b>	<b>Existing effective land supply HLA* 2014-2024</b>	<b>New supply 2014 to 2024</b>	<b>Supply beyond 2024</b>
<b>District Centres</b>	Newton Stewart	NST.H1		36		
		NST.H2		22		
		NST.H3		8		
		NST.H4			81	
		NST.H5		28		
		NST.H6		12		
		NST.H7				100
		NST.H8				20
		NST.MU1		140		
	Whithorn	WTH.H1		6		
		WTH.H2			76	

		WTH.H3			5	
		WTH.H4			8	
	Wigtown	WGT.H1 <sup>8</sup>		4	30	
		WGT.H2		8		
		WGT.H3		50		
		WGT.H4		7		
<b>Totals</b>			<b>384</b>	<b>321</b>	<b>200</b>	<b>120</b>
<b>Local Centres</b>	Creetown	CRE.H1		22		
		CRE.H2		44		
		CRE.H3			25	
	Garlieston	GRL.H1			14	
	Kirkcowan	KCW.H1		37		
	Kirkinner/Braehead	KBH.H1		46		
		KBH.H2		10		
		KBH.H3		45		
	Port William	PWL.H1		7		
		PWL.H2			54	
<b>Totals</b>			<b>231</b>	<b>211</b>	<b>93</b>	<b>0</b>

\*Housing land audit at 30 June 2012

<sup>8</sup> This site includes a small part of allocated housing site WM1 (12 units allocated) from the adopted Wigtown Local Plan

## STEWARTRY HOUSING MARKET AREA

	Settlement	Site Ref.	Housing Land Requirement 2014-2024	Existing effective land supply HLA* 2014-2024	New supply 2014 to 2024	Supply beyond 2024
<b>District Centres</b>	Castle Douglas	CSD.H1		15		
		CSD.H2 <sup>9</sup>			30	
		CSD.H3		6		
		CSD.H4		16		
		CSD.H5		133		
		CSD.H6				190
		CSD.H7		10		
		CSD.H8		6		
		CSD.H9		5		
	Dalbeattie	DBT.H1		12		
		DBT.H2		11		
		DBT.H3				20
		DBT.H4		12		
		DBT.H5		21		
		DBT.H6		20		
		DBT.H7		40		
	Kirkcudbright	KBT.H1		70		
		KBT.H2		8		

<sup>9</sup> This site is committed in the Stewartry Local Plan for health care (PCD3.1) to reflect the planning permission which has been implemented

		KBT.H3				76
		KBT.H4		36		
<b>Totals</b>			<b>354</b>	<b>421</b>	<b>30</b>	<b>286</b>
<b>Local Centres</b>	Auchencairn	AUC.H1			10	
		AUC.H2			5	
	Carpshairn	CPH.H1		10		
	Crossmichael	CMI.H1			10	
	Gatehouse of Fleet	GOF.H1		6		
		GOF.H2			10	
		GOF.H3			8	
		GOF.H4			4	
	New Galloway	NGA.H1			30	
		NGA.H2 <sup>10</sup>		4	1	
	Palnackie	PAL.H1		23		
		PAL.H2 <sup>11</sup>		5	3	
	Springholm	SPR.H1 <sup>12</sup>		8	32	
	St John's Town of Dalry	DLR.H1		35		
		DLR.H2			25	
		DLR.H3			7	

<sup>10</sup> This site includes allocated housing site ST40 (3-4 units allocated) from the adopted Stewartry Local Plan

<sup>11</sup> This site includes reserved housing site ST28 (5 units allocated in the 2011 Stewartry Housing Land Audit) from the adopted Stewartry Local Plan

<sup>12</sup> This site includes allocated housing site ST33 (8 units allocated) from the adopted Stewartry Local Plan

	Twynholm	TWY.H1		10		
		TWY.H2 <sup>13</sup>		10	5	
		TWY.H3			37	
<b>Totals</b>			<b>213</b>	<b>111</b>	<b>187</b>	<b>0</b>

\*Housing land audit at 30 June 2012

<b>STRANRAER HOUSING MARKET AREA</b>						
	<b>Settlement</b>	<b>Site Ref.</b>	<b>Housing Land Requirement 2014-2024</b>	<b>Existing effective land supply HLA* 2014-2024</b>	<b>New supply 2014 to 2024</b>	<b>Supply beyond 2024</b>
<b>District Centre</b>	Stranraer	STR.H1		10		
		STR.H2		158		
		STR.H3		49		
		STR.H4 <sup>14</sup>		18	56	
		STR.H5		18		
		STR.H6		9		
		STR.H7		63		
		STR.H8		35		
		STR.MU1			165	
<b>Totals</b>			<b>363</b>	<b>360</b>	<b>221</b>	<b>0</b>
<b>Local Centres</b>	Drummore	DRM.H1			50	
	Glenluce	GLU.H1			37	

<sup>13</sup> Part of the site has planning permission for 10 units

<sup>14</sup> This site includes allocated housing site SR2 (18 units allocated) from the adopted Wigtown Local Plan

		GLU.H2			46	
		GLU.H3			12	
	Kirkcolm	KCM.H1		20		
	Leswalt	LSW.H1		56		
	Portpatrick	PPK.H1		7		
		PPK.H2		6		
		PPK.H3			120	
		PPK.H4			57	
	Sandhead	SDH.H1			42	
<b>Totals</b>			<b>217</b>	<b>89</b>	<b>364</b>	<b>0</b>

\*Housing land audit at 30 June 2012