

# 3

## PLANNING FOR HOMES (Revised 2008)



# **Scottish Planning Policy**

## **SPP 3**

# **Planning for Homes (Revised 2008)**

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## PLANNING SERIES:

- **Scottish Planning Policies (SPPs)** provide statements of The Scottish Government's policy on nationally important land use and other planning matters, supported where appropriate by a locational framework.
- **Circulars**, which also provide statements of The Scottish Government's policy, contain guidance on policy implementation through legislative or procedural change.
- **Planning Advice Notes (PANs)** provide advice on good practice and other relevant information.

Statements of The Scottish Government's policy contained in SPPs and Circulars may be material considerations to be taken into account in development plan preparation and development management.

Existing National Planning Policy Guidelines (NPPGs) have continued relevance to decision making, until such time as they are replaced by a SPP. The term SPP should be interpreted as including NPPGs.

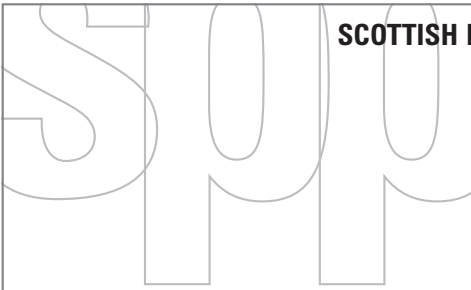
Statements of The Scottish Government's location-specific planning policy, for example the West Edinburgh Planning Framework, have the same status in decision making as SPPs.

The National Planning Framework sets out the strategy for Scotland's long-term spatial development. It has the same status as SPPs and provides a national context for development plans and planning decisions and the ongoing programmes of The Scottish Government, public agencies and local government.

**Important Note:** In the interests of brevity and conciseness, Scottish Planning Policies do not repeat policy across thematic boundaries. Each SPP takes account of the general policy in SPP 1 and highlights the other SPPs where links to other related policy will be found. The whole series of SPPs should be taken as an integral policy suite and read together.

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## **SUMMARY**

SPP 3 sets out The Scottish Government's policy on the identification of housing requirements, the provision of land for housing and the delivery of homes through the planning system. The overarching aim is to refocus the role of planning in the delivery of housing, from debates around the calculations of housing requirements and land availability, to building a better, more diverse range of housing to serve the economic, social and environmental aspirations of Scotland.

The Scottish Government is committed to the goal of raising the rate of new housebuilding to 35,000 new homes a year by the middle of the next decade. Planning has a central role in meeting this goal through the identification of sufficient land to support an increased supply of the right homes in the right places.

New housing developments require significant amounts of land. Housing is the key element in shaping our cities, towns, villages and neighbourhoods, and has a long-term impact on Scotland's landscape whether in urban or rural areas, as well as on the health and well-being of people and communities. It is an important factor in sustainable economic growth.

The key objectives of the SPP are to provide policy guidance on the:

- identification of housing need and demand on a more consistent and robust basis through joint working between local authorities and a range of partners;
- the use of the planning system to facilitate the construction of well-designed, good-quality housing in sustainable locations;
- allocation of a generous supply of land to meet identified housing requirements across all tenures, including affordable housing, and related policy objectives;
- mechanisms to help ensure that planned housing is built, including quick and efficient review of development plans to enable maintenance of a 5-year effective land supply; all of which supports
- the creation of high-quality places, which support the development of sustainable communities.

## SECTION 1: OVERVIEW

### PURPOSE

1. This SPP sets out The Scottish Government's policy on the role of planning in the identification of housing requirements and the delivery of quality housing in the right locations. It sets out The Scottish Government's policy on how local authorities should make provision in development plans for new housing, taking account of identified need and demand.

### STRUCTURE

2. This SPP is focussed on the supply and delivery of new housing, which must be of a high-quality design and contribute to the creation of sustainable places. The SPP is underpinned by the requirement to deliver high standards of design and environmental quality in all housing developments as outlined in SPP 1: *The Planning System* and The Scottish Government's policy statement *Designing Places* (2001) to meet the needs and demands of communities, the economy and the environment.<sup>1</sup>
3. SPP 3 is intended to be read as a whole rather than in discrete sections. It is structured to reflect the related processes of assessing, identifying and delivering an appropriate scale of new housing in the right places, having regard to the needs and demands within each local authority and the character of each area.

- Section 1 provides background and context;
- Section 2 covers the identification of the housing requirement, including the need for a robust and consistent basis of assessment; joint working across planning and housing to support the identification of the housing requirement; and the scale of the necessary land supply to achieve it.
- Section 3 focuses on the contribution made to the delivery of housing by different elements of the planning process, including a variety of considerations around the allocation of land for housing and related uses; the underpinning principles of design quality and sustainability; the content of development plans, development plan action programmes; and the role of development management in supporting provision of the right type of housing in the right places.

### THE HOUSING MARKET

4. The housing system in Scotland has been under pressure for several years. A range of factors have contributed to house price inflation and growing divergence between incomes and house prices. As a result, many households have been excluded from the market, or have found it difficult to realise their aspiration for owner occupation. This has increased demand in the rental and social housing

<sup>1</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/planning/publications/policy/Q/editmode/on/forceupdate/on>



sectors in particular areas. There has been no corresponding increase in the supply of new housing in response to increases in both demand and cost. Difficulties in bringing forward sufficient land for housing were identified by the *Scottish Housing Market Review* (2007) as one of the most significant obstacles to the delivery of new housing.<sup>2</sup>

5. The Scottish Government is committed to the goal of raising the rate of housebuilding to 35,000 new houses a year by the middle of the next decade.<sup>3</sup> This sets a national political context that is strongly supportive of housebuilding.<sup>3</sup> The national goal is supported by evidence contained in the *Scottish Housing Market Review*, which identified a growing mismatch between supply and demand in some sectors of the housing market which has led to acute affordability issues in some areas. The review concluded that an increase in the supply of housing would improve affordability in the medium term.
6. The relationship between supply and affordability is complex. The aim is to encourage commitment to secure an increase in the delivery of much needed homes rather than focussing narrowly on the figure itself. The planning system has an important role to play in achieving both this goal and The Scottish Government's overarching purpose of ensuring sustainable economic growth through supporting the efficient release of land for housebuilding.
7. SPP 3 sets out The Scottish Government's policy on how local authorities should make provision for new housing in development plans. The level of new housing to be provided for by development plans should be informed by an assessment of housing need and demand. This should be undertaken on a functional housing market area level and will consider the operation of the housing system as a whole, covering all tenures. Housing Need and Demand Assessment (HNDA) guidance encourages consideration of the factors which influence current and future housing markets and the implications for policy responses.<sup>4</sup> These should include The Scottish Government's aspirations for Scotland, reflected in targets for greater economic and population growth. This will provide a robust evidence base and clear vision of the housing requirements of the area to be addressed by the local housing strategy.
8. The preparation of local housing strategies and development plans, which inform each other, will identify the scale of the housing requirement and how it can be met. SPP 3 encourages local authorities to adopt an outcome-focussed approach which seeks to secure the speedier delivery of new housing, taking into account The Scottish Government's goal to increase the rate of housebuilding.
9. The allocation of an appropriate supply of land for housing is one of the key factors in ensuring continued opportunities for housebuilding and influencing the delivery of housing. Alongside this, consideration of the location, quality, design and energy efficiency of new homes and housing developments is required to

2 The Scottish Government, *Scottish Housing Market Review – Evidence and Analysis* (2007), <http://www.scotland.gov.uk/Resource/Doc/180088/0051205.pdf>

3 The Scottish Housing Market Review concluded that an increase in the rate of housebuilding of this scale was both necessary and achievable to improve affordability.

4 Housing Need and Demand Assessment Guidance (2008), <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/guidance>.

achieve a high-quality product and successful, sustainable communities. Successful developments will remain desirable, attractive and safe places to live for many years. This can be achieved through appropriate location; links to transport networks and other settlements; attractive and functional layouts; good design; and high building and energy efficiency standards, as well as innovation and creativity. SPP 3 reinforces The Scottish Government's policy on the creation of quality places and emphasises that planning authorities and developers should work together to ensure the creation of quality residential environments that will provide stable places to live.

10. The planning system alone cannot deliver appropriate housing developments. The attitudes, knowledge, confidence and skills of all those involved in the planning, design and development process are crucial to the creation of new housing and communities which meet the needs and aspirations of the Scottish people.

#### **DEVELOPMENT PLAN SYSTEM**

11. At the time of publication the planning system in Scotland is entering a period of transition as progress continues towards the full commencement of the Planning etc. (Scotland) Act 2006 (the 2006 Act). This SPP will remain relevant throughout this process. Under the 2006 Act, strategic development plans and local development plans (LDP) outwith strategic development plan areas will contain the strategic vision of how the development of the area should occur. The housing land requirement for the area should be expressed in these plans. All LDPs should contain land allocations to meet the housing land requirement.

#### **POLICY CONTEXT**

12. The revised SPP 3 will enable the quicker release of more land to meet housing requirements. It is a key delivery mechanism for The Scottish Government's national goal to increase the rate of housebuilding by 10,000 to 35,000 per year by the middle of the next decade, as set out in *Firm Foundations*. SPP 3 supports The Scottish Government's policy on affordable housing. The SPP should be viewed as part of a suite of policy and guidance on identifying and meeting housing requirements, along with local housing strategy guidance and housing need and demand assessment guidance.
13. SPP 3 also sits within the context of the modernisation of the planning system. The revised SPP makes the process of planning for housing more efficient, emphasising the primacy of the development plan. It contributes to culture change within the planning system by encouraging closer working within local authorities, and between neighbouring authorities, as well as joint working with house builders and others who engage with the planning system. The approach to planning for housing set out in SPP 3 will also assist the creation of well-designed, sustainable mixed communities.

*SPP 3 supports The Scottish Government's Safer and Stronger and Greener strategic objectives by enabling the provision of high-quality homes which meet people's needs, are appropriate to location and contribute to sustainability.*



### **Other Relevant Policy, Guidance and Advice**

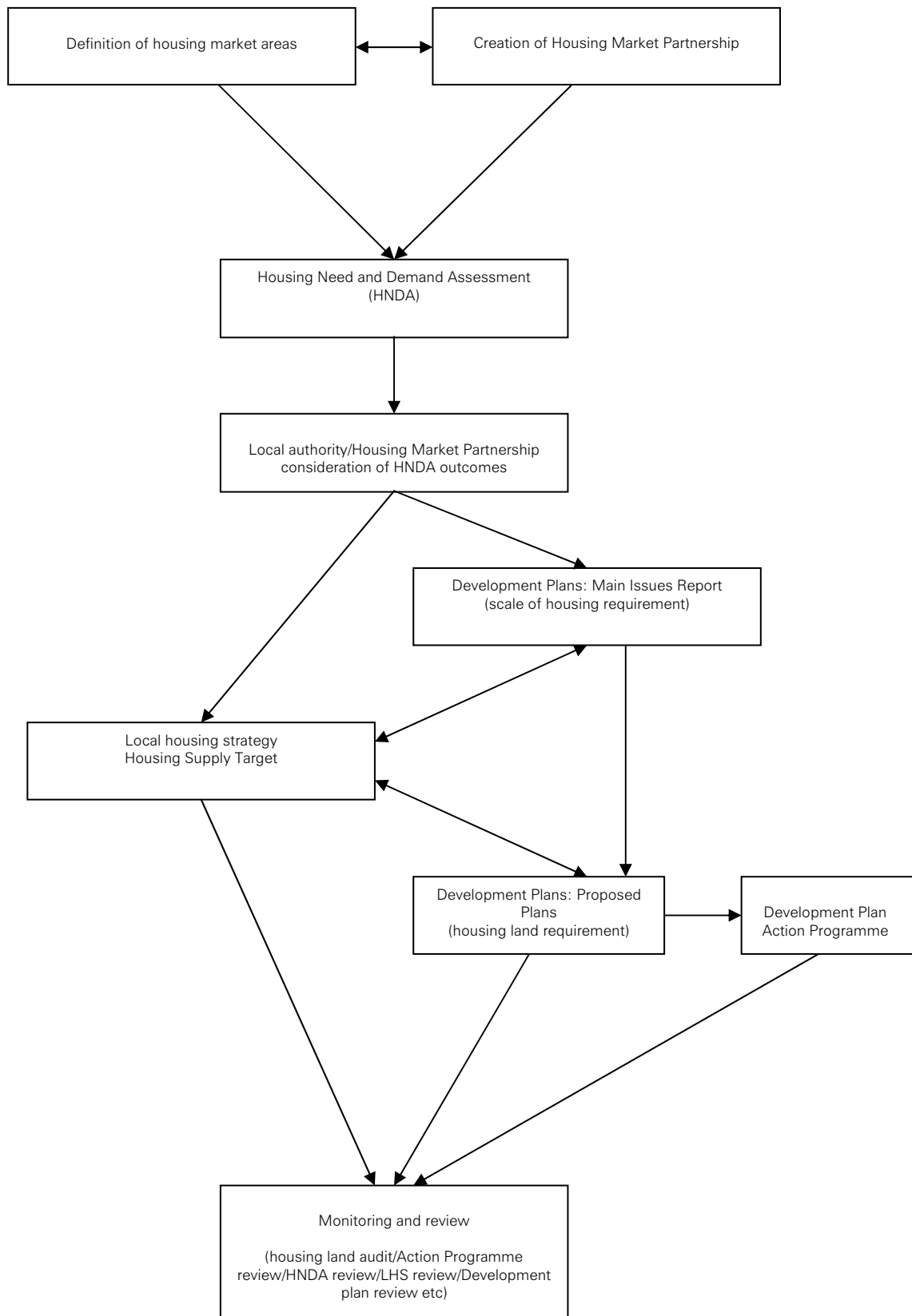
14. SPP 3 sets out The Scottish Government's policy on planning for housing across urban and rural Scotland. It does not restate detailed guidance and policy expressed elsewhere. SPP 3 is part of a wider planning policy framework which must also be taken into consideration. As such, it should be read in conjunction with SPPs and PANs relating to topics including fitting new housing development into the landscape; planning and flooding; transport and planning; renewable energy; micro-renewables; planning and natural heritage; housing quality; and planning in small towns. Reference is made to relevant policy and guidance throughout SPP 3.
15. Additionally, Annex B compiles a range of policy and guidance that should be consulted. This covers diverse topics such as transport, renewable energy, sustainability and quality housing and design, all of which contribute to the achievement of high-quality new homes in the right locations. The contribution of housing development to The Scottish Government's overarching purpose of promoting sustainable economic growth should also be considered. The policy set out in SPP 3 should be followed in conjunction with appropriate environmental legislation, such as the Environmental Assessment (Scotland) Act 2005.

### **SPP OBJECTIVES**

16. The key objectives of the SPP are to provide policy guidance on the:
  - identification of housing need and demand on a more consistent and robust basis through joint working between local authorities and a range of partners;
  - the use of the planning system to facilitate the construction of well-designed, good-quality housing in sustainable locations;
  - allocation of a generous supply of land to meet identified housing requirements across all tenures, including affordable housing, and related policy objectives;
  - mechanisms to help ensure that planned housing is built, including quick and efficient review of development plans to enable maintenance of a 5-year effective land supply; all of which supports
  - the creation of high-quality places, which support the development of sustainable communities.

## **SECTION 2: IDENTIFICATION OF HOUSING REQUIREMENTS**

17. Section 2 sets out the new inter-related framework for the assessment of housing requirements which forms the evidence base for housing supply targets included in local housing strategies and housing allocations in development plans. It describes the strengthened national framework for housing and planning where local authority planning and housing services are encouraged to work closely together, and with other council departments and a range of public and private stakeholders, to identify housing requirements. Taking account of need and demand, authorities should prepare a local housing strategy which includes housing supply targets covering all sectors, and provide a supply of land suitable and available for building the required housing through the development plan.
18. Figure 1 outlines the process which should be followed from the assessment of the housing requirement through to the preparation of the development plan, including allocation of sites and the setting of policy guidance, and monitoring of the implementation of the plan and the housing land supply. The core elements of this process – preparation of HNDA, local housing strategies and Development Plans - are not each viewed as end products, but as complementary workstreams. The timing and content of these documents should be aligned to more effectively achieve the aim of delivering new homes in the right places. The local housing strategy and the development plan should inform each other and should both reflect the agreed housing requirement to be met in the area.
19. These documents should also be consistent and compatible with other Scottish Government and local authority strategies including the Single Outcome Agreement and Community Plan.

**Figure 1: Identification of housing requirements**

## ASSESSMENT OF HOUSING REQUIREMENTS

### Housing Market Areas

20. A housing market area (HMA) is a geographical area where the demand for housing is relatively self-contained, i.e. where a large percentage of the people moving house or settling within the area have sought a dwelling only within that area. In some parts of Scotland, particularly around larger settlements, there may be an element of demand for housing which is capable of being met in one of a number of sub-housing market areas. Local authorities should define the housing market areas to be used in determining housing requirements, following one of a range of approaches referenced in the HNDA guidance.
21. Housing market areas may significantly overlap and will coincide rarely with local authority boundaries. The identified requirement for each housing market area should be met in full. The contribution of each local authority to the total must be set out clearly in their development plans. Housing market areas are dynamic and complex and they can be influenced by various factors, including improvements in infrastructure and investment in localities. Local authorities should monitor and take account of any changes to the HMA in each review of the assessment of housing requirements. Communities Scotland's *Local Housing System Analysis Good Practice Guidance Summary* provides further advice.<sup>5</sup>

*Housing market areas represent a geographical area which is relatively self contained in terms of housing demand, i.e. a large percentage of the people moving home or settling in the area will have sought a dwelling only in that area.*

### Housing Need and Demand Assessment

22. The Scottish Government has published housing need and demand assessment (HNDA) guidance to ensure greater consistency and a more robust approach to the assessment of housing requirements across all tenures. All local authorities are encouraged to use this guidance to assess both current and future housing need and demand.
23. The HNDA will provide the evidence base on which housing supply targets are defined in local housing strategies and suitable available land is allocated through development plans to meet the requirement for new housing to contribute to these targets.
24. While it is recognised that there are established practices which work well in some parts of the country, local authorities are encouraged co-operate regionally and set up Housing Market Partnerships (HMP). Partnerships will play an important role in bringing together local authorities across housing market areas. Local authorities are encouraged to adopt this approach in undertaking all housing and planning related work, including a HNDA. A HMP should involve adjoining authorities working together where functional housing market areas cross local authority boundaries. Partnerships may also include other organisations with

<sup>5</sup> [http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/cs\\_011212.pdf](http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/cs_011212.pdf).

relevant expertise, such as housing associations and developers. In relation to strategic development plan areas the Housing Market Partnership would be expected to involve the constituent local authorities, and adjacent authorities within the same housing market area.

25. A HNDA should take clear account of the relevant components of the housing requirements in an area. Where the assessment is considered robust and credible by The Scottish Government, in that it has provided all the core outputs, has followed the recommended processes and made reasonable assumptions, the approach used will not be considered at examination. More consistent assessments of the housing requirement across Scotland are likely to assist in meeting The Scottish Government's desire to see the provision of significantly more new housing. An increased supply of land where this is required should assist the continued delivery of housing even when there are delays in building on a particular site.
26. The housing need and demand assessment guidance is available online at <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/guidance>.

#### **LOCAL HOUSING STRATEGIES**

27. The Housing (Scotland) Act 2001 places a statutory requirement on local authorities to prepare a local housing strategy (LHS) supported by an assessment of housing need and demand. As a key element of the strengthened policy and delivery framework for housing and planning it should view the housing system as a whole and address the requirement for housing of all tenures and everyone in the community, including affordable housing, and be based on the outcomes of the HNDA. It provides the strategic direction to tackle housing need and demand and to inform future investment in housing and related services across the local authority area. The local housing strategy is expected to cover a 5-year period, in line with development plans, prepared in conjunction with a range of local authority departments and involving registered social landlords, other housing providers and the local community.
28. The Scottish Government encourages local authorities to co-operate regionally in setting realistic housing targets for housing market areas, and in enabling the delivery of these targets. The local housing strategy should include housing supply targets covering all tenures, drawing on the evidence base of a housing need and demand assessment. Guidance on the preparation of local housing strategies is available at <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/supply-demand/lhs>.
29. Local housing strategy preparation is expected to align closely with emerging new-style development plans. The outcomes from housing need and demand assessment should inform both the preparation of local housing strategies and Main Issues Reports (MIR) of SDPs and LDPs outwith strategic development plan areas, in relation to the scale of the requirement for housing. The local authority can choose to submit their local housing strategy at any point between the conclusion of consultation on the MIR and submission of the Proposed Plan to

Scottish Ministers. Further details are provided in local housing strategy guidance.

30. A pragmatic approach should be taken where local authorities have commenced or recently completed a HNDA at the time this SPP takes effect. In such cases, local authorities should use the best existing evidence to inform their local housing strategies and emerging development plans.

*National Standards for Community Engagement were published by Communities Scotland in 2005. These are measurable performance statements which can be used by everyone involved in community engagement to improve the quality and process of the engagement. They set out key principles, behaviours and practical measures that underpin effective engagement:*  
[http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/otcs\\_008411.pdf](http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/otcs_008411.pdf)

See publications menu at [www.communitiesscotland.gov.uk](http://www.communitiesscotland.gov.uk) for online guidance on LHS.

### **MEETING THE HOUSING REQUIREMENT IN THE DEVELOPMENT PLAN**

31. The provision of land for housing and the timely release of that land to enable building of homes is a key component of the development plan. The broader objective of development plans, in relation to housing, is the creation of sustainable mixed communities, including the provision of quality dwellings in the right places. It is vital that these considerations underpin the whole process of planning for housing even at the earliest stages of site selection. Section 3 considers these matters in more detail.
32. The delivery of housing through the development plan depends on sustainable, effective sites being made available to meet need and demand. Local authorities should give careful consideration to the scale and nature of the land supply needed to ensure delivery of the housing requirement. The use of the HNDA approach, which builds in consideration of demand for housing, demographic projections and forecast economic performance, is likely to result in a requirement for more land than under previous forms of assessment.
33. In preparing the development plan and local housing strategy, consideration of a local authority's wider strategic policy objectives around political, economic, social and environmental matters will contribute to determining the appropriate scale and distribution of the housing requirement/housing supply target for the relevant area. Combined with a realistic approach to the assessment of the effectiveness of sites for housing, this should guide authorities to allocate more than enough land, i.e. a generous supply, to help ensure delivery of homes. This approach should provide sufficient flexibility to enable the continued delivery of new housing in response to unpredictable changes to the effective land supply which will occur during the life of the plan.

### **Housing Land Allocations**

34. This section considers factors relevant to the identification of the amount of land necessary to allow the construction of new housing to meet the identified requirements.



35. Forecasts of housing requirements, which will form part of the HNDA, are dependent on assumptions about a range of variables and are inevitably more uncertain the further they are extended into the future. Assessments should cover a range of household projections, including the high migration variant projection. The Scottish Government's national objectives, reflected in targets for greater economic and population growth, imply higher overall household growth than central projections indicate.
36. The amount of additional land required to be identified in plans will be derived by subtracting the effective supply at the plan base date (taken from the housing land audit) from the overall housing requirement. For the initial plan period, calculations should take the base year of the plan as a starting point. It should not be assumed that in the base year there is no net surplus or deficit, and allowances should be made as appropriate in order to address any backlog of housing need which exists at that point. The assumptions made and calculations used should be explained and justified clearly. These issues are addressed by the HNDA guidance.
37. In some local authority areas the housing supply may rely heavily on the contribution of small and/or windfall sites. Where this is the case, planning authorities should consider how much of the housing land requirement in their area can be expected to be met from these sources and decide whether to deduct an allowance representing such future contributions. This would have the effect of reducing the level of new land allocations required in the plan being prepared. The assumptions made should be set out clearly in development plans and supported by evidence.
38. For the later years, the emphasis should be on giving a broad indication of the scale of the requirement rather than firm figures. Land which has been allocated through the local development plan process, and which is free from constraints but for programming reasons will not be developed until a later phase of the plan period, may be counted against the requirement for that phase. This would apply in particular to large planned releases of land which will be developed in stages.
39. Strategic development plans and LDPs outwith SDP areas should consider the long-term housing requirement, as informed by the HNDA and LHS. SDPs should identify a specific housing requirement and a spatial strategy for the provision of new housing up to year 12 beyond the predicted year of approval. The SDP should be clear about how much of the requirement should be met by allocations capable of development by the end of year 7. This builds in provision of up to 2 years for the preparation of local development plans in SDP areas. In addition, SDPs should provide a broad indication of the scale and location of housing land beyond year 12, and up to year 20. All local development plans should allocate land on a range of sites to meet the housing land requirement up to year 10 from the predicted date of adoption, providing appropriate effective sites in the initial phase to accommodate the requirement for at least 5 years, and further sites capable of becoming effective, and therefore developed, by the end of year 10. LDPs outwith SDP areas should provide a broad indication of the scale and location of housing land beyond year 10 and up to year 20. This is set out in Figure 2.

Figure 2: Development plan periods (from date of adoption)



40. Local authorities should ensure that sufficient land is available to meet the housing requirement for each housing market area in full through local development plans. Irrespective of how housing market areas are defined, housing sites must be allocated within the local development plan for individual council areas to provide the basis for development control decisions. Where housing market areas cross local authority boundaries, authorities working jointly through the housing market partnership must agree the proportion of the housing requirement to be accommodated in each local authority area, and reflect this in the relevant development plan.
  
41. Notwithstanding the need to meet housing requirements in full in the housing market area in which they arise, where there are serious local environmental or infrastructural constraints in a particular location which cannot be resolved to allow development within the life of the plan, planning authorities may consider whether a proportion of the housing requirement can or should be met in another housing market area within the local authority boundary. Local authorities, the public sector and infrastructure providers should commit to work closely to find deliverable solutions to constraints in such situations to allow development to be committed in future plans. It is for planning authorities to consider the most appropriate planning solutions for their areas through a sustainable settlement strategy, and this may involve directing development to particular locations to achieve desired policy outcomes. As such the planned level or direction of growth may not necessarily reflect past trends.
  
42. The effectiveness and programming of sites will be monitored through the annual housing land audit (see Annex A), with the aim of maintaining sufficient effective land for at least the following 5 years at all times. The 5-yearly reviews of HNDA, LHS and development plans, and the proactive management of the land supply through annual monitoring, will ensure ongoing provision of a continuous supply of land for housebuilding to meet identified requirements. In reviewing the



development plan, account should be taken of successes and failures in the implementation of existing sites and policies, and any new or changed circumstances, including changes in the national policy context.

43. Development plans should be capable of responding to changes as necessary. They should identify triggers for the release of future phases of effective sites, such as where the annual audit of housing land, and/or the biennial review of the development plan action programme (see paragraph 101), indicates that availability of housing land and/or completions is not keeping pace with identified requirements, and a 5-year land supply cannot be maintained. Plans should also contain specific guidance on the circumstances in which new housing sites will be granted planning permission in advance of the review of the development plan where this is necessary to maintain the 5-year supply. For example, this might include provision within the plan to allow the granting of permission for housing on unidentified brownfield regeneration sites (ie, windfall sites) which become available during the life of the plan, even where these would be additional to the identified supply including any existing windfall allowance. The provision of a generous supply of land from the outset, along with the future requirement for all development plans to be reviewed on a 5-yearly basis should, however, reduce the likelihood of additional sites being required in order to maintain a 5-year effective land supply.
44. During the transitional period as the new planning system is coming into place, where there is an identified shortfall in meeting existing housing land requirements, planning authorities are expected to take steps to secure the delivery of housing to maintain a minimum 5-year effective land supply. It may be appropriate to grant planning permission for sites in existing plans which are intended for development in later plan periods where they are effective and capable of being developed early or for development on new sites where this would comply with the overall locational strategy and other policies of the development plan.

## SECTION 3: DELIVERY OF HOUSING

45. This section sets out the role of different elements of the planning process in delivering housing, considering development planning and development management. Up-to-date development plans are the key to ensuring continued opportunities for new housebuilding across Scotland. A robust assessment of need and demand, the inclusion of effective sites in local development plans and realistic programming of the effective supply should enable the construction of homes to meet targets within predictable timescales. As well as the spatial, site-specific dimension of the development plan, it is important that plans promote the creation of quality developments, mixed communities, opportunities for new housing in rural areas and the appropriate provision of affordable housing.
46. Delivery of housing does not rely solely on the allocation of appropriate land in the development plan. A variety of other factors contribute, including consideration of the planning application; negotiation of section 75 agreements; granting of a building warrant, as well as other regimes such as roads construction consent and water and drainage connection; the capacity of the construction industry; and the functioning of the housing market. Each affects the time taken to reach the stage where housing can be built.
47. Some of these factors may be outwith the direct control of the local authority: for example, housebuilders have direct influence over the rate at which housing is constructed and made available for sale or rent. Once the scale of the housing land allocation is established through the development plan, local authorities, developers, service providers and other partners in housing provision are expected to work together to ensure the necessary level of housing can be delivered. This should be monitored through the housing land audit and development plan action programmes.

### PLACE-MAKING AND DESIGN

48. The Scottish Government's objectives of creating successful places and achieving quality residential environments should form vital threads through the whole process of delivering new housing developments through the planning system. The process of site selection should include consideration of the type of development that can be achieved, based on a sound appraisal such as masterplanning. SPP 1: *The Planning System* and *Designing Places* are clear that the planning process has a role to play in ensuring that new housing is well-designed and responds to its context. The siting and design of new housing should consider its setting, whether urban or rural, and the relationship with the landscape in which it is located, as well as topography, local materials, character, appearance and ecologies. This does not mean that existing characteristics should simply be recreated in pastiche, nor does it prevent innovative design.
49. The principles of good urban design and place-making should underpin new housing proposals and aim to create places with a distinct character and identity. They should have connection with the movement and settlement patterns of the wider area, influence the consumption of energy and reduce the impacts of climate change. These considerations are relevant at each stage of the design



process to achieve high-quality residential or mixed-use development. Development plans should include a policy framework to influence the creation of successful places which contribute to the identity of that locality. PAN 67: *Housing Quality* aims to raise the design standard of new housing and provides detailed guidance on the creation of successful places. Annex B outlines the range of policy and guidance relating to the achievement of quality design solutions for new housing at different stages of the plan-making process.

50. The Scottish Government is committed to raising the quality and design standards of new development. The Scottish Sustainable Communities Initiative encourages the creation of places which demonstrate a level of innovation and quality of design which will lead to the creation of successful places, and which serve as an inspiration to future development in Scotland. Sustainable communities provide high quality, affordable homes for all sectors of the community, with opportunities for the creation of jobs, provision of education and other services necessary to enable high standards of living, cultural identity and creation of environments which encourage healthy and active living. They should fit well in the local landscape, maximise the opportunities of the location and should be fully integrated with both public transport and active transport networks, such as footpaths and cycle routes, rather than being dependent on the car. They should make a significant contribution to reducing emissions of carbon dioxide.
51. The environmental performance of new development is a key factor in the design quality that can be delivered while also reducing carbon dioxide emissions. Efficiency in use of energy and other resources throughout a development can be influenced by a range of factors including location, siting, orientation, layout, materials and design. This would have positive effects for building performance, maintenance requirements, quality and attractiveness and the lifespan of buildings. Efficient use of resources during construction, and in the way buildings are used, should enable adaptation to the effects of climate change, as well as reducing the impacts of development itself.
52. In August 2007, The Scottish Government appointed an expert panel to recommend measures to improve the energy performance of houses and building in Scotland. The panel's report, "A Low Carbon Building Standards Strategy for Scotland" (the Sullivan report)<sup>6</sup> set out its recommendations for future building regulations, including that U-values and airtightness for building fabric should be improved in 2010 to match those of Nordic countries.
53. The Sullivan report recommends a route map towards the goal of net zero-carbon buildings (i.e. space and water heating, lighting and ventilation) by 2016/17 if practical, and an ambition of total-life zero-carbon buildings by 2030. The workstreams identified in the Sullivan report will be progressed, including assessing the potential impacts of the recommendations and considering the first stage of reducing carbon emissions by 2010. This will be underpinned by robust research to ensure that the issues are understood fully, including the impacts on costs, construction, maintenance and the use of buildings.

6 [http://www.sbsa.gov.uk/pdfs/Low\\_Carbon\\_Building\\_Standards\\_Strategy\\_For\\_Scotland.pdf](http://www.sbsa.gov.uk/pdfs/Low_Carbon_Building_Standards_Strategy_For_Scotland.pdf)

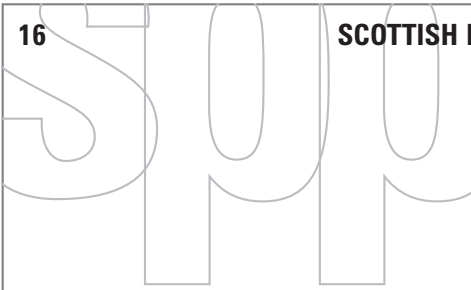
## **DEVELOPMENT PLANNING**

### **THE SPATIAL DIMENSION – GUIDING DEVELOPMENT TO THE RIGHT PLACES**

54. This section considers factors relevant to the choice of sites for inclusion as housing land allocations in development plans in order to augment the existing supply. The 2006 Act will provide that planning authorities must exercise development planning functions with the objective of contributing to sustainable development. Local authorities are encouraged to have regard to this before it becomes a statutory requirement. Additionally, local authorities must take account of Scottish Government and other policies on a range of matters, including the protection and enhancement of the natural and built environment, historic and heritage interests, protection of mineral resources, integration of land use and transport, flood risk and greenbelt policy. Annex B outlines the range of policy and guidance which is relevant to the selection of sites for new housing as part of the plan making process.
55. A mitigation schedule outlining ways in which the potential environmental effects of housing development can be offset is set out in the Strategic Environmental Assessment Post-adoption Statement.

#### **Sustainable Settlement Strategies**

56. It is The Scottish Government's policy that all planning authorities must draw up a long-term sustainable settlement strategy as part of the development plan to provide the context for new development, recognising that the appropriate strategy for each area will reflect local needs, priorities and circumstances and is likely to be very different for remote rural areas compared with accessible urban areas. The following key considerations should form the basis for the strategy:
- the efficient use of land and existing buildings, resources and infrastructure;
  - accessibility by a range of transport options to jobs and services for all sections of the community;
  - co-ordination of housing land provision with improvements in infrastructure, including transport and educational investment, and with other major proposals such as business or other economic development; and
  - the protection and enhancement of landscapes; natural, built and cultural heritage; biodiversity; and the wider environment, including consideration of flood risk.
57. Planning authorities should justify the strategy proposed, including reference to reasonable alternatives. The strategy, site allocations and policy framework will be tested through the Strategic Environmental Assessment of the development plan, as required under the Environmental Assessment (Scotland) Act 2005.
58. The selection of appropriate sites and the amount of land needed to meet the housing requirement should in principle consider the reuse of existing land and



buildings before development on greenfield sites, but also take account of the planning authority's balanced consideration of the following factors:

- the potential of the site to meet the strategy and policies of the plan and other national and local policy objectives;
  - the relative accessibility of sites by a choice of transport options (see paragraphs 73 - 75);
  - the availability of infrastructure, education and community facilities;
  - whether development can be achieved on a particular site within the required timeframe;
  - the provision of a variety of sites to provide choice across the housing market area;
  - the design, quality and density of development that can be achieved on a site, taking account of its location, landscape setting and characteristics;
  - the individual and cumulative effects of all proposed development; and
  - any other relevant matters, including the views of all relevant parties (including the local community).
59. Strategic consideration of the scale and location of the housing land requirement in development plans well ahead of land being required for development should assist in aligning the investment decisions of developers, infrastructure providers and others. It also allows early consultation on the probable future direction of development. Where large areas of land are identified as appropriate for development in line with the settlement strategy, but are capable of contributing to the housing requirement in years beyond the current plan, the long-term reservation of that land for development in later years should be indicated in the plan.

#### Efficient use of land and buildings

60. The settlement pattern is the product of generations of investment in physical infrastructure, social and cultural facilities and public amenities. Planning authorities should promote the efficient use of land and buildings. In principle this means directing the majority of new development towards sites within existing settlements to make effective use of existing infrastructure and service capacity, and reduce energy consumption, while ensuring the creation of quality residential environments. There remains a need to consider the vulnerability and value of soil as a resource, including the protection of agricultural land, particularly that regarded as prime quality land, when considering the allocation of land for development. The intrinsic value of each site should be considered, including the

<sup>7</sup> Agricultural land identified as being of class 1, 2 or 3.1 in the land capability classification for agriculture, as developed by the Macaulay Land Use Research Institute. See <http://www.macaulay.ac.uk>.

contribution it makes to the natural or cultural heritage resources of the area, the likely effects of developing the site and the relative costs associated with works necessary to provide an appropriate residential environment. Overall, the most sustainable option may not necessarily be the brownfield site within the urban area, and equally the least sustainable option may not necessarily be greenfield land on the urban fringe.

61. The appropriate density of new development should be determined in relation to the character of the place and its relative accessibility, with higher densities more appropriate in the most central and accessible locations. Through good design it is possible to achieve a variety of forms of high-density living environments without overcrowding or loss of amenity. The right density, alongside high design standards, a good mix of dwelling types and accessible green spaces are more likely to create communities that are self-supporting and socially diverse.
  - (a) Urban capacity studies
62. Planning authorities are encouraged to make an assessment of the opportunities for further housing development within existing settlements, focussing on previously developed land and conversions of existing buildings, or a review of existing land allocations for uses other than housing, where appropriate. Such assessments, known as urban capacity studies, will be useful in the preparation of a sustainable settlement strategy, and may inform assumptions about the expected output from windfall sites. Such studies are most likely to be needed where a planning authority is pursuing a strategy of directing new housing to brownfield sites and may assist in measuring the extent to which any brownfield targets can be met. Although they are not exclusive to urban areas, they are less likely to be practical for smaller settlements in predominantly rural areas.
63. Planning authorities should, where possible, involve the private sector in the preparation of urban capacity studies and make them as transparent as possible. The results of such studies should be placed in the public domain. Actively involving private sector development interests in site appraisal can help to ensure a realistic assessment of development potential. Sites identified as having potential for residential development may be included within the housing land audit as part of the established supply.
  - (b) Brownfield land
64. Opportunities for new housebuilding on land which has been previously developed in urban and rural areas will reduce the amount of greenfield land required to meet the overall housing requirement. Redevelopment of brownfield sites for housing should be preferred to development on greenfield sites, particularly where it supports the strategy of the development plan. A national target for brownfield residential development is not appropriate because the availability of previously developed sites varies across the country. Where individual planning authorities consider that targets would be helpful in a particular area, these should be realistic and justified.
65. Housing can complement other forms of new development and act as a catalyst for regeneration. There is scope for mixed-use developments, where commercial,



retail, leisure or other uses form part of a development alongside housing, preferably including a variety of tenures. Development plan policies should support opportunities for mixed-use proposals on appropriate sites.

66. Redeveloping unpopular or sub-standard accommodation in existing neighbourhoods can support the wider regeneration of such communities, providing improved choice of housing type, tenure and density of development, as well as improvements in the quality of the environment for all residents. Where existing housing stock is replaced, care should be taken to ensure only the net increase in housing stock counts towards meeting the identified housing land requirement.
- (c) Infill sites within existing settlements
67. Infill sites within existing settlements can often make a useful contribution to the supply of housing land. These opportunities might range from relatively small-scale undeveloped sites within otherwise built-up frontages or larger areas of land in urban, suburban or village locations. Planning authorities should ensure that where infill sites are assessed as suitable for development, proposals respect the scale, form and density of the surroundings and enhances the character and amenity of the community. The individual and cumulative effects of infill must be sustainable in relation to the social and economic infrastructure of a place, and must not lead to over-development. In particular, care should be taken not to erode the open space and green networks in an area.
- (d) Expanded and new settlements
68. Where brownfield and infill sites cannot meet the full range of housing requirements, it may be necessary to release greenfield land next to built-up areas. Meeting housing requirements through extensions to existing towns and villages can have a number of advantages. Servicing costs can be reduced and new housing may benefit existing communities by helping to sustain local schools, shops and services.
  69. Development plans should specify how the character and setting of an existing settlement is to be protected, guide new development to suitable sites, and, where appropriate, provide for the phased release of land.
  70. In some areas, new stand-alone settlements may contribute towards meeting housing requirements as part of a long-term strategy where:
    - there are physical, environmental or infrastructural constraints to the further growth of existing settlements, or it forms part of a strategy for promoting rural development and renewal;
    - it could assist in reducing development pressure on greenbelt land or areas of attractive countryside;
    - it can be serviced readily by public transport;
    - it will not have a significant adverse effect on any natural or built heritage interest safeguarded by a national or international designation; and

- it will not result in other significant environmental disbenefits.
71. Where a planning authority considers a new settlement a necessary part of their development strategy, the development plan should specify its scale and location, and set out the framework to guide development. Where there is likely to be a long lead-in time to the delivery of housing units on particular sites this will require to be taken into account in determining the level of effective allocations made in the plan.
72. Where expanded and new settlements are part of the solution, they provide an opportunity to effect a step change in the quality and environmental standards of communities. Housing can be developed for a range of tenures with decentralised heat and power and high energy efficiency standards, and be located so as to make optimum use of public transport and provide opportunities for walking and cycling. Design and build quality should reflect the best architectural and design traditions of Scottish towns and villages.

*See PAN 44: Fitting New Housing Development into the Landscape.*

#### Accessible locations

73. To contribute to the reduction of greenhouse gas emissions, The Scottish Government is committed to the effective integration of land use and transport. Patterns of development should seek to reduce the demand for travel and reliance on the private car, and help to reduce energy consumption generally.
74. In considering the appropriate location of new residential development, preference should be given to locations which can be well-integrated with existing and proposed public transport, walking and cycling networks. Such locations should be developed at higher densities. In central locations, integrating housing with commercial, community and leisure uses in mixed developments can create improved access to jobs and a wide range of services. People living in rural areas may continue to rely heavily on private forms of transport where there are few alternatives.
75. In seeking to locate new housing where it will be accessible by a range of forms of transport, planning authorities may conclude on balance that the release of certain areas of greenfield land will result in a more sustainable pattern of development than relying on brownfield sites.

*Further guidance on the integration of land use and transport is contained in SPP 17: Transport and Planning.*

#### **Housing Related Policies in Development Plans**

76. Alongside the spatial strategy of the development plan, planning authorities should consider a number of other relevant issues in making specific land allocations, and should provide development plan policy and supplementary guidance which will be relevant to both planned and speculative housing proposals. The following paragraphs outline some of those policy areas which planning authorities should address in their development plans including landscaping and open space, mixed communities, affordable housing, rural housing and developer contributions.



### Landscape and open space

77. Landscaping of development proposals can make a significant contribution to environmental quality, particularly when planting begins to mature. Proposals should be considered in the context of their landscape setting and developers should consider creating a landscape framework within which development can take place. New development should respect, and where appropriate enhance, existing vegetation and other natural features. Mature trees should be retained where possible and replaced where they are lost. As part of development proposals, the creation and management of natural heritage interests and well-designed, sustainable water management including the use of sustainable urban drainage systems (SUDS) can also enhance the biodiversity of the local area.
78. Private and public open space for relaxation, informal recreation and sport is important to the health and well-being of communities, and can play an important role in preventing crime and strengthening community interaction. It also contributes to the visual amenity of a place. Developers and planning authorities should consider what type of open space is appropriate to serve particular housing developments and how it can best be located, distributed and laid out having regard to the distribution and function of existing provision.
79. In relation to public open space this should be done in the context of an open space audit and strategy, and might involve on-site or off-site provision or a financial contribution to open space or recreational resources in the local area. Provision should be made for the long-term maintenance and management of the open space resource. Private garden space should form a key element of the design and layout of developments. Along with allotment gardens this can form part of the open space resource in a community, and can be used for food production.

*SPP 11: Open Space and Physical Activity, NPPG 14: Natural Heritage and PAN 65: Planning and Open Space provide relevant policy and advice.*

### Mixed communities

80. Scottish Government policy encourages more diverse, attractive and mixed-use residential communities, in terms of tenure, demographic and income. A range of housing types is needed to support the creation of mixed communities which provide housing options for the whole community and all segments of the market, from affordable housing and starter homes to executive housing, as well as homes for families, older people and people with particular housing needs. In some locations, mixed use will incorporate opportunities for business units and community spaces. The scope to create mixed communities will depend on the scale and nature of the development, and the opportunity for the creation of mixed communities will not necessarily be applicable to every site.
81. New housing developments should be designed to meet the needs of the whole community, and with opportunities for households to continue to meet their changing housing needs over time. This includes provision of flexible living space

which can be adapted as the needs of households change, and storage capacity, as well as a mix of housing types. Beyond this, effective design of places – for example, in street layout, green and community space provision – can assist in building opportunity for positive social interaction and support healthier lifestyles. This can also increase sense of connection to place and support longer-term sustainability of areas, minimising the need for future interventions. Drawing on the HNDA and the LHS, development plans should encourage the creation of mixed communities rather than single-tenure developments. As far as possible, the tenure of housing should be indiscernible from its design, quality or appearance.

82. Development plans should also address the specific housing needs of particular sections of the community such as gypsies and travellers, travelling showpeople and consider the need for houses in multiple occupation in their areas.
- (a) Gypsies and Travellers
83. Gypsies and Travellers have specific housing needs, often requiring sites for caravans and mobile homes. Local authorities will consider the needs of all Gypsies and Travellers for appropriate accommodation within their housing need and demand assessment and take these into account in preparing their local housing strategies. Given the typically transitory nature of Gypsies and Travellers, planning authorities should make provision for such communities as are in their area already, as well as those who may arrive at a later date. Planning authorities should identify suitable locations for sites for Gypsies and Travellers and set out policies for dealing with planning applications for small privately-owned sites. Planning authorities should ensure that Gypsy and Traveller communities are involved in decisions about sites for their use.
84. The existing policy framework for assessing and meeting the accommodation needs of Gypsies and Travellers remains in place. This includes:
- Secretary of State's Advisory Committee on Scotland's Travelling People, Guidance Notes on Site Provision for Travelling People, (Scottish Executive, 1997).
  - Advisory Committee on Scotland's Travelling People, Ninth Term Report 1998-1999 (Scottish Executive, 2000).<sup>8</sup>
  - Gypsy and Traveller Accommodation Needs Assessments (Department of Communities and Local Government, 2007).<sup>9</sup>

Further links to advice on the provision of local authority services, including housing, to Gypsies and Travellers can be found on the Communities Scotland website.<sup>10</sup>

8 <http://www.scotland.gov.uk/Publications/2007/05/22093426/0>

9 <http://www.communities.gov.uk/publications/housing/accommodationassessments>

10 [http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/rics\\_003962.hcsp](http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/rics_003962.hcsp)



(b) Travelling Showpeople

85. Travelling showpeople are a separate community from Gypsies and Travellers, and may have different housing needs. Showpeople are likely to need both winter quarters and sites for more settled parts of the community, which often include children and retired people. Local authorities will consider the needs of all Travelling Showpeople for appropriate accommodation within their housing need and demand assessment and take these into account in preparing their local housing strategies. Travelling showpeople have tended to identify suitable sites themselves and approach local authorities with proposals. Planning authorities should be prepared for such approaches and should consider them appropriately. The typically transient nature of many Travelling Showpeople means that local authorities should consider the accommodation needs of those communities in their area already, as well as those who may arrive at a later date.
86. The Department for Communities and Local Government has issued circular 04/2006 – Planning for Travelling Showpeople.<sup>11</sup> Although this does not apply in Scotland, it may be helpful in understanding the accommodation needs of Travelling Showpeople.

(c) Houses in Multiple Occupation

87. Demand for Houses in Multiple Occupation (HMO) has come typically from students, but there is growing demand from other groups, notably young professionals and migrant workers. The requirement for HMO accommodation has shifted subsequently from areas close to universities and colleges to throughout Scotland, including some rural areas.
88. Local authorities should consider the need for HMO accommodation to help ensure the provision of an adequate and appropriate supply. This should be done in consultation with, for example, universities and those who employ migrant workers, as well as those who require HMO accommodation.
89. Where planning authorities have established policies designed to manage concentration of HMOs in particular areas, they should take appropriate action to ensure that such policies are implemented and enforced accordingly.
90. Further planning guidance on HMOs and the licensing system can be found in Circular 4/2004: *Guidance on the interface between planning control and licensing*.<sup>12</sup>

Affordable housing

91. Affordable housing is defined broadly as housing of a reasonable quality that is affordable to people on modest incomes. In some places the market can meet all or most affordable housing needs, but elsewhere it is necessary to make housing

<sup>11</sup> <http://www.communities.gov.uk/publications/planningandbuilding/circulartravellingshow>

<sup>12</sup> <http://www.scotland.gov.uk/Publications/2004/09/19978/43591>

available at a cost below market value to meet identified needs. Affordable housing may be in the form of:

- social rented accommodation;
- mid-market rented accommodation;
- shared ownership;
- shared equity;
- discounted low cost housing for sale, including plots for self-build; and
- housing without subsidy.

*PAN 74: Affordable Housing gives detailed guidance on the provision of affordable housing.*

92. Where the HNDA and LHS identifies a shortage of affordable housing, this should be addressed by the development plan as part of the overall housing land requirement. As with market-led housing development, the need for affordable housing should, where possible, be met within the housing market area where it has arisen.
93. The circumstances around provision of affordable housing, including the form that affordable housing should take, will vary within and between local authorities. Where the planning authority believes that the planning system has a role to play in the provision of affordable housing locally, the development plan should be clear on the scale and distribution of affordable housing, including an outline of what is expected from prospective developers. Further detail is set out at paragraph 36 of *PAN 74: Affordable Housing*. This will help ensure that any requirement to provide affordable housing can be factored into the price that a developer will pay for land. In other areas, local authorities may need to consider more innovative approaches to deliver housing for those in need.
94. Policies in development plans may seek a percentage affordable housing contribution from all new housing developments where this is justified by the HNDA and included in the local housing strategy. The benchmark figure is that each site should contribute 25% of the total number of housing units as affordable housing. Local authorities should prepare detailed Supplementary Planning Guidance on how the affordable housing requirement for their area is expected to be delivered, including an indication of the different approaches needed for urban and rural areas. In circumstances where it is considered that housing built to meet identified affordability needs should remain available to meet such needs in perpetuity, guidance should set out the measures which will be used to achieve this.
95. Planning authorities should also consider allocating sites specifically for affordable housing to meet requirements identified by the HNADA and LHS. This approach is

most likely, but not exclusively, to be appropriate for small-scale sites within or adjoining existing villages to provide for locally arising needs.

#### Housing in rural areas

96. The Scottish Government's aim is to promote development that supports the rural economy, promotes rural regeneration, embodies the principles of sustainable development and enhances the rural environment. Rural areas across Scotland face a range of economic and environmental challenges. Many areas close to existing settlements experience pressures for various forms of development, which should be addressed by planning policies. Planning policy should also be concerned with enabling growing rural communities to expand, as well as sustaining fragile and, in some cases, dispersed communities. The housing needs in crofting counties should also be addressed by relevant planning authorities.
97. There is a steady demand for new housing, sometimes as second homes, in some rural areas. It may be possible to harness these demands in ways which secure economic, social or environmental benefits. The requirement for new housing in rural areas should be considered part of the development of a sustainable settlement strategy, with the majority of new housing continuing to be met within or adjacent to existing rural settlements.
98. All planning authorities must set out the circumstances in which new housing in the countryside outwith settlements may be appropriate in their areas, including redevelopment of brownfield land and opportunities for new homes on greenfield sites where appropriate.<sup>13</sup> SPP 15: *Rural Development* gives further policy direction on the ways in which this can be achieved, and PAN 72: *Housing in the Countryside* provides helpful guidance in relation to a number of opportunities for the provision of housing in rural areas. Where there is significant demand for new housing, specific development plan provision could contribute to economic and social opportunities and reduce pressures on the general housing stock without damaging the environment.
99. In some rural areas, particularly those categorised in SPP 15 as intermediate and remote, new housing outwith existing settlements may have a part to play in economic regeneration and environmental renewal. In rural areas with substantial long-term depopulation, proactive planning measures to help increase the resident population could assist economic and social regeneration. Non-residential buildings in the countryside which are no longer required for their original purpose can offer opportunities for conversion to dwellings. Residential and business conversions are a way of retaining buildings which contribute to local character, and can result in distinctive assets to the local environment. Proposals for the sensitive re-use, conversion or rehabilitation of buildings which can be accessed safely and serviced readily should be viewed sympathetically. Some limited new housing, along with converted or rehabilitated buildings, may be acceptable where it results in a cohesive grouping that is well-related to its landscape setting.

<sup>13</sup> Brownfield land in rural areas usually means sites that are occupied by redundant or unused buildings or where the land has been significantly degraded by a former activity, as set out in PAN 73: *Rural Diversification*.

#### Developer contributions

100. Creating a new settlement or major extension will generally require partnership between the public sector, private developers and other interests. Development plans should be clear about the likely scale of developer contributions associated with land allocations, ensuring they are in line with the legislation. Such provisions should be drawn up in consultation with the relevant parties, and the cost of providing the necessary infrastructure should be commensurate with the scale of the development proposed. The Scottish Government will review the operation of developer contributions in Scotland as part of a review of the system of planning agreements (see paragraph 104).

#### **THE DEVELOPMENT PLAN ACTION PROGRAMME**

101. Under the 2006 Act, strategic and local development plans are required to be accompanied by an action programme setting out how the authority intends to implement the plan. The action programme must be published alongside the plan to which it relates and is required to be reviewed and updated every two years. The programme should set out a list of actions necessary to deliver each of the plan's policies. It should also address any critical issues of phasing, infrastructure provision, the removal of significant constraints, land acquisition and the preparation of development briefs or other supplementary guidance. The programme must also include details of the person(s) and/or organisation(s) responsible for the actions, and the timescale for carrying out each action. This will include the local authority and other organisations with responsibility for elements of the delivery framework. The inclusion of an action programme within the development plan, and a biennial review of it, along with monitoring of the land supply through the annual housing land audit, will provide early notice of delays in meeting the housing requirements, giving the local authority the opportunity to take necessary steps to ensure the delivery and implementation of the housing land allocations. In these circumstances paragraph 44 indicates that authorities should bring forward additional land within the overall strategy of the plan to maintain an effective 5-year land supply.

#### **DEVELOPMENT MANAGEMENT**

102. Development Management is an important element of the way in which the planning process assists the delivery of new housing. The reform of the planning system reinforces the primacy of the development plan. This means that decisions on planning applications should be taken in line with the development plan, unless material considerations indicate otherwise. The importance of this role underlines the need for plans to be prepared and reviewed quickly to ensure they remain up-to-date to provide a robust framework to guide decision-making. The enhanced engagement of the private sector, consultees and the wider community, which will apply to new style development plans, will lead to more robust plans which have wide support. These factors should make the assessment of planning applications simpler, quicker and more consistent.
103. Changes arising from the 2006 Act will improve the speed and efficiency of the development management process and the quality of the decisions taken. A new hierarchy of developments is proposed, under which some applications will

require pre-application consultation with the community. Some proposals may benefit from processing agreements between the planning authority and the applicant, which will set out an agreed period to reach a decision. Increased use of new technology will improve service delivery, as well as the accessibility of information to more people. Developers and the public should have confidence in the decisions taken through the planning system, and the decision making process should be more transparent and stand up to scrutiny.

### **PLANNING AGREEMENTS**

104. Under section 75 of the Town and Country Planning (Scotland) Act 1997 planning authorities have the power to enter into an agreement with those who have an interest in the land for the purpose of restricting or regulating its use. Agreements can be used to overcome obstacles to the granting of planning permission, but planning authorities should not use an applicant's need for planning permission to obtain a benefit which is unrelated in nature, scale or kind to the proposed development. The time taken to negotiate complex planning agreements can delay the building of new housing. The Scottish Government is undertaking a review of the framework governing planning agreements. The aim of the review is to produce a system that will balance provision of contributions to support related infrastructure and amenity while facilitating development necessary to increase sustainable economic growth in Scotland at a local and national level.

*SODD Circular 12/1996: Town & Country Planning (Scotland) Act 1972 Planning Agreements.*

## CONCLUSION

105. SPP 3 sets out The Scottish Government's policy on the role of planning in the identification of housing requirements and the delivery of quality homes in the right locations. It is a key tool in meeting The Scottish Government's goal of raising the rate of new housebuilding to 35,000 new houses a year by the middle of the next decade. Local authorities are encouraged to adopt a more proactive approach to managing the supply of land for housing to achieve identified requirements. The SPP identifies the process that local authorities should follow in the identification of land for new housing and the delivery of that housing, including the need for high-quality and innovation. SPP 3 also provides links to related guidance and policy that should be taken into consideration when planning for housing.
106. SPP 3 stresses that planning for housing should be based on the housing need and demand assessment process. Local authorities should consider housing need and demand across all tenures, and, in line with the housing need and demand assessment guidance are encouraged to work in partnership with other local authorities and housing providers across housing market areas. The information derived from this process should form the basis of the local housing strategy and the land allocation for housing in the development plan.
107. SPP 3 provides guidance on the delivery of housing, emphasising that all parties should aim to create sustainable housing developments that are well-connected to transport networks, local amenities and other settlements, and that use land efficiently, for example through development at appropriate densities, reuse of brownfield land and infill sites within settlements. Local authorities and developers are encouraged to aspire to high energy efficiency standards and to consider innovative building and architectural styles. The SPP sets out the range of factors that should be considered to ensure the creation of high-quality residential environments. All parties involved in planning for homes should take account of these considerations at an early stage and throughout the entire process.

## NOTES

108. This SPP sets out the matters which planning authorities should take into account when preparing development plan policies and determining planning applications. It replaces SPP 3: Planning for Housing (2003). It sets out the matters the Scottish Ministers will take into account when assessing housing policies in development plans and planning applications which come before them. It is also expected that developers will have regard to these considerations when preparing proposals for new residential development.



## ENQUIRIES

109. Enquiries about the content of this SPP should be addressed to Planning Infrastructure and Enforcement, The Scottish Government, Directorate for the Built Environment, Area 2-H, Victoria Quay, Edinburgh EH6 6QQ or by e-mail to [SPP3@scotland.gsi.gov.uk](mailto:SPP3@scotland.gsi.gov.uk).
110. Further copies can be obtained by telephoning the Planning Helpline on 08457 741741 (UK local rate). This SPP and other SPPs, PANs and a list of circulars can be viewed on The Scottish Government web site at <http://www.scotland.gov.uk/Topics/built-environment/planning>.

## GLOSSARY

**Affordable housing:** Housing made available at a cost below full market value, to meet an identified need. It includes social rented accommodation, some private sector rented accommodation, and publicly subsidised housing for sale. It may also include unsubsidised entry-level housing for sale where it can be demonstrated clearly that the homes are affordable to low-income groups of households.

**Brownfield land:** Land which has previously been developed. The term may cover vacant or derelict land, infill sites, land occupied by redundant or unused buildings, and developed land within the settlement boundary where further intensification of use is considered acceptable.

**Effective housing 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 housing land supply:** 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.

**Greenfield sites:** These are sites which have never been previously developed or used for an urban use, or are on land that has been brought into active or beneficial use for agriculture or forestry, i.e. fully restored derelict land.

**Housing demand:** The quantity and type/quality of housing which households wish to buy or rent and are able to afford.

**Housing requirements:** The total amount and type of housing necessary to accommodate a given (or projected) population at appropriate minimum standards. This includes both housing needs and housing likely to be demanded in the market.

**Housing land requirements:** The amount of land required to be allocated for housing to meet the identified housing requirement.

**Housing market area:** A geographical area which is relatively self-contained in terms of housing demand, i.e. a large percentage of people moving house or settling in the area will have sought a dwelling only in that area.

**Housing need:** Refers to households lacking their own housing or living in housing which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.

**Housing supply target:** identified by the local housing strategy in response to the outcomes of housing need and demand assessment.



**Private sector housing:** Housing for sale or rent provided by private developers or other commercial organisations. The term 'owner-occupied sector' excludes the private rented element.

**Public sector housing:** General and special needs housing provision by housing associations, local authorities and other social housing providers for rent.

**Sustainable development:** The Scottish Government adheres to the Brundtland definition of sustainable development, i.e. "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

**Urban capacity study:** An assessment of the potential contribution to the housing land supply of all the possible sources of housing land beyond the immediate planning time horizon.

## ANNEX A: HOUSING LAND AUDITS

### INTRODUCTION

1. Planning authorities should carry out regular monitoring of housing completions and the progress of sites through the planning process in order to demonstrate the availability of land to provide an ongoing effective supply to meet the identified housing land requirements. This can be achieved through the preparation of an audit of housing land, carried out annually by the planning authority in conjunction with housing and infrastructure providers.
2. This annex sets out advice on good practice in the preparation of housing land audits. It replaces PAN 38: *Housing Land* (Revised 2003). Its purpose is to promote greater consistency and transparency in the content of audits and the way in which they are carried out. An annual audit will be particularly important in urban housing markets, especially where housing markets are buoyant and would benefit from a more responsive housing land delivery mechanism. In remoter rural areas, where the requirement is of a more limited scale, the method and frequency of the audit process should be adapted to local circumstances.
3. SPP 3 sets out the key stages in the process of identifying the housing requirements and the provision of an appropriate land supply to accommodate those requirements through the Housing Need and Demand Assessment (HNDA) guidance, Local Housing Strategies (LHS) and the development plan.

### Research

4. Scottish Ministers are committed to ensuring a sufficient supply of land for housing, and recognise the value of systematic collection of information to assess the extent to which planning authorities are identifying and delivering sufficient land for housing. In order to better understand the usefulness of housing land audits in providing this information and the quality of the data collected, The Scottish Government commissioned research into monitoring housing land supply through housing land audits. A research report entitled *The Effectiveness of Housing Land Audits in Monitoring Housing Land Supply in Scotland* is available on The Scottish Government website.<sup>1</sup>
5. The research has assisted in identifying scope for a more standardised approach to the audit process across local authorities in Scotland, and ways in which the value of the audit process can be maximised. Where appropriate the research findings have been incorporated into the draft revised SPP 3.

### HOUSING LAND AUDITS

6. Annual audits of the housing land are the established means for monitoring housing land. They have two key functions: to demonstrate the availability of sufficient effective land to meet the strategic housing land requirement for a

<sup>1</sup> <http://www.scotland.gov.uk/Publications/2008/01/10103315/0>.



minimum of 7 years ahead; and to provide a snapshot of the amount of land available for the construction of housing at any particular time. This information is vital to the preparation of the development plan strategy for housing and the audit process enables adjustments to the supply to be made in response to issues identified.

7. Housing land audits also provide a valuable source of information for a variety of purposes both for the local authority and a wide range of other organisations. The Scottish Government intend to use the collected information to monitor the amount of land being made available for housebuilding and to measure progress towards the goal of increasing housebuilding in Scotland to at least 35,000 houses per annum by the middle of the next decade. It is also intended to use data from annual audits to review the level of affordable housing being built countrywide. Homes for Scotland (HfS) have indicated their support for housing land audits and their willingness to contribute to them.
8. The data is likely to be useful to organisations such as Transport Scotland and Scottish Water, and other bodies whose resource requirements and investment decisions are influenced by housing development, i.e. medical and postal services. Local authorities are encouraged to consult widely with the industry and infrastructure providers in the collation of the annual audit to enhance the accuracy of the data and thus its usefulness. Organisations who are likely to find value in the audits should be willing to contribute to their preparation, which should help promote a shared understanding of the land supply among all interested parties.
9. It may be beneficial to have contributions from local housebuilders and landowners regarding their sites included in the audit, particularly in relation to whether or not the site is effective and the likely annual completions on that site. This may be of particular value where HfS members are not the primary builders in an area. Those involved should consider how such engagement can be achieved, for example, through direct contact or through adverts in the local press inviting input from relevant parties.
10. Audits provide a snapshot picture in time of the land supply. Involvement in the preparation of an audit should not be viewed by contributors as an alternative means of commenting on the housing land allocations in the development plan.
11. The usefulness of the housing land supply information in audits will be enhanced through audits across Scottish local authorities containing common information about the land supply in their areas, this could perhaps be assisted by the establishment of a working group to provide opportunity for discussion and sharing of ideas. Although desirable, it is not necessary for all local authorities to carry out audits at the same time each year; however, an annual picture of land supply across Scotland will be valuable. It is desirable that the audit is available within a reasonable period of time, preferably within 6 months of the collation of the data.

12. The way in which authorities work to produce audits may need to alter to reflect their participation in housing market partnerships and strategic development planning authorities, and that additional resources may be necessary to support the preparation of enhanced audits. The agreement of relevant organisations to participate and provide timeous responses to consultation, and adjustments to The Scottish Government requirements for statistical returns will contribute to minimising the additional burden on local authorities and this should be considered against the improved value of the collected information.

### **METHODOLOGY AND CONTENT**

13. A housing land audit should contain relevant information about the established and effective housing land supply, allowing for monitoring and comparison with the housing land requirement. The starting point each year will be the inclusion of:
  - all land with planning permission for residential development, including the remaining capacity of sites under construction;
  - land allocated for residential development (including the residential component of any mixed-use development) in adopted local development plans; and
  - other land with agreed residential potential, such as land identified for housing in proposed LDPs or assessed as appropriate for housing following an urban capacity study.
14. Audits should include the site address, area, capacity, the planning status of the site and annual completions. They may also include information relating to the greenfield or brownfield status of the land, whether it is a windfall site, and the type of housing being provided.
15. It is good practice to ensure that individual sites can be tracked readily from one audit to the next until such time as development is completed. If the audit is to provide an accurate picture of housing land supply, it will be necessary to ensure that the annual completions are recorded accurately and shown in the audit, including the residential component of mixed-use developments and the unplanned contribution to the housing supply made by windfall sites and conversions. Completions on regeneration sites should be shown net of any demolitions which have taken place. All sites completed in any given year should be listed in a separate schedule and a comprehensive table of historical annual completions should also be provided.

### **Effective land supply**

16. Not all of the sites in the audit will be effective, and it is important that the audit distinguishes effective, i.e. unconstrained sites, from those which are affected by constraints which cannot be overcome in time to contribute to the housing land requirement. The decisions and assumptions around effectiveness and



programming are crucial to the accuracy and usefulness of the data in the audit and therefore merit careful consideration.

17. The effectiveness of individual sites should be determined by planning authorities in the light of consistent interpretation of the following criteria and through discussions with housing providers. The aim is to achieve a realistic picture of the available effective land supply which can contribute to the housing requirement so that the level of additional housing and therefore land needed to meet the overall requirement can be established. To assess a site or a portion of a site as being effective, it must be demonstrated that within the 5-year period beyond the date of the audit the site can be developed for housing (i.e. residential units can be completed and available for occupation), and will be free of constraints on the following basis:

- **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; and
- **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.

18. Programming of sites is an important element of the audit. Programming is an indication of the expected annual completions on each site, taking account of the lead-in times, the capacity of the builder to develop the site, and the capacity of the local housing market. The housing land audit should show the expected completions on sites over the following 7 years. The contribution of any site to

the effective land supply is that portion of the expected output from the site which can be completed within the 5-year period. It will be important that the programming is also related to the expected timing of housing land allocations in the local development plan.

19. Programming is widely recognised as a less than scientific exercise. Nonetheless it is important that assumptions do not overestimate the likely completions, as the audited effective supply forms the basis for the calculation of the additional housing land requirement to be provided through the development plan. Overestimation of the potential of the effective supply will reduce the amount of additional land allocated and therefore reduce the flexibility available in the supply to address market fluctuations and other constraints to the delivery of housing. Realistic programming will demonstrate the continued availability of sites to maintain a 5-year supply and help to monitor the availability of sufficient sites to continue to meet the housing land requirement. It will also show whether the supply includes a sufficient range of sites to meet the varying requirements of different parts of the housing market. Housebuilders are discouraged from underestimating the yield from effective sites with the aim of seeking additional land allocations, and, equally, local authorities are encouraged to become familiar with the realities of the operation of the housing market in their areas and not to overestimate the likely level of completions.
20. Planning authorities should use the information from the audit process to ensure that at all times sufficient effective land is available to meet the housing land requirement for at least the following 5 years. Planning authorities, housing and infrastructure providers should work together to ensure that sites identified as effective are successfully developed within the expected timescale. Where constraints arise or funding commitments necessary to delivery of the site are delayed the status of the site should be reviewed as part of the next housing land audit.

#### **Non-effective or constrained sites**

21. Where sites which form part of the established housing land supply are identified as non-effective, the audit should identify the nature of the constraint and the necessary action and time required for resolution of the constraint to allow housebuilding. Planning authorities, housing and infrastructure providers should work together to ensure constraints inhibiting the development of sites are removed, particularly where the site is needed or expected to contribute to the housing land requirement during the life of the development plan. In a small minority of cases it may prove impossible to remove development constraints. Where this occurs, the site should be removed from the audit of housing land supply.

#### **Land with agreed potential**

22. Land with agreed potential includes any land which is not formally identified in an adopted local development plan or which does not have planning permission. It can include land identified for housing in proposed local development plans or

assessed as appropriate for housing following an urban capacity study. Careful consideration should be given as to whether to include such sites in the audit, although inclusion will not pre-empt subsequent consideration of the status of the site by the planning authority when finalising a development plan or determining a planning application. If a site ultimately is rejected by these processes, it should not be included in the next audit.

### **Small sites**

23. It is for planning authorities to consider how to take account of the expected contribution of small sites (i.e. sites capable of accommodating up to 4 dwellings) towards meeting the housing land supply through their development plans. Completions on small sites make a significant contribution to the land supply in some local authority areas and may be regarded as providing flexibility in addition to the supply on sites of 5 or more houses expected to meet the housing land requirement. For the purposes of auditing the contribution of these sites, there may be practical difficulties in listing each small site individually, and authorities may conclude that an aggregated figure should be included in the audit.

### **Windfall sites**

24. Windfall sites arise unexpectedly and are by definition not part of the planned housing supply. These are opportunities for new housing involving the reuse or redevelopment of previously developed sites, i.e. brownfield sites which were not included within the development plan and are not counted towards meeting the housing land requirement. They might be included as part of the established supply in the audit as a result of an urban capacity study where the site is considered to have potential for housing development. These sites should count towards meeting the housing land requirement only once planning permission has been granted for residential development and it is considered to be effective or is being developed. To allow planning authorities to monitor the contribution of windfall sites to the housing land supply in their area, these sites should be differentiated in the audit. SPP 3 sets out how planning authorities may consider the contribution of windfall sites to the overall housing land supply (paragraph 37).

### **Affordable housing**

25. The categories of affordable housing are set out in SPP 3 and PAN 74; housing land audits should reflect these definitions to distinguish between affordable housing sites and completions, and private market housing. The Scottish Government monitors the number of affordable housing units securing planning permission in each local authority and could use the audit to provide the data. The Strategic Housing Investment Programme (SHIP) return has a distinct function referring specifically to those affordable housing sites which the authority has prioritised for development over the next five years. While the SHIP and the audit may both refer to common sites, they contain different information, and not all sites will be in both the audit and the SHIP. These data sets are therefore not interchangeable.

**House types**

26. The collection of information on house types, in particular separating houses, flats and sheltered accommodation, may be useful in demonstrating how well the supply matches the identified housing needs which emerge from HNDA and the LHS. Local authorities may wish to consider collecting this information as part of the audit. It is likely that it will be easier to collect this data in relation to completions, since changes can occur to sites as development progresses.

**Availability of housing land audit information**

27. Most housing land audits are available in electronic format and can be accessed online. This provides the opportunity for easy reference and consultation, and reduces the costs associated with making the information available. This is particularly beneficial given the broad interest and value in the information they provide. All authorities are encouraged to progress towards making audits available online.

## ANNEX B: POLICY FRAMEWORK

This table follows the structure of SPP 3 and demonstrates the interrelationship between the SPP and relevant legislation, policy and guidance which must be considered as part of the preparation of housing policies and identification of land allocations led by the planning authority. All key participants in the development plan-making process have a role to play in ensuring high-quality outcomes. This list is not exhaustive and does not preclude reference to or use of other documents which may be relevant. This annex will be updated as necessary.

Section	Documents	Purpose
<b>IDENTIFICATION OF HOUSING REQUIREMENTS</b>		
Local housing strategies	<a href="#">Gypsy and Traveller Accommodation Needs Assessments</a> (Communities Scotland) <a href="#">Local housing strategies guidance</a> (Communities Scotland) <a href="#">National Standards for Community Engagement</a> (Communities Scotland)	Guidance on the preparation of local housing strategies.
Meeting the housing requirement in the Development Plan	<a href="#">National Planning Framework</a>  <a href="#">Planning etc. (Scotland Act 2006)</a> <a href="#">Draft Regulations on Development Planning Consultation Paper October 2007</a>	Framework to guide the spatial development of Scotland to 2025, emphasising the importance of place, high quality environments, sustainable transport and land use and efficient use of resources. NPF 2 will set the context for meeting the Government's housing aspirations.  New statutory basis for development planning introducing strategic development plans and local development plans. Draft regulations covering the development planning system including form, content and preparation of new development plans, and transitional arrangements.

	<p><a href="#">SPP 1: <i>The Planning System*</i></a>  <a href="#">PAN 37: <i>Structure Planning*</i></a>  <a href="#">PAN 49: <i>Local Planning*</i></a>          ( * these are to be revised during 2008 in line with the modernisation proposals)  <a href="#">PAN 81: <i>Community Engagement</i></a></p>	<p>Provides an overview of the land use planning system in Scotland. Guidance on Structure and Local Plans.</p> <p>Guidance on effective community engagement in planning including role of local authorities, developers and the community.</p>
<b>DELIVERY OF HOUSING</b>		
<b>The spatial dimension – guiding development to the right places</b>		
Sustainable settlement strategies	<p><i>Designing Places</i> <a href="http://www.scotland.gov.uk/library3/planning/dpps-00.asp">www.scotland.gov.uk/library3/planning/dpps-00.asp</a>  <a href="#">SPP 2: <i>Business and Industry</i></a>  <a href="#">SPP 4: <i>Planning for Minerals</i></a>  <a href="#">NPPG 5: <i>Archaeology and Planning</i></a>  <a href="#">SPP 6: <i>Renewable Energy</i></a>  <a href="#">SPP 7: <i>Planning and Flooding</i></a>  <a href="#">SPP 10: <i>Planning for Waste Management</i></a>  <a href="#">SPP 11: <i>Open Space and Physical Activity</i></a>  <a href="#">NPPG 13: <i>Coastal Planning</i></a>  <a href="#">NPPG 14: <i>Natural Heritage</i></a>  <a href="#">SPP 15: <i>Planning for Rural Development</i></a>  <a href="#">SPP 16 : <i>Opencast Coal</i></a>  <a href="#">SPP 17: <i>Transport and Planning</i></a>  <a href="#">NPPG 18: <i>Planning and the Historic Environment</i></a>  <a href="#">SPP 21: <i>Greenbelts</i></a></p> <p><a href="#">PAN 44: <i>Fitting New Housing Development into the Landscape</i></a>  <a href="#">PAN 45: <i>Renewable Energy Technologies</i></a>  <a href="#">PAN 51: <i>Planning, Environmental Protection and Regulation</i></a>  <a href="#">PAN 52: <i>Planning in Small Towns</i></a>  <a href="#">PAN 56: <i>Planning and Noise</i></a>  <a href="#">PAN 60: <i>Planning for Natural Heritage</i></a>  <a href="#">PAN 67: <i>Housing Quality</i></a>  <i>Design Snapshot</i> <a href="http://www.scotland.gov.uk/Resource/Doc/170947/0047877.pdf">www.scotland.gov.uk/Resource/Doc/170947/0047877.pdf</a></p>	<p>A sustainable settlement strategy will set the context for the choice of sites which can meet the identified housing requirements in an area. <i>Designing Places</i> sets the context for a range of guidance which aims to improve standards and design in new building. The consideration of sites for inclusion within development plans for housing should follow the principles in <i>Designing Places</i> and related guidance from the outset. Sites must be fit for purpose, ie capable of accommodating identified requirements for delivery within necessary timescales.</p> <p>The <b>context, identity</b> and <b>connection</b> of each site (see the <i>Design Snapshot</i> and PAN 68) should be considered as appropriate at an early stage both to advise choices between alternative options but also to ensure chosen sites are capable of delivering high quality housing developments which can be described as successful places. (<i>Designing Places</i> - housing developments should be distinctive, safe and</p>



	<p><a href="#">PAN 68: Design Statements</a>  <a href="#">PAN 72: Housing in the Countryside</a>  <a href="#">PAN 76: New Residential Streets</a>  <a href="#">PAN 77: Designing Safer Places</a>  <a href="#">PAN 78: Inclusive Design</a>  <a href="#">PAN 79: Water and Drainage</a></p>	<p>pleasant, easy to get to and move around, welcoming, adaptable and resource efficient.)</p> <p><b>Site selection considerations :</b> the suitability of land to accommodate housing and mixed use development requires broad consideration of a variety of relevant factors which influence the capacity of the landscape/townscape to accommodate new development and the economic, social and environmental parameters for the type of living environment which can be created there. It is also vital that account is taken of the status of land which should be protected from residential development in light of natural, built or cultural heritage interests; health and safety; or for resource management purposes; alternative land use designations; land otherwise not suitable for development ie due to proximity to incompatible existing or planned land uses. The available infrastructure capacity or means of connection is also relevant.</p> <p>Early strategic masterplanning of sites will assist in demonstrating how development might be accommodated.</p>
<b>Efficient use of land and buildings</b>		
	<p><a href="#">Historic Scotland Guide for Practitioners 6: Conversion of Traditional Buildings Parts 1 &amp; 2<sup>1</sup></a></p>	<p>Provides advice to practitioners, developers, building owners and local authorities on the application of the Building (Scotland) Regulations 2004 in relation to historic buildings.</p>

Brownfield Sites	<a href="#">PAN 33: Contaminated Land</a>	Guidance on remediation of previously developed sites which are affected by contamination.
Expanded and new settlements	<a href="#">PAN 44: Fitting new housing development into the landscape</a>	Should be considered in the context of sustainable settlement strategy see above.
Accessible locations	<a href="#">SPP 17: Transport and Planning</a> <a href="#">PAN 75: Planning for Transport</a>	The integration of land use and transportation, guiding the location of significant traffic generating uses in the most accessible locations including higher density development in the most accessible locations supports the achievement of sustainable forms of development.
<b>Housing policies in development plans</b>		
Creation of quality in housing	<p><i>Designing Places</i> <a href="http://www.scotland.gov.uk/library3/planning/dpps-00.asp">www.scotland.gov.uk/library3/planning/dpps-00.asp</a>  <a href="#">PAN 67: Housing Quality</a>  <a href="#">PAN 68: Design Statements</a></p> <p><a href="#">SPP 6 : Renewable Energy</a>  <a href="#">PAN 45 Annex : Planning for Micro Renewables</a>  <i>A low carbon building standards strategy for Scotland (Scottish Building Standards Agency, 2007)</i>  <i>Communities Scotland Sustainable Housing Design Guide 2007</i></p> <p><a href="#">SPP 8: Town Centres and Retailing</a></p> <p><a href="#">SPP 10: Planning for Waste Management</a></p>	<p>The detailed design process should continue the promotion of high quality housing developments in the right locations. The process is set out in PAN 68 which guides the consideration of the design principles which determine the layout and design of the development proposal. Matters to be considered include:</p> <p>Renewable energy standards, siting and orientation, resource efficiency, low and zero carbon developments, and decentralised energy supply systems.</p> <p>Relative to inclusion of retail provision in the creation of new mixed communities.</p> <p>Waste management/local recycling provision designed in</p>



	<p><a href="#"><u>PAN 63: Waste Management Planning</u></a></p> <p><a href="#"><u>PAN 51: Planning, Environmental Protection and Regulation</u></a></p> <p><a href="#"><u>PAN 56: Planning and Noise</u></a></p> <p><a href="#"><u>PAN 61: Planning and Sustainable Urban Drainage Systems</u></a></p> <p><a href="#"><u>PAN 72 : Housing in the Countryside</u></a></p> <p><a href="#"><u>PAN 77: Designing Safer Places</u></a></p> <p><a href="#"><u>PAN 78: Inclusive Design</u></a></p> <p><a href="#"><u>SPP 17: Transport and Planning</u></a>  <a href="#"><u>PAN 75: Planning for Transport</u></a>  <a href="#"><u>PAN 76: New Residential Streets</u></a></p> <p><a href="#"><u>SPP 20: Role of Architecture and Design Scotland</u></a></p>	<p>and construction waste managed.</p> <p>Clarifies the roles of the planning system in relation to the environmental protection regimes.</p> <p>Guidance on limiting noise created by new developments and protection of development from sources of excessive noise.</p> <p>Guidance on the design of SUDs schemes.</p> <p>Specific guidance on design matters in relation to housing in the countryside.</p> <p>Ensuring development is located and designed in a way which builds in safety and security and deters antisocial and criminal behaviour.</p> <p>Relates to the design of environments capable of being accessed and used by everyone.</p> <p>The relationship of quality in housing to provision for traffic movement, transport connection, the design of streets and parking provision.</p> <p>Draws together The Scottish Government's published design quality commitments and sets out the role of Architecture and Design Scotland including the design review service.</p>
Open space provision	<p><a href="#"><u>SPP 11: Open Space and Physical Activity</u></a></p> <p><a href="#"><u>PAN 65: Open Space</u></a></p>	<p>Policy and guidance on the provision and maintenance of appropriate open space in relation to housing developments.</p>

Affordable housing	<a href="#"><u>PAN 74: Affordable Housing</u></a>	Guidance on the role of planning in the provision of affordable housing as part of the development of mixed sustainable communities.
Housing in rural areas	<a href="#"><u>SPP 15: Planning for Rural Development</u></a> <a href="#"><u>PAN 72: Housing in the Countryside</u></a> <a href="#"><u>PAN 73: Rural Diversification</u></a>  <a href="#"><u>Historic Scotland Guide for Practitioners 6: Conversion of Traditional Buildings Parts 1 &amp; 2<sup>1</sup></u></a>	<p>Specific considerations relevant to housing provision in rural areas, and the role of housing in relation to the diversification of rural business.</p> <p>Provides advice to practitioners, developers, building owners and local authorities on the application of the Building (Scotland) Regulations 2004 in relation to historic buildings.</p>
Developer Contributions	<a href="#"><u>SODD Circular 12/1996: Planning Agreements</u></a>	Sets out policy with respect to the use of agreements to restrict or regulate the development or use of land, provides guidance on the circumstances in which such agreements should be used and how they can be efficiently concluded.
Development Plan Action Programmes	<a href="#"><u>Planning etc. (Scotland Act 2006) Draft Regulations on Development Planning Consultation Paper October 2007</u></a>	New statutory basis for development planning, introducing strategic development plans and local development plans. Draft regulations covering the development planning system including the role of Action Programmes.
Development Management	<a href="#"><u>Planning etc. (Scotland Act 2006) Consultation on Development Management</u></a>	New development management process. Consultation covers processes around planning applications being fit for purpose and responsive to different types of development proposal; improving efficiency in determining planning applications; and improving public involvement in the



	<a href="#"><i>PAN 40: Development Control</i></a> (to be revised during 2008 in line with the modernisation proposals)	consideration of proposals requiring planning permission.  Best practice advice in relation to development control processes.
Planning Agreements	<a href="#"><i>SODD Circular 12/1996: Planning Agreements</i></a>	Sets out policy with respect to the use of agreements to restrict or regulate the development or use of land, provides guidance on the circumstances in which such agreements should be used and how they can be efficiently concluded.

<sup>1</sup> Document not available electronically. A hard copy can be bought for £6.00 at [www.historic-scotland.gov.uk/shop](http://www.historic-scotland.gov.uk/shop).

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