Introduction

What is Supplementary Guidance?

Supplementary Guidance (SG) is intended to provide helpful guidance, consistent with the provisions of the Local Development Plan (LDP). Scottish Government Circular 6/2013 “Development Planning” states that guidance adopted in connection with the LDP will form part of the development plan. As such, its content will carry the same weight as the LDP in determining planning applications.

What is the Purpose of this SG on new housing?

Housing is a major use of land. Finding enough land to build enough houses to meet demand is an important part of the local development plan. To protect undeveloped countryside, and to meet national guidance, housing development should, wherever possible, be directed to existing gap sites, or to redevelopment or brownfield sites within settlements. Encouraging brownfield housing development on suitable sites will help improve and bring life to areas which may have fallen into disuse or disrepair.

We will regularly review the housing land requirements through undertaking an annual housing land audit. If there is not enough land available, we may have to find suitable greenfield sites which meet the terms of national planning policy guidance.

The purpose of this SG is to set out the criteria which future applications for planning permission will be determined in the event of there being a shortfall in the 5-year effective housing land supply. This SG is directly related to South Ayrshire LDP Policy “Maintaining and Protecting Land for Housing”, which is attached to this SG as Appendix 1.

In relation to the provision and maintenance of an effective supply of housing land, the South Ayrshire LDP: -

- Guides housing development to allocated housing sites, which provide a range of small - medium scale housing sites located in a number of settlements in the Core Investment Area that are satellite to Ayr, Prestwick and Troon.

- Encourages housing development at appropriate sites within settlements - particularly brownfield sites - in preference to greenfield sites.

- Seeks to minimise the infrastructure impact of housing development, through geographically spreading housing allocations around settlements in the north of South Ayrshire, and encouraging development within settlements and brownfield land.

- Selects the most environmentally suitable sites for housing.

- Provides a generous supply of housing land by allocating land to provide an additional 20% of the total land supply, to provide flexibility for any allocations that unexpectedly fail to deliver housing within the LDP period.

- Commits to reviewing the LDP early if it is identified that there is an insufficient housing land supply.

Overall, the LDP seeks to allocate additional housing land to complement the range of sites already in the housing land supply.

Specifically, LDP Policy: Maintaining and Protecting Land for Housing sets out how the LDP provided a supply of land for housing that meets the spatial strategy and identified housing needs as well as providing guidance on how we will determine the acceptability of applications for housing on allocated housing land, including the impact of development on infrastructure. The policy also establishes the mechanism for permitting housing development on land not allocated for housing in the LDP, where there is a shortfall in the effective housing land supply. This supplementary guidance assists by providing an additional level of detailed guidance on the application of the policy.
Supplementary Guidance: Maintaining an Effective Housing Land Supply

The LDP aligns with Scottish Planning Policy (2014), which seeks to:

- identify a generous supply of land for each housing market area within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a 5-year supply of effective housing land at all times;

- enable provision of a range of attractive, well-designed, energy efficient, good quality housing, contributing to the creation of successful and sustainable places; and

- have a sharp focus on the delivery of allocated sites embedded in action programmes, informed by strong engagement with stakeholders.
Supplementary Guidance: Maintaining an Effective Housing Land Supply

South Ayrshire Housing Market Areas

Ayr HMA
(Ayr Urban sub-area)

Girvan and South Carrick HMA

This product includes mapping data licensed from Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office. © Crown copyright and/or database right 2016. All rights reserved. Licence number: 00000165.
Supplementary Guidance: Maintaining an Effective Housing Land Supply

Policy

Policy: Maintaining an Effective Housing Land Supply

Proposals for housing development on sites not allocated in the development plan, or that cannot be justified against other development plan policies (i.e. rural housing proposals or enabling development), will be determined in accordance with the process outlined below. Any such application for housing on unallocated land that does not meet Stage 1, as below, will be contrary to the development plan and will not be supported.

In determining the most suitable sites for residential development, the Council will give priority to redevelopment opportunity sites and sites identified within the Council’s urban capacity study, where the terms and policies of this supplementary guidance and the local development plan are met.

STAGE 1: Establish shortfall in the 5-year effective housing land supply

- Agreed deficit in annual housing land audit, indicating there is not sufficient allocated land to maintain a 5-year supply of effective housing land
- Quantify deficit (i.e. number of units; can the location[s] of any deficit be identified?)

STAGE 2: Principle of edge of settlement/ greenfield sites (not greenbelt) acceptable if -

- South Ayrshire Council agrees Stage 1
- the proposal is limited to 49 units to ensure it aligns with the LDP housing distribution strategy; that it is less likely to trigger a requirement for significant infrastructure interventions to be deliverable; and to ensure the development is a 'local development' - thereby reducing processing time scales
- the applicant proves effectiveness of the site being promoted and that delivery will commence within 3 years (there will be a preference for sites being promoted by, or in conjunction with, an established house builder)
- the site will contribute to reducing the deficit in the land supply at point of determination of a planning application
- the site will not jeopardise the LDP spatial strategy by utilising infrastructure capacity planned to deliver LDP priorities (including allocated housing sites)
- the site can meet infrastructure requirements (as per LDP Policy: delivering infrastructure) without undermining the viability of the development proposal
- the development of the site would be otherwise compliant with LDP.

NOTE: Where several competing applications propose a number of units that will exceed the shortfall identified in Stage 1, those applications will be assessed on a first-come, first-serve basis and based on site effectiveness (particularly contribution to meeting qualitative deficiencies in the land supply) and environmental and infrastructure impact.

1 The most recent housing land audit will inform the Council’s decision as to whether there is a shortfall in the 5-year effective housing land supply. Applicants are discouraged from submitting planning applications under the terms of this Supplementary Guidance without discussing the proposal with the Council to establish whether the Council considers there to be a non-effective housing land supply. A five year effective supply will be defined as the housing target established in the adopted LDP (6108) divided by 12 for each of the years covered by the LDP allocation (2011-2023) to identify an annual housing target. The annual housing target should then be multiplied by 5 for each of the years within the 5 year effective supply.

2 Effectiveness of housing land is defined in the Scottish Government’s Planning Advice Note [PAN] 2/2010 “Affordable Housing and Housing Land Audits”, paragraph 55, which explains the circumstances when land housing land can be considered effective. In terms of marketability of land, which PAN 2/2010 explains relates to whether the site (or part thereof) can be developed within 5 years, marketability will not be the sole determining factor in whether a site is effective, but we will take account of wider market conditions (for example, past housing completions) in determining the effectiveness of sites.
Supplementary Guidance: Maintaining an Effective Housing Land Supply

The 5 year effective housing land supply will be calculated, as follows:

\[
\text{5-year effective land supply (years)} = \frac{5\text{-year effective housing land supply (units)}}{5\text{-year housing supply target (units)}} \times 5
\]

STAGE 3: Planning permission subject to -

- Temporary permission for 1 - 3 years (which may not be renewed, if not commenced) to ensure delivery of housing land that is immediately able to meet an identified deficit in the housing land supply and that sites permitted through this mechanism are not land banked.
**Supplementary Guidance: Maintaining an Effective Housing Land Supply**

**Policy: Additions to Small Settlements**

In recognition that there may be opportunities to add a small number of houses to small settlements in a way that consolidates the form of the settlement at the edge of the settlement, the Council will also allow small-scale housing developments outwith the settlement boundary identified in the Local Development Plan.

This can allow a more flexible approach to providing additional housing to meet local needs adjacent to existing settlements, particularly in remote, rural areas. As such the addition of a limited number of houses can be acceptable, even where the site (or part thereof) is not within the settlement boundary shown in the LDP, so long as:

- a) the proposal is sympathetic to the character and landscape setting of the existing settlement.
- b) the proposal respects the sense of place and existing settlement pattern.
- c) the proposal has a clear relationship with the existing settlement by being physically connected with the settlement.
- d) the proposed design solution is in keeping with the character and built form of the existing area.
- e) the proposal does not extend/create a ribbon of development.
- f) the proposal is mindful of natural boundaries in defining the extent of the site.

The above criteria will be applicable to all small settlements within South Ayrshire (except Ayr, Prestwick, Troon, Maybole, Girvan, Coylton and Dundonald), which have no undeveloped allocated Local Development Plan housing site. Any applicable settlement that has a partially developed site will also comply with the terms of this policy if:

1. 75% of the units have been completed within the allocated site, and there are no other undeveloped allocated housing sites; or

2. where the site is for a specific tenure of affordable housing, for which there is a demonstrable need within the locality, and that it cannot be fully met within the allocated housing site (i.e. if the affordable housing portion of a housing allocation has been developed, and a demonstrable need for further affordable housing exists).
Supplementary Guidance: Maintaining an Effective Housing Land Supply

Glossary

**Brownfield site** - A site, normally within an urban area, which has previously been developed or used for some purpose which has ended.

**Core Investment Area** - an area within the northern part of South Ayrshire which is well served by a good transport network, and access to amenities and employment opportunities. Refer to LDP Policy: Spatial Strategy.

**Development opportunity sites** - sites identified within the Redevelopment Opportunities Supplementary Guidance. These sites are normally brownfield and suitable for a wide range of uses. In general, the redevelopment of these sites will assist in improving the environmental quality of the surrounding area.

**Effective housing land supply** - land which is free, or expected to be free, of development constraints in the period of the plan and will therefore be available for housing.

**Gap site** - An undeveloped site, normally within a built-up area.

**Greenfield site** - a site which has never previously been developed or used for an urban use and which is often located outwith a built-up area or town.

**Housing needs and demand assessment [HNDA]** - the HNDA indicates the amount of market and affordable housing needed, where the need is located, who needs it and in what timescales. The HNDA is the primary source of information on housing needs within the LDP area, and is used to inform the housing land allocated in the LDP.

**Land banking** - where landowners withhold land that would otherwise be suitable (or allocated in a development plan) for housing development in order to sell or develop the land at a later date for a higher value and profit.

**Local development** - All development other than national or major development. It may cover minor developments which have permitted development rights and do not need a formal planning application.

**Local Development Plan [LDP]** - sets out the strategic spatial priorities and policies for land use in South Ayrshire (see 'spatial strategy') and will secure land allocations for specific uses (for example, housing and industry) to provide increased certainty for development.

**LDP spatial strategy** - sets out what the local development plan wants to achieve and provides guidance for where new development should and should not be located.

**Ribbon development** - Progression of development in a linear form, usually along a road.

**Urban capacity study** - An audit and assessment of available land within towns and urban areas that could be suitable for housing development.
Supplementary Guidance: Maintaining an Effective Housing Land Supply

Appendix 1 - LDP Policy

We will ensure the maintenance of an effective five-year supply of land for housing to meet demand. Where the supply is not maintained we will seek an early review of the local development plan, and will assess any housing proposals on unallocated sites against relevant development plan policies and the criteria to be set out in supplementary guidance which we will prepare on the subject. We will encourage housing development on appropriate brownfield sites, rather than greenfield sites.

To meet current housing need and demand, residential development on sites identified in the local development plan settlement maps will be acceptable. Development on any allocated housing site must meet the supplementary guidance on local development plan housing release sites. You can find information on the indicative capacity of new housing sites, identified in this Plan [the LDP], in Appendix D.

Proposals for development other than housing on land identified in the housing land supply or identified for housing development in the settlement maps will have to show they will have environmental, economic or social benefits or encourage regeneration. The proposal must also have an acceptable effect on the amenity of surrounding uses, especially residential uses, in line with LDP policy: residential policy within settlements, release sites and windfall sites.

[LDP] Appendix D sets out the indicative number of houses to be built on each of the proposed housing release sites, and guidance on what could limit the release of any particular site. If a development proposes more houses than are planned for the site, the developer will have to show the proposal can provide any further infrastructure needed and will have to show there is no negative effect on the environment and complies with other local development plan policies.

Future housing growth, and the scale of growth, will be subject to future priorities, our vision and spatial strategy, and changing housing need and demand. In the period 2023 to 2033 around 6,000 new homes may be required. Housing is likely to be focussed on the completion of the strategic expansion site in South East Ayr and distributed in and around the settlements of Ayr, Prestwick and Girvan, with limited expansion in other settlements.