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The attached appendices relate to the report to East Lothian Council of 23 August 2016, entitled SESplan Proposed Strategic Development Plan 2.

Authorised By	Douglas Produfoot
Designation	Head of Development
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Housing Background Paper



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Executive Summary

Executive Summary

1 The Strategic Development Plan (SDP) sets out the number of additional homes to be delivered over the period 2018 to 2030 for the SESplan Single Housing Market Area and for each of the SESplan Member Authorities. These Housing Supply Targets must be reasonable and deliverable. The Housing Supply Targets agreed by SESplan Member Authorities (Table 1) are robust, supported by evidence and have been set using a methodology designed to be compliant with Scottish Planning Policy and related guidance.

Table 1 SESplan Housing Supply Targets 2018-2030

	Affordable		Market		Combined	
	Annual Average	Period Total	Annual Average	Period Total	Annual Average	Period Total
City of Edinburgh	1,200	14,400	1,220	14,640	2,420	29,040
East Lothian	189	2,268	330	3,960	519	6,228
Fife	262	3,144	605	7,260	867	10,404
Midlothian	165	1,980	369	4,428	534	6,408
Scottish Borders	128	1,536	220	2,640	348	4,176
West Lothian	300	3,600	333	3,996	633	7,596
SESPLAN	2,244	26,928	3,077	36,924	5,321	63,852

2 The SESplan Housing Supply Targets have been informed by a Housing Need and Demand Assessment (HNDA), certified as credible and robust by the Centre of Housing Market Analysis in 2014. The HNDA identified three alternative futures based on different economic and demographic assumptions. The output of each alternative future was numerical estimates of housing need and demand. Following analysis SESplan has concluded that the most likely outcome will fall somewhere between the Steady Recovery and Wealth Distribution alternative futures. Steady Recovery is based on a lower economic growth future with lower migration. Wealth Distribution is based on a higher level of economic growth than Steady Recovery, with a medium level of migration. It also is based on reducing income inequalities and wider distribution of wealth in the City Region. Of these two alternative futures, reflecting a more ambitious approach to growth, the Wealth Distribution alternative future estimates have been used to inform the Housing Supply Targets.

3 The HNDA numerical estimates have been used alongside other relevant factors to identify the Housing Supply Targets. These include the need to align with the agreed SESplan Spatial Strategy (i.e. More provision within Edinburgh), availability of resources to deliver required supporting infrastructure and the rate of past and recent completions.

4 The distribution of Housing Supply Targets reflects the SDP Spatial Strategy. City of Edinburgh will be providing a higher proportion of the housing supply target than the proportion of the housing requirement set out in SDP1 and the Housing Land Supplementary Guidance. This will result in proportional levels housing being located closer to where future jobs are. Additional commuting will

Executive Summary

be minimised and there expected benefits in terms of minimising carbon and nitrogen oxide emissions. Air quality impacts on already congested traffic corridors will be minimised. Limited dispersal of housing from Edinburgh will be met in existing housing allocations on growth corridors.

5 The majority of need and demand for housing is for households who cannot afford buy or rent at market prices - owner occupation or private rent tenures. They require affordable tenures of housing where rent or purchase prices are lower than market levels. Affordable Housing Supply Targets have not been set at a level that would meet the full estimate of need for affordable homes estimated by the HNDA. Delivery of affordable housing is severely limited by funding, despite planned increases from Scottish Government. Affordable Housing Supply Targets reflect this significant need for affordable housing, but are set at a level that is realistic and deliverable. Market Housing Supply Targets exceed the demand identified by the Wealth Distribution HNDA estimate. This is because market housing can help meet some but not all of the shortfall in the need for affordable housing through more affordable types of market housing, help to buy and an expanded role for new build private rented sector housing. The Housing Supply Targets overall are therefore ambitious but are considered deliverable over the 12 year period from 2018 to 2030. Even so, achieving them will require a step change in the rate of housebuilding for both market and affordable housing.

6 The SDP also sets out the level of housing land required to enable the Housing Supply Targets to be met. This is known as the Housing Land Requirement (Table 2). It is calculated by adding a 10-20% generosity allowance to the Housing Supply Targets. A 10% margin has been used to calculate the Housing Land Requirements for SESplan. This is justified because the Housing Supply Targets are set at ambitious but justified levels in excess of demand indicated by the HNDA. Greater levels of housing land supply than the Housing Land Requirements will not increase the likelihood of level of housing delivery required by the Housing Supply Targets. The viability of housing sites could be undermined by an over-supply of land by reducing the level of returns to developers and landowners. This also creates uncertainty for communities and infrastructure providers where large supplies of land are identified for housing but do not come forward due to an excess of housing sites compared to the level of demand.

Table 2 Housing Land Requirements 2018-30 (Housing Supply Targets +10%)

Area	Combined Housing Supply Targets		Housing Land Requirements	
	Annual Average	Period Total	Annual Average	Period Total
City of Edinburgh	2,420	29,040	2,662	31,944
East Lothian	519	6,228	571	6,851
Fife	867	10,404	954	11,444
Midlothian	534	6,408	587	7,049
Scottish Borders	348	4,176	383	4,594
West Lothian	633	7,596	696	8,356
SESplan	5,321	63,852	5,853	70,237

Executive Summary

7 For the 2018-2030 period it is estimated that additional housing land supply will be required in City of Edinburgh to meet the Housing Land Requirement. This is estimated to be up to land for 8,000 additional dwellings over current supplies. Of this, land for approximately 5,000 dwellings is expected to come forward through windfall housing sites. Additional housing land above supplies in emerging LDPs is not expected to be needed in East Lothian, Fife, Midlothian, Scottish Borders and West Lothian. Estimated supplies of housing land in those SESplan member authorities for the 2018-2030 period indicate that there will be varying levels of housing land surpluses to meet the Housing Land Requirements.

8 Indications of the scale of housing required have identified for 2030-2038 (Table 3) based on the HNSA Wealth Distribution estimates. These figures do not take into account wider factors that may influence delivery, given the difficulty of making robust assumptions for the 2030's at this time. Instead the distribution of Housing Supply Targets between the SESplan member authorities for the 2018-2030 period has been used as a proxy. These indicative scale of housing required is higher than the Housing Supply Targets for the 2018-30 period because the affordable housing levels have not been reduced because of levels of funding available to deliver them. They will require a further step-change in the rate of delivery of affordable housing if there is not to be a shortfall in affordable housing delivery.

Table 3 Indicative Scale of Housing Required 2030-2038

Plan Area	2030-38 Distribution	Annual Average	Period Total
City of Edinburgh	45.5%	2,491	19,928
East Lothian	9.8%	534	4,274
Fife	16.3%	892	7,139
Midlothian	10%	550	4,397
Scottish Borders	6.5%	358	2,866
West Lothian	11.9%	652	5,212
SESplan	100%	5,477	43,816

1 Introduction

1 Introduction

Purpose

1.1 This paper sets out the background, process and justification for the Housing Supply Targets and Housing Land Requirement set out in the SESplan Strategic Development Plan (SDP). These Housing Supply Targets and Housing Land Requirements will be used in subsequent Local Development Plans (LDPs) and Local Housing Strategies.

1.2 The SDP is intended to be a concise, map based document. It does not therefore set out the justification and background behind the Housing Supply Targets and Housing Land Requirements in detail. This paper therefore sets out the detailed process for identifying the Housing Supply Targets and provides the justification and evidence that underpins them and the Housing Land Requirements in the plan.

1.3 For the purposes of this note the the following definitions of Housing Supply Targets and Housing Land Requirements are used. They are taken from Scottish Planning Policy (see 2 'Policy Context' for more detail).

Definitions

Housing Supply Target⁽¹⁾: a policy view of the number of homes the authority has agreed will be delivered in each housing market area over the periods of the development plan and local housing strategy, taking into account wider economic, social and environmental factors, issues of capacity, resource and deliverability, and other important requirements such as the aims of National Parks. The target should be reasonable, should properly reflect the HNDA estimate of housing demand in the market sector, and should be supported by compelling evidence.

Housing Land Requirement⁽²⁾: Within the overall housing supply target, plans should indicate the number of new homes to be built over the plan period. This figure should be increased by a margin of 10 to 20% to establish the housing land requirement, in order to ensure that a generous supply of land for housing is provided.

1.4 The rest of this report is structured as follows:

- Chapter 2 sets out the key policies and guidance that Housing Supply Targets and Housing Land Requirement, and the process for identifying them that they must comply with. Extracts of all related policies and guidance are set out in Appendix A.
- Chapter 3 sets out the background context for setting the Housing Supply Targets. This includes the 2015 HNDA and the work undertaken up to the 2015 SESplan Main Issues Report.
- Chapter 4 sets out the agreed methodology for identifying Housing Supply Targets. Each individual step taken is then set out in chapters 5, 6, 7 and 8. Chapter 9 then sets out the combined Housing Supply Targets.

1 SPP Paragraph 115

2 SPP Paragraph 116

Introduction 1

- Chapter 10 sets out the Housing Land Requirements and the justification for choosing a 10% generosity margin.
- Chapter 11 sets out a comparison of the estimated housing land supplies and the Housing Land Requirements. This indicates what the level of housing allocations will need to be in LDPs after the adoption of this SDP.

2 Policy Context

2 Policy Context

Policy Context

Scottish Planning Policy (SPP) and the Housing Need and Demand Assessment (HNDA) Manager's Guide are the most relevant documents setting out guidance and requirements for identifying Housing Supply Targets and Housing Land Requirements. The critical sections of these documents are set out here with key messages for SESplan identified. All relevant sections of all relevant guidance in set out in Appendix A.

SPP

2.1 SPP sets out the requirements for SDPs on housing matters.

113. Plans should be informed by a robust housing need and demand assessment, prepared in line with the Scottish Government's HNDA Guidance.

115 Plans should address the supply of land for all housing. They should set out the housing supply target (separated into affordable and market sector) for each functional housing market area, based on evidence from the HNDA.

115 The housing supply target is a policy view of the number of homes the authority has agreed will be delivered in each housing market area over the periods of the development plan and local housing strategy, taking into account wider economic, social and environmental factors, issues of capacity, resource and deliverability, and other important requirements such as the aims of National Parks.

115 The target should be reasonable, should properly reflect the HNDA estimate of housing demand in the market sector, and should be supported by compelling evidence.

116 Within the overall housing supply target, plans should indicate the number of new homes to be built over the plan period. This figure should be increased by a margin of 10 to 20% to establish the housing land requirement.

118 Strategic development plans should set out the housing supply target and the housing land requirement for the plan area, each local authority area, and each functional housing market area. They should also state the amount and broad locations of land which should be allocated in local development plans to meet the housing land requirement up to year 12 from the expected year of plan approval, making sure that the requirement for each housing market area is met in full. Beyond year 12 and up to year 20, the strategic development plan should provide an indication of the possible scale and location of housing land, including by local development plan area.

Housing Need and Demand Assessment Manager's Guide

2.2 This provides advice on preparation and use of HNDAs, including their role in informing Housing Supply Targets. The key related sections are set out below (emphasis added).

9.1 While it is expected that there is a clear alignment between the HNDA and the Housing Supply Target the two are not the same and are therefore are not expected to match.

Policy Context 2

9.2 The Housing Supply Target will take the HNDA as its starting point, but will consider policy and practical considerations to reach a view on the level of housing that can actually be delivered over a defined period.

9.3 The HNDA gives a statistical estimate of how much additional housing is required, whereas the Housing Supply Target gives an estimate of how much additional housing can be actually be delivered by authorities.

13.1 The Housing Supply Target feeds into both LHSs and Development Plans. It sets out the estimated level of additional housing that can actually be deliverable, on the ground, over the period of the plan. The Housing Supply Target represents a policy interpretation of the HNDA and therefore should be considered separately to the HNDA.

13.4 In setting and agreeing the Housing Supply Target, authorities should give full consideration to those factors which may have a material impact on the pace and scale of housing delivery such as:

- economic factors which may impact on demand and supply
- capacity within the construction sector
- the potential inter-dependency between delivery of market and affordable housing at the local level
- availability of resources
- likely pace and scale of delivery based on completion rates
- recent development levels
- planned demolitions
- planned new and replacement housing or housing brought back into effective use.

13.5 Consideration of these factors could result in a Housing Supply Target figure which may be lower or higher than the housing estimate in the HNDA.

What this Means for the SESplan Housing Supply Targets:

- They should be based on the SESplan HNDA but informed by other relevant factors. Therefore the Housing Supply Targets are not expected to match the estimates from the HNDA.
- Separate Market and Affordable Housing Supply Targets are required. The market HNDA estimates should be fully reflected in the Market Housing Supply Targets.
- They are required to be realistically deliverable over a plan period and should not be unachievable targets solely based on HNDA estimates.
- SDP2 should set Housing Supply Targets for the single SESplan Housing Market Area (Chapter 3) and the six SESplan Member Authorities.

3 Background Context

3 Background Context

3.1 This chapter sets out the context to preparing the Housing Supply Targets and Housing Land Requirements up to the approval of the SESplan Main Issues Report for publication in May 2015.

SDP1 & Housing Land Supplementary Guidance

3.2 SDP1 was approved in June 2013 subject to Ministerial modifications which required the production of Housing Land Supplementary Guidance (SG). Adopted in October 2014, this set out how the housing requirements⁰ for 2009-2019 and 2019-2024 periods should be met across the six SESplan LDP areas. The terminology around housing requirements, housing land requirements and housing supply targets changed in the revised 2014 SPP.

3.3 The Housing Land SG housing requirements for the six SESplan member authorities were required to add up to the 2011 HNDA estimate of 107,545 homes over the 2009-2024 period⁰. Using an analysis of environmental and infrastructure opportunities, capacities and constraints, the housing requirements were agreed for each member authority. Since then SESplan Member authorities have been preparing LDPs, providing generous levels of housing land to meet the housing requirements of the SDP and Housing Land SG.

Housing Need and Demand Assessment

3.4 A HNDA sets out information to support land use planning. Using a modelling tool with demographic and economic inputs, it provides estimates of the total additional future housing need and demand over a 20 year period. This is split by households who can afford owner occupation; private rent; below market rent and social rent. These estimates are then used to inform the Housing Supply Targets.

3.5 The following section briefly summarises the 2015 HNDA process. It focuses on the estimates generated by the HNDA and how they were used in the Main Issues Report. The full HNDA documentation is available on a 2015 [HNDA page](#) on the [SESplan Website](#), including a [Quick Guide](#), [Executive Summary](#) and [Final Report](#).

HNDA2 Process

3.6 Preparation of HNDA began in 2013. It was directed by Core Housing Market Partnership, a group made up of planning and housing officers in each of the six authorities. This is in accordance with the HNDA guidance.

3.7 The draft HNDA2 Report was produced in summer 2014 and made available for public consultation for eight weeks. Full details of the consultation are available in the [13 October 2014 SESplan Joint Committee Report](#). Based on consultation feedback, the HNDA report and estimates were updated to take account of the 2012 based population projections. The HNDA was submitted to the Centre for Housing Market Analysis in early 2015. On March 27 2015, they found the HNDA robust and credible. Therefore the findings of the HNDA should not be considered further at the SDP, or any subsequent LDP examinations.

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SESplan Functional Housing Market Area

3.8 HNDA's are required to assess housing need and demand within Housing Market Areas. Housing Supply Targets are required to be set at SDP level, functional Housing Market Area and member authority level. Therefore the HNDA report identifies the functional Housing Market Areas within the SESplan Area.

3.9 Edinburgh lies at the centre of the SESplan region. Housing sales data shows that Edinburgh has a housing market that extends beyond its local authority boundaries. The [SESplan Housing Market Area Assessment](#) concluded that all SESplan member authority areas should be taken as being within City of Edinburgh's wider functional Housing Market Area, albeit that the strength of this relationship varies between the surrounding sub-market areas, tending to weaken as distance from the city increases. This builds on conclusions from HNDA1 (2011) which identified that SESplan was one functional Housing Market Area, with sub Housing Market Areas operating within it. Whilst there are 15 sub-Housing Market Areas, there is only one functional SESplan Housing Market Area. Housing Supply Targets are not required to be set at sub-housing market area level. Therefore the SDP has only set Housing Supply Targets for the SESplan Housing Market Area and each of the SESplan member authorities.

3.10 For more detail see the [SESplan HMAA](#) and Section 3 of the [HNDA Report](#).

Using 2012 Base Projections

3.11 The Final 2015 HNDA report contains estimates based on both the 2010 and 2012 based National Records of Scotland household projections. Household projections are produced by National Records of Scotland every two years. As these are the first set of household projections following the 2011 Census, significant changes have been made to the method used to produce these projections. The 2012 based household projections incorporate data from the 2011 Census as well as 1991 and 2001 Censuses combined with the most recent population projections and household survey data. Given this, 2012 based household projections are considered to be more robust than 2010 based projections and reflect changes in household formation rates more accurately. Therefore, only the 2012-based HNDA scenarios have been considered for use in the Housing Supply Target process.

3.12 The 2012 based household projection figures project a slower rate of growth than estimated in previous projections and they suggest that the economic downturn and affordability issues have impacted upon the ability of people to form new households.

Summary of HNDA2 Alternative Futures

3.13 The HNDA2 Report has four different output estimates of additional housing required based on the 2012 household projections. These are referred to as the four alternative futures and are named as 'Default', 'Steady Recovery', 'Wealth Distribution' and 'Strong Economic Growth'.

3.14 The alternative futures are based on different economic and demographic assumptions. Each of these different alternative futures was used in the HNDA tool to produce the different estimates. The default scenario is not a true alternative future, rather it tests the HNDA tool with all assumptions in their default setting as selected by CHMA and does not take account of variables specific to the SESplan area. Therefore it has not been used to inform the Housing Supply Targets. The remaining three alternative futures are described as follows on page 143 of the HNDA Report:

3 Background Context

Steady Recovery - describes a steady upturn in the economy, characterised by positive economic activity in some areas and some reduction in housing development constraints, limited increases in GVA, productivity and employment growth, with public spending cuts and welfare reform continuing to impact. Migration to the SESplan City Region area is lower than compared with other scenarios due to the lower level of economic growth than experienced previously.

Wealth Distribution⁽³⁾ - portrays a wide distribution of wealth within the region, creating more high and low skilled jobs and increasing economic activity throughout the working age population. Whilst helping to reduce economic inequalities, bringing more people back into work in lower skilled employment lowers GVA and workforce productivity.

Strong Economic Growth - characterised by major increases in economic wealth, productivity and high levels of employment. The SESplan area becomes one of the fastest growing regions of the UK in population terms, drawing in workers from other parts of the country.

3.15 Assumptions are made about the impact of these different scenarios on a range of economic/ demographic variables, so that each scenario is associated with a different set of values or HNDA 'inputs' The different variables were:

- Household projections migration level - set at low default or high levels of migration
- Existing need clearance period - number of years for the existing unmet housing need and demand at 2012 to be added to newly arising need and demand
- Average median household income growth - percentage growth in incomes by SESplan member authority to 2040
- Change in income distribution - proportional distribution of incomes and whether incomes become closer or income inequality increases
- Projected house price increases
- Below market rent growth - change in rental levels

3.16 The different level the variables were set at were informed by an Oxford Economics Study⁽⁴⁾ and decisions by the Core Housing Market Partnership. More details are on the alternative futures and their assumptions are available in Chapter 5 'Evaluating Alternative Futures' and section 9 of the HNDA Report.

3.17 The outputs of each of the alternative futures are estimates for housing need and demand each of the four tenure categories (social rent, below market rent, private rented sector and owner occupied). Estimates are provided for each year from 2012 to 2038. These estimates are summarised in Table 3.1 'SESplan Housing Need & Demand Estimates 2012-2038' at the SESplan HMA level as totals and annual averages.

3 This scenario was re-named as Increasing Economic Activity with more High and Low Skilled Jobs in the Main Issues Report under Issue F: Housing Land across the SESplan Area

4 HNDA Report Supporting Documents 5, 6 and 7

Background Context 3

Table 3.1 SESplan Housing Need & Demand Estimates 2012-2038

	Social Rent	Below Market Rent	Private Rented Sector	Owner Occupier	Total
Steady Recovery (total)	70,487	18,717	15,452	33,889	138,545
Steady Recovery (annual average)	2,611	693	572	1,255	5,131
Wealth Distribution (total)	75,747	26,217	23,809	43,723	169,496
Wealth Distribution (annual average)	2,805	971	882	1,619	6,278
Strong Economic Growth (total)	88,865	23,099	33,090	56,292	201,346
Strong Economic Growth (annual average)	3,291	856	1,226	2,085	7,457

Key Findings & Conclusions from HNDA

3.18 The HNDA concludes that a 25% increase in households is projected from 2012 to 2037 with the number of households projected to increase from 559,838 in 2012 to 700,389 in 2037. This is significant compared a 17% increase across Scotland.

3.19 It is clear from the HNDA estimates that the need for affordable housing (social rent and below market rent) significantly outstrips that of market housing (private rented sector and owner occupier). In all scenarios affordable need is over 50% of the total estimate. For Steady Recovery and Wealth Distribution it is respectively 64% and 60% of the total need. This reflects the findings of sections 5.9 to 5.12 of the HNDA Report. This highlights the high house prices and rents in the region, particularly in and around Edinburgh This results in a high proportion of the additional housing need and demand falling into the affordable categories. These households are considered not able to afford owner occupier or private rent tenures.

3.20 Page 143 of the HNDA Report concludes that 'steady recovery' and 'wealth distribution' are most likely to represent the future for the SESplan area on the basis of rigorous analysis by the Housing Market Partnership, informed by Oxford Economics research. Strong Economic Growth was considered the least likely alternative future to take place based on the available evidence. More detail on findings from the HNDA are set out in Section 10 of the [HNDA Report](#).

Main Issues Report

3.21 The SESplan Main Issues Report did not set out Housing Supply Targets or Housing Land Requirements for the six SESplan Authorities. Instead each of the future scenarios were presented as options on which to base Housing Supply Targets. There were four issues in the Main Issues Report on housing related matters. A summary of these is set out below. The Main Issues Report gave a clear indication of what factors were going to influence Housing Supply Targets, what approximate level the SESplan HMA Housing Supply Target would be set at and how it would be

3 Background Context

met between the six SESplan member authorities. For more detail for the justification behind these issues see the Place for Communities Section of the [Main Issues Report](#) and section 4.62 to 4.74 of the Monitoring Statement.

3.22 In summary:

- The Main Issues Report preferred option relating to Housing Supply Targets was for the 'Steady Recovery' alternative future to be used to inform them;
- For Edinburgh, a higher proportion of the SESplan Housing Market Area Housing Supply Target is to be met there compared to the previous SDP. This is to accord with the preferred spatial strategy of the SDP; and
- The generosity margin to calculate Housing Land Requirements should be set at 10% with local flexibility to increase this.

Main Issues Report Feedback

3.23 The Main Issues Report consultation period ran for 10 weeks from mid July to mid September 2015. The SESplan Core Team analysed all the responses from September to November. A [report](#) of the analysis was presented to the SESplan Joint Committee in December 2015. Appendix 1 of the report provides detailed summaries of all the responses received. The key points relating to the housing issues above are set out below.

Issue F Housing Land Across the SESplan Area

3.24 Most respondents supported the preferred option of using Steady Recovery was the most popular of the options but responses were highly polarised depending on the respondee type. Individuals and community related groups predominantly favoured Steady Recovery. They argued that the higher 2015 HNDA scenarios do not match economic trends and are 'speculative and unrealistic'; and the higher 2015 HNDA scenarios would result in unacceptable, environmental, greenspace and cultural impacts.

3.25 The majority of development interest groups supported the alternative options with most preferring 'Strong Economic Growth'. The most common reasons for this position included: 'Steady Recovery' does not reflect the intentions of City Deal; SDP2 should have ambitious growth scenarios where a lack of housing does not restrict growth; and 'Steady Recovery' is not ambitious.

3.26 Section 5 of this report sets out how the use of the HNDA scenarios was re-evaluated following the consultation on the Main Issues Report.

Issue G Housing Land in Edinburgh

3.27 49% of responses supported the preferred option of Edinburgh meeting a significant proportion of its need and demand. This was felt to be an appropriate balance reflecting regional relationships and that Edinburgh meeting all need and demand would not be desirable or deliverable due environmental and infrastructure capacity issues.

3.28 A significant proportion of those who supported concentration in the City of Edinburgh were individuals and community groups / councils located outside Edinburgh. These groups were concerned about the impacts on infrastructure, the Green Belt and increased commuting on congested transport networks back into Edinburgh.

Background Context 3

3.29 Those supporting the dispersal option stated that infrastructure and environmental capacity issues in the City place a limit on housing delivery. A greater level of development in Edinburgh would affect its cultural and built heritage.

3.30 Section 6 and 7 of this report describe the process for setting the City of Edinburgh affordable and market Housing Supply Targets.

Issue H A Generous Supply

3.31 In terms of the level of generosity, 46% of respondents supported none of the options with 44% supporting the preferred option of setting a 10% generosity allowance and providing LDPs with flexibility. A number of respondees considered that a generosity allowance is not needed at all as too much land has already been allocated for housing exceeding local infrastructure capacity.

3.32 Others considered that the concept of a generous supply is to ensure more land is allocated than is required. They stated that there has been a significant shortfall to date in delivering SDP1, due to member authorities including ineffective sites, and failure to grant permission for windfall sites. Therefore to avoid a repeat of this, SDP2 should set a generosity allowance of 20%.

3.33 A number of respondents stated that the preferred option of allowing LDPs flexibility to increase the generosity margin was contrary to SPP. It is for SDPs to set the generosity margin and Housing Land Requirements and therefore there is no ability for LDPs to vary from these.

3.34 The approach to generosity and its justification is set out in Section 10 of this report.

Issue I Affordable Housing

3.35 46% of respondees supported the preferred option of directing LDPs to seek a minimum of 25% affordable housing provision on market led sites. This affords flexibility to target affordable housing where it is in greatest need. However, it was noted that the significant level of need for affordable housing should not be seen in its entirety to be met through the developer obligations framework as this may render sites unviable.

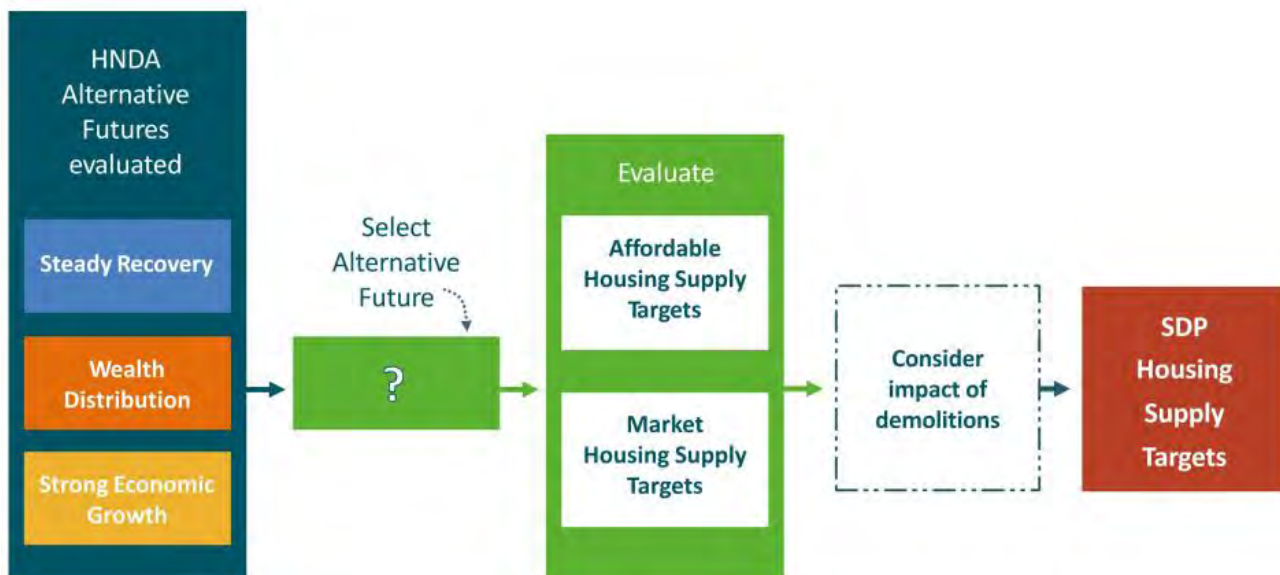
3.36 The approach to affordable housing and affordable Housing Supply Targets is set out in Section 6 of this report.

4 Methodology for Setting Housing Supply Targets

4 Methodology for Setting Housing Supply Targets

4.1 A methodology compatible with the Housing Supply Target requirements set out in SPP, the HNDA Managers Guide and Local Housing Strategy Guidance was identified and reviewed following the Main Issues Report consultation. This methodology was agreed between the SESplan member authorities and is set out below in Figure 4.1 and summarised in steps below. Steps 2 and 3 are undertaken at the same time and do not follow each other. Neither the market or affordable Housing Supply Target can be set independently without reference to each other and the combined Housing Supply Target.

Figure 4.1 Housing Supply Target Process



- 1. Review HNDA alternative futures to inform Housing Supply Targets.** Considerations are the economic and demographic assumptions behind the 2015 HNDA scenarios, current economic trends and the Main Issues Report consultation responses. - Chapter 5 5 'Evaluating Alternative Futures'
- 2. Set affordable Housing Supply Targets.** Affordable Housing Supply Targets will be set at a rate that is considered realistic and deliverable. Affordable housing delivery is strongly linked to the availability of funding, which comes from a range of sources. Affordable Housing Supply Targets need to be based on analysis of available resources to deliver affordable housing. Planning and spatial strategy considerations are also relevant. This is demonstrated by affordable housing delivery increasing in the post financial crash period. - Chapter 6 6 'Affordable Housing Supply Targets'
- 3. Set market Housing Supply Targets.** Whilst reflecting the HNDA estimate of housing need and demand in the market sector, market Housing Supply Targets will be set at levels that can be delivered by considering a range of factors. These are planning factors and spatial strategy; past and recent development levels; availability of resources to deliver development, including infrastructure funding; and capacity within the construction sector. Chapter 7 7 'Market Housing Supply Targets'
- 4. Impact of Demolitions.** As Housing Supply Targets are net figures, both affordable and market Housing Supply Targets will be lowered by the respective level of planned demolitions. Windfall demolitions will also be considered if properly evidenced. - Chapter 8 8 'Demolitions'

Methodology for Setting Housing Supply Targets 4

4.2 The agreed Housing Supply Targets (Chapter 9) were identified following the completion of this process.

SDP2 Housing Supply Target Plan Periods

4.3 SPP requires the Housing Supply Targets in the SDP to be set 12 years from the year of plan adoption. Previously in the Main Issues Report this was assumed to be the 2017/18 financial year. In the Main Issues Report, information was given to 2029. However, the SDP is expected to be adopted in 2018. Therefore the Housing Supply Targets in the Proposed Plan cover the 2018 to 2030 period.

4.4 Whilst the HNDA provides data from 2012 onwards, the Housing Supply Targets will apply from 1st April 2018. Housing Supply Targets do not cover the same period as the HNDA, as they are not required to. As set out in footnote 6 of page 25 of the Main Issues Report, SDP1 and the Housing Land SG set the strategy and housing requirements up until the approval of SDP2 in 2018. Shortfalls in the delivery housing against the SDP1 & Housing Land SG Housing Requirements in years pre April 2018 will not be brought forward and used to inform effective housing land levels post end March 2018.

Use of HNDA Data

4.5 [HNDA Supporting Document 4](#) sets out the estimates for each of the scenarios by sub-housing market area. These have been combined to identify estimates at member authority and SESplan Housing Market Area level. Each table has a column for the different tenure and a row for each year from 2012 to 2038. As SDP2 is setting Housing Supply Targets for the 2018-2030 period and providing an indication of the scale of housing required for the 2030-2038 period, there were three different options for how these HNDA estimates could be used. These were:

1. Annual average of estimates from 2012 to 2038 to cover both SDP periods;
2. Separate annual averages using 2018 to 2030 and 2030 to 2038 estimates; or
3. Annual average of 2012 to 2030 estimates for the 2018-30 period and annual average of estimates for 2030 to 2038.

4.6 The decision was taken to use the third option. This was because:

- The first option smooths out the higher estimates of housing need that occur in the earlier years of the HNDA estimates. 2018-2030 Housing Supply Targets would then not reflect this higher need earlier in the plan period.
- Whilst the second option exactly matching the estimates to the SDP periods, it would not fully take account of the backlog of housing need which has been added to the first 10 years of the HNDA estimates (2012-2022).
- The third option allows for the full backlog of need to influence the Housing Supply Targets without smoothing need and demand across the two Housing Supply Target periods. The backlog of housing need is cleared in the HNDA estimates over 10 years from 2012. Using this option results in higher estimates than the second option as the affordable housing need in the earliest HNDA years.

4.7 Using the third option, the following member authority totals for the HNDA estimates are used for the three scenarios, separated into the 2018-2030 and 2030-38 periods. Detailed calculations for the 12 years of the 2018-2030 period are set out in Appendix B 'Housing Need and Demand Assessment Data'. Affordable estimates represent the combined the social rent and below market rent estimates. Market estimates represent the combined the private rented sector and owner occupier estimates.

4 Methodology for Setting Housing Supply Targets

2018-2030 Period Estimates

Table 4.1 Steady Recovery HNDA Estimates

Authority	Affordable (Annual Average)	Affordable (Period)	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	2,136	25,633	1,147	13,764	3,283	39,397	58%
East Lothian	336	4,032	179	2,148	515	6,180	9%
Fife	378	4,563	269	3,228	647	7,764	12%
Midlothian	296	3,552	112	1,344	408	4,896	7%
Scottish Borders	128	1,536	75	900	203	2,436	4%
West Lothian	341	4,092	220	2,640	561	6,732	10%
SESPLAN	3,615	43,381	2,002	24,024	5,617	67,405	
Proportion	64%		36%				

Methodology for Setting Housing Supply Targets 4

Table 4.2 Wealth Distribution HNDA Estimates

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	2,412	28,944	1,496	17,952	3,908	46,896	59%
East Lothian	370	4,440	183	2,196	553	6,636	8%
Fife	457	5,484	347	4,164	804	9,648	12%
Midlothian	325	3,900	117	1,404	442	5,304	7%
Scottish Borders	165	1,980	113	1,356	278	3,336	4%
West Lothian	380	4,560	250	3,000	630	7,560	10%
SESPLAN	4,109	49,308	2,506	30,072	6,615	79,380	
Proportion	62%		38%				

4 Methodology for Setting Housing Supply Targets

Table 4.3 Strong Economic Growth HNDA Estimates

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	2,661	31,932	1,911	22,932	4,572	54,864	60%
East Lothian	380	4,560	220	2,640	600	7,200	8%
Fife	522	6,264	427	5,124	949	11,388	12%
Midlothian	323	3,876	135	1,620	458	5,496	6%
Scottish Borders	199	2,388	155	1,860	354	4,248	5%
West Lothian	380	4,560	317	3,804	697	8,364	9%
SESPLAN	4,465	53,580	3,165	37,980	7,630	91,560	
Proportion	59%		41%				

Methodology for Setting Housing Supply Targets 4

2030-38 Period HNDA Estimates

Table 4.4 Steady Recovery HNDA Estimates

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	1,883	15,064	846	6,764	2,729	21,828	69%
East Lothian	233	1,863	179	1,430	412	3,293	10%
Fife	144	1,148	161	1,287	304	2,435	8%
Midlothian	140	1,122	102	818	243	1,940	6%
Scottish Borders	-15	-118	-17	-138	-32	-256	-1%
West Lothian	178	1,427	142	1,139	321	2,566	8%
SESPLAN	2,563	20,506	1,413	11,300	3,976	31,806	
Proportion	64%		36%				

4 Methodology for Setting Housing Supply Targets

Table 4.5 Wealth Distribution HNDA Estimates

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	2,021	16,166	1,652	13,218	3,673	29,384	67%
East Lothian	273	2,187	189	1,510	462	3,697	8%
Fife	250	2,001	296	2,368	546	4,369	10%
Midlothian	179	1,432	116	928	295	2,360	5%
Scottish Borders	30	240	39	309	69	549	1%
West Lothian	236	1,887	196	1,564	432	3,451	8%
SESPLAN	2,989	23,913	2,488	19,897	5,477	43,816	
Proportion	55%		45%				

Methodology for Setting Housing Supply Targets 4

Table 4.6 Strong Economic Growth Estimates

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
City of Edinburgh	2,318	18,543	2,413	19,304	4,731	37,847	67%
East Lothian	275	2,200	264	2,111	539	4,311	8%
Fife	334	2,671	431	3,447	765	6,118	11%
Midlothian	166	1,326	155	1,236	320	2,562	5%
Scottish Borders	77	617	102	815	179	1,432	3%
West Lothian	223	1,780	290	2,322	513	4,102	7%
SESPLAN	3,392	27,137	3,654	29,235	7,047	56,372	
Proportion	48%		52%				

5 Evaluating Alternative Futures

5 Evaluating Alternative Futures

5.1 Whilst the Main Issues Report's preferred approach was to use the 'Steady Recovery' alternative future as the basis for Housing Supply Targets, the HNDA report stated that either the 'Steady Recovery' or 'Wealth Distribution' alternative futures could represent the most likely future of the SESplan area. Whilst Main Issues Report responses indicated strong support for 'Steady Recovery' to be used to inform Housing Supply Targets, a significant number of respondents states that other HNDA alternative futures should be used. Therefore the decision of which alternative futures to use was reviewed in the context of emerging economic analysis.

5.2 This process had three main strands. The first was to review recent economic commentaries to identify which HNDA alternative future best aligns with current and projected economic trends. The second was to review some of the specific variables used in the HNDA tool for each of the alternative futures. The third was to consider the potential impacts of City Deal and how this might affect the choice of HNDA scenario.

5.3 Chapter 3 'Background Context' set out summary descriptions for each alternative future. In order to compare each in further detail in this chapter, the following longer descriptions have been taken from Table 9.3 of the [HNDA Report](#).

Steady Recovery

The “Steady Recovery” alternative future anticipates the impact of a steady rate of economic growth, positive economic activity in some areas, some reductions in housing development constraints and some return to modest growth for financial and business services. It is characterised by some employment growth across the City Region.

The more deprived communities on the edge of Edinburgh and in more isolated settlements across the region may continue to have difficulty in accessing employment opportunities. While there is some population and household growth across the SESplan area, this is lower in comparison with other local alternative futures.

Most of the employment growth is generated by a recovery in financial and business services, although this is nowhere near the same growth experienced during the 2000s. Business confidence takes longer than expected to return which impacts on timescales for anticipated large scale developments although some development continues in west of City of Edinburgh / West Lothian.

Wealth Distribution

Compared with “strong economic growth”, which is focused on increasing economic wealth and productivity, this alternative future anticipates a wider distribution of wealth within the city region, creating more high and low skilled jobs and increasing economic activity throughout the working age population.

Evaluating Alternative Futures 5

Strong Economic Growth

This alternative future is characterised by increasing economic wealth and productivity. It features significant population growth, effective leadership, increased innovation and results in major increases in economic output, productivity and employment.

Under this alternative future the Edinburgh City Region becomes one of the fastest growing regions of the UK in population terms, drawing in workers from other parts of the country. There is an increase in numbers of overseas higher/further education students attracted to Edinburgh due to its academic profile and quality of life. There are major increases in economic output and productivity, with high levels of employment activity throughout the working age population and a strong performance in renewables, life sciences and financial services. Economic growth promotes high growth in average household incomes.

The City region leads the way in developing new public/private funding models to support economic development and physical development including housing, with a significant recovery in relation to the construction sector.

There is strong public and private sector leadership and a clear vision for the City Region.

5.4 The HNDA alternative futures were informed by an Oxford Economics SESplan Study⁽⁵⁾, as well as decisions by the Core Housing Market Partnership on demographic trends. These informed the levels for the variables for each alternative future were set at. These are set out in Table 5.1 'Variables used for HNDA Based Alternative Futures' as taken from Section 9, page 44 of the [HNDA Report](#). Table 9.1, on page 130 in the [HNDA Report](#) describes each variable.

5.5 Those highlighted in red in Table 5.1 'Variables used for HNDA Based Alternative Futures' represent the most likely future for that variable identified by Oxford Economics or the Core Housing Market Partnership⁽⁶⁾. Whilst Wealth Distribution and Steady Recovery have variables set at recommended levels by Oxford Economics or the Core Housing Market Partnership, Strong Economic Growth has variables set at levels above which are considered likely to occur by either. This helped the Core Housing Market Partnership understand more clearly the scale of need and demand for new homes associated with a more unlikely level of growth. It also helped identify the conditions and factors needed to drive such change.

5 HNDA Supporting Documents 5 to 8

6 Household Projections and Existing Need Clearance Period were recommended by the Core Housing Market Partnership. The rest were based on the mostly likely outcomes identified by Oxford Economics.

5 Evaluating Alternative Futures

Table 5.1 Variables used for HNDA Based Alternative Futures

Variables in HNDA Tool	Steady Recovery	Wealth Distribution	Strong Economic Growth
Household Projections	'Low migration' using 2012 based household projections	'Principal' using 2012 based	'High migration' using 2012 based household projections
Existing Need Clearance Period	Inputted value of 10 years	Inputted value of 10 years	Inputted value of 5 years
Average (median) Household Income Growth	No real growth (Inflation Target)	Modest Increases	Reasonable growth
Change in Income Distribution	Flat (no change)	Creeping equality	Creeping inequality
Projected House Prices	'No real growth (inflation target)', 'OBR estimates' for CEC and 'modest increases' for WL	'Modest increases' with 'strong recovery' for CEC and WL	'Strong recovery'
Below Market Rent Assumption	No real growth (Inflation Target) with 'OBR estimates' for CEC and 'modest increases' for WL	'Modest increases' with 'strong recovery' for WL	'Strong recovery'

5.6 [HNDA Supplementary Document 7](#) sets out the different levels that the variables are set at for the HNDA alternative futures. the income house prices and rent assumption variables.

Post HNDA Economic Commentary Review

5.7 Both [Fraser of Allander](#) ⁽⁷⁾ and [Ernst & Young Scottish Item Club](#) ⁽⁸⁾ provide respected forecasts and commentaries of the economic outlook for Scotland. The following is a summary of key messages from both organisations most recent forecasts.

Overall Scottish Economic Performance

5.8 Both Ernst & Young and Fraser of Allander are predicting short term lower economic growth than 2014. Economic growth in Scotland is due to be lower than the overall UK growth rate.

“Growth in both the Scottish and UK economies is slowing and in the second quarter a gap opened up between Scotland and the UK.” – Fraser of Allander Overview (page 3)

“data do tend to show an absolute and relative – to the UK – slowdown in the growth of the Scottish economy” – Fraser of Allander Overview (page 3)

7 Fraser of Allander November 2015 Commentary

8 Scotland Forecast 2016

Evaluating Alternative Futures 5

“While still expanding, Scotland’s economy has grown at a slower rate than expected given the pace of the UK recovery and the rise in real wages.” – Ernst & Young Economic Snapshot

“The key surveys of activity and prospects for the Scottish economy paint a relatively, but not universally, downbeat picture.” – Ernst & Young Surveys for the Future (page 14)

5.9 Recent UK level analysis also points to downgraded future growth prospects. The [March 2016](#) announcement by the Office for Budget Responsibility downgraded future UK GDP growth to around 2% per annum for each year up to 2020.

Edinburgh Specific Analysis

5.10 Business and financial services is a key component of region’s, particularly Edinburgh’s economic growth. However, Fraser of Allander states that the outlook for this sector is not strong. The outlook and appraisal shows its Gross Value Added contribution had fallen 15.5% by 2012 from its 2007 peak. “There must now be a strong presupposition that the scale of the financial services sector might never return to the levels seen before the Great Recession” – Fraser of Allander Page 16

5.11 Ernst & Young anticipate that Edinburgh and Glasgow will outpace Scottish growth over the next three years. Specifically for Edinburgh it states “*As Scotland’s capital, Edinburgh has a high concentration of public sector employment. The Scottish Government is officially opposed to austerity measures, but the reality is that the capital cannot escape job cuts entirely. Financial services is even more critical: Edinburgh banks and life funds have been severely restrained in recent years by market shifts and will remain so, while active fund management (Edinburgh’s strength) may face long-term threats from fee pressures and passive investment products.*” - Ernst & Young Key Findings Section

Construction Sector Performance

5.12 Both Ernst & Young and Fraser of Allander identify that the construction sector is a significant part of the recovery. However, a significant part of this is government infrastructure expenditure (e.g Borders Rail, Queensferry Crossing) and cannot be expected to continue at the same rate in the same places.

“Survey evidence suggests a positive outlook for commercial construction and for housebuilding that will continue to buoy the sector, but more construction businesses now report decreases in public procurement than increases.” – Ernst & Young page 13

“In Scotland it is the construction sector that is providing the main impetus with public spending on infrastructure underpinning growth.” –Fraser of Allander Page 7

“that the surge in Scottish construction output is almost wholly explained by a surge in spending on infrastructure, which almost quadrupled between 2012q1 and 2015q2. Other construction activity, however, rose by less than half over the same period. The data are in current prices and not seasonally adjusted but the surge in infrastructure spend cannot be explained away by inflation and/or seasonal factors. The surge is real and appears to be driven by increased public spending on infrastructure by the Scottish government, with spending on the new Forth road bridge crossing (and Borders Rail link etc.) likely to be a major element in this” – Fraser of Allander Page 15

5 Evaluating Alternative Futures

Population

“Scotland’s population will continue to enjoy migration-fuelled growth. The widening gap in average prices between Scotland and the south of England could both attract population to Scotland and deter outmigration to the more expensive parts of the UK.” Ernst & Young Page 3

Summary of Economic Commentaries

5.13 These commentaries and forecasts indicate whilst there is a recovery in Scotland, it is slowing. Growth is not at the levels seen prior to the recession. The recovery is stronger in Edinburgh but it is not growing at the pace used in the descriptions used for 'Strong Economic Growth' or 'Wealth Distribution'. The commentaries at present most closely align with the 'Steady Recovery' description and variables. This supports the original findings of the Oxford Economic Studies which recommended three of the four economic variable settings used for 'Steady Recovery' as most likely to occur. However, commentary on migration may point to the migration variables used for 'Wealth Distribution' or 'Strong Economic Growth'. The low migration variable used for Steady Recovery does not match the "migration-fuelled growth" forecast from Ernst & Young.

Analysis of Specific Variables

House Price Change

5.14 The Oxford Economics Study made use of a detailed economic model with forecasting up to 2040. As the HNDA has been found robust and credible, this model will not be re-run. However, Emerging House Price trends can be compared against the assumptions used for the House Price Growth variable for each of the scenarios. Whilst only covering a three year period rather than the 30 year Oxford Economics forecast period, it can prove a useful check.

5.15 Steady Recovery used an assumption that house prices would have an annual growth rate of 2.2% (no real growth) for all authorities, except Edinburgh and West Lothian, which would grow faster at 3.8% (OBR estimate) and 3.5% respectively (modest recovery). Wealth Distribution assumed 3.5% (modest recovery) for all authorities and 4.6% (strong recovery) for Edinburgh and West Lothian. Strong Economic Growth assumed 4.6% for all authorities.

5.16 Table 5.2 shows the annual average increase from 2012 to 2015. This uses Registers of Scotland quarterly data from calendar years 2012 and 2015. The average price has been weighted by the volume of sales by quarter⁽⁹⁾.

9 Same methodology as Oxford Economics Study

Evaluating Alternative Futures 5

Table 5.2 House Price Change 2012-2015

Authority	Average Sale Price (£)		Annual Average Increase
	2012	2015	
CEC	216,932	238,068	3.1%
ELC	197,285	215,822	3%
FC ⁽¹⁰⁾	132,277	147,980	3.8%
MC	168,300	183,720	3%
SBC	163,668	173,541	2%
WLC	139,228	161,041	5%

5.17 Whilst this analysis is over the short term compared to Oxford Economics (a 2011 to 2040 projection), it does show the following:

- West Lothian prices have grown at rate in excess of the Strong Economic Growth (4.6%) assumption;
- Edinburgh prices have grown at less than the Steady Recovery (3.8%) assumption;
- East Lothian, Midlothian and Fife prices have exceeded the Steady Recovery (2.2%) assumption, with Fife exceeding the Wealth Distribution (3.5%) assumption; and
- Scottish Borders prices have grown less than, but close to the Steady Recovery (2.2%) assumption.

5.18 It is not possible to draw an overall conclusion from this data other than that there has been a range of house price change across the region that is not uniform with any one alternative future. It should be noted that majority of the price increases were between 2012 and 2014. 2015 quarter on quarter data shows fluctuating prices and a consistent pattern could not be identified from them.

Migration

5.19 There was a level of affordable need existing and not met before 2012 in addition to the new affordable need arising over the HNDA period. The HNDA adds this existing need to the estimates over the first 10 years (2012-2022). Each of the alternative future uses a different migration level assumption. Accurate and enough years of data is not available to match the level of migration since 2012 to an assumption used for each of the alternative futures.

5.20 It was decided to use the 'Steady Economic Growth' alternative future in the Main Issues Report which uses the low migration setting for the migration variable. This was seen as most likely for this alternative future as lower economic growth prospects will lead to the area becoming less attractive and therefore lead to lower levels migration. However, the 'principal' migration level was considered the most likely outcome by the Core Housing Market Partnership. Taking into account the statement by Ernst & Young that Scotland's population 'will continue to enjoy migration-fuelled growth', there could be merit in using the Wealth Distribution alternative future from demographic perspective.

5 Evaluating Alternative Futures

Impact of City Deal

5.21 The Edinburgh City Region City Deal was referred in many responses to the Main Issues Report on Housing Land and Housing Supply Targets. They stated that it should be a consideration in informing which HNDA alternative future is used and be used as a factor in setting Housing Supply Targets.

5.22 Whilst not yet finalised, the emergence of a City Deal for the Edinburgh City Region is relevant to the descriptions and assumptions used in the HNDA Alternative Futures. The following statements were contained in Table 9.3 of the HNDA report relating to governance.

Steady Recovery - Councils become more focused on being able to deliver local services (as opposed to working together at the City Region level) as public sector cuts prolong local unemployment rates and reduce consumer spending”.

Wealth Distribution - There is strong public and private sector leadership and a clear vision for the City Region and partners decide to promote more actively the City Region’s quality of life, to encourage greater numbers of business and leisure visitors.

Strong Economic Growth - The City region leads the way in developing new public/private funding models to support economic development and physical development including housing, with significant recovery in the construction sector.

5.23 The presence of a city deal has a better alignment with these governance elements of the 'Wealth Distribution' and 'Strong Economic Growth' descriptions than 'Steady Recovery'. These descriptions have a better alignment with the SDP Vision.

5.24 Whilst the key purpose of the Edinburgh City Region City Deal is to boost the economic fortunes of the city region, it is too early in the process to make predictions about the level of additional growth that might result or the impact it may have on housing need and demand. It is therefore not credible to base the HNDA on the 'Strong Economic Growth. City Deal is unlikely to be so transformative as to lead to the outcomes needed for the 'Strong Economic Growth' alternative future rather than 'Steady Recovery'.

5.25 Beyond informing which HNDA scenario to use, the city deal impact on housing will be primarily related to enabling infrastructure to deliver what is previously planned for. This will enable existing planned housing sites to deliver homes as originally planned before economic conditions and infrastructure funding slowed or stopped delivery of these sites. Such sites include Blindwells and the Edinburgh Waterfront. None of the Edinburgh City Region City Deal objectives relate to enabling land to come forward for housing that has not already been, or is in the process of being allocated.

Which Alternative Future

5.26 Plans should be aspirational, but SPP and the HNDA Managers Guide that Housing Supply Targets also need to be reasonable and deliverable. Whilst Housing Supply Targets are separate from the HNDA, they should not be based on HNDA alternative futures that have no credible chance of occurring. Housing Supply Targets cannot be set at levels of need and demand that never going to be delivered. This will lead to plan failure.

Evaluating Alternative Futures 5

5.27 Based on rigorous analysis, the 2015 HNDA Report, set out that the 2012 based Wealth Distribution and Steady Recovery alternative futures most closely reflect the future of the SESplan area. 'Strong Economic Growth' was seen as being aspirational and not representing a likely alternative future. This conclusion still holds true following this updated analysis. Economic analysis does not show that the conditions driving 'Strong Economic Growth' are likely to occur. 'Strong Economic Growth' requires conditions where public sector cuts stopped and an increased export performance at UK level. Instead cuts have continued and exports have not grown. Therefore using the 'Strong Economic Growth' alternative future would not lead to reasonable or deliverable Housing Supply Targets.

5.28 The Oxford Economics study recommends the economic related variables used for Steady recovery set out in Table 5.1. These projections are backed by the economic commentaries and forecasts from Ernst & Young and Fraser of Allander. Both predicted weak economic growth in the short and medium term. However if migration is closer to the Core Housing Market Partnership recommended principal level, then a greater level of market and affordable estimates would be required than projected by the 'Steady Recovery' estimates. In addition, the 'Steady Recovery' governance description relating to authorities working together does not reflect the emergence of an Edinburgh City Region City Deal.

5.29 Based on this analysis the likely future is expected to be somewhere in between the 'Steady Recovery' and 'Wealth Distribution' alternative futures. One set of HNDA estimates must be used to inform Housing Supply Targets. Therefore, for the purposes of setting ambitious Housing Supply Targets and in order that the Market Housing Supply Target fully reflect the HNDA market estimate of demand, the 'Wealth Distribution' HNDA alternative future estimates in Table 5.3 have been used to inform Housing Supply Targets.

Table 5.3 Wealth Distribution HNDA Estimates to Inform Housing Supply Targets

Authority	Affordable (Annual Average)	Affordable Period	Market (Annual Average)	Market (Period)	Combined (Annual Average)	Combined (Period)	Proportion of Combined Need and Demand
CEC	2,412	28,944	1,496	17,952	3,908	46,896	59%
ELC	370	4,440	183	2,196	553	6,636	8%
FC	457	5,484	347	4,164	804	9,648	12%
MC	325	3,900	117	1,404	442	5,304	7%
SBC	165	1,980	113	1,356	278	3,336	4%
WLC	380	4,560	250	3,000	630	7,560	10%
SESPLAN	4,109	49,308	2,506	30,072	6,615	79,380	
Proportion	62%		38%				

6 Affordable Housing Supply Targets

6 Affordable Housing Supply Targets

Completion Rates and Capacity in the Construction Sector

6.1 Table 6.1 sets out the annual average affordable Wealth Distribution HNDA estimates, recent and past affordable housing completion rates. 62% of the combined Wealth Distribution HNDA estimate is for affordable housing. The data shows that the annual rate of need for affordable housing is more than double the average recent affordable housing completions rate.

Table 6.1 Wealth Distribution Affordable Housing HNDA Estimates & Affordable Completions

	Annual Average Affordable HNDA Estimate 2018-2030	Average Affordable Completions (2010-2015)	Annual Average Affordable Completions (2005-2015)
CEC	2,412	695	575
ELC	370	142	101
FC	457	189	225
MC	325	124	115
SBC	165	87	74
WLC	380	198	157
SESPLAN	4,109	1,434	1,247

6.2 The methodology set out that the spatial strategy, constraints, opportunities and affordable housing funding were valid considerations in setting out affordable Housing Supply Targets. Capacity of the construction sector and past delivery is less relevant as delivery of affordable housing is less closely linked to the availability of private finance, evidenced by the fact that affordable housing delivery increased in the post financial crash period, with the exception of SESplan Fife. This because public funding for affordable housing and council house building programmes increased in this period.

Availability of Resources - Affordable Housing Finance

6.3 The availability of funding is a significant constraint on delivering the level of affordable housing required by the HNDA. In the current parliament, the Scottish Government had set a target to build 30,000 affordable homes. It has increased this target to 50,000 affordable in the next parliament, which covers four of the first five years of the 12 year Strategic Development Plan period.

6.4 Each authority reviewed the following funding factors in setting affordable Housing Supply Targets:

- Current affordable housing programmes and funding
- Scottish Government affordable housing investment plans
- Council housebuilding programmes
- Potential for council borrowing
- Affordable housing being provided on market sites

Affordable Housing Supply Targets 6

6.5 Affordable Housing Supply Targets are not wholly dependant on the delivery of affordable homes on market sites as they are primarily informed by levels of funding available from Scottish Government and member authorities. A significant proportion of affordable homes have been delivered on sites that are part of specific council-led affordable housing programmes, largely on the public estate. The HNDA clearly shows that there is a greater level of affordable need (62%) compared to market demand (38%) under the wealth distribution scenario. However, the level of resources to deliver more affordable homes in practice and the need for market sites to help deliver affordable homes results in an overall SESplan affordable Housing Supply Target that has been set at a lower level than the SESplan market Housing Supply Target. Based on that analysis, the member authorities have agreed the number of affordable homes that will be delivered in the SESplan Housing Market Area and each member authority over the 2018-2030 plan period (Table 6.2).

Table 6.2 Agreed Affordable Housing Supply Targets 2018-2030

	Annual Average Affordable Housing Supply Targets	Affordable Housing Supply Targets (2018-2030 Total)	Annual Average Wealth Distribution HNDA Estimate 2018-2030	Annual Average Steady Recovery HNDA Estimate 2018-2030
CEC	1,200	14,400	2,412	2,136
ELC	189	2,268	370	336
FC	262	3,144	457	378
MC	165	1,980	325	296
SBC	128	1,536	165	128
WLC	300	3,600	380	341
SESPLAN	2,244	26,928	4,109	3,615

6.6 Neither the annual affordable need estimates for the 'Wealth Distribution' (4,109) nor the 'Steady Recovery' (3,615) alternative futures can be realistically delivered over a 12 year period. However, the agreed Affordable Housing Supply Targets (2,244 homes per annum) are ambitious but deliverable when the increased investment in affordable housing and current affordable housing plans from each authority are considered. However, This is due to a lack of funding for affordable housing and the infrastructure needed to support both market and affordable homes. Delivery of these Affordable Housing Supply Targets will result in an increased rate of affordable housing. This will help to reduce waiting lists and address the significant SESplan region housing affordability issue identified in the HNDA.

7 Market Housing Supply Targets

7 Market Housing Supply Targets

7.1 SPP requires that the market Housing Supply Target should fully reflect the overall market need and demand for selected HNDA scenario (2,506 per annum for the 2018-2030 period). The following section set out how these estimates have been analysed against the factors set out in the methodology to identify deliverable Housing Supply Targets.

Past & Recent Delivery Levels

7.2 Table 7.1 sets out the 'Wealth Distribution' market HNDA estimates and compares them to past and recent market housing completion rates.

Table 7.1 Market HNDA Estimates & Market Completions 2018-2030

	Wealth Distribution Market HNDA Estimate (Annual Average)	Annual Average Market Completions (2010-2015)	Annual Average Market Completions (2005-2015)	Annual Average Market Completions (2004-2009)
CEC	1,496	797	1,320	2,056
ELC	183	227	351	501
FC	347	509	738	1,090
MC	117	402	343	249
SBC	113	238	389	518
WLC	250	337	489	818
SESPLAN	2,506	2,509	3,630	5,231

7.3 It should be noted that past completions do not indicate future demand - that is the purpose of the HNDA estimates. However, past completions do indicate that for all of the member authorities, except Edinburgh, the market estimates are capable of being delivered over a year 12 period. These estimates are all within the average completions over the past five years.

7.4 Whilst not shown in recent completion rates, City of Edinburgh market completions in the mid 2000's demonstrate past delivery levels that exceed the number of homes required to built on an annual basis to meet market demand identified in the HNDA. However, these completion rates were predominantly achieved because of the building of high density flatted sites on brownfield land. The current land supply in City of Edinburgh has a higher proportion of greenfield land (when compared to supply in the early 2000s) which will probably not be developed at the same rates as higher density flatted sites.

7.5 When the annual market estimate for Edinburgh (1,496) is combined with HNDA annual affordable estimate (2,412) or annual affordable Housing Supply Target (1,200), this would require combined annual completions of 3,908 or 2,696 dwellings respectively. Neither have been delivered in a single year and the transition from current levels of completions would unlikely to take place. Therefore these rates of completions would not be reasonable or deliverable over a 12 year period.

Market Housing Supply Targets 7

Capacity of the Construction Sector

7.6 Table 7.1 indicates that there has been past capacity in the construction sector to greater levels of housing than currently completed. There has been a recent upturn in market completions after lowest post 2008 recession level of completions in 2012/13. Volume house builders are now building at comparative rates to pre-recession years.

7.7 Prior to the recession, smaller independent house builders were making a significant contribution to overall completions rates. However, those small and medium sized builders were significantly affected by the recession and many no longer. This is compounded by difficulty in getting development finance hindering the recovery of small and medium size builders. As a result the proportion of completed dwellings by small and medium sized builders is much smaller than their pre-recession contribution.

Development Opportunities, Capacity, Constraints and Resources to Deliver Plan

7.8 The full analysis of the opportunities, capacity and constraints is set out in Section 5 of the [MIR Spatial Strategy Technical Note](#)⁽¹¹⁾ and the [Interim Environmental Report](#). These set out that there is a physical and environmental capacity limits in the region. Unlimited numbers of homes cannot be allocated and delivered without subsequent detrimental impacts on the regions environmental assets and ability to adapt to climate change.

7.9 A significant issue highlighted in the Spatial Strategy Technical Note and LDP appraisals is the lack of education capacity and resource levels to fund new schools. In many development areas, existing capacity has been used up. The lack of capacity and significant costs of new and expanded schools is affecting current housing delivery rates. There are significant shortfalls in available funding to deliver schools required to meet the housing requirements in emerging LDPs.

7.10 The current capacity and ability to deliver future transport infrastructure is also limiting the future level of development in the region. This is recognised in [NPF3](#) under Edinburgh and South East Scotland Place Statement. It states "Whilst programmed transport improvements will collectively go some way towards enhancing capacity for growth, the longer-term spatial strategy for delivering housing land will need to acknowledge and address the region's infrastructure constraints". This statement particularly relates to the strategic transport network into and around Edinburgh.

7.11 Whilst there are constraints and capacity issues, the analysis indicates that the 'Wealth Distribution' market estimates (Table 7.1) could be delivered in all authorities, without with exception of City of Edinburgh, without impacts on the environment or on infrastructure capacity. They are also within the level of funding resources to deliver the additional infrastructure capacity to support that level of housing delivery.

7.12 Combined with the affordable Housing Supply Target, 2,696 dwellings per annum (market estimate + affordable Housing Supply Target) could not consistently be delivered over a 12 year period within infrastructure capacity, resource and environmental constraints. The constraints on Edinburgh were recognised at the SDP1 examination. It concluded that City of Edinburgh could not meet the full level of HNDA need and demand that originated there. This finding has not changed.

11 Includes a public transport accessibility analysis and a strategic flood risk assessment

7 Market Housing Supply Targets

City of Edinburgh Market Housing Supply Target

7.13 Reviewing the capacity and constrain information with Edinburgh, a market Housing Supply Target for City of Edinburgh of 1,220 homes per annum. This would be at top of potential delivery capacities when combined with the affordable Housing Supply Target 1,200 homes per annum.

7.14 The City of Edinburgh Housing Supply Target is higher than the last five years market completions average. Delivering the Edinburgh market Housing Supply Target consistently across the 2018-2030 period would require a 53% increase over recent market completions levels. To achieve this would require a range of measures including a less restrictive lending market and the continued roll out of schemes such as help to buy. Institutional and large scale investors would also have to deliver on their potential role in providing private sector rental housing.

7.15 SESplan is single housing market area. Therefore as long as SESplan market Housing Supply Target equals the SESplan HNDA wealth distribution estimate (2,506 homes per annum) then the SPP paragraph 115 requirement is met. As there is a 276 homes per annum shortfall in the City of Edinburgh market Housing Supply Target (1,220) against its market estimate (1,496), then HNDA 'Wealth Distribution' market estimates must be exceed in other SESplan member authorities to meet this SPP requirement.

7.16 This City of Edinburgh Housing Supply Target would be 82% of the HNDA market demand. This reflects the findings of the [Housing Market Area Assessment](#) which identified that 81% of purchasers originating from City of Edinburgh then bought with the city. The remaining 19% moved and bought housed in other SESplan member authorities.

East Lothian, Fife, Midlothian, Scottish Borders and West Lothian Market Housing Supply Targets

7.17 Levels of housing can be delivered in East Lothian, Fife, Midlothian, Scottish Borders and West Lothian to meet the 'wealth distribution' market housing estimates over the 2018-2030 period. Higher levels of delivery than the HNDA estimates could be achieved within the constraints identified. However, to do so must be supported by robust justification to set market Housing Supply Targets at higher levels than the level of market demand indicated by the Wealth Distribution HNDA estimates.

7.18 The first reason is to meet the shortfall in the market need from the Edinburgh Market Housing Supply Target. SESplan is a single housing market area and it is considered that the 276 per annum shortfall could be met across the five authorities without affecting delivery rates. This would be deliverable as the [Housing Market Area Assessment](#) demonstrates that a portion of market activity originating in the City of Edinburgh is met outside it.

7.19 There are two further reasons to increase the market Housing Supply Targets for East Lothian, Fife, Midlothian, Scottish Borders and West Lothian above their respective HNDA 'Wealth Distribution' market estimates. These are:

- Where justified, additional market housing delivery contribute to meeting some of the shortfalls in the affordable Housing Supply Targets against affordable HNDA estimates (see table 5.2) for each of the five authorities.
- Additional market housing located near to City of Edinburgh could contribute to meeting some of the shortfall of the City of Edinburgh affordable Housing Supply Target against the Edinburgh affordable HNDA estimate.

Market Housing Supply Targets 7

7.20 The justifications for why market housing can meeting a proportion of affordable need is set out under the headings below. These are judgement and qualitative based reasons. Their contribution cannot be calculated by using a formula.

Private Rented Sector Help Meeting Affordable Need Shortfall

- Private Rented Sector can help meet a proportion of affordable need that is not being met by recognised affordable tenures. Whilst there is no quantifiable level for how much affordable need this meets, Local Authorities do make use of private rented sector stock to house families in affordable need. Therefore it is justifiable to allow a small increase in the market Housing Supply Target to reflect this practice, helping to meet some of the unmet affordable need.
- The delivery of most additional private rented sector stock involves the conversion of existing stock to private rented sector. However, this loss of owner occupier stock to private rented sector means that an increase in new build owner occupier stock will be needed to meet this displacement.
- The role the Private Rented Sector will play may be limited recent challenges to the buy to let market. Tax exemption treatment and stamp duty rises introduced in 2016 will result in buy to let investment being less attractive. Buy to let purchases may fall away, limiting the role of this sector in helping to meet HNDA estimates.
- Scottish Government is supporting an increased role of institutional investors, such as pension funds, in delivering new build PRS schemes to help increase housing supply. They are usually delivered in apartment format with communal facilities such as gyms. Scottish Government are supporting a PRS champion from Homes for Scotland and the Chief Planner has issued a [letter](#) to all planning authorities asking them to support PRS. Whilst there is no record of historic delivery of new build PRS, there is expected to be a role for it in helping meet market housing need. There has been interest in Edinburgh for new build PRS but the contribution outside the city may be limited.

Other Tenures Recognised as Affordable

- New Build Shared Equity enables Registered Social Landlords's and private developers to build or buy new homes for sale on a shared equity basis, with purchasers buying a majority stake of the equity depending on income. The delivery of new build shared equity as part of a market Housing Supply Target can assist to meet a limited level of need recognised as affordable in the HNDA estimates. This is limited because it has not been consistently delivered across the SESplan area and not in significant numbers to make more than a small contribution
- Open Market Shared Equity is a scheme that enables people on low to moderate incomes buy homes for sale of the open market where it is affordable for them to do so. The scheme is open to fist time buyers. It is not formally recognised affordable in the HNDA. Using existing owner occupier homes this way to help meet affordable need can be replaced with new build owner occupier homes. Like new build shared equity, delivery has not been high or consistent across the region.

Help to Buy

- Help to Buy was not fully forecast when the HNDA was being produced. Currently it is helping meeting the needs of some households who want to but could not raise the finance to own a home. It provides government backed deposit support. Whilst households estimated by the HNDA who could afford a market home may be making use of the scheme, it could also be those at the identified as needing affordable need. It is not possible to quantify what this level might be. Whilst it will have a contribution to make, SESplan cannot also cannot rely on this continuing

7 Market Housing Supply Targets

over the SDP 12 period to 2030. There have been no announcements on long term government support for the scheme.

Delivering Long Term Strategies

- Authorities plans and strategies are reliant on a level of market housing delivery that is higher than the HNDA estimates for market housing. Delivering long term strategies will require a higher level of market completions than the HNDA estimates for Fife, West Lothian, Midlothian, East Lothian and Scottish Borders.
- Housing Supply Targets are authorities' views on the level of housing delivery the they should plan for. Development plans are create to support multi-benefit objectives other than just housing delivery. Therefore it is appropriate to set Market Housing Supply Targets at these higher but deliverable levels for these authorities.

7.21 These reasons cannot be expected to account for the market sector to fully meet the shortfall in meeting the affordable HNDA estimate. If this was the case there would be no current housing waiting lists if the market housing could fully meet what could not be delivered by the affordable sector.

7.22 Based on the factors highlighted in this chapter, the SESplan member authorities agreed the number of market homes that will be delivered in the SESplan housing market area and each member authority over the period 2018-2030 (Table 7.2). The SESplan housing market area Housing Supply Target exceeds the SPP requirement to fully reflect the overall market need and demand for selected HNDA scenario (Wealth Distribution - 2,506 per annum).

Table 7.2 Agreed Market Housing Supply Targets 2018-2030

	Market Housing Supply Targets (Annual Average)	Market Housing Supply Targets (2018-2030 Total)	Annual Average Wealth Distribution HNDA Estimate 2018-2030	Annual Average Market Completions (2010-2015)
CEC	1,220	14,640	1,496	797
ELC	330	3,960	183	227
FC	605	7,260	347	509
MC	369	4,428	117	402
SBC	220	2,640	113	238
WLC	333	3,996	250	338
SESPLAN	3,077	36,924	2,506	2,509

7.23 Higher market Housing Supply Targets cannot be delivered in combination with the agreed affordable Housing Supply Targets due to infrastructure funding and environmental constraints. Delivery of housing is being restricted by education capacity and the ability to fund the require new schools and school expansion.

Market Housing Supply Targets 7

7.24 Setting higher market Housing Supply Targets than proposed would not be credible against the HNDA as they would not reflect future demand. Therefore they would remain undelivered and is therefore neither reasonable nor realistic.

7.25 Delivering the market Housing Supply Targets will be challenging over 12 period. To be achieved they will require a 22.5% increase over recent market completion rates in the SESplan area. Significant investment is required to overcome infrastructure constraints.

8 Demolitions

8 Demolitions

Demolitions

8.1 Housing Supply Targets are net figures, not gross. They are annual or period totals of the number of additional homes that are to be added to the existing supply. If there are planned or expected housing demolitions, then the number of homes demolished are subtracted from the number of new homes added to the supply to calculate the net additional completions. A housing proposal which demolishes 100 homes and then rebuilds 100 homes would contribute a net zero to the Housing Supply Target.

8.2 SPP and the agreed methodology allows for the market and affordable Housing Supply Targets to be lowered by the levels of planned demolitions or by historic trends of demolitions.

8.3 Each authority considered any planned demolitions and historic demolition trends. However, no authority considered these to be significant. None of the authorities had identified any significant housing demolition proposals. Therefore there has been no adjustment to the Housing Supply Targets set out in Chapters 6 'Affordable Housing Supply Targets' and 7 'Market Housing Supply Targets'.

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9 Agreed Housing Supply Targets

Housing Supply Targets Plan Period 2018-2030

9.1 The following combined Housing Supply Targets (Table 9.1) are based on the preceding justification are included in the SESplan Proposed Plan. Housing Supply Targets are shown as annual average figures and as 2018-2030 period totals. The Housing Supply Targets represent the SESplan Joint Committee view of the levels of additional housing to be developed in the SESplan housing market area and each member authority. The Housing Supply Targets are challenging yet reasonable and deliverable. Over the 12 year period The market Housing Supply Target properly reflects the HNDAs wealth distribution estimate of housing demand in the market sector.

Table 9.1 SESplan Housing Supply Targets 2018-2030

Area	Affordable Housing Supply Targets		Market Housing Supply Targets		Combined Housing Supply Targets	
	Annual Average	Period Total	Annual Average	Period Total	Annual Average	Period Total
City of Edinburgh	1,200	14,400	1,220	14,640	2,420	29,040
East Lothian	189	2,268	330	3,960	519	6,228
Fife	262	3,144	605	7,260	867	10,404
Midlothian	165	1,980	369	4,428	534	6,408
Scottish Borders	128	1,536	220	2,640	348	4,176
West Lothian	300	3,600	333	3,996	633	7,596
SESplan	2,244	26,298	3,077	36,924	5,321	63,852

9.2 The proposed Housing Supply Targets have been identified to align with the MIR preferred Spatial Strategy (supported by the majority of respondees and Scottish Government) that requires that City of Edinburgh to meet a comparatively greater proportion of housing need and demand than required by SDP1. City of Edinburgh’s Housing Requirement (2009-2024) from SDP1 Supplementary Guidance was 27% of the SESplan Housing Requirement. City of Edinburgh’s proposed Housing Supply Target is 45% of the overall SESplan Housing Supply Target and therefore a significant increase in relative contribution compared with first Strategic Development Plan adopted in 2013.

9.3 This re-profiling of SESplan housing delivery will deliver benefits in terms of reducing car commuting, journey times, carbon and nitrogen oxide emissions and locating new homes nearer to future employment. However, the proportion of this need and demand met in City of Edinburgh has been tempered by environmental impact and infrastucture capacity concerns in City of Edinburgh. City of Edinburgh could not have met its full affordable and market HNDAs estimates of need and demand. It is considered that the distribution of the Housing Supply Targets across the SESplan Housing Market Area meets this balance.

9 Agreed Housing Supply Targets

9.4 City of Edinburgh is prepared to meet a higher proportion of its own need and demand for new homes and this is reflected in the distribution of the Housing Supply Target. The strategy focuses the majority of new homes for each authority in settlements and other locations that are well served by public transport or walkable neighbourhoods.

9.5 The Housing Supply Targets are challenging compared to past delivery rates (Table 9.2). To achieve them will require a step change in completions resulting in a 35% increase above the average last five year completion rate. This will have to be achieved over a 12 year period. It is not expected to be met every year. Some years will be lower and other years will be higher. It is considered to be reasonable and deliverable over the 12 year period from 2018 to 2030.

Table 9.2 Housing Supply Targets Compared to Past Completions

	Combined Housing Supply Target Annual Average	Combined Annual Average Completions 2010-2015	Combined Annual Average Completions 2005-2015
City of Edinburgh	2,420	1,492	1,896
East Lothian	519	369	452
Fife	867	698	963
Midlothian	534	525	459
Scottish Borders	348	325	463
West Lothian	633	532	644
SESplan	5,321	3,940	4,876

9.6 The highest annual average increase in completions rate over a 12 year period achieved in Scotland was 3% compound increase achieved over a 12 year period between 1994 and 2002⁽¹²⁾. A similar level of compound annual average increase over 2014/15 completions (4,126) will be required over 12 years if the annual average Housing Supply Target between 2018-2030 of 5,321 additional dwellings is to be achieved.

2030-2038 Period

9.7 The SDP covers a 20 year period from adoption in 2018 to 2038. SPP requires the SDP to set Housing Supply Targets for the first 12 year period. It is not required to be as specific on housing delivery for the latter eight year period from 2030 to 2038.

9.8 The HNDA sets out estimates of housing need and demand up to 2038. To set Housing Supply Targets environmental and infrastructure considerations, resources, funding, housing completion rates and the capacity of the construction sector are also required to be considered. It has not been possible to fully consider these factors for the 2030-38 period, as there is no robust information to base decisions on housing delivery for the 2030's on. It is not reasonable to base decisions on future housing delivery into the 2030's on 2015 data, which does not fully project into the 2030's. Therefore

12 Using Scottish Government statistics for all tenure completions. No higher compound change in completions rate over 12 years has been achieved since 1979

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the SDP will not set out Housing Supply Targets for this period. The next SDP will set out Housing Supply Targets for the first five years of this period. They will be based on a new HNDA and an analysis of the relevant factors.

9.9 The SDP is still required to provide an indication of the scale housing required in the 2030-38 period. For the SESplan Housing Market Area and each of the member authorities, the total SESplan Housing Market Area Wealth Distribution estimate from the HNDA for the 2030-38 period (Table 4.5) has been used. In order to distribute this between the six SESplan member authorities, the same proportional distribution as the combined 2018-2030 Housing Supply Targets has been used. This distribution was based on the factors agreed in the methodology. Continuing with this distribution will match the long term Spatial Strategy of the SDP. Therefore in the absence of more robust information for the 2030-38 period, it is appropriate to continue the distribution trend from the previous period in order to continue to deliver and achieve the aims of the spatial strategy.

Table 9.3 Indicative Scale of Housing Required 2030-2038

Plan Area	2030-38 Housing Supply Target Distribution	Annual Average	Period Total
City of Edinburgh	45.5%	2,491	19,928
East Lothian	9.8%	534	4,274
Fife	16.3%	892	7,139
Midlothian	10.0%	550	4,397
Scottish Borders	6.5%	358	2,866
West Lothian	11.9%	652	5,212
SESplan	100%	5,477	43,816

9.10 The scale of housing required is a combined market and affordable figure. It has not been split into market and affordable, although 55% of the estimated need and demand for the 2030-2038 period is for affordable tenures. There is no reliable evidence on affordable housing funding for this period to inform setting a deliverable level of affordable housing. The total combined housing need and demand estimate is higher than the combined SESplan Housing Supply Target for 2018-30 and therefore to fully deliver that level of housing will require a further step-change in the rate of delivery of affordable housing.

10 Housing Land Requirements

10 Housing Land Requirements

10.1 Strategic Development Plans are also required to set out the generous level of housing land supply required to allow the Housing Supply Targets to be met. This is the Housing Land Requirement. The level of the Housing Land Requirement is calculated by adding a 10% to 20% generosity margin to the new built housing element of the Housing Supply Targets. The generosity margin applies to the combined Housing Supply Targets to give a single Housing Land Requirement for SESplan area and each member authority. Housing Land Requirements are not split into market and affordable.

Vacant Housing Returned to Occupation

10.2 SPP and the agreed methodology also allows for the Housing Supply Targets to be met by vacant housing returning to use as well as the construction of new homes. Due to vacancy turnover this is only achieved through by net reductions in the level of vacant housing. This is where the numbers of vacant homes returned to occupation exceeds the number of homes that become vacant.

10.3 Returning vacant homes to use has become a priority for Scottish Government and member authorities as a resource efficient way of increasing housing supply. Each authority considered their vacant housing programmes to identify whether they could be anticipated to contribute to meeting Housing Supply Targets. Whilst each authority is seeking a net reduction in vacant homes, there is no robust data yet available to indicate that this would be significant. Therefore the the generosity margin to calculate the Housing Land Requirement will apply to the full level of Housing Supply Targets.

Generosity Margin

10.4 The Combined Housing Supply Target is made up of both market and affordable delivery. Therefore the generosity margin should be informed by how both are delivered. Affordable housing delivery is related to level of resources, primarily finance to fund affordable housing delivery. Further availability of land for affordable housing above a 10% generosity level will not increase the likelihood affordable housing is delivered. Land for affordable housing is developed when affordable housing funding is available. Therefore decision on the generosity margin primarily relates to delivery of market housing.

10.5 As set out in Chapter 5, most likely outcome in terms of alternative HNDA futures is a position inbetween Steady Recovery and Wealth Distribution. However, for the purposes of meeting SPP requirements, market Housing Supply Targets fully reflect and exceed the Wealth Distribution alternative future. Therefore the market Housing Supply Targets are informed by estimates of market demand that are higher than what may occur over the 12 year period from 2018-2030. The Housing Supply Targets are based on an optimistic alternative future and market Housing Supply Targets exceed the associated market demand to help meet come of the shortfall in meeting affordable need. As there is this inbuilt generosity and optimistic assumption within the Housing Supply Targets, it is determined that a 10% generosity margin has the most robust justification. It will be applied equally over the single SESplan HMA and its constituent member authorities.

10.6 A 10% margin is sufficient to allow the Housing Supply Target to be achieved. A 20% margin for the Housing Land Requirement would be unlikely to result in any greater likelihood of the combined Housing Supply Targets, with there implicit generosity to be delivered. The viability of allocated land could be undermined by an over-supply of land. Therefore table 10.1 sets out the agreed Housing Land Requirements using a 10% margin.

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Table 10.1 SESplan Housing Land Requirements 2018-30

Area	Combined Housing Supply Targets		Housing Land Requirements	
	Annual Average	Period Total	Annual Average	Period Total
City of Edinburgh	2,420	29,040	2,662	31,944
East Lothian	519	6,228	571	6,851
Fife	867	10,404	954	11,444
Midlothian	534	6,408	587	7,049
Scottish Borders	348	4,176	383	4,594
West Lothian	633	7,596	696	8,356
SESplan	5,321	63,852	5,853	70,237

11 Land Supply Implications

11 Land Supply Implications

11.1 SESplan and the member authorities have been allocating generous levels of housing land to meet the housing requirements of the SDP approved in 2013 and the subsequent SESplan Housing Land Supplementary Guidance. The capacity of these allocations, in addition to existing land supply from sites with planning consent and previous Local Plan allocations, results in SESplan having a significant level of identified housing land.

11.2 The SDP is required to set out the amount and broad locations of additional housing land which should be identified in local development plans to meet the Housing Land Requirement up to year 12 from the expected year of plan approval (2018)⁽¹³⁾. This housing land is in addition to current housing land supplies. In order to broadly identify the amount of additional land required to be allocated in future LDPs, the SDP is required to identify what the estimated capacity of the supply of housing land will be for the 2018 to 2030 period.

11.3 The data set out in tables 11.1 and 11.2 are the best available estimates of what land supply will be available over the 2018-2030 period based on current information. A full definition of each row is set out after the tables. The Estimated Land Supply at 2018 is calculated using the formula $H = A+B+D+F-G$. This is then compared against the Housing Land Requirements to indicate whether there is a surplus or deficit. The scale of any deficit indicates the potential scale of additional housing that may be required to be identified in the LDP. However, this is only an indication. For all SESplan member authorities, the level of additional housing land to be identified in LDPs will be dependant on land supplies at the time of LDP preparation. The information here is presented as a guide as to what the level of additional housing land might be.

Table 11.1 Land Supply Estimates at 2018 - City of Edinburgh, East Lothian & Fife

	City of Edinburgh	East Lothian	Fife
A. Effective Land Supply	21,803	4,698	19,322
B. Emerging LDP	2,943	5,675	
C. Constrained Sites	8,907	873	3,352
D. Constrained Expected to Become Effective	5,045	873	503
E. Windfall Allowance (Annual)	420		140
F. Windfall Allowance 2018-2030	5,040	209	1,680
G. Estimated Completions 2015-2018	5,664	1,077	1,917
H. ESTIMATED LAND SUPPLY	29,167	11,378	19,588
I. HOUSING LAND REQUIREMENT	31,944	6,851	11,444
J. DIFFERENCE	-2,777	+4,527	+8,144

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Table 11.2 Land Supply Estimates at 2018 - Midlothian, Scottish Borders, West Lothian & SESplan

	Midlothian	Scottish Borders	West Lothian	SESplan
A. Effective Land Supply	9,883	4,844	13,350	73,900
B. Emerging LDP	5,142	1,598	3,996	20,354
C. Constrained Sites	145	2,357	7,607	23,241
D. Constrained Expected to Become Effective		2,357	7,607	16,385
E. Windfall Allowance (Annual)				
F. Windfall Allowance 2018-2030		1,464		8,393
G. Estimated Completions 2015-2018	1,788	843	2,085	13,374
H. ESTIMATED LAND SUPPLY	13,237	9,420	22,868	105,658
I. HOUSING LAND REQUIREMENT	7,049	4,594	8,356	70,238
J. DIFFERENCE	+6,188	+4,826	+14,512	+35,420

A Effective Land Supply - Capacity of housing land allocated or permitted for housing, which is free of all constraints that would prevent development. Data is taken from each member authority's most recent Housing Land Audit (HLA). For all authorities except West Lothian, this uses data from HLA 2015. At the time of preparation, West Lothian had not finalised their HLA 2015 but draft data from it was included.

B Emerging LDP - Capacity of housing land being allocated for housing in emerging LDPs that is not included in the most recent HLA. For Scottish Borders this also includes the 916 dwellings that the the council is expected to identify land for in Supplementary Guidance within one year of adoption of the Scottish Borders LDP (adopted May 2016).

C Constrained Sites - Capacity of housing sites that are not currently developable for housing due to a range of constraints. These sites are not considered effective. Current constraints include ownership, physical (e.g. slope, aspect, stability, flood risk, access), contamination, deficit funding, marketability, infrastructure and land use. These constraints may be overcome and the land may become effective over the life of the plan.

D Constrained Expected to Become Effective - Capacity of constrained sites whose constraints are expected to be overcome, therefore becoming effective and allowing them to contribute towards meeting the Housing Land Requirement for the 2018-2030 period.

E & F Windfall Allowance - Windfall is defined as sites which become available for development unexpectedly during the life of the development plan and so are not identified individually in the plan. SPP paragraph 117 allows the Housing Land Requirement to be met from a number of sources, including windfall development, where evidenced: "*Any assessment of the expected contribution to*

11 Land Supply Implications

the housing land requirement from windfall sites must be realistic and based on clear evidence of past completions and sound assumptions about likely future trends". Where capacity has been included, it is based on windfall allowances used to support adopted or emerging LDPs. It is shown as both an annual and 2018-2030 period total.

G Estimated Completions - As data is presented from a HLA 2015 base, it is necessary to subtract an estimate for completions for the three years between 1 April 2015 and 31 March 2018. For Edinburgh, the HLA 2015 data had been used for estimates of completions in the financial years 2015-16, 2016/17, 2017/18. This is because previous estimates have been close to the actual level of completions. For other authorities, their HLA estimates for future years represent land available that could come forward rather than an accurate prediction of completions. Therefore for all other authorities an average of the last two years completions⁽¹⁴⁾ has been used to estimate completions over the three years from 2015 to 2018.

H Estimated Land Supply - The estimated level of land supply available in the 2018-2030 period is based on the total capacity of the current effective supply plus emerging LDP sites plus constrained sites expected to come forward plus windfall. 2015 to 2018 completions are then subtracted from this. This is expressed as $H = A + B + D + F - G$.

I Housing Land Requirement - The Housing Land Requirements for the 2018-2030 period included in the SDP, as set out in Chapter 10 'Housing Land Requirements'.

J Difference - Result of the subtraction of the Estimated Land Supply from the Housing Land Requirement. A negative figure shows a potential deficit in housing land indicating that further allocations may be necessary. A positive figure shows a surplus indicating further allocations may not be required.

11.4 In summary there is a deficit against the estimate level of supply in Edinburgh. Therefore an additional 2,777 homes may be required in the Edinburgh LDP to fully meet the Housing Land Requirement up to 2030. In all other areas, it is estimated that there will be a surplus of housing land. Therefore further allocations in LDPs may not be required to fully meet Housing Land Requirements up to 2030.

11.5 Housing land surpluses will be required as longer term growth opportunities to provide housing land into the 2030's. Housing Supply Targets and Housing Land Requirements for this period will be set out in the next SDP.

Policy and Guidance A

Appendix A Policy and Guidance

A.1 The key relevant sections of each policy and guidance document are set out below. Note that only documents which were fully adopted policy or guidance when the Main Issues Report and Proposed Plan were being prepared are included here.

A.2 The most important points have had emphasis added.

Scottish Planning Policy

A.3 Scottish Planning Policy (SPP) sets out the requirements for Strategic Development Plans on housing matters.

SPP

30 Development plans should.....be consistent with the policies set out in this SPP, including the presumption in favour of development that contributes to sustainable development.

109 □ National Planning Framework 3 (NPF3) aims to facilitate new housing development, particularly in areas within our cities network where there is continuing pressure for growth, and through innovative approaches to rural housing provision. **House building makes an important contribution to the economy. Planning can help to address the challenges facing the housing sector by providing a positive and flexible approach to development.** In particular, provision for new homes should be made in areas where economic investment is planned or there is a need for regeneration or to support population retention in rural and island areas.

110 □ The planning system should.... 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.

112 □ Planning for housing should be undertaken through joint working by housing market partnerships, involving both housing and planning officials within local authorities, and cooperation between authorities where strategic planning responsibilities and/or housing market areas are shared, including national park authorities.

113 □ Plans should be informed by a robust housing need and demand assessment (HNDA), prepared in line with the Scottish Government's HNDA Guidance. This assessment provides part of the evidence base to inform both local housing strategies and development plans (including the main issues report).

115 □ Plans should address the supply of land for all housing. **They should set out the housing supply target (separated into affordable and market sector) for each functional housing market area, based on evidence from the HNDA.**

115 □ **The housing supply target is a policy view of the number of homes the authority has agreed will be delivered in each housing market area over the periods of the development plan and local housing strategy, taking into account wider economic, social and environmental factors, issues of capacity, resource and deliverability, and other important requirements such as the aims of National Parks.**

115 - **The target should be reasonable, should properly reflect the HNDA estimate of housing demand in the market sector, and should be supported by compelling evidence.**

A Policy and Guidance

116 □ **Within the overall housing supply target, plans should indicate the number of new homes to be built over the plan period. This figure should be increased by a margin of 10 to 20% to establish the housing land requirement**, in order to ensure that a generous supply of land for housing is provided. The exact extent of the margin will depend on local circumstances, but a robust explanation for it should be provided in the plan.

117 □ The housing land requirement can be met from a number of sources, most notably sites from the established supply which are effective or expected to become effective in the plan period, sites with planning permission, proposed new land allocations, and in some cases a proportion of windfall development. Any assessment of the expected contribution to the housing land requirement from windfall sites must be realistic and based on clear evidence of past completions and sound assumptions about likely future trends. In urban areas this should be informed by an urban capacity study.

118 □ **Strategic development plans should set out the housing supply target and the housing land requirement for the plan area, each local authority area, and each functional housing market area. They should also state the amount and broad locations of land which should be allocated in local development plans to meet the housing land requirement up to year 12 from the expected year of plan approval, making sure that the requirement for each housing market area is met in full. Beyond year 12 and up to year 20, the strategic development plan should provide an indication of the possible scale and location of housing land, including by local development plan area.**

119 □ Local development plans in city regions should allocate a range of sites which are effective or expected to become effective in the plan period to meet the housing land requirement of the strategic development plan up to year 10 from the expected year of adoption.

127 □ Where the housing supply target requires provision for affordable housing, strategic development plans should state how much of the total housing land requirement this represents.

National Planning Framework 3

A.4 The National Planning Framework (NPF) is the framework for the spatial development of Scotland as a whole. It sets out the Government's development priorities over the next 20-30 years. The key related sections are set out below (emphasis added).

NPF3

2.18 But throughout, there will be a need to ensure a generous supply of housing land in sustainable places where people want to live, providing enough homes and supporting economic growth.

Edinburgh and South East Scotland Place Statement – A planned approach is required to ensure development needs are met, whilst taking into account existing and future infrastructure capacity. Led by SESplan, we wish to see greater and more concerted effort to deliver a generous supply of housing land in this area.

Edinburgh and South East Scotland Place Statement – the longer-term spatial strategy for delivering housing land will need to acknowledge and address the region's infrastructure constraints.

Policy and Guidance A

Housing Need and Demand Assessment Manager's & Practitioner's Guides

A.5 These documents inform about the preparation and use of HNDAs, including their role in informing Housing Supply Targets. The key related sections are set out below (emphasis added).

HNDA Managers Guide

9.1 □ The HNDA provides the evidence on which an Housing Supply Target(s) is based. **While it is expected that there is a clear alignment between the HNDA and the Housing Supply Target the two are not the same and are therefore not expected to match.**

9.2 □ The Housing Supply Target will take the HNDA as its starting point, **but will consider policy and practical considerations to reach a view on the level of housing that can actually be delivered over a defined period.**

9.3 □ **The HNDA gives a statistical estimate of how much additional housing is required, whereas the Housing Supply Target gives an estimate of how much additional housing can be actually be delivered by authorities.**

9.4 □ **The Housing Supply Target is NOT part of the HNDA process.**

11.1 □ HNDAs should be undertaken every 5 years and be capable of looking forward 20 years from the year of plan approval. Once considered robust and credible by the Scottish Government Centre for Housing Market Analysis (CHMA) there is no requirement to revisit the assessment within the 5 year period.

13.1 □ The Housing Supply Target is the next stage of the housing planning process AFTER the HNDA. The Housing Supply Target feeds into both LHSs and Development Plans. It sets out the estimated level of additional housing that can actually be deliverable, on the ground, over the period of the plan. The Housing Supply Target represents a policy interpretation of the HNDA and therefore should be considered separately to the HNDA.

13.2 □ Local authority housing and planning departments should work together to jointly agree the Housing Supply Target which in turn should be agreed by all strategic and local authority interests in the HMP, to ensure consistency to delivery across local authority and housing market boundaries.

13.3 □ In SDP areas it will be particularly important to ensure that Housing Supply Target figures have been developed and agreed jointly by planning and housing interests at both the local and strategic authority level.

13.4 □ In setting and agreeing the Housing Supply Target, authorities should give full consideration to those factors which may have a material impact on the pace and scale of housing delivery such as:

- **economic factors which may impact on demand and supply**
- **capacity within the construction sector**
- **the potential inter□dependency between delivery of market and affordable housing at the local level**
- **availability of resources**
- **likely pace and scale of delivery based on completion rates**
- **recent development levels**

A Policy and Guidance

- **planned demolitions**
- **planned new and replacement housing or housing brought back into effective use.**

13.5 □ **Consideration of these factors could result in a Housing Supply Target figure which may be lower or higher than the housing estimate in the HNDA.**

13.7 □ The Housing Supply Target should cover all tenures and set out the expected broad split between market and affordable housing. In reaching a view about this tenure split, partnerships will want to consider the outputs from the HNDA tool alongside other practical and delivery considerations including pressure on existing stock.

13.8 The Housing Supply Target should normally be expressed over a period of 5, 10 and 20 years in line with the planning timeframes associated with LHS and Local Development Plans.

13.9 However in SDP areas the Housing Supply Target should be capable of being expressed at a 12 and 20 year timeframe within the MIR and SDP and at 5, 10 and 20 year timescales in the subsequent LDP and LHS.

HNDA Practitioner's Guide

What HNDAs are Designed to do □ The housing need/demand estimates derived from HNDAs are subsequently refined in the Housing Supply Target . **Several factors such as housing policies, available finance and capacity of the construction sector are used to translate the HNDA estimates into the Housing Supply Target.**

1.15 □ Future need is mainly driven by future household formation (projections). By its very nature this has to be met through the provision of additional housing units. This is what the HNDA Tool outputs. Most additional housing units will be delivered through new build, but delivery should also be considered through changes in housing stock such as conversions and bringing empty properties back into use. The amount and type of additional units that need to be delivered is decided in the Housing Supply Target.

Local Housing Strategy Guidance

A.6 Produced to inform the preparation of LHSs. The key related sections are set out below (emphasis added).

Local Housing Strategy Guidance

7.1 A local authority's ability to provide housing of the right types in the right places, to meet the needs of the population is fundamental to the LHS. Local authorities should undertake an assessment of housing need and demand and **informed by this evidence, set a Housing Supply Target. In doing so, local authorities should consider the role, capacity and mechanisms available to its housing association partners, the private sector as well as its own ability to meet the need and demand of its population within its LHS.**

7.6 Local authorities, as both the statutory housing and planning authority, are responsible for assessing housing requirements, ensuring a generous supply of housing land and enabling the delivery of the both market and affordable housing. This section of the LHS should be consistent with and complement the local authority's Local Development Plan.

Policy and Guidance A

7.7 Housing and planning authorities should continue to work closely together to take forward the processes that underpin effective housing planning and the delivery of strong local housing outcomes.

7.8 Central to the processes is the agreement of a Housing Supply Target, which should be set out clearly in the LHS.

7.9 The Local Housing Strategy should draw on the findings of the HNDA to inform its approach to housing investment and delivery. The LHS should set out clearly the local authority's view of the type and level of housing to be delivered over the period of the plan in its Housing Supply Target. **The Housing Supply Target set out in the LHS should be broadly consistent with the Housing Supply Target set out in the development plan.**

7.10 In setting and agreeing the Housing Supply Target, authorities should give full consideration to those factors which may have a material impact on the pace and scale of housing delivery such as:

- economic factors which may impact on demand and supply in particular parts of the area
- capacity within the construction sector
- the potential inter-dependency between delivery of market and affordable housing at the local level
- availability of resources
- likely pace and scale of delivery based on completion rates
- recent development levels
- planned demolitions
- planned new and replacement housing or housing brought back into effective use.

7.11 The Housing Supply Target should be split by market and affordable housing and expressed at both local authority and functional housing market area.

7.12 Those local authorities covering a large geographic area or those with distinct submarket areas may wish to set out a Housing Supply Target at sub-housing market area.

B Housing Need and Demand Assessment Data

Appendix B Housing Need and Demand Assessment Data

B.1 Chapter 4 'Methodology for Setting Housing Supply Targets' paragraphs 4.5 to 4.7 sets out the agreed approach to using the HNDA alternative future estimates for the SDP 12 year and 8 year periods. Annual averages of the 2012 to 2030 estimates were used to calculate estimates for the 12 year period 2018 to 2030. The exact HNDA estimates will be used for the eight year 2030 to 2038 period.

B.2 Tables of sub-housing market area HNDA estimates are set out in [HNDA Supporting Document 4 Final Analysis of Need and Demand at Sub Housing Market Area Level](#). Data for the both the 2010 based and 2012 based alternative futures is presented. For the purposes of setting Housing Supply Targets, only the 2012 based estimates will be used for reasons set out in paragraphs 3.11 and 3.12. Each row of each table represents the additional housing need and demand in an individual year from 2012 up to 2038. The columns break down the estimates of need and demand into the four broad tenure categories - Social Rent, Below Market Rent, Private Rental Sector and Owner Occupied.

B.3 The following four step process was used to sort the data from the [HNDA Supporting Document 4](#):

1. Combined data at member authority and SESplan Housing Market Area level
2. Combined tenures into market and affordable
3. Sort relevant years for 12 and 8 year plan periods
4. Calculate annual average for 2012-2030 estimates for use in 12 year period.

Step 1

B.4 Table B.1 below sets out a key of the tables of sub-housing market area level that were combined from [HNDA Supporting Document 4](#) to set out estimates at SESplan member authority level for each of the 2012 based alternative futures. The totals from each authority are combined for SESplan Housing Market Area estimates.

Table B.1 HNDA Estimate Tables Used

Authority	'Steady Recovery'	'Wealth Distribution'	'Strong Economic Growth'
City of Edinburgh	CEC06	CEC07	CEC08
East Lothian	EL16, EL17, EL18	EL19, EL20, EL21	EL22, EL23, EL24
Fife	FS11, FS12	FS13, FS14	FS15, FS16
Midlothian	M11, M12	M13, M14	M15, M16
Scottish Borders	SB21, SB22, SB23, SB24	SB25, SB26, SB27, SB28	SB29, SB30, SB31, SB32
West Lothian	WL16, WL17, WL18	WL19, WL20, WL21	WL22, WL23, WL24

Step 2

Housing Need and Demand Assessment Data B

B.5 The social rent estimates and below market rent estimates for each individual year were then combined to set out the affordable estimate for each year. The private rented sector and owner occupied estimates were combined to set out the market estimate for each year.

Step 3

B.6 Estimates for each individual year from 2012 up to and including 2030 were combined. These are set out in Tables B.2, B.3 and B.4 under Step 4. Estimates for each individual year from 2031 up to an including 2038 were combined. These combined estimates were used for the 2030-38 period set out in Tables 4.4, 4.5 and 4.6.

Step 4

B.7 The data for step 4 is shown in Table B.2, B.3 and B.4 for each of the alternative futures. An annual average figure of the total 2012 to 2030 estimate for market and affordable need and demand was calculated. This is the total in Column A divided by the 19 individual years. The annual average is then shown in Column B. This annual average is then used as the annual average need and demand for the 2018-2030 period.

B.8 To calculate the 2018-2030 period need and demand for each scenario, the average figures in Column B are multiplied by the 12 years in the 2018-2030 period. The total is then set out in Column C.

Table B.2 Steady Recovery Estimates

	Affordable			Market		
	A. 2012-2030 Total	B. 2012-2030 Annual Average	C. Estimate 2018-2030 Period Total	A. 2012-2030 Total	B. 2012-2030 Annual Average	C. Estimate 2018-2030 Period Total
City of Edinburgh	40,586	2,136	25,633	21,796	1,147	13,764
East Lothian	6,391	336	4,032	3,406	179	2,148
Fife	7,187	378	4,536	5,110	269	3,228
Midlothian	5,627	296	3,552	2,123	112	1,344
Scottish Borders	2,432	128	1,536	1,422	75	900
West Lothian	6,475	341	4,092	4,184	220	2,640
SESplan	68,698	3,615	43,381	38,041	2,002	24,024

B Housing Need and Demand Assessment Data

Table B.3 Wealth Distribution Estimates

	Affordable			Market		
	2012-2030 Total	2012-2030 Annual Average	Estimate 2018-2030 Period Total	2012-2030 Total	2012-2030 Annual Average	Estimate 2018-2030 Period Total
City of Edinburgh	45,819	2,412	28,944	28,423	1,496	17,952
East Lothian	7,027	370	4,440	3,484	183	2,196
Fife	8,676	457	5,484	6,602	347	4,164
Midlothian	6,180	325	3,900	2,223	117	1,404
Scottish Borders	3,126	165	1,980	2,151	113	1,356
West Lothian	7,223	380	4,560	4,752	250	3,000
SESplan	78,051	4,109	49,308	47,635	2,506	30,072

Table B.4 Strong Economic Growth Estimates

	Affordable			Market		
	2012-2030 Total	2012-2030 Annual Average	Estimate 2018-2030 Period Total	2012-2030 Total	2012-2030 Annual Average	Estimate 2018-2030 Period Total
City of Edinburgh	50,556	2,661	31,932	36,303	1,911	22,932
East Lothian	7,229	380	4,560	4,184	220	2,640
Fife	9,915	522	6,264	8,121	427	5,124
Midlothian	6,128	323	3,876	2,572	135	1,620
Scottish Borders	3,783	199	2,388	2,947	155	1,860
West Lothian	7,216	380	4,560	6,020	317	3,804
SESplan	84,827	4,465	53,580	60,147	3,165	37,980

Glossary C

Appendix C Glossary

Glossary

Term	Description
Affordable Housing	Housing of reasonable quality that is affordable to people on modest incomes.
Allocation	Land identified in a local development plan for a particular use.
Below Market Rent housing products	Housing options available at a cost below full market value to meet an identified need.
City Deal	Funding mechanism in which contributions and risks are shared between councils and central government and across sectors, based on the improved performance of the regional economy.
Development Plan	A document setting out how places should change and what they could be like in the future. It stipulates what type of development should take place and where should not be developed.
Effective Land Supply	The part of the established housing land supply which is free or expected to be free of development constraints in the period under consideration.
Established Land Supply	The total housing land supply including the effective housing land supply plus 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.
Green Belt	Area of countryside around cities or towns which aims to prevent urban sprawl and inappropriate development.
Greenfield Land	Land in a settlement or rural area which has never been developed, or where traces of any previous development are now such that the land appears undeveloped.
Housing Demand	Quantity and type/quality of housing which households wish to buy or rent and are able to afford
Housing Land Requirement	Generous capacity of land for housing required to be made available in Local Development Plans. For SESplan it is set at 110% of the Combined Housing Supply Target.
Housing Market Area	Geographical space in which people will search for housing and within which they are willing to move while maintaining existing economic and social relationships.

C Glossary

Term	Description
Housing Need and Demand Assessment (HNDA)	The evidence used as a basis for identifying future housing requirements to ensure suitable land is allocated through development plans.
Housing Market Areas	Geographical spaces in which people will search for housing and within which they are willing to move while maintaining existing economic and social relationships.
Housing Market Partnership	A group of local authorities and relevant organisations working jointly to plan for housing within a housing market area
Housing Need	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 Need and Demand Assessment (HNDA)	The evidence used as a basis for identifying future housing requirements to ensure suitable land is allocated through development plans.
Housing Supply Target	a policy view of the number of homes the authority has agreed will be delivered in each housing market area over the periods of the development plan and local housing strategy, taking into account wider economic, social and environmental factors, issues of capacity, resource and deliverability, and other important requirements such as the aims of National Parks. The target should be reasonable, should properly reflect the HNDA estimate of housing demand in the market sector, and should be supported by compelling evidence.
Infrastructure	Public transport, roads, sewerage, water supply, schools, gas, electricity, telecommunications etc. which are needed to allow developments to take place.
Market Housing	Private housing for rent or sale, where the price is set in the open market.
New Build Shared Equity	Enables RSL's and private developers to build or buy new homes for sale on a shared equity basis, with purchasers buying a majority stake of the equity depending on income
Open Market Shared Equity	Operates on similar principles to New Build Shared Equity, enabling eligible purchasers to acquire a property in the second hand market
Prudential Borrowing	The set of rules governing local authority borrowing.
Strategic Development Areas	Areas identified under SDP1 of being capable of accommodating strategic growth.
Scottish Planning Policy (SPP)	A statement of the Scottish Government's approach to land use planning

Glossary C

Term	Description
Windfall	A site which becomes available for development during the plan period which was not anticipated to be available when the plan was being prepared



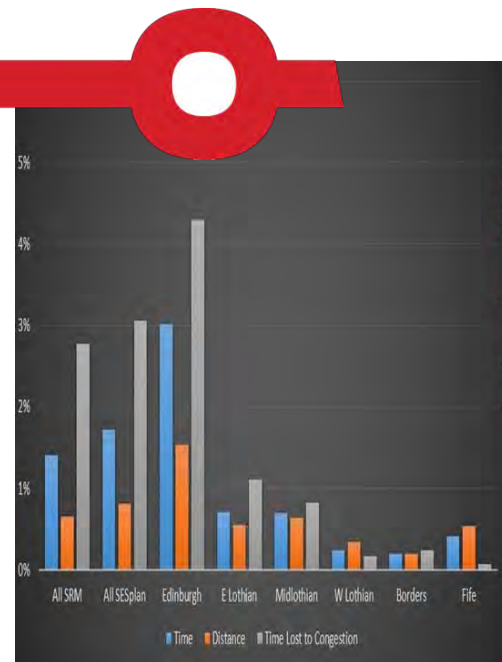
SESplan Strategic Development Plan

09/06/2016

Reference number 103914 12



SDP2 TRANSPORT APPRAISAL



SESPLAN STRATEGIC DEVELOPMENT PLAN

SDP2 TRANSPORT APPRAISAL

IDENTIFICATION TABLE

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EXECUTIVE SUMMARY

Summary

In February 2016 SESplan commissioned a Transport Appraisal of the second Strategic Development Plan for South East Scotland, the SDP2 Transport Appraisal (SDP2TA), to inform the Proposed Plan stage. This study was additional to a Cross Boundary Study (CBS) commenced in 2014 by Transport Scotland and expected to report in September 2016.

The CBS examined the likely traffic impacts generated by developments to 2024 as set out in existing and emerging Local Development Plans written in line with the first Strategic Development Plan for South East Scotland (SDP1). The SDP2TA focuses on the additional impacts over those identified in the CBS. The level of development in the CBS is similar or higher for all SESplan authorities except for Edinburgh. The additional impacts in the SDP2TA result from:

- continued Edinburgh windfall housing development post CBS;
- continued Edinburgh build out of SDP1 related housing sites post CBS; and
- potential development of 2,400 homes at the International Business Gateway (IBG).

The housing associated with these three factors account for the difference between the housing inputs to the CBS housing inputs for Edinburgh and the SDP2 Housing Supply Targets (HST).

The assessment highlights that there are journey time and congestion impacts in West, Central and North Edinburgh as a result of the additional housing inputs. The assessment recommends, in broad terms, outline interventions that could accommodate and mitigate the impacts of the increased movement demand in Edinburgh.

Approach

An appraisal of the transport impacts of the additional housing build out was undertaken using the SESplan Regional Model (SRM12). The SRM12 model was recently updated during the preliminary stages of the CBS. The model updates included planning and development input data to the Transport Economic and Land use Model of Scotland (TELMoS), and the public transport and road assignment models. Preliminary findings are now emerging from the on-going CBS study and the final report is due in autumn 2016. The process undertaken is shown in Figure 1.

The build out figures for Edinburgh, used as the basis of the SDP2TA appraisal, are 13,621 units higher than the figures used as the basis of the CBS and did not assume any increase in employment land additional to the figures assumed for the purposes of CBS. This is because the CBS study includes a level of employment land build out that SESplan consider is optimistic when compared against recent trends, one of the reasons why the Proposed Plan does not identify a requirement for further strategic employment land.

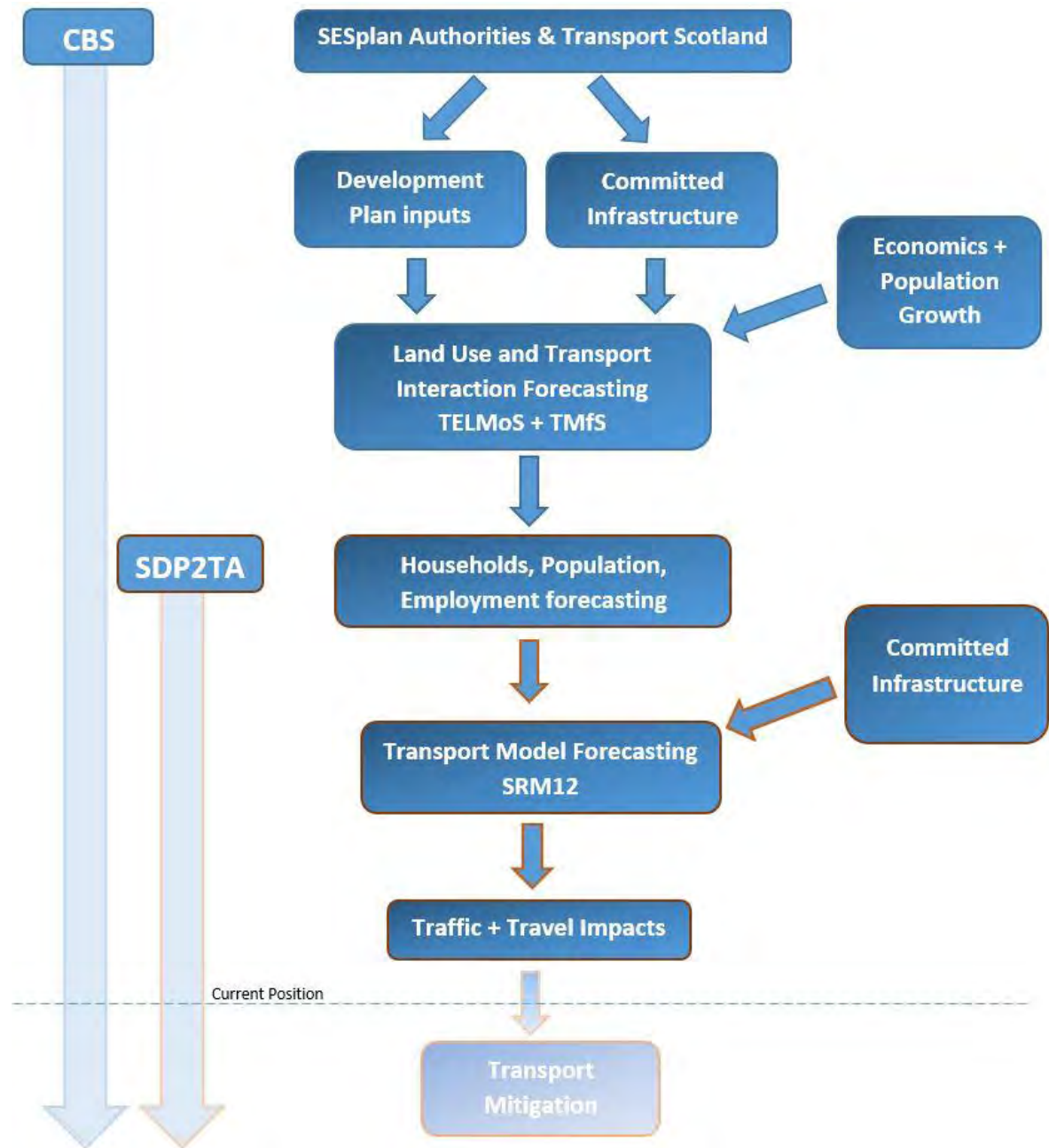


Figure 1. Modelling Procedure to Develop SDP2 Transport Mitigation Measures

Key Impacts

The impacts of the delivery of the additional housing build out in Edinburgh were evaluated using a range of measures, with particular focus on the change in flows and change in capacity (the change in delays and journey times largely reflected these

changes). A series of figures were prepared to show the location of the key changes in these measures on the roads within Edinburgh and the surrounding areas. Overall:

- strategic impacts are widely distributed and relatively minor;
- the total network journey distance by vehicle kilometres and travel time are forecast to increase by an average of 1% in the peak periods;
- the increase in time lost due to congestion was 3%, indicating that areas of the network are close to or at capacity;
- transport impacts occur both locally at the development locations and on the suburban network as well as at a strategic level at recognised constraints within the key strategic road network;
- localised impacts can be significant and the impacts in the vicinity of the proposed developments in north Edinburgh, at the IBG and Maybury, along A8 and in west Edinburgh are considerable;
- the additional housing build out in Edinburgh gives rise to small increases in flows at many locations compared with findings to date from the CBS outputs;
- the highest level of increase in flows are associated with areas to the north of Edinburgh, Ferry Road, west of Edinburgh and along the city bypass (specifically A8, M8, A71, A90, M9, A720 and north Edinburgh in vicinity of Leith and Ferry Road);
- the most significant increase in flow relative to capacity along one or more junction approach occurs along the A8 and at junctions in North Edinburgh;
- for those junctions where one or more approach is forecast to be at capacity in CBS, additional traffic demand for the SDP2TA is forecast at A8 (Newbridge to Gogar), A71 Calder Road, A720 and Queensferry Crossing and at Newbridge, Gogar, Maybury, Barnton and Hermiston Gait; and
- traffic demand at a number of junction approaches along the A8 and A720 in the vicinity of Gogar are forecast to increase and exceed capacity.

Potential Mitigation

Potential measures that could be considered to mitigate the impacts identified by the SDP2TA were identified by reviewing existing transport proposals and opportunities. The list below is tentative and recognises that new transport options will not be identified in any detail until the CBS options emerge. The review identified the following potential mitigation measures:

- Extensions to Edinburgh tram
- Public Transport Action Plan and Active Travel Strategy
- South Suburban Line passenger services
- North Edinburgh Transport Action Plan

- Travel demand management plan
- Development of public transport hubs
- Capacity enhancements to IBG access junctions along A8
- Widening of A8 and bus priority measures
- Walking and cycling connections to the new Edinburgh Gateway station
- Upgrade of Barnton junctions
- Capacity enhancements to Maybury junctions
- Optimised signals strategy
- South Queensferry capacity enhancements including Builyeon Road
- Eastfield airport road improvements and Gogar link road

1. INTRODUCTION

1.1 Background

- 1.1.1 The SEStran Regional Model 2012 (SRM12) is a strategic transport model that is capable of modelling travel demand and choice of mode of transport for public and private transport (including car, goods vehicles bus, rail and tram) throughout the area of South East of Scotland, including the SESplan authorities. The model forecasts changes in travel movements and can provide information to enable an appraisal to be undertaken of the impact of these on the transport network.
- 1.1.2 An appraisal known as the Cross Boundary Study (CBS) is currently being undertaken using SRM12 to identify the impact of the 2013 SESplan Strategic Development Plan (SDP1) and subsequent Local Development Plans. It will assess points of stress within the highway network and identify potential mitigation measures.
- 1.1.3 In February 2016 SYSTRA were appointed by SESplan to undertake a Transport Appraisal of the second Strategic Development Plan for South East Scotland, the SDP2 Transport Appraisal (SDP2TA), to inform the Proposed Plan stage.
- 1.1.4 The objective of SDP2TA is to identify the potential transport impacts associated with the delivery of the additional housing build out in Edinburgh to meet Housing Supply Targets (HSTs) in the Proposed SDP2. Due to the level of development associated with existing housing sites and those in emerging LDPs, the CBS models the impacts of house building levels for the other five SESplan members' authorities that is greater than the level of housing build out to meet the proposed HSTs to 2030 in SDP2. Therefore the SDP2 appraisal only examined the additional impact as a result of development in Edinburgh.
- 1.1.5 The CBS study is based on the forecasts of the build out of land allocated or permitted by the SESplan member authorities in early 2015. This included housing sites from previous plans and emerging LDPs. The CBS study is focussing specifically on the impacts caused by cross local authority boundary movements on the transport network. The modelling process undertaken is shown in Figure 2.

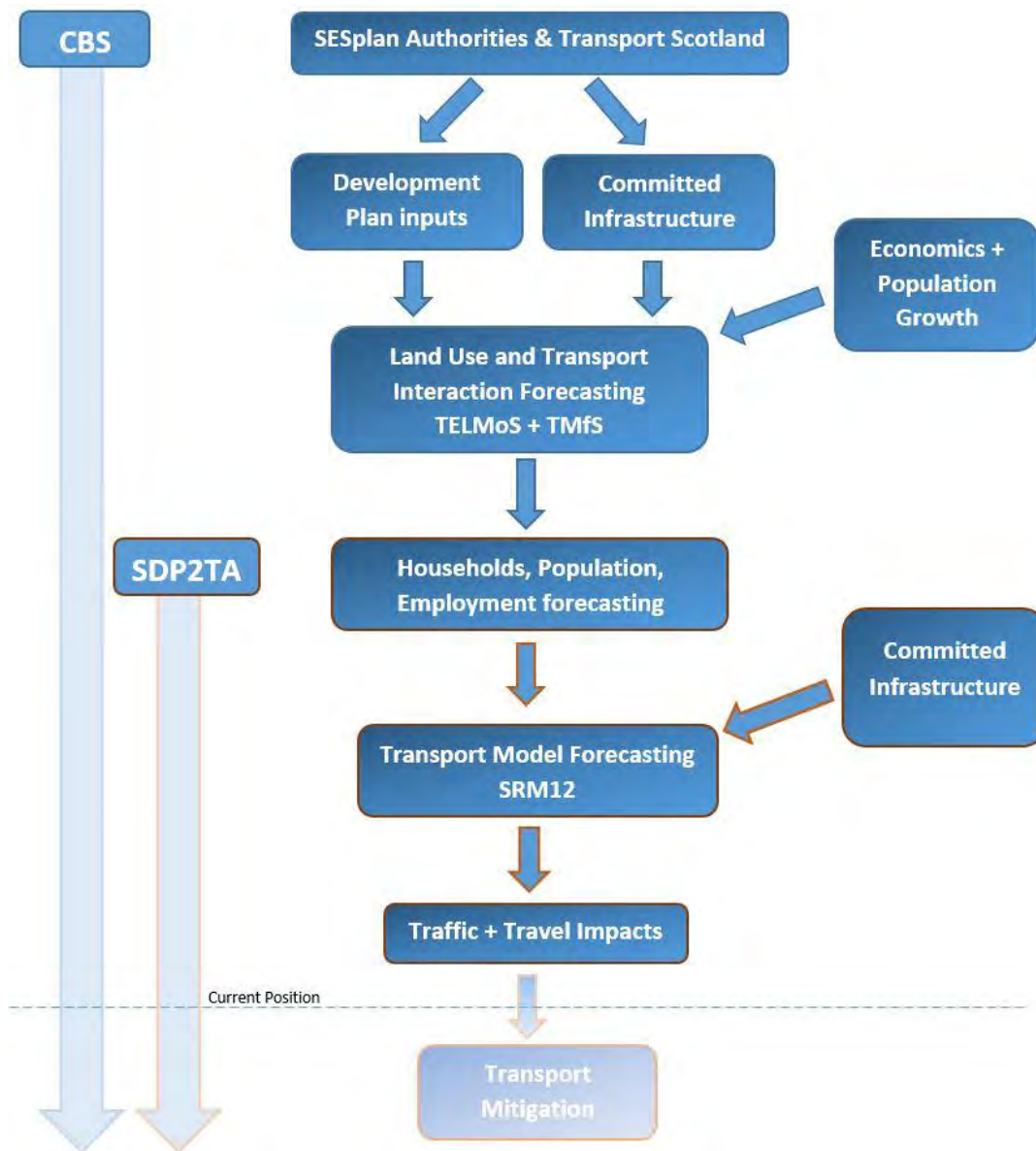


Figure 2. Modelling Procedure to Develop SDP2 Transport Mitigation Measures

1.2 SDP2 Approach

- 1.2.1 The objective of SDP2TA is to deliver a Transport Appraisal of the impact additional housing required in Edinburgh to meet the Housing Supply Targets 2018-2030 relative to the level of development in the CBS. This will inform the SESplan Strategic Development Plan (SDP2) Proposed Plan stage. The appraisal considers impacts through the analysis of key indicators e.g. identifying pressure points, change in travel demand,

growth etc. - highlighting where impacts create new areas of concern compared to the CBS.

- 1.2.2 A longer term land use plan has been developed (based on the CBS), which reflects the proposed additional housing build out to meet the SDP2 HST for Edinburgh. Analysis of land supplies shows that City of Edinburgh will need to permit windfall development and potentially identify further housing land in its next LDP. This study seeks to identify the impact of this. Further employment allocations were not considered as the level of employment land build-out modelled in the CBS was considered optimistic against recent trends. The Proposed Plan does not identify a requirement for further strategic employment land.
- 1.2.3 Further housing development in the authorities, with the exception of Edinburgh, was not modelled. This is because the SDP2TA is not anticipated to require further housing land allocations in the LDPs to follow. The CBS modelled housing build-out at rates that are higher than required to meet the HSTs to 2030. Therefore additional housing build-out that is modelled is restricted to Edinburgh.
- 1.2.4 The predicted impacts of SDP2TA, including the geography and scale of impacts arising from the additional housing development required in Edinburgh to meet the HSTs, are used to inform where transport mitigation may be required.
- 1.2.5 The approach undertaken for the appraisal was as follows:
- i. Data was gathered and information collated for SDP2TA, including: scale of development, spatial strategy, access strategy and consideration of links to the CBS.
 - ii. SDP2TA was modelled using SRM12.
 - iii. The impact in relation to the CBS was considered as far as possible by analysing key indicators e.g. identification of pressure points, transport growth etc. – to highlight where impacts created new areas of concern.
 - iv. Areas of concern were identified and assessed even if they were located within areas that were likely to have been identified for mitigation within the CBS (on-going).
 - v. The type of potential transport options that could be considered were outlined at a high level, taking into consideration emerging CBS transport opportunities and proposals.
 - vi. The outcomes of the study were reported, including land use developments, key impacts, potential mitigation measures and transport options.
- 1.2.6 As the appraisal of transport mitigation from the CBS has been delayed and is not due until autumn 2016, the transport mitigation proposals from the CBS are not expected to be available within the proposed timeline of this study. SDP2TA was focussed on comparing the areas requiring mitigation between the two studies (i.e. if an area has already been identified within the CBS, it's likely to be mitigated by an (as yet unidentified) transport scheme).
- 1.2.7 The impact of the additional housing development in Edinburgh has been identified relative to the CBS, but as the CBS is an on-going study it is not appropriate to fully consider and test additional mitigation to that coming forward from the CBS. However, a qualitative statement of potential new infrastructure impacts has been provided to

enable the rationale, scale, and type of benefits to be understood and further considered.

Outputs & Indicators

1.2.8 The outputs of SRM12 are available at the following three levels of evidence:

1.2.9 i. Regional & Local Authority Traffic & Travel Statistics

- Changes in region-wide road movements – including the scale of overall growth associated with the additional allocations, across the full SESplan area and for each Local Authority;
- Forecasts of the net change in travel distributions, demonstrating where SDP2TA significantly increases road demand;
- Forecasts of the changes in vehicle kilometres, travel time and time lost due to congestion, and thereby assesses the change in trip lengths (as an indication of Carbon emissions), and the subsequent impact to travel times and overall levels of congestion. The key congestion measure of ‘time lost per vehicle kilometre’ provides an overall indication of regional road network performance.

1.2.10 ii. Corridor Level Outputs

- Road traffic volumes – forecasts of change in traffic volumes along key corridors to illustrate changes in demand;
- Road journey times – forecasts of change in operational performance along key routes (including orbital and radial corridors), indicating impacts between key settlements.

1.2.11 iii. Detailed Network Outputs

- Volume / Capacity (capacity hot spot) maps illustrating specific points on the network which are forecast to become pressurised from the delivery of SDP2TA;
- Network delay (delay hot spot) maps identifying locations where excessive congestion is forecast with the new housing in place;
- Areas of the network that may require mitigation compared to the underlying CBS;

2. MODELLED ADDITIONAL DEVELOPMENT IN EDINBURGH

2.1.1 The additional housing build-out required following the CBS to contribute to meeting the shortfall against the City of Edinburgh Housing Supply Target in SDP2 to 2030, are shown in Table 1 and Figure 3. This information originates from three sources as summarised below and discussed in more detail in the following sections. At this point in time, this is the best available information available to inform this study in advance of City of Edinburgh's next LDP to be prepared after the adoption of the SDP in 2018:

- Known sites continuing delivery post-CBS (delivery of these sites during the period of CBS is included);
- Increasing housing mix at the International Business Gateway (IBG). City of Edinburgh Council are now advocating an employment led but mixed use site with up to 2,400 dwellings; and
- Windfall housing sites within the urban area. Analysis of existing developments shows that 420 dwellings per annum would be a conservative windfall allowance.

i. Sites with phasing after CBS

2.1.2 Details of all the phasing of the Edinburgh sites in the CBS were provided by the consultants running that study. Therefore it was possible to determine the additional phasing of those sites that should be included in this SDP2 Edinburgh study (see Appendix A Table 8).

ii. International Business Gateway

2.1.3 The potential Edinburgh IBG phasing expects all dwellings to be delivered by 2030 and results in an increase capacity of IBG to 2,400 dwellings. No dwellings are included at the IBG within the CBS at present.

2.1.4 The previous proposed low density office park layout (136,000m²) has been re-profiled to provide higher density office capacity despite the proposed additional housing at the IBG. The CBS included a high build out level of out of Edinburgh City Centre floor space. Therefore the assumption that 136,000m² level of floor space will be built out to 2030 remains reasonable given the high level of office build-out predicted by the CBS in surrounding parts of West Edinburgh. Therefore the SDP2TA assumes a consistent number of jobs at the IBG as applied within the CBS.

iii. Windfall

2.1.5 A total of 420 completions per annum is considered by City of Edinburgh Council to be a conservative forecast for windfall housing build out (sites not allocated for development in LDPs) on the basis of current analysis.

2.1.6 The location of the Additional Sites Permitted give an indication of where windfall sites have occurred (see Figure 3 and Appendix A: Table 9). These are sites that have been permitted post 2014 that were not included in the Cross Boundary Data. The appraisal

has modelled windfall completions over the 12 year SDP2TA plan period from 2018 up to 2030 (5,040 additional dwellings).

2.1.7 Windfall has been modelled as urban brownfield completions and not peripheral greenfield sites, in accordance with the emerging SDP Strategy and the principle for preference to be given to brownfield sites. Development has been distributed on the basis of current residential densities, excluding those locations where recent development has taken place as listed within the Additional Sites Permitted.

2.2 Forecast Level of Housing Development

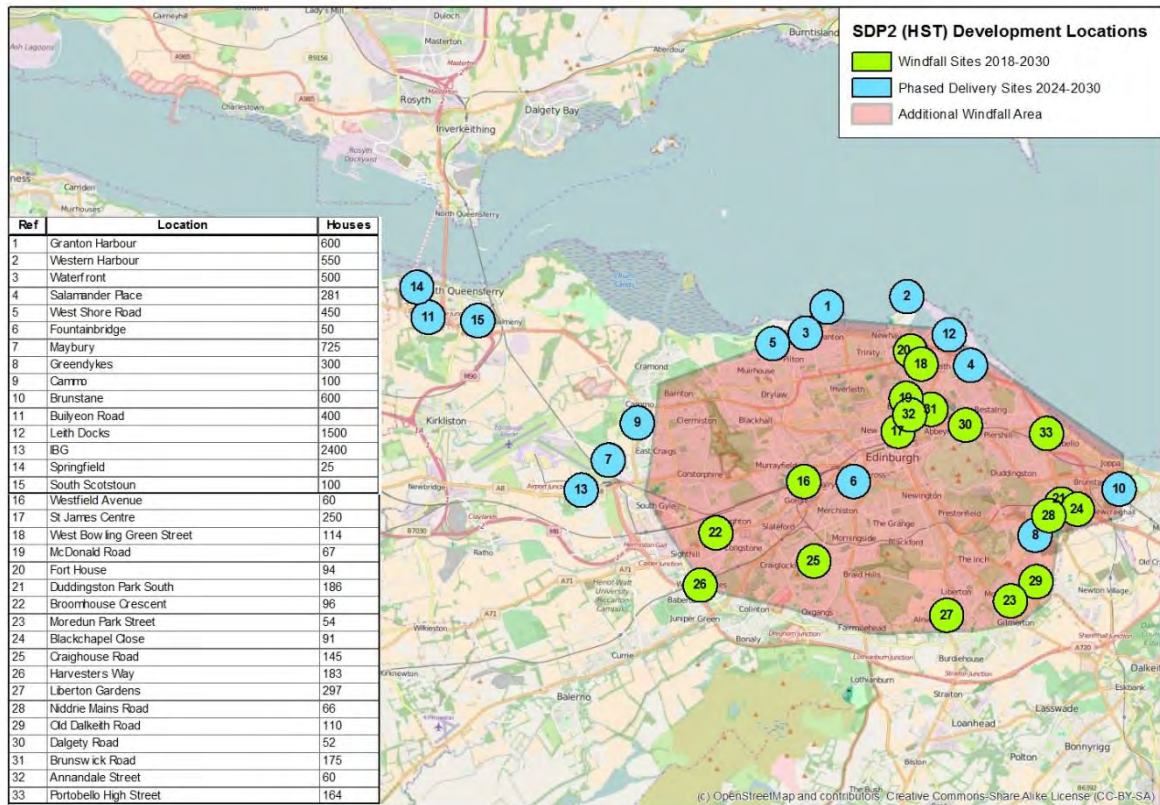
2.2.1 To summarise, Table 1 shows that a total of 13,621 houses have been added to represent the potential level and location of additional housing build out in Edinburgh compared to the CBS. The forecast population increase is 29,213 people and the average number of additional residents is 2.07 per household.

2.2.2 This is the best estimate of additional housing to meet the Edinburgh SDP2 HSTs. Alternative option housing sites to meet the Edinburgh HST will be tested during the preparation of the next Edinburgh LDP, if required.

2.2.3 For further information about the calculation of the level of housing to meet the Housing Supply Target by 2030, see Appendix A.

Table 1. Modelled Housing Inputs Additional to CBS

HOUSING DEVELOPMENT	HOUSING UNITS
Continued delivery of sites identified in CBS post CBS	6,181
International Business Gateway	2,400
Edinburgh Windfall Housing	5,040
Total	13,621



Note: Location of sites with continuing delivery post-CBS and location of Edinburgh windfall sites post Housing Land Audit 2014

Figure 3. Location of Modelled Additional Development in Edinburgh

3. TRANSPORT MODELLING RESULTS

3.1 Introduction

3.1.1 The following sections consider changes in key measures of the performance of the road network (such as the change in delay and journey time) at both a local junction level and all roads within the study area. The focus is to report on the change between CBS and the SDP2TA in the operational performance of the transport network.

3.1.2 The infrastructure package within the CBS modelling included committed infrastructure (i.e. which will be 'on the ground' by 2024) and recently delivered transport investments which have been built since the 2007 base version of the SRM (SRM07). This was checked and agreed by SESplan and the local planning authorities. The package was as follows:

- Edinburgh Trams;
- Borders Railway;
- Queensferry Crossing;
- Edinburgh to Glasgow Improvement Programme;
- Winchburgh Station; and
- Access arrangements to new development areas.

3.1.3 The Gogar link road and Eastfield airport road improvements are not modelled within CBS as they are not, at present committed road improvements. If both improvements were subsequently included within the list of proposed mitigation measures for CBS, the impacts of the IBG presented within this report may appear to be more significant than would otherwise be the case.

3.1.4 SRM12 models transport mode choice for both private transport and public transport (including cars, goods vehicles, rail and tram). Results from the model are presented below for both the entire study area and by local authority area. In order to model journeys made by walking and cycling it is necessary for SRM12 to make a number of assumptions. To forecast the modal choice of active modes and the number of walking and cycling trips more accurately, particularly for the IBG development where an Active Travel Strategy may be implemented, it would be necessary to develop a more costly detailed model. Further information about the model is provided in Appendix D.

3.2 Aggregate Statistics

SESplan Level

3.2.1 The SRM12 model provides traffic flows outputs for appraisal in two forms as follows:

- Actual Flows, which represents the traffic flow that is observed travelling along roads/making turning movements at junctions in the modelled hour; and

- Demand Flows, which represents the total traffic flow that desires to travel along roads/making turning movements at junctions, and consists of both actual flows and traffic flows unable to advance to the desired destination due to congestion in the network.
- 3.2.2 All traffic flow figures presented within this report are demand flows and expressed in passenger car units (PCUs)¹.
- 3.2.3 Table 2 shows that at the SESplan level the forecasts suggest that the increase in traffic levels would result in an increase in an average total vehicle kilometres and travel time of around 1%.
- 3.2.4 Congestion measured by vehicle hours lost (the time 'lost' when travelling in congested conditions compared to travelling at free-flow speeds) is forecast to increase by approximately 3% in the peak hours with the delivery of SDP2TA compared with CBS.
- 3.2.5 At the strategic level it is notable that the forecast change to the level of congestion is greater than the impact on traffic volumes i.e. small increases in traffic on congested networks lead to disproportionately greater increases in congestion.
- 3.2.6 These forecast changes are small in magnitude but given the congested state of the network and that the developments are primarily located to the west of Edinburgh, the increase would be expected to have significant local impact in some areas

¹ A Passenger Car Unit (PCU) is a term used in Transport Modelling to allow for the different vehicle types within traffic flows to be expressed in a consistent manner. Typical factors are 1 for a car or light goods vehicle, 2 for a bus or heavy goods vehicle, 0.4 for a motorcycle and 0.2 for a pedal cycle. All traffic flows presented within this report are expressed in PCUs, unless indicated otherwise.

Table 2. Global network statistics for actual and demand flows

		2012 Model*		CBS Model**		SDP2TA Model***	
Time Period		Actual	Demand	Actual	Demand	Actual	Demand
Total Network Distance	AM	2,852,492	2,917,494	3,440,403	3,679,161	3,458,030	3,706,917
	IP	2,086,073	2,092,172	2,590,433	2,611,888	2,604,594	2,627,122
	PM	2,982,058	3,102,937	3,551,529	3,987,020	3,567,444	4,008,792

Notes: Units are VehKm

Total Network Travel Time	AM	52,343	53,784	69,230	74,963	70,009	75,987
	IP	35,245	35,370	44,781	45,162	45,182	45,588
	PM	55,642	57,995	73,721	83,031	74,608	84,243

Notes: Units are Hours

Total Time Lost due to Congestion	AM	11,650	12,108	19,501	21,774	19,942	22,306
	IP	5,083	5,106	7,450	7,530	7,601	7,689
	PM	12,587	13,252	21,798	25,351	22,397	26,135

Notes: Units are Hours

		2012 v CBS				CBS v SDP2TA				2012 v CBS	CBS v SDP2TA
		Change		% Change		Change		% Change		AM and PM	AM and PM
	Time Period	Actual	Demand	Actual	Demand	Actual	Demand	Actual	Demand	Average	Average
Total Network Distance	AM	587,912	761,666	21%	26%	17,627	27,756	1%	1%	27%	1%
	IP	504,360	519,715	24%	25%	14,160	15,235	1%	1%		
	PM	569,471	884,083	19%	28%	15,915	21,772	0%	1%		

Notes: Units are VehKm

Total Network Travel Time	AM	16,888	21,179	32%	39%	778	1,024	1%	1%	41%	1%
	IP	9,536	9,791	27%	28%	401	426	1%	1%		
	PM	18,079	25,036	32%	43%	887	1,212	1%	1%		

Notes: Units are Hours

Total Time Lost due to Congestion	AM	7,851	9,666	67%	80%	441	532	2%	2%	85%	3%
	IP	2,367	2,424	47%	47%	151	159	2%	2%		
	PM	9,211	12,099	73%	91%	599	785	3%	3%		

Notes: Units are Hours

* 2012 model ID=BC62, plannign data ID = AB03

** CBS model ID=TC30, plannign data ID = LA02

*** SDP2TA model ID=SD30, planningf data ID = LE01

Local Authority Level

- 3.2.7 The percentage change in traffic travel times, vehicle distances and lost time for each local authority between CBS and SDP2TA is shown in Figure 4. At the local authority level, the largest increase is forecast in Edinburgh.
- 3.2.8 These changes generally reflect the level of changes in traffic between CBS and SDP2TA which in turn reflects the changes in level of housing, population and traffic. Even though only the additional housing in Edinburgh was modelled, new journeys and congestion can occur as the result of new trips associated with developments elsewhere and existing traffic reassigning to alternative routes as congestions and delays increase. As expected the change in the level of lost time due to congestion indicates the majority of flow changes are found in Edinburgh.

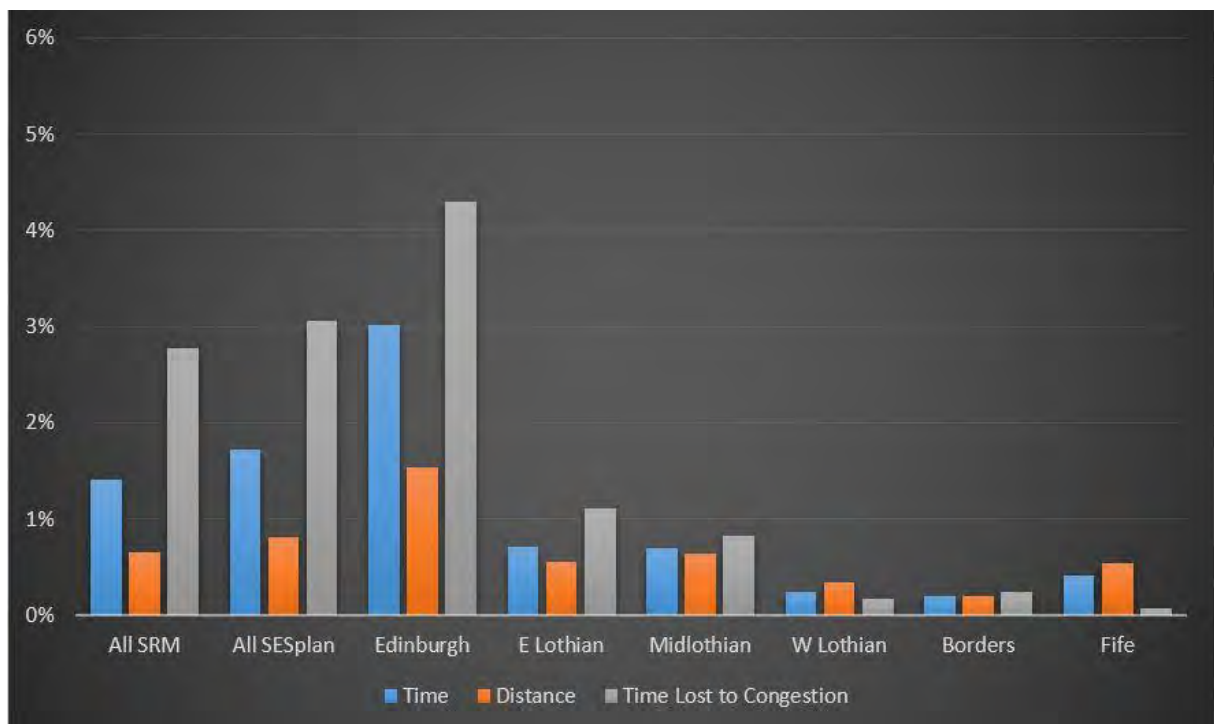


Figure 4. Increase in travel time, km travelled and lost time (congestion) by Local Authority

3.3 Local Area Impact

- 3.3.1 The SDP2TA focuses on the additional impacts over those identified in the CBS and the level of development in the CBS is similar or higher for all SESplan authorities except for Edinburgh. The location of the SDP2TA developments, which are shown in Figure 3, are located within Edinburgh. The reporting has focussed on the local area impact of the trip generation associated with these developments as well as the key junctions and capacity hotspots at junctions and roads along the main road network.

- 3.3.2 The appraisal of the relative change between the CBS and SDP2TA has been evaluated to assess the change in delays and journey times (due to congestion) along roads and at junctions using the following measures:
- Demand flows
 - Capacity²
 - Junctions delays
 - Road link delays
 - Journey times
- 3.3.3 Results are presented below for traffic flows and junction capacity only as the appraisal indicated that the level of change for each of the above measures in SDP2TA compared with CBS at both junctions and along roads was similar. For further information relating to the appraisal of the other measures, reference should be made to Appendix B.
- 3.3.4 To show the overall trend and impact of the change in demand associated with SDP2TA relative to CBS, the appraisal results have been classified into a small number of categories from which the locations where the more significant impacts for each measure can be readily determined.
- 3.3.5 A series of figures showing the core SESplan road network around Edinburgh have been prepared to show the relative and absolute change in the level of service between the CBS and SDP2TA. The overall impact of the SDP2TA is shown to be relatively small compared to the CBS in Figure 4 although local impacts may be more significant. To enable the level of change associated with SDP2TS to be considered within the context of CBS, for each measure a brief overview has been presented describing the location and scale of the most significant delays/impacts. The geographical location of the absolute and relative change due to the SDP2TA at junctions and along roads are then presented on figures of the road network within the regional core of SESplan area, as that is where the additional impacts occur.

3.4 Demand Flows

- 3.4.1 The major traffic flows (greater than 2,000 PCUs) in the CBS are forecast along the A1, A720 city bypass, M8, M9, A90, A8, Queensferry Crossing and the Calder Road A71 and to the west of Edinburgh along A71 Calder Road, M8, M9, A90 in both peak periods (forecast flows are generally 2000-4000 pcus/hr and for a limited number of locations flows exceed 4000 pcus/hr). Flows along many other key radial and orbital roads, including Ferry Road, Granton Road, A199 and A901 are between 1000-2000 pcus/hr. Flows along the majority of the remaining network is 200-500 pcus/hr.
- 3.4.2 The maximum link demand flow is similar between the AM and PM peak if directionality is not taken into consideration. The only small difference between peak hour flows occurs along the A90, which fall slightly in the evening peak period.

² The model was used to undertake an appraisal of the increase in traffic demands (v) compared with the capacity (c) of roads or individual approach lanes for particular turning movements and thereby assess the residual road capacity. When the traffic flow exceeds the capacity the level of traffic delays increase substantially. This measure indicates how close the traffic flows are to capacity and is known as the V/C ratio.

3.4.3 The following graphics have been produced which show the impact of SDP2TA as follows:

- Traffic Demand Flows: Change in Flows - AM Peak
- Traffic Demand Flows: Change in Flows - PM Peak
- Traffic Demand Flows: Change in Flows (%) - AM Peak
- Traffic Demand Flows: Change in Flows (%) - PM Peak

3.4.4 Figure 5 and Figure 6 show that relative to CBS, the change in flows across the network is relatively small and within the key the maximum increase banding shown for link flows is set at 100 PCUs. The highest absolute increase in traffic flows are associated with the developments in north and west Edinburgh, particularly along the A8 close to the IBG development where the impact an increase of this level is likely to be considerable as the network is at capacity. The relative change in flows are shown in Figure 7 and Figure 8.

3.4.5 There are increases in demand flows, as indicated by the 100 pcus/hr flow band, forecast across the Queensferry Crossing, along M8, A720 and A90 due to additional trips, such as commuting, associated with SDP2TA. The overall level of increase due to the SDP2 HST developments in total flow relative to the CBS, where flows of more than 2000 pcus/hr are forecast, are relatively small and around 1.5% of link flow, although where the network is operating at capacity the impact is likely to be considerable.

3.4.6 The greatest increase in both absolute and relative demand in flows (more than 100 pcus and/or 20+ %) are along areas of north Edinburgh and Edinburgh waterfront including Leith, Lower Granton and Ferry Road. This reflects the high level of demand in CBS and that flows are close or beyond capacity along the key routes and that there is high growth along many of the lesser trafficked roads within north Edinburgh.



Figure 5. Change in Flows - AM Peak

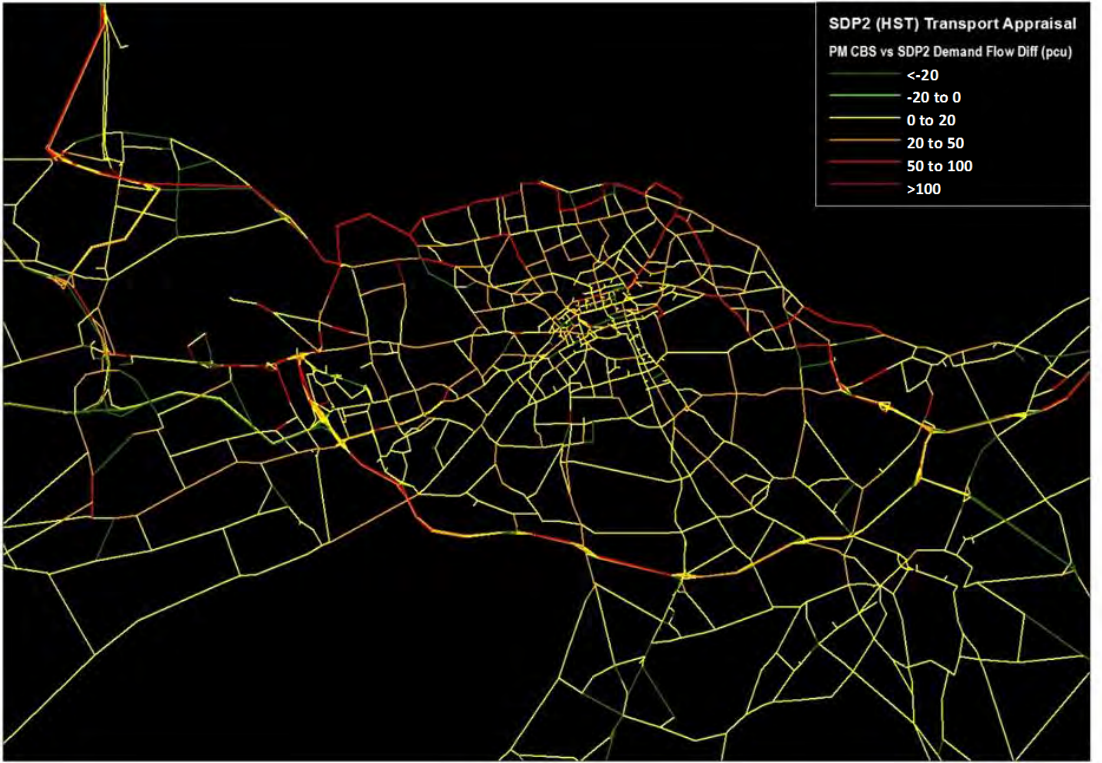


Figure 6. Change in Flows - PM Peak

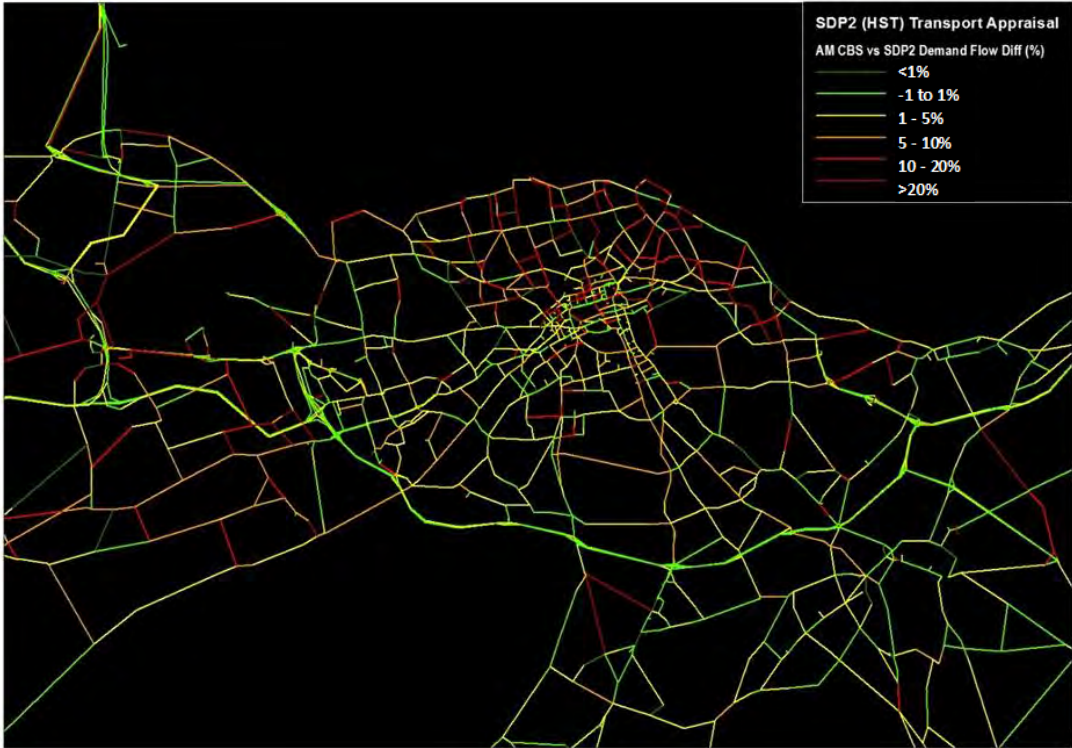


Figure 7. Percentage Change in Flows - AM Peak

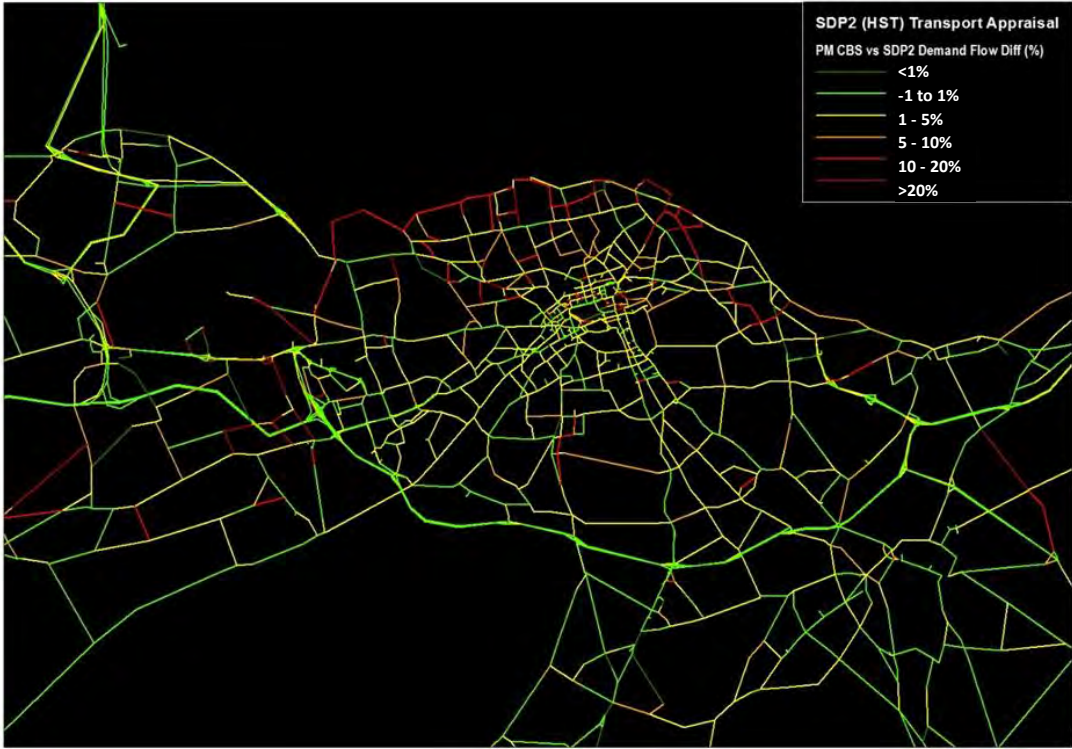


Figure 8. Percentage Change in Flows - PM Peak

3.5 Traffic Volume to Capacity

- 3.5.1 The level of service within the network can be assessed using a number of measures, a key one of which is traffic flow expressed as a percentage the traffic capacity of the road network. As traffic flows exceed capacity (the point at which the flow volume expressed as a percentage of the capacity of the road or turning movement exceeds 100%), the level of delay, congestion and lost time increase significantly and alternative routes with lower delays, where available, become more attractive. Figures showing the percentage flow to capacity measure at junctions across the network are presented in the section below.
- 3.5.2 The results from CBS show that the demand flow is forecast to exceed capacity along one or more junction approaches or turning movements at many junctions. The major intersections affected include those along the A720 city bypass, A71 Calder Road, Hermiston Gait, M8, A8, Gogar, Claylands M8/M9, A90 (Drum Brae and North Clermiston), Old Craighall and Queensferry Crossing. Overall, the trend between the morning and evening peak hours is similar, with slightly greater number of junctions along A90 and in central Edinburgh at capacity in the evening peak.
- 3.5.3 This assessment has been carried out at a strategic level to determine where the flow to capacity has been exceeded along one or more turning movements or junction approach arms. More detailed analysis outwith the scope of the current study would be required to determine whether the junction capacity or the capacity for the major demand flow has been exceeded.
- 3.5.4 Figure 9 to Figure 14 show the locations where the demand flow increases relative to the junction capacity in the SDP2TA results compared to the CBS. Figure 9 and Figure 10 show the locations where the ratio of the traffic flow to the road capacity increases in the AM and PM peak period. Figure 11 and Figure 12 highlight the locations where the flow in CBS exceeds capacity AND demand flows are forecast to increase further in SDP2TA. Figure 13 and Figure 14 show the locations where the junction is operating below capacity in CBS and the demand flows exceed capacity in SDP2TA (junctions that are not at capacity in CBS but with the additional development modelled in SDP2TA, traffic flows exceed capacity). The figures are as follows:
- Absolute Change in Capacity - AM Peak
 - Absolute Change in Capacity - PM Peak
 - Demand Greater than Capacity - AM Peak
 - Demand Greater than Capacity - PM Peak
 - Demand Exceeds Capacity - AM Peak
 - Demand Exceeds Capacity - PM Peak
- 3.5.5 Figure 9 and Figure 10 show that the volume/capacity ratio increases at many junctions throughout Edinburgh. The level of increase is more significant along the A8 in the proximity of the airport due to the trip generation associated with the IBG and Maybury housing development, where the impact is likely to be considerable as the network is at or near to capacity.

- 3.5.6 A significant number of junctions along radial routes to and from Edinburgh, and in north Edinburgh along Ferry Road and Granton, are close to capacity (the flow is more than 85%).
- 3.5.7 Figure 11 and Figure 12 show only the junction locations which have one or more turning movement/junction approach over capacity in CBS and, as the result of increased flows in SDP2TA, the level of service at the junction declines further. The majority of junctions within the study area experience a small increase (less than 5%) in flows relative to capacity for one or more turning movements. The main locations where the level of increase is higher (in the range 5-10%) are associated with Queensferry Crossing, A8/IGB and north Edinburgh (including Leith and Granton Road) and the impact is likely to be considerable.
- 3.5.8 Figure 13 and Figure 14 show only the location of those junctions at which the demand flows in CBS at one or more turning movements is less than capacity and in SDP2TA the capacity is exceeded. The overall change in percentage increase in flow relative to capacity is relatively small and the maximum banding shown is for an increase of 10%. As before, the specific turning movements affected may relate to major or minor turning movements but this level of detail is not shown within the present strategic appraisal. The greatest impact is associated with junctions along A8 close to the IGB development (these movements were close to capacity and the IGB development generates a significant number of additional trips) plus a small number of junctions along A8 and A720 in the vicinity of Gogar/Hermiston Gait.

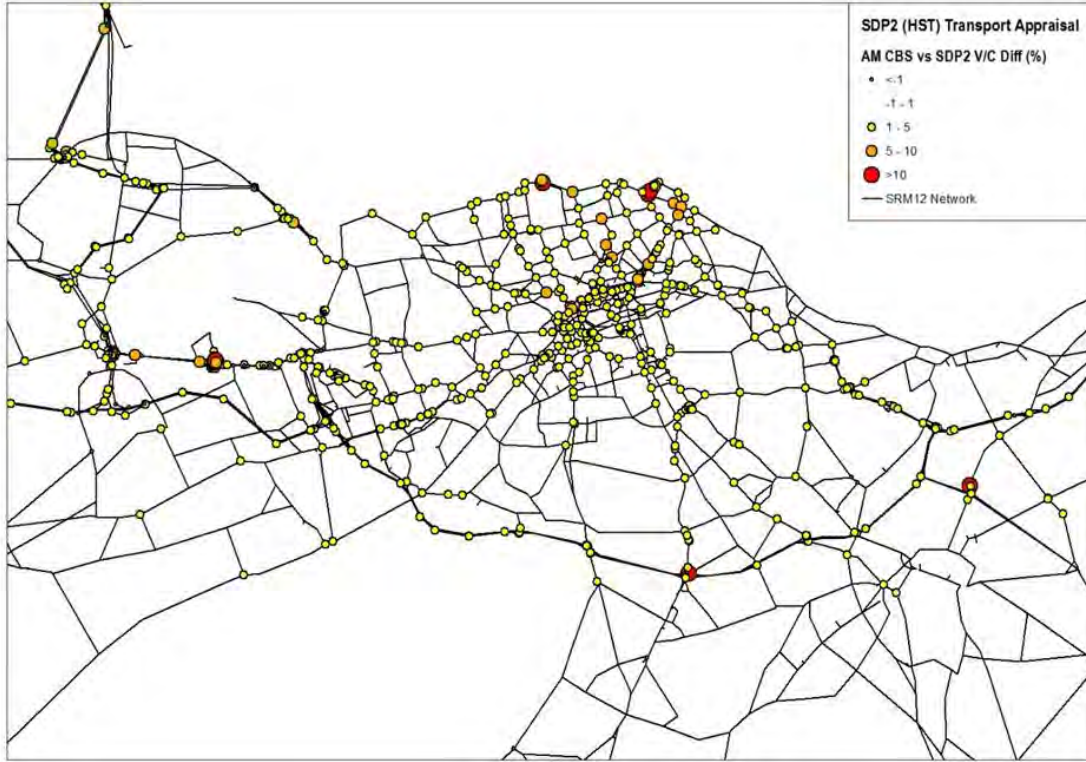


Figure 9. Absolute Change in Flow to Capacity ratio - AM Peak

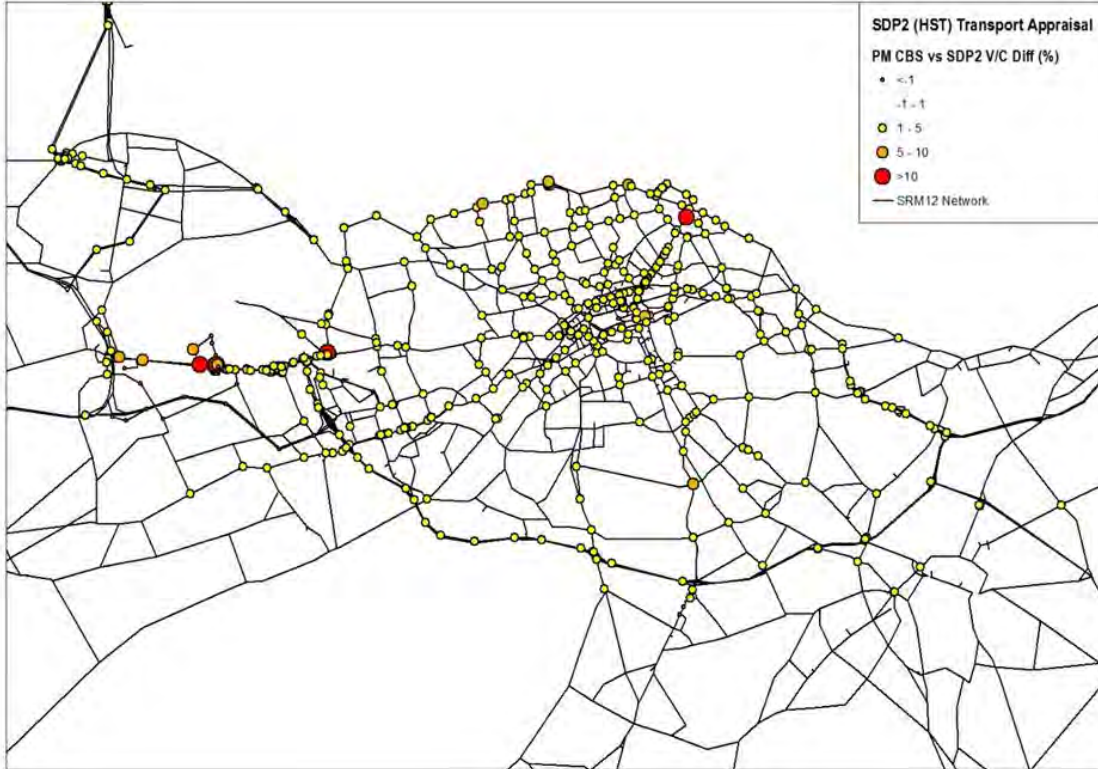


Figure 10. Absolute Change in Flow to Capacity ratio - PM Peak

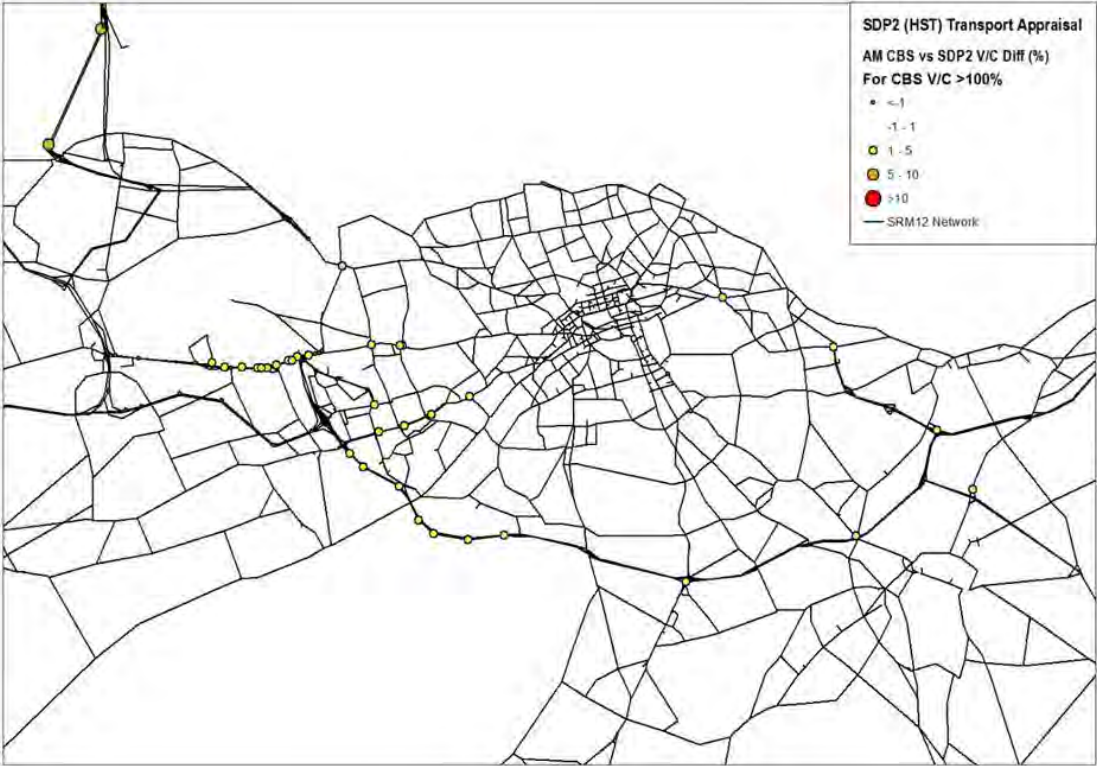


Figure 11. Locations where Demand Exceeds Capacity - AM Peak



Figure 12. Locations where Demand Exceeds Capacity - PM Peak



Figure 13. New Locations where Demand Becomes Greater than Capacity - AM Peak



Figure 14. New Locations where Demand Becomes Greater than Capacity - PM Peak

3.6 Journey Time Data

3.6.1 The change in delay associated with a representative number of routes through the study area, consistent with previous studies, was analysed and is shown in Table 3.

Table 3. Change in Journey Times

Route Number	Journey Time Route Description	Direction	CBS (mins:secs)			SDP2 (mins:secs)			CBS vs SDP2					
			AM	IP	PM	AM	IP	PM	Change			% Change		
									AM	IP	PM	AM	IP	PM
1	M9 J3 - Hermiston Gait	EB	22:27	12:30	13:56	21:58	12:31	14:07	00:29	00:01	00:11	-2%	0%	1%
		WB	12:34	12:56	24:00	12:55	13:00	23:56	00:20	00:03	00:04	3%	0%	0%
2	Ferrytoll - Hermiston Gait	EB	29:50	14:18	18:09	29:03	14:21	18:33	00:46	00:03	00:24	-3%	0%	2%
		WB	16:50	14:13	27:24	17:28	14:18	27:19	00:39	00:05	00:05	4%	1%	0%
3	M8 J3A - Hermiston Gait	EB	24:12	12:42	14:59	23:54	12:45	15:14	00:18	00:03	00:15	-1%	0%	2%
		WB	12:58	13:20	25:25	13:23	13:24	25:23	00:25	00:04	00:02	3%	0%	0%
4	Halbeath - Barnton	EB	35:00	14:54	18:53	33:50	14:57	19:35	01:10	00:03	00:43	-3%	0%	4%
		WB	17:12	13:53	18:04	17:42	13:57	18:01	00:30	00:04	00:03	3%	1%	0%
5	Barnton - Tranent (via Bypass)	EB	37:45	29:39	44:33	38:31	29:41	45:10	00:47	00:02	00:37	2%	0%	1%
		WB	49:19	29:07	45:33	49:52	29:18	45:48	00:33	00:11	00:15	1%	1%	1%
6	Barnton - Tranent (via Ferry Rd)	EB	48:11	43:48	1:00:29	49:38	44:07	1:01:28	01:27	00:19	00:59	3%	1%	2%
		WB	1:01:46	46:07	1:15:23	1:03:53	46:17	1:16:04	02:07	00:10	00:41	3%	0%	1%
7	Barnton - Tranent (via Queen St)	EB	36:27	33:08	47:22	37:13	33:18	48:12	00:46	00:09	00:50	2%	0%	2%
		WB	46:21	34:36	1:03:30	46:52	34:46	1:03:48	00:31	00:10	00:18	1%	0%	0%
8	Livingston - Haymarket (via A8)	EB	40:57	29:02	35:43	40:51	29:07	35:59	00:06	00:06	00:16	0%	0%	1%
		WB	34:11	30:30	50:21	34:56	30:42	50:15	00:45	00:12	00:06	2%	1%	0%
9	Livingston - Haymarket (via A71)	EB	38:13	28:23	36:47	38:03	28:26	37:24	00:10	00:04	00:38	0%	0%	2%
		WB	31:37	28:10	40:20	32:20	28:14	40:35	00:42	00:05	00:16	2%	0%	1%
10	Penicuik (A702) - Princes St (Lothian Rd)	NB	37:57	31:33	35:13	37:56	31:38	36:14	00:01	00:05	01:01	0%	0%	3%
		SB	32:43	31:04	37:40	33:36	31:07	37:17	00:53	00:03	00:24	3%	0%	-1%
11	Penicuik (A703) - Princes St (Lothian Rd)	NB	41:28	30:46	35:23	41:43	30:51	36:33	00:15	00:05	01:10	1%	0%	3%
		SB	32:02	30:23	38:23	32:55	30:26	37:52	00:53	00:03	00:30	3%	0%	-1%
12	Penicuik (A701) - Princes St (North Bridge)	NB	39:27	31:06	35:17	39:10	31:14	36:02	00:17	00:08	00:45	-1%	0%	2%
		SB	31:07	31:36	37:27	31:30	31:42	37:34	00:22	00:05	00:07	1%	0%	0%
13	North Middleton (B7007) - Millerhill	NB	20:04	16:05	18:14	20:05	16:07	18:27	00:01	00:03	00:13	0%	0%	1%
		SB	19:13	16:41	21:00	19:29	16:41	20:49	00:16	00:01	00:11	1%	0%	-1%
14	A68 - Princes St (North Bridge)	WB	38:45	31:02	37:05	39:32	31:09	38:23	00:47	00:07	01:18	2%	0%	3%
		EB	35:28	31:01	41:26	35:51	31:06	41:26	00:23	00:05	00:00	1%	0%	0%
Average across all routes			33:00	25:48	35:39	33:22	25:54	35:59	00:22	00:06	00:20	1.1%	0.4%	1.0%

Notes

Journey time statistics reflect average journey times within each modelled time period.

3.6.2 The journey time routes listed in Table 3 are consistent with the routes defined within the CBS, which were developed to assess strategic movements. SDP2TA is associated with a large number of widely dispersed developments (with the exception of the IBG) and in many instances significant localised increase in delays are only a small percentage of the overall journey time for these routes (the average overall percentage change in journey time is about 1%). The increased journey times in Route numbers 2 and 4 are due to delays in West Edinburgh at Hermiston Gait and Barnton to the west of Edinburgh

3.7 Public Transport Data

3.7.1 The SDP2TA gives rise to additional demand for public transport by rail, bus and tram relative to the CBS. Table 4 shows that the number of total daily boardings (12 hour) by train increase by 948 trips and bus/tram boardings increase by 8,605 trips (0.4% and 1.7% respectively) and reflects the higher accessibility of the developments to bus/tram services than to rail services.

Table 4. Change in Public Transport Boardings

MODEL	BUS/TRAM BOARDINGS (12 HOURS)	TRAINS BOARDINGS (12 HOURS)	TOTAL PUBLIC TRANSPORT BOARDINGS (12 HOURS)
CBS	489,913	215,298	705,211
SDP2TA	498,518	216,246	714,764
Additional Journeys	8,605	948	9,553

Notes:

CBS Model ID = TC30 Planning ID = LA02

SDP2TA Model ID = SD30. Planning ID = LE01

4. IDENTIFICATION OF TRANSPORT IMPACTS

4.1 Transport Issues

- 4.1.1 Table 5 provides an overview of network conditions and how these are forecast to change between the CBS and SDP2TA.
- 4.1.2 These outcomes are based on the appraisal and analysis of a range of network data to determine the level of change in operational performance of the network between CBS and SDP2TA. The multi-criteria analysis enables differences between absolute and relative changes to be identified and highlight change in overall operational performance at junctions and along links.
- 4.1.3 The CBS is progressing in parallel to the current study and focussed on the mitigation of traffic impacts of the proposed development. The primary appraisal objective has been to determine the impact of the additional SDP2TA relative to the CBS.
- 4.1.4 The IBG development consists of 2,400 housing units and any local impacts would be mitigated to some extent by the Gogar link road and Eastfield road improvements, which are not included within the current model.

Table 5. Summary of Transport Issues

CORRIDOR	FORECAST TRANSPORT ISSUES SDP2 RELATIVE TO CBS
1. West Edinburgh	<p>i. <u>The impact of the SDP2TA housing development is centred on west Edinburgh and the most significant increase in traffic demand occurs in the following areas:</u></p> <ul style="list-style-type: none"> - A8 (Newbridge, Gogar and Maybury corridor) - M8 (Claylands to Hermiston Gait) - A71 - A90 Barnton to Forth Bridge approach - M9 - A720 City Bypass <p>ii. <u>The CBS corridors along which the capacity for one are more turning movement on the junction approach is over capacity AND flows are forecast to increase in the SDP2TA include:</u></p> <ul style="list-style-type: none"> - A8 (Newbridge to Gogar) - A71 Calder Road - Queensferry Crossing - A720 - Newbridge, Gogar, Maybury, Barnton, Hermiston Gait <p>iii. <u>The main junctions at which the demand on one or more approach/turning movements in the CBS are less than capacity and forecast to exceed capacity in the SDP2TA are listed below (note: the junction approaches/turning movements at which the flow exceeds capacity in the CBS are not listed here):</u></p> <ul style="list-style-type: none"> - IBG (A8 to Gogar) - Hermiston Gait <p>The significant residential proposals for the IBG site creates considerable impact, although these may be mitigated to some degree by the constructions of the Gogar link road and Eastfield airport road improvement, which have not been modelled. The additional travel demand associated with these new proposals also provide an opportunity to create more viable public transport options serving the west Edinburgh area.</p>

CORRIDOR	FORECAST TRANSPORT ISSUES SDP2 RELATIVE TO CBS
2. Edinburgh City	<p>i. <u>Within Inner Edinburgh the SDP2TA housing development adversely impacts on junction capacity and the most significant increase in traffic demand occurs in the following areas:</u></p> <ul style="list-style-type: none"> - Ferry Road - Leith - A1 - City Centre <p>ii. <u>The CBS corridors along which one or more junction approaches are over capacity and flows are forecast to increase in the SDP2TA include:</u></p> <ul style="list-style-type: none"> - Barnton - A8 Maybury - A71 Calder Road - A1 <p>iii. <u>The main junctions where the demand at one or more approach/turning movements in the CBS are forecast to increase in the SDP2TA and exceed capacity are listed below (note: the junction approaches at which the flow exceeds capacity in the CBS are not listed here):</u></p> <ul style="list-style-type: none"> - <u>Lower Granton</u>
3. City Bypass	<p>i. <u>The SDP2TA development adversely impacts on the junction capacity at the majority of junctions along the city bypass A720 between Old Craighall, M8 and Gogar.</u></p> <p>ii. <u>The CBS junctions along the A720 at which one or more junction approaches are over capacity and flows are forecast to increase in the SDP2TA include the majority of junctions.</u></p> <p>iii. <u>The main junctions where the demand at one or more approach/turning movements in the CBS are forecast to increase in the SDP2TA AND exceed capacity are listed below (note: the junction approaches at which the flow exceeds capacity in the CBS are not listed here):</u></p> <ul style="list-style-type: none"> - Gogar - Hermiston Gait

CORRIDOR	FORECAST TRANSPORT ISSUES SDP2 RELATIVE TO CBS
4. Non CBS Impacts	<p>The CBS study is on-going and the network hot spots have not yet been identified. In many instances, the SDP2TA traffic impacts on the strategic road network are may be similar. The appraisal showed that the SDP2TA developments adversely impact on traffic movements in northern and central Edinburgh, where the CBS is less likely to identify or recommended traffic mitigation measures.</p> <p>Traffic flows in north Edinburgh are forecast to increase by 10% or more in many instances. This reflects the proximity and cumulative impact of the proposed housing developments in North Edinburgh.</p>

5. POTENTIAL TRANSPORT INTERVENTIONS

5.1 Introduction

- 5.1.1 There are anticipated to be a wide range of transport infrastructure proposals coming forward from the CBS, the type of which are outlined in Section 6 of the SDP2 Proposed Plan. These will be identified as the Proposed Plan proceeds to examination, following the completion of the CBS. Therefore, the option generation (and potential assessment) element of this appraisal presents a risk, as the transport interventions that may accommodate SDP2TA proposals, would not be taken into account. The detailed identification of new transport options will be undertaken when the CBS options emerge.
- 5.1.2 This SDPTA has focussed on ensuring consistency, identifying areas where there are significant additional impacts arising, particularly in new areas which were not identified previously in the CBS. During the course of the appraisal, the previous appraisal and current policies were consulted, and these are listed in Appendix C.
- 5.1.3 A proportionate approach has been undertaken in the development of appropriate scheme interventions by building on existing evidence base where available, assessing the main impacts, and recognising the majority of solutions are likely to emerge through the CBS. The next Edinburgh LDP and accompanying Transport Appraisal will identify impacts and mitigation measures for sites proposed within it.

5.2 Scheme Intervention

Central Edinburgh

- 5.2.1 The additional housing build out in Edinburgh compared to the CBS will result in increased traffic within central Edinburgh to access employment within the city as well as other services and facilities. The emerging CBS measures identified in this area may be limited and further consideration of potential measures to mitigate the SDP2TA impact and enhance the transport network within the area may be warranted. Potential options that may have been proposed previously to mitigate these types of impacts include:
- connecting developments to their local centres to allow for ready access to facilities and services where feasible;
 - Delivery of Central Edinburgh Public Transport Action Plan, and Active Travel Strategy creating a city centre and wider city environment which is conducive to and supports accessibility by walking, cycling and public transport;
 - Extensions of Edinburgh Tram network; and
 - Reintroduction of passenger services on the South Suburban rail line.

Waterfront/North Edinburgh

5.2.2 Within north Edinburgh the developments at the Waterfront, Shore and Granton areas result in an increase of over 4,000 houses and the model forecasts a corresponding increase in delay towards central Edinburgh, A1 and westward towards the Forth Crossing. The emerging CBS measures may be limited along these corridors. Potential measures that may warrant further consideration to mitigate the impact of the additional housing compared to CBS within the area include:

- delivery of North Edinburgh Transport Action Plan to facilitate and maximise access to new developments by sustainable modes as far as possible;
- implementation of travel planning measures aimed at reducing the demand for car travel to and from new office, retail and residential developments;
- development of public transport hubs at Commercial Street and also the Waterfront; and
- Edinburgh tram extension to Granton and Newhaven.

South Edinburgh

5.2.3 To the south of Edinburgh a key issue of the new development is the impact on the A720 City Bypass and main corridors into Edinburgh city centre. It is likely that the CBS will identify impacts along the A720 and a number of radial routes that result in the development of mitigation measures that may address the impact of additional development in the SDP2TA.

West Edinburgh

5.2.4 The International Business Gateway (2,400 houses) would be a key development within the West Edinburgh area. There are large developments with phasing beyond the CBS in close proximity such as at Maybury. It is likely that the CBS will identify impacts in West Edinburgh that result in the development of measures that may mitigate the additional impacts of housing development beyond CBS. The appraisal has indicated a number of locations where the housing development after CBS introduces additional demand on the network that may not be addressed within CBS and require further intervention. These may include:

- capacity enhancements at the IBG access junctions along A8 (and possibly at the key interchanges of Gogar and Newbridge);
- the increased residential demand associated with the IBG may provide the opportunity for the development of sustainable public transport options along the corridor;
- Widening of A8 and bus priority between Newbridge and Gogar roundabouts;
- M8 link to upgraded A8/Eastfield airport road junction;
- Extension of tram to Newbridge;
- Walking and cycling connections from Maybury and Cammo to the new Edinburgh Gateway station;

- Upgrade of Barnton junction;
- Capacity enhancements at Maybury junctions;
- Outer orbital bus route with links to IBG; and
- Optimised signal junction capacity.

Queensferry/Firth of Forth

5.2.5 Continued build-out of housing development after CBS within the Queensferry area will impact on the capacity of the transport network in the vicinity of the new Forth Crossing to the north and south. These impacts may not be addressed within emerging options arising from CBS, which include:

- South Queensferry capacity enhancements including Builyeon Road.

6. CONCLUSIONS

6.1 Summary and Conclusions

- 6.1.1 In February 2016 SESplan commissioned a study to undertake a Transport Appraisal to inform the SESplan SDP2 Proposed Plan stage.
- 6.1.2 The objective of the study was to identify the potential transport impacts associated with the delivery of the additional housing required in Edinburgh to meet the Housing Supply Targets set out in SDP2 relative to the level of housing build out in the CBS.
- 6.1.3 The appraisal of the transport impacts of the additional housing build out in Edinburgh was undertaken using the SESplan Regional Model (SRM12). The SRM12 network and demand data was recently updated during the preliminary stages of a parallel study known as the CBS. Preliminary findings are now emerging from the on-going CBS study.
- 6.1.4 The additional build out of housing required in Edinburgh over and above the CBS to help meet the Edinburgh Housing Supply Targets in SDP2 in 2030 was identified as 13,621 units. Travel demand in the model was updated to reflect known housing sites due for delivery beyond the CBS, potential additional housing development at the International Business Gateway and windfall housing sites within the Edinburgh urban area.
- 6.1.5 The impacts of the delivery of the SDP2TA required in Edinburgh were evaluated using a range of measures, with particular focus on the change in traffic flows and capacity (the change in delays and journey times largely reflected these changes).
- 6.1.6 The total network vehicle kilometres and travel time are forecast to increase by an average of 1% in the peak periods. The increase in time lost due to congestion was 3%, indicating that areas of the network are close to or at capacity.
- 6.1.7 The highest increases in traffic flows are associated with areas to the north of Edinburgh, Ferry Road, west of Edinburgh and along the city bypass (specifically A8, M8, A71, A90, M9, A720 and north Edinburgh in the vicinity of Leith and Ferry Road). The impacts on absolute traffic flows and traffic flows relative to road capacity at one or more turning movements at junctions along A8 and in North Edinburgh is considerable. Gogar link and Eastfield Road improvements associated with A8 were not included within the model and would probably mitigate some of the impacts of the proposed IBG development
- 6.1.8 For those junctions where the flow in CBS is forecast to exceed capacity on one or more turning movements/junction approaches, additional traffic demand is forecast in SDP2TA at A8 (Newbridge to Gogar), A71 Calder Road, A720 and Queensferry Crossing and at Newbridge, Gogar, Maybury, Barnton and Hermiston Gait. Traffic demand on one or more turning movement/junction approach at junctions along A8 and A720 in the vicinity of Gogar are forecast to increase and exceed capacity. The SDP2TA developments give rise to small increases in flows at many locations throughout Edinburgh compared with CBS.

- 6.1.9 Potential measures that could be considered to mitigate the impact of the additional SDP2TA development were identified by reviewing existing transport proposals and opportunities. It was not possible to take into consideration the emerging findings of the CBS and whether any such schemes provide residual capacity. The SDPTA does not identify new transport options in any detail until the CBS options emerge.
- 6.1.10 The appraisal has been based on a strategic assessment of additional housing required in Edinburgh to meet the SDP2 HST on the basis of emerging findings from the CBS study and the updated SRM12. The SDP2TA has been based on the available information including the current forecast housing development distribution. The operational performance of the differences in the network between CBS and SDP2TA has been appraised at a high level. As the LDP in Edinburgh and surrounding areas are developed and new transport options emerge from the CBS, it will become possible to identify potential measures to mitigate the impact of the additional development required in Edinburgh in greater detail.

APPENDIX A – LEVEL OF SDP2 HOUSING DEVELOPMENT

The level of housing build out to 2030 was calculated on the basis of the information presented below. TELMoS was run on the basis of housing input data supplied to CH2M (the consultant leading the CBS) at end 2014 to predict the residential and employment build out 2013-2024 as shown in Table 6 (21,429 units).

Table 7 shows the calculation of the difference between the SDP2TA build out 2013-2030 (37,392 units) compared with the level of completions predicted by the TELMoS CBS forecast for the period 2013-2024 (21,429 units). The additional level of housing to be developed between 2024 and 2030 to meet the Edinburgh HST is 15,963 houses, which will consist of a mixture of on-going developments, new developments and windfall.

On-going committed SDP1 housing developments are shown in Table 8 and will deliver 6,181 additional houses between 2024 and 2030.

Windfall housing will provide 5,040 units (420 units per annum based on windfall assumption submitted at LDP examination), of which additional windfall housing sites permitted since end of 2014 and not included within CBS in Edinburgh 2,264 units (see Table 9). The remaining windfall development of 2,776 units is distributed throughout inner Edinburgh.

Potential proposed housing unit development at the IBG would be 2,400 units.

The location of the forecast housing development is shown in Table 10. In total the development of 13,621 units is estimated based on current information as shown in Table 11. Recent observed levels of windfall development in Edinburgh has been higher and if these were maintained in future would address this shortfall.

Table 6. Housing inputs to CBS

Authority	Housing Inputs	Housing Not Built Out	Housing Built to 2024
CEC	21,430	1	21,429
ELC	11,591	30	11,561
FC	15,121	4,617	10,504
MLC	12,104	2,469	9,635
SBC	10,787	1,990	8,797
WLC	14,903	762	14,141
SESPLAN	85,936	9,869	76,067

Table 7. Housing completions 2013/4 to 2029/30

	Year	CEC
Actual	2013/14	2079
Actual	2014/15	1525
Estimate	2015/16	1,699
Estimate	2016/17	1,470
Estimate	2017/18	1,579
SDP2 HST	2018/19	2,420
SDP2 HST	2019/20	2,420
SDP2 HST	2020/21	2,420
SDP2 HST	2021/22	2,420
SDP2 HST	2022/23	2,420
SDP2 HST	2023/24	2,420
SDP2 HST	2024/25	2,420
SDP2 HST	2025/26	2,420
SDP2 HST	2026/27	2,420
SDP2 HST	2027/28	2,420
SDP2 HST	2028/29	2,420
SDP2 HST	2029/30	2,420
A.	Total Completions 2018-30	29,040
B.	Total Completions 2013-30	37,392
C.	TELMOS Future Case Residential Take Up 2013-2024	21,429
D.	Difference B-C = Difference Cross Boundary Study 2024 to SDP2 2030	15,963

Table 8. Housing Development Sites with on-going phased delivery 2024 and onwards

Site Name	Easting	Northing	Additional Capacity 2023-2030	Phasing					
				2024	2025	2026	2027	2028	2029
WAC 1b: Leith Docs	327247	677031	1,500	250	250	250	250	250	250
Granton Harbour	323493	677496	600	100	100	100	100	100	100
Western Harbour	325995	677491	550	75	75	100	100	100	100
Waterfront - WEL - Central Dev Area	323047	677077	500	50	50	100	100	100	100
WAC 1c: Salamander Place	327870	676142	281	50	50	50	50	50	31
West Shore Road - Forth Quarter	322217	676888	450	75	75	75	75	75	75
HSG 19: Maybury	317290	673378	725	150	150	150	150	125	0
HSG6: Greendykes	329752	671187	300	50	50	50	50	50	50
HSG 20: Cammo	318138	674461	100	100	0	0	0	0	0
CA3: Fountainbridge	324275	672851	50	50	0	0	0	0	0
RWELP HSG 2: Springfield	311470	678409	25	25	0	0	0	0	0
LDP HSG 29: Brunstane	332210	672530	600	100	100	100	100	100	100
LDP HSG 32: Buillyon Road, Queensferry	312030	677540	400	100	100	100	100	0	0
LDP HSG 33: South Scotstoun, Queensferry	313560	677170	100	100	0	0	0	0	0
Total			6,181	1,275	1,000	1,075	1,075	950	806

Table 9. Additional Housing Sites since 2014 not included within CBS

Name of Housing Development	Easting	Northing	Capacity (no of units)	Access
Westfield Avenue	322404	672401	60	
St James Centre	325852	674178	250	
West Bowling Green Street	326425	676181	114	
Mcdonald Road	326005	675216	67	
Fort House	326206	676577	94	
Duddingston Park South	330541	672033	186	
Broomhouse Crescent	320380	671257	96	
Moredun Park Street	329036	669339	54	
Blackchapel Close	330890	671888	91	
Craighouse Road	323360	670600	145	
Harvesters Way	319931	669702	183	
Liberton Gardens	327199	668967	297	
Niddrie Mains Road	330178	671851	66	
Old Dalkeith Road	329822	669747	110	
Dalgety Road	327682	674493	52	
Brunswick Road	326605	674792	175	
Annandale Street	326069	674912	60	
Portobello High Street	330089	674209	112	
Portobello High Street	330089	674209	52	
Total (all developments)			2264	

Notes: Windfall housing development in Edinburgh 2,264 units

Table 10. Change in Households/Population

Households	CBS Test Scenario to SDP2			
	CBS	SDP2TA	Change	% Change
Edinburgh	246,492	260,113	13,621	6%
East Lothian	56,384	56,384	-	0%
Fife SESplan	138,686	138,686	-	0%
Midlothian	46,498	46,498	-	0%
Scottish Borders	58,158	58,158	-	0%
West Lothian	89,670	89,670	-	0%
SESplan	635,887	649,508	13,621	2%
Scotland	2,671,097	2,684,718	13,621	1%

Population	CBS Test Scenario to SDP2			
	CBS	SDP2TA	Change	% Change
Edinburgh	480,661	508,866	28,205	6%
East Lothian	106,812	106,812	-	0%
Fife SESplan	281,082	281,082	-	0%
Midlothian	93,538	93,538	-	0%
Scottish Borders	125,042	125,042	-	0%
West Lothian	203,250	203,250	-	0%
SESplan	1,290,385	1,318,590	28,205	2%
Scotland	5,538,749	5,566,954	28,205	1%

Table 11. Forecast level of housing development 2024-2030

Summary to Model	Units
Phasing 2024-2030	6,181
International Business Gateway	2,400
Windfall 2018-2030	5,040
Total	13,621

APPENDIX B – ADDITIONAL APPRAISAL METRICS

Road Junction Delays

Congestion is measured in terms of vehicle hours lost. Junction and link delays are the time 'lost' when travelling in congested conditions compared to travelling in free flow conditions and speeds. The figures show the total change in delay associated with junctions as the result of the change in flow between the CBS and SDP2TA.

In line with this, the following graphics have been produced which show locations which experience significant increases:

- Absolute Change in Junction Delays - AM Peak
- Absolute Change in Junction Delays - PM Peak
- Percentage Change in Junction Delay - AM Peak
- Percentage Change in Junction Delay - PM Peak

Figure 15 and Figure 16 show that the main change in absolute junction delays in SDP2TA relative to CBS are located to the west and north of Edinburgh. Delays along the A8 are likely to be mainly associated with the IBG, for which the Gogar link and Eastfield airport road improvement mitigations were not modelled.

Figure 17 and Figure 18 show the relative change in total junction delay compared with CBS. SDP2TA increases travel throughout the modelled area and a small change is apparent as expected. The IBG results in a higher level of delays to the west of Edinburgh along A8, which is already at or close to capacity. In north Edinburgh, the committed and windfall developments also give rise to a relatively high level of increase in junction delays, reflecting the low level of delay in the CBS at these locations.

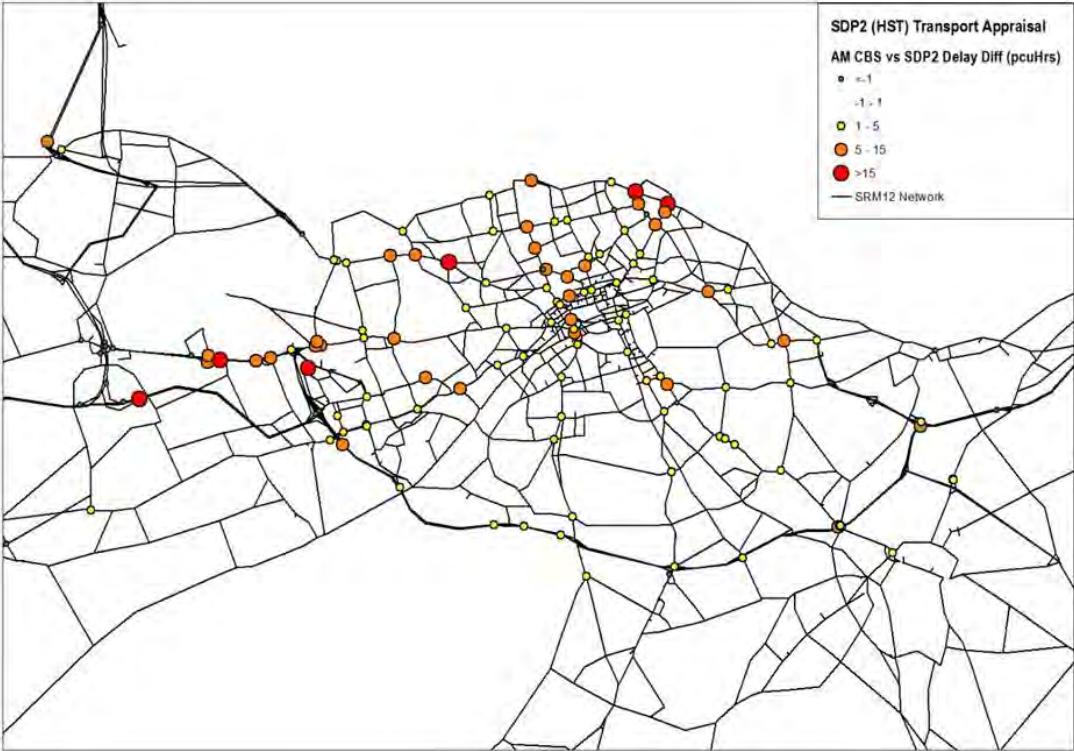


Figure 15. Change in Delays - AM Peak

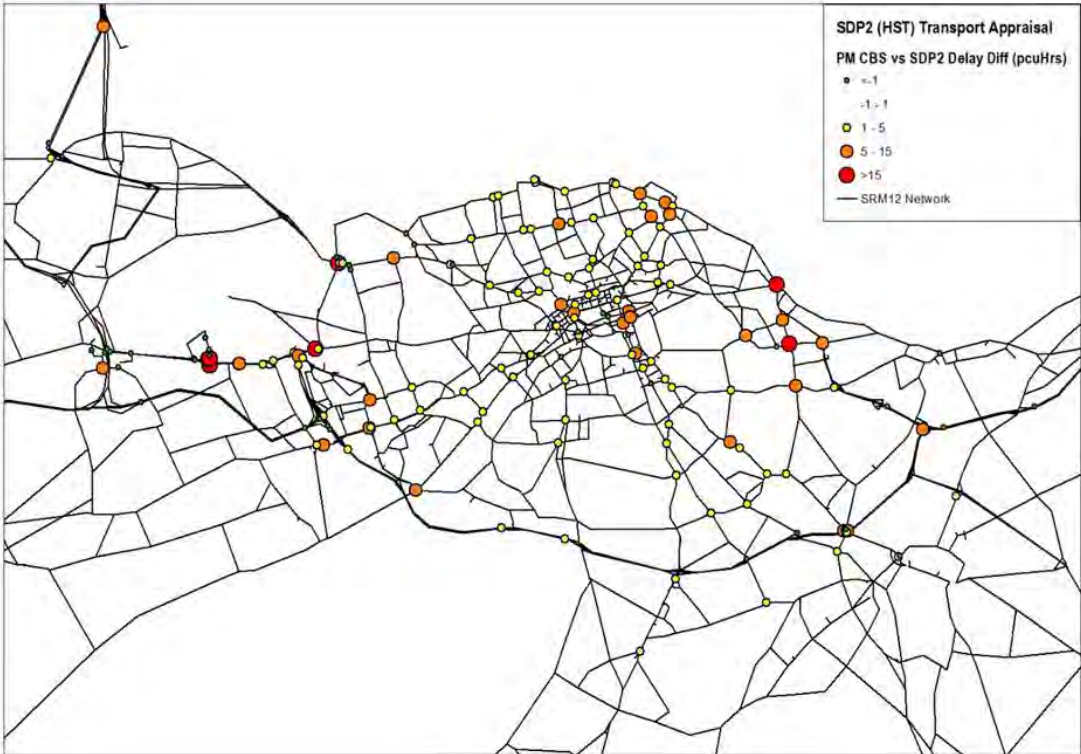


Figure 16. Change in Delays - PM Peak

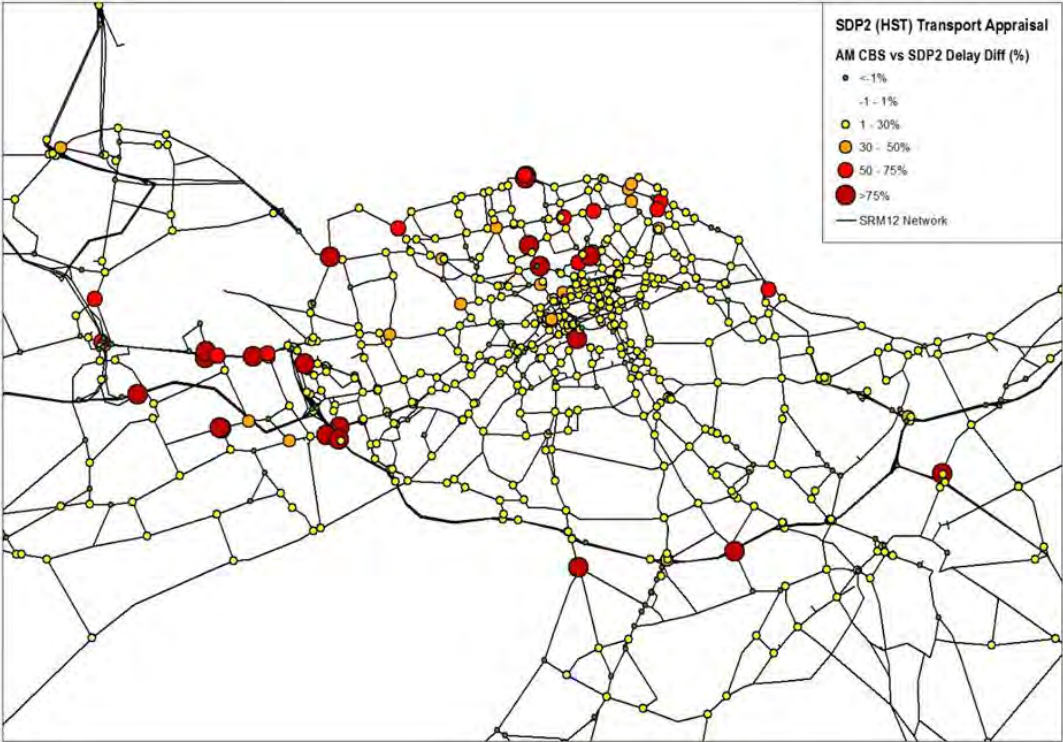


Figure 17. Percentage Change in Delay - AM Peak

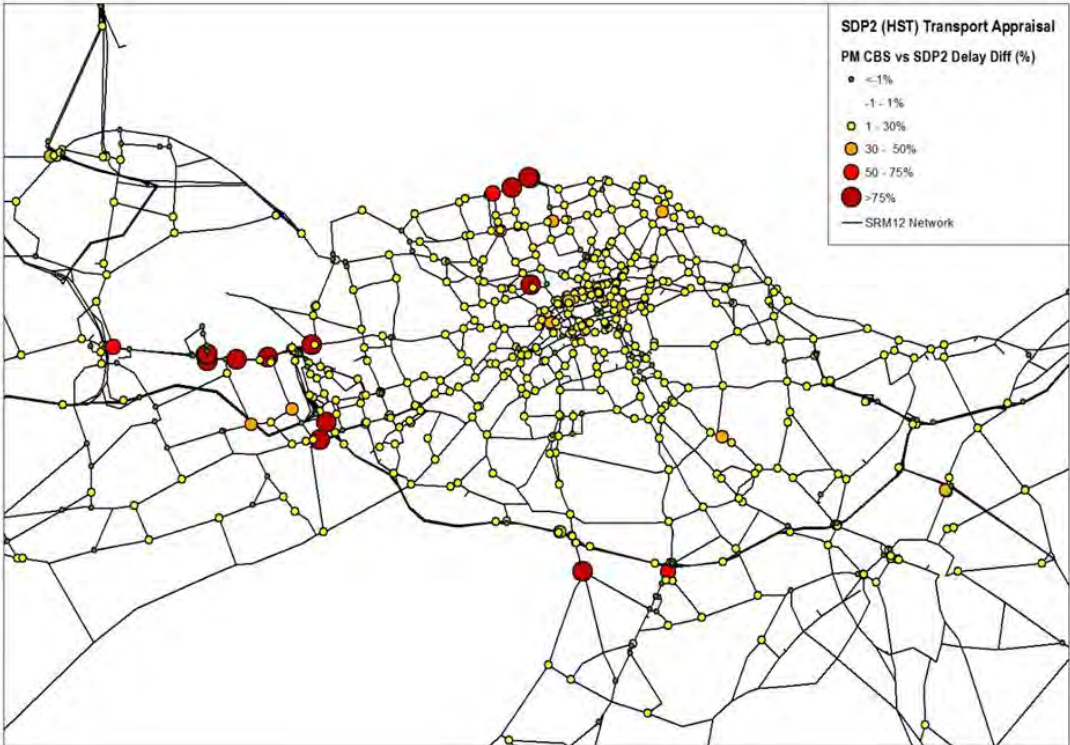


Figure 18. Percentage Change in Delay - AM Peak

Link Delays per Kilometre

The average time lost due to congestion per kilometre travelled by vehicles in the CBS and SDP2TA is shown in the figures below. The delay per kilometre is a measure of service levels across the network and enables delays associated with short and long links to be compared on a common and consistent basis.

The link delay component is high along the City bypass and along many roads within Edinburgh but less significant to the west of the city along high capacity major road (for example M8 and M9).

In the CBS the higher level of delays per kilometre are associated a number of the major corridors of travel, including: A720 city bypass (west of Straiton), A8, Queensferry Crossing, north Edinburgh (Granton Road and Ferry Road) as well as radial corridors within Edinburgh including A8, A199, A71 Calder Road, A7 and A1.

The following graphics show the location and scale of the increase in delay within the network as the result of the SDP2TA developments:

- Demand Flows: Difference in Link Delays per Kilometre - AM Peak
- Demand Flows: Difference in Link Delays per Kilometre - PM Peak
- Demand Flows: % Difference in Link Delays per Kilometre - AM Peak
- Demand Flows: % Difference in Link Delays per Kilometre - PM Peak

Figure 19 and Figure 20 show that the traffic generation associated with the SDP2TA developments has relatively small impact and the associated increase in link delays are relatively small in absolute terms (the increase is less than 5% on many links).

Figure 21 and Figure 22 show that the main impact of the SDP2TA trip generation on average link delays as a percentage change relative to CBS (increases of between 5% and 20%) is associated with roads in northern Edinburgh and less important distributor roads to the west of Edinburgh. The links where the forecast increase in delay is high in both absolute and relative terms are associated with the proposed housing developments in north Edinburgh.

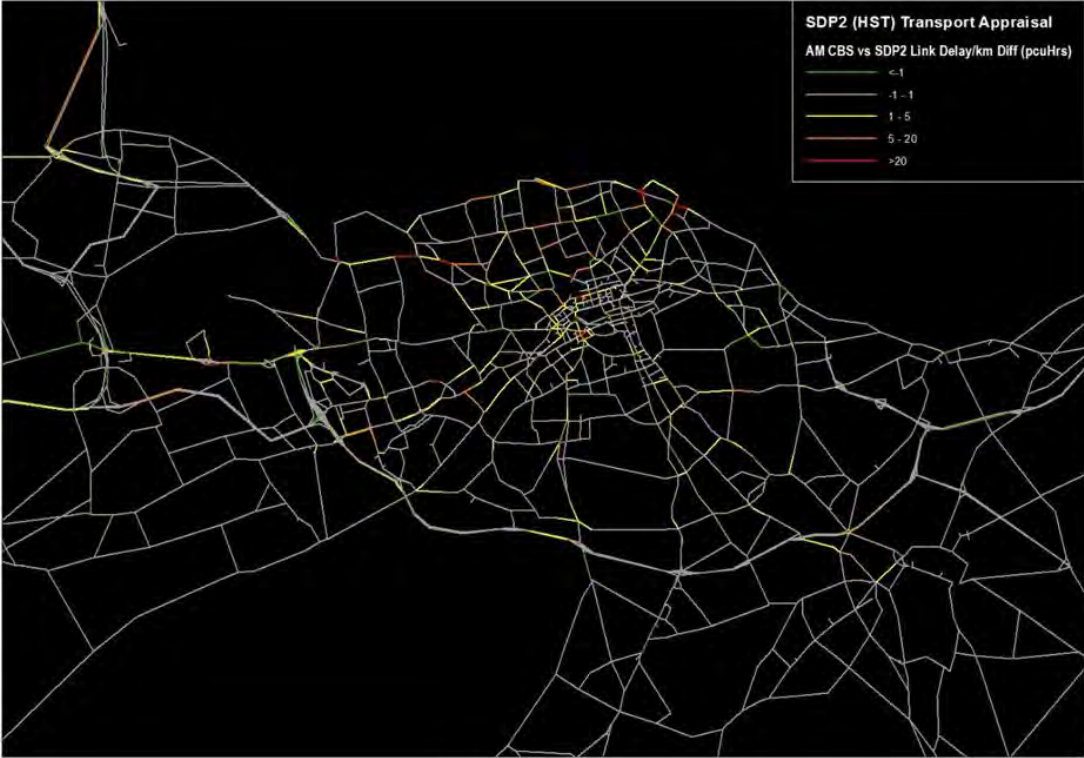


Figure 19. Change in Delays per Km - AM Peak

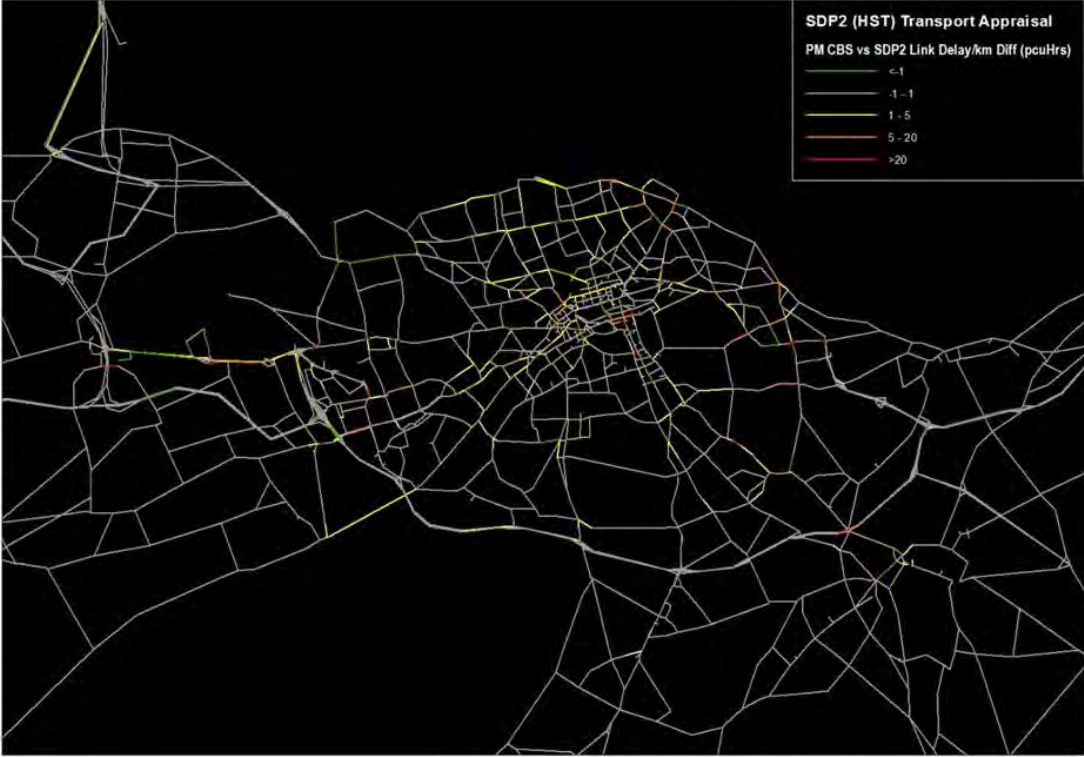


Figure 20. Change in Delays per km - PM Peak



Figure 21. Percentage Change in Delays per km - AM Peak



Figure 22. Percentage Change in Delays per km - PM Peak

APPENDIX C – LIST OF POSSIBLE SCHEMES

Mitigation Measures

To assess potential options to mitigate the impacts of the SDP2TA developments that may not be adequately addressed when the CBS proposals become available, a review of existing proposals and opportunities emerging from the LDP appraisal process has been undertaken, as follows:

Sources Consulted

- CEC Local Transport Strategy: 2014 – 2019.
www.edinburgh.gov.uk/downloads/file/3525/local_transport_strategy
- CEC Second Proposed Local Development Plan (2014).
www.edinburgh.gov.uk/info/20069/local_plans_and_guidelines
- CEC Waterfront and Leith Area Development Framework (2011).
www.edinburgh.gov.uk/info/20069/local_plans_and_guidelines
- CEC Rural West Edinburgh Local Plan Alteration (2011).
www.edinburgh.gov.uk/downloads/file/841/rural_west_edinburgh_local_plan_alteration
- SEStran Regional Transport Strategy (2015).
www.sestran.gov.uk/uploads/rts_delivery_plan_2015_inc_appendices.pdf
- SESplan Strategic Development Plan (2013).
www.sesplan.gov.uk/assets/assets/files/docs/290813/SESplan%20Strategic%20Development%20Plan%20Approved%2027%20June%202013.pdf
- Transport Infrastructure Study for West Edinburgh Phase 1 (TISWEP) (2013).
- West Edinburgh Transport Appraisal (2010).
www.scotlandsglobalhub.com/media/downloads/transport-west-edinburgh-transport-appraisal-2010.pdf

APPENDIX D – MODELLING PARAMETER – PASSQ

The analysis of the results have been based on model runs using a modelling option known as PASSQ, as this allows the high level of congestion and growth in traffic demand, queues and delays prior to the peak hour to be taken into account when modelling peak hour traffic movements. This is considered to better reflect travel behaviour when modelling highly congested areas but results in extended model run times.

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Abu Dhabi

AS Business Centre, First Floor, Suites 201-213,
Al Ain Road, Umm al Nar, P.O. Box 129865,
Abu Dhabi, UAE
T: +971 2 558 3809 F: +971 2 558 9961

Birmingham

Second Floor, 37a Waterloo Street
Birmingham B2 5TJ United Kingdom
T: +44 (0)121 233 7680 F: +44 (0)121 233 7681

Dublin

1st Floor, 12/13 Exchange Place,
Custom House Docks, IFSC, Dublin 1 Ireland
T: +353 (0)1 542 6000 F: +353 (0)1 542 6001

Edinburgh

Prospect House, 5 Thistle Street, Edinburgh EH2 1DF
United Kingdom
T: +44 (0)131 220 6966

Glasgow

Seventh Floor, 78 St Vincent Street
Glasgow G2 5UB United Kingdom
T: +44 (0)141 225 4400

Lille

86 Boulevard Carnot, 59000 Lille, France
T: +33 (0)3 74 07 00 F: +33 (0)1 53 17 36 01

London

Seventh Floor, 15 Old Bailey
London EC4M 7EF United Kingdom
T: +44 (0)20 7529 6500 F: +44 (0)20 3427 6274

Lyon

11, rue de la République, 69001 Lyon, France
T: +33 (0)4 72 10 29 29 F: +33 (0)4 72 10 29 28

Manchester

25th Floor, City Tower, Piccadilly Plaza
Manchester M1 4BT United Kingdom
T: +44 (0)161 236 0282 F: +44 (0)161 236 0095

Marseille

76, rue de la République, 13002 Marseille, France
T: +33 (0)4 91 37 35 15 F: +33 (0)4 91 91 90 14

Newcastle

PO Box 438, Newcastle upon Tyne, NE3 9BT
United Kingdom
T: +44 (0)191 2136157

Paris

72 rue Henry Farman, 75015 Paris, France
T: +33 (0)1 53 17 36 00 F: +33 (0)1 53 17 36 01

Woking

Dukes Court, Duke Street
Woking, Surrey GU21 5BH United Kingdom
T: +44 (0)1483 728051 F: +44 (0)1483 755207

Hong Kong

14th Floor West, Warwick House, TaiKoo Place,
979 King's Road, Island East, Hong Kong
T: +852 2529 7037 F: +852 2527 8490

Shenzhen

Room 905, Excellence Mansion, No.98, No.1 Fuhua Road,
Futian Central Zone, Shenzhen, PRC, Post Code : 518048
T : +86 755 3336 1898 F : +86 755 3336 2060

Shenzhen - Beijing Branch Office

Room 1503, Block C, He Qiao Mansion, No. 8 Guanghua Road,
Chaoyang District, Beijing, PRC, Post Code : 100026
T : +86 10 8557 0116 F : +86 10 8557 0126

Beijing Joint Venture

Room 1507, Main Building, No. 60, Nan Li Shi Road,
Xi Cheng District, Beijing, PRC, Post Code : 100045
T : +86 10 8807 3718 F : +86 10 6804 3744

Mumbai

Antriksh, Unit no. 301, 3rd Floor, CTS Nos.
773, 773/1 to 7, Makwana Road, Marol, Andheri East ,
Mumbai 400069
T: +91 22 2647 3134
B 307, Great Eastern Summit Sector - 15, CBD Belapur Navi
Mumbai - 400 614
T: +91 22 2757 2745

New Delhi

5th Floor Guru Angad Bhawan, 71 Nehru Place, New Delhi
110019
T: +91 11 2641 3310

Noida

3/F, C-131, Sector 2, Noida-201301, U.P.
T: +91 120 432 6999

Singapore

25 Seah Street #04-01 Singapore 188381
T : +65 6227 3252 F : +65 6423 0178

Thailand

37th Floor, Unit F, Payatai Plaza Building, 128/404-405 Payathai
Road, Rajthwee, Bangkok 10400, Thailand
T : +662 216 6652 F : +662 216 6651

Vietnam

5/F Perfect Building, Le Thi Hong Gam St, District 1,
Ho Chi Minh City, Vietnam
T : +84 8 3821 7183 F : +84 8 3821 6967



The Strategic Development Planning Authority
for Edinburgh and South East Scotland

For Decision	✓
For Information	

ITEM 6 – STRATEGIC ENVIRONMENTAL ASSESSMENT (ENVIRONMENTAL REPORT), HABITATS REGULATIONS APPRAISAL AND STRATEGIC FLOOD RISK ASSESSMENT

Report by: Ian Angus, SDP Manager

Purpose

This report presents an update on the **Strategic Environmental Assessment (Environmental Report)** and an explanation of the proposed approach to ensuring that the plan complies with the Conservation (Natural Habitats, &c.) Regulations 1994 (as amended), a process known as the '**Habitats Regulations Appraisal**'. The report also sets out the approach to Strategic Flood Risk Assessment.

Recommendations

It is recommended that the Joint Committee:

- a) Notes the Addendum to the Environmental Report attached as Appendix 1 to this report;
- b) Notes the proposed approach to the completion of the Habitats Regulations Appraisal (HRA) process, as it applies to Natura sites, set out in paragraphs 3.1-3.6 of this report;
- c) Delegates authority to the SESplan Project Board to approve the publication of a Revised Environmental Report and a Habitats Regulation Appraisal alongside the Proposed Plan; and
- d) Notes the approach to Strategic Flood Risk Assessment.

Resource Implications

None.

Legal and Risk Implications

Risks detailed below have been recorded in the SESplan Risk Register. The Risk Register is reported to the Joint Committee on an annual basis.

Policy and Impact Assessment

No separate impact assessment is required.

1. Background

1.1. The Strategic Development Plan is subject to the The Conservation (Natural Habitats, &c.) Regulations 1994 (as amended) and falls within the scope of the Environmental Assessment (Scotland) Act 2005. This means that it requires a 'Habitats Regulations Appraisal' and a 'Strategic Environmental Assessment' (SEA). A Strategic Flood Risk Assessment (SFRA) has also been prepared to demonstrate that the plan has had regard to flood risk, in line with the Flood Risk Management (Scotland) Act 2009.

2. Strategic Environmental Assessment (SEA)

2.1 A SEA Environmental Report, named the 'Interim Environmental Report' (IER) was published alongside the Main Issues Report (MIR). This assessed the preferred spatial strategy option (Growth Corridors) and two alternative options.

2.2 The Core Team has considered whether there is any new material or policy approach in the Proposed Plan that is not covered by the IER. Although the Proposed Plan does not introduce any new issues not considered in the IER, it does provide more detail on the preferred approach that is considered to warrant a revised and updated assessment. It is recommended therefore that a revised or supplementary Environmental Report should be published for consultation at the same time as the Proposed Plan and that the Joint Committee give the Project Board delegated authority to approve a revised Environmental Report. The revised Environmental Report will be made available to the Joint Committee members before the Proposed Plan is published and further revised Environmental Reports will be prepared, if necessary, prior to adoption/ approval of the plan.

2.3 There is no statutory requirement for the Joint Committee to approve the revised Environmental Report prior to publication of the Proposed Plan. However an addendum to the IER (Appendix 1 to this report) is presented to the Joint Committee to inform its consideration of the Proposed Plan. This addendum is considered to address all of the additional issues raised by the Proposed Plan and the findings will be incorporated into the revised Environmental Report. Table 1 of the addendum sets out how the potential mitigation measures, identified in the IER, have been taken account of in the preparation of the Proposed Plan. Table 2 of the addendum presents a revised assessment of the Growth Corridor option in light of the additional information on Housing Supply Targets and the commitment to Supplementary Guidance on Green Networks set out in the Proposed Plan. In line with the IER findings, this additional assessment concludes that, of the MIR options, the Growth Corridor option remains the option with the fewest negative environmental impacts.

3. The Habitats Regulations Appraisal

3.1 A Habitats Regulations Appraisal (HRA) is an appraisal of the impact of the plan on 'Natura sites'. Natura sites are nature conservation designations of European importance. Article 6(3) of the EC Habitats Directive requires that *"any plan (or project), which is not directly connected with or necessary to the management of a European site, but would be likely to have a significant effect on such a site, either individually or in combination with other plans or projects, shall be subject to an 'appropriate assessment' of its implications for the European site. The plan-making body shall agree to the plan only after having ascertained that it will not adversely affect the integrity of the site concerned, unless in exceptional circumstances the provisions of Article 6(4) are met."* This procedure is applied in Scotland through the Conservation (Natural Habitats, &c.) Regulations 1994 (as amended), and is known as a 'Habitats Regulations Appraisal'.

3.2 In simple terms, the HRA consists of two main questions (or stages). The first is *'could the plan have a likely significant effect on a Natura site?'*. If the answer to this is yes, then we have to ask a second question (the second stage) *'will the plan have an adverse effect on a Natura site?'*

3.3 The statutory requirement is that a HRA is carried out before the plan is agreed. This plan will not be agreed until Scottish Ministers approve it in 2018. The regulations do not concern themselves with the detailed plan-making process of particular types of plan. There is therefore no statutory requirement that a plan-making body carries out an HRA prior to committee approval of a proposed plan, nor is there even a statutory requirement that one is carried out before publication of a proposed plan.

3.4 In the context of a development plan, it is good practice to carry out an HRA before committee approval. This is because there is a theoretical risk that a committee could approve a plan for publication which, because of the findings of the HRA, could not later be approved/adopted in its current form. However, in terms of this particular plan, the risk of this is extremely small because it is very unlikely that this plan could be judged to have a significant effect on a Natura site. In line with SNH guidance (Habitats Regulations Appraisal of Plans – Guidance for Plan-making Bodies in Scotland version 3, 2015), we consider that the content of this plan would be 'screened out' of the need for further assessment at the first stage of HRA because :

- The majority of the infrastructure projects referred to in the plan are not proposed by the plan and have already been subject to HRA at a 'lower' tier of plan; and/or
- The effects of the plan on any particular European site cannot be identified, because the policies and spatial framework are too general (strategic) in nature or the location of a proposal, for example the exact route of a new strategic cycleway, is not defined in detail.

3.5 A record of HRA will be prepared for consideration by the SESplan Project Board prior to publication. If it is found that changes do need to be made to the plan for it to comply with the regulations, publication of the Proposed Plan would be postponed and the Plan, including any amendments which are required, will be presented to the Joint Committee for its consideration. If necessary, a special meeting of the Joint Committee on or around 22 August 2016 will be recommended for this purpose. Allowing for a subsequent programme of ratification, it is expected that, in this scenario, the Proposed Plan would be published in October. This change to the programme would impact on later stages in the process, but the Proposed Plan and supporting documents will still be brought to a Joint Committee for approval for submission to the Scottish Ministers in March 2017.

3.6 Figure 1. Recommended approach to Habitats Regulations Appraisal



4. Strategic Flood Risk Assessment

4.1 To demonstrate that the plan meets statutory requirements with regard to managing flood risk, an interim Strategic Flood Risk Assessment (SFRA) was carried out at the MIR stage. The Core Team has reviewed the interim SFRA and incorporated its recommendations in the Proposed Plan. It is considered that the conclusions of the interim SFRA regarding the assessment of the 'Growth Corridor' option, the option taken forward in the Proposed Plan, remain valid. The Core Team will however update the interim SFRA to better reflect the content of the Proposed Plan and publish as part of the Proposed Plan consultation.

4.2 The existing IER assessed the 'Growth Corridor' option as having an overall positive impact on flood risk. On the advice of SEPA, the level of flood risk has been reassessed as having a neutral impact on flood risk, see Appendix 1 Environmental Report and Addendum.

5. Next Steps

A revised Environmental Report, a record of Habitats Regulation Appraisal and an updated Strategic Flood Risk Assessment will be prepared as proposed in this paper and published alongside the Proposed Plan.

Appendices

Appendix 1 Environmental Report and Addendum

Report Contact: 01506 282879

Report Agreed By: Ian Angus, SDP Manager

Author Name: Ivan Clark, Lead Officer

APPENDIX 1 – ENVIRONMENTAL REPORT AND ADDENDUM

The SESplan [Interim Environmental Report](#) identified a range of potential mitigation measures to be incorporated as appropriate into the SDP. Table 1 sets out this mitigation against the section of the Proposed Plan into which the mitigation has been incorporated.

Table 1: Mitigation Measures from Environmental Report of Main Issues Report

SEA Theme	Potential Mitigation Measures	How mitigation has been applied in Proposed Plan where appropriate
Air	Encourage higher densities of development, where appropriate, to support public transport and active travel and a mix of uses to reduce the need to travel	Covered in 'A Better Connected Place' and 'Placemaking Principles' sections
	SDP transport policy to require new development to incorporate public transport services and active travel	Covered in SDP 'A Better Connected Place' and 'Placemaking Principles' sections
	SDP transport policy to require location of development near existing public transport services and provide direct access to interchanges and stops where possible.	Covered in SDP 'A Better Connected Place' and 'Placemaking Principles' sections
	SDP and LDP policies to direct development that generates significant travel demand to centres and areas show to be highly accessible by sustainable modes.	Covered in 'A Place to do Business' and 'Placemaking Principles'
	SDP to set out regional active travel network priorities with direct links between new and existing development and generators of travel.	Covered in 'A Better Connected Place Section. Individual routes specified in Action Programme
	Encourage sustainable mixed mode travel by provide direct active travel access to stations with suitable bike storage	Covered in 'Placemaking Principles' section
	Development to incorporate green networks to support active travel	Covered in 'Placemaking Principles' section
	Decisions on transport investment should prioritise sustainable transport and active travel infrastructure	Reflected in the approach set out in 'Better Connected Place' section
Bio	LDPs will require development to be located away from local, regional and international designated sites and locations	Covered in 'Placemaking Principles' section
	LDPs will direct development to avoid sites which provide supporting off-site habitats for qualifying species of protected sites, particularly within coastal zones	LDPs directed to give appropriate level of protection to all international, national and locally designated areas.
	SDP and LDP policies will require development to incorporate green networks and SUDS which support increasing biodiversity	Covered in 'Placemaking Principles' and Green Networks section.

Climatic Factors	Air theme measures relating to transport and accessibility	Covered in 'Better Connected Place' section
	SDP and LDP policies will look to increase the generation of renewable energy where shown to be appropriate. This will be directed through spatial frameworks, LDP criteria policies and environmental studies, including landscape	Spatial framework for renewables included in Low Carbon Economy section and LDPs directed to include additional assessment criteria. Cross-boundary Windfarm Working Group proposed.
	Development to incorporate green networks to support recreational and commuting walking and cycling. SDP to set out regional walking and cycling network.	Green Network section.
	LDPs will require new development should use building forms which increase energy efficiency and incorporate renewable technologies	Covered by 'Placemaking Principles' section
	Where possible new development should look to make use of decentralised energy including district heating networks	Covered by 'Placemaking Principles' section
	LDPs will identify development opportunities to re-use wasted heat energy	Covered by 'Placemaking Principles'
	As appropriate LDPs will require development to accommodate climate change adaptation measures	Covered by 'Placemaking Principles' section
Cultural heritage	Development should use placemaking principles and guidance on design and siting to protect and enhance (where appropriate) historic/cultural assets and their settings. For development allocated in LDPs these will be set out in LDPs and, where appropriate, development briefs.	Covered by 'Placemaking Principles' section
Landscape & Townscape	Development should use good placemaking principles and guidance on design and siting to enhance landscapes and townscapes. For development allocated in LDPs these will be set out in LDPs and, where appropriate, development briefs.	Covered by 'Placemaking Principles' section
Material assets	SDP and LDP spatial strategies and allocations should, where possible, avoid development being located on prime quality agricultural land	Covered by 'Placemaking Principles' section
	Higher densities (where appropriate) and appropriate house types to meet identified need should be used to reduce the level of prime quality agricultural land required for development	Covered by 'Placemaking Principles' section
	Increase the provision of energy from waste facilities to increase sustainable resource use	Zero Waste section requires LDPs to support this
	LDPs will be required to safeguard mineral resources	Covered in 'Responsible Resource Extraction'
Population & Human Health	Development should be required to incorporate green space and link to green networks to support recreation and active travel	Green Networks section
	Development should meet affordable housing requirements. Affordable housing supply targets will	Increasing Housing Delivery section

	be set out in the SDP. LDPs will contain identify land to meet these.	
	Development should incorporate appropriate levels of, and good access to essential services	Covered by 'Placemaking Principles' section
Soil	Delivery policy should look to phase development where appropriate to prioritise brownfield development	Covered in relation to Spatial Strategy and 'Placemaking Principles' section
	Actions should look at how to unblock stalled development of brownfield sites	Joint Actions with HfS in Action Programme
	Development should look to accommodate a high level of greenspace and not rely on hard surfacing	Covered by 'Placemaking Principles' section
Water	New development should not look to exacerbate coastal erosion	Reflected in Spatial Strategy
	New development should not be located in the 1:200 flood risk area	Covered by 'Placemaking Principles' section
	Redevelopment of areas in the 1:200 flood risk area should comply with the Flood Risk Management (Scotland) Act 2009 and Scottish Planning Policy	Flood risk covered in Place-making principles section, but no specific requirement in the SDP to comply with this specific legislation. This doesn't add value to the plan.
	The Proposed Plan for SDP2 will build on the Strategic Flood Risk Assessment by mapping flood risk of potential areas of development arising from SDP2 requirements	Strategic Growth not mapped at a scale at which it would be sensible to map Flood Risk Areas. LDPs given direction to avoid flood risk areas in 'Placemaking Principle' section
	SDP and LDP strategy should require land for natural drainage to be left undeveloped	Covered by Place-making Principles section
	SDP and LDP policy will require SUDS schemes should be incorporated into new developments, where deemed appropriate	Covered by Place-making Principles section
	Green field development should include permeable surfaces where possible	Covered by Place-making Principles section
	Development should not impact on the water quality of watercourses	Covered by Place-making Principles section

Re-Assessment of Growth Corridor Option

1. The SESplan [Interim Environmental Report](#) identified the impact of the three spatial strategy options in the MIR against an assessment framework. The assessment found that none of the spatial strategy options had an overall positive impact on the environmental objectives. Whilst development can deliver and support beneficial environmental improvement, all options involve a level of greenfield land loss. Through mitigation and enhancement measures, the growth corridors option and the consequent distribution of growth amongst the SESplan member authority areas was assessed to have the lowest level of negative impacts and the most positive impacts of the three options.

2. The SESplan Proposed Plan has continued with preferred strategy of Growth Corridors. The strategy reflects the outputs of the process to calculate Housing Supply Targets carried out subsequent to the MIR. The results of this process is that for five of the six SESplan member authorities no additional land (additional to that already in existing LDPs) is required. CEC is likely to face a shortfall in housing land supply and may need to identify additional land . On this basis the assessment has been refined and can now be considered alongside agreed housing supply targets to give greater certainty as to the level of additional development land required over the 12 year period 2018 to 2030. Therefore it is appropriate to re-assesses the final strategy, including the mitigation measures in the SDP, to assess the cumulative impact of the SDP as a whole, in addition to assessing the impact of the additional development required above what is already permitted or included in LDPs.

3. The assessment matrix uses a text based, qualitative analysis which identifies the potential positive and negative impacts on each objective. The assessment for each objective factors in the mitigation and enhancement measures in the SDP and what impact that has on the objectives. A traffic light system indicates what the overall impact of the strategy will be for each objective. To ensure consistency, this is the same assessment framework used for the Interim Environmental Report.

Significant Overall Positive Impact
Overall Positive Impact
Neutral Impact
Overall Negative Impact
Significant Overall negative Impact

Table 2. Reassessment of Growth Corridor Option in light of Proposed Plan approach.

SEA Objective	Assessment of Proposed Plan Strategy
Maintain and improve on current air quality levels	<p>Poor air quality is a significant issue in the SESplan area, with 8 air quality management areas (AQMAS) in the region. They are in congested road corridors and five of them are in Edinburgh.</p> <p>Additional population and subsequent development without mitigation will cause an increase in journeys, many of which will be made by car. This will increase carbon and nitrogen oxide emissions and worsen air quality in parts of the region.</p> <p>The SESplan strategy seeks the focus a higher proportion of development nearer to job locations and along public transport corridors. The impact of this will be to shorten the length of journeys and support greater proportion of journeys by walking, cycling and public transport.</p> <p>With a higher concentration of development in Edinburgh this could impact on the 5 AQMAS there. However, journeys in Edinburgh have a much higher modal share by public transport, walking and cycling than in other SESplan authorities reflecting the shorter journey lengths in urban areas and the quality of public transport. Car ownership levels are also much lower in Edinburgh and reduced between the 2011</p>

SEA Objective	Assessment of Proposed Plan Strategy
	<p>and 2011 censuses.</p> <p>The SDP is seeking to mitigate to mitigate the impact on air quality through the design of the strategy which requires:</p> <ul style="list-style-type: none"> • Development is being delivered in areas of good public transport access. Development near public transport nosed should be developed at higher densities. • Additional growth in Edinburgh is being directed to brownfield first within urban Edinburgh. • Long term growth will be directed to along public transport corridors • Identifying and requiring functional walking and cycling routes along key corridors linking settlements, employment areas and new development to encourage a shift towards walking and cycling. <p>Therefore the SDP Strategy is considered to have a neutral impact on air quality. There are ongoing interventions not under the control of the SDP that will result in air quality improvements. These mostly involve decarbonising travel through improvements to vehicles e.g. electric cars and buses, car sharing schemes.</p>
Protect and enhance natural heritage assets	<p>There is a spread of development across the SESplan area and not an over-concentration in one place. By achieving spread of development this has given flexibility so that LDPs have the opportunity to identify sites that have the least impact on natural heritage assets.</p> <p>Other than development around the Edinburgh waterfront, the strategy locates development away from sensitive coastal areas.</p> <p>Development on greenfield land can lead to disruption of habitat networks. However, development can have positive effects on biodiversity as gardens and green space areas provide good opportunities for habitats and supporting wildlife. They can have a greater range of biodiversity than land use for intensive agriculture.</p> <p>Ongoing development of the Central Scotland Green Network and work on the green network frameworks will identify and deliver opportunities to enhance biodiversity and natural heritage assets, including the creation of new woodlands. In the longer term the development of the two Strategic Cross Boundary Frameworks will identify and safeguard areas and natural assets that provide the greatest benefits for people and biodiversity.</p> <p>Whilst the strategy may require additional housing land to be delivered in Edinburgh above that which is currently identified, the SDP requires this to be directed to brownfield first thereby seeking to protect peripheral greenfield areas and any such biodiversity value that they have.</p> <p>The SDP strategy is considered to have a positive impact on protecting and enhancing natural heritage assets.</p>
Minimise CO ₂ emissions and other causes and effects on	<p>Current forms of development and additional population in the region result in CO₂ emissions. The strategy seeks to minimise these emissions whilst still reducing overall level of emissions to support Scottish Government climate change targets. The Strategy seeks to do this by focusing a higher proportion of development</p>

SEA Objective	Assessment of Proposed Plan Strategy
climate change	<p>nearer to job locations and along public transport corridors. The impact of this will be to shorten the length of journeys and support greater proportion of journeys by walking, cycling and public transport thereby reducing CO₂ emissions associated with vehicle movement. Long term growth will be directed to along public transport corridors.</p> <p>New development will support the delivery of better public transport services as well as new walking and cycling routes, therefore supporting modal shift away from private car use in existing communities as well as new developments.</p> <p>Green network frameworks will identify the assets to be protected and strategic enhancements. Together these could provide climate change adaptation measures.</p> <p>The place making principles requires development to be efficient and support the use of decentralised energy networks and district heating systems.</p> <p>The strategy is considered to have an overall positive impact on minimising CO₂ emissions and other causes and effects of climate change.</p>
Protect and enhance the built and historic environment	<p>There is a spread of development across the SESplan area and not an over-concentration in one place. By achieving spread of development this has given flexibility so that LDPs have the opportunity to identify sites that have the least impact on built and historic environment assets. However, there are some potential pressures on battlefield assets from development in proposed and emerging LDPs</p> <p>A greater proportion of development is concentrated in Edinburgh. However, this should not lead to pressure for inappropriate sites to be development and detrimental impacts on the cities heritage assets.</p> <p>LDP policies will require the siting and design of new development should protect and where appropriate enhance historic environment assets. The siting of development should not detrimentally impact on the built and historic environment. New development provides opportunities to enhance the built environment through regeneration and redevelopment of listed buildings at risk.</p> <p>The SDP strategy is considered to have a neutral impact on protecting and enhancing the built and historic environment.</p>
Protect and enhance the landscape and townscape	<p>There is a spread of development across the SESplan area and not an over-concentration in one place. By achieving spread of development this has given flexibility so that LDPs have the opportunity to identify sites that minimise impacts on landscapes and townscapes, and in cases can enhance it.</p> <p>In the first 12 years of the plan, the strategy does not require further land to be required outside Edinburgh therefore preventing further coalescence. In addition the greenbelt policy is retained. However, meeting the overall requirements of the plan, through development of existing allocations will result in some settlements expanding towards others. Longer term impacts will depend on where new areas of strategic growth are located (in future SDPs) along the long term growth corridors. This will be informed by further analysis including the Cross Boundary Strategic Green Network frameworks</p>

SEA Objective	Assessment of Proposed Plan Strategy
	<p>The continued development of the Central Scotland Green Network and identification of green network priority areas will protect and enhance landscapes. Well designed and planned new development can enhance townscapes, improve settlement edges and create attractive settlement gateways. Regeneration development has the significant potential to enhance townscapes.</p> <p>The SDP strategy is considered to have a neutral impact on protecting and enhancing the landscape and townscape.</p>
Use resources sustainably	<p>Delivering the strategy through land identified in existing and emerging LDPs will result in the loss of some prime quality agriculture land around Edinburgh and the Lothians. However, this had been minimised by requiring LDPs to identify brownfield sites first. This will be continued and strengthened so that the potential additional housing land that may be required in Edinburgh should be identified in brownfield land first before peripheral greenfield sites are considered. This requirement is also set out in the placemaking principles so that it applies to all LDPs.</p> <p>Waste and minerals content of the SDP promotes the increased recycling of waste, its use as an energy resource and the sustainable use of minerals.</p> <p>The SDP strategy is considered to have an overall negative impact on using resources sustainably.</p>
Improve the quality of life and human health for communities	<p>Delivering the SDP strategy will provide new housing in sustainable locations to meet housing need and demand. The affordable housing supply targets are higher than past delivery and will help meet new and backlog need for affordable housing, therefore having a positive impact on health and quality of life.</p> <p>The delivery of Central Scotland Green Network projects, green spaces and quality green networks alongside new development will allow for greater levels of outdoor recreation, walking and cycling and help improve human health.</p> <p>Delivery of the SDP will locate housing closer to future employment. This will result in shorter journeys and support more journeys by walking, cycling and public transport. This will help minimise additional vehicle emissions that can impact on human health as well encouraging more exercise. Having shorter journeys could help reduce anxiety and stress related issues related to longer distance commuting by car. Reducing commuting times could allow for more recreation and exercise.</p> <p>The SDP strategy is considered to have a significant overall positive impact on the quality of life and human health for communities.</p>
Minimise the impact on soil quality and to adhere to contaminated land regulations	<p>Delivering the strategy through land identified in existing and emerging LDPs will result in development of greenfield land with associated soil sealing. However, this had been minimised by requiring LDPs to identify brownfield sites first. This will be continued so that the potential additional housing land that may be required in Edinburgh should be identified in brownfield land first before peripheral greenfield sites are considered. This requirement is also set out in the placemaking principles so that it applies to all LDPs.</p> <p>The strategy does not require development that will impact on peat and carbon</p>

SEA Objective	Assessment of Proposed Plan Strategy
	<p>rich soils.</p> <p>The SDP strategy is considered to have an overall negative impact on using resources sustainably.</p>
Minimise flood risk and adverse significant effects on water bodies	<p>Development will be required to avoid land at risk of flooding and retain natural flood defences. Whilst the strategy prioritises brownfield sites first, as did the previous SDP, delivering the strategy requires the continued delivery of land identified in previous plans and the subsequent greenfield soil sealing. This has the potential to reduce land required for drainage. LDPs will be required to set out policies on mitigation measures, including sustainable urban drainage systems and surface water management measures.</p> <p>The Strategic Flood Risk Assessment has identified that surface water from greenfield developments in Edinburgh needs management. The SESplan strategy is that any additional land that may be required in Edinburgh should be directed to brownfield sites first. The SDP is not identifying a preference for any further development of greenfield sites in West Edinburgh or South East Edinburgh to meet development requirements up to 2030.</p> <p>The cross boundary green network frameworks will identify blue networks that should be protected and enhanced for both minimising flood risk and protecting water bodies. The frameworks will provide a context for future planning decisions in these areas, covering both West and South East Edinburgh.</p> <p>The SDP strategy is considered to have an overall neutral impact on minimising flood risk and adverse significant effects on water bodies.</p>

Summary of Table 2 compared to Interim Environmental Report at MIR stage

4. Delivery of the strategy will have range of impacts. We have considered the impacts of the Placemaking Principles, and the more plan-led approach to identifying specific green infrastructure assets and their benefits and concluded there will be an overall positive effect on the SEA objective to protect and enhance natural heritage assets compared to the assessment at MIR stage.
5. Taking into account recent advice from SEPA, we have reassessed the impact on the objective 'Minimise flood risk and adverse significant effects on water bodies' as 'neutral' compared to the assessment at MIR stage as 'overall positive'.
6. Although the plan seeks to prioritise brownfield land being developed and the additional housing land required may be minimal, land identified in current and emerging LDPs will be required to meet the plans development requirements. This includes development on greenfield areas and prime quality agricultural land.
7. Of the options in the MIR, the Growth Corridor option remains the option with the least environmental impact.



The Strategic Development Planning Authority
for Edinburgh and South East Scotland

For Decision	✓
For Information	

ITEM 7 – PROPOSED PLAN EQUALITIES AND HUMAN RIGHTS IMPACT ASSESSMENT

Report by: Ian Angus, SDP Manager

Purpose

This report presents the Equalities and Human Rights Impact Assessment relating to the preparation of the Proposed Plan for consideration by the Joint Committee.

Recommendations

It is recommended that the Joint Committee notes the Equalities and Human Rights Impact Assessment attached as Appendix 1 to this paper.

Resource Implications

As set out below.

Legal and Risk Implications

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

Policy and Impact Assessment

No separate impact assessment is required.

1. The Equalities and Human Rights Impact Assessment

- 1.1 The Equalities and Human Rights Impact Assessment (EqHRIA) is prepared to help to ensure that SESplan does not discriminate and that, where possible, SESplan takes opportunities to promote equality as well as human rights and to foster good relations between groups. The EqHRIA considers the potential consequences of policies and functions on both identified equality target groups and the general population, making sure that as far as possible, any negative impacts are minimised or eliminated and that other opportunities for promoting equality and respect for all other human rights are maximised.
- 1.2 The first draft EqHRIA was published alongside the Main Issues Report. The responses received to the Main Issues Report and supporting documents including the draft EqHRIA have informed the preparation of the Proposed Plan. The EqHRIA will be published alongside the Proposed Plan.

1.3 The EqHRIA concludes that the Proposed Plan will have a positive or neutral impact on equalities groups and explains the reasons for this assessment. There is no requirement for SESplan to carry out a Human Rights Impact Assessment but human rights issues have been considered alongside equalities as the objectives of both are complimentary. The Human Rights Impact Assessment concludes that the Proposed Plan has no significant impact on human rights.

2. Next Steps

3.1 The EqHRIA will be published with the Proposed Plan for the Period for Representations and made available online or on request from SESplan.

Appendices

Appendix 1 Proposed Plan Equalities and Human Rights Impact Assessment

Report Contact: 01506 282879

Report Agreed By: Ian Angus, SDP Manager

Author Name: Ian Angus, SDP Manager

APPENDIX 1: Proposed Plan Equalities and Human Rights Impact Assessment

Equalities and Human Rights Impact Assessment: Proposed Strategic Development Plan 2016



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1 Introduction

The purpose of this Equalities and Human Rights Impact Assessment (EqHRIA) is to help ensure that SESplan does not discriminate and that, where possible, SESplan utilises opportunities to promote equality as well as other human rights and foster good relations between groups.

The EqHRIA considers the potential consequences of policies and functions on both identified equality target groups and the general population, making sure that as far as possible, any negative impacts are minimised or eliminated and that opportunities for promoting equality and respect for all other human rights are maximised.

The first draft EqHRIA was published alongside the Main Issues Report. This was part of a 10 week consultation from 21 July to 30 September 2015.

The responses received to the Main Issues Report and associated documents, including the Draft EqHRIA, have informed the preparation of the SESplan Proposed Strategic Development Plan. This EqHRIA has been published alongside the Proposed Plan.

Assessment Process

The process of undertaking the EqHRIA of the SDP consists of three stages which are set out below:

Table 1.1 The EqHRIA Assessment Process

Stage	Information
<p>Stage One:</p> <p>Assessing the impact of existing policies or functions in different equality groups including collecting and analysing relevant data.</p>	<p>Step 1: Essential information is identified;</p> <p>Step 2: The aims of the project are outlined;</p> <p>Step 3: Information gathering takes place;</p> <p>Step 4: Assessment of impacts on equality;</p> <p>Step 5: Compliance assurance testing;</p> <p>Step 6: Monitoring and review; and</p> <p>Step 7: Public reporting of the results.</p>
<p>Stage Two:</p> <p>Consulting people who are likely to be affected by the policies.</p>	<p>Ensuring a comprehensive and inclusive consultation takes place that is relevant and proportionate to the Strategic Development Plan process.</p>

1 Introduction

Stage	Information
<p>Stage Three:</p> <p>Reviewing and revising the policies in light of the consultation and assessment.</p>	<p>Review and revise policies in light of consultations responses and the EqHRIA assessment.</p>

Stage One is undertaken ahead of key stages in preparing the Strategic Development Plan.

Stage Two includes periods of consultation on the MIR and Proposed Plan. The Proposed Plan Period for Representations will be held in Autumn 2016.

Stage Three of the assessment is to assess responses then review and revise policies.

2 Stage One

Step One: Identify Essential Information

Table 2.1 Identify Essential Information

Name of Function or Policy	SESplan Proposed Plan
Lead Officer for Function or Policy	Ian Angus, SDP Manager
Lead Service Involved in the Delivery of this Function or Policy	SESplan, South East Scotland Strategic Development Planning Authority
Lead Service Taking Primary Responsibility for this Impact Assessment	SESplan, South East Scotland Strategic Development Planning Authority
Is this Policy Function New or Reviewed	Reviewed
Date of Impact Assessment	Stage One - April 2016 Stage Two - Autumn 2016 Stage Three - Autumn/Winter 2016
Others Involved in the Delivery of this Function or Policy	All six member authorities have been involved.
How have the others been involved in the EqHRIA Process	This draft assessment will be considered and approved by the SESplan Joint Committee and be published along with the Proposed Plan.

Step Two: Outline Aims of the Function or Policy

What are the Main Aims of the Function or Policy?

The main aim of the Proposed Plan is to guide future development of the Edinburgh and South East Scotland City Region over the period to 2038.

2 Stage One

Who are the Main Beneficiaries of the Function or Policy?

The citizens of the six Member Authority areas and those with an interest in growing the economy of the SESplan region.

What are the Intended Outcomes of the Function or Policy?

The Vision of the Proposed Plan is:

'Sustainable growth has been achieved by carefully managing those assets that provide the most benefits and by making well designed, successful places where people can thrive. More people are able to afford a home in a place near where they work. A series of cross-boundary transport projects has made travel by public transport easier and more people are cycling and walking to work. The economy continues to grow and the region remains an outstanding place to live, work and visit. Communities in the region are healthier and there is less inequality and deprivation.'

The key aims of the Proposed Plan are listed below:

- Enable growth in the economy by developing key economic sectors and supporting local and rural development;
- Set out a strategy to enable delivery of housing requirements to support growth and meet housing need and demand in the most sustainable locations;
- Integrate land use and sustainable modes of transport, reduce the need to travel and cut carbon emissions by steering new development to the most sustainable locations;
- Conserve and enhance the natural and built environment;
- Promote green networks including through increasing woodland planting, enhance biodiversity and create more attractive, healthy places to live;
- Promote the development of urban brownfield land for appropriate uses;
- Promote the provision of improved sustainable infrastructure to enhance connectivity within the area, between the area and other parts of the UK and elsewhere to support economic growth and meet the needs of communities; and
- Contribute to the response to climate change through mitigation and adaptation and promote high quality design and development.

Why is the Function or Policy being Addressed?

This assessment helps SESplan ensure that the Proposed Strategic Development Plan does not discriminate and enables the six Member Authorities to promote equality, as well as other human rights and good relations between groups.

Is the Function or Policy intended to increase equality of opportunity by permitting positive action or action to redress disadvantage?

Yes

Stage One 2

Give Details

The Planning etc. (Scotland) Act 2006 places an obligation on Scottish ministers and planning authorities to perform their functions under the Act in a manner which encourages equal opportunities and observe current equal opportunity requirements. This legislation came into force in early 2009.

The Scotland Act 1998 defines equal opportunities as *'the prevention, elimination or regulation of discrimination between persons on grounds of sex or marital status, on racial grounds, or on grounds of disability, age, sexual orientation, language or social origin, or of other personal attributes, including beliefs or opinions, such as religious beliefs or political opinions.'*

Step 3: Information Gathering Takes Place

What evidence will you use to identify any potential positive or negative impacts?

- Regular discussion with the Project Board and Operational Group to identify key issues and outcomes;
- Events held for the key agencies to discuss issues and outcomes;
- Non-statutory 'Influence the Plan' Consultation (Spring 2014);
- Housing Needs and Demand Assessment consultation (Summer 2014);
- Main Issues Report Consultation (Summer 2015);
- Housing Needs and Demand Assessment;
- National Planning Framework;
- Scottish Planning Policy;
- Demographic forecasts and projections (National Records for Scotland);
- Land use and environmental research; and
- Responses received from the Proposed Plan Period for Representations (Autumn 2016).

The Proposed Period for Representations will include:

- A minimum of six weeks for interested parties to make representations on the Proposed Plan and Supporting Documents including the EqHRIA;
- Awareness raising through email mail-outs, advertisements, press releases, social media, the SESplan website and other appropriate publicity.

Further details of the SESplan Engagement Strategy and Participation Statement are set out within the [Development Plan Scheme 8](#) available to download from the SESplan website.

Step 4: Assess the Likely Impacts on Equality Standards

Which, if any, Equality Target Groups and others could be affected by this function or policy?

This assessment was based on the vision and spatial strategy of the Proposed Strategic Development Plan.

2 Stage One

Equality Target Group	Positive Impact (+)	Neutral Impact (0)	Negative Impact (-)
Race ⁽¹⁾		0	
Disability	+		
Gender ⁽²⁾	+		
Lesbian, Gay, Bisexual		0	
Belief		0	
Children, Young People and Families	+		
Older People	+		
Mental Health Illness	+		
Religious/Faith Groups		0	
Low Income	+		
People Living in Rural Areas	+		
Homelessness	+		
Criminal Justice System		0	
Staff		0	
Others	+		

1 Includes Gypsies / Travellers

2 Includes Transgender

Stage One 2

From the groups you have highlighted above. What positive and negative impacts do you think the function or policy might have?

Table 2.2

Equality Target Group	Positive
Disability	New development will be located in sustainable locations and better integrated with existing communities. Increased supply and broader range of house types and sizes. Increased energy efficiency in new developments will reduce living costs and fuel poverty. Increased accessibility to new developments by non-car modes of transport including public transport. Improved quality of place and access to the natural environment.
Children, Young People and Families	Economic growth will increase employment opportunities and provide an Increased supply and broader range of house types, sizes and costs. New development will be located in sustainable locations and better integrated with existing communities. Increased accessibility to new developments by non-car modes of transport including public transport, walking and cycling. Increased energy efficiency in new developments will reduce living costs and fuel poverty. Improved quality of place and access to the natural environment.
Older People	New development will be located in sustainable locations and better integrated with existing communities. Increased supply and broader range of house types and sizes. Increased energy efficiency in new developments will reduce living costs and fuel poverty. Increased accessibility to new developments by non-car modes of transport including public transport. Improved quality of place and access to the natural environment.
Gender	New development will be located in sustainable locations and better integrated with existing communities. Increased accessibility to new developments by non-car modes of transport including public transport.
Mental Health Issues	New development will be located in sustainable locations and better integrated with existing communities. Improved quality of place and access to the natural environment.
Low Income	Economic growth will increase employment opportunities and provide an Increased supply and broader range of house types, sizes and costs. Increased accessibility to new developments by non-car modes of transport including public transport, walking and cycling. Increased energy efficiency in new developments will reduce living costs and fuel poverty.

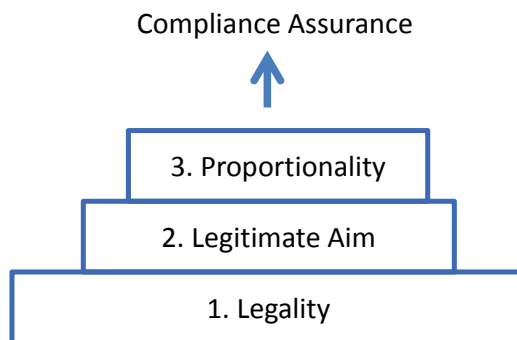
2 Stage One

Equality Target Group	Positive
People Living in Rural Areas	Increased economic growth, access to jobs, services and facilities.
Homelessness	Increased supply of affordable housing.
Other	Economic growth will increase employment opportunities and provide an increased supply and broader range of house types, sizes and costs. New development will be located in sustainable locations and better integrated with existing communities. Increased accessibility to new developments by non-car modes of transport including public transport, walking and cycling. Increased energy efficiency in new developments will reduce living costs and fuel poverty. Improved quality of place and access to the natural environment.

Step 5 - Apply the Three Key Assessment Test for Compliance

Step 5 draws together all the steps of the EqHRIA tool to ensure that the application of policy is non-discriminating and human rights compliant.

Figure 2.1 Tests for Compliance



Which of the human rights or equality rights may be directly or indirectly affected as identified in steps 3 and 4?

Not applicable.

Legality - Where there is a negative impact is there a legal basis in the relevant domestic law?

Not applicable.

Legitimate Aim - Is the aim of the Policy identified in Steps 1 and 2 a legitimate aim being serviced in terms of the relevant equality legislation or the Human Rights Act?

Stage One 2

Not applicable.

Proportionality - Is the impact of the policy proportionate to the legitimate aim being pursued? Is it the minimum necessary interference to achieve the legitimate aim?

Not applicable.

Step 6 - Monitoring and Review

How will the implementation of the Function or Policy be monitored?

The implementation of the Strategic Development Plan will be monitored through the annual Monitoring Statement.

How will the results of the monitoring be used to develop the Function or Policy?

The Monitoring Statement will be used to inform preparation of future iterations of the Strategic Development Plan.

When is the Function or Policy due to be reviewed?

The Proposed Plan will be reviewed after the Period for Representations in Autumn 2016.

Step 7 - Public Reporting of Results

Summarise the results of the EqHRIA. Include any action which has been taken as a result of the EqHRIA. You must note if you have modified or consulted on the Function or Policy.

A non-statutory consultation exercise ('Influence the Plan') was undertaken between April - May 2014 and provided early engagement with interested parties. The MIR consultation was undertaken from June - September 2015. The results from this consultation have helped inform the Proposed Plan.

Positive Impacts - There will be positive impacts for some of the equality target groups in the following ways.

Disability - Increased accessibility including non-car travel, range, type and cost of housing, energy efficiency, community integration and access to nature.

Children, Young People and Families - Increased accessibility including non-car travel, range, type and cost of housing, energy efficiency, community integration and access to nature..

Older People - Increased accessibility including non-car travel, range, type and cost of housing, energy efficiency, community integration and access to nature.

Mental Health Illness - Increased accessibility including non-car travel, range, type and cost of housing, energy efficiency, community integration and access to nature.

2 Stage One

Summarise the results of the EqHRIA. Include any action which has been taken as a result of the EqHRIA. You must note if you have modified or consulted on the Function or Policy.

Low Income - Economic growth will increase employment opportunities and increased housing supply will provide a wider mix of house types, size and cost. Targets to reduce demand for energy from new developments will reduce living costs.

People Living in Rural Areas - Increased access to jobs, services and facilities.

Homelessness - Increased supply of affordable housing.

Other - Economic growth will increase employment opportunities especially in regeneration areas. Improving quality of place.

Human Rights Impact Assessment 3

3 Human Rights Impact Assessment

Human Rights Impact Assessment

Whilst it is not a requirement for SESplan to carry out a Human Rights Impact Assessment, human rights issues have been considered alongside equalities as the objectives of both are complimentary.

Human rights include:

- Right to life;
- Freedom from torture and inhuman or degrading treatment;
- Right to liberty and security;
- Freedom from slavery and forced labour;
- Right to a fair trial;
- No punishment without law;
- Respect for your private and family life, home and correspondence;
- Freedom of thought, belief and religion;
- Freedom of expression;
- Freedom of assembly and association;
- Right to marry and start a family;
- Protection from discrimination in respect of these rights and freedoms;
- Right to a peaceful enjoyment of your property;
- Right to education; and
- Right to participate in free elections.

Many of these rights cannot be influenced through the development plan process. The right to the peaceful enjoyment of your property, however, could be influenced through planning policies and proposals. There are no proposals arising from the Proposed Plan that are known to require compulsory purchase of property. Any project involving the compulsory purchase of land would need to prove that it would be in the public interest and in such instances anyone that would have land acquired would generally be entitled to compensation. This process would be carried out separate to the development plan process.

3 Human Rights Impact Assessment

Through the consultation process SESplan will ensure that personal information will be kept securely and not shared without permission, except in certain circumstances. In responding to the period of representations on the Proposed Plan and related documents, this information will be in the public domain. At a minimum signatures, email addresses and phone numbers will be deleted from any information published.

Next Steps 4

4 Next Steps

Next Steps

This assessment is published with the Proposed Plan for a Period of Representations and is available online or on request from SESplan. The responses to the Period of Representations will be reported to the SESplan Joint Committee and used to inform any amendments before submitting the Strategic Development Plan to Scottish Ministers.

Sign Off

The final stage of the EqHRIA is formally to sign off the document as being a complete, rigorous and robust assessment.

