FALKIRK
Local Development Plan

Technical Report 3 (Revised): Housing Requirements and Provision

April 2013

Falkirk Council

Falkirk Local Development Plan
Technical Report 3 (Revised)
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1. Introduction

1.1 The scale and location of land for new housing is one of the key issues which the new Falkirk Local Development Plan (LDP) will have to deal with. The LDP must identify detailed housing allocations in the initial 10 year period of the Local Plan (2014-2024), with a more general indication of the scale and distribution of housing in the subsequent 10 year period (2014-2024). For the purposes of the Main Issues Report, which is the first key stage of the preparation of the plan, the Council is also required to identify reasonable alternatives to the preferred policies and proposals.

1.2 An initial version of this Technical Report was prepared to support the Main Issues Report (MIR) by identifying and interpreting the housing requirements which have emerged from the Housing Needs and Demand Assessment (HNDA), together with other factors influencing housing growth including government planning policy, environmental and infrastructure constraints, and market conditions. It identified overall growth options for the Council area, and settlement growth options for individual settlement areas for the period 2014-2024.

1.3 This revised version of the report has been prepared as an update to support the Proposed Plan. Drawing on more recent household projections (subsequent to the HNDA), it updates and recalculates the housing land requirement, with a new section on the affordable housing element of the requirement. It includes an assessment of the contribution made to meeting the requirement by the existing housing land supply, providing the detailed basis for the figures for ‘existing supply sites’ included in Figure 3.1 of the Proposed Plan.

1.4 This includes information on how the supply figures have been adjusted to take account of factors such as phasing, effectiveness, and viability. There is a section on windfall output, although the Council is not explicitly making an allowance for windfall in calculating residual housing land requirements. Finally, replacing the previous section on settlement growth options, Appendix 2 provides a description of the broad rationale for allocations in the Proposed Plan for each of the settlement areas.

2. Factors Influencing Housing Growth

2.1 Factors influencing the level and location of housing growth include:

<u>Scottish Planning Policy (SPP)</u>

2.2 The Scottish Planning Policy (SPP) sets out the government’s commitment to increasing the supply of new homes and raising the rate of new housebuilding by identifying a ‘generous’ supply of land for the provision of a range of housing in the right places.

2.3 The scale, nature and distribution of the housing land requirement should be based on the housing needs and demand assessment, although wider economic, social and environmental factors should also be taken into account.

2.4 The SPP states that, outwith the city regions, local development plans should identify the housing land requirement, and allocate a range of sites which are effective, or capable of becoming effective to meet the requirements up to year 10 beyond adoption (2024 in the case of the Falkirk LDP), ensuring a minimum 5 years effective land supply at all times. They should also provide an indication of the possible scale and location of housing land up to year 20 (2034).

2.5 The SPP states that planning authorities should ensure that sufficient land is available to meet the housing requirement for each housing market area in full, unless there are serious local environmental or infrastructure constraints which cannot be resolved to allow development within the life of the plan.

2.6 The SPP highlights a range of factors which should influence the location of new development including the potential contribution to local and national policy objectives: accessibility to services, employment, and a choice of transport options; availability of infrastructure; deliverability; housing choice across the housing market area; and the protection and enhancement of the natural, built and cultural heritage.

Housing Needs and Demand Assessment (HNDA)

2.7 Housing Needs and Demand Assessments (HNDAs) are prepared by local authorities to provide the evidence base for defining housing supply targets in local housing strategies and allocating land for housing in development plans. They are prepared in accordance with guidance provided by the Scottish Government. In the Falkirk Council area, an HNDA was prepared in 2011 covering the Falkirk Housing Market Area, and was based on 2008 household projections. The Council was aware at the time that these projections were likely to overestimate growth, based as they were on the high growth trend through the buoyant years of the early 2000s. As noted in Section 3, the opportunity has been taken to take account of the 2010 household projections, which present a more realistic picture of future growth.

Extent and Phasing of Housing Commitments

2.8 With the Falkirk Council Local Plan having been relatively recently adopted, there is a very significant supply of existing committed housing sites contained in that plan, many of which are expected to yield output during the period of the new LDP (post 2014). Assisted by the Housing Land Audit process, the scale, phasing and effectiveness of the supply, and the extent to which it is can meet future needs in the period of the Falkirk LDP (2014-2034) has been further reviewed following comments on the MIR. This work is summarised in Section 4.

Potential Additional Sites

2.9 The Council undertook a sites and issues consultation in advance of the MIR. As part of this exercise, developers and landowners were invited to submit expressions of interest for land they wished to have considered for development through the LDP process. Officers identified other sites which they considered may have potential. Further sites have been brought forward through the MIR consultation itself. All these sites have been recorded in a database and subjected to a site assessment process which is recorded in

Technical Report 2: Site Assessment. This has helped inform the choice of new allocations in the Proposed Plan.

Constraints

2.10 The area, and individual settlements, are subject to a range of environmental and infrastructure constraints, which may limit growth at a global and a local level. The particularly rapid growth in the period 2002-2006, and the significant additional growth provided for in the current Development Plan, has highlighted a number of areas where infrastructure capacity issues exist, particularly in relation to primary and secondary schools, and local and trunk roads. Information on strategic constraints has been reviewed and summarised in Technical Report 4: Strategic Constraints. Information on how constraints have influenced final allocations at a settlement level is outlined in Section 5 and Appendix 2 below.

Market Conditions

2.11 The ‘credit crunch’ and subsequent economic downturn has had a major impact on output and capacity in the housebuilding sector. Output in Scotland as a whole fell from 25,736 homes in 2007 to 16,852 in 2010, a decrease of 35%. In the Falkirk Council area, completions declined from 719 in 2006/2007 to 439 in 2007/2008. Although picking up to 536 in 2009/10, completions have fallen further to 316 in 2011/12. Signs of recovery in the housing market and indeed the wider economy are very tentative, and it seems unlikely that levels of housebuilding activity will return to those experienced in the early 2000s even in the medium term. In this context, a cautious and realistic view will have to taken as to what rate of building can be sustained by the market over the period of the plan.

3. Housing Land Requirements

Household and Population Projections

3.1 The 2010 population projections from the National Records of Scotland (NRS) were published in February 2012 with 7 variant projections for Council areas covering high and low migration, high and low life expectancy, high and low fertility and zero migration. The range of population projections went from a 1% increase to 2035 with zero migration to a 13% increase with high fertility or high migration. The principal projection showed a 10% increase in population to 2035 and was considered to represent a reasonable assumption for growth in the area and took into account the Council’s suggested long term migration assumption. The principal 2010 population projection was therefore accepted by the Council and included a net in-migration figure of +500. This indicated an increase in population from 153,280 in 2010 to 168,266 in 2034.

3.2 Following on from the population projections the 2010 household projections were published by NRS in 2012, also with 7 variant projections. As the Council had accepted the 2010 principal population projections it was not possible to use any of the variants which used either the rejected high or low variant population projections. The 4 variants of alternative headship rate with low migration, alternative headship rate with high migration, low migration and high migration could not therefore be considered.

Figure 1: 25 Year New Household Projections

2008 Household Projection 2008-2033	2010 Principal Projection 2010-2035	2010 Alternative Headship Projection 2010-35	2010 Constrained Housing Variant 2010-35
18,600	15,570	13,290	14,525
744/yr	623/yr	532/yr	581/yr

Source: NRS

3.3 An alternative headship rate variant reflecting a reduction in the number of smaller households was considered which equated to an average household rate of 532 units over 25 years 2010-2035. Using this rate would reduce the housing land requirement significantly and lead to a marked reduction in the housing land supply. It is considered that until there is more information available on changes to headship rates this variant should not be used.

3.4 A constrained housing variant was also produced which reflects market conditions and the decline in housebuilding since 2008. Household formation trends used in the household projections are based on 1991 and 2001 census data and do not therefore include more recent changes from the economic downturn which have seen household formation rates reduce dramatically across Scotland. This is also reflected in the continued decline in house building in the Council area since a peak of 1000 annual completions in 2003/04, with completions for 2011/12 slowing to 316 units. This variant assumes that the household increases for 2012, 2013 and 2014 are the same as the average annual increases in household estimates for 2009-2011. From 2015 onwards the figures are also adjusted; however it is assumed that household formation returns to the projected trend.

3.5 This variant projection shows an increase from 68,660 households in 2010 to 83,180 in 2035. This equates to an average increase of households of 581/year between 2010 and 2035. The constrained housing projection indicates that there would be 4,075 less households over 25 years than in the 2008 based projections.

3.6 Addressing the LDP period 2014-2034 the principal household projection shows an increase from 71,030 households in 2014 to 83,590 in 2034. This equates to an average increase of households of 628/year between 2014 and 2034. The constrained housing projection shows an increase from 70,140 households in 2014 to 82,550 in 2034. This equates to an average increase of 621/year between 2014 and 2034. At 2014 the constrained housing projection has 1,980 less households than the 2008 projection. The principal projection has 1,090 less households than the 2008 projections.

3.7 The constrained housing variant takes into account more recent trends in the housing market and is considered to more accurately reflect changes in household formation and a corporate decision was taken to use this variant for household projections for the Council area. In the period 2014-2034 it is also not significantly lower than the principal projection, with the most significant differences being in the first few years of the projections, as stated above.

3.8 The Housing Needs and Demand Assessment (HNDA) contains an estimate of future households requiring affordable or market housing in the area, based on the population and household projections produced by the General Register Office for Scotland (now NRS) in 2008 and an assessment of backlog, existing and future housing need. This was based on an average household formation between 2008 and 2018 of 763/year. The HNDA indicated that, of this requirement 233 would be for affordable housing and 530 would be for market housing. The HNDA also estimated that 133 units could be achieved through management of existing stock with 100 new build units meeting the target across a variety of tenures. This suggests that the total new build element as projected in the HNDA would be 630/year.

3.9 The MIR also used the 2008 projections but for the extended period 2014-34 rather than relying on the 10 year estimate in the HNDA which only went up to 2018. When allowances and backlog were added, this brought the theoretical requirement up to an annual rate of completions of 899 or 17974 households for the period 2014-34. The MIR identified a range of housing growth options from low growth of 600 units/year to high growth of 900 units/year which reflected the HNDA and the available household projections at that time.

3.10 The 2010 household projection identifies that a rate of 621/year would meet the basic 2014-2034 projected household increases and with the addition of cumulative allowances for non effective housing stock, vacancies, demolitions and second homes this is adjusted to 682/year (2014-34), as shown in Figure 2. Allowances include estimates for demolitions, vacancies, second homes and holiday homes, which increase the household requirement. It should be noted that these could all be affected by the stagnation of the housing market and lack of available finance and are also partly estimates from the dated 2001 Census and could therefore be an over estimate. The 2011/12 HLA demonstrates an effective 5 year supply of 425/year for the period 2011-2016, which given current market conditions, is considered achievable. It indicates that completions are projected to increase gradually from 2013/14 rising to over 600 in 2015/16. A rate of 682/year is therefore in keeping with projected phasing in the HLA and while it is acknowledged that achieving this rate in the current housing market is challenging it is considered that low to medium growth in housing is a sustainable approach in the current climate.

Figure 2: Household Projections and Additional Housing Required 2010-2034

	2010	2014	2024	2034
NRS 2010 based household projections, constrained housing variant	68,655	70140	76670	82550
				14-34 621/yr
+ Allowances for non-effective stock, vacancies, demolitions & second homes	2440	2650	3210	3870
-Housing Stock (as at June 2009)	70,400	70,400	70,400	70,400
Required no of additional houses (households+ allowances-housing stock)	695	2390	9480	16020
Total no. of households (Housing Stock+additional houses)	71094	72790	79880	86420
				14-34 682/yr

Source: Research and Information Unit, Falkirk Council, NRS.

3.11 Figure 3 sets out the requirements for different parts of the plan period and the equivalent required annual completion rates to meet the projected housing figures. These figures suggest annual completion rates over the plan period 2014-34 of around 680 units and compare with average completions of 661 units/year in the last 15 years (97-12). Completion rates were considerably higher between 2001-2006 when the housing market was particularly buoyant, and while uncertainties in the housing market continue, there is little expectation that levels of housebuilding will return to these higher levels in the short to medium term. It is therefore proposed to adopt a target of 6,750 units for each of the 10 year plan periods (675/year), which also more comfortably reflects the average completion rates of the last 15 years of 661/year.

Figure 3: Additional Housing required and Equivalent Average Annual Completion Rates

	2010-14	2014-24 (Yr 1-10)	2024-34 (Yr 10-20)	2014-34 (Yr 1-20)
Additional Housing Requirement	1695	7090	6540	13630
Average annual rate of completions required	424	709	654	682

3.12 The calculation of the housing land requirement in the first version of this Technical Report, which was reflected in the MIR, included an element of ‘backlog’, i.e. a shortfall in likely projected completions against requirements in the period 2009-2014 which was to be added on to the 2014-2034 requirement. This amounted to 1,649 units. A revised calculation based on the new household projections and the 2011/12 Housing Land Audit shows that completion rates in the period up to the adoption date will fall slightly short of the housing requirement with a small shortfall identified between 2010 and 2014 of 207 units. This is the difference between the number of houses required between 2010 and 2014, less actual and projected completions from 2010-2014. Given that this equates to 10 houses per annum over the plan period this backlog is not considered to be significant and is not included in the requirement. It can be accommodated in flexibility in the housing supply from allocated sites, windfall and existing supply sites currently excluded from the HLA.

Affordable Housing

3.13 Affordable housing can be provided in a variety of ways, through direct build by the Council, through Registered Social Landlords (RSLs) or by mainstream private house builders being required to make a contribution to meet planning policy requirements.

3.14 Falkirk Council area has historically been a largely self contained Housing Market Area (HMA). It has therefore been important to ensure, through the Local Housing Strategy and Development Plan, that those who live in the area are able to obtain good quality housing which meets their housing needs and is within their ability to pay.

3.15 Rapidly increasing house prices from around 2004 onwards led to the Council undertaking its first Affordable Housing Needs Survey in 2005 in order to inform the Finalised Draft Falkirk Council Local Plan and Local Housing Strategy Update 2006.

3.16 Further work was carried out independently by Newhaven Research on behalf of the Council in the first half of 2007. Based on available data and assumptions used, Newhaven Research found that there was a potential average annual undersupply of affordable housing at the Falkirk wide level and that at the settlement area level there were some localities with more pressing affordable housing need. This work informed the formulation of the first affordable housing policy introduced to the Finalised Draft Falkirk Council Local Plan in 2007.

3.17 From 2008 Councils have been required by Scottish Government to prepare and submit a Housing Need and Demand Assessment (HNDA) to provide evidence to inform the development of Local Housing Strategies and Local Development Plans. Falkirk Council's HNDA was approved in September 2011 and provides an up to date assessment of affordable housing need in the Council area.

3.18 This assessment took into account a number of issues in deriving a representative figure for affordable housing need, including current house prices, income levels, backlog need (housing waiting lists), specialist need, an estimate of future housing need derived from household projections, and current and future housing stock levels. Further details of the background data are available in the HNDA and the SPG on Affordable Housing.

3.19 Having analysed the data the HNDA calculated that there is an annual affordable housing shortfall, averaged over a 10 year period, equivalent to 233 units for Falkirk Council area as a whole.

3.20 The shortfall in overall need is distributed over the housing market sub-areas as follows:

Housing Market Sub-Area	**Annual Affordable Housing Need**
Bo'ness	2
Denny/Bonnybridge	58
Falkirk	23
Grangemouth	-65
Larbert/Stenhousemuir/Rural North	123
Polmont/Rural South	92
Total	**233**

3.21 This figure of estimated net annual housing need provides the evidence base for the Local Housing Strategy (LHS) to set an affordable housing supply target. The supply target covers new housing supply, replacement housing, empty homes to be brought back into use, and conversions, and it includes housing in all tenures, not just the social rented sector. The shortfall figure of 233 affordable homes per year can be met, according to the LHS, by building 100 new affordable homes and that a further 133 affordable homes can be provided by making better use of the existing housing stock.

3.22 The new build affordable housing target of 100 units annually is expected to be met through the following activities;

- Council and RSL social rented accommodation,
- RSL mid market and low cost initiatives,
- Developer- led mid market renting such as the National Housing Trust initiative,
- Application of the Development Plan affordable housing policy to mainstream housing proposals.

3.23 Since 2010 the Council has been able to build social housing directly and a number of Council owned sites have been developed or are programmed to be developed. In the current economic climate, with subdued activity on developer/landlord private sector sites, the Council new build programme has been at the forefront in making an impact in the short term on the 100 houses per annum new build target. Up to 2012, 132 houses were completed on 6 sites. Work is underway on another 3 sites for a further 104 units and the potential for further council new build opportunities on up to 10 sites could result in c.460 dwellings over the 2013-16 period, subject to funding becoming available.

3.24 The affordable housing policy in the Proposed Plan carries forward the revised Local Plan policy which applies to sites with a capacity threshold of 20 units and above. The varying levels of need around the council area shown in para 3.23 are addressed through a two tier contribution of 15% in most of the Council area and 25% in the four more pressured localities of Larbert/Stenhousemuir, Polmont and District, Rural North, and Rural South.

3.25 An estimate of the potential yield of affordable housing arising from developer/landowner sites allocated in the Proposed Plan can be made, subject to three important caveats; the ability of the economy to recover, the rate of development on each site, and the availability of funding for the affordable element. If all of these factors should come into play favourably then the LDP sites have the potential to yield up to 1,080 affordable units over the plan period.

3.26 This figure is in addition to the output of Council owned allocated sites which are likely to be developed, either as part of the Council new build programme referred to in para 3.25 above, or by RSLs, and potential output from uncommitted SHIP sites, as described later in para 4.15. Taken together there is potential for the build out from private and public sector sites to make a considerable impact on addressing the affordable housing supply target over the plan period.

4. Housing Land Supply

4.1 As previously noted, with the Falkirk Council Local Plan relatively recently adopted, there is a substantial existing supply of housing land in the area. The starting point for the LDP has been quantifying the extent to which this supply will meet the LDP housing requirements set out in Section 3, particularly during the initial 10 year plan period of the plan (2014-2024).

4.2 In the MIR, it was estimated that the existing land supply would deliver 7,307 units in the period 2014-2024, with a further 1,906 in the period 2024-34 (9,228 overall) based on the 2010/11 Housing Land Audit. Following consultation on the MIR, and comments from parties querying the effectiveness of the supply, it was decided to undertake a review of the effectiveness and phasing of sites in the supply. This recognised the fact that, even in the relatively short period since the preparation of the MIR, the market had continued to decline with some sites confirmed as being unlikely to come forward for development in the short to medium term.

4.3 The first stage of the review was conducted in early 2012 by means of the annual Housing Land Audit (2011/2012). This process was informed by the usual questionnaire of developers' intentions, and involved consultation with Homes for Scotland. Subsequent to the finalisation of the 2011/12 HLA, a second stage of review was carried out which involved the removal of some further sites which were considered ineffective, and the inclusion of any new sites which had come forward recently through the planning process. The existing supply site figures in the LDP are the result of this review process.

4.4 Given the current economic conditions, and uncertainty about the recovery of the housing market, it is difficult to predict the future phasing of sites and indeed assess whether sites are likely to be effective in the period of the plan. Committed sites are being delayed by wider economic factors, rather than necessarily site-specific issues. Nonetheless, judgements on effectiveness/ phasing have been made, based on developer interest/intentions, assessment of constraints, and market/locational factors. The review assumes a gradual improvement in the economic climate and an upturn in the housing sector over the initial plan period.

4.5 The housing land supply review resulted in the discounting of some 20 sites and 1646 units. These are generally sites that have historic allocations or consents but have had little recent interest from developers or housebuilders (see Figure 5). Alongside adjusted phasing for sites between 2014-24 the supply assumed in the MIR has been amended (see Figure 4). This has meant that only a proportion of some of the larger sites are expected to be delivered in the 2014-2024 period and projected completions pre 2014 are also excluded. The net effect of the review is that the existing land supply in the period 2014-2024 has been reduced from 7,307 to 6,217. The existing sites which make up this supply are listed in Appendix 1 and discussed in Appendix 2. It is acknowledged that should any of the excluded sites within the urban or village limits have revived interest, they could contribute to the land supply as windfall and therefore provide a further element of flexibility. All but 2 of the excluded sites are also in the adopted Local Plan and could come forward into the supply before the proposed plan is adopted.

4.6 In comments on the MIR, the effectiveness of the SIRR sites (Strategic Initiatives for Residential Led Regeneration) was particularly queried. These are four large regeneration sites at Bo'ness Foreshore, Banknock, Slamannan and Whitecross, which were identified by the Structure Plan/Local Plan as opportunities additional to the main housing land supply. At the MIR stage, it was assumed that these would commence development during the initial plan period 2014-24. Two of these opportunities – at Banknock and Whitecross – have 'minded to grant' decisions on PPP applications, are being actively progressed by developers, and are expected to make substantial contributions to housing output in the 2014-24 period. However, Bo'ness Foreshore and Slamannan no longer have active developers and market conditions may have to improve markedly before they are likely to be viable. Consequently, they have been assumed not to yield output prior to 2024. For the purposes of Figure 4, they have been assigned notional figures of 750 and 200 units respectively for the period post 2024.

Figure 4 Revised Existing Housing Supply by Settlement

LDP Area	HLA 2011-14 Completions	LDP 2014-24 (MIR figures in brackets)	LDP post 2024
Bo’ness	30	285 (685)	750
Bonnybridge & Banknock	75	1154 (1270)	264
Denny	118	827 (815)	0
Falkirk	155	897 (984)	250
Grangemouth	37	106 (76)	0
Larbert and Stenhousemuir	224	894 (761)	361
Polmont	319	840 (776)	0
Rural North	12	196 (260)	0
Rural South	14	1018 (1680)	1200
Total:	**984**	**6217 (7307)**	**2825**

Figure 5 Sites removed from 2014-24 Land Supply post MIR

Non contributing sites 11/12 HLA	
Corbiehall 2, Bo’ness	10
Coney Park 3, Banknock	24
Mayfield Drive, Loncroft	15
Stirling Street East, Dunipace	23
Brown Street, Camelon	15
Middlefield, Falkirk	20
Bellsdyke Road, Stenhousemuir	27
18 Mary St, Laurieston	8
Rosehall Main St, Polmont	9
Main St D, Polmont	15
Dunmore House, Dunmore	40
Thorndale Gardens, Allandale	10
Blinkbonnie Terrace, Slamannan	100
Hillend Farm A (north), Slamannan	350
Sites removed post 2011/12 HLA	
Foundry Road, High Bonnybridge (lapsed)	10
Lithgow Place, Denny	10
Carriden Steading (lapsed)	6
2 Main St, Slamannan (lapsed)	4
Sites still identified in plan	
Bo’ness Foreshore	750 (post 2024)
Hillend Farm 2 (south), Slamannan	200 (post 2024)
Total:	1646

4.7 Appendix 2 provides a broad assessment of the deliverability/effectiveness of existing supply sites on a settlement by settlement basis.

4.8 Overall, it is considered that the LDP has taken a reasonable approach to the assessment of housing land supply and has been cautious in the assessment of existing supply given current market conditions.

5. New Allocations

5.1 As noted in section 3 above, the Council has opted for a target of 6,750 houses over each of the two 10 year periods of the plan, giving an average annual completion rate of 675. This is designed to address the latest household growth projections. This falls somewhere between the low and medium growth scenarios highlighted in the MIR (600 and 725 houses per year respectively). With the housing market still in a fragile state, and annual completions in 2011/12 having fallen to 316, this remains ambitious and will require a substantial level of recovery in the market in the medium term.

5.2. The housing land supply figures discussed in section 4 suggest a supply over the period 2014-24 of around 6,200. The majority of requirements can therefore still be met through the existing supply, as suggested in the Main Issues Report. Beyond 2024, the shortfall is likely to be more significant and may require more major releases.

5.3 The SPP requires the provision of a ‘generous’ supply of land for housing. A flexibility allowance is therefore necessary, to allow for any sites which are delayed or cease to be effective. The SPP does not define a ‘generous’ supply but the Proposed Plan allocations provide an 18% allowance, equating to around 1,200 additional units. At the MIR stage, a flexibility allowance of 29% was projected, but this was related to the need to cover uncertainty of the delivery of the existing SIRRs. As discussed in section 3, Bo’ness Foreshore and Slamannan SIRRs have been assessed as being non-effective in the 2014-2024 period, and so the degree of flexibility can be scaled back.

5.4 The preferred option in the Main Issues Report was to provide for additional growth over and above the existing supply through modest settlement expansions, utilising smaller sites that can make use of existing or committed infrastructure capacity, have more limited environmental implications, and are potentially easier to deliver. Very large new growth areas (in excess of 400-500 units) were seen to be problematic in terms of both infrastructure and environmental capacity. It was recognised that in certain settlement areas, notably Grangemouth and Larbert & Stenhousemuir, particular constraints dictated a strategy of consolidation.

5.5 The preferred approach in the MIR has largely been continued into the Proposed Plan. In determining appropriate allocations, choices have been informed by the site assessment exercise (Technical Report 2), with particular reference to the following factors:

- Maximising the use of brownfield land where possible;
- Providing a good fit with existing settlements and their landscape setting;
- Maximising accessibility by sustainable transport modes; and
- Utilising existing or planned infrastructure.

Effectiveness and deliverability have also been key considerations.

5.6 The opportunity has been taken to label the most significant housing growth points across the Council area as ‘Strategic Growth Areas’ for the purposes of the spatial strategy. These comprise either large single sites or groups of geographically related sites, either committed or newly allocated, where the scale is generally in excess of 200 units. They include the SIRRs inherited from the Local Plan, but also include the other larger scale housing expansion areas.

5.7. New housing allocations have been made across the Council area, comprising 23 new sites which are estimated will deliver 1,747 homes over the period 2014-2024. Added to the existing supply of 6,217 units, this give a total supply of just under 8,000 (7,964), giving a flexibility allowance of 18%.

5.7 A summary of the broad rationale for the allocations in each of the settlement areas is provided in Appendix 2. For each area, the existing land supply is summarised, the range of potential additional sites set out, and the range of infrastructure and environmental constraints identified. The preferred option at the MIR stage is described, and the final choice of sites is justified.

6. Windfall and Small Sites

6.1 The Council has not factored a windfall and small sites allowance into its housing supply calculations for the Local Development Plan, in contrast to the approach for the Falkirk Council Local Plan. In practice, however, windfall housing will continue to yield output over the LDP period, assisting in meeting housing targets and increasing flexibility, and it is worth considered the possible extent of such windfall going forward.

6.2 The Falkirk Council Local Plan included a windfall allowance of around 100 units/year. A review of completions from non local plan sites in the Housing Land Audit over the last 5 years 2007-12 indicates that this figure continues to be robust with windfall amounting to 162 units/year. The windfall split across settlement areas is listed in Appendix 3. This analysis gives an indication that such sites will continue to a contribution to the housing land requirement, even in adverse market conditions, and provide additional flexibility over and above that provided in the LDP.

6.3 A significant proportion of recent windfall output has come from Council new build and RSL sites (70 units/year). This reflects an active programme of social housing development, underpinned by Scottish Government funding, and the fact that the Council is starting to exploit its own land assets more extensively for this purpose. These are mostly smaller sites which tend not to be identified in the Local Plan. The Council’s Strategic Housing Investment Programme (SHIP) identifies additional sites which could be developed during the LDP period subject to funding but which are not identified in the LDP or HLA. It is acknowledged that some of these are as yet unfunded sites for either Council new build or RSL development and are not included in the housing land supply figures. However such sites can make a contribution to the housing land requirement and provide additional flexibility over and above that provided in the LDP.

6.4 For small sites of 3 units and under, consents excluding renewals and amendments have not slowed. 286 units were consented over 2007-12 with 59 consented in year 07/08 and 51 in year 11/12 and an average of 57 units/year. The 12/13 figure is expected to be similar with 29 consents to 31/12/12 (2 quarters). Completions, however, have not maintained the same pace with only

44 completions recorded from such sites for the same period. While small sites are not therefore considered to make a significant contribution to the housing land supply they do provide another element of flexibility.

6.5 Overall, therefore, it is not unreasonable to believe that the Local Plan's estimate of 100 units/year, could be sustained at least over the initial years of the LDP. This would equate to an additional 15% flexibility in terms of the overall housing target.

Appendix 1
Existing Supply and LDP Proposed Sites

Existing Supply and LDP Proposed Sites			
Bo'ness	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H01	Drum Farm North		181
H02	Kinglass Farm 1	160	
H03	Kinglass Farm 2		25
H04	South Street/Main Street		21
H05	Cadzow Avenue		27
H06	Union Street	12	
M01	Bo'ness Foreshore		0
M02	Drum Farm South	120	
	Total	292	254
	Sites under 15 units		
	Cowdenhill Road		4
	Deanfield Road		7
	1-5 Corbiehall		4
	Boundary Street		8
	Bridgeness Road 3		4
	Rattray Street		4
	Total under 15 units		31
	Total	**292**	**285**
Bonnybridge/ Banknock	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
M03	Banknock North		430
H07	Banknock South		200
H08	Dennyloanhead (Total 550)		360
H09	Kilsyth Road 1, Haggs		48
H10	Kilsyth Road 2, Haggs		25
H11	Falkirk Road, Bonnybridge		35
H12	Broomhill Road, High Bonnybridge		30
H13	Seabegs Road Depot, High Bonnybridge	48	
H74	Garngrew Road, Banknock	20	
M04	Bonnybridge Town Centre		0
M15	Bonnybridge East	200	
	Total:	268	1128
	Sites under 15 units		
	Bridge St 2		6
	Garngrew Rd North		2
	Kilsyth Road A		7
	Church Street 1		3
	Kilsyth Road 2		8
	Total under 15 units		26
	Total	**268**	**1154**
Denny	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H14	Former Denny High School		200
H15	Mydub 1		283

H16	Mydub 2 (total 270)	150	
H17	Carrongrove Mill	18	130
H18	Fintry Road		50
H19	Stirling St		18
H20	Duke St 1		15
H21	Nethermains Road		25
H22	Rosebank, Dunipace	110	
M05	Broad St	130	70
	Total:	408	791
	Sites under 15 units		
	22 Glasgow Road		12
	Duke St 2		12
	Lochpark Place		4
	Thistle Avenue		6
	Annet Road		2
	Total under 15 units:		36
	Total:	**408**	**827**
Falkirk	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H23	Merchiston Road		27
H24	Gowan Avenue	44	
H25	Etna Road 1		40
H26	Etna Road 2 (Total 150)		90
H27	Cauldhame Farm 1		156
H28	Cauldhame Farm 2	200	
H29	Blinkbonny Road		30
H30	Carrick Place		20
H31	Glenburn Road, Hallglen		26
H32	Grangemouth Road	150	
M06	Portdownie (Total 500)		310
M07	Westburn Avenue	100	
M08	Grahamston Opportunity Area	0	
M09	Falkirk East End Opportunity Area	0	
M10	Bank Street		27
M11	Williamson Street		54
	Total:	494	780
	Sites under 15 units:		
	Carron Rd		13
	Seaforth Road		6
	33-35 Wellside Place		6
	Gartcows Road		10
	Glenochil Road		2
	High Station Road 2		8
	Newmarket St		4
	Princes Street		6
	Watson St		6
	Wellside Place 1		4
	Woodburrn Street		7
	3 Princes Street		4
	94-100 Grahams Road		4
	Maggie Woods Loan		9
	Western Avenue		9

	Lime Road		10
	155 Graham's Road		5
	Kirk Wynd		4
	Total sites under 15 units:		117
	Total:	**494**	**897**
Grangemouth	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H33	Tinto Drive		56
H34	Wood St 3		30
H35	Oxgang Road		20
M12	Grangemouth Town Centre		0
	Total:		106
	Total under 15 units		0
	Total:	**0**	**106**
Larbert/ Stenhousemuir	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H36	Bellsdyke		405
H37	Hill of Kinnaird (Total 711)		350
H38	Lorne Road		72
H39	Larbert House/Stables		54
	Total:	0	881
	Sites under 15 units		
	Quarrolhall Crescent		13
	Total sites under 15 units:		13
	Total:	**0**	**894**
Polmont Area	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H40	Overton		344
H41	Redding House		27
H42	Redding Park		108
H43	Parkhall Farm 1		87
H44	Parkhall Farm 2	40	
H45	Parkhall Farm 3	80	
H46	Parkhall Farm 4		20
H47	The Haining	20	
H48	Toravon Farm		120
H49	Old Redding Road		24
H50	Whyteside Hotel	35	
H51	Lathallan		48
	Total:	175	778
	Sites under 15 units:		
	Grahamsdyke St		6
	Main St C		10
	Redding Road A		13
	Greenhithe Terrace		8
	Pender Gardens		10
	Elm Drive		9
	Spar Salmon Inn Road		6
	Total sites under 15 units:		62
	Total:	**175**	**840**
Rural North	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H52	Castle View, Airth		115
H53	Graham Terrace, Airth		30

H54	Airth Castle South		15
H55	The Glebe, Airth	40	
H56	Former Torwood School		15
H57	McLaren Park		10
	Total:	40	185
	Sites under 15 units		
	Denovan Mains Farm		5
	Kersie Mains Farm		6
	Total sites under 15 units:		11
	Total:	**40**	**196**
Rural South	**Site name**	**New Proposal output 2014-24**	**Existing Supply output 2014-24**
H58	Main Street/(Slamannan Road), Avonbridge		25
H59	Slamannan Road 1 Avonbridge		60
H60	Slamannan Road 2 Avonbridge	10	
H61	Bridgehill, Avonbridge		15
H62	Bridgend Road, Avonbridge	30	
H63	Cockmalane, California		33
H64	Church Road 1, California		50
H65	Church Road 2, California		12
H66	Slamannan Road 1, Limerigg		65
H67	Slamannan Road 2, Limerigg		50
H68	Reddingmuirhead Road, Shieldhill		10
H69	Hillcrest, Shieldhill	30	
H70	Hillend Farm, Slamannan		0
H71	Avonbridge Road, Slamannan		10
H72	The Rumlie		30
H73	Standburn West		30
M13	Steins Brickworks, Allandale		71
M14	Whitecross	(Total 1500)	500
	Total:	70	961
	Sites under 15 units:		
	Boagstown Farm		6
	Glenyards Farm		3
	Slamannan Road 1 Limerigg		14
	Lochside Garage		3
	Myrehead Farm, Whitecross		10
	Station Road, Slamannan		4
	Station Road 1 Whitecross		14
	Paixwell Farm 2		3
	Total under 15 units:		**57**
	Total:	**70**	**1018**

Appendix 2
Settlement Based Housing Assessments

Bo'ness

Existing Land Supply. The major commitment from the existing Local Plan is the Bo'ness Foreshore SIRR site (750 units), which remains a major regeneration initiative for the town, but around which there is uncertainty about the timing of delivery. At the MIR stage, this was assessed as partly effective, but it has now been deferred to post 2024, given the level of constraints on the site. However, Bo'ness remains an attractive location, with good access to the M9 and Edinburgh and other existing sites should be capable of delivery. The largest, Drum Farm North (181 units), has been granted planning permission and comprises the latest phases of the successful Drum Farm masterplan. Due to the changed status of the foreshore site, the assessed supply in the period 2014-24 has reduced from 685 to 285.

Opportunities. Further opportunities for substantial infill appear limited. The eastern foreshore is committed to business use in the long-term. Whilst there are some potential redevelopment areas in and around the Town Centre it would be unwise to rely on these even in the long term. Bo'ness has a substantial amount of open space, and it is possible that some sites could be released at a future stage as part of the Council's asset management strategy. Expressions of interest for urban expansion focussed on sites to the south (Kinglass/Bo'mains Farms) and to the east (Muirhouses and Carriden Estate). There was also a representation seeking an element of housing as part of the large Drum Business Park (Drum Farm South) site, which would entail a change in the mix of use on an existing site, rather than a further urban extension. This would be on the basis that there is an excessive amount of land allocated in relation to the likely demand for business use even in the long term, and housing could help assist with infrastructure and servicing costs.

Environment. The town has an attractive landscape setting, as recognised by AGLV designation, and is surrounded by green belt. The adjacent village of Muirhouses is an attractive conservation village. Development to the south or east would have implications for these assets. Most of the agricultural land to the south of the town is of prime quality.

Accessibility and Infrastructure. Bo'ness does not have a mainline railway station, and in strategic terms is less accessible than some other settlements in the area. It looks to Linlithgow for access to passenger rail services, so substantial growth will have implications for parking in Linlithgow. Access to the trunk road network is mainly via Junctions 3 and 5 of M9. Junction 3 only offers access to and from the east, whilst Junction 5 requires upgrading to cope with long-term growth. Bo'ness is relatively unconstrained in terms of the capacity of its schools.

MIR Preferred Option. The preferred option was to reaffirm commitment to regeneration at Bo'ness Foreshore and other existing sites such as Drum Farm North, whilst promoting additional **modest settlement expansion** through the introduction of housing as part of a mixed use approach to the Drum Business Park, a limited release of land from the green belt at Kinglass Farm, and limited growth at Muirhouses. In the absence of significant infill opportunities within the town, this was seen to provide flexibility in the housing supply, whilst limiting impact on the green belt and the landscape setting to the south of the town.

Proposed Plan. The main changes to the MIR preferred option are that Bo'ness Foreshore (identified now as a Strategic Growth Area) has been deferred to the period post 2024, due to uncertainties about delivery and effectiveness, and the preferred new site at East Muirhouses has been removed, due to concerns about its impact on local amenity and the character of the village. However, the proposed release of green belt land at Kinglass Farm and the introduction of housing use at the Drum Business Park is confirmed. These attractive and marketable sites, together with the existing site at Drum Farm North, are identified as a Strategic Growth Area, providing a substantial level of additional greenfield growth which is able to compensate for the delay in the foreshore project, takes advantage of the availability of infrastructure in the town, and which should be capable of integration into the landscape. The overall level of growth for 2014-24 (577 units) is considered appropriate to the size of the town and realistic in terms of deliverability. The long term growth potential of Bo'ness (2024-34) is assessed as high on the basis of the future potential of the foreshore area.

2014-2024				2024-2034
Existing Land Supply	New Allocations		Total	Growth Potential
285	Kinglass Farm 1 Drum Farm South Union Street Total	160 120 12 292	577	High

Bonnybridge and Banknock

Existing Land Supply. The Bonnybridge & Banknock area has a large volume of commitments from the existing Local Plan, including the Banknock SIRR , involving the redevelopment of mainly brownfield land; the large Dennyloanhead site, which is a substantial greenfield release; and various smaller sites along the Glasgow Road corridor. The Banknock North and Dennyloanhead sites have 'minded to grant' decisions with negotiation of Section 75 obligations underway. The Banknock South site has a masterplan prepared for it. The majority of other existing sites have planning permission. The committed level of growth does require significant infrastructure investment, most notably the upgrading of the M80 J7 sliproads. The cost of this will be shared across all the major developments in the area. It is considered that this area remains attractive to both housebuilders and buyers drawing people from within the Falkirk area as well as from North Lanarkshire and the Stirling areas.

Opportunities. In terms of further opportunities within the urban limit, Milnquarter Farm represents a possible infill site, although it is subject to significant archaeological and education capacity constraints. Some of the older industrial areas in the High Bonnybridge area may offer potential for residential use in the longer term. Potential settlement expansions include some smaller sites within the Glasgow Road/Kilsyth Road corridor, and major growth areas at Longcroft, High Bonnybridge and East Bonnybridge.

Environment. Green belt lies to the east of Bonnybridge, and would require to be amended to facilitate growth in this direction. The Antonine Wall World Heritage Site runs through the area, and its associated buffer zone and the safeguarding of its setting presents a significant issue for further growth. An air quality management area has been designated around the M80 Junction 7 at Banknock/Haggs, and may have implications for any future growth aspirations.

Accessibility and Infrastructure. The area has no mainline railway station, but benefits from good levels of bus service along the main road corridors. The western part of the area connects into the trunk road network at Junction 7 of the M80. This junction requires upgrading to accommodate committed growth. The capacity of other junctions along the A803 may be constrained. A major pipeline corridor runs to the east of Bonnybridge, severely constraining development in this area. Capacity issues exist at various schools serving the area, and upgrades are planned at Bankier and Head of Muir to accommodate planned growth. The situation at Antonine Primary School is particularly acute since opportunities for its further extension are limited. There is an identified need for a new health centre to serve the area.

MIR Preferred Option. The preferred option was to reaffirm commitment to regeneration at Banknock and other existing sites, notably the major growth area at Dennyloanhead, whilst promoting additional **modest settlement expansion** through the release of several small to medium sized sites along the A803 corridor, and at Greenhill. There was some uncertainty as to whether this extra level of growth could be accommodated within planned infrastructure upgrades, especially motorway connections, and caution was noted with regard to landscape impacts, particularly in relation to the setting of the Antonine Wall.

Proposed Plan. Following consultation on the MIR, and further assessment of infrastructure constraints, a strategy of consolidation is now to be pursued in Banknock/Haggs/Longcroft/Dennyloanhead, with all the preferred new sites along the A803 removed, with the exception of that at Garngrew Road. The area has very large scale commitments at Banknock and Dennyloanhead (each of which is designated a Strategic Growth Area) and the focus should be on delivery of these, and transport and education infrastructure to support them. The upgrading of the M80 slips is designed to take committed development, and there would be no excess capacity to accommodate additional sites. In Bonnybridge, however, green belt release at East Bonnybridge is promoted as a means of delivering significant new sports and recreational facilities. This site is subject to a variety of potential constraints, as noted previously, and will require further investigation to verify its effective capacity. One other brownfield site, at Seabegs Road, High Bonnybridge, is also proposed. Growth potential in the longer-term period is assessed as medium, on the basis that the Strategic Growth Areas are projected to carry over into the post 2024 period.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
1154	Seabegs Road 48 Garngrew Road 20 East Bonnybridge 200 Total 268	1422	Medium

Denny

Existing Land Supply. Denny has a large volume of commitments including large sites at Mydub, Carrongrove Mill, Broad Street and the former Denny High School. Carrongrove Mill and Fintry Road are under construction and the first phase of the Mydub site is the subject of a current planning application. While the market has slowed it is anticipated that the other existing sites not yet granted planning permission are not significantly constrained and will deliver completions within the plan period. The main uncertainty at present is over the timing of the delivery of the Denny Eastern Access Road, to which all the major existing sites are to contribute.

Opportunities. There are several potential infill sites of modest scale, some of which are areas of open space. The largest infill site is Northfield Road, Dunipace, but this has flooding constraints. Opportunities for expansion include extensions to allocated sites at Mydub, Broad Street and Carrongrove Mill, plus a potential large area of growth at Rosebank, Dunipace.

Environment. Green belt lies to the east of Denny, and the rising ground to the south-east up to Chacefield Wood is potentially sensitive from a landscape point of view.

Accessibility and Infrastructure. The area has no mainline railway station, but benefits from good levels of bus service along the main road corridors. The main connection with the trunk road network is Junction 1 of the M876 which is not subject to constraints. The Denny Eastern Access Road is planned to provide relief to congestion problems at Denny Cross and accommodate committed growth. In terms of education provision, an extension to Denny Primary School is planned to accommodate committed growth. There is the potential for medium to long term capacity pressures at St Patrick's Primary School and Denny High School.

MIR Preferred Option. The preferred option was to reaffirm commitment to existing sites, whilst promoting additional **modest settlement expansion**, largely through extension of the Mydub, Carrongrove and Broad Street sites. This would not require any green belt release. This level of growth could probably be accommodated through existing planned infrastructure upgrades, although a larger extension to Denny Primary School may be required.

Proposed Plan. The MIR preferred option has been carried forward, with extensions to the three major existing sites of Mydub, Carrongrove and Broad Street confirmed. The Mydub and Broad Street sites combine to make up a Strategic Growth Area for the south east of the town with Mydub also anticipated to have completions post 2024. In addition, a site at Rosebank, Dunipace, which was a non-preferred site at the MIR stage, has been reappraised and identified as an allocation. At the MIR stage, this area was considered to have long term potential, and in the light of the need to find additional sites to maintain the required level of flexibility, it is considered appropriate to bring it forward during the 2014-24 period. This may require additional capacity at Dunipace PS in the longer term. Growth potential in the longer-term period is assessed as high, on the basis that the Strategic Growth Area is projected to carry over into the post 2024 period, and the possibility of future phases at Rosebank.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
827	Mydub 2 150 Broad Street Extension 130 Carrongrove Extension 18 Rosebank, Dunipace 110 Total 408	1235	High

Falkirk

Existing Land Supply. Falkirk has a substantial level of housing commitments, the largest of which is the canalside regeneration site at Portdownie (Tamfourhill). Others include most of the second phase of the Mungal/Cauldhame Farm expansion, brownfield sites between the Forth & Clyde Canal and Etna Road, and sites released as a result of the redevelopment of St Mungo's and Falkirk High Schools. The latest phase of Munga/Cauldhame Farm has just commenced construction, as has the former St Mungo's High School site. There is more uncertainty about the timing of the Portdownie proposal. It benefits from a 'minded to grant' decision, but the promoters (Falkirk Council/Scottish Canals) have still to secure a development partner. This is reflected in the phasing of the site, with only a proportion of this site is likely to be developed within the initial plan period. Nonetheless, in a recovering housing market, demand in Falkirk, with its central location, facilities and excellent transport connections, is likely to be strong.

Opportunities. A major additional infill opportunity exists at the former Falkirk & District Royal Infirmary (F&DRI) site. Further infill opportunities could arise from the redevelopment of industrial land (e.g. Marshalls, or Glasgow Road, if the Council were prepared to accept a mixed use approach to the latter area). The MIR consultation raised a further major housing opportunity within the urban limit, at the Forth Valley College campus on Grangemouth Road, where rationalisation and redevelopment of the college is expected to release surplus land, potentially for residential development. In terms of opportunities for greenfield expansion, a further site at Mungal/Cauldhame Farm was the subject of a representation. Part of this is within the current Urban Limit, but part is within the green belt. Other settlement expansion options are mainly sites to the south of the town where landscape, cultural heritage, school capacity and accessibility issues present significant constraints.

Environment. The town is bounded by green belt on its western, northern, eastern, and south eastern edges. On its southern side, landscape issues are relevant due to the exposed or elevated nature of much of the land. Cultural heritage constraints are also important, in particular the Battle of Falkirk site in the Greenbank/Lionthorn area, and the Antonine Wall WHS and its buffer zone which affects the Roughcastle and Wester Carmuirs areas.

Accessibility and Infrastructure. Falkirk is at the hub of the area's transport network, and, with three mainline railway stations, is the most accessible of the area's settlements. There are two main connections into the trunk road network – east to Junctions 5 and 6 on the M9, and west to Junction 1 on the M876. The former have capacity issues and improvements are set out in the existing Local Plan to cope with committed developments. The main radial routes into the town experience peak time congestion. Improvements along the A803 Glasgow Road corridor are required to support development in the west of the town, whilst upgrading along the A904 corridor at Westfield is required in conjunction with the Falkirk Gateway development. In terms of education provision, some primary schools in the town are experiencing capacity pressures, or are projected to experience capacity pressures, notably Comely Park, Bainsford and Bantaskin. St Mungo's RC High School also has capacity issues.

MIR Preferred Option. The preferred option was to reaffirm commitment to regeneration at Portdownie and other major brownfield sites, including the new opportunity at the Falkirk & District Royal Infirmary site, and the remaining committed greenfield site at Mungal/Cauldhame Farm, whilst promoting additional **modest settlement expansion** through an extension to the Mungal/Cauldhame Farm site.

This limited level of greenfield expansion was seen to be manageable in terms of infrastructure and landscape impacts.

Proposed Plan. The MIR approach has been carried through into the Proposed Plan, with a mix of brownfield and greenfield sites providing substantial opportunities for growth in Falkirk. The range of MIR sites has been augmented by the opportunity at the Forth Valley College campus. The projected scale of housing at the F&DRI site has been scaled back in recognition of the possibility that NHS Forth Valley may wish to pursue some more specialised accommodation, in addition to market housing. Likewise the capacity of the Gowan Avenue site has been reduced to reflect a likely lower density development. Overall, Falkirk takes the highest level of growth of all the settlement areas (around 1400 units) in recognition of its role as the principal centre. The suite of brownfield sites related to the regeneration of the canal corridor forms a linear Strategic Growth Area, whilst the sites at Cauldhame Farm form a greenfield Strategic Growth Area to the north of the town, which is preferred to growth options to the south. Growth potential in the longer-term period is assessed as medium, on the basis that the Portdownie site is projected to carry over into the post 2024 period, and given the likelihood that other brownfield opportunities will arise in Falkirk in the longer term.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
897	F&DRI Site 100 Gowan Avenue 44 Grangemouth Road (FVC) 150 Cauldhame Farm 200 Total 494	1391	Medium

Grangemouth

Existing Land Supply. Grangemouth has limited commitments, with just three sites at Tinto Drive, Oxgang Road and Wood Street. Tinto Drive will be developed for Council housing and Oxgang Road could also be developed in this way. The site at Wood St reet has a ‘minded to grant’ decision and is considered capable of development within the plan period as it is in an area which has been recently redeveloped and now has a more attractive residential character which would be enhanced with further housebuilding.

Opportunities. Opportunities for both infill development and expansion are extremely limited due to the barriers presented by the Rivers Carron and Avon, the M9, fluvial and coastal flooding constraints, the presence of major hazards, and green belt. The only expression of interest for housing development was the Wood Street site which is reserved for business use in the current Local Plan.

Environment. Grangemouth is encircled by green belt. Flooding is a significant constraint, although the most recent study suggests that only those residential areas in close proximity to the Rivers Carron and Avon are at high risk. The intertidal foreshore is part of the Firth of Forth SPA.

Accessibility and Infrastructure. Grangemouth benefits from high accessibility to the trunk road network, via Junctions 5 and 6 of the M9, although these junctions require improvement to accommodate planned development. Major hazard consultation zones associated with the various chemical and petrochemical installations in the town present a significant constraint to further residential development. The low level of housing development in the town in recent years means that social infrastructure, notably schools, has considerable spare capacity.

MIR Preferred Option. The preferred option was **consolidation** with the Urban Limit maintained as at present and development limited to infill and redevelopment opportunities. Whilst it was no longer intended to safeguard the Wood Street site for business use, it was not to be allocated specifically for housing use, with any housing proposal considered in relation to general policies, particularly with regard to health and safety issues.

Proposed Plan. The MIR preferred option of consolidation has been carried forward into the Proposed Plan, with no additional sites identified over and above the limited existing supply, reflecting the considerable constraints affecting the town. Part of the Wood Street site has received a ‘minded to grant’ decision and has been added to the existing supply. Growth potential in the longer-term period is assessed as low, since it is unlikely that the identified constraints are likely to change over the period of the plan.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
106	0	106	Low

Larbert & Stenhousemuir

Existing Land Supply. Larbert & Stenhousemuir will continue to grow through the build out of major commitments at Bellsdyke and Hill of Kinnaird. Further sites include the former Lorne Road depot in Larbert, and sites identified for development as part of the masterplan for the former RSNH estate. Development continues at Bellsdyke and will progress on to the Hill of Kinnaird in the near future. These sites form the main supply in this area. Bellsdyke has remained active through the recession reflecting the area’s attractiveness for both housebuilders and buyers. The area has seen the development of the new Forth Valley Royal Hospital and improved infrastructure links with the Glenbervie slips onto the M876 now open. The Lorne Road site has been previously granted planning permission, and the sites at the former RSNH estate have also now secured consent.

Opportunities. Although the redevelopment of industrial sites has contributed significantly to growth in the recent past, this supply has now largely ceased and infill opportunities are likely to be more limited in future. In terms of opportunities for urban expansion, expressions of interest have focussed on the north east, with sites submitted for land at Roughlands and Bensfield Farms, as well as for land at Kinnaird which would form an eastward continuation of the Bellsdyke/Hill of Kinnaird development. These potential settlement expansions would require release of Green Belt land. Further significant growth options are limited to the south by the River Carron and its floodplain, and to the west by the Forth Valley Royal Hospital and the former RSNH estate.

Environment. Larbert and Stenhousemuir is enclosed by green belt on it eastern and north eastern sides, where remnant estate landscapes and prime agricultural land sit slightly elevated from the M9 and the carseland further east. On its western side, the urban area abuts the estate landscape of Larbert House, within which the new Forth Valley Royal Hospital has been built. To the south, the Carron and its floodplain limit any opportunities for growth.

Accessibility and Infrastructure. The area benefits from access to mainline rail services at Larbert Station. Accessibility to the trunk road network has been improved by the upgrading of Junction 2 on the M876 at Glenbervie to provide a full 4-way junction. Growth in Larbert will tend to exacerbate traffic pressures on the northern and western radial routes into Falkirk (B902 and A803 respectively). On education capacity, the new school at Kinnaird, and extensions to Larbert Village and Ladeside, have eased pressure in the primary sector, although Kinnaird itself may have problems in the longer term. The most pressing capacity issues are at Larbert High School, where an extension to cope with existing committed development is required.

MIR Preferred Option. The preferred option was to reaffirm commitment to the major growth area at Bellsdyke/Hill of Kinnaird, but otherwise to promote **consolidation**, with no further significant housing land releases, and maintaining the green belt intact. This was in recognition of the scale of recent and projected growth in the area, and in particular the capacity issues at Larbert High School.

Proposed Plan. The MIR preferred option of consolidation has been carried forward into the Proposed Plan, with no further land releases given the significant land supply remaining, and continuing issues over education capacity in Larbert. The committed Bellsdyke/Hill of Kinnaird sites have been identified as a North Larbert Strategic Growth Area. Growth potential in the longer-term period is assessed as medium, since the North Larbert sites are projected to carry over into the post-2024 period.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
894	0	894	Medium

Polmont Area

Existing Land Supply. Polmont has a substantial level of commitments, notably Overton, Redding Park, and Parkhall where development is ongoing, and Toravon 2 and Lathallan House, which are yet to commence. The Overton, Redding Park and Parkhall Farm sites continue to be developed and have maintained building activity throughout the economic slowdown reflecting the attractiveness of the Polmont area which is well located with good road and rail access to the central belt. Only one of the existing sites, Toravon Farm, does not have consent granted or an active application, but it is nonetheless considered capable of development within the LDP period.

Opportunities. Further infill opportunities within the Polmont area are fairly limited. In terms of greenfield expansion, further growth to the north would require green belt release. To the south, east and west, expressions of interest were submitted covering an extensive range of sites, whilst a representation was also made for a residential component within the Gilston economic development site.

Environment. The Polmont area is bounded on its north side by green belt. The Antonine Wall World Heritage Site runs through the northern part of the area, and most of the green belt is also encompassed within the World Heritage Site buffer zone. To the south, the landscape setting comprises an undulating topography of prominent east-west ridges, tree belts and watercourses which means that landscape capacity and ecological impact are important issues. The Union Canal is an important archaeological and ecological feature running through the area.

Accessibility and Infrastructure. Polmont has a railway station giving good accessibility to mainline services. Access to the trunk road network is via Junctions 4 and 5 of the M9, both of which require upgrading to accommodate planned development, or south to the M8 via the A801, which is also subject to upgrading. The main road corridors within the urban area – the B905, the B910 and the A803 – experience peak time congestion, and junction capacity on these routes is a potential constraint on new sites which feed into them. Notwithstanding recent investment in additional school capacity and rezoning of catchments over recent years, primary school capacity issues remain, affecting Maddiston, Wallacestone and St Margaret's. Braes High School also remains at risk in the medium to long term, notwithstanding recent amendments to high school catchments.

MIR Preferred Option. The preferred option was to reaffirm existing commitments, whilst promoting additional **modest settlement expansion** at Maddiston (Parkhall East) and Reddingmuirhead, combined with infill opportunities at the former Maddiston Primary School and Sunnyside Road, on the basis that these sites had least landscape impact and integrated best with the existing settlement. They would, however, require the resolution of school capacity issues, Maddiston growth being likely to require an extension to Maddiston Primary School, and the Reddingmuirhead site requiring rezoning of the site to Shieldhill Primary School.

Proposed Plan. The strategy for the Polmont area has been reappraised and the preferred new site at Middlerigg, Reddingmuirhead has been removed. This is due to the scale of recent and projected growth in the area (forming a Strategic Growth Area at Overton/Redding), the need to allow consolidation prior to consideration of any further sites, and concerns about coalescence of communities and the negative implications of the required primary school rezoning. Likewise, the Sunnyside Road site has been removed due to concerns about effectiveness and primary school capacity issues. The focus of additional growth is therefore reduced to Maddiston East, which is considered to represent the best option for greenfield expansion in the area, and is identified as a Strategic Growth Area. Growth potential in the longer-term period is assessed as medium, on the basis that further greenfield opportunities around the urban edge may offer potential, subject to future assessment of infrastructure capacity and landscape issues.

2014-2024				2024-2034
Existing Land Supply	New Allocations		Total	Growth Potential
840	Parkhall Farm 2 Parhall Farm 3 The Haining Whyteside Hotel Total	40 80 20 35 175	1015	Medium

Rural North

Existing Land Supply. Existing growth allocated in the Local Plan is directed to Airth, with smaller allocations in Torwood and Letham. Although development has slowed in the Rural North, with one active site in Airth at present, it is still considered to be an attractive location for development, with ongoing developer interest. The area benefits from good links to the strategic road network via the M9 and M876, and an attractive landscape setting. The existing sites should therefore be capable of being delivered in the initial plan period, although, as noted below, the Letham allocation has been reappraised and is proposed for deallocation.

Opportunities. Airth, Torwood and Letham are the settlements where future development interest was focused, with a range of potential settlement expansions, large and small, identified by landowners and developers.

Environment. The Rural North area has a range of environmental constraints including landscape, ecological, cultural heritage and flooding issues. In terms of the villages where development interest is focused, village character and landscape impact are key factors. Letham and the historic core of Airth have conservation area status.

Accessibility and Infrastructure. Accessibility is generally poorer than the urban settlements, although they do have access to bus services. As the largest village, and the one that growth has hitherto been directed to, Airth has a range of village services, including school, shops, health and community facilities, but Torwood and Letham have very limited provision, requiring residents to travel outwith the village for services. Sewerage infrastructure is constrained, although capacity is shortly to be increased in Airth. In terms of education provision, capacity issues at Airth PS have eased, but may resurface in the longer term. Torwood is within the catchment of Larbert Village PS where capacity pressures have been reduced by the new extension. The Rural North area is within the catchment of Larbert HS which is subject to high capacity pressures at present.

MIR Preferred Option. The preferred option was to reaffirm existing commitments at Airth, Torwood and Letham, whilst promoting additional **modest settlement expansion** at Airth, which has the most comprehensive range of services, and a strategy of **consolidation** in the other smaller villages of Torwood, South Alloa, Dunmore and Skinflats.

Proposed Plan. The MIR preferred option has been carried through into the Proposed Plan, although the commitment to growth at Letham has been removed. Following consultation on the possible allocations at Letham, no option enjoys sufficient support from the community to justify proceeding with a village extension. The focus of growth therefore remains the existing sites at Airth, augmented by an additional site at the north end of the village, and at Torwood. Growth potential in the longer-term period is assessed as low. Scope for any further substantial increase to the size of Airth is limited by primary school capacity and other constraints. Substantial growth in the other northern villages would be incompatible with their character and limited services.

2014-2024				2024-2034
Existing Land Supply	New Allocations		Total	Growth Potential
196	The Glebe, Airth Total	40 40	236	Low

Rural South

Existing Land Supply. The current Local Plan envisages major growth at the two Braes villages of Slamannan and Whitecross, with some smaller village extensions in Avonbridge, Standburn, Limerigg, California and Shieldhill. The emphasis has been on village regeneration, to stem population decline and loss of services. Whitecross has a ‘minded to grant’ decision with Section 75 negotiations at an advanced stage. It will commence within the initial plan period but will continue beyond 2024. Slamannan has had limited developer interest, and its effectiveness has been reassessed, as noted below. Across the other villages, the strength of the market is variable, and it is acknowledged that in locations such as Limerigg and Avonbridge there is limited developer interest at present. However, these sites have had interest in the recent past and, given an upturn in the market, they should be deliverable in the initial plan period. The Steins Brickworks site benefits from a ‘minded to grant’ decision. It is considered capable of development within the plan period.

Opportunities. Potential additional sites have been identified in most of the villages. Low market demand in the Braes area remains a key factor, and needs to be borne in mind in looking at further allocations.

Environment. The Rural South area is subject to a variety of environmental constraints, including a variety of ecological designations and the Slamannan Plateau/Avon Valley and Bo’ness South AGLVs. Landscape impact is particularly relevant given the undulating topography of the Braes and the exposed nature of the more elevated slopes and ridges. The Slamannan Plateau SPA, although quite localised in extent, has wider implications because of the range of the bean geese for which it is designated. Flood risk is a local issue in some communities, notably Slamannan and Avonbridge.

Accessibility and Infrastructure. The Rural South villages suffer from poor accessibility, and although there are bus services, these are generally infrequent. The opening of the Airdrie/Bathgate railway line has offered potential improved accessibility to rail services at Caldercruix for Slamannan and Limerigg. In terms of education infrastructure, a new school is planned for Whitecross, and additional provision may be required at California and Limerigg. Otherwise, schools generally have spare capacity.

MIR Preferred Option. The preferred option was to reaffirm existing commitments, particularly to the regeneration initiatives at Whitecross and Slamannan, whilst promoting additional **modest settlement expansion** in the villages of Slamannan, and Avonbridge to provide additional choice of sites to assist regeneration.

Proposed Plan. The new settlement at Whitecross is progressing through the planning process, and is carried through into the Proposed Plan as a Strategic Growth Area. However, Slamannan has no active developer interest and the appropriateness of large-scale housing has had to be reconsidered. The scale of growth at Slamannan has been considerably reduced, with a smaller site at Hillend Farm considered to be a more appropriate, and viable site, in preference to sites to the south of the B803. It is identified as a Strategic Growth Area, but with no expectation of delivery until post 2024. Short term opportunities in Slamannan remain at The Rumlie and Avonbridge Road. In terms of the other southern villages, existing sites at Limerigg, Avonbridge, California and Standburn continue to be supported, with a cautious view taken of additional sites in view of historic lack of demand. Nonetheless, at Shieldhill, where the market is likely to be stronger, the preferred new site at Hillcrest has been retained, as have two small sites at Avonbridge which provide further choice in an effort to stimulate the market. Growth potential in the longer-term period is assessed as high, since Whitecross is projected to carry over into the post-2024 period, and there is the opportunity for this to be augmented by development in Slamannan.

2014-2024			2024-2034
Existing Land Supply	New Allocations	Total	Growth Potential
1018	Hillcrest 30 Slamannan Road 2, Avonbridge 10 Bridgend Road, Avonbridge 30 Total 70	1088	High

Appendix 3
Windfall Analysis 2007-2012

5 Year HLA Windfall analysis:

Jan 13

Completions 1/7/07 - 30/6/12 sites not in approved Local Plan

BO NESS

Developer Type: **LOCAL AUTH.**

Windfall completions for local plan area 07 - 12:	24	Yearly windfall rate:	4.80

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	83	Yearly windfall rate:	16.60
Total windfall completions for local plan area 07 - 12:	107	**Total Yearly windfall rate:**	**21.40**

BONNYBRIDGE AND BANKNOCK

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	55	Yearly windfall rate:	11.00
Total windfall completions for local plan area 07 - 12:	55	**Total Yearly windfall rate:**	**11.00**

DENNY

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	10	Yearly windfall rate:	2.00

Developer Type: **LANDOWNER**

Windfall completions for local plan area 07 - 12:	10	Yearly windfall rate:	2.00

Developer Type: **LOCAL AUTH.**

Windfall completions for local plan area 07 - 12:	8	Yearly windfall rate:	1.60

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	30	Yearly windfall rate:	6.00
Total windfall completions for local plan area 07 - 12:	58	**Total Yearly windfall rate:**	**11.60**

FALKIRK

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	61	Yearly windfall rate:	12.20

Developer Type: **LANDOWNER**

Windfall completions for local plan area 07 - 12:	0	Yearly windfall rate:	0.00

Developer Type: **LOCAL AUTH.**

Windfall completions for local plan area 07 - 12:	52	Yearly windfall rate:	10.40

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	104	Yearly windfall rate:	20.80
Total windfall completions for local plan area 07 - 12:	217	**Total Yearly windfall rate:**	**43.40**

5 Year HLA Windfall analysis:

Jan 13

Completions 1/7/07 - 30/6/12 sites not in approved Local Plan

GRANGEMOUTH

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	105	Yearly windfall rate:	21.00

Developer Type: **LANDOWNER**

Windfall completions for local plan area 07 - 12:	21	Yearly windfall rate:	4.20
Total windfall completions for local plan area 07 - 12:	126	**Total Yearly windfall rate:**	**25.20**

LARBERT AND STENHOUSEMUIR

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	51	Yearly windfall rate:	10.20

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	137	Yearly windfall rate:	27.40
Total windfall completions for local plan area 07 - 12:	188	**Total Yearly windfall rate:**	**37.60**

POLMONT

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	16	Yearly windfall rate:	3.20

Developer Type: **LOCAL AUTH.**

Windfall completions for local plan area 07 - 12:	4	Yearly windfall rate:	0.80

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	17	Yearly windfall rate:	3.40
Total windfall completions for local plan area 07 - 12:	37	**Total Yearly windfall rate:**	**7.40**

RURAL NORTH

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	0	Yearly windfall rate:	0.00
Total windfall completions for local plan area 07 - 12:	0	**Total Yearly windfall rate:**	**0.00**

RURAL SOUTH

Developer Type: **HOUSING ASSOC.**

Windfall completions for local plan area 07 - 12:	20	Yearly windfall rate:	4.00

Developer Type: **PRIVATE DEV.**

Windfall completions for local plan area 07 - 12:	5	Yearly windfall rate:	1.00
Total windfall completions for local plan area 07 - 12:	25	**Total Yearly windfall rate:**	**5.00**

5 Year HLA Windfall analysis:

Completions 1/7/07 - 30/6/12 sites not in approved Local Plan

Total yearly windfall rate: 162.60

Total yearly windfall rate private: 92.4
Total yearly windfall rate public: 70.2

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