



# STRATEGIC HOUSING INVESTMENT PLAN (SHIP)

2022-2027





# CONTENTS

<b>1. Introduction</b>	<b>7</b>
<b>2. Local Housing Strategy Priorities and Outcomes</b>	<b>12</b>
<b>3. Affordable Housing Progress &amp; Delivery 2020/2021</b>	<b>18</b>
<b>4. Project Prioritisation Methodological Process</b>	<b>28</b>
<b>5. Investment Priorities for Affordable Housing 2022-2027</b>	<b>32</b>
<b>6. Development Constraints</b>	<b>42</b>
<b>7. Resourcing the Programme</b>	<b>51</b>
<b>8. Equalities</b>	<b>53</b>
<b>9. Monitoring and Evaluation</b>	<b>54</b>
<b>10. Summary</b>	<b>55</b>
<b>11. Glossary</b>	<b>56</b>

LIST OF TABLES & FIGURES		PAGE NO.
Table 1	New House Completions 2016-2020	18
Table 2	Project Completions for 2020-2021	18
Table 3	Open Market Shared Equity by Settlement 2015-2021	19
Table 4	Estimated Project Completions 2021-2022	21
Table 5	Projects Position Status	21
Table 6	Project Priority Weighting Matrix	30
Table 7	Proposed Delivery Timeframes for Extra Care Housing	33
Table 8	Estimated Project Completions 2022-2023	36
Table 8A	Estimated Project Completions 2023-2024	37
Table 8B	Estimated Project Completions 2024-2025	37
Table 8C	Estimated Project Completions 2025-2026	38
Table 8D	Estimated Project Completions 2026-2027	38
Table 9	Potential Pipeline Projects	39
Table 10	Projects Removed from SHIP 2020-2026	40
Table 11	Estimated Affordable Homes Completions 2022-2027	40
Table 12	Projects Being Delivered via the Development Partnership	46
Table 13	Estimated Levels of Investment in Affordable Housing 2022-2027	53
Figure 1	Local Housing Strategy Vision	12
Figure 2	LHS Priority Outcomes	13
Figure 3	Population Change	14
Figure 4	Housing's Contribution to Social and Economic Wellbeing of the Borders	15
Figure 5	Connected Borders Vision for Delivering Better Communities	16
Figure 6	Local Outcome Improvement Plan	17
Figure 7	Affordable Housing Projects Completed 2020-2021	20
Figure 8	Completed projects 2020-2021 / Under Construction and Planned for 2022-2027	23
Figure 9	Elm Court Development Hawick	24
Figure 10	Abbotsford Court Galashiels	25
Figure 11	Proposed New Housing images Beech Avenue Upper Langlee Galashiels	26
Figure 12	Todlaw Extra Care Housing Duns [Longfield Crescent]	33
Figure 13	Proposed Extra Care Housing Kelso images	34
Figure 14	Coopersknowe Galashiels	46
Figure 15	Non Rural Areas Map	54
LIST OF APPENDICES		
Appendix 1	Affordable Housing Project Priority Weighting Matrix (AHPPWM) and Project Descriptors	
Appendix 2	Rural Proofing	
Appendix 3	Integrated Impact Assessment	
Appendix 4	Strategic Environmental Assessment	
Appendix 5	SHIP Tables	
Please note: Appendices will form part of a supplementary documentation		

## Foreword

I am pleased to present this 13<sup>th</sup> Strategic Housing Investment Plan (SHIP) which sets out proposed delivery of new affordable housing in the Borders during 2022-27. The impact of the Covid pandemic has been massive, causing delays to programmed site starts and completions due to the closure of the Scottish construction sector from late March to July 2020, with related impacts on budgets and project reprogramming. Fortunately the construction sector is recovering and the



construction activity is widespread across Scottish Borders for all to see. There were 449 affordable homes under construction at 31 March 2021. We welcome the record high level of Affordable Housing Investment Programme funding allocated in 2021-22 and future annual allocations including up to 2025/26, and the stability and support this provides to project and programme delivery, and the opportunities presented to the housing and construction sectors in this new Parliamentary period.

This plan has been produced through collaboration with Registered Social Landlords in particular, and demonstrates projects which are on track for completion by 31 March 2022, and across the plan period. The plan identifies additional projects some of which are capable of being brought forward in response to potential slippage or accelerated funding opportunities. This illustrates a very positive position throughout Scottish Borders, by working in partnership with locally active Registered Social Landlords to address local housing needs and contribute to the economic recovery.

These partnerships will help us deliver a range of affordable, safe, energy efficient and attractive homes and places, through extra care housing in Galashiels and Kelso, local area regeneration, more rural housing, more housing for people with particular needs including wheelchair users, as well as providing general needs housing at affordable rent. In total this SHIP sets out ambitious proposals for up to 1213 new affordable Borders homes at a total estimated investment value in the region of £202m during 2022-2027. Together with the envisaged completion of around 312 homes in 2021/22 means that around 1525 homes could potentially be delivered to Borders communities over the next 6 years.

I am certain that the affordable housing developments identified in this SHIP will have a major positive contribution to improving quality of life in the Borders and, on behalf of Scottish Borders Council and our partners it gives me great pleasure to present this SHIP 2022-27 submission.

Councillor Mark Rowley

*Executive Member for Economic Regeneration and Finance*

If you would like any further information concerning Scottish Borders Strategic Housing Investment Plan, or have any comments to make on this report update, please contact Gerry Begg, Lead Officer, Housing Strategy, Policy and Development.

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## 1. Introduction

The Scottish Government wants everyone to have a safe, high quality home that is affordable and meets their needs in the place they want to be. In March 2021, Scottish Government published its first long term housing strategy, "Housing to 2040" which outlines what it wants housing and communities to look and feel like for the people of Scotland, with actions on how to get there. Delivering more homes in great places across Scotland will contribute to the "Housing for 2040" vision and principles. Under the "More Homes Scotland" approach, the Scottish Government is increasing the supply of homes across all tenures through a range of measures. "Housing to 2040" reinforces the Scottish Government's commitment to continue to invest in the supply of affordable housing. It sets an ambition to deliver a further 100,000 affordable homes by 2032, with at least 70% of these for Social Rent, helping to tackle Child Poverty and Homelessness, once the current 50,000 affordable home target has been delivered. "Housing to 2040" puts ambitions for Place at its core, creating not only good quality homes, but quality places too. It highlights that Scottish Government will embed the Place Principle in terms of reference and conditions of sponsored and supporting public bodies, agencies and organisation to ensure a collaborative approach to delivery of great places.

The Strategic Housing Investment Plan (SHIP) has a core purpose to set out the key strategic housing investment priorities for both affordable housing and other tenures over a five year period. Scottish Councils are required to submit a SHIP to the Scottish Government on an annual basis. As well as being a five year operational plan, the SHIP reinforces the Council as the Strategic Housing Authority and sets out the Council's strategic policy approach to enable the delivery of high quality housing and housing related services across tenures to meet a range identified need and address locality housing stock mismatches in the Scottish Borders.

The affordable housing investment priorities detailed in this plan cover the period 2022-2027, and align with, and are consistent with the Council's Local Housing Strategy (LHS) identified priorities. This SHIP will assist Scottish Government to meet its current and future affordable housing targets, and helps inform the Scottish Government's investment decisions and the preparation of future Strategic Local Programme Agreements (SLPA).

This SHIP submission has been prepared in accordance with the current SHIP Guidance issued by Scottish Government in June 2021. It rolls forward the projects and planning horizons set out in the previous SHIP 2021-2026. It is updated by current information, following massive project re-programming and revision of budgets due to the impacts of closure of the Scottish construction sector due to the Covid-19 pandemic, and subsequent re-starting the sector. To set this in context, 13 affordable housing sites were closed [312 homes] and site starts were directly delayed for an additional 9 sites [199 homes]. However following construction sites restarting there has been steady recovery across the affordable housing programme with 449 homes under construction across Scottish Borders at 31 March 2021. The plan also sets how the Council and its partners have identified and prioritised projects that are capable of being delivered within the period 2022-27, and identifies where there are development constraints in relation to particular

projects. It sets out estimated timescales for project delivery and identifies a range of funding sources and resource mechanisms including Scottish Government grant, Registered Social Landlord own resources and private sector borrowing, other funding initiatives and the Council's own resources.

It also reflects the Scottish Government's aspiration to develop a range of funding arrangements, and through creative collaboration with partners identifying solutions to deliver extra care housing that addresses the housing needs of Scottish Borders growing older people population, and considers the requirements to increase supply of wheelchair accessible housing to meet the Council's Wheelchair Accessible Housing Annual Target. The SHIP also seeks to identify projects that could be accelerated should additional funding become available, or where infrastructure issues and other challenges are resolved.

Since SHIPs were introduced, and submitted back in 2007, the Council and its partners have delivered 1,377 new affordable homes which include social and mid-market rent. Scottish Borders Registered Social Landlords (RSLs) collectively now have an estimated 12,207 affordable homes for social and mid-market rent. As a consequence of the Council's large scale voluntary stock transfer to Scottish Borders Housing Association in March 2003, RSLs are the only providers of social rented housing in the Borders. Therefore as a stock transfer authority the Council relies on its partners to help it discharge its Statutory Homelessness Duty. The Council and its partners have developed a Rapid Rehousing Transition Plan (RRTP) which was submitted as required to Scottish Government by December 2018, and performance in delivery of plan actions are is monitored and reported to Council and key stakeholders. RRTP will be reflected in the Council's next Local Housing Strategy, and specific RRTP-related projects may be identified in future Scottish Borders SHIP submissions. The primary link between RRTP and SHIP 2022-27 is to increase the supply of affordable housing. The Council's strategic housing priorities are aligned with and are consistent with the RRTP priorities and outcomes.

This is the Council's 13<sup>th</sup> SHIP submission, and since SHIPs were introduced, RSLs and other affordable housing delivery agents have adapted to a number of major challenges such as the changes in grant funding, funding mechanisms and changes in payment arrangements, the challenges posed due to the changes in market conditions following the financial crash, including being able to access private sector capital funding at acceptable terms and conditions, and most recently Covid. The Council and its partners have welcomed the significant increase in Affordable Housing Supply Programme funding and the opportunities presented through increasing affordable housing delivery to contribute towards Scottish Parliamentary successive affordable housing targets, despite tender price inflation issues. There is a keen interest throughout across the housing sector in the outcomes and recommendations of the current Affordable Housing Supply Programme Investment Benchmarks Working Group which is due to report in summer 2021, with Scottish Government announcements anticipated in late summer/autumn.

Recent Affordable Housing Supply Programme [AHSP] Allocations of £15.998m (2019/20) and £16.975 (2020/21) and £18.562m (2021/22) were been provided by Scottish Government to Scottish Borders. However largely due to Covid related factors in 2020/21, there was an underspend of £2.8m from the Borders Allocation which was reallocated by Scottish Government across the national programme. This can

be compared with 2019/20 when Scottish Borders was allocated an additional £3.377m from slippage in the national programme which brought the 2019/20 grant out-turn spend up to a record annual level of £19.375m. This SHIP 2022/27 has been framed by the new Scottish Government Guidance published in June 2021, and Affordable Housing Supply Programme annual Allocations up to and including 2025/26, which were announced in July 2021. These Allocations reflect the most current RSL unit bench mark rates and provides certainty in resources in the face increasing unit total costs, which enables Borders RSLs to deliver their biggest and most ambitious affordable housing programme to meet identified need. Over recent years the lending market has eased considerably, which has enabled RSLs to access a wider range of lending products at terms and conditions which are more acceptable to them. In the context of the Covid situation easing and the economic recovery including the construction sector, getting back to work, Scottish Borders RSLs are well placed to deliver their biggest and most ambitious affordable housing programme to meet identified needs. Unfortunately the Covid pandemic has adversely impacted on the affordable housing programme by reducing the numbers of homes which delivered by 31 March 2021, with completion of many of these homes being delayed and re-programmed. Current information estimates that potentially around 312 new affordable homes will be delivered during 2021/22. Covid has also adversely impacted on the implementation of the new Planning [Scotland] Act and the introduction of new and improved planning processes to support the delivery of good quality housing, including delivery of affordable housing.

In preparing this SHIP 2022-2027, consideration has been given to priorities across sub areas and by tenure and house size, type which depend on a range of factors, including relative need, land availability and development constraints. Sustainable development ambitions have also been given consideration, and projects aligning with these ambitions are included in this SHIP. Work has re-started to consider the housing needs at a localities level to link with Community Planning processes. To illustrate this, the Housing Contribution Statement has been assimilated into the text of the current Scottish Borders Health and Social Care Integration Strategic Plan, rather than as a separate appendix. Covid has impacted on the review of the current Strategic Plan, and the intention is that this will be reviewed and a new Plan written and in place by April 2022. During 2018/19, an “Integrated Strategic Plan for Older People’s Housing, Care and Support Needs 2018-28” was developed and agreed by the Council and Integrated Joint Board (IJB). Governance arrangements have also been further developed and to oversee the delivery of the 4 workstreams envisaged in this Strategic Plan as part of the new Older Peoples Strategy Board governance arrangements. In 2019, consultants also provided their final report of their study to consider the Housing Needs and Aspirations of Borders Young People. This is has been being considered by the Council, IJB and Community Planning partners, and the new South of Scotland Enterprise Agency made aware of it as new linkages are forged.

More recently in January 2020 consultants also provided their final report “Space to live – Wheelchair Accessible Housing in the Scottish Borders”, which provided an evidence base for Council to set an annual Wheelchair Accessible Housing Target of 20 homes, of which 15 will be provided by RSLs. This was agreed by the Council’s Executive Committee at its meeting of 17 November 2020. It is envisaged that these homes will all be built to Housing for Varying Needs – Wheelchair Housing Standard. Delivery of wheelchair

accessible housing in the context of new homes completed is now being monitored and reported annually to the Council's Executive Committee. During 2020/21, Trust Housing Association provided the only 2 wheelchair accessible homes delivered in Scottish Borders.

This SHIP 2022-2027 has been developed in collaboration with key Council services including, Planning, Assets and Infrastructure, Finance, Health and Health and Social Care , with a range of stakeholders of the SHIP Working Group including aligning housing priorities to reflect identified needs and commissioning intentions of the Scottish Borders Integrated Joint Board's Strategic Plan. It is underpinned by Resource Planning Allocations and assumptions for the period 2022-2027 provided by Scottish Government and includes a range of funding mechanisms. It is also predicated on RSL financial capacity in order to raise the necessary complementary private funding via borrowing through a range of available lending products. The Council will also use its affordable housing funding sources such as Second Homes Council Tax, and Affordable Housing Policy Developer Contributions and strategic disposals of Council owned land and/or buildings to assist delivery of planned and future affordable housing projects.

This new SHIP 2022-2027 rolls forward the previous SHIP 2021-2026 5-year planning horizon for a further year to 31 March 2027, and remains underpinned by the SESPlan Housing Needs and Demand Assessment 2, and takes cognisance of the current Scottish Borders Local Development Plan 2016, and work being done to inform the new Local Development Plan 2, which will guide future development for the period 2022/2027, and work done to contribute to the South East of Scotland Plan (SESPlan). Work on a new Housing Need and Demand Assessment 3 is currently in progress, which is being led by Fife Council supported by Housing and Planning Officers from the participating Councils. The SHIP 2022/27 illustrates how a variety of funding mechanisms can be drawn upon in order to ensure and maximise project delivery in order to meet the affordable housing targets and contribute to the outcomes set out in the Council's Local Housing Strategy 2017-2022 (LHS), and meet the current Housing Supply Target of 348 homes per annum, of which 128 should be additional affordable homes. The SHIP 2022/27 is a realistic, resource based operational plan that sets out how, when and where the Council and its partners propose to deliver identified housing investment priorities in the Scottish Borders over the next five years.

The SHIP Project Working Group remains the Council's key working group responsible for overseeing the development and delivery of the SHIP and the ongoing review and evaluation process. This includes the identification and prioritisation of sites for inclusion and monitoring delivery of affordable homes against the Scottish Borders Local Housing Strategy target of 128 new affordable homes per year. The group includes the following key stakeholders: SBC Housing, Planning and Assets and Infrastructure and RSLs who link in with SEPA, Scottish Water, Scottish Gas, Homes for Scotland, the Rural Housing Service, the local construction sector and the Scottish Rural Property and Business Association.

The Council and its partners are optimistic that through effective partnership collaboration, resources allocated can be fully spent in order to deliver the projects set out in this plan. Projects have been identified which could potentially be accelerated in order to manage slippage in the programme, and potentially attract and spend additional grant in the event that infrastructure issues and other challenges can be

resolved. Given the challenges of the necessary lead-in timescale for project delivery, individual project proposals are normally prioritised accordingly and best realistic estimate provided for year of completion. Notwithstanding the projects identified, work continues to identify new potential development opportunities and these will be explored and brought forward when feasible and with regard to available resources.

Berwickshire Housing Association, Eildon Housing Association and Scottish Borders Housing Association are the local developing Registered Social Landlord (RSL) partners that play a key role in the delivery of affordable housing projects across the Scottish Borders. Although being a long-standing contributor to the SHIP process for the past decade, SHIP 2019-2024 saw a proposed housing-led regeneration project from Waverley Housing included in SHIP for the first time. This followed the conclusion of the master-planning exercise for part of Upper Langlee in Galashiels focussing on the Beech Avenue area. Details of this regeneration project feature further on in this SHIP document (pages 25-26).

As a result of the Council-led selection process in 2016, Eildon Housing Association and Trust Housing Association are the two RSL partners selected to work in partnership with the Council to ensure efficient and effective delivery of Extra Care Housing developments in a number of main Borders towns. The first 30 flat development to complete was Longfield Crescent [Todlaw] Duns by Trust Housing Association which completed in March 2021, with Eildon Housing Association on track to complete its 39 flat Wilkie Gardens development [Langhaugh] Galashiels in October 2021. In addition following Covid related reprogramming, the next project is now underway at the former High School Kelso which is being converted and remodelled by Eildon Housing Association to form 36 flats. Current information estimates that this will complete in December 2022.

The Extra Care Housing Board, established in 2016 includes representatives from Health & Social Care, SBC Finance, Assets and Infrastructure, Planning, Housing, and the above two RSLs, remains the key governance arrangement to ensure the delivery of the extra care projects. With the completion and launch of the "Integrated Strategic Plan for Older People's Housing, Care and Support 2018-28", new governance arrangements sees this Board continue, but renamed as a Working Group, with a widened remit reporting directly into the new Older Peoples Strategy Board, and in turn to the Council and the Integrated Joint Board.

In addition, the Older Peoples Strategy Board will provide oversight of the delivery of other workstreams and new initiatives such as Technology Enabled Care and service reform, and exploration of the "Care Village concept". "The Integrated Strategic Plan for Older Peoples Housing Care and Support 2018-28" also identified the issue of 'not fit for purpose' older person's housing. Council Housing Strategy staff have met with all the RSLs with affected housing stock regarding this issue, most of which are developing their respective asset management and investment strategies. Therefore it is envisaged that affected RSLs will bring forward future project proposals to address these issues through potential modernisation and/or remodelling in due course. Eildon Housing Association has 3 such projects in this SHIP, i.e. Elm Court Hawick which is nearing completion, Oakwood Park Galashiels due to site start in October 2021, and a

potential pipeline project at Miller House Melrose. In addition, Cairn Housing Association has also very recently completed a project at Abbotsford Court Galashiels. Finally Berwickshire Housing Association are exploring additional potential remodelling opportunities for their development at Gowanlea Coldstream.

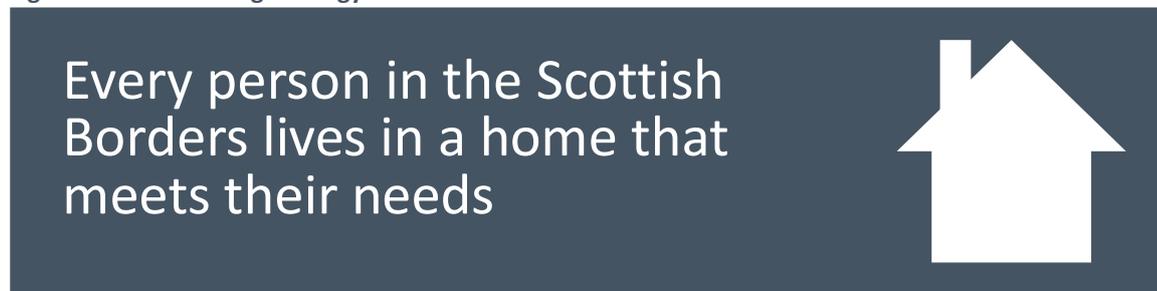
The funding resources required and available to deliver the investment priorities are outlined in Section 7 Table 13 (page 53) and are set out in Appendix 5. The SHIP does not address unsubsidised private sector market housing, however it is recognised that new private sector house building makes a significant contribution to the local economy and to communities' sustainability, as well as meeting a wider housing need in communities.

It is now 9 years since Scottish Borders Council Members considered a Final Business Case and approved proposals for new affordable (Mid-Market Rent) housing in the Borders. This Council-led Affordable House programme was delivered via the National Housing Trust/ Local Authority Variant (NHT) model in partnership with the Scottish Futures Trust and the Scottish Government in order to provide additional affordable housing that helped meet an established social need whilst sustaining and creating construction sector jobs, and stimulating the economy in the Borders. This led to the creation of Bridge Homes as a limited liability partnership (LLP) to deliver and own the housing delivered via the initiative. Council Officers are in discussion with key partners seeking to explore disposal options for the 54 properties owned by Bridge Homes, with the favoured option being them remaining in the affordable rented sector in perpetuity.

## 2. Local Housing Strategy Outcomes and Targets

The Council's five year Local Housing Strategy (LHS) 2017-2022 provides the strategic direction to tackle housing need and demand and to inform the future investment in housing and related services across the Scottish Borders area. The LHS identifies an annual Affordable Housing Target of 128 as well as identifying housing for the growing ageing population as a priority to be addressed.

Figure 1: Local Housing Strategy Vision



The Local Housing Strategy sets out the vision and priorities for the future of housing and all housing related services across the Scottish Borders. It considers all tenures and types of accommodation and reflects both national priorities and local needs. In terms of the national priorities, the LHS is expected to

show how its actions will support and make a contribution to the Scottish Government’s vision for housing that “all people in Scotland live in high quality sustainable homes that they can afford and that meet their needs”. The LHS is built on a solid evidence base, and is underpinned by a detailed ‘Housing Need and Demand Assessment 2’ (HNDA2) and Housing Supply Target which estimated that 348 new houses would be required each year in the Scottish Borders, of which 128 should be affordable. Therefore, the agreed vision is that “every person in the Scottish Borders lives in a home that meets their needs” and this includes affordability, quality, energy efficient and location, see Figure 1 above.

To develop and build up the Local Housing Strategy (LHS) 2017-2022 the Council worked in collaboration with a wide range of partners to assess local needs, agree priorities and define ideas and solutions to deliver a shared vision for housing in the Scottish Borders. Housing plays a vital role in meeting the needs of local people, communities and the economy and plays an important role in place making. The Local Housing Strategy sets out a framework of action, investment and partnership working to deliver local priorities and was developed in a very different strategic and financial context from the previous LHS. The Strategy was developed and co-produced in accordance with the Scottish Government’s then current published LHS Guidance (2015), and was informed by a number of then current existing plans and strategies and it is underpinned by the South East of Scotland Strategic Development Plan Housing Needs and Demand Assessment (SESPlan HNDA2 - 2015), and reflects the Scottish Borders Local Development Plan.

Figure 2 below sets out the Local Housing Strategy’s four Strategic Outcomes. The affordable housing project priorities identified in this SHIP are consistent with these strategic outcomes which, are aligned to the Scottish Government’s National Health and Wellbeing Outcomes.

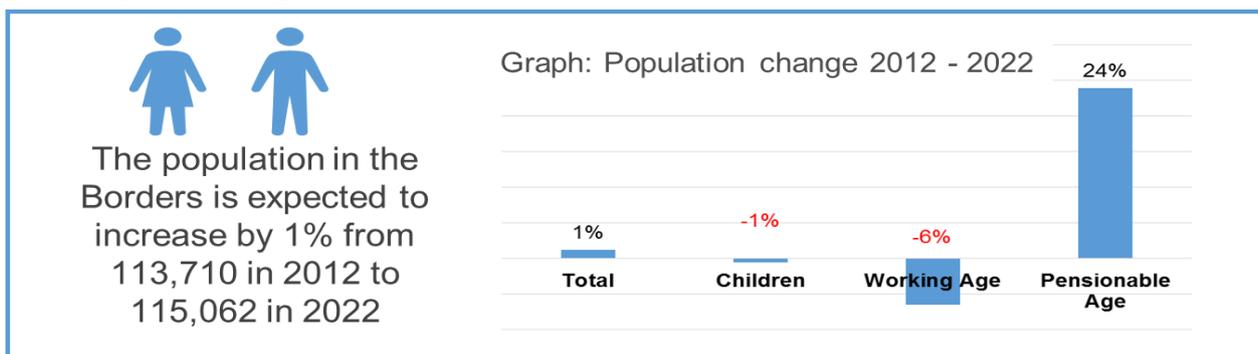
**Figure 2: LHS Priority Outcomes**



The Council’s Executive Committee agreed that the new Local Housing Strategy be deferred, pending agreement on how the Housing Need and Demand Assessment 3 be progressed. This is now in progress, and so consideration is now being given to development of a project plan for the Council’s next Local Housing Strategy 2023/28.

Housing is at the heart of independent living, and having appropriate housing in place to keep people living independently for as long as possible was identified as a strategic priority in the LHS. Figure 3 below shows the Scottish Borders projected increase in the older population as 24%, which is 3% higher than the comparable increase across Scotland.

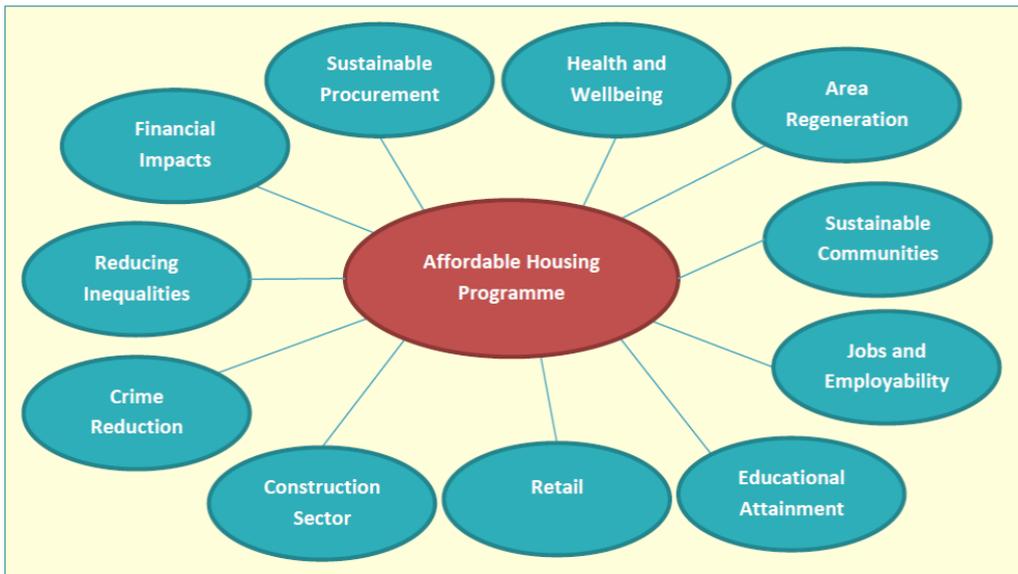
Figure 3: Population Change



Recognising the size and scale of housing and service challenges arising from the projected demographic changes and increasing numbers of older people, 2018 saw the development and launch of the “Integrated Strategic Plan for Older People’s Housing, Care and Support 2018-2028” underpinned by the projected growth in the number of older people living in the Borders which is likely to increase demand for specialist housing. This new ambitious plan sets out a vision where older people will have greater choice in terms of where they live, and the services they can access. In order to address some of this need there will be an increased focus on the types of affordable housing (including wheelchair accessible) provision in this and future SHIPs.

Figure 4 below seeks to demonstrate the pivotal role and the positive impacts that developing new affordable housing has on the wider social, economic and physical environment. It helps support the local construction industry and provides a funding stimulus into the supply chain and also supports with the Council’s Corporate Plan for 2018-2023 called ‘Our Plan and Your Part in it’ (which was approved at the Council meeting on 20 February 2018) aligning strongly with the themes “Supporting independent, Achieving People” and “Developing Empowered Vibrant Communities”. It also links in with the objectives set out in the Council’s Scottish Borders Economic Strategy 2023 by helping “create the conditions for businesses to compete and build on our assets”.

Figure 4: Housing's Contribution to Social and Economic Wellbeing of the Borders



The SHIP 2022/27 is consistent with and aligns with the vision set out in the Scottish Government's "Every child, every chance" tackling child poverty delivery plan which recognises that access to warm and affordable housing is a key factor, since the delivery of SHIP projects provides opportunities for families living on low incomes to access warm and affordable housing.

The Scottish Health and Inequality Impact Assessment Network (SHIAN) report published in June 2017 confirms the positive impacts that the new affordable housing has on health and wellbeing for particular groups and communities. These findings align with previous research evidence that also showed that better housing can lead to some improvements in self-reported physical and mental health and reductions in some symptoms. Heating and energy efficiency measures can improve the indoor environment and also alleviate fuel poverty which can improve occupant's health and wellbeing against current Public Health Reform priorities and actions. More recently Public Health Scotland have been promoting a whole system approach towards place and community in pursuit of a sustainable, inclusive economy with equality of outcomes for all. Public Health Scotland also recognise that the fundamental causes of health inequalities are an unequal distribution of income, power and wealth. Inequalities in income, wealth and power can lead to marginalisation, and also influence the distribution of wider environmental influences on health, such as the availability of work, education and good quality housing.

The SHIAN report also identified that characteristics of high quality housing that benefit health include high levels of energy efficiency, thermal comfort, ventilation, appropriate space for the household, and provision of safety features. The affordable housing projects set out in this SHIP will aim to seek to maximise the opportunities for energy efficiency and reduction of fuel poverty and to achieve the Silver Standard as a minimum thus meeting the Scottish Housing Condition Standards (SHQS) and Energy Efficiency Standard for Social Housing (ESSH and ESSH2). Eildon Housing Association are currently progressing delivery of a number of low and zero carbon new build housing projects through their "Green

House Pilot” action based research initiative. This is in direct response to the increasing risk of Scottish households falling into fuel poverty, and this is detailed on page 35.

There are also direct linkages with the Scottish Borders Economic Development Strategy and Corporate Plan, called ‘Our Plan and Your Part In it’.<sup>1</sup> Delivery of the SHIP also links and supports the Council to deliver on its ‘Connected Borders’ Vision for delivering better communities (2017 – 2022) helping our communities to have the skills, ambition and sense of purpose to lead the Scottish Borders into the future, a future that delivers economic growth and sustainable development, a future that builds our communities into strong, energetic towns and villages.

Figure 5: Connected Borders Vision for Delivering Better Communities



Under the Community Empowerment (Scotland) Act 2015 the Scottish Government has made it a requirement to put in place a Local Outcomes Improvement Plan (LOIP) with a particular focus on reducing inequalities. In the Scottish Borders this is known as the Community Plan and delivery of the SHIP contributes to achieving the LOIP’s Community Plan’s ambition to improve the quality of life for all who live in the Scottish Borders through working together with our communities and through partnership action. Figure 6 illustrates the outcomes of the Community Plan. It is considered that the affordable housing programme envisaged in this SHIP will make a large positive contribution to delivery of LOIP by achieving many of its outcomes and have a direct benefit in reducing inequality for many people living in the Scottish Borders.

<sup>1</sup> Our Plan and Your Part In it

**Figure 6: LOIP Outcomes**

<b>OUTCOMES by Theme</b>
<b>Our Economy, Skills &amp; Learning</b>
More people working more productively for higher wages
More business people benefitting from greater investment and better support for their new and existing businesses, particularly in key growth sectors
More highly skilled workers
More people shopping, visiting and spending in local town centres
More people benefitting from better connectivity
More LAC (looked after and accommodated) children and young people in positive and sustained destinations
More children, particularly those living in poverty, achieving higher levels of attainment
<b>Our Health, Care &amp; Wellbeing</b>
More people in good health and leading an active lifestyle at every age and stage of life
More people in good mental health at every age and stage of life
Improved support and care for older people
<b>Our Quality of Life</b>
Fewer people experiencing violence (incl. domestic abuse)
Fewer people experiencing anti-social behaviour (ASB)
Fewer people killed or seriously injured on our roads
<b>Our Place</b>
More people able to afford to heat their homes
More people living independently in affordable and sustainable homes

The objectives of the LHS and SHIP are consistent with the United Nations Sustainable Development (SDG) Goals 11 - Sustainable Cities and Communities, and 13 - Climate Action. Specifically the SHIP responds to the ambition of SDG 11 by providing access for all to adequate, safe and affordable housing by ensuring integrated, inclusive and sustainable settlement, and by strengthening regional development planning. With respect to SDG 13, development will be at least consistent with Scottish Building Standards and national objectives of net zero greenhouse gases by 2045. It should be noted that at its meeting of 25 September 2020, the Council committed to setting a target as soon as possible for achieving a reduction in the Council’s carbon emissions which is at least consistent with the Scottish Government target of net zero by 2045, and the intermediate targets set out in the Climate Change (Emissions Reduction Targets) (Scotland) Act 2019. The Council’s Planning and Building Standards will reflect the developing public policy positions nationally and locally. Most recently at the Full Council meeting of 17 June 2021, the Council considered and agreed the recommendations set out in a Climate Change Route Map Report.

Beyond the provision of affordable housing for social rent, the Scottish Borders general house building position over recent years has mirrored the national picture to a degree reflecting a significant and concerning reduction in the number of new homes being built and brought to the market. Albeit there has been some market recovery elsewhere in Scotland and the UK, the Scottish Borders housing market remains worryingly sluggish with annual house sales and completions less than those prior to the financial crash when 717 new homes were completed in 2006/07 when the market was at its peak, with only 60 of these being built for RSL Social Rent.

This is evidenced by the average number of new homes built each year. See Table 1 below which sets out recent available house completion information, and sets out the increased proportion of these by the RSL sector.

**Table 1: New House Completions 2016-2021**

Year	RSL	Market	Total
2016/17	75	175	250
2017/18	112	110	222
2018/19	130	215	345
2019/20	114	207	321

New house completion figures for 2020/21 are not available at the time of writing.

### 3. Affordable Housing Delivered 2020-2021

Table 3 of the previous SHIP 2021-2026 envisaged that there would be 122 affordable housing completions for the period April 2020 – March 2021 set against a new identified affordable housing target of 128 additional affordable homes per year.

Table 2 below sets out affordable housing delivery for the period 2020-2021, which shows that a total of 107 additional affordable homes were delivered during that financial year thus falling short of the LHS target of 128. Of the above 107 homes delivered, 98 homes are for affordable rent through new build, remodelling and acquisitions by Registered Social Landlords. Of these, 2 were built to wheelchair standard. The Scottish Government also provided additional funding of £0.355m to assist eligible individuals purchase 9 homes via the Open Market Shared Ownership mechanism.

For largely Covid related reasons new build RSL projects at South Park Peebles [18 homes], Oakwood Park Galashiels [4 homes], and Springfield Ph2 Duns did not complete as envisaged by 31 March 2021. Affordable Housing delivery for 2020/21 is set out below in Table 2.

**Table 2: Project Completions for 2020-2021**

Provider	Project Name		Supplier	Units GN	Units PN	Units Total
<b>BHA</b>	Springfield Avenue Phase 1	Duns	HA Rent	27	2	29
<b>EHA</b>	St. John's Court	Galashiels	HA Rent	-	3	3
<b>EHA</b>	Stoneyford [Thirlestane]	Lauder	HA Rent	9	-	9
<b>SBHA</b>	Heriot Field	Oxton	HA Rent	4	-	4
<b>Trust</b>	Todlaw [ECH]	Duns	HA Rent	-	30	30
<b>Trust</b>	Todlaw [Amenity]	Duns	HA Rent	-	19	19
<b>WH</b>	Individual House Purchase	Various	HA Rent	4	-	4
<b>OMSE</b>	Open Market Shared Ownership	Various	Shared Equity	9	-	9
<b>Total</b>				<b>53</b>	<b>54</b>	<b>107</b>

Open Market Shared Equity (OMSE) is a Scottish Government funded scheme that financially assists eligible applicants to purchase their own home on the open market through a shared equity arrangement.

From a position of no Open Market Shared Equity sales concluded in the first year (2014-2015) there are small numbers of individual house purchases concluded annually through this assisted purchase

opportunity within Scottish Borders, despite efforts by Council Officers to work in partnership to promote it. Whilst it is good to see continued uptake in the scheme, but notwithstanding eligibility changes, it remains unclear why the numbers of assisted sales concluded through use of this scheme continues to be relatively low in Scottish Borders when compared to other nearby Council areas. Officers are in liaison with Link Housing Association, who are the scheme managing agents, in order to better understand why this should be the case. Table 3 below shows the locations where OMSE purchases have been concluded over the last 6 years.

**Table 3: Scottish Borders OMSE by Settlement 2015-2021.**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Ayton				2			2
Berwick-Upon Tweed			1				1
Chirnside	1	2	1				4
Coldstream			3		1		4
Duns	1		1	1	2	1	6
Earlston			1				1
Eyemouth	3	7	7	4	2	1	24
Galashiels	1	7	7	4	5	3	27
Hawick	1	2	3	2			8
Innerleithen	1	2		1			4
Jedburgh			3	1			4
Kelso	2	3	4			1	10
Lauder				1			1
Morebattle				1			1
Newtown St Boswells		2		1			3
Peebles			3			1	4
Selkirk	1			3			4
Stow					1		1
Walkerburn					2	2	4
Westruther					1		1
Whitsome				1			1
<b>Total</b>	<b>11</b>	<b>25</b>	<b>34</b>	<b>22</b>	<b>14</b>	<b>9</b>	<b>115</b>

Source: Scottish Government 2021

The 9 OMSE-assisted purchases concluded in 2020/21 were made possible by Scottish Government estimated funding of £0.355m, which was additional to the £16.972m Affordable Housing Supply Programme allocation for 2020/21. In an effort to promote and increase take up of this low cost home ownership scheme, Council Officers continue to work with Link Housing Association to maximise publicity through the use of libraries, contact centres and the Council website. Current available information indicates 7 OMSE-assisted purchases have been concluded in 2021/22, to the end of July 2021. It is considered that this limited number of sales completed in 2020/21, and 2021/22 to July, is due to the adverse impact of the Covid pandemic on the operation of housing market and wider economy.

Figure 7 below shows images of some of the affordable housing projects which completed in Scottish Borders during 2020-2021. These are (top left to right) Longfield Crescent Extra care Housing [Todlaw]

Duns by Trust Housing Association, St. John’s Court Galashiels by Eildon Housing Association, Springfield Avenue Duns by Berwickshire Housing Association, Stoneyford [Thirlestane] Lauder for Eildon Housing Association, Heriot Field in Oxton for SBHA and Longfield Drive Duns, Amenity Housing for Trust Housing Association.

**Figure 7: Affordable Housing Developments Completed 2020-2021**



### 3.1 Development Project Status Update.

As a result of the Covid-19 pandemic and the resultant closure of construction sites, and delaying planned project site starts, together these factors have had a massive impact on project delivery timescales, resulting in a number of planned project completions slipping later into 2021/22. Inevitably it has also taken some time for the construction, manufacturing and supply sectors to re-mobilise and contribute towards delivery of planned projects. More recently the Delta variant has adversely impacted on the construction sector through further delays. That aside, the Council and its RSL partners are optimistic that that the construction sector and related manufacturing and distribution sectors of the wider economy are recovering to the extent that it is estimated that around 312 additional affordable homes could potentially complete during 2021/22. Table 4 below sets out these projects.

**Table 4: Estimated Project Completions in 2021-2022**

Provider	Project Name		Tenure	Units GN	Units PN	Total Units	Status
BHA	Beanburn Phase 1	Ayton	HA Rent	21	10	31	Complete
Cairn	Abbotsford Court	Galashiels	HA Rent	-	2	2	Complete
EHA	Angraflat	Kelso	HA Rent	49	-	49	Under construction
EHA	Buckholm Phase 1	Galashiels	HA Rent	11	-	11	Under construction
EHA	Elm Court	Hawick	HA Rent	20	1	21	Under construction
EHA	Huddersfield Street	Galashiels	HA Rent	31	4	35	Under construction
EHA	Sergeant's Park Ph2	Newtown	HA Rent	63	-	63	Part complete
EHA	South Park	Peebles	HA Rent	18	-	18	Complete
EHA	Wilkie Gardens [ECH]	Galashiels	HA Rent	-	39	39	Under construction
SBHA	Allars Crescent	Hawick	HA Rent	2	-	2	Complete
SBHA	Croft Street	Galashiels	HA Rent	1	-	1	Design stage
SBHA	Glensax Road	Peebles	HA Rent	6	-	6	Under construction
SBHA	Tweed Court	Kelso	HA Rent	12	-	12	Under construction
SBHA	Individual House Purchase	Various	HA Rent	4	-	4	Work in progress
WH	Individual House Purchase	Various	HA Rent	5	-	5	Work in progress
RHF	Kirkhope Steading	Ettrick Br.	MMR	5	-	5	Under construction
RHF	Plenderleith Farm	Oxnam	MMR	1	-	1	Complete
OMSE	Individual House Purchase	Various	N/A	7		7	Complete
<b>Total</b>				<b>256</b>	<b>56</b>	<b>312</b>	

It should be noted that this estimate does not include other affordable housing delivered through other private sector-led mechanisms. With continued effort to promote the Open Market Shared Equity Scheme it is hoped that there will be additional affordable homes purchased via this mechanism. However as noted above, there have been 7 OMSE assisted purchase confirmed to 31 July 2021.

The Council and its partners continue to seek to develop in areas of high demand and identified need across towns and more rural communities. Table 4 below provides a position statement on the progress of all projects in the SHIP 2021/26, and Strategic Local programme Agreement (SLPA) at 31 March 2020.

Table 5 below sets out the current position of projects included within the previous SHIP 2021/26, and projects accelerated and brought into the Strategic Local Programme Agreement.

**Table 5: Project Position Status from SHIP 2021/26 and Strategic Local Programme Agreement.**

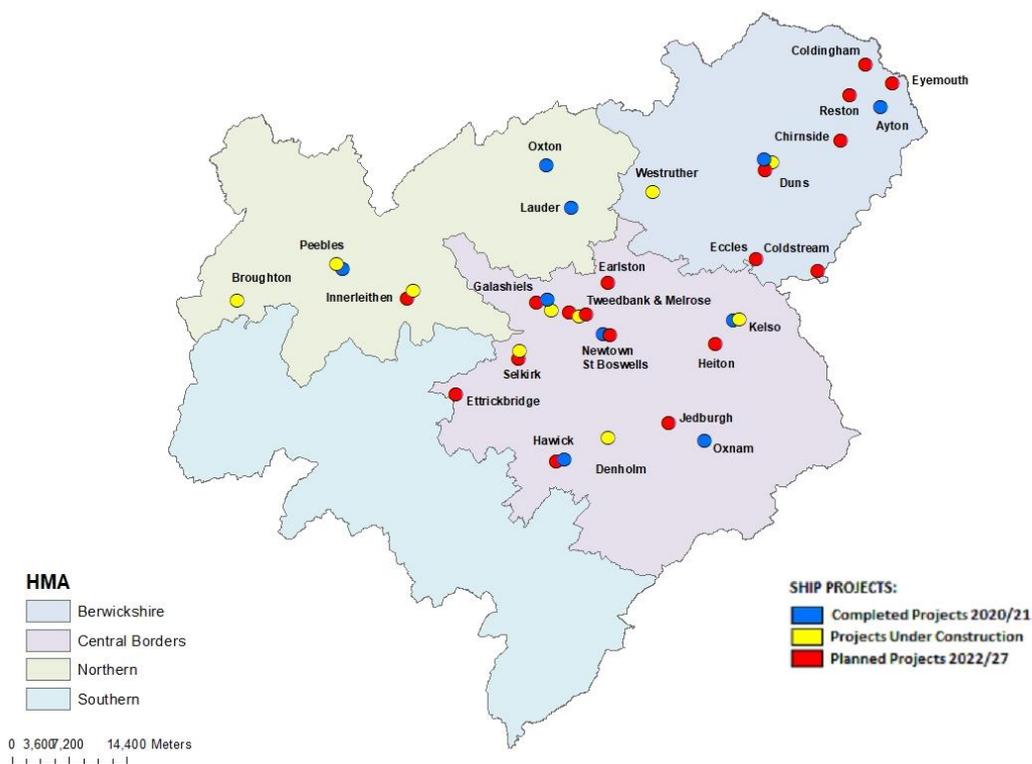
Provider	Project Name		Units General Need	Units Part. Need	Status
BHA	Acredale Phase 4	Eyemouth	31	-	Pre-App
BHA	Beanburn Phase 1	Ayton	21	10	Complete July 2021
BHA	Ex High School site	Eyemouth	34	-	Site master planning
BHA	Hillview/ Priory Court	Coldstream	12	-	Options review
BHA	Springfield Phase 1	Duns	27	2	Complete 2020/21
BHA	Springfield Phase 1B	Duns	2	-	Part built. Now part of Phase 2
BHA	Springfield Phase 2	Duns	28	-	Under construction
BHA	Springfield Phase 3	Duns	22	2	BHA acquired site
BHA	The Avenue	Eyemouth	12	-	Planning Application

Provider	Project Name		Units General Need	Units Part. Need	Status
Cairn	Abbotsford Court	Galashiels	-	2	Complete August 2021
EHA	Angraflat	Kelso	49	-	Under construction
EHA	Bogangreen	Coldingham	20	-	Site acquisition negotiations
EHA	Buckholm Phase 1	Galashiels	11	-	Under construction
EHA	Buckholm Phase 2	Galashiels	69	-	Planning Consent granted
EHA	Comrades Park East	Chirnside	55	2	Review proposals
EHA	Coopersknowe	Galashiels	63	6	Under construction
EHA	Edgar Road	Westruther	10	-	Under construction
EHA	Elm Court	Hawick	20	1	Under construction
EHA	Ex High School	Earlston	62	2	Planning Consent granted
EHA	Ex High School Phase 1A ECH	Kelso	-	36	Under construction
EHA	Ex High School Phase 1B	Kelso	14	2	Planning App next
EHA	Ex Howdenburn Primary	Jedburgh	67	4	Developer - design stage
EHA	High Street/Market Place	Jedburgh	4	-	CPO agreed
EHA	Huddersfield Street	Galashiels	31	4	Under construction
EHA	Jedward Terrace Phase 2	Denholm	12	-	Under construction
EHA	Expansion site Ph1	Tweedbank	30	-	Site master planning
EHA	Expansion site Ph2	Tweedbank	25	-	Site master planning
TBC	Main Street	Heiton	8	-	Developer led project
EHA	Melrose Road [Ex College]	Galashiels	42	4	Design stage
EHA	Miller House	Melrose	-	5	Lease being explored
EHA	Peebles Road	Innerleithen	9	-	Costs negotiation
EHA	Sergeant's Park Phase 2	Newtown St Boswells	63	-	Part Complete
EHA	South Park	Peebles	18	-	Complete July 2021
EHA	Springwell Brae	Broughton	10	1	Site start Oct 2021
EHA	St. Aidans Gala Park	Galashiels	20	-	Planning Application
EHA	St. John's Court	Galashiels	-	-	Completed 2020/21
EHA	Stirches Phase 1 [ECH]	Hawick	-	40	Design stage
EHA	Stirches Phase 2 [Amenity]	Hawick	-	12	Design stage
EHA	Stoneyford [Thirlestane]	Lauder	9	-	Complete 2020/21
EHA	The Valley	Selkirk	4	-	Cost negotiation
EHA	Tweed Bridge Court	Peebles	22	-	Cost negotiation
EHA	Wilkie Gardens [Langhaugh] ECH	Galashiels	-	39	Under construction
EHA	Woodside	Galashiels	3	-	Probable cost stage
RHF	Plenderleith Farm	Oxnam	1	-	Complete July 2021
RHF	Kirkhope Steading	Ettrick Bridge	5	-	On site
SBHA	Miller Street	Innerleithen	4	-	Pending vacant possession
SBHA	Glensax Road	Peebles	6	-	Under construction
SBHA	Hartrigge Road	Jedburgh	11	-	Aborted
SBHA	Heriot Field	Oxton	4	-	Complete 20/21
SBHA	Lowood [Aberlour]	Tweedbank	-	4	Site master planning
SBHA	Mart	Newtown St Boswells	37	-	Planning Permission in Principle granted
SBHA	Mossilee	Galashiels	5	-	Aborted
SBHA	St. Dunstons	Melrose	8	-	Pre/App
SBHA	Tarth Crescent	Blyth Bridge	6	-	Aborted
SBHA	Tweed Court	Kelso	12	-	Under construction

Provider	Project Name		Units General Need	Units Part. Need	Status
SBHA	Queensway	Earlston	6	-	Pre-App
SBHA	Allars Crescent	Hawick	2		Purchases in progress
Trust	Ex High School	Eyemouth	-	36	Site master planning
Trust	Ex High School	Eyemouth	-	10	Site master planning
Trust	Todlaw [ECH]	Duns	-	30	Complete 2020/21
Trust	Todlaw [Amenity]	Duns	-	19	Complete 2020/21
WH	Beech Avenue Phase 1	Galashiels	15	21	Consent granted
WH	Beech Avenue Phase 2	Galashiels	36	-	Consent granted
WH	Beech Avenue Phase 3	Galashiels	37	-	Consent granted
WH	Individual house purchases	Galashiels	5	-	Potential acquisitions

Figure 8 shows the locations where developments were completed during 2020-2021 and to date, and where there are developments under construction, and planned or proposed for delivery during the period 2022-2027.

Figure 8: Completed Developments 2020/2021 to date, Under Construction, and Planned/Proposed for 2022-2027



Back in 2009, a locality planning approach for the development of priority areas was established to address local needs and issues and was introduced in SHIP, which at the time provided the catalyst to develop both the Peebles and Hawick Housing Strategies. The delivery of the Tweed Bridge Court project will complete the redevelopment of the last remaining site included in the Peebles Housing Strategy. Eildon Housing Association has acquired the site from Blackwood and has demolished the original largely flatted

development which occupied the site. Planning Consent has been granted for 22 new build homes, with a delayed site start anticipated in January 2022, with estimated completion around February 2023.

SBHA have brought forward proposals for a 6 house redevelopment of the cleared site of block 5 and 6 Stonefield Place Hawick for inclusion in this SHIP 2022/27. This project will complete the housing-led regeneration of Stonefield Hawick as per the Hawick Housing Strategy.

The “Integrated Strategic Plan for Older People Housing, Care and Support 2018-28” identifies a number of developments for older people across Borders that are “no longer fit for purpose”. In tandem with the development of this strategy Eildon Housing Association have been considering the future of developments identified as such in the strategy. SHIP 2019/24 first saw the inclusion of the proposed remodelling of Eildon’s Elm Court development in Hawick. This is now nearing reprogrammed completion in summer 2021. SHIP 2020/25 saw the inclusion of the proposed remodelling of the original building at Millar House Melrose, but which is now included within Table 8 of this SHIP 2022/27 as a potential pipeline development project. The SHIP 2021/26 saw the inclusion of proposed remodelling of the former Council-operated Day Centre at Eildon’s Oakwood Park development in Galashiels to provide 4 new Amenity standard flats. Reprogrammed site start is envisaged in October 2021, with estimated completion in May 2022. In addition, Cairn Housing Association have progressed their project, without Scottish Government grant, to form 2 new flats through remodelling at their Abbotsford Court in Galashiels. This project completed in August 2022.

**Figure 9: Elm Court Development Hawick**



Figure 10: Abbotsford Court Galashiels (Cairn Housing Association)



As first reported in SHIP 2019-2024, the Council has been working closely with Waverley Housing to consider suitable options and progress regeneration of former public sector housing in and around the Beech Avenue area of the Upper Langlee area of Galashiels. The Council funded consultants to develop comprehensive detailed and costed, proposals via a master planning approach for the area focussing on Beech Avenue. The consultant’s proposals received approval of Waverley Housing’s Board on 21 June 2018. There are 229 homes in the study area, and the proposals envisage the demolition of 159 homes, and replacement with 109 new build homes which will better meet the needs of tenants and residents in the local community, and address future housing demand in the Galashiels area. Planning Consent was granted on 29 March 2021. Waverley Housing are progressing rehousing of remaining tenants affected by the intended block demolitions. Scottish Government have been supportive in working towards delivery of the regeneration vision and have assisted the rehousing effort by making available grant to assist Waverley Housing purchase a number of homes to provide new rehousing options. Finally in 2021, Waverley Housing funded and completed the refurbishment of the 68 flats being retained as part of the regeneration strategy.

Figure 11: Beech Avenue Upper Langlee Galashiels – proposed new build housing images



This is a high cost regeneration project with estimated costs in the region of £19.0m. This will be delivered over a number of financial years through a process including rehousing remaining tenants and demolition of vacant blocks. Current thinking is that there will be 5 phases of follow-on new building which are set out in this SHIP 2022-2027. This proposed phasing may require to be reviewed with regard to available future Affordable Housing Supply Programme Allocations and rehousing progress. These projects are being led by Waverley Housing and will be funded from a mix of anticipated Scottish Government grant funding, Waverley Housing’s own funds and private finance borrowing. There has been desire to regenerate and transform this part of Upper Langlee for some years, and this is considered to be a strategic housing priority for Waverley Housing and the Council.

### 3.2 Resource Planning Allocations and Assumptions

The Council's Affordable Housing Supply Programme Allocation was increased from £13.167 to £14.065m for 2018-2019, however slippage adversely impacted on delivery of a number of large projects. Despite best efforts to accelerate existing and new project opportunities to reduce the slippage, the annual outturn spend was circa £11.765m. The Council welcomed the Allocation of £15.998m for 2019/20, which was fully expended, plus an additional £3.377m funding secured. The 2019/20 out-turn spend of £19.375m set a record Scottish Borders high annual grant spend. The Scottish Government Allocation to Scottish Borders for 2020/21 was £16.972m. However largely due to Covid and other factors, there was an underspend of circa £2.855m, which was reallocated back into the national programme by Scottish Government. Together these Allocations have provided considerably more certainty in progressing Scottish Borders projects towards the delivery of the previous Scottish Parliament's 50,000 affordable home target, had it not been for the massive adverse impact of the Covid outbreak on the delivery of the national and Borders programmes.

In July 2021, Scottish Government confirmed the following AHSP Allocations to Scottish Borders - £18.562m in 2021/22, £16.0m in 2022/23, £15.954m in 2023/24, £16.010m in 2024/25 and £16.275m in 2025/26, which together amounts to £82.801m. A Resource Planning Assumption of £16.275m has been made for 2026/27. In addition, Scottish Government has also introduced a new Heat Transitions Deal Budget of £5.0m across the national programme via an internal transfer arrangement. This is intended to assist all RSL projects receiving tender approval in 2021/22 for costs of zero emissions at point of use heating systems. Through working in partnership with locally active Registered Social Landlords and Scottish Government, the Council has identified a larger pipeline of projects than can be resourced through the above Allocation. The challenge for RSLs remains to acquire sites and accelerate these projects to delivery, otherwise there remains the potential for future annual underspend of AHSP Allocations. Therefore the Council and its partners are keen to discuss any opportunities which might present, to enable Scottish Government maximise the use of allocated resources within Scottish Borders and across the national programme. Eildon Housing Association has indicated that it will continue to consider using its own funding to "front-fund" projects in advance of availability of Scottish Government grant if needs be. It is recognised that some projects which cannot be delivered by estimated years as set out in Table 8 will need to be managed and delivered within the constraints of subsequent future annual resource Allocations.

These increases in resources provide the Council and its partners with more certainty in developing and delivering an ambitious housing programme as well as enabling us to take forward the development of much needed extra care housing whilst also being creative in use of sites through strategic release of SBC owned land. In addition, and in collaboration with RSL partners, the Council seeks to be able to deliver an ambitious SHIP that has a positive economic impact to sustain jobs and create training opportunities, in collaboration with the Edinburgh and South-East Scotland City Region Deal Programme ambitions, and seeks to maximise opportunities presented within the railway corridor. To illustrate this, SHIP 2020-2025 included a proposed Phase 1 of affordable housing development at Lowood, Tweedbank which was acquired by the Council in December 2018. SHIP 2021-2026 included an additional proposed Phase 2.

Consultative Draft Supplementary Planning Guidance for the Tweedbank Expansion has been developed, publicly consulted on, and a finalised version agreed by Council in June 2021. A Design Guide has also been developed and agreed by Council in June 2021.

To assist budget estimating, The Council and its partners have developed this SHIP 2022/27 on the basis of an indicative grant of £72k/unit, and RSL Private Finance contribution of £93k/unit. However, through the SHIP and Quarterly Programming Meeting arrangements, projects have been identified that could potentially deliver 1213 new affordable homes over 2022/27 (see Tables 4, 8 and 8A-8D pages 21 and 36-38). In addition, Table 9 on page 39 identifies Potential Pipeline Development Projects which require further work before they could potentially be accelerated into the 5 year programme, or included in future SHIPs in due course. Most of these are developer-led or privately owned sites, which draws attention to the importance of the housing market in the delivery of affordable housing.

This is assuming that all development constraints are overcome, sufficient grant is available to assist project delivery and developers are willing to collaborate in order to open up identified sites, and lenders continue to lend at rates and terms and conditions that are acceptable to RSLs, and there remains capacity with the construction sector through the period of economic recovery following Covid pandemic. However, the identified projects provide some reassurance that there are potential development sites that could ensure that future funding Allocations can be fully spent in the Scottish Borders, and in turn subject to success in progressing these, could be used to support the case for Scottish Borders to potentially secure additional slippage funding from elsewhere across the national programme. It should be noted that there may be other as yet unidentified and un-programmed Private Developer-led projects, OMSE and Discounted Sales that could potentially deliver additional affordable homes during the SHIP 2022/27 period.

The Council and its partners will continue to review and bring forward projects that have been identified through the routine project prioritisation assessment and review process that could be delivered within the timeframes to provide more new homes in the Borders and contribute to the Scottish Government's current and future affordable housing targets. Quarterly programme meetings with the Registered Social Landlords, the Scottish Government and the Council are key to this process. The Council and its partners will also seek to identify re-development and re-modelling opportunities arising from the development and implementation of the "Integrated Strategic Plan for Older People's Housing, Care and Support 2018-28".

#### **4. Project Prioritisation Methodological Process**

Projects contained within the SHIP programme are prioritised on a site by site basis within the context of available Affordable Housing Supply Programme [AHSP] Allocations; the balance of the programme across sub areas including tenure and type, and are prioritised on a number of factors. These factors include; deliverability (including land ownership and the financial capacity to deliver the projects and if required to front fund individual total project costs), strategic fit (i.e. aligning with the Integration's Strategic Plan, specialist provision including extra care housing), housing need, homelessness pressure spots, rurality,

social, economic and environmental impact. The “Space to live” report, Rapid Rehousing Transitional Plan and Child Poverty Action Plan have all been referred to in the project prioritisation process. The intention is to embed the Housing First approach in Scottish Borders Partners plans to ensure that there is enough affordable housing available. The SHIP 2019/24 previously introduced minor modifications to the prioritisation methodology, with the weighting revised to take cognisance of the “Integrated Strategic Plan for Older People’s Housing, Care and Support 2018-2028”. The Locality Plans also feature in the prioritisation process where account was taken of community aspirations if possible. The documentation has also been updated to take account of changing demographics, RSL stock numbers, RSL housing demand information and updated Scottish Government Urban/Rural land classification.

#### **4.1 Project Priority Assessment Tool**

The Project Priority Assessment Tool is a project priority weighting matrix that has been developed to provide a bottom up assessment of relative priorities of housing projects delivered by RSLs (and other potential Developers) in the Scottish Borders over the five year life of SHIP. Deliverability, including financial capacity is still seen as key factors for considering the viability of a project and thus the 40% weighting is retained. The Strategic Fit section has been revised slightly to refer to also include the Council’s all tenure Wheelchair Accessible Housing Target of 20 per annum, of which 15 should be RSL provided, following finalisation of the “Space to live – Wheelchair accessible housing in the Scottish Borders” consultant’s report which provides a new baseline of evidence of need.

Land supply and development projects are initially identified by RSLs or others and SBC by an external environmental assessment of current and proposed local strategies, analysis of SBC’s Land Audit and Local Plan and local knowledge. From this, a list of potential projects is developed by each RSL in conjunction with SBC. A standard project descriptor template is used and individual projects are then assessed by using the Project Priority Assessment Tool. The project priority weighting matrix set out in table 5 on page 28 was developed as a mechanism to assess the priority of projects and RSL financial capacity and not for assessing project or revenue viability.

Assessment is carried out by a panel of representatives from the four main locally based RSLs and Lead Officer - Housing Strategy, Policy and Development from the Council. The process is facilitated by the Council and a note of the proceedings is produced for the record.

Assessors are each issued with:

1. Scoring Guide for Assessors – this provides information and guidance on the four key criteria and how each member of the panel should make their individual assessment.
2. Guideline Data for Assessors – this provides information on settlements and gives a broad overview of relative need by Housing Market Area and by settlement discussed and agreed by all parties.

3. Assessors Scoring Sheets – this provides a list of all projects to be assessed by RSL on which Assessor mark their scores. These papers are retained by SBC at the end of the process to provide a clear audit trail.
4. RSL project Descriptions –these are the individual project descriptions produced by each RSL containing the information required to allow assessment to be made.

**Table 5: Project Priority Weighting Matrix**

<b>Deliverability (40% weighting)</b>
1. Funding (RSL financial capacity and ability to front fund total project costs, is funding for new development contained within RSL Business Plans)
2. Land availability (is there an effective land supply? Is it available/ willing vendor?)
3. Project programme delivery (eg; is it an off the shelf project, implemented immediately)
4. Constraints (Legal/ infrastructure/ site/ planning/ flood risk/ industry capacity supply chain etc)
<b>Housing Need (25% weighting)</b>
1. As identified through SBC's Housing Needs Assessment (HMA's) –
2. Validated Source – (eg; RSL waiting list info, local community housing needs study, homelessness)
3. Equalities – Need identified for specialist provision (eg; extra care, wheelchair user; elderly, re-provisioning)
<b>Strategic Fit (30% weighting)</b>
1. Regeneration (Area regeneration/ brown field/ housing estate community regeneration/ re-provision)
2. Rurality (as defined by a population of 250 or less – this incorporates landward areas)
3. LHS Priority – (is it identified in the LHS 2017-2022)
4. Part of Existing Agreed strategy or Programme (e.g.; Extra care Housing Delivery Framework, and Rapid Rehousing Transition Plan.)
5. Links with other non-housing Strategies and policies (eg; Eyemouth High School, City Region Deal/ Railway Blueprint Corridor and Child Poverty Action Plan )
6. IJB Strategic Plan – Housing Contribution Statement
7. Support Town Centre Living Strategy
8. Does the project meet the conditions set out in Scottish Government's Guidance Notes
9. Older peoples Integrated Strategic Plan
10. Locality Plans
<b>Impact (5% weighting)</b>
1. Social (is this project likely to have a positive social impact on the Community?)
2. Economic (what is the economic impact of this project likely to have)
3. Environmental (What will the environmental impact of the project be?)

Please note: each key criterion carries a possible score of 100.

Once the assessments had been carried out the scores are transferred to the Project Priority Assessment Tool model. This calculates out the summed and weighted scores for each project and then ranked each project by priority. The rankings from the Project Priority Assessment Tool in turn helped to inform the top down strategic investment planning process used in the Resource Planning Tool. Project prioritisation through applying this Tool assisted the Council and its partners to identify and bring projects forward at very short notice should any slippage occur in other areas within the planned programme or if additional resources were available, for example; an increase in grant funding allocation. However, it should be noted that programme management issues may mitigate against projects being rigidly brought forward in the sequence of prioritisation ranking, eg; through the application of resource planning assumption.

This is a dynamic model that reflects the reality of the ever changing political and economic climate and is used by the SBC SHIP Group to review, track and monitor the relative priority and deliverability of existing

and new projects that arise. In this way projects can be either accelerated or de-prioritised and deferred depending on the circumstances that arise.

Using this tool, individual projects are considered by members of the SHIP Project Group to determine their priority ranking with existing projects being reviewed, and new projects brought forward that have been assessed for prioritisation. For analysis of the outcomes of the weighting assessment exercise and project descriptions see Appendix 1

All projects identified in the SHIP have detailed project descriptors which are outlined in Parts 1 and 2 of the Affordable Housing Project Priority Assessment exercise which is illustrated in Appendix 1. These provide individual site specific comment including; constraints, ownership, infrastructure, contamination, planning, land banking opportunities, recession impact, site access and an equalities impact assessment statement. Individual developing or receiving RSLs are required to demonstrate how they mitigate these constraints and provide timescales which will be considered on a regular basis through the application of the AHPPWM.

#### **4.2 Resource Planning Tool**

The Resource Planning Tool is a strategic investment planning model that provides a top down strategic assessment of the funding required to deliver the affordable housing objectives of the LHS. In this context, the Resource Planning Tool provides an overview of the funding allocations by tenure based on number of units, average development costs and a preliminary assessment of the funding source proportions. This SHIP has been prepared on the basis of a five-year planning horizon and is underpinned by known available funding Allocations provided by Scottish Government More Homes Scotland as set out on page 27 Resource Planning Allocations and Assumptions.

The Council and its partners will continue to seek to provide additional affordable housing to reflect the proportions of need identified through the “Housing Need and Demand Assessment 2”. The Council and its partners have historically been well placed to bring forward project opportunities at short notice as evidenced in previous SHIPs via Strategic Local Programme Agreement and shadow programme arrangements. In the event that slippage occurs within Scottish Borders or elsewhere in the region, or additional resources be made available, we will continue to seek to identify projects which can be accelerated at every opportunity. This SHIP 2022/27 introduces 15 new projects, of which Acredale Ph5 & 6 Eyemouth, Auction Mart Newtown, former Auction Mart Reston, Beanburn Ph2 Ayton, Bogangreen Coldingham, Comrades Park East Chirnside, and former Howdenburn Primary School Jedburgh and Springfield Ph3 Duns, were all previously identified in SHIP 20201/26, Table 8, as potential pipeline projects. The other new projects are at Hermitage House Selkirk, Home Farm Eccles, Leishman Place Hawick, Linglie Road Selkirk, Milestone Newtown and Stonefield Place Hawick. Scottish Government has agreed to grant assist SBHA to acquire 2 flats at Allars Crescent Hawick in 2021/22. In addition, Abbotsford Court Galashiels has been delivered and 100% funded by Cairn Housing Association, and Plenderleith Farm Oxnam is being assisted by Scottish Government’s Rural Housing Grant. A number of the above projects have been

identified as potential pipeline projects in previous SHIPs and have been accelerated, and included in the Strategic Local Programme Agreement as a result of discussions between Council Officers, Scottish Government More Homes Division officials, and RSL representatives. These projects are set out in more detail in Appendix 1 / Part 3. This has enabled Scottish Borders grant slippage to be redistributed across other Borders projects and increased the grant Allocation spent. Appendix 1 / Part 4 contains individual Project Descriptors which provide details of each project. Although proposed projects are identified in SHIP, this does not guarantee these will all be delivered, since these projects remain subject to normal design, financial viability considerations, plus Planning Application and other Statutory Consent processes.

## **5. Investment Priorities for Affordable Housing 2022-2027**

As with the previous SHIPs, this year following the Covid pandemic, there is an even greater impetus to progress delivery, and where possible seek to minimise project slippage against original programmed completions. Scottish Borders Council and its partners are being extremely ambitious in an effort to maximise delivery of affordable homes for the benefit of Borders communities, and to fully spend all the Affordable Housing Supply Programme annual Allocations.

As mentioned previously in this SHIP, the Council has agreed an annual Wheelchair Accessible Housing Target of 20 units, of which it is anticipated 15 will be delivered by RSLs. It is intended that this new supply wheelchair accessible Housing will be built to comply with current Housing for Varying Needs Standards for Wheelchair Housing. Current programme information indicates that RSLs will deliver 46 Wheelchair Accessible Housing units in 2021/22. Consideration of currently available information indicates that RSLs have identified an additional 50 Wheelchair Accessible units for anticipated completion during 2022/27. Whilst on first impression this falls short of the 75 units target over 5 years, this should be considered in the context of additional potential opportunities to be identified whilst firming up the house type/size mix through the project design process for projects estimated to complete in the later years of this SHIP 2022/27.

Meeting the housing needs of older people is identified as a key priority for the Local Housing Strategy 2017-2022 which was launched in autumn 2017. The “Integrated Strategic Plan for Older People’s Housing, Care and Support 2018-2028” assimilates the Council’s previous strategic intention to address the identified need for several extra care housing developments across the main towns of Scottish Borders, and also contributes towards desired delivery of 300 new homes for older people across all tenures.

Table 7 below has been updated from the previous SHIP submission and sets out the revised proposed project delivery timeframes for the delivery of pipeline Extra Care Housing developments across the Scottish Borders.

**Table 7: Proposed Delivery Timescales for proposed Extra Care Housing Developments**

	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Galashiels	39	-	-	-	-	-	39
Kelso		36	-	-	-	-	36
Hawick	-	-	-	40	-	-	40
Eyemouth	-	-	-	-	36	-	36
Peebles	-	-	-	-	-	-	30
<b>Total</b>	<b>39</b>	<b>36</b>	<b>0</b>	<b>40</b>	<b>36</b>	<b>0</b>	<b>181</b>

As stated earlier in this SHIP, as a result of a Council-led selection process, both Eildon Housing Association and Trust Housing Association were selected to develop and deliver up to six extra care housing developments in Borders main towns, which are estimated to provide circa 211 flats. A site has yet to be identified for the proposed Peebles development, hence reason for no estimated completion year being illustrated in Table 7 above which covers the SHIP 2022/27 period.

During 2020/21, construction work re-started on the Todlaw Duns project which completed in March 2021 to provide 30 Extra Care flats plus 19 Amenity houses. Eildon Housing Association also re-started construction of the Wilkie Gardens [Langhaugh] Galashiels Extra Care Housing project to provide 39 flats which is on track to complete in September 2021.

**Figure 12: Todlaw Extra Care Housing Duns [Longfield Crescent]**



Eildon Housing Association is also working in partnership with M&J Ballantyne Ltd to provide 36 Extra Care Flats as one element of the regeneration of the site of the former High School in Kelso. The Council has agreed to grant assist the Association up to £0.750m using Second Homes Council Tax Funding. Site works started in March 2021, with estimated completion around March 2023. The Association is also progressing the opportunity to deliver an additional 16 homes for affordable rent on this site, including 2 wheelchair accessible homes.

**Figure 13: Proposed Extra Care Housing Kelso**



The Council is carrying out a number of reviews covering Council budgets, corporate priorities and Capital Programme. At the time of writing, it is not possible to provide any timelines against these reviews. This may have implications for the re-development of the former High School site in Eyemouth where there has been some progress made towards reconciling a number of development ambitions through a Council-led master-planning approach, and the Stirches development. The Council and Trust Housing Association have been developing a partnership which might potentially design and procure a potential new Primary School and 36 flat Extra Care Housing development. However the affordable housing projects have stalled because the Council is currently carrying out a public consultation exercise regarding options for the provision of the Primary School. Looking to the future, this may also present the opportunity to provide around 10 Amenity Houses at this location, with the intention of broadly replicating the approach taken to deliver the Todlaw Extra Care and Amenity Housing development in Duns. The anticipated resolution of the master-planning challenges will also provide more certainty regarding the design and programming the delivery of the Berwickshire Housing Association project on the former High School site.

Following consent from Scottish Ministers, the Council disposed of the Stirches site in Hawick to Eildon Housing Association in order that it may be developed to provide Extra Care Housing. In another collaborative arrangement, the Council has led on the design and procurement of both a new build Council Residential Care Home and Eildon's 40 flat Extra Care Housing project via a "Care Village" approach. The Borders Joint Learning Disability Service has identified unmet particular housing needs for a group of older people in Hawick. Responding positively to meet this need, the design team's brief has been extended, in order to bring forward proposals for around 12 Amenity Houses at Stirches. The Council is currently reviewing the needs assessment, service specification, governance arrangements and budget implications arising from the Care Village concept for the Stirches site.

## 5.1 Investment Priorities for Affordable Housing & Energy Efficient Scotland

Improving energy efficiency and reducing fuel poverty are key housing priorities for Scottish Government and for the Council. Scottish Government’s ambitious “Housing to 2040” policy vision aims to link the affordable warmth and zero emissions homes agendas and to end Scotland’s contribution to climate change by 2045 in a just and fair way. “Housing to 2040” sits alongside the draft “Heat in Buildings strategy”, with both working together to deliver the Scottish Government’s statutory targets for climate change and fuel poverty, and the milestones in between, in a fair and just way. This envisages zero emissions new homes and zero emissions existing homes, with the Housing Sector contributing to the green recovery. This further develops the policy thinking previously published in the Scottish Government’s “Climate Change Plan”<sup>2</sup>.

Eildon Housing Association has secured £50,000 grant funding from the Construction Scotland Innovation Centre plus same match funding from Scottish Borders Council in order to carry out an action based research and independent evaluation exercise, which is now known as the “Green House Pilot”. Four of the Association’s SHIP projects have been selected for inclusion in the Pilot, which involves the design, development and delivery of 3 separate energy efficient solutions such as Passivhaus, Energiesprong and Volumetric off-site construction alongside a traditional build control project. The pilot will also explore volumetric design with off-site construction systems, fabric first approach and design-led solutions to provide 40 homes built to low or zero carbon standards. The Covid pandemic has impacted by delaying site starts. Three of the four sites are now subject to contract or negotiation. These are located at Edgar Road Westruther, Peebles Road Innerleithen and Jedward Terrace Denholm. It is envisaged that the final project at Springwell Brae Broughton will start in autumn 2021. Out with the Pilot, the Association previously completed its first 3 Passivhaus Standards homes at Springfield Terrace St. Boswells in March 2020, and has gone on to adopt the volumetric off-site construction approach to provide a further low carbon homes at Tweed Bridge Court Peebles [22 homes] and St. Aidans Galashiels [20 homes].

The independent evaluation of the Pilot will be undertaken by Mackintosh Environmental Architecture Research Unit which was established in 1986 within the Mackintosh School of Architecture. The Unit undertakes a wide range of aspects of sustainable environmental design, responding to a growing commitment to user centred, low energy, eco-sensitive architecture in the context of increasing global concerns. The research will also implement monitoring processes designed to measure energy efficiency and return on investment throughout the life of the Pilot.

The outcomes of the research will inform the Association’s new build design guide and its approach to component replacement and energy efficiency in its existing properties. It will also have implications for the Association’s rent setting policy which it proposes to make available to other Councils and RSLs seeking to deliver low carbon housing. It is understood that no previous study in this area has undertaken analysis at this depth, or for proposed length of time. The RSLs have indicated that, across the programme, they

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<sup>2</sup> (Climate Change Plan – The Third Report on Proposals and Policies 2018-2032, pp. 87-88)

propose to build all projects to minimum of Silver Standard energy performance, which exceeds Scottish Building Regulation minimum standards.

## 5.2 Investment Priorities for Affordable Housing 2021-2026

The Development projects outlined in tables 8 to 8D on pages 36-38 have been prioritised for investment by the SHIP Project Group in accordance with the minimum slippage factor of +25% , over programme to accommodate unforeseen slippage as per the Scottish Government’s June 2021 SHIP Guidance. This reflects the approach previously adopted by the Council and its RSL partners. On this basis, estimated annual completions over the period 2022-2027 are as follows.

**Table 8: Estimated Project Completions 2022-2023**

RSL	Project Name		Tenure	Units General Need	Units Part. Need	Units Total
BHA	Springfield Phase 2	Duns	HA Rent	28	-	28
EHA	Coopersknowe	Galashiels	HA Rent	63	6	69
EHA	Edgar Road	Westruther	HA Rent	10	-	10
EHA	Ex High School Phase 1A ECH	Kelso	HA Rent	-	36	36
EHA	Jedward Terrace Phase 2	Denholm	HA Rent	12	-	12
EHA	Oakwood	Galashiels	HA Rent	-	4	4
EHA	Peebles Road	Innerleithen	HA Rent	9	-	9
EHA	Springwell Brae	Broughton	HA Rent	10	1	11
EHA	St. Aidans Gala Park	Galashiels	HA Rent	20	-	20
EHA	Tweedbridge Court	Peebles	HA Rent	22	-	22
EHA	The Valley	Selkirk	HA Rent	4	-	4
EHA	Woodside Place	Galashiels	HA Rent	3	-	3
SBHA	Whitefield Court	Newtown St Boswells	HA Rent	4	-	4
<b>Total</b>				<b>185</b>	<b>47</b>	<b>232</b>

### 8A: Estimated Project Completions 2023-2024

RSL	Project Name		Tenure	Units General Need	Units Part. Need	Units Total
BHA	Acredale Ph4	Eyemouth	HA Rent	30	2	32
BHA	The Avenue	Eyemouth	HA Rent	12	-	12
EHA	Bogangreen	Coldingham	HA Rent	20	-	20
EHA	Buckholm Phase 2	Galashiels	HA Rent	69	-	69
EHA	Comrades Park East	Chirnside	HA Rent	55	2	57
EHA	Ex Borders College	Galashiels	HA Rent	44	2	46
EHA	Ex High School	Earlston	HA Rent	62	2	64
EHA	Ex High School Ph1B	Kelso	HA Rent	14	2	16
EHA	Hermitage House	Selkirk	HA Rent	12	-	12
EHA	Home Farm	Eccles	HA Rent	10	2	12
SBHA	Leishman Place	Hawick	HA Rent	4	-	4
TBC	Main Street	Heiton	HA Rent	12	-	12
SBHA	St. Dunstans	Melrose	HA Rent	6	-	6
SBHA	Stonefield Place	Hawick	HA Rent	6	-	6
SBHA	Queensway	Earlston	HA Rent	4	-	4
SBHA	Aberlour project	Tweedbank	HA Rent	-	4	4
WH	Beech Avenue Ph1A	Galashiels	HA Rent	25	-	25
WH	Beech Avenue Ph1B	Galashiels	HA Rent	-	20	20
<b>Total</b>				<b>385</b>	<b>36</b>	<b>421</b>

Two different developers are seeking to acquire and develop the same site at Main Street Heiton. It is envisaged that if the site can be acquired, the successful developer will partner with either Eildon HA or Scottish Borders HA in order to deliver the affordable homes.

Table 8B: Estimated Projects Completions 2024-2025

RSL	Project Name		Tenure	Units General Need	Units Part. Need	Units Total
BHA	Acredale Ph5	Eyemouth	HA Rent	22	-	22
EHA	Ex-Howdenburn School	Jedburgh	HA Rent	67	4	71
EHA	Expansion Phase 1	Tweedbank	HA Rent	30	-	30
EHA	High St/Market Place	Jedburgh	HA Rent	4	-	4
EHA	Stirches Ph1 ECH	Hawick	HA Rent	-	40	40
EHA	Stirches Ph2	Hawick	HA Rent	-	12	12
SBHA	Linglie Road	Selkirk	HA Rent	20	-	20
SBHA	Mart	Newtown	HA Rent	37	-	37
SBHA	Miller Street	Innerleithen	HA Rent	4	-	4
WH	Beech Avenue Ph1C	Galashiels	HA Rent	26	-	26
<b>Total</b>				<b>210</b>	<b>56</b>	<b>266</b>

Consistent with last year's SHIP, the Council and its RSL delivery partners continue to be ambitious, and optimistic in seeking to progress and accelerate project delivery where appropriate and possible, in order

to maximise the current grant opportunity to deliver more affordable homes in the Borders to meet housing need.

**Table 8C: Estimated Project Completions 2025-2026**

RSL	Project Name		Tenure	Units General Need	Units Part. Need	Units Total
<b>BHA</b>	Ex High School	Eyemouth	HA Rent	34	-	34
<b>BHA</b>	Springfield Ph3	Duns	HA Rent	22	2	24
<b>Trust</b>	Ex HS [ECH]	Eyemouth	HA Rent	-	36	36
<b>Trust</b>	Ex HS [Amenity]	Eyemouth	HA Rent	-	10	10
<b>WH</b>	Beech Avenue Ph2	Galashiels	HA Rent	16	-	16
<b>Total</b>				<b>72</b>	<b>48</b>	<b>120</b>

Table 8D below sets out a number of mostly new proposed development project opportunities which could deliver up to 135 homes with some of the projects being illustrated potentially delivering beyond 2026-2027. Further work and/or negotiation will be required in order to realise these potential development opportunities. It is also important to note that at this stage the number of Particular Needs housing numbers have been provided where possible at the time of writing. This is subject to revision and updating as project proposals are developed through the design and Planning Application process, and so additional Particular Needs housing proposals may be identified in future SHIPs in due course. In addition, project delivery timescales could also change as project timescales/new projects progress and future Resource Planning Assumptions for each year are announced and Allocations are confirmed.

**Table 8D: Estimated Project Completions 2026-2027**

RSL	Project Name		Tenure	Units General Need	Units Part. Need	Units Total
<b>BHA</b>	Acredale Ph6	Eyemouth	HA Rent	14	-	14
<b>BHA</b>	Beanburn Ph2	Ayton	HA Rent	19	-	19
<b>EHA</b>	Expansion Ph2	Tweedbank	HA Rent	25	-	25
<b>EHA</b>	Former Mart	Reston	HA Rent	46	-	46
<b>EHA</b>	Milestone	Newtown	HA Rent	48	-	48
<b>WH</b>	Beech Avenue Ph3	Galashiels	HA Rent	22	-	22
<b>Total</b>				<b>174</b>	<b>0</b>	<b>174</b>

There are a number of additional potential affordable housing projects that have been identified either through direct contact from Developers and the Registered Social Landlords which are being explored through Section 75, or anticipated Section 75 requirements. However, development of these sites is largely dependent on market-led activity and commercial decisions by the Developer and site owners. Many of these sites have been known to the Council and its partners for some years, and this continues to indicate a sluggish Borders Housing Market.

able 9 on page 39 sets out a number of sites currently being investigated as future potential pipeline development opportunities and indicates that an estimated additional 394 affordable homes could be delivered if the market was to change, Developers were willing to progress sites, and various individual site specific related issues resolved. This is not an exhaustive list. In a wider infrastructural context, it is widely welcomed by the Council and local stakeholders that Network Rail is now progressing with site works to re-open Reston Station by end of 2021/22. It is considered that this will have a positive effect by improving access to the housing market in eastern Berwickshire. Springfield Homes is now actively working with Eildon Housing Association seeking to develop the former Mart site in Reston, whilst another Allocated Housing site in Reston remains included within Table 9.

**Table 9: Potential Pipeline Development Projects.**

RSL	Project Name		Tenure	Units No.	Units Description
BHA	Acredale	Eyemouth	HA Rent	15	Developer owned site
BHA	Gowanlea	Coldstream	HA Rent	6	Remodelling opportunity
BHA	Hillview/Priory Bank	Coldstream	HA Rent	12	Design/costs option review
BHA	West Reston Mains	Reston	HA Rent	20	Privately owned site
EHA	Angles Field	Selkirk	HA Rent	30	Developer led project
EHA	Bridge Homes Disposals	Various	MMR	54	Discussion with SFT/SG
EHA	Burgh Yard	Galashiels	HA Rent	20	SBC owned. Being marketed
EHA	Cortle Ferry	Fountainhall	HA Rent	4	Council consortium owned
EHA	Duns Road	Coldstream	HA Rent	38	Privately owned site
EHA	Dingle Bank	Melrose	HA Rent	12	Developer led project
EHA	Eden Road	Gordon	HA Rent	25	Privately owned site
EHA	Howdenburn Ph2	Jedburgh	HA Rent	25	Developer led project
EHA	Expansion balance Ph3	Tweedbank	HA Rent	25/40	SBC ownership/master plan
EHA	Melrose Road site	Galashiels	HA Rent	30	Feasibility study
EHA	Millar House	Melrose	HA Rent	5	Exploring lease option
EHA	North of Horsbrugh Bridge	Cardrona	HA Rent	25	Developer led project
EHA	Royal Hotel site	Stow	HA Rent	10	Privately owned site
EHA	Site	Ashkirk	HA Rent	12	Privately owned site
SBHA	Allars Crescent	Hawick	HA Rent	12	Regeneration opportunity
TBC	Burnside Road	Eddleston	HA Rent	10	Developer led project
RHF	Otterburn Farm	Nr Morebattle	MMR	1	Potential grant application
RHF	Rawburn	Nr Longformacus	MMR	2	Potential grant application
RHF	7 Roxburgh Mains	Nr Kelso	MMR	1	Grant offer issued
<b>Total</b>					

Notwithstanding the ambition and drive to deliver as many new homes as possible it is inevitable that challenges and issues means that sometimes projects stall, or have to be removed from the programme. Table 10 below illustrates the 6 projects (54 homes) from SHIP 2021/26 which have not been progressed as anticipated and summarises the reason. Should a deleted project re-emerge as deliverable or potential opportunity, it will be re-considered and prioritised for inclusion in a future SHIP in due course.

**Table 10: Project Removed from the SHIP 2021-2026**

RSL	Project Name		Tenure	Units General Need	Reason
BHA	Hillview/Priory Bank	Coldstream	HA Rent	12	Options review. To table 9
EHA	Millar House	Melrose	HA Rent	5	Lease being explored. To Table 9
SBHA	Hartrigge Road/Cres	Jedburgh	HA Rent	11	Cost concerns.
SBHA	Mossilee Road	Galashiels	HA Rent	5	Planning concerns.
SBHA	Tarth Crescent	Blyth Bridge	HA Rent	6	Financially unviable.
N/A	Huntlyburn	Melrose	MMR	15	Procurement approach now.
<b>Total</b>				<b>54</b>	

Notwithstanding the 107 affordable homes delivered in 2020/21 as set out in Table 2 on page 18 there are still areas of high and unmet affordable housing demand across the Borders, and areas that the private sector cannot satisfy particularly with the advent of the Welfare Reform and adverse impact limitations of the Local Housing Allowance. Table 11 below illustrates the 1213 estimated affordable homes completions which could potentially be delivered over the life of this SHIP 2022-27 through positive collaborative working between all relevant parties. When the estimated 312 completions for 2021/22 are added, these potentially provide 1525 new affordable homes for the 6 year period 2021-27.

**Table 11: Estimated Affordable Homes Completions 2022-2027**

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	2022/23	2023/24	2024/25	2025/26	2026/27	
AHSP new build	188	415	266	120	174	1163
AHSP remodelling	44	6	0	0	0	50
RHR	0	0	0	0	0	0
Other	0	0	0	0	0	0
<b>Totals</b>	<b>232</b>	<b>421</b>	<b>266</b>	<b>120</b>	<b>174</b>	<b>1213</b>

The Council with its partners will continue to pursue the above potential pipeline projects and other opportunities, and seek to explore new funding mechanisms for the development of affordable housing, including supporting communities to explore development opportunities at a local level. The Council is current exploring how it could collaborate with South of Scotland Community Housing towards this end.

Although there remains a strong need to provide additional family housing there is also an increasing need for smaller homes and for older people in Tweeddale and Central and Eastern Borders, especially in the Galashiels, Kelso, and Peebles, Eyemouth and Duns areas, to meet demand. Galashiels, Duns and Eyemouth have ample sewerage capacity for future housing development. Issues relating to land supply will be addressed in the operation of the Council's Local Development Plan and Affordable Housing Policy.

Following the economic downturn and more recently the huge scale of economic impact of the Covid pandemic, and despite some recent optimism, available statistics indicate that the housing market has still not yet returned to previous levels of activity and this continues to adversely impact on the developer-led

land supply and Developer Contributions received by the Council. The general trend remains however is that developers are reluctant to sell land without a building contract as part of the deal. This means that even with increased levels of Affordable Housing Supply Programme funding being allocated to Scottish Borders, land supply remains restricted to a degree as some developers and owners appear to be willing to wait for full market recovery and return to pre-financial crash land prices. That aside there have been some recent successful RSL site acquisitions in 2020/21 with Berwickshire Housing securing land for an estimated 24 homes at Springfield Duns, and Eildon Housing Association securing land for an estimated 57 homes at Comrades Park East Chirnside, 46 homes at the former Borders College Melrose Road Galashiels, and 12 homes at Home Farm Eccles. In addition, Eildon Housing Association is actively collaborating with a Developer seeking to provide around 71 homes via the proposed redevelopment of the Council owned former Howdenburn Primary School Jedburgh. The Council continues to receive Pre-Planning Application enquiries and Planning Applications, albeit at lower numbers than pre-financial crash levels. A number of which relate to larger sites which are anticipated will provide additional on-site delivery of affordable housing opportunities through the Section 75 Planning Agreement process in due course.

Responsibility for identifying the level of adaptations needed and the level of funding required now rests with the Integrated Joint Board (IJB). SBC has agreed an annual budget figure its Capital Budget to resource delivery of means tested major adaptations in private sector housing.

The Occupational Therapy staffing provision located within the Care and Repair Service has been increased in order to deal with assessment and prioritisation of major adaptation requests direct, rather than receive referrals from the decentralised SWD Area offices at Locality level.

The Borders Care and Repair Service work on basis of cash planning targets to manage the workload, whilst financial responsibility for delivery of allocated budget spend and grant administration and grant offers for means tested major adaptations remains with the Council's Housing Strategy Team. Spend is monitored by the Council's Executive Director Finance and Regulatory Services and reported to both Council and Integrated Joint Board via routine reporting processes. Spend and numbers of adaptations delivered is also monitored and reported in the Council's Housing Annual Report, LHS Annual Review, and Care and Repair contract processes.

The "Integrated Strategic Plan for Older People's Housing, Care and Support 2018-2028" identifies a need to increase the resources in order to deliver a greater number of means tested major adaptations in private sector housing. In order to respond to this, the Council has allocated £0.565M in its Capital Budget to resource delivery of these in 2021/2022. It is estimated that this could resource delivery of an estimated 108 major adaptations in 2021/22. However the Covid-19 pandemic and resultant stop in assessment and construction activity has adversely impacted on delivery of major adaptations in both private sector and RSL owned housing. The spending of the above £0.565m allocation will be monitored and reviewed as necessary as part of the implementation of the capital budget in 2021/22, and delivery of the strategy.

It is recognised that long term empty homes and other buildings may also provide another source of housing development opportunities as RSL and others bring these into use through conversion or revert back into housing use. The Council currently provides housing information and advice to assist this activity. In addition the Council has recently appointed a new Empty Homes Officer to be based within the Housing Strategy Team. In addition, the Council is also exploring how it could work with the South of Scotland Community Housing with a view towards potentially addressing long term empty homes and vacant town centre properties.

## 6. Development Constraints

There are a number of barriers and constraints that could hamper the development of new affordable housing in the Borders. The SHIP Guidance requires Authorities to demonstrate how projects contained in the SHIP will be resourced and delivered. Notwithstanding that the lending market has greatly improved since the financial crash, RSL financial capacity remains an issue that is being monitored. However, the impact of the Covid pandemic is a cause of some concern in terms of how this might impact on the lending markets and wider economy. This is also being monitored. It is early days, and the construction sector appears to be recovering from the Covid pandemic, until recent setbacks being attributed to the Delta variant, but delivery delays of manufactured components and materials have also adversely impacted on construction of a number of Borders projects. To ensure that any development constraints are resolved by the estimated site start date, deliverability, including financial capacity is recognized as a key factor in the development of the AHPWM reported in Section 4. As part of the project prioritisation process, constraints are discussed on a site by site basis and weighting is influenced by the identification of what actions and timescales are in place to resolve them. The main constraints include:

- Land supplies
- Water and sewage infrastructure
- Construction industry capacity
- Tender prices
- Public utilities (physical/infrastructure capacity, approval processes)
- Flood Risk Assessment

Most of these constraints are out with the control of the Council and its RSL development Partners but often adversely impact on the delivery of additional affordable housing in Scottish Borders. Given record Affordable Housing Supply Programme Allocations, the Council and its partners work closely with Scottish Government More Homes Division officials to make best use of this grant funding. That aside, there is now limited opportunity to expand the level of funding secured by the Council through both Affordable Housing Policy Developer Contributions and the Affordable Housing Budget.<sup>3</sup> The Council and its RSL development partners have ongoing discussions to explore different ways to deliver affordable housing in the Borders

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<sup>3</sup> 2<sup>nd</sup> Homes/Council Tax Budget (2<sup>nd</sup> HCT)

quicker and in the most cost effective way. To illustrate the point, currently Modern Methods of Construction [MMC] and other off-site construction techniques and procurement processes are currently being progressed locally via Eildon Housing Association's "Green House Pilot" and work being investigated linking Edinburgh and South East Scotland City Region Deal and South of Scotland interests. In addition Scottish Borders Housing Association and Berwickshire Housing Associations are now collaborating to explore potential offsite construction unit delivery as a means of delivering new housing on some of their lock up garage sites.

As In previous SHIPs, securing developable sites by the RSLs remains as an ongoing challenging issue and determining factor, particularly as the Council has relatively little development land in its ownership as it has disposed of both some non-HRA and most of its former HRA land to RSLs over previous years. Continued weak housing market conditions have prompted some Developers to re-assess trading conditions in recent years. As a result the RSL land supply issue has eased to a degree with some Developers being more willing to partner with an RSL as a means of opening up sites for future market housing, and potentially receptive to the idea to develop sites on the basis of 100% affordable housing delivery. To illustrate this, Eildon Housing Association has recently started construction of a first phase 11 home project at Buckholm Corner Galashiels and secured land for future phased development of up to an estimated 69 future homes. The Planning Application is currently being considered by the Council. Similarly Berwickshire Housing Association has secured land for a third and final phase of 24 homes at Springfield Duns which is subject to an existing Planning Consent.

Various techniques are now available for land assembly and land banking, and these are used through planned release by the Council, Section 75 (although the latter still remains sluggish as a result of the current market conditions) and opportunistic site acquisitions and negotiated design and build contracts. From time to time the Council may declare land and/or buildings as surplus to requirements and these are routinely considered for their appropriateness in order to provide affordable housing. To illustrate this point the Council has previously released sites in Duns, and Hawick in order to provide sites for Extra Care Housing delivery. In addition it is anticipated that in due course the Council will also release a site to Trust Housing Association in order to construct the new build Extra Care Housing in Eyemouth. The Council is currently marketing the Burgh Yard site in Galashiels, which is a large site and so will probably be a Developer-led opportunity. The Council and Eildon Housing Association are currently collaborating in a "Care village" approach with a view towards to providing a new Council Residential Care Home and Extra Care Housing development on the Eildon-owned Stirches site in Hawick. Currently the Council, NHS Borders and Eildon Housing Association are exploring site and service commissioning opportunities across Borders in order to meet identified housing needs. To illustrate this, in no particular priority, such activity covers seeking to provide more supported housing for people with a range of Learning Disabilities, including people with complex care needs, exploring opportunities to re-provide the housing element of an existing supported housing service for people with a range of mental health needs. Scottish Borders Housing Association is collaborating with Aberlour with a view towards developing a new Residential Care and Housing facility for Children and Young People at Tweedbank.

The Council continues to review its Corporate Property Strategic Asset Management Plans which sets out the broad strategy for the management of the Council's property assets in order to maximise their contribution to the Council's corporate and service goals and objectives as economically, efficiently and effectively as possible; providing the right space, at the right time, in the right location at the right cost. It is therefore important that a strategic approach to the development of affordable housing across the Borders makes the most effective use of available land and/or property wherever possible, takes advantage of the Council's property and asset rationalisation process and ensuring that through collaborative working with our local developing housing associations that opportunities will be created where practical for affordable housing development. The Council is currently consulting the Jedburgh community regarding future use of the Council's estate in the town, and it is envisaged that this will provide a steer for potential rationalisation of Council owned properties, potentially Community Asset Transfer opportunities, and may provide a process which could be applied elsewhere to develop locality and place planning approaches in other Borders towns.

In December 2018, the Council purchased the Lowood Estate, Tweedbank. This the only Scottish Borders strategic housing site identified in the Borders Railway Corridor and in the Edinburgh and South East Scotland City Region Deal. Following a public consultation exercise, revised and finalised Tweedbank Expansion Supplementary Planning Guidance was agreed by Council in June 21 along with a Design Guide. This Supplementary Planning Guidance will frame further future work to be done to develop and agree a master plan for the development of the area, and develop a funding and infrastructure investment phasing package to implement this. As the situation clarifies, the Council may need to develop a Business Case in order to seek to secure additional infrastructure funding via City Region Deal and Scottish Government processes.

The Council has built up a large bank of knowledge regarding potential and allocated housing development sites throughout its area. This provides an effective resource, one use of which is that this "knowledge" can be tapped by RSLs for site feasibility exercises. Such 'knowledge' covers a number of issues including flood risk assessments and contaminated land, thereby alerting them to early identification of constraints and allows them to focus their attention on less challenging and more easily developable sites which can be considered for inclusion in future SHIPs.

As a strategic Housing Authority the Council's Planning Department carries out an annual Housing Land Audit in order to ensure that there is a five-year supply of sites for housing development. As an integral part of this process consideration is given to identifying potential constraints on development such as; the availability of funding and infrastructure capacity (where drainage and sewerage are particular issues in many small rural settlements). Where development constraints are identified, these are explored to determine whether potential development is realistic and whether or not some of form of intervention may be appropriate.

As reported earlier in the text of this SHIP, development opportunities provided by the Section 75 Planning Agreements remain relatively few as a result of the recession and uncertainty in the housing market during

the Covid recovery period. That aside, the Council has experienced an increased appetite by some developers to develop sites via Section 75 Agreements and for 100% affordable housing. Arguably the market is still failing to deliver enough new homes to meet demand and this is an issue which affects not only the Scottish Borders, but also neighbouring Councils, as rising inequality and cost of living impacts on households in Borders, and other parts of the South East Scotland City Region. A regional response to these issues, presenting innovative solutions and key policy interventions, has been negotiated with both the Scottish and UK Governments through the Edinburgh and South East Scotland City Region Deal and this is currently being progressed with more focus, with the establishment of a Regional Housing Board in spring 2019.

The Council has agreed frameworks in order to consider and prioritise funding from Affordable Housing Policy Developer Contributions and also from the Second Homes Council Tax Affordable Housing Budget. These are used for a variety of purposes to assist provision of affordable housing, including the Extra Care Housing programme, with assistance towards land purchase, “buy backs” of former public sector flats, research, and project “gap funding” grant contributions being recent examples how this funding has been used.

In recognition of the structural weakness in the Borders construction sector, during 2017-18 following a Framework based selection process, Eildon Housing Association entered into a Development Partnership with Crudens Builders (East) Ltd [formerly Harts Builders (Edinburgh Ltd)] to drive through a substantial element of EHA’s current development programme, in order to provide increased certainty in delivery of then envisaged up to 250 new homes in the Scottish Borders.

Crudens were selected due to their track record working with Eildon Housing Association, such as Sergeants Park Phase 1 at Newtown St Boswells. Negotiated procurement is allowed (known as direct drawdown) through the Scottish Procurement Alliance (SPA) framework thereby ensuring full compliance with EU procurement rules. There is a formal development agreement between Crudens and the Association which sets out how projects will be secured and driven through planning and Building Warrant stage. Each individual project will then be let via a Joint Contracts Tribunal (JCT) Design and Build contract.

As at the end of July 2021 the partnership has delivered 38 new homes, with a further 189 under construction and 69 due to commence in autumn 2021 To date this partnership has now delivered 20 new homes, has 206 under construction, and a further 64 with Consent and anticipated site start later in 2021, as detailed in Table 12 on page 46.

**Table 12: Projects being delivered via the Development Partnership**

Project		No. of Units	Project stage	Total project cost	Grant
Rose Court [SBHA]	Galashiels	10	Complete	£1.803m	£0.832m
Craigpark Court	Galashiels	10	Complete	£1.885m	£0.851m
Langhaugh ECH	Galashiels	39	Under construction	£7.696m	£4.861m
Sergeants Park Phase 2	Newtown St Boswells	64	Under construction	£10.669m	£5.350m
Huddersfield St	Galashiels	35	Under construction	£6.004m	£2.890m
Coopersknowe	Galashiels	69	Under construction	£11.838m	£5.686m
Ex High School	Earlston	64	Consent Granted	£11.397m	£5.115m
<b>Totals:</b>		<b>291</b>		<b>£51.292m</b>	<b>£25.585m</b>

Eildon Housing Association has also progressed development partnerships with 3 other Developers. These are Cubby Construction Ltd, M&J Ballantyne Ltd, and High Buckholm Ltd.

A number of Community Initiatives have been progressing across the programme. In particular Eildon Housing Association has been focussing on what it can do in and around its development sites. Working in collaboration with its building contractors, the Association has been pushing for local employment and suppliers to be used where possible. To illustrate this, in 2019/20, 62% of the Association’s contract spend was spent locally with 73% labour employed used being local to Scottish Borders.

**Figure 14: Coopersknowe Galashiels**



There are no house builder firms of any significant size based in Berwickshire. That aside, Berwickshire Housing Association is also keen to encourage “out of Borders” based house builders such as Crudens and Springfield Homes, and it contracts with both, to contract with local sub-contractors in order to maximise the economic impact of its affordable housing construction projects.

Waverley Housing are progressing its plans for delivering the Beech Avenue area new build projects, it is envisaged that when it gets to the stage of appointing a contractor, it will be using community benefit clauses in the contract in order to secure a range of measures such as apprenticeships to support the local community.

## Land Supply

Land supply and control is quite fragmented in the Scottish Borders and is largely controlled by owners, developers and house-builders. The detail can be summarised as follows:

- Supply and control of land across the Scottish Borders varies. It is fragmented and where not already in the ownership of RSLs, it is largely controlled by private sector interests. The contribution of Developer-led site opportunities is recognised as indicated by Table 9 on page 39, "Potential Pipeline Development Projects".
- Scottish Borders Council has very little land available for housing developments but is developing its Corporate Strategic Asset Management Plan and community consultation approaches seeking to reduce its Estate footprint, which may in due course release land and or buildings which could potentially provide future affordable housing opportunities.
- Berwickshire Housing Association has a small land bank and has carried out a review of potential development sites and open spaces owned by it which could be made available for redevelopment. More significantly in addition to the site at the former high school Eyemouth [34 homes], the Association has also acquired larger sites at Springfield Ph2 and Ph3 Duns [28 and 24 homes respectively] and Acredale Ph4 /5/6 Eyemouth [circa 68 homes]. All the Association's sites are located in the Berwickshire area.
- Eildon Housing Association has been actively progressing project development and has recently secured ownership of a number of sites, which provides much more certainty in project delivery. These include, Buckholm Ph2 and former Borders College Galashiels, Comrades Park East Chirside and Home Farm Eccles.
- Through an asset management strategy approach, Scottish Borders Housing Association has a small land bank arising from site clearance of existing stock, garages and public open space. The largest of these sites are in Hawick with others elsewhere now being identified in SHIP. These include, St Dunstons Melrose and Queensway Earlston. The Association is currently collaborating with Berwickshire Housing Association examining the development potential of additional garage sites by Off-Site Construction and traditional methods. A further potential "own stock" regeneration site opportunity at Miller Street Innerleithen was initially identified in SHIP 2020/25, and has again been included in this SHIP.

- Land supply identified in the Local Plan tends to be in relatively small parcels and is distributed across most of the settlements. These may provide affordable housing opportunities most likely via Section 75 Agreements.
- The majority of the sites identified in the Local Plan are in the control of private owners, house builders / developers, with affordable housing most likely to be provided via Section 75 Planning Agreements. The trend to date has been for developers to want to act as contractor, or offer Negotiated Design and Build contracts to RSLs rather than simply selling on land, and using the greater certainty of collaborating with an RSL to help de-risk starting development of a site as a precursor to market housing construction when market conditions improve.
- Private ownership site opportunities do arise. However these tend to be windfall or infill sites, and tend to be relatively small.
- There are two major developer-led sites in Central Borders. These are located at Easter Langlee, [Melrose Gait] Galashiels (circa 550 homes) and at Newtown St Boswells (circa 900 homes). Both are considered to be areas of strategic priority.
  - Development of Easter Langlee continues for market sale, with Persimmons Homes having completed Phase 3 [63 affordable homes] for Eildon Housing Association in 2018/19. It is envisaged that this will be the final phase of affordable housing delivery at this location.
  - Whilst the Newtown St Boswells expansion presents a number of development opportunities, the completion of 53 homes for Eildon HA at Sergeants Park Ph1 in 2018/19 is considered as being the first phase of development in the village's "Western Expansion Area". Phase 2 [63 homes] is under construction for Eildon Housing Association Work which will complete in autumn 2021, albeit slightly later than originally planned due to Covid related site closure and subsequent site restart and reprogramming. Proposed redevelopment of the nearby Auction Mart recently secured Planning Permission in Principle for a mixed use development including up to 150 homes. It is envisaged that Scottish Borders Housing Association will be the RSL delivery agent for the 25% on-site affordable housing requirement [37 homes]. Elsewhere in the village there are potential sites identified adjacent to Milestone Garden Centre and Eildon Road. However there are some concerns regarding potential over supply of affordable housing in the village were all these additional sites to be developed in the short to medium term.
- Sites are systematically reviewed as potential projects and thereafter prioritised and included in SBC's Strategic Housing Investment Plan (SHIP). This is an ongoing process to allow newly identified sites to be assessed and introduced and the status of previously identified prospective sites reviewed.

## Land Supply Strategy

Control of land supply is the key to successful programme delivery. The strategy proposed to secure short, medium and long term land supply to link in with SBC's SHIP and beyond is:

- Enter into agreements with landowners and developers
- Purchase land using SBC revolving fund
- Option available for RSLs to front fund land acquisitions
- Improve effectiveness of Section 75 Agreements including early intervention with developers
- Partnership acquisitions with SBC to assist in strategic land assembly.
- Work in partnership with SBC to acquire land through its strategic land disposal strategy

## Locality-based Approach

Scottish Borders Council will continue to explore the need for developing locality based strategies to assist in clearly identifying short, medium and long-term affordable housing priorities and thus provide focus on land acquisitions required.

Working in partnership with Waverley Housing, through a procurement approach the Council appointed consultants to carry out a master planning exercise for a housing led regeneration of part of Upper Langlee where Waverley Housing is the majority owner. Following consideration of the options identified in the Final Report, Waverley Housing is now progressing "Option 3", following more detailed community consultation and internal due diligence work. The intended regeneration focusses on Beech Avenue and associated streets. It is intended that this will provide around 109 new build houses following demolition of unpopular house types and the opportunity to redesign the public open areas to reflect Placemaking and Secured by Design principles. The demolition and new build proposals secured Planning Consent on 29 March 2021. This SHIP includes 5 phases of proposed new build project proposals in order to deliver this intended regeneration. Waverley Housing have funded and recently completed the refurbishment of 68 flats in blocks which are being retained.

## Site Development Briefs

Scottish Borders Council will, in consultation with its RSL partners, identify the size and type of housing required within Housing Market Areas, settlements and individual sites to meet housing need and to link in with other Council strategies. This will also extend to recipients of Section 75 Planning Agreements where it envisaged that size, type, housing mix, space standards, tenure(s), method of land valuation etc will be set. Early intervention with developers on Section 75 discussions to including agreeing target development costs for the whole affordable housing package to achieve realistic benchmarks, master planning, design solutions, and legal agreements to tie in land and development deals to stabilise costs, will help bring greater certainty in deliverability on an ongoing long-term basis. Early discussion with Developers and contractors will help provide certainty of workload, and will have a greater impact on their competitiveness

rather than the size of the individual project or overall programme. A recent example of this is the brief for the redevelopment of the former Borders College site Galashiels which was recently agreed by the Council's Planning and Building Standards Committee.

The SHIP 2017-22 first noted local concerns regarding increasing tender prices from the then available information from the Building Cost Index Services (BCIS) produced by the Royal Institute of Chartered Surveyors. This has been borne out by the Borders RSLs experience. BCIS March 2019, Issue 152 predicted the following annual increases in "All-in Tender Prices 2020/21 and +6.4% for 2022/23. However the Covid pandemic has disrupted the previously arguably overheated tendering environment, and limited available tender information.

Locally active RSLs have been using the BCIS all-in Tender Price Index, and will continue to monitor local tender prices, since the above Index does not always reflect the projections for the Scottish market in the Affordable Housing Sector. Such tender price inflation is clearly a matter of concern for programme delivery. An exercise was done to review recent local RSL tender returns, and recent experience during 2019/20 and 2020/21 indicates that Berwickshire, Eildon and Scottish Borders Housing Associations have all had to undertake challenging "value-engineering" exercises after consideration and checking of tender returns in order to undertake savings exercises to keep projects financially viable and deliverable. This has also delayed planned project site starts and required re-programming spend of the budgeted Affordable Housing Supply Programme funding allocation. All other things being equal, big increases in tender costs, well in excess of probable costs will require to be met by RSL private finance arrangements. Such cost increases will continue to put pressure on individual RSL private funding capacity.

Tender price inflation is a cause of concern for both Scottish Councils and RSLs. The outcomes and recommendations of the Affordable Housing Supply Programme Investment Benchmarks Working Group are eagerly awaited, and it remains to be seen how these will be received and if agreement can be reached by Scottish Government and stakeholders in the affordable housing sector. The cost of providing affordable housing is likely to increase during 2022/27 at least in line with inflation. Issues regarding labour and materials, as well as recommendations regarding a continual improvement in the quality of new housing to mitigate climate change, and potentially new grant conditions are push factors for an increase in the level of grant funding to ensure that the number of new homes being sought by Scottish Government required via "Housing to 2040" can be met in the context of other competing funding pressures such as EESH2 and domestic de-carbonisation ambitions.

The precise impact of Covid on housing need and demand in Scotland is not known at the time of writing, since the impacts are not clear and limited evidence is available to date. Unfortunately the Delta variant has been adversely impacting on progress on site due to both positive tests, and the so called "pingdemic" arising from track and trace arrangements. It is considered that modelling of emerging longer term trends is likely to be the most accurate approach in due course. In addition there are anticipated Brexit related factors which are likely to adversely impact on future delivery of affordable housing through a continued weakening of the pound Sterling in currency rate exchanges, thereby making imported goods and

construction materials more expensive, increased bureaucracy, longer ordering and delivery times and potentially negatively impacting on the lending market and the wider economy. As the period 2022/27 progresses, the likelihood of these factors influencing housing requirements will increase, with the potential to have a disproportionate impact on affordable housing.

It is difficult to bring projects from inception through to tender approval quickly due to ever increasing external factors and compliance requirements. Consultation with public utilities, Scottish Environmental Protection Agency (SEPA) all impact on project design and the design and development process. This in turn impacts on the ability of RSLs to accelerate projects or to bring forward a shadow programme unless the land is already owned and the project already substantially worked up. However, SEPA continues to be regularly represented at the joint meetings between the Council, RSLs and Scottish Water with the aim of meeting programming needs and thus improving deliverability. Availability of most recent Flood Risk Assessment information has proven to be key in early screening of potential affordable housing sites.

The Council is dealing with the above constraints in a variety of ways such as regular liaison with SEPA, Scottish Water in particular and other public utilities to reach a greater understanding of each player's respective processes, with the aim of meeting programming needs. This in turn informs the programming of development and design work in order to improve deliverability and realistic project delivery timescales.

Brief details on all of the above constraints and any actions being taken to remove or reduce these constraints are provided on a site by site basis. Notwithstanding these constraints and threats, the five-year planning horizon set out in this SHIP remains positive by being able to clearly demonstrate a pipeline of deliverable projects, and additional longer term sites opportunities which could potentially be accelerated in due course.

## **7. Resourcing the Programme**

The Council has been previously used borrowing and on-lending from Public Works Loan Board in order to progress affordable Housing delivery via the National Housing Trust Round 1 and Local Authority Variant initiatives. The Council still supports affordable housing delivery through use of available Second Homes/ Council Tax and Affordable Housing Policy Developer Contributions. There are a number of other funding resources that the Council and its development partners can draw upon including Affordable Housing Supply Programme Funding, Open Market Shared Equity Scheme, Rural Housing Fund, RSLs Private Finance Borrowing and Scottish Water Grant Funding. Berwickshire and Eildon Housing Associations secured around £4.6m Charitable Bond funding for the first time in 2017-18 in lieu of Scottish Government Grant which was used to deliver recently completed developments at The Glebe Chirnside, High St Selkirk and Howdenburn Jedburgh. Most Recently, in July 2019, Eildon Housing Association secured a £40m investment from the Pension Insurance Corporation, which is this Lender's first such private placement with a Scottish RSL. Eildon Housing Association has indicated that it may consider "front –funding" projects, in order to ensure project delivery.

In 2020/21 the Council used £2.1m from its Affordable Housing Budget, also referred to as the Second Homes / Council Tax Budget, to directly assist affordable housing delivery in Scottish Borders. This was £1.8m grant to Eildon Housing Association towards costs of delivering the new build Wilkie Gardens Galashiels Extra Care Housing development, and £0.300m grant to Waverley Housing towards cost incurred in purchasing privately owned flats affected by block demolition proposals in the Beech Avenue area. The Council also contributed £0.140m from this budget to the Council's revenue budget. This explains the figures provided reflected in Scottish Government - More Homes Division SHIP Table 5.1, within the Appendix 5.

The Council has been deliberately building up an available balance being held in the Second Homes Council Tax budget in anticipation of it being used to assist delivery of extra care housing developments to augment Affordable Housing Supply Programme grant funding from Scottish Government's More Homes Division and Private Finance contributions from both Eildon Housing Association and Trust Housing Association. During 2019/20, the Council made a grant of £1.090m to assist Trust Housing Association to deliver 30 Extra Care flats and 19 Amenity Houses at Todlaw Duns, and in 2020/21 made a grant of £1.8m to assist Eildon Housing Association deliver 39 Extra Care flats at Langhaugh Galashiels. The Council has also committed to provide grant of £0.750m to Eildon Housing Association towards costs of delivery 36 Extra Care flats which are under construction through conversion and remodelling of the former High School building in Kelso. It is envisaged that the Council will also be required to grant assist RSLs to deliver future Extra Care Housing projects. These Extra Care Housing developments are high cost projects, and in order to ensure best value is achieved, lessons learned from Dovecot Court Peebles has helped informed the designs going forward for Todlaw Duns, Langhaugh Galashiels, High School Kelso, Stirches Hawick and High School Eyemouth in due course. The Council had previously agreed to grant assist Waverley Housing up to £0.300m to assist purchase of a small number of privately owned flats as a precursor to block demolitions as part of the Beech Avenue regeneration project. Waverley Housing claimed the grant in full in summer 2020. The Council's Second Homes Council Tax budget has finite annual income which will be a key determinant of both the level of financial support available to assist construction of individual developments, and the potential programming of these grant contributions to dovetail with construction activity and provision of complementary Scottish Government Affordable Housing Supply Programme grant and RSL private funding.

The Council spent £382,238 from its Affordable Housing Policy Developer Contributions - Housing Market Area balances, to assist affordable housing and project delivery in 2020/21. See figures provided in Scottish Government SHIP Table 5.2 within the Appendix 5. This was used to provide £6044 grant to Scottish Borders Housing Association towards its project at TARTH Crescent Blyth Bridge, and £376,194 grant to Eildon Housing Association towards projects at Jedward Terrace Denholm, Peebles Road Innerleithen and Tweedbridge Court Peebles.

Table 13 below illustrates the estimated £202.395m of total investment required to deliver the affordable housing projects identified in this SHIP 2022/27. This has been developed on the basis of financial analysis

and the most recent experience of Borders RSL projects, using an AHSP assumption of £72k/unit, and RSL Private Finance assumption of £93k/unit.

**Table 13: Estimated required Investment in affordable housing 2022 – 2027\*<sup>4</sup>**

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	2022/23	2023/24	2024/25	2025/26	2026/27	
AHSP new build	13.536	29.880	19.152	8.640	12.528	83.736
AHSP remodelling	3.168	0.432	-	-	-	3.600
RSL Private Borrowing	21.576	39.153	24.738	11.160	16.182	112.809
Extra Care 2 <sup>nd</sup> C/Tax	0.750	0	0.750	0.750	0	2.250
Rural Housing Fund	-	-	-	-	-	-
Other Private borrowing	-	-	-	-	-	-
<b>Totals</b>	<b>£39.030m</b>	<b>£69.465m</b>	<b>£44.640m</b>	<b>£20.550m</b>	<b>£28.710m</b>	<b>£202.395m</b>

\* Figures are rounded up

## 8. Equalities

A good supply of high quality affordable housing is a basic requirement and fundamental in ensuring the effective delivery of a number of the national outcomes particularly outcome 7 “We are tackling the significant inequalities in Scottish Society”. Figure 2 on page 13 sets out our Local Housing Strategy 2017-2022 Priority Outcomes, the first of which is “The supply of housing meets the needs of our community”.

### 8.1 Impact Assessments

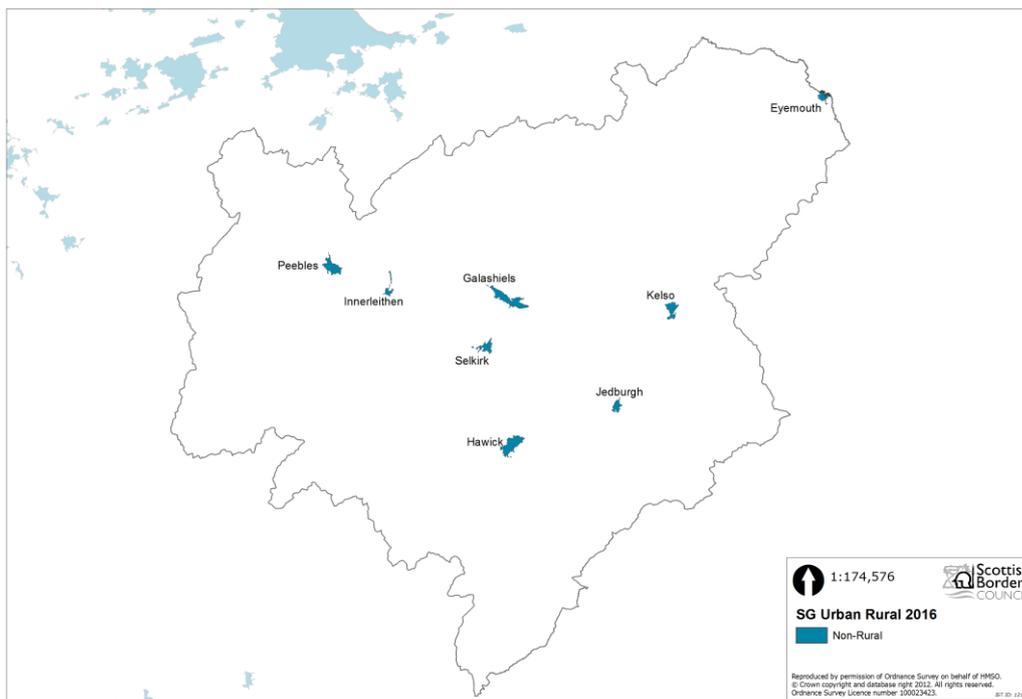
#### Rural Proofing

Rural Proofing is designed to help ensure that the needs of rural areas are fully taken into account in the development of all new Scottish Borders Council policies and strategies. Rural Proofing aims to check that rural areas are not overlooked, or adversely affected, by Council policy and strategy decisions. A 10 question checklist was developed some years ago by the Council, and this is applied to ensure that the needs of people who live in, work in, or visit rural areas within Scottish Borders are considered.

The SHIP Rural Proofing exercise was carried out in July 2020 as part of the development of the SHIP. It was determined that the delivery of this SHIP will not have an unforeseen impact on the rural area and that the needs of rural areas have been properly taken into account. Rural proofing applies to all areas of Scottish Borders classified by Scottish Government as ‘Remote Rural’ or ‘Accessible Rural’. In effect these definitions apply to all areas of Scottish Borders out with the towns of Galashiels/Tweedbank, Hawick, Innerleithen, Peebles, Selkirk, Eyemouth, Jedburgh and Kelso. See Figure 15 below.

<sup>4</sup> Calculations were done on the basis of 3p 3 apartment benchmark grant of £72k per unit and assumed private borrowing of £93k per unit. Figures were rounded up for modelling purposes.

Figure 16: Non Rural Areas Map



## 8.2 Equalities

In line with both Council policy and legislative requirement the SHIP 2021-2026 update was subjected to an Integrated Impact Assessment (IIA). The IIA considers the Council’s Public Sector Equality Duty (previously covered by Equality Impact Assessment) and, where appropriate, the Fairer Scotland Duty. The outcome of that impact assessment has not identified any concerns about the way the delivery of the SHIP is likely to affect any of the equalities groupings.

In accordance with Section 7 of the Environmental Assessment (Scotland) Act 2005 a pre-screening assessment of the SHIP 2021-2026 has been undertaken using the criteria specified in Schedule 2 of the Act. The pre-screening assessment identified no or minimal effects in relation to the environment hence the SHIP is exempt from SEA requirements under Section 7 (1) of the Act.

## 9. Monitoring and Evaluation

The SHIP Project Group continues to act as a steering group to monitor the delivery of the SHIP and is responsible for the on-going review process. The group meets to align with the existing Quarterly Programme planning review meetings between the Council, Scottish Government’s More Homes Division (East) and RSL representatives. New potential project opportunities are routinely assessed by the group using the AHPPWM and prioritised within the context of already prioritised affordable housing projects. Similarly, any changes in circumstances in those projects already assessed are reviewed within the same framework. This has allowed the Council and its partners to respond to dynamic circumstances and realise

opportunities when they present. The overall monitoring of the delivery of SHIP is reported to Council, the Community Planning Partnership, and Borders LHS Partnership on an annual review basis.

## 10. Summary

Local Authorities are required to produce and submit a SHIP to the Scottish Government annually for review. Scottish Borders Council with the involvement of its key partners via the SHIP Working Group has prepared this SHIP 2022-2027 submission. The SHIP articulates how affordable housing priorities in the Council's Local Housing Strategy (LHS) will be resourced and delivered during the above rolling five year planning horizon.

This SHIP submission has been prepared using a variety of funding arrangements including; Scottish Government resource Allocation for 2021/22 and a subsequent four year resource planning assumptions covering the period up to 2022/27, Rural Housing Fund, RSL resources and private sector borrowing, and the Local Authority assistance through the use of 2<sup>nd</sup> Homes Council Tax, Affordable Housing Policy Developer Contributions, and strategic disposal of the Council's land. A creative and practical approach has been adopted in the preparation of this SHIP which has been developed from a continued confirmation of RSL financial capacity and assurance on the deliverability of projects. The Council and its RSL partners are confident that processes are in place which will enable the management of the delivery of the affordable housing programme to continue, since the new Scottish Parliament has confirmed that affordable housing delivery will continue to be a priority for the new Scottish Parliament, and recent confirmation of future Resource Planning Allocations and Assumptions has provided stability and certainty to facilitate affordable housing delivery for 2021-2022 and beyond.

The development of this SHIP 2022/27, in accordance with the current Guidance issued by the Scottish Government in June 2021. Methods of project prioritisation have been illustrated and constraints have been addressed and discussed through the SHIP development process and project prioritisation weighting matrix to ensure that proposed projects are deliverable. The SHIP also addresses the contribution that individual proposed project will make to greener standards, energy efficiency, environmental standards and equality issues.

This SHIP submission outlines the delivery of 107 new affordable houses over the period 2020/21, an anticipated delivery of 312 during 2021/22 and a very ambitious and aspirational 1213 new affordable homes over the life of the SHIP 2022/27. Should all identified challenges and infrastructure issues be resolved in a timely manner, the anticipated grant funding is forthcoming, the sector has the capacity to deliver at scale, then the Council and its partners are optimistic that we can deliver substantially more affordable homes than delivered previously, which will not only help Borders communities access affordable housing, but will also contribute towards assisting the economic recovery from the Covid pandemic.

## 11. Glossary

AHPPWM	Affordable Housing Project Priority Weighting Matrix
AHSP	Affordable Housing Supply Programme
BCIS	Building Cost Index Services
BHA	Berwickshire Housing Association
ECH	Extra Care Housing
EESHS/ EESHS2	Energy Efficiency Standard for Social Housing
EHA	Eildon Housing Association
EU	European Union
GN	General Needs housing
HA	Housing Association
HMA	Housing Market Area
HNDA	Housing Needs and Demand Assessment
HRA	Housing Revenue Account
IIA	Integrated Impact Assessment
IJB	Integrated Joint Board
LHS	Local Housing Strategy
LLP	Limited Liability Partnership
LOIP	Local Outcomes Improvement Plan
MHS	More Homes Scotland
MMC	Modern Methods of Construction
MMR	Mid-Market Rent
NHT	National Housing Trust
OMSE	Open Market Shared Equity Scheme
PN	Particular Needs
RPA	Resource Planning Assumption
RRTP	Rapid Rehousing Transition Plan
RSL	Registered Social Landlord
SBC	Scottish Borders Council
SBHA	Scottish Borders Housing Association
SEPA	Scottish Environmental Protection Agency
SESPlan	South East of Scotland Plan
SFT	Scottish Futures Trust
SG	Scottish Government
SHIAN	The Scottish Health and Inequality Impact Assessment Network
SHIP	Strategic Housing Investment Plan
SHQS	Scottish Housing Quality Standard
SLPA	Strategic Local Programme Agreements
SPA	Scottish Procurement Alliance
TBC	To be confirmed
THA	Trust Housing Association
WC	Wheelchair standard housing
WH	Waverley Housing

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#### HOUSING STRATEGY, POLICY & DEVELOPMENT

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