

An abstract geometric design composed of various colored triangles (teal, orange, brown, and light green) arranged in a complex, overlapping pattern that resembles a stylized map or a mosaic. The design is set against a dark blue background.

East Ayrshire Local Development Plan 2

Housing Land Audit 2021

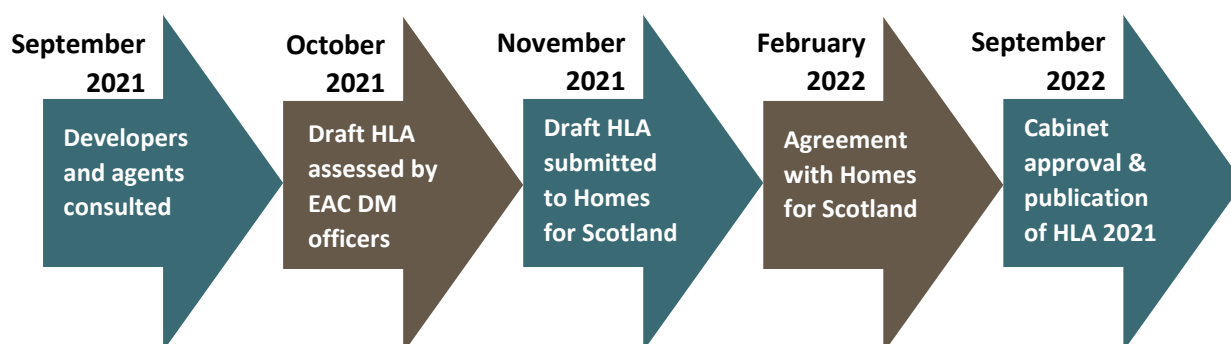
Volume 1: Summary Report

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1. Introduction

- 1.1. The Housing Land Audit 2021 is an assessment of the housing land supply available in the East Ayrshire Council area as at **1st April 2021**. The audit identifies and provides a programme of expected housing delivery over an initial and two following 5 year periods and includes expectations for the delivery of new homes up to the end of March 2036.
- 1.2. This document provides a summary of the 2021 Housing Land Audit. Programming for individual sites and EALDP allocations included in the Audit can be seen in **Housing Land Audit 2021 Vol 2 – Settlements and Sites**.
- 1.3. The first period includes 5 complete years commencing in April 2021 and concluding at the end of March 2026. The Housing Land Audit is based upon a snapshot date of 1st April each year with the next audit taking a base date of 1st April 2022.
- 1.4. All new housing development, redevelopment, conversions and subdivisions of 4 or more housing units are included. In addition to sites allocated in the East Ayrshire Local Development Plan (EALDP), there are a number of other sources of development that provide additional supply through windfall sites. A windfall site has been included in the audit where it has extant planning permission on 1st April 2021 and will provide 4 or more housing units.
- 1.5. Scottish Planning Policy (SPP) 2014 indicates that planning authorities should ensure that sufficient land is available to meet the housing requirement for each housing market area in full. A supply of effective land for at least five years should be maintained at all times to ensure a continuing generous supply of land for house building.
- 1.6. The Housing Land Audit has multiple purposes:
- To monitor the availability of effective sites;
 - To identify progress of sites through the planning process;
 - To inform the Council's school roll forecasts; and
 - To provide analysis on house completions
- 1.7. The audit comprises data for all East Ayrshire Local Development Plan (EALDP) 2017 sites allocated for housing or that have an EALDP-stated potential to accommodate housing, and includes windfall housing sites with four or more units. The estimate of programmed completions in this audit has been informed by East Ayrshire Council's planning staff, Homes for Scotland (HfS), private housing developers and Registered Social Landlords (RSLs).
- 1.8. The audit was undertaken using the following programmed approach to engagement and representation:



2. Main Findings

- 2.1. Main Findings** - The Housing Land Audit's main findings are that it is anticipated that existing planned developments are not expected to achieve the Housing Supply Target (HST) or Housing Land Requirement (HLR) for the 2021/22 to 2024/25 period, in East Ayrshire as a whole. However, the HST would be achieved in the Kilmarnock and Loudoun Sub Housing Market Area and the HLR/HST would be achieved in the Cumnock Sub Housing Market Area during that period, using the average method of calculation.
- 2.2. Effective Sites** - The initial 5-year period provides an indication of "effective" land supply in the East Ayrshire Council area. A programmed supply of 2472 housing units with 2233 units on allocated Housing, Miscellaneous Opportunity and Mixed Use sites are identified for delivery in the five year period starting at the date of this audit (April 1st 2021 - 31st March 2026).
- 2.3. Windfall Sites** – 10% of the effective supply in the years 2021-2026 is from Windfall Sites (of 4 or more units). Smaller windfall development of less than 4 units is not included in this figure or in the Housing Land Audit. A number of applications for 3 units or less are received in East Ayrshire but not recorded in this audit; these form an important part of the supply of new homes, particularly in more rural parts of the Council area.
- 2.4. House Completions** - The housing market has been subject to fluctuation over the last ten years. An increase in the number of house completions is expected to occur over the 5-year programming period, driven to a significant degree by a rise in the rate of anticipated completions in the Cumnock Sub HMA.

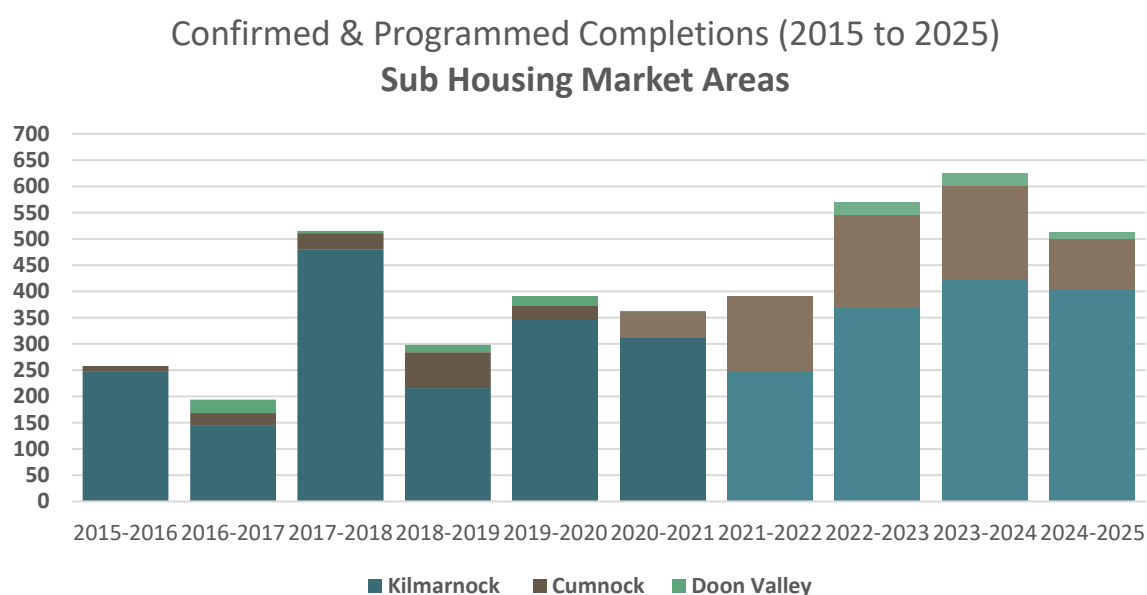


FIGURE 1. HOUSE COMPLETIONS PER ANNUM AND BY SUB HMA. PROGRAMMED 2021/22 TO 2024/25.

- 2.5. Potentially Effective Supply** - The following 5 year period from 2026 to 2031 offers potential for a further 809 units to be delivered and the subsequent 5 year period from 2031 to 2036 an additional 376 units. It is likely that the rate of programming during these later years will be higher than described as applications are made and more information becomes available.

2.6. Effective Supply and Delivery of Homes - To accord with SPP, Local Development Plans should address the supply of land for housing by setting out the Housing Supply Target (HST) for each housing market area, based on evidence from the Housing Need and Demand Assessment (HNDA). The HST is a policy view of the number of homes the Council has agreed will be delivered in each Sub Housing Market Area (Sub HMA) (Figure 6) over the period of the LDP. The Housing Land Requirement (HLR) is a figure around 10% higher than the HST that was introduced in the Kilmarnock and Loudoun Sub HMA and East Ayrshire as a whole. It provides additional land in the area to allow for flexibility of range and choice. The extent to which the East Ayrshire Planning Authority will maintain an effective supply of new homes is presented in this Audit using the following methods:

- Against the HST with past completions not included (average method)
- Against the HST with past completions taken into account (residual method)
- Against the HLR with past completions not included (average method)
- Against the HLR with past completions taken into account (residual method)

2.7. A shortfall has been identified in the number of homes completed in each Sub HMA (Table 1) and in East Ayrshire as a whole during the first six years since the adoption of the Proposed LDP (2015/16 to 2020/21). When assessed against the HST and HLR using the residual method, this means that the requirement for the four remaining years of the 2015-2025 LDP period (2021/21 to end 2024/25) will be higher than the initial HST and HLR target for those years set out in the East Ayrshire Housing Market Areas Supplementary Guidance (2018).

2.8. This HLA indicates that neither the HST nor the HLR set out in East Ayrshire Housing Market Areas Supplementary Guidance (2018) will be achieved in East Ayrshire as a whole over the next five years, using either the average or residual method of calculation:

Calculation Method	Completions 2015/16 to 2020/21	Shortfall (HST/HLR) >31/03/25	Effective Supply					Years. Supply of 5.0
			2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
HST Average method								
Cumnock	N/A*		142	176	177	97	112	5.0
Doon Valley			0	24	24	12	0	1.5
Kilmarnock & Loudoun			254	369	424	403	263	5.4
East Ayrshire			396	569	625	512	375	4.9
HST Residual method								
Cumnock	214	-674	142	176	177	97	112	2.3
Doon Valley	66	-364	0	24	24	12	0	0.7
Kilmarnock & Loudoun	1774	-151	254	369	424	403	263	4.5
East Ayrshire	2054	-1189	396	569	625	512	375	3.2
HLR Average method								
Cumnock	N/A*		142	176	177	97	112	5.0
Doon Valley			0	24	24	12	0	1.5
Kilmarnock & Loudoun			254	369	424	403	263	4.5
East Ayrshire			396	569	625	512	375	4.4
HLR Residual method								
Cumnock	214	-674	142	176	177	97	112	2.3
Doon Valley	66	-364	0	24	24	12	0	0.7
Kilmarnock & Loudoun	1774	-772	254	369	424	403	263	3.3
East Ayrshire	2054	-1810	396	569	625	512	375	2.7

TABLE 1. PROGRAMMED HOUSE COMPLETIONS. *PAST COMPLETIONS NOT APPLICABLE USING AVERAGE METHOD.

2.9. Nevertheless, it is expected that the HST would be achieved in the Kilmarnock and Loudoun Sub HMA with 5.4 years of supply if the average method were employed. A substantial established supply (housing land allocated in the EALDP) is expected to remain undeveloped at the end of the programming period. An unwillingness on the part of developers to initiate housebuilding in certain areas of East Ayrshire is not therefore the result of a lack of available allocated land and may be attributed to market conditions or other factors.

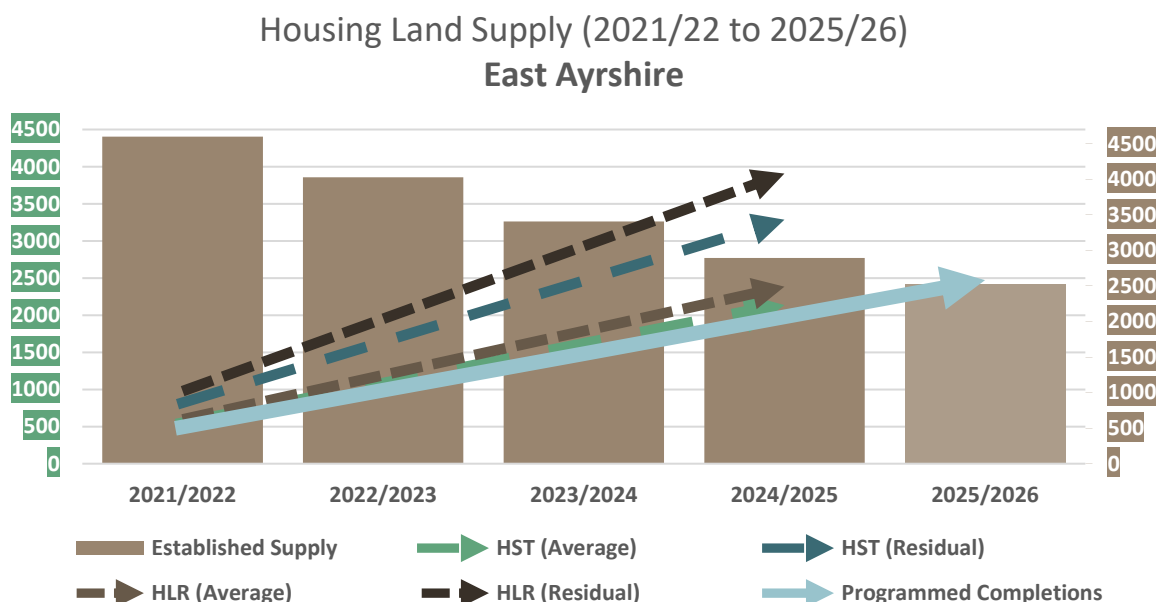


FIGURE 2. IN NUMBER OF UNITS. ESTABLISHED SUPPLY AT END OF EACH FINANCIAL YEAR

2.10. **Kilmarnock & Loudoun Sub Housing Market Area** - Effective Supply in Kilmarnock and Loudoun is projected to fall below the HST using the residual method and the HLR using the average and residual method. However, demand for new homes in the area remains robust and the HST would be achieved in the Kilmarnock and Loudoun Sub HMA if the average method were employed.

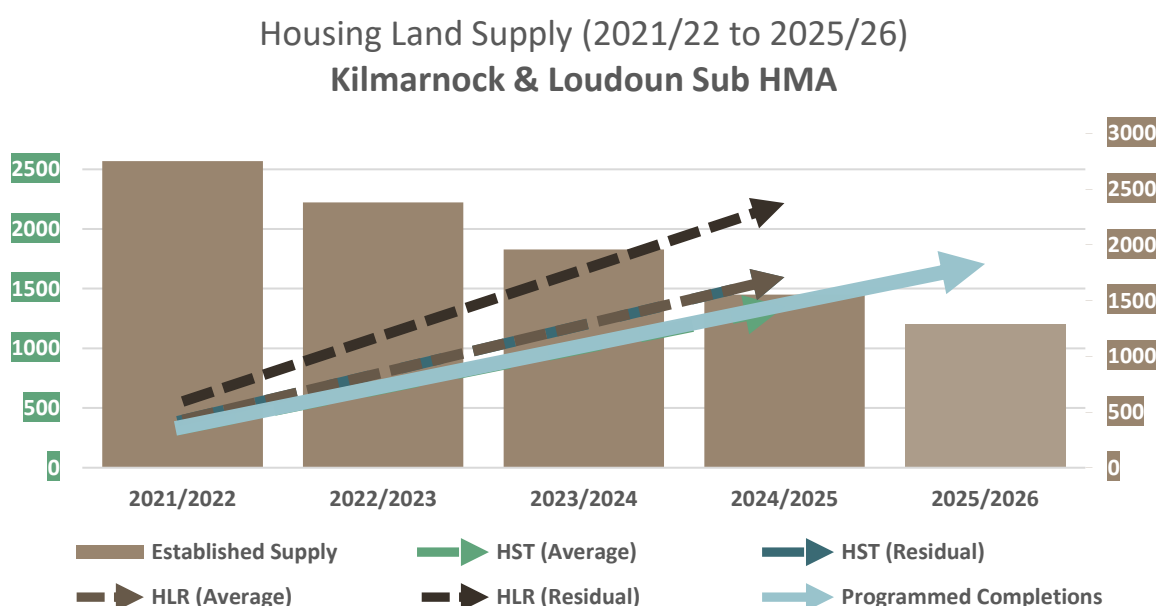


FIGURE 3. IN NUMBER OF UNITS. ESTABLISHED SUPPLY AT END OF EACH FINANCIAL YEAR

2.11. Cumnock Sub Housing Market Area - The supply of new homes in the Cumnock Sub Housing Market Area would meet the HST and HLR using the average method of calculation. However, supply is expected to remain lower than the HST and HLR using the residual method. This is likely to be attributed to a shortfall accrued due to a restrained market demand for homes in the area during the early years of the Plan period.

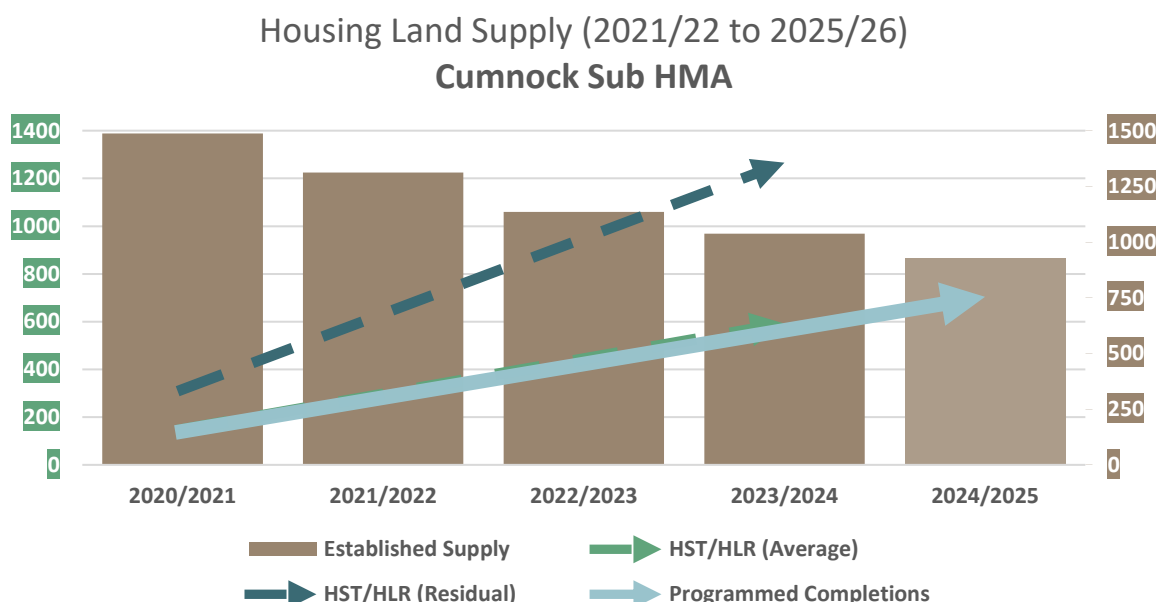


FIGURE 4. IN NUMBER OF UNITS. ESTABLISHED SUPPLY AT END OF EACH FINANCIAL YEAR.

2.12. Doon Valley Sub Housing Market Area – The total number of completions in Doon Valley falls short of the HST and HLR using both the average and residual method, despite 60 units being programmed, although a substantial established supply remains available. The reasons behind this shortfall and a response to it have been explored and accounted for as part of the preparation of the Proposed Local Development Plan 2 (P-LDP2).

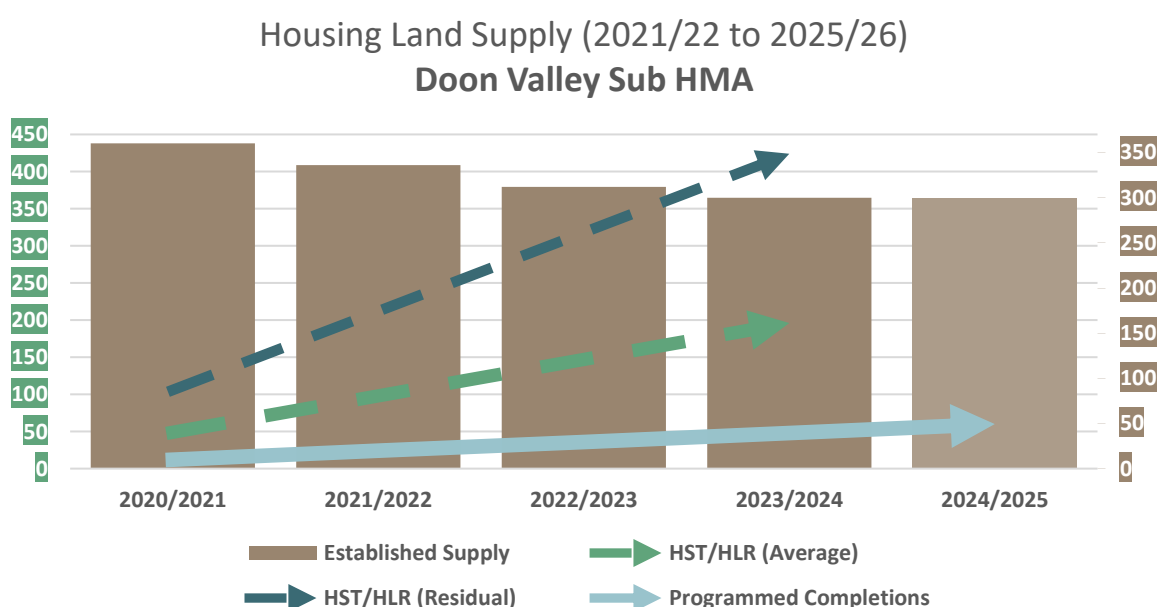


FIGURE 5. IN NUMBER OF UNITS. ESTABLISHED SUPPLY AT END OF EACH FINANCIAL YEAR.

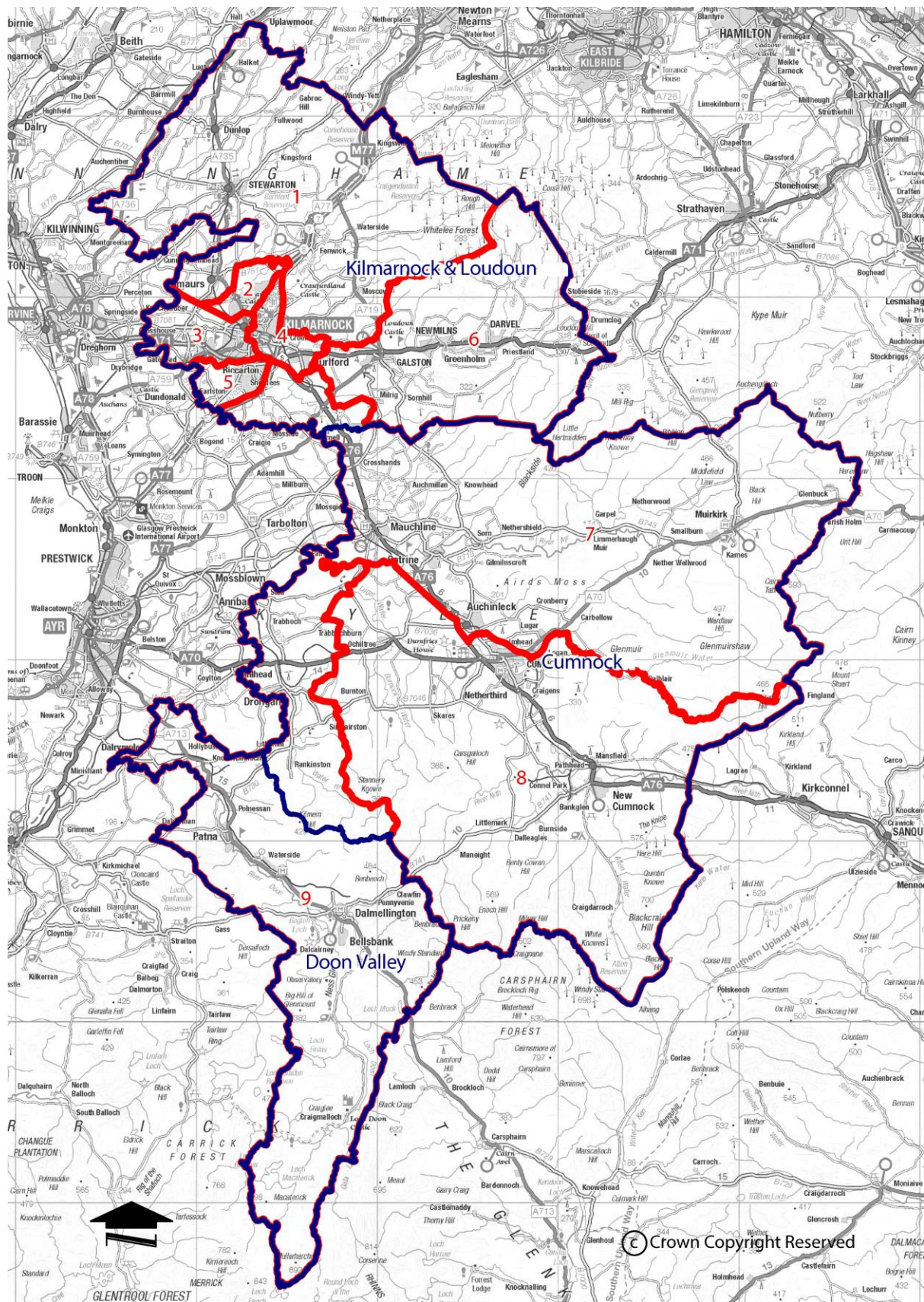


FIGURE 6. EAST AYRSHIRE SUB HOUSING MARKET AREAS (BLUE/PURPLE) AND COUNCIL WARDS (RED)

2.13. Programming by East Ayrshire Council Ward - The following graph summarises site figures by Ward (Kilmarnock wards aggregated) for the years 2021/22 to 2025/26. Kilmarnock accounts for the majority of expected completions, however, a significant number of programmed units in Annick, Ballochmyle, Cumnock & New Cumnock and Doon Valley wards are also represented on the graph.

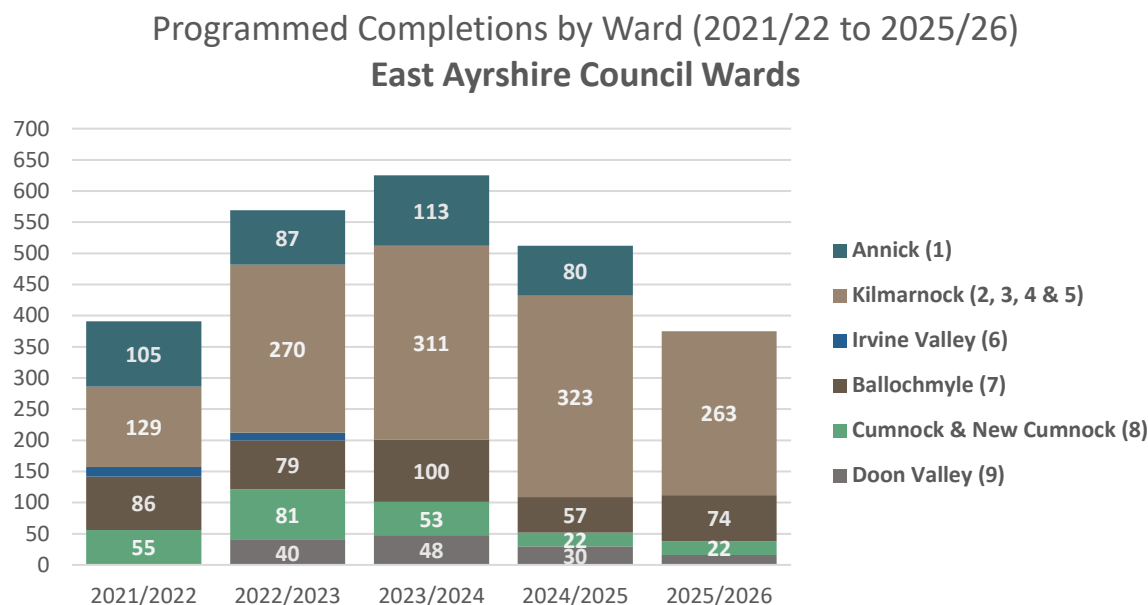


FIGURE 7. PROGRAMMING BY COUNCIL WARD. KILMARNOCK WARDS AGGREGATED FOR CLARITY. LABEL NOT PROVIDED IF FEWER THAN 20 COMPLETIONS IN ANY GIVEN YEAR PER SUB HMA.

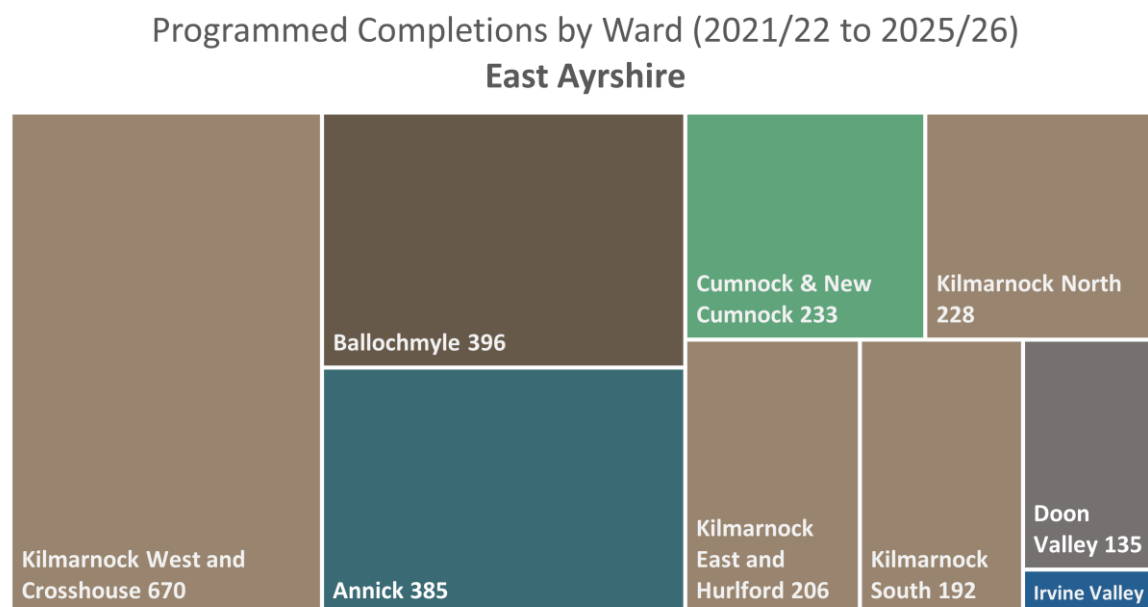


FIGURE 8. PROGRAMMING BY COUNCIL WARD. PROGRAMMING FOR IRVINE VALLEY IS 27 UNITS.

3. Additional Statistics

3.1. Established supply – The Audit reveals that there remains a substantial established supply (housing land allocated in the EALDP) in East Ayrshire and that there was sufficient capacity as at April 1st 2021 to accommodate around 5000 homes.

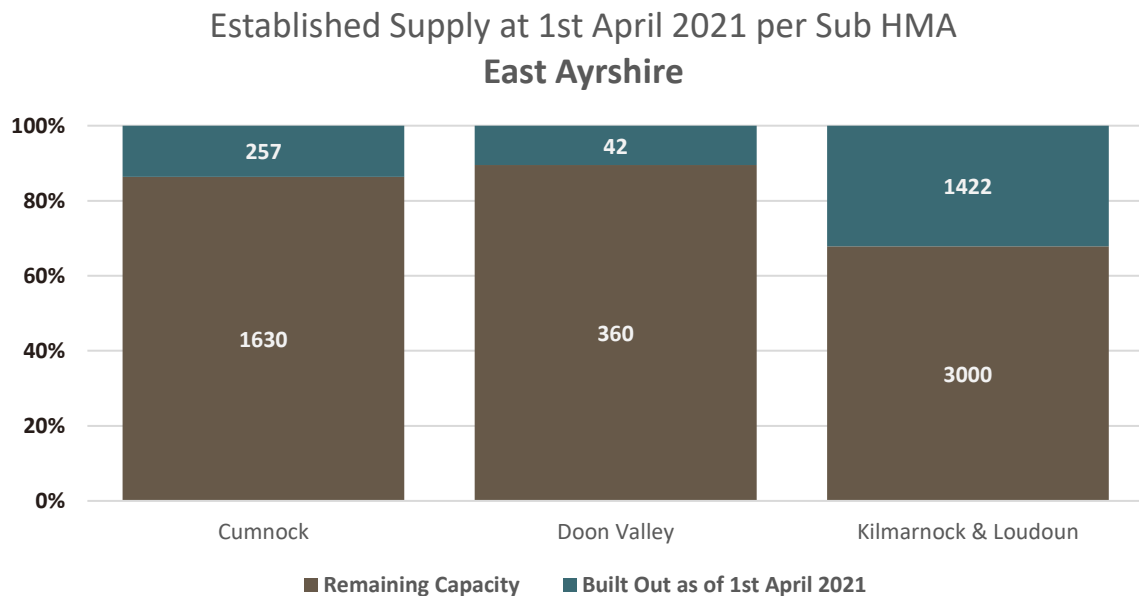


FIGURE 9. REMAINING ESTABLISHED SUPPLY PER SUB HMA IN NUMBER OF UNITS

3.2. A comparison of remaining housing capacity per Council ward area and marketability scores provided by Homes for Scotland in 2020 reveals that a large proportion of capacity allocated in the Kilmarnock ward(s) remains available combined with a high marketability score (1.0 = highest score). By contrast, areas in the south of the Council area retain substantial amounts of allocated housing land yet marketability (and demand) is limited.

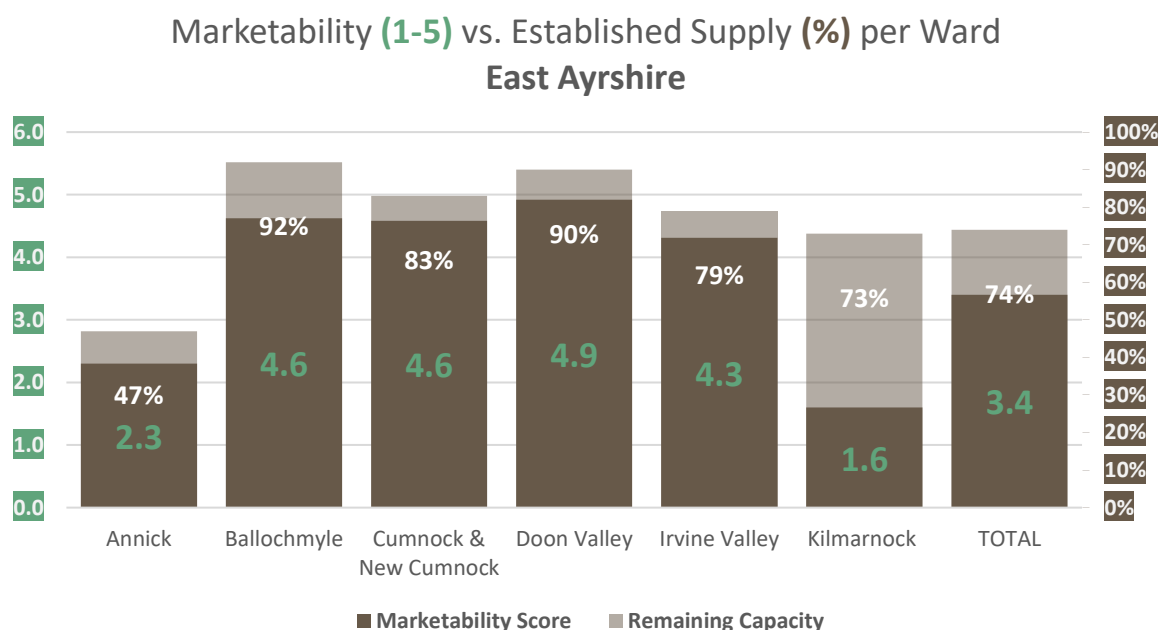


FIGURE 10. TOTAL %/NO. UNITS OF REMAINING CAPACITY OF EALDP ALLOCATED SITES AT 01/04/21 AND AVERAGE HOMES FOR SCOTLAND MARKETABILITY SCORE PER WARD (1 = HIGHEST SCORE). KILMARNOCK WARDS AGGREGATED.

3.3. Allocated sites/windfall sites - The vast majority of completions are expected to take place within allocated sites. It is encouraging that land within allocations established by the planning service remains popular with developers, cementing the plan-led approach to development. The 2022 HLA is expected to identify additional units within windfall sites that at this current point in time have not been consented.

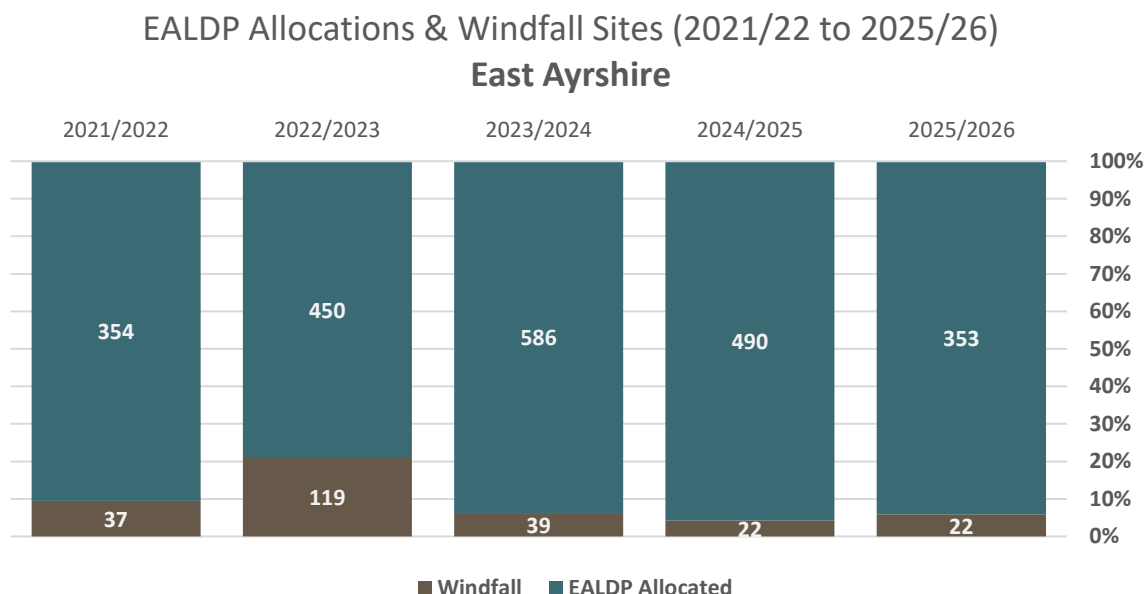


FIGURE 8. NO. DWELLINGS PER ANNUM CONSTRUCTED AT ALLOCATED/WINDFALL SITES (2021/22 TO 2025/26)

3.4. Brownfield/greenfield land - The number of units programmed to be built on brownfield land does not exceeds the number on green field land at any point during the programming period. This disparity is in part due to a reduction from preceding years in the number of homes constructed by East Ayrshire Council on previously developed land, the quantity of which has diminished as sites have progressively been occupied.

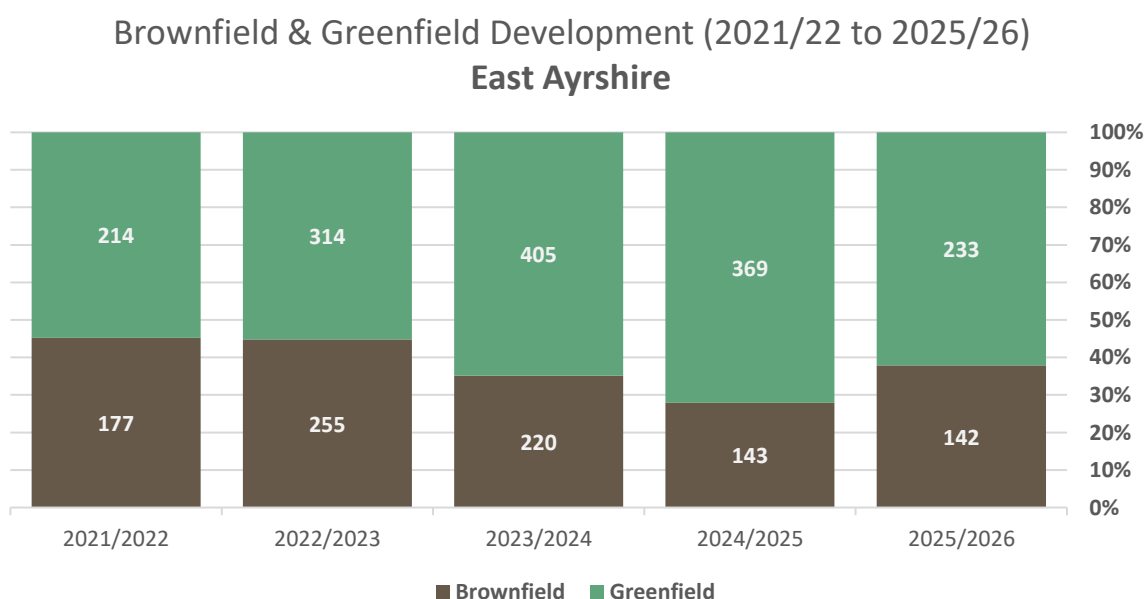


FIGURE 9. DWELLINGS PER ANNUM CONSTRUCTED ON BROWNFIELD AND GREENFIELD SITES (2021/22 TO 2025/26)

3.5. Number of homes by tenure type – Whilst a majority of homes developed are expected to be sold on the open market, around 19% or 1 in 5 are programmed to be developed as affordable homes, either by registered social landlords/housing associations (RSLs), by the Council itself, or by private developers who must provide a proportion of affordable dwellings within certain developments in line with Council affordable housing policy.

Total Programmed Homes by Tenure Type (2020/21 to 2024/25)
East Ayrshire



FIGURE 10. DWELLINGS BY TENURE TYPE (AFFORDABLE & MARKET)

3.6. Number of homes by developer type – A majority of dwellings are expected to be delivered by private housing developers. A portion of these will however be transferred to the Council or an RSL upon completion as affordable homes. A reduction in the number of RSL and EAC homes delivered over the programming period can be attributed to a tendency for those agencies to develop non-allocated windfall sites that have not yet been identified by the Audit.

Number of Homes by Developer Type (2021/22 to 2025/26)
East Ayrshire

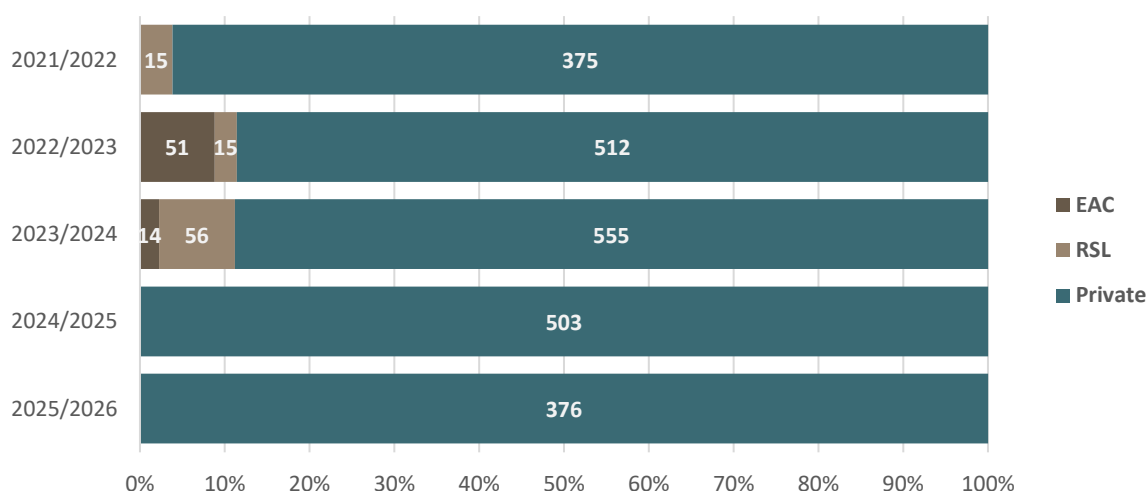


FIGURE 11. NUMBER OF HOMES PER DEVELOPER TYPE (2021/22 TO 2025/26)

3.7. House type - A majority of programmed homes are expected to be houses of two floors or more, in line with historic trends away from the development of flatted accommodation. Around 12% of homes are expected to be developed as single storey dwellings, a reflection in part of a need for wheelchair accessible homes in line with demographic trends and requirements.

Total Programmed Homes by Known Type (2021/22 to 2025/26)
East Ayrshire



FIGURE 12. THE HOUSE TYPE OF 1057 HOMES COULD NOT BE DETERMINED DUE TO THE EARLY STAGE OF THE PLANNING PROCESS OF THE DEVELOPMENTS WITHIN WHICH THEY WOULD BE CONSTRUCTED. WHOLE SITES ONLY.

3.8. Organisations consulted as part of the HLA preparation process – The Development Planning and Regeneration service engaged with a range of different organisations when preparing the Audit. Programming for a significant majority of units (67%) has been provided directly by developers, their agents or through consultation with Homes for Scotland. Homes for Scotland was consulted on all sites programmed in the Audit and endorsed the findings of the Audit in February 2022.

Programming Supplied by Organisation (2020/21 to 2024/25)
East Ayrshire

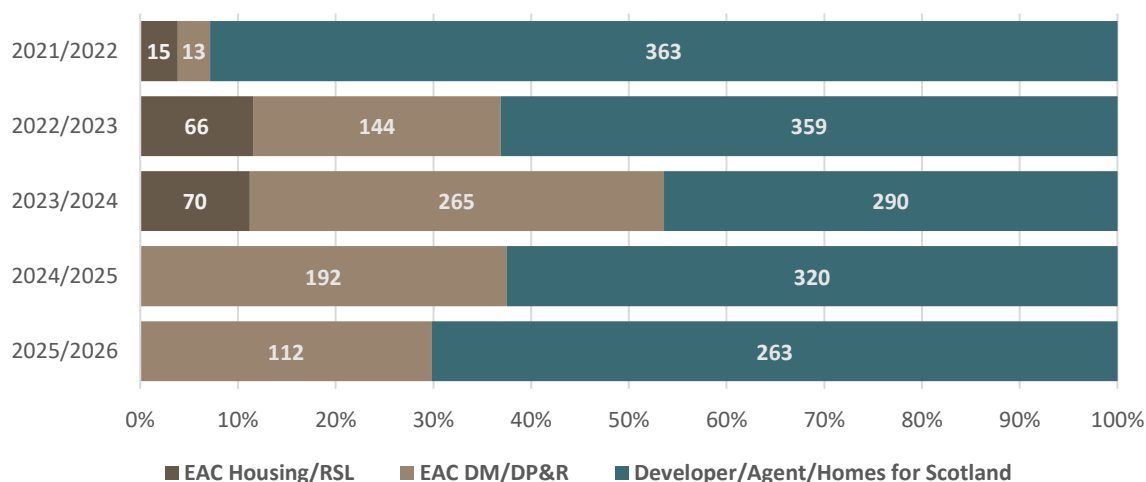


FIGURE 13. ORGANISATIONS WHO SUPPLIED PROGRAMMING AS PART OF THE HLA PREPARATION PROCESS.

4. Allocated Sites Built Out Before 01/04/2021

4.1. The following sites allocated in the 2017 East Ayrshire Local Development Plan had been built out before 01/04/2021:

Settlement	Site Address	Site Ref	Allocated Capacity
Cumnock Sub HMA			
Auchinleck	Dalshalloch Road	437H	20
Cumnock	Ayr Road	401H	9
	Cairn Road	262H	16
	Hospital Site	436H	40
Drongan	Robert Burns Avenue	287H	19
Hayhill	Hayhill Cottages	279H	4
Doon Valley			
Dalmellington	Melling Terrace	202H	5
Dalrymple	Burnton Road	067H	37
Kilmarnock & Loudoun			
Darvel	Lochore Terrace	204H	13
Fenwick/Laigh Fenwick	Kilmaurs Road	297H	18
	Skernieland Road	174H	38
Galston	Brewland Street	409H	10
	Chapel Lane	408H	30
Kilmarnock	Altonhill	136H	191
	Annandale	417H	36
	Campbelton Drive	411H	32
	Glasgow Road	434H	80
	Langlands Street	416H	39
	Montgomery Street	438H	55
	Portland Street	415H	22
	Rennie Street	419H	10
	Rothesay Place	412H	48
	Stoddards Site	421H	68
	Western Road	413H	100
	Witch Road	414H	14
Newmilns	Ladeside	431H	5
Stewarton	Kilwinning Road	354H	160
	Robertland Square	440H	8
TOTAL			1127

5. References

[East Ayrshire Local Development Plan Supplementary Guidance – Housing Market Areas](#)

[Scottish Government Planning Advice Note 2/2010: Affordable Housing and Housing Land Audits](#)

[Scottish Government Housing land audits: research project](#)

East Ayrshire Strategic Housing Investment Plan (SHIP) 2021-2026

East Ayrshire Housing Land Audit 2020 – Vol. 1 Summary Report

East Ayrshire Housing Land Audit 2019 – Vol. 1 Summary Report

6. Glossary

- **Affordable housing** - Housing of a reasonable quality that is affordable to people on modest incomes. In some places the market provides some or all of the affordable housing needed, while in other places it will be necessary to make housing available at a cost below market value to meet an identified need.
- **Brownfield land** - Land which has previously been developed. The term may cover vacant or derelict land, infill sites, land occupied by redundant or unused buildings, and developed land within the settlement boundary where further intensification of use is considered acceptable.
- **Effective housing land supply**: The part of the established housing land supply which is free or expected to be free of development constraints in the period under consideration, and will therefore be available for the construction of housing.
- **Established housing land supply** - The total housing land supply - including both unconstrained and constrained sites. This will include the effective housing land supply, plus the remaining capacity for sites under construction, sites with planning consent, sites in adopted local development plans and where appropriate other buildings and land with agreed potential for housing development.
- **Housing Land Requirement (HLR)** - A figure around 10% higher than the Housing Supply Target (HST) that was introduced in the Kilmarnock and Loudoun Sub HMA (Figure 4) and East Ayrshire as a whole. The HLR provides additional land in the area to allow for flexibility of range and choice.
- **Housing Supply Target (HST)** - A policy view of the number of homes the Council has agreed will be delivered in each housing market area over the period of the LDP and Local Housing Strategy 2013-2018.
- **Sub-Housing Market Area (Sub HMA)** - A geographical area which is relatively self-contained in terms of housing demand, i.e. a large percentage of people moving house or settling in the area will have sought a dwelling only in that area.
- **Greenfield site** - Sites which have never been previously developed or used for an urban use, or are on land that has been brought into active or beneficial use for agriculture or forestry, i.e. fully restored derelict land.



East Ayrshire Council
Comhairle Siorrachd Àir an Ear

Planning & Economic Development
The Opera House, 8 John Finnie Street
Kilmarnock, KA1 1DD

www.east-ayrshire.gov.uk