

East Ayrshire Council

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An abstract geometric design composed of various colored triangles (red, yellow, green, and white) arranged in a complex, overlapping pattern. The design is set against a dark, textured background. Two white triangles are positioned to point towards the center of the design, one at the top left and one at the bottom right.

# **East Ayrshire Local Development Plan 2**

## **Housing Land Audit 2022**

Volume 1: Summary Report



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## **1. Introduction**

1.1. The Housing Land Audit 2022 is an assessment of the housing land supply available in the East Ayrshire Council area as at 1st April 2022. 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 2037.

1.2. This document provides a summary of the 2022 Housing Land Audit. Programming for individual sites and EALDP allocations included in the Audit can be seen in Housing Land Audit 2022 Vol 2 – Settlements and Sites.

1.3. The first period includes five complete years commencing in April 2022 and concluding at the end of March 2027. 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 2023.

1.4. All new housing development, redevelopment, conversions and subdivisions of four 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 2022 and will provide four 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. National Planning Framework 4 (published February 2023) states that annual housing land audits will monitor the delivery of housing land to inform the pipeline and actions to be taken in the Delivery Programme. Given the timing of NPF4's publication, this audit does not take NPF4 into consideration, however future audits will.

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). During the 2022 audit period, the East Ayrshire Local Development Plan 2 - Proposed Plan was published for consultation (summer 2022). Given the LDP2's status at this time, it is deemed not appropriate to include data for sites allocated in LDP2.

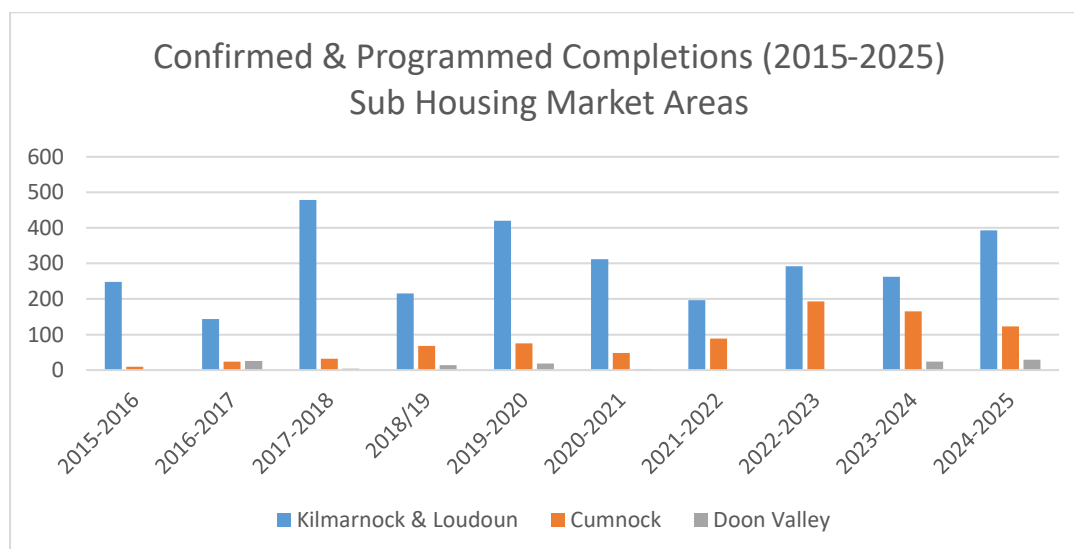
## 2. Main Findings

**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 2022/23 to 2026/27 period, in East Ayrshire as a whole.

**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 2343 housing units with approximately 1972 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 2022 - 31st March 2027).

**2.3. Windfall Sites** – 15.8% of the effective supply in the years 2022-2027 is from Windfall Sites (of 4 or more units). Smaller windfall developments of less than 4 units are 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. However, in consultation with Homes for Scotland it has been highlighted that there will be an expected downturn in the housing market over the next 2 to 3 years due to recent economic and global issues.



**Figure 1. House completions per annum and by Sub HMA.**

**2.5. Potentially Effective Supply** - The following 5 year period from 2027 to 2032 offers potential for a further 900 units to be delivered and the subsequent 5 year period from 2032 to 2037 an additional 404 units.

**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 2) 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)

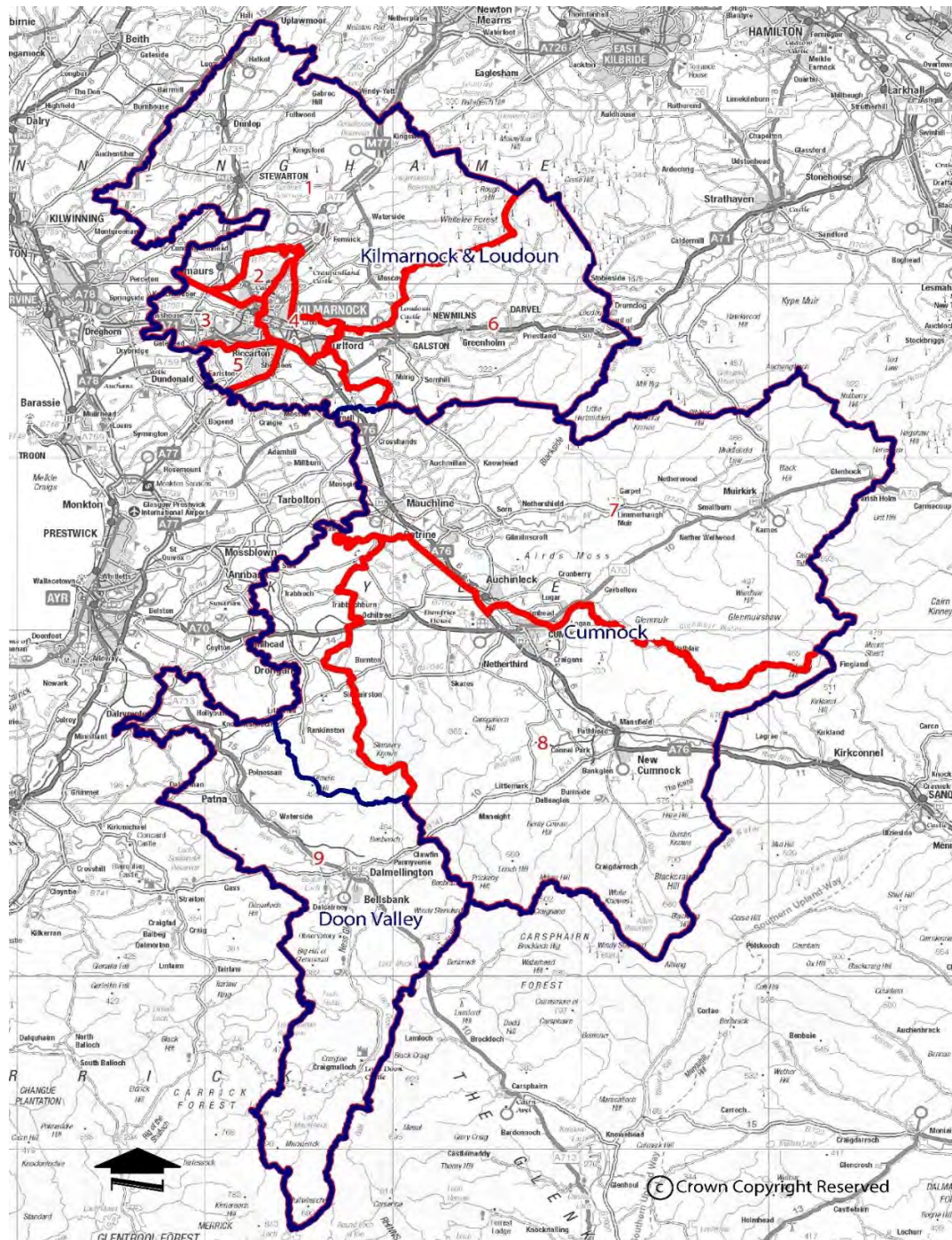
2.7. A shortfall has been identified in the number of homes completed in each Sub HMA (Table 1) and in East Ayrshire as a whole since the adoption of the Proposed LDP (2015/16 to 2021/22). When assessed against the HST and HLR using the residual method, this means that the requirement for the three remaining years of the 2015-2025 LDP period (2022/23 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 2021/22	Shortfalls (HST/HLR) to 21/3/25	Effective Supply					Years Supply of 5.0
			2022/23	2023/24	2024/25	2025/26	2026/27	
HST Average Method								
Cumnock	N/A*		193	160	123	118	103	5.4
Doon Valley			0	24	29	24	12	1.8
Kilmarnock & Loudoun			296	302	393	311	259	4.7
East Ayrshire			489	486	545	453	374	4.6
HST Residual Method								
Cumnock	346	-682	193	160	123	118	103	2.1
Doon Valley	66	-371	0	24	29	24	12	0.6
Kilmarnock & Loudoun	2016	-385	296	302	393	311	259	3.5
East Ayrshire	2428	-1438	489	486	545	453	374	2.5
HLR Average Method								
Cumnock	N/A*		193	160	123	118	103	5.4
Doon Valley			0	24	29	24	12	1.8
Kilmarnock & Loudoun			296	302	393	311	259	4.0
East Ayrshire			489	486	545	453	374	4.1
HLR Residual Method								
Cumnock	346	-658	193	160	123	118	103	2.1
Doon Valley	66	-371	0	24	29	24	12	0.6
Kilmarnock & Loudoun	2016	-984	296	302	393	311	259	2.4
East Ayrshire	2428	-2013	489	486	545	453	374	2.1

**Table 1. Programmed Housing Completions. \*Past completions not applicable using average method.**

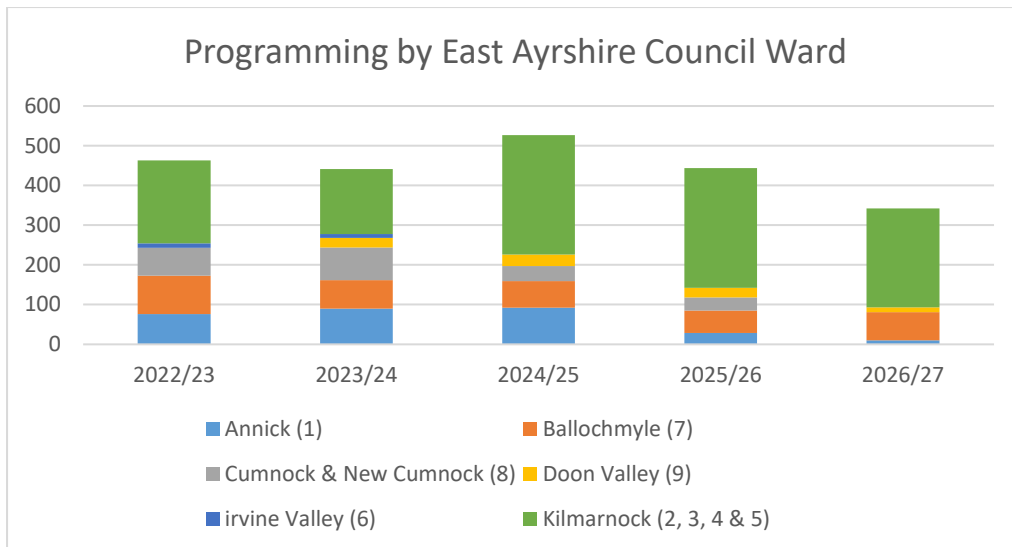
2.9 A substantial established supply (housing land allocated in the EALDP) is expected to remain undeveloped at the end of the programming period. An unwillingness on the part of developers to initiate housebuilding in certain areas of East Ayrshire is not therefore the result of a lack of available allocated land and may be attributed to market conditions or other factors.



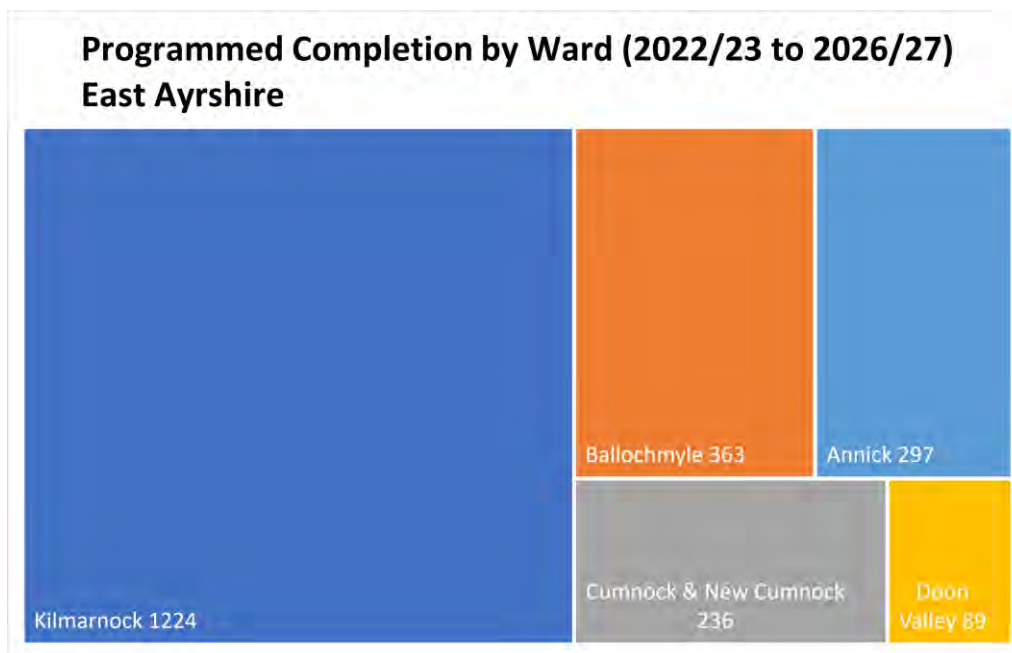
**Figure 2. East Ayrshire Sub Housing Market Areas (blue/purple) and Council Wards (red)**

**2.10 Programming by East Ayrshire Council Ward** - The following graph summarises site figures by Ward (Kilmarnock wards aggregated) for the years 2022/23 to 2026/27. 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 3. PROGRAMMING BY COUNCIL WARD. KILMARNOCK WARDS AGGREGATED FOR CLARITY. LABEL NOT PROVIDED IF FEWER THAN 20 COMPLETIONS IN ANY GIVEN YEAR PER SUB HMA.**

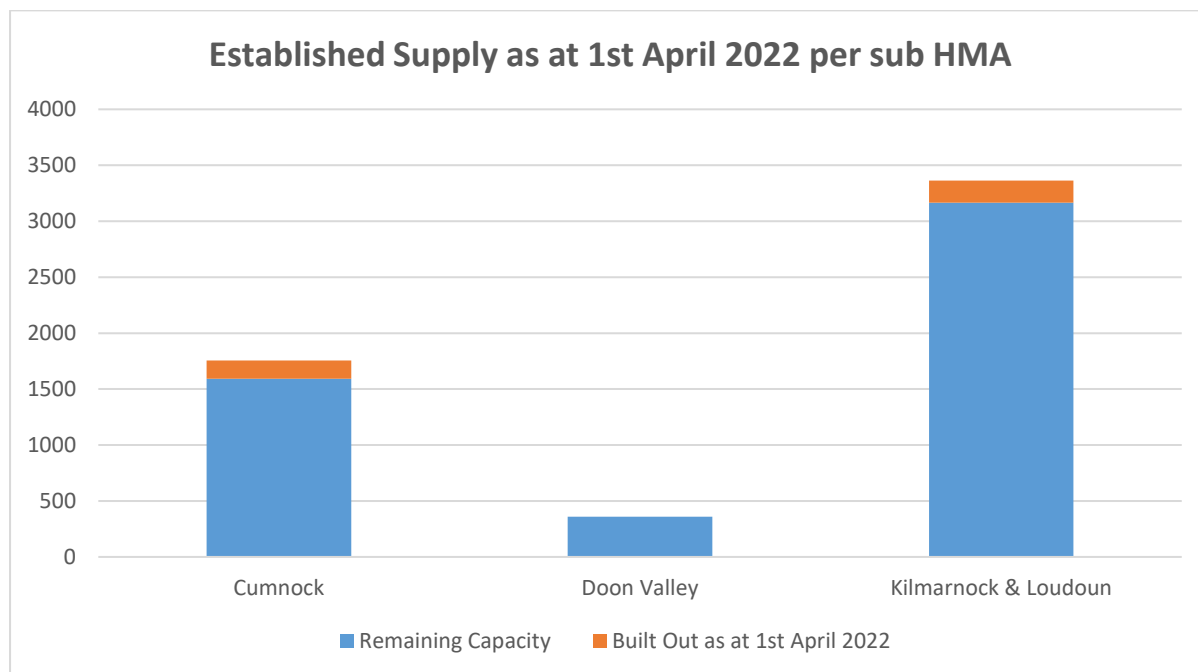


**Figure 4. Programming by Council Ward. Programming for Irvine Valley is 21 units.**



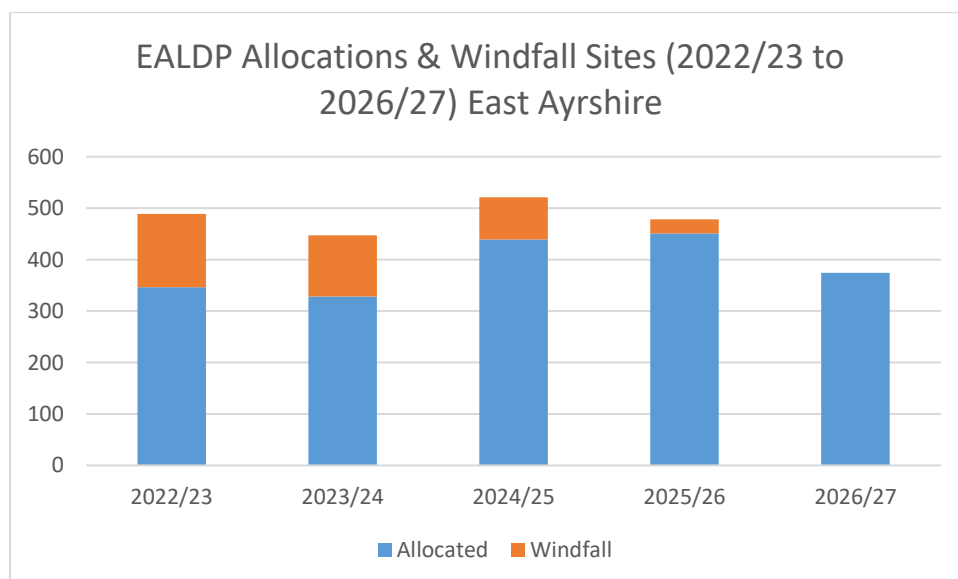
### 3. Additional Statistics

**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 2022 to accommodate around 5000 homes.



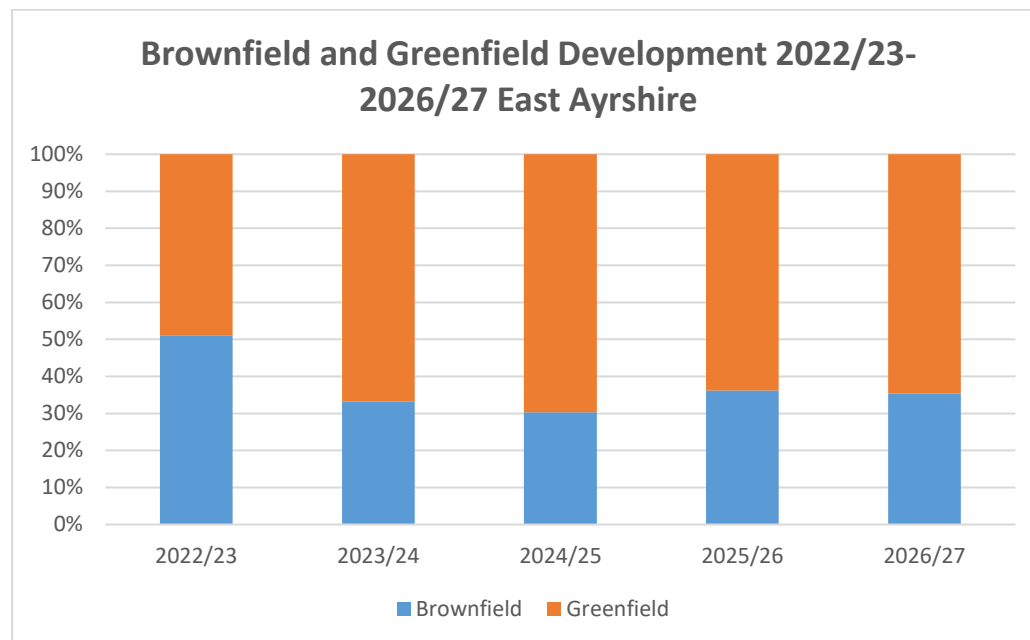
**Figure 5: Established supply as at 1<sup>st</sup> April 2022 per sub HMA**

**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.



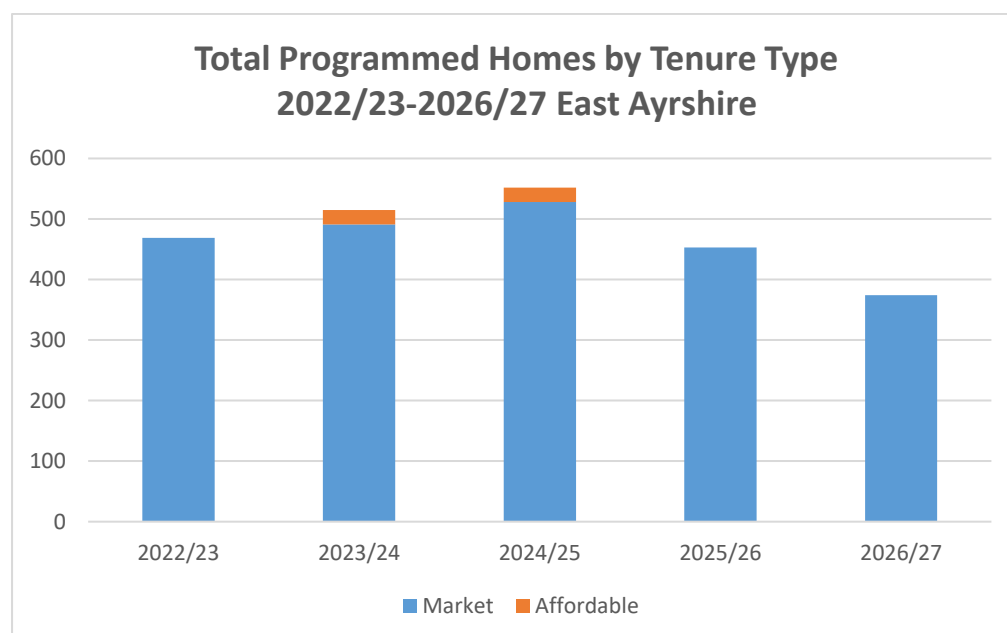
**FIGURE 6. NO. DWELLINGS PER ANNUM CONSTRUCTED AT ALLOCATED/WINDFALL SITES (2022/23 TO 2026/27)**

**3.4. Brownfield/greenfield land** - The number of units programmed to be built on brownfield land does not exceed the number on greenfield 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.



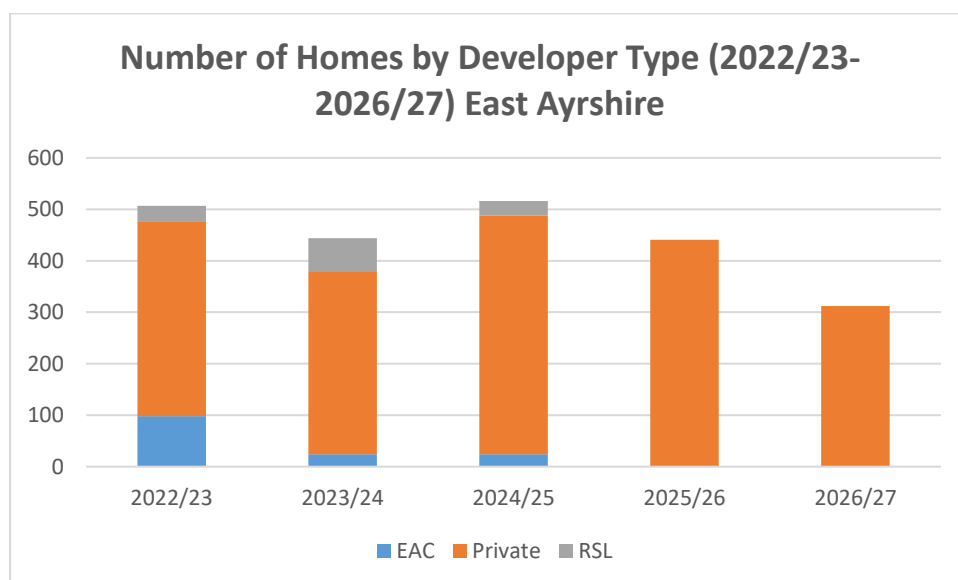
**FIGURE 7. DWELLINGS PER ANNUM CONSTRUCTED ON BROWNFIELD AND GREENFIELD SITES (2022/23 TO 2026/27)**

**3.5. Number of homes by tenure type** – Whilst a majority of homes developed are expected to be sold on the open market, a small number are programmed to be developed as affordable homes. This will either be 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.



**FIGURE 8: DWELLINGS BY TENURE TYPE (AFFORDABLE & MARKET (INCLUDES MIXED DEVELOPMENT)) (2022/23 TO 2026/27)**

**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. Figure 9, in terms of delivery of affordable homes only includes units being delivered by the Council's SHIP programme. 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.



**FIGURE 9. NUMBER OF HOMES PER DEVELOPER TYPE (2022/23 TO 2026/27)**

**3.7. 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.

#### **4. Allocated Sites Built Out Before 01/04/2022**

4.1. The following residential sites allocated in the 2017 East Ayrshire Local Development Plan had been built out before 01/04/2022:

Settlement	Site Address	Site Ref	Allocated Capacity
<b>Cumnock Sub HMA</b>			
<b>Auchinleck</b>	Dalshalloch Road	437H	20
<b>Cumnock</b>	Ayr Road	401H	9
	Cairn Road	262H	16
	Hospital Site	436H	40
<b>Drongan</b>	Robert Burns Avenue	287H	19
<b>Hayhill</b>	Hayhill Cottages	279H	4
<b>Doon Valley</b>			
<b>Dalmellington</b>	Melling Terrace	202H	5
<b>Dalrymple</b>	Burnton Road	067H	37
<b>Kilmarnock &amp; Loudoun</b>			
<b>Darvel</b>	Lochore Terrace	204H	13



<b>Fenwick/Laigh Fenwick</b>	Kilmaurs Road	297H	18
	Skernieland Road	174H	38
<b>Galston</b>	Brewland Street	409H	10
	Chapel Lane	408H	30
<b>Kilmarnock</b>	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
<b>Newmilns</b>	Ladeside	431H	5
<b>Stewarton</b>	Kilwinning Road	354H	160
	Robertland Square	440H	8
	Dunlop Road	356H	130
	Wylie Place	439H	6
<b>TOTAL</b>			<b>1163</b>

## 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) 2022-2027

## 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 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.





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