

Housing Land Audit 2025

EVIDENCE REPORT

Supporting Document • February 2026



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1. Introduction

- 1.1. The Housing Land Audit 2025 is an assessment of the housing land supply available in the East Ayrshire Council area as of 31st March 2025. The audit identifies and provides a programme of expected housing delivery over a 10-year period and includes expectations for the delivery of new homes up to the end of March 2035. The Audit has been prepared in line with the latest Scottish Government Guidance on Housing Land Audits, published in January 2025.
- 1.2. This document provides a summary of the 2025 Housing Land Audit. Programming for individual sites and EALDP2 allocations included in the Audit can be seen in the accompanying online mapping portal.
- 1.3. The Council's previous Housing Land Audits used a base date of 1st April, however as per the updated Scottish Government Guidance, this 2025 Audit presents information at the base date of 31st March 2025. To bring the Council up to date with the new Guidance, relevant data, including housing completions, has been recorded for two audit years (2023/4 and 2024/5). The next audit will take a base date of 31st March 2026.
- 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 2 (EALDP2), additional housing supply is provided through windfall sites. A windfall site has been included in the audit where it has extant planning permission on 31st March 2025 and will provide four or more housing units.
- 1.5. Scotland's Fourth National Planning Framework (NPF4) sets out a Minimum All Tenure Housing Land Requirement (MATHLR) for each planning authority in Scotland. The MATHLR is the minimum capacity of housing land, by reference to the number of housing units accommodated, that a Planning Authority must allocate for residential development over a 10-year period. A MATHLR of 4050 dwellings has been established for East Ayrshire as a whole. The EALDP2, adopted April 2024, allocates housing land with an indicative capacity of 5145 homes, a surplus of 2095 above the MATHLR.
- 1.6. The Housing Land Audit has multiple purposes:
 - To monitor the availability of deliverable sites;
 - To identify progress of sites through the planning process;
 - To inform the Council's school roll forecasts; and
 - To provide analysis on housing completions
- 1.7. The audit comprises data for all East Ayrshire Local Development Plan (EALDP2) sites allocated for housing (including miscellaneous sites which specify housing as an acceptable use on the site) and windfall housing sites of 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 EALDP2 was adopted on 8th April 2024, at the start of the 2024/5 audit year; therefore, this Audit records the first 12 months of completions since the adoption of the new plan.

2. Engagement with Stakeholders

- 2.1. The 10-year programming included in this Audit is the result of detailed consideration of all LDP2 housing allocations as well as other consented housing sites (LDP1 and windfall sites). Each individual site has been assessed and programmed as appropriate. The programming, where possible, takes account of dialogue with both planning officers who have determined applications and house builders/landowners who will be delivering the sites. In addition, Homes for Scotland (HfS), the industry body that represents many private house builders throughout Scotland has been fully engaged in the process on a detailed site-by-site basis, confirming site completions and advising on future programming.
- 2.2. The 2025 HLA Guidance requires that any sites disputed by Homes for Scotland are clearly recorded in the Schedule under a Column titled 'Dispute'. Following positive engagement with HfS, there are no disputed sites included in the Council's 2025 Audit. This is particularly encouraging as the Council's previous 2023 Audit contained several sites that were disputed by HfS; therefore, all past disputes have now been resolved.

3. Main Findings

Housing Completions

- 3.1. The EALDP2 was adopted on 8th April 2024, marking the beginning of a new plan period and new housing site allocations. This Audit records the final 12 months of completions under the 2017 plan (2023/4) and the first 12 months of completions since the adoption of the EALDP2 (2024/5).
- 3.2. Houses were recorded as "complete" at the date that a Completion Certificate was issued by the Council's Building Standards Service. Table 1 sets out completions by Sub-Housing Market Area (SHMA) and Ward. The SHMAs are illustrated on the map in Appendix 1. For clarity, ward 9 is the only ward that straddles two SHMAs.

	Completions Apr23 - Mar24	Completions Apr24 - Mar25
Kilmarnock and Loudoun SHMA	179	253
Ward 1 - Annick	103	32
Ward 2 - Kilmarnock North	0	29
Ward 3 - Kilmarnock West and Crosshouse	47	47
Ward 4 - Kilmarnock East and Hurlford	5	53
Ward 5 - Kilmarnock South	23	88
Ward 6 - Irvine Valley	1	4
Cumnock SHMA	55	60
Ward 7 - Ballochmyle	42	9
Ward 8 - Cumnock and New Cumnock	13	51
Ward 9 - Doon Valley	0	0
Doon Valley SHMA	0	0
Ward 9 - Doon Valley	0	0
Total	234	313

TABLE 1: HOUSING COMPLETIONS BY SUB-HMA AND WARD

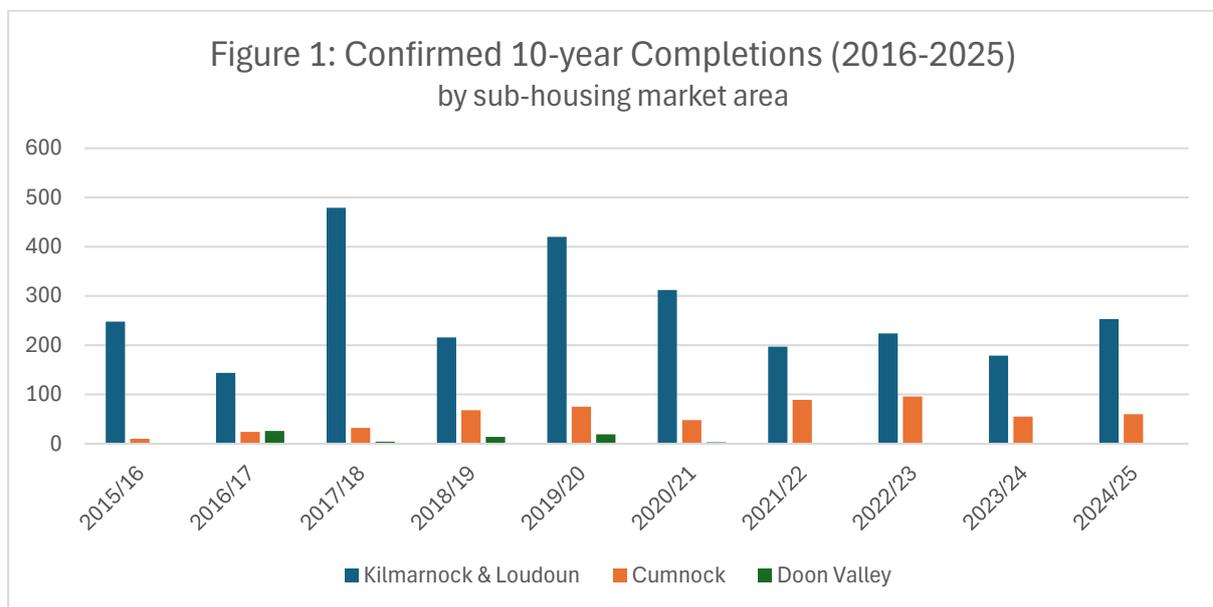
- 3.3. A comparison in Table 2 of housebuilding programming in the previous HLA (2023) versus actual completions shows that programming was overestimated for both audit years, although the difference

was lower for the audit year 2024/5. Due to resource constraints, the previous audit included data on programming but not past completions; a lack of information on what was already complete on site therefore likely led to inflated programming. Two years of data has therefore been included in this audit for the sake of clarity and completeness.

	Programming in previous audit (2023)	Actual completions	Difference
Apr23-Mar24	364	234	130
Apr24-Mar25	384	313	71

TABLE 2: PROGRAMMED VERSUS ACTUAL COMPLETIONS

3.4. Figure 1 shows the previous ten years of housing completions. The figure recorded for 2019/20 is based on projections rather than actual completions due to the COVID-19 pandemic.



3.5. A total of 13 sites have been completed in the two years recorded in this audit (April 2023 – March 2025). 11 of these sites were not allocated in the EALDP2: 6 were allocated under the 2017 plan, and a further 5 were windfall sites. On basis that as of the audit base date of 31 March 2025, LDP2 had only been in place for 1 year, it would be entirely expected that only a limited number of LDP2 sites would have been completed.

3.6. The first two allocated EALDP2 sites are now complete. These are:

- KK-H8: Kennedy Drive, Kilmarnock – 48 units
- KM-H3: Irvine Road, Kilmaurs – 115 units

3.7. A comparison of completions **on EALDP2 sites** against the deliverable housing land pipeline in Table 3 shows that, of the sites in the short-term pipeline (1-3 years): 36% are complete or have started on site; a further 18% have planning consent; and 46% have no consent. In addition, 26% of medium-term sites (4-6 years) have planning consent. Given that the EALDP2 was adopted only 1 year prior to the base date

of this audit, overall, steady progress is being made towards delivering the housing land pipeline that was established within the development plan.

Row Labels	Complete	Started on site	Not yet started	Unconsented	Grand Total
Short (1-3 years)	2	8	5	13	28
Medium (4-6 years)		2	6	23	31
Long (7-10 years)			1	14	15
<i>N/A - Miscellaneous Sites</i>				12	12
Total	2	10	12	62	86

TABLE 3: PROGRESS AGAINST THE DELIVERABLE HOUSING LAND PIPELINE (EALDP2 SITES ONLY)

3.8. Figure 2 shows the remaining capacity of all housing sites (LDP and windfall) included in the Audit, as at the base date of 31 March 2025. The two single largest housing sites in the EALDP2, with an indicative capacity of 800 units each, are recorded in the unconsented capacity for Ward 3: Kilmarnock West and Crosshouse and Ward 4: Kilmarnock North.

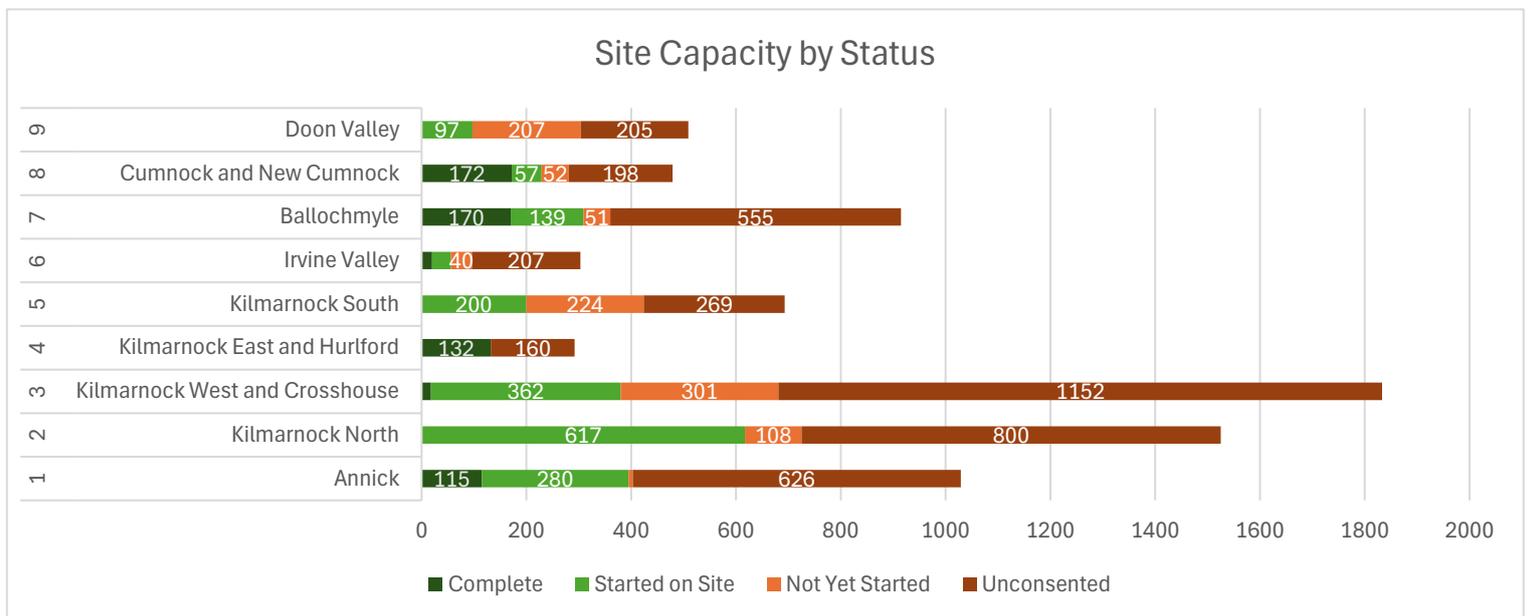


FIGURE 1: HLA SITE CAPACITY BY STATUS. FOR CLARITY, LABELS ARE NOT INCLUDED WHERE THE UNITS REPRESENTED ARE FEWER THAN 40.

10-Year Programming on Deliverable Sites

3.9. Previously known as "effective" sites, the audit provides an indication of deliverable land supply in the East Ayrshire Council area. The Audit records 51 sites as "deliverable"; these are sites with planning consent and a known developer.

3.10. A further 49 sites are recorded as "deliverable with constraints"; these are allocated EALDP2 housing sites with no current planning consent, however, there remains confidence in their delivery due to the EALDP2 only recently being adopted. As part of the EALDP2 process, they were robustly assessed, consulted on and many of them considered as part of the independent Examination, demonstrating that they good sites with strong prospects of coming forward for development.

3.11. Only sites recorded as "deliverable" or "deliverable with constraints" are programmed in the Audit. Of these 100 sites, a supply of 5051 housing units is programmed for delivery in the ten-year period following

the base date of this audit (April 1st 2025 - 31st March 2035). Approximately 96% are programmed on allocated EALDP2 sites.

3.12. Table 4 shows the total capacity of sites recorded as ‘deliverable’ or ‘deliverable with constraints’, alongside the estimated 10-year housing supply on these sites. Figure 3 breaks down the annual programming by Council Ward.

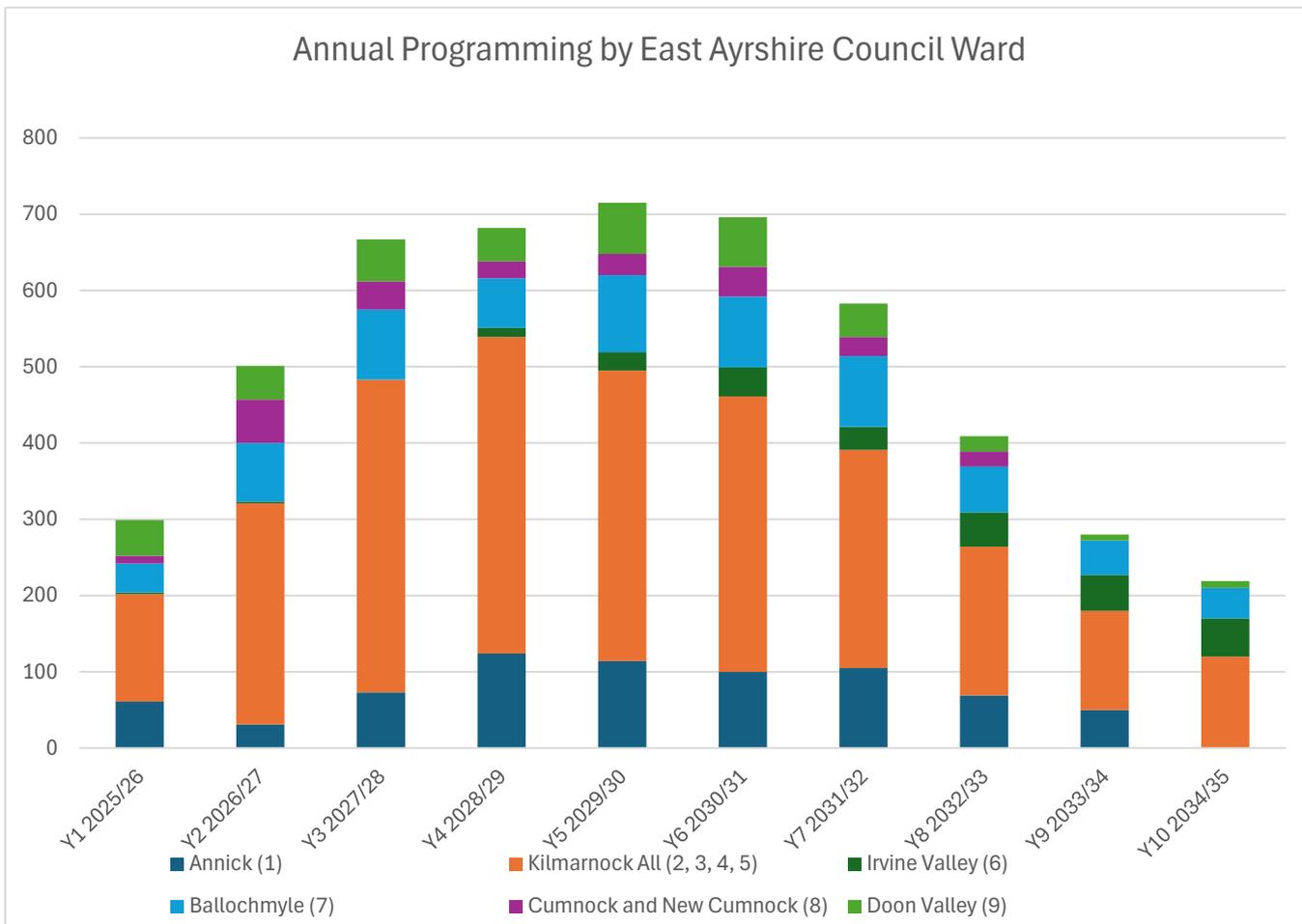


FIGURE 2: ANNUAL PROGRAMMING BY COUNCIL WARD. KILMARNOCK WARDS AGGREGATED FOR CLARITY. LABEL NOT PROVIDED IF FEWER THAN 20 COMPLETIONS IN SUB-HMA IN ANY GIVEN YEAR.

Sub Housing Market Area	Number of Sites	Total Capacity of Sites	10-Year Programmed Supply
Kilmarnock and Loudoun	52	5390	3706
Cumnock	39	1236	1131
Doon Valley	9	320	214
Total	100	6946	5051

TABLE 4: DELIVERABLE CAPACITY AND PROGRAMMED SUPPLY

Minimum All-Tenure Housing Land Requirement (MATHLR)

3.13. To accord with NPF4, 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) over the plan period. An East Ayrshire-wide HST of 3130 has been determined, and a Minimum All-Tenure Housing Land Requirement (MATHLR) of **4050 dwellings** has been established for East Ayrshire by applying a >30% generosity to the HST. This generosity allows for flexibility and choice during the 10-year plan period should any allocated sites prove not to be effective. Table 5 sets out the total 10-year programming for each sub-HMA against the respective MATHLR established in the EALDP2.

	Kilmarnock & Loudoun	Cumnock	Doon Valley	East Ayrshire
TOTAL 10-year projection	3706	1131	214	5051
MATHLR requirement	3330	630	90	4050
Surplus	376	501	124	1001

TABLE 5: 10-YEAR PROGRAMMING BY SUB-HMA COMPARED TO MATHLR

3.14. It is acknowledged that annual programming in Figure 3 predicts a significant increase in yearly supply in comparison to the 10-year average of 330 units established in Figure 1, particularly towards the middle of the plan period (ca. 2027/8 to 2030/31). This increase in turn contributes to the predicted surplus above the MATHLR which is shown in Table 5 above.

3.15. The reasoning for this is that the recently adopted EALDP2 allocates a new supply of housing land, including a significant surplus; it is anticipated that it will be within the latter years of the EALDP2 plan period that much of the actual build out and delivery of sites will take place. In the first 2-3 years following allocation, considerable time will be taken up with site negotiations, pre-application consultation, planning application determination and infrastructure works. This is particularly relevant for the large EALDP2 releases, such as in Northwest Kilmarnock, Stewarton and Kilmaurs. The larger, more complex sites tend to, by their nature, take longer to get on site; therefore, projections logically increase towards the end of the plan period. The data set out in Table 2 on progress towards the housing delivery pipeline and Figure 3 on the status of sites also supports this assumption.

3.16. As demonstrated in Table 5, projections indicated that the MATHLR will be exceeded in all areas. However, it is important to note that the EALDP2 allocates land with surplus capacity of 2095 above the MATHLR, to give a degree of flexibility. Therefore, as the Council progresses through the plan period and the deliverability of sites becomes more certain, it is likely that the total annual programming may reduce in the event that some sites do not come forward for development. Should this occur, past trends suggest this would be attributable to market conditions or other factors which lead to an unwillingness on the part of developers to initiate housebuilding in certain areas of East Ayrshire; the HLA clearly establishes that there is sufficient allocated land for development.

Constrained Sites

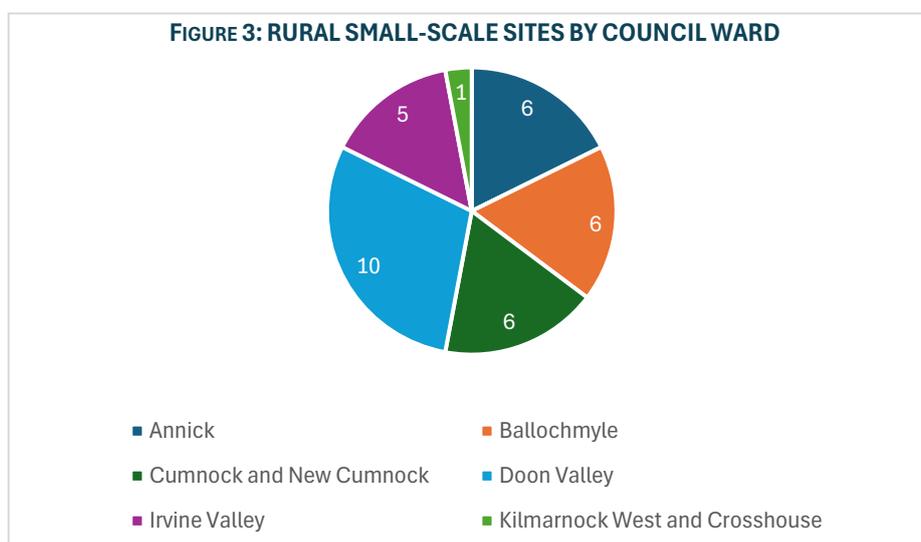
- 3.17. Twelve sites in the 2025 Audit are categorised as "constrained" and recorded in a separate list which accompanies the main Schedule. This represents 11% of the total sites in this Audit, when omitting those categorised as "removed".
- 3.18. This category has been applied to eleven sites which are allocated for 'miscellaneous uses' in the EALDP2 and do not currently have a planning consent. If a planning application for housing is received, then these sites can be moved back to the main Schedule in future audits.
- 3.19. The one other site included on the "constrained" list is a windfall site which had extant planning permission at the base date of the Audit, but it is known that an application to renew this permission has since been refused. Therefore, this site will be recorded as "removed" in the 2026 Audit.

Removed Sites

- 3.20. At the base date of 31st March 2024, this audit removes 42 sites that were included in the previous 2023 audit. The majority (27 sites) are no longer allocated for housing in the EALDP2, which was adopted in April 2024. Five sites had reached full build out by the base date and were therefore removed due to being complete.
- 3.21. This Audit removes a further nine sites at the base date of March 2025. Seven of these had reached full built out by the base date and were therefore removed due to being complete. The remaining two sites were removed as planning consent had expired and investigations concluded it would not be reinstated.

Small-Scale Housing Sites

- 3.22. 'Small-scale' housing sites are those with applications for 3 units or fewer. In East Ayrshire, these applications form an important part of the supply of new homes, particularly in the rural area. 34 of the small-scale sites consented in the last two years (52%) are located outside of settlement boundaries. The breakdown of these rural sites per Council Ward is shown in Figure 4 below. The results shown in figure 4 demonstrate that the spatial approach to rural housing in the EALDP2 is proving effective; the Rural Diversification Area, which takes in most of southern East Ayrshire, has a more flexible and supportive



framework for rural housing, therefore it is encouraging to see greater numbers of units coming forward in the Doon Valley.

- 3.23. Confirmed data on unit numbers from consented planning applications, and completions certificates issued on small-scale sites, has been amalgamated to form two entries in the Main Schedule. Over the past two years, 30 units have been completed on small-scale sites, and 75 consented. Programming estimates that around 12 units annually will be delivered on these sites over the next three years.

4. Additional Statistics

Brownfield / Greenfield

- 4.1. Table 6 shows the breakdown of the 100 deliverable sites, as well as how many of the brownfield sites are on the Vacant and Derelict Land Register (VDL).

	Deliverable	Deliverable with constraints	Grand Total
Greenfield	25	23	48
Brownfield	26	25	51
VDL	10	13	23
No	16	12	28
Both		1	1
Total	51	49	100

TABLE 6: GREENFIELD / BROWNFIELD SITE BREAKDOWN

- 4.2. Although the raw number of greenfield/brownfield sites show a roughly even split between the two, 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, as shown in Table 7. Brownfield land allocations in the plan tend to be much smaller than greenfield, and 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 been progressively occupied.

Sub Housing Market Area	10-Year Supply: Greenfield	10-Year Supply: Brownfield
Kilmarnock and Loudoun	2949	757
Cumnock	690	375
Doon Valley	148	66

TABLE 7: 10-YEAR SUPPLY ON GREENFIELD / BROWNFIELD BY SUB-HMA

Allocated / Windfall

- 4.3. Table 8 shows that the vast majority of future 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.
- 4.4. 19% of the deliverable supply in the ten-year period 2025/6 to 2034/5 is from windfall sites. Windfall sites are only added to the Audit when they have obtained planning consent for housing, therefore these

sites make up a larger proportion of the short-term development (years 1-3). Smaller windfall developments of fewer than 4 units are not included in this figure and instead recorded under small-scale housing sites.

	Y1 2025/26	Y2 2026/27	Y3 2027/28	Y4 2028/29	Y5 2029/30	Y6 2030/31	Y7 2031/32	Y8 2032/33	Y9 2033/34	Y10 2034/35
LDP Sites	73%	85%	97%	99%	99%	99%	99%	100%	100%	100%
Windfall Sites	27%	15%	3%	1%	1%	1%	1%			

TABLE 8: PROPORTION OF ANNUAL PROGRAMMING ON ALLOCATED / WINDFALL SITES

Dwellings by Tenure and Type

4.5. Table 9 shows the number of completions per Ward between April 2023 and March 2025 and breaks these down by dwelling type (houses or flats) and tenure type (market or affordable). Summarising the data in the table, 74% of completions were for market sale and 26% of completions were affordable units. 95% of completions were houses and the remaining 5% were flats.

Ward	Total Completions	No. Houses	No. Flats	No. Market	No. Affordable
Annick	115	107	8	86	29
Kilmarnock North	0	0	0	0	0
Kilmarnock West and Crosshouse	18	10	8	0	18
Kilmarnock East and Hurlford	132	132	0	63	69
Kilmarnock South	0	0	0	0	0
Irvine Valley	20	20	0	20	0
Ballochmyle	170	156	14	123	47
Cumnock and New Cumnock	172	172	0	172	0
Doon Valley	0	0	0	0	0

TABLE 9: TOTAL COMPLETIONS BY DWELLING AND TENURE TYPE

5. Summary of EALDP1 Site Completions

Allocated Sites Built Out Before 31/03/2025

5.1. The 2025 Housing Land Audit is the first audit that removes all remaining sites from the 2017 East Ayrshire Local Development Plan which were not re-allocated in the adopted EALDP2. Therefore, Section 5 provides an overall benchmarking of site completions during the lifetime of this plan period now that it is at an end.

5.2. Table 10 shows the 37 housing sites and 3 miscellaneous sites allocated in the 2017 East Ayrshire Local Development Plan which were complete at 31/03/2025. Site references including a '+' were identified in the plan for affordable housing purposes.

Settlement	Site Address	Site Ref	Allocated Capacity	Total Completions
Cumnock Sub HMA				
Auchinleck	Dalshalloch Road	437H+	20	23
Cumnock	Ayr Road	401H+	9	9
	Cairn Road	262H	16	13
	Holmhead Hospital Site	436H	40	40
	Rigg Road	264H	120	156
	Stepends Road	015H	47	16
Drongan	Robert Burns Avenue	287H	19	19
Hayhill	Hayhill Cottages	279H	4	20
Lugar, Logan	Muirkirk Road	424H	19	19
Mauchline	Barskimming Road (Corrie Mains)	363H	26	30
	Kilmarnock Road	425H	75	99
Doon Valley SHMA				
Dalmellington	Melling Terrace	202H	5	5
Dalrymple	Burnton Road	067H	37	44
Kilmarnock & Loudoun SHMA				
Darvel	Lochore Terrace	204H+	13	13
Fenwick/Laigh Fenwick	Kilmaurs Road	297H	18	18
	Skernieland Road	174H	38	67
Galston	Barmill Road	282M	N/A	7
	Brewland Street	409H+	10	10
	Chapel Lane	408H+	30	30
	Maxwood Road	443M	N/A	12
Kilmarnock	Altonhill	136H	191	191
	Annandale	417H	36	36
	Campbelton Drive	411H+	32	32
	Former St Columba's PS	387M	N/A	10
	Glasgow Road	434H	80	84
	Holehouse Road (former College Site)	426H	70	84
	West Langlands Street	416H	39	39
	Montgomery Street	438H+	55	46
	Portland Street	415H	22	22
	Rennie Street	419H+	10	10
	Rothesay Place	412H+	48	48
	Stoddards Site (Barbadoes Road)	421H	68	75
	Western Road	413H	100	104
	Witch Road	414H+	14	13
Kilmaurs	Irvine Road *	422H	90	115
Newmilns	Ladeside	431H	5	5
Stewarton	Dunlop Road	356H	130	228
	Kilwinning Road	354H	160	223
	Robertland Square	440H+	8	8
	Wylie Place (Riverford)	439H	6	6
TOTAL			1710	2029

TABLE 10: COMPLETED EALDP1 SITES AS AT 31 MARCH 2025

Overall Delivery of LDP1 sites

5.3. 104 housing sites were allocated in the 2017 EALDP1 with an indicative capacity of 6680 units. Table 10 shows that 34 of these sites were complete at 31st March 2025, plus an additional 3 miscellaneous sites. Excluding the latter, the indicative plan capacity of 1710 for the completed housing sites was exceeded by 290 units, as shown in Table 11.

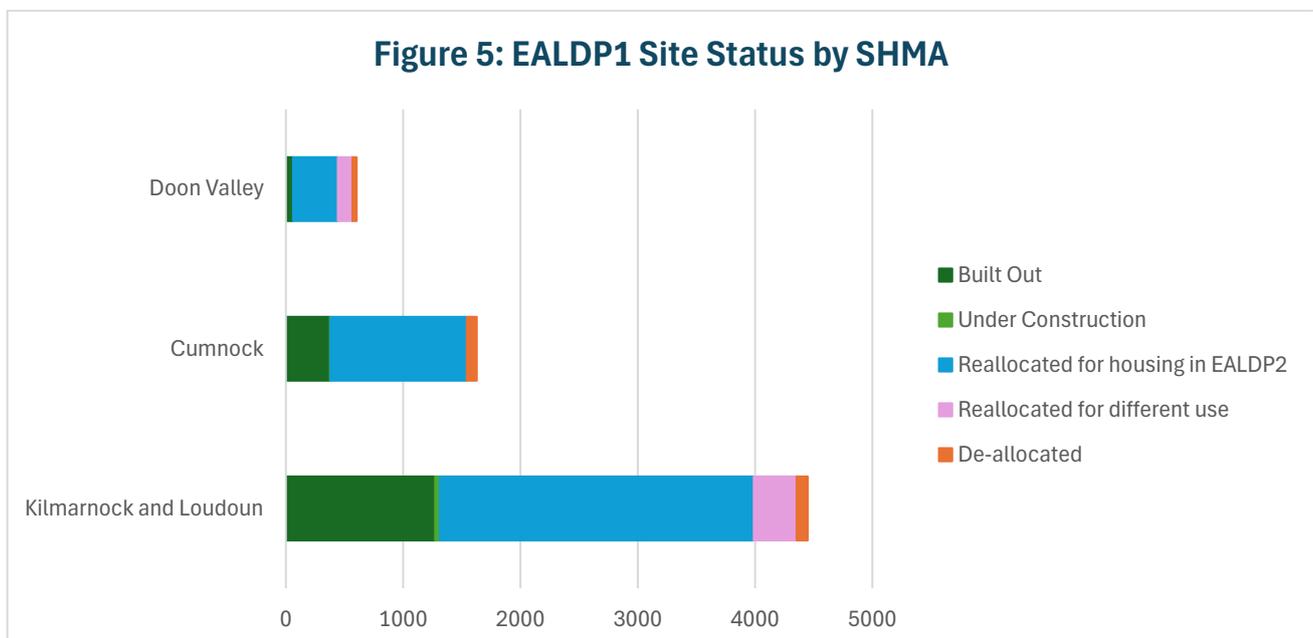
Sub Housing Market Area	Number of Complete EALDP1 Sites	Total Ind. Capacity of Sites	Actual Completions
Kilmarnock and Loudoun	24	1273	1507
Cumnock	10	376	425
Doon Valley	3	61	68
Total	37	1710	2000

TABLE 11: CAPACITY VS ACTUAL COMPLETIONS ON EALDP1 SITES

5.4. Table 12 breaks down the status of all 104 allocated sites in the EALDP1 at 31 March 2025, whilst Figure 5 provides a visualisation of the data by SHMA.

Site Status	Number of Sites	Total LDP1 ind. capacity	Total LDP2 ind. capacity
Built Out (Complete)	37	1710	N/A
Reallocated for housing in EALDP2	42	4221	3135
Reallocated for different use	6	490	0
Under construction	4	44	N/A
De-allocated	15	215	N/A
Total	104	6680	3135

TABLE 12: STATUS OF ALL EALDP1 SITES AT 31 MARCH 2025



5.5. An indicative capacity of 3135 units from the EALDP1 was carried forward into the EALDP2, and an additional 3559 units allocated on new housing sites, for a total indicative EALDP2 capacity of 6694 units.

Windfall sites

5.6. 23 windfall sites of four or more units were delivered during the lifetime of the 2017 Local Development Plan and recorded in the respective HLAs. Fifteen of these sites were developed by the Council as affordable housing sites; these are indicated by an asterisk in the table below.

Settlement	Site Address	Planning Ref	Total Completions
Cumnock Sub HMA			
Auchinleck	Site adj. 10 Park Road	10/0619/AMCPP	5
	Quarry Knowe*	20/0657/PP	8
Drongan	Local Council Office, Mill O Shield Rd*	20/0683/PP	12
Mauchline	Education Centre, Kilmarnock Road*	21/0578/PP	17
Doon Valley SHMA			
Dalrymple	Barbieston Road*	17/0159/PP	11
Patna	Carnshalloch Avenue*	18/0409/PP	19
Kilmarnock & Loudoun SHMA			
Darvel	Site East of 139 East Main Street	20/0149/PP	
Fenwick/Laigh Fenwick	Land btwn Hallhouse Nursing Home and Fenwick Hotel*	17/0333/AMCPP	16
Galston	Glebe Road	20/0050/PP	16
	9 Milrig Crescent	18/0118/PP	4
Hurlford	Cessnock Road*	17/0810/PP	14
Kilmarnock	Land at Bellevue Road, Bonnyton*	21/0189/PP	18
	Witch Road*	20/0114/PP	43
	Bellfield Primary School*	17/0966/PP	67
	Fraser Walk, New Farm Loch*	18/0261/PP	56
	St. Michaels, 40 Treeswoodhead Rd*	19/0240/PP	22
	Blacksyke Avenue, Shortlees*	16/0644/PP	43
	Sunnyside Square West*	18/0529/PP	27
Knockentiber	Kilmaurs Road	19/0640/PP	9
Lugton	Old Station Yard	19/1001/PP	5
Stewarton	David Dale Avenue	17/1112/PP	34
Rural Area	Land at Kingsford B769	17/0282/PP	4
	Middlethird Farm	18/0310/PP	5
TOTAL			459

TABLE 13: WINDFALL SITES COMPLETED DURING LIFETIME OF 2017 LDP

6. Summary of EALDP2 Site Completions

6.1. The following residential sites allocated in the 2024 East Ayrshire Local Development Plan 2 were complete at 31/03/2025:

Settlement	Site Address	Site Ref	Allocated Capacity	Completed Capacity
Kilmarnock & Loudoun				
Kilmarnock	Kennedy Drive	KK-H8	48	48
Kilmaurs	Irvine Road *	KM-H3	65	115
TOTAL			113	163

**allocated LDP1 site carried forward into LDP2 therefore counted in both plan capacities.*

APPENDIX 1 – MAP OF SUB-HOUSING MARKET AREAS AND WARD BOUNDARIES

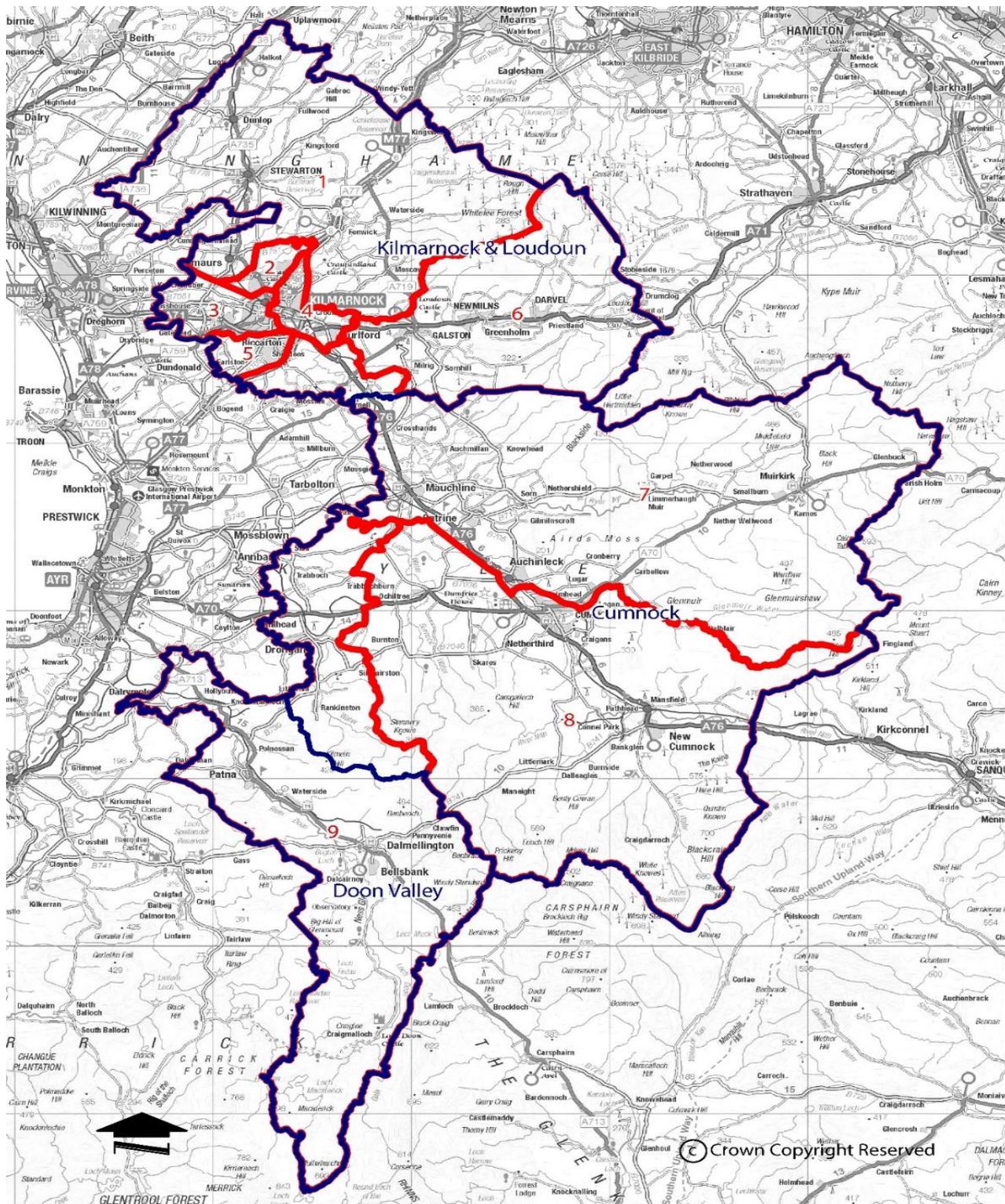


FIGURE 6: SUB-HOUSING MARKET AREA BOUNDARIES (BLUE) AND WARD BOUNDARIES (RED)