

---

**AYRSHIRE JOINT STRUCTURE PLAN AND TRANSPORTATION COMMITTEE  
8 DECEMBER 2000**

---

**Housing Land Provision within Ayrshire**

---

PURPOSE OF REPORT

- 1 To advise the Committee of the implications projected forecast changes in households will have on the demands for housing land within Ayrshire.

BACKGROUND

- 2 The Structure Plan requires that the Councils within Ayrshire work with public and private agencies to ensure sufficient land is available to meet forecast requirements. In general terms this means ensuring that at least a five year effective land supply is maintained at all times within each local authority area.
- 3 As was reported at the previous Committee in October the Scottish Executive have recently revised their household projections to cover the period up to 2012. While the previous projections incorporated within the Structure plan forecast an annual increase in households of around 900 per annum, the most recent forecasts suggest that households will increase by almost 1100 per annum, an increase of over 20%, refer Figure 1. This more optimistic assessment of future housing requirement will have implications for the provision of housing land within Ayrshire and this is discussed in detail below.

STRUCTURE PLAN ALLOCATIONS-UPDATE

- 4 The approved Structure plan made provision for the building of just under 9000 housing units in the period up to 1998-2005. This required additions to the housing land within this period of time of some 1500 extra housing units, largely within South Ayrshire. In North and East Ayrshire the additions to the land supply have now been identified and brought forward within the context of finalised local plans. In South Ayrshire a number of areas to meet the required shortfall have been the subject of consultation within their Consultation Draft Local Plan. To date however limited releases have been made within this Authority.

## STRATEGIC ASSESSMENT OF HOUSING LAND

- 5 An updated strategic assessment of housing land requirements within Ayrshire has recently been completed by the Structure Plan team in conjunction with the Ayrshire authorities, the assessment incorporates a number of key components. These are:
- An assessment of household change during the plan period, (reported to Committee in October).
  - An assessment of change within the housing stock, largely as a consequence of demolitions and transfer to second homes.
  - An assessment of the land currently available for housing and its potential output during the plan period.
  - A comparison of the supply and demand parameters.
  - The incorporation of a component of flexibility, which is at the discretion of the Structure Plan authority.

These components of demand and supply are briefly discussed below.

(a) Housing Demand

As reported in October households within Ayrshire are forecast to increase by just over 13,000 in the period 2000-12, an increase of 8% above current levels. The largest increases are forecast within North Ayrshire. In considering future housing requirements it is necessary not only to consider household change illustrated in Figure 2 but also changes that may occur during the planning period within the existing housing stock. These changes are brought about transfer of housing to second homes, by conversion or demolition. Changes brought about by conversion will generally have a net increase in the housing stock while changes due to demolition or a transfer to second homes will reduce the supply of available housing. The projected changes are summarised in Figure 4.

(b) Housing Supply

In conjunction with the house building industry and Scottish homes the three Ayrshire Councils undertake an annual audit of the land available for housing within Ayrshire. The audit for 2000 has recently been completed and identifies a supply of sites with a capacity of 13,820 units. Within this supply some 7945 units are expected to be built by 2007. Refer Figure 3.

(c) Flexibility

In the Structure Plan flexibility in the provision of housing within Ayrshire is incorporated in a number of ways, both on the demand and supply sides of the

analysis. On the demand side a flexibility allowance of 10% has been added to accommodate for more optimistic household growth than currently envisaged and to take account of uncertainty in changes within the housing stock. On the supply side this flexibility is achieved through the exclusion of "wind-fall" sites, the adoption of a seven year planning horizon and a rigorous assessment of the effectiveness of sites.

## HOUSING SHORTFALL

- 6 The assessment which has been undertaken brings together the elements discussed above to identify net additional requirement. This is illustrated in summary form in Figure 4. In the seven year period 2000-07 a shortfall of almost 2400 housing units is identified. This shortfall requires to be met as a matter of urgency through the identification of new housing opportunities. The allocation of sites within the areas of shortfall require to be brought forward through the local plan process and will require to conform to a range of criteria and policies outlined in the Structure Plan. Policy L5 within the Structure Plan however allows each authority to "fast track" this release at any stage of the Structure Plan or Local Plan process should it feel it is unable to accord with Structure Plan policy L1. This policy seeks to ensure a minimum effective five year land bank is maintained in Ayrshire at all times.
- 7 In the period beyond 2007 the provision of up to 7400 housing units may be required. This latter requirement will however be the subject of biennial review and will incorporate a roll forward of supply and demand parameters over a seven year horizon. The Committee should note that the assessment undertaken does not consider the type, size, or tenure or any other characteristics of the housing stock which would required to meet particular types of need.

### (a) Distribution of Shortfall by Sub Area

The requirements for additional housing land which are identified above have been allocated to eight housing sectors within Ayrshire<sup>1</sup>. The Structure Plan has sought to direct the assessed need at a local authority level toward these sub areas in accord with the wider economic and environmental objectives of the plan and the longer term settlement structure advocated in the Structure Plan. The strategy seeks to direct major residential development toward the principal centres of Ayr/Prestwick/Troon, Irvine/Kilwinning and Kilmarnock and accordingly over 80% of the release proposed by the year 2007 is directed towards these locations.

The allocations proposed are provided only as guidance to local plans. It is the responsibility of local plans to consider the proposed distribution within their Authorities within the context of the service, infrastructure and environmental constraints that may pertain to these sub-areas. Refer Figure 5.

---

<sup>1</sup> Refer Technical notes 11 and Appendix

## CONCLUSIONS

- 8 In conclusion the strategic assessment of future housing requirements that has been undertaken indicates that the planning system within Ayrshire should be making provision for up to 18000 houses in the period 2000- 2012. Just over 10,000 of these houses will require to be built by 2007. While a significant proportion of this land requirement will be met within existing land allocations and consents there continues to be a need to bring forward a further 2400 new housing opportunities, through investment within urban areas, increased density within known opportunities or by additional greenfield releases.
- 9 The need to meet the shortfall outlined in this report within South Ayrshire is now critical and major releases will be necessary if future demands are to be met in full. The assessment undertaken on behalf of the Joint Committee revises the figures previously presented within the approved Structure Plan policies L3 and L4 and is consistent with the requirements of Policy L2B.

## RECOMMENDATIONS

- 10 The Committee are:
- asked to approve the contents of this report as a basis for the provision of future housing land requirements within Ayrshire; and
  - to forward the report to East, North and South Ayrshire as additional guidance in the provision of housing land within Ayrshire.

Ian Johnson  
Manager  
Ayrshire Joint Structure Plan & Transportation Committee

Person to Contact: John Esslemont – 01292 673766

Figure 1 - Household Change 1971-91 and Household Forecasts 2000-2012

	Households 1971-91			Projected Households 2000-12		Change per annum 1971-91	Projected change per annum 2000-12
	1971	1981	1991	2000	2012		
<b>Ayrshire</b>	117975	132126	147386	159300	172400	1470	1092
<b>East Ayrshire</b>	41777	44602	48284	51100	528000	325	142
<b>North Ayrshire</b>	40012	47242	54018	59500	66400	700	575
<b>South Ayrshire</b>	36186	40282	45084	48800	53,200	445	367

Source: Scottish Executive

Figure 2 - Changes in households and Household Type 2000-12

	East Ayrshire	North Ayrshire	South Ayrshire	Ayrshire Structure Plan area -2000/12*	% Change
<b>Total Households</b>	1700	6900	4400	13100	8
<b>Households with 1 person</b>	3400	5800	4100	13300	28
<b>Household with 1 or more adults and 1 or more children</b>	-3400	-2800	-1600	-7600	-17
<b>Households with 2 or more adults</b>	1800	3600	1900	7500	11

Source: Scottish Executive

Figure 3 - Housing Land Supply, March 2000

	Established Land Supply (at March 2000)			Non-Effective Supply (post 2007)			Effective Supply (Potential Output - 2000-07)		
	Private	Public/Ha	Total	Private	Public/HA	Total	Private	Public/HA*	Total
<b>North Ayrshire</b>	5471	625	<b>6096</b>	2102	185	<b>2287</b>	3369	440	<b>3809</b>
<b>South Ayrshire</b>	3560	370	<b>3930</b>	2078	200	<b>2278</b>	1482	170	<b>1652</b>
<b>East Ayrshire</b>	3704	90	<b>3794</b>	1250	60	<b>1310</b>	2454	30	<b>2484</b>
<b>Ayrshire</b>	12735	1085	<b>13820</b>	5345	445	<b>5875</b>	7305	640	<b>7945</b>

\*includes private rented and unknown tenure

Source: AJSPT

Figure 4 - Strategic Assessment of Housing Land Requirements

	Household Change (2000-12)	Stock Change (2000-12)			Additional Housing Need			Effective Land Supply	Housing Land Shortfall	
	Households	Vacancies	Second Homes	Demolitions	Migration adjustment +Flexibility	2000-12	2000-07	March 2000	Shortfall /(surplus) 2000-07	Possible Requirement 2007-12
<b>East Ayrshire</b>	1700	60	5	1020	1159 +278	4222	2462	2484	(22)	1738
<b>North Ayrshire</b>	6900	255	200	120	748	8223	4797	3809	988	3426
<b>South Ayrshire</b>	4400	114	62	72	465	5113	2983	1652	1351	2130

Source: AJSPT

Figure 5 – Housing Shortfall - 2000-2012 Sub Market Guidance

	<b>Shortfall 2000-07</b>	<b>Possible 2007-12</b>
<b>EAST AYRSHIRE</b>	<b>0</b>	<b>1738</b>
Ayr, North Carrick & Doon (part)	0	0
Cumnock & Surrounding Areas	0	0
Kilmarnock & Loudoun	0	1738
<b>NORTH AYRSHIRE</b>	<b>988</b>	<b>3426</b>
Isle of Arran	100	100
North Coast & Cumbraes	100	300
Garnock Valley	100	300
Irvine & Kilwinning	550	2226
Ardrossan, Saltcoats & Stevenston	150	500
<b>SOUTH AYRSHIRE</b>	<b>1351</b>	<b>2130</b>
Ayr, North Carrick and Doon (part)	1251	2000
Girvan & South Carrick	100	130