

EAST AYRSHIRE COUNCIL

COUNCIL MEETING: 15 FEBRUARY 2001

EAST AYRSHIRE LOCAL PLAN: ADDITIONAL MODIFICATIONS

Report by Director of Development Services

1. PURPOSE OF REPORT

1.1 To present to Council for approval, a series of further modifications to the East Ayrshire Local Plan requested by the Development Services Committee at its meeting on 19 December 2000, and two amended responses to objections received in respect of the plan.

2. BACKGROUND INFORMATION

2.1 At its meeting on 19 December 2000, the Development Services Committee considered a report by the Director of Development Services on the East Ayrshire Local Plan – Objections and Representations Document and Schedule of Proposed Modifications. It was subsequently agreed to recommend approval of the Objection and Representation Document and the Schedule of Modifications and amongst other recommendations:-

- (i) to authorise the Head of Planning and Building Control to make minor textual changes to the finalised version of the East Ayrshire Local Plan;
- (ii) to make an addition to the modified policies as detailed in Annex 2 to the report, to reflect Crookedholm as a community in its own right and to come forward with a small scale housing development to meet local needs; and,
- (iii) that the suggested Modification No (xxvii) in Annex 1 to the report, apply equally to all housing developments in East Ayrshire and it be remitted to the Head of Planning and Building Control to bring forward appropriate changes to the Local Plan when it is considered by Council.

3. THE PROPOSED MODIFICATIONS

3.1 Following the Development Services Committee Meeting of 19 December 2000, a number of further modifications have been made to the finalised Local Plan comprising:

- (i) Amendments to reflect both Crookedholm and Hurlford being designated as separate settlements;
- (ii) Amendments to reflect the addition of a new Housing Development Opportunity site for 25 houses at Crookedholm;
- (iii) Amendments to ensure that developer contributions towards leisure and recreational facilities apply equally to all housing developments in East Ayrshire and not, as previously, solely to Stewarton.

3.2 In addition, a further minor technical change has been made to the finalised plan to rectify the omission of the Meadows, Galston as a Miscellaneous Development Opportunity Site for tourism, garden centre, filling station and nature facility usage.

3.3 The proposed changes and modifications to the Local Plan are detailed in Annex 1, attached to this report. The inclusion of the new Housing Development Opportunity Site at Crookedholm has also necessitated an amendment to responses to two objections to the local plan and the revised responses are detailed in Annex 2.

4. FINANCIAL IMPLICATIONS

4.1 None.

5. LEGAL/AUTHORITY IMPLICATIONS

5.1 None.

6. PERSONNEL IMPLICATIONS

6.1 None.

7. RECOMMENDATIONS

7.1 It is recommended that the Council approves the further amendments proposed for the East Ayrshire Local Plan as detailed in Annex 1 of this report and agrees the suggested modified responses to the objections detailed in Annex 2.

LIST OF BACKGROUND PAPERS

1. The East Ayrshire Local Plan – Finalised Version, as approved by the Development Services Committee on 29 September 1999.
2. Report by the Director of Development Services on the East Ayrshire Local Plan – Objectives and Representations Document and Schedule of Proposed Modifications, considered by Committee on 19 December 2000.

Stephen Chorley
Director of Development Services

29 January 2001
JL/MMM

EAST AYRSHIRE LOCAL PLAN

ADDITIONAL MODIFICATIONS REQUIRED AFTER CONSIDERATION BY DEVELOPMENT SERVICES COMMITTEE: 19 DECEMBER 2000

VOLUME 1: WRITTEN STATEMENT

<u>MOD</u>	<u>REF</u>	<u>DELETION</u>	<u>ADDITION/REPLACEMENT</u>	REASON FOR CHANGE
1.	Page 14		<p>Add at end of box entitled "Miscellaneous Development Opportunity Sites with Potential for Tourism, Leisure and Recreational Use":-</p> <p>'0236M The Meadows, Galston 26.37'</p>	To reflect addition of new Miscellaneous Development Opportunity Site.
2.	Page 14 Policy TLR2		<p>Add at end of policy:-</p> <p>'In this regard, the Council will request all potential developers of residential sites comprising 4 or more houses, to enter into a Section 75 Agreement with the Authority for contributions towards the provision of appropriate leisure and recreational facilities within the area to which the development relates. Contributions will be at a level to be agreed by the Council, based on the expected number of houses and the level of need in a particular area for the particular facilities.'</p>	To better reflect the Councils views.
3.	Page 22		<p>Add after the Catrine entry in Schedule 2:-</p> <p>'Crookedholm</p>	To reflect additional housing site included in the plan.

			235H*	Meadowside	25	1.33'	
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VOLUME 2: SETTLEMENT DEVELOPMENT OPPORTUNITIES

1.			<p>Add after CRONBERRY entry:-</p> <p>'CROOKEDHOLM</p> <p>Crookedholm, population 974, shares a common boundary with the settlement of Hurlford along the River Irvine. Crookedholm is essentially residential in nature and the northern part of the village has been identified by the Council as an area for priority integrated action and improvement. A further housing site has been identified in the settlement to meet local needs.</p> <p>CROOKEDHOLM DEVELOPMENT OPPORTUNITIES</p> <p>CROOKEDHOLM 1 Residential development at the following site will be supported by the Council:-</p> <table border="1"> <thead> <tr> <th>Site Ref</th> <th>Location</th> <th>Capacity</th> <th>Area</th> </tr> </thead> <tbody> <tr> <td>235H*</td> <td>Meadowside</td> <td>25</td> <td>1.33 ha</td> </tr> </tbody> </table> <p>Note: The Council will require, through an appropriate Section 75 Agreement, for the northern and eastern boundaries of the site to be planted with trees to meet amenity requirements.</p>	Site Ref	Location	Capacity	Area	235H*	Meadowside	25	1.33 ha	<p>To reflect the inclusion of Crookedholm as a separate settlement in the Local Plan and the inclusion of a new housing site in the settlement.</p>
Site Ref	Location	Capacity	Area									
235H*	Meadowside	25	1.33 ha									

			(* indicates site is effective for development prior to 2007)	
2.	HURLFORD & CROOKEDHOLM	Delete title and 1 st paragraph.	Replace with:- 'HURLFORD Hurlford, with a population of 4440 shares a common boundary with the adjacent settlement of Crookedholm along the River Irvine.	To reflect the inclusion of Hurlford as a separate settlement in the Local Plan.
		Delete in 1 st sentence of 2 nd paragraph:- 'a more diverse settlement and is anticipated'.	Replace with:- 'expected'.	To correct entry.
		Delete 'HURLFORD & CROOKEDHOLM PROPOSALS' title.	Replace with:- 'HURLFORD PROPOSALS'.	To reflect the inclusion of Hurlford as a separate settlement in the Local Plan.
		Delete 'HURLFORD & CROOKEDHOLM RECOMMENDATIONS' title.	Replace with:- 'HURLFORD RECOMMENDATIONS'	To reflect the inclusion of Hurlford as a separate settlement in the Local Plan.
3.	STEWARTON	Delete new 'STEWARTON 4'.		To reflect the expansion of the policy to cover all of the Local Plan area rather than relating solely to Stewarton.
4.	RURAL AREA		Add new RURAL AREA DEVELOPMENT OPPORTUNITY:- 'RURAL AREA 9 The Council will encourage and support the development of the following area for a mixed use hotel, restaurant, retail garden centre, filling station, tourism and nature facility development. Site Ref Location Area (ha)	To reflect the inclusion of a new development opportunity site in the Plan.

			236M The Meadows 26.37' Galston	
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LOCAL PLAN MAPS

1.	HURLFORD & CROOKEDHOLM	Divide the communities of Hurlford & Crookedholm into two separate settlements each with its own Local Plan map (see attached sheets Figure 1 and Figure 2).		To reflect the Councils views.
			Add new Housing Development Opportunity Site 235H (see attached sheet Figure 1).	To reflect the Councils views.
2.	RURAL AREA		Add new Miscellaneous Development Opportunity Site 236M (see attached Sheet Figure 3).	To correct omission.

**DUE TO ORDNANCE SURVEY REGULATIONS AND COPYRIGHT
THE MAPS ARE AVAILABLE FOR VIEWING AT THE COUNCIL'S
PLANNING OFFICE IN KILMARNOCK. FOR INFORMATION ON
VIEWING PLEASE CONTACT (01563) 576790.**

053 Councillor David Macrae

Site at Meadowside, Crookedholm 112H

I would like to register my support for this site for the following reasons.

- (i) To support the existing community. Young people from the village when requiring housing often have to leave the area. This development will provide a starter home in the village.
- (ii) To integrate new sites. This is the stated aim of the Council in the local plan and this would be a new site which would fit this category.
- (iii) Local housing needs. As I have stated previously, there is a local need and people are being forced to leave the area through the lack of housing.
- (iv) Over demand in the Kilmarnock area. Crookedholm sits between Kilmarnock and the Irvine Valley and is in a unique position regarding housing. I feel this should be taken into account.
- (v) The last houses to be built in Crookedholm was in the late 1960's and I feel the area has been passed over where housing is concerned.
- (vi) Up until the seminar on 30 August the Council was supportive of the site at Meadowside for 100 houses. Why the change of heart and could this site be brought in with reduced numbers?
- (vii) Crookedholm has been identified by the Council as an area for priority treatment and a private housing development of this nature could bring great benefits to the community and make it more supportable.

I trust you will consider the above comments on both sites when making your deliberations.

With regard to the comments made about Meadowside, Crookedholm the Council recognises that Crookedholm should be regarded as a separate community and accordingly, at the Development Services Committee of 19 December 2000 resolved to modify the Local Plan by amending the existing Hurlford and Crookedholm settlement boundary in order to distinguish Crookedholm as a separate settlement. The Housing Development Strategy of the Local Plan encourages the growth of all settlements to meet locally generated housing demand. No separate housing statistics have been collected for Crookedholm although in the latest audit of housing land for March 31st, 2000 the combined settlements of Hurlford and Crookedholm had an average house completion rate of 7 houses per annum on sites of 4 houses or more over the previous 7 years. Because of a shortage of available housing sites within Crookedholm, that settlement made no contribution to the housing completions for the combined Hurlford and Crookedholm area for that period. In recognition of the lack of housing opportunities in Crookedholm a search has been undertaken for a small site which will accommodate locally generated housing demand within Crookedholm. There is no brownfield land currently available in Crookedholm and limited suitable greenfield opportunity. The site chosen for approximately 25 houses is at Meadowside but is much reduced in size from the one which was the subject of objection. The developer will be required to provide a tree screen on the open sides of the development in order to merge the boundaries of the development into the wider landscape. The site is capable of development and can easily be integrated with existing residential development in the area.

The Housing Development Strategy of the Local Plan directs larger scale, major residential developments in the region of 100 or so houses, to the main settlements of Kilmarnock and Cumnock, and encourages the growth of all settlements to meet locally generated housing demand, particularly those settlements located along the main A76/A735 corridor

and with existing or potential access to the Glasgow/Dumfries railway line. The housing sites identified in the Finalised Local Plan have all been allocated in accordance with this strategic approach and it is felt that to include the fullest extent of the Meadowside site in the Local Plan, accommodating in excess of 100 houses would not be acceptable in terms of the Local Plan Housing Development Strategy. It is agreed however that the identification of a small site for housing at Meadowside to meet purely local need would be considered acceptable.

It is accepted that the Meadowside site at Crookedholm was originally included in the Consultative Draft Version of the East Ayrshire Local Plan to meet an identified housing demand contained in the Ayrshire Structure Plan which had been calculated using the most up-to-date household projection figures at the time. The main reason for the omission of the site in the Finalised Plan was the publication in August 1998 by the then Scottish Office, of new information regarding projections of the growth in the number of households within East Ayrshire. These figures showed a substantial reduction in the number of projected households in comparison with the previous projections on which the Consultative Draft Plan had been based. A rigorous review of all the newly identified sites included in the Consultative Draft Plan was then conducted in order to reduce the amount of identified housing land to a more realistic level, tailored to meet the identified reduction in demand. It was consequently considered that the large number of houses proposed at Meadowside, a location which did not accord with the Housing Development Strategy of the Local Plan were no longer required.

Whilst it is accepted that private housing can widen housing opportunities throughout the area, and the inclusion of the smaller site will go some way to offer the opportunity for local people to purchase a private house, the inclusion of the larger housing site with a capacity of over 100 houses would nonetheless not be considered acceptable under the Housing Development Strategy of the Local Plan. It is therefore recommended that a housing site at Meadowside is included within the Local Plan but that it is reduced in size from that which is the subject of this objection to accommodate 25 houses.

467 BSP Architects per Wilson Barclay

The objections raised relate, in principle, to the deletion of the proposed housing site to the East of Crookedholm. For your information, the site was identified at the Pre-Local Plan Inquiry stage and latterly identified in the Consultative Plan as a housing opportunity site. In support of the Consultative Plan, an Outline Planning Application for some 100 units, to comply with the Consultative Plan was submitted to your Council for determination. The application was prepared in consultation with the Local Community Council. The application addressed not only local needs in terms of housing, but also provided considerable planning gain to the local community. This included upgrading of the Community Hall and also additional traffic safety improvements at the junction of Grougar Road and Main Road.

The proposal has the support of the Council Estates Division, and obviously at this juncture, had the support of the Planning Department.

An Outline Planning Application was sisted in agreement with the Planning Department, until such time as the finalised draft had been approved. In the interim, as you are well aware, the site was deleted, albeit we have had no official response as to why this has occurred.

The objections relate to the deletion of this site and the following issues are put forward with a view to reinstatement of the site (in part).

Prior to addressing planning objections/issues, my clients would wish to discuss with you the opportunity of amending the house numbers being promoted as part of the application presently with your department, with a view to agreeing a more appropriate development, which in itself, still has the support of the local community. My clients would wish to avoid, if at all possible, addressing these issues at any forthcoming Public Local Inquiry, or indeed, Local Plan Inquiry.

Objections/Representations

1. It is acknowledged that the whole of East Ayrshire has been identified as a single housing market area. A Joint Structure Plan has recently been approved by the Scottish Executive. The estimated total housing requirements are noted. Representation is submitted that should the housing construction between the period of 1998-2005 reduce significantly, then flexibility in bringing forward other sites should be permitted. It is advised that my clients site at Crookedholm is **effective** in development terms.

2. Settlement Boundary: The settlement boundary at Hurlford and Crookedholm should be amended to take into account the proposed housing site formerly identified in the Consultative Draft Plan. The proposed boundary site can readily be supported by structural landscape planting, which can be considered sustainable and defensible.

The objectors acknowledgement of the Approved Ayrshire Joint Structure Plan's statement of housing land requirements for the East Ayrshire Housing Market Area is noted. The Structure and Local Plan Teams review housing land supply on an annual basis. Policy RES2 of the East Ayrshire Local Plan gives the Plan flexibility in permitting further future land release should this be fully justified in terms of housing demand, the Housing Development Strategy of the Local Plan and other stated criteria. The objectors view that the site at Meadowside, Crookedholm is effective in development terms is noted.

It is a requirement of the Local Plan to indicate sufficient housing land capable of development, to meet anticipated housing demand for a 7 year period as calculated by the Ayrshire Joint Structure Plan. In allocating sites the Council has been mindful of the criteria given in National Planning Guidance regarding the selection of housing sites and the Housing Development Strategy of the Local Plan. The Housing Development Strategy directs larger scale, major residential developments in the region of 100 or so houses, to the main settlements of Kilmarnock and Cumnock and encourages the growth of all settlements to meet locally generated housing demand, particularly those settlements located along the main A76/A735 corridor and with existing or potential access to the Glasgow/Dumfries railway line. On the basis of this strategy the identification of a housing site with the capacity in excess of 100 houses at Crookedholm would not be appropriate. However, the Councils Development Services Committee of 19 December 2000 agreed to modify the Local Plan by amending the existing Hurlford and Crookedholm settlement boundary in order to distinguish Crookedholm as a separate settlement. In the light of this decision a search was undertaken to identify a small site at Crookedholm which would accommodate locally generated demand within Crookedholm. Although there are no statistics collected separately for Crookedholm, the latest audit of housing land for March 31, 2000 indicated that the combined settlements of Hurlford and

3. The proposed site is effective and provides planning gain to the local community, including much improved traffic flow, as well as improved access facilities to Crookedholm.

4. There are a number of other sites identified within the Irvine Valley, which are considered ineffective and the likelihood of development within the time period 1998-2005 is not achievable.

Crookedholm had an average house completion rate of 7 houses per annum on sites of 4 or more houses over the previous 7 years. Only a modest level of locally generated housing demand could therefore be expected at Crookedholm. There is no brownfield land currently available in Crookedholm and limited, suitable greenfield opportunity. The chosen site for approximately 25 houses is at Meadowside and is contained within the site which is the subject of this objection but much reduced in size.

It is noted that the objector considers the site capable of development, and that its development would benefit the community in terms of access and traffic flow. The proposal to develop a smaller area of the site for housing will provide some of the above mentioned benefits. Notwithstanding these factors the development of the site would greatly exceed locally generated housing demand and would not conform to the Housing Development Strategy of the Local Plan, as detailed above.

Housing sites with an effective capacity of 248 houses have been identified within the Irvine Valley settlements in the Local Plan. Average annual house completions within this area, based on the March 31st Audit of land supply, are 27 houses on sites of 4 or more houses. The supply of land identified in the Local Plan in the Irvine Valley Area is therefore more than sufficient to meet demand based upon historical rates of house completions, particularly as the smaller site of 25 houses at Meadowside will be added to the Local Plan Housing Land Supply. It is agreed that some sites identified in both the previous draft version and finalised version of the plan have various constraints which make them unsuitable for development for housing purposes. Any site, such as Goatfoot, Galston, which has been shown to be incapable of economic development has been excluded from the above calculations and the sites have been deleted from the relevant local plan maps. Notwithstanding these deletions, it is the opinion of the Council that sufficient land remains identified in the local plan to meet the overall needs of the wider Irvine Valley area.

Crookedholm has been recognised as a suitable location of future

5. It has been identified in the Local Plan that there are a number of housing opportunity sites which have considered development difficulties. It is recognised in the Local Plan that Hurlford is adversely affected by large volumes of traffic on the A71 passing through the village, and indeed is to be promoted as a Trunk Road in all aspects. Crookedholm however is essentially residential in nature and therefore a more suitable environment of residential development. The Northern part of the village has been identified by the Council as an Area of Priority Treatment. The proposals by our client at Crookedholm will readily assist access improvements to Crookedholm, as well as environment and community gain, therefore according with Council Strategic Policies.

6. The site identified as 113H within the Local Plan for 50 houses is identified on a dangerous corner on the linear outskirts of Hurlford. Access to the site is extremely dangerous and conflicts with settlement policies within the Local Plan. The environment which Crookedholm offers in terms of safe residential development should be preferable than to a linear development at Hurlford.

7. The proposed site can accommodate not only mainstream residential houses, but also an element of low cost and special needs houses.

housing by the inclusion of the small site at Meadowside in the Local Plan. The development of the larger site at Meadowside which has a capacity in excess of 100 houses, would exceed local housing demand requirements and would not accord with the Housing Development Strategy of the Local Plan.

Notwithstanding the objectors comments regarding the suitability of Crookedholm as a residential environment in terms of location, integration with existing housing and visual contribution and its identification as an Area of Priority Treatment, the development of the larger Meadowside site as originally suggested by the objector for housing would, as stated above, vastly exceed local housing demand requirements and would not accord with the Housing Development Strategy of the Local Plan.

The development for housing of site 113H at Galston Road, Hurlford would link existing sporadic development on the edge of the settlement to the main settlement itself. The development would be to the visual benefit of the settlement and would be of an appropriate size to contribute to the effective land supply within Hurlford without infringing the requirements of the Housing Development Strategy. The Roads Division of East Ayrshire Council have indicated that to provide access to the proposed housing development a roundabout will be required which will serve to reduce traffic speeds in the vicinity of the site and generally improve the amenity of the area from a road safety point of view.

It is noted that the Meadowside site at Crookedholm is physically capable of accommodating a range of housing types.

<p>8. The site is well located for public transport.</p> <p>9. The site is well located for local shops.</p> <p>10. The extent of the possible application site could not only accommodate different housing tenure, but also an area for small scale business use which would also be considered appropriate at this location. In this regard, my client would accept and promote an area for Class IV small business use within the application boundary site.</p> <p>11. The site at Crookedholm can be fully integrated into the existing settlement infrastructure.</p> <p>12. The proposed development site will contribute positively to the overall visual amenity of the area and the area recognised for Priority Treatment.</p> <p>13. The proposal will fully respect landscape and environmental quality of the surroundings by landscape improvements.</p> <p>14. The proposal will support existing community facilities and services in the area.</p> <p>15. The proposal complies with proposed planning policy on housing, and the National Planning Policy Guideline 3 revised 1996 – Planning Advice Note 57.</p> <p>16. The proposal complies with proposed planning policy on housing, and the National Planning Policy Guideline 3 revised 1996 – Transport and the Environment.</p> <p>17. The proposal complies with proposed planning policy on housing, and the National Planning Policy Guideline 3 revised 1996 – Transport and Planning.</p>	<p>The views of the respondent that the site is well located for public transport and local shops is noted and not disputed by the Council.</p> <p>It is noted that the objector is prepared to locate small-scale business use on the Meadowside site as well as housing. However, 8.45 hectares of industrial land have already been identified in the Local Plan in Hurlford, an area which is considered sufficient to serve both the local settlement and other settlements in the Irvine Valley.</p> <p>The views of the respondent as detailed in points 11 to 14 of the objection are noted and are not disputed by the Council.</p> <p>It is noted that the objector considers the site to be compliant with National Planning Guidance. However, the Council considers that this is a necessary pre-condition in the choice of all housing sites identified in the Local Plan.</p>
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18. The proposal complies with proposed planning policy on housing, and the National Planning Policy Guideline 3 revised 1996 – PAN 44 – Fitting New Housing Development into the Landscape.

19. There are considered flooding problems throughout the Irvine Valley. My client has been in negotiation with East Ayrshire Council over the possibility of utilising his land for flood plain purposes. This land lies adjacent to the River Irvine and does not impact upon the proposed housing site at Crookedholm.

The principle of effective development was promoted at the pre-inquiry plan stages and accepted by the Planning Department at that juncture. The National Policy Guidelines and Planning Advice Notes support this proposal.

In conclusion, my client is prepared to amend the existing planning application and reduce the extent of general needs housing, by inclusion of affordable housing and special needs housing, along with an area designated for small business units. My client is also prepared to enter into a Section 75 Legal Agreement to ensure that the elements on planning gain are duly implemented.

The comments the objector makes about flooding in the Irvine Valley are noted.

Notwithstanding the views expressed and the offers made by the respondent pertaining to the site, the Council remains of the opinion that the larger Meadowside site which is the subject of this objection does not meet the Housing Development Strategy of the Local Plan and would exceed local housing demand within the period of the Plan. However, in order to accommodate locally generated housing requirements within Crookedholm the Council has included a site at Meadowside for approximately 25 dwellings. This site forms part of the larger site which is the subject of this objection. The developer of this site will be required as a policy of the Plan to provide tree belts along the countryside edges of the site in order to provide a natural boundary and integrate the development into the surrounding landscape.

AGENDA