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1980 - 1989

INTRODUCTION

The Conservative Government which came to power in 1979 was re-elected in 1983 and in 1987. The Government, in order to control inflation, increased the control of government spending begun by the previous Labour administration. Local government expenditure was tightly controlled by Central Government. "Rate capping" was introduced in 1981 to prevent local authorities increasing rates to maintain programmes of expenditure limited by Central Government control.

To reduce state ownership and increase shareholding, the Government embarked on a programme of privatisation and sold its interests in British Aerospace, Britoil, British Telecom, British Gas and British Airways. It also sought to reduce local government and state near monopoly of rental housing and to increase owner occupation. To achieve this tenants were given the right to buy their council house with attractive discounts. SSHA was combined with the Housing Corporation to form Scottish Homes which was then required to dispose of its SSHA stock to Housing Associations or tenant co-operatives.

Relevant Legislation not contained in Housing Acts

Local Government, Planning and Land Act, 1980

The Act is a diverse collection in nineteen parts; parts 6, 8 and 10 of which do not apply to Scotland. Many of the provisions reflect Government concern over limiting public expenditure and advancing the role of the private sector.

Part 3 refers to local authority or development bodies' direct labour organisations where they employ more than thirty persons. A local authority was required to keep separate accounts for all Direct Labour Organisation (DLO) work and was required to ensure that it's DLO was required to win a substantial proportion of its work in fair competition with private employers. This was later followed by the Government requirement that most local authority services be tendered for.

Part 7 allows the Secretary of State to make grants to local authorities for the provision of caravan sites for gypsies.

Part 9 allows for some of the costs of planning development control to be recovered from the applicant by introducing fees for planning applications.

Part 11 repeals the Community Land Act brought in by the previous Labour Government. It should be noted, however, that the Development Land Tax was retained.

Part 15 provides for the Secretary of State to direct that specified sums of money be paid to him by the New Town Corporations.

Part 16 provides for the creation of Urban Development Corporations to regenerate urban areas. The powers of these corporations were modelled upon the New Town Development
Corporations. None were set up in Scotland, the reason for which is not known, but GEAR was already underway in Glasgow, perhaps obviating the need.

Part 17 provides for the setting up of Enterprise Zones on an experimental basis. Enterprise Zone Authorities could be the local planning authority for the zone in order to simplify planning procedures. The purpose of the Enterprise Zones was to show to what extent industrial and commercial activity could be encouraged in an area by the removal of certain administrative and fiscal burdens. The financial advantages included exemption from Development Land Tax, 100% capital allowance for industrial and commercial buildings and custom relaxations. The Act proposed only one area, in Scotland, Clydebank.

Rating and Valuation (Amendment)(Scotland) Act, 1984

This Act enabled the Secretary of State to prescribe to local authorities specific maximum levels of Rate Fund Contribution (RFC)) to authorities' Housing Revenue Account (HRA).

The Housing Plans introduced in 1978-79 required local authorities to make three interrelated statements on (1) assessment of housing needs (2) on policy options including the likely contribution of public and private sector agencies and (3) a costed capital expenditure programme.

The Secretary of State then after due consideration and discussion allocates each authority its annual Housing Support Grant (HSG), this grant replacing the previous grants payable under various housing subsidies. Authorities in fact bid for and are allocated two grants. One, which is for improvement grants, loans for house purchase and environmental improvement is called non-HRA. The other, the HRA (Housing Revenue Account) is for the authorities' own public housing.

Housing revenue expenditure is on repairs, maintenance, management and loan charges (throughout Scotland in the 1980s about two-thirds of HRA expenditure was on loan charges) while income is from rent income (before rebate), grant provided by the Secretary of State and contributions from the general fund if necessary.

Originally under the Housing Support Grant system authorities were able to decide for themselves the relative size of rent and rate contributions to their HRA's. The Government concluded that some authorities were holding down rents and raising the contribution from the rates. This was seen as unacceptable by the Government, hence the 1984 Act to give the Secretary of State the power to limit Rate Fund Contributions.

As a result of the Right to Buy, authorities had income from house sales. The estimated receipts from the sale of council houses for the coming year was taken into account in estimating the authority's Housing Review Account requirements. For the first time in 1989-90, some authorities were given a negative allocation as the Secretary of State estimated that receipts from the sale of council houses would exceed the authority's gross requirements. This excess was to be surrendered for use by other authorities. House sales were, therefore, being used to fund housing improvements and capital programmes but part of the income from house sales could be reallocated for use by other authorities by the Secretary of State. From 1988 the Secretary of State could also limit General Fund Contributions to the Housing Revenue Account. In 1989-90 only eight out of fifty-six housing authorities were allowed to
make any contribution at all from the General Fund to the HRA and only twenty-three of the fifty-six were to receive Housing Support Grant. Most authorities were, therefore, required to fund all HRA expenditure out of rents. (3)

Government subsidy was directed to those on low income through rent rebates.

HOUSING LEGISLATION

Tenants’ Rights, Etc. (Scotland) Act, 1980

The most significant part of this Act is Part 1 which defined the terms on which tenants on secure tenancy had the right to purchase their house.

There were attractive discounts. Tenants could purchase their house at market value less 33% together with an additional 1% discount for each year beyond three years continuous occupation of a house let by the housing authority. The maximum discount was 50% of the market value. In the case of new houses built after 15th May, 1975 the price was not to be less than the outstanding debt or the market value. The 1975 date did not remain fixed and the date has been amended forwards. The housing authorities involved were those administering public rental housing mainly local authorities, SSHA, New Towns and central government bodies.

It is important to remember that the Housing Town Planning, Etc. (Scotland) Act 1919 gave local authorities the right (with consent of the Board of Health) to sell or lease any of the houses. In the inter war period a few authorities sold houses but numbers were very small. Edinburgh, however, pursued an active sales policy in the 1930s first to sitting tenants and later selling houses when houses became vacant. The houses sold were all general needs houses mainly built under the 1919 Act. In 1934 Edinburgh sold 9% (116) of its 1,294 houses. (4) Houses were also sold in post war years mainly by the New Towns but were also sold by local authorities and SSHA and under both Conservative and Labour Governments. In the 1970s, house sales in Scotland totalled 512 in 1971 (Conservative Government), 378 in 1975 rising to 738 in 1978 (Labour Government). (5) The Labour Government’s Green Paper Scottish Housing 1977 favoured selling “second-hand” council houses where there was sufficient stock to meet the rented demand. (6)

The difference was that the 1980 Act gave the tenants a right to buy whereas previously they could only buy where the housing authority chose to allow tenants to buy. The other factor which dramatically increased the number of houses sold was of course the generous discount. Sales rose from 1,419 in 1979 to 39,476 in 1989. (7)

The Act removed the requirement on Local Authorities and housing associations to obtain the consent of the Secretary of State to sell a house or to sell land compulsorily acquired.

The Act excluded sheltered housing from the right to buy scheme. Housing association tenants were not included in the right to buy under the 1980 Act nor did they have secure tenancy.

The Act gave tenants the right to a written lease and gave Local Authority tenants “security of tenure” rights comparable with the private sector. It also introduced for the private sector “short tenancy”. The intention behind the short tenancy provision was to encourage private
landlords to make property available for rent with the certainty that they could recover possession on a predetermined date.

Tenants were given the right to carry out alterations and improvements and in certain circumstances to re-imbursement of their costs. Tenants required their landlord’s consent to alterations and improvements but the Act states that this should not be unreasonably withheld.

Finally, the Act abolished the Scottish Housing Advisory Committee which had been first established in the Housing (Scotland) Act 1935.

While this Act might not at first sight appear to have any architectural or design implications in fact it had major implications for housing design and the environment of existing housing schemes.

For Local Authorities, SSHA and New Towns the right to buy created serious problems in areas which had been designed with “open plan” communal front areas. In a traditional street where a house had a front and back garden which the tenant maintained, tenants clearly had the right to buy that which they had “enjoyed” in the use of the tenancy and, therefore, purchased their house with back and front garden. In open plan schemes where the tenants only maintained their rear garden, it could have been argued that tenants could only purchase their house and rear garden plus a share in the communal front landscaped area and pay their share of the maintenance. In practice, however, in most cases tenants wished to purchase the area in front of their house and most authorities acceded to this request usually selling a projection of the party wall out to the public path or road. This course of action resulted in areas of landscaping designed as communal open space being subdivided and often fenced off and given a “this is mine” identity.

The Act gave tenants the same rights as owners to alter and improve their home subject, as for owners, to obtaining building and planning permission. Tenants also required the landlord’s consent but this the landlord could not unreasonably refuse. For tenants and for those purchasing their house this was a welcome right of freedom of expression and the right to customise one’s own home.

The Act affects new house design as designers must recognise that where tenants have the right to buy the design must lend itself to being sold as individual house plots without the overall concept being damaged. Ideally, the design should also be able to live with tenant/owner adaptations although this is a more difficult task.

Tenants’ Rights, Etc. (Scotland) Amendment 1980

The principal Act totally excluded sheltered housing for the disabled and elderly from the right to purchase. This amendment allows the housing authority to apply to the Secretary of State for authority to refuse to sell specially adapted housing described sometimes as amenity housing to the standards in the Scottish Housing Handbook 5, 1980.

The Act was followed by the issue of Circular 38/1980 which stated “The Secretary of State . . . is unlikely to give authority to serve notice of refusal unless the house is in most significant respects comparable to the standards of special provision represented by amenity housing. However, the installation of minor adaptations alone (for example bathroom grab rails) . . .
will not be sufficient . . . for the Secretary of State to give authority to issue a notice of refusal". (8)

Clearly the house had to have been built to or converted to full amenity or near full amenity standard to qualify as a house which could be excluded from the right to buy, allowing the housing authority to refuse to sell.

**Tenants’ Rights, Etc. (Scotland) Amendment Act 1984**

This amendment increased the discount. Under the 1980 Act it ranged from 33% at the minimum three years of occupation up to a maximum of 50% after twenty years or more. This was changed to 32% at the new qualifying period of two years and a maximum of 60% of the market value after thirty years of occupation.

The Act gave authorities the powers to refuse to sell houses required for educational purposes. It also gave a tenant the right to carry out repairs in addition to the 1980 rights to carry out alterations and improvements.

**Rent (Scotland) Act 1984**

This was mainly an act consolidating existing enactments relating to rents and tenants’ rights. It also converted “controlled” and furnished tenancies to regulated tenancy status.

**Housing Defects Act 1984**

The Government considered it had a duty to compensate persons who had purchased under the Tenant Right Act a house which was defective by reasons of its design or construction. The houses in question were mainly certain non-traditional prefabricated houses built after 1945. A circular in September, 1982 had been issued giving assistance to owners of Airey system houses. The main concern was prefabricated concrete houses such as Airey, Dorran, Lindsay, Myton, Orlit, Whitson-Fairhurst and Winget, but other systems were and could be included. The Act allowed the Secretary of State to designate a class of building as defective if it appears to him that buildings in the proposed class were defective by reason of their design or construction. This Act became Part 14 of the 1987 Act.

**Housing Associations’ Act 1985**

This consolidated Acts relating to housing associations.

**Housing (Scotland) Act 1986**

Tenants’ rights were extended to allow them to purchase houses owned by housing associations, regional councils, fire and other government departments. The Act also required housing associations as well as public sector landlords to publish allocation rules.

There was also increased discount for tenants purchasing a flat. The discount for a flat was raised from the initial 32% to 44% for two years occupancy, increasing by 2% per year to a maximum of 70%.
The definition of homelessness was extended to include those who were in overcrowded accommodation in terms of the Housing (Scotland) Act 1966, a consolidation Act soon to be incorporated into the 1987 Act.

**Housing (Scotland) Act 1987**

This was a consolidation of housing law in Scotland.

It, therefore, included the definition of overcrowding which under the 1986 Act was part of the definition of homelessness. The definition comes from the Housing (Scotland) Act 1935, it is still in imperial sizes. That they are still the current standards makes them worth repeating.

The definition is that a house is overcrowded if the number of persons sleeping in the house contravene the room standard or the space standard.

The room standard is contravened when two persons over the age of 10 of the opposite sex who are not living together as man and wife must sleep in the same room. A room is considered available as sleeping accommodation if it is either a livingroom or a bedroom.

The space standard is contravened when the number of persons exceed the permitted number calculated on either the number of rooms or the floor areas of the rooms. In these calculations a child under the age of one is not counted and child under 10 years but over 1 year is counted as a half. A room is a livingroom or a bedroom.

<table>
<thead>
<tr>
<th>Number of Rooms</th>
<th>Number of Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>4</td>
<td>7½</td>
</tr>
<tr>
<td>5 or more</td>
<td>2 for each room</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Floor Area of Room</th>
<th>Number of Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>110 sq.ft. (10 sq.m.)</td>
<td>2</td>
</tr>
<tr>
<td>90 - 110 sq.ft. (8.4-10 sq.m.)</td>
<td>1½</td>
</tr>
<tr>
<td>70 - 90 sq.ft. (6.5 - 8.4 sq.m.)</td>
<td>1</td>
</tr>
<tr>
<td>50 - 70 sq.ft. (4.6 -6.5 sq.m.)</td>
<td>½</td>
</tr>
</tbody>
</table>

Metric sizes are not given in the Act despite Bulletin 1 Metric Space Standards being introduced in 1968.

A three apartment house with two double bedrooms (10 to 11 sq.m.) is today commonly requested and allocated to an elderly couple or a young couple. To illustrate the standard set by the Act the house would not be overcrowded if occupied by:-
(Room Standard) 2 adults (couple), 2 boys 10+, 2 girls 10+

(No. of Rooms) 2 adults, 1 person 10+, 4 children 1 to 10 years

(Floor area of room) 2 adults and, 2 persons 10+, 4 children 1 to 10 years

* Floor area of room is not the critical standard in this illustration.

If to the above families a baby was born then they would not be overcrowded under the Act until it was one year old.

The Act consolidated provisions for local authority grants for improvement, repair and conversion. The grants were as follows:-

Mandatory improvement grants 50% of the approved expense were available for fitting standard amenities. The maximum eligible amount was specified for each amenity, for example, bath or shower £450, WC £680. In addition, associated works of repair and replacement could attract a grant on a discretionary basis up to a maximum of £3,450 or 50% of approved expense providing the house would be available for a minimum of ten years. For houses available for less than ten years, a lesser grant was payable.

Discretionary Improvement Grants for conversion, alteration or enlargement of a house were eligible for 50% of the maximum approved expense of £12,600 giving a maximum grant of £6,300. The maximum approved expense could increase to £17,100 (or £19,700 if by a housing association) if the work was to preserve the architectural or historic interest of the house (SDD Circular No. 3/1988). In a Housing Action Area the maximum percentage was increased to 75% or, where the applicant would not without undue hardship be able to finance the cost, the percentage was increased to 90% (75% for hardship outwith HAA’s).

Repair grants were available up to 50% of the approved expense maximum of £5,500. As with improvement grants, this increased to 75% in HAA’s rising to 90% for hardship. A higher level of approved expense of £7,800 applied to repair of pre-1914 tenement houses subject to common repairs schemes (SDD Circular No. 3/1988).

Insulation grants were payable at 90% of the cost up to a maximum grant of £144.

Grants were also available for the provision of fire escapes for houses in multiple occupancy.

Housing (Scotland) Act 1988

This Act replaced the Scottish Special Housing Association and the Housing Corporation in Scotland by a new agency “Scottish Homes”, the transfer being set as 1st April, 1989. Scottish Homes became responsible for SSHA property and, therefore, became a major landlord as well as taking over the functions of the Housing Corporation in relation to Housing Associations.

The Act stated in Part 1, 2(i) “Scottish Houses may do anything whether in Scotland or elsewhere, which is calculated to facilitate or is incidental or conducive to the discharge of its general functions”. These are extremely wide powers constrained by the requirement that any
activity which has financial implications requires the approval of the Secretary of State and the Treasury.

The Act introduced “Assured Tenancy” which was essentially a market rent tenancy with a degree of security of tenure. The Act also introduced a fixed term tenancy called a “Short Term Tenancy” where there is no security of tenure but where landlords may not charge in excess of the market rent.

Secure tenancies (which carried as well as provision for security against eviction, the right to buy) under the Act no longer applied to housing association tenancies and could only occur where the landlord was :-

1. An islands or district council
2. A regional council
3. A new town development corporation
4. SSHA (would cease to exist 1.4.89)
5. Scottish Homes
6. A police authority in Scotland
7. A fire authority in Scotland

Housing association tenants had, therefore, been excluded from secure tenancy and the right to buy in the 1980 Act, included in the 1986 Act and excluded in the 1988 Act.

The Act provided that either Scottish Homes or any person approved by Scottish Homes (housing association or private landlord) may acquire houses occupied by secure tenants from most public authorities (fire, police and regional authorities were excluded). New tenancies would have the lesser security of the Assured Tenancy. The new landlord was required to obtain the consent of the tenants. Alternatively, the public sector landlord could take the initiative and sell its secure tenancies, after consultation with the tenants, to the new landlords.

Tenants transferring to the new landlord transfer from a secure tenancy to an assured tenancy. Those sitting tenants who had a secure tenancy retain their right to buy whereas new tenants with an assured tenancy do not have the right to buy.

This Act embodied the Government’s policy towards housing with its aim of reducing the local authority role and encouraging alternative forms of tenure.

The political consensus on housing in which the state played a major and active part in shaping housing provision had ended. Government preference was for private finance. Its new creation Scottish Homes was intended as primarily an enabling body. It was however given very wide ranging powers to give grants or loans and to make acquisitions. (9)

The Building Standards (Scotland) Regulations 1981

These regulations which were laid before Parliament in December, 1981 came into operation in March, 1982. They incorporated the amendments made to the 1971 regulations including the 1975 amendment which required “U” values for housing of 0.6 for roofs, 1.0 for external walls and exposed floors. One year later the 1982 amendments came into operation in March, 1983
with improved “U” values for housing of 0.35 for roofs and 0.6 for external walls and exposed floors.

The 1984 amendment introduced access and sanitary provision for disabled persons. This requirement applied to all uses except storage buildings, housing and chalets, etc. It did however apply to residential buildings such as hostels and hotels. The reason it did not apply to housing was the difficulty in providing disabled access to all houses especially those on steep sites. The other factor was the increasing provision for special needs housing including those for disabled persons. This stance was not popular with disabled groups who argued that the disabled had difficulty when visiting general needs housing with stair access and difficult access to toilets.

The housing space standards were dramatically reduced as a building regulation requirement by the amendment of 1986 which came into operation in January, 1987. This amendment retained the existing regulations on access including the requirement for a lift for flats where the entrance is not less than four storey or 9 metres from the entrance to the block.

The space standards were replaced with the requirement that every apartment shall be capable of accommodating a bed, a wardrobe and a chest of drawers, the sizes of which were for a single person (Fig. 8.01). Every house was to have a kitchen accommodating a sink with hot and cold water, a cooker space and not less than 1.0 cubic metres of storage, either within or adjacent to the kitchen. Every house was to have a WC, a washhand basin and a bath or shower. The kitchen was not permitted to communicate directly with the WC compartment. Every bedroom was to have access to a bathroom, WC or circulation area without passing through another bedroom. The requirement to have a living room no longer formed part of the building regulations.

Providing a house met the health, safety and energy conservation standards, then its space standard was determined by client requirements rather than the minimal space standards set out in these regulations.

The present space standard position is essentially that it is equally acceptable to build a house on or above Bulletin 1 standard providing purchasers or tenants are prepared to pay the price, or to build as far below Bulletin 1 as purchasers or tenants are prepared to occupy providing it meets the reduced standards.

The 1987 amendment provided specified construction for floors and walls which met the requirements for resistance to sound transmission. It also provided for test procedures for constructions not specified. The reason for this amendment was that it was found that constructions which had been passed at building warrant submission, were failing under test. The amendment gave constructions which if built as specified were “deemed to comply” thereby removing doubt as to whether the construction would achieve the standard under test.

**HOUSING REPORTS**

**Housing : The Government’s Proposals for Scotland, Cm. 242, 1987**

This is the White Paper setting out the government’s intention for the Housing (Scotland) Act 1988. It sets out what has been achieved and what government objectives are.
It states that owner occupation in Scotland has increased from 35% in 1979 to 42% in 1987. Much of this was due to the fact that over 100,000 tenants had bought their houses under the Right to Buy legislation. It also claims that three quarters of those buying their house in this way had carried out improvements or repairs since purchase. It also claims that this had made estates more diverse and attractive. (Others might claim that owner alterations have not always benefitted the appearance of estates). The White Paper also claims that housing associations provided nearly four times as many houses as they did in 1979. This, unlike the claim of attractiveness, is something which can be measured and is recorded. The annual and quarterly housing returns show that housing association house completions were 1,127 in 1978, 544 in 1979 rising to 2,076 in 1984 and falling to 1,119 in 1987 the year of the White Paper. While it is true that the 1984 figures are almost four times that of 1979 the 1987 figures are in fact slightly less than those for 1978.

The government’s objectives are stated as:-

1. To encourage home ownership.
2. To encourage the private rented sector and to restructure housing association grants so that private sector finance can be employed.
3. Local Authorities role as landlord to decrease and Local Authorities are to be come enablers.
4. Local Authority renovation and modernisation is not to simply be paid by taxes and rates but from rents and the sale of houses to tenants and housing associations.

To achieve these objectives the government proposed to continue to give income tax relief on interest paid by house purchasers. Assured rents were to be introduced for private rented accommodation with rents freely agreed between landlord and tenant but with the tenant having more security of tenure. Scottish Homes was to be set up combining SSHA and the Housing Corporation in Scotland. Management of Scottish Homes was to be decentralised. Housing association new tenants were to have assured tenancies similar to the private sector and, although they would still receive housing association grants, the major share of the schemes was to be funded by private finance.

Local Authority tenants were to be given the right to choose an alternative landlord. The arrangement whereby New Town Corporation housing stock would be transferred to the local authority was to be reviewed as this was seen as being inconsistent with government policy.

In the event New Town tenants were balloted on their choice of landlord. This was also the case with Scottish Homes tenants when Scottish Homes were offering houses to an alternative landlord. However, while Local Authorities could be chosen by New Town tenants, Scottish Homes tenants were not given that choice.

The White Paper in commenting on what had been achieved revealed the differing housing programmes pursued by the public funded housing agencies.

The role of Local Authorities, SSHA and New Towns had changed substantially over the past ten years and having achieved a crude surplus of dwellings over households were now concentrating on maintenance, modernisation and making the best use of their existing stock. Despite this change there had continued to be some new building for special needs such as
housing for the disabled and sheltered housing for the elderly. In addition, New Town Development Corporations had been given authority to build general needs houses to meet second generation demand.

Housing associations of which there were now 200 in Scotland, 64 of which were community based, had mainly concentrated on area renewal work and the provision of special needs housing.

**SLASH Children at Play 1980**

The study team report makes the case for a co-ordinated policy on children's play in which housing authorities, education authorities, private developers and housing/residents associations all play a role. While the study team warns of the danger of rigid standards, it lists types of provision and makes some suggestions on standards. These are as follows:-

- **Garden play**, for child under 3 and also 3-6 years, 5m² for family dwelling and 20-40m² for groups.

- **Toddlers play**, for child 2-5 accompanied by parent and 5-10 years close to house and overlooked, 15-25m² for play area with seating for adults.

- **Equipped play areas** for child 3-6 years with adult supervision, child 6-10 years and to a lesser extent for 10-15 years, within 200mm of house, minimum 100m².

- **Kickabout areas** for mostly boys 5-15 years plus 15 to adult, within 500 metres of house, buffer needed adjacent to houses, informal kickabout areas minimum 100m² per 75 bed spaces, larger kickabout 500m² per 500 bedspaces.

- **Adventure play provision**, priority areas are high child populated areas, poor housing areas and areas with a lack of provision of play opportunities. 3,000 - 4,000m².

- **Indoor play and mobile play facilities** were also discussed with requirements for play leaders.

The suggested standards are not intended solely for new housing developments but also for rehabilitation areas and for existing housing areas public and private.

**The Tenant’s View, 1980**

This contains the comparative results of ten Housing Appraisal Kit (HAK) surveys carried out on Scottish housing estates by the Scottish Local Authorities Special Housing Group.

The HAK survey had been developed by the D.o.E. Sociological Research Branch and the GLC architects department and had been made available to SLASH. The surveys were carried out from 1975 to 1979 and each survey involved an authority selecting an area where houses had been occupied for at least one year. The HAK questionnaire was sent out to each house, the respondent completing the questionnaire at home and the authority collecting the completed questionnaire. The questionnaire was then analysed. The Tenant’s View is the comparative results of ten estates, two with vehicular dominated access, four with pedestrian-vehicular segregation and four with pedestrian vehicular joint use access. The estates included
terraced, semi-detached and flatted houses ranging from one to three storey houses and three to four storey walk-up flats. Questions covered satisfaction with the dwelling and the estate under the following broad headings:

**The Dwelling**
- General likes and dislikes
- Room Disposition
- Space Generally
- Space for activities
- Storage
- Private outdoor space
- Privacy
- Access
- Noise
- Heating

**The Estate**
- General likes and dislikes
- Appearance
- Children at play
- Car parking
- Services & Facilities
- General location

The report gives an analysis of the satisfaction/dissatisfaction of each questionnaire topic for each estate and from this makes a number of recommendations.

**The Dwelling**

While there was satisfaction with living areas for two and four person single storey houses, this was not so in six and eight person two storey houses. It recommends that livingrooms for six persons should be greater than 15m² and greater than 20m² for eight persons.

The Bulletin 1 mandatory furniture and equipment needs updating. Designers should allow for additional items especially wall storage systems.

Interruptions to simple rectangular room shape in both livingrooms and bedrooms should be avoided.

Long narrow single bedrooms were not popular and in view of the common underoccupancy a large double bedroom would be preferred (3.4 x 3.5m bedroom rather than two x 1.7 x 3.5m bedrooms). Minimum 11m² double bedrooms were considered too small.

Kitchens in family houses should accommodate everyday meals and it should be possible to accommodate tall fridges.

Sound reduction at party walls should be upgraded. Lack of visual privacy close to footpaths requires attention.

**The Estate**

Gardens should be over 50m² and should allow for clothes drying and toddlers play (most toddlers played in the gardens).

Neighbourhood facilities required for teenagers.
Estate should be regarded as a potential play area and design of housing should take this into account.

Car parking should be close to the dwelling.

Interestingly the report commented that safer roads encouraged use for children’s play but also encouraged children from less safe areas to play in the safer areas with consequent noise problem.

The report commented that satisfaction with space standards was aided by general underoccupation. The report also gives for each estate the number of child bedspaces (number of house bedspaces minus two per house). In the ten estates the actual number of children is between one third and just over one half of the child bedspaces used for indicative cost purposes. (10)

This means that in the survey areas a typical two bedroom four bedspace house would commonly be occupied by a couple on their own or a couple with one child and a typical three bedroom six bedspace house would commonly be occupied by a couple with one or two children. There is no information on single parent families which would reduce occupancy even further.

SLASH Alternative Forms of Finance and Tenure 1982

This report discusses shared ownership (part rent, part purchase), a variety of methods of providing new housing for sale for those who would otherwise have rented, extendible housing, homesteading (selling unimproved or partially improved houses for upgrading by purchasers), and self build and improved difficult to let housing for sale.

That SLASH should carry out a study on private housing is an indication of the political change in housing policy. SLASH was funded by its members, local authorities, New Towns and SSHA and while local authorities in Scotland were mainly Labour controlled, New Towns and SSHA were directly funded by the Scottish Office under central government control, Conservative since 1979.

SLASH, therefore, had to serve its member masters both Conservative and Labour. The report opens by quoting extensively from “The widening choice of housing tenure” section of the Labour Party’s 1977 Green Paper Scottish Housing illustrating the common ground between Labour and Conservative governments in aiming to widen the choice of tenure and increase owner occupation, co-ownership and housing association tenure.

It gives a number of examples of local authority initiatives in selling land for developers building for first time buyers, tenants on waiting lists or single persons and selling with conditions to achieve better quality design. Examples are also given of shared ownership schemes, homesteading and of Local Authorities’ servicing plots for self-build.

Two Scottish projects are examined in detail where difficult to let rental property was converted to provide low cost private housing.
The first is Edinburgh District’s Martello Court, a twenty-three storey block of flats. The block which had eighty-eight two bedroom four person flats had been tenanted with young couples, families with children and older couples. It had no “defensible space” and the free public access was aggravated by continuous balconies running round each floor providing unrestricted access to each flat from the areas of semi-public space. Built in 1964, by 1978 one third of the flats stood empty and boarded up.

After considering and rejecting demolition due to its proximity to other buildings the Council put the flats for sale on the open market. The successful bid was by John Mackay Associates who proposed a joint venture with the district council. The venture removed the district council’s outstanding debt of £360,000 provided low cost flats of under £10,000 each and shared the profit between John Mackay Associates and the district council.

The principle behind changing difficult to let flats to those which would sell, lay in building a wall to define private space around the block and providing secure entry with an entry phone system and two porters who would live in the block and undertake surveillance and maintenance duties. Internal refurbishment was restricted to keep the purchase price low.

The report does not make the comparison with the 1930s mansion flats built for private rent/sale in Edinburgh and Glasgow but the interesting feature about the main alterations is that by setting Martello Court its own private defensible space and providing secure supervised entry the Mansion Flat concept was being rediscovered in the 1980s.

The second example was five storey blocks owned by Glenrothes Development Corporation. These had been built between 1964 and 1967 to meet increased planning targets. The twenty identical blocks had each twenty-four dwellings per block, six bedsits at ground floor and sixteen, four apartment and two, five apartment maisonettes on the first and second and on the third and fourth floors. They were deck access with the main pedestrian way running through a pend under each block. They had been difficult to let from the start claims the report.

The Corporation at a cost of £3,500/maisonette and £1,500/flat carried out refurbishment of the houses and the communal spaces. They redirected the pedestrian routes round rather than through the blocks, provided a door entry system and gave ground floor flats private gardens setting the block in its own grounds.

These smaller blocks did not merit resident caretakers but the refurbishment and new security/privacy was successful and all flats sold.

The report also featured a joint venture in Argyll where Argyll and Bute District Council entered into an agreement with a builder to build houses for sale on council land. Many families in the area found it difficult to buy houses on the open market as a result of house prices being forced up by those from outside wanting second homes. The joint venture agreement was that the builder would build for sale with first option to the local authority’s tenants and those on its waiting list. Any surplus was to be sold to the general public or taken into the council’s rented stock.
Scottish Housing Handbook 5, Housing for the Elderly 1980

This is the long overdue replacement for the 1970 Bulletin 3 which was promised in the 1975 Circular No. 120 as “due to be published in the new year”.

The handbook observes that the number of elderly aged 75 or over is expected to rise from 244,000 in 1976 to 295,800 in 1991. It also observes that the elderly who continue to have active lives will live in houses built for general needs. The handbook is concerned with housing specially built or adapted to allow a greater number of the elderly to continue to live in the community. The handbook gives advice about amenity housing and about sheltered housing. Both are to allow the less fit but active elderly to continue to live in the community. In amenity housing the elderly live completely independently whereas in sheltered housing this independent living is supplemented by having a warden on call; the handbook does not deal with the design of hostels, residential homes or hospitals.

The handbook states that “It is unlikely that housing authorities will build a substantial amount of general needs housing for the elderly in the future as most authorities may choose to concentrate their resources on amenity or sheltered housing”. (11) This is a clear indication that the preference was to be for special needs rather than general needs.

The standards for amenity housing and the sheltered housing dwellings were the same, namely that they were to be to Bulletin 1 standard or Bulletin 6 standard for wheelchair users. Houses were to be at ground floor, first floor or if above first floor with lift access. Bathrooms were to be fitted with non-slip floor finish and handholds were to be fitted beside WC and bath/shower. Whole house heating to 21°C was required, light switches at door handle height and socket outlets at least 500mm above the floor. Two bedroom houses or flats were also to be considered to suit housing elderly friends, brother and sister or relative providing support.

Sheltered housing was also to be provided with warden service with a call system installed. Wardens houses (there could be more than one in a large scheme) were to be provided close to the unit but should the warden have a family it was preferable that the warden’s house has an independent entry, garden and perhaps garage. The independent entry was important as the warden’s family members are not to be expected to give free warden services and should be able to lead their own lives independent of the unit.

Car parking provision was considered to be adequate at one space per four dwellings plus one for the warden.

There were also a number of optional facilities for which there was an additional financial allowance should they be provided.

The common room or communal lounges were to have a minimum floor space of 1.5m² per elderly person’s dwelling. There should also be a small pantry and male and female WCs suitable for wheelchair users.

Communal bathrooms may be provided with peninsular bath for aided bathing, a WC, washand basin and possibly a shower all fitted with grab rails and wheelchair space standards.
A communal laundry could be provided with washing machine and tumble drier located close to the common room and external drying area.

Warden's office close to the common room and main entrance, relief warden's room, warden's pantry and WC could all be included as part of the sheltered housing provision.

Both amenity housing and sheltered housing should be located close to shops, post office, chemist, church, pub, library and doctor's surgery as well as a bus stop. The surrounding area should be reasonably level for the purpose of access.

The handbook had an additional function to that of client/designer’s brief/aid. With authorities having the right to apply to the Secretary of State in order to refuse to sell amenity housing under the right to buy, handbook 5 became the reference as to whether a dwelling was in "most significant respects" an amenity house. Sheltered housing was also excluded from the right to buy.

Scottish Housing Handbook 7, Housing for Single People
Shared Accommodation and Hostels, 1984

In 1981, 392,850 households, 22% of the total in Scotland, were single and it was estimated that this would rise to 482,300 or 25% by 1991. This is much less than the number of single adults, many of whom stay with family or friends. That there was a shortage of accommodation was partly due to the rise in single person households but was also due to the demise of the private rental sector which traditionally catered for the single. The handbook points out that there is a need for a wide range of single person accommodation to meet a wide variety of need. There is demand for accommodation for the young who may not be eligible for public rented accommodation nor be able to purchase a flat or house. There is also the needs of the young and mobile who may change place of employment frequently. There is the needs of special groups, physically handicapped, mentally handicapped, single elderly, very poor, ex-offenders, young leaving care. There is also the needs of those who are not strictly speaking single, the homeless, battered wives, divorcees, single parent families.

The handbook does not deal with the specific needs of each special group but suggests three types of accommodation; single person houses or flats, shared housing and hostels.

It discusses the possibility of providing the accommodation through the conversion of old buildings, inter-war housing, walk up flats and multi-storey housing as well as by new build. It specifically points out that while multi-storey housing has often proved unpopular for family housing it is very suitable for single person housing.

The recommended standards of accommodation are as follows:-

Single Person; Independent House

One apartment dwellings should have a gross floor area of 32.5m² for a flat and 33.0m² for a house.
Two apartment dwellings should have a gross floor area of 37m$^2$. (Fig. 8.02) Optional features which could be included would be communal laundry, communal lounge of 0.5m$^2$/tenant with a minimum area of 20m$^2$ with pantry, caretaker's office and an entry phone system.

Shared Housing

If utilising existing housing there should be one bedroom per person and one apartment greater than the number of persons.

Purpose designed shared housing should have minimum areas of:

<table>
<thead>
<tr>
<th>No. of Persons</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
</tr>
</thead>
<tbody>
<tr>
<td>m$^2$/person</td>
<td>28.7</td>
<td>25.9</td>
<td>23.7</td>
<td>22.0</td>
<td>20.7</td>
<td>19.7</td>
<td>18.9</td>
</tr>
<tr>
<td>Total min. area</td>
<td>57.4</td>
<td>77.7</td>
<td>94.8</td>
<td>110.0</td>
<td>124.2</td>
<td>137.9</td>
<td>151.2</td>
</tr>
</tbody>
</table>

The private space for each person would normally be a study bedroom (10m$^2$ minimum). Exceptionally, a double study bedroom (16m$^2$ minimum) might be included. (Fig. 8.03)

Optional features would be as for single person housing.

Hostels

Whereas shared housing would be classed as housing under the building regulations (A1 or A2 under the 1984 regulation) hostels are under the more onerous classification of A3 or in certain instances A4. Under the 1990 regulations a shared house of up to six persons was treated as a dwelling under classification 1A for flats, 1B for houses of more than two storey or 1C for one or two storey houses. A hostel was under the more onerous classification 2A whereas a shared house of seven to ten persons was given an intermediate classification of 2B.

Hostels had recommended space standards of:-

<table>
<thead>
<tr>
<th>No. of residents</th>
<th>10</th>
<th>15</th>
<th>20</th>
<th>25</th>
<th>30</th>
<th>40</th>
<th>50</th>
<th>75</th>
<th>100</th>
</tr>
</thead>
<tbody>
<tr>
<td>m$^2$/person</td>
<td>34.6</td>
<td>31.9</td>
<td>29.8</td>
<td>28.2</td>
<td>27.0</td>
<td>25.4</td>
<td>24.3</td>
<td>22.7</td>
<td>22.0</td>
</tr>
<tr>
<td>Total area</td>
<td>346</td>
<td>478.5</td>
<td>596</td>
<td>705</td>
<td>810</td>
<td>1,016</td>
<td>1,215</td>
<td>1,702.5</td>
<td>2,200</td>
</tr>
</tbody>
</table>

For disabled persons an additional 3m$^2$ per person and an additional 10% of shared areas is to be allowed.

Hostels may be self-catering or capable of providing a full catering service.

The private space for each person would be a bed sitting room of 13m$^2$ or exceptionally a small proportion of double bedsitting rooms 19m$^2$ minimum.
The shared space includes communal living areas, dining areas, warden's office, bathrooms, WCs, kitchen, laundry and storage. (Fig. 8.02)

Optional features include hobbies rooms, guest rooms, staff rooms, office and warden's/staff house/s.

The handbook does not comment on the obvious irony that due to the trend towards smaller household sizes there was now a need for one and two apartment dwellings whereas the drive in the interwar years had been to replace the overcrowded one and two apartment houses. Indeed while tenement (room and kitchen) two room flats are ideally suited for conversion for single people the illustration in the handbook of a 2:1:2 tenement is for conversion of the three flats to provide a shared house for four persons. The proposed conversion gives two large and two small bedrooms plus kitchen/dining and lounge rather than the more obvious use of the single end as the communal kitchen dining lounge with the other four rooms as bedsit rooms. (Fig. 8.03)

Scottish Housing Handbook : Part 2

House condition surveys were recommended as a necessary ingredient in the assessment of housing needs in Part 1 of the handbook Assessing Housing Needs - A Manual of Guidance 1977. The assessment of housing needs was essential in the preparation of housing plans and through them financial plans.

SHH2 gives guidance on a common methodology for Local House Condition Surveys and was available with an accompanying computer package. The guidance included advice on initial preparation, sampling, briefing surveyors, renovation cost and gathering household information.

The surveys were to cover samples of all housing in the authorities’ area, all tenures and all types. The purpose of carrying out a local house condition survey as recommended in SHH2 is to give authorities a reliable and cost effective method of assessing the need for improvement and repair to existing housing stock in their area.

Local house condition surveys were carried out by local authorities in the early 1990s. In 1989 Scottish Homes was commissioned by the Scottish Office to co-ordinate and manage the first Scottish House Condition Survey. The overall aim of the survey was to help identify priorities, and shape future housing policies by examining the condition of all tenure types throughout Scotland. The Scottish House Condition Survey was published in 1993.

HOUSING PROVISION

The percentage of houses rented from public authorities fell from 52.8% in 1980 to 41.7% in 1989. The two main reasons for this was house sales and that new house building was mainly by the private sector. The percentage of public sector houses sold since April, 1979 was 0.8% in 1980 and 18.6% by 1989. (12) SSHA conducted a survey of purchasing tenants and found that the three main reasons given for the purchase of their house were:- discount attractive 93.5%, independence of home ownership 85% and increasing public sector rents 85%. (13)
Local authority assessment of homelessness rose from 15,466 applicants in 1979/80 to 28,961 in 1989/90. Of those 7,421 in 1979/80 and 11,445 in 1989/90 were classified as homeless and 2,758 in 1979/80 and 6,756 in 1989/90 were classified as potentially homeless. The remainder either did not qualify or contact had been lost. These figures do not include those in substandard accommodation. But even without this inclusion the figures reveal an increase in the number of homeless throughout the 1980s.

Improvement of dwellings, including modernisation and rehabilitation, was of increasing importance. By 1982 almost half of public spending on housing capital projects was on improvement of one form or another. By the end of the 1980s modernisation was increasing in importance while rehabilitation of property such as tenements was decreasing. Modernisation of local authority stock was not limited to its older interwar or immediate post war houses. It also included its industrialised housing and its high rise housing. For example, in 1981 Glasgow modernised the first block of the Red Road flats.

<table>
<thead>
<tr>
<th></th>
<th>1980</th>
<th>1989</th>
</tr>
</thead>
<tbody>
<tr>
<td>Modernisation by local authority</td>
<td>16,786</td>
<td>48,496</td>
</tr>
<tr>
<td>Modernisation by New Towns</td>
<td>-</td>
<td>3,669</td>
</tr>
<tr>
<td>Modernisation by SSHA</td>
<td>4,937</td>
<td>1,470</td>
</tr>
<tr>
<td>Rehabilitation by Public Authority</td>
<td>572</td>
<td>64</td>
</tr>
<tr>
<td>Rehabilitation by Housing Association</td>
<td>2,787</td>
<td>1,122</td>
</tr>
<tr>
<td>Total Modernisation and Rehabilitation</td>
<td>25,082</td>
<td>54,821</td>
</tr>
</tbody>
</table>

There is no precise definition of modernisation or of rehabilitation. In essence they both refer to improving property (which is below current building regulation standards) close to, up to or beyond current standards. In general modernisation refers to post 1919 public authority housing and rehabilitation refers to pre 1919 housing.

Improvement of dwellings by private owners also increased throughout the 1980s.

<table>
<thead>
<tr>
<th></th>
<th>1980</th>
<th>1989</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applications for standard grants</td>
<td>197</td>
<td>516</td>
</tr>
<tr>
<td>Applications for discretionary grants</td>
<td>12,630</td>
<td>21,847</td>
</tr>
<tr>
<td>Total applications for Improvement Grants</td>
<td>12,827</td>
<td>22,363</td>
</tr>
</tbody>
</table>

Indeed by the end of the 1980s improvement applications reached the level of applications prior to 1974 when the percentage of grant was decreased from 75% to 50% in areas outwith Housing Action Areas.
The number of new houses completed remained fairly static at around 20,000 per year but this conceals the continuing change from public to private which started in the 1970s.

### New House Completions

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Private Sector</td>
<td>12,242</td>
<td>11,523</td>
<td>14,435</td>
<td>13,904</td>
<td>16,287</td>
</tr>
<tr>
<td>Housing Association</td>
<td>881</td>
<td>1,167</td>
<td>1,148</td>
<td>1,169</td>
<td>1,620</td>
</tr>
<tr>
<td>Local Authority</td>
<td>5,048</td>
<td>2,342</td>
<td>1,989</td>
<td>1,710</td>
<td>1,474</td>
</tr>
<tr>
<td>New Towns</td>
<td>1,288</td>
<td>729</td>
<td>201</td>
<td>107</td>
<td>409</td>
</tr>
<tr>
<td>SSHA</td>
<td>1,119</td>
<td>645</td>
<td>621</td>
<td>678</td>
<td>400</td>
</tr>
<tr>
<td>Government Depts.</td>
<td>33</td>
<td>17</td>
<td>17</td>
<td>139</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20,611</strong></td>
<td><strong>16,423</strong></td>
<td><strong>18,411</strong></td>
<td><strong>17,707</strong></td>
<td><strong>20,190</strong></td>
</tr>
</tbody>
</table>

(Refer also to Fig. 11.01 to 11.02)

From the above table it can be seen that while housing associations almost doubled their new house building completions from 881 to 1,620 the main reason for their increasing share of the publicly funded new housing programme is the decrease in the contribution by the public authorities, local authorities, New Towns and SSHA.

While there was a decrease in the provision of general needs public rental housing there was an increase in the provision of special needs housing.

The provision of sheltered housing by public authorities and housing associations increased from over 8,000 dwellings (approximately 13,500 bedspaces) in 1980 to over 26,000 dwellings (approximately 47,000 bedspaces) in 1989. With over 7,000 completed by 1979, this is approximately 19,000 sheltered housing dwellings built in the 1980s or an average of 1,600 per year.

The same is true of the provision of amenity housing which increased from over 3,000 dwellings in 1980 to over 10,000 in 1989 with approximately 900 dwellings built per year.

There is some difficulty in quoting exact figures for sheltered housing and amenity housing provision as Scottish Office statistics vary. For example, the Scottish Abstract of Statistics on sheltered housing places or bedspaces provided reported for the year 1979 a figure of 7,369 in the 1981 publication. The 1985 publication reported that the total number of amenity houses built by 1979 was 7,170 but curiously this is down to 3,273 in 1980 in the same 1985 publication. The reason for the variations or the fall is not given but as the statistics are based on housing authority returns it has to be assumed that there has been some reclassification or errors in reporting by authorities.
The variations do not detract from the fact that there was an emphasis on special needs provision in the 1980s.

The increase in housing provision for the disabled was according to the 1988 and 1989 publication of the Scottish Abstract of Statistics.

<table>
<thead>
<tr>
<th></th>
<th>1980</th>
<th>1988</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered wheelchair housing</td>
<td>219</td>
<td>1,180</td>
</tr>
<tr>
<td>Other wheelchair housing</td>
<td>533</td>
<td>1,406</td>
</tr>
<tr>
<td>Ambulant Disabled Housing</td>
<td>1,533</td>
<td>4,056</td>
</tr>
<tr>
<td>Other specially adapted housing</td>
<td>2,239</td>
<td>10,542</td>
</tr>
</tbody>
</table>

**HOUSING DESIGN**

**Modernisation**

For public authorities modernisation of their rental housing had far greater importance than rehabilitation, not just of interwar housing but of industrialised housing and high rise housing. Typical high rise modernisation involves increasing insulation, adding external cladding and providing controlled entry. While these additions increased comfort and security for residents, they were not always visually successful. An exception to this is the modernisation of Red Road flats begun in 1981 and where the use of coloured cladding helps to articulate the form of the flats which were best known for their height rather than their architectural quality. (Fig. 6.14)

Moss Heights post-modern additions also give a dramatic effect, but hide the original late 1940s design which could, if renovated, have displayed its original quality. (Fig. 5.46)

At Hutchesontown B, which won a Saltire Award in 1964, incongruous entrance canopies and pitched metal roofs have been added.

It ought to have been possible to upgrade the roofs and provide entrance foyers which enhance, or at least do not detract from, the original design. Instead the additions are clumsy and garish. (Fig. 5.47)

At Couper Street, Leith (Fig. 6.18) it would appear that the overcladding was deliberately designed to destroy the crisp white form of Alison Hutchison and Partners’ original design.

Elsewhere much damage to interwar housing was being done with window replacement. The new double glazing improved comfort levels for tenants but when replacing 1920s sash and case windows or 1930s metal windows, architectural respect and sensitivity is rare. (Figs. 2.05 & 3.11) Even the name of Thomas Tait as architect of Howwood Road, Johnstone did not save this 1935 scheme having its smooth render covered with dry dash stone chips and its 1930s curved corner metal windows built-up at the corners and replaced with timber pivot windows, single glazed! (Fig. 3.26)
The fact that there was often a failure in the past to recognise the quality of old stone buildings is no excuse for today’s lack of respect for our more recent past.

Lister Housing Co-operative, Edenvar Housing Association Ltd., Edinburgh

Respect and concern for the preservation of our stone heritage is now well-established and at Lauriston Place, Edinburgh the Lister Housing Co-operative with architects T.M. Gray Associates won a Saltire Award in 1982 and a Civic Trust Award in 1983 for their renovation of Lister Buildings.

The fine stone frontage had been partially concealed behind projecting single storey shops. The shops were removed reinstating the front gardens and where necessary new stone ground floor facades were formed matching the originals. The front doors which appear as the entrance to a terraced Georgian town house are in fact the flats entrance controlled with a door entry system. (Fig. 8.04)

Annsbrae House, Lerwick

The reconstruction of Annsbrae House, the last surviving Laird’s house in Lerwick, provides nine individual flats for psychiatric patients discharged from hospital, together with accommodation for two supervisors and their families. The house is divided to form two flats and the remaining flats are provided in the wings and the outhouses. The west outhouse accommodates general workshop space. All repairs to stonework, copings, steps and pathways have been carried out in natural stone. (Fig. 8.05)

Like the Lister buildings Annsbrae House is high quality rehabilitation. While not all rehabilitation was of this quality they are examples of a growing concern for our stone architectural heritage which as noted above has not been matched with appreciation of our more recent heritage.

Infill Development

Large scale redevelopment or greenfield development was replaced in the 1980s with infilling gap sites or replacing redundant buildings. The scale of development was generally smaller and tended to adhere to the existing street pattern with the architectural style intended to compliment the surrounding built fabric.

Springwells Court, Dunkeld

One of the few new buildings in the central area of the cathedral city of Dunkeld, it has been designed to imitate the character of the surrounding buildings. It provides two apartment flats on the first two floors with three maisonettes on the top two floors. Access to the flats is by open balcony common in 19th century working class housing especially in Dundee. (Fig. 8.06)

Jamaica Street, Edinburgh

The 110 flats built for Link Housing Association in the Mews area behind Royal Circus, India Street, Heriot Row and Howe Street are traditional in style using textured concrete block to
match the ashlar stone of surrounding Georgian Edinburgh. It is a gap site development on the
site of tenement housing demolished in the 1960s. The majority of the flats (88) are single
person bedsit flats, twenty-one are two person, two apartment flats and one is a three person,
three apartment flat. The flats are for any age group and the housing mix reflects the high
demand for small flats in the city centre. (17) There is an assumption of low car ownership,
again reflecting a city centre location well served with public transport, in that only fifteen car
spaces are provided. The flats are in two and three storey blocks accessed at ground floor
level or by common stair with two flats off each landing. (Fig. 8.07)

John Jamieson Closs, Lerwick

This small infill development for Hjaltland Housing Association is both traditional in form and
modern in its detailing. Lerwick has suffered from suburban sprawl with Clickhimin Broch on
the western edge surrounded with detached bungalows. This 'closs' development in the centre
of Lerwick follows the existing pattern of developing up narrow lanes which lead up from the
harbour. The site is steeply sloping and the lower floor is partially dug into the slope with a
raised path giving access at mid level. The four mid-terrace houses are three storey entered at
mid-floor while the end of the terrace accommodates a one person flat entered at ground level
with a two person maisonette entered from the raised lane as is the four person three storey
house. (Figs. 8.08, 8.09)

The upper floor wall construction is timber frame with a rendered blockwork external leaf.

Edzell Street, Whiteinch, Glasgow 1987, Whiteinch and Scotstoun Housing Association

Edzell Street by Simister Monaghan Architects adjoins Dumbarton Road which contains both
two storey houses and four storey tenements. Although the buildings adjoining the site are
four storey this infill site is entirely two storey in height. This was a client requirement as the
Association had a stock of rehabilitated tenements and had a tenant demand for two storey
family housing. The site also had some areas of ground with low bearing capacity which
although not the primary reason for building low rise, gave an added reason for two storey
development. (18)

The development provides forty units of two and three person flats and four, five and six
person houses including four family wheelchair standard houses. The walls are of warm buff
facing brick. The adjacent tenements have red sandstone fronts and buff brick rear elevations.
Grey tile is used at first floor window level and cast sculpture panels are inserted over
doorways to Edzell Street. Family housing is arranged around courts accessed off Edzell
Street. (Fig. 8.10)

Govanhill Street, Glasgow 1983, Govanhill Housing Association

An earlier infill scheme by the same architects it continues the building height of the existing
three storey tenements in Govanhill. The two, three and four person flats are grouped two
flats per landing around a common stair. In this case blockwork is used for the external walls
as in the case of the adjacent tenements. Black tile is used at eaves window level and around
stair close entrances. Raised planters give street protection to ground floor windows. (Fig.
8.11)
Methil Street, Glasgow 1989, Whiteinch and Scotstoun Housing Association

Also by the same architects this development is an infill between four storey stone tenements. Here the client’s requirement to maximise the potential of the site matched the architectural requirement to continue the existing eaves line. This resulted in building five storeys in two stairs giving twenty units. The five storeys necessitated the provision of a lift and therefore allowed the flats to be classified as amenity flats suitable for ambulant disabled. The five storey development, having flats with floor levels at four storey, required under the 1981 building regulations to have a ventilated protected lobby between flat entrance and stair. (This has since been altered under the 1991 regulations to be flats at a height of no more than 11 metres and would now not require a protected lobby for two flats off each landing at less than 11 metres. The 1981 regulations were 11 metres or four storey whichever was less but four storeys was almost always the lesser of the two).

Methil Street uses both blockwork and facing brick banded to pick up eaves and string courses of the existing tenements. (Fig. 8.12)

Tenement for the 21st Century, Craigen Court, Shakespeare Street, Glasgow

In 1984 an architectural competition for the tenement of the 21st Century was staged jointly by the RIAS and the community-based Maryhill Housing Association. The client required a mixture of two, three, four and five apartment flats with wheelchair and ambulant disabled flats at ground floor level. Costs were to be to indicative costs (which still apply to the Housing Corporation, now Scottish Homes, and the New Towns but not to Local Authorities).

From a large number of entries the judges selected four but declined to choose an outright winner. Maryhill Housing Association then invited Ken MacRae in association with McGurn Logan Duncan and Opfer to develop their competition entry as the one to be built. (19) The design turns the corner of the site with a crescent with living spaces to the front, bedspaces to the rear and kitchen and bathrooms in the core of the plan mechanically ventilated. The tenement at the front reflects the storey heights of the neighbouring Edwardian red sandstone tenements with the livingroom storeys height one and one third times the bedroom storey height at the rear.

The 1980s building regulations required a lift be provided if the entrance to a flat or maisonette was not less than four storeys or 9 metres from the entrance. The entrance to the top maisonette at Craigen Court is three front storeys and four rear storeys above the entrance and as pavement level is higher than the lowest floor level then it would have been possible to design the entrance to avoid the four storey requirement for a lift. It did not and could not comply with the 9 metre requirement.

However the plans as presented were accepted and passed by Glasgow District Building Control without the provision of a lift. (20) Interestingly, this regulation was revised in the 1991 regulations to delete the reference to storeys and raise the height requirement to 10 metres. As Craigen Court is 10.4 metres (4 x 2.6 metres) from ground floor to top maisonette entrance and the pavement is approximately half a metre above ground floor level, entry to the close at pavement level would allow compliance with the 1990 regulation without lift provision.
As at Methil Street the 1980s building regulations required a ventilated lobby between flat entrance and stairwell. At Craigen Court the lobby is not ventilated but a pressurisation system with independent power supply was installed, with Building Control agreement, in order to create a positive pressure in the lobbies and prevent smoke leakage from the flats in the event of fire.

While the elevational treatment is not imitative it does contain certain traditional features. The ground floor external wall is grey Creetown granite block giving a heavier base to the buff ashlar block of the upper floors and the red cast stone string courses pick up the colour of the adjacent red sandstone tenements. First floor livingrooms have balconies in the tradition of the piano nobile.

Ground floor flats have sunken front gardens protected by railings while there is controlled entry to the stairs now a standard feature of flats. (Fig. 8.13)

An interesting feature of Craigen Court and Methil Street is that, as they are both of five or more storeys, they required to be structurally designed to avoid progressive collapse. A requirement introduced in the 1971 Building Standard as a result of experience gained as a result of the Ronan Point collapse.

Kirkland Street, Glasgow

This was SSHA’s first experiment in tenant participation in the design process. From Glasgow District’s nomination of twenty-four tenants, twenty tenants regularly participated in the design of 144 dwellings with a mix comprising family units, sheltered housing and single person accommodation. Tenants and the SSHA design team visited completed schemes in Glasgow and discussed design options on layout and house design at evening meetings.

On the layout tenant preference was for:-

Red facing brick as opposed to dark brown facing brick or roughcast.
No kickabout place but accepted toddlers’ play space.
Traditional roads with footpaths.
Houses to have small front gardens enclosed with low walls and larger rear gardens enclosed with higher fences or walls.
Curtilage car parking was rejected as it would take up garden space.
Grouped parking in the courts away from the main street was preferred.
Rear gardens were to accommodate bins and give access to kitchens.
Sheltered housing was to be integrated within the scheme.

On the house tenant preference was for:-

Two storey preferred to three storey for family houses.
Large livingroom windows facing the street (this was against Glasgow District’s planning brief which required non-habitable rooms only to face onto Maryhill Road).
Solid front doors for security.
Individual front doors to ground floor flats.
Focal point electric fire in addition to gas central heating.
The design period with discussion took eleven months with a further eight months spent on detailed design.


The design places houses and flats in hollow squares facing out to the main streets, Kirkland Street to the west and the busy Maryhill Road to the east. Livingroom windows face out onto those roads with kitchens and gardens facing inwards to the rear car parking paths. The three storey flats are mainly positioned on Maryhill Road and on corners. The two storey housing is mainly on the more minor roads and single storey housing is provided within the rear courts. (Fig. 8.14)

Queens Cross, Glasgow

Following Kirkland Street, Glasgow District commenced design of Queens Cross Phase 1 in 1985. It is a prominent site on the corner of Garscube Road and Maryhill Road. The design includes a focal point clock tower with “lookout flat” on the corner. Built in red facing brick as is Kirkland Street, Queens Cross design uses dark engineering brick string courses and banding to create detail interest. Many of the basic design decisions are similar to Kirkland Street. The three storey flats front Maryhill Road and have individual entrances to the ground floor flats. Two storey terraced houses face Garscube Road with, as in the flats, livingrooms to the front and kitchens to the rear facing private gardens and parking. Front areas have either gardens or planters to separate livingroom windows from the pavement. A tenants’ meeting room with kitchen and toilets has been provided adjacent to the clock tower. (Fig. 8.15)

Dalmarnock, Glasgow

SSHA followed up the Kirkland Street experiment with tenant participation on the second phase of their infill housing along Dalmarnock Road.

The design discussion period was considerably shorter, six months to Kirkland Street’s eleven months, but here the tenants had a full scale model to discuss, Dalmarnock “A”.

Preferences and design solutions are very similar to Kirkland Street. Houses and flats face outwards with livingrooms and bay windows to the street. Houses have small walled front gardens and enclosed rear gardens. Car parking is on the side streets. At Dalmarnock tenants chose to have all flats accessed off the common stair. The development is mainly two storey with single storey wheelchair and amenity housing on the rear side street. (22) (Fig. 8.16)

Irvine New Town, Special Needs Housing

The New Towns’ rental housing programmes were reduced in the 1980s with increasing emphasis on private house building. In Irvine areas designated for rental housing, even some with rental housing designs completed, were redesignated for private housing and sold. The other Scottish new towns, while continuing to build smaller numbers of rental housing to meet second generation demand, commenced modernisation of their older houses and remedial work to their industrialised system houses.
Irvine, the youngest of the five Scottish new towns and an expanded town containing the historic burghs of Kilwinning and Irvine, had comparatively new houses. It had not built any high rise flats and its earliest houses dated from the late sixties and had used no-fines concrete or timber frame construction systems. Later houses were low rise traditional and consequently Irvine had no programme of remedial work. Irvine’s new house building programme was reduced from its 1970s target of 800 houses per annum to around 100. Irvine’s priorities accepted by the Scottish Office were for infill in the existing settlements and, as in other new towns, priorities were to be given to special needs with a much reduced greenfield rental development. Irvine’s housing architects’ group shrank from its 1970s establishment of ten qualified architects plus an equal number of technicians to two architects plus one “year out” or qualified architect and two technicians.

Irvine’s housing programme, therefore, changed from developing large greenfield areas with housing contracts of 100 to 300 houses to mainly small infill developments often for special needs, amenity housing and sheltered housing for the young, the disabled and the elderly.

**Caley House, Kilwinning, designed 1982**

One of Irvine’s first special needs projects, Caley House, was built to be leased to the YMCA and YWCA who would jointly manage the building to provide self-catering accommodation for young people. The accommodation was in the form of self-contained flats, ten one person bedsits, three two person flats wheelchair standard, two two person flats and ten four person flats. Each resident had his or her own bedroom and separate livingrooms were provided in the two and four person flats. Similar to sheltered housing, a warden was employed who was provided with an office and separate family house. Residents had the use of a laundry, common room and YMCA club.

The brief required access to the flats and the YMCA club to be through a controlled entry point. The design, utilising the three metre drop of the site, provided the flats in a three storey wing along the Howgate, the main street, with the access corridor at mid-level on Howgate. The YMCA club and warden’s house were sited on Dalry Road with the common room and entry point in the form of a conservatory at the Dalry Road, Howgate corner. Parking and recreational pitch were provided in the enclosed court to the rear.

The access corridor was designed as an internal street with facing block walls to the flats, tiled floor and planters along the Howgate edge. The corridor faced south and was glazed to use solar energy to heat the floor and block walls. This passive solar heating was the only heating provided in the access corridor. This raised the temperature to a comfort level considered acceptable for the young. Overheating was controlled by opening lights. (Figs. 8.17, 8.18)

**Heathfield House, Sheltered Housing, 1983**

Heathfield House is a listed building close to Irvine town centre, built as a family house it had had various uses before falling into disrepair.
Threatened with demolition it and its walled garden were purchased by the Development Corporation for sheltered housing. The brief as for all Irvine's sheltered housing was that all residential accommodation was to be at ground floor level to allow for the tendency for residents to become increasingly frail and less able to cope with stairs.

The design solution was, therefore, to utilise the "big" house for warden's accommodation on the top floor, guest and dining facilities on the main floor and mainly service accommodation on the lower, semi basement floor. (The dining facility was provided here for occasional functions and not to provide a daily meal for residents as in the case of the 1990s very sheltered housing). The houses, twenty, two apartments with one, three apartment, are all laid out in a hollow rectangle around the edge of the walled garden. The houses are designed with an internal corridor linking the houses and communal facilities, on one side and a small conservatory off the living room on the other. The conservatories as well as providing a small sun space for each house provide a buffer to the external air as does the corridor on the other side.

There is a deliberate contrast between the old and the new. The old house being restored with mouldings and cornicing while the new addition has facing block walls and exposed timber structure to the common spaces. Where the old and new touch glazing separates the old from the new structure. (Figs. 8.19, 8.20)

**Hawthorn Place, Sheltered Housing 1986**

The site was reclaimed land formerly the site of foundry waste bings. The bing material had been removed and sold for road construction and the reclaimed site was completely flat and devoid of landscape features. The brief was for a single storey sheltered housing group of nineteen, two apartment houses and three, three apartment houses, warden's house, guest rooms, laundry, common rooms, etc.

The flat site permitted a regular plan form with the south, west and east facing elevations accommodating the residents' houses and the north facing wing the warden's house with living room and garden facing south. The flat exposed site would give little shelter in the initial years, at least until the landscaping matured, therefore a large atrium was provided in the centre to allow residents to sit in a winter garden on chilly days. Entrance to Hawthorn Place is from the north, the town end, and at the other end of the atrium there is a south facing lounge. Each corridor is terminated with a small glazed sitting area. As at Heathfield and the following scheme, the corridors are single sided, glazed to allow residents continuous external references to avoid disorientation. Kitchens have windows to the glazed corridor to give dwellings views out both sides of the house. (Figs. 8.21, 8.22)

**Bryce Knox Court, Sheltered Housing, 1989**

Unlike the other two schemes which were in the burghs of Irvine and Kilwinning, Bryce Knox Court was built to serve the northern end of the greenfield development at Girdle Toll and Lawthorn. Earlier sheltered housing at Cheviot Court was built to serve the southern end of the town at Broomlands and Bourtreehill.

The site is on a rise in the ground adjacent to Littlestane Farm (now a kirk for the Church of Scotland) and to the Lawthorn Local Centre. It is adjacent to a small group of rental housing
while it overlooks a much larger area of private housing to the north. The sheltered houses are identical to those at Hawthorn Place but are laid out along the ridge and the high ground adjacent to the church and main town footpath. As at Hawthorn the corridors terminate in small sitting out spaces, but here the site has commanding views to the Dalry hills and Arran and the houses have been positioned to take advantage of these views to the north-west and south-west. The warden’s house as in Heathfield House and Hawthorn Place is separate with its own entrance but linked to the unit through the office. The lounge also looks out to the Dalry hills over a raised patio and is open to the foyer screened by a toplit planter. (Figs. 8.23, 8.24)

This was the last sheltered housing project the Development Corporation built as it was unable to obtain a commitment from the Region to provide warden services for any further schemes. (It was a requirement of Scottish Office Circular 120/1975 that a housing authority had to show that the Region had agreed to provide warden service)

**Sheltered Housing with more than One Storey**

**Castleacres, Campbeltown**

In 1986 SSHA commenced design of a sheltered housing scheme for Campbeltown. Whereas the sheltered housing at Irvine was all single storey accommodation and linked with heated corridors, at Campbeltown the residents’ accommodation is provided in the form of independent cottages. There are fifteen two person single storey cottages, one two person wheelchair and one three person wheelchair cottage with six two person flatted houses in two storeys. The single storey cottages front the road with the two storey flatted houses set back to give small courts. The two wheelchair houses have covered car spaces between them. The community building was converted from an existing house and warden’s detached house sited at the other side of the community building giving the warden’s family privacy. (Figs. 8.25, 8.26)

The advantage of this cottage type of accommodation is that visually the sheltered housing group is small scale and no different visually from any other cottage development while having the advantage of warden facilities on call. However, while costs are lower, the lack of heated corridor access means that as residents become more frail they are less likely to venture out of their house especially in winter months. These were differentiated in NSHA 3 1970 as type 1 (cottage) and type 2 (flatlet) but since Circular 120/1975 both types are termed sheltered housing with cost allowances for corridor access where provided.

**Sinderins, Perth Road, Dundee**

Sinderins was the result of a competition held in 1984 jointly organised between SSHA and the RIAS for architects under thirty-five years of age practising in Scotland. The competition was won by Page and Park architects providing twenty-eight units including a warden’s house and a warden’s flat in three separate blocks. The main block is a five storey tenement on Perth Road with basement service accommodation and four storeys of flats with four two apartment flats grouped round a stair and lift on each upper floor. The ground floor of this block uses the area of a flat to provide the common room on the street corner. The second block provides a two apartment and a three apartment flat on each landing of two stairs of the two storey block. The third block provides two, two apartment flats at each landing of the stair of the two storey
block. Attached to this block is a two storey warden's house. Three car parking spaces have been provided for this town site. (24) (Figs. 8.27, 8.28)

Fifteen of the twenty-eight flats are, therefore, linked by stair, lift and corridor to the communal facilities, thereby providing accommodation suitable for the more frail. A further six flats have ground floor external access with only six of the flats limited to those capable of climbing stairs. In this type of accommodation it may be necessary to reallocate flats if a resident on the first floor of the two storey blocks becomes less able to climb stairs. This, however, is often necessary in town centre sites where land is not available for single storey accommodation and the expense of lifts has not been incurred.

**Balfour House, Cameron Crescent, Edinburgh**

Designed by Nicholas Groves-Raines, architects, it provides twenty eight one person and fifteen two person sheltered flats for Viewpoint Housing Association.

The four storey flats have been designed in brick with contrasting colours around the windows at quoins. The wall colours are similar to those of the adjacent stone buildings but whereas they have red sandstone quoins and buff infill, here it is buff quoins and red infill. The plan links into housing association property at either end but also links to property at the rear with a bridge. Corridors have flats' entrances off each side but have openings in the external walls allowing views out and external reference to avoid disorientation. A lift has been provided at the centre with stairs at centre and both ends. The central kitchen, dining room, common room, quiet room and office are provided at ground floor level. (Fig. 8.29)

**Ferrylee Old People's Home, Leith**

This is not a housing authority provision, it is a home provided by the regional authority. It is perhaps strictly speaking not housing in the sense that the houses are not occupied by households and residents do not provide their own meals. It is, however, a good illustration of the blurring of the distinction between types of residential accommodation. It is not a traditional home or hostel with bedrooms and communal living. At Caley House described earlier up to four young residents shared a flat and cooked their own meals. Here accommodation is grouped with one house per wing floor. Each house provides bedrooms for single people or couples with shared living/dining room/pantry, WC and bathroom. Residents make their own breakfast but other meals are prepared in the central kitchen although they are served not in a communal dining hall but in the house dining room. Very sheltered housing built in the 1990s for the frail elderly provided each resident with their own house but provided at least one cooked meal per day. The desire to make old people's homes less institutional has made the distinction between an old people's home and housing, especially sheltered housing, less pronounced.

At Ferrylee the brief was to provide accommodation for forty-eight persons in single storey accommodation in a group of eight person house units. The site, close to the centre of Leith in tenement backlands, was clearly too small to achieve this and a two storey solution was accepted. The planning organisation has clearly benefited from the acceptance of two storeys. The forty-eight persons are accommodated in six eight person shared houses grouped around a central double height space. The fourth wing of the cruciform plan accommodates the kitchen and ancillary accommodation. The cruciform plan fills the site leaving four courts,
entrance/service court and three private garden spaces. Each house enters directly off the
centre space, therefore, there are no winding enclosed corridors in which residents may
become disorientated. Access to first floor level is by stair or lift. (Figs. 8.30, 8.31) Each
dwelling has a secondary means of escape with a fire escape stair as the building was classified
as A4 (old people's home) the most onerous of the residential categories. Unlike general
needs housing, amenity housing or sheltered housing, homes require a Firemaster's certificate
for social work department registration.

Redesign and Modernisation

Darnley, Glasgow

Built in the 1970s this large deck access scheme had serious vandalism problems in its early
phases even before the later phases were completed. Vandalism to the lifts had caused the
death of a ten year old girl in 1976 and serious injury to a sixteen year old girl in 1977. In
1978 the incomplete Phase E was demolished, the District Council writing off £2.2 million. (25)
(Figs. 7.11, 7.12)

The redesign and modernisation of Darnley by the District Council's architects department
began in 1988. The action was drastic. Sections of the completed blocks were demolished and
retained sections remodelled. The internal plan arrangements of the flats were retained but the
balcony access was restricted to fewer flats off each stair/lift tower. This was achieved by the
addition of intermediate stair/lift towers and breaking the continuity of the deck access in order
that there is no access from one stair group of flats to another. Controlled foyer access has
been provided at the entry points to each stair, limiting access to residents and visitors. Access
balconies have been glazed improving comfort levels and weatherproofing. Pitched roofs have
been added and the walls re-rendered and painted. At the ground floor level the covered
public drying areas have been extended and converted to form carports and garages. (Fig.
8.32)

Glenburnie Place, Wardie Road, Easthall

Easthall lies on the eastern edge of Glasgow to the north of Edinburgh Road and to the south
of the M8, to the north of which lies the better known similarly developed area of Easterhouse.
The tenement flats at Glenburnie Place, Wardie Road were built using a pea gravel faced
Wilson precast hollow concrete block. The heat loss was estimated by the TSA (Technical
Services Agency) as five times that of the current building regulations. Wall construction was
hard plaster on a hollow block, the block being 220mm thick with a 100mm void in the centre
of the block.

Easthall Residents Association, aware of the problem of high heating cost, dampness and
condensation, highlighted in the 1982 Easterhouse Anti-Dampness Campaign, joined the TSA
in 1984. The TSA established that dampness in houses at Easthall was primarily due to
condensation. Heatfest, an ideas competition, was held in 1987 and an approach was made to
CEC (Commission of European Communities) for funding. Eventually funding was put in
place with 30% from CEC, and 70% by Glasgow District Council together with £10,000
sponsorship by Scottish Power.
The solution used increased insulation, buffer spaces, solar energy and heat recovery. Roof insulation was added at roof truss tie level and wall insulation improved by a 50mm thick external render and insulation. The front veranda or balcony was glazed and a small conservatory added at the rear. Southerly facing roof slopes over the stairwells were patent glazed and designed to act as solar collectors. The warm air was then sucked through a heat exchanger with the recovered heat used to preheat the hot water storage tank. Residual warm air was then ducted into the stairwell. The result of this is that flats are buffered from cold, external air by the stairwells, conservatory and veranda. (Figs. 8.33, 8.34) The use of buffer spaces to reduce heating costs has already been described at Heathfield House, new build sheltered housing. Here the principle is taken further using solar collection and heat recovery.

Conversions

Conversions account for 2.5% of the total housing stock in Scotland only slightly less than the 2.9% which is in tower blocks or in deck access. But whereas 96.2% of the latter is Local Authority, New Town, Scottish Homes or Housing Association owned the figure is 6.3% for conversions with 69.0% owner occupied and 24.7% privately rented. Having said that, conversion of redundant buildings by housing authorities and associations have in a number of cases made a significant contribution to the regeneration of the inner areas of cities and towns.

Upper Dens, Dundee

The 2.6 hectare industrial site was purchased by Hillcrest Housing Association in 1983 and developed in partnership with two other housing associations, Gowerie and Servite. The associations appointed Baxter Clark and Paul to design an overall scheme for the steeply sloping and terraced site. The site was developed with new build houses and flats ranging in height from one to eight storeys plus special needs housing including those for single person mentally handicapped, physically handicapped and sheltered accommodation for the elderly.

The lower end of the site included a listed jute mill and this has been converted for Hillcrest to provide seventy-three one bedroom flats using its four floors and roof space. (Fig. 8.35) The overall scheme included a large public open space behind the mill and as housing association costs could not carry the cost of providing the public landscaping, the Scottish Development Agency funded this part of the scheme. A competition was held and won by Building Design Partnership with a scheme which featured the former mill stream and water retained at different levels.

Craigwell Brewery, Edinburgh

Craigwell Brewery on Calton Road which lies to the north of the Canongate was restored and converted to provide twenty-two flats and town houses for Abbey Housing Association. The town houses are at the east end of the courtyard and both town houses and flats have habitable rooms facing south with service spaces on the north side. The street side is built of red sandstone and this and the western end, formerly brewer offices, is used to accommodate the stair access walk-up flats. The four storey town houses were formed in the red and yellow brick brewery buildings. The old perished hoist housings were recreated to provide projecting balconies in front of floor to ceiling windows.
The scheme retained the existing door and window openings, repaired the slate roof and repaved the courtyard with granite sett paths in gravel. From the courtyard, steps give access to a higher level south facing walled garden. Car parking is limited. Five car spaces have been provided on the south eastern edge of the site. (26) (Fig. 8.36)

SUMMARY 1980-1989

Scottish Housing Handbook 5, Housing for the Elderly 1980

This handbook, promised by circular 120/1975, replaced the 1970 Bulletin 3 Housing for Old People. Whereas the 1970 standards had reduced space standards for sheltered flatlets, SHH5 required sheltered housing and amenity housing to be built to Bulletin 1 standard (as announced by Circular 120/1975). SHH5 stated that it would be unlikely that housing authorities would build a substantial amount of general needs housing for the elderly as most authorities might choose to concentrate their resources on amenity or sheltered housing.

SHH6 Housing for the Disabled had been published in 1979 setting increased space standards over Bulletin 1 for one to seven bedspace houses suitable for wheelchair users. Ambulant disabled as wheelchair users required suitably designed fittings but space standards were as Bulletin 1 for ambulant disabled.

Housing authorities gave increased attention to building special needs housing, amenity and sheltered housing for the elderly and wheelchair and ambulant disabled standard housing for the disabled of all age groups.

Sheltered housing provision was an important function of Local Authorities, SSHA and New Towns. This was especially true of Irvine New Town which had relatively new housing stock and therefore no modernisation programme. In the 1980s Irvine's priorities as a new expanded town was infill development in the existing settlements and special needs housing. Heathfield House and Hawthorn Place sheltered housing projects were also infill development. Bryce Knox court was however built on a greenfield site but like the other sheltered housing projects in Irvine New Town was single storey with all houses linked to the communal facilities with a heated corridor.

SSHA's sheltered housing project at Castleacres in Campbeltown was comprised of one and two storey cottage houses and flats. Here SSHA had opted to provide individual cottages linked only to the communal facilities by external paths and the warden call system.

Housing associations also built sheltered housing. Sinderins in Dundee and Balfour House in Edinburgh both contain flats in four storey blocks reflecting the height of adjacent development. In accordance with the requirements of SHH5 for flats over two storeys, lifts have been provided.

Scottish Housing Handbook 7, Housing for Single People 1984

SHH7 provides advice on the design of single person houses and flats, shared houses and hostels, built new or by conversion. The housing described is special needs housing for the young and mobile who may change employment frequently or for physically or mentally
handicapped, single elderly, very poor, ex offenders or young persons leaving care. It also includes housing for homeless, battered wives, divorcees and for single parent families.

Special needs housing for single persons built in the 1980s include, conversion of Red Road flats by the YMCA, new single person flats and shared housing at Caley House, Kilwinning, single person housing as part of Kirkland Street, Glasgow, Ferrylee old people's home built in the form of shared housing and single person housing for physically and also for mentally disabled people in the Upper Dens development in Dundee.

**Tenant's Rights, Etc. (Scotland) Act, 1980**

This provided discounts to those on secure tenancies as an incentive to buy their public sector rental houses. Tenants had the right to buy with the exception of those in sheltered housing or, as a result of an amendment Act in 1980, those in amenity housing. Those with housing association tenancies were also excluded in the 1980 Act. They were included in the 1986 Act but excluded again by the 1988 Act.

Discounts were related to length of tenure and increased after twenty years to a maximum of 50%. The 1984 Act increased this to 60% after thirty years and the 1986 Act increased the maximum discount for flats to 70%.

Sale of public sector housing increased from 0.8% in 1980 to 18.8% by 1989. The tenant's rights in the Act allowed tenants the right to make improvements to their houses. The improvements by tenants and purchasers, while giving variety, were not always to the betterment of the overall environment. This was particularly the case with schemes designed with open communal landscaping in place of front gardens. Where tenants requested and were sold their section of the communal front area, usually a projection of the house frontage to the public road or footpath, there was a risk of the area being fenced off to the detriment of the communal landscaping.

**Housing Defects Act 1984**

The Act empowered the Secretary of State to designate a class of building as defective by reason of its design or construction. Prefabricated houses such as the Airey, Dorrnan, Lindsay, Myton, Orlit, Whitson-Fairhurst and Winget were and could be included. The concrete frame houses, which relied on site filling of concealed joints with concrete, proved to be a particular problem especially where site supervision had been poor. These houses did not necessarily have to be demolished, although many were, but they did require to be regularly inspected. The Act provided compensation to those who had purchased defective public sector houses.

**Housing (Scotland) Act 1988**

Scottish Homes was to replace SSHA and the Housing Corporation in Scotland from the 1st April, 1989. Scottish Homes was given very wide powers to allocate grants and loans and make acquisitions. Scottish Homes could also under the Act request any additional powers to carry out its general functions constrained only by the requirement to obtain Secretary of State and Treasury approval.
Scottish Homes was not intended to be a house building agency, as SSHA had been, but rather an enabler to encourage alternative forms of tenure. Grants were given to private builders to provide low cost housing to first time buyers and Scottish Homes administered the government subsidies to housing associations.

Local Authorities became increasingly involved with modernisation and less with building new housing while housing associations increased their involvement with new house building. Private house building continued to increase in volume with the result that in 1989 new house completions were 16,287 private sector, 1,620 housing association, 1,474 Local Authority, 409 New Towns and 400 SSHA.

Examples of housing association new building in the 1980s included Jamaica Street in Edinburgh, John Jamieson Closs in Lerwick, Edzell Street, Govanhill Street, Methil Street and Craigen Court in Glasgow. All of these projects are infill developments. Two of SSHA’s last housing projects in Glasgow at Kirkland Street and at Dalmarnock involved resident participation in design.

Scottish Housing Handbook 2, 1988
Local House Condition Surveys: A Manual for Guidance

SHH2 follows on from the 1977 SHH1 Assessing Housing Needs. It describes a methodology of sample surveying housing in an authority’s area. All housing is covered, public, private rental and owner occupied. A Scottish Housing Condition survey was commissioned in 1989 and reported in 1993. It provided a national datum against which local house condition surveys could be measured.

As a result of Local Authority assessment of housing need and the preparation of housing plans there had already been, as stated above, an increase in Local Authority involvement in modernisation (funded largely by receipts from house sales). There was also an increase in new house building by housing associations but especially by the private sector.

Local Authority involvement in modernisation included rewiring and window replacement but also involved major redesign as at Darnley in Glasgow. Here the large deck access blocks had their balcony access restricted to short lengths and additional stair towers added to limit the number of flats off each stair.

At Easthall modernisation proposed by residents and the Technical Services Agency involved major upgrading of insulation and use of solar heating. Funding was mainly by Glasgow District Council and the Commission of European Communities.

Not all housing from old buildings involved upgrading existing houses. The Scottish Housing Condition Survey revealed the 2.5% of housing stock was a result of conversions (only just under the 2.9% in high rise housing). The majority of conversions were by the private sector but at Upper Dens in Dundee housing associations built new housing and converted a former jute mill to provide flats. In Edinburgh Abbey Housing Association converted Craigwell brewery to provide flats close to the centre of the city.
1980 - 1989 References


(2) Ibid, 9.

(3) Ibid, 12.


(8) SDD Circular 38/1980, 2.


(11) Scottish Housing Handbook 5, Housing for the Elderly, HMSO, 1980, para. 2.3.1.


1986 Building Regulation Amendment to Space Standards

Regulation Q5

Minimum activity spaces

Apartment
Every apartment shall be capable of accommodating a bed, a wardrobe and a chest of drawers.

Kitchen

**Z** = manufacturer's size
**()** = distance to obstruction
850 high or less

All measurements in millimetres.

Bathroom

Figure 8.01
Scottish Housing Handbook 7  Housing for Single People

One Apartment Dwelling  \(6.9 \times 4.8 = 33.12 \text{m}^2\)

Two Apartment Dwelling  \(5.9 \times 6.3 = 37.17 \text{m}^2\)

Typical example of communal facilities in a hostel for 30 people

Hostel Communal Facilities

3 Alternative forms of bedsit provision in Hostel.

Figure 8.02
Scottish Housing Handbook 7  Housing for Single People

2:1:2 Tenement Conversion to provide one 4 person shared dwelling

5.0 x 4.4 double single bedroom

6.0 x 4.4 double bed sitting room

example of 6 person mainstream dwelling suitable for sharing by 4 single people

similar house type, purpose-designed as a shared dwelling for 4 persons

Figure 8.03
Lister Housing Co-operative, Lauriston Place, Edinburgh

New stone facade to ground floor where shops removed.

Entrance doors to flats. T M Gray Associates Architects, Alan Marshall designer
Saltire Award 1982
Civic Trust Award 1983

Figure 8.04
Annsbrae House, Lerwick

With the exception of the front and the gable walls virtually all other construction is a new reconstruction in the style of the original building.

Figure 8.05
Springwells Court, Dunkeld 1980

View from the Square

2 No. 1p 2ap flat
4 No. 2p 2ap flat
1 No. 2p 2ap maisonette
1 No. 4p 4ap maisonette
1 No. 5p 4ap maisonette

2nd floor maisonette
existing stone cellars retained as retaining wall

Ground floor and first floor similar.

Section

Saltire Award 1982, Perth and Kinross D.C.
Figure 8.06
Jamaica Street, Edinburgh

Interior Court
Saltire Commendation, Philip Cocker and Partners

ground floor plan
Building 10 September 1982

section looking west
Royal Circus

Figure 8.07
John Jamieson Closs, Lerwick

Saltire Award 1982, Civic Trust Commendation 1984
Hjaltland Housing Association, Richard Gibson Architects
Designers R. Gibson, J. Jessop
Govanhill Street, Glasgow 1983

Civic Trust Commendation 1983
Sinister Monaghan Architects, Project Architects, D. Simister, D. Hanley

Figure 8.11
Methil Street, Glasgow 1989

Saltaire Award Commendation 1992
Shlubster Monaghan Architects, Project Architects, V. Monaghan, J. MacLeod

Figure 8.12
Tenement for the 21st Century, Shakespeare Street, Glasgow

North elevation, ground floor flats have fenced front gardens

Section, higher living room ceilings reflect traditional tenement ceiling height
Plan shows 4 bedroom maisonettes. All flats have internal bathrooms and kitchens mechanically ventilated.

Designers Ken Macrae with Architectural Practice McGurn, Logan, Duncan and Opfer
Saltire Commendation 1990

Figure 8.13
SSHA, Kirkland Street, Glasgow

Saltire Award 1985
SSHA Architects. Project architect D. Stonelake

Figure 8.14
Dalmarnock A with porches but no bay windows
Note background of 3 storey inter war tenements 4 storey red sandstone tenements and multi-storey flats

Dalmarnock B with bay windows

Figure 8.16
Caley House, YMCA, YWCA, Kilwinning

Salire Award 1984, RIAS/SDA Regeneration Supreme Award 1985
Civic Trust Award 1986, GIA Award 1987, RIBA Commendation 1988
Designer H. Roan Rutherford, Irvine Development Corporation

Figure 8.17
Caley House, YMCA, YWCA, Kilwinning

Figure 8.18
Heathfield House Sheltered Housing, Irvine

Top left: Glazed corridor with old house on right
Top right: Dining room/lounge in old house
Foot: Old house and entrance to sheltered housing

Saltire Commendation 1987 Civic Trust Award 1988 GIA Award 1989
Designer H. Roan Rutherford, Irvine Development Corporation

Figure 8.19
Hawthorn Place Sheltered Housing, Kilwinning

Top left: Hawthorn Place from the south, Abbey behind
Top right: Atrium
Foot: Entrance at night

Saltire Commendation 1989  RIBA Regional Award 1990
Designer: I. Roan Rutherford, Irvine Development Corporation

Figure 8.21
Hawthorn Place
Sheltered Housing
Kilwinning
Saltire Society Housing Design Award Commendation 1989
Royal Institute of British Architects, Scotland Award 1990
Scottish Aggregate Block Association Award 1991
Designed by Rose Rutherford,
Irvine Development Corporation, Department of Architecture

Houses are grouped around a central atrium which is the focus of the circulation and provides a protected smoking area. Houses have a south-west or east orientation and the large shaded ground corridor allows residents to enjoy the covered landscaping and provides the kitchen of each house with natural light and a view out through the corridor.

- 2: 3 person wheelchair houses
- 18: 3 person houses
- 2: 2 person houses

Arrows roof has opening lights to give natural ventilation

1:500 SITE LAYOUT
1:200 PLAN
1:200 NORTH ELEVATION TO ENTRANCE COURT

Figure 8.22
Bryce Knox Court Sheltered Housing, Irvine

Top: Wardens house from north
Foot: Residents' lounge

Saltire Award 1992  RIBA Regional Award 1992
Civic Trust Commendation 1992
Designer H. Roan Rutherford, Irvine Development Corporation

Figure 8.23
Bryce Knox Court  Irvine

Royal Institute of British Architects, Scotland Award 1992
Saltire Society Housing Design Award 1992

Designed by Roan Rutherford,
Irvine Development Corporation, Department of Architecture

The site lies to the west of the main new bypass which leads the residential area to the local centre shops and church. It is a level site with the ground sloping away to the north and west giving good views to Arran and the Holy Isle. The houses have been laid out on two wings to take advantage of the views. The houses, various accommodation and
heating rooms are placed at the junction of the two wings with the boiler house channelling used to create a focal point on the main bypass. The ground floor rooms are single-sided to allow external references and to avoid an extension from the kitchen to the external landscaping. The corridors are terminated with smooth continuous masonry areas.

2. 1 bedroom flat
16. 2 bedroom flats
3. 3 bedroom houses.

Figure 8.24

1:200 EAST ELEVATION TO ENTRANCE COURT
Sinderins
Sheltered
Housing
Dundee

Saltire Commendation 1990, Civic Trust Commendation 1990 RIBA Regional Award 1990
Project Team C. Mummery, D. Page, D. MacRitchie, M. Hall, P. Clarke
Page and Park Architects

Figure 8.27
Sinderins Sheltered Housing, Dundee

Figure 8.28
Cameron Crescent, Cameron Toll, Edinburgh
Ferrylee Old Peoples Home, Leith

Top: Private garden
Mid: Service wing
Foot: Central space and balcony

Saltire Award 1987
Designer J. Dewar, I. H. Rolland and Partners

Figure 8.30
Top: Easthall, Wilson block 3 storey flats as existing
Mid: Front elevation with glazed verandas
Foot: Rear elevation with conservatory extensions

Figure 8.33
Glazed Veranda to the front of the house to enhance an existing amenity as a ‘winter garden’. As well as eliminating ‘cold bridges’, this enables introduction of prewarmed ventilation air via the living room and bedroom. Patio doors to the bedroom permits extension of the room area into this space during the summer months.

Glazed utility / conservatory extension, buffering kitchen and bathroom, providing desperately needed clothes drying space and thus removing a key ‘wet’ function from the heated portion of the house.

Walls insulated with 100m cavity insulation + 50 external insulation and harling

Figure 8.34
Upper Dens
Dundee
Hillcrest Housing
Association

1st and 2nd floor  4th floor/roof similar

ground floor

Bedroom  Kitchen  Living room  Living room  Bedroom  laundry

Hall  Office

Ground Floor Plan 1:200

Figure 8.35
Craigwell Brewery,
Carlton Road,
Edinburgh, 1988

N. Groves - Raines Architects
Abbey Housing Association
RIBA Regional Award 1988


The abandonment of private ownership and the leasing of the stock to a housing association put itself forward as part of a range of different options. The tenants, as stated in a few years’ time and probably voted for a housing association as the choice of landlord.

Small rented houses are a feature of a housing association’s portfolio, compared with New Town houses. The Central Belt has been in 1980.

Figure 8.36
INTRODUCTION

In the 1992 election the Conservatives retained power with a reduced majority. The Labour Party in 1995 moved away from the traditional socialist commitment to nationalisation. The Party also committed itself to a Scottish Assembly with tax raising powers. Housing is not portrayed as a major issue by either Conservative or Labour parties.

The five Scottish New Town Development Corporations are to be "wound up", East Kilbride and Glenrothes by December, 1995 with Cumbernauld, Livingston and Irvine by December, 1996. "Wind up" requires all assets to be sold or otherwise disposed of by the designated date. Rental housing which has not already been sold under the tenants' right to buy scheme is to be sold to the Local Authority or to bodies, mainly housing associations, interested in managing the stock. In New Towns, unlike Scottish Homes areas, the Local Authority is permitted to put itself forward as prospective landlord. Housing areas are split into identifiable areas and tenants balloted on their choice of landlord. While in a few areas of the New Towns tenants voted for a housing association, in most areas tenants voted for the Local Authority as their choice of landlord (in East Kilbride and Glenrothes by a large majority).

In 1991 the government issued a consultation paper, The Case for Change asking for views on the principle of a move to single tier local government. The final proposals of twenty-nine new unitary authorities were incorporated in the Local Government, Etc. (Scotland) Act 1994. Small regions such as Fife became a new unitary authority. Large regions such as Strathclyde and Lothian were split up often with a former district council becoming a unitary authority, as with North Ayrshire (formerly Cunninghame). In other areas districts were combined or boundaries redrawn. The first elections for the unitary authorities were held on 6th April, 1995.

HOUSING LEGISLATION

To date there has been no 1990s legislation specifically on housing. The NHS and the Community Care Act 1990 however contains reference to residential accommodation.

NHS and the Community Care Act 1990

This Act made provision in Part 2 for the establishment of National Health Service Trusts in Scotland. The Health Service Trusts were to become relatively autonomous units managing their own funds and "dealing with each other by means of arrangements specifying not just quantity but quality of service". Services could be purchased from other trusts, private care or other bodies such as charitable organisations. The latter were considered particularly relevant for community care.

Under the 1968 Act local authorities had a general duty to promote social welfare including arranging for the provision of residential establishments and nursing homes. The Mental Health (Scotland) Act 1984 empowered Local Authorities to provide residential accommodation for persons suffering from mental disorder.
Part 4 of the 1990 Act, the Community Care : Scotland section, required each Regional and Islands Council to prepare and, from time to time, review or replace a plan for the provision of community care.

In preparing the community care plan the Regional/Island Councils were required to consult with the local health boards, district councils in respect of housing issues and the voluntary and private sector as providers of care and housing services. Health Boards were to prepare separate but complimentary plans for their element of community care.

The Building Standards (Scotland) Regulations 1990

The 1990 regulations differ from previous building regulations in that they separate the statutes, which contain the general principles approved by parliament, from the supporting technical standards which give the performance standards and information on how these can be achieved. This allows for changes in technical standards to be made without requiring parliamentary approval.

The new regulations also include the small buildings guide (small buildings being of traditional masonry construction including houses of not more than three storeys). The small buildings guide gives deemed to satisfy information for compliance with structural requirements.

The regulations regarding the conservation of fuel and power require improved insulation standards but also give more flexibility with four ways in which compliance can be achieved.

The first method, the elemental approach, allows comparison with previous U-value (W/m²K) standards. For dwellings U values are:-

0.45 for floors next to ground
0.45 for exposed floors and walls
0.6 for semi-exposed walls and floors (next to a garage or store)
0.25 for roofs

Windows can be single glazed providing they do not exceed 15% of the floor area.

The second method is calculated trade offs where “U” values of certain elements can be varied providing there is no greater heat loss than using Method 1.

The third method, energy targets, is an extension of Method 2 and permits allowance to be taken of any useful heat gains such as solar energy or heat recovery systems.

The fourth method is using deemed to satisfy provisions.

The third method is interesting in that it recognises heat gains from sources such as solar energy or heat recovery, although advocates of such systems are usually aiming to achieve better than building regulation minimum standards.

The space standards and sanitary requirements for housing, although repositioned in the regulations, remain similar to the 1986 amendment.
The regulations regarding lift access to dwellings are slightly less onerous and drop the reference to storeys. Previously a lift was required if the entrance to a flat or maisonette was not less than four storeys or nine metres from the entrance to the block of flats. A lift is now required where the entrance to a dwelling is more than ten metres above the principal entrance from a point not more than one metre above that entrance and to a point not more than three metres above or below the entrance to a dwelling.

Amendment No. 1 in 1993 requires that every dwelling be provided with a means of warning the occupants of an outbreak of fire. Smoke alarms are to be permanently wired to an electrical circuit protected at the consumer unit. The reason for the last condition was the known failure of battery powered smoke alarms to be maintained.

HOUSING REPORTS

Rural Housing

The Scottish Development Department published two Planning Advice Notes PAN36 in 1991 on the Siting and Design of New Housing in the Countryside and PAN44 in 1994 on Fitting New Housing Development into the Landscape. Both are primarily aimed at private development although the design advice would apply to public and private development.

PAN36 gives advice on how planning authorities can enable new housing in the countryside to be developed in harmony with the countryside. The Planning Advice Note draws on Naismith’s Buildings of the Scottish Countryside and Tomorrow’s Architectural Heritage Landscape and Buildings in the Countryside, both published for the Countryside Commission for Scotland. Buildings of the Scottish Countryside, 1985, illustrates traditional architecture showing the regional variations in use of materials and detailing. It also illustrates elevational proportions of simple classical houses of one and two storey. Tomorrow’s Architectural Heritage illustrates houses and other buildings in the countryside from Neolithic to present day. Its aim, as PAN36, is to advocate development which respects the natural and cultural heritage.

PAN 36 sets out principles on which government’s policy on housing in the countryside is based. These are:- development should be encouraged on suitable sites in existing developments; urban sprawl, the coalescence of settlements and ribbon development should be avoided; isolated development should be discouraged in the open countryside except where provision is made in development plans or there are special needs.

The Advice Note states that there has been an increase in demand for housing in the countryside and that much of the development that has taken place has been insensitive in the siting and design of the houses. Obtrusive rather than sheltered sites have been developed with little attempt to integrate with the surrounding landscape. Suburban standard house types have been used, with extensive underbuilding on sloping sites, low pitched roofs, overhanging eaves, horizontal window proportions and often with facing brick walls, none of which is likely to be traditional to the area. The Advice Note advocates planning authorities preparing an illustrated guide to demonstrate good and bad practice in the siting and design of new housing. An early example of this was published by Highland Regional Council in 1992.
In view of the fact that a large percentage of houses built in the countryside are timber framed, the Scottish Office published *Timber Frame Houses in the Countryside* in 1994.

Although only about 9% of total private development in Scotland is individual provision, in the countryside this can rise to 85% in some areas. Timber frame housing is used for some public and private development but it accounts for 75% of house building by individuals. (2) Similar advice is given in this Scottish Office publication to that given by the others on siting, choice of materials and need to reflect the character of the local area. It looks at timber frame construction in more detail and while criticising the insensitive detailing of many timber frame houses it notes that "traditional tight eaves and verges and skews are not technically well suited to timber frame houses clad in rendered masonry . . . . a new vocabulary of details suited to timber frame construction needs to gain acceptance". (3) The report recommends using overhanging eaves for greater protection of the wall head, having observed this tradition in 19th century houses, and recommends refining details avoiding the "club foot" at the end of bargeboards and in general keeping the detailing simple. The publication also refers to a competition sponsored by Scottish Natural Heritage and West Lothian District Council, the results of which were published in 1993 in design guide form as *Fields of Vision*.

The competition, organised by the RIAS, was to design rural starter homes and family homes as "lowland crofts" on marginal farms. The planning concept was to reconcile the demand for rural houses, the marginal economy of some small farms and the need to greatly increase woodland planting in West Lothian. Briefly, the idea was to allow certain farms to be sold for development, of approximately twelve houses with adjoining land (crofts), on condition that major structural planning was carried out to form extensive woodland on an existing bleak landscape. Particular attention was to be given to producing low energy designs using recycled and/or locally produced materials. The competition envisaged individually built houses but the principle of lowland crafting by subdividing marginal farms is applicable to other forms of housing and tenure. It also represents a major shift in planning presumption against building in open countryside.

PAN 44 Fitting New Housing Development into the Landscape is concerned with urban expansion and advocates planning authorities using landscape architects and urban designers to analyse sites with development potential and produce a landscape and urban form illustrating the type of development required. In the illustrated example of development, considerable area of land is given over to landscaped areas both within the site and on the surrounding land. Density is shown at five dwellings per acre (twelve dwellings per hectare) on the main site with a smaller site at two dwellings per acre (five dwellings per hectare). Density is obviously low and is even lower if the landscaped areas are included. (Fig. 9.01) The planning advice note comments that better design standards may mean additional costs and that "land values may have to reflect the design standards and environmental quality expected today". (4)

**Housing and Crime Prevention**

Considerable attention has been given to the problem of crime prevention in housing areas in the late 1980s and early 1990s. The publication *Secured by Design* had been devised by Crime Prevention Officers and promoted by police forces in England and Wales as well as in Scotland from its launch in 1989. NHBC had already produced *Guidance on how the security of new homes can be improved* in 1986. The Department of the Environment (England and Wales) made extensive recommendations on crime prevention in their 1991 *Handbook of Estate

The Building Research Establishment in 1993 published two information papers IP 19/93, Domestic Burglaries: the Burglar's View and IP 20/93 Domestic Burglaries: the Police View. Finally, the Scottish Office Environment Department published Planning Advice Note 46, Planning for Crime Prevention in 1994. All the publications have a common message although the emphasis varies.

Broadly the common advice is as follows and is under two headings, house and estate.

The advice on the house is in police terms referred to as target hardening. Doors should have three hinges with good locks (at least 1000 differs) and secondary locks and bolts along with limitation devices. Ground floor windows and accessible windows should be lockable. The one publication which questions this is the BRE IP 19/93 which suggests that once a burglar has targeted a property, and has concealed access, target hardening is unlikely to deter and may simply increase damage caused by forced entry. Secured by Design recommends the fitting of alarms and panic alarms for the elderly.

On flats the advice is to restrict common access to serve as small a number of flats as possible. On estate improvement programmes this could mean introducing additional stair access to deck access flats and cutting off through access on the horizontal decks. Access to common stairs/hallways should have door entry systems. The D.o.E. Handbook of Estate Improvement comments that where there are a large number of flats using one door entry system it is unlikely to be a success as the possibility of the doors being left open or locks broken increases with numbers. For entry points serving a large number of flats it recommends that “concierge controlled” entry has a greater chance of success.

It is the advice on estate design which has the most impact on the architectural form.

There is a general criticism of unsupervised open space with a preference for enclosing dwellings with private space. In other words, in areas where there is a potential for vandalism and house break-ins there is a recommendation for houses/flats to be sited in private gardens rather than setting the houses/flats in communal open space which allows free unrestricted access right up to the house doors and windows.

Car parking is preferred on curtilage or in small groups close to and overlooked by the dwellings. Unsupervised segregated parking away from dwellings invites theft of and from cars.

Most publications voice a preference for culs-de-sac developments with only one entry point, a secure continuous frontage with any side gates to be high and locked. BRE IP 19/93 however cautions that it only requires one open gate to allow access into the rear gardens of all the neighbouring houses and, therefore, suggests that terraced development has greater security. All publications advise against unnecessary pedestrian paths and houses which allow access to rear gardens. Gardens which back onto other gardens have greater security than those which back onto lanes, open space, railway lines, derelict land, etc.
The mixing of family size houses and elderly person houses is advocated as it provides for greater “all day informal security”.

All publications advocate encouraging overlooking of external space to increase informal supervision and, to aid night supervision, good quality external lighting. Landscaping should not provide cover for the criminal and in general the design should avoid creating projections and recesses which provide for concealment.

Advice is also given on the advantages of local management, liaison with residents groups, police, etc. and formation of neighbourhood watch. Pedestrian/vehicular segregated schemes with gardens backing onto lanes and open parkland, with open landscape flowing up to each house and with cars parked on the perimeter of the estate are considered more vulnerable to crime than a traditional street or cul-de sac with curtilage car parking, back to back gardens and private front garden space.

This desire or need for secure defensible space together with the right to buy suggest the provision of houses terraced or detached on their own defined plot with clear ownership and clear defensible space.

Even with flats there is the desire or need for a defensible private space around the blocks with secure controlled access, features which were standard in the mansion flats of the 1930s.

**Barrier Free**

The 1984 amendment to the Scottish Building regulations introduced the requirement for access and sanitary provision for disabled persons for all building uses except storage, houses and chalet type accommodation.

This total omission of housing from the requirement was not popular with those concerned about disability. Housing suitable for use by disabled and wheelchair users was being provided in amenity and wheelchair standard housing built to Scottish Housing Handbook 6 but wheelchair users in particular could experience difficulty in visiting neighbours and friends in general needs houses. Houses were also being adapted for disabled and wheelchair use and it was noticeable that some houses were better suited for ease and economy of adaptation than others.

It was a logical step for housing authorities and associations to consider ease of adaptation when building new housing. One of the pioneers in this approach, Edinvar Housing Association, adopted its barrier free housing policy in 1985 completing its first barrier free scheme in 1987. In 1989 Lothian Joint Planning Team for People with Physical Disabilities published *Housing to Suit Everyone - a Design Guide for Barrier Free Housing* and in 1991 Scottish Homes with the RIAS launched the “Open Door Award” to give a boost and wider exposure to the concept and practice of barrier free design. Then in 1992 Edinvar published its *Every House You'll Ever Need. A Design Guide for Barrier Free Housing* and in association with the publication the Scottish Federation of Housing Associations assisted the Special Needs Forum to organise a one day seminar in Stirling called “Thinking Barrier Free”.

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The interesting point here is that in the absence of Government standards the client groups, the housing authorities and housing associations, have promoted their own standards. These are, of course, voluntary standards.

Of the publications *Every House You'll Ever Need* has perhaps been the most influential.

The aim the publication promoted, that of barrier free housing, is to make housing accessible to as many people as possible not just young fit adults but the very young, the old, the very short, the very tall, the fat, the disabled and wheelchair users. Of these groups the space requirements of the wheelchair user is the most onerous and by accommodating this group barrier free housing intends to accommodate most of the other groups.

The publication identifies four levels of standard of barrier free.

"Negotiable" is the most basic permissible and lowest desirable standard. It allows a wheelchair user access to the lowest level of a house or a flat even if they have to be assisted up steps. Once in the house or flat they should be able to move freely around on that level. There may not, however, be an accessible WC available. Typically this would be a walk-up flat or a small (i.e. up to four persons) two storey house with the only bathroom upstairs but with adequate circulation space and 900 wide door sets.

"Visitable" is the preferred minimum standard. It allows an independent wheelchair user unassisted access to the lowest level of a house or flat. Once in the house or flat they should be able to move freely around on that level. An accessible WC should be available but a usable WC (wheelchair standard) is preferred. Typically this would be a lift access maisonette or two storey family house with a WC facility downstairs.

"Livable" allows an independent wheelchair user unassisted access to the lowest level of a house or flat. Once in the house or flat they should be able to move freely around on that level. A usable bathroom or shower room and WC and a room suitable for use as a bedroom should be available. Typically, this is a large two storey family house with downstairs bathroom and bedroom and stair suitable for fitting a stair lift.

"Universal", the optimum standard, is a house or flat designed to SHH6 wheelchair standard. Typically this is a single storey house or flat with lift access designed to SHH6 wheelchair space standards. *(Fig. 9.02)*

The design guide section of the publication requires bathrooms, WC's, kitchen and circulation spaces to be suitable for wheelchair use. External door thresholds should be low (10mm with 15mm door clearance). This has proved a problem in use, however, as unless a mat well is provided doors have not sufficient clearance on door mats and carpets with underlay which are often 25mm thick.

Other requirements are that door openings should accommodate wheelchair access (900mm door sets), electric sockets should be 500mm above floor level and that light switches should be 1050mm from floor level. There is also a recommendation that wherever possible stairs should be single, straight flights to allow for future installation of a stair lift. The reason for this requirement is not clear as stair lift manufacturers can provide lifts for dog leg or winder stairs.
In 1993 Scottish Homes issued a consultation paper *Barrier Free Housing* outlining similar standards to those described above and proposing that Scottish Homes “should take steps to ensure that as far as possible the housing we fund should be built to barrier free standards and thus allow it to be used and visited by those that are less able bodied”. (8)

**Community Care**

Following the Community Care Act 1990 the Scottish Office issued a series of circulars on the subject. The two most relevant to housing provision were *Housing and Community Care, Env/8/1991* and *Community Care the Housing Dimension, Env/27/1994*. The purpose behind the Act was to allow those who did not require institutional care to live in their own home or in a homely environment in the community.

The 1991 circular guidance on provision of community care housing was repeated in the 1994 circular. This stated that “the majority of community care users can live in mainstream housing, perhaps with minor adaptations, and support from day or domiciliary health or social care services”. (9)

In practice, however, adaptations could be considerable as social work departments would require a fire service certificate for the adapted houses. This could, in the case of the Strathclyde Region, require two storey houses to have two stairs with one hour fire enclosure. This, while relatively inexpensive in new build houses, could require considerable upgrading of existing houses. (10)

Guideline figures for provision were given for:-

- **Very sheltered housing (extra care and meals)** twenty dwellings/1,000 people over 65 years.
- **Sheltered housing** - 46 dwellings per 1,000 people over 65
- **Medium dependency housing** - 80 dwellings per 1,000 over 65 (includes amenity housing, housing with care alarms and general needs housing with adaptations, all for the elderly)
- **Wheelchair housing** - 1% of total housing stock (SHH6)
- **Mobility housing** - 10% of total housing stock (SHH6)

However, it also recommends that where appropriate houses should be built or modernised to “Barrier Free” standards. No guideline figures were given for those with mental health problems, dementia, learning disabilities, drug or alcohol mis-users nor for those suffering from HIV/AIDS.

Suggestions were given in the circular on the types of community care housing. (11)

- **Group houses**; separate and private facilities combined with shared living space and kitchen and bathroom facilities.
- **Core and cluster housing**; houses with a central core of communal facilities.
- **Sheltered housing**; own houses with warden services and communal facilities.
Very sheltered housing; own houses with warden services and communal facilities but with provision for one meal/day plus 24 hour care.

Hostels; variety of provision and sizes.

Wheelchair Housing

Mobility housing; (amenity housing) for ambulant disabled (not necessarily elderly).

Barrier Free Housing

Under the building regulations residential accommodation for up to six people would be classified as a dwelling (Group 1), between six and ten the classification is shared residential Group 2B which is similar to Group 1 but requires, for example, shallower pitched stairs. Above ten persons, however, the more onerous hostel classification Group 2A applies.

The Scottish Office emphasises the need for co-operation between Health, Social Work and Housing Authorities and other housing bodies. The Health Boards are responsible for identifying those in institutional care who are suitable for care in the community. Social Work are responsible for preparing community care plans and local housing authorities are required to include community care provision in their housing plans. In all cases the provision does not need to be made by the authority but they should act as enablers to secure community care through Scottish Homes, housing associations and the private and voluntary sector.

The Scottish Office requires, in circular Environment Department 27/1994, Local Authorities to “bear in mind that community care has been made a key priority for which they have been asked to prepare strategies and set key outputs”. (12)

To illustrate this the 1994 circular states that of the £552 million resources for housing authorities’ capital investment in 1994-95, £10 million was specifically targeted on community care projects. In addition to this Scottish Homes, it states, expects to spend £82 million in housing for community care client groups in 1994-95.

The Ewing Inquiry, 1994

This inquiry was set up by Disability Scotland in 1993 to investigate the state of housing in Scotland for people with physical disabilities.

It found that not enough houses were being built in Scotland in which physically disabled people could live and move around in or could afford. Wheelchair users in particular often could not get unaided out of their house or to a WC.

It found that the joint planning arrangements between Health Boards/Trusts, Social Work, Housing Authorities and Scottish Homes were not yet working effectively. Housing Associations, with some notable exceptions, and Local Authorities were not giving sufficient priority to the needs of the disabled. Even more damning was the statement “Private house builders are not interested nor on the whole willing to design and build houses which are sensitive to the needs of physically disabled people”. (13)
The report made a number of recommendations on house design, provision, sale of public sector houses, information, management and housing rights.

Those on house design and provision were:-

That a strategic and co-ordinated approach was needed to improve the suitability of design and provision across all tenures and by all providers.

That Scottish Homes should make barrier free standards mandatory as a grant condition.

That the Scottish Office should review Scottish Housing Handbooks 5 and 6 Housing for the Elderly and Housing for the Disabled and should incorporate barrier free standards in an authorised Housing Handbook form. They should discuss with the building industry, the RIAS and others the need for more sensitive design across the whole spectrum of house building. They should review the Building Regulations and amend them to improve accessibility in housing.

That Local Authorities and Scottish Homes should ensure through their plans an equitable spread of houses for disabled persons throughout Scotland.

In reviewing the Housing Handbooks the Scottish Office is asked to update the percentages of the different standards of houses needed in new housing and in conversions and adaptations.

In December, 1994 the Minister for Housing at the Scottish Office gave a written reply to a parliamentary question on the Ewing Inquiry. A copy of the reply was sent to Housing Authorities, New Towns, Scottish Homes and Associations.

The Minister, in general, accepted recommendations on co-operation and planning by the various housing bodies and supported the recommendation that disabled tenants should enjoy the right to buy. There was less acceptance of the recommendations for mandatory standards as a condition of a Scottish Homes grant or as part of the Building Regulations.

Two important points were made in the reply.

The Scottish Office had commissioned in 1991 independent consultants to provide cost estimates of varying degrees of accessibility across a range of dwelling types. The estimates had shown that additional costs would be high on small two storey dwellings (those which would not normally have a bathroom or WC at ground floor level) and that there would be difficulties with costs on steeply sloping sites. The Scottish Office was concerned that, if costs were increased sharply by amended regulations, this would have implications for public expenditure. (14)

The other point was that Scottish Homes had been asked by the Scottish Office to review the Scottish Housing Handbooks on Housing for the Elderly and Disabled People and that the Scottish Office would "expect them to consult widely on the revised handbooks, which would include barrier free housing". (15)

The survey was co-ordinated and managed by Scottish Homes Research and Innovation Services on behalf of the Scottish Office. It provides a national picture of the condition of Scotland's housing stock and, the report claims, provides a benchmark against which the Local Authorities can measure the findings of their Local Housing Condition Surveys.

The main findings of the report are as follows:-

Scotland's occupied housing stock was estimated as 2,032,000 dwellings with an additional 113,000 dwellings unoccupied. Of the occupied housing, tenure was as follows:-(16)

51.5% or 1,047,000 dwellings were owner occupied.
39.6% or 805,000 dwellings were Local Authority, New Town, Scottish Homes or Other Public Authority
6.5% or 131,000 dwellings were private rented
2.4% or 49,000 dwellings were housing association

Houses accounted for 61.2% (1,244,000 dwellings) of Scotland’s stock. With just under 40% of dwellings as flats this is twice that in England where 20% are flats.

Socially and economically disadvantaged households were most likely to be housed in housing association or public sector housing. The private rented sector had a higher share of small households but it was also the sector which was most in need of repairs and had 16.5% of its stock below tolerable standard (BTS) compared to 4.7% for all housing.

The main reason for houses being below tolerable standard was no longer lack of facilities. 99.4% of Scotland's houses have inside toilets, hot and cold water and washing facilities. The main reason was penetrating dampness or condensation.

Dampness was found in 13.2% of dwellings. Houses most affected by dampness were those private rented, older houses, detached houses and tower/deck access blocks.

Condensation was found in 19.3% of dwellings. Condensation was most likely to be found in houses with poor thermal quality, in public and private rental sector houses built between 1919 and 1964 and the incidence of condensation was higher in rural areas. Low income groups, single parents and large families were most likely to be living in houses with condensation.

The report estimated the need for repairs to bring all houses up to a reasonable standard and estimated the total bill to be £2,408 million at 1991 prices. It also noted that two thirds of this bill was in the private sector.

If all BTS stock were to be upgraded the figure would rise to £2,553 million and if a full programme of modernisation, repair and upgrading of all BTS stock was implemented then the figure would rise to £3,711 million. (17)

The next national housing condition survey is planned for 1996.
HOUSING PROVISION

The general trend of the 1980s continued in the early 1990s namely: a reduction in public sector housing stock as a result of the tenants' right to buy, further reduction in Local Authority new house building and a continuation of Local Authority expenditure on modernisation of their housing stock funded mainly through house sales. Housing associations continued to be the main agency building new public sector housing.

The number of homeless continued to rise and in 1992/93 Local Authorities reported 42,500 applicants of whom 19,300 were priority homeless.

Public sector dwellings sold since April, 1979 reached 28.5% of total stock by 1993.

The level of rehabilitation by public authorities and housing associations had fallen during the 1980s from a programme of 3,359 in 1980 to 1,082 in 1990 but by 1992 had risen to 2,064. Modernisation had increased during the 1980s from a programme of 21,723 in 1980 to 84,265 in 1990. This had fallen back to 69,745 in 1991 but increased again to 79,358 in 1992 well above the 1980 programme.

In 1992 the agencies carrying out the modernisation were as follows:-

| Local Authorities | 76,997 |
| New Towns         | 1,824 |
| Scottish Homes    | 537   |
| Total Modernisation | 79,358 dwellings in projects accepted. |

Applications for improvement grants by private owners remained at around 20,000 per year.

New House Completions (19)

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The above figures illustrate very clearly the dramatic reduction in Local Authority provision of new house building. This contrasts sharply with the interwar years and the post war years up...
until 1970 during which time Local Authority house building was rarely less than twice that of the private sector.

It can be also seen, from the above figures, that the private sector programme fluctuated while there was a slight rise in the housing association programme. This was partly due to the fact that Scottish Homes became an enabling agency for housing associations rather than, as its predecessor SSHA, a building agency. The New Towns’ programme recovered slightly as the Scottish Office allowed them to utilise finance from house sales to complete projects prior to wind-up. New Town houses were however transferred to housing associations on completion.

The special needs housing programme continued with the total provision of 33,647 sheltered houses and 16,506 amenity houses by 1994. In addition, 21,175 general needs houses were fitted with smoke alarms by 1994.

Community care housing was built by housing authorities or housing associations. Trusts or charities either rented accommodation from housing authorities or associations or built themselves, funded by the Scottish Office.

Very sheltered housing provision was 173 dwellings by 1991, 326 by 1992, 401 by 1993 and 547 by 1994. (20)

Scotspen, a national data base for designated supported accommodation, found that at 31st March, 1994, 40% of all provision had been designated since 1990. It found that while there had been an expansion of supported accommodation and while the total provision was broadly in keeping with population distribution, there was considerable variation in the regional distribution of accommodation. Almost two thirds of all bedspaces for frail older people were to be found in just three regions, Dumfries and Galloway, Grampian and Lothian. Half of the bedspaces for those with learning difficulty were in Strathclyde and Fife. Three quarters of the bedspaces for people with a mental health problem were in Lothian, Strathclyde, Grampian and Tayside and two thirds of accommodation for young people was in Strathclyde.

The main provision it found had been made for frail older people and for people with learning difficulties, a quarter of the total provision each, with 16% for people with mental health problems and 12% for young persons. It also found that almost all of the current accommodation for people with dementia, HIV/AIDS and multiple handicaps, and over 70% of accommodation for ex-offenders and single parents with particular problems had been designated since 1990.

Housing associations provided 80% of accommodation for frail older people and two thirds of accommodation for those with learning difficulties. District Councils on the other hand provided 80% of the accommodation for young persons and single parents. They also provided 43% of accommodation for those with a mental health problem.

94% of frail older people lived in self-contained accommodation as did three quarters of young persons, half of ex-offenders and half of those with a drug/alcohol dependency. In contrast two thirds of people with learning difficulties, mental health problems or dementia lived in shared accommodation. (Fig. 9.04)
Scotspen’s definition of supported accommodation covers hostels, very sheltered housing, care and cluster projects, group houses, shared and self-contained dwellings. Explicitly excluded are residential care provision, ordinary sheltered and amenity housing, respite and emergency accommodation and specially designed or adapted dwellings where no support is given. (21) Broadly it covers care in the community accommodation.

HOUSING DESIGN

Modernisation

While Local Authority new build programmes decreased numerically there was considerable increase in the modernisation of older council houses. The extent of this modernisation varied from renewing worn out parts of the fabric such as roof tiling or window and doors to altering the internal plan form, height reduction, extensions and new build infill. In all cases insulation would be improved.

Pinewood, Drumchapel, Glasgow

Built in the late forties, early fifties Pinewood contained 1,082 houses. The housing mix was predominantly three apartment with seventy-seven one apartment, nine hundred and eleven three apartment, forty-two four apartment, forty-six five apartment and six apartment. There was a variety of storey height but the central area was entirely four storey flats, very densely built up while the edge of the site overlooking parkland was three storey flats. The central area was difficult to let while the three storey edge was more popular.

The scheme proposed and carried out by Glasgow District Architects Department, after consultation with the housing department and a residents’ steering committee, was to concentrate expenditure on the worst areas of Pinewood. Major fabric renewal was carried out in all areas with window replacement, improved insulation and rewiring. Controlled entry was provided to the closes and fencing and walls repaired or added to improve defensible space. It was proposed to reduce almost 40% of the four storey tenements to two storeys. (22)

The more popular three storey tenements on the edge of Pinewood were largely retained in their original design form. The open balconies mainly south facing over the park were popular and well-used in summer and were retained as such with new balcony railings. The close entrances were upgraded, enclosed with glass blocks and controlled entry provided. (Fig. 9.05)

More drastic action was taken in the centre of Pinewood where underused balconies were enclosed or extended to form dining areas. Height reduction was carried out to reduce the overall density and give variety of building height. The over-provision of three apartment flats was corrected by converting two three apartment flats to give one two apartment flat and one four apartment flat. This was achieved by introducing a stair to give the lower flat access to one of the upper bedrooms. (Fig. 9.06)

Not all modernisation in Drumchapel was by Glasgow District Council. At Jedworth Avenue, forty existing four storey flats were reduced to thirty flats by height reduction. This design was by Simister Monaghan, Architects for Pineview Housing Co-operative. Flats were reduced
from four storey to three and two storey, balconies were enclosed and bay window extensions added. The perimeter of the site was enclosed with walls or fences at pavement edge giving a clear definition of private and public space. (Fig. 9.07)

**Castlemilk, Glasgow**

Similar action by Glasgow District was being taken in Castlemilk again with resident participation.

At Tormusk, Croftfoot, Castlemilk the four storey flats were retained but, in addition to fabric upgrading, private spaces were defined and balconies, while being retained open, were given glass block side enclosure. This increased the privacy of the balconies and improved shelter. It could be argued that full enclosure with opening glazed screens would have further extended the balconies usefulness in winter months. The glazed brick extensions, however, provide dramatic statements at the close entrances. The close entrance has controlled entry and ground floor flats have their own entrance doors. (Fig. 9.08)

At Grange Square, Castlemilk Drive both height reduction and demolition/new build infill was employed.

The original layout has not been dramatically altered, but whereas the original horseshoe road gave access to both houses and high school, a new spine road gives direct access to the school. The four storey three apartment flats each side of the square have been retained but reduced to three and two storey. Ground floor flats have separate entrances while the upper flats have controlled entrance to the close and have livingroom extension sun spaces. The original flats at the end of the square have been demolished and replaced with new three, four and five apartment two storey terraced houses with three and four storey tower houses accommodating two and three apartment flats. Private space is clearly defined with walls and fences. The cost of this type of action (two thirds height reduced and extended and the rest demolished and replaced with new build) is comparable with total demolition and new build replacement. (Figs. 9.09, 9.10)

**James Nisbet Street, Royston Hill, Glasgow**

This modernisation project by ASSIST, architects for James Nisbet Street Housing Co-operative, is situated on the southern edge of Roystonhill elevated above the M8 motorway cutting. The four storey height of the flats has been retained as has the flat plan arrangement. As with the previous schemes the fabric and insulation has been upgraded, controlled entry to the close provided and private space clearly defined and fenced. The existing balconies faced south and, while a few balconies have been retained as open balconies, most have been enclosed as extensions to the living space or as conservatories. Perhaps all balconies should have been enclosed as the site not only catches the sun and magnificent views but is also very exposed to the prevailing winds. (Fig. 9.11)

**Craigshill Refurbishment, Livingston**

This was Livingston Development Corporation’s mid-1960s 12m Jespersen system building project discussed earlier. The choice of the system had been made in collaboration with SDD who were interested in promoting industrialised building seen by the government as the
solution to producing large numbers of houses. The stepped section, four storey timber clad blocks had high maintenance costs and suffered from water penetration. A typical four storey block has walk up stair access with a one double and two single bedroom flats at ground floor, a one double and one single bedroom flat at first floor and above a two double and one single bedroom maisonette, if all four storeys were retained.

The stepped blocks have, however, mainly been reduced to three and two storey with the occasional short four storey section retained giving additional height variation. Flat roofs and balconies have been covered with pitched roofs and concrete panel walls and timber panels overclad with insulation and coloured render. Ground floor flats have been given separate front and rear access with the plan form varied to suit the public access orientation. The first floor plan is as the original flat plan while the maisonette has in most cases been reduced in height to provide a two apartment flat. Parking is on or near curtilage and private space is enclosed. (Figs. 9.12, 9.13)

As with all the modernisation schemes described there is a strong emphasis on defensible space and security.

Housing Association New Build Housing

With Local Authorities' efforts concentrating on modernisation, their new build programme dwindled to even less than the much reduced New Towns' programme. The main provider of state subsidised housing in the 1990s was the housing association movement funded through Scottish Homes.

Clouston Corner, Stromness, Orkney. Air Tightness

This small project of six houses built in three pairs semi-detached, was used for an experiment in improving air tightness. Heat loss through unwanted ventilation is an increasing problem the greater the site exposure, and as high winds are a feature of Orkney, improving air tightness will reduce heat loss significantly. The project involved Orkney Housing Association, Orkney Islands Council, Heriot Watt University, Scottish Hydro Electricity, BRE and the International Centre for Island Technology in Stromness.

The houses were built of timber frame with a harled brick outer leaf. Two of the houses were built with additional insulation and additional sealing to minimise air leakage. These were then monitored and air leakage compared with two of the houses with standard construction.

The low energy air tightness houses had their insulation increased from 150mm to 200mm fibreglass in the ceiling and from 100mm to 150mm in the walls. Heating was by a low energy heating/ventilation unit in the loft space allowing trickle ventilation and extractor fans to be omitted. Windows had low emissivity double glazing, external doors recessed (only one door exit provided per house), low energy light fittings, draught proofed ceiling hatches with a positive catch and taped and mastic jointing used at plasterboard external wall, ceiling, floor junctions and at service entries, switches, plugs, etc. to prevent unwanted air infiltration.

The air tightness was tested by fan pressurisation and the experimental houses achieved one air change per hour at 50Pa. This compares with UK average of 13.6, Norway 4.9 and Sweden 329
5.1. The adjacent semi-detached houses achieved 2.5AC/h at 50Pa demonstrating the extra care taken by the builder. (23)

The advance in air tightness has not been matched by the design of the houses. With only one door, the front door, washing and kitchen waste must be taken through the hall and out the front door and round the side of the house to the back garden. The level entrance and solid floor avoids a ventilated floor space and the plan suggests that the house has been planned to be barrier free. However, the pass doors swing against the room entry to reduce draughts and this would make wheelchair access more difficult. This is a good example of the conflict between providing wheelchair access into rooms and minimising draughts. Despite having steeply pitched roofs no utilisation or expansion potential is made of this space. The layout, three pairs of semi-detached houses grouped round a standard road hammerhead, could have been more sensitively designed as the site is on the edge of a small rural road where local tradition would have suggested either a linear “longhouse” terraced form or a much tighter wind protected court. (Fig. 9.14)

Scrimgeour’s Corner, Crieff

The site is on an important street corner at the west end of Crieff High Street and takes its name from Scrimgeour’s department store burnt down in the 1960s. Twenty-two, two apartment amenity flats have been provided for elderly tenants of Servite Housing Association. The flats are on five storeys with stair and lift access. Five flats are provided per floor with three flats on one side and two on the other side of the stair vestibule. Smoke protection for the escape stair is provided by lobbies which, as required by the Building Regulations, are ventilated to the external air. The flats have been grouped around the corner to give all of the livingrooms and most of the bedrooms views out over the Perthshire countryside. A meeting place and laundry have been provided at the top floor and a shop provided at ground floor level on the High Street. The provision of the shop gives commercial continuity to the street while removing ground floor flats from a street corner where privacy would have been a problem. On this tight urban site the flats are built hard to the pavement with the only open space to the street side the paved front entrance.

The eclectic style picks up the character of the centre of Crieff without resorting to vernacular reproduction. (Figs. 9.15, 9.16)

Lyndoch Street, Greenock

Built for the Cloch Housing Association on a steeply sloping site it provides forty-four houses of two, three, four and five person flats, maisonettes and houses, twenty-eight of which are to amenity standard. The houses are set back from the public street with small walled and fenced front gardens providing defensible space. The two storey terraced houses on the main street frontage are “book ended” with the gables of the four storey flats. The building form and the colour of the brick reflects the character of the adjacent three storey yellow stone tenements. (Fig. 9.17)
Duke Street, Sword Street, Glasgow

The client, Reidvale Housing Association, had like most other community based housing associations concentrated on tenement rehabilitation from the mid-1980s to the late 1980s and since then have been involved in new build programmes.

Duke Street is a busy traffic route into the centre of Glasgow lined with four storey tenements with shops at street level. The new infill development of fifty-six mainstream flats for two to six persons follows the existing pattern with building hard to the pavement with close entrances on the street. The side streets have flats at ground floor level while the Duke Street frontage has shop units between close entrances. Traditionally a few steps would define the entrance to the close but here entrances are flush with the pavement and on Duke Street set back behind the shop front columns. This is not entirely successful as litter gathers at the close entrance recess and the black painted close entry doors have become badly scuffed within a year of completion.

The side streets have four storey flats while Duke Street is five storeys (shop, two levels of flats and maisonette at the top). The four storeys over the shop give a similar height to the existing tenements. The top floor level was restricted to a maximum of eleven metres to avoid more onerous fire regulations and with the maisonette entry at fourth floor level a lift was not required (the topmost entry being under ten metres). The plan form has living areas facing south, west or east into the rear court with bedrooms facing the street. Kitchens and bathrooms are internal in the centre core of the flat plan. The Duke Street section is interesting in that the living spaces have increased ceiling heights with only three living storeys over the shop to four bedroom storeys. The largest of these living volumes is lit by a four metre high window taking to the limit the height at which it is permissible to clean a domestic window from ground or balcony. The main function of the balconies appears to be for cleaning windows and drying clothes, as the narrow wedge space does not allow for comfortable sitting out nor does the glazed livingroom screen open up to make the balcony an extension of the living space. Ground floor flats also have these narrow balconies which prohibit otherwise easy access to the back court. There is also the curious feature of the identical balconies being cantilevered out from the facade except at first floor where they are propped with a massive steel joist and concrete column.

The building is faced in buff brick and the detailing gives a thin wall appearance especially at the parapets despite banding of the brick to reflect the heavier stone work of the adjacent tenements.

Despite these reservations the scheme is an interesting one and won a Saltire Award in 1994. (Figs. 9.18, 9.19)

Byres Road, University Avenue, Glasgow

This project for Hillhead Housing Association also has a stepped section with three traditional storey heights providing living accommodation facing the street and four lower modern storeys to the rear accommodating the bedrooms and kitchens. Bathrooms and staircases are in the core of the flat plans.
The building increases from three to four storeys when it turns the corner onto Byres Road where a shop has been provided at ground floor level. The project accommodates twenty-one units with wheelchair housing and amenity housing on the lower two floors and a three person maisonette above in the stepped section on University Avenue.

The building was designed and gained planning approval in facing brick. However, the Glasgow Development Agency City of Stone project awarded around £250,000 over Scottish Homes’ grant of £1 million permitting natural stone cladding to the front elevations. The street elevations are classical in style with a pedimented gable facing up Byres Road to give importance to the crossroads. Despite the site being only fifteen metres deep the flats are set back for security and protected by a low wall, fence and change in level from the street. (Fig. 9.20)

**Barrier Free Housing**

**Linkwood Court, Irvine New Town**

Designed adjacent to Bryce Knox Court sheltered housing it is similar in architectural character and use of materials which are facing block copes and cills to harled walls with exposed joist overhanging eaves and concrete pantile roofs. The site is also close to the local centre with church, shops and future health centre. Due to the proximity of facilities the brief required half of the houses to be to wheelchair standard. The remaining houses are barrier free. It was particularly relevant to provide barrier free houses in this location with so many of the neighbouring houses sheltered or wheelchair standard and, therefore, visits from a wheelchair user more likely.

Of the barrier free housing five are two apartment, single storey and three are five apartment 1½ storey. All of the houses have ramped access contained by low front garden walls and detailed to avoid the “look disabled access” appearance. All houses have ground floor bathrooms, halls and doors capable of accommodating wheelchair users. Switches, bells and power points have been positioned to allow for ease of access. Taps, windows and doors have lever handles. Livingroom and ground floor bedrooms have low window cills to allow seated visibility. Straight flight stairs have been provided in the 1½ storey house to allow for ease of fitting a stair lift although the need to do so to accommodate a disabled person is reduced with the provision downstairs of a large bedroom and wheelchair standard bathroom. (Fig. 9.21)

**Care in the Community**

**Red Cross House, Irvine**

This in the spirit of the 1990 Care in the Community Act is a joint venture. It is directed and managed by a charity, Red Cross, housing funded by Irvine Development Corporation and contributions were made towards the daycare facilities by Strathclyde Regional Council and Ayrshire and Arran Health Board. Substantial charitable funding of the daycare centre was provided by the Bradbury Trust of Hong Kong.

Red Cross House provides a living and learning environment in which chronically disabled young people can develop to their full potential and achieve an independent life. This site, a former refuse depot, is close to the town centre allowing residents access to town centre
facilities, shops, pubs, clubs and churches. The building is entirely single storey to allow wheelchair user residents and staff, some of whom also use a wheelchair, access to all facilities. Ceilings follow roof pitches in the daycare centre to give a variety of volumes with greater ceiling heights over the large rooms/activity areas. Circulation is almost entirely single sided, glazed on one side to allow users external reference and avoid disorientation.

There are two parts to the building; the daycare centre and the housing, both entered from a central foyer. The building is designed to encourage visitors and neighbours to enter and meet residents.

The day care facilities which are used by residents and visitors include:- a health suite with pool, gymnasium and club room, a restaurant for residents and visitors and a learning wing with library, classrooms, workshops and the administration offices.

The housing accommodation has twenty houses, corridor linked to the day centre. These are for those in need of most care. There are also ten corridor linked houses in a separate terrace, six terraced houses not linked and a further five houses in a separate area of the town. These cater for those needing progressively less care to the final stage being totally independent of Red Cross House and living in their own adapted house. The majority of houses are for one person but a few have two bedrooms for two persons and a few a double bedroom. Red Cross House operates a two year maximum stay discharge policy and every flat is regarded as a training setting for independent living.

There is a high degree of specialised equipment; kitchen units, tables and worktops can be raised and lowered, height of washhand basins can be adjusted and clos-o-mat toilets fitted in certain areas. All flat bathrooms have been planned to allow for the option of tracked hoist transfer from bed to WC or shower. Houses have been wired to allow for the installation of remote control or possum unit control of doors, windows, curtains and electrical equipment. Although linked houses have access to corridors all houses have their main access from the street to give as much independence as possible.

Red Cross House is a form of very sheltered housing with dining facilities to provide meals for residents if required and with twenty-four hour care. Staff levels are high, as is common with this type of facility, with one staff member to each resident. (Figs. 9.22, 9.23)

Blythswood House, Renfrew

Built for the Thistle Foundation, Blythswood House also caters for people with physical disabilities. It is also built close to the town centre on a level site to allow residents access to town facilities. Here the similarity ends. This is not sheltered housing where each resident has their own flat but a home for eighteen residents accommodated in three six person shared dwellings. Each shared house has six bedrooms with en suite bathrooms and "assisted bathroom" and a lounge/kitchen. Each shared house is orientated to have a south facing lounge with each bedroom its own direct access to the grounds.

An internal street runs along the northern side of the house linking the shared houses with the communal facilities and service accommodation on the northern edge. Staff accommodation is at first floor level with balcony access off the internal street.
As a form of housing Blythswood House is closer to the grouped shared flats of the old persons home at Ferrylea in Leith than Red Cross House at Irvine.

**Milestone House, Aids Hospice, Edinburgh**

In Edinburgh it is estimated that one in a hundred men and one in two hundred and fifty women between the ages of fifteen and forty-five are HIV positive. 19% of known HIV positive women in the UK live in Edinburgh.

Milestone House is a single storey building set in woodland on the western edge of the City Hospital grounds and on the southern edge of Wester Craiglockhart Hill, a rural setting in the city. It provides convalescence, respite and terminal care for men and women with HIV.

The plan has a central core with dining room, kitchen, lounge, TV room and meeting room at the front of the building. Beyond this is the central core of staff and medical rooms. Attached to each side of these areas by glazed conservatories are four shared dwellings, two each side. Each shared dwelling has a lounge, utility and guest bedroom. It also contains three single and one double bedsit with each bedsit containing a bathroom or shower room and pantry. Residents can either prepare their own meals or have their meals prepared for them and eat in their own room or in the dining room. Each bedsit has its own French window out to the garden. (Fig. 9.27)

Milestone House is more than a home or a group of shared houses. Residents may choose how they live, in independent bedsit, in part of a shared house or as part of Milestone House. This is a very flexible arrangement consistent with the level and flexibility of care offered.

**Forth Valley Community Care, Bellsdyke Hospital, Larbert**

The building is intended as a halfway house where patients recovering from mental illness can adjust to life beyond the confines of an institution. It is built in the hospital grounds on the edge of Larbert and although closer than the hospital to the entrance from Larbert its access is from and through the hospital.

The plan has a simple economic form. There are in a crescent shaped terrace seven shared houses for six persons (the maximum number of single persons in a building for it to be considered a dwelling under the Building Regulations). The shared house plan is also economic with six bedrooms on the outside edge accessed directly off the living, dining, kitchen, central space. Bathrooms, WC's, laundry and staff base sited on the flanks are also accessed off the central space. With the exception of the lobby entrance there is no circulation space although there is the risk of cross trafficking of the living space. The curved building has a curved section roof, clad in standing seam aluminium. The repetition and choice of materials gives the impression of a group of workshop units when a more homely character may have been more appropriate for a building which is catering for residents moving out of an institution.

There is no apparent reason why the plan form is three quarters of a circle as the building sits in the centre of an open field. It is to be hoped that the planned second phase and landscaping will help to anchor the building in its site. A consequence of the circular layout is that all living spaces with fully glazed walls face into the centre into the living spaces beyond. When visited in early 1995 the building was unoccupied but this could be a privacy problem. On the outer
edge of the circle bedroom windows form a continuous band of glazing but with high cills. Views out to the surrounding grounds are only possible when standing. (Fig. 9.28)

Richmond Fellowship, 106 Harbour Street, Irvine

Irvine New Town’s priorities on infill development in the existing burghs were given a new impetus in the early 1990s when a review of the blast restriction zone in Irvine Harbour freed land east of the Ship Inn for residential development. This land had been sterilised for development following the Flixborough disaster and the Health and Safety Act of the mid-1970s.

The New Town housing programme funded by house sales was concentrated on infill development in Irvine Harbour from 1993 until wind up in 1996. Most of the development was behind the harbour front but one large gap from postal numbers 68 to 104 Harbour Street was filled with general needs housing. The brief was for two to eight person houses. The planning brief required slate roofs, chimneys and development hard to the pavement. This last requirement was not accepted by Irvine Housing Association for whom the houses were being built and who required fenced front and rear gardens with curtilage car parking. This conflict was resolved by fencing hard paved front areas to give privacy and security while retaining the character of a hard urban edge. The style of the houses reflects a modern craft tradition rather than imitating the past but uses traditional materials of slate on roofs and harled walls with cast stone. Chimneys with solid fuel flues and hearths were provided to each house leaving the fireplace choice and fitting to the tenants.

The town storm sewer cut off a small section of the site large enough for two houses from the rest of the terrace. The Richmond Fellowship who cater for mental health patients required a house for eight residents and one resident staff member. The Richmond Fellowship required Scottish Office funding through the Health Board and to cover this not materialising the house was designed to be capable of being built as two large family houses for Irvine Housing Association. In the event funding was obtained for the eight resident unit.

The building, being for between six and ten persons, was classified under the Building Regulations as shared residential (Class 2B) which was a slightly more onerous class than for (1B) three storey dwellings. The main difference in planning the house was that the stair required a shallower pitch of 37° rather than 42° for a dwelling. The more onerous requirement, however, was a Social Work requirement that it qualify for a firemaster’s certificate. This required two stairs as alternative means of escape and one hour fire enclosure of the stair wells. All doors required to be fire doors and self-closing and a full fire alarm system installed together with fire fighting cylinders, etc.

The fire requirements are well over that required in a family dwelling house although the spirit of the Care in the Community Act is that residents live in normal houses with the minimum necessary alterations.

The sewer and boundary constraints limited the frontage to fourteen metres although the house could and was designed slightly wider at the rear. The brief required a staff bedroom and wheelchair bedroom at ground floor level, seven additional study bedrooms, dining room, livingroom, kitchen and laundry. The brief also required a minimum of one bathroom or shower room per floor and casual sitting areas. The design solution was a two and a half
storey house with three bedrooms in the roof, four bedrooms and generous sitting areas on the first floor with the remaining accommodation at ground floor level. (Figs. 9.29, 9.30)

This Care in the Community provision with six to ten residents per house is a common feature of organisations catering for mental health patients released by the Health Board from an institution. In this case, Richmond Fellowship purchased the building but leasing from the housing association was also considered. Consequently those involved in the setting up the project were; the Richmond Fellowship, the housing association, the Regional Social Work Department and the Health Board as well as the Development Corporation who provided technical services.

It is also worth noting that, as with the other New Towns, Irvine’s later rental housing was not taken into its own stock but sold to and managed by a housing association.

Kirkcaldy Foyer, Link Housing Association

The “Foyer” concept originated in France where the establishment of foyers is now widespread. A few have opened in England and although foyer projects have been considered in other areas of Scotland the Kirkcaldy Foyer is the first to be built.

A “Foyer” is more than just flatted accommodation for young people. The concept aims to avoid the unemployment culture common to traditional “hostels”. Each young person will enter into a personal contract to provide him or her with a route to secure accommodation and employment through training schemes. There will be a mix of workers, trainers and unemployed people in the foyer. Staff will be there 24 hours a day. Once residents have a job and can live independently the foyer will assist them to move to appropriate permanent accommodation in the community.

The Kirkcaldy Foyer is a conversion of the listed West Bridge Mill. It is in two parts, residential accommodation and training/office/commercial facilities. The accommodation is on the left hand side of the mill above the bistro on the ground floor. The righthand side of the mill is used for office accommodation, a crèche, meeting rooms, training and commercial facilities. The accommodation is provided as three person flatlets with three single bedrooms, bathroom and kitchen per flat. The mill has three stair access/escape points and as the height to the top floor is over ten metres a lift is provided. The lift provision has the advantage that the foyer is in consequence barrier free. A common room is provided at each floor level serving five flats. The bistro at ground floor level will provide training and employment as well as a restaurant facility in the town. (Fig. 9.31)

Linthaugh Road, Pollok, Glasgow

This is a combined sheltered housing unit for Kirk Care Housing Association with a “very sheltered” ground floor wing for the frail elderly and a ground floor wing for residents suffering from dementia.

The sheltered housing is mainly at first floor level with stair and lift access. There are nineteen two person two apartment flats, one three person three apartment flat at first floor and one two person two apartment with one two person two apartment wheelchair standard flat at ground
floor level. Sheltered housing residents may apply to have meals supplied to them but are expected to cook and look after themselves although they have a warden on call.

The very sheltered housing at ground floor level has seven two person two apartment flats and one three person three apartment flat. The frail elderly residents have identical flats to the sheltered housing above but have their meals provided and have 24 hour care. Some frail residents prepare their own breakfast.

The provision for dementia sufferers, also at ground floor level, is eight one person bedsits with en suite shower room but no kitchen as they have all their meals provided in a dining area adjacent to their bedsits.

At the centre of the building at ground level is a day centre with lounge, quiet area and kitchen. There are also three guest bedrooms, a laundry and office. The sheltered housing and community care provision is sited on a narrow strip of ground between Linthaugh Road and the White Cart Water. The day centre is positioned to take advantage of views up and down the river.

The corridor access has flats on each side with few external references as the first floor windows positioned above roofs are clear storey and only at the ends of the snaking corridor are there windows at ground and first floor with views to the outside. This makes orientation more difficult especially for dementia sufferers. (Fig. 9.32)

Very Sheltered Housing, Eday Road, Aberdeen

Here Margaret Blackwood Housing Association have provided six flats and six family dwellings for severely disabled tenants integrated with fourteen single, two and three person mainstream and amenity dwellings. The aim of the integration was to establish a balanced community, a common feature of Margaret Blackwood projects in the 1990s.

The very sheltered housing is provided in independent dwellings at ground floor level. All these dwellings are to wheelchair standard. The bathroom includes a bath, WC and washhand basin plus a shower between bath and WC with a self-draining floor. The bathroom is positioned to be accessed from the hall or the bedroom, the latter to facilitate hoist transfer between bed and bathroom. (Fig. 9.33)

The mainstream and amenity dwellings are accommodated at first floor level or at the lower end of the sloping site at a lower ground floor level under the deck access to the very sheltered houses.

The communal area of the very sheltered housing provides lounge/conservatory, dining area and kitchen, laundry, office and interview room. There is also staff sleep over accommodation at first floor level.
Urban Planning

New Gorbals Housing Association

It has already been stated that the major provider of public funded new rental housing in the 1990s is the housing association movement funded through Scottish Homes. Most of the projects illustrated are therefore for housing associations and are mostly infill developments in built-up areas.

In the case of the New Gorbals Housing Association, which builds around one hundred houses per year, activities go beyond infill development.

The Gorbals which began as a village was redeveloped in the 19th century by tenement speculators, redeveloped by Glasgow City with State funding in the 1960s with tower and slab blocks, and is now being redeveloped again this time by a housing association and Scottish Homes. The association has employed architects to establish master plans for Central Lauriston, East and Central Hutchesontown. The association has then employed a number of architects to collaborate and develop parts of the plans to achieve interest and variety.

An example of the collaboration is Moffat Gardens, where architects Page and Park designed the overall plan and two of the corner sites diagonally opposite each other. A competition was held for the northern corner, won by Simister Monaghan architects but the Association also appointed Elder and Cannon to design a villa block for the Moffat Gardens and Page and Park with Ian White Associates, landscape architects to design the gardens. The result of this is to achieve a rich variety of form held together with a common theme of materials. (Fig. 9.34)

This approach recognised that while one architect can produce an interesting scheme for a small housing project, the larger the project the more difficult it becomes to achieve variety and interest.

In the Gorbals renewal area as a whole there is variety of tenure with private developers producing housing for sale and the New Gorbals Housing Association producing housing for rent and shared ownership. This is particularly the case at Crown Street. The Association had proposed a “Foyer” for eighty persons in the Adelphi building on Ballater Street but this is now to be a training centre. The Moffat Street, McNeil Street development is being built wholly for rental housing. Here the Association has incorporated two care in the community projects, eight very sheltered houses for the frail elderly in the ground floor of the Moffat Street terrace and accommodation for eight dementia sufferers into the development in McNeil Street. Both projects have 24 hour care, residents have their own room with en suite toilet but living area and kitchen facilities are shared.

SUMMARY

Housing associations were increasingly the main providers of new public sector housing. To those built by housing associations themselves were added those built by the New Towns and transferred to housing associations on completion.

Local Authority programmes of modernisation of their older housing stock had increased during the 1980s and continued in the 1990s at a similar level to that of the late 1980s.
Scottish House Condition Survey, Survey Report 1993

The report revealed that the main reason for housing being below tolerable standard was no longer lack of facilities but rather penetrating dampness or condensation. Houses most affected by dampness were privately rented older houses and public sector tower/deck access blocks. Condensation was found in 19.3% of houses, in houses with poor thermal quality, public and private.

Modernisation in some areas went beyond upgrading the fabric and improving insulation standards.

At James Nisbet Street, Royston Hill, Glasgow the existing open south facing balconies were enclosed to provide extensions to the living space or provide conservatories. Glasgow District Council in modernising areas of Drumchapel and Castlemilk carried out fabric upgrading of the more popular housing areas and carried out demolition and height reduction of unpopular high density areas. New infill development and reorganisation of flat plans was used to correct an imbalance between housing stock and housing demand for certain house sizes.

Livingston Development Corporation also carried out height reduction as well as fabric upgrading of their 12m Jespersen walk-up flats built in the mid 1960s at Craigshill.

A major feature of modernisation was the creation of defensible space often providing houses and flats with enclosed front gardens where there had previously been open landscaping. Car parking was provided on curtilage or close to the dwellings and stair access to flats provided with door entry control.

Housing and Crime

Scottish Development Department Circulars 19/1987 and 2/1994 referring to Crime Prevention and Building Research Establishment literature advised on increasing security in housing. For the house itself this included door and window locks and alarms. For the estate layout advice included designing the layout and housing mix to enable informal supervision by residents and increasing defensible space with a preference for providing private space rather than public space around a dwelling. On security of flats publications advised using electronic door entry systems where there were few flats per stair, as in the case of a typical tenement stair, but preferred concierge control where there were many flats accessed from one entry point as in the case of tower blocks.

Providing defensible private space around houses and flats is a common feature of both new build and modernisation projects built in the 1990s. Typical of this are the modernisation projects described above, the Byres Road flats in Glasgow set back behind a wall from the public footpath and at Harbour Street, Irvine where houses have curtilage car parking and fenced front gardens.
Community Care Act 1990

Part 4 of the Act required Regional or Island Councils to prepare plans for the provision of community care services. They were to consult with Health Boards, District Councils and the voluntary and private sector as providers of care and housing services.

Scottish Office Circulars Env. 8/1991 and Env. 27/1994 suggested a standard for very sheltered housing (24 hour care for the frail elderly) of twenty dwellings per one thousand of the population over 65 years. Standards were also given for sheltered housing, medium dependency housing, wheelchair housing and mobility housing. Also included was community care for mental health, dementia, learning difficulties, alcohol misuse or HIV/AIDS sufferers. But no guideline standards were provided for these.

Circular Env. 27/1994 requires Local Authorities to “bear in mind that community care has been made a key priority for which they have been asked to prepare strategies and set key outputs”. Community care provision therefore became a significant feature of housing provision in the 1990s. Scotspen found that by 1994 40% of all designated supported accommodation had been designated since 1990.

In the Gorbals the New Gorbals Housing Association provided within their general needs housing eight very sheltered houses for the frail elderly at Moffat Street and accommodation for eight dementia sufferers at McNeil Street. Kirk Care Housing Association provided sheltered housing, very sheltered housing and provision for dementia sufferers in one project at Linthaugh Road, Pollok, Glasgow. Margaret Blackwood Housing Association provided very sheltered housing for severely disabled tenants together with general needs housing at Eday Road, Aberdeen. Red Cross House, Irvine and Blythswood House, Renfrew also provided care for the severely disabled but, whereas housing provision at Irvine was in self-contained houses, at Renfrew it was in three six person shared houses. Milestone House, Edinburgh’s AIDS hospice, also provided accommodation in shared houses linked to central facilities. Shared housing was also used at Bellsdyke Hospital, Larbert to accommodate forty-two mental illness patients in seven houses. Richmond Fellowship’s shared house for eight mental health residents at Irvine was provided as part of a larger project which included nineteen houses of varying size from two to eight bedrooms. Shared housing was also used at the Kirkcaldy Foyer where accommodation and employment training for young people is provided. To date this is the only Foyer development to be built in Scotland.

The number of homeless continued to rise and in 1992/93 Local Authorities reported 42,500 applicants for accommodation of whom 19,300 were priority homeless.
1990 - References


(3) Ibid, 59.

(4) P.A.N. 44, Fitting New Housing Development into the Landscape, (The Scottish Office Environment Department), 55.


(6) Ibid, 18.


(8) Scottish Homes, Barrier Free Housing, A Consultation Paper, 1.


(10) Strathclyde Fire Services Requirements for Community Care Houses in Irvine, 1994.


(12) Ibid, 3.


(15) Ibid, 3.


(19) Scottish Office Statistical Bulletin Housing Series.


(21) Scottish Homes, PRECIS No. 16, (Edinburgh, Scottish Homes, 1995).
(22) City of Glasgow Architecture and Related Services, *Community Renewal Pinewood*, 1988, 3.03.

Fitting New Housing Development into the Landscape

The Layout Masterplan

Masterplan shows proposed area of woodland in excess of proposed area of development.

Within low density (12 dwellings/Ha) layout there are large areas of open space.
Back garden areas adjacent to open space and woodland attractive amenity but perhaps a security problem.

Figure 9.01
Every House You’ll Ever Need

**TYPE**

- Single storey house
- Typical two storey house
- Typical two storey house
- Large two storey house
- One-upstairs down

**CHARACTERISTICS**

- All accommodation
- All accommodation
- All accommodation
- All accommodation
- All accommodation

**SUITABILITY**

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

**TYPICAL HOUSE TYPE KITCHENS**

The kitchens illustrated here are generally suitable for

- Ground floor
- Upper floor
- Upper floor
- Upper floor
- Upper floor

**CHARACTERISTICS**

Good access to ground floor

- Kitchen and living room downstairs
- Kitchen and living room downstairs
- Kitchen and living room downstairs
- Kitchen and living room downstairs
- Kitchen and living room downstairs

**SUITABILITY**

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

**BATHS, SHOWERS & WC’S**

The smallest possible accessible downstairs WC in a

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

Any increase in size however will benefit the user and

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

Alternatively, try to provide cupboards or space in the

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

**ELECTRICAL**

- Suitable
- Suitable
- Suitable
- Suitable
- Suitable

**Figure 9.02**
### Table 2.3 Tenure by Dwelling Type

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<th>Other Houses</th>
<th>Tenements</th>
<th>4 in Block</th>
<th>Conversions</th>
<th>Tower Block / Deck</th>
<th>Total (000s)</th>
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<td>LA, NT, OP</td>
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<td>26.4%</td>
<td>10.0%</td>
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<td>486</td>
<td>192</td>
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### Table 2.6 Dwelling Type by Dwelling Size

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<th>Dwelling Type</th>
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<th>6 rooms</th>
<th>7+ rooms</th>
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<td>4 in Block</td>
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<td>11</td>
<td>10</td>
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<td>Tower Block / Deck</td>
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<td>685</td>
<td>601</td>
<td>253</td>
<td>181</td>
<td>2032</td>
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Figure 9.03
Supported Accommodation, Care in the Community

Figure 1: Provision of Supported Accommodation
Bedspaces Across Scotland By Region

Figure 2: Supported Accommodation Bedspaces for Main Client Groups Across Scotland

<table>
<thead>
<tr>
<th>Bedspaces</th>
<th>Frail Elderly</th>
<th>Learning Difficulty</th>
<th>Mental Health Problem</th>
<th>Young Persons</th>
<th>Other</th>
<th>Total</th>
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<td>Borders</td>
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<td>75</td>
<td>17</td>
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<td>127</td>
<td>80</td>
<td>46</td>
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<td>Dumfries</td>
<td>343</td>
<td>47</td>
<td>9</td>
<td>14</td>
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<td>Fife</td>
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<td>160</td>
<td>80</td>
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<td>Grampian</td>
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<td>127</td>
<td>107</td>
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<td>Highland</td>
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<td>121</td>
<td>36</td>
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<td>Lothian</td>
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<td>Tayside</td>
<td>86</td>
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<td>103</td>
<td>33</td>
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<td>973</td>
<td>668</td>
<td>953</td>
<td>5768</td>
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Figure 3: Self-Contained and Shared Provision by Client Group

<table>
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<th>Frail Older People</th>
<th>Learning Difficulty</th>
<th>Mental Health Problem</th>
<th>Young Persons</th>
<th>Other</th>
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<tbody>
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<td></td>
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</tbody>
</table>

S c o t t i s h  H o m e s  P R E C I S  N o  1 6.
Typical three storey tenements on the edges of Pinewood, most houses of this type (T/5/3) are south facing as Southdean Avenue above. Balconies were popular and well used in summer, they have therefore been reinstated as open balconies. Close entrance has been enclosed and controlled entry installed. Renovation keeps to the spirit of the original design.
Community Renewal Pinewood Drumchapel, Glasgow

Typical four storey tenement in central Pinewood. (least attractive part)
Balconies have been enclosed or as shown above extended to form dining areas. Some tenements have been reduced to two storey to reduce the overall density and give variety of height in the area.
The area has an excess of 3 apartments and the plans show conversion to give 2 apartment and 4 apartment by the introduction of a stair transferring a bedroom from the upper flat to the lower flat.
Jedworth Avenue, height reduction/renewal, Drumchapel, Glasgow

Figure 9.07

Designers V. Monaghan, C. Stewart, Simister Monaghan Architects
Grange Square, Castlemilk Drive Renewal, Glasgow

Top left: extended balcony
Top right: 4 storey tower house
Foot: 3 storey and 2 storey height reduced flats with 2 storey terraced houses beyond

Figure 9.09
Grange Square, Castlemilk Drive Renewal, Glasgow

Former 4 storey 3 apartment flats
Glasgow District Council DARS, Designer Claire Philips
Special Mention, Glasgow Institute of Architects

New Layout

Height reduced 3 apartment flats

Figure 9.10
Terrace extended on south elevation to give choice of conservatory or enlarged living room or balcony.
Craigshill Refurbishment, Livingston

Second floor 4 and 5 stair block

First floor 4 and 5 stair block

Ground floor 4 stair block

Figure 9.13
Air tightness, low energy houses have windows with low emissivity double glazing. Doors recessed within the outer wall, one external door 150mm wall insulation 200mm ceiling insulation. Heating/ventilation unit replaces extract fans and trickle vents. Additional sealing to minimise the air leakage.

House plans have no rear door access to gardens necessitating circuitous access with washing and rubbish. Internal doors swings avoid draughts but make wheelchair access difficult in a plan which otherwise would be barrier free.
Scrimgeours Corner, Crieff
Scrimgeour's Corner, Crieff

First Floor Plan

Salitre Award 1993
RIBA Regional Award 1994
Nicol Russel Studios
Servite Housing Association

Figure 9.16
Designers D. Simister, S. Porter, Simister Monaghan Architects

Figure 9.17

Saltire Award 1994  ground floor plan

2 No. 4 ap maisonettes
12 No. 3 ap flats
14 No. 3 ap amenity flats
14 No. 2 ap amenity flats
Reidvale Housing Association, Duke Street, Glasgow
Reidvale Housing Association, Duke Street, Glasgow

Figure 9.19
Byres Road, University Avenue, Glasgow 1994

Figure 9.20

Hillhead Housing Association  Saltire Commendation 1995
Designers D. Sinister, F. Harle, J. MacLeod. Sinister Monaghan Architects
Linkwood Court, Barrier Free Housing, Irvine

Scottish Homes Open Door Award 1992 (Barrier Free Award)
Designer H. Roan Rutherford, Irvine Development Corporation
Red Cross House, Irvine

GIA Design Award High Commendation 1993
RIBA Regional Award 1993
Salitre Commendation 1993
Civic Trust Commendation 1994
Eric Lyons Housing Award 1993
Carpenters Award 1993
RIAS Regeneration Supreme Award 1993

Designers A. Stewart, H. R. Rutherford, Irvine Development Corporation

Figure 9.22
Red Cross House, Irvine

Figure 9.23
Red Cross House, Irvine

Figure 9.24
Blythswood House, Renfrew

Figure 9.25
Milestone House, AIDS Hospice, Edinburgh

Waverley Care Trust
RIAS Regeneration Award 1991
Stephen and Boyle Partnership Architects

Figure 9.27
Community Care, Bellsdyke Hospital, Larbert
68 to 106 Harbour Street, Irvine

Figure 9.29

Top: 68 to 104 Harbour Street from the harbour slip
Mid: 100 to 68 Harbour Street from the Maritime Museum
Foot: Fireplace in 106 livingroom for Richmond Fellowship
68 to 106 Harbour Street, Irvine

ELEVATION TO HARBOUR STREET

SECOND FLOOR / ROOF PLAN

FIRST FLOOR PLAN

GROUND FLOOR PLAN

First Floor
- Bedroom
- Hall
- Bedroom
- Bath
- Bedroom
- sitting
- Bedroom

Second floor
- Bedroom
- Bedroom
- Bedroom
- sitting

106 Harbour Street for Richmond Fellowship

RIBA Regional Award 1995
RIAS/Scottish Enterprise Regeneration Award 1995
GIA Design Award 1995
Saltire Commendation 1995
Designer: H. Roan Rutherford

Figure 9.30
Kirk Care, Linthorugh Road, Pollok, Glasgow

Baxter Clark and Paul, Architects designed 1992

Typical bedsit for Dementia Residents
1:200

Typical Zap flat for Sheltered Housing and for Very Sheltered Housing

Sheltered Housing for Elderly
first floor

day centre

Very sheltered for Frail Elderly

Figure 9.32
Very Sheltered Housing, Eday Road, Aberdeen

Figure 9.33

ground floor plan of main block
Baxter Clark and Paul, Architects, designed 1992  completed 1995

three storey wing with amenity houses above and below

S.E. elevation to access road

<table>
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<th>3p</th>
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<td>2p</td>
<td>3p</td>
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New Gorbals Housing Association, Glasgow

It is not surprising, therefore, to find that the main recommendation of the Royal Commission of 1912-17 was that, in order to build adequate and sanitary housing for the working classes, Central Councils for Local Housing were established and that efforts were directed towards a more systematic and comprehensive approach to the provision of housing for the working classes.

Figure 9.34

Top Completed Moffat Street by Page and Park
Mid Competition winner, Simister, Monaghan with Studio lookout space
Foot left Villa block proposals by Elder and Cannon
Foot right Master plan for Moffat Street, Hayfield Street and McNeil Street
CONCLUSION

Having examined the evidence of the previous chapters the conclusion reached is that Central Government has exerted considerable influence on the general form and type of public sector housing built in Scotland throughout the twentieth century. This has been achieved by backing legislation and subsidies with persuasive government circulars and design guides.

The principal findings of the thesis are summarised below:-

Pre World War One

Government loans had been available to Housing Associations from 1855 and to Local Authorities from 1866 for the improvement and building of housing for the working classes. The impact of the loans was small with most Burghs, prior to World War I, owning less than 1% of the housing stock, Housing Association provision hardly registered at all in percentage terms.

Immediately prior to World War I, Central Government found that it was necessary to provide housing when Housing Associations and Local Authorities were unable to provide sufficient housing for the large number of incoming munition and dockyard workers at Greenock/Gourock and Rosyth respectively. Consequently in 1915, when the new township of Gretna was required for workers in the new explosives factory, Central Government accepted the responsibility for construction. This created a major precedent in housing provision in Scotland.

It is not surprising therefore to find that the main recommendation of the Royal Commission of 1912-17 was that, in order to provide satisfactory housing for the working classes, Central Government should take financial responsibility for this provision. The majority view of the Commission was that this would best be achieved by the State operating through the Local Authorities as the principal housing agency.

Early 1920s

Government subsidies to Local Authorities for the provision of housing in Scotland were first introduced by the Housing Town Planning, Etc. (Scotland) Act 1919.

The type of housing most commonly built under this Act was semi-detached two storey cottage housing, despite the fact that cottage housing was more expensive to build and occupied greater land area than the traditional tenement in Scottish cities, or traditional terraced housing in smaller towns.

The reason for this is two-fold. First, the Royal Commission expressed the view that households would prefer cottage housing and illustrated only cottage housing in its accompanying special report of 1917. This view was also supported by Government design guides, the Tudor Walters Report of 1918 and the Local Government Board for Scotland Memorandum of 1918. Both illustrated the type of housing to be provided under the Act as cottage housing which was mainly semi-detached.

Second, under the 1919 Act the Treasury subsidised the balance over 0.8 penny on the rates encouraging Local Authorities to build and to build well. The Government's view was that the cottage style was best suited to people's needs and therefore the necessary subsidies were provided for this form of housing in the 1919 Act.
The style of the cottage housing employed in Scotland was clearly influenced by the English Arts and Crafts movement and the low density layouts by the Garden City movement in England. This was also traceable to the influence of the Government design guides, particularly the Tudor Walters Report in which design advice had been given by Raymond Unwin, an influential Garden City exponent of his time. This represented a significant departure from the dense urban design tradition in Scotland of city tenements and town and village terraced housing.

Only the cities appear to have built a proportion of their housing as tenements in the early 1920s: either to give variety as at Northfield, Edinburgh or to continue the existing pattern of tenement development as at Kennyhill close to the centre of Glasgow. Even in Glasgow, however, only 15% of housing built under the 1919 Act was constructed in tenement form. Where tenements were built under the 1919 Act they followed the recommendations of the Royal Commission in being three storeys in height and built as separate blocks or pavilions to allow air circulation.

Mid 1920s and 1930s Slum Clearance Housing

The Government was directly involved in the provision of industrialised housing in the 1920s. In 1925, they had announced a subsidy for Local Authorities to erect steel houses constructed by local shipyards. There was a meagre response to this proposal and so the Government formed the Second Scottish National Housing Company to erect steel houses throughout Scotland. This was the first of recurring Government initiatives to promote non-traditional housing to solve the problem of housing shortage in Scotland with the use of unskilled labour.

During this period there was a return to tenement building in Scottish cities albeit, from an architectural point of view, in an emasculated form. The tenements were three storey in height and had discontinuous frontages to allow for through ventilation. Whereas, under the 1919 Act, tenements had often been stone faced they were now built with concrete block walls as in Glasgow, or with harled walls as in Edinburgh. In towns, Local Authorities built mainly four in a block flatted houses, grey harled boxes with hipped roofs. Both tenements and flatted houses were built devoid of decoration or detail interest. They could also, in the inter war years, be built cheaper than cottage housing which was a significant factor in a rapidly deteriorating economic climate.

Government desire for economy gave rise to the Housing, Etc. Act 1923. The 1919 Act housing rents had been beyond the means of the poorest sections of the community and consequently the new housing had been rented by the skilled working class and middle class. The 1923 Act aimed its subsidy at providing low cost, low rent housing to rehouse slum clearance families. The level and method of calculating the subsidy was varied with the 1924 and 1930 Acts, but the purpose remained the same; to build low cost, low rental housing. This, it was now believed, could be best achieved by building tenemental and flatted housing.

Late 1930s Higher Quality Housing

There was an improvement in the quality and size of public housing in the late 1930s. Some tenements were built stone faced for higher rent and larger housing schemes were planned with educational and social facilities. The reason for the improvement was the 1938 Act which gave subsidies according to house size and the Highton Report which, following a Scottish Office study team visit around Europe, recommended that the quality of design should be improved and that housing developments should be built with social facilities.
1940s Prefabrication and Short Term, Long Term Standards

During World War II, there was strict Government control on all building including housing, due to military priorities and a shortage of materials and labour. Restrictions continued after the war. A building licence was required in order to erect a house and the Building Materials and Housing Act 1945 made it an offence to sell or rent above the price stated on the licence. This restriction continued until December, 1953. Government influence here was absolute.

To overcome the problems of shortage of materials and labour, the Government again promoted non-traditional housing. The Government had gained some experience with the steel houses of the 1920s and the investigation into timber frame and no fines construction by SSHA in the late 1930s. Between 1945 and 1954 half of the public housing built in Scotland was non traditional and one third of these were temporary “prefabs” designed to last ten to fifteen years. The prefabs were all built as three apartment detached bungalows of approximately 65 square metres and clad in aluminium, asbestos cement sheet or concrete panels. They were supplied by Government for erection by Local Authorities. Permanent non traditional housing designed to last sixty years was encouraged with an additional subsidy provided by the Housing (Financial Provisions) (Scotland) Act 1946.

In keeping with the post war slogan “Build a Better Britain” the Scottish Housing Advisory Committee advocated improved space standards for houses. Livingroom areas were improved for larger family houses over the standards of the 1930s and all bedrooms were to be capable of accommodating two persons. Short term standards were recommended for the duration of material shortages but improved long term space standards were also recommended. Unfortunately by 1950, the Labour Government, which was concerned that shortages were seriously restricting the number of houses being built, introduced the economy house rather than the improved long term standards.

New Towns

The New Towns Act 1946 was the culmination of years of pressure on Government by the Garden City Movement. The Act provided for the creation of new towns by means of development corporations. The development corporations were, like SSHA, controlled by a board nominated by, and answerable to, the Secretary of State. The new towns were planned and built as complete self-contained towns with industry, commerce, educational, recreational and social facilities as well as housing. This was in marked contrast to the large peripheral estates around Glasgow each similar in size to the early new towns but built with few facilities. Designated in the late 1940s East Kilbride and Glenrothes development corporations’ first houses were completed in the 1950s. The new towns attracted enthusiastic and talented architects and planners and despite the necessity for economy some interesting housing developments were built by the two new towns who together won almost half of the Saltire Housing Design Awards in the 1950s. Further new towns were designated: Cumbernauld 1955, Livingston 1962, Irvine 1966. Stonehouse was announced in 1971 but cancelled after the building of their first housing project as Government priorities shifted towards urban regeneration.

The new towns not only demonstrate the development of the ideas of the Garden City Movement but at their best come closest to achieving the recommendations of the Highton Report in respect of building quality housing with all the facilities necessary for the development of a community. Without the New Town Act and the backing of Government finance, the building of these complete...
communities would have been extremely difficult if not impossible. Government influence was of prime importance to the success of the New Towns.

**1950s Space Saving Houses**

The economy house, with maximum permitted house areas, was first introduced in 1950 with the Government publication Scottish Housing Handbook 3. Introduced by the Labour Government to maximise housing production while there was a national shortage of materials, the concept was embraced by the incoming Conservative Government which promised to build 300,000 houses per year in the United Kingdom. The solution to increasing the number of housing completions was to build the “Peoples House”, an economic space saving and material saving house of no more than 84 square metres for a five person dwelling.

The housing which typifies this period is the two storey terraced house built within an economical house shell usually designed with circulation areas reduced to a minimum. Glasgow, restricted by a green belt and wishing to accommodate as many of its citizens as possible within the city boundaries, built its peripheral estates using three and four storey walk-up flats. These were also built to economy shell sizes and comparing the 1950s flats with those of the 1940s there is a noticeable reduction in space standards with the introduction of the single bedroom in the 1950s flats, whereas all post war 1940s’ bedrooms had been designed to accommodate two persons in compliance with the 1945 Westwood report. Kitchens and balconies were also reduced in area.

The exception to this economy was infill development, in existing cities and towns, using natural stone and slate to preserve the character of an area. This also marked the beginnings of restoration and infill development with projects at Dunkeld Cross, Broad Street Stirling and Cannongate Edinburgh. The reasons for those developments was the Housing (Scotland) Act 1949 which gave 75% grants towards Local Authority modernisation costs and gave additional subsidies for the use of natural materials to preserve the character of the area.

**1960s High Rise and Industrialisation**

Perhaps the most controversial Government involvement was the award of the high rise subsidy for multi storey flats which irrevocably altered the skyline of the major cities and, most inappropriately, of many small towns.

The 1946 Act had included provision for a small additional subsidy for blocks of flats with lifts (£7/flat per annum over 60 years) but this did not offset the considerable costs of building high rise. Glasgow’s experimental Moss Heights flats, for example, commenced in 1950 and completed in 1953, had cost approximately twice the cost of similar sized walk up flats. Consequently, few high rise flats were built.

This changed with the 1957 Act which introduced a generous subsidy in which the Government subsidised two thirds of the additional costs of a high rise flat over the average cost of a similar size of house in Scotland. This subsidy was replaced, in the 1962 Act, with a flat rate subsidy but the consequence of both Acts was an increase in construction of high rise flats from only 180 flats started on site in 1957 to 8,638 in 1967.

Following the 1967 Act there was a desire by Government to have cost control of public sector house building. The method of achieving this was the introduction, in 1968, of Indicative Cost
Allowances. The cost allowances were related to house size and increased with increase in site density. They were however calculated on the minimum use of high rise flats. As allowances were related to density, not to house type or height of construction, there was an incentive to build low cost low rise housing at higher densities which attracted higher allowances. Consequently there was a disincentive to build high rise housing. In 1969 the number of high rise starts was down to 3,000 and by 1977 there was none at all. (Figures 10.01 to 10.03).

In 1965 the Government, wishing to achieve a programme of 50,000 houses per year in Scotland, required increased efficiency in the building industry by rationalising traditional construction and by the use of a higher proportion of system built houses. A series of circulars were issued. Circular 68/1965 required larger housing authorities to have their housing programme assessed by the Scottish Office to establish the share of their programme which “must” be undertaken by industrialised methods.

In consequence SLASH was set up to rationalise house plans and construction and the NBA advised Local Authorities on suitable building systems. Whereas previously subsidy incentives had been given to encourage authorities to use industrialised systems, this time there was a direct Government instruction to build a proportion of housing by non-traditional methods.

The type of housing affected the choice of system. Timber frame suited low rise whereas heavy concrete panel systems suited medium to high rise construction. No fines concrete was used for both high and low rise. With the decline of high rise construction, only timber frame and no-fines remained competitive. Timber frame remained competitive in remote areas but with the decline of the house building programme and the tendency to build small housing contracts in the late 1970s no-fines systems ceased to be competitive with traditional construction.

The construction of industrialised housing in Scotland has always been determined by Government intervention and without Government subsidy or promotion, it is unlikely that any system, other than no-fines concrete or timber frame, would have been built in significant numbers.

1970s Low Rise, Rehabilitation and Housing Associations

Indicative Cost subsidies encouraged the maximum use of the least expensive form of housing to achieve a required density. Whereas in the interwar years walk up tenement flats were less expensive than cottage housing, building regulations on fire and sound now made them more expensive than the equivalent accommodation in terraced housing. The most expensive form was lift access flats. Consequently the typical housing of the 1970s was low rise, two storey housing with medium rise walk up flats in more dense urban areas.

There was also a reduction in the numbers of new houses constructed and an increase in the numbers of existing houses being improved. The reason for the increase in improvement was Government subsidy. Government had been advocating improvement since the 1855 Dwelling Houses for the Working Classes Act. Improvement grants had been offered in Housing Acts of 1949, 1959 and 1969. Improvements had been carried out under all these Acts but it was the increase in the grant, as recommended in the SHAC report of 1967, from 50% to 75% by the 1971 Housing Act which produced a significant increase in housing improvement. The 1974 Act reduced the grant back to 50% but retained it at 75% in Housing Action Areas and permitted grants up to 90% in the case of individual financial hardship. This had the desired effect of redirecting improvement towards the
areas of greatest need, the Housing Action Areas, typically areas of working class housing which were below tolerable standard.

Not only was there an increase in rehabilitation but there was increasing involvement in both new house building and particularly in rehabilitation by Housing Associations. Again Government had, by offering loans, sought to encourage Housing Associations since 1855. The 1962 Act gave loans to Housing Associations on the same terms as to Local Authorities and the 1964 Act established the Housing Corporation to administer the loans, but it was the introduction of the favourable Housing Association Grants by the 1974 Housing Act which led to a significant increase in Housing Association activity. The number of Housing Associations increased from fifteen in 1974 to fifty three in 1980.

In each case whether it is the demise of high rise, the increase in improvement of substandard housing or the promotion of Housing Associations, it is the provision of Central Government subsidies which have been responsible for the change in the type of housing being provided.

1980s Special Needs Housing

The decline in the building of new public sector housing which had begin in the 1970s continued in the 1980s and while by the end of the 1980’s Housing Associations were completing more new houses than Local Authorities this was mainly due to the considerable reduction in Local Authority expenditure on new housing. There was also increasing attention given to special needs housing and it is this form of housing which typifies the 1980s public sector housing.

The Housing (Financial Provisions)(Scotland) Act 1978 introduced Housing Support Grants which gave an allocation of grant to each Local Authority assessed on the basis of their Housing Plan. The Housing Plan was to reflect housing needs and this, it was envisaged by the Scottish Office, was not for new general needs (family) housing but for modernisation and for special needs housing. The provision was not necessarily to be by Local Authorities but could be by Housing Association or private agency. The Scottish Office in Scottish Housing Handbook 1, 1977, issued guidelines on how authorities were to assess needs of all tenure types. It advised they were to pay particular attention to the needs of single people, single parents, elderly, handicapped and young couples. It suggested standards for sheltered housing, wheelchair housing and amenity housing. Scottish Housing Handbooks were issued for the design of special needs housing, No. 5 for housing for the elderly, No. 6 for the disabled and No. 7 for single people.

The Government gives advice on the type of housing which is required, requires Local Authorities to assess their local need and submit housing plans and then the Government allocates the Housing Support Grant on the basis of need. With the introduction of the Right to Buy in the Tenants’ Rights, Etc. (Scotland) Act 1980 Local Authorities were to sell houses and the finance raised was used to finance their housing programmes.

Here Central Government is directing a shift in tenure from public rental to private ownership and directing Local Authority expenditure towards modernisation of their housing stock and the provision of special needs housing by themselves or other agencies (private or housing associations).

It is for this reason that the public sector new housing provision of the 1980s frequently features special needs housing and, as the decade progressed, the housing was increasingly carried out by Housing Associations.
1990s Care in the Community

The decline in Local Authority involvement in new housing continued and, while the Housing Association contribution remained relatively stable, Housing Association completions were in 1993 less than 10% of that of the private sector. The new town development corporations were to be disbanded with the last three towns Cumbernauld, Livingston and Irvine wound up by December 1996. The housing building of the new towns in the 1990s, funded by house sales, was transferred to Housing Association ownership on completion.

Housing for special needs remained a priority but with the “NHS and Community Care Act 1990” consultation was required between housing authorities, Health Boards, and the voluntary and private sector as providers of care and housing services. The Act was followed by circulars identifying standards of provision and the type of “care in the community” accommodation required. This included very sheltered housing and housing for mental health patients, alcohol mis-users or HIV/AIDS sufferers.

Care in the Community provision in the case of very sheltered housing may be a separate housing project but frequently Care in the Community houses, being no more than shared houses for a few residents, form part of larger housing projects. Care in the Community housing is a continuation of the 1980s emphasis on special needs housing but again even this minor change in housing provision was directed by Government legislation.

Postscript

Finally, it is important to add two postscripts to the main conclusion of the thesis. These are as follows:-

Within the discipline of Central Government legislation and subsidies, architects in Scotland have been able to produce a wide range of interesting solutions to both house and layout design. In many cases these have been greatly influenced by Government design guides, but there has also been the strong influence of local tradition and the very obvious influence of European and international ideas behind many of the designs.

The quality of design varies enormously. Architectural involvement in much of the interwar housing was often non-existent and with system building in the post war period it could be minimal. While many housing schemes, particularly the larger schemes, are drab and repetitive, there are also housing designs of considerable quality. This is particularly true post World War II where a surprising number of good housing designs have been built even when cost constraints were tight. Many of these are illustrated and described within the text of the thesis.

In the latter part of this study where housing projects are small, often infill development, or catering for special needs, there are many developments which are clearly appreciated by their residents and well worth visiting. However, having visited many housing projects in the course of this study it became clear that no matter how well intentioned the legislation, how generous the subsidy or accomplished the design, the management of the housing and the care and interest of the residents makes all the difference to the desirability of the housing, its subsequent life expectancy and ultimate value to the community.
## STOREY HEIGHTS

### Approved Tenders for Local Authorities, SSHA and New Towns

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Based on Scottish Housing Statistics 1971, 1974, 1983 and 1986
# figures for only part of year
(1) Maisonettes are included with flats from 1 January 1967
* 1981 to 1985 based on incomplete returns

Figure 10.01
Percentage of High Rise Flats (6 storeys and above) in approved tenders for Local Authorities, SSHA and New Towns

Based on Scottish Housing Statistics 1971, 1974, 1983 and 1986

Figure 10.02
NUMBER OF HIGH RISE FLATS BY START DATE

1957: Introduction of 2/3 additional cost high rise subsidy
1968: Introduction of indicative costs
Figures based on: Miles Glendenning and Stefan Muthesius, Tower Block, Gazetteer, 367 - 369

The Gazetteer lists either date of approval or date of start on site for each high rise block built.
For the purpose of the chart it is assumed that start on site will follow closely approval and therefore both are used as the start date of the project.

Scottish Office figures list only approved tender date and therefore vary from those given in Tower Block.

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APPENDIX 1: HOUSING PROVISION AND STANDARDS

The fluctuations in the number of new house completions per annum and qualitative changes in housing standards since 1919 are examined. Two specific housing standards are examined, space standards and thermal standards. These two standards have been chosen for examination as they are considered to best represent the changing quality of provision.

NEW HOUSE COMPLETIONS

The number of completed rental houses per annum has fluctuated dramatically since the passing of the 1919 Act giving Government subsidies to Local Authority rental housing. (Figs. 11.01-11.02)

At Local Government level there has been considerable variation in the building of public sector housing. The 1981 census of Scotland revealed that the percentage of public sector housing of the total housing stock was 80-89% in Clydebank, Monklands and Motherwell, 70-79% in Cumnock and Doon and West Lothian while only 10-19% in Bearsden and Milngavie and Eastwood and only 20-29% in Gordon and Kincardine and Deeside. Dundee and Glasgow had 60-69% while Edinburgh only 30-39%.

These figures show that in areas where Local Government has had a strong Labour party representation a greater percentage of public sector housing has been built. However while not denying this to be the case clearly there has been a greater need for public sector housing in Clydebank and Cumnock and Doon than in Bearsden and Gordon and the areas where there has been the greatest need for public sector housing are also the areas which traditionally elect a Labour administration.

The public sector house building performance of Central Governments is less clearly defined in political colour. This is particularly true if the overall trend is examined. (Fig. 11.03)

The period between a political decision being made, an Act passed and when a house is completed will vary depending on how quickly an authority responds to the Act, but for the purposes of this exercise it is assumed to be approximately two years to allow for houses to be designed, put out to contract and built.

The inter-war years had Conservative Governments or national governments mainly dominated by Conservatives. There were however two brief periods of Labour minority governments in 1924 and 1930.

Public housing completions rose in series of peaks and troughs up to 9,523 in 1922 down to 2,993 in 1924 up to 16,923 in 1927 down to 7,918 in 1930 and up to 19,162 in 1938 and 19,118 in 1939 falling during the war years to 1,428 by 1945. Until the war years this showed a gradual increase with each peak higher than the last with even the second trough almost as high as the first peak. (Fig. 11.02 and 11.03)

The effect of the 1924 Act and the 1930 Act by the 1924 and the 1929-31 Labour administrations can be seen as increasing public sector house production as the graph begins to
rise but, in both cases, the rise in public sector house production continues under Conservative administrations in the first case until 1927 and in the 1930s until interrupted by World War II.

In the post war period the 1945 majority Labour Government increased public sector house production from 1,428 in 1945 to 25,029 in 1950 dipping to 21,783 in 1951. The incoming Conservative Government promising to increase production, achieved 37,155 in 1953 (the highest completion in any year). This figure fell to 18,977 in 1962 rising again to 29,509 in 1964. The incoming Labour administration in 1964, encouraging the use of industrialised building, increased public sector house production to 34,906 in 1970. The National Plan of 1964 and the White Paper of 1965 proposed 50,000 new houses per year in Scotland. In November 1967 the pound was devalued and the programme aim of 50,000 houses per year was abandoned. Public sector house production fell after 1970 and continued to fall under the 1970-74 Conservative administration to 17,097 in 1974. This increased to 23,952 in 1975 but then continued to decrease during the 1974 to 1979 Labour administration to 8,607 in 1979. (Numbers fell but in addition Circular 50.1975 required cost savings by building for smaller households, omission of garages, cutting repairs and maintenance and maximising numbers rather than standards for improvement programmes).

House completions in the public sector were further reduced by the Conservative administrations from 1979 onwards to 2,603 in 1993, the lowest figure since 1920, with Local Authorities contributing only 470, New Towns 456 and Housing Associations 1,677.

The overall performance in the inter war years was an increase in public sector house completions. After the interruption of World War II there was a rapid rise in house production to an all time high in 1953 falling to just below the 1939 level in 1962. The second rise in the 1960s ended in 1970 and since that time there has been a reduction in completions especially of Local Authority building where concentration has been on modernisation and repair of existing stock.

Private housing in the inter-war years increased from 1,140 in 1920 to 9,684 in 1934 falling to 6,411 in 1939. In the post war period however, after war time restrictions, private housing completion has steadily increased from 141 in 1945 to 17,875 in 1993. This steady rise has occurred during both Labour and Conservative administrations and is in marked contrast to the fluctuations in public sector completions. The private sector in 1993 was the major provider of new housing. Housing Associations were in the 1990s the major public sector providers but completed less than 10% of that of the private sector.

AREA STANDARDS

Any comparison of housing standards (Fig. 11.04) requires qualification as the type of housing required and the way in which a house is used has changed.

This is particularly true when comparing the generous room sizes proposed in the 1918 Memorandum for the 1919 Local Government Board for Scotland Architectural Competition and for use by Local Authorities building houses under the 1919 Act.

The 1919 scullery was for all the household dirty work and, while it may be used for cooking and therefore a space for a cooker was preferable, it was common for a range to be provided in the kitchen or livingroom for cooking and providing hot water. The scullery when used for
cooking equated to present day kitchens while the large 1919 “living” room with the fireplace/range was described as kitchen when used for cooking but is now always described as a livingroom.

The 1919 parlour, which would now be described as a lounge, was the size of the 1919 second bedroom and was intended to be used as either best room/lounge or bedroom depending on family size.

The generous first or main 1919 bedroom of 160 square feet or 15 square metres appears to be large in comparison with more recent standards of floor area but this has to be qualified in that the Memorandum of 1918 states that the largest bedroom should accommodate two adults and two children. In fact with an eight foot ceiling (2.4m) this required 187.5 square feet (17.4 square metres) to achieve the required minimum cubic feet of 500 for an adult and 250 for a child. The 1919 competition designs show either 1 or 2 cots as well as a double bed in the largest bedroom.

A further complication in comparing standards is that the 1919 Act stated that houses of less than three apartments would not be approved unless in exceptional circumstances. This was because Scotland already had a large percentage of single ends and room and kitchen houses and the need was for houses of three and more apartments. As a result there are no 1919 standards for small houses to compare with those of later periods.

The post war 1945 long term standards set room sizes which were even more generous than the 1919 standards especially for the larger house sizes. Some houses were built close to the long term standards but Government policy was to build to short term standards while there was still post war material shortage.

Problems in achieving the political aim of increasing house production numbers at a time of material shortages led to the Scottish Housing Handbook 3, 1950 being issued with room areas reduced from the 1945 standards. Whereas room areas could be increased over the minimum, for reasons of economy in the use of materials and labour, the overall house areas could not be exceeded.

The 1945 long term standards were therefore abandoned before they became the mandatory standard. The 1945 short term standards were built and were illustrated in the “Planning our New Homes” report as house types which provide similar room areas to the longer term standards in smaller more compact house shells. Comparison with earlier and later standards is therefore difficult. The other problem in comparing 1945 standards with those of other periods is that all bedrooms were to accommodate two persons therefore there is no single bedroom standard.

The 1950 SSH3 was revised in 1951 and again in 1956. the main bedroom and single bedroom areas were further reduced and similar overall house areas set down but, whereas the 1950 standards were purely related to the number of apartments in a house, the 1956 standards were related to the number of persons. Direct comparison of the 1950 overall house areas with those of 1956 is therefore not possible. In both cases minimum room areas were expected to be exceeded within overall areas which were maximum areas in the interests of economy of materials and labour.
The 1963 Building Regulations refer only to room areas and follow closely the 1956 SHH3 room areas.

Bulletin 1 1968 followed the recommendations of the 1961 Parker Morris report, room sizes were not given but rooms had to accommodate given furniture. Minimum house areas were given for different types of houses and for the number of persons to be accommodated. The areas given were metric conversion of the Parker Morris imperial areas. Bulletin 1 standards were incorporated as alternative space standards in the 1971 Building Regulations. The areas are more generous than the 1956 standards although even here a direct comparison cannot be easily made as the space occupied by a stair was counted only once for all floors in the 1956 housing handbook but counted on each floor in Bulletin 1 1968. On a two storey house this would account for approximately 2.5 square metres. Bulletin 1 also allowed for a minus tolerance of up to 1½% when a planning grid was used.

A straight comparison in square metres is therefore:

<table>
<thead>
<tr>
<th>No. of Persons</th>
<th>1956 Maximum</th>
<th>1968 Minimum</th>
<th>1968 Minimum</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Semi</td>
<td>Terrace</td>
</tr>
<tr>
<td>4</td>
<td>71</td>
<td>76.5</td>
<td>79.0</td>
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<tr>
<td>5</td>
<td>83</td>
<td>86.5</td>
<td>89.5</td>
</tr>
<tr>
<td>6</td>
<td>89</td>
<td>97.0</td>
<td>97.0</td>
</tr>
</tbody>
</table>

If, however, 2.5 square metres is added to the 1956 areas and 1½% deducted from the 1968 figures the comparison becomes:

<table>
<thead>
<tr>
<th>No. of Persons</th>
<th>1956 Maximum</th>
<th>1968 Minimum</th>
<th>1968 Minimum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Semi</td>
<td>Terrace</td>
</tr>
<tr>
<td>4</td>
<td>73.5</td>
<td>75.4</td>
<td>77.8</td>
</tr>
<tr>
<td>5</td>
<td>85.5</td>
<td>85.2</td>
<td>88.2</td>
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<tr>
<td>6</td>
<td>91.5</td>
<td>95.5</td>
<td>95.5</td>
</tr>
</tbody>
</table>

The main difference is the greater area allowed for terraced houses in 1968 and whereas the 1956 areas are maximum areas the 1968 areas are minimum areas. Indicative costs were introduced in 1968 and costs were controlled by set cost allowances related to density of development. There was, therefore, no longer any need to control costs by setting maximum areas.

Scottish Housing Handbook 6 Housing for the Disabled was published in 1979 setting amongst other space and fitting standards overall house areas, based on Bulletin 1, for ambulant disabled and increased areas for wheelchair users.

SHH6 overall house areas for wheelchair users exceed even those given for the 1944 long term standards. No overall house areas were given for the 1919 competition but, as the 1944 long
term standard gave room areas similar to the 1919 room areas and in fact exceed the 1919 standards for kitchen room areas, it is reasonable to say that the wheelchair standards of 1979 exceed all the previous standards in terms of house area, all be it for one specialised user category.

House space standards as a building regulation requirement were dramatically reduced by an amendment in 1986 where all reference to room or house areas was replaced with the requirement that every apartment shall be capable of accommodating a bed, a wardrobe and a chest of drawers. Minimum kitchen standards were also reduced.

The 1986 amendment has more relevance to private housing than public housing as Scottish Homes still use Bulletin 1 and Bulletin 6 standards in determining housing association grants. (A reduction in space standards below Bulletin 1 or Bulletin 6 if wheelchair housing is likely to result in a reduction in grant).

The aim of many housing associations to achieve barrier free standards in their new housing projects is incompatible with reducing house shell size below Bulletin 1 standards.

Although it is not possible to make a direct comparison between standards for the reasons given above it is possible to illustrate how standards have fluctuated by comparing house types which have been covered by the main housing standards. Two house types have been chosen, a four person two bedroom three apartment and a seven person, four bedroom five apartment. The 1919 Act did not envisage building smaller than three apartment houses unless in exceptional circumstances. Therefore the smallest house for comparison purposes has to be a three apartment. The seven person is chosen to illustrate a large family house and to cover the 1919 standard for a parlour and a third (single) bedroom. (Fig. 11.05)

In both the four and the seven person house types the 1919 standard sets the highest floor area standard for the main bedroom. However, this bedroom was expected to accommodate two adults and one, preferably two, children.

The 1935 Circular 76/1935 gives similar room areas to 1919 with the possibility of a slight reduction in the kitchen floor area and with the main bedroom slightly reduced. In both house types the main bedroom’s reduction is compensated by an increase in the second bedroom and in the seven person house there is a similar redistribution of area between the third and fourth bedrooms. The reduction which is in the kitchen area is, therefore, only slight.

The 1945 long term standard uses similar room areas to 1935 but with all bedrooms capable of accommodating two persons (the seven person house, therefore, becomes an eight person house) and increases the required kitchen area. In both the four and seven/eight person house the kitchen is increased from 7.5 square metres (1919), 6.5-7.5 square metres (1935) to 12.1 square metres in 1945 long term standards. The living area is also increased in the seven/eight person house.

The 1945 short term standard gives no room areas but illustrates plans where the four person house has 67 square metres (single storey) and 68.3 square metres (two storey) as against 77 square metres for the long term standard for the overall house area. The eight person house has a short term standard of 98 square metres as against 115 square metres for the long term standard.
The Scottish Housing Handbook 3, 1950 sets out standards for number of apartments but does not differentiate for number of persons. The first bedroom is 13.5 to 14.4 square metres the second bedroom 10.7 to 11.6 square metres and other bedrooms are a minimum of 8.4 square metres. The overall house areas are given as 67.4 square metres for a single storey three apartment and 71.6 square metres for a two storey three apartment. The overall area for a five apartment two storey house is 96 square metres where the smallest bedroom is for one person. Standards are similar to the short term standards.

The revised Scottish Housing Handbook 3, 1956 continues similar space standards with the overall areas for a four person, three apartment house 70.6 square metres and 96.7 square metres for a seven person, five apartment house. Bedroom areas are further reduced but the total kitchen living space is increased marginally for the four person but significantly for the seven person house.

The 1963 building regulations reflect the room areas of SHH3 1956 but no overall house floor areas are given.

Bulletin 1 1968 and the alternative space standards of the 1971 building regulations follow the Parker Morris recommendation and require given furniture to be accommodated in rooms. The overall house floor areas are increased from 70.6 square metres for the four person house to 71.5 square metres for single storey, 76.5 semi detached and 79 square metres for mid terrace two storey. The seven person overall area was increased from 96.7 square metres to 114.5 square metres. As previously stated the increase was less dramatic than the figures suggest as a stair floor area was only counted once under the 1956 rules but on each storey in the 1968 rules. The 1968 rules also allowed a 1 1/2% reduction for houses designed on a planning grid. Nevertheless it was an increase in overall area with greater flexibility in designing rooms. The 1968 standards were minimum whereas the 1956 standards were maximum areas.

The 1979 wheelchair standards in SHH6 require increased space standards for rooms and circulation and an increase in overall house floor area. For the four person single storey three apartment the 1979 wheelchair house shell size is 77.5 square metres compared with 71.5 (1968), 67.4 (1950) and 67 (1944 short term) and 77 (1944 long term). For the seven person two storey five apartment house the 1979 wheelchair house shell size is 119.5 compared with 114.5 (1968), 96 (1950), 98 (1944 short term) and 115 (1944 long term).

In terms of floor area the high points in housing standards are:-

1919 with its generous space standard for the main bedroom of 15 square metres to accommodate two adults and a child and an even larger main bedroom was recommended to accommodate two adults and two children.

1945 long term standard had generous kitchen space standards and overall standards in excess of Bulletin 1 1968. It was a standard which, although occasionally built, was abandoned in 1950 and was never mandatory.
The highest standard is the 1979 SHH6 for wheelchair users with greater circulation space and overall area to accommodate wheelchair movement. It is not, however, as is Bulletin 1, the standard for general needs housing.

**OCCUPANCY**

The level of occupancy has a considerable effect on housing standards. Even the low standards of the 1944 short term standards or the 1950's standards which followed can be considered comfortable or even generous if under occupied. For example, it is not uncommon in recent years for a four person two bedroom three apartment to be occupied by a young couple, elderly couple or widow.

It is not part of this study to look at allocation policy but it is a fact that it is not uncommon in recent years for houses to be requested and allocated giving tenants a spare bedroom. The 1977 Scottish Housing Handbook 1 encourages the allocation of two bedroom houses to elderly couples wishing a spare bedroom in areas where there is a surplus of two bedroom houses.

At the other extreme “The Housing (Scotland) Act 1935” which has been included unamended in “The Housing (Scotland) Act 1987” set down criteria for determining overcrowding. A house was said to be overcrowded if one of three standards was exceeded, room standard, number of rooms or floor area of room. These have been referred to earlier in the description of the above Acts but, to illustrate, a three apartment house with two double bedrooms (10 to 11 square metres) would not be overcrowded if occupancy did not exceed any one of the following:-

<table>
<thead>
<tr>
<th>Room Standard</th>
<th>2 adults (couple), 2 boys (10+), 2 girls (10+) (6 persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Rooms</td>
<td>2 adults, 1 person (10+), 4 children (1 to 10 years) (7 persons)</td>
</tr>
<tr>
<td>Floor Area of Room</td>
<td>2 adults, 2 persons (10+), 4 children (1 to 10 years) (8 persons)</td>
</tr>
</tbody>
</table>

* Floor area of room is not critical in this example.

Children 1 to 10 years counted as a half person and if a baby was born in any of the above households overcrowding would not occur under the Act until after its first birthday.

It is also worth noting that a three apartment house, built to the 1918 Memorandum was designed to accommodate one double bed and two cots in the 17.4 square metre main bedroom and two single beds in the 11.2 square metre second bedroom giving an occupancy of six persons even without use of the living area for sleeping. Even if the main bedroom was the minimum 15 square metres the house would accommodate one double bed and one cot in the main bedroom and two single beds in the second bedroom.

Even although overcrowding standards have not been altered since the 1935 Act, allocation policy has changed and today a three apartment house with two double bedrooms would not be allocated to a larger household than a couple with two young children or two older children of the same sex.

The changes in housing allocation policy since the 1919 Act would be an interesting area of historical research.
THERMAL INSULATION STANDARDS

In the early years economic construction was a much higher priority than thermal insulation.

The 1917 special report recommended wall construction of cavity brickwork hard plastered or stone walls lathed and plastered (1.7W/m² deg. C).

Planning our New Homes, 1945, commenting on thermal insulation, stated on Page 85 “Full use should be made of recent technical improvements in insulating materials, especially in houses constructed by alternative methods”.

Mandatory standards on insulation were not introduced until the first Scottish Building Regulations in 1963 although the 1954 Model Bye-Laws, while not adopted throughout Scotland, also contained insulation standards.

Insulation standards, in the main, only improved after 1973 when OPEC decided to double its share of the receipts from oil exported. Even then improvements in insulation standards proceeded cautiously as a result of Government concern over increasing the cost of new building. The increases in insulation standards are as follows:-

<table>
<thead>
<tr>
<th>Year</th>
<th>Roof</th>
<th>External Wall</th>
<th>Exposed Floor</th>
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<tbody>
<tr>
<td>1954 Bye Laws</td>
<td>2.0</td>
<td>1.70</td>
<td>2.25</td>
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<tr>
<td>1963 Regulations</td>
<td>1.14</td>
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<td>1971 Regulations</td>
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<tr>
<td>1975 Amendment</td>
<td>0.60</td>
<td>1.00</td>
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<tr>
<td>1981 Regulations</td>
<td>0.60</td>
<td>1.00</td>
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<tr>
<td>1982 Amendment</td>
<td>0.35</td>
<td>0.60</td>
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<tr>
<td>1991 Regulations</td>
<td>0.25</td>
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SUMMARY

In the interwar years there was, with the exception of two downward trends in 1924 and 1930, a general increase in annual public sector house completions until house building was dramatically reduced during the 1939-45 war. Post World War II annual public sector house completions rose to an all time high of 37,155 in 1953. Annual completions fell to 18,977 in 1962 rose to 34,906 in 1970 but have since been in steady decline with only 2,603 completions in 1993 of which 1,677 were by housing associations. Housing associations are now the major providers of new public sector housing but built less than 10% of that built by the private sector in 1993.

Space standards are more difficult to compare as the use and occupancy of a room has changed. In 1919 the livingroom might be used for cooking and the main bedroom was to accommodate parents and one or two children. Rules of measurement (stair floor area) have
changed and some standards set only room areas others only house areas whilst others set both.

It is, however, possible to say that the high points in space standard requirements were the 1919 standards, the 1945 long term standards and the current Bulletin 1 1968 and Bulletin 6 1979 standards. The highest bedroom standards were those of 1919 but the main bedroom was to accommodate the parents' bed and at least one cot. The highest overall standard and especially the highest kitchen space standard was the 1945 long term standard but this standard did not become mandatory. It is, therefore, reasonable to state that current Bulletin 1 general needs and Bulletin 6 wheelchair standards are, in overall terms, equal to or better than previous standards.

The most significant increase in space standard has occurred as a result of demographic change and the fall in household size. The consequence of this is that it has become accepted practice to allocate a two bedroom house to an elderly or young couple wishing to have a spare bedroom.

Thermal insulation standards are more easily analysed and here there has been considerable improvement. Insulation standards have improved from the 1954 Model Bye Laws to the 1991 regulations for roofs from 2.0 to 0.25, external walls from 1.7 to 0.45 and exposed floors from 2.25 to 0.45 (all in W/m² deg. C).
<table>
<thead>
<tr>
<th>Year</th>
<th>Local Authority</th>
<th>New Town</th>
<th>SSHA/ Scottish Homes</th>
<th>Housing Associations</th>
<th>Government Departments</th>
<th>Total Public Sector #</th>
<th>Private Sector</th>
<th>Total All Agencies</th>
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* Labour Government

# Total Public Sector incudes Housing Associations

Figures are provisional and under review after 1984

Source: 1919 - 1978 Annual and Quarterly Housing returns, Roger, R., Scottish Housing 20th Century 236, 237

Figure 11.01
COMPLETED HOUSES - SCOTLAND BY GOVERNMENT

- Total Public Sector
- Private Sector

Labour Government in Office

Due to the design and construction period, assume 1 to 2 years delay for effect on house completions

Figure 11.03
### SPACE STANDARDS

**1919 LCSB Publication of Competition Results**

<table>
<thead>
<tr>
<th>Livingroom</th>
<th>180ft²</th>
<th>(16.7m²)</th>
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</thead>
<tbody>
<tr>
<td>Parlor</td>
<td>120ft²</td>
<td>(11m²)</td>
</tr>
<tr>
<td>Scullery</td>
<td>80ft²</td>
<td>(7.5m²)</td>
</tr>
<tr>
<td>1st Bedroom</td>
<td>160ft²</td>
<td>(14.9m²)</td>
</tr>
<tr>
<td>2nd Bedroom</td>
<td>120ft²</td>
<td>(11m²)</td>
</tr>
<tr>
<td>3rd Bedroom</td>
<td>80ft²</td>
<td>(7.5m²)</td>
</tr>
</tbody>
</table>

1935 DHSS Circular No. 76/1935

<table>
<thead>
<tr>
<th>Livingroom</th>
<th>180ft²</th>
<th>(16.7m²)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First bedroom</td>
<td>150-160ft²</td>
<td>(14-15m²)</td>
</tr>
<tr>
<td>Second bedroom</td>
<td>120-130ft²</td>
<td>(11-12m²)</td>
</tr>
<tr>
<td>Third bedroom</td>
<td>110ft²</td>
<td>(10m²)</td>
</tr>
<tr>
<td>Fourth bedroom</td>
<td>90-110ft²</td>
<td>(8.5-11.5m²)</td>
</tr>
<tr>
<td>Scullery</td>
<td>70-80ft²</td>
<td>(6.5-7.5m²)</td>
</tr>
</tbody>
</table>

**1942 Planning Our New Homes (Future Long Term Standards)**

| 2 bedroom house | 180ft² | (16.7m²) |
| 4 bedroom house | 200ft² | (18.6m²) |
| First bedroom | 150-160ft² | (14-15m²) |
| All bedrooms | 120ft² | (11m²)   |

**Dining area unless otherwise indicated:**
- Living room for 1 person
- Kitchen for 2 person
- Scullery

**If kitchen is to be used for dining, cooking, and washing:**
- First bedroom: 130ft² (12.1m²)

**Kitchen/Utility:**
- 1st floor: 70ft² (6.5m)
- 2nd floor: 40ft² (3.7m²)

**With second WC compartment if more than 3 bedrooms:**
- Bathrooms: 40ft² (3.7m²)

**1945 Short Term/Long Term House Plan Areas**

<table>
<thead>
<tr>
<th>Short Term</th>
<th>N²</th>
<th>m²</th>
</tr>
</thead>
<tbody>
<tr>
<td>1/2P 1 apartment flat</td>
<td>50ft²</td>
<td>(4.65m²)</td>
</tr>
<tr>
<td>4P 3 apartment flat</td>
<td>130ft²</td>
<td>(12.1m²)</td>
</tr>
<tr>
<td>6P 4 apartment flat</td>
<td>210ft²</td>
<td>(19.4m²)</td>
</tr>
<tr>
<td>8P 4 apartment flat</td>
<td>290ft²</td>
<td>(27m²)</td>
</tr>
<tr>
<td>10P 4 apartment flat</td>
<td>370ft²</td>
<td>(34.4m²)</td>
</tr>
<tr>
<td>12P 4 apartment flat</td>
<td>450ft²</td>
<td>(41.8m²)</td>
</tr>
</tbody>
</table>

**Buskin & Co. as Elm Maisonette:**
- First bedroom: 180ft² (16.7m²)
- Living room: 70ft² (6.5m²)
- Kitchen: 30ft² (2.8m²)
- Dining room: 42ft² (3.9m²)

**With Built-in Fitments Without Built-in Fitments**

<table>
<thead>
<tr>
<th>First Bedroom</th>
<th>110ft²</th>
<th>(10.2m²)</th>
</tr>
</thead>
<tbody>
<tr>
<td>120ft²</td>
<td>(11.2m²)</td>
<td></td>
</tr>
<tr>
<td>130ft²</td>
<td>(12m²)</td>
<td></td>
</tr>
<tr>
<td>140ft²</td>
<td>(13m²)</td>
<td></td>
</tr>
</tbody>
</table>

**For houses of 4, 5, 6 or 7 persons the maximum room areas were:**

- Livingroom: 180ft² (16.7m²)
- Kitchen: 70ft² (6.5m²)

**Ambient Disabled & Wheelchair Housing**

<table>
<thead>
<tr>
<th>Type</th>
<th>Flat</th>
<th>1 storey</th>
<th>2 storey</th>
<th>3 storey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Flat</td>
<td>32.5</td>
<td>33</td>
<td>33</td>
<td>33</td>
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<tr>
<td>1 storey</td>
<td>47.5</td>
<td>49</td>
<td>49</td>
<td>49</td>
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<tr>
<td>2 storey</td>
<td>75.5</td>
<td>75</td>
<td>75</td>
<td>75</td>
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**Wardrobe and chest of drawers:**
- Every house shall have a kitchen and a wardrobe and accommodating a chest of drawers.

**Ambulant Disabled & Wheelchair Housing**

<table>
<thead>
<tr>
<th>Type</th>
<th>Flat</th>
<th>1 storey</th>
<th>2 storey</th>
<th>3 storey</th>
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</thead>
<tbody>
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<td>33</td>
<td>33</td>
<td>33</td>
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<tr>
<td>1 storey</td>
<td>47.5</td>
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<td>49</td>
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<td>2 storey</td>
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**Building Standards (Scotland) Regulations 1964 and the Building Standards (Scotland) Regulations 1971, Table 17.**

<table>
<thead>
<tr>
<th>Apartment</th>
<th>Person</th>
<th>Minimum Area in ft² (in m²)</th>
<th>Average Area of Other Apartments</th>
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<tbody>
<tr>
<td>1</td>
<td>1</td>
<td>250 (23)</td>
<td>45 (4.2)</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>210 (20)</td>
<td>50 (4.6)</td>
</tr>
<tr>
<td>3</td>
<td>1</td>
<td>170 (16)</td>
<td>50 (4.6)</td>
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<tr>
<td>4</td>
<td>2</td>
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<td>75 (7.0)</td>
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<tr>
<td>5</td>
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<td>250 (23)</td>
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<tr>
<td>7</td>
<td>1</td>
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<td>75 (7.0)</td>
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<td>1</td>
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**The Building Standards (Scotland) Regulations 1971**

<table>
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<th>Minimum House Areas in ft² (in m²)</th>
<th>Average Area of Other Apartments</th>
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<tr>
<td>Single storey</td>
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<td>30.0</td>
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<td>2 storey semi-detached</td>
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<tr>
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<td>75.0</td>
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<tr>
<td>Terraced house</td>
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<tr>
<td>3 storey</td>
<td>1</td>
<td>60.0</td>
<td>75.0</td>
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**Figure 11.04**
### COMPARISON OF FLOOR AREA REQUIREMENTS

**4 person 2 bedroom 3 apartment**

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<th></th>
<th>Livingroom</th>
<th>Kitchen</th>
<th>Bedroom</th>
<th>Bedroom</th>
<th>Area</th>
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<tbody>
<tr>
<td></td>
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<td>m²</td>
<td>ft²</td>
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<tr>
<td>1919 LGBS Comp.</td>
<td>180</td>
<td>16.7</td>
<td>80</td>
<td>7.5</td>
<td>120</td>
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<td>16.7</td>
<td>70-80</td>
<td>6.5-7.5</td>
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<tr>
<td>1945 Long Term</td>
<td>180</td>
<td>16.7</td>
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<td>12.1</td>
<td>120</td>
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<tr>
<td>1950 SHH3</td>
<td>180</td>
<td>16.7</td>
<td>70-80</td>
<td>6.4-7.5</td>
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<td>160</td>
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<td>120</td>
<td>11.2</td>
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**7 Person 4 Bedroom 5 Apartment**

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<th>Bedroom</th>
<th>Bedroom</th>
<th>Bedroom</th>
<th>Bedroom</th>
<th>Area</th>
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<tbody>
<tr>
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<td>m²</td>
<td>ft²</td>
<td>m²</td>
<td>ft²</td>
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<td>80</td>
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<tr>
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<td>180</td>
<td>16.7</td>
<td>70-80</td>
<td>6.5-7.5</td>
<td>150-160</td>
<td>14-15</td>
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<tr>
<td>1945 Short Term (8 Person)</td>
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<td>1945 Long Term (8P)</td>
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<td>12.1</td>
<td>150-160</td>
<td>14-15</td>
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<tr>
<td>1950 SHH3</td>
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<td>70-80</td>
<td>6.4-7.5</td>
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<td>28.4 for liv/kit.</td>
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</table>

The 1919 LGBS Competition 5 apartment was 3 bedrooms, parlour and livingroom. The parlour was to be capable of being used as a bedroom.

1944 standards advocated only double bedrooms being built therefore the 5 apartment is for 8 persons.

**Figure 11.05**
APPENDIX 2 - LIST OF HOUSING AWARDS

The full awards list is given for the Saltire awards, as the Saltire award is given for housing only. In the case of the Civic Trust, RIBA and the Regeneration awards only those awarded for housing have been listed.

THE SALTIRE SOCIETY HOUSING DESIGN AWARDS

<table>
<thead>
<tr>
<th>YEAR</th>
<th>AWARD</th>
<th>PROJECT</th>
<th>DESIGNER/ARCHITECTURAL PRACTICE</th>
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HENCE FORTH ENTRIES REFER TO THE COMPETITION YEAR

86 C R ANNSBRAE HOUSE, LERWICK, SHETLAND (PHASE II)
86 C R ADVOCATES' CLOSE, HIGH STREET, EDINBURGH
86 C N HEATHEFIELD HOUSE, IRVINE
86 N WYVERIE COURT, OLDmeldrum, ABERDEENSIRE
87 A N FERRYLEKK OLD PEOPLE'S HOME, LEITH, EDINBURGH
87 A N SUN STREET SHELTERED HOUSING, STRANRAER
87 C C FRASER COURT, ABERDEEN
87 C N FIRRHILL DRIVE, EDINBURGH
87 C N EDENSIDE COURT, KELSO
87 A R COUSTON CASTLE, BY ABERDOUR
87 C R DALZELL HOUSE, MOTHERWELL
87 C R CASTLE STREET, PORT BANNATYNE, ISLE OF BUTE

HAWTHORN PLACE, X LWINNING, AYRSHIRE

89 C N KING STREET/DUNDAS STREET, BROUGHTFY, DUNDEE
89 C N MORTON COURT, BRAEHEAD, CAITHNESS
89 A N RALSTON ROAD/MEADOW PARK, CAMPBELTOWN
89 A R HOUSE OF DUN - MONTOSIE
89 A A 81 CHARLOTTE STREET, GLASGOW
89 C N SHELTERED HOUSING, JOHNSTON ROAD, DUNDEE
89 C N DOWARD GARDENS/Road, MONTROSE
89 C N P HILLTON COURT/COURT STREET, HADDINGTON
89 C R BRIDGENESS TOWER, HARBOUR ROAD, BO'NESS
89 C R 1-4 LONDON ROAD, DALKETH
89 C N SHAKEPEARE STREET, GLASGOW
89 A R ITALIAN CENTRE, JOHN STREET, GLASGOW
89 C N LAWTHORN, MILLBURN TERRACE, IRVINE
89 C N JOIN KNOX STREET, GLASGOW
89 C C QUARRY LANE, TAIN
89 C N SEAFIELD PLACE, PORTSOY
89 C R CHAPEL COURT, HILL TERRACE, ELGIN
89 C R LOWSON COTTAGES, JAMESON STREET, FORFAR
89 C R HEPWORTH LANE, FORRES
89 C R OLD TOWN, FEEBLES
89 C R 6/86 CARLTON PLACE, GLASGOW
89 C R MID FORESTERSEAT, PLUSCARDEN, NR. ELGIN
89 A N BRYCE KNOX COURT, LAWTIORN, IRVINE
89 C N SANDY ROAD/BEITH STREET, MIDISIDEW, GLASGOW
89 C N 7/9 METHIL STREET, WHITECRAIG, GLASGOW
89 C N PHASE 2 HARBOURLEA, EAST GREEN, ANSTRUTHIER
89 C N WOODSIDE COTTAGE, WESTBEAK, WESTMUIR, KIRRIEMUIR
89 C N LODGE HOUSE, BALNACARN, GLENMORISTON
89 C R MORGAN TOWER, 113 NETHERGATE, DUNDEE
89 A N SCRIEMOU1S COURT, WEST HIGH ST., CRIEFF
89 C R RED CROSS HOUSE, TARRYHOLME DRIVE, IRVINE
89 C N STEPHENSON COURT, LEADSIDE ROAD, ABERDEEN
89 A N 1679 SAUCHIEBLACK STREET, 1338 ARGYLE STREET, GLASGOW
89 A NR CARNUSH BY DORNIE, ROSS-SHIRE
89 C R AIXWOOD TOWER BY ETRICK BRIDGE, SELKIRK
89 C R POLLY'S HOUSE, 17 HARBOUR STREET, FLOCKTON, ROSS-SHIRE
89 C R LAURISTON TEE/ARCHIMALD PLACE, EDINBURGH
89 C R BACKDAIGHT, HAWICK
89 C R CROCKET'S LAND, 91 WEST BOW, EDINBURGH
89 C N ROUND AND SQUARE TOWERS, CARTTIDE, ROBERT GORDON UNIVERSITY, ABERDEEN
89 A N DUKES STREET/RAND ALD STREET, ANNANK STREET, GLASGOW
89 A N LYNEDOCH ST, HOF STREET, HAY STREET, GRANGGROIK
89 C R TOLLACROSS MANSION HOUSE, TOLLACROSS, GLASGOW
89 C R 44-51 ZEDWORTH AVENUE, DRUMCHAPL, GLASGOW
89 C R SOUTH QUARTER FARM, KINGSFORD, FIFE
89 C N PATRIEDEL/BLUE TOWER, DOUGLAS, LANARKSHIRE

H. ROAN RUTHERFORD, IRVINE DEVELOPMENT CORP.

J. JESKOP, DEPT. OF DESIGN & TECHNICAL SERVICES SHETLANDS ISLANDS COUNCIL
McMENAN & BROWN

H. ROAN RUTHERFORD, IRVINE DEVELOPMENT CORP.

D. CHRISTIE, DIRECTORATE OF ARCHITECTURAL SERVICES, GRAMPIAN REGIONAL COUNCIL

J. DEWAR, LIL ROLLAND & PARTNERS

H. ROAN RUTHERFORD, IRVINE DEVELOPMENT CORP.

JACK FISHER PARTNERS

NICHOLAS GROVES-RAINES

BAXTER CLARK & PAUL

ALAN SHERIN ASSOCIATES

WILLIAM A. CADELL

K. MACRAE, MCGURN, LOGAN, DUNCAN & OFFER

D. PATON, PAGE & PARK, GLASGOW

ROSS & CROMARTY DISTRICT COUNCIL, ARCHITECTS DEPARTMENT

BAXTER CLARK & PAUL, ABERDEEN

MORAY DISTRICT COUNCIL

BAXTER CLARK & PAUL, ABERDEEN

AITKEN & TURBULL, HAWICK

PULLIP COCKER & PARTNERS, GLASGOW

THE LAW & DUNBAR NASMITH PARTNERS, FORRES

H. ROAN RUTHERFORD, IRVINE DEVELOPMENT CORP.

D. SIMISTER, C. STEWART, J. MACLEOD, SIMISTER MONAGHAN

V. MONAGHAN, J. MACLEOD, SIMISTER MONAGHAN

BAXTER CLARK & PAUL

A. STUART CARR

PATIENCE & HIGHMORE

THE PARR PARTNERSHIP

NICOLL, RUSSELL STUDIOS

H. ROAN RUTHERFORD, A. STEWART, IRVINE DEVELOPMENT CORP.

BAXTER CLARK & PAUL

COOPER CROMAR ASSOCIATES

HURD ROLLAND PARTNERSHIP

M. T. HAMMOND AND W.A. CADDELL

HURD ROLLAND PARTNERSHIP

FORGAN & STEWART

A. J. JARVIS AITKEN & TURNBULL

BURGESS ADAMS, ARCHITECTS

COTTER, NAESSENS, COUSINS

JEREMY DIXON, ELDERS & CANNON

D. SIMISTER, S. PORTER, SIMISTER & MONAGHAN

PHILIP COCKER & PARTNERS, GLASGOW

AITKEN & TURBULL, SIMISTER MONAGHAN

COOPER CROMAR ASSOCIATES

NICOLL, RUSSELL STUDIOS

HURD ROLLAND PARTNERSHIP

FORGAN & STEWART

BAXTER CLARK & PAUL

NICHOLAS GROVES-RAINES

V. MONAGHAN, C. STEWART, SIMISTER & MONAGHAN

JACK FISHER PARTNERSHIP

D.C. MILLER, GLASGOW

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The above list is taken from Saltire Society records held in National Library ACC.9393 and ACC. 10504. In the process of examining these and other sources some omissions have been discovered and these added are marked*. Visiting early schemes listed above as Awards they are described on plaques on the buildings as "Commended" for good housing design, as the 1938 scheme at West Quarter is described in the RIAS Quarterly No. 58. Later schemes were given either an Award or Commendation but in early schemes this may mean the same. All of the omissions are pre 1960 except the 1964 Award for Spence's Queen Elizabeth Square in the Gorbals. Discovery of this omission in the list was made when the city removed the plaque prior to demolition (interview 1994 with C. Purslow, Head of Architecture Glasgow District).

Saltire lists, unlike the Civic Trust Award booklets, do not include the names of the designers. Where these are known they have been added.
# CIVIC TRUST AWARDS for Housing in Scotland

### Awards for New Build in Bold Type

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<tr>
<th>Year</th>
<th>A/C</th>
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<th>Owner</th>
<th>Architectural Practice</th>
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<td>CANONGATE TOLBOOTH &amp; MOROCCO LAND AREAS</td>
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<tr>
<td>Newhaven CDA, Phase 2</td>
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<td>Ian G. Lindsay &amp; Partners</td>
<td>William Nimmo &amp; Partners</td>
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<td>Commercial Street,</td>
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<td>Andy Macdonald, J. P. Stephens</td>
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<tr>
<td>Fencedyke Way, Irvine</td>
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<td>Irvine Development Corp.</td>
<td>H. Roan Rutherford</td>
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<td>W. Murray Jackson Perdwin</td>
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<td>Cunningham, Jack Fisher Perdwin</td>
<td>W. Murray Jackson</td>
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<tr>
<td>Ridoch Hill Phase 1,</td>
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