



NORTH LANARKSHIRE COUNCIL

REPORT

To: PLANNING AND ENVIRONMENT COMMITTEE	Subject:
From: DIRECTOR OF PLANNING AND ENVIRONMENT	URBAN EXPANSION AREAS
Date: 30 August 2005	Ref: urban expansion.djo

1. Purpose of Report

- 1.1 To seek approval for promoting six strategic locations for future urban expansion through the Glasgow and the Clyde Valley Joint Structure Plan and the North Lanarkshire Local Plan.

2. Background

- 2.1 The 2005 Structure Plan Consultative Draft Alteration is committed to meeting the Scottish Executive medium-term objective of reversing population decline. The major proportion of housing land will continue to be supplied through existing commitments and regeneration of sites within the urban areas. However, the Consultation Draft Structure Plan (reported to Committee in June 2005) indicated additional land is needed to meet demand forecasts. This will need strategic additions to the Housing Land Supply in the period 2010-2017. Locations appropriate for significant levels of housing development will be promoted through the following Strategic Policies:

- 1 - Strategic Development Locations - Schedule 1(c) Established Urban Expansion Areas
- 2 - Long Term Potential for Development - Schedule 2

- 2.2 At its 8 June 2005 meeting, the Committee noted the outcome of the Members' workshops on each of the four principal North Lanarkshire Local Plan topics. The workshops resulted in Strategic Locational Criteria and Site Specific Locational Criteria for determining appropriate development sites respectively. Appendix 1 of this report explains how the Strategic Locational Criteria have been used to identify appropriate medium-term locations for significant housing development to meet future strategic North Lanarkshire Local Plan objectives and Glasgow and the Clyde Valley Joint Structure Plan urban expansion area requirements.

- 2.3 Forecasting the disparity between supply and demand for housing in the medium-term is an on-going process. Whilst forecasts are currently being updated, it is not possible to put a precise figure on it at this moment, indications are, however, that the shortfall of demand over supply in the post-2010 period is likely to be in excess of 20,000 units in the Structure Plan area. North Lanarkshire is in a position to meet a large percentage of any shortfall in view of the available opportunities consistent with the objectives of the Structure Plan. Details of this shortfall will be clarified in the Final Structure Plan Review which will be considered by the Joint Structure Plan Committee. The detail will also indicate respective requirements within the Housing Market Areas. Irrespective of the numbers involved, it is nevertheless appropriate to identify the strategic expansion locations within North Lanarkshire.

3. Sustainability

3.1 The Strategic Locational Criteria process outlined in Appendix 1 has sustainable development objectives underpinning the identification of significant development locations. The process targets locations that benefit regeneration, social inclusion and environmental management by assessing areas' credentials in terms of:

- strength of link to urban renewal
- impact on green belt
- impact on environmental assets
- relationship to public transport, in particular the fixed rail network
- relationship to community facilities
- access to, and support for, the main town centres

4. Strategic Locational Criteria Analysis for Urban Expansion Areas

4.1 Methodology

Section 4 of Appendix 1 outlines the analysis methodology. In summary, there are 19 locations that have attracted concentrations of local plan submissions from housing developers. The relative merits of these locations were evaluated against the 6 Strategic Locational Criteria reported to the June 2005 Committee. The 6 locations exhibiting strongest compliance with the Strategic Criteria were then further evaluated for their impact on the road network and education provision.

4.2 Outcomes

Appendix 1 outlines the potential for each of North Lanarkshire's three Sub-market Housing Areas (SMAs) to contribute to the conurbation-wide requirement for urban expansion areas. The preferred locations for urban expansion in each SMA are:

Tier 2 Area	SMA	Potential Urban Expansion Area
Central Conurbation	Cumbernauld Sub-Market Housing Area	South Cumbernauld
		Gartcosh* and Glenboig**
Eastern Conurbation	Airdrie and Coatbridge Sub-Market Housing Area	North Coatbridge
		East Airdrie
	Motherwell Sub-Market Housing Area	East Motherwell Villages
		South Wishaw

* Existing potential urban expansion area in Approved Structure Plan

****** *Some overlap across SMAs allowing for Mobile Demand element*

4.3 Implications

The 6 locations in paragraph 4.2 are the clear recommendations for Urban Expansion Area status in the Glasgow and the Clyde Valley Joint Structure Plan and North Lanarkshire Local Plan. Their timescale is medium-term. Further detailed work is required to establish their capacities and delivery of significant numbers of housing units would be expected in the period after 2010. Identifying locations for medium-term strategic urban expansion does not rule out the identification of smaller scale proposals which can take place within the process of preparing the NLLP. The June 2005 Committee agreed Local Locational Criteria in addition to Strategic Locational Criteria. These criteria will be applied on a settlement by settlement basis to identify local options for discussion with Area Committees and referral to the Planning and Environment Committee.

5. Corporate Considerations

- 5.1 Successful delivery of housing potential in Urban Expansion Areas will need extensive partnership working across Departments to co-ordinate service provision.

6. Recommendations

- 6.1 It is recommended that the Committee approve the potential urban expansion areas indicated in section 4 of this report as the preferred locations for medium-term significant housing development to be promoted through the North Lanarkshire Local Plan and Glasgow and the Clyde Valley Joint Structure Plan.

David M. Porch
DIRECTOR OF PLANNING AND ENVIRONMENT
23 August 2005

Background Papers

1. North Lanarkshire Local Plan – Councillors Workshops – Progress Report – Planning and Environment Committee Report June 2004
2. Glasgow and the Clyde Valley Joint Structure Plan – Consultative Draft Alteration – May 2005

Appendices

1. Urban Expansion Areas Shortlist Paper – August 2005
2. Urban Expansion Area Locations

APPENDIX 1

**URBAN EXPANSION AREAS SHORTLIST PAPER
AUGUST 2005**

Urban Expansion Areas – Shortlist Paper – August 2005

1 Introduction

- 1.1 This paper summarises an Urban Expansion Area (UEA) shortlisting exercise for North Lanarkshire to meet strategic North Lanarkshire Local Plan (NLLP) housing objectives and post-2011 Glasgow and the Clyde Valley Joint Structure Plan (GCVJSP) requirements. It covers:

background
structure plan demand context
criteria
summary of initial evaluation

2 Background

- 2.1 GCVJSP Consultative 2005 Draft Alteration is committed to meeting the Scottish Executive medium-term objective of reversing population decline. This needs an addition to the Housing Land Supply (2010-2017) through identification of additional Strategic Policy 2 Long Term Potential for Development Schedule 2 areas, for eventual inclusion under Strategic Policy 1 Strategic Development Locations (SP1) Schedule 1(c) Established Urban Expansion Areas.
- 2.2 As a market indicator of potential SP2 locations for North Lanarkshire, on 8 June 2005 the Local Plans Team (LPT) supplied a table listing concentrations of NLLP housing development submissions for scenario testing. (Appendix A)
- 2.3 In advance of the 10 October Joint Committee meeting, NLC needs to settle on a position regarding North Lanarkshire's SP2 potential UEs.

3 Structure Plan Demand Context

- 3.1 The trailed post-2011 shortfall of 23,000 may be revised to around 28,000-30,000, breaking down as follows:

19,000 - Central Conurbation
4,800 - Eastern Conurbation
4,300 - Mobile (2,300 Central and 2,000 Eastern)

(note: likely integration of Dumbarton affects shortfall figures)

- 3.2 Central Conurbation Implications for NLC Sub market Areas (SMAs)

The Central Conurbation area has the largest shortfall component, but across a relatively large number of SMAs in comparison with the Eastern Conurbation area. It is, however, relatively constrained in terms of its ability to deliver land for significant housing development. Capacity south of the Clyde is towards the west. North of the Clyde, NLC is in a strong position to accommodate a significant proportion of the Central Conurbation area's shortfall. Resulting in the Cumbernauld SMA having an opportunity to deliver on a significant proportion of the Central Conurbation's local and mobile demand shortfalls.

- 3.3 Eastern Conurbation Implications for NLC SMAs

There is a much smaller shortfall in the Eastern Conurbation area, but this is distributed across fewer SMAs than in the Central Conurbation area, particularly with Clydesdale delivering only a nominal annual contribution. This means that the Motherwell and Airdrie & Coatbridge SMAs have an opportunity to contribute a significant level to the Eastern Conurbation local shortfall. Further, there is flexibility to have Rural Investment Area (RIA) locations taking up some of the mobile shortfall.

4 Criteria

4.1 The NLLP locational criteria (Appendix B) were used to assess the NLLP housing development submission locations. These criteria combine the May 2005 Consultative Draft Structure Plan UEA criteria (para 2.18) with criteria from the 2004/05 series of NLLP workshops involving NLC officials, partners and elected members.

4.2 The criteria categories are:

Category:	Assessment in terms of relationship to:
urban renewal	strength of link
green belt	location hierarchy: urban / RIA / Green Belt
environmental assets	level of impact
accessibility	relationship to public transport, esp. rail
proximity to facilities	relationship to mix of community uses
town centres	access and support for principal centres

4.3 For each criterion the sites were assigned to one of three categories:

Category a - strong compliance with strategic criteria

Category b - tenuous compliance, or potential compliance, although subject to constraints or requiring further evaluation

Category c - conflict with strategic criteria

4.4 Details of the assessment are provided in Appendix C.

4.5 For green belt locations there is an additional assessment relating to the particular quality of green belt. The Accessibility category majors on public transport, in particular access to the fixed rail network. Similar to the green belt criterion, there is an additional assessment relating to the location's road network considerations.

4.6 The categories have not been weighted. It is a strategic exercise for North Lanarkshire as a whole. It was therefore appropriate to evaluate each potential UEA location on an equal basis to reach an initial assessment. Recommendations are outlined below in section 5.

4.7 The potential UEA locations are grouped by SMA.

5 Summary of Evaluation

5.1 Refer to Appendix C for the full scoring matrices. The overall results are summarised below for each SMA in turn with:

- A - area showing stronger compliance with strategic criteria
- B - area complying with some strategic criteria but conflicting with others, or subject to constraints requiring further evaluation.
- C - area conflicting with majority of strategic criteria.

Cumbernauld SMA

5.2 The out come of assessment is:

Cumbernauld South - A

Gartcosh & Glenboig - A

Stepps - B

Stoneyetts - C

Croy - not of strategic long-term conurbation-wide significance – more appropriate to consider as settlement-specific local plan issue

5.3 The clear recommendations are Cumbernauld South and Gartcosh & Glenboig (encompassing the area already identified in Strategic Policy 2 as an existing commitment related to a flagship initiative).

5.4 Shortlist recommendations are:

Cumbernauld South - 1,000 – 2,000 NLLP submissions capacity

Gartcosh & Glenboig - 1,000 – 5,000 NLLP submissions capacity

The 2,000 – 7,000 NLLP submissions capacity combined total potential of these locations of relates well to the anticipated Central Conurbation comparatively large local shortfall of up to 19,000.

Airdrie & Coatbridge SMA

5.5 The outcome of the assessment is:

North Coatbridge	-	A
East Airdrie	-	A
Bargeddie	-	B
Calderbank & Chapelhall	-	B
Glenmavis	-	C

(note: North Coatbridge is listed as Gartsherrie Appendix A table)

5.6 The clear recommendation for shortlisting is North Coatbridge, with Glenmavis clearly inappropriate.

5.7 The potential location of East Airdrie did not feature in Appendix A, given the absence of local plan submissions in an area known to be constrained by lack of capacity on the A73. Caldercruix featured in Appendix A and gained a favourable assessment. Investigations are currently taking place with regard to re-opening of the Airdrie-Bathgate railway line, and to road improvements along the A73 corridor and access to the A8/M8. It is therefore appropriate to consider a wider area than Caldercruix itself and this is referred to as East Airdrie.

5.8 Shortlist recommendations are:

North Coatbridge	-	750 – 1,500
East Airdrie	-	2,000 – 3,000

5.9 The combined total potential of these locations relates well to the anticipated Eastern Conurbation's comparatively small total shortfall.

Motherwell SMA

5.10 The outcome of the assessment is:

South Wishaw (without Castlehill)	-	A
East Motherwell Villages	-	A
Newmains	-	B
South Wishaw (with Castlehill)	-	C
Newlands Farm	-	C
Carnbroe Mains	-	C

5.11 The two clear recommendations for shortlisting are South Wishaw (without Castlehill) and East Motherwell Villages.

5.12 There are two South Wishaw scenarios. Including the site south of Castlehill Road jeopardises potential Gowkthrapple renewal and unacceptably breaches the strong green belt edge of Castlehill Road. Omitting that site results in this location showing strong compliance with the strategic criteria.

5.13 East Motherwell Villages represents a flexible option in the Motherwell SMA. It covers three settlements on the same rail line east of the main urban area and their RIA location would enable justification on mobile rather than local shortfall.

5.8 Shortlist recommendations are:

South Wishaw (without Castlehill)	-	500 – 1,500*
East Motherwell Villages	-	2,250 – 6,500**

** this South Wishaw has been revised down by 500 by the removal of the Castlehill area*

*** the potential capacity figures are grossly skewed by the unrealistic NLLP submissions at Shotts*

DJO

23-08-19

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Appendix A Potential Urban Expansion Areas

Based on Market Demand as Expressed by North Lanarkshire Local Plan Housing Development Submissions

GCVJSP May 2005 : Existing Potential Urban Expansion Areas

Ref	Existing Potential Urban Expansion Areas	Potential Capacity Ranges for Structure Plan Scenario Testing	
		Structure Plan Estimate	North Lanarkshire Revised Estimate 06.06.05
	North Lanarkshire (Wards)		
19	A8 Corridor: Tannochside (Newlands Farm) (21)	Unknown	200-500
19a	A8 Corridor: Calderbank /Chapelhall	500 -1000	500 -1000
20	Coatbridge: Bargeddie	Unknown	1000 -2000
20a	Coatbridge: Gartsherie	1000 - 3000	750 –1,500
21	Cumbernauld South	1000 - 2000	1000 -2000
22	Glenmavis	250 - 500	500 - 2000
23	Motherwell Eastern Villages: Hartwood (18)	1000 -1500	250 - 500
23a	Motherwell Eastern Villages: Shotts (17,18,20)	1000 -1500	1000 – 3000
23b	Motherwell Eastern Villages: Harthill (20)	250 -500	250 - 500
23c	Motherwell Eastern Villages: Cleland/Bellside (19)	1500 -2000	1000 – 3000
23d	Motherwell Eastern Villages: Newmains/Morningside (16,17)	1000 -1500	1000 – 2000
25	South Wishaw (Gowkthrapple) (8,14,15)	1000 -2000	1000 - 2000
26	Gartcosh (Plus Glenboig)	1000 -3000	1000 -5000
45	Cardowan	400	400
48	Stoneyetts Hospital Site, Moodiesburn	500 -1000	500 - 1000
50	Stepps (Cala)	1000 - 3000	1000 - 3000
	Croy	-	250 - 500
	Carnbroe Mains	-	500 - 1000
	Caldercruix	-	500 - 1000

Appendix B - Locational Criteria for North Lanarkshire Local Plan

	<p>1. STRATEGIC CRITERIA</p> <p>To ensure development is consistent with the principles of regeneration, social inclusion and sustainability,</p> <p>Local Plan Policies will:</p>	<p>2. SITE SPECIFIC CRITERIA</p> <p>To ensure that individual development site choices are consistent with the Local Plan's strategic objectives,</p> <p>Local Plan development sites should:</p>
URBAN RENEWAL	<p>give priority to urban renewal and <u>integrating development with wider regeneration initiatives</u></p>	<p>be located in support community regeneration by using:</p> <ul style="list-style-type: none"> • <i>previously developed land, and</i> • <i>existing infrastructure and services</i>
GREEN BELT	<p><i>give precedence to protecting the Green Belt (subject to re-assessing marginal land)</i></p>	<ul style="list-style-type: none"> • not compromise key <u>Green Belt corridors and wedges</u> (establishment of the Green Network) • maintain clearly defined Green Belt <u>boundaries</u>
ENVIRONMENTAL ASSETS	<p><i>protect and manage environmental, ecological and recreational assets</i></p>	<ul style="list-style-type: none"> • not harm landscapes, buildings, sites, habitats or species of acknowledged importance; and • not produce other unacceptable <u>environmental impacts</u>
ACCESSIBILITY	<p><i>support development being accessible and sited in support of public transport</i></p>	<ul style="list-style-type: none"> • be accessible by public transport, in particular <u>the existing and recognised extensions to the fixed public transport (rail) network or Park & Ride facilities</u> • be accessible by the road network
PROXIMITY	<p><i>locate related land uses near to each other</i></p>	<p>(for economic development) <i>be located:</i></p> <ul style="list-style-type: none"> • <i>in good quality, accessible business locations; or</i> • <i>in or adjacent to town centres</i> <p>(for housing development) <i>be located:</i></p> <ul style="list-style-type: none"> • <i>to meet the needs of all communities in terms of tenure, good quality and affordability, and</i> • <i>close to community facilities, <u>especially education</u>, or generate new facilities if necessary</i> <p>(for retail & town centre development) <i>be located:</i></p> <ul style="list-style-type: none"> • <i>in support of town centre renewal, contributing to a mix of retail and other town centre uses (including community and social facilities, employment, and housing)</i>
TOWN CENTRES	<p><i>support, and not detract from, town centres</i></p>	<ul style="list-style-type: none"> • be located near, or easily accessible, <u>to town centres and to other employment areas</u> <p>(for retail and town centre development):</p> <ul style="list-style-type: none"> • <i>be located in support of the sequential approach</i>

Key to sources: Italicised - Outcome of Councillors' workshop, August 2004
Underlined - Structure Plan Consultative Draft, May 2005

Appendix C – Matrices

Area	Urban Renewal		Green Belt ¹		Envtl Assets		Accessibility ²		Proximity ²		Town Centres		Outcome
¹ secondary quality of GB : (a) major opportunity for improvement (b) possible Improvement opportunity (c) current boundaries robust, improvement not required ² additional road network and education implications for A rated options: (a) no significant constraints (b) potential or minor constraints, may be mitigated by developer contribution (c) major constraints	Strong Link	a	Not in GB	a	No adverse impact anticipated	a	Large % of area <800m of a rail station	a	Well related to community facilities	a	Close to TC or public transport route into centre	a	
	Possible link	b	Rural Investment Area	b	Potential impact, may be capable of mitigation	b	Well related to park and ride facility or frequent bus route	b	Could be reasonably related, more assessment required	b	Some proximity to TC, but may need transport improvements	b	
	No obvious link	c	Structural corridor or sensitive wedge	c	Clearly major impact on environmental asset	c	Poorly related to public transport network	c	Poorly related to community facilities	c	Very remote from a town centre	c	
Central Conurbation	Cumbernauld SMA												
Cumbernauld South 1,000 – 2,000	potential link to restructuring, particularly re: tenure mix	b		a		b		a	potential to introduce facilities lacking in the area	c		b	A
Gartcosh (& Glenboig) 1,000 – 5,000	link to supporting Gartcosh industrial renewal	a	opportunity to improve vulnerable GB boundaries	c	structure planting potential	b		a	could trigger facilities improvement	b		c	A
Cardowan 400	Not a conurbation-relevant strategic issue due to scale – a local plan consideration												
Stoneyetts 500 – 1,000		c		c		a		c		c		c	C

Stepps 1,000 – 3,000		c	c + b	a	b	b	c	B
Croy 250 – 500	Not a conurbation-relevant strategic issue due to scale – a local plan consideration							

Area	Urban Renewal		Green Belt ¹		Envtl Assets		Accessibility ²		Proximity ²		Town Centres	Outcome	
¹ secondary quality of GB : (a) major opportunity for improvement (b) possible Improvement opportunity (c) current boundaries robust, improvement not required ² additional road network and education implications for A rated options: (a) no significant constraints (b) potential or minor constraints, may be mitigated by developer contribution (c) major constraints	Strong Link	a	Not in GB	a	No adverse impact anticipated	a	Large % of area <800m of a rail station	a	Well related to community facilities	a	Close to TC or public transport route into centre	a	
	Possible link	b	Rural Investment Area	b	Potential impact, may be capable of mitigation	b	Well related to park and ride facility or frequent bus route	b	Could be reasonably related, more assessment required	b	Some proximity to TC, but may need transport improvements	b	
	No obvious link	c	Structural corridor or sensitive wedge	c	Clearly major impact on environmental asset	c	Poorly related to public transport network	c	Poorly related to community facilities	c	Very remote from a town centre	c	
Eastern Conurbation	Airdrie & Coatbridge SMA												
Calderbank/Chapelhall 500 – 1,000		c	noted complex adopted LP GB position	a		a		c		c		c	B
Bargeddie 1,000 – 2,000	V&D land N of A89 and S of railway	b	potential to address GB V&D land	c + b		a		a	opportunity for settlement focus	b		b	B
North Coatbridge 750 – 1,500		a		c + a		a		a + b	opportunity to supplement facilities	b + b		a	A
Glenmavis 500 – 2,000		c		c + b	could mitigate impact on bog at Pinwinnie and woodland to south	b		c	largest submission remote from facilities	b		c	C
East Airdrie	address	a	note positive	b	significant	a	currently not	c	opportunity to	b	note RIA	c	A

2,000 – 3,000	derelict land	RIA impact	positive impact	rail connected but potential Airdrie- Bathgate station	create settlement focus	+ b	location means unable to fulfil TC proximity criterion	
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Area	Urban Renewal		Green Belt ¹		Envtl Assets		Accessibility ²		Proximity ²		Town Centres	Outcome	
¹ secondary quality of GB : (a) major opportunity for improvement (b) possible Improvement opportunity (c) current boundaries robust, improvement not required ² additional road network and education implications for A rated options: (a) no significant constraints (b) potential or minor constraints, may be mitigated by developer contribution (c) major constraints	Strong Link	a	Not in GB	a	No adverse impact anticipated	a	Large % of area <800m of a rail station	a	Well related to community facilities	a	Close to TC or public transport route into centre	a	
	Possible link	b	Rural Investment Area	b	Potential impact, may be capable of mitigation	b	Well related to park and ride facility or frequent bus route	b	Could be reasonably related, more assessment required	b	Some proximity to TC, but may need transport improvements	b	
	No obvious link	c	Structural corridor or sensitive wedge	c	Clearly major impact on environmental asset	c	Poorly related to public transport network	c	Poorly related to community facilities	c	Very remote from a town centre	c	
Eastern Conurbation	Motherwell SMA												
Newlands Farm 200 - 500		c		c	SINC impact could be managed	b		c	facilities at Old Edinburgh Road	b		c	C
Carnbroe Mains 500 – 1,000		c		c		a		c		c		c	C
South Wishaw With Castlehill 1,000 – 2,000	conflict with Gowkthrapple potential	c	Castlehill Road a robust GB boundary	c	AGLV intrusion	c	but note potential branch line station with access to Ravenscraig	c	but note potential to supplement facilities	c	particularly note potential rail link to Ravenscraig	b	C
South Wishaw Without Castlehill 5,00 – 1,500	linked to Gowkthrapple restructuring	a	Pather Farm area contained	a		a		+ b		+ b		b	A
East Motherwell	lack of urban	c	RIA therefore	b		a		a		b		c	A

