

NORTH LANARKSHIRE LOCAL DEVELOPMENT PLAN MODIFIED PROPOSED PLAN

PLACES FOR BUSINESS AND INDUSTRY CHARRETTE BACKGROUND REPORT

NOVEMBER 2018



North Lanarkshire Council

Enterprise and Communities

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Appendix 1 - Places for Business and Industry Charrette Report.

1. Introduction

- 1.1 This background Report is the outcome of the Places for Business and Industry Charrette and has informed the North Lanarkshire Local Development Plan Proposed Plan.
- 1.2 It has been well established in previous reports that North Lanarkshire has a significant amount of land for business and industry, and that there was a need to assess the future viability of sites in terms of placemaking and connectivity with existing and new communities.
- 1.3 North Lanarkshire has a number of nationally and regionally important sites served by strategic road and rail networks. There is also, a strong network of established local businesses that continue to operate in today's market, as well as new businesses setting up in North Lanarkshire requiring access to a variety of locations and infrastructure that reflect the needs of today's economy.

2. Places for Business and Industry Charrette

- 2.1 The purpose of the Places for Business and Industry Charrette was to address concerns of a potential oversupply of business and industrial land in North Lanarkshire and develop an alternative planning policy approach for business and industry in the Council area. The Charrette explored developing a new policy framework for business and industry to meet the constantly changing economic environment that industry and business currently operate in.
- 2.2 As a result of this process, a new policy framework was put forward that identified the following four types of location within North Lanarkshire that business and industry should be located, and in turn rationalise the current supply in line with SPP requirements.
 - Large Scale Business/Industrial locations which should continue to be supported
 - Planned Industrial Estates where investment and continued support is needed
 - Area which could be re-conceived as mixed use neighbourhoods (including housing)
 - Informal/unplanned commercial areas out with town centres – could be re-conceived appropriate for most non-residential uses
- 2.2 The proposed Business and Industry Policy Framework was tested over a number of locations during the Charrette. The proposed Framework was included as the preferred option in the Main Issues Report which went out to consultation 16th March – 29th May 2015.
- 2.3 Appendix 1 contains a copy of the Places for Business and Industry Charrette Report.

3. Main Issue Report (MIR)

- 3.1 **MIR - Issue 10 Preferred Option** - *“The review of the suitability of locations for industry and business based on the placemaking principles and spatial network identified in the places for Business and Industry Charrette should be implemented”*
- 3.2 The outcome of the MIR consultation, in relation to Question 10 was, of the response forms referring to this question 93% supported the preferred option that would implement the placemaking principles and spatial network identified in Charrette.
- 3.3 This proposed Policy Framework has now been used to assess all business and industrial sites throughout North Lanarkshire. Of the four types of locations identified in the Charrette, when the methodology was applied to all business and industrial areas, it became clear that there were two main types of location relating to strategic and local business uses:
 - **Large Scale Business/Industrial locations which should continue to be supported**
 - SBP/Righead/Bellshill and proposed M8/A725 junction
 - Mossend/Eurocentral/Newhouse/axis

- Biocity
- Gartsherrie/Kilsgarth
- Gartcosh
- Westfield and M73/M80 junction
- Ravenscraig

- **Planned Industrial Estates where investment and continued support is needed**

- Blairlinn/Lenziemill Industrial Estate, Cumbernauld
- Greenhill Industrial Estate, Coatbridge
- Caldeen Road, Whifflet
- Brownsburn, Airdrie
- Chapelhall Industrial Estate
- Tannochside
- Foundry Road, Shotts
- Flemington Industrial Estate, Motherwell
- Excelsior/Netherton Industrial Estate, Wishaw
- Ward Park South, Cumbernauld
- Ward Park North, Cumbernauld (remainder)
- Buchanan Gate, Stepps
- Hagmill/Carnbroe

- 3.4 A number of small existing industrial and business uses, which are not within the Strategic and Local Centres listed above, are now in the General Urban Area. It is important that the relationship between a proposed use and the adjacent uses, as well as, the general urban form of the area can co-exist and has the infrastructure to support the proposal.
- 3.5 A number of industrial and business areas are adjacent to Mixed Use Centres including Town Centres. Many of these areas are informal, and in some cases, unplanned commercial areas that have not had a lot of investment over the years. These locations would be classed as Edge of Centre in terms of sequential approach to testing, and as such, any proposed development should not compromise the Town Centres First Principles.
- 3.6 In the spirit of reassessing the future viability of sites, there are a number of areas that, due to the changing nature of the economy, have not fulfilled their full economic potential as business and industrial locations. These areas have now been identified in the Modified Proposed Plan as potential areas of change where the main business and industry zoning could be combined with other land uses to bring back into use areas, that have never been developed or adjacent uses have changed the character of the area. These areas are identified in the schedules as Regeneration Areas, where there is an opportunity to re-conceive them as mixed-use neighbourhoods (including housing).

Visitor Economy

- 3.7 North Lanarkshire currently has limited business opportunities relating to the Visitor Economy. The positive economic impact, which this type of development, can bring to communities is recognised by the Council. There are a number of areas in North Lanarkshire that already have some Visitor Economy facilities and locations specifically designed to cater for this part of the economy. The Modified Proposed Plan will build on these areas and locations and provide supportive planning policy and guidance that will enable these locations to continue to develop to meet the aspirations of today's visitor.



Places for Business and Industry Charrette

Report to inform North Lanarkshire's emerging Local Development Plan

Spring/Summer 2014



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1 Introduction

1.1 Purpose of the Charrette

This was a charrette with a difference. Rather than focus on a single neighbourhood or distinct community, its purpose was to develop a new approach to a particular sector of planning policy across an entire local authority area: planning policy for business and industry in North Lanarkshire.

Ultimately, the purpose of the charrette was to design a new policy framework for business and industry in North Lanarkshire. Business and industry are major land users and major sources of employment in a Scottish context: North Lanarkshire is Scotland's fourth most populous local authority area, close to Glasgow and with excellent strategic road and rail links to other parts of Scotland and the UK. A number of nationally and regionally important employment sites lie within the Council area, such as Ravenscraig, Gartcosh, Strathclyde Business Park and north west Cumbernauld (as identified in the current North Lanarkshire Local Plan 2012). Added to these is a wide variety of locally important business parks, industrial estates, commercial areas, town centres and individual business premises – as well as a legacy of large areas of land which have been zoned for business and industry in current planning policy for many years, with little development.

Getting the right policy framework for a positive future for business and industry is therefore a priority for North Lanarkshire Council (NLC). The Council is acutely aware that the needs of business and industry constantly change, and that the policy framework to support continued investment and jobs cannot therefore stand still. With a Main Issues Report due to be published next year, a charrette was seen as the ideal opportunity to engage business and industry stakeholders in discussion about future planning policy for their sectors.


1.2 Innovation

Innovation was seen from the outset as vital to the success of the charrette format. Replicating the conventional model of a multi-day event based in a design studio would have been high risk: in a large local authority area with so many centres for business and industry, where would that be held? Would business and industry people give up their time to be involved?

The challenge was to work out how to remain true to the essential qualities of a charrette – collaborative design, concentrated activity, feedback loops, a holistic approach to placemaking and a focus on delivery – whilst adapting the model to fit a very different set of circumstances. This in itself required collaborative design and delivery between the local authority and the external consultant team, and resulted in a distinctive charrette format which we hope others can learn from.

The circumstances which set the parameters for the design of the charrette were as follows (some have already been touched on):

- **Sectoral policy not neighbourhood focus** - The charrette focussed on one land use sector (business and industry) across a large geographical area (470 square kilometres, 340,000 residents and over 3,000 businesses).
- **Creative approach to policymaking** - An emphasis on policy design rather than detailed physical design, whilst incorporating the national and strategic planning policy agendas of greater focus on design quality and placemaking. We were also keen to see planning policy as the land-use/placemaking element of a wider package of business support offered in North Lanarkshire, including services offered by other Council departments, Business Gateway etc.
- **Part of the bigger Local Development Plan process** - The output of the charrette was not seen as being a masterplan, but a set of policy options to be incorporated in the LDP Main Issues Report and tested through the MIR consultation. The charrette is therefore a part



of the bigger process of preparing and consulting on the LDP rather than a distinct stand-alone project.

- **Business and industry stakeholder engagement** - The charrette had to meaningfully engage with a cross-section of enterprises from multi-nationals to local social enterprises, different sectors, and different parts of the Council area. We were aware that our engagement with business had to be very targeted in terms of their time commitment and relevance to their business interests; expecting senior business people to commit large amounts of time to help draft planning policy was unlikely to be a success.

These circumstances resulted in a charrette comprising a simple sequence of collaborative work stages focussed on making North Lanarkshire a better place for business and industry. Each work stage focussed on a question:

1. **What would make your business perform better?** The first work stage asked this question of business and industry in various ways: one-to-one interviews, Lanarkshire Business Show discussions, online surveys and two collaborative workshops. A session was also held with public sector agencies responsible for providing business support in North Lanarkshire. This work stage took place in March and April 2014.
2. **How could specific places in North Lanarkshire be improved for business and industry?** The second work stage, in May-June 2014, culminated in a collaborative workshop with representatives from business, industry and the public sector. The purpose was to explore how to improve the 'place quality' of typical business and industry locations, including real examples of a North Lanarkshire industrial estate, business park and mixed use commercial area.
3. **How should policy change?** The first two work stages produced a vast amount of intelligence about what the future needs and aspirations of North Lanarkshire's business and industry. The final stage was for the charrette team to translate these into planning policy and feed suggestions to other departments within the Council who provide business support functions. This stage is effectively

ongoing: the outputs will be tested through Main Issues Report and its accompanying consultation, which will be promoted to everybody who was involved in the charrette's first two work stages.

More details of the charrette process can be found in section 2.

When using an innovative process, as was done here, it is important to review what worked and what was less successful. With that in mind, the final section of the report contains our initial analysis of 'lessons learned'.

2 The Charrette Process

2.1 Setting the Strategy

An early workshop was held with North Lanarkshire Council (NLC) to discuss the strategy for applying the Charrette ethos to consider business and industry needs and locations across the North Lanarkshire Local Authority Area. Representatives from a range of departments within the Council attended including; planning & regeneration, economic development and business services. In addition representatives from the Scottish Government and the Glasgow and Clyde Valley Strategic Development Plan Authority also attended.

It was agreed that the Charrette process should be applied to **engage a wide range of businesses** across a **range of sectors and geographic locations**. It was also agreed that the Charrette should seek to gain insights from businesses for improvements that could be applied by the Council as a whole and not just be restricted to improvements that planning could make.

Importantly it was agreed that the Charrettes should, at a minimum;

- Focus on delivery,
- Provide feedback loops to those involved, and
- Consider Placemaking throughout.

2.2 Data Gathering

It was essential that the Charrette team had a good understanding of the existing business and industry locations across North Lanarkshire and also some idea of the market demand. Extensive research was undertaken to determine the baseline situation and the **key sources** included:

- North Lanarkshire Local Plan (adopted 2012)

- The 'Call for Sites' which invited parties to suggest sites they thought may be suitable for development or redevelopment up to 2025 (the period the North Lanarkshire Local Development Plan will cover)
- A Business and Industrial Land Review carried out by Ryden consultants for North Lanarkshire Council (April 2013)
- North Lanarkshire Council Industrial and Business Land Survey 2013
- North Lanarkshire Council Vacant and Derelict Land Survey 2013
- Town Centre Action Plans
- Oxford Economics – Economic Outlook and Scenario for North Lanarkshire 2013 – 2038 (June 2014)
- Our Plan for Growth – North Lanarkshire's economic and regeneration strategy 2014-2017



GIS was used to map all of the information gathered and to facilitate a spatial analysis of current demand and pressures on business and industry land across North Lanarkshire. These following maps are included in Appendix 1:

- **Local Plan 2012** – extract shows existing Industrial and Business Areas and sites promoted as Industrial and Business Areas.

- **Call for Sites 2013** – the maps show the Call for Sites for the new Local Development Plan which is currently in preparation. Includes only those sites which are proposed for Business and Industry Use or are currently designated for Business and Industry and where another use is being proposed.
- **Market Snapshot 2013** – the maps show data extracted from the Industrial and Business Land Survey 2013 and a report produced by consultants Ryden, 'Business and Industrial Land Review 2013'.

2.3 North Lanarkshire and its local economic infrastructure

North Lanarkshire's Economic and Regeneration Strategy 'Our Plan for Growth' 2014-2017 provides information on the economic infrastructure of the area, with its various business parks and industrial estates, road and rail routes and four college campuses. The map provided here has been extracted to provide context on the existing economic infrastructure.



2.4 Engagement Strategy

Given the nature of the audience it was recognised that time constraints may restrict some businesses from attending the Charrette sessions. To counter this, a range of engagement methods were deployed.

Since March 2014, the consultant team engaged with a wide range of businesses and business support services using a variety of methods, including face to face meetings, email correspondence and telephone interviews.

One main question guided the whole engagement process:

'What would make your business perform better?'

The team also took advantage of the timing of the Lanarkshire Business week which ran in early March 2014. In addition to attending the 'Business Question Time' event the team also took a stand at the Business show and interviewed a range of businesses that were in attendance and built up a database of contacts for the charrettes.



Information leaflet circulated at Lanarkshire Business week and via email to the contacts list.

A survey monkey questionnaire was compiled and all participants were encouraged to respond to the survey, especially if they could not make any of the charrette events.

Three simple questions were posed in the questionnaire:

1. **What would make your business perform better in North Lanarkshire?**
2. **If you haven't already explained, how would these things help your Business?**
3. **Please tell us a little bit about your business (Name/ Nature of Business/ Postcode/ Email)**

Contact details were also provided should participants wish to find out more about the Charrette events.

2.5 Interviews

Recognising that not all businesses would be able to attend the Charrette events, the team sought to engage businesses by offering to meet them on their premises or through telephone interviews.

A wide range of interviews were held with local businesses, business support services, real estate investment trusts, commercial property developments and these are listed below:

- Papillion Nursery (Maxim Business Park)
- Scottish Enterprise
- Lanarkshire Enterprise Services Limited (LESL) (Business Gateway)
- Arasaig Property Partners
- DTZ
- BanksGroup
- Morgan Sindall
- Coronet Cleaning
- DB Schenker
- Field Manufacturing Group
- Albert Bartlett
- CBRE
- Muse Developments
- HFD Group
- Hydracat
- Mossend Railhead
- Scottish Property Federation
- Ashtenne
- AG Barr
- Fusion Assets
- Murray Estates

In addition to this over 170 emails were sent to businesses and to those with a business support function across North Lanarkshire

2.6 Charrette No. 1- Issues and Opportunities

The first Charrette was held on the 3rd April between 5pm – 7pm at the Atrium Business Centre in Coatbridge. The focus of the first Charrette was on 'Issues and Opportunities'.

On the afternoon of the first Charrette a workshop was held with North Lanarkshire Councils' Community Planning Partners where an exercise was carried out to identify the 'Strengths, Weaknesses, Opportunities and Threats' (SWOT) facing Businesses in North Lanarkshire. The Community Planning Partners included: NLC's Routes to Work representatives, NHS, NLC Planning Team, Lanarkshire Enterprise Services Limited (LESL), Job Centre, Skills Development Scotland and a number from NLC Planning. All participants were invited to stay on for the evening Charrette session.

Some of the key points from the SWOT analysis are included below.

Strengths S <ul style="list-style-type: none"> • Geographical position- transport links (road and rail) • Proximity to Glasgow & Edinburgh • Strong history of private and public partnerships • Strong record of start-ups • Business Support • Strong Youth Focus • Perception has improved (e.g. successfully moved away from heavy industry steel works) 	Weaknesses W <ul style="list-style-type: none"> • Industrial Estates can be isolated • Type of tenure – only a few sites for sale - a lot of floor space available. • Not enough diversity in sectors • Poor public transport, esp north – south transport links • Large amounts of derelict land • Town centres congested • Broadband availability/speed • Skills gap – engineering and construction trades • Availability of high skills/high wage employment opportunities • Perceived fragmented nature of business support • No strong identity for 'North Lanarkshire' • Culture of enterprise needs fostered
Opportunities O <ul style="list-style-type: none"> • Future EU Funding • Availability of land vacant and derelict • Available work force • Growth sectors – e.g. Oil and Gas • Good links to universities and colleges (engineering) • Supply Chain Opportunities • Growing population and investment in education • Good investment in jobs for young people - modern apprentices (largest in West of Scotland) • Plenty of land available- Ravenscraig 	Threats T <ul style="list-style-type: none"> • Skills to match opportunities • Reduced availability of funding • Competing Councils • Reducing public sector jobs • Fragile economy and jobs recovery • Towns growing into each other. • NL has good history of partnership working BUT has been in decline last 10 years – partnerships need to be rebuilt

The overall purpose of the first Charrette was to understand the current supply, demand and public sector interventions and from this prioritise which types of locations need fresh direction.

Unfortunately turnout for the first Charrette was low and it was decided that the team would re-run it as a lunchtime session on the 23rd April. Almost 30 people attended the re-run session and open discussion was held on issues facing businesses operating in today's market and what support they felt they needed to be successful.

2.7 Charrette No. 2 — Designing Better Places

The second Charrette was held on 25th June at the Civic Centre in Motherwell with just under 30 people attending. A presentation was given to NLC Local Councillors prior to the lunchtime charrette session. The purpose of the Councillors session was to draw on their experience in their local areas and learn of any issues facing their constituents around issues of quality of place, facilities and accessibility. The question posed was 'What would make North Lanarkshire a better place for Business and Industry?'

The second charrette provided feedback to the participants on everything the team had learnt throughout the process including; the issues facing businesses and a market analysis. The participants were then split into groups and given information on existing Business and Industry areas in North Lanarkshire and asked to consider how they would improve these areas. Each area was chosen as they represented typical areas across North Lanarkshire and the participants were given a package of information on each of the sites to help them including;

- Photos showing existing areas,
- Information on the types of Business and Industry located there,
- Information on recent planning applications (showing what the market is demanding in these areas),
- Information on surrounding land uses, and
- Information on planning policy for the areas.

The three areas (typologies) that were considered to represent typical Business and Industry Location across NL included:

- Garrell Road, Kilsyth
- Strathclyde Business Park/ Belshill Industrial Estate/ Righead Industrial Estate.
- Eurocentral/ Newhouse

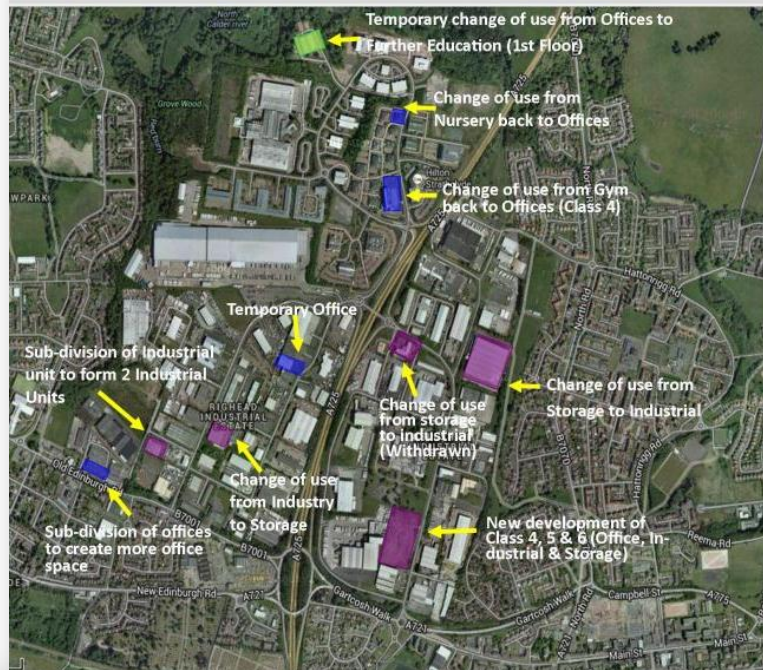
A number of questions were posed to help the participants think about how they could 'Design Better Places'. The questions are provided below:

- Are these areas distinctive places?
- How do they connect to surrounding uses?
- How could they be improved (if needed)?
- Should all of these areas be retained as Business and Industry – should other uses be introduced?
- How do they link to other places within North Lanarkshire?

Following the design sessions a wider discussion was held focused around the following three points

- Who should be responsible for making these changes?
- Where are the important locations for Business and Industry within North Lanarkshire?
- Should more land be provided for housing in North Lanarkshire?

Recent Planning Applications



Examples of Material used in Charrette No. 2. Design sessions

Surrounding Uses



Strathclyde Business Park



Strathclyde Business Park



Range of Business and Industry Uses

including:

- Office (157)
- Workshop (54)
- Store (16)
- Warehouse (3)
- Factory (1)
- Laboratory (1)

Other uses include:

- Shop (4) incl. Hairdresser
- Public House (1)
- Gymnasium (1)
- Hotel (1)
- Nursery (1)

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Findings

A significant amount of information has been gathered over the 6 month study period and this has been summarised in this chapter. A summary of the market appraisal work is provided in section 3.1 and section 3.2 provides a summary of the key findings from all of the consultation, interviews and charrette sessions. Section 3.3 details some of the design outputs from Charrette No. 2 which focused on placemaking and considered how existing areas could be improved.

3.1 Market Appraisal

National summary

It is important to understand the national level of the demand and supply market conditions. A summary of the key commercial property market trends throughout Scotland, with some specific reference to the market in and around Glasgow, is provided below¹.

- Economic conditions are improving, with strong employment growth over the last two years, leading to a rise in occupational demand across all sectors from 2013 that is expected to continue over the next few years.
- The bulk of UK commercial property market activity so far this decade has been focused on the central London office market. The lack of development elsewhere is seeing undersupply in key UK regional city centres, particularly Grade A space.
- Supply is higher in the regional out-of-town markets. Availability here remains historically high, although it seems to have peaked.

- Take-up of office space in key regional city centres in 2013 was the highest for five years. Lease expiries and rising corporate activity will generate further demand, which should give rise to rental growth.
- In Scotland, the take-up of office space totalled over 960,000 sq. ft. in the first half of 2014, up 21% on the same period last year. The growth was mainly driven by Edinburgh.
- In Glasgow, take-up was around 250,000 sq. ft. in the first half of 2014. Most deals were less than 5,000 sq. ft. Occupier market activity remains subdued, but there is demand from business process consulting and call centres, reflecting Glasgow's traditional strengths. A series of 2015-17 lease events and a number of new and expected pre-let agreements should see a more active office market in the city in the next few years.
- There are a number of sizeable speculative developments now in the city that should be absorbed by the rising demand.
- Many of the domestic funds priced out of London are looking to the regions for better yields on assets with broadly the same covenant strength.
- In the West of Scotland, take-up of industrial property has improved, although this is more notable in Glasgow and its immediate M8 and M74 corridors than in the outlying areas, where vacancy rates remain high.
- However, there are acute shortages of smaller industrial buildings, e.g. less than 100,000 sq. ft. due to a lack of new development. This problem is likely to grow as buildings get older and need updating or replacement. Occupiers seeking modern premises of between 15,000 sq. ft. and 50,000 sq. ft. currently have few options to consider.

North Lanarkshire

It has been well established in previous reports that North Lanarkshire has a significant amount of land for business (estimated to be around 150 years' worth as noted by the Scottish Ministers examination of the North

¹ Sourced from Ryden, 74th *Scottish Property Review*, April 2014 and DTZ, *Property Times – Glasgow snapshot Q1 2014*

Lanarkshire Local Plan 2012, which is thought to be excessive given the requirement set out in Policy DSP 1 to provide a 10 year marketable land supply of industrial/ business sites). However, much of this land does not look like coming to the market soon in terms of development.

North Lanarkshire also has a considerable amount of available space, for industrial, but especially for offices. There is currently well over 1 million sq. ft. of office space available in the local authority area when, typically, it only has around 100,000 sq. ft. of take-up on average each year, with notable exceptions, e.g. SEPA relocating to Maxim in 2011 caused a brief spike in take-up. Much of the excess office supply relates to Maxim, but the impact of it is to suppress rents across the local authority area, making investment in and development of new stock less viable. This therefore also slows down the pace of modernisation of stock.

The market for industrial is more in equilibrium, with the proportion of take up to available stock fluctuating at around 20% to 60% a year (compared to 10% currently with offices).

Our consultations with business demonstrated a number of clear needs in the area:

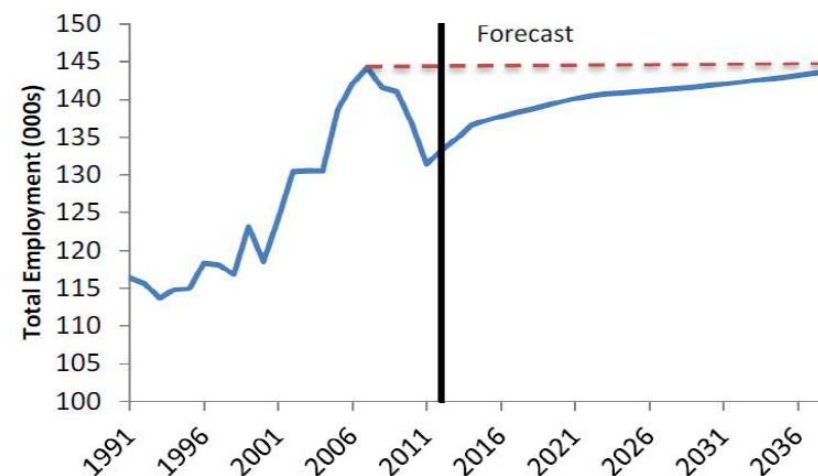
- For more modern, purpose-built accommodation for those with small offices in towns like Cumbernauld, where occupiers wanted to stay.
- More modern accommodation for industrial SMEs with requirements up to around 50,000 sq. ft., but where there seems to be market failure in terms of provision (a gap partly being filled by Fusion Assets).

There must be a question mark about the future viability of many of the local authority's main strategic sites unless a better sense of place-making can be engendered, which successfully mixes commercial and industrial development with leisure, retail and residential (connecting with existing and new communities built around employment land). The relative remoteness of some of these strategic sites, as well as the lack of transport connectivity for some existing sites, means that residential, retail and leisure provision cannot easily be assimilated. A failure to create proper place-making therefore means that better located sites in and

around the Glasgow area tend to be preferred by developers and occupiers. And there is no shortage of such sites, meaning that North Lanarkshire can often struggle to retain the industries and companies it has let alone attract new ones.

Recent work for the Council by Oxford Economics did provide an image of 'managed decline' in terms of its economy. Employment did grow strongly in North Lanarkshire over 2000-08, but was significantly affected by the downturn brought on by the credit crunch in 2008. It is only in recent years that employment growth has returned again, but current forecasts suggest that employment levels will not reach the 2008 peak even 15 years into the future based on current trends.

Figure 1 - Actual and forecast employment numbers in North Lanarkshire, 1991-2036



Source: BRES, Oxford Economics

This has clear impact on demand for business space, which is driven mostly by rising employment levels (as businesses then seek larger or better premises to house their current workforce and attract other workers).

The Oxford Economics data was used to devise space requirement forecasts for the local authority area. The methodology for doing this essentially follows the *Employment Land Review Guidance Note* published by the Office of the Deputy Prime Minister in 2004. This document suggests different approaches for assessing employment land requirements. The 'Labour Demand' technique was chosen, based on economic and employment forecasts, as it is recognised as the most appropriate quantitative method when dealing with commercial property.

Table 1 and Figure 2, below, provide the results in tabular and graphical form. They consider the total (or absolute) year-on-year change for different types of space requirements indicated by the model.

Under these estimates and projections, it is calculated that the fall in employment numbers experienced over 2008-12 translated into an overall 270,000 sq. ft. decrease in **office space** requirements in this period (i.e. space became vacant or underutilised). However, the pick-up in employment growth sees the local authority area supersede its overall 2008 office space requirement levels by 2019. By 2026, around 420,000 sq. ft. of additional office space is required compared with 2012 levels.

In terms of sectors, those hardest hit in terms of reduction in demand requirements were Financial Services, Public Administration, Transport & Communications and, latterly, Health. With continuing austerity measures likely, demand requirements in the public sector are expected to continue to decline over the next ten years or so. Growth in demand is only likely to come significantly from one sector, Business Services, with Construction also contributing in a much more limited way.

The recession's impact on **industrial space** requirements merely accentuated the slow relative decline in previous years, with demand requirements dropping back by around 230,000 sq. ft. over 2008-11. The demand requirement is then expected to pick-up by 130,000 sq. ft. to 2015 before reverting back to trend of slow decline. By 2026, demand requirements have dropped back by 70,000 sq. ft. on 2015 levels. However, in proportional terms, this is a small amount of total take-up in any given year.

The Manufacturing sector accounted for most of the space reduction over the recession as employment numbers dropped by close to 30% from 2006 to 2010. The bounce back in demand requirements over 2012-13 was driven by a recovery in this sector from 2011, but slow and steady decline in terms of employment is foreseen in this sector over the medium term at least.

Again, Business Services is the only sector where there is some sort of discernible growth in demand for industrial space up to 2026.

For **warehouse space** requirements, the recession led to a drop of around 235,000 sq. ft. in space requirements over 2008-13. There is demand for just over 100,000 sq. ft. of this space over the period 2013-22 before decline sets in modestly again. This means that over half of the space that became vacant or under-utilised during the recession will not come back into use.

Of the main industrial sectors, the contraction was most sharp in Transport & Communications followed by Distribution & Retail and Manufacturing. There was partial recovery in employment numbers (and therefore space requirements) in these sectors expected over 2013-14. After this point, employment levels are projected to stabilise again, with little new demand for space requirements as a result.

It is in the **other space** category (e.g. hospitals, schools, building sites, depots) where the sharp reduction in space requirements was most acutely felt during the recession, with the fall close to 500,000 sq. ft. Only limited recovery is forecast, with requirements for around 140,000 sq. ft. cumulatively over 2014-26.

Again, the main impacts were felt in Transport & Communications, Distribution & Retail and Manufacturing. These sectors bounce back partially over 2013-14 in terms of demand requirements, but, over the medium term, only Transport & Communications grows.

Table 1 - Space requirements forecasts for North Lanarkshire by type in sq ft, estimated absolute change in space requirements, 2009-26

Absolute Change in Space Requirements																		
	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
Total Office	-195,324	139,014	-60,373	-155,115	56,520	119,748	25,138	16,614	22,561	29,831	28,666	22,406	20,831	19,675	18,362	14,824	11,083	10,863
Total Industrial	-16,545	-84,651	-127,688	51,854	69,746	4,859	3,594	-3,818	-3,642	-3,702	-5,404	-5,908	-5,758	-6,254	-6,997	-8,458	-10,108	-10,377
Total Warehouse	-10,679	-39,669	-90,557	-95,930	51,151	17,788	5,273	9,680	5,206	4,947	2,622	2,061	1,885	1,458	-1,543	-2,535	-3,335	-4,042
Total Other	-18,896	-23,597	-55,007	-353,827	-42,847	20,955	13,771	4,806	7,317	7,543	7,602	14,691	16,491	14,913	11,215	8,230	7,160	6,410

Source: Rettie & Co based on Oxford Economics employment forecasts

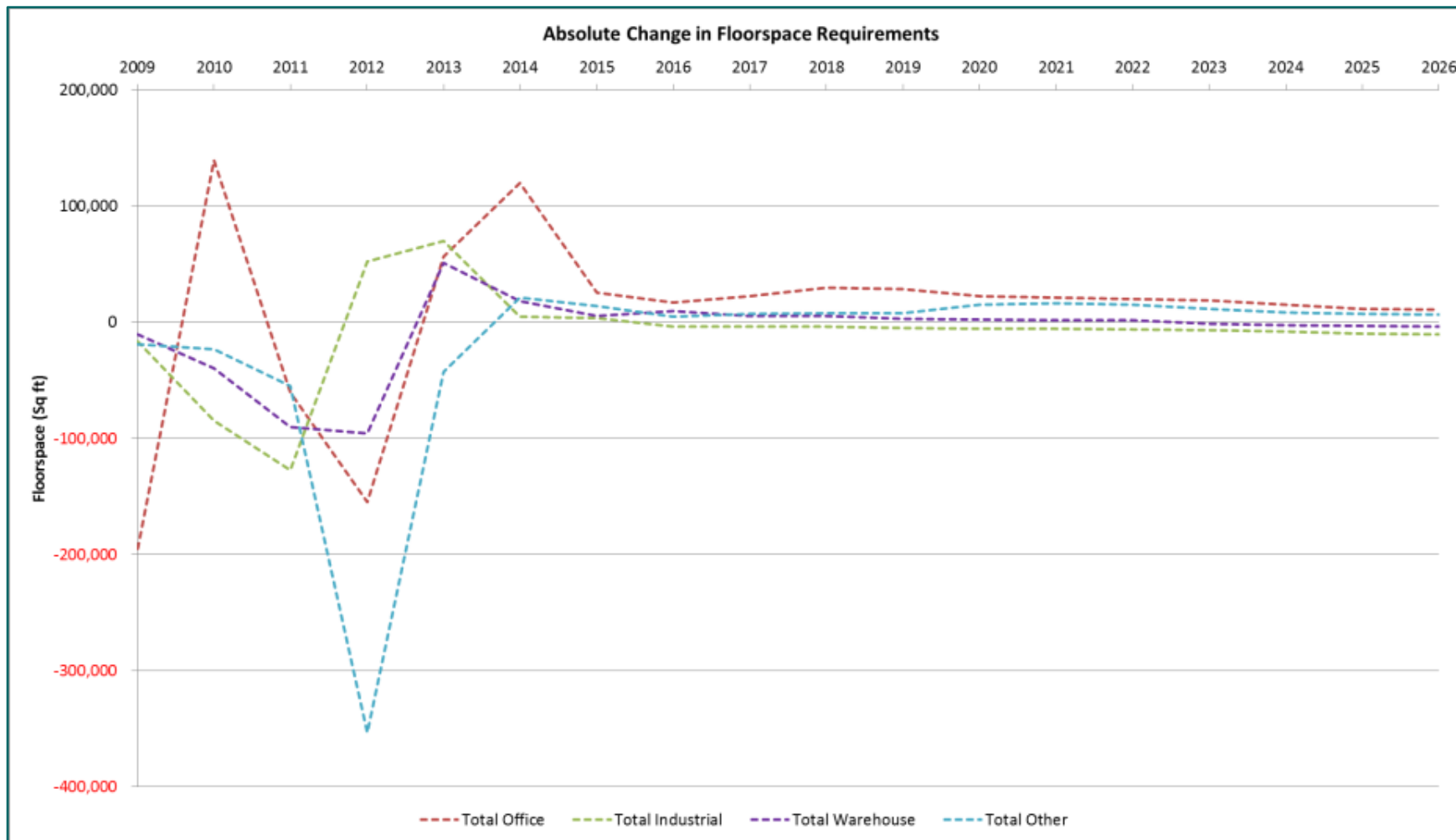



Figure 2 – Absolute Change in Floorspace Requirements 2009-2026

Source: Rettie & Co based on Oxford Economics employment forecasts



The results above also show that there is only likely to be around 260,000 sq. ft. of additional office space required between 2012 and 2026 based on current employment forecasts (expansion demand).

The market in the industrial sector seems much more in equilibrium between supply and demand compared with offices. In terms of expansion demand, our forecasts suggest only a modest requirement for around 60,000 sq. ft. in total over 2012-26.

Market Conclusions

Demand for employment will grow as the economy recovers. However, employment levels in North Lanarkshire look unlikely to return to pre-recession levels over the next ten years. This means that 'expansion demand', based on employment growth, is likely to be limited.

Instead, demand is likely to arise from modernising premises to retain existing businesses (in offices and manufacturing) and converting premises so that they are more 'fit for purpose' for changing employment patterns, e.g. to deal with the shift away from a number of traditional public sector occupations and more towards the expanding areas such as Business Services. Areas like Cumbernauld, which has a large range of smaller office sites in older premises but is well-connected and has critical mass in terms of office development, may be well suited for this type of modernising work to retain/attract these companies.

As the Rydens (2013) report earlier highlighted, office demand in North Lanarkshire recently has mainly been for smaller suites for short-term, flexible leases (which can lead to a high turnover of occupiers).

There is also a shortage of modern, well configured sites for the industrial sector. There is clear demand for small industrial units and speculative development is being undertaken through joint ventures, e.g. through Fusion Assets.

The North Lanarkshire economy relies disproportionately on industries such as Distribution, Retail, Manufacturing, Support Services and Construction. Most of the industries were badly hit by the economic recession, which is a major reason behind the decline in employment in North Lanarkshire and relatively high levels of vacant/under-utilised

space. Bringing large-scale office product to market on the cusp of the recession obviously also had a major dampening impact that is still being felt. Finance, Insurance and Professional/Technical/Scientific sectors are under-represented, but growth in Business Services is expected to be strong in the next ten years and this provides an opportunity for the local authority to anticipate this growth and to start market testing what this growing sector is likely to need in terms of business space, including creating the type of graduated market where firms can grow within an area.

However, this implies that large sites (e.g. over 10 ha) allocated for offices but not yet developed should be considered for other uses, or re-mixed to attempt to create place-making. For example, parts of sites could be considered for other uses, e.g. residential, retail, leisure, etc., to attempt to transform into new communities or places in which people can live and work.

3.2 Summary of Key Findings

Property/land

- **Plenty of land:** Eurocentral, Gartcosh, Orchardton, Wardpark and Ravenscraig have large amounts of industrial/business land available between them.
- **But shortage of product relative to demand: too much old, poor quality stock and very few modern premises to move to.** This seems to be especially at smaller 15,000 sq. ft. / £500/month market. It acts as a constraint for companies wanting better quality premises and therefore can be a barrier to retaining these companies locally.
- **Office market is stagnant** because of the massive oversupply in one place (Maxim) and primacy of Glasgow city centre as the strategic office location. Rival centres are also emerging, e.g. Clyde Gateway.
- **Broadband** needs to be built into new business/industrial premises (not just a rural issue).
- **Security** of premises was raised as an issue affecting some businesses.
- **Start-up office space** is needed in Cumbernauld (nearest is Airdrie/Coatbridge).
- There is a need for business/factory units for lease or rent to buy in **smaller communities** to help business start-up at affordable rates.
- **Fragmented ownership** makes it difficult to deliver improvements.
- **Bespoke developments** tend to be a requirement if a company wants to grow or expand – industrial estates can be restrictive.
- **Lacks of sites for purchase** – investors want to lease not sell which makes it difficult for companies to stay local.
- **Social enterprises** are looking for useable spaces to grow and store things.

- **Small and medium size enterprises (SME's)** need spaces ranging from 20,000-50,000 sq. ft.
- **Separation of business and industry areas from where people live** –there should be less segregation of business and industry except where absolutely necessary. Smaller units should be integrated into towns rather than focusing uses in one place.
- **Navigation within industrial areas** is often poor, e.g. lack of information and signage to help located particular companies.
- **Demand for hotels and supporting amenities** within existing business and industry areas.
- Need **Quality of Supply** in the right place at the right price

Access and transport

- **Road – excellent strategic motorway access** (the distribution hub of Scotland), east-west communications good, north-south poor.
- **Freight rail** – excellent infrastructure (Mosscend and Gartsherrie freight terminals), potential for significant further investment to increase capacity as the role of rail freight grows.
- **Public transport**– jobs in industrial/business parks generally poorly connected to settlements. Particularly a problem for low-paid workers in 'remote' places like Eurocentral.
- **Passenger rail** - Suburban network is improving but services to Glasgow are generally not fast, Croy has good Edinburgh-Glasgow services but is remote. In addition the rail links from North Lanarkshire to Edinburgh/ Glasgow can result in people commuting out with North Lanarkshire for jobs.
- **Cumbernauld Airport** is not recognised as asset.

Finance

- **Rates for smaller businesses:** the 'jump' at thresholds for rates relief schemes (e.g. £15k mark) can deter growth. It can also deter

small businesses from town centres and using vacant property as the rates make it too expensive.

- **Institutional investors** are 'in the market' for sites with growth potential and/or an attractive yield and will consider secondary and tertiary locations as long as demand can be proven.
- **Access to finance for growth** – is an issue affecting many businesses and public sector could take an equity stake. Funds and institutions should be sounded out for interest.
- **Reducing investment** from Scottish Enterprise /Scottish Government for business infrastructure (e.g. servicing sites, enabling works, business park amenities).

Public sector business support generally

- Many businesses are confused about **fragmented landscape of public sector business support** – but assistance is good when they reach the right organisation/person.
- Developers commented that the **planning system is not sufficiently flexible** – too much focus on a few strategic sites and little flexibility to adapt to changing demand and markets.
- Feeling that more efforts are made with new business than **existing employers**.
- **Changing boundaries** of Regional Selective Assistance to Assisted Areas means some businesses may be left out.
- **Procurement** – public sector is huge market for business in West of Scotland – process is sometimes difficult to navigate.
- **Pre- Application Consultation** for Major Planning Applications – adds 3 months to 9 months build time and can deter international investors. Efforts should be made to simplify the complexity of major applications and speed up the process where possible.
- Developers feel that there is **no 'champion'** for their interests in the Council. There is no publicly available asset register.

- **Better training** for school/college leavers are required to address skills gaps.

Town centres

- Town centres need to **reinvent themselves** as multipurpose destinations, but offering something different to Glasgow.
- **Better parking** in town centres for consumers and business customers. The lack of parking can have an impact on local business success.
- **Offices in town centres** - there is demand for offices in town centres, however most of the stock is old and in need of upgrading.

Skills/Education

- **Skills opportunities** for engineering (oil/gas) tapping into graduate engineers from Glasgow and cost advantages of North Lanarkshire compared to Aberdeen.
- Companies are getting skilled professionals from colleges **outside North Lanarkshire**.
- **Skills gap** - low level of school population go on to university. Majority become employed in low level skilled jobs which affects salaries and expenditure within North Lanarkshire.
- More should be done to **market opportunities available to young people** – further training, vocational training and learning programmes.

Identity/ Image

- No recognisable **unique selling point**.
- North Lanarkshire does not have **one identity**, linked to towns/ areas.

Future Development of Business and Industry Land

- Not sufficient **employment creation and population** expansion in North Lanarkshire to justify current land allocations.
- **North Lanarkshire's population** has grown by 5.2% (2001-2013) and has been shrinking in employment numbers since 2007 with almost negligible growth forward to 2030.
- **Limited employment growth forecast to 2030**. Main growth sectors are Business Services and Construction, but all other sectors are declining or stagnant.
- Space forecasting work suggests limited employment growth means existing office supply is more than enough going forward for many years. There is also likely to be very **limited expansion demand for industrial space**.
- Space provision should focus on **business retention** in the absence of expansion demand.
- Enable good quality, **bespoke accommodation** in areas where businesses want to be.
- Need more **flexible market-led approach to housing** - if North Lanarkshire is going to get growth it needs population growth. This will mean being more receptive to allocating land for residential in areas where house builders want to build and people want to live, although there may be implications, e.g. objections from existing communities.
- Make portion of land near employment sites available for **residential**. Helps with **placemaking** and 'work and live' concept. Can help to achieve expansion demand for space.
- **Planning needs to be flexible** and respond to market demands.
- **Overreliance on certain sectors**, need a wider base – product development/ marketing etc.
- NLC should be **engaging with major employers** that are present in North Lanarkshire.
- Need to compete at a **global scale**.
- **Amenities** are important but need residential base to support them.
- Better link business and industrial areas to surrounding **communities**.
- Government policy focus on **sector development** – North Lanarkshire needs to focus on key sectors that are already operating in the area.
- **Large sites need sub-dividing** – i.e. Ravenscraig and Gartcosh but this has cost implications.
- Worry of some industrial sites being **vacant**, i.e. Westfield which will impact on existing businesses.
- NLC should try to make the **costs of planning applications and supporting work minimal**, this is key to supporting development in current economy. Quick response times to business development queries should be encouraged. In addition NLC (and or Fusion Assets) could consider making 'Ghost applications' for major sites and carry out the Pre-application community engagement so that companies could come forward with detailed applications which could be processed quickly. This would only be suitable for certain circumstances where the proposed uses are well defined, i.e. for storage and distribution uses. In addition the Major Applications Team could be proactive in ensuring sites are ready for development in consultation with internal and external partners.
- A '**Digital Strategy**' is needed for North Lanarkshire to identify where broadband is needed and where coverage is poor and investment is required.

3.3 Design and Placemaking Outputs

As discussed in section 2.7 three areas chosen across North Lanarkshire were reviewed by the participants of Charrette No.2. Suggestions were promoted to improve these areas. A summary of the Charrette No. 2 outputs is provided here:

Eurocentral/ Newhouse

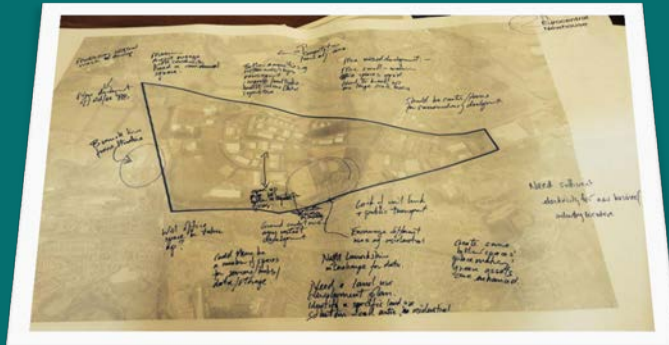
Need to break up larger space to create better mix of small and medium units

Maxim is not currently engaging with its surrounds and this needs to be improved – communal square perhaps? There is a hotel but nothing to do after working hours. Possibility of encouraging other uses such as restaurants, shops, cinema another hotel and possibly a superstore.

Better Transport links are needed to make it more accessible.

Possibility of using offices for IT storage (data storage).

Better place making should be encouraged – green assets should be enhanced throughout the site to make it more attractive.



Strathclyde Business Park/ Belshill Industrial Estate/ Righead Industrial Estate.

Not a coherent site – made up of different bits with little interaction – modern business park, old industrial estate, big distribution centre. Better road/transport links may improve interaction.

Reduced floorplates re-office space – more smart working needed. Flexible Spaces needed.

Broadband is poor outside SBP, which has fibre optic cables.

Remainder of sites are very tightly constrained by built-up area surrounding it. Quality and mix of surrounding housing needed. Good supply but lacking quality.

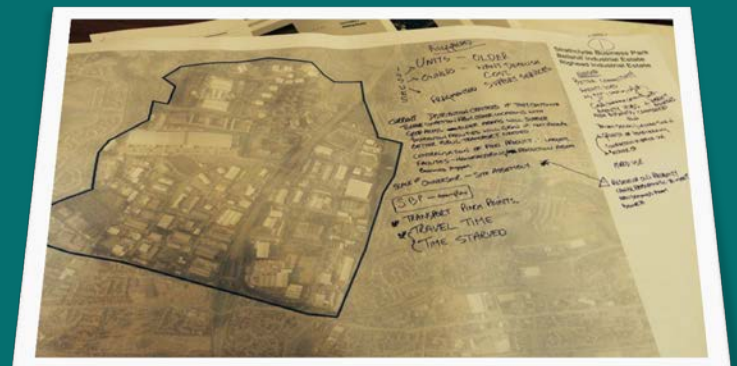
Control over site is key. Connectivity is also very important.

Age and obsolescence is main problem for Righead/Bellshill. Major investment will be needed in the next 10-20 years to maintain.

Decreasing quality of occupiers/buildings, especially at Righead. Public realm improvements could enhance Righead.

Continued role for Righead to provide entry level accommodation for SMEs/ Cannot easily be replaced because of issues for financial institutions.

Lack of HLC ownership an issue as is the complexity of a lot of the existing ownership. Pension funds want asset value on their P&L rather than making buildings work/function effectively. There is no incentive/interest from funds to invest on the stock.



Garrell Road, Kilsyth

There have been a lot of planning applications for unusual uses and it was felt that mixing and 'blending' of these uses should be encouraged to help blend with the close Town Centre (TC) . Links to the TC are needed.. South to become light industrial/office space?

Extend TC boundary to include North of Garrell Road? Redraw TC boundaries? Create a 'market town'

Landscaping and streetscaping should be encouraged to make the area more attractive and also to help integrate with the nearby heritage site. The entrance to the estate needs improved and modern Accommodation is needed

Move heavy industry to southern end of site and more retail uses close to

Entrance needs improvements to be more attractive/noticeable - Landscaping/streetscaping.

Improved Public Transport and improve access - make access more circular instead of in/out . Transport links causing segregation from homes. There is an opportunity to create better links to new housing opportunities.

Opportunity for small business incubator units to the east of the site, adjacent to residential. Could also attract mobile businesses. Opportunity for leisure uses also if mix of uses present

Focus on smaller businesses and units.

"Don't fight with TC – Work with it!" Issues of mixed ownership make it difficult to improve



3.4

Site assessment

As noted previously, North Lanarkshire's supply of employment land is large, and is generally regarded as exceeding the 5 year minimum supply required by SPP. To help decide which sites should be retained for business and industry use and which might be used for other purposes, we have used the charrette findings to assess the main sites across the Council area, including a high level indication of which business and industry market segments each site would be most appropriate for.

The results are contained Appendix 2 and an example for Eurocentral, Strathclyde Business Park and Garrell Road is shown overleaf. This assessment could be used as part of the MIR consultation to help inform responses to the business and industry section. For preparation of the Proposed Plan, we suggest that more detailed comparison of each potential business and industry site is undertaken. The high level assessment considered the Place Making Qualities and Future Development Opportunities and applied a traffic light approach to identify opportunities and weaknesses at each of the sites. For ease of reading a number of 'icons' have been developed to represent each of the place making qualities and future development opportunities as shown overleaf.







Place Making Qualities

 Car Parking	 Supporting amenities (shops/ nurseries)
 Landscape	 Cycle Paths/ Pedestrian Links
 Transport Upgrades	 Security
 Public Transport Links (Bus/Rail)	 Community Integration
 Broadband Connections	

Future Development Opportunities

 Upgrading of existing stock	 Smaller Units for start-ups
 Larger units	 Potential mixed use including housing

KEY FOR ASSESSMENT

Poor quality 	Not appropriate 
Quality could be improved 	Potential opportunity 
Good quality 	Good opportunity 
<i>Place Making Qualities</i>	<i>Future Development</i>

Example high level assessment of *Place Making Qualities* and *Future Development Opportunities* (see Appendix 2 for full assessment of all sites identified in Section 4 of this report).

Garrell Road, Kilsyth

Place Making Qualities

Future Development Opportunities

Strathclyde Business Park

Place Making Qualities

Future Development Opportunities

Eurocentral

Place Making Qualities

Future Development Opportunities

4 Implications for Planning Policy

4.1 Introduction

The purpose of this Charrette was to design a new planning policy framework for business and industry in North Lanarkshire. The major inputs to that from the Charrette comprised (a) the needs and aspirations of business and industry as expressed by business and industry representatives themselves and (b) property market analysis and employment land supply/demand analysis. Those results have already been summarised above (see Section 3: Findings).

In addition to those critical ingredients, future Local Development Plan policy for business and industry also needs to take account of strategic policy parameters contained in Scottish Planning Policy and the Strategic Development Plan (SDP). These are summarised in the following paragraphs.

4.2 Strategic planning policy

At the national level, **Scottish Planning Policy** (SPP, 2014) identifies a number of requirements that LDPs must take into account in the way that they handle business and industry, including:

- A five year business land supply is required in each local authority area (SPP paragraph 101).
- Local development plans should allocate a range of sites for business, taking account of current market demand; location, size, quality and infrastructure requirements; whether sites are serviced or serviceable within five years; the potential for a mix of uses, their accessibility to transport networks by walking, cycling and public transport and their integration with and access to existing transport networks (SPP paragraph 101).
- New sites should be identified where existing sites no longer meet current needs and market expectations. Where existing business

sites are underused, for example where there has been an increase in vacancy rates, reallocation to enable a wider range of viable business or alternative uses should be considered, taking careful account of the potential impacts on existing businesses on the site.

- Integrated planning and other public sector actions are needed to support business (SPP paragraphs 93-94).
- Planning policy should align with local economic strategies (SPP paragraph 94).
- Policy should contribute to SPP sustainability and placemaking objectives (SPP paragraphs 24-35 and 36-57).
- Policy should support SPP key sectors, strategic business clusters and tourism development where possible (SPP paragraphs 94, 98, 100 and 105).

The **Glasgow and Clyde Valley Strategic Development Plan** (SDP, approved 2012) sets the regional strategic planning context for local business and industry planning policy. Its requirements include:

- LDPs must safeguard or promote Strategic Economic Investment Locations (SEILs). North Lanarkshire has three of the SDP's twenty SEILs: Eurocentral for distribution and logistics, Gartcosh for business and financial services, and Ravenscraig for business and financial services / construction.
- Strategic Freight Hubs must be safeguarded together with adjacent land allocations for ancillary freight activity. North Lanarkshire has two of the SDP's five Strategic Freight Hubs: Eurocentral/Mossend and Gartsherrie.
- Promoting regeneration in the Strategic Centres of Airdrie, Coatbridge, Cumbernauld, Motherwell, Ravenscraig and Wishaw.
- Provision of appropriate infrastructure to meet Zero Waste Plan targets: the SDP states that development proposals for waste management facilities will generally be acceptable in industrial and storage or distribution locations and at existing waste

management facilities, particularly where there exists the opportunity to maximise the potential for re-use of waste heat through co-location with potential heat users.

Together, these strategic policy requirements set out in SPP and the SDP form the parameters within which LDP business and industry policy should be developed.

4.3 Analysis from the charrette

Within the strategic policy context established by SPP and the SDP, the charrette produced a number of other factors which should influence the next generation of planning policy for business and industry in North Lanarkshire:

- The **needs and aspirations of local business and industry**, taking a cross-section ranging from social enterprises and micro-businesses to international companies, and from Wishaw in the south to Kilsyth in the north (through a combination of the pre-charrette interviews/surveys and the charrette workshops themselves).
- An understanding of the spatial pattern of current **supply and demand for business and employment land**, through analysis of the pre-MIR Call for Sites submissions – demonstrating an increased demand for mixed use development.
- Analysis of the local **property market** for business and industrial land through discussions with landowners and analysis of available data.

The issues raised in each of these areas have been detailed in section 3, and are summarised below.

Business needs and aspirations: summary

- Shortage of good quality, modern buildings (especially small/medium size) and good quality environmental settings.
- More accessible start-up space for private and social enterprise.

- Better broadband infrastructure/availability.
- Lack of large sites for purchase rather than lease.
- Fragmented public sector business support.
- Rates relief threshold is a problem for growing businesses.
- Difficulty accessing finance.
- Costs/delays of planning and other regulatory consents (see SPP paragraph 106).
- Increasing demand for mixed use development, evident from the Call for Sites.
- Fragmented ownership issues impacting on ability to plan ahead.
- Many large sites are difficult/expensive to sub-divide and market.

Land supply/demand and property market analysis: summary

- Office market is in over supply. Primarily this is due to developments like Maxim, but the oversupply causes rents to be depressed, impacting on viability to provide new supply. As a result, the right type of product is not in the right type of places.
- Industrial market more in equilibrium in terms of availability and take-up.
- North Lanarkshire has been impacted by the recession, employment has dropped and so has the demand for business space.
- Generally, demand for business space is tending to come from indigenous companies who want/need more modern premises ('replacement demand') rather than through growth ('expansion demand'). This is in both the industrial and office sectors and replacement demand tends to be driven by SMEs.
- Danger of such companies leaving and North Lanarkshire is then more in a state of 'managed decline'. There is competition from elsewhere that is getting stronger, e.g. Clyde Gateway.

- But there is expansion demand in some key sectors, notably business services. Challenge is to find suitable space for these growing companies or to convert space in sectors that are declining and where buildings may become vacant (e.g. public admin).
- Boosting skills and targeting key sectors around a skills/space package can attract expanding companies/sectors into North Lanarkshire and improve significantly on Oxford Economics forecasts. SBP has shown the way on this.
- This needs to tie-in with housing ('chimney pots' attract occupiers and secondary users).

Clearly, not all of the issues raised above can be satisfied through planning policy. For example, aspirations for more co-ordinated public sector interventions, rates relief and better access to finance need to be tackled by other public sector interventions, either locally or nationally. But it is important that these issues are flagged up and relayed to appropriate partners, in line with SPP's requirement for integrated planning and other public sector actions to support business (see section 4.2 above).

It is also important to note that the Reporters' comments on the most recent North Lanarkshire Local Plan 2012 suggested that there is an oversupply of employment land in the Council area. Although the exact level of oversupply is debatable, it is generally accepted that North Lanarkshire has for some time had considerable tracts of land designed for employment use which have not been developed.

Issues that the next Local Development Plan should address

Based on the charrette findings and the strategic policy parameters set by SPP and the SDP, there are a number of issues that the next LDP should seek to address for business and industry:

- What should happen with the oversupply of industrial land across Eurocentral, Gartcosh, Orchardton, Wardpark & Ravenscraig? What should surplus industrial land be used for? (see SPP paragraph 103).

- How can existing industrial areas be retained rather than emptied out to move elsewhere?
- How can up-to-date infrastructure and amenities be provided to ensure that North Lanarkshire's industrial and business areas are attractive to investors and businesses?
- Office market: what should be done about the impact of Maxim office oversupply & strength of Glasgow city centre?
- How should North Lanarkshire respond to the challenge of new employment land coming onto the market at Clyde Gateway?
- What is the role of town centres in supporting business and industry?
- How can the ageing stock of buildings be upgraded, particularly to provide accessible space for small/medium private/social enterprises?
- How can North Lanarkshire prepare for higher demand in specific sectors or types of premises, without being unduly prescriptive or accumulating too much risk?
- How can public sector business support be better co-ordinated?
- How can job opportunities be made more accessible to local communities? (particularly north-south travel and public transport, skills gaps)
- How can North Lanarkshire's advantages be consolidated and maximised? (proximity to Glasgow, availability of land and labour, access to strategic road/rail networks: see SPP paragraph 104)
- How can public sector partners help businesses access finance and reduce costs? (e.g. rates, ease of consents)

4.4 Towards a new policy framework

To answer the questions posed in the last section, we suggest that a new business and industry policy framework could be tested as the 'preferred option' for business and industry in the Main Issues Report consultation.

The potential new planning policy framework for business and industry policy has three components:

1. A spatial network of different types of business and industrial locations.
2. General placemaking principles for all business and industrial locations.
3. Integration of planning policy with other public sector business support.

The framework could be promoted in the MIR as the 'preferred option' for business and industry as it is based on the charrette findings, with alternative options being (a) no change to existing Local Plan policy or (b) the proposals put forward by land owners and agents in the pre-MIR Call for Sites submissions relating to business and industrial land.

More details on each of the three elements of the suggested preferred option are outlined below:

1 Spatial network of business and industrial locations

The following section proposes a spatial network of business and industrial locations suggesting where change is most needed. The map overleaf gives an indication of where change should be focused and where business and industry land uses should continue to be supported. The following text provides commentary on the locations identified overleaf.

Concentrate future large-scale business/industrial investment on strategic railheads/motorway connections, and promote supporting placemaking, accessibility and infrastructure interventions. These areas will require complementary supporting uses e.g. small scale retail, day care nurseries, hotels to improve their quality of place, integrate into the

wider community, ensuring they remain 'fit for purpose' to reflect changing employment patterns and improve marketability. Flexible development frameworks such as Supplementary Guidance should be prepared for each of the following:

- Strathclyde Business Park/Righead/Bellshill and proposed M8/A725 junction
- Mossend/Eurocentral/Newhouse axis
- Biocity
- Gartsherrie/Kilgarth (longer term)
- Westfield and M73/M80 junction

Other areas currently zoned for future business use should be re-conceived as mixed-use neighbourhoods (including housing) integrated with adjoining communities, the exact mix/proportions/distribution of uses, potential market sectors, physical connections and proposed amenities to be determined by preparing development frameworks as Supplementary Guidance:

- Gartcosh
- Wardpark North
- Orchardton
- Drumpellier
- Coatdyke²
- Etna, Carigneuk
- Braidhurst, Motherwell

²The industrial estate in Coatdyke requires a feasibility study for the area as a whole, including the future of the viaduct and any scope for non-industrial uses and investment around an industrial core.

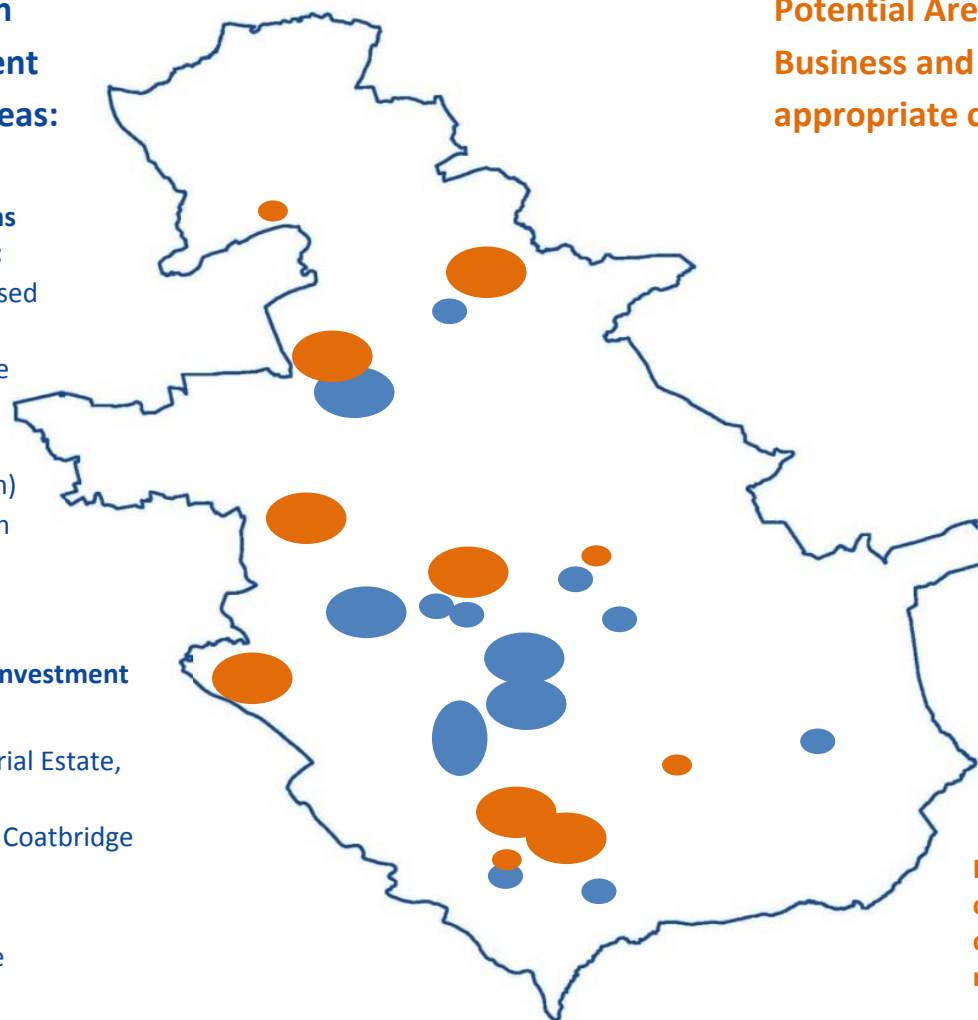
No change – continued focus on Business and Industry investment and support in the following areas:

Large Scale Business/ Industrial locations which should continue to be supported:

- SBP/Righead/Bellshill and proposed M8/A725 junction
- Mossend/Eurocentral/Newhouse axis
- BioCity
- Gartsherrie/Kilgarth (longer term)
- Westfield and M73/M80 junction

Planned industrial Estates where investment and continued support is needed:

- Blairlinn/ Lenziemill Industrial Estate, Cumbernauld
- Greenhill Industrial Estate, Coatbridge
- Caldeen Road, Whifflet
- Brownsburn, Airdrie
- Chapelhall Industrial Estate
- Foundry Road, Shotts
- Flemington Industrial Estate, Motherwell
- Netherton Industrial Estate, Wishaw



Potential Areas of Change – where Business and Industry uses may be appropriate combine with other land uses:

Areas which could be re-conceived as mixed-use neighbourhoods (including housing):

- Gartcosh
- Wardpark North
- Orchardton
- Drumpellier
- Coatdyke
- Etna, Craigneuk
- Braidhurst, Motherwell

Informal/unplanned commercial areas outwith town centres – could re-conceived appropriate for most non-residential uses:

- Garrell Road, Kilsyth
- Central Park, Airdrie
- Foundry Road, Cleland
- Orbiston Street, Motherwell

Planned industrial estates, some old and some new, are an essential part of local business/industry provision but are in need of investment in property and environment if they are to continue to provide good quality and affordable premises for small-medium private and social enterprises. In collaboration with the main landowner, potential placemaking interventions should be designed and costed as Supplementary Guidance for each estate to include: upgrading/replacement of existing premises, new amenities, access/parking and public/green space. Locations include:

- Blairlinn/ Lenziemill Industrial Estate, Cumbernauld
- Greenhill Industrial Estate, Coatbridge
- Caldeen Road, Whifflet
- Browns Burn, Airdrie
- Chapelhall Industrial Estate
- Foundry Road, Shotts
- Flemington Industrial Estate, Motherwell
- Netherton Industrial Estate, Wishaw

Informal/unplanned commercial areas outwith town centres could be re-conceived as being appropriate for most non-residential uses, with a focus on acting as a supply of affordable property for small-medium enterprises (for example those requiring yard space or which are less customer-facing than might be expected in a town centre). Potential placemaking interventions should be designed and costed for each location covering: upgrading of existing/replacement of premises, new amenities, car parking, and public/green space. Locations include:

- Garrell Road, Kilsyth
- Central Park, Airdrie
- Foundry Road, Cleland
- Orbiston Street, Motherwell

Town centres are important locations for SMEs especially in the office/leisure sectors. Policy should encourage these uses in town centres as well as retail, using the Town Centre First presumption to make town centres an attractive location of choice for office/small business investment. Existing town centre strategies should be reviewed with local stakeholders (including local businesses) to identify what supporting actions need to happen in each town centre (e.g. new business floorspace, access, transport). The town centres section of the MIR will address their future centres in more detail.

Tourism opportunities: North Lanarkshire offers limited opportunities for business related to tourism. These opportunities should be promoted:

- Auchinstarry Marina, Kilsyth
- Forth and Clyde Canal
- Antonine Wall World Heritage Site
- Strathclyde Country Park
- Seven Lochs Wetland Park
- Coatbridge Industrial Heritage (including Sumerlee – The Museum of Scottish Industrial Life)

2. General placemaking principles

The following placemaking principles should apply to all business and industrial areas in North Lanarkshire, with the view of making them more attractive for business and industrial investment:

- Greater integration between industrial/business areas and adjoining communities, including permeable boundaries, connections and shared amenities.
- Segregation of uses should be limited to the minimum required to ensure health & safety, residential amenity and business performance.
- Where existing businesses wish to expand onto adjoining land without favourable policy, this should be supported in principle

provided that their existing site remains in active use or is redeveloped.

- Temporary uses such as green infrastructure, community uses and renewable energy production should be promoted.

3. Integration with other public sector business support

Although not falling within the remit of planning policy, there are a number of actions that should be promoted by other Council departments and partners to support business and industry. The key is enhanced co-ordination between planning policy, local economic strategy and other public sector economic development agencies (through the LDP Action Programme) to tackle:

- Access to employment opportunities (travel and skills).
- Difficulty accessing business finance.
- Rates relief.
- Increased supply of modern small/medium business premises.
- Fragmented public sector business support.
- Costs/delays of planning and other regulatory consents (see SPP paragraph 106).
- Land ownership issues.

5

Conclusions


This report has outlined the charrette process that was adopted by North Lanarkshire Council in early 2014 to develop an alternative planning policy approach for business and industry in the Council area. The findings of the charrette approach have been detailed in the report, and have been used as the basis for a new policy approach to be tested in the forthcoming Main Issues Report.

The charrette was innovative in that it was the first time that a charrette approach was used in Scotland to generate a policy framework for a particular sector across a wide area, as opposed to a masterplan or equivalent for a defined place.

As explained in the section 1, the challenge was to work out how to remain true to the essential qualities of a charrette – collaborative design, concentrated activity, feedback loops, a holistic approach to placemaking and a focus on delivery – whilst adapting the model to fit a very different set of circumstances.

In some ways the charrette is ongoing, because the publication of the Main Issues Report is an integral part of feedback to charrette participants, and their responses to the MIR are another feedback loop in the process. But there are some early lessons that can be drawn from the pilot:

- The focus on **direct contact with businesses** to understand their needs and aspirations provided two benefits. Firstly, useful intelligence on which to consider future planning policy, an essential input which enables a new, more responsive policy framework to be put forward, in the spirit of the new Scottish Planning Policy. Secondly, the 'listening' attitude of the charrette team throughout the process has brokered positive relationships between the local authority planning department and individual businesses, often where no relationship existed before.

- 
- A focus on **specific places** and business needs has enabled a placemaking approach to be built into the proposed new policy approach to business and industry, in line with SPP requirements.
 - The charrette must be seen as **part of an ongoing iterative process** between businesses and the local authority: the charrette does not finish with publication of this document, but should continue with the MIR consultation and then the Proposed Plan. It is important that business and industry participants in the charrette are re-engaged when the MIR is published, making the connection for them that the MIR's preferred option for business and industry evolved from the charrette findings.
 - **Engaging with businesses is challenging**, particularly for policy development, but it can be done. Our experience during this charrette was that engagement needed to be very targeted, with minimal impact on business people's busy lives. Rather than organising an intensive multi-day charrette, collaborative workshop sessions were limited to at most a couple of hours, and needed to be carefully pitched and facilitated. Expecting business people to prepare planning policy is unrealistic – that's our job as planning professionals – which is why it is so important to see the MIR and Proposed Plan consultations as feedback loops within the overall charrette process.
 - The outputs are **not limited to planning policy**: supporting businesses needs co-ordinated public sector activity across a range of policy areas and organisations. The needs and aspirations raised by business and industry can only be satisfied through concerted public sector action, something which is again in the spirit of the new SPP.

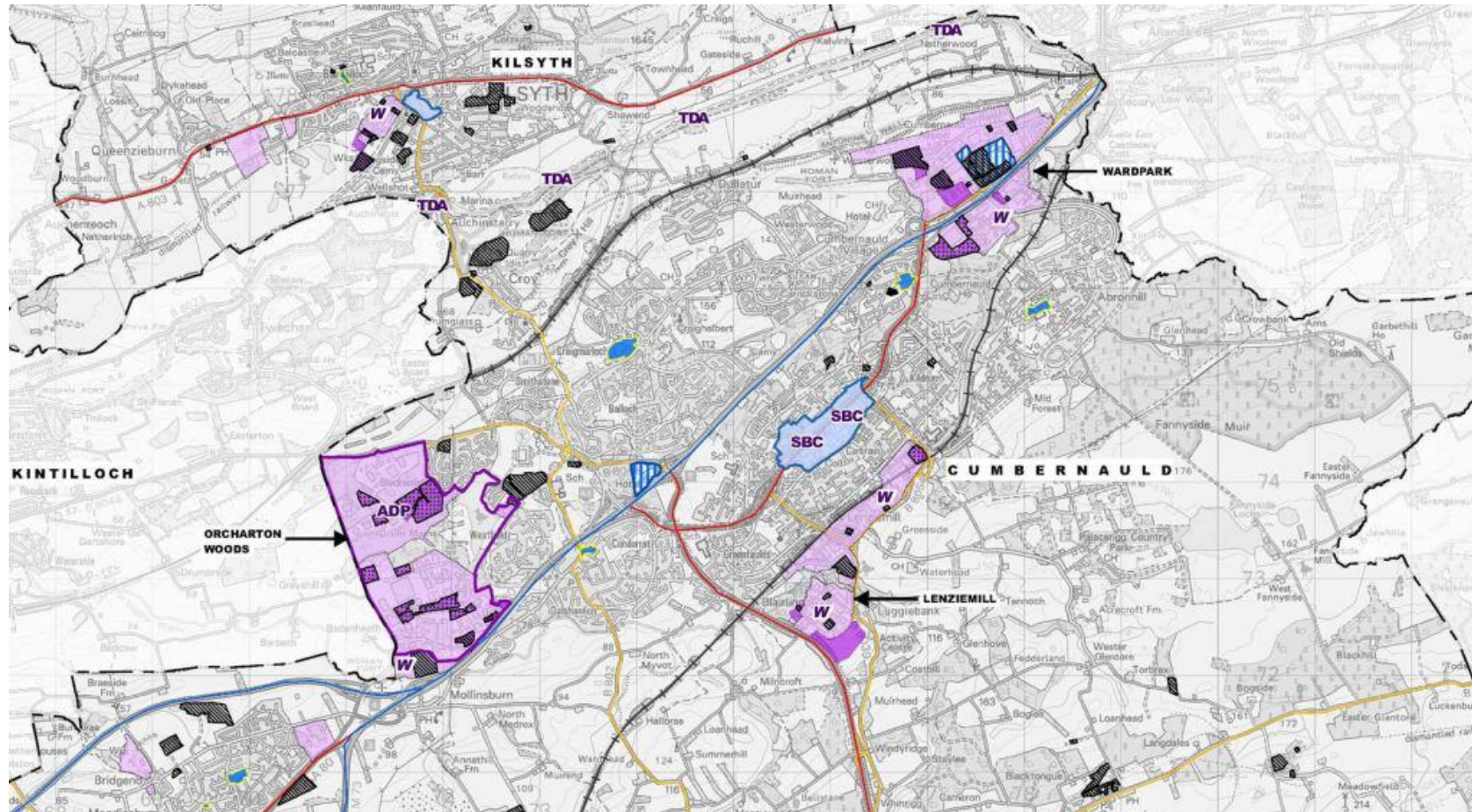


Appendix I — GIS Mapping outputs

- Local Plan 2012
- Call for Sites (New Local Development Plan)
- Market 'Snap Shot' 2013

Local Plan 2012

- Existing Industrial & Business Areas
- Sites promoted as Industrial & Business Areas



LEGEND

North Lanarkshire Local Plan 2012

Retail and Town Centres

- Commercial Centres (RTC1_B)
- Town Centres (RTC_A)
- Neighbourhood and Local Centres (RTC_C)

Economic Development and Infrastructure

- Existing Industrial and Business Areas (EDI1_A1)
- Promoting Economic Development and Infrastructure - Industrial and Business Sites (EDI2_A)
- Strategic Industrial and Business Locations (SIBL)

- ADP Alternative Development Potential (ADP)
- HAL High Amenity Locations (HAL)
- ITF International Transport Facilities (ITF)
- SBC Strategic Business Centres (SBC)
- TDA Tourism Development Areas (TDA)
- W Existing Waste Management Facilities (W)

Vacant and Derelict Land return for 2013

- Derelict Land
- Vacant Land & Buildings
- Vacant Land

Glasgow and Clyde Valley Strategic Development Plan 2012

- SEIL (Strategic Economic Investment Locations in the Glasgow Clyde Valley Strategic Development Plan)

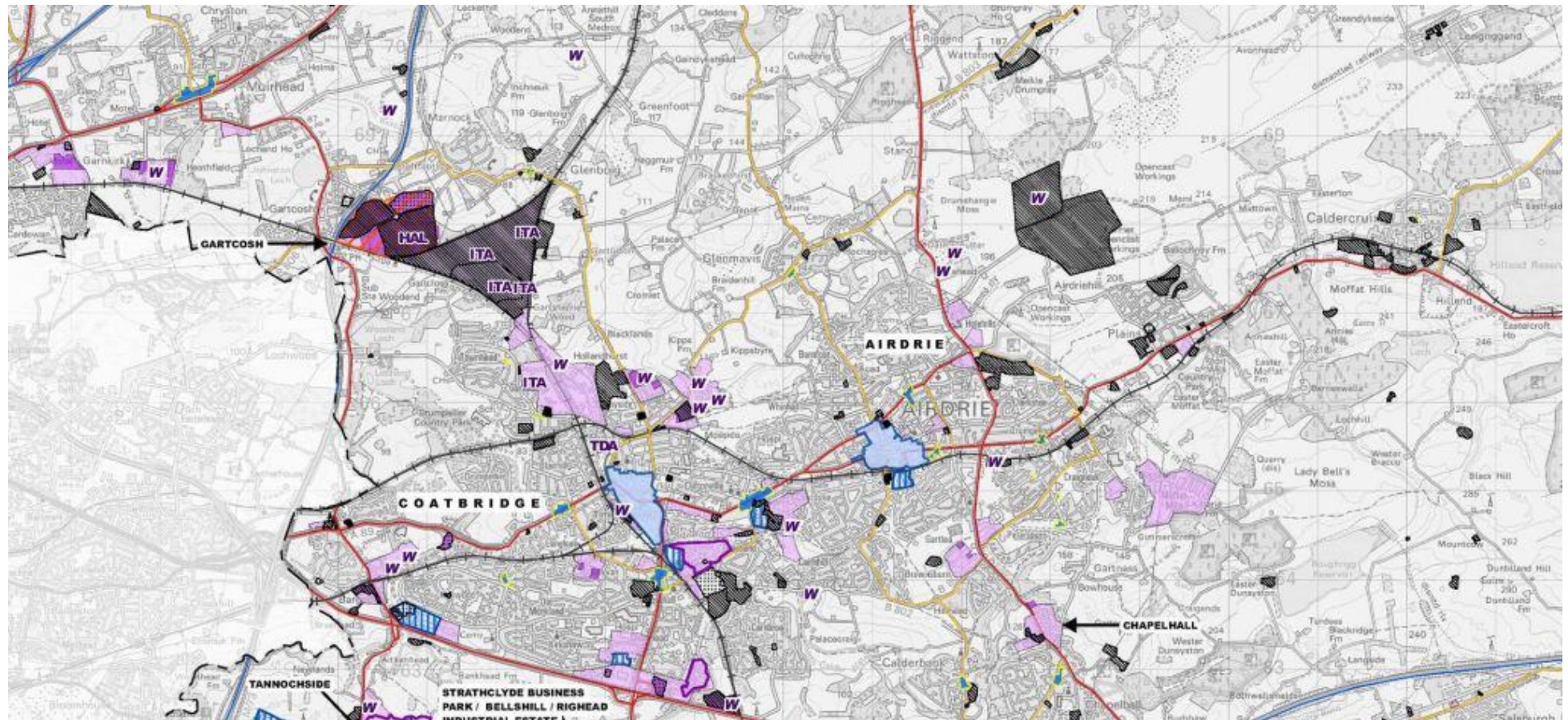
Transport Infrastructure

- Motorways
- A Road
- B Road
- Railway

Local Plan 2012

Existing Industrial & Business Areas

Sites promoted as Industrial & Business Areas



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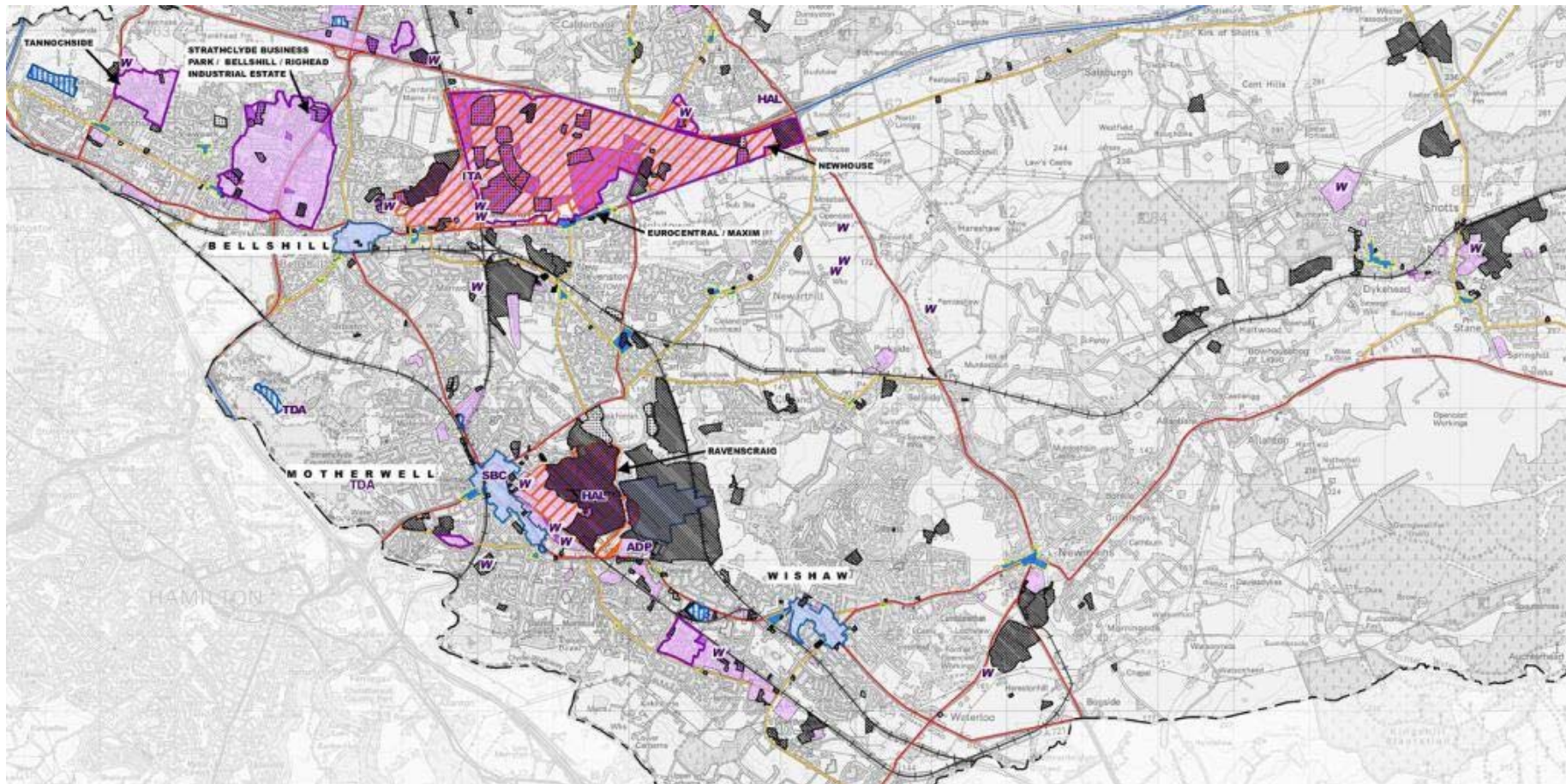
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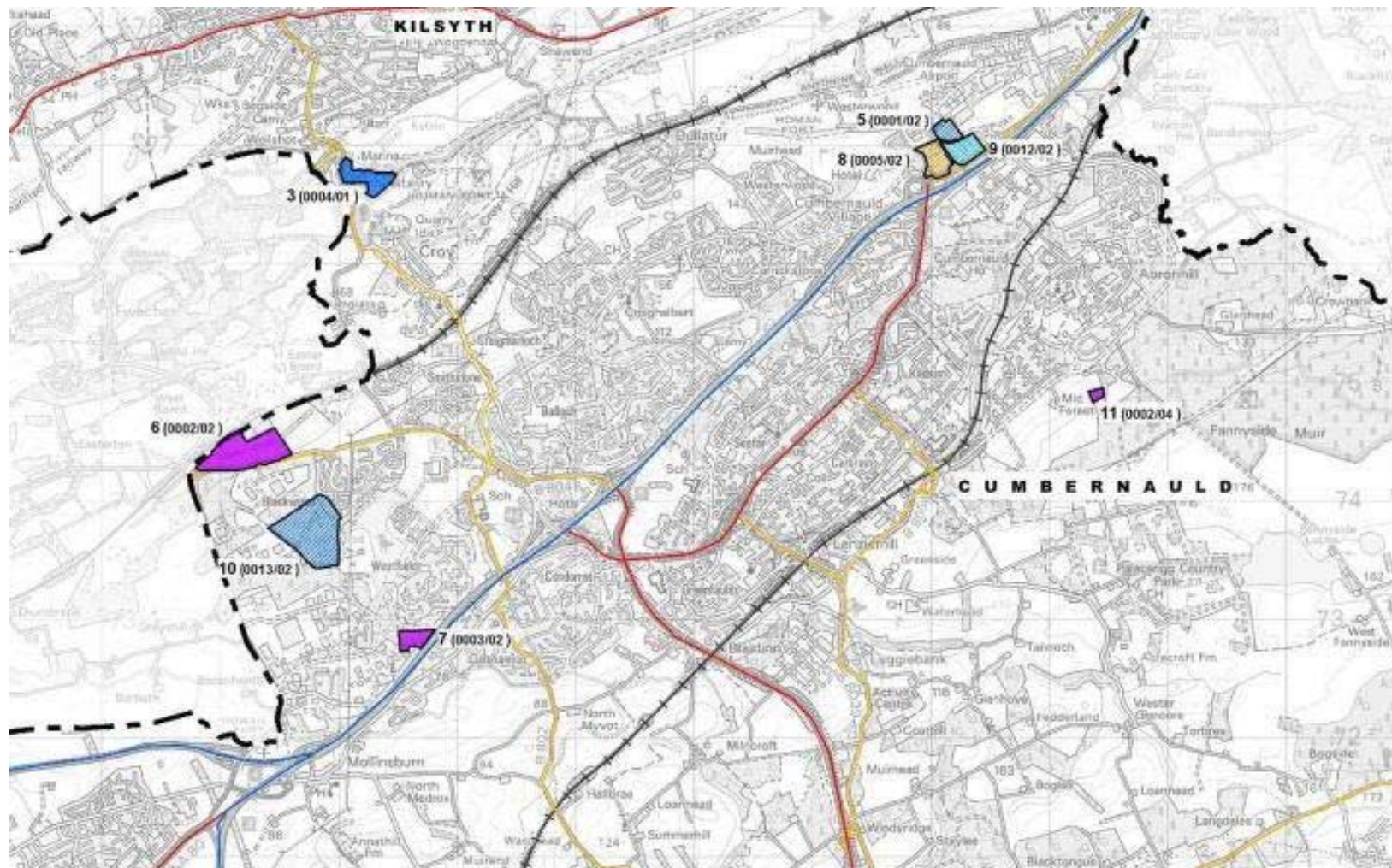
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Transport Infrastructure

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- Railway

Call for Sites 2013



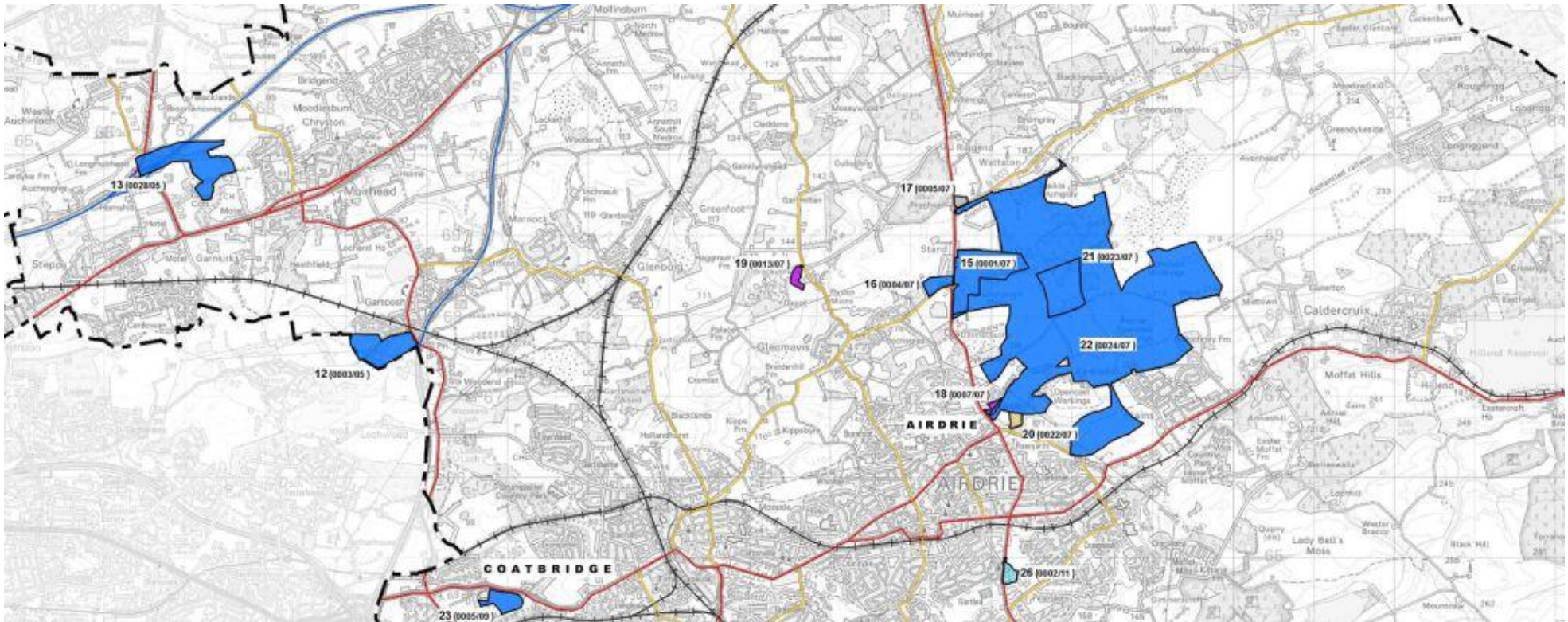
Sites proposed for Business and Industry Use

- Business and Leisure
- Business and Industry
- Mixed Use

Current Business and Industry Sites proposed for another use

- Mixed Use
- Residential
- Residential and Commercial
- Residential, Commercial and Leisure

Call for Sites 2013

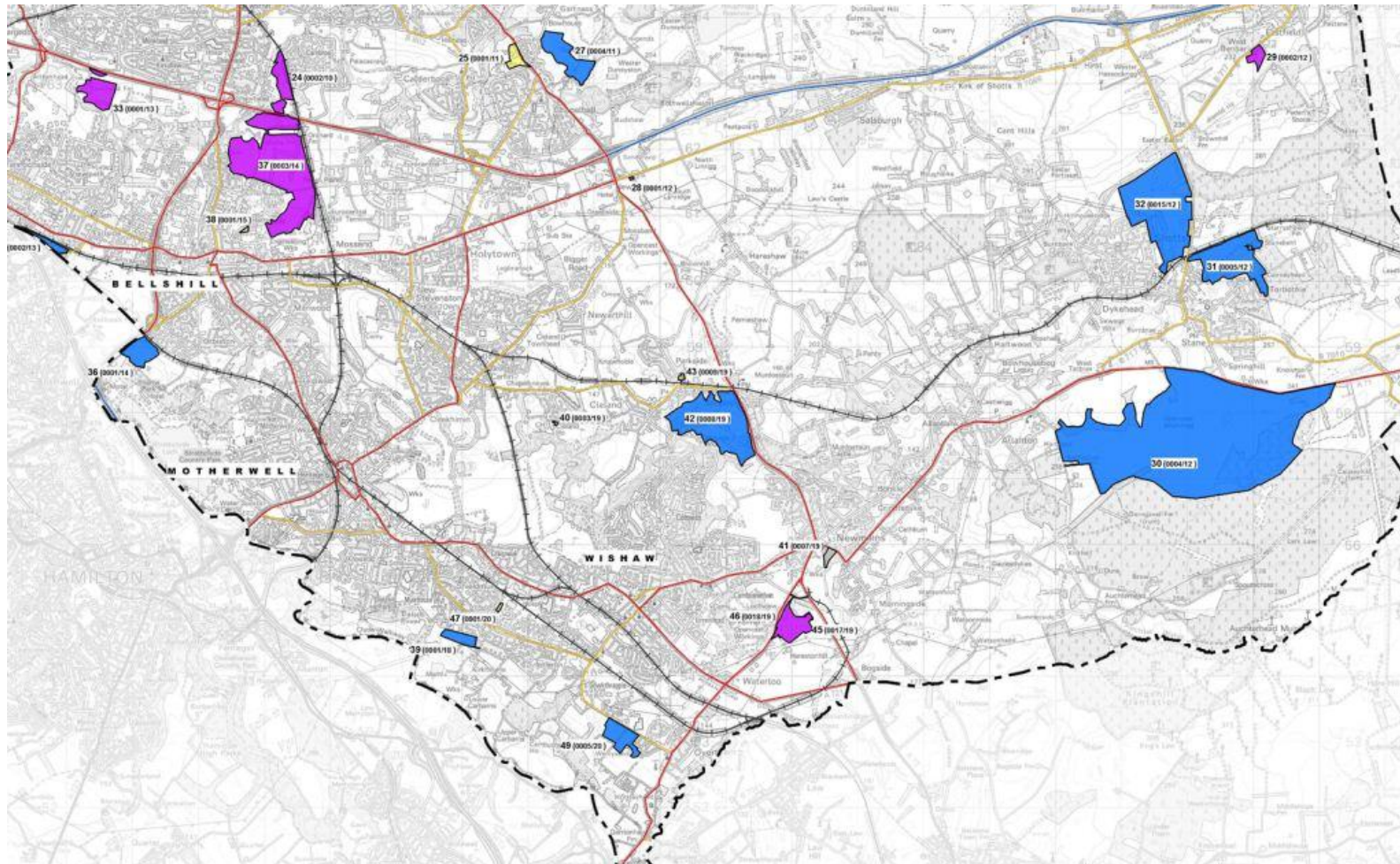


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Sites proposed for Business and Industry Use

☐ Business and Leisure

 Business and Industry

 Mixed Use

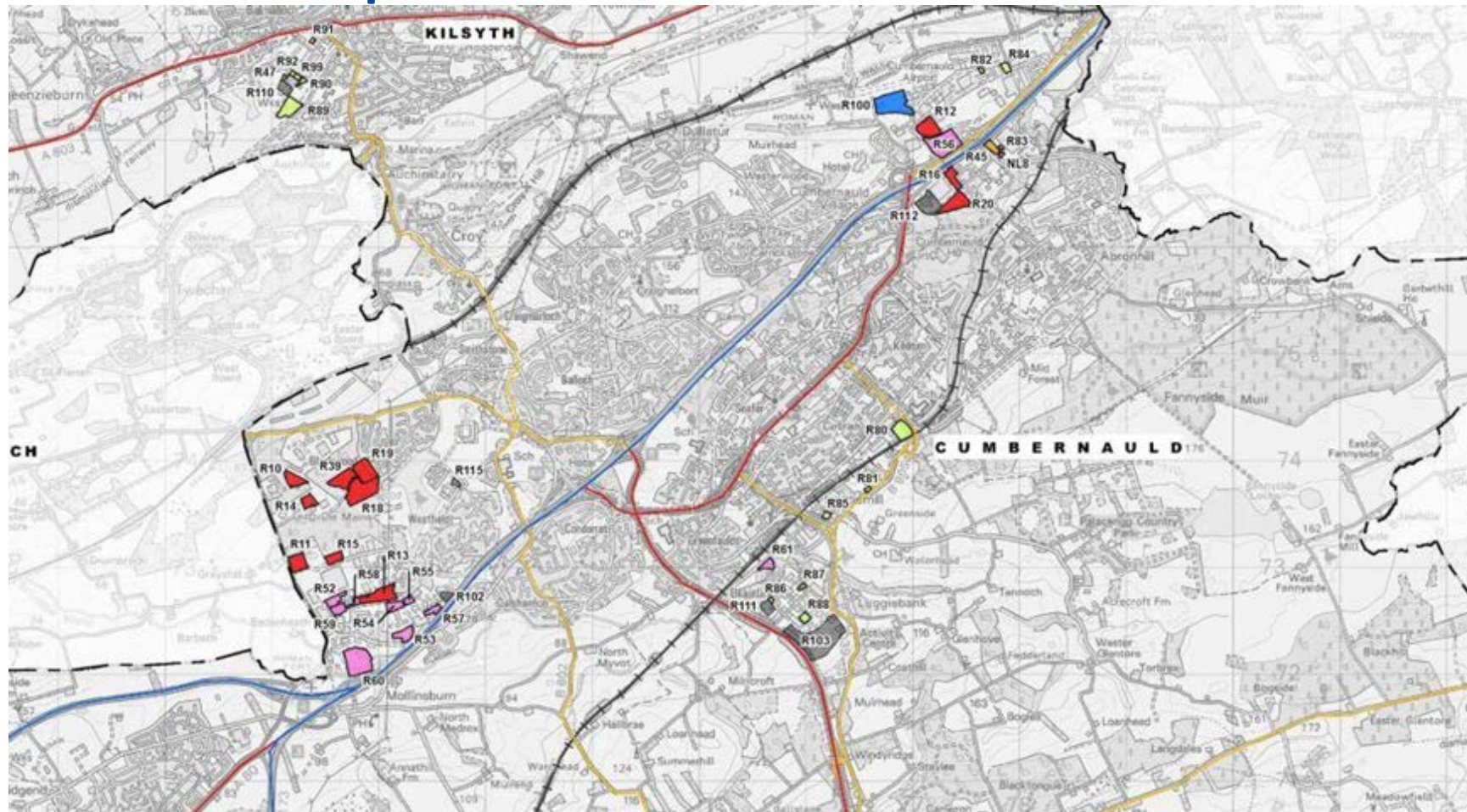
Current Business and Industry Sites proposed for another use

 Mixed Use Residential

 Residential and Commercial

34 Residential, Commercial and Leisure

Market Snap Shot 2013



Industrial and Business Land Survey 2013/
Ryden's Business and Industrial Land Review 2013

- Marketable
- Specialised / Reserved Site (locationally specific development)
- Temporary Use (potential to be available in next supply)
- Potential Marketable
- Remain in Industry
- Review to Other Use

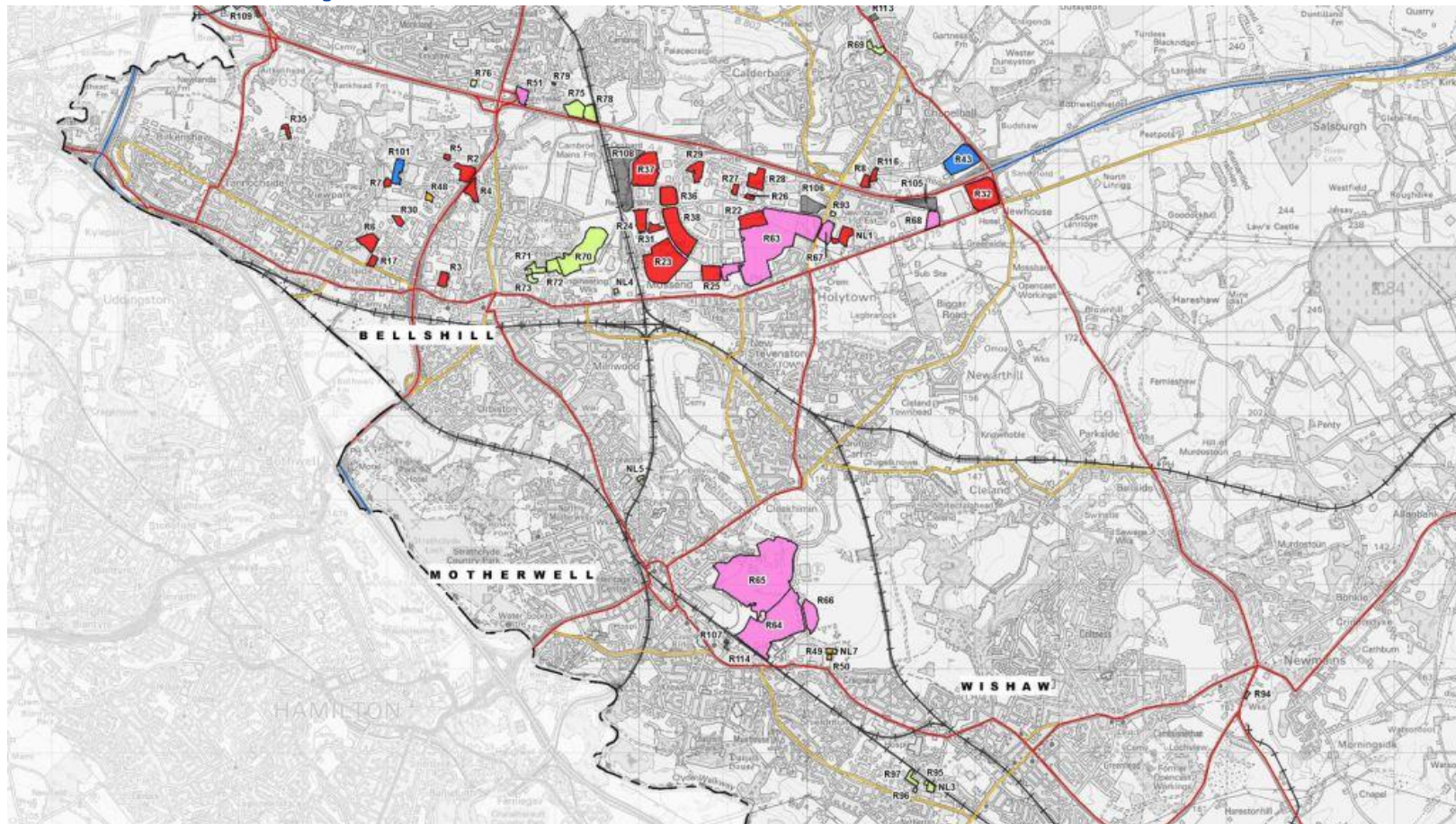
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Appendix 2 – Site Assessment

Place Making Qualities

	Car Parking		Supporting amenities (shops/ nurseries)
	Landscape		Cycle Paths/ Pedestrian Links
	Transport Upgrades		Security
	Public Transport Links (Bus/Rail)		Community Integration
	Broadband Connections		

Future Development Opportunities

	Upgrading of existing stock		Smaller Units for start-ups
	Larger units		Potential mixed use including housing

KEY FOR ASSESSMENT

Poor quality		Not appropriate	
Quality could be improved		Potential opportunity	
Good quality		Good opportunity	

Large Scale Business/ Industrial Locations where investment should be concentrated

Strathclyde Business Park

Place Making Qualities



Future Development Opportunities



Righead Industrial Estate

Place Making Qualities



Future Development Opportunities



Bellshill Industrial Estate

Place Making Qualities

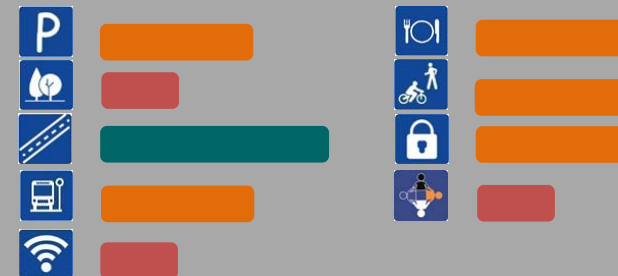


Future Development Opportunities



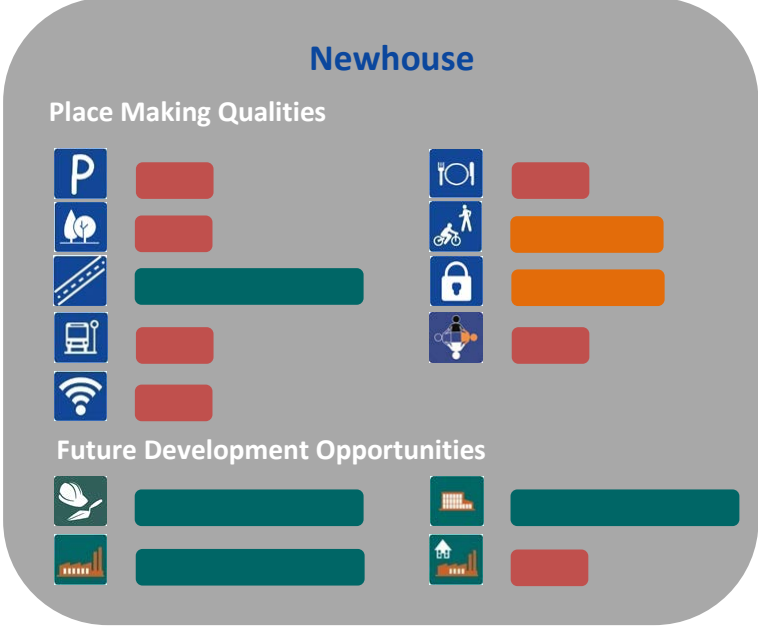
Mossend Industrial Estate

Place Making Qualities



Future Development Opportunities







Potential mixed-use neighbourhoods (including housing)

Gartcosh

Place Making Qualities



Future Development Opportunities



Wardpark North

Place Making Qualities

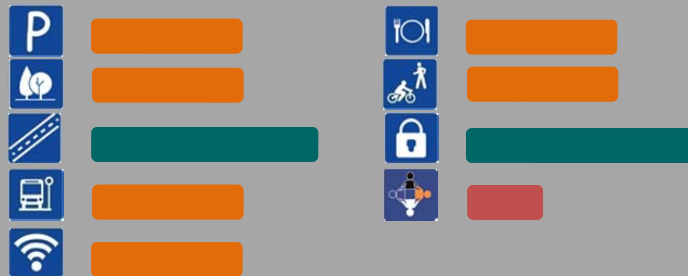


Future Development Opportunities



Orchardton

Place Making Qualities



Future Development Opportunities



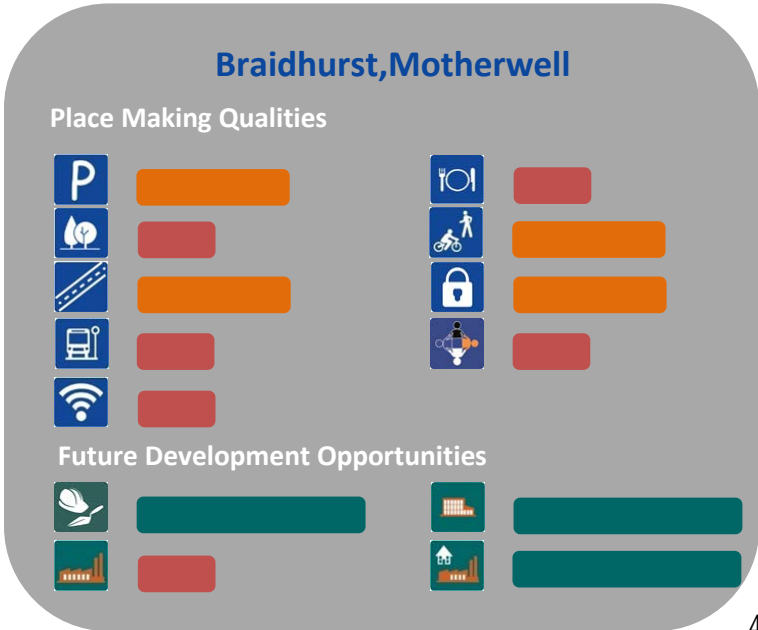
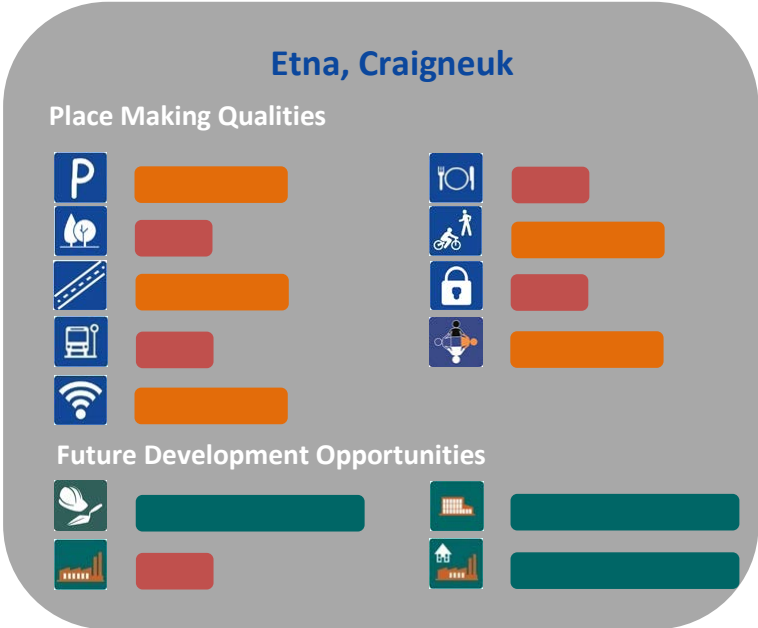
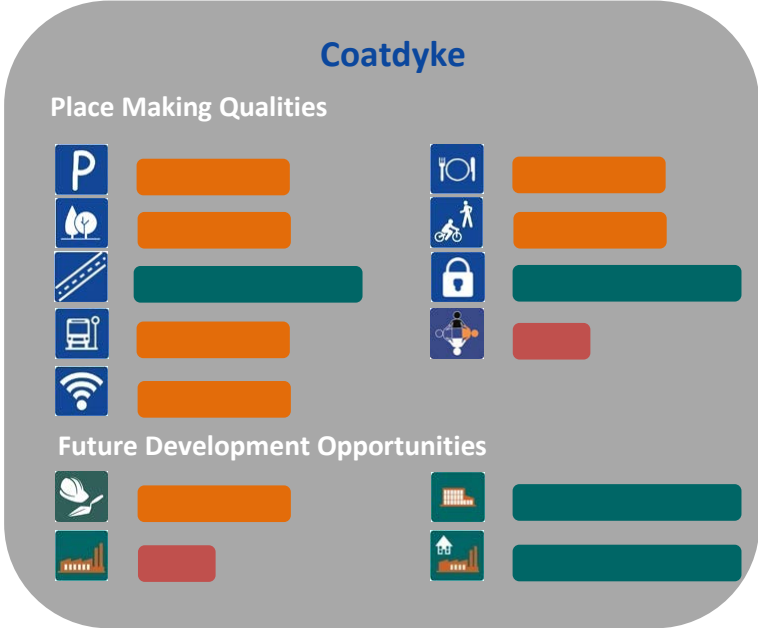
Drumpellier

Place Making Qualities



Future Development Opportunities





Planned Industrial Estates where investment and continued support is needed

Blairlinn/ Lenziemill, Cumbernauld

Place Making Qualities

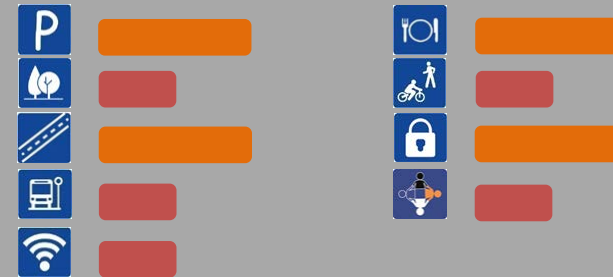


Future Development Opportunities



Greenhill, Coatbridge

Place Making Qualities



Future Development Opportunities



Caldeen Road, Whifflet

Place Making Qualities



Future Development Opportunities



Brownsburn, Airdrie

Place Making Qualities



Future Development Opportunities



Chapelhall

Place Making Qualities

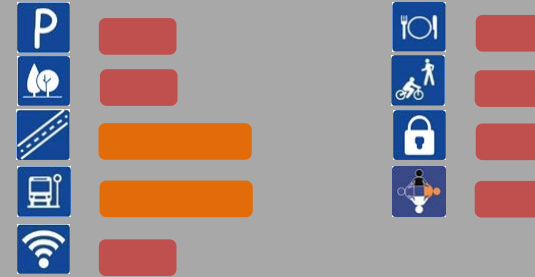


Future Development Opportunities



Foundry Road, Shotts

Place Making Qualities



Future Development Opportunities



Flemington, Motherwell

Place Making Qualities



Future Development Opportunities



Netherton, Wishaw

Place Making Qualities



Future Development Opportunities



Informal/unplanned commercial areas which could be re- conceived for most non-residential uses

