### Apply to the levelling up fund round 2

### Submission details

Submission reference	LUF20523
Created time	Wed, 10 Aug 2022 09:17
Signed-in user	53558cad-f629-4de6-8ea0-0ca8766659e2

### What is the legal name of the lead applicant organisation?

North Lanarkshire Council

### Where is your bid being delivered?

Scotland

### Select your local authority

North Lanarkshire

### Enter the name of your bid

Delivering on Cumbernauld's Town Vision

Does your bid contain any Yes projects previously submitted in round 1?

### Bid manager contact details

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### Enter the name of any consultancy companies involved in the preparation of the bid

The bid has been prepared by North Lanarkshire Council's Growth team however professional advice (e.g. legal, demolition strategy) and architect-led feasibility studies have been commissioned from suitably qualified professionals, as referenced throughout the application.

### Enter the total grant requested from the Levelling Up Fund

£9225000

### **Investment themes**

Regeneration and town centre	100%
Cultural	0%
Transport	0%

#### Which bid allowance are you using?

#### How many component projects are there in your bid?

1

### Are you submitting a joint bid?

No

#### Grant value declaration

I am submitting a bid as a Tick to confirm single applicant and can confirm that the bid overall does not exceed £20 million grant value

#### Gateway criteria: costings, planning and defrayment

l confirm that some LUF grant funding will be defrayed in the 2022/23 financial year	Tick to confirm
Costings and Planning Workbook	Cumbernauld Costings and Planning Workbook.xlsx

#### Provide bid name

Delivering on Cumbernauld's Town Centre Vision

#### Provide a short description of your bid

This proposal seeks enabling investment to deliver on an ambitious vision for establishing Cumbernauld as a 21st century new town which will bring education, employment and homes into the heart of North Lanarkshire's largest town. Levelling Up Fund support will enable North Lanarkshire Council to acquire two failing, adjoining shopping centres for later demolition and redevelopment of the site as a mixed-use Town Hub and the demolition of an adjacent, vacant office block. LUF support will act as a catalyst for the wider regeneration of the town centre, unlocking investment and helping to realise Cumbernauld's potential.

### Provide a more detailed overview of your bid proposal

North Lanarkshire Council seeks £9,225,000 in Levelling Up Fund support to provide the key enabling investment which will unlock the transformational regeneration of Cumbernauld town centre. Matched by a £1,025,000 Council contribution, Levelling Up Funds will be used to acquire two failing, adjoining

shopping centres (known as 'The Centre Cumbernauld' (TCC)). LUF support will unlock significant public and private investment totalling more than £320.9m, including for the TCC's demolition and redevelopment as a 'Town Hub', providing public services, health care and education at the heart of the town. This redevelopment will also stimulate private sector housing delivery, assembling land for residential use and enabling its development into muchneeded new homes. These developments will increase footfall and demand, securing the future of Cumbernauld's core retail offering.

Established as a new town in 1955, Cumbernauld is now North Lanarkshire's largest town and the tenth most populous place in Scotland. Its town centre is largely retail dominated and home to several shopping centres, two large office blocks and a further education college. This mix is no longer fit for purpose and does not meet the needs and aspirations of residents. Cumbernauld town centre has significantly higher retail vacancy rates than the Scottish average and more than a fifth of units in TCC were vacant at the Council's last (prepandemic) audit in February 2019. Available evidence suggests that vacancies have increased since and we expect this trend to continue to accelerate due to consumer trends and recent office closures.

The TCC building was completed in 1967 and is one of the most notorious examples of the brutalist architecture which dominated urban design in the post-war period. In 2005, viewers of Channel 4's instructively titled 'Demolition' programme voted it 'the worst building in Britain' and it is now in poor condition and has very limited accessibility. Cumbernauld also has the distinction of being the only place in Scotland to be awarded the 'Plook on the Plinth' Carbuncle Award for 'most dismal town centre' twice. The TCC presents an unappealing image of Cumbernauld which belies its potential as a sustainable, low-carbon regional hub providing civic space, connectivity, education, employment opportunities and net zero homes right in the heart of its town centre. This potential is articulated in 'A Vision for Cumbernauld' (one of a series of town centre visions which outline how North Lanarkshire's urban centres can be remodelled to support health, wellbeing and inclusive growth). This vision has strong stakeholder support, including from members and residents.

This proposal addresses the key challenges facing Cumbernauld town centre by removing the primary barrier to growth and enabling the realisation of a bold vision for the future town centre. LUF support will provide the key enabling investment to realise this aspiration vision and in so doing will enable new homes, community, education, healthcare, office, retail and sports centre space and realise significant benefits, including creating 1,387 full-time equivalent jobs, 2,285 person year equivalent construction jobs and £1.19bn in new GVA (present value).

### Provide a short description of the area where the investment will take place

Across the UK, the traditional retail-led model for town centres has been undermined by changing consumer preferences, due in part to the rise of out of town retail parks and online shopping. While many mixed-use centres have proved resilient to this challenge (or are able to evolve in response to it, for example through the conversion of peripheral retail to residential use) Cumbernauld town centre presents a unique challenge.

Developed to serve the new town of Cumbernauld in the 1960s, by the end of the 21st century Cumbernauld town centre no longer met the needs and aspirations of the town's growing population, many of whom instead travelled to nearby Glasgow or Stirling to shop, bypassing the TCC which many considered a blot on the urban landscape. In response, the Antonine Centre was built to provide modern retail space in the heart of the town. Conceived in the mid-1990s and completed a decade later, the Centre has not had the transformative impact that it was expected to, as the rise of out of town retail parks and the later rapid growth in online shopping has now led to a significant oversupply of retail.

The presence of large offices in the town centre helped sustain the centre's retail offering during this period. However, due to the impacts of Covid and

	public sector estate rationalisation, these offices closed during 2020 and are planned for demolition, leading to the relocation of more than 1,700 town centre jobs. These office closures may further accelerate TCC's decline. At the last Town Centre Audit in 2019, 35 of 166 units (21.1%) within TCC were vacant however analysis of the tenancy schedule provided to the Council by the centre's owners suggest vacancy rates have risen further since (and are likely to rise further as Covid-related government support unwinds/loan repayments are due and leases come to an end).
	Unlike many other town centres and high streets, there is limited residential footfall within Cumbernauld town centre to provide a buffer against these headwinds, with just 47 homes within the town centre boundary (most of which are in a 'very sheltered' retirement complex). There are also stark spatial inequalities in Cumbernauld, with typically affluent neighbourhoods to the north of the M80 (which have excellent road links to Glasgow and Edinburgh but not to the town centre) contrasting with the original estates on the periphery of the town centre which contain some of Scotland's most multiply deprived places. The Scottish Index of Multiple Deprivation identifies six 'datazone' neighbourhoods in 'Cumbernauld Central', each of which are ranked within the lower quartile including neighbourhoods with particularly low scores in the crime, education, health and income domains.
	Working with partners the Council is facilitating physical regeneration (including through CPOs and the demolition of poor quality tower blocks) to address some of challenges these areas face. This proposal will complement this work, creating a sense of place and improving access to education and employment opportunities for local residents.
Ontional Man Unload	

Optional Map Upload

### Does your bid include any transport projects?

No

### **Provide location information**

Location 1		
Enter location postcode	G67 1BU	
Enter location grid reference	275811, 674417	
Percentage of bid invested at the location	100%	
Optional GIS file upload for the location		

### Select the constituencies covered in the bid

Constituency 1		
Constituency name	Cumbernauld, Kilsyth and Kirkintilloch East	
Estimate the percentage of the bid invested in this constituency	100%	

### Select the local authorities covered in the bid

Local Authority 1		
North Lanarkshire		
100%		

#### Sub-categories that are relevant to your investment

Select one or more	Commercial
regeneration sub-categories	Civic
that are relevant to your	Residential
investment	

### Provide details of any applications made to other funding schemes for this same bid that are currently pending an outcome

No applications have been made to other funding schemes for this same bid. LUF grant will provide the catalyst for levering in follow-on investment from a range of funding partners (including devolved government, housing developers, investors and public bodies including NHS Scotland).

### Provide VAT number if applicable to your organisation

659 2820 09

### Bidders are invited to outline how their bid will promote good community relations, help reduce disparities amongst different groups, or strengthen integration across the local community

By improving civic pride in place and enabling the delivery of outstanding new amenities, facilities, homes and services at the heart of the town centre this bid will help foster good community relations, reduce disparities amongst different groups and strengthen integration across the local community.

Is the support provided by a 'public authority' and does the support constitute a financial (or in kind) contribution such as a grant, loan or guarantee?

Yes

## Does the support measure confer an economic advantage on one or more economic actors?

No

supporting your answer

present owner of The Centre Cumbernauld for the acquisition of land at market value (based on an independent market valuation provided by an established firm of RICS-accredited surveyors), the financial payment to be made to the present owner will not confer an economic advantage that is not available on market terms, and therefore the intervention does not qualify as a subsidy. Additionally, the intervention (which involves improvements to Cumbernauld Town Centre of a general, open access and public interest nature) will not affect international trade because it is purely local in nature and will not affect the economic behaviour of any person in respect of international trade.

# Is the support measure specific insofar as it benefits, as a matter of law or fact, certain economic actors over others in relation to the production of certain goods or services?

	No
Provide further information supporting your answer	Further to the previous answer, the activities directly and indirectly supported by the Levelling Up Fund will be construction works. The procurement process to engage these contractors will require demonstration of appropriate experience and expertise relevant to the nature of the works. Whilst this will benefit economic actors with appropriate experience and expertise over others without, the specific identify of the actors is not a part of the procurement process.

### Does the support measure have the potential to cause a distortion in or harm to competition, trade or investment?

	No
Provide further information supporting your answer	As noted above, the intervention does not qualify as a subsidy and the Council does not consider that there will be any market distortion through the acquisition of The Centre Cumbernauld at independently evaluated market rates. The intervention is intended to improve the viability of the retail sector in Cumbernauld generally, and therefore to the extent that the intervention results in changes to a market this is the intended result which the Council believes is in the public interest and in the interest of businesses in Cumbernauld generally. There is no selectivity involved.

### Will you be disbursing the funds as a potential subsidy to third parties?

No

### Has an MP given formal priority support for this bid?

	Yes
Full name of MP	Stuart McDonald
MP's constituency	Cumbernauld, Kilsyth and Kirkintilloch East
Upload pro forma 6	Pro Forma 6 MP Formal Priority Support Cumbernauld, Kilsyth and Kirkintilloch East.pdf

### Describe what engagement you have undertaken with local relevant stakeholders. How has this informed your bid and what support do you have from them?

The Council has engaged extensively on its vision for the future of Cumbernauld town centre, finding strong stakeholder and community support. Informed by stakeholder events during 2019, the vision for Cumbernauld town centre was then subject to wide consultation conducted in three phases over six months between October 2020 and March 2021.

In Phase One, the Council mainly engaged with landowners and developers and found strong support for the Council's vision, including from landowners who identified both opportunities to dispose of underperforming assets and the potential uplift in values that a mixed-use town centre with a smaller retail core may bring. Developers, particularly registered social landlords, were keen to explore opportunities for new, low-carbon homes.

In Phase Two, workshops were conducted with community planning partners, third sector organisations and community groups. This engagement found widespread support for an alternative to the retail-led model and for more homes, services and leisure opportunities in the town centre however participants had some concern about managing expectations and managing any short-term negative impacts during the transition to a mixed-use future.

The third phase of engagement consisted of an online exhibition and public survey. During this phase there was significant interest in the Town Centre Vision (with the online exhibition and 'virtual consultation rooms' visited more than 1,100 times) and overwhelming public support for our plans, with 97% of survey respondents agreeing that Cumbernauld needed a new vision to direct future development in the town. 59% 'completely agreed' with the vision itself. Comments left by visitors recognised that the plans were an ambitious response to the challenges facing Cumbernauld town centre, captured neatly by one respondent:

'The plans seem ambitious and so they should [be], the town centre was stuck in the past'.

Over the same period, the Council has also engaged on its plans for 'Town Hubs', which will provide pre-school, primary and secondary education and a range of amenities, civic and public services on site. Of 849 respondents on the Cumbernauld Town Hub proposal, 78% identified the town centre as 'the best location for a town hub', with 96% of local residents stating it was the best located for public transport.

More than a quarter (26%) of the 1,266 respondents to our Local Housing Strategy survey in late 2020 also identified 'remodelling town centres' as a key strategic housing priority for North Lanarkshire, with many participants expressing their support for our plans to reshape and repopulate our town centres.

For reasons of commercial sensitivity, the Council has been unable to consult widely on the specific proposal to use LUF support to acquire TCC, which is key to enabling the development of the Town Hub and delivery of the Cumbernauld Town Vision. It has however secured the support of the Cumbernauld Community Board (the local forum for community-led, placebased decision making) and formal priority support from the local constituency MP. Please see appended letters for confirmation.

### Has your proposal faced any opposition?

There is widespread support for North Lanarkshire Council's plans to regenerate the area's town centres. The Visions for each of North Lanarkshire's eight town centres and Town Hubs were approved by members, with cross-party support, in March 2020 as part of the Council's 'One Plan – One Place' Programme. These aspirations for our town centre also have have broad public support, which is strongest in Cumbernauld. 97% agree that a long-term vision is needed to revitalise Cumbernauld town centre and around

six in ten (59%) 'completely agree' with the Vision prepared by the Council. The Council has also secured the support of the Cumbernauld Community Board for the Vision.

There has been no direct opposition to the Council's plans however earlier in 2022, an anonymous individual made a request to Historic Environment Scotland (HES) for it to consider designating The Centre Cumbernauld as a listed building. HES has carried out a public survey as part of its consideration which had an unprecedented response rate, with 84% against listing. A decision on listing is expected in September 2022, however the Council has had extensive, positive engagement with HES and it is likely that should a listing decision be made it will only cover limited and movable elements of the megastructure (e.g. The St Enoch Clock), which could be integrated within our plans for follow-on development.

#### Do you have statutory responsibility for the delivery of all aspects of the bid?

Yes

### Provide evidence of the local challenges / barriers to growth and context that the bid is seeking to respond to

While North Lanarkshire boasts one of Scotland's fastest-growing economies (when measuring GVA growth over the last decade), the legacy of its industrial past continues to be felt, and manifests itself in comparatively poor performance in a wide range of economic indicators.

North Lanarkshire's residents are significantly more likely to be economically inactive, to be on long-term sickness benefits, to be workless, to have lower skills or to be in lower-grade, lower-paid employment residents elsewhere in Scotland and across the UK.

According to the most recent evidence available on Nomis, North Lanarkshire has fewer residents economically active (71.1%) than Scottish (76.2%) or UK (78.4%) averages with a far higher proportion of economically inactive residents long-term sick (47%) than Scotland (29.4%) or the UK (24.6%). More than a fifth (21%) of North Lanarkshire's households are workless (Scotland: 18.1%; UK: 13.6%) while, of those in work, only 36% are in Soc 10 Major Group 1-3 occupations (UK: 50%) and the area has almost three times as many residents with no qualifications (18.6%) than the UK average (6.6%). Jobs density in North Lanarkshire (0.66) is also well below Scottish (0.8) and UK (0.84) averages and gross weekly pay by resident full-time worker is also well below average (NL: £598, Scotland: £622, UK: £613).

These disparities have been evident since the Council's formation following local government reorganisation in 1996 with available data from some of Cumbernauld's wards suggesting this disparity is particularly acute in parts of the town. For example, unemployment claimant rates in Cumbernauld North are 1.4%, well below the UK average. However, rates in other parts of the town such as Cumbernauld East and Cumbernauld South are above the UK average at 4.3% and 5.8%, respectively.

North Lanarkshire also has higher levels of deprivation than most other authority areas, with analysis of the most recent Scottish Index of Multiple Deprivation in 2020 finding that the area has a growing share of the most deprived neighbourhoods in Scotland (ranking sixth of Scotland's 32 local authorities for the highest proportion of neighbourhoods in the most 20% deprived in Scotland).

Cumbernauld town centre has been variously described as 'the most dismal place in the country' and the 'Kabul of the North' with The Centre Cumbernauld voted as 'the worst building in Britain'. In a recent survey, 70% of 1,706 respondents stated they were 'very dissatisfied' with the town centre, with the general mood captured by one respondent, who stated that:

"The megastructure is outdated, ugly, and far from user friendly. It is a blight on Cumberland that stops the town functioning as it should. It is not somewhere that makes you feel safe, it is somewhere to avoid and has long since stopped being fit for purpose. It is barren wasteland of a building that should be consigned to history, not preserved for historic reasons. The town centre is a failure and does not function as originally designed. The people of Cumbernauld deserve better..."

#### Explain why Government investment is needed (what is the market failure)

The HM Treasury Green Book states clearly that one of the principal rationales for public intervention is market failure. Market failure occurs where the market has not and cannot reasonably be expected to deliver an efficient outcome and that the intervention proposed should seek to address this market failure.

The proposed LUF intervention is needed to address market failure arising from the following:

the nature and strategic location of the site;

the required town hub infrastructure being a public asset which the private sector is unable and ill placed to provide;

the levels of abnormal costs associated with the acquisition and redevelopment of the site due to the existence of the failing retail dominated megastructure which is no longer fit for purpose; and

the commercial and financial capacity of the Cumbernauld redevelopment to bear these abnormal costs.

Without LUF intervention the market failure as summarised above will not be addressed. This will consequently lead to the continued decline of Cumbernauld town centre and constrain its potential to become a '21st century new town' which delivers merit goods like education and healthcare and which supports inclusive growth, delivering positive social and economic outcomes for Cumbernauld, North Lanarkshire and the wider region.

The failure here arises from a number of contributing factors including:

That the infrastructure will be publicly owned and publicly accessible; That a large proportion of the infrastructure itself does not directly generate income i.e. there will be no charge for some users (school pupils and NHS patients); and

That all of the land required for infrastructure is not controlled by a single developer or the Council - its delivery requires assembly of land and interests currently owned and/or occupied by a number of third parties.

It is clear therefore that the nature of the works required constitute public and merit goods, that conventional market failure exists and that there is a case for public intervention in delivering the works.

The impact of failing to address the market failure and barriers will see: the redevelopment of Cumbernauld town centre severely constrained and the town centre continuing to decline. This would have a significant negative impact on the local community and on town centre footfall and activity as the current retail and office led town centre is no longer fit for purpose given the changing consumer trends, flexible working arrangements and reduction in office use;

pressure to meet housing and commercial demand elsewhere in North Lanarkshire, including on greenfield sites and on land within the green belt;

failure to meet demand for residential and commercial property with the demand being met outwith North Lanarkshire, further widening the gaps between North Lanarkshire and more affluent parts of the region and the UK – leading to a levelling down rather than levelling up; and

significant negative impacts on place attractiveness and competitiveness, further reducing Cumbernauld's ability to attract inward investment into the town and its centre.

## Explain what you are proposing to invest in and why the proposed interventions in the bid will address those challenges and barriers

This bid proposes to use Levelling Up Fund monies, matched by the Council's own contribution, to purchase The Centre Cumbernauld at an agreed market valuation from its current owner, for later demolition and redevelopment of the site as a Town Hub. Levelling Up Fund support will also be used to demolish Fleming House, a vacant former office block adjacent to the centre which will become the site of a new bus interchange, improving transport and travel connections and supporting sustainable travel.

Upload Option Assessment report (optional)

### How will you deliver the outputs and confirm how results are likely to flow from the interventions?

### Set out how other public and private funding will be leveraged as part of the intervention

The Council will provide £1,025,000 (10%) in match funding to secure the acquisition of TCC and the demolition of Fleming House, which are the key enablers for the redevelopment of Cumbernauld town centre. This enabling investment will act as the catalyst for key later milestone in delivering the vision for Cumbernauld, which will include:

Acquisitions of additional land for later clearance\* Development of new 30,000m2 Town Hub Development of six-storey mixed-use space, to include new Bus Station.

These will be funded by a mix of sources including public sector (including NHS Scotland, North Lanarkshire Council, Scottish Government and Strathclyde Partnership for Transport) and private sector investment (e.g. housing developers, investors).

\*Additional sites will be acquired later in the delivery programme; this will ensure ongoing civic, cultural, leisure and retail activity – e.g. current use of these spaces (like the Health and Sports Centres) will remain in situ until replacement facilities are built as part of the Town Hub.

### Explain how your bid aligns to and supports relevant local strategies and local objectives for investment, improving infrastructure and levelling up

The Plan for North Lanarkshire set out the Council and its Community Planning Partners' long-term strategic plan for making North Lanarkshire the place to live, learn, work, invest and visit. Town centre regeneration is at the heart of these plans and is at the centre of the Council's plans for inclusive growth. Reshaping and repopulating the area's town centres is one of four strategic priorities identified in Improving Economic Opportunities and Outcomes for All: the North Lanarkshire Economic Regeneration Delivery Plan (ERDP). The ERDP's Action Plan identified three key strategic actions which will deliver on this priority: developing aspirational visions for town centres; delivering transformative town centres with a particular focus on new residential provision; and, repurposing or redeveloping vacant or unused priority buildings within town centres.

In The Place, The Vision, the Council delivers on the first of these strategic actions. This report sets out visions for each of North Lanarkshire's eight town centres, including Cumbernauld, and the strategic context and key trends which inform them. The document envisions a much different future for Cumbernauld's town centre, with core retail (including the Antonine Centre) supported by the development of new homes and of a new community hub, providing a range of services including nursery, primary and secondary schools and other community facilities. This proposal is central to realising this vision, and by securing ownership of this critical site and enabling its redevelopment we will also meet the other strategic actions which deliver on our priority for reshaping and repopulating Cumbernauld town centre, contributing to the economic regeneration of the town and of the wider local authority area. These plans have inclusive growth at their heart and by delivering on them the Council (and UK Government) will be levelling up outcomes and opportunities for all of North Lanarkshire's people.

In 2019, North Lanarkshire Council declared a climate emergency and officers are currently developing plans to ensure that the Council is net zero by 2030 (and that North Lanarkshire is net zero, as far as reasonably practicable, by that date) which will be set out in the Council's forthcoming Climate Change Action Plan.

Many of these local plans align with the priorities of Scotland's devolved administration for place and town centres and Delivering on Cumbernauld's Town Centre Vision is founded on Scotland's Place and Town Centre First principles for collaborative, place-based action which responds to residents' priorities for tackling town centre decline. Town Centre Living and '20 minute neighbourhoods' are also key objectives of Scotland's long-term strategic plan for Housing to 2040 and in the draft National Planning Framework 4.

The new, warm, well-connected homes that will be delivered through follow-on investment will also be sustainable in their truest sense (reducing embodied carbon where possible, reducing carbon emissions from housing and from transport), supporting the Scottish Government's ambitious plans for Net Zero.

This proposal will bring life and vibrancy to the heart of Cumbernauld town centre, transforming a declining town centre, dominated by a failing shopping centre that is a blot on the urban landscape and a relic of the brutalist past into a model for town centres of the future. In doing so it will make significant contributions to national policy objectives, including for climate change, levelling up and town centres.

By helping realise the vision for a reshaped, repopulated '21st century new town' which is a far more attractive place to live, work and visit, it will align with national policy and provide an exemplar of the future town centre envisioned in the UK Government's response to the Housing, Communities and Local Government Committee's 'High Streets and Town Centres in 2030' report, where it recognised that:

'...our high streets and town centres can have a better and more balanced future ahead of them. This will require a shift from the retail focused activities of high streets and town centres today to new uses and purposes which foster greater social interaction, community spirit and local identity and characteristics.

Achieving this will require significant structural change and concerted effort. But, with a properly planned strategic intervention led by the local authority, with the backing of local stakeholders and the wider community, we can redefine our high streets and town centres and make them sustainable and future proof.'

This response preceded the publication of the Build Back Better High Streets strategy. In the Prime Ministerial foreword to the strategy Boris Johnson notes that:

'Successive governments have, with the best of intentions, sought to support our high streets by pretending that the 21st century hasn't happened, propping them up and sitting Canute-like as the waves of changing habits and online retail lap around their ankles. We're doing things differently.'

and that

'with a little help from government, [town centres] can once again become the proud and prosperous heart of every community'.

In this project, North Lanarkshire Council is doing things differently. Rather than trying in vain to prop up a failing town centre model in Cumbernauld, the Council is instead proposing radical change which creates a 21st century new town. This proposal requires a little help from the UK Government to ensure that Cumbernauld town centre can become the proud and prosperous heart of North Lanarkshire's largest town.

The new, warm, well-connected homes that will be delivered through follow-on investment will also be sustainable in their truest sense (reducing embodied carbon where possible, reducing carbon emissions from housing and from transport), supporting the UK Government's ambitious plans for Net Zero.

#### Alignment and support for existing investments

Where applicable explain how the bid complements or aligns to and supports existing and/or planned investments in the same locality As part of the levelling up agenda, North Lanarkshire was awarded £2.4m against 5 pilot projects under the UK Community Renewal Fund. One of these projects has set up a temporary entrepreneurial hub in Cumbernauld – aimed at tackling the town's low self-employment rates. This project is targeting Cumbernauld residents, including those who are economically inactive, to raise their self-confidence and belief that they can start and run their own business. Post-development, the Council will also use future UK Shared Prosperity Fund allocations to support economic activity and skills development in Cumbernauld town centre.

### Confirm which Levelling Up White Paper Missions your project contributes to

Select Levelling Up White Paper Missions (p.120-21)	Transport Infrastructure Digital Connectivity Education Pride in Place Housing
Write a short sentence to demonstrate how your bid contributes to the Mission(s)	This project principally contributes to the Levelling Up White Paper Mission 9 (increasing pride in place). Cumbernauld town centre has been variously described as 'the most dismal place in the country' and the 'Kabul of the North' with The Centre Cumbernauld voted as 'the worst building in Britain'. It is little surprise then that residents have little pride in the town centre. In a recent survey on the future of the town, respondents were asked 'how satisfied are you with the current megastructure [TCC] and Cumbernauld town centre in general?'. 70% of the 1,706 respondents stated that they were 'very dissatisfied', with a further 16% 'somewhat dissatisfied'. The general mood was captured by one respondent who stated that:
	"The megastructure is outdated, ugly, and far from user friendly. It is a blight on Cumberland that stops the town functioning as it should. It is not somewhere that makes you feel safe, it is somewhere to avoid and has long since stopped being fit for purpose. It is barren wasteland of a building that should be consigned to history, not preserved for historic reasons. The town centre is a failure and does not function as originally designed. The people of Cumbernauld deserve better"
	This project will transform Cumbernauld town centre from a place which residents are embarrassed of to one they can take huge pride in - a visionary 21st century new town, rather than a brutalist blot on the urban landscape.
	It will also contribute to Mission 3, improving local public transport connectivity (as follow on investment will deliver a new and much improved bus station) for Cumbernauld which supports improved provision and connects to the active travel network).
	It will also contribute to other Levelling Up Missions, including 4 (5G coverage) as the new town centre and all its homes, buildings and places will be connected to the 5G network and 10 (increased homeownership and improved housing standards) by enabling hundreds of high-quality new homes across a mix of tenures.

### Provide up to date evidence to demonstrate the scale and significance of local problems and issues

While North Lanarkshire boasts one of Scotland's fastest-growing economies (when measuring GVA growth over the last decade), the legacy of its industrial past continues to be felt, and manifests itself in comparatively poor performance in a wide range of economic indicators.

There are significant economic, education and enterprise disparities between North Lanarkshire and the UK. Almost one in five (18.6%) of North Lanarkshire residents aged 16-64 have no formal qualifications, almost three times the UK average (6.7%); to 'level up' with the UK would require a further 25,600 local residents gaining qualifications. Almost three in 10 (28.9%) of North Lanarkshire residents are economically inactive (UK: 21.8%); to level up North Lanarkshire it would require 15,500 more residents to become economically active. Local residents in full-time employment would have to earn a further £2,052 each year to achieve parity with UK average earnings while the number of active enterprises (392.6) and businesses born each year (46.6) per 10,000 residents aged 16-64 in North Lanarkshire is almost half the UK averages (of 85.5 and 717.8 respectively). To level up enterprise activity would require a further 855 local businesses to start up each year and an additional 7,100 North Lanarkshire enterprises to be actively trading.

These disparities have been evident since the Council's formation following

local government reorganisation in 1996 with available data from some of Cumbernauld's wards suggesting this disparity is particularly acute in parts of the town. For example, unemployment claimant rates in Cumbernauld North are 1.4%, well below the UK average. However, rates in other parts of the town such as Cumbernauld East and Cumbernauld South are above the UK average at 4.3% and 5.8%, respectively.

North Lanarkshire also has higher levels of deprivation than most other authority areas, with analysis of the most recent Scottish Index of Multiple Deprivation in 2020 finding that the area has a growing share of the most deprived neighbourhoods in Scotland (ranking sixth of Scotland's 32 local authorities for the highest proportion of neighbourhoods in the most 20% deprived in Scotland).

In Cumbernauld, the area's largest town, these challenges are compounded by the failings of its town centre, which is in its current form is in terminal decline, which has been accelerated by the impacts of the Covid-19 pandemic and the closure of the largest employment centres in the town (removing 1,700 jobs from the town centre and further eroding footfall for its failing retail offer). 70% of respondents (largely local residents) to a recent survey stated that they are "very dissatisfied" with the current town centre while the most recent available figures suggest that more that vacancy rates at The Centre Cumbernauld are 21%.

### Demonstrate the quality assurance of data analysis and evidence for explaining the scale and significance of local problems and issues

All data referred to in the previous question and the majority of data used throughout this application is from nationally recognised sources published by the Office for National Statistics (ONS) and the Scottish Government.

Official statistics used such as GVA estimates and SIMD data are classified as national statistics as they have been assessed by the Office for Statistics Regulation as fully compliant with the Code of Practice for Statistics. Statistics used within this application are from the latest publicly available datasets which often have an associated data lag or are only produced annually, or in the case of SIMD statistics, every 3 or 4 years (N.B. the most recent iteration was in 2020).

The DWP Claimant Count data is published on a monthly basis via the official labour market statistics website, NOMIS. These are classified as experimental statistics which are newly developed or innovative statistics. These statistics are deemed experimental due to changes in the benefit system in line with the roll out of Universal Credit since April 2015. However, these are broadly used at a local authority level as a proxy measure for unemployment as the quarterly Labour Force Survey does not provide a local authority level breakdown.

As the data in section 5.1a is produced at a national level and with a consistent approach used to provide local authority breakdowns across Scotland and/or the UK, it is reasonable to conclude that these statistics are unbiased at a North Lanarkshire level.

The economic model has also relied on official methodologies – for example, to calculate job creation (Scottish Annual Business Statistics), GVA multipliers (Scottish Government Supply and Use Tables) or adjust for inflation (Office for Budget Responsibility). Costs have been provided by expert consultants (demolition) and quantity surveyors (all other follow-on development) based on extensive surveys and current design proposals.

A housing density of 55 new homes per hectare is based on the scale of town centre housing proposed by landowners for a new town centre housing site which is currently being considered through the planning process, which envisions a range of house sizes and types, with costs derived from Construction Industry Training Board figures. Land values have been estimated by the Council's own RICS qualified surveyors based on recent sales data and market information.

Town centre vacancy rates used are either authoritative (SLAED) or based on physical inspections (periodic Town Centre audits) of every town centre property or (during Covid) assessments of current tenancy schedules provided by centre owners.

A variety of consultation activities have been referred to in this application. All surveys and other engagement exercises were carried out in accordance with (or reference to) the Council's protocols for developing robust and unbiased consultation activities and are all recent.

### Demonstrate that the data and evidence supplied is appropriate to the area of influence of the interventions

The data referenced throughout this application covers the specific subject of this bid proposal (i.e. retail vacancy rates and other data relating to TCC and Cumbernauld Town Centre), to the particular area of interest (Cumbernauld) and to the wider North Lanarkshire area. The data used is wholly appropriate to the area of influence and the interventions – for example, the bid draws on employment and economic activity data to demonstrate the local challenges and barriers to growth and illustrate why levelling up investment is required. This is also consistent with the Theory of Change logic model and intended outcomes presented elsewhere in this application.

The bid also draws on HM Treasury Green Book guidance to model how the proposed intervention will address these challenges and barriers to growth and deliver new employment opportunities.

Much of the data drawn on, which is from nationally recognised sources, is only available at a local authority level with no sub-local authority breakdown published. In any case, due to the nature of North Lanarkshire and the interconnectivity between its communities and places, there will be some leakage of benefits flowing from Cumbernauld to other places within the North Lanarkshire authority area. In short, the redevelopment of Cumbernauld does not only provide benefits exclusively to Cumbernauld residents.

### Provide analysis and evidence to demonstrate how the proposal will address existing or anticipated future problems

Macro-economic factors have hastened the decline of retail dominated town centres in the UK over the past two decades and the business models that sustained shopping centres in their heydays are no longer viable. Covid-19 has acted as a further catalyst for the shift towards online shopping, including for home delivery and click and collect services. ONS's Retail Sales Index finds that the internet accounted for one third (33.3%) of all retail sales in the UK between January and April 2021, a more than four-fold rise on the same period a decade ago (8.1%). In Cumbernauld town centre, vacancy rates were already 50% higher than the Scottish average (18% compared to 12%) prior to the pandemic, according to Scottish Local Authority Economic Development (SLAED) figures (with vacancy rates higher still in TCC). The viability of the town centre has been further challenged by the loss of two major sources of employment in the town centre which create significant micro-economic issues, further reducing footfall and demand.

This proposal will address the decline of Cumbernauld town centre by removing an unsightly, under-performing shopping centre which has damaged the town's reputation and discouraged investment and use. It will act as the cornerstone and catalyst for delivering a strongly supported, properly planned local authority-led strategic intervention which will reshape and repopulate the town centre and make it a place where people want to live, learn, work and visit and which can attract investment.

LUF investment will enable the realisation of the Cumbernauld Town Centre

Vision for a modern, mixed-use town centre incorporating the development of the Town Hub, which will act as a driver for wider town centre development. Table 3 below sets out the net (removing deadweight and displacement) impacts of the LUF's enabling investment when the Town Centre Vision is realised. In total, 2,285 net additional Person Year Equivalent (PYEs) jobs will be created during the construction phase. 1,387 new Full Time Equivalent (FTE) jobs will be created as a consequence of the redevelopment. The realisation of the vision will also deliver £1.19bn in Net Present Value (NPV) Gross Value Added. With present value total costs of £293.95m, this gives a benefit cost ratio of 4.05.

Quantifiable impacts from LUF enabling investment

Development space unlocked (Ha): 12.1 (Gross), 8.4 (Net) Net zero new homes: 368 (Gross), 368 (Net) Town Hub mixed use floorspace (m2): 30,000 (Gross), 12,000 (Net) Construction jobs (PYE): 2,285 (Net) Jobs (FTE): 1,387 (Net) PV of Net additional GVA: £1.19bn.

### Describe the robustness of the analysis and evidence supplied such as the forecasting assumptions, methodology and model outputs

The Benefit-Cost Ratios (BCR) generated in this bid have been calculated from an internal economic model owned by the Glasgow City Region Intelligence Hub – known as 'Model 1'. Model 1 is based on the HM Treasury Green Book compliant methodology developed by EKOS (a leading economic and social research consultancy) which has been used to conduct value for money assessments for Infrastructure projects supported through the Glasgow City Deal, the largest of its kind in the UK (and which is sponsored by the UK Government).

Model 1 reflects the 60-year appraisal period required for Levelling Up Fund infrastructure bids, as well as adjusting the discount rate to from 3.5% to 3.0% after a 30-year period as outlined in the Green Book. Model 1 has also been updated with the latest industrial estimates of productivity per worker – bespoke to North Lanarkshire.

Model 1 quantifies the total public and private sector costs (Capital and Revenue) and converts these into Present Values (PV). The PV of gross, net direct, and net additional economic benefits are then quantified over a 60-year period capturing, where relevant, benefits related to: Construction, Commercial Development, Non-Domestic Rates, Housing Development, and Council Tax uplift.

Person years of employment, Full-time equivalent jobs, and Gross Value Added (GVA) are quantified from the combination of these benefits. The PV of Net Additional benefits of the LUF bid are then divided by the PV of Total Costs to calculate the BCR.

The following scenarios have been appraised within the model to assess value for money:

Scenario 1 (Cumbernauld Town Vision)

LUF used to acquire 5.4ha TCC site and demolish Fleming House. Follow-on funding enables development of 30,000m2 Town Hub and 12,500m2 mixed use space incorporating a travel hub. 6.7Ha of town centre land becomes available (from displaced services) which is used to develop 368 new homes.

Scenario 2 (Counterfactual)

Redevelopment of Cumbernauld would not proceed. Smaller, 18,000m2 Town Hub built on the Our Lady's High site outside the town centre.

Once real values were established, all costs and benefits were then discounted using the Green Book recommended 'social time preference rate'

of 3.5% between years 0-30 and 3.0% during years 31-60.

This major development delivers strong, additional employment uses across the whole project from construction to operational end use.

The impacts of the counterfactual position have been removed from the intervention scenarios (deadweight) to present net additionality.

As well as deadweight, the net impacts have been adjusted for displacement, leakage and multiplier effects (based on Scottish Government Supply, Use and Input-Output tables). A net impact appraisal has been made based on the additionality factors (at the Scotland level) set out below:

Construction benefits: Leakage (5%), Displacement (35%), Multiplier (1.8) Operational benefits: Leakage (0%), Displacement (0%), Multiplier (1.3) Non-Domestic Rates: Leakage (0%), Displacement (35%), Multiplier (1.7) Housing benefits: Leakage (0%), Displacement (85%), Multiplier (1.8) Council Tax: Leakage (0%), Displacement (85%), Multiplier (1.8)

### Explain how the economic costs of the bid have been calculated, including the whole life costs

Within the economic model, costs which are directly related to the acquisition, demolition and redevelopment of TCC and the neighbouring sites (e.g. Fleming House) are consistent with the costs presented within the financial case but have been adjusted to bring costs into present value terms. Therefore, within the economic case, total public infrastructure capital costs are estimated at £264,663,452.

Without Levelling Up Fund support, the TCC will not be acquired, the site will not be redeveloped, and the Cumbernauld Town Vision will not be realised. Therefore, the costs set out in the financial case would not be incurred. As noted previously, the Council anticipates that a smaller 18,000m2 Town Hub would be built outwith the town centre. These costs are estimated at £67,132,654 in present value terms.

Cost risks and optimism bias

A contingency allowance has been included in both the financial and economic case for the redevelopment of Cumbernauld town centre. This allows for the costs of residual known risks in case they occur. Costs and benefits will be monitored during and after implementation for management, control and transparent accountability.

As the follow on development of this project is at an early stage, a significant level of optimism bias has been applied to costs of 25%.

#### Describe how the economic benefits have been estimated

A range of economic benefits have been estimated, in line with Green Book assessment techniques, and are set out below.

Gross and Net Qualitative Benefits

The analysis assumes that UK Government Levelling Up Fund investment in Cumbernauld will enable the development of a Town Hub comprising 30,000m2 of mixed-use floorspace on the TCC site. In line with Green Book impact appraisal techniques, a 60 year time period has been adopted for assessment of the likely benefits that will occur from the project.

Supporting employment

The regeneration of Cumbernauld town centre will deliver strong employment generating uses across the whole project, including through construction

related employment (during demolition and redevelopment), sustainable jobs in new on-site business, leisure, public and retail sector premises from Town Hub activity and household spend as a consequence.

In total the economic impact assessment for the redevelopment of the town centre estimates that there will be 2,285 net additional Person Year Equivalent (PYEs) construction jobs across the construction phase.

The complete development will generate permanent new employment opportunities through direct (and indirect) household spend patterns, as well as new gross jobs created by the occupation of the new mixed-use floorspace. The model estimates that 1,387 additional FTE posts will be created once all project elements are complete and occupied as a result of the Levelling Up Fund investment. Jobs will be created across a number of sectors including education, leisure and retail. These are new jobs which take account of factors such as displacement and leakage.

The construction benefits will only be realised while development activity occurs while the continuous FTE benefits will recur over time throughout the redevelopment stage, with total impacts expected to be secured in full from 2031 (should this application be successful).

Supporting economic growth

These new jobs and economic activity will generate new GVA. The redevelopment of Cumbernauld town centre will result in a total of  $\pm 1,190,577,773$  net additional NPV GVA for the North Lanarkshire economy over 60 years.

New homes developed as part of the full Town Vision development will generate additional Council Tax revenue over the long-term that will be used to support and grow local services for existing and future residents and businesses.

Sensitivity Analysis

The benefits presented above are referred to as the 'central scenario' analysis and deliver a BCR of 4.05. Sensitivity analysis has considered the overall impact on the BCR based on a 20% increase or decrease in North Lanarkshire's productivity per worker in each industry. It finds that although the BCR decreases in the low productivity scenario (as would be expected), there is still net additionality generated from the redevelopment of Cumbernauld town centre.

The range of Benefit Cost Ratios, based on sensitivity analysis are set out below:

Low productivity scenario – BCR 3.27 Expected productivity scenario – BCR 4.05 High productivity scenario – BCR 4.83

#### Provide a summary of the overall Value for Money of the proposal

This proposal delivers significant social and economic returns on investment.

The Benefit Cost Ratio (BCR) is based on employment and GVA generated through:

Construction benefits Operational benefits Non-Domestic Rate benefits Housebuilding benefits Council Tax benefits

With the central scenario delivering a BCR of 4.05, this suggests a strong return on overall public investment. This does not however reflect the benefits of addressing the evident market failure or the significant social value which will be realised but which is not accounted for in traditional benefit-cost

analyses.

Externalities are not factored into this BCR. The construction of a Town Hub will provide merit goods such as education and healthcare which are known to have wider social benefits which have not been quantified and have therefore not been captured within the BCR. This phase will also unlock further private sector investment in new homes which will meet the housing demand for Cumbernauld and help sustain new town centre amenities through increased residential footfall.

Externalities include (but are not limited to) the potentially significant health and wellbeing benefits that redevelopment may bring. This includes from providing a mix of new net zero homes which will include accessible and affordable homes, rented to tenants who may previously have been living in substandard conditions or were previously homeless. It will also realise savings to health and social care services, as new, warm and accessible homes will reduce demand (from falls and respiratory illness) and will enable households to live independently at home for longer. Redevelopment will also significantly improve access to active travel routes, encouraging residents walk, wheel and cycle with health, economic and environmental benefits.

### Upload explanatory note (optional)

### Have you estimated a Benefit Cost Ratio (BCR)?

Yes

4.05

### **Estimated Benefit Cost Ratios**

Initial BCR

Adjusted BCR

### Describe the non-monetised impacts the bid will have and provide a summary of how these have been assessed

This proposal will have significant non-monetised benefits. Engagement with residents finds that many have a strong connection with the town but are embarrassed by its town centre. This proposal will boost civic pride and self-esteem.

In line with Council policy, contractors delivering redevelopment works will be required to provide community benefits, which will include apprenticeships and other investments in North Lanarkshire's communities (e.g. public art).

A range of other commercial, educational, environmental, financial and social benefits have been identified. These include:

Commercial – supporting new and existing businesses by increasing footfall and spend

Educational – providing on the job training opportunities (in construction) and new, state of the art education facilities for children and young people

Environmental – carbon emissions will be significantly reduced through the provision of low-carbon homes and buildings

Financial – new low-carbon homes and buildings will have reduced operating costs, including for energy bills

Social – providing a town centre which residents can be proud of with a distinct sense of place, improving place attractiveness and competitiveness; meeting demand for new homes.

## Provide an assessment of the risks and uncertainties that could affect the overall Value for Money of the bid

The major economic risk is that the development of the hub and follow on investment by housebuilders occurs at either a lesser rate or to a lesser degree. This has been considered in the Sensitivity Analysis.
Cumbernauld has a constrained land supply and significant demand for new homes (as evidenced by the existence of the Affordable Housing Policy, which only applies in this area of North Lanarkshire). Residential development will follow the delivery of high quality enabling infrastructure, the demolition of the TCC and the development of a new Town Hub (with excellent community and educational facilities, active travel, road and rail links that will all promote the town centre as a great place to live). This risk is therefore deemed to be very low.
Another risk relates to the capacity within the construction industry to undertake the works at Cumbernauld without adversely impacting on activity elsewhere. The potential negative effects of this have been incorporated into the economic analysis (displacement) but are not expected to be a major constraint on the development or the completion of the project, with construction one of the key employment sectors in North Lanarkshire and the Council providing ongoing skills and capacity building support to the industry.
The Council has robust project management processes in place to identify any deviation from the expected outcomes, and will monitor the project's progress through (acquisition, demolition, redevelopment and development phases) and take mitigating actions where required.
Appended risk register assesses risks and how these will be managed.

## Upload an Appraisal Summary Table to enable a full range of impacts to be considered

Appraisal Summary Table 1

Upload appraisal summary table	Appraisal Summary Table Cumbernauld.docx
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### Additional evidence for economic case

Additional evidence 1

Upload additional evidence LUF Cumbernauld Economic Modelling.pdf

#### Confirm the total value of your bid

Total value of bid £10250000

### Confirm the value of the capital grant you are requesting from LUF

Value of capital grant £922

£9225000

#### Confirm the value of match funding secured

£1025000

Evidence of match funding (optional)

### Where match funding is still to be secured please set out details below

Match has been secured from the Council's capital programme and has been confirmed by the Council's Chief Financial Officer (see Proforma 8).

### Land contribution

If you are intending to make a land contribution (via the use of existing owned land), provide further details below While the Council currently owns the site of Fleming House it has not obtained an independent valuation and does not propose this as a land contribution.

Upload letter from an independent valuer

### Confirm if your budget includes unrecoverable VAT costs and describe what these are, providing further details below

As a local authority all VAT incurred can be reclaimed from HMRC, as set out under Section 33 of the VAT Act 1994. There will therefore be no unrecoverable VAT costs connected with this proposal.

### Describe what benchmarking or research activity you have undertaken to help you determine the costs you have proposed in your budget

LUF funding is sought to acquire The Centre Cumbernauld (TCC), including associated taxes and fees, and to demolish Fleming House.

The Council has agreed to acquire TCC from its current owners, HAMCAP (Cumbernauld) LLP, at an agreed independent market valuation of £9,000,000 provided by Avison Young, a multinational property services firm with extensive experience and expertise in providing land and buildings valuations. This transaction will include additional costs and fees of £700,000. This includes £438,500 in Land and Buildings Transaction Tax with the remainder covering due diligence (building plans, valuation fees, survey works, demolition advice and other professional fees) and conveyancing costs. The demolition of Fleming House has been professionally costed at £550,000.

The Council has been supported by a wide range of external advisors to develop its plans for delivering on the Cumbernauld town vision, including the programme and costings set out in this proposal. These include:

An architect-led design team which has developed high-level concept designs for follow-on development, which integrates the range of services and uses required into the town centre

Commercial property advisors which have assessed the viability of owning, managing and maintaining TCC until it is demolished

Specialist legal advisors which have reviewed all relevant title documentation,

including deeds of conditions and various commercial terms of agreement for managing TCC

Structural engineers which have assessed the structural condition of TCC and other buildings and provided a demolition strategy, including advising on programming.

Follow-on costs included within the economic case have been professionally costed by qualified quantity surveyors based on indicative design proposals prepared by the Council's appointed design team. The Council will retain the specialists noted above as it progresses to the next stages of the project following LUF funding. This will include appointing additional expertise as required (e.g. specialist transport consultants).

### Provide information on margins and contingencies that have been allowed for and the rationale behind them

The Council has allowed for professional consultancy fees, construction inflation costs for each year throughout the duration of the project, and an overall contingency sum (of 10%, which is standard for projects of this nature) based on the total project cost taking into consideration price fluctuation and unforeseen works from site investigation for the duration of the wider regeneration project.

Contingencies will be held against award contracts, including for the demolition of Fleming House.

#### Describe the main financial risks and how they will be mitigated

This application seeks UK Government support for North Lanarkshire Council to acquire The Centre Cumbernauld and to demolish Fleming House. The Council has agreed in principle to acquire TCC at a valuation of £9m, subject to securing Levelling Up Fund support, from the current owners HAMCAP (Cumbernauld) LLP (see appended letter which confirms this agreement). Additional costs and fees have been assessed based on current taxation rates and a conservative estimate of additional conveyancing works required. Demolition costs have been professionally costed. Both the acquisition and demolition will complete in the current financial year and it is considered that there is only a very low risk of any cost overruns connected with the proposals set out in this bid. Any additional costs will however be met by the Council, which has been confirmed by its Chief Financial Officer (see appended LUF proforma 8).

The primary financial risk relates to any failure to meet the terms of a Non-Disclosure Agreement (NDA) which the Council has entered into with the current owners. The NDA recognises the commercially sensitive nature of this transaction, which if disclosed will be prejudicial to HAMCAP (Cumbernauld) LLP's interest and binds the Council to not disclosing that the agreement has been reached until after completion. Any failure to meet the terms of the NDA may pose a financial risk to the project however this has been mitigated by ensuring that information on the acquisition and this bid has been closely controlled, with access provided only to specific named Council officers and others with a specific interest in this bid (e.g. the constituency MP and MSP). Any breach of confidentiality by Council officers will be dealt with through the formal disciplinary process.

For follow-on development, contingency sums have been allowed in all projected costs which will mitigate the risk of cost overruns. The Council has also mitigated against the risks of incurring abortive professional fees by procuring services in stages (i.e. pre- and post-funding). The pre-funding stage work has already been carried out with costs absorbed by the Council within its existing budgets. Post-funding works will only be procured should Levelling Up Fund monies be secured. The delivery plan also incorporates milestones which will allow for progress to be monitored and costs to be controlled against the programme and budget.

	For this bid, no third parties stand to benefit specifically. However, for the follow-on development and wider regeneration works, future developer contributions will be sought (through the planning process) during the redevelopment of the site where appropriate.
Upload risk register	LUF Cumbernauld Risk Register.xlsx

## If you are intending to award a share of your LUF grant to a partner via a contract or sub-grant, please advise below

N/A

### What legal / governance structure do you intend to put in place with any bid partners who have a financial interest in the project?

There are no bid partners. The Council has agreed in principle with the current owners of The Centre Cumbernauld to proceed with the acquisition of this key enabling site.

# Summarise your commercial structure, risk allocation and procurement strategy which sets out the rationale for the strategy selected and other options considered and discounted

North Lanarkshire Council is the sole bidder and bears all the risks associated with this bid proposal, and the project will be managed in accordance with the Council's approved project management processes.

Further to acquisition of the TCC, the Council will become sole owner of the building and the site will be held for the subsequent development of Cumbernauld Town hub with those parts of the site for social housing, commercial and infrastructure development being passed to the Council's relevant services for future management. All property acquisition works are being overseen by the Council's legal team with assistance from external property experts, to ensure the Council is not exposed to risks regarding property Title documentation and that all statutory requirements are met prior to conclusion of the purchase. The decision-making process on these matters as described above are being overseen by the project Board, ERDP and the Council Corporate Management Team.

The Council and this project are subject to the usual financial control policies. All related risks allocated to the Council will be mitigated or managed as set out in the Risk Register. Please see risk register for further information on how risks have been assessed and will be managed.

The major economic risk after acquisition is that the development of the hub and follow-on investment might occur at either a lesser rate or to a lesser degree due to external influences beyond the Council's control.

Cumbernauld has a constrained land supply and significant demand for new homes (as evidenced by the existence of the Affordable Housing Policy, which only applies in this area of North Lanarkshire). Residential development will follow the delivery of high-quality enabling infrastructure, the demolition of the TCC and the development of a new Town Hub (with excellent community and educational facilities, active travel, road and rail links that will all promote the town centre as a great place to live). This risk is therefore deemed to be very low.

Another risk relates to the capacity within the construction industry to undertake the works at Cumbernauld without adversely impacting on activity elsewhere. The potential negative effects of this have been incorporated into the economic analysis (displacement) but are not expected to be a major constraint on the development or the completion of the project, with construction one of the key employment sectors in North Lanarkshire and the Council providing ongoing skills and capacity building support to the industry.

The Council has robust project management processes in place to identify any deviation from the expected outcomes, and will monitor the project's progress through (acquisition, demolition, redevelopment, and development phases) and take mitigating actions where required.

The procurement and contract strategy for the works will be developed, as identified on the delivery programme for the duration of the bid delivery period.

To date, the Council has procured a range of services for pre-application works which are required to support this bid proposal, including legal advice, highlevel demolition cost and strategy advice, Design Feasibility Study and Property valuation and Asset Management advice services.

# Who will lead on the procurement and contractor management on this bid and explain what expertise and skills do they have in managing procurements and contracts of this nature?

While there is only limited procurement and contractor management associated with this bid (for demolition contractor), the Council's client has a well-established Project Team tasked with developing and delivering the longer-term programme of transformational change, including carrying out necessary procurement and contract management. This team is led by the Council's client Project Manager and includes a senior manager from the Council's Corporate Procurement team.

The client Project Manager, Eugina Enahoro, currently leads on similar town centre regeneration projects in North Lanarkshire and has extensive experience of procuring and managing contractors for projects including large-scale regeneration projects in Aberdeenshire, Edinburgh and the Scottish Highlands.

The Council has a Corporate Procurement team (CPT) in place with a number of staff having a range of knowledge and experience. The Project Team has an assigned Category Manager (Euan Walker) within the CPT who has a longterm track record of advising and supporting various project teams and Council service areas in identifying, developing and procuring contractual arrangements of all values, sizes and complexities. The advice and support from the Category Manager includes (but is not limited to) providing ongoing procurement best practice and lessons learned, undertaking market engagement and appraisal, creating specific bespoke contract strategies, developing related procurement documentation, assisting in tender evaluation procedures, ensuring contract awards are undertaken appropriately and ensuring all procurement activity is compliant with the Council's Procurement Strategy, General Contract Standing Orders and the Procurement Reform (Scotland) Act 2014 and associated procurement regulations.

## Are you intending to outsource or sub-contract any other work on this bid to third parties?

All procurement will be in accordance with the Council's overarching Procurement Strategy, its General Contract Standing Orders and the Procurement Reform (Scotland) Act 2014 (and all other relevant procurement regulations).

The appointment of consultants / contractor from appropriate frameworks will ensure we obtain the required skills and experience to help deliver this project.

All contracts will be managed by the Growth Team under the NEC4 Professional Services Contract and in accordance with the Council's Contract Suppler Management processes which provides for contract implementation/mobilisation, management and the exit strategy. Particularly, this process provides for performance monitoring at regular and key points throughout the contract.

Brodies LLP are retained by the Council to provide specialist legal advice including all conveyancing works associated with the acquisition of The Centre Cumbernauld. A specialist demolition contractor will be appointed to carry out the demolition of Fleming House, with procurement to proceed immediately after Levelling Up Funding award.

Qualified, specialist contractors will be appointed for all follow-on development works, including demolition of The Centre Cumbernauld and subsequent redevelopment. Contracts managers will be appointed to oversee works, reporting to the client Project Manager and Project Team.

The Council's Project Manager will have an oversight and project manage the delivery of the project and assistance will be provided from in-house expert project team, which comprise of the council's skilled and experienced officers/ managers in areas of Finance, Legal, Procurement, Technical and design, Sustainability, Planning, Building Control, Facilities, Transport and Legal services, working alongside external professional consultants' who will assist by providing expert advice including technical details regarding specific elements of the tender such as demolition/ engineering, property contract management and commercial property law.

### How will you engage with key suppliers to effectively manage their contracts so that they deliver your desired outcomes

In the tendering for both services and works the Council undertakes due diligence in regard to the financial standing of potential suppliers, both informally prior to tender as part of market testing and also formally as part of tender and award processes. Due diligence is also carried out on potential suppliers' health and safety policies, method statements for works, legal status etc. Where a framework is used, the framework body continues to monitor standing during the term of the framework.

The supply of services will be managed through NEC4 Professional Services contract and the Council's contract supplier management processes. The supply of the works, both those specific to this bid and to follow-on development and regeneration works, will be managed through similar NEC4 contracts. These contracts include industry standards and recognised contract structures including those for payment, alongside communication, early warnings and risk reduction, compensation events and termination. Consideration will also be given to the appropriateness of using inflation and indexation clauses such as those under NEC for specific packages or items of work, in view of the prevailing economic conditions and any uncertainties that exist at that time. Contractors tendering for the works will be required to maintain appropriate insurances to the project.

The performance of appointed consultants will be managed through fortnightly meetins. The performance of works contractors will be managed through four weekly progress, early warning and risk reduction meetings. This will include the legal advisors (Brodies) instructed to carry out conveyancing for the acquisition of The Centre Cumbernauld and the demolition contractor (not yet procured) appointed the demolish Fleming House. Progress on site will be monitored through weekly site inspections and progress meetings with the contractor and during the critical early phases of works to ensure issues are identified at the earliest opportunity and that the most cost and programme effective approach can be agreed prior to issues arising.

Internally, the Council will ensure the project remains within its original scope of works using its own standard project management procedures. The Project Team will be required to secure Project Board approval for any budget/cost changes and the Project Board will also oversee change control mechanisms.

Due to the complex nature of the later follow-on development works, to mitigate risks of abortive and unknown costs, requirements will be procured via work packages in phased stages by way of a variety of procurement approaches including traditional routes (open, restricted procedures etc.) and utilising trusted framework platforms like Public Contract Scotland, Scotland Excel, Hub Southwest. As the project progresses and prior to actual tendering for specific requirements, identification of potential procurement routes, market analysis, timescales/programmes development, market sounding, and desktop exercises will be considered or appraised and recorded within individual contract strategies.

#### Set out how you plan to deliver the bid

The Council's Delivery Plan sets out key milestones as follows:

Inception and Acquisition Demolition and enabling works – Fleming House/future Transport Hub site (1) Future Management, Site investigation and Design Development Demolition and Enabling works (2) Demolition and enabling works (3) Redevelopment and regeneration work

The Levelling Up Fund bid relates solely to the first two of these milestones, which will then act as the catalyst for the remainder to occur.

A significant amount of work has already been done to enable the acquisition and initial demolition and enabling works to proceed. Heads of Terms have been agreed with HAMCAP (Cumbernauld) LLP and all that requires to be done to completion the initial milestone is for the acquisition to complete. Should this bid be successful, the Council will instruct its retained solicitors to proceed with the acquisition immediately after LUF funding decision has been made and the transaction will complete by March 2023 ensuring almost all of the LUF grant is drawn down in this financial year. This action is jointly owned by the Council's Estates, Growth and Legal Teams which each have responsibilities for this work (and have key roles in the Project Team and Board).

The second milestone is for the demolition of Fleming House which will enable the later development of a 12,500 square metre Transport Hub with mixed-use space. The building has been completely vacated and works to prepare the site for demolition (final investigations, asbestos surveys and utility disconnections) will commence later this year, enabling a contractor to be procured by April 2023 and for works to commence thereafter with completion expected during 2023-24. This work will be led by the Council's Design & Technical team, which manages a range of similar projects for all Council services.

The third milestone relates to the ongoing management of The Centre Cumbernauld while site investigations and detailed design for the redevelopment of the site proceeds. Key tasks here are owned by the Council's internals teams (Growth, Legal and Procurement) and the appointed Design Team/Project Manager. It is anticipated that design development and all necessary plans, permissions and pre-demolition works will conclude by December 2024. Key actors from NLC's project team will lead on tasks associated with this milestone.

Achieving this milestone will allow for Milestone – 4the second stage of demolition and enabling works – to proceed. This stage begins with the rundown of the northern part of The Centre Cumbernauld (final decants etc.), site investigations, utility disconnections etc. which can only proceed when the site is vacant and procurement of a demolition contractor prior to demolition works which are expected to conclude by December 2025.

Milestone 5 relates to the final stage of demolition and enabling works related to the south of the Centre Cumbernauld and adjacent buildings (B&M, Cornerhouse Church, Freedom City Church and Rock'n'roller). The Council

has engaged with these owners and secured their agreement in principle to sell, subject to agreed valuations. This engagement will intensify after LUF funding with the intention of purchasing these sites during 2024-25. Early engagement will allow for Compulsory Purchase Orders to complete during this year in the unlikely event that voluntary agreement cannot be reached. The south of the centre will be rundown and emptied by March 2027 during which time all required works (planning, permissions, site investigations and procurement) will be carried out enabling the demolition to proceed immediately and to conclude by December 2027.

Thereafter follow-on redevelopment and regeneration works (Milestone 6) can proceed, with much of the preparatory procurement and enabling works having been completed prior to demolition. It is expected that the full site redevelopment will complete by April 2032, however much of the redeveloped town centre will be in operation well in advance of this date.

Each milestone largely requires the previous one to have been achieved prior to physical works progressing (although preparatory works can be done in parallel) and there are a number of key dependencies, principally related to funding (with LUF being the key catalyst for the project to commence) and land ownership. These plans are supported by all key public sector partners and, while the Council and other public bodies are unable to commit budgets this 'far out', NLC expects to secure follow-on funding for these works, principally through its own and other public bodies' capital programmes and additional subsidy (i.e. Scottish Government Learning Estate Invest Programme for new educational facilities).

The Council has agreed to acquire TCC from its current owners and agreed in principle to purchase all other land assets within scope of the future Town Hub, Transport Hub and surrounding developments. In the event of these agreements breaking down, the Council will use its CPO powers.

This is a key priority project for North Lanarkshire Council and significant work has already been undertaken to engage with key partners. This work will intensify and these partnerships will be strengthened at both a senior and operational level as the Council progresses its plans. This will include through extending the Project Board and Project Team to include key partners (e.g. NHS Lanarkshire, any private sector delivery partners/JVs) at an appropriate time.

A communications strategy is already in place and will be further developed. The Council has launched a bespoke website for the redevelopment and there has been significant media interest which the Council's Corporate Communications team manages.

Details of the Project Team and Project Board are provided elsewhere in this application. Both Team and Board have significant expertise and experience and the responsibility for delivering key milestones set out in the delivery plan. The Project Team, led by a client Project Manager, will managed consultants and contractors as appropriate. Periodic reports will be made to committees, the Council's Corporate Management Team and funders as required to ensure sufficient oversight of this work.

#### Demonstrate that some bid activity can be delivered in 2022-23

The acquisition of TCC has been agreed with owners with only conveyancing now required to complete post-funding. Costs will be incurred to proceed with this transaction, which is expected to complete by March 2023.

### Risk Management: Set out your detailed risk assessment

A comprehensive Risk Register covering various types of project risk has been prepared (and has been appended to this bid). These include:

Financial Contractual Operational Reputational Social, Economic and Environmental, and Compliance.

All identified risks have been assessed and scored according to the Council's established risk matrix, with each risk attributed to an identified owner within the Project Team. The identified owner will review and resolve any risk issues that may arise according to set standard procedures and the risk register. The client Project Manager provides regular risk reports to the Project Board, with periodic reports to the Council's Corporate Management Team.

The principal risk related to delivering the catalytic first phase of this project is that this bid is not successful. As a consequence, the acquisition of The Centre Cumbernauld would not proceed and the project would be stalled until such times as alternative funding streams became available, if at all. The likelihood of this occurring is considered to be medium - in the Council's view this bid is a very strong strategic fit, has a very positive economic case (with a central BCR of 4.05) and is clearly deliverable, however it accepts that the Fund will be oversubscribed which may reduce the likelihood of this proposal being funded. The second major risk is that Historic Environment Scotland designate the entirety (or a significant part) of TCC as a listed building. This would likewise have a significant impact on the bid however this risk is considered to be of very low likelihood given the very strong public opposition to listing and the extensive engagement which the Council has carried out with HES, which suggests that any proposed listing will be of minor and movable parts of TCC which could be integrated within future plans. A decision is expected to be made on listing in September.

Other ways the project team have mitigated risks identified for this bid and the wider development include through extensive engagement with the current owners of TCC, key stakeholders and the public, and the appointment of expert consultants (including independent valuers and legal advisors to negotiate the acquisition on the Council's behalf and specialist contractors to advise on the demolition strategy).

The acquisition of all required properties remains a risk with the Council taking appropriate steps to mitigate as far as possible including early engagement with all owners of properties and valuation work to understand the cost of acquisition and the potential obstacles to be overcome.

For such a comprehensive project, support, both internal and external is key and significant public consultation and engagement work has been undertaken and continues to occur to ensure public support for the project, which has been very high to date, remains so.

### Provide details of your core project team and provide evidence of their track record and experience of delivering schemes of this nature

The core Project Team is led by Project Manager Eugina Enahoro, an experienced project manager with more than 20 years' experience of delivering regeneration projects, including major housing-led regeneration projects in Aberdeenshire, Edinburgh and the Scottish Highlands (e.g. new towns at Chapelton and Tornagrain and the 377-home Engine Yard development in Leith). Other members of the Team include experienced senior managers for Corporate Communications (Carolynne Coole), Legal Services (Fiona Ekinli), Housing Development (Tony Mallaghan), Planning and Place (Lorna Bowden), Risk (Ken Adamson) Transport Infrastructure (Jim McGuire) and for the Council's Hubs and Forward Planning teams (Charles McCabe). Collectively, these officers have experience in delivering similarly projects and overseeing land assembly, enabling development and large-scale construction and demolition works. This includes

the development of the Gartcosh: Glenboig Community Growth Area (Masterplanning, complex land assembly with multiple landowners, selling land for more than 3,000 homes, overseeing associated infrastructure and community/education provision and managing established nature conservation areas)

the 'reprovisioning' of the Council's housing stock, demolishing 4,800 lowdemand, high-rise tower block homes and replacing them with 5,000 new affordable homes by 2035 (1,200 of which have already been bought or built), and

the redevelopment of Ravenscraig, where (among other enabling investment) the Council is delivering the £127m Ravenscraig Infrastructure Access road project which will link the M8 and M74 motorways and unlock investment in one of Europe's largest brownfield sites.

Members of the Project Team lead on these projects which, like delivering on the Council's plans for Cumbernauld, are supported by a wide range of experienced colleagues with skills including in-house architects, clerks of works, engineers, quantity surveyors, project managers and qualified legal and financial officers which ensure contractual compliance and financial assurance.

The Project Board (under the auspices of the Economic Regeneration Delivery Plan (ERPD) Board), is led by Pamela Humphries, Head of Planning and Regeneration (and the Senior Responsible Officer (SRO) for this project). Pamela is a vastly experienced SRO and has led the delivery of the Council's new housing supply programme since its inception in 2010 and overseen place-based regeneration projects including at Millcroft in Cumbernauld, which involved land assembly (including through CPO), demolition of substandard housing and transfer of the cleared site to a housing association partner for development, which was supported by the Council. James McKinstry, the Council's Head of Assets and Investment is Pamela's depute chair. Archie Aitken, the Council's Head of Legal and Democratic Services also sits on the Project Board and these three senior officers are supported by senior managers from Estates, Finance and Growth. This includes David Greer, Growth Programme Manager, who has led the programme since its inception in 2019 and has extensive experience in managing regeneration projects, having previously been the Council's lead development and funding officer, and senior managers for estates, finance, new supply (housing) and legal services. Greg Telfer is a senior Financial Solutions Manager and supports financial planning for all of the Council's key infrastructure projects while Ian Martin performs a similar task for Estates, managing all commercial property transactions including the acquisitions connected with this project.

The Council will appoint specialist contractors for the demolition of Fleming House (and subsequent follow-on development) to be managed by consultants appointed as Project Managers for specified works packages. These contractors and consultants will be appointed and managed by the Council's client Project Manager and will be required to have demonstrable track record of success.

### Set out what governance procedures will be put in place to manage the grant and project

The Council's project management toolkit sets out its standardised governance structure for the delivery of project. The Council has furthermore set up internal governance arrangements for the management of this project under the Cumbernauld Town Centre Board.

The governance structure provides for regular and appropriate reporting from the day to day operations of the Project Teams and the multiple strands of scheme development, and bringing these together appropriately frequently.

The structure seeks to provide a regime that is both robust in its monitoring and reporting and sufficiently agile and local to respond issues arising, providing direction as required by appropriately senior officers, in line with the Council's Standing Orders and Scheme of Delegation. Regular reporting to Councillors, and approvals as required, are undertaken through Committee reporting, augmented with more detailed stage specific briefings.

The governance structure for this specific project is appended to this

application. This identifies the frequency and nature of reporting at each level and identifies the relationship between: -

Enterprise, Growth & Fair Work Committee Cumbernauld Town Centre Project Board (Project Sponsor) Senior Responsible Officer and Senior Project Manager Project Teams

The Cumbernauld Town Centre Project Board bring together senior officers from those services delivering, receiving and funding the assets. These officers are supported in providing oversight and direction by senior colleagues from planning, legal and property services. At key points the Project Team will seek approval for additional activities whose approval falls under the remit of other Committees. This includes, for example:

Finance and Resource Committee for approval of land or property acquisitions

Planning Committee for approval of planning applications

The Council has robust assurance systems in place. These systems (and confirmation of the Council's match funding) have been confirmed by the Council's Chief Financial Officer (see appended 'Chief Financial Officer letter'). The Council's financial management is subject to annual, independent audit by Audit Scotland, the public body which provides independent assurance to the Accounts Commission and Auditor General in Scotland. Audit Scotland also periodically audits public bodies in Scotland to check if organisations are meeting their duties to provide Best Value and that there is good governance and effective management of resources, with a focus on improvement, to deliver the best possible outcomes for the public. In its 2019 Best Value Assurance Report on North Lanarkshire Council, Audit Scotland commended the Council for its 'effective budgetary control' and found that it is 'well placed to tackle the financial challenges ahead'. Noting the Council's 'strong' longterm sustainability and 'good medium-term financial plans the report also recognised it has 'effective scrutiny of finances through well established processes for monitoring budgets and the achievement of agreed savings'.

The Council has adequate and robust assurance systems in place to ensure that public funds are spent for the purpose intended. These include through effective strategic planning, performance and risk management, governance and both internal and independent auditing. The Council's financial assurance systems, including in how it plans for, monitors and scrutinises spending have also been independently confirmed as effective by Audit Scotland in both its annual audits and in its 2019 Best Value Assurance report. As confirmed by the Council's CFO in the appended pro-forma 8, North Lanarkshire Council has:

Allocated sufficient budget to deliver this project based on its proposed funding contribution

Accepts responsibility for meeting any cost overruns above the UK Government contribution

Accepts that no further increase in UK Government funding will be considered beyond the contribution requested or provided after 2025-26

Commits the Council to ensure the project will deliver best value/value for money

Confirms that the Council has the necessary governance/assurance arrangement in place and that all legal and other statutory obligations and consents will be adhered to.

If applicable, explain how you will cover the operational costs for the day-to-day management of the new asset / facility once it is complete to ensure project benefits are realised

Post-acquisition, the Council will take ownership of The Centre Cumbernauld and will, via appointed managing agents, continue to manage the site until it has been vacated and is ready for demolition. Consultants have been appointed to advise the Council on operating costs, with this work including an assessment of lifecycle, ongoing maintenance and servicing costs as well as cash flow forecasting to ensure liabilities can be met as the centre is managed to decline. These costs will be met from future revenue budgets.

For the follow-on developments, some of the future uses will replace existing ones (i.e. education, health and leisure facilities) and even where those increase floorspace and use the cost of these replacement facilities will be met from within existing operational budgets for these uses, given energy costs will be reduced and the potential to share operating costs.

The commercial and retail elements of the new development will either be absorbed into the Council's commercial estate (via its commercial subsidiary North Lanarkshire Properties) or operated via a joint venture or similar arrangement which allows the Council to continue to have an influence over strategic decisions. It is likely that a managing agent will be appointed to run these elements of the project.

### Upload further information (optional)

#### Set out proportionate plans for monitoring and evaluation

A range of LUF 'standard' outputs will be delivered through this project, all of which can be measured, monitored and reported on using readily available methods.

North Lanarkshire Council records (Building Standards completion certificates and approved Planning drawings) can confirm the number of new or improved residential units and the amount of floorspace created for community centre, education, healthcare, retail, sports centre and other commercial space. The Council's asset register will also confirm the amount of public realm created or improved (and all of the above, where new assets are in Council ownership).

Contractors will be required to provide Fibre to the Premises broadband (of at least 30Mbps) for all commercial and residential developments in Cumbernauld town centre. Performance against these requirements will be monitored in the usual way through contract management, and confirmed by post-development tests.

Change in perceptions of place will be monitored through on-going surveys. The Council already has significant evidence of residents, business and visitors dissatisfaction with the current town centre however should this bid be successful it will commission an independent research firm to engage in a longitudinal perceptions study which records pre-development perceptions of place and snapshots of perceptions of place at periodic intervals during the development stage and after completion. This will allow for robust and consistent recordng methods to be used.

The Council will also commission an evaluation of the project, to consider whether the interventions have realised the ambitions set out in A Vision for Cumbernauld, within three years of the redevelopment completing. This will provide key learning for NLC as it progresses other town centre regeneration projects and for other local authorities, devolved and central governments as it supports similar projects across the UK.

#### **Senior Responsible Owner Declaration**

Upload pro forma 7 - Senior Responsible Owner Declaration LUF SRO Cumbernauld.docx

### **Chief Finance Officer Declaration**

Upload pro forma 8 - Chief LUF CFO Cumbernauld.pdf Finance Officer Declaration

### Publishing

URL of website where this bid https://www.northlanarkshire.gov.uk will be published

### Additional attachments

Jamie Hepburn MSP Letter of Support.pdf
LUF Letter of Priority Support, MP for Cumbernauld, Kilsyth and Kirkintilloch East.pdf
LUF confirmation of agreement to acquire TCC from HAMCAP (Cumbernauld) LLP.pdf
Redevelopment design options.pdf
Vision for Cumbernauld.pdf