

**GLASGOW AND THE CLYDE VALLEY  
2006 STRUCTURE PLAN ALTERATION**

**THE TWENTY YEAR DEVELOPMENT VISION**

**TECHNICAL REPORT**

**TR 5/06**

**Urban Capacity Study 2004**

**April 2006**





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**(i) Context**

- 1 An important part of the review of the *Glasgow and Clyde Valley Joint Structure Plan 2000* is an assessment of the capacity of the urban areas to absorb further development. An Urban Capacity Study was undertaken as part of the background to the 2000 Plan and this has been updated by the constituent local authorities and forms the basis of this report.
- 2 The Scottish Executive has introduced, through *Planning Advice Note 38* (revised 2003) (paragraphs 35 and 36) and *Scottish Planning Policy 3* (SPP3) an expectation on local authorities, where they are pursuing a sustainable communities strategy through 'brownfield' development, to undertake an urban capacity study for their areas, principally for new housing.
- 3 Urban capacity studies are viewed by the Scottish Executive as being integral to the Development Plan review process by providing a calculation of the amount of land that may be realistically available for redevelopment within the plan period. The studies provide a snapshot of existing land-uses and likely land-use changes.
- 4 Urban capacity studies aim to explore the maximum capacity for development within their urban areas as well as the consideration of the potential for other development types including the creation of a 'Green Network'. It is important that urban capacity studies are not seen solely as an opportunity to highlight as many potential housing sites within urban areas as possible but should recognise the variety of uses that are required to regenerate urban areas for example employment, retail, recreational and open spaces are equally as critical as new housing to the successful regeneration of urban areas.
- 5 The methodology adopted for the study (refer Appendix A) gave local authorities a framework within which to undertake their urban capacity study while still having the flexibility to adopt an approach that is appropriate for their individual circumstances.
- 6 The base year for the Study is **2004**.

Time periods under consideration are as follows

- Short term : 1 April 2004 - 31 March 2011  
(Seven year horizon refer paragraph 67 SPP3).
- Medium Term : 1 April 2011 - 31 March 2018  
(Twelve year horizon from expected date of approval of the next Structure Plan - refer paragraph 61 SPP3).
- Long Term : 1 April 2018 - 31 March 2025  
(Any sites beyond the twelve year horizon but before year 20 in terms of a 2006 Structure Plan).

**(ii) Existing Identified Urban Development Opportunities**

- 7 In 2004 within the Glasgow and the Clyde Valley Structure Plan area there were 3724 ha of urban vacant and derelict land. This accounts for around 7% of the total urban area within the Metropolitan Area. Although this can cause blight it also represents an opportunity as a source of renewable development land.
- 8 Given the scale of vacant and derelict land and the likelihood of a continued supply expected to fall out of use, the land use strategy within the Structure Plan area has been based upon 'brownfield' land being the continuing source of new development opportunities in the longer term. Existing identified 'greenfield' opportunities are essentially required to fill shortfalls in this supply either in terms of distribution or programming. The reuse of such 'brownfield' land within urban areas, where it is well related to existing infrastructure, particularly the public transport network and population, can make a significant contribution to sustainable development and is supportive of national planning policy and in particular the *National Planning Framework*.
- 9 The 2004 land supply for both industry and business and housing and is outlined in Tables 1 and 2.

<b>Table 1 - Industrial and Business Land as at 31 March 2004 (Hectares)</b>		
	Marketable Industrial Land Supply*	Estimated Take Up of Land for Industry and Business**
Glasgow and the Clyde Valley	1015	559
* Source: Industry and Business Survey 2004/05 GCVSPJC. ** Estimated 10 year demand based on the last 5 years take up of land for Industry or Business.		

<b>Table 2 - Housing Supply as at 31 March 2004 (Units)* - Private Sector Housing</b>			
	Established Supply	Effective Supply (7 Years)	Non Effective
Glasgow and the Clyde Valley	73,877	48,281	25,596
Private Sector Supply and Demand Comparison to 2018 for Conurbation Housing Market Area - 19,700 shortfall (refer Technical Note TR 9/05). * Source: Housing Land Survey 2004 GCVSPJC.			

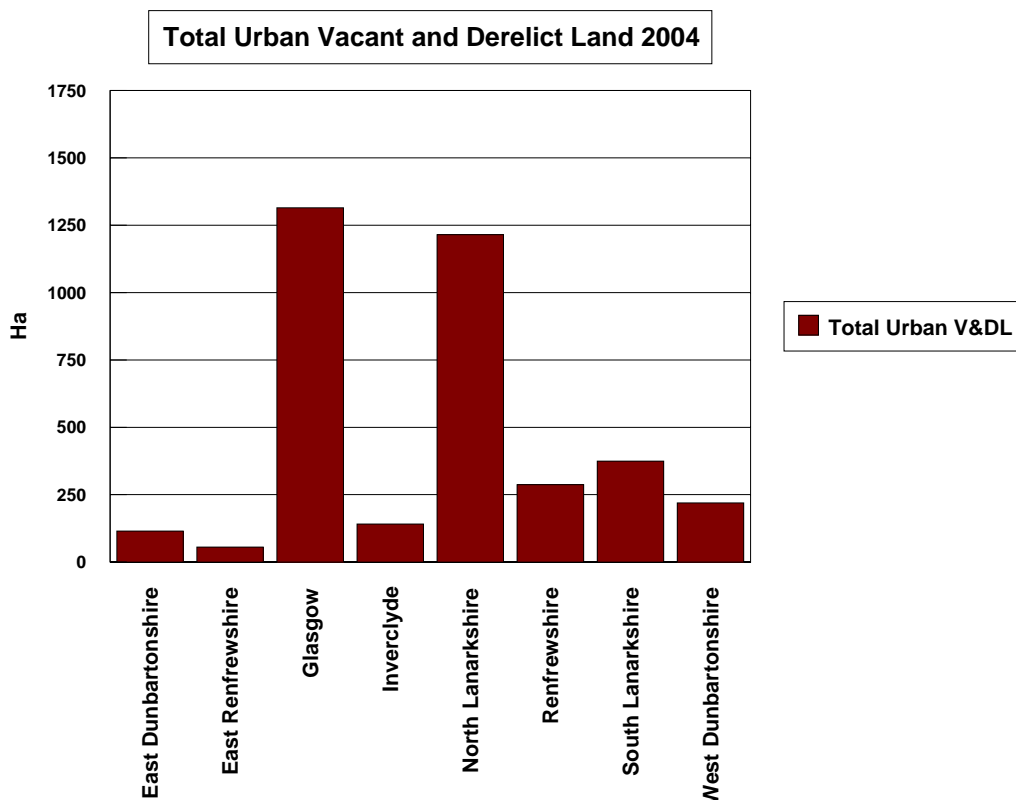
- 10 It is important to note that capacity remains within the Established Urban Expansion Areas (Strategic Policy 1, Schedule 1(c)) which is identified in the existing land supplies in the Structure Plan area e.g. Woodilee (Lenzie).

**(iii) Vacant and Derelict Land**

- 11 The Vacant and Derelict Land Survey (VDLS) is undertaken annually and relates to the Scottish Vacant and Derelict Land Survey (SVDLS) which is co-ordinated by the Scottish Executive. The VDLS requires each Local Authority within Glasgow and the Clyde Valley to monitor a range of issues in terms of vacant and derelict land including, take up of land, fall out to a vacant or derelict state, area of sites, previous use, preferred use, length of time vacant or derelict and locational characteristics. Fuller information can be obtained by reference to the Vacant and Derelict Land Monitoring Report 2004.
- 12 Some key findings and summary statistics from the 2004 VDLS are considered below:

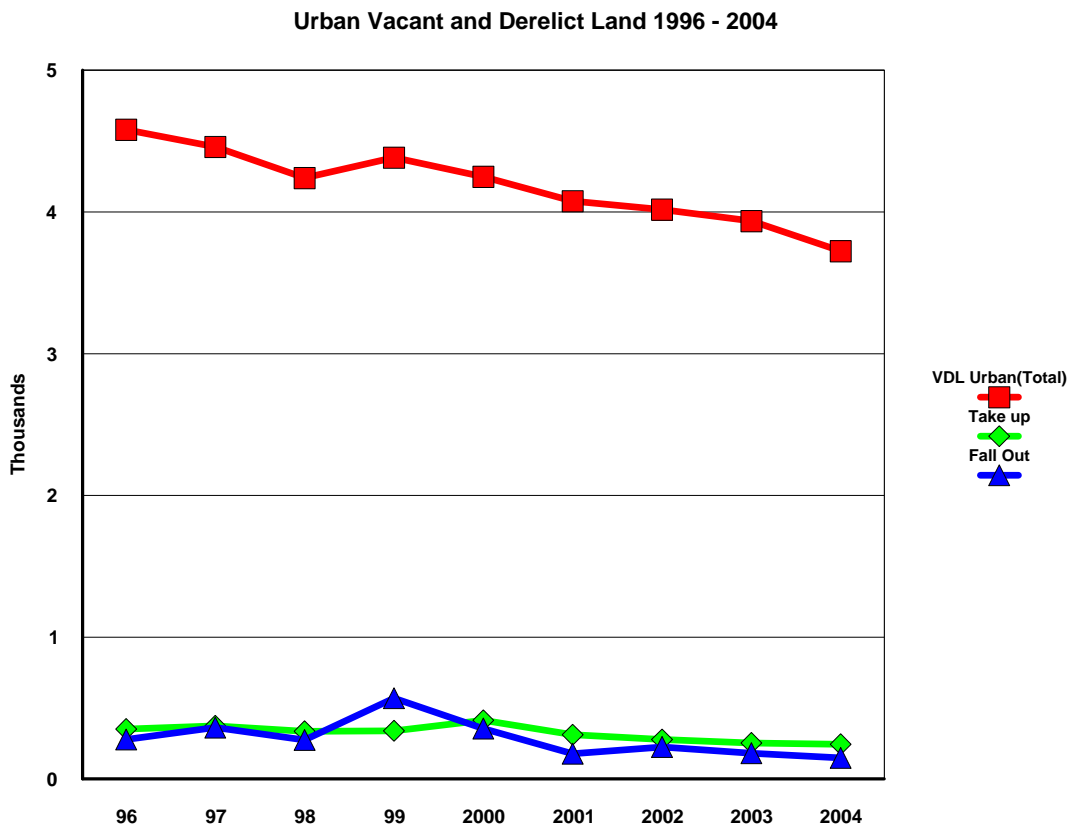
2004 Key Findings

- 44% (4803ha) of Scotland's total area of vacant and derelict land, including rural derelict land, lies within the Structure Plan area.
- 36% (1332ha) of all urban vacant and derelict land is comprised of land within a limited number of large sites (10ha and over).
- industrial/business accounts for 34% (1353ha) and residential 8% (325ha) in terms of previous use.
- take up for residential development accounts for 58% (141ha) of all development take up and take up for industrial/business is 22% (55ha).



## Key Trend Statistics - 1996 to 2004

- The total amount of vacant and derelict land has declined by 20% since 1996 (5977ha/4803ha), or an average of 130ha per annum.
- The total amount of urban vacant and derelict land has declined by 19% since 1996 (4581ha/3724ha), or an average of 95ha per annum.
- The average take up of land since 1996 has been 323ha per annum.
- The average fall out of developed land (new vacant/derelict land) since 1996 has been 286ha per annum.
- On average 78ha per annum has been removed from the Survey for 'definitional reasons' since 1996.



- 13 The VDLS, as a result of its inter-relationship with both the housing and industrial land supply surveys, provides a key data set for the consideration of the urban capacity study. Analysis of residual vacant and derelict land (i.e. that land which is on the VDLS but which is not part of the effective housing land supply and is not a 'marketable' industrial site (i.e. industrial land supply categories 1 and 2) is identified as potential capacity based on the 'preferred' or 'intended' use category of the VDLS.
- 14 In addition to the consideration of residual vacant and derelict land, sites which are considered to have development potential as part of the capacity study, for example the restructuring of industrial areas, closure of schools and institutions as well as greenfield urban land which currently do not exhibit the characteristics of vacant land as defined by the VDLS represent an important sources of urban capacity.

**(iv) Sources of Urban Capacity**

- 15 The Structure Plan's Metropolitan Development Strategy anticipates that 'brownfield' land will continue to be the main source of future development land and that areas of 'windfall' would result from principally the restructuring of industrial and housing areas and institutions falling out of use. A guidance note for the consideration of these areas was devised to establish their potential urban capacity. A set of criteria for inclusion for site survey and the assessment were set with the Study focusing on those sites which would yield a capacity of 10 or more housing units. Each constituent authority undertook a thorough site search of their urban areas taking appropriate consideration of the following potential sources of capacity:-

Housing Land Supply

- All 'Non-Effective' and part effective sites from the Established Housing Land Supply.

Vacant and Derelict Land Survey - Residual Vacant Land

*Residual Vacant and Derelict Land is that land which is on the Vacant and Derelict Land Survey which is not part of the Effective Housing Land Supply and is not a 'Marketable' Industrial site (i.e. Industrial Land Supply Categories 1 and 2).*

- use of 'Preferred Use' field
- use of 'Development Potential' field (1, 2 or 3 see below) as a guide to programming
  - (1) likely to be developed within 5 years;
  - (2) expectation of development within 5 to 10 years;
  - (3) unlikely to be developed for at least 10 years;
  - (4) uneconomic to develop/soft end use.

Industrial and Business Areas

- potential area of land within industrial business areas which may fall out of use before 2025 - refer previous methodology for 1999 Urban Capacity Study (Technical Note 4 Glasgow and Clyde Valley Joint Structure Plan 2000).

### Public Sector Demolitions

- sites approved for demolition;
- sites in programme, but not approved;
- need to consider sites required for re-provisioning of social rented stock.

### Institutions

- schools/hospitals/prisons/care establishments etc. in approved closure programme;
- schools that meet criteria for closure, e.g. school roll as a percentage of capacity;
- schools Public Private Partnership Programme.

### Car Parks

- where car parks are poor located, under-utilised or of poor quality and their retention would no longer feature in a Local Transport Strategy.

### Green Spaces

- areas such as parks, playing fields, allotments;
- surplus green space (where part of an agreed disposal programme).

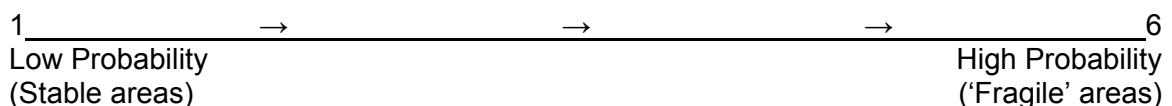
### Conversions of commercial/ industrial/ residential buildings

- would include commercial/ industrial/ residential/ other buildings (including e.g. churches, offices and public houses) which are generally sound but are unlikely to perform their current use in the future and which may be appropriate for conversion to residential use and/or other hard end uses.

### Other

- any other sources not outlined above.

- 16 Additionally to assist with the potential programming of the sites the existing built-up areas were assessed as to the likelihood of land-use change occurring over a time period of 20 years. Areas considered to be 'stable', and therefore not likely to provide much future capacity for development, would be assigned a low probability of change figure. The more 'fragile' areas, where it was anticipated land was liable to come forward for redevelopment, would be assigned a high probability figure.



- 17 It is these areas of probable change which will provide the available development land capacity within existing settlements over the Plan period. It is the capacity to accommodate development on this land which will dictate whether there will be a requirement to find additional greenfield development land over the Plan period or whether existing settlements will be able to meet the long term demand for development land within their boundaries.

**(v) Outcomes**

- 18 Some 3400ha of land (figures rounded) has been identified across the Structure Plan as having potential in terms of future urban capacity. The split in terms of potential uses, in hectares, is as follows:

<b>Total Urban Capacity Area</b>	<b>Housing</b>	<b>Industry/ Business</b>	<b>Retail</b>	<b>Green Network</b>	<b>Other</b>
<b>3,400</b>	<b>2,200</b>	<b>445</b>	<b>150</b>	<b>320</b>	<b>285</b>

The breakdown, in hectares, by individual local authority is as follows:

<b>Local Authority</b>	<b>Total</b>	<b>Housing</b>	<b>Industry/ Business</b>	<b>Retail</b>	<b>Green Network</b>	<b>Other</b>
<b>East Dunbartonshire</b>	<b>145</b>	<b>63</b>	<b>15</b>	<b>2</b>	<b>22</b>	<b>43</b>
<b>East Renfrewshire</b>	<b>59</b>	<b>35</b>	<b>16</b>	<b>4</b>	<b>1</b>	<b>2</b>
<b>Glasgow City</b>	<b>716</b>	<b>511</b>	<b>78</b>	<b>36</b>	<b>7</b>	<b>84</b>
<b>Inverclyde</b>	<b>276</b>	<b>242</b>	<b>1</b>	<b>5</b>	<b>8</b>	<b>20</b>
<b>North Lanarkshire</b>	<b>1310</b>	<b>740</b>	<b>186</b>	<b>56</b>	<b>263</b>	<b>65</b>
<b>Renfrewshire</b>	<b>292</b>	<b>156</b>	<b>66</b>	<b>22</b>	<b>0</b>	<b>48</b>
<b>South Lanarkshire</b>	<b>386</b>	<b>336</b>	<b>27</b>	<b>14</b>	<b>0</b>	<b>9</b>
<b>West Dunbartonshire</b>	<b>212</b>	<b>117</b>	<b>54</b>	<b>9</b>	<b>20</b>	<b>12</b>
	<b>3396</b>	<b>2200</b>	<b>445</b>	<b>147</b>	<b>320</b>	<b>284</b>

- 19 The potential private sector housing capacity is estimated to be in the region of 66,700 units with an indicative programme, broken down by HMA and Local Authority as follows:

	<b>Total Private Sector Units</b>	<b>2004 - 11</b>	<b>2011 - 2018</b>	<b>2018 - 2025</b>
	<b>66709</b>	<b>7380</b>	<b>38080</b>	<b>21249</b>
<b>HMA</b>				
<b>Greater Glasgow North and West</b>	<b>15332</b>	1725	9703	3904
<b>Strathkelvin and Springburn</b>	<b>3054</b>	198	2657	199
<b>Glasgow East</b>	<b>10870</b>	405	5524	4941
<b>Cumbernauld</b>	<b>2369</b>	0	1509	860
<b>Greater Glasgow South</b>	<b>7584</b>	460	5475	1649
<b>Renfrewshire</b>	<b>3897</b>	1379	2158	360
<b>East Kilbride</b>	<b>1436</b>	685	616	135
<b>Airdrie and Coatbridge</b>	<b>5718</b>	67	2400	3251
<b>Motherwell</b>	<b>6175</b>	20	2874	3281
<b>Clydesdale</b>	<b>2341</b>	599	930	812
<b>Hamilton</b>	<b>1518</b>	560	813	145
<b>Dumbarton and Vale of Leven</b>	<b>2291</b>	972	1055	264
<b>Inverclyde</b>	<b>4124</b>	310	2366	1448
<b>HMA Total</b>	<b>66709</b>	<b>7380</b>	<b>38080</b>	<b>21249</b>

<b>Local Authority</b>	<b>Total Private Sector Units</b>	<b>2004 - 11</b>	<b>2011 - 2018</b>	<b>2018 - 2025</b>
<b>East Dunbartonshire</b>	<b>2232</b>	273	1946	13
<b>East Renfrewshire</b>	<b>770</b>	249	491	30
<b>Glasgow City</b>	<b>31817</b>	1545	19773	10499
<b>Inverclyde</b>	<b>4139</b>	310	2381	1448
<b>North Lanarkshire</b>	<b>14262</b>	87	6783	7392
<b>Renfrewshire</b>	<b>3606</b>	1237	2009	360
<b>South Lanarkshire</b>	<b>6047</b>	1954	2850	1243
<b>West Dunbartonshire</b>	<b>3836</b>	1725	1847	264
	<b>66709</b>	<b>7380</b>	<b>38080</b>	<b>21249</b>

20 In terms of the main sources of urban capacity these are outlined as follows:

Source	Ha	Private Sector Units	2004-2011	2011-2018	2018-2025
<b>Car Parks</b>	<b>5</b>	<b>0</b>	0	0	0
<b>Conversions</b>	<b>10</b>	<b>300</b>	130	140	30
<b>Green Spaces</b>	<b>50</b>	<b>500</b>	80	360	60
<b>Housing Land Supply</b>	<b>1270</b>	<b>32180</b>	3400	23090	5690
<b>Industry and Business</b>	<b>610</b>	<b>11870</b>	580	3750	7540
<b>Institutions</b>	<b>170</b>	<b>3350</b>	710	2060	580
<b>Other</b>	<b>345</b>	<b>12800</b>	790	6530	5480
<b>Public Sector Demolitions</b>	<b>55</b>	<b>950</b>	580	280	90
<b>Residual Vacant and Derelict Land</b>	<b>885</b>	<b>4750</b>	1130	1890	1730
<b>Total</b>	<b>3400</b>	<b>66700</b>	<b>7400</b>	<b>38100</b>	<b>21200</b>

**(vi) Observations on Urban Capacity**

21 It needs to be recognised that the above estimates represent a minimum estimate of the likely future urban capacity that might emerge during the Plan period for the following reasons :

- the use of data related to known programmes for housing and institutional change without any expectation of the probable further rationalisation of the existing stock;
- a conservative assessment of the likely fall out of industrial land in terms of the areas involved and the levels of fall out;
- no allowance being made for the contribution of development opportunities from smaller housing sites or industrial development within existing curtilages (e.g. on reserved land);
- no allowance being made for change within Glasgow City Centre, and
- the use of conservative density assumptions.



## **Appendix 1**

### **GLASGOW AND CLYDE VALLEY STRUCTURE PLAN JOINT COMMITTEE URBAN CAPACITY STUDY 2004**

#### **Guidance Note**

##### **Preface**

This discussion note is intended to give guidance on the preferred methodology for carrying out an updated urban capacity study for the Glasgow and Clyde Valley, updating Technical Report 4 of the Glasgow and Clyde Valley Joint Structure Plan 2000 and Technical Note 2/05 of the 2005 Structure Plan Alteration Consultative Draft .

It is considered that all the authorities should undertake an urban capacity study in line with these guidelines. Such a study is a necessary preliminary to the review and preparation of local plans as well as providing essential information for monitoring and implementation of the adopted Glasgow and Clyde Valley Joint Structure Plan 2000.

These guidelines attempt to ensure that there is consistency of effort and approach by each of the local authorities.

#### **Guidelines for Urban Capacity Studies**

##### **Introduction**

The Government has introduced, through Planning Advice Note 38 (revised 2003), paragraphs 35 and 36, an expectation on local authorities, where they are pursuing a sustainable communities strategy through 'brownfield' development to undertake urban capacity studies for their areas, principally for new housing.

Urban capacity studies are viewed by the Scottish Executive as being integral to the Development Plan review process by providing an accurate calculation of the amount of land that may be realistically available for redevelopment within the plan period. The studies will provide a snapshot of existing land-uses and likely land-use changes.

Urban capacity studies should comprehensively and thoroughly explore the maximum capacity for development within their urban areas, and should not be confined to identifying only the housing capacity needed to satisfy current Structure Plan housing land requirements (as set out in Strategic Policy 6(b) and associated tables and schedules) but also consider the potential for other development types including the creation of a 'Green Network'.

It is important that urban capacity studies are not seen solely as an opportunity to highlight as many potential housing sites within urban areas as possible but should recognise the variety of uses that are required to regenerate urban areas - employment, retail, recreational and open spaces are equally as critical as new housing to the successful regeneration of urban areas.

Exploring the maximum capacity of the urban area is essential for the successful implementation of the approved Structure Plan policies as well as for the 2005 review of the Structure Plan.

This methodology gives local authorities a framework within which to undertake their urban capacity study while still having the flexibility to adopt an approach that is appropriate for their individual circumstances.

## Previous Urban Capacity Study

It is anticipated that the 2004 Urban Capacity Study will be assisted by the work previously undertaken as part of the previous Urban Capacity Study (refer Technical Note 4 Glasgow and Clyde Valley Joint Structure Plan 2000 which had a base year of 1999 and also Technical Note 2/05 of the 2005 Structure Plan Alteration Consultative Draft) and the Scottish Executive/Scottish Water exercise on development constraints for Quality and Standards III (Q&S III).

The base year for this exercise will be **2004**.

## Time Periods Under Consideration

### **Short term : 1 April 2004 - 31 March 2011**

(seven year horizon)

### **Medium Term : 1 April 2011 - 31 March 2018**

(twelve year horizon from expected date of approval of the next Structure Plan - refer paragraph 61 SPP3)

### **Long Term : 1 April 2018 - 31 March 2025**

(any sites beyond the twelve year horizon but before year 20 in terms of a 2005 Structure Plan)

## Site Survey and Assessment of Sites – Criteria for Inclusion

The study will focus on those sites which would yield **10 or more housing units**.

A thorough site search of each defined urban area should be undertaken taking appropriate consideration of the following potential capacity sources:

### Housing Land Supply

- All 'Non-Effective' and part effective sites from the Established Housing Land Supply.

### Vacant and Derelict Land Survey - Residual Vacant Land

*Residual Vacant and Derelict Land is that land which is on the Vacant and Derelict Land Survey which is not part of the Effective Housing Land Supply and is not a 'Marketable' Industrial site (i.e. Industrial Land Supply Categories 1 and 2).*

- Use of 'Preferred Use' field;
- 'Use of Development Potential' field (1, 2 or 3 see below) as a guide to programming:
  - (1) likely to be developed within 5 years;
  - (2) expectation of development within 5 to 10 years;
  - (3) unlikely to be developed for at least 10 years;
  - (4) uneconomic to develop/soft end use.

### Industrial and Business Areas

- Potential area of land within industrial business areas which may fall out of use before 2025 - refer previous methodology for 1999 Urban Capacity Study (Technical Note 4 Glasgow and Clyde Valley Joint Structure Plan 2000).

### Public Sector Demolitions

- Sites approved for demolition;
- Sites in programme, but not approved;
- Need to consider sites required for re-provisioning of social rented stock.

### Institutions

- Schools/hospitals/prisons/care establishments etc. in approved closure programme;
- Schools that meet criteria for closure, e.g. school roll as a percentage of capacity;
- Schools PPP Programme.

### Car Parks

- Where car parks are poor located, under-utilised or of poor quality and their retention would no longer feature in the Local Transport Strategy.

### Green Spaces

- Areas such as parks, playing fields, allotments;
- Surplus green space (as part of an agreed disposal programme).

### Conversions of commercial/ industrial/ residential buildings

- Would include commercial/ industrial/ residential/ other buildings (including e.g. churches and public houses) which are generally sound but are unlikely to perform their current use in the future and which may be appropriate for conversion to residential use and/or other hard end uses.

### Other

- Any other sources not outlined above.

## **Probability of Change/Development Potential and Programming**

It is important that the probability of change and associated development potential is related as realistically as possible to the programming. In this regard it is important to take account of development lead in times etc.

### Probability of Land Use Change (2004 - 2025)

- very likely in the short term (2004 - 2011);
- probable in the short term (2004 - 2011);
- probable in the medium term (2011 - 2018);
- probable in the longer term (2018 -2025).

### Development Programming (2004 - 2025)

- Short Term (2004 - 2011);
- Medium Term (2011 - 2018);
- Longer Term (2018 -2025).

Note - In terms of the consideration of programming the output from a site it may be appropriate to consider the characteristics of the site against the criteria listed in paragraph 29 of PAN 38 e.g. ownership, physical, contamination, deficit funding, marketability, infrastructure and land use.

## **Monitoring and Reviewing the Process**

Upon completion of the 2004 Urban Capacity Study it will be necessary for the local planning authority to monitor the progress of the overall development on those identified sites as part of the monitoring of Structure Plan policies.

Appendix 2

GLASGOW AND CLYDE VALLEY STRUCTURE PLAN JOINT COMMITTEE  
URBAN CAPACITY STUDY 2004

Private Sector Capacity % Non Confidential

Private Sector Capacity % Non  
Confidential

	Total Private Sector	Non Confidential Private Sector	% Non Confidential Private Sector
ED	2232	2232	100.0
ER	770	75	9.7
GLW	31817	26386	82.9
INV	4139	2360	57.0
NLC	14262	7692	53.9
REN	3606	3061	84.9
SLC	6047	3999	66.1
WDC	3836	2155	56.2
GCV	<b>66709</b>	<b>47960</b>	<b>71.9</b>

Private Sector Capacity % Non Confidential 2004 - 2018

	Total Private Sector 2004 - 2018	Non Confidential Private Sector 2004 - 2018	% Non Confidential Private Sector 2004 - 2018
ED	2219	2219	100.0
ER	740	75	10.1
GLW	21318	18539	87.0
INV	2691	2089	77.6
NLC	6870	5081	74.0
REN	3246	2701	83.2
SLC	4804	3243	67.5
WDC	3572	2155	60.3
GCV	<b>45460</b>	<b>36102</b>	<b>79.4</b>

