Application No: S/01/00758/OUT

Date Registered: 28th June 2001

Applicant: Ravenscraig Ltd
Ravenscraig Site
Motherwell
ML1 1SW

Agent: Robert Turley Associates
7 Newton Place
Glasgow
G3 7PR

Development: Mixed Use Development Comprising Residential Areas, Primary Schools/Community Uses, Business and Employment Uses, Open Space, a New Town Centre Including Retail, Leisure, Business, Housing and Hotel, + Associated Transport Infrastructure

Location: Ravenscraig Motherwell Lanarkshire

Ward:
2: Calder Valley Councillor Vincent Mathieson
5: New Stevenston & Carfin Councillor Bernard Scott
6: Craigneuk Councillor Thomas Lunny
12: Knowetop Councillor William Wilson

Grid Reference: 276850 657100

File Reference: S/P/L/B/WLS/LG


Development Plan: Unzoned/Industrial – Burgh of Motherwell and Wishaw Development Plan
Greenbelt - Northern Area Local Plan

Contrary to Development Plan: Yes

Consultations:
Architectural Liaison Officer (no reply)
Royal Fine Arts Commission (objection)
Railtrack Scotland (no reply)
Glasgow And Clyde Valley Structure Plan Core Team (conditions)
Strathclyde Passenger Transport (conditions)
West Of Scotland Archaeology Service (conditions)
Scottish Natural Heritage (conditions)
SportScotland (no objection)
Central Scotland Countryside Trust (no reply)
Glasgow City Council (objection)
West Lothian Council (no objection)
South Lanarkshire Council (objection)
British Gas Transco (no objection)
Falkirk Council (objection)
Scottish Ambulance Service (no reply)
Strathclyde Fire Brigade (no objection)
Scottish Power (no reply)
PLANNING APPLICATION No. S / 01 / 00758 / OUT

A MIXED USE DEVELOPMENT, COMPRISING:
RESIDENTIAL AREAS, PRIMARY SCHOOLS / COMMUNITY USES, BUSINESS AND EMPLOYMENT USES

RAVENSCRAIG, MOTHERWELL.

Site Area = 466.70 ha.
Scottish Water (no objection)
The Scottish Civic Trust (no objection)
The Coal Authority (no objection)
S.E.P.A (West) (no objection)
Historic Scotland (no objection)
East Dunbartonshire Council (no reply)
Carfin Community Council (no reply)
Central Wishaw Community Council (no reply)
Coltness Community Council (no reply)
Muirhouse & Flemington Community Council (no reply)
Health And Safety Executive (no reply)
Director Of Education (conditions)
Countryside And Landscape Manager (conditions)
Director Of Finance (no reply)
Social Work Department (no reply)
Director Of Housing (no reply)
Scottish Executive Environment Group (no objection)
Lanarkshire Chambers Group (no objection)
Garden History Society (conditions)
Scottish Homes (conditions)
SEPA (conditions)
Renfrewshire Council (objection)
Chief Executives Dept (conditions)
Director of Community Services (conditions)

Representations:
49 Representation Letters

Newspaper Advertisement: Motherwell Times on 5th July 2001 & 26th July 2001
Wishaw Press on 4th July 2001

Comments:

This application seeks outline consent for the redevelopment of the former Ravenscraig steelworks in Motherwell. The proposal involves a major mixed use development on the site, which extends to 466 hectares (1,151 acres), the main elements of which are -

- Up to 3,500 new dwellings
- Up to 216,000 square metres of business/industry/storage/distribution
- A new town centre, with up to 57,600 square metres of retail floorspace, together with offices and other services, food and drink, major leisure facilities, a hotel, residential and community facilities
- Major parkland areas
- New Roads, bus facilities and a new rail station
- Schools

In addition to the steelworks sites, the application also involves other land in the Windmillhill Street/Orbiston Street area, required to form a new access into the site.

Generally, the principle of redevelopment has been welcomed, but there have been substantial objections submitted in relation to the town centre proposal, and its impacts on other centres. These are fully considered in the accompanying report. It is recognised that there will be significant impacts arising from the proposal, but it is considered that these can be accepted if appropriate measures are taken to promote the restructuring of the existing centres of Motherwell and Wishaw, and if the scale and nature of the Ravenscraig proposals are strictly controlled.

An alteration to the Structure Plan has been proposed, which would establish formal ‘town centre’ status for Ravenscraig, and enable about 30,000 square metres (net) of additional retail floorspace to be developed. This would provide a development plan context to enable the application to be considered to be appropriate, but the approval of the Scottish Ministers for this alteration would be required before the consent could be issued.
The range of issues involved with this proposal has also necessitated the negotiation of a 'section 75' planning agreement, which would cover a range of specific restrictions on the development in addition to obligations to be delivered by the developer. A detailed explanation of this is contained in the accompanying report.

A comprehensive report on the application, taking all the considerations into account, is attached. It is considered that, subject to strict controls, through both planning conditions and a planning agreement, and the approval of the Structure Plan Alteration by the Scottish Ministers, outline planning permission should be granted. If the Committee is minded to grant consent, the permission will not be issued until after the Structure Plan Alteration is approved, and the planning agreement executed.

It should be noted that, if the Committee is minded to grant consent, the application will require to be notified to the Scottish Ministers.

Recommendation: GRANT, subject to (i) the recording/registration of an agreement under Section 75 of the Town and Country Planning (Scotland) Act 1997; (ii) the approval of the Scottish Ministers of the proposed Alteration to the Glasgow and the Clyde Valley Joint Structure Plan, agreed by the Structure Plan Joint Committee on 26 March 2003, and (iii) the following conditions.

1. That the development hereby permitted shall be started, either within five years of the date of this permission, or within two years of the date on which the first of the reserved matters are approved, whichever is the later.

   Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997.

2. That before development starts, further planning applications shall be submitted to the planning authority in respect of the following reserved matters:

   (a) the siting, design and external appearance of all buildings and other structures;
   (b) the means of access to the site;
   (c) the layout of the site, including all roads, footways, and parking areas;
   (d) the provision of equipped play areas;
   (e) the provision of public open space;
   (f) the details of, and timetable for, the hard and soft landscaping of the site;
   (g) details of management and maintenance of the areas identified in (d), (e) and (f) above;
   (h) the design and location of all boundary walls and fences;
   (i) the provision for loading and unloading of all goods vehicles; the phasing of the development;
   (j) the provision of drainage works;
   (k) the disposal of sewage;
   (l) details of existing trees, shrubs and hedgerows to be retained, and
   (m) details of existing and proposed site levels.

   Reason: To enable the Planning Authority to consider these aspects in detail.

3. That within three years of the date of this permission, the first of the applications for the approval of reserved matters, specified in condition 2 above, shall be made to the Planning Authority, and that application for approval of all reserved matters shall be made within twenty years of the date of this permission.

   Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997.

4. That, notwithstanding the generalities of condition 3 above, and the provisions of the Building Standards (Scotland) Regulations 1990, planning applications for the approval of reserved matters for each part of the site shall be accompanied by a certificate from a recognised firm of chartered engineers, duly signed by a Chartered Engineer or Chartered Geologist of Geotechnical Advisor Status (ICE, SISG 1993) confirming the mineral stability of the site. This
certificate shall be based on a professionally supervised and regulated rotary drilling programme.

**Reason:** To ensure the mineral stability of the site.

5. That, notwithstanding the generalities of condition 3 above, planning applications for the approval of reserved matters for each part of the site shall be accompanied by a scheme to deal with contamination on the site. The scheme shall include:

   i. The nature, extent and type(s) of contamination on the site
   ii. Measures to treat/remove contamination to ensure the site is fit for the use(s) proposed
   iii. Measures to deal with contamination during construction works
   iv. Condition of the site on completion of decontamination measures

Before any of the various elements of the proposals on any part of the site are occupied or brought into use the measures to decontaminate the site shall be fully implemented as approved by the planning authority

**Reason:** To ensure the site is fit for the use(s) proposed.

6. That, notwithstanding the generalities of condition 3 above, planning applications for the approval of reserved matters for each part of the site shall be accompanied by a risk assessment in respect of the likelihood of contaminants entering controlled waters, and at what concentration.

**Reason:** To determine the likelihood of pollution of controlled waters (in terms of Part II A of the Environmental Protection Act 1990) arising from the development, and to identify whether or not remedial action may be required.

7. That, notwithstanding the generalities of condition 3 and the requirements of condition 5 above, planning applications for the approval of reserved matters for residential development within the South Calder and Carfin Residential Development Areas, as shown on the Development Parameters Plan, shall be accompanied by a report on of a survey the levels of landfill gas within those development areas. The report shall identify any mitigation and/or preventative measures required to enable development to proceed in a safe manner, and monitoring measure to ensure that future levels of landfill gas are within acceptable parameters.

**Reason:** In the interests of public safety, to ensure that development areas in the vicinity of former landfill sites are not affected by landfill gas.

8. That, notwithstanding the generalities of condition 3 above, planning applications for the approval of reserved matters for each part of the site to be developed for residential purposes shall be accompanied by a report from an appropriately professionally qualified person in relation to noise and vibration levels within the site; this report shall specify any measures required to mitigate anticipated noise and vibration to any residential properties proposed, and these measures shall be carried out as part of the development and before any of the residential properties are occupied.

**Reason:** In order to protect the amenity of future residents, in relation to noise and vibration levels within the site.

9. That, except for those matters specified in conditions 10, 12 and 33 below, the details contained in the 'Ravenscraig Masterplan Report' shall be taken as indicative only, and that no detail shown or described in that document is specifically permitted by this consent.

**Reason:** The application is in outline only.
10. That the development shall proceed in accordance with the Phasing Strategy detailed in the 'Ravenscraig Masterplan Report,' and in the Environmental Statement, submitted as part of the planning application and hereby approved, except in the case of those elements of the proposal identified in conditions 29 and 58 below as being required in Phase 1 or those elements identified in conditions 49 below as not approved.

**Reason:** To ensure that the development proceeds in an appropriate phased manner, and that the necessary elements of the development are provided at the appropriate stages.

11. That the site shall be developed at all times in accordance with the terms of the Development Parameters Plan, submitted as part of the Environmental Statement. In particular, the development shall accord with the Development Parameters Plan in terms of land uses, density of development, maximum heights AOD and non-residential floorspace as specified on that Plan.

**Reason:** To ensure that the development proceeds in accordance with the parameters used as the basis for Environmental Impact Assessment.

12. That, prior to the submission of any reserved matters applications for any part of the site, a detailed Area Development Brief shall be submitted to and approved by the planning authority for that part of the site, those documents to be produced using the principles set out in the 'Landscape Guidelines' and 'Public Realm Design Guidelines' approved as part of this permission, and the 'Natural Heritage and Built Environment Strategy' approved as part of the Environmental Statement. Development within each area shall accord with the terms of the Area Development Brief.

**Reason:** To ensure a consistent and high quality of development throughout the site.

13. That all development works throughout the site shall be carried out in accordance with the 'Code of Construction Practice' contained within the Environmental Statement, submitted and approved as part the planning application, and that a detailed method statement (which shall include mitigation measures to prevent environmental impact) shall be submitted to and approved by the planning authority prior to the commencement of each stage of the development.

**Reason:** In accordance with the terms of the Environmental Statement, and to ensure that the development works do not cause adverse environmental impacts.

---

**Retail Development**

14. That the extent of the proposed 'Town Centre' to be occupied for uses which fall within Class 1 (Retail) of the Town and Country Planning (Use Classes) (Scotland) Order 1997 [Class 1 Retail] shall not exceed 57,600 square metres gross internal area (as defined by the RICS Code of Measuring Practice 5th Edition), of which no more than 53,900 square metres gross shall be for 'comparison' retail.

**Reason:** To define the permission and to ensure that the development does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority, and to accord with the Glasgow and the Clyde Valley Joint Structure Plan, as altered.

15. That, notwithstanding the terms of condition 14 above, at least 18,400 square metres of the Class 1 'Comparison' Retail floorspace shall have its net retail area restricted to 50% of the gross internal area (as defined in condition 14 above), (hereafter referred to as 'Restricted Class 1 floorspace). For the purposes of conditions 15, 16 and 17, net retail area means the total area within a Retail Unit dedicated to the display and sale of goods to the public and changing facilities for shoppers but excluding storage and preparation areas, staff and administrative facilities, areas for the sale and consumption of food and drink, customer services, public toilets, first aid facilities and crèche facilities.
Reason: To ensure that the nature of the retail development accords with the retail concept proposed in the application, and to ensure that the development does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority and to accord with the Glasgow and the Clyde Valley Joint Structure Plan, as altered.

16. That, notwithstanding the terms of condition 14 above, the net ‘comparison’ retail area (as defined in condition 15 above) shall not exceed 32,275 square metres.

Reason: To ensure that the development does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority, and to accord with the Glasgow and the Clyde Valley Joint Structure Plan, as altered.

17. That, notwithstanding the generalities of condition 2 above, the application(s) for Reserved Matters in respect of the Town Centre shall specify on plan(s) the units proposed for the Restricted Class 1 floorspace (as defined in condition 15 above), and those proposed for uses within Classes 2 and 3 of the Town and Country Planning (Use Classes) (Scotland) Order 1997. The plan(s) shall also indicate a floor plan showing the net retail areas of each unit (as defined by condition 15 above).

Reason: To ensure that the requirements of conditions 14, 15 and 16 are met.

18. That the ‘Convenience’ retail (as defined in the Glossary to NPPG 8 ‘Town Centres and Retailing’) element of the proposal shall not exceed 3,700 square metres gross internal area, and shall be provided in a retail unit no larger than 3,700 square metres gross internal area.

Reason: To define the permission and to ensure that the development does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority and to accord with the Glasgow and the Clyde Valley Joint Structure Plan, as prospectively altered.

19. That, notwithstanding the fact that this permission is in outline only, and notwithstanding the provisions of Class 10 of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992, within the proposed 'Town Centre' the permitted development rights of premises within Classes 2 and 3 of the Town and Country Planning (Use Classes) (Scotland) Order 1997 in relation to Change of Use shall not apply, and that all proposed changes of use from such premises shall require planning permission.

Reason: To restrict the total retail floorspace within the development, to ensure that it does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority.

20. That, notwithstanding the fact that this permission is in outline only, and notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992, the provision of mezzanine levels within the units shall require planning permission.

Reason: To restrict the total retail floorspace within the development, to ensure that it does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority.

21. That, notwithstanding the fact that this permission is in outline only, the Town Centre, as defined on the Development Parameters Plan, shall be developed as a multi-functional area, and shall include all of the following uses:

i. Retail (Class 1 of the Town and Country Planning (Use Classes))(Scotland)
Order 1997), developed in accordance with the requirements of conditions 14, 15, 16, 18, 22 and 25 of this permission

i. Financial and Professional Services (Class 2 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

ii. Leisure (Class 11 of the Town and Country Planning (Use Classes)(Scotland) Order 1997), including the major leisure facilities required under the terms of condition 26 below.

iii. Food and Drink Services (Class 3 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

iv. Offices/Light Industry (Class 4 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

v. Hotel (Class 7 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

vi. Residential (Class 9 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

vii. Flatted dwellings

viii. Railway Station and Bus Interchanges

ix. Community Facilities (Class 10 of the Town and Country Planning (Use Classes)(Scotland) Order 1997)

x. Open Space

xi. Car Parking

The Town Centre shall be developed within the area defined for that purpose on the Development Parameters Plan.

Reason: To ensure that the proposed Town Centre fulfils a multi-functional role within the development.

22. That, notwithstanding the fact that this permission is in outline only, the retail (as defined by Class 1 of the Town and Country Planning (Use Classes) (Scotland) Order 1997) element of the development within the proposed 'Town Centre' shall be developed according to the following principles;

i. There shall be provided, and maintained, a minimum of four units in the size range 2,300 square metres to 5,500 square metres (gross internal area).

ii. No more than 20% of the gross unrestricted Class 1 Retail floorspace shall comprise units of less than 300 square metres gross internal area.

iii. No unrestricted Class 1 Retail unit shall exceed 7,100 square metres gross internal area.

Reason: To control the nature and proportions of the types of retail floorspace within the development, to ensure that it does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority.

23. That, notwithstanding the fact that this permission is in outline only, no retail unit, either 'restricted' or otherwise, shall commence trading until all of the following criteria have been satisfied:-

i. The proposed new railway station has been completed and passenger services are operational on the line, stopping at the new station

ii. The proposed bus interchange points at the eastern and western sides of the proposed "Town Centre", and the bus routes to and around the centre have been completed and are operational

iii. The dual carriageway link in the south-west portion of the site, from Airbles Road, has been completed and is operational

iv. At least one of the major leisure facilities, identified in condition 26 below, has been completed and is operational

Reason: To ensure that the retail operation is served by a satisfactory system of public transport, that the principal road entry to the site from the south is operational and that the principles of the 'leisure-led' centre are adhered to.
24. That, notwithstanding the fact that this permission is in outline only, no more than the cumulative total of 20,000 square metres (gross internal area) of unrestricted Class 1 Retail floorspace and 5,370 square metres (gross internal area) of restricted Class 1 Retail floorspace shall trade until there are two major leisure elements (identified in condition 26 below) completed and operational.

**Reason:** To ensure that the principles of the 'leisure-led' centre are adhered to, in order to keep the impacts on other centres within the range considered acceptable by the planning authority.

25. That, notwithstanding the fact that this permission is in outline only, no unrestricted Class 1 Retail unit shall commence trading until at least 5,370 square metres (gross internal area) of 'restricted' Class 1 Retail floorspace (as defined in condition 15 above) is in use; that there shall be no more than 20,000 square metres (gross internal area) of unrestricted Class 1 Retail floorspace trading until at least 12,400 square metres (gross internal area) of 'restricted' Class 1 Retail floorspace is in use, and that there shall be no more than 30,000 square metres (gross internal area) of unrestricted Class 1 Retail floorspace trading until at least 18,400 square metres (gross internal area) of 'restricted' Class 1 Retail floorspace is in use.

**Reason:** To ensure that the retail development is operated in the manner proposed by the applicants, in order to keep the impacts on other centres within the range considered acceptable by the Planning Authority.

### Town Centre Leisure Development

26. That the development shall include a minimum of two major leisure elements (namely, an indoor 'real snow/ski facility and a 10,000 seat multi-functional arena, and/or other such operation as may be approved by the planning authority, such elements to be located within or immediately adjacent to the proposed 'Town Centre' and designed to be integrated or well-connected to the 'Town Centre'.

**Reason:** To ensure that the principles of 'leisure-led' development are complied with, in order to keep the impacts on other centres within the range considered acceptable by the Planning Authority.

27. That, notwithstanding the fact that this permission is in outline only, no leisure use within the proposed 'Town Centre' shall commence operation until all of the following criteria have been satisfied:

i. The proposed new railway station has been completed and passenger services are operational on the line, stopping at the new station

ii. The proposed bus interchange points at the eastern and western sides of the proposed 'Town Centre', and the bus routes to and around the centre have been completed and are operational

iii. The dual carriageway link in the south-west portion of the site, from Airbles Road, has been completed and is operational

**Reason:** To ensure that the leisure facilities are served by a satisfactory system of public transport, and that the principal road entry to the site from the south is operational.

28. That, notwithstanding the terms of the Town and Country Planning (Use Classes) (Scotland) Order 1997 and the Town and Country Planning (General Permitted Development) (Scotland) Order 1992, the major leisure facilities required under the terms of condition 26 above shall not be used for any other use, including any other use within Class 11 of the Use Classes Order.
Reason: To ensure that the scale and nature of the major leisure facilities provided is in accord with the concept proposed by the application.

Transportation

29. That, notwithstanding the terms of conditions 2 and 10 above, the proposed signalised gyratory system and dual carriageway access road into the site, identified in the Environmental Statement as the Southwestern Access Corridor, shall be developed within Phase 1, and shall be completed and operational before any one of the major leisure facilities commences operation.

Reason: To ensure that the road access into the site is sufficient for the traffic likely to be generated.

30. That, before any development begins on site, a Green Travel Plan for the entire development site (the Ravenscraig Green Travel Plan) shall be submitted to and approved by the planning authority. The Ravenscraig Green Travel Plan will be consistent with the approved Local Transport Strategy at that time, and shall contain the following elements:-

a) proposals to reduce car dependence and vehicle emissions;
b) proposals to encourage the use of alternative transport modes for journeys;
c) proposals to introduce measures that promote more environmentally friendly delivery and freight movements;
d) proposals to provide on-site facilities to promote alternative modes of transport to, from and within the site;
e) targets, timescales, phasing programmes, and details of co-ordination and monitoring measures.

Reason: To ensure the production of an effective Green Travel Plan for the overall development, in the interests of achieving sustainable transport in relation to Ravenscraig.

31. That, a Green Travel Plan shall be submitted to and approved by the planning authority for all non-residential development prior to that development being occupied or brought into use (the Unit Green Travel Plan). Each Unit Green Travel Plan shall be in the same form as, address the same issues as, and be consistent with the aims and objectives of the Ravenscraig Green Travel Plan, and may be produced by or on behalf of a number of units acting jointly in the pursual of the principles of the Ravenscraig Green Travel Plan.

Reason: To ensure that each non-residential development is in accord with the Ravenscraig Green Travel Plan, in the interests of achieving sustainable transport in relation to Ravenscraig.

32. That, notwithstanding the fact that the permission is in outline only, all new roads within the site shall be designed to the 'Design Manual for Roads and Bridges' and North Lanarkshire Council's Roads Guidelines. Such roads and junctions will have an adequate capacity at the design year of 2022, within acceptable limits recognised by the Transport Research Laboratory's standard traffic computer programmes, to the satisfaction of the roads authority.

Reason: To ensure that the junction and link capacities on the proposed roads within the site are satisfactory.

33. That, notwithstanding the fact that this permission is in outline only, the Spine and Primary Roads within the site, as defined and identified in the 'Roads Access Strategy' contained within the 'Ravenscraig Masterplan Report, shall be provided with dedicated footways and cycleways adjacent to the roads, and that provision shall also made for a network of footpaths and cycleways throughout the rest of the site.
34. That before development starts, full details of the location and design of the surface water drainage scheme to be installed within the application site shall be submitted to and for the approval of the planning authority, and for the avoidance of doubt the scheme shall comply with the Scottish Environment Protection Agency’s (SEPA) principles of Sustainable Urban Drainage Systems.

**Reason:** To safeguard the amenity of the area and to ensure that the proposed drainage system complies with the latest SEPA guidance.

35. That, before either of the major leisure facilities required under the terms of condition 26 above, or any of the Class 1 Retail floorspace, opens to the public, the following road and junction improvements on the local road network, outwith the site, shall have been carried out to a standard that is capable of accommodating the traffic flows at the design year 2022 estimated in the Transport Assessment, to the satisfaction of the roads authority, and be operational:

a) A signalised gyratory system at the junction of Airbles Road with Hamilton Road, Motherwell;
b) The formation of a dual carriageway on Airbles Road, Motherwell, between its junctions with Airbles Farm Road and Hamilton Road;
c) The improvement of the roundabout junction at Airbles Road/Leven Street, Motherwell;
d) The formation of a signalised junction at Airbles Road/Glencairn Street/Adele Street Motherwell;
e) The improvement of the roundabout junction at Merry Street/Jerviston Road, Motherwell;
f) The improvement of the roundabout junction at Brandon Street/Crosshill Street/Windmill Street, Motherwell;
g) The improvement of the roundabout junction at Glasgow Road/Heathery Road/Alexander Street/Netherton Street, Wishaw.

**Reason:** To ensure that the consequences for the local road network from traffic resulting from the proposed development are addressed prior to the main traffic generators commencing operations.

36. That, notwithstanding the generalities of this consent, before any development commences on site, a Traffic Management Plan for the site shall be submitted to, and approved by the planning authority.

**Reason:** To ensure that the road network within the site is designed and developed in an appropriate manner.

37. That, notwithstanding the fact that this permission is in outline only, the proposed road link from the south-eastern part of the site into Glencairn Avenue, shall be for the purpose of bus, pedestrian and cycle access only, and that appropriate measures to control the use of that access shall be submitted to and approved by the planning authority before any works begin in relation to the road network east of the Wishaw Deviation. The access shall not be brought into use until the appropriate Traffic Regulation Order has been promoted.

**Reason:** To restrict the use of a proposed access, and to ensure that appropriate measures are provided to control its use.

38. That, notwithstanding the details indicated on the approved plans, the proposed ‘Bus Only’ link from the western part of the site into Wilson Street shall not be provided.

**Reason:** In the interests of road safety, in that Wilson Street is not appropriate as a route into the application site.
39. That car parking provision to serve the proposed developments within the site shall be in accordance with the National Maximum Parking Standards noted below, viz:-

<table>
<thead>
<tr>
<th>Category</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail (food)</td>
<td>1 space per 14 sq m gross floorspace</td>
</tr>
<tr>
<td>Business (Use Class 4)</td>
<td>1 space per 30 sq m gross floorspace</td>
</tr>
<tr>
<td>Cinemas &amp; Conference Facilities</td>
<td>1 space per 5 seats</td>
</tr>
<tr>
<td>Stadia</td>
<td>1 space per 15 seats</td>
</tr>
<tr>
<td>Leisure</td>
<td>1 space per 22 sq m gross floorspace</td>
</tr>
<tr>
<td>Higher/Further Education</td>
<td>1 space per 2 staff plus 1 space per 15 students</td>
</tr>
</tbody>
</table>

In addition, parking for the Retail (non-food) elements of the development, within the Town Centre Area, shall be provided on the basis of 1.25 spaces per 20 sq m gross floorspace. Parking within the development shall include provision for coach parking, with particular reference to locations in the proximity of the major leisure facilities. Secure Cycle Parking facilities shall be provided at all bus interchange points, employment locations, community facilities, railway station, retail and leisure facilities and schools, the provision to be in accordance with the standards set out in Table 11.1 of 'Cycling by Design' (Scottish Executive, 1999).

**Reason:** To ensure the provision of adequate car parking to serve the developments, and to accord with the policies contained within NPPG 17 'Transport and Planning' and SPP 17 'Transport and Planning Maximum Parking Standards'

40. That, notwithstanding the requirements of condition 34 above, Disabled Parking spaces within the car parks shall be provided to the following minimum standards:

<table>
<thead>
<tr>
<th>Category</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Uses (Car Parks up to 200 spaces)</td>
<td>1 space per disabled employee plus 2 spaces or 5% of maximum standard size, whichever is greater.</td>
</tr>
<tr>
<td>Employment Uses (Car Parks over 200 spaces)</td>
<td>6 spaces plus 2% of maximum standard size.</td>
</tr>
<tr>
<td>Retail, Leisure and Recreation Uses (Car Parks up to 200 spaces)</td>
<td>3 spaces or 6% of maximum standard size, whichever is greater.</td>
</tr>
<tr>
<td>Retail, Leisure and Recreation Uses (Car Parks Over 200 spaces)</td>
<td>4 spaces plus 4% of maximum standard size.</td>
</tr>
</tbody>
</table>

**Reason:** To ensure satisfactory provision of disabled parking, in accordance with SPP 17.

41. That, notwithstanding the fact that this permission is in outline only, all public car parking shall be illuminated and designed to ensure that personal safety and security issues are adequately addressed.

**Reason:** To ensure that the proposed car parking is safe and secure for use by the public.

42. That, notwithstanding the requirements of condition 2 above, a Parking Management Plan in respect of each application for non-residential development which includes car parking shall be submitted to and approved by the planning authority before that development begins. The Parking Management Plan shall include signage, specific provision for short-stay parking, management of staff car parking and other parking control measures.

**Reason:** To ensure that the car parking provided is used in an effective and appropriate manner.
43. That, notwithstanding the generalities of this permission, the bus interchanges to be provided shall include bus stops, bus parking bays, shelters for passengers, public toilets, public transport information and convenient pedestrian access to the Town Centre.

Reason: To define the nature of interchange required, in the interests of providing effective public transport facilities.

44. That, notwithstanding the generalities of condition 2 above, the application for approval of Reserved Matters in relation to the construction of the Southwestern Access Corridor shall be accompanied by a report from an appropriately qualified person in relation to noise levels from the proposed road insofar as they would affect adjacent residential properties, and shall include details of measures proposed to mitigate the effects of anticipated noise.

Reason: To ensure that the amenity of residential properties is not adversely affected, and to accord with the findings of the Environmental Impact Assessment.

45. That, notwithstanding the terms of conditions 23 and 27 above, the development shall include a new railway station located to the east of the town centre, on the Wishaw Deviation Rail Line, and the railway station shall be completed and in operation prior to the commencement of operation of either of the major leisure facilities (required under the terms of conditions 26 above) or any of the retail floorspace.

Reason: To ensure that the railway station is provided to serve the development.

Residential Development

46. That, notwithstanding the generalities of this consent, no more than 3,500 dwellings shall be constructed within the site.

Reason: To ensure that the scale of the residential development accords with the provision of community and other facilities on site.

47. That no more than 1,500 dwellings shall be occupied until at least 20 hectares (in total) of land in the Campus Employment, Business Quarter and High Density Business Quarter Areas, as shown on the Development Parameters Plan, is prepared for industrial or business development [Classes 4, 5 and 6 of the Town and Country Planning (Use Classes) (Scotland) Order 1997], to the satisfaction of the planning authority.

Reason: To ensure that employment land is developed in conjunction with the provision of residential areas.

48. That, within any defined area approved for residential use, a minimum of 10% of the proposed dwellings will be provided exclusively for affordable/social/rented/special needs housing, unless otherwise agreed in writing with the planning authority. The Area Development Briefs, required under the terms of condition 12 above, shall take account of this requirement, and the first Reserved Matters application for each such defined area shall identify the general location of such housing.

Reason: In order to achieve a variety of house types and tenure throughout the site.

49. That, notwithstanding the details indicated on the approved plans, no residential development shall take place within the area cross-hatched RED on the approved plans, specifically the southern portion of the South Calder Residential Area.
Reason: This area is considered to be inappropriate for residential development on the grounds that the site is of importance in nature conservation terms, is the subject of some flood risk and would be difficult to access for residential development.

50. That the eastern and northern boundaries of the residential development identified as Meadowhead on the Development Parameters Plan shall be as shown by the line denoted A-A, and not as shown on the original plan.

Reason: To protect existing nature conservation interests.

51. That, notwithstanding the generality of this permission, open space and play provision within each residential development area shall be on the basis of North Lanarkshire Council's approved 'Minimum Space Standards: Play Provision and Active Play/Open Space'.

Reason: To ensure adequate provision of local open space and play provision within housing areas, in accordance with Council Policy.

52. That, notwithstanding the generality of this permission, garden ground for houses and flats within the residential development areas (with the exception of the Town Centre) shall be provided on the basis of North Lanarkshire Council's approved 'Minimum Space Standards: Space around Dwellings'.

Reason: In the interests of the amenity of residential properties within the development, to ensure that they have a satisfactory level of private open space within their plots.

Nature Conservation

53. That, notwithstanding the terms of condition 2 above, prior to the commencement of development full details of the Community Nature Park (identified as Area 16 on the Development Parameters Plan) shall be submitted to and for the approval of the Planning Authority (in consultation with Scottish Natural Heritage). Proposals shall include positive habitat management; creation of new habitats including wetlands; new landscaping; establishment; existing features to be retained and enhanced; footpath/access provision and integrated access strategy including access links within and outwith the site; viewing points and interpretation within the Community Nature Park. No development of the Community Nature Park shall commence until the approval of these details has been granted by the Planning Authority.

Reason: In the interests of nature conservation and recreation.

54. That, notwithstanding the terms of condition 2 above, prior to the commencement of development, full details of proposals for the management of existing habitats within the South Calder Residential Area (identified as Area 1 on the Development Parameters Plan) or the Todhole Basin (identified as Area 11 on the Development Parameters Plan) shall be submitted to and for the approval of the Planning Authority (in consultation with Scottish Natural Heritage). Proposals shall include proposed woodland planting; wetland and riparian enhancement; integrated access; interpretation and establishment. No development of these areas shall commence until the approval of these details has been granted by the Planning Authority.

Reason: In the interests of nature conservation and recreation.

55. That, notwithstanding the terms of condition 2 above, prior to the commencement of any development within the site, an Amphibian Conservation Management Plan shall be submitted
to and for the approval of the Planning Authority (in consultation with Scottish Natural Heritage). The management plan shall include details of long term management and monitoring of the translocated population during the period of development of the site. No development shall commence until the approval of these details has been granted by the Planning Authority.

**Reason:** In the interests of nature conservation

56. That, notwithstanding the terms of condition 2 above, prior to the commencement of any development within the site, a Grayling Butterfly Management Plan shall be submitted to and for the approval of the Planning Authority (in consultation with Scottish Natural Heritage). The management plan shall include, inter alia, details of additional breeding sites, and plans for additional planting of adult and caterpillar food plants. No development shall commence until the approval of these details has been granted by the Planning Authority.

**Reason:** In the interests of nature conservation

57. That, notwithstanding the terms of condition 2 above, prior to the commencement of any development within the site, details of measures to protect areas where species taken during the development of the spine road (identified as Area 18 on the Development Parameters Plan) have been translocated have been submitted to and for the approval of the Planning Authority (in consultation with Scottish Natural Heritage). Such details shall include the location of such sites, design of protective fencing, and a programme for completion and subsequent maintenance. No development shall commence until the approval of these details has been granted by the Planning Authority.

**Reason:** In the interests of nature conservation

58. That, notwithstanding the terms of conditions 2 and 10 above, the Structure Planting proposed within the Woodland Link Area (identified as Area 6 on the Development Parameters Plan) shall be implemented within Phase 1 of the development.

**Reason:** To compensate for poor ground conditions in the area and to ensure successful establishment of Structure Planting in the area.

59. That, notwithstanding the generality of this consent, existing trees and shrubs within the site shall not be lopped, topped, felled or removed, or disturbed in any way without the prior written consent of the Planning Authority unless in accordance with the approved landscaping plan and landscape management plans. No development in, or adjacent to, an area containing trees, shrubs, or other natural heritage features to be retained shall commence until those features have been protected by suitable fencing in accordance with BS 5837 “Trees in relation to construction”. No work shall take place until the protective fencing has been inspected and approved in writing by the Planning Authority.

**Reason:** To secure the preservation of trees in accordance with section 159(a) of the Town and Country Planning (Scotland) Act 1997.

**Community Facilities**

60. That, notwithstanding the terms of conditions 2 and 12 above, provision shall be made within the site for the development of community facilities, as appropriate to the area and the development.

**Reason:** To ensure that satisfactory provision is made for facilities required by the new community.
61. That a site extending to at least 1.3 hectares shall be reserved within the Carfin Residential Development Area for the purposes of the construction of a Primary School Campus (with associated facilities) in Phase 2 of the development. The first Reserved Matters application for the Carfin Residential Development Area shall identify the site on the layout plan.

**Reason:** In order to ensure that a site is available for the provision of Primary Schools at the appropriate time.

62. That a site extending to at least 1.3 hectares shall be reserved within the Roman Road Residential Development Area for the purposes of the construction of a Primary School Campus (with associated facilities) in Phase 4 of the development. The first Reserved Matters application for the Roman Road Residential Development Area shall identify the site on the layout plan.

**Reason:** In order to ensure that a site is available for the provision of Primary Schools at the appropriate time.

63. That, notwithstanding the generalities of this permission, the Recreational Facilities/Sports Pitches proposed shall provide facilities for a range of sports and activities, and shall incorporate grass and synthetic pitches and changing accommodation, and be provided with floodlighting.

**Reason:** To ensure that the recreational facilities make satisfactory provision for a range of sporting activities.

**Business/Industry**

64. That, notwithstanding the generalities of this permission, the areas defined on the Development Parameters Plan as 'Campus Employment Site', 'Business Quarter' and 'High Density Business Quarter' shall be developed for uses within Classes 4, 5 and 6 of the Town and Country Planning (Use Classes) (Scotland) Order 1997, and for no other use, including any use that falls within the scope of Schedule 7 of the Town and Country Planning (General Development Procedure) (Scotland) Order 1992 ('Bad Neighbour Development')

**Reason:** To define the permission.

65. That, notwithstanding the generalities of this permission, the area defined on the Development Parameters Plan as 'Business Quarter/Roadside Services/Hotel' shall be developed for uses within 4 and 7 of the Town and Country Planning (Use Classes) (Scotland) Order 1997, and for the sui generis uses of sale of fuel for motor vehicles or sale of motor vehicles, and for no other use.

**Reason:** To define the permission.

66. That, notwithstanding the terms of Class 10 of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992, the permitted development rights of premises for the sale of motor vehicles to change to Class 1 Retail shall not apply.

**Reason:** To restrict the total retail floorspace within the development, to ensure that it does not have impacts on other existing town centres above those predicted in the Retail Impact Assessment carried out for the planning authority.
Other Matters

67. That the site of the former Wishaw House, its associated architectural features and the former formal gardens located to the south of the House shall be considered as 'archaeologically sensitive', and shall not be developed or disturbed in the course of development elsewhere within the application site. Measures to be submitted in respect of the Community Nature Park, under the terms of condition 53 above, shall include proposals to restore aspects of the former designed gardens and to provide interpretative information for visitors.

Reason: To preserve and enhance the setting of features of archaeological interest.

68. That the developer shall afford access at all reasonable times to an archaeological contractor approved by the planning authority, and shall allow them to observe work in progress and record any items of interest and finds uncovered by the proposed works, and that notification of the commencement date shall be given to the archaeological contractor in writing not less than 14 days before work commences on site.

Reason: To ensure satisfactory access by archaeologists to the site during works.

Notes to Committee:

1. If granted, this application will require to be referred to the Scottish Ministers in accordance with the Town and Country Planning (Notification of Applications) (Scotland) Direction 1997.

2. The applicant has agreed to enter into an agreement in terms of Section 75 of the Town and Country Planning (Scotland) Act 1997 in respect of restrictions on the development and contributions by the developer, but the terms thereof have not yet been finally agreed. The planning consent should not be issued until these matters have been concluded.

Background Papers:

Application form and plans received 28th June 2001
Development Parameters Plan
Environmental Statement
Environmental Statement Non-Technical Summary
Planning Statement
Transport Assessment
Retail Impact Assessment
Contaminated Land Statement
Bulk Earthworks Strategy
Flood Risk Assessment
Surface Water Drainage Strategy
Foul Sewerage Drainage Strategy
Energy Study
Historical Perspective
Landscape Guidelines
Public Realm Design Guidelines
Public Realm Design Guidelines Part 3 Product Directory
Natural Heritage and Built Environment Strategy
Town Centre Concept Document
Ravenscraig Leisure Development Options Market Analysis (Locum Destination Consulting)
Outline of Supplementary Retail Statement July 2002
Retail Assessment Update August 2002
Letter from Robert Turley Associates dated 26 March 2002
Letter from Robert Turley Associates dated 8 April 2002
Letter from Robert Turley Associates dated 22 May 2002
Letter from Robert Turley Associates dated 14 June 2002
Letter from Robert Turley Associates dated 27 June 2002
Letter from Robert Turley Associates dated 17 July 2002
Letter from Wilson Bowden developments dated 22 July 2002
Letter from Robert Turley Associates dated 26 September 2002
Letter from Robert Turley Associates dated 17 February 2002
Addendum to Transport Assessment August 2002
Ravenscraig Rail Options Report August 2002
Letter from Colin Buchanan and Partners dated 6 December 2002
Note on Car Parking (Colin Buchanan and Partners, 10 December 2002)
Future Multi-Modal Assessment (Colin Buchanan and Partners)
Proposed Alteration to Parameters for Eastern Housing Area
Ravenscraig Economic Impact Assessment

Glasgow and the Clyde Valley Joint Structure Plan 2000
Letter from Renfrewshire Council (on behalf of the Structure Plan Joint Committee)
dated 6 September 2002
Report by Structure Plan Manager to Structure Plan Joint Committee, 26 August 2002
Report by Structure Plan Manager to Structure Plan Joint Committee 26 March 2003
The Burgh of Motherwell and Wishaw Development Plan 1953
The Northern Area Local Plan 1986
Southern Area Local Plan Finalised Draft (Modified June 2001)

‘Report on the Town Centre Concept within the Ravenscraig Master Plan proposal’
(John Dawson, University of Edinburgh Management School)
‘Assessment of Proposals for Retail Development at Ravenscraig, Motherwell’
(Max Cowan, 10 September 2002)
‘Ravenscraig Development Transport Assessment Audit’ (Jacobs Consultancy)
Report by Director of Planning and Environment to Planning and Environment Committee,
13 January 2003
Report by Director of Planning and Environment to Planning and Environment Committee,
22 January 2003
Draft Agreement under Section 75 of the Town and Country Planning (Scotland) Act 1997
Lanarkshire Town Centres Intervention Strategy

Letter dated 12 July 2001 from Health and Safety Executive
Letter dated 10 July 2001 from Town Centre Initiatives Limited
Letter dated 18 July 2001 from Scottish Executive Development Department Planning Division
Letter dated 13 July 2001 from Strathclyde Fire Brigade
Letter dated 25 July 2001 from Historic Scotland
Letter dated 25 July 2001 from Sport Scotland
Letter dated 30 July 2001 from Lanarkshire Chambers Group
Letter dated 1 August 2001 from The Coal Authority
Memo dated 31 July 2001 from NLC Chief Executive’s Department
Letter dated 6 August 2001 from West of Scotland Archaeology Service
Letter dated 21 August 2001 from JMP Consultants
Letter dated 10 August 2001 from Scottish Executive Environment Group
Letter dated 8 August 2001 from West Lothian Council
Memo dated 2 August 2001 from NLC Education Department
Letter dated 10 August 2001 from South Lanarkshire Council
Letter dated 17 August 2001 from The Garden History Society in Scotland
Letter dated 21 August 2001 from The Garden History Society in Scotland
Letter dated 17 August 2001 from Transco
Letter received 32 August from West of Scotland Water
Letter dated 1 August 2001 from Scottish Civic Trust
Letter dated 22 August 2001 from Falkirk Council
Letter dated 12 September 2001 from SNH
Letter dated 27 September 2001 from Royal Fine Art Commission for Scotland
Letter dated 3 October 2001 from SPT
Letter received 10 October 2001 from South Lanarkshire Council
Letter dated 30 November 2001 from City of Glasgow Council
Letter dated 10 May 2002 from SNH
Memo dated 13 May 2002 from NLC Conservation and Greening Manager
Memo dated 21 May 2002 from NLC Conservation and Greening Manager
Letter dated 20 May 2002 from Renfrewshire Council
Letter dated 25 June 2002 from Renfrewshire Council
Letter dated 25 June 2002 from Structure Plan Manager
Report by Institute of Environmental Management and Assessment

Letter received 24 July 2001 from Monro Chemists
Letter received 25 July 2001 from unknown
Letter received 10 July 2001 from Fiona O'Donnell
Letter dated 10 July 2001 from John Lowe
Letter dated 12 July 2001 from Montagu Evans (on behalf of Motherwell Town Centre Partnership)
Letter dated 10 July 2001 from William Moore
Letter dated 24 July 2001 from Claire's Accessories
Letter received 24 July 2001 from Card Warehouse Group Ltd
Letter dated 23 July 2001 from Andrew Mair (Butchers)
Letter dated 23 July 2001 from Global Video plc
Letter dated 23 July 2001 from Dollond & Aitchison
e-mail dated 25 July 2001 from Dr. Bruce Wiseman
Letter dated 25 July 2001 from Coral Racing Limited
Letter received 26 July 2001 from H&J Pryce
Letter received 11 July 2001 from James Burns
Letter dated 30 July 2001 from Specdeals Opticians
Letter dated 30 July 2001 from Clinton Cards plc
Letter dated 26 July 2001 from JJB Sports plc
Letter dated 26 July 2001 from Your More Store Limited
Letter dated 25 July 2001 from M M Henderson Limited
Letter dated 30 July 2001 from Pricecut 99p Ltd
Letter dated 25 July 2001 from LaSalle Investment Management (on behalf of Coal Pension Properties Limited)
Letter dated 3 July 2001 from Ellenor Burns
Letter dated 3 July 2001 from Ann Marie McDevitt
Letter dated 1 August 2001 from Primark Stores Ltd
Letter dated 8 August 2001 from Poundstretcher Ltd
Letter dated 9 August 2001 from Mackays Stores Ltd
Letter dated 7 August 2001 from Colin Campbell Associates (on behalf of Land Securities)
Letter dated 15 August 2001 from British Heart Foundation
Letter received 13 August 2001 from AJ Bashir
Letter dated 23 August 2001 from S A B Dinsmore Ltd
Letter dated 10 September 2001 from Colin Campbell Associates (on behalf of Land Securities)
Letter and enclosure dated 12 September 2001 from Montagu Evans (on behalf of Standard Life, British Land, The Prudential Assurance Company Ltd and Scottish Mutual)
Letter dated 3 October 2001 from Alan Watt & Co (on behalf of City Site Estates)
Letter and enclosure dated 10 October 2001 from Montagu Evans (on behalf of Motherwell Town Centre Partnership)
Letter dated 15 October 2001 from SEPA
Letter dated 15 January 2002 from Highland Properties (Scotland) Limited
Letter dated 29 April 2002 from Montagu Evans (on behalf of Standard Life, British Land, The Prudential Assurance Company Ltd and Scottish Mutual)
Letter dated 24 May 2002 from Highland Properties (Scotland) Ltd
Letter dated 7 June 2002 from Highland Properties (Scotland) Ltd
Letter dated 24 June 2002 from Montagu Evans (on behalf Motherwell Town Centre Partnership)
Letter dated 26 June 2002 from Colin Campbell Associates (on behalf of Land Securities)
Letter dated 24 July 2002 from Montagu Evans (on behalf of Motherwell Town Centre Partnership)
Letter dated 1 October 2002 from Colin Campbell Associates (on behalf of Land Securities)
Letter dated 2 October 2002 from Highland Properties (Scotland) Limited
Letter dated 2 October 2002 from LaSalle Investment Management (on behalf of Coal Pension Properties Ltd)
Letter dated 2 October 2002 from Montagu Evans (on behalf of Motherwell Town Centre Partnership)
Letter dated 3 October 2002 from Alan Watt & Co (on behalf of City Site Estates Plc)

Letter dated 3 October 2002 from LaSalle Investment Management (on behalf of Coal Pension Properties Ltd)
Letter dated 10 October 2002 from South Lanarkshire Council
Letter dated 17 October 2002 from South Lanarkshire Council
Letter dated 1 November 2002 from Montagu Evans
Letter dated 21 November 2002 from Colin Campbell Associates (on behalf of Land Securities)
Letter dated 21 November 2002 from South Lanarkshire Council
Letter dated 22 November 2002 from LaSalle Investment Management (on behalf of Coal Pension Properties Ltd)
Letter dated 29 November 2002 from Portman Travel Group
Letter dated 21 November 2002 from Primark Stores Ltd
Letter dated 26 November 2002 from Fraser Corporate Real Estate (on behalf of Pearl Assurance)
Letter dated 26 November 2002 from Oxfam Property Services
Letter dated 14 November 2002 from Scotmid
Letter dated 13 November 2002 from Dollond & Aitchison
Letter dated 15 November 2002 from Global Video plc
Letter received 14 November 2002 from S A B Dinsmore Ltd
Letter dated 31 December 2002 from Banhol Ltd
Letter dated 27 December 2002 from Specsavers Opticians
Letter received 20 December 2002 from Andrew Mair (Butchers)
Letter dated 19 December 2002 from Charles Price & Company
Letter dated 31 January 2003 from Greggs plc

SPP 1 'The Planning System'
SPP 2 'Economic Development'
SPP 3 'Planning for Housing'
NPPG 5 'Archaeology and Planning'
NPPG 7 'Planning and Flooding'
NPPG 8 'Town Centres and Retailing'
NPPG 11 'Sport, Physical Recreation and Open Space'
NPPG 14 'Natural Heritage'
NPPG 17 'Transport and Planning'
SPP 17 'Transport and Planning Maximum Parking Standards'
NPPG 18 'Planning and the Historic Environment'
PAN 33 'Development of Contaminated Land'
PAN 41 'Development Plan Departures'
PAN 42 'Archaeology'
PAN 51 'Planning and Environmental Protection'
PAN 56 'Planning and Noise'
PAN 57 'Transport and Planning'
PAN 60 'Planning for Natural Heritage'
PAN 61 'Planning and Sustainable Urban Drainage Systems'
PAN 65 'Planning and Open Space'
PAN 67 'Housing Quality'

'European Protected Species, Development Sites and the Planning System: Interim Guidance for local authorities on licensing arrangements' (Scottish Executive)
Any person wishing to inspect these documents should contact Les Stevenson at 01698 302088.
STRUCTURE OF REPORT

1. Proposed Development
2. Supporting Documents
3. Description of Site and Surrounding Area
4. History and Development Background to the Site
5. Background to the Application
6. Consultation Replies
   - No objections paras 6.2 – 6.5
   - Supportive paras 6.6 – 6.7
   - Conditions paras 6.8 – 6.15
   - Objections paras 6.16 – 6.20
   - NLC Departments paras 6.21 – 6.24
7. Representations
   - Local Residents paras 7.2 – 7.5
   - Motherwell Traders paras 7.6 – 7.8
   - Retail Property Interests paras 7.9 – 7.23
8. The Development Plan
   - The Glasgow and the Clyde Valley Joint Structure Plan paras 8.2 – 8.16
   - Burgh of Motherwell and Wishaw Development Plan para 8.17
   - Northern Area Local Plan para 8.18
9. Other Material Considerations
   - Structure Plan Alterations para 9.2 – 9.3
   - Emerging Development Plan para 9.4 – 9.15
   - Other Council Policy Documents para 9.38 – 9.42
   - Environmental Statement para 9.43 – 9.46
   - Consultees para 9.47
   - Representations para 9.48
10. Assessment
    - General paras 10.3 – 10.9
    - Retail paras 10.10 – 10.59
    - Leisure paras 10.60 – 10.64
    - Industrial/Business Development paras 10.65 – 10.69
    - Housing para 10.70 – 10.77
    - Community Facilities paras 10.78 – 10.83
    - Open Space para 10.84 – 10.92
    - Transportation paras 10.93 – 10.105
    - Sustainability paras 10.106 – 10.107
    - Phasing paras 10.108 – 10.112
    - Environmental Statement para 10.113 – 10.116
    - Planning Agreement paras 10.117 – 10.121
    - Other Matters para 10.122
11. Conclusions

Appendix 1 Development Parameters Plan
Appendix 2 Extract from Structure Plan Manager’s Report, 26/08/02
APPLICATION NO. S/01/00758/OUT

REPORT

1. **Proposed Development**

1.1 This application is in outline for a mixed use development comprising residential areas, primary schools/community uses, business and employment uses, open space, a new town centre including retail, leisure, business, housing and hotel, and associated transport infrastructure on the combined site of the former Ravenscraig steelworks and the Lanarkshire steelworks. This application also seeks outline approval for the provision of a Link Road from the existing Civic Centre/Airbles Road roundabout through to the former steelworks sites. In total the area within the boundary of the application site extends to 466 hectares (1,151 acres). The site is largely in the Craigneuk Ward but it also extends into the Wards of Calder Valley, New Stevenston and Carfin, and Knowetop.

1.2 Given the scale and complexity of the proposed development it is easiest to describe the application in terms of the key components within the mixed use development. Whilst this will aid both the description and analysis of the application it is essential that account is taken of the overall concept and the strategy which is integral within this application.

1.3 **The Concept:** The application, in effect, involves the development between Motherwell and Wishaw of a new community including housing, industrial and business development, a new town centre with retail, leisure and community facilities, and substantial areas of open space including a community nature park. The applicant sees the proposal as a major driver for change within the area and one that will facilitate the economic, social and environmental regeneration of both surrounding communities and the wider Lanarkshire area. The various components are designed to be inter-linked via a Masterplan for the site to produce a development which, if approved, will take between 15 to 20 years to implement and will transform both the physical appearance and image of this part of Lanarkshire. As the application is in outline it is important that the principle of this overall concept is considered and assessed, which will be done in Section 10 of this report.

1.4 The information outlined below has been provided as part of the application, to demonstrate how the applicants anticipate the development proceeding, but it must be noted that as the application is in outline this information is largely illustrative. However, the application does contain a 'Development Parameters Plan' which divides the site into twenty distinct areas, within which the development parameters (for example, maximum height, density, numbers of units) are set, and it would be intended that any planning permission would require the development to proceed in accordance with these parameters. A copy of the Parameters Plan is appended to this report. In addition, the Masterplan document submitted as part of the application contains details of phasing of the overall development, which will be included as part of a consent.

1.5 **The Residential Component:** The application includes the provision of 5 main housing areas which could, in total, provide up to 3,500 new dwellings over the proposed development period. The 5 areas are located across the site and are designed to accommodate a wide range of house types from 1 and 2 bedroom flats to 4 and 5 bedroom villas. The main areas identified include:

   a) Carfin – At the northern end of the site adjacent to the existing village of the same name. It covers an area of approximately 31 hectares (65 acres) and is proposed primarily for low density development, and limited to 11 metres in height.

   b) South Calder – At the north western edge of the site, immediately adjoining Merry Street and the Highfield Crescent residential area. It covers an area of approximately 14.1 hectares (35 acres) and is largely intended for low density development, again restricted to 11 metres in height.

   c) Nether Johnston – The area immediately to the north and east of the proposed town centre located within the centre of the site. It covers approximately 10.5 hectares (25 acres) and would be a mix of medium and high density development limited to a maximum height of 17 metres.

   d) Roman Road – The area immediately to the south and east of the proposed town centre and which adjoins Craigneuk along its southern boundary. It covers an area of approximately 24.5
hectares (60 acres) and is proposed for a mix of low, medium and high density development, the maximum height of which would range between 11 and 17 metres.

e) Meadowhead – The area to the east of the existing Wishaw Deviation railway line and to the south and west of the South Calder Water. It covers an area of approximately 46 hectares (114 acres) and is proposed for a mixed of low and medium density development, the maximum height again ranging between 11 and 17 metres.

1.6 The Employment Component: The application includes the provision of two main types of employment areas, excluding the proposed Town Centre. In total these areas will provide a total area of approximately 216,000 square metres of floorspace in business, general industrial and storage and distribution uses. The two areas comprise:-

a) Campus Employment site – this is located on the western part of the site, between the Spine Road across the site and the existing Dalzell Steelworks. The site extends to an area of approximately 38 hectares (94 acres) and is intended to accommodate a broad range of employment opportunities. The Development Parameters Plan indicates a maximum floorspace of 116,000 square metres but this is capable of being developed in a variety of sizes of sites depending upon demand over the development period. The maximum height of development proposed for this area is 15 metres. The site is to be accessed via a spur road off the Spine Road and it is proposed that this spur will include a dedicated bus route linking the site to Motherwell Town Centre.

b) Business Quarters – These are located between the proposed Town Centre and the Spine Road through the site. The sites cover a total area of approximately 39 hectares (96 acres) and have three distinct elements. On the western edge of the Town Centre there would be a High Density Business Quarter with up to 20,000 square metres of floorspace. Between that and the Spine Road there would be a Business Quarter offering high quality business space, accommodated within a range of 2 and 3 storey buildings and providing up to 52,000 square metres of floorspace. A third area with business uses (up to 28,000 square metres) and other activities such as roadside services, a hotel and car showrooms is proposed for the area immediately north of the West Coast Main Line. Access into the Business Quarters will be off two roundabouts on the Spine Road and the dedicated bus network will pass through part of the area.

1.7 The Town Centre: The application proposes a new Town Centre located within the central part of the site, designed to be a mixed Centre incorporating a number of elements. The supporting information which accompanies the application indicates that the proposed Town Centre would be a leisure-led shopping destination rather than a local convenience shopping centre or a sub-regional comparison shopping centre; the nature of the retailing concept proposed is described in more detail in paragraph 1.8 below. The proposed elements of the Centre reflect the leisure shopping concept and include:

a) A maximum 57,600 square metres of Class 1 retail floorspace of which a maximum of 3,700 square metres would be for the sale of convenience goods. Within this 57,600 square metres of retail floorspace it is proposed to include a minimum of 18,400 square metres gross floorspace of what the applicants term “experiential retail” use (further explanation of this concept is provided in paragraph 1.8 below), with at least eight major anchor stores;

b) Up to 3,000 square metres of financial/professional and other office services as defined in Use Class 2;

c) Up to 9,300 square metres of food and drink premises;

d) Up to 13,000 square metres of office and light industry floorspace as defined in Use Class 4;

e) Up to 26,060 square metres of assembly and leisure use as defined by Class 11. It has been indicated that this could include an indoor ski centre, multi-screen cinema, health club, sports centre and other forms of family entertainment centre. This floorspace figure excludes the 10,000 seat multi-functional arena that is also suggested within the Town Centre;

f) Up to 550 units of residential accommodation;
g) A 100 bedroom hotel; and

h) A range of community facilities such as a church, educational facilities and cultural uses.

The proposed Town Centre would cover a maximum area of 59 hectares (146 acres). Road access to the Centre would be possible from 3 roundabouts on the Spine Road. The proposal also includes approximately 10,000 car parking spaces which will be designed into the Town Centre layout, chiefly at the north western and south western ends. The proposed Centre is the focal point for the bus routes crossing the site and linking into the adjoining communities of Motherwell and Wishaw, and the applicants also propose to construct a new railway station on the Wishaw Deviation Line to the east of the Town Centre.

It is proposed that a main pedestrian spine would link the various elements of the Town Centre and that a bus only route, to facilitate easy public transport access, would surround the Centre.

Finally, it should be noted that a key feature of the Centre is the proposed “real snow” ski slope which the applicant states could be up to 90 metres in height and would therefore form the dominant visual landmark within the site and wider area.

1.8 As noted in paragraph 1.7 above, the applicants have indicated that the retail element of their proposals would have at least 18,400 square metres of the gross floorspace as ‘experiential’ retailing. This is a new type of retailing, whereby there are large areas given over to the use or demonstration of the products, or other types of leisure or ‘theatre’ use. Such outlets exist elsewhere, and the applicants have quoted examples such as Tiso (which has a climbing wall), Lego Imagination Centre, Nike Town and the Vans Skate Park (which has a large skateboarding area within the store); however, the Ravenscraig development would be the first location where such a large proportion of the floorspace and so many different outlets would be involved. (It should be noted that although the retailers listed have been used as examples, the applicants are not stating that they will be represented at Ravenscraig). The applicants have also noted in their application that the major leisure facilities will themselves attract visitors from a wide area, and will result in associated retailers being attracted to the centre. The applicants have stressed that their proposals is not a conventional regional shopping centre, such as Braehead or The Gyle, but would be a “leisure driven experience” with a new retail and leisure mix: as a consequence, it is the applicants’ case that the impacts of the development on local centres will be reduced because of the specialist nature of many of the shops that will locate at Ravenscraig and the wide catchment area from which customers will be drawn.

1.9 The Open Space Component: The application incorporates a significant number of areas of open space within the site. These areas range from passive open amenity areas through to the more active formal recreation facilities. The largest element is at the eastern edge of the site consisting of the proposed community nature park based around the Ravenscraig Woods and the associated South Calder Water and Ravenscraig Gorge. This proposed nature park would connect through to the Todhole Basin via a green link of native woodland over that part of the South Calder Water that is in culvert. To the south of this woodland link would be the main area of recreation facilities including sports pitches and changing facilities. To the north of the woodland link is the recently created “Prospect Hill” which is an open grassland mound covering the Secure Containment Facility. The Todhole Basin at the western edge of the site would remain largely as a natural area associated with the South Calder Water and the Todhole Burn. In addition to these major areas of open space the Masterplan also indicates a linear park running in a north-south direction through the proposed Town Centre and a series of 3 urban parkspaces in association with the Centre. Finally, around the southern and western boundaries of the site, a 20 metre wide zone of woodland and landscaping is proposed reflecting the landscape that already exists along a large part of the application site. In total these open space areas comprise 168.2 hectares (416 acres), about 36% of the total application site area.

1.10 The Transport Component: Due to the scale of the proposed development in terms of the potential number of residents and people who may be attracted to the site by the employment component and the proposed Town Centre, the management of movement both to and through the site is an essential component of the application.

The principal access into the site from the north will be via the A723 which, together with the B7066, currently links the A8 with the existing Spine Road that now crosses the site. This Spine Road will, under the applicants’ proposals, be extended in a south westerly direction under the Glasgow-London
main railway line via a new stretch of dual carriageway connecting into a larger and enhanced roundabout at the junction of Windmillhill Street (A721) and Airbles Road, adjacent to the Civic Centre. This dual carriageway will then facilitate access to the south and west towards Junction 6 on the M74. These two principal access points would be complemented by 4 secondary access points into the site:

a) at the north east corner via Carfin Mill Road leading to Chapelknowe Road,

b) at the north west frontage via the former entrance into the steelworks site from Merry Street and linking into the South Calder residential area;

c) at the southern end via the existing Spine Road which accesses onto Craigneuk Street (A721) via the recently constructed roundabout, and
d) at the southern end via the former British Steel/Corus office block which provides an access onto Meadowhead Road.

In addition to these vehicular accesses the application contains proposals to construct 2 bus only connections into the site. The first would be via Wilson Street, (linking into Motherwell), and the second is via Glencairn Avenue, (linking into Wishaw); further discussion on the proposed Wilson Street access is contained in paragraph 10.98 below. Within the site the applicant, through the Masterplan, has indicated that a network of footpaths, cycleways and secondary roads would be provided which link the main components within the site to each other and to both the main Spine Road through the site and the key access points noted above.

Integral to the proposal is the public transport strategy, which comprises two main elements:

a) a bus transport network which runs through the site connecting all the main development areas to ensure that most of the site is within a 5 minute walk (400 metres) of the network and that most high density parts of the development are within 200 metres of a bus stop. This network, which has the proposed Town Centre as its focal point, then connects through to both Motherwell and Wishaw Town Centres and the wider area’s services with the aim of providing a guaranteed high frequency service.

b) A new railway station on the Wishaw Deviation line as part of a wider scheme to form an improved passenger link between Glasgow Central and Wishaw. This is to be located at the eastern end of the proposed Town Centre and adjoining the Meadowhead residential area.

The applicants have indicated that to support the proposed development more localised off site road improvements would be required along Airbles Road between its junction with Windmillhill Street (A721) and down to and including its junction with Hamilton Road (A723). To the north of the application site, dualling of the existing Holytown/Carfin Link Road is seen by the applicant as essential to the success of the Ravenscraig regeneration project together with the provision of an appropriate junction at the B799 with the A8. Both of these sets of off site roadworks are the subjects of separate planning applications to the Council.

1.11 The Infrastructure/Services Component: Due to the scale of the proposal the provision of an adequate and acceptable infrastructure in association with the development is essential to its success. The fact that the site was formerly developed means that many of the necessary services are available and the proposals can be summarised as follows:

a) Water – this can be supplied to the site from the existing Loch Lomond and Daer mains to the north and south of the site.

b) Gas – while the existing network has sufficient capacity to serve the proposed development, a new pressure reduction station would be needed adjacent to the existing station at Coursington to the west of the site.
c) Electricity – capacity exists to support the early phases of development at the northern end of the site. However to support the main development proposals two new underground cables would be installed and would run from Wishaw to a new primary substation to be built near the proposed Town Centre. This should meet the development's requirements.

d) Telecommunications – it is considered that the existing local network can be extended and expanded to provide high bandwidth fibre optic cables and the appropriate technology to serve Ravenscraig.

e) Surface Water Drainage – surface water run off would largely discharge to the South Calder Water. Where appropriate, sustainable urban drainage systems will be used although constraints will be presented by the existing buried structures. A flood risk assessment has been undertaken which indicated that, other than the area in the western part of the site identified as 'South Calder', no part of the site is at risk of flooding. The one area where there may be an issue is land at the Todhole Burn, proposed for housing, which lies at a height of approximately 60 metres Above Ordnance Datum (AOD) where water levels have reached between 62 and 63 metres during periods of prolonged heavy rainfall. The applicants have suggested that site levels there should be raised to 64 metres AOD; this matter is considered in paragraph 10.76 below.

f) Foul Water Drainage – a comprehensive foul water drainage system would be created within the site incorporating 5 new pumping stations. This system will connect the site via a rising main from the new main pumping station, to the south of roundabout 5 on the Spine Road, to the existing public system to the south of the site and then down to the existing Sewerage Treatment Works at Carbarns. The requirement for improvements to these Works is subject to further discussions with Scottish Water and the Scottish Environment Protection Agency (SEPA).

1.12 Other Components: In association with a development of this scale it is acknowledged that some additional service elements may be sought. Thus within the Illustrative Masterplan for the site provision is included for the establishment of a petrol filling station, car showrooms and a hotel. These are all located adjoining the Spine Road, close to the Glasgow-London railway line, and between the two main employment areas. In addition, as part of the residential component, two sites for new primary schools are proposed for the site.

1.13 Development Phasing: As previously stated the development of the site is planned to take place over a period of approximately 20 years. The applicant has therefore established a phasing programme for the development of the site. Each phase relates to a notional 5 year period and can be summarised as:

a) Phase 1: the initial development phase includes the development of the Carfin and South Calder residential areas; the main retail and leisure facilities in the Town Centre; the start of the Business Quarter; the commencement of implementing part of the Open Space component; the construction of the new railway station; and the construction of associated access roads, including completion of the dual carriageway through the site.

b) Phase 2: to include the continuing development of the residential areas extending into Cleekhimin and South Calder and part of Meadowhead, the provision of a primary school within the Carfin residential development; the continuing development of the Business Quarter and the first phase of the Campus Employment area, additional planting along the proposed green link.

c) Phase 3: this phase includes the continuing development of the residential areas extending into both Nether Johnston and Roman Road, the continuing development of both the Business Quarter and Campus Employment area, and further landscaping work/open space provision.

d) Phase 4 – the final 5 years of the scheme should see the completion of all the residential and employment components, and the remaining primary school development at the Roman Road residential area.

1.14 Economic Aspects: It has been estimated (by EKOS Economic Consultants) that the proposed development will result in a total of 9,050 Full Time Equivalent (FTE) jobs being provided on the site by the time the development is complete. In addition, EKOS also estimated that the project would support in the region of 3,000 FTE construction jobs at the Scottish level. In addition, the consultants
consider that, taking into account the new development and the jobs created elsewhere as a result of increased expenditure and the need for services, a total of 8,026 additional jobs could be created in North Lanarkshire.

2. **Supporting Documents**

2.1 Given the complexity of the development the applicant has also submitted a series of supporting documents which it is intended will explain, assess and justify the proposals. The main illustrative document is the Masterplan Report. This Report undertakes an appraisal of the site and surrounding area and then develops a series of concepts and components for the site, which are developed via four options. The final section of the report develops the Preferred Approach or Masterplan for the site as described above and through the associated Parameters Plan. The final section also includes a series of plans and sketch drawings illustrating potential layouts for the various parts of the site and how, in visual terms, key features may be developed.

2.2 Accompanying the application are four key supporting documents which have been submitted by the applicant:

   a) a Planning Statement which details how the proposed development sits in relation to both the Development Plan and the other material considerations that need to be taken into account when assessing the application;

   b) a Transport Assessment which incorporates an examination of both existing policies and the existing transport networks, together with a description and assessment of the transport strategy proposed for the site;

   c) a Retail Impact Assessment which aims to assess the impact of the proposed new Town Centre on surrounding town centres. This analysis is undertaken for both comparison and convenience goods having taken into account current floorspace, expenditure levels and turnovers, together with projected growth rates on all three factors and the projected impact of the Ravenscraig proposal;

   d) a Natural Heritage and Built Environment Strategy which sets out the principles which must be followed in implementing the proposals in order to protect and enhance the nature conservation and landscape resources of the area, provide ready access to both the countryside and town, and deliver quality and sustainability in the built environment.

2.3 The Environmental Statement: Finally, accompanying the application is an Environmental Statement which has been prepared in accordance with the requirements of the Environmental Impact Assessment (Scotland) Regulations 1999 and forms part of the application for outline planning permission. These regulations require that planning applications for projects likely to have significant environmental effects must be subject to Environmental Impact Assessment (E.I.A.). It was agreed, prior to the submission of the application, that the redevelopment proposals for Ravenscraig fell within Schedule 2 of the 1999 Regulations and accordingly an E.I.A. was required. The Environmental Statement describes the proposed development and its predicted impact on the physical, natural, human and cultural environment and it explains the measures the applicant proposes to take to mitigate or minimise any adverse impacts arising from the development. The submitted Statement addresses impacts on geology, hydrogeology and soils; ground conditions; land use and property; surface water and drainage; utilities and infrastructure; nature conservation; the cultural heritage; landscape resources and the visual environment; the environmental impacts of traffic; air quality; noise; and employment and various social economic factors. These impacts are examined both for their short term effect, i.e. during the construction period, and their long term overall effect.

2.4 Whilst above documents provide the main supporting framework for this application, it should be noted that a whole series of consultant reports have been prepared in order to examine the many technical and environmental issues raised by the development of the site, especially given its previous use. These documents are listed in the Masterplan and are noted in the Background Papers to this report. In addition, in parallel with the preparation and review of the Masterplan, Scottish Enterprise Lanarkshire separately commissioned an economic impact assessment from independent consultants EKOS. This report examined the likely economic effects of the Ravenscraig proposals and assesses their impact on the economy of the area.
3. Description Of Site And Surrounding Area

3.1 The Application Site: The application site is located within the established urban area to the east of Motherwell Town Centre, to the south of Carfin and to north/north west of Wishaw. It occupies an area of 466 hectares (1,151 acres). The vast majority of the site was formerly occupied by two steelworks, the Ravenscraig Steelworks and the Lanarkshire Steelworks, both of which have been demolished. The history of the site is detailed in the section 4 of this report.

3.2 The majority of the land involved in this application is brownfield and the site accounts for some 420 hectares of land on the Vacant and Derelict Land Register, 38.5% of North Lanarkshire's derelict land. The site does, however, retain a number of quite distinctive features which have had a major impact on the evolution of the proposals. As a result of the demolition of the Ravenscraig plant the landscape is dominated by the 3 major platforms that formed the site of the former works and stockyards. Steep embankments link these terraces. The remediation works associated with this demolition has also resulted in the movement of material into a Secure Containment Facility at the northern end of the site. This facility, which is referred to in the redevelopment proposals as Prospect Hill, dominates the northern end of the site.

3.3 The most significant natural feature running through the site is the South Calder Water. This forms a distinctive and dramatic ravine, known as the Ravenscraig Gorge, along the eastern boundary and contains a heavily wooded valley which gives way to broadleaf woodland, grassland and scrub nearer the former ore stockyard area. The South Calder Water crosses the site in a westerly direction although it has been culverted for about 500 metres where the former steelworks existed. The river then re-emerges at the western end of the site into the Todhole Basin, a vegetated area immediately south of the steeply wooded embankment of the former Jerviston railway line.

3.4 The former Lanarkshire Works site is characterised by two bunds, created from its demolition, which are now well vegetated together with smaller platform areas where the Works previously existed.

3.5 Two railway lines cross the site. The Wishaw Deviation line crosses the site in an approximate north/south direction and forms a distinct feature in the area due to its elevated position on an embankment. Along the south western boundary of the site is the West Coast Main Line linking Glasgow and London. Although slightly elevated, trees that have been planted in the last 15 years largely screen this line.

3.6 In recent years the site has been significantly altered by the construction of a Spine Road and by the formation of development plateaux. The Spine Road extends from the A723 at the northern end of the site at Carfin through to Craigneuk Street (A721) in the south; the connection of the Spine to Airbles Road is part of this planning application. The development plateaux were formed as initial site preparatory works undertaken on behalf of SEL during the Spine Road construction programme, and are designed to facilitate the development of the proposed Carfin residential area and the Campus Employment area. The only structures remaining on the site are the former offices of British Steel/Corus, which are located at the southern end of the site adjacent to Meadowhead Road, the main electricity sub station to the north of this office block, and the Ground Water Treatment Works in the Todhole Basin.

3.7 The remaining part of the application site is the south western access corridor which links the main part of the site to the east of the West Coast Main Line with the Windmillhill Street/Airbles Road roundabout. This land lies outwith the boundaries of the former steelworks sites. It contains a mix of small commercial and industrial units, storage yards, and a car showroom. The area immediately adjacent to this corridor also contains a mix of commercial and industrial buildings and yards although immediately to the north is South Dalziel Parish Church, a Listed Building, and to the south there is a group of residential properties fronting onto Dellburn Street.

3.8 The Surrounding Area: To the north of the site lies the adjoining village of Carfin and the residential area of Jerviston, and to the west are Calder Park and the Coursington housing area. However, the western boundary of the site is dominated by the Dalzell Steelworks which remain in production. Beyond the Dalzell Steelworks is an industrial area centred on Park Street and Orbiston Street and beyond that again is Motherwell Town Centre. The southern boundary of the site contains a mix of industrial/commercial uses, primarily within the Flemington Industrial Estate, while to the south east
of this estate lies the mainly residential area of Craigneuk. Wishaw Golf Course is situated to the south east of the site, beyond which lie residential areas and Town Centre of Wishaw. East of the site open countryside predominates although it does contain the BOC plant on Chapelknowe Road and beyond this the recently constructed Dalziel Park housing development.

4

History And Development Background To The Site

4.1 Given its influence on the preparation of the current planning application it is important to briefly note the history and development background to the site. This may be summarised as follows:

a) Until the second half of the nineteenth century the site was largely undeveloped. It comprised the estate lands of Carfin House, Cleland House and Wishaw House, which were all located on sites on the South Calder Water. A number of small coal pits existed on the site.

b) In the late nineteenth century the Lanarkshire Steelworks and a Wagon Works were established together with a number of local collieries within the site. Associated infrastructure, for example the Wishaw Deviation line, was developed and the communities of Motherwell and Wishaw became established as coal and steel towns.

c) The first phase of the Ravenscraig Steelworks was developed in 1954 and the works were expanded throughout the 1960s and 1970s. It was during this latter period that the construction of the culvert for the South Calder Water across the middle of the site took place and also the expansion of the Works into the area east of the Wishaw Deviation Line.

d) In 1981 the Lanarkshire Steelworks were closed and by 1985 the buildings had been removed and work started on the reclamation of this part of the site.

e) In 1992 the Ravenscraig Steelworks were closed with work commencing in 1993 on the demolition of some of the buildings.

f) In 1994 a Waste Management Strategy Plan was produced for the site by British Steel and in March 1996 planning permission granted for the formation of the Secure Containment Facility (S.C.F.). Work commenced on the decontamination of the site in 1997 and the S.C.F. was substantially completed by May 1999.

g) As a further stage of the Waste Management Strategy, planning permission was granted in May 1997 for the ground water treatment plant.

h) Planning permission was granted for the Spine Road and the re-profiling of part of the site in November 1998. Construction work started on the Spine Road in January 2000 and it opened for use in April 2002.

5

Background To Application

5.1 Following the closure of the Ravenscraig Steelworks, a number of studies were undertaken which examined how the site may be redeveloped. In 1994 consultants under a team led by Price Waterhouse produced a report entitled "Ravenscraig Development Strategy", commissioned by British Steel, Lanarkshire Development Agency, and the former Strathclyde Regional and Motherwell District Councils. The report explored a series of options for the site and recommended a mixed use development based around a new education college, an urban village, and a new retail centre. Associated with the report was a "Vision" for the site which was incorporated into the consultative Draft Motherwell District Local Plan.

5.2 In 1997 a team of consultants was commissioned by Scottish Enterprise Lanarkshire (SEL) and North Lanarkshire Council (NLC) to take forward the redevelopment of the site by the preparation of a Masterplan. This team, led by Llewelyn-Davies, examined 4 options for the site. Following an assessment of these options, the proposed Masterplan recommended a mixed use development involving residential development, a business/technology park, a large single use industrial site, a major retail element and a leisure component. This study was then subject to a significant public consultation exercise between November 1997 and May 1998. In June 1998 the Council agreed to support the principles of the study subject to a series of further reports being produced which either examined or developed a number of the issues arising from the proposed Masterplan. Thereafter, in
September 1998, the proposals contained in the Masterplan were incorporated into the Finalised Draft Southern Area Local Plan.

5.3 One of these further reports was a study by consultants EDAW, commissioned by SEL and NLC, to develop a strategy for the “polycentric corridor” formed by Motherwell, Ravenscraig and Wishaw. This strategy was designed to ensure that the 3 centres have complementary roles. In their conclusions EDAW recommended that the amount of retail floorspace proposed for Ravenscraig needed to be increased and differentiated from other centres, to ensure that the new Town Centre was to have a critical mass and prove a commercial success. In particular, EDAW noted:-

- Ravenscraig should be developed on the basis of a distinctive retail/leisure concept.
- Motherwell’s role could become that of a vibrant local shopping centre, and an important sub regional business centre.
- Wishaw’s role could be as a compact local shopping centre, based on independent retailers, with a lively evening economy and an important social and civic function.

The EDAW study was considered by the Council in April 2000 and it agreed to develop the principles established in the report with the various parties including local businesses involved in both the Ravenscraig site and Motherwell and Wishaw Town Centres, subject to a retail impact assessment proving satisfactory.

5.4 In December 1999 SEL and Corus appointed Wilson Bowden Developments as lead developer. Wilson Bowden then appointed their own team of consultants to re-appraise and develop the previous studies and to take the proposals forward in the format of the current outline planning application.

6. Consultation Replies

6.1 This section of the report considers the comments of those parties consulted on the application and/or the Environmental Impact Assessment. The responses are grouped in relation to the nature of the comments, i.e. ‘No Objection’, ‘Supportive’ etc. The comments of individual North Lanarkshire Council departments are also noted separately.

a) No Objections

6.2 Strathclyde Fire Brigade, Transco and West of Scotland Water all offered no objections to the proposals, while The Scottish Executive Environment Group wished to make no comments.

6.3 West Lothian Council indicated that they had no objections, but commented on the need for good transport links with West Lothian, in particular referring to the scope for upgrading the Shotts railway line to serve Ravenscraig and the need for express road passenger transport.

6.4 The Coal Authority noted that the site had been undermined in the past (the last date of working being 1957) and that there were 36 mine entries within the site or its immediate surroundings.

6.5 Historic Scotland offered no comments, as the development will not affect any archaeological sites that are protected at national level, but suggested that the West of Scotland Archaeological Service should be consulted.

b) Supportive

6.6 Sport Scotland welcomed the recognition that the development of the scale proposed would provide opportunities to develop sports facilities of regional or national significance, as well as local facilities. In particular, they welcomed the provision of an indoor ski centre and the multi-function arena, noting the need for such facilities; they also indicated a wish to be consulted at the detailed planning stage in order to help maximise the potential of the arena for sports use. It was noted that the proposed playing fields north of the town centre were split into three separate areas by roads, which was not ideal, and it was suggested that all outdoor sports pitches and courts should be served from one pavilion. The proposals to encourage walking and cycling were also welcomed.
6.7 **Lanarkshire Chambers Group** fully support the development of the Ravenscrag site and welcome the investment in Lanarkshire, and particularly welcome the planned use of local suppliers. They had concerns over the impacts of the retail development on existing, surrounding town centres such as Wishaw, Motherwell, Bellshill, Airdrie and Coatbridge, and expressed the view that the Town Centre Forums should be given a more meaningful role in defining the future shape of the town centres so that change can be approached in a controlled fashion. They also indicated that they were very concerned about the transport infrastructure in terms of its ability to cope with the huge increase in traffic anticipated. In particular, they raised concerns over the ability of the A8 to cope successfully and safely with the traffic, the need for improvements to Airbles Road (including access issues relating to adjacent areas) and supported a call for improvements to the Carfin-Holytown road.

### Conditions

6.8 **The Glasgow and the Clyde Valley Structure Plan Joint Committee** considered the proposals, and took the following decision:

- That the priority being given to the renewal of the Ravenscraig site and the linked regeneration of the Motherwell/Wishaw area be welcomed;
- That the benefits which will arise from the industrial, business, leisure and environmental components of the proposal be recognised;
- That the principle of creating a new town centre and associated retailing proposals be supported subject to adequate and effective planning conditions, agreements and any other associated measures necessary to address the matters set out [in paragraphs 8-13 and 19 of the Structure Plan Manager’s report, which are reproduced in Appendix 2] relating to the retail impact assessment and ... developer obligations for the provision of necessary community facilities and physical infrastructure; ensuring that the appropriate physical infrastructure and community facilities are provided in line with the phasing of new housing, industrial and retail development; restrictions on the scale and form of retailing, including the short to medium-term control of further retail proposals and the balance of traditional and experiential retailing at Ravenscraig town centre; and the specification of linked complementary action for the restructuring of Motherwell and Wishaw town centres;
- That the Joint Committee consider that complementary action should also be taken to address the implications of the potential impact of Ravenscraig on Hamilton town centre and would support further discussions between South Lanarkshire Council, Scottish Enterprise Lanarkshire and other interested parties;
- That ... the Joint Committee be consulted further by North Lanarkshire Council on its intended approach to meet the range of issues ... identified... above, in the event that the Council is minded to approve the application; and
- That the Structure Plan Manager, in liaison with the Steering Group, continue to have further discussions to progress the matters identified above and to respond to any further consultations on the basis of the principles set out in the [Structure Plan Manager’s] report, in line with the agreed development control protocol of the Joint Committee.

The decision of the Joint Committee followed its consideration of a detailed report prepared by the Structure Plan Manager; relevant aspects of that report are noted in Section 10 of this report.

6.9 **The West of Scotland Archaeology Service** noted that the only area which retains any historical character is in the eastern part of the site, where Wishaw House and its grounds were located; they therefore recommended that, if approved, a condition should be attached to preserve the site of the House and any associated architectural features.

6.10 **The Garden History Society** commented on the value of the mature policy woodland and parkland planting in the Wishaw House area, together with the original network of paths and the remnants of formal garden planting associated with the House. They welcomed the findings of the Environmental Statement, and the intention to promote public access to, and understanding of, the remnant designed landscape there; they also welcomed the intention to treat the site of the House as archaeologically sensitive, but suggested that this should also include the formal terraced gardens originally located to the south of the House. They expressed disappointment that some residential development would have an impact on part of the designed landscape, but considered that this would not materially affect the character or integrity of the core of the designed landscape. They recommended that the relevant mitigation measures proposed in Chapter 4 of the Environmental
Statement be implemented, and that the archaeologically sensitive area be extended to include the site of the former gardens to the south of the former Wishaw House.

6.11 Scottish Natural Heritage (SNH) considered that the proposed development could have adverse impacts on important natural heritage interests, but that these impacts could be reduced to a satisfactory level through conditions and/or modifications to the proposal. They therefore wished to object to the application unless it was made subject to conditions and/or modifications which would overcome their concerns. The SNH response noted that the site supports a number of features and species of high conservation interest, including two Sites of Importance for Nature Conservation (SINCs) and a potential Local Nature Reserve; species of interest include Great Crested Newts, otter, water vole, grayling butterfly and a number of important plant species.

6.12 The suggested SNH modifications to the proposal included repositioning proposed housing in the eastern part of the site ('Meadowhead') and deleting the proposed housing near the Todhole Burn ('South Calder'). They also sought the production of a series of detailed management plans for particular species and sensitive areas, together with an integrated long-term management plan for the whole site. In addition, they sought conditions on landscaping, protection of existing landscape features, the use of Sustainable Urban Drainage Systems (SUDS) and the appointment of an Ecological Clerk of Works who would monitor, and ensure the satisfactory implementation of, relevant works.

6.13 Strathclyde Passenger Transport expressed the wish to work closely with the Council and the developer to ensure that the site is developed in a sustainable manner, but noted some concerns about aspects of the Transport Assessment undertaken, the extent of the car parking proposed, and various practical aspects of the proposed provision of public transport (such as the need for a bus stance/station, the means of ensuring bus services, the effects on bus routes elsewhere, the implications of diverting rail services, the practicalities of providing rail rolling stock and the on-going revenue implications). As the application is in outline, SPT suggested that matters to be addressed at the reserved matters stage should include appropriate parking levels, and details of rail and bus infrastructure and service provision; they also requested that they be involved in formulating specific conditions and agreements to ensure that such requirements are addressed.

6.14 Scottish Homes (now Communities Scotland) offered qualified support for the proposed development, being strongly in favour of brownfield development and accepting that a site of this scale required a mixed-use approach; they also viewed the redevelopment as a key contributor to the economic and social regeneration of Lanarkshire. However, they also made the following points:-

- There should be a series of residential neighbourhoods which are distinctly different and of a higher order quality than elsewhere in North Lanarkshire.
- The development must be integrated with surrounding estates, so that they may benefit socially, economically and physically from the development.
- A very significant proportion of the housing should be for the middle-to-upper market (ie detached, 3-bed minimum with garage)
- The residential neighbourhoods should have distinctive characteristics, and should be sustainable with low energy houses, barrier-free and with car and pedestrian separation.
- There should be a continuous Impact Monitoring Exercise over the life of the project.
- They suggested that there was no evidence of demand for high density development of town houses or flats, particularly with three or four floors of flats above shops or businesses.
- A percentage of rented dwellings should be provided, especially for special needs or Community Care Groups (a broad figure of 10% was suggested).
- They also suggested a target level for energy efficiency in houses and that a ‘Concept Plan Architect’ should be engaged to ensure that the residential briefs contain reference to the required standards.

6.15 The Scottish Environment Protection Agency (SEPA) requested that a condition be placed on any consent to require that a risk assessment be undertaken to consider whether or not contaminants are likely to enter controlled waters, and at what concentration. They noted that residential development is proposed in the vicinity of former landfill sites, and suggested that this be taken into account. Comments were also made with regard to groundwater, air quality, surface water, foul drainage, waste management and construction works. They stressed that there are few occasions where Sustainable Urban Drainage Systems (SUDS) are entirely unsuitable, and so future development should take account of the need for an integrated SUDS system to be incorporated into the design
brief at an early stage. They also expected that the local authority would require detailed method statements to be submitted prior to each development phase in relation to the applicants' proposed Code of Construction Practice.

d) Objections

6.16 The Royal Fine Art Commission for Scotland noted its concern that the proposals for the new town centre could further undermine the vitality and viability of existing centres, and suggested that development proposals of this nature should be incorporated into the development plan process. They also commented that, in order to achieve an integrated and innovative new settlement, the developers must be ambitious and set high standards throughout, and suggested that the landscape strategy needs to be instigated at the outset. They also noted that, as the largest brownfield site in Scotland, Ravenscraig represents a unique opportunity to promote architectural quality and suggested that architectural competitions could be used to achieve this. The Commission later confirmed that they wished their comments to be considered as an objection to the application on the basis that the issues raised are fundamental to the success of the regeneration proposals rather than matters that could be overcome by conditions.

6.17 South Lanarkshire Council commented that it supports, in principle, the redevelopment of Ravenscraig, recognising the potential benefits for the wider Lanarkshire community. However, it objected to the scale of the proposed retailing on the grounds that it is contrary to Structure Plan policy and National Planning Policy Guidelines, and the adverse retail impact on existing town centres, particularly Hamilton and East Kilbride. The Council reserved its position in relation to transport impact until such times as a Transport Assessment is submitted which satisfactorily addresses the issue of the A723 approach to the Motherwell Road roundabout in Hamilton.

6.18 Falkirk Council objected to the scale and nature of the retail and leisure elements on the basis that a proposal of this nature should come forward through the Development Plan process (Falkirk Council having objected to both the emerging Structure Plan and the Finalised Draft Southern Area Local Plan) and that the proposal was premature; the proposal is contrary to NPPG 8, which states that new shopping centres over 50,000 square metres should normally be refused; the proposal would represent an unnecessary addition to the cumulative retail impact on Falkirk town centre, and that the need to cover high site remediation costs is no justification for breaching NPPG 8. Falkirk Council suggested that, if permission was to be granted, conditions should be attached to ensure that no retail or leisure development was occupied until the railway station and bus interchange were completed, and that the town centre development should be phased so that the centre expands in relation to the growth of the rest of the development.

6.19 Glasgow City Council objected to the application on the grounds that the policies in the Strathclyde Structure Plan do not allow for this development, and that the retail study fails to include any considerations of impact on centres in Glasgow including the city centre. The report to the City Council by their Director of Development and Regeneration Services did note, however, that the Glasgow and the Clyde Valley Joint Structure Plan [which at that point had not been approved] did contain specific references to Ravenscraig, and that there was the prospect of the development gaining development plan support at some point.

6.20 Renfrewshire Council considered that they had insufficient information to make detailed comment on policy matters. In particular, they felt unable to comment on the sequential approach undertaken in relation to the commercial leisure and retail aspects of the proposal in the absence of the Full Environmental Statement and other documents. In addition, they made the comment that they were disposed to grant planning permission for a development at North Renfrew which includes proposals for the erection of a real snow facility.

e) Consultations within North Lanarkshire Council

6.21 A number of internal consultations were carried out with other departments of the Council, in addition to discussions within the Planning and Environment Department.

6.22 The Chief Executive's Department commented that the range and scale of the development proposed had the potential to deliver positive social, economic and environmental impacts nationally and at local level. It was considered that the scale of the development proposed and the means by
6.23 **The Education Department** considered that the need for school places arising from the development required two single stream primary schools with nursery provision, and extensions to two existing secondary schools. It was recommended that sites for tow schools should be reserved, and that financial support should be sought from the developers for the building costs. Subsequent discussion took place with the Education Department regarding the nature of the primary school developments required, in view of the current development practice of 'campus' school sites, and it was established that the Ravenscraig development should have two campus developments, with playing fields.

6.24 **The Community Services Department** noted that the proposed provision of playing fields within the development amounted to 12 hectares, whereas the National Playing Fields Association Minimum Standard recommendations for Space for Play/Sport are 2.4 hectares per 1,000 population; accordingly, for an estimated population range of 7,000-10,000 the provision to meet the minimum standard would be 16.8-24 hectares. In addition, comments were made on detailed aspects of the proposed provision, and it was noted that SportScotland had identified a lack of good quality grass pitches and pavilions in the Motherwell area. The Department noted, however, that there may be significant revenue implications for Council budgets if the responsibility for the maintenance of new areas, such as the playing fields or the Community Nature Park, was to be taken on by the Council.

7. **Representations**

7.1 The planning application was publicised in the normal manner by neighbour notification, and also by advertisements in local newspapers (The Motherwell Times and The Wishaw Press) under the 'Bad Neighbour' and the 'Development Contrary to Development Plans' procedures. In addition, the Environmental Impact Assessment was advertised in the local press and the Edinburgh Gazette. A total of 49 representations have been received, falling into three broad categories - those from residents close to the site, on a range of primarily local issues; letters of objection from existing traders within Motherwell town centre, regarding the retail component of the application; and objections from parties with significant interests in retail property elsewhere. This section of the report will outline the terms of the comments received under those broad headings.

**Local Residents**

7.2 Seven letters were received from individuals, mostly living in the vicinity of the application site. Two residents of Dellburn Street Motherwell, where changes are proposed to the road system to enable the southern link into the site to be formed, objected to that aspect of the proposal. They commented that the development would increase traffic flows in the area, creating traffic and access problems in a street where there are already access/egress difficulties, and also that traffic noise levels would be increased to an unacceptable level.

7.3 Two letters were received from residents of a block of flats at Motherwell Road, Carfin. These residents expressed concern that the proposals did not make any provision for access to the rear of their property, a matter which they have previously raised with the Council as being required.

7.4 A resident of Meadowhead Road, Craigneuk, commented that while considering the overall development to be a positive step forward, she was concerned over the disruption to the area, particularly from noise. Similarly, another Craigneuk resident, from Craigneuk Street, commented on the likelihood of disturbance, and possible changes to the quiet environment currently experienced; he also expressed concern about being able to park his car in the future.

7.5 An e-mail was also received, via the Council's Web Site, from a resident of Wishaw currently residing in Munich. He commented that the proposed development was a mistake, and was too small with too low a density of development. He suggested that the proposed development would badly depress the existing areas, and that it would be more appropriate to develop the site as a park.
A total of 23 letters of objection to the application were initially received from traders in Motherwell town centre or their companies' head offices. In the main these objections were in a standard format, with 22 covering the following points:

- The retail element is wholly unacceptable in terms of all levels of planning policy relating to issues of retailing, transportation and sustainability.
- The proposed retail element would have a detrimental impact on Motherwell town centre and other centres in Lanarkshire.
- The current proposals to refurbish and expand Motherwell town centre could be blighted.
- The proposed retail element would be to the detriment of North Lanarkshire and beyond.
- The applicants should be encouraged to produce a redevelopment scheme which does not have a substantial retail element, is integrated with the existing urban area and which will be of benefit rather than to the detriment of North Lanarkshire.

One other trader objected on the following grounds:

- The proposed retail element of 1 million square feet (including restaurants and cafes) would have a detrimental effect on the vitality and viability of Motherwell and Wishaw town centres, plus others such as Bellshill and Lanark.
- The guidelines set out in NPPG 8 should apply, particularly paragraphs 49-54, which relate to the impact of any development on existing centres; if permission is granted for the proposal, vacancies would arise in Motherwell, Wishaw and other centres.
- The Council should try to improve and enhance the existing centres, and carry out an independent impact study.
- The proposed pedestrianisation of Wishaw would be a waste of money if permission was granted for the Ravenscraig development.
- They support the regeneration of the Ravenscraig site, but view the development of a new regional shopping centre as totally unnecessary.
- Independent traders in the nearby towns would be hit hard because space in new large shopping developments tend to be leased to large multiple chains.

More recently, a further thirteen letters of objection were received from companies trading in Motherwell and Wishaw, four of whom had previously submitted representations as noted in paragraph 7.6 above. The additional points made included:

- The retail proposals would adversely affect town centre trade, as shown in the retail impact calculations carried out by the Council's retail consultant.
- The loss of town centre trade would result in vacancies, to the detriment of the local environment.
- Job losses would occur.
- Shoppers without access to a car would be disadvantaged by the loss of town centre facilities.
- Improvements should be made to the existing Motherwell town centre instead.

A number of the objectors also suggested that a public inquiry should be held in respect of the proposed development.

Six submissions were received on behalf of parties with interests in retail property development, one of these submissions being on behalf of four separate companies

One of the objections was lodged on behalf of Motherwell Town Centre Partnership (which consists of the Co-operative Insurance Society and Highland Properties (Motherwell) Ltd), who have proposed a major extension and refurbishment of Motherwell town centre; the most recent application from the Partnership was the subject of a Public Inquiry in February. Their objection is based on three main grounds, viz-

- The proposed retail element is completely contrary to the provisions of NPPG 8
The proposal conflicts with the policies of the Strathclyde Structure Plan 1995
The proposal is premature in terms of the emerging development plan
They also expressed concerns over the content of supporting documents submitted with the application (specifically the Planning Statement, the Retail Impact Assessment (RIA) and the Traffic Assessment (TA)).

7.11 The objection elaborates the various aspects of the policies which they consider have been breached, namely 8 of the criteria from paragraph 45 of NPPG 8 and Policies RET 2A and RET 6 of the Strathclyde Structure Plan. (It should be noted that this objection was submitted prior to the Glasgow and the Clyde Valley Joint Structure Plan becoming operative)

7.12 In terms of the Retail Impact Assessment, the objection questions the methodology of the RIA in estimating impacts, and suggests that the figures used as the basis for the calculations are unrealistically low, and serve to under-estimate the likely impact of the development. They also comment on the different assumptions made in the RIA and the TA with regard to trade diversion and the origin of car-borne trips.

7.13 A joint objection was submitted on behalf of four companies with retail property interests in either Hamilton or East Kilbride (Standard Life, British Land/Stannifer, The Prudential Assurance Company and Scottish Mutual). The objectors consider that the proposal is in conflict with the Development Plan (specifically Policies RET 1 and RET 6 of the Strathclyde Structure Plan 1995), and that it fails to satisfy a number of the criteria set out in paragraph 45 of NPPG 8, including undermining the vitality and viability of a number of town centres. (It should be noted that this objection was submitted prior to the Glasgow and the Clyde Valley Joint Structure Plan becoming operative)

7.14 They have also raised a number of points in relation to the RIA, suggesting that many of the assumptions and calculations are seriously flawed and the conclusions misleading. They have carried out their own calculations, using a methodology and figures that they consider to be more appropriate; these calculations show a much greater impact on the other town centres (Motherwell, Wishaw, East Kilbride and Hamilton), which they suggest is a considerable diversion of trade resulting in a very serious adverse impact on these centres. These objectors suggest that the town centre component of the application should be rejected, and stress that they have no objection to the other components of the regeneration proposals, suggesting that a shopping component specifically designed to serve the needs of the new population would be appropriate.

7.15 Land Securities, which has retail property interests in East Kilbride and Livingston, supported the principle of redevelopment but objected to the retail development, on the grounds that it was contrary to national planning policy and to the approved development plan, and that it would have a detrimental effect on retailing in existing town centres in the Lanarkshire area.

7.16 In particular, they consider that the proposal fails to meet the requirements of the Sequential Approach advocated in NPPG 8 and the Structure Plan, stressing that although the applicants have commented that this approach "is of little relevance", they consider it to extremely relevant in sustaining and enhancing the vitality and viability of existing centres. They question the applicants' reasoning for a development of the scale proposed (ie the need to offset the costs of remediating the site), noting that the development of a former Gasworks at Granton in Edinburgh, for 5000-6500 houses, does not include a retail development of this scale. In their view, the retail floorspace envisaged at Ravenscraig could be accommodated in, or on the edge of, existing centres in Lanarkshire, with the same economic and employment benefits.

7.17 They also point to NPPG 8's requirement for new retail and commercial leisure developments to avoid dependence on the car and to be accessible by a choice of means of transport (which is also the position of the approved and emerging Structure Plans and NPPG 17). They note that the vast majority of the population in the intended catchment area would only realistically be able to access the site by car as a result of the extensive parking to be provided, the very wide catchment area, the lack of commitment by ScotRail or SPT to provide a rail service and doubts over bus services being able to cover the intended catchment area.

7.18 In terms of retail impact, the objectors consider that the combination of proximity to other town centres, the scale and 'newness' of the proposal and the fact that the development could change in
nature to become a more conventional centre mean that the retail element would have a seriously detrimental effect on retailing in the existing Lanarkshire town centres. They also suggest that the RIA is flawed in a number of respects, including the methodology and certain assumptions used in the calculations. The objection also comments that the proposal is contrary to the terms of paragraphs 45 and 55 of NPPG 8.

7.19 In relation to the Development Plan, the objectors consider that the proposal is contrary to Policies RET 1, RET 2, RET 2A and RET 6 of the Strathclyde Structure Plan 1995. (It should be noted that this objection was submitted prior to the Glasgow and the Clyde Valley Joint Structure Plan becoming operative) They also suggest that a supermarket and a few unit shops would be sufficient to serve the additional population.

7.20 An objection was received on behalf of Coal Pension Properties Limited, who own the long leasehold interest in Phase IV at Cumbernauld. They expressed the opinion that the whole of Cumbernauld town centre would be affected greatly by the proposed retail element, and that if an open retail consent were to be granted it could affect other centres like Motherwell and Falkirk, noting that the current lack of demand from retailers has resulted in Phase V at Cumbernauld not proceeding to date. They also note that the retail element is contrary to NPPG 8.

7.21 City Site Estates, the owners of the Quadrant Shopping Centre in Coatbridge, objected on the grounds that the proposed retail element is wholly unacceptable in terms of all levels of planning policy relating to issues of retailing, transportation and sustainability. In particular, they note that it is contrary to NPPG 8; conflicts with the policies of the Strathclyde Structure Plan; is premature in advance of the emerging development plan, and has already created blighting effects upon the vitality and viability of Coatbridge town centre. (It should be noted that this objection was submitted prior to the Glasgow and the Clyde Valley Joint Structure Plan becoming operative)

7.22 An objection was also lodged by Highland Properties (Scotland) Ltd, in terms of their involvement as development partners with Glasgow City Council in respect of a 24 acre site at London Road, Glasgow. The site, 'Glasgow Gait', has detailed planning consent for 365,000 square feet of retail space, of which Phase I (a DIY store of 80,000 square feet plus a 35,000 square feet Garden Centre) opened in September 2001. The objectors consider that the viability of their consent would be substantially undermined by the Ravenscraig proposals, and while they support the principle of redevelopment they object to the current proposals because of the inclusion of a significant non-conforming shopping centre.

7.23 Their specific grounds for objection are:-

- The proposed retail element is completely contrary to the provisions of NPPG 8.
- The proposal conflicts with the policy of the Strathclyde Structure Plan 1995.
- The proposal is premature in terms of the emerging development plan.
- There is inadequate retail expenditure to justify the proposal, meaning that there will be massive damage to existing town centres and retail facilities.
- The proposal would undermine the marketability and viability of an extant consent at London Road.

They also consider the RIA conclusions to be fundamentally flawed, suggesting that the estimates if impacts upon surrounding centres are grossly underestimated, and that there has been no application of the sequential test, as required by NPPG 8. (It should be noted that this objection was submitted prior to the Glasgow and the Clyde Valley Joint Structure Plan becoming operative)

8. The Development Plan

8.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that decisions on planning applications are made in accordance with the development plan unless material considerations indicate otherwise. In relation to this planning application, the development plan comprises three distinct elements, specifically:-

- The Burgh of Motherwell and Wishaw Development Plan (1953)
- The Northern Area Local Plan (Adopted 1986)
8.2 **The Glasgow and the Clyde Valley Joint Structure Plan 2000** is the current approved Structure Plan for the area. It was approved by the Scottish Ministers in May 2002, replacing the Strathclyde Structure Plan 1995, and sets out a common strategy for the long term planning and development of Glasgow and the Clyde Valley. That strategy has three key themes, which are:

- Strengthening Communities
- Promoting a Corridor of Growth
- Creation of a Green Network

The Plan contains a number of direct policy references to Ravenscraig, in addition to other Policies that are relevant to the proposals in a general sense.

8.3 **Strategic Policy 1 'Strategic Development Locations'** states "Priority shall be given to investment in the following locations (as identified on the Key Diagram) in order to maximise the scale of urban renewal, in particular to support the Metropolitan Flagship Initiatives identified in Joint Policy Commitment 1, and to sustain rural communities:

(a) Town Centres (Schedule 1(a));
(b) Urban Renewal Areas (Schedule 1(b));
(c) Established Urban Expansion Areas (Schedule 1(c));
(d) Rural Investment Areas (Schedule 1(d)); and
(e) Green Network Priorities (Schedule 1(e))."

In the accompanying Schedules, the following are included:

i) Schedule 1(a) 'Town Centre Renewal Priorities' – Motherwell/Wishaw
ii) Schedule 1(a) 'Town Centres to be Safeguarded through Structure and Local Plans' – Bellshill; Motherwell; Wishaw
iii) Schedule 1(b) 'Urban Renewal Areas (Ravenscraig Related)' – Motherwell; Ravenscraig; Wishaw
iv) Schedule 1(e) 'Green Network – Priorities for Promotion and Management (Proposed)' – Ravenscraig.

In the text accompanying Strategic Policy 1 (paragraph 7.8), the plan notes that "Consideration is being given to a proposal for a new town centre in North Lanarkshire as a component of the regeneration proposals for the former Ravenscraig Steel Works site. This proposal has been promoted on the basis that it will be linked to a planned restructuring of the existing centres of Wishaw and Motherwell."

8.4 It should be noted that the Glasgow and the Clyde Valley Structure Plan Joint Committee has agreed to alter the Structure Plan in a number of respects regarding the Ravenscraig site. Of particular relevance to Strategic Policy 1, and its accompanying schedules, is the intention to add 'Ravenscraig' to the list of Town Centres in Schedule 1(a), and to include in the text "A proposal, therefore, for the development of a new Town Centre at Ravenscraig, including additional retail floorspace, will help meet identified deficiencies in the existing retail provision and Town Centre facilities as well as helping the renewal of the Ravenscraig site and regeneration of this part of North Lanarkshire. The Supplementary Written Statement (Ravenscraig – Strategic Planning Role) sets out the basis upon which a new Town Centre could be supported, including the need for any proposal to be linked, as necessary, to a planned restructuring of the existing centres of Wishaw and Motherwell". The proposed alteration has been the subject of a public consultation exercise, and the Joint Committee has agreed to submit it to the Scottish Ministers for approval; this will therefore be a material consideration in the determination of this planning application, and will be referred to in Section 9 of this report.

8.5 In relation to the Green Network, the Structure Plan written statement (paragraph 7.21) indicates that this element of the plan "could make an important contribution to urban regeneration" in certain areas, including at Ravenscraig.

8.6 **Joint Policy Commitment 1 'Metropolitan Flagship Initiatives'** includes the Ravenscraig-Motherwell-Wishaw area as one to which priority should be given to the joint promotion of regeneration. In elaboration, the plan seeks "to use the opportunity of Ravenscraig to create a more coherent urban structure, sense of place and quality of life within Lanarkshire and deliver major land renewal" (paragraph 7.32 C). Various broad elements of the proposal are identified, with specific
mention made of the link between the proposed new town centre and the restructuring of Motherwell and Wishaw.

8.7 **Strategic Policy 3 ‘Strategic Management of Travel Demands’** identifies ‘Priority Corridors for Management’ (Schedule 3(b)); these include a ‘Link to Central Corridor’ for Ravenscraig-Motherwell-Wishaw, and a ‘Circumferential Corridor’ Cumbernauld-Airdrie-Ravenscraig-M74. In addition, Motherwell and Wishaw are included in Schedule 3(c) ‘Town Centre Transport Action Plan Priorities’.

8.8 **Strategic Policy 4 ‘Strategic Transportation Network’** includes a new Rail Station at Ravenscraig in Schedule 4 ‘Strategic Transport Network Development Proposals’

8.9 **Strategic Policy 5 ‘Competitive Economic Framework’** identifies Ravenscraig as a ‘Core Economic Development Area’ in Schedule 5(c), and as a Medium Sized Industrial Site in Schedule 5(d) ‘Nationally Safeguarded Inward Investment Locations’. In Schedule 5(a), Motherwell is listed as a ‘Strategic Business Centre’.

8.10 **Strategic Policy 6 ‘Quality of Life and Health of Local Communities’** has, as one of the actions required, “the protection, management and enhancement of Town Centres as the preferred locations for retailing and other community focussed activities”. Schedule 6(c)(iii) ‘Additional Retail Floorspace Requirements’ identifies a need in the Motherwell/Bellshill area for up to 20,000 sq. m. of additional comparison floorspace; Schedule 6(d) ‘Environmental Improvement Priorities’ includes Motherwell and Wishaw. The proposed alteration to the Structure Plan referred to in previous paragraphs adds ‘Ravenscraig’ to Schedule 6(c)(iv) ‘Additional Retailing Opportunities and Consents’, stating that “The Structure Plan will support proposals for additional comparison retail floorspace, as part of a comprehensive redevelopment plan for the site and linked to complementary action for Motherwell and Wishaw Town Centres”.

8.11 In the text discussing the Plan’s Retailing policies (paragraph 11.58), it is noted that “There is capacity for increased floorspace within the Motherwell and Wishaw retail catchment area, and a need to consider the quality and distinctiveness of the retail facilities. The availability of the Ravenscraig site provides an opportunity for redevelopment of a scale and character that should stimulate regeneration throughout a wider area.” It should be noted, however, that the outline planning permission granted to Motherwell Town Centre Partnership in 2002 for the extension and refurbishment of Motherwell town centre would satisfy that capacity shortfall. The plan again notes the need to link any new proposal to measures required to assist Motherwell and Wishaw adapt to the impacts of a retail centre at Ravenscraig, and concludes “The Ravenscraig proposal requires an evaluation of its marketability, retail, environmental and transport impact assessments.” (paragraph 11.59).

8.12 The proposed Alteration to the Plan, noted in paragraph 8.4 above, specifically states “The Structure Plan will support the creation of a new Town centre at Ravenscraig to include retail floorspace and a range of other community facilities and services. Retail provision of up to 6,500 sq. m. net to serve the new community would accord with the Plan. However, in terms of the overall scale of the centre comparison floorspace to serve a wider subregion (including the needs of the new community) of about 30,000 sq. m. net would be acceptable.” This is discussed further in Sections 9 and 10 of this report.

8.13 The Plan also contains two general development control policies, **Strategic Policies 9 and 10. Strategic Policy 9 ‘Assessment of Development Proposals’,** sets out criteria to assess if a proposal accords with the Structure Plan. These criteria are grouped under three broad headings:-

A. That the scale of the development falls below set thresholds, or the need for the development has been established in the Structure Plan

B. That the location of the development is appropriate

C. That appropriate provision has been made by the developer in respect of infrastructure implications, remedial environmental action etc.

The criteria contained within this policy are used in the assessment of the proposal, in Section 10 of this report. Any proposal which fails to meet the relevant criteria is regarded as a departure from the
Development Plan, and consideration then has to be given to its appropriateness in terms of Strategic Policy 10.

8.14 **Strategic Policy 10 'Departures from the Structure Plan'**, provides criteria to be used in assessing proposals that do not accord with the Plan. This uses criteria under four headings – The Need for the Development, Economic Benefit, Social Benefit, and Environmental Benefit. The relevant criteria and their application to the proposed development are considered in detail in Section 10 of this report.

8.15 The alterations to the Glasgow and the Clyde Valley Joint Structure Plan proposed by the Joint Committee (noted in paragraph 8.4 above) will, if approved by the Scottish Ministers, have significant implications in terms of the development plan position relating to the Ravenscraig planning application. In particular, elements of the proposal that are departures from the current Approved Structure Plan would, under the proposed alterations, accord with the Plan. As noted in paragraph 8.1, decisions on planning applications should be made in accordance with the development plan unless material considerations indicate otherwise; the proposed alterations to the Structure Plan constitute a material consideration (discussed further in Section 9 of this report). It is therefore intended to consider the application in terms of both the Approved Structure Plan and the proposed Alteration to the Plan.

8.16 In terms of Local Plans, the majority of the site falls within the scope of the **Burgh of Motherwell and Wishaw Development Plan**, which dates from 1953. Although this plan is recognised as being of largely historic interest, given its age, it still forms part of the development plan. Development Plans of that era were effectively ‘zoning’ documents, allocating land within several broad categories; in fact, much of the application site is unzoned, while other large areas (including the site of the former Lanarkshire Steel Works and the western part of the Ravenscraig site) are zoned ‘Primarily for Industrial Use’. Smaller portions of the site are identified on the former Burgh Development Plan for a variety of uses, including Housing, Public Open Space, Private Open Space and Land for Railway use; these areas are the south and the west of the site. There is no formal document available which provides any written statement of how this Development Plan required the zonings to be interpreted.

8.17 A relatively small part of the application, in the northernmost portion of the site, also lies within the area covered by the **Northern Area Local Plan**, adopted by the former Motherwell District Council in 1986. On that Plan the relevant area is mostly within the Green Belt, under Policies E1 (Green Belt) and E2 (Urban Fringe); these policies restrict development to that required in connection with agriculture, forestry, outdoor sports and open space uses, and also seek to reduce urban pressures on agricultural areas. A small part lies within an Established Industrial Area, under Policy 12, which aims to improve the appearance of such areas.

9. **Other Material Considerations**

9.1 This section identifies and outlines other considerations that are material in relation to the determination of the planning application.

(a) **Structure Plan Alterations**

9.2 As noted in paragraph 8.4, the Glasgow and the Clyde Valley Structure Plan Joint Committee has prepared an Alteration to the Plan, and has agreed to submit it for the approval of the Scottish Ministers. As such, it is a material consideration to be taken into account in the determination of the planning application. The Alteration makes a number of changes of relevance to the proposed development:-

i. The inclusion of Ravenscraig in Schedule 1(a), the list of Network of Town Centres to be safeguarded through Structure and Local Plans.

ii. Specific reference being made in the Plan’s text to indicate that “A proposal, therefore, for the development of a new Town Centre at Ravenscraig, including additional retail floorspace, will help meet identified deficiencies in the existing retail provision and Town Centre facilities as well as helping the renewal of the Ravenscraig site and regeneration of this part of North Lanarkshire. The Supplementary Written Statement (Ravenscraig – Strategic Planning Role) sets out the basis upon which a new Town Centre could be supported, including the need for any proposal to be linked, as necessary, to a planned restructuring of the existing centres of Wishaw and Motherwell” The proposed Alteration also states “The Structure Plan will support
the creation of a new Town Centre at Ravenscraig to include retail floorspace and a range of other community facilities and services. Retail provision of up to 6,500 sq. m. net to serve the new community would accord with the Plan. However, in terms of the overall scale of the centre comparison floorspace to serve a wider subregion (including the needs of the new community) of about 30,000 sq. m. net would be acceptable.

iii. The inclusion of Ravenscraig in Schedule 6(c)(iv), as a location for Additional Retailing Opportunities, noting “The Structure Plan will support proposals for additional comparison retail floorspace, as part of a comprehensive redevelopment plan for the site and linked to complementary action for Motherwell and Wishaw Town Centres and the requirements set out in paragraph 19 of the Supplementary Written Statement (Ravenscraig – Strategic Planning Role) relating to the creation of a new Town Centre at Ravenscraig”

iv. The addition of a Supplementary Written Statement on ‘Ravenscraig – Strategic Planning Role’. This recognised that the new floorspace to meet the demands of the new community and, if necessary, the existing requirements of the Plan for additional floorspace would accord with the Structure Plan. It set a level of about 30,000 square metres (net) comparison floorspace, plus any local convenience floorspace, as being acceptable. It also required the use of a planning agreement to limit the scale of net floorspace, link the development to the restructuring of Motherwell and Wishaw, and ensure matters such as sustainable transport, the provision of the new rail station and the implementation of a greening programme.

9.3 The proposed Supplementary Written Statement to the Structure Plan states that the potential to develop a greater subregional role in terms of retailing and other functions could be provided in association with the new town centre at Ravenscraig required to serve the new community. It considers that this would bring local benefits and add focus and impetus to the renewal priority of Ravenscraig, but that its acceptability depends upon the scale of the development and its impacts. An assessment carried out by the Structure Plan Manager indicated that in order for a proposal of about 30,000 square metres (net) comparison retail floorspace to be acceptable it would have to have limits on its scale and phasing, promote public transport, and be linked to the restructuring of Motherwell and Wishaw. The potential of Ravenscraig town centre to complement the existing centres is recognised as creating an opportunity to achieve a better quality of life and environment in that part of North Lanarkshire.

b) Emerging Development Plan

9.4 The Southern Area Local Plan Finalised Draft (Modified June 2001) forms another element of the emerging Development Plan, and was placed On Deposit by North Lanarkshire Council in January 2002. A number of the Draft plan’s Policies relate specifically to Ravenscraig, while others have a less direct relevance.

9.5 Policy INO 6 ‘Ravenscraig Regeneration’ states that “The Council, in association with Scottish Enterprise Lanarkshire and Corus will pursue the redevelopment of the former Ravenscraig Site…,”

with the accompanying text stressing the need for a partnership approach to secure the site’s redevelopment.

9.6 Policy RTL 1A ‘Assessing Retail Potential at Ravenscraig’ requires the Council to assess retail proposals in consultation with the Structure Plan Joint Committee to consider whether a departure from the Development Plan is merited. It is noted that “the Council will take into consideration the implications of any proposals on other centres within Lanarkshire, having particular regard to Motherwell and Wishaw. The proposals will require to successfully contribute towards the continuing regeneration of the Local Plan area and should demonstrate that they do not have a significant adverse impact upon the vitality and viability of other town centres within Lanarkshire.”

9.7 In relation to the town centre aspect of the redevelopment, the Plan recognises that it could offer major benefits to the area and act as a catalyst for the overall regeneration of the site. Nevertheless, as a departure from the current development plan, such proposals will require to be rigorously tested, and take account of the relevant Strategic Policies contained in the emerging Structure Plan.

9.8 Policy RTL 4 ‘Assessing Applications for Retail Development’ sets out criteria to be used in the consideration of retail applications. These include whether the proposal could be supported by the
appropriate catchment population; the effect on the vitality and viability of existing centres; the availability of suitable alternative sites in or around town centres, and the extent to which proposals would be accessible by public transport.

9.9 **Policy TR 3 'Rail Services and Infrastructure'** recommends the provision of a new Rail Station at Ravenscraig. **Policy TR5 'Development of Strategic Roads'** recommends the upgrading of the Chapelhall Interchange on the A8 to improve accessibility to the Ravenscraig site, and **Policy TR 6 'Ravenscraig Access Improvements'** identifies various access improvements required in association with the site's redevelopment.

9.10 **Policy L 2 'Leisure Development'** seeks “to encourage and support the provision of a suitable quality and range of leisure development in the Plan area” and contains relevant assessment criteria. The accompanying Schedule, **Schedule L 2 'Leisure Development Opportunities'** includes Ravenscraig for “Mixed Leisure Use”. Similarly, **Policy CS 1 ‘Provision of Community Facilities’** seeks “to enhance the range and quality of Community Facilities” and its **Schedule CS 1 'Opportunities for Community Facilities'** includes Ravenscraig for facilities “Associated with Development”.

9.11 In a more general sense, other Policies of the Draft Local Plan are also relevant. **Policy ENV 5 ‘Assessment of Environmental Impact’** identifies criteria to be used in assessing such impacts, and notes that “There will only be a presumption in favour of development where it can be clearly demonstrated that the proposal is not likely to inflict an unacceptable impact on the environment. Proposals will be assessed with reference to mitigating measures.” **Policy ENV 6 ‘Green Belt’** aims to “safeguard the character and function of the Green Belt...within which there will be a presumption against development...”.

9.12 **Policy ENV 13 ‘Biodiversity’** seeks “to maintain and enhance the nature resources of the Plan area by the protection of habitats, species and natural features which are vulnerable and/or specifically protected, and by a requirement to take account of the needs of wildlife where new development is proposed.” In addition, **Policy ENV 14 ‘Nature Conservation Sites’** protects areas of importance to wildlife, especially Sites of Importance for Nature Conservation (SINCs), resisting development proposals which would significantly affect such areas unless measures can be taken to accommodate the nature conservation interest.

9.13 **Policy HSG 1 ‘Housing Strategy’** directs new housing developments to brownfield sites within built up areas in preference to the release of greenfield land. Specifically, **Policy HSG 3 ‘Brownfield Housing Development’** seeks to bring forward and facilitate the development of such sites.

9.14 The corollary to the Plan’s presumption in favour of brownfield development is a broad presumption against such development elsewhere. **Policy HSG 12 ‘Housing in the Green Belt and Countryside’** sets out the limited circumstances in which such proposals may be acceptable, and the criteria to be applied in dealing with applications.

9.15 The Draft Local Plan also addresses the general impacts of transport, and **Policy TR 2 'Environmental Impact of Transport'** seeks to reduce such impacts by promoting sustainable modes of transport, improving public transport infrastructure and encouraging concentrations of development to reduce the need to travel.

c) Government Planning Guidance

9.16 This is issued through Scottish Planning Policies (SPPs), National Planning Policy Guidelines (NPPGs, now being replaced by SPPs) and Planning Advice Notes (PANs). This proposal is affected by policy guidance covering a number of areas.

9.17 **SPP 1 ‘The Planning System’** sets out the key principles of the planning system and the Scottish Executive’s wider objectives. It promotes:

- Sustainable development by encouraging the use of brownfield sites in preference to greenfield sites and supporting better access by foot, cycle and public transport, as well as by car.
- Economic competitiveness by identifying land of suitable quality and quantity to meet industrial,
business, commercial and housing whilst minimising requirements for greenfield development, giving priority to regeneration and renewal and ensuring land for employment is located close to the transport network and workforce.

- Social justice by giving high priority to accessibility when considering locations for jobs, houses, shops, leisure and other community facilities, promoting opportunities for the development of mixed use areas, and aiding the creation and maintenance of pleasant, safe and crime free environments through high quality design.

- Environmental quality by promoting the improvement of areas through regeneration, safeguarding biodiversity, environmental improvement and enhancement and enabling access to recreational opportunities and open spaces in urban and rural areas.

- Good design as high standards of building, engineering, and urban and landscape design are important in maintaining and enhancing environmental quality.

- An integrated transport system is essential to the economy of Scotland. Allocating land and selecting priority areas for regeneration to maximise scope for access can encourage more sustainable travel patterns by foot, cycle and public transport, as can supporting mixed use, increased tenure choice and local service provision.

9.18 SPP 2 'Economic Development' notes that the planning system should provide strong support for economic development where it is consistent with other national and local policies, in particular the promotion of social justice and sustainable development. It focuses on four themes where planning can contribute to economic development:

- Providing a range of development opportunities
- Securing new development in sustainable locations.
- Safeguarding and enhancing the environment.
- Promoting a dialogue between councils and business.

9.19 SPP 3 'Planning for Housing' notes that good housing in the right locations makes an important contribution to achieving Scottish Executive policy objectives, by supporting economic competitiveness, social justice and sustainable development. It also considers that new housing developments can act as a catalyst for urban regeneration.

The SPP states that, in relation to housing, the planning system should:

- Create quality residential environments;
- Guide development to the right places, and.
- Deliver an adequate supply of housing land.

The SPP highlights the need to provide a choice of housing types, and to encourage more diverse, attractive mixed residential communities, both in terms of tenure and land use. It notes that one key consideration should be the co-ordination of housing land provision with improvements in infrastructure, including transport and educational investment, and with other major proposals such as business or industrial development. It also states that planning authorities should promote the re-use of previously developed land in preference to greenfield land, provided that a satisfactory residential environment can be created; patterns of development should also seek to reduce the demand for travel and reliance on the private car.

9.20 NPPG 5 'Archaeology and Planning' outlines the Government's intention to encourage the preservation of our heritage of sites and landscapes of archaeological and historic interest. It states that planning authorities should ensure that archaeological factors are as thoroughly considered as other material factors in the development control process. In some circumstances it may be considered appropriate to approve a planning application that would result in damage or alteration to a site, provision must be made for the recording of any part of the site that is affected.

9.21 NPPG 7 'Planning and Flooding' states that it is for planning authorities to take the lead in reducing flood risk by considering the information they receive on the nature of flood risk and the potential
consequences, and to act responsibly in the weight they accord it in the determination of planning applications.

9.22 **NPPG 8 'Town Centres and Retailing'** details the Government's commitment to protecting and enhancing town centres. It sets out the considerations to be taken into account when considering applications for new retail development. It details the sequential approach to retail development that should apply to all convenience and comparison shopping as well as other attractions and facilities usually found in town centres. This approach states that first preference should be given to development opportunities within town centres. Next preference should be for edge-of-centre sites. Only if it can be demonstrated that all town centre options have been thoroughly addressed and a view taken on availability should less central sites in out-of-centre locations be considered. Even when a developer has shown an out-of-centre location to be the most appropriate, impact on the viability and vitality of existing centres still has to be shown to be acceptable. In addition, new retail and leisure developments should be accessible by a range of transport modes and should not increase dependency upon the car.

Where a development is not consistent with the development plan the developer has to demonstrate why an exception to policy should be made. Under paragraph 45 the planning authority is then given 11 tests against which to assess the proposal and if it fails to meet the terms of any of these policies it should be refused planning permission. The development of further new regional shopping centres, i.e. 50,000 square metres of floorspace and over can have a substantial impact over a wide area and are seen to be inconsistent with this guideline. Unless all of the considerations set out in paragraph 45 of the guidelines can be resolved satisfactorily planning permission should be refused; these are considered in detail in paragraph 10.46 below.

The guidance recognises that developments may change their character and composition over time. It highlights how planning conditions can, in the light of local circumstances, be used to ensure that a development does not subsequently change its nature and extent in a manner which could be detrimental to the vitality and viability of an existing centre.

9.23 **NPPG 11 'Sport, Physical Recreation and Open Space':** This document addresses the land use implications of sport and recreation as well as aspects of informal physical recreation that take place in urban open spaces and large areas of the countryside which are shared by those enjoying outdoor pursuits and seeking places for quiet relaxation. It sees the role of the planning system as making provision for sports and physical recreation and protecting and enhancing open space. It states that planning conditions can be used to ensure that the sporting or recreational element of a mixed use development is implemented as proposed. Planning agreements are also identified as a means of securing the provision of public open space, and sporting, recreational, social, educational or other community facilities if a major development proposal is to be able to proceed.

9.24 **NPPG 14 'Natural Heritage'** gives guidance on how the Government's policies for the conservation and enhancement of Scotland's natural heritage should be reflected in land use planning. It states that planning authorities should have full regard to natural heritage considerations in determining individual applications. The presence of a protected species or habitat is a material consideration and where adverse impacts cannot be avoided, adverse effects should be minimised and mitigated.

9.25 **NPPG 17 'Transport and Planning'** promotes an integrated approach to land use, economic development, transport and the environment, and identifies the hierarchy of priorities for individual travel as being walking, cycling, public transport and private cars. It seeks to discourage reliance on the private car, and to promote development locations that are accessible by a range of transport types. In doing so, it advocates the use of Green Transport Plans and planning agreements to promote sustainable transport solutions, and includes the use of maximum parking standards for specified uses. A subsequent addendum to the NPPG (SPP 17 Transport and Planning Maximum Parking Standards) contained further guidance on maximum standards.

9.26 **NPPG 18 'Planning and the Historic Environment'** states that an important function of the planning system is to maintain and enhance the quality of the historic environment and preserving the country's heritage. Of particular relevance to this application is the reference to the effect of a proposed development on an historic garden or a designed landscape being a material consideration in the determination of a planning application.
**PAN 33 'Development of Contaminated Land'** provides guidance on the redevelopment of contaminated sites, and advocates the "suitable for use" approach as the most appropriate way of dealing with contaminated land. This means that planning authorities should require that applications include remediation measures that will ensure that land is made suitable for the proposed new use.

**PAN 41 'Development Plan Departures'** sets out the steps planning authorities should take when considering applications that do not accord with the development plan. It also gives advice on best practice for dealing with such applications.

**PAN 42 'Archaeology'** provides advice on the handling of archaeological matters within the planning process. It considers how conditions can be used where archaeological issues arise, and suggests that, in cases where the likely archaeological remains are of a very minor or uncertain nature, reasonable access is ensured to allow an archaeologist to maintain a 'watching brief' over the site.

**PAN 51 'Planning and Environmental Protection'** gives advice on the role of the planning system in controlling pollution and its relationship to a number of environmental protection regimes. It is the responsibility of the planning authorities and environmental protection bodies to collaborate in the task of protecting the environment, and to apply controls so that duplication is minimised and overlap is avoided whenever possible.

**PAN 56 'Planning and Noise'** considers that the planning system has an important role to play in preventing and limiting noise pollution. It notes that the redevelopment of brownfield sites for housing, a concentration of transport on existing corridors and the increasing emphasis upon mixed-use developments are likely to noise issues an increasingly important consideration in planning decisions. It identifies various sources of noise, including road traffic, railways, industrial and commercial development and construction sites. It notes that, in cases where an Environmental Impact Assessment is required, the likely effects of noise will be one of the considerations for the Environmental Statement. The PAN suggests that, in cases where it is proposed to grant noise-sensitive development in areas subjected to high levels of noise, planning conditions should ensure that the effects of the noise are mitigated as far as possible.

**PAN 57 'Transport and Planning'** gives guidance and advice on what measures planning authorities may consider in fulfilling their integrated planning and transport planning responsibilities in a sustainable manner. Particularly of relevance to this proposal, it indicates that the availability of car parking associated with a development is a major influence on the choice of means of transport; it can also take up large amounts of land, making it more difficult to provide effective pedestrian, cycling and public transport links. It also advises that new housing layouts should be designed to be served and accessed by new or extended bus services.

**PAN 60 'Planning for Natural Heritage'** provides advice on how development and the planning system can contribute to the conservation, enhancement, enjoyment and understanding of Scotland’s natural environment. It sees that new development can play an important role in improving the environment and wishes to ensure that conservation and enjoyment of the natural heritage brings benefits to local communities and provide opportunities for sustainable social and economic progress. It promotes good practice by giving examples of planning agreements being used to secure appropriate land management provision, habitat creation and enhancement, translocation of species or habitats, aftercare and monitoring regimes and provision of access.

**PAN 61 'Planning and Sustainable Urban Drainage Systems'** gives guidance on the need for new developments to address the issues of drainage at an early stage. Developers should be encouraged to use sustainable methods where possible.

**PAN 65 'Planning and Open Space'** gives advice on the role of the planning system in protecting and enhancing existing open spaces and providing high quality new spaces. It notes that planning agreements or bonds are often used to secure financial contributions from developers for open space provision or enhancement. The PAN stresses the importance of design, management and maintenance of open space areas, and notes that planning conditions or agreements can also be used to ensure that maintenance is put into place.

**PAN 67 'Housing Quality'** explains how the Scottish Executive's policy document 'Designing Places' should be applied to new housing. It notes the need to process ensure that the design of new housing
reflects a full understanding of its context and reinforces local and Scottish identity, and that new housing is integrated into the movement and settlement patterns of the wider area. In particular, it raises relevant issues in relation to layout, landscape, scale and mix, details and materials, and maintenance.

9.37 The Scottish Executive has also published a paper titled 'European Protected Species, Development Sites and the Planning System: Interim Guidance for local authorities on licensing arrangements'. This document relates to the EC's Habitats Directive, and clarifies the role and responsibilities of planning authorities when determining planning applications where European protected species are present on site. It states that it is important for planning authorities to take proper account of the Directive; to do otherwise would risk breaching the requirements of the Directive, and could affect a developer's ability to make use of a planning permission because the relevant Licence (from the Scottish Executive) to allow work to proceed may not be granted.

d) Other Council Policy Documents

9.38 In addition to the development plan there are a number of other non-statutory plans which set out the policies of North Lanarkshire Council and these are also material considerations in relation to this proposal.

9.39 The North Lanarkshire Corporate Plan 2001-04. This document sets out the Council's priorities for a three year period. One of the Plan's seven strategic themes is 'Stimulating Business and the Economy' where 'a modern, competitive and sustainable economy providing employment and other opportunities for local people is central to the well-being of the communities of North Lanarkshire.' This theme recognises Ravenscraig as a development opportunity for multi-purpose retailing, housing, leisure and tourism. The Plan states that the Council will actively support development of major economic project, including Ravenscraig and Gartcosh to achieve its aim of optimising it's locational advantages and development opportunities.

9.40 North Lanarkshire's Local Transport Strategy 'Delivering in Partnership' sets out the Council's transport strategy and forms the basis for it's transportation development for a three year period from 2000-03. It also offers a vision of where transport contributes to longer-term goals.

In delivering transport for the west the Council identifies its intentions to undertake the following actions that are relevant to this proposal: -

- Develop walking and cycling networks linking urban and rural areas under the access strategy.
- Promote Motherwell Station as a hub, with improved links to the wider community. This will be linked to improvements for the Motherwell – Ravenscraig – Wishaw corridor.
- Ensure proposals to accommodate Ravenscraig's travel demand incorporate sustainable, integrated solutions.
- Limit parking provision for new non-residential developments to a maximum level.
- Require developers to submit a transport assessment/transport plan to illustrate the methods proposed to ameliorate this demand, where the proposed development is likely to generate a significant demand for movement.

In delivering policies for delivering passenger rail services, the Council intends to deliver appropriate rail proposals for the Ravenscraig developments.

9.41 The Consultative Draft Strategic Development Framework for North Lanarkshire sets out a strategy for land use in North Lanarkshire which reflects the principles of the North Lanarkshire Community Plan and the Corporate Plan. The Strategy advocates that: -

- Development opportunities on brownfield sites within communities should continue to be emphasised.
- Adequate resources should be sought to provide sites for housing and other community needs, wherever possible, through urban renewal.
- A comprehensive approach is required to ensure the Flagship initiative for Ravenscraig – Motherwell – Wishaw promotes the widest benefits for North Lanarkshire Council.
- Sustainable locations should be chosen for development.

The focus for land use should be to:
- Accommodate improved economic performance.
- Promote the continued regeneration of existing settlements.
- Protect valued environmental resources.
- Integrate land use with transportation and infrastructure requirements.
- Commit to achieving design quality throughout the planning process.

9.42 In 2002, the Council appointed the consultants yellow book to examine how a programme of actions could be used to ensure continued roles for the town centres of Motherwell and Wishaw. Their report, An Action Plan for Motherwell and Wishaw, was published in December 2002 and reported to the Council's Planning and Environment Committee in January 2003. The report considered that, regardless of whether or not the Ravenscraig development proceeds, both Motherwell and Wishaw face serious threats and challenges which will require a response to prevent their further decline. It presented a strategy for the Motherwell-Wishaw-Ravenscraig area, with both of the existing centres developing complementary and viable roles, Motherwell focussing on its location on the transport network to make it an attractive location for business and associated uses (with some comparison and convenience shopping), and Wishaw consolidating around a core retail area serving local needs and releasing new locations for housing and small businesses. It also developed an action plan based around the themes of Diversification, Infrastructure, Design and Quality, and Policy.

d) Environmental Statement

9.43 An Environmental Statement (ES) was prepared and submitted with the planning application, as required by the Environmental Impact Assessment (Scotland) Regulations 1999. The ES described the proposed development and its predicted impact on the physical, natural, human and cultural environment, and explained measures proposed to minimise these impacts.

9.44 The ES divided the environmental impacts of the development into three categories – permanent, temporary and long term. The principal permanent impacts identified were:-
- Ground conditions – although the most significant areas of contamination have been treated, further land remediation is required and measures have been identified for the treatment of different areas within the site. Once this work is complete, it is considered that there should be no significant risk to future occupiers or to the wider environment.
- Land Use and Property – property at the site of the southwestern access into the development will be affected, as the land will be required for the construction of the road. Elsewhere, it is considered that there will be positive impacts arising from the development of the derelict site and the provision of new recreation facilities.
- Surface Water and Drainage – the existing surface water drainage infrastructure will be used, and the ES considers that there will be no significant changes in the rates of discharge of surface water or routes of collected surface water drainage. New wetland areas will be created and existing wetlands retained, with both being managed to improve their amenity and conservation value. Sustainable Urban Drainage Systems (SUDS) will be adopted wherever possible.
- Nature Conservation – there are three areas with non-statutory local designations within the site, two Sites of Importance for Nature Conservation (SINCs) and one Important Wildlife Corridor (IWC). Part of one of the SINCs has been lost as a result of the construction of the spine road through the site, but the ES considers that new planting along the route will help to re-establish a wildlife corridor. The report notes that a large part of one of the SINCs, at the Todhole Basin, would be lost as a result of the proposed South Calder residential development. The ES states that measures, including the control and timing of construction, will be implemented to minimise disturbance to plants, birds and animals, and that provision has been made for new habitats for grayling butterflies and great crested newts.
- Cultural Heritage – the remains of Wishaw House and its 'designed landscape' are located within the site, and the ES proposes that these be treated as archaeologically sensitive, as
advised by the West of Scotland Archaeology Service. It is also noted that the proposed link road at the southwestern corner of the site will make a slight modification to the setting of South Dalzell Parish Church, a Category B Listed Building.

- Landscape Resources and the Visual Environment – the ES considers that the replacement of derelict areas of land with new development will result in substantial beneficial impacts on landscape resources and character. The main visual impact will be the proposed indoor ski facility, which will be 90 metres tall and visible from an extensive area.

9.45 In terms of Temporary Construction Impacts, the ES recognised that different parts of the surrounding area and different uses within the site would be affected at different times over the twenty year development period. Potential impacts would include noise from construction equipment, activity and traffic; dust and other air emissions; visual intrusions; impacts on water from run-off and effluent discharges; pollution risks from accidental spills and releases, and impacts from the supply and removal of materials to and from the site. It is proposed that such impacts will be managed through a Code of Construction Practice established by the applicants to set out the standards to be met by developers, contractors and sub-contractors.

9.46 It is anticipated that long term impacts will occur as a result of people and businesses living and working in, and visiting, the development. In particular, the following main issues were identified in the ES:-

- Traffic and Transport – traffic levels on the local road network are predicted to be higher as a result of the proposed development, but the ES considers that with the road improvements planned there should be adequate capacity to accommodate the additional traffic. The provision of dedicated cycle paths within the development is seen as a positive element. Air quality will be slightly affected by the increased traffic, but the levels of the pollutants are predicted to remain below statutory limits. It is considered that, on most of the road network around Ravenscraig, noise levels from traffic will have no significant impacts, but there are two locations where acoustic screens will be required.

- Air Quality – the ES noted that, because industrial use on the site will be mainly light industry, there will be no significant emissions form processes. It is accepted that emissions will be higher than if the development were not undertaken, but it is considered that air quality is likely to improve overall as a result of more efficient technology.

- Noise – it is anticipated that, on completion of the development, noise levels will be typical of a modern urban environment. The ES noted that the Craigneuk area, which is close to the proposed town centre, may be affected by some increase in noise when events are held at the arena.

- Socio-Economic Impacts – the ES noted that the equivalent of 9,050 jobs will be provided by employment uses on the site and from services to businesses and residents, of which 2,260 are expected to be taken by residents in ‘target groups’ in North Lanarkshire. In addition, it is considered that the new retail, leisure and community facilities will benefit residents of the wider area.

e) Consultees

9.47 The comments of consultees can be a material consideration; these are outlined in Section 6 above.

f) Representations

9.48 Objections and other representations received can be a material consideration; these are outlined in Section 7 above.

10. Assessment

10.1 This section of the report provides a planning assessment of the proposals in general, and their detailed components, in relation to the development plan and other material considerations. Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that planning decisions be made in accordance with the development plan unless other material considerations indicate otherwise. It is
for the decision maker to assess both the weight to be attached to each material consideration and whether individually or together they are sufficient to outweigh the provisions of the development plan. SPP 1 'The Planning System' notes that examples of possible material considerations include Scottish Executive policy, NPPGs, SPPs, PANs, Circulars, and draft Structure and Local Plans.

10.2 As noted in paragraph 8.4 above, the Glasgow and the Clyde Valley Structure Plan Joint Committee has proposed an Alteration to the Approved Structure Plan, to be submitted to the Scottish Ministers for approval. This proposed Alteration is a material consideration in the determination of the planning application and, if approved by the Scottish Ministers, will form part of the development plan. Because of the significance of the proposed Alteration, the assessment below considers both the current Approved Structure Plan and the Plan as it would be if the Alteration is approved.

a) General

10.3 The Glasgow and the Clyde Valley Joint Structure Plan includes the site in Schedule 1(b) 'Urban Renewal Areas' of Strategic Policy 1 'Strategic Development Locations'; the application is therefore in accord with that aspect of Structure Plan Policy. However, the site is not specifically listed in Schedule 1(a) as a Town Centre, and the retail component of the application is therefore one element that is not currently in accord with Strategic Policy 1; this matter is discussed in greater detail in paragraph 10.34 below. In terms of the proposed Alteration to the Plan, the inclusion of Ravenscraig in Schedule 1(a) means that retail development would be acceptable. The Structure Plan Manager's report (noted in paragraph 6.8 above) indicates that the proposal is supportive of the three main themes of the Metropolitan Development Strategy.

10.4 The Structure Plan also identifies the regeneration of the site as a 'Metropolitan Flagship Initiative' under Joint Policy Commitment 1. That 'Flagship Initiative' identified eight main elements, including "testing the potential for creating a new town centre for the area linked to the restructuring of Motherwell and Wishaw". The report produced by yellow book for the Council (see paragraph 9.42 above) considered how this could be achieved, and identified new and modified roles for the existing centres so that the three could function in a complementary manner. Nevertheless, the exclusion of Ravenscraig from the current schedule of Town Centres makes compliance with the Flagship Initiative Policy Commitment inappropriate; this, again, would be resolved with the approval of the proposed Alteration. The Structure Plan Manager's report (noted in paragraph 6.8 above) indicates that the proposal is supportive of the implementation of the Flagship Initiative (subject to clarification of the planned restructuring of Motherwell and Wishaw, and contributions towards this).

10.5 The terms of the Burgh of Motherwell and Wishaw Development Plan are, given the age of the plan, of historic relevance only. Most of the site, in any case, is unzoned, with the bulk of the remainder zoned for Industrial purposes, reflecting the previous use of the land. Similarly, the Northern Area Local Plan, which covers a small portion of the site, was adopted 17 years ago and is of limited relevance in the context of this application.

10.6 The emerging local plan, the Southern Area Local Plan Finalised Draft (Modified 2001), also recognises the strategic importance of Ravenscraig; it seeks to pursue the redevelopment of the site through Policy IND 6, Ravenscraig Regeneration' and also aims to promote the re-use of vacant and derelict land (Policy ENV 3), and so the proposals accord with these general aims.

10.7 The Scottish Executive's wider objectives and how they can be promoted by through planning, outlined in SPP 1 'The Planning System', include Sustainable Development, Economic Competitiveness, Social Justice, Environmental Quality, Design and Integrated Transport. In relation to all of these general principles, the mixed use proposals for Ravenscraig appear to work towards their aims, in particular by

- The regeneration and re-use of previously developed land
- Providing land to meet industrial, business, commercial and housing requirements
- Giving a high priority to accessibility in relation to jobs, houses, shops and leisure
- Promoting environmental quality and high standards of design, and
- Providing access to facilities by a choice of transport modes
10.8 No consultee objected to the general principles of the proposal, and many noted their general agreement with the mixed use principles on a major brownfield site.

10.9 While a significant number of objections were received, only one related to the overall nature of the proposed development, suggesting that it would be more appropriate to develop the site as a park. It should be noted that one of the options considered by Llewelyn Davies in their 1997 Master Plan involved the majority of the site being developed as a Community Forest, but this was not considered to be the most effective use of the site, particularly from the perspective of economic and social regeneration. As a former steelworks, the site was heavily contaminated but a major programme of remediation works was carried out in the 1990's and the Secure Containment Facility was formed for contaminated material removed from the site. However, the land has not been fully remediated, and further works are required to enable it to be developed for particular uses. The current proposals do include an extensive Community Nature Park, plus other areas of open space and leisure facilities, and I consider that, on balance, the objection to the general principle of the development is not a practical proposition given the scale of the site, the economic and social benefits that would accrue from the development proposed, and the need for further substantial remediation of the land.

b) Retail

10.10 In order to assess the acceptability of the retail element of the proposal it is necessary, firstly, to evaluate the Retail Impact Assessment (RIA) supplied by the applicants; an independent Retail Planning Consultant was engaged by the Council to assist in that respect. The applicants' original RIA concluded that the highest impact on turnovers at 2000 would be experienced by Motherwell town centre, with a potential effect on turnover (comparison goods) of up to 9.7%, with impacts of 8.5% and 3.1% for Wishaw and Hamilton respectively. In terms of convenience shopping, the report considered that impacts of 11.4% could occur in respect of Motherwell, with 2.5% for Wishaw and 6% for Bellshill. It was estimated by the applicants that the combined impacts on these centres would be up to 9.8% for Motherwell and 4.9% in Wishaw; on that basis they concluded that

"Impacts of the order set out above are not generally regarded as being indicative of a significant effect on existing floorspace. The profitability of existing businesses would of course be affected but it is not expected that this would reach a sufficiently high level to undermine the vitality and viability of any affected centre"

10.11 A fundamental part of the applicants' case for a retail element of the scale proposed, and a major consideration in their RIA, is the unique nature of the concept and its 'destination' attractions. It is argued that the retail facilities will have a wider catchment area than a conventional out-of-town mall and the traders will be of a type and quality not found elsewhere. They therefore assume that a proportion of the trade generated by the centre would not have come from local expenditure, but from visitors from outwith central Scotland. In apportioning the remaining turnover, it is assumed that 5% of trade will come from the area beyond 60 minutes' drive time. They have also incorporated a figure of 15% for trade from Glasgow and another 10% for other centres (outside Lanarkshire) and within 1 hour's drive time away.

10.12 However, there are a key number of issues regarding methods and assumptions used in the non-food section of the applicants' Retail Impact Assessment which must be taken into consideration. In part, these have been raised by objectors to the proposals and by the Glasgow and the Clyde Valley Structure Plan Joint Committee, but the Council's own retail consultant has also queried some aspects of the RIA. In particular, the following points have been made:-

- The impacts have been calculated at the base year of the study (2000) rather than the design year (2006). This means that the impact figures relate to the trading position at 2000. In effect, this results in a lower percentage impact than a calculation for the design year.
- The applicants have applied a 'net-to-gross' ratio of 60-40, meaning that the sales area of the retail floorspace (which is used to calculate the likely trade) is considered to be only 60% of the total. This is a widely applied ratio, but there is a view that more modern retail units utilise floorspace more efficiently, thereby increasing the available sales area. The effect of using the 60-40 ratio is to reduce the likely turnover of the proposed floorspace.
The applicants have also applied an across-the-board ‘discount’ of 10% on the proposed floor space, because of the unique nature of the proposal and its use of ‘demonstration’ or ‘leisure theatre’ floor space associated with its ‘try and buy’ concept. Again, this results in a lowering of the likely turnover to be applied in the impact calculations.

The applicants have used a turnover figure of £4050 per square metre for the proposed development, whereas a higher figure would be more appropriate for the conventional elements of the floor space.

The assumption of equal levels of trade diversion from East Kilbride and Hamilton is also open to question, given East Kilbride’s greater distance from Ravenscraig and its strong trading performance.

The Council’s consultant had no particular issues with regard to the applicants’ assessment of the convenience shopping impacts.

10.13 Discussions took place with the applicants and they revised elements of their methodology, projecting forward the figures for average turnover in 2000 to the year 2006 and using these to calculate impacts at 2006 for the various centres 'post-Ravenscraig'. However, there remained differences between the applicants’ approach and the Council’s consultant’s, in particular in relation to net-to-gross ratios, trade draw assumptions and turnover. Their revised calculations show an impact of 31.4% on Motherwell, 12.5% on Wishaw, 15% on East Kilbride and 16.7% on Hamilton when measured against projected turnovers at 2006. Impacts of 26.9% and 16.3% for Motherwell and Wishaw are predicted when measured against a benchmark of average turnover levels at 2006. On that basis they conclude that

“Development of Ravenscraig town centre will inevitably result in structural changes to Motherwell and Wishaw....The key to managing the effects of the new centre at Ravenscraig will be a clear development strategy to facilitate structural change, particularly in Motherwell and Wishaw.”

This comment should be considered in relation to the Structure Plan requirement for the linked restructuring of Motherwell and Wishaw (see paragraphs 8.4 and 8.12 above), and the conclusions of the yellow book report (see paragraph 9.39 above).

10.14 As part of his assessment of the applicants’ RIA, the Council’s retail consultant carried out a series of calculations using different assumptions and scenarios, in order to provide an alternative range of possible impacts. These calculations used the following assumptions that differentiated them from the applicants’ RIA:-

- The use of design year rather than base year for benchmark turnovers
- A refinement of the net-to-gross ratio, applying a 50/50 ratio to ‘experiential’ floor space
- The use of a 65/35 net-to-gross ratio for other floor space.
- A different (more local) catchment area for the test involving the whole retail development operating as a conventional retail centre (see i. below).
- A modified catchment applied to the other retail formats, with the more limited trade draw being used for the conventional floor space and a greater proportion of trade diverted from Glasgow and other further afield centres in relation to the experiential floor space.
- Alternative turnover ratios (per square metre of net retail floor space) were used, higher for the conventional element (£4,500), lower for the experiential (£4,000).

The scenarios explored were the following:-

i. The whole retail element operating as a conventional centre, with no unique or experiential shopping

ii. A level of 18,400 square metres of experiential floor space, the balance being conventional comparison shopping

iii. A level 29,900 square metres of experiential floor space, the balance being conventional comparison shopping
iv. A level of 41,400 square metres of experiential floorspace, the balance being conventional comparison shopping

These tests were carried out on scenarios involving Motherwell town centre as currently operates, and with the proposed Motherwell Town Centre Partnership (MTCP) extension to the town centre, which was granted on appeal in July 2002. The impacts on Hamilton were also calculated with and without the proposed extension to Regent Way.

10.15 The outcomes of these tests (summarised in Table 1 below) differed substantially from those reported in the applicants' original Retail Impact Assessment, while agreeing in part with the results of the addendum submitted by the applicants' consultants using 2006 as the assessment year. The most substantial impacts arose from the centre as a conventional retail development, with up to 47% for Motherwell when measured against benchmark turnover at 2006. When assessed as a mixed conventional/experiential retail development, the impacts were lower, with a 30% diversion from Motherwell (as existing, without any of the proposed new development) on the basis of the lowest level of 'try-and-buy' floorspace. The estimated impacts decreased with an increase in the proportion of experiential retailing (21% for the 29,900 square metres, and 11% at 41,400 square metres). The figure of 18,400 square metres has been put forward by the applicants as the minimum level of experiential shopping to be achieved. The impact on Motherwell also decreased in those calculations which included the effect of the development of the extension to the town centre (which has permission) having taken place, with an impact of 31% calculated with Ravenscraig in the wholly conventional format, and 18% in the minimum experiential. It should be noted, however, that while the percentage impact reduced substantially, as a result of the greater floorspace Motherwell would then have, the turnover rate per square metre would also reduce; this results from the diversion of trade from existing shops in Motherwell to the new floorspace there.

10.16 A similar pattern of impacts was evident in respect of Wishaw which, because of its proximity to the new development, would be the worst affected centre. With the proposed development in the conventional mall format, a 59% impact was predicted, and 37% in the minimum experiential format.

10.17 The implications of such impacts for these two local centres are that, if Ravenscraig was developed as a wholly conventional shopping mall, Motherwell would be likely to lose mainstream multiple retailers with a resultant increase in the proportion of discount retailers (along with increased vacancy rates). Wishaw would become more of a district centre for convenience shopping. With Ravenscraig at the lower experiential level, there is still a substantial impact on the two centres, and the Council's consultant speculates that Motherwell might see a progressive migration of multiple retailers (resulting in more discount shops or higher vacancies). In the same scenario, Wishaw's role as a centre for comparison shopping could end. Only with the maximum level of experiential floorspace at Ravenscraig (two-thirds of the total) would there be any significant role for either town as a comparison centre.

10.18 The impact on benchmark turnovers at 2006 for other centres also requires to be considered. As a conventional mall, it is estimated that Ravenscraig would have an impact of 13% of Hamilton, 8% on Coatbridge, 17% on Airdrie, 5% on East Kilbride and 2% on Parkhead and Glasgow City Centre. At the minimum level of experiential retailing, the impacts on Coatbridge and Airdrie are reduced to 5% and 12% respectively, while Hamilton decreases to 9%, East Kilbride to 4%, while Parkhead remains at 2% and Glasgow City Centre drops to 1%.

10.19 The implications for these other centres have also been considered by the Council's retail consultant. The effects of a wholly conventional centre on Airdrie are considered not to indicate the end of its role as a comparison centre, but there would be restricted future trading levels, while it would be expected to continue functioning as a comparison centre under the experiential concept. The wide range of retail facilities adjoining Coatbridge town centre may help offset the impact of a conventional centre, and the expected impacts of the experiential format would, like Airdrie, enable it to retain a role as a comparison centre.

10.20 The impacts for Hamilton and East Kilbride need to be considered in the context of how trade from the Motherwell area is currently dispersed. With Ravenscraig in the conventional format, it is estimated that it would divert some £25m from Hamilton and £16m from East Kilbride at 2006. It has been estimated, however, that expenditure of £30m per annum 'leaked' from the former Motherwell District area to Hamilton, and £13.6m to East Kilbride in 2000. As such, therefore, Ravenscraig's impact would help retain or reclaim this 'lost' expenditure. There would be some loss of vitality for
Hamilton, and doubt cast on the prospects for further extensions of that centre, but it is considered that scale and quality of East Kilbride would enable it to cope more successfully with competition from Ravenscraig. The impacts of Ravenscraig in the experiential format on these towns are less for Hamilton and East Kilbride.

10.21 The levels of impacts predicted for Parkhead and Glasgow City Centre are low for both the wholly conventional scenario and in the experiential formats, and it is not considered that either centre would be affected to any significant degree.

10.22 Table 1 below summarises the predicted impacts for the main centres affected, under the different scenarios outlined in paragraph 10.14 above. It should be noted that the scenarios tested relate to comparison floorspace only. The proposed convenience element of 3,700 square metres gross has not been a point of contention; it should be noted that the Structure Plan Technical Report 7 ‘Retailing’ estimates (at 2006) a net outflow of convenience expenditure of £19.52 million from the Motherwell/Bellshill catchment, and £7.91 million from the Carluke/Wishaw catchment. While the Structure Plan’s assessment does not indicate any strategic requirements to serve these areas, these levels of lost expenditure show that the existing provision is not satisfactory, and the proposed convenience element could improve that provision.

<table>
<thead>
<tr>
<th>Centre</th>
<th>Conventional 53,900 sq m</th>
<th>Minimum Experiential (18,400 sq m)</th>
<th>Medium Experiential (29,900 sq m)</th>
<th>Maximum Experiential (41,400 sq m)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motherwell</td>
<td>47%</td>
<td>30%</td>
<td>21%</td>
<td>11%</td>
</tr>
<tr>
<td>Motherwell (incl MTCP extension to Town centre)</td>
<td>31%</td>
<td>18%</td>
<td>12%</td>
<td>5%</td>
</tr>
<tr>
<td>Wishaw</td>
<td>59%</td>
<td>37%</td>
<td>25%</td>
<td>12%</td>
</tr>
<tr>
<td>Airdrie</td>
<td>17%</td>
<td>12%</td>
<td>10%</td>
<td>7%</td>
</tr>
<tr>
<td>Coatbridge</td>
<td>8%</td>
<td>5%</td>
<td>4%</td>
<td>2%</td>
</tr>
<tr>
<td>Hamilton</td>
<td>11%</td>
<td>8%</td>
<td>6%</td>
<td>4%</td>
</tr>
<tr>
<td>Hamilton (not incl Regent Way)</td>
<td>13%</td>
<td>9%</td>
<td>7%</td>
<td>5%</td>
</tr>
<tr>
<td>East Kilbride</td>
<td>5%</td>
<td>4%</td>
<td>4%</td>
<td>3%</td>
</tr>
<tr>
<td>Parkhead</td>
<td>2%</td>
<td>2%</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>Glasgow City Centre</td>
<td>2%</td>
<td>1%</td>
<td>2%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Table 1: Impact on Centres by Different Types of Retail Development at Ravenscraig (Source: Max Cowan, 2002)

10.23 The retail property interests who objected to the application were given the opportunity to consider the report by the Council’s retail consultant. All wished to maintain their objections, and requested the opportunity to address the Planning and Environment Committee when the application was being considered.

10.24 As noted in paragraph 10.11 above, the novel retail concept proposed by the applicants plays a major role in the estimation of the likely impacts it will have on other centres. It has been described as

“A leisure driven experience where people will 'try and then buy' at one-of-a-kind retailers who are largely not currently represented in Scotland", with the examples of Vans, Tiso and Decathlon being used to illustrate the type of retailers described.

The ‘Destination Leisure’ components of the overall project (such as the Ski Dome and the Arena) are viewed as critical to the success of the retail concept, in that they will draw customers from a Scotland-wide audience and will create clusters of specialist and niche market traders associated with the leisure facilities (examples given include ski and winter-wear specialists). In addition, a minimum of 18,400 square metres of floorspace is proposed to be ‘experiential’ in nature, with large display and play areas to reinforce product brands, and a significant leisure element and theme to the retailing. It has also been stated that the key retail anchors will be ‘one-off stores’ and trading in a format new to Scotland.
10.25 While such trading styles have been developed in various locations in the UK and abroad, there is no similar development of the scale and nature proposed with which clear comparisons can be drawn. For instance, the example of Nike Town has been used to demonstrate the new format experiential retailing, but at present only one outlet exists in the UK, in Oxford Circus in London; similarly, the Vans Skate Park, which provides a major sports demonstration area associated with the sale of equipment, is found in the USA but not currently in Britain. To help assess the concept, therefore, Professor John Dawson of Edinburgh University was commissioned by the Council to review the proposals from his perspective as an acknowledged expert on retail trends and developments. He considered that the concept, with its substantial leisure and recreational provision, is a valid one, and that it could become a destination attraction for consumers from a considerable distance. He did, however, identify a number of conditions that would need to be met to facilitate the integrated nature of the proposed town centre, including road infrastructure, phasing, strategic management, and quality of design and construction finishes. He also made note of the need to plan for the ways that the existing centres can respond to, and benefit from, the proposed development.

10.26 The applicants also provided a report on the 'Leisure Destination Development Strategy' prepared by Locum Destination Consulting. That document discussed the concept of Ravenscraig as a 'destination', a "strongly branded, integrated location...combining new forms of activity to create attractive and competitive new types of physical and economic environments for living, working and playing". It identified four elements of the leisure components – the major attractor, the event facilities, a substantial commercial leisure destination and good spatial design.

10.27 The Locum Report considers that "an indoor arena at Ravenscraig with a wide sports, leisure and exhibition programme is a viable proposition with modest grant aid input", and that the proposed Snowdome would draw a market from a very wide catchment area. The possibility of a similar development occurring at Braehead (where planning permission has been granted) is noted, but the report states that the Ravenscraig location is viewed as "more positive from the market perspective"; however, it indicates that, if the Braehead development were to proceed, the major leisure element of the proposal would be amended, with an alternative attractor being substituted.

10.28 Locum Destination Consulting considered that a 2 hour drive-time catchment area would be capable of sustaining a Snowdome of ample length and quality, that the Ravenscraig site offers a strong prospect of success for such a development and that it would have a strong 'destination leisure' effect on the whole proposed town centre. They also concluded that there was a gap in the market in respect of indoor arenas, with potential for concerts, major league ice hockey and basketball, and family shows at a Ravenscraig Arena. In terms of the commercial leisure aspect of the proposals (cinemas, bowling, bars, restaurants etc.) it was also concluded that there was a long term future for a commercial leisure complex, which could interact with the major leisure attractions to reinforce its viability.

10.29 The report identified a total population of more than 4 million people within 2 hours drive of the site and considered that the scale and quality of the leisure facilities to be provided would attract visitors to travel further, stay longer and spend more.

10.30 There is a clear logic to the concept of major leisure facilities drawing customers from a very wide catchment area, particularly if they include elements unique in Scotland, as the Ski Dome would be; similarly, it can be seen that there could be substantial 'spin-off' benefits to a retail complex integrated with such leisure attractions. The applicants have indicated that the main leisure attractions are critical to the success of the retail concept, and it is therefore equally critical that the planning authority is confident that these attractions can be delivered and sustained; failure to achieve this could result in the retail element not functioning as described by the applicants, being less 'unique' in nature and having greater impacts on other centres. It would therefore be necessary to attach conditions, in both any planning consent and accompanying planning agreement, to ensure that the major leisure facilities are provided.

10.31 If the Council wished to grant planning permission for the retail development on the basis that it would be linked to a number of major 'destination leisure' attractions, it could do so subject to conditions that would ensure that the physical nature of any development would involve an integrated structure, combining the two elements. Conditions could also be used to define what scale and nature of leisure facilities are to be provided, and to require them to be completed and available for operation before any retail outlets commence operation.
10.32 Having discussed the Retail Impact Assessment and the Destination Leisure component of the application, it is now appropriate to assess how the proposals comply with the development plan. The Glasgow and the Clyde Valley Joint Structure Plan, in Strategic Policy 1 ‘Strategic Development Locations’ and Joint Policy Commitment 1, ‘Metropolitan Flagship Initiatives’ recognises the potential of the Ravenscraig site for a new town centre for the area linked to the restructuring of Motherwell and Wishaw, where measures would be required to manage the impacts of a retail centre at Ravenscraig. The plan notes the need to evaluate the proposals on various levels, including retail impacts.

10.33 The reference to the retail impacts is significant. The Structure Plan recognises that priority should be given to investment in existing town centres, and lists Motherwell and Wishaw as Town Centre Renewal Priorities (Schedule 1(a)) and Environmental Improvement Priorities (Schedule 6(d)). In addition, it identifies a need for up to 20,000 square metres of additional non-food shopping floorspace in the Motherwell/Bellshill catchment area; this shortfall, however, can be considered to have been resolved by the granting of the outline consent for the extension and refurbishment of Motherwell town centre. In order to meet the requirements of the Structure Plan’s aspirations for the Ravenscraig redevelopment, therefore, the proposal should involve the restructuring of the two adjacent town centres and should involve impacts of a reasonable scale on other centres.

10.34 Development proposals require to be assessed against the criteria contained in Strategic Policy 9 of the Structure Plan, and any proposal which fails to meet the criteria will be regarded as a departure from the plan. The policy states that the criteria are complementary, and the fulfilment of one does not over-ride the need to satisfy the others. The relevant assessment involves the following issues:-

In terms of criterion A (iv), a need for the development must be established in terms of the criteria set out in Schedule 6(c)(i). These include consideration of impacts on town centres listed in Schedule 1(a), which include Motherwell and Wishaw. These impacts have been outlined in paragraphs 10.15-10.22 above, and would be significant; however, the linked restructuring of these centres, as required by the Structure Plan, would assist in new roles for these towns being established. The criteria also include the encouragement of development proposals for centres identified in Schedule 6(c); Ravenscraig is not included in that Schedule in the approved Structure Plan, but the proposed Alteration would include it as a location for Additional Retailing Opportunities.

Criterion B (i) requires the development to be appropriate in terms of safeguarding and avoiding diversion or displacement of investment from specified development locations. These include the Town Centres identified in Schedule 1 (a), of which Ravenscraig is not one; the proposed Alteration to the Plan include Ravenscraig as a Town Centre within that Schedule. Ravenscraig is identified in Schedule 1(b) as an Urban Renewal Area, schedule 5(c) as a Core Economic Development Area, and Schedule 5(d) as a Nationally Safeguarded Inward Investment Location; its inclusion in those Schedules, therefore, means that there is support for the development under Criterion B(i).

Criterion B (iii) relates to the need to safeguard and promote the vitality and viability of Town Centres identified in Schedule 1(a). As noted above, Ravenscraig is not currently included in the Schedule, but the proposed Alteration would change that.

In terms of the approved Structure Plan, therefore, the retail component of the application constitutes a departure from the development plan; however, further consideration, in the light of the proposed Alteration to the Structure Plan, shows that, if the Alteration is approved, the proposal would accord with the Plan.

10.35 In terms of assessment against Strategic Policy 10, the relevant criteria are:-

- An updated assessment agreed by the Joint Committee of the supply and demand estimates used in the plan. The Joint Committee has not agreed any such updated assessment.

- Clear evidence of a shortfall in existing and planned supply of land for retail development within the appropriate catchment area. The identified deficiency in retail floorspace in the Motherwell area is 20,000 square metres, which would be accounted for by the outline consent for Motherwell town centre. However, the proposal involves the creation of a new community within the site, which will itself require retail and other facilities, estimated at up to 6,500 square metres net, incorporating both comparison and convenience floorspace. In addition, the use of a
limited catchment area in this case is inappropriate, given the nature and scale of the proposal, and I consider that a sub-regional centre of the nature proposed could not be reasonably assessed in such a restricted manner.

- **The development's contribution to remediying any qualitative deficiencies in existing retail provision.** The application proposes a new development intended "to provide a wide range of 'branded goods' operators who would currently only consider locating in either Edinburgh and/or Glasgow and/or major leisure led destinations". In relation to 'existing qualitative deficiencies' a recent (unpublished) report commissioned by North and South Lanarkshire Councils and Scottish Enterprise Lanarkshire described Motherwell town centre as "tired and dated...unappealing" and Wishaw as being "in long term decline" and making "no significant contribution to the attractiveness or competitivenes of Lanarkshire". The effect of this is demonstrated in the Structure Plan Technical Report 7 'Retailing', which showed a net outflow of more than £59 million of comparison expenditure from the Carluke/Wishaw catchment area, reflecting the lack of quality retail provision. Such independent comment on the existing centres demonstrates that there is a 'qualitative deficiency', and I therefore consider that the proposed development would make a substantial contribution towards improving the quality of retail facilities available in the area.

**Assessment against the criteria of Strategic Policy 10, therefore, indicates that there is no substantiated basis for the retail development in terms of the current approved supply and demand estimates, although it can be argued that the catchment area and qualitative aspect can be considered to meet the criteria.** On that basis, therefore, there may be a case for considering the qualitative improvements, and the wider economic, social and environmental benefits that would accrue as justifying the departure from the plan.

10.36 The Structure Plan Manager’s report (noted in paragraph 6.8 above) generally supports this view. His conclusions in terms of the Strategic Policy 10 criteria were that there were major benefits to be gained from the development, including a radical improvement in the quality of retail provision in the area, but that these were conditional on three main factors, these being:-

- Ensuring the benefits are delivered
- Safeguarding against the impacts being greater than currently anticipated
- The management of the impacts on Motherwell, Wishaw and Hamilton.

10.37 The assessment of impacts outlined above indicate that the greatest impacts will arise in Motherwell and Wishaw, and that those affecting other centres are less and generally within an acceptable range. The impacts on Motherwell and Wishaw are substantial, and there remains the issue of how the required restructuring of these centres can be achieved. The consultants yellow book were therefore commissioned to provide a framework for a strategy involving the two centres and Ravenscraig in complementary roles, and to identify an early action plan to commence the process of restructuring (see paragraph 9.39 above). Their report was not the subject of a full public consultation exercise, and is not adopted as Council policy, but it is intended that it will be taken forward by means of proposed modifications to the emerging Local Plan. In suggesting how the centres could operate in a complementary manner it concluded that the principal roles for the three centres would be:-

- **Motherwell** Civic and cultural centre; principal office and small business location; centre for professional and business services; location for a learning campus; a second tier comparison shopping centre; principal location for hotels and conference facilities; local leisure; residential; gateway to the national rail network.
- **Ravenscraig** Leisure/retail centre; sub-regional centre for premium comparison shopping; location for national leisure attractions; high quality business campus; residential; local transport node.
- **Wishaw** quality village centre for the urban area; centre for events and activities, and speciality food and market shopping; location for quality restaurants and cafes; public/community services; micro-businesses; residential; local transport node.

Having established the broad framework within which the restructuring of the two centres could take place, the report identified actions for the short, medium and long terms to help achieve the new complementary roles. The report considers that the restructuring should be private sector led, except where there is clear evidence of market failure, and highlights areas where public sector support will be required, estimating a public sector input of some £78 million.
10.38 The critical aspects of the current approved Structure Plan policies, therefore, relate to the satisfactory assessment of the impacts on other centres, and the linked restructuring of Motherwell and Wishaw. In relation to the linked restructuring, which is a significant and consistent requirement of both the Structure Plan and the proposed Alteration, I consider that the yellow book study provides a framework which will be incorporated into the local plan process as a basis to take this forward, as it provides an indication of the future roles to be played by the three complementary centres, and the actions and mechanisms necessary to achieve these. This restructuring also provides the means by which the significant retail impacts can be made acceptable, as the functions of the centres affected will be modified in a planned and supported manner.

10.39 However, the proposed Alteration to the Structure Plan is a material consideration and would, if approved by the Scottish Ministers, make a significant difference to the development plan position. In the first instance, the new needs assessment carried out in the preparation of the Alteration considers that additional comparison floorspace of about 30,000 square metres (net), plus local convenience needs, would be acceptable. In addition, by including Ravenscraig in Schedule 6(c)(iv) as an additional retailing opportunity it would provide a Development Plan context, subject to conditions, with which the application would be entirely consistent and so would not be a departure. The qualifications contained in the proposed alteration are matters that can be addressed by appropriate conditions and/or clauses in a planning agreement. It is therefore considered that, if the proposed Alteration to the Structure Plan is approved, the retail element of the application would accord with the terms of the Plan.

10.40 The critical requirements arising from the decision of the Structure Plan Joint Committee relate principally to the means by which the development can be controlled and the restructuring of Motherwell and Wishaw delivered. Consideration has been given to the need for clear, accurate and robust definitions of the main concepts, and the associated planning conditions and agreements. It is considered that appropriate conditions can be drafted to cover such matters as the proportion of sales area in retail units, the maximum size of the overall development, and the provision of leisure facilities of a suitable nature and scale. Such conditions would be applied both as planning conditions and as part of a planning agreement. In addition, as noted in paragraph 10.38 above, the yellow book study has considered the feasibility of the future restructuring, and it is intended that this be pursued through the Local Plan process and in partnership with Scottish Enterprise Lanarkshire and other agencies. The requirements of the Structure Plan and the Retail Impact Assessment can therefore be addressed by use of conditions and a planning agreement, limiting the total scale of retailing, ensuring a minimum level of experiential floorspace and the provision of other essential ingredients of the concept. In addition, separate action to promote the restructuring of the existing centres would be pursued through the local plan process by the Council.

10.41 The Southern Area Local Plan Finalised Draft (Modified 2001) Policy RTL IA, which is likely to be subject to modification should the proposed Alteration to the Structure Plan be approved, requires that any new retail centre at Ravenscraig should not have an adverse effect on the vitality and viability of other Lanarkshire town centres and that it should prove satisfactory when assessed against Policy RTL 4. That Policy sets out criteria to be used in the consideration of applications for retail development. An assessment using those criteria follows:

1) Whether the proposal could be supported by the appropriate catchment population. The proposal's nature and scale mean that the catchment involved is substantial, as noted in paragraph 10.11 above. It has been estimated by the applicants that 2.75 million people live within 1 hour’s drive of the site. In addition, the current ‘leakage’ of expenditure from within the local catchment areas to other centres (commented upon in paragraph 10.20 above) means that there is scope for local expenditure to be retained in the area.

2) The effect on the vitality and viability of existing shopping centres. The estimated impacts of the proposal on other centres have been noted and commented upon in earlier paragraphs. As previously indicated, the most substantial effects will be experienced in Motherwell and Wishaw, but measures (as discussed in paragraph 10.35 above) will be put into place to promote the restructuring of these centres, as required by the Structure Plan. The effects on centres such as Hamilton and East Kilbride, while substantial, include a large element of trade returning to the Motherwell/Wishaw area which is currently lost to the district. Those centres are also robust, major retail locations, with both having experienced significant investment in recent
years; the diversion of trade to Ravenscraig is therefore not likely to adversely affect their overall vitality and viability.

3) **The availability of suitable alternative sites in or around town centres.** The scale of the proposal is such that there is no realistic prospect of a site of a suitable size in or adjacent to any of the local town centres. While NPPG 8 suggests that applicants should consider sub-dividing large proposals in order that their scale might offer a better fit with existing development in the town centre, the nature of this proposal is such that it requires to have the 'critical mass' of a substantial, multi-functional development in order to fulfil the leisure-led destination concept. If the proposed Alteration to the Structure Plan is approved, Ravenscraig will be included as a 'town centre' in Schedule 1(a), and so this criterion will not apply.

4) **The extent to which proposals would be accessible by public transport and their effects on travel patterns by motor car.** The planning application includes a new rail station and specific facilities for bus services; it is also intended that a planning agreement will be entered into to ensure the provision of, and support for, such public transport services. In that respect, therefore, the proposals would be accessible by public transport. It is acknowledged that there would be a strong element of car-borne trade, as a result of the extensive catchment area of the proposed development, but in cases where facilities of a regional, or even national, scale are proposed I do not consider that this is inappropriate.

5) **The suitability and impact of the proposal on the character and amenity of adjoining properties and the surrounding environment.** The site is, at present, a cleared former steelworks, adjacent to a housing estate. The proposals, although only in outline, involve a very high quality development which will add to the character and amenity of the area. It is intended that there will be Area Development Briefs prepared for each development area within the site, in conjunction with the Council, to set appropriate standards of design and ensure that the site is developed in a good quality manner. The preparation of the Area Design Briefs would be a condition of the planning permission, if granted.

6) **Detailed design elements such as building height, materials, positioning, and access for pedestrians and disabled people.** The application is only in outline, but the indicative sketches provided show a distinctive modern design of high quality, with good accessibility. The detailed design stage will give the opportunity to ensure that the development is fully compliant with all appropriate aesthetic, accessibility and sustainability requirements. As noted above, it is intended that any permission would require the preparation of Area Design Briefs to provide a consistent development framework for the implementation of the project.

7) **The provisions made for vehicular access, parking, and the proposal's impact on pedestrian safety and traffic circulation.** The overall planning application has been the subject of a Transport Assessment to ensure that the impact on the road network is acceptable and that the proposals are appropriate in terms of transportation issues. A number of improvements to the local road network have been identified as necessary as a result of the proposed development, and it is intended to use suspensive planning conditions to require these to be carried out. At the detailed design stage there will be the opportunity to assess any issues relating to pedestrian safety and detailed traffic circulation.

10.42 It is therefore considered that the retail element of the proposal satisfies the criteria of Policy RTL 4 of the draft Local Plan.

10.43 Another material consideration is NPPG 8 'Town Centres and Retailing'. There are four principal elements of the NPPG that are of particular relevance to the retail element of the application, these being:-

- That the vitality and viability of existing town centres should be maintained and enhanced.
- That developments should lead to less dependence on access by car.
- That the 11 criteria set out in paragraph 45 of the NPPG should all be met where a proposed development is not consistent with the development plan.
- That given the scale of most town centres in Scotland, further new regional shopping centres would not be consistent with the NPPG, and permission should be refused unless all the considerations set out by paragraph 45 can be resolved satisfactorily.
10.44 The issue of the vitality and viability of other centres has been discussed in paragraphs 10.15-10.22 above. While there will be substantial impacts, the greatest of these are likely to be felt by Motherwell and Wishaw, for which a package of measures to enable these centres to restructure will be provided through the local plan process and with financial contributions from the applicants and others. The impacts on other centres are less, and to a large degree involve the ‘reclaiming’ of expenditure that currently comes from the Motherwell/Wishaw area; the nature, scale and robustness of the centres affected are such that the further impacts are not likely to affect their vitality and viability to a significant degree.

10.45 As previously noted, the proposal includes a new railway station located adjacent to the town centre, a bus interchange facility and dedicated bus routes into and through the site; as such, it takes steps to provide adequate public transport facilities for the development. Nevertheless, there is a substantial amount of car parking proposed, but the scale of the development and the extent of the catchment areas for the leisure and retail elements are such that they justify acceptance of significant levels of car-borne custom from further afield. I am therefore satisfied that the car-related element of the proposal is not contrary to the principles of sustainability or the desire to reduce dependence on the car. Further consideration of this aspect is contained in paragraph 10.101 below.

10.46 Compliance with the terms of paragraph 45 of the NPPG is a fundamental requirement where retail development is contrary to the development plan; the criteria and my comments on how the proposal meets them are noted below:-

a) **Satisfy the sequential approach.** It is highly unlikely that a site of the scale required for this development could be found within or adjacent to an existing town centre. It is relevant, also, to consider the fact that the proposal involves the creation of a new town centre, and that this would be formally recognised in the Structure Plan if the proposed Alteration is approved. Accordingly, the issue of the sequential approach would be satisfied inasmuch as there would be a fully recognised town centre being developed.

b) **Not adversely affect the development plan strategy in support of the town centre.** The Glasgow and the Clyde Valley Joint Structure Plan accepts the principle of a new town centre at Ravenscraig, linked to the restructuring of Motherwell and Wishaw. As noted in paragraphs 10.38 and 10.40, the yellow book report provides a framework for that restructuring, and will be taken forward through the local plan process, and the implementation of that project will be assisted by the proposed contribution of £2.49 million by the developers as part of the proposed planning agreement (see paragraph 10.119 below). As such, therefore, the proposals take account of the Structure Plan’s policy requirements in relation to Motherwell and Wishaw town centres.

c) **Be capable of co-existing with the town centre without undermining its vitality and viability.** The nature of the proposal is designed to attract customers from a wide catchment to a development containing retailers who would otherwise not be likely to locate in this part of Scotland; accordingly, its impact on the local centres should be more limited than if it were to be a more conventional retail development. While the applicants’ Retail Impact Assessment supports this position, the calculations carried out on behalf of the Council indicate that greater impacts would be likely. Nevertheless, the measures to be promoted to restructure Motherwell and Wishaw, which would experience the greatest impacts, will assist them in coping with the effects of the new town centre, and co-existing on a mutually beneficial basis with the Ravenscraig development. In addition, the nature and scale of the Ravenscraig development would be tightly controlled (by planning conditions and within a planning agreement) to ensure that its operation remained in the manner proposed and tested by the RIA.

d) **Tackle qualitative/quantitative deficiencies which cannot be met in or at the edge of the town centre.** The approved Structure Plan identifies a shortfall of 20,000 square metres of comparison shopping floorspace in the Motherwell/Bellshill catchment area, but the approval of the proposals to extend Motherwell town centre satisfy that need. The proposed Alteration to that Plan suggests that there is a requirement not just for additional floorspace to serve the new community, but also to serve a wider sub-region, and so the proposal would satisfy that deficiency. In qualitative terms, it has been recognised by the Structure Plan Joint Committee that the existing centres of Motherwell and Wishaw do not provide a high quality and range of services nor quality of environment, with neither centre serving the higher order needs of the communities in a way that would be expected for the scale of population in the area and their relative distance from the City Centre. The proposal would therefore address those deficiencies.
e) **Not run counter to the Government's integrated transport policy.** The proposed rail station and the facilities for bus transport are in accordance with the Government's integrated transport policy. The scale of the car parking has already been noted, but in terms of the nature of the catchment area and the proposed provision of public transport facilities I do not consider that the proposal runs counter to the Government's integrated transport policy.

f) **Be, or be able to be made, easily accessible by existing regular, frequent and convenient public transport services.** The site is centrally located within an established urban area, where there are numerous local and express bus services, and the proposal makes provision for dedicated bus routes and interchange facilities to link in to the development. In addition, the application includes the opening of a new rail station. As such, therefore, the development could be made accessible by good quality public transport services.

g) **Address the consequences to the road network of traffic resulting from the proposal.** A Transport Assessment has been carried out to identify the transport related impacts of the proposed development, and a number of improvements to the road network have been identified as being required as a result of the proposal. It is intended that these improvements can be delivered by means of a suspensive planning condition.

h) **Result in a high standard of design.** Although the application is in outline, the indicative details submitted show an innovative and interesting design concept.

i) **Not threaten or conflict with other important policy objectives.** The proposal involves the redevelopment of a very large brownfield site located within the urban area, and is identified in the Structure Plan as a Flagship Initiative. As noted in paragraph 10.73 below, however, a relatively small area of the land proposed for residential development, in the eastern part of the site, lies within the Green Belt on the emerging Local Plan. The scale of that area is limited in relation to the overall development, and is not significant. Therefore, although there is a limited impact of the overall application on the Green Belt, this is of a relatively minor nature, and is not otherwise connected to the retail element of the application.

j) **Not adversely affect local amenity.** The application site is a former steelworks site, now cleared. The proposed town centre is a considerable distance from any existing properties, and its design and layout will take into account proposed uses in its immediate vicinity. There is therefore no adverse impact on local amenity.

k) **Not lead to other significant environmental effects.** The Environmental Impact Assessment carried out did not identify any major impacts, other than the high degree of visibility which the centre (and particularly the ski-dome) would enjoy; this is considered to be acceptable.

10.47 NPPG 8's stance on new Regional Shopping Centres is set out in paragraph 55 of that document, in which it discusses the substantial impacts on town centres of such developments, and concludes "Given the scale of the majority of town centres in Scotland, the development of further new regional shopping centres in Scotland would not be consistent with this Guideline, and planning permission should be refused unless all the considerations set out in paragraph 45 can be resolved satisfactorily".

10.48 There are a number of points to take into account in this regard.

The NPPG definition of 'Regional shopping centres' is "Out-of-town centres generally of 50,000 square metres gross retail area and larger; typically enclosing a wide range of clothing and other comparison goods"; the definition of 'Out-of-town' is "An out-of-centre development on a green field site, or on land not clearly within the current urban boundary". While the proposal exceeds 50,000 square metres, the site is not 'green field' or outwith the urban boundary, and so it is not an 'out-of-town' location as defined in the NPPG. It also would operate as a town centre, with the range of uses, services and activities recognised as being essential to the distinctive functions of town centres as opposed to major out-of-town retail developments.

The proposed Alteration to the Structure Plan, if approved, would also have the effect of giving Ravenscraig a formal 'Town Centre' designation; in those circumstances, therefore, the retail element of the proposal would clearly accord with national policy in relation to the location of major retail developments.

As noted in paragraph 10.46 above, the considerations listed in paragraph 45 of NPPG 8 can be resolved satisfactorily if the proposed Alteration to the Structure Plan is approved by the Scottish Ministers. It is therefore considered that, should the Alteration be approved as part of the Plan, the
NPPG's position on Regional Shopping Centres would not apply to this proposal, on the basis that the proposal would itself form a town centre and, in any case, would be satisfactorily assessed against the paragraph 45 criteria.

10.49 Having reviewed the proposed retail development at Ravenscraig in the light of the relevant aspects of NPPG 8, as outlined in paragraphs 10.43-10.48 above, it is concluded that it would be in accordance with the policies and guidance set out in the NPPG, under the terms of the proposed Alteration to the Structure Plan.

10.50 Those objections received in terms of the retail element of the application must also be considered in the assessment of the application, where they are valid. Dealing firstly with the objections received from outlets trading in Motherwell town centre (summarised in paragraphs 7.6-7.8 above), the points made related to the proposal not complying with established planning policy, its detrimental impact on other centres and its potential blighting effect on proposals to refurbish and expand Motherwell town centre. I have previously commented (paragraphs 10.33-10.48) on the assessment of the proposals against the relevant retail policy considerations, concluding in each case that there is no major conflict in policy terms, provided the Alteration to the Structure Plan is approved by the Scottish Ministers. The objectors also raise issues of transportation and sustainability policy, which are discussed in detail in sections h) and i) below, in addition to the comments noted in paragraphs 10.43, 10.45 and 10.46 above. While the proposal does involve a large degree of car-borne trade, it also makes provision for new and improved public transport facilities, and so accords with general transportation and sustainability policies. I therefore consider that, subject to the Alteration to the Structure Plan being approved, the objection relating to policy conflicts cannot be substantiated.

10.51 The Motherwell traders' comment on the detrimental effect on Motherwell and other centres is a valid consideration, and one which has some basis in fact, given the results of the retail assessments carried out by the Council's consultant. However, as noted in paragraphs 10.37 and 10.38 above, it has been proposed by a number of studies, and the Structure Plan, that the future roles of Motherwell and Wishaw town centres require to be reassessed and the centres restructured to cope with changing circumstances. If it is considered that the benefits of a major new retail development at Ravenscraig outweigh the disbenefits (in particular, the impacts on other centres), there would have to be a planned process of change in the existing centres, and the yellow book study provides a framework to plan and implement restructuring proposals for Motherwell and Wishaw; this will require further consideration by the Council through the local plan process, to determine the detailed implications of the proposed restructuring. As noted elsewhere in this report, it is anticipated that there will be a form of Partnership created to take the restructuring forward. In addition, the applicants have expressed their willingness to make a financial contribution towards the action programme (see section I below). This is a reasonable response to manage the effects of the proposed development, and is in accordance with the requirements of the Structure Plan. Therefore, while the impacts on the two local centres of the proposed retail development will be significant, their roles can be adapted as part of a process of managed change, and the overall effect need not be detrimental.

10.52 The opinion of the local traders, that the retail element at Ravenscraig could affect the implementation of the proposed extension and refurbishment of Motherwell town centre should be considered in the light of the decision of the Structure Plan Joint Committee to seek approval for the proposed Alteration to the Plan. The report of the Structure Plan Manager to the Joint Committee. That report recognised that the previously identified shortfall of retail floorspace would be met by the recent consent at Motherwell, but also considered that there was potential for about 30,000 square metres net additional floorspace.

10.53 The other Motherwell trader who objected (paragraph 7.7) made broadly similar points to those commented on above. In relation to the suggestion that the existing centres should be improved, it should be noted that there are on-going initiatives throughout North Lanarkshire's town centres, and that the Lanarkshire Town Centres Study made proposals to assist the economic and physical health of the centres. The reference to the particular impact on independent traders in local towns, because new large developments are generally leased to large multiple retailers, is not a material consideration.

10.54 The objections of the various retail property interests are summarised in paragraphs 7.9 – 7.23. A number of the points made by the different objectors are broadly similar, and in the interests of conciseness I have grouped them under the following headings:-
Contrary to NPPG 8
Contrary to Strathclyde Structure Plan
Premature in advance of emerging development plan
Dissatisfaction with RIA and TA
Detrimental impact on existing centres, and other consented developments
Scale of development inappropriate and unnecessary
The nature of the proposed development could change, with it becoming a more conventional centre

10.55 The assessment of the retail element of the proposal against the relevant elements of NPPG 8 is contained in paragraphs 10.42 - 10.48, where it is considered that the proposal would accord with national guidance, on the basis of the Structure Plan being altered as proposed. While it is accepted that the objectors consider the proposal to breach the NPPG's guidance, the unique nature of the development and the additional safeguards that can be built into a consent and legal agreements mean that the principles set out in NPPG 8 can be satisfied. The ability of the planning authority to control the scale and nature of the retail element proposed, and to promote the effective restructuring of the two existing centres, will require both the use of negative controls and positive forward planning. Controls can be achieved through appropriate planning conditions and restrictions in a section 75 agreement, and it is considered that a suitable partnership mechanism can be developed (with financial inputs from a variety of sources, including the Ravenscraig developers).

10.56 References to the Strathclyde Structure Plan, which was the approved structure plan when the application was submitted, are no longer relevant as that plan has since been replaced by the Glasgow and the Clyde Valley Joint Structure Plan.

10.57 When the application was submitted there were two emerging plans, the draft structure plan (since approved and now in force) and the Finalised Draft Southern Area Local Plan. Some objectors have suggested that the application is premature in advance of these plans, but I am of the opinion that the draft local plan is a sufficiently robust document to give adequate policy guidance in relation to the proposed development. In particular, given the poor coverage of up-to-date local plans, the draft plan provides a recent statement of policy, and has been accepted in appeals as a material consideration.

10.58 A number of points were made in relation to the methodology and assumptions used in the applicants' Retail Impact Assessment. The Council's Retail Consultant also raised a number of questions on that matter (see paragraphs 10.12 - 10.14 above) and tested the impacts of the proposal for a range of scenarios using different methods and assumptions. The work carried out by the Council's consultant is broadly in accordance with the points made by the objectors, and I am satisfied that the issues raised in the objections have been satisfactorily covered in the Council's assessment of the proposal. There was a point raised about an apparent discrepancy between the RIA and the TA, in terms of retail trade drawn from East Kilbride not matching the predicted traffic flows, but that can be explained by the fact that much of the trade drawn to Ravenscraig would be expenditure that currently 'leaks' from North Lanarkshire to other centres, and so 'recovery' of that expenditure would not involve new traffic movements from East Kilbride, but fewer journeys to there.

10.59 The estimated impacts on other centres are outlined in paragraphs 10.15-10.22 and Table 1 above. It can be seen that the greatest effects would be felt by Motherwell and Wishaw, with impacts on other centres outwith North Lanarkshire involving a large element of lost trade being 'recaptured'. I, therefore, do not agree that the impacts on Hamilton and East Kilbride are likely to be of a scale that would adversely affect the vitality and viability of those centres. The situation with Motherwell and Wishaw is different, but if the wider benefits of the Ravenscraig proposals are accepted, the particular impacts on these centres can be mitigated by a planned review of their roles and a consequential physical and functional restructuring.

10.60 Some objectors commented that the scale of the proposed retail development was unnecessary and inappropriate, suggesting that a smaller development, to meet purely local needs, would suffice. This, however, does not recognise that the proposed Alteration to the structure plan and the emerging local plan both accept a substantial retail element at Ravenscraig, subject to the estimated impacts being
acceptable. The applicants’ view that a development of this scale is required to help offset the high cost of remediating the site has also been challenged, with the example of Granton Gas Works in Edinburgh being quoted to support the view that major retail development is unnecessary as the scale of the decontamination works already carried out has been substantial, but there remains a major exercise to be completed to enable development to proceed, in addition to other major infrastructure works (both on and off site). It is not possible to make direct comparisons between two sites which have both been contaminated but are of differing natures and scales.

10.61 The issue of the nature of the retail development changing over time and becoming a conventional shopping centre is a valid consideration, since the applicants’ claims of less impact are based on the unique nature of the proposal. Current planning legislation does not recognise any distinction between conventional retail uses and the ‘experiential’ retail concept intended to occupy much of the proposed development, and without specifically imposed restrictions it would possible for the centre to operate as a traditional retail centre. However, if permission were to be granted it would be my intention to use both planning conditions and the planning agreement to define the types of retailing and to require that a minimum proportion of the floorspace (18,400 square metres) is maintained as ‘experiential’ shopping. As the impact calculations carried out on behalf of the Council assumed that the ‘experiential’ units would have only 50% of their floorspace as sales area, on the basis that this specialist form of trading is less intensive and contains other types of activity, that is the restriction that will be applied to define that type of retailing. That would not necessarily prevent the developers seeking relaxations of such restrictions in the future, and the proposed planning agreement contains provisions for review of this restriction (initially after 5 years, then at three year intervals), with an end date for the restriction of 15 years from the date of the agreement. All such requests would be subject to new Retail Impact Assessments, to establish what further impacts they would have on other centres. It is also intended that a net floorspace limit be applied to the comparison retail floorspace, at a level of 32,275 square metres, to apply both the assumed level used in the RIA and to satisfy the proposed Alteration to the Structure Plan. I am therefore satisfied that the nature of the operation can be controlled to ensure that it functions as proposed.

10.62 Most of the points of objection raised by the local authorities who made representations (paragraphs 6.17-6.20 above) have been covered in my comments on other objections, as there were common areas of interest among them. The concerns of South Lanarkshire and Glasgow Councils over the potential impacts on town centres in their areas can be addressed by consideration of the impacts estimated by the Council’s retail consultant, summarised in the table at paragraph 10.22. That shows, in the minimum experiential format, impacts of 8-9% on Hamilton, 4% East Kilbride, 2% Parkhead Forge and 1% Glasgow City Centre. Falkirk Council considered that the proposals breached the terms of NPPG 8, which I have covered in paragraphs 10.42-10.48 above. Falkirk Council also suggested that any consent should require the public transport elements to be in place before the retail or leisure, and that the town centre be phased; the public transport aspect can be covered by conditions and in the planning agreement, but as the town centre is expected to be a single development it would not be practical to phase its construction in the manner suggested.

10.63 In conclusion, therefore, in relation to the Retail component of the application, it constitutes a departure from the approved Structure Plan; there is no quantitative deficiency for retail floorspace of the scale proposed identified in that Plan that would justify approval, without significant material considerations suggesting otherwise, and the site is not identified in the relevant Schedule as a Town Centre. There are qualitative benefits to be gained from the proposal, in that there are recognised deficiencies in that respect in the area, and there are other social and economic benefits that such a development would bring; those considerations could be taken into account. However, the proposed Alteration to the Structure Plan is also a material consideration. That not only recognises the Ravenscraig location as a ‘Town Centre’ in Schedule 1(a), it identifies a need for about 30,000 square metres net of comparison floorspace to create a new sub-regional town centre (plus convenience provision for the new community). As such the proposal would not be a departure from the Structure Plan, if altered as proposed. It must be recognised that the proposed alteration requires to be approved by the Scottish Ministers, but if the Council was minded to grant permission on the basis of that consideration, the issuing of the consent could be delayed until the Scottish Ministers’ decision on the Alteration had been made. In the event of the Ministers not approving the Alteration, the application would be reconsidered by the Council.

10.64 The commercial leisure facilities proposed are to be located within the new town centre, recognising that part of the development as the commercial focus of the site and taking account of the ‘Destination Leisure’ role in widening the catchment area for the town centre; as such, they are
appropriately located and their development in the first phase acknowledges the integration of the leisure and retail aspects. The proposed Recreational Facilities and Sports Pitches are centrally located within the Ravenscraig site, making them accessible to various parts of the development.

d) Industrial/Business Development

10.65 The application proposes some 216,000 square metres of business, industrial and warehousing floorspace on over 70 hectares of land, located primarily in the western and south-western parts of the site.

10.66 The Glasgow and the Clyde Valley Joint Structure Plan includes “providing and safeguarding local employment opportunities” as an action point in Strategic Policy 6 ‘Quality of Life and Health of Local Communities’. It is therefore considered that the provision such a scale and range of industrial and business opportunities accords with the Structure Plan.

10.67 The Southern Area Local Plan Finalised Draft (Modified 2001) specifically supports the redevelopment of the Ravenscraig site in Policy IND 6 ‘Ravenscraig Regeneration’. More generally, Policy IND 1 ‘Industrial and Business Land Supply’ seeks to maintain a 10 year supply of such land, promoting where possible the re-use of vacant and derelict urban land. The current application therefore is in accord with the emerging Local Plan in terms of the industrial and business elements of the proposal.

10.68 The general principles contained in SPP 2 ‘Economic Development’ include providing a range of development opportunities, securing new development in sustainable locations, safeguarding and enhancing the environment, and promoting a dialogue between councils and business. As this application provides for a range of different types of business and industrial premises, on a derelict brownfield site, with associated public transport facilities, I consider that it satisfies the general principles outlined in SPP 2.

10.69 The location of the various business areas proposed is appropriate in relation to their natures, with developments such as the business quarters being located near the town centre, while the more ‘industrial’ Campus Employment site is located in the western part of the site, adjacent to the existing Dalzell Steel Works. In order to ensure that the business and industrial land is provided at an early stage in the development, because of the importance it will have for the local economy, it is intended that the section 75 agreement will require a certain amount of the employment land to be prepared and serviced for use by the time a specified number of houses have been completed.

e) Housing

10.70 The application includes proposals for 3,500 residential units, on a number of locations throughout the site. These developments would have a variety of house types and densities, from studio flats in the town centre to large detached houses in the more peripheral areas; the proposals also include a range of tenures and houses built to ‘varying needs’ standards, suitable for residents with mobility restrictions. Most of the proposed housing would be developed on brownfield land, although a limited number would be built on land which, although within the steel works boundary, was never built upon and currently lies within a Green Belt designation on the emerging Local Plan.

10.71 The Glasgow and the Clyde Valley Joint Structure Plan includes “providing housing opportunities to meet the requirement for a continuing 5-year owner occupied land supply, the need to provide for choice in terms of size and type of housing in each housing market area, and the needs for social rented housing...” as an action point in Strategic Policy 6 ‘Quality of Life and Health of Local Communities’. The proposal for 3,500 houses of varying types, sizes and tenures over a 20 year period will make a significant contribution to the housing land supply, and so the housing element of the application accords with the Structure Plan.

10.72 The Housing Policies of the Southern Area Local Plan Finalised Draft (Modified 2001) seek to direct new residential development to brownfield sites (Policy HSG 1 ‘Housing Strategy’) and to facilitate the development of such sites for housing (Policy HSG 3 ‘Brownfield Housing Development’). In addition, Ravenscraig is included in Schedule HSG 2 ‘Private Housing Development Opportunities’, while Policy HSG 5 ‘Housing for Rent, Shared Ownership and
Special Needs' supports the involvement of Housing Associations and Co-operatives in providing a range of housing opportunities. It is therefore considered that the housing element of the application fulfils the requirements of these policies.

10.73 With regard to the area of Green Belt affected, Policy HSG 12 'Housing in the Green Belt and Countryside' is relevant, and contains a number of criteria to be applied in assessing such proposals. Strict application of this policy requires "proven operational need", which in this case would not be possible; however, given the relatively limited incursion into non-brownfield land, and the conditional acceptance of Scottish Natural Heritage to development in this area (see paragraph 10.76 below) I do not consider that the limited impact of the development on this part of the Green Belt is significant.

10.74 Among the principles highlighted in SPP 3 'Planning for Housing' are choice and diversity of housing, while it also reaffirms the preference for the reuse of urban land. The SPP states that co-ordination of housing land with improvements in infrastructure is a key consideration, and stresses the need to ensure that all sections of the community have good access to jobs and services. Given the nature and scale of the proposal, it is considered that it will assist towards the improved choice and diversity of housing sought by the SPP, and that it reuses urban land in an appropriate manner. The issues of infrastructure, and the creation of a sustainable settlement have also been addressed satisfactorily, with proposals either within the application or as part of planning agreement (see Section I) below relating to such matters. The housing elements of the application therefore are in accord with SPP 3.

10.75 Scottish Homes (now Communities Scotland) made a number of observations on the application (see paragraph 6.14 above), generally supportive and making comments on preferred forms of development which can be achieved at the detailed design stage. However, they did suggest that there was no evidence of demand for high density development of town houses or flats. This form of development is proposed within and adjacent to the town centre, and will have the benefits of providing a further range of housing for prospective residents, and would be an appropriate style of town centre housing; it is therefore considered that Scottish Homes' comments on this aspect, while relevant, need not require any action in terms of this application.

10.76 Scottish Natural Heritage raised some concerns regarding two particular areas of proposed housing development, at 'Meadowhead' and 'South Calder' (see paragraph 6.12 above). Following detailed discussions involving the applicants and SNH, agreement has been reached regarding a revised boundary in the eastern part of the site, which removes some of the proposed housing from environmentally sensitive areas involving the Meadowhead area. There was also discussion regarding the possibility of relocating housing from the Todhole Burn part of the 'South Calder' area because of its higher than average flood risk, the environmental sensitivity (including the existence of otters, a European Protected Species) and its access difficulties; however, no agreement was reached with the applicants, and it is considered that it is therefore appropriate to deal with this issue by means of a condition to omit this area from residential use.

10.77 In general, the housing proposals are well-considered and appropriately phased within the overall development. They will, of course, require a range of supporting infrastructure and facilities, including schools. Primary schools have been included within the overall development and their provision at the appropriate phase will be included within the planning agreement which will accompany any consent, as will upgraded facilities to two existing secondary school which serve the site; details of the intended elements of the agreement are contained in Section I) below.

f) Community Facilities

10.78 The planning application contains various elements relating to the provision of Community Facilities within the development, including two new primary schools. Discussions have taken place with representatives of bodies involved in the provision and operation of such facilities (including the Education and Community services Departments of the Council, and Lanarkshire Health Board) to establish their requirements, and these can be incorporated as conditions or elements of a planning agreement.
10.79 The Glasgow and the Clyde Valley Joint Structure Plan has no specific policy requirement in this regard, although the text relating to 'Quality of Life and Health of Local Communities' refers to a need to provide a more equitable distribution of access to social and cultural facilities.

10.80 The Southern Area Local Plan Finalised Draft (Modified 2001) identifies Ravenscraig as a location for the provision of new community facilities “associated with the development” in Schedule CS 1 ‘Opportunities for Community Facilities’. The proposal therefore complies with the relevant policy of the emerging Local Plan.

10.81 Central Government guidance and policies relating to such matters are contained in various publications rather than in one specifically on the subject of ‘Community Facilities’. SPP 1 ‘The Planning System’ identifies accessibility to community facilities as a priority in new developments, while SPP 3 ‘Planning for Housing’ identifies education investment as an infrastructure consideration. The proposal is therefore considered to have addressed the principles noted in Central Government guidance relating to community facilities.

10.82 In terms of specific requirements identified, those of the Education Department are the most fundamental. That Department has identified the need for two new campus primary schools, and work required to two existing secondary schools as a result of the development. The applicants have included the provision of two primary schools as part of the application, and this would be included in a planning agreement; the issue of improvements to existing secondary schools has been put to the applicants, and they are prepared to make a financial contribution to pay for these works at the appropriate time.

10.83 Other community facilities are noted in the application, but while it is clear that provision will have to be made for facilities such as community centres, libraries and health facilities, it became apparent during discussions with the relevant bodies that their requirements may be capable of being satisfied through shared facilities; accordingly, in recognition of the need for such services but acknowledging the uncertainty regarding the best means of ensuring their provision, it is considered that this can be addressed by the use of planning conditions.

g) Open Space

10.84 The application includes a total of some 158 hectares of open space, ranging from formal sports pitches to a Community Nature Park, with additional formal urban parks/open spaces within and around the town centre. A Landscape Strategy was contained within the Master Plan document, setting out the generality of their proposals in respect of Road Corridors, Urban Spaces, the Town Centre, High Use Amenity Parkland, Greenways (‘green fingers of planting into the development’), The Green Link (a new woodland link from the west to the east of the site), the Community Nature park, Green Spaces at the boundaries of the site, and within the business areas. In addition, a set of Landscape Guidelines provided detail of how the strategy would be developed.

10.85 The Glasgow and the Clyde Valley Joint Structure Plan includes “the provision of open space and facilities for Sport and Recreation” as an action point in Strategic Policy 6 ‘Quality of Life and Health of Local Communities’. The proposals include a range of open space facilities, formal and informal, active and passive, and as such it is considered that the application meets this aspect of the Structure Plan.

10.86 The Southern Area Local Plan Finalised Draft (Modified 2001) identifies Ravenscraig in Schedule L2 ‘Leisure Development Opportunities’ for “Mixed Leisure Use”, while the Policy L2 ‘Leisure Development’ seeks “to encourage and support the provision of a suitable quality and range of leisure development in the Plan area”. The emerging Local Plan also includes “provision of...open space and play areas...” amongst the criteria contained in Policy HSG 10 ‘Assessing Applications for Housing Development’. In terms of nature and scale of the open space provision, therefore, the application accords with the emerging Local Plan.

10.87 The emerging Local Plan also considers the Nature Conservation aspects of development, principally through Policy ENV ‘14 ‘Nature Conservation Sites’. This policy seeks to resist development which would significantly affect a Site of Importance for Nature Conservation (SINC); there are SINCs within the application site but, as noted in paragraph 10.74, adequate protection of one sensitive area can be achieved by means of a condition amending the development boundary, and another area by
deleting the proposed housing. **Policy ENV 13 'Biodiversity'** is also relevant, as it seeks to protect vulnerable habitats and species by requiring development to take account of the needs of wildlife. As noted in paragraph 10.91 below, specific requirements noted by SNH can be incorporated as conditions, and so in terms of nature conservation it is considered that the proposals accord with the emerging Local Plan.

10.88 **SPP 3 'Planning for Housing'** suggests that developers should consider landscape as a part of the design and layout from the outset of the development process, and that where land is allocated for future residential use advance structural planting should be considered in order to establish a landscape framework for the development. The application makes extensive provision within the overall site for new and enhanced open spaces, with structure planting included from Phase 1, and so the proposals are in keeping with the requirements of SPP 3 in relation to landscape and open space.

10.89 **NPPG 14 'Natural Heritage'** states that planning authorities should have full regard to natural heritage considerations in determining applications; the presence of a protected species or habitat is a material consideration, and where adverse impacts cannot be avoided they should be minimised or mitigated. The site contains a number of protected species, in addition to Sites of Importance for Nature Conservation, and the proposals generally address such matters appropriately. Some amendments to development boundaries have been agreed by the applicants following concern by SNH and a housing site, identified as being of interest, will be deleted by condition (see paragraph 10.76 above). In addition, as noted in paragraph 10.91 below, measures to ensure appropriate treatment of sensitive species or habitats will be put in place. It is therefore considered that the application generally takes account of NPPG 14.

10.90 Detailed discussions took place with the Community Services Department, arising from which was an identified shortfall of some 12 hectares of playing fields, based on the NPFA standards noted in paragraph 6.24 above; these standards relate to the expected population of the area, estimated at some 10,000. However, there are existing Council-owned playing fields at various locations in the vicinity of Ravenscraig that could be upgraded to allow for a more intensive use, and the applicants have agreed to contribute towards the costs of such works; details of these improvements are contained in section h) below. It is therefore considered that the proposed improvements to off-site facilities can compensate for the shortfall in playing field provision within the application site.

10.91 Scottish Natural Heritage, in addition to commenting on the specific impact of two housing sites on SINC's, also identified a number of matters relating to conservation issues that they would wish to be the subject on Management Plans to be submitted for approval; these requirements have been incorporated as planning conditions. SNH also sought the appointment of an Ecological Clerk of Works, to co-ordinate and supervise the works involving nature conservation, and this will be an element of the proposed planning agreements associated with the application.

10.92 The Scottish Executive’s Interim Guidance on ‘European Protected Species, Development Sites and the Planning System’ requires consideration to be given to take into account the terms of the EC's Habitats Directive. In the case of Ravenscraig, there are two European Protected Species known to be within the site, Great Crested Newts and Otters. Of these, licensing arrangements for the translocation of the newts have already been resolved, and the newts have been moved to the newly created habitats. Otters are found in the South Calder Residential Area, to which Scottish Natural Heritage objected. As noted in paragraph 10.76 above, it is proposed that this area be deleted from the development area by means of a condition, and so the provisions of the Directive have been taken into account. There may be some bats within the woodland area, but the proposed development is not considered to impact adversely on them.

**h) Transportation**

10.93 The application includes many elements relating to transportation, and was accompanied by a Transport Assessment. The main transportation elements of the proposal are new road connections to the site, a new railway station, a bus interchange, dedicated bus-only routes within the development and the employment of a Travel Co-ordinator. Consultants acting for the Council reviewed the Transport Assessment submitted with the application, and some additional work was carried out to provide a full picture of how the road network might be affected and how the public...
transport aims of the application could be achieved. In particular, the most significant comments from the Council's consultants related to:-

- The need for additional works at specific junctions to enable the local road system to cope with traffic arising from the development (in addition to the works identified by the applicants themselves).
- The level of car parking proposed for the town centre and related developments.
- The possible difficulties in achieving the delivery of the proposed rail station, and the consequential need to prepare alternative public transport initiatives should the station not be a practical proposition.
- The need for the preparation of a multi-modal model to advise future consideration of the transportation impacts of the different detailed elements of the development, at the appropriate times.

Extensive discussions took place with the applicants in respect of the audit of their Transport Assessment, and how their proposals require to be addressed from a transportation aspect, and the following matters were agreed:-

- The various roadworks, external to the site, required as a result of the proposal will be identified by means of 'suspensive' planning conditions, meaning that the works will require to be carried out before other critical aspects of the development can proceed.
- The appointment of a Travel Co-ordinator, to provide an on-going transport co-ordination function throughout the development, will be part of a section 75 planning agreement, as will the provision of an appropriate multi-modal forecasting capability to be used in that respect.
- The provision of a public transport strategy will be required by a suspensive condition, before work commences on the development.
- The provision of a railway station will be required both by condition and as part of a section 75 agreement, with alternative provision to be made in the event of the station being delayed or not delivered.
- Financial support for local bus services in the early years of the development will be agreed by the applicant as part of a section 75 agreement.

10.94 The Glasgow and the Clyde Valley Structure Plan, in the text accompanying Joint Policy Commitment 1 'Metropolitan Flagship Initiatives', looks for the Ravenscraig development to improve “transport links to open up the area which will benefit a wider area”. The Structure Plan also includes a new rail station at Ravenscraig in Schedule 4(iii) of Strategic Policy 4 'Strategic Transport Network Development Proposals'. The planning application seeks to make the site accessible by providing the rail station, creating new bus-only links into and within the site, and improving road access; the applicants have acknowledged that there may require to be alternative public transport arrangements made if the rail station is delayed or not able to be provided, and have indicated that they will support local bus services linking to Motherwell Station, should that be necessary. I therefore consider that the transportation requirements of the Structure Plan have been satisfied. The Structure Plan also, in Strategic Policy 3 'Strategic Management of Travel demands', notes the need for appropriate maximum parking standards. The applicants have applied for a substantial number of parking spaces, but detailed consideration of their proposal shows that, in the main, they meet the standards set out by the Scottish Executive in the Addendum to NPPG 17 (see paragraph 10.97 below), and so I am satisfied that the aims of Strategic Policy 3 in relation to car parking have also been satisfied. In addition, the Structure Plan Manager's report to the Joint Committee considered that the application was supportive of the Plan's Transport Priorities.

10.95 The Southern Area Local Plan Finalised Draft (Modified 2001) has the provision of a new rail station in Policy TR 3 'Rail Services and Infrastructure', while the upgrading of the Chapelhall Interchange on the A8 and other road improvements a required are required by Policies TR5 'Development of Strategic Roads' and TR 6 'Ravenscraig Access Improvements'. As the application contains provision for the rail station, and the applicants have also submitted separate applications relating to off-site road improvements, I consider that the transportation proposals are in accordance with the requirements of the Draft Local Plan.
NPPG 17 'Transport and Planning' seeks to discourage reliance on the private car and to promote development locations that are accessible by a range of transport types. It advocates the use of maximum parking standards, and an addendum to the NPPG (SPP 17) sets out National Maximum Car Parking Standards for seven significant travel generating land uses, and any development proposing parking levels above the thresholds must be referred to the Scottish Ministers. The SPP recognises that prospective developers may, for specific developments, seek exemptions from the maximum standards, and that the case for such exemptions should be made in a Transport Assessment.

In the case of this development, the proposal involves a significant level of car parking, including 10,000 spaces to serve the town centre plus further parking associated with the various industrial and business areas. Detailed discussions were held with the applicants regarding the requirement for such levels of car parking and their relationship with the maximum standards set out in the Government's policy documents. The applicants' consultants have demonstrated that, for the majority of the elements of the development to which the maximum standards apply, the proposed provision is in accord with the standard. The proposed parking for the major retail development, however, is 25% above the National Standard, but the applicants have sought to justify this by noting that the unique nature of the retail/leisure use will increase the duration of parking by an assumed 30 minutes, thereby requiring 25% more peak capacity. In addition, they have applied the higher of the two standards relating to Conference Facilities and Sports Stadia, on the basis that the facility proposed is likely to be multi purpose. The overall level of car parking within the development can be controlled by condition, and while I am satisfied that the applicants have made a case for the maximum standards to be exceeded in certain respects, it would be my intention to ensure that the provision of the parking related to the provision of the relevant associated facilities. I therefore consider that the issue of car parking, in relation to Government Policy, has been addressed in a satisfactory manner and a case made for an exemption to the maximum standard.

The development proposals make provision for walking and cycling, and contain a number of public transport elements and initiatives. Of the two 'bus only' routes into the site, however, it is considered that the Wilson Street proposal, on the western edge of the site, is inappropriate given the residential nature of that street, and so it is intended that this element of the application be deleted by use of a condition. In addition, agreement has been reached with the applicants regarding matters such as the provision of the railway station and a rail service, an alternative 'contingency plan' in the event of the rail service not being able to commence at the required time, and support for local bus services in the early years of the development. The main leisure and retail uses will not be permitted to operate until satisfactory public transport facilities and services are in place; such matters will be required through the section 75 planning agreement and by the use of planning conditions. Similarly, the agreement and planning conditions will require the submission of an overall Green Travel Plan for the site, and individual Green Travel Plans for particular developments. I therefore consider that the principles of NPPG 17, in respect of ensuring access by a range of transport types and promoting sustainable transport solutions, have been met.

The North Lanarkshire Transport Strategy, 'Delivering in Partnership', sought improvements for the Motherwell – Ravenscraig – Wishaw corridor, and to ensure that proposals to accommodate Ravenscraig's travel demand incorporated sustainable, integrated solutions. In addition it aimed to limit parking provision for new non-residential developments to a maximum level. As the application provides for these matters, it is considered to accord with the Council's local transport strategy.

The principle concerns expressed by any consultee over the transport element of the application were raised by Strathclyde Passenger Transport, who commented on the level of parking provision and the difficulties of achieving the proposed public transport proposals. The issue of parking has been discussed in paragraph 10.97 above. Regarding public transport, it is recognised that there can be difficulties in delivering appropriate facilities and services, particularly in respect of rail transport. However, restrictions can be applied, through both planning conditions and the proposed planning agreement, to prevent any of the major traffic generators operating until the necessary facilities and services are in place. The applicants have also agreed to subsidise bus services in the early years of the development, when the demand may be low, and to provide an alternative link between the site and Motherwell Station in the event of a delay in the rail service being established. I am therefore satisfied that all reasonable means of ensuring that the public transport elements of the proposal are delivered.
10.101 South Lanarkshire Council’s comments on the proposal indicated that it wished to reserve its position in relation to transportation impact until a Transport Assessment addressed the issue of the effect of the proposed development on the approaches to Hamilton from Motherwell. This matter has been discussed with the applicants, but that particular junction lies outwith the scope of the Transport Assessment that had been agreed between the applicants and the Council. It is accepted that the junction in question has some existing capacity problems, but it is not considered appropriate to require the Ravenscraig applicants to address the issues affecting that part of the road network. The scope of any Transport Assessment must have some boundaries, and my principal concern is that traffic movements within the North Lanarkshire network are not adversely affected. I am therefore satisfied that the original scope of the TA was sufficient.

10.102 A number of local residents made representations on matters related to transportation, as noted in paragraphs 7.2-7.4 above. Two residents of Dellburn Street, Motherwell commented that the proposed development would increase traffic flows making access and egress more difficult for them. The objectors are correct that there can be right-turning difficulties at Dellburn Street/Windmillhill Street, and in general terms, there will be a greater number of vehicles using the road network. However, the proposed arrangements for road access to Ravenscraig from Motherwell are unlikely to cause a substantial increase in traffic at that point, as the main dual carriageway link will be at Airbles Road and it would be expected that most road traffic to Ravenscraig will use that principal route.

10.103 Two representations were received from residents of flats at Carfin, seeking provision of a rear access to their property. This matter has previously been considered by the Planning and Environment Committee in July 2001, when it was agreed to look at the possibility of the Ravenscraig proposals providing a solution. This is not a matter that can be determined at this outline stage, but there may be scope to consider an arrangement at the detailed planning stage.

10.104 One resident of Craigneuk expressed concern at not being able to park his car on the road because of increased traffic. The objector’s house is situated on a busy distributor road between Motherwell and Wishaw and, as noted above, increased traffic levels are expected. It is not possible to say whether this will give rise to the need for waiting or parking restrictions, but I do not consider that this is a significant consideration in determining this application.

10.105 I therefore do not consider that the issues raised by the local residents in relation to traffic matters have a significant bearing on this application.

i) Sustainability

10.106 Sustainable Development is one of the central principles of the Scottish Executive’s planning policy, and influences consideration of a wide range of issues relating to the proposed development of Ravenscraig. Such issues have been considered and discussed throughout this report, but in summary the principal considerations have been:-

- The application involves the re-use, and decontamination, of a large area of derelict, brownfield land.
- The proposals involve a wide range of developments, encompassing residential, employment, shopping, business, services, community and leisure uses.
- The site is located at the heart of a heavily populated urban area, thereby enabling existing residents to access the jobs and services to be provided.
- Provision is being made for extensive and varied transport modes, including cycling and walking.
- The existing natural heritage aspects of the site have been recognised, and provision will be made for their retention and enhancement.

10.107 In a development of this scale and variety, there are likely to be particular elements that do not coincide with policy as well as others. In this case, the one significant element of that type is the need for substantial provision for the private car. The circumstances surrounding this aspect have been discussed elsewhere in this report, and they relate primarily to the extensive catchment area that the retail and leisure facilities are expected to have. I accept that argument, but I also consider that the other measures to be put in place by the applicants relating to the active encouragement of
public transport and the facilities provided for a range of means of travel are substantial in their own
tonight. I therefore consider that the proposal satisfactorily meets the requirements of
sustainable development.

j) Phasing

10.108 Although the application is in outline, a Master Plan document was submitted to provide an
indication of how the applicants intended that the development would proceed. That Master Plan
contained a Phasing Strategy, involving four phases over the estimated twenty year development
period, an outline of the which is contained in paragraph 1.13 of this report; it must be
acknowledged, however, that economic circumstances over the lengthy development period may
require some adjustments to the phasing as currently set out. In general terms the Phasing Strategy
achieves a balance of types of development and areas for development throughout the site,
ensuring that housing and business development takes place in all four phases, and that the timing
for delivery of critical elements of the proposal (such as the railway station and the schools) is in
accord with when they will be required.

10.109 However, two particular elements of the phasing as outlined in the Master Plan requires to be
modified, by use of conditions. One is in relation to the proposed main dual carriageway access to
the site from the south, which is noted as ‘commencing’ in the latter part of Phase 1; because of the
significance of this road access to the site, it is considered essential that it be wholly completed and
operational before the major traffic generators at the town centre are operational (ie by the end of
Phase 1). It is possible to restrict the opening of such uses until the appropriate road connections
are provided, and also to specify, by condition, that in relation to this element the proposed phasing
does not apply. The second relates to comments by SNH in relation to the need for structural
landscaping to be provided at an earlier stage; again, it is intended to do so by means of a
condition.

10.110 In one other case, discussed in paragraphs 10.76 and 10.92 above, it is considered that a proposed
housing site is unsuitable, and so its inclusion in the phasing plan is inappropriate.

10.111 With most outline planning permissions a period of three years is specified for the submission of
Reserved Matters, but because of the timescale involved in the Ravenscraig development it is
considered that a period of twenty years is more appropriate, to enable the outline permission to
remain ‘live’ throughout the course of development.

10.112 I therefore consider that, by use of appropriate planning conditions and the proposed
planning agreement, satisfactory phasing of the development can be achieved.

k) Environmental Statement

10.113 A comprehensive Environmental Statement (ES) was submitted with the application. A review of the
ES was carried out for the Council by the Institute of Environmental Management & Assessment
(IEMA); this review was a qualitative assessment to ensure that it contained all the relevant
information required by decision makers. The IEMA ‘grade’ each element of an ES from ‘A’ to ‘F’; of
the 13 elements graded in the Ravenscraig ES, four were graded ‘A’ (Excellent), seven ‘B’ (Good)
and two ‘C’ (Satisfactory). The Environmental Statement is therefore considered to be to an
acceptable standard for the purposes of assessing the planning application.

10.114 Where particular adverse impacts are identified in an Environmental Statement, measures to
mitigate these are, where possible, proposed. This is of particular relevance to a number of
representations received from local residents, noted in paragraphs 7.2 and 7.4 of this report. Two
residents of Dellburn Street, Motherwell, who live adjacent to the location of the proposed new
southwestern road link, commented that that traffic noise levels would be increased to an
unacceptable level. This issue was specifically considered in the ES, and it was predicted that noise
levels at the rear of the properties could reach 70.7 dB in the absence of mitigation. The report
commented “These properties are not currently exposed to much traffic noise...When detailed
design of the Southwestern Link is complete, further predictions will be made and acoustic
screening provided as necessary”. The objection from these residents on the grounds of noise may
therefore have some validity, but the ES recognises the need for further consideration to be given at
the detailed planning stage, when appropriate mitigation measures can be determined. I therefore
consider this to be a matter that can be covered by the use of a planning condition specifying such action at the Reserved Matters stage.

10.115 Two residents in the Craigneuk area (Meadowhead Road and Craigneuk Street) also commented on the likelihood of increased noise levels adversely affecting the area. The ES predicts that this area is one that may be affected by increased noise, because housing there is elevated above the site, but it is considered that the distance from the town centre should in most cases mean that noise levels will be below those likely to cause disturbance, although there may be a greater impact when events are held at the arena. General traffic noise at Craigneuk is not predicted to have an adverse impact, while the Environmental Statement contains a comprehensive set of mitigation measures (in the 'Code of Construction Practice') relating to noise during the construction period. **While there is a possible noise impact in certain circumstances at Craigneuk, I am of the view that the distance from the potential source of the noise (the arena), and the likely frequency of the problem do not give sufficient grounds to refuse permission.** This is another matter that can be considered in detail at the Reserved Matters stage.

10.116 The comments by Renfrewshire Council relate to the fact that they were provided with the summary document of the Environmental Statement, and not the full report. I do not consider that their lack of the full report adversely affected their ability to comment, as the ES primarily related to impacts affecting the site and its environs.

1) Planning Agreement

10.117 As noted in various parts of the report above, detailed discussion have been held with the applicants regarding issues that could be addressed by means of an agreement under section 75 of the Town and Country Planning (Scotland) Act 1997. That provision of the legislation gives planning authorities the power to enter into an agreement with persons having an interest in land in their area for the purpose of restricting or regulating the development or use of that land. In particular, agreements under section 75 can be used to overcome obstacles to the grant of planning permission, but they must meet the following criteria:-

- The agreement must serve a planning purpose
- The agreement must be related to the development proposed.
- The agreement must be related in scale and kind to the proposed development.
- The agreement should meet the test of reasonableness.

10.118 The large scale and diverse nature of this planning application has raised a number of issues that are considered to be appropriate for inclusion within a 'Section 75 Agreement'. In most cases where this authority has used the provisions of section 75, the detailed negotiations on the terms of the agreements are conducted after the Planning and Environment Committee has indicated its willingness to grant consent, if an appropriate agreement can be concluded. In this instance, however, it was considered that the significance of the issues involved required that a substantial measure of agreement had to be reached before the application could be reported to the Committee. Accordingly, there have been detailed discussions on the content and terms of the agreement, and there is a clear understanding between all the parties concerned as to its requirements; a copy of the draft agreement is available for inspection as a background paper, at the offices of the Planning and Environment Department at 303 Brandon Street, Motherwell.

10.119 As a result, an agreement under section 75 of the Town and Country Planning (Scotland) Act 1997 has been drafted and discussed with the applicants and the landowners. That agreement would contain the following provisions, related to the development proposed:-

i. The applicants would pay a financial contribution of £2.49 million towards the project to restructure Motherwell and Wishaw town centres. That funding would be paid when the Ravenscraig retail development commences operation. It is expected that the restructuring strategy would have commenced in advance of that point, with funding from the Council, SEL and other sources. The purpose of this requirement is to contribute to the necessary linked restructuring of Motherwell and Wishaw town centres.

ii. There would be an upper limit of 57,600 square metres gross retail floorspace, of which at least 18,400 square metres (gross) shall have only 50% of its total area as sales area. These limits
are to set the total amount of shopping floorspace within the development, and to ensure that there is a minimum level of 'experiential' shopping provided, in order to ensure that the retail impacts on other centres are as estimated in the Retail Impact Assessment. In addition, at least 5,370 square metres of 'experiential' retail floorspace shall be provided before any 'standard' retail floorspace can trade; at least 12,400 square metres of 'experiential' shopping must be open before any more than 20,000 square metres of shopping can operate, and at least 18,400 square metres of 'experiential' floorspace must be operating before any more than 30,000 square metres can be opened. The 'experiential' shopping must occupy at least eight units. There is provision for a review of these restrictions after five years, and then at three year intervals, but would, in any event, cease to have effect after 15 years. These restrictions are to ensure that the 'experiential' shopping is provided along with the other retail floorspace, so that the retail impacts on other centres are as estimated in the Retail Impact Assessment.

iii. Before any retail unit within the town centre opens to trade, at least one of the major leisure facilities proposed would be operational, and there would be a limitation of 25,370 square metres of retail floorspace until both facilities are provided. These restrictions are intended to ensure that the link between the 'destination leisure' components and the operation of the retail concept is maintained in the manner proposed by the applicants, and thereby control retail impact.

iv. There would be a limitation of 3,700 square metres of convenience (food) retail floorspace within the development. This restriction is designed to ensure that there is a restriction on food shopping.

v. There would be a restriction on the standard permitted development rights that allow offices and cafes/restaurants to change to shops without the need for planning permission. This restriction is to ensure that the upper limit of retail floorspace can be controlled effectively, so that the estimated retail impacts of other centres are not increased.

vi. There would be a requirement for a management plan to be submitted to the Council to show that the overall management, operation and letting of the centre are in accord with the stated intentions of the applicants. The applicants have stated that the overall centre would be managed as one unit and that the major leisure and retail uses would operate in an integrated manner. This requirement is to ensure that this occurs.

vii. There would be a restriction on the number of houses to be occupied until a certain level of serviced business/industrial land has been provided, to ensure at least 20 hectares of serviced land before the 1,500th house is occupied. The application seeks to develop the site for a variety of complementary uses, and it is considered important to ensure that important economic elements such as the provision of employment areas are not delayed.

viii. The applicants would be required to appoint an 'Ecological Clerk of Works' to oversee the implementation of improvement and mitigation works affecting nature conservation interests. This requirement arises from the response of Scottish Natural Heritage, who were concerned to ensure that the significant conservation interests of the site would not be harmed by the development.

ix. A Green Travel Plan for the overall development must be submitted to the Council, to set out proposals to reduce car dependence and encourage the use of alternative means of transport. In addition, individual travel plans for developments within the site must also be submitted, and must be in accordance with the overall Green Travel Plan. This is to accord with Government guidance and good practice in relation to travel provision for major developments.

x. A Travel Co-ordinator would be appointed to co-ordinate Transport Assessments and monitor and report to the Council on the implementation of the Transport Strategy for the site. The scale and complexity of the development merit the employment of a co-ordinator to ensure the effective and consistent implementation of the Transport Strategy.

xi. A 'multi-modal model' to assess travel demands and their impacts, and to consider how those impacts can be resolved, would be developed. This requirement arises from the need to have an effective modelling tool to assist in future assessments of travel impacts arising from the development, across all modes of travel.

xii. A subsidy would be provided by the applicants for bus operators into the site from an early stage of the development (the 200th house, 4,500 square metres of business floorspace, or the first shop or the major leisure opening). This requirement would be reviewed annually. It is considered important that effective public transport facilities serve the site from an early stage of the
development, but it is recognised that services may not be profitable immediately. The applicants would therefore ensure that services are provided.

xiii. No part of the major leisure facilities would be opened until the new railway station has been completed. The Transport Assessment for this proposal relied on a proportion of visitors to the development travelling by rail. It is therefore considered important that the station is provided before the main attractions commence operation.

xiv. No part of the major leisure facilities would be opened until the rail service is operational, or the ‘contingency plan’ is in operating. The Transport Assessment for this proposal relied on a proportion of visitors to the development travelling by rail. It is therefore considered important that the rail service is operational before the main attractions commence operation. However, it is recognised that there may be circumstances beyond the applicants’ control that may delay the service being brought in, and so they have put forward a contingency plan involving a bus link to Motherwell Station, should that be necessary.

xv. Financial contributions totalling £6.51 million would be made for the provision of two primary school campus developments; each campus would have two schools in the format currently being followed in respect of the PPP Initiative, with Nursery provision, playing fields and pavilions. The land for the schools would also be made available. The first of the schools would be in the ‘Carfin’ development area, in phase two, and payment of £3.255 million would be required at the point the 1,000th house is occupied. The second school development would be in phase four, with payment required on occupation of the 2,500th house. Should the full sum of money not be required, there is provision for it to be used for other educational purposes related to the development. The applicants indicated as part of the application that they would provide two schools to serve the new resident population, and this element of the agreement formalises how much will be required and when.

xvi. A financial contribution of £2 million would be made on the occupation of the 1,600th house towards the extension of two existing secondary schools in the area. Should the full sum of money not be required, there is provision for it to be used for other educational purposes related to the development. This requirement arose from the comments of the Education Department, who consider that the development will require improvements to be made to Brannock and Clyde Valley High Schools.

xvii. Financial contributions totalling £1.5 million would be made to upgrade existing playing fields in the vicinity of the site. These would comprise £300,000 for upgrading the drainage and surface of two grass pitches, upgrading the changing pavilion and providing car parking at Hattonhill in Carfin (at the 1,000th house); £1 million for two full size synthetic grass football pitches, pavilion upgrade and car parking at Calder Park, Motherwell (at the 1,750th house); and £200,000 for upgrading the existing grass pitch drainage and playing surface, and replacing the existing pavilion at Stalker Street, Craigneuk (at the 2,500th house). Should the full sum of money not be required, there is provision for it to be used for other community facility purposes related to the development. Although there are playing fields within the development, the level of provision does not meet the National Playing Fields Association standards. By funding the upgrading of existing facilities in the vicinity of the site the applicants can overcome that shortfall. The trigger points for payment relate to the growth of the new resident population within the site.

10.120 In total, financial contributions of £12.5 million would be involved in the agreement. All sums of money will be index linked, to ensure that they remain effective at the time they are to be paid. The agreement will also contain a general right for review, in addition to the specific review provisions attached to certain clauses. The planning permission will not be issued until the agreement is signed by all parties, and recorded in the Register of Sasines or registered in the Land Register of Scotland, as appropriate.

10.121 I therefore consider that the scope and detail of the proposed planning agreement are appropriate in terms of planning legislation and government advice, and will help ensure that the proposed development is carried out in a satisfactory manner.

m) Other Matters

10.122 The comments of the Royal Fine Art Commission for Scotland are a material consideration, as that body advises central and local government on the quality of the planning and design of our surroundings, and is consulted on planning projects of major significance. In this case, the
Commission considered that the matters raised (see paragraph 6.16) were not able to be covered by conditions, and so wished them to be considered as objections. However, a number of the points made have been taken into consideration – the vitality and viability of town centres can be addressed by the proposed restructuring of Motherwell and Wishaw, and the need for a proper development plan framework will be resolved with the proposed alteration to the Structure Plan and modification to the draft local plan. The Commission’s concerns over the design quality of the development are understandable, given the scale and significance of the proposal, but the proposed Area Development Briefs are an appropriate means of achieving quality and consistency in the built and natural environment. It is therefore considered that the views of the Commission have been incorporated as far as practicable in the handling of this application.

11. Conclusions

11.1 This outline planning application proposes a significant redevelopment of a former Steel Works site situated between Motherwell and Wishaw. The proposal, which is expected to take up to twenty years to implement in full, would include major residential, industrial, business and leisure developments, new transport facilities (including a new rail station) in addition to a new Town Centre to be created. The provision of necessary community facilities and works to enhance the environment of the site (including nature conservation) are also proposed, and there are proposals to improve roads, playing fields and schools outwith the site but affected by the proposed development. It is estimated that between 7,000 and 10,000 people will live in the development, and up to 9,050 jobs will be provided on the site.

11.2 The application has been assessed against the Development Plan, Government planning policies and advice, the Council’s policies and other material considerations. Representations made in respect of the application have also been taken into account.

11.3 It is considered that significant environmental, social and economic benefits will arise from the development of the site as proposed. A major area of derelict land, which still contains elements of contamination, will be removed; a large number of houses, of varying sizes and tenures will be provided; new sites for employment will be created; new leisure facilities, which will serve both the local area and further afield, are included; nature conservation and landscape interests will be enhanced; and the new Town Centre will provide a range and quality of outlets that will overcome longstanding local (and wider) deficiencies in service provision. These benefits are linked to each other, and so conditions are proposed as part of both the planning permission and planning agreement to ensure that the relevant linkages are maintained.

11.4 It is recognised, however, that there are genuine concerns over the nature and scale of the retail component in particular. Nevertheless, as detailed in this report, I am satisfied that the scale and nature of the centre can be controlled effectively my means of planning conditions and a planning agreement. In addition, measures will be put in place to promote the restructuring of the two centres most directly affected – Motherwell and Wishaw – with inputs from the Council, Scottish Enterprise Lanarkshire, the Ravenscraig developers and other agencies. The proposed Alteration to the Structure Plan would, if approved by the Scottish Ministers, acknowledge a requirement for about 30,000 square metres net comparison floorspace (plus a convenience element for the new community) and provide the site with town centre status. The proposed retail development, if restricted in the manner described in paragraph 10.61 above, would have a net comparison floorspace of 32,275 square metres (calculated as 50% of the ‘experiential’ floorspace of 18,400 square metres gross, and 65% of the remaining 35,500 square metres gross of comparison floorspace); this is considered to be of a scale identified as appropriate by the proposed Alteration. Even if the view is taken that this figure does exceed the Alteration’s limit, the excess is small in comparison to the overall scale of the development and a decision to grant permission contrary to the development plan in such an instance could be justified as an acceptable departure from the plan. It is stressed, however, that the Alteration requires the approval of the Scottish Ministers.

11.5 The proposed development offers an opportunity to achieve the removal of a large area of dereliction in a central and prominent location, while adding substantially to the area’s housing stock, employment, leisure facilities and retail provision. Major improvements are proposed to the local transport infrastructure, and the developers will make appropriate contributions to other local facilities affected as a consequence of the development. This development is considered by the Structure Plan to be a ‘Flagship Initiative’, and I consider that the proposals are in accord with the relevant
Development Plan, Government and North Lanarkshire Council policies. A comprehensive set of conditions can be attached to any planning consent that may be issued to ensure that the development is carried out in a manner acceptable to those policies, and a planning agreement can be used to deliver other necessary restrictions and contributions.

11.6 It is therefore recommended that the Committee should take the decision to be minded to grant planning permission for the proposed development. This, however, should be subject to (i) the conditions attached to this report; (ii) the execution of the 'Section 75 Agreement' discussed above, and (iii) the approval of the Scottish Ministers to the Alteration to the Structure Plan. It must be stressed that these three elements are all necessary before permission can be granted. In the event of the Scottish Ministers deciding not to approve the proposed Alteration, it would be necessary for the Planning and Environment Committee to reconsider the application in the light of the Ministers' reasons for their decision. It is also recommended that the permission should not be issued until such time as the section 75 planning agreement has been signed and registered.

11.7 If the Committee agrees to the course of action outlined in paragraph 11.6 above, it will be necessary to refer the application to the Scottish Ministers under the terms of the Town and Country Planning (Notification of Applications) (Scotland) Direction 1997. This is on account of (i) the application involving a retail development in excess of 10,000 square metres gross floorspace; (ii) objections to the development having been made by other local authorities, and (iii) the proposed parking provision for the retail component exceeding the maximum standard contained in SPP 17.
APPENDIX 2

EXTRACT FROM STRUCTURE PLAN MANAGER’S REPORT TO JOINT COMMITTEE, 26 AUGUST 2002.
(Paragraphs 8 – 13, & 19)

Retail Impact Assessment (RIA)

8. The Retail Development Concept: Central to the concept is that the proposed retailing will have two distinct components:
   (i) Traditional or Conventional retailing geared to the ‘local’ market; and
   (ii) Leisure-led retailing or ‘experiential’ shopping drawing upon a wider retail market.

For the purposes of this evaluation, it is assumed that the scale of the ‘experiential’ retailing could comprise between a third and two thirds of the development. The leisure elements of the proposal, particularly the ski slope, or equivalent national attraction, are critical to the overall success of the proposal. This report is based upon the assumption that the planning evaluation of the Ravenscraig proposal would not be prejudiced by the consent for a ski slope that Renfrewshire Council is currently minded to approve, subject to legal agreement.

9. The Turnover Assumptions for Ravenscraig: The total retail floorspace proposed for the development is 57,600 sq. m., of which 53,900 sq. m. will be comparison floorspace. For the purposes of assessing impacts, however, the applicants assume that of the comparison floorspace, only 29,106 sq. m. will be used for trading with a turnover of £4,050 / sq. m. This results in a net turnover of just under £111.9m., which is considered to be low. Alternative analysis would suggest that the turnover of Ravenscraig could be of a higher order, £120-£135m.

10. Catchment Area: 95% of the trade is assumed to be drawn from the various towns within the Glasgow and Clyde Valley area. The applicant’s consultants used their own assumptions which were not based on any empirical survey of the area. When compared with the shopping patterns revealed by the Joint Committee’s own Household Survey (1998), it is considered that the catchment assumptions used by the applicant are not appropriate for assessing the distribution of traditional retailing, and should be adjusted to reflect the results of the 1998 Survey.

11. In view of these considerations (which are set out more fully in the Appendix Section C), it is considered that the applicant’s RIA is not the most appropriate basis for taking a decision on the application. In order that the Joint Committee is provided with a more realistic understanding of the potential broad scale and distribution of retail impacts, a strategic assessment has been undertaken utilising longer-term and more empirically derived data. This work has been carried out by the Structure Plan Manager. A separate RIA exercise has been conducted by a specialist Retail Consultant for North Lanarkshire Council. Although different in detail, there is general agreement between these assessments as to the potential scales of impact associated with a new Town Centre at Ravenscraig. This work has included an broad assessment of capacity from which it is concluded that there is likely to be a shortfall, between 6% and 16%, of available expenditure in the area to support the proposal, dependent on the assumptions about the catchment area. There will be unavoidable impacts, therefore, on local Centres.

12. The main implications of these analyses (Table 1) are:
   (i) the impact on all four of the local Centres within North Lanarkshire is potentially much more significant than estimated originally by the applicant. This is the case, particularly, for Wishaw and Motherwell, for which the retail impact is expected to be over 30%, under any scenario.
   (ii) the impact on Hamilton is expected to be in the order of 13-14%; this would increase if the proposal for Regents Way, Hamilton does not go ahead;
   (iii) the impact on East Kilbride, if the more leisure orientated turnover assumption is used, could be up to 11%;
13. Following further discussion among all parties, the applicant's consultants have published a supplementary view of their assessment of retail impact, which suggests that there is now general consistency amongst all parties on the broad scale of potential impacts on Town Centres. The detailed figures are generally quite close with the exception of Wishaw and Airdrie Centres in scenario involving a higher level of traditional retailing. This impact arises from the application of different catchment area assumptions used by parties, but even in these cases, the issue of impact upon these centres is highlighted by the different methodologies that have been used. It should be noted that as a guide an impact of 10% or more is generally considered to be significant.

19. These benefits are conditional, however, upon the following:

a. **The delivery of the developer obligations related to the development**: the provision of the physical infrastructure and community facilities for the development should be borne by the applicant who should ensure that such provision is phased concurrent with or in advance of the development and does not involve the diversion of resources from the regeneration of other parts of the Structure Plan area;

b. **Limitations on the scale of retailing**: in order to avoid the risk that the scale of impacts will be greater than those generally agreed amongst the applicant, the Planning Authority and the Joint Committee, the scale of the retail floorspace should be limited by appropriate planning conditions, S75 agreements or administrative arrangements. This has to be confirmed by North Lanarkshire Council;

c. **The need to clarify the status of the new centre**: Ravenscraig, if approved, should be recognised as a Town Centre, since this has to be the central rationale for supporting the proposal. In view of the special circumstances, it would be appropriate, however, to limit the scale of retail development in this new Town Centre in the short to medium term, through a presumption against further retail development beyond that identified in the planning application, as well as the control of any intensification of uses. This approach would not undermine the position, in respect of Braehead, taken by the Joint Committee and confirmed by the Scottish Ministers.

d. **The delivery of a complementary programme of action** for the restructuring of Motherwell and Wishaw. Both private developer and public agency will have a strong role in the delivery of such action. The range of measures are likely to include a strong Town Centre management strategy for Motherwell and Wishaw, in particular to

- Promote the business function of the Motherwell Town Centre
- Develop a public purchasing strategy to direct new activity to the centres
- Create a secure high quality Public Realm
- Enhance Motherwell's role as a transport hub
- Encourage investment in renewal, rather than expansion.

e. **Impact on other Centres**: Consideration should be given to an updated view of the balance of expenditure and retail floorspace in the Lanarkshire area as required by the Structure Plan policies and national guidance.

From the revised RIA, the main concern relates to whether there could be an effect on investment confidence in Hamilton Town Centre and Regents Way. Over time, the expected impacts might be ameliorated as expenditure levels grow post-2006. It will be important, however, to maintain the commitment to promoting the Town Centre. This might be informed by the Scottish Enterprise/Local Authority Town Centre study and the Hamilton Local Plan evaluation of the potential to promote Hamilton as a Strategic Business Centre. However, further action is appropriate by South Lanarkshire Council, SEL and other interested parties to address the implications of the potential impacts of Ravenscraig on Hamilton Town Centre.