

Ryden



SCOTTISH LAND COMMISSION
COIMISEAN FEARAINN NA H-ALBA

Vacant and Derelict Land Task Force: Phase One Report

June 2019

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We are extremely grateful to the Scottish Land Commission Vacant & Derelict Task Force and the SLC team for their guidance during this project, and to the Scottish Government, Scottish Environmental Protection Agency, Scottish Natural Heritage and Scottish local authorities for their detailed information on vacant and derelict sites.

Executive Summary

Introduction

1. The Scottish Land Commission (SLC) and SEPA appointed Ryden to provide support to its Vacant and Derelict Land Task Force. The Task Force aims to achieve a **substantial reduction in the amount of long term vacant and derelict land** in Scotland, through **removing systemic barriers and realising productive opportunities**, in the broadest economic, social and environmental senses.
2. This **Phase One report** provides a foundation document for the Task Force and its partner organisations. It recognises Scotland's substantial expertise and successes in dealing with vacant and derelict sites, while examining the challenges and potential to accelerate their productive re-use.

Policy and Research

3. The **policy context** is positive. Addressing the negative impacts of persistent dereliction and achieving the positive outcomes of re-use align with Scottish Government policy objectives and UN Sustainable Development Goals, as well as with a range of funding streams, regional and local policies and programmes and the priorities and activities of individual agencies. That said, the topic is under-researched and the policy alignment does not appear to culminate in a specific national priority or programme of major scale for vacant and derelict land.

Scottish Vacant and Derelict Land Survey (SVDLS)

4. The annual SVDLS began in 1988. It currently records **3,548 sites** (11,037 hectares), of which derelict land requiring rehabilitation accounts for just over half of sites but 80% of the land area. The largest former use by site numbers is residential, but the mean site size of 3.2 hectares is skewed upwards by very large former mines, defence sites, ports, power stations, hospitals, bings and former heavy manufacturing facilities. The median (mid-point) site size is a much smaller 0.12 hectares. Scotland has ex-industrial giant sites, but for many communities this is also a fragmented, localised challenge.
5. There is a concentration of sites in the former industrial areas in the West of Scotland, reflecting potentially not only loss of employment but also de-population. There is a clear correlation between de-industrialisation, legacy sites and deprivation. Some sites can persist on the register over many decades.
6. Site ownership is split approximately half public and half private, although some private sites are former public sector assets (either sold or privatised such as utilities). The ownership of 14% of sites is unknown.

60-Sites Sample

7. A sample of 60 sites was reviewed in detail. The sample is representative of the sites register while skewed towards older, derelict and larger examples – ie. potentially more problematic. The 42 derelict sites in the sample is a significantly challenged group which requires further information and remediation solutions.
8. Positively, 90% of sites sampled are recognised by the planning system as suitable for **redevelopment**. The large majority are not marketed, although some are being progressed for re-use. Housing offers the greatest potential for re-use, along with green infrastructure. Commercial or employment re-use potential are also noted but are less common.
9. The sites tend to fit within **archetypes** that share common features:
 - **Peripheral Ex-Productive Sites** (1): these are found on the edges of typical Scottish towns, are often disproportionate in scale to local market potential, and can tend to persist over the long term.
 - **(Inner) Urban Ex-Industry** (2): long-gone industrial uses or employment plots in urban industrial estates.
 - **Former Community Uses and Public Infrastructure** (3): these include former churches, healthcare, education, gasholders and railway sites, found across Scotland.
 - **Housing Regeneration Sites** (4): these are in areas of falling population where clearance of low demand housing stock has left small and fragmented, vacant rather than derelict sites, which are often included in active long term regeneration programmes.
 - **Town Centre Gap Sites** (5): these could increase as property vacancies rise in traditional town centres.

Further problematic sites may include: **major former hospitals** outside of urban areas; former operational **infrastructure assets** such as power generation/ storage/ distribution and transportation land and networks; and **very large contaminated sites**, although some of these are being remediated and re-used.

Three final archetypes may not be priorities: leftover strips and pieces of land; extra-urban and specialist former land uses such as quarries, airfields and remote hospitals (unless for low intensity amenity land or suitable energy production); and sites already committed such as those in regeneration programmes.

Re-Use of Sites

10. On average, 4% of vacant and derelict land (8% of sites) is **re-used** annually. This is skewed towards vacant, smaller and more recent sites. **Older, larger and derelict sites are more likely to persist**. Residential re-use is by far the largest category, accounting for 917 hectares (36%) of take-up since 2013.

Online Survey

11. A survey of local authorities¹ secured a 72% response rate, including from those with notably large vacant & derelict land portfolios. Former industrial sites in urban areas reportedly present the greatest current challenge, followed by town centre gap sites and housing regeneration sites. A slight decrease in vacant and derelict sites is expected in future, with industrial and housing regeneration sites becoming less of a challenge, but no overall decline in the challenges of town centre gap sites.
12. Vacant and derelict land is perceived by survey respondents as causing moderate to major harm to the environment, the economy, to communities and investment. Perceived impacts upon health and crime are less notable, at least as a general observation across all sites.
13. Markets and funding / viability is the main barrier to re-using sites², followed by ownership and regulation. Barriers are compound, as without viable market demand there is little opportunity to address barriers such as flood risk, building demolition or re-use, or contamination, other than through up-front funding support. Residential is rated as by far the greatest opportunity to re-use sites (mirroring the recent re-use of sites at 7 above). Other uses with potential are recreation and leisure, community and employment, and greening.
14. Local authorities cite a wide range of policies, strategies, programmes or projects in their area which are designed to encourage the re-use of vacant or derelict land – principally planning policy commitments and development plan allocations, followed by regeneration strategies and action plans. Many further area and site specific policy and intervention mechanisms were noted by the survey respondents.

Case Studies

15. A suite of case studies showcases recreation, offices, community and housing after-uses. Notably, alignment of ownership and expectations was required to secure re-use. The local area context and market potential is crucial - none of the case studies is an 'anywhere' development. Although each was vacant for a number of decades, the re-use data at 7 above indicates that more straightforward sites also exist.

Conclusions

16. The SVDLS provides a unique and rich data source. However, it overstates the vacant and derelict land problem, both by land area (*minerals sites will largely naturalise*) and by site numbers (*all urban gap sites*). The steady re-use of more straightforward sites tends to mask a hard core of derelict ex-industry, public/infrastructure and other urban sites accounting for c30% of sites and c20% of land in the register.
The Task Force should focus on those persistent, problematic sites with productive potential.

¹ The survey was targeted at the named officers who compile the annual Scottish Vacant & Derelict Land survey returns.

² Local authorities responding to the survey provided extensive examples of sites being re-used, long term stalled sites and sites which should be readily re-used within the next 3 years. The examples are included as appendices to the main report.

17. The data in the register is informative but descriptive. It is not easy to use the register to identify a site's barriers and potential. Information on regulatory matters, planning policy, infrastructure, markets/viability, stakeholder views and potential impacts/outcomes all sit outside of the register. Positively, **significant work to enhance the register is already underway and the Task Force can support this.**
18. The register's size threshold of 0.1 hectares or larger captures a vast range of vacant and derelict sites, but may overlook smaller sites in communities that could be a local blight yet comparatively deliverable for productive re-use. **Micro sites could be an area of focus for the Task Force.**
19. Crucially, Scotland may not generate enough **economic demand** to deliver housing and other viable land uses across the full vacant and derelict land portfolio, particularly in less viable market areas. A range of agencies and funding interventions do support re-use, but many of the persistent, problematic sites will not be easily resolved. Accelerating productive re-use will require intervention not only to help with barriers and funding gaps, but also to consider **how 'productive' re-use is assessed on a full cost-benefit basis.**
20. At an **institutional** level across Scotland, there is an opportunity to embed new approaches. The Planning Bill, NPF4, Scottish National Investment Bank, Infrastructure Commission and Regional Economic Partnerships – supported by the bedrock of existing local authority experience and successes - can offer a timely opportunity to align how site re-use is assessed, supported and delivered. This can be considered alongside the existing partnership working between the Scottish Land Commission, Scottish Government, Scottish Enterprise, Scottish Futures Trust and SEPA. **The Task Force should consider how to operate most effectively within this emerging institutional landscape.**
21. **Future vacant and derelict sites** may include those in failing town centres, released through company closures, at increasingly obsolete industrial estates, any further low demand housing stock demolitions and further public sector and infrastructure sites left behind due to new investment. Fortunately, many will not present the same scale of contamination problems as heavy industry, therefore solutions may be more tractable. **Pre-empting and resolving these by sector through the Task Force** could be supported by organisations such as Scotland's Town Centres Partnership, Scottish Futures Trust (public sector), the Scottish Property Federation (commercial) and Homes for Scotland (housing).
22. Phase One of the project has illuminated the challenges and potential of Scotland's vacant and derelict land. **Phase Two** would work with **demonstration projects**. This would include embedding parallel SLC workstreams on harm (costs), impacts (benefits) and funding potential as well as the ongoing data initiatives and a consideration of agency processes. The intention would be to produce detailed assessments, lessons and emerging models and approaches at both general and archetypal levels. The work would also highlight any suggested changes to policy and support for the re-use of vacant & derelict land. Moving forward, the work may then consider how these demonstration projects can be used to develop a new approach and toolkit for the productive re-use of vacant and derelict sites in **Phase Three**.

1.0 Introduction

1.1 The Scottish Land Commission (SLC) appointed Ryden to provide support to the **Vacant and Derelict Land Task Force**. The Task Force was launched by SLC and the Scottish Environmental Protection Agency (SEPA)³. The overall aim is to achieve a **substantial reduction in the amount of long term vacant and derelict land** in Scotland, through **removing systemic barriers and realising productive opportunities**. Productive re-use of land is defined here in the broadest sense of economic, social and environmental removal of blight and creation of benefits.

1.2 This report provides the findings for **Phase One: developing the approach**. The aim is to understand the **challenges** and **opportunities** of Scotland's vacant and derelict sites. The perception at the outset of the project is that there are structural challenges around re-using these sites, which could benefit from a coordinated, consistent and replicable approach. There are of course many individual sites where resources have been marshalled to reach a good solution, as well as current projects and programmes to deal with some categories of sites; some of those examples are considered here.

1.3 To provide a foundation and direction for SLC and the Task Force, this Phase One report:

- Reviews **policy and research** to help understand the nature of the vacant and derelict land challenge and potential (Section 2).
- Section 3 analyses **Scotland's current portfolio of vacant and derelict sites**. As part of the analysis a **filtering process** is developed to focus on sites with identifiable barriers which may offer potential for productive re-use.
- Section 4 applies the filters to screen a **portfolio of 60 vacant and derelict sites**. That exercise allows the project to identify potential **site archetypes**. Archetypes are sites in different locations that share similar characteristics and may benefit from common approaches.
- Section 5 analyses the **re-use** of vacant & derelict sites⁴. Sites are being re-used and removed from the register at a notable rate.
- The project is supported by an **online survey** of the local authorities which contribute to the annual vacant & derelict land survey (Section 6).
- Section 7 selects and presents set of **case studies**. These assess and illustrate the re-use of formerly vacant and derelict sites for a range of productive purposes.
- Section 8 **summarises Phase One** and indicates proposals for Phase Two.

³ <https://landcommission.gov.scot/2018/09/not-so-pretty-vacant-scottish-land-commission-and-sepa-target-new-uses-for-derelict-and-vacant-land/>

⁴ Ryden is currently undertaking a separate review of funding sources to support the re-use of vacant & derelict sites, also for the Scottish Land Commission.



2.0 Policy and Research

Policy

- 2.1 The Scottish Government identifies its purpose as focusing “*government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth*”.
- 2.2 Scotland’s Economic Strategy (March 2015)⁵ sets out the Government’s approach to delivering this purpose. Addressing the challenge of vacant and derelict land has the potential to support both pillars of that strategy: increasing competitiveness and tackling inequality. There are also clear strategic linkages to the priority areas underpinning these pillars, such as communities, local assets and housing (part of investing in people and infrastructure), promoting equality and tackling inequality, and place and regional cohesion (parts of inclusive growth). Re-use of sites may also align with other priorities such as business investment.
- 2.3 Progress is assessed through indicators within the National Performance Framework⁶. Eleven areas are assessed using sub-measures drawn from the United Nations’ Sustainable Development Goals. Again, vacant and derelict land cross-cuts a number of measures (shown at the top of this page) around: sustainable cities and communities (UN goal 11); reduced inequalities (10); industry/ innovation/ infrastructure (9); and decent work and economic growth (8).
- 2.4 Scotland’s National Planning Framework (NPF3)⁷ states that most of Scotland’s vacant and derelict land lies in and around our cities, particularly in west central Scotland. NPF3 notes the scale of the challenge, but also the opportunity and planning’s role in the re-use of sites. NPF3 notes the continuing environmental challenge and long-standing disadvantages arising from past industrial activity, and promotes a “*step change in environmental quality.. to address disadvantage and attract investment, whilst sustaining and enhancing biodiversity, landscape quality and wider ecosystems*”.
- 2.5 The Scottish Government’s planning objectives for 2018/10 including working with the Scottish Land Commission on reform of Compulsory Purchase Orders. This has led to a proposal⁸ for Compulsory Sales Orders (CSOs), which could be used by local authorities in particular instances for vacant and derelict land. Those circumstances are expected to be small, previously-developed sites which are not in productive use and are causing harm within or adjoining a community. The Scottish Government announced in January 2019 that the CSO proposals will be enacted during the current Parliament.

⁵ <https://www.gov.scot/publications/scotlands-economic-strategy/>

⁶ <https://nationalperformance.gov.scot/> The National Performance Framework and National Planning Framework share the same abbreviation – NPF – although the planning frameworks are also numbered so the current version is NPF3.

⁷ <https://www.gov.scot/publications/national-planning-framework-3/>

⁸ <https://landcommission.gov.scot/wp-content/uploads/2018/08/CSO-Proposal-final.pdf>

2.6 The Scottish Government's Land Use Strategy, *Getting the Best from our Land: A Land Use Strategy for Scotland 2016-21*, sets out at 2.6 Principles for Sustainable Land Use; g) *"where land has ceased to fulfil a useful function because it is derelict or vacant, this represents a significant loss of economic potential and amenity for the community concerned. It should be a priority to examine options for restoring all such land to economically, socially or environmentally productive uses".* (our underline)

2.7 The Scottish Government directly addresses vacant and derelict land in a number of ways:

- Annual Vacant and Derelict Land Survey reports, which are used here and will form the baseline data for this project.
- European Structural and Investment Funds, with Scottish Natural Heritage as the lead partner in using land to create green infrastructure (there is no detail yet on the UK Shared Prosperity Fund which the UK Government proposes would replace EU funding after Brexit).
- The Vacant and Derelict Land Fund, which is available to five local authorities⁹ and has contributed to the re-use of 386 hectares of land since 2011¹⁰.

The Central Scotland Green Network Development Fund, which is available to nineteen local authorities, as well as the Regeneration Capital Grant Fund and Making Places fund, are not specifically for the re-use of derelict land, but have been used for that purpose. Likewise SPRUCE funding may help support the regeneration of derelict land. The Scottish Government's approach to contaminated land¹¹ will also support the continued reduction in this category of derelict land.

2.8 A Sustainable Growth Agreement published jointly by the SLC and SEPA (September 2018) sets out a vision of land used productively for all of Scotland's people, where *"abandoned, neglected and derelict land is no longer tolerated"*. The Agreement signals the priorities set out in the brief for this current project, to *"focus on practical actions that deliver broader outcomes that help deliver environmental, social and economic success"*. Stated actions are:

- setting up a national task force (now established);
- preparing a 10-year strategy to eradicate long term land vacancy and dereliction;
- working with local authorities in highlighting and delivering opportunities;
- developing practical decision-making tools; and,
- creating a safe space for innovation and collaboration.

⁹ Dundee City, Fife (added recently), Glasgow City, North Lanarkshire and South Lanarkshire

¹⁰ During the production of this report the Scottish Vacant and Derelict Land Survey 2018 was published. All analyses here are of the 2017 survey. Where results from the 2018 survey are reported, these are explicitly referenced as updates.

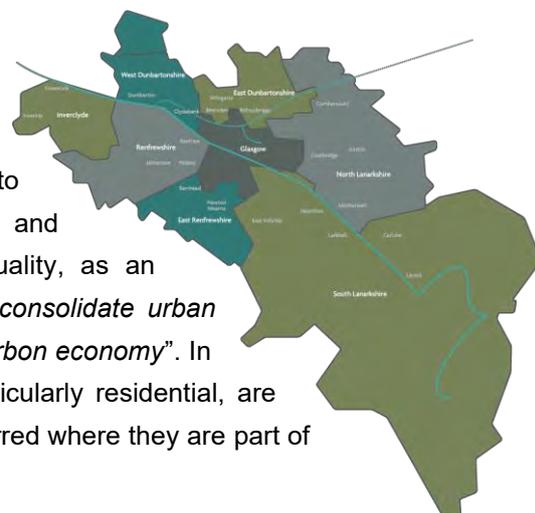
¹¹ <https://www.gov.scot/policies/pollution/contaminated-land/>

2.9 SLC's *Not So Pretty Vacant*¹² identifies the opportunity to turn the Scottish Vacant and Derelict Land register into a “portal of productive uses and develop a portfolio of investable propositions”. It suggests identifying high profile sites that could be developed as demonstration projects, and the development of practical decision-making tools to embed a new approach for communities and others to use.

2.10 At regional and local levels, vacant and derelict sites appear in economic strategies, development plans and regeneration initiatives. They may be allocated in development plans, in housing land supply, employment land allocations, regeneration initiatives or benefit from other active interventions.

2.11 One noteworthy regional approach is that taken by the eight local authorities in the Glasgow City Region / ClydePlan development planning area. De-industrialisation in this region has left a particularly challenging vacant & derelict sites legacy:-

2.11.1 Clydeplan¹³ (pictured) analyses vacant & derelict land trends in the region 1996-2014. At the current rate it would take a further 30 years to re-use the region's supply of urban vacant and derelict land. Clydeplan thus sets a policy direction to recycle urban land, improving economic competitiveness and restructuring the environment to address imbalances in quality, as an “essential part of an integrated strategy to regenerate and consolidate urban areas in support of sustainable economic growth and a low carbon economy”. In Clydeplan's urban areas, ‘hard’ development end uses, particularly residential, are expected to be preferred, while ‘soft’ end uses may also preferred where they are part of restructuring.



2.11.2 Glasgow City Region's Regional Strategic Assessment 2019 summarises the 2017 volumes of and trends in urban vacant & derelict land. It notes successful recycling of land, but that this applies to vacant land more so than the “more challenging derelict category”. The balance of land remains a “major issue for the economic development and environment of the City Region”.

2.11.3 In addition to a concentration of Scotland's vacant and derelict land, the report notes that Region exhibits a pronounced proximity between this environmental blight and some of Scotland's most deprived areas. Interestingly, the report notes that the volumes of land in either public or private ownerships is falling as that is re-used, but that land in multiple or unknown ownership is virtually static (and “will prove to be particularly challenging”). A target of re-using 3,000 hectares by 2035 is “achievable if performance trends can be maintained”.

¹² <https://landcommission.gov.scot/notsoprettyvacant/>

¹³ Clydeplan Strategic Development Plan: Proposed Plan – Background Report 4 (January 2016) Vacant and Derelict Land 2014: <https://www.clydeplan-sdpa.gov.uk/docman/current-plan-july-2017-background-reports/75-background-report-4-vacant-and-derelict-land-2014/file>

- 2.11.4 As the largest local authority area within the region, Glasgow City Council's new (January 2019) Property and Land Strategy has three complementary asset plans, one of which is the Vacant and Derelict Land Plan. That Plan seeks to "*address the potential blight, cost and missed opportunity that vacant and derelict properties and land can represent*". The report notes a 10.4% reduction in vacant and derelict land area (or 40 sites) across Glasgow since 2016. However, the city has more 1000 hectares of remaining unused land, more than half of which is owned by the Council. The Plan acknowledges the city's internationally recognised Stalled Spaces scheme, and new Space for Growth which seeks meanwhile uses for Council-owned assets.
- 2.11.5 In Edinburgh, the City Council is updating its work on potential brownfield sites to accommodate housing development, as part of the City Plan 2030 project (which will replace the current adopted LDP). Crucially, this includes land which is currently occupied but may fall vacant and derelict in future, such as obsolete inner-urban industrial areas which are not protected by planning policy.

Research

- 2.12 Vacant and derelict land appears to be an under-researched area. Relevant studies tend to be multi-factorial beyond simply land. This is because organisations such as local authorities, urban regeneration companies, housing regeneration agencies, waterways agencies, or England's former Homes and Communities Agency, tend to intervene holistically to deliver regeneration. A range of technical publications also exists, for example on land contamination and remediation. At a more local levels, community guides to and reviews of re-using land are published ¹⁴.
- 2.13 There is however little *thematic* work on turning derelict land into productive assets, other than academic research which tends to have more of a focus on documenting rather than resolving sites ¹⁵. While the literature review undertaken for this scoping report has identified dozens of *potentially* relevant publications, few of those offered any thematic insight into productive re-use of land.
- 2.14 One notable research paper ¹⁶ on Glasgow sets out to "*explore the spatial correspondence between areas of poor health, high deprivation, and proximity to derelict land, much of which is contaminated from past industrial uses*". A proposed index to prioritise resource allocation and planning efforts combines a set of scores for health, deprivation and environmental variables. Re-use of land for urban agriculture/ community gardens, urban forestation, active and passive recreation areas, and linkage to existing open space networks and natural areas are proposed by the paper.

¹⁴ For example: Glasgow's Stalled Spaces initiative: https://www.gcph.co.uk/assets/0000/5404/Stalled_Spaces_Final.pdf; My Community network: <https://mycommunity.org.uk/help-centre/resources/local-services/transforming-derelict-unused-land/>

¹⁵ For example the *Terrain Vague* (Solà-Morales) interest in abandoned, obsolete and unproductive land and buildings.

¹⁶ *Derelict Land, Deprivation, and Health Inequality in Glasgow, Scotland: The Collapse of Place*, J A Maantay (2013)

Similar work includes: *More Than Just An Eyesore: Local Insights And Solutions on Vacant Land And Urban Health* (Garvin et al, Journal of Urban Health, June 2013)

- 2.15 In England, a wide range of policy and funding initiatives deal with previously developed land. There is however no direct equivalent to the annual Scottish Vacant and Derelict Land Survey. A 2003 publication¹⁷ found 40,000 hectares of vacant or derelict land or buildings in England. Previous, intermittent Derelict Land Surveys¹⁸ in England ran from 1974 to 1993. The 1993 survey found 39,600 hectares of derelict land, which is comparable to the 2003 survey, although the definitions were different. The survey information is dated but suggests that England has perhaps four times the volume of vacant and derelict land, with (current) population 10.5 times higher than Scotland's. On a prima facie basis, Scotland's per capita vacant and derelict land is thus potentially much higher than England's.
- 2.16 One interesting distinction however may be the status of sites added to vacant and derelict land registers. Historically in England, the former Department of Communities and Local Government differentiated between "windfall" sites which were expected to be recycled within five years, and vacant and derelict sites which were expected to be unused for five or more years. In Scotland sites are added to the register when they become vacant. This means that some sites on the Scottish register, for example, are also included in their local authority's Housing Land Audit and are thus considered to be fully effective for development within the next five years.
- 2.17 In a recent report¹⁹, industry body Homes for Scotland²⁰ commented on the potential for the Vacant and Derelict Land Register to release housing land. The report notes that "a significant proportion" of the sites are being developed, while others are moving through the regulatory system. Some sites are noted as being in locations unsuitable for housing due to sitting within industrial estates, not being fully serviced, suffering from contamination and/or not economically viable.
- 2.18 Also on the topic of re-using land for housing, research by Lichfields²¹ concluded that in England there is a mismatch of supply and demand, with "*brownfield land not concentrated in locations with the highest levels of housing need*". Beyond London, one-fifth of brownfield capacity lies outside urban areas, for examples old airfields and former industrial processes. These historic sites may not be well-located for transport accessibility and not perform well against sustainable development criteria. Indeed, a significant number of the brownfield sites are reported to be in the greenbelt.

¹⁷ *Towards a National Brownfield Strategy* (English Partnerships, November 2003). The total brownfield land identified was 66,000 hectares, of which 26,000 was still in productive use and 40,000 hectares vacant or derelict.

¹⁸ Source: www.EUGRIS.info

¹⁹ *Delivering More Homes for Scotland: barriers and solutions – a discussion paper* (Homes for Scotland, May 2018). The report's comments are made in the context of the Scottish Land Commission's proposals for Compulsory Sales Orders.

²⁰ Ryden has approached Homes for Scotland to discuss their review of the vacant and derelict sites register.

²¹ *Brownfield Land Solution* (Nathaniel Lichfield and Partners, May 2014)

- 2.19 The Royal Town Planning Institute (RTPI) report *Poverty, Place and Inequality* (May 2016) discusses the unequal impact of environmental factors on health and wellbeing, where the least favourable conditions are concentrated in the most deprived areas. It notes however that derelict land was not included in the most recent (2015) English Indices of Deprivation.
- 2.20 SLC has recently commissioned work into the consequences of vacant and derelict land, which will examine the evidence that this can cause harm. The project is expected to research a range of different harms, including health, community and economic. The research findings are expected to be available around August 2019.

Summary

- 2.21 The policy review identifies strong alignment of productive re-use of vacant and derelict land with a range of national priorities. The policy alignment is broad and cross-cutting rather than with one specific national priority. The most direct policy prioritisation is through the planning system.
- 2.22 The topic of vacant and derelict land appears to be under-researched. There is clear recognition of the causal links with deprivation, but little thematic work on productive re-use of land other than multi-factorial case studies into regeneration.

3.0 Vacant and Derelict Sites Portfolio

Approach

3.1 This section of the report analyses **Scotland's portfolio of 3,731 vacant and derelict sites** as recorded in the Scottish Vacant and Derelict Land Survey 2017. The aims are:

- To **characterise** the vacant and derelict sites and make transparent their main variables such as location, size, ownership and how long they have been vacant.
- To **filter** to reach a smaller portfolio that clearly illustrates the **nature and challenges** of the sites.
- Flowing from the filtering exercise, to group the sites into common **archetypes**.

Dataset

3.2 The purpose of the annual survey statistics²² is:

“to provide the evidence base for monitoring the extent and state of urban vacant and derelict land, the remediation of vacant and derelict land and progress in bringing it into re-use, and to inform the programming of rehabilitation, planning and reuse of urban vacant and derelict sites.

The survey is a detailed annual monitoring report which has been operating since 1988.

3.3 The sites in the survey are compiled from annual returns provided by local authorities. Sites compilation is undertaken by local experts using published guidance and has been running for three decades. It relies upon local authorities identifying and recording qualifying sites.

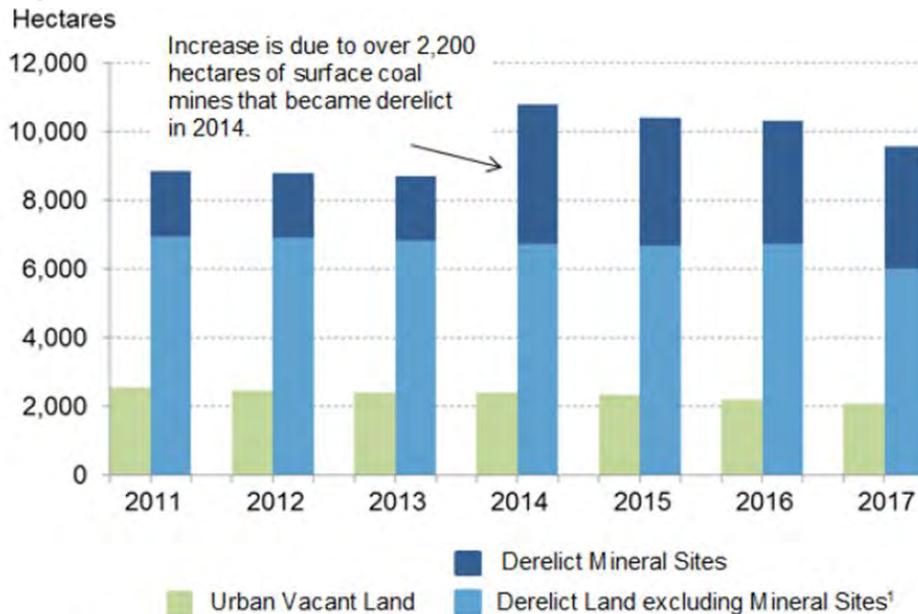
3.4 Figure 1 presents the main chart from the 2017 Survey (published June 2018). A total of 3,731 sites contributes to the total of 11,980²³ hectares shown on the chart. For the purposes of this project, the sites which make up the 2017 totals on Figure 1 are assumed to be the full universe of vacant and derelict sites of at least 0.1 hectares in Scotland.

3.5 The trend since 2011 is one of gradually declining supply of vacant and derelict land, except for the addition of 2,217 hectares of surface coal mines in 2014. Setting aside these former mines, there has been a net decrease of 1,393 hectares (15%) since 2011. Continuing the trend, further decline to 11,037 hectares in 3,548 sites is recorded in the new 2018 survey. Re-use of land is summarised in the survey and is further analysed in Section 6 of this report.

²² <https://www.gov.scot/publications/scottish-vacant-derelict-land-survey-2017/>

²³ 11,649 ha. is reported in the survey. The 11,980 ha. (2.8% higher) is calculated here from the sites spreadsheet.

Figure 1: Total Derelict and Urban Vacant Land 2011-17



1. Mineral sites include sites where there was previously coal, crushed rock, sand/gravel, shale, fireclay, limestone or other mineral activity.

Source: Scottish Vacant and Derelict Land Survey (SV&DLS) 2017, Scottish Government

Types of Site

3.6 Sites in the register are not marked as vacant and derelict, but are either vacant or derelict. The definitions (summarised here) are:-

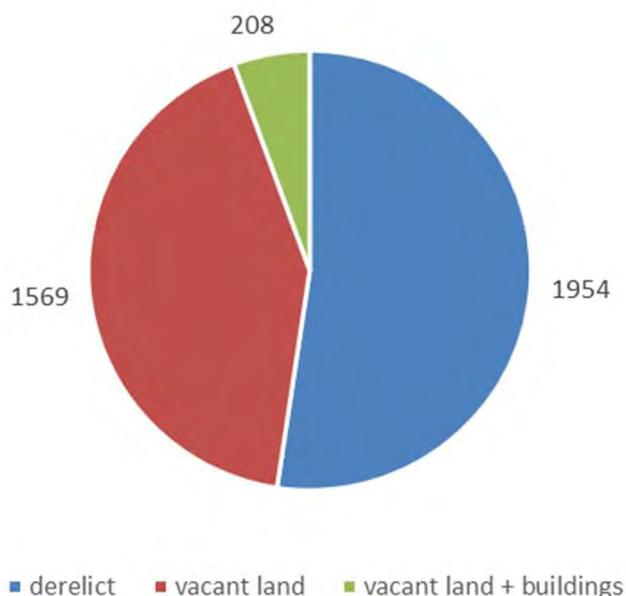
- **Derelict land** has impediment(s) to its development for beneficial use, due to damage or a previous use, and requires rehabilitation.
- **Vacant land** is in urban areas (>2000 population), was previously used or prepared and is appropriate for development, but is unused.
- A further classification identifies **vacant land and buildings**

All recorded vacant land is in urban areas. Derelict land may be in either urban or non-urban areas.

3.7 Figure 2 on the next page indicates current site **numbers** by type. Just over half of sites (52%) are derelict. Most of the balance (42%) are vacant, while a minority (6%) are vacant sites with buildings.

3.8 By **land area**, 80% is derelict (9,574 hectares), while 16% is vacant and 4% is vacant land with buildings. Derelict sites are much larger on average (4.9 hectares) than vacant sites (1.25 hectares), or vacant sites with buildings (2.15 hectares). Fifty-five of the largest fifty-six sites are derelict, ranging from 28 hectares at Philipstoun Bing in West Lothian up to the 507 hectares Glenbuck former opencast coal site in East Ayrshire. The only non-derelict site in top tier is the vacant 170 hectares Edzell Airfield in Angus, which is 10th largest.

Figure 2: Site Types by Number (Sources: SV&DLS 2017, Ryden)



Previous Uses

3.9 The survey includes information on previous uses for 95% of the 11,980 hectare land area. There are twenty-one listed previous uses with associated land areas and numbers of sites. The largest previous use by land area is mineral use. The largest by site number is residential use. Other notable former uses include manufacturing or industry, agriculture, education, community and health, and transport.

Geographic Distribution

3.10 Vacant and derelict land is not evenly distributed across Scotland. Figures 3 (land area) and 4 (site numbers) show the **current distribution**. Scotland's four Strategic Development Plan areas are used here to group sites by location, alongside other local authority which are into regional groups. The charts illustrate the widely-acknowledged concentration of vacant and derelict land in the former industrial areas in the West of Scotland, reflecting potentially not only loss of employment from sites but also de-population in some locations. The largest land area on Figure 3, for Dumfries & Galloway and the three Ayrshire local authorities, reflects the surface coal mines in East Ayrshire as noted above. Other than that exception, the eight Clydeplan authorities centred on Glasgow have the greatest concentration of vacant and derelict land by both land area and numbers of sites.

3.11 The substantial total in the north and rural west of Scotland is principally in Highland and is by land area rather than numbers of sites. Other Central Scotland locations east of Glasgow across to Edinburgh and up to Dundee²⁴ have significant but lower volumes of vacant and derelict land and sites. Aberdeen/ Aberdeenshire Shire/ Moray, Orkney and Shetland Islands, and Loch Lomond and the Trossachs National Park have comparatively small vacant and derelict land areas and sites.

²⁴ Fife is included with SESPlan for this analysis rather than being split site-by-site with Tayplan.

Figure 3: Regional Distribution of Vacant and Derelict Land (area in hectares)

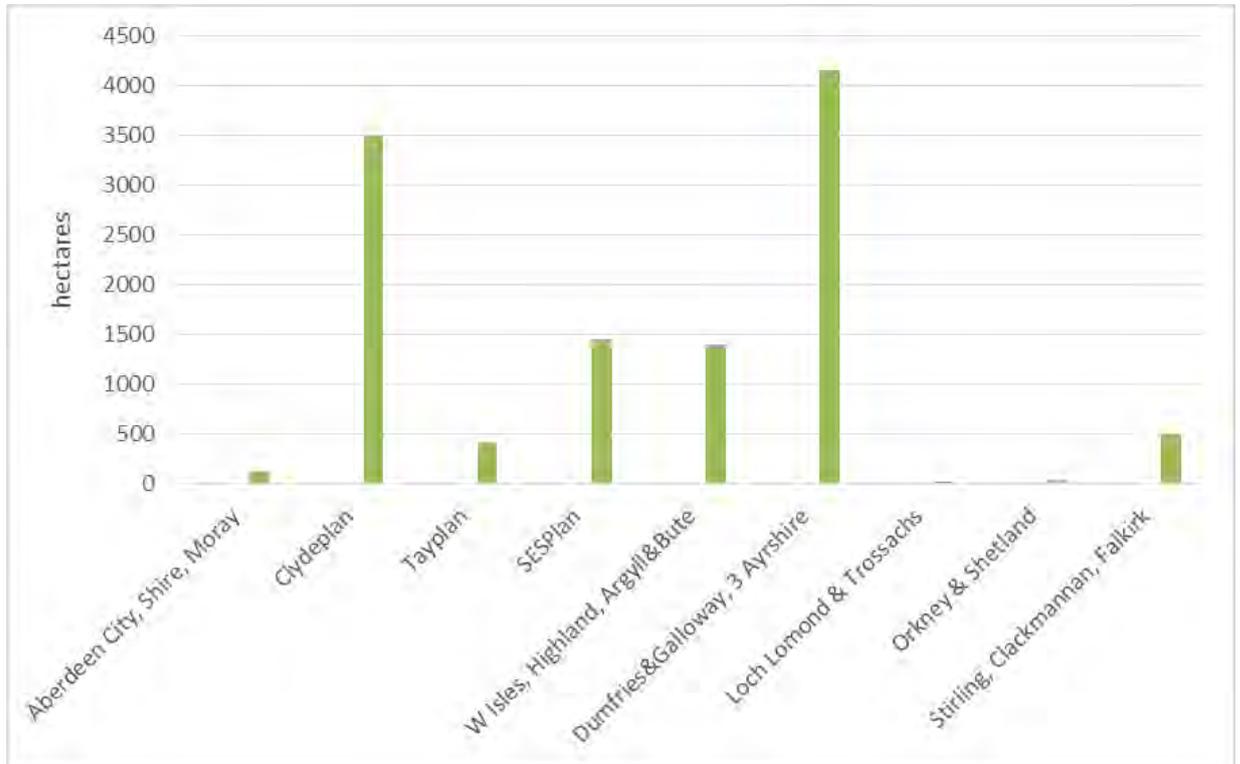
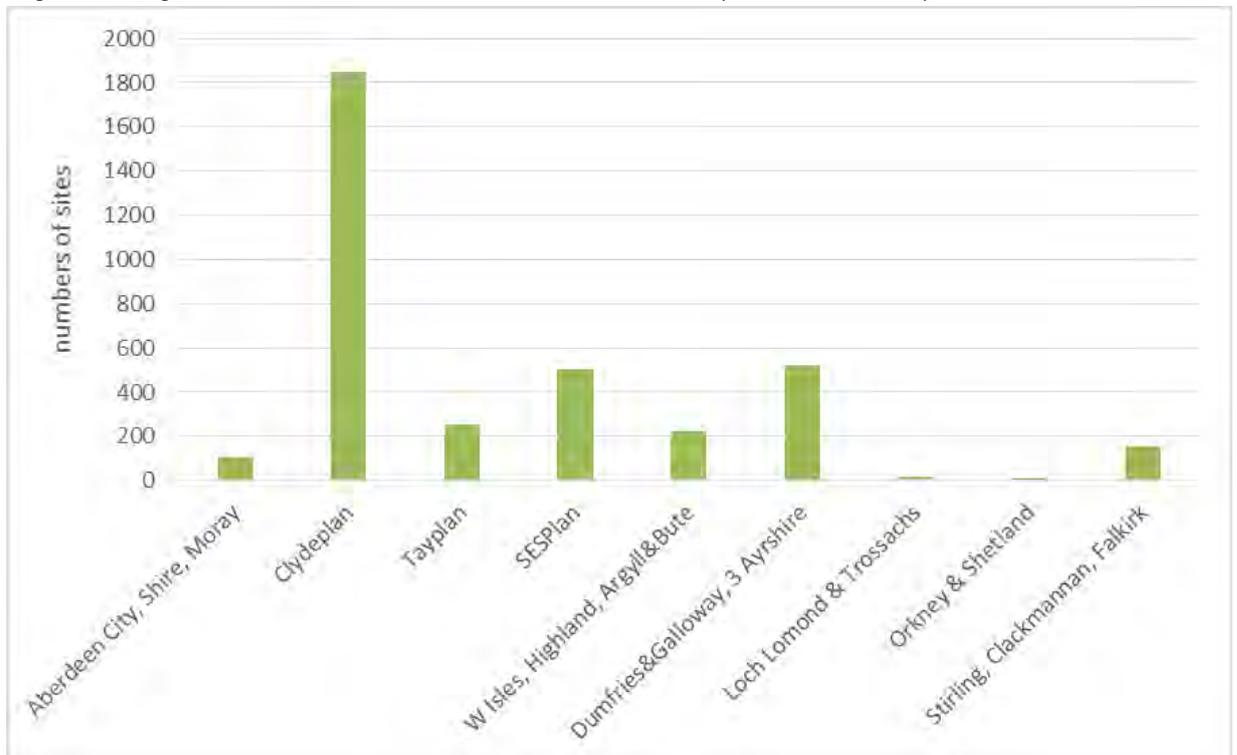


Figure 4: Regional Distribution of Vacant and Derelict Land (numbers of sites)



Sources: SV&DLS 2017, Ryden

3.12 The register classifies sites by their **type of location**. Currently there are:

- 286 (8%) vacant or derelict sites are within settlements with less than 2000 resident population.
- The large majority, 2995 (80%) are within settlements with resident populations of 2000 or more.
- 450 (12%) are derelict sites within the countryside

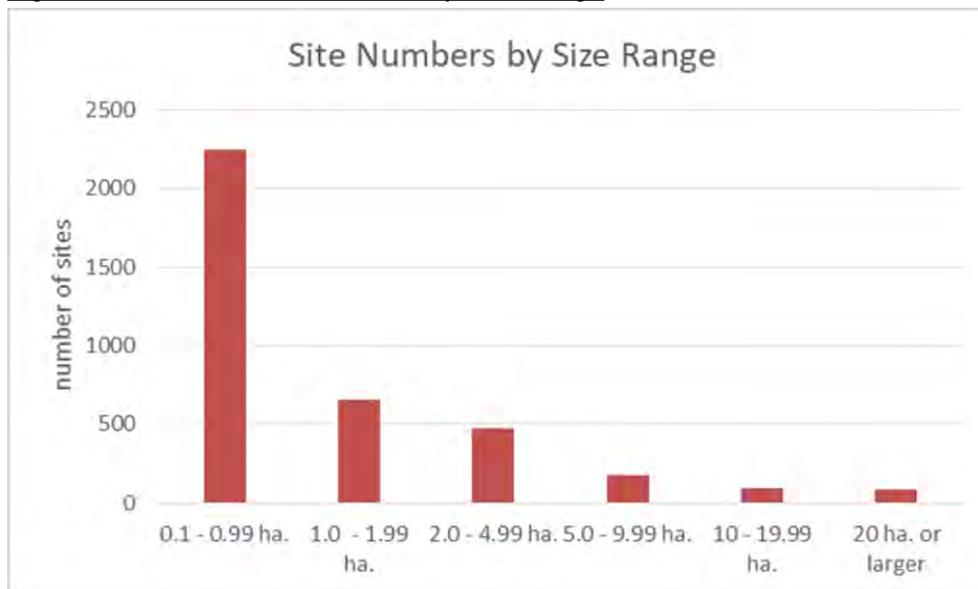
Deprivation

3.13 Reflecting the regional sites distribution and also the wellbeing research cited in Section 2, there is a clear correlation between de-industrialisation, legacy sites and deprivation. The survey reports that 30% of Scotland's population live within 500 metres of a derelict site. This increases to 59% for the most deprived population decile and falls to 12% for the least deprived population decile.

Site Sizes

3.14 The survey reports on sites of 0.1 hectares (0.25 acres) or larger. Figure 5 shows the current site numbers by size ranges. Using the planning policy definition of 2 hectares as being a 'major' site and smaller than that a 'local' site, 85% of sites are local. The balance of 15% of sites are major.

Figure 5: Vacant and Derelict Sites by Size Range



Sources: SV&DLS 2017, Ryden

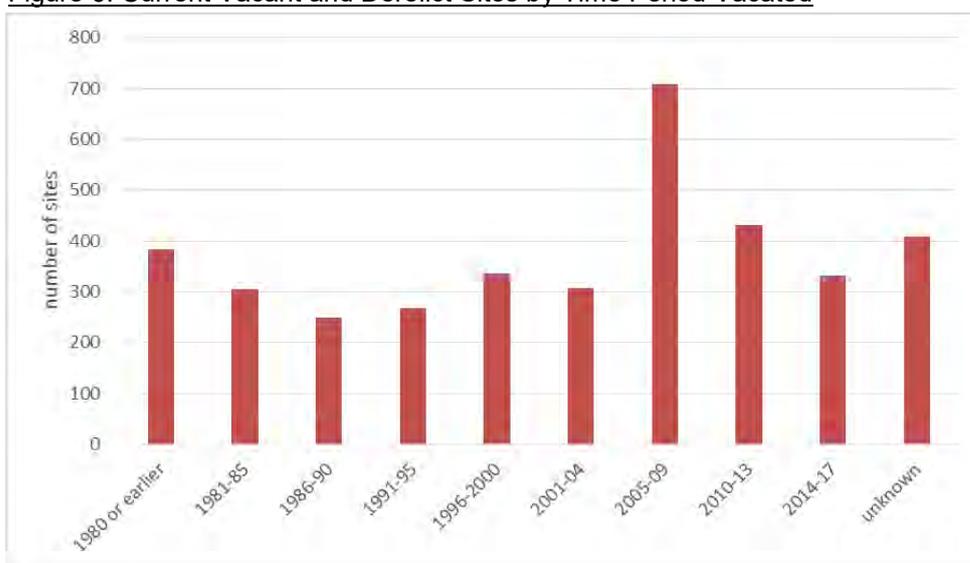
3.15 The average site size is 3.2 hectares (7.9 acres). This is skewed upwards by very large former mines, defence sites, ports, power stations, hospitals, bings and former heavy manufacturing facilities. The largest sixty-one sites fall into these categories and range from 25 – 500 hectares. The balance of 3,670 sites excluding those averages 1.77 hectares.

3.16 Notably, the median (mid-point) rather than mean site size²⁵ is a much smaller 0.12 hectares (0.3 acres). The prominence of high profile major ex-industrial sites could potentially be masking what is for most of Scotland is a fragmented and localised challenge. To illustrate this, a detailed site size chart is presented in Appendix 1. The chart uses 100 sizebands from 0.10 – 1.09 hectares up to 9.90 – 9.99 hectares, plus a final sizeband of 10.09 hectares or larger. The smallest sizebands on the appended chart each contain many hundreds of sites. The numbers fall as the sizebands increase, until single digit or zero counts are recorded closer to 10.0 hectares. There are 3,554 sites smaller than 10.0 hectares, representing 95.3% of all sites. It is also likely that there are many sites across the country smaller than the register’s minimum of 0.1 hectares (0.247 acres)²⁶.

Site Durations

3.17 The sites dataset confirms when each site was vacated. This is summarised by period on Figure 6.

Figure 6: Current Vacant and Derelict Sites by Time Period Vacated



Sources: SV&DLS 2017, Ryden; note that some periods are 5 years while others are 4 years

3.18 Sites on the first two columns and part of the third column on Figure 6 have been on the register for the full 31 years since the survey began in 1988. The survey report indicates that the mean percentage of land which has been on the register since before 1991 is 34%. The industrial recession of the 1980s is no longer evident by the volume of sites on the chart, but rather by the fact that these sites do persist on the register for decades, as an echo over time. The market crash of 2008 clearly had an impact in creating a spike of sites 2005-09. Vacant and derelict sites continue to be created. The average for the most recent 2014-17 column on Figure 6 is 83 new sites added each year.

²⁵ The median, 1866th site on the list is land to the rear of (the former) McTavish’s Kitchen, Fort William.

²⁶ 0.1 hectares is 1,000 sq.m. If regular-shaped and fully developable, a site of this size could accommodate a small commercial or industrial building of c.300-400 sq.m., or 1 to 3 houses or 10 flats, or a community project or pocket park, or contribute to a wider land assembly.

Development potential

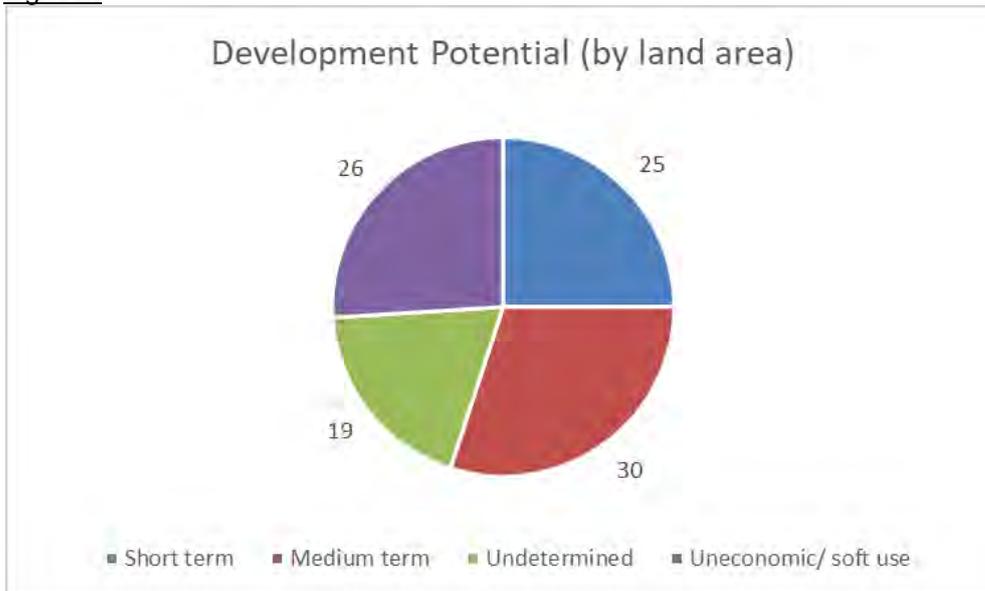
3.19 Local authorities responding to the vacant and derelict land survey provide a view on whether sites are expected to be developed:

- In the short term (within five years)
- In the medium term (five to ten years)
- Undetermined
- Uneconomic to develop / reclaim for a 'soft' end use

Consultation with the local authorities' survey working group and review of Scottish Government guidance suggests that these classifications are best estimates rather than based upon commitments.

3.20 Figure 7 indicates that just over half (55%) of currently vacant or derelict land is considered to be developable within ten years (ie. within either the short or the medium term). The balance (45%) is uneconomic, has a soft end use (ie. not development) or has undetermined potential.

Figure 7



Sources: SV&DLS 2017, Ryden

3.21 Development potential is considered by respondents to be higher for urban vacant land (82% short or medium term) than for derelict land. This is expected, as derelict land will require rehabilitation before re-use. Sites with short to medium term potential also tend to be smaller, averaging 2.6 hectares, while the 40% of sites with undetermined or uneconomic potential average 6.9 hectares. This highlights the differences between smaller, developable, often vacant urban sites, and larger, more problematic derelict sites, some of which are not in urban areas.

Ownership

3.22 The sites register provides information on the type(s) of owner for each individual site. Figures 8 and 9 summarise the current profile by numbers of sites and land area respectively.

Figure 8

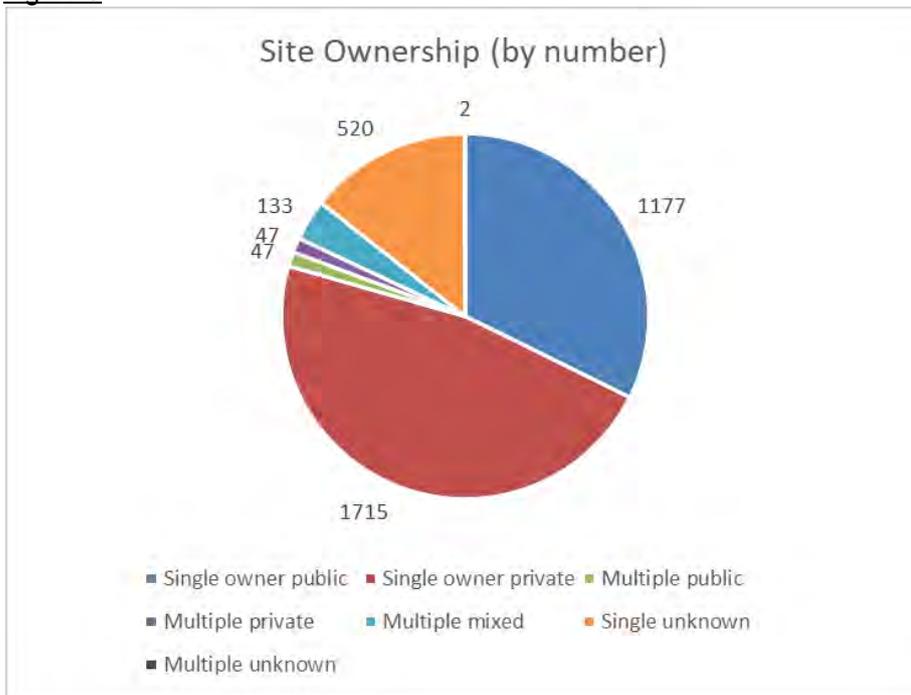
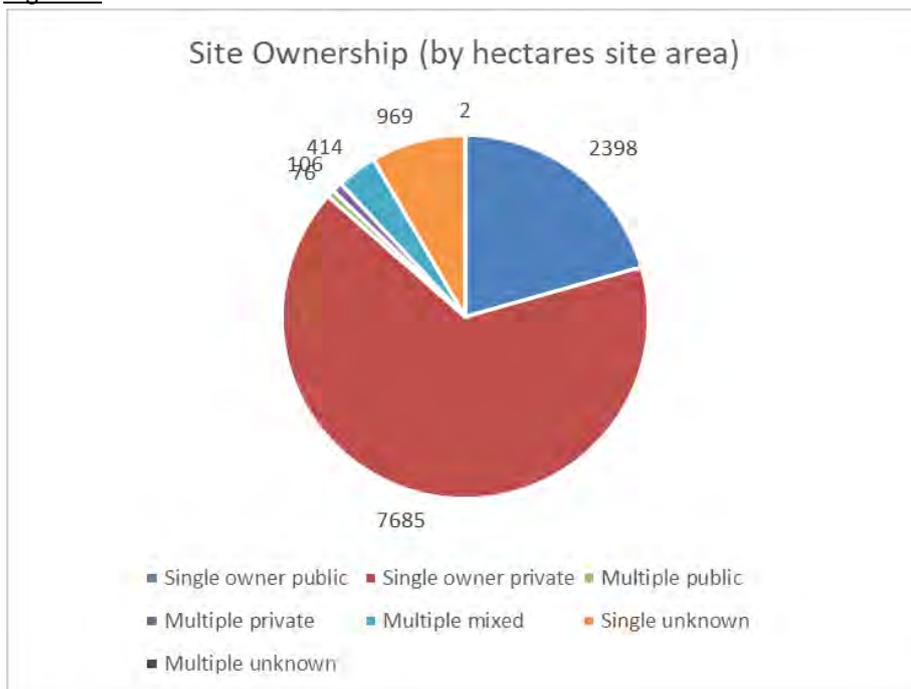


Figure 9



Sources: SV&DLS 2017, Ryden

- 3.23 The fact that 94% of sites are in single ownership should be a positive signal for the project, as it implies a degree of control rather than having to align multiple interests. However, wider requirements such as transport and infrastructure shared with other sites, or compliance with an area planning brief, or land assembly within a target area, may still apply to sites that are notionally under single control. Also, individual owners seeking to maximise the development value of their own site could work against wider needs or lead to long term non-development.
- 3.24 Vacant sites are equally likely to be publicly or privately owned (49% public, 45% private, 6% mixed). Derelict sites are dominated by private ownership in terms of area (79%) although less so by site numbers (54%), due to some very large derelict sites in non-public ownership. Public ownership could imply control over a site and thus its productive re-use; however public sector organisations may act in the same way as private owners in seeking best value (often highest price) for surplus sites²⁷. Private owners cover a broad spectrum of developers, owner-occupiers, former public bodies now privatised, and passive landowners. The ownership of 14% of all sites is listed as unknown.
- 3.25 Looking more closely at types of site ownership, the register provides further information on:
- 17 public sector categories, including Scottish Government, Health Boards and Local Authorities. Public sector on the register includes housing associations, although these are now classified as private sector bodies.
 - 10 private sector categories; however, most of those are former public sector including coal, steel, telecommunications, gas, railways and ports; in total there are 166 sites listed as being in private ownership which may have been privatised (or franchised). These account for 4.4% of sites and 22% of land on the register (skewed by large former minerals sites).
 - Other Private, listed separately from those former public sector organisations.
- 3.26 At least²⁸ 60% of sites and 66% of land is in current or former public sector (now privatised) ownership. The archetypal 'unwilling' private developer landowner, holding back the productive re-use of land through either abandonment or for hope value, may well exist, but does not account for the majority of vacant and derelict land.

²⁷ Disposal of surplus public sector land and buildings is governed by the Scottish Public Finance Manual, which does provide scope for best value to include non-monetary considerations.

²⁸ 'at least' because Other Private sites may have been acquired from the public sector at some point

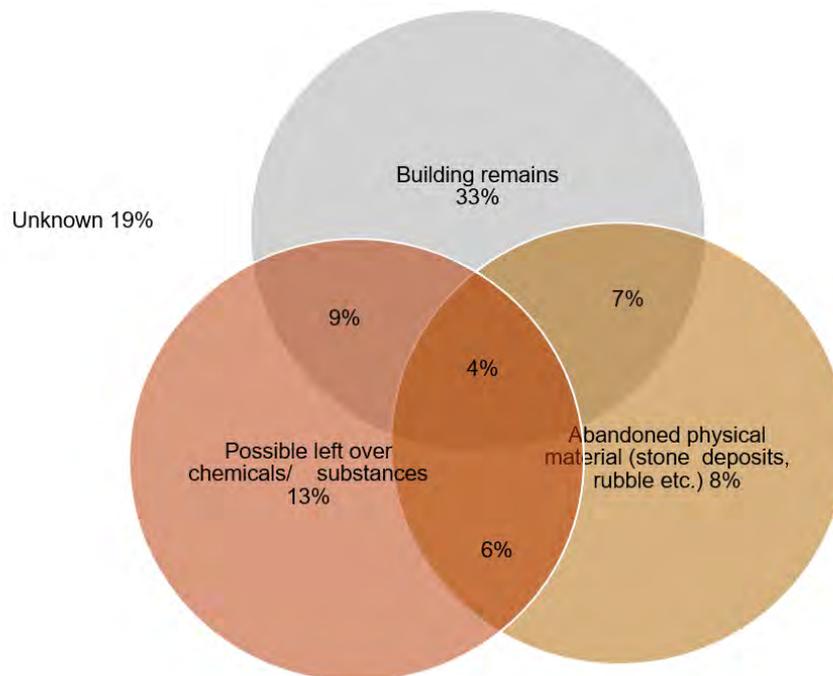
Categories of Site Dereliction

3.27 The Scottish Government's annual survey analyses site dereliction in three categories:

1. Building remains
2. Possible left over chemicals/ substances
3. Abandoned physical material (stone deposits, rubble, etc.)

A site may have more than one category of dereliction. Figure 10 analyses the 2017 survey and illustrates where derelict sites have one or more forms of dereliction (the middle 4% have all three forms of dereliction).

Figure 10: Forms of Site Dereliction (2017 survey)



Sources: V&DLS Survey 2017, adapted by Ryden

Just over half of derelict sites (54%) have only one form of dereliction, with building remains being the most common (33%). Approximately one-quarter (26%) have more than one category of dereliction, including 4% with all three types. A substantial 19% of sites have unknown types of dereliction. Although leftover buildings affect the largest number of sites, leftover chemicals/ substances affect a larger land area (not shown here). This will reflect the influence of larger, contaminated former industrial and minerals sites.

Sites Filtering

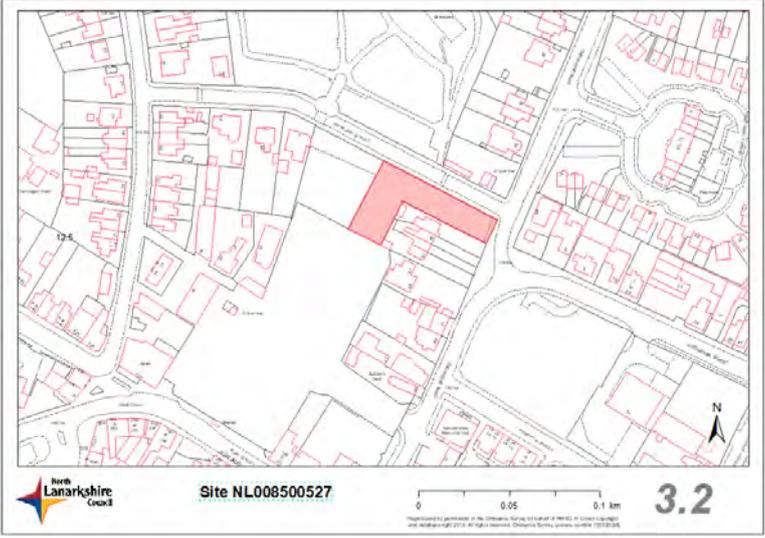
- 3.28 The analysis of the vacant and derelict sites portfolio presented above was discussed with the SLC, then by agreement was filtered using vacant/ derelict, duration vacant, location, size and ownership criteria. The intention of the filtering is to focus on a representative, transparent sample of sites, but with a focus on those which are:

Persistent and Problematic, but with Productive Potential (the 4 Ps).

Scotland's Most Average Vacant or Derelict Site

- 3.29 Using the filtering criteria, Scotland's most average vacant or derelict site is **South of Glenpark Street, Wishaw**, North Lanarkshire, a **0.18 hectare** (0.44 acre) former residential site in private ownership. Listed as having medium term development potential, the site is in data zone S01011401 (part of Wishaw North) which is ranked 1,915th of 6,976 in Scotland, with 1 being the most deprived.
- 3.30 Table 1 reviews this subject site. This aim is to understand what information is readily available to inform productive re-use, and any barriers to that. It is not a formal site assessment. The assessment is desk-top only using publicly-available information and was used to develop the approach used to assess the sample of sites in the next section. Table 1 is split into site, infrastructure (including services, engineering or remediation), planning and market (land and property) sections:-
- 3.30.1 The first barrier is the fragmentation of information. The (current) lack of a base map which can be related to the development plan and act as a portal to other data sources limits the use of the register. The information in Table 1 was pieced together without a common reference, using the site data on the register, its supporting OS dot/hatched maps, the Local Development Plan, Council planning portal, housing land audit and additional online mapping. A current project by the Scottish Government, Improvement Service and local authorities to use shapefiles in a map-based system parallel to the existing register will assist with defining and assessing individual sites.
- 3.30.2 From Table 1, it becomes clear that the small subject site forms part of a larger opportunity. The three sites are each listed separately in the vacant and derelict land spreadsheet. Their relationship only becomes apparent when searching the supporting maps.
- 3.30.3 The Wishaw site characterises a particular situation in Scotland's towns. It is neither a large former industrial site, nor a small community site, but a persistent urban gap site which has been vacant for many years and has failed to gain traction to secure a productive re-use.

Table 1: Site(s) at Glenpark Street, Wishaw

<p>Site</p>	<p>The street name, grid reference, land area and type of ownership are provided in the spreadsheet which accompanies the Vacant and Derelict Land Survey report.</p> <p>A map extract from the files accompanying the survey is shown. The subject site is 0.18 hectares. Plots 31, 55 and 264 scale to c.1 hectare. The register was inspected using street names, as the site numbers are not used. The sites are:</p> <ul style="list-style-type: none"> • The former Tesco site of 0.86 hectares. From the site size and Main Street frontage, this is plot 264. The site is in private ownership, has been vacant since 2009, and is developable in the short term. • Housing Site NLMW0775, Glenpark Street, 0.14 hectares, privately owned, vacant since 1986-90, formerly in manufacturing use with medium term development potential. Site reference NLMW0775 in North Lanarkshire Council's 2017 Housing Land Audit is a site of 0.16 hectares, east of 9 Glenpark Street, owned by a private individual with capacity for 5 houses. This is plot 31 which is now under construction for two detached houses (application 16/01403/FUL) and will be removed from the 2019 vacant and derelict land survey. • The subject site is therefore the irregularly shaped plot 55: <p style="text-align: center;">Photo of plot 55</p>  <p style="text-align: center;">Location plan of plot 55</p> 
<p>Infrastructure/ Regulatory</p>	<p>There are no obvious development constraints or barriers.</p> <p>Access looks to be available, but will depend on juxtaposition of adjacent land uses and access points.</p> <p>There are no undermining/ground condition issues recorded in the planning history on the Council portal.</p> <p>The register does not state what the nature of site dereliction is. All three plots on the map extract above are derelict, not simply vacant or vacant with buildings, so there may be unknown abnormal site conditions. One means of checking this could be via the previous planning consents, below.</p>

<p>Planning</p>	<p>The lack of a defined site 'red line' in the vacant and derelict land survey register hampered an initial review of the site, as that would be the point of reference in understanding the site boundaries and any potential constraints and opportunities. The site plan above is not part of the vacant and derelict land survey and was provided separately by North Lanarkshire Council.</p> <p>The 2012 North Lanarkshire Local Plan is currently being updated. As a broad guide, the site's location could be suitable in principle for a range of uses which are noted below under the market comments.</p> <p>There have been multiple planning applications on this cluster of sites:</p> <ul style="list-style-type: none"> • 2008: application for 64 flats (32 social, 32 for first-time buyers) across the whole site, refused by the local planning authority but granted on appeal to the Scottish Government • Approval in December 2013 for 21 dwellings and a 62-bed care home across the whole (three) site(s) • Approval in February 2015 for 20 short stay sheltered nursing units, for the former Tesco site 264 only • Approval in December 2017 for 2 detached dwellings on the allocated housing site 31 <p>The modified proposed LDP identified site 55 and the larger former Tesco site as an existing housing site to reflect the 2013 planning permission (albeit this has now lapsed). Site 55 which is now being developed was the northern access into the larger cluster of sites for this lapsed proposal.</p> <p>The area is also part of the Town and Large Centre identified as Wishaw in the Plan's placemaking policy where a range of uses would be acceptable subject to assessment thresholds set out in the accompanying Amount of Development Policy.</p>
<p>Market</p>	<p>The location between the town centre and Belhaven park could be appropriate for retail, leisure, business or residential (affordable, private, care) uses.</p> <p>Delivery of development would depend upon on market interest and value. Ryden suggests this should be a short term (1-5 years) opportunity. The site is rated in the register as having medium term (5-10 years) potential.</p>  <p>Ownership and control of the two remaining individual sites would need to be clarified to assess potential.</p>

3.30.4 In terms of productive potential for the three conjoined sites in Table 2:

- Infrastructure is not obviously a barrier (subject to investigations and confirmation of any conditions on previous planning consents).
- Planning policy should not be a barrier to a productive re-use or mix of uses. The site has had a number of planning consents in recent years.
- Ownership and market potential may be barriers given the number of attempts to develop the site(s). The proposed developer reportedly sold the former Tesco site to Wishaw and District Housing Association in 2010 after public funding was withdrawn. The register currently identifies ownership as private, but does not name the owner²⁹.

²⁹ Housing Associations were classified by the Office for National Statistics as public sector bodies in 2015, then reclassified as private organisations in 2017. This does not help to confirm whether the local housing association still owns the site.

- 3.31 In summary, the site forms part of a wider redevelopment opportunity which blights Wishaw town centre. These sites could be productively re-used in a coordinated manner with environmental, social and economic benefits. A number of beneficial proposals have been made since 2008, but none has progressed. There are no obvious infrastructure or planning barriers, but the site is yet to deliver any of a number of variant proposals.
- 3.32 The best sources to fully understand the barriers to delivery would be the site promoter(s)/ owner(s) and the local planning authority. This report has deliberately not made contact with those parties. The aim here is to understand what can be readily assessed and enhanced from available information.

4.0 Sixty Sites Assessment

4.1 The filters set out in Section 3 were used to identify a sample of 60 sites (see Appendix 2):

Table 2: 42 Derelict Sites

1.	Borrowmeadow Farm, Stirling, 33.8 hectares.
2.	Lochshore North, Glengarnock, North Ayrshire 29.71 ha.
3.	Kilbagie, Clackmannanshire, 19.26 ha.
4.	(former) Armitage Shanks, Barrhead, East Renfrewshire, 14.67 ha.
5.	(former) East Fortune Hospital, East Lothian, 13.87 ha.
6.	NACCO, Portland Road, Irvine, North Ayrshire, 12.58 ha.
7.	South of 6 Vaila Place, Glasgow, 9.91 ha.
8.	Monument Crescent, Prestwick, South Ayrshire, 9.01 ha.
9.	Westerhill Road, Bishopbriggs, East Dunbartonshire, 6.88 ha.
10.	Etna Road, Falkirk, 5.06 ha.
11.	Prinlaw Mills, Leslie, Fife, 4.25 ha.
12.	Cults Hill, by Pitlessie, Fife, 4.02 ha.
13.	Heatheryford Gardens, Plains, North Lanarkshire, 3.52 ha.
14.	Glaitness Road, St Ola, Orkney Islands, 3.47 ha.
15.	East Stevenston, North Ayrshire, 3.38 ha.
16.	Inches Road, Ardrossan, North Ayrshire, 3.31 ha.
17.	(former) Thermalite Works, Ferry Road, South Alloa, Falkirk, 3.09 ha.
18.	West Park Drive, New Cumnock, East Ayrshire, 2.83 ha.
19.	Southcroft Road, Rutherglen, South Lanarkshire, 2.83 ha.
20.	Burntisland Docks, Fife, 2.31 ha.
21.	Old Works, Ben Nevis Industrial Estate, Fort William, Highland, 2.26 ha.
22.	Ex Gasholder, Armadale, West Lothian, 2.13 ha.
23.	Former Gartloch Distillery, Chryston, North Lanarkshire, 1.98 ha.
24.	Greenlaw Farm, Greenlaw Hill, Carnoustie, Angus, 1.5 ha.
25.	West of Dee Street, Glasgow, 1.46 ha.
26.	Former Urray House, Great North Road, Muir of Ord, Highland, 0.82 ha.
27.	Site 4, Fullarton Drive/ Clydesmill Road, Glasgow, 0.74 ha.
28.	Gasworks Site, Mansefield Road, Hawick, Scottish Borders, 0.73 ha.
29.	Land behind the Coachmans, Belmont Road, Stranraer, Dumfries & Galloway, 0.66 ha.
30.	Site 1, Cunninghame Road, Farme Cross, South Lanarkshire, 0.63 ha.
31.	Old Ruins, Kinlochbervie, Highland, 0.51 ha.
32.	Ground at Monikie, Angus, 0.5 ha.
33.	Whitehill Industrial Estate, Glenrothes, Fife, 0.36 ha.
34.	Former Pentland Autos Site, George Street / Robert Street, Wick, Highland, 0.32 ha.
35.	Former Fish Works, Palmerston Road, Aberdeen, 0.29 ha.
36.	195 Victoria Road/ Butterbiggins Road, Glasgow, 0.26 ha.
37.	Land to the rear of Babylon Road, Orbiston, Bellshill, 0.21 ha.
38.	South of Glenpark Street, Wishaw, North Lanarkshire, 0.18 ha. (example of 'most average' site used in Section 3).
39.	Newarthill Road, Carfin, North Lanarkshire, 0.17 ha.
40.	The Anna, Pleasance/ Bridge Street, Jedburgh, Scottish Borders, 0.17 ha.
41.	Providence Brae, Bo'ness, Falkirk, 0.14 ha.
42.	St Johns Church Piedmont Street, Girvan, South Ayrshire, 0.1 ha.

Table 3: 18 Vacant Sites

43. Greendykes Road 2, Edinburgh, 6.68 ha
44. Ayrshire Central Hospital, Castlepark, Irvine, 5.88 ha.
45. Darnley Mains, Glasgow, 5.68 ha.
46. Meat Market (N), Belgrove Street/ Duke Street, Glasgow, 2.76 ha.
47. Kelburn Terrace, Kelburn, Port Glasgow, Inverclyde, 1.48 ha.
48. Clepington Road, Dundee, 1.42 ha.
49. Muirston, Meadowside, Beith, North Ayrshire, 1.17 ha.
50. Former primary school, Inverurie Road/ Howes Road, Dyce, Aberdeen, 0.94 ha. (<i>vacant land and buildings</i>)
51. Former playing field, Plains, North Lanarkshire, 0.87 ha.
52. Railway sidings, Normand Road, Dysart, Fife, 0.67 ha.
53. Former nursery, Oscar Road, Torry, Aberdeen, 0.53 ha.
54. Kildermorie Road, M8/ Westerhouse Road, Glasgow, 0.45 ha.
55. Deport, Carsphairn Road, Dalmellington, East Ayrshire, 0.4 ha.
56. Abandoned Compound – West, Unthank Road, Bellshill, North Lanarkshire, 0.36 ha.
57. Corsehill, Kilwinning, North Ayrshire, 0.35 ha.
58. North of St James Road at Castle Street, Glasgow, 0.32 ha.
59. Craigowan Road, Dundee, 0.17 ha.
60. Pearl Street ex-Fire Station, Callendar, Loch Lomond & The Trossachs, 0.1 ha.

- 4.2 The original extract from the vacant and derelict land survey for each site is included below the sites table in Appendix 2, in order to demonstrate the baseline in information provided in the register. Sites are presented as derelict, or vacant (including one which is vacant with buildings), then in size order. Sites are numbered 1-60 for this report and the numbering does not relate to the original sites register.
- 4.3 The sixty sites account for 1.6% of the register by number, and 2.0% by land area (234 hectares). The mean site size of 3.9 hectares in the sample compares with 3.2 hectares for the full 2017 survey.
- 4.4 Figure 11 provides a map of the site locations across Scotland. The expected concentration of vacant and derelict sites in West Central Scotland can clearly be seen. The colour-coding relates to site sizes:

Red flag = large site of 10 hectares or above

Yellow flag = medium site of 2-10 hectares

Blue flag = small site of less than 2 hectares

- 4.5 Identifying the sites is not straightforward. The references numbers in the register do not always match the supporting maps. The maps typically provide dots or shading, sometimes covering contiguous sites, and in 2017 provided no boundary plans, although this is currently being addressed by the Scottish Government and contributing local authorities using shapefiles³⁰. There are no cross-references to local development plans or planning portals. Multiple additional searches were required beyond the register data to definitively identify sites.

³⁰ The Improvement Service separately publishes SVDLS shapefile data (which requires an authentication key to access).

Figure 11: Locations of 60-sites sample



Sources: google / Ryden

- 4.6 As with the Wishaw example in Section 3, the appended assessments are not formal sites appraisals. They are screening reviews to inform an initial judgement of productive potential, and any immediate barriers to that re-use. The assessments have however benefited from expert input from Scottish Natural Heritage, SEPA, the Scottish Government (for supplementary data not published on the sites register) and local authorities against their contaminated land registers. **These views were provided in response to research requests by Ryden and are not warranted as factual statements for sites.** Ryden's teams identified and reviewed the sites, conducted planning and market reviews, and layered-in the third party information and additional data such as SIMDs, buildings at risk and listed buildings, all as shown in Appendix 2. No physical surveys, appraisals or consultations were undertaken and site owners were not contacted. The purpose of the site assessments is to **characterise the barriers and potential of the vacant and derelict sites and land survey.**
- 4.7 Table 4 overleaf (view at A3 / 200%) summarises the site assessments in Appendix 2. The "barriers" may lead to a site being **persistent and problematic**. The "potential" columns are the assessed opportunity for **productive re-use**. The main characteristics of the 60 sites in the sample are:
- 4.7.1 As set out in Tables 2 and 3, 42 sites (70%) are **derelict** while 18 sites (30%) are **vacant**.
- 4.7.2 Twenty (33%) of the sites are in public **ownership**, 33 sites (55%) are in private ownership and the ownership of the remaining 7 sites (12%) is unknown.
- 4.7.3 The 60-sites extract from the register at the end of Appendix 2 includes the period when each site was **vacated**. The unweighted mean is around 1990, ie. nearly 30 years ago (an exact mean cannot be calculated to the "pre-1980" sites). By decade, sites in the sample were vacated:
- 10 before 1980
 - 15 during the 1980s
 - 11 during the 1990s
 - 12 during the 2000s
 - 6 during the 2010s to date
 - 6 at unknown dates
- 4.7.4 The first potential barrier listed is **infrastructure**. Infrastructure comes in multiple forms, including sites services such as roads and utilities, strategic infrastructure such as roads networks and area-wide water/ drainage, community facilities such as schools (for housing sites) and environmental infrastructure such as SUDS. A full infrastructure assessment for a site is an extensive process via a range of agencies. Many urban sites will have been previously developed or in planned expansion areas, and may thus be partially serviced, but many will also require further investment in servicing, re-servicing or offsite infrastructure contributions to allow productive re-use. The site assessments leave infrastructure to be confirmed at a later stage.

Table 4: 60-sites sample assessments (see Appendix 2 for further sites information)

SITES	BARRIERS						POTENTIAL					
	Infrastructure			Flood Risk	Planning		Deprivation	Market				
Site Name	Infrastructure	Dereliction Type	Natural Heritage		Planning Policy	Listed or @risk		Housing (private)	Housing (social)	Commercial	Employment	Community
<i>Derelict Sites</i>												
1 Borrowmeadow Farm, Stirling		2										
2 Lochshore North, Glengarnock		unknown										
3 Kilbagie, Clackmannanshire		1,2,3										mainly farm
4 Former Armitage Shanks, Barrhead		2,3										
5 East Fortune Hospital, East Lothian		1										
6 NACCO, Irvine		2										
7 South of 6 Vailla Place, Glasgow		2,3										
8 Monument Crescent, Prestwick		unknown										
9 Former Oil Terminal, Bishopbriggs		unknown										
10 Etna Road, Falkirk		unknown										-
11 Prinlaw Mills, Leslie, Fife		1										
12 Former Limeworks, Cults Hill, Fife		1,2,3										
13 Heatheryford Gardens, Plains		1,3										
14 Glaitness Road, St Ola, Orkney		unknown										
15 East Stevenston, Stevenston		unknown										
16 Inches Road, Ardrossan		unknown										
17 Thermalite Works, Ferry Road, South Alloa		unknown										
18 West Park Drive, New Cumnock		3										
19 Southcroft Road, Rutherglen		2										
20 Burntisland Docks		3										
21 Old Works, Ben Nevis IE, Fort William		1,2										
22 Ex Gasholder, Armadale		unknown										
23 Former Gartloch Distillery, Chryston		1,3										
24 Greenlaw Farm, Carnoustie		1										
25 West of Dee Street, Glasgow		2										
26 Former Urray House, Muir of Ord, Highland		n/a	n/a	n/a	n/a	n/a						n/a
27 Site 4, Fullarton Dr/Clydesmill Rd, Glasgow		2,3										
28 Gasworks Site, Mansfield Road, Hawick		1,2										
29 Land @ Coachmans, Belmont Rd, Stranraer		2										
30 Site 1, Cunninghame Road, Farme Cross		2										
31 Old Ruins, Kinlochbervie, Highland		unknown										
32 Ground at former B.R. Monikie, Angus		2,3										
33 Whitehill Industrial Estate 3, Glenrothes		1										
34 Former Pentland Autos, Wick, Highland		1										
35 Former Fish Works, Palmerston Rd, Aberdeen		1,3										
36 195 Victoria Rd/Butterbiggins Road, Glasgow		n/a	n/a	n/a	n/a	n/a						n/a
37 Land @ Babylon Road, Orbiston, Bellshill		1										n/a
38 South of Glenpark Street, Wishaw		2										
39 NE of 117 Newarthill Rd, Carfin, Motherwell		1										
40 The Anna, Pleasance/ Bridge St, Jedburgh		2										
41 Providence Brae, Bo'ness		unknown										
42 St Johns Church, Piedmont St, Girvan		1										
<i>Vacant Sites</i>												
43 Greendykes Road 2, Edinburgh												
44 Ayrshire Central Hospital, Irvine												
45 Darnley Mains, Glasgow												
46 Meat Market(N), Belgrove St/ Duke St, Glasgow												
47 Kelburn Terrace, Kelburn, Port Glasgow												
48 Clepington Road, Dundee												
49 Muirston, Meadowsides, Beith												
50 Former Bucksburn Primary School, Dyce												
51 Former St David's School Playing Field, Plains												
52 Railway Sidings, Normand Road, Dysart, Fife												
53 Former Torry Nursery, Oscar Road, Aberdeen												n/a
54 Kildermorie Rd, M8/Westerhouse Rd, Glasgow												
55 Depot, Carsphairn Road, Dalmellington												
56 Abandoned Compound(W), Unthank Rd, Bellshill												
57 Corsehill, Kilwinning												
58 North of St James Rd at Castle St, Glasgow												n/a
59 Craigowan Road, Dundee												
60 Pearl Street ex-Fife Station, Callendar												

NOTES

blank cell = unconfirmed at this stage

RAG ratings for barriers:

red signals significant challenges

amber signals some challenges

green signals limited known challenges

(this is the opposite to market potential opposite, where "green is good")

Categories of dereliction (1, 2, 3) are as noted in the main report, or are unknown

All dereliction is classed as red, pending further investigations, costings and remediation solutions

Natural designations affecting or in proximity to a site are shown as amber

For flood risk red= whole site affected, amber = part of site affected, green = site not affected

RAG ratings for market potential:

Green = prime market, demand anticipated, development potentially viable

Amber = 2ndary, 2ndhand market, development not viable (unless prelet/sold)

Red = regeneration market, may be demand but requires financial intervention

Blank = no appropriate land use

n/a = not applicable, for example site is already committed to a use or developed

4.7.5 The second potential barrier is the **nature of site dereliction** (for the 42 derelict sites only). Inspection of detailed data provided by the Scottish Government for these sites indicates:

- 11 of the 42 sites have the characteristics of their dereliction listed as Unknown/Not Applicable
- 8 sites have Category 1 dereliction only (leftover buildings in or on the land)
- 9 sites have Category 2 dereliction only (the presence of chemicals or other substances/elements)
- Abandoned physical material (rubble etc, Category 3) only affects 2 sites
- Notably, 11 sites have multiple forms of dereliction (4 sites have Categories 2 and 3; 3 sites have Categories 1 and 3; 2 sites have categories 1 and 2; while 2 sites have all three Categories).

This is a significantly challenged set of derelict sites. Less than half have a single form of dereliction (and a notable number of those have chemicals or other substances, which can be a major challenge). Just over one-quarter have multiple forms of dereliction and a further quarter are have unspecified dereliction. Generally speaking, this portfolio of sites is likely to have significant barriers to re-use in terms of full information, costings and remediation solutions.

4.7.6 The Scottish Environmental Protection Agency (SEPA) reviewed the 60-sites sample and provided a suite of datasets. These are also incorporated into Appendix 2 and Table 4. Across the sites sample:

- Only 4 sites are within 250 metres of protected RAMSAR³¹ wetland areas.
- Likewise 4 sites are within 250 metres of Special Protection Areas³² (SPAs, protected for rare or vulnerable species of birds).
- Also 4 sites are within 250 metres of a Special Area of Conservation³³ (SAC, designated under the Habitats Directive).
- 7 sites are within 250 metres of protected Sites of Special Scientific Interest³⁴.

These 19 **natural heritage** designations affect only 10 of the 60 sites. This is because some such as Burntisland Docks and the Former Themalite Works in South Alloa are within 250 metres of more than one protected area.

- Also using a search radius of 250 metres, SEPA identified **water bodies**. In total 57 of the 60 sites are in proximity to ground water, rivers or lochs. SEPA provided further information on the names,

³¹ <https://www.ramsar.org/about-the-ramsar-convention>

³² <https://www.nature.scot/professional-advice/safeguarding-protected-areas-and-species/protected-areas/international-designations/natura-sites/special-protection-areas-spas>

³³ <https://www.nature.scot/professional-advice/safeguarding-protected-areas-and-species/protected-areas/international-designations/natura-sites/special-areas-conservation-sacs>

³⁴ <https://www.nature.scot/professional-advice/safeguarding-protected-areas-and-species/protected-areas/national-designations/sites-special-scientific-interest>

classifications, pressures affecting and ecological potential of each water body, while noting that 250 metres proximity may mean that a water body may not be particularly close to a site.

- A significant number of the 60 sites are confirmed as being affected by **flood risk**. Three sites are fully within 1-in-200 years flood risk zones and are therefore classified as having medium to high risk of flooding; these are the former Thermalite works South Alloa, former Hawick Gasworks and The Anna Jedburgh. One site (Prinlaw Mills Leslie) has a large area within a 1-in-200 years flood risk zone. A further 11 sites have small areas or parts of the sites in such a zone, while a further 5 sites are not in a flood risk zone but have water bodies or known surface water runoff issues to consider. Thus 20 (one-third) of the sites in the 60-site sample have flood risk issues to consider or mitigate, while some other sites where information was not available may also have flood risks.
- **Contaminated land** was reviewed in three ways: the register dereliction category of 'leftover chemicals/ substances' - which includes non-contaminants - applies to 16 sites (Table 4); while SEPA has had contact with local authorities or has knowledge of 8 sites; and local authority contaminated land registers (where available) yielded 2 sites. The sources agree on some sites but are not consistent regarding others - for example two sites that are vacant rather than derelict have been subject to discussions with SEPA, and one of those is also on the local authority's contaminated land register. Due to the inconsistency of sources it has not been possible to add a yes/no contamination field to Table 4. Comments on each site are provided in Appendix 2.

- 4.7.7 Reviews of **planning policy** indicate that 37 sites (62%) have a specific development plan status, ie. they are allocated for a land use (these are classed as **green**). A further 17 (28%) are in areas where planning policy would consider appropriate development (**amber**). The balance of 6 sites (10%) are in locations where development would be resisted (**red**). The large majority (90%) of vacant and derelict sites in the sample are thus recognised by the planning system as suitable for development. Those rated as red for planning tend to be derelict former industry in locations that are not sustainable for new development (but of course may be suitable for greening / low impact uses). The notion that 'planning' is a barrier to re-use of vacant and derelict sites is challenged by this evidence. That perception may relate to securing a different, more profitable land use, and to regulatory or other burdens, rather than the planning system objecting to the principle of development.
- 4.7.8 The **large majority of sites are not marketed**. Some sites are actively being progressed for a new land use; some are committed/ reserved for re-use but are not yet being progressed; while others may not be in any condition or in a market area to merit the effort of marketing, or have not been considered by their owners for marketing.
- 4.7.9 **Listed Buildings and/or Buildings at Risk** are also noted here as a planning barrier. These would require re-use or redevelopment solutions, potentially presenting a complication and cost in comparison with a cleared vacant site. Building remains also formed part of the classification of types of dereliction, above. Few of the 60 sites have listed buildings or buildings at risk. Those that do are rated amber (6 sites, minor buildings or adjacency to listed buildings) or red (2 sites, Ayrshire Central Hospital and East Fortune Hospital) where significant structures are present on site.

4.7.10 **Deprivation** is included here as a barrier. Deprived areas are likely to have weaker economic demand for land use (and possibly also stigma / blight hampering investment prospects). Each site in the sample has been mapped on the **SIMD** and allocated its rank and decile:

- 32 sites are in the most deprived SIMD deciles of 1-4
- 24 are in deciles 5-7
- 4 are in deciles 8-10

The relationship between vacant & derelict sites and deprivation emerges strongly in the sample³⁵.

4.7.11 Each of the sites has been rated by Ryden's land and property agents (for **market potential**. A **red** (limited regeneration market requiring intervention), **amber** (market demand but viability challenging) or **green** (viable development market) assessment is used. Four³⁶ broad market sectors are assessed:

- Housing (private / market)
- Housing (social)
- Commercial (retail, leisure)
- Employment (industrial, offices)

4.7.12 Housing is the land use with most potential across the 60 sites. Private housing is generally the most financially attractive land use market, and in terms of affordable housing is backed by the Scottish Government's commitment to 50,000 new affordable homes over five years. Of the sites potentially available for development, only 12 *do not* have any housing potential across all tenures. It is important to note that market potential is assessed here separately from barriers - for example infrastructure and remediation requirements may be barriers at a given site, even where market potential is noted.

4.7.13 Commercial potential is less common (14 sites). Employment potential is noted at 19 sites, reflecting the fact that many of the sites were formerly in industrial use. Commercial and employment uses are smaller markets, are more locationally selective, and outside of city centres may not be financially viable unless built for an occupier. Thus these appear less in the potential site uses list than housing.

4.7.14 Sites are also rated for **green infrastructure potential**. This exercise was undertaken by Scottish Natural Heritage (SNH). Notably, green infrastructure potential is observed at 40 of the 60 sites (35 green and 5 amber). In some cases it is the whole site that offers greening potential, but for many a compatibility alongside appropriate development could be sought to deliver productive re-use.

³⁵ Using a Chi-Squared test of significance there is less than a 1 in 1000 chance that this is a random finding.

³⁶ A blank cell is left for the community's view of each site's potential, as it was not possible to garner those views using this desktop assessment methodology. It is nonetheless an important part of the sites assessment method.

- 4.7.15 It is important to note that a 'green' rating for any measure does not imply that a site has no further challenges, simply that the assessments have not picked up any abnormal impediments to their re-use. Sites may still face the same planning consent, infrastructure, design and viability challenges that many non-derelict sites must confront. Taken together, though, the Table 4 assessments provide a broad lens through which vacant and derelict site barriers and re-use potential can be viewed.
- 4.8 Beyond these summary characteristics, the most striking feature of the sample is how the sites tend to fit within **archetypes** that share common features due to their locations and/or former uses:

Peripheral Ex-Productive Sites (Archetype 1)

- 4.8.1 Many of the sites are former industrial facilities on the **periphery of typical Scottish towns (Archetype 1)**. These include Glengarnock (site 2), Barrhead (site 4), Irvine (site 6), East Stevenston (site 15), Ardrossan (site 16) and New Cumnock (site 18). In addition to being on the urban edge, these sites can be disproportionate to local market potential in terms of scale and financial value. Traditional industry tended to be land-hungry, and has left a legacy of large-scale challenges. For some large peripheral sites where their legacy use is long gone and market potential is weak, the wait for development demand may be questionable. The persistence of some former industrial sites may be both a cause, and an effect, of economic decline.

(Inner) Urban Ex-Industry (Archetype 2)

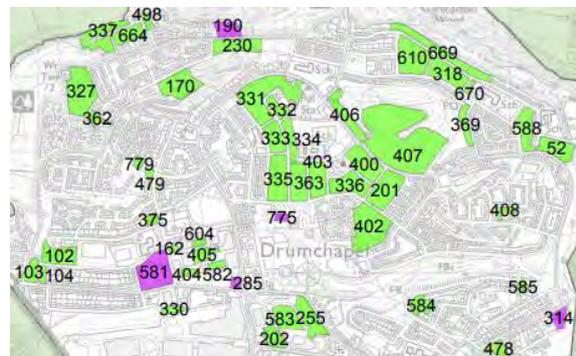
- 4.8.2 Moving into towns and cities, **Archetype 2 is (Inner) Urban Ex-Industry**. These may be long-gone industrial uses such as Vaila Place, Glasgow (site 7) or Providence Brae, Bo'ness (site 41); more typically however they are in urban industrial estates which have contracted, for example in Rutherglen (sites 19 and 30), Glasgow (site 27) and Bellshill (site 50). Some traditional industrial estates have diversified into trades counters, car showrooms and other commercial uses, but many others still have vacant and derelict sites of these types, forming part of the employment land supply.

Former Community Uses and Public Infrastructure (Archetype 3)

- 4.8.3 **Archetype 3 is Former Community Uses and Public Infrastructure**. As the methodology develops, it may be that these become two distinct archetypes. Former community uses include churches (site 42, Girvan), healthcare (site 44, Irvine), education (site 50 Dyce and 51 Plains). Former public infrastructure (some now privatised) sites include an oil depot (site 9, Bishopbriggs), gasholders (site 22, Armadale and 28, Hawick) and railway (site 32 Monikie and 52 Dysart; also site 25, Glasgow – see Archetype 8). Rationalising and modernising community and public infrastructure continually adds to the vacant and derelict land register. Ongoing public sector activity such as schools programmes, remaining NHS estates investments and depots rationalisations will yield further sites. Where these have an agreed medium term future, they may be better suited to Archetype 8 (below.)

Housing Regeneration Sites (Archetype 4)

4.8.4 **Housing Regeneration Sites are Archetype 4.** Sites in the sample include Plains (site 13), Carfin (site 39), Edinburgh (site 43) and Easterhouse in Glasgow (site 54). Housing regeneration areas shows the scale of this challenge; Drumchapel in Glasgow (pictured) is peppered with around fifty sites, nearly all vacant rather than derelict. Drumchapel has a current resident population of around 13,000, against a design population of 30,000. Many housing regeneration areas have similar challenges, although usually on a smaller scale. Housing regeneration sites are though a well-recognised challenge and many such as Edinburgh's 21st Century Homes (4 former Council housing estates) and Glasgow's Transformational Regeneration Areas (8 estates) are already being addressed. Other areas and sites with active regeneration programmes may require fresh approaches.



Town Centre Gap Sites (Archetype 5)

4.8.5 The Wishaw site identified earlier as Scotland's most average site raised the expectation that **Town Centre Gap Sites (Archetype 5)** might feature strongly in the sample. However, only sites in Jedburgh (site 40) and Callendar (site 60) were added. There are probably two reasons for this: first, the filtering was skewed away from smaller vacant sites, which may be more common in town centres; and secondly, rising property vacancies in traditional town centres may not yet have led to large number of vacant and derelict sites. Town centre gap sites may be an increasing blight, yet are in the right locations for productive development, community or other re-use.

4.8.6 The final three archetypes are those that potentially may not be priorities. These are:

- **Leftover Land (Archetype 6)** is where previous infrastructure and / or buildings has left what are effectively not development plots (although they might form part of a green network). Examples are noted in Kinlochbervie (site 31), Bellshill (site 37), Glasgow (site 58, although it has a current use) and Dundee (site 59). West of Dee Street in Glasgow (site 10) also initially appears to fall into the leftover land category, but upon closer review is a protected transport corridor.
- Some sites are **Extra-Urban and Specialist Former Land Uses (Archetype 7)**. These are typically large, historic, specific land uses in the countryside which are not part of any existing or proposed settlement. Examples such as East Fortune (site 5), Pitlessie (site 12), St Ola (site 14) and Chryston (site 23) were once active. However, such sites may no longer be in preferred, sustainable areas for new activity, unless it is low intensity amenity land or suitable energy production (for example). They are simply legacies of former land uses.

- Finally, **Archetype 8 is Committed or Reserved Sites**. An annual survey will always identify some sites which are close to re-use. Archetype 8 is sites that are not yet re-used, but are nonetheless prioritised for a defined purpose. These include Falkirk (site 10, consented for housing) and West of Dee Street, Glasgow (site 25, reserved for road infrastructure). Sites such as Meat Market (N) in Glasgow (site 46, a City Region Deal project) are in active investment programmes. Such sites are not necessarily 'solved', as in some instances the Task Force might bring further focus, but the archetype seeks to recognise that the sites are already prioritised.

The dynamic nature of the vacant and derelict land register was highlighted during final site checking with local authorities, which confirmed that site 37 (Bellshill) is now re-used as open space and site 60 (Callendar) is now being developed for social housing.

These three archetypes are described as "remaindered".

4.9 The sixty sites are grouped by archetype in Tables 5 and 6.

Table 5: Archetypes and Sites Selected *Sites in italics are allocated to the closest match*

1. Peripheral Ex-Productive Sites	2. (Inner) Urban Ex-Industry	3. Former Community Uses and Public Infrastructure	4. Housing Regeneration Sites	5. Town Centre Gap Sites
1. <i>Borrowmeadow Farm, Stirling (not strictly industrial)</i>	7. Vaila Place, Glasgow	9. Westerhill Bishopbriggs	13. Heatheryford Gardens, Plains	38. Wishaw Main Street
2. Lochshore, Glengarnock	19. Southcroft Road, Rutherglen	22. Ex-Gasholder, Armadale	33. Whitehill Industrial Estate 3, Glenrothes	40. The Anna, Pleasance/ Bridge Street, Jedburgh
3. Kilbagie, Clackmannanshire	27. Site 4, Fullarton Drive/ Clydesmill Road, Glasgow	28. Gasworks Site, Mansefield Road, Hawick	39. Land north-east of 117 Newarthill Road, Carfin, Motherwell	60. Pearl Street ex-Fire Station, Callendar
4. Former Shanks site, Barrhead	29. Land behind the Coachmans, Belmont Road, Stranraer	32. Ground at former B.R., Monikie, Angus	43. Greendykes Road 2, Edinburgh	
6. NACCO, Irvine	30. Site 1, Cunninghame Road, Farme Cross, Rutherglen	42. St Johns Church, Piedmont Street, Girvan, South Ayrshire	54. Kildermorie Road, M8/ Westerhouse Road, Glasgow	
11. Prinlaw Mills, Leslie	34. Former Pentland Autos site, George Street/ Robertson Street, Wick (ex-commercial site)	44. Ayrshire Central Hospital, Castlepark, Irvine		
15. East Stevenston	35. <i>Former Fish Works, Palmerston Road, Aberdeen</i>	50. Former Bucksburn Primary School, Inverurie Road/ Howes Road, Dyce, Aberdeen		
16. Inches Road, Ardrossan	41. Providence Brae, Bo'ness, Falkirk	51. Former St David's School Playing Field, Plains, Airdrie		
17. Thermalite Work, Ferry Road, South Alloa	47. Kelburn Terrace, Kelburn, Port Glasgow (residential reallocated for industry / business)	52. Railway Sidings, Normand Road, Dysart, Fife		
18. West Park Drive, New Cumnock	56. Abandoned Compound – West, Unthank Road, Bellshill	53. Former Torry Nursery, Oscar Road, Aberdeen		
21. Old Works, Ben Nevis Industrial Estate, Fort William	57. Corsehill, Kilwinning (may be formerly commercial)	55. Depot, Carsphairn Road, Dalmellington		
24. Greenlaw Farm, Greenlaw Hill, Carnoustie				
48. Clepington Road, Dundee (though site now enclosed by city)				
49. Muirston, Meadowside, Beith (though site now enclosed by town)				

Table 6: Archetypes and Sites Remaindered

6. Leftover Land	7. Extra-Urban and Specialist Former Land Uses	8. Committed or Reserved Sites
<p>31. Old Ruins, Kinlochbervie</p> <p>37. Land to the rear of Babylon Road, Orbiston, Bellshill (allocated for residential but classed as not developable)</p> <p>58. North of St James Rd at Castle St, Glasgow (though in use currently)</p> <p>59. Craigowan Road, Dundee</p>	<p>5. East Fortune Hospital, East Lothian</p> <p>12. Cults Hill, Pitlessie, Fife</p> <p>14. Glaitness Road, St Ola, Orkney Islands</p> <p>23. Former Gartloch Distillery, Chryston</p>	<p>10. Etna Road, Falkirk</p> <p>20. Burntisland Docks</p> <p>25. West of Dee Street Glasgow</p> <p>26. Former Urray House, Muir of Ord, Highland</p> <p>36. 195 Victoria Road / Butterbiggins Road, Glasgow</p> <p>45. Darnley Mains Glasgow</p> <p>46. Meat Market (N), Belgrove Street/ Duke Street, Glasgow</p>

4.10 These proposed archetypes are based upon a sample of 1.6% of sites on the 2017 register. Knowledge of the register and particularly problematic types of sites suggests that continued analysis would potentially yield disaggregation into **further archetypes**, such as:

- Major former hospitals.** A wave of new building has left former hospitals, asylums or sanatoriums surplus to healthcare requirements. These were often built on the edge of or away from settlements. Some have been swept into the urban area and re-used - for example Edinburgh's Craiglockart, Glenlockart and City Hospitals were (deliberately) on the city outskirts when built and are now re-used for higher education and housing, while Glasgow's Western Infirmary is in the process of being re-used for higher education. Large former hospital sites in other locations can however persist as vacant and derelict – examples in this report include East Fortune (site 5), Ayshire Central Hospital (site 44, partly vacant), Killearn Hospital (a case study in Section 7) and Bangour and Law Hospitals (mentioned in the survey in Section 6).
- Infrastructure assets.** These are currently included with the former community uses archetype. However they may be distinct in that they are not buildings or development plots, but may be large former operational assets such as power generation/ storage/ distribution infrastructure and transportation land and networks. In physical market terms they may be challenging to redevelop with dismantling, site remediation and re-servicing potentially required. Infrastructure assets are also owned by a unique mix of regulated organisations which were either privatised, are a mix of public infrastructure and private services, or are publicly-owned. This is a large ownership grouping within the vacant and derelict land register.

- **Very large contaminated sites.** Some former industrial sites have a particularly challenging history. Well-known examples include the east end of Glasgow / Clyde Gateway, Ravenscraig (former steelworks) and Carless (former oil depot) in West Dunbartonshire. For these sites the land use solution is inevitably bound-up in the remediation and restoration strategy, and may range from naturalisation or recreation to selective or comprehensive development. Intervention is required to re-use sites of this complexity, where in some instances the challenge goes well beyond dereliction to affect public health, requiring a public goods approach.

4.11 In addition to the analyses and archetypes above, a number of thematic points can be made about the 60 sites sample:-

4.11.1 **Site assembly opportunities** are not always obvious from the register, but could lead to larger and potentially more viable developments in some instances which could include mixed uses and new public areas. The Wishaw (site 38) and Carfin (site 14) examples are noted in this category. Also the housing regeneration areas (Archetype 4, paragraph 4.8.4) where large numbers of typically vacant rather than derelict could benefit from an area-based, programmatic approach.

4.11.2 There also may be potential for a **programmatic approach** where one organisation has large numbers of sites across different areas, such as public agencies or transport / utilities – for example 3 of the 60 sites are from the Beeching Cuts to the rail network in the 1960s and two are recently decommissioned gasholders. NHS Scotland and Scotland Futures Trust have partnered on an approach to c.300 surplus former healthcare sites (including the large former hospital sites noted above as potential further archetype).

4.11.3 There may be a ‘churn’ of **vacant sites in active urban markets** such as former schools and housing gap sites. Some may re-used comparatively quickly, rather than staying on the register over the long term. However, some vacant sites can also have serious challenges, for example with infrastructure, consenting and viability. Nonetheless, by recording all urban vacant land of 0.1 hectares or larger, sites for early re-use are captured as well as much more challenging, persistent and problematic sites.

4.11.4 The same principle would apply to **agricultural land** which becomes ‘vacant’ on the register at the point when it is zoned in a local development plan, but is not yet developed. The intention is to develop the land, but it is simply at an early stage and is not necessarily a stalled or problematic site (although strategic infrastructure costs can be a challenge for greenfield sites).

4.11.5 Finally, it may seem that the sample has identified **anomalies**. Many of the sites do indeed appear to have peculiar challenges – long term derelict ex-industry outside of settlements, remote locations with dubious prospects and leftover land strips from legacy activities. From inspection and knowledge of the wider survey and sites register, though, it is likely that any similar exercise would yield an equally diverse range of sites.

Progressing Sites

- 4.12 The 60-sites assessment has shown how the raw data in the register can be enhanced to understand, on a desk top the barriers to and potential for re-use of vacant and derelict sites. This is simply a first step though, to identify whether a site may potentially be selected for formal appraisal and potentially prioritised for action, such as a planning application, acquisition/joint venture, or funding bid.
- 4.13 Formal appraisal is complex and will involve a range of specialist inputs, including *inter alia*: technical investigations of site conditions and services; formal planning policy assessments; exploratory discussions with the landowner; a costed plan to deliver a serviced site with appropriate consents; market / re-use reviews, viability and funding appraisals; and socio-impact assessment to consider wider benefits – these wider benefits are particularly relevant to long term, disproportionately large former productive sites on the edges of settlements, as any acceleration in their re-use is likely require a balance of market uses and place-making.

5.0 Re-Use of Vacant & Derelict Sites

Introduction

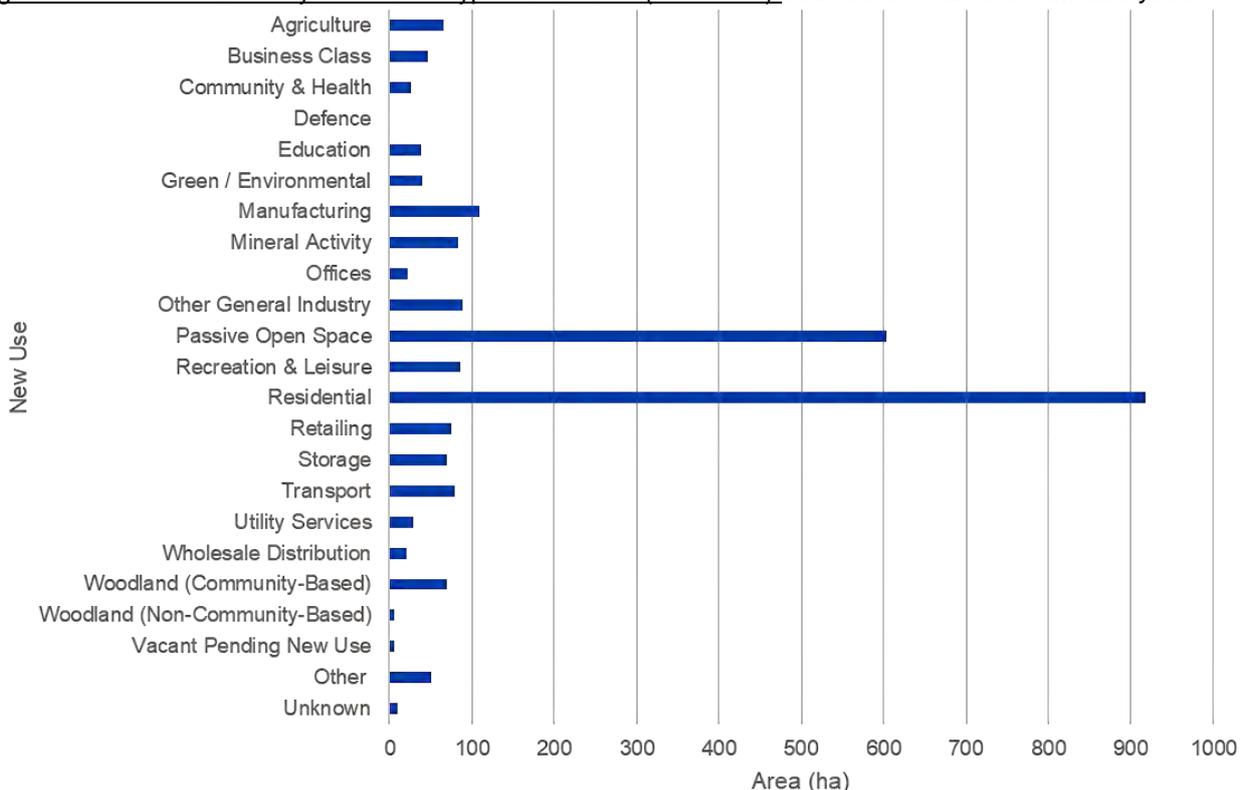
5.1 The annual published survey includes summary analyses of the re-use of vacant & derelict sites. As elsewhere, this report does not repeat those annual publications. Instead, it utilises underlying data provided by the Scottish Government to understand where re-use of sites is successfully being achieved, and how that compares to the vacant and derelict sites portfolio.

5.2 Sites re-use data from 2013 to 2017 inclusive was analysed. The aim is to assess broadly 'normal' market conditions, rather than during the market boom to 2007 or the extended crash post-2008.

Summary Re-Use Analysis

5.3 Figure 12 shows land areas re-used by land use type over the 5-year period. A total of 2,120 hectares of land has been removed from the sites register, equivalent to an average of 424 hectares each year. Residential use is by far the largest re-use category, accounting for 917 hectares (36%) of take-up. Passive open space is next largest, although that is inflated by an exceptional re-allocation of 506.4 hectares at Bishopton in Renfrewshire (the former Royal Ordnance factory, now a new settlement). Other land uses may look small by comparison, but each typically delivers a number of hectares take-up each annually across Scotland. This is a large and active market, but is working against a huge backlog of land, and a continuing rate of around 80 sites per annum being added back to the register.

Figure 12: Sites Re-Used by Land Use Type 2013-2017 (land area) Sources: Scottish Government/ Ryden



5.4 The characteristics of these sites re-used 2013-2017 inclusive are:

5.4.1 1,570³⁷ individual sites were re-used. This averages 314 each year, equivalent to 8% of the 3,731 sites on the register. The total land area re-used is 2,570 hectares, yielding an annual average of 514 hectares and a mean site size of 1.64 hectares (the Bishopton outlier accounts for 20% of each figure). This is half of the 3.2 hectares mean size of sites on the 2017 register, meaning that land take-up equates to 4% annually. Sites re-used are smaller than all available sites; this is due to partial or phased re-use, and the skewing effect of exceptionally large former surface coal mines.

5.4.2 Figure 13 allocates re-used sites to the regions. A location quotient (LQ) is calculated between each region's current (2017) supply of sites and the number taken-up 2013-17 and shown by the line on Figure 13. An LQ of 1.0 would indicate that a region is matching the national average for sites re-used:

- High LQs are observed in Aberdeen City, Shire & Moray (1.6) and in TayPlan (1.4). This means that, in comparison with their stock of vacant and derelict sites, the rate of re-use of sites is faster.
- Low LQs are noted in Dumfries & Galloway and the Ayrshires (0.4).
- Other regions' re-use of sites are broadly in balance, with LQs of 0.9 – 1.1.

Although market conditions will affect how sites are re-used in any given region, it appears that productive re-use is being achieved at quite a consistent rate across most of the country.

5.4.3 In terms of site numbers, re-use was highest in Glasgow (316 sites re-used 2013-17, 20% of the total) followed by North Lanarkshire (207 sites, 13%). No other local authority recycled more than 100 sites over the period, although South Lanarkshire (95) and Dundee (93) came close.

Figure 13: Sites Re-Use by Region 2013-2017 (numbers of sites) (sources: Scottish Government, Ryden)



³⁷ From an original list of 1,704 sites re-used, Ryden removed 17 sites which were re-used before 2013 but only captured that year, and 117 sites taken off the register for definitional reasons rather than being productively re-used.

5.4.4 Looking at the previous status of the sites which were re-used:

- The majority by number, 879 (56%), were previously vacant (including with buildings). In the current register 48% of sites are vacant. The mean size of a re-used vacant site is 0.9 hectares.
- The remaining 681 sites (43%) were previously derelict. In the current register 52% are derelict. The mean size of a re-used derelict site is 2.6 hectares.

Although both vacant and derelict sites are being re-used, the analysis suggests a skew towards smaller and less problematic vacant sites being re-used more readily than derelict sites.

5.4.5 Large sites being re-used affect the analysis. The 59 re-used sites of 5 hectares or larger total 1,319 hectares, or 51% of the total 2,570 hectares. The former Royal Ordnance Factory at Bishopton accounts for c.600 hectares of all take-up over this period, including the naturalised 506 hectares noted above. Other notable large sites re-used include the naturalised former Dunstonhill opencast coalmine in East Ayrshire (93 hectares), the Nigg fabrication yard in Highland re-used for manufacturing (67 hectares), and a range of further quarries, tips, bings, railyards, opencast mines and former hospitals. Excluding sites larger than 5 hectares, the residual 1,511 sites re-used average 0.83 hectares (2 acres).

5.4.6 Re-used sites can be analysed according to when they fell vacant. This can be mapped onto Figure 6 (Section 3, page 13), to assess whether sites are being re-used equally irrespective of how long they have been vacant, or there is a pattern to their re-use. Using the quotient approach by comparing the 1,570 sites re-used with the 3,731 in the 2017 survey:-

- Sites vacated before or during the 1980s are 87% re-used compared with all sites re-use – ie. they are less re-used than their share of sites in the survey would suggest.
- Moving forward, for sites from the 1990s, the re-use quotient is 101% - ie. they are marginally more re-used than their share of the survey would suggest.
- Most recently, sites vacated in the 2000s or in the 2010s to date are respectively 105% and 106% represented – ie. they are more re-used than their share of the survey would suggest.

The analysis shows that re-used sites are more likely to have been vacated comparatively recently, while re-use of sites vacated three or more decades ago is somewhat less likely – ie. they persist.

5.5 In summary, there is widespread and substantial re-use of vacant and derelict sites across Scotland. Around 4% of land is re-used on a gross basis each year. However, there is more re-use of (possibly easier) vacant, smaller and more recent sites, and by corollary a somewhat lower re-use rate for older, larger and (probably more difficult) derelict sites. While the overall position is encouraging, the **persistence of problematic sites** is also supported by the analysis.

5.6 Given the importance of residential development in re-using sites as seen on Figure 12 above (and noted later in Section 7's survey), a sub-sectoral analysis has been conducted:-

5.6.1 680 sites (43%) were re-used for residential purposes 2013-17. A site being removed from the register does not necessarily confirm that all housing units have been completed on that site.

5.6.2 There is a very strong concentration of residential development³⁸ - 62% (421 sites) - in the Clydeplan area. Glasgow City alone accounts for 26.5% (180 sites). Only North Lanarkshire with 103 sites re-used for residential development comes close to this. Other regions have modest residential re-use by comparison – for example SESPlan 81 sites, TayPlan 58, Stirling / Clackmannan / Falkirk 36 sites.

5.6.3 Formerly derelict sites account for 44% of those re-used for housing, and vacant sites 56%. As with all site re-use, there is a skew towards re-using vacant rather than derelict sites for residential use (accepting that there may be environmental limitations on residential re-use of some derelict sites).

5.6.4 A quotient analysis of the success in re-using sites from different eras tests whether this is skewed towards newer vacancies or also longstanding sites. The analysis is powerful for residential re-use:

- Sites vacated pre-1980s are only 0.37 re-used among the 680 residential sites, compared with the average of 1.00 re-use across all dates vacated. This means that sites already unused for more than 40 years are much less likely to be developed for residential use.
- Sites vacated during the 1980s have a residential re-use quotient of 0.60, ie. are also less likely to be re-used than across the full sites portfolio.
- 1990s' sites have a 1.08 quotient for re-use for residential; ie. are more likely to be re-used.
- 2000s' sites have a 1.25 quotient for re-use for residential; ie. are much more likely to be re-used.
- 2010-17 sites have a 1.29 quotient for re-use for residential; ie. are most likely to be re-used.

It is clear from this analysis that the more recently a site was vacated, the more likely it will have been redeveloped for residential use. This lends weight to the view of **persistent sites not being redeveloped for the main active residential land use**, while more recently vacated sites are more readily churned quickly back into the market ('recently' being a relative term, as some of those sites may be vacant for a decade or two). A site vacated since 2010 is three-and-a-half times more likely to be re-used for residential development than a site vacant since before 1980. The implication is that residential re-use may be less effective (or perhaps less feasible) at long term vacant and derelict sites which may have particular challenges blocking their re-use.

³⁸ An analysis of housing completions and tenures of housing delivered on this formerly vacant and derelict land would be interesting, but would require a mapping onto housing land audits to definitely show what was delivered and how.

- 5.7 During the final production of this report, the Scottish Vacant and Derelict Land Survey 2018 became available. The total land area included in the survey is now 11,037 hectares (a fall of 6% since 2017) across 3,548 sites (a fall of 5%). The total reflects re-use of sites which exceeded the addition of new sites over the past 12 months:
- 5.7.1 Of 350 hectares re-used 2017-18, 51% of sites (163 of 318) and 55% of land (194 hectares) was taken for residential use. A further 632 hectares was naturalised, 89% of which was at former open-cast coal sites in East Ayrshire.
- 5.7.2 Additions to the register comprised 187 hectares of new sites and a further 79 hectares (net) which was added through changes to existing sites and definitions.

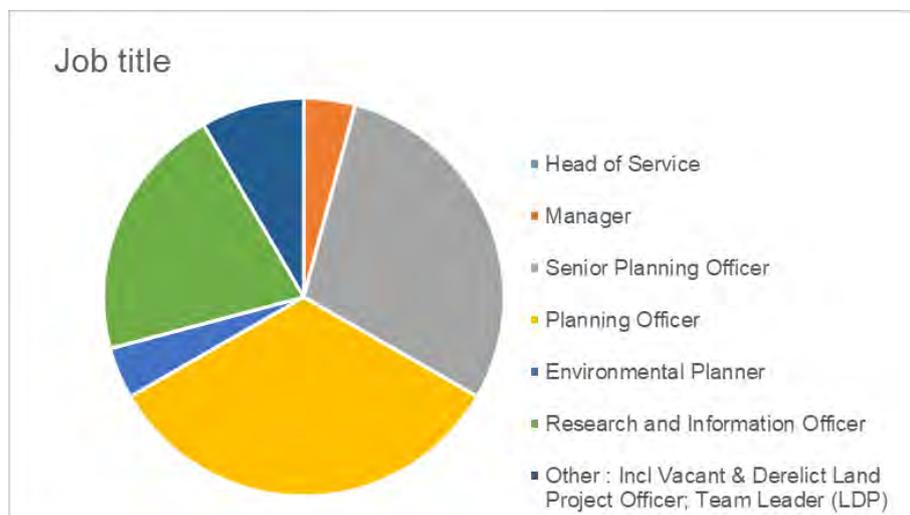
6.0 Local Planning Authority Survey

Introduction

- 6.1 A Vacant & Derelict Land online survey was issued to 33 Scottish local planning authorities. The person responsible for compiling the annual Scottish Vacant & Derelict Land survey return for each authority was contacted. The survey secured a high 72% response rate (24 responses), including from those authorities with notably large vacant & derelict land portfolios. The aim of the online survey was not to replicate data from the annual survey, but rather to harvest local authorities' understanding of the nature, potential of, and barriers to the re-use of their area's sites.
- 6.2 The analysis below provides the combined responses to each survey question. Where free text or supplementary comment was requested, a summary review of those written responses is also provided. As an indication of the depth of interest in this topic among local authorities, the survey attracted more than 7,000 words of written comment.

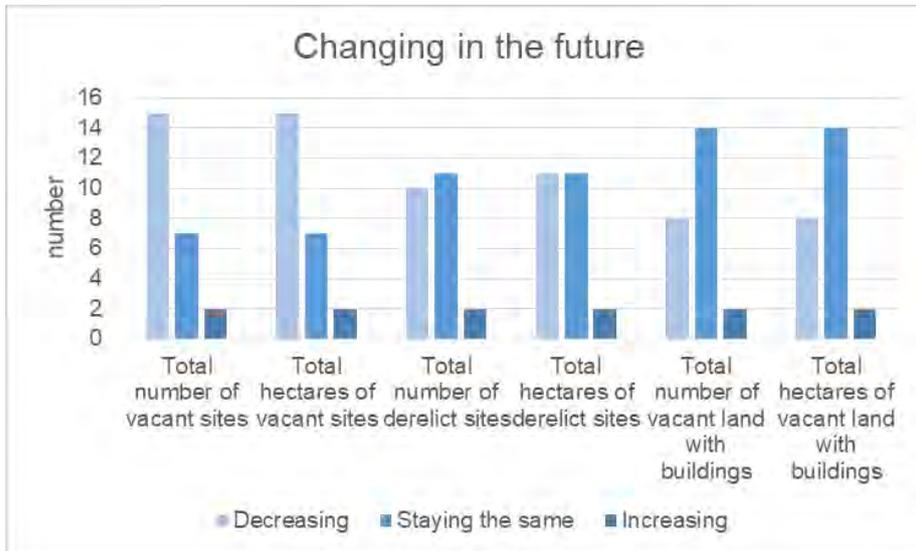
Survey Results

- 6.3 **Question 1. Please select your job title.** A significant majority of respondents are senior planning officers or planning officers. Five respondents are research and information officers.

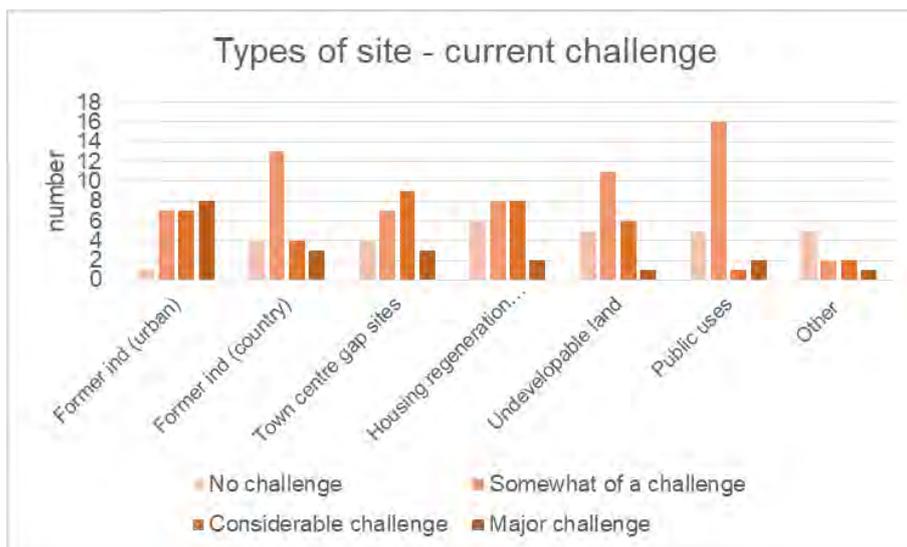


- 6.4 **Question 2** asked the respondents to summarise the number and hectares of vacant and derelict sites on their current Vacant and Derelict Land Survey return. This data was already available and simply provided a baseline within the survey for respondents to provide their views.

6.5 **Question 3** asked to what extent the number and hectares of types of sites are expected to change in the future. The majority felt that these would either decrease or stay the same (see chart below). This implies that the peak of creating new vacant & derelict sites may be passing, although vacant sites with buildings are expected to increase.

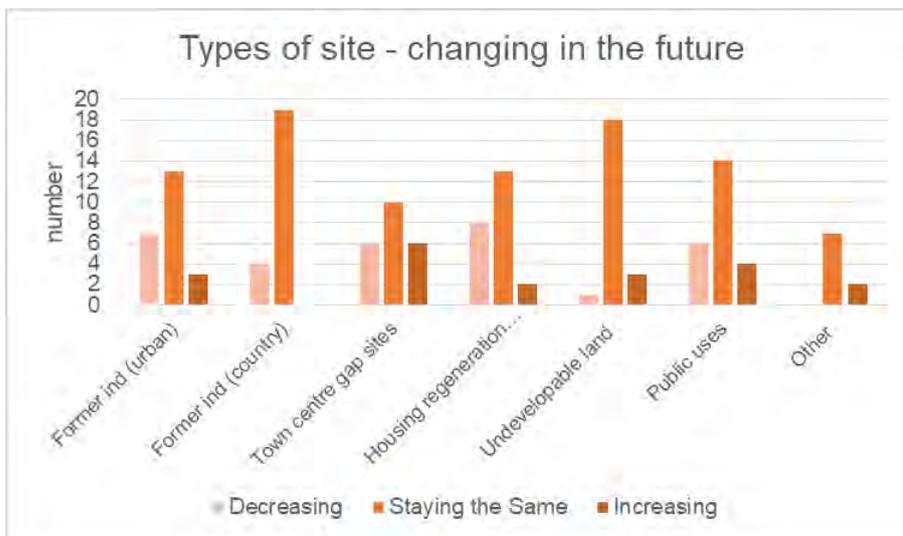


6.6 **Question 4** asked to what extent types of sites are CURRENTLY a challenge. A selection of site types were provided with the option to rate these from 'No challenge' to 'Major challenge'. Former industrial sites in urban areas present the greatest challenge. Town centre gap sites and housing regeneration site are also notable challenges. Industrial sites in the countryside and undevelopable land are also challenges. Sites formerly in public use are felt to be the least challenging.

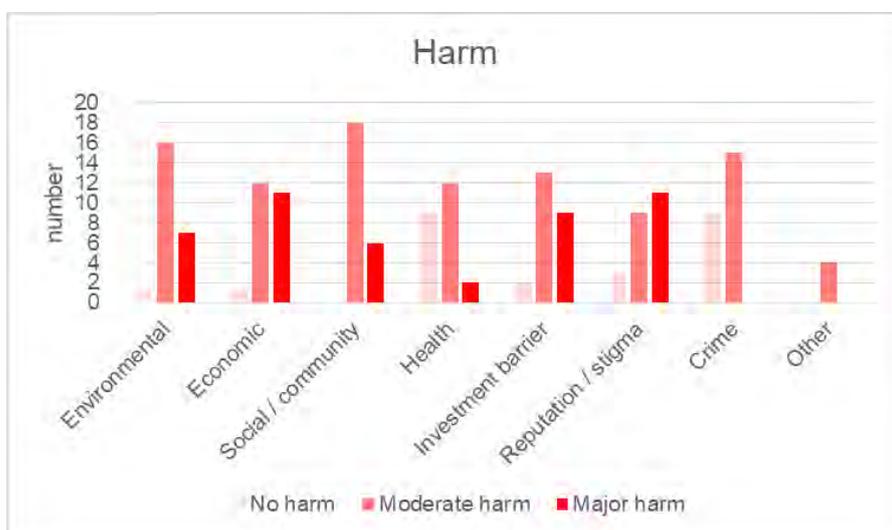


Other types of currently challenging sites mentioned were airfields/air bases, housing developments stalled due to market failure and sites with heritage constraints such as listed buildings.

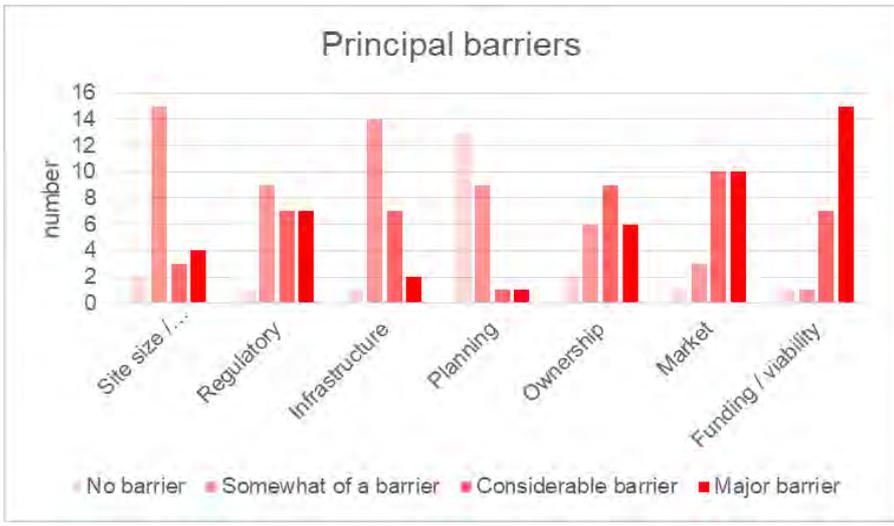
6.7 **Question 5** asked to what extent these challenges may change in the future. The balance of responses is slightly towards a decrease in vacant & derelict sites, which is consistent with the responses to Question 3. On balance, industrial and housing regeneration sites are expected to become less of a challenge. No overall decline is anticipated in the challenges of town centre gap sites, and the mix of responses those locations is consistent with the very different performance of town centres across the country. Undevelopable land is also expected to persist as a challenge. Public uses are quite balanced, perhaps reflecting an expectation that the modernisation of public services will continue to release land.



6.8 In **Question 6** respondents were asked to rate the harm caused by vacant & derelict land in their area. Responses are skewed towards moderate to major harm across environmental, economic, community and investment categories. Impacts upon health and crime were less notable, at least as a general observation across all types and locations of vacant and derelict sites.



6.9 **Question 7** asked the principal barriers to re-use of sites. Markets and funding / viability are seen as Considerable or Major barriers. Ownership and regulatory barriers are also considerable. Site sizes, configuration and infrastructure were less of a barrier. Planning was rated as the lowest barrier, although this may in part reflect planning officers' familiarity with their planning system and local sites.



6.10 Respondents were asked to expand on these barriers to the re-use of sites. Market demand and viability were reported as the key issue. Other challenges such as flood risk, demolition / building re-use or contamination are seen as compounding this – these are less absolute blockages, and more part of (and compounding) the overall viability challenge:

*“While some sites are constrained by one or a combination of contamination, ownership and site size/configuration, **low market demand and limited availability of funding for remediation/redevelopment are the key barriers**, as there is little opportunity to address the former without the latter.” (our bold)*

6.11 In more remote or weaker markets, site-specific challenges can be enough to undermine viability. Where a site with challenges holds little market interest or the end value is insufficient:

“speculative up-front Phase II intrusive site investigation costs are a considerable obstacle”

Another respondent notes that many sites in their area have persisted since the vacant & derelict land survey began, as it appears to be uneconomic for the market to deal with major former industrial contaminated land. However, even where sites are readily developable – one respondent notes a portfolio of former schools – funding and viability may still be barriers.

*“**Market forces do not provide a strong enough impetus within our particular area to viably catalyse redevelopment and overcome site constraints.**” (our bold)*

6.12 Respondents mentioned that landowners' 'hope value' expectations for a financial return on their sites are a common barrier. Developable sites can be:

“owned or controlled by parties who are not currently looking to release the sites for development”.

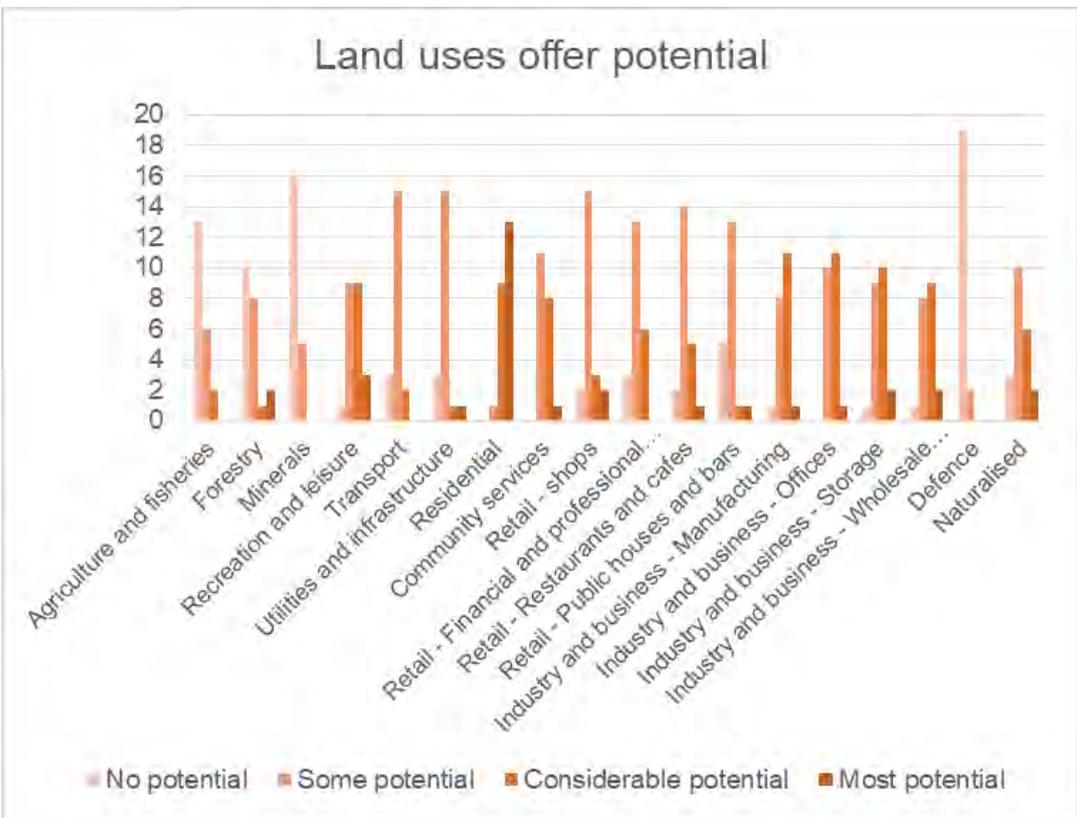
One respondent noted that there is no penalty for stalling sites long term. Another notes that planning could be considered a barrier where employment sites are sought for residential development but are rejected, but that re-allocation to housing is:

“not practicable to do everywhere”.

Respondents also noted the large number of sites (see Section 3) where ownership remains unknown.

6.13 In **Question 8** respondents were asked to rate to what extent re-using vacant and derelict land is a priority for their organisation. All local authorities responding³⁹ rated this as a medium to high priority. No local authorities rate re-use of vacant & derelict sites as low priority.

6.14 **Question 9** asked respondents which land uses offer the most potential for site re-use. By far the greatest potential was noted for residential re-use of sites (mirroring the actual re-use of sites in Section 5). Other land uses believed to have good potential are recreation and leisure, community and employment uses, and naturalisation (greening).



³⁹ As with any survey there may be a degree of self-selection among the authorities responding

- 6.15 In **Question 10** respondents were asked to describe an example of a successful productive re-use of vacant and derelict land in their area. The responses were extensive and provide a valuable resource for this project, as they highlight examples from micro-sites either developed or greened, through to some of Scotland's most notable and largest regeneration projects. For this reason the 33 examples provided by the local authorities – including some hyperlinks to detailed reports of sites being re-used - are presented intact in Appendix 3(a). While residential re-use of sites and buildings is noted as the most common solution, the examples provide a very wide range of other uses including recreation, leisure, office, retail, community, energy,
- 6.16 **Question 11** asked for examples of long term stalled vacant sites. Again, extensive responses were provided by local authorities. The comments on the 23 sites offered by local authorities (where reasons for the sites being stalled were suggested) are presented in Appendix 3(b). The reasons for long term stalled sites are manifold and can be site-specific. Overall though, the challenge is often development viability related to market demand/ funding and land value expectations, compounded by the additional costs associated with derelict buildings, contamination and specific matters such as drainage and flooding.
- 6.17 In **question 12** respondents were asked if there are any particular sites which should be readily re-used within the next 3 years. This type of site might not be regarded as persistent and problematic, and indeed may be about to realise its productive potential (although of course some sites could still stall or take longer to deliver than is currently anticipated). Again the responses have been retained in full at Appendix 3(c), as they help to expose the dynamics of vacant & derelict land. The most notable point about the 31 examples is the extent to which they are already actively moving forward within the planning system. Along with the 60-sites sample in this report and other comments and strategies, planning policy may present specific challenges to individual land use proposals, but there is no evidence here that vacant and derelict land is being side-lined by the planning system.

The sites with positive destinations in Appendix 3(c) reflect two principal land uses:

- naturalisation of former minerals sites (with some appropriate after-uses possible too); and
- housing, which dominates development proposals; 22 of the 34 sites specifically mention housing as the end use, and a number are at pre-proposal stage which could lead to housing

These broadly mirror the re-use evidence in Section 5, although with an even greater emphasis upon housing rather than other commercial, employment or civic uses (notable by exception and scale though are specific economic development re-use proposals in Inverness, Clyde Gateway and Perth).

Although there are some vacant sites being churned among the examples – eg. former schools – it is encouraging that solutions appear to be being found across the vacant and derelict land portfolio. This too is consistent with the re-use analysis in Section 5 which found re-use of sites across the country. One respondent notes that most sites could be re-used if funding to resolve barriers was available.

As an observation, under the more stringent land definitions applied from time to time in England, these sites which are expected to be re-used within 3 years would no longer feature on the register.

6.18 **Question 13** asked respondents to highlight any policies, strategies, programmes or projects in their area which are designed to encourage the re-use of vacant or derelict land. Again, a substantial response was received and is summarised below⁴⁰:

- The large majority (71%) of respondents highlighted and provided links to planning policy commitments to reduce the amount of vacant and derelict land. In many cases these policies are reinforced by allocations in Local Development Plans in favour of brownfield re-use rather than new greenfield site allocations.
- Half (50%) of respondents further highlighted and provided links to regeneration strategies and action plans for specific areas with concentrations of brownfield sites.
- Further mechanisms to encourage the re-use of vacant and derelict sites mentioned included:
 - Economic strategies targeting vacant and derelict sites.
 - Marketing brochures highlighting vacant and derelict
 - Planning policies to encourage temporary greening or re-use (“stalled spaces”).
 - City and City Region Deals focusing on re-use of vacant and derelict sites.
 - Conservation Area Regeneration Schemes (CARS) and local grants schemes to support the restoration and redevelopment of vacant and derelict buildings in qualifying areas.
 - Enabling development policies to support the re-use of listed vacant or derelict buildings.
 - Specific local authority derelict property strategies.
 - Scottish Vacant and Derelict Land Fund (and delivery plans for eligible local authorities).
 - Simplified Planning Zones.
 - A range of delivery partnerships, for example the National Housing Trust.

⁴⁰ SLC commissioned Ryden to produce a separate report on funding sources for the re-use of vacant and derelict land. The report **Understanding Funding Sources for Vacant and Derelict Land** was finalised in May 2019.

Summary

- 6.19 Scottish local planning authorities expect the volumes of vacant and derelict sites to remain the same or decrease, but with increasing numbers of sites having vacant buildings. Former industrial sites in urban areas present the greatest challenge, followed by town centre gap sites (which are expected to persist) and housing regeneration sites. Sites are reported to cause moderate to major environmental, economic and community harm.
- 6.20 The principal barriers to re-using sites are market considerations such as demand, funding and viability; ownership (unwillingness or simply not known) and regulatory barriers are also considerable. Site sizes, configuration and infrastructure are less of a barrier and planning is the lowest barrier. Crucially, barriers are compound rather than separate, whereby market demand and viability can be insufficient to address up-front challenges such as flood risk, demolition / building re-use or contamination. Residential development is reported as the principal potential land re-use for vacant and derelict sites, while recreation and leisure, community and employment uses, and naturalisation (greening) also reportedly show potential. A range of funding solutions, policies and programmes is being used to address the re-use of vacant and derelict land.

7.0 Case Studies

7.1 This section selects a number of case studies to illustrate in more detail the re-use of vacant and derelict sites for a range of productive purposes (and one stalled site). The case studies are:

- **Killearn Hospital** – a former hospital site which has struggled to find productive re-use due to its rural location and the costs of remediation.
- **Cuningar Loop, South Lanarkshire / Clyde Gateway** – a former industrial/wasteland urban site which has been successfully re-used for recreational purposes.
- **Opera House, Kilmarnock** - a listed town centre building redeveloped as Council offices.
- **Abertay Steel Works, Tayport** – a long term derelict industrial building redeveloped by a community trust.
- **Stuck Sites, Sheffield** – an initiative by Sheffield City Council to use planning enforcement measures as an effective tool for bringing sites with housing potential back into use.

7.2 The case studies show a range of re-use potential, against a context of specific barriers for each site. Notably, in each of the examples which has resulted in productive re-use, active alignment of ownership and expectations, planning and funding - sometimes complex and extensive from multiple sources - has been required to reach a solution. This can in some instances involve change of site ownership to an appropriate developer / long term owner, or the active intervention of a lead agency to work with the owner and other partners to drive the creation of a deliverable solution. The case studies also show the importance of the local area context and market potential in setting the conditions for, then sharing the benefits of, productive re-use of sites; none of these is an 'anywhere' development.

7.3 The selected case studies are of challenging sites and buildings – each was vacant and derelict for a number of decades. From Sections 5 and 6 above it was also seen that more straightforward sites can often progress to development or naturalisation without the same degree of intervention.

Killearn Hospital

Site History	<p>Killearn Hospital was one of five commissioned in 1938 in preparation for the war. The location, 15 miles north west of Glasgow, was chosen in expectation that the major cities would suffer massive damage from aerial bombardment. By the end of the Second World War the hospital had 640 beds and housed neuro-surgical, orthopaedic and peripheral nerve injury specialist units. The hospital then joined the NHS in 1948, however its isolated location was inconvenient for patients and staff and work was gradually transferred elsewhere. The hospital finally closed in 1972. The buildings comprise many rapidly erected hutments across a large area, which also militated against continued use.</p> <p>The site extends to 22 hectares. Since 1985 it has been owned by Selborne Developments Ltd. The purchase included a small number of staff houses which are now either leased or were sold and are now outwith the development boundary. Some workshop units were started, however this project was abandoned and these units now add to the overall site dereliction.</p>	
Site Conditions	<p>The single storey, derelict former buildings account for approximately half of the total site, with the remainder predominately woodland. Despite its historical connections, there is no indication that any of the former buildings on the site are listed nor is there any indication that Historic Environment Scotland has attached any architectural or cultural significance to the site.</p> <p>Asbestos is understood to be a significant issue on site including sheeting in walls and roofs and lagging on pipe runs and ducts. Some of the original buildings have been removed. The site is in a very poor visual condition on account of the remaining abandoned and derelict buildings, many now in a state of collapse. Part of the site has a Tree Preservation Order and there is also creeping naturalisation.</p> <p>The site is rural in nature and is outwith the village of Killearn itself, which presents challenges in terms of accessibility and a lack of infrastructure such as footpaths and street lighting. The site is prominent on the main A81 Glasgow - Aberfoyle Road and from the West Highland Way which runs parallel to it.</p> <p>The wider area is desirable from a residential perspective, close to the prosperous suburbs of Glasgow suburbs of Milngavie and Bearsden. A number of local villages - Balfron, Blanefield and Drymen - are clustered around Killearn and are reasonably high value residential locations.</p>	
Planning History	<p>Historically, several schemes have been proposed for the site including an equestrian centre, a leisure centre, nursing home and workshop units. However, apart from a small number of incomplete workshop units, nothing appears to have been significantly progressed. The Local Development Plan originally identified the site for employment use in the hope it could become a rural activity area, however given the constraints mentioned above this struggled to come to fruition.</p> <p>Stirling Council undertook work which established that feasible development would require residential consent. In the 2018 Adopted Local Development Plan the site now has a joint allocation for residential and employment use. The Council states that a development of 70 residential units may potentially generate sufficient site development value to allow the implementation of a remediation strategy. The 70 residential units would have to be shown to be an essential part of a wider mixed use redevelopment that would include provision for business, leisure and tourism uses compatible with the countryside location (20-25% of the site should be set aside for these purposes). Planning conditions require new footways connecting to the village, a contribution towards off-site affordable housing, a mix of housing (particularly for smaller households), site layout and bespoke house design to take account of relevant placemaking criteria and TPOs, water treatment provision, flood risk assessment and mitigation.</p> <p>The change to the acceptable uses on the site has created further interest in the site from residential developers and it is understood that initial talks are progressing with a housebuilder. The cost of remediation is however unknown and further investigations are required.</p>	

Cuningar Loop, South Lanarkshire

Site History	<p>Cuningar Loop – so named because of its distinctive location on a bend in the River Clyde – is a 30 hectare site on the border of South Lanarkshire and Glasgow. It is less than a mile from the Rutherglen town centre. From 1810 to 1860 it was the home to Glasgow Water Works and reservoirs at the site provided water to the whole of Glasgow. The site was then used for quarrying and mining. In the 1960s it became a landfill site for the demolition of the Gorbals’ tenements.</p>  <p>The site is in close proximity to deprived residential communities at Parkhead, Dalmarnock and Rutherglen. The 2014 Commonwealth Games Athletes Village is located directly opposite. The site had been derelict for more than 50 years and appeared on the vacant and derelict land register. It was generally inaccessible to the local community and there were issues in terms of public safety on the site.</p>
Site Conditions	<p>The site had become an area of unmaintained scrubland. Site investigations identified waste which had not rotted away and issues around buried asbestos. It was not suitable for housing or any large scale building project, but still required considerable remediation to deal with hazardous materials and restore the growing medium/soil.</p> <p>Despite its location, within a bend in the river, flooding on the site was not an issue. This was the result of the site level having been raised as a result of it being used for landfill.</p>
The Project	<p>In 2007, it was announced that Glasgow was to host the 2014 Commonwealth Games. Activity was to focus around 840 hectares in the East End of Glasgow and in Rutherglen. Urban Regeneration Company, Clyde Gateway, was launched around the same time and is a partnership between Glasgow City Council, South Lanarkshire Council and Scottish Enterprise. The site was acquired by South Lanarkshire Council using Scottish Government funding from the City Growth Fund and the Vacant and Derelict Land Fund, then passed to Clyde Gateway at nil value. The Forestry Commission began working with South Lanarkshire Council and Clyde Gateway to develop proposals to restore Cuningar Loop to a public green space. The partners were keen to take advantage of the focus on the area, complement local sporting development and leave a legacy from the 2014 Commonwealth Games. A development plan was prepared to include:</p> <ul style="list-style-type: none"> • A 15 hectare woodland park incorporating paths, recreational areas and outdoor pursuit facilities • A pedestrian footbridge across the River Clyde linking Cuningar Loop with the Athletes’ Village <p>The proposals were of a significant size and therefore it was necessary for the partners to undergo a pre-application planning consultation process. The community had been involved throughout the development of proposals. In 2012 over 200 stakeholders and members of the public participated in various events to gauge public perception and preferences in terms of the layout and features of the proposed development. Overall, it was ascertained that the vast majority of participants favoured the proposal to carry out improvement works within the site.</p> <p>The final planning application, submitted in 2013 to South Lanarkshire Council, proposed that Cuningar Loop would become the main urban greenspace for surrounding communities and visitors to the area with the plan to develop facilities to allow for over 100,000 visitors per annum.</p> <p>Following planning approval, remediation, enabling works and restoration of the growing medium to be able to support a woodland park commenced. Due to its proximity to the River Clyde, there were chemical and biological constraints that required a soil science approach to create a ‘safe and accessible’ site. A vital component of the works was the formation of a 460m haul road to provide the main site access and to service a new crane base. The crane base was required for the construction of a new bridge that would provide pedestrian access across the River Clyde. Gradually, the recreational features were then developed.</p> 

	<p>The Cuningar Loop Woodland Park fully opened seven-days-a-week from March 2016. The pedestrian bridge opened in November 2016.</p> <p>Today the park includes:</p> <ul style="list-style-type: none"> • Extensive path network • Scotland's first bouldering park • Bike tracks • Adventure play area incorporating a woodland workout zone • Orienteering trail • Small café • Art installations • Outdoor classrooms • Over 15,000 trees and specially designed open spaces • Footbridge to Dalmarnock  <p>In addition, plans have been drawn up to construct a new permanent building for the provision of additional facilities, such as washrooms, a learning centre and information area.</p> <p>As well as the creation of the park, South Lanarkshire Council also upgraded Downiebrae Road which was part of a neighbouring industrial estate and now leads to the site entrance. This street was previously not adopted and in particularly poor condition. As a result of the park's popularity a new car park was opened in July 2018 to improve access issues. The park has already attracted over 100,000 per annum since its opening. It is hoped visitor numbers will reach 350,000 per annum by the end of 2021.</p> <p>The Forestry Commission is now undertaking feasibility works to hopefully allow for the extension of the woodland park in the future.</p>
<p>Project Funding</p>	<p>The cost of the park is understood to be in the region of £5.7m. Funding was obtained from Legacy 2014 Active Places Fund, Sport Scotland's Sports Facilities Fund as well as the partners themselves. The creation of the pedestrian bridge was in the region of £1.4m and was paid for by Clyde Gateway. Works to Downiebrae Road were undertaken by South Lanarkshire Council and were in the region of £1m.</p>
<p>Impacts</p>	<ul style="list-style-type: none"> • Site removed from vacant and derelict land register • Site is now environmentally and economically sustainable for the long term • Creation of a new area of greenspace which provides an improved landscape, access to the outdoors and opportunities for healthy pursuits for local communities • A new footbridge which opens up the site making it accessible to the neighbouring communities • Complement and enhance the sporting arena developments in the Clyde Gateway, driving greater economic activity in the area • Visitor numbers as reported above • Ensure that long term management of the site will be environmentally and economically sustainable.

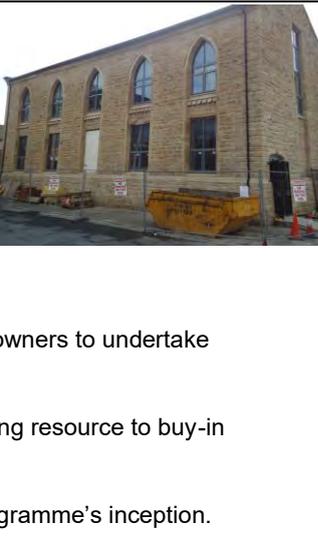
Opera House, John Finnie Street, Kilmarnock

Site History	<p>The listed Opera House is situated on John Finnie Street and Strand Street. It forms an important part of the 19th century commercial centre of Kilmarnock. It was constructed in 1874 and designed by J&RS Ingram with a 9-bay arrangement with Italian Renaissance detailing. It had seating for 1,500 people. The Opera House was constructed as a two-storey red sandstone building on John Finnie Street, rising to a four-storey building on Strand Street, due to the differing street levels.</p>  <p>After it ceased to trade the building became a church (circa 1930/40) and latterly a pub and nightclub. A fire in 1989 destroyed the fabric and the building was demolished for public safety leaving only the façade. The building itself is Category B listed but is part of an overall A listed group of buildings along John Finnie Street. The façade did appear on the Buildings at Risk register. The site is also part of the John Finnie Street and Bank Street Outstanding Conservation Area.</p> <p>Given its proximity to the railway station, frontage to John Finnie Street as a main thoroughfare through Kilmarnock and the extent of the site deterioration, it was considered to be the most prominent derelict site within the town centre. Despite various development proposals, none were delivered due to financial constraints. The situation was compounded by multiple ownerships of the property.</p>
Site Conditions	<p>Following the fire which destroyed the fabric of the building all that remained was a derelict façade, supported by scaffolding. Lying derelict for many years resulted in long-term weathering of the façade including loss of mortar, severe staining and erosion. The building essentially became a gap site within the row of adjoining buildings and an economic blight holding back town centre regeneration.</p> 
The Project	<p>The Kilmarnock Townscape Heritage Initiative was launched in March 2009. The project evolved from an existing Conservation Area Regeneration Scheme already successfully under way in the Town Centre Conservation Area of Kilmarnock, funded by Historic Scotland and East Ayrshire Council. Following a successful application for Townscape Heritage Initiative funding from the Heritage Fund by East Ayrshire Council, the two projects were merged and the Kilmarnock Townscape Heritage Initiative was launched with a budget of £4.8 million to be spent on buildings within the town centre.</p> <p>The Opera House was one of the Initiatives' key projects. The Council originally favoured a retailing mix but the economic climate at the time (2009/10) made this unfeasible. Thereafter the Council entered into a develop and purchase agreement with Klin Developments of Kilmarnock to enable the façade to be restored and a new office building created behind which was to be occupied by the Council.</p> <p>The façade was able to be retained in situ with extensive stabilising works, structural repairs, repointing and indenting carried out to conserve its former glory. It is now a fully operational, modern office which houses East Ayrshire Council staff with open plan office space over 5 floors including a basement and a number of meeting rooms and a small reception area. It has also revitalised John Finnie Street and other buildings along the street have been regenerated (such as the Ingram Centre).</p>
Project Funding	<p>The total cost of the project was approximately £7.5m. Funding was received from the THI scheme and CARS scheme as well as additional funding from the Council and its development partner.</p>
Impacts	<ul style="list-style-type: none"> • Cohesion of the historical built environment and restoration of architectural fabric • Bringing a vacant and derelict property back into use • Supporting economic regeneration of the town centre by increasing footfall • Catalytic effect on investment in the local area • New and high quality office accommodation for 250 Council staff

Old Abertay Steelworks, Tayport

<p>Site History</p>	<p>The Howe steel works on Shanwell Road, Tayport was closed in the early 1990s. The 1.2 hectare site comprised a steel industrial building with brick built office and stores and storage yard. The premises lay vacant for many years and were considered an eyesore by residents.</p> <p>The site fronts onto Shanwell Road between the main body of the settlement of Tayport to the north and the smaller residential area with industrial buildings to the south. The rear yard is bounded by a football ground to the north east, and the coastal open grassed space to the east. Prior to demolition it had been reported that the building was becoming a dangerous playground for local children.</p> <p>In 2001 Fife Council purchased the site. Despite various proposals, no viable scheme for redevelopment was able to be progressed. In 2016 the site was sold to Tayport Community Trust.</p>	
<p>Site Conditions</p>	<p>Self-seeding of trees and shrubs had established on site and there was a poorly maintained tree boundary, all resulting from the long term neglect of the site. Contamination on the site was understood to be an issue in the form of polluted soil however this was remediated by Fife Council prior to the sale.</p>	
<p>The Project</p>	<p>Tayport Community Trust's plans to bring a multi-faceted community hub to the village took 24 years to come to fruition. The Trust embarked on an extensive local consultation exercise over a number of years. In response to locals' views, it developed the ambitious Community Hub project aimed at transforming the site into a vibrant new centre owned and managed by the community.</p> <p>As a community trust owned and operated by its local resident members and a registered charity, funding has been a significant barrier for the Trust. The project could only move forward as and when funding became available. A successful application to the Scottish Land Fund meant the Trust was finally able to purchase the site from Fife Council in 2016 (at a discounted price). Further funding then had to be obtained for demolition works, site reports, design fees and finally the build itself. In total the Trust approached 19 major funding organisations and wrote to 91 different trusts.</p> <p>Long term affordability and sustainability formed part of the design brief. Final plans include a community hub offering tourism and sports facilities, a large café and space for community meetings and events. A separate project for a camping and caravan site is also planned in the longer term.</p> <p>The project build is estimated at £2.8m and again funding had to be obtained from outside sources, specifically the Big Lottery and Regeneration Capital Grant to allow this to commence. Construction work commenced in July 2018 and are expected to complete later in 2019.</p>	
<p>Project Funding</p>	<p>For the development phase of the project, funding included:</p> <ul style="list-style-type: none"> • Scottish Land Fund: £42,000 to part fund the purchase • SUEZ Communities Trust: £50,000 for demolition works • Big Lottery Investing in Communities (Stage 1): £119,023 for design fees and site reports <p>For the build cost, funding has included:</p> <ul style="list-style-type: none"> • Big Lottery Investing in Communities (Stage 2): £1.2m • Fife Council Regeneration Capital Grant: £500,000 • Fife LEADER: £200,000 • Robertson Trust: £125,000 • Fife Environment Trust: £50,000 • Northwood Charitable Trust: £20,000 • Walter Craig Trust: £5,000 • R & J Bleach Trust: £10,000 • Leng Charitable Trust: £20,000 • Williams and Phillips: £10,000 • Stafford Trust: £5,000 • R&A St Andrews: £1,500 • Scotsraig Golf Club and members of the local community 	

Stuck Sites – Sheffield City Council

<p>Site History</p>	<p>Sheffield's Local Plan was adopted just after the economic crash of 2009 and it quickly became obvious that a number of its housing targets were no longer going to be achievable. Sites across the city, including city centre sites, were stalling as some developers started to change their minds on what to build and when. In addition, some landowners were disinterested (or unable to) maintain their sites.</p>	
<p>Project</p>	<p>Beginning in 2012, Sheffield City Council embarked on a five-year scheme to tackle problematic buildings and sites across the city. Particular attention was given to sites and buildings which could be re-used for housing while also tackling 'nuisance' sites. In England, Section 215 of the Town and Country Planning Act (1990) sets out planning enforcement powers where notices can be served to landowners for sites considered in unsatisfactory and untidy condition, or local authorities can undertake the works themselves and recover the costs from the landowner. Reasons to intervene could involve complex ownership issues, multiple ownership, and lack of cooperation or inability/disinterest to develop. In particular, schemes were targeted where sites were given consent but nothing had happened.</p> <p>Even though some or most of the costs could be recovered, the Council still needed funds upfront to take action and cover legal fees and works. This was allocated through the Government's New Homes Bonus (which became the Local Growth Fund in Sheffield). The Council then compiled a list of target sites.</p>	
<p>Outputs</p>	<p>The first phase of the project saw:</p> <ul style="list-style-type: none"> • 5 nuisance buildings demolished and sites cleared ready for development • 7 listed buildings in poor condition, with potential to yield new homes, repaired and made wind and watertight • 4 stuck sites have seen planning applications submitted for residential schemes following discussion with the Council • 3 buildings in poor condition tidied up and repaired to reduce negative impact on neighbouring sites <p>In many cases the threat of enforcement action was sufficient to encourage owners to undertake necessary work or release their sites to the market.</p> <p>Having proven its worth, the project now had dedicated staff resource including resource to buy-in additional specialist skills.</p> <p>As at May 2018, applications for 777 homes had been secured since the programme's inception.</p>	
<p>Next Steps</p>	<p>Sheffield City Council is looking to move on to the next phase, where it may become more ambitious as it looks at larger sites, particularly in areas where this may unlock regeneration for surrounding areas.</p> <p>There is still a constraint on resources and there is still only one member of staff dedicated to the project. Safeguarding the future of the scheme is important, which may be vulnerable if Government funding for the Local Growth Fund stops. One idea is to formalise a rolling fund which will enable cost recovery through enforced sale of charge on properties, removing the need to continue to request some £200,000 from the Fund. The team is looking at how they can continue to work closely with colleagues in regeneration and property, taking a 'broader-than-planning' approach and working more collaboratively to unlock and acquire sites. The team have merged into a city growth unit so that planning, regeneration, building control and housing already work closely together.</p>	
<p>Lessons Learned</p>	<ul style="list-style-type: none"> • Funding specifically allocated from the Local Growth Fund exclusively for the scheme • Used planning enforcement measures as an effective tool • Recovery of costs – charge on property, enforced sale • Co-ordinated approach – supporting broader regeneration initiatives • Dedicated resource is vital – not just an 'add on' to the day job 	

8.0 Summary, Conclusions and Phase Two

Introduction

8.1 The Scottish Land Commission (SLC) appointed Ryden to provide support to the **Vacant and Derelict Land Task Force**. The Task Force aims to secure a **substantial reduction in the amount of long term vacant and derelict land** in Scotland, through **removing systemic barriers and realising productive opportunities**. Productive re-use of land is defined in the broadest sense of economic, social and environmental removal of blight and the creation of benefits.

8.2 This **Phase One report** is intended as a foundation document for further work by the SLC Task Force and the many partner organisations actively engaged in dealing with vacant and derelict sites. The report recognises the substantial expertise already within the public and private sectors, and that many successes exist, while examining the possibility of accelerating the re-use of sites.

Summary

8.3 The **policy context** for the productive re-use of vacant and derelict land is positive. Addressing the negative impacts of persistent dereliction and achieving the positive outcomes of re-use align with Scottish Government policy objectives and UN Sustainable Development Goals. There is also strong alignment with a range of funding streams, regional and local policies and programmes, and the priorities and activities of individual agencies. That said, the policy alignment does not appear to culminate in a **specific national priority or programme of major scale** for vacant and derelict land.

8.4 Most published **research** into vacant and derelict land is technical in nature, or presents case studies involving comprehensive efforts in social, economic and environmental regeneration. There are **few reports offering thematic insights** into barriers to and re-use of sites across all sizes, types and locations, other than those that recognise the relationship and proximity of dereliction to deprivation. SLC has commissioned separate work into the consequences of vacant and derelict land which is currently underway and due to report in August 2019.

8.5 The Scottish Vacant and Derelict Land Survey 2017 was analysed in detail, to show:

- A total of **3,731 sites** and **11,980 hectares** of vacant and derelict land. A very recent update reports a decline in these figures to 3,548 sites and 11,037 hectares.
- 52% of sites are classed as **derelict**, 42% **vacant** and 6% **vacant with buildings**. By land area, 80% is derelict (9,574 hectares), while 16% is vacant and 4% is vacant land with buildings.

Derelict sites are much larger on average (4.9 hectares) than vacant sites (1.25 hectares), or vacant sites with buildings (2.15 hectares). Fifty-five of the largest 56 sites are derelict. The largest previous use by land area is mineral use. The largest by site number is residential use.

- There is strong **concentration** of vacant and derelict land in the former industrial areas in the **West of Scotland**, particularly the Clydeplan area. There is a clear correlation between de-industrialisation, legacy sites and deprivation. A further concentration of land area (rather than site numbers) is found in Dumfries & Galloway and the three Ayrshire local authorities due to former surface coal mines. 88% of sites are within settlements, although the 12% in the countryside are very large on average (13.7 hectares), again due to former minerals sites.
- The **mean site size is 3.2 hectares** (7.9 acres). This is heavily skewed upwards by very large former mines, defence sites, ports, power stations, hospitals, bings and former heavy manufacturing facilities. The **median (mid-point) site is 0.12 hectares** (0.3 acres). Scotland has ex-industrial giant sites, but for many communities this is also a fragmented, localised challenge.
- **Sites can persist** on the register. The industrial recession of the 1980s echoes in the many sites on the register since it began in 1988. The market crash of 2008 created a spike in site vacancy, however it is noticeable that the rate of creating **new vacant and derelict sites** remains stable.
- Just over half (55%) of currently vacant or derelict land is considered to be **developable** within 10 years. The balance (45%) is uneconomic, has a soft end use (ie. not development) or has undetermined potential. Develop-ability is higher for urban vacant land (82% in 10 years) than for derelict land, and sites rated as developable tend to be smaller.
- 94% of sites are in single **ownership** and 6% are in multiple ownership. At least 60% are owned by the current public sector or the former public sector (ie. privatised). The implications of ownership and willingness to see sites productively re-used are complex. The ownership of a not insignificant 14% of sites is unknown.
- Scotland's **most average** vacant or derelict site is **South of Glenpark Street, Wishaw**, North Lanarkshire. It is a **0.18 hectare** (0.44 acre) former residential site in private ownership, contiguous with two other sites in Wishaw town centre. The site characterises a particular situation in Scotland's towns as a persistent urban gap site which has been vacant for many years and has failed to gain traction to secure a productive re-use. It required significant professional knowledge and investigations to build an initial review of the site from the baseline data on the sites register.

8.6 Analysis to understand ***persistent, problematic sites, with productive potential*** – but without losing the overall range and character of the vacant and derelict sites portfolio – focused on the **assessment of a 60-site sample**. These were found to fit within broad **archetypes** that share common features due to their locations and/or former uses:-

- 8.6.1 Many of the sites are **former industrial / production facilities on the periphery of typical Scottish towns** (*Archetype 1*). These are typically on the urban edge and were land-hungry when operational. In regeneration towns, they can be disproportionate to local market potential in terms of scale and financial value. Where the legacy use is long gone and market potential is weak, the wait for development demand may be questionable. The persistence of some former industrial sites is both a cause, and an effect, of economic decline.
- 8.6.2 Moving into towns and cities, *Archetype 2* is **(Inner) Urban Ex-Industry**. These tend to be either long-gone industrial uses or are in urban industrial estates which have contracted. Some traditional industrial estates have diversified into other uses, while others continue to have vacant and derelict sites, some of which may form part of the local employment land supply.
- 8.6.3 *Archetype 3* is **Former Community Uses and Public Infrastructure**. Former community uses include churches, healthcare and education. Former public infrastructure (some privatised) sites include oil depots, gasholders and railway sites. The steady processes of rationalising and modernising community and public infrastructure has continually added to the vacant and derelict land register. As the methodology develops these may become two distinct archetypes.
- 8.6.4 **Housing Regeneration Sites** (*Archetype 4*). Many housing regeneration areas have multiple sites on the register, typically vacant rather than derelict. This is a well-recognised challenge associated with de-population and stock demolition, and is being addressed through area regeneration initiatives across the country.
- 8.6.5 **Town Centre Gap Sites** (*Archetype 5*) do not feature strongly in the 60-sites sample. One reason is that these may have been under-sampled. Another possibility is that rising property vacancies in traditional town centres may not yet have led to large number of vacant and derelict sites.
- 8.6.6 The approaches to these archetypes could be aligned, yet distinct to reflect their types and characteristics: **programmatic approaches** around site-specific **technical, planning, consultation, appraisal** and **impact assessment** activities around a broad understanding of potential land uses.
- 8.7 Desktop assessments of the 60 sites examined **barriers to and potential for productive re-use**. The sites have been vacant on average for 30 years. Among the 42 derelict sites, one-quarter have more than one form of dereliction and a further quarter have unknown dereliction; this is a challenged set of sites requiring information, costings and remediation. 90% of sites have a defined planning policy status. The incidence of listed buildings or buildings at risk is low. The relationship between vacant and derelict sites and deprivation emerges strongly among the 60 sites. In terms of re-use potential:
- Housing use has the most potential across 80% of the 60 sites;
 - Commercial potential is less common (14 sites).
 - Employment potential is noted at 19 sites; many of the sites were formerly in industrial use.
 - 40 of the 60 sites have potential for green infrastructure. This is not necessarily instead of development and in some cases could be complementary.

- 8.8 The annual published Survey includes summary analyses of the **re-use of vacant & derelict sites**. The underlying sites re-use data is analysed here for 2013-17 inclusive:
- 8.8.1 A total of 2,120 hectares of land has been removed from the sites register, equivalent to an average of 424 hectares each year. **Residential use** is by far the largest single land use category, accounting for 36% of re-use. **Passive open space** is next largest, although that is inflated by exceptional take-up at Bishopston in Renfrewshire. Other land uses may look small by comparison, but typically each delivers a number of hectares re-use annually across Scotland. A further 350 hectares was re-used in 2017/18 (55% for residential use) and 632 hectares naturalised (largely former open-cast coal sites).
- 8.8.2 1,570 individual sites were re-used 2013-17. The re-use rate is 8% per annum by site numbers and 4% by land area. This is a **large and active market**, but is working against a huge backlog of land, and a continuing rate of around 80 new sites being added to the register each year.
- 8.8.3 Productive re-use is being achieved at a quite a **consistent rate across the country**. Those areas with the largest amounts – Glasgow and North Lanarkshire – also show the highest rates of site re-use. Re-use is however skewed towards vacant, smaller and more recent sites. By corollary, there will be **lower re-use rates for older, larger and derelict sites**. The more recently a site has been vacated, the more likely it will re-used for the dominant residential solution. While the overall site re-use position is encouraging, the **persistence of problematic sites** is also supported by the analysis.
- 8.9 An online survey of Scottish local planning authorities vacant and derelict land teams attracted a substantial response. The main findings were:
- 8.9.1 **Volumes** of vacant and derelict sites are expected to remain the same or decrease, although sites with vacant buildings are expected to increase. The greatest current **challenges** are presented by former industrial sites in urban areas, followed by town centre gap sites and housing regeneration sites. In the future, industrial and housing regeneration sites are expected to become less of a challenge, but town centre gap sites are expected to remain a challenge, as is undevelopable land.
- 8.9.2 Respondents reported **moderate to major harm** caused by vacant and derelict sites, across environmental, economic, community and investment categories. Impacts upon health and crime were less notable, at least as a general observation across all types and locations of sites.
- 8.9.3 The principal **barriers to the re-use** of sites are reported as markets and funding / viability. Ownership (unwillingness or simply not known) and regulatory barriers are also considerable. Site sizes, configuration and infrastructure were less of a barrier, while planning was rated as the lowest barrier. Respondents' comments indicate that **barriers are compound** rather than separate – without market demand and viability, there is little opportunity to address barriers such as flood risk, demolition / building re-use or contamination, other than through up-front funding support.

8.9.4 By far the greatest **re-use potential** both in a survey question and in site examples provided was reported for residential development (mirroring the actual re-use of sites reported at 8.8.1). Other land uses showing good potential are recreation and leisure, community and employment uses, and naturalisation (greening). Respondents contributed a range of **funding solutions, policies and programmes** being used to address vacant and derelict land.

8.10 A suite of **case studies** illustrates in more detail the re-use of vacant and derelict sites. A wide range of **after-uses** was selected – recreation, offices, community, housing and a stalled site. Notably, in each of the examples which has resulted in productive re-use, **active alignment of ownership and expectations, planning and funding** (sometimes complex from multiple sources) has been required. The case studies are deliberately complex and more straightforward sites can often make progress without that scale of intervention.

Conclusions

8.11 **The Scottish Vacant and Derelict Land Survey** underpins this project. It provides a **unique and rich baseline of sites data and analysis** stretching back more than three decades. In assessing how to approach site barriers and productive potential, though, a number of points can be made:-

8.11.1 By recording **all urban vacant land**, the survey inevitably includes general land supply. Vacant – rather than derelict - sites in housing regeneration areas and allocated employment sites may have barriers to re-use, but are also part of the prudent forward supply of development land and may indeed form part of committed regeneration programmes where their re-use can be anticipated.

8.11.2 The survey also includes **historic anomalies** such as former works in the countryside, particularly minerals sites, which may never be re-used other through naturalisation.

The combined effect of these is to overstate the problem of vacant and derelict land, both by land area (*mainly due to the minerals sites that will largely naturalise*) and by site numbers (*mainly due to showing all urban gap sites including those that are planned for re-use or are not development sites*). Many of these sites will be re-used over the short to medium terms.

This masks a hard core of derelict ex-industry, public/infrastructure and other urban sites. These may comprise no more than c30% of the sites and c20% of the land in the register ⁴¹.

The Task Force should focus on these *persistent, problematic sites with productive potential*.

⁴¹ As an analytical exercise only, with no inspection of individual sites:

- Focusing on derelict sites only, which have been on the register for at least 5 years, and are not developable in the short term, leaves 42% of sites (1,562) and 48% of land (5,614 hectares) currently on the register.
- Then, further focusing by also removing sites in the countryside leaves only 31% of sites (1,144) and 21% of land (2,492 hectares) currently on the register.

8.11.3 The Survey is based upon a Microsoft Excel **sites register** and supporting datasets and plans. It is currently complicated and time-consuming to use this to understand a site's barriers and potential. The required information on regulatory matters, planning policy, infrastructure, as well as essential information on potential about markets, viability, stakeholder views (including owners and communities) and potential impacts / outcomes all sit outside of the register. Links to the SIMD, planning portals and local development plans, datasets held by organisations such as SEPA and Scottish Water, contaminated land registers, geotechnical information and so on could be layered to allow a much more transparent and rapid assessment of sites (or at least their challenges, to better calibrate their potential).

Positively, significant work to **enhance the register** is already underway⁴². Local authorities provide the Scottish Government with Shapefiles (site polygons) which define boundaries and support mapping (as for example the Scottish Index of Multiple Deprivation is already presented). The Scottish Government's Improvement Service's Digital Futures Project has included the 2017 sites data within a wider mapped dataset <http://www.spatialhub.scot/maps-2/> of local authority spatial data. This data and digitisation work should also help with the significant amount of 'unknown' fields on the register.

The Task Force's focus on activating the register to deal with sites can help with this process.

8.11.4 The survey's **sites threshold** of 0.1 hectares (0.247 acres) or larger captures a vast range of sites. From a local community perspective however, and particularly in smaller settlements, this may overlook smaller sites that might be comparatively deliverable for productive re-use. It could be inferred from the chart in Appendix 1 that there may be very large numbers of these sites in the full 'universe' which fall outside of the recorded 3,731 sites portfolio. The survey is now recording re-use smaller than 0.1 hectares, but only where that is part of a larger site already on the register.

Micro sites could be an area of focus for the Task Force.

8.11.5 The broad **site archetypes** presented above are provisional, based upon a sample of less than 2% of register. While they align with wider knowledge of the sites potential, further potential ***persistent, problematic*** archetypes are expected to include **major former hospitals, infrastructure assets** and **very large contaminated sites** (as distinct from general former industrial sites with more benign forms of dereliction).

The Task Force should consider and confirm these as problem sites.

⁴² An example of digitisation in the planning and development system is Gateshead Council's new prototype **Homebuilder De-Risking Tool** developed with the Future Cities Catapult. The project identified fourteen site characteristics that typically confront developers after they have commenced a planning application, including flooding, contamination and archaeological remains, as well as calculating planning obligations. The Tool provides information on the implications of constraints and any further work required:- <https://futurecities.catapult.org.uk/cityx/digital-urban-planning-de-risking-planning-for-sme-developers/>

8.12 **Economic demand** is a concern for the vacant and derelict land portfolio. There may not be enough demand in Scotland for housing and other viable commercial uses to re-populate the vacated land. Moreover there is concentration of sites in less viable markets due to lost economic activity. A range of agencies and funding interventions do bridge some of the gaps, in some places, some of the time. The default position though is that **many of the *persistent, problematic sites will not resolve themselves through market forces and beneficial planning allocations***, at least not any faster than the current rate (which in any case favours newer, easier, smaller sites).

8.13 Achieving an acceleration in the productive re-use of sites will thus require intervention not only to help with barriers and funding gaps, but also in **how ‘productive’ re-use is assessed on a full cost-benefit basis**, rather than a solely financial basis as most landowners - other than community and regeneration bodies – typically seek. SLC will progress work on this later in 2019.

The Task Force should consider how best to embed wider values and benefits in land use decisions.

8.14 At an **institutional** level across Scotland, there an opportunity to embed new approaches to vacant and derelict land. The current planning review, NPF4, new Scottish National Investment Bank, new Infrastructure Commission and Regional Economic Partnerships – supported by the bedrock of existing local authority experience and their successes in dealing with vacant and derelict land - can offer a timely opportunity to align how site re-use is assessed, supported and delivered. This can be considered alongside the existing partnership working between the Scottish Land Commission, Scottish Government, Scottish Enterprise, Scottish Futures Trust and SEPA.

The Task Force should consider how to operate most effectively within this emerging institutional landscape.

8.15 The current sites portfolio is by definition a legacy. Further sites are added every year. **Future vacant and derelict sites** may include those in failing town centres, company closures, increasingly obsolete industrial estates, further low demand housing stock demolitions and further public sector and infrastructure rationalisations due to new investment. Fortunately, many will not present the same scale of contamination problems as heavy industry left behind, therefore solutions may be more tractable. The challenges are largely thematic (archetypes), meaning that pre-empting and resolving these could be supported by organisations such as Scotland’s Town Centres Partnership, Scottish Futures Trust (public sector), the Scottish Property Federation (commercial) and Homes for Scotland (housing).

Phase 2 Work

- 8.16 Phase One of the project has sought to understand and illuminate the challenges of vacant and derelict land in Scotland. SLC's brief termed this the **development** phase. It has begun to develop insights, which along with SLC's other workstreams on the consequences of sites (the harm they cause), funding sources, and on measuring the benefits of re-use, can inform potential changes.
- 8.17 Phase Two is proposed to deliver **demonstration** projects. Based upon the work presented in this report, the critical elements of the Phase Two scope are suggested as:
- 8.17.1 Identify around **12 demonstration projects**. The intention would be to begin to develop a methodology to address each **site archetype** in a range of situations and locations across Scotland.
- 8.17.2 The demonstration projects should be **live examples**, selected mainly from those proposed by willing local authorities in response to the survey in Section 7. The demonstration projects would be undertaken through formal and regular engagement with each authority. Each project would at least have assembled baseline information, undertake some appraisals and started the planning process. Engagement with landowners / developers will require to be discussed. Engagement with communities would not be proposed at this point.
- 8.17.3 Building on the site assessments presented here, **headline technical assessments** of each site and its infrastructure needs would be required (the **barriers**). At this point it is not possible to gauge how much information will already be available for review and how much will need to be undertaken.
- 8.17.4 Turning to **potential**, Stage Two would begin to embed the harm (**costs**) and impacts (**benefits**) workstreams into the demonstration projects. **Development appraisals** would be required to test the viability of re-use options (with modelling integrated with the impact assessment).
- 8.17.5 There should be an opportunity to work with new **data initiatives** during the demonstrator projects. This would include the work being undertaken currently by the Improvement Service (some joint working would be anticipated with the Service, Scottish Government Vacant & Derelict Land Team, and local authorities) and other third party sources.
- 8.17.6 Stage Two should include critical reviews of **agency processes**, covering regulation, services, planning, ownership and delivery as appropriate for each project. The reviews should go beyond describing processes to interrogate blockages and how these are being / could be resolved. Consideration of the emerging, future agency landscape – including landowner and developer types not simply public sector reorganisation - should form part of the summary findings.

- 8.17.7 The proposed **outputs from Phase Two** are detailed assessments, lessons and emerging models and approaches from the demonstration projects, at both general and archetypal levels. The work would also highlight any suggested changes to policy and support for the re-use of vacant & derelict land.
- 8.17.8 Moving forward, the work may then consider how the demonstration projects can be used to develop a new approach and toolkit for the productive re-use of vacant and derelict sites (this will form **Phase Three** of the project).

Ryden LLP
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