

Metropolitan Governance in Glasgow and the Clyde Valley

Background

Scottish government 1976-1996

Scottish local government was reformed in 1976 and 8 Regional Councils and 49 District Councils were created.

Key issues

De-industrialisation

One of the key reasons for the establishment of the Regions was to enable the urban crisis created by the de-industrialisation of Scotland to be addressed in a comprehensive and integrated manner.

Deprivation and dereliction

At the time the Glasgow and the Clyde Valley area had the highest levels of multiple deprivation in Europe, after Napoli. A process of urban clearance, with the population of many areas rehoused in peripheral housing estates and New Towns, had left a legacy of vacant and derelict land. City and town centres were losing their attractiveness and vitality, through vacancies, and their viability was coming under pressure from out of centre retailing, including malls and individual super stores.

Competencies

Regional Councils were given, primarily, strategic planning, transportation, water, sewerage, police, fire, education and social powers and some industrial development and environmental powers. District Councils were given, primarily, local planning and social housing powers. The Scottish Development Agency (SDA) was established to address the over arching issues of economic restructuring and environmental recovery.

Strathclyde Regional Council covered the Glasgow and the Clyde Valley area and the adjoining lowland county of Ayrshire and highland county of Argyll and Bute.

Capability

The Regional Council adopted a powerful corporate plan, the *Regional Report*, focusing on the social and economic needs of areas of deprivation for education and training, welfare support, security and public transport. This strategy was complemented by District Council housing improvements and SDA action on employment creation and environmental improvements.

The strategic planning powers of the Regional Council were harnessed, through its Structure Plan, to direct the growing private housing sector to the many opportunities for the reuse of vacant and derelict land. Much of this had a negative value, because of pollution or under mining, and required SDA treatment to make it developable.

This strategy of "brownfield" reuse and redevelopment, a term devised by the Regional Council, continued from 1976 to 1996 with considerable success.

Process

The Regional Council was in a position to approve Local Plans, to ensure their conformity with the Structure Plan, and "call-in" Planning Applications of regional significance for decision if they had strategic implications.

These powers were only used selectively but did provide the means to safeguard the Structure Plan from major or incremental "greenfield" developments that would prejudice the "brownfield" strategy.

Present situation

Scottish government and governance 1996 - present

In 1996 the Scottish Parliament was created and Regional Councils were abolished. In their place are 32 local Councils. The only areas where a strategic planning capability was maintained was in the Glasgow and Clyde Valley area (GCVA) and Ayrshire because of the recognition that was given to the importance of a "metropolitan dimension" to planning in the major urban area of Scotland and to maintaining continuity in Ayrshire.

Key issues

Although the former key issue of deprivation remains a prime concern it has now been compounded by the national (UK) economic situation. Unemployment, particularly for the young, is a concern. This has made economic benefit an even more important consideration in planning decisions than before.

Competencies

A unique governance formula has been adopted that makes the 8 Councils in the GCVA the strategic and local planning authorities. They took the decision to exercise their strategic planning powers collectively through the development and approval of a joint Structure Plan.

Capability and Process

They therefore formed the Glasgow and the Clyde Valley Joint Structure Plan Committee to fulfill this function and set up a joint team to produce, monitor and roll forward a joint Structure Plan. The joint team worked closely with the local planners in the 8 constituent local Councils.

This formula has been regarded as a success and in 2008 it was been extended to the other Scottish city regions of Edinburgh, Aberdeen and Dundee. Strategic Development and Planning Authorities (SDPA) have now been set up for these city regions with the remit to prepare, and keep under review, Strategic Development Plans.

Process (see www.gcvsdpa.gov.uk)

Joint Committee

The GCVSDPA, which operates in the form of a Joint Committee, meets four times a year usually in March, June, September and December and comprises 16 elected members, two from each of the 8 constituent local authorities.

Management Team

The Management Team comprises the eight Planning and Technical Directors of the constituent local authorities along with the GCVSDPA's Strategic Development Plan Management Team. The Management Team supports the work of the Joint Committee and sets the broad direction of strategy, organisational integration, work programming, budgeting and joint working.

Core Team

The Core Team is the eight standing professional staff of the Joint Committee whose role is to co-ordinate and integrate the planning work of the constituent local authorities in terms of formulating and monitoring long-term planning strategies and providing support to the local authorities on all aspects of Strategic Development Planning. The primary role of the Core Team is the production of the GCVSDPA's joint statutory Strategic Development Plan.

A further major role of the Core Team relates to the liaison, co-ordination and integration of the GCVSDPA's external partners into the process of strategic development planning and strategy development, in fulfillment of the Joint Committee's aim of an inclusive strategic planning process.

Strategic Development Plans

Strategic Development Plans are required under the Act to include the following.

Vision statement - a broad statement showing how the development of the area could occur and the issues that might be expected to affect that development, including physical, economic, social and physical characteristics, principal land use, the size, composition and distribution of the population of the area, the infrastructure, how the infrastructure is used and any anticipated changes.

Spatial Strategy - a broadly based statement of proposals as to the development and use of land in the area. The plan may also contain or be accompanied by maps, diagrams or illustrations but it must contain a map or diagram describing the spatial strategy.

Effectiveness

Where once Regional planning was an integral part of the corporate planning of strong Regional Councils it now stands alone as the single remaining Scottish metropolitan function, apart from the Regional Transport Partnerships and Police and Fire Authorities. Metropolitan strategic planning now has a greatly reduced capability in terms of staff and financial resources.

Although the strategic planning process is much the same as it was it relies on achieving a consensus between the constituent Councils in a metropolitan SDPA.

Selected explanatory GCVSDPA diagrams

See Appendix.

Scottish government stakeholders and metropolitan governance

(from the Scottish Government web site www.scotland.gov.uk)

Background

With the abolition of the former Regional Councils most Transport, Water and Sewerage, Health, Higher Education, Economic and Environmental services are now functions of the Scottish Government. Scotland is now governed in a more centralised way.

This means that the Scottish Government is the main stakeholder interest and consultee in metropolitan strategic planning through the SDPA.

In addition, metropolitan population projections, formerly carried out by the former Regional Councils are now carried out solely by the National records of Scotland NRS (www.nrs.scotland.gov.uk). These form the basis for client (age) group projections for social services, economic and transportation assessments and local Council areas.

National Planning

The National Planning Framework (NPF) is a strategy for the long-term development of Scotland's towns, cities and countryside. The NPF is about shaping Scotland's future and is concerned with how Scotland develops over the next 20 years and how to make that possible. The NPF identifies key strategic infrastructure needs to ensure that each part of the country can develop to its full potential.

National Planning Framework 2 (NPF2) was published in 2009. It sets the spatial strategy for Scotland's development to 2030, and designates 14 national developments of strategic importance to Scotland. To ensure effective delivery, NPF2 is supported by an 80-point Action Programme setting out how and by whom the national developments and other key elements of the NPF strategy will be implemented. Work has started on the third NPF (NPF3), which it is intended to publish in June 2014.

Strategic Development Plans (SDP) must accord with the NPF.

Transport Scotland

Transport Scotland is an agency of the Scottish Government. Its purpose is to increase sustainable economic growth through the development of national transport projects and policies. Its priorities for this investment are connecting Scotland and improving reliability and journey times in order to maximise opportunities for employment, business, leisure and tourism. It is focusing on transition to a low carbon economy through low carbon technology and infrastructure, reducing emissions, tackling climate change and improving air quality.

Transport Scotland competencies with a metropolitan dimension include,

- Rail and trunk road networks
- Major public transport projects
- Coordinating the National Transport Strategy for Scotland
- Liaising with Regional Transport Partnerships, including monitoring of funding
- Aviation, bus, freight and taxi policy
- Ferries, ports and harbours

Regional Transport Partnerships

The role of Regional Transport Partnerships (RTPs) is to strengthen the planning and delivery of regional transport developments. The first task of each RTP was to prepare a regional transport strategy. This is supported by a delivery plan where RTPs set out when and how projects and proposals will be delivered.

Some RTPs are also responsible for the delivery of transport services. In particular Strathclyde Partnership for Transport (SPT) owns and operates the Glasgow subway and major bus stations across the west of Scotland. SPT plans and delivers transport solutions for all modes of transport across the region and the Glasgow and the Clyde Valley metropolitan area.

Bus services in Scotland have largely been privatised and takeovers have resulted in a handful of major operators with non-profitable routes being supported by RTP's.

Water and sewerage services

Scottish Water is a statutory corporation (agency) set up through the Scottish Government to provide water and sewerage services across the country including its metropolitan areas.

Health Services

There are 14 regional NHS Boards that are responsible for the protection and the improvement of their population's health and for the delivery of frontline healthcare services. Seven Special NHS Boards and one public health body support the regional NHS Boards by providing a range of important specialist and national services.

The competencies of the Board for Glasgow and Clyde that have a metropolitan dimension are as follows.

- **Strategy development. Developing a Local Health Plan to address the health priorities and healthcare needs of the resident population, including health improvement, acute services and primary care.**
- **Resource allocation to address priorities. The Board is responsible for deciding how these resources are deployed to meet its strategic objectives.**

Education and social services

Primary and Secondary Schools are run by the 8 local Councils in GCV area. Higher education, including Universities and Colleges, is provided by independent bodies part funded by the Scottish Government.

Social services, including the care and welfare of all age groups, are provided by the 8 local Councils in the GCV area.

The competencies of the local Councils, for planning, education and social services, enable coordination at the local level and at the strategic level through the GCVSDPA.

Housing

In the last 30 years Scotland has moved from having the majority of its dwellings in the public sector to a majority in the private sector, through a "right to buy" policy and greatly increased private sector housing construction. Social and affordable housing has been provided most recently through a percentage requirement within new housing sites.

The process of new housing construction is regulated through the strategic and local planning systems. It follows the METREX PHIMA methodology.

Economic development

Scottish Enterprise (SE) is the Scottish Government agency with responsibility for the promotion and development of the Scottish economy, with a particular focus on key sectors of the economy.

The SE competencies that have a metropolitan dimension are as follows.

- Stimulate sustainable economic growth - delivering dedicated support locally, nationally and internationally
- Exploit low carbon opportunities - working with partners to create a competitive low carbon business environment in Scotland
- Improve Scotland's business infrastructure - ensuring Scotland has a great business environment for companies to grow and attract new investment to Scotland.
- Support business - offering tailored support to businesses of all sizes. Support includes products, services, funding and investment opportunities

Environment

Scottish Natural Heritage (SNH) is the Scottish Government agency with responsibility to care for the natural environment. Historic Scotland (HS) is the Scottish Government agency with responsibility with safeguarding the historic environment and promoting its understanding and enjoyment

The SNH and HS competencies that have a metropolitan dimension are as follows.

- Promotion, care and improvement of the natural and built heritage
- Promote its sustainable use, now and for future generations

The Scottish Environment Protection Agency (SEPA) is Scotland's environmental regulator. Its main role is to protect and improve the environment. It does this by being an environmental regulator, helping business and industry to understand their environmental responsibilities, enabling customers to comply with legislation and good practice and to realise the many economic benefits of good environmental practice.

Population and economic projections

Population projections for SDPA purposes are made by the National Records of Scotland (NRS). They run the Census and use the Census results, and other data, to publish information about population and households. This information forms the basis of strategic demographic and client group assessments by SDPA's, Councils, transport, health and higher education providers.

NRS forecasts also form the basis of PHIMA and PRIMA household forecasts for metropolitan planning purposes.

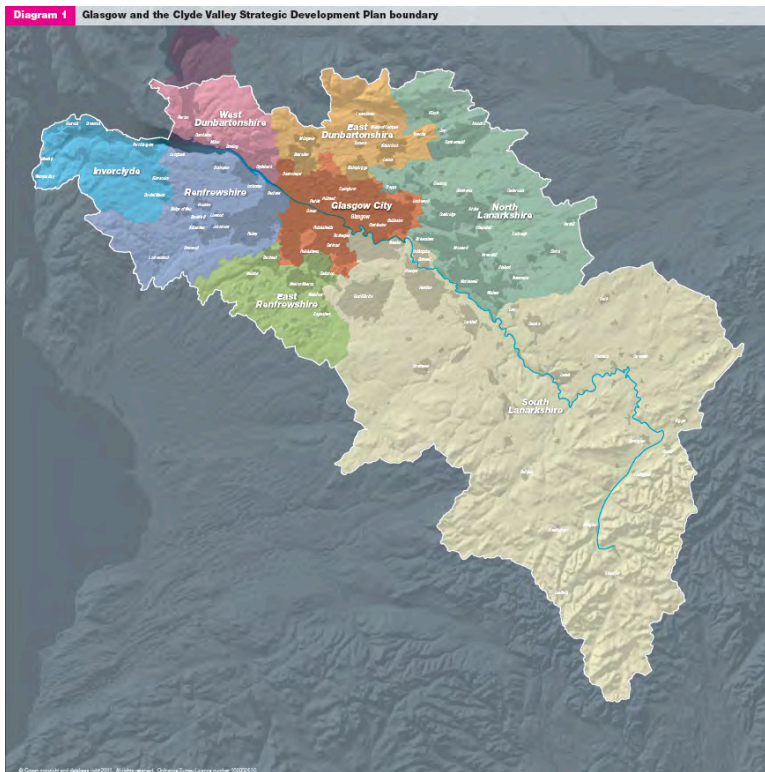
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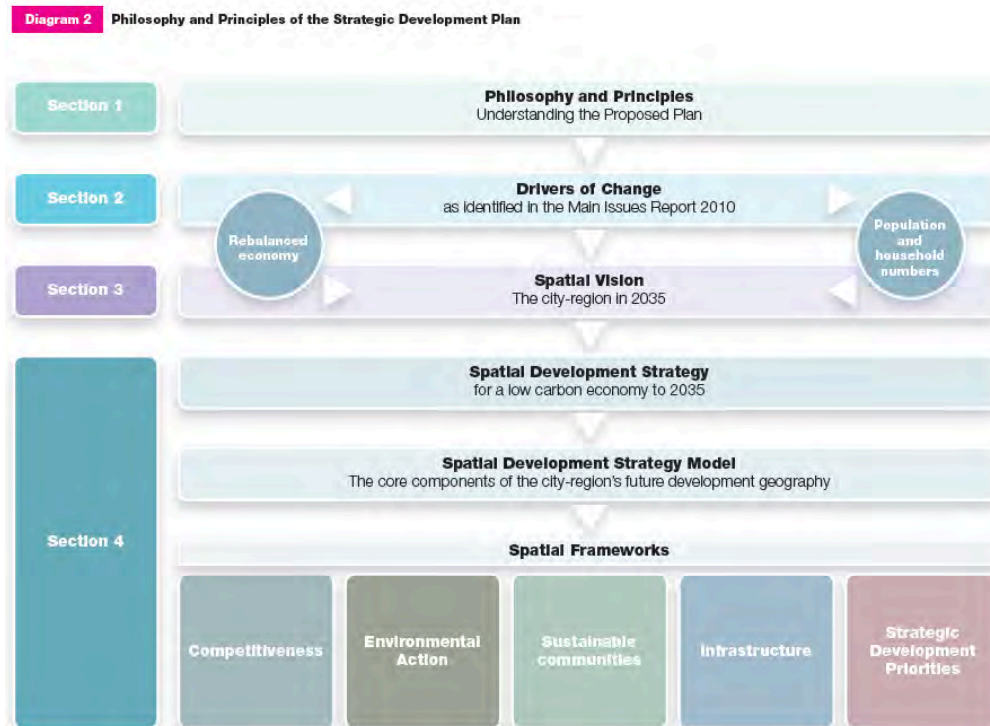
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Appendix

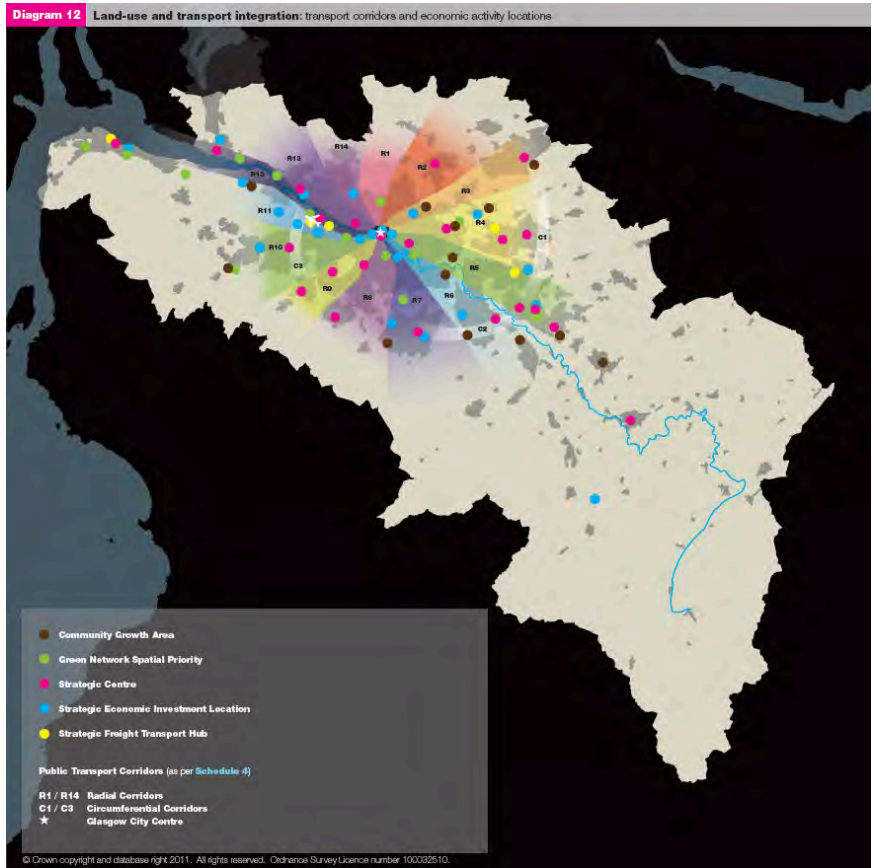
Selected explanatory GCVSDPA diagrams (2011)



GCVSDP boundary, constituent Councils and urban areas



Philosophy and principles of the SDP



Land use and transportation integration - transport corridors and economic activity locations



Forestry and Woodland spatial framework