PLANNING PERFORMANCE FRAMEWORK 2014 - 2015





Background

- 1. This is the fourth 'Planning Performance Framework' (PPF) report submitted by the Glasgow and the Clyde Valley Strategic Development Planning Authority (Clydeplan) for the period 1st April 2014 to 31st March 2015.
- 2. The Scottish Government's feedback report on Clydeplan's first PPF 2011/12 recognised that the full range of national headline indicators set out in the PPF do not apply directly to the work of a Strategic Development Planning Authority. Recognising this Clydeplan has attempted to complete this PPF as constructively as possible in order to assist and support the Scottish Government's modernising planning agenda.
- 3. Clydeplan aims to support the Scottish Government's central purpose of delivering sustainable economic growth and its drive to continue the reforms within planning in the context of promoting a plan led system, improving performance and delivering high quality sustainable development on the ground.

Introduction

- 4. There is a long standing tradition of strategic planning in the west of Scotland which recognises that the communities of the conurbation are interdependent and that a shared vision and land use strategy are required to tackle the major economic, social and environmental challenges facing the city region.
- 5. Clydeplan comprises the eight council areas in the Glasgow and the Clyde Valley city region, namely East Dunbartonshire, East Renfrewshire, Inverclyde, Glasgow City, North Lanarkshire, Renfrewshire, South Lanarkshire and West Dunbartonshire and covers an area with a third of Scotland's population and which delivers a third of Scotland's GVA.
- 6. Clydeplan through the Strategic Development Plan (SDP) addresses population and household growth and provides a framework for the future development and growth across the city region to 2035 incorporating key development 'drivers of change' including the economy, environment, sustainability, climate change and land-use and transport integration.

SDP Purpose and alignment with the Scottish Government's National Outcomes

- 7. The aim of an SDP is to be 'concise and visionary' and to set out a long-term spatial vision and related spatial development strategy i.e. the future geography of development in the city-region for 20 years in order to support economic competitiveness and social cohesion within a sustainable environmental approach.
- 8. The SDP is about supporting the creation of quality places by focusing on the continued regeneration and transformation of the city region's communities whilst securing positive action on its key asset, its natural environment. The SDP strategy seeks to minimise the development and carbon footprints of the city-region, meet climate change emissions targets and above all, support a drive towards a sustainable low-carbon economy.
- 9. The SDP therefore provides the overall geographical framework for development within which the eight constituent local authorities will formulate their Local Development Plans and within which they will assess planning applications and proposals. It is also intended to provide the public, stakeholders and the development and investment industries with confidence and certainty, that a consistent strategic planning approach to creating a longterm sustainable future for the city region is in place.

- 10. The key aims and purpose of the SDP as described above, aligns itself closely with the Scottish Government's central purpose of the promotion of sustainable economic growth. In particular Clydeplan took a positive decision in its first SDP to plan for optimistic forecasts of demographic and economic growth as the basis for the strategy, and this approach is now being reflected in the emerging Local Development Plans and Development Management decisions.
- 11. The next SDP prepared by Clydeplan, which is due for submission to Scottish Ministers in May 2016, will continue to align closely to the themes of the new National Planning Framework 3 and the four 'Planning Outcomes' set in Scottish Planning Policy. This was the structure of Clydeplan's Main Issues Report which was published for consultation in January 2015.

Overview of Performance Report

- 12. Attached below is Clydeplan's fourth Planning Performance Framework Report for the period 1st April 2014 to 31st March 2015.
- 13. Clydeplan will continue to work with the Scottish Government, the other SDPAs, the Key Agencies and other relevant bodies in taking forward the actions identified by the Scottish Government in support of the 2014 review of Strategic Development Plans in Scotland.
- 14. Given the above, relevant considerations for the PPF Report in respect of the Clydeplan SDP include Plan Preparation, Plan Implementation and some identified Delivery Risks. Comments in this regard are provided in the Contextual Statement following the national headline indicators.

Response to feedback from PPF 2013/14

- 15. The response to PPF 2013/14 highlighted three areas for the next PPF report to consider, namely a need to
 - to describe how elected members have been engaged;
 - to describe how cross sector stakeholders (including industry, agencies and Scottish Government) have been engaged; and,
 - to explain how sharing good practice, skills and knowledge is achieved in more detail.
- 16. The approach to these matters is addressed in the following section on defining and measuring a high-quality planning service.

PLANNING PERFORMANCE FRAMEWORK ANNUAL REPORT 2014-2015



1. National Headline Indicators (NHIs)

Key outcomes		2014-2015
Development Planning: • age of local/strategic development plan(s) (full years) Requirement: less than 5 years • development plan scheme: on track? (Y)	Valley S Develop was app modifica Minister and was on 29 th / • Yes - De Scheme March 2 • The Pro schedul January • A revision Develop is sched in suppor Plan's s Scottish 2016. • Action F	oment Plan (SDP) oroved with ations by Scottish s on 29 th May 2012 s formally published August 2012. evelopment Plan e published 27 th 1015 posed Plan is ed for publication in 2016.
Effective Land Supply and Delivery of Outputs effective housing land: years supply effective housing land supply housing approvals	years units units ha	SDP provides the strategic context for housing and employment land supplies.
effective employment land supplyemployment land take-up	ha	Local Authorities
effective commercial floor space supplycommercial floor space delivered	m² m²	information.

Contextual Statement

Plan Preparation

The first SDP for the Glasgow and the Clyde Valley city region was approved by Scottish Ministers on 29th May 2012. Since then the eight constituent Clydeplan Local Authorities have been taking forward their individual Local Development Plans most of which have now been formally adopted.

Plan Implementation

Translating the SDP into implementation and outcomes is more challenging however. Firstly, it is important to recognise that Clydeplan does not directly implement the SDP strategy and has no budgetary provisions for doing so. Implementation of the SDP and the constituent Local Development Plans, is through the following types of activity;

- provision of an appropriate policy framework that aligns with NPF3, Scottish Planning Policy and the four Planning Outcomes;
- determination of Development Management decisions in accordance with the SDP:
- provision of an adequate supply of land in the right locations in order to facilitate the future development of the area and support sustainable economic growth;
- identification of key infrastructure requirements to support development and the removal of impediments to the delivery of development;
- facilitation of private sector investment in the identified locations for development;
- prioritisation of public sector activity around the spatial priorities identified in the Development Plan and its accompanying Action Programmes;
- partnership working to achieve shared priorities including cross boundary issues e.g. liaison with the Strathclyde Partnership for Transport and Transport Scotland on transportation issues; collaboration with the Glasgow and Clyde Valley City Deal; and,
- the provision of a landscape capacity assessment for wind energy with Scottish Natural Heritage.

Delivery Risks

The Scottish Government has set ambitious outcomes in respect of a number of agendas including on matters such as sustainable economic growth, housing, sustainable places including town centres, high quality development, carbon emissions reductions, and waste recycling. Clydeplan recognises that in the current economic climate, a number of key challenges exist for the city region on issues such as brownfield redevelopment particularly for housing, reducing health inequalities, climate change adaptation and mitigation and delivery of infrastructure projects.

Whilst the SDP has a limited role in direct delivery on these agendas through facilitation and partnership working it can influence and set a policy context to address these outcomes.

It is recognised that the recession has significantly impacted on the ability to deliver effectively a number of key policy priorities of the SDP e.g. private sector housing completions down 55%, however Clydeplan considers that in the context of a 20+ year development strategy the direction set in the current SDP through its Spatial Development Strategy remain appropriate to deliver the sustainable low carbon economy agenda set by Scottish Government. In this context Clydeplan recognises that planning has an important role to play in supporting economic recovery however other factors such as availability of finance to developers and prevailing market conditions also have a significant role to play.

On a specific matter, the SDP review identified skills gaps in some areas and in particular the lack of in house graphics design resource makes document production overly onerous and inefficient. Additionally, the scale of resource required to support HNDA production continues to present challenges.

Observations

The PPF's and the Scottish Government's recent review of SDPs have facilitated the development of an emphasis on the role SDPs can play in adopting an outcome focused approach in all of its activities and the pursuit and implementation of continuing service improvements.

The current SDP was produced on time and within budget and in the spirit of the modernising planning agenda. The policy context adopted fully reflects the Scottish Governments' National Performance Framework, Scottish Planning Policy and the NPF. Clydeplan seeks to ensure that the correct outcomes are being achieved on the ground and some potential concerns and risks in terms of delivery are highlighted above.

Clydeplan would wish to reiterate its commitment to working with the Scottish Government towards desired outcomes, and would wish to offer its continuing support and assistance, in considering the outputs from this planning performance review and the required response as we move forward.

PLANNING PERFORMANCE FRAMEWORK

2. Defining and measuring a high-quality planning service

Open for business

Clydeplan works in partnership with its eight constituent local authorities and Scottish Enterprise in the development of the economic context for the city region.

For its Main Issues Report (January 2015) Clydeplan commissioned a study looking at the economic outlook and scenarios to 2038 for the city region. The findings of which were disseminated to the local authorities and key stakeholders at joint working session. North Lanarkshire Council subsequently utilised this piece of work to commission the same consultants to produce an individual economic report for their area in support of their 'Places for Business and Industry Charrette' and Main Issues Report.

The SDP's focus is on identifying and supporting those Strategic Economic Investment Locations across the GCV city region which are aligned to support the Scottish Government's Economic Strategy and key sectors of the economy.

The SDP has supported and underpinned the work of the Clyde Valley Community Planning Partnership's Economic Strategy and Vision and the projects included as part of the Glasgow and Clyde Valley City Deal Infrastructure Fund.

Other partnership working includes for example liaison with the Central Scotland and Glasgow and Clyde Valley Green Network Partnerships, Strathclyde Partnership for Transport Liaison Group, Metropolitan Glasgow Strategic Drainage Plan (MGSDP), Firth of Clyde Forum, Clyde Area Advisory Group for River Basin Planning and Adaptation Scotland/ Climate Ready Clyde.

In terms of Climate Change Adaptation/Climate Ready Clyde Clydeplan along with SNIFFER, Glasgow and Clyde Valley Green Network Partnership, MGSDP and Glasgow City Council jointly funded a consultant to consider an approach to developing potential partnership models in support of developing a related Adaptation Strategy and related Action Plan. The outcomes of this work will help inform the Proposed Plan.

High quality development on the ground

Clydeplan is seeking to embed the placemaking agenda firmly in the next SDP. As part of this process two joint sessions were held. In August 2014 a session on refreshing the Vision for the next SDP was held. This was followed in September 2014 with a session held in partnership with A+DS and SNH through their 'Sustainable Placemaking Programme' examining how this can most effectively be achieved. Both sessions were attended by the Clydeplan constituent authorities and a range of key stakeholders including the Key Agencies.

These sessions helped shape a new Vision for the SDP which was set out for consultation in the MIR which was published in January 2015.

Certainty

The SDP was approved by Scottish Ministers on 29th May 2012. Clydeplan sought to ensure that this was achieved efficiently and in the spirit of the planning reform agenda and the policy context adopted fully reflects the Scottish Governments' National Performance Framework, Scottish Planning Policy and the National Planning Framework. As such the SDP provides an up to date policy context for the preparation of the eight LDPs in the city region, the majority of which have now been adopted or are progressing towards adoption.

Clydeplan has actively engaged with the Key Agencies and Lead Persons in the development and revision of its Action Programme in support of the approved SDP. The latest version of the Action Programme was published in August 2014.

In addition it has worked with the Key Agencies and local authorities in commissioning

pieces of specific research on subjects such as the economy, wind energy and retail. In terms of process Clydeplan publishes its Development Plan Scheme annually with a view to meeting the legislative requirements of submission 4 years from approval (the next SDP requires to be submitted to Scottish Ministers no later than 29th May 2016). The latest DPS was published on 27th March 2015.

Decisions, including those by Scottish Ministers, where the SDP policy context is utilised as grounds for determining applications, continue to be monitored through the various subject based topic groups involving the eight authorities on matters such as vacant and derelict land, retail, housing, industry and business and the environment.

Communications, engagement and customer service

Recognising the importance of the house building industry sector to the city region Clydeplan and Homes for Scotland have jointly developed a Concordat aimed at ensuring effective working relationships in support of the sustainable economic growth of Scotland through the delivery of new housing in the Glasgow and the Clyde Valley city region (refer attached pdf to submission).

Clydeplan maintains an up to date website, <u>www.clydeplan-sdpa.gov.uk</u>, in support of the SDP process and in an attempt to improve how the Authority is recognised and support more effective engagement in October 2014 the Glasgow and the Clyde Valley Strategic Development Planning Authority rebranded itself as *'Clydeplan'* (refer attached pdf to submission).

The new website also incorporates a 'data exchange' portal to allow large data files to be exchanged between the Core Team and its local authorities and wider stakeholders. Clydeplan also at this time rebranded its Twitter account to '@Clydeplan' (before 114 followers now 283, a 150% increase).

Use of the Knowledge Hub continues to be developed and utilised with Knowledge Hub Groups established for the Clydeplan community and the Housing Market Partnership to provide a virtual library and to enable officers to share and exchange information, ideas and data.

The Clydeplan Main Issues Report is structured around the planning outcomes set out in NPF and the SPP. Along with the other SDP teams and working with Scottish Government and A+DS Clydeplan continues to consider graphical communication. In this context Clydeplan have worked with *OStreet*, the company responsible for the design of the mapping for NPF3, in relation to the production of the Main Issues Report and related publications including the Action Programme and Development Plan Scheme and Participation Statement. This approach will continue through the preparation of the Proposed Plan.

In relation to profile raising and improvements to engagement, a hard copy of the Main Issues Report was sent to all Community Councils, Community Planning Partnerships, Youth Parliament members, Key Agencies and stakeholders, rather than electronic communication.

Additionally, Clydeplan produced an enhanced version of its Annual Report in order to promote the work of the Authority. This was published on 1st April 2015.

Partnership working is at the heart of strategic planning and Clydeplan commits significant resource to this through a variety of means including:

- existing management structures (Joint Committee, Steering Group and Heads of Policy);
- subject based Topic Groups (Industry and Business, Network of Centres, Environment, Vacant and Derelict Land);
- Glasgow and Clyde Valley Housing Market Partnership in respect of HNDA;
- Forums including the Environment and the Economy, Infrastructure and Placemaking;
- Regular meeting with all the Key Agencies and Transport Scotland.

Developing and sharing good practice, skills and knowledge is another key element of Clydeplan's work.

Three examples are set out below where Clydeplan have sought to share good practice, skills, knowledge and develop a wider joint understanding in support of the preparation of the next SDP. It is also anticipated that these work streams will assist in the preparation of the constituent local authority LDPs and related Supplementary Planning Guidance as well as support Development Management process.

a. In April 2014, Clydeplan commissioned the Institute for Retail Studies at the University of Stirling to identify and analyse current and future retail trends in order to inform Clydeplan's Main Issues Report.

The report summarised current and future retail trends, and was structured into three main parts. The first part consisted of a review of the historical drivers of change during the last two decades. The second part, related to the wider potential drivers in the broader environment that will influence and impact retail and town centres, and the third element considered how these trends and drivers related to the SDP Network of Strategic Centres. In support of the report the consultants presented their findings to the Clydeplan Steering Group, Network of Centres Topic Group and a joint session with external stakeholders through the Economy, Infrastructure and Placemaking Forum.

b. Clydeplan has been exploring ways in which the second Strategic Development Plan (SDP) might better address health issues. A joint event was held on 1st May 2014 with the Clydeplan Local Authorities and external stakeholders to explore the question: 'How can the second Strategic Development Plan appropriately address health issues?' The event was based around the 'Glasgow Game' and was facilitated by the Glasgow Centre for Population Health and International Futures Forum.

The Glasgow Game is based on the World Game, developed by the International Futures Forum, and is an interactive way for a group to engage in a conversation about the important issues facing Glasgow and to identify recommendations regarding future actions to address challenges.

Using data describing the city and its people from the Understanding Glasgow website, participants explored the question by looking at current trends in the city, identifying possible shocks to the system (e.g. a recession, welfare reform, a fuel crisis) and what the key concerns arising from these shocks would be.

A report of the event has been prepared and will be used to help shape and inform the preparation of the next SDP.

c. The Landscape Capacity Study for Wind Turbine Development in Glasgow and the Clyde Valley was finalised in May 2014. The aim was to provide a strategic view of landscape sensitivity to wind energy development, and available capacity for further development, across the Glasgow and the Clyde Valley Strategic Development Plan area.

The project was overseen by a steering group comprising Clydeplan, Scottish Natural Heritage, and the eight constituent local authorities. The study will help inform Local Authorities onshore wind policy and Supplementary Planning Guidance across the city regions.

The Clydeplan Joint Committee members received presentations on a variety of SDP related topics including the city centre and the Green Network. In terms of the Main Issues Report individual local authorities took the document through their respective planning committees/boards thereby broadening the exposure of the SDP beyond just the elected members of Clydeplan.

Members of the Joint Committee are long standing and the current SDP in terms of its strategic direction is remaining constant, and as such elected members have a good understanding of strategic planning issues through the reports and presentations to the Joint Committee.

The SDP Manager is Chair of Glasgow and Clyde Valley Green Network Partnership and a Board member of the Central Scotland Green Network Trust and a Board member the Metropolitan Glasgow Strategic Drainage Plan.

Clydeplan also supports the BSc Urban Planning and Property Development course at Heriot Watt University through a presentation and workshop on strategic planning and the City and Regional Planning course at University of Glasgow through the assessment of part of their course work.

Efficient and effective decision-making

Clydeplan has a well defined decision making structure based upon a formal Minute of Agreement and Scheme of Delegation. Clydeplan comprises sixteen elected Councillors, two from each member local authority and meets at least four times per year. Provisions exist for special meetings to be called should circumstances require them.

In respect of the Development Management decisions, this Authority does not have a direct decision making role. It does however indirectly support Development Management decision making through the provision of an up to date approved strategic policy context. Other supportive activities include the consideration of Development management decisions through topic group discussions, providing a definition of strategic scales of development, the Green Network SPG, and publication of an SDP "Overview".

As part of the development of the next SDP, the Core Team has instigated individual local authority meetings with a view to arranging a joint working session with local authority Development Management officers and policy officers, to review the development management components of the current SDP and to propose changes where appropriate.

Effective management structures

Clydeplan is overseen by a Steering Group of senior officers, generally local authority Heads of Planning, who oversee the budget and work programme for the SDP and its dedicated Core Team. In addition a Heads of Policy group comprising Local Development Plan managers, lead on policy development and data collection.

The existing model of a small core team with support from Local Authorities in technical areas of work is emerging as a significant challenge particularly as a consequence of local government budget restraints, new resource heavy technical requirements such as HNDA and skill gaps in areas such as graphics and document design.

These matters have been the subject of considerations as part of the Scottish Government's Review of Strategic Development Planning in Scotland and Clydeplan are keen to work with the Scottish Government in taking forward the actions in this respect.

Financial management and local governance

Clydeplan is funded on an equal eight way split with budgets audited annually by Audit Scotland and reported to the Clydeplan Joint Committee. Following Audit Scotland's report that the level of Clydeplan's reserves be reduced by £120,000 this result in a one off pay back of £15,000 to each local authority in the 2015/16 financial year.

Culture of continuous improvement

Clydeplan's Core Team are subject to ongoing appraisal with each member having a topic based portfolio with well defined outcomes in support of the SDP process. Flexible working is supported and training in support of these work areas relates to both professional and administrative staff. A dedicated training budget exists for this purpose. During 2013/14 this training has covered such subjects as document proof reading, project management, town centres, MBA course Post Graduate Diploma in Strategic Management at the University of the West of Scotland.

As detailed above under "Open for Business" Clydeplan undertakes regular stakeholder engagement including with industry representatives in order to remain responsive to changing circumstances

Clydeplan takes part in informal bench marking with other Local Authorities and specifically with the other three SDPAs through a series of regular liaison meetings at which a Scottish Government representative usually attends.

3. Supporting evidence

Part 2 of this report was compiled, drawing on evidence from the following sources.

- Rebranding as 'Clydeplan' newly designed website; www.clydeplansdpa.gov.uk; and Twitter account @Clydeplan (refer attached pdf to covering email);
- Development Plan Scheme March 2014 March 2015 (published 27^h March 2014); www.clydeplansdpa.gov.uk/files/Development Plan Scheme and Participations Statement 2015_16(1).pdf;
- SDPA Meeting 14th December 2014 Committee Report GCVSDPA Revenue Budget 2014/15 (attached pdf to covering email);
- SDP Annual Report 2014 published 1st April 2015 www.clydeplan-sdpa.gov.uk/files/Annual_Report_2014(1).pdf;
- Clydeplan/Homes for Scotland Concordat October 2014 (refer attached pdf to covering email).

4. Service improvements: 2015-16

For 2015-16 the focus will be on developing the Proposed Plan taking account of responses to the Main Issues Report.

In support of the statutory processes Clydeplan will seek to:

- support and build stronger relationships with the Clyde Valley Community Planning Partnership by working with partners in the development of the Glasgow and Clyde Valley City Deal Infrastructure Projects;
- raise awareness amongst elected members of Clydeplan by identifying key stakeholders, where appropriate, to present to Authority meetings;
- develop an approach to monitoring the Plan's performance which can be utilised in conjunction with the Action Programme to further develop the outcomes focus for future PPF's;
- consider processes to improve the collection and analysis of electronic comments/consultation responses;
- continue to support staff development through secondment and further education opportunities;
- work with the Government to take forward actions emerging from the review of strategic development planning and modernising the planning system agenda.

Delivery of our service improvement actions in 2014-15:

Committed improvements and actions	Complete?
Republish our Development Plan Scheme and Participation	
Statement	Yes
Published 27 th March 2015	
Republish our Annual Report	
 Annual Report approved by the Joint Committee 10th March 2014 formally published 1st April 2015 	Yes
Rebranding as Clydeplan	Yes
October 2014, website, Twitter and related graphics	
Development of a work programme to support SDP2	Yes
 Work programme and project plan prepared to support SDP2 preparation. 	
 Associated subject related update reports prepared for Steering Group and Heads of Policy based on the work of the Environmental Forum, Economy, Infrastructure and Placemaking Forum, Housing Group and Development Land Forum. 	Yes
Detailed work programme developed for HNDA2	Yes
Raise awareness amongst elected members of Clydeplan by identifying key stakeholders, as appropriate, to present to them prior to Joint Committee meetings	Partial
 Presentations by Max Hislop, Manager, Glasgow and the Clyde Valley Green Network Business Plan 2015-18 and Derek Dunsire, Glasgow City Council, City Centre Strategy 	
Develop an approach to monitoring the Plan's performance which can be utilised in conjunction with the Action Programme to further develop an outcomes focussed approach	Ongoing
 Ongoing discussions with constituent local authorities and other SDPA's. Linked to review of SDP's. 	
Working with the Scottish Government and other partners, continue to develop the Action Programme, including identifying appropriate vehicles for improving delivery of the SDP strategy, and the identification of any resource gaps or limitations.	Ongoing
 Ongoing with Scottish Government and other SDPA's. Linked to review of SDP's. 	

Appendix I

PLANNING PERFORMANCE FRAMEWORK OFFICIAL STATISTICS

^{*} This section does not relate to the activities of the Strategic Development Planning Authority

Appendix 2

Workforce and Financial Information - Clydeplan

	Tier 1	Tier 2	Tier 3	Tier 4
Head of Planning Service			✓	

Note: Tier 1= Chief Executive, Tier 2= Directors, Tier 3= Heads of Service, Tier 4= Managers

		DM	DP	Enforce- ment	Other
Managers	No. Posts		1		
	Vacant				
Main grade posts	No. Posts		4		
	Vacant				
Technician	No. Posts		1		
	Vacant				
Office Support/Clerical	No. Posts		2		
	Vacant				
TOTAL			8		

Staff Age Profile	Number
Under 30	0
30-39	5
40-49	1
50 and over	2

Committee & Site Visits*	Number per year
Full Joint Committee meetings	4
Planning committees	0
Area committees (where relevant)	0

Committee site visits	0
LRB**	0
LRB site visits	0

	Total Budget	Costs		Income***
		Direct*	Indirect**	_
Development management	0	0	0	0
Development planning	596,000	400,000	196,000	0
Enforcement	0	0	0	0
Other	0	0	0	0
TOTAL	596,000	400,000	196,000	0