

Glasgow and the Clyde Valley Strategic Development Plan

Proposed Plan

Background Report 03

Strategic Futures Group Visioning

June 2011

A large, bold, white number '03' is centered on a solid orange rectangular background. The number is composed of two digits, '0' and '3', which are stylized with thick strokes and rounded terminals. The '0' is a simple oval shape, and the '3' has a curved top and a horizontal base. The orange background is a vibrant, slightly darker shade of orange, providing a high-contrast backdrop for the white text.



Futures Background Paper

Glasgow and the Clyde Valley Strategic Futures Group

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Introduction

1. In preparation for the new Planning System in 2008 the Joint Committee introduced a major innovation into its work programme in 2007 - systematic Futures Analysis
2. The Joint Committee's work is long-term and strategic, looking twenty or more years into the future, timespans needed to effect major structural change in metropolitan areas.
3. The Joint Committee has decided to develop further its earlier futures work from the late-1990s as awareness of emerging issues and the potential for change will help develop an increased robustness to its own planning against risks associated with such change.
4. No one can know the future and therefore this work is *not* about predicting the future, but about understanding a range of potential futures and their associated risks to the Joint Committee's Strategic Development Planning. Futures work, common in government circles and in major global companies, provides that perspective.
5. Partnership and combined capacity are fundamental to delivering the Development Strategy, as has been amply demonstrated by the Joint Committee approach since 1996.
6. Futures techniques will be used to develop common views of the future and its range of potential risks for and impacts upon the Joint Committee and its stakeholders' shared agendas.
7. Underpinning this work has been a move to create a more robust monitoring and risk assessment framework for the Strategic Development Plan. This framework aims for the first time to integrate risk assessment, risk management and spatial planning.

Glasgow and the Clyde Valley Strategic Development Planning Authority Futures Group

8. The Glasgow and the Clyde Valley Strategic Development Planning Authority (GCVSDPA) is a local government joint committee comprising eight local authorities in the Glasgow and the Clyde Valley area working together on setting out the longterm (20 years plus) spatial development strategy for the area. This plan is to be known as the Strategic Development Plan (SDP) and will replace the current Glasgow and the Clyde Valley Joint Structure Plan. The eight constituent local authorities are East Dunbartonshire, East Renfrewshire, Glasgow City, Inverclyde, North Lanarkshire, Renfrewshire, South Lanarkshire and West Dunbartonshire.

Figure 1 **Map of GCV area**



More information on the work of the Joint Committee can be found at www.gcvsdpa.gov.uk

What is Futures work?

9. Nobody can predict the future and this paper does not attempt to do that. A broad forecast of future social, political, economic, environmental and technological issues are unreliable beyond a few years. There are plenty of examples of forecasts which have been stunningly incorrect -

For example:¹

¹ <http://listverse.com/history/top-30-failed-technology-predictions/>

“Heavier-than-air flying machines are impossible.”

Lord Kelvin, British mathematician and physicist, president of the British Royal Society, 1895

“There is not the slightest indication that nuclear energy will ever be obtainable. It would mean that the atom would have to be shattered at will.”

Albert Einstein, 1932

“The world potential market for copying machines is 5000 at most.”

IBM, to the eventual founders of Xerox, saying the photocopier had no market large enough to justify production, 1959

- 10 These quotes demonstrate that changes occur and that they challenge the illusion of certainty that we might have. Therefore there is a real need to understand, and accept, that we operate in an ever changing environment and subsequently we must prepare ourselves accordingly in order to cope with the potential challenges ahead. But despite the fact that we cannot fully understand the future there is a real need to make an attempt.²

“We can either stumble into the future and hope it turns out all right or we can try and shape it. To shape it, the first step is to work out what it might look like.”

Stephen Ladyman, Deputy Chairperson Labour Party, January 2006

- 11 This quote highlights the key issue we face. If we want to be successful then we will have to have a greater understanding of what that future might look like.

What is Futures thinking?

- 12 There are three key points to understand when using Futures thinking.³
1. the aim is to strengthen an organisations awareness about the future
 2. this is achieved by offering alternative images of the future and choices of action based on those images
 3. it is not about predicting the future

So why carry out futures work?

13. There are two reasons why the Joint Committee have decided to undertake Futures work.⁴
1. Contemplation
 - it increases the range of policy options open to an organisation
 - it expands the timescales an organisation operates within
 2. Action
 - it helps stimulate creativity within an organisation and its partners
 - it can be used to evaluate plans, policies, strategies and sectors
 - it helps alert decision makers to opportunities and dangers that might impact on them

² http://findarticles.com/p/articles/mi_hb5245/is_ai_n29247903

³ <http://www.foresight.gov.uk/Horizon%20Scanning%20Centre/GoodPractice/Toolkit.asp>

⁴ <http://www.foresight.gov.uk/Horizon%20Scanning%20Centre/GoodPractice/Toolkit.asp>

Why is the GCVSDPA using Futures Work?

14. The Joint Committee has decided to develop the Futures work, previously employed in support of the first Structure Plan, which sought to raise awareness and support amongst key stakeholders of the emerging spatial issues and the potential for change. This new Futures work will assist in developing an improved evidence base to underpin the new Strategic Development Plan (SDP) whilst also identifying the risks associated with such change.
15. The Joint Committee has a strong tradition of stakeholder engagement in this field which successfully established a common development framework round which substantive progress has been made, in particular the Clyde Waterfront, the Clyde Gateway, Ravenscraig, Glasgow and Clyde Valley Green Network and Glasgow City Centre.
16. The Structure Plan was also the foundation of the first Clyde Valley Community Planning Partnership's Vision Document (2003). This Vision has recently been re-launched by the aforementioned eight Authorities. A copy of the document can be found at www.gvcvcore.gov.uk/downloads/MetropolitanGlasgow2008to2013.pdf This Vision will provide the agreed direction for the Futures work.
17. The Joint Committee has been engaged in many months of research to provide an updated knowledge base for the SDP. This work will provide a platform for the key stakeholders from across the region to examine the key trends and produce *spatial stories* for the Glasgow and the Clyde Valley up to 2035 and beyond. These stories will then inform the SDP.
18. Therefore as part of the futures process, the Joint Committee feel it would be beneficial to gain a better understanding of some of the sectors that operate in the GCV area in order to develop our understanding on the key spatial issues affecting sectors of interest.
19. Work is focused around identifying emerging trends through extensive information-gathering from a wide range of sources, whilst other methods such as *structured questions* and *story analysis*, are proposed with a view to engaging partners and stakeholders. These futures techniques will be used to develop common views of the future and its range of potential risks for and impacts upon the Joint Committee and its stakeholders' shared agendas. Partnership and combined capacity are fundamental to delivering the Development Strategy, as has been amply demonstrated by the Joint Committee approach during the period since 1996.
20. This GCVSDPA Futures project will also aim to build on the consensus created around the Glasgow Metropolitan Futures project that was undertaken by both Scottish Enterprise and Frontline Consultants in the mid-2000s and provides a platform for the Joint Committees approach.
21. This work is not about predicting the future, but about understanding a range of potential futures and their associated risks for the SDP.

Futures Techniques

22. Futures work employs a number of techniques in order to help an organisation better understand potential future environments it might find itself operating within. There are two key techniques which the GCVSDPA Futures Group will employ:

1. Horizon Scanning

This is⁵:

- the systematic examination of potential threats, opportunities and likely future developments which are at the margins of current thinking and planning
- it allows the exploration of novel and unexpected issues, as well as persistent problems or trends
- it is intended to improve the robustness of an organisation's policies and evidence base

23. The aims of Horizon Scanning are⁶:

- to spot emerging trends
- to allow an organisation to be more aware of what's going on
- getting people thinking long-term

24. The Horizon Scanning methodology includes:

- examining newspapers, journals, academic and industry papers
- speaking to practitioners and academics and getting their views on long-term trends within key sectors

25. Once a potentially relevant strand of information is found then the following questions would be posed :

1. Is this a long-term trend or a short-term fad?
2. If it is a long-term trend, will it have an impact on the GCV area?
3. What would be the spatial implications of that impact?

2. Spatial Stories

26. Story planning is sometimes referred to as scenario planning. It is proving to be highly successful in terms of public engagement in eliciting people's views around stories of the city's future.⁷

27. The Stories themselves:

- are used by organisations to help them imagine and manage the future more effectively
- highlight major uncertainties facing organisations and then explores how they might play out in the future
- offer plausible alternative views of what the future might look like
- are not predictions but they provide a picture of what might happen if certain trends continue to a logical conclusion

⁵ <http://horizonscanning.defra.gov.uk/>

⁶ <http://hsctoolkit.tribalctad.co.uk/content/view/42/36/>

⁷ <http://www.futuremelbourne.com.au/wiki/view/FMPlan/StoriesOfFuture>

28. They can be used to⁸:

- provide an opportunity to talk about the future
- offer an inclusive and consultative process to all participants
- reflect the views and challenges facing all stakeholders
- provide a neutral space (the future) for discussions
- allow detailed analysis to be woven in by blending subjective and objective viewpoints
- offer a different perspective on what's urgent and what's important

Futures Process

29. There are four key stages to be undertaken in any Futures project. These are:

1. Initial Forecasting

This is where you would employ past trends to project future changes. A good example of this is the use of demographic trends.

2. Horizon scanning

This spots and attempts to understand potential trends and drivers of change.

3. Spatial stories

The creation of spatial stories that paint a plausible picture of potential operating environments, in the future, that an organisation might find itself in.

4. Backcasting

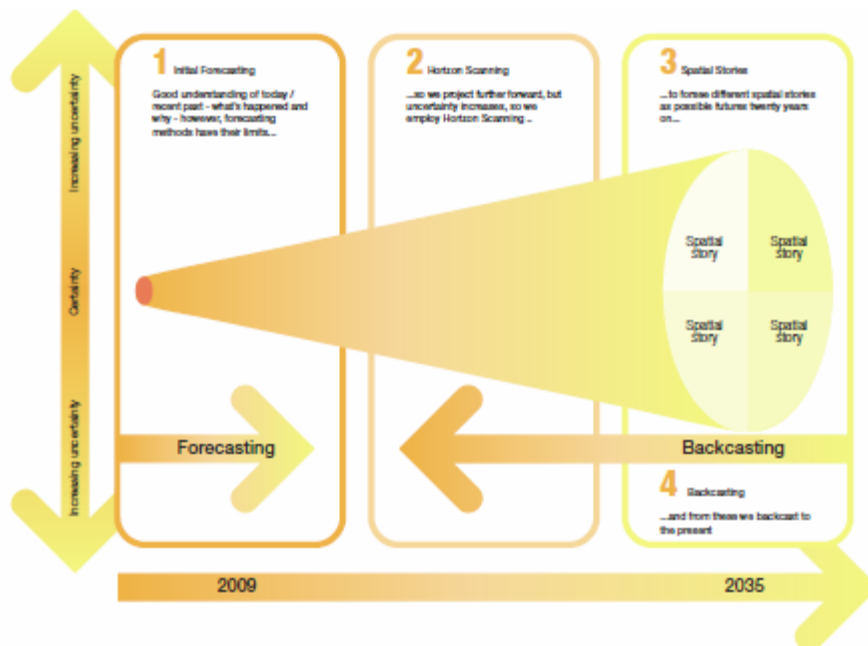
30. This is a technique that starts from the most likely, or preferred, future spatial story and then worked back to the present, in order to devise the key steps / policy decisions required to get to that particular future.

31. These stages are highlighted in the diagram below⁹:

⁸ <http://www.waverley-consultants.com/waverley.aspx?a=3&b=1>

⁹ Neish, D, Scottish Enterprise, 2004

Figure 2 Key stages in the futures process



What we know and don't know about the future

32. There are a number of variables when an organisation attempts to understand the future. This is best illustrated by this famous quote¹⁰:

“There are *known knowns*. These are things we know that we know.”

For example Scotland will have an ageing population profile. This profile will not even be transformed by changes in migration or birth-rates in the next ten years,

“There are *known unknowns*. That is to say, there are things we know we don't know.”

These are things that we are aware of - but have limited knowledge around - and can then consider a policy response to. For example, these could be dwindling natural resources - oil, water and food.

“But, there are also *unknown unknowns*. These are things we don't know we don't know.”

These are issues that are remote from conventional thinking but could have a massive impact on how we operate and our assumptions. For example the 2035 we envisage in 2009 might be completely different from what 2035 looks like in reality. This just highlights the importance of planning!

33. The future is a mixture of all of these...

¹⁰ Donald Rumsfeld, Former US Secretary of Defence

Focus of the GCVSDPA Futures Group

34. In 2003 the Clyde Valley Community Planning Partnership (CVCPP) launched a ten-year vision for the development of the metropolitan area. In early 2008 the CVCPP updated their Vision. This Vision document provides the agreed political context for our work. The revised Vision stated that:

“We want the Glasgow City Region to be one of the most dynamic, economically competitive and socially cohesive regions within Europe.”¹¹

35. Therefore the focal question for the Futures Group will be:

“What is the spatial expression of that Vision up to 2035?”

Membership of the GCV Futures Group

36. The membership of the Futures Group is as follows:

- 8 GCV Local Authorities
 - East Dunbartonshire
 - East Renfrewshire
 - Glasgow City
 - Inverclyde
 - North Lanarkshire
 - Renfrewshire
 - South Lanarkshire
 - West Dunbartonshire
- Scottish Government
- Scottish Enterprise
- Scottish Natural Heritage
- Forestry Commission Scotland
- Scottish Environmental Protection Agency
- Glasgow University
- Strathclyde Partnership Transport
- Transport Scotland
- Scottish Water
- Visit Scotland
- British Airport Authorities
- Chamber of Commerce
- Glasgow Centre Population Health

¹¹ www.gcvcore.gov.uk/downloads/MetropolitanGlasgow2008to2013.pdf

Aims of the GCVSDPA Futures Group

37. The GCVSDPA Futures project has a number of aims and these will build on those set out in the Glasgow Metro Futures Project.¹² To provide continuity the Joint Committee will use the same aims although they will be tailored for our own particular remit.

‘Hard’ outputs

- develop spatial stories up to 2035
- explore the implications of those stories
- identify the key strategic details that will drive success
- inform and share knowledge with key partners

‘Soft’ outputs

- develop an effective engagement strategy with our key partners
- help us face critical uncertainties
- challenge established thinking and behaviour
- stimulate innovation and vision
- make a compelling case for action and change
- create an awareness that organisations operate in a changing environment

Work Programme

38. The GCVSDPA aims to use the GCVSDPA Futures Group from January 2009 and work will continue up until the publication of the SDP.
39. The key stages in the programme include:
1. agreement around the key drivers that could influence change
 2. the creation of the stories based on those drivers
 3. testing the stories
 4. identifying the spatial implications of those stories
 5. undertake a risk analysis of the spatial stories
 - 6.

Figure 3 Work programme



¹² www.frontline-consultants.com/PDF/Scottish%20Enterprise%20Glasgow%20-%20Metropolitan%20Glasgow%20City%20Region%20Futures.pdf

STEEP Analysis

40. The purpose of the initial meeting of the GCVSDPA Futures Group was:

- to introduce futures thinking
- to demonstrate how futures thinking can help regional leaders identify and respond to strategic change

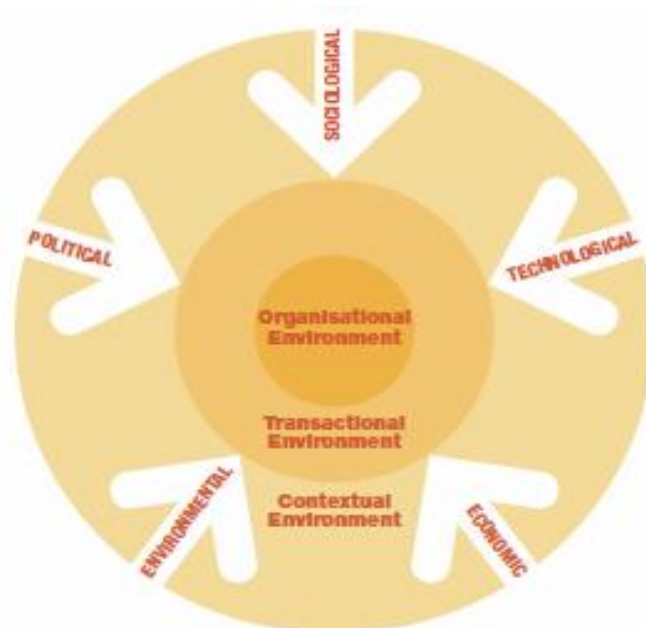
With an emphasis on:

- beginning to consider the trends and driving forces shaping the future of the GCV area
- exploring the challenges and issues facing citizens, regional leaders and institutions in the future.

41. In order to undertake this process, the STEEP technique was adopted.

42. STEEP analysis¹³ is a technique used to help groups to focus on what is driving change in the external environment. The approach is based on the 3 circles model - developed by Colin Eden and Kees van der Heijden at the University of Strathclyde - which describes three aspects of an organisation's business environment:

Figure 4 STEEP analysis



- the internal **organisational environment**, where decision making is largely focussed on operational issues and resource management;
- the external **transactional environment**, where an organisation's customers, competitors, suppliers and external stakeholders sit. Their behaviors' and choices shape

¹³ Scenario Planning Toolkit, Department for Transport by Waverley Management Consultants

the transactional environment and challenge the organisation to respond. When decision makers analyse what is happening in this environment, however, they generally look at the recent past, the present and (at best) the near future – in order to make short term reactive decisions designed to optimise short term performance;

- the wider **contextual environment**. Trends and events in the contextual environment are not – by definition – of immediate relevance to the organisation. These trends (change drivers) are, however, shaping development of consumer and competitor behaviour in the transactional environment.

43. Typically, change drivers are categorised as:

- Sociological
- Technological
- Economic
- Environmental
- Political

44. The purpose of STEEP analysis is to look at the contextual environment, to characterise the change drivers that are operating and then consider what, if any, effect they might have on the organisation's future activities.

45. In order to undertake the process Groups were formed. The Groups were asked to identify what the Change Drivers under the 5 categories were and then cluster their outputs under each heading.

46. The STEEP outputs from each of the respective Groups were collated. We then asked the Groups to select what they felt were the two key change drivers under each STEEP category. The outputs from this were as follows:

Agreed key Sociological change drivers

- Population
- Lifestyle
- Ageing population
- Equalities
- Connectivity
- Socio and Economic polarisation
- Individualism Vs social networks
- Wealth
- Happiness
- Health
- Health and wealth
- Size and mix of population

Agreed key Technological change drivers

- Connectivity
- Unanticipated technological advances
- ICT impacts
- Low carbon technologies
- IT

- Skills
- Mass transport
- 'Smart' use of tech - human-computer interaction
- Energy
- Energy as medium-term focus

Agreed key Economic change drivers

- Sources of wealth in Scotland
- Uncertainty of objectives
- Energy
- Economic competitiveness
- Responsiveness to economic change (agility)
- Resource levels (energy, water etc)
- Ageing infrastructure
- Globalisation Vs Localisation
- Debt

Agreed key Environmental change drivers

- Resource mix (energy, water, food, etc)
- Sustainability
- Climate change
- Climate change impacts - both positive and negative
- Land management demand
- Climate change
- Natural Heritage
- Carbon capacity / constraint
- Quality of Infrastructure and Built Environment
- Climate change

Agreed key Political change drivers

- European context
- Level of public demand
- Constitutional change
- Resources
- Glasgow - Edinburgh city region
- Macro political economy - nation state, currency and engagement
- Political and institutional change
- Stability of political system
- State / private sector balance
- Globalisation Vs Localisation

Creating the Spatial Stories

47. The Stories workshop of the GCVSDPA Futures Group aimed to:

1. identify the key critical uncertainties for the GCV area and develop a story matrix
2. create initial stories of the GCV area in 2035

48. The Groups were asked to review their STEEP outputs from the previous session. The Groups were then asked to develop horizontal and vertical axes based on their STEEP outputs. These axes helped form the Story matrix. After much discussion between the Groups, the issues of resource availability and demand management (degree of intervention in the market) were seen as the two major issues with which to create the Story matrix. These two topics were defined as relating to the following aspects:

Resources

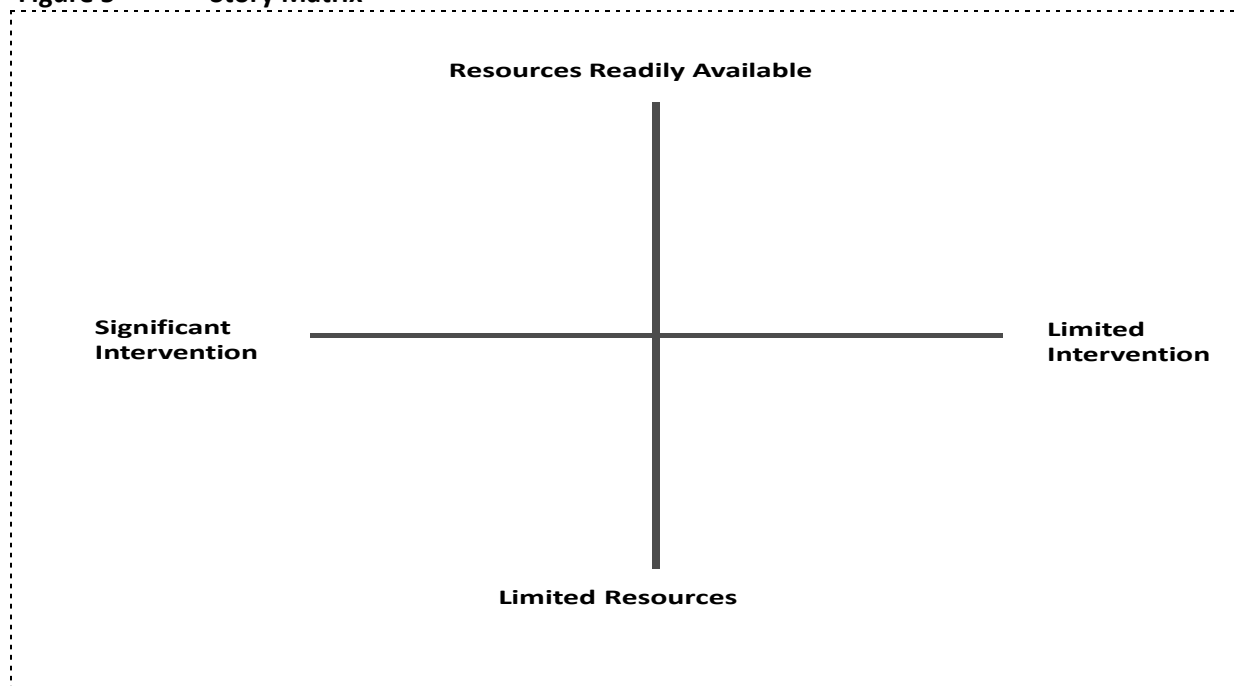
- Social
- Economic
- Political
- Physical
- Skills
- Energy
- Reputation / branding of an area

Demand management

- Regulation / deregulation
- Enabling powers
- Active governance at all levels
- Incentives
- Capacity building
- Consensual

49. This led to the creation of this Story matrix.

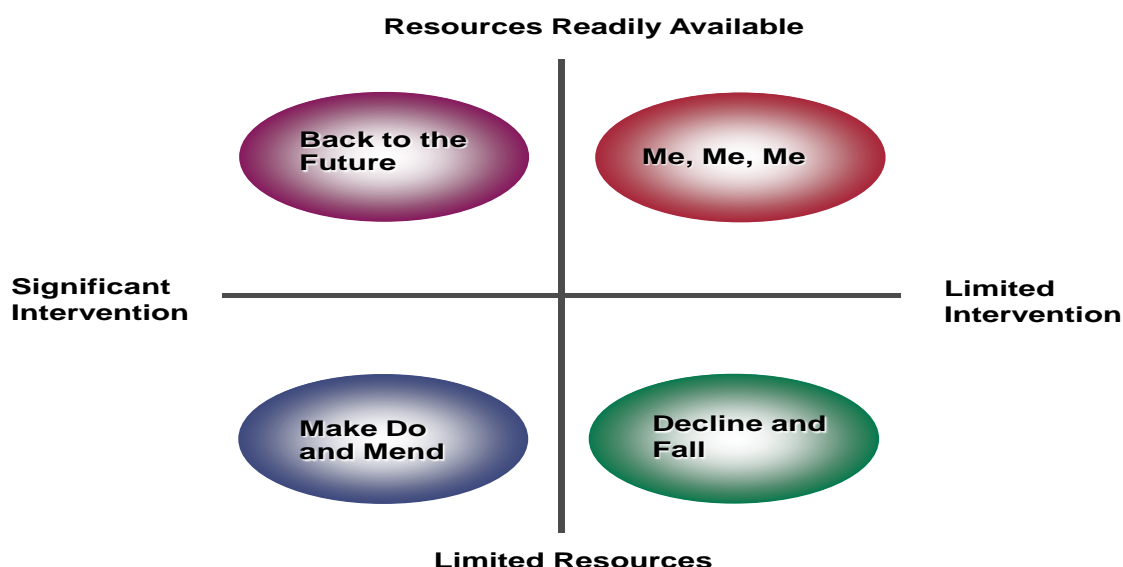
Figure 5 Story Matrix



50. They were then asked to undertake a Story creation exercise. The aim of this was to start populating the quadrants and develop the Stories. Each Group was given a quadrant to work with and interrogated it with a number of questions that would start to flesh out what

each of these pictures of the GCV area would actually look like. The aim was to create challenging, plausible and realistic pictures of the GCV area in 2035. This led to the creation of four different futures of the GCV area. These were as follows:

Figure 6 Final Story matrix



51. The four different futures were described as follows:

Figure 7 Me, Me, Me

Resources Readily Available/Limited Intervention

Individualistic, consumption driven and unequal society

Increased levels of immigration

'Boom and Bust' economic cycles continue

GCV area competes in a global market based on its knowledge economy

Less appetite to tackle climate change through mitigation measures

Government policy of light touch regulation

Political leaders provide a coherent and coordinated package to investors

Consumption the key 'development driver' and development pressure

Resistance and tensions around investment priorities

Me, Me, Me

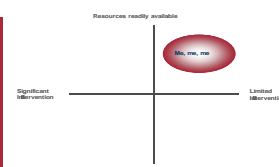


Figure 8 Decline & Fall

Limited Resources/Limited Intervention

Increased emigration and demographic loss

Social unrest, inequality and polarisation

Locally focused economy with limited exports

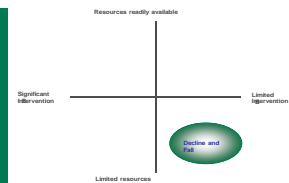
Private sector provides local solutions

Government manages decline and negotiates for resources

Informal local economic development and inventive communities

Constrained and limited Government

Infrastructure prioritisation, pressure, dilapidation and failure



Decline and Fall

Figure 9 Make Do and Mend

Limited Resources/Significant Intervention

Resourceful and responsible society

Fragmented response to climate change

Tensions between aspirations and reality

Prioritisation of resources

Social tensions around inequality

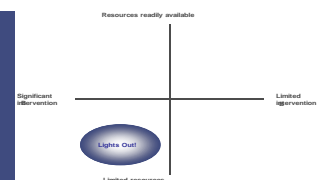
Making the best of what we have got

Some sections of the economy still doing well

Strong regulation of winners

Managing rather than creating

Limited migration



Make Do and Mend

Figure 10 **Back to the Future**

Resources Readily Available/Significant Intervention

Responsible, egalitarian, demanding and expectant society

Issues of inequality

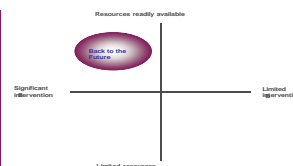
Skill and knowledge based economy

Sustainability is at the heart of policy, nevertheless tensions around its implementation

Unease amongst business about the Governments economic aims

Well funded infrastructure though still conflict between commercial and 'public good'

Political leaders are outward looking, connected but guilty of short termism and complacency at times



Back to the Future

For a fuller description of this section of the project please see
<http://www.gcvcore.gov.uk/downloads/futures/StoriesWorkshop.pdf>

52. During a subsequent Futures Group session these Stories were validated and amended as appropriate so that they were felt to be robust pictures of the GCV area in 2035.

Creating the spatial geographies of the GCV Futures

53. The purpose of these sessions was to 'test' the spatial implications of the following Story narratives:
- 'Me, Me, Me'
 - Decline and Fall
 - Make Do and Mend
 - Back to the Future

54. They were asked to answer the following questions within the logic of each Story:

1. What is the general spatial outcome of the following issues within the logic of each particular Story:

Development

Housing
Transport
Retail
Industry/business
Tourism

Infrastructure

Environment
Energy
Waste
Water/Sewerage
Flooding

ICT

2. What would be the impact on the following priorities within the logic of each particular Story?

National Planning Framework 2 Priorities

- Clyde Corridor including Clyde Gateway, Clyde Waterfront (incorporating Clydebank Rebuilt and Riverside Inverclyde URC's) and Ravenscraig
- Central Scotland Green Network incorporating the Glasgow and Clyde Valley Green Network
- Metropolitan Glasgow Strategic Drainage Plan
- 2014 Commonwealth Games

Strategic Transport Projects Review (2012 - 2022)

- West of Scotland strategic rail enhancements (Project 24)
- Glasgow to Edinburgh rail improvement (Project 15)
- Glasgow - Inverclyde - Ayrshire rail improvements (Project 26)

3. What would be the impacts on the existing Metropolitan Development Strategy legacy components within the logic of each particular Story?

- 13 Community Growth Areas (19,000 new houses)
- Transport proposals including M74 Completion/East End Regeneration Route and Glasgow Airport Rail Link

4. As stakeholders how would your organisation need to respond to operate in each of the futures?

	Me, Me, Me	Centralised or Decentralised?	Decline and Fall	Centralised or Decentralised?	Make Do and Mend	Centralised or Decentralised?	Back to the Future	Centralised or Decentralised?
Housing	<ul style="list-style-type: none"> Increased demand Development pressure for suburbanisation 	Decentralised >	<ul style="list-style-type: none"> Stagnant demand Reduced impetus for Brownfield development Growth will be in Greenfield areas with pressure on villages/rural areas 	Decentralised >	<ul style="list-style-type: none"> Lower demand for housing due to migration patterns The existing spatial pattern will remain Less pressure on greenbelt development Policy aimed at Brownfield locations 	Centralised <	<ul style="list-style-type: none"> Increased demand for housing Brownfield development the priority Tensions between sustainable locations and suburbanisation 	Centralised <
Transport	<ul style="list-style-type: none"> Increased demand New routes developed Commuter routes prioritised 		<ul style="list-style-type: none"> Still the same existing infrastructure network but reducing in quality Some commuter routes survive Less focus on planned priorities 		<ul style="list-style-type: none"> Existing infrastructure deteriorating Incremental improvements Contraction of services 		<ul style="list-style-type: none"> Improved connectivity across the area New routes developed Public transport investment and prioritisation 	
Retail	<ul style="list-style-type: none"> Increased demand City centre focus Increased pressure for out of town development Less focus on town centres 	Decentralised >	<ul style="list-style-type: none"> Lower levels of demand Increased focus on town centres Out of town demand reduced 	Centralised <	<ul style="list-style-type: none"> Less demand and altered consumption patterns Focus on smaller community level retail centres Protection of core areas Resistance to out of town areas 	Centralised <	<ul style="list-style-type: none"> Increased demand Focus on remodelled town centres, not just a retail function but as a social hub as well Hard line on out of town development. But still pressure for out of town retail 	Centralised <
Industry & Business	<ul style="list-style-type: none"> Increased demand Some industries still in the traditional locations Increased demands on new/existing transport infrastructure Campus/Science park High quality business parks type developments City centre is the primary location for office Manufacturing distributed in existing 'key' corridors 	Decentralised >	<ul style="list-style-type: none"> Lower levels of demand Stagnation within the traditional business and industry locations New local focus in improved town centres and local business centres to meet local demand Less demand for 'traditional' locations but some industry still in them as it is too costly to move 	Centralised <	<ul style="list-style-type: none"> Lower levels of demand Focus on town centres and smaller number of locally focussed mixed development hubs Protection of core areas Resistance to out of town/peripheral development City centre still the main focus for office development Contraction of business and industry development outside higher quality/core areas 	Centralised <	<ul style="list-style-type: none"> Increased demand Demand for industrial business parks around motorways Proximity to transport (goods and people) Renewal and expansion of existing locations Campus/Science park type developments ICT connection affecting locational choice 	Centralised <

Table 1: spatial characteristics of the key sectors in each of the Stories

Future Projects	Me, Me, Me	Decline and Fall	Make Do and Mend	Back to the Future
National Planning Framework 2 Priorities				
Clyde Corridor including Clyde Gateway, Clyde Waterfront (incorporating Clydebank Rebuilt and Riverside Inverclyde URC's) and Ravenscraig	Partly delivered, still capacity	Delivered, but comes forward slower	Delivered, but progress would be slowed and scaled down	Delivered
Central Scotland Green Network incorporating the Glasgow and Clyde Valley Green Network	Failed	Failed	Rationalised with the focus on local projects	Delivered
Metropolitan Glasgow Strategic Drainage Plan	Partly delivered, only in core areas	Failed	Partly delivered and focused on priorities	Delivered
2014 Commonwealth Games	Delivered	Incomplete	Delivered	Delivered
Strategic Transport Projects Review (2012 - 2022)				
West of Scotland strategic rail enhancements (Project 24)	Failed	Failed	Not fully implemented	Delivered
Glasgow to Edinburgh rail improvement (Project 15)	Delivered	Failed	Delivered	Delivered
Glasgow - Inverclyde - Ayrshire rail improvements (Project 26)	Under risk	Failed	Dependent on demand	Dependent on demand
Metropolitan Development Strategy legacy				
13 Community Growth Areas (19,000 new houses)	Dependent on demand	Come forward slower, if at all. Reduced number of...	Fewer than proposed and some postponed	Delivered
M74 Completion/East End Regeneration Route and Glasgow Airport Rail Link	Delivered	Delivered	Delivered	Delivered

Table 2: delivery stage of the key national priorities and projects across the GCV area in 2035

55. Again these spatial geographies were validated in a separate Futures Group session. The geographies were agreed and were condensed into some key headlines for each Story. These were as follows:

Me, Me, Me

- 'Strategic Cherry picking'
- Decentralised and stretched GCV area
- Development takes place out with the Corridor
- Infrastructure that is an economic driver is prioritised

Decline & Fall

- 'Localised Cherry picking'
- A 'non planning' world
- Piecemeal and opportunistic approach to development
- Infrastructure prioritisation, pressure, dilapidation and failure

Make Do and Mend

- 'Prioritisation'
- Focus on the Clyde Corridor
- Infrastructure resources focused on the Corridor

Back to the Future

- 'Transport focused strategy'
- Clyde Corridor focused, but still tensions
- Transport infrastructure will drive development locations

56. Following on from the agreement around the different spatial geographies for the GCV area the Futures Group met for a session to provide an overview of the process to date and gain a consensus around the key issues emerging from the Futures process and how that would feed into the Strategic Development Plan (SDP).
57. The Group was reminded that the GCVCPP Vision had set the context for the Futures work and that the Group's work was not about designing future worlds for which the GCVSDPA must plan for in order to achieve that Vision, but rather developing a number of stories which can test the spatial options for delivering the Vision. The Futures Group has been focused, so far, on describing the impact of these stories.
58. The outputs from the session were as follows:
- **the strategic direction for the SDP would remain the 2006 Structure Plan's 'Agenda for Sustained Growth' but amended to reflect the new drivers e.g. climate change, flood risk, waste management, STPR, SPP and health. In the context of Scottish Government policy and recent legislative changes this was considered to be the only viable sustainable strategy.**

- **the delivery and timing of appropriately funded strategic priorities was seen as essential for the successful delivery of the SDP;**
- **improving public transport infrastructure was considered to be the key component of the SDP.**

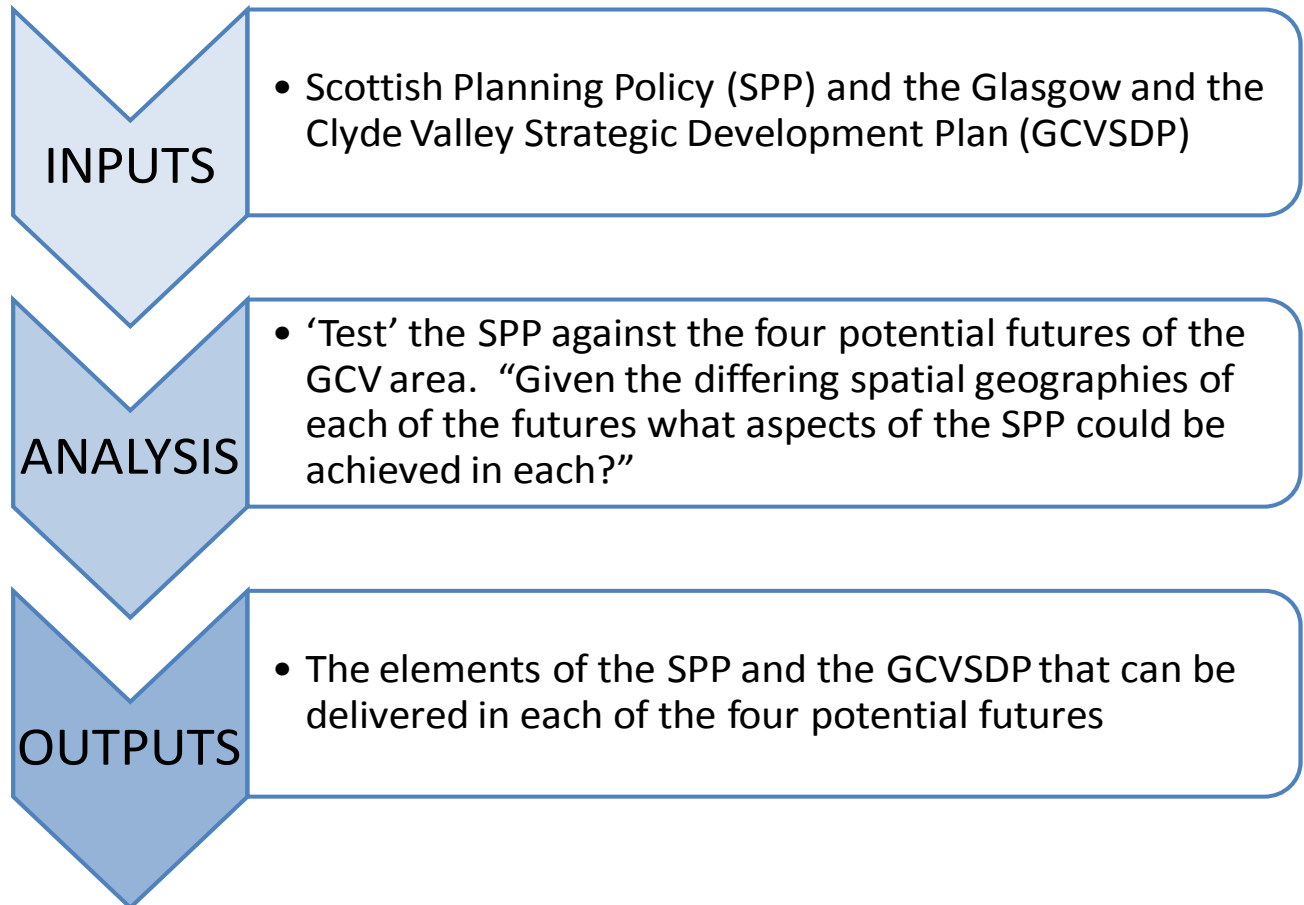
Risk Analysis

59. As a Strategic Planning Authority, the GCVSDPA must meet a range of Scottish Government policy objectives. By requesting the Futures Group to create and describe four potential futures of the GCV area, the basis of risk analysis was created. The next step was to analyse what aspects of the existing Strategy and Scottish Government policy could be delivered in each of the futures.
60. The GCVSDPA and partners have to manage the risks attached to the spatial implications in each of the four potential futures. i.e. if the future dictates a decentralised approach to development across the GCV area then what are the risks attached to that in delivering both the Scottish Government priorities and the Strategy itself?
61. There were two sections to our risk analysis. The first section looks at risk assessment of NPF2 developments and the 2006 Structure Plan's 'Agenda for Sustained Growth' legacy. The second section focuses on the Scottish Planning Policy context.
1. NPF2 priorities and the 2006 Structure Plan's 'Agenda for Sustained Growth' legacy
62. As part of the Futures project the Group was asked to 'test' the existing NPF2 developments and the 2006 Structure Plan's 'Agenda for Sustained Growth' legacy against each of the futures they created.
- (see Table 1 for the delivery status of the projects)
2. Scottish Planning Policy
- The second section of the risk analysis focussed on the recently consolidated Scottish Planning Policy document to undertake the risk analysis. The aim of the consolidated SPP is to provide a shorter, clearer and more focused statement of national planning policy¹⁴.
63. The key question explored in the risk analysis was:
- "Given the differing spatial geographies of each of the futures what aspects of the SPP could be achieved in each?"

¹⁴ <http://www.scotland.gov.uk/Topics/Built-Environment/planning/National-Planning-Policy/newSPP/Q/EditMode/on> Plus please see Annex D for a fuller description of the draft consolidated SPP

64. The risk analysis process at this stage was as follows:

Figure 11 Risk analysis process



65. It was felt that the SPP had four main characteristics that supported strategic planning. These were:

- Sustainable Economic Growth
- Accessibility
- Re-use and Integration
- Environment

66. It was proposed to risk assess the Stories against the SPP criteria using these four headings.

67. These headings represented the key aspects of the SPP that the GCVSDPA, as a Strategic Planning Authority, must deliver. The bullet points represent the key elements that underpin the headings.

Figure 12 **Main characteristics of the Scottish Planning Policy**

Sustainable Economic Growth	Accessibility	Reuse and Integration	Environment
<ul style="list-style-type: none"> • Economic growth with social and environmental equity • CO2 emissions reduction (adaptation and mitigation) • Place making • Rural development • Regeneration • Demand management (transport) 	<ul style="list-style-type: none"> • Sustainable locations • Public transport accessibility - through promoting active travel/hierarchy of accessibility • Centres - economic and social • Centralisation of land use patterns 	<ul style="list-style-type: none"> • Land (employment, housing and retail locations) • Buildings • Infrastructure • Mixed use town centres (community, retail, leisure, cultural, education and heritage) • Renewable energy 	<ul style="list-style-type: none"> • Flood risk management • Greenspace creation • Increased leisure/recreation opportunities • Green Belt management • Sustainable mineral extraction • Sustainable waste management

-
68. As part of the risk analysis we ‘scored’ the Futures work and the future SDP spatial strategy against the SPP in order to highlight the delivery status of key elements. This highlighted the associated risks to the spatial strategy in each of these futures and helped identify the associated stakeholders with responsibility for the particular risk.

Figure 13 **Delivery of the SPP – diagram on following page**

Key Aspects and elements of the SPP

- Sustainable economic growth
 - Economic growth with social and environmental equity
 - CO2 emissions reduction (adaptation and mitigation)
 - Place making
 - Rural development
 - Regeneration
 - Demand management (transport)
- Accessibility
 - Sustainable locations
 - Public transport accessibility - through promoting active travel/hierarchy of accessibility
 - Centres - economic and social
 - Centralisation of land use patterns
- Reuse and Integration
 - Land (employment, housing and retail locations)
 - Buildings
 - Infrastructure
 - Mixed use town centres (community, retail, leisure, cultural, education and heritage)
 - Renewable energy
- Environment
 - Flood risk management
 - Greenspace creation
 - Increased leisure/recreation opportunities
 - Green Belt management
 - Sustainable mineral extraction
 - Sustainable waste management

Key Aspects of SPP

Sustainable Economic Growth

Accessibility

Reuse and Integration

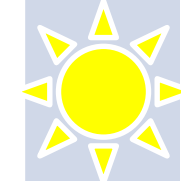
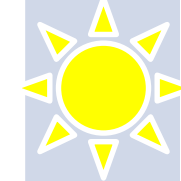
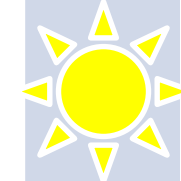
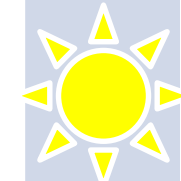
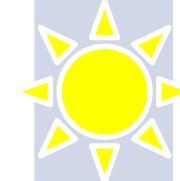
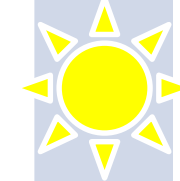
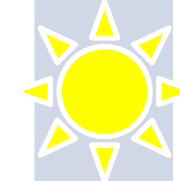
Environment

Me, Me, Me

Decline and Fall

Make Do and Mend

Back to the Future



Deliverability, associated risks and the role of the stakeholders in each of the Futures

69. Given the differing circumstances in each of the Futures, only certain elements of the SPP and GCVSDP Strategy will be deliverable. Therefore the undelivered elements will be flagged up as risks.

The 'Me, Me, Me' Future

70. Aspects that could be delivered:

In this future the GCVSDPA, as a planning authority, would have less influence on directing development. Therefore our response would be to deliver a framework for:

- Encouraging development through investment in priority areas
- Delivering the infrastructure for Community Growth Areas & Economic Development locations
- Supporting urban accessibility
- Controlling demands for outward expansion
- Demand management approaches
- Promoting renewable energy growth

Overall the land use planning is reactive in this future. The associated risks with this future under the SPP's four main characteristics are:

Sustainable Economic Growth

- Limited powers to intervene and influence consumers and the market
- Market signals drive infrastructure provision
- Ability to meet carbon reduction targets reduced
- MDS/GCVSDP/NPF2 developments are driven by market led demand

Accessibility

- Lessened public transport route accessibility to centres
- Pressure to decentralise development
- Pressures to place development onto unsustainable locations

Reuse and Integration

- Pressure for increased Greenfield development over brownfield
- Prioritisation of infrastructure in 'core' areas key economic locations i.e. city centre, out of town locations and established popular places with a decline in quality in 'non priority' areas
- Tensions between public and private sector role and priorities in infrastructure provision and location

Environment

- Greenspace, leisure and recreation facilities are not connected
- Less strategic response to flood prevention and waste management

The 'Decline & Fall' Future

71. In this future the GCVSDPA, as a planning authority, would have less influence on directing development. Therefore our response would be to deliver a framework for:

- Re-use and recycle land, buildings and infrastructure
- Promoting sustainable marketable locations
- Controlling opportunistic development

Overall the land use planning is reactive in this future. The associated risks with this future under the SPP's four main characteristics are:

Sustainable Economic Growth

- Ability to meet carbon reduction targets reduced
- Lessened international investment appeal
- MDS/GCVSDP/NPF2 developments are not delivered

Accessibility

- Pressure from development industry to 'cherrypick' locations
- Pressure to decentralise development
- Greenfield pressure on village/rural areas as the development industry aims to use marketable locations
- Development moving out and away from the Clyde onto the periphery and the city region becoming stretched
- Less emphasis on connectivity across the GCV area
- Lessened public transport accessibility to centres

Reuse and Integration

- Incremental shift to greenfield development over brownfield
- No new major infrastructure projects
- New infrastructure on a development by development basis
- Pressures on all sections of existing infrastructure
- Less focus on strategic integration of renewable energy

Environment

- Greenspace, leisure and recreation facilities are not connected
- Less strategic response flood prevention
- Less strategic response to waste management

The 'Make Do & Mend' Future

72. In this future the GCVSDPA, as a planning authority, has a range of influences at its disposal which would assist delivery:

- Retrenchment on 'compact city'
- Strategic 'local-scale' organic growth of communities on public transport routes
- Priorities on key sustainable economic development locations on public transport routes
- Prioritisation of investment funding on key connectivity
- Demand management approaches

Associated risks with this future under the SPP's four main characteristics are:

Sustainable Economic Growth

- Lessened international investment appeal

Accessibility

- Centralised world due to Government policy, but development industry tensions to decentralise
- Maintenance of existing transport infrastructure

Reuse and Integration

- Limited new development and infrastructure capability at all levels
- Prioritisation of development and infrastructure leading to difficult choices in infrastructure maintenance

Environment

- Limited delivery of the Green Network, based around prioritisation.

The 'Back to the Future' Future

73. In this future, the GCVSDPA, as a planning authority, has a range of influences at its disposal and could assist delivery:

- Transport orientated development as the strategic priority for growth - the counter to opportunism and 'cherry-picking' including:
- sustainable development locations beyond Community Growth Areas & Economic Development locations connecting regeneration priorities & economic assets
- Improve public transport accessibility
- investment in key priority corridors
- connecting up the resource-base of the economy
- Integrating place-setting and making
- Integrating renewable energy

The associated risks with this future under the SPP's four main characteristics are:

Sustainable Economic Growth

- Tensions between Government policy and the development industry
- High demand economy means pressure to react quickly to changes in land use requirements/demands

Accessibility

- Policy emphasises a centralised GCV area, but development industry tensions to decentralise
- Tensions between sustainable locations and suburbanisation

Reuse And Integration

- Potentially reach limits to Brownfield capacity
- Managing expectations and pressures to build new infrastructure and open new areas for development

Environment

- The environment could be compromised due to demand for development and use of resources

Delivering the Strategy

The next step in the process was to identify the development priorities that need to be delivered over the course of the strategy:

The approach allowed the Group to explore a range of issues including:

- A response framed by our policy objectives and principles
- The prioritisation and sequencing of developments

The Group agreed that the 2006 Planning Act placed a greater emphasis on delivery and implementation than there has been previously. This change was further reinforced by the importance being placed on the role of action programming the spatial strategies.

The law requires the Action Programme to set out:

1. the actions required to deliver each of the policies and proposals in the plan;
2. who is to carry out the action; and
3. the timescale for the action

This approach requires a significantly different focus on delivery and gives action programming a much higher status in the whole process than previously.

Prioritisation and minimising risk

The delivery of the strategy will face a number of challenges. One of the main delivery focuses was felt to be around prioritisation and the minimising of risk.

The reasons for prioritisation:

1. Identifies key proposals and actions at the strategic scale
2. Provides a clear focus for all actors in the process – public and private sector alike
3. Minimises risk to delivery

In tackling these issues the Group felt there were a number of issues to consider:

1. The impact of the current economic situation on private sector investment
2. Current and planned public expenditure and generating maximum return
3. Keeping the focus on priorities in the face of competing pressures; and
4. Managing the phasing and sequence of priorities in line with available resources and objectives

Overview

- The action strategy should acknowledge the short term economic circumstances but needs to present a clear long term vision for the city region that is underpinned by sound planning principles. This means that to address short term uncertainty, risk and to stimulate confidence, the SDP has to be clear in its direction, in its focus on sustainable spatial planning, and on a clear set of spatial development principles. This balance between short term circumstances and the long term dictates that the aim of the SDP is to provide a long term focus and for it to be consistent and true to the vision of the city region to allow it to meet the challenges ahead.
- The importance of timing and programming of the developments across the lifetime of the Plan combined with resilience in the face of changing circumstances that the city region might face was felt to be an important issue.
- All participants felt that there was an emerging realisation of the importance of Glasgow city centre to the city region and the strategic role it plays in the metropolitan area. This emphasis was coupled to an acknowledgment that only through the delivery of all of the priorities identified in the SDP will the long term aims of the city region be realised.

Please see - <http://www.gcvcore.gov.uk/futures/index.htm#top> - for a fuller description of the entire Futures project





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