



Getting Involved in Developing your City

A Consultation Framework



SUMMARY

The Town and Country Planning (Scotland) Act 1997 requires local planning authorities to prepare development plans to guide the use and development of land and set out proposals and policies for the control of development.

Public consultation is an important part of the plan preparation process. It provides the opportunity for public, private and community bodies and the general public, to influence the final form of the Plan by making their views known to Glasgow City Council (the Council). Consultation takes place throughout the plan making process. It is particularly important, however, during the early stages of preparation, when the issues to be dealt with, and the proposals and policies to be included in the Plan, are being considered.

The local development plan for Glasgow is the Glasgow City Plan. The City Plan was adopted by the Council on 1 August 2003. Scottish Executive guidance (SPP1: The Planning System) states that local development plans should be kept up to date and reviewed on no more than a 5-year cycle. The City Plan, therefore, has to be reviewed and replaced to keep it up-to-date, and relevant to the development needs of the City (see timetable on page 5).

The Council undertook a comprehensive consultation exercise for the first City Plan. This led to a Commendation in the 2001 Scottish Awards for Quality in Planning, in recognition of the quality of the Finalised Draft City Plan and consultation methodology used by the Council.

Notwithstanding this, the Council will seek to improve the standard of its City Plan consultation service, as far as is possible and practicable, in order to ensure that people from all backgrounds, regardless of age and gender, have the opportunity of participating in the plan making process.

In addition, authorities are required, as a result of European legislation, to undertake a Strategic Environmental Assessment (SEA) of its development plans and programmes. A SEA of City Plan 2 will be prepared and, together with the replacement plan, will be subject to public consultation.

This document sets out the Council's consultation service standards for City Plan 2. Consultation will include presentations aimed at increasing the level of awareness of the opportunities to participate in the plan making process, training for community councils and on-line services provided through the Council's e-planning website.

The Strategy aims to:

- be inclusive;
- be open and accountable;
- increase awareness of the purpose of the Plan, and the Plan preparation process; and
- create a sense of ownership to validate the Plan.

Glasgow City Council will promote equal opportunities by consulting a wide range of public, private and community bodies and the general public, with a view to, increasing awareness of the City Plan, ensuring that parties with an interest in development in Glasgow are aware of their opportunities to comment on, and influence the final form of City Plan 2.

CONTEXT

The background for planning decisions in Glasgow is provided by the statutory development plan, comprising the Glasgow and the Clyde Valley Joint Structure Plan (the Joint Structure Plan) and the Glasgow City Plan (the City Plan). The Structure Plan provides the strategic planning context for local development plans and local development plans (including the City Plan) have to conform to the requirements of the structure plan. Consultation forms an important part of the plan making process and there are separate consultation processes for structure plans and local development plans. This document only concerns itself with the consultation process for the City Plan.

Planning legislation and guidance prescribes the stages, and consultation requirements, in the local development plan preparation process. This is contained in the following publications:

- Town and Country Planning (Scotland) Act 1997;
- Town and Country Planning (Structure and Local Plans)(Scotland) Regulations 1983;
- Scottish Planning Policy 1: The Planning System 2002;
- Planning Advice Note 49: Local Planning 1996;
- Code of Practice for Local Plan Inquiries 1996;
- European Directive 2001/42/EC (Strategic Environmental Assessment); and
- The Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004.

THE ROLE OF CONSULTATION

The Scottish Executive is seeking to enhance public involvement and engagement in the planning system. The role of consultation in the local development plan preparation process was emphasised in the Executive's consultation paper 'Getting Involved in Planning' (2002), and subsequent White Paper 'Your Place Your Plan' (2003). It is also highlighted in the consultation paper, 'Making Development Plans Deliver' (2004).

Scottish Planning Policy (SPP1): 'The Planning System' recommends that individuals, agencies, businesses and the voluntary sector have the opportunity of making their views known on the proposed content of the plan and taken into consideration when preparing and finalising the plan. The final content of the plan, however, rests with the local authority.

Local authorities have a duty to promote equality of opportunity in response to different European and national legislation, such as the Disability Discrimination Act 1995.

Glasgow is committed to ensuring that all citizens have equal access to the range of services provided by the Council, including the planning service. Places and environments shape the way we live, the opportunities we have to secure a job, access to work, shops, schools and leisure opportunities. Whilst the quality of the environment and facilities can reinforce local identity, there may be circumstances where the implementation of a particular policy or proposal might be considered to discriminate against sections of the population. The Council, therefore, aims to ensure, as far as is possible and practicable, that people from all backgrounds (regardless of age and gender), communities, businesses and developers, have the opportunity to participate in the plan preparation process.

Public consultation is important. The Executive considers that a rigorous public consultation exercise should help to create a sense of ownership of a plan and increase the level of confidence in its proposals and policies, making it more robust.

The Council endorses this view, and considers that the pre-requisites for good practice in public consultation are, that it should:

- be inclusive;
- be open and accountable;
- increase awareness of the purpose of the plan, and the plan preparation process; and
- create a sense of ownership to validate the plan.

STRATEGIC ENVIRONMENTAL ASSESSMENT (SEA)

From July 2004, European Directive 2001/42/EC requires planning authorities to produce a Strategic Environmental Assessment (SEA) for new development plans. The broad purpose of a SEA is to ensure that consideration is given to the likely significant effects of the plan's aims, proposals and policies on the environment. SEAs are subject to public consultation.

To make the best use of available resources, the Council will integrate the processes for the preparation of City Plan 2 and the associated SEA. The opportunity will, therefore, be available for people to comment on the draft documents simultaneously.

CURRENT GLASGOW CITY PLAN

The first Glasgow City Plan was adopted by the Council on 1 August 2003. It sets out the policies and proposals for the use and development of land and provides the context for other planning related work, e.g. local development strategies and planning studies. It also contains the policies and design guidance against which the Council will determine planning applications.

The Council consulted widely during the preparation of the Plan. A significant number of the views and ideas made by groups or individuals were incorporated into the adopted Plan. The Finalised Draft Plan received a Commendation in the 2001 Scottish Awards for Quality in Planning in recognition of the quality of the document and the consultation methodology used by the Council.

CITY PLAN 2: CONSULTATION AND STAKEHOLDER INVOLVEMENT

Scottish Planning Policy (SPP1): 'The Planning System' states that "plans should be kept up to date and reviewed on no more than a 5-year cycle". The City Plan, therefore, has to be reviewed and replaced within the next few years by an up to date plan.

The Council aims to build on the experience gained from the public consultation exercise used to prepare the first City Plan, to improve consultation processes linked to City Plan 2.

The Council will consult widely with elected members, the general public, private and voluntary sector agencies, local communities, businesses and developers, the Scottish Executive Planning Division, Glasgow and the Clyde Valley Structure Plan Manager, neighbouring local authorities, and other interested parties.

Consultation, tailored to suit the needs of client groups, will be delivered through, for example:

- production of a review, issues and options bulletin at the start of the process (including a broad timetable for the production of the Plan)*
- holding workshops (where appropriate)*, presentations, and an exhibition;
- publishing statutory public notices;
- making the City Plan and SEA documents available for public inspection in the City's libraries and other locations;
- making the Plan and SEA documents available on the Council's City Plan website;
- making copies of the City Plan and SEA documents available, free of charge, to statutory consultees, including community councils, and at a reasonable charge to all other consultees; and
- providing regular progress reports to Council.

These measures will be supplemented by:

- publishing development plan bulletin updates at key stages in the process and making them available in libraries and on the website *;
- using local newspapers to publicise the Plan, where appropriate *;
- providing development plan training for community councils, aimed at helping local communities to understand the purpose of the plan, the plan process and the public consultation stages *; and
- holding specific stakeholder meetings.

At key stages, an elected member/officer working group will consider the proposed contents of documents prior to their consideration by Committee and formal publication.

NOTE: * Proposed additional consultation methods.

Broad timetable for the production of City Plan 2

**CITY PLAN REVIEW, ISSUES AND OPTIONS
BULLETIN (Initial Publicity and Consultation)**

early 2005

Early comments received

**CONSULTATIVE DRAFT CITY PLAN AND
DRAFT SEA ENVIRONMENTAL REPORT
(Extensive public consultation)**

late 2005

Representations received

**FINALISED DRAFT CITY PLAN AND
SEA ENVIRONMENTAL REPORT**

late 2006

Objections received

LOCAL PLAN INQUIRY

mid-late 2007

**MODIFICATION OF THE FINALISED
DRAFT PLAN (where necessary)**

early-mid 2008

ADOPTION OF CITY PLAN 2

late 2008

SERVICE STANDARDS

The key stages in the local plan preparation process are:

- the City Plan Review, Issues and Options Bulletin - review and appraisal of the adopted Plan and identification of issues;
- the Consultative Draft Plan (including Draft SEA Environmental Report);
- the Finalised Draft Plan (including SEA Environmental Report);
- the Local Plan Inquiry;
- post Inquiry modifications to the Plan; and
- Plan adoption.

Glasgow City Council will take a positive approach to public consultation by informing the public, where, when and how to participate in the preparation of the review of the Glasgow City Plan. People from all backgrounds, businesses, developers and local communities will have the opportunity to make comments on the Plan. Statutory public notices will be advertised in the Herald, Glasgow Evening Times, and (where appropriate) the Edinburgh Gazette, outlining the stages of the plan preparation process. The notices will indicate the timescales available to comment. Copies of the City Plan and SEA documents will be available for inspection in the City's libraries and in the office of Development and Regeneration Services, 229 George Street, Glasgow G1 1QU, and they will be posted on the Council's City Plan website. Copies of appropriate documents will be sent free to statutory consultees and community councils and will also be accessible using the website.

The City Plan Review, Issues and Options Bulletin - Initial Consultation

The Council is required to publish a public notice indicating its intention to prepare a new plan. The notice will be published in the Herald and Glasgow Evening Times on two consecutive Fridays. To assist those with an interest in development within the City to make an early response on the matters to be dealt with in the Plan, the Council will prepare a City Plan Review, Issues and Options Bulletin. This will explain the purpose of the plan review, consider progress on the implementation of the adopted City Plan, and generally outline development issues affecting the City. The broad timetable for producing the new plan will also be provided. The bulletin will be published at the start of the process to coincide with the first public notice. The Council will distribute the bulletin widely to statutory consultees, and other public, private and voluntary sector agencies and local communities.

Programme of Activities

- Organise awareness training for community councils in conjunction with Planning Aid for Scotland
- Produce and circulate City Plan Review, Issues and Options Bulletin
- Organise a general public meeting to provide information about the plan process and the consultation stages
- Advertise Notice of Intention to Start Preparation of Plan.

The City Plan Bulletin will be distributed widely to statutory consultees, and other public, private and voluntary sector agencies and community councils. It will be available to view on the Council's City Plan website. Copies of the Bulletin will be available from Development and Regeneration Services during office hours Monday to Friday 9.00am to 5.00pm. You will have **6 weeks** from the appearance of the first Public Notice in the newspapers in which to make comments on the issues relevant to City Plan 2. All comments will be taken into consideration when preparing the Consultative Draft City Plan.

The Consultative Draft City Plan (including Draft SEA Environmental Report)

Following consideration of the views and comments received at the initial consultation stage, the Council will produce the Consultative Draft City Plan. This will outline the policies and proposals for development in Glasgow which the Council intends to include in City Plan 2. The Council recognises that it is important to publicise its proposals widely and give people enough time to comment. Comments received will be taken into consideration when preparing the Finalised Draft City Plan. The Consultative Draft City Plan will be the main phase of publicity and consultation for City Plan 2 and the Council will aim to resolve as many representations as is possible, at this stage.

Programme of Activities

- Produce and circulate the Consultative Draft City Plan and Summary
- Produce and circulate the Draft SEA Environmental Report
- Produce and circulate Development Plan bulletin update
- Make documents available for public inspection in the City's libraries, DRS office and on the Council's City Plan website (representation stage)
- Organise a presentation on the Consultative Draft City Plan for the benefit of community councils, Area Committees and Social Inclusion Partnerships
- Other stakeholder meetings
- Advertise Notice of Preparation of Consultative Draft Plan.

The Consultative Draft City Plan will be available for public inspection in the office of Development and Regeneration Services, and in the City's libraries. It will be available to view on the Council's City Plan website. The document will be sent free to statutory consultees, and public and voluntary sector agencies and local communities. Publicity measures will be undertaken to promote the Consultative Draft Plan.

You will have **6 weeks** from the appearance of the first Public Notice in the newspapers in which to make comments on the Consultative Draft City Plan and Draft SEA Environmental Report. All comments received at this stage will be acknowledged and taken into consideration when the Council prepares the Finalised Draft City Plan. All comments, together with the Council's response to them, will be compiled into the Report of Consultation, which will be published along with the Finalised Draft City Plan and associated documents and will be made available for inspection in the office of Development and Regeneration Services, the libraries, and on the Council's website.

The Finalised Draft City Plan (including SEA Environmental Report)

The Finalised Draft City Plan will be prepared following consideration of representations made at the consultative draft stage. Local plans can be fairly complex and it generally takes some time after consultation for the Council to agree a finalised draft of the plan in the form which it wishes to adopt. The opportunity will be given to people to formally object to the Finalised Draft City Plan. The Council will produce a statement of the consultation measures undertaken with the public and send it to the Scottish Ministers and it will be available for inspection along with the Finalised Draft City Plan and SEA Report.

Before any Inquiry is held, the Council will attempt to resolve as many of the objections as possible. Consequently, objections may be withdrawn or the Council may agree to alter parts of the Plan. Any changes proposed after objections have been received will be advertised in the local newspapers and made available in the normal places. The Council will notify anyone with a known interest in the matter to ensure that those potentially affected by the proposed changes can make further representation.

Programme of Activities

- Publish and circulate the Finalised Draft City Plan, City Plan Summary and Report of Consultation
- Publish and circulate the SEA Environmental Report
- Make documents available for public inspection in the City's libraries, DRS office and on the Council's City Plan website (objection stage)
- Advertise Notice of Preparation of Finalised Draft Plan
- Produce and circulate Development Plan bulletin update
- Organise City Plan exhibition
- Organise a presentation on the Finalised Draft City Plan for the benefit of community councils, Area Committees and Social Inclusion Partnerships
- Publish Report of Objections for public inspection and comment
- Meet and negotiate with objectors (as appropriate).

The Finalised Draft City Plan will be available for public inspection in the office of Development and Regeneration Services, and in the City's libraries. It will be available to view on the Council's City Plan website. The document will be sent free to statutory consultees, and other public, private and voluntary sector agencies and local communities. Publicity measures will be undertaken to promote the Finalised Draft City Plan.

You will have **8 weeks*** from the appearance of the first Public Notice in the newspapers in which to object to the Finalised Draft Plan. Each objection must be clearly stated and labelled, confirming that it is a formal objection to the Finalised Draft City Plan, and it must outline the specific matter the objection relates to, the grounds on which the objection is made, and suggest an alternative view or revised wording as appropriate. All comments received at this stage will be acknowledged. The Council will respond to each valid objection and compile these into the Report of Objection, which will be published and made available for inspection in the office of Development and Regeneration Services, the libraries, and on the Council's City Plan website. Should any changes to the Finalised Draft Plan be proposed, these will be advertised in local newspapers and you will have a further **6 weeks** in which to comment on the proposed changes.

NOTE: * The statutory minimum consultation period has been increased by the Council in order to provide more time to return representations. Because of this extension and the need to adhere to the overall programme leading to the adoption of the Plan, representations beyond the deadline (as specified in the relevant statutory public notice) will not be validated.

The Local Plan Inquiry

The Inquiry is held by a Reporter from the Scottish Executive. In future, the Reporter will have greater influence on the shape of the Inquiry with hearings and the use of written submissions being the principal methods for considering objections. The Inquiry will be conducted using the Scottish Executive's Code of Practice for Local Plan Inquiries. The Reporter will hold a Pre-Inquiry meeting prior to the commencement of the Inquiry for the benefit of the objectors to explain how he/she intends to run the business of the Inquiry and to indicate the timescales for the submission of written evidence, etc. The Inquiry is normally held at least 6 months after the Finalised Draft Plan has been published. However, the date of the Inquiry is dependent upon the availability of a Reporter from the Scottish Executive Inquiry Reporters' Unit.

It is likely that the Council will employ the services of a Programme Officer who will be responsible for the smooth operation of the Inquiry and will handle all correspondence and other material leading up to the Inquiry.

Programme of Activities

- Pre Inquiry Meeting held by Inquiry Reporter
- Advertise Pre Inquiry Meeting and Local Plan Inquiry
- Produce and circulate Development Plan bulletin update.

If you make an objection to the Finalised Draft City Plan and it has not been resolved, there is an opportunity to have your objection considered at a Local Plan Inquiry. The Inquiry will be conducted by a Reporter from the Scottish Executive. The Reporter will advise you of the timescales for preparing for the Inquiry at the Pre Inquiry meeting.

Post Inquiry Modifications to the Plan / Plan Adoption

After the Inquiry, the Reporter will send a report of his/her findings and recommendations to the Council. This will cover all matters considered at the Inquiry and also those dealt with as written submissions. The Council will respond to each of the Reporter's recommendations. If any modifications are proposed to the Plan as a result of the consideration of the recommendations, notice will be given in the Herald, Glasgow Evening Times, and Edinburgh Gazette. All objectors will also be informed. You will then have another 6 weeks to object to the proposed modifications. However, further objections to the content of the original Plan cannot be lodged at this stage.

Thereafter, assuming that there is no need for a further Inquiry, the Council will agree to undertake procedures to adopt the Plan by advertising its notice of intention to do so in the press and will formally notify the Scottish Ministers. Subject to any direction from the latter, the Council will look to adopt the Plan on the date specified in the Adoption Notice.

Programme of Activities

- Publish Report of Modifications to the City Plan incorporating the Reporter's findings and recommendations for public inspection and comment
- Advertise Proposed Modifications to Draft Plan
- Advertise Notice of Intention to Adopt the Plan and Notify the Scottish Ministers.

You will have **6 weeks** from the appearance of the first Public Notice in the newspapers in which to object to any modifications to the Plan the Council decides to make following its consideration of the report of the Local Plan Inquiry. Objections cannot be lodged at this stage to the content of the original Plan or to matters already dealt with by the Reporter, unless there has been a material change in circumstances.

Once adopted by the Council, the Glasgow City Plan, together with the approved Glasgow and the Clyde Valley Structure Plan, forms the Development Plan for Glasgow and therefore the main consideration in determining planning applications. In most cases, planning applications will be determined in accordance with the policies of the Development Plan.

Programme of Activities

- Publish Adopted City Plan
- Advertise Adoption of the Plan
- Organise a promotional launch of City Plan 2.

MONITORING

The Council may need to bring forward changes to the consultation process arising from the Executive's Modernising Planning agenda.

The aims, policies and proposals of the Plan will also be kept under review by the Council.

OBTAINING THE CITY PLAN

Current City Plan

Copies of the adopted City Plan are available in document and CD-Rom format from the Development and Regeneration Services, 229 George Street, Glasgow G1 1QU (telephone 0141 287 8678). The Plan is also available to view on the City Council's website www.glasgow.gov.uk

Replacement City Plan

In due course, the Council will make copies of the City Plan Review, Issues and Options Bulletin, the Consultative Draft City Plan, the Report of Consultation, the Finalised Draft City Plan and accompanying SEA environmental report, the Report of Objections, the Report of Modifications (incorporating the Reporter's Report of Local Plan Inquiry Findings and Recommendations), and other relevant documents, available for inspection at Development and Regeneration Services, 229 George Street, Glasgow G1 1QU, and at the City's public libraries. The documentation will also be available to view on the Council's website www.glasgow.gov.uk

Copies of appropriate documentation will be sent free to statutory consultees and community councils during the plan preparation period, and copies of the Consultative Draft City Plan and Finalised Draft City Plan and accompanying SEA environmental report will be available for sale in document and CD-Rom format from Development and Regeneration Services.

You can expect access to relevant information during the plan preparation process and you will be able to view or purchase copies of the Consultative Draft and Finalised Draft versions of the City Plan. Copies of the adopted final plan will also be available to purchase in document and CD-ROM format and will be available for reference at Development and Regeneration Services, 229 George Street, Glasgow G1 1QU and in the City's public libraries. The Plan will also be available to view on the Council's City Plan website.

IMPROVING THE SERVICE

We hope you will be satisfied with the service we provide in respect of the City Plan. Should you have any queries please contact the City Plan Team, Development and Regeneration Services, 229 George Street, Glasgow G1 1QU (telephone 0141 287 8678 (Mr Stephen Turnbull) or 0141 287 8540 (Mr Alan Duff). Alternatively, you can email the City Plan Team on cityplan@glasgow.gov.uk



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