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Linking People and Places: A Routemap for Better Connecting Spatial and Community Planning

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July 2016

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RTPI Scotland

The Royal Town Planning Institute (RTPI) is the champion of planning and the planning profession. We work to promote the art and science of planning for the public benefit. We have around 2,100 members in Scotland and a worldwide membership of nearly 23,000. We:

• support policy development to improve approaches to planning for the benefit of the public;
• maintain the professional standards of our members;
• support our members, and therefore the majority of the planning workforce, to have the skills and knowledge they need to deliver planning effectively;
• maintain high standards of planning education;
• develop and promote new thinking, ideas and approaches which can improve planning;
• support our membership to work with others who have a role in developing places in Scotland; and
• improve the understanding of planning and the planning system to policy makers, politicians, practitioners and the general public.

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Acknowledgements

Glossary of Terms

Action Programme - Planning authorities are required to prepare Action Programmes setting out how the authority proposes to implement the development plan. They must set out a list of actions required to deliver each of the plan's policies and proposals; the name of the person who is to carry out the action; and the timescale for carrying out each action.

Architecture + Design Scotland (A+DS) – A Scottish Government National Departmental Public Body with the purpose of promoting the value good architecture and sustainable design adds to everyone's lives.

Charrette - Generally taking place over several days, a charrette is an interactive design process, in which the public and stakeholders work directly with a specialised design team to generate a specific community vision, masterplan and action plan

Community Planning – A process, delivered through Community Planning Partnerships, aimed at helping public agencies to work together with the local community to plan and deliver better services, with community engagement as a key aim.

Community Planning Partnership (CPP) - Community Planning is delivered by local Community Planning Partnerships. There are 32 CPPS, one for each local authority area. Local authorities are obliged to initiate, facilitate and maintain Community Planning, including consulting and cooperating with communities. Core partners are Health Boards, the Enterprise Networks, Police, Fire and Regional Transport Partnerships who are obliged to participate in Community Planning; and Scottish Ministers who are obliged to promote and encourage Community Planning.

Development Plan – A generic term for the Structure Plan and/or Local Plan, or Strategic Development Plan and/or Local Development Plan, which apply to a planning authority area. Any planning application should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Heads of Planning Scotland (HOPS) – the representative organisation for senior planning officers from Scotland's local authorities, national park authorities and strategic development planning authorities.

Improvement Service - The Improvement Service works with Scottish councils and their partners to improve the efficiency, quality and accountability of local public services by providing advice, consultancy and programme support.

Local Development Plan (LDP) - A Local Development Plan is required for each council area across Scotland. It allocates sites, either for new development, such as housing, or sites to be protected. It also includes policies that guide decisions on all planning applications.

Local Outcomes Improvement Plan (LOIP) - Each community planning partnership must prepare and publish a local outcomes improvement plan. A local outcomes improvement plan is a plan setting out a local outcomes to which priority is to be given by the community planning partnership with a view to improving the achievement of the outcomes, a description of the proposed improvement in the achievement of the

outcomes; the period within which the proposed improvement is to be achieved; and a description of the needs and circumstances of persons residing in the area of the local authority to which the plan relates.

PAS - PAS is an independent charity operating on social enterprise principles that helps people in Scotland engage with the places around them. It is a volunteer-based organisation, and provides impartial planning advice, training, education programmes, facilitation, mediation and community visioning/'charrettes', to ensure everyone has a voice in creating positive communities.

Place Standard – The Place Standard has been developed in partnership by Scottish Government Architecture & Place, NHS Health Scotland and Architecture & Design Scotland to support the delivery of high quality places in Scotland and to maximise the potential of the physical and social environment in supporting health, wellbeing and a high quality of life.

Single Outcome Agreement (SOA) - An agreement between the Scottish Government and each of Scotland's 32 local authorities, setting out strategic priority issues based on the Government's National Outcomes. SOAs aim to improve partnership working and allow maximum freedom for funding decisions to be taken at a local level.

Strategic Development Plan (SDP) – A Strategic Development Plan is required for the 4 largest city regions – Aberdeen, Dundee, Edinburgh and Glasgow. These deal with region-wide issues that cross boundaries of council areas, for example the scale of housing and the transport and water and connections needed**.**

Executive Summary

This routemap has been developed to support those involved in community planning and spatial planning to recognise practical ways of working together. It follows research published by RTPI Scotland in March 2015 which showed that there is a disconnect between spatial and community planning along with a desire from those working in both fields for the connection to be made. The research said that if this was to happen then there was a need to explore what practical steps could be taken.

The routemap has been developed through close examination of three Community Planning Partnership and Planning Authority areas – East Ayrshire; City of Edinburgh and Highland. These were chosen to provide a range of circumstances and scales within which community and spatial planning work so as to maximise the replicability of the lessons learned. The three areas had also demonstrated some significant practice which had been identified through the initial research. The key areas where it was considered practical action could be taken were:

- **Community Plans should be the 'Sovereign Plan' for the local authority area - meaning that it should be one and the same document as the local authority Corporate Plan, with the Local Development Plan and Strategic Development Plan seeking to deliver it spatially.**

- **Spatial planners should be recognised as key people in the CPP's in-house delivery team contributing to their land use and infrastructure knowledge and contacts and expertise in project delivery.**

- **Key engagement stages during preparation of Community Plan and LDP/SDP should be shared so they are seen by the public as one consultation.**

- **There is potential to extend current "Calls for Sites" in the pre Main Issues Report process to a "Call for Assets and Ideas" that engages local communities as well as developers. This would allow frontloading of both Local Development Plans and Community Plans if engagement stages are shared.**

- **Greater use should be made of Local and Strategic Development Plan Action Programmes as helpful tools for co-ordinating and progressing delivery of Community Planning Partnership (CPP) projects and infrastructure.**

- **Local Outcomes Improvement Plans and Locality Plans are good starting points for collaborative working between community planning and spatial planning.**

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Context

The Commission on the Future Delivery of Public Services said that "Unless Scotland embraces a radical, new, collaborative culture throughout our public services, both budgets and provision will buckle under the strain".[1] The priorities the Commission identified included:

- Recognising that effective services must be designed with and for people and communities - not delivered 'top down' for administrative convenience
- Maximising scarce resources by utilising all available resources from the public, private and third sectors, individuals, groups and communities
- Working closely with individuals and communities to understand their needs, maximise talents and resources, support self reliance, and build resilience
- Concentrating the efforts of all services on delivering integrated services that deliver results
- Prioritising preventative measures to reduce demand and lessen inequalities
- Identifying and targeting the underlying causes of inter-generational deprivation and low aspiration
- Tightening oversight and accountability of public services, introducing consistent data-gathering and performance comparators, to improve services
- Driving continuing reform across all public services based on outcomes, improved performance and cost reduction
- Implementing better long-term strategic planning, including greater transparency around major budget decisions like universal entitlements

The commission recommended that "in developing new patterns of service provision, public service organisations should increasingly develop and adopt positive approaches which build services around people and communities, their needs, aspirations, capacities and skills, and work to build up their autonomy and resilience" and that each community planning partnership develops a clear plan setting out how partner organisations will pursue local service integration to achieve outcomes.[2]

The Scottish Government defines community planning as a "process which helps public agencies to work together with the community to plan and deliver better services which make a real difference to people's lives"[3].

Development plans are spatial, land use plans which are primarily about place and should set out ambitious but realistic long-term visions for their area. They guide the future use of land in our cities, towns and rural areas, by addressing the spatial implications of economic, social and environmental change. In doing this they should indicate where development should happen and where it should not, so as to provide confidence and predictability to investors and communities[4]. Scottish Government says that development plans should "be a corporate document for the planning authority and its Community Planning Partners. The plan should apply the land use elements of the Community Plan and other Council and Government strategies into an overall spatial

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[1] http://www.gov.scot/resource/doc/352649/0118638.pdf
[2] ibid
[3] http://www.gov.scot/Publications/2013/12/9924/2
[4] ibid

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plan for the local area providing a means to join up messages about place and delivery."[5]

Scottish Government also says that "Greater integration between land use planning and community planning is crucial and development plans should reflect close working with Community Planning Partnerships, to deliver the shared vision and desired outcomes for the area."[6]

In March 2015 RTPI Scotland published "Linking People and Places: Spatial and Community Planning"[7]. This research explored if there is a disconnect between spatial; and community planning; if so, how we can address this; and what the benefits of a greater connection between processes might be for all parties.

The research identified that there was an appetite to better connect these functions and a number of opportunities were highlighted by both spatial planners and those working in community planning:

- delivering outcomes;
- sharing processes;
- sharing resources; and
- sharing knowledge.

A number of barriers were also identified:

- timescales and statutory processes;
- reduction in resources;
- institutional barriers;
- understanding spatial and community planning;
- commitment to implementation; and
- culture.

The research contained a number of recommendations for taking work forward:

1. There needs to be recognition of the starting points to making links between spatial planning and community planning

2. There are opportunities to align processes to help deliver spatial planning and community planning outcomes more effectively and efficiently

3. Spatial planning needs to articulate to community planning what it can do

4. Community Planning Partnerships need to recognise the need for, and role of, spatial planning in delivering community planning

5. There needs to be more effective communication between spatial and community planning actors

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[5] http://www.gov.scot/Publications/2013/12/9924/2

[6] ibid

[7] http://www.rtpi.org.uk/media/1301398/linking_people_and_places_final_-_web_version_march15.docx

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6. There is a need to improve spatial planners' knowledge of community planning and where they can contribute

7. There is a need to explore the landscape of plans for overlap and consistency

8. There is a need to be clear about roles and responsibilities at different levels

9. There is a need to explore how community-led approaches contribute to the delivery of both Community Plan and Development Plan outcomes

10. There is a need to 'drill down' further to explore practical opportunities and barriers.

The final recommendation led to Scottish Government funding RTPI Scotland to undertake work aimed at developing a number of case studies and a routemap to help better connect spatial and community planning. This was taken forward with DPT Urban Design and Nick Wright Planning.

This paper contains the routemap and supporting guidance. It has been developed through close examination of three Community Planning Partnership and Planning Authority areas – East Ayrshire; City of Edinburgh and Highland. These were chosen to provide a range of circumstances and scales within which community and spatial planning function so as to maximise the replicability of the lessons learned. The three areas had also demonstrated some significant practice which had been identified through the initial research.

Case studies of each of the areas are contained as annexes to this report.

The Routemap
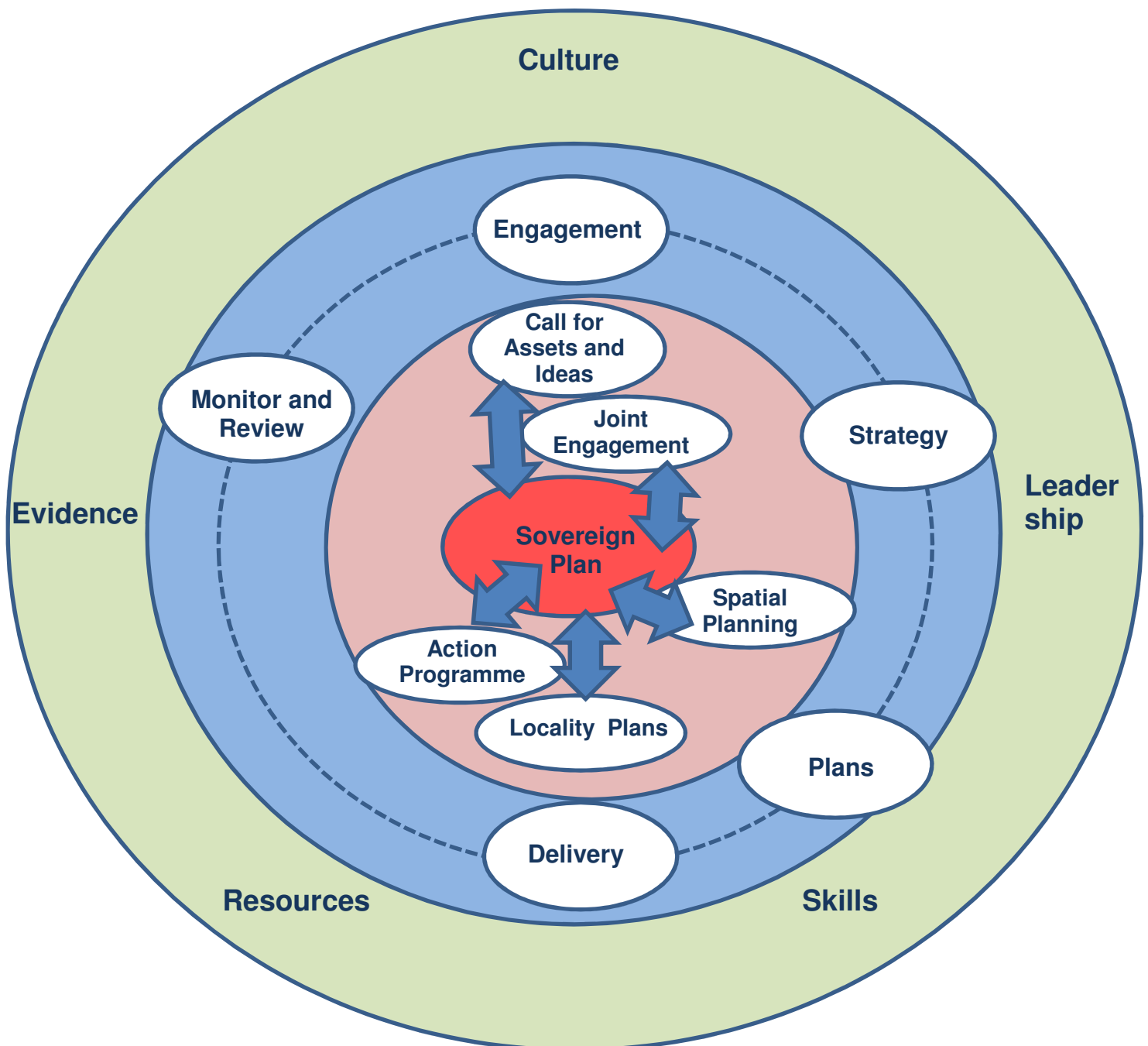
The routemap that we have developed, shown above, aims to provide those working at the coalface within spatial planning and/ or community planning with specific actions or tools that can be used to help them to better connect their work.

The diagram shows the three key aspects of the routemap:

- **Opportunities** – tools and tasks that we feel can be used to better connect community and spatial planning. These are set out in the centre of the diagram.

- **Milestones** – the different stages of development, delivery and assessment that are required in plan making. These are set out in the middle blue circle.

- **Inputs** – the external factors that influence the way in which community and spatial planning function. These are in the green circle at the outside.

The routemap is meant to be of practical use and make community and spatial planners think about the opportunities they have within their grasp. The key focus is on the opportunities, mechanisms or products that can be used to better connect spatial and community planning Scotland.

The routemap is also aimed at corporate levels within local authorities and Community Planning Partnerships to demonstrate the opportunities for them in linking spatial planning into community planning processes. Given this it also set outs what they need to do at a strategic level to help foster the conditions to enable spatial and community planning to complement one another.

We do not see the routemap as a finished article. Rather, we anticipate that it will stimulate other ideas for joint working generated from the interaction of those working in spatial planning and community planning.

It is also important to note that we see the routemap as a continuous process. The diagram shows that this is an ongoing loop, where those involved need to see the opportunities we have presented in the broader context of key milestones or stages of activity and the inputs the organisations need to use influence action.

The following pages contain supporting guidance on the various aspects of the routemap.

Opportunities

We have identified 6 key opportunities to support better linking spatial and community planning. These are:

- Community Plans should be the 'Sovereign Plan' for the local authority area - meaning that it should be one and the same document as the local authority Corporate Plan, with the Local Development Plan and Strategic Development Plan seeking to deliver it spatially.

- Spatial planners should be recognised as key people in the CPP's in-house delivery team contributing to their land use and infrastructure knowledge and contacts and expertise in project delivery.

- Key engagement stages during preparation of Community Plan and LDP/SDP should be shared so they are seen by the public as one consultation.

- There is potential to extend current "Calls for Sites" in the pre Main Issues Report process to a "Call for Assets and Ideas" that engages local communities as well as developers. This would allow frontloading of both Local Development Plans and Community Plans if engagement stages are shared.

- Greater use should be made of Local and Strategic Development Plan Action Programmes as helpful tools for co-ordinating and progressing delivery of Community Planning Partnership (CPP) projects and infrastructure.

- Local Outcomes Improvement Plans and Locality Plans are good starting points for collaborative working between community planning and spatial planning.

Recommendation 1: A Sovereign Plan

The Community Plan should be seen and used as the 'Sovereign Plan' for the local authority area. It should be *the* document that all community planning partners and all parts of the local authority work to achieve.

In a spatial planning context this means that Local Development Plan and Strategic Development Plan should be seeking to deliver and articulate the Community Plan's outcomes spatially.

It is appreciated that community plans and development plans may have different timescales in development, lifetimes and timeframes for delivery. However our research has told us that it is important that they work to the same objectives and attempt to achieve the same outcomes. The key tool is the so-called Sovereign Plan which becomes *the* plan for area. All other plans, strategies and projects must align with the outcomes and objectives set out in the Sovereign Plan. This includes development plans which should be firmly and clearly aligned to the Sovereign Plan. We believe that the development plan could become the spatial articulation of the Sovereign Plan, identifying opportunities, investments and linking place development with services.

In developing and agreeing the strategy for an area there is a need for all contributors to have a clear understanding of:

- what they are trying to achieve
- what their role is
- how they contribute to the bigger picture
- what their strengths are
- what their challenges are
- how they join up with others in their organisation and their partnership
- when they should be talking and working with others
- how their tools and strategies contribute

From a spatial planning perspective it is therefore essential that there is clarity on outcomes in the Sovereign Plan that are relevant to that service. Once these have been agreed it is necessary to ensure that that there is a 'golden thread' from the Sovereign Plan to the development plans covering that area.

A good example of this is East Ayrshire where the Community Plan is the overarching strategic policy framework for the delivery of services by all partners. Partners are committed to increasing the alignment between their own strategic plans and the Community plan – there is joint resourcing towards meeting targets and outcomes. Other plans (e.g. police, fire and rescue, Local Development Plan, housing, social work, health, children, departmental service plans) all have a line at the start to explain their connection with the Community Plan as part of this alignment.

Development plans therefore must take the lead from the Sovereign Plan, i.e. the community plan. The development plan should show how future development strategies and settlement patterns will support the outcomes contained in the community plan. Equally, development plan policy and spatial strategy should inform, and be informed by, decisions on future service provision in the area. This requires spatial planning to be seen as a corporate resource that can help ensure that the future development of particular public services or assets, such as the school estate for example, are taken forward sustainably.

Recommendation 2: Spatial Planners and Delivery

Spatial planners should be recognised as key people in the CPP's in-house delivery team for land use and infrastructure projects given their knowledge of project delivery and their contacts.

It is recognised that the timescales for Community Plans and Development Plans are different and that they have different lifetimes. However, it is clear that at the very least there needs to be readability across these plans. They should therefore be developed in tandem, wherever possible, rather than being seen as separate entities. This ties in with points made about the importance of the Sovereign Plan, and the culture that must be developed around this.

Community Plans tends to concentrate on managing programmes, projects, funding streams, and initiatives, with less attention given to how this plays out spatially. There is a need to ensure that different functions and services are co-ordinated to ensure that they are all pulling in the same direction to support communities and neighbourhoods. The Development Plan however does take a spatial perspective, although they often do not take into consideration the way in which services are provided for a community. Having readability across the plans could improve this, with the Development Plan becoming the spatial articulation of the Community Plan.

The solutions to issues (and, indeed many of the problems) faced by a place aren't always within that neighbourhood, village or town. We need to make sure that we know the possible consequences of decisions beyond the here and now and the immediate geography of that place. Spatial planning provides the mechanism to do this and so should be used more effectively in the community planning process. Good planning can also allow us to establish when, to take one example, employment opportunities will arise for communities (be that at the planning, construction, open for business or aftercare stage) and put in place the training and support required to allow local people to be 'job ready' when each stage commences.

Spatial planning can also help to 'make the market' and to improve the connection between infrastructure investment and development opportunities. Infrastructure can be used to open up 'non-viable' sites and areas suffering from market failure, so maximising the economic and social impact of public expenditure. Investment via the Community Plan could, for example, focus on the places in need of regeneration to promote and de-risk those sites considered 'sub-prime' by developers and investors.

RTPI published research in May 2016 on "Poverty, Place and Inequality"[8] which highlighted that place-based approaches are key. The report argues that 'people-based' approaches on their own are not enough to reduce poverty and inequality. It says that alongside conventional approaches to reducing poverty, which focus on welfare reform, we need to harness the potential of places to increase opportunities and realise people's potential. In other words, the research evidence demonstrates the value of a spatial perspective in maximising social and economic benefits.

It should also be remembered that plans often cover different geographies or scales. Our work has pointed to the value of spatial planning working closely with community planning at the local, neighbourhood level by focusing on those key areas of change and how they can be delivered. This locality planning would combine both physical development and services.

Recommendation 3: Community Engagement

Key engagement stages during preparation of Community Plans and Local/Strategic Development Plans should be shared so they are seen by the public as one consultation.

The engagement phase is where organisations talk to those with a stake in the area to enable them to feed in their views to the plans. Community engagement is a legal obligation for both Community Plans and Development Plans. The importance of engaging communities in the planning system is further emphasised by Scottish Planning Policy. Effective engagement can lead to better plans, better decisions and more satisfactory outcomes, which can help to avoid delays in the planning process.

The engagement stage for community and spatial planning comprises two distinctive audiences, which may however overlap:

• Communities – individuals and community based organisations who represent people from the area or who represent key interests or sectors within the area.

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[8] http://www.rtpi.org.uk/knowledge/research/projects/poverty,-place-and-inequality/

- Partners and Stakeholders – key organisations who have a role to play and an interest in how the area develops over time. This may include various service providers across the public sector as well as potential private sector investors and developers.

Our work has shown that those working in community planning are often very adept in developing relationships with, and influencing, stakeholders and partners across the public and voluntary sectors in particular. This seems to be because they are often seen as key 'movers and shakers' in the public sector landscape in their area and have the authority and credibility to make decisions and bring people together to work in partnerships.

Spatial planners can be very effective at engaging with communities about how places change, since this is a key and mainstream part of their work. Our research showed that spatial planners are increasingly using creative approaches to do this.

There is merit, therefore, in combining the strengths of community and spatial planners. Although there may well be different timeframes and legislative provisions for each service, there is still the opportunity to allow community planning and spatial planning to synchronise their approaches and assess who is best placed to do what. This will also minimise 'consultation fatigue' and allow for a more joined up approach to the gathering and use of intelligence.

From a Development Plan perspective, engagement before the publication of the Main Issues Report is becoming increasingly important. Indeed, the recently published report of the Independent Review of Planning [insert reference] recommends reforming development planning to ensure more engagement at the very start of the development plan cycle. Our research has shown that this stage in providing a discussion on future priorities for an area could, and should, be used to explore not only the physical change to a place (linking to the Development Plan) but also how this will be resourced and how it will relate to service provision in that area (linking to the Community Plan).

This would help build on the Community Empowerment Act and support communities to shape (and, in some places, deliver) how their place develops in the future. Community engagement in planning works best when it is based around building a positive and holistic vision on the future of a street, neighbourhood or town, rather than a 'one-off' reactive debate in response to a specific development proposal. Given this, it would be more effective to invest time and resources in community engagement at the early stages of Community Plan and Development Plan preparation. This would enable communities to engage in and champion local visioning and action on place development and service provision. The frontloading of community engagement in the planning process should encourage positive debate, visioning and exploration of opportunities and constraints.

A range of techniques have been developed and are being used to engage with communities, particularly around the planning of their area. We believe that there is merit in widening their focus to look at the way a community or place is supported through time by public and voluntary sector services. This has already been demonstrated through the Charretteplus[9] technique being taken forward by PAS, which has built on traditional charrettes by using them to influence the Community Plan as well

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[9] http://pas.org.uk/charretteplus/

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as the Development Plan. We encourage any techniques used to move away from 'one-off' set piece consultation exercises to approaches that to develop an ongoing dialogue between communities and service providers over time. It could enable discussions on where communities would be able to influence or manage services in their area in the future.

There is also an important role for the Place Standard[10] published in December 2015 by Scottish Government, Architecture + Design Scotland and NHS Health Scotland in framing discussions and monitor the performance of a place over time. The Place Standard is a way of assessing places, whether the place is well-established, undergoing change, or is still being planned. It provides a simple framework to structure conversations about place, allow people to think about the physical elements of a place (e.g. its buildings, spaces, and transport links) as well as the social aspects (e.g. whether people feel they have a say in decision making). The tool provides prompts for discussions, allowing people to consider all the elements of place in a methodical way. The tool pinpoints the assets of a place as well as areas where a place could improve.

Recommendation 4: A Call for Assets and Ideas

There is potential to extend current Calls for Sites in the pre Main Issues Report process to a Call for Assets and Ideas. This could extend engagement beyond the private sector so as to enable communities, third sector organisations and other public bodies to promote opportunities.

The Community Empowerment (Scotland) Act 2015[11] aims to empower community bodies through the ownership of land and buildings, and strengthen their voices in the decisions that matter to them. It also aims to improve outcomes for communities by improving the process of community planning and ensure that local service providers work together even more closely with communities to meet the needs of the people who use them. It does this through, amongst other things, extending the community right to buy, making it simpler for communities to take over public sector land and buildings, and strengthening the statutory base for community planning.

Many planning authorities currently undertake a 'call for sites' as part of their development plan process. This helps them to identify those sites put forward (mainly by developers or landowners) that could be included for a specific use in the development plan.

In looking to see how Community and Development Plans can support this, the "call for sites" could be widened to allow local people and organisations to put forward their ideas and action plans as recommended by the Independent Review of Scottish Planning System. This could include not only ideas for sites but also assets which might come under community control. These assets could be identified by public agencies as having development potential or for use by others; or they could be identified by communities as key things they want to be retained in their area and which could be designated as community assets.

This would enable local organisations to promote underused or unused assets in their neighbourhood for retention, investment or development. If, in doing this, the community plan and development plan were better aligned it would enable a discussion

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[10] http://www.placestandard.scot/#/home
[11] http://www.legislation.gov.uk/asp/2015/6/pdfs/asp_20150006_en.pdf

on not only the physical regeneration of the site or building, but also how this will fit with service planning and resource allocation. It could also help identify private sector resources and investments that could support the improvement of the asset as well as infrastructure investments that are being undertaken in the broader area that could impact on its future.

This approach could go some way to helping support the ambitions of the Community Empowerment Act in giving communities the opportunity to own or have control over buildings and land in their area that can help its improvement.

If this is to be successful, there is a need for the development plan and community plan to 'talk to one another' so that there is clarity as to the viability and funding of assets and their role in supporting the broader community. The proposed Call for Assets and Ideas can provide the platform for this and allow appropriate sites and assets to be supported by the Community Plan and the Development Plan. This may help provide a context for Participation Requests where community bodies put forward their ideas for how services could be changed to improve outcomes for their community. It could also provide a context for taking forward decisions on help contextualize Asset Transfer Requests where community bodies have a right to request to purchase, lease, manage or use land and buildings belonging to local authorities, Scottish public bodies or Scottish Ministers.

Recommendation 5: Locality Plans

Local Outcomes Improvement Plans could be good starting points for collaborative working between community planning and spatial planning

Under the Community Empowerment (Scotland) Act 2015, each community planning partnership must prepare and publish a Local Outcomes Improvement Plan (LOIP). The LOIP replaces the former Single Outcome Agreement or SOA.

The new duties of Community Planning Partnerships (CPPs) focus on reducing socio-economic inequalities. How this new agenda will be achieved within each CPP area will be set out through a number of Locality Plans. Spatially, these are intended for localities that 'experience significantly poorer outcomes which result from socio-economic disadvantage' in comparison to other localities in their area and to the rest of Scotland. Localities have been broadly defined legally as smaller areas within a local authority or CPP area. Working to achieve these outcomes should help integrate the work of local service providers and over the longer term, could be used to shape wider development planning decisions. Additionally, Locality Plans will be based on a 'sound understanding of place'. To achieve these priority outcomes, CPPs should specify improvements to be accomplished over an appropriate timescale. Over time, these Plans should be revised and reviewed, alongside the provision of annual progress reports.

Spatial planning works at several geographical levels – national, strategic, local and community. The case studies have highlighted the opportunity to use spatial planning techniques and skills to develop local community plans which are more action-focused. These would use increasingly imaginative community and stakeholder engagement techniques to enable local people to work collaboratively with spatial and community planners to develop action plans that reflect a shared understanding of available resources, services, physical assets, infrastructure and constraints. The Place Standard tool offers a well rounded opportunity to initiate collaborative discussions on where outcomes need to be improved. Many charrettes, such as PAS's Charretteplus model

mentioned earlier, are increasingly focusing on collaborative action planning as the culmination of the charrette process – reflecting a general move towards ensuring that plans and proposals are deliverable. The locality plan could therefore use a charrette as an engagement and discussion mechanism and the ensuing plan could be adopted as Supplementary Guidance to the Local Development Plan. This approach is particularly appropriate in areas of change and regeneration.

A good example from our case studies is the collaborative approach used in the Highlands – such as the Wick and Thurso charrette, which brought people together, sometimes for the first time, in new ways of talking by using 'outcomes-based' engagement. In other words, agreeing desired outcomes amongst partners and then working out how to deliver those, often through design-led engagement. Collaborative techniques like this allow new and often controversial ideas to be pitched and progressed in a more positive, less confrontational way than previous approaches.

Recommendation 6: Action Programmes

Local and Strategic Development Plan Action Programmes are helpful tools for co-ordinating and progressing delivery of Community Planning Partnership (CPP) projects and infrastructure.
Proposals contained in development plans are often delivered by private sector companies and so these plans tend to focus on where private sector investment can be made. However, by their nature, Community Plans concentrate on what public sector resources are in place and how they can be used.

Our research has highlighted that better alignment of Community and Development Plans could go some way to helping match resources to ambitions and ensure that public sector funding supports private sector investment, and vice versa. It could also ensure public sector resources and services support the development plan to deliver. Such an approach could also support Community Plans to see how best to attract private sector investment.

Given this, it is considered that the key tool in taking this forward is the Development Plan's Action Programme.

Action Programmes set out how the authority proposes to implement the plan, and planning authorities are required to prepare them for both Strategic and Local Development Plans. Action Programmes are legally required to set out:

- a list of actions required to deliver each of the plan's policies and proposals;
- the name of the person who is to carry out the action; and
- the timescale for carrying out each action.

Action Programmes should be updated at least every two years. Given this need to update frequently, they are an ideal tool to discuss and apportion resources and ensure that different resources are used to complement one another[12]. Our research has highlighted that if Action Programmes were to be reviewed more regularly, this could enable a more corporate discussion on progress and feed into reviews of both the Community Plan and Development Plan. Key to this is using the Action Programme as a means to establish how resources have been used, what their impact has been, and what still needs to be done to achieve the desired outcomes. It is also important that

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[12] http://www.gov.scot/Publications/2013/12/9924/10

discussion on the Action Programme completes the feedback and progress 'loop' so as to feed into future iterations of the Development Plan and Community Plan.

This will require a more corporate approach to gathering intelligence and monitoring and evaluation frameworks. Using the Action Programme as a corporate tool may also help to connect the gathering, or at the very least the sharing of, evidence and intelligence. There was a feeling amongst several of those we talked to that different services within Community Planning Partnerships are often unaware of the data that each other holds, leading to both gaps and duplication.

The Action Programme should be seen not only as key to delivering the ambitions of the Development Plan but also a vital tool for other parts of the Community Planning Partnership to better identify the resources they have to support or contribute to the delivery of proposals and projects, and/ or where they can source other resources to do this. An example of this is in Edinburgh where spatial planners have analysed the cost of delivering infrastructure required to support developments put forward in the Local Development Plan. This analysis showed that infrastructure costs are higher on greenfield sites – brownfield site infrastructure costs are often cheaper, even if the actual development requires subsidy. This financial analysis challenges many conventional views of the costs of developing greenfield v brownfield land, and has implications for both community and spatial planning. The local authority is now also exploring the differential costs of service delivery for greenfield and brownfield sites, which would clearly be very valuable to inform Community Planning and Development Planning decisions.

Milestones

The routemap identifies the key stages where interventions can best take place. Plan making and delivery has a range of stages, each with different opportunities. We have already set out above what these opportunities are, and where they fit in the process and they are outlined in routemap diagram. It is important that these different stages are recognised as times when certain opportunities could work most effectively and where they all contribute to the process. They are identified as:

- Community and stakeholder engagement
- Strategy development
- Plan making
- Delivery
- Monitoring and review

These comprise an ongoing loop of activity.

Community and Stakeholder Engagement

There is a statutory obligation for community engagement in both community planning and development planning. This should be seen as a key part of the process that informs the community and the development plan. It should be 'front-loaded' as much as possible, as recommended in the recent report of the Independent Review of Planning.

Strategy Development

The development of the strategy is where the key concepts, priorities and actions should be scoped out and developed in collaboration with communities, service users, stakeholders and those who will deliver the plan..

Plan Making

The publication of a plan is an important part of the process as it is the point from which policy and investment decisions will stem. The plan, or plans, will become the touchstone for future decision making. That is why its is vital that Community Plans and Development Plans complement and support one another.

Delivery

This stage is crucial and should be allocated more time than any of the other stages. A more joined up approach to community and spatial planning will allow for more creative ways of delivering development and services as well as aligning funding and financing from different sectors to support the plans' ambitions.

Monitoring and Review

Community planning and spatial planning both undertake monitoring to assess the impact of their policies and the actions they have taken. This should be as joined-up as possible. Our research has told us that there are opportunities to further integrate monitoring and assessment processes and measure this around milestones and trends-based outcomes.

Inputs

We have also identified 5 key in key inputs that are required to support better linking spatial and community planning. These are:

- leadership
- culture
- skills
- evidence
- resources

Leadership

The success of joining up spatial and community planning hinges on effective leadership. This needs to work at different levels.

We have found that Heads of Planning in local authorities are generally now found at the third tier of management, meaning that many are not part of their authority's Corporate Management Team. Executive Directors on Corporate Management teams tend to have increasingly large remits, meaning that they have responsibility for an increasing range of services within a single portfolio.

Chief Executives and corporate management level in local authorities and Community Planning Partnerships need to take a holistic overview of the services that they provide that help them to meet the outcomes outlined in their Community Plans and Local Outcome Improvement Plans. This means they need to ensure that approaches go beyond establishing programmes, funding streams, silos and disciplinary approaches. They need to be aware of the different attributes, skills and value that different aspects of their services bring and how these can helped to work together to achieve broader outcomes.

Given this we believe that it is essential that Heads of Planning show leadership in demonstrating the value and benefit that spatial planning can bring in advancing corporate priorities and objectives, especially those that have been set out in the community plan. Spatial planning can have a valuable role to play, especially in terms of development planning, but we feel that this has to be articulated more effectively to the corporate level so that they in turn understand the value that spatial planning (and planners) contributes to the delivery of Community Planning outcomes.

Our work shows that an increasing number of spatial planners are involved in community planning. This is welcomed. We are also witnessing a growing interest and ambition from Heads of Planning to engage with the Community Planning process. This needs to be supported and built upon with clearer articulation of the benefits of spatial planning to Community Planning and the role that it can play in helping Community Planning to achieve its objectives.

Culture

Good leadership, as described above, can provide the platform for a step change in the way in spatial planning and community planning to work more closely to support the delivery of key outcomes for CPPs. However, leadership is not merely about ensuring everyone knows what they are working towards and what their role is in this. Good

leadership must also set a context and environment that engenders and allows staff to do what they can to deliver this, providing them with the freedom and flexibility to adapt what they do when required and to build and use relationships across the range of services and organisations involved. Our case studies showed that this, inevitably, leads to a more complex and 'messy' approach which can be difficult to control and manage. It also often relies on line managers being comfortable with letting go of the detail and trusting staff to work in a way that they feel will most effectively achieve the desired outcomes.

This can be challenging for both managers and their staff. It needs investment in training and discussion on roles, responsibilities and parameters at the very start of the process. It also requires ongoing review, reaffirmation and feedback. There may be a role for the Improvement Service to support Heads of Planning and spatial planning staff to help develop their culture and to integrate approaches with Community Planning staff training and change management.

Skills

Managers and organisations need to recognise the range of skills that they have at their disposal. They must also work out how best to utilise them to best effect.

It is important that managers recognise that the skills sets required to work in more outcomes based ways are often quite different from traditional skills that were developed to work in a specific discipline. Spatial planners are generally well placed to work in this setting. They are trained to think about the spatial dimensions of policy making and practice. They are also experienced in assessing the environmental, social and economic implications that a decision can have over different time frames (short term, medium term and, importantly, long term) and different geographies (street, neighbourhood, town, regional and national).

Evidence

Both community plans and development plans are built upon evidence bases. The evidence compiled needs to be gathered and used more corporately, with discussions at the outset on evidence needs from the different parts of the partnership. There is also an opportunity to use Geographical Information Systems effectively to provide spatially focused data.

As explained earlier in this report, there are gains to be made from greater co-ordination of information sharing and gathering between different services within Community Planning Partnerships, to avoid information gaps and duplication.

Resources

Resources include money, people, information, intelligence and systems. Our research shows that key to success is how resources are organised and applied by organisations. As mentioned previously, there is great benefit in a more joined up staffing resource working across departments and organisations to contribute to activities and tasks that contribute to achieving an outcome or outcomes.

Better connecting spatial planning and community planning could help to ensure that public, private and third sector resources complement or support one another. We have

discussed above opportunities to better join up development plans and community plans which can bring different funds, financing and assets together more effectively.

The Commission on the Future Delivery of Public Services[13] highlighted the need to support a preventative approach to tackling inequalities through:

- pooling budgets in support of a longer-term, outcomes-based approach should allow preventative approaches to be prioritised. It should also contribute, over time, to a reduction in 'reactive' public expenditure by preventing duplication and reducing negative demand;
- extending and deepening a local partnership approach can involve a wide range of public service organisations in coordinated and preventative approaches;
- empowering front-line staff should promote greater initiative in identifying ways in which the causes of inequality can be tackled;
- empowering people and communities to engage in the initiation, design and delivery of public services should support the development of preventative approaches; and
- helping communities to achieve their own ambitions.

It said that powers and duties developed should include a specific presumption in favour of prioritising preventative action, and action to tackle inequalities.

Key to this is recognition that investing in spatial and community planning, as described throughout this report, can support preventative approaches. Good planning that looks beyond the immediate and short term can help to ensure that strategic decisions are made that take into account long term impact and benefits.

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[13] http://www.gov.scot/resource/doc/352649/0118638.pdf

A Routemap for Better Connecting Spatial and Community Planning

The Way Forward

Improving Practice

The routemap and this accompanying guidance aim to stimulate thinking on ways in which those involved in community planning and spatial planning can better connect their work. It is not a definitive list of *all* the actions that can be taken, nor is it a list of actions that *must* be taken to ensure success.

We hope that the routemap and guidance will be a useful reference guide for community planning and spatial planning to establish some key areas of work where there will be mutual benefits and value. We also hope to generate new thinking about how better connections can be made, many of which reflect local circumstances and arrangements.

We would urge all to share the ideas in this paper through their networks so that others can see if they are applicable in their local area.

It is envisaged that the routemap and recommendations will raise questions about the 'fit' between different processes, tools and practice in Community and Spatial Planning. We would welcome this, and would like to see conversations develop which explore possible process or process improvement and/ or alignment. There is a need for these discussions to be documented and fed into thinking and action on how to take forward integrative approaches to spatial and community planning.

We appreciate that there will be a role for RTPI Scotland on this, but suggest that these conversations should include other key players, such as those outlined below.

Making the Case

The routemap, and the preceding research, should also be used to make the case for supporting better linkages between community planning and spatial planning and we therefore urge influential players to use these as a means of supporting this. These key players include:

- Scottish Government – spatial planning and community planning
- Heads of Planning Scotland
- COSLA
- SOLACE Scotland
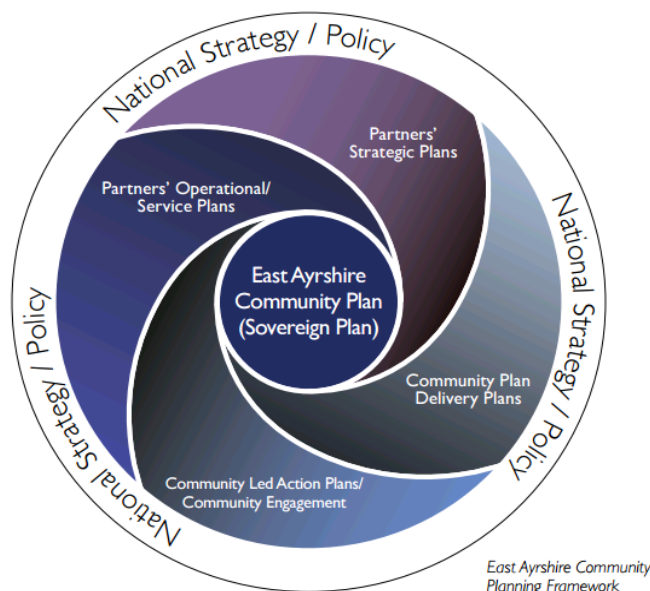- The Improvement Service
- The Community Planning Network

This is by no means an exclusive list and connections should also be made with other key sectoral or disciplinary networks covering health, wellbeing, regeneration and the environment to name but a few.

Case Studies

Case Study
East Ayrshire

East Ayrshire Community Planning Framework

Context

This case study has been developed to support those involved in community planning and spatial planning to recognise practical ways of working together. It follows research published by RTPI Scotland in March 2015 which showed that there is a disconnect between spatial and community planning along with a desire from those working in both fields for the connection to be made. The research said that if this was to happen then there was a need to explore what practical steps could be taken.

This case study is one of three that have been published from different parts of Scotland, reflecting different circumstances. These are complemented by a 'routemap' that sets out the opportunities identified to better connect spatial and community planning.

All are available at www.rtpi.org.uk/scotland

Community Planning

A single approach: the community plan is the sovereign plan

The East Ayrshire Community Plan 2015 -2030
The Community Plan has been the Council's corporate plan for 12 years, and has recently been endorsed in the review of the Community Plan and publication of the new 15 year East Ayrshire Community Plan (EACP). The lengthened timescale allows the content to be very aspirational about outcomes, and allows the plan to be streamlined.

The Community Plan is the overarching strategic policy framework for the delivery of services by all partners. Partners are committed to increasing the alignment between their own strategic plans and the Community plan – there is joint resourcing towards meeting targets and outcomes. Other plans (e.g. police, fire and rescue, Local Development Plan, housing, social work, health, children, departmental service plans) all have a line at the start to explain their connection with the Community Plan as part of this alignment.

"*All Council strategies & plans require to align to the Community Plan…*"

EACP 2015-2030

There is collective ownership of the Community Plan by the CPP Board, not one individual organisation.

Delivery of the Community Plan

"*Everyone has a role to play in delivering the Vision for the East Ayrshire Area*"

EACP 2015-2030

Three key priority areas are set out within the Community Plan and delivery plans to support each, led by different Community Planning Partner organisations:

• Economy and Skills – East Ayrshire Council
• Safer Communities – Police Scotland
• Wellbeing – Health & Social Care Partnership

These Delivery Plans have a three year lifespan and will be flexible documents to take account of changing circumstances. The responsibility for driving forward the actions within the Delivery Plans will sit with the Community Planning Partnership Board, supported by three Strategic Lead Officers. Cross-cutting elements of lifelong learning, tackling inequalities, and early intervention and prevention permeate through each of the Delivery Plans.

Development Planning

Relationship between the community plan and the local development plan

The Vision as set out within the EACP is reaffirmed in the East Ayrshire Local Development Plan (EALDP) Proposed Plan 2015.

The LDP provides the strategic framework for the consideration of development proposals, and the Delivery Plan on Economy and Skills is "fully embedded into all aspects of the LDP". The Delivery Plan was prepared with significant planning involvement on strategic locations, infrastructure and town centres. Involvement in the preparation of the Delivery Plan has allowed for a better understanding of economic development, education, employability and tourism within the LDP.

The role of the local development plan

The LDP is perhaps not as important as the spatial expression of 'physical' Community Plan content as an outsider might think, perhaps because 5 year LDP preparation

timescales are too slow for the dynamic action/delivery focus of the Community Plan. The Community Planning team is more interested in planners' role in helping delivery, although there could be an opportunity for the LDP to help fill the gap of spatial articulation of Community Plan priorities.

Key Elements for Success

Collaboration: success takes time and needs partnership working

It has taken 12 years of hard work to get people to build relationships, trust each other and get the new system working in East Ayrshire. The Community Planning Partnership (CPP) has invested substantial time to ensure senior management across the CPP understand and buy into the Community Plan, and then lots of time within departments (e.g. spatial planning) to filter the **"Community Plan as sovereign plan"** message down to all levels. This is recognised as an ongoing challenge; although, once the culture has changed, it doesn't necessarily take more time than the old ways of working (see below).

Focus on outcomes: a service delivery focus on making better lives, not bureaucracy or resource savings

For the East Ayrshire spatial planners, they see more and more of their effort focussing on delivery at the local level through Community Action Plans – with spatial planners making the best use of their tools/powers to contribute towards wider objectives. The focus is on delivery and outcomes.

Spatial planners are now brought into conversations that they might not been involved with 10 years ago – e.g. early, closed-doors discussions about major new infrastructure or facilities provided by other Community Planning Partners. Understanding spatial planning's place in delivery of the Community Plan now goes all the way down the spatial planning staff hierarchy – it's no more difficult or time consuming than previous ways of working, just different from previous ways of working.

By spatial planners contributing to Community Plan-led initiatives to make better places, it means that other essential non-planning initiatives can be brought into play (e.g. resolving methadone dispensing in Kilmarnock town centre is a critical action needed to make it a better place, equally if not more important as physical placemaking interventions).

Governance: the rights structure *and* ambitious, dynamic leadership

East Ayrshire has good structures, plans, performance indicators and formal consultation procedures (big pan-CPP set pieces, local Community Action Plan, 3rd sector/community representative contact through CPP board); and, starting this year with the new Community Plan, the Council's officer and political structures are aligned with the three Community Plan delivery themes (wellbeing, safer communities, economy and skills).

But equally important is ambitious and dynamic leadership from the Chief Executive, leadership and commitment from managers, and effective personal relationships. The relatively small size of the local authority seems to be important in terms of officers being in close proximity and contact with each other.

A Routemap for Better Connecting Spatial and Community Planning

The Community Planning team provides the leadership, drive and ambition (and it is important to understand that the right personality in the right post matters). The spatial planning team is happy to contribute to the bigger picture alongside other departments and Community Planning partners, and is happy not to be represented on the Corporate Management Team. Not everything needs to go through the Community Plan team – as time has passed, more and more discussion takes place directly between departments and CPP partners rather than via the Community Planning team.

Process: as important as the plan

'The Community Plan' is as much about the discussions between departments and Community Planning partners, the three themed delivery plans and local Community Action Plans, as it is about the document itself.

There is constant discussion between Community Planning staff and spatial planning staff at all levels. At the Corporate Management Team, the Community Plan is on the agenda at every weekly meeting.

Targets are maybe more important than the Plan, and are deliberately set to be aspirations. For example, no teenage pregnancies or 100% of young people into employment might be impossible targets, but the CPP believes that they are the right ones.

Pragmatic: make it work

The Community Planning team constantly seeks to de-clutter, simplify and clarify. They do not let themselves be constrained by bureaucracy, hierarchies or plan preparation timescales. For example, the lack of synchronisation between timescales/cycles for preparing the Community Plan, LDP, Community Action Plans and other plans (and their consultations) is not regarded as a constraint. Timescales are aligned where possible, but they believe it is more important to make the structures work and deliver. Information from consultations on different plans is shared around.

Skills: focus on what you do best

Spatial planners use the powers and in-house skills that they have available to them. They are happy to let the Vibrant Communities Team (linked to Community Planning team) lead on engagement and collaborative delivery through processes like Community Action Plan preparation, rather than the spatial planners feel the need to become community engagement/development experts themselves. The spatial planners recognise their role is to 'temper' ideas and make surehey are available to speak to.

For the Community Planning team, spatial planners bring:

- Objective analysis ('tempering') of the pros and cons of different investment decisions, like different locations for new health facilities and the impact on other infrastructure/utilities.

- An understanding of how to deliver new infrastructure/facilities on the ground: timescales, roles, contacts, mechanisms.

- Contacts/brokerage role of making things happen (e.g. platform 4 / underpass improvements at Kilmarnock station).

- Future opportunity to better align planning obligations with Community Planning objectives (e.g. income from major developments to addressing non-physical but place-related issues in town centres, like the aforementioned example of methadone dispensing in Kilmarnock town centre).
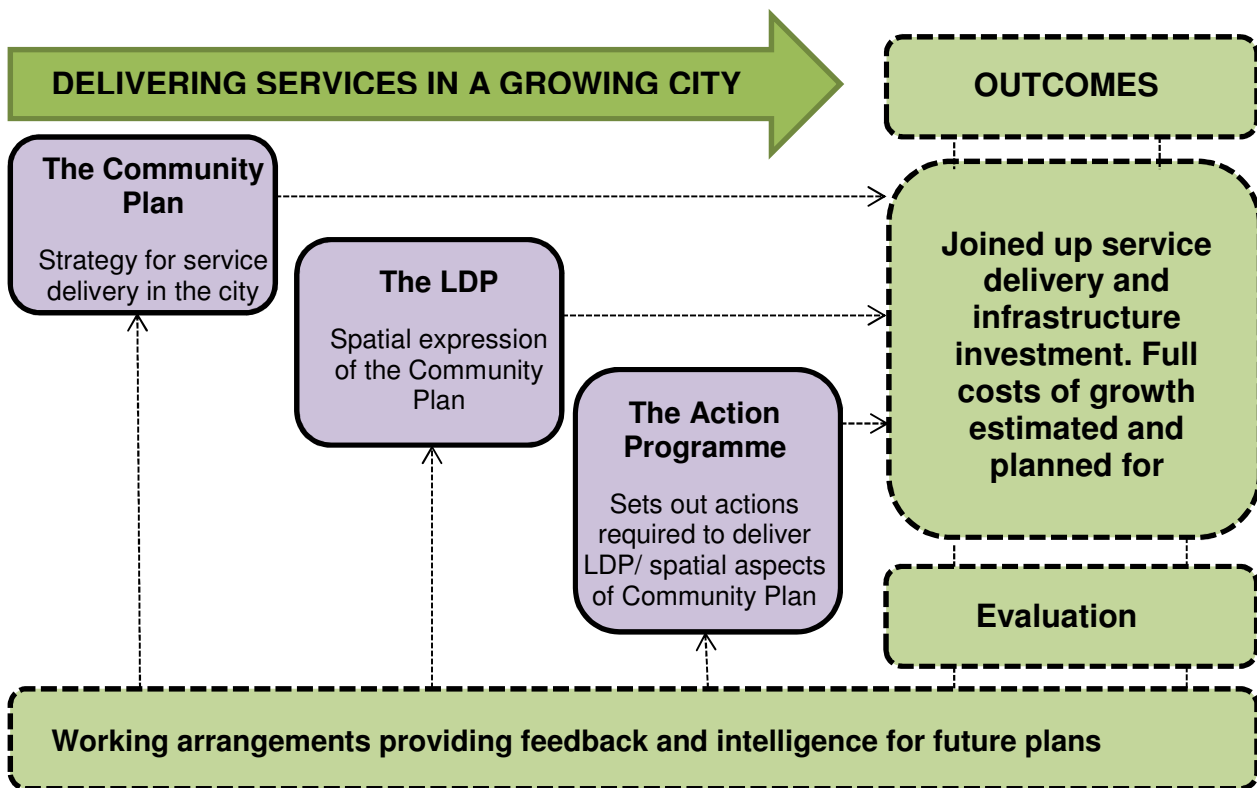
The Future?

What would spatial planners like to see in East Ayrshire to better link Spatial and Community Planning?

- Greater connect between Community Action Plans and the strategic Community Plan delivery themes/plans (wellbeing, safer communities, economy and skills), as each place currently has different issues.

- With 32 Community Action Plans required across the CPP area, they are concerned that they are potentially raising expectations / creating a future problem about lack of delivery of local Community Action Plan aspirations.

- The LDP will in future change to integrate more with the Community Plan – e.g. Community Action Plans will feed into the placemaking maps for each community that the Council has agreed should be included in the future (like Kilmarnock town centre at the moment). In the future, those placemaking maps will become corporate maps for each community, embodying all locatable 'place' initiatives from across the CPP.

- Linking developer contributions to Community Plan objectives (see above).

Case Study

City Of Edinburgh

DELIVERING SERVICES IN A GROWING CITY

OUTCOMES

The Community Plan

Strategy for service delivery in the city

The LDP

Spatial expression of the Community Plan

The Action Programme

Sets out actions required to deliver LDP/ spatial aspects of Community Plan

Joined up service delivery and infrastructure investment. Full costs of growth estimated and planned for

Evaluation

Working arrangements providing feedback and intelligence for future plans

Context

This case study has been developed to support those involved in community planning and spatial planning to recognise practical ways of working together. It follows research published by RTPI Scotland in March 2015 which showed that there is a disconnect between spatial and community planning along with a desire from those working in both fields for the connection to be made. The research said that if this was to happen then there was a need to explore what practical steps could be taken.

This case study is one of three that have been published from different parts of Scotland, reflecting different circumstances. These are complemented by a 'routemap' that sets out the opportunities identified to better connect spatial and community planning.

All are available at www.rtpi.org.uk/scotland

The Edinburgh Partnership

The Edinburgh Partnership is the community planning partnership for Edinburgh. Its main partners are

- Edinburgh Association of Community Councils
- Neighbourhood Partnerships
- Police Scotland

- NHS Lothian
- Scottish Fire and Rescue Service
- The City of Edinburgh Council
- Edinburgh Chamber of Commerce
- Scottish Enterprise
- Edinburgh College and universities in the city
- Skills Development Scotland
- Armed forces based in Edinburgh
- Edinburgh Voluntary Organisations' Council
- South East of Scotland Transport Partnership

Community planning partnerships have to produce a three year community plan for the Scottish Government. This shows how they will tackle some of the big social, economic and environmental issues in their area. They do this by looking at local information and listening to what communities and partnerships say about services. The Prevention Strategic Plan complements the Community Plan and should be read alongside it. Neighbourhood Partnerships make local plans which support the community plan.

Every six months the Edinburgh Partnership reports on what they are doing and achieving. The partnership has a board and several other types of partnership called strategic, advisory groups and neighbourhood partnerships. They make up the family of partnerships and they deliver the community plan.

Community Planning

For Edinburgh, the Community Plan has an important role in generating relationships amongst Partners and co-ordinating their plans (e.g. spatial planning, NHS). Its focus is entirely on service delivery.

The Community Plan itself could be described either as an overarching 'umbrella' plan over more technical plans such as departmental service plans, the Local Development Plan and other Community Planning Partners' plans; or as a Venn diagram with the Community Plan at centre and other plans overlapping with it.

Information exchange amongst Community Planning Partners (including spatial planners) is important. Although it is not always possible to predict the outcomes, there are undoubtedly positive outcomes.

In Edinburgh, a new system of 'locality' management will form a new layer of governance between the city wide Community Plan (strategic matters) and the 12 Neighbourhood Planning Partnerships (local priorities). This approach recognises the value of the neighbourhood scale for planning service delivery and targeting resources towards particular issues. It stems from the learning around four Total Place initiatives in the city and is an attempt to roll out that principle. One of the lessons was that co-location of staff improves service delivery. One possible future scenario for spatial planning, therefore, is the disaggregation of frontline planning staff to neighbourhood 'locality' offices shared with other Community Planning Partners. This would require capacity building for staff from all services about the value that land use planners could contribute to local Community Planning delivery.

In the context of solving wicked issues as detailed in the Community Planning section above, the lack of synchronisation between the 5 year Local Development Plan (LDP) cycle and the 3 year Community Plan cycle is not viewed as overly important for Edinburgh. However, addressing the provision of existing and new services within a geographical area was highlighted as a priority, and overlaps significantly with land use planning.

Making a difference: focus on resolving 'wicked issues'

Community Plan outcomes now focus on 'wicked issues' which no one Community Planning partner can solve on their own. There is recognition that to achieve changes relies upon partnership working. These 'wicked issues' are largely identified through data/needs analysis in line with Scottish Government guidance. For example, delivering affordable housing for a growing population is a key issue that cannot be solved through spatial planning alone. The consequences of where additional or affordable housing are located will impact on future patterns of delivery of Community Planning Partnership services like health, elderly care, police, fire and rescue, and social work.

Community Planning has a role as a platform to generate high level strategic discussion about how to resolve these wicked issues at a city wide level. The overall priorities within the Community Plan have now been reduced down to 12 from a previous total of 32.

Initiation: whoever starts the process flavours the process

Many processes start from a particular service perspective within the Council or from one of the Community Planning Partners and this is considered to create a narrower focus on delivery.

For example, a drive to release the value of land assets on the account of a particular Council service of partner will require a financial benefit. The wider benefits of retaining the asset for a different purpose or understanding the potential of it in combination with an asset from another service / partner cannot be fully considered at present. In this sense, leadership is important in the context of ensuring that projects set out on the right path.

Decision making: make it easier

A key issue in Edinburgh is the complexity of the policy and plans landscape, which makes it difficult to enable elected members on partnerships and committees to make good, informed decisions. Although the number of Community Planning objectives has now reduced significantly, the various subsidiary service plans can contradict each other and combine to form a large number of competing objectives beneath the overall aims. Ultimately, this can create a disconnect between strategy and actions on the ground, whether stemming from public capital investment or private investment that is managed through the development management system. A system that allows the costs of providing a service (now and in the future) could be modelled against the planned pattern of growth, as Edinburgh's spatial planners have already started to demonstrate.

Forecasting is critical in terms of ensuring reducing resources are properly targeted and maximum impact is gained from expenditure and efforts. A way of modelling the future in a 'real time' sense could be a next step to integrate the various plans in a spatial manner, and give those who make the decisions the ability to understand the various consequences of different choices for service delivery and facilities/infrastructure expenditure.

Development Planning

Communication: understanding what spatial planning contributes

Linking service planning and Spatial Planning is essential if healthy and sustainable places are to be supported and created. A spatial plan for service delivery does not exist but the Local Development Plan, perhaps through Supplementary Guidance, might be able to host such a plan and the accompanying collaboration of those seeking to plan services. Key to this is a clear understanding amongst Spatial Planners of why the Community Plan matters.

Spatial Planning is working to better align spatial and community planning to deliver outcomes for people in Edinburgh. Information is now starting to filter down to those below senior management in the land use planning hierarchy. Edinburgh has good official reporting systems on delivery of the Single Outcome Agreement, meaning that the impacts of changing planning policies on the Community Plan and Single Outcome Agreement are well understood. But there is an opportunity to create more integration between Community Planning and Spatial Planning at practical levels.

Spatial Planning can contribute to delivering Community Planning's place-based outcomes in a number of ways. For Edinburgh, many of these are related to thinking through the implications of population growth/change on future infrastructure investment and service delivery. Some of these have been touched on already above:

- Using GIS and data/evidence/tools to inform strategic Community Planning decision making, e.g. about impacts and consequences of changing patterns of infrastructure, development, facilities and service delivery – the implications of population growth for places.

- Using statutory tools to shape development to deliver Community Planning place-based outcomes (e.g. LDP/SDP policy and Action Programmes, and Development Management for Major or Local Developments, all of which will have an impact on communities, public sector investment and service delivery).

- LDP Action Programmes are worthy of special mention. Edinburgh's Spatial Planners have looked at the cost of delivering infrastructure required to implement LDP developments: £270m (which includes £70m developer contributions). This analysis shows infrastructure costs are high on greenfield sites – brownfield site infrastructure could be cheaper, even if the actual development requires subsidy. That has implications for both Community Planning and land use planning. Their next stage is to factor in the costs of service delivery too, which would obviously be very valuable to inform Community Planning decision making and forward planning. This is a good example of the value that land use planners can add to Community Planning.

- Charrettes and similar techniques could aid linkages between spatial planning and Community Planning in the context of understanding the spatial aspects of a particular setting (neighbourhood, town centre, street, etc.) and as a way of understanding what particular local priorities might be. Spatial Planning has the ability to take forward specific aspects that relate to the form, use and location of new developments so is seen as a vital tool in securing the 'right development for the right people'. Edinburgh's spatial planners have many of these skills available in-house, which could contribute to the delivery of successful places, taking
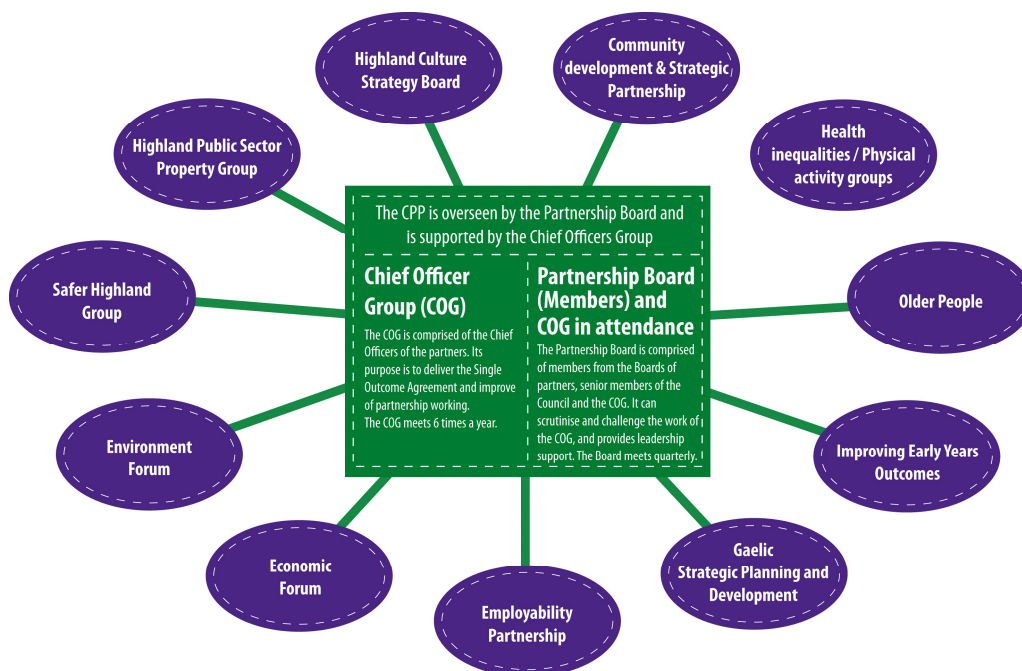
Community Planning outcomes and contributing to their delivery through spatial planning tools such as Masterplans and briefs.

Current challenges to closer alignment

The benefits of the basic principle of integrating Community Planning and Spatial Planning might be obvious – but the size of organisations, the number of staff involved and the complexity of different plan-making processes means that it is challenging to work through. Opportunities to talk and think these issues through, such as through this research, are beneficial – especially if that leads to simple, solid suggestions and examples focussed on pragmatism and delivery.

Case Study
Highland

Context

This case study has been developed to support those involved in community planning and spatial planning to recognise practical ways of working together. It follows research published by RTPI Scotland in March 2015 which showed that there is a disconnect between spatial and community planning along with a desire from those working in both fields for the connection to be made. The research said that if this was to happen then there was a need to explore what practical steps could be taken.

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Highland Community Planning Partnership

The Highland Community Planning Partnership (CPP) includes The Highland Council, NHS Highland, Police Scotland, Scottish Fire and Rescue Service, Scottish Natural Heritage and a number of voluntary, community public and private sector organisations.

The partnership has produced a Single Outcome Agreement that describes how the partners will work together to meet the Scottish Government's 16 national outcomes while taking Highland priorities into account.

The Community Planning Board is supported by a Chief Officers Group with membership from all partners.

There are partnership forums and groups for each theme of the Single Outcome Agreement. Each has its own delivery plan and reports progress to each meeting of the Board, plans are revised annually.
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Community Planning

Actions matter: identifying an opportunity and shaping a partnership to deliver

Different Community Planning partners understand the same place in their own way based upon their particular knowledge. An understanding that taking forward a project will automatically require a partnership-type approach is embedded within Highlands and Islands Enterprise (HIE), a Community Planning Partner. The Council and HIE mutually support each other in partnership initiatives in particular places, with lead and support roles varying depending on local circumstances. The priority is knowing that outcomes will be delivered.

Skills and leadership matter: no one person can deliver

Different Community Planning partners have complementary strengths. For example, in physical regeneration projects, land use planners can be good on strategy whereas HIE can be good at delivery.

Development Planning

Governance: clarity of purpose for each role within an overall plan

Spatial planners accept the purpose and aims of the Single Outcome Agreement (SOA) as the overarching governing document, and now ensure that Local Development Plan (LDP) documents refer to the SOA upfront.   The Caithness and Sutherland LDP (CASplan, currently at Main Issues Report stage) is a recent example of how land use planning seeks to deliver SOA aims and objectives. By introducing this connection in CASplan, a conversation was initiated with Community Planning to improve understanding of the potential role of the LPD in representing Community Planning outcomes in a spatial manner.

The LDP team currently contains the corporate GIS team so is well placed to understand spatial data for the entire Council.

Corporate priorities: ensuring those with authority engage at the right time

Ensuring representatives from Community Planning partners outwith the local authority are meaningfully involved with LDP preparations at an early stage is not straightforward. This perhaps stems from the need to communicate more clearly the value and purpose of the LDP. As pressure on Community Planning partners to manage and deliver their own priorities constantly grows, so there is an increasing need for good communication between Community Planning partners and land use planners to ensure effective engagement.

There is a question over whether more formal liaison between land use planners and Community Planning partners at each consultative stage of the LDP process might help,

making clear to partners that LDP consultations (particularly at the Call for Sites and Ideas stage) are <u>the</u> opportunity to influence public sector disposal strategies, future investment and service plans in the context of place-related outcomes.

Collaboration by instigation: using local projects to foster engagement and build capacity

Collaborative techniques such as the Wick and Thursocharrettes and many other examples across the Highlands, have brought people together, sometimes for the first time, in new ways of talking by using 'outcomes-based' engagement – in other words, agreeing desired outcomes amongst partners and then working out how to deliver those, often through design-led engagement. Collaborative techniques allow new ideas to be pitched and progressed in a more positive, less confrontational way than previous approaches.

By working collaboratively with Community Planning partners, funding from partner organisations can be targeted towards shared priorities, such as using operational discretionary funds at the ward level. The process itself is way of agreeing joint priorities in, for example, Dornoch and Brora, where the collaborative process was arguably more important for identifying and progressing projects than the final plan.

Another local example is the Muirton charrette in Inverness. The charrette, instigated by the land use planning service, produced a brief for physical change in the area and a financial bid for cycling route implementation. At the same time, the health partnership was working on health-related sustainable transport initiatives – so there was a natural synergy. This happened to be by coincidence, but if planned it could lead to more Community Planning partner interactions around design and delivery of SOA outcomes at the local level.

The Highland Council
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Rethinking local community planning – an opportunity not to be missed – the Development Plan aligning with and enabling partners' and communities' priorities

Highland Council Spatial Planning – new focus on outcome based Development Plans

Role of the LDP: the local community plan

Who leads is not important, whether that is Community Planners, land use planners or other partners. For land use planners, the key is that the LDP should be the spatial expression of the Single Outcome Agreement. It is important that all staff think more holistically about placemaking and more corporately about delivering the Community Plan.

The LDP should effectively be the local Community Plan for schools, infrastructure etc – with new schools and infrastructure like West Link all included in the Action Programme. The Action Programme should be seen as the "doing" document attached to the LDP as "planning" document (as English infrastructure delivery plans sit alongside LDFs).

Outcomes based approach: the future of development planning

Spatial planners are increasingly aware that they must work much more closely with the formal Community Planning structures, and are taking steps to make this a reality to effectively deliver shared vision and desired outcomes for the area. The new focus of Development Planning in the Highlands is to look at the opportunity that Community Planning provides – and making sure the Development Plans in the area align with and enable Partners' and Communities' priorities.

> *"planning done **with** them – even **by** them – rather than **to** them"*
> Scott Dalgarno, Highland Council