

The Highland Community Planning Partnership

Chief Officers Group
13th August 2015

Agenda Item	8.
Report No	COG 19/15

The Role of the Development Plan in Coordinating Public Service Delivery

Paper by Director of Development & Infrastructure, Highland Council

Summary

This paper seeks approval for the Community Planning Partnership and Chief Officers Group to play a central role in key stages of the preparation of the Council's Development Plan and in coordinating their delivery.

It describes steps already being taken to embed priorities from the Single Outcome Agreement in the Development Plan in Highland. It then outlines proposals for the CPP and COG to foster greater ownership of the Development Plan, to be regarded as key documents communicating the shared vision for shaping communities and delivering public services. This approach aims to provide the CPP and COG with a useful tool for monitoring the delivery of Local Development Plans and the Single Outcome Agreement (and its successor).

1. Background

- 1.1 Development Plans* are no longer confined to just policies and sites for development. Their purpose and function is rapidly evolving along with the process for preparing and delivering them. Planning legislation introduced in 2009 placed great emphasis on enabling communities and partners to play a stronger role in shaping their future through the development plan process. Since then, the 2011 Christie Commission and the 2012 review of Community Planning have further emphasised the need for improved collaboration in planning, delivering and improving public services. It places responsibility with public agencies (in particular Community Planning Partnerships (CPPs)) to coordinate the delivery of efficient public services and contribute to shared outcomes identified in their Single Outcome Agreement (SOA). These connections are further embedded in the Community Empowerment Act.

** Note: The Highland Council's Development Plan comprises:*

- *the Highland-wide Local Development Plan;*
- *three emerging Area Local Development Plans (currently under preparation); and*
- *Supplementary Guidance covering policies for a range of topics and geographical areas.*

- 1.2 There is growing recognition that Development Plans can play a unique supporting role in responding to these challenges. A small number of Councils across the country are now using their CPPs and lead officers as joint partners in both the preparation and approval of Development Plans (and

accompanying Action Programmes) to coordinate the efficient use of public assets and services whilst planning for growth.

- 1.3 In Highland, steps have already been taken to better engage communities and partners in the process of preparing development plans, and to illustrate how these plans contribute to SOA outcomes and priorities. The Council's three emerging Area Local Development Plans and the Highland-wide Local Development Plan review are being shaped around community planning principles. This puts Highland in an ideal position to adopt a similar approach as outlined in this paper for strengthening the coordination of public services whilst facilitating growth.

2 What's already being done to address Community Planning priorities in the Development Plan

- 2.1 The 2009 Planning (Scotland) Act introduced a requirement for planning authorities to take a proactive approach in engaging communities and stakeholders in the process of shaping their future through their Development Plans. This has improved the techniques used to engage partners and communities, and in addressing their priorities and aspirations in the plans we prepare. For example, the use of charrettes has given communities a direct feed into development plans and the ability to shape their community in collaboration with the Council and key agencies. We also benefit from good working relationships with key agencies and other partner organisations in addressing their issues through the development plan.
- 2.2 To complement this collaborative approach, at the national level there is growing awareness of the role that the Development Plan can play in addressing community planning priorities. The Improvement Service has run training on delivering outcomes in the planning system and Scottish Government and Local Planning Authorities are both considering how they should adapt their approach to better align with community planning priorities.
- 2.3 In Highland, our emerging Local Development Plans (LDPs) are being moulded out of SOA priorities. For example, in preparing the Caithness & Sutherland Local Development Plan (CaSPlan) considerable work was undertaken with partners to distil relevant outcomes and priorities from the SOA and mould these into four shared outcomes tailored to the CaSPlan area (see Appendix 1). The CaSPlan document will now be structured around these four headline outcomes meaning that any policy or proposal has a link back to the SOA. This is also providing a framework within which communities can be empowered to prepare their own Community Plan based on the priorities set out in the Plan. This outcome based approach has been recognised by the Scottish Government as an example of good practice, and the CaSPlan Main Issues Report has been shortlisted for the Scottish Awards for Quality in Planning.
- 2.4 Action Programmes that accompany LDPs provide details of how policies and proposals contained in the plan will be delivered and where responsibilities for action lie. They are updated at least every two years. However, they are not

being used to their full potential and there is no formal process for coordinating actions for delivery. Yet, they provide the ideal framework for a more coordinated approach to delivering plans and for communicating progress in delivering improvements to communities and partners.

- 2.5 In light of the above, Development Plans are reflecting the outcomes and the aspirations of our communities and partners, and therefore represent a shared vision for the future. Along with the accompanying Action Programmes they also present significant opportunities for addressing community planning priorities and shaping public service delivery, and for communicating regular updates to communities about how public sector partners are delivering improvements. This creates the ideal conditions for a more coordinated approach to the efficient use of assets and optimising the benefits of any investment in infrastructure / service improvements.

3. What is proposed

- 3.1 Building on the collaborative outcome-based approach taken to preparing Development Plans in Highland, we are seeking the involvement of the CPP and COG at key stages in preparing and delivering these plans. This would enhance their role as corporate and partnership documents which represent member organisations' shared priorities and outcomes for the future of the Highlands. This would add significant value to the robustness of these plans and to the remit of the CPP and COG.
- 3.2 The initial stage of preparing the Development Plan, known as the Main Issues Report (MIR), provides an opportunity to agree the main priorities and outcomes and how best to address these. The MIR is supported by a Monitoring Statement containing the baseline information to support any options, and can be agreed by the COG and CPP as shared evidence for decision making.
- 3.3 Action Programmes would provide the COG and CPP Board with a useful tool for coordinating public service delivery and optimising the efficient use of assets and expenditure, with a clear audit trail back to the SOA/LOIP. For example, coordinating services and partners to deliver major infrastructure requirements associated with new development, or enabling vacant or under-used assets to be better utilised by public sector partners. Other examples include:
- Linkages between the CPP's Biodiversity Plan and the Green Networks proposed in Area LDPs;
 - Cross-agency coordination of regeneration initiatives and funding sources.
- 3.4 The recommendations set out below seek to firm up the arrangements for integrating land use planning within the work of the Community Planning Partnership, and in implementing the Community Empowerment Act. The COG's views are also sought on how this approach might combine with other emerging models for the governance of local community planning processes. A summary of the suggested roles and responsibilities of the COG and CPP

for Development Plans is described in Appendix 2 and would be finalised in the run up to the September CPP Board. In summary, the proposed approach involves the following workstreams for both the local and Highland CPP and the COG:

- Inputting to and agreeing the Monitoring Statement as a shared evidence base for the issues and outcomes affecting people and places in the Plan area;
- Scrutiny and sign-off of Local Development Plans to ensure that they integrate with the SOA/LOIP, optimise the delivery of public services, and also provide communities with the framework for preparing Community Plans; and
- Scrutiny of LDP Action Programmes to accurately reflect how CPP partners (and Council services in the case of the COG) are contributing to the delivery of the LDP and, in turn, the SOA.

3.5 This is not suggesting that Development Plans should take ownership of other services or functions of the Council or CPP. Instead, the Development Plan would help to provide the CPP and COG with a platform for communicating how our communities and services will be managed and improved, and how this contributes to achieving strategic priorities from the SOA/LOIP. A similar approach has been adopted by Edinburgh City Council and East Ayrshire Council.

3.6 There are a number of potential benefits of this approach:

- a) The ability to demonstrate how the Community Empowerment Act and the new duties for CPPs strategically and locally are being implemented in Highland.
- b) Securing buy-in from the CPP and COG would result in a more robust and deliverable Development Plan and provide support for the new local community planning approaches being developed.
- c) Development Plan documents can be agreed as the shared vision for all member organisations to work towards.
- d) Shared outcomes would provide an audit trail for policies, proposals and any other public or private sector interventions to be traced back to the SOA/LOIP. In Area Local Development Plans shared outcomes would be tailored to the local area, and provide a framework within which communities can prepare their own Community Plans and thereby contribute to the SOA/LOIP. In the Highland-wide Local Development Plan, shared outcomes would provide an audit trail to show how planning decisions contribute to SOA/LOIP priorities.
- e) The Development Plan and Action Programmes would provide a valuable tool for monitoring and delivering against SOA/LOIP priorities, and the coordination of public assets and services, for example through the Council's Capital Programme.
- f) This will also help to streamline the development plan process.

4. Next Steps

4.1 The recommendations below outline how this approach could be delivered and we welcome the COG's views. Subject to the agreement of the group we

would intend to present the Highland-wide Local Development Plan Main Issues Report and the emerging Caithness & Sutherland Proposed Local Development Plan to the CPP Board on 11th September for approval, along with a schedule of forthcoming development plan stages.

Recommendation

The Chief Officers Group is asked to:

- i. Note the steps already being taken to embed community planning principles / SOA/LOIP outcomes and priorities in emerging Development Plans;
- ii. Agree the roles and responsibilities for the CPP Board and COG in reviewing the Council's Local Development Plans at key stages, as set out in Appendix 2, including the adoption of Local Development Plans as corporate and partnership documents for the future of the Highlands;
- iii. Agree for Action Programmes to be used by COG and CPP Board as guiding documents for coordinating the implementation of Development Plans and the delivery of public services; and
- iv. Offer any views on the detailed mechanics of this approach, including the relationship with the Council's Capital Programme and partners' investment programmes.

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Outcomes for the Caithness & Sutherland Local Development Plan based on SOA

<p>Scottish Government Planning Vision</p>	<p>We live in a Scotland with a growing, low carbon economy with progressively narrowing disparities in well-being and opportunity. It is growth that can be achieved whilst reducing emissions and which respects the quality of environment, place and life which makes our country so special. It is growth which increases solidarity – reducing inequalities between our regions. We live in sustainable, well-designed places and homes which meet our needs. We enjoy excellent transport and digital connections, internally and with the rest of the world.</p>							<p>Outcomes for older people</p>	<p>Environment</p>
<p>Highland Community Planning Partner's SOA3</p>	<p>Economic recovery and growth</p>	<p>Employment</p>	<p>Early years</p>	<p>Safer and stronger communities</p>	<p>Health inequalities</p>	<p>Physical activity</p>	<p>High quality places where the natural, built and cultural heritage is celebrated and valued assets are safeguarded.</p>		
<p>CaSPlan Vision</p>	<p>A strong and diverse economy characterised by a renowned centre for renewable energy, world class engineering, traditional land and sea based industries and a tourist industry that combines culture, history and adventure</p>	<p>A network of successful, sustainable and socially inclusive communities where people want to live, which provide the most convenient access to services, education, training and employment and are the primary locations for inward investment.</p>	<p>Enhanced communications, utilities and transport infrastructure that support communities and economic growth, with development anchored to existing or planned provision.</p>	<p>Environment and Heritage</p>					
<p>MIR Topics</p>	<p>Employment</p>	<p>Growing Communities</p>	<p>Connectivity and Transport</p>	<p>Environment and Heritage</p>					

Suggested Roles and Responsibilities of the Community Planning Partnership and Chief Officers Group in preparing Development Plans

Tasks for Local Development Plans

Prior to consideration by Committee unless stated:	Chief Officers Group	Community Planning Partnership
Call for Sites & Ideas	n/a	n/a
Main Issues Report and Monitoring Statement	<ul style="list-style-type: none"> • Review and agree the Monitoring Statement as shared evidence for the future of the plan area. • Review and agree Outcomes for alignment with Service priorities / Council Programme • Review and agree Preferred Options • Consider implications for Service Delivery and likely cross-service benefits and partnership working required 	<ul style="list-style-type: none"> • Review and agree the Monitoring Statement as shared evidence for the future of the plan area. • Review and agree Outcomes for alignment with SOA • Review and agree Preferred Options • Consider implications for Service Delivery and cross-agency working required to deliver
Proposed Plan and Proposed Action Programme (9-12 months after MIR)	<ul style="list-style-type: none"> • Note Proposals & Policies • Agree Actions for delivery and consider implications for services / infrastructure • Consider implications for the Council's Capital Programme 	<ul style="list-style-type: none"> • Review draft Policies & Proposals • Agree Actions for delivery and implications for investment and service / infrastructure planning • 'Ownership' of Plan by the CPP Board • Provide signature & declaration of approval for inclusion in Proposed Plan
Examination	n/a	n/a
Adopted Local Development Plan and Final Action Programme (within 3 months of LDP adoption)	<ul style="list-style-type: none"> • Draft to be circulated in advance for comment prior to submission to S.Govt • Responsible officers to provide comments on actions for delivery • Review and agree implications for Council's Capital Programme 	<ul style="list-style-type: none"> • Draft to be circulated in advance for comment prior to submission to S.Govt • Responsible organisations to provide comments on actions for delivery • Review and agree implications for partners' investment priorities

Tasks for Supplementary Guidance – TO FOLLOW