PART 1 – report (See part 2 for Appendix)

Note: This is a consultant's report prepared by Bio-Regional on behalf of SNH and A+DS who sponsored the stakeholder workshop. It is intended to reflect the content of the workshop and provide consultant's advice on some of the key issues and opportunities in preparing the second strategic development plan. The views contained within this report do not necessarily reflect the views of the Clydeplan team or its constituent local authorities.

Clydeplan
Architecture + Design Scotland
Scottish Natural Heritage

Workshop Report

INTRODUCTION

Clydeplan, Architecture + Design Scotland (A+DS) and Scottish Natural Heritage (SNH) hosted an event on 16th September 2014 to consider place-making at the city region scale. Officers from the Clydeplan constituent authorities, along with agency and stakeholder representatives, participated in the workshop.

This report identifies key principles for the delivery of place-making outcomes at the city region scale. It identifies some valuable insights arising from the event, and proposes some next steps for the SDP partners in the plan making process. An Appendix provides a full transcript of the event outputs, attendance and relevant parts of Scottish Government Planning Circulars.

1   PRINCIPLES FOR THE DELIVERY OF PLACE-MAKING OUTCOMES AT STRATEGIC SCALE

Whilst the workshop highlighted the challenging nature of making tangible the concept of 'place-making' at the city region scale, in general terms participants recognised the value of a place-making led approach to strategic development planning. There was also a general consensus to retain what works well in the existing Strategic Development Plan (SDP) and learn from what works elsewhere, and consider the following principles in developing the next version of the SDP.

1.1   Be clear about the purpose

As a city region wide document, the SDP should provide a coherent synthesis rather than a summary of individual Local Development Plans (LDPs):
- To drive and support the place-making agenda, it must generate a compelling vision and story-of-change for key locations, and identify what each brings to the city-region narrative.
- To be a 'prospectus for investment', it must guide investors to priority areas and assets rather than present differing merits of competing locations; this requires clarity about how strategic projects complement each other to benefit the Glasgow and Clyde Valley city region as a whole.
- To be a durable forward-thinking statement of intent, it must sketch out how it will be responsive to evolving spatial contexts and policy agendas.

- To contribute to the delivery of broader outcomes, it must set a corporate agenda for 'place-mending' as much as 'place-making'. This requires clarity about the role of different places and how existing assets might work better, and how different plans and strategies unite to work in tandem and deliver better place based outcomes.

The next iteration of the SDP could involve some or all of the above through helping set the shared 'visions' for areas of change. This will involve working with different interests, and will likely entail difficult choices. Conflicts need to be resolved through dialogue and collaborative working to develop a positive shared vision for strategic areas of change.

1.2   Let place be the driver

For a genuine place based approach to be adopted by the SDP there needs to be a move from considering 'unit value' to delivering 'place value': we need to think beyond a process that focuses on housing numbers and employment floorspace to the strategic choices, distributions and linkages that make the city region a place where people wish to live, work and invest.

Build this strategic story from an understanding of place by asking questions such as:
- What is the role and function of different areas?
- Why are they the way they are?
- How will major investments impact on these areas?
- How can thinking about place, form, role and function and character and the need for change build the individual story of these places?
- How can we shape change to improve places and also deliver other planning targets such as housing numbers?
- How can new strategic investments support and improve what already exists rather than challenge or diminish it?
- Etc.

1.3   Work between scales iteratively

The SDP should inform the LDPs as well as vice-versa.

Examine how local projects operate at regional scale to test how they work in the SDP, then bring them back down to local level and set a context for how they are taken forward in the LDPs.
- Some projects that are strategic for a local authority do not need to figure in the SDP if they can entrusted to a 'safe pair of hands' under the guidance of the LDP
- Similarly, some projects which may not seem particularly strategic at a local scale may gain strategic significance when seen in the Glasgow and the Clyde Valley context.
- Support a way of working that brings people together to capture LDP level knowledge and understand tensions between neighbouring areas within the city region, and provide the space and time for a conversation about that place, to develop a shared vision and direction for that place/area.

The SDP should not be too prescriptive, but should provide necessary hooks and the strategic leads for LDPs. The LDPs for their part should benefit from both informing and taking their strategic lead from the SDP.

1.4 Communicate a clear, strong message

The SDP needs a strong, clear, more memorable map, accompanied by a coherent narrative built up from a small number of associated overarching messages. These message need to be specific enough to represent believable propositions which can deliver the desired place and planning outcomes as set out in NPF3 and Scottish Planning Policy. They should also articulate enough information (written, graphic or pictorial) to communicate to different audiences in a way that is recognisably related to the places that people know.

2 INSIGHTS ARISING FROM THE EVENT

The event involved a series of presentations alternating with two workshops and a plenary session.

2.1 Presentations

There were four formal presentations over the course of the day:
- Stuart Tait (Clydeplan) set the scene on the aims and process for refreshing the strategic development plan;
- Sandy Robinson (Scottish Government) gave a national policy update on design-led approaches to better place-making;
- Martin Crookston (A+DS) reflected on some relevant precedents and methodologies for place-making at a city-region scale; and
- Graham Ross (A+DS) considered how strategic planning might inform better place-making.

The various presentations emphasised the value of Scotland's strong policy context, where the design-led place-making agenda is written into NPF3 and SPP, focussing on the delivery of positive and place based outcomes. The challenge arises in interpreting this and applying it in practice. There was broad recognition of the role for strategic planning in this respect, bridging between national and local policy. A range of strategic place-making approaches were considered, linking a regional spatial vision with unique local place-making qualities. In recognition of the complexities and tensions between local and regional value, much of the discussion focussed on working iteratively between the scales. This could mean generating regional strategies from a local understanding of how existing areas and assets (for example town centres) might work harder to meet future needs, or generating local strategies from a regional understanding (for example the housing market, and transport network capacity). But in both cases testing and alternation between the two scales (local and regional) is essential in order to arrive at a strategy that is directional, clear, ambitious and deliverable.

Please see appendix for more detail.

2.2 Workshops and Plenary

The first workshop focussed on the user experience of the existing SDP, and the second on mapping place-making outcomes in specific locations, before concluding with a general plenary review.

Workshop 1: Using the SDP for placemaking

Workshop 1 prompted discussion of the existing SDP around three sets of questions, considering in turn the existing SDP, the new SDP and quality of place.

Existing SDP
The first set of questions centred on different stakeholders' experience of using the existing SDP to assist in delivering quality of place, and in what ways it was helpful (or not).

- It was acknowledged that the origins of the SDP are part legacy of the Strathclyde Structure Plan and part new thinking. While it does help identify location and type of development, there is little reference to place-making and it is therefore difficult to use it to identify the added value that place-making can bring. In some respects the document is not strategic enough ('everyone wants a bit'… 'the jam is spread too thin').
- Some parts of the SDP were regarded as particularly helpful. For example, Diagram 4 'Sustainable Locations' was useful in guiding preparation of LDPs and evaluation of individual applications. Having SDP policy 'hooks' to delivery at the LDP level are helpful and add statutory 'weight' to lever results. And there is a relatively clearly articulated set of proposals and spatial approach at the regional level.
- Key shortcomings of the current SDP are that importance of place isn't articulated clearly, and that cross-boundary issues aren't covered sufficiently. In terms of the former, the SDP doesn't look at the spatial form of area based proposals. In terms of the latter, the SDP isn't strategic enough in adjudicating between competing objectives – for example, it promotes too many business sites for high end uses, which has slowed delivery and promoted inter-council competition instead of allowing locally tailored solutions. An observation from this discussion is that a lot of the SDP will not actually be delivered, and that it has had limited ability to make things happen.

New SDP
The second set of questions concerned what could the new SDP do to help officers at local authority level, what it should not do, and who the key audiences are.
- There was a consensus that the new SDP should provide more of a sense of what the city region is about: what are its component parts, and what direction they should take; what is the role and function of the different settlements; and how to handle cross-boundary issues. It could also set out greater co-ordination and place-based visions for major areas of change and frame these within the context of the city region as a whole; additionally it could provide strategic development frameworks for cross boundary areas and thematic issues. Structured action programmes could be useful in bringing local authorities and partners to work together to resolve the detail, make business planning decisions and prepare strategic design frameworks relevant to specific areas of change.
- The SDP should also put place based outcomes first, making the link to national outcomes more explicit and using them as a test for strategic priorities and proposals (to guide investment decisions, to understand cost-benefit, have a 'conversation to make sure investments fit in', etc.). At the same time it was acknowledged that this is inherently difficult as the SDP brings together lots of plans and strategies which are necessarily working

to different outcomes (not the planning outcomes). For, example the role and aspirations of community planning also needs to be considered.

- While decisions are often taken in a larger political or strategic context, clear strategic planning can ensure consistency of approach and co-ordinate across different interests - helping to understand and identify priorities, helping officers promote best advice to elected members, overcoming political instabilities where people 'try to score points' and 'nobody wins', etc.

- To deliver this the SDP must achieve corporate buy-in, with all the local authorities brought together to this collective statement of intent and commitment of resources. The SDP must be more than the sum of its LDP parts – 'not eight plans glued together' – and at the same time should be compelling and concise. Importantly, it should be driven less by land-use allocation and more by mixed-use sustainable place-making; in this way it can be people and outcomes-centred.

Place-making

The third set of questions dealt with quality of place – how the SDP should address it, what sort of policy 'hooks' are needed, and where the strategic focus should be concentrated.

- All agreed that quality of place is not formulaic – it is different in every location. The SDP could set out a 'place story' for the Glasgow and the Clyde Valley city region as a whole, and then set individual places within this story. It may be helpful to talk about place-making in broad settlements – the various clusters of towns, villages and districts – rather than over-focussing on Local Authority areas (these aren't places) and the boundaries they necessarily create. Also there is an important role for the SDP to focus on locations where people currently don't want to live and where authorities consequently face particular strategic problems e.g. population decline. These problems are generated by strategic forces therefore must be addressed at a strategic scale; place-making/ place-mending provides the holistic approach that can help identify and generate new solutions.

- There should be policy continuity with the SPP, the emerging Place Standard and the six Qualities of Place, and the SDP should provide the clear narrative and hooks for LDPs to take forward placemaking in line with this national policy and guidance. In some locations this might work best in the form of a vision statement and written development requirements; in others a spatially defined Strategic Development Framework or guidance for an area development brief. In specific locations there could also be links with other policy agendas or initiatives – i.e. town centre first, health, education, 'better lives for people', etc. In order to facilitate linkages with key stakeholder groups such as Community Planning Partnerships (CPPs), the document must be easily understandable for a wide audience, written in Plain English and including a diversity of good practice solutions. It must be readable and visually compelling, not just as a planning policy document but also as a statement of intent. It must have a clear action programme that identifies key participants in the successful delivery of better planning outcomes. Seen this way it could be thought of as a 'prospectus for investment' that builds sustainable successful communities.

Workshop 2: Mapping place-making outcomes

In Workshop 2, participants reorganised into four groups and each selected a strategic project for closer examination in place-making terms. In the limited time available, the aim of this activity was less to generate place-making approaches for each location per se, and more to rehearse how multiple stakeholders can collectively approach such projects using a place-making methodology.

Having identified an 'area of change' of strategic interest, each group was requested to undertake the following activities:
- Develop a 'story of change' to describe how key projects and investments within that area build up a cohesive sense of place and a clear strategic role at city-regional level;
- Identify how the story of change contributes to the four national planning outcomes, i.e. a low carbon place, a successful sustainable place, a natural resilient place, and a connected place; and
- Capture the principal elements and non-negotiables of the story in an overarching diagram.

Four areas were considered as follows, which generated material and insights for discussion in the plenary that followed (see next section). The first two, Gartcosh and Bishopton, are Community Growth Areas; the second two, Clydebank/Yoker and Partick/Govan, are part of the strategic Clyde Waterfront.

Gartcosh Community Growth Area
The Gartcosh group developed a story of change centred on its role as a public transport gateway to the Seven Lochs Wetland Park. This landscape-based identity could be used to give distinctive place-making quality and generate cohesion between the existing settlement and new mixed use neighbourhoods on brownfield land, which are expected to double the size of the town.

Bishopton South Community Growth Area
The Bishopton group developed a story of change centred on the regeneration of brownfield land for housing with a 'rural' sense of place. This could provide for a diversity of housing densities, housing types and lifestyle options, allowing adaptability over time whilst focussing on a high quality of life for new residents.

Clyde Waterfront: Clydebank / Yoker
The Clydebank/Yoker group developed a story of change centred on its riverside location and industrial heritage, combining housing and recreational riverside leisure alongside areas of continuing industry. Thinking beyond the boundaries of the area of change and the boundaries of the various local authorities could deliver a more successful and sustainable place by connecting to existing public transport hubs, local centres and adjacent employment areas.

Clyde Waterfront: Partick / Govan
The Partick/Govan group developed a story of change centred on the river as a unifying element giving access to opportunities and resources on both banks. Infrastructural links between housing, employment, and other facilities on either side of the river could generate new synergies. Over time this could generate cohesion and overcome the historically piecemeal approach to development in this area.

Please see Appendix for more detail.

Plenary discussion

In the plenary session, each group presented its 'area of change' work for general discussion by the whole group. The moderated discussion reflected on the issues raised in the presentations and the outputs of the workshop sessions, generating some thoughts for consideration in the next steps for the strategic development planning process. The discussion took the following trajectory:

Get the strategic stories of change right
- The 'stories of change' were challenged as being overly reliant on the outcomes of historical decision-making rather than being sufficiently strategic in city-regional terms;
- To address this, these local 'stories of change' should be taken up to strategic level to test them in a city-regional context, then bring them back down to local level refined and differentiated, for testing at local level;
- This process should sort out which projects actually need to be included in the SDP at all and which ones need the attention of the SDP, whilst also drawing on the SDP's strong evidence base for land allocations and numbers of units;
- It will also make it easier to provide a clear city-regional narrative and spatial vision, while still being built up from the reality of different places.

Let good quality places be the drivers
- There are 'place-related' choices for the strategic plan: good housing, good schools, good leisure amenities and good open spaces:
- Establish some key principles that should be considered, including new agendas such as place-making, statement of the role and function of each area, etc.
- Consider how 'new' complements and strengthens 'existing'.

Resolve tensions at strategic scale
- There is currently a significant overallocation of land, and also in some areas tensions between allocations of housing land and employment land;
- Use the strategic place based focus to build on the strength or identity of existing assets and avoid reliance on generic regeneration strategies or the use of standard development allocations that are not likely to succeed?
- One way to resolve tensions across Local Authority and Housing Market Area boundaries is to focus instead on supporting and strengthening cohesive clusters of towns and districts which straddle them; identifying their role and building on their assets. This could help resolve political pressures to retain employment land in locations where it is not viable.

<u>**Overall Conclusions**</u>
A show of hands at the end of the workshop provided the following feedback:

1. Should the SDP include a bit more qualitative/placemaking recommendations and strategic rationale for each project?   **Yes**

2. Should the SDP structure interagency and inter-authority collaboration?   **Yes**

3. Should it find a better way to tell the story?   **Perhaps**

<u>Closing comments</u> from participants included the following:
- Consider the role for the SDP as a 'prospectus for investment': i.e. these are the assets, this is the rationale, here are the interdependencies across the SDP area, etc.
- Foreground the role of town centres: there is enormous vacancy, but also an enormous concentration of identity and place quality: ensure they're not lost!
- Focus on the narrative can get us through a discussion of what's really strategic, working through the competing tensions etc.
- Set out a strategic intra- as well as intra-authority mechanism for working: there will be different narratives for how the city-regional vision is realised in different locations;
- Remember that every project (whether strategic or not) can contribute to delivering a better quality of place in the city region.

Please see Appendix for more detail.

3   <u>NEXT STEPS</u>

The aim of the workshop was not to solve a particular place-making 'problem' in a given location; it aimed instead to model a multi-level governance process through which to achieve place-making outcomes reliably and systematically. This concluding section draws on observations and conclusions from the workshop and sets out Architecture + Design Scotland and Scottish Natural Heritage's recommendations for next steps to put in place a process that will structure strategic choices, move from project-based to place-based thinking, and build city-regional capacity for action.

3.1   Main Issues Report (MIR) consultations: Structuring strategic choices

The upcoming SDP Main Issues Report (MIR) consultation provides a valuable opportunity to test stakeholder appetite for a place-making led approach to the SDP and the leadership and strategic choices that go with it. A recurrent topic at the workshop was the need to be selective about what goes into the plan, and to make strategic choices between different options. The MIR consultation could therefore incorporate the following questions:
- Are stakeholders willing in general terms to consider a Strategic Development Plan that is selective?
- Where local and strategic objectives conflict, are local leaders in principle willing to make the case for strategic development elsewhere to support the Glasgow and Clyde Valley SDP?
- If so, what are the key strategic options that need to be structured into choices and put to stakeholders for consultation?
- Etc.

It is also important to recognise that many non-strategic projects can also contribute to the delivery of a strategic place-making ambition, and these should be shaped by reference to general guidance at SDP and LDP level. As the next wave of LDP Main Issues Reports come forward for consultation, there will also be an opportunity to consider how LDPs can best support strategic place-making at local scale.

3.2   Linkages with other policy agendas: Moving from project- to place-based thinking

While different policy agendas are becoming increasingly spatial – for example the City Deal, Community Planning, Green Networks, etc. – they continue to be dominated by major projects which tend to have a narrow sectoral focus, whether in terms of economic development, transport infrastructure, biodiversity, skills growth etc. This focus on projects can facilitate and de-risk delivery, but sometimes comes at the expense of overlooking a holistic approach to place whereby synergies between investments can generate greater value. Place-based approaches can co-ordinate investments to maximise these synergies and mitigate or pre-empt spending in other budget areas (e.g. health and social care), and as such have great scope to deliver the national outcomes in a more cost-effective way. There is an important role for Community Planning Partnerships in this context and the role of wider corporate governance with Local Authorities. Planning is not the sole owner of place making.

3.3   Strategic Development Planning Agency: Building city-regional capacity for action

The adoption of the SDP requires the adoption also of a city-regional mindset by all stakeholders. The SDPA can build the capacity of these stakeholders to deliver the plan by focussing on the clarity and useability of the SDP documents and facilitating exchange between those who use them.

The SDPA has already begun this process by rebranding the plan as 'Clydeplan'; further steps could include:
- Using the full functionality of graphic and digital media to communicate, model and test options and ideas – in recognition of Planning Circular guidance that plans be concise and visionary, engaging and map-based (see Appendix);
- Supporting networking and professional development of planning officers and others using the place-making approach to deliver the national outcomes; and
- Bringing together stakeholders for future workshop and exchange events on a periodic basis.