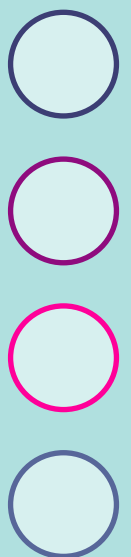


COMMUNITY PLANNING TOOLKIT



Community Planning



Developed by Community Places through the
support of the BIG Lottery Fund
2014

www.communityplanningtoolkit.org



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1. Introduction

This section of the Toolkit: introduces and explains Community Planning; focuses on its distinctive qualities; explains what the legal duties are in the region; gives examples of Community Planning in action; outlines the support communities need; and presents the types of skills and knowledge needed for Community Planning.

2. Introducing Community Planning

Community Planning has evolved over many years from local community action plans to plans developed jointly by communities, public (statutory) bodies and local councils. While this Toolkit will help you with whatever form of Community Planning you are involved in now it has been developed with the re-structuring of local councils and the introduction of the new statutory duty of Community Planning in mind. This new form of Community Planning aims to improve the effectiveness of public services in meeting people's needs, to support the development of local communities and to improve the quality of life for all.

Community Planning will:

- Be initiated, maintained and facilitated by the 11 new local councils;
- Include a duty to engage with people and communities; and
- Require all public service organisations to participate in developing and implementing the agreed Community Plan.

This new power of Community Planning has been introduced through the Local Government (NI) Act (2014) **R1**. The reform of council structures and roles is designed to improve public services and make them more responsive to the needs of local people and communities. Community Planning, maintained and facilitated by the new councils, is central to these aims and to how councils will work with community and voluntary groups in the future.

Community Planning is defined in The Local Government (NI) Act 2014, Part 10 (66) as a process where Councils and their Community Planning Partners:

Identify long term objectives to improve the social, economic and environmental well-being of a district (including promoting equality of opportunity, tackling poverty, exclusion and disadvantage) and to contribute to the achievement of sustainable development; and

Identify actions and functions to meet these objectives including those related to the planning, provision and improvement of public services.

The new Councils must:

- Initiate, maintain, facilitate and participate in Community Planning;
- Seek the participation of and encourage persons to express their views and take those views into account;
- Produce a community plan for the district, publish a statement of progress at least once every two years and review the plan every four years;
- Take account of the statutory link between community planning (Community Plan) and spatial planning (Local Development Plan).

Departments must:

- Promote and encourage Community Planning and have regard to any implications of a Community Plan.

Community Planning Partners must:

- Participate in community planning and assist the council in relation to its Community Planning duty.

The introduction of Community Planning arose out of the wider Review of Public Administration (RPA) which examined how public services are planned, co-ordinated and provided here and in other jurisdictions and the role of local councils. This work [R2](#) included research into different forms of Community Planning here and in England, the Republic of Ireland, Scotland and Wales.

In Scotland the fundamental building blocks of Community Planning are in legislation, www.hms.gov.uk/legislation/scotland/acts2003/20030001.htm Local Government Act (2003), and it is this legislative approach which has been adopted here.

There are five inter-linked Community Planning legal duties here:

- A duty on new councils to initiate, maintain, facilitate and participate;
- A duty on new councils to take account of the statutory link between the Community Plan and Local development Plan;
- A duty of community involvement;
- A duty on community planning partners to support and participate; and
- A duty on Government Departments to promote and encourage and have regard to Community Plans.

In addition a General Power of Competence has been given to the new councils. This new power will enable councils to develop innovative approaches to addressing issues in their area and support councils in delivering improvements to the economic, social and environmental well-being of their district.



3. Distinctive Qualities of Community Planning

Community Planning is a long term, ongoing process of planning, delivering and reviewing. It is thus not like previous initiatives which have had a fixed lifespan. The engagement of people and communities will be a legal duty supported by statutory guidance which will be binding (as it is in Scotland) [R3](#). See [Toolkit: Community Engagement](#) for guidance and resources on engagement.

Local councils and councillors will play an initiating and facilitating role in the development of Community Plans. This will provide opportunities for community and voluntary groups and local councillors to work more closely together in ensuring that the needs of communities are recognised, understood and tackled by all public (statutory) agencies. This is developed in more detail in [Toolkit: Working Together](#)

Public (statutory) agencies in health, education, housing and so on are legally required to work with the new councils and community partners in the development and implementation of Community Plans. Their involvement will thus be on a different basis from past processes and programme initiatives. There will be a sharp focus on delivering better outcomes from public and community services and investment, and thus improving the quality of life for people and communities in greatest need. See [Toolkit: Outcomes Approach](#)

The legislation outlines that there will be one overall Community Plan for each of the new council districts. The councils, community and other partners may also decide to develop local area Community Plans and Plans for particular strategic themes (e.g. community safety, skills, health and well-being, children and young people). These local and thematic Community Plans would be linked to the overall council-wide Community Plan and show how it would be implemented in the local areas or relevant themes. These layers of Community Planning are illustrated in Diagram 1:



Diagram 1: Layers of Community Planning

The legislation creates a statutory (legal) link between the Community Plan and (land use/spatial) the Local Development Plan. This means that the Community Plan will set the aims and priorities for the zoning of land. This statutory link between the two plans will be particularly useful in addressing segregation along economic, social and cultural lines by providing a platform to address complex issues of multiple deprivation, access to opportunity, contested space and community cohesion. It will also provide the opportunity to share community engagement, research data and evidence and monitoring and review processes. This will help to minimise consultation fatigue, make best use of resources and more closely align the aims and priorities of both plans.



The linkages between the Community Plan, local and thematic Community Plans and the land use or spatial plan are illustrated in the diagram below from the Fife Structure Plan (where the Structure Plan is the equivalent of a Local Development Plan).

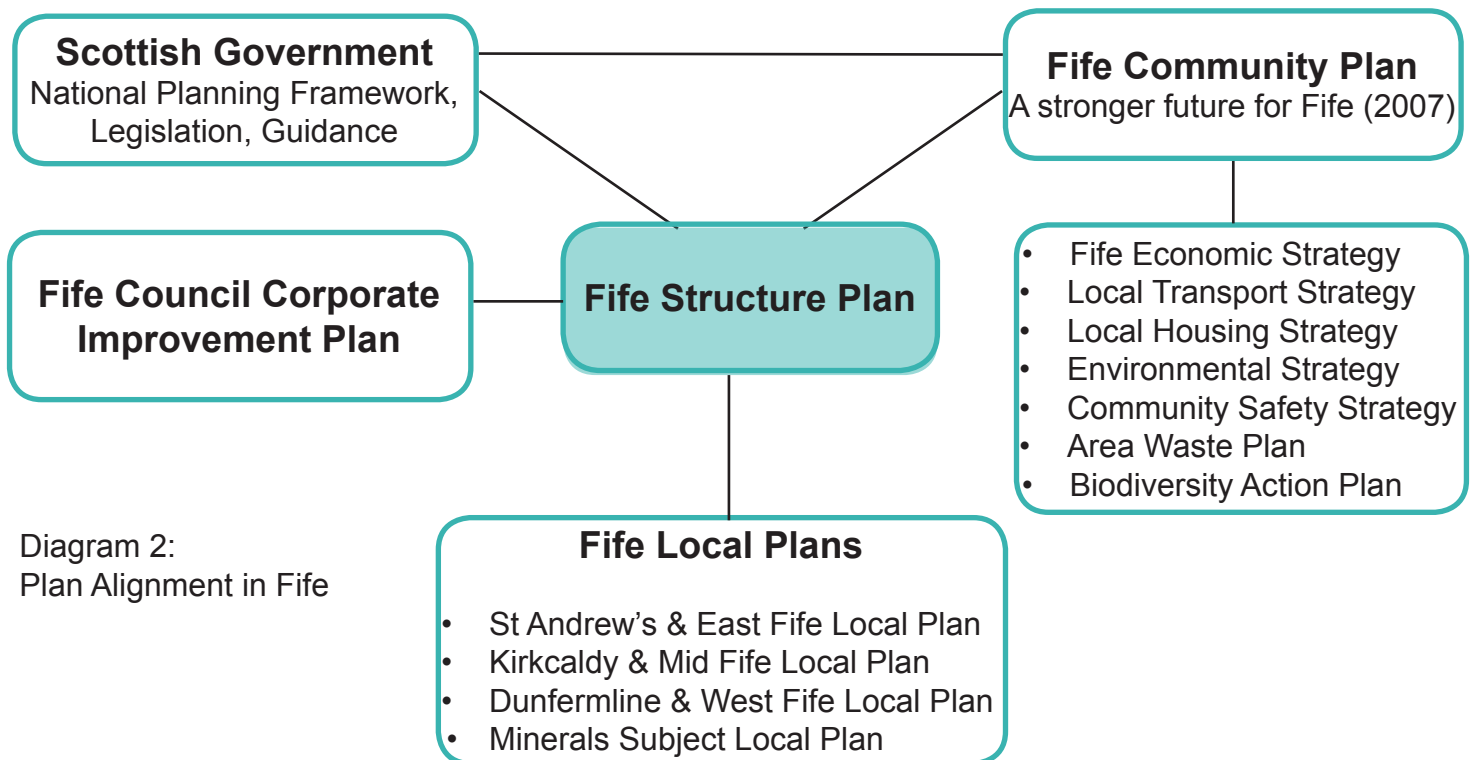
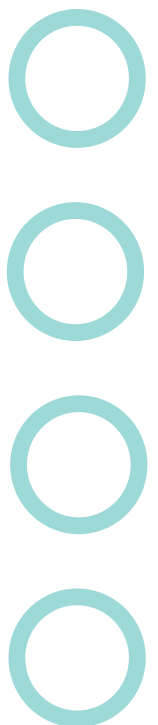
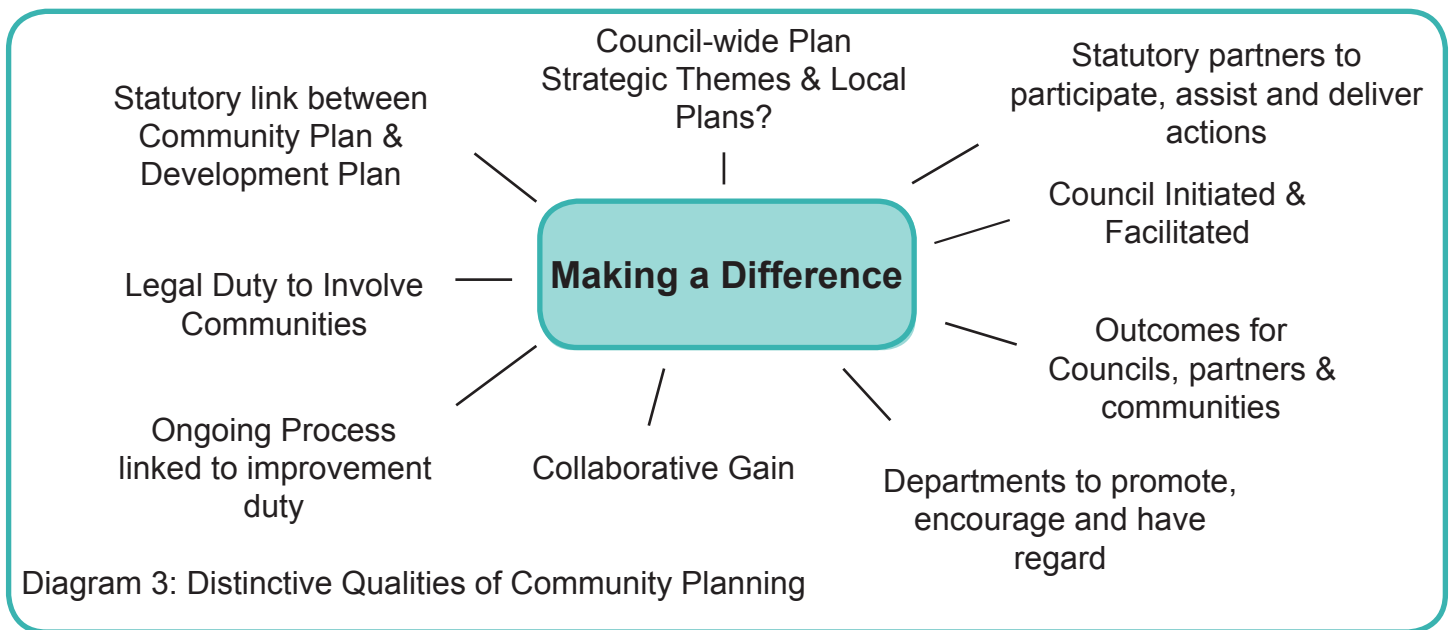


Diagram 2:
Plan Alignment in Fife

Among the practical implications of the linkages shown in Diagram 2 are:

- The Community Plan identifies areas where jobs are most needed and the Structure (Development) Plan zones these areas as employment sites;
- The Community Plan aims to create more vibrant and balanced communities (with private, social and rented properties) and this is implemented by the Housing Policy in the Structure Plan;
- The Community Plan identifies the need for new connections (between disadvantaged areas and employment areas; etc) and the Structure Plan implements this through zonings for new roads and transport corridors.

Community Planning is most effective when it is focused on issues and needs which are best addressed through collaboration between partners. Any urges to simply combine all existing plans together and call this a Community Plan should be resisted. Similarly a restatement of public/ statutory services' aims and priorities adds little new to making a difference to communities' needs. The term '**collaborative gain**' is used to describe the added benefits of partners working together to do more or do better than they can apart. Often this means focusing on preventing issues and needs arising or growing. The Scottish Government took this to a new level in 2011 when it announced a £500 million Prevention Fund to focus on: early years; re-offending; and helping older people remain in their own communities. In doing so the Scottish Government recognised that the community and voluntary sectors are particularly good at providing preventative support and projects www.scotland.gov.uk/publications/2011/09/21104740/0.



4. Community Planning in Action

The Belfast Community Planning Pilot supported by the Big Lottery Fund developed an emerging Model of Community Planning. The Model presents nine core elements of Community Planning processes:



Each element of the Model is explained in further detail and the Belfast Pilot sees the Model as an evolving tool [R4](#). The Model drew on the Pilot's own experience and that of other community focused planning partnership processes in the city and elsewhere in the region.

As Community Planning evolves it will build on good practice here and elsewhere. This will include examples of council-wide Community Plans, local area Community Plans (linked to the council-wide plans and covering smaller areas) and strategic themed Community Plans (focusing on particular policy issues) Examples of these are:

Council-wide Community Plans

- [R5](#) Cardiff What Matters 2010-2020 The 10 Year Strategy.
- [R6](#) Newport Building Our Future Together 2005-2015.
- [R7](#) Fingal Building a Better Fingal Strategy 2009-2012.
- [R8](#) Falkirk Moving Forward Together 2010-2015.
- [R9](#) East Ayrshire The Community Plan 2015.
- [R10](#) Dumfries and Galloway Together is Better 2009-2012.

- [R11](#) Sunderland...For a better future 2008-2025.

Local area Community Plans linked to council-wide Community Plans

- [R12](#) Grangemouth (Falkirk) Local Community Plan.
- [R13](#) Bridge of Don Neighbourhood (Aberdeen) Community Plan 2010/11.
- [R14](#) Annandale & Eskdale (Dumfries and Galloway) Community Plan 2006- 2011.
- [R15](#) Dunmanway (Cork) Integrated Development Strategy 2007.
- [R16](#) Waterside (Derry City) Draft Waterside Plan 2011.
- [R17](#) East End Local Community Plan (Dundee).

Thematic Community Plans linked to council-wide Community Plans

- [R18](#) Fife Community Learning and Development Strategy 2004-2007.
- [R19](#) Cardiff Communities Business Plan 2011-2014.
- [R20](#) Falkirk Joint Health Improvement Plan 2008-2010.

Other useful resources on experiences of Community Planning are:

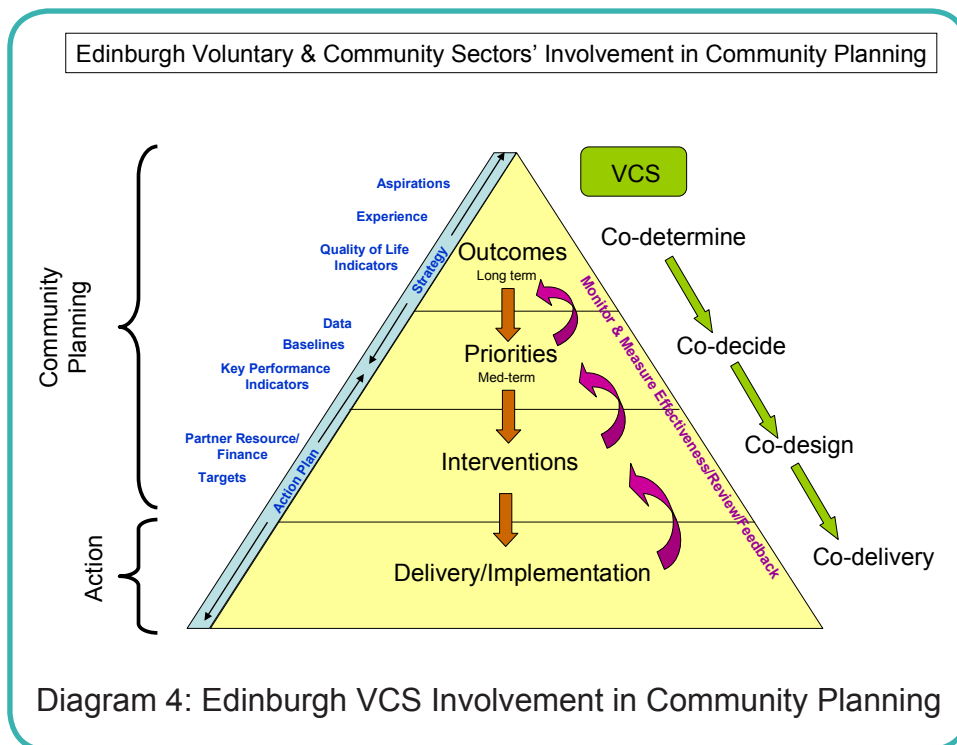
- The Scottish Audit Office overview of the early years of Community Planning www.audit-scotland.gov.uk/work/ and subsequent reports on the work of individual local councils in Scotland;
- The 'Power of the Plan' [R21](#) (a Carnegie publication on different forms of Community Planning in Ireland and Britain); a report on community-based planning in the Republic of Ireland [R22](#); and Guidelines for CDB City/County Development Strategies and a Review of CDB Strategies (which has a particular focus on joining-up local and central government) [R23](#);

- ‘Models of Community Planning’ a 2002 study which assesses models in the USA and their success factors [R24](#)
- Neighbourhood Renewal Mid-term Review [R25](#) DSD, 2011.

Community Planning Structures

The new councils will facilitate the formation of Community Planning Partnerships of the community, voluntary, public and private sectors. These will oversee the various community planning processes and evaluate and review progress See [Toolkit: Working Together](#)

Various types of Community Planning structures have been developed to facilitate partnership, engagement and the development of Community Plans. The structures, processes and levels of community planning used by 15 Community Planning Partnerships in Scotland, England and Wales are summarised in a paper prepared for this Toolkit [R26](#). The involvement of the Community and Voluntary sectors (CVS) at all levels of Community Planning in Edinburgh is illustrated below. The CVS is involved from the setting of the overall vision (and outcomes sought) right through to delivery of some elements of the Community Plan. It also participates in setting targets and evaluating progress and achievements.



One of the Scottish examples which is recognised for: its community engagement practice; how it links both community and landuse (or spatial) planning; and its resourcing of community development is Dundee. Its Community Planning Structures are:



The city-wide Community Plan for Dundee is linked to nine Local Community Plans.

It is unlikely that Community Planning guidance will provide specific details on the make-up of Community Planning Partnerships. However, the Community and Voluntary Sectors have extensive experience to call on when seeking to shape these partnership structures. The [Toolkit:Working Together](#) section explores this issue in depth and draws attention to:

- The importance of formalising agreements on how the CVS will be involved. See for example, Edinburgh Compact [R27](#) and Sunderland Code of Practice [R28](#) and
- The value of having clear terms of reference for Partnership Boards/committees/working groups. See for example, Dumfries and Galloway [R29](#) and Edinburgh Partnership [R30](#).

Two of the characteristics of all Community Planning structures which are worth bearing in mind are:

(a) they evolve with experience and time; and

(b) without some tension in the structures there is too little challenge and strategic debate.



5. Community Development Support

Community Planning provides new opportunities for local community and voluntary groups to influence strategies, services and programmes for the benefit of their communities. Being effective in Community Planning will entail community and voluntary groups:

- Knowing and understanding the needs of their communities;
- Getting and keeping volunteers involved;
- Prioritising issues;
- Presenting ideas and proposals;
- Networking with other communities to maximise impact;
- Knowing how decisions are made by councils and others and being able to influence them;
- Undertaking projects and delivering services/ facilities;
- Being able to work in partnership with elected representatives, councils and public agencies.

In taking on any of these roles and responsibilities many groups will need Community Development support. This is explicitly recognised in the Sunderland Community Strategy [R11](#) which stresses the centrality of its Community Development Plan in supporting local community and voluntary groups in engaging people, building inclusion and delivering aspects of the Strategy. Similarly the Community Planning Pilot Project in Belfast recognised the need to develop synergies between Community Planning processes in the city and the council's Community Development Strategy.

The importance and value of having Community Development support available is demonstrated by the following table which shows the impacts support has on people and services:

Community Development Impacts

Research and experience has shown the importance of Community Development to services and to people.

Where there is No or Weak Community Development a locality often has these characteristics

The most disadvantaged people receive poor quality services and are less able to articulate needs.

Communities miss out on opportunities and are more excluded.

People are unable to agree issues and priorities and to have these recognised by decision makers.

Cultural differences are less likely to be respected.

There is less volunteering and fewer skilled community groups.

Public bodies find it difficult to engage with people and communities.

People who gain employment may move out thus reducing the pool of skills and spending in the area.

The area may have a poor reputation and fail to attract economic investment and opportunities.

People are less resilient and capable of benefiting from wider economic change.

Where there Is Community Development a locality often has these characteristics

People are more confident and able to shape the quality of their lives.

There is more involvement and positive citizenship.

Communities and their leaders better understand wider issues and how to influence change.

There is a planned approach to tackling issues by communities and public bodies.

Areas have a better image, can point to improvements in quality of life and are better able to attract economic investment.

Young people who gain qualifications and employment are more likely to stay and the area is more likely to attract employed people, thus increasing spending.

Communities take more responsibility for developing their own services, enterprises and social economies.

People are more capable and supported to take advantage of economic and employment growth in the wider city.



Community Development Support - Core Roles and Outcomes

The core roles that Community Development support provides and the outcomes which flow from it are presented below. The outcomes are all relevant to and necessary for effective Community Planning.

Core Roles

Main Outcomes

1. Help people get involved and find common cause with others

- Help people express their needs and identify potential areas for shared aims and activities.
- Support everyone to participate in discussions and decision-making.
- Help meet the learning needs of people engaged in community activity.
- New community groups formed, previously inactive residents take part in community activity, residents extend their knowledge and networks and gain confidence about taking up local issues.

2. Help individual community groups

- Build the confidence, skills and independence of the group.
- Help group members to agree aims, objectives and actions.
- Support groups in planning activities.
- Assist groups to attract new members and give them roles.
- Assist groups to relate and account to the wider community.
- Community groups are more effective; more residents are involved and gain new skills; groups are better resourced and have increased contact, credibility, influence and co-operation with public agencies.

3. Help a variety of community groups, advocates and champions

- Facilitate contact between groups to share ideas, experience and practice.
- Foster trust between community groups.
- Support groups in working together.
- Support community advocates on local partnerships, forums etc. and challenge any 'gate-keeping'.
- Support groups to play roles in planning, development and change in local services.
- Help groups develop productive relationships with local decision-makers such as councillors, service and facility managers, police etc
- Multiple benefits flow to other residents from groups' increased level of activity, groups further strengthened by co-operation with each other, more assertive as a sector, achieve greater influence and secure better resources.

4. Help public agencies understand and work with communities

- Help public bodies to recognise and value community experiences and assets,
- Help service managers and decision makers understand and respond to the full spectrum of local interests and needs.
- Facilitate openness of public organisations to community influence. Negotiate co-operative projects between community groups and public agencies.
- Assist public bodies to involve people in helping to shape their service.
- Help agencies create community engagement strategies.
- Better relationship between public agencies and local residents, public services improved by better co-operation and feedback from residents.

5. Facilitate partnerships and co-ordinate CD across a locality

- Negotiate commitment and co-operation from senior officers, politicians and key community people.
- Understand and guide partnership working for maximum local benefit.
- Develop a range of co-production activities and projects between community groups and public agencies.
- Multiple improvements to a locality and the lives of all its residents, greater effectiveness and efficiency of all contributing agencies and satisfaction of professional staff and community activists.

More detail on the contribution of Community Development Support is available in 'Practical Standards for Community Development and Empowerment' [R31](#).



6. Skills and Knowledge

Community Planning requires many and diverse skills and wide ranging knowledge of communities and of how public services are planned and provided. No one partner or sector has all of the skills and knowledge required. However, between them Community Planning partners have much of what is needed. The key is finding how to learn from each other and bring together in a co-ordinated way all the expertise available. This was one of the main conclusions from a Community Planning course commissioned by the Belfast Pilot Project from the University of Ulster. The two other Pilot Projects supported by the BIG Lottery Fund also provided capacity building to community and voluntary groups. All three Pilots prepared reports on their reflections and lessons learned for the future.

In its overall Learning Report for the Big Lottery Fund Community Places identified the types of knowledge and skills required for Community Planning. These are presented below and can be used as a checklist of expertise for Community Planning processes and/or as a guide to providing training and capacity building.

Skills for Community Planning

Skill Type	Components
1. Engagement	<ul style="list-style-type: none"> Application of participatory methods, community auditing and listening strategies Planning, monitoring and maintaining levels of engagement Communications Prioritising community claims and determining agendas for action Working with diversity (especially S75) in community plan making
2. Leadership	<ul style="list-style-type: none"> Different types and styles of leadership Growing second tier leadership Creative and breakthrough thinking People management and motivation A focus on action for outcomes
3. Negotiation and bargaining	<ul style="list-style-type: none"> Styles and techniques of negotiation Conflict management and transformation Lobbying and campaigning Legal remedies and their applications Team building and networking
4. Data analysis	<ul style="list-style-type: none"> Data production, analysis, interpretation and translation for community uses GIS and the application of IT to problem description and interpretation Interpreting quantitative, qualitative and lay knowledge Projections of change and impact on the community sector

5. Programme planning	Strategy making Financial planning Organisational development and change management Risk assessment and option appraisal Project planning, appraisal and management
6. Monitoring and evaluation	Selecting and justifying indicators, especially around community planning outcomes Collecting and analysing data on Partnership performance Interpreting data and identifying strategic implications of the Community Plan Learning from and mainstreaming lessons from success and failure Designing and testing new solutions and innovative practices

For community and voluntary sector representatives involved in Community Planning three of these skills sets are essential to have and practice:

Engagement: is the bedrock of community and voluntary action and a skill which all Community Planning partners need to acquire. [Toolkit: Community Engagement](#) provides detailed guidance and access to further resources.

Leadership: is a skill that many of those most involved will need to bring to or develop for the process. By leadership we do not necessarily mean a formal position of authority. Here we mean leadership ‘from below’ and ‘from above’ and, indeed anywhere in the structures and organisations involved. It is leadership which: understands and can communicate with different interests; is facilitative where possible and persuasive where required; and can contribute to and explain choices and decisions.

Negotiation: is a skill that most partners will need at whatever element of the process they are involved in. People from the CVS will need to be particularly persuasive negotiators. They will not have the resources and budgets of other partners and will often be trying to persuade others to change how they do things. Tension, stresses and even conflict are often part of any change process and good negotiation training should help people prepare for this.

CVS representatives also need to be able to, at minimum, understand and influence the other skill areas of data analysis, programme planning, monitoring and review.



Knowledge

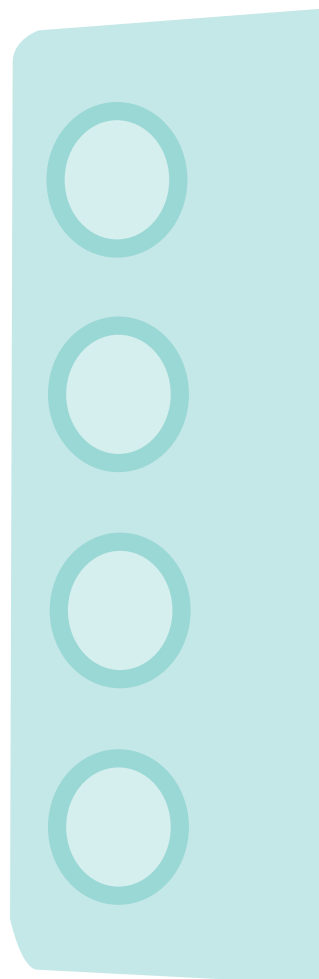
Knowledge	Components
1. Public sector finance, budgeting and plan making	<ul style="list-style-type: none"> Public and private finance Public sector planning cycles Regulation and audit of public finance and expenditure Legal and policy context of public sector service delivery Reform and reorganisation of public finance
2. Community resources	<ul style="list-style-type: none"> Developing community resources, assets and finance Social, physical and economic capitals Social finance and recycling community resources
3. Community participation	<ul style="list-style-type: none"> Rationale for community participation; Strengths and limitations of engagement practices The politics of community participation The limits and compromises in community participation
4. The economics of area based change	<ul style="list-style-type: none"> How and why the social, economic and environmental fabric of the local authority area changes Links between the local, regional, national and global economy Social and spatial exclusion and cycles of decline linked to for example, ill-health and educational under performance Disconnections and connectivity in the spatial economy Labour market restructuring Investment and enterprise development
5. Organisation and management	<ul style="list-style-type: none"> Understanding how different types of organisations work Cultures, decision making and rules of bureaucracies, profit and social benefit organisations Organisational leadership

The Pilot Projects revealed gaps in knowledge within the CVS on how services are planned and provided by public bodies and services' financing and budgets. Similarly, there is a lack of wider appreciation by other sectors of assets within local communities and the resources of the CVS. All partners need to have a basic understanding of the economic environment, how it is changing, what opportunities are emerging and how people are excluded. This understanding will help ensure that the Community Plan(s) take account of and prepare for (as far as is possible) these wider factors over which partners may have little control.

Conclusion

The idea of Community Planning is not new and because of this the term is sometimes confusing. However, its new legislative basis with legal duties on engagement and statutory involvement create a significant opportunity to shape the places that we want to live in. These places will be better if they are inclusive, reflect local people's wishes and recognise that no one individual, sector or interest has all the answers about how to plan, develop and regenerate communities.

This Toolkit aims to strengthen the community voice in setting priorities, improving public and community services and achieving value for money. Some of the most costly failures in public services have resulted from a failure to listen, to engage communities and to use the skills and expertise of the sector. The Toolkit does not have all the answers and, as experience and skills grow, it needs to be developed as an interactive 'living' tool in which those with the expertise in Community Planning shape it in more effective ways. Most of all, good Community Planning will be based on the experience, learning from success and failure and developing genuinely integrated approaches to creating more fair and inclusive places. This Toolkit is thus presented as the start of a collaborative process of strengthening the skills, knowledge and voice of communities that are essential to the successful delivery of Community Planning.



Resources

- R1 Local Government Act (NI) 2014 (Part 10: Community Planning).
- R2 OFMDFM (2005) *Case Study Analyses for RPA on Community Planning in Operation within the UK and Ireland*. Blake Stevenson Ltd.
- R3 Scottish Executive (2003) *The Local Government in Scotland Act*. Edinburgh.
- R4 Belfast Community Planning Pilot (2012) *Delivering Community Planning*. Belfast City Council.
- R5 Cardiff a Proud Capital (2010) *Cardiff What Matters 2010 - 2020 The 10 Year Strategy*.
- R6 Newport City Council (2005) *A Community Strategy for Newport Building Our Future Together 2005 – 2015*.
- R7 Fingal Development Board (2009) *Fingal Strategy 2009-2012 Building a Better*. Dublin.
- R8 Falkirk Community Planning Partnership (2010) *The Falkirk Area Strategic Community Plan 2010-2015 Moving Forward Together*.
- R9 East Ayrshire Council *East Ayrshire The Community Plan 2015*.
- R10 Dumfries and Galloway *Together is Better A Community Plan for Dumfries and Galloway 2009-2012*.
- R11 The Sunderland Partnership *Sunderland...For a better future 2008-2025*. The Sunderland Strategy 2008-2025.
- R12 Falkirk Community Planning Partnership. *Grangemouth Local Community Plan*.
- R13 Community Planning in Dundee *Bridge of Don Neighbourhood Community Plan 2010/11*.
- R14 Annandale & Eskdale Rural Partnership *Annandale & Eskdale Community Plan 2006- 2011*.
- R15 Dunmanway Interagency Committee (2007) *Dunmanway Integrated Development Strategy*.
- R16 Derry and Strabane Community Planning Pilot (2011) *Draft Waterside Plan 2011*. RMS McClure Watters.
- R17 Dundee Partnership *East End Local Community Plan*.
- R18 *Fife Community Learning and Development Partnership The Learning Kingdom Community Learning and Development Strategy 2004-2007*.
- R19 Cardiff Proud to Deliver *Communities Business Plan 2011-2014*.
- R20 Falkirk Community Planning Partnership *Falkirk Joint Health Improvement Plan 2008-2010*.
- R21 Carnegie UK Trust (2011) *The Power of the Plan*. Fife.
- R22 Ballyhoura Development Ltd (2011) *Innovative approaches to participative community based socio-economic planning: Developing a model to underpin the sustainability of Ireland's local communities*.
- R23 Department for the Environment and Local Government Interdepartmental Taskforce *Guidelines for CDB City/County Development Strategies and Review of CDB Strategies*.
- R24 Lacy, D.P. et al (2002) *Strengthening Communities, Enhancing Cooperative Extension's Role National Community Resources and Economic Development (CRED) Conference Models of Community Planning*. Orlando, Florida.

- R25 DSD *People & Place A Strategy for Neighbourhood Renewal. Mid Term Review.* NRU, Belfast.
- R26 Community Places (2011) *Community Planning in Scotland, England and Wales.*
- R27 Edinburgh Partnership *In Equal Respect: A Shared Vision. The Edinburgh Compact Strategy.*
- R28 Sunderland Partnership *Sunderland Compact: Involvement and Consultation Code of Practice.*
- R29 Dumfries & Galloway (2010) *Together is Better Community Planning Governance, operating and financial framework.*
- R30 Edinburgh Partnership *Edinburgh Partnership Governance Arrangements.*
- R31 Chanan and Miller (2010) *Practical Standards for Community Development and Empowerment, PACES.*







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