

Place Guide: A process for improved Place-based decision making

DECEMBER 2021

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FUTURES
TRUST



CLUSTERS

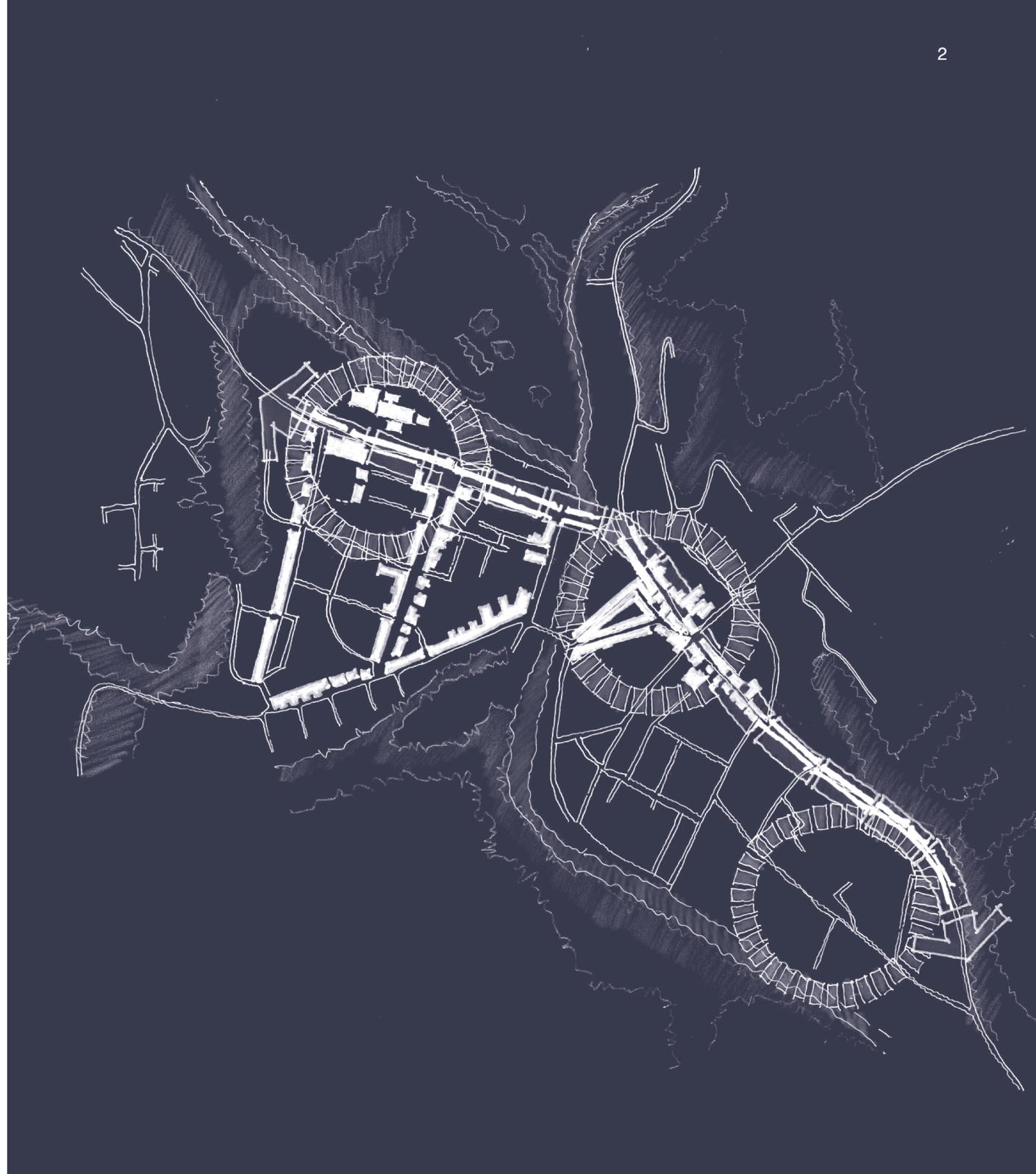
- 1 Learning Hub
- 2 Wellbeing Quarter
- 3 Worklife Zone

ANCHORS

- A Cultural Centre
- B Entrepreneurial (Town Hall)
- C Commercial

Contents

Introduction	3
What is the aim of this guide?	3
What can the guide be used for?	4
Audiences	5
Who is the guide for?	5
Example scenarios	6
Place as a framework for investment	8
Key characteristics	11
Process	12
1. Understanding the Place approach	13
2. Confirming Place purpose	15
3. Determining Place resources & governance	18
4. Defining current Place	20
5. Describing future Place	22
6. Progressing ideas	
Key output: <i>Place Brief</i>	26
7. Partnering to deliver future Place	28
Key output: <i>Place Diagram</i>	30
8. Programming activities for future Place	31



Introduction

What is the aim of this guide?

Place is a key pillar of public policy and investment in Scotland. This Place Guide includes a practical ‘step by step’ process which works across different place based policy agendas, linking to key policy documents, such as the following, which articulate or support these agendas:

- **Place Based Investment** – The Place Guide can work as a step by step routemap to adopting the Place Framework, a consistent set of core questions across portfolios to consider alongside the Place Based Investment Programme when making local investments
- **Net Zero Transition** – The Place Guide can support compliance with Objective 1 of the Net Zero Public Sector Buildings Standard
- **Health and wellbeing** – The Place Guide can support local cross sector collaborations on wellbeing and health services deliver more joined up investment to maximise local benefits
- **Infrastructure Investment Plan** – The Place Guide can help local collaborations build clarity around place based needs, and build a shared approach to deliver on the hierarchy of investment, making more of existing assets
- **National Planning Framework 4** – The Guide can help deliver place based collaboration on policies, plans and partnerships within the ambitions of NPF4 to shape and implement more sustainable, liveable, productive and distinctive places. May also include consideration of e.g. Regional Spatial Strategies and the *20 Min Neighbourhood* concept.



The Place Guide aims to provide clarity on:

- **Purpose** – why Place-based approaches should be incorporated into the planning and development of investment in services or capital projects
- **Positioning** – support to other strategic change projects, incl business cases
- **Governance** – how all local voices and collaborations influence decisions
- **Prioritisation** – how a Place approach can highlight a holistic understanding of what needs to be done, how that is prioritised (e.g. via the *Infrastructure Investment Hierarchy*), and who takes ownership.

Introduction

What can the guide be used for?

Place ('what's important here') should inform Programmes ('investments') and deliver Policy ('national/local ambitions') at national, regional and local levels to enhance the quality of life in communities. This Place Guide will be of practical use when shaping the vision, strategy, approach and business cases for triggers like:

- a service change; including use of digital technology and how that impacts on access to buildings, spaces and other assets
- estate rationalisation programmes
- developing masterplans for the redevelopment of land or buildings
- new approaches to locality planning
- spatial development of a city region.

Place-based approaches will benefit these processes through:

- early engagement with communities and other stakeholders
- more candour on prioritisation for investments locally
- greater coordination across national, regional, local and community partners
- smarter and leaner activity, avoiding rework
- consideration of wider impacts and outcomes e.g. 'a community campus' (incorporating wider wellbeing) vs 'a school'.

The Place-based approach set out in this Guide should encourage and help all partners working locally to take stock of activity, collectively consider priority outcomes, and align existing and future plans and resources for maximum benefit.

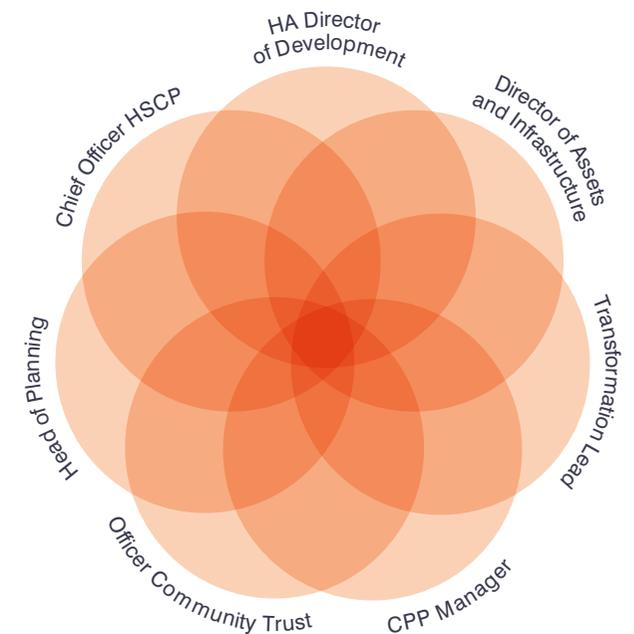
Audiences

Who is the guide for?

The Guide supports the 'commissioning' space; i.e. people identifying, prioritising and shaping local investment in capital projects and services. These people will likely have different roles and responsibilities e.g.

- a **Transformation Lead** at a local authority, with responsibility to set up and run a significant service change programme
- the **Chief Officer at a Health & Social Care Partnership**, shaping delivery of community care, and promoting Health & Wellbeing outcomes
- a **Community Trust**, seeking and using the opportunities of funding from public sector partners and the Scottish Government as a 'community anchor'
- the **Community Planning Partnership Manager**, coordinating public & community policy efforts locally to e.g. reduce inequality
- the **Director of Assets or Infrastructure** at a council or the NHS, perhaps focused on reducing costs via estate rationalisation
- a **Head of Planning**, considering and outlining action around transport, affordable housing and sustainability
- a **Director of Development at a housing association**, using anchor body status and its capital to stimulate collaboration in delivering more affordable homes in communities, town centres and 20 minute neighbourhoods.

Because of these disparate interests and experiences, the material here is designed to be accessible: it sets out a limited number of clear, owned actions that create the basic conditions rooted in Place and Place-based thinking. These can be adapted and adopted for a wide range of scenarios.

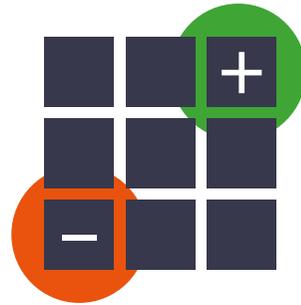


Supporting all relevant local organisations to collaborate to ensure that all resources in a Place deliver on agreed outcomes and have the greatest collective benefit possible for people who live, work and play there.

Example scenarios

There are many possible triggers for using a Place-based approach.

Some real life example scenarios from Scotland's public and civic sectors are set out here: in these, communities and partners working locally have benefited from taking stock of activity, collectively considering priority outcomes, and aligning or layering existing and future resources more effectively.



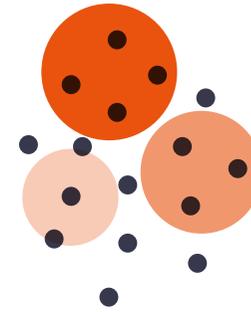
'Near the need'

Schools and services in the town need to change – demand is shifting, resources reduced and the policy aim is on joining up.

On one side of the town, a good school in a good neighbourhood is underused; On the other side, a challenged school is under pressure, located in a less popular place. In the middle is a college, with space to expand. The obvious choice is to use the college as an anchor to join up learning, an all through campus, with joined up community benefits. But for the people in the poorer part of town, the campus is too far away from them. They lose a school, the associated support and there is no direct strategy to address the additional need that decision creates.

The Head of Service wants to consider these options from a Place perspective to explore how this helps arrive at a preferred option.

Therefore, stakeholders are considering overall community priorities, inclusion, health & wellbeing outcomes and connectivity. That might be to locate a community campus in the area of need, and re-think the opportunities of space in the good places.



'Connecting the dots'

Business cases for individual projects are approved, all working to different timescales, briefs and funding. Residents complain that projects impact on the same street, digging and re-digging the same holes, with little co-ordination, and missed opportunities. Importantly, no answer to the question: *"when all this is done, what kind of place will this be?"*

Looking at a map of the individual projects is looking at a collection of small dots. A Place-based approach would encourage connecting these dots, spotting common goals and anchors that connect initiatives, the impacts that come working together.

That allows clustering, bundling and co-ordinating on a different map, of a handful of zones, anchored by key community priorities which drive coherent, relevant action. It also enables stakeholders to explain the overall rationale ('purpose') easier.

Example scenarios

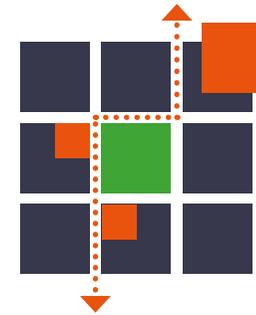


'Fragile town centre'

Town centres can be framed as 'ellipses' covering wide areas. But when we embark on asset rationalisation or service re-design initiatives, these often result in hubs and clusters and campus models on the edge or outside the ellipse, far away. These work for their own internal functional needs but no longer relate to the wider ellipse and the town centre begins to decay.

A Place-based approach might offer an alternative through intentionally creating hubs and clusters and campuses that meet service need and connect communities – and enable co-production through the design and location of these spaces, like planets orbiting the ellipse.

The concentration of local public services and experiences around the ellipse, or within it, feed the local economy, support local business, enable local partnerships. This is because a place that works is a key component of the experience of communities. 'Serviceland' (a tendency for the public sector to only think about what it is producing) is only one part of some peoples' daily lives, and only rarely.



'Excellence & inclusion'

A nationally significant institution is located in a place because some key natural infrastructure is only available there. Its HQ needs re-modelled and redesigned for 21st century needs, with a likely investment of tens of millions of pounds.

Yet around the HQ is the poorest neighbourhood in the city: tens of £ millions investment into this place could make a big difference.

Rather than drawing a project boundary around the site, a Place-based approach can be used to consider how its investment can support the communities of the area. This means careful consideration of the form and relationship of the HQ to the place. Learning partnerships, mentoring partnerships and shared spaces with a local school; better connected public realm and other community opportunities can form part of the new investment. Not doing so increases the risk of missed opportunities to maximise impact, possibly worsen local conditions, and exacerbate future regeneration need.

Place as a framework for investment

Places are 'locations with meaning'.

They are relevant local geographies that support communities, and provide the context to meet needs through effective, prioritised investment.

Place therefore is at the forefront of several key policy areas designed to deliver inclusive growth, net zero carbon emissions and improved health & wellbeing.

Place Principle, Place Framework & Place-Based Investment Programme

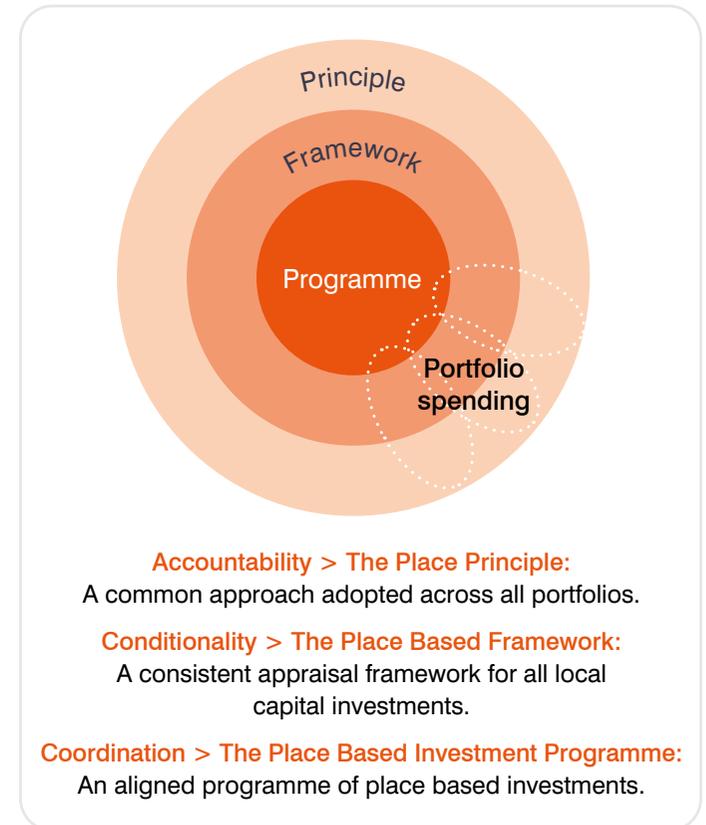
This Place Guide is designed to help deliver on the **Place Principle**, which states that Places are shaped by the way resources, services and assets are directed and used by the people who live in and invest in them. This requires collaboration across all sectors within a place, to facilitate better outcomes for everyone and increase opportunities for people and communities to shape their own lives.

It also supports the **Place Investment Framework** – a Scottish Government initiative to ensure alignment between major spending programmes across portfolios, using a consistent appraisal framework.

And this in turn underpins the **Place Based Investment Programme**, a £325m commitment over 5 years designed to ensure that all place-based investments (portfolio spending nationally or locally) are shaped by the needs and aspirations of local communities. The ambition is to coordinate and align with other funds, so the overall impact is greater.

The Framework and Programme suggest that, before investing in a place, it is useful to develop:

- an authentic **Place Narrative** (via a **Place Brief**), setting out the fundamental nature of a place, reasons why it needs to change, what its future should be
- shared **Place Actions** (via a **Place Programme**), detailing how separate activities will be prioritised and dovetail into an overall plan for change



- meaningful **Place Oversight**, structures determining how collective leadership is realised and sustained.

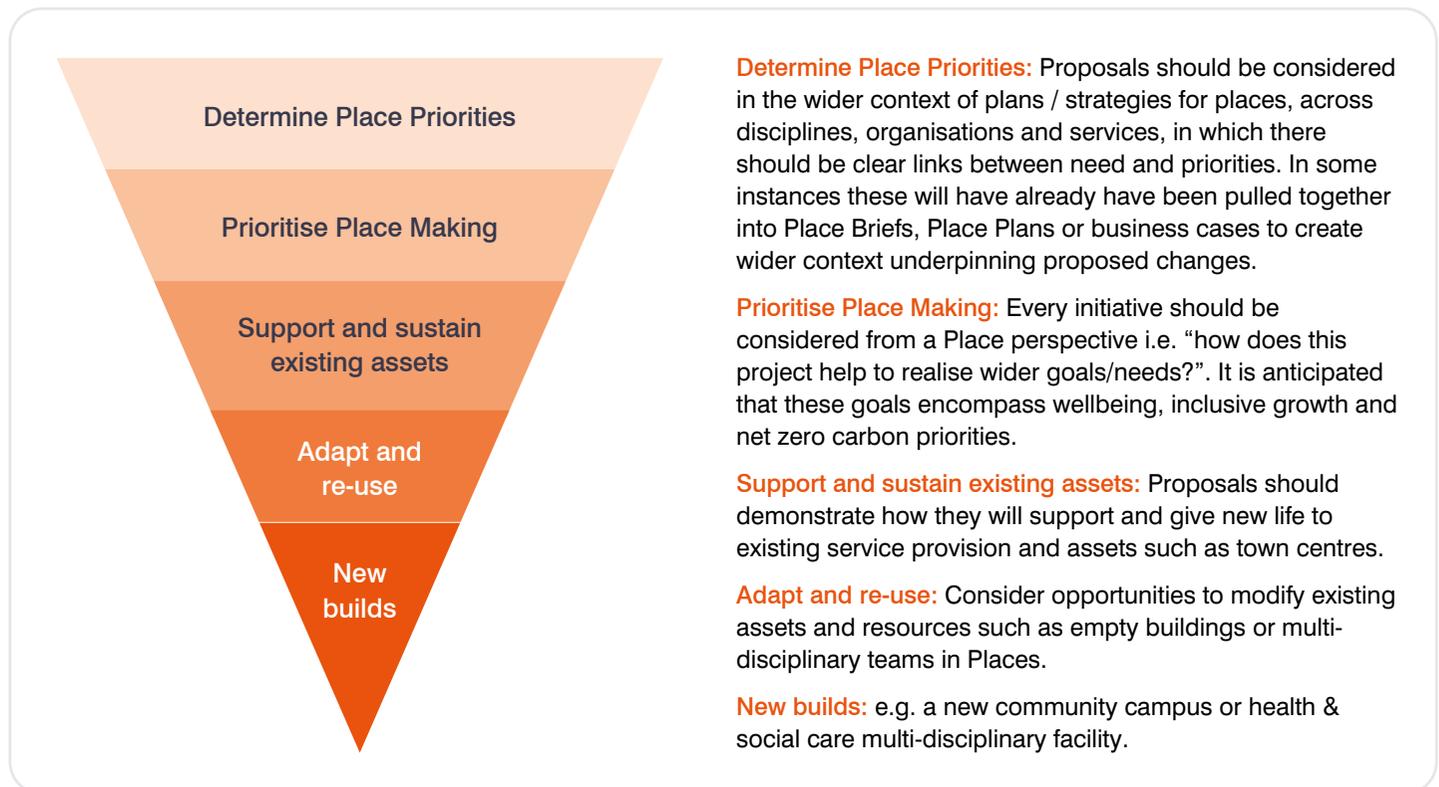
The Place Guide explicitly supports the development of these key outputs/investment tools through iterative guidance in the subsequent **Place Process**.

Place as a framework for investment

The Infrastructure Investment Hierarchy

The Place Guide supports other frameworks developed by the Scottish Government designed to align investments and plans to benefit everyone in a Place, including via the [National Planning Framework](#) guidance. A particular focus is the [Infrastructure Investment Plan](#) hierarchy which aids decision-making and planning on investment choices, through encouraging maintaining and enhancing existing assets over new builds.

The **Place Process** set out in this Guide aligns with that hierarchy as set out below. It explicitly recognises that need should inform priorities, and that needs and outcomes can be met through strengthening and/or redesigning existing assets and services.



Place as a framework for investment

Business case developments

Even within 'normal' programme and project environments, Place-based approaches can support or influence strategic or initial assessments, or Outline Business Cases (OBCs) or the wider Scottish Capital Investment Manual (SCIM) processes for investments.

Throughout this Place Guide, through each process step, consideration is given to how project leads can use/re-use work on business cases in a Place-based initiative, and vice versa. That is not solely in the economic or financial components but especially within these contexts the 'strategic case for change' (the 'need') and the management arrangements (incorporating the collective leadership, anchor collaborations and authorising environments).

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?
- What benefits are expected?
- What interdependencies does this Place initiative have?*

(Economic)

- What groupings of options have been identified?
- What options were appraised?
- How has Place Principle been applied to optimise relationships, connections and infrastructure?
- What are the preferred options?

(Financial)

- How could this Place initiative be funded and resourced?

(Commercial)

- How could options be sourced and delivered in partnership?

(Management)

- How will this Place initiative be governed and managed?
- How will this initiative engage with stakeholders?
- How will this initiative manage and realise benefits?

Key characteristics

The process set out in this Guide is flexible and adaptable. However, every Place approach should integrate these fundamental characteristics:

- 1** This is firmly rooted in the **Place Principle**, the **Place Framework** and the **Infrastructure Investment Plan hierarchy** – the Guide encourages all stakeholders (including communities themselves) to collaborate to ensure that all existing and planned resources in a Place are maximised – and then deliver on agreed outcomes for the greatest collective benefit possible. The Guide encourages all partners working locally to align plans and investments for the long-term.
- 2** Those involved in Place initiatives should **always recognise ‘purpose’**: why are we doing this work, and what agreed outcomes are we trying to deliver? If strategic assessments, business cases, masterplans, Gateway reviews, Net Zero standards are not delivering against an agreed *Place Brief*, then we should be asking why we are progressing with certain initiatives.
- 3** Place-based approaches **do not create additional bureaucracy** and are not about new ‘talking shops’. They are to synthesise and organise existing agendas and initiatives (e.g. the National Planning Framework, Infrastructure Investment Plan, Housing to 2040, Local Place Plans and 20 Min Neighbourhoods) to increase co-ordination and impact. The focus is to bring clarity to complex, changing environments by identifying priorities for communities and creating the conditions for delivery. This Guide is a living document and will be updated with experiences and lessons from its use across Scotland.
- 4** The Guide explicitly warns against reinventing the wheel. **Reuse and repurpose**: given the nature of Place work, there are lots of (possibly fragmented) resources and information sources covering pieces of the jigsaw. The initial effort is in identifying that work, signposting and connecting it to others.
- 5** Also, **proportionality matters**, especially in our resource-constrained environments. Not all steps will take the same time in every Place. Colleagues should consider what is the minimum amount of information and structure needed to make a timely and justifiable decision.
- 6** The process and outputs of the Guide are for the long-term not to be discarded after a year or even one election cycle. The *Place Brief* and *Diagram* are **tools of accountability** across time, maintained and informing subsequent briefs and projects that can change and flex.

Process

The process has been designed to be accessible, with a limited number of steps – each with a clear set of suggested actions and outputs that deliver Place-based programmes/approaches to a wide range of challenges.

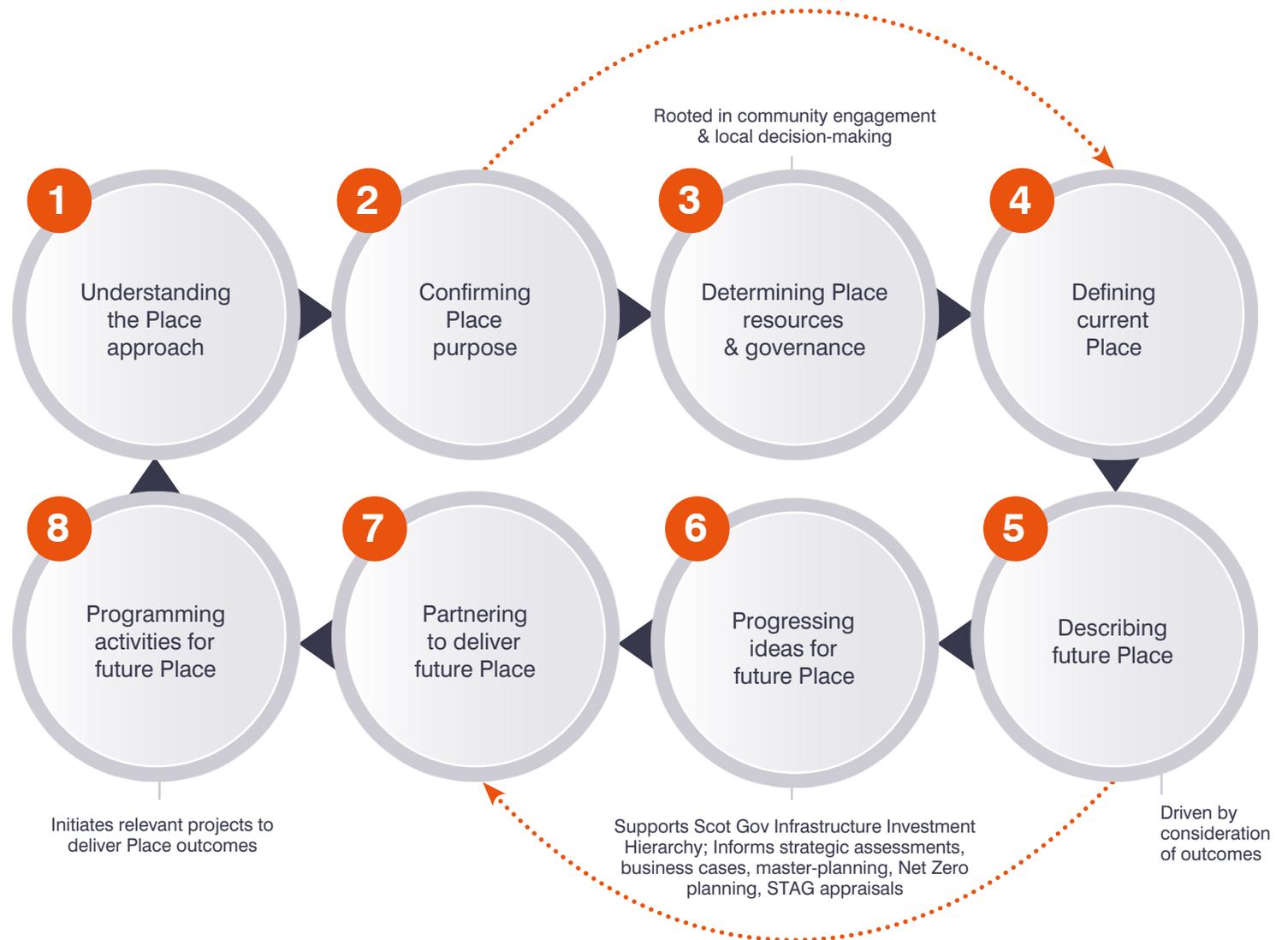
The steps provide the bridge between the national Place guidance and funding (*Understanding the Place approach*) and local delivery arrangements (*Programming activities for future Place*) with an explicit flow that recognises changes in responsibilities between stakeholders.

There is no guidance on how long each step takes: activity will differ in every Place. These are simply a series of prompts encouraging all partners working locally – and especially communities themselves – to collaborate to ensure that all existing and planned resources in a Place are maximised.

Steps 1, 2 & 3 focus on gearing up to do the process of Place work.

Steps 4, 5 & 6 define detailed engagement to identify local need, specific local priorities, and scenarios for what's possible.

Steps 7 & 8 determine prioritisation, actions and assurance.



Process



1 Understanding the Place approach

Why should we use a Place-Based approach here?

Place Framework: Place Narrative

What is this for?

At the very outset, this step is a prompt to consider the question: “Why should we use a Place-based approach to address this issue?”.

The answer will likely be based on complexity, where many issues influencing outcomes are connected. The most efficient way is to look at things together, a whole systems model made manageable using a geography that people find meaningful, where responses come via the 4 pillars identified by the Christie Commission (people, partnership, prevention and performance), and building on COVID collaborations to support recovery. Additionally, financial challenges means there is less money, and more reason to collaborate.

Choosing a Place approach means that some people are already aware of this complexity, and there is some collective leadership emerging. In other words, there is some early sense of ‘what kind of place is this’ across a series of stakeholders who see benefit in collaborative approaches.

As such, a Place-based approach should stimulate **early thinking on priorities, ownership, governance, collaboration and assurance** – and help with early messaging across internal and external partners.

Place-based approaches are not easily replicable:

- **every Place is unique**, and a prescriptive one size fits all approach will not be successful
- every Place is already subject to **multiple national, regional and local plans, aspirations and needs**
- requires **multi-agency engagement**

A Place-based approach recognises that no one starts from a blank page – colleagues and partners can build on and repurpose existing activity and use that to galvanise collective leadership locally.

Process



1 Understanding the Place approach

Why should we use a Place-Based approach here?

Place Framework: Place Narrative

Suggested actions

- View [Scottish Government Place](#) and [SFT Place](#) resources
- Consider the [National Planning Framework 4](#) material with reference to the Six Qualities of Successful Places:
 1. Designed for lifelong health and well-being
 2. Safe and Pleasant
 3. Well-connected and easy to move around
 4. Distinctive
 5. Sustainable
 6. Adaptable.
- Define the Place in question e.g. localities within CPP frameworks but possibly other geographies. This will differ in urban, semi-rural, rural and island communities
- Identify relevant plans for the Place e.g.
 - Community Planning Partnership (CCP) plans
 - Council plans
 - Health & Social Care Partnership plans
 - Local development plans
 - Regional Spatial Strategies
 - Local Outcomes Improvement Plans
 - Locality plans
 - Local place plans
 - Growth/City Region Deals

- Identify and consider impact/resilience plans for the Place e.g. channel shift, new ways of working, collaboration, localism
- Arrange an early workshop with key stakeholders to galvanise principles and commitment to working together
- Develop outline summary of impacts of combined planned changes or investments
- Synthesise common threads for further discussion: “Why are we doing this?”

Outputs

Initial map of relevant planned activity and investment for the Place – “*defining and promoting a common understanding of the combined, cumulative assets and services we already have*” – in accordance with the Place Principle.

Process



2 Confirming Place purpose

What do we want to do in this Place, and why?

Place Framework: Place Narrative

What is this for?

This step focuses on **understanding and articulating the purpose of the proposed Place approach** for the relevant issues and challenge. That is, understanding and being able to articulate the benefits of doing things through a Place approach rather than individual organisations or programmes.

There are many triggers for applying this kind of approach:

- Mechanism for consulting on Place investment options
- A service change affecting people across a geography, (incl digital technology)
- Change of asset e.g. sale, repurpose or demolition, new build, or estate rationalisation

But in defining motivations further, those leading a Place approach should detail ‘why we are doing it this way’ and the ‘desired outcomes’ through early conversations with the responsible officers and agencies initiating the change.

They should be using the Place Investment Framework narrative prompts:

1. Why is change needed?

- **What kind of place is this?** The current lived experience of a place. How a place sees itself– its issues, challenges, and opportunities.
- **Why does it need to change?** What is most important to that place and why. Their priorities and the different outcomes that are necessary.
- **What should the future be?** A different scenario for that place. Their hopes and aspirations, and their key criteria for success.

2. Where do things need to change?

- **What are the defining features?** The key physical aspects of a place. How the built and natural environment shape local possibilities.
- **Where are the greatest needs?** Locate those areas and communities with the greatest inequality that need support, resources and investment.
- **How are assets used?** The range of assets in a place and the services they provide to their communities.

3. What changes will make a difference?

- **What is currently going on?** The range of current activities underway across communities and their connections.
- **What is currently planned?** The pipeline of current commitments and the changes under active consideration across stakeholders.
- **What needs to happen?** Target the gaps that need to be filled, highlight plans that need to be challenged, their order of doing, and by whom.

Process



2 Confirming Place purpose

What do we want to do in this Place, and why?

Place Framework: Place Narrative

Again: this is an opportunity to challenge all partners working locally to stop, consider contributions to local priority outcomes, and align more effectively/efficiently.

This means defining and understanding the communities, stakeholders and organisations impacted by proposals. Go to where people are, be transparent and accessible, and support community-led conversations.

In turn, this will determine if we know what shared priorities are, including recognition of challenges or opportunities. Explicitly, we should be articulating what is unique about the areas.

Step 1 identified plans or developments in these communities. Aligning these and new motivations for discussion with national, regional and local partners helps define common outcomes including relevance to health & wellbeing aims.

This means conversations/workshops with stakeholders about what we want to create and achieve together.

Process



2 Confirming Place purpose

What do we want to do in this Place, and why?

Place Framework: Place Narrative

Suggested actions

- Building on step 1, map Place-related current and planned activity & investment. This includes consideration of relevant national, regional and local partners and their respective plans
- Review the [Infrastructure Investment Plan](#) hierarchy to help subsequent decision-making and planning on investment choices
- Begin Place purpose definition with stakeholders. These may be effected through existing consultation processes but should have a distinct community voice
- Consider how community consultation is done including value of ‘honest broker’ for communities e.g. organisations like PAS or via a community anchor organisation etc.
- Ensure citizen as well as service or asset views are reflected e.g. consider children & young people, families, cared for people & carers, older people, businesses etc.
- Prompts should be made on identifying some of the big problems we are trying to solve/outcomes to achieve e.g.
 - health and wellbeing improvements
 - Inclusive growth
 - low carbon economy, NZ emissions
- Articulate desired outcomes and benefits, including the process for monitoring for all partners who are likely to collaborate
- Based on above, begin structuring skeletal *Place Brief* (see page 26 for guidance)

Outputs

- Updated and tested map of relevant planned activity and investment for the Place
- Skeletal *Place Brief*, focusing initially on the authentic narrative for the Place. This should support or influence related strategic assessments, or Outline Business Cases (OBCs) as in the table below (or ‘Application’ and ‘Concept Design’ for Net Zero considerations. At this stage, it should consider qualitative impacts:

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?

(Economic)

(Financial)

(Commercial)

(Management)

Process



3 Determining Place resources & governance

How should decisions be made about the Place, and who does the work?

Place Framework: Place Oversight

What is this for?

This step should create the conditions for a well-managed and effective Place-based approach via:

- **Leadership:** collective commitment from stakeholders to engage and follow through
- **Participation:** ensuring that diverse voices are heard to capture authentic stories of a Place and influence outcomes
- **Collaboration:** build anchor collaborations to drive.

To be effective, it will need: an **Authorising Environment** with the trust of partners to make decisions; a clear **Stakeholder Engagement** process which offers meaningful opportunities to influence decisions; and some **Assurance** function that what is being carried out is done correctly and with the right outcomes.

Colleagues should determine early how decisions are made about the Place, including community voices e.g. via strong CPP Area Partnerships as decision-making forums – and how communities are resourced to do Place work, including being lead agents in creating or developing further the *Place Brief*.

It would be useful to agree the overall leadership commitment and ownership of approach in those forums, with clearly communicated agreements to collaborative working and the resources to support delivery.

A pragmatic approach to resourcing should be taken: recognising that partners may already be working on elements of the agenda – building on or consolidating on that may be the easiest way to progress. This is a key stage to promote the ‘pause, reflect, consider alignment’ opportunity.

To be clear: a key element of the work is in **building ownership of the Place initiatives with local politicians**, who will reference the work at local authority council meetings, area meetings etc, and review progress later. Colleagues should aim to get information to relevant agendas early.

Process



3 Determining Place resources & governance

How should decisions be made about the Place, and who does the work?

Place Framework: Place Oversight

Suggested actions

- Set out clear responsibilities for partners (incl benchmarks) on Place-based collaboration for partners
- Draft outline approach – a governance & operational framework that partners, stakeholders and funders can endorse. This should consider:
 - key individuals, organisations, services
 - community representation and wider engagement;
 - role of private sector and third sector
 - evaluating impact
 - reporting links to community stakeholders (consider skills & training requirements)
- Identify staff resources available to develop the Place-based approach, noting existing activity:
 - Identify what capacity is available
 - Assess where capacity best sits for sustainable delivery (e.g. perhaps via an independent anchor organisation)
 - Determine how best to align resources even internally
- Establish/agree where outputs from Place-based approach will sit/report to
- Consider longer-term, subsequent delivery arrangements i.e. building anchor collaborations to drive local Place change. Align with Area Partnerships and locality planning agendas now
- Prepare summary papers for relevant organisation leadership teams and cross-agency bodies on collaborative benefit – explicitly to seek agreement to proceed, agreement to prioritisation

Outputs

- Place Approach (governance & operational framework)
- Programme team and resource commitments
- Stakeholder engagement plan
- Refine draft *Place Brief*, considering resourcing and governance (see page 26 for guidance)
- This should support or influence related strategic assessment or OBCs (e.g. ‘Application’ and ‘Concept Design’ for Net Zero standard) as further developed in the table below. New elements marked with *

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?

(Economic)

(Financial)

(Commercial)

(Management)

- How will this Place initiative be governed and managed?*
- How will this initiative engage with stakeholders?*

Process



4 Defining current Place

What kind of Place is this now, and what needs to change?

Place Framework: Place Narrative

What is this for?

This step sets out **agreed context for the Place** initiative, beginning with descriptions developed by key stakeholders, especially relevant communities, on what kind of Place this is at the moment (what makes it distinct, what needs to change). It will be important to include different voices and ensure diverse needs are taken into account. That should include qualitative and quantitative data sets.

Work on mapping and defining the current Place should recognise existing assets in communities, and help individuals and institutions to come together to realise and develop those strengths. Improving use of relationships, connections, pathways and infrastructure from citizens' perspectives should be the starting point – to discuss what people want to change, and what benefits will be achieved from those changes.

An important prompt will be to secure agreement from relevant local stakeholders that relevant challenges, opportunities, outcomes and benefits are captured i.e. the Place purpose.

This may mean identifying early wins: that is, recognising that community groups or existing services can deliver outcomes or benefits now or via simple changes.

We should establish evidence bases or benchmarking for the current Place to demonstrate and challenge later that community and wider stakeholder aspirations are being met via the Place-based interventions.

Tools such as the [Place Standard Tool](#) may be helpful in prompting themes for development, as well as larger-scale outcomes as set out [nationally](#) and in [local outcome improvement plans](#).

Colleagues should familiarise themselves again with the [Infrastructure Investment Plan](#) and the [National Planning Framework](#) at this stage, given close alignment with those core concepts.

Process



4 Defining current Place

What kind of Place is this now, and what needs to change?

Place Framework: Place Narrative

Suggested actions

- Review context and implications of the [Infrastructure Investment Plan](#) and the [National Planning Framework](#); this stage should begin to align with the early stages of those guidance sets
- View tools e.g. [Place Standard Tool](#), [USP Your Town Audit](#) and [Health & Wellbeing Rapid Scoping Tool](#)
- Develop further common themes and implications from planned Place-related activities
- Develop current and planned activity & investment map for this Place further
- Map existing Place assets, from a strengths-basis and from a citizen user perspective ‘what is strong, as well as wrong?’ Capture a lived experience of the Place from a diverse set of stakeholders in the Place
- Identify gaps in understanding of current Place – and facilitate conversations with partners on how these gaps can be best filled
- Identify and progress early wins
- Articulate desired outcomes and benefits, including the process for monitoring for all partners who are likely to collaborate on the initiative.

Outputs

- Refine draft *Place Brief*
- This should support development of strategic assessment or OBCs with emerging commentary on benefits marked by *

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?
- What benefits are expected?*

(Economic)

(Financial)

(Commercial)

(Management)

- How will this Place initiative be governed and managed?
- How will this initiative engage with stakeholders?
- How will this initiative manage and realise benefits?*

Process



5 Describing future Place

What should the future be?

Place Framework: Place Narrative & Place Actions

What is this for?

This step starts to determine answers to: “What can/should Place-based change here look like?” – i.e. setting out a different scenario including the hopes and aspirations of people there, and their criteria for success. The output should be the *Place Brief* and, in turn, the *Place Diagram*. These key outputs bring together the current and future Place in accessible ways.

Work to define that should be framed from users’ perspectives, with robust consultation with those who live, work and play in the relevant areas.

Place initiatives will be developed at many levels and geographies: that also means considering the supports that might be needed to give people confidence and ability to engage. e.g. childcare, peer support, access to technology etc. It may be useful to use an independent/objective facilitator for these exercises.

We will already have mapped and refined Place-related current and planned activity, themes and implications. A strengths-based approach enhances that by showing features that may benefit from better coordination, positioning, connectivity etc. We should note too the guidance on local Place Plans, especially the recommendation for clearly expressed statement and spatial map (and links to the *Place Brief* and *Diagram*).

Existing tools and resources (see step 4) provide useful prompts on outcomes as well as changes to service delivery or physical infrastructure. That includes aligning with the [Infrastructure Investment Plan](#) and the [National Planning Framework](#), prompting on “determine future need” and references to Net Zero, inclusive growth, technological innovation and climate change forecasts.

In this stage, there should be an explicit action to show what’s possible making more of what exists, colocation etc, and that the outcomes and intentions around the problem that was driving a project can be achieved, and maybe exceeded. Part of this stage might also be about stress testing around value; using the IIP, is it better to invest in a new building or invest in technology and support for distributed working? In a way this stage is about creating the alternatives to meet the ambition, with a framework to evaluate the alternatives.

Process



5 Describing future Place

What should the future be?

Place Framework: Place Narrative & Place Actions

Suggested actions

- Facilitate conversations with stakeholders to develop future Place material. Prompt on specific initiatives e.g.
 - Identify ideas that can deliver the Future Place
 - What are the priorities?
 - Explore implications of ideas on current assets, resources and service design
 - Consider optimal delivery model for users
 - Which partner(s) is best placed to deliver?
 - Identify any additional partners to be brought in
 - Are there initiatives to deprioritise or stop given conflict or resource competition?
- Ask local communities and stakeholders what success would look like e.g. what life would be like if ambitions delivered
- Help develop a shared summary of agreed future Place including outcomes & benefits
- Plan and facilitate conversations with stakeholders to refine future Place material (use existing forums e.g. Area Partnerships)
- Use existing locality levels for consultation and development (e.g. Area Partnerships).
- Share and agree with Place Programme board and key stakeholders
- Complete draft *Place Brief* for review and issue
- Begin outline development of *Place Diagram* (see page 30 for guidance)

Outputs

- The *Place Brief*: now setting out the collective ‘story of change’ – its context, aims and objectives – for sharing with the wider communities (see page 26 for guidance)
- An emerging picture/outline sketch of what is possible, to be developed in subsequent *Place Diagram*
- The *Place Brief* could incorporate some of related strategic assessment or, with commentary on possible options for delivery marked with *

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?
- What benefits are expected?

(Economic)

- What groupings of options have been identified?
- What options were appraised?
- How has Place Principle been applied to optimise relationships, connections and infrastructure?*

(Financial)

(Commercial)

(Management)

- How will this Place initiative be governed and managed?
- How will this initiative engage with stakeholders?
- How will this initiative manage and realise benefits?

Process

6 Progressing ideas for future Place

What are the best (fairest, quickest, most efficient) ways of delivering the future Place?

Place Framework: Place Narrative & Place Actions

What is this for?

This step expands on the *Place Brief*, ensuring a focus on maximising all resources spent in the Place to deliver shared aspirations. The focus should be on distilling the evaluation of alternatives, and agreeing a *Place Diagram* that sets out the deployment of key interventions and actions to meet the revised set of priorities for the place.

That involves understanding what's already in motion that can be adapted to deliver the vision for the future Place, including revisiting the map of who is planning what, who has what, who is willing to share what, who is building what. This might mean:

- rethinking existing projects: which spaces to share, transfer to community or dispose or potentially stopping
- reshaping to create the right spaces e.g. post COVID moving staff from A to B to create shared hubs
- exploring non-spatial options via coproduction, partnering promoting joint business cases
- viewing space & landscape projects as 'connecting projects' linking service points.



These in turn generate options to appraise or scenarios for further development in existing business case or this initiative.

The Diagram should have some picture of the total assets and spaces available in the place, and a view of the projects in motion/planned, and some analysis of how the place works. It should identify:

- the anchor around which a series of actions will coalesce
- some kind of clustering or zoning which suggests roughly the priorities in different parts of the Place
- linkages between the priority areas
- where relevant, some expression of 'non negotiables'.

Any project should relate back to the Place Brief and relate back to the Diagram to explain why and how the project helps realise the ambition.

Process



6 Progressing ideas for future Place

What are the best (fairest, quickest, most efficient) ways of delivering the future Place?

Place Framework: Place Narrative & Place Actions

Suggested actions

- Seek and consolidate feedback on *Place Brief*
- Recognise link to [Infrastructure Investment Plan](#) approach: *Maximise the useful life of existing assets > Repurpose & Co-locate > Replace, Create > Build New Assets*
- Make connections to the [National Planning Framework](#) and the National Planning Policy Themes: *Sustainable Places, Liveable Places, Productive Places; Distinctive Places*
- Develop *Place Diagram* – accessible, visual representation of future Place, and how it delivers against outcomes. (see page 30)
- Identify and progress early wins
- Begin detailed consideration of resourcing, funding and prioritisation implications with key decision-makers, programme leads, and partners

Outputs

- Initial views on timescales for Place-based activity
- Updated *Place Brief* (with further detail on what is to be done, and how)
- Develop the *Place Diagram* for use in stakeholder communications (see page 30 for guidance)
- This should support development of related strategic assessment or OBCs, with emerging commentary on dependencies and resourcing marked by *

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?
- What benefits are expected?

(Economic)

- What groupings of options have been identified?
- What options were appraised?
- How has Place Principle been applied to optimise relationships, connections and infrastructure?

(Financial)

(Commercial)

(Management)

- How will this Place initiative be governed and managed?
- How will this initiative engage with stakeholders?
- How will this initiative manage and realise benefits?

Process



Key output: *Place Brief*

This should be a short document (2 or 3 pages) setting out an agreed 'story of change' for a Place, for use in communicating with all relevant stakeholders and used as a tool of accountability over time: i.e. it sets out long-term aspirations and should be referred to over several years. It may also inform other activities like business cases for change. It should clearly explain context, why change is needed, the shared ambition and success measures to be used.

Critically, the Place Brief should be developed with communities and other stakeholders – using their language as well as their observations and aspirations.

Our Place now

This sets out the context for the Place initiative, beginning with a description developed by key stakeholders, and especially the relevant communities.

Prompts could be:

- comments from communities about what they feel about the Place now e.g. “people are proud of this Place”, “communities are passionate”
- views on assets & services we already have/have planned – location, accessibility, use
- strengths-based: “What’s strong as well as what’s wrong”
- opinions on who the key stakeholders and influencers are and should be
- shared feelings on what makes the Place distinct
- lessons from COVID19 and resilience on delivery of services locally e.g. better joint working, less red tape, channel shift, home working, a focus on local, greater walking and cycling BUT business closures, reduced town centre footfall, increased unemployment.

Our challenges & opportunities

This should describe agreed opportunities & challenges we are attempting to address: with clarity of purpose amongst key partners, and especially community voice.

Prompts could be:

- shared outcomes e.g. “we need connected services, connected places, connected opportunities, supported by partnerships and different modes of connection”
- what strategic, collective leadership and resourcing can bring now, in medium & long term
- recognising interdependencies with other current or planned initiatives (local or national)
- awareness of competing resources and budgets
- discussion of what benefits are expected.

Process



Key output: *Place Brief*

Our Place futures

Using the core Place Principle, use opportunity to define what the future for the Place could and should be, e.g. to articulate:

“This will be a Place of blended experiences for community wellbeing, worker wellbeing, enterprise wellbeing. It’s about creating value by fostering partnerships, connecting markets, providing space to connect, space to create, space for wellbeing. We will do that by reshaping the Place as a network, with blended experiences anchored by particular spaces and community uses. Green infrastructure, the river, great places for walking and cycling, and digitally enabled, connected service support connect across these different places”

Prompts could be:

- infrastructure investment plan i.e. maximise the useful life of existing assets > repurpose & co-locate > replace, create > build new assets
- identifying groupings of options – change perception of what else things could be via scenario testing i.e. different blends of service in localities will show possibilities

- determining the preferred options for this Place. These could include:
 - Where are the areas of greatest need?
 - How limited are the existing choices to meet these needs?
 - Are there opportunities to adapt the existing infrastructure?
 - Is there cross sector collective leadership to drive change?
 - Are local communities engaged and involved?
- consideration of how options can be delivered in partnership

Next steps

Explicitly call out further work to be done:

- scope further stakeholder engagement to co-create the vision (via ‘how will we’)
- review existing services and assets, what’s committed and what might change
- further scenario testing of different blends of service for the Place
- suggest indicative timeframes/milestones for subsequent programme/project delivery
- setting out how subsequent decisions will be made, including assurance.

Process



7 Partnering to deliver future Place

How do we work together to create the future Place?

Place Framework: Place Narrative & Place Actions

What is this for?

This step defines **who will support the creation of the future Place** (users, organisations and partners), giving detailed answers to: “Who will be involved to deliver our future Place?” and “What do we need to change about current partnerships to achieve our future Place?”

This therefore is about creating a Programme that harnesses all different activities and partners. The Programme is the platform for project creation and delivery; so in addition to the who, and what, we articulate the ‘how’; a programme approach.

Part of the ongoing work of the Programme should be about prioritisation, and assurance against the *Place Brief* and success criteria. For example, as per the Investment Framework, ensuring again that there are answers to:

- 1. What are our agreed shared principles?** The core criteria for what we do and how we work together.
- 2. How will we provide assurance?** A governance and operational framework that partners, stakeholders and funders can endorse.
- 3. What are our priorities for change?** A clear statement of what is most important, why that is, and how choices will be made.
- 4. How will we gain approvals?** Respecting and ensuring that the requirements of partners are being met, individually and collectively
- 5. How do we assess our impact?** Learning from the changes we deliver and their impact on the ground.

Planning for delivery should build on early arrangements – using existing partnership forums if appropriate (e.g. leveraging City Region Deals, REPs, CPPs, HSCPs) and at locality levels too (via Area Partnerships). This should align with the Authorising Environment referenced in step 3. It should also include building agreed actions into individual organisations’ commitments and programmes.

As the future Place ideas are refined (perhaps because a new delivery partner has been identified) a new partnership may need established. This should be highlighted to appropriate decision-makers early for discussion and action. The formality or informality of the arrangement would be relevant (i.e. legal agreement with practical implications for commissioning/contracts).

The expectation is that partners will work together to share resources/expertise on delivery against defined outcomes/outputs and a timetable and that diverse community voices continue to play a role.

Process



7 Partnering to deliver future Place

How do we work together to create the future Place?

Place Framework: Place Narrative & Place Actions

Suggested actions

- Review existing good practice advice on partnering from SFT and the OECD '[good local partnering guidance](#)'.
- Engage partner organisations on procurement implications now and in the future
- Review governance & resourcing arrangement for Place-based programme: explicit consideration and assessment of routes to deliver. Consider/decide on:
 - purpose and expected outcomes of the partnership
 - governance framework
 - terms of reference
 - performance monitored and measured
 - risk ID and management
 - roles and functions of each partner
 - obligations, responsibilities and capacity of each partner
 - balance interests and contributions carefully
 - make best use of the strengths of partners
- Consider balance of new discrete programme resources vs mainstreaming responsibility across partners
- Draft outline delivery partnership framework for review.

Outputs

- Updated Approach (governance & operational framework)
- This should support development of related strategic assessments or, with emerging commentary on partnering and procurement marked by *

(Strategic)

- What is the context for this Place initiative?
- What opportunities & challenges are we attempting to address?
- What are the immediate imperatives for change?
- Who are the key stakeholders?
- What benefits are expected?
- What interdependencies does this Place initiative have?*

(Economic)

- What groupings of options have been identified?
- What options were appraised?
- How has Place Principle been applied to optimise relationships, connections and infrastructure?
- What are the preferred options?*

(Financial)

- How could this Place initiative be funded and resourced?*

(Commercial)

- How could options be sourced and delivered in partnership?*

(Management)

- How will this Place initiative be governed and managed?
- How will this initiative engage with stakeholders?
- How will this initiative manage and realise benefits?

Process

* Key output: **Place Diagram**

This should be a simple visual representation of the *Place Brief*, showing clearly delivery against agreed outcomes for the Place. It can be used in communications with all relevant stakeholders, and in related or subsequent business cases and masterplans. Again, it sets out long-term aspirations and should be referred to over several years as a way of measuring progress/success.

The Diagram should be developed with communities – perhaps coordinated via a series of workshop sessions.

Structure

Every Place is unique, and emerging Place Briefs will likely focus on distinctive combinations of ideal features locally. As such, the Guide does not set out a prescriptive template for the *Place Diagram*. Instead, the advice here is on ‘how to develop’ with an example output set out on the next page.

Content

The starting point should be the *Place Brief* which will have established agreement across key partners and communities on desired outcomes. These will likely include considerations and options for connected services, connected opportunities and connected places.

The *Place Diagram* should show where things need to change, and how. That means illustrating the **defining features** (the key physical aspects of the future Place, and how the built and natural environment shape local possibilities); the **areas of greatest need** (showing the communities with the greatest inequality that need support and investment); and **how assets can be used** (the range of assets (including connections in a Place and the services they provide to their communities now and in the future).

Visually, it should demonstrate the value of combining these elements spatially. That is, highlighting how the layering of existing as well as new resources in a Place can have the greatest collective benefit for people who live, work and play there.

Development

Although the *Place Diagram* is a snapshot of activity, it should be developed iteratively to show how activities are being undertaken by different teams and partners but not joined up in a planned way. For example, if we remember the ‘Connecting dots’ scenario:



Often, business cases for individual projects have been approved, but all working to different timescales, briefs and funding. Earlier mapping work may show that there is no clear sense that community priorities are being delivered or co-ordinated across a Place.

There may be individual projects such as a “planned retrofit of social housing stock” by an RSL and “an expansion of active travel network” by the local authority transport team”; as well as “a new community health facility” and “upgrade to the leisure centre”.

Instead, a *Diagram* developed within a Place-based framework will have encouraged all relevant local stakeholders to collaborate on agreed priorities and outcomes. That may mean subsequently stopping or delaying some initiatives, clearly demonstrating where and how some layering of activity would be beneficial, and helping to plan projects thematically.

Overall, it aids defining: “when all this is done, what kind of place will this be?”

Process



8 Programming activities for future Place

How and when we will deliver the future Place, and how will we measure success?

What is this for?

This step should establish a Place Plan, a coherent and credible way to deliver the Place-based work, answering basic practical questions (**how and when we will deliver the activities as set out in the *Place Brief***; how we will measure success; and **how we will share progress with key groups**).

Preparatory work on programming will have been done earlier but we should be developing that from: a clear *Place Brief* with features and outcomes (*why*); a matrix of ideas and initiatives for prioritisation in short (early wins), medium & longer term as in the *Place Diagram* (*how*); and agreed resourcing across partners (*who*), via a *Place Plan*.

Those responsible should coordinate with strategic planning teams in local authority, HSCPs, RSLs etc via the Approach (governance and operational framework).

Partners should continue to champion the Place approach at relevant forums, as per updated stakeholder engagement arrangements. This will likely include frequent reshaping of the *Place Brief* and associated material into compelling change stories for those not closely involved in delivery. The programme will adapt over time as the Brief gets updated.

Governance arrangements will have been updated in previous phases but at this stage formal agreement of all relevant programme material (Brief, Diagram, Plan, benefits realisation, Approach, resourcing and risk management) should be secured from relevant partners, with clear input from communities.

We should be clear that there is ongoing (long-term) Leadership commitment, user Participation and partner collaboration within programme delivery.

Process

8 Programming activities for future Place

How and when we will deliver the future Place, and how will we measure success?

Suggested actions

- Identify additional prioritisation activity and associated resourcing implications
- Identify and commission 'early wins'
- Update *Place Brief* and *Diagram*
- Develop outline *Place Plan*, with programme of activities, milestones and indicative owners
- Refresh and quantify benefits as per stages 2–5 (e.g. efficiency, engagement, carbon)
- Update Approach (governance & operational framework), to include detail on assurance and risk arrangements
- Update stakeholder engagement plan into wider communications plan
- Conduct lessons learned session on process to date, and link to project delivery
- Identify implications for:
 - next stages and planning cycles
 - service planning, budgeting across CPP organisations & partners



Outputs

- Updated Approach (governance & operational framework), including detailed assurance and risk arrangements
- Outline *Place Plan*
- Updated benefits ID and realisation plan
- Updated *Place Brief*
- Updated *Place Diagram*
- Updated stakeholder engagement & communications plan
- Lessons learned
- A useful contacts directory

Scottish Futures Trust
1st Floor
11-15 Thistle Street
Edinburgh EH2 1DF

www.scottishfuturestrust.org.uk

SCOTTISH FUTURES TRUST



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- 1 Learning Hub
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