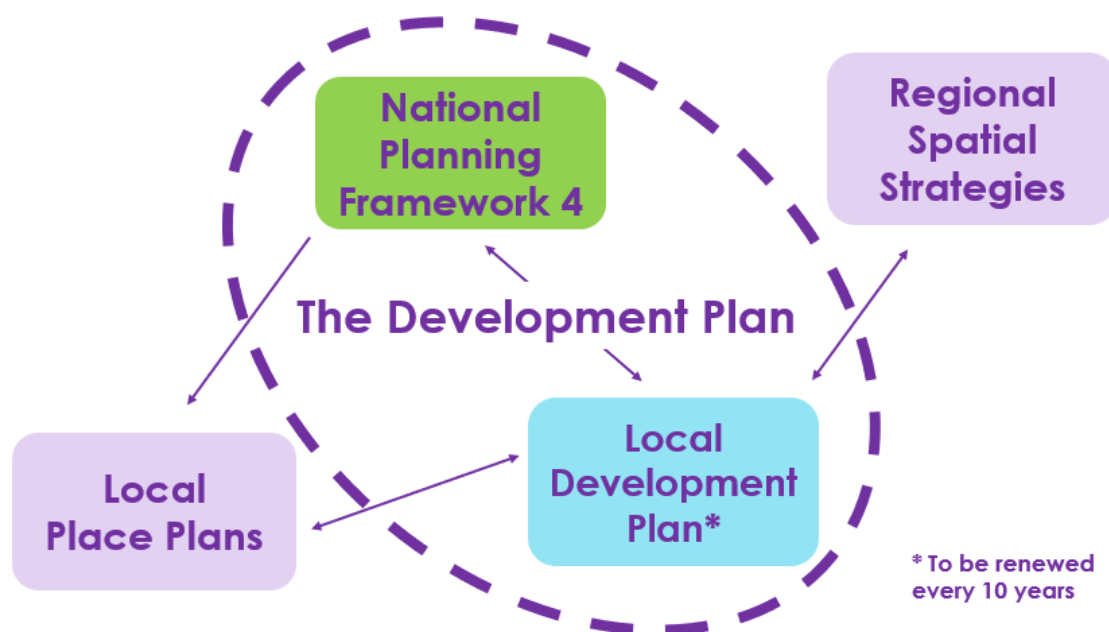


PAS Guide for Community Delivery of Local Place Plans

Overview

This Guide is designed to support your community through the process of developing a Local Place Plan.



This document introduces the Guide by providing an overview to Local Place Plans and their role in the Scottish planning system. Visit the [PAS website](#) for the other sections of the Guide.



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Version 1.2 February 2023

This guidance note is given to the best of our knowledge based on the information we currently have to hand. It will be regularly updated as our understanding of the Local Place Plan process develops.

1. Introduction

Local Place Plans (LPPs) are a new type of plan introduced by the Planning (Scotland) Act 2019. LPPs give communities a statutory right to have their own policy proposals for the development and use of land taken into account by the planning system.

This Guide is intended as a resource for community groups who are thinking of leading and delivering a [Local Place Plan \(LPP\)](#) for themselves. It gives you a framework as to how to develop a Local Place Plan for your area and offers suggestions and options for doing so on a limited budget, without professional support.

Communities who can access funding may want to consider employing an outside provider to co-ordinate and deliver an LPP, or parts of an LPP process, on their behalf. While remaining community-led and controlled, this option can reduce the investment of time and effort required by local community members. PAS can offer this service to a limited number of communities each year. [Contact PAS](#) for an initial conversation and quote.

The suggested approach outlined here is not intended to be prescriptive. Every effort should be made to adapt these recommendations to your local setting and needs. Every place is different and so every LPP process will be different.

We recommend that a collaborative approach be an overarching goal, bringing together different sections and interests in your community so that your final LPP will have buy-in from as many people as possible. Including other important local stakeholders from the council, local landowners and key businesses will also maximise buy-in and deliverability. Such an approach is a key aspect of placemaking as encouraged by the Scottish Government's commitment to the [Place Principle](#). Working in this way will make the ambitions contained within your LPP more inclusive, realistic and deliverable.

The [Our Place website](#) has been developed by the Scottish Government to provide access to resources and support to help communities on their journey.

An excellent [guide to developing a Local Place Plan](#) has also been produced by the Scottish Government, currently still in draft form.

The legislation governing Local Place Plans can be found in [sections 14 and 15](#) of the 2019 Planning (Scotland) Act. Further regulations governing Local Place Plans are laid out in the [\(Local Place Plans\) \(Scotland\) Regulations 2021](#).

For an explanation of the legislation and regulations regarding the content and process requirements connected to a Local Place Plan, please see [Planning Circular 1, 2022 Local Place Plans](#).

2. What is a Local Place Plan and what can it achieve?

When exploring whether to write a Local Place Plan, you may first wish to consider whether an alternative approach may better address your needs. A Local Place Plan may not always be the best way forward for your community.

Definition

Local Place Plans are community-led plans setting out proposals for the *development and use of land*. Introduced by the 2019 Act, these plans will set out a community's aspirations for its future development. Once completed and then registered by the planning authority, they are to be taken into account in the preparation of the relevant Local Development Plan.¹

How Local Place Plans relate to the wider planning system

The statutory documents managing development in the Scottish planning system are the National Planning Framework 4 and the [Local Development Plan](#) or LDP (lying within the dotted line below).

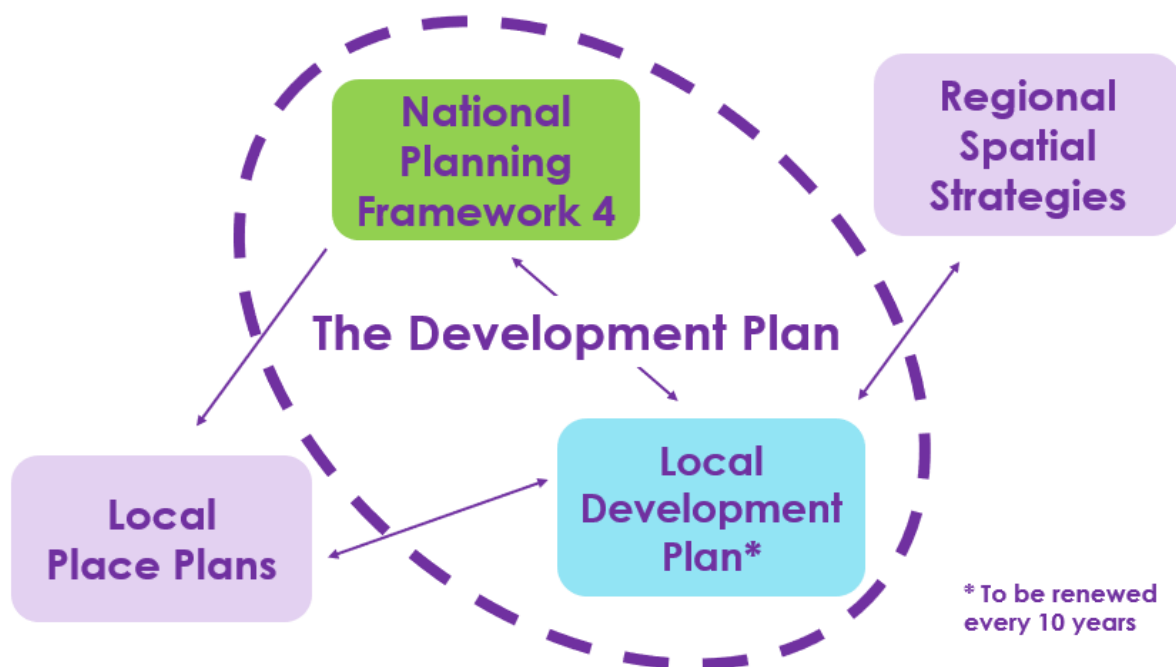


Figure 1: Local Place Plans in the context of the Scottish planning system

Taken together with the National Planning Framework 4, Local Development Plans set out how places should change and what they could be like in the future. Each local authority and the two national parks prepare their own Local Development Plan. This says what type of development should take place where in your region, and which areas should not be developed. It sets out the best locations for new homes and businesses, describes how any new or improved facilities, such as roads, schools and parks, will be provided and protects places of value to people or wildlife.

¹ Planning Circular 1, 2022 Local Place Plans

Local Development Plans are reviewed and updated on a rolling basis every 10 years. When they are reviewed, a public consultation process takes place to allow communities to express their views. In addition, communities may now proactively prepare a Local Place Plan to express their ideas about the policies that should shape development in their place.

Local Place Plans give communities a statutory right to have their ideas taken into account during the preparation of a new Local Development Plan but are not in themselves statutory documents. Policy proposals put forward in a Local Place Plan *may* be included in a Local Development Plan, but equally might not. A planning department, however, will have to show why community proposals have or have not been included.

For the ideas and policies proposed in a Local Place Plan to be considered in the formation of a Local Development Plan, the Local Place Plan must have been submitted to and validated by a local planning authority in the run-up to the process of forming a Local Development Plan. Validation means that all the necessary content and process elements that the legislation defines as being necessary for a Local Place Plan have been checked and approved. Validation does not however mean that the proposals submitted have been accepted – a separate assessment process will need to be undertaken by the local authority before any proposals are incorporated into the next Local Development Plan.

A checklist of requirements for successful validation has been included in Part 1 of this Guide. The engagement process designed by a community to develop a Local Place Plan should ensure that all these legal validation requirements are met and clearly articulated in their plan.

Once validated, the Local Place Plan will be kept on a public register for later consultation by the planning authority. It may also be used in future site-specific assessments for planning permission (see below).

There are provisions for a local authority to remove Local Place Plans from the public register once a new Local Development Plan has been prepared.

What is the difference between a Local Place Plan and a Community Action Plan?

Communities have always been able to produce their own Community Action Plans and will continue to be able to do so. What is different about a Local Place Plan?

Local Place Plans are primarily designed to influence how the policies regulating development of land and buildings in your community are expressed in the Local Development Plan. Unlike most Community Action Plans, Local Place Plans include a spatial vision – a plan described in words – for the community that sets out what and why changes should happen, and a map which shows where. They can also contain policy suggestions the community think should be included in a new Local Development Plan. Similar to a Community Action Plan, an LPP can include a delivery plan indicating how this change might be delivered.

Separately and distinctly, a Local Place Plan can take the opportunity to articulate ideas for a community's future wellbeing that are not controlled by planning legislation or the Local Development Plan. For example, how council services can be delivered locally, how collaboration between local organisations can best happen, and ideas for initiatives that the community could take on itself, or in partnership. Normally expressed through a Community Action Plan (CAP), such issues cannot be addressed by the spatial planning system itself. But a Local Place Plan that includes these elements can nevertheless still be used for advocacy, fundraising and self-organisation in these areas, much like a Community Action Plan.

Some communities develop a Community Action Plan first, including initial ideas for use of land and buildings, and then develop a Local Place Plan around those specific issues as the logical next step. Other communities might use the same consultation process to develop a single document that performs both roles, organised in different sections.

Only if your community specifically wants to influence the policies in your Local Development Plan should you consider creating a Local Place Plan. If your community primarily wants to share ideas for change that are not controlled by the Local Development Plan, or are not interested in influencing the Local Development Plan at all, you should consider a traditional Community Action Plan instead. If both types of outputs are required, you should consider whether you want their engagement process to develop those outputs concurrently (alongside each other) or sequentially (one after the other).

What issues could be classed as related to development?

The 2022 Circular on Local Place Plans states that although not an exhaustive list, examples of development or use of land which could feature in a Local Place Plan might include:

- sites which support climate change adaptation, such as renewable energy or flood mitigation.
- local initiatives for the promotion of active travel and community food growing (that require land or paths/routes to be formed).
- proposals connected to community wealth building linked to changes of use of land or buildings.
- sites for housing, including for affordable housing, new or retained local employment or new tourism/community facilities.
- retaining, improving, and expanding quality open space, play facilities and green/blue infrastructure like community forests or wildlife ponds.
- conservation of the natural/built environment.
- improvements in the town/neighbourhood centre.
- support for an existing policy in a Local Development Plan, or ideas for improving, changing or expanding existing policies (and why).
- support for a national development, as featured in National Planning Framework 4.

The above issues are ones that a planning authority could have regard to when creating a new Local Development Plan.

What issues are not generally directly related to development?

Matters which aren't generally related to 'development' include the following:

- litter management and dog fouling.
- skills and employment training and support.
- improvements to public transport (routes and timetables).
- proposals for community transport (car sharing, community bus).
- proposals which do not fundamentally impact on the long-term use of land, such as occasional activities/events using existing facilities, spaces and places.
- proposals for behaviour change for active travel (e.g cycling proficiency courses).
- ideas for asset transfer or community right to buy that have no specific implications regarding the change of use of land or buildings.
- strategies for co-ordinating the actions of local groups.
- proposals for alternative approaches to council, NHS or national service delivery which do not have a component related to the development or use of land.
- proposals for better communication within the community.
- branding and marketing.
- issues with crime and public disorder/vandalism.
- maintenance issues like potholes, street cleaning, park maintenance.
- issues around health service provision with no land or built environment component.

The elements in this second list could be included in a separate section within a Local Place Plan but cannot be addressed by the spatial planning system. Routes outwith the Local Place Plan validation process would be required to enable action in these areas.

What Local Place Plans can and can't do

As explained in the [Scottish Government Guide to Local Place Plans](#), it is important to understand the limits of Local Place Plans - what they can do for your community, and what they are less suited for. The following table provides some clarity in this regard:

✓	✗
<p>A statement of community aspirations</p> <p>A way of informing future planning policy and development proposals in your area</p> <p>A way of identifying and helping to deliver community projects</p> <p>Through links with the Local Development Plan, a way of helping to deliver a community's development proposals</p> <p>An opportunity to guide developers, local authorities and others towards community objectives, and to deliver projects or services which support the local community</p> <p>Information for other organisations to adapt their activities or proposals to support delivery of community aspirations</p> <p>A tool for collaborative working, within the community and with local authority etc.</p>	<p>A wish list to demand unrealistic investment from others</p> <p>A top-down way of imposing change</p> <p>Means of stopping live development proposals</p> <p>An opportunity to promote individual interests of specific people or organisations</p> <p>An easy way of getting what you want</p>

3. What status will a Local Place Plan have in the planning system?

Many communities will be aiming to influence the specific choices and assessments that are made when planning permission is sought to develop land and buildings in their community.

As currently undertaken, development management processes and assessments undertaken by your local authority do not directly take the Local Outcomes Improvement Plan (LOIP) or Community Action Plans into account when deciding whether a development proposal is acceptable or not. But they *must* take the policies in the Local Development Plan into account because they have significant statutory weight within the planning system.

While a Local Place Plan does not hold statutory weight in the decision-making process like the LDP, the recent Scottish Government [Planning Circular 3 \(2022\)](#) on Development Management Procedures (p58) does specify that while "the range of considerations which might be considered material in planning terms is very wide and can only be determined in the context of each case, examples of possible material considerations include Local Place Plans." The weight afforded to any such consideration is for the decision to assess and determine.

A validated Local Place Plan may sit for a time on the public register before it can be considered during the preparation of a Local Development Plan. During this period, it is not yet clear exactly what weight will be given to a proposal within a Local Place Plan that is at variance with or expands on the policies within the existing statutory Local Development Plan. We are currently awaiting further guidance in this regard. However, it is likely that relevant proposals in a validated Local Place Plan would need to be assessed as a material consideration on a site-by-site basis. An account of how a proposal in a validated LPP was weighed up should also be offered in the relevant Report of Handling.

In any case the [Local Place Plan Circular](#) (para 88 p14) states that "Community Bodies may wish to consider whether the proposals contained within the Local Place Plan may reasonably form a part of representations on individual planning applications". In other words, the ability to object to, support or comment on specific planning applications will still be an option for community bodies. And they can put forward proposals in a validated LPP as a reason for their objection, support or comment.

4. Relationship to other plans

The number of different types of plans and acronyms can be confusing at times. How do Local Place Plans relate to other plans for your area?

- The **National Planning Framework 4** (NPF4) is a national policy document designed to anticipate and guide the future development needs of the whole of Scotland, and explain the policies that the government and local authorities are looking for as new development happens.
- The **Local Outcomes Improvement Plan** (LOIP) articulates the overall policies and goals for the future wellbeing of a region, linked to but not focusing on policies related to land use and development.
- The **Local Development Plan** (LDP) takes the goals of the LOIP into account when it is created, and articulates where and how development should occur in order to achieve these aims.
- A **Community Action Plan** (CAP) can be used to try and influence and deliver the policy goals of the LOIP and organise grassroots efforts to deliver local change.
- A **Local Place Plan** (LPP), meanwhile, is designed to influence the way that the Local Development Plan is shaped.

CAPs and LPPs overlap but have distinct functions. They are framed by and seek to influence the LOIP and LDP respectively. See figure 2 below.

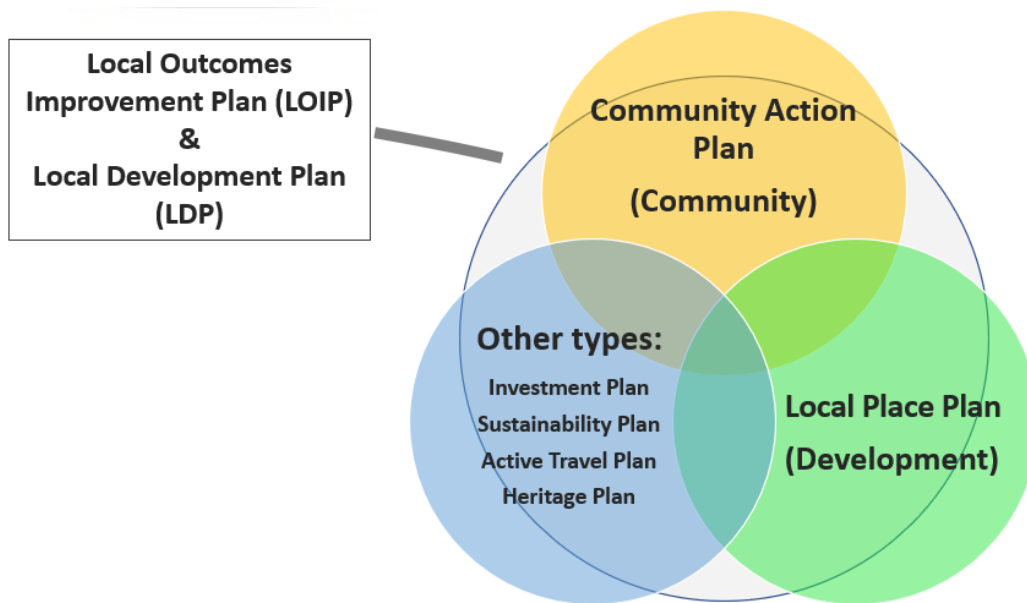


Figure 2: Types of community plans

Other types of community-led plans

Community groups may also consider developing specialist plans, depending on their aims and goals. These specialist plans may include elements that overlap with other plans. For example:

- *Investment Plans* focus on how communities want to see funds and investment deployed in their area
- *Sustainability Plans* focus on local practical and policy responses to mitigate and adapt to climate change
- *Active Travel Plans* focus on local approaches to transforming walking, wheeling and cycling in your local area
- *Heritage Plans* focus on the conservation and protection of historic and important buildings and structures.

5. Is a Local Place Plan right for your community?

At the earliest stages of considering whether to develop a community-led plan, and what type, your initial group of local citizens may want to start by thinking about the end: what outputs are you and the community looking to develop?

While it isn't ever desirable to pre-empt what a community will say, many community leaders and community bodies already have a unique insight into existing community needs and aspirations because they are already at the heart of local relationships and conversations. An awareness of the general trends and issues that are already bubbling up in your community can give an indication of the process or plan to use to best capture your community's needs and desires for the future.

Try brainstorming together and getting all the ideas out that you know your community are talking about. Then discuss what might be the best approach to take:

Questions to consider include:

- What overall themes emerge after all the ideas are laid out?
- Is influencing council service delivery a high priority?
- Are local collaborations and fundraising important?
- Are issues around development and use of land significant? Does your community have specific planning policy concerns or ideas around the future allocation of land?
- Which issues predominate – are they related to development or not generally related to development? (see p5 above)

It may also become clear at this stage that the primary issues are around heritage, active travel, climate change or investment, suggesting that another form of specialist plan may be most appropriate. Consider also where the energy and passion lie within your own group. This may also offer an indication of the goals that you might want to pursue.

By starting here, at the highest level, indications may emerge as to what type of plan will best serve your community at this time. A high number of issues revolving around the use and development of land and buildings may indicate that a Local Place Plan could be particularly appropriate. Or it may become clear that focusing on or starting with a Community Action Plan is the best route, with an aim to express that in a Local Place Plan later.

These conversations are critical because the planning and design of your engagement process depends significantly on the outputs you are aiming to generate. Once you have a rough idea where you are going, you can "reverse engineer" a suitable process that best serves the direction of travel your community needs. For example, if you want to develop a Community Action Plan, there is no need to try and meet all the validation requirements of a Local Place Plan in the way you design your process.

For more insights into planning and preparing for a Local Place Plan engagement process, please see Part 1 of this Guide.

Alternatives to developing a Local Place Plan

It may be that not creating a plan is the best option! Other, less intensive routes to have your voice heard can then be followed, such as:

- Getting involved in existing council consultations on plans, strategies or projects.
 - Local authorities must already create opportunities for communities to have their opinions voiced when the Local Development Plan is reviewed. These opportunities are required in law and have not been revoked. Engaging through this process may be more appropriate than communities taking on the responsibility of developing a Local Place Plan
- Submitting an application for planning permission for a community-led development project.

- Communities that are concerned to establish that a site can be used for a community project rather than an alternative development may decide to simply apply for planning permission, planning permission in principle or pre-application advice to establish whether consent will or is likely to be issued.
- Participation requests
- Community asset transfer

Appendix 1 Essential Content and Process Requirements for a Local Place Plan

For a full explanation of the legislation and the content and process requirements connected to a Local Place Plan, please see [Planning Circular 1, 2022 Local Place Plans](#).

The following summary is not a substitute for a careful reading of that document, just an initial outline.

The fundamental requirement for a Local Place Plan is that it should fulfil the following criteria. It must:

- be prepared by a Community Body;
- be a proposal as to the development or use of land; and
- fulfil the legal requirements set out in the 2019 Act and the 2021 Regulations.

Definition of a Community Body

For the purposes of a Local Place Plan, a Community Body is defined as

- (a) a community-controlled body within the definition given in [section 19 of the Community Empowerment \(Scotland\) Act 2015](#), or
- (b) a community council established in accordance with [Part 4 of the Local Government \(Scotland\) Act 1973](#).

The following is an excerpt from the section 19 of the Community Empowerment (Scotland) Act 2015:

Meaning of “community-controlled body”

In this Part, a “community-controlled body” means a body (whether corporate or unincorporated) having a written constitution that includes the following—

- (a) a definition of the community to which the body relates,
- (b) provision that the majority of the members of the body is to consist of members of that community,
- (c) provision that the members of the body who consist of members of that community have control of the body,
- (d) provision that membership of the body is open to any member of that community,
- (e) a statement of the body’s aims and purposes, including the promotion of a benefit for that community, and
- (f) provision that any surplus funds or assets of the body are to be applied for the benefit of that community.

It is likely that many Development Trusts, Community Anchor Organisations and even some Community of Interest groups will be able to comply with the above criteria. Check your own articles of association and/or constitution to ensure you comply before you embark on a Local Place Plan: you will be required to submit these documents as evidence when your local authority validates your Local Place Plan.

Legal process requirements

For a community-led plan to be considered as a Local Place Plan and therefore, once registered, to be taken into account by the planning authority in preparing its Local Development Plan, the Community Body preparing the plan must fulfil a number of legal criteria.

[Planning Circular on Local Place Plans](#) (para. 10).

The primary legislation governing Local Place Plans can be found in [sections 14 and 15 and schedule 19](#) of the 2019 Planning (Scotland) Act. Further regulations governing Local Place Plans are laid out in the [\(Local Place Plans\) \(Scotland\) Regulations 2021](#).

In Appendix 1 of the next part of this guide (part 1), there is a checklist for LPP validation that summarises the following in a simple table.

Overview

In preparing a Local Place Plan, a Community Body must²

have regard to—
(i) the Local Development Plan for the land, or any part of the land, to which the Local Place Plan relates,
(ii) the National Planning Framework,
(iii) a Locality Plan published for the area to which a proposed Local Place Plan relates,
set out reasons for considering that the Local Development Plan should be amended, and
comply with any prescribed requirements as to—
(iv) the form and content of the plan, and
(v) steps which must be taken before preparing the plan.

Paragraph reference numbers below are given for the relevant sections of the [Planning Circular 1, 2022 Local Place Plans](#).

Form and Content of the Local Place Plan³

The Local Place Plan should include the following information:

Community Body	A description of the identity of the Community Body who prepared the Local Place Plan	Paras 12-17; 37; 40
Map of Boundary	A map that shows the land to which the Local Place Plan relates. This must be sufficiently detailed to enable the boundaries of the Local Place Plan area to be identified. The	Paras 37; 41; 43

² See Schedule 19 para 1 and 2 of the 2019 Planning (Scotland) Act which lays out how community bodies should prepare and submit local place plans

³ See Regulation 3 of the 2021 Regulations

of Local Place Plan	map must identify the location of any land or buildings which the Community Body wishes to identify as being of particular significance to the local area.	
Statement of the Community Body's proposals	A statement of the Community Body's proposals as to the development or use of land within the Local Place Plan area. These must relate to the use and development of land.	Paras 18-21; 41-45
Additional map identifying sites of specific proposals	Where the statement contains a proposal as to the development or use of land which relates to a specific area of land or particular building, or the Local Place Plan identifies land or building that the Community Body considers to be of particular significance to the local area, the Local Place Plan must also contain a map or maps which identify the location of the land or building.	Paras 41-45

Steps which must be taken before submitting the plan for validation by the Planning Authority⁴

Sending the Information Notice	Clear records should be kept of how a Community Body has complied with the statutory requirement to send a copy of the proposed Local Place Plan and information notice to: (a) each councillor for the Local Place Plan area; and (b) a community council any part of whose area is within, or adjoins, the Local Place Plan area.	Paras 49-53
Contents of the Information Notice	The information notice should include: (a) a brief description of the content and purpose of the proposed Local Place Plan; and (b) information as to how and to whom any representations on the content of the proposed Local Place Plan should be made and the date by which they should be made. It is for the community body to decide how long a period to allow for representations to be made, although this cannot be less than 28 days after the date on which the notice is sent.	Paras 54-58

Information that needs to be submitted to the Authority for the LPP to be considered valid⁵

LPP	<ul style="list-style-type: none"> A copy of the proposed Local Place Plan. 	
Confirmation of the Community Body's status	<ul style="list-style-type: none"> A copy of the written constitution of the Community Body must be provided unless it is a community council. 	Paras 61-65

⁴ Regulation 4 of the 2021 Regulations

⁵ Planning Circular 1, 2022 Local Place Plans

	<ul style="list-style-type: none"> Contact address of the Community Body or its nominated representative. 	
Evidence of compliance with the requirements of regulation 4	<ul style="list-style-type: none"> Evidence of compliance with the requirements to contact community representatives: <ul style="list-style-type: none"> A list of the councillors contacted; A list of the community councils contacted; A copy of the information notice. 	Paras 66-67
Having regard to certain plans	<ul style="list-style-type: none"> A statement explaining how the Local Place Plan has regard to: <ul style="list-style-type: none"> (i) the Local Development Plan for the Local Place Plan area; (ii) the National Planning Framework; and (iii) (if applicable) any Locality Plan for the Local Place Plan area. 	Paras 25-31; 68-69
Setting out why the Local Development Plan should be changed	<ul style="list-style-type: none"> An explanation of how the Local Place Plan proposals might align with, or differ from, the relevant policies and development proposals in the National Planning Framework, Local Development Plan and Locality Plan, and why the Local Development Plan should be amended. 	Paras 32-35; 70
Community support for the Local Place Plan	<ul style="list-style-type: none"> A statement setting out: the level and nature of support for the Local Place Plan; and the basis on which this view has been reached, including a description of any consultation in respect of the proposed Local Place Plan. <ul style="list-style-type: none"> a brief description of the activity or activities. an estimation of the number and interests of people/organisations involved. a brief summary of what views were expressed, both in support of, or where they were in opposition to, the proposals. 	Paras 71-73
Copies of additional documents	<ul style="list-style-type: none"> Any additional relevant documents including: <ul style="list-style-type: none"> Evidence and data referred to in the plan. How proposals might be delivered. 	Paras 74-76

A simple checklist to help ensure that the above validation requirements have been met can be found in Appendix 1 to Part 1 of this Guide.