

# **REVIEW OF LOCALITY PLANNING IN GLASGOW**



**Community Empowerment Services**

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# Glossary

CPP	Community Planning Partnerships are collections of partners that come together to take part in community planning. There are 32 CPPs in Scotland, one for each local authority area.
IGF	The Integrated Grant Fund was established in 2010/11 and brought together a number of different Glasgow City Council (GCC) grant funds. The purpose of the IGF changed over time to fit with the strategic direction of GCC and National Outcomes, as well as legislative changes.
SIMD	The Scottish Index of Multiple Deprivation is the Scottish Government's official tool to identify areas of multiple deprivation. The SIMD contains seven domains: income, employment, housing, health, crime, access to services and education.
SOA	The Single Outcome Agreement 2013 was a ten year plan that set out agreed local priorities between CPPs and Scottish Government. SOAs were introduced in 2007 in the Concordat between Scottish Government and the Convention of Scottish Local Authorities (COSLA). These were replaced in 2017 by LOIPs.
LOIP	Local Outcome Improvement Plans are 10 year plans produced by CPPs to set out local priorities for community planning. These were introduced under the Community Empowerment (Scotland) 2015 and implemented on 1 October 2017, replacing the SOA.
PMF	Performance Management Framework is the tool GCPP uses to demonstrate progress on the LOIP and locality plans, as required under the Community Empowerment (Scotland) Act 2015. The PMF is made up of indicators from various sources such as the SIMD and Scottish Household Survey.
CLD	Community Learning and Development is a professional practice that enables people to participate in learning, identify individual and collective goals and take action to bring about change for themselves or their communities. The Requirements for Community Learning and Development (Scotland) Regulations 2013 provide the statutory basis for CLD.

# I CONTEXT

- I.1 The Thriving Places programme is the delivery vehicle for locality planning in Glasgow. The programme was launched as part of the Single Outcome Agreement 2013, before the implementation of the Community Empowerment (Scotland) Act 2015 (referred to as the Act from hereon).
- I.2 The aim of this review is to ensure that the Thriving Places programme meets the statutory locality planning requirements of the Act and gain an understanding of how key stakeholders feel about its progress to date. The review looks at Thriving Places at a programme level, but it is not an evaluation of the 10 currently funded projects.
- I.3 This review also considers how locality planning can grow. This responds to Priority 82 in the Glasgow City Council Strategic Plan 2017 – 2022, which set out an action to identify localities for phase two of locality planning, taking into account SIMD<sup>1</sup> 2020 data and other low level statistics.

## COMMUNITY PLANNING

- I.4 Community planning and locality planning are both covered by Part 2 of the Act. This requires a number of listed partners (some new to community planning) to ‘participate with each other’ and also ‘those community bodies [that] wish to participate in community planning’<sup>2</sup>. Part 2 specifies the provisions for the production of a Local Outcomes Improvement Plan (LOIP)<sup>3</sup> at a CPP level and locality plans at a smaller geographic level.
- I.5 CPPs must engage with ‘community bodies [...] which [...] represent the interests of persons who experience inequalities of outcome which result from socio-economic disadvantage’<sup>4</sup>. The CPP is required to ‘make all reasonable efforts’ to enable and encourage the participation of those community bodies in the Community Planning process. The Part 2: Community Planning Guidance sets out numerous expectations for ‘effective’ community participation. (These can be found later on in this report in Box 2.) These also apply to locality planning.
- I.6 Community planning is defined in the Act as, ‘improvement in the achievement of outcomes resulting from, or contributed to by, the provision of services’<sup>5</sup>. The Act requires that these ‘local outcomes’ are consistent with national outcomes. Further, CPPs must do this ‘with a view to reducing inequalities of outcome which result from socio-economic disadvantage’<sup>6</sup>, except where it is ‘inappropriate’ to do so.

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<sup>1</sup> Scottish Index of Multiple Deprivation. See: <https://www2.gov.scot/Topics/Statistics/SIMD/SIMDInteractive>.

<sup>2</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 4.3.

<sup>3</sup> The LOIP for Glasgow is made up of the Glasgow Community Plan, the Glasgow Community Action Plan and the Performance Management Framework.

<sup>4</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 4.6.

<sup>5</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 4.2.

<sup>6</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 5.

- 1.7 The CPP must consult ‘*appropriate*’ community bodies and persons as part of the production of the LOIP (at CPP level) and locality plans (at a neighbourhood level). This includes the opportunity to comment on draft plans before publication.
- 1.8 The CPP is required to review the LOIP and locality plans and publish progress reports for communities. This must state clearly what role community bodies have had in the community planning process.
- 1.9 The general provisions for consultation and engagement within community planning are important when considering the specific requirements of locality planning. Locality planning can perhaps be seen as the focal point of community planning.
- 1.10 Other parts of the Act are relevant to locality planning. For example, Part 10 of the Act relates to participation in decision making of service users, specifically the ‘*allocation of [...] financial resources [...] and such other resources as may be specified*’<sup>7</sup>. In practice, this typically means either participatory budgeting or co-production. Participation Requests, Community Rights to Buy Land and Asset Transfer Requests are linked in practice to locality planning.

## LOCALITY PLANNING

- 1.11 Locality planning has two main functions<sup>8</sup>. First, ‘*that working within a locality or neighbourhood enables CPPs and their partners to tackle inequalities for communities facing disadvantage*’. Second, ‘*it is often easiest for community bodies to participate in community planning at locality or neighbourhood level, where it can have most relevance to their lives and circumstances*’.
- 1.12 A ‘locality’ is set by the Community Planning (Locality Planning) (Scotland) Regulations 2016 at no more than 30,000 people or an electoral ward. The Community Planning Guidance states, however, ‘*in practice, we expect CPPs will often identify small communities (with populations of fewer than 10,000 residents) as localities*’<sup>9</sup>.
- 1.13 The purpose of a locality plan is set out in the Act: ‘*local outcomes to which priority is to be given by the community planning partnership with a view to improving the achievement of the outcomes in the locality [...] a description of the proposed improvement in the achievement of the outcomes, and [...] the period within which the proposed improvement is to be achieved*’<sup>10</sup>.

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<sup>7</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 10 – Participation in Decision-making*, 139.4.

<sup>8</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 142.

<sup>9</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf> para. 151.

<sup>10</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 10.3.

- I.14 Locality plans should contain an area profile and an action plan – a story of the place as it is and a story of the intended change over a 10 year period. Local communities should have a say in the production of both the profile and the action plan.
- I.15 The locality profiles in locality plans should take into account the ‘needs and circumstances’ of the locality’s residents<sup>11</sup>. The Guidance states that locality plans should present ‘clear, evidence-based and robust understanding of needs, circumstances and aspirations of communities in the locality [...] reflect[ing] the perspectives and ambitions of local communities and the business and third sectors’<sup>12</sup>. The Guidance specifically references the National Standards for Community Engagement (see Appendix 6).
- I.16 Locality plans should clearly state short (1 year), medium (3 year) and long term outcomes (10 year)<sup>13</sup>. The CPP is directed to set out resources and actions for short and medium term outcomes, ‘agreed by it and the community’<sup>14</sup>.
- I.17 The CPP is required to produce a locality plan for neighbourhoods ‘in which persons residing there experience significantly poorer outcomes which result from socio-economic disadvantage’<sup>15</sup>, compared to the wider CPP area. The Guidance also notes, ‘It is for the CPP to decide which neighbourhoods should be subject to locality planning [...] where a CPP has several localities in which communities experience significantly poorer outcomes than either the rest of the CPP area or Scotland as a whole, then it **must** undertake locality planning for each of these’<sup>16</sup>[emphasis added].
- I.18 In addition, ‘CPP may also **choose** to apply locality planning approaches to other or **all** neighbourhoods in their area’<sup>17</sup> [emphasis added]. The guidance states that CPPs are also required to reduce inequalities experienced by communities of interest, which are not necessarily fixed to deprived neighbourhoods but formed through shared characteristics, beliefs or passions. For example, faith-based, minority ethnic or LGBTI+ communities.
- I.19 Communities of place and interest are not necessarily separate, ‘communities are best viewed as if they were Chinese nesting boxes, in which less encompassing communities... are nestled within more encompassing ones’<sup>18</sup>. Communities of practice also occur within organisations, with the shared characteristics of vocational values. Usually, partnership working rather than community engagement is used to describe the involvement of communities of practice.

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<sup>11</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 10.5.

<sup>12</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 153.

<sup>13</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 155.

<sup>14</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 156.

<sup>15</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 9.3.

<sup>16</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf> para. 146.

<sup>17</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf> para. 144.

<sup>18</sup> Etzioni, A. (1993) ‘The Spirit of Community: Rights, Responsibilities and the Communitarian Agenda’, Crown Publishers, p. 32.

- I.20 The Act requires CPPs to identify and consult ‘appropriate’ community groups and persons during the production of a locality plan. The Act states, “‘community bodies’, in relation to a community planning partnership, means bodies, whether or not formally constituted, established for purposes which consist of or include that of promoting or improving the interests of any communities (however described) resident or otherwise present in the area’<sup>19</sup>. This definition is important as it clearly demonstrates that CPPs are not just required to engage with formal third sector organisations, but less formal, grassroots community groups too.
- I.21 Although the Act requires CPPs to ‘consult’ appropriate community bodies and persons, rather than engage them, the Guidance stresses that, ‘[e]ffective engagement with communities should be integral to approaches to tackle inequalities’<sup>20</sup>.
- I.22 Consultation with appropriate community bodies on draft locality plans is a specific duty of the CPP. The guidance also suggests ‘consulting directly with communities’<sup>21</sup>. With regards to identifying local priorities this would typically mean carrying out a door-to-door survey in the locality, alongside consultation with local businesses and services. For agreeing draft action plans this would usually require a community event, with feedback further refining the locality plans.
- I.23 The CPP is required to publish annual progress reports on locality plans **for communities**, with the aim of identifying improvements in the local outcomes. These are due by the end of September every year. These need not be formal reports, with the guidance (particularly the plain English guidance) suggesting various means of reporting.
- I.24 As well as annual progress reporting, the CPP is required to review and, if necessary, revise locality plans. No specific time period for this is stated, with the Act simply noting ‘from time to time’, but the purpose of these periodic updates is clear; ‘[e]ach community planning partnership must keep under review the question of whether it is making progress in improving the achievement of each local outcome referred to in [the] locality plan’<sup>22</sup>. Locality plans have subsequently been described as living documents.

## LOCALITY PLANNING ACROSS SCOTLAND

- I.25 The Act required all CPPs across Scotland to publish locality plans by October 1<sup>st</sup> 2017. Despite this requirement, the implementation of locality planning across Scotland has been patchy. This is hard to gauge due to the implementation of (health and social care) locality planning at a larger geographic scale through the Public Bodies (Joint Working) Scotland Act 2014<sup>23</sup> (for example, health and social care locality planning in Glasgow fits with the three community planning sectors) and because locality planning has also been branded differently across Scotland.

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<sup>19</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2: Community Planning*, 4.9.

<sup>20</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2: Community Planning*, para. 34.

<sup>21</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf> para. 159.

<sup>22</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 11.1.

<sup>23</sup> In Glasgow the Health and Social Care Locality Planning sectors match the three Community Planning sectors that have been in place since 2013. In practice, Health and Social Care Locality Plans and Community Planning Locality Plans are not overtly linked in Glasgow.

- I.26 In East Ayrshire, for example, Vibrant Communities is the brand for locality planning as well as Community Learning and Development (CLD) more broadly. Vibrant Communities<sup>24</sup> has co-produced 17 Community Led Action Plans since 2013, but it has a wider remit covering funding advice, youth empowerment, health and wellbeing, literacies and learning, play and parental bonding, sport and physical activity, community empowerment, befriending and volunteering. Each Community Led Action Plan covers a five year period.
- I.27 A Community Action Plan Forum and an annual Communities Conference share practice across the different local areas. Two representatives from community councils and the Community Action Plan Forum sit on the Community Planning Board. These plans are produced using a peer-based approach, in which local people carry out a door-to-door survey to identify local priorities. The co-production of Community-led Action Plans is supported by Star Development Group, who act as a neutral facilitator.
- I.28 Locality Improvement Plans in Edinburgh focus on larger populations (for example, the South West Edinburgh Locality Plan covers a population of 114,077), but within the plans there is a focus on smaller areas. (Broomhouse/Saughton, for example, has a population of 9,000.)
- I.29 The plans are linked to the City of Edinburgh Council Business Plan and Local Development Plan, the Edinburgh Partnership Children's Services Plan, NHS Lothian Strategic Plan, Edinburgh HSCP Strategic Plan, Police Scotland Local Place Plans, the Local Fire and Rescue Plan for the City of Edinburgh, and Edinburgh's Voluntary Organisations' Council and Volunteer Centre Edinburgh's Everybody's Edinburgh.
- I.30 Locality planning, as with other parts of community empowerment, is supported by Scottish Government through the Empowering Communities Programme, which now contains the Investing in Communities Fund and the Aspiring Communities Fund.
- I.31 Locality planning in Scotland is likely to change with the passing of the Planning (Scotland) Bill, which is currently at third stage in Scottish Parliament. In its current form, the Bill enables a community body to submit a Local Place Plan. The community body must have regard for the local development plan, the National Planning Framework and comply with any other prescribed requirements. Planning authorities are required to maintain a register and map of valid Local Place Plans.
- I.32 In the Planning (Scotland) Bill, '*community body*' refers specifically to a community-controlled body as defined in the Community Empowerment (Scotland) Act 2015 or community council as established in accordance with the Local Government (Scotland) Act 1973<sup>25</sup>. This could be challenging in Glasgow where some neighbourhoods have multiple community-controlled housing associations and up to three community councils. For example, Easterhouse has eight community-controlled housing associations with stock in the neighbourhood and potentially two community councils (as one is currently inactive).

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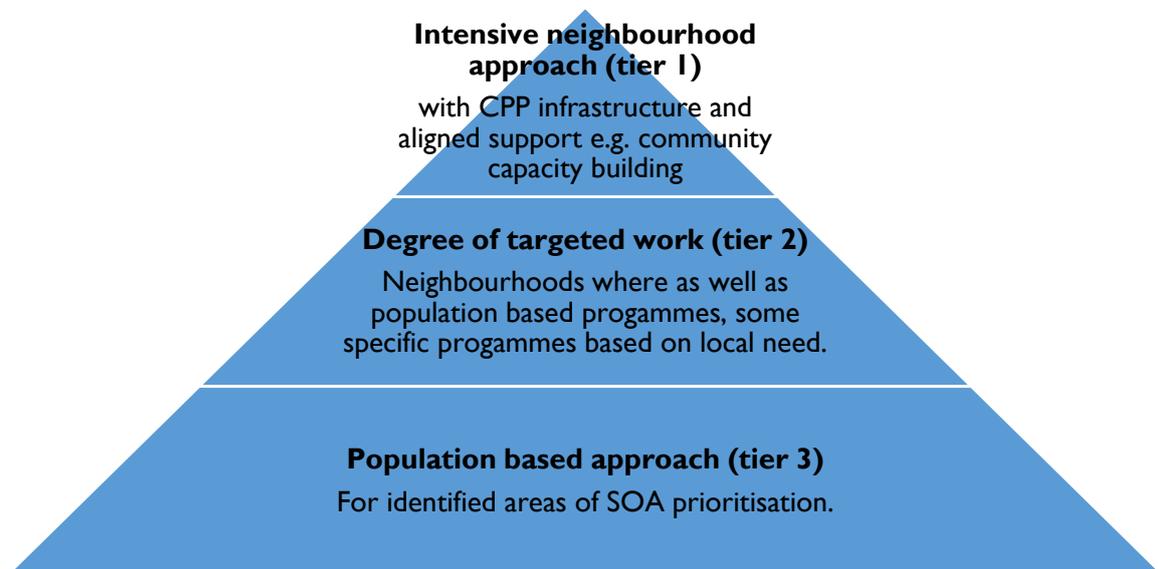
<sup>24</sup> See East Ayrshire Council (2017) *Vibrant Communities: The Next Chapter*, accessed on 08/05/19 at: <https://www.east-ayrshire.gov.uk/Resources/PDF/V/Vibrant-Communities-The-Next-Chapter.pdf>

<sup>25</sup> Scottish Parliament (2018) *The Planning (Scotland) Bill [as amended at Stage 2]*, accessed on 23/05/19 at: [https://www.parliament.scot/S5\\_Bills/Planning%20\(Scotland\)%20Bill/SPBill23AS052018.pdf](https://www.parliament.scot/S5_Bills/Planning%20(Scotland)%20Bill/SPBill23AS052018.pdf) Schedule 19 (3).

## A BRIEF HISTORY OF THE THRIVING PLACES PROGRAMME

- I.33 Thriving Places was introduced in the Single Outcome Agreement (SOA) 2013. Figure I below illustrates the model contained in the SOA. This approach is based upon the small geographies set out by the 56 Glasgow City Neighbourhoods, shown in Appendix I.
- I.34 Originally, Thriving Places had no new funding attached, *‘this approach is not about levering in any additional funding but instead is about investigating how community planning partners can jointly work together in new ways across a range of issues, with associated infrastructure and support, such as supporting community capacity building’*<sup>26</sup>. This is consistent with one of the key arguments for co-production, *‘doing more for less’*<sup>27</sup>.

**Figure I: Tiered Neighbourhood Approach**<sup>28</sup>



- I.35 The Thriving Place approach was implemented by a *‘full local Working Group’* at neighbourhood level, with political leads and a *‘co-ordinating partner’*. The idea of a co-ordinating partner was replaced with a community anchor organisation approach. By February 2014 resources had been identified to fund *‘Community Organisers’* in the three initial areas of Gorbals, Parkhead and Dalmarnock and Ruchill/Possilpark. The Community Organisers (renamed Community Connectors over time) were employed by the community anchor organisations, funded by the Integrated Grant Fund (IGF) with support from the HSCP.

<sup>26</sup> South Area Coordination Group, *Progress on Glasgow’s Single Outcome Agreement 2013*, Agenda Item 3.1, para. 3.8.

<sup>27</sup> Löffler, Elke and Watt, Peter (2009), *Understanding the efficiency implications of coproduction*, see [https://www.researchgate.net/publication/261913806\\_Understanding\\_the\\_Efficiency\\_Implications\\_of\\_Co-Production](https://www.researchgate.net/publication/261913806_Understanding_the_Efficiency_Implications_of_Co-Production)

<sup>28</sup> Glasgow Community Planning Partnership (2013) *Glasgow’s Single Outcome Agreement 2013*.

1.36 The community anchor organisation approach has been adopted in nine localities. A different approach is being taken in Govan and the Community Connector will be directly employed by GCC, within the Community Empowerment Services area team. (See Programme Management and Co-ordination in Section 3 for further details.) Community anchor organisations have a strong role to play in community development:

1.37 *‘Where community anchors are already working as grassroots institutions for local democracy and showing commitment to community participation and deliberation in their own governance and decision-making, then they are well placed to offer the facilitative leadership [...] Their complex networks and leadership can build: new public participation processes; community resilience for local sustainable development; and collaborative strength across state and communities’<sup>29</sup>.*

1.38 As well as the three tiered approach, the SOA 2013 set out principles and outcomes for the Thriving Places approach. These are shown in Table 1 below.

**Table 1: SOA 2013 Principles and Outcomes for the Thriving Places Approach<sup>30</sup>**

Principles	Outcomes
1. We are willing and able to respond to local needs in a flexible way, and change the way in which resources are allocated if required	1. The creation of more resilient, sustainable communities which are stable, thriving and growing and people are proud to live in
2. A long term focus on partnership working ( <i>up to 10 years if required</i> )	2. Communities have more aspiration and influence over the planning and commissioning of local services by CPP partners
3. Joint working at a very local community level – more local than many previous approaches	3. Communities across the city which would work in partnership with CPP bodies to develop services for local residents
4. A focus on community capacity building and working with community anchors	4. Levels of demand for particular local services shift (both up and down) as both needs and awareness levels change
5. A focus on co-production between communities and organisations	
6. Intensive activity to build social capital and empower communities, making the most of the assets in a neighbourhood to do this, be they the buildings, the organisations or the people	

1.39 It was emphasised that Thriving Places was not a top-down programme, with *‘no single plan for Thriving Places. The approach should come from the ground up’*. Plans for the first three areas were to be produced by September 2014 and it was agreed to establish a citywide Thriving Places Working Group, to meet every three months to share information.

1.40 A Locality Planning Officer was appointed in March 2017 to coordinate the development for locality plans that were to be published by 1 October 2017. This work

<sup>29</sup> What Works Scotland (2018) *‘Policy and Practice Briefing: Public services built around people and communities: exploring the roles of community anchor organisations in public service reform and social change’*.

<sup>30</sup> Glasgow Community Planning Partnership (2013) *Glasgow’s Single Outcome Agreement 2013*, accessed on 22/04/19 at: <https://www.glasgowcpp.org.uk/CHttpHandler.ashx?id=15989&p=0> , page 32.

was overseen by the Locality Planning Steering Group (since renamed the Thriving Places Steering Group in October 2018).

- 1.41 All locality plans were published on 30 September 2017. Draft versions going through Area and Sector Partnerships and the final versions were signed off by the GCPP Strategic Board on 26 September 2017.
- 1.42 The original principles and outcomes of Thriving Places were revised based on feedback from the first Thriving Places Conference in March 2018. These were subsequently passed to the Locality Planning Steering Group for comment and published on the GCPP website. The refreshed principles and outcomes are shown in Table 2 below.

**Table 2: Revised Principles and Outcomes for the Thriving Places Programme**

Principles	Outcomes
1. Empowering local people to have a real say in decisions that affect the local area	1. The local areas feel like good places to live, learn, work or volunteer in
2. Supporting local community groups, organisations and services to really engage with local people	2. Local people feel connected not just to each other and their local areas, but the surrounding city too
3. Bringing together community groups, services and organisations to improve the quality of people’s lives in the local area	3. Local people have access to the same opportunities as people from other parts of the city

**THE PLACEMAKING CONTEXT**

- 1.43 Scottish Government and COSLA have agreed to adopt the Place Principle (see Box 1). The Place Principle has become embedded in place based programmes and associated funding streams, such as the Investing in Communities programme. In practice this draws together (spatial) planning and community planning.

**Box 1: The Place Principle<sup>31</sup>**

*‘Place is where people, location and resources combine to create a sense of identity and purpose, and is at the heart of addressing the needs and realising the full potential of communities. Places are shaped by the way resources, services and assets are directed and used by the people who live in and invest in them.*

*A more joined-up, collaborative, and participative approach to services, land and buildings, across all sectors within a place, enables better outcomes for everyone and increased opportunities for people and communities to shape their own lives’.*

<sup>31</sup> <https://www.gov.scot/publications/place-principle-introduction/>

## 2 METHODOLOGY

2.1 The review was carried out between December 2018 and May 2019, using mixed research methods. These included:

- an online survey,
- four focus groups with key staff at locality level,
- participant observation at citywide and locality steering groups,
- analysis of resources allocated through IGF to Thriving Places,
- an analysis of SIMD data and other low level statistics,
- horizon scanning of Locality Planning across Scotland,
- analysis of key steering and working group papers, and
- a review of the legislative requirements.

2.2 The online survey was used to gain an understanding from a broad audience of stakeholders involved in Thriving Places. The questionnaire used for the online survey can be found in Appendix 3. The survey link was emailed to everyone currently on a distribution list for the Thriving Places Steering Groups at citywide and locality levels. The link was initially sent to 519 individuals directly involved in Thriving Places, with 107 complete responses and a further 14 incomplete responses. The survey was open from 25 February 2019 to 14 March 2019.

2.3 Four focus groups were carried out with 21 stakeholders who work at locality level to gain a better understanding of how locality planning works in practice. Participants included Community Connectors, CES area teams and officers from the HSCP Health Improvement Teams.

2.4 It should be noted that findings from the survey and focus groups provide an insight into the *perception* of locality planning, rather than actual performance.

# 3 FINDINGS

3.1 The findings of the review are broken down into seven key areas:

- Selection of Localities
- Community Involvement
- Participation in Decision Making
- Partnership Working
- Performance
- Funding
- Programme Management and Co-ordination

## SELECTION OF LOCALITIES

3.2 As noted earlier, the guidance states that ‘where a CPP has several localities in which communities experience significantly poorer outcomes than either the rest of the CPP area or Scotland as a whole, then it must undertake locality planning for each of these’<sup>32</sup>. It follows then that the selection of localities should be based on SIMD and other relevant small area data.

3.3 The initial nine localities were identified prior to the Community Empowerment (Scotland) Act 2015. This was done primarily through analysis of SIMD 2012 across the 56 neighbourhoods in Glasgow, with the caveat that three neighbourhoods would be selected for each community planning sector, i.e. North East, North West and South.

3.4 The Neighbourhood Working Group (also referred to in some papers as the Neighbourhood Sub-group) made recommendations to the Senior Officers Groups<sup>33</sup> for the North West, North East and South sectors to select nine neighbourhoods that would become Thriving Places. This work was supported by a research consultant from ODS Service Limited. The Neighbourhood Working Group recommended 12 areas and these are shown in Table 3, along with the areas selected for the SOA 2013, the current Thriving Places and the 10 most deprived neighbourhoods in the city, based on local share of 20% most deprived data zones.

3.5 In the North East and North West Sectors, Thriving Places were selected solely on SIMD 2012 rankings and agreed by Sector Partnerships. However, in the South Sector additional factors were considered by the South Senior Officers Group. As a result, Castlemilk was not selected as Thriving Place by the South Senior Officers Group, despite being the most deprived neighbourhood in the sector. This was because, ‘it was recognised that high levels

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<sup>32</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf> para. 146.

<sup>33</sup> The Sector Senior Officers Groups may comprise one member for each of the following examples as appropriate: GCC Development and Regeneration Services, GCC Education Services, GCC Neighbourhoods and Sustainability, Glasgow FE Colleges, GHA, Glasgow Life, Jobs and Business Glasgow, Voluntary Sector Networks, local housing associations, NHS Greater Glasgow and Clyde, Police Scotland, Scottish Fire and Rescue Service and Skills Development Scotland.

of partnership working were already taking place in these neighbourhoods to address specific outcomes and that there was less opportunity for the CPP to add value through the SOA Thriving Neighbourhoods approach<sup>34</sup>.

3.6 The far right column in Table 3 emphasises that relative patterns of deprivation have changed since SIMD 2012. Seven of the current Thriving Places feature in the 10 most deprived areas (when using local share of 20% most deprived data zones, the measure used originally). Ruchill and Possilpark, the Gorbals and Govanhill do not feature.

**Table 3: Selection of Neighbourhoods<sup>35</sup>**

	<b>Recommended Thriving Neighbourhoods</b>	<b>SOA 2013 Thriving Places</b>	<b>Current Thriving Places</b>	<b>Current 10 Most Deprived Neighbourhoods*</b>
<b>North East</b>	Parkhead/ Dalmarnock, Easterhouse, Springboig and Barlanark, Ruchazie and Garthamlock	Parkhead/ Dalmarnock, Easterhouse, Springboig and Barlanark	Parkhead, Dalmarnock and Camlachie, Easterhouse, Springboig and Barlanark	Easterhouse, Parkhead and Dalmarnock Balornock/ Barmulloch, Springboig/ Barlanark
<b>North West</b>	Drumchapel, Ruchill/Possilpark, Lambhill/Milton, Springburn <sup>36</sup>	Drumchapel, Ruchill/ Possilpark, Lambhill/Milton	Drumchapel, Ruchill/ Possilpark Lambhill/Milton	Drumchapel, Lambhill/Milton,
<b>South</b>	Castlemilk, Priesthill and Househillwood, Toryglen, Gorbals, Govan	Gorbals, Priesthill and Househillwood, Govan	Gorbals, Priesthill and Househillwood, Govan, Govanhill	Castlemilk, Priesthill and Househillwood, Greater Govan, Corkerhill/North Pollok

\*Based on local share of 20% most deprived data zones, SIMD 2020.

3.7 It is challenging to select a relatively small number of localities in Glasgow based on SIMD data, due to the scale of deprivation in the city.

3.8 Deprivation is widespread and heavily embedded across the city. Nearly half (44%) of the city's data zones are in the 20% most deprived data zones in Scotland. Nearly a fifth (18%) of Glasgow's data zones are in the 5% most deprived data zones of Scotland.

3.9 Table 4 below presents the 20 neighbourhoods where a quarter of data zones are in the 5% most deprived data zone in Scotland, based on SIMD 2020. These are currently the most deprived neighbourhoods in Glasgow, using this measure. Current Thriving Places are indicated in green. Govanhill, currently a Thriving Place, does not feature in this table, being ranked 35 of 56 neighbourhoods. It is also notable that most of these neighbourhoods are located in the North East Sector. Appendix 2 shows these areas on

<sup>34</sup> South Sector Partnership, 16th April 2013 Agenda Item 4.

<sup>35</sup> Thriving Places was originally named 'Thriving Neighbourhoods'.

<sup>36</sup> Springburn is now in the North East Sector.

the Glasgow neighbourhoods map. Table 4 also shows the local share of 5% most deprived data zones in Scotland, based on SIMD 2016.

3.10 Again, the guidance states that CPPs are **required** to carry out locality planning in all neighbourhoods that are deprived, but can choose to do so in all neighbourhoods.

**Table 4: Ranking of Glasgow Neighbourhoods, by Local Share of 5% Most Deprived Data zones in Scotland (SIMD 2016/SIMD 2020)**

Rank by Local Share	Glasgow Neighbourhoods	Sector	SIMD 2020 Local Share of 5% Most Deprived Data Zones	SIMD 2016 Local Share of 5% Most Deprived Data Zones	Total Population
1	Castlemilk	South	65%	60%	14,735
2	Easterhouse	North East	58%	50%	8,903
3	Priesthill and Househillwood	South	58%	67%	8,311
4	Drumchapel	North West	56%	69%	12,676
5	Ruchill / Possilpark	North West	53%	53%	11,235
6	Parkhead / Dalmarnock	North East	50%	80%	12,478
7	Lambhill / Milton	North West	50%	56%	10,467
8	Sighthill/Roystonhill/Germiston	North East	44%	17%	6,225
9	Blackhill / Hogganfield	North East	40%	40%	3,470
10	Ruchazie / Garthamlock	North West	40%	40%	8,468
11	Springburn	North East	39%	39%	14,100
12	Arden / Carnwadric	South	36%	45%	9,400
13	Springboig / Barlanark	North East	35%	35%	14,426
14	Riddrie / Cranhill	North East	31%	31%	11,975
15	Haghill / Carntyne	North East	30%	30%	8,940
16	Tollcross / West Shettleston	North East	29%	33%	16,386
17	Greater Gorbals	South	27%	55%	9,789
18	Calton / Bridgeton	North East	26%	32%	19,120
19	Blairdardie	North West	25%	25%	3,799
20	Greater Govan	South	24%	24%	14,358

## COMMUNITY INVOLVEMENT

3.11 The Act sets out specific provisions for the consultation of appropriate community bodies in identifying local priorities and agreeing short and medium term outcomes with communities. As noted, feedback to communities is required through annual progress reports. The guidance sets out five expectations for effective community participation. These are shown in Box 2.

### Box 2: Expectations of Community Participation<sup>37</sup>

1. The CPP and community planning partners work with community bodies to ensure that all bodies which can contribute to community planning are able to do so in an effective way and to the extent that they wish to do so.
2. The CPP and community planning partners have a clear understanding of distinctive needs and aspirations of communities of place and interest within its area, as a result of effective participation with community bodies.
3. Effective community participation informs decisions about the CPP's priorities, how services are shaped and resources deployed; this includes working with community bodies on co-production where these bodies wish to do so.
4. Effective community participation informs how the CPP manages and scrutinises performance and progress, and how it revises its actions to meet its ambitions as a result of its performance management.
5. The CPP embraces the principles of effective co-production which is aimed at combining the mutual strengths and capacities of all partners (including community bodies) to achieve positive change.

3.12 The online survey contained several questions covering different aspects of community participation. 52% of respondents felt that the identification of local priorities in Locality Plans were based on consultation with appropriate community bodies and around the same proportion (51%) felt that local residents were consulted to identify local priorities. Table 5 below shows how respondents perceive the programme's support for various forms of participation. This shows a generally positive pattern of confidence in Thriving Places, but this decreases as participation becomes less about consultation and more about the active involvement of communities.

3.13 Half of survey respondents (50%) agreed that the Thriving Places is supported effectively by Community Connectors, with 16% disagreeing and a third (34%) neither agreeing nor disagreeing. It was noted during focus groups that a collective responsibility for community engagement is required, as *'one person cannot do this effectively as the areas are too big'*.

<sup>37</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, page 12.

**Table 5: Perception of Community Participation within Thriving Places**

The Thriving Places programme...	Agree	Disagree	Neither Agree Nor Disagree
is good at consulting local people	59%	20%	22%
responds to the views of local people	53%	22%	26%
supports the participation of local communities in community planning	52%	25%	23%
enables community engagement to have a significant impact on priorities within locality plans	44%	30%	26%

3.14 The survey asked which tools are used to consult or engage communities across the Thriving Places programme. The most common methods include focus groups (56%), public meetings (52%), round-table workshops (41%), displays and exhibitions (39%) and door-to-door surveys (37%). Some of these tools are most effectively used as part of a consultation rather than community engagement, as Table 6 below indicates. This shows survey responses alongside a typology of participation methods based on the Scottish Health Council's Participation Toolkit.

**Table 6: Overview of Participation Tools Used across Thriving Places<sup>38</sup>**

Tools	Survey Response	Inform	Consult	Engage	Empower	Evaluate
Citizens' Assemblies	2%					
Citizens' Juries	3%					
Comments Cards	16%					
Digital Stories	15%					
Displays and Exhibitions	39%					
Door-to-door Survey	37%					
Electronic Voting	11%					
Focus Groups	56%					
Online Survey	16%					
Open Space	28%					
Place Standard	24%					
Planning for Real	5%					
Process Mapping	14%					
Public Meetings	52%					

<sup>38</sup> Adapted from Scottish Health Council (2014) *The Participation Toolkit: Supporting Patient Focus and Public Involvement in NHS Scotland*, accessed on 11/03/19 at:

[http://scottishhealthcouncil.org/patient\\_public\\_participation/participation\\_toolkit/the\\_participation\\_toolkit.aspx#.XIYvYDY3ZHg](http://scottishhealthcouncil.org/patient_public_participation/participation_toolkit/the_participation_toolkit.aspx#.XIYvYDY3ZHg).

Round-table Workshops	41%					
Solution Circles	4%					
Storytelling	13%					
Talking Mats	2%					
World Café	14%					
Other	24%					

3.15 Around a fifth (24%) of respondents marked ‘other’ as a response, although a third of them stated they did not actually know what participation tools had been used. Over a quarter (28%) of the ‘other’ responses indicated a need for training on effective community engagement for local workers, volunteers and communities or a coherent, joined-up approach to community engagement:

3.16 *‘Support community development workers/graduates/interns or trained volunteer groups to reach into the community and research as part of a capacity building programme’*

3.17 *‘If all partners worked together on an agreed approach to community engagement, engagement would change for the better and would benefit local people’.*

## PARTNERSHIP WORKING

3.18 The Act requires that, *‘in carrying out community planning, the local authority and [key community planning partners<sup>39</sup>] must [...] participate with each other, and [...] participate with any [appropriate] community body [...] in such a way as to enable that body to participate in community planning<sup>40</sup>’*. Communities should be seen as partners in community planning and locality planning. Community engagement and partnership working should be seen as intertwined, complementary processes.

3.19 The SOA 2013 emphasised *‘mapping out existing resources or assets in an area and identify ways in which better outcomes could be achieved through service re-design<sup>41</sup>’*. Asset mapping that includes all aspects of associational life within a locality is particularly beneficial for identifying appropriate community bodies who are not currently involved in community planning structures and then broadening out partnership working. Asset mapping is generally the first step in asset-based community development approaches like the Thriving Places programme.

3.20 Two-thirds of survey respondents (67%) felt that the Thriving Places programme encouraged collaborative working between partners. Just under half of respondents (43%)

<sup>39</sup> Schedule 1 of the Community Empowerment (Scotland) Act 2015 lists the following core partners: Regional Board for Glasgow Colleges, Police Scotland, the NHS Health Board, Historic Environment Scotland, the Integration Joint Board, Scottish Enterprise, The Scottish Environment Protection Agency, The Scottish Fire and Rescue Service, Scottish Natural Heritage, The Scottish Sports Council, The Skills Development Scotland Co. Limited, Strathclyde Partnership for Transport and VisitScotland.

<sup>40</sup> Scottish Parliament (2015) *Community Empowerment (Scotland) Act 2015, Part 2 – Community Planning*, 10.3.

<sup>41</sup> Glasgow Community Planning Partnership (2013) *Glasgow’s Single Outcome Agreement 2013*, accessed on 22/04/19 at: <https://www.glasgowcpp.org.uk/CHttpHandler.ashx?id=15989&p=0>, page 32,

felt that Thriving Places delivers the work of partners outlined in Locality Plans, with a third (33%) disagreeing and 24% neither agreeing nor disagreeing. Respondents suggested several ways to improve partnership working within the Thriving Places programme and these are shown in Box 3 below.

**Box 3: Improving Partnership Working within the Thriving Places Programme**

*‘We need more people to engage in the process and take an active role in delivering the locality plan.’*

*‘Allow organisations to go away from organised meetings and work together on projects asked for by local people. End formal meetings and begin making formal meeting [sic] accessible to local people. Treat local people as the experts on their place and be prepared to learn from them.’*

*‘My fear is that the formality of meetings that I have experienced would not work for community members. It feels like a radical new approach is worth exploring’.*

*‘Governance structures that deliver joint planning, co production [sic], and joint evaluation of services.’*

*‘To ensure that community are involved by being flexible in meeting dates/times as not all community members can attend meetings when during the day [...] being innovative how we involve the community as may not wish to be part of formal meeting structure.’*

3.21 The survey responses suggest that meetings across the Thriving Places programme are most commonly used for sharing information, with decision making and the review of progress less common functions. Table 7 below shows how the functionality of meetings is perceived.

**Table 7: Function of Meetings across Thriving Places**

	<b>A lot</b>	<b>Somewhat</b>	<b>Very little</b>
<b>Share Information</b>	52%	40%	8%
<b>Coordinate work of Thriving Places</b>	37%	39%	23%
<b>Make decisions</b>	24%	49%	27%
<b>Review progress of Thriving Places</b>	27%	47%	26%

3.22 The degree of formality, the role of political leads and the attendance of partners varies across the programme and this is reflected in the steering group papers at a locality level. Sub-group meetings are more action-oriented than steering groups.

3.23 Looking specifically at the Thriving Places Steering Group (Citywide) there is a clear emphasis on sharing information. Table 8 below shows the perceived function of steering group meetings by the 15 members of the group who completed the survey.

**Table 8: Perceived Function of Thriving Places Steering Group (Citywide)**

	<b>A lot</b>	<b>Somewhat</b>	<b>Very little</b>
<b>Share information</b>	53%	47%	0%
<b>Co-ordinate work of Thriving Places</b>	53%	27%	20%
<b>Plan initiatives with partners</b>	20%	60%	20%
<b>Review progress of Thriving Places</b>	27%	40%	33%
<b>Share budgets</b>	0%	40%	60%
<b>Make decisions</b>	27%	53%	20%

## **PARTICIPATION IN DECISION MAKING**

3.24 Around half (52%) of the survey respondents felt that Thriving Places supports the participation of local communities in community planning. A quarter (25%) of respondents disagreed with this, with 23% neither agreeing nor disagreeing.

3.25 However, it is not clear how community representatives are *actively* participating in decision making in some localities. A number of appropriate community groups are directly involved in Thriving Places governance structures in Govan, Priesthill and Househillwood, Ruchill and Possilpark. Existing regeneration groups were in place prior to Thriving Places in the Gorbals and Govanhill and these have continued as platforms for local decision making. However, these afford limited opportunities for local communities to be actively involved in decision making.

3.26 There is limited community representation on steering groups in the North East. In part this is due to lengthy periods of time where a Community Connector was not employed. Going forward, the active involvement of local communities in decision making has been identified as a priority for the newly appointed Community Connectors in the North East.

3.27 Over the course of the review it was emphasised by participants that enabling communities to participate in decision making can be difficult, *'there's community politics and gatekeeping in [the locality], so that's been quite a challenge'*.

## **PERFORMANCE**

3.28 CPPs are required by the Act to demonstrate how outcomes have been improved within localities. Annual progress reports for local communities should be published by 30 September each year. As noted, these need not be formal reports - newsletters, e-bulletins, social media, short films and formal reports are suggested within the Plain English version of the guidance. The guidance states that effective community participation (see box 2 above) should inform *'how the CPP manages and scrutinises performance and progress, and how it revises its actions to meet its ambitions as a result of its performance management'*.

- 3.29 The original Performance Management Framework (PMF) for Thriving Places was set out following the Single Outcome Agreement 2013 and several indicators were retained for the LOIP PMF in 2019.
- 3.30 The PMF for the Glasgow Community Plan and locality plans was subsequently approved in March 2019 by the Strategic Partnership. There are core indicators, drawn principally from the NHS Adult Health and Wellbeing Survey, for the *process* of locality planning. These are proxy indicators for social capital, for example, sense of belonging to community, volunteering and the feeling of influence in decision making. The Health and Wellbeing Survey covers four of the current localities (Parkhead, Dalmarnock and Camlachie, Gorbals, Ruchill and Possilpark and Govanhill) and different ways of gathering comparative data are being developed for the remaining six neighbourhoods. Work is underway to ask housing associations to embed a module of questions within Tenant Satisfaction Surveys that will generate not just comparable data, but identify local priorities for the review or creation of locality plans too.
- 3.31 Alongside the PMF, the Strategic Partnership approved the implementation of a Participatory Evaluation Framework, based upon the principles and practice of Participatory Action Research<sup>42</sup>. This will collect quantitative data to provide a deeper insight into *how* and *why* (or *why not*) the quality of lives in a neighbourhood has changed. Quantitative and qualitative data are both necessary to create a better understanding of the difference made by locality planning.
- 3.32 Other indicators drawn from the PMF are matched to short, medium and long term outcomes to meet the statutory requirement to demonstrate improvements in outcomes. To date locality plans for Easterhouse, Springboig and Barlanark, Parkhead, Dalmarnock and Camlachie, Lambhill and Milton and the Gorbals do not have fully comprehensive action plans. Thriving Places Steering Groups in these localities are currently prioritising this work.
- 3.33 Table 9 below shows how survey respondents felt about the progress being made towards short, medium and long term outcomes within locality plans. As can be seen below, respondents are much less sure of progress towards long term outcomes.

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<sup>42</sup> <http://www.glasgow.gov.uk/councillorsandcommittees/viewDoc.asp?c=P62AFQDN0G2U0G2UDX>

**Table 9: Progress Improvement of Outcomes in Locality Plans**

	Excellent	Good	Average	Poor	Very Poor	Don't Know
<b>Short Term Outcomes (achieved after 1 year)</b>	8%	26%	24%	11%	6%	24%
<b>Medium Term Outcomes (achieved after 3 years)</b>	2%	23%	16%	17%	5%	37%
<b>Long Term Outcomes (achieved after 10 years)</b>	1%	12%	16%	13%	7%	51%

3.34 Few action plans within locality plans have matched indicators to outcomes (although, as mentioned earlier, the PMF was implemented relatively recently), so it can be assumed that these responses are based on a general perception of change rather than data.

3.35 Table 10 below shows progress on the headline indicators for locality planning within the current PMF. These indicators also correlate with National Outcome and/or National Indicators. Column three shows the figure for the population covered by the Thriving Places programme, column four shows the current figure for the rest of Glasgow and column five shows the change from the previously collected figure.

**Table 10: Headline Indicator Performance for Locality Planning<sup>43</sup>**

Indicator	Source	Localities Current Figure*	Rest of Glasgow	% Change from Previous Update
<b>Proportion of TP Residents with Positive Perception of Mental or Emotional Wellbeing</b>	NHS Adult Health and Wellbeing Survey	80.4%**	87.6%	2%
<b>Proportion of TP Residents Living in a 20% most Deprived Data zone</b>	SIMD	83.5%	38.2%	2%
<b>Proportion of TP Working Age Residents who are Employment Deprived</b>	SIMD	24.8%	14.2%	-12.7%
<b>Proportion of TP Residents who are Income Deprived</b>	SIMD	30.2%	17.9%	-2.1%

\*NHS Adult Health and Wellbeing Survey data is from 2013 and 2017, SIMD data is from 2012 and 2016.

<sup>43</sup> Accessed on 17/05/19 at: <https://www.glasgowcpp.org.uk/index.aspx?articleid=15815>.

\*\* Additional work for the NHS Adult Health and Wellbeing Survey is carried out in four of the 10 localities currently. This figure is therefore not representative of the whole population covered by the Thriving Places programme.

- 3.36 The positive proportion of mental or emotional wellbeing in the four localities surveyed in 2017 had increased by 2% since 2013. There was still an 8% deficit with the rest of Glasgow, although this deficit has reduced from 11% in 2014/15.
- 3.37 Between 2012 and 2016, the proportion of residents living in the worst 20% data zones increased by 2% across the localities. The gap between the 10 localities and the rest of the city has also widened. A person living in one of the 10 localities is more than twice as likely to live in a 20% most deprived data zone than if they lived somewhere else in the city.
- 3.38 The proportion of employment deprived people across the 10 localities reduced from 28.4% in 2012 to 24.8% in 2016. However, the gap between localities covered by the Thriving Places programme and the rest of the city widened as there was a greater reduction in the level of employment deprived in the rest of the city. The proportion of employment deprived residents in localities was 74% above (67% in 2012) the proportion in the rest of the city.
- 3.39 Income deprivation across the 10 localities in 2016 reduced by 2% from 30.8% in 2012, although the gap between the 10 localities and the rest of the city widened. The proportion of income deprived residents in localities was 68% higher than the rest of the city, an increase from 61% in 2012.
- 3.40 This means there have been improvements the level of deprivation in the 10 localities, particularly employment deprivation, but overall inequalities between these areas and the rest of the city have widened. Mental and emotional wellbeing has improved within the four localities covered by the NHS Adult Health and Wellbeing Survey and the gap between these areas and the rest of the city has lessened.
- 3.41 There are multiple structural factors which may have contributed to these trends. This point is recognised within the guidance, *'locality planning alone is unlikely to be enough to fulfil the duty on CPPs under section 5 of the 2015 Act, to act with a view to reducing inequalities of outcome which result from socio-economic disadvantage'*<sup>44</sup>. For example, Govan, Gorbals and Ruchill and Possilpark Thriving Place contain (or overlap with) Transformational Regeneration Areas and thus benefit from significant capital spend. (Appendix 4 presents the policy and proposals map for the Gorbals.)
- 3.42 53% of respondents to the online survey felt that Thriving Places had reduced inequalities and improved outcomes. 48% of respondents were either unsure or disagreed.
- 3.43 As noted, there is no prescribed format for annual progress reports for locality plans. Feedback has been provided in various ways. Responses to the online survey indicate that face-to-face meetings (55%) are the most common form of feedback to local

<sup>44</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 143.

communities, followed by word of mouth (42%), Facebook (39%), newsletters (35%) and information leaflets (33%). 18% of respondents suggested the GCCP website kept local communities informed of progress towards improving outcomes in localities. One respondent noted, however, *'information on the GCCP [sic] website is still quite limited'*.

3.44 The guidance also suggests a formative approach to performance measurement, *'lessons learned from asset based approaches involving the local community in one locality area may provide useful insights for other localities'*<sup>45</sup>. Community Connectors meet informally to share information and practice across areas. Some Community Connectors have arranged site visits to community projects in other localities for community groups. Partners have also shared information between localities through informal practitioners groups. In some localities, Thriving Places is linked with the Voluntary Sector Networks or CLD Networks. There is shared learning within and between localities and this could be further developed through established networks.

## RESOURCES

3.45 The Thriving Places programme has been funded primarily through the Integrated Grant Fund (IGF). Current IGF programmes are linked to the Single Outcome Agreement and Scottish Government National Outcomes. However, a new fund will be implemented later in 2019 and linked to GCC Strategic Plan 2017 – 2022, National Outcomes and the Act, as well as other key strategic plans.

3.46 Headline costs for Thriving Places are presented to the City Administration Committee (CAC) annually. In 2014/15 the core funding for the Thriving Places programme was £160,000. From 2015/16 the programme core funding has amounted to £320,000, with GCC and the HSCP contributing £160,000 each. However, the current core cost of the programme is £42,000 for each of the 10 current Thriving Places, leaving a shortfall of £100,000. GCC contributes a further £48,000 for the Locality Planning Officer post (which was made permanent in 2018).

3.47 The programme was phased in over three stages. In the first year there were three Thriving Places (Parkhead and Dalmarnock, Ruchill and Possilpark and the Gorbals) to fund, thus resulting in an underspend that could be carried over to the following financial year. The core costs of Thriving Places has increased each year as areas implemented in phase one developed further and the second and third phases (and subsequently Govanhill) commenced. There are now 10 localities, with nine Community Connectors in post (one of whom is directly employed by GCC and seconded from an Area Team). These posts are currently funded on an annual basis, although at times contracts have been drawn up for less than 12 months due to the requirement to spend awards by the end of the reporting year.

3.48 Table 11 below shows actual spend up to 2018/19. It can be seen that programme expenditure increases as more Thriving Places projects are added to the programme. This shows core programme spend only, that is, money allocated from IGF for salaries of Community Connectors, seed/development funds and management fees for community

<sup>45</sup> Scottish Government (2016) *Community Empowerment (Scotland) Act 2015 Part 2 Community Planning Guidance and Regulation*, <http://www.gov.scot/Resource/0050/00508518.pdf>, para. 144.

anchor organisations. The citywide co-ordination includes the full costs of the employing the Locality Planning Officer (recruited in March 2017).

**Table 11: Thriving Places Programme Core Expenditure**

Thriving Places	Actual Spend 2014/15	Actual Spend 2015/16	Actual Spend 2016/17	Actual Spend 2017/18	Actual Spend 2018-19	Total
Core Programme						
South Sector	26,800	55,500	52305	145,513	129,098	409,216
N East Sector	35,000	39,000	112849	108,985	79,182	375,016
N West Sector	35,000	30,415	62323	99,457	139,428	366,623
Citywide Co-ordination	0	0	3021	40,416	45,280	88,717
<b>Revised profile</b>	<b>96,800</b>	<b>124,915</b>	<b>230,498</b>	<b>394,371</b>	<b>392,988</b>	<b>1,239,572</b>

3.49 Currently, the resource allocation agreed by GCC and HSCP for the allocation from 2018/19 and 2019/20 is as follows:

- Each Thriving Place has a budget of £35,000 for a Community Connector/ Organiser post, employed by a community anchor organisation. This is inclusive of salary and employer on-costs. A further 5% (£1,750) is available as a managing fee, making the total award £36,750 to community anchor organisations.

3.50 The current allocation of citywide and additional Sector Partnership monies is shown in Table 12 below. In the Gorbals and Lambhill/Milton, sector funding was approved by the South and North West Sector Partnerships, respectively, for ‘salary and management fee for Community Connector post and seed/development funding’<sup>46</sup>. The South Sector Partnership approved funding to the Area Teams for ‘community activities and partnership working’ in Priesthill and Househillwood and Govan. In Drumchapel and Ruchill and Possilpark, sector funds were approved for ‘salary and operational costs’. The table highlights a lack of consistency and clarity for funding Thriving Places across the programme, as core programme awards for salary and management fees have been topped up by sector funds in some localities, but not in others. The allocation of sector funds for management fees seems to contradict the conditions of IGF awards for core programme costs.

<sup>46</sup> South Sector Partnership, 5 March 2019 and North West Sector Partnership, 15 March 2019.

**Table 12: Proposed Allocation for Thriving Places Programme Core Expenditure 2019/20**

Thriving Place Area	2019-20 City wide	2019-20 Sector	Total
<b>NE – PDC (anchor)</b>	£42,000	£0	£42,000
<b>NE – SBB (anchor)</b>	£42,000	£0	£42,000
<b>NE – Easterhouse (anchor)</b>	£42,000	£0	£42,000
<b>NW – RHHP (anchor)</b>	£42,000	£7,500	£49,500
<b>NW – Drumchapel (anchor)</b>	£42,000	£7,500	£49,500
<b>NW – Lambill/Milton (anchor)</b>	£42,000	£7,500	£49,500
<b>South – Govanhill (anchor)</b>	£42,000	£0	£42,000
<b>South – Gorbals (anchor)</b>	£36,750	£5,000	£41,750
<b>South - PHHW (anchor)</b>	£36,750	£0	£36,750
<b>South - Govan (Area Team)</b>	£42,000	£5,000	£47,000
<b>South – Gorbals (Area Team)</b>	£5,250	£0	£5,250
<b>South - PHHW (Area Team)</b>	£5,250	£5,000	£10,250
<b>Total</b>	<b>£420,000</b>	<b>£37,500</b>	<b>£457,500</b>

3.51 This does not include Area Partnership grants, additional monies from Health Improvement Teams, match funding from community anchor organisations and external funding. For example, the HSCP has also allocated additional money for Participatory Budgeting through Thriving Places in the Northwest.

3.52 External Funding from the Big Lottery and Aspiring Communities Fund, for example, has been levered by local partners. Drumchapel has benefited from awards from stage one and two of the Aspiring Communities Fund. Further external funds have gone into some localities. For example, the Regeneration Capital Grant Fund (RCGF) has funded Govanhill Swimming Baths and Possilpark Community and Family Centre in 2019/20. Previous RCGF applications include Cadder Community Centre, Westmuir Street School, Hamiltonhill Growing Places and Spaces, Seven Lochs- Easterhouse Community Gateways, Govan Old Church. Further applications have been made to the RCGF for funding in 2020/21 for Milton Family and Community Hub, Elderpark Library Regeneration, Laurieston Arches and SWAMP Community Learning Hub.

3.53 Core funding for Thriving Places was given to provide infrastructure and support to each Thriving Place, ‘pump-priming’ support. In at least one locality (the Gorbals) these conditions have been met as the Community Connector has become a permanent employee of the community anchor organisation and the regeneration group has a strong track record of leveraging external funding.

3.54 IGF will be discontinued from 31 March 2020 and work is ongoing on a new GCC fund for the third sector. A paper was presented to Wellbeing, Empowerment, Community and Citizen Engagement City Policy Committee (WECCE) on 15 August 2019 and City Administration Committee (CAC) on 29 August 2019 to provide updates on the development of the fund. At the time of writing it is yet to be decided how the Thriving Places programme will complement the new fund. As noted earlier, the IJB has agreed to allocate £160,000 for 2020/21 for the Thriving Places programme.

## PROJECT MANAGEMENT AND COORDINATION

- 3.55 Over half of survey respondents (56%) felt that Thriving Places has a clear, strategic vision, whilst 31% disagreed and 13% neither agreed nor disagreed. 17% of respondents strongly agreed the vision of the programme was clear. It was argued in focus groups that the Thriving Places programme would benefit from greater strategic clarity.
- 3.56 Some participants in the review felt that Thriving Places had been implemented without clear guidance, training and limited resources, *‘there was an ODS toolkit that didn’t survive first contact with partners’*. Not all community engagement practitioners had been made aware of that paper, however, *‘when I started, it felt like it was a case of just - run, go do it.’*
- 3.57 The Thriving Places programme is supported by a community anchor organisation which was originally identified to act as *‘the co-ordinating partner’* at a locality level. There are community anchor organisations in nine localities, as noted earlier. In Govan a different approach has been taken. Instead of one community anchor organisation, a collective of local Third and public sector organisations is at the centre of locality planning, supported by the CES Area Team and HSCP Health Improvement Team. The Govan approach is similar to the people’s organisations developed through broad-based community organising<sup>47</sup>.
- 3.58 Broad-based community organising<sup>48</sup> has been used by community development practitioners in the UK from the 1950s, with a focus on independent funding, grassroots funding, community activism and the involvement of professional, experienced, external community workers<sup>49</sup>. Notable examples include London Citizens and the UK Government’s Community Organising Programme. Box 4 below shows the main characteristics of community forums and people’s organisations. Patterns of broad-based community organising can be found most prominently in Govan, Drumchapel, Priesthill and Househillwood Thriving Places, but that is not to say a people’s organisation may be the intended outcome in those areas. This is ordinarily a place-based approach, but the inclusiveness of the approach means that communities of interest can be represented in decision-making. Explicit effort should however be made to engage with communities with regards to *‘class, race and ethnicity, disability, gender and sexuality, as well as geographic [...] communities’*<sup>50</sup>.

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<sup>47</sup> See Ledwith, M. (2005) *‘Community Development: A critical approach’*, Policy Press, pages 84 – 92.

<sup>48</sup> See, for example: <https://www.citizensuk.org/>.

<sup>49</sup> Bailey, R. (1974) *Radicals in urban politics: The Alinsky approach*, University of Chicago Press.

<sup>50</sup> Grimshaw, L., Mates, L. and Reynolds, A. (2018) ‘The challenges and contradictions of state-funded community organizing’ *Community Development Journal*, accessed online on 03/09/19 at <https://doi.org/10.1093/cdj/bsy040>.

**Box 4: Main Features of Community Forums and People’s Organisations<sup>51</sup>**

Community Forums	People’s Organisations
<p>To bring individuals from the community together,                      To provide an umbrella organisation for community activism,                      To provide a platform for debate and action,                      To provide critical education for democratic practice,                      To act as pressure group for improved service delivery,                      To organise leisure and cultural activities,                      To manage community facilities, to provide a collective voice for the community.</p>	<p>Anti-poverty focus,                      One large community organisation comprised of representatives from other groups in the community,                      Membership not open to individuals, but representatives of community groups defined as any officially organised group or business with more than 10 members or employees,                      Typically involve faith-based communities,                      Utilise independent funds, work with third party (i.e. community development worker),                      Grassroots networks,                      Focus on protest, but this can easily be modified to co-production,                      Annual community conference to focus on local priorities,                      Focus on personal empowerment and collective change.</p>

- 3.59 In practice, the co-ordinating role at a locality level is taken by varying combinations of the community anchor organisation, CES area team and/or health improvement team. During focus groups it was noted, *‘Resourcing tends to focus on the anchor and the connector [...] it doesn’t take into account the work [local GCC and HSCP] teams put into Thriving Places’*.
- 3.60 Political leads have been assigned to each Thriving Place since 2017/18 and their involvement is supported by the CES area team, with the exception of Southside Central ward. Community representatives on locality steering groups are supported by Community Connectors, the HSCP Health Improvement Team and/or the CES area team. As noted though, there are a relatively small number of community representatives on local steering groups across the programme.
- 3.61 Action plans had been developed in some Thriving Places prior to the publication of locality plans. However, community-led action plans have not yet emerged through the programme, with the exceptions of Drumchapel and Priesthill and Househillwood. It was noted during the review, *‘community-led action plans work really well, following that similar process could have worked really well’*.
- 3.62 There is a perceived lack of clarity over the roles of community anchor organisations, CES area teams and the Locality Planning Officer. The purpose of Community Connectors has been interpreted differently across the programme, which reflects the experience and training of the post-holders, the needs and circumstances of local communities and the principles and values of the community anchor organisation. The

<sup>51</sup> From Campfens, H. (1997) *Community Development Around the World: Practice, Theory, Research, Training*, University of Toronto Press and Ledwith, M. (1997) *Community Development: A critical approach*, The Policy Press.

anchor organisations have interpreted their role very differently. In Drumchapel, for example, the anchor organisation is a host organisation that employs the connector, whilst in the Gorbals, the anchor organisation is the lead partner.

- 3.63 Half of the online survey respondents (49%) felt that Thriving Places is supported effectively by community anchor organisations. However, 29% disagreed and 23% neither agreed nor disagreed. Nearly half (47%) of community anchor organisation staff felt Thriving Places was supported effectively by their organisation, with 40% disagreeing.
- 3.64 The community anchor organisation role has not been significantly revised to reflect the statutory requirements of locality planning. Partnership agreements with community anchor organisations are in place in the North East sector and Govanhill, but these do not refer specifically to legislative requirements. The Thriving Places programme contracts out the support for locality planning to varying extents in different localities. For example, New Gorbals Housing Association is the co-ordinating partner and took primary responsibility for the production of the locality plan in the Gorbals, whilst in other localities GCC and/or the HSCP takes a more active role.
- 3.65 Participants in focus groups felt Thriving Places worked well when there was a collective approach, with collective responsibility, *'sometimes the [community anchor organisation] is seen as the big empire in the [locality] so it's trying to get support and working with everyone'*.

# 4 CONCLUSIONS AND RECOMMENDATIONS

- 4.1 Locality planning has two main functions: to tackle inequalities and to enable community bodies to participate in decision making at a neighbourhood level. The Community Empowerment (Scotland) Act 2015 requires a number of key steps to take place in the production and ongoing development of locality plans. However, the Thriving Places programme preceded the Act and was implemented without a clearly defined delivery model. Changes are required with regards to the co-ordination, funding and governance of the programme in order to meet the statutory requirements of locality planning and to ensure a greater consistency in the delivery of Thriving Places.
- 4.2 Traditionally, community development practitioner roles have included the rescuer of disadvantaged communities, a provider of support/service, a moderniser with new values, or a liberator educating people. However, alternative approaches shape the practitioner role as a catalyst for change, a facilitator, an ally or an advocate/activist<sup>52</sup>. All of these roles are relevant for locality planning, depending on the nature of communities involved and the look and feel and purpose of community development taking place. Practitioners need to be able to adapt to the needs and circumstances of communities they work (or volunteer) with and this means being able to fulfil different roles at different times. Community development practitioners, including Community Connectors, take different approaches to their roles and this emphasises the importance of critical reflection, shared learning and training for practitioners and communities involved in locality planning. The Community Connectors Network was re-established in May 2019 to support this knowledge exchange and there are CLD Networks across the city which do likewise for a broader range of practitioners.
- 4.3 For locality planning to work effectively, a supportive environment needs to be in place for collective action by all participants, with a collective responsibility at locality and strategic levels. Everyone should be afforded a role within locality planning.
- 4.4 In order for community planning partners to engage meaningfully with communities and support community development then organisational experience, principles and values of have to be consistent with CLD. This emphasises a need to deliver training for both paid workers and unpaid community activists involved in locality planning. Community anchor organisations and Community Connectors are at the forefront of Thriving Places, but there are a wider range of community development practitioners with roles to play within locality planning.

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<sup>52</sup> Toomey, A. H. (2011) 'Empowerment and disempowerment in community development practice: eight roles practitioners play', *Community Development Journal*, Vol. 4 (2), pages 181 – 195.

## SUPPORTING LOCALITY PLANNING IN FURTHER AREAS OF NEED

- 4.5 Locality planning has to go beyond the areas covered by the Thriving Places programme to more robustly tackle inequalities in the city. The Act necessitates that the CPP undertakes locality planning for each area that experiences significantly poorer outcomes than the rest of the CPP area. Table 4 above showed the 20 neighbourhoods that currently have the highest local share of 5% most deprived data zones in Scotland. These neighbourhoods could be viewed as the priority areas for locality planning. It is recommended that the criteria for selecting localities is based on the local share of 5% most deprived data zones in Scotland within SIMD 2020.
- 4.6 The Thriving Places programme was based on GCPP selecting neighbourhoods across the city and then inviting expressions of interest from community anchor organisations. This is an inherently top-down approach. It is recommended that the second stage of locality planning is community-led with support prioritised based on the most up-to-date SIMD data. Arguably, community-led locality planning can be done already through Participation Requests.
- 4.7 Building in a community-led dimension would also be compliant with Part 10 of the Act. In practice this would mean that any neighbourhood from the additional localities identified in table 4 could be supported to produce a locality plan. This support could come directly from Community Empowerment Services, including the identification of funding, peer-based community research, co-production of locality plans and the training of services and community activists. A series of 'self-help' materials could be produced to support this work. Some of this, such as the 'How to do a Locality Plan' guide, already exists. Community-led action planning is happening already in the city. For example, the work of Ardenglen Housing Association in Castlemilk<sup>53</sup> has been recognised at a national level. The Thriving Places programme would continue to fund Community Connectors in appropriate localities.
- 4.8 Currently, the 10 Thriving Places projects are supported primarily by Community Empowerment Services and the HSCP Health Improvement Teams. The level of support from other partners in community planning is variable across the projects. It is recommended that additional Locality Planning Officers are deployed to support deprived areas across Glasgow alongside the Thriving Places programme.
- 4.9 These officers could provide support to communities of place, interest and practice within those localities, including community councils, third sector organisations, less formal community groups and GCPP partners. Specific duties could include community and organisational capacity building, including raising awareness of the rights of community groups within the Act (and other legislation), CLD training, supporting the reviews of locality plans, ensuring progress is fed back to communities, monitoring progress towards

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<sup>53</sup> Audit Scotland (2019) *Principles for Community Empowerment*, accessed on 30/08/19 at: <https://www.audit-scotland.gov.uk/report/principles-for-community-empowerment>.

milestones in the Thriving Places programme, identifying funding opportunities and co-ordinating subsequent funding bids. In summary, Locality Planning Officers could serve a necessary project management function.

- 4.10 It is recommended that Glasgow Life, as the lead agency for the CLD Action Plan, is recognised as the core partner along with Community Empowerment Services for operationalising support for community development within locality planning. It is also recommended that given the requirements of locality planning, the forthcoming introduction of Local Place Plans and the implementation of Community Hubs that co-location and project team opportunities are also explored with Development and Regeneration Services at a project and programme level.

**Summary of recommendations:**

- the criteria for selecting localities is based on the local share of 5% most deprived data zones in Scotland,
- additional Locality Planning Officers are deployed to support deprived areas across Glasgow in stage two of locality planning, alongside the Thriving Places programme, and
- any community that comes forward from a priority neighbourhood will receive support from Community Empowerment Services and community planning partners to co-produce a locality plan.

## **IMPLEMENTING A CLEARER PROCESS FOR DEVELOPING LOCALITY PLANS**

- 4.11 Glasgow's current locality plans were produced within a compressed time period between March and September of 2017. This resulted in some instances with locality plans being based on insufficient consultation with local communities and without complete action plans with short, medium and long term outcomes. As such, locality plans for the North East, Lambhill and Milton and the Gorbals do not currently meet the statutory requirements in full. A Community Connecting Plan has been produced for Drumchapel which can effectively replace the existing locality plan.

- 4.12 A clearer understanding of the requirements and purpose of locality plans is needed amongst partners, including communities, and a clearer process for producing locality plans is required. It is recommended that the Vibrant Communities approach, outlined in paragraph 4.2, is adopted for reviewing locality plans (as required by the Act) and subsequent locality plans that may be produced in the second stage of locality planning. The community-led action plans that Vibrant Communities produces are a relatively common feature of community development practice in the UK and can be easily fitted to the statutory requirements. These can take anywhere between six months and two

years to co-produce<sup>54</sup>. In Drumchapel, a similar process was recently undertaken to produce the afore-mentioned Community Connecting Plan.

**Summary of recommendations:**

- the Vibrant Communities approach is adopted for reviewing locality plans and subsequent locality plans that may be produced in the second stage of locality planning, and
- community-led action research and co-production of locality plans will be built into core training programme.

## RESOURCING LOCALITY PLANNING

4.13 Arguably, the core programme funding is currently locked into 10 localities over a 10 year period. This has obvious limitations with regards to tackling inequalities in the many other deprived neighbourhoods in Glasgow. It is recommended that where a community anchor organisation has effectively mainstreamed the Community Connector into their organisation, they are no longer funded through the Thriving Places programme specifically for that post. Continuing to provide funds for posts that have already been made permanent limits added value and instead resources could be focused into other priority areas deprived areas with less infrastructure and resources. This underlines the nature of the Thriving Places programme as a pump priming fund.

4.14 Conversely, the current year-long contracts awarded to Community Connectors constrains the sustainable development of the Thriving Places programme. It is recommended that Community Connectors are employed on three year contracts, subject to budget availability, to specifically support broad-based community organising.

4.15 It is recommended that the core funding programme for Thriving Places is reviewed, with a view to pooling resources from a broader platform of community planning partners and leveraging external funds. It is recommended that greater consistency is applied, with no additional sector funds allocated across the Thriving Place programme to cover salary costs or management fees.

4.176 Funding for Thriving Places or any programme that directly supports locality planning should be directly linked to the outcomes detailed in locality plans.

**Summary of recommendations:**

- the core funding programme for Thriving Places should be reviewed,
- where a community anchor organisation has effectively mainstreamed the Community Connector permanently into their organisation, then future funding for this post should not come through the Thriving Places programme,
- Community Connectors should be employed on three year contracts, and

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<sup>54</sup> See, for example, the Vibrant Communities programme at East Ayrshire Council: <https://www.east-ayrshire.gov.uk/CouncilAndGovernment/CommunityCouncilsAndAssemblies/CommunityCouncils-Information/Community-Led-Action-Plans.aspx>.

- funding awarded for Thriving Places projects should be directly linked to the outcomes identified in locality plans.

## **STRONGLY EMBEDDING COMMUNITY DEVELOPMENT IN LOCALITY PLANNING**

- 4.18 Just over half of survey respondents felt Thriving Places has a clear, strategic vision. However, this means that just under half of respondents are either unsure or do not feel that there is a clear, strategic vision. Improving communications and providing training on the requirements of locality planning and different approaches to community development could provide greater clarity and provide a practical model of support fitted to the statutory focus on tackling inequalities and enabling communities to participate in decision making.
- 4.19 It is recommended that broad-based community organising be built into locality planning, which fits comfortably with the current approach of asset-based community development. This would require the development of people's organisations to be built into locality planning. This approach focuses on the involvement of community representatives rather than individual residents, thus building on a strong network of existing local third sector organisations, community groups, community councils and businesses. This could broaden out and replace existing local steering groups (largely dominated by community planning partners) with constituted, independent people's organisations. Local steering groups could then transform into working groups, working in partnership with the people's organisations to co-produce solutions for local priorities. This would ensure a strong current of bottom-up development throughout locality planning in the city.
- 4.20 In neighbourhoods covered by the Thriving Places programme, Community Connectors would recruit and support community activists to help build a collective voice for existing and new community groups, community councils, Third Sector Organisations, housing associations and businesses. In Locality Planning Priority Areas, Locality Planning Officers would perform a similar function, with the support of Area Teams and community planning partners.
- 4.21 A community anchor organisation could in effect host a Community Connector for an appropriate period of time (three years is suggested above in paragraph 4.13) to help establish a people's organisation. This approach empowers the wider community, rather than focusing resources on one organisation.
- 4.22 Currently, meaningful community participation in decision making is lacking across the Thriving Places programme, with some exceptions (such as Priesthill and Househillwood, for example). Over half of survey respondents were unsure or felt that community engagement did not have a significant impact on priorities within locality plans. This suggests that neither participatory democracy nor community development are fully functioning across the Thriving Places programme.

4.23 Appendix 5 suggests a model of community development for locality planning in Glasgow, integrating the International Association of Public Participation and the principles for effective community participation found in the community planning guidance for the Act. Whilst shown in a pyramid model, this can also be viewed as a cyclical process, which then conforms to the principles of Participatory Action Research outlined above and the Vibrant Communities approach. Broad-based community organising could be the approach to build this model in practice and enable a collective voice for local communities in each locality.

**Summary of recommendations:**

- broad-based community organising should be rolled out across locality planning, with the aim of establishing people’s organisations in each locality within the proposed three year funding, and
- locality planning should be supported by a core training programme for community activists and staff that Community Connectors will recruit into.

**GOVERNANCE**

4.24 There is a statutory requirement to feedback to communities in annual progress reports, whether progress has been made or not. It is recommended that updates on the progress towards achieving outcomes in locality plans includes information on costs, for greater transparency.

4.25 Further, it is recommended that all approved steering group minutes are made available to GCC and the public within 14 days of the meeting which approved them as a matter of course. Approved minutes could be made available to the public for inspection via websites, libraries and other appropriate public space. It is recommended that the GCPP and community noticeboards in localities are included in this dissemination of approved minutes. Annual Progress Reports could also be disseminated through these means.

4.26 It is also recommended that the Thriving Places Development Group (Citywide) is actively involved in the monitoring and evaluation of Thriving Places and the community-led expansion of locality planning. This would require a change in the terms of reference of the group, as well as a change in membership including the involvement of appropriate community groups. The core remit of the group could create a strong link between strategic and operational levels, thereby:

- ensuring that locality planning in Glasgow is fit-for-purpose for the statutory requirements of the Act and the needs and circumstances of local communities,
- identifying or leveraging additional funding for locality planning on a citywide basis,
- supporting local communities to be actively involved in the design and delivery of local services where appropriate,

- enabling effective partnership working across locality planning,
- strengthening communications to and from communities, and to and from partners, and ensuring information online is up-to-date, and
- monitoring and evaluating partner support and community participation in locality planning.

4.27 Members of the group participated in a development session on 17 June 2019 to reflect on the terms of reference for the group.

4.28 In particular, attention must be given to the statutory annual progress reports for locality plans, the requirement to review locality plans from time to time and potential future overlap with Local Place Plans introduced in the Planning (Scotland) Act 2019. It is also recommended that minutes and papers from the Thriving Places Steering Group (citywide) are made available on the GCPP website within 14 days of the meeting.

**Summary of recommendations:**

- updates on the progress towards achieving outcomes in locality plans includes information on costs, for greater transparency,
- all approved local and citywide steering group minutes are made available to GCC and the public within 14 days of the meeting,
- the Thriving Places Development Group (Citywide) is actively involved in the monitoring and evaluation of Thriving Places and the community-led expansion of locality planning,
- locality-based steering groups become locality action partnerships that work in tandem with broad-based community organisations when these are established, and
- locality planning should become a standing item on the agenda for the Strategic Partnership, with partners clearly accountable for the outcomes detailed within locality plans.

**ENABLING COMMUNITY GROUPS TO PARTICIPATE IN COMMUNITY PLANNING**

4.29 It is recommended that a proportionate number of appropriate community groups are invited to participate in local steering groups covered by the Thriving Places programme. Community representatives could be supported by Community Empowerment Services to be able them to be involved in informed decision making.

4.30 There is clear potential to link local steering groups and subsequently people's organisations with community planning governance structures. Thus, it is recommended that the definitions of community groups within the Community Empowerment (Scotland) Act 2015 are built into the GCPP governance framework, with appropriate changes to the requirements of '*community representatives*' found therein.

4.31 It is also recommended that community groups are directly represented at sector and strategic partnership levels. These representatives should not simply be local residents

or someone with a particular characteristic, but representatives of a group of people. This criteria could apply to both communities of place and interest.

4.32 It is recommended that a Glasgow Locality Planning Forum is established, made up of community representatives from each locality. This could function similarly to the Community Council Discussion Forum, but not be exclusive to community councils. This could give appropriate community groups involved in locality planning a collective voice across the city. Membership could be composed of five representatives from each locality. These would not be individual residents, but representatives of organisations or groups with 10 or more employees, volunteers or members. This fits with the people's organisation approach discussed earlier. Terms of reference could include:

- ensuring localities have a collective voice to achieve change,
- providing co-production opportunities for universal services,
- sharing information on the work of community planning partners,
- providing updates on legislative changes,
- promoting good practice within and outwith the city, and
- providing access to training and knowledge exchange opportunities.

**Summary of Recommendations:**

- a proportionate number of appropriate community groups are invited to participate in local steering groups covered by the Thriving Places programme,
- *community groups* are directly represented at sector and strategic partnership levels, and
- a Glasgow Locality Planning Forum should be established, made up of community representatives from each locality.

**LOCALITY PLANNING IS DIRECTLY SUPPORTED BY CAPACITY BUILDING PROGRAMMES**

4.33 It is recommended that capacity building opportunities for community groups and organisations are built into locality planning. The Activate programme at the University of Glasgow and the Recognition of Prior Learning at the University of West of Scotland currently offer good opportunities for staff and volunteer development. Also, GCC supported capacity building programmes could include coverage of the Act, with an emphasis on practical support of locality planning.

4.34 Further links should be established with training programmes accredited by the CLD Standards to ensure that students receive up-to-date information on community empowerment in practice in Glasgow. There are currently opportunities to tie community training with the Recognition of Prior Learning and Activate programmes at UWS and University of Glasgow, respectively. This could strengthen the future capacity of locality planning.

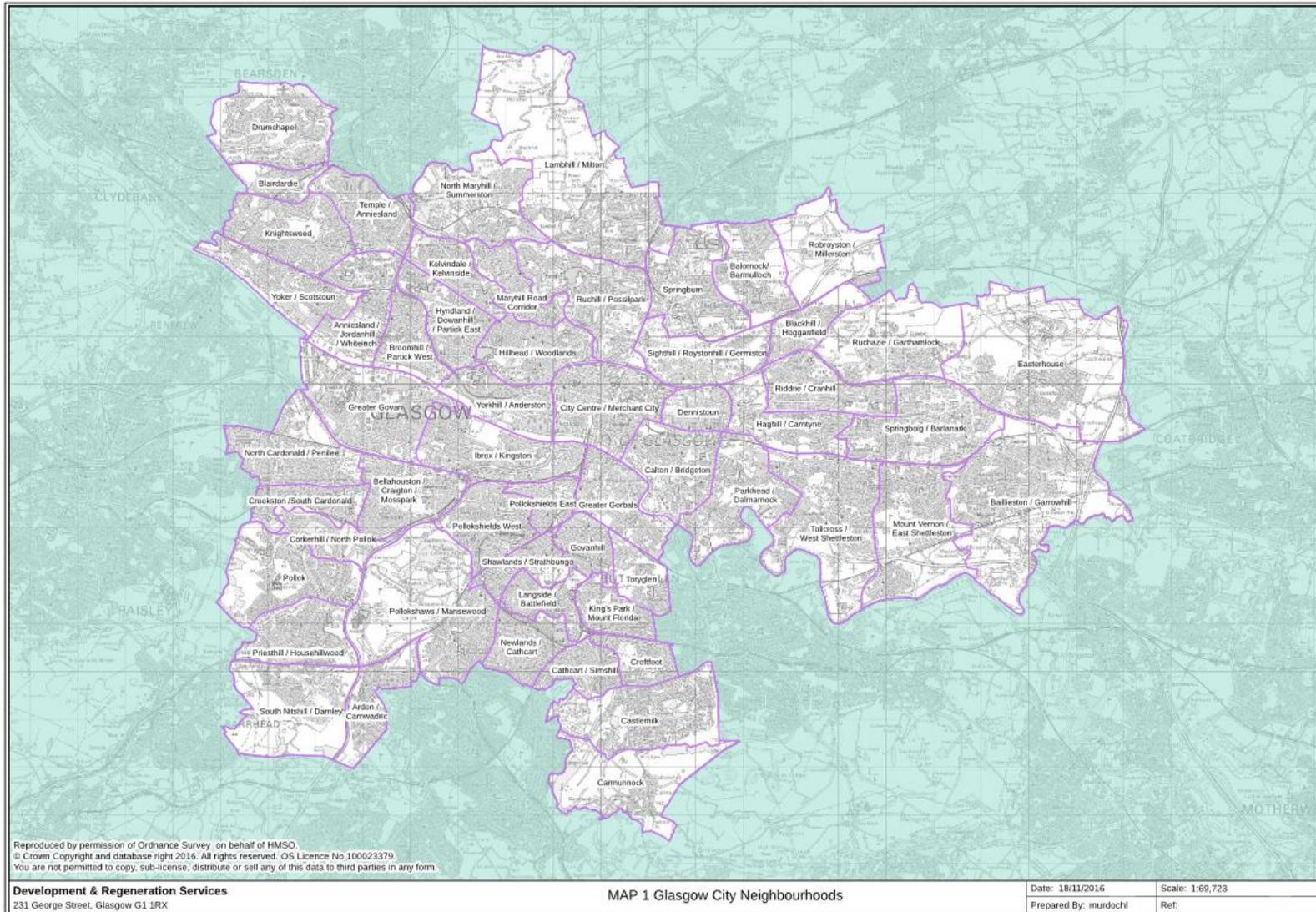
4.35 It is recommended that community empowerment roadshows and drop-in sessions become a regular feature in neighbourhoods across the city. Communities have been

empowered by the Act, but more needs to be done to promote the rights afforded to community groups by the legislation.

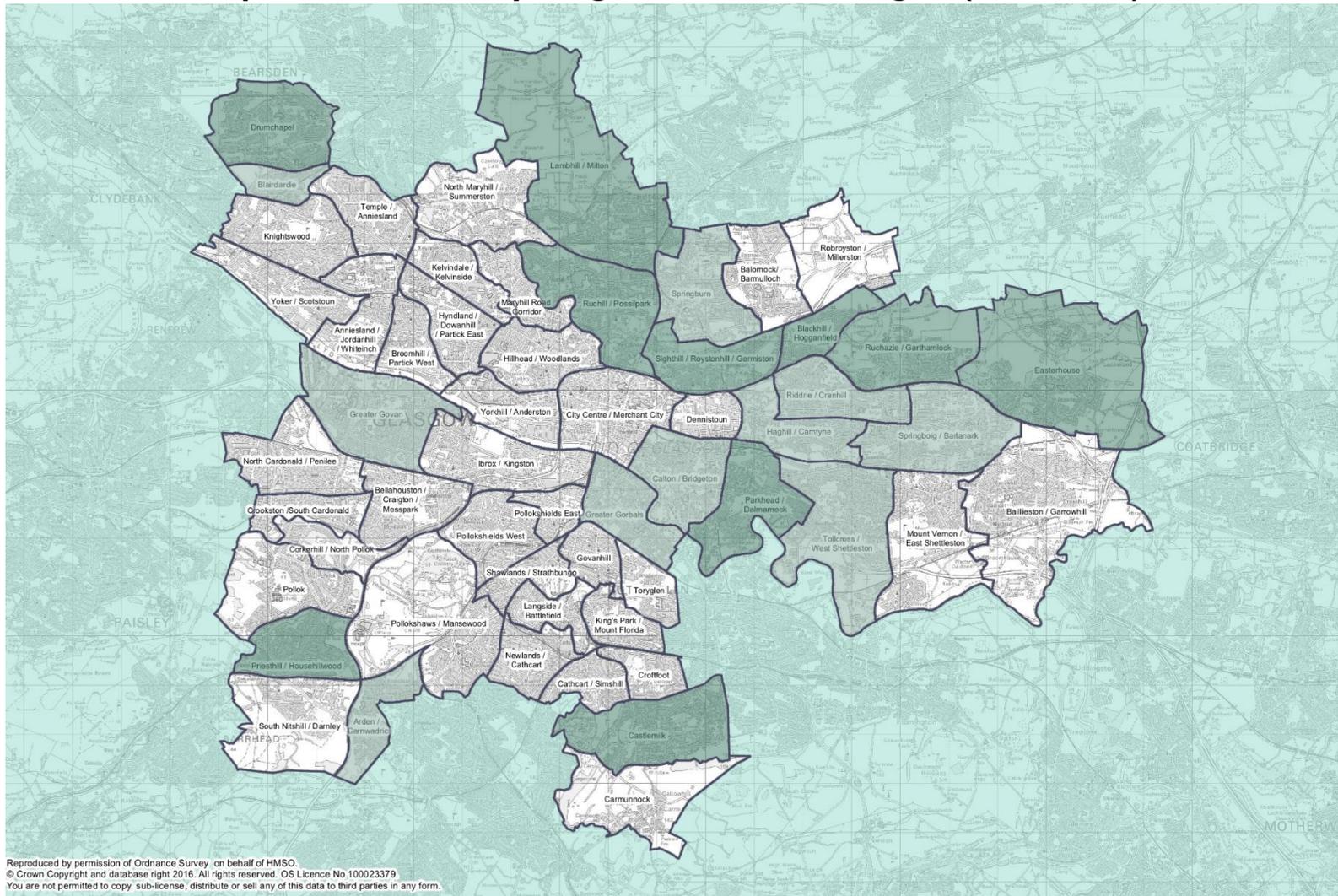
**Summary of recommendations:**

- existing capacity building opportunities for community groups and organisations should be built into locality planning, and
- community empowerment roadshows and drop-in sessions should become a regular feature s in neighbourhoods across the city.

# APPENDIX I: Glasgow's 56 Neighbourhoods



### APPENDIX 2: Spread of 20 Priority Neighbourhoods in Glasgow (SIMD 2020)



The darker shade of green indicates the current most deprived neighbourhoods, based on local share of 5% most deprived data zones in Scotland.

The lighter shade of green indicates the following 10 ranked neighbourhoods.

## APPENDIX 3: ONLINE SURVEY FOR REVIEW OF LOCALITY PLANNING IN GLASGOW

The Thriving Places programme is the main delivery vehicle of Locality Planning in Glasgow. Locality Planning has two main aims:

- to enable the Community Planning Partnership and its partners to tackle inequalities in identified localities, and
- to enable community bodies to participate effectively in Community Planning at a locality level.

Thriving Places is typically supported by a Community Connector who is employed by a local Community Anchor Organisation, with a workplan overseen by a local steering group made up of local partners.

The aim of this review is to ensure that the Thriving Places programme is both meeting the statutory Locality Planning requirements of the Community Empowerment (Scotland) Act 2015 and coordinating any service redesign or neighbourhood change that involves local people.

This review has a learning focus, with an emphasis on identifying ways to strengthen and improve the programme.

All responses to this survey will be treated as confidential. A final report from the review will be published on the Glasgow Community Planning website: <https://www.glasgowcpp.org.uk/>

This questionnaire will take around 8 minutes to complete.

The survey will remain open until March 14<sup>th</sup> 2019.

### I. About You

#### I. Which best describes your role within Community Planning?

- Community Member
- Volunteer
- Elected Member
- Front Line Staff
- Management Level
- Executive Level
- Other (please specify):

2. From the list below, which organisation/sector would best describe who you represent?

**OFFICIAL**

- Local community
- Community of Interest (e.g. LGBT/minority ethnic group)
- Third Sector / Voluntary Sector
- Glasgow City Council
- Health or Social Care (NHS/HSCP)
- Community Justice Glasgow
- Emergency Services (Police / Fire)
- Other (please specify):

**3. How are you currently involved in Community Planning? (Please select all that apply.)**

- Area Partnership
- Community Council
- Community Justice Partnership Group
- Equalities Working Group
- Executive Group
- Safe Glasgow Group
- Sector Partnership
- Sector Senior Officers Group
- Strategic Board
- Citywide Thriving Places Steering Group
- Local Thriving Places Steering Group
- Not involved in any formal group
- Other (please specify):

**2. The Thriving Places Programme**

**4. How are you currently involved with Thriving Places?\***

- Citywide
- Locality/Neighbourhood
- Citywide and Locality/Neighbourhood
- Not currently involved

**5. To what extent in do people in Thriving Places meetings do the following?**

**OFFICIAL**

**OFFICIAL**

	A lot	Somewhat	Very little
Share Information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Plan initiatives with partners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordinate work of Thriving Places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Make decisions about Thriving Places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Review progress of Thriving Places	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Share budgets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Share resources (other than budgets)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**6. Please indicate the extent to which you agree or disagree with the following statements**

	Strongly Agree	Agree	Neither Agree Nor Disagree	Strongly Disagree
Has a clear strategic vision	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Encourages collaborative between partners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reduces inequalities and improves outcomes within the locality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Embeds equalities as a principle in local service delivery	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Embeds early intervention as principle in service design and delivery	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Delivers the work of partners outlined in Locality Plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is supported effectively through a Community Anchor Organisation approach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**7. How can we improve partnership working within the Thriving Places programme?**

**8. Please indicate the extent to which you agree or disagree with the following statements: Thriving Places... \***

**OFFICIAL**

	Strongly Agree	Agree	Neither Agree Nor Disagree	Strongly Disagree
Is good at consulting local people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Responds to the views of local people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supports the participation of local communities in Community Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supports local community capacity building	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Enables community engagement to have a significant impact on priorities within Locality Plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is supported effectively by Community Connectors				

**9. Which of the following tools have been used to consult or engage with communities within the Thriving Places programme? (Please select all that apply.)**

- Citizens' Assemblies
- Citizens' Juries
- Comments Cards
- Digital Stories
- Displays and Exhibitions
- Door-to-door Survey
- Electronic Voting
- Focus Groups
- Online Survey
- Open Space
- Place Standard
- Planning for Real
- Process Mapping
- Public Meetings
- Round-table Workshops
- Solution Circles
- Storytelling
- Talking Mats
- World Café

**OFFICIAL**

**OFFICIAL**

Other (please specify):

**10. How can we improve community engagement within the Thriving Places programme?**

**11. How have you used the National Standards for Community Engagement? (Please select all that apply.)**

- To plan community engagement processes
- To create community engagement frameworks for Thriving Places
- To monitor community engagement processes
- To evaluate community engagement processes
- As part of training for partners involved in Thriving Places
- I have not used the National Standards for Community Engagement
- Other (please specify):

**3. Locality Plans**

**12. The Glasgow Community Planning Partnership published Locality Plans in September 2017. How would you describe your understanding of the Locality Plans' aims and priorities? \***

- Excellent
- Good
- Average
- Poor
- Very Poor

**13. How were the local priorities of Locality Plans identified? (Please select all that apply.)**

- Consultation with appropriate community bodies
- Consultation with local residents
- Consultation with local businesses

**OFFICIAL**

- Review of statistical data
- Discussion with partners
- Review of partners' strategic aims and objectives
- Don't know
- Other (please specify):

**14. What progress has been made towards the improvement of outcomes outlined in Locality Plans and/or other local action plans?**

	Excellent	Good	Average	Poor	Very Poor	Don't Know
Short Term Outcomes (achieved after 1 year)	<input type="checkbox"/>					
Medium Term Outcomes (achieved after 3 years)	<input type="checkbox"/>					
Long term Outcomes (achieved after 10 years)	<input type="checkbox"/>					

**15. Over the past year, has your organisation realigned activities or resources around Locality Plan priorities? \***

- Yes Go to Q15
- No Go to Q16
- Not Applicable Go to Q16

**16. What resource(s) have been realigned around Locality Plan priorities**

**4. Communications**

**17. How are local communities kept informed of the progress towards improving outcomes and the activities of the Thriving Places programme? (Please select all that apply.)**

- Face to face meetings
- Word of Mouth
- Pop-up Stalls
- Information Leaflets
- Newsletters
- Community Anchor Organisation Website
- Twitter

**OFFICIAL**

- Facebook
- E-Bulletins/Mailing Lists
- Glasgow Community Planning Partnership Website
- Other (please specify):

**18. How do you currently get information on Locality Planning and the Thriving Places programme? (Please select all that apply.)**

- Through the local Community Anchor Organisation
- Glasgow Community Planning Partnership Website
- Glasgow City Council Website
- Glasgow City Health and Social Care Partnership Website
- Twitter
- Facebook
- Face to face meetings
- Word of Mouth
- Citywide Thriving Places Steering Group
- Local Thriving Places Steering Group
- Pop-up Stalls
- Information Leaflets
- Newsletters
- E-Bulletins
- Other (please specify):

**19. How would you like to be kept informed about the Thriving Places programme?**

**20. How would you describe your understanding of the Community Empowerment (Scotland) Act 2015?**

- |                           | Excellent                | Good                     | Average                  | Poor                     | Very Poor                |
|---------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Part I: National Outcomes | <input type="checkbox"/> |

**OFFICIAL**

**OFFICIAL**

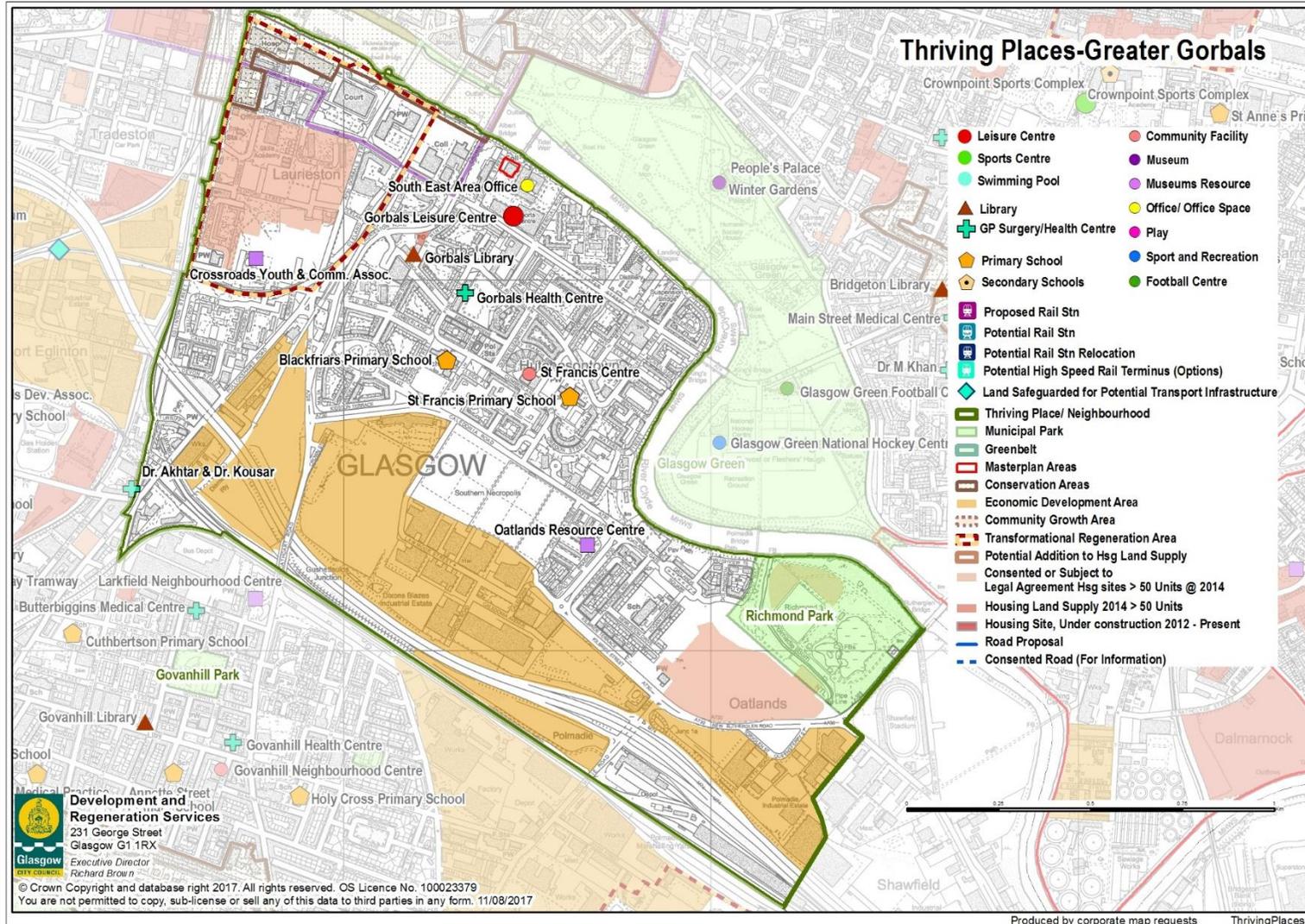
	Excellent	Good	Average	Poor	Very Poor
Part 2: Community Planning	<input type="checkbox"/>				
Part 3: Participation Requests	<input type="checkbox"/>				
Part 4: Community Rights to Buy Land	<input type="checkbox"/>				
Part 5: Asset Transfer Requests	<input type="checkbox"/>				
Part 6: Delegation of Forestry Commissioners' Functions	<input type="checkbox"/>				
Part 9: Allotments	<input type="checkbox"/>				
Part 10: Participation in Public Decision-Making	<input type="checkbox"/>				

**5. Comments / Suggestions**

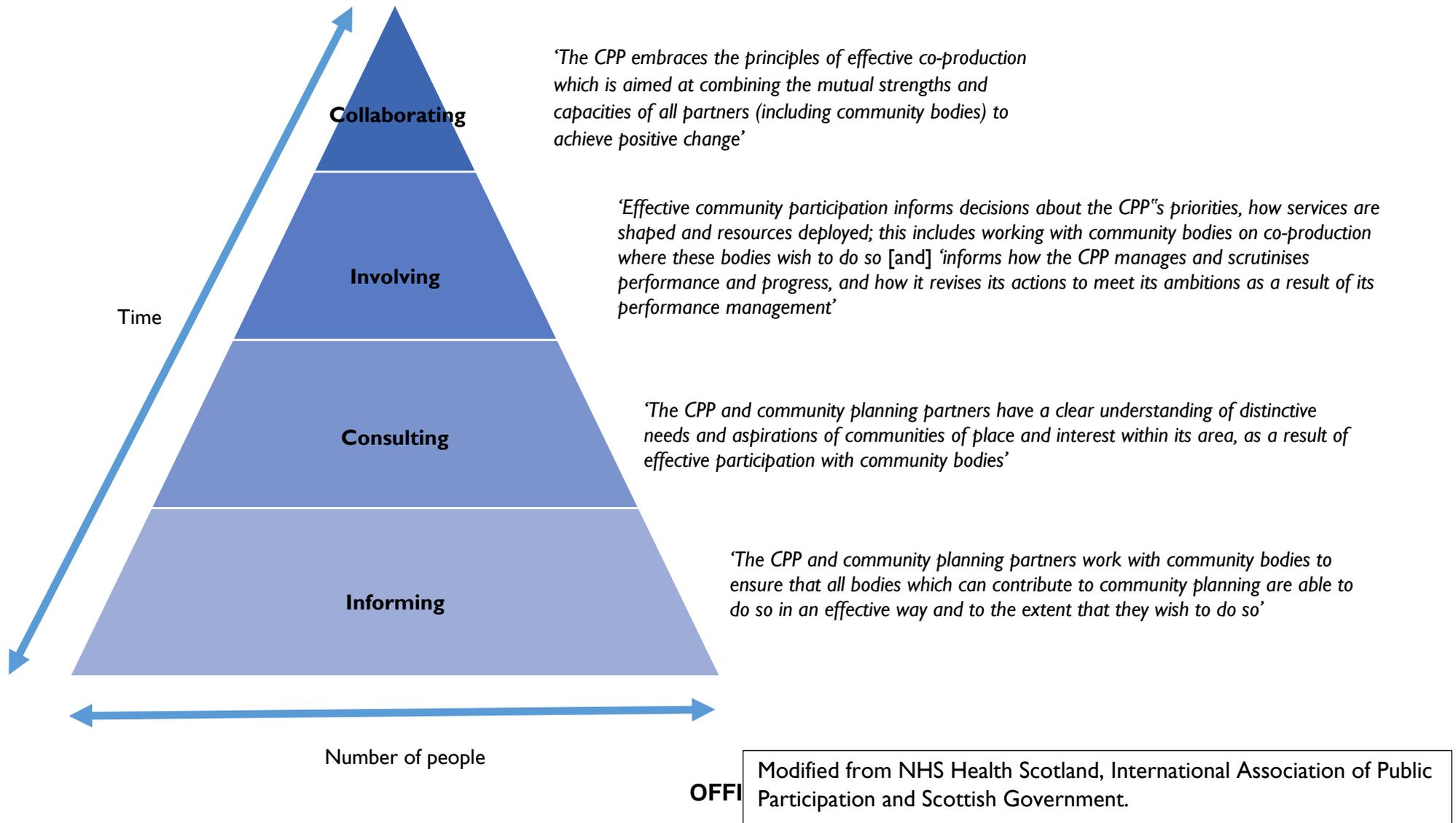
**21. If you have any further comments or suggestions about the Thriving Places programme please comment below.**

**Thank you for taking part in this survey.**

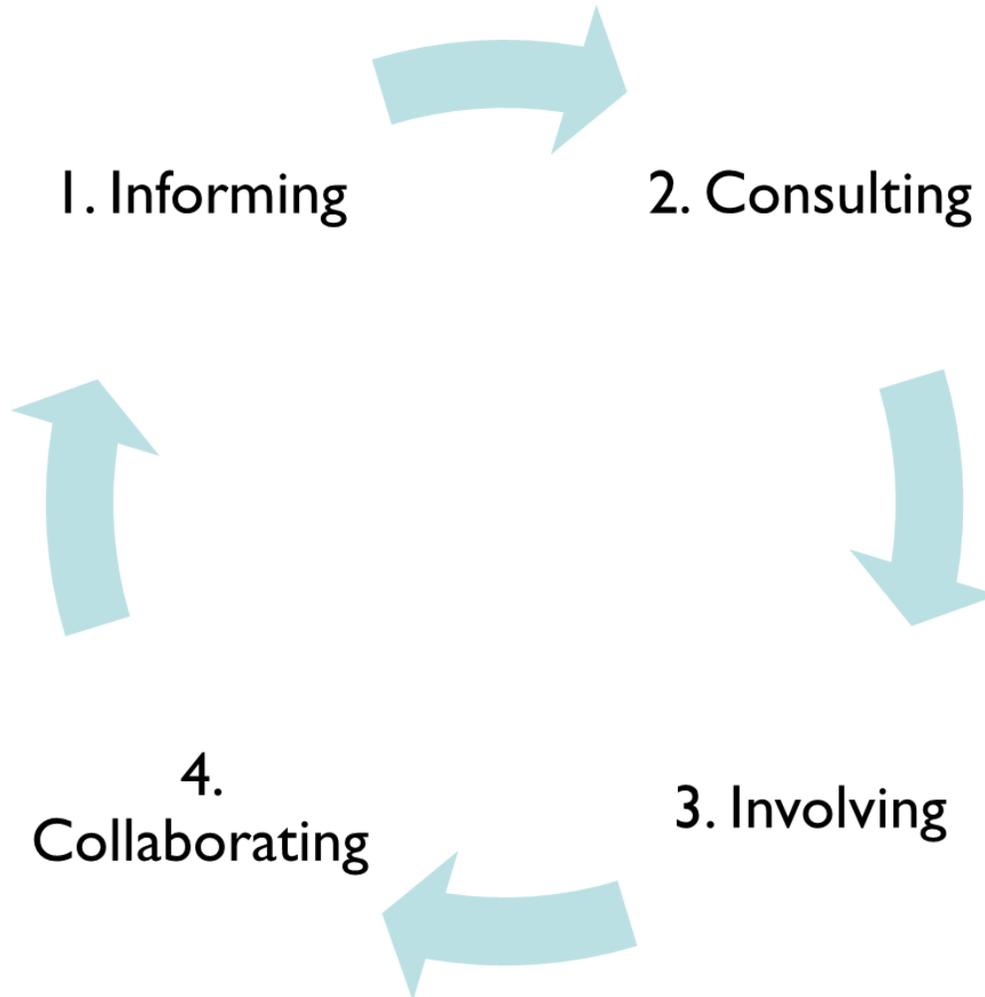
# APPENDIX 4: POLICY AND PROPOSALS MAP FOR THE GORBALS



## APPENDIX 5: PROPOSED PYRAMID MODEL OF COMMUNITY DEVELOPMENT FOR LOCALITY PLANNING IN GLASGOW



**APPENDIX 5: PROPOSED CYCLICAL MODEL OF COMMUNITY DEVELOPMENT FOR LOCALITY PLANNING IN GLASGOW**



Modified from International Association of Public Participation.

## APPENDIX 6: National Standard for Community Engagement



(Source: SCDC, <https://www.scdc.org.uk/what/national-standards.>)