Community Consultation For Quality of Life in Scotland

CCQOL

Acknowledgements

Quality of Life Foundation	Commonplace	Urban Symbiotics
https://www.qolf.org/	https://www.commonplace.is/	https://urbansymbiotics.com/

Executive Summary

Research summary: inclusion and adaptability

The Our Edinburgh Neighbourhood project delved into the regulatory landscape for community involvement in Scotland, and into the practice of community consultation on the ground. By interviewing key stakeholders, it identified obstacles and opportunities for inclusivity in the consultation process. The project then tested these findings by hosting an urban room in Edinburgh, examining how physical spaces and digital methods can improve planning processes in Scotland.

In Scotland, there is optimism that participative planning can transform communities. For the Scottish Government there is a tension between enabling a constructive voice for communities and the need to deliver development efficiently and effectively.

The team used a two-pronged approach for the urban room research. It set up a static urban room in the city centre as well as remote pop-up exhibitions in underserved areas of Edinburgh. These spaces helped the project explore the physical infrastructures and digital tools that can enhance the development of Local Place Plans and 20 Minute Neighbourhoods in Scotland.

The primary focus was on inclusion, which led the team to prioritise adaptability. They ensured the static urban room could accommodate a wide range of participant requirements. They adjusted the room's ambiance to suit various activities, including table-top exhibitions, speaker presentations, collaborative meetings, co-operative workshops, and marketplaces.

The research revealed that a static urban room serves as a valuable community space for sustained engagement and co-creation. Meanwhile, remote pop-up exhibitions expanded engagement and facilitated more candid conversations. They not only served as standalone engagement opportunities but also acted as a bridge to the central Edinburgh space.

Community Consultation For Quality of Life

Our Edinburgh Neighbourhood was part of a UK-wide research project, Community Consultation for Quality of Life (CCQOL) funded by the Arts and Humanities and Research Council.

CCQOL was initiated by Professor Flora Samuel, based on the belief that creating maps of local assets - the places people value most in their communities - is a good way to involve local communities in co-creating local knowledge about their area.

Applying the Quality of Life Foundation's Framework themes of Control, Health, Nature, Wonder, Movement and Belonging in a Commonplace online mapping platform, a map-based approach aimed to test how creating local knowledge through community consultation can help inform longer-term decisions about future development and improvements in our communities.

Research questions

How can community consultation be made more useful and effective across the diverse policy contexts of the UK?

How can community consultation be made more representative and inclusive?

How can community consultation be undertaken for areas that have not yet been developed, when 'future users' are not known?

What are the relative benefits of online and physical community consultation?

How can community consultation be made into a long-term project that fosters ongoing civic debate?

How can social value mapping inform the process of community consultation?

What format could community consultation take in a pandemic?

What terminology is needed to describe inclusive, empowering 21st century community consultation?

Project methodology

The project addressed these questions using several means. The team planned, delivered, and evaluated four physical 'urban rooms' in four UK cities: Reading, Cardiff, Edinburgh and Belfast. Urban rooms are defined by the Urban Room Network as spaces 'where people can come together to help create a future for their local area'.

Alongside these urban rooms, the team used Commonplace online mapping platforms and surveys to engage with local communities. Each city had its own approach, and this approach was informed by a policy literature review specific to each nation. Additionally, we conducted interviews with local planning and community representatives and established Local Advisory Groups in each city.

Key statistics from the Edinburgh urban room

60%

of project participants have never participated in a planning consultation, nearly always because they've never been asked

Nearly

4 out of 5

of surveyed participants wanted the option of face-to-face interactions in planning consultationas being able to share information and opinions and connect with others

Nearly

4 out of 5

of surveyed participants valued digital engagement for its speed and convenienceable to share information and opinions and connect with others

A quarter of participants used the digital platform without support

Users valued the digital platform and that they could see and read other participants pins and text responses.

Participants indicated that the value of face-to-face engagement lay in listening to others and feeling part of a community

Recommendations from the Edinburgh project:

1. Community consultation and engagement should be undertaken as directly as possible in local neighbourhoods, in multiple locations at times to maximise participation

2. Local Development Plans in Scotland should fully engage with climate change, sustainability, well-being and healthy choices

3. Digital planning should enhance not supplant face-to-face encounters both for those without digital devices and to provide help and assistance for those who do

4. Community participants should be able to access a wide range of techniques and media to input in the process

5. There should be an emphasis on digital tools for co-creation as well as information dissemination and collecting participant responses to proposals made

6. Digital tools should have an important role in explaining 20 Minute Neighbourhoods in both national and local contexts in Scotland

7. Community Councils should be supported to use digital tools to understand the needs and aspirations of the settlements they serve

8. Government should continue to resource Charette programmes, Local Place Plan preparation and the use of the Space Tool

9. A network of urban rooms should be supported in Scotland as places for co-creation and sustained capacity building for communities. They should be adaptable with facilities to store and retain work both physically and digitally

10. The role of Community Councils in the development planning process should be better recognised with support made available to develop participative tools and practices

Contents

Context   13

Context

Figure 1: Neighbourhoods and Urban Room. Liberton residents visiting our central room

1.1 Introduction to the Scotland National Report

1.1.1 The research project

Community Consultation for Quality of Life (CCQOL) is a Four Nations project that explores how individuals and communities can have a greater say and actively shape the communities they live in. Rather than a study of specific places or developments, it is an enquiry about the process of planning and how it can be made more inclusive.

The project is an academic collaboration lead by the University of Reading who have partnered with the University of Edinburgh, Cardiff University and Ulster University. Together they cover all the four nations to ensure that devolved and distinctive practices are properly recorded. As part of the process, this national report for Scotland records and reflects on our research. It should be read in conjunction with our publications Public participation in planning in the UK: a review of the literature (Lawson 2022) and the Scottish pilot project stakeholder report (Brennan 2023).

The first stage of CCQOL comprised a systematic review of the relevant data and literature in Scotland followed by a series of structured interviews with key stakeholders. It forms the basis of Section 1 of this national report. The second stage of CCQOL saw each of the Four Nation partners running pilot projects, hosting a series of urban rooms for a month, each with its own programme of events. Shared activities included collecting data about engagement in the planning process and testing Quality of Life indicators. Our Edinburgh pilot forms Section 2 of this report. Finally, this document distils a series of recommendations to enhance participation in planning processes in Scotland, with many relevant across the four nations.

Figure 2: Outputs for Community Consultation for Quality of Life Project

1.1.2 Contexts

Across the UK, planning law, development management, community engagement and consultation share common foundations; but they increasingly diverge with the introduction of devolved powers. In Scotland, there has been a long-term focus on access to the countryside, and community land transfer. More recently, policy and legislation has promoted citizen engagement in concert with broader goals for sustainability and well-being. As with so many other facets of life, COVID-19 has forced the pace of change towards digital worlds and a vision of planning that is both participative and efficient.

> " Central to the rhetoric of reform, however, were two key, potentially contradictory goals: to speed up decision-making in the interests of economic efficiency and to improve public participation in the system. While the government has acknowledged a tension between these goals, the balance between them has rarely been explicitly debated. "
>
> *(Inch 2015)*

The central theme for our research in Scotland is understanding the tension between a desire for government to give a constructive voice to communities and the need to deliver development efficiently.

Even before the establishment of the Scottish Parliament in 1999, land use planning in Scotland has been separate from the remainder of the United Kingdom with significant divergences since 1970 (Warren 2009). Scotland however has a distinctive tradition in the role of the state in the built environment and housing. Where Scotland stood out from the United Kingdom was in its settled expectation that most housing would be provided by the State. Between 1950 and 1970, 84 per cent of all housing built in Scotland was by the public sector. The discipline of planning at the time was less about controlling and facilitating development and more about acting as a midwife for the state, to provide livelihood and shelter to its citizens (Bryce 1998).

The importance of community participation in planning is a shared preoccupation across the four nations, with a common legacy of Arthur Skeffington's commissioned report People and Planning Report of the Committee on Public Participation in Planning completed in 1969 (Kordas 2009). Arstein's Ladder of Citizen Participation as interpreted by Penny Norton (2017) in Public Consultation and Community Involvement in Planning sets out a field of involvement from non-participation to citizen power.

1.1.3 Scotland overview

In Scotland, the White Paper of 2005 (Scottish Executive 2005) sought to make planning more efficient and encourage public involvement through simplification and greater transparency (Warren 2009). A focus on engagement continues in Scottish National Planning Framework 4 (2023) that includes the cross-cutting outcome A Fair and Inclusive Planning System that declares 'We expect everyone involved in planning to take steps to ensure that a wide range of people are involved in shaping their future places.' (Scottish Government 2023).

In defining territory for legislation and policy, goals focus on sustaining an ageing population and making more inclusive environments for the young. However, with this comes a challenge of constructing robust interfaces between policy, innovation and enforcement.

> " When we started looking at Community Planning suddenly, we felt, well there was there was more to communities than just building houses, and what I feel is very interesting now is also the emphasis on societal change. So, we know that we have to equip our places with measures that will enable an active aging population to play its part, but equally we want to also see our younger people, not to be the excluded. "
>
> *(CCQOLScot NGO Policy Advocate 2021)*

Developers have a more utilitarian view of planning as a necessary corrective to ensure fair competition and to control the excesses of the investment and property market.

> **Planning has changed over the years, but the purpose of planning is to control the excesses of the investment and property market. I suppose without the planning system, profit and returns will be wholly out of control.**
>
> *(CCQOLScot Developer Representative 2021)*

In Scotland, there is a sense of optimism that planning reframed in a participative way can transform environments. This is reflected in recent legislative and policy programmes including consultation for National Planning Framework 4 (2021) and the Planning Act (2019). However, all of this is tempered by a lack of faith that communities can affect change (Berveridge et al. 2016) (National Trust 2017), and developers who view planning as a restriction of their business interests (Jenkins and McLachlan 2010) (Hutton et al. 2016).

1.2. Planning and participation in Scotland

1.2.1 Introduction

Planning became a fully devolved power in Scotland in 1997. From the centre, Acts of Parliament supported by enforceable regulations and statutory instruments underpin planning policy. The Scottish Government National Planning Framework sets out policy, projects and targets to be incorporated in Local Development Plans by Local Authorities. An ecosystem of statutory instruments, regulations, policy and advice documents issued by the government then contextualise and deliver the legislation ultimately through development management to determine planning applications. The current planning framework in Scotland is most defined through the Planning etc (Scotland) Act of 2006 and the Planning (Scotland) Act of 2019.

1.2.2 National planning

In Scotland, there is a clear hierarchy of scale in the creation of planning policy and its application to development. The National Planning Framework defines and specifies policy and projects for Scotland and is renewed every four years. It differs from its English counterpart as it prescribes projects of national importance. It has precise targets for the delivery of new housing with an obligation placed on Local Authorities to deliver through their Local Development Plans. As in England, regional planning policy has become a secondary concern following the demise of Regional Development Plans in 2016.

1.2.3 Local government planning

Albeit with clear targets set out in the National Planning Framework, planning and its execution through the development management process is devolved to 32 unitary local authorities. In 1973 there were 190 Burgh Councils of varying sizes, and until 1994, 41 District Councils with planning powers. It is argued that this ensures local authorities are of a size to support the resources required at scale for the delivery of often complex local services (Scottish Office 1992). Counter to this is the argument that such a framework is

> **...leading to a standardized approach to service delivery which takes little account of the wide diversity of Scottish communities, the particular challenges and opportunities they face and the need for locally appropriate solutions.**
>
> *(Revell and Dinnie 2018)*

1.2.4 Local Development Plans

Along with legislation, Local Development Plans are used as the basis for determining planning consent in Scotland. Decisions on planning applications must be made in accordance with the development plan unless there are significant reasons to do otherwise. Local Development Plans are granular, specifying individual development sites and their potential uses. They show how 'local places will change into the future, including where development should and should not happen' (Scottish Government 2023).

Local Authorities are expected to prepare Participation Statements and then publish and consult in a Main Issues Report. There is a minimum standard expected in communicating with communities and their community councils. A reporter representing the central government assesses whether the planning authority has met or exceeded its intentions to involve people in the development plan process, as set out in its participation statement (Scottish Government 2010). There are cited examples of good practice in consulting communities such as for the East Lothian Local Development Plan (Norton 2018) but also some disappointment in the ending of public enquiries or the exclusion of community councils as a 'key agency' to shape a local development plan at an early stage (Walton 2019).

Compared to much of Europe, the size of unitary local authorities means that community councils and 'community bodies' are the form of local government closest to the public. Community Councils typically have no employees, councillors are volunteers, and whilst they have an intermittent status of statutory consultees, they have no statutory powers. The efficacy of community councils is therefore variable across Scotland, often members being elected unopposed or representing interests to the detriment of others (Pacione 2014).

1.2.5 Community councils

Compared to much of Europe, the size of unitary local authorities means that community councils and 'community bodies' are the form of local government closest to the public. Community Councils typically have no employees, councillors are volunteers, and whilst they have an intermittent status of statutory consultees, they have no statutory powers. The efficacy of community councils is therefore variable across Scotland, often members being elected unopposed or representing interests to the detriment of others (Pacione 2014).

1.2.6 Development management

The process of securing planning consent through development management is plan-lead. At the outset, planning applications are classified as National, Major or Local all with their own opportunities for community consultation and engagement.

A distinction should be made between the rights the public have to be heard in the planning process and the extent to which that voice has agency.

Development type	Scope	Engagement framework
National	Mostly large infrastructure projects identified in the National Planning Framework.	National Planning Framework Consultation Process
Major	Defined in the Town and Country Planning (Hierarchy of Development) (Scotland) Regulations 2009 with thresholds that include housing developments in excess of 50 units or retail space over 5000sq.m	Submit a Proposal of Application Notice with 12-week consultation process. Two public consultation events held. The second must be held 14 days after the first. A report of responses submitted to Local Authority. Neighbours Notified and can comment. Pre-determination hearing by elected members.
Local	All other proposals that are not classed as major developments.	Neighbours Notified and can comment. Determined by Planning Officers unless specified for public hearing under 'scheme of delegation' Applications can be 'called in' by elected members and then determined by a planning committee of elected members.
Local	All other proposals that are not classed as major developments.	Neighbours Notified and can comment. Determined by Planning Officers unless specified for public hearing under 'scheme of delegation' Applications can be 'called in' by elected members and then determined by a planning committee of elected members.

1.2.7 Major projects

For Major Projects, the Pre-Application Consultation [PAC] is a process that takes place before any application is formally lodged. Its output, a Report of Responses is prepared solely by the applicant and is purely advisory. Michael Pacione notes that the pre-application consultation exists in part to make development management more efficient and in his view demonstrates the Government's focus in 'maximising the efficiency of the planning system in support of National Planning Priorities rather than to ensuring the effectiveness of public participation.' (Pacione 2014)

1.2.8 Local projects

At neighbourhood level, the tension between community representation and the efficient realisation of development is most pronounced. For the most part, applications are determined by permanent offices applying approved policies and the Local Development Plan. There is no redress for individuals or communities to hold local authorities to account when such policies are incorrectly applied.

Only elected members of the local authority can 'call in' applications for determination by elected members. Community Councils are no different to the public in having access to weekly lists of new applications, but they are unable to directly call for an application to be scrutinised in a public forum. Each Local Authority can take to committee Local applications if defined in a formal Scheme of Delegation. The threshold for this is inconsistent. For instance, East Lothian Council has a blanket presumption to delegate to planning officers and have no requirement for the development management process to consider the views of relevant Community Councils (East Lothian Council 2023).

1.2.9 Local Place Plans

The 2019 Planning Act introduces Local Place Plans. Similar in nature to neighbourhood plans introduced in England through the Localism Act of 2011, they are a vehicle for organisations that represent local communities to produce plans to shape their own neighbourhood. They should be led by and have the support of their communities and produce a clear vision and strategy to inform the Local Development Plan. To work, they require funding, access to information and supporting expertise with proactive support from the relevant local authority (Wright 2020).

The 2019 Act stipulates that any community body preparing a plan must have regard for any current Local Development Plan and the National Planning Framework and comply with its prescribed requirements. The Local Authority must keep a register of Local Place Plans but reserve the right not to register albeit with the obligation to state why such a decision was taken. Nick Wright in Local Place Plans Challenges and opportunities: A framework for draft guidance (2020) cites three key case studies in Foxbar (Paisley), Buckhaven (Fife), and Cumnock (East Ayrshire). From these, community trusts have been formed, collaborative inputs with community and local authority have shaped spatial strategies, and community councils empowered.

Local Place Plans bring communities together and harness local knowledge that can produce authentic and responsive spatial strategies. However, any agency they may have to influence development management and Local Development Plans is discretionary and this is a contentious issue within Scotland. If Local Place Plans continue not to have statutory status, then it is incumbent on Local Authorities to treat them with care, respect and a presumption to incorporate their fundamentals in their Local Development Plan. If resource issues and imperatives for efficiency bear down on local authorities to the extent that Local Place Plans are side-lined, then their legitimacy will be inevitably undermined.

Planning Policy and Process by Scale

Regulatory Processes for Participation

Challenges to Participation

National Planning Framework
NPF defines and specifies policy and projects for Scotland; renewed every four years.

public and stakeholder consultation + parliamentary process

specifies national projects + sets housing targets + defines policy frameworks

Local Development Plan
the basis for determining planning consent in Scotland. How 'local places will change into the future; where development should and should not happen'

participation statement + main issues report

Local Place Plan by local community groups

no public enquiries in case of dispute community councils not a 'key agency'

discretionary implementation in Local Development Plan
LPP be compliant with LDP policy

Local Development Plan establishes decision framework for development management of planning applications

'Major' Project
thresholds include housing developments in excess of 50 units or retail space over 5000sq.m

2 rounds of pre-application consultation + pre-determination hearing

pre-application consultation advisory only at discretion of local authority

'Local' Project
All other proposals that are not classed as major developments.

neighbour notification only + determination by planning officer

depending on local authority, can cover all proposals other than major projects with limited opportunities for consultation and representation
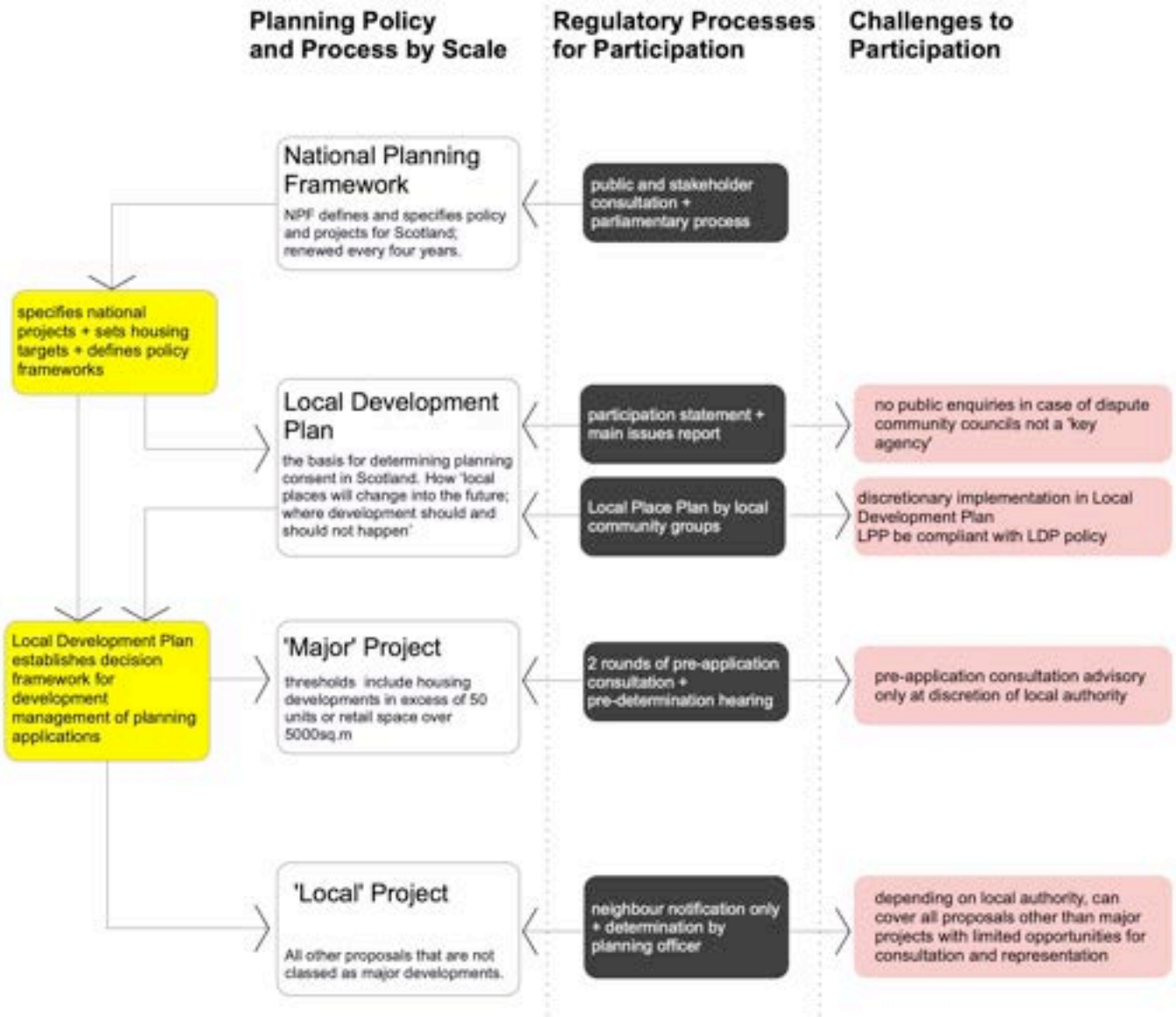
Figure 3: Key characteristics of engaging with regulatory frameworks in Scotland

1.2.10 20-minute neighbourhoods

A 20-minute neighbourhood is a concept of urban planning and design that aims to create urban environments where residents can access most of their daily needs within a 20-minute walk or bike ride from their homes (AlWaer and Cooper 2023). It reduces the need for long commutes, promotes active transportation, and enhances the quality of life for residents. The exact timing be it 15 or 20 minutes or mobility mode varies so is often referred to as 'n-minute' or 'x-minute' neighbourhoods (Van der Horst et al. 2021) (Logan et al. 2023).

Its importance to planning policy in Scotland is clear in its inclusion in National Planning Framework 4, being embedded in Policy 15 Local Living and 20-Minute Neighbourhoods and that its principles be incorporated in Local Development Plans. (Scottish Government 2024) Many Local Authorities in Scotland have well developed strategies for 20-Minute Neighbourhoods (City of Edinburgh Council 2021). 20-minute neighbourhood can reset and re-define relationships between the city centre, inner and outer suburbs, finding a balance between local amenity and connectivity with equitable access to places of work, recreation and education. For community participation and engagement, 20-minute neighbourhoods should be viewed as wholly positive being rooted in improving the immediate environments of where people live.

> **I actually find the 20-minute neighbourhood as a fuller and clearer description of what sustainable development is.**
>
> *(CCQOLScot Policy Advocate 2021)*

However, clear communication and explanation of 20-minute neighbourhoods are vital. They have been misrepresented as a form of conspiratorial top-down control especially in relation to traffic management should be a concern for all advocating localism and community engagement agendas (Siniscalco 2023).

Figure 4: 20-Minute Neighbourhood Exhibition Panel

1.2.11 In summary

To conclude, there are many points at which individuals and communities can engage with planning helping to shape local development plans, commenting on planning applications before and after applications are lodged. Communities can also be proactive in shaping their neighbourhoods through their creation of Local Place Plans. Ultimately how this materially affects development is essentially discretionary, having to compete with developer interests, national policy and the pursuit of financial and procedural efficiency. As such, referring to Arnstein's (1969) Ladder of Citizen Participation, community engagement may rarely rise above the tokenism of informing, consulting and placating.

1.3 Understanding Community Engagement in Scotland

1.3.1 Research focus

Our research activity in Scotland for Community Consultation for Quality of Life was conducted in two stages. The first comprised a series of interviews with key stakeholders and then followed by the pilot studies and the operation of urban rooms to collect user data and test the spaces for collaborative activity.

1.3.2 Project interviews

A series of interviews were organised with researchers, central and local government, professional bodies, developers and community advocacy groups. It complements the review of research conducted into public participation in the UK (Lawson et al 2022) and our interviews map to key sections of Public participation in planning in the UK: a review of the literature. Our interviews were coded to:

- Motivations for community participation
- Barriers to participation
- Vehicles for participation
- Structures for engagement
- Resourcing participatory practice

These interviews and their research contexts provide a perspective on current thinking and aspirations in Scotland.

1.4 Motivations for Community Participation

Motivations for broader community participation are often individuals and groups with a transformative vision for their communities.

'I think if you can inspire people with a vision as to what the future might look like, and the people can see opportunities and see that, despite everything, there is still a positive opportunity to create a different sort of future then people will get on with doing what they can to bring that into being.' (CCQOLScot Community Lead 2021)

In our expert interviews, participants identified as important in constructing a shared community vision delivered through effective planning:

- Tackling inequality
- Employment opportunities for the young
- Knowledge base for housing
- Affordable housing
- Co-working hubs and affordable workplaces
- Local food networks.

(CCQOLScot Community Lead and CCQOLScot Government Policy Maker 2021)

1.4.1 Climate change and sustainability

In Scotland as elsewhere, significant drivers for engagement are all aspects of the climate emergency. Central Government signals this in National Planning Framework 4 (Scottish Government 2023), Local Government priorities are evidenced in carbon action plans an example being the City of Edinburgh Council's Our Future Council, Our Future City (2021) At grass roots, active organisations include the Scottish Community Climate Action and Transition Scotland Hub. Climate action is a common thread to binds diverse communities and their projects together with national voices.

1.4.2 Resistance to development

In our interviews we encountered a preference for professionals to advocate community engagement across a broad front to influence change; but single issue and place protective action still defines much local engagement and is dependent on the resources and social capital of a particular place. (CCQOLScot Researcher 2021) Single issue campaigns are seen as catalyst of shared interest and pooling complementary skills often to resist development. However, such stereotypes hide more positive perspectives especially in housing.

> **You know, they said they're saying they don't want their housing development. Maybe because they feel that in the past, lots of developments have been imposed on them by developers and don't really reflect what the aspirations are for the community. But equally they'll be saying you don't want more houses and but then complaining that local services aren't supported that the local school was having to close down.**
>
> *(CCQOLScot Govt Policy Maker 2021)*

For developers and professionals, there is an implied and sometimes an overt impatience with groups referred as 'Nimbys' who reflexively oppose development. In Scotland, there is a concern that such groupings may steer community lead Local Place Plans to go after 'sacred cows'. (CCQOLScot Digital Policy Advocate 2021) or to gain a veto on development. (CCQOLScot Govt Policy Maker 2021 and CCQOLScot Developer Representative 2021)

1.5 Barriers to Participation

There are significant barriers to community engagement in the planning process in Scotland. Development management must determine planning applications that are often resolutely advocated and passionately resisted, and this process must work within legal frameworks subject to sustained scrutiny and challenge. This adversarial nature can deter citizen engagement in the process. It is thought that planning has become a 'quasi-legal construct' developing a cultural bias to conflict and oppositional posturing (CCQOLScot, Digital Policy Advocate 2021).

> **That's just the way our processes are set up at the moment. It is as if they're designed to encourage conflict, rather than skilfully facilitating deliberative processes which can bring together diverse perspectives in creative and meaningful ways to come up with better solutions.**
>
> *(CCQOLScot Community Lead 2021)*

Engaging in the planning process is often prolonged and attritional for everyone. It was noted that those able and active have time to do so whilst those with care and employment commitments are effectively excluded from the process.

> **I work at the local hospital when I talk about planning with the nurses, that they understand it. But you know, after you've done a 12 hour shift, there's no way you engage in it... it's whoever is time rich, is likely to engage better.**
>
> *(CCQOLScot Grassroots Advisor 2021)*

1.5.1 Consultation fatigue

Community exhaustion with planning processes often comes from best intentions with interviewees referring to 'consultation fatigue' (CCQOLScot Policy Advocate 2021). Inclusivity is challenging for instance with the old participating more than the young. Participatory processes can be hijacked and used by elite groups and effectively become gatekeepers to participation (CCQOLScot 9 Academic Researcher, 2021). Against this, Andy Inch discounts narrow self-interest in property values in favour of wider concerns about health and well-being. In Scotland he notes less oversight of the commercial interests of developers, professionals and elected politicians.

> **Professionals often question the representativeness of citizens' voices by reference to those who do participate as 'the usual suspects', a group of typically well-educated and resourced citizens disproportionately able to pursue their particular interests.**
>
> *(Inch 2014)*

1.5.2 Knowledge infrastructures

Especially in relation to responding to Local Development Plans and creating Local Place Plans, shared knowledge within communities is often lost; techniques and methods of resistance and advocacy are forgotten and 'people learn from scratch and go through the same processes as previous generations' (CCQOLScot Researcher 2021). The political character of many parts of urban Scotland are often entrenched with the 'feudal politics of the system' working against grassroots engagement in planning. (CCQOLScot Grassroots Advisor 2021)

All of this can bring about a systemic feeling of unfairness and community consultation can be perceived as managing discontent rather than nurturing empowerment. Often engagement events are conducted with good 'participatory outcomes' that are then side-lined, corroding faith the process (CCQOLScot Academic Researcher and CCQOLScot Researcher 2021).

> **The elephant in the room in the most recent planning reforms was actually early engagement didn't work at all last time. So, we'll do more of it. Yes, that's what we'll be as long as we don't give people a right of appeal at the end, because that's the business end.**
>
> *(CCQOLScot Grassroots Advisor 2021)*

1.5.3 Competing interests and unintended consequence

There can be a sense that engagement is essentially futile because of the strength of developer interests. For developers, the motivation is perceived by some as an unreasonably high rate of return on investment that drives an aggressive approach to the development management process. (CCQOLScot Developer Representative 2021) Industry lobby groups such as Homes for Scotland are focused primarily on housing starts and pursue these interests in the preparation of Local Development Plans (CCQOLScot Developer Representative 2021).

Scotland has asymmetric housing demand with some authorities such as Perth and Kinross and the Lothians being under sustained pressure (Scottish Government 2023). There is a sense that local authorities do not have the resources to defend community interests in what is an adversarial environment. With the right of appeal against consent refusal, pressure to meet centrally set targets often determine the outcome of appeals in favour of development (CCQOLScot 2 Community Lead 2001). There is sustained pressure to introduce third party rights of appeal in Scottish planning; to challenge decisions made in favour of development with the force of law. Michael Pacione observes that 'there appears to be a favoured bi-partisan relationship between state and capital that has served to marginalise local citizens from decisions regarding the development of their communities.' (Pacione 2014) Conversely it is argued that such powers may be used by competing developers or (as in the case of Ireland) centralise decision making even further (Beveridge 2016).

1.6 Vehicles for participation

In Scotland, there is support and strategies that give traction to better methods of participation. Much of this is established by central government. Although there are national commitments to development targets, economic growth, housing provision and efficiency in the planning system, it is balanced with improvements both the accessibility and quality of community participation and engagement. This section discusses current supported good practice for participation in planning projects and the development of a digital strategy in Scotland.

1.6.1 Participatory methods

In Scotland, there has been an emphasis on charettes; design workshops as a means of enhancing engagement beyond text and town hall methods of consultation. The Scottish Government established its Design Charettes Programme to promote community lead design, supporting a series of 78 projects. The reflective document on this process presents a balanced view of the successes and challenges. When successful communities felt they were proactive in the development of their neighbourhoods with both short and long term benefits (Blake Stevenson 2019) (AlWaer and Cooper 2020). Charettes are seen as important in the creation of Local Place Plans. (Nick Wright Planning 2020 p.32). However, for credibility and delivery, Charettes need to be better recognised and incorporated in Local Development Plans (Beveridge et al. 2016).

The Place Standard Tool https://www.placestandard.scot/ is supported by Scottish Government, Architecture and Design Scotland and NHS Scotland. It is employed in community consultation with some success and can be used in place and online. It consists of 14 questions covering physical and social elements of a space and is designed to be applied at different scales and diverse audiences. The value of the tool is that the completed compass diagram and notes are to a standard format capable of being shared both within and outside projects to provide an informed conversation about issues and opening them out to different interpretation.

> "
> **At South Queensferry a lot of the focus when it was general public moans was about parking ...using that we can bring light in a very different issues that are important to people.** "
>
> *(CCQOLScot Govt Policy Maker 2021)*

Figure 5: Participative planning techniques. The ImagineIf game

1.6.2 Digital technologies

COVID-19 changed the landscape of community engagement with a transition to online engagement. For developers running pre-application consultations, websites are near universal, but in most cases the information as presented remains like that found in onsite exhibitions. (CCQOLScot 10: Developer Representative, 40:45). A noteworthy exception is a simple virtualisation of a village hall as a digital drop-in to review the Aberdeenshire Local Development Plan which presented an appreciable volume of information in an accessible way (Scottish Government 2020).

Social media is transformative, but a challenge lies in guiding communities to useful knowledge and evidence rather than simply as a forum for opinion. The future is more likely to be hybridised with digital and face-to-face elements. Further work is required to explore how different modes can be 'knitted together to communicate with each other' (CCQOLScot Policy Advocate, 2021). In Scotland, where remote communities have suffered from poor communication, the pandemic has accelerated change, allowing shared activities between communities in Orkney and those at Dumfries and Galloway (CCQOLScot NGO Policy Advocate 2021).

The Scottish Government has committed £35 million over five years to their digital planning strategy as set out in Transforming Places Together: Scotland's digital strategy for planning (2020). A goal is to change the nature of planning from a focus on development management to participative and inclusive forms of community practice.

> **There's a lot of opportunity to make to demystify the system as well as sort of streamline the way engagement can be done. And that's at all stages.**
>
> *(CCQOLScot Digital Policy Advocate 2021)*

A shift to digital techniques will transform the way in which data such as mapping and visualisation can transform a citizen's understanding of their place to include vacant land, carbon emissions and traffic patterns in a way that 'an ordinary citizen can interrogate, find out and actually see for the first time what is the added value' (CCQOLScot NGO Policy Advocate 2021). Along with sophisticated visualisation and information delivery, digital techniques in themselves can facilitate participation. This is realised through online polling of proposals being made, voted on, reframed and refined. Such a process brings traction to community strategies that demonstrate support that 'tempers the loudest voices' (CCQOLScot: Digital Policy Advocate 2021).

It is clear digital planning has strong support, with the goals of increasing efficiency, reducing cost and sharing and communicating comprehensive development data. Conversely, challenges lie in continuing to reach to digitally excluded and the assembly of tools not only to disseminate information but also facilitate co-creation.

1.7 Structures for engagement

1.7.1 Expertise

Ultimately communities accruing expertise addresses inclusivity as information well prepared and presented is vital for citizens to act effectively (Lawson 2014). Planning Aid Scotland offers support and volunteers from cognate professions to advise and support communities in the planning process. Grassroots organisations such as Planning Democracy work to provide advocacy and capacity building.

> **We've just written a guide to help people and it's 36 pages long, and we've written it and rewritten it and rewritten it, trying to make it so that people can understand this highly complex area, which only benefits the developers in its level of complexity.**
>
> *(CCQOLScot Grassroots Advisor 2021)*

1.7.2 Places for engagement

Traditional places for engagement, as embodied in the stereotypical village hall meeting are criticised for their inflexibility and exclusivity as such a perception has been accelerated by the pandemic.

> **Where participation and engagement takes place, it is in a state of flux, for some the traditional practice of public meetings is over.**
>
> *(CCQOLScot Developer Representative 2021)*

> **I also volunteer and do some pre application work. And so, I've been stood there to discuss the application proposals, for example, in stuffy village halls and five or 10 people show up. And that's it. And so, I think it absolutely has to change.**
>
> *(CCQOLScot Policy Advocate 2021)*

This is not a call to discard physical places for engagement exclusively for online worlds. A sustained physical presence acts as a catalyst as hubs for community building, drop-in, interview and exhibition. In Scotland, dedicated places for engagement even on a temporary basis are uncommon in comparison with the rest of the UK (Urban Rooms Network 2023). The Planning (Scotland) Act 2019 makes specific provision for better engagement with traveller communities and the young. Here an understanding of community values and the places where engagement happens is vital (CCQOLScot NGO Policy Advocate 2021).

> **We desperately need spaces where people all can come together, and diverse viewpoints can be brought together in a meaningful way with some level of consent about the way forward.**
>
> *(CCQOLScot Community Lead 2021)*

Hybridised engagement is more likely in Scotland, especially in rural places with digital and face-to-face forms of participatory practice. ((CCQOLScot Policy Advocate 2021). Such places of engagement are not necessarily clearly defined as the 'urban room', or 'website' and engagement can happen in shared spaces on residents' terms. (CCQOLScot Grassroots Advisor 2021).

Figure 6: Urban room exhibition material

1.7.3 Local activism

Local engagement in planning is opening out from protest activism, recognising that diversity in values and perspectives make for more credible advocacy (CCQOLScot Community Lead 2021). It is a sensitivity to concerns about the 'middle class capturing the right to the city' so their interests take precedent. (CCQOLScot Academic Researcher 2021). In Scotland, disparities of income often exist in physical proximity especially in city centres, so successful local activism should be defined by inclusive social, cultural and economic characteristics of a neighbourhood. (CCQOLScot Grassroots Advisor 2021)

For developer and community, relationships are often adversarial. The Scottish Land Commission's The Value of Early Engagement in Planning (Wright and Tolson 2020) sought to bridge this divide looking at the qualitative and quantitative benefits to landowners and developers in embracing community engagement; in short that it makes good business sense. Benefits in the research were quantified as smoother progression through the development management process and the establishment of mutually beneficial long-term relationships between developer and community.

1.7.4 Local government and community councils

It is recognised that a transfer of rights and responsibilities from local government to communities themselves is problematic, with challenges of capacity, financial resource and 'consultation fatigue'. There is therefore a continuing role for elected members who are accountable to decisions on behalf of others (CCQOLScot Policy Advocate 2021). Community Councils in Scotland are like Parish Councils in England in that they are formally constituted, but in Scotland their budgets are more circumscribed, and their role is primarily advisory. However, such bodies are often vibrant forums for engagement.

> **If you go to Community Council in Portobello and you know it's pretty amazing how people show up and you know there are, it's not just a middle-class neighbourhood it's quite diverse, but everybody shows up prepared with papers.**
>
> *(CCQOLScot Researcher 2021)*

Community Councils can have value as a place for local government, community and developer to meet outside of the development management process (CCQOLScot Developer Representative 2021). Local Authority planners can see Community Councils as a vital conduit especially in the preparation of Local Development Plans. (CCQOLScot Policy Advocate 2021).

There are dissenting voices, stating that community councils are 'pretty much irrelevant', who are 'well meaning' but 'totally self-selected'. (CCQOLScot Community Lead 2021) and can be seen as an 'appointed safeguard of no change agenda'. (CCQOLScot NGO Policy Advocate 2021). Their lack of resources and statutory powers mitigate against being effective in the planning process (Bort 2012). There is an active debate on the future of Community Councils and whether in Scotland, their reinvention as Citizen Assemblies may be more effective for communities to have their say about their settlements (CCQOLScot Government Policy Maker 2021).

> **On the citizens assemblies. I mean, that's a step in the right direction. But we're babies in terms of how we do our deliberative democracy in this country; we are very inexperienced.**
>
> *(CCQOLScot Grassroots Advisor 2021)*

1.8 Resourcing participatory practice in Scotland

As set out in the introduction to this report, there are competing interests in Scottish Planning. The first is reconciling national and local priorities that are played in housing targets. The second is the pursuit of efficiency set against the resource required for effective community participation and engagement (Pacione 2014) (Sinclair 2008).

Tensions therefore exist, often not in sentiment but in the realities of fostering engagement. For both policy makers and advocacy groups there is some consensus towards an institutional realignment to community interest. There has been investment in participatory methods made by the Scottish Government with support through Architecture and Design Scotland to embed the Place Principle (Architecture and Design Scotland 2021) along with the place standard tool and the charette mainstreaming programme (Blake Stevenson 2019). However, this is set against the perception of a lack of resource to enable such change.

> **Full consultation at any stage in the planning process in respect of community engagement requires a lot of resource and that has been diminishing. So, I think you see a lot of planning authorities getting cut back to the regulatory bone.**
>
> *(CCQOLScot Grassroots Advisor 2021*

At present the resources deployed by developers and that available to local government and communities are asymmetric. In part, developers are effectively investing heavily in a process with the potential to deliver high financial return. Pre-Application Consultations and Environmental Impact Assessments are prepared by developers and their agents and there is no guarantee that the community voice is accurately or fully represented. (CCQOLScot Grassroots Advisor 2021). Such 'shadow consultations' enable developers to accrue local knowledge and navigating opposition. (CCQOLScot Developer Representative 2021) At the same time the lack of responsiveness in Local Development Plans mean that Local Authorities and developers sometimes negotiate outside of representative frameworks "to go into a darkened room to say what they want to do" (CCQOLScot Developer Representative 2021).

> **If you're if you're serious about that constant engagement, about decisions in your local community relating to the land, you can't really quantify it. But we know that there are long term benefits to this; the benefits, holistic benefits of this outweigh not doing any engagement at all.**
>
> *(CCQOLScot Government Policy Maker 2021)*

1.9 Summary: Community engagement and planning in Scotland

- Support for more public participation by government, planners and developers is defined in part by an imperative for efficiency. Digital delivery of development information is transforming what can be made available to the public but mainly only to inform.

- There is strong support for participatory tools through resourcing design charettes and the Place Tool that support partnership and co-creation in development planning.

- Pre-application consultation, the status of Local Place Plans and community input into Local Development Plans remain essentially consultative. Local Place Plans, charettes and Community Council consultation are essentially advisory. Credibility would be gained with communities if their status and agency is better incorporated in the development management process.

- Much of Scotland's land mass is composed of remote rural communities. The Scottish Government through Community Rights Legislation, the Scottish Land Fund and its inclusion in National Planning Framework 4 demonstrates sincere commitment and tangible progress in the fundamentals of community empowerment in rural places (Doyle 2023). Less developed are sophisticated participatory tools for engagement and the application of national policy such as 20 Minute Neighbourhoods in a meaningful way for rural communities.

- There are systemic issues in relation to the size of Local Authorities. Community Councils in Scotland have little access to public funding, uncertain statutory rights to consultation, and vary widely in their capabilities and democratic mandates. This structural weakness makes more difficult the delivery of well-intentioned policy to give traction to community engagement.

- In the context of our broader Four Nations study, planning in Scotland is more centralised with strategic targets for housing to be met in contrast to more devolved approaches in the UK. The governance infrastructures for community engagement are sometimes stronger elsewhere in the Four Nations.

- Communities do not have infrastructures to build their own expertise or indeed have places they can call their own in which to co-create and establish their own terms for participating in the planning process. In the Scottish pilot run as part of Community Consultation for Quality of Life, we explored what kind of physical infrastructures can support engagement and how physical and digital tools can inform the development of Local Place Plans and 20 Minute Neighbourhoods in Scotland.

1.9.1 Key themes for the Stage 2 pilot project

Many of the issues identified in Stage 1 are matters for policy and legislative reform or are embedded characteristics that are unlikely to change in any significant way. For Community Consultation for Quality of Life, we identified stage 1 themes that were directly relevant for the pilot project to address.

- **Public participation in planning processes in Scotland:** To what extent does the public engage with planning processes in Scotland?

- **Transitions to digital planning:** How can digital planning be realised and how is this perceived by the public?

- **Capacity building for communities:** How can physical assets support knowledge, skill building, collaboration and creation so communities gain agency in the planning process?

Lessons from our Edinburgh Neighbourhood

7. Edinburgh's Urban Room in Use

2.1 Overview

Section 1 has described community participation in Scotland as being supported by government policy but not always backed up by statutory rights. Some support for communities to plan their own futures are forthcoming but are modest in comparison with the resources available to developers and the procedural infrastructures controlled by Local Authorities. At all levels of planning from strategic policy to development management, the time and spaces for communities to be heard compete with imperatives for greater efficiency and cost effectiveness.

The Community Consultation for Quality of Life (CCQOL) project in Scotland took aspects of recent changes in planning policy and innovation, that of Local Place Plans as specified in the 2019 Planning Act and 20 Minute Neighbourhoods as set out in National Planning Framework 4. CCQOL ran a series of four pilot projects in the four nations all utilising an Urban Room as a locus for research in conjunction with a digital mapping and participation platform to understand people's knowledge and engagement with planning and development processes.

Critical to our Scottish Pilot, badged as Our Edinburgh Neighbourhood, was exploring community infrastructures, the capacity to accumulate knowledge, gain skills, to develop advocacy and have agency in shaping shared neighbourhoods. We know from Section 1 that capacity building and the ability of communities to act independently is challenging.

Local and national government have established resources albeit stressed, with people, policy and statutory powers to oversee the development management, whilst developers employ expert consultancy in design, public relations and legal representation to further their interests. These parties therefore have well-formed and funded infrastructures that dominate the planning process. However well intentioned, government support for participatory techniques often retain power in the process through defining participatory techniques and setting the ground rules that to use Arnstein's ladder of Citizen Participation can degrade real partnership to being an exercise in placation. Nick Wright in Local Place Plans: Challenges and opportunities observes that

> **Access to meeting spaces is really important for planning and delivering community activities – but the cost can be prohibitive, even for premises run by the local authority in its role as a collaborative partner.**

In the report's case studies, reference is made of the requirement for 'months of close collaboration' (Wright 2020) and in the case of Charettes, adequate lead-in and extended timescales for delivery are important for successful projects (Blake Stevenson Ltd. et al 2023). Such facilitation and engagement require sustained periods of confidence building to ensure meaningful outcomes to shared development processes.

The Our Edinburgh Neighbourhood Pilot project explored how physical spaces as embodied in the idea of urban room can provide conditions for sustained engagement and co-creation; to test a community space through a range of different organisations and activities. We also explored relationships between central and peripheral locations and how all communities can be properly served. 20 Minute Neighbourhoods as a concept is paradoxical, a term thought to explain sustainable development in a tangible and relatable way has been distorted as a conspiratorial vehicle for control. Our Edinburgh Neighbourhood included an exhibition that focused on 20 Minute Neighbourhood and Local Place Plans, and we surveyed participants' relationship between Quality of Life Indicators and neighbourhoods in which they live.

2.2 An introduction to our Edinburgh neighbourhood

The Scottish pilot project for Community Consultation for Quality of Life was called Our Edinburgh Neighbourhood. It was established in January 2022 with a local steering group that comprised

- The City of Edinburgh Council

- Edinburgh Voluntary Organisations' Council (EVOC)

- Scottish Government; Planning Architecture and Regeneration

- The University of Edinburgh

The steering group advised throughout the establishment of the pilot project and were instrumental in assisting the project making contact and working with community groups in the city. Our Edinburgh Neighbourhood ran its pilot project in May and June 2022 centred around the operation of an urban room in Edinburgh city centre. Section 2 of this report describes the key components of the projects and its outputs. It starts with a description of the four pilot project themes

- Theme 1 Engaging with Edinburgh's communities.

- Theme 2 Exploring policy to promote participation in planning.

- Theme 3 Testing places and spaces

- Theme 4 Surveying community engagement in planning

Section 2 then describes the outputs of themes 3 and 4 that were based on the operation of our Urban Room and the Quality of Life surveys.

Theme 1 engaging with Edinburgh's communities

community led events programme

strategies

The City of Edinburgh Council

Edinburgh Voluntary Organisations Council [EVOC]

contexts

Theme 2 exploring policy to promote participation in planning

Explore Local Place Plans

Explore 20 Minute Neighbourhood

strategies

National Planning Framework 4

Planning (Scotland) Act 2019 onwards

contexts

exhibition + survey + events

our waverley market urban room and local pop-ups June/July 2022

contexts

Urban Room Network

Edinburgh's space for Architecture, Carbon and Environment

strategies

A base for Co-Creation

A place for engagement

Theme 3 testing places and spaces

contexts

Quality of Life Foundation Framework

Public Participation in Planning in the UK: A review of literature

strategies

Community Engagement Survey

Quality of Life Place Mapping
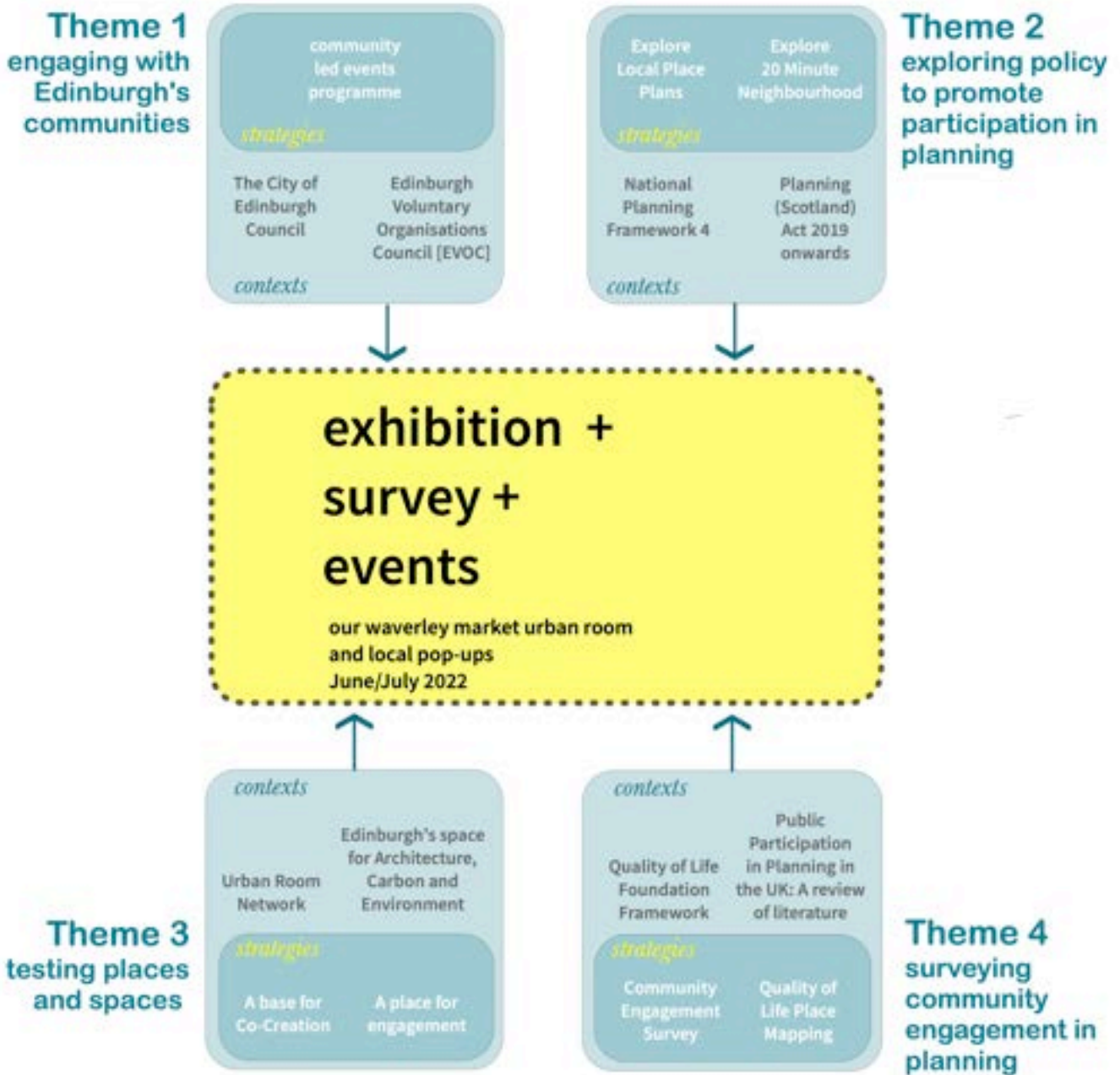
Theme 4 surveying community engagement in planning

Figure 8: Pilot project themes

2.3 Theme 1: Engaging with Edinburgh's communities

Our Edinburgh Neighbourhood worked with local community organisations to explore how best to interact with planning processes. For our project, we wanted to know how organisations use spaces effectively and ways in which face-to-face dialogue and co-creation activities could be properly supported.

Edinburgh is a World Heritage Site, a commercial, finance and services hub with a residential population in the city centre that is mostly affluent and healthy. Average incomes for the city are 27% above the Scottish average. At the same time, the proportion of children in poverty before housing costs is the fourth highest in Scotland. Typically, the city centre and inner suburbs to the south and west have measures of relative poverty under 10% of population while the outer suburbs measure to the south and north are between 23%-27% (Edinburgh Poverty Commission 2020).

A key theme of this project is how and where communities should engage in the planning process to greatest effect. It was realised early on in preliminary consultations that a city centre location is a fulcrum to bring communities together lying at the core of a centralised public transport network. At the same time however, it reinforces the gravitational pull of Central Edinburgh on the rest of the city. We worked with our partners at City of Edinburgh Council and EVOC to identify a model that brings engagement to local centres. We were particularly keen that we reached areas that had not been over-consulted, over-promised and subject to 'consultation fatigue'. What we wanted to discover were techniques to promote engagement and to understand what respondents embedded in local neighbourhoods thought about inclusion and the ability to engage effectively in local development.
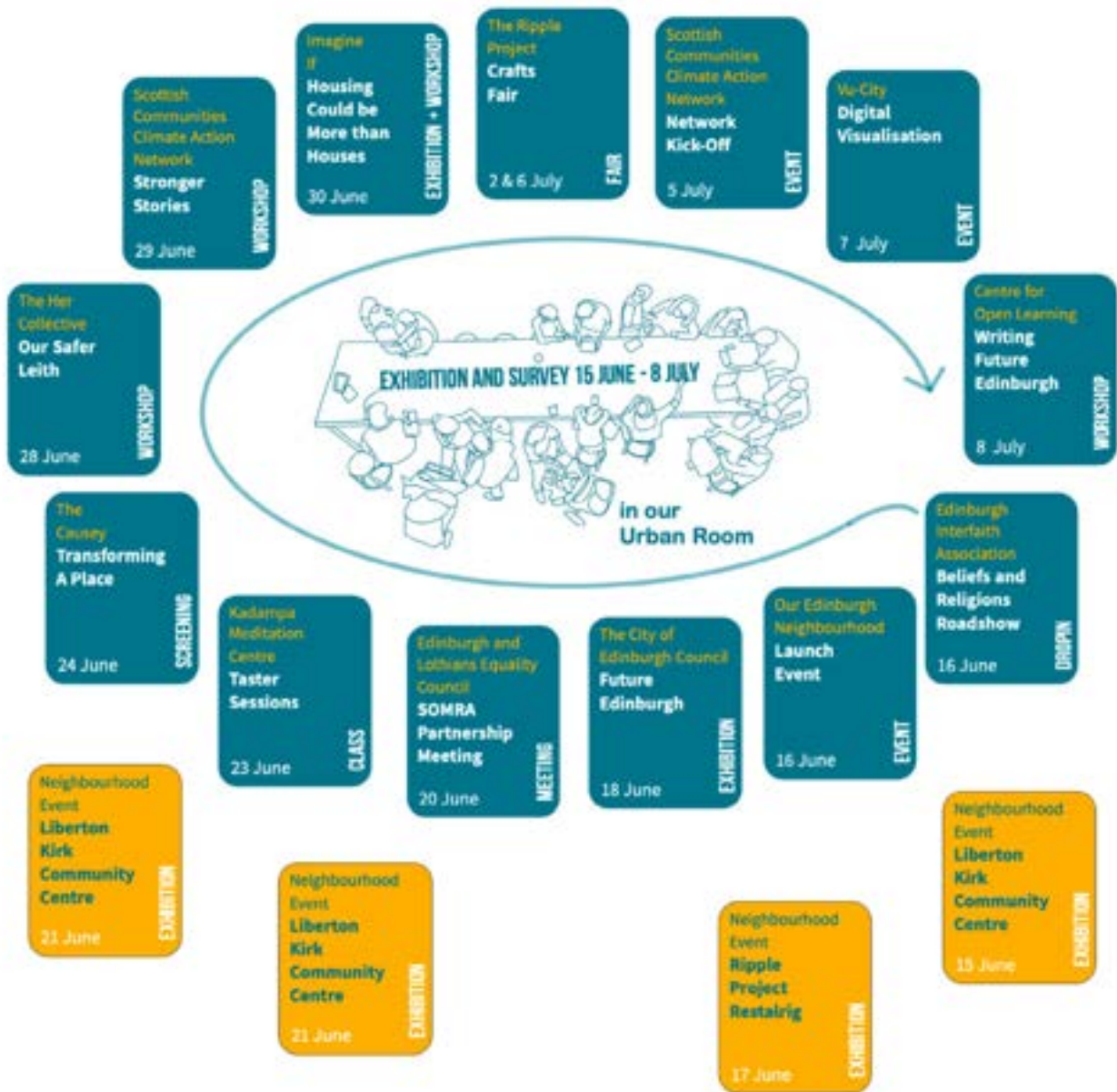
Figure 9: Urban room programme

We approached 125 organisations operating in Edinburgh, of whom the majority were mutual benefit charities and not-for-profit companies providing support for communities based on location, belief, and shared interest. Unsurprisingly a fifth of the organisations we identified were involved in arts, culture and heritage in diverse and creative ways. Many well established societies based in the city centre tended to focus on heritage and conservation of Edinburgh's historic core but tempered with a thriving community arts culture across its neighbourhoods. We also introduced Our Edinburgh Neighbourhood to community councils both at the centre and the periphery.

Sustainability and well-being groups are less numerous, but well organised with significant reach across the city. There were four key networking and advocacy organisations that we collaborated with Theme 3 to test our Urban Room. These groups were

The Edinburgh & Lothians Regional Equality Council. (ELREC) who

- Work towards the elimination of discrimination in all its forms.

- Reduce inequality and promote a culture of human rights.

- Promote and organise cooperation with representatives of the statutory authorities and voluntary organisations.

Edinburgh Voluntary Organisations' Council (EVOC) who

- Provide services that enable voluntary sector organisations to thrive.

- Work to influence the statutory sector in the creation of conditions that will allow the voluntary sector to flourish.

Scottish Communities Climate Action Network (SCCAN) who

- Enable mutual support and inspiration between their members.

- Develop and deliver training and services to meet members' needs.

- Link with wider partners and networks and communicate with policymakers.

Edinburgh Interfaith Association (EIFA) who

- Promote religious (and cultural) harmony and diversity in Edinburgh by bringing peoples of all faiths together.

- Advance mutual understanding, trust, respect, cooperation and peace between the communities of Edinburgh.

- Advance the general level of awareness on interfaith and multicultural issues among the wider population.

Our scoping study showed Edinburgh, as with most cities, has competing community interests, based on neighbourhood location, income and access to services and facilities; and that engagement in development management processes is often effective and well organised. A good example is the Cockburn Society that champions the preservation the City's built heritage and is highly influential and well-connected to established interests in the city. Outer areas of Edinburgh that face social and economic challenges are often supported with funding and expertise. Wester Hailes, an outer suburb has experienced sustained activity in the preparation, in two stages of a Local Place Plan. (Urban Pioneers 2022). It is recognised that such focus and resources are not always equally spread throughout the city.

Disparities between the city centre and its peripheral neighbourhoods is recognised by the Local Authority, community councils and there is policy and financial support to redress this. Many voluntary sector organisations work in Edinburgh neighbourhoods addressing the challenges around health, well-being and inclusion. The establishment of Local Place Plans, and the delivery of 20 Minute Neighbourhoods are encouraging vehicles for community engagement and participation to particularly serve communities outside of the city centre.

2.4 Theme 2: Exploring policy to promote public engagement in planning

Community Consultation for Quality of Life is a research project primarily about processes of consultation and engagement rather than responding to defined policy or a tangible development project. Engaging stakeholders and participants in the project and understanding their perspectives is challenging if posed purely in abstract ways. In section 1, we described how the complexities of regulation and development management make for an asymmetric relationship between communities and planning and built environment professionals. Some barriers to participatory practices may be addressed through regulatory change, but there remains a need to build public understanding and their capacity to engage with emerging policy and frameworks that aspire to promote responsive development.

In Theme 2 of Our Edinburgh Neighbourhood, we explored and then promoted two recent and significant delivery frameworks; that of Local Place Plans and 20 Minute Neighbourhoods. For our pilot project we prepared an exhibition that described them in a way relevant to an Edinburgh audience. The exhibition also contextualised these instruments in relation to CCQOL and the operation of our Urban Room pilot project. For visitors to the Urban Room and pop-up exhibitions in Edinburgh neighbourhoods, the panels describing 20 Minute Neighbourhoods and Local Place Plans contextualised and made tangible the survey work we conducted about planning processes and engagement, to spark conversation and debate.

The exhibition

We made two identical exhibitions, one based in our Urban Room at Waverley Market and the other to travel to local neighbourhoods.

All About Our Edinburgh Neighbourhood provides an overview to the project and how it is working both in city centre and neighbourhood locations. QR codes provide direct links to the online survey platform.

All About 20 Minute Neighbourhoods explains the concept of 20-minute neighbourhoods and what they can contain. It downplays specific rules about distance to instead talk about 20 minute neighbourhoods being an important way of talking about sustainable development of communities in a tangible and accessible way. It links through QR code to The City of Edinburgh Council resources about 20-minute neighbourhoods.

All About Local Place Plans are described as coming opportunity for communities to have more say in their neighbourhoods by producing their own proposals for adoption in local authority local development plans.

Urban Room: An Edinburgh Tradition explains an Urban Room in the context of Patrick Geddes and Edinburgh and latterly The Space for Architecture Carbon and the Environment (SpACE). Our project follows in a tradition of making spaces for dialogue and creativity in our cities.

2.5 Theme 3: Testing places and spaces

Central to the CCQOL project was the establishment of four urban rooms to test engagement methods and techniques. For Our Edinburgh Neighbourhood we explored how community use and co-creation can be facilitated by physical space. We also considered how elements of an urban room can be recreated as pop-ups to serve local neighbourhoods.

The Urban Rooms Network neatly describe an Urban Room as a 'space where people can come together to help create a future for their local area' (Urban Rooms Network 2023). Edinburgh can be credited as a birthplace for the urban room. Patrick Geddes' Outlook Tower in the shadow of the castle was realised in 1892 as an 'urban observatory for the modern age' and 'world's first sociological laboratory' (Tewdwr-Jones et.al 2020). Geddes' Edinburgh Social Union was designed to enable residents to understand, represent and transform their own neighbourhoods and the Outlook Tower was the dedicated urban room where this activity could be nurtured and developed. More recently, Edinburgh's SpACE opened for a month as an urban room to facilitate public engagement with design, place-making, heritage, landscape and construction in the pursuit of net zero carbon. The initial programme is intended as a pilot for a proposed longer-term facility in the capital.

Our Edinburgh Neighbourhood established its urban room at Waverley Market, a shopping mall adjacent to Edinburgh's main railway station. The growth of e-commerce and the disruptive effects of the coronavirus pandemic has meant that many shopping centres are compelled to re-purpose their estate (Hangebruch 2020). For Waverley Mall, diversification includes medical, civic and traveller support uses to supplement the retail offering. The room is adjacent to a cafe at an access point to the shopping centre, with a central space of 80m^2 with good storage facilities.
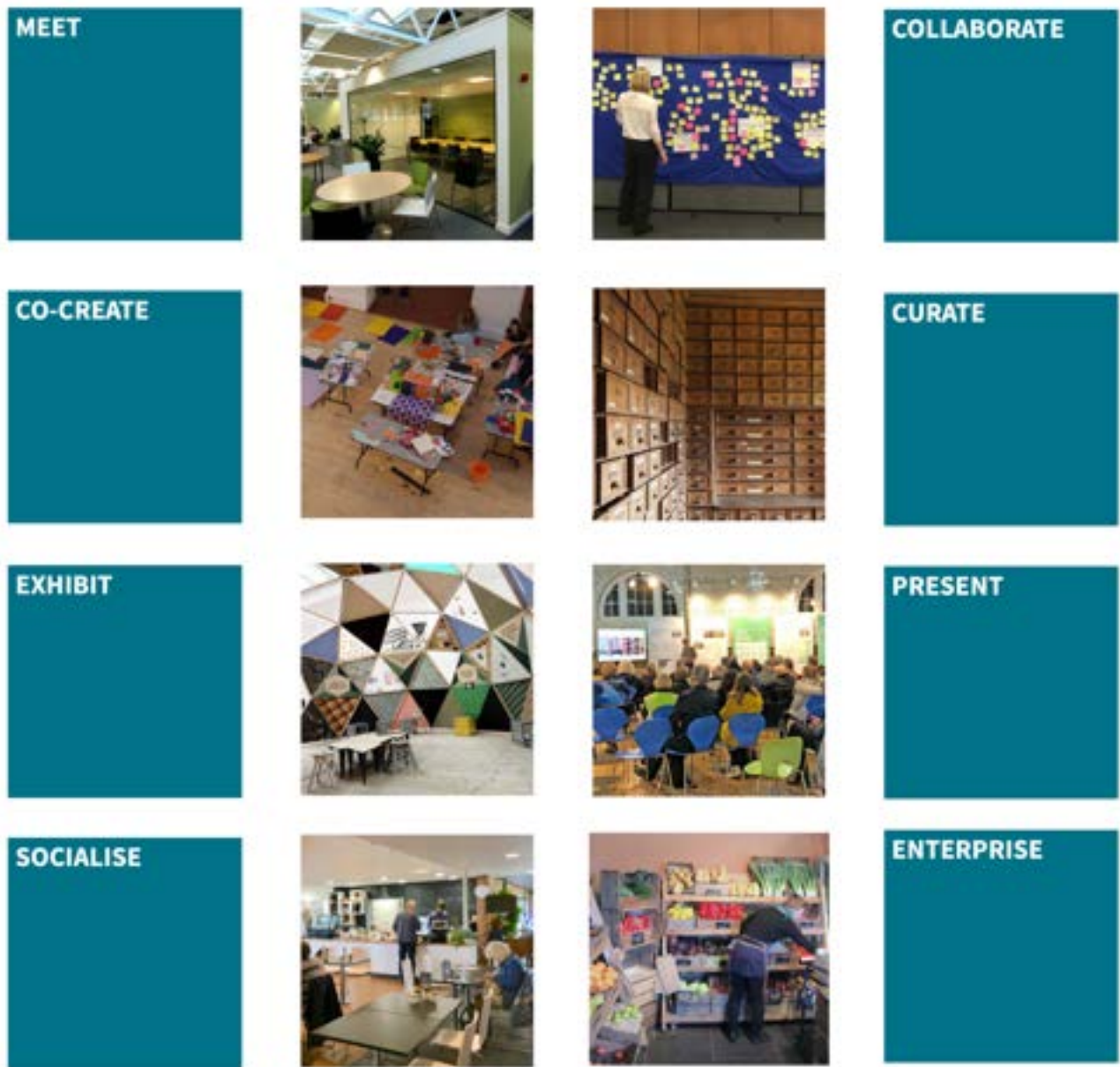
Figure 10: Attributes of an urban room

The Edinburgh Urban Room lies somewhere between a room for hire and a community hall. It was established to support a range of activities to include the contextual exhibition and a place for visitors to participate in the project through talks, meetings, co-creation events, workshops, drop-in events, fairs, and well-being sessions. It was intended the space be adaptable as possible using an inventory of furniture and fittings to accommodate a range of activities. It included soft floor coverings, furnishings and accent lighting to make it welcoming and accessible to all. The room was equipped with digital displays for projection and static exhibition screens. Critical to all of this was generous storage closed off but adjacent to the main space. During the pilot project, the urban room was set up to the preferences of each event organiser with as much or as few fixtures and fittings as desired. In summary, the Urban Room was established to:

- Test how spaces can work with a range of different community activities.

- Act as a base with exhibition and resources to undertake participant surveys.

- Operate during the period of the pilot as a space for individuals and community groups to come together and collaborate.

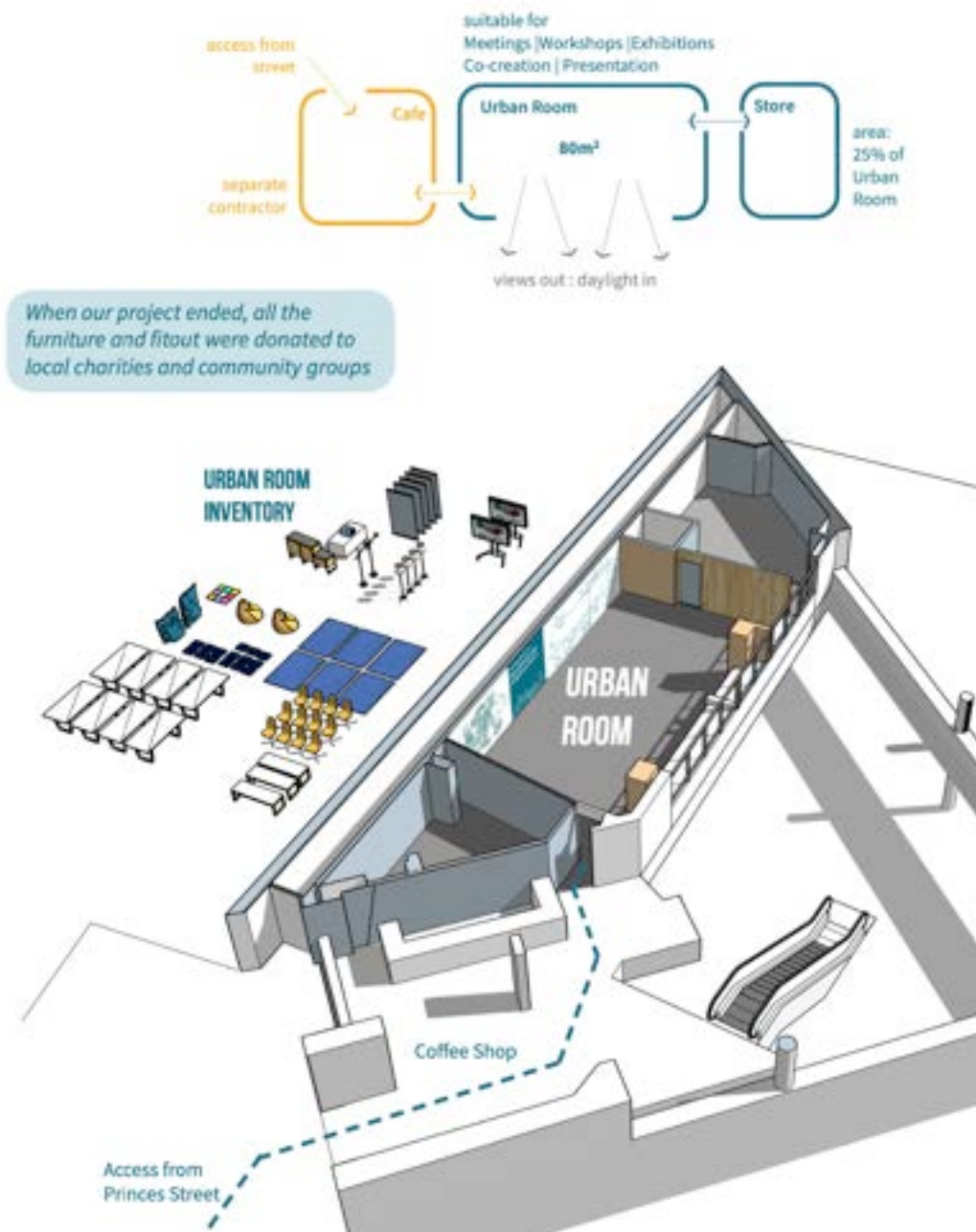Figure 11: The urban room in Edinburgh

Figure 12: Urban room layout

2.6 Theme 4: Surveying community participation in planning

Important issues for community engagement as identified in Section 1 were

• The extent of public participation in planning processes in Scotland.

• Whether a transition to digital planning was supported by communities.

• What embedded knowledge communities retain about their own neighbourhoods.

• The ability of new tools and platforms to record and process user contributions.

All four CCQOL pilot projects ran surveys to understand communities' perception of engagement in planning processes and their experience of working with digital tools that goes beyond being a passive recipient of information. Our Edinburgh Neighbourhood worked with The Quality of Life Foundation who established key metrics for the survey and Commonplace who provided the digital engagement platform for the pilot project.

The Quality of Life Framework (QOLF) was developed in 2020 by urban designers Urbed (also authors of the National Model Design Code) in collaboration with the Quality of Life Foundation. Its roots lie in the New Economics Foundation Five Ways to Wellbeing (Akeld et al. 2008). Its ambition was to provide clearly defined syntax and terminologies in a developing field. The Quality of Life measures are categorised in six headings Nature, Health, Wonder, Control, Belonging and Movement.

The CCQOL user survey consisted of three primary components

Participation and Engagement in Planning Processes

The survey captured information about

- Reasons and extents of participation/non-participation

- Perceived benefits of participation

- Participant priorities for development planning

Modes of Participation and Engagement

The survey captured information about

- Participant attitudes towards digital and physical spaces for engagement

- Modes of engagement with digital tools

- Preferred characteristics for urban rooms

Quality of Life Measures and Place

The survey captured information about

- Geolocation of valued places

- Values assigned through Quality of Life Framework indicators.

- Text responses describing favoured places.

For the survey, CCQOL employed a Participatory Geographic Information System (PPGIS) provided by Commonplace. This enables participants to place pins on digital maps tagged with the Quality of Life Framework criteria. The platform is accessible primary by PC and tablet. Users can provide qualitative comments on a place as well as view and review other participants' contributions.

We looked to gauge current perceptions of engagement in planning with a comprehensive survey asking participants about their experiences and expectations for more responsive planning. Key to this was using the Quality of Life Foundation's Framework for communities that explores ideas of nature, health, belonging, control, mobility and wonder. Critically, people were able to precisely map places in Edinburgh, they valued using a platform provided by Commonplace.

2.7 Project outputs: The urban room

2.7.1 Reflecting on the urban room

Figure 13: Urban room in use - storytelling workshop

Our Edinburgh Neighbourhood's Urban Room ran from 15 May to 8 June 2022. We approached community groups throughout Edinburgh offering use of the room, with no stipulation on any activity. Our community partnership manager made contact either directly or with the help of The City of Edinburgh Council and EVOC who were members of our local steering group. From this we out together a programme for the pilot period, with our visiting organisations being primarily responsible for preparing and publicising their events.

We hosted a wide range of activities in the urban room, that included meetings, workshops, craft fairs, drop-in sessions, classes and launch events. We were able to configure the room in diverse ways to meet the requirements of our guests, so we offered the room for closed sessions as well as open-door events. The urban room lacked a shop front presence but benefited from good daylight and a relaxed, familiar scale in the room's proportions. Over the month, it became clear that passive attractors such as city centre location or adjacency to retail and leisure facilities counted less than sustained publicity and social networking to drive interest and attendance for the activities on offer.

The events reflect many of the issues facing cities, that of carbon reduction and climate action, well-being and how to create dialogue across communities that include faith, sustainable development and the creation of resilient and sustainable neighbourhoods.

2.7.2 Reaching communities

To promote inclusion, along with our city centre urban room we ran a series of pop-up exhibitions to take our project out to local neighbourhoods. We wanted to reach out to areas of Edinburgh that are currently under-served with less access to retail, essential services, employment opportunities and recreation.

We identified Liberton as a neighbourhood undergoing development and regeneration, including a new high school and a stream of housing developments. We wanted to reach out to affected residents; especially as the area has twice as many retirees, and is considered 20% more deprived than the City Centre. The second pop-up, operated in Restalrig in north-west Edinburgh that has less development activity. Here, 20% of the area's households live on an annual income lower than £15k. We connected with the Ripple project, one of the few community centres in the area, made this a good target to continue our research.

Figure 14: Neighbourhood exhibitions and outreach

In both cases we noted sustained levels of engagement; people felt comfortable sitting down and taking their time to give their insights in a familiar environment. Our presence in local neighbourhoods encouraged visits to central Edinburgh to our urban room and we hosted local groups, including the Ripple Project who hosted a craft fair at our Waverley Market base.

Our experience was that a static urban room is useful as a community space for sustained engagement and co-creation. Remote pop-up exhibitions diversified our engagements and yielded deeper, more honest conversations that were useful in themselves but also acted as a supported path to using the dedicated space in central Edinburgh.

2.7.3 Urban room in use

We were able to configure the urban room to meet a wide range of participant requirements. Every event had differing needs. We were able to vary the subjective mood of the room using soft furnishing, floorcoverings and free-standing lights according to activity. The space was kept 'clean' by storing unused fixtures and fittings in an adjacent room. The most representative configurations of the room were

- **Table-Top Exhibition:** The room arranged with a series of table-top 'stations for sub-groups within organisations to meet and engage with the public.

- **Speaker Focus:** The room arranged with exhibition and display at entrance with a demarcated area for talks and presentations; public access.

- **Collaborative Meeting:** The room arranged with central conference table and AV; no public access.

- **Collaborative Workshop:** Arrange for round table discussion for multiple groups with AV and speaker area; no public access.

- **Market Place:** Arranged for sale and display of items enclosing a public area.
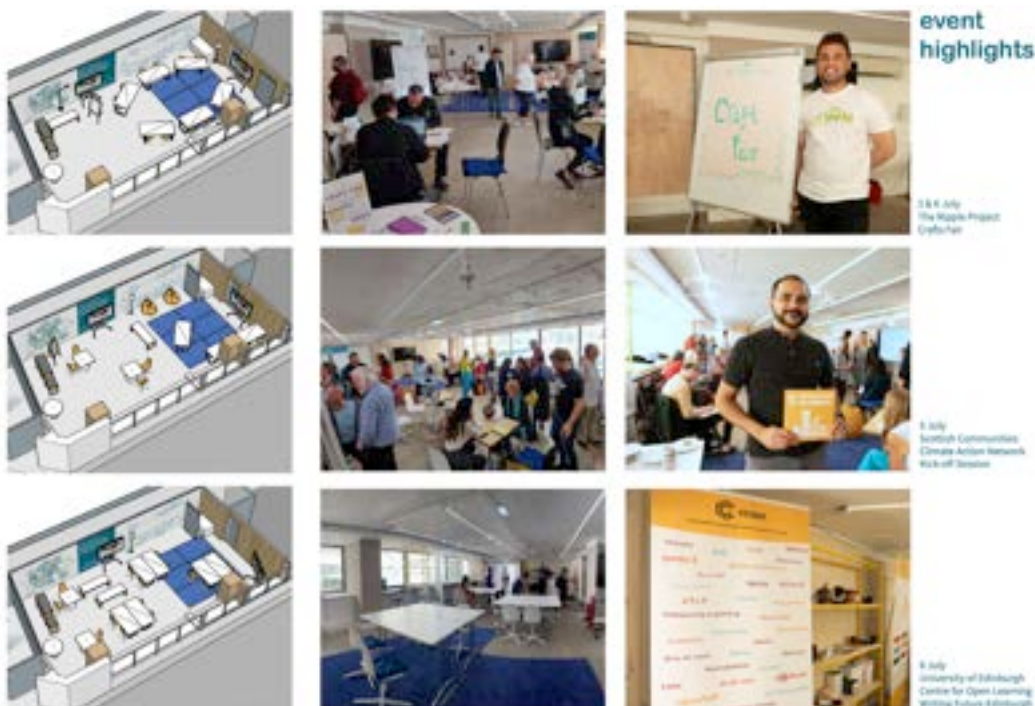

Figure 15: Urban room in use and recording configurations

2.7.4 Urban room marker map

We wished to offer a choice of physical and well as digital techniques to collect geolocated information about how people value place. The Commonplace platform offered a facility to precisely geolocate Quality of Life markers to an online map. To complement this a 'marker map' was made from ply panels with an Edinburgh Street map laser etched to the surface. We ensured that

- Anyone can mark anything they wish on the map, there are no rules about what people can write or draw on the map.

- The map marks all the streets, squares, crescents and roads in Edinburgh but is otherwise blank to avoid giving even unconscious direction about what to add to the map.

- The map is robust, and the marks, writing and drawings are permanently recorded

Figure 16: Urban room marker map

73

Many of the contributions to the marker map mirror that from the digital survey; that parkland and greenspace were valued. The city centre was most heavily drawn on, again with a preference for parks, but local neighbourhoods were identified especially near to the sea.

> **I could see particularly that big wooden map you had with the chalk markers, like everybody was all over that. People loved that. And they just like being asked to do things and sort of participate, rather than just being in a plain room, which we would have been anywhere else.**

Neighbourhood contributions often mention 'happiness' or recount fond memories. Without prompting participants not only marked places but identified routes in the city important to them. To the edges of the map, people looked beyond Edinburgh; the city becoming a springboard to its broader relationship with the central belt of Scotland.

2.8 Urban room feedback

Three participating organisations were interviewed to gather detailed feedback about working in the Urban Room.

2.8.1 Imagine if

Imagine If work in the fields of architecture, urban design and community engagement. They ask the question 'How can we make a generation driven by convenience more sustainable?' Imagine hosted a workshop in our urban room to demonstrate their Imagine If Game.

Imagine If thought it important that concepts such as 20 minute neighbourhoods should not only be physically mapped but also to find ways to collect and represent how people feel about a place. ImagineIf talked about the importance of 'investing in people again' and the importance of a neutral physical place as not everything can be achieved online.

> **Communities don't often get the opportunity to have that sort of sleek thinking space' that many venues and events had set agendas and there was a need for places to encourage free thinking and an organic development of ideas. For our urban room....one of the things I loved most about it was a sort of spontaneity of not knowing what you're going to get from it, the level of discussions, the range of discussions and the diversity of discussions. Either you're never going to come away empty handed, do it always do something.**

Overall, in respect of the Urban Room in Edinburgh they said.

> **Well, why can't this happen?' as 'there is ambition and vision that from a strategic point of view needs to be addressed. But mechanisms for delivery always fall flat.**
>
> **So, if this research can help kind of realise some of those ambitions and vision or put some sort of meat in the bones, so to speak, then that would be amazing.**

2.8.2 Future Edinburgh

The City of Edinburgh Council run the Future Edinburgh initiative especially in relation to active travel and 20 minute neighbourhood. The Urban Room hosted Future Edinburgh as it would be a representative activity for spaces dedicated to community engagement. The urban room worked well as a collaborative space, allowing time for visitors to talk through the initiatives the Council was taking forward, especially in active travel. It can host and listen to a wide spectrum of community voices in a way not possible in shorter and more performative 'town hall meetings'.

> **It gave us a really good platform to start talking about the bigger picture of what's happening in the city. It acted like a catalyst for us in terms of taking forward a good engagement toolkit and a narrative about what we're trying to achieve in the city.**

Edinburgh was thought to be a city serving many communities, one of which was certainly tourists and short-term visitors who make an increasing contribution to the local and regional economy. It was thought that the central location was important as was driving footfall into the room so it could generate good attendance for outreach events. It also reflects Edinburgh's position as a regional centre where visitors have a legitimate interest in how the city develops. Allied to this it was thought important that consultation processes also take place both in central and satellite locations.

2.8.3 Scottish Communities Climate Action Network

The Scottish Communities Climate Action Network and Transition Scotland hub supports community-led action in Scotland to address the climate and nature emergency. They held two events, the first a Stronger Stories Workshop and then, a networking event. They thought the exhibition contextualised the project well for the visitor, explaining the Edinburgh Tradition of Urban Rooms and tangible examples of how a 20 minute neighbourhood would work.

> **So, it was just such a great space to hold an event, the location was really good. Central. And it was just beyond the event that we were doing, it gave people something to do and to interact with and engage with.**

We asked if Edinburgh should have a permanent urban room. SSCAN thought it a good idea but observed that there was a network of community buildings that are 'quite fragile' so any new initiative should not detract from existing facilities.

> **People are hungry for opportunities to participate and to jump in. Like the way everyone was all over the map, because it's like they've never been asked to do anything like that before... you ask people to participate and contribute something like that in a way they've not been asked before, and that they really want to do it.**
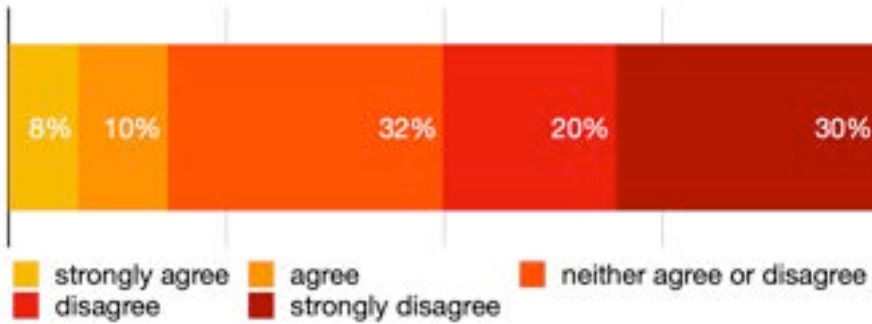
2.8.4 Urban room: survey results

In our survey we asked participants about physical and digital modes of engagement and how well the urban room worked. An important indicator was that more than half of respondents were happy to use either digital or face-to face tools. This was mirrored in the use of physical spaces in hybrid ways. An in place location was supported not only for physical interaction but also to provide help and support in the use of digital modes too. For the Edinburgh Urban Room, the events, exhibition and staff were most valued.

Have you participated in a planning consultation before?
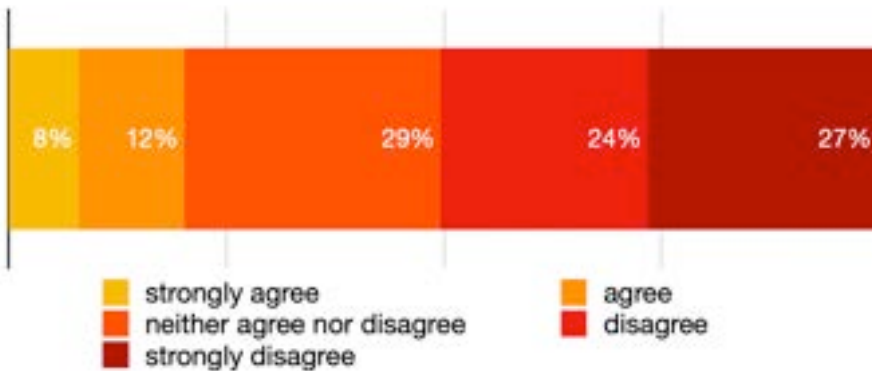
Yes
39%

No
61%
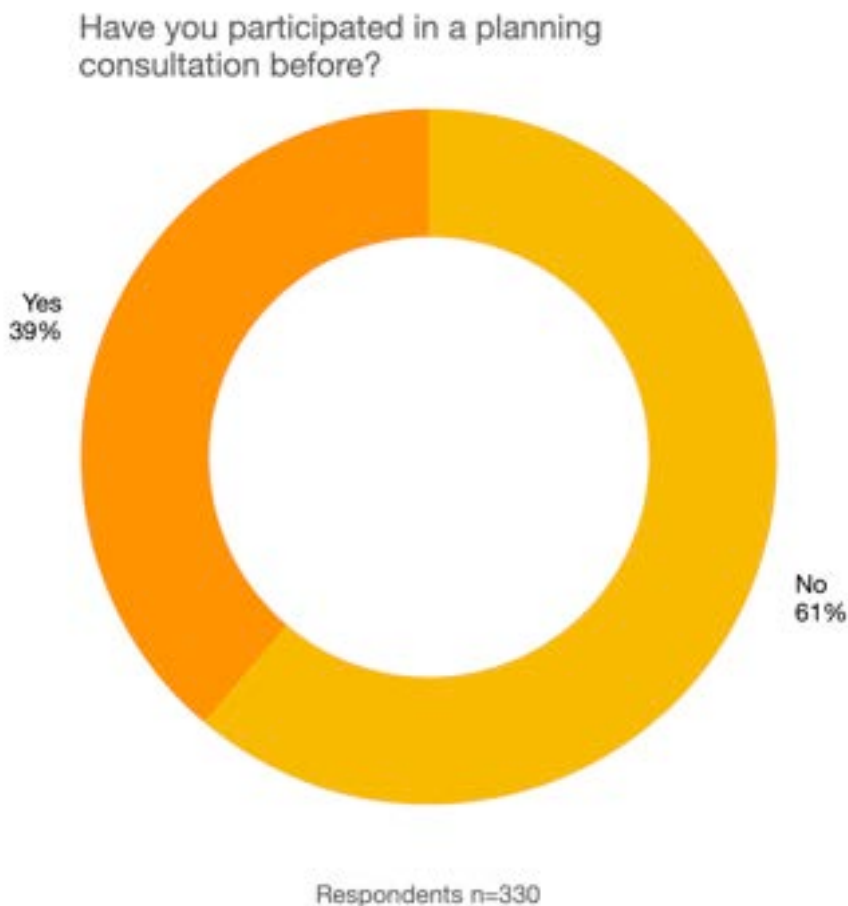
Respondents n=330

Table 1: Most people have not participated in a planning consultation.

Do you think **climate change and sustainability** are given enough attention in the planning consultation process?

8%	10%	32%	20%	30%

- ■ strongly agree
- ■ agree
- ■ neither agree or disagree
- ■ disagree
- ■ strongly disagree

Number of respondents n = 313

Do you think **well-being and healthy choices** are given enough attention in the planning consultation process?

8%	12%	29%	24%	27%

- ■ strongly agree
- ■ agree
- ■ neither agree nor disagree
- ■ disagree
- ■ strongly disagree

Number of respondents n = 312

Table 2: Nearly all respondents agree that climate change, sustainability, well-being and health are poorly represented in the planning consultation process in equal measure

If you answered no, why haven't you participated in a planning consultation before?

- I didn't understand the information that was presented to me — 5%
- I don't have time — 3%
- I have never been asked — 85%
- There is no point as my opinion is never taken into account — 6%

Respondents n=206
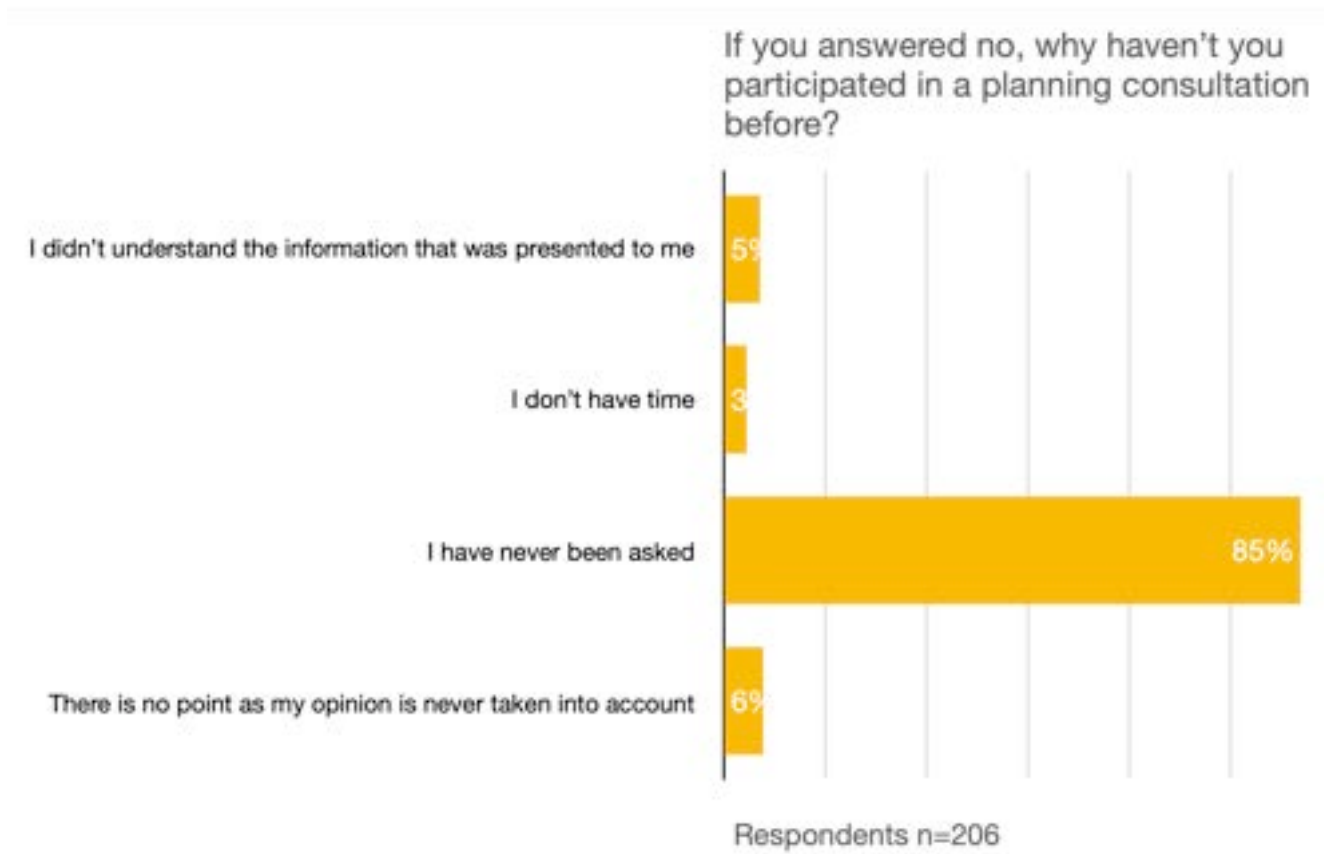
Table 3: Reasons for non-participation- nearly always through a lack of communication

What are the benefits of participating in community consultation?

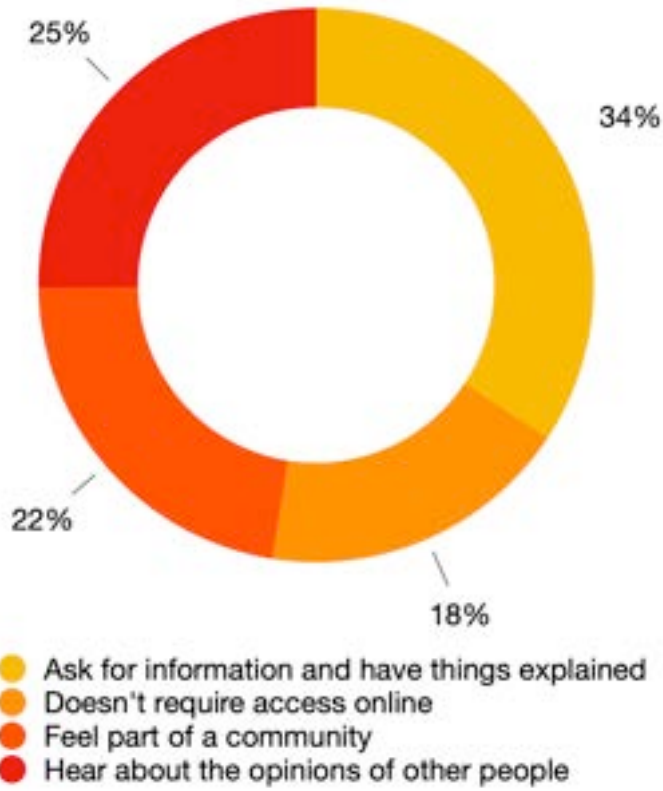| Category	Number of responses
I feel a sense of ownership towards my neighbourhood	~160
I feel heard	~135
I feel part of the community	~200
It enables me to contribute to shaping my area	~230
It gives me a sense of empowerment	~130

Number of responses: 858
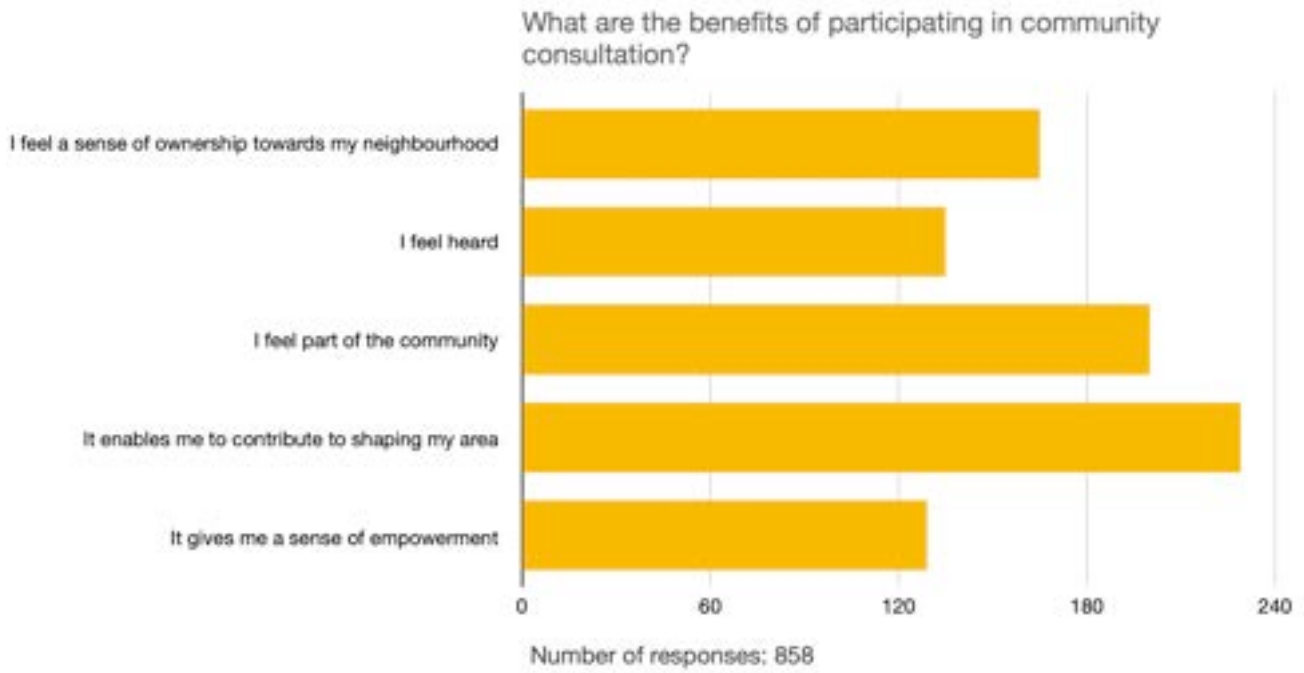
Table 4: Benefits of participation; ownership and a sense of control are thought important

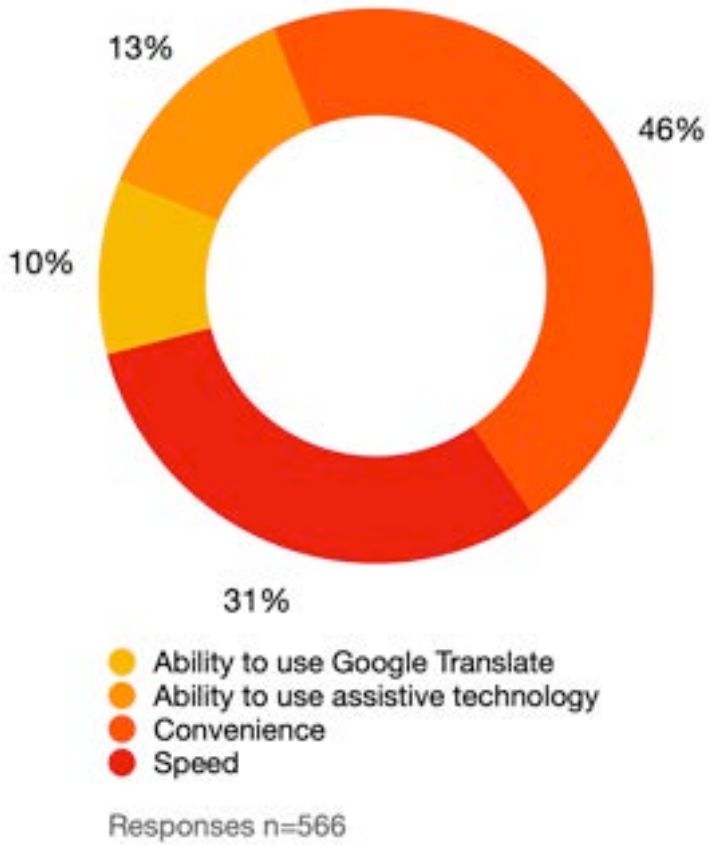## What do you think are the benefits of doing community consultation face to face?

25%

34%

22%

18%

- Ask for information and have things explained
- Doesn't require access online
- Feel part of a community
- Hear about the opinions of other people

Responses n = 708

Table 5: Main benefits of face to face was accessible support and information with 18% not wishing to use digital tools
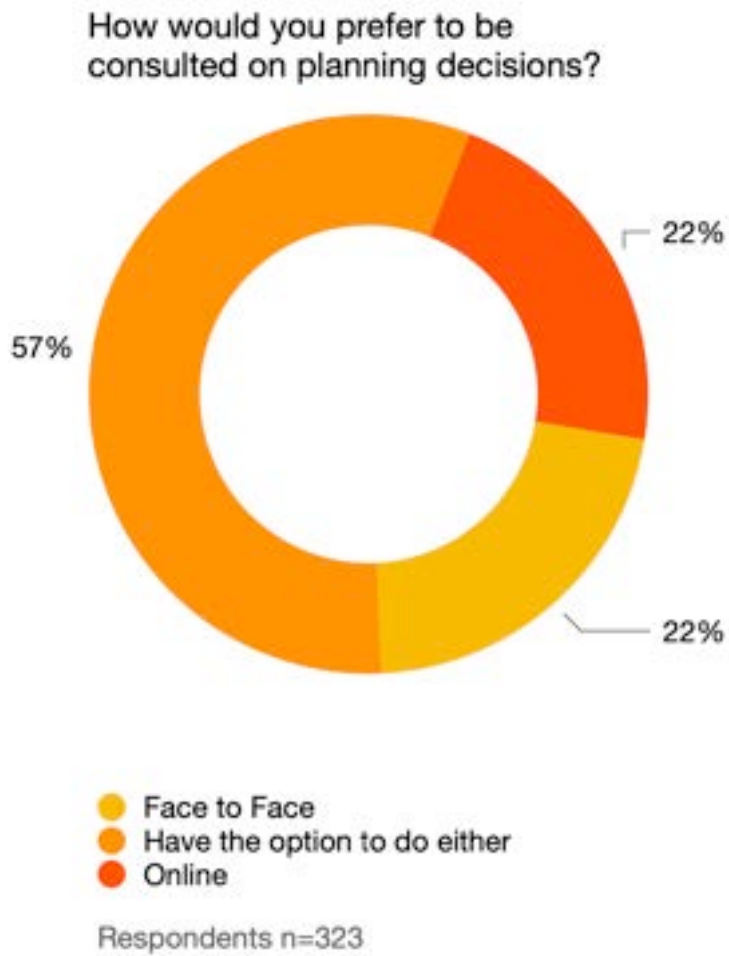
What do you think are the benefits of doing community consultation online?

13%

46%

10%

31%

- ● Ability to use Google Translate
- ● Ability to use assistive technology
- ● Convenience
- ● Speed

Responses n=566

Table 6: Main benefits are convenience and speed

How would you prefer to be consulted on planning decisions?

22%

57%

22%

- Face to Face
- Have the option to do either
- Online

Respondents n=323

Table 7: A strong preference to include the option of both face to face and online consultation

If you visited our central Edinburgh Urban Room, what made you want to come and participate in our Quality-of-Life consultation?
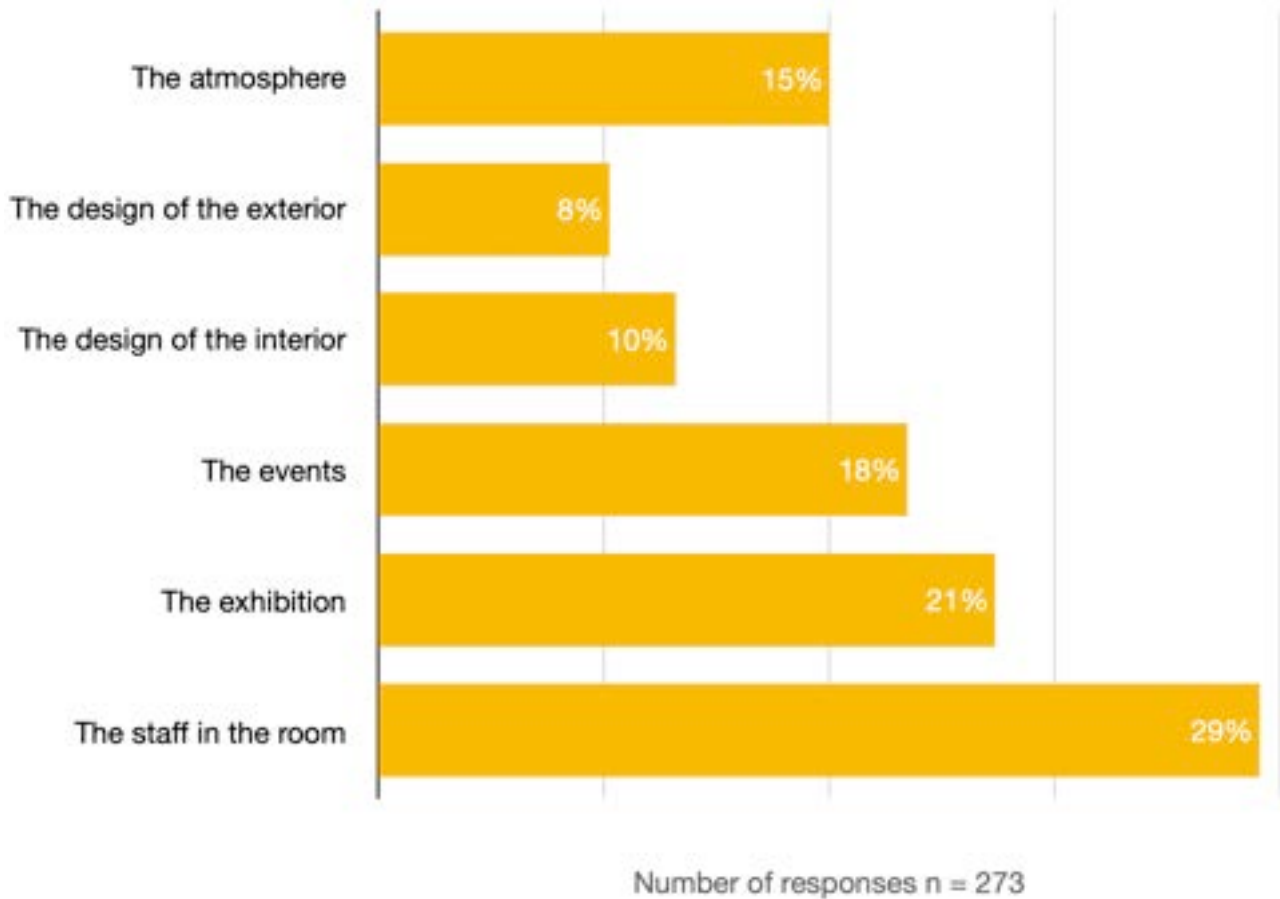
Category	Percentage
The atmosphere	15%
The design of the exterior	8%
The design of the interior	10%
The events	18%
The exhibition	21%
The staff in the room	29%

Number of responses n = 273

Table 8: Important feedback on our urban room. Split between design (33%), events and exhibition (39%) and our staff (29%)

2.9 Project Outputs: The Digital Survey

2.9.1 Quality of Life indicators

Our Edinburgh Neighbourhood tested how digital mapping as deployed on the Commonplace platform can be used to understand more about the locations and motivations behind why people value particular places. The project worked with the Quality of Life Framework based around six themes that together help define what they describe as lives that should be 'happy, active, sociable, interesting and meaningful'. For the survey, six themes of Control, Health, Nature, Wonder, Movement and Belonging were translated into tags for virtual pins that participants could place on digital maps that described

- 'I have a sense of control over my environment.'

- 'I come here to feel healthy.'

- "I connect with nature here.'

- 'I feel a sense of wonder here.'

- 'I find it easy to get around this area.'

- 'I feel a sense of belonging here.'

For each pin, through the prompt 'how important is this place to you' participants can rate their choice and add text to describe a tagged location. We gathered 475 pins that give a good overview of the places people value and the reasons for their selection. From this participants' preference for the Quality of Life themes were mapped by theme with a selection of free text comments relevant to each theme. Most respondents were positive about the selection they made but we also gathered more critical comments for analysis. Free text comments were extracted from the mapping survey and coded them, by key words and sentiments generated by text.
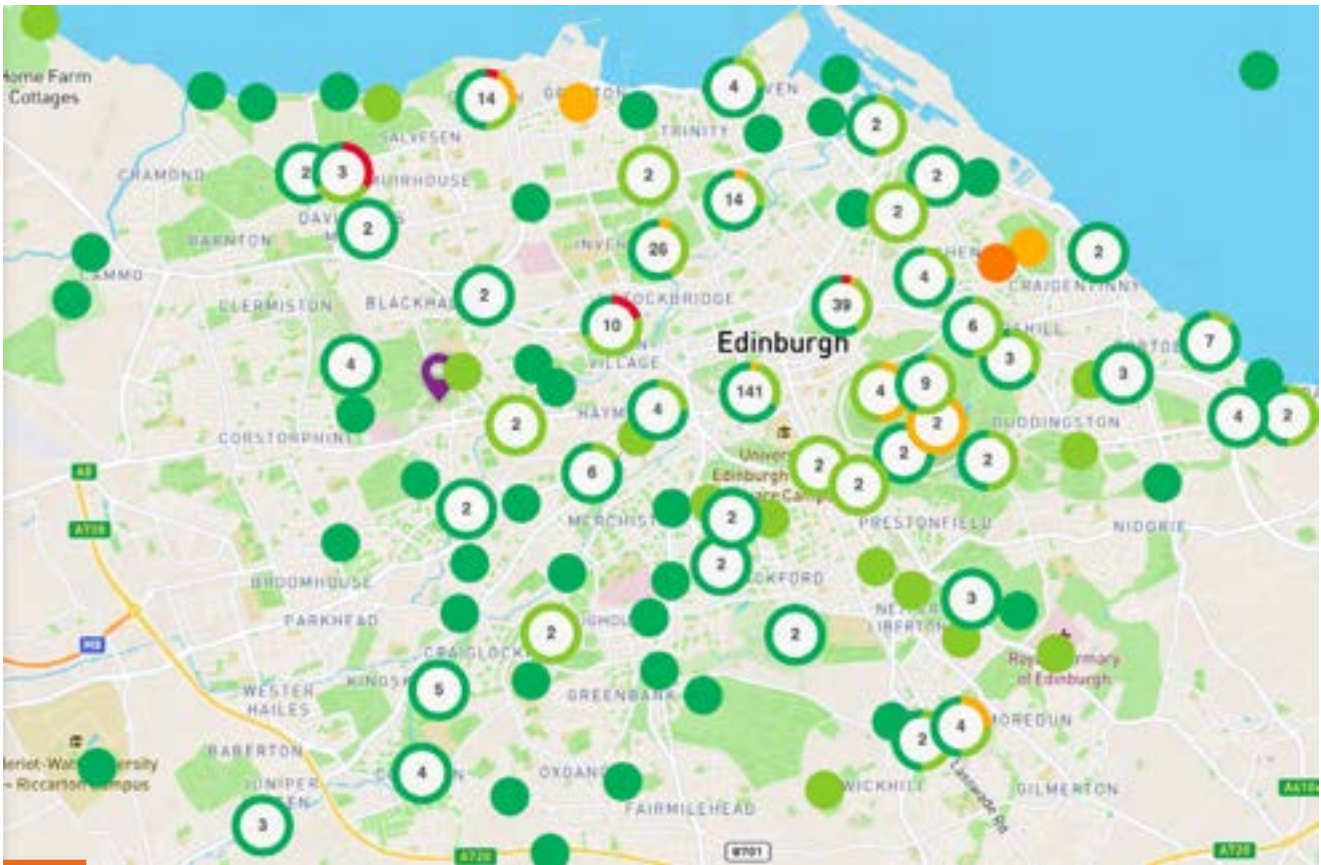
Figure 17: Screenshot of Commonplace digital mapping for Edinburgh

Quality of Life tags for all projects' mapping pins

- I come here to feel healthy
- I connect with nature here
- I feel I have a sense of control over my environment
- I feel a sense of belonging here
- I feel a sense of wonder here
- I find it easy to get around this area

16%   17%
19%
19%   24%
       5%

I have made a wee bit bigger but this one is as big as it can go sadly as there's no room after it.
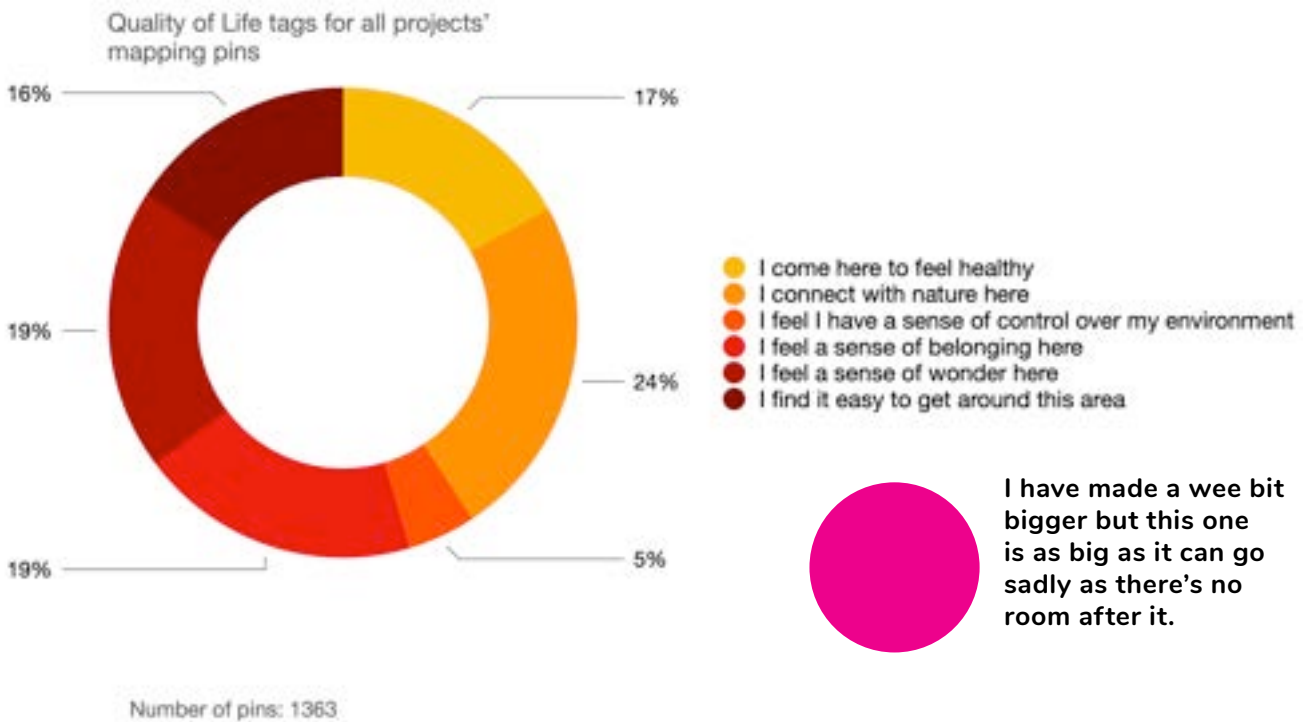
Number of pins: 1363

Table 9: Most respondents choosing nature also chose health. 'Sense of belonging' was an indicator that corresponded more to the built environment

2.9.2 Free text commentary

The participants also had the opportunity to tag their geolocated pins with free text comments that often helped situate their choice in a broader neighbourhood and explain why a particular place was valued. A comprehensive sample of user comments is recorded in the Our Edinburgh Neighbourhood Stakeholder report.

Positive free text comments were coded according to how users described their tagged places. These were coded as:

- Liking greenspace

- Being nostalgic

- Being social

- Being Inclusive

- Liking heritage

- Being entertained or enlightened

- Liking to shop and eat out

Quality of Life tags for all projects' mapping pins

16%   17%

19%   24%

19%   5%

○ I come here to feel healthy
○ I connect with nature here
○ I feel I have a sense of control over my environment
○ I feel a sense of belonging here
○ I feel a sense of wonder here
○ I find it easy to get around this area
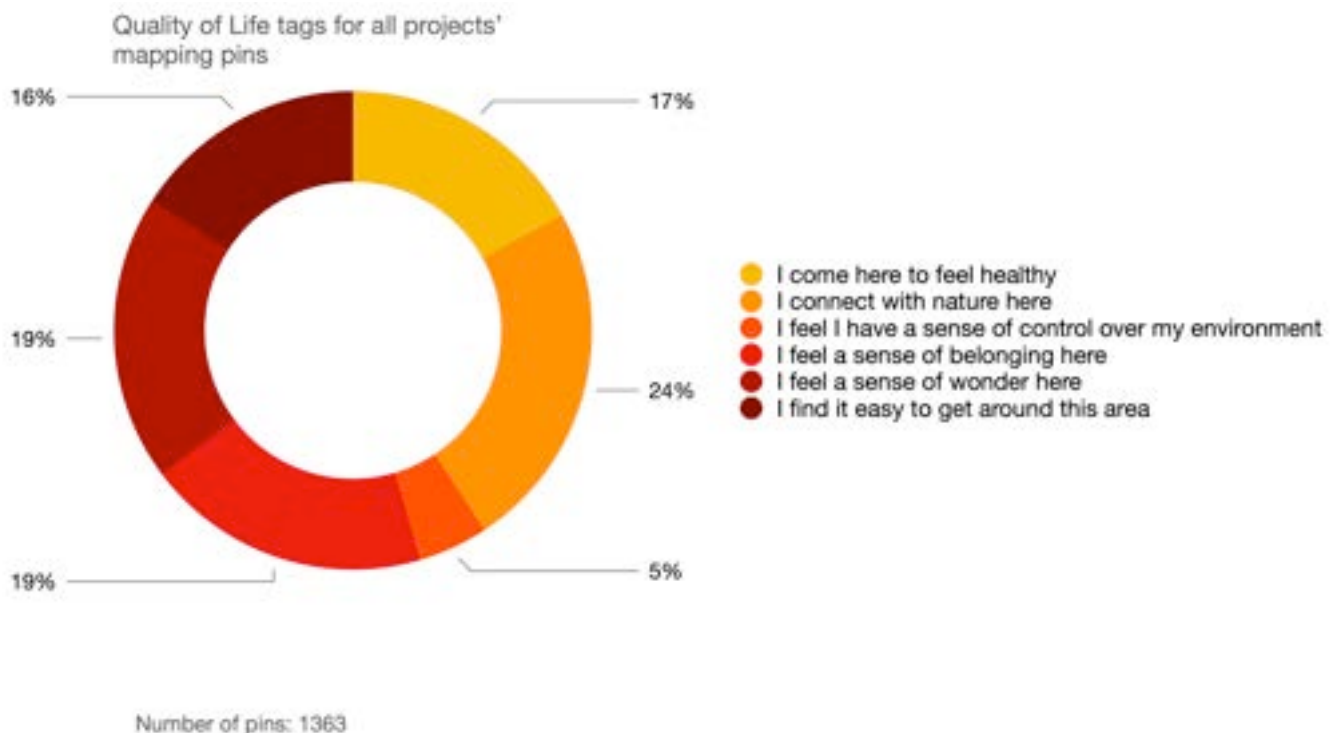
Number of pins: 1363

Table 10: We coded written responses attached to the tagged pins; with an emphasis seen elsewhere about greenspace. Heritage and nostalgia strongly featured too.

Negative free text comments were collected, these were significantly fewer in number, but it was notable that most objections were either about traffic improvements made or traffic improvements needed. It suggests that mobility is an important determinant in the way citizens perceive their neighbourhood. City greenspace, heritage and nostalgia were most common in the responses rather than any attributes of participants' immediate neighbourhood. We include the survey results and free text comments from the Common place survey:
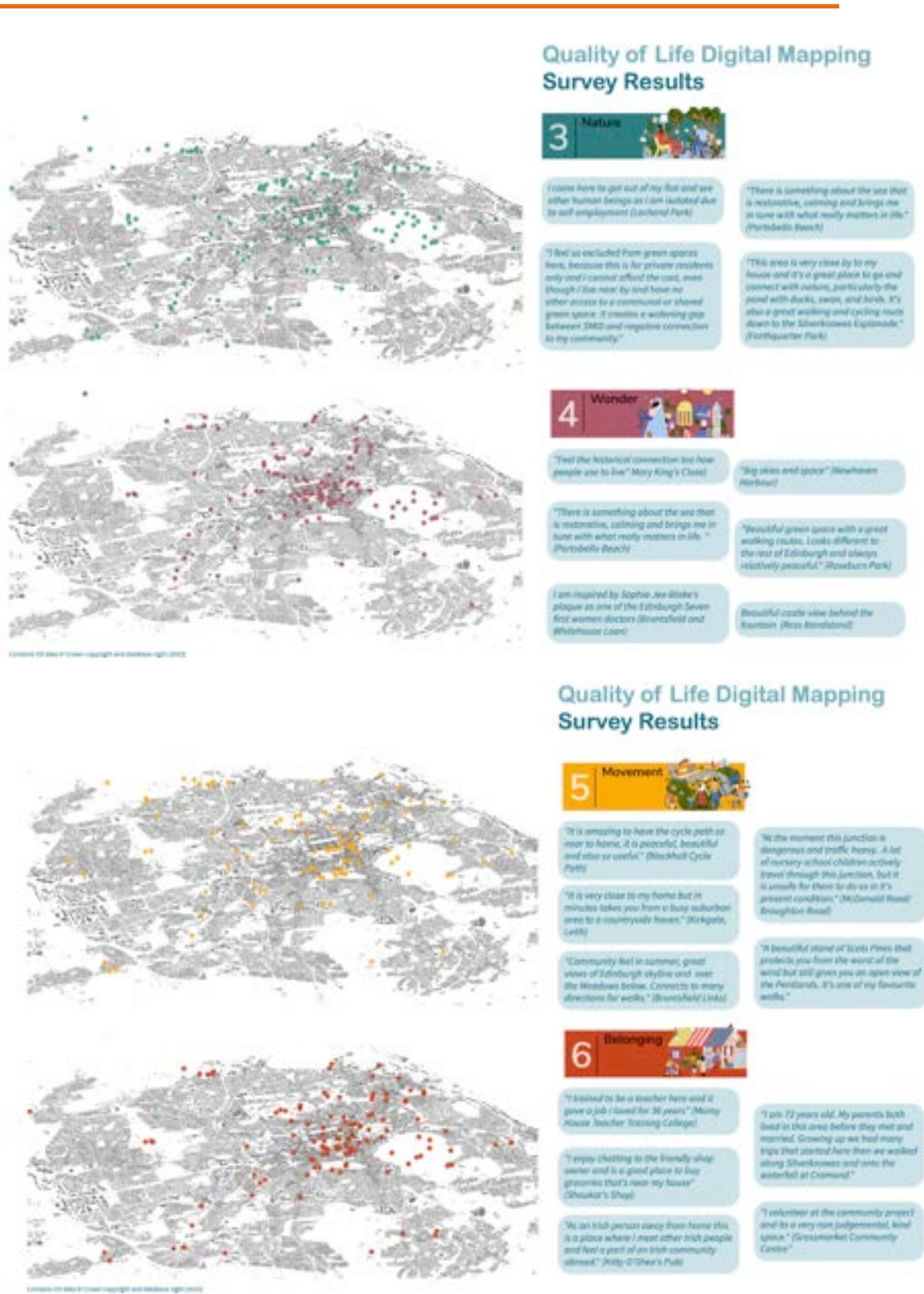

Quality of Life Digital Mapping Survey Results
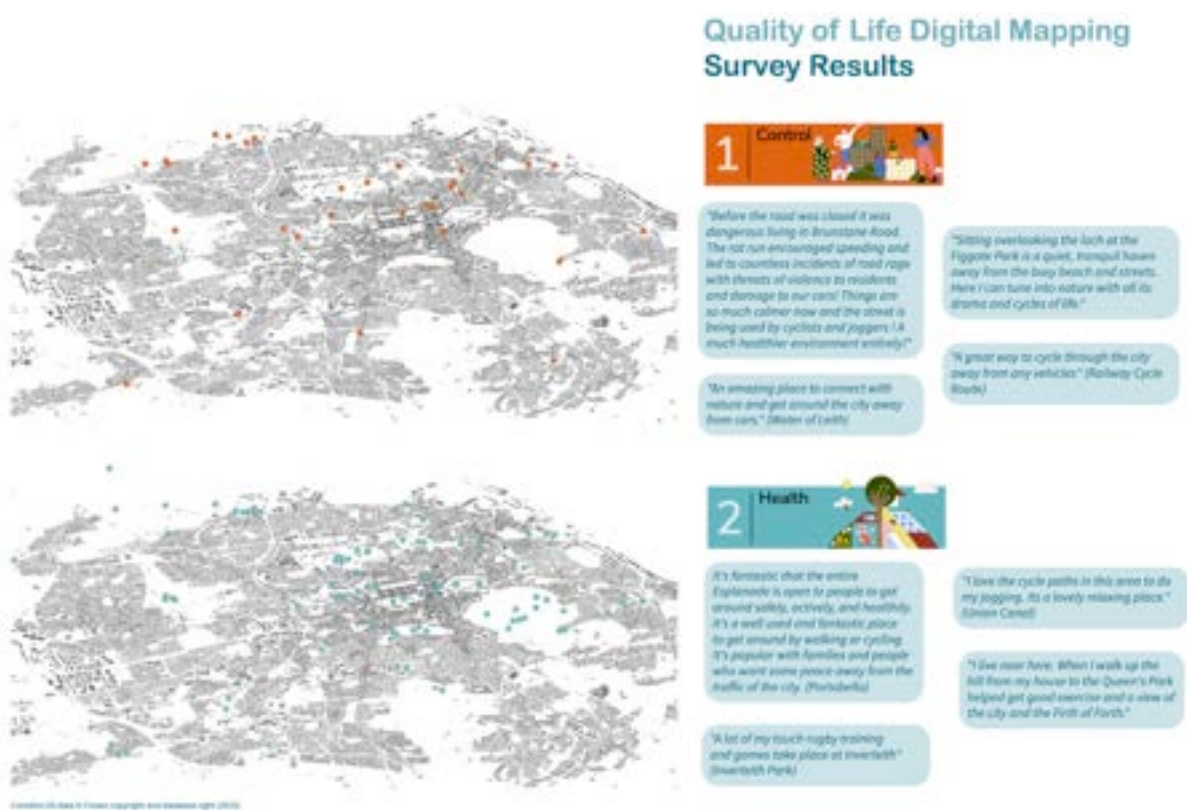
Figure 18: Participants' pins mapped to Quality of Life Framework in Edinburgh with associated free text commentary

We mapped users' pins sorted by postcode with respondents' home postcode. Key features of a 20-minute neighbourhood in a Scottish context map to many of the Quality of Life themes such as 'identity and belonging', 'moving around' and influence and sense of control'. For 20 minute neighbourhoods to be successful, then an indicator of potential would be places people choose to value close by. Our survey allows for precise mapping of tagged places that are married to participant's home postcode.

Our survey showed that participants tend to value places outside their own neighbourhood in the outer neighbourhoods of EH10 - EH17.

Table 13: Mapping respondents neighbourhood with the places they value and compared to postcode population densities in Edinburgh

2.9.3 Key learning points

- Greenspace, nature and parks were consistently strong both in the pins and their free text tags across a series of Quality of Life themes.

- The least selected theme was 'I have a sense of control over my environment' a significant indicator in relation to our project's aims and objectives to understand and enhance engagement in the planning process.

- Heritage and nostalgia featured in most of those free text comments that did not mention greenspace.

- Participants did not immediately associate their own neighbourhoods with Quality of Life Framework values.

- Especially when seen in relation to how 20 Minute Neighbourhoods are misrepresented, mobility issues negatively affect participants' perception of a place.

Our Recommendations

3.1 Introduction

This section contains recommendations that come directly from the research pilot we conducted in Edinburgh. **The recommendations should be read in conjunction with the CCQOL Code of Conduct.**

At the end of Stage 1 of our CCQOL pilot a series of themes were identified directly relevant for the stage 2 pilot project to address. These were:

- **Public participation in planning processes in Scotland**
  To what extent does the public engage with planning processes in Scotland?

- **Transitions to digital planning**
  How can digital planning be realised and how is this perceived by the public?

- **Capacity building for communities**
  How can physical assets support knowledge, skill building, collaboration and creation so communities gain agency in the planning process?

3.2 Public participation in planning processes in Scotland

To what extent does the public engage with planning processes in Scotland?

60%

of our project participants have never been participated in a planning consultation, nearly always because they've never been asked

Our neighbourhood pop-ups in Liberton and Restalrig enhanced inclusion with strong reciprocal relationships with our central room

4 out of 5

of our participants think that climate change, sustainability, well-being and healthy choices are not given enough attention in the planning process

Participants defined value with the Quality of Life framework referencing greenspace and well-being. Edinburgh's parks and coastal areas were highly valued

3.3 Transitions to digital planning

How can digital planning be realised and how is this perceived by the public?

Nearly
4 out of 5
of our surveyed participants wanted the choice for of face-to-face interactions in planning consultation. Assistance was highly valued when undertaking digital surveys

Nearly
4 out of 5
of our surveyed participants valued digital engagement for its speed and convenience

A quarter of participants used our digital platform without support.

Participants indicated that the value of face-to-face engagement lay listening to others and feeling part of a community

We discovered that the pins participants dropped were often not in the neighbourhoods they lived. Inner Edinburgh neighbourhoods were more likely to contain places and experiences that contributed to participants' quality of life.

Users valued the digital platform and that they could see and read other participants pins and text responses. At the same time visitors actively enjoyed the tactile qualities of the maker map

We would recommend that:

- Digital planning should enhance not supplant face-to-face encounters both for those without digital devices and critically to provide help and assistance for those who do.

- Community participants should be able to access a wide range of techniques and media to input in the process as different modes of engagement will provide correlation and validation across platforms and offers the potential for unexpected insight.

- There should be an emphasis on digital tools for co-creation as well as information dissemination and collecting participant responses to proposals made.

- In a climate of media misrepresentation Digital tools should have an important role in explaining 20 Minute Neighbourhoods in both national and local contexts in Scotland. GIS participative mapping should be embedded in 20 Minute Neighbourhood engagement practices to identify both potential and possible disconnects in participants' perception of a place.

- Community Councils are supported to use digital tools to understand the needs and aspirations of the settlements they serve.

3.4 Capacity building for communities

How can physical assets support knowledge, skill building, collaboration and creation so communities gain agency in the planning process?

Our urban room was valued in equal measure for its design, for the events we held, and the support given by our staff

Urban rooms should be used for meetings and co-creation workshops as well as exhibition and presentation. In recording the room use, we found that 80m² accommodated 60 persons for networking events but was also comfortable for a meeting of 10

To be adaptable, an urban room must have storage for furniture, IT and generated work. In other words, it shouldn't be a 'room for hire'

Urban rooms benefit from good daylighting and familiar proportions for sustained working. A challenge we experienced was driving footfall without a shopfront or strong external presence

We would recommend that

- Continued resourcing from government for Charette programmes, Local Place Plan preparation and the use of the Space Tool be sustained.

- A network of urban rooms is supported in Scotland as a place for co-creation and sustained capacity building for communities. They should be adaptable with facilities to store and retain work both physically and digitally.

- The role of Community Councils in the development planning process be better recognised with support made available to develop participative tools and practices.

At the end of section 1, we set out some of the challenges to effective participation in development planning in Scotland. Many of these are structural and embedded. There is a strong consensus in policy to build engagement to be central to how we shape our places. To be effective and therefore sustain public confidence and validation, Pre-Application Consultation, 20 Minute Neighbourhoods and Local Place Plans need to be embedded more effectively into Development Management. In Scotland if this were to be combined with the recommendations we make for participatory good practice, then our planning landscape would be responsive and reflective of community interests.

Bibliography

Aitken, M., 2010. A three-dimensional view of public participation in Scottish land-use planning: Empowerment or social control? Planning theory (London, England) 9, 248–264. https://doi.org/10.1177/1473095210366193

Aked, J., Marks, N., Cordon, C., Thompson, S., 2008. Five ways to wellbeing. New Economics Foundation.

AlWaer, H., Cooper, I., 2023. Unpacking the concept of 20-minute neighbourhoods: disentangling "desired outcomes" from the "means" available for achieving them. Open house international. https://doi.org/10.1108/OHI-11-2022-0285

AlWaer, H., Cooper, I., 2020. Changing the Focus: Viewing Design-Led Events within Collaborative Planning. SUSTAINABILITY-BASEL 12, 3365. https://doi.org/10.3390/su12083365

Architecture & Design Scotland, 2021. Corporate Plan 2021-24. Architecture & Design Scotland, Edinburgh.

Arnstein, S., 1969. A ladder of citizen participation. Journal of the American Planning Association 35, 216–244.

Audit Scotland, 2011. Modernising the planning system. Auditor General for Scotland.

Beveridge, C., Biberbach, P., Hamilton, J., 2016. Empowering planning to deliver great places. The Scottish Government, Edinburgh.

Blake Stevenson Ltd, Watson Burnett Architects, 2019. Evaluation of Community-led Design Initiatives: impacts and outcomes of the Charrettes and Making Places funds, People, Communities and Places: Social Research. The Scottish Government, Edinburgh.

Bort, Eberhard, McAlpine, Robin, Morgan, Gordon, 2012. The Silent Crisis: Failure and Revival in Local Democracy in Scotland. The Jimmy Reid Foundation.

Boyle, R., 1988. The price of private planning: a review of urban planning policy in Scotland. Unit for the Study of Government in Scotland, University of Edinburgh.

Brennan, J., 2023. Our Edinburgh Neighbourhood Stakeholder Report. The University of Edinburgh.

City of Edinburgh Council, 2021. 20 minute neighbourhood: living well locally. City of Edinburgh Council, Edinburgh.

Doyle, C., 2023. Rethinking Communities, Land and Governance: Land Reform in Scotland and the Community Ownership Model. Planning theory & practice ahead-of-print, 1–13. https://doi.org/10.1080/146493 57.2023.2225322

East Lothian Council, 2023. The Standing Orders of East Lothian Council (policy and regulation). East Lothian Council, Haddington.

Edinburgh Poverty Commission, 2020. Poverty in Edinburgh - data and evidence. Edinburgh Poverty Commission.

Executive, S., 2005. Modernising the planning system. The Scottish Executive, Edinburgh.

Ferriss, A.L., 2006. A Theory of Social Structure and the Quality of Life. Applied Research in Quality of Life 1, 117–123. https://doi.org/10.1007/s11482-006-9003-1

Hangebruch, N., 2020. The clue is the mix. Multifunctional re-uses in former retail real estate properties. Proceedings of the Institution of Civil Engineers. Urban design and planning 173, 171–181. https://doi.org/10.1680/jurdp.20.00041

House of Commons Library, 2016. Comparison of the planning systems in the four UK countries (Commons Library Briefing Paper No. 07459). House of Commons, London.

Hutton, G., Platt, C., Brennan, J., Romice, O., Burford, N., Murray, G., 2016. Place Identity Dwelling Summary Report. Scottish Universities Insight Institute, Glasgow.

Inch, A., 2015. Ordinary citizens and the political cultures of planning: In search of the subject of a new democratic ethos. Planning theory (London, England) 14, 404–424. https://doi.org/10.1177/1473095214536172

Jenkins, P., McLachlan, F., 2010. Is there a role for architects in mainstream private sector house building? The Journal of Architecture 15, 153–180. https://doi.org/10.1080/13602361003791036

Kordas, Michael, 2019. 50 Years since Skeffington. Scottish Planner: Journal of RTPI Scotland.

Lawson, L., Kearns, A., 2014. Rethinking the purpose of community empowerment in neighbourhood regeneration: The need for policy clarity. Local economy 29. https://doi.org/10.1177/0269094213519307

Lawson, V., Ruchit, P., Flora, S., Brennan, J., Farrelly, L., Golden, S., McVicar, M., 2022. Public participation in planning in the UK: a review of the literature. UK Collaborative Centre for Housing Evidence.

Lloyd, M.G., Peel, D., 2007. Shaping and designing model policies for land use planning. Land Use Policy 24, 154–164. https://doi.org/10.1016/j.landusepol.2005.10.001

McCrea, R., Shyy, T.-K., Stimson, R., 2006. What is the Strength of the Link Between Objective and Subjective Indicators of Urban Quality of Life? Applied Research in Quality of Life 1, 79–96. https://doi.org/10.1007/s11482-006-9002-2

National Trust for Scotland, 2017. Planning Without the People. National Trust for Scotland.

Norton, P., 2017. Public Consultation and Community Involvement in Planning: A twenty-first century guide. Routledge.

Pacione, M., 2014a. power of public participation in local planning in Scotland: the case of conflict over residential development in the metropolitan green belt. GeoJournal 79, 31–57. https://doi.org/10.1007/s10708-013-9477-y

Pacione, M., 2014b. The power of public participation in local planning in Scotland: the case of conflict over residential development in the metropolitan green belt. GeoJournal 79, 31–57. https://doi.org/10.1007/s10708-013-9477-y

Perth & Kinross Council, 2022. Planning Applications - Scheme of Delegation (policy). Perth and Kinross Council, Perth.

Revell, P., Dinnie, E., 2020. Community resilience and narratives of community empowerment in Scotland. Community development journal 55, 218–236. https://doi.org/10.1093/cdj/bsy038

Scottish Government, 2023. Local development planning guidance. The Scottish Government, Edinburgh.

Scottish Office, 1992. The Structure of Local Government in Scotland: Shaping the New Councils, A consultation paper (Consultation Paper). The Scottish Office, Edinburgh.

Sinclair, S., 2008. Dilemmas of Community Planning: Lessons From Scotland. Public policy and administration 23, 373–390. https://doi.org/10.1177/0952076708093250

Tewdwr-Jones, M., Sookhoo, D., Freestone, R., 2020. From Geddes' city museum to Farrell's urban room: past, present, and future at the Newcastle City Futures exhibition. PLAN PERSPECT 35, 277–297. https://doi.org/10.1080/02665433.2019.1570475

The Scottish Government, 2020. Transforming places together' Scotland's digital strategy for planning. The Scottish Government, Edinburgh.

The Scottish Government, 2010. Planning Advice Note 3/2010 Community Engagement. The Scottish Government, Edinburgh.

Urban Rooms Network, 2023. Urban Rooms Toolkit.

van der Horst, D., Lane, M., Creasy, A., Gillette, K., Soriano-Hernández, P., Jia, H., Smith, R.S., 2021. Edinburgh and the n-minute neighbourhood concept; an exploratory study.

Walton, W., 2019. The Planning Bill 2017: Can Local Place Plans Restore Community Confidence in the Scottish Planning System? Juridical review 2, 160–181.

Warren, C.R., 2009. Managing Scotland's environment, 2nd. ed., completely rev. and updated. ed. Edinburgh University Press, Edinburgh. https://doi.org/10.1515/9780748630639

Wright, N., 2020. Local Place Plans: Challenges and opportunities: A framework for draft guidance. Scottish Community Development Centre and Nick Wright Planning.

Wright, N., Tolson, S., 2020. The Value of Early Engagement in Planning: evidence of the benefits of early engagement in the development process. Scottish Land Commission, Inverness.

List of figures