

TCPA roundtable for stakeholders: 'place-based' planning for culture, leisure and the creative industries. 6th July 2012.

Roundtable Summary Note

Background

On 6 July 2012, the Town and Country Planning Association (TCPA) hosted a roundtable with stakeholders to discuss the role and opportunities for place-based planning for culture, sport and the creative industries. It was chaired by **Diane Smith** and provided an opportunity for organisations with a strategic interest in this agenda to come together to discuss the next steps in a new era of planning policy, localism, reduced resources and a greater emphasis on joint working and integration. It also provided a forum for organisations to share their existing projects and initiatives, views and ideas and to make suggestions regarding how the TCPA can work with relevant stakeholders to provide support and guidance for planning and cultural professionals. A briefing document was circulated to provide context for hosting the roundtable; key links for the TCPA with existing projects, and proposed next steps.

The context:

- Firstly, the planning system has changed radically over the last year with the Localism Act and National Planning Policy Framework (NPPF). The key message is that there are policy hooks in the NPPF for cultural wellbeing and infrastructure provision including the Duty to Co-operate for joint working between authorities, and need for evidence to support the the local plan.
- Secondly, in September 2011, the TCPA took over responsibility for the **Culture and Sport Planning Toolkit** and in March 2012 a MoU was signed to transfer the Toolkit's ownership to the TCPA, with the continuing engagement of Sport England. The TCPA is responsible for keeping the Toolkit and its materials up to date as a relevant resource for those involved in planning and culture and sport.
- Thirdly, the TCPA is also now responsible for the **South East Cultural and Creative Industries Framework (SECCOF)**, a partly complete open-access GIS tool for mapping the locations of cultural and leisure facilities. A MoU was signed with Winchester City Council and the South East Cultural Improvement Forum in April 2012 with commitment for the TCPA to provide guidance for Local Authorities.

Brief introduction of existing initiatives and work from each participant

Winchester City Council (Simon Eden, Chief Executive) places culture, the creative industries, sport and tourism as high priorities, alongside the economy and green infrastructure. Simon Eden is also Chief Executive of the Partnership for Urban South Hampshire's Quality Places Delivery Panel.

Theatres Trust (John Holden) has an interest in cultural wellbeing and how this is defined in planning. John Holden has also worked with **IXIA** and the **Theatres Trust**.

IXIA (Jonathan Banks) has a strong interest in how public art is delivered through the planning system. It wishes to push the agenda forward by looking at how the NPPF supports cultural wellbeing.

University of Manchester (Richard Kingston) developed the Green and Blue Space Adaptation for Urban Areas and Eco Towns (GRaBS) mapping toolkit with the TCPA and may have a future role in developing and integrating this mapping software with the CSPT and elements of the SECCOF mapping tool.

Chief Economic Development Officers Association (CEDOS) (David Walsh) engages with Local Enterprise Partnerships on how they can attract cultural industries to boost economic development.

English Heritage (Tim Brennan) is a statutory consultee on planning applications. It has an interest in how the NPPF will work in practice for conservation. It is leading a project called Placecheck, a web-based tool designed to help communities develop their Neighbourhood Plans and has launched a project to map development pressures and the implications for the built environment, working alongside DCLG. This project provides a package of support for Local Planning Authorities to help with decision-making.

Sport England (Rob Holt) is sponsored by DCMS and aims to help Local Planning Authorities. It has a planning toolkit which focuses on maximising the planning system for sport and is currently revamping guidance in light of the NPPF and the Community Infrastructure Levy (CIL).

Theatres Trust (Mhora Samuel) is a statutory consultee on planning applications. It contributes to plan-making by feeding into consultations of Local Plans with relation to culture. It is part of a body called the Culture in Planning Alliance and produced a document making the case for culture in the NPPF (cultural wellbeing was included as a core planning principle). The Theatres Trust also has an interest in Neighbourhood Planning.

ATLAS (Tim Chapman) provides support to Local Planning Authorities on planning applications and was part of the steering group for the CSPT. Tim Chapman is chair of the Spatial Planning and Health Group is keen to establish links between health and culture. He believes in a strong evidence base underpinning culture and has an interest in the contribution Section 106 and CIL can make to this agenda.

Arts Council England (Emma Wilcox) operates at a number of different levels; making a case for the arts at the national level in the NPPF, producing a briefing note about CIL and helping to strengthen Local Plans. .

East Sussex County Council (Sally Staples) has a pilot online planning tool and has a new cultural strategy.

Making Music (Robin Osterley) oversees 12,000 to 15,000 concerts per year which all have venue requirements. It has been involved in the Building Schools for the Future Programme. Robin Osterley is chair of the Arts, Culture and Heritage Special Interest Group of the Association of Chief Executives of Voluntary Organisations (ACEVO) which has campaigned with the Culture in Planning Alliance.

Chief Cultural and Leisure Officers Association (cCLOA) (Phil Chichester) is interested in how to protect front-line services and deliver Local Development Frameworks. It focuses on how to deliver key facilities through the NPPF and the ways in which the private sector can have an active role. cCLOA believes the current planning system does not allow the private sector to deliver effectively.

Charles Freeman has been heavily involved with the CSPT and he is particularly interested in how culture applies to growth areas such as Milton Keynes. He is also involved in the cultural agenda in the South East of England Development Agency (SEEDA). He was fundamental to the development of the SECCOF tool and will be working closely with the TCPA.

Culture First (Jane Wilson) is interested in taking the CSPT to the East of England, specifically Cambridgeshire. It wants to expand the evidence base and is working to support Local Authorities in the East of England. Jane Wilson is chair of Arts Development UK which represents Arts Officers in Local Planning Authorities and supports the integration of cultural wellbeing into Local Plans.

Department for Culture, Media and Sport (Lucy Glazebrook) has a Culture and Sport Evidence (CASE) programme. DCMS' role at the roundtable was as an observer

Royal Borough of Kensington and Chelsea (John Hampson) has published Cultural Placemaking Principles and is waiting to for a response but hopes to integrate these ideas into core council policies. RBKC wishes to involve culture from the early stages of large developments such as Earls Court Exhibition Centre, Kensal Gasworks and Lots Road Power Station.

National Federation of Artists' Studio Providers (David Powell) is a collective voice for all those engaged in developing and managing affordable artists' studios. NFASP recently commissioned a guidance booklet for planners on how to integrate culture, planning and finance.

Benefits of planning for culture and sport from the perspective of the community and a non planning and cultural professional

Simon Eden, Chief Executive of Winchester City Council discussed his involvement in the Partnership for Urban South Hampshire (PUSH) which consists of 11 Local Planning Authorities and promotes economic growth, sustainable homes and communities and the integration of culture. The importance of a joined-up approach was emphasised as planning was criticised as being too local. Concerns were expressed about the ability of Local Authorities to deliver 'soft' infrastructure that benefits a community such as leisure, culture and sport. Planners need hard evidence to plan for culture and improved toolkits – accurate information and data - are required to fill the current void. The potential usefulness of toolkits such as SECCOF in identifying existing facilities and the gaps to give sophisticated evidence to developers was highlighted.

Simon Eden noted that a change of culture in the planning profession was required, driven by government guidance. The NPPF is leaving planners bereft, while elected councillors require a wider understanding of the benefits of culture, leisure and the creative industries. A number of opportunities for planning for culture and sport in PUSH were identified, including the North of Fareham Strategic Development area (Fareham Borough Council is a member of the TCPA Eco-Development Group).

Opportunities for finding innovative ways of using CIL were also highlighted, including a South Hampshire pot for infrastructure, benefiting communities beyond the local scale. The benefits of a regional perspective were also advocated in assessing 'travel to culture' patterns, for example.

Discussions on ways forward

Diane Smith facilitated discussions using the questions on the agenda as prompts. There were some emerging key themes which arose from discussions.

A series of challenges posed by the NPPF were discussed. Although appearing as a core planning principle in the NPPF, the definition of cultural wellbeing is not clear and it was argued that the terminology should have been driven by the cultural industry. A need to unite cultural officers and planning officers to encourage them to speak a common language was prioritised. However, some of the cultural sector has found it difficult to get planner buy-in.

In the context of a lack of guidance in the NPPF, organisations such as the Theatres Trust are considering how it can offer Local Planning Authorities advice on policies in planning and implementation. For example, the lack of guidance for libraries, public art or music in the NPPF poses difficulties for Local Planning Authorities in integrating such provisions into Local Plans and Neighbourhood Plans.

New opportunities to use CIL for cultural facilities were discussed. However, there are gaps, such as not being able to use CIL to extend facilities that already exist in order to deliver services more effectively. There is potential here for the TCPA to research CIL front-runner projects and their charging schedules in relation to the inclusion of culture/arts/leisure on the infrastructure lists.

Local Enterprise Partnerships place importance on culture in attracting businesses and the importance of a vision and spatial element in planning for culture was emphasised.

Discussion also focused on existing initiatives and resources for planning for culture, leisure and the creative industries, as well as the current gaps. The need to establish an evidence base was prioritised as it is currently weak within the cultural sector. An evidence base is required to give a rationale for developments and to curtail vanity culture projects which often fail to benefit local communities. East Sussex County Council has developed the website 'East Sussex in Figures' and concerns were raised about whether the CPST would duplicate existing mapping work such as this and whether new mapping software could take the agenda forward. Reference was made to the GRaBS toolkit which has the benefit of providing a single platform for Local Authorities to add data sets to, ensuring common standards.

Concern was expressed regarding the prioritising of infrastructure that can only appear on a map and in empirical terms; favouring a cultural *built* environment and failing to recognise other opportunities for cultural engagement. For example, public space as democratic cultural space is more useful in rural areas. The relationship to spatial implication of creative industries was highlighted.

Planning for culture will require a portfolio of solutions, as has been illustrated in the approach used in the TCPA GRaBS work. The work undertaken by RBKC promotes the integration of culture as part of policy and in this example, it was emphasised the importance of defining culture in the Local Development Framework process to ensure the correct cultural balance is made in the Core Strategy. The difficulty in bringing measurable planning outcomes and soft cultural outcomes into focus with each other was highlighted. It was suggested that in terms of producing decision-making guidance, a coalition of relevant stakeholders could be formed based on similar principles to the TCPA-led Planning and Climate Change Coalition. The guidance produced for a place-based approach to planning for culture, leisure and the creative industries could be continually updated and recognised as a collaborative process. There was general support for this approach and the following debate focused on whether the case should be led by the cultural sector or by planners; with arguments for the former focusing on the specialist cultural voice being stronger, while arguments for the latter highlighted that the case had to be led by an independent organisation otherwise it would be ignored. There was a comment about avoiding 'shallow' guidance and producing specific guidance, but that an holistic approach and view of sustainable communities is needed – a coherent vision in relation to other sectors and agendas.

Comments were raised about the use of the CSPT and whether there was any evaluation or feedback from users. This will be a useful baseline to develop any further work on the website.

Conclusions and next steps

Diane Smith concluded the roundtable and expressed the TCPA's commitment to this agenda and for future work. A clear suggestion from the roundtable was for the TCPA to work closely with stakeholders to explore producing a cross-sector publication on planning for culture and sport.

In the briefing circulated at the roundtable the TCPA intends to explore the following elements:

1. **Cross sector advice and briefing** to highlight pathways forward for practitioners working in the new policy landscape of planning reform, plan-making and evidence requirements. There will be an emphasis on joint working between officers in the councils, across boundaries on strategic priorities, and integrated planning for local needs and provision.
2. **Open access mapping tool** as an integrated mapping resource and decision-aiding tool for Local Authorities in planning for cultural and leisure facilities, green infrastructure, climate change impacts, with supporting guidance, and include local authority piloting.
3. **Practitioner engagement** to include regional seminars and workshops to support the guidance.
4. **Promotions and publicity** to continue to raise the profile of the planning for culture agenda in terms of good place-making and supporting local regeneration.
5. **Culture and Sport Planning Toolkit:** with updated contents will continue to act as the main portal for presenting and showcasing the above work, supported by case studies.

The TCPA will develop and finalise a TCPA project programme, in conversations with partners. Conversations will be had to seek and apply for funding from sources, and subject to funding outcomes, the TCPA anticipates starting period of October/November.

The TCPA will continue to work with partners as part of its commitments under the two MoUs, and will be having conversations in the coming weeks with others, such as DCLG on how best to link up agendas and priorities.

Links to stakeholder initiatives, publications and projects

The purpose of this list is to illustrate the availability of existing guidance, resources and information available from stakeholder organisations for planners and cultural professionals, and is not meant to be exhaustive. However it demonstrates that while individual organisations publish and hold useful resources, there is no one place which both planners and cultural professionals can access to acquire such information, apart from Living Places and the Culture and Sport Planning Toolkit website.

Arts Council

- The Community Infrastructure Levy. Advice note for culture, arts and planning professionals, April 2012

DCMS

- The Culture and Sport Evidence Programme (CASE), [www.culture.gov.uk/what we do/research and statistics/5698.aspx](http://www.culture.gov.uk/what_we_do/research_and_statistics/5698.aspx)

East Sussex County Council

- Atlas 1 – Local area profile – numeric data, www.eastsussexinfigures.org.uk/cult/cultap/atlas.html
- Atlas 2 – Attendance and participation – rates and percentages, www.eastsussexinfigures.org.uk/cult/cultpa/atlas.html

- Atlas 3 – Arts based segmentation – culture profile, www.eastsussexinfigures.org.uk/cult/abs/atlas.html
- East Sussex in Figures, www.eastsussexinfigures.org.uk/webview/welcome.html

National Federation of Artists' Studio Providers

- Investing in Creative Communities. The provision of Affordable Artists' Studios. A role for Spatial Planning, July 2011, www.nfasp.org.uk/resources_single.php?id=62

P.U.S.H.

The South Hampshire and Hampshire Cultural Infrastructure Audit

http://www.push.gov.uk/pjc-120130-r05-cfr-appendix_c.pdf

http://www.push.gov.uk/pjc-120130-r05-cfr-appendix_a.pdf

http://www.push.gov.uk/pjc-120130-r05-cfr-appendix_b.pdf

Royal Borough of Kensington and Chelsea

- Culture Placemaking proposals, March 2012, www.rbkc.gov.uk/leisureandlibraries/culture/artsservice/networkingandtrainingevents.aspx

TCPA

- Planning and Climate Change Coalition, Planning for Climate Change – guidance for local authorities, April 2012, www.tcpa.org.uk/pages/planning-for-climate-change-guidance-for-local-authorities-2012.html
- TCPA and Wildlife Trusts, Planning for a Healthy Environment: good practice for green infrastructure and biodiversity, July 2012, <http://www.tcpa.org.uk/pages/planning-for-a-healthy-environment-good-practice-for-green-infrastructure-and-biodiversity.html>
- Green and Blue Space Adaptation for Urban Areas and Eco-towns (GRaBS) European project and outputs, including the mapping tool. <http://www.ppgis.manchester.ac.uk/grabs/>

Final attendee list

Emma Wilcox	Relationship Manager, Regional Planning	Arts Council England
Charles Freeman	Director	Charles Freeman Projects
David Walsh	Honorary Secretary	Chief Economic Development Officers Society (CEDOS)
Phil Chichester		Chief Cultural and Leisure Officers Association (cCLOA)
Jeremy Davenport	Deputy Director	Creative Industries KTN
Jane Wilson	Director	Culture First
Lucy Glazebrook	Social Researcher, Evidence and Analysis Unit	Department for Culture, Media and Sport
Sally Staples	Cultural Strategy Manager	East Sussex County Council
Tim Chapman	Spatial Planning Manager	HCA ATLAS
Jonathan Banks	Chief Executive	Ixia public art think tank
Robin Osterley	Chief Executive	Making Music
David Powell	Trustee	National Federation of Artists' Studio Providers
John Hampson	Senior Strategy Officer, Arts and Culture	Royal Borough of Kensington and Chelsea
Rob Holt	Planning Manager	Sport England
Mhora Samuel	Director	Theatres Trust
John Holden	Advisor	Theatres Trust
Richard Kingston	Senior Lecturer in Urban Planning & GIS	University of Manchester
Simon Eden	Chief Executive	Winchester City Council
Diane Smith	European and Corporate Affairs Manager	TCPA
Michael Chang	Planning Policy Officer	TCPA
Lauren McHugh	Project Assistant	TCPA
Alice Herbaut-Dufour	Project Assistant	TCPA