



MEASURING PLANNING OUTCOMES

Invitation to Tender

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1. Introduction.....	2
1.1. Summary	2
1.2. About the RTPI.....	2
1.3. Project partners	2
1.4. Background to the research project.....	3
Policy context	3
Research context	5
Practice context and existing tools for measuring place outcomes	6
2. Tender information	7
2.1. Budget.....	7
2.2. Eligibility	7
2.3. Purpose of the research	7
2.4. Key audiences for the research.....	7
2.5. Methodology.....	8
Overarching research on measuring planning outcomes in the UK & Ireland	9
Specific work for each nation.....	9
Support from project partners.....	10
2.6. Project Timescales	10
Tendering	10
Research.....	10
2.7. Governance.....	11
2.8. Outputs.....	11
2.9. Application process	12
2.10. Evaluation criteria.....	12
2.11. Assessment panel.....	13
2.12. Deadline for applications	13
2.13. Intellectual property.....	13
2.14. Further information and enquiries	13

1. Introduction

1.1. Summary

This is an invitation to tender for research on practical ways to measure the outcomes of the planning systems in the UK and Ireland. The ultimate aim is to produce outcome measurement and monitoring toolkits which can be adapted and adopted by local authorities. The commissioning consortium includes the Governments of Scotland, Ireland, Wales and England, and this is an opportunity to provide evidence which can inform the direction of policy and practice in this area. The total budget is £95,000, subject to confirmation of funding. We are also exploring ways to secure extra funding for pilots in further Nations. **NB. Update 24.10.19 This budget was revised upwards from the original invitation to tender based on additional funding committed by the Irish government.**

1.2. About the RTPI

The Royal Town Planning Institute (RTPI) is the UK's leading planning body for spatial, sustainable and inclusive planning and is the largest planning institute in Europe, with over 25,000 members. The RTPI is:

- A membership organisation and a Chartered Institute responsible for maintaining professional standards and accrediting world class planning courses nationally and internationally;
- A charity whose charitable purpose is to advance the science and art of planning (including town and country and spatial planning) for the benefit of the public; and
- A learned society.

To this end, the RTPI promotes research into planning practice, theory, policy development and education. The RTPI's strategic research agenda in the UK aims to:

- Promote the funding and dissemination of research activity informing and evaluating planning policy and practice;
- Promote awareness and engagement of planning practitioners in planning research at local, national and international scales;
- Encourage interdisciplinary and inter-sectoral research and dialogue;
- Support research in planning education and lifelong learning.

This research is being funded by RTPI along with the Scottish Government, the Welsh Government, the Irish Office of the Planning Regulator (OPR), the Department of Housing, Planning and Local Government (DHPLG) in Ireland, and the Ministry for Housing Communities and Local Government (MHCLG) in England. **NB. Updated 24.10.19 based on additional funding committed by the Irish Government.**

1.3. Project partners

Scottish Government: The Scottish Government is a major funder of this research and will play a steering role in the project.

Irish Department of Planning , Housing & Local Government (DPHLG) & Office of the Planning Regulator (OPR): OPR and DPHLG are jointly a major funder of this research and will play a steering role.

Welsh Government: The Welsh Government is a minor funder of this research and will play a steering role in the project.

MHCLG: MHCLG is a minor funder of this research and will play a steering role.

Heads of Planning Scotland (HOPS): HOPS will be advising the project and helping with engaging Scottish local authorities and organising the Scottish pilots.

Planning Officers Society Wales (POSW): POSW will be advising the project and helping engaging Welsh local authorities.

District Councils Network (DCN): DCN will be advising the project and assisting with engaging with English district councils.

The project will also be assisted by an advisory group which will likely be made up of representatives of the above partners along with selected experts.

1.4. Background to the research project

The research will explore how local authorities and national governments can go beyond simple metrics like the number of new homes delivered and the speed of processing applications. This means assessing planning on the explicit aspirations of planners and elected representatives, in terms of placemaking and social, economic and environmental value. Crucially, this research will go beyond principles to actually propose and test methods for measuring outcomes. It will also demonstrate how this information can be used to assess local and national performance.

We have decided the most effective approach to this research will be to take an overarching view of the UK and Ireland, with specific strands focusing on individual countries.

Policy context

In recent years the assessment and monitoring of planning in the UK and Ireland has mainly focused on a limited set of mostly process-based outcomes. This is understandable given the difficulty of measuring broader outcomes and the political focus on housing supply, however it is a very limited conception of what planning should set out to achieve. More than that it can have a negative impact on planning performance – for example through leading to reductions in investment in planning policy as opposed to development management¹, and a shift towards regulatory planning as opposed to place shaping². This in turn means lower quality development, which makes new housing less popular and meeting housing targets more difficult.

Across the UK and Ireland there is appetite to move towards a richer form of outcome measurement. There are a number of general and nation-specific drivers for this, including but not limited to:

¹ RTPI (2019), [Resourcing Public Planning](#).

² RTPI and University of Sheffield (2019), [Serving the Public Interest](#).

- Scotland: Scottish planning authorities have for a number of years published Planning Performance Frameworks to take a more balanced scorecard approach to measuring performance. The Scottish Government has also expressed an interest in developing a more outcome based performance framework and reporting for planning.³ Section 3A of The planning (Scotland) Act now outlines outcomes which the National Planning Framework must contribute to, including:
 - meeting the housing needs of people living in Scotland including, in particular, the housing needs for older people and disabled people;
 - improving the health and wellbeing of people living in Scotland,
 - increasing the population of rural areas of Scotland;
 - improving equality and eliminating discrimination;
 - meeting any targets relating to the reduction of emissions of greenhouse gases, within the meaning of the Climate Change (Scotland) Act 2009, contained in or set by virtue of that Act; and
 - securing positive effects for biodiversity.

The Scottish Government also aims to produce a Digital Planning Strategy in 2020, “focusing on where technology can add high value improvements to create a digital planning service that is flexible, responsive and ready to embrace future change.”⁴ Scotland also has a broader set of National Performance Framework Outcomes⁵.

- Ireland: The National Planning Framework 2018⁶, is the government’s strategic plan for shaping future growth and development. It seeks to create a single vision and a shared set of goals for every community. These are expressed in the Framework’s National Strategic Outcomes. The OPR was set up in April 2019, through its establishment the Irish Government has made a clear commitment to creating a visible national co-ordination point with the knowledge and expertise to advise regional and local authorities and An Bord Pleanála. The planning system impacts on many aspects of our daily lives and therefore we need to ensure that it operates in the manner intended so that it can deliver quality planning outcomes. It is intended that the support and analysis provided via the OPR will assist all planning authorities to access the appropriate skills, resources and systems to perform effectively and deliver quality planning outcomes.
- Wales: Public authorities in Wales are subject to the requirement of the Well-being of Future Generations Act 2015⁷. The newest Planning Policy Wales (edition 10 December 2018) embeds the Act and has a major focus on people and place, with explicit goals of securing the interests of future generations, promoting equality and social cohesion, and supporting the integration of services.⁸ Welsh Government Well-being Indicators⁹ and the Planning Performance Framework (which includes specific Sustainable Development Indicators for planning) provide a basis for

³ Scottish Government (2018), [Monitoring the outcomes of planning: a research study](#)

⁴ Scottish Government (2019), [Planning: post bill work programme](#)

⁵ Scottish Government (2019), [National Performance Framework Outcomes](#)

⁶ Government of Ireland, [Project Ireland 2040 National Planning Framework](#)

⁷ Welsh Government (2015), [Well-being of Future Generations Act 2015](#)

⁸ The Planner (2018), [PPW focuses on placemaking](#).

⁹ Welsh Government (2019), [Well-being of Wales 2019](#).

measuring the contribution the planning system makes to sustainable development in Wales.¹⁰

- England: The previous Secretary of State for Housing Communities and Local Government, James Brokenshire recently said “You can talk about numbers, but there has to be more than that. It has to be, for me, about building homes and communities... spaces that people want to live in, that have a sense of connection and identity.” The National Planning Policy Framework defines the goals of the planning system in relation to an economic objective, a social objective, and an environmental objective.¹¹
- Monitoring of SDG 11: The UK Government has agreed to monitor the implementation of the UN’s Sustainable Development Goals. SDG11 on Sustainable Cities and Communities¹² is closely linked to the planning system.
- The potential withdrawal of the UK from the European Union: This has led to discussion of new environmental management systems, and monitoring of outcomes. DEFRA recently published “Measuring environmental change: outcome indicator framework for the 25 Year Environment Plan”, which contains 66 indicators.¹³
- Calls from civil society: Initiatives such as the National Housing Design Audit led by the Place Alliance are showing a growing momentum to change the way we measure outputs and outcomes on the ground.¹⁴ The Building Better, Building Beautiful Commission included outcome measurement as one of the recommendations of their interim report.
- Calls from the development industry: For example, recent report from Grosvenor¹⁵ highlighted this as a key way of improving trust in planning and suggested the development industry have a big role to play in collecting the information.

Research context

There is also a body of research on which to develop a better approach to measuring outcomes. In particular the 2018 Scottish Government paper, ‘Monitoring the Outcomes of Planning’ provides a clear overview of some existing and previous attempts to measure outcomes, of different types of planning outcomes, of who needs to be involved, confounding factors, and more. Proposals should take into account the findings relating to issues around implementing a performance management framework.¹⁶

This research draws heavily on previous RTPI research. First Outcome Indicators for Spatial Planning in England (2007)¹⁷ and Measuring the Outcomes of Spatial Planning in England (2008)¹⁸. Second, The Value of Planning (2014, 2016, 2018)¹⁹. Each of these programmes provide a steer on the kind of outcomes that planning can deliver. The most

¹⁰ Welsh Government, [Sustainable Development Indicators](#).

¹¹ MHCLG (2019), [National Planning Policy Framework](#)

¹² UN Habitat (2016), [SDG Goal 11 Monitoring Framework](#).

¹³ DEFRA (2019), [Measuring environmental change: outcome indicator framework for the 25 Year Environment Plan](#).

¹⁴ <http://placealliance.org.uk/20190613-press-release-national-housing-design-audit/>

¹⁵ Grosvenor (2019), [Rebuilding Trust: discussion Paper](#)

¹⁶ <https://www.gov.scot/publications/monitoring-outcomes-planing-research-study/pages/7/>

¹⁷ Wong et al (2007), [Outcome Indicators for Spatial Planning in England – Framework report](#).

¹⁸ RTPI (2008), [Measuring the Outcomes of Spatial Planning in England](#).

¹⁹ RTPI (2014) (2016) (2018), The Value of Planning, www.rtpi.org.uk/valueofplanning

recent Value of Planning research (2018) also developed a toolkit for measuring the value of planning in Wales with a particular focus on the economic contribution. Finally, RTPI research on the Location of Development continues to explore the measurement of spatial outcomes for example the location of new development in relation to existing transport infrastructure.²⁰

We think the next step is to design and trial a toolkit for measuring a broader set of social, cultural, environmental and economic outcomes associated with planning.

Practice context and existing tools for measuring place outcomes

This project starts from the assumption that there are no existing tools which are sufficient to measure and monitor the outcomes of planning at a local authority level. However, there would clearly be advantages to using or adapting existing tools and processes. The following are examples of existing approaches to measuring outcomes, though their use is inconsistent even within individual nations.

- Tools for assessing new development e.g. [The Place Standard](#), which was designed in partnership by the Scottish Government, NHS Health Scotland, and Architecture and Design Scotland.
- [Value of Planning Wales toolkit](#) which provides a way of accounting for the economic value of planning on a local authority and national scale;
- Monitoring: The Scottish planning authority Planning Performance Frameworks (e.g. [South Ayrshire](#)). English and Welsh Local Development Plan Monitoring chapters (e.g. [South Downs Local Plan](#)), Local Authority Monitoring Reports (e.g. [Enfield](#)), and Strategic plan monitoring (e.g. [London Plan](#));
- National Planning Improvement Coordinator (introduced as part of [Planning \(Scotland\) Act 2019](#) to monitor performance and provide advice);
- Strategic Environmental Assessment (SEA) monitoring and [Environmental Impact Assessment \(EIA\) post-auditing](#).
- Data collation: e.g. [LG Inform](#); [LGA Local Authority Housing Reports](#).

This research should be clearly focused on the existing context for local planning authorities, and in particular suppliers must be fully aware of resourcing constraints. This means the research should avoid exploring approaches which are unrealistic given current resourcing and consider the resource implications of any new approaches. In general, the research will rely on considering the needs of local planning authorities and securing their buy-in.

The research should also consider the increasing importance of digital planning in local authorities. The RTPI recently joined with the Connected Places Catapult to produce a shared vision for the digital future of planning. One of the main ambitions is to “Develop tools and methods for better analysis, monitoring and reporting of the economic, social and environmental outcomes of planning policies and decisions”.²¹

²⁰ RTPI (2017), [Location of Development](#).

²¹ RTPI and Connected Places Catapult (2019), [The time for a digital planning system is now](#).

2. Tender information

2.1. Budget

This project will be funded up to a maximum and fixed sum of £95,000 (to include all disbursements but excluding VAT), with the intention that this be paid in three instalments according to agreed project milestones (i.e. on signing of the contract, on the delivery of an interim report/ draft toolkits, and on the final toolkits and report being assessed to be of acceptable quality). This budget is non-negotiable, however, we will look for additional funding to conduct local authorities pilots outside Scotland. **NB. Update 24.10.19 This budget was revised upwards from the original invitation to tender based on additional funding committed by the Irish government.**

2.2. Eligibility

Tenders are invited from RTPI accredited planning schools, other university-based research teams/departments, research/ economic/ planning consultancies, and other appropriate organisations.

Collaborations between organisations are welcome. **We strongly encourage bids from consortiums which broaden the range of different skills and expertise on offer, and with representatives based in different nations.**

2.3. Purpose of the research

As described above, there has already been a significant amount of work understanding the advantages of and issues with measuring planning outcomes. The next step is to propose, develop, and pilot ways of measuring these outcomes. Key aims include:

1. Agree sets of outcome measures for the planning system in each nation (this may include outcomes relating to development management, planning policy, enforcement, and any other parts of planning).
2. Develop a methodology for measuring these outcomes. This should identify where existing data can be used, which new data must be collected, and should consider if outcomes can be made commensurable.
3. Pilot the approach at local and national scales (and regional scale if appropriate) and update it based on what is learned.
4. Propose how social, economic and environmental outcomes could be added to local authority monitoring processes whilst minimising added burden to officers.
5. Propose how national outcomes and/ or targets could promote these outcomes.

2.4. Key audiences for the research

The key audience for this research is local and national governments who are seeking to improve their measurement and monitoring of the outcomes of planning. This means the project should at all points be geared towards producing actionable information and tools.

As discussed above, this research complements the agendas of each individual nation in the UK, as well as in Ireland. We invite bidders to indicate how their proposals would support the context of each country, for example:

- In Scotland this will support the development of new statutory annual performance reports to be provided by planning authorities, and, the work of new National Planning Improvement Co-ordinator in their role to monitor the performance of planning authorities and advise on what steps might be to improve their performance.
- In Ireland this will inform the new Office of the Planning Regulator and the Department of Housing, Planning and Local Government in the review of the performance of planning authorities and An Bord Pleanála of their planning functions. It will further inform the Department of Housing, Planning and Local Government in their policy setting function and their general oversight role of the planning system. **N.B. updated 5.11.19 to more accurately reflect role of DHPLG.**
- In Wales this will help to refine the existing Planning Performance Framework and further the Value of Planning toolkit and provide Local Planning Authorities (LPAs) with an effective tool for demonstrating their compliance with the seven Well-being Goals of the Well-being of Future Generations Act.
- In England this research can help the Government understand and demonstrate the value created by actions like investment in infrastructure and changes to the National Planning Policy Framework.
- In Northern Ireland this will support the introduction of planning performance monitoring and provide Councils and the Department for Infrastructure (DfI) with a framework for developing the understanding of the wider benefits of planning.

2.5. Methodology

The research should consider the UK and Ireland, with focus on shared learning but with data collection, analysis, and outputs specific to each nation where appropriate. Despite differences between how measurement would need to work in different nations, each country can learn from the other.

This research should explicitly build on the research already commissioned by the Scottish Government and the RTPI and the findings and recommendations contained therein. In particular it is important for bids to take into account the findings relating to issues around implementing a performance management framework in *Monitoring the Outcomes of Planning*.²² It should as far as possible avoid repeating work which has already been done.

We want the research to be strongly focused on practical ways to measure outcomes, aiming to finish with something which can be adopted by local authorities. The difficulties of implementing such a toolkit are of course of interest, however we do not want the project to over-analyse problems at the expense of developing solutions even if these solutions are imperfect. If a problem with a particular approach is insurmountable in the

²² Scottish Government (2018), [Monitoring the outcomes of planning](#).

scope of this project, this should be noted and alternative approaches pursued. This project should be aimed at developing approaches to measuring outcomes, with a clear understanding that the research should not let the perfect be the enemy of the good.

We are open to a range of methods, including the use of existing data, the collection of new data, the use or adaptation of existing tools for measuring place outcomes²³, and the use of new technologies. We encourage focus on data which already exists or can be collected quickly with a view to avoid implying additional duties for local authority officers.

We are open to any proposed approach which can clearly defend how it would achieve the project outcomes. This includes both adapting existing processes or toolkits and entirely novel approaches.

Proposed methodological approaches should be justified according to:

- How they would help deliver clear and useful outcome measurement which links to the objectives of the planning system in each nation.
- How easily they could be adopted by local governments across the UK and Ireland, taking into account resourcing implications.
- How they would produce outcomes measures which would be useful to decision-makers at various scales.

We may seek to produce practice advice notes and other CPD resources based on this research. Please take this into account when designing your methodology, though we can also advise on this during the project.

Overarching research on measuring planning outcomes in the UK & Ireland

The final research report should cover the whole of the UK and Ireland, focusing on general learning about outcome measurement informed by specific learning from each country. Suppliers should deliver a generic outcome measurement toolkit which could be adapted by local authorities. The research should also consider how local outcome measurement can translate into assessment of planning at a national scale.

Specific work for each nation

The project should involve specific strands for each nation, which are partly informed by the needs and contributions of specific funders of the project. **NB. Additional requirements for Ireland were added on 24.10.19 due to additional funding committed by the Irish Government.**

All nations: The following should be covered for each nation:

- An analysis of the intended outcomes of planning in each nation and ways of measuring them, including existing measurement and monitoring and new options.
- A set of priority outcomes to be measured in each nation (in agreement with project partners).

Scotland:

- Development of a draft toolkit for measuring planning outcomes

²³ In particular this includes RTPI's [Value of Planning in Wales Toolkit](#), however other useful tools exist for example the [Place Standard Tool](#) and [Building for Life](#).

- Testing the draft toolkit with at least four local authorities
- Revision of the toolkit to take into account experiences of pilot authorities.

Ireland:

- Development of a draft toolkit for measuring planning outcomes
- Testing the draft toolkit with at least four local authorities
- Revision of the toolkit to take into account experiences of pilot authorities.

Wales:

- Development of a draft toolkit for measuring planning outcomes

England:

- Development of a draft toolkit for measuring planning outcomes

Support from project partners

In addition to managing the project and feeding into its direction, the project partners can assist the successful bidders in the following ways:

- RTPI can promote the research and recruitment through its member bulletins and through RTPI Nations and Regions.
- The Governments of each nation can provide a steer on the core outcomes to explore for each nation.
- Additional help with recruiting pilots and communication with planning authorities may be available from supporter networks including Heads of Planning Scotland, Planning Officers Society Wales, and the District Councils Network and Local Government Association in England. This research will rely on a strong collaborative relationship with local planning authorities, especially given their support will be crucial to the implementation of any new approaches.

If you believe the research would require any other specific support from any of the project partners please make this explicit in your bid so we can make an informed decision around resourcing.

2.6. Project Timescales

Tendering

23 rd Oct 2019	Invitation to tender released
25 th Nov 2019	Application window shuts (9am)
29 th Nov 2019	Shortlisted applicants contacted
W/c 9 th Dec 2019	Shortlisted applicants interviewed
16 th Dec 2019	Winners notified

Research

W/c 16 th Dec 2019	Work begins/ inception meeting
14 th Feb 2020	Update due to be submitted to Steering Group for feedback

3 rd Apr 2020	Update and interim report/ draft toolkits due for feedback
19 th Jun 2020	Draft final report and toolkits due for comment
17 th Jul 2020	Final report due after integration of comments

We anticipate pilots in Scottish and Irish Planning Authorities being conducted between April-May 2020.

2.7. Governance

The day to day project manager at RTPi will be Tom Kenny, overseen by the Head of Research Aude Biquelet-Lock and the Directors of RTPi Scotland and Ireland and RTPi Cymru and Northern Ireland. The RTPi will coordinate with the other main project partners.

The project will also have an overall advisory group, made up of RTPi officers, representatives of national governments, representatives of local and regional authorities, and experts on outcome measurement. This group will comment on draft project outputs and will likely meet at a few key stages in the project to hear updates and provide steer on next steps.

2.8. Outputs

1. **An interim report and draft toolkits for England, Ireland, Wales, and Scotland** (to be discussed at inception meeting).
2. **A clearly written final report** (in MS word) of no more than 12,000 words. This report should be written in plain English and adhere to RTPi's style guide. This final report should include:
 - A clear 2-4 page executive summary, written in plain English and suitable for the wider dissemination of these conclusions (including to politicians and individuals or groups in communities with an interest in the subject);
 - A summary of relevant literature and policy;
 - A review of emerging practice, including the experiences of the pilot local authorities;
 - Conclusions on the best strategies for delivering outcome measurement in the current context;
 - Recommendations relating to further changes needed from central and local government to facilitate improved outcome measurement.
3. **A generic outcome measurement toolkit** which could be adapted to any individual nation.
4. **Revised, tailored toolkits for Scotland and Ireland** – aiming to produce toolkits informed by piloting with Scottish and Irish local authorities, which could be picked up immediately by local authorities across those Nations.

We welcome proposals for additional and novel outputs – for example, practice guides, or digital decision-making tools - that make the research more impactful or accessible. We

also welcome proposals for increasing the impact of this research's findings at various stages of its development.

Drafts of the report, executive summary, and toolkits should be provided to the RTPPI first, and the supplier should plan in time for editing in response to comments, as indicated by the key dates in the project timetable.

2.9. Application process

Organisations/project teams should submit a tender document that includes:

- Analysis of the context of the research including of outcome measurement, national contexts, and data availability;
- Proposed methodology including detailed timetable;
- Proposed outputs, demonstrating conformity with the project purpose and brief;
- Project team and general experience;
- Statement of experience relevant to the project, and selected projects that demonstrate relevant experience;
- Links to previous outputs which demonstrate ability to produce the outputs required from this report, for example clear and concise reports, and effective toolkits;
- Proposed approach to project management, identifying risks and mitigation strategies, and specifying how the project will be delivered on time and do a high standard;
- Total cost of the project and budget breakdown between the stages, daily rates and personnel inputs.

2.10. Evaluation criteria

Applications will be evaluated against six criteria:

1. Quality, rigour and depth of the proposed methodology and analysis;
2. Experience/ track record/ knowledge relevant to the project,
3. Knowledge of the context of each nation involved in the project and demonstration that the research will give the requisite attention to each. Ideally this would include involvement of researchers based in different nations. We welcome bids from consortiums;
4. Experience of effective and impactful partnership working (i.e. with research commissioners and clients);
5. Experience of producing outputs relevant to this project;
6. Value for money.

2.11. Assessment panel

An assessment panel appointed by the RTPPI will evaluate tenders and decide which application to support.

2.12. Deadline for applications

Tender applications should be submitted electronically to: research@rtpi.org.uk

Applications should be received by no later than 9am on 25th November 2019.

Bidders will be notified if they have been shortlisted by 29th November 2019.

We intend to interview a shortlist of bidders during the week commencing 9th December 2019 and to appoint the successful research team so it can start work by 16th December. It may be possible to interview candidates in London, Cardiff or Edinburgh depending on availability.

2.13. Intellectual property

The RTPPI will retain ownership of the work, but will grant the researchers the right to publish and re-use the material submitted to RTPPI, and will be fully credited for their work. Researchers and institutions should not apply if they will not be able to agree to these provisions. The researchers should acknowledge the support from the RTPPI and other funders in any subsequent publications and activity based on the supported projects.

2.14. Further information and enquiries

This Invitation to Tender can be found on the RTPPI website at:

<https://www.rtpi.org.uk/researchtenders>

We welcome enquiries about this project, but please note that all responses to enquiries may be issued as (anonymised) Q&As online to all bidders who have expressed interest by 15th November 2019.

For enquiries, please contact:

Tom Kenny

Policy Officer, RTPPI

Tel: 02079299469

Email: research@rtpi.org.uk