



Measuring What Matters

Planning Outcomes Research Scottish Context & Pilot



RTPI

Paper

November

2020











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About this paper

This paper is part of a suite of documents delivering the research aims of the Measuring What Matters Planning Outcomes Research. This document sets out the Scottish context in terms of measuring planning outcomes and the findings from the pilots carried out as part of the research. Other documents forming part of this research are:

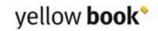
- Measuring What Matters: Planning Outcomes Research Report, Handbook and Toolkit (this toolkit can be adapted and applied to any nation)
- Scottish Report, Handbook and Toolkit
- Irish Report, Handbook and Toolkit
- Wales Report, Handbook and Toolkit

Front and back cover image

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1. Piloting the Scottish toolkit

Four pilots were undertaken in Scotland. One with a National Park, one with an urban authority, one with a large rural area and one semi-urban area. This mix provided an insight into the challenges that Local Planning Authorities have with monitoring in different contexts, and how different plan-making methodologies might work with the toolkit's framework.

Loch Lomond and the Trossachs National Park Authority

Based on the Loch Lomond and the Trossachs National Park Local Development Plan 2017 – 2018. The pilot was simulating a midterm review.

City of Edinburgh Council

Based on 2016 Edinburgh Local Development Plan. The pilot was simulating an end of plan review.

Highland Council

Based on the 2012 Highland-wide Local Development Plan. The pilot was simulating an end of plan review.

North Lanarkshire Council

Based on 2012 North Lanarkshire Local Development Plan. The pilot was simulating an end of plan review.

The pilots were all run remotely during Summer 2020. The process was as follows:

A pilot briefing - this was an online session with the participating planning authority, giving a presentation on the research, an over-view of the toolkit and the purpose and aim of the pilots. It was also an opportunity to gain insight in the current monitoring and measurement practices of the local authority and to verify the documents that would be used for the pilot.

Setting up the Policies and Targets - the pilot used the most up to date adopted version of the Local Development Plan. For the pilot all policies (or objectives where there was an overarching one) were extracted and inputted into the Policy column of the research toolkit, separating out what the objective/target of that policy or objective was into the Objective/Target columns.

Indicators and Data - this material was primarily extracted from Local Development Plan Monitoring Statements (end of plan documents prepared for the next plan-making process), Annual Monitoring Reports and Annual Performance Frameworks. The indicators and data were aligned with the correct Policy/Objective and inputted into the toolkit.

Review and Diagnosis - The pilot areas were sent the set-up toolkits to review ahead of a review discussion. The review asked for what insight the toolkit provided, how to deal with missing data and to consider what some of the next steps might be as part of the toolkit feedback loop. We did not request that the scoring be undertaken but did ask that pilot areas consider the implications and method of scoring.

The key lessons from the Scottish Pilots are in the Measuring What Matters Planning Outcomes Research Report (page 36).

2. Scotland toolkit context

The Measuring What Matters: Planning Outcomes Research Scottish Toolkit has been contextualised using the Scottish Government's National Performance Framework¹. A national expression of the UN Sustainable Development Goals², they set out a way of measuring if Scotland is progressing into the "successful country" that the Scottish Government aims for. The alignment shown below is about both direct and indirect contribution.



Figure 1: Scotland's National Performance Framework Outcomes, aligned with the UN SDGs

¹ Scottish Government. National Performance Framework. https://nationalperformance.gov.scot/what-it

² United Nation, UN Sustainable Development Goals, https://www.un.org/sustainabledevelopment/news/communications-material/

Scotland's National Performance Framework and Measuring What Matters Toolkit Themes



Figure 2: Alignment with National Performance Framework and the Measuring What Matters Toolkit themes

In Scotland, the National Performance Framework¹ (aligned to the UN SDGs, a localised expression of these) provides a common framework for all public agencies and local authorities to use to work towards "a more successful Scotland." The Scottish context as regards planning outcomes is set out in current Scottish Planning Policy:

- **Outcome 1**: A successful, sustainable place supporting sustainable economic growth and regeneration, and the creation of well-designed, sustainable places.
- Outcome 2: A low carbon place reducing our carbon emissions and adapting to climate change.
- Outcome 3: A natural, resilient place helping to protect and enhance our natural and cultural assets and facilitating their sustainable use.
- Outcome 4: A more connected place supporting better transport and digital connectivity.

This is reaffirmed in the next iteration of the National Planning Framework³ (NPF4) – which has a set of high-level outcomes:

- 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 well-being 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.
- Securing positive effects for biodiversity.

³ Scottish Government. Planning and Architecture National Planning Framework 4, https://blogs.gov.scot/planning-architecture/2019/10/08/national-planning-framework-4-the-essentials/

Within the National Performance Framework there are two spatial outcomes articulated:

- We live in well-designed, sustainable places where we are able to access the amenities and services we need.
- We value and enjoy our built and natural environment and protect and enhance it for future generations.

The 'non-process' parts of planning are noted here: planning should be delivering quality, sustainability and ultimately better life outcomes through access to what we need. The current measurement of planning is heavily focused on process and not these attributes of the planning system.

All of this taken together demonstrates that planning has a wider role than a process and service. The results of that process and service, and other activities within the planning system can and should be making a wider contribution to Scotland's social, economic, well-being and environmental outcomes.

Current Monitoring and Reporting

The Scottish Government commissioned study, Monitoring the Outcomes of Planning⁴, established that the current monitoring and reporting on planning in Scotland is primarily limited to process, as noted above. Local Authorities and National Park Authorities collate planning statistics as part of the Annual Planning Performance Review. A national level document is published on this. Data for this reporting is gathered via a common software platform, Uniform. The data is reliant on each application processed being coded correctly. There is future potential in further utilisation of the data that is gathered through this.

Planning Performance Framework

A new Planning Performance Framework (PPF) was introduced in Scotland in 2012. It was developed by the Heads of Planning Scotland (i.e. the planning authorities themselves) and was supported by the Scottish Government. The PPF captures key elements of a high-performing planning service, such as:

⁴ Scottish Government, yellowbook, Nick Wright Planning. (2018) Monitoring the outcomes of planning: a research study

- Speed of decision-making.
- Certainty of timescales, process and advice.
- Delivery of good quality development.
- Project management.
- Clear communications and open engagement.
- An overall 'open for business' attitude.

All planning authorities and seven key agencies prepare their PPF report on an annual basis and receive feedback from the Scottish Government. PPF reports contain both qualitative and quantitative elements of performance and set out proposals for service improvement. Principally, the system is designed to assess the performance of planning authorities with reference to planning outputs. It is principally based around process, although one theme does address wider aspects of the impact of planning on a project level scale. The themes are:

- Quality of outcomes.
- Quality of service and engagement.
- Governance.
- Culture of continuous improvement.

Figure 3: Aberdeen City Council PPF 2017 Highlighted Achievements



The PPF is also heavily reliant on case-studies to illustrate best practice. It is an opportunity to highlight achievements of the planning authority. Figure 3⁵ illustrates Aberdeen City Council's highlighted achievements and such an illustration of highlights is the norm.

The authorities also report on a set of performance indicators (termed performance markers) which were agreed by the High-Level Group on Planning Performance in 2013. PPF reports are generally available on planning authority's planning web pages and the Heads of Planning Scotland website.

It has been noted that the PPF has been continually evolving, and could form the basis of an "outcomes based performance management framework" as proposed in Monitoring the outcomes of planning: a research study⁴.

Place Standard⁶

The role of Place Standard as a tool for evaluation of good quality planning outcomes should be acknowledged. This study and others have noted that there would be benefit in pre - and post - evaluation of places using this tool, preferably with a wide group including local communities. Place Standard has cemented its role in placemaking with communities and agencies alike. The 14 criteria are accepted as one way of measuring the quality of a place.

⁵ Aberdeen City Council. (2018) Planning Performance Framework Report

⁶ Scottish Government, Architecture and Design Scotland, NHS Health Scotland. Place Standard: How Good is Our Place? https://www.placestandard.scot

3. Scottish Pilot Example

The pilots were used to test the draft toolkit and to run an initial baseline use of the toolkit. This process simulated reviews at different stages. The review commentary illustrates how the toolkit should be used to feedback into policy and plan-making processes by introducing new targets, identifying where additional indicators and data are needed, or where actions are required around policy implementation.

Below is a set of policies extracted from these pilots and used to demonstrate how real-world material is used in the toolkit. The policies have been anonymised and other material abbreviated or adapted. The scoring is purely illustrative and does not reflect in any way a real assessment of the policies contained in the tables.

Toolkit	Toolkit theme: Place, Design & People									
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary				
Scottish pilot example 1.1	Historic Environment Policy: Conservation areas	Development within or adjacent to a conservation area, that preserves or enhances its character and appearance, and is consistent with any relevant conservation area appraisal or management plan, will be supported providing it can be demonstrated that important views are maintained and enhanced. Abbreviated.	Number of applications where the views/setting of Listed Buildings are protected/ enhanced.	12 applications were considered in relation to the impact on the setting of the listed building. For all the applications it was assessed that there was no adverse impact	Illustrative score: 4	Conversion of the data into a percentage and measurement against a set target would better enable objective scoring. For example, a target of 100% policy adherence, in this instance the data would show 100% resulting in a score of at least 4.				

Continu	Continued: Toolkit theme: Place, Design & People								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary			
1.2	Quality of Development - all Development Strategy Policies	Development will only be permitted where high standards of site planning and sustainable design is achieved.	Environmental Impact Assessment (EIA)	No data identified		Defining what "high standard" means, particularly in relation to EIA reporting indicators would enable a target to be set to assess the data against.			
1.3	Shopping and Leisure: Objective	To ensure that some basic convenience provision is made or retained within walking distance of all homes	Access to local shops	Dwellings with access to local shops, within a 10min walk - 66% homes with access to local and supermarket, 7% supermarket only, 17% local only, 9% no access	Illustrative score: 3	Defining a target as a benchmark would help to objectively assess the data. There is good data availability for this policy.			
1.4	Sustainable Design Policy	The Council will support developments which promote and enhance the social, economic & environmental wellbeing of the people of the Local Authority area. (List of the criteria which proposed developments will be assessed on and the extent of which they comply.)	Council's Sustainable Design Guide	No data identified		Defining a target as a benchmark for objective assessment of the data would be useful. A system of monitoring compliance with the Council's Sustainable Design Guide may need to be developed to create data.			

Toolkit t	Toolkit theme: Health & Well-being							
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary		
Scottish pilot example 2.1	Open Space Policy: Protecting Outdoor Sports Facilities	Development proposals on outdoor sports facilities will not be supported unless it is demonstrated that it is ancillary to the principal use of the site as an outdoor sports facility; or the outdoor sports facility which would be lost would be replaced either by a new facility of comparable or greater benefit for sport in a location that is convenient for users. <i>Abbreviated.</i>	Amount of open space (green spaces, green networks) and sports facilities lost, protected from development, created or enhanced.	1 approval and 1 refusal in relation to open and green space and no applications in relation to sports facilities.	Illustrative score: 3	Links between open/green space, health and wellbeing are well established. This background should provide a good platform for establishing Level 2 targets and monitoring.		
2.2	Public Access Policy	Where a proposal affects a route included in a Core Paths Plan or an access point to water, or significantly affects wider access rights, then the Council will require it to either: • retain the existing path or water access point while maintaining or enhancing its amenity value; or • ensure alternative access provision that is no less attractive, is safe and convenient for public use, and does not damage or disturb species or habitats.	Revised Access Strategy: The Council is developing six Core Path Plans in line with the requirements of the Land Reform (Scotland) Act 2003			Progress of Core Path development could be a useful indicator. Consideration should be given to the Access Strategy and how this is monitored.		

Conti	Continued: Toolkit theme: Health & Well-being								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary			
2.3	A Mental Health and Wellbeing Strategy		Physical Activity	Scottish Health Survey - location for data		Identifying where planning activity relates to health and wellbeing will allow this section to be further populated.			
2.4	No specific policies	No specific objectives notes	Health indicators	Scottish Health Survey		Identifying where planning activity relates to health and wellbeing will allow this section to be further populated.			

Toolkit	theme:	Envir	onment,	Cons	ervat	ion &	Impro	vement
Ref		/		.		_		

Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary
Scottish pilot example 3.1	Natural Environment Policy: Enhancing Biodiversity	Developments will be required to enhance biodiversity by: Securing the protection, management and enhancement of natural landscape, wildlife.	No. of applications that deliver enhancements to the natural environment for example via habitat creation such as new woodland planting or measures that will enhance habitats for protected species or enhance the landscape character.	Policy was used for 22 applications: 7 applications included conditions regarding removal of non-native species 4 applications required the inclusion of native tree planting.	Illustrative score: 3	Policy is effective in its aims in terms of outputs (i.e. consents). The next level is to identify what the outcomes of the policy are (i.e. have these environmental enhancements been realised).

Continu	Continued: Toolkit theme: Environment, Conservation & Improvement								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary			
3.2	Caring for the Environment Objective	To protect important landscape and natural features of the environment, including the city's Green Belt setting	No. permissions refused based on Environment Policies Major applications granted on green belt (+ granted on appeal)			No data available at time of pilot. There are indicators already in place for when this does become available. Target setting around protection can be more difficult without a known quantity for what is being protected.			
3.3	Flood Risk	Development proposals should avoid areas susceptible to flooding and promote sustainable flood management. Development proposals within or bordering flood risk areas, will need to demonstrate compliance with Scottish Planning Policy (SPP)		Flood Risk Assessment (FRA)		Compliance with policy could be monitored through the number of flood risk assessments submitted with applications. For a matter such as this, 100% compliance should be an expectation.			

Toolkit	Toolkit theme: Climate Change								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary			
Scottish pilot example 4.1	Renewable Energy Policy: Renewable Energy within the National Park	Proposals for Renewable Energy Developments will be supported where the siting, design, access and scale of the proposal will not have a significant adverse impact Abbreviated.	Number of renewable energy schemes approved by type (solar, hydro, wind, biomass).	4 hydro schemes; 0 solar panel proposals; 0 wind turbines; 2 biomass.	Illustrative score: 3	The schemes is being tracked and could be used for future measurement of impact.			

Continued: Toolkit theme: Climate Change

Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary
4.2	Air Quality Policy	Development proposals which, individually or cumulatively, may adversely affect the air quality in an area to a level which could cause harm to human health and wellbeing or the natural environment must be accompanied by appropriate provisions, such as an Air Quality Assessment. Abbreviated.	Air Quality assessed against a quantitative standard - the Nation Air Quality Standards	Data from Air Quality monitoring sites not available at time of pilot.		With the data being available, this policy, target (a national standard), indicator and data set provides a good measurement of the policy. This example is moving beyond outcomes to impact.
4.3	Resources and Services: Objective	To support appropriate energy generation and waste management development to help meet national targets. Zero Waste Scotland targets.	% waste diverted from landfill (target 60%) Provision of waste transfer facilities Household recycling centres			Data on waste required to complete the row and provide a score. Otherwise the policy, target and monitoring have been well set out for measuring impact.
4.4	No separate policies	No separate objectives noted				This example is where climate change policy sits within overarching policies. While it was left blank in the pilot as a "no specific policy" it could have been decoupled and put in the Climate Change theme.

Toolkit	Toolkit theme: Homes & Communities								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary			
Scottish pilot example 5.1	Housing Policy: Providing a diverse range of housing.	A range of house types, sizes and tenures will be provided on all sites to help meet the needs of everyone living and working within the area. Proposals should particularly address the needs of smaller sized households, older people and families. New housing should preferably be built to 'varying needs' or 'lifetime homes.	Number of housing approvals and completions by tenure, type and size (allocated site and windfall)	In 2018 – 35 units were approved, and 33 units built/completed. Tenure - Of the 35 approved, 15 were open market and 20 were affordable.	Illustrative score: 3	Without a target, judgement would have to be used on whether the data demonstrated good progress or not.			
5.2	Affordable Housing Policy	Proposals which include affordable housing should be carefully designed to fully integrate the affordable housing plots as part of the overall development of the site and the affordable homes should be indistinguishable from the general market homes in terms of design, quality and appearance.				Monitoring data should be available from planning consents. A target based around compliance with the policy could be set.			

C	Continued: Toolkit theme: Homes & Communities							
	lef lo.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary	
5.	.3	Housing and Community Facilities - Promoting Housing Development and Community Facilities	 Identifying housing land supply sites Identifying three Community Growth Areas for urban expansion to meet mediumterm needs Identifying areas where additional community facilities are required 	Brownfield/greenfield completions and supply will be considered in the context of the 2012- 14 Housing Land Audit.	 A1 Housing Land Supply Sites (Draft 2008 updated to 2010 in the adopted policy document). A2 Additions to Housing Land Supply. 		Indicators and data demonstrate housing land is being provided, targets would help to demonstrate the level of impact.	
5.	.4	Housing and Community Facilities: Objective	To promote more sustainable, better balanced communities	Short stay visitor accommodation and distribution. Source: Inside Air BnB	No. properties listed on Air BnB - 90+ days - c.3000 No. properties listed on Air BnB - >90 days - c.5000		Understanding the impact of this will require longitudinal monitoring, and an understanding of what level of short-term accommodation disrupts the balance.	

Toolkit theme: Economy & Town Centres								
Ref No.	Policy/Objective	Policy/Objective Objective /Target Monitoring indicators Data		Data	Score	Review commentary		
Scottish pilot example 6.1	Visitor Experience Policy	New tourism development will enhance the visitor experience and offer a bespoke and high-quality product. Some proposals may require to be accompanied by a business statement to demonstrate that the business is viable.	Total number of tourism accommodation approvals by type (self-catering, hotel, camping).	38 self-catering units, 76 bed spaces, 7 stances and 0 camping pitches were approved.	Illustrative score: 3	Monitoring indicators and data show the outputs, but the objective considers quality. Output targets required for understanding this level.		
6.2	Coastal Development Policy	Development proposals for the coast or for installations in nearshore waters should, in both their location and their design, show consideration to the range of existing interests ensuring best use of resources taking account of existing and planned marine activities and development.	Coastal Development Strategy Supplementary Guidance			A suggested indicator could be % of applications complying with the supplementary guidance.		

Continued: Toolkit theme: Economy & Town Centres

Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary
6.3	Retail and Town Centres - Protecting the Town Centre Network	 Identifying a network of town centres and retail locations Supporting retailing at those locations Encouraging a range of uses within each type of centre within the network of centres 	Retail floor space location within network of town centres.	The bulk of floorspace (71%) continues to be located within the network of centres, with a continuing emphasis on town centres (46%) in line with current policy aspirations.	Illustrative score: 4	In this instance the policy objective, indicator and data show good progress, but with more marginal data a target would be needed to understand whether good progress was being made or not.
6.4	Shopping and Leisure: Objective	To maintain the existing and proposed broad distribution of centres throughout the city and sustain their vitality and viability	Retail consents by location	City centre - under 20 Town centre - c.25 Local centre - c.20 Commercial centre - c.10 Out of centre - c.120	Illustrative score: 2	The scoring has been based on the ratio of out of centre to town or local centre. A defined target relating to the policy objective would make this an objective score.

Toolkit theme: Movement								
Ref No.	Policy/Objective	ctive Objective /Target Monitoring indicators Data Score		Review commentary				
Scottish pilot example 7.1	Transport Policy: Promoting sustainable Travel and Improved active travel options	All development proposals will make a positive contribution towards encouraging safe, sustainable travel and improving active travel options throughout by enabling opportunities for: (a) Sustainable transport modes, based on a hierarchy of walking, cycling, public transport and motorised transport; for freight, a shift from road to rail and waterbased transport where possible.	Sustainable travel – number of tourism and housing applications that link to active travel networks and/or public transport	At present we are investigating how to gather this information.		As noted, data still to be gathered.		
7.2	Travel Policy	Development proposals that involve travel generation must include sufficient information with the application to enable the Council to consider any likely on- and off- site transport implications of the development. Abbreviated.				A suggested indicator for Level 1 - no. of applications providing the information required. A target defining what % of applications would represent good progress towards the objective would need to be determined.		

Continued: Toolkit theme: Movement								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary		
7.3	Local Transport Strategy Objective	To promote safety in the community and enhance actual and perceived safety when travelling on the transport network Outcome - Increased number of cycling and walking trips	Scottish Household Survey: Travel Diary 2005/2006, Main Mode of Travel Table 14	11% walk, 0% cycle		New data to make a comparison with what is old data could show if there has been growth from this baseline. This baseline data does act as a useful baseline against which new data can be measured.		
7.4	Transport: Objective	To promote and prioritise travel by sustainable means i.e. walking, cycling and by public transport.	Access to transport	Population by Public Transport Accessibility Level (PTAL) of residence 2018 (6 being the most accessible) 6 - 24%. 5 - 9%. 4 - 11%. 3 - 25%. 2 - 21%. 1 - 10%		New data to make a comparison with 2018 data could show if there has been improvement from this baseline. The ability to compare data over a period of time is a useful measurement.		

Toolkit theme: Process & Engagement								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary		
Scottish pilot example 8.1	Processing Agreements		Number of processing agreements and within agreed time scales	6 applications with processing agreements, 50% within agreed timeframe.	Illustrative score: 2	No target to measure against, therefore difficult to allocate a score. Judgement could be used as to whether 50% was poor or fair.		
8.2	Quality of Service and Engagement		Case Study 1: Customer Engagement Sessions	Planning and Environment Service hosted a Customer Engagement session which local agents and developers from across the area were invited to attend. Prior to the meeting, we contacted attendees about particular issues or concerned they wished to raise. The event was well attended and received positive feedback.		Qualitative judgement could be used to allocate a score - or consider a Customer Engagement survey around the engagement sessions.		

Toolkit theme: Process & Engagement								
Ref No.	Policy/Objective	Objective /Target	Monitoring indicators	Data	Score	Review commentary		
8.3	Governance		Case Study 5: Building Positive Working Relationships and Resolving Conflict	Requests for changes to design/layout - work collaboratively in a way that leads to high quality development, where designing streets principles have been incorporated Requests for assistance – Planners acted as the central point of contact in fielding the concerns and also took the lead on feeding back to the residents whilst individual officers also made direct contact on occasion. Corrective action on breaches – Keen to resolving issues and to create good neighbour relations. Abbreviated.	Illustrative score: 4	Evidence is of a positive relationship, and effort to implement improvements. Therefore, a qualitative judgement can be made on this being a good achievement.		
8.4	Continuous Improvement		Case Study 13: Planning Improvement Plan 2018 -2021	Delivery included • Setting up a dedicated Improvement Team to speed up progress. • Recruitment to additional posts and alignment of staff resources to address priorities • Revised Scheme of Delegation to making decision making more efficient • Addressing issues in time taken to prepare legal agreements.	Illustrative: score 4	Evidence of positive steps to make improvements. A qualitative judgement can be made on this being a good achievement. Survey of staff and customers could provide further evidence.		



For more information about this paper, visit:

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