

2017

PLANNING Performance Framework





Heads of Planning Scotland



SHETLAND ISLANDS COUNCIL

PLANNING PERFORMANCE FRAMEWORK

OUR ANNUAL REPORT 2017





“As the newly appointed Chair of the Planning Committee and Local Review Body, I am pleased to see that the committees are run in a very transparent and open way, and there is every opportunity for those involved to contribute and have their say.

In my time as a Councillor, and previously working as a partner in an architectural practice in Shetland, I have been involved in the planning system for many years. I look forward to seeing a streamlining of the planning system in the Review of Planning so that the pressures can be eased on applicants, agents and officers alike. This will allow us all to focus on the important things planning does – taking account of communities wishes and making a positive contribution to building homes and promoting economic development opportunities in those communities.”

Councillor Theo Smith



“As returning Chair of the Development Committee, I have been closely involved in the Local Development Plans and related policy matters, and the assessment of the performance of the Planning Service as a whole, for a number of years. I have seen how the Planning Service has led on the use of the Place Standard with great success and significant outputs. We also have to recognise the considerable time and effort the team have put into delivering quality development on the Staneyhill and Knab sites. This work will go on for several years to come. We have new and enthusiastic team members in the Service, and I am confident they will deliver timeously on our priorities, including the new Local Development Plan.”

Councillor Alastair Cooper

BACKGROUND

The Planning Service has been on a journey of improvement for many years now. We have been ahead of most other services – we were early adopters of the European Foundation of Quality Management self assessment processes, and one of the first to produce a service plan and customer charter. We instigated the regular Developers' Meeting despite at best indifference, at worst outright opposition to sitting in a room with the development sector. We now have sub groups of this meeting for specialist areas like aquaculture.

This commitment to continuous improvement has been evident over the intervening years. We have been perhaps guilty of setting ourselves over ambitious targets, but with a more focused and realistic approach, we have seen progress year on year. The evidence from our RAG reports from the PPF demonstrate that progress.

During that time, we have also developed a better relationship with our Councillors, and they appreciate the work we do here, and the value it adds to the development process.

In considering our priorities for the coming year, we have taken in to account not only our successes from the previous year, but also commitments not fully delivered. These are set out in sections below.

We also seek input from councillors during the process – our performance is reported to Councillors and senior officials at our quarterly performance reporting committee meetings; and the Ministerial response and RAG assessment is reported to Councillors which in itself contributes to setting future priorities and commitments. Our regular Planning Team Meetings and individual Service meetings provide forums to discuss areas of concern and ideas for improvements.



DRIVERS FOR CHANGE – WHAT WE MUST DO IN 2017-18

NATIONAL CONTEXT

Review of the Scottish Planning System

One of our main tasks for the coming year is to continue our engagement in the Review of Planning, which covers the following four themes:

- Making plans for the future: by simplifying and strengthening development planning
- Empowering people to make the system work: by improving the way people are involved in the planning process.
- Building more homes and delivering infrastructure: by using planning to actively enable and co-ordinate development
- Promoting stronger leadership and smarter resourcing: by removing processes that fail to add value, and by strengthening leadership, resources and skills

The Independent Review of Planning has been followed by substantial consultation and engagement and detailed submissions and commentary from a wide range of participants across the planning community. The Scottish Ministers' Position Statement is still very light on the detailed implementation aspects. The "devil is still very much in the detail to follow" and this limits the comments at this stage to a more general assessment and overall reaction.

LOCAL CONTEXT

We worked with Community Planning partners to develop a 10 Year Plan to attract people to Live, Work, Study and Invest in Shetland.

Drivers from the Corporate Plan

Our Plan 2016-2020

<http://www.shetland.gov.uk/documents/OurPlan2016-20final.pdf>

"Our Top Priorities

Complete and move into the new Anderson High School and Halls of Residence.

Increase the supply of affordable housing in Shetland."

The Planning Service has a role to play in any Council or Community aspirations that result in development, and we are particularly closely linked to:

"We will have increased the number of houses in Shetland, with a range of options that are affordable and achievable for all."

But looking at the bigger picture, we have a key role to play in

“Supporting people in Shetland to take decisions on things that affect them, and to make positive changes in their lives and communities”

The Corporate Plan also states that, by 2020:

“We will be an organisation that encourages creativity, expects co-operation between services and supports the development of new ways of working”

We believe we have fully committed to this approach, and the examples below demonstrate.

New financial restrictions

The Council's General Revenue Grant has been reduced and it is projected that the Council must save £20m by 2020 to deliver a sustainable budget. It is therefore necessary to review the services we provide, identify ways to provide services with less resources, and secure additional income sources.

- Explore opportunities to share service with community partners and other local authorities, 2017-2020
- Workforce Review – establish requirements for level of service by Planning by 2020 and develop a workforce plan to meet future skills gaps, considering retirements, redeployments, extended use of career grades and Modern Apprentice placements, and maximise opportunities from Apprenticeship Levy project funding, 2018-2019

We are still facing difficult staffing situations, with vacant posts and continuing difficulties in recruiting experienced officers.

Business Transformation Programme

We are also contributing to the Business Transformation Programme, a Council wide initiative aimed at streamlining and improving performance whilst making best use of ever decreasing resources. (Further details are set out in the following sections and the key documents are attached)



Status Update

The Planning Service includes Development Management, Development Plans and Heritage, and Marine Planning, and has officers with specific remits relating to natural heritage and outdoor access.

There has been significant comings and goings over the last year, including a new internally promoted Team Leader in Development Plans and Heritage, and several new officers have started in recent months. We are still shorter on fully qualified professional posts than perhaps we would wish, though our younger officers at the beginning of their planning careers have made very promising starts. We will continue to support them in gaining further experience and qualifications. We are imminently due to lose our most experienced Marine Planning officer, and his departure will be keenly felt locally and nationally.

Case study

The Shetland Place Standard

We have chosen to highlight the Shetland Place Standard as an innovative piece of work. Last year we had identified our inability to undertake numerous public meetings due to limited resources within the Planning Service. When multiplied across all the services within our directorate, this was going to be an expensive and time consuming series of public engagements. We embraced the Place Standard, made the online version work in terms of data collection and simultaneously got the most successful response to a public engagement exercise the Council has undertaken. We received 939 responses, equating to 4% of the total population and 4,840 Individual comments. And all for a significant reduction in time and expense originally predicted. No additional resources or budget was allocated to this project.

We established a Project Board which comprised the managers from Transport, Housing, Planning, Community Development and the NHS.

We established a Project Team comprising officers from Transport, Housing, Planning, Community Development which was a short term working group created to deliver on the project aspirations of the Project Board..

Work involved:

- Adapting the existing tool to enable online submission and data collection.
- Creating a specific online survey
- Creating dedicated webspace
- Establishing and implementing a publicity campaign
- Data handling and Analysis
 - Effective and meaningful analysis of the 4840 comments meant additional cross service team work, officer to officer training and up skilling was required.
- Establishing mechanisms for data sharing and dissemination of results.
 - A series of community forums was set up where key members of the Project Board and Project Team attended providing a presentation of the findings of the report. These forums will now be a mechanism for future engagement.

Making the decision to engage with the public online, potentially ran the risk of poor engagement or responses limited to only one demographic sector. The Project Board had confidence in the online method of engagement from the outset and set out to promote and market this as an inclusive and effective way of engaging with a very rural and widely spread community.

Taking on the challenge of achieving this with no additional resource, no 'contracted in' specialists and only using the existing in-house skills and time was potentially a high risk one, but one that paid off, demonstrating best value both in terms of time saved and up skilling of the existing workforce.

Engaging with a very significant proportion of the population in a survey about the 'wellness' of their community, created the opportunity to work in partnership with the community to improve the areas highlighted in the survey.

The necessity of various teams working together for a short and intense period to deliver on this project has led to better and more joined up working practices across all the services involved. It has led to much greater knowledge of other team's skills and has increased communication and reduced repetition when dealing with data collection and analysis. It is being used as a best practice example for future projects.

The responses are informing the Local Development Plan, the Local Housing Strategy, the Transport Strategy, the LOIP and will be used by the NHS, HIE and other Council services as a source of background evidence.

A final report was published and circulated.

<http://www.shetland.gov.uk/placestandard.asp> <http://www.shetland.gov.uk/documents/ShetlandPlaceStandardFinalReportMar17.pdf>

FINAL

Part 1: Defining and measuring a high-quality planning service

Quality of outcomes

Two examples are:

The Staney Hill Masterplan

We increased certainty for this site as we had included it in the LDP and our Action Programme.

We are working with ADS through the design forum process to enable housing delivery. Together with the Masterplanning Team, we have been promoting good design and placemaking.

<http://www.shetland.gov.uk/news-advice/Council-seeks-views-on-Placemaking.asp>
<http://www.shetland.gov.uk/planning/documents/PlacemakingSG-V4.pdf>

The Knab Masterplan Process

Is an example of joint working across the Council (including Capital Projects, Roads, Housing, Community Planning) and externally(including Scottish Water and HES); supporting delivery, increasing certainty, and enabling good design and placemaking.

The Planning Service's Development Brief was adopted by the Council after Councillor engagement via seminars, and several public consultation exercises. The Council has recently appointed the Masterplanning team. We are working with ADS using the design forum process.

<http://www.shetland.gov.uk/planning/documents/DevelopmentBrief-KnabCampus-Final-Approved.pdf>

Quality of service and engagement

In the last year, we have demonstrated our commitment to improving the quality of our service, and engagement. Examples include:

We championed the use of the Place Standard promoting joint working across the council and the community as a whole, introducing an innovative community engagement tool to our processes. (see case study above)

<http://www.shetland.gov.uk/placestandard.asp> <http://www.shetland.gov.uk/documents/ShetlandPlaceStandardFinalReportMar17.pdf>

We completely overhauled our processes for the LDP2 Visioning exercise, based on feedback from stakeholders and Councillors. Rather than repetitious stakeholder engagement, we facilitated a workshop which was well received by stakeholders and Councillors alike. By using infographics, we were able to clearly explain Planning's

role and connection with other plans and strategies. These documents are now used across Development Services to explain the connections. (see attached documents)

We also introduced our newsletter to improve communication with stakeholders, developers, and members of the public

http://www.shetland.gov.uk/planning/documents/LDP_news_letter_July_2016.pdf

We also use of storymapping Software – ESRI for our Action Programme. This provides interactive and accessible information, as well as as working towards a paperless system.

<http://www.shetland.gov.uk/developmentplans/MapData.asp>

http://www.shetland.gov.uk/planning/documents/CombinedA2AOBFwithSites_000.pdf

<http://shetland.maps.arcgis.com/apps/MapJournal/index.html?appid=6a8cffdc338340cdbb08c8fcb9f1e2dc>

We participated in the annual meetings with other aquaculture authorities to share best practice – including streamlining engagement with statutory consultees and input to the implementation of the recommendations of the Independent Consenting Review of Aquaculture.

We also met with local aquaculture interests, and yet again the meeting was positive and demonstrated everyone's commitment to continuing an excellent working relationship.

Governance

We always seek to align staff resources to business needs and we shuffled existing resources to ensure Development Management had an injection of business support expertise.

Several years ago we embarked on a long term project to review our working practices with consultees. Recently we worked with colleagues in Roads Services which led to a new service level agreement. We identified that the archaeology expertise we buy in needed reviewing in terms of how we engage at application and pre-application stage, and how we can share mapping facilities. The intention is to agree a new Service Level Agreement and update the advice and guidance on our website.

As with many authorities across the country, and particularly noticeable across all sectors in Shetland, we have been looking at alternative options including an approach to planning schools to try and attract graduates, year out students etc.

Culture of continuous improvement

We have identified our success in delivering on the improvements elsewhere but

there are other achievements worth mentioning.

PAS Councillor Training – for the Planning and Development Committee Members which focused on the relationship between planning and community planning, and planning as the physical manifestation of community aspirations

Learning from a recent ombudsman decision and feedback from our colleagues in Legal Services, we undertook training on our complaints procedure and data protection.

In our individual Service and Planning Service meetings, we regularly discuss service improvements, usually coming from an issue identified by team members or an applicant. By working with all those involved, we continually seek to improve the service we provide. Small improvement here and there perhaps, but marginal gains do add up. More noticeable examples include the SLA mentioned elsewhere in this report.

Part 2: Supporting evidence

Part 2 of this report was compiled, drawing on evidence from the following sources:

-
- Developers meetings – particularly informal discussions over coffee!
 - Quarterly performance appraisals by senior officers and councillors
 - Meetings with Exec Director focusing on corporate matters
 - Feedback from team meetings within the Planning Service
 - Work with Community Planning partners particularly participating in CP Development Partnership
-

Part 3: Service Improvements 2017-18

In the coming year we will:

- Revamp the Developers Meeting with developers and councillors
- Only 38.7% of applications are valid on receipt. We will tackle this again this year
- Continue the streamlining consultee engagement project – leading to an archaeology service level agreement
- We will now be embarking on a LEAN type exercise for Development Management which will include a fact finding trip to another authority we already work closely with.
- Business Transformation Programme

The Council has launched its “Business Transformation Programme”

(PDF attached).

The Vision

“The Council will champion ways of working that will revolutionise how public services support everyone who lives and works in our community. We will become digitally able and enabled.”

The Programme brings together eight work streams:

1. Customer First
2. Commissioning and Procurement Framework
3. Workforce Strategy
4. Asset Strategy
5. Broadband and Connectivity
6. Information Management and Improvement
7. Digital First
8. Paperless Council

We will be fully engaged in many of the workstreams identified above which are directly relevant to the PPF sections and indicators.



Delivery of our service improvement actions in 2016-17:

Committed improvements and actions	Complete?
<p><i>Social Media/Communications:</i> <i>Work with our Communications team to provide a strategy for effective use of social media</i></p> <p>Limited progress despite significant effort on our part. Council policies and procedures on the use of social media are part of the Business Transformation Programme, so we are hopeful of progress. Embracing new communications ideas is progressing due to Scottish Awards for Quality in Planning video work, and talks have started on our communication strategy for the call for sites aspect of the LDP</p>	<i>Limited success</i>
<p>Joint service working:</p> <p>pooling of resources across Development Services to minimise repetition and maximise use of skills/expertise within the service on analysing the results of the Place Standard on line consultation, and the next steps</p> <p>(see the case study above)</p>	Yes
<p>Quality Audits</p> <ul style="list-style-type: none"> Develop guidance and use of the Quality Audit process <p>Developers requested to engage using Quality Audit process and guidance available on our web site</p> <p>http://www.shetland.gov.uk/planningcontrol/</p>	Yes



PLANNING PERFORMANCE FRAMEWORK

Part 4: National Headline Indicators (NHIs)

Key outcomes	2016-17	2015-16
Development Planning: <ul style="list-style-type: none"> age of local/strategic development plan(s) at end of reporting period <i>Requirement: less than 5 years</i> Will the local/strategic development plan(s) be replaced by their 5th anniversary according to the current development plan scheme? Has the expected date of submission of the plan to Scottish Ministers in the development plan scheme changed over the past year? Were development plan scheme engagement/consultation commitments met during the year? 	2 years and 6 months Y N Y	1 years and 6 months Y N Y
Effective Land Supply and Delivery of Outputs¹ <ul style="list-style-type: none"> Established housing land supply 5-year effective housing land supply 5-year housing supply target 5-year effective housing land supply (<i>to one decimal place</i>) Housing approvals Housing completions over the last 5 years Marketable employment land supply Employment land take-up during reporting year 	1447 units 1061 units 710 units 7.5 years 141 units 387 units 116.65 ha 0.4 ha	1480 units 1093 units 710 units 7.7 years 122 units 414 units 117.05 ha 26.21 ha

¹ The most up to date approved figures are to be supplied

Development Management Project Planning <ul style="list-style-type: none"> Percentage and number of applications subject to pre-application advice Percentage and number of major applications subject to processing agreement Decision-making <ul style="list-style-type: none"> Application approval rate Delegation rate Validation <ul style="list-style-type: none"> Percentage of applications valid upon receipt 	16.9% 62 0% 96.2% 98.4% 38.7%	 96.6% 97.8%
Decision-making timescales Average number of weeks to decision: <ul style="list-style-type: none"> Major developments Local developments (non-householder) Householder developments 	 9.3 13 8.8	 11.9 12.3 7.1
Legacy Cases <ul style="list-style-type: none"> Number cleared during reporting period Number remaining 	 0 0	
Enforcement <ul style="list-style-type: none"> time since enforcement charter published / reviewed <i>Requirement: review every 2 years</i> 	1 Month	

During the period, the Development Management Team handling, assessing and processing applications had a vacancy for a professional officer post (the recruitment to which took time), and had a planning officer on Maternity Leave. There remain unfilled posts in the Development Management Team and Planning Service as a whole. Despite efforts to support and educate applicants in the past, only **38.7%** of applications were valid. The processes of advising applicants of validation requirements and returning applications has taken away from resources that would otherwise be available for application handling. Validation guidelines due to be published by Heads of Planning Scotland are intended to help prevent the obvious mistakes from being made by applicants and restore time that is currently spent helping those making submissions. We will tackle this subject again at Developers' Meetings, targeted emails and on our web site.

Part 5: Official Statistics

A: Decision-making timescales (based on 'all applications' timescales)

Category	Average timescale (weeks)		
	2016-2017	2016-2017	2015-2016
Major developments	1	9.3	11.9
Local developments (non-householder)	221	13.0	13.4
• Local: less than 2 months	38.9(%)	7.3	7.1
• Local: more than 2 months	61.1(%)	16.7	17.5
Householder developments	84	8.8	7.1
• Local: less than 2 months	66.7(%)	6.8	6.3
• Local: more than 2 months	33.3(%)	13.0	10.6
Housing developments			
Major	1	9.3	-
Local housing developments	79	12.8	12.6
• Local: less than 2 months	27.8(%)	7.3	7.1
• Local: more than 2 months	72.2(%)	14.9	15.2
Business and industry			
Major	0	-	14.1
Local business and industry	42	14.7	13.2
• Local: less than 2 months	23.8(%)	7.6	7.4
• Local: more than 2 months	76.2(%)	16.9	14.7
EIA developments	0	-	16.3
Other consents²	61	6.4	7.8
Planning/legal agreements³	0	-	-
• Major: average time	-	-	-
• Local: average time	-	-	-
Local reviews	3	14.1	15.8

² Consents and certificates: Listed buildings and Conservation area consents, Control of Advertisement consents, Hazardous Substances consents, Established Use Certificates, certificates of lawfulness of existing use or development, notification on overhead electricity lines, notifications and directions under GPDO Parts 6 & relating to agricultural and forestry development and applications for prior approval by Coal Authority or licensed operator under classes 60 & 62 of the GPDO.

³ Legal obligations associated with a planning permission; concluded under section 75 of the Town and Country Planning (Scotland) Act 1997 or section 69 of the Local Government (Scotland) Act 1973

B: Decision-making: local reviews and appeals

Type	Total number of decisions	Original decision upheld			
		2016-17 No.	%	2015-2016 No.	%
Local reviews	3	3	100	6	33
Appeals to Scottish Ministers	1	1	0	0	0

C: Enforcement activity

	2016-17	2015-16
Complaints lodged		-
Cases taken up	0	0
Breaches identified		0
Cases resolved	90	64
Notices served ⁴	1	0
Reports to Procurator Fiscal	0	0
Prosecutions	0	0

D: Context

We have updated our Enforcement Charter –

<http://www.shetland.gov.uk/planningcontrol/documents/EnforcementCharter2017.pdf>



⁴ Enforcement notices; breach of condition notices; planning contravention notices; stop notices; temporary stop notices; fixed penalty notices, and Section 33 notices

Part 6: Workforce Information

The information requested in this section is an integral part of providing the context for the information in parts 1-5. Staffing information should be a snapshot of the position on 31 March.

	Tier 1 <i>Chief Executive</i>	Tier 2 <i>Director</i>	Tier 3 <i>Head of Service</i>	Tier 4 <i>Manager</i>
Head of Planning Service⁵			1	

		DM	DP	Enforce- ment	Other
Managers/Team Leaders⁶	No. Posts	1	1		1
	Vacant				1
Main grade posts	No. Posts	6	4	2	4
	Vacant	1.3	1	1	
Technician	No. Posts				2.5
	Vacant				.5
Office Support/Clerical	No. Posts	1.5	1		
	Vacant				
TOTAL		8.5	6	2	9

5

Staff Age Profile	Number
Under 30	6

⁵ Please note only the tier in which the most senior member of the planning service falls under

⁶ Managers are those staff responsible for the operational management of a team/division, in addition please log staff that are identified as team leaders or line managers under this heading.

30-39	5
40-49	10
50 and over	5

Committee & Site Visits⁷	Number per year
Full council meetings	4
Planning committees	9
Area committees (where relevant)	
Committee site visits	4
LRB ⁸	3
LRB site visits	3



⁷ References to committees also include National Park Authority Boards. Number of site visits is those cases where visits were carried out by committees/boards.

⁸ This relates to the number of meetings of the LRB. The number of applications going to LRB are reported elsewhere.

Attachments



outcomes table.pdf



workshop
summary.pdf



Business
Transformation Proc

FINAL