Performance Review in Local Government

Planning and Transportation
Acknowledgements

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with Peter Brokenshire

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Preface

This booklet is part of 'Performance review in local government: a handbook for auditors and local authorities'.

The handbook has been prepared by the Audit Commission as a working document to help auditors and local authorities appraise the effectiveness, efficiency and economy of services. It should help to focus attention on aspects of services that appear wasteful or capable of improvement, and to identify aspects of services that merit further investigation. It should also help to promote debate on how quality in services is to be assessed, alongside the quantifiable measures of efficient performance.

Summary of contents

The handbook consists of ten sections:

- Introduction
- Education
- Environmental Services
- Housing
- Law and Order
- Leisure and Libraries
- Planning and Transportation
- Social Services
- Central Services (to be published in 1987)
- Statistical Supplement (to be published annually from 1987)

This preface is reprinted for reference at the start of each booklet.

The introductory booklet gives the background context to the need for performance review, considers arrangements for it within an authority, and explores some of the difficulties which authorities may face in measuring performance and implementing change.

The service-specific booklets, like this one, provide for each service:

1 A brief description of the main elements of the service, and a discussion of the key issues in examining the performance of the service in terms of value for money. This section includes a bibliography of useful government and other publications.

2 A more detailed series of review questions which will help to guide the assessment and improvement of current arrangements for managing the service. Useful references and performance indicators are shown alongside the relevant questions. These include indicators of effectiveness (for example inspectors' reports, trends in usage, public attitudes) as well as quantifiable measures of efficiency (for example pupil/teacher ratios, m² per client).

Some of the questions in the performance review guides relate to policy matters to be decided by members, or are the professional responsibility of officers as their advisers. These questions are shown in italic. The auditor's interest is in ensuring that these issues have been addressed and that appropriate policies and management arrangements have been determined. Auditors should also be sensitive to such wider considerations when making judgements on resources usage.
The indicators listed in this booklet are not accompanied by a value. They simply designate what is to be examined, for example clients per employee, costs per m². However, there are some norms, standards or benchmarks which are widely accepted, or which have been positively identified during detailed reviews by the Audit Commission or some other recognised body. Where these exist, the appropriate value or range of values, for example X clients per employee, £Y per m², will be listed in the statistical supplement, which will be published annually.

Careful comparisons with other local authorities can provide a useful starting point for reviewing current practices. However, differences in the value of indicators between one authority and another, or between an authority and the given norm, should never form the sole basis for conclusions. Rather they should lead to more searching enquiries into the circumstances which give rise to such differences, and the opportunities which exist for improvements to be made.

The approach of the handbook
This handbook does not suggest that there should be uniform approaches to service provision, or standard levels of output. It recognises that the very essence of local government is variety, but emphasises that variety should stem from the efficient and effective meeting of local needs, rather than from poor management or inadequate policy making.

Three themes therefore run through the handbook:

1 The need to emphasise the outputs of services, and relate these to inputs.
Success in the public sector lies in the quality of the services provided. In general, the balance needs to be tipped from the current emphasis on inputs by providers, to an emphasis on the outputs received by the public. In some services, measures of output are clear. In others, where detailed research has not been carried out, the approach needs to be more cautious, particularly for services where the outputs may well be contentious, for example social work or the police service.

2 The need to make best use of available resources.
Performance appraisal is often portrayed as mere cost cutting. But in essence it is about querying whether money is being spent on those things that will improve the quality of services now and in the future. For example, money tied up in low-occupancy schools is money that cannot be used to pay for more teachers, or be diverted to provide care for the growing number of elderly people in our society.

3 The need for performance review to be an integral part of the management process.
At officer level, departmental managers should be keeping services under continual review. Many problems can be dealt with by the officers working within agreed policies. The members' responsibility is to satisfy themselves that the service is being managed properly and to examine in more depth those issues which have policy implications.
Using the handbook
The handbook has been prepared with auditors, officers and members in mind.

Auditors may find the handbook a useful adjunct to The Local Government Auditor (The Black Book), giving a service by service guide to value for money issues. The handbook documents and builds on a lot of the good work that has already been done around the country.

Officers may find it a useful statement on service delivery and performance. It has been developed in discussion with many professionals in the field. Chief officers may find it useful for questioning middle managers, and middle managers may find it helpful for raising issues of quality and effectiveness, when auditors are questioning efficiency and economy.

Members may find it a useful guide to the audit approach, and a helpful basis for reviewing, and where necessary challenging the approach of officers with regard to the performance of particular services.

The scope of the handbook
The handbook documents, for each service, the key elements which contribute to its success or failure, the key criteria on which to justify its continued existence.

It does not attempt to give an exhaustive description of every facet of every service, nor every issue of policy, quality, professional judgement or effectiveness. It simply represents the state of the art, drawing together the available information and work done so far. Constructive criticisms and contributions would be welcomed, particularly on issues which are omitted, or only briefly covered, in this edition.

An update service is planned, beginning in 1987 with a new section on central services, minor amendments to the service-specific sections and a statistical supplement. Thereafter the handbook will be revised in whole, or in part, according to changes in policy and practices around the country.

Comments should be sent to
The Director of Management Practice,
The Audit Commission,
1 Vincent Square,
London SW1P 2PN.
Airports

Introduction to the service
Twenty two airports in England and Wales are listed in 'CIPFA Local Authority Airports – Financial Statistics'.

Legislation has been introduced to reorganise local authority airports, together with the British Airports Authority (BAA), from 1987. The larger airports are to be managed by companies, the shareholders of which will, initially, be the parent local authorities. An additional reorganisation follows the abolition of metropolitan county councils which owned, or part owned, five of the airports.

Manchester International Airport is to be developed as a regional hub airport with wider international services, and increases in capacity are envisaged at Luton and other regional airports.

Trends
An indication of both the growth of air travel and technological change in aircraft design is given by increases reported by the British Airports Authority (BAA) for their airports. In the period 1975–1985, cargo and mail rose by 44%, and passengers rose by 64%, with only a 39% increase in air transport movements (ATMs) ie passenger airliners.

Current management issues
There are two groups of issues for management – policy and operational efficiency.

Policy issues include:
1 Development – whether and in what way the airport is to expand.
2 The provision and marketing of services.
3 Pricing structure and subsidies.

In addition, reviewing operational efficiency involves looking at:
4 Operational management.
5 Safety and security.

Each of these issues is considered briefly below, and taken up in more detail in the performance review guide overleaf.

Policy issues
Like motorways, the benefits and disbenefits of airports flow beyond the organisations themselves. Wider economic effects may extend well beyond the boundaries of the parent local authorities. The employment and prosperity brought to the surrounding area might outweigh any overall deficit and even, in an extreme case, any operating deficit. Disbenefits include noise and other pollution. As well as internal capital investment, large airports require an infrastructure of roads and services which, once in place, cannot be readily or lightly discarded.
Local airports vary enormously both in the scale and mix of their air traffic. In this respect the extent of international compared with domestic traffic is especially important. 'Gateway' airports like Manchester handle scheduled and charter flights to a wide range of destinations, while others may deal with charter flights to a small number of Mediterranean resorts. Freight traffic varies from zero to nearly 30,000 tonnes a year.

The major constraint on scale is the design capacity of airport terminal, for example the numbers of passengers that can be accommodated safely. The types of aircraft handled may also be constrained by the runway length.

Further constraints are imposed by the location of the airport itself, for example whether it is near mountainous terrain, areas of heavy population, or lacks appropriate infrastructure.

The formation of the new companies will necessitate agreements with the local authorities concerned about the future development of the airport, its objectives and operational management, as well as the purchase, leasing and use of assets.

Airport charges are subject to some regulation by the Civil Aviation Authority. However, they should be kept under review. The extent to which commercial revenues, for example profits from duty free and other facilities are used to subsidise aircraft handling charges is a matter for policy decision by the airport management, while local authorities will be concerned about the level of overall subsidy, if any, to be provided.

Good management will include adequate marketing to promote full utilisation of airport facilities, and to ensure that catering, duty free shopping and other concessions are profitable.

**Operational efficiency**

The efficient operation of facilities involves dealing with passengers, freight and aircraft speedily and economically, whilst maintaining acceptable standards of attention and safety. Generally, the airport management is not responsible for aircraft maintenance and only sometimes for baggage handling other than the passenger check-in.

In strictly commercial terms the operational performance of local airports is relatively simple to evaluate. The achievement of an overall surplus, improvements in traffic volume and the share of the national market are all performance indicators with which comparisons may be made. Nevertheless, it should be recognised that an airport may make a surplus yet be inefficient.

It may also be possible for an airport to be efficient and yet still incur a deficit for reasons beyond the authority's or the company's control. The evaluation of airport performance in terms of its contribution to the local economy is very complex. However, such an evaluation should be attempted both before the inauguration or extension of facilities and subsequently, if the airport is incurring a significant overall deficit or a regular operating loss which cannot be eliminated by improving trade or efficiency.

Effective management involves monitoring cost and other performance indicators to ensure that operating inefficiencies are identified and dealt with. The latter should include tailoring staff to demand throughout the day and the year. Good management also involves active top level concern for both air traffic control standards and the impact of operations on the neighbourhood, for example attention to complaints.
This is a service where output statistics should be readily available. Aircraft movements are carefully logged for operational reasons and have long been used internally in airport comparisons. Records of passengers and freight must be kept and these can both be converted into Work Load Units which are a generally accepted measure (1 WLU = 1 passenger or 100kgs freight). However, in making comparisons of performance, it must be remembered that the nature of the traffic (for example schedule or charter flights), the size of the airport and wider economic considerations are just some of the factors which may affect both performance levels and their acceptability.

**Bibliography**

*Economics of European Airports*  Rigas Doganis and Heini Nuutinen (1983)  
City of London Polytechnic  

*Restructuring British Airports*, John Newlin and Brian Summers, in *Public Finance and Accountancy* (February 1986)  
Discusses the effects of Government plans to restructure airports in the United Kingdom.

*Annual Reports and Accounts of the British Airports Authority*  
Reviews performance and developments at major British and overseas airports.
Performance review guide

This section sets out a detailed series of questions which will help to guide the review and improvement of current management arrangements.

Some of the questions relate to policy matters to be decided by members, or are the professional responsibility of officers as their advisers. These questions are shown in italic. The auditor's interest is in ensuring that these issues have been addressed and that appropriate policies and management arrangements have been determined. Auditors should also be sensitive to such wider considerations when making judgements on resource usage.

Useful performance indicators and reference documents are shown alongside the relevant questions. Careful comparisons with other local authorities can provide a useful starting point for reviewing current practices. However, differences in the value of indicators between one authority and another, or between an authority and accepted norms, should never form the sole basis for conclusions. Rather they should lead to more searching enquiries into the circumstances which give rise to such differences, and the opportunities which exist for improvements to be made.

<table>
<thead>
<tr>
<th>Review questions</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 Development</strong></td>
<td></td>
</tr>
<tr>
<td>Is Council policy for development (if any) based on consideration of all relevant needs and constraints?</td>
<td>Utilisation of design capacity (busy hour rate)</td>
</tr>
<tr>
<td>These should include:</td>
<td></td>
</tr>
<tr>
<td>a) an objective assessment of existing and potential demand financial return including the nature of traffic (passengers/ freight, international/domestic, club traffic)</td>
<td></td>
</tr>
<tr>
<td>b) wider economic and social considerations for region/locality</td>
<td></td>
</tr>
<tr>
<td>c) the capacity of terminal and freight facilities</td>
<td></td>
</tr>
<tr>
<td>d) additional infrastructure required</td>
<td></td>
</tr>
<tr>
<td>e) the nature of services to be provided, eg catering, duty free shops, banking etc</td>
<td></td>
</tr>
<tr>
<td>f) geographical constraints</td>
<td></td>
</tr>
<tr>
<td>g) security and safety problems.</td>
<td></td>
</tr>
<tr>
<td>Is the policy clearly reflected in agreements with operating companies?</td>
<td></td>
</tr>
</tbody>
</table>

| **2 Provision and marketing of services** |                        |
| What services are provided at the Airport? |                        |
| What are the arrangements for marketing them? |                        |
| How does the trend of business compare with past periods and with other airports? |                        |
| Increases in trade (%) over 1 and 5 years in: |                        |
| aircraft movements |                        |
| passengers |                        |
| air cargo |                        |
| work load units (1 WLU = 1 passenger or 100 kgs cargo) |                        |
| 30th busiest hour analysis |                        |
### Review questions

<table>
<thead>
<tr>
<th>Question</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do management act if market share falls?</td>
<td>Change in market share</td>
</tr>
<tr>
<td>Are catering and other facilities and duty free shops kept under review to ensure that target volumes and profit levels are maintained?</td>
<td>Concession income per passenger (£) Concession income per m² (£)</td>
</tr>
<tr>
<td>• The amount of passenger ‘spend’ at each facility is an important consideration, as is the return to the Airport from individual concessions.</td>
<td>Dates of agreements</td>
</tr>
<tr>
<td>How long is it since concessions were put out to tender?</td>
<td></td>
</tr>
</tbody>
</table>

### 3 Pricing and subsidies

<table>
<thead>
<tr>
<th>Question</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there a policy on pricing for each service provided?</td>
<td>Policy statement available</td>
</tr>
<tr>
<td>Does the pricing structure and the return it produces reflect considered policy on the extent to which commercial (non-aeronautical) revenues should be used to offset aeronautical charges (eg weight based aircraft charge and passenger levy)?</td>
<td>Non-traffic revenue/non-traffic expenditure (%) Non-traffic revenue/total expenditure (%) Dates of last review Concession income per passenger (£)</td>
</tr>
<tr>
<td>• Pricing policies should be kept under review, as should the terms of contracts with concessionaires and tenants.</td>
<td>Contributions from local authorities Date of policy review</td>
</tr>
<tr>
<td>Is there a policy statement by the parent local authority/authorities on the level of subsidy, if any, to be sustained?</td>
<td></td>
</tr>
</tbody>
</table>

### 4 Operational management

<table>
<thead>
<tr>
<th>Question</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is Council and Airport policy clearly stated and properly understood and observed at operational level?</td>
<td>Operating expenditure per WLU (£) Operating income per WLU (£) Operating profit per WLU (£) Return on net assets (%) (based on current cost accounting as used in returns to DTp) Profitability ratios Labour productivity ratios Reports to Committee Aircraft movements ATMs Utilisation % design capacity</td>
</tr>
<tr>
<td>• Policy objectives should include targets for profits and/or levels of deficit considered acceptable in view of the Airport’s contribution to the regional or local economy.</td>
<td></td>
</tr>
<tr>
<td>Do management arrangements provide for constant review of operations and alert management to matters which need further enquiry?</td>
<td></td>
</tr>
<tr>
<td>• There should be structured reports to Council/Airport Committee, including income and expenditure comparisons and amount of aircraft movements during the day at appropriate times of the year, so that operational effort may be matched with demand.</td>
<td></td>
</tr>
</tbody>
</table>
Review questions

- Operating expenditure and income should be analysed by functions. The functions themselves should be justified as necessary at the level at which they are provided.

Does the Airport Manager have freedom to utilise resources as he thinks fit to achieve agreed results?

- Tailoring staffing resources to match demand throughout the day and the year is a crucial issue.

5 Safety and security

Is there evidence of top management involvement and concern for security from criminal action and safety (e.g., air traffic control) and the wellbeing of citizens affected by aircraft operations (e.g., through investigation of complaints)?

- Management should be kept aware of problems and delays and their redress.
- Aircraft turnaround times are largely in the hands of aircraft operators and so, very often, is baggage handling. However, a reputation for poor performance on either can have an adverse effect on the image of the Airport.

### Key Indicators/References

- Trading surplus per employee
- WLUs per employee

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trading surplus per employee</td>
</tr>
<tr>
<td>WLUs per employee</td>
</tr>
</tbody>
</table>

- Incidents
- Reports of near misses
- Accidents
- Casualties:
  - passengers
  - other users
- Complaints:
  - passengers
  - other users
Highways and Transportation

Introduction to the service
Local authorities vary greatly in their spending on highways and transportation, for reasons of policy, topography, traffic volumes and climate. It can be difficult to distinguish between the effects of these factors, and between them and differences in management efficiency.

Table 1

<table>
<thead>
<tr>
<th>Estimated net expenditure</th>
<th>£m</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance – highways</td>
<td>1013</td>
</tr>
<tr>
<td></td>
<td>(27)</td>
</tr>
<tr>
<td>Capital financing</td>
<td>440</td>
</tr>
<tr>
<td>Support for public transport</td>
<td>358</td>
</tr>
<tr>
<td>Concessionary fares</td>
<td>251</td>
</tr>
<tr>
<td>Car parks</td>
<td>(60)</td>
</tr>
<tr>
<td>Professional and technical services</td>
<td>280</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2255</td>
</tr>
</tbody>
</table>


Capital expenditure (estimated at £1 billion) is also administered by the highway authorities (counties, metropolitan districts and London boroughs) and their agents. The scale of capital spending is greatly influenced by the Transport Supplementary Grant.

As Table 1 above shows, the largest revenue expenditures are on highway maintenance and capital work, and revenue support to public transport. The maintenance activity is greater than the figures suggest because most motorway and trunk road maintenance is carried out by highway authorities on an agency basis, with the cost reimbursed by the Department of Transport/Welsh Office (£190 million in 1985/6). The agency principle also often extends downwards to district councils.

Certain agency works (principally the maintenance of sewers and pumping stations) are undertaken for water authorities by London boroughs and district councils. This is closely linked to road maintenance where the highway authority is responsible for drains and gullies connected to the sewerage system.

Street sweeping is also carried out by the highway authority or its agents (see the Environmental Services booklet). The authority may also carry out amenity grass cutting and footway lighting.

In addition, highway authorities carry out and recover the cost of reinstatement works following construction and repair works undertaken by public utilities. The structural damage arising from public utility 'openings' may be considerable. Rechargeable work is also involved in the 'making up' and adoption of streets and private work, for example crossings for driveways.
Trends
Between 1973 and 1984 road lengths gradually increased by 6%, while traffic densities rose by over 20%. Accident rates, on the other hand, fell by 7.5%. Passenger transport usage fell by more than 20%.

During the six years from 1978/9, expenditure on highways and transportation (excluding subsidies to passenger transport) was maintained at a constant level in real terms.

Current management issues

The major policy issues facing management centre on meeting needs which are not always compatible, viz:

1 Provision of a road and transportation system which enables economic aims to be achieved.
2 Traffic management to contain the problems of noise and atmospheric pollution, and reduce accident risk and congestion.
3 Maintenance of highways to acceptable standards.

In addition, good management control is needed to ensure that standards are achieved while costs are contained. A review of highways and transportation must therefore also include:

4 Management control of:
   a) budgets and programmes of work
   b) agency arrangements
   c) contractors and direct labour
   d) plant and materials costs
   e) rechargeable works.

Policy issues
The Transport Policy and Programme (TPP) is an important element in local policy making. It is a long term process which needs to be integrated with Structure Plans and Local Plans, and which involves planning departments as well as highways. Compliance with the TPP may sometimes be difficult at the present time because of government constraints on local expenditure.
Policies relating to the level of support for passenger transport and concessionary fares are determined locally, but the subsequent control mechanisms should be scrutinised.

The assessment of the value for money provided by concessionary fares and contributions to passenger transport is a mainly political judgement. However the Transport Act 1985 is intended to produce better value for money by requiring local transport undertakings to operate as private companies competing for the right to provide local services at minimum cost to the public.

The operation of on and off street car parking is also very dependent on local circumstances and needs to be reviewed in relation to the wider considerations of traffic management and the commercial interests of the community at large. However, local authorities generally succeed in ensuring that they are self-financing.

Highway management involves environmental improvement, for example screening and landscaping, as well as the general issues of road safety.

Highway maintenance has been the subject of a joint study by the Local Authority Associations, as a result of which the 'Code of Good Practice for Highway Maintenance' was published in 1983. The Code emphasises the importance of monitoring performance.

The Department of Transport has similarly issued a 'Code of Practice for Routine Maintenance' for motorways and all-purpose trunk roads.

The effectiveness of highway and transportation services may be measured by reference to the achievement or otherwise of aims and objectives. The extent to which public transport arrangements provide for demands throughout the day, for example in the early morning and late evening, may be important.

Compliance with the two 'Codes of Practice' also provides an (unquantifiable) target for achievement. However, comparisons with other authorities are objectively difficult.

Many authorities undertake a systematic review of the condition of more important roads using computer packages such as CHART or MARCH and all counties contribute to the National Road Maintenance Condition Survey. These methods are based on visual assessment of standards but structural condition can be assessed by more costly methods such as the deflectograph or SCRIM.

Management control

Management control requires very close liaison between the highway authority as client and the agent authorities, contractors and direct labour organisations undertaking capital and maintenance work on its behalf. This need for cooperation should not be allowed to obscure the distinction between client and contractual interests. In particular, the relationship between agent and principal can produce problems. The balance between trust of judgement on the one hand and adequate control and accountability on the other can be fine. The nature and practical operation of agency agreements must therefore be a major management concern.

The LAA 'Code of Good Practice' calls for careful monitoring of costs. However, the measurement of overall performance in unit cost terms is difficult. The cost per kilometre is generally regarded as a useful record but
not an adequate performance indicator. However, there is, at the moment, no better. At disaggregated levels, costs per operational unit (for example square metre surface dressed, gullies emptied, square metre patched) may be usefully compared.

The use of a standard schedule of rates will provide a more objective basis for comparing overall efficiency. One such schedule using a 'basket' of commonly occurring jobs which authorities can price from their own schedules of rates is currently being developed by the Audit Commission.

The CIPFA 'Highways and Transportation Statistics' reflect the broad expenditure headings recommended by the LAA 'Code of Practice' (see Table 2 below). Highway accounts should also include more detailed headings and enable direct cost comparisons to be made at local levels.

<table>
<thead>
<tr>
<th>Expenditure heading</th>
<th>Activities involved</th>
<th>Cost %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major carriageway works</td>
<td>Reconstruction, haunching, re-surfacing, overlays</td>
<td>21</td>
</tr>
<tr>
<td>Other highway works</td>
<td>Surface dressing, patching, drainage, footways, kerbs</td>
<td>30</td>
</tr>
<tr>
<td>Structural works</td>
<td>Bridges, culverts, subways, earthworks</td>
<td>2</td>
</tr>
<tr>
<td>Cyclic maintenance</td>
<td>Grass cutting, siding, hedges, sweeping, gully emptying</td>
<td>13</td>
</tr>
<tr>
<td>Aids to movement</td>
<td>Traffic signals, signs, pedestrian crossings, road markings</td>
<td>7</td>
</tr>
<tr>
<td>Winter maintenance</td>
<td>Salting, snow ploughing</td>
<td>12</td>
</tr>
<tr>
<td>Street lighting</td>
<td>Energy and maintenance</td>
<td>15</td>
</tr>
</tbody>
</table>

Accurate costing and, where appropriate, recharging of highway works is very important if there is to be effective control and ratepayers are not to bear expenditure appropriate to others.

The LAA 'Code of Good Practice' suggests that a review of management systems and procedures for organising work may provide better assurance about the achievement of value for money than unit cost comparisons. In practice, managers and auditors may well take the two together.

**Bibliography**


Provides an insight into the management of maintenance work, though many of its recommendations proved to be financially unattainable.


The results of the efforts of a Joint Working Party of the Local Authority Associations. It included an input by the District Audit Service and covers standards, management practice and performance measurement.

Performance Review in Local Government — Planning and Transportation

*Code of Practice for Routine Maintenance* (1985) Department of Transport
Sets out standards for routine maintenance of motorways and trunk roads.

*Roads and Utilities* (1985) Department of Transport
Recommendations for the review of arrangements for public utilities street works.

Includes a client's view of performance in street lighting.

*British Standard Code of Practice for Road Lighting, BS 5489 (1973-1986)*
Aims and standards of lighting for different types of road.

*National Road Maintenance Condition Survey,* Department of Transport
The results of annual sample surveys by the Standing Committee on Highway Maintenance.


Both of these Audit Commission reports are particularly applicable to the highways function.

Phase 1 is concerned with surface dressing and routine highway maintenance. Phase 2 will cover winter maintenance, maintenance designed to improve or restore the structure of the highway, and agency agreements.
Performance review guide

This section sets out a detailed series of questions which will help to guide the review and improvement of current management arrangements.

Some of the questions relate to policy matters to be decided by members, or are the professional responsibility of officers as their advisers. These questions are shown in *italic*. The auditor's interest is in ensuring that these issues have been addressed and that appropriate policies and management arrangements have been determined. Auditors should also be sensitive to such wider considerations when making judgements on resource usage.

Useful performance indicators and reference documents are shown alongside the relevant questions. Careful comparisons with other local authorities can provide a useful starting point for reviewing current practices. However, differences in the value of indicators between one authority and another, or between an authority and accepted norms, should never form the sole basis for conclusions. Rather they should lead to more searching enquiries into the circumstances which give rise to such differences, and the opportunities which exist for improvements to be made.

### Review questions

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
<th>1 Provision of road and transportation system</th>
</tr>
</thead>
<tbody>
<tr>
<td>Results v planned results</td>
<td><em>Is the TPP consistent with other policy statements and with development plans and projections for the area? Do they take account of planning by other transportation bodies?</em></td>
</tr>
<tr>
<td>Committee reports</td>
<td>Are policies as stated in the TPP realistically related to Council budgets?</td>
</tr>
<tr>
<td>Public reaction</td>
<td>Are policies being achieved?</td>
</tr>
<tr>
<td>Expenditure per 1000 population on car parks (£)</td>
<td>In providing on and off street car parks is due consideration given to the problems of traffic management and the commercial interests of the area?</td>
</tr>
<tr>
<td>Car park income (%)</td>
<td>In the light of these are parking charges considered reasonable?</td>
</tr>
<tr>
<td>Revenue contributions to passenger transport</td>
<td>How does the traffic warden service fit into the general policy on parking?</td>
</tr>
<tr>
<td>Expenditure per person aged 65 and over on concessionary fares</td>
<td>In providing subsidies for concessionary fares and public passenger transport is consideration given to the costs and benefits of policies?</td>
</tr>
<tr>
<td>Trends in passenger journeys</td>
<td>• Expenditure on passenger transport services is now subject to competitive tendering procedures.</td>
</tr>
<tr>
<td></td>
<td>• The extent to which public transport meets demand throughout the day may be an important issue.</td>
</tr>
</tbody>
</table>
### Review questions

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic volumes</td>
</tr>
<tr>
<td>Transit times and delays</td>
</tr>
<tr>
<td>Accident rates</td>
</tr>
<tr>
<td>Night time accidents % total accidents</td>
</tr>
</tbody>
</table>

Are policies regarding public transport clearly stated and kept under review, and are control mechanisms adequate?

#### 2 Traffic management

Is sufficient information on traffic flows, accidents and other problems made available to members and officers to enable decisions to be made on traffic management? Is it properly used?

What are the arrangements for liaison with police on traffic management policy and implementation?

Does highway management play a positive and collaborative role in environmental improvement?

- The need for screening against noise and other pollution is best considered at the road planning stage.
- Landscaping is also best undertaken in the course of major construction or change.
- Some schemes are undertaken primarily for environmental purposes.

Is there a positive policy for dealing generally with road safety issues?

#### 3 Highway maintenance

Is there an adequate system for assessing road condition as a basis for planning and budgeting?

Is the overall condition of the highway improving or deteriorating?

How do Council standards compare with the LAA 'Code of Good Practice'?

Have certain standards of maintenance and warning levels been adopted? If not, what monitoring is carried out?

Has a programme of priorities and action been drawn up to deal with problems identified in the monitoring of standards and warning levels?

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>MARCH, CHART, deflectograph, SCRIM</td>
</tr>
<tr>
<td>Complaints by road users and others</td>
</tr>
<tr>
<td>National Road Maintenance Condition Survey Results of MARCH, CHART etc</td>
</tr>
<tr>
<td>[See: LAA Code of Good Practice Appendix 3]</td>
</tr>
</tbody>
</table>

Traffic volumes
Transit times and delays
Accident rates
Night time accidents % total accidents
### Review questions

- Has the LAA 'Code of Good Practice' been adopted for highway maintenance, and is progress towards compliance with it, and with the DTp's 'Code of Practice for Routine Maintenance', monitored and reported to members?
- Is there a specific winter maintenance budget?
- How does it allow for weather differences?
- Does the Council have a declared policy on street lighting standards?

### Key Indicators/References

- Existence of policy document, including prescribed activity frequencies, and its uniform application by all divisions and agents
- Clear distinction between routine maintenance undertaken for safety/maintenance and amenity reasons
- Reports to members

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
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<tr>
<td>Existence of policy document, including prescribed activity frequencies, and its uniform application by all divisions and agents</td>
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</tr>
<tr>
<td>Reports to members</td>
</tr>
</tbody>
</table>

### 4 Highway maintenance management control

#### 4a Budgets and programmes of work

- Does the Authority itself have an adequate highway inventory for all areas? If not, how is expenditure estimated and subsequently controlled?
- Does the budgetary system provide the flexibility needed for highway maintenance operations?
  - A three year policy statement and a forward programme are recommended in the LAA 'Code of Good Practice'.
- Is money for structural maintenance allocated according to assessed need?
- How do energy and maintenance costs for street lighting compare with other highway authorities?
- Is there a system of planned maintenance and lamp changes?

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inventory held by client</td>
</tr>
<tr>
<td>Date of last amendment</td>
</tr>
<tr>
<td>[See: LAA Code of Good Practice Appendix 7]</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Key Indicators/References</th>
</tr>
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<tbody>
<tr>
<td>Inventory held by client</td>
</tr>
<tr>
<td>Date of last amendment</td>
</tr>
<tr>
<td>[See: LAA Code of Good Practice Appendix 7]</td>
</tr>
</tbody>
</table>

### Key Indicators/References

- Committee reports
- Budget Book and working papers
- Unit cost per illuminated kilometre (£)
- Unit cost per lamp (£)
- Maintenance cost per lamp (£)
- Energy cost per lamp (£)
- Burning hours per lamp
- Failed lamps (%)
- Response time to replace failed lamps
- Cost per kilometre (£)
- Periods of road closure
- Accident rates on particular roads
- Schedule of frequencies
### Review questions

<table>
<thead>
<tr>
<th>Is the achievement of the schedule of frequencies monitored?</th>
</tr>
</thead>
<tbody>
<tr>
<td>How do unit costs compare within the Authority and with other authorities?</td>
</tr>
</tbody>
</table>

### Key Indicators/References

- Reports to Committee
- Inspection reports
- Cost (£) per:
  - gully emptied
  - m² grass cut
  - m² surface dressed
  - m² patched

### 4b Agency arrangements

- Are agency arrangements monitored to ensure adequate performance, and are the results reported to Council/Committee with the necessary action seen to be taken?
- Does the highway authority undertake technical as well as financial audits of its agents?

### 4c Contractors and DLOs

- Are there adequate arrangements by the client for the operational management and control of contractors and direct labour?
  - Arrangements for direct labour should include payment systems which motivate good performance.
- Is there a clear distinction within the Authority between the client side and DLO/contractor side?
- Does the client undertake technical inspection of the work of contractors and DLOs?
- How much work does the DLO win by competitive tender?
- Have any particular DLO activities, eg surface dressing, gully emptying not been subjected to competition in recent years?

### Key Indicators/References

- Disputes with agents (including S42 rights claimed)
- Unit costs
- Actual costs v estimates
- % agency fee
- Complaints by road users and others
- Reports of job inspections
- Efficiency reviews
- Actual v target times
- Actual v standard times
- Unit costs
- Actual v estimated expenditure
- Schedule of rates comparisons
- Date of last review of bonus schemes
  [See: The Management of Highway Maintenance – Audit Guide]
- Inspection reports
- Complaints made and rectified
- % work undertaken by contractors
- % DLO work won in competition
- DLO profit % turnover
- Rate of return on capital employed (ROCE)
- Profit per FTE person employed (£)
Review questions

Are similar methods used for calculating charge rates for jobs subject to competition as are used for jobs not subject to competition?

- The LAA 'Code of Good Practice' suggests there should be internal mechanisms for comparing costs between contractors and DLOs for non-competitive work.

Is there any cross-subsidy between the two categories?

Is there flexibility in the use of direct labour on other Council tasks?

- For example, this might include the use of gully emptying crews and others on winter maintenance, coordination of gully emptying and sweeping, use of parks employees to mow grass verges, or highways employees to mow areas of parks and open spaces.

Is the information on work progress and expenditure sufficiently detailed and reliable for monitoring of performance by members and management?

- If it is necessary for the Highways Department to maintain its own cost records for management purposes these should be reconcilable with those in the Finance Department.
- The LAA 'Code of Good Practice' recommends that all basic data relating to maintenance should be held on a common basis.
- Cost information should include current comparative unit costs and future trends.

4d Plant and materials costs

How do vehicle and plant acquisition and maintenance costs compare with other authorities?

- It may often be more economic to hire expensive plant and equipment.

Are materials purchased as economically as possible, consistent with required quality? Is their use properly controlled?

Are arrangements for storage of materials kept under review to ensure that convenience and economy are properly balanced?

Key Indicators/References

Extent and frequency of reports to members and management, including reports by agents and contractors
Expenditure per kilometre of road on maintenance (£)
Unit costs for tasks (eg patching, emptying, kerbing etc)

Cost per vehicle mile (£)
Cost per plant hour (£)
[See: Improving Vehicle Fleet Management in Local Government]

Commodity prices
[See: Reducing the Cost of Local Government Purchases]
Stores on-cost (%)
### 4e Rechargeable Works

Are relationships with public utilities good enough to avoid uncoordinated entrenchments and to secure prompt payment of charges for reinstatement?

Is disruption from public utilities street works kept to a minimum by night or weekend working?
- The increased costs of doing so need to be weighed against the benefits.

Has any action followed the DTp report on 'Roads and Utilities'?

Are costs of reinstatement, private street works, crossings etc fully and promptly recovered?

Is the DVLC computer used to follow up accounts due from motorists?

### Key Indicators/References

<table>
<thead>
<tr>
<th>Review questions</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Delays</td>
<td>Complaints</td>
</tr>
<tr>
<td>[See: Roads and Utilities]</td>
<td></td>
</tr>
<tr>
<td>Average invoice age</td>
<td>Proportion debt outstanding x weeks</td>
</tr>
</tbody>
</table>
Introduction to the service
Planning is a service with an impact far greater than its expenditure might suggest. The total planning process is fundamental to the overall vision of the local authority and the Council’s strategy for the future, for example whether it wishes to expand, to develop into an industrial town, a dormitory area or a resort.

There is considerable scope for policy variation in this service. The Council’s view on future development, its attitudes on specific issues such as the balance between economic interest and conservation, the extent of consultation favoured and the range of functions allocated to planning officers may greatly influence the cost of the service as well as the speed of decision making.

Planning officers inform and advise the Council on economic and demographic trends in the area and the land-use implications of policy proposals. Planners are also responsible for ensuring, through development control, that Council policies on land-use as reflected in Structure and Local Plans, are observed.

They may or may not be involved in actually implementing certain Council policies, for example promotion and economic development.

Most of the work falls on District Councils, which are constrained by the Structure Plans produced by County Councils. If the County has a different view of the future for the District, this can lead to discord between the two authorities.

The impact of planning on the public is profound. Industry, pressure groups and countless individuals often pursue planning aims which run counter to one or other of the local authorities involved, and maybe counter to one another too.

Trends
Recently, government policy has been to reduce detailed planning control and to maintain public involvement in the planning process, for example in the development of Structure Plans and Local Plans. Its effect is now being reflected in a reduction in total expenditure (at constant prices) on the planning services. In shire districts staffing has fallen by 8% overall in recent years, although there is considerable variation between authorities.

Development control has also been affected by economic change, with dramatic falls since 1981 in the numbers of applications for planning permission. This trend is now reversing. However, the numbers of development control staff rose sharply between 1980/1 and 1983/4, suggesting a transfer from other planning activities. In spite of this, the fall in planning applications was accompanied by an increase in the appeal rate, though the latter is still quite low in absolute terms.
Current management issues

Policies to meet the Council’s statutory and other responsibilities require consideration of the following issues:

1. Future development of the area – how it should change, if at all, in structure and character.
2. Economic development and promotion – how it should respond to economic and demographic changes.
3. Conservation and environmental enhancement.
4. Development control and enforcement – achieving speed, fairness and consistency in the handling of applications for planning permission.
5. Management of resources – functions undertaken and resources used on each.

The Development Plan for an area consists of a Structure Plan drawn up by the County Council and Local Plans drawn up by Districts. Each of these types of plan is considered in the performance review guide overleaf. Public opinion must be sought on the plans, through a set procedure.
Good management will recognise that tensions are likely to occur between different interests in the planning process and will have mechanisms for:

- resolving conflict between one aspect of planning and another, for example economic development and environmental enhancement
- ensuring that the planning process does not conflict with service policies, and vice versa
- ensuring that the views of different groups among the public are acknowledged.

Because planning is often only one input to an activity, it is not always meaningful to attempt to measure its results in isolation. Rather, the activity as a whole needs to be evaluated. For example, planning officers may advise the Council on the need for increasing tourism, but the actual promotion and encouragement of tourism is then likely to be the responsibility of other officers, for example a specialist tourist manager or the recreation officer. The same applies in other policy areas, such as recreation and housing. Planners make an input into policy formulation but not necessarily implementation.

On the other hand, the planning department may be directly responsible for the implementation of Council policies in associated fields such as economic development or traffic management.

The effectiveness of the planning function is difficult to demonstrate except in relation to the Council's own aims and objectives. Indicators might include:

- new jobs created and capital investment attracted (where these can be identified)
- businesses assisted
- factory and other sites made available for development (assuming economic growth is the policy aim)
- growth or reduction in traffic volumes in specific areas
- changes in rateable values
- the level of successful appeals by planning applicants
- perceived improvement in the physical environment, for example derelict sites reclaimed
- undesirable development resisted
- the retention of attractive countryside, historical buildings, etc.

Unit costs and manpower levels provide at least partial measures of efficiency, particularly where these can be linked to specific objectives or activities such as development control.

Note that building control tends to be grouped with planning, not because it has any real affinity with it, but rather to help the public because plans needed for planning applications are often required for building control purposes too. Nevertheless, building inspectors are often able to play a part in development control by finding breaches of planning requirements.

In making comparisons of resource usage between authorities full account must be taken of their differing circumstances, for example the nature of the area, its population, and policies which may reflect different public attitudes. For example, the development control process may be both speeded up and reduced in cost by limiting the extent of consultation. In some areas pursuing this approach too far would cause great public dissatisfaction. In others, more criticism and economic harm might be produced by the delays and costs involved in lengthy consultative procedures.

Other examples of ways in which areas may differ include the existence of extensive re-development, positive economic promotion policies and the
activities of conservationist and other pressure groups.

In addition, comparisons generally need great care because it is often difficult to separate resources employed on different planning and associated functions, particularly in small authorities.

**Bibliography**

*Local Planning: The Development Control Function* (1983) HMSO

These two documents provide detailed guidance on the review of development control.

*Speed Economy and Effectiveness in Local Plan Preparation and Adoption* (1983) University of Bristol

Discusses the issues involved in the production of plans.

*Practice Advice Notes* (1979 et seq.) Royal Town Planning Institute

Guidance on standards and procedures for the planning service.

*Economic Development – Best Practice Reports* (1985) Association of District Councils

Nine 'best practice' papers resulting from surveys.

*DOE Circular 22/84: Memorandum on Structure and Local Plans* (1984) DOE

Sets out the purpose of plans and the matters which should be included and the policy areas to which they are related.

*Local Economic Initiatives* (1985) Bennington, J


These articles from Local Government Studies Sept/Oct 1985 both describe development initiatives.

*Quarterly Press Notices on Planning Application Statistics*, DOE
Performance review guide

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Some of the questions relate to policy matters to be decided by members, or are the professional responsibility of officers as their advisers. These questions are shown in italic. The auditor's interest is in ensuring that these issues have been addressed and that appropriate policies and management arrangements have been determined. Auditors should also be sensitive to such wider considerations when making judgements on resource usage.

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<tr>
<th>Review questions</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Future development of the area – The Development Plan</td>
<td></td>
</tr>
<tr>
<td>1a Structure Plan</td>
<td></td>
</tr>
<tr>
<td><em>Is there an up-to-date Structure Plan? Is it actually compatible with County Council policy on the future of the area (e.g., if policy is to encourage new industry, is that realistic in terms of the Structure Plan)?</em></td>
<td>Reports to Committee</td>
</tr>
<tr>
<td><em>Is there adequate liaison between the County Council and constituent District Councils on the preparation, maintenance and implementation of the Structure Plan?</em></td>
<td>Date of last review</td>
</tr>
<tr>
<td>Are there monitoring arrangements which enable the Council to determine whether the policy aims embodied in the Structure Plan are being achieved? If so, what action follows discovery that aims are not being achieved?</td>
<td></td>
</tr>
<tr>
<td><em>Is the Structure Plan kept under review to ensure that economic and demographic changes are properly reflected in alterations to the Plan and changes in Council policy?</em></td>
<td></td>
</tr>
<tr>
<td>Is there an up-to-date Development Plan scheme agreed with District Councils showing where Local Plans are required?</td>
<td></td>
</tr>
<tr>
<td>• Plan making is costly and is normally restricted to areas where change is envisaged. Local Plans are more detailed than Structure Plans and there may also be planning briefs for specific areas. The plans are useful in indicating to developers the policy for particular areas.</td>
<td></td>
</tr>
</tbody>
</table>
Review questions

- Local Plans, like Structure Plans, are adopted following public consultation and therefore provide strong support for subsequent planning decisions which comply with them. On the other hand, they also restrict the flexibility of decision making since plan changes require further public consultation.

1b Local Plans

Has the District Council produced the Local Plans called for in the Development Plan scheme?

If plans have not been produced, has their absence affected the planning function in any way?

Are Local Plans kept under review to ensure that:
- a) they are responsive to economic and demographic changes?
- b) they are compatible with current Council policies? (If not, they should be amended.)
- c) the policy aims expressed or implied in the plans are being achieved?

Is there a programme for the production of Local Plans and is it being adhered to?

- Reports to Council/Committee should include information on progress and refer to any inconsistencies between plans and Council policies.
- Reports should also include the results stemming from plans, eg new employment assured, development achieved, housing land made available.

Is the public consultation process effective (eg are plans adequately publicised in order to bring Council policies to the attention of the public)?

- Plans should make absolutely clear:
  - a) how the Council proposes the area should develop
  - b) why it considers that development necessary
  - c) the timing and manner of implementation
  - d) the forms of development which will be encouraged or discouraged
  - e) the possible financial consequences of developments (eg for trade and for rate levels).

Are there many proposed departures from the Development Plan? How are these dealt with?

Are service departments (eg education, social services, housing) involved in the production, implementation and monitoring of the Structure Plan and Local Plans?

Key Indicators/References

[See: Speed, Economy and Effectiveness in Local Plan Preparation and Adoption]

Undesirable development permitted

Adherence to plan production programme

Public attitude surveys
**Review questions**

Has the Council nominated any Simplified Planning Zones (SPZs)? If so, are these being incorporated into Local Plans?

Is expenditure on planning policy unusually high? If so, is this on account of work pressures imposed by policies or an over complicated planning process?

**2 Economic development and promotion**

Is there a clear and well understood Council policy for economic development and promotion?

If so:

Is the policy compatible with the Structure Plan and Local Plans?

Is the policy adequately publicised to the areas and industries from whence development is desired?

Is the policy likely to create new jobs, or will it 'transfer' jobs from other areas? If the latter, is the policy acceptable to central government and to the other localities affected?

- Recent work by the National Audit Office suggests Enterprise Zone costs have not been adequately computed and refers to the limited number of jobs created as opposed to transferred.

Does the Council provide sites and/or financial inducements to developers?

Are there any Industrial and Commercial Improvement Areas?

Do reports to Council/Committee show the results of monitoring the success of economic development and promotion? If so, is there evidence that action follows disappointing or unplanned results?

Is the expenditure on economic development and promotion considered justified by results?

- Note that planners may or may not take part in the implementation of economic development and promotion policies. Usually implementation involves officers from other departments.

**Key Indicators/References**

| Net expenditure per 1000 population on planning policy (£) |
| Population trends (by ward) |
| Changes in non-domestic rateable value |
| [See: Economic Development - Best Practice Reports, and Local Economic Initiatives] |
| Number, area and type of sites provided |
| Number of new enterprises established |
| Number and size of Improvement Areas |
| Committee reports |
| Net expenditure per 1000 population on economic development and promotion (£) |
| Change in non-domestic rateable value |
| New jobs created |
| Number of businesses assisted |
| Capital investment attracted |
| Increases in traffic volume in specific areas |
### Performance Review in Local Government — Planning and Transportation

<table>
<thead>
<tr>
<th>Review questions</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>3 Conservation and other environmental enhancement</strong></td>
<td></td>
</tr>
<tr>
<td><em>Is Council concern with conservation (of areas and/or buildings) expressed in a clearly understood policy and is this reflected in the Development Plan?</em></td>
<td>Policy statement available</td>
</tr>
<tr>
<td><em>There is a statutory requirement to make a Conservation Area Policy Statement.</em></td>
<td></td>
</tr>
<tr>
<td><em>Are there many conservation areas and listed buildings in the area?</em></td>
<td>Number and extent of conservation areas</td>
</tr>
<tr>
<td><em>The level of grants is an indicator of the scale of activity involved.</em></td>
<td>Number of listed buildings</td>
</tr>
<tr>
<td><em>Are there any areas of outstanding natural beauty (AONB), Country Parks and Archaeological Areas? Are these fully documented?</em></td>
<td>Number and extent of:</td>
</tr>
<tr>
<td><em>Do reports to Council/Committee show the progress in implementation of policies?</em></td>
<td>Committee reports</td>
</tr>
<tr>
<td><em>Is the expenditure on this aspect of the service justified by the results being achieved?</em></td>
<td>Net expenditure per 1000 population on conservation etc (£)</td>
</tr>
<tr>
<td></td>
<td>Decreases in traffic volume</td>
</tr>
<tr>
<td></td>
<td>Environmental improvements achieved</td>
</tr>
<tr>
<td></td>
<td>Undesirable developments resisted</td>
</tr>
</tbody>
</table>

| **4 Development control and enforcement** | |
| Are the Council's policies on development control clearly expressed and understood? | Policy statements available |
| Are development control policies integrated with those for other aspects of planning (eg conservation, economic development and promotion)? | |
| *Do regular reports to Council/Committee include information on progress of applications, with explanations?* | Applications dealt with in 8 weeks or less (%) |
| *Is the approval rate low compared with other authorities in the region?* | Applications taking more than 13 weeks (%) |
| *Is the monitoring system within the department adequate?* | Applications granted (%) |
| *This should include review of time taken to deal with requests for information from councillors, developers and others.* | Complaints |
Review questions

Is there adequate delegation to sub-committee/officers?
- If not, the Committee cycle needs to be 3 weeks or less.

Does the Chief Planning Officer require requests for extension of time to be made as early as possible and to be justified?

What is the extent of pre-application consultation?
- The Royal Town Planning Institute (RTPI) places great importance on this but some authorities have sought to reduce its extent. One reason advanced for doing so is that income may be lost (i.e., an unfavourable informal response may result in a formal application not being made).

Is the number of appeals high in relation to applications refused? What proportion succeed?

Of the cases reported, how many have resulted in adverse comments by the Local Government Commissioner?

What proportion of the cost of dealing with planning applications is recovered from fees?

What are the arrangements for enforcement, e.g., employment of enforcement officers, use of building inspectors, level of activity?

5 Management of resources

What planning activities other than those described above are undertaken by the Council, e.g., reclamation, heritage coasts, national parks, environmental education, provision of statistics and information?
- Note that not all of these activities are included in CIPFA statistics.

In which service/policy areas do planners make:
  a) an input to policy formulation only?
  b) an input to policy formulation and implementation?

Are the costs of various planning functions kept under review?

Key Indicators/References

Applications determined by delegated authority (%)
[See: Local Planning: The Development Control Function]

Appeals (%)
Successful appeals (%)

Adverse reports by Local Government Commissioner

Income % development control expenditure

Numbers of enforcement cases
Success rate

Net expenditure per 1000 population on reclamation and other functions (£)

Employees per 1000 population
Cost per 1000 population for each function (£)
Applications per 1000 population
Applications per development control (DC) employee
<table>
<thead>
<tr>
<th>Review questions</th>
<th>Key Indicators/References</th>
</tr>
</thead>
<tbody>
<tr>
<td>How do they compare with those of authorities with similar characteristics?</td>
<td>Man-days per DC employee</td>
</tr>
<tr>
<td></td>
<td>Cost per man-day</td>
</tr>
<tr>
<td></td>
<td>Cost per DC application</td>
</tr>
<tr>
<td>Is the deployment of planning employees kept under review to ensure numbers are</td>
<td>Work profiles (major/minor, change of use, householder)</td>
</tr>
<tr>
<td>tailored to operational needs?</td>
<td></td>
</tr>
<tr>
<td>Is adequate provision made for staff development?</td>
<td></td>
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<tr>
<td>Is full use made of computer facilities eg PLANAPS?</td>
<td></td>
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</tbody>
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