



## **Committee Report**

### **Public**

**Date of Meeting:** 9<sup>th</sup> July

*Title:* **CORPORATE PERFORMANCE MONITORING REPORT,  
FOR YEAR 2008/2009**

*Report of:* **Head of Policy & Performance Services**

*Report reference:* **PPP 30/09**

### **Summary:**

The report presents the performance of Carlisle City Council for 2008/2009, measured by national and local indicators to meet the needs of an increasingly diverse range of public sector activities.

This report makes the final transition from the Best Value Performance framework to a new and evolving performance framework for Carlisle City Council and its key partnerships.

### **Questions for / input required from Overview and Scrutiny:**

1. Consider the end of year performance of the City Council presented in the report with a view to seeking continuous improvement in how the Council designs and delivers more responsive local services.
2. Consider how current performance levels may inform the development of the new proposed priorities 'environment' and 'economy'.

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## **1. BACKGROUND INFORMATION**

The report presents the performance of Carlisle City Council for 2008/2009, measured by national and local indicators to meet the needs of an increasingly diverse range of public sector activities.

The report reflects a change in emphasis in performance reporting and marks the transition from the previous Best Value regime to the new, more flexible and less prescriptive performance management framework and National Indicator set.

Performance should be viewed as the relationship between personnel, finances and activity. High satisfaction and positive perceptions may be considered an outcome of good performance rather than a separate measure. Quality marks are a further endorsement of good performance across the organisation. It is only by considering all these facets of organisational performance that a judgement on the past year may be made and consideration given to how it informs the transformation programme and review of priorities.

## **2. OVERVIEW**

This is the first year of reporting against the National Indicator set and the data is incomplete. The Place Survey data has been delayed and will be reported in detail in the first quarter, 2009/10. Many of the National Indicators for 2008/09 will provide baseline data for future years, including Place Survey data. The report also contains a number of suggested targets for key indicators for 2009/2010.

A number of notable achievements during 2008/09 include:

- Recycling –“Best in the North West”
- Cemetery of the Year, 2008 for the third year running
- Investors in People status retained
- Six Green Flag awards for quality parks and open spaces – Bitts Park, Carlisle Cemetery grounds, Hammond’s Pond, Kingmoor Nature Reserve, Tullie House gardens and Stanwix churchyard
- A 2007 campaign to promote a cleaner, safer Carlisle received recognition in 2008 when it achieved Silver in the Local Government Communications Reputation awards (Environment category, May 2008) and a Commendation in the District category

The Council achieved Level 3 Use of Resources for the first time, i.e. performs consistently above minimum requirements (Audit Commission, 2008). Our Data Quality Report also stated that our overall management arrangements for ensuring data quality were consistently above minimum requirements (2008).

Many services that the Council has identified as priorities and that local people say are important to their local communities, demonstrate excellent performance including:

- Incidents of anti social behaviour
- Incidents of criminal damage
- Assault with injury
- Recycling – “Best in the North West”, although we missed a very stretching target of 50%
- Fly tipping removed
- Abandoned vehicles removed
- Street cleanliness
- Visits to museums and galleries, including website
- Community outreach activities (museums)

There are a number of service areas where the City Council did not achieve its desired standard of performance, including:

- Street lights repaired
- Equality framework standard for local government
- Households in temporary accommodation
- Satisfaction with some council services (data subject to audit)
- Many of our Learning City targets concerning staff development
- Visits to museums and galleries in person

A number of the above indicators may be linked to the current economic climate, particularly households in temporary accommodation. The Council is monitoring this closely.

During the year we implemented new performance software, Covalent, which continues to be developed in order that we realise its full potential.

### 3. PERFORMANCE AGAINST THE PRIORITIES

#### 3.1 Cleaner, Greener, Safer

Carlisle's recycling rate was best in the North West and in the top quartile when compared nationally following significant investment in this service. The cost of this performance is high when compared to our Nearest Neighbours Group<sup>1</sup> but lower to middle quartile when compared to similar historic cities<sup>2</sup>, representing excellent value for money. We are within the targets set in the Local Area Agreement for Cumbria for residual household waste and for street cleanliness; tackling fly tipping is assessed as 'very effective' as total number of incidents dealt with decrease and total number of enforcement actions increase. We have six Green Flag awards in total for our parks and open spaces. Public satisfaction historically has been very high, including best in Cumbria, although it is expected to show a decrease in the Place Survey, in line with national trends. These services are high cost when compared to similar historic cities and to our Nearest Neighbours Group.

Since 2006-07, our CO<sub>2</sub> emissions associated with the energy consumption at three of our largest sites have decreased by 9.6%. However we missed our target for 2008-09. After participating in the 2008-09 Local Authority Carbon Management Programme with support from the Carbon Trust, we have now produced a five year Carbon Management Plan with the aim of implementing measures to reduce CO<sub>2</sub> emissions across the City Council's operations. This current indicator is being replaced by new National Indicator NI185 (CO<sub>2</sub> reduction from local authority operations) which is aligned with the Carbon Management Programme. Further details will be reported in the first quarter 2009/2010.

There is excellent performance against the three key measures of success for the Carlisle and Eden Crime & Disorder Reduction Partnership:

- Anti-social behaviour per 1000 of the population, down 8.5% on last year
- Criminal damage down 24%
- Assaults with injury down 14%
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The use of redeployable CCTV cameras continues to be popular, being both a deterrent to offenders and a source of reassurance to local communities.

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<sup>1</sup> Compiled by The Audit Commission

<sup>2</sup> Historic Cities Benchmarking Group

### 3.2 Learning City

The Council is committed to 'leading by example in developing its staff. In 2007 Carlisle City Council became the first authority in the North West to be awarded the Get On Award which recognises excellence in providing Skills for Life training. A new corporate development programme, CityFirst, was launched in 2008, which is delivering a range of in-house training and development opportunities for staff at all levels. We are working with external training providers to deliver qualifications for our staff ranging from level 1 and 2 qualifications as part of Train to Gain, through to degree and postgraduate courses.

The City Council is involved in delivering or supporting a wide range of learning activity in the community including:

- Education programmes at Tullie House involving schools, community groups, adults and family learning activities
- Sports provision for children and young people through schools and Multi Use Games Areas
- Youth clubs, events for children and young people and the youth exchange as part of town twinning
- Supporting community centres and third sector groups
- School visits to Talkin Tarn and other environmental projects including the Respond to the Future<sup>3</sup> initiative
- Training programmes for residents and tenants run by the Hostels team
- Supporting Carlisle Joint Schools Council which brings together pupils from the 7 secondary schools in Carlisle
- Running events for children and young people in Local Democracy Week
- Involvement in strategic partnerships including the 14 – 19 Area Partnership and the Carlisle Partnership's Children and Young People Group

Some of the local indicators that monitor Learning City do not demonstrate the desired standard of performance. However, Level 1 NVF attainment (LP77) has decreased fractionally on last year due to those reaching Level 1 progressing to Level 2. Attainment at Level 3 has shown a slight decrease and we will be focusing on higher level skills in the future. Visits to museums have historically achieved top quartile performance; visits in person are down this year which may be due to the economic downturn and the Council is monitoring this trend closely.

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<sup>3</sup> An initiative for secondary schools to raise awareness of environmental sustainability

### 3.3 Equality and Diversity

We did not achieve our target of Level 3 of the Equality Standard for Local Government. A new Equality Framework was launched, April 2009, under which we would be classified as “emerging”. Two areas were identified in the Annual Report (2008) where the Council should focus its efforts to bring about improvement, equality impact assessment and service monitoring. We are working with the Cumbria District councils, Cumbria County Council, and the Consortium<sup>4</sup> to develop our capacity in these areas and to progress towards “achieving” during 2009/10. The Equality and Diversity Annual Report will be published in August and will include more details on the indicators for hate crimes (LI301b) and incidents (LI301a).

## 4. SATISFACTION WITH COUNCIL SERVICES

The migration from Best Value User Satisfaction Surveys to the Place Survey represents significant changes in how public perceptions are measured. We are awaiting confirmation of Place Survey data from the Audit Commission and this is expected in June. Until then the figures remain draft. Data from the Place Survey will measure a number of the National Indicators including how well people feel they get along with people from different backgrounds (National Indicator 1) and whether people feel they can influence decisions that effect their area (NI 4).

The context for many of the Best Value User Satisfaction questions has changed including changes to the ways in which questions are worded and the order in which they are asked. Rather than draw comparisons between similar questions but different methodologies, new local indicators based on Place Survey data will be developed. A separate report on these local indicators will be presented in the first quarter performance report, 2009/2010.

Where the questions are directly comparable (satisfaction with sports and leisure facilities, with museums and galleries, with theatres and concert halls and with parks and open spaces) they have been included. In each case satisfaction has deteriorated in comparison with the Best Value User Satisfaction Survey 2006, and the tracker survey, 2007. This appears to be in line with local and national trends of deteriorating satisfaction with Councils and Council services.

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<sup>4</sup> A collective term for the service level agreements with Cumbria Disability Network, AWAZ and Cumbria Outreach

## 6. IMPLICATIONS

- Staffing/Resources – During the year we implemented new performance software, Covalent, which continues to be developed in order that we realise its full potential.
- Legal –The duty on authorities to produce an annual Best Value Performance Report has been lifted.
- Corporate –In light of the changing priorities a new Performance task & Finish Group has been included in the Overview & Scrutiny Work Programme for 2009/10.
- Financial – performance information is being integrated more and more into the financial planning processes. Initial work to prepare data sets for inclusion in monthly reports to Senior Management Team should result in routine reporting of activity and financial status by the end of the year.
- Risk Management – the risk of the Council failing to deliver its key priorities, achieve continuous improvement and value for money, will be mitigated when a robust, performance management framework is in place. Through Covalent it is not possible for managers to view performance and risk in the same window.
- Equality and Diversity –. More detailed information on this process will be reported in the annual Equality and Diversity report.
- Environmental –Performance measures are included in the body of the report. Carbon management and climate change indicators are reported to Infrastructure Overview & Scrutiny Committee.
- Crime and Disorder – a number of indicators measure the Council's performance, in partnership, in this area and are closely monitored by the Crime and Disorder Reduction Partnership. The CDRP Manager will be updating the Community Overview & Scrutiny Committee throughout the year on the work programme and related performance of the CDRP.
- Impact on Customers – a robust performance management framework, integrated with financial planning, will help to drive continuous improvement in front line services for the benefit of our local communities. New National Indicators (NI 14 Avoidable Contact, reported to Corporate Resources) and Place Survey satisfaction questions will enable us to monitor the impact on customers. In addition the continued development work on service monitoring through Feedback Cards and Carlisle Focus Surveys is providing useful insights into our customers.

## APPENDIX A: Key to performance tables

### Key/Guidance for the report

This heading shows the corporate priority grouping for the following batch of Indicators

#### Targets

These columns show:

- 07/08 Targets we set ourselves at the start of the year in the Corporate Improvement Plan.
- On Target?: How we performed against the targets
  -  = above target
  -  = within 5% of Target
  -  = target not met
  -  = data/information only PI (no target set)

### Homelessness

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
BV***							Best			Aim to maximise	
NI***							2 <sup>nd</sup>			Aim to minimise	
LP***							4 <sup>th</sup>			Aim to maximise	

#### PI No (PI Number)

BV = Best Value Performance Indicator  
 LP = Local Performance Indicator  
 NI = National Indicator (new performance framework)

#### Figures

These show the last two years' actual performance (outturns) and a predicted outturn for this year.

**A capital letter 'E' denotes an estimate value based on quarter 3 actual values.**

#### National Comparison

This indicates how we compare with other District Councils in England (based on 2006/07 published statistics).

Quartile information does not apply to local performance indicators.

**Direction of Travel:** This indicates if a larger or smaller figure is better for each indicator.

Short-term trend arrows show the performance of the indicator in 2007/8 compared to 2007/8.

-  = Improved
-  = No change from previous year
-  = Deteriorated

## Customer satisfaction

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
BV119a	% satisfied with sports/leisure facilities		67.00%	60.00%	42%	N/A	N/A	N/A		Aim to maximise	Report on Place Survey 2009 to follow in June.
BV119c	% satisfied with museums and galleries		71.00%	70.00%	59%	N/A	N/A	N/A		Aim to maximise	Report on Place Survey 2009 to follow in June.
BV119d	% satisfied with theatres and concert halls		42.00%	37.00%	29%	N/A	N/A	N/A		Aim to maximise	Report on Place Survey 2009 to follow in June.
BV119e	% Parks and open spaces		82%	75%	71%	N/A	N/A	N/A		Aim to maximise	Report on Place Survey 2009 to follow in June.

Please note that these values have now been updated. They will vary from the End Of Year Report values presented to Executive in May. Targets for satisfaction will be discussed at the Senior Management Team meeting on 30<sup>th</sup> June.

## Quality marks and measures

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
BV2a	Equality Standard for Local Government	Councillor Luckley	1	2	2	N/A	N/A	N/A		Aim to maximise	The standard has changed this year. We are still self-assessed at level 2, which is now described as 'developing'. We are aiming for the next level 'Achieving' by the end of 2009/2010. We will seek external assessment against the 'Achieving' level as part of a countywide group of districts to keep the costs of the assessment at a minimum.

## APPENDIX C: Priorities Performance

### Cleaner, greener, safer

#### Cleaner

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
LP112	Cost of Street Cleaning per Household.	Councillor Bloxham	£20.67	£18.30						Aim to minimise	Requested from Financial Services
BV218b	Abandoned Vehicles - % removed within 24 hours of required time	Councillor Bloxham	98.00%	98.00%	98.88%	99.00%	3rd			Aim to maximise	Small amount of vehicles reported for this month hence 100% pass rate for December further improving our annual percentage rate.
BV86	Cost of household waste collection	Councillor Bloxham	£44.83	£50.10						Aim to minimise	Requested from Financial Services
NI 191	Residual household waste per household	Councillor Bloxham	N/A	483.3	484.22	480	N/A			Aim to minimise	NI192 is slightly lower than anticipated. NI 191 is slightly higher than anticipated. However, the variation from both targets is very small and confirms that the Council's household waste collection service continues to be well supported.
NI 192	Percentage of household waste sent for reuse, recycling and composting	Councillor Bloxham	N/A	48.78%	48.29%	50.00%	Best			Aim to maximise	Historically, we have demonstrated excellent comparative performance for recycling. The best quartile position is based on the previous BV indicator.
BV91a	Percentage of households served by a kerbside recycling service.	Councillor Bloxham	92.8%	98.37%	98.04%	N/A	N/A	N/A		Aim to maximise	Slight decrease of a fraction of a percentage point.
NI 195a	Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Litter	Councillor Bloxham	N/A	N/A	2%	5%	N/A			Aim to minimise	New calculation, with different weightings. Comparisons with historical data are not possible. This is the first report for the new NI195 street cleaning PI for the first 4 months.
NI 195b	Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting):	Councillor Bloxham	N/A	N/A	3%	10%	N/A			Aim to minimise	The detritus levels are considered the biggest threat to the performance. This is the first report for the new NI195 street cleaning PI for the first 4 months.

	Detritus											
NI 195c	Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Graffiti	Councillor Bloxham	N/A	N/A	1%	1%	N/A			Aim to minimise	New calculation, with different weightings. Comparisons with historical data are not possible. This is the first report for the new NI195 street cleaning PI for the first 4 months.	
NI 195d	Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Fly-posting	Councillor Bloxham	N/A	N/A	0%	0%	N/A			Aim to minimise	New calculation, with different weightings. Comparisons with historical data are not possible. This is the first report for the new NI195 street cleaning PI for the first 4 months.	
BV199d NI 196	Improved street and environmental cleanliness – fly tipping	Councillor Bloxham	2	3	1	2	Best			Aim to minimise	The statements below illustrate the fly tipping marking awarded to the various combinations: Total number of incidents dealt with decrease & total number of enforcement actions increase. Grading: 'Very Effective' or '1' Only total numbers of incidents decrease. Grading: 'Effective' or '2'. Only total numbers of enforcement actions increase. Grading: 'Good' or '3'. Total number of enforcement actions decrease. and Total number of incidents increase. Grading: 'Poor' or '4'. While it may be difficult to maintain a score of '1' throughout the year we are confident of meeting target.	

The target for abandoned vehicles (BV218b) should remain at 99%.

The target for NI 195 is set in the Local Area Agreement. It is set for the next two years as:

### Safer

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
LP134	Recorded incidents of anti social behaviour per thousand population	Councillor Luckley	148.99	120.83	110.38	121.00	N/A			Aim to minimise	Good performance with an 8.5% reduction on last years total for ASB incidents. The CDRP and Police set a target for this year to maintain the performance achieved in 2007/2008. This has been exceeded.

LP135	Recorded criminal damage crimes per thousand population	Councillor Luckley	32.19	29.48	22.45	29.00	N/A			Aim to minimise	Good performance with a 24% reduction on criminal damage offences compared to last financial year.
LP4	Rate of evidence derived directly from the redeployable CCTV cameras submitted at court.	Councillor Luckley	0.50	2.50	0.00	2.00	N/A			Aim to maximise	The number of redeployable cameras has increased from four to five. There has been no evidence from the cameras submitted to court. Therefore the rate per camera is 0/5 = 0. However the cameras continue to make a valuable contribution to the CDRP ASB and Criminal Damage Action Plan. The redeployable cameras remain a very flexible tactic, responding to community calls for more surveillance at problem locations.
NI 20	Assault with injury crime rate	Councillor Luckley	8.64	8.19	6.92	7.78	N/A			Aim to minimise	Good performance with a reduction of 14% on assault with injuries compared to last financial year. The rate of assaults with injury per 1000 population is above the countywide target set in the Local Area Agreement for 2008/2009 (6.86 per1000 population). However we have a 24% share of all the assault with injuries in Cumbria, the reduction in Carlisle has made a significant contribution to achieving the countywide target.
LP5	Street lights repaired within seven days	Councillor Bloxham	93.40%	89.96%	90.21%	94.00%	N/A			Aim to maximise	This section has worked extremely hard to cope with this huge workload, including doing overtime etc

Safer targets will be set in partnership with the Carlisle and Eden CDRP.

The target for LP5 needs to be profiled against the seasonal demands on this team. A target of 90% reducing to 80% at Christmas would reflect workload.

## Learning City

### Promoting access to learning

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Value 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
BV170a	Visits to and Use of museums & galleries - All Visits	Councillor Earp	3,785	4,519	4,482	4,400	Best			Aim to maximise	Exceeded target in another good year for visits. Website visits were up, while actual visits were down (see 170b).
BV170b	Visits to and use of Museums & galleries - Visits in Person	Councillor Earp	2,623	2,818	2,505	2,800	Best			Aim to maximise	Below target, thought to be due in part to the current economic climate. Hub funding helped with supporting a range of initiatives throughout the year.
BV170c	Visits to and Use of Museums - School Groups	Councillor Earp	12,496	15,703	15,693	15,000	Best			Aim to maximise	Steady programme of education throughout the year that was well supported by hub funding and generated good schools participation.
LP71	Number of people participating in museums (off-site) community outreach activities	Councillor Earp	5,732	7,084	8,125	6,500	N/A			Aim to maximise	Continuing hub outreach projects which are popular with the community and schools.
LP72	Number of people taking part in learning activities delivered by the Museum and Arts Service	Councillor Earp	222,682	303,549	315,733	300,000	N/A			Aim to maximise	Continuing the wide range of events and activities, community and schools outreach and free child visits show positive take-up of learning opportunities.
LP70a	Number of attendances of Young people using the Multi Use Games Area formal courses at:- a. Melbourne Park	Councillor Bloxham	793	1,183	849	1,200	N/A			Aim to maximise	Evidence suggests that low numbers are due to poor weather (i.e. several sessions were cancelled due to poor weather conditions)
LP70b	Number of attendances of Young people using the Multi Use Games Area formal courses at:- b. Dale End Road	Councillor Bloxham	559	787	854	800	N/A			Aim to maximise	Achieved target for third year running.
LP70c	Number of attendances of Young	Councillor Bloxham	563	803	825	800	N/A			Aim to maximise	Achieved target for third year running.

people using the Multi Use Games Area formal courses at:- c. Hammonds Pond										
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Targets for the MUGAs will be set with the Sports & Recreation Teams. The target for Melbourne Park will be reduced to fall in line with the other MUGA sites.