



RESOURCES OVERVIEW AND SCRUTINY PANEL

Panel Report

Public

Date of Meeting: 18th February 2010

Title: New Corporate Plan 2010-2013

Report of: Policy & Performance Manager

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Summary:

The report presents an early draft of the new Corporate Plan, 2010 – 2013 (the Plan). Further versions will incorporate the performance measures and service standards as these details are finalised.

Questions for / input required from Overview and Scrutiny:

1. Consider and comment upon the presentation and content of the draft Plan with a view to seeking continuous improvement in the way the council delivers services to its local communities.
2. Consider how the Plan, in defining the priorities of the Council, assists the programme of transformation and financial challenges anticipated over the period 2010-2013.

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1. BACKGROUND INFORMATION

The Corporate Plan 2007-2010 will be closed with the Annual Report for 2009. The publication of the Annual Report will conclude the period of review of the priorities and their implementation.

The new Corporate Plan will play an important role in presenting the details on the new priorities and how they will be implemented. The Plan will also provide more detail on the programme of transformation. This programme is set to review the remaining areas of service delivery, namely Communities, Resources, Economy and Local Environment this year. It is only after these transformations will the full detail behind the delivery of the priorities be realised.

2. CONSULTATION

Consultation on the priorities began in May 2009 and has continued throughout 2009. The consultation path for the Plan is presented in the table below:

Timetable for Corporate Plan:

Date	Meeting
09/12/2009	Management Briefing
18/01/2010	Executive
03/02/2010	Management Briefing focus on Economy
11/02/2010	Community O&S Panel
18/02/2010	Resources O&S Panel
25/02/2010	Environment & Economy O&S Panel
12/04/2010	Executive
04/05/2010	Full Council

Overview and Scrutiny Panels have been included at the earliest possible opportunity, they have important role in developing the Corporate Plan. Alongside these key dates the Plan will be presented to our significant partnerships for discussion.

3. IMPLICATIONS

Staffing: The inclusion of the actions from the Transformation Programme and the development of a new Workforce Plan will provide clear points of reference for all staff.

Finance: The Plan will provide a steer for the Medium Term Financial Plan and the focusing of financial resources on the two priorities.

Legal: The new duties around community involvement are embedded in the 'local environment' priority. Throughout all our services we will look to create greater opportunities for community and individual involvement in local decision-making.

Corporate: The Corporate Plan forms a substantive part of the Council's policy and performance management framework, monitoring of which enables stakeholders, including local people, to make a judgement about how effective the Council is in achieving its key priorities.

Risk Management: Risks will continue to be managed in accordance with the Risk Management Policy.

Equality & Diversity: The Plan outlines how the Council will continue to embed equality and diversity in the delivery of all its services. 2010 is the year that the Council will seek external assessment against the 'achieving' level of the Equality Framework for Local Government'.

Environment: The Plan outlines how the Council will lead by example in considering the impact of its activities on the environment and how this can be minimised. Stretching targets on reducing our carbon footprint are likely to be replaced with standards that we seek to maintain.

Crime and Disorder: Tackling these 'quality of life issues' at a local level can result in outcomes that build a stronger sense of community with a positive impact in the longer term on key strategic concerns such as health and anti-social behaviour.

Rural issues: Parish councils have been involved in the discussions around the priorities through the joint meeting between Carlisle City Council and the Carlisle Parish Councils Association.

Impact on Customers: New technology in the Customer Contact Centre will enable more detailed surveys of customers. The Plan includes a commitment to narrow the gaps in satisfaction experienced by different identifiable groups.

Carlisle City Council Plan 2010-2013

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Translation

Welcome

Welcome to Carlisle City Council's Corporate Plan. This plan provides a clear vision for the City Council for the next year as we continue our programme of efficiencies and improvements.

Foreword

Setting the scene

Our communities in Carlisle are subject to continual assessment of their needs. A round-up of the most recent assessments helps to define the needs of the district area.

Changing Carlisle

The growth of Carlisle has continued, despite the economic downturn, and the city is recognised as the regional capital for Cumbria and the most significant city in a region that stretches from the Solway to the Borders and beyond to the North Pennines and Lake District fells.

The changes in the district over the last five years have taken place through careful development planning and control. The Core Strategy will continue this work and this document will contain the Council's vision and spatial strategy for future development.

The growth of Carlisle continues thanks both to our special status as a 'Growth Point', awarded by the Department of Communities and Local Government; and the continued development of our industrial estates and retail centres. Halfway through 2009 we had built 104 additional homes; this is in addition to the 366 built in 2008/2009. Over the last year we have developed just under 20,000 square metres of commercial floor space along with a new 5,000 square metres development reusing brownfield land.

Profile of Carlisle

The profile of Carlisle is changing. 72%¹ of the population live in the urban centres of Carlisle City and Brampton.

People

There has been a slight increase in population²; this growth is at the opposite ends of the age ranges. The greatest growth (14%) is in the 90 and over age group followed by an increase of 9% in the under one year old group.

- The growth in the oldest age groups should not overshadow the fact that Carlisle has one of the youngest age profiles in Cumbria. We have more young adults aged 25-39 year olds than the Cumbrian average.
- The population is more ethnically diverse with Black and Minority Ethnic groups increasing from 2.2% to 4.1%. The majority (70%) of National Insurance numbers issued are to European Union Accession States³, and corresponds to the pattern of economic migration.
- There is an increase in the diversity of characteristics, these are: age; disability; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and gender reassignment; sexual orientation.

Places

- Growth has centred on Key Service Centres - the urban area of Carlisle as well as Brampton and Longtown.
- The number of homes has increased by 366 in 2008/2009 and is set to continue increasing in 2009/2010 and beyond.
- Carlisle continues to be recognised as the regional city, a status that has been boosted through the proposed University of Cumbria developments and the recent bid to become the United Kingdom's first City of Culture.

¹ Figures are based on the mid-2007 ward population estimates produced by the Office for National Statistics; and Cumbria County Council's definition of Key Service Centres.

² <http://www.cumbriaobservatory.org.uk/elibrary/Content/Internet/536/673/1757/39317171729.pdf>

³ Eastern European states

A 'strategic' area assessment of Carlisle (LSP commentary)

The Comprehensive Assessment of Cumbria was completed for the first time in 2009 and the findings are available online (www.direct.gov.uk/oneplace). The assessment brings together all the inspectorate and audit information to form a view on the quality of life and the opportunities for improvement.

Place Survey 2008 and 2009 Tracker

The headlines from the Place Survey 2008 help to put the district in a national context. Most notably:

- Satisfaction with the local area as a place to live is close to the average for district areas around the country. 83% of Carlisle respondents are satisfied compared to a national district average of 83.5%.
- There are significant differences in satisfaction with the local area as a place to live amongst identifiable groups and geographical areas of the district.
- More people feel they can influence local decision making than the average for district areas around the country. In fact, we are amongst the best authorities for this key measure of community empowerment. 33.5% of the respondents from Carlisle feel they can influence decisions in their locality compared to a national district average of 28.2%.

Countywide Community Strategy

The 'Cumbria Community Strategy 2008-2028' recognises the challenges faced by Carlisle's communities throughout its assessment. The key challenges are:

- Health and wellbeing throughout life.
- A sustainable and prosperous economy, represented through Carlisle Renaissance.

Partners' strategic assessments

The Comprehensive Area Assessment for Cumbria has provided further insights. This assessment recognises the progress in Carlisle in tackling the crime and disorder associated with the night time economy and further highlights the major health inequalities experienced by local communities.

At a local level, our Carlisle Partnership is continually assessing the needs of local communities and partners are adjusting their strategies and activities to meet these needs. The Carlisle Community Plan will be reviewed in 2010; its priority groups are targeting their efforts to the following key issues.

Carlisle and Eden Crime and Disorder Partnership, which is linked to **Carlisle's safer and stronger communities group**, completed a strategic assessment in 2009 and is focusing on the following issues for 2010/2011:

- Violent crime including alcohol related violent crime
- Anti-social behaviour including youth disorder
- Criminal damage
- Domestic violence

Children and Young People Priority Group

The Cumbria Children's Trust assessment of needs was undertaken as part of the development of the 2007–2010 Children and Young People Plan. As well as identifying the service development and delivery priorities, this analysis has enabled the Board to agree five strategic priorities that will be addressed over the next three years:

- Reducing inequalities and disadvantage in areas of high need and for identified vulnerable groups;
- Promoting positive images of children and young people;
- Engaging children and young people and their families in the development, design and review of services;
- Establishing effective local planning and commissioning arrangements; and
- Refocusing services to meet need at the earliest opportunity.

Healthy Communities and Older People Priority Group

Carlisle City Council and Carlisle Partnership have made a commitment to the World Health Organisation (WHO) Healthy Cities Programme. This is a commitment to improving public health by the City Council and the Carlisle Partnership. The programme will raise awareness of the issues locally, the causes and effects of poor health, how they impact on local communities, and the implications for service providers. It offers a structure and a framework within which we can work towards improving public health and addressing health inequality.

Economic Development and Enterprise Priority Group

In March 2008, the Economic Development and Enterprise Priority Group published 'Growing Carlisle – An Economic Strategy for Carlisle and the City region'. This strategy was developed by the partnership group and, through consultation, sets out a vision for Carlisle's economy for the next 25 years:

*"Carlisle is Cumbria's historic, dynamic and successful University City, creating growth opportunities in a sustainable environment with skilled people and international connections in a stunning location."*⁴

The strategy is based on an economic assessment of Carlisle and identifies the following key challenges:

- Making Carlisle a more attractive place to live, work, study, visit and invest
- Raising education and skill levels
- Raising the economic status of people and communities at risk of economic exclusion
- Eliminating negative perceptions associated with Carlisle's location
- Making Carlisle's transport system work efficiently to support economic development
- Promoting change in the economy to improve productivity, competitiveness, innovation and the creation of higher value jobs

⁴ 'Growing Carlisle – An Economic Strategy for Carlisle and the City region'. March 2008

- Promoting economic growth and environmental quality within the constraints imposed by climate change

Arriving at our new priorities

The new priorities of environment and economy have been arrived at through a period of review and discussion. The 2009 Annual Report brought the priorities of 'Cleaner, Greener and Safer', Learning City and Carlisle Renaissance to a close. The success of these priorities can be tracked through the annual performance reports from 2007/2008 and 2008/2009. These priorities have successfully driven some key achievements over the past few years, but the City Council's ambition to achieve more requires refocused priorities that are clear and unambiguous.

The events of 2009, in particular the economic downturn, are having a significant impact on Carlisle and the City Council has a critical role to play in leading the district through the recovery.

Early in May 2009, the Executive and the Senior Management Team reviewed the priorities and considered where the City Council could usefully focus its efforts over the coming years. Two priorities, 'the environment and the economy' were suggested for consideration by Members.

Since then, consultation has taken place with key stakeholder groups and care has been taken to include groups considered less likely to respond to such exercises as part of our ongoing commitment to equality and fairness.

Throughout all the discussions the emphasis has been on identifying and delivering substantial savings. We have to do that both in terms of balancing our budget, and also in preparation for the anticipated very deep cuts across the public sector that the current and any future government will undoubtedly make.

Carlisle City Council

The Executive and Portfolio Holders

Organisational Assessment

An organisational assessment forms a key part of the overall area assessment for Cumbria. Carlisle City Council's Organisational Assessment 2009 was published on 10 December 2009. Overall we have been assessed as an organisation at level 2, that is it 'meets only minimum requirements, performs adequately'. Nearly 47% of all the district authorities in the country have been judged as 'performs adequately'.

The assessment says that the Council 'is working hard to improve the quality of life for local people, focusing on the things that are important locally. It is doing well in making the district cleaner, greener and safer and it has good housing services'⁵

There are areas in which we intend to improve the effectiveness of the organisation, in particular:

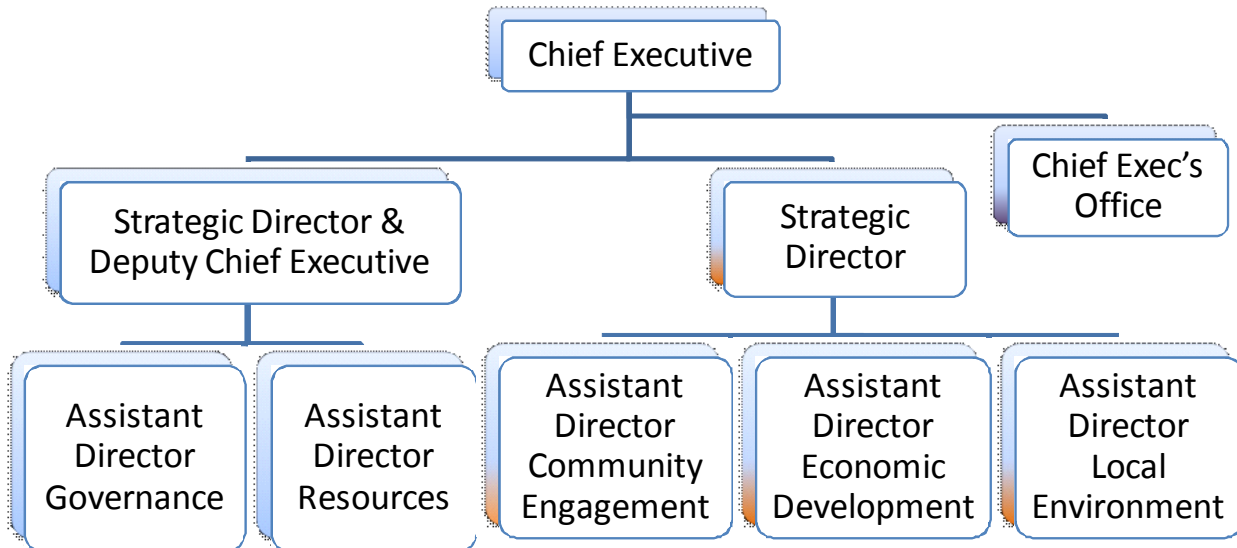
- Increasing the supply of affordable housing to meet local need.
- More partnership work to help local people gain better skills and qualifications.
- Tackling the perceptions around littering and drunk and rowdy behaviour.
- Ensuring that our capital projects are delivered efficiently and effectively.
- Continue to explore new ways of addressing sickness absence amongst staff.
- A wide ranging assessment of who is accessing our services and further insights into their needs. Assessing, also, why people are not accessing our services.
- A need to focus management and performance measures on narrowing equality gaps.

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<http://oneplace.direct.gov.uk/infobyarea/region/area/localorganisations/organisation/pages/default.aspx?region=53&area=333&orgId=1115>

Changing Council (transformation)

The Full Council agreed a new structure for the authority in July 2009. This amended structure is presented in the figure below.



The purpose of the transformation is to restructure the Authority in such a way as to yield substantial ongoing savings from the base budget whilst retaining Carlisle's unique position in Cumbria.

We are effectively adopting a blank sheet approach and looking at everything afresh. All services need to be reviewed and restructured with no assumptions made and all options considered, including shared services, commissioning and potentially discontinuing some services. The goal is to ensure the ongoing sustainability of the Council whilst still retaining our values which have always helped us to deliver valued services to our local communities.

The initial timetable for the transformation programme will be completed by spring 2010.

Profile of Carlisle City Council (November 2009)

We employ 753 employees (653 Full Time Equivalents - FTE), with 68% of these working full time and an approximately equal split across genders. Less than 1% of employees are of black or minority ethnicity (BME).

40% of our employees are aged over 50 with only 3% aged below 25. The mean average age for an employee is nearly 46. The mean average length of service (employed by the City Council) is over 11 years. Over 10% of the workforce has more than 25 years' service.

Nearly 10% of the workforce is employed on a temporary or fixed term contract.

Employee turnover (proportion of workforce leaving each year) was 9.7% in 2008/09 and is 8.6% for the six months up to end September 2009.

We were in the bottom quartile for sickness absence in 2008/09 with 11.9 days lost per Full Time Equivalents. The half year figures for 2009/10 showed a significant improvement with 3.89 days per Full Time Equivalents.

Values

At the core of all our services is a deep sense of **valuing our communities**. All staff had an opportunity to reflect on our values in 2009 and how these values can be sustained during the period of change ahead. What is clear from this reflection is our continued commitment to providing visible services that are recognised for their **quality** and help to **build civic pride**. We will continue to review and change our services to meet the needs of **all our communities equally and fairly**. Fair and equal treatment of our staff remains a key value and we will continue to strive to be a **good employer**.

Workforce planning and organisational development

Our continued commitment to personal development illustrates how priorities become embedded once a particular priority has finished. Learning City allowed us to lead by example, an example which will continue by linking the training and developmental needs of individuals to the development of a new workforce plan in 2010.

Policy Framework and Budgetary Framework

The policy and budgetary framework is the list of policies and strategies that members of the City Council at the Full Council meetings approve or adopt and the Executive is currently implementing.

‘The Executive is responsible for developing policy and taking decisions within the budget and policy framework in respect of all the functions of the local authority other than those which, whether by law or under this Constitution, cannot be the responsibility of the Executive.’⁶

A review of the policy framework is part of the transformation programme; the preferred outcome of the review will be to see a reduction in the number of policies and strategies as we focus on the new priorities.

Carlisle City Council’s role

Our role in partnerships

As we respond to the key issues highlighted in the assessments made throughout 2009, we will revisit our role within our strategic and operational partnerships. The new organisational structure has been developed to facilitate partnership working. The new Strategic Management Team will be pivotal in delivering partnership activity that adds value to our services and supports our partnership priorities.

Tackling ‘quality of life issues’ at a local level can result in outcomes that build a sense of community with a positive impact on the longer term of key strategic concerns such as health and crime and disorder.

Through our partnerships, we will increase satisfaction with the local area. By informing and communicating with residents about our services, satisfaction with Carlisle City Council can also grow. The transformation programme will provide new efficiencies and will help us to work towards improving the perception that we provide good value for money.

⁶ Constitution of the Council of the City of Carlisle, 2009

Our role in delivering the local environment priority

This priority is primarily about improving the places where people live. The intention is to develop ways of working more locally and flexibly. To directly address those things that concern communities, citizens and businesses.

Our role developing alongside increasingly empowered communities. Area based teams will be given more opportunities to tailor services to meet the different needs of the district. These changes will be negotiated with key stakeholders in the communities and will form the basis for a new way of working that protects local services and improves the quality and satisfaction with the immediate local environment and, in turn, satisfaction with Carlisle City Council.

By focusing on the places in and around people's homes, we will address the issues that are most likely to make their neighbourhood a great place to live. Clean well lit streets with excellent recycling and waste services provided locally. Roads, cycle ways and footpaths which are safe and well maintained, all year round. Parks and open spaces that provide areas for all the family to enjoy, increasing the sense of well-being and health. Well informed neighbourhoods that foster respect and consideration for each other in the local area.

The real difference will be made to this priority through the engagement and involvement of local people. Our experiences in Harraby and Longtown have taught us how to develop new ways of working closer than ever before with service users. By embedding this way of working, the local environment priority becomes just that, a locally influenced priority that can be determined and shaped in a very real way as groups have their say on how money allocated to their area is spent. The role of elected members is at the forefront of these developments as we reinforce the importance of both taking part and being represented in local democracy.

The goal is attractive and distinctive - neighbourhoods that are managed in partnership primarily with local people. Our strategic partners: Primary Care Trust, Cumbria Constabulary, Cumbria County Council, Riverside Housing Association and Environment Agency will be important to the success of this goal.

Our role in delivering the economic priority

This priority is about growing Carlisle for the future, strengthening Carlisle's economic position as we work through the recovery. The longer term strategic outcomes are

- a diverse economy;
- decent and affordable housing;
- sustainable public transport; and
- a thriving city centre.

Many of the outcomes under this priority can only be delivered through partnership, by making the most of the City Council's influencing and community leadership roles. The City Council's work with Carlisle Renaissance will be central to the success of this priority. This is an example of how the 'Growing Carlisle' strategy can be embedded in an authority.

In our community leadership role, we will seek out opportunities for inward investment in the district, from both the public and private sectors. This investment will be targeted at key areas of the 'Growing Carlisle' strategy, as we aim to make the vision a reality.

Our aims are:

- to grow the population of Carlisle;
- revitalise the City Centre and deprived urban and rural communities; and
- to promote Carlisle as a place to live, visit, study and grow business.

Our special status as a Growth Point will see the annual target of additional homes rise from 450 to 600 giving us 119,000 homes to meet population needs by 2025. This status will also enable us to meet the affordable housing needs whilst providing a wide range of housing to create a better balanced housing market.

Our intention is to:

- reduce worklessness;
- improve the skills of the workforce;
- and improve support for business innovation and growth.

Through partnership work, we will ensure that residents have the right skills and support to benefit from every opportunity. We will continue to attract graduates so they stay and work in the district and ensure that those facing redundancy are provided with advice and support. Throughout this work, the University of Cumbria will play a central role.

As a local authority, we have built up a substantial property portfolio, worth in the order of £130 million.

*'The Council's asset base is one of its key financial resources, with a rental income of around £5.8 million per annum and an asset value of £130 million. The income is comparable to that of the Council Tax. Over 20% (12,500 people) of Carlisle's workforce are based on the Council's assets.'*⁷

This property portfolio is currently under review and we will ensure that our assets are used to their full potential to help strengthen and broaden the local economy, stimulating economic growth.

Our aims are to improve access to markets, employment opportunities and services and facilities. Our capital programme, worth over £13 million in 2009/10 will be directed to improving the attractiveness of the district, both for residents, visitors and students. The redevelopment of the Sands Centre as a major sporting and entertainment venue is a good example of how a major capital investment can benefit local residents and attract students to a new school of sport, in Carlisle, in 2012.

At the simplest level, settling our invoices in a timely manner can make a significant difference to small and medium sized local companies. We are among the first local authorities in the North West to sign up to the 'Prompt Payment Code', giving our business partners confidence that they will be paid within defined terms, and that there is a clear process for dealing with any payments that are in dispute.

⁷ Asset Management Plan 2009 - 2014

How we balance the different needs of identifiable groups

We will continue to identify the needs of different individuals and groups across the district, making sure that our services are responsive and flexible. In assessing these needs, we will gain a greater insight into who is accessing our services and how their needs are changing. There will be a greater emphasis in narrowing the gaps in the experience and perceptions of our citizens both of our services and their sense of satisfaction with the local area.

Our service standards will be publicised to provide clear information to all citizens on what they can expect in their local area, making the link between the cost of the service and the local standard they can expect to receive.

The reality of transforming Carlisle City Council from an organisation with a projected budget requirement of £22 million ^[2] to an organisation with a projected budget requirement of £19 million by 2014/15 means that there needs to be a significant and robust savings strategy in place to reduce all costs. We will have to radically ration our revenue budget, making services leaner whilst ensuring that an acceptable level of service is provided, which meets national requirements and more importantly the local need.

We will report on service standards for all our key services and these standards will provide a limit beyond which we will not let standards drop for any length of time. Only our priorities will have stretch targets, through which we will expect to deliver continuously improving performance.

Summary of priorities

	Our priorities 2010/2013 <i>“Carlisle is Cumbria’s historic, dynamic and successful University City, creating growth opportunities in a sustainable environment with skilled people and international connections in a stunning location.”⁸</i>				
	Our Local Environment		Growing Carlisle’s Economy		
	People	Places	People	Places	Connections
Key objectives	Greater local involvement in decision making Increased sense of mutual respect and consideration	Improvements in the quality of the local environment	Grow the population of Carlisle Reduce worklessness Improve the skills of the workforce	Revitalise the City Centre and deprived urban and rural communities	Promote Carlisle as a place to live, visit, study and do business Improve support for business innovation and growth
Outcomes	Increased sense of community empowerment and self reliance Greater satisfaction with the local area	Less litter, fly-tipping and crime. Reduced perception of high levels of rowdy and drunk behaviour.	Skilled people in the workforce	Carlisle is Cumbria’s historic, dynamic and successful University City.	International connections in a stunning location.

⁸ ‘Growing Carlisle – An Economic Strategy for Carlisle and the City region’. March 2008