



ENVIRONMENT & ECONOMY OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting: 23rd July 2009
Title: CORPORATE PERFORMANCE MONITORING REPORT,
FOR YEAR 2008/2009
Report of: Head of Policy & Performance Services
Report reference: PPP 32/09

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'.

Contact Officer: Carolyn Curr

Ext: 7017

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

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.

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 second 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”
- 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

- £1.96 million from the Department of Communities and Local Government to develop a site for our gypsy and traveller community
- £1.89 million from Government to provide a new “Centre of Excellence” at John Street

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). During the year, 274 requests for information were made under the Freedom of Information legislation and 267 responses made¹; 3 internal reviews were undertaken and 3 requests were referred to the Information Commissioner’s Office for resolution.

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

- Recycling – “Best in the North West”, although we missed a very stretching target of 50%
- Street cleanliness
- All categories of planning applications far exceed national targets

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

- Street lights repaired
- Households in temporary accommodation
- Satisfaction with some council services
- CO2 emissions from our own buildings

A number of the above indicators may be linked to the current economic climate, particularly households in temporary accommodation, collection of council tax and business rates, and visits to museums. The Council is monitoring this closely.

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 Consortium² 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.

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

¹ The remainder fall into 2009/10

² A collective term for the service level agreements with Cumbria Disability Network, AWAZ and Cumbria Outreach

The City Council continues to develop its performance management framework in order to ensure a robust platform on which to base decisions about corporate priorities and resources. During 2008/2009, an Overview and Scrutiny Task & Finish Group reviewed the framework and proposed three component parts:

- A new Corporate Health framework
- A Carlisle City Council Priority Framework
- A Carlisle Area Assessment based upon the national indicator set and grouped by themes.

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 Group³ but lower to middle quartile when compared to similar historic cities⁴, 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 CO₂ 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 CO₂ emissions across the City Council's operations. This current indicator is being replaced by new national indicator NI185 (CO₂ reduction from local authority operations) which is aligned with the Carbon Management Programme. Further details will be reported in the first quarter 2009/2010.

³ Compiled by The Audit Commission

⁴ Historic Cities Benchmarking Group

3.2 Carlisle Renaissance

Performance is measured against key milestones within the project plan for 2008/09 (table 2):

Table 1: Carlisle Renaissance milestones

Milestones	Date Achieved
Chairman appointed	June 2008
Project Director appointed	July 2008
Delivery Team appointed	August 2008
Carlisle Renaissance Board established	September 2008
Funding Agreement with NWDA agreed	November 2008
Steering Group established	January 2009
University of Cumbria Project Board established	January 2009
Historic Quarter Steering Group established	January 2009
City Centre Partnership established	February 2009
Action Plan agreed	March 2009
Communication Plan agreed	March 2009
County council funding agreed	March 2009

4 CORPORATE HEALTH

4.1 Activity

The measures of activity are predominantly focused upon priority areas and national indicators. The overarching measure of avoidable contact has returned a lower than expected percentage for this year⁵. This figure is likely to increase as more robust methods of recording avoidable contact are developed.

4.2 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 Consortium⁶ 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.

⁵ This means the proportion of customer contact that is of low or of no value to the customer

⁶ A collective term for the service level agreements with Cumbria Disability Network, AWAZ and Cumbria Outreach

5 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. 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.

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 now 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 nd			Aim to minimise	
LP***							4 th			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

APPENDIX B: Corporate Health

Activity

Planning and housing

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
BV109a NI 157a	Processing of planning applications: Major applications (Target Set Nationally)	Councillor Bloxham	69.44%	63.16%	81.82%	60.00%	Best			Aim to maximise	20% above Nationally set target.
BV109b NI 157b	Processing of planning applications: Minor applications (Target Set Nationally)	Councillor Bloxham	74.33%	74.36%	77.27%	65.00%	2nd			Aim to maximise	The Authority is performing above nationally set target in all categories.
BV109c NI 157c	Processing of planning applications: Other applications (Target Set Nationally)	Councillor Bloxham	84.17%	82.82%	88.30%	80.00%	3 rd			Aim to maximise	The Authority is performing above nationally set target in all categories.
NI 154	Net additional homes provided	Councillor Bloxham	N/A	N/A	366	117	N/A		N/A	Aim to maximise	Net additional homes is higher than anticipated in the current climate and includes 40 demolitions for which there is PP for 49 new dwellings - yet to be commenced.
NI 155	Number of affordable homes delivered (gross)	Councillor Bloxham	N/A	N/A	53	13	N/A		N/A	Aim to maximise	Performance is well above target.
NI 156	Number of households living in temporary accommodation	Councillor Luckley	N/A	34	37	34	N/A			Aim to minimise	This figure is a snapshot of the number of homeless households in LA arranged temporary accommodation on the last day of the quarter. The temporary accommodation includes: Bed & Breakfast; Hostels, Women's Refuges, and Registered Social Landlords.
NI 159	Supply of ready to develop housing sites	Councillor Bloxham	N/A	N/A	127.6%	100.0%	N/A		N/A	Aim to maximise	5 year deliverability breakdown: total Potential Permissions = 3491 of which 300 are not expected to be delivered within the 5 yr period = 3191. This figure has been further reduced by 10% to cover lapsed permission =320 FINAL FIG =2871 The provision was 2,250. We have exceeded the provision hence the percentage the greater than

											100%.
NI 170	Previously developed land that has been vacant or derelict for more than 5 years	Councillor Bloxham	N/A	5.90%	5.33%	N/A	N/A	N/A	N/A	Aim to minimise	<p>The methodology is over a rolling 5 years.</p> <p>Area of developed land as at 2001 within the District as provided from the data source link = 2441.992 HA. March 2009 .Amount of vacant land/building and derelict land and buildings as at March 08 National Land Use Database return = 147.02 HA Amount of above that has been on the return for less than 5 years = 16.956 HA Therefore over 5 years: = 130.064 HA 130.064 /2441.992 x 100 = 5.326%</p> <p>The methodology is over a rolling 5 years.</p>

NI 157 a, b and c targets are nationally set. In NI 159 we have exceeded the provision and delivered performance that exceeds the target. In this case the target for 2009/2010 should remain 100%.

NI 156 target should be profiled against the emerging trends in the need for temporary accommodation.

NI 170 target should be based on a reducing percentage, so far on the baseline year (2008) a reduction of 0.57% has been achieved. A similar 0.5% reduction is suggested as a target. This will be refined when comparable data is available.

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%	42.00%	N/A	N/A	N/A	↓	Aim to maximise	Report on Place Survey to follow in July.
BV119c	% satisfied with museums and galleries		71.00%	70.00%	59.00%	N/A	N/A	N/A	↓	Aim to maximise	
BV119d	% satisfied with theatres and concert halls		42.00%	37.00%	29.00%	N/A	N/A	N/A	↓	Aim to maximise	
BV119e	% Parks and open spaces		82%	75%	71%	N/A	N/A	N/A	↓	Aim to maximise	

Targets for satisfaction will be set once the Place Survey data is confirmed by Audit Commission.

Quality marks and measures

PI No	Brief Description of Indicator	Portfolio Holder	Value 2006/07	Value 2007/08	Predicted Performance 2008/09	Target 2008/9	Quartile Position 2007/8 Data	2008/09 On Target?	Short Term Trend Arrow	Direction of Travel	Comments
BV156	Buildings Accessible to People with a Disability	Councillor Bloxham	82.35%	82.30%	82.30% <u>E</u>	N/A	N/A	N/A		Aim to maximise	Changes in the property we own has had an impact on the performance. Of the 33 properties only 6 do not comply with the Disability Discrimination Act.

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
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): Detritus	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.
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:

Countywide baseline	08/09 Target	09/10 Target	10/11 Target
Litter 5%	5%	5%	5%
Detritus 9%	10%	10%	9%
Graffiti 1%	1%	1%	1%
Fly posting 0%	0%	0%	0%

Greener

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
LP180	Monitoring CO2 emissions of our buildings (gas and electricity consumption at Civic Centre, Bousteads Grassing; Crematorium)	Councillor Bloxham	1,311	1,140	1,204	1,118	N/A			Aim to minimise	Estimate value, actual value due end of May but discussions with analysts suggests that the performance has deteriorated from last year.
NI 187(i)	Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (i) Low energy efficiency	TBC	No data for this range	No data for this range	8.73%	N/A	N/A	N/A	N/A	Aim to minimise	Amongst the highest percentage with households in receipt of income benefits living in high energy efficient homes. Additional comments will be sought from Countywide Strategic Partnership Group
NI 187(ii)	Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (ii) High energy efficiency	TBC	No data for this range	No data for this range	38.69%	N/A	N/A	N/A	N/A	Aim to maximise	Amongst the lowest percentage with households in receipt of income benefits living in low energy efficient homes. Additional comments will be sought from Countywide Strategic Partnership Group
NI 189	Flood and coastal erosion risk management	TBC	No data for this range	No data for this range	100%	N/A	N/A	N/A	N/A	Aim to maximise	Carlisle City Council has five flood and coastal erosion risk management actions agreed with the Environment Agency, all of which have been progressed satisfactorily.

NI 197	Improved Local Biodiversity – proportion of Local Sites where positive conservation management has been or is being implemented	TBC	No data for this range	No data for this range	31%	N/A	N/A	N/A	N/A	Aim to maximise	The target in the LAA for 2008/09 for Cumbria has been met. No targets were set at district level - it would be difficult to do as the actions are county wide and not specific to districts, although it is hoped that by increasing the overall county figure all districts would increase too (the target in the LAA for 2010/2011 is 33%).
--------	---	-----	------------------------	------------------------	-----	-----	-----	-----	-----	-----------------	--

The following National Indicators are due at the end of May; they will be reported in the first quarter 2009/2010 report:

NI 188	Planning to Adapt to Climate Change
NI 194	Air quality – % reduction in NOx and primary PM10 emissions through local authority's estate and operations
NI 185	CO2 reduction from local authority operations
NI 186	Per capita reduction in CO2 emissions in the LA area

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
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

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.