



**AGENDA ITEM: 5**

## **OVERVIEW & SCRUTINY BOARD**

**18 November 2010**

**COUNCIL PERFORMANCE: QUARTER TWO 2010/2011**

**ASSISTANT CHIEF EXECUTIVE**

### **PURPOSE OF THE REPORT**

1. To provide an overview of the Council's performance at Quarter Two 2010/2011.

### **BACKGROUND**

2. The 2010/2011 Strategic Plan sets out the Council's key performance targets and the actions it plans to take during the year to contribute to the achievement of these targets.
3. This report summarises the Council's performance against the Strategic Plan at the end of Quarter Two 2010/2011. A detailed progress update is provided in the Quarter Two 2010/2011 performance report (available in the Members' library) for further consideration where required, with the thematic summary sections below signposting to additional information on key issues provided in the full report.

### **Changes to the national performance framework**

4. In recent years, performance management within the Council (particularly in respect of the performance indicators used) has been largely influenced by central government and audit and inspection regimes through the national performance framework for local government and its partners.
5. The coalition government is committed to reducing significantly bureaucratic demands on local government, and has announced significant changes to the national performance framework including the immediate abolition of Comprehensive Area Assessment and Local Area Agreements, and the replacement of the current National Indicator Set with a streamlined government data list by April 2011.
6. In response to this, CMT recently agreed a number of recommendations to streamline Middlesbrough's local performance framework, including the following:
  - An immediate end to the monitoring of current LAA, which will not be replaced. A simple statement on Middlesbrough's local priorities in the medium-term will be included in the next iteration of the Sustainable Community Strategy.

- An immediate end to the monitoring of National Indicators that are not useful, and the development of a local indicator set more reflective of the Council and its plans.
- Further streamlining of the Council's Strategic Plan from 2011/2012, focusing on frontline service performance and transformation programmes and projects.
- A move to the timely online publication of performance information of interest to local people, in line with the government's 'transparency' agenda.

7. This report reflects these agreed changes, and so does not include a specific progress update on the Local Area Agreement 2008-2011, or the remaining indicators in the National Indicator Set <sup>1</sup>. Instead, key performance issues are drawn out in the relevant sections of the report, as appropriate.

### Progress against planned actions and key indicators

8. In the 2010/2011 Strategic Plan, the Council identified 193 actions to progress its contribution to the achievement of the Sustainable Community Strategy themes and strategic priorities.
9. The corporate floor target is to achieve at least 85% of the actions set out in the Strategic Plan during the year. However, actions for this year were specified prior to the new government's in-year grant reductions, other policy initiatives, and the Comprehensive Spending Review (October 2010) which will clearly result in the deletion of some actions and delays in, or the failure to achieve, others during the year.
10. The following table summarises progress at the end of Quarter Two, at which 86.5% of actions were either completed or on target to complete by the target date. To date 15 actions (8%) have been affected by changes introduced by the new government, with further cancellation of actions or delays in delivery likely during the remainder of the year.

Table 1: Performance against planned actions at Quarter Two 2010/2011.

Theme	Total	Completed	On target	Not on target
Creating stronger communities	18	3	14	1
Creating safer communities	5	1	4	0
Supporting children and young people	53	8	39	6
Promoting adult health and well-being	34	2	25	7
Enhancing the local economy	37	4	27	6
Securing environmental sustainability	14	2	10	2
Fit for purpose	32	4	24	4
<b>Overall total</b>	<b>193</b>	<b>24 (12.5%)</b>	<b>143 (74%)</b>	<b>26 (13.5%)</b>

11. The following sections set out key performance issues at the end of Quarter Two, by Sustainable Community Strategy theme.

<sup>1</sup> Further information on the LAA and National Indicator Set is available from the author of this report if required.

<b>Theme:</b>	<b>Creating stronger communities</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Community Safety and Leisure; Adult Social Care</b>

### **Quarter Two evaluation**

12. The Council's contribution to this theme is through major regeneration activity (with a specific focus on culture), neighbourhood renewal, neighbourhood engagement and community cohesion initiatives, and support for the Voluntary and Community Sector.
13. Progress at Quarter Two was strong, with 94% of actions either completed or on target. The single off-target related to visitors to libraries (as set out below).
14. Following the cancellation of the Place Survey, a major issue going forward will be around determining how outcomes in respect of stronger communities can best be measured. This will be picked up in the development of the Council's revised indicator set.

### **Key points of progress**

15. The community regeneration service continued to far exceed targets for the delivery of engagement opportunities, with 248 local forums facilitated and supported and 50 opportunities for involvement in practical projects facilitated by the end of Quarter Two. Neighbourhood Action Plans are being reviewed and refreshed in consultation with local communities. Supporting environmental programmes including Operation Cleansweep and the Back Alley Makeover programme were also on target at the end of the quarter.
16. Arts and cultural events programmes continue to perform well, with visitors to museums and galleries demonstrating further increases. Over 475,000 people had attended cultural events at the end of Quarter Two, 82% of the annual target.
17. The Environment Department's Money Skills programme failed to achieve its first quarter milestone. However, two events were held in Quarter Two to compensate for this and six further events are planned for Quarter Three. The department has reported a significant increase in demand for financial advice from local residents, reflecting the current economic conditions.

### **Key areas for improvement**

18. Library visitor numbers increased by 13% in Quarter Two (to 168,850) but remains off target and is down 4.5% on the same quarter in 2009/2010. This is reflective of both a gradual decline in library usage (as evidenced by the national Active People Survey) and an increase in the use of transactional services (e.g. renewals) via the Internet. The review of libraries is ongoing.

For further information, see pages 3-4 and 26-28 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Creating safer communities</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Community Safety and Leisure</b>

### **Quarter Two evaluation**

19. The Council's contribution to this theme is through CCTV, licensing, environmental management, neighbourhood working and working with young people to divert and protect them from crime and anti-social behaviour. This work is undertaken as part of the overall approach determined via the Safer Middlesbrough Partnership.
20. Good progress was made in respect of planned actions at the end of Quarter Two, with 100% completed or on target.
21. Overall crime is on target for a further annual reduction. All key indicators except two were on target at the end of Quarter Two, an improvement from projected performance at the end of the first quarter.

### **Key points of progress**

22. Improvement was maintained in relation to serious acquisitive crime, which was 33% below target at the end of the quarter. The projected year-end rate of 16.38 per 1,000 population would be over 1,000 incidents less than target.
23. Work continued on the development of the Council's action plan to reduce local perceptions of anti-social behaviour. Response to fly tips, graffiti and needles within agreed timescales was between 98-100%.

### **Key areas for improvement**

24. The serious violent crime rate continued to increase and was higher than Quarter One. It is unlikely that the challenging target of 0.69 incidents per 1,000 population will be achieved. The projected rate equates to around 100 incidents, so a very small increase in incidents will disproportionately affect the rate. The Council is continuing work with partners to address alcohol-related anti-social behaviour.
25. Repeat incidents of domestic violence continued to improve, but was just short of the 44% target at the end of the quarter. There is confidence that performance will be on target at the end of Quarter Three. The Social Care Department continues to oversee the implementation of the national Violence against Women and Girls Strategy within Middlesbrough, but grant cuts and other funding constraints may affect future progress on domestic violence in the town.
26. Early data on hospital admissions for alcohol-related harm suggests some improvement, though admissions were off target in July for the first time in 2010. The target will be very difficult to achieve in the short term as it is influenced not just by high level of acute episodes (related for example to A & E attendances at weekends) but also by long term chronic conditions partly caused by alcohol.

For further information, see pages 5-7 and 29 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Supporting children and young people</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Children and Young People</b>

### **Quarter Two evaluation**

27. The Council's contribution to this theme is through the work of the Children, Families and Learning Department with partners in the Middlesbrough Children's Trust.
28. Performance at Quarter Two remained variable, with only 43% of indicators for which a target was set on target. The most significant performance issues locally remain within the safeguarding and attainment areas, as set out below.
29. This theme had by far the most National Indicators ascribed to it and many of these, particularly in relation to educational performance, were subject to aspirational national target setting. In line with the government's localist agenda, the Secretary of State for Education has recently advised that local authorities will be free from statutory targets. Future versions of this report will be revised to reflect this.
30. Progress on planned actions was good, with 89% of planned actions either completed or on target at the end of the quarter. However, many actions in this area are grant-funded, and are likely to be affected by the recently announced cuts. The approach in many areas is under fundamental review due to changes in government policy and the impact of the Comprehensive Spending Review.

### **Key points of progress**

31. Good progress has been made on the Be Healthy priority. Obesity among primary school (NIs 55/56) children is performing better than target. In particular, teenage pregnancy rates maintained improvement levels at Quarter Two (19.7% below the baseline year) while remaining short of the stretching national target (55% reduction). Local performance remains above national and regional average reductions and was highest among statistical neighbours.
32. Provisional attainment results for academic year 2009/2010 were released in August 2010 and again demonstrated improvement. 43% of local pupils achieved 5 A\*-C GCSEs (including English and Maths), up from 36.4% in 2009. The proportion of pupils gaining 5 A\*-Cs overall improved from 64.3% in 2009 to 72.5% in 2010, above the national average of 69.1%. All local authority National Challenge schools achieved results above the 30% floor target.
33. The Primary Strategy for Change, BSF and Myplace capital programmes remain on schedule at the present time.

### **Key areas for improvement**

34. Some progress has been made on safeguarding actions, particularly in respect of front of house and CAF promotion. However, performance on the majority of safeguarding indicators had deteriorated from Quarter One, as set out in table below.

Table 2: Safeguarding performance at Quarter Two 2010/2011.

Performance against the majority (8/11) of safeguarding NIs has deteriorated from Q1. Only 1 of the 11 indicators is currently on course to meet the revised targets for 2010/2011. Progress is as follows:

- NI59 (initial assessments within 7 days): 78.7% (down from 83.4% in Q1) against a target of 93%.
- NI60 (core assessments within 35 days): 74.6% (up from 53% in Q1) against a target of 85%.
- NI61 (adoptions within 12 months of decision): 70% (down from 100% in Q1) against a target of 89%.
- NI62 (LAC with 3 or more placements in year): 3.2% (up from 1.2% in Q1) against a target of 11.5%.
- NI63 (LAC <16 with placements of 2 yrs+): 60.8% (down from 64.4% in Q1) against a target of 65%.
- NI64 (CPPs lasting 2 years or more): 8.5% (down from 12% in Q1) against a target of 6%.
- NI65 (CPP for subsequent time in year): 13.8% (down from 29.7% in Q1) against a target of 12%.
- NI66 (LAC reviewed within timescales): 77.6% (down from 91.8% in Q1) against a target of 95%.
- NI67 (CP cases reviewed within timescales): 92.1% (down from 100% in Q1) against a target of 100%.
- NI68 (Referrals going to initial assessment): 73.1% (up from 49.1% in Q1) against a target of 70%.
- NI70 (CYP hospitalisations for accidental/deliberate injury): 62.4 per 10,000 against a target of 54 at Q1.

There has been a significant increase in referrals proceeding to initial assessment, and a corresponding decrease in the timeliness of initial assessments. However, the timeliness of core assessments has improved significantly. Indicators dealing with the stability of LAC have deteriorated slightly, but performance on Child Protection Plans has improved slightly. Hospitalisations for accidental/deliberate injury have increased slightly.

35. Following the recent unannounced inspection, the department continues to implement improvement actions in advance of the announced inspection in January 2011.
36. Achievement at level 4 or above in both English and Maths at Key Stage 2 was below target (71.5% against a target of 76%), though only 11 of 42 local primary schools participated this year due to the national dispute, so these figures are not comprehensive.
37. The secondary school persistent absence rate (NI87) was significantly above target at 8.3%; though schools judged as having good/outstanding behaviour and the rate of permanent exclusions (NI114) have improved. First time entrants to the youth justice system (NI111) is performing better than target.

For further information, see pages 8-15 and 30-37 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Promoting adult health and wellbeing, tackling exclusion and promoting equality</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Health; Adult Social Care</b>

### Quarter Two evaluation

38. The Council's contribution to this theme is through the work of the Social Care Department, with health and probation partners.
39. Performance at Quarter Two was generally positive, though seven actions were reported as off target. Actions relating to user-led quality assessments (SC09) and

client group commissioning plans (SC11) have slipped, but are underway. However, those relating to stroke rehabilitation (SC16/17) have stalled as a result of NHS restructuring, and those relating to increasing employment rates among vulnerable groups (SC18/25/26) are off target, presumably due to current economic circumstances.

### **Key points of progress**

40. Excellent progress with the personalisation agenda continued, with the 30% target for clients with personal budgets likely to be comfortably achieved by the year-end.
41. Timeliness of assessments and packages remained on target and transfer of care, adaptations and care packages indicators continued to perform well at Quarter Two. The waiting time for major adaptations stood at nine weeks at the end of the quarter, well below target but somewhat higher than the Quarter One figure of seven weeks.
42. The Healthy Towns original programme will continue to be funded until March 2011. Permission is being sought from the Department of Health to carry over a potential under spend into 2011/12 to complete evaluation and the exit and continuation priorities. Quarter Two planned activities were completed on programme with the exception of a one to two month delay on 'Safer routes to schools' phase 2. The BCF grant for the Prissick Cycle track has been accepted and the anticipated completion date is December 2010 / January 2011. The Town Meal successfully delivered in September 2010.

### **Key areas for improvement**

43. Independent living indicators remained significantly off target in Quarter Two. The Social Care Department continued to stress that grant cuts and future funding changes in respect of the Independent Living Fund (of which Middlesbrough was the greatest user) and Housing Benefit will put the development of independent living at risk and threaten projected efficiencies from reduced reliance on high-cost residential care.
44. The economic downturn continued to impact in securing employment for vulnerable adults. The role of Ayresome Industries and its business model is under review. Only three clients with substance misuse problems have found employment in the last five months. A forum has been held on employment issues and an employment action group developed.

For further information, see pages 16-18 and 38-41 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Enhancing the local economy</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Economic Regeneration and Transport</b>

### **Quarter Two evaluation**

45. The Council's contribution to this theme is through spatial planning, economic development and worklessness initiatives, cultural activity and the Housing and Transport Plans.
46. Progress on actions for this theme has slowed in Quarter Two, with 84% of actions either completed or on target. Five of the six off-target actions sit within the transport priority, with most slipping through delays in agreements and approvals etc. Only one action (EN 27) has been directly affected by funding reductions to date.
47. The recent recession continues to impact on economy-related indicators. Many actions to support this area are grant-funded, and will be affected by Comprehensive Spending Review. In addition, a significant proportion of the policy changes of the new government will fall within this theme and are likely to result in the slippage and/or amendment of some planned actions in the final quarters of the year.

### **Key points of progress**

48. The Tees Valley Local Enterprise Partnership was given government approval in October 2010. This new initiative will help create jobs, new business and boost the local economy across the five Tees Valley council areas through a range of interventions to help unlock a forecasted £8bn of investment in the area and foster the growth of SMEs. All local actions relating to business engagement/support and job creation [RG17-20] were reported on target.
49. Housing market indicators (e.g. NI 154: the number of affordable homes and NI155: net additional homes) continued to improve in line with revised target profiles, and the housing support indicators (e.g. homelessness) continue to perform well. Planning applications and new builds continue to rise and are up on the same period last year. The processing of planning applications (NI 157) continues to demonstrate high performance.

### **Key areas for improvement**

50. The gap in unemployment rates between Middlesbrough and the Tees Valley average remained 1.4% in the second quarter, and is wider than the same period last year. 41.3% of local unemployed people have been so for over six months, though the rate has fallen in recent months. Youth employment is 30.8% and rose slightly during the quarter for the first time in over a year, but the gap between Middlesbrough and Tees Valley average has narrowed considerably and stands at 0.4%.
51. Five transport actions were missing target at Quarter Two:
  - EN19: East Middlesbrough Transport corridor – still at discussion stage with Redcar and Cleveland Borough Council.



- EN21: Implementation of the urban traffic management system – behind schedule due to IT compatibility discussions.
- EN24: Network rail improvements at Middlesbrough Station and James Cook hospital – assessment work is still ongoing with design work now underway.
- EN25: Residents parking scheme at Beechwood – scheme has been designed and completion due in Quarter Three.
- EN27: Programme for 20mph speed limit initiatives – affected by in-year grant reductions.

For further information, see pages 19-21 and 42-46 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Securing environmental sustainability</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Environment</b>

### **Quarter Two evaluation**

52. The Council's contribution to this theme is through street cleanliness, public open space, waste management and recycling, the reduction of carbon emissions and the promotion of sustainable development. This theme continued to demonstrate strong progress with just two actions off target at Quarter Two.

### **Key points of progress**

53. No street cleansing surveys were scheduled for Quarter Two. Continued litter collections and sweeping operations should see performance improvement continue in Quarter Three.
54. Play Builder funding was confirmed by the government during the quarter, and the Council's programme will now proceed.

### **Key areas for improvement**

55. The projected year-end figure for recycling (NI192) was below target and 2009/10 performance at the end of Quarter Two, though it is anticipated that the year-end target will ultimately be achieved. Waste landfilled (NI193) remains well above target due to ongoing issues at the EfW plant, which has experienced long-term problems and is scheduled for renovation next year. Residual household waste was over profile at Quarter Two but is projected to achieve the year-end target.

For further information, see pages 22-23 and 47-48 of the Quarter Two 2010/2011 performance report (Members' library).

<b>Theme:</b>	<b>Fit for purpose</b>
<b>Relevant Scrutiny Panel(s):</b>	<b>Overview and Scrutiny Board</b>

### **Quarter Two evaluation**

56. The Fit for Purpose theme aims to further strengthen the Council's strategic framework in respect of value for money, information, workforce planning and policy development and performance management.
57. Good progress was demonstrated at the end of Quarter Two with 87.5% of actions on target. Three actions in the 2010/2011 Strategic Plan have been cancelled to date due to changes to the national performance framework (Place Survey, LAA and Equality Framework for Local Government).

### **Key points of progress**

58. Good progress was made against the corporate value for money strategy, with the Council projecting efficiencies of £26.957m for 2010/2011 against a national target of £18.414m.
59. Actions relating to the Council's transformation programme are all on target. A transformation review programme has been developed and will be progressed by senior officers, led by the Assistant Chief Executive.
60. Sickness absence continues to fall with a 3.26 day average at the mid-year point against a target of 4.60 days. This is an improvement on the same period in 2009/2010 (4.38 days), projecting a year-end figure of 8.96 days.

### **Key areas for improvement**

61. Council Tax collection (NI 9) and the speed of processing new claims in HB/CTB (NI 181) were behind target at Quarter Two. Council Tax was only marginally short of target, and 0.41% ahead of last year. A series of improvements have been suggested by the Council, which are being considered by Mouchel.
62. Indicators on the diversity of the overall and top paid workforce remain volatile due to relatively small numbers of employees involved. Capacity to improve these figures may be limited due to current recruitment constraints, and a new approach to positive action is being considered.
63. Off-target actions relate to financial benchmarking (CS30), the Middlesbrough Partnership's community engagement framework (CS50), the 2010 Local Democracy Campaign (CS52), and the review of the Council's People Strategy (CS38). The majority of these are under review due to budget reduction proposals.

For further information, see pages 24-25 and 49-52 of the Quarter Two 2010/2011 performance report (Members' library).

## **Progress against key programmes and projects**

64. The Council is monitoring progress against its key programmes and projects as part of its quarterly performance monitoring arrangements.
65. There was good progress overall on the Council's key programmes and projects at the end of Quarter Two, particularly given uncertain political and economic circumstances, though these have now started to impact on plans and timescales in some areas.
66. 89% of key programmes and projects were on target at the end of the quarter. Of those missing target, the most serious appear to be Grove Hill and Linthorpe Road Central, for which ONE NorthEast has withdrawn funding following the review of its expenditure. Proposals in respect of the future development of Middlehaven remain under discussion.
67. It is anticipated that clarity on future plans, particularly in respect of physical development, will be greater once the full impact of Comprehensive Spending Review is known.

## **Implications for the Council and local communities**

68. The Council's Strategic Plan is fundamentally linked to the delivery of the vision for Middlesbrough, so off-target performance is concerning. Work continues to prioritise actions impacting on the Sustainable Community Strategy targets in the short to medium term. However, the current economic climate, and forthcoming reductions in public spending, will inevitably impact on the likelihood of some targets being achieved.
69. The Council's budget setting process has been developed in line with the priorities set out in the Strategic Plan, therefore the financial implications of the work programme described in this report have been fully considered. In-year changes are reflected in the quarterly revenue and capital outturn reports.

## **RECOMMENDATIONS**

70. That the Overview and Scrutiny Board notes the content of the report and identifies any issues for further investigation and/or for inclusion on the work programme.

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