

Report of Assistant Chief Executive (Customer Access and Performance)

Report to Executive Board

Date: 14th Dec 2011

Subject: 2011/12 Quarter 2 Performance Report

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number: N/A	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. This report presents to Executive Board a summary of the quarter 2 performance data. Five key issues have been highlighted for Executive Board attention: Budget, Looked-after children, Rate of Domestic Burglary, Transport and Planning Performance.

Recommendations

2. Executive Board is requested to:
 - Note the five key issues which have been highlighted: Budget, Looked-after children, Rate of Domestic Burglary, Transport and Planning Performance and consider if they are satisfied with the work underway to address these issues.
 - Ensure that all reports they receive clearly evidence that effective consultation has taken place as appropriate and due regard has been given to equality.
 - Note the intention for the strategic partnerships to ensure that the focus remains on delivery and that they lead a robust debate with partners on the performance reports for the shared city priorities.

1 Purpose of this report

- 1.1 This report presents to Executive Board a summary of the quarter two performance data for 2011-12 which provides an update on progress in delivering the Council Business Plan 2011-15 and City Priority Plan 2011-15. In addition it provides an update on related work to implement Outcomes Based Accountability which was requested by Executive Board at their meeting on 22nd June 2011.

2 Background information

- 2.1 A new set of delivery plans for the Council and the city were adopted by Council in July 2011 and this report is the first performance update setting out the progress in delivery of these plans. The plans and performance management arrangements that form the basis of this report have been developed alongside the revised partnership boards for the city in a whole system approach. Members will note that the delivery of City Priority Plan priorities are shared with partners across the city while the Council Business Plan sets out the Council's contribution to these shared priorities. This report whilst providing an overview of the performance relating to the City Priority Plan deliberately focuses more on the council's contribution which will best enable Executive Board to challenge the organisation.
- 2.2 Outcomes Based Accountability (OBA) is a planning and performance management methodology which is action and outcome focused. It is particularly helpful to partnership working and is a way of achieving accountability which recognises that changing outcomes for a complex and diverse city such as ours is difficult and cannot be the responsibility of one single organisation. It can only be done through effective partnership working. OBA provides tools and techniques to help partnerships to develop effective and ongoing processes to monitor achievement and to revise/improve the plans as appropriate. At the heart of OBA is an important distinction between accountability for the performance of services or programmes on the one hand, and accountability for outcomes for a particular population on the other:
- **Population Accountability** – this is about delivering outcomes for whole populations; like all children in Leeds, all older people in Harehills or all residents of Otley. This is not the responsibility of any one organisation or programme. For example if we think about the outcome that “all children in Leeds are healthy”. Who is accountable for delivering this outcome? Perhaps the obvious answer is the health service but we know that they cannot improve health for all children without the active participation of many other partners like schools, parents, youth services, parks and countryside etc. That is the nature of population accountability – it cannot be the responsibility of one agency and they cannot be held to account for it. Effective partnership working is necessary to make progress on these quality of life outcomes for a whole population. The Vision and City Priority Plan are referenced at the population accountability level and set out the outcomes, priorities and indicators for the city.
 - **Performance Accountability** this is about individual organisations e.g. the Council or Leeds Primary Care Trust. It's about the programmes and services they provide, and their role in managing these services to make sure that they are working as well as possible. However, these services can only be held accountable for the difference they make to the wellbeing of their specific clients or service users. OBA requires an equally robust approach to managing service provision by measuring appropriate performance measures for all agencies, projects and programmes. These programmes will clearly make a contribution to the delivery of whole population outcomes and indicators. The Council Business Plan is about performance accountability and sets out the Council's contribution to the city wide outcomes.
- 2.3 In Leeds OBA is currently being rolled out and implemented, with the Children Leeds partnership at the forefront, reporting that OBA is a useful and effective tool in helping tackle difficult issues. In order to develop knowledge and understanding across the partnership, to support the roll out of OBA, a number of training events were recently run including awareness sessions which over 300 people attended and the feedback was very positive. The evaluation report of this training is published on the [intranet](#) along with a range of information and resources. In addition, 36 people were trained in more depth on the methodology and their role

will be to help design and facilitate OBA workshops and to provide briefings and further training.

- 2.4 A working group is also meeting regularly to look at how we can best use OBA, ensure momentum is maintained and share best practice. Over the next few weeks and months we are anticipating that services, teams and partnerships will start to use the methodology and build expertise and experience in OBA across the city. The real benefits of OBA are in using it consistently over a period of time – keeping the focus on outcomes and making the best use of the data to inform decision making. Consideration is also being given to how we can incorporate OBA into other processes across the council like service planning and appraisals.
- 2.5 This report includes two appendices:
- Appendix 1a – Performance Reports for the 5 Cross-Council Priorities.
 - Appendix 1b – Summary of City Priorities 'RAG' assessment.

3 Main issues

Performance Overview

City Priority Plan (CPP)

- 3.1 There are 21 priorities in the CPP and 1 is red, 13 are amber and 7 are green. The red performance report is “Make sure that people who are the poorest improve their health the fastest” and whilst life expectancy for the whole of Leeds’ population continues to increase for deprived areas it is remaining the same. As a result the gap is widening. It is also recognised that life expectancy is influenced by a range of factors that sit within the remit of other Strategic Partnership Boards like housing conditions, unemployment and transport.
- 3.2 A piece of work has been commissioned by the Leeds Initiative Board to look more broadly at what reporting arrangements are needed in order to track these contributions effectively without creating separate and potentially bureaucratic processes. Proposals are scheduled to be brought back in February.

Council Business Plan

Cross Council Priorities

- 3.3 There are 5 cross-council priorities, supporting the implementation of the values and none of these are assessed as red (all are currently amber). However, the performance indicators on the variation from the agreed directorate budget is rated as red in all directorates with the exception of Resources and Customer Access and Performance. Executive Board will note that they will be receiving more up to date financial information through the “Financial Health Monitoring 2011/12 – Month 7” which is on the same agenda. These performance reports are included in appendix 1a.

Directorate Priorities and Indicators

- 3.4 There are 56 Directorate Priorities and of these none are red, 19 are amber and 37 are green. These are supported by 70 performance indicators but for 23 of these no result is available at quarter two (these are either in-development or are annually reported). Of those that can be reported in-year, 7 (15%) indicators are rated as red (these are listed below), 11 (23%) are amber, 28 (60%) are green and 1 (2%) have no RAG rating. Red rated indicators are:
- Percentage of children’s homes rated good or better (Children’s Services)
 - Percentage of children’s complaints resolved within 20 days (Children’s Services)
 - Number of enquiries received from businesses seeking to locate in Leeds (City Development)
 - Percentage of major planning applications completed on time (City Development)
 - Income in City Development (City Development)
 - Percentage of Executive Board and Key/Major decisions that are implemented in 3 months (Resources)
 - Number of missed bins per 100,000 collected (Environment & Neighbourhoods)

Key performance issues for Executive Board

i) Budget

- 3.5 Despite a reduction in the projected year-end overall overspend (£7.2m at Month 6) and more than £80m of the budgeted savings required being on target, there remain significant financial issues. A number of actions have also been taken corporately to increase reserves; most notably the Council has been successful in a VAT claim which has increased the general reserves position by £8.4m as at the end of 2010/11. A more up-to-date position is provided in the month 7 budget update report on the same agenda.

ii) Looked-after children

- 3.6 The number of Looked After Children has stabilised over the last 6 months and the rate at which children are entering care is on a downward trend, but those who enter care remain within it for longer. Costs continue to rise because of where children are being placed and work is underway to address placement costs. There is now a greater focus on early preventative work to reduce the need for children to come into care: for example through the increase in numbers of children on child protection plans; the development of an early start service to enable intervention to take place both earlier in a child's life and earlier on in the development of need; as well improvements in embedding the common assessment framework. The three 'early adopter' clusters are an example of these developments.
- 3.7 The percentage of the council's children's homes (11 in total) rated by Ofsted as 'good' or better has declined from 62% to 50%. A number of issues have been highlighted by Ofsted's new inspection regime, including the fabric of our children's homes and their size. We are currently undertaking a full review of the homes (including staffing) and this will be ready by the end of December. Given the potential impact on the budget this is an area that we will continue to monitor closely.

iii) Rates of Domestic Burglary

- 3.8 A clear trajectory of improvement has not yet been firmly established and although burglary rates have improved in recent months they deteriorated between April and August 2011. Early indications are that the improvement in September and October is continuing but overall Leeds does have the highest rate of burglary when compared to other comparator cities. The rates vary from ward to ward, with the highest increases from the year to September 2010 and the year to September 2011 being Bramley and Stanningley (up 46%) Chapel Allerton (up 38%), Burmantofts and Richmond Hill (up 30%) and Headingley (up 25%). As brought out in the report card, the next four months during the darker nights will be critical and again this is an area we need to continue to monitor closely.

iv) Transport

- 3.9 The risk of not achieving an improved transport infrastructure for the city over the next few years remains high. This is due to funding uncertainties and delays around some of our planned major transport schemes (e.g. New Generation Transport, Rail Growth Package, Inner Ring Road, High Speed Rail etc.)
- 3.10 However, the overall progress from a performance perspective is shown on the report card as 'green', despite the headline indicator remaining static (percentage of Leeds residents who can get to work by public transport within half an hour at peak times). The "green" rating has been provided to recognise the achievements to date but the situation will be reviewed at quarter three in light of anticipated decisions relating to major funding bids. The failure of some or all of these bids would lead to a rating of "amber" or "red". Given the potential impact on the delivery of this and other related city priorities (e.g. economic development) this is an issue Executive Board need to note.

v) Planning Performance

- 3.11 Efficient and effective planning processes are a key contribution on behalf of the council for the delivery of a range of City Priority Plan priorities around economic development,

creation of jobs, housing growth and the marketing/profile of the city. As well as having a direct impact on the income targets for the City Development Directorate. It is understood that the main reason for the red indicator around the completion major planning applications on time is due to difficulties in signing off the section 106 agreements with developers. In the current economic climate, some developers may be reluctant to complete these agreements. The Council has a difficult role to play in ensuring the viability of development and obtaining appropriate contributions to developing infrastructure and providing community facilities. The new Community Infrastructure Levy (CIL) and draft regulations are currently subject to consultation (due to close on 30th Dec 2011). This new system is more flexible and provides an opportunity for the Council to re-assess its policy in this area in light of the strategic plans. However, it should be noted that CIL is intended to provide gap funding for infrastructure and there are likely to be far greater demands for funding than CIL can deliver. Further detail on this issue and work underway in this area is presented in another report on the same agenda.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 All performance information is normally reviewed by Directorate Leadership Teams, Partnership Boards (for City Priorities) and the Best Council Board (Cross-Council Priorities). However timings of some Boards did mean that this was not possible in all cases for quarter two, but in the future meetings will be scheduled to align better with the quarterly reporting cycle. All performance information has been reviewed by CLT and the Council's Performance Board.
- 4.1.2 Within the Council Business Plan, the new values are measured through a range of performance indicators. The values around 'consulting with the public' and 'giving due regard to equality' will be assessed through examining key and major decisions for assurance that decision makers have been provided with the correct information in order to make the decisions. This is important in order to protect the authority and its decision-makers from legal challenge (as has already occurred in other local authorities) and possible resulting financial consequences. Members will note that a revised reporting template was introduced on 1st September that specifically includes sections on consultation and equality which will prompt report writers to include this information. Work has commenced to develop the methodology for measuring and reporting on this indicator. It is anticipated that a result for these indicators will be reported at Q4. Members of Executive Board are also asked to ensure that any reports that come to them clearly evidence within the report that effective consultation has taken place and due regard has been given to equality.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Whilst some of the performance reports do include an update on the significant issues for the delivery of the priority from an equality perspective some do not. This is an issue that will be given further consideration through the work commissioned by the Leeds Initiative Board in order for them to monitor the cross cutting issue of poverty and inequality that runs through many of the CPP priorities (see para 3.2).

4.3 Council Policies and City Priorities

- 4.3.1 This report provides an update on progress in delivering the council and city priorities in line with the council's performance management framework.

4.4 Resources and Value for Money

- 4.4.1 There are no specific resource implications from this report; however, it includes a high level update of the Council's financial position as this is a cross council priority within the Business Plan.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 All performance information is publically available and will be published on the council and Leeds Initiative websites.

4.6 Risk Management

- 4.6.1 The Performance Report Cards include an update of the key risks and challenges for each of the priorities. This is supported by a comprehensive risk management process in the Council to monitor and manage key risks. From this quarter CLT have also reviewed the corporate risk register alongside the performance information which will further ensure that the Council's most significant risks are effectively identified and managed.

5 Conclusions

- 5.1 This is the first time that the performance reports and scorecards have been produced and there is still some work to do to ensure that they are high quality information updates, written in plain English with jargon kept to a minimum. In terms of City Priority Plan performance reports these also need to be owned and debated by the five Strategic Partnership Boards and include more information from across the partnership. Timing issues meant that this did not happen in all cases at quarter two although they were signed off by key stakeholders as appropriate. Outcomes Based Accountability support will be offered to all Boards to help them to develop and refine their action plans for the delivery of the priorities for their boards and to help them to use the data to shape their performance discussions. Some of the performance information was also incomplete and will be chased for quarter three.
- 5.2 However, overall the performance reports and directorate scorecards are a clear and simple summary of performance that Members of Executive Board can use to understand the current performance of the Council and City in relation to our strategic plans.

6 Recommendations

- 6.1 Executive Board is requested to:
- Note the five key issues which have been highlighted: Budget, Looked-after children, Rate of Domestic Burglary, Transport and Planning Performance and consider if they are satisfied with the work underway to address these issues.
 - Ensure that all reports they receive clearly evidence that effective consultation has taken place as appropriate and due regard has been given to equality.
 - Note the intention for the strategic partnerships to ensure that the focus remains on delivery and that they lead a robust debate with partners on the performance reports for the shared city priorities.

7 Background documents

- City Priority Plan 2011-15
- Council Business Plan 2011-15
- Council and City Performance Management Framework (Draft)