

**BRISTOL CITY COUNCIL**  
**Place Scrutiny Commission**  
**17<sup>th</sup> March 2016**

**Report of:** Strategic Director, Place

**Title:** Performance Report for 2015/16 Q3

**Ward:** Citywide

**Officer Presenting Report:** Service Director, Transport

**Contact Telephone Number:** 0117 92-22947

**RECOMMENDATIONS**

To note:

- the Place Performance Report for Quarter 3 of 2015/16.
- the changes in requirements for the reporting of performance to OSMB and scrutiny commissions.

**Summary**

The report and appendices are a summary of the main areas of progress towards delivery of the Corporate Plan 2014-17.

**The significant issues in the report are:**

The most significant highlights, milestones and performance issues are contained within the Place 2015/16 Quarter 3 Performance Report (Appendix A) and Management reports on BCP measures with performance at "Well below Target" (Appendix B).

**Policy**

1. N/A

**Consultation**

**2. Internal**

Directorate Leadership Team and Strategic Leadership Team

### 3. External

N/A

### 4. Context

The mayoral themes formed the basis of the Corporate Plan 2014/17 that was agreed at Full Council on 22<sup>nd</sup> July 2014. A suite of measures of success (including both performance indicators and key projects) have subsequently been agreed to determine progress towards the strategic objectives identified with the Corporate Plan.

Appendix A (Place 2015/16 Quarter 3 Performance Report) reports on key measures in delivering the Corporate Plan, and can be summarised as follows:

- Of the 4 PIs for which data was due in Q3 (and which had a target against which to measure), 3 are currently above target and 1 is well below target.
- Performance in 5 areas has improved and declined in 2 (when measured against either Q3 in 2014/15 or at Q4 2014/15 for annual measures where the change is against the previous year end.)

Headline findings for quarter 3 reporting:

- The delivery of affordable housing continues to be well below target. A broader range of housing indicators which are owned by other directorates (e.g. homelessness, use of emergency accommodation) also remain challenging.
- Transport indicators improving, particularly in respect of increasing numbers of journeys made by bus.
- Energy generated from initiatives led by the Energy Service is ahead of the expected year-end target due to the successful completion of a number of schemes.
- Projects continue to supply milestone reports as hard performance numbers before delivery phases are not available.

Appendix B is presented in response to an Overview and Scrutiny Management Board (OSMB) resolution. The intent was to ensure that OSMB had the information required to ensure plans are in place for those indicators which present as “well below target” (showing as red in Appendix A).

There is one measure noted this quarter:

- The supply of affordable housing (BCP092); this references a number of continuing issues for Registered Providers in the

construction industry which have contributed to the target not being reached. Additional information is provided to update on actions that have been completed during this quarter, and there is also wider contextual information about the sector which is pertinent to the issues around non-delivery of the units. Whilst it was hoped that a number of the housing units not completed during previous quarters would become available during the first half of 2015/16, this has not happened, and it is unlikely that all slippage on delivery will be recovered. The Housing Enquiry day held in October 2015 addressed a wider range of issues across the sector with further detail being provided.

This reporting forms part of a programme of work in developing an integrated performance framework focussed on delivering the Corporate Plan 2014-17, that will provide a hierarchy of reports from the strategic level for member scrutiny and the Senior Leadership Team, to more detailed reports on measures at the operational level within the organisation.

### **Performance reporting developments**

At the OSMB meeting on 4<sup>th</sup> February 2016 it was agreed that the main focus of performance reports will be the relevant Scrutiny Commission. OSMB will therefore no longer receive reports on a regular basis, but should a Scrutiny Commission identify a performance issue that needs to be considered at a corporate level, a report will be submitted to OSMB on that specific issue. OSMB also will retain the right to call for specific issue performance reports to be brought to their meeting.

### **Proposal**

5. Place Scrutiny Commission is asked to note the contents of the summary performance report and the changes in the reporting process to OSMB.

### **Other Options Considered**

6. N/A

### **Risk Assessment**

7. N/A

### **Public Sector Equality Duties**

8. Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex,

sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to -
  - a. remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
  - b. take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities); and
  - c. encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
  - a. tackle prejudice; and
  - b. promote understanding.

## **Legal and Resource Implications**

### **Legal**

N/A

### **Financial**

#### **(a) Revenue**

N/A

#### **(b) Capital**

N/A

**(Financial advice provided by N/A)**

### **Land**

N/A

### **Personnel**

N/A

**(Personnel advice provided by N/A)**

**Appendices:**

Appendix A: 2015-16 Qtr.3 Performance Report

Appendix B: 2015-16 Qtr.3 Management Reports of “well below target” measures.

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**Background Papers:**

None

## Place Scrutiny Performance Report for 2015/16 Qtr. 3 (1st April 2015 to 31st December 2015) progress against the Corporate Plan Measures of Success

### Key: Direction of Travel in last 12 months

Improved (>10%)			Worsened (>10%)
Improved (<10%)			Worsened (<10%)
Static (0% change)			Greyed out arrow shows last comparable direction of travel (for annually reported metrics)

### Building Successful Places

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP091	Net additional homes provided to meet the Core Strategy target	Planning	Annual	1,454	914	Not due		<p>This measure is informed by an annual survey and calculated as the sum of new build completions, minus demolitions, plus any gains or losses through change of use and conversions. It is generally reported in the quarter following year end.</p> <p>There was overall increase of 12.9% in dwelling completions since 2013-14 (1,287 completions)</p>
BCP092	Increase the number of affordable homes delivered in Bristol	Economy	Quarterly	243	300	89 (Q3 target 150)  (Well below target)	  (2014-15 Q3 116)	<p>AH delivery for Q1 to Q3 combined is 89 against a cumulative target of 150 AH. The AH units delivery is lower than projected due to slippage on a number of projects that had been expected to deliver in Q3 which will now either be delivered in Q4 or next year:</p> <ol style="list-style-type: none"> <li>1. Wapping Wharf (26 units) - Delay due to continuing problem with contractors - slipped to Q4</li> <li>2. Torpoint (30 units) Delay due to contractor difficulties and utilities has led to a new phasing programme with 21 delayed to next year</li> <li>3. Loxton Square (17 units) Delay due to contractor difficulties - now due next year</li> </ol> <p><b>Please see more detailed management report in Appendix B</b></p>
Project	Delivery of a range of projects to support the development and viability of Bristol's High Streets and Local Centres	Economy	Ongoing	n/a	n/a	n/a	n/a	<p>From September 2015 to January 2016, the vacancy rate for the city's high streets/local centres remained static at 6.8%. There are areas with a vacancy rate in excess of 10% (and more than 1 vacant unit) - Bedminster, Brislington, Lockleaze (Gainsborough Square), St George (Church Road), Totterdown, Bristol Shopping Quarter (Broadmead, Galleries, Cabot Circus) and the Old City. The Bedminster Town Team are planning actions to fill vacant units in Bedminster, and the Council is developing plans to further improve Gainsborough Square, and Bristol Shopping Quarter and the Old City. The Council liaises with traders' groups (where they exist) in order to share information on business/high street support.</p>

## Global Green Capital

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP119	Improve energy efficiency from home installations	Energy	Annual	n/a	Baseline year (target to be established)	Not due	n/a	To date nearly 120 installations have been completed through the Warm Up Bristol initiatives: of these over 84% are for solid wall insulation with boilers/heating systems and double glazing account the remaining majority. A further 107 installations of different types are currently in progress. This has been achieved during the exceptional circumstances resulting from the unexpected closure of Climate Energy, which has been reported on in detail elsewhere.
BCP120	Energy generated by initiatives led by the Energy Service	Energy	Biannual	1400kW	1800kW	2,164 kW (Well above target)	n/a	Performance at Q3 has passed the expected year-end target. Installations since the end of Q2 have included several schools (through Skanska's programme) generating 97kW and Severn Road solar farm generating 1800kW
BCP121	Increase the economic output measured by annual Gross Value Added (GVA) (£m)	Economy	Annual	£12,672m	£12,800m	Not due	↑	There are a wide range of factors which are relevant to the measurement of economic output for Bristol. Economic conditions during the year will then in turn directly influence the number of business registrations which take place. The quarterly Economic Briefing note for the current period ending December 2015 presents information on the local labour market and commercial and industrial development. The briefing also captures recent business news including significant job gains and losses, and major development proposals and can be seen here.
BCP122	Increase the proportion of new business registrations per 1,000 working age population	Economy	Annual	7.23	7.50	Not due	↑	
BCP124	Reduce the total CO2 emissions in Bristol City (k tonnes)	-	Annual	2038.8 (k tonnes)	1874.6 (k tonnes)	Not due	n/a	Annual calculation for this measure is due c 18 months after year end. The indicator comprises of an annual amount of end user CO2 emissions across an agreed set of sectors (housing, road transport and business)
Project	Funding approval for projects promoted as part of the Strategic Economic Plan (Funding, and therefore delivery, does not start until 2015/6).	Place	Ongoing	n/a	n/a	n/a	n/a	A number of workstreams contributing to the Strategic Economic Plan are underway, including the Sustainable Urban Development Plan and the European Structural & Investment Fund (ESIF) Business Growth, Innovation and Low Carbon Priorities continuing work to influence shape of the first calls for projects to be issued by DCLG in late Nov, and specifically to develop business start up, early growth and social enterprise support projects in response to the Business Growth call. Avonmouth Severnside Enterprise Area (phase 1 infrastructure): following approval of funding, work is underway on both ecological field surveys and publishing an ITT for the design and development of the flood defence solutions; Filwood Green Business Park occupancy rates are ahead of forecasts, and a successful South Bristol Business and Jobs Fair was hosted there in September 2015

## Global Green Capital (contd.)

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
Project	To develop, and facilitate delivery a programme of events to celebrate Bristol's selection as the European Green Capital 2015. Success will be measured by the number of events successfully delivered in 2015.	Place	Ongoing	n/a	n/a	n/a	n/a	During the final quarter of Bristol's year as European Green Capital there continued to be a wide range of activities and events across the city and beyond. The National Schools Programme was launched (a UK-wide online resource to support teaching about sustainability at primary school level). A series of short films celebrating the Neighbourhood Arts programme were released and the Festival of the Future City (as part of Bristol Festival of Ideas) showcased a number of high-profile talks with resilience and environment at their core. Bristol co-hosted the Cities & Regions Pavilion, TAP2015, at the Paris Climate Conference. The focus has now moved towards building a legacy into 2016 and beyond with the headline message of "It doesn't stop here"; the five key themes will be transport, resources, energy, food and nature. There will be a "Report of the Year" published in March, as well a full report going to Overview and Scrutiny Management Board (OSMB).
Project	To reduce household energy demand and make energy production more sustainable	Energy	Ongoing	n/a	n/a	n/a	n/a	<b>Bristol Energy Company:</b> Bristol Energy has now successfully exited Controlled Market Entry mid December and will be entering into the marketplace during the first part of 2016, with the first phase of offers to a range of customers.

## Keep Bristol Moving

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP061	Increase level of cycling across Bristol (baseline 2008/09 = index 100)	Transport	Annual	166	191	Not due	n/a	There has been a strong increase with this measure since the last reported outturn of 143 in 2012/3. Sites used to report this indicator are aligned to the sites used to report the JLTP3 indicator to avoid duplication of effort. JLTP3 uses the same base year 2008/09 and the previous year figures are comparable.  The 2015 National Highways Survey reported a slight increase in satisfaction with the provision of cycle routes (53.4% up from 50.9% in 2014). Other areas where satisfaction improved from 2014 included condition of cycle routes at 56.3% (up 0.6%) and provision of information about routes at 55.6% (up 2.8%). The slight decrease in satisfaction with cycle parking to 51.9% (down 0.3%) may indicate an increased number of cyclists not being able to find dedicated facilities.

## Keep Bristol Moving (contd.)

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP062	Improvement in air quality in the Bristol Air Quality Management Area	Place	Annual	40.1(ug/m3)	40.0(ug/m3)	Not due	n/a	This measures nitrogen dioxide readings taken monthly from a range of over 20 locations across the city. The 2014/15 outturn only just missed the target, but had seen a considerable improved on the previous year when 45.2 ug/m3 was reported.
BCP063	Bus services running on time ( <i>punctuality of scheduled departure times</i> )	Transport	Annual	1.12	No target set	Not due	n/a	This measure is currently being reviewed to ensure that the data supplied is meaningful. In September 2015 a Punctuality Improvement Partnership (PIP) was signed with the largest bus operator in the city which establishes a shared commitment by working together to improve reliability and punctuality for the benefit of customers. It is now hoped to be able to extend this to other operators. The 2015 National Highways Survey has reported a drop in satisfaction with the overall punctuality of bus services (43.3% compared with 47.9% in the 2014 survey), however external factors such as the extensive utilities improvement works across the city are likely to have impacted on this.
BCP064	Increase the number of passenger journeys on buses	Transport	Quarterly	33,837,991	35,000,000	27,779,410 (Q3 target 26,200,000) (Above target)	 (2014-15 Q3 25,007,222)	Overall passenger journey numbers are up 11% when compared with the same period in 2014-15 (from 25,007,222 passengers) and therefore 6% over target.

## Vibrant Bristol

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP151	Number of tourists to the city	Economy	Quarterly	3,541,172	3,542,000	2,658,612 (Q3 target 2,655,879) (Above target)	 (2014-15 Q3 2,697,209)	Visits to attractions and performing arts venues are 0.1% above target although the figure recorded is for April - November 2015, as December data had not yet been received from Destination Bristol at the time of reporting. Performance for the 5 months from April is up 7.2% on the same 5 months in 2014. Hotel room sales across all categories of accommodation were up 2.2% on the same year to date (5 months) totalling 1,170,570 with overall occupancy running at around 84.1%.
BCP152	Number of visitors to Bristol Museums Galleries and Archives service	Economy	Quarterly	1,018,610	1,000,000	821,364 (Q3 target 750,000) (Above target)	 (2014-15 Q3 773,320)	Visits to BMGA sites were 9.5% above target and up 6.2% on the same period in 2014-15.

## Working & Learning

Code	Measure of Success	Division	Frequency of measure	2014/15 Outturn	2015/16 Target	2015/16 q3 progress (01 Apr - 31 Dec)	Direction of Travel (12 months)	Qtr. 3 comments about progress/achieving the target
BCP121	Increase the economic output measured by annual Gross Value Added (GVA) (£m)	Economy	Annual	£12,672m	£12,800m	Not due	↑	There are a wide range of factors which are relevant to the measurement of economic output for Bristol. Economic conditions during the year will then in turn directly influence the number of business registrations which take place. The quarterly Economic Briefing note for the current period ending December 2015 presents information on the local labour market and commercial and industrial development. The briefing also captures recent business news including significant job gains and losses, and major development proposals and can be seen here.
BCP122	Increase the proportion of new business registrations per 1,000 working age population	Economy	Annual	7.23	7.50	Not due	↑	

### Reading Performance Reports

The following notes are provided to help put into context some of the terms used in performance reporting, and how to best interpret them.

#### Performance Indicators (PIs)

These are the metrics used to help us understand how effectively we are delivering our Corporate Plan, and have been carefully chosen to provide the best possible indication of progress (either directly or indirectly) against our Objectives. It is important that we have consistency throughout the year, so although an annual refresh is a necessary way to keep metrics current and related to strategic objectives, once chosen these measures will be in place for at least 12 months. As we move forward, it would be possible to do this refresh in conjunction with the relevant Scrutiny body.

**Annual Indicators** - where the out-turn can only be measured once a year, for example PIs derived from questions on the Quality of Life survey, or our annual GCSE results. Related comments on any report during Quarters 1 to 3 are therefore to contextualise what work is being undertaken to ensure that the target will be met at year end (usually in Quarter 4). An understanding of this should help when directing any questions to Officers around the associated PI.

**Quarterly Indicators** - where there is a performance update available each quarter. The comments here will in general relate to this revised outturn, and should also indicate why the metric is above/below target for the period. If the PI is below target, any associated comments should be specific as to what course of action is planned to get performance back on track. You may feel that any questioning here should focus on the validity of any proposed action(s).

#### Targets

Targets should always be set based on SMART principles – Specific, Measurable, Agreed, Realistic, Time-related. This includes the imperative that our targets should be stretching but achievable - if this is enacted correctly a true reflection of performance will be forthcoming each quarter.

The performance of our PIs is RAG rated as shown below:

**Red** – well below target - of high concern

**Amber** – below target - of concern

**Green** – above target - performing well

Clearly the main focus should be on those PIs rated in **Red** – performing well below target.

#### Direction of Travel (DoT)

This shows the how well the PI is performing in relation to how it was doing 12 months ago. It may be, for example, that the DoT shows improvement from last year (↑), however is currently performing below target (say **Amber**). This usually means that stretching targets have been set, and helps to give the performance of the PI greater context. This added information will doubtless assist when asking any related questions, however only quarterly metrics have a DoT each quarter; annual measures will have this just once a year.

## **Appendix B: Management Report – BCP092: Increase the number of affordable homes delivered in Bristol**

### Explanation of performance (why is it well below target):

AH delivery for Q1 to Q3 combined is 89 against a cumulative target of 150 AH. The AH units delivery is lower than projected due to slippage on a number of projects that had been expected to deliver in Q3 which will now either be delivered in Q4 or next year:

1. Wapping Wharf (26 units) - Delay due to continuing problem with contractors - slipped to Q4
2. Torpoint (30 units) Delay due to contractor difficulties and utilities has led to a new phasing programme with 21 delayed to next year
3. Loxton Square (17 units) Delay due to contractor difficulties - now due next year

### *Major changes to operating environment since July 2015:*

Delivery of affordable housing within the current framework and conditions in the housing market continues to be challenging. The rent reductions of 1% announced in the Budget statement in July 2015, the impact of impending legislation: Housing and Planning Bill and the Welfare Reform and Work Bill, the changes to the definition of affordable housing and the reduction of available funds for affordable rent is proving to be a game changer in respect of the capacity and ability of registered providers (RPs) to progress future developments.

### Actions to bring metric back on target:

1. The Place Leadership Team (PLT) and the Affordable Housing Programme Board (AHPB) have considered key short/medium and long term initiatives that respond to the new legislative, political and financial framework. These alternative housing delivery approaches are under consideration by the Homes Board to ensure that any new initiative aligns with the Housing Strategy Action Plan and the recommendations of the Homes Commission, Scrutiny Commission and LGA peer review.
2. The Housing Land Prospectus was published in September – significant interest has been shown by major housebuilders. The PLT and AHPB have confirmed the need to concentrate resources in bring these sites forward, particularly those sites included in the South Bristol Housing Zone and Lockleaze, rather than trying to work up new land opportunities.
3. The Mayor will consider in March a proposal for a Housing Delivery Framework where selected partners will be able to bid for Council land disposal, enabling, development and funding opportunities through a mini tender process.
4. The Council working with the Homes and Communities Agency (HCA) have appointed Savills and DTZ to review which of thirty 'stalled' sites could be brought forward in an alternative manner. The initial report from Savills has only identified three sites where it has been agreed that the agent should have further discussions with the owner.
5. The Lockleaze and South Bristol Project Managers were appointed in December and are currently preparing Business Plans and commissioning consultants to undertake viability assessments
6. There is a proposal to employ a Property officer to identify further deliverable BCC sites. Four staff in Housing Development have successfully completed their RICS Project management training in December with two further staff in Property due to start on the course in 2016/17.
7. The Cabinet in November approved to make additional funds of £0.85m to the Enabling Budget for 2015/16 (the funds will need to be committed but not spent) with £1.5m available for the next three years. A proposal for a new Funding Policy is currently being prepared for consideration by the Assistant Mayor in late February

Expected impact of the Actions (with timescales):

1. Alternative housing delivery approaches are expected to be fully signed off by new Mayoral Housing Board to give new impetus to the need to significantly increase affordable housing supply (May/ June 2016)
2. New partners selected through Housing Delivery Framework (Feb/March 2017)
3. Review of project managers responsible for main areas of housing delivery (March 2016)
4. Recruitment of Property Officer completed – improving capacity to deliver programme (April 2016)
5. Additional Project management training started – improving skills base of existing staff (Sept 2016)
6. New funding policy will provide BCC with a flexible approach to bring forward affordable housing schemes (March 2016)

Financial related information:

1. New housing delivery framework and new delivery approaches have no specific cost other than existing staffing costs
2. Property Project Managers costs agreed by Place PLT to be met from Enabling fees budget for two years
3. Project Management Training costs up to £10,000 agreed by Human Resources
4. Enabling Budget of £1.5m for 2016/17, 2017/18 and 2018/19 can be accommodated within Council's budget