

Public services

Consultation

April 2007



# The transition from CPA to CAA

Including consultation on CPA – the harder test framework proposals for 2007

The Audit Commission is an independent body responsible for ensuring that public money is spent economically, efficiently and effectively, to achieve high-quality local services for the public. Our remit covers around 11,000 bodies in England, which between them spend more than £180 billion of public money each year. Our work covers local government, health, housing, community safety and fire and rescue services.

As an independent watchdog, we provide important information on the quality of public services. As a driving force for improvement in those services, we provide practical recommendations and spread best practice. As an independent auditor, we ensure that public services are good value for money and that public money is properly spent.

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# 1

## Introduction

- 1 The Local Government White Paper and the subsequent Local Government and Public Involvement in Health Bill (the Bill) set out a new performance framework for local services. The White Paper signalled a new stage in reforming local services with a new performance framework including Comprehensive Area Assessment (CAA) at its heart. CAA will focus on place rather than the individual bodies responsible for local services. It will look across local government, housing, health, education and community safety. This paper sets out how the Audit Commission intends to manage the transition from Comprehensive Performance Assessment (CPA) of local government to the new Comprehensive Area Assessment (CAA) framework to be in place from April 2009, covering all local public services.
- 2 The Commission is clear that CAA can only be developed in partnership with other regulators in close consultation with local public services and central government. We also need to find better ways of engaging with the general public to ensure the new framework is more relevant to citizens, service users and taxpayers.
- 3 In the meantime, it is important that a focus remains on continuing to improve services. CPA has proved an effective tool in doing this in local government. We are, therefore, keen to make best use of it in the transitional period to support further improvement and to smooth the transition to CAA.
- 4 The introduction of CAA is dependent on the Bill being approved by Parliament and this document, of necessity, assumes that it will receive Royal Assent and the main provisions enacted.
- 5 It is essential that this transition is carefully managed over the next few years to maintain and accelerate improvement in public services. This document does not seek to address all the issues that this raises but to signal some of the key factors to be considered and some of the main steps necessary to achieve this aim.
- 6 There are three key stages to the transition:
  - 1 Short-term updating of the CPA framework to apply for single tier and county councils for reporting in February 2008. This section of this paper sets out formal consultation on detailed proposals for these changes.

- 2 The transitional year of 2008/09, the final year of CPA while the new arrangements are being put in place. This section sets out for consultation our general approach to the transitional year but further formal consultation will take place later in 2007 on detailed proposals.
  - 3 Implementing the new performance framework including CAA. This section sets out for comment and further discussion initial principles for developing CAA.
- 
- 7 This paper covers all three stages to explain the Commission's initial thinking on how best to handle the transition from CPA to CAA.
  - 8 The Commission first introduced CPA in 2002 for the 150 single tier and county councils. Since then it has evolved in response to changes in the operational and regulatory environment and to support continuing improvement. In 2003 it was extended to the 238 district councils and in 2005 to all 47 fire and rescue authorities.
  - 9 During the last three years, we have introduced use of resources assessments in local government, health (primary care trusts and some other health bodies), fire and rescue and police. These have brought a consistent cross-sector approach to assessing financial management and related issues.
  - 10 CPA measures how well authorities are delivering services for local people and communities. It looks at performance from a range of perspectives and combines a set of judgements to provide both a simply understood rating and a more complete picture of where to focus activity to secure improvement.
  - 11 In 2005 the changing context was reflected in the introduction of *CPA – The Harder Test* for single tier and county councils. This was a more stringent assessment with a greater emphasis on outcomes for local people and value for money. As part of this, a rolling programme of corporate assessments (aligned with joint area reviews (JAR) of children's services by the Office for Standards in Education (OFSTED)) was put in place and is due to be completed by the end of 2008.
  - 12 In 2006 we introduced new proportionate approaches to CPA for district councils and fire and rescue authorities that apply up to March 2009.
  - 13 In parallel to these changes other inspectorates have been developing their sector approaches, including annual performance assessments (APA) of children's services and adult social care as well as the introduction of an annual health check for primary care trusts.

- 14 In 2006 we published two documents setting out our early thoughts on a system of regulation and performance assessment that could be introduced to supersede CPA. These were *The Future of Regulation in the Public Sector* and *Assessment of Local Services Beyond 2008*. Most of the ideas and principles in these documents are in line with the Local Government White Paper and the Bill. Work is now underway to develop the detail of how these will be put into practice.
- 15 We believe that in the period up to March 2009, CPA has an important role to play in continuing to support improvement and that the last set of CPA results will aid in making the first set of new CAA judgements in 2009/10.
- 16 This document therefore addresses the three key transitional stages:
  - 1 Firm proposals for the single tier and county council CPA methodology for the next national reporting in February 2008.
  - 2 An outline of the changes that may be necessary to the CPA frameworks for 2008/09 to aid the transition.
  - 3 Initial thinking on how CAA might be developed in partnership with other regulators, including some of the key principles and timing issues.
- 17 There are a number of other changes to the landscape of local government that will need to be considered in the transition from CPA to CAA. In particular, the impact of any changes to local government structures in two tier areas will need to be carefully considered both as part of the transition and the development of a new framework.
- 18 Furthermore, CAA represents a fundamentally different approach to assessment that is area based, risk focused and more forward looking than current assessment activity. The new framework will need to take account of how services are delivered across areas and focus clearly on outcomes.
- 19 The performance frameworks for health and for police and criminal justice are also under review and government's objective is to bring all this work into much greater alignment.
- 20 CAA will require regulators to work jointly together to deliver proportionate, effective and properly targeted regulation. We believe it is vital that this starts at the earliest opportunity and that future consultation, as well as the development of CAA, must be undertaken jointly by the relevant inspectorates. We are working with our colleagues to achieve this.

## Responding to the consultation

- 21 The consultation on single tier and county council CPA proposals for reporting in February 2008 and on the approach for 2008/09 is open until **14 June 2007**. There is a web-based response form at [www.audit-commission.gov.uk/cpa](http://www.audit-commission.gov.uk/cpa) which you should use to submit your responses. We aim to confirm our approach for February 2008 reporting at the end of July 2007. Views on the proposals for CAA are welcome at any time. There will be formal consultation, jointly with other inspectorates, later in 2007, and a series of events around the country to support this. Please use the online form at [www.audit-commission.gov.uk/CAA](http://www.audit-commission.gov.uk/CAA) to give us your views on CAA.

# 2

## The current position

- 22 Until the new legislation for the local services performance framework is in place, the current arrangements continue to have an important role to play in supporting improvement. The Audit Commission's new powers will be fully effective in 2009.
- 23 Under section 10 of the Local Government Act 1999, the Audit Commission may carry out inspections of an English best value authority's compliance with Part 1 of that Act. Part 1 includes the duty on best value authorities to make arrangements to secure continuous improvement in the way their functions are exercised, having regard to economy, efficiency and effectiveness. Best value authorities include all councils and fire and rescue authorities.
- 24 The Commission carries out inspections of councils and authorities or specific functions or services of councils or authorities. It does so within a broader audit and inspection framework which includes its own inspection activities, the work of auditors appointed by the Commission, and the work of other statutory regulators. CPA was introduced in 2002 by the Commission as a way of drawing together elements of this wider audit and inspection framework to form an overall view of the performance of councils and their arrangements for improving services to local people.
- 25 Under section 99 of the Local Government Act 2003 the Audit Commission has a duty, from time to time, to report on its findings and categorise English local authorities according to their performance in exercising their functions. CPA is the tool that the Commission uses to fulfil this duty and our aim is to ensure it continues to contribute to improvement as well as providing a baseline for the new CAA framework.
- 26 In 2005 we introduced *CPA – The Harder Test*, as a more stringent test of performance for the 150 single tier and county councils. We have now published two sets of results against this framework, December 2005 and February 2007. We intend to publish a third set in February 2008 and this document sets out the minimal changes that we believe are necessary given the experience of the most recent round of reporting and to aid the longer-term transition to CAA signalled in the Local Government White Paper. We also need to consider any changes that may be necessary to the published approaches for CPA for district councils and fire and rescue authorities in the light of this. The performance

framework for fire and rescue authorities has recently been subject to separate consultation and the final framework for 2007/08 is due to be published in May 2007.

- 27 It is anticipated that the Bill currently before Parliament will be enacted by the end of 2007 and that the new CAA arrangements will be fully effective in 2009.
- 28 We intend to publish in the summer a report on the learning from CPA 2006. This will encompass learning from the 52 corporate assessments, 435 use of resources assessments, 197 direction of travel assessments and the service assessments that were reported in February 2007. We also plan to publish a full analysis of the results of the recent best value performance indicator (BVPI) satisfaction survey.

# 3

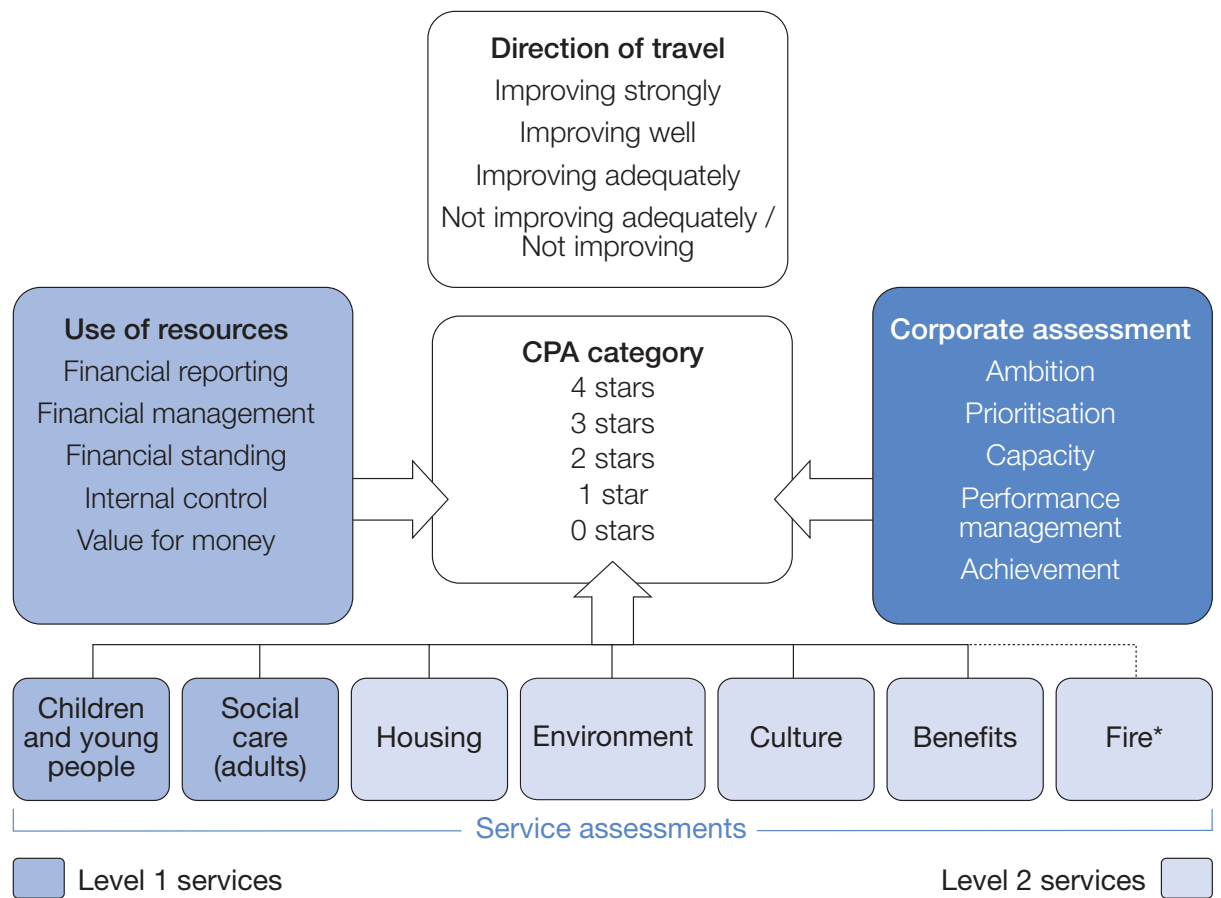
## Stage 1: Formal consultation on the proposed changes to single tier and county council CPA to be reported February 2008

- 29 We have considered the CPA results for 2006 (published in February 2007) and the feedback from the last round of methodology consultation in the spring of 2006 in the light of the Local Government White Paper and the Bill in putting forward our proposals for 2007. The key issues to address are summarised below. The White Paper has set a new direction for performance assessment of local services. We do not, therefore, propose to make substantial changes to the CPA framework (**Figure 1**) and are aiming to retain consistency and to minimise disruption as far as possible. We do, however, believe there are good reasons for making some changes in response to experience and feedback and some external factors. The remainder of this section sets out the detail of what we are proposing when we next report single tier and county councils results in February 2008.
- 30 The proposed rules for deriving the individual assessments and the overall star categories are set out in **Appendix 1**. We are not proposing any changes to these for 2007.

### Corporate assessments

- 31 We do not propose any significant changes to our approach to corporate assessments for single tier and county councils. We may make minor changes to update the methodology to reflect changes in legislation or other requirements if necessary.

**Figure 1**  
**CPA framework for 2007**



**\*Note:** Fire and Rescue service assessment – applicable to those 16 councils with responsibility for fire and rescue.

**Source:** Audit Commission

## Use of resources assessments

- 32 We have already confirmed the key lines of enquiry that will apply to the next round of use of resources assessments for 2006/07 (to be included in February 2008 CPA reporting) and these are published on our website, with updated guidance. There are no further changes planned to these.

- 33 We will update the data in our value for money profiles tool in spring 2007 to support councils in their work to improve value for money. We are dropping the requirement for councils that scored only 1 for value for money in their use of resources assessment to complete a new self-assessment, for the next round of use of resources assessments.
- 34 In our 2005 CPA consultation document we proposed a rule that, in order to achieve an overall score of 3 for use of resources, councils needed to achieve at least a score of 3 for the value for money theme within the use of resources block. In response to feedback, we suspended the introduction of this rule for 2004/05 and again for 2005/06. Given the desire for minimal change until the new performance framework is in place, we are not now proposing to introduce this rule for the remainder of the life of CPA.
- 35 Full details of the 2006/07 assessment, including changes from 2005/06 can be seen at [www.audit-commission.gov.uk/localgovernment/useofresources](http://www.audit-commission.gov.uk/localgovernment/useofresources).

## Service assessments

- 36 The service assessments for children and young people, adult social care and benefits are subject to separate consultations by OFSTED, the Commission for Social Care Inspection (CSCI) and the Benefit Fraud Inspectorate (BFI) respectively. We do not anticipate substantial changes to these.
- 37 We do not propose to change the overall approach to service assessments for reporting in February 2008. The designation of level 1 and level 2 assessments, the weighting of performance indicators (PIs) and any inspection scores and the rules that bring scores together will remain as for February 2007. Full details of the current approach to service assessments can be found at [www.audit-commission.gov.uk/cpa/stcc/stccsaf.asp](http://www.audit-commission.gov.uk/cpa/stcc/stccsaf.asp).
- 38 We had previously signalled our intention to change some of the detail within the environment, housing, culture and fire and rescue service assessments after the February 2007 reporting round. The details of the changes proposed at that time were set out in our document on our website, *CPA – The Harder Test: Guide to Service Assessments for 2006*. This included adding or deleting some PIs and, for some PIs, raising the thresholds used in determining scores. The changes relating to fire were in *Fire and Rescue Performance Framework 2006/07 – Guide to Service Assessments* on our website.

- 39 These service assessments (which only apply to single tier and county councils, not district councils) have been subject to particular attention in recent years. When the Commission decided to target service inspections according to risk and significantly reduce their number, the consequence was a greater reliance on performance information in these service assessments. For some services, there is well-established performance information but for others, performance management is less well established. In those services, most notably for culture, it has been challenging to establish a rounded and credible set of indicators that reflect performance in the sector appropriately. We have been working with government and related bodies to support them in building a stronger framework and have made much progress, but there are still areas for further development.
- 40 We have now also considered the results for these service assessments published in February 2007 and comments we have received from previous consultation. In particular, we have received a significant number of representations about the culture services assessment. We have reviewed our approach in light of this and the desire to minimise change in the remaining period of CPA. In our previous consultation in April 2006 we signalled a number of PIs that we were then proposing to include in service assessments for 2007. With a very small number of exceptions, we now feel that it would not be appropriate to add significantly to the number of PIs used in view of the White Paper. **Appendix 2** lists the proposed PI set for these service assessments and any corresponding treatment and thresholds. We are also considering some minor changes to the treatment and thresholds of a small number of PIs. These reflect changed national targets or continuing improvement, in line with our approach in previous years. Full details are in **Appendix 2**.

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### Consultation questions

**Q Overall, do you support the proposal not to now introduce most of the performance indicators previously signalled for adding in 2007?**

**Q Overall, do you support the much smaller number of proposed additions and deletions set out in Appendix 2?**

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- 41 The performance assessment for fire and rescue services has been subject to separate consultation and the final arrangements for the fire and rescue service score (applicable to the 16 county councils with direct fire and rescue responsibilities) will be published in May 2007.

- 42 The PIs used in CPA are also subject to an annual data quality audit targeted on a risk basis. A new approach to carrying out this work was introduced for 2005/06. To recognise the importance of robust and reliable data for local decision making and performance management, we have developed some standards for data quality for adoption on a voluntary basis. These are currently out for consultation until 30 April 2007 (*Improving Information to Support Decision Making: Standards for Better Data Quality*) and we will publish the final standards in May 2007. Our data quality audit work will be based on these standards.

## Direction of travel assessments

- 43 Our approach to the direction of travel assessments will remain broadly the same but we intend to increase the focus on customer and resident satisfaction and engagement within the key lines of enquiry. We will seek to apply this approach to direction of travel consistently across types of authority. We will also maintain the link between direction of travel assessments and corporate assessments to ensure that, where a corporate assessment is undertaken, the two processes are delivered together in order to minimise the overall regulatory burden.

## Reporting and re-categorisation

- 44 Last year we consulted on delaying the publication of the national CPA results for single tier and county councils until February 2007 to enable us to include data from the Best Value User Satisfaction Surveys conducted in the autumn of 2006. This has allowed more time to verify and communicate data used in the assessments and we therefore propose to publish the next set of national results in February 2008.
- 45 In addition to the annual process of categorisation, we will continue to update individual authority categories, where appropriate, at the end of each quarter. This occurs following publication of a corporate assessment report or completion of review activity during the quarter.
- 46 Where district council or fire and rescue corporate assessments have been undertaken, CPA categories will also be updated for those authorities.

- 47 We now provide an opportunity for re-categorisation to those district councils able to demonstrate significant and sustainable improvement since their last available CPA and to consider re-categorising any that are deteriorating. Re-categorisation will be based on the results of a corporate assessment. In order to be eligible for a corporate assessment the district councils seeking re-categorisation upwards must be able to demonstrate to an Audit Commission panel that they have delivered significant and sustainable improvement since their initial CPA categorisation.
- 48 Similar arrangements for re-categorisation will apply for fire and rescue authorities from autumn 2007 and details of this will be published in July 2007.

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### Consultation question

**Q Overall, do you support the proposals for minimal change overall to the CPA framework for 2007 (to be reported in February 2008)?**

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# 4

## Stage 2: Initial consultation on the general approach to proposals for the transitional year 2008/09

- 49 We wish to ensure that after our next round of national CPA reporting in February 2008 there is as smooth a transition to the new framework as possible. Subject to how the Local Government and Improvement in Health Bill (the Bill) progresses through Parliament, we expect the legislation that supports CPA to still be in place until the new CAA system is fully effective. Our aim is to apply two principles to managing the transition from the current arrangements to the new ones:
- To keep changes to CPA to a minimum, reflecting only necessary updating and addressing any significant external factors.
  - To concentrate more clearly on those aspects of CPA that will continue under CAA, for example by strengthening the focus on citizens and service users and value for money.
- 50 The transition will also be informed by the progress made in determining the revised public service agreement priority outcomes (arising from the comprehensive spending review 2007) and the related new national indicator set. We will also take into account the move to 'new generation' local area agreements (LAA) and joint working with other regulators on the new CAA framework.

### Use of resources and direction of travel assessments

- 51 Use of resources and direction of travel assessments will continue under the new performance framework. We will therefore continue to carry them out in 2007/08 in all 435 councils and fire authorities. The Bill requires scored direction of travel assessments for all councils. At present, those for district councils are unscored. We will consider introducing scoring of these assessments for district councils in 2008, in preparation for the new framework. The detail and exact timing and any proposed changes will be subject to further consideration.

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### Consultation question

#### **Q If you are from a district council, would you find it more helpful if your direction of travel assessment for 2008 is scored?**

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- 52 In the new performance framework, while the risk assessment will be area focused, use of resources and direction of travel assessments will continue to assess individual organisations. Use of resource assessments are already carried out in fire, police, primary care trusts and some other health bodies as well as councils. Direction of travel assessments are only carried out in councils. We are working towards a closer alignment of use of resources assessments across the local services sectors so that a more consistent picture can inform area assessment in future, although different financial frameworks inevitably mean absolute comparability is not possible. Our proposals for these two continuing assessments are intended to help smooth the transition from CPA to CAA.
- 53 We are committed to keeping the use of resources key lines of enquiry up to date, to reflect developing good practice and to drive up standards. We propose making some revisions for 2007/08 and will be consulting on the details of these later in April 2007. The proposed changes will emphasise some aspects of the new performance framework while also reflecting changes in legislation, professional guidance and best practice.
- 54 The changes we propose will aim to strengthen the key lines of enquiry to give them a more strategic focus, particularly in areas that will feature in the new performance framework. Examples of this are likely to include sustainable commissioning and procurement, asset management, and partnership working. We also intend to make the key lines of enquiry more outcome-based and reduce those focusing on processes.
- 55 To continue to raise standards, we will propose to continue phasing in those requirements in the key lines of enquiry that are more challenging. We will propose that all criteria at levels 2 and 3 should have 'must have' status for the financial reporting, financial management, financial standing and internal control themes. For these themes, it will be a requirement to meet all the criteria at the relevant level of performance.
- 56 However, in recognising that performance has improved significantly, we also propose removing some of the more prescriptive requirements and many of those that focus on process rather than outcome, where possible. For level 2, which is consistent with

meeting minimum requirements, we will keep these changes to a minimum except where necessitated by statute or to reflect revised professional guidance.

- 57 Level 4 reflects the best performance and given the extent of improvement achieved by local government in recent years, many of the criteria at this level are no longer pertinent to defining top performance. We will therefore propose moving some criteria currently at level 4 to level 3. Our policy has always been to keep criteria at level 4 to a minimum and to make them indicative rather than a requirement. This is because we did not want the criteria for the top level of performance to become prescriptive or limiting. The overriding requirement to achieve level 4 performance will continue to be to display innovation or best practice that can be shared with other authorities.
- 58 Careful consideration will need to be given to the approach to authorities that will be subject to restructuring, including any voluntary mergers. Following the submission of bids from local authorities, the government is currently considering proposals for restructuring and plans to announce which will proceed in July 2007. We will work closely with councils that are subject to restructuring to make sure audit and assessment activity is appropriate throughout the transition.

## Corporate assessments (alongside joint area reviews of services for children and young people)

- 59 The current three-year programme of corporate assessments for single tier and county councils is due to be completed by December 2008. For some of those councils towards the end of that programme, it will be up to six years since they last had a corporate assessment. Corporate assessments are an essential tool in understanding the corporate ability of local authorities and are a key element in CPA. They also provide a valuable insight into how services in an area work in partnerships. While we need to maintain overall comparability, we will aim to ensure that future corporate assessments pay particular attention to those issues in the current methodology that are most relevant to CAA, such as partnership working and risk management.
- 60 The parallel programme of JARs of children's services (led by OFSTED) is on the same timescale and is the first such programme. Completing both programmes will give a full and consistent baseline assessment for all areas and should prove helpful to councils and their partners in preparing for the new performance framework. Arrangements for JARs have been

revised. Reviews from April 2007 focus on services for vulnerable children and those where annual performance assessment of children's services identifies issues. The amount of fieldwork is explicitly proportionate to the annual performance assessment grade. JARs are an area-based assessment and so they have a particular value in learning about cross-sector working and will remain useful even where local government restructuring takes place.

- 61 However, if restructuring of local government in some two tier areas is confirmed by government, this raises questions about how and when corporate assessments might be undertaken. This will need to be considered carefully on a case-by-case basis. A more proportionate and light touch approach may support the transition to unitary status by providing a clear understanding of the strengths and weaknesses of individual bodies and the issues to be addressed as part of that process.
- 62 Alternatively, corporate assessments could be deferred in such cases. Whatever decision is taken in relation to corporate assessments and the other elements of CPA, the Commission will be providing guidance to auditors on a risk-based approach to the risks posed by reorganisation.

## Service assessments

- 63 Until the end of 2008, OFSTED and CSCI will continue to produce APAs of services for children and young people and adult social care for single tier and county councils.
- 64 From April 2008 the Commission will be responsible for the assessment of benefits services. We are currently in discussion with the Department for Work and Pensions, the Department for Communities and Local Government (CLG) and BFI concerning this. At this stage we have considered benefits alongside our other level 2 service assessments for consistency. We will reflect the outcome of the discussions with other agencies in the detailed consultation we plan to conduct later in the year.
- 65 The Commission will consider carefully the position with the remaining service assessments that we carry out, for housing, environment and culture.
- 66 Separate consultation has been carried out in respect of the fire service assessment for 2007, which applies to 16 county councils as well as to stand alone fire and rescue services. We will include consultation on the fire service assessment for 2008 with the

local government CPA consultation to be undertaken later this year as a step towards full integration for implementing CAA in 2009.

- 67 Under the new framework, performance information will play an even more important part in assessment. The challenges of having robust and reliable data that properly reflect performance remain. However, we consider it would be more fruitful to focus efforts on developing a strong future framework than to attempt to continue to strengthen the existing one. Of course, the two are not entirely separate and much of the work to build the current framework will carry forward into the new. But to divert energy and resources into issues that have only a short-term value may not be the best course. We are therefore seeking views on a range of options for the service assessments undertaken in 2008/09 in single tier and county council CPA.
- 68 These options for the level 2 service assessments include:
- 1 Retain the service assessments in their current form with only minimal changes. This has the advantage of maintaining consistency and comparability over time, and least disruption.
  - 2 Continue with the current service assessment approach while making it more responsive to local circumstances, by introducing an element of local judgement rather than a purely PI-based score. This would mirror the approach used by OFSTED and CSCI in delivering their annual performance assessments and would require some narrative assessment to accompany the performance information. While it has the advantage of a greater local focus, it is likely to be more costly to deliver and increase the regulatory activity required to ensure consistency.
  - 3 Cease undertaking these service assessments directly in their current format. This could then be replaced by a greater focus on performance improvement in direction of travel assessments. This would be a deregulatory move. However, it would remove comparability over time and might also affect the ability of some government departments to monitor the delivery of public service agreements and other objectives. It might also lead to less focus on the reliability of the relevant PIs in the transitional year even though some are likely to continue into the new framework.
  - 4 Move away from the 'level 2' service assessments and instead trial comparative reporting using those elements of the new national indicator set that relates to these service areas. This would require a reconfiguration of the way the indicators are brought together, to reflect the spending review outcomes when these are known. Particular focus could be

placed on those indicators for which targets have been set through the local area agreement (LAA). This would retain a nationally consistently approach, but allow for a different focus in each area.

- 69 It might be possible to develop option four further to incorporate the level 1 service assessments (children's services and adult social care) to take the transitional year closer still to the new performance framework. This would need to be discussed with OFSTED and CSCI and would, if pursued, be subject to further consultation.
- 70 Options three and four would require a change to how we generate overall star categories. With the potential exclusion of level 2 scores, it would no longer be possible to use the current rules table to come to an overall category. Such an approach would therefore require a new or amended rules table. We will consider the views of all stakeholders in deciding which of these options to adopt.

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### Consultation questions

**Q Which of the above options for the level 2 service assessments for single tier and county councils CPA in 2008/09 would you prefer?**

**Q Are there other options for the service assessments that we should consider for 2008/09?**

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- 71 The need for reliable and robust data will continue to be of great importance in the new framework. Indeed, with greater reliance on local performance management, it will be even more vital for local partners to be basing decisions and planning ahead using a reliable evidence base and more timely information. We are consulting separately on data quality standards and will continue to give this issue priority in preparation for, and continuing into, the new performance framework. Details are in *Improving Information to Support Decision Making: Standards for Better Data Quality* on our website and consultation is open until 30 April 2007.
- 72 It might also be possible to adopt a more proportionate performance related approach to service assessments. For example, if we pursued options one or two, then 4 star councils that are improving well or improving strongly could be exempted from level 2 service assessments in 2008/09.

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### Consultation question

**Q Should we cease making level 2 service assessments for those single tier and county councils that remain at 4 stars and are assessed as improving well or improving strongly in the February 2008 CPA reporting?**

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## Conclusion

- 73 There are a number of ways in which we could use the final year of CPA as a positive step towards CAA. We will seek to do so in a way that supports the transition and highlights those aspects of CPA that will be central to CAA:
- engagement with citizens and service users;
  - partnership working and cross-sector collaboration;
  - local performance management; and
  - improving value for money.
- 74 We will engage with stakeholders in the coming months to agree the detail of how we take this forward and look forward to discussing these issues more fully. We will issue a further detailed consultation document later in 2007 before finalising arrangements for the transitional year 2008/09.

# 5

## Stage 3: Principles for developing Comprehensive Area Assessment within the new performance framework from April 2009

- 75 The Commission and all regulators recognise that the Local Government White Paper and the Bill is a significant opportunity for all those responsible for local services to focus on improving outcomes. The new performance assessment framework that we will jointly develop must support this.
- 76 The Commission has recently made a number of contributions to the debate. In March 2006 we published *The Future of Regulation in the Public Sector* which identified the core purpose of public sector regulation as providing assurance, with promoting accountability and driving improvement as complementary but discrete and subsidiary elements. In August 2006 we published *Assessment of Local Services Beyond 2008* which set out some key questions about how a new performance assessment framework should work to achieve a more area-focused and risk-based approach.
- 77 The Local Government White Paper and the Bill to implement it set out a new performance framework for local services. Comprehensive Area Assessment is central to these proposals. The development of the new performance arrangements must be a joint effort between those involved – the inspectorates and government as well as local councils and their partners. **Box A, overleaf**, sets out a possible vision for the new performance framework.

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## Box A

### A possible vision for Comprehensive Area Assessment

CAA will help drive the more effective delivery of improvements in local public services for citizens, especially those in most need. Specifically, it will be:

- **Relevant to the quality of life of local people.** In keeping with the move to more local targets, CAA will focus on what matters **here**, and **to whom**. It will challenge how local public service priorities have been set alongside national ones and whether they are rooted in a genuine understanding of diverse local needs. It will also continue to provide local people with assurance about how well run local services are, providing accountability for use of public resources.
- **Area and outcome focused.** By focusing more on outcomes in an area or place than processes, it will try to analyse the things that matter most if citizens are to enjoy a decent quality of life. It will also be more durable, because it will look at **what** rather than **how**, thus limiting the need for regular changes to the framework.
- **Constructive and forward-looking.** CAA will contain a forward-looking assessment of risk, not rely solely on judgements of past performance. As such the risk assessment would not say: ‘you are performing badly’, but ‘these are the risks you are running, and these are the potential impacts of not addressing them.’ In this way the process of assessment will in itself be a stronger mechanism for driving improvement and supporting innovation.
- **Joint and participative.** CAA will be jointly developed and implemented by all the key regulators, government departments and sector representatives. It will draw heavily on the views of local people and the various partner organisations that are commissioning and providing local services. It will seek to develop a shared view about the challenges facing an area or place, what is being achieved locally and common ownership of the changes that need to be made.

**Source:** Audit Commission

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## Consultation question

**Q Overall, do you support this vision for Comprehensive Area Assessment?**

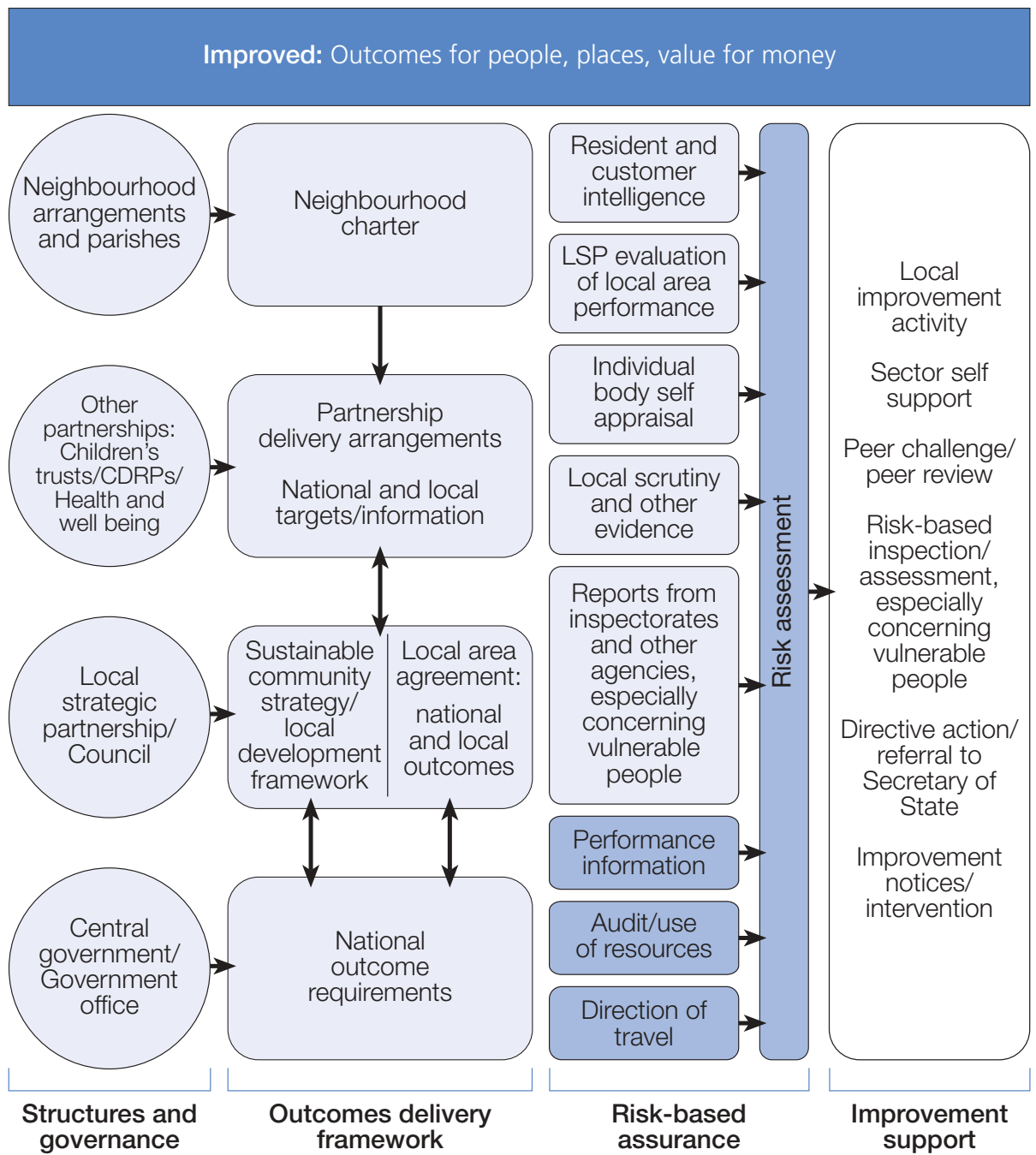
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78 Key elements of the new performance framework as described in the Local Government White Paper are:

- Strengthening accountability to citizens and communities by adding to the best value duty so that authorities, where appropriate, must secure the participation of citizens in their activities.
- Providing citizens and communities with timely information and better opportunities to hold delivery partners to account.
- Developing a small set of national indicators measuring citizens' perspectives.
- Ensuring inspectorates have a strong focus on citizen experiences and viewpoints in their work as well as on outcomes and encouraging improvement.
- Clarifying national outcomes and priorities with a clear mechanism for translating these into local targets by: defining in the comprehensive spending review a clear set of government priorities with a single set of around 200 national indicators; and agreeing through LAAs up to 35 specific improvement targets for each local area (plus 18 statutory education or early years targets).
- Ensuring transparent, timely reporting to citizens and streamlined reporting to government, through statutory guidance, to ensure that local authorities report regularly to citizens.
- Promoting the use of real-time information in local performance management and reporting to citizens and streamlining requirements to report statistical and financial information to government.
- Introducing CAA which will:
  - replace CPA, JARs, APAs and social care star ratings with an annual risk assessment identifying key risks to outcomes or delivery for each area;
  - report performance against the national indicator set for each locality;
  - deliver an annual scored use of resources judgement for local public sector bodies and an annual scored direction of travel judgement which assesses the progress of each local authority in driving continuous improvement; and
  - target inspection activity primarily on the basis of the risk assessment, with the Commission operating as 'gatekeeper' for all inspection activity affecting local authorities.

- Supporting improvement and responding to poor performance by ensuring greater sector and partner-led improvement support, and taking decisive coordinated action where poor performance threatens delivery.
- 79 There will be an increasing emphasis on the role of the local strategic partnership (LSP) encompassing all the main service commissioners and providers in an area. This will be the ‘partnership of partnerships’ supported by others such as the crime and disorder reduction partnerships (CDRPs) and children’s trusts. There will be an expectation on all partners (backed by a statutory duty on some) to cooperate with each other on the agreement and achievement of LAA targets.
- 80 Each council, in consultation with the LSP, will be responsible for developing and publishing a sustainable community strategy (SCS). Single tier and county councils will negotiate a LAA with their regional government office which will reflect how this strategy will be delivered. It will include up to 35 targets that represent national and local priorities from the set of 200 indicators. The LAA may also include additional locally important targets that are outside of this set. Each year the LSP and single tier and county councils will have to report its performance to local people.
- 81 **Figure 2** sets out the Commission’s view of how the elements of the new performance framework might fit together. This starts with improved outcomes for local people and places at the top. Each column, from left to right, then shows:
- firstly, the key elements of the governance structures from neighbourhoods to central government;
  - secondly, the respective elements of the outcomes delivery framework. This has the sustainable community strategy, the LAA and the new national indicator set at its core;
  - thirdly, the various information sources for, and outputs from, risk based assurance; and
  - finally, the intended range of responses to the risk assessment. This ranges from local improvement activity through to government intervention.
- 82 We recognise that there are more complex inter-relationships between its different elements than can easily be shown and that applying the framework will be an iterative process, with continuous feedback and engagement.

**Figure 2**  
**The new performance framework**



Source: Audit Commission

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### Consultation question

#### **Q Does the diagram capture all the key elements of the new performance framework and the key relationships within it?**

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- 83 The key elements of CAA are shown in the third column in darker coloured boxes. These elements will be developed jointly with the other inspectorates, led by the Commission.
- 84 We have put in place arrangements for joint working with the other inspectorates. A new CAA Strategy Group has been set up to bring together senior representatives from all the key inspectorates with an interest in local services. This will oversee the development of the details of CAA and will liaise closely with government and the programme board arrangements that will oversee the broader implementation of the White Paper and Bill.

# Appendix 1

## CPA scoring, rules and categories for 2007

The assessment scores for each element of CPA are brought together by the Commission in order to categorise councils according to their performance. There is a series of rules for arriving at the scores for each element and for categorising councils. The rules table for categorisation of single tier and county councils is shown in **Table 2, overleaf**.

Each element is scored on a scale from 1 to 4, where 1 is the lowest score and 4 the highest score. The scoring key for categorisation of single tier and county councils is shown in **Table 1** below. Scores for corporate assessments and level 1 services (use of resources, children and young people and adults' social care) are given more weight than other assessments within the framework.

**Table 1**

4	well above minimum requirements – performing strongly
3	consistently above minimum requirements – performing well
2	only at minimum requirements – adequate performance
1	below minimum requirements – inadequate performance

**Source:** Audit Commission

Where we have carried out a new-style corporate assessment under *CPA – The Harder Test*, our approach will be to report publicly both the new-style and the previous corporate assessment scores on the authority's scorecard. The higher of the two scores will be used to determine the overall CPA category, until all councils have undergone the new-style corporate assessment. This will provide temporary protection for councils during the transitional period to ensure comparability. Categorisation from the end of 2008 will be based on the score from the new-style corporate assessment.

**Table 2**

<b>Corporate assessment</b>	<b>Level 1 assessments</b> (children and young people, adults' social care and use of resources)	<b>Level 2 assessments</b> (housing, environment, culture, benefits, fire and rescue)	<b>Category</b>
4	None less than 3	None less than 2	4 star
4	None less than 2	No more than one less than 2	3 star
4	No more than one less than 2	No more than one less than 2	2 star
4	Any other combination		1 star
3	None less than 3	None less than 3	4 star
3	None less than 2	None less than 2	3 star
3	None less than 2	No more than one less than 2	2 star
3	Any other combination		1 star
2	None less than 3	None less than 2	3 star
2	None less than 2	None less than 2	2 star
2	No more than one less than 2	No more than one less than 2	1 star
2	Any other combination		0 star
1	None less than 3	None less than 2	2 star
1	None less than 2	None less than 2	1 star
1	Any other combination		0 star

**Source:** Audit Commission

## Appendix 2

### CPA 2007 – Proposed PI sets for Audit Commission service assessments

The tables below set out the proposed PI sets for use in the 2007 Audit Commission service assessments. As far as possible we are intending to retain stability in the service assessments for CPA 2007 and changes have only been proposed if we believe they are absolutely necessary to ensure the continuing credibility of the CPA framework and to drive continuous improvement. The changes proposed for 2007, as set out in the penultimate column in each of the tables, are as follows:

- Addition of new PIs
  - In April 2006 we consulted on detailed proposals for the 2006 service assessments. In this document we also signalled a number of PIs we were considering for inclusion in the 2007 service assessments. We received a number of consultation responses to the proposals for 2007 which we have considered in detail.
  - As set out in the recent Local Government White Paper, a number of changes will be made to the local government performance framework, including a revised set of national PIs.
  - In light of the Local Government White Paper and the previous consultation responses we have considered further the PIs we propose to include in the 2007 service assessments. We are, therefore, only proposing to include a very limited number of additional PIs – as indicated in the tables below.
- Removal of existing PIs used in 2006
  - A number of the PIs used in the 2006 service assessments will no longer be collected in 2006/07 or have been replaced by a subsequent measure of performance. Where the PI is no longer collected or has been replaced we are proposing to remove it from the 2007 service assessments – as indicated in the tables below.
  - We are also proposing to remove a small number of PIs where there is a clear reason for doing so, for example we do not believe they are helpful in driving improvement or there are problems with data quality or national consistency – again these are indicated in the tables below.

- Changes to thresholds of existing PIs
  - There are a number of PIs in the service assessments where thresholds are based on achievement or progress towards a target or standard, rather than comparative performance reflecting quartiles from previous data. Where this is the case we are proposing to make changes to the threshold to reflect the new or updated target or standard – as indicated on the tables below.

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Creating a better environment</b>							
<b>E1</b> Progress with local transport plan	Department for Transport (DfT)	CCs MDCs UAs	Thresholds set in discussion with DfT using the highest and lowest categories for plan assessment scores	Annual progress report assessed as 'Weak'	Annual progress report assessed as 'Excellent'	No change	
<b>E2</b> Time taken to determine planning applications against targets	BVPI – BV 109a,b,c and Communities and Local Government (CLG) – including PS2 return	LBs MDCs UAs	Thresholds agreed with CLG to reflect the standards currently expected of authorities and modified to reflect latest performance levels PSA – Planning Standards Authority	Statutorily designated as a PSA for the current year (announced in March 2007, based on performance up to June 2006) AND performance is below any of the following for the year up to 30 June 2007 (thresholds set by CLG for designation of PSA the following year – to be announced in March 2008): – 60% major applications in 13 weeks – 65% minor applications in 8 weeks – 80% of other applications in 8 weeks	Targets for all types of applications have been met or exceeded	No change to methodology but proposed changes to thresholds to reflect the fact the data has moved on a year	
<b>E3</b> Satisfaction of applicants with planning service	BVPI – BV 111	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs, DCs)	68.3%	81.0%	No change	
<b>E41</b> Development Plan	BVPI – BV200a	LBs MDCs UAs	Thresholds based on whether the Local Development Scheme submitted by the deadline	No	Not applicable ( <b>Note 1</b> )	Delete – proposed to be replaced by E44 (BV 200b)	
<b>E42</b> Proportion of planning appeals allowed	BVPI – BV204	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2004/05 (based on LBs, MDCs, UAs, DCs)	37.5%	25.0%	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Creating a better environment (continued)</b>							
<b>E43</b> Planning Quality Checklist	Data from BV 205	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2004/05 (based on LBs, MDCs, UAs, DCs)	72.2%	88.9%	No change	
<b>E44</b> Plan making milestones	BVPI – BV 200b	LBs MDCs UAs	Thresholds based on whether the milestones have been met	No	Not applicable ( <b>Note 1</b> )	New – proposed to replace E42 (BV 200a)	
<b>Managing the environment well</b>							
<b>E4</b> Cleanliness of public places (litter and detritus)	BVPI – BV 199a – data at land-use class level is held by Department for Environment Food and Rural Affairs (DEFRA) and underlies BVPI 199	LBs MDCs UAs	Thresholds agreed with DEFRA and CLG to reflect consistency of performance across land use classes PI based on surveys of sites covering up to ten land use classes	More than half of land use classes surveyed have a score of 30% or more	More than half of land use classes surveyed have scores of 0% to 20% AND no land use classes score worse than 30%	No change	
<b>E7A</b> Provision of kerbside recycling collection (one recyclable)	BVPI – BV 91a	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	80% of population served by kerbside recycling	100% of population served by kerbside recycling	Delete – proposed to be replaced by E45 (BV 91b)	
<b>E8A</b> Satisfaction with waste collection	BVPI – BV 90a	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	81.0%	89.0%	No change	
<b>E8B</b> Satisfaction with recycling	BVPI – BV 90b	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs), adjusted for deprivation	71.3%	83.1%	No change	Deprivation

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing the environment well (continued)</b>							
<b>E8C</b> Satisfaction with waste disposal (civic amenity sites)	BVPI – BV 90c	CCs LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs)	70.0%	84.0%	No change	
<b>E11</b> Condition of non-principal unclassified roads	BVPI – BV 97b (now 224b)	CCs LBs MDCs UAs	Thresholds derived from 25th and 75th percentile points in 2003/04 (based on CCs, LBs, MDCs, UAs)  PI calculated as the average of the two most recent years' data – ie, 2005/06 and 2006/07 to reflect a greater proportion of the road network	Two-year average is greater than or equal to 25%	Two-year average is less than or equal to 12%	No change	
<b>E12</b> Reducing killed and seriously injured (KSI) road casualties	Based on police returns – published as 'Road Casualties in Great Britain' 2004, 2005, 2006 – DfT give local authority level	CCs LBs MDCs UAs	Thresholds derived from national target for KSI reduction (DfT)  PI calculated as the average of three most recent years' data (2004, 2005 and 2006) to avoid distortions in scores due to small fluctuations  Baseline defined as the average number of KSI 1994-98  Government target is defined as a 40% reduction from the baseline figure by 2010. The target for each year is derived from a target line drawn starting in 2000 from the baseline figure falling steadily each year to reach the final target in 2010, ie, 4% reduction in the baseline figure every year	The average of the last three years' data (2004, 2005 and 2006) is greater than or equal to the 2005 target figure PLUS 12% of baseline figure	The average of the last three years' data (2004, 2005 and 2006) is less than or equal to the 2005 target figure MINUS 12% of baseline figure	No change to methodology but proposed changes to thresholds to reflect the fact the data has moved on a year	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing the environment well (continued)</b>							
<b>E12</b> (continued)			The upper and lower thresholds are based on the derived target for 2005 (the middle of the 3 years from which we take the average) which is a 20% reduction (4% each year for 5 years from 2000) from the baseline figure				
<b>E40</b> Reducing slightly injured road casualties	Based on police returns – published as ‘Road Casualties in Great Britain’ 2004, 2005, 2006 – DfT give local authority level	CCs LBs MDCs UAs	Thresholds agreed with DfT to reflect the national targets for reducing by 2010 the rate of slightly injured casualties  PI calculated as the average of three most recent years’ data (2004, 2005 and 2006) so as to avoid distortions in scores due to small fluctuations  Baseline defined as the average number of slightly injured casualties 1994-98	Average of last three years’ data (2004, 2005, 2006) is greater than or equal to 10% above baseline	Average of last three years’ data (2004, 2005, 2006) is less than or equal to baseline	No change to methodology but proposed changes to thresholds to reflect the fact the data has moved on a year	
<b>E14</b> Satisfaction with passenger transport information	Data from BV 103	CCs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs)  Figures used for respondents who have seen passenger transport information	62%	72%	No change	
<b>E15</b> Satisfaction with bus services	Data from BV 104	CCs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs)  Figures used for respondents who have used local bus services	54% (used)	65% (used)	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing the environment well (continued)</b>							
<b>E16</b> Percentage of pedestrian crossings with facilities for disabled people	BVPI – BV 165	CCs LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on CCs, LBs, MDCs, UAs)	75% of crossings with facilities	98% of crossings with facilities	No change	
<b>E18</b> Condition of footways	BVPI – BV 187	CCs LBs MDCs UAs	Thresholds derived from 25th and 75th percentile points in 2003/04 (based on CCs, LBs, MDCs, UAs) PI calculated as the average of the two most recent years' data ie, 2005/06 and 2006/07 to reflect a greater proportion of the footpath network	Two-year average greater than or equal to 38%	Two-year average less than or equal to 18%	No change	
<b>E19</b> Intervention by the Secretary of State under Traffic Management Act powers	DfT	CCs LBs MDCs UAs		Intervention by Secretary of State	Not applicable ( <b>Note 1</b> )	No change	
<b>E22</b> Percentage of standard planning searches carried out within 10 working days	BVPI – BV 179	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	94% of searches within 10 days	99.8% of searches within 10 days	Delete – no longer collected in 2006/07	
<b>E21</b> Trading standards checklist	BVPI – BV 166b	CCs LBs MDCs UAs	Threshold based on compliance against best practice checklist – agreed with Department of Trade and Industry (DTI)	50% of criteria met	100% criteria met	No change	
<b>E27</b> Environmental health checklist	BVPI – BV 166a	LBs MDCs UAs	Threshold based on compliance against best practice checklist – agreed with DTI	50% of criteria met	100% criteria met	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing the environment well (continued)</b>							
<b>E30</b> Consumer satisfaction with trading standards service	Annual data returns to DTI	CCs LBs MDCs UAs	Thresholds agreed in discussion with DTI in consultation with trading standards departments The data returns for this PI have not previously included sufficient information on sample sizes and populations for confidence intervals to be collected	50%	75%	No change	
<b>E31</b> Business satisfaction with trading standards service	Annual data returns to DTI	CCs LBs MDCs UAs	Thresholds agreed in discussion with DTI in consultation with trading standards departments The data returns for this PI have not previously included sufficient information on sample sizes and populations for confidence intervals to be collected	50%	75%	No change	
<b>E32</b> Trading standards, visits to high risk premises	Annual data returns to DTI	CCs LBs MDCs UAs	Thresholds agreed in discussion with DTI in consultation with trading standards departments	50% of high risk premises visited	100% of high risk premises visited	No change	
<b>E33</b> Trading standards, levels of business compliance, high-, medium- and low-risk premises	Annual data returns to DTI	CCs LBs MDCs UAs	Thresholds agreed in discussion with DTI in consultation with trading standards departments	50% of visited business found compliant in any one risk category	95% of visited business found compliant in all risk categories	No change	
<b>E38</b> Satisfaction with the cleanliness of public space	BVPI – BV 89	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs), adjusted for deprivation	64.6%	74.4%	No change	Deprivation
<b>E45</b> Kerbside recycling – two or more recyclables	BVPI – BV 91b	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2005/06 (based on LBs, MDCs, UAs, DCs)	90%	100%	New – proposed to replace E7A (BV 91a)	To be determined

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing the environment well</b> (continued)							
<b>E46</b> Cleanliness of public places – graffiti	BVPI – BV 199b	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2005/06 (based on LBs, MDCs, UAs, DCs)	6%	1%	New	To be determined
<b>E47</b> Cleanliness of public places – fly posting	BVPI – BV 199c	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2005/06 (based on LBs, MDCs, UAs, DCs) Upper threshold has been modified from the actual 75th percentile (0%) to allow councils to score above the upper threshold with a very small number of incidents	2%	0.5%	New	To be determined
<b>E48</b> Cleanliness of public places – fly tipping	BVPI – BV 199d	LBs MDCs UAs	Thresholds based on the BVPI return categories on whether a year on year reduction in incidents and increase in total number of enforcement actions has been achieved	4	1	New	To be determined
<b>Sustaining a quality environment for future generations</b>							
<b>E6</b> Recycling and composting performance	BVPI – BV 82a + 82b (the two BVPIs are added together before being compared with the thresholds)	CCs LBs MDCs UAs	Thresholds derived from statutory performance standards set by DEFRA These PIs are known to correlate strongly with deprivation. However, when recycling/composting is judged against individual councils' statutory performance standards (SPS), this correlation disappears because these standards took into account the levels historically achieved Where SPSs have been pooled across a number of councils ( <b>Note 2</b> ), thresholds will be calculated using the pooled values	(Not met 2005/06 statutory recycling target) AND (2006/07 performance 18% or worse (the lowest statutory target applied to any authority)	(Met 2005/06 statutory recycling target) AND (2006/07 performance is 27% or better (based on the national targets of 25% in 2005 and 30% in 2010)	No change to methodology but proposed changes to thresholds, in discussion with DEFRA, to reflect updated targets	See treatment note

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Sustaining a quality environment for future generations (continued)</b>							
<b>E23</b> Use of brown-field land for housing	BVPI – BV 106	LBs MDCs UAS	Upper threshold based on 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	Not applicable ( <b>Note 3</b> )	93% of homes built on brown-field land	No change	
<b>E24</b> Energy requirements of council housing	BVPI – BV 63	LBs MDCs UAS	Upper threshold based on 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs) together with an assessment of whether the energy requirements of council stock housing are reducing This PI is not returned by authorities owning fewer than 200 dwellings	SAP rating failing to show an annual improvement	SAP rating 65 or greater overall and not declining over successive years If a council has had the same SAP rating of greater than 65 for successive years they would meet the criteria for being below the lower threshold and above the upper threshold. Where this is the case they will score as being above the upper threshold	No change	
<b>E26</b> Tonnage of waste per head of population	BVPI – BV 84	CCs LBs MDCs UAS	In consultation with DEFRA, the thresholds for this PI have been calculated as averages plus or minus one standard deviation (approximately 50), rather than as lower and upper quartiles	455kg/ head (collection only authorities) 575kg/ head (disposal only authorities) 555kg/ head (joint collection/ disposal authorities)	355kg/ head (collection only authorities) 485kg/ head (disposal only authorities) 455kg/ head (joint collection/ disposal authorities)	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing council homes – meeting the decent homes standard</b>							
<b>H1</b> The proportion of non-decent LA homes	BVPI – BV 184a	Stock holding LBs MDCs UAS	Thresholds based on 25th and 75th percentile points in 2005/06 (based on stock holding LBs, MDCs, UAs, DCs)	47%	16%	Changes proposed to thresholds (based on 25th and 75th percentile points in 2005/06) to reflect the fact the data has moved on a year and 2010 is the target year	
<b>H2</b> Percentage change over year of local authority non-decent homes	BVPI – BV 184b	Stock holding LBs MDCs UAS	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs)	3.5%	23.8% OR had 100% decent at end of 2005/06 and continues to have 100% decent at end of 2006/07	No change	
<b>Managing council homes – repairs and maintenance</b>							
<b>H4</b> Urgent repairs in time	HIP – BPSA section E5 (previously BV 72)	Stock holding LBs MDCs UAS	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs)	88%	97%	No change	
<b>H5</b> Average time for non-urgent repairs	HIP – BPSA section E6 (previously BV 73)	Stock holding LBs MDCs UAS	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs)	24 days	11 days	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing council homes – repairs and maintenance (continued)</b>							
<b>H21</b> Percentage of planned to responsive repairs funded from revenue expenditure	HIP – BPSA section D (rows 27 and 28)	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2004/05 (based on stock holding LBs, MDCs, UAs, DCs) Thresholds based on planned repairs element of the PI	26% (planned repairs)	54% (planned repairs)	Delete – difficulty with interpretation and usefulness in measuring performance	
<b>Managing council homes – housing management</b>							
<b>H6</b> Rent collection and arrears	BVPI – BV 66a	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs)	96.18%	98.2%	No change	
<b>H8</b> Average re-let times	BVPI – BV 212 (previously used data from HIP – BPSA section E3)	Stock holding LBs MDCs UAs	Thresholds are based 50% on all-England 25th and 75th percentile points for 2003/04 and 50% based on regional (Government Office Regions) 25th and 75th percentile points for 2003/04 – given in days	London – 45.0 SE – 46.3 SW – 48.0 East of Eng – 44.4 EMids – 48.8 WMids – 47.8 NE – 54.1 NW – 54.5 Y&H – 52.0	London - 31.05 SE – 28.0 SW – 24.5 East of Eng – 29.1 EMids – 31.05 WMids – 27.75 NE – 31.35 NW – 34.2 Y&H – 26.7	Change to data source – collected as BVPI (BV 212) in 2005/06 No change to thresholds	
<b>H9</b> Average weekly management cost	HIP – BPSA section E1 (previously BV 65a)	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs), with allowance for area cost adjustments and for annual inflation	£15.90 (will be updated to reflect the correct rate of inflation)	£10.46 (will be updated to reflect the correct rate of inflation)	No change to methodology but thresholds will be updated to reflect the correct rate of inflation – final thresholds for CPA 2007 will be confirmed when this is available	Cost

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Managing council homes – housing management (continued)</b>							
<b>H10</b> CRE code for rented housing	BVPI – BV 164	Stock holding LBs MDCs UAs		No	Not applicable (Note 4)	No change	
<b>H11</b> Council homes SAP ratings	BVPI – BV 63	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs)	57	65	No change	
<b>Managing council homes – resident involvement</b>							
<b>H12</b> Overall satisfaction with housing service	BVPI – BV 74a	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs), adjusted for deprivation	84.1%	92.5%	No change	Deprivation
<b>H13</b> Satisfaction with opportunities to participate	BVPI – BV 75a	Stock holding LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on stock holding LBs, MDCs, UAs, DCs), adjusted for deprivation	68.2%	77.5%	No change	Deprivation
<b>Housing the community – homelessness and housing advice</b>							
<b>H14</b> Average time in temporary accommodation – time spent in B&B	BVPI – BV 183a	LBs MDCs UAs	Upper threshold based on 75th percentile in 2003/04 (based on LBs, MDCs, UAs, DCs) Lower threshold based on 6 week B&B target for families	6 weeks	1.2 weeks	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Housing the community – homelessness and housing advice (continued)</b>							
<b>H15</b> Average time in temporary accommodation – time spent in hostels	BVPI – BV 183b	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	21.3 weeks	0 weeks	No change	
<b>H16</b> Repeat homelessness acceptances	P1E homelessness return to ODPM	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	8%	1%	Delete – proposed to be replaced by H25 (BV 214)	
<b>H22</b> Percentage change in the average number of families placed in temporary accommodation	BVPI – BV203	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2004/05 (based on LBs, MDCs, UAs, DCs), with special treatment where there are an average of 10 or less families in temporary accommodation during 2006/07	28.31% EXCEPT if average number of families in temporary accommodation during 2006/07 is 10 or less	-6.94% OR average number of families in temporary accommodation during 2006/07 is 10 or less and less than 2005/06	No change	
<b>H24</b> Housing advice – households who consider themselves homeless who approach council advice and for whom intervention resolved situation (per thousand households)	BVPI – BV 213	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2005/06 (based on LBs, MDCs, UAs, DCs)	1%	4%	New	To be determined
<b>H25</b> Homelessness prevention – proportion of households accepted as statutorily homeless who were accepted by the same authority in the last two years	BVPI – BV 214	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2005/06 (based on LBs, MDCs, UAs, DCs)	4.23%	0.37%	New – proposed to replace H16 (from P1E homelessness return to CLG)	To be determined

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Housing the community – private sector housing</b>							
<b>H17</b> Private sector housing unfit made fit	HIP – HSSA (previously BVPI – BV 62)	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	1.44%	4.32%	Delete – no longer relevant as new Housing Safety Ratings System introduced in April 2006	
<b>Housing the community – balancing housing markets</b>							
<b>H18</b> Percentage of total private sector homes vacant for more than 6 months	HIP – HSSA section A1 and A7	LBs MDCs UAs	Thresholds are based 50% on all-England 25th and 75th percentile points for 2003/04 and 50% based on regional (Government Office Regions) 25th and 75th percentile points for 2003/04, adjusted for deprivation	London – 0.74% SE – 0.77% SW – 0.81% East of Eng – 0.88% EMids – 0.87% WMids – 0.88% NE – 0.71% NW – 1.14% Y&H – 1.04%	London – 0% SE – 0% SW – 0% East of Eng – 0% EMids – 0.07% WMids – 0.05% NE – 0% NW – 0% Y&H – 0.14%	No change	Deprivation
<b>H23</b> Number of private sector vacant properties returned to occupation or demolished as a result of local authority action	BVPI – BV64 and HIP HSSA return	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2004/05 (HIP HSSA return on sum of vacant dwellings of HA, other public sector and private sector used as denominator)	1.01%	6.02%	No change	
<b>Housing the community – community safety</b>							
<b>H19</b> Racial incidents with further action	BVPI – BV 175	LBs MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, DCs)	57%	100%	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Access</b>							
<b>C1</b> Percentage of total length of footpaths and other rights of way easy to use by members of the public	BVPI – BV 178	Outer LBs MDCs UAs CCs	Thresholds derived from standards set by Department for Culture Media and Sport (DCMS)	50%	90%	No change	
<b>C2</b> Public library service standards on access – PLSS 1, 2 & 6	Institute of Public Finance (IPF)	LBs MDCs UAs CCs	See below for components – thresholds for each component derived from standards set by DCMS and Museums, Libraries and Archives Council (MLA) ( <b>Note 5</b> )	More than one at or below lower individual threshold	All above lower individual threshold AND at least one meets upper individual threshold	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C2a</b> Proportion of households living within a specified distance of a static library	IPF – PLSS 1	LBs MDCs UAs CCs	Standard reflects council type and sparsity factors. Two levels only	5 percentage points below the standard	Not applicable ( <b>Note 1</b> )	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C2b</b> Aggregate scheduled opening hours per 1,000 population for all libraries	IPF – PLSS 2	LBs MDCs UAs CCs		20 percentage points below the standard	Meets or exceeds the standard	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C2c</b> Number of library visits per 1,000 population	IPF – PLSS 6	LBs MDCs UAs CCs		30 percentage points below the standard	Meets or exceeds the standard	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C3</b> Public library service standards on ICT provision – PLSS 3 & 4	IPF	LBs MDCs UAs CCs	See below for components – thresholds for each component derived from standards set by DCMS and MLA ( <b>Note 5</b> )	Both at or below the lower individual threshold; OR PLSS3 (C3a) at or below the lower individual threshold and PLSS4 (C3b) below the upper individual threshold	PLSS 3 (C3a) above lower individual threshold AND PLSS 4 (C3b) meets upper individual threshold	No change to thresholds for CPA 2007 as PLSS review currently in progress	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Access (continued)</b>							
<b>C3a</b> Percentage of static libraries providing access to electronic information resources connected to the internet	IPF – PLSS 3	LBs MDCs UAs CCs	Two levels only	Does not meet the standard	Not applicable ( <b>Note 1</b> )	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C3b</b> Total number of electronic workstations available to users per 10,000 population	IPF – PLSS 4	LBs MDCs UAs CCs		25 percentage points below the standard	Meets or exceeds the standard	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C19</b> Percentage of population that are within 20 minutes travel time (urban areas – by walk; rural areas – by car) of a range of three different sports facility types, of which one has achieved a specified quality assured standard ( <b>Note 6</b> )	Active places database – provided by Sport England (SE)	LBs MDCs UAs	Thresholds set in discussion with SE / DCMS to reflect government targets Results will be based on performance based on the data submitted to the active places database and quality assurance scheme by end October 2007	30%	50%	No change	
<b>Participation</b>							
<b>C4</b> Active borrowers as a percentage of population	IPF	LBs MDC UAs CCs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs with available data)	20.4%	27.3%	No change	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Participation (continued)</b>							
<b>C16</b> Percentage of 5-16 year olds in school sports partnerships engaged in two hours a week minimum on high quality PE and school sport within and beyond the curriculum	Department for Education and Skills (DFES) / DCMS school sport and club links survey	LBs MDCs UAs CCs	Thresholds set in discussion with DFES / DCMS – derived from joint national public service agreement target Results based on performance measured by survey carried out in 2006/07 academic year	Below 80% of pupils in school sports partnerships	85% of pupils in school sports partnerships	Change to thresholds proposed in discussion with DFES/DCMS to reflect the fact that the data has moved on a year and 2008 is the target year	
<b>C17</b> Percentage of adults participating in at least 30 minutes moderate intensity sport and active recreation on three or more days a week ( <b>Note 6</b> )	Local participation survey – active people – provided by SE	LBs MDCs UAs	Thresholds set in discussion with SE / DCMS to reflect the contribution to achieving the national public service agreement target of increasing participation in sport by priority groups by 3% by 2008 Results will be based on data collected from the survey carried out from October 2005 – October 2006	Below 24%	27%	No change	Deprivation
<b>C18</b> Percentage of population volunteering in sport and active recreation for at least one hour per week ( <b>Note 6</b> )	Local participation survey – active people – provided by SE	LBs MDCs UAs	Thresholds set in discussion with SE / DCMS to reflect the contribution to achieving the national public service agreement target of increasing participation in sport by priority groups by 3% by 2008 Results will be based on data collected from the survey carried out from October 2005 – October 2006	Below 5%	6.5%	No change	Deprivation

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Quality</b>							
<b>C5</b> Resident satisfaction sport/leisure facilities	BVPI – BV 119a	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on all council types with available data)	49%	60%	No change	
<b>C6</b> Resident satisfaction libraries	BVPI – BV 119b	LBS MDCs UAs CCs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs, CCs with available data)	63%	72%	No change	
<b>C7</b> Resident satisfaction museums /galleries	BVPI – BV 119c	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on all council types with available data)	31%	50%	No change	
<b>C8</b> Resident satisfaction theatres/ concert halls	BVPI – BV 119d	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on all council types with available data)	36%	56%	No change	
<b>C9</b> Resident satisfaction parks / open spaces	BVPI – BV 119e	LBS MDCs UAs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on all council types with available data)	66%	77%	No change	
<b>C11</b> Public library service standards on stock – PLSS 5, 9 & 10	IPF	LBS MDC UAs CCs	See below for components – thresholds for each component derived from standards set by DCMS and MLA ( <b>Note 5</b> )	More than one at or below lower individual threshold	All above lower individual threshold AND at least one meets upper individual threshold	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C11a</b> Requests supply time	IPF – PLSS 5	LBS MDC UAs CCs	There are three components within this – 7 days, 15 days and 30 days	10 percentage points below the standard for any of the three components	Meets or exceeds the standard for all three components	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C11b</b> Annual items added through purchase per 1,000 population	IPF – PLSS 9	LBS MDC UAs CCs		15 percentage points below the standard	Meets or exceeds the standard	No change to thresholds for CPA 2007 as PLSS review currently in progress	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Quality (continued)</b>							
<b>C11c</b> Time taken to replenish the lending stock on open access or available on loan	IPF – PLSS 10	LBS MDC UAs CCs	Higher values represent poorer performance	30 percentage points above the standard	Meets or exceeds the standard	No change to thresholds for CPA 2007 as PLSS review currently in progress	
<b>C12</b> Stock level and stock-turn	IPF	LBS MDCs UAs CCs	See below for components	Both at or below the lower individual threshold; OR one at or below the lower individual threshold and other below the upper individual threshold	Both above lower individual threshold AND at least one meets upper individual threshold	Delete due to difficulty in national consistency	
<b>C12a</b> Stock turn – book issues / books available for loan	IPF	LBS MDCs UAs CCs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs CCs with available data), adjusted for deprivation	5.2	6.7	Delete	Deprivation
<b>C12b</b> Stock level – books available for issue per 1,000 population	IPF	LBS MDCs UAs CCs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs CCs with available data)	1,108	1,532	Delete	
<b>C14a</b> Public library service standards on satisfaction – assessment of users 16 and over of their library service	IPF – PLUS adults survey – PLSS 7	LBS MDCs UAs CCs	Thresholds derived from standards set by DCMS and MLA ( <b>Note 5</b> )	20 percentage points below the standard	7 percentage points below the standard	No change	
<b>C15</b> Museums accreditation – where applicable (this applies to museums that fall under the definition for BVPI 170)	MLA	LBS MDCs UAs CCs	Thresholds based on accreditation / registration levels of relevant museums (those counted under the definition of BVPI 170) determined by MLA ( <b>Note 7</b> ) Results will be based on performance as at end October 2007	Level 0	Level 2	No change It was previously indicated a further level (level 3) would be developed within museums accreditation but this will now not be taken into account for CPA 2007 ( <b>Note 7</b> )	

Service reference: description of PI	Source and reference	Applicable authorities	Treatment notes and comments	Lower threshold 2006	Upper threshold 2006	Proposed change for 2007	Adjustment (if applicable)
<b>Value for Money</b>							
C13 Cost per visit (libraries)	IPF	LBs MDCs UAs CCs	Thresholds based on 25th and 75th percentile points in 2003/04 (based on LBs, MDCs, UAs CCs with available data) with allowance for area cost adjustments and for annual inflation	£3.37 (will be updated to reflect the correct rate of inflation)	£2.46 (will be updated to reflect the correct rate of inflation)	No change to methodology but thresholds will be updated to reflect the correct rate of inflation – final thresholds for CPA 2007 will be confirmed when this is available	Cost

## Table notes

- 1 There is no upper threshold for this PI – where a council scores above the lower threshold the PI will be treated as scoring between the upper and lower threshold.
- 2 Pooled standards published in Statutory Instruments 2003 No. 864 and 2005 No. 598 supersede the statutory performance standards published by ODPM (now CLG) in BVPIs 2005/06 for the councils that have 'pooling' arrangements for the years covered by those SIs.
- 3 There is no lower threshold for this PI because special circumstances in some geographical areas limit the amount of brownfield land available – where a council scores below the upper threshold the PI will be treated as scoring between the upper and lower threshold.
- 4 There is no upper threshold for this PI as the minimum standard is that the authority complies with the code – where a council scores above the lower threshold the PI will be treated as scoring between the upper and lower threshold.
- 5 The public library service standards are published by DCMS and available at [www.culture.gov.uk/libraries\\_and\\_communities/](http://www.culture.gov.uk/libraries_and_communities/)
- 6 For more information on how this PI is brought together please see [www.sportengland.org/cpa](http://www.sportengland.org/cpa)
- 7 More information on this PI and a full definition of the levels is published by the MLA and is available at [www.mla.gov.uk/webdav/harmonise?Page/@id=73&Section\[@stateId\\_eq\\_left\\_hand\\_root\]/@id=4332&Section\[@stateId\\_eq\\_selected\]/@id=4359&Session/@id=D\\_nHXxX4bY80Ljdcju1oMt](http://www.mla.gov.uk/webdav/harmonise?Page/@id=73&Section[@stateId_eq_left_hand_root]/@id=4332&Section[@stateId_eq_selected]/@id=4359&Session/@id=D_nHXxX4bY80Ljdcju1oMt)

## Appendix 3

### Summary timeline of key stages in transition from Comprehensive Performance Assessment to Comprehensive Area Assessment

Timeline	Date
Initial consultation closes	14 June 2007
Discussions with government, inspectorates and stakeholders	Spring / Summer 2007
Events with stakeholders to discuss issues	Spring / Summer 2007
Approval and publication of final CPA 2007 framework	By end July 2007
Comprehensive spending review 2007: Key public service agreement outcomes and national indicator set expected	By end July 2007
First joint inspectorate consultation on development of CAA	Autumn 2007
CPA 2007 results published	February 2008
Commencement of new national indicator set and second generation LAAs	April 2008
Second joint inspectorate consultation on development and implementation of CAA	Spring 2008

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