

Corporate Performance Management Framework and Local Government Association Corporate Peer Challenge

Joint report of the Head of Economy, Enterprise & Skills and Director of Transformation & Business Services

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

1) Recommendation

That Cabinet:

- (a) Agree the development and introduction of the corporate performance management framework described in this report.
- (b) Endorse the proposal for a Local Government Association Corporate Peer Challenge in June 2024.

2) Introduction

In July 2023, the Cabinet reaffirmed the commitment to, and support for, the “Best Place” Strategic Plan 2021 – 2025 and agreed six areas of focus for the Corporate Plan for the next 12 months:

- i. Governance and performance review.
- ii. Value for money and financial sustainability covering:
 - a. Staffing
 - b. Contract management
 - c. Efficiency of services
 - d. Income generation and full cost recovery
 - e. Use of assets and buildings
- iii. People strategy.
- iv. Replacement systems (FINEST and CareFirst).
- v. Equality, diversity and inclusion.
- vi. Devon, Plymouth and Torbay devolution deal.

The Cabinet also noted that Directorate/service area plans would be developed over the next three months linked to the: Strategic Plan 2021-2025, areas of focus, key risks and the People Strategy – ‘People First’.

This report sets out proposals for the introduction of a corporate performance framework and the carrying out in June 2024 of a Local Government Association led corporate peer challenge (LGA CPC).

The proposals in this report will also contribute to the work of the cross-party working group that is undertaking the governance review agreed by Council in May 2023.

3) Overview of performance management

3.1 Duties and responsibilities

The Local Government Act 1999 requires that councils' services are responsive to the needs of citizens, of high quality and cost-effective, and fair and accessible to all who need them.

All councils have a general duty of best value to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

3.2 Background to performance management

Performance management is the use of processes, techniques, and methods to assess progress towards shared goals. Effective performance management enables comparisons between intended outcomes and current performance levels so that action can be taken to improve or adjust services. Performance management relies on monitoring and assessing a variety of outcomes and measures. These include outcomes such as health and wellbeing, deprivation and inequality; strategic key performance indicators; and more detailed metrics and measures that support individual services and teams.

The Office for Local Government (Oflog) was established by government in July 2023 to provide authoritative and accessible data and analysis about the performance of local government and support its improvement. Oflog is developing a "Data Explorer" using existing performance indicators that measure local authority responsibilities where councils have powers to influence outcomes.

3.3 Current performance management reporting

A wide range of data is gathered, analysed and interpreted to assess the performance of Devon County Council's services. Performance information is regularly reported to scrutiny and other committees. Examples of current performance reporting include:

- Reports to the Corporate, Infrastructure and Regulatory Services Scrutiny Committee on the performance of highways and traffic management services.
- Reports to Health and Adult Care Scrutiny Committee on the performance of adult social care services.
- Reports to the Children's Scrutiny Committee on the performance of children's social care services.
- Reports to the Health and Wellbeing Board on progress against outcomes in the Joint Health and Wellbeing Strategy.
- Reports to the Devon Education Forum on key performance indicators for schools and education.
- Reports to the Devon Authorities Strategic Waste Committee on the management, collection and recycling of household waste.

Some of the performance information described above is also required from local government by central government. It is information that is covered by the government's

“single data list” which sets out the data collections or returns for central government departments, arm's length bodies and other public bodies.

Information about the performance of the Council's services and activities is also published in various forms and formats, including:

- The national adult social care outcomes framework as part of the adult social care annual report.
- Devon health and wellbeing outcomes reports that includes public health outcome indicators.
- A section on “Performance Management” in the annual statement of accounts.
- Information on service statistics and performance in the annual budget book.

The Cabinet does not currently receive regular reports on the performance of the Council's services or progress against the “Best Place Strategic Plan 2021-2025”.

3.4 Proposed performance management framework

There is a need to draw together existing data and information into a corporate framework. This will enable information about outcomes and the performance of the Council's services to be collated, interpreted, reported and shared.

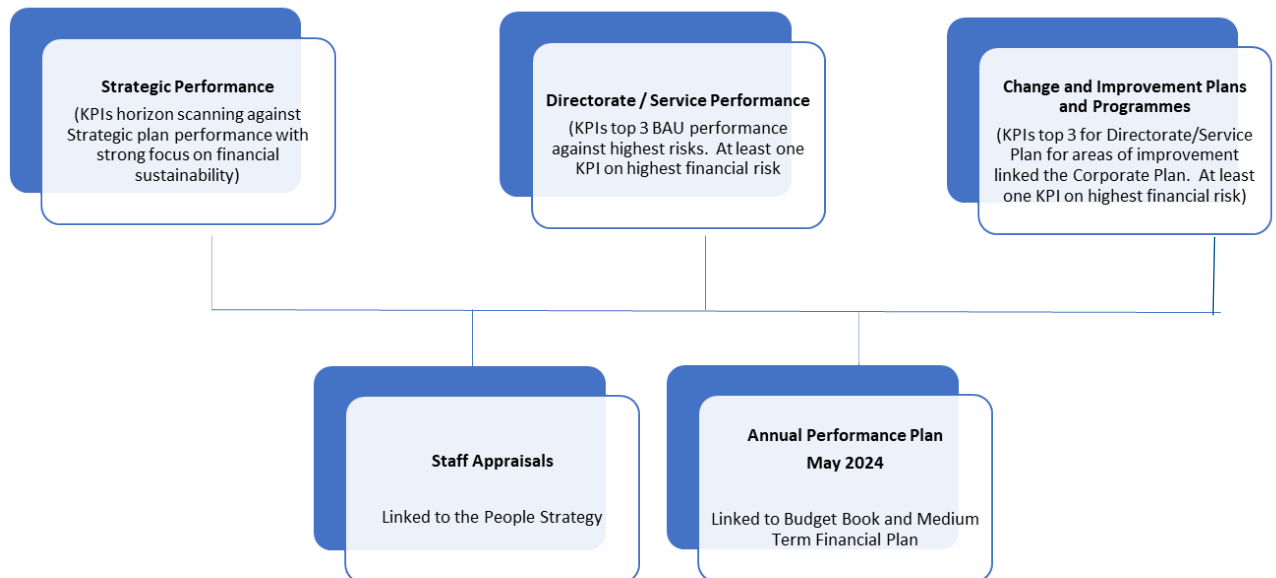
The framework will help the Council know whether it is providing value for money to residents and businesses. The benefits will be:

- The ability to benchmark the Council's performance against other similar areas, comparator local authorities and the Office for Local Government's metrics.
- The making available of information to enable the economy, efficiency and effectiveness of services to be assessed.
- The capability to identify weaknesses and areas for improvement.
- Support for joint working with partners and taking shared responsibility for outcomes.

It is suggested that a corporate performance management framework is introduced with three levels:

1. Strategic performance.
2. Directorate/service performance.
3. Change and improvement plans and programmes.

The diagram below describes what will be measured at each level.



Strategic level

At the **strategic level**, progress towards the Council’s goals and priorities in its “Best Place Strategic Plan 2021-2025” will be assessed by using measures in relation to outcomes and impacts such as:

- Inequalities
- Health and wellbeing
- Socio-economic deprivation
- Poverty
- Equality and diversity

Other public service providers and partnerships such as schools, district councils, the Devon Integrated Care System (NHS) and the Police and Crime Commissioner for Devon and Cornwall all assess similar outcomes. There is a shared responsibility to measure and assess performance in ways that support the collective delivery and achievement of those outcomes.

Directorate/service plan level

At the **Directorate/service plan level**, the plan that each Directorate has prepared includes a set of performance indicators to measure and assess the economy, efficiency and effectiveness of services.

Change & improvement plans and programmes level

At the **change & improvement plans and programmes level**, the performance information will help to measure the impacts of the People Strategy, the changes of contracts and commissioning, and the property change programme.

The diagram at appendix 1 provides some examples of different types of long, medium and short term outcomes and performance indicators that could be measured through the proposed corporate performance management framework. The diagram was discussed the event held on 28 November 2023 for members of the Council where it was suggested that in addition to the examples shown, the outcomes and performance indicators should also cover:

- Climate change and net zero opportunities.
- Isolation and loneliness.
- Mental as well as physical health and wellbeing.
- Flooding and flood risk
- Active lifestyles and obesity.
- Volunteering opportunities.

3.5 Next steps

The Council has staff in different service areas with a wide range of skills, experience and knowledge about data, information and performance assessment but does not currently have a corporate performance management team.

The Strategic Leadership Team will, over the next six months, put the following in place:

1. Regular reporting to Cabinet from April 2024 onwards to provide data and information that enables:
 - Assessment of performance against the goals and priorities of the “Best Place Strategic Plan 2021-2025”
 - Performance management of service areas where decisions are required about improvement.
2. Annual performance report to Council on 23 May 2024.
3. Local Government Association Corporate Peer Challenge (w/c 10 June 2024) to review progress.
4. Ensuring that staff appraisals are linked to the Council’s key performance indicators.

Those four steps will be the first stage in the establishment of the corporate performance management framework. The next stages will include:

- The use and reporting of performance indicators and metrics to assess progress with Directorate plans.
- Using a digital performance dashboard to complement the risk management dashboard.

For Cabinet members’ information, examples of how this type of framework is used by Wiltshire Council, Essex County Council and Kent County Council are included in appendix 2.

4 Local Government Association Corporate Peer Challenge

To help local authorities to achieve best value, the government funds a programme of improvement support, primarily via the Local Government Association, that includes a wide range of sector-led support activities, including peer challenges, mentoring and the dissemination of best practice.

The Corporate Peer Challenges run by the LGA are delivered by experienced member and officer peers. The LGA CPC covers five broad areas:

1. Local priorities and outcomes
2. Organisational and place leadership
3. Governance and culture
4. Financial planning and management
5. Capacity for improvement.

There is an expectation that all councils having a corporate peer challenge will commit to publishing the feedback and action plan in response within three months and complete a progress review within a year. The most recent LGA CPC visit to DCC took place in 2016.

It is proposed to invite the LGA to organise a CPC during the week commencing 10 June 2024. It will be an improvement focused exercise and not an inspection. The peer team will use their experience and knowledge of local government to reflect on the information presented to them by the members and staff they met, things they see and material they read.

Members will recall that the LGA undertook an adult social care peer challenge 2023 in July 2023.

4) Options / Alternatives

There is the option not to introduce the proposed corporate performance framework or run a LGA CPC.

5) Strategic Plan

The proposals in this report reflect the commitments in Council's Strategic Plan 2021 – 2025 to:

- Make best use of data and intelligence - to help inform what we do and understand its impact on the people of Devon.
- Transform the way we work - to make us more resilient and adaptable.

6) Financial Considerations

The costs of the proposals described in this report will be met from within existing resources.

7) Legal Considerations

See section 3.1 above.

8) Environmental Impact Considerations (Including Climate Change, Sustainability and Socio-economic)

There are no direct environmental related issues arising from the recommendations in this report.

9) Equality Considerations

The recommendations have no specific equality impacts. However, equality considerations will feature as part of the performance management framework and LGA CPC.

10) Risk Management Considerations

No specific risks associated with this report's recommendations have been identified.

11) Conclusions

The introduction of the proposed corporate performance framework and carrying out of the LGA CPA will help to ensure that the Council meets its statutory best value duty and deliver efficient and effective services.

Keri Denton

Head of Economy, Enterprise and Skills

Matthew Jones

Director of Transformation and Business Services

Electoral Divisions: All

Cabinet Member for Policy, Corporate and Asset Management: Councillor John Hart

Local Government Act 1972: List of background papers

Background Paper: Nil

Date

File Reference

Contact for enquiries:

Name: Roland Pyle

Telephone: 01392 383000

Address: County Hall, Exeter. EX2 4QD

Appendix 1 to EES/23/3 - Strategic Plan priorities – examples of performance indicators and outcomes

Devon County Council Performance Framework– Example Measures

Strategic And Corporate Priorities	Be ambitious for children and young people	Tackling poverty and inequality	Improve health & wellbeing	Respond to climate emergency	Support sustainable economic recovery	Help communities be safe connected and resilient	Sustainable and Stronger Council
Ambition Outcome	Work together to ensure all children are safe, healthy and can thrive and fulfil their potential	Make Devon a fairer place, address poverty and health inequalities and ensure support for those struggling	Help people to be healthier and more resilient, ensure everyone gets the care they need and support people to live well	Leading on helping Devon respond to the climate and ecological emergency; protect and improve natural environment	Help Devon achieve inclusive economic recovery and sustainable growth, ensure more people can take opportunities and invest carefully to improve infrastructure	Support our communities to be safer, better connected and more resilient with focus on communities at greatest risk or in greatest need	Improve decision making and governance; achieve financial sustainability and support staff to achieve best outcomes for people of Devon
Examples of performance indicators and outcomes	Educational attainment– GCSEs grade 4 and above School attendance Care leavers/children in care living in unsuitable accommodation Foster placements Looked after children in kinship placements Looked after children accommodated out of county Number of EHCPs/SEND plans Care Leaver Apprenticeships	Risk of poverty and inequality Average pay Recorded hate crime Working age individuals without basic skills Children entitled to free school meals	Healthy life expectancy Admissions to care homes Adults with learning disabilities in paid employment Health care/provision for children in care	Carbon emissions Energy consumption Waste recycling and recovery Woodland cover	Housebuilding unlocked Second Homes and Empty properties Inward investment & External funding Jobseekers allowance claimants Young people not in education training or employment Labour Market Skills Gaps	Adult Safeguarding Rates Active travel – walking and cycling Bus passengers Traffic volumes Condition of the roads Length of time taken to repair potholes Road accidents. Domestic Abuse Incidents	Budget management Corporate aged debt Pension fund investment Asset disposal and re-purposing Time taken to deal with complaints Data & information breaches Staff turnover and headcount Staff absence Staff development Diversity of members and staff

Appendix 2 to EES/23/3

Examples of other county area local authorities' performance management frameworks

Wiltshire Council's "Council Performance and Risk 2022/23 – Quarterly Monitoring

Wiltshire Council's Cabinet receives a quarterly report on performance against the ten missions in the Council's Business Plan 2022-32 and strategic risks.

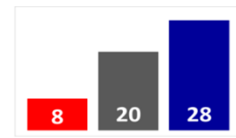
The most recent report, considered by the Wiltshire Council Cabinet on 14 November 2023 is available [here](#). It is worth noting that that report brings together an expanded list of performance indicators that make up the corporate performance framework, as well supplementary commentary to provide further context around the Council's activities in these areas and the risks faced by the Council. It is based on Wiltshire Council Performance Scorecard which charts progress on 58 indicators. Performance measures and targets on the Scorecard are owned and reported by the service to which they relate and reviewed and challenged at Performance Outcome Boards and Groups to inform recommendations and drive improvements. The most recent Wiltshire Council Performance Scorecard is available [here](#) and an extract is shown below:

Wiltshire Council Performance Scorecard - 2023/24 Quarter Two

Of the 58 indicators on this scorecard 48 (82%) were ranked as either positive or neutral in terms of improved performance.

Arrows show the direction of travel. Blue indicates a measure is at or better than target or within a target range, or is likely to be on target by the stated deadline. Grey indicates a measure is slightly outside the target but heading in the correct direction. Red is significantly worse than target.

All measures show a rolling annual average, unless stated, with most recent figures presented alongside those from the two most recent reports.



Gold shaded measures are main indicators Unshaded indicators support a main indicator Grey shaded indicators are selected from a basket of possible measures - the name of that basket appears above the measures

Measure description	Target	Previous two quarters or years	Latest position	Latest report	Frequency	Direction of Travel and polarity	Trend	Comment
We Get the Best Start in Life								
Educational Gap: Phonics (The percentage point gap at Year 1 between pupils receiving the pupil premium and their non-disadvantaged peers - achieving phonics) Source: Nexus	Below national benchmark (16.6%) by August 2025	23%	21%	23% (Provisional)	Aug-23	annual - academic year	Lower is better	The unvalidated data that we have received indicates that the phonics gap has increased to 23% and is above the National Gap. This remains a priority area for improvement aligned with the disadvantaged strategy.
Educational Gap: KS4 (The percentage point gap between pupils receiving pupil premium and their non-disadvantaged peers - achieving 5+ in English and Maths at KS4) Source: Gov.uk Explore Education Statistics	Below national benchmark (27.0%) by August 2025	28.5%	31.7%	32.3%	Dec-22	annual - academic year	Lower is better	The target is to reduce the gap to be in line with national at 27% by August 2025. Performance for 2020/21 and 2021/22 is not comparable as assessments were completed differently during Covid.
Overall educational outcomes: KS4 (Educational attainment for ALL pupils - Percentage achieving grade 5+ in BOTH English & Maths ('Basics') at KS4) Source: Gov.uk Explore Education Statistics	Between 48% and 50%	50.8%	52.5%	48.6%	Mar-23	annual - academic year	Higher is better	69.8% of pupils achieved grade 4 or above in English and maths, compared to 69% nationally. The average Attainment 8 score for all pupils was 49.3 in Wiltshire, compared to 48.9 nationally. Performance for 2020/21 and 2021/22 is not comparable as assessments were completed differently during Covid.
Educational outcomes specific to SEND: KS4 (Educational attainment for SEND pupils with an EHCP - Percentage achieving grade 5+ in BOTH English & Maths ('Basics') at KS4) Source: Gov.uk Explore Education Statistics	between 8.5% and 10.5%	4.5%	6.6%	9.9%	Mar-23	annual - academic year	Higher is better	The national level for 2022 was 7%. Performance for 2020/21 and 2021/22 is not comparable as assessments were completed differently during Covid.

Essex County Council’s “Annual Plan and Budget”

Essex County Council’s approach to performance recognises that there are different types of performance measures and that they need to be treated differently and used appropriately. Progress is monitored and reported on contextual and strategic measures. The table below is an extract from the performance chapter in Essex County Council’s [“Annual Plan and Budget 2023/24”](#)

STRATEGIC MEASURES: HEALTH WELLBEING & INDEPENDENCE FOR ALL AGES

Levelling Up health | Healthy lifestyles | Promoting independence | Place-based working | Carers

Strategic Performance Measures	Baseline	2021/22 (Outturn)	Targets (indicative in 23-24 and 24-25)		
			2022/23	2023/24	2024/25
Percentage / number of target population who took up an NHS Health Checks in the quarter	4,394 (Q1 2021/22)	23,813	46,000 (subject to covid)	46,000 (subject to covid)	46,000 (subject to covid)
% schools in Essex participating in the ‘Daily Mile’ initiative	62.4% (June 2021)	66.3%	75.0%	71.6%	74.4%
Number Receiving Weight Management Support (YTD)	-	5304	12,000	12,000	25,000
Percentage of residents who report being lonely	-	4.43%	4.0%	3.0%	2.5%
Non re-presentation to treatment within 6 months of successful completion - Opiates/Non-opiates /Alcohol	Opiates 80.5%, Non Opiate 96.6%, Alcohol 97.2% Q4	Opiates 88.6%, Non Opiate 95.0%, Alcohol 93.9%	Opiates 88.6%, Non Opiate 97%, Alcohol 97%	Opiates 88.6%, Non Opiate 98%, Alcohol 97%	Opiates 88.6%, Non Opiate 98%, Alcohol 97%
Percentage of physically active adults	67.6% (2019/20)	65.2%	68%	70%	72%
Percentage of older people (aged 65+) who received reablement/ rehabilitation services after hospital discharge	2.9%	3.4%	4.2%	4.2%	4.2%
Number of adult social care users in receipt of care technology	N/A	3,780	4195	5566	6444
Number of adults with LD known to social services in paid employment	323	451	451	456	537

Kent County Council's Quarterly Performance Reports to Cabinet

Kent County Council publishes a quarterly report about how its services are performing as part of its Cabinet papers. The report contains a number of key performance indicators, organised by main service areas. Against each of the indicators the reports provide:

- performance against target
- graphs showing performance trends
- a green, amber or red status which shows whether performance meets, is close to, or is worse than target
- a direction of travel which uses arrows to show whether there are improvements, no change or a fall or change in a service's performance over time.

The reports also includes activity indicators which present demand levels for services or other contextual information. An extract from the quarter 4 report for 2022/23 is shown below:

Growth, Economic Development & Communities – The No Use Empty programme, which returns long term empty domestic properties into active use, maintained above target performance. The amount of Developer Contributions secured as a percentage of amount sought was 81% for the Quarter, this is below floor standard and therefore RAG rated Red. The total number of issues from libraries continues to increase compared to the same Quarter the previous year.

<u>Growth, Economic Development & Communities KPIs</u>	RAG rating	DoT
Number of homes brought back to market through No Use Empty (NUE)	GREEN	⇒
Developer contributions secured as a percentage of amount sought	RED	⇒

Environment & Transport – For Quarter 4, two of the Highways KPIs are RAG rated Red and two Amber, with high demand impacting on achievement of targets. The percentage of potholes repaired within 28 days dropped below floor standard, and Emergency Incidents attended within 2 hours, remained below floor standard. Routine highway repairs completed within 28 days and the Callback satisfaction survey, remain Amber rated. Municipal Waste recycled or converted to energy, continues to be above target, and reduction in Greenhouse Gas emissions also remains ahead of target.

<u>Environment & Transport KPIs</u>	RAG rating	DoT
% of routine pothole repairs completed within 28 days	RED	⇒
% of routine highway repairs reported by residents completed within 28 days	AMBER	⇒
% of emergency highway incidents attended within 2 hours of notification	RED	↓
% of satisfied callers for Kent Highways & Transportation, 100 call back survey	AMBER	↓
% of municipal waste recycled or converted to energy and not taken to landfill – rolling 12 months	GREEN	⇒
Greenhouse Gas emissions from KCC estate (excluding schools) in tonnes – rolling 12 months	GREEN	⇒