

Corporate Performance Framework

Report of the Director of Performance and Partnerships

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) Recommendations

It is recommended that Cabinet:

- a) Endorse the proposed Corporate Performance Framework.
- b) Approve the provisional headline indicators set out in appendices one and two and note that they will be developed and added to.
- c) Note that the Director of Performance and Partnerships will provide a quarterly performance report under the new Corporate Performance Framework to the Cabinet meeting on 13 November 2024.

2) Introduction

On 13 December 2023 (Min 433 refers) Cabinet agreed the development of a new Corporate Performance Framework which had been informed by the outcomes of the Members' Day held on 28 November 2023. This report describes the development and introduction of that Framework.

The new Corporate Performance Framework will help the Council to 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 (Oflog) 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 and complement the management of risks.
- Support for joint working with partners and taking shared responsibility for outcomes.

A dashboard of Key Performance Indicators will be complemented by a narrative that draws on insight and intelligence held across the Council and, where appropriate, by partners, to identify both good performance and areas for improvement.

The Framework has drawn on best practice from across local government tailored to fit the Council's needs. It will provide the insight and evidence to inform a new Strategic Plan after the May 2025 local election.

3) Corporate Performance Framework structure

The Framework has been structured in line with the Council's Operating Principles approved by Cabinet on 13 March 2024.

Operating Principle	Corporate Performance Framework
Governance and assurance	Corporate mechanism and tools to support the oversight of performance and strengthen assurance arrangements
Financial sustainability	Strengthens the connection between performance and best value
People first	Provides framework to underpin best use of staff resource and talent and skills aligned to performance improvements
Partnerships	Provides a framework that can adapt and be aligned with partner systems in significant areas of shared responsibility
Digital self-service	The framework will highlight those areas where efficiency can be improved by use of digital systems in performance reporting
Evidence-informed	The Framework will provide the evidence that can inform future decision making

The Corporate Performance Framework will monitor achievement against the “Best Place” Strategic Plan 2021 – 2025 and Corporate Plan 2024/25 (see separate report on this agenda) across the three levels set out below.



Strategic level

At the strategic level, headline indicators and insight will provide performance information that will be drawn from Strategic Plan priorities and with regard to impact on:

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

The Council’s Corporate Plan 2024 – 2025 sets out priorities which, once agreed, will be incorporated into the Framework.

A significant number of the priorities set by the Council are being delivered in partnership with a range of organisations such as Devon Integrated Care System (NHS), Police and Crime Commissioner, district and unitary councils and schools. There is a shared responsibility to measure and assess performance in ways that support the collective delivery and achievement of those outcomes. Future iterations of the Corporate Performance Framework will draw on these shared responsibilities and will work with partners to provide more detailed insight into collective performance backed by appropriate partnership governance arrangements.

Directorate and service plan

At the Directorate and service level, each Directorate has a set of performance indicators to measure and assess the economy, efficiency and effectiveness of services. These will be reflected in the Framework reporting arrangements. Each of the three Scrutiny Committees will have a role in scrutinising Directorates’ and service performance.

Change programmes

The Council has established five key Change Programmes:

- Children's Services Improvement.
- Integrated Adult Social Care Redesign.
- SEND Safety Valve.
- Climate Change, Innovation and Infrastructure.
- Systems Replacement.

The Key Performance Indicators and insights drawn from these Programmes will feature in the Corporate Performance Framework reporting.

Staff appraisals

The appropriate areas of responsibility for key performance against strategic, directorate and service level priorities will feature in staff appraisals in order to strengthen the focus on value for money by targeting staff resources most effectively.

4) Performance information and reporting

Existing arrangements

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 by central government. The government's "single data list" 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.

Establishment of the Performance and Partnerships Directorate

In line with the Council’s ambition to modernise practice, the Corporate Performance Framework affords opportunities to rationalise performance management arrangements and deliver greater economy, effectiveness and efficiency.

At its meeting on 20 May 2024 the Appointments and Remuneration Committee agreed that a Performance and Partnerships Directorate be established which has responsibility for organisational performance, quality assurance and improvement including supporting statutory inspections. The Performance and Partnerships Directorate will be responsible for implementing and overseeing the Corporate Performance Framework. Directors will remain accountable for achieving service performance targets and delivering their directorate plans, improvement plans and financial management.

Data and Intelligence Review 2024

As part of developing the Corporate Performance Framework the Council conducted a Data and Intelligence Review. The review findings included:

- Positive feedback from peer challenges and national influence in some areas such as excellent reporting processes and document management by Integrated Adult Social Care Directorate
- Emerging work on data linkage internally (Single view of the child) and with partners (Integrated Care Board One Devon dataset and Joint Strategic Needs Assessment)
- Opportunity to develop greater consistency for performance dashboard design, user experience and accessibility such as using Power BI tools with local innovation.
- Pockets of excellence across the authority in data science and technical skills.

The review also identified areas for development such as:

- Organisation leadership for intelligence and learning/research culture.
- Need for consistent performance management processes and reporting.
- Skills deficits in relation to advanced analytical skills and wider organisational data literacy.
- Specific project work including data cataloguing, co-design, establishing a single view of the citizen and data linkage.
- The need for a new Data and Intelligence Strategy.

The establishment of the Corporate Performance Framework will draw on the best practice and areas of weakness identified in the review and take these forward as part of the new approach.

5) New reporting arrangements and quarterly reports

Under the new reporting arrangements Cabinet will receive quarterly reports starting from November 2024 with an annual report usually in May of each year.

The quarterly reports will include commentary against each of the Strategic Plan, Corporate Plan and Directorate improvement priorities giving insights on areas of improvement and identifying areas of weakness. This will be aligned to the Council's dashboard of Headline Key Performance Indicators set out in appendix one.

The actual performance and benchmark information against these Headline Key Indicators is set out in appendix two, which includes an initial indicator summary for annual indicators, corresponding to the six priorities in the "Best Place" Strategic Plan 2021-25. These indicators correspond with appendix one, and for the purposes of this first iteration include six indicators for each of the six "Best Place" priorities, with three indicators for each priority showing generally good performance (marked as 'Monitor' under indicator type) and three which have been identified as areas for improvement (marked as 'Improvement' under indicator type).

This selection of indicators is a first iteration rather than a comprehensive set. Indicators will be developed and added in future reports, along with any changes to the initial indicators and report format. For example, school attendance is a critical performance indicator which will be included in the updated set.

As performance targets are developed with Directors and senior responsible officers, they will also be included in quarterly and annual reports. This further work will include the development of indicators under the "Sustainable and Stronger Council" domain (most of which are not currently benchmarkable) including financial, workforce (including staff health and wellbeing) and other relevant measures.

The data used in this report is available in the public domain, and the dashboard will be publicly available. The indicator summary (appendix two) includes a comparison of Devon with the South West and England, a breakdown by local authority district where available, how Devon ranks within its nearest neighbour group of authorities, and trends over time. Under this top level summary indicator summaries will also be developed containing further information to support more specific work and deep dive reviews. This report will include:

- A **commentary** on the indicator summarising the main points in a short paragraph
- **Trends** comparing the Devon and England positions over time
- **Benchmarking** comparing Devon with similar local authorities
- Differences within Devon including breakdowns at a local authority **district** level
- An **inequalities** information highlight differences in access, performance and outcomes across Devon including rurality, deprivation, protected characteristics and other factors.
- **Links** out to relevant evidence, intelligence, local services and policy information.

Following Cabinet consideration and any further refinement to appearance and indicators based on feedback and further discussion, the indicators will be developed into an interactive dashboard with an accessible design to be launched in Autumn 2024.

The indicator summary in appendix two highlights the following:

1. **Respond to the Climate Emergency:** A higher percentage of household waste in Devon is reused, recycled or composted, with a lower percentage sent to landfill, although differences exist at a district level. Mortality attributable to air pollution is also significantly below the national average and the lowest in our near neighbour group. Greenhouse gas emissions however are above the regional and national averages. Whilst fly-tipping is below the national average, rates are rising and large differences exist at a district level. Electric vehicle charging coverage is below the national average and amongst the lowest in our near neighbour group.
2. **Be ambitious for children and young people:** Devon has a lower rate of looked after children per head of population than the national average and is similar to near neighbour authority averages. The prevalence of overweight pupils in year six is one of the lowest in the country. Educational attainment levels are broadly similar to the national average and are in line with near neighbour group averages. However, Devon has a higher proportion of young people not in education, employment and training which has risen in recent years and is particularly poor for care experienced young people. The proportion of care leavers in suitable accommodation is also significantly below the regional and national averages and compares poorly to near neighbour authorities. Permanent exclusions from school are also significantly above the regional, national and near neighbour group averages, and have risen in recent years.
3. **Support sustainable economic recovery:** The claimant count in Devon is significantly below regional and national averages and is amongst the lowest in our near neighbour group. The rate of apprenticeships is also above the national average with particularly high levels in East Devon and Exeter. Devon also compares favourably in terms of additions to dwelling stock. However, the rate of births of new enterprises is significantly below the national average. Average full-time salaries are also significantly below regional and national averages and the lowest in our near neighbour group, having dropped in real terms over recent years. The proportion of workforce in knowledge intensive services is also significantly below regional and national averages which has an impact on salaries and graduate retention levels.
4. **Tackle poverty and inequality:** The gap in life expectancy between the most and least deprived communities for Devon is below those seen regionally and nationally and is the best in our near neighbour group. Rates of child poverty are also significantly below the national average in Devon, although substantial differences exist at a neighbourhood and district level. The proportion of the working age population with no qualifications is also significantly below regional and national averages and amongst the best in our near neighbour group. However, excess mortality rates for adults with severe mental illness are significantly above the national average, highlighting inequalities for this cohort. Fuel poverty rates have also increased significantly over recent years and are particularly high in rurally deprived areas. Devon also experiences higher levels of homelessness, which are above national and regional averages, and amongst the worst in our near neighbour group with particular hotspots in Exeter and North Devon.

5. **Improve health and wellbeing:** Devon has a particularly high level of physically active adults, which is the best in our near neighbour group. Mortality rates from preventable causes of death are also significantly below regional, near neighbour group and national averages, and have dropped in recent years. Care home admissions are also below the national average and on a par with our near neighbour group average. However, mental health outcomes in Devon are typically poorer. The rate of admissions to hospital for self-harm are significantly above the national and near neighbour group averages and are particularly high in Exeter and Torridge. The suicide rate is also above South West, near neighbour group and national averages, and has increased in recent years. The effectiveness of reablement services is also below South West and national average, and is the lowest in our near neighbour group having dropped in recent years.

6. **Help communities be safe, connected and resilient:** The rate of reported domestic violence incidents is below South West, near neighbour group and national averages. The proportion of persons walking or cycling for any purpose at least once a month is also above the national average. The percentage of local bus journeys taken by elderly and disabled passengers also highlights good access and usage compared to national and regional averages. However, Devon has a higher proportion of non-principal A roads where further maintenance should be considered compared to the national average. The number of persons killed or seriously injured per 10,000 population in road collisions is above the South West average, this indicator will be further developed to include adjustments for traffic volumes (as higher volumes can increase rates) with further benchmarking reflecting these differences. Devon has also experienced a higher level of ombudsman complaints relating to adult social care safeguarding.

As well as noting that this is an initial summary based on the indicators collected so far, it should also be noted that not all indicators are currently available in a way that can be benchmarked and compared in this way. For example, data on woodland cover, potholes, the PREVENT programme and more specific local data on energy consumption are not currently available or benchmarkable at a local authority level. However, these can be developed for subsequent quarterly benchmarking reporting and through further discussion and development and regional/national communities of practice.

This list will be turned into a Power BI interactive model that will accompany the quarterly performance report and be available on the Council's website to Members, Officers and the public for review.

6) Conclusion

This report provides the Council with an update on the implementation of the Corporate Performance Framework being led by the Performance and Partnerships Directorate. It will be an iterative process allowing the Council to respond to any significant policy changes either internally or externally driven. The Corporate Performance Framework draws together information on corporate and directorate performance and improves the visibility of this information for Members, partners and the public.

7) Strategic Plan

The document is one of a suite of reports managing performance against our Strategic Plan 2021 – 2025 commitments.

8) Financial Considerations

The agreement and publication of the Corporate Performance Framework does not have any direct financial implications at this stage. Although it is envisaged that bringing together arrangements will result in efficiencies being identified that will contribute to the financial savings required by the Council.

9) Legal Considerations

All local authorities have a duty to make arrangements to secure continuous improvement in the way in which their functions are exercised, having regard to a combination of economy, efficiency and effectiveness. This report sets out how those arrangements will be strengthened to improve the way that duty is discharged.

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

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

11) Equality Considerations

The Performance Framework provides an opportunity to improve our understanding of outcomes in relation to equality, diversity and inclusion across protected characteristic and socio-economic groups, and target action to eliminate discrimination, advance equality (reduce inequalities) and foster good relations in line with our Public Sector Equality Duties.

12) Risk Management Considerations

The Council's new Corporate Performance Framework will support and complement risk management.

13) Conclusions

This report sets out the direction of travel for performance management. It is part of a suite of documents setting out the arrangements that will improve corporate grip, control and delivery in our drive for continuous improvement.

Keri Denton

Director of Performance and Partnerships

Electoral Divisions: All

Cabinet Member for Policy, Corporate and Asset Management: Councillor James McInnes

Local Government Act 1972: List of background papers

Nil

Contact for enquiries:

Name: Sue Rose

Telephone: 01392 382371

Appendix one – Headline Corporate Performance Framework Dashboard (Strategic Plan and Corporate Plan 2024/25)

Corporate Performance Management Framework Dashboard

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	<p>Measures taken from the Children’s and Families Improvement Plan, SEND improvement Plans and Schools and Education indicators and OFLOG (KPI Examples)</p> <p>Care leavers/children in care living in unsuitable accommodation</p> <p>No of EHCPs/SEND Plans</p> <p>Educational attainment</p>	<p>Measures from Children’s Services, People Strategy, Public Health Outcomes Framework, Economy and Communities Team and OFLOG (KPI Examples)</p> <p>Food and fuel poverty</p> <p>Child poverty</p> <p>Average pay</p> <p>Working age without basic skills</p> <p>Children entitled to free school meals</p> <p>Gap analysis by place– eg life expectancy</p> <p>Homelessness</p>	<p>Measures from Adult Social Care Outcomes Framework, CQC assurance and OFLOG (KPI Examples)</p> <p>Admission to care homes</p> <p>% of pop (18-64 and 65 Plus) receiving long term services</p> <p>Reach and effectiveness of short term services</p> <p>Social contentedness**</p> <p>Measures taken from the Public Health Outcomes Framework (Examples)</p> <p>Preventable mortality</p> <p>Smoking prevalence</p> <p>Physical Inactivity</p> <p>Obesity</p> <p>Alcohol admissions*</p> <p>Self-Harm admissions</p> <p>Suicide*</p>	<p>Measures from Devon Carbon Plan (KPI Examples)</p> <p>Carbon emissions</p> <p>Energy consumption</p> <p>Waste recycling and recovery</p> <p>Woodland cover</p> <p>Measures from PH outcomes framework</p> <p>Mortality attributed to pollution</p> <p>Measures from JSNA on climate change</p>	<p>Measures taken from Childrens Services, PH Outcomes framework Economy Team and emerging CCA(KPI examples)</p> <p>Housebuilding unlocked</p> <p>Second and empty homes</p> <p>Inward investment and external funding</p> <p>Claimant counts</p> <p>NEETS</p>	<p>Performance measures from Adult Social Care, CCET Directorate, Communities Team (KPI Examples)</p> <p>Adult safeguarding</p> <p>Active travel</p> <p>Bus passengers</p> <p>Road condition</p> <p>Pot holes</p> <p>Road accidents</p> <p>Domestic abuse</p> <p>Prevent programme</p> <p>Measures from Access to Health and Hazards reporting</p>	<p>Performance measures from priorities in Corporate Plan, Directorate Plans and insight from Change and Improvement Boards (KPI Examples)</p> <p>% care experienced in unsuitable accommodation</p> <p>No of NEETS</p> <p>Pot-holes</p> <p>Road condition</p> <p>KSI</p> <p>Customer complaints</p> <p>Inward investment and external funding</p> <p>Staff headcount</p>
Annual review to consider any unintended consequences; predictive analysis of change and audit against corporate risk							

