

Adult Services Performance Management Framework



THE LONDON BOROUGH

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1. Introduction

Bromley Council is ambitious to improve the quality of services it delivers directly or commissions from external suppliers and to increase the value for money achieved for local residents and taxpayers through better use of the public funds the council receives. These ambitions require a clarity of purpose for the council and a relentless focus on performance, continuous improvement and innovation.

This document provides a framework for managing performance of the council's services for adults, in particular for those in need of social care or health services. It is in line with the development of a similar framework for children's services and of performance management arrangements more broadly across the council's services.

2. Corporate context

Since 2010, with measures such as the abolition of the Audit Commission, the ending of the Comprehensive Area Assessment regime and the Localism Act, significant external drivers of performance management in local authorities have been removed. Councils now have greater autonomy in the ways in which they manage their own performance and demonstrate accountability to local residents, although some council services, particularly those provided to meet the needs of the most vulnerable, remain closely scrutinised and regulated by central government.

At the same time, councils face major challenges including significant reduction in central government funding and the increasing demand for services as a result of population growth and the impact of other demographic factors such as an ageing population and an increase in the numbers of vulnerable individuals and families. Public expectations of services provided by local authorities also continue to increase.

At a local level, in the face of these challenges, Bromley Council needs to plan effectively and increase the efficiency and impact of the services it delivers and commissions. Robust performance management is essential if the council is to succeed in meeting its challenges.

3. Adult services

The council has a wide range of statutory responsibilities to deliver and commission services for adults with care and support needs and vulnerabilities. Services need to be focused on supporting independence in line with the ambitions which are articulated in the current *Building a Better Bromley* strategy:

'through working with partners (we will) ensure the provision of high quality locally relevant information and advice about care and support needs to enable choice and control.....enhance the quality of life for people with care and support needs and ensure that those whose circumstances make them vulnerable are protected from avoidable harm....focus on wellbeing and prevention with our health and other partners, jointly commissioning community services and providing co-ordinated management of (those) with long term conditions'

Building a Better Bromley

These ambitions clearly require the co-ordinated input of a number of different services working together towards common aims and objectives. Within the council, the key services with responsibilities for adults are found within the ECHS department's Adults Social Care, Housing and Public Health Divisions. Key partner agencies outside the council include NHS commissioners and providers, police service, housing providers and the community and voluntary sectors. Many services for adults with care and support needs are commissioned by the council from partner agencies and from the private sector, through various forms of contracts.

Bromley's ambition to deliver better outcomes for residents is encapsulated in the ECHS department's *Our Journey to Excellence* strategy through which the new management team has sought to provide vision, a clear direction for service improvement, a culture of shared ambition and leadership at all levels and strengthened partnerships across key agencies.

As part of this strategy, the council has committed to ensuring that performance management and quality assurance processes are made more rigorous, robust and analytical and that senior leaders and elected members provide critical challenge based on accurate, analytical performance reports. Performance monitoring and scrutiny at all management levels is being tightened to ensure it is used effectively to drive improvements.

This Performance Management Framework is designed to more comprehensively support the stronger focus on the performance of adults services the council has committed to adopt.

The introduction of formal business planning in the ECHS department is an important step in defining the priorities, objectives and targets against which the performance of services will be judged going forward. The Adults Social Care, Housing and Public Health Divisional Business Plans capture the local priorities for adults services, including those within the current *Building a Better Bromley* strategy; those defined by the Executive and Portfolio Holders; and those emerging from continuing needs analysis. The Plans also cover the service improvement priorities identified by managers and through the findings of external regulation and peer review.

One of the key commitments within the *Our Journey to Excellence* strategy is that all Bromley's statutory services are rated 'good' or better by our regulators. Currently, many but not all statutory services for adults are inspected by the Care Quality Commission (CQC). The council's internal Reablement (2018) and Shared Lives (2016) services are currently rated 'good' overall as are the mental health services commissioned by the council and delivered by the Oxleas NHS Foundation Trust. However, some of the Domiciliary Care and Residential providers commissioned by the council 'require improvement'.

In early 2018, the CQC announced the planned introduction of 'Local System Reviews' through which the regulator will judge local social care and health arrangements for adults with care and support needs and vulnerabilities. These reviews will have both a strategic 'system wide' and an operational focus, examining local vision, strategy, governance and commissioning arrangements and judging how safe, effective, caring and responsive local services are. Alongside the existing inspection programme of social care and health regulated services, these reviews will provide a more comprehensive judgement on the performance and quality of local adults social care and health services than has been possible for some years.

Together, therefore, the department's *Our Journey to Excellence* commitments and the more taxing regulatory framework anticipated are key drivers for improving performance management of adults services in Bromley.

Strengthened performance management arrangements need bespoke capacity to service and sustain the processes and tools required. In 2018, a review of the department's Strategy, Performance and Business Support Division will be completed to ensure its fitness for purpose to support improved strategic and operational planning and performance management.

4. What is performance management?

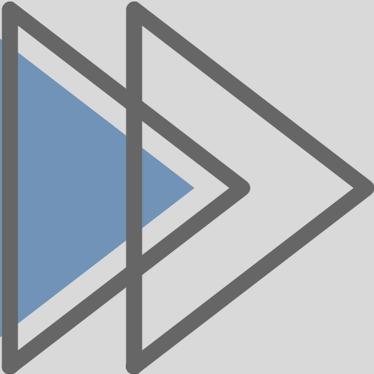
In simple terms, performance management is defined as:

'taking action in response to actual performance to make outcomes for users and the public better than they would otherwise be'

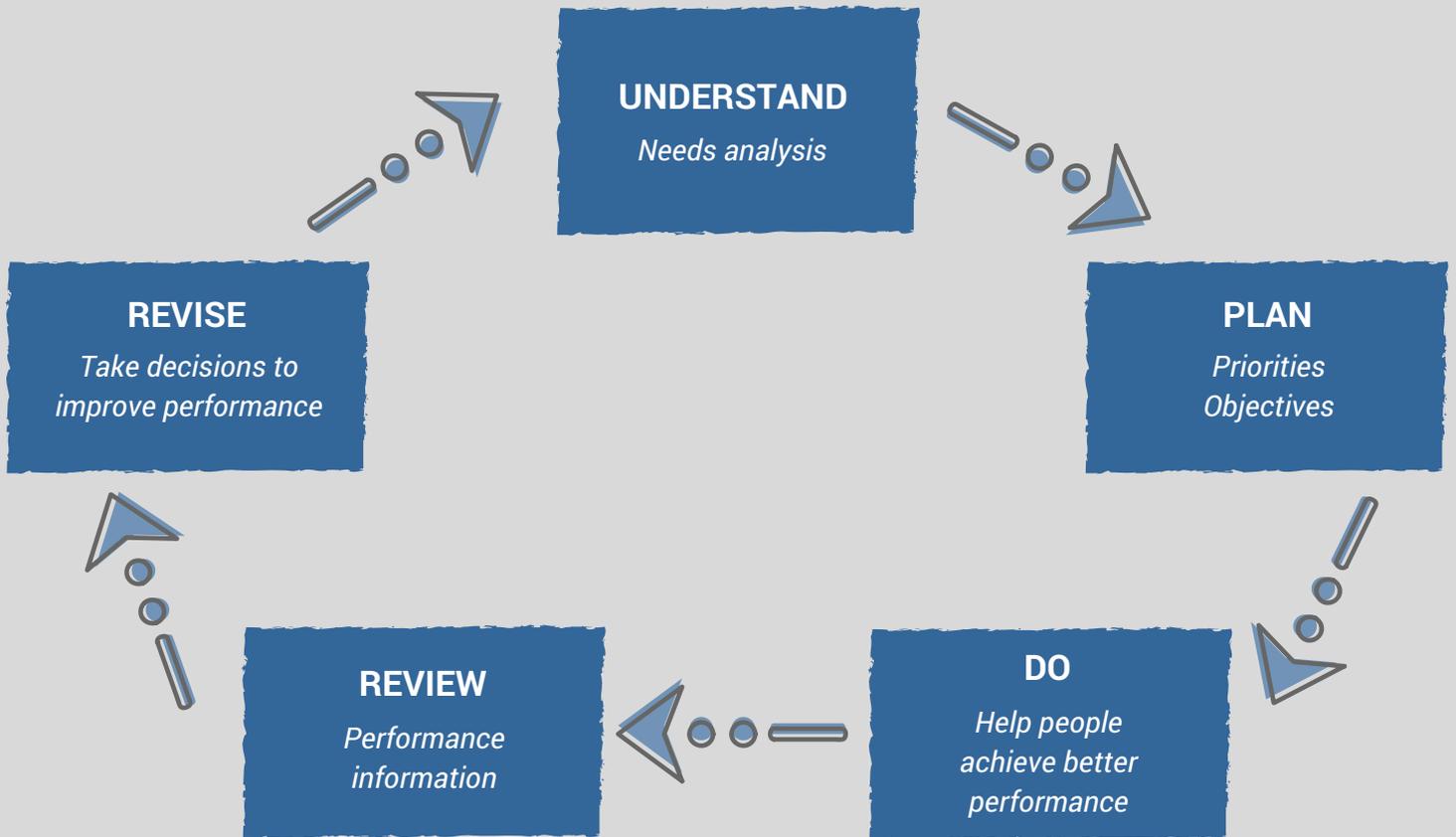
Improvement and Development Agency [IDeA] 2006

This definition clearly indicates that **performance management is an active pursuit** designed to make a difference rather than simply the passive monitoring of performance, important though the monitoring process is in the overall performance system.

Effective performance management is characterised by:

- 
- A clear understanding of needs achieved through rigorous needs analysis
 - Explicit aims, objectives, priorities and targets for services
 - Clear plans, strategic and operational in nature, informing service delivery
 - Relevant performance measures enabling judgements to be made on whether services are achieving what is required
 - Performance reporting at the right levels to enable appropriate decisions and actions to be taken in a timely manner

These characteristics can be summarised thus:



Effective performance management is predicated on achieving clarity of the differing roles and responsibilities of individuals in the performance management system and on the development of a performance culture across council and partner agencies through which individuals share improvement ambitions, are motivated to achieve excellence, are supported and resourced accordingly and are thereby held to account for their performance.

5. Performance management responsibilities

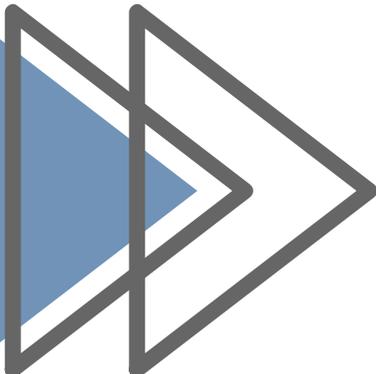
Performance is everyone's business in Bromley. The council's elected members, managers and staff share responsibility for the governance, management and delivery of services and for striving for continuous improvement and excellence. Users of services and residents rightly expect high levels of performance and accountability from the council.

The differing but complementary roles and responsibilities of the council's elected members and officers in respect of performance management are summarised below:

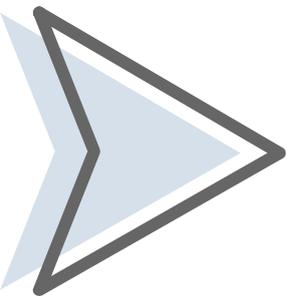
Elected members

Elected members act in the public interest, working for the benefit of the borough as a whole. The Executive and Portfolio Holders are responsible for the administration of the council's affairs and set the policy context for council services. The Leader of the council directs the Chief Executive who is accountable, with the Corporate Leadership Team (CLT), to the Leader and respective Portfolio Holders for the effective delivery of council services.

Portfolio Holders have responsibility for:

- 
- Agreeing with senior officers the strategic direction of services and performance improvement priorities
 - Developing and overseeing relevant plans
 - Providing strategic oversight of the effectiveness of performance management arrangements in council services
 - Holding senior managers – the Executive Directors and Departmental Leadership Teams (DLT) – to account for the performance of services for which they are responsible

The Policy Development and Scrutiny (PDS) Committees provide support and challenge to the Executive and Portfolio Holders through:

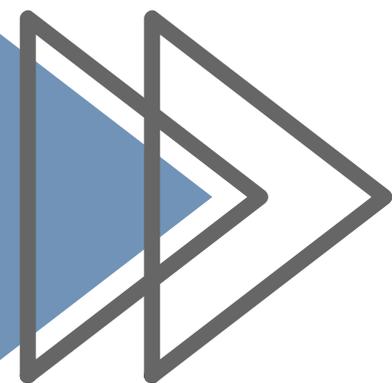


- Contributing to the development of council plans for services
- Examining whether plans are being implemented effectively
- Receiving reports on performance, asking challenging questions about areas of underperformance, and making recommendations accordingly to the Executive

In Bromley the core adults social care services, housing and public health services, fall within the remit of the two Portfolio Holders; Care Services and Renewal Recreation and Housing and their respective Policy Development and Scrutiny Committees.

The corporate leadership team

The Corporate Leadership Team (Chief Executive, Executive Directors and Directors) is responsible for ensuring council services perform effectively and achieve objectives set by central government, relevant regulators and the council's Executive through:

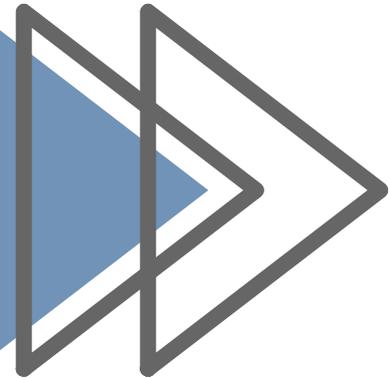


- Advising elected members on the setting of the strategic direction and performance improvement priorities for council services
- Setting appropriate outcome based targets and performance standards
- Receiving strategic level performance reports and acting on areas of underperformance
- Ensuring that there is robust performance management and a strong performance culture embedded across all council services

In Bromley, the relevant services for adults fall within the remit of the Deputy Chief Executive/Executive Director of Education, Care and Health Services and the Directors of Adults Social Care, Housing and Public Health.

Departmental management teams and divisional directors

Departmental Management Teams and Divisional Directors are responsible for the day to day performance management of operational and strategic services through:

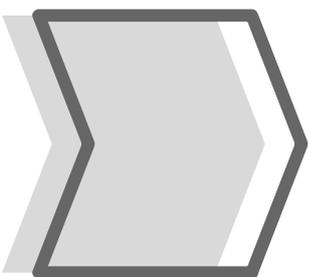


- Promoting and embedding a strong performance management culture across individual council departments
- Holding Heads of Service to account for the performance of their areas of responsibility
- Monitoring service performance and standards across all service areas
- Ensuring performance management is integrated into business and service planning and into the appraisal and supervision processes for individual staff

In Bromley, all relevant adults services fall within the remit of the Education, Care and Health Services Department.

Heads of service and team managers

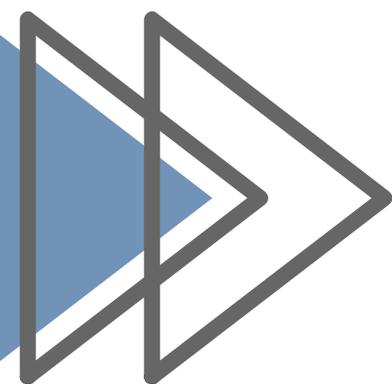
Heads of Service and Team Managers are responsible for managing and improving performance effectively within their particular service areas by:



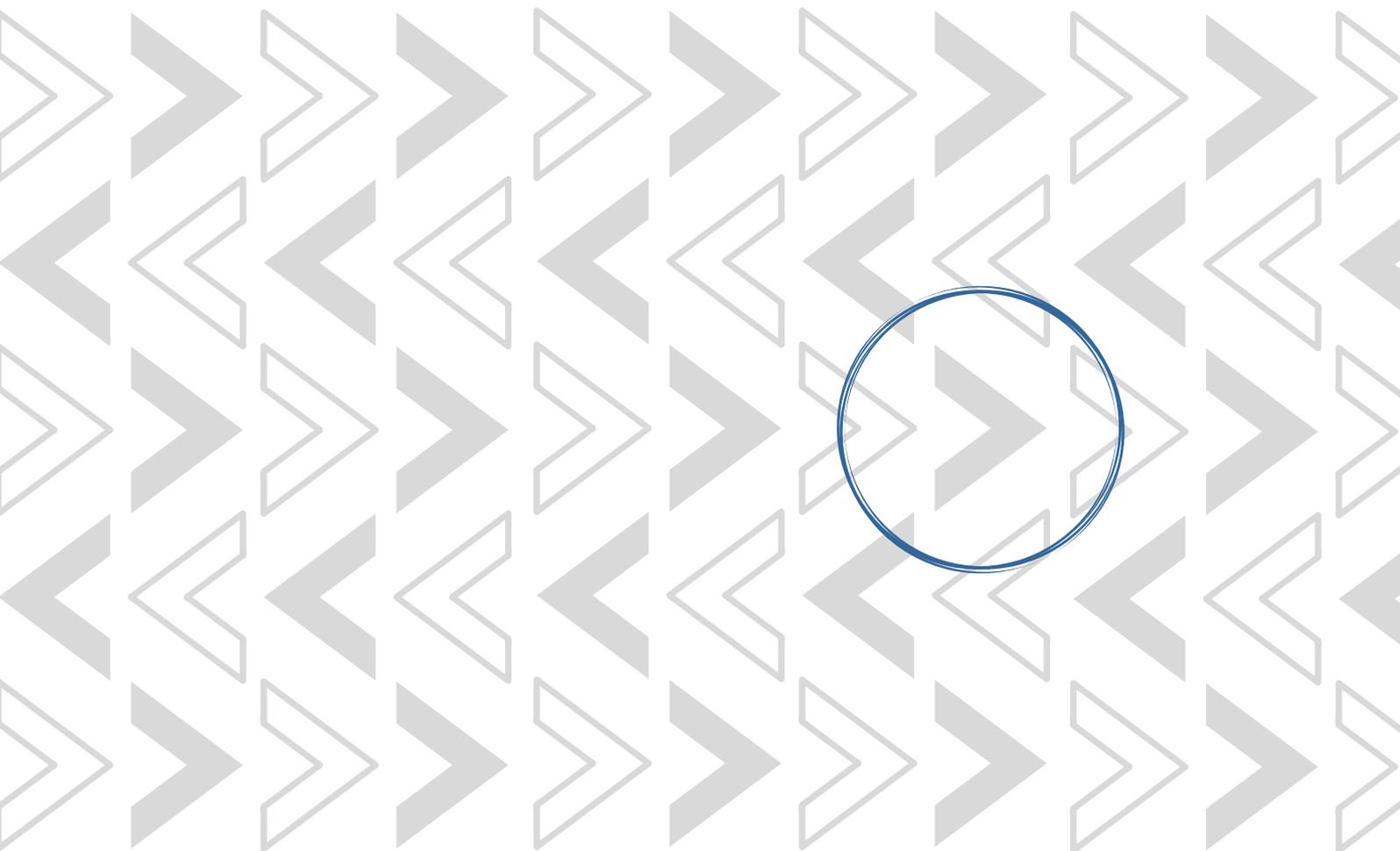
- Promoting the performance management culture within specific service areas
- Regularly receiving and analysing data and intelligence in respect of the performance of specific services and staff
- Identifying performance improvement requirements of services and staff and planning accordingly
- Implementing service improvement plans

All staff

All staff have their own responsibilities in respect of performance management and service improvement through:



- Maintaining awareness of relevant council and departmental priorities
- Being aware of their own performance against relevant objectives and targets, and occupational or professional standards where they exist
- Being committed to meeting personal and service improvement needs
- Adhering to data quality principles and complying with data entry requirements of their individual roles



6. Performance management arrangements for adult services

Needs analysis

Needs analysis enables the understanding of current levels of performance and the need for performance improvement and development. It provides managers with information on demand for services, the efficiency of services currently delivered and their effectiveness in achieving desired **outcomes**. In undertaking needs analysis, service gaps and resourcing issues may also be identified. Needs analysis should be used, therefore, as a **key tool in informing service commissioning**.

Needs analysis is undertaken by a number of sources – e.g. by the Strategy, Performance and Business Support Division or as part of the Joint Strategic Needs Assessment (JSNA) led by the Public Health Division. Needs analysis is also undertaken by ECHS commissioning staff as part of the routine commissioning cycle.

Planning

Planning enables needs analysis to be translated into specific aims, objectives, targets and actions. Plans exist at a number of different levels:

Strategic level plans include:

- Building a Better Bromley
- Portfolio Holder Plans
- Health and Wellbeing Strategy
- Bromley Safeguarding Adults Board Plan
- NHS Sustainability and Transformation Plans

Operational level plans include:

- ECHS Department Business Plan
- Adults Social Care Divisional Business Plan
- Housing Divisional Business Plan
- Public Health Divisional Business Plan
- Programmes Divisional Business Plan and associated transformation plans
- Heads of Service/Thematic Plans

All levels of plans contain SMART targets and relevant performance indicators.

Performance reporting and review

Performance reporting and review takes place routinely by different levels of management and governance of adults services. Performance reports contain datasets of **quantitative, qualitative and outcome** performance indicators and measures relevant to the audience receiving the reports.

Examples of **quantitative** indicators include numbers of adults referred to services; numbers in receipt of short-term or long-term services; numbers receiving domiciliary or residential care; numbers of homeless families – essentially measures of demand for services.

Qualitative indicators include the proportion of needs assessments completed within prescribed timescales; delayed transfers of care; the effectiveness of reablement; the proportion of annual reviews undertaken within timescales; the time homeless families remain in temporary accommodation – essentially measures of the efficiency of services.

Outcome measures may include numbers of adults who remain at home following the receipt of early help services; numbers of successful discharges; adults with learning difficulties living independently or at home; number of cases where positive action prevents homelessness – these indicate the effectiveness of services.

Performance reports are designed to be useful and user-friendly with trajectory, trend, polarity and benchmarking information provided. Increasingly, data items are linked and triangulated to support practice e.g to determine causes of delayed transfers of care. There is a commitment to further develop reporting on inter-connections between datasets and the level of analysis of data provided.

Performance indicators are, however, only indicators of performance and to be used appropriately need to be supported by additional performance information and intelligence which may include benchmarking against other authorities; results of external inspection or peer review; findings of internal audit and quality assurance processes; staff feedback and, importantly, feedback from service users. Therefore, performance reports are increasingly analytic in nature, designed to readily focus the attention of operational services, managers and governance bodies.

It is worth repeating that performance information is not simply presented to 'tell the story' and be monitored but, more importantly, to enable appropriate support and challenge and decisions to be made which 'make a difference' to performance and **outcomes** for service users.

From 2018 the scheme for performance reporting and review is as follows:

Governance and corporate management

- CLT receive a top level performance report which focusses on the Building a Better Bromley themes. Specific performance priorities have been identified in respect of adults including take up of direct payments; delayed transfers of care; effectiveness of reablement; homeless acceptances and use of temporary accommodation.
- The Executive Director provides a routine update on adults services at each meeting of the Executive.
- The Portfolio Holders receive reports on a larger set of indicators in respect of services for or affecting adults. The Portfolio Holders also receive thematic reports and briefings from Divisional Directors. Together, these reports support the executive role of the Portfolio Holders.
- The Care Services Policy Development and Scrutiny Committee will receive quarterly reports on an agreed suite of key performance indicators in respect of adults services. These reports will act as a 'health check' on performance of these services to enable elected members to be appropriately sighted on performance issues.
- The Care Services Portfolio Holder is a member of Bromley's Health and Wellbeing and Safeguarding Adults Boards, receiving regular performance reports in these forums.
- The Leader of the Council, Portfolio Holder for Care Services with the Chief Executive and the Executive Director of Education, Care and Health Services meet with the Independent Chair of the Bromley Safeguarding Adults Board. This meeting enables the Chair to hold the council to account for its leadership of the local safeguarding adults 'system' and raise performance issues with the council's leaders.
- The council has an annual programme of internal audit which routinely includes elements of adults services. Audits examine compliance with statutory and regulatory requirements and the council's own policies and procedures, providing further information in respect of performance and, in particular, the value for money, of council services.

Partnership governance

- There are a number of key governance structures which oversee partnerships of agencies working with adults. Performance reports will routinely be provided to each meeting of the Bromley Safeguarding Adults Board; Health and Wellbeing Board and the Safer Bromley Board. These reports will reflect the partnership nature of much of the work with vulnerable adults and promote the shared accountability across agencies for the improvement of services and outcomes.
- In line with the government's integration agenda, the council is developing closer working relationships with the local NHS Clinical Commissioning Group. Use of Better Care funding is based on joint decision-making and some joint commissioning already takes place. Examples of where performance intelligence has been used to inform the commissioning of services include the 'Discharge to Assess' project, redesigning and speeding up the pathway out of hospital care for adults and older people, and the Bromley Well service, jointly commissioned by the council and CCG to broaden the early intervention offer to adults with support needs. Further development of joint commissioning of social care and health services is currently being taken forward by a shadow Joint Commissioning Board.

Departmental management

- The ECHS Departmental Leadership Team receives more detailed reports on performance from Divisional Directors. These reports focus on the Divisional Business Plan priorities and targets for the ECHS Divisions. The reports enable the department's most senior managers to determine the progress in implementing Business Plans and to take decisions needed to ensure these plans are 'on track' for delivery. They also assist the identification of any cross cutting issues in respect of services to adults.

Adults Social Care Services

A detailed monthly 'Performance Digest' is provided to the Director of Adults Social Care Services and the Divisional Senior Leadership Team (Care Services Management Group). The Digest provides information on key local and national performance issues including on referrals and current service users; assessments and reviews; delayed transfers of care; reablement; permanent admissions to residential and nursing care; take up of direct payments/personal budgets; and carers in receipt of services. The Digest also provides information on safeguarding adults and deprivation of liberty referrals.

Providing comparative and benchmarking information where possible, commentary by service managers and identifying data integrity issues, the digest, which includes key finance information, provides senior managers with high level oversight of the Division's activity, effectiveness and budget position.

Performance review is a standing item in the Director's monthly supervision with individual Heads of Service, promoting the accountability of lead officers for individual service areas and enabling the formal communication of key performance issues to the Director.

At an operational level, more detailed performance reports are provided weekly to Heads of Service and Team Managers. All Heads of Service use information from these reports in team meetings and supervision to address and resolve performance and data quality issues and to increase the ownership of performance, and focus on performance, within teams and individual staff.

- Practice and performance in respect of Deprivation of Liberty assessments is closely monitored by operational and senior managers. Senior staff quality assure each assessment with themes dealt with in team meetings and individual supervision. Individual staff provide weekly activity reports on numbers of DoLS assessments; timescales for completion and code of practice issues enabling performance to be closely managed. There is routine liaison between the DoLS team and the council's legal services.
- Safeguarding practice is routinely quality assured through, for example, case audits and safeguarding adults reviews and findings fed back into operational management and the Safeguarding Adults Board. Agencies complete annual self audits of safeguarding arrangements and practice for the Board.
- User feedback on the services they receive provides further intelligence to managers and staff in the Division and enhances their understanding of performance issues. Examples of routine feedback include from adults subject to safeguarding enquiries who feel involved in the process; from adults and their carers in the Shared Lives service; and from adults receiving reablement services. Themes from complaints and compliments are also examined by senior managers.
- The Division also engages with advocacy, carers and other community groups which contributes further to managers' understanding and management of performance issues.

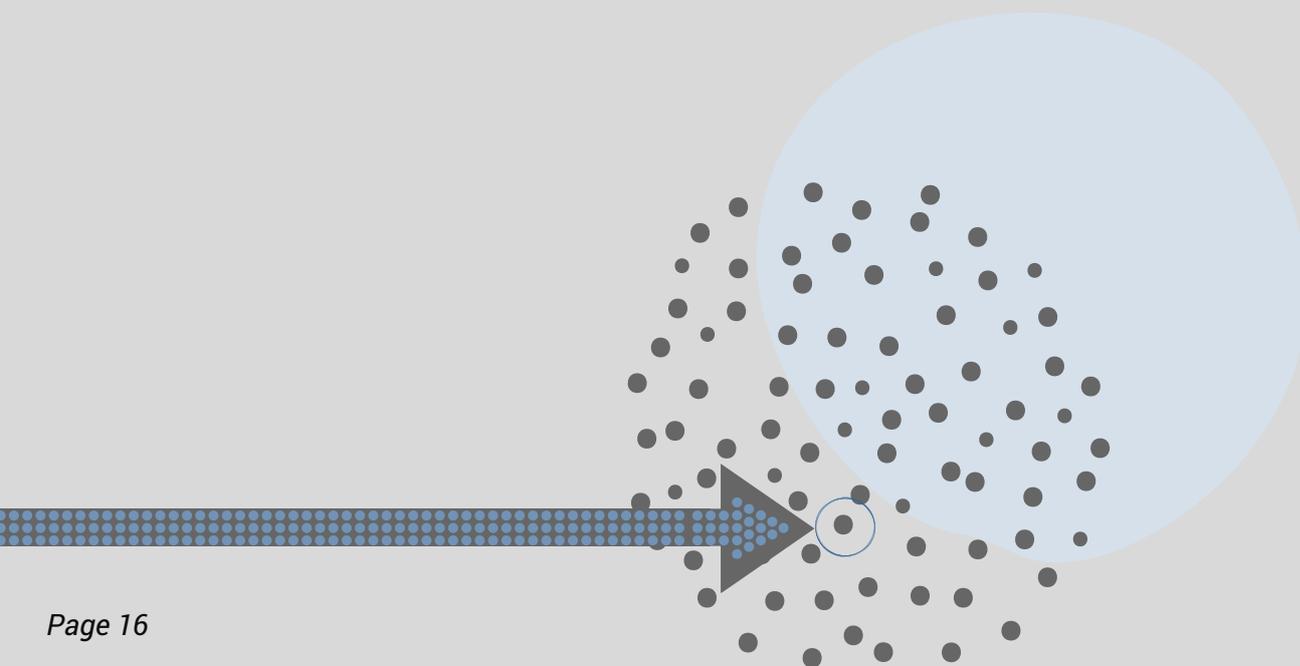


Adults Mental Health Services

- Mental health services for adults are currently commissioned by the council and provided by the Oxleas NHS Foundation Trust via a s75 agreement. The council's social work staff are seconded into multi-disciplinary teams and are directly deployed and managed by the Trust which holds day to day responsibility for their performance and performance management. Professional supervision and workforce development of social workers is provided by a Head of Social Care, who sits on management teams in both the Trust and Bromley's Adults Social Care Division. There is regular liaison between the Director of Adults Social Care and the Trust's Service Director in respect of overall contract performance.

Other commissioned services

- The council commissions a significant range of other services to meet need identified in assessments and care plans. These include domiciliary care, placements in residential and nursing homes, supported accommodation, and day activities.
- As articulated in the 'Direction of Travel for Bromley as a Commissioning Organisation', while the process of commissioning transfers responsibility for the delivery of services to a third party, the council continues to be accountable for achieving the desired outcomes of those services and for ensuring value for money from the council's funding. It follows that outcomes need to be specified in detail within contracts and funding agreements, that appropriate performance measures are identified and that robust performance management/contract compliance arrangements are in place.
- In Bromley, the main responsibility for contracting and contract management of specific services for adults lies with relevant operational Heads of Service.
- Staff in the ECHS department's Programmes Division provide professional and technical support to operational Heads of Service for options appraisal, contract specification, procurement, tender evaluation and council decision-making processes.
- Operational Heads of Service are expected to undertake appropriate contract monitoring to ensure specifications are met by providers and to report on contract performance as required. By exception, staff in the Programmes Division may support operational Heads of Service in respect of specific compliance issues.
- The performance of those commissioned services provided to individuals is examined in service reviews by case managers to ensure services are addressing/are continuing to address need identified in assessments and care plans.
- Council staff undertake quality assurance visits to placements and providers, focusing on those rated less than good by regulators, aiming to secure improvement in line with the council's policy of using providers rated good or better wherever possible.



7. ASC and other ECHS Services

Children's Social Care

For young people with specific continuing care needs and eligibility for services as adults eg young people with learning difficulties; physical disabilities; mental health needs, transitional protocols and arrangements between children's and adults' services are in place.

Information on numbers of young people who may require transitional and adults services is routinely shared between children's and adults services to inform planning assumptions including demand for services, commissioning and budgetary implications.

Adults' services teams seek early involvement in assessment and planning for individual young people with children's services colleagues. This process addresses the more limited eligibility criteria for adults' services which exist, and is designed to manage expectations of young people and families.

Individual Transitions Plans are monitored by operational managers and Heads of Service. Escalation procedures are in place for the Directors of Children's Social Care and Adults' services to resolve issues arising in individual casework.

Adults services are represented at senior management level in key governance bodies for children's services including the Safeguarding Children Board, the Children's Executive Board, and the SEND/SEN reforms Governance Boards.

Public Health Services for Adults

Improving the health and wellbeing of adults forms a core element of Bromley's overall Health and Wellbeing strategy. The Public Health Division commissions universal, targeted and specialist services for adults including sexual health and substance misuse services; health checks; and funding to GPs to promote their public health focus.

As, predominantly, commissioners of services from NHS Trusts and other providers, public health staff are responsible for specifying the outcomes required from services, contracting effectively with providers and for ensuring compliance with the council's contracts.

Performance management information and reporting on KPIs is undertaken at regular contract meetings with providers. Performance is reported to key governance structures eg Health and Wellbeing Board; Care Services PDS Committee as well as in external reports to government and NHS England.

The Public Health Division leads on Bromley's approach to Joint Strategic Needs Assessment, engaging with adults services across the statutory and voluntary sectors in respect of work designed to inform and support strategic and operational commissioning of services, including those for vulnerable adults.

In addition to providing professional leadership of the borough's Health and Wellbeing Board, the Director of Public Health sits on other key governance bodies including the Safeguarding Adults Board.

Housing and Adults Services

The Housing Division has a key role in supporting the council's work with vulnerable adults in addition to its broader responsibilities in respect of homelessness.

There is routine liaison between housing caseworkers and colleagues in adults social care services in respect of specific concerns around vulnerable adults. Escalation procedures are in place to ensure Heads of Service and the Divisional Directors are sighted on practice and performance issues and can intervene appropriately.

The Division has a number of contracts with housing providers. A local provider forum is in place which enables thematic issues eg adults safeguarding to be aired. Providers are encouraged to make use of safeguarding training commissioned by the Adults Safeguarding Board.

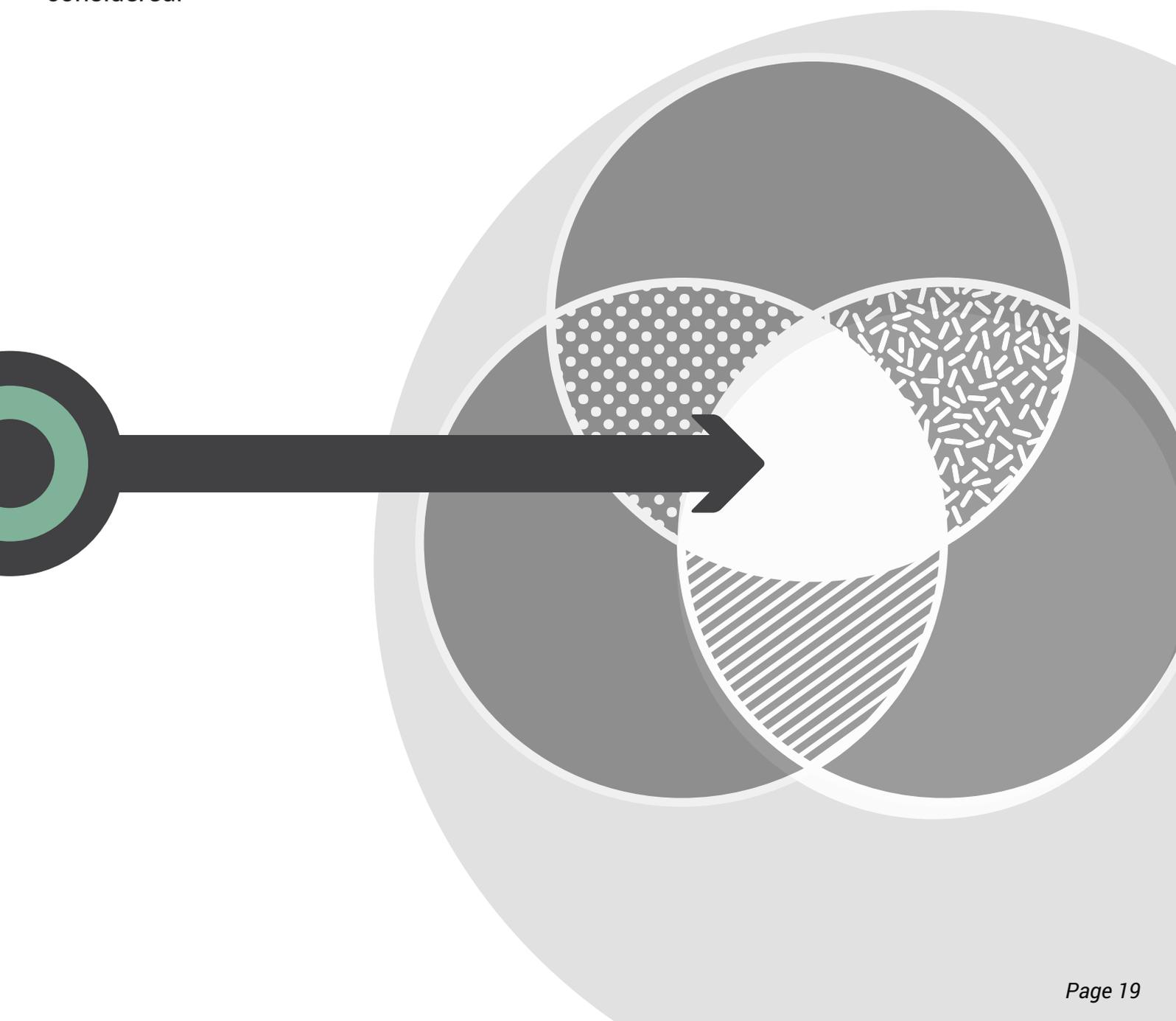
Senior Housing Division managers sit on key governance bodies in respect of vulnerable adults including the Adults Safeguarding Board.

8. Appraisal and supervision

Appraisal and supervision arrangements are key elements in the overall performance management framework.

On at least an annual basis, managers complete appraisals with individual members of staff in which their performance is reviewed and forward objectives and targets set.

Additionally, learning and development needs of staff members are identified which inform an annual staff training programme. Staff then receive regular ongoing 1-1 supervision in line with the council's staff supervision policies in which performance issues are routinely considered.



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