

Adult Services Performance Management Framework

[Updated Summer 2021]



THE LONDON BOROUGH

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SECTION 1

Introduction

Bromley Council aims for excellence and is committed to ensure that residents of Bromley have access to essential services that are value-for-money, of the highest quality and deliver better outcomes at a sustainable cost. These commitments 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 the performance of the Council's services for adults, in particular for those who are eligible and in need of social care or health services. It is in line with a similar framework for Children's Services and with performance management arrangements more broadly across the Council.

Bromley Council engages with the Department of Health and Social Care (DHSC) in its review of the outcome performance framework for adult social care, thus ensuring that our framework is current and relevant to the Government's agenda for adult social care



SECTION 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 introduction of 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 a 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.

These expectations sit within a wider context of greater health and social care integration. Integrating Care has meant more people are seeing the benefits of joined up care between GPs, home care, care homes, community health services, hospitals and mental health services. For staff, it has enabled us to work outside of organisational silos, deliver more user-centred and personalised approaches to care, and tackle the bureaucracy standing in the way of providing the best care for people. Integrated Care enables greater ambition to tackle health inequalities and the wider determinants of health – issues which no one part of the system can address alone. Our Adult Social Care Performance Management Framework should consider system wide measures and implications. Wider work on demand management through the whole of the health and social care system is also required to ensure a full understanding of system impacts and outcome for residents.

SECTION 3

Adult Social Care Services

The Council has a wide range of statutory responsibilities to deliver and commission services for adults with eligible care and support needs and vulnerabilities. Services need to be focused on promoting individuals' wellbeing, preventing needs for care and support and supporting independence in line with the ambitions which are articulated in 'Building a Better Bromley':



"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 commitments 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 Adult Social Care, Housing and Public Health departments. Key partner agencies outside the Council include NHS commissioners and providers, the 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 contract.

Bromley's ambition to deliver better outcomes for residents is encapsulated in the department's 'Roadmap to Excellence' and Transforming Bromley plan which have 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 even 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 ensures it is used effectively to drive improvements. This Performance Management Framework is designed to support the stronger focus on the performance of adult services the Council has committed to adopt.

Formal business planning in the department is important in defining the priorities, objectives and targets against which the performance of services will be judged going forward. The Portfolio Holder Plan captures priorities for adult services, including those emerging from continuing needs analysis. The Plan also covers the service improvement priorities identified by managers and through the findings of external regulation and peer review.

One of our key commitments 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 (2019) and Shared Lives (2019) services are rated 'good'.

However, some of the Domiciliary Care and Residential providers commissioned by the Council 'require improvement'. When a current provider receives a CQC 'Requires Improvement' or 'Inadequate' rating, an automatic suspension is placed on that provider. Work is then undertaken with the provider to ensure all the necessary improvements are made. New providers which do not have a 'Good' or 'Outstanding' CQC rating are not utilised.

Overall, the mental health services commissioned by the Council and delivered by the Oxleas NHS Foundation Trust is rated 'good' (2020), and where services have required improvement measures have been implemented to address those areas of concern.

In 2021 the Government announced in the White Paper "Integration and Innovation: working together to improve health and social care for all" that more effective data sharing across the health and care system was needed. It also included note of an improved level of accountability to be introduced within social care, with a new assurance framework allowing greater oversight of local authority delivery of care, and improved data collection allowing us to better understand capacity and risk in the social care system.

SECTION 4

What is Performance Management?

In simple terms, performance management is defined as:

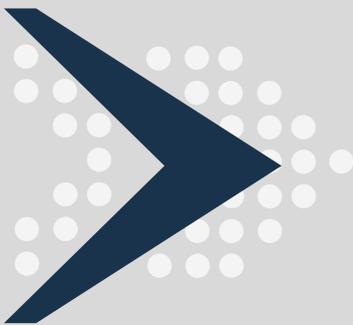


taking action in response to actual performance to make outcomes for users and the public better than they would otherwise be

Improvement and Development Agency
[IDeA] 2006

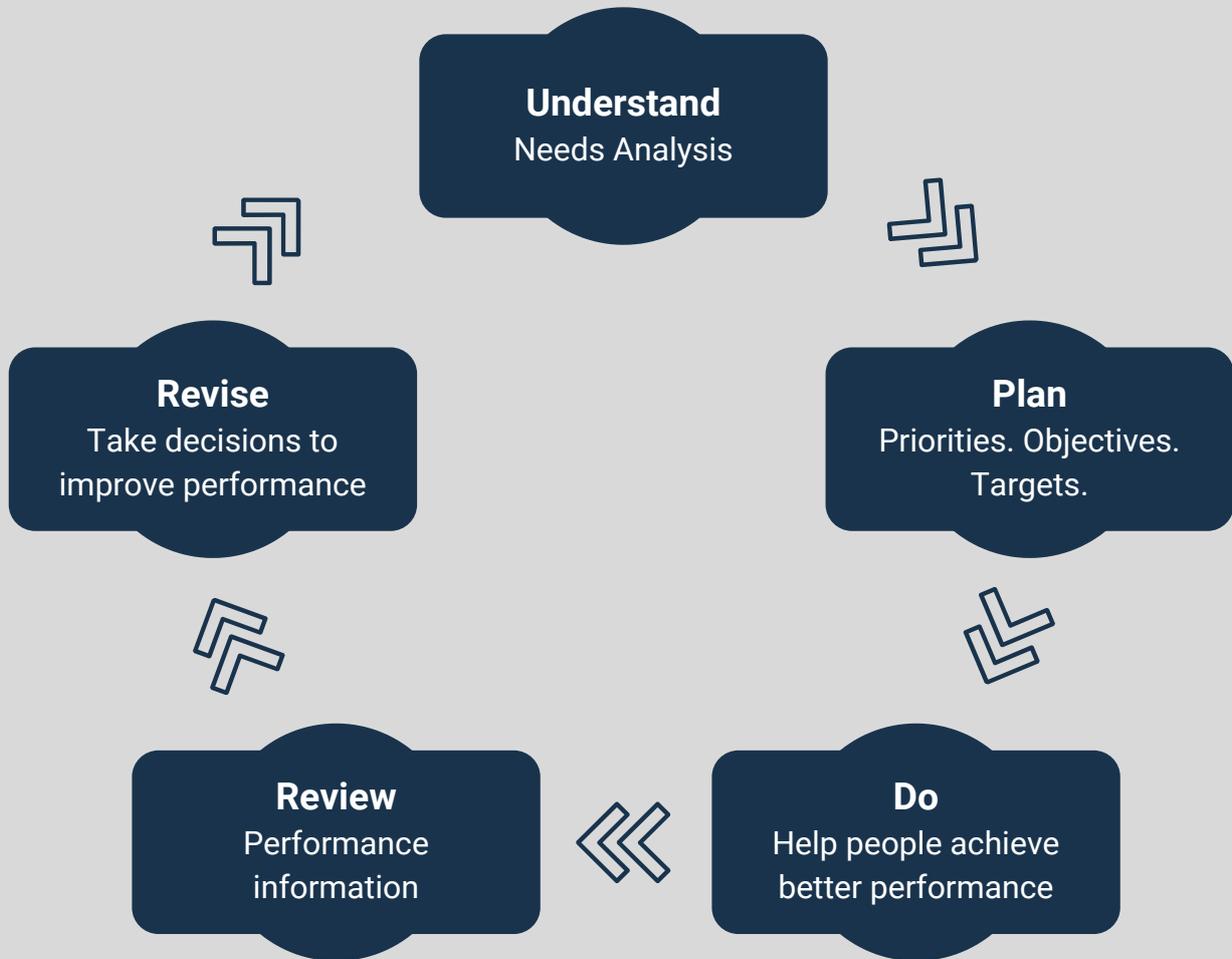
This definition clearly indicates that performance management is an active pursuit designed to make a difference rather than simply the passive monitoring of performance, important though the monitoring process is in the overall performance system.

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.
- Individuals and groups taking responsibility for the continuous improvement of services.
- A culture of transparency and openness amongst stakeholders.
- Being a tool for assessing progress towards collaboration and integration across Council services, with public health and the NHS as required under the Care Act 2014

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 the 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.



SECTION 5

Performance Management Responsibilities

Performance management is everyone's business in Bromley and includes activities to ensure that the Council's goals and ambitions are consistently being met in an effective and efficient manner. Performance management, and the reporting systems and data on which it is based, can help elected members and chief officers to ensure the quality and effectiveness of the Council's work and allows the public to make judgements about services.

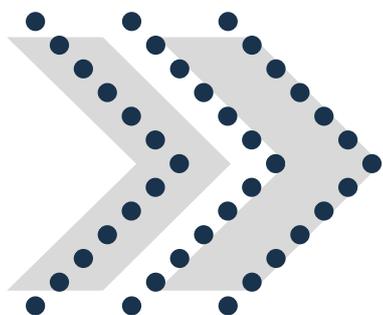
The Council's elected members, managers and staff share responsibility for the governance, management and delivery of services and for striving for continuous improvement and excellence. Users of services and residents rightly expect high levels of performance and accountability from the Council.

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 the relevant Portfolio Plans.
- Providing strategic oversight of the effectiveness of performance management arrangements in Council services.
- Holding senior managers – the Executive Directors and Departmental Leadership Teams – to account for the performance of services for which they are responsible.

The Policy Development and Scrutiny Committees (PDS) 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 adult social care, housing and public health services fall within the remit of the two Portfolio Holders - Adult Care and Health and Renewal Recreation and Housing - and their respective Policy Development and Scrutiny Committees.

The Corporate Leadership Team

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

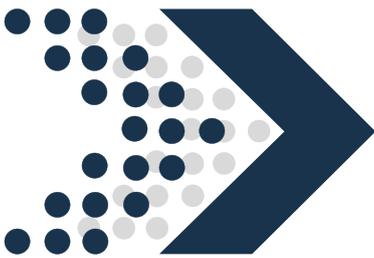


- Advising Elected Members on the setting of the strategic direction and performance improvement priorities for Council services.
- Setting appropriate outcome based targets and performance standards.
- Receiving strategic level performance reports and acting on areas of underperformance.
- Ensuring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

In Bromley, the relevant services for children fall within the remit of the Director of Children's Services, and the Directors of Children's Social Care; Education; Adults Social Care, Housing and Public Health.

Departmental Management Teams and Divisional Directors

Departmental Management Teams and Assistant 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.

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:



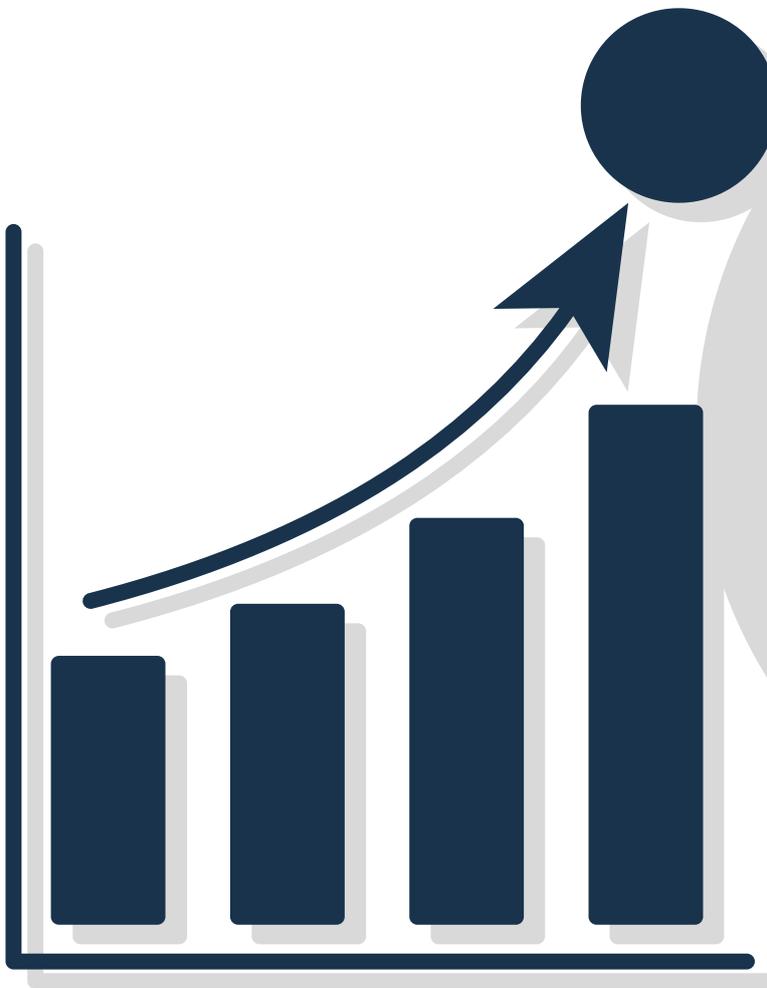
- Promoting the performance management culture within specific service areas.
- Regularly receiving and analysing data and intelligence in respect of the performance of specific services and staff.
- Identifying performance improvement requirements of services and staff and planning accordingly.
- Implementing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



SECTION 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 Corporate Transformation Division or as part of the Joint Strategic Needs Assessment (JSNA) led by the Public Health Department. Needs analysis is also undertaken by 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
- Transforming Bromley
- Portfolio Holder Plans
- Health and Wellbeing Strategy
- Bromley Safeguarding Adults Board Strategy
- One Bromley Plan
- Mental Health Strategy
- Learning Disability Strategy
- Ageing Well Strategy

Operational level plans include:

- Adult Social Care Transformation Plan
- Housing Business Plan
- Public Health Business Plan
- Commissioning 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 adult 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 and 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 and 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 and 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.

The scheme for performance reporting and review is as follows

Governance and Corporate Management

- The Corporate Leadership Team receives 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; effectiveness of reablement; homeless acceptances and use of temporary accommodation.
- The Portfolio Holders receive performance reports in respect of services affecting adults. The Portfolio Holders also receive thematic reports and briefings from Directors. Together, these reports support the executive role of the Portfolio Holders. The Adult Care and Health Portfolio Holder is a member of Bromley's Health and Wellbeing and Safeguarding Adults Boards, receiving regular performance reports in these forums.
- The Policy Development and Scrutiny Committee receives reports on performance of key commissioned services and key thematic reports such as the Annual Safeguarding Adults Board report.
- The Adult Care and Health Portfolio Holder with the Chief Executive and Directors 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 adult 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 One Bromley Board, 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 South East London Clinical Commissioning Group including some joint decision-making and joint commissioning. Performance intelligence has been used to inform the commissioning of services include the 'Single Point of Access to Discharge' service, 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 the CCG to broaden the early intervention offer to adults with support needs.

Departmental Management

- The Departmental Leadership Team receives more detailed reports on performance from Heads of Service. These reports focus on priorities and targets, and enable the department's most senior managers to determine the progress in implementing 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.
- A detailed monthly 'Performance Digest' is provided to the Director of Adult Social Care and the Senior Leadership Team. The Digest provides information on key local and national performance issues including: 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 department'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. Experienced and trained staff quality assure each assessment before sign off. Individual performance issues are dealt with in supervision. Reflective practice sessions are organised for both internal and independent assessors to promote best practice. Statutory timescale for completion of DoLS assessments is a set target enabling performance to be closely managed. There is routine liaison between the DoLS team and the Council's legal services.
- Bromley Safeguarding Adults Board partner agencies complete annual self-audits of safeguarding arrangements and practice for the Board. Working with an agreed pan-London Safeguarding Adults Partnership Audit Tool (SAPAT), agencies can assess their organisation's safeguarding achievements and challenges, with a focus on Making Safeguarding Personal (MSP), and any learning from Safeguarding Adult Reviews (SAR). Partners will have the opportunity to share their findings with other agencies during an annual SAPAT challenge event. This provides scope for further learning as well as the opportunity to build robust inter-agency relationships.

- User feedback on the services they receive provides further intelligence to managers and staff in the department 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.
- Quantitative and qualitative feedback is also available through the annual Adult Social Care Survey and the Carers Survey which takes place every two years. This provides the opportunity to benchmark against other boroughs in London and England as well as following trends in responses within Bromley. Additionally, residents can use the surveys as a way to highlight issues with service providers which are followed up through commissioners and contract compliance officers.
- The department also engages with advocacy, carers and other community groups which contributes further to managers' understanding and management of performance issues.

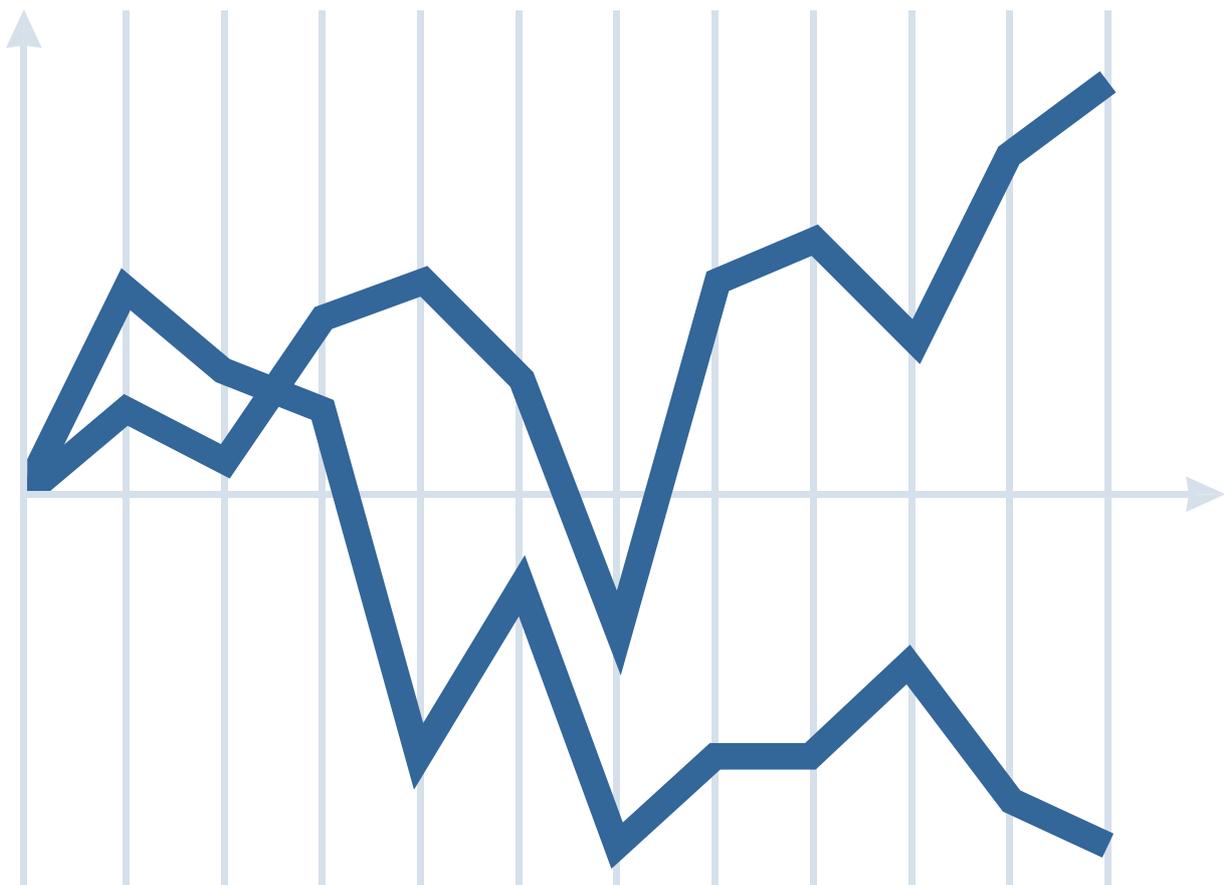
Adult Mental Health Services

- Mental health services for adults are currently commissioned by the Council and provided by the Oxleas NHS Foundation Trust via a Section 31 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 Adult Social Care. There is regular liaison between the Director of Adult Social Care and the Trust's Service Director in respect of overall contract performance.

Commissioned services

- The Council commissions a significant range of other services to meet needs 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.
- The commissioning of Adult Social Care services is led by the department's Integrated commissioning Service. Its remit covers:
 - Understanding national health and care priorities and the health and care market; analysing current local service delivery; working with residents to understand local needs and priorities, and reconciling this with available resources.
 - Developing local health and care strategies and plans with residents, service partners and other stakeholders.
 - Ensuring a sufficiency of community-based health and care services to meet local statutory need and the needs of self-funders.
 - Supporting and shaping the capacity and capability of the local health and care market.
 - Commissioning adults and children's health and care services - including care homes sufficiency; domiciliary care provision; preventative and early intervention advice, information, guidance, care and support provision; community and residential mental health; learning disability provision; SEND services; out of hospital health and care services for South East London CCG - services including Bromley HealthCare; end of life care provision; community equipment; respite provision and hospital discharge arrangements.
 - Finding residential and domiciliary care placements to best meet the needs of adults and children who require support.
 - Engaging with service users during the commissioning process to obtain feedback on the quality of support provided.

- The Contract Compliance Team monitors contractors' performance in relation to relevant Quality Assurance Frameworks, ensuring that all commissioned services demonstrate continuous improvement. The team undertakes regular quality assurance visits to placements, providers and people who receive services, reporting regularly on all aspects of the provider's performance. Following a visit, recommendations are made to the provider for service improvements and an action plan is provided with actions monitored.
- The team maintains oversight and awareness of any CQC non-compliance issues, complaints or safeguarding concerns and monitors for trends, raising any concerns to Heads of Service and/or Commissioners for further action where needed. Where concerns are identified, frequency of monitoring is increased with a focus 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.
- The Contract Compliance Team works proactively with Adult Social Care providers, organising provider forums for the purpose of sharing good practice across services. The team adapts a multi-agency approach, keeping in regular contact with colleagues in SELCCG, CQC and other colleagues across services to share intelligence and jointly support providers to maintain consistently good standards.



SECTION 7

Adult Social Care and other Council Services

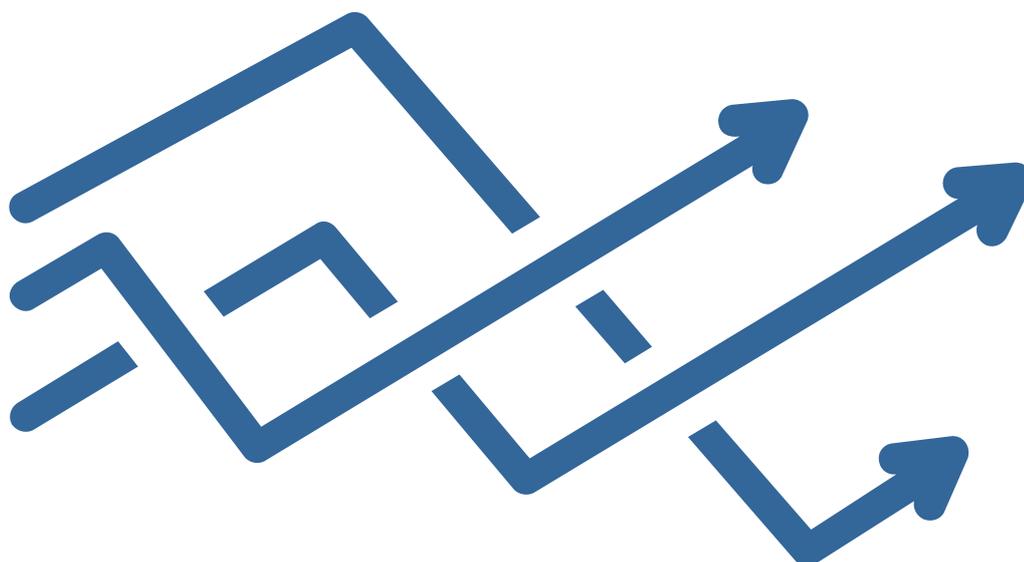
Children's Social Care and young adults

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

Information on numbers of young people who may require transitional and adult services is shared between children's and adult services to inform planning assumptions including demand for services, commissioning and budgetary implications. A key Transformation project is looking to strengthen the Council's approach to Transitions.

Adult Services seeks early involvement in assessment and planning for individual young people with colleagues from Children's Services. This process addresses the more limited eligibility criteria for adult services and is designed to manage the expectations of young people and families.

Adult services are represented at senior management level in key governance bodies for children and young people including the Safeguarding Children Partnership, 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 department commissions universal, targeted and specialist services for adults including: sexual health and substance misuse services; NHS 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, for contracting effectively with providers and for ensuring compliance with the contracts. Performance management information and reporting on KPIs is undertaken at regular contract meetings with providers. Performance is reported to key governance structures e.g. Health and Wellbeing Board; Adult Care and Health PDS Committee as well as in external reports to Government and NHS England.

The Public Health department leads on Bromley's approach to the Joint Strategic Needs Assessment, engaging with adult 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.



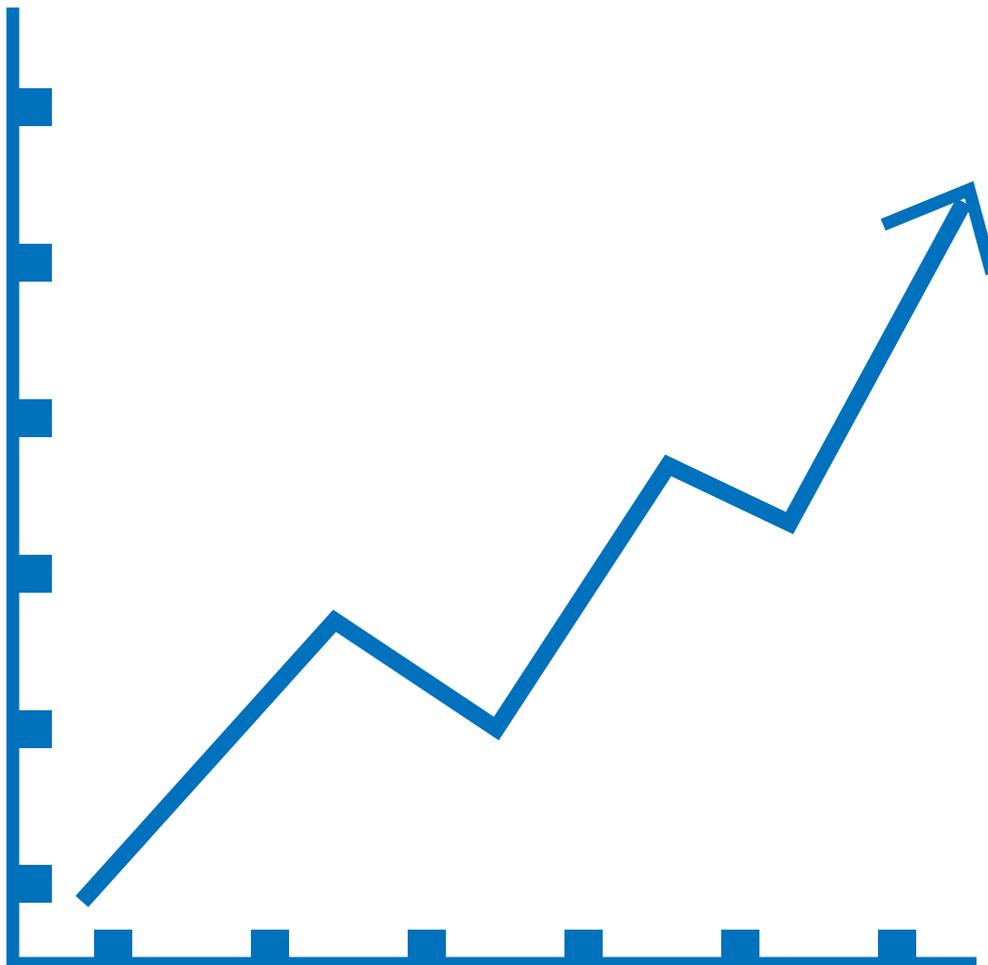
Housing Division

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 adult social care services in respect of specific concerns around vulnerable adults. Escalation procedures are in place to ensure Heads of Service and 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 e.g. adults safeguarding to be aired. Providers are encouraged to make use of safeguarding training commissioned by the Safeguarding Adults Board.

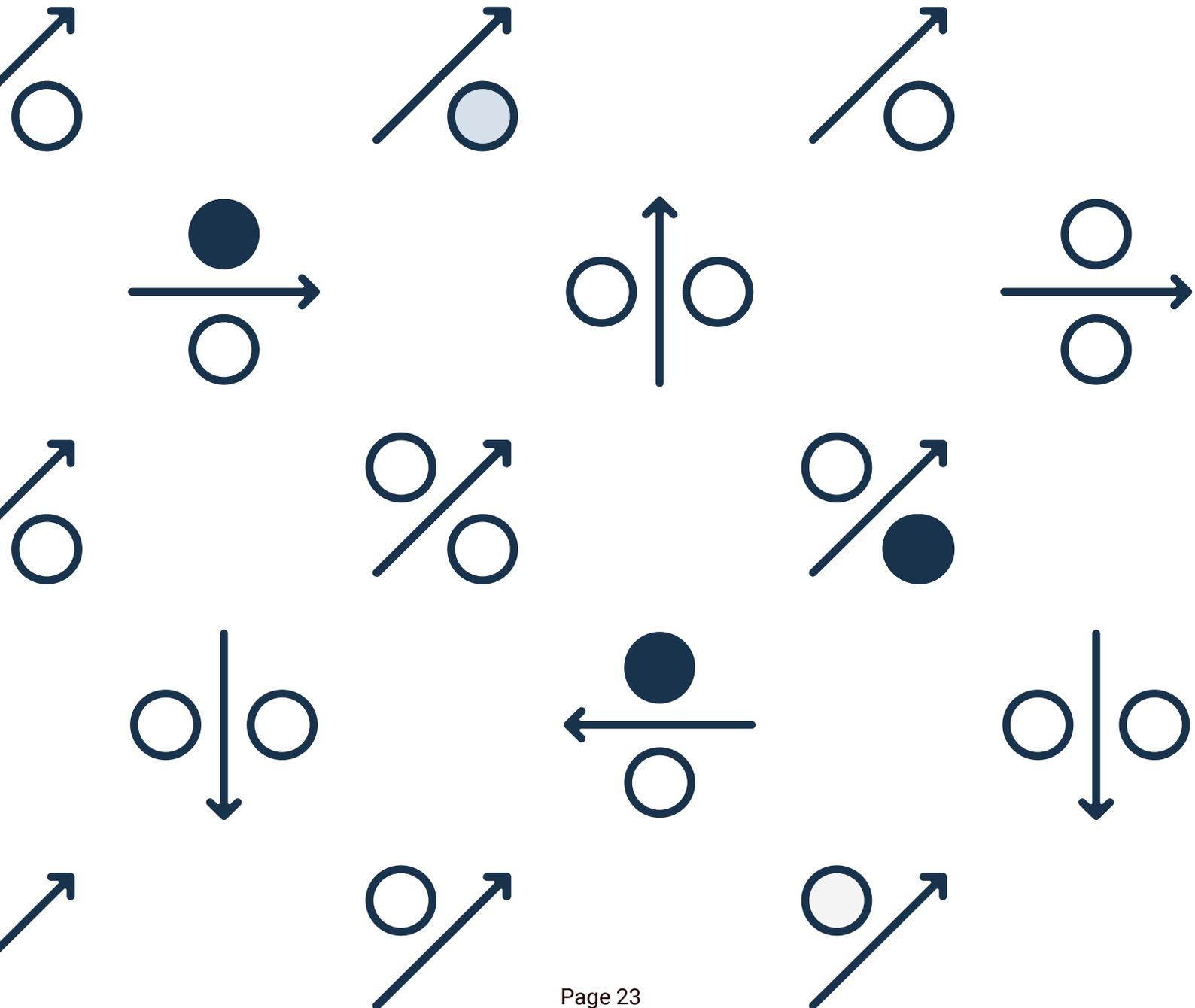
Senior Housing Division managers sit on key governance bodies in respect of vulnerable adults including the Safeguarding Adults Board.



SECTION 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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