Agenda Item 5	ES/022/11
Committee:	**Executive Scrutiny Committee**
Date:	**26 April 2011**
Quarterly Performance Report	
Enquiries to:	**Mark Golledge, Performance and Intelligence** **01245 434962**

1. Purpose of the report

The purpose of this paper is three fold.

The first is to update the Committee on national developments. The Committee may remember that discussions on 25 January 2011 at Executive Scrutiny Committee provided an update on the evolving changes taking place at a national level in relation to the performance and improvement agenda. This paper is intended to bring the Committee up to date in relation to those key developments.

The second is to update the Committee on work taking place within Essex. The Committee may remember that there was agreement that from the new financial year we will remove the existing performance indicator referral arrangements and Corporate Plan Scorecard, replacing it with a Quarterly Business Review which would enable each Committee to have an overview of performance at a Directorate level enabling decisions on areas that individual Policy and Scrutiny Committees may wish to scrutinise in more detail. In addition, Members would have access to Management Information Scorecards at a Directorate level which would be published in 2011/12. This paper is intended to bring the Committee up to date in relation to these arrangements, introduce the approach used for developing the Directorate Scorecards and set out timescales for this transition.

Finally, the paper provides the Committee with an update on performance relating to the EssexWorks Corporate Plan (2010/11) and referrals made to Policy and Scrutiny Committees for 2010/11.

In light of this the Committee is asked to:

1. Note the points made in the paper outlining: changes to the national landscape and work undertaken to redefine our own performance and intelligence

framework including the approach used for developing MI Scorecards;

2. Agree to transition arrangements over the next few months in relation to the new procedures;

3. Note the referrals made to the relevant Policy and Scrutiny Committees in 2010/11 and decisions agreed through referrals.

2. National Changes

From discussions in January, the Committee will remember that the following has already taken place:

- **Changes in the statutory framework of inspection and assessment for Local Government** through the removal of Comprehensive Area Assessment as well as changes to service-based inspections. Some form of inspection for critical services (such as safeguarding) were expected to continue albeit unannounced rather than announced inspections.
- **Changes in the data submitted to Central Government** through removal of the National Indicator Set with a review of all data returns to Central Government being undertaken.
- **Changes to the monitoring of how areas perform** through the handing over of Local Area Agreements to local areas.
- **Sector led rather than nationally led improvement** with proposals and support being developed by the Local Government Group.

Since January 2011, the following has taken place:

- **A review of all data (statutory) returns** that Local Government is required to send to Central Government has been undertaken by Communities and Local Government (CLG). Essex responded to this consultation in February 2011. The intention is to bring these into a Single Data List for publication from April 2011 helping support transparency and reduce the burden of reporting. A larger review of the list is expected in 2011/12 with the aim of achieving a more significant reduction than that we are anticipating for this Financial Year (given that much of the initial work by Central Government has focused on establishing a baseline of existing returns submitted). The draft list included 162 collections (of which some will relate to District Councils) which require the submission of an as yet un-quantified number of data fields.

- **The Munro Review of child protection** is expected to be published in April / May 2011. This review is likely to have an impact on the future national performance framework for children's social care. The interim Munro review

highlighted the need to redress the balance between an existing focus on process based measurement to one based on quality and learning. The Munro review is working towards "a reduced and refocused set of data that would capture the minimum information needed to run effective children's social care services"[1] – likely to be focused around national statutory requirements and discretionary local information. A key aspect of this standardised local data is likely to be feedback from children, young people, families, staff and partners. In addition, the review highlighted the need to move away from announced towards more unannounced, risk based inspection.

- **The Department of Health** has been consulting on 3 outcomes frameworks – for Public Health[2], the NHS[3] and Adult Social Care[4]. The relationship between these frameworks and the relationship to Safeguarding and Child Protection is to be reviewed following publication of the Munro Review in April / May 2011. This work by the Department of Health includes a review of measures (based on nationally collected and analysed data) supporting the delivery of outcomes but are intended to provide "a consistent means of presenting the most relevant, available data" rather than be a replacement of the National Indicator Set. These outcomes frameworks are intended to support the focus on delivery of outcomes at a partnership level. Supporting this the Department of Health is carrying out a zero based review of national data requirements which is expected to feed into the statutory data review being undertaken by CLG as indicated above and reform existing collections over coming years.

- **Publication of 'Taking the Lead'[5] by the Local Government Group focusing on self-regulation and improvement:** Following consultation across the sector, in February 2011 the Local Government Group released its proposals on how to support the sector to self-regulate. Its offering is based around the following key areas which are now being developed by LGG:

  - Local Accountability Tools to support the sector to self-assess – this includes working with the Centre for Public Scrutiny to support Scrutiny;
  - Peer Challenge
  - Peer Support for Councils undergoing a change of control
  - Knowledge Hub supporting networking, collaboration and knowledge sharing
  - Data and Transparency through the development of LGInform – a tool to support benchmarking across the sector
  - Leadership support for Political and Managerial leaders
  - Learning and Support Networks

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[1] The Munro Review of Child Protection: Interim Report, February 2011
[2] Healthy Lives, Healthy People: Transparency in Outcomes – Proposals for a Public Health Outcomes Framework, December 2010
[3] The NHS Outcomes Framework, 2011/12, December 2010
[4] Transparency in Outcomes: A framework for quality in adult social care, March 2011
[5] Taking the Lead: Self Regulation and Improvement in Local Government, February 2011

Essex is involved in some of this evolving work with LGG – specifically around LGInform and local accountability tools. As these offerings are developed by LGG we will consider whether and how best to utilise them within the Council although it is likely that we will be undertaking peer reviews across some services in the future (e.g. peer review of children's services is planned for June 2011).

It is hoped that the changes that are taking place nationally will give Essex the opportunity to move away from nationally prescribed specifications to arrangements based on local needs. Initial progress on this within Essex is outlined below.

2. Local Developments

Information and intelligence is needed not only to support transparency and accountability in relation to service delivery but to identify current and future need and therefore support the commissioning of services. However, it is essential that we ensure we focus on the areas which are locally important – whilst at the same time recognising that there will be some national reporting requirements.

The Committee were updated in January on the work that had been started within Essex to define our own MI framework. This included work on the Corporate Business Plan 2011/12 – 2013/14 and development of Directorate Business Plans, introduction of MI Scorecards for each Directorate and, from September 2011, the introduction of a Quarterly Business Review which will be a self-assessment of progress against Directorate Business Plans. As a result, the existing Corporate Plan Scorecard and referrals will cease from April 2011.

The purpose of this section is to provide an update on progress against these three areas highlighted above and outline transition arrangements for reporting as we move away from the current performance indicator referral arrangements.

- **Corporate Business Plan (2011-12 – 2013/14) and Directorate Business Plans:** The Corporate Business Plan was agreed at Full Council in February 2011 outlining our priorities, pledges and key activities that will be undertaken over the next 12 months. Alongside this, over the last few weeks Directorates have published Directorate Business Plans which outline Directorate priorities across the same period. These include priorities, activities and an overview of how progress will be measured. Supporting this, the New Ways of Working Performance Management Project is undertaking work across the Council to ensure a closer alignment between Directorate Business Plans and individual personal objectives (through the myperformance process).

- **Directorate MI Scorecards:** As outlined in January, work has been undertaken with Directorates to develop a set of Scorecards (using 'balanced scorecard' principles) enabling them to monitor key delivery areas. These are currently being finalised to ensure alignment with 2011/12 Directorate Business Plans and once finalised will be shared with the Chairs of each Scrutiny Committee. These will

align with any developments as they emerge nationally (as outlined above) but are also intended to focus on information which is important to running the business. This includes further work on measures that support the quality agenda and representation of service users in the services provided. Work has been undertaken with Directorate Leadership Teams to formalise these, ensuring that areas developed are both high priority and within the control of the Directorate to deliver. The format of the Directorate Scorecards is provided in Appendix A.

At a top level the focus of the Scorecards is on 'business drivers' e.g. 'people are supported to live independently'. Within each business driver are a set of metrics used to support delivery of the overall objective. These Scorecards (which tend to be focused on operations) are based around four key elements which reflect impact, outcomes and views of the customer – as well as key processes and results:

- **Results:** Metrics will help identify progress against delivery of outcomes. These are often unique to the specific Directorate and monitors delivery of the EssexWorks Pledges.
- **Customer and Partners:** Metrics which tell us about customer and partner feedback. This includes key survey based results providing perception based intelligence as well as measures relating to customer feedback (e.g. comments, compliments and complaints).
- **Organisational Capabilities:** Metrics focused around compliance, finances and delivery in relation to key processes.
- **People and Culture:** Metrics which tell us about our workforce e.g. employee engagement, sickness.

In addition, some Directorates have included the following sections as appropriate:

- **Projects and Programmes:** An overview of progress against key projects and programmes within the Directorate
- **Contextual:** As outlined above, the Scorecards have been based on the principle that they need to be within the control of the Directorate to deliver. Given that some Directorates contribute towards the delivery of wider community outcomes in partnership (e.g. reducing crime), these have been included as contextual metrics on Directorate Scorecards.

These Scorecards will be published monthly on the Councils' Intranet from the April 2011 reporting period (published from June 2011). There is always likely to be some lag between the end of the reporting month and the Scorecards being published to allow for discussions at a service, directorate, corporate and Cabinet Member level. Work has been undertaken to align the reporting timetable with financial reporting arrangements and will be reviewed in 2011/12 to see whether further improvements can be made.

The introduction of these Scorecards will enable a broader and more relevant assessment of performance than the existing Corporate Plan Scorecard. The Chairs of Committees will be alerted when these Scorecards have been published in line with previously agreed recommendations.

As a result the existing Corporate Plan Scorecard will cease to be published (and referrals stopped) from April 2011. The 2011/12 end of year report will be brought to the Committee in September 2011.

- **Quarterly Business Review:** As previously indicated to the Committee, a Quarterly Business Review arrangement is being introduced within the Council which will enable a joined up strategic view of how we are doing in delivering against the priorities and actions that we have committed to deliver – as outlined in Directorate Business Plans. This will be a self-assessment by each Directorate with challenge arrangements at a Corporate Leadership Team, Cabinet Member and Scrutiny environment. This will enable Policy and Scrutiny Committees to decide on specific areas they would like to scrutinise in further detail (rather than focusing on single indicators). It is anticipated that this will therefore align much closer to the existing work of Policy and Scrutiny Committees and address some of the recommendations previously raised by Committees. This Quarterly Business Review is being introduced from Q1 2011/12. The Chairs of Scrutiny Committees will receive copies of the first Q1 review in September 2011 (the QBR discussions with Cabinet Members is taking place in September to avoid the holiday period in August).

Performance and Organisational Intelligence will provide professional and advisory support to Members in relation to the new arrangements to ensure that Members are given support where required. Executive Scrutiny Committee has asked that each Policy and Scrutiny Committee have overview and responsibility for their respective service areas' performance.

Current Performance

Appendix B provides information on performance referrals made so far in 2010/11 relating to delivery of the EssexWorks Corporate Plan. Please note that this is an exceptions based report providing an update on areas which are missing or have missed target.

Our progress against these measures has been reported to Members on a monthly basis through the EssexWorks Corporate Plan Scorecard. The Corporate Plan details 22 high level outcomes mapped to our EssexWorks priorities. Each of these outcomes has a series of performance measures supporting it.

At this stage in the year performance data is available for 60 of our Corporate Plan measures. 63% (38) of these measures are currently on target – an improvement from our final position last year (50% on target). This is similar to the position reported to the

Committee in January (61% of measures within the Corporate Plan were at that time on target).

19 referrals have been made to Scrutiny this year and these are outlined in Appendix B.

Discussions at Committees since January 2011 have focused on the following:

Performance updates in relation to children and young people are being taken to the Safeguarding Sub Committee with a 'deep dive' of performance indicators discussed. Two presentations (in September 2010 and February 2011) have been provided to the Sub-Committee on the overall framework within Vulnerable Children and Young People (with a focus on Improvement Notice measures) as well a detailed review of performance progress against the Improvement Notice areas. In addition, a discussion took place at the Children and Young People Policy and Scrutiny Committee in January 2011 in relation to performance across other Corporate Plan measures. Members now receive a monthly update on progress against the Improvement Notice. Given that Improvement Notice Indicators are still in place the Safeguarding Sub Committee has agreed to continue monitoring these.

Improvements have been made across a number of areas in relation to Schools, Children and Families (particularly in relation the front door) with progress in child assessment timescales compared to last year (Feb '11 compared to Feb '10) with 70.5% of initial assessments being completed in time this year compared to 48.9% last year and 78.9% of core assessments were completed in time this year compared to 55.7% last year. Process based measures are now regularly assessed against quality based approaches – randomly assessing the quality of case file audits. This has helped to ensure there is a balance between process and quality. 150 case file audits are now reviewed on a monthly basis by a range of auditors and progress reported against these. In March 2011 the service underwent an unannounced inspection of referral and assessment services. Results of this inspection were not published at the time of writing.

Across other areas, there has been a reduction in the % of 16-18 year olds who are NEET – the 2010/11 outturn figure of 6.3% (average of November, December and January) shows an improvement on performance from the last two years – 6.9% in 2009/10 and 6.7% in 2008/09 although below the 2010/11 target of 5%. This was discussed at the Committee in January 2011.

In January 2011 the Committee also received an update on educational performance. This included performance at the early years, key stage 2 and key stage 4 stages as well as school attendance. Since that time there has been positive news that one secondary school has been removed from Special Measures taking us to 0 secondary schools in Special Measures.

Good improvement has also been made in the attainment gap for Children in Free School Meals and their peers at Key Stage 4 although performance at Key Stage 2 and Special Educational Needs measures have not hit target this year and compare below other Local Authorities.

For educational achievement amongst looked after children – at Key Stage 2 we showed a significant improvement ranking 1st amongst our statistical neighbours although achievement at GCSE level declined and remained below target but is comparable with the England average.

The Committee have asked that the performance information received is relevant to their work – this is being addressed as part of the changes highlighted above.

In adult social care there have been increases in the number of people starting preventative services including telecare and reablement. The number of older people receiving telecare reached its highest point in February (570 for February compared to a monthly average of 460 for the year) although is still below target and formed part of discussion at the Community Wellbeing and Older People's Policy and Scrutiny discussion in December 2010. It was acknowledged that the target set had been optimistic and had coincided with the Telecare Pledge period last year. The Committee heard that actions were planned to improve performance by working cross-economy with health partners, identification of Telecare champions and an updated communications strategy. The Community Wellbeing and Older People's Policy and Scrutiny Committee agreed to receive an update in due course.

In addition, in January 2011 the Committee was given an update on Self Directed Support progress. The Committee recognised that there had been significant increases in the number of people receiving personal budgets – in November for example the number had increased by 1,217 people which was almost double the monthly average. Operational managers were confident that improvements would continue to be maintained. The Committee heard that the increase had largely been due to the success in transferring existing service users to a personal budget following their annual review and processes had been implemented to ensure all service users received information and support during the review process.

Across environmental areas within the Corporate Plan, good progress is being made in recycling and reductions in household waste and there have also been more positive user perception results compared to last year across a number of service areas.

Conclusion

This paper has outlined changes that have and are taking place at a national level including work on developing outcomes frameworks for adult social care and children's services through work at the Department of Health and through the Munro Review. Work within Essex has reviewed our approach to management information and the paper has introduced the approach used for developing Scorecards which are now in place at a Directorate level. It is hoped that this, alongside the introduction of a Quarterly Business Review from September will allow Policy and Scrutiny Committees to decide which areas they would like to explore in further detail. The paper has updated on transition arrangements for the next few months and finally the paper has provided an update for

Members in delivery of the 2010/11 EssexWorks Corporate Plan and discussions taking place at Committees over the last quarter.

Appendix A: Approach Used Directorate MI Scorecard

Directorate MI Scorecards: Example

Contextual
Contextual measures monitor cross-directorate outcomes which sit outside the direct influence of the directorate. Measures in the other sections are within the direct control of the directorate. Contextual measures show performance against key business drivers, which are informed by one or more underlying metrics.

Results	Customers & Partners
Measures in this quadrant capture progress against key outcomes and outputs within the direct control of the directorate. Each quadrant shows performance against key business drivers, which are informed by one or more underlying metrics. This includes progress against EssexWorks Pledges **Example:** *Prevention and early intervention services are working well (top level business driver)* *- Telecare take up (individual metric)*	Measures in this quadrant capture feedback from customers and other stakeholders in relation to services provided by the directorate. Each quadrant shows performance against key business drivers, which are informed by one or more underlying metrics.
Organisational Capabilities	**People & Culture**
Measures in this quadrant capture the performance of key processes and enablers required to deliver outcomes and achieve customer satisfaction. This may include, financial, compliance and risk information. Each quadrant shows performance against key business drivers, which are informed by one or more underlying metrics.	Measures in this quadrant capture the directorate's performance in maintaining a high-performing, effective and efficient workforce, enabling the delivery of outcomes and achievement of customer satisfaction. Each quadrant shows performance against key business drivers, which are informed by one or more underlying metrics.

Projects & Programmes
These elements include progress against key projects and programmes identified by the Directorate.

Appendix B: Policy and Scrutiny Referrals – 2010/11

Please note: Referrals are made based on existing criteria in place with Policy and Scrutiny Committees. These will therefore focus on those not meeting target (for three periods, that the end of year target has been missed or that the target was missed last year and it's not meeting target this year).

Indicator	Description	Month of Referral	Good to be…	Performance at Referral	Latest Performance	Current RAG	2010/11 Target	Notes
Referrals Made to Policy and Scrutiny Committees								
Children and Young People Policy and Scrutiny Committee								
2016SC	% of re-referrals to children's social care in the last 12 months	July 2010	Low	32.2% (May '10)	31.4% (Feb '11) ↑	Red	20%	Discussed at Policy and Scrutiny Committee in January 2011
NI 059	% Children's initial assessments completed in 7 days	July 2010	High	56.5% (May '10)	70.5% (Feb '11) ↑	Amber	72.0%	Discussed at Policy and Scrutiny Committee in January 2011
NI 060	% Children's core assessments completed in 35 days	July 2010	High	65.6% (May '10)	78.9% (Feb '11) ↑	Amber	82.0%	Discussed at Policy and Scrutiny Committee in January 2011
NI 089a	Number of Schools in Special Measures	July 2010	Low	8 (May '10)	6 (Feb '11) ↑	Red	0	Discussed at Policy and Scrutiny Committee in January 2011
NI 117	% Not in education, employment or training at 16-18yrs	July 2010	Low	7.0% (May '10)	6.2% (Feb '11) ↑	Red	5%	Discussed at Policy and Scrutiny Committee in January 2011
NI 073*	% Pupils with Level 4+ KS2 English and Maths	September 2010	High	73.1% (Provisional)	73% (Final)	Red	80.0%	Discussed at Policy and Scrutiny Committee in January 2011
NI 092*	% gap between all children and lowest achieving 20% at early years foundation stage	September 2010	Low	32.1% (Provisional)	32% (Final)	Red	30.65%	Discussed at Policy and Scrutiny Committee in January 2011
NI 093*	% Progressing 2 levels in English from KS1 to KS2	September 2010	High	81.7% (Provisional)	82% (Final)	Red	90.0%	Discussed at Policy and Scrutiny Committee in January 2011

NI 094*	% Progressing 2 levels in Maths from KS1 to KS2	September 2010	High	82.2% (Provisional)	82% (Final)	**Red**	88.0%	Discussed at Policy and Scrutiny Committee in January 2011
NI 075*	% Pupils with 5+ A*-C GCSEs including English and Maths	December 2010	High	54.4% (Provisional)	54.6% (Final)	**Red**	56.2%	Highlighted at Policy and Scrutiny Committee in February 2011
NI 104*	Difference between children with Special Educational Needs with Level 4+ in KS2 English and Maths compared to Non-SEN	December 2010	Low	55.4% (Provisional)	60% (Final)	**Red**	50.0%	Highlighted at Policy and Scrutiny Committee in February 2011
NI 105*	Children with Special Educational Needs with 5+ A*-C GCSEs including English and Maths compared to Non-SEN	December 2010	Low	46.4% (Provisional)	48% (Final)	**Red**	45.3%	Highlighted at Policy and Scrutiny Committee in February 2011
NI 055a	% Primary Children in reception who are obese	April 2011	Low	8.8% (2009/10 AY)	8.8% (2009/10 AY)	**Red**	8.1%	Referral sent April 2011
NI 056a	% Primary Children in Year 6 who are obese	April 2011	Low	16.1% (2009/10 AY)	16.1% (2009/10 AY)	**Red**	15%	Referral sent April 2011
NI 101	% Looked after children with 5+ A*-C GCSEs inc English and Maths	April 2011	High	9.6% (2009/10 AY)	9.6% (2009/10 AY)	**Red**	13.9%	Referral sent April 2011
Community Wellbeing and Older People Policy and Scrutiny Committee								
PAF D40	% Service Users receiving an annual review	July 2010	High	56% (May '10)	61.2% (Feb '11) ↑	**Red**	78%*	The original target for this indicator of 78% (compared to last years performance of 68.8%) was set before the implications of the time needed to review people who are eligible for Personal Budgets were understood.
LI 055	Number of older people using telecare services	September 2010	High	1,300 (June '10)	5,061 (Feb '11) (Cumulative)	**Red**	6,172	Discussed at Policy and Scrutiny Committee in December 2010
NI 130	% of all adults, older people and carers receiving social care services that are receiving Self Directed Support	September 2010	High	12.4% (July '10)	25.6% (Feb '11) ↑	**Red**	30.0%	Discussed at Policy and Scrutiny Committee in January 2011
Safer and Stronger Policy and Scrutiny Committee								
NI 039	Alcohol Admission rate per 100,000 population	April 2011	Low	1,246 (2009/10)	1,246 (2009/10)	**Red**	1,350	Referral sent April 2011