



Introduction

During 2023/24 a fundamental revision and refresh of the council’s performance management framework has taken place. With the agreement of our new Council Plan, strategic outcomes, and priorities we can finalise the framework and fully align with the Council Plan.

Why do we need a refreshed Performance Framework?

Acting as a companion to the new Council Plan, the Performance Framework provides the structure and approach for how Sheffield City Council will provide effective performance management against delivery of the Council Plan outcomes, major programmes of work, and areas identified for improvement.

The Performance Framework sets out how performance measures, management and budget monitoring are aligned to present a comprehensive picture of the Council’s overall performance in terms of council plan outcomes, service delivery and fiscal management.

Through the high-level measures directly linked to the plan in our **Outcomes Framework** we can build an evidence base and narrative that shows the progress we are making against the outcomes in the plan.

The outcome measures are the starting point for Directorates and Services to build the next level of metrics, contributing measures across a range of outcomes where appropriate. This allows our services, teams, and individual members of staff to see their contribution to achieving our priorities and so strengthening the **golden thread** approach.



Excerpt from LGA Officer guide to performance

The framework will bring focus, rigour and ownership of performance and continuous improvement across all levels of the organisation. In addition to ensuring we deliver the best possible services, this framework prepares us for the headwinds facing local government from financial pressures to increased regulation and external scrutiny. A strong performance system and culture will enable us to understand our strengths and those areas requiring improvement, supporting us to successfully navigate internal and external challenges and take advantage of opportunities that arise.

What are the key elements of our Performance Framework?

The performance framework is based on the overarching principle of the **Golden Thread**, how the key framework products, governance and behaviours in the Performance Framework combine and connect with council plan outcomes.

This builds the link between strategic intent and measurable impact. Providing a way for each service, team and employee to see how they contribute to 'shifting the dial' on the measures that evidence the plan is having an impact.

The **Golden Thread is enabled by three key elements:**

1. Outcomes Framework: The key companion piece to the Council Plan, provides the key measures that relate directly to the specific purpose and intent of each priority in the council plan.
2. Performance System, Governance and Culture: The oversight, assurance, and management mechanisms that allow continued control and grip of performance at outcome, directorate, and service level.
3. Performance Reporting: To support our ambition for performance management, there is a need for a strong and consistent reporting infrastructure which delivers a single source of the truth.

1. Outcomes Framework

Our Outcomes Framework is the way we show measurable progress against the Council Plan. It consists of a broad range of measures and targets that link directly to the spirit and strategic intent of each outcome in the plan.



To provide a direct link to the Council Plan, we have chosen several measures for each of the four priorities in each outcome. These measures will function as the way to view and determine progress against the priorities in the Council Plan and will sustain for the 4+ years of the plan helping to show distanced travelled against our priorities.

The Outcomes Framework also includes a set of Corporate Health measures that are critical to a well-functioning council and to delivering high quality services; indicators include Finance, Customer experience, Access to information and Workforce.

Lastly, the Outcomes Framework provides a way to show progress against cornerstone projects that will transform our city with more new homes; a dynamic environment for businesses as part of our world class knowledge economy; and green, reliable transport networks to connect people throughout our city.

The full Outcomes Framework is detailed in **Appendix 1** to this document. This includes the complete list of 70+ measures at Outcome and Priority level along with the rationale for selection and indicative reporting format.

2. Performance System, Governance and Culture:

To enable regular review, control and grip of performance, the framework lays out how we build on existing arrangements to achieve a consistent structure that supports the golden thread across the organisation.

2.1. Performance System

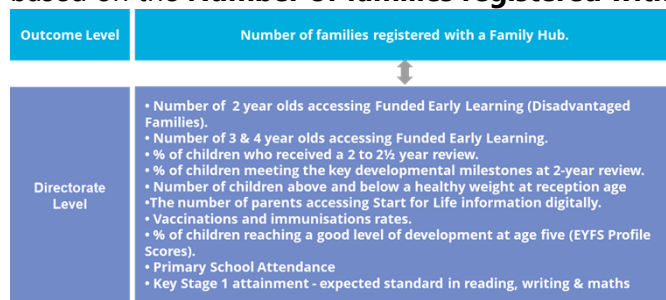
2.1.1. Directorate & Service Measures

At the core of the performance system are the measures used by Directorate Leadership Teams to manage performance and their contribution to the Council Plan outcomes. Directorates will have some choice in which measures are used but some key principles will be followed to ensure consistency with the golden thread approach.

The starting point will be Outcome Measures where the Directorate is Lead for the whole Outcome or where they are listed as Lead Service / Supporting Service. Additional measures will be chosen that contribute to meeting the Outcome Measure.

Directorates will always consider any measures relating to their statutory duties and external regulators. Measures must include any Office for Local Government (Oflog) measures the Directorate is responsible for.

In this reduced example, looking at how the Childrens Services Directorate choose measures based on the **Number of families registered with a Family Hub** at Outcome level.



The measures are a mix of those that support at outcome level such as *'number of parents accessing Start for Life information digitally'* and measures that need to be performing well to ensure success such as *'% of children who received a 2 to 2½ year review'*.

This draws out the thread between what is measured and the positive impacts we will see from succeeding at the outcome level, in this case early years education participation, child health and school readiness.

As well as the approach to selecting performance measures described above, there is a need to consider the element of quality; what measures show and how they are used. We have some principles to guide the selection and use of high-quality measures across the Performance Framework detailed in:

Appendix 2: Selecting High Quality Measure Criteria

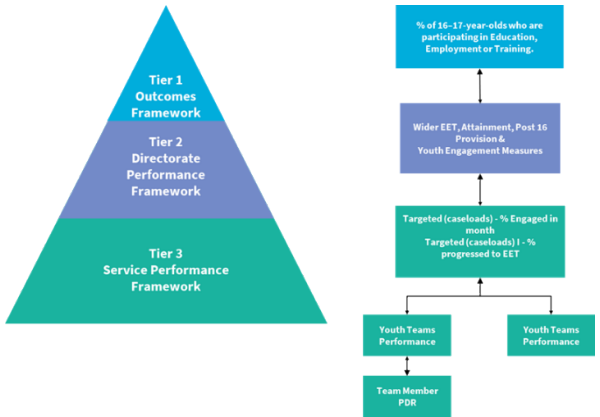


Meeting all the quality criteria is very much an aspiration and will guide us as the performance system matures during the life of the Council Plan.

2.1.2. Directorate & Service clinics

The Directorate measure sets will be used within performance clinics where the measures, targets and comparators will help manage performance at Directorate level.

Directorates will also need to establish the next tier of the performance system, developing Service level clinics and measures sets where appropriate. This allows space for a more granular level of performance data, crossing

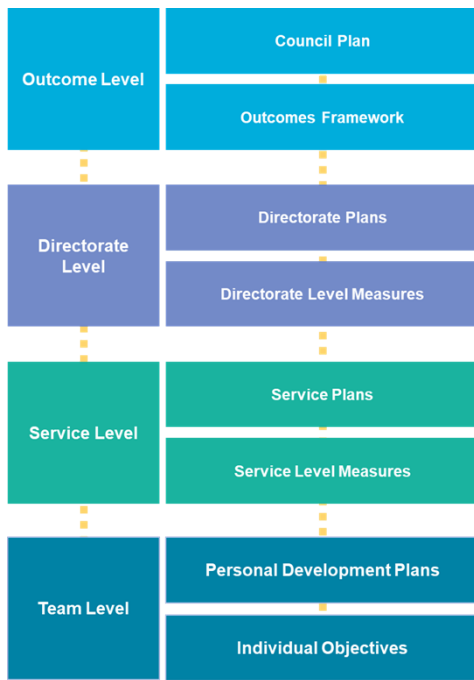


granular level of performance data, crossing into operational performance that underpins the measures at Outcome level. This tiered structure allows our performance system to bring the **golden thread** to life, allowing our services, teams, and individual employees to see their contribution to achieving the Outcomes.

Below Tier 3 is where framework ceases mandating the approach, recognising local requirements for team and individual performance day to day.

Directors and Heads of Service will be responsible for hosting regular performance clinics using the measures sets they have developed. This provides a mechanism for performance monitoring to ensure assurance, control, and grip alongside performance management which is improvement focused, proactive and forward looking. Together, performance monitoring and management will enable everyone to work towards effective delivery of the priorities in the Council Plan, our statutory duties, and operational responsibilities.

Performance clinics will operate on a regular frequency, generally monthly at Directorate and Service level. The framework enables the **golden thread** of how strategic priorities are reflected in the objectives of the senior leaders and managers, cascading into service, team, and personal development plans.



At all levels this will help us use the framework to focus the right operational action or change activity based on positive improvement of measures and our performance as a council.

Annual Service plans will be informed by delivering on the Outcomes and Priorities in the Council Plan. In terms of performance, measures will be selected from those already defined across the system. Services will set performance targets calibrated against progress required in the plan.

Personal development plans will make the connection to the **golden thread** by setting targets that directly tie-in individual contributions to the Council Plan.

It is expected that Directorate measures will form the basis of reporting to each policy committee. Below is an excerpt from the Adults & Wellbeing directorate measures.

Performance Indicator	Milestone	Direction of Travel	Current Position	Latest Period Available	21/22 Position Baseline	Core Cities Mean	Yorkshire & Humber	Peer Group	England Average
Number of DoLs applications not completed at end of reporting year	To Monitor	Decreased	850	22/23	Mar 22: 1365		717	791	829
ASCOF 1A: Social care-related quality of life score (based on several questions)	20	Increased	18.5	22/23	17.5	18.8	19.2	18.7	19
ASCOF 1I: Adjusted 1A - Social care-related quality of life score - impact of social care serv	0.4	Increased	0.40	22/23	0.32	0.4	0.4	0.4	0.4
People who use services who feel safe. (ASCOF 4A)	85%	Increased	66.6%	22/23	56.9%	68.1%	71.9%	68.3%	70.0%
People who use services who say that those services have made them feel safe and secur	85%	Increased	85.9%	22/23	79.4%	88.3%	88.7%	87.9%	86.7%
ASCOF 3A: Overall satisfaction of people who use services with their care and support	85%	Same	58.3%	22/23	58.7%	61.3%	65.8%	61.5%	64.3%
% regulated adult social care providers assessed by CQC as good or outstanding under the	100%	Increased	85%	Feb-24	83%	77%	77%	77%	80%
% of Regulated Care – Care Homes - rated good or outstanding (SCC Data)	100%	Decreased	84%	Feb-24	87%	77%	78%	78%	80%
% of Regulated Care – Community based services – rated good or outstanding (SCC Data)	100%	Increased	86%	Feb-24	80%	80%	83%	81%	85%
% Care Home Bed Occupancy	85%	Increased	89%	Feb-24	86%		88%		89%

2.2. Performance Governance

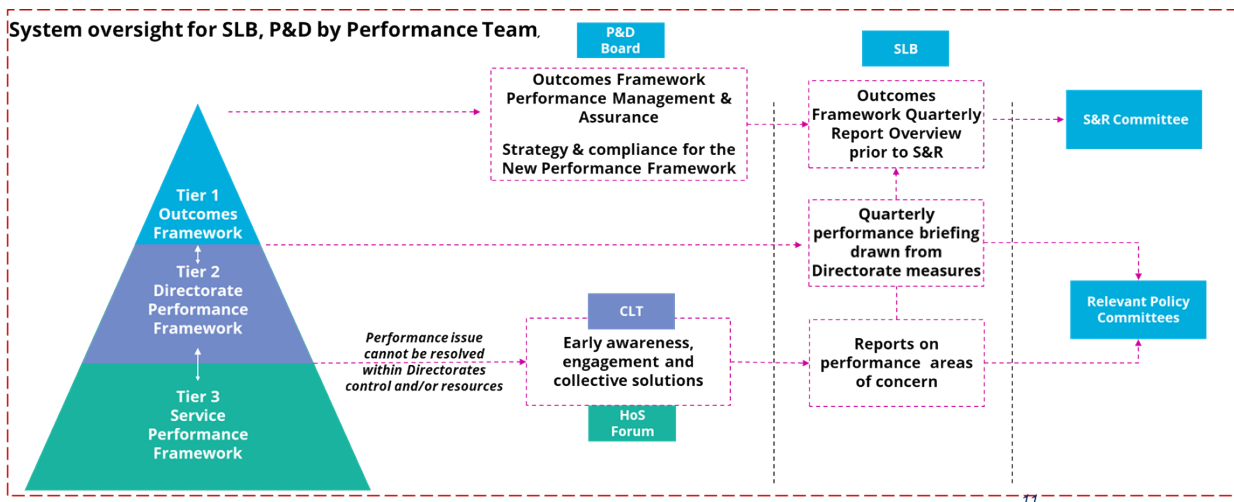
The performance system gives us the capability to manage and resolve performance issues at the lowest level where possible e.g. Directorate boards receiving escalation from service and resolving issues.

However, we require a formal but straightforward system of governance that provides the awareness and assurance of performance issues to senior leadership and policy committees.

Establishing this framework provides the opportunity to review how our most senior performance governance forum, the Performance & Delivery (P&D) Board adapts to the introduction of the framework, shifting its role to:

- Managing performance monitoring, management and assurance of the Outcomes Framework measures and targets.
- Strategy & compliance for the new performance system. Working to support a corporate culture of performance.

Key aspects on governance:



Tier 1:

- Performance and Delivery Board takes ownership of Performance monitoring, management and assurance of the Outcomes Framework measures.
 - Provides quarterly reports to Strategy Leadership Board and Strategy & Resources Policy Committee.
 - Meets monthly to review measures not performing to target via deep dives, calling in measure owners.
 - Instigates and manages task & finish groups to drive performance improvement.
- Performance and Delivery Board shifts to managing the performance system, ensuring compliance and leading the performance culture of the organisation.
 - Ensure that the key performance system elements are in place, e.g. measures, metric quality and meetings in place.
 - Beyond the mechanics, it ensures the behaviours that foster a performance culture are in place at all levels.

Tier 2:

- Performance issues are resolved at the lowest level, within the performance system.
- Where problem measures fall outside the Outcomes Framework and cannot be resolved within Directorates control and/or resources, provides an escalation route to Strategy Leadership Board.
- Provides a route for each policy committee to have regular visibility of performance information by receiving a quarterly performance briefing based on the Directorate performance measures of relevance (this may mean some information being made available to more than one committee), alongside emergent areas of performance concern and the actions being taken to address these.
- Provides an informal route for groups of key directors and heads of service to contribute to solutions.

System Oversight by Performance team

- Performance team will provide support and have representation across the system.

- Provides oversight and combined performance reporting for the Outcomes Framework progress and emergent areas of concern.

2.3. Performance Culture

The Future Sheffield values and behaviours will be reflective across the organisation in everything we do, including how we carry out performance management. Below the values and behaviours have been set out through the lens of performance and improvement.



People are at the heart of what we do

- Organisational understanding of the importance of data, insight and performance outcomes and the wider impact of this on Sheffield's citizens.
- Responsibility for our individual performance and embodying a growth mindset for our own areas of the Council Performance Framework, focuses on outcomes for residents and strengths-based options for improvement.



Openness and honesty are important to us

- Openness and objectivity around performance conversations with a view to improvement rather than judgement or blame.
- Creating empowerment and psychological safety to own performance and bring issues the forefront.
- Timely and honest escalation based on clear understanding.
- Honest reflection of data insights, why and what is needed for improvement.



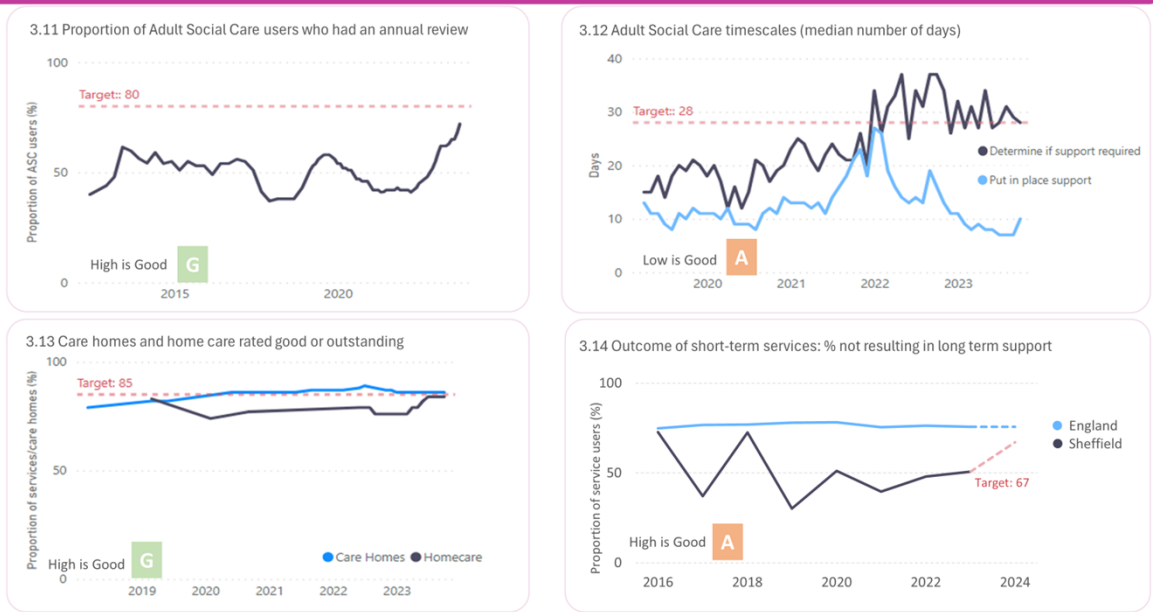
Together we get things done

- Performance management and early intervention are viewed as an enabler to positive change and impact.
- Performance is connected to the state of the Council as a whole, focus on supporting each other to achieve our outcomes.
- Performance conversations are focused, proactive and forward looking.
- To foster motivation, performance successes are celebrated alongside the improvement discussions.

Performance Reporting

Below is a working example for Adult Social Care measures featured in the Outcomes Framework.

People live in caring, engaged communities that value diversity and support wellbeing



3.14 The outcome of short-term services: percentage not resulting in long term support

Service	Strategic Director	Council Plan Priority	Policy Committee
Adult Care & Wellbeing	Alexis Chappell	High quality care and support at the right time and place so people can be independent for longer and stay safe	Adult Health and Social Care

Why is this measure important?

This measures the number of service users who receive short-term services and do not then require long-term support. It provides an indication of level of independence achieved by users of council-funded short-term services and of prevention, as service users' care needs might otherwise develop to the point that they require long-term support.

What targets are we trying to achieve?

Annual targets	Target Value
2024/25	67%

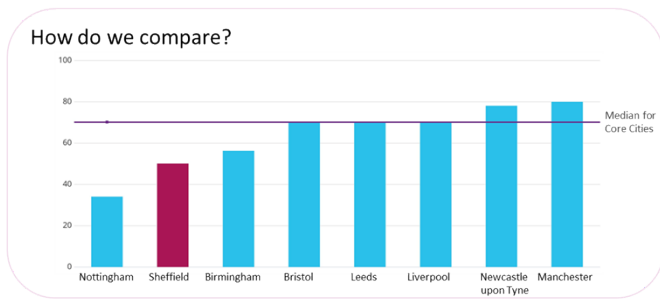
What does good performance look like?

High is good

How are we doing?
 2023/24 Quarter 3 Commentary

In 2022/23, the proportion of those that received short-term service, where no further request was made for ongoing support afterwards, or support of a lower level, for Sheffield was 50.2%, which was below the Core English Cities median proportion of 70.2%. In Sheffield this was an improvement on the 2021/22 position and if the target is reached this year Sheffield will be only slightly below the current Core Cities median.

An update on actions underway to work towards this target will be provided by the appropriate service

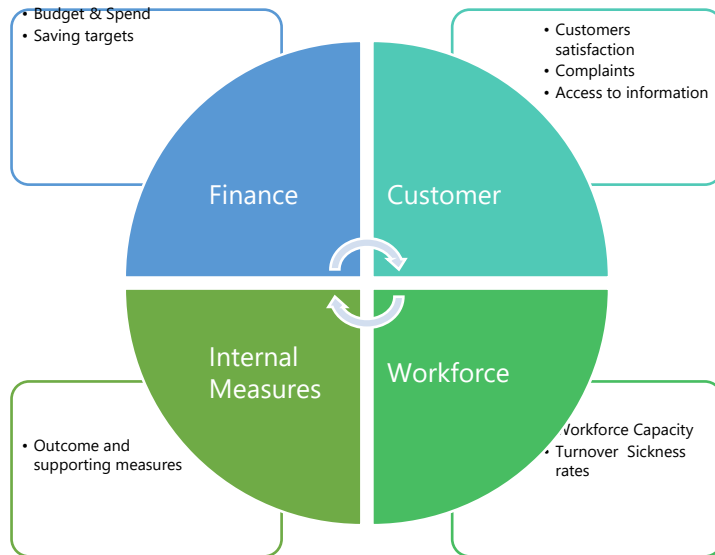


Additional perspectives and detailed views will be made available through interactive reporting (not shown), providing insight into how measure performance changes for different geographic areas of the city, cohorts and communities, including equality perspectives, e.g. deprivation or ethnicity where appropriate.

These dashboards will be available as a performance management resource internally to support the overall system of governance, and as a public resource to support transparency and accountability. Initially this will be through traditional, static reports moving during 2024 to a set of self-service, interactive reports available to officers and members, updated in line

with the reporting cycle. We have reviewed best practice from the Local Government Association in providing interactive dashboards to the public, this will be tested and achieved fully during the time frame of the Council Plan.

The reporting suite will also bring to life how corporate health and performance measures interplay, across the lenses of customer, workforce and finance. Taking a balanced scorecard approach to show contributing elements that help deliver against the Outcome measures.



The scorecard elements may vary and expand over time to allow different insights beyond the examples here.

The benefits of this approach are its acknowledgement of the relationship between delivering a quality experience and service, a workforce with sufficient capacity who feel empowered and having

adequate financial resources to deliver the level of desired outcome and remain within budget.

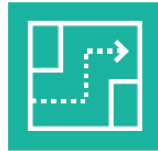
To enable this, we will be developing our financial framework to align with the Council Plan, working towards outcome-based budgeting during the life of the plan.

Appendix 2: Selecting High Quality Measure Criteria



Relevance & Reliability

- Services are involved in selecting and agreeing measures to ensure meaningful and correct for use
- Measures are aligned to the overall Council Plan outcomes and longer term ambition, but also represent the Service's unique priorities within this
- Measures cover both statutory requirements (statutory measures and measuring statutory duty) and tailored priorities for Sheffield
- Measures are supplemented with a clear definition, rationale and wider enabling metadata
- Measures are reported on near-live or timely enough to draw meaningful insights and actions
- Measures are reviewed and refreshed at least on an annual basis to ensure they continue to reflect key priority areas and provide the right insights against this



Achievability

- A target for each measure is selected with a balance between ambition and realism
- The approach to setting measures can be flexed to unique needs at different levels and in different service areas
- *Measures which are challenging to achieve will be discussed and a suitable approach agreed, for example by combining existing measures, including relevant breakdown areas, etc*
- Targets are reviewed and updated each year based on evolving Service Plan priorities, current position and wider context



Usability & Comparability

- Measures which apply to multiple levels or services are clearly labelled with metadata to support their use
- There is clarity between what is qualitative vs quantitative data and how these are used to supplement each other
- Accurate benchmarks and baselines are provided where possible for comparison and challenge
- Comparisons are supplemented with clear trends and narrative to ensure contextual insights
- The whole picture is considered when making comparisons, to recognise all relative improvement, even if not yet at a target
- Performance reviews are completed objectively without singling out individual players contributing to an overall outcome



Control & Grip

- The golden thread of measures enables assurance and control but also focuses on continuous improvement and impact monitoring
- Performance management is tightly interlinked with risk management and financial management cycles
- Measures provide forecast data to spot and mitigate potential risks before they become issues
- Clear risk thresholds provide escalation trigger points between governance levels to ensure any issues are dealt with locally where possible but escalated where necessary
- Public facing measures are selected with the intention of driving transparency and accountability