

Performance Management Framework (2023 – 2027)





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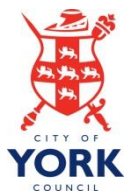
Introduction

This framework aims to assist Executive and Policy & Scrutiny Members (councillors), members of the Corporate Management Team, Partners (including Partnership Board chairs/members) and supporting officers to understand performance management and the various components that contribute to effective performance.

The last few years have been difficult for York's communities, businesses, and neighbourhoods. Whilst recovering from the Covid-19 pandemic and ongoing impacts of Brexit, the cost-of-living crisis and war in Ukraine have presented further challenges and hardship for our communities.

Expectations from our residents are high at an increasingly difficult time of shrinking budgets and diminishing resources. Against this backdrop, York aims to be one of the highest performing councils by improving the efficiency and effectiveness of local services whilst preparing for the coming challenges, including tackling the climate emergency and the increasing demand for social services.

Looking ahead, York's role is at once a huge opportunity and a huge responsibility. The Council Plan 2023-27 vision of *One City, For All*, sets the ambition 'to increase opportunities for everyone living in York to live healthy and fulfilling lives and builds on our strengths to help us prepare for the future and improve the quality of life for residents today'. The Performance Management Framework outlines the roles, responsibilities, tools and reporting cycles the council has committed to in monitoring delivery of this ambition and services for residents.



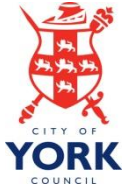
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Purpose of the Framework

Performance Management is essential to the success of City of York Council in delivering the ambitions of the Council Plan and is a vital element of forward planning, risk management and continuous improvement. The Council Plan has seven draft key themes and the framework or measurement, reporting and understanding is designed to support its delivery, The themes are;

Council Plan Themes
Health and wellbeing: A health generating city
Education and Skills: High quality skills and learning for all
Economy and good employment: A fair, thriving, green economy for all
Transport: Sustainable accessible transport for all
Housing: Increasing the supply of affordable housing
Sustainability: Cutting carbon, enhancing the environment for our future
How the Council will operate: Improving customer experience throughout our operations

Each of the themes outlined span across the portfolios held by elected Executive Members and routine performance monitoring of portfolios will help drive the delivery of activity to realise these ambitions in each area. The themes also support the long-term outlook for the city with five aligning to the priorities in the 10-year city plan and in supporting the 10-year strategies for climate, health and economy.



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Why is Performance Management Important?

Performance should be managed at an organisational, service, team/operational and individual level, with each informing the other. To know when and what action to take, performance has to be measured, monitored and analysed. To know how to judge performance, criteria must be agreed; aims, objectives and targets need to be set.

If the Council is going to deliver the outcomes that people of York want, there has to be a performance management framework that:

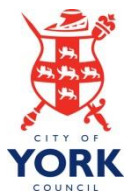
- Is based on key priorities and objectives to help measure the right things at the right time;
- Is based on key performance metrics which measure the right things at the right time;
- Is used to continually improve how we work together and the way services delivered are performance managed;
- Is based on quality and accuracy of current and forecasted information which produces meaningful measures of how services are performing;
- Enables learning from others, learning from our own experiences and mistakes and listens to partners needs;
- Meets the needs of all the people involved in delivering outcomes in the city, inside and outside the Council.

Our Organisational Development Plan

The Organisational Development Plan is the operational actions of how we will develop, support and motivate our workforce to meet our business and community priorities

The 2022-23 plan focuses on seven key areas:

- Strong leadership
- Engaged staff
- Embed a performance culture
- Encourage staff retention and recognition
- Improve skills and knowledge
- Improve staff health and wellbeing
- Adjust to new ways of working



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Performance Management

Effective Performance Management will help to:

- Clearly articulate our priorities and desired outcomes;
- Highlight where more resources may be required;
- Provide good services and satisfaction for users and local community;
- Identify local, regional and national emerging patterns and trends;
- Ensure a focus on improvement, rather than just the delivery of targets.
- Prioritise what gets done within the resources available;
- Provide and demonstrate value for money;
- Motivate and manage our staff;
- Respond effectively to existing and new challenges;

Design

The key to managing performance is to be able to measure performance, as only by devising appropriate measures can we properly monitor how the Council is progressing towards achieving its strategic objectives, and to prioritise resources to what matters most.

York's Performance Management Framework is designed to allow us to take action in response to actual performance to deliver the best outcomes and services in relation to our priorities and statutory responsibilities within available resources for residents and businesses.

Our integrated Performance Management arrangements enable us to:

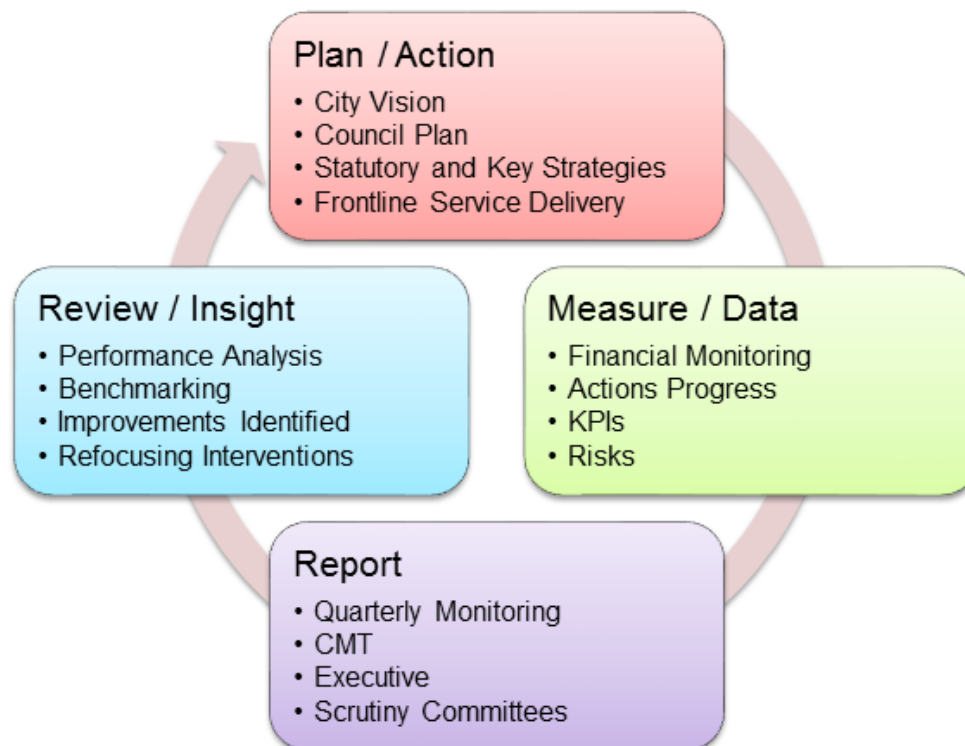
- Prioritise and set clear objectives (how we intend to deliver services);
- Track and communicate whether or not they are being achieved;
- Take effective, well-informed and timely decisions to ensure that we are continuously improving and that our objectives are being met in line with expectations.



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Design

The Framework is based on the Plan, Measure, Report, Review cycle.





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National Frameworks and Statutory Returns

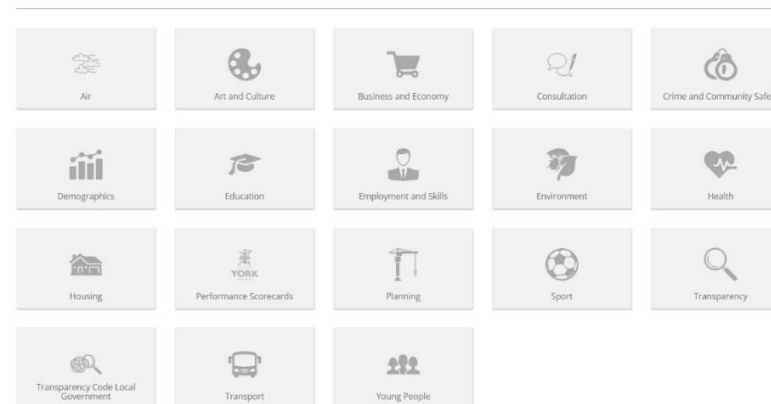
Whilst there is no, current, national performance management framework there remains a significant duty placed on local councils to provide central government with 'data' via the single data list and also through a range of continual inspectoral frameworks. Examples of this include:

- Ofsted ILACS inspection
- Local Authority Housing returns
- Workforce Returns
- Adult Social Care activity returns
- Finance and Service user returns
- School Census and Key stage

On average the Council works to ensure that over 700 pieces of data are monitored and submitted to central government on a regular basis, as well as LGA "good practice" requirements to provide open and transparent data to its residents on a variety of datasets from transport and economics to social care, education, environmental and community engagement. [York Open Data](#) has over 1,200 regularly updated datasets:



DATA TOPICS



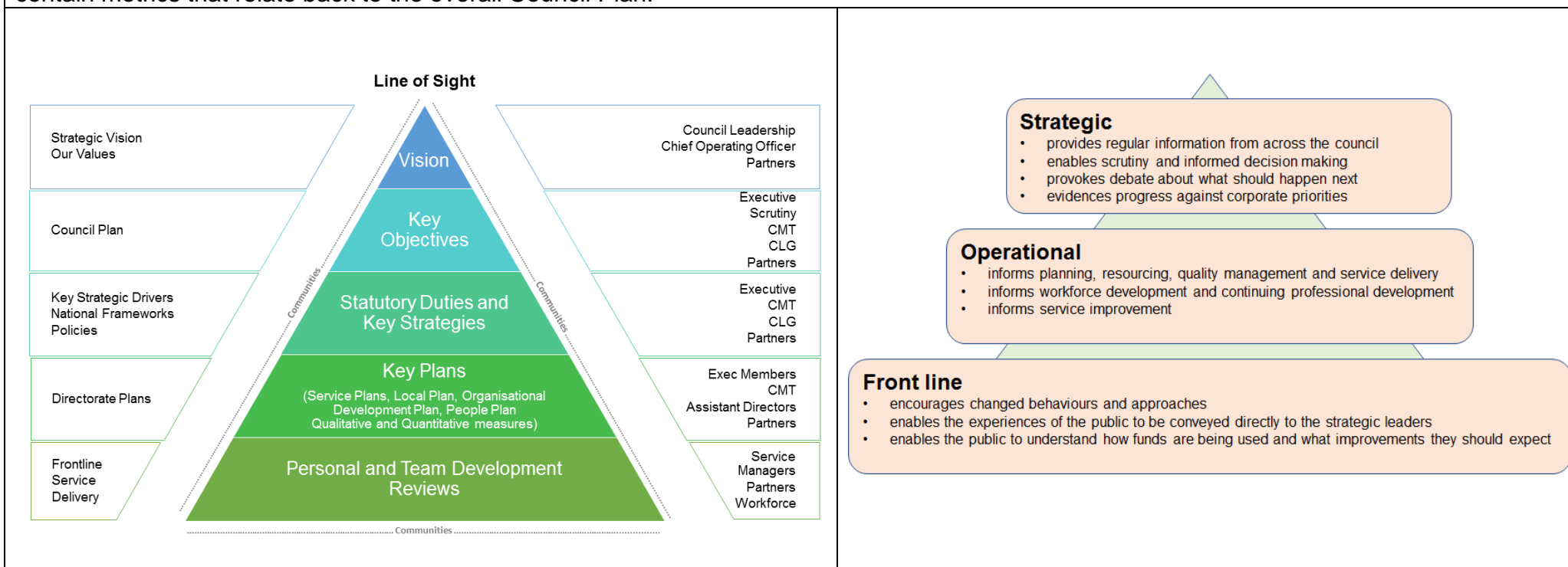


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Strategic Planning

The Council's performance management framework depends on a network of plans that work together to deliver key outcomes for York.

The Line of Sight principle means that the Council: everyone in the council, and various joint strategies, has a role to play in maintaining the performance management frameworks to assess the delivery and effectiveness of these plans which are designed to be interlinked and contain metrics that relate back to the overall Council Plan.





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Strategic Planning

A further key element in strategic planning is the Council's Strategy and Policy Framework which shows how different strategies, policies and plans held across the council will support the ambitions of the 10-year strategies for Climate Change, Economy and Health and Wellbeing (2022-2032). This framework ensures the 10-year strategies steer delivery over the decade ahead.

Service Plans

Service Plans are produced following discussion with service plan holders and the relevant Executive Member to set out the priorities of the service and how these link to the wider Council objectives set out in the Council Plan. They provide a breakdown of the priorities within the Directorate, identifying the specific actions, outcomes, resources and targets that are aspired to in terms of performance. Service plans are mandated at the Assistant Director, or direct report to Director, level within City of York Council.

Each Directorate Management Team is responsible for monitoring achievement against the plan, identifying any areas of improvement, and enabling each individual in the organisation to have a clear line of sight between their individual objectives, and the Council Plan.

The Annual Performance Management cycle is designed to provide a process for deciding what to aim for and how to do it in the future, rather than just being a good measurement system for what we are doing now.

The performance reporting cycle monitors performance and progress against the delivery of the Council Plan and Service Business Plans. Reporting provides challenge, reviews exceptions quarterly, addresses under-performance and identifies corrective actions. Service Plans are fully reviewed annually and are agreed towards the start of the new financial year.



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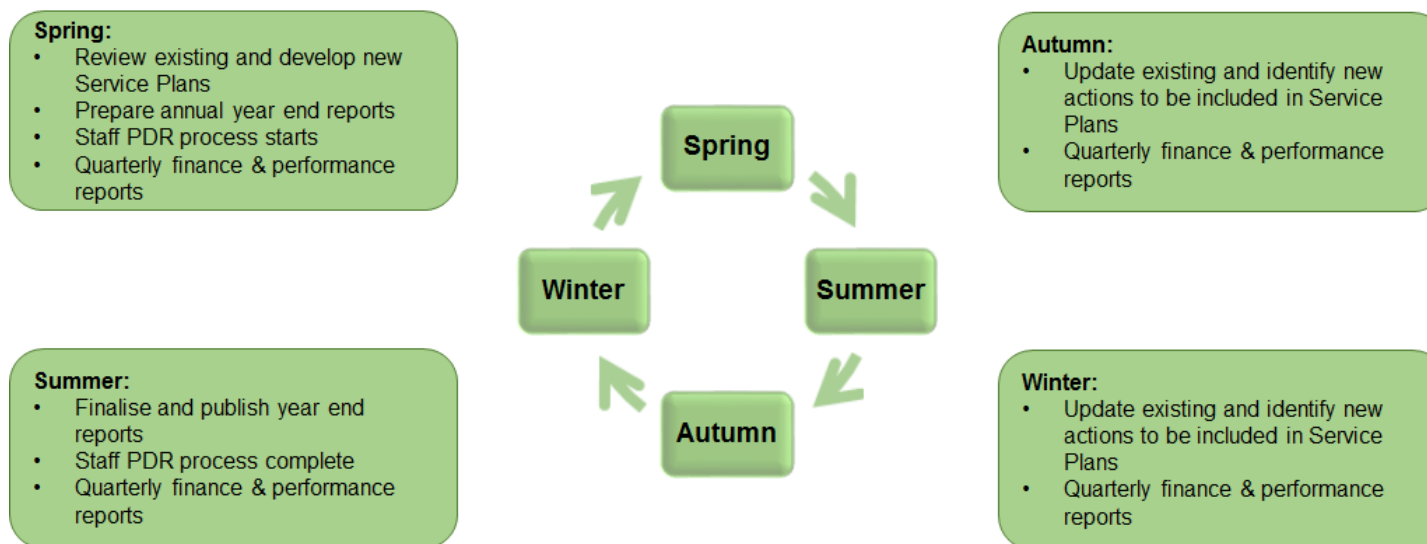
Service Plans

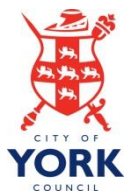
Annual service planning (Spring):

The planning stage will be finalised in March / April each year and will take into account the output from the annual budget cycle. It will focus on what services expect to deliver over the next 12 month period. This approach will cascade the priorities and outcomes in the Council Plan down through annual service plans to individual workloads.

Annual service planning (Winter):

The review process will be completed between September and December each year. The process will include consideration of existing actions, the addition of new actions and reviewing performance measures to ensure they remain relevant. Service Planning in Year 1 of 2023-27 will take into account the new Council Plan.



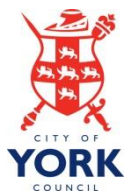


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External Performance Reporting and Timeline

External Performance Reporting is about providing accurate, balanced and timely information to the right people at the right time and allows the Council to report in an open and accountable manner.

Type of Report	Destination	Comments
Quarterly finance and performance reports	Executive	This details expenditure according to projections. It indicates unexpected expenditure and issues which may lead to overspends and underspends at the end of the year.
Programme and project management information	Audit & Governance	A 'corporate plan' which members can look at to establish whether major strategies and policies are being implemented on time.
Complaints information	Audit & Governance	Look at major themes and issues of complaints. This gives an idea of where problems may lie and can act as the basis for more detailed scrutiny work.
Scrutiny	Scrutiny Committees	<p>Effective scrutiny offers non-executive members the opportunity to propose policy changes, suggest improvements, commend good practice, involve communities and take a leadership role on issues of significant concern in local areas.</p> <p>Departments of the council and their partners will usually produce quarterly scorecards and reports which will provide a snapshot of current performance.</p>
Data release	York Open Data	<p>City of York Council's open data platform, launched to meet local authority transparency requirements, uphold good practice around data sharing by sharing data with residents and businesses for a range of academic, business and personal uses/interests and support efficiency within the council and FOI requests.</p> <p>The vast majority of the data is published under the Open Government License (OGL) which allows customers to use it free of charge.</p>

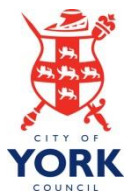


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Review and Monitoring

Effective performance management requires clearly defined and structured accountability. For York these are:

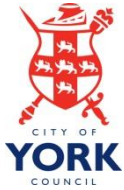
Group	Role	Responsibility
Councillors		
Full Council	Strategic role in setting vision and direction	<ul style="list-style-type: none"> Approves the overall priorities and budget for the council
Executive Members	<p>Each member has responsibility for a specific area of service</p> <p>Have overall responsibility for the approval and accountability of the Council Plan and associated policy framework</p>	<ul style="list-style-type: none"> Liaises closely with directors or heads of service responsible for the service area Attendance at overview or scrutiny committees
Scrutiny Member	Contributing to policy development, holding the executive / decision- makers to account, investigating issues of importance to the wider area and overseeing delivery.	<ul style="list-style-type: none"> Discusses information they have received and hears evidence from councillors, officers, experts, and members of the public Makes recommendations for improvement to other committees, to the council- or to local partners
All councillors	Keeps a watching brief of the council's overall performance position, particularly areas of poorer performance and risk as well as areas of good practice and innovation	<ul style="list-style-type: none"> Provides challenges on performance issues. Uses the information received through surgeries and queries from members of the public when considering performance



Performance Management Framework (2023 – 2027)

Review and Monitoring

Group	Role	Responsibility
Officers		
Chief operating officer, strategic directors and directors	Leads the delivery of council services, following the direction of decision- making councillors. Ensures action is being taken to deal with areas of poorer performance and risk as well as developing areas of best practice and innovation.	Takes action to deal with areas of poorer performance or refers them to the corporate management team or the council as appropriate Makes decisions, where permitted to do so under the council's scheme of delegation
Corporate Management Team	Manages performance and sets out what the council wants to achieve. Works closely with councillors to translate the strategic direction of the administration into reality – but with a responsibility to support and advise all councillors	Challenges areas to improve and identifies areas of risk Implements strategic decisions and shares good practice Sets the culture and practices of the officers and leads in the development of the council's capabilities and capacity
Directorate Management Teams	Monthly meetings (chaired by Directors and attended by Assistant Directors, and corporate colleagues) maintaining oversight of operational management and the delivery of services	Review performance and contribute to quarterly monitoring to CMT which will include exception reports where performance is a concern
Heads of service	Responsible for the leadership, management, and performance of key council services and working with councillors to ensure the delivery of the council's vision, approach and policies	Accountable for their service's operational performance Develop colleagues and teams to ensure they deliver their objectives and contribute to the council's strategic objectives
Service / team managers	Reinforces the links between organisational and individual objectives and provides feedback that motivates employees, helping them to improve and holding them to account	Help team members understand the organisation's performance management framework and how their role contributes to the achievement of council priorities
Frontline teams / staff	Delivers services to service users and holds first-hand knowledge of what is working and what isn't, routinely feeds back this information	Hold knowledge of local communities and their specific needs Hold knowledge and skills to contribute to making services more valuable



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Internal Review and Monitoring

The **Business Intelligence Hub** is responsible for providing performance information and has created the 'KPI Machine' as a single repository and standardised access point to achieve this. It has three main purposes:

- Capture, store, present and share performance data required by City of York Council
- Provide a self-service portal for users to access operational information from systems across the organisation.
- Signpost users to further data and mapping resources such as Ward profiles.

KPI Machine
Please click on a link below to view details.
Produced by the Business Intelligence Hub : For queries please email business.intelligence@york.gov.uk

Info
[User Guide](#)
[KPI Machine Admin](#)

Council Management Team	Directorate Management Teams	Service Dashboards (incl. Personalised Data)																										
<p>Strategic Indicators (2019-2023)</p> <p>Organisational Balanced Scorecard</p> <p>Finance and Performance Monitors</p> <p>Direction of Travel Scorecard</p> <p>Cost of Living (2019-2023)</p> <p>Frontline Services (2019-2023)</p>	<p>ASC and Integration Balanced Scorecard</p> <p>Children and Education Balanced Scorecard</p> <p>Corporate Balanced Scorecard</p> <p>Place Balanced Scorecard</p> <p>Public Health Balanced Scorecard</p> <p>CCS Income/Expenditure Graphs</p> <p>ASCI Income/Expenditure Graphs</p> <p>Place Income/Expenditure Graphs</p>	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Consultations and Research</td> <td style="width: 50%;">Service Plans</td> </tr> <tr> <td>Financial Benchmarking</td> <td></td> </tr> <tr> <td>Adult Social Care (Mosaic)</td> <td>Local Area Teams</td> </tr> <tr> <td>Childrens Social Care</td> <td>Parking Services</td> </tr> <tr> <td>Communities</td> <td>Planning and Building Cont...</td> </tr> <tr> <td>Customer Centre</td> <td>Public Health</td> </tr> <tr> <td>Education</td> <td>Regional Adoption Agency</td> </tr> <tr> <td>Fleet</td> <td>Revenues and Benefits</td> </tr> <tr> <td>Healthy Child Service</td> <td>SEND</td> </tr> <tr> <td>Highways</td> <td>Supporting Families</td> </tr> <tr> <td>Housing and Building Servi...</td> <td>Waste and Public Realm</td> </tr> <tr> <td>Human Resources</td> <td>Web Services</td> </tr> <tr> <td>Itrent Data Quality</td> <td>Youth Justice Service</td> </tr> </table>	Consultations and Research	Service Plans	Financial Benchmarking		Adult Social Care (Mosaic)	Local Area Teams	Childrens Social Care	Parking Services	Communities	Planning and Building Cont...	Customer Centre	Public Health	Education	Regional Adoption Agency	Fleet	Revenues and Benefits	Healthy Child Service	SEND	Highways	Supporting Families	Housing and Building Servi...	Waste and Public Realm	Human Resources	Web Services	Itrent Data Quality	Youth Justice Service
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Executive Member Portfolios (2023-2027)	Scrutiny Committees and Boards (Draft 2023-2027)																											
<p>Children, Young People and Education</p> <p>Economy and Transport</p> <p>Environment and Climate Change</p> <p>Finance, Performance, Major Projects and Equalities</p> <p>Health, Wellbeing and Adult Social Care</p> <p>Housing, Planning and Safer Communities (inc. Local Plan)</p>	<p>Children, Education and Communities DRAFT</p> <p>Corporate Services and Climate Change DRAFT</p> <p>Economy, Place, Access and Transport DRAFT</p> <p>Health, Housing and Adult Social Care DRAFT</p> <p>Health and Wellbeing 10 Year Strategy (2022-2032)</p>																											

SingleView
of customer records held
across the organisation

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**Managers Staffing
HR Report**
(Grade 11+ People Manager Only)

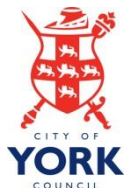
YorkMap

**Managers Staffing
Finance Report**
(Grade 11+ People Manager Only)

York Open Data

**Complaints and
Feedback Reports**

**Ward
Profiles**



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Review and Monitoring

Data Quality Standards

As a minimum, services both within and external to the council will need to demonstrate the following principles with respect to data quality:

Accuracy	<p>Data should be sufficiently accurate for its intended purposes, representing clearly and in sufficient detail the interaction provided at the point of activity.</p> <p>Data should be captured once only, although it may have multiple uses.</p> <p>Accuracy is most likely to be secured if data is captured as close to the point of activity as possible.</p> <p>The need for accuracy must be balanced with the importance of the uses for the data, and the costs and effort of collection, although data limitations should always be clear to its users.</p>
Validity	<p>Data should be recorded and used in compliance with relevant requirements, including the correct application of any rules or definitions. This will ensure consistency between periods and with similar organisations.</p> <p>Where proxy data is used to compensate for an absence of actual data, organisations must consider how well this data is able to satisfy the intended purpose.</p>
Reliability	<p>Data should reflect stable and consistent data collection processes across collection points and over time, whether using manual or computer-based systems, or a combination.</p> <p>Managers and stakeholders should be confident that progress toward performance targets reflects real changes rather than variations in data collection approaches or methods.</p>
Timeliness	<p>Data should be captured as quickly as possible after the event or activity and must be available for the intended use within a reasonable time period.</p> <p>Data must be available quickly and frequently enough to support information needs and to influence the appropriate level of service or management decisions.</p>
Relevance	<p>Data captured should be relevant to the purposes for which it is used.</p> <p>This entails periodic review of requirements to reflect changing needs.</p>
Completeness	<p>Data requirements should be clearly specified based on the information needs of the Council and data collection processes matched to these requirements.</p> <p>Monitoring missing, incomplete, or invalid records can provide an indication of data quality and can also point to problems in the recording of certain data items.</p>