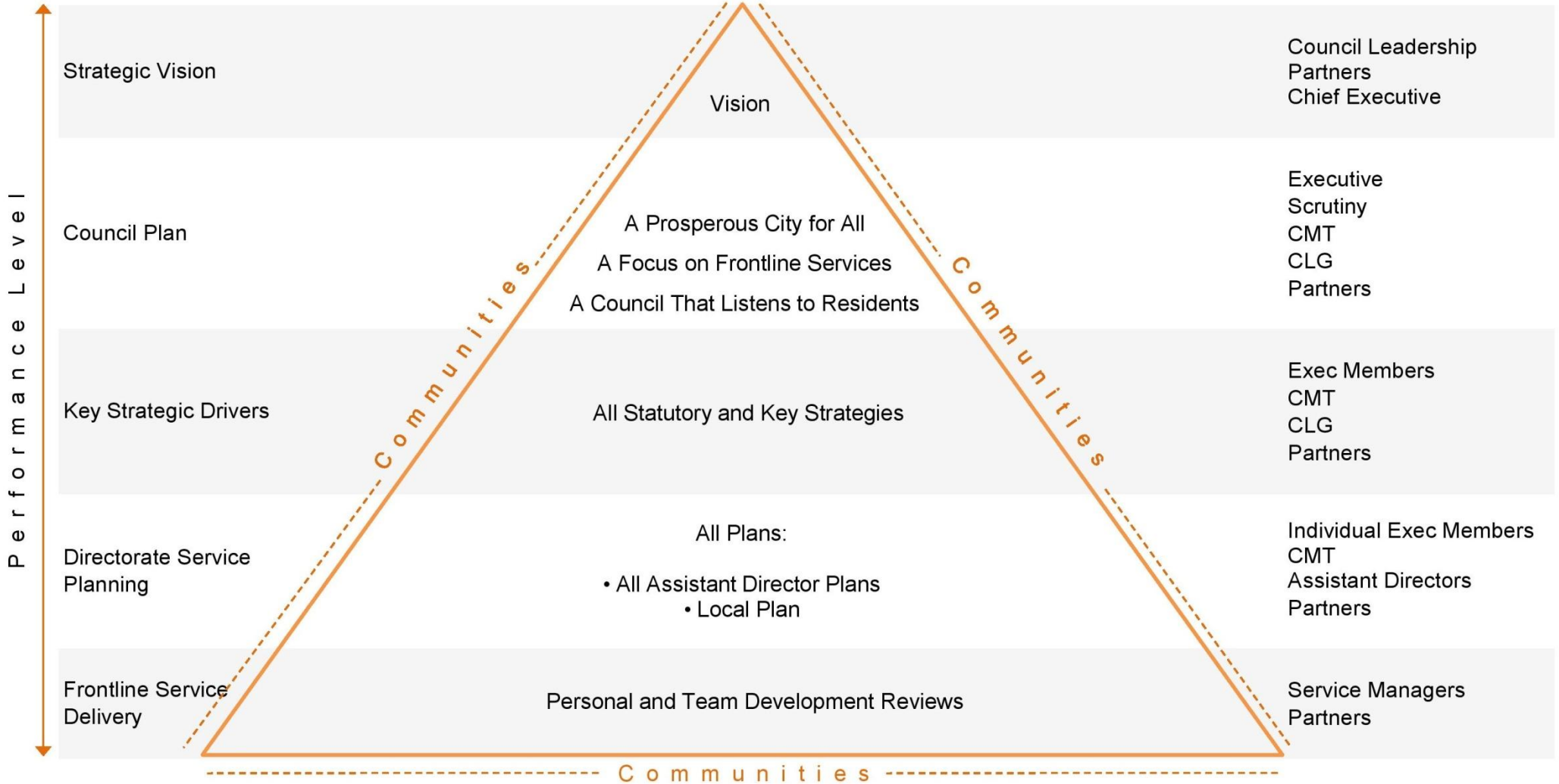
Performance Management Framework 2016 - 2019

Line of Sight



Foreword
Performance Management Framework

Performance Management is taking action in response to actual performance to make outcomes better than they would otherwise be.

Integrated performance management arrangements provide the platform on which “one council” working can be built. It helps us identify the ‘added value’ of working to deliver the Council’s key priorities and engage with residents. It enables us to make effective, well-informed and timely decisions which focus on the outcomes expressed in the Council Plan. This guidance aims to:

- provide clarity about how the performance management system works
- raise the awareness and understanding of performance management
- explain how the various components of performance all fit together
- outline who is responsible for what
- help us to improve our corporate working to ensure we achieve our vision and deliver high quality outcomes for the city with the people of York.

Steve Stewart
Chief Executive

Introduction
Performance Management Framework

Purpose of the Framework

Performance Management is essential to the success of City of York council and is a vital element of forward planning, risk management and continuous improvement. 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.

Why is Performance Management Important?

Improving the outcomes for York's citizens and businesses is at the top of the Council's agenda and the demand for improvement and the pace of improvement have increased dramatically in the last few years. York is faced with a range of challenges and opportunities, including significantly reduced level of resources from Government to deliver key services married with increasingly higher expectations from customers, and yet this very scenario also provides an opportunity to fundamentally re-think our role, the services we must deliver against those we would like to deliver and importantly how and where they are delivered. The Council will need effective performance management and measurement to ensure success in meeting these challenges, to provide evidence of achievements and to identify 'what works'.

Introduction
Performance Management Framework

What Do We Mean By Performance Management?

Performance Management is one element of the Council's overall management arrangements, which are all focused on ensuring that the Council achieves its ambitions. Other management features includes member development, consultation and communication, research and needs assessment and resource management. Performance management through a planning framework ensures that individuals, teams and the overall organisation know what they should be doing, how they should be doing it and take responsibility for what they achieve.

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

- Is based on key priorities and objectives and helps to 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 partners and 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.

Effective Performance Management will help to:

- Prioritise what gets done and ensure there are sufficient resources to do it
- Ensure the Council provides value for money
- Identify and rectify poor performance at an early stage and learn from past performance
- Increase user and public satisfaction.

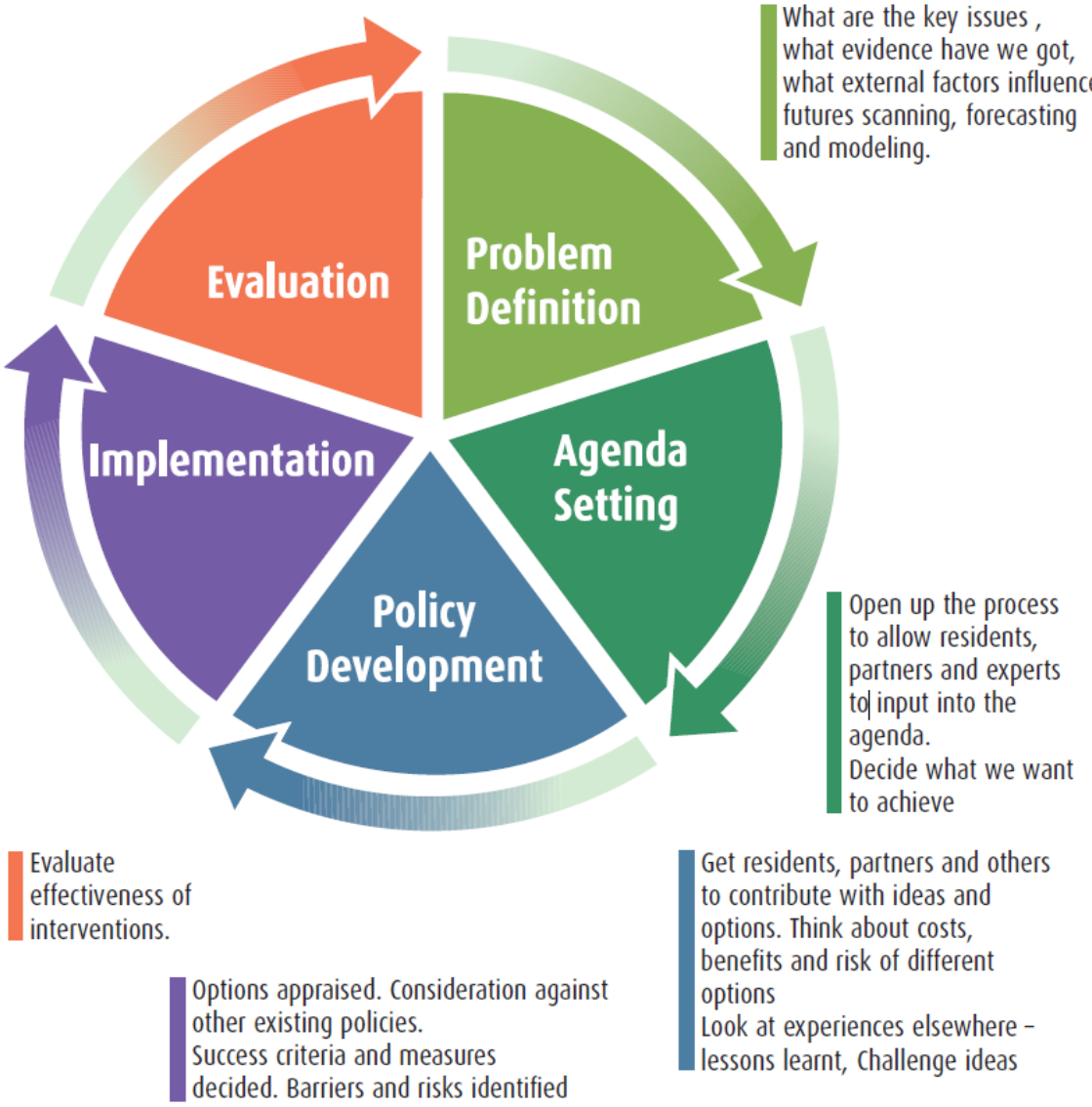
The Framework

Performance Management Framework

The objective of the Performance Management and Improvement Framework is to build from the ground up, a proactive and collaborative performance management culture at all levels of the council. This will support improvement, delivery and effective decision making.

The focus is on a performance approach that is inherent in everything we do.

The Framework is predicated on the Plan, Do, Study, Act cycle.



A Network of Plans and Line of Sight

The Council's performance management framework is informed by a network of plans that work together to create a 'line of sight' to deliver key outcomes for York. Evidence linked to existing and forecasted data will inform the Council's policy framework which in turn will inform our planning process.

Against the backdrop of a long-term Vision for the City, there are a number of key drivers and influences that help to shape the medium term strategic delivery plan for the Council – the City of York Council Plan. These include those priorities and ambitions that guide all local authorities nationally, as whilst there is no 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 continuing inspectoral frameworks. On average the Council will work to ensure over 700 pieces of data are monitored and returned to central government on a regular basis.

The City of York Council's Corporate Plan for 2015 – 2019 contains three key themes which are:

- A Prosperous City for All
- A Focus on Frontline Services
- A Council that Listens to Residents

Each of the themes outlined span across the portfolios held by each of the elected Executive Members and routine performance monitoring of portfolios will help drive the delivery of activity, in order to realise ambitions in each thematic area.

Service Improvement Plans

Service Improvement Plans are a vital part of the Council's performance management framework linking thematic priorities. Having a clear framework enables each service area to identify how their actions contribute to the Council's development and improved outcomes for the City. Forecasting and benchmarking are core parts of well produced Service Improvement Plans, which are an essential tool through which we ensure that rational, evidence-based decisions can be taken concerning levels and types of activity.

Service Improvement Plans should contain only:

- Actions that contribute to achievement of the Council's Priorities
- Actions that are driven by the need to improve efficiency and effectiveness
- Actions that relate to frontline service or delivery of statutory requirements, whether or not directly related to the Council's priorities.

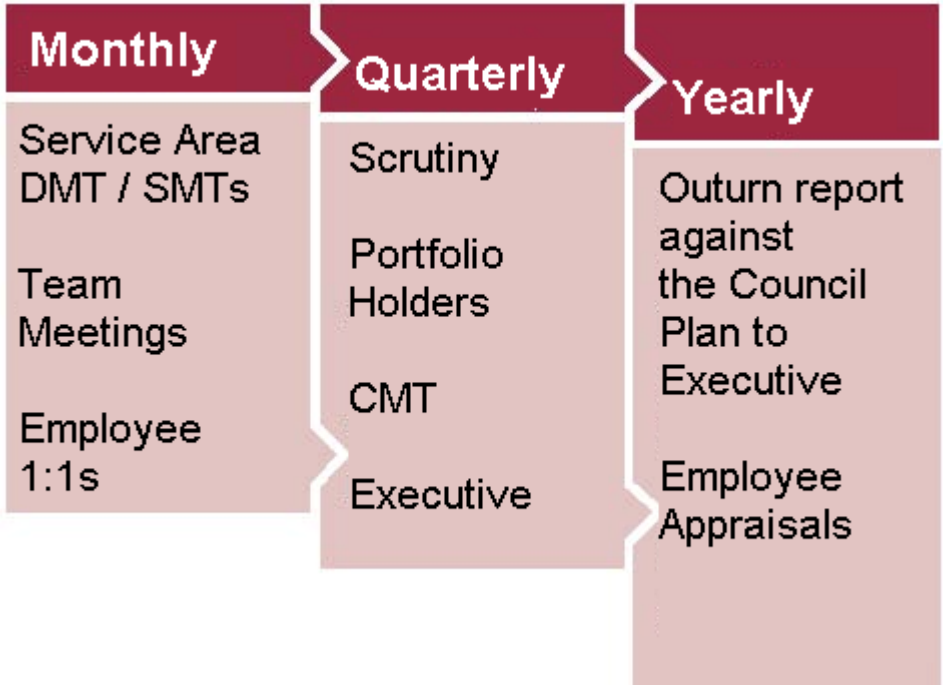
All our performance measurement processes should be linked to the Council's 'line of sight' and show whether, and how, its priorities are being met. Actions detailed in all plans should feed into this and every individual in the organisation should have a clear line of sight between their individual 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. There is no point in having a system that demonstrates excellent performance if ultimately the Council does not address its strategic priorities.

The Framework
Performance Management Framework

Corporate performance reporting takes place across all service areas, to councillors, senior management and the public. The performance reporting cycle monitors performance and progress against the delivery of the Corporate Plan and Service Business Plans. Reporting provides challenge, reviews exceptions quarterly, addresses under-performance and identifies corrective actions.

Monthly DMTs (chaired by Directors and attended by Heads of Service) review performance and contribute to quarterly monitoring to CMT which will include exception reports where performance is a concern. Performance Clinics can be called where performance is a concern and remedial plans submitted to both executive members and CMT.



In line with the council's People Plan, personal objectives are reviewed in 1:1 meetings and an end of year written Performance Development Review or appraisal.

Performance Reporting

There are different demands in relation to performance reporting as there are multiple stakeholders accountable for managing local authority activity and the frequency of reporting will be subject to a number of issues including availability of data and when groups meet. The key accountability structure governing performance for York City Council is detailed in the following pages. As well as regular performance reporting across a number of areas of activity, the Council has in place an exception reporting process to strengthen performance management arrangements in the Council.

The Executive will receive a quarterly progress report that outlines:

- Strategic actions completed and progress
- Progress against end of year outcome indicators
- Resource implications and current position
- Risks and how they are being managed

This incorporates an assessment of progress against the Council Plan, key achievements or issues and includes any remedial plans completed and performance clinics held.

The end of year performance report covers the same areas as the progress report but include an assessment as to whether it is reasonable to assume that the strategic actions have had an impact on the appropriate outcome and performance indicators (sometimes called plausibility).

Performance Clinics and Remedial Plans

It is important to regularly review and evaluate performance against targets and, including benchmarking and forecasting to ensure performance both current and future is analysed to secure a continuous improvement trajectory. Where it is identified that performance is of concern there is an opportunity to explore the performance issues in detail and identify appropriate remedial actions if required (in some cases it may be that the performance indicator is misleading). The aim of the Performance Clinic is to:

- Enhance the role that partners can play in driving improvement and the management of key performance indicators – this is applicable where business processes cut across public services in York
- Reinforce the responsibilities of partners in achieving continuous improvement
- Assess and remedy poor performance resulting in Action Plan revisions, requests for more frequent updates, shifts in resources or additional approaches adopted.
- Provide a vehicle for driving improvement to meet strategic priorities
- Provides the Corporate Management Team and the Executive with the opportunity to recognise good performance and creates ownership and accountability for performance management and service improvement.

Performance Clinics are primarily arranged by the lead business stakeholder and Strategic Intelligence Hub Manager, but can also be requested by managers, Heads of Service, Assistant Directors or CMT. Clinics are usually requested following the submission and analysis of the quarterly performance reports, but can be arranged at any time, should there be concern that performance is ‘off track’.

It is essential that performance clinics are representative of people who have ownership and overall responsibility for specific performance measures. Therefore Clinics should be attended by the following persons:

- The Chair or their nominated representative
- Head of Service and relevant operational staff
- Relevant Lead from the Strategic Intelligence Hub
- Members of the Board who have a perspective or responsibility for achieving the Performance or Outcome Indicator
- External experts/advisors as required.

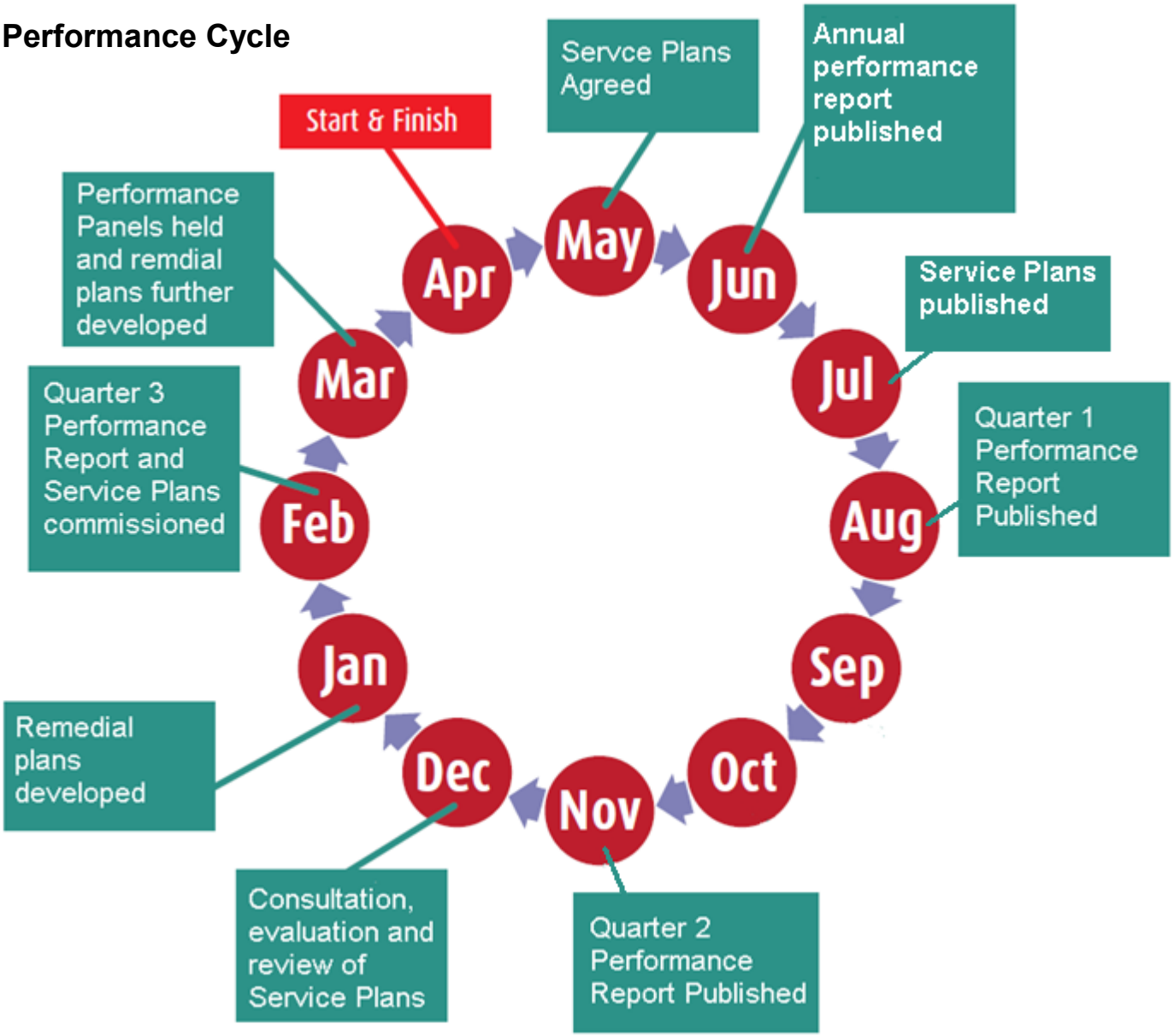
At each Clinic, the relevant Head of Service, with support from the Strategic Intelligence Hub lead is expected to present details of their progress towards key objectives and key performance indicators to the Chair of the Board and partners. This should include historical, current and forecasted data. They will also be expected to present details of the actions they propose to make to address areas for improvement. The Clinic is a two way communication process which enables managers to report progress against targets and present details of the actions they propose to take to address any areas for improvements as well as providing an opportunity for managers to discuss issues or problems relating to performance. Questions that the Clinic may ask include:

- Have targets been met, will this continue and the reasons behind this?
- If performance is poor, what can be done to turn this work around, is it a capacity or capability issue?
- Is there an opportunity to prioritise recovery or shift resources?

Where performance is on a downward trajectory, the Clinic will then enforce further action and agree a recovery/remedial plan which should clearly outline what action will be taken to address the problem, how it will be monitored and the likely outcomes, including required changes to the annual delivery plan.

The Framework
Performance Management Framework

City of York Council's Annual Performance Cycle



Roles and Responsibilities

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

- **Executive Members** have overall responsibility for the approval of and accountability for the Council Plan and associated policy framework.
- **Corporate Management Team** are in effect 'the custodians' of the Council Plan with responsibility for delivery of the council plan and associated policies. They are also responsible for having an overview of performance ensuring that the right priorities are being attached to the actions contained within the relevant service business and improvement plans.
- **Partnership Boards** are responsible for both advising board members on priorities and 'commissioning' partnership action. They have a responsibility to monitor performance, and generating action to ensure that delivery is on course. They can also call performance clinics as and when required. Ultimately they need to report problems of performance to the Chief Executive Officer Group for consideration and action.
- **The Strategic Intelligence Hub** is responsible for ensuring that timely and accurate performance information is available, that problems of performance are flagged and that appropriate delivery plans and performance clinics are generated and tracked. The Hub is responsible for developing the council's performance information system, the 'KPI Machine', to enable on demand access to key data at all times.
- **The Role of Internal Audit** provides guidance and information on risk management, in addition to dealing with the provision of audit services. If data quality issues are identified through the course of an audit, whether linked to a performance indicator data or not, this will be raised in the audit report. Internal audit also provide an independent review of the corporate approach to performance management and data quality.

Reporting Performance

The Corporate Management Team, partnership board Chairs and business managers all play a crucial role in reviewing objectives and monitoring performance results. The following structures all have a key role to play:

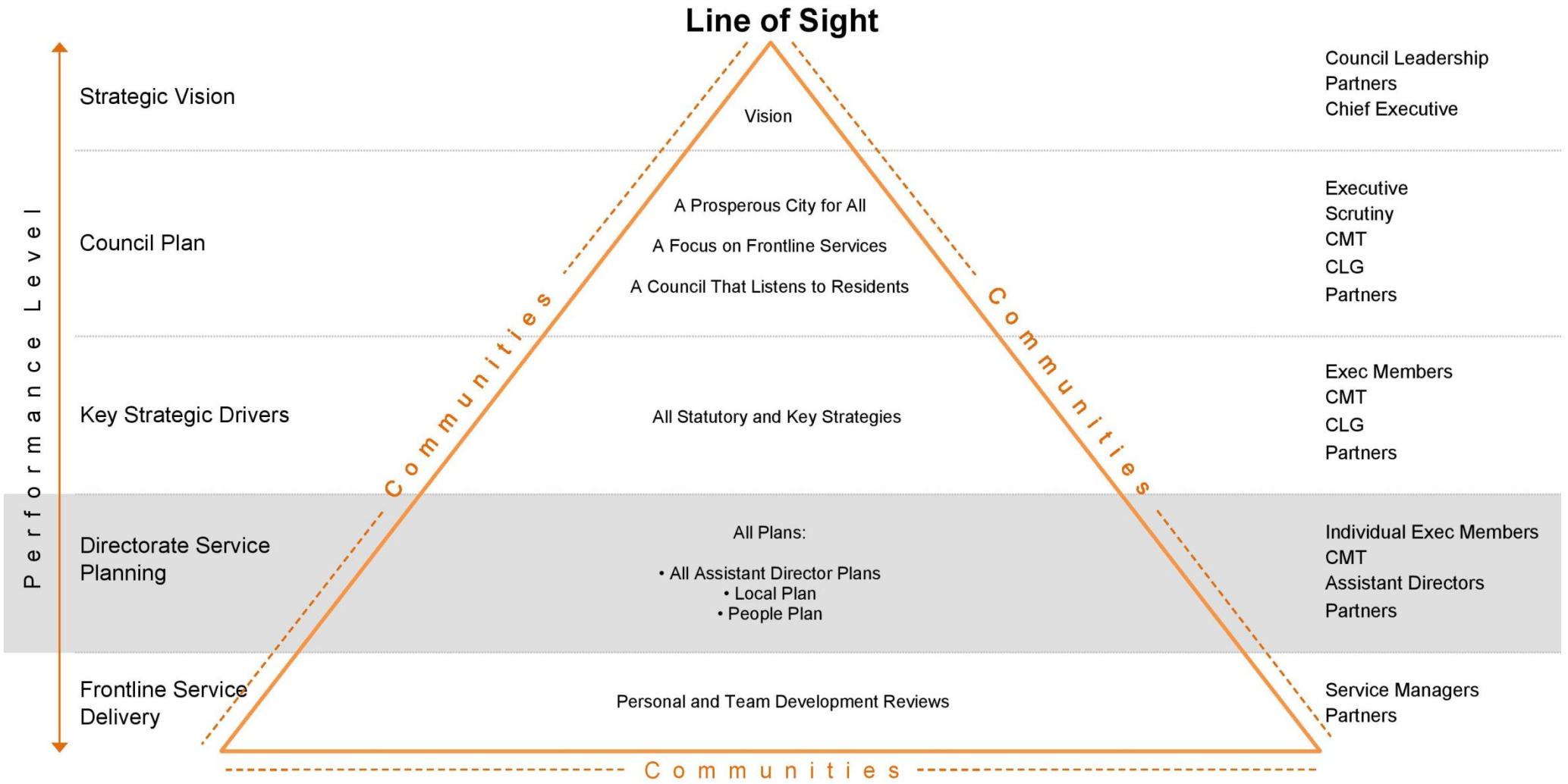
Structure	Performance Reported	Frequency
Executive	Executive Member Portfolios/Indicators	Quarterly, with on demand access to performance information available via CYC KPI Machine. Annual Council Plan progress report.
Corporate Management Team	As above, plus any statutory indicators affecting the Council's standing and reputation	Quarterly, with on demand access to performance information available via CYC KPI Machine. Annual Council Plan progress report
Partnership Boards and scrutiny committees	As above for each Board and any remedial plans plus annual Delivery Plans	Quarterly, with adhoc exception reporting as required
DMTs	Service Plan Actions	Monthly, with on demand access to performance information available via CYC KPI Machine
Performance Clinics	As required	As required

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:

	Performance Reported
Accuracy	Data should be sufficiently accurate for its intended purposes, representing clearly and in sufficient detail the interaction provided at the point of activity. Data should be captured once only, although it may have multiple uses. Accuracy is most likely to be secured if data is captured as close to the point of activity as possible. 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.
Validity	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. 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.
Reliability	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. Managers and stakeholders should be confident that progress toward performance targets reflects real changes rather than variations in data collection approaches or methods.
Timeliness	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. Data must be available quickly and frequently enough to support information needs and to influence the appropriate level of service or management decisions.
Relevance	Data captured should be relevant to the purposes for which it is used. This entails periodic review of requirements to reflect changing needs.
Completeness	Data requirements should be clearly specified based on the information needs of the Council and data collection processes matched to these requirements. 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.

Service Improvement Plan Guidance
2016 - 2019



Service Improvement Plan Guidance
2016 - 2019

Overview

High level Service Improvement Plans are built around the Assistant Director portfolios and are the only plans required by Corporate Management Team. Plans should be influenced by the key strategic drivers, the Council Plan and the Strategic Vision that precede them and they should directly relate to the delivery of frontline services as well as feed in to team and personal development plans.

Plans should focus on delivering medium to long term priorities and cover a minimum one year period.

Financial challenges for the foreseeable future mean plans need to focus on activity that ensures the delivery of frontline services and statutory obligations, plus council plan priorities and supporting Major Projects.

Managers will 'buddy' through Service to City to scrutinise plans

Operational detail that supports the Business Plan should be held in operational plans and managed at Directorate Management Team level. Operational plans will be scrutinised on an exception basis or at Performance Clinics

Timeline

February	March – April			May – July	December
Templates agreed by CMT	ADs complete draft plans	Directors review AD plans at DMTs	Directors review plans with Exec Member	Plans signed off and launched	Annual Service Planning review cycle begins

Service Improvement Plan Guidance
2016 - 2019

Template Guidance

The Service Improvement Plan template has 3 sections: 1. About the Service, 2. Service Improvement Priorities and 3. Actions, Risks and Performance.

Section 1 – About the Service

Section 1a – Description	Use this section to describe the vision and a summary of the overall service and it's objectives, identifying the key customers and other stakeholders of the service
Section 1b – Operating Context and Baseline Resources	Describe the environment in which your services operate, the key strategies and challenges. Use this section to outline the service resources such as workforce, budget and associated risks

Section 2 – Service Improvement Priorities

Use this section to provide a headline overview and analysis of the key challenges and priorities for the service:

- How the service will look to the customer in the future
- What are the savings that you are required to make in the next year and longer and in which areas these fall. Detail to allow monitoring should be included in Section 3, Table 3.1
- Describe the high level activity required to meet the Priorities. Detail to allow monitoring should be included in Section 3, Table 3.1
- Describe any risks you foresee in the delivery. Detail to allow monitoring should be included in Section 3, Table 3.2

Section 3 – Actions, Risks and Performance

Table 3.1 – Actions	▪ Detail all high level actions for delivery by your service. State in the relevant column if the activity is a frontline service / business as usual (BAU) activity and if so, if it is statutory, ▪ If the activity isn't BAU state if it is a major project. Major projects are those managed through the organisation's Project Management toolkit ▪ All actions must have a measureable outcome with performance indicators to be regularly monitored
Table 3.2 – Risks	Key risks and associated actions plans should be detailed, with regular monitoring in place
Table 3.3 - Performance	Performance indicators to be included on your directorate Scorecard, monitored regularly through the KPI Machine and DMTs, should be included in this section. Please ensure indicators cover the four main categories: general service performance, customer experience, workforce and finance.

Service Improvement Plan Template

Service:	
Directorate:	
Service Plan Holder:	
Director:	
Cabinet Member:	
Date Last Updated:	

Service Improvement Plan Template
Section 1 – About the Service

1.a – Description

The description of the service should include the vision and a summary of the overall service objectives. Please also identify the key customers and other stakeholders of the service

- How many customers?
- What client groups?
- How are the teams grouped?
- Who are your main partners?

Service Improvement Plan Template
Section 1 – About the Service

1.b – Operating Context and Baseline Resources

Please describe the environment in which your services operate, the key strategies and challenges. Use this section to outline the service resources such as workforce, budget and associated risks.

- Demographics – what is happening with regards client groups?
- What are the overarching aims or strategies of the council and your main partners that impact on your service?
- What are the big ticket items that are driving the need to change? e.g. Care Act, BCF, Budget, Workforce etc.
- What areas of performance have been challenging? (e.g. Sickness, PDR, Complaints, Budget spend)
- What areas of risk and issues have been identified? Refer to applicable Risk Assessment Tools or top 10 risks (please note risks should be recorded in table 3.2 below)
- How many Staff?
- What is your budget?

Service Improvement Plan Template
Section 2 – Service Improvement Priorities

2 – Service Improvement Priorities
Provide a headline overview and analysis of key challenges and summarise the key priorities for the service

- Describe how the service will look to the customer in the future.
- What are the savings that you are required to make in the next year / and longer and which areas do these fall in (detail to allow monitoring should be put in table 3.1)
- Describe the high level activity required to meet the Priorities (detail will be recorded in table 3.1)
- Describe any risks you foresee in the delivery (identified risks should be recorded in table 3.2 below)

Service Improvement Plan Template
Section 3 – Actions, Risks and Performance

Table 3.1 – Actions
These should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Priority Theme	Action	Business As Usual (state if statutory) or Major Project	Accountable officer	Completed by date	Measurable Outcome Indicators & Frequency

Service Improvement Plan Template
Section 3 – Actions, Risks and Performance

Table 3.2 – Risk Management
These should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Risk	Rating (RAG)	Escalation	Actions to Mitigate and Correct	Target Rating	Date Target Rating	Responsible Officer

Service Improvement Plan Template
Section 3 – Actions, Risks and Performance

Table 3.3 – Performance Indicators

These should form the basis for the indicators that appear on your directorate scorecard available on the KPI Machine and should be monitored regularly with ADs and Quarterly via DMT

Reference ID	Indicator Description	2013/14 Result	2014/15 Result	2015/16 Result	Polarity	Latest Direction of Travel	Responsible Officer	Include
Performance								
CFD01	Number of external calls received - OCE		13,805	1,918 (Q3)	Neutral	Neutral		Y
CFD03a	% of external calls answered within 20 seconds - OCE		95.79%	98.20% (Q3)	Up is Good	Neutral		Y
Customer								
TBC	TBC	-	-	-	-	-		
Workforce								
STF90	PDR Completion (%) - OCE		71%	82%	Up is Good	Good		Y
STF01	Staff Headcount - OCE - (Snapshot)	41	54	57	Neutral	Neutral		
STF15	Average sickness days lost per FTE - OCE - (YTD)	4.2	6.4	6.5	Up is Bad	Bad		Y
STF32	Voluntary Turnover (%) - OCE		2.00%	14.70%	Up is Bad	Bad		
Finance								
BPI107	OCE Forecast Budget Outturn (£000s Overspent / -Underspent)	-4 (2013/14)	8 (2014/15)	110 (Q3)	Up is Bad	Bad		Y

Example