

Performance Management Framework

February 2018

1. Purpose

This document is designed to outline the Council's approach to performance management from the Council Plan through to Individual Performance Appraisals, and how research, performance information and analysis will be brought together to inform sound, evidence based decision making.

2. Background and Introduction

Performance management is defined as 'taking action in response to actual performances to make outcomes for users and the public better than they would otherwise be' (Source IDeA).

Performance management is important because it allows the Council to:

- assess short-term needs and long-term sustainability;
- prioritise what needs to be done within the resources available;
- ensure we provide value for money;
- motivate and engage staff and assign accountability;
- identify and rectify poor performance at an early stage;
- learn from past performance and improve future performance; and
- increase public satisfaction.

It is key that there is clear accountability for performance management, and that there is ownership and all levels for the quality of information that the Council uses to understand how is it performing against its stated aims. The performance information that is used should be proportionate, indicative of what is happening in services and how they are delivering. This indication should be explored through the analysis of performance over time, in relation to resource and investment and compared locally and nationally as appropriate.

3. Principles

Our performance management approach will support sound decision making by using the information produced by teams, systems, services and external partners to assess our progress toward outcomes. It should link in with decisions about the allocation of new and existing resources to maintain and improve performance in key areas, including monitoring the impact of new projects.

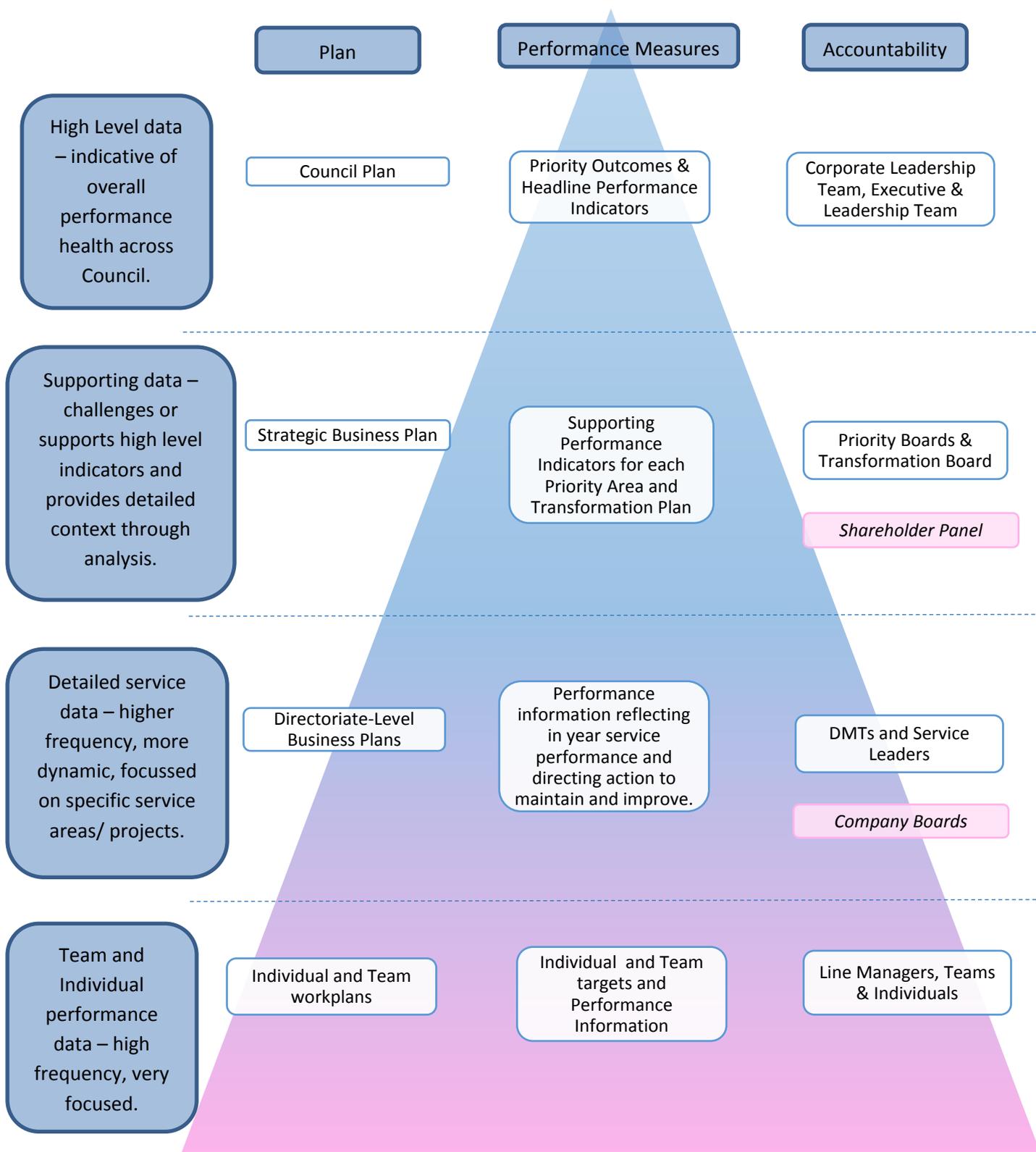
Decision makers across the Council should be supported to have access to information that they can trust and that is truly reflective of what is being achieved, with strong supporting information available for challenge at a detailed level.

Each priority within the Council Plan will have a small number of outcomes which are designed to describe the impact that the Council expects to see as a result of the actions of the Council. Each of these outcomes are monitored using a collection of performance indicators that, at a high level, give a view on the progress made in achieving those outcomes.

Performance will be compared with the performance of other, similar authorities and used to highlight those areas where performance requires attention. Where there are indications that performance is falling below acceptable levels, this will be subject to thematic focus and action plans developed where appropriate to engineer performance improvement.

We take a systematic approach to performance management, following the industry-recognised '**plan/do-review/revise**' cycle. The diagrams that follow summarise the process and the "what, where and who" for information and accountability in this framework.





Plan/ Do

Effective planning and implementation is critical to success. It informs decision-making. It is also the prerequisite for performance monitoring.

Ongoing performance monitoring is vital to ensure that the work we are doing is supporting the achievement of our planned outcomes, as it allows for immediate responsive action(s) on a day-to-day basis at all levels of the Council.

The significant plan types which the Council needs to have in place are detailed at Appendix A, including the plan purpose, monitoring arrangements and accountability.

As part of the development of any plan, desired outcomes and success criteria should be defined, with clarity over how these will be measured. For plans which are Directorate level and above where there will be a clear link directly to the Council Priorities. Measures will be selected from plans which will be monitored and reported as part of the supporting Data for headline KPIs.

Working with Our Partners

In order to achieve the overall vision for Blackpool we need to collaborate effectively with our partners to create an integrated approach to achieving outcomes for residents and visitors.

When considering partnership working, we should ensure that we apply the same high standards of performance management in order to achieve our shared outcomes. This includes setting appropriate measures to enable partners and the public to judge progress and ensuring performance information covers the work of all partners.

As part of ensuring effective delivery of our vision and priorities, the Council has an approach of establishing Wholly-Owned Companies. These are subject to their own internal performance management, with an additional layer of corporate oversight provided by the Shareholder Advisory Panel. Key performance indicators monitored by the Shareholder Panel will form part of the Council Headline set of indicators. Other key partners include public sector organisations in Blackpool such as the Police, Clinical Commissioning Group and NHS Blackpool, and agencies that are paid by the Council to deliver essential services.

We have a responsibility to find more effective ways of making public money deliver better outcomes for our residents and visitors. In the current financial climate this has never been more important. Effective commissioning is the process for deciding how to use the total resources available to the Council in order to improve outcomes in the most efficient, productive, equitable and sustainable way.

Where the Council enters into a commissioning activity, we should ensure clear performance management arrangements are in place so that all concerned parties have a firm understanding of what outcomes we want to achieve and how we are going to measure success. Performance information, including key performance indicators which are required to evaluate intended performance and outcomes, will be specified in the contract or service level agreement and may form part of the supporting information for headline KPIs which are reported to the boards.

Review/ Revise

The review/ Revise stage assesses whether or not plans are on course to deliver objectives and meet targets. It also identifies opportunities for improvement.

Reviews should happen regularly through the life of a plan, focusing on a combination of monitoring of performance indicators and self-evaluation of progress toward overall outcomes. They should support focussed decision making on the allocation of resource, sustainability and highlight performance challenges.

The “revise” element is about analysing and learning from the information we have gained through the plan delivery and from various other sources, including service user, resident and visitor feedback, research, and findings of external inspections and audit. This, alongside the performance information gathered through the life of the plan will supporting the consideration of major decision making including whether a project, service or specific action should stop, start or continue in its current form. It is also about seeking options for process change through analysing what has and has not worked.

Programme and Project Review

The Council’s transformation programme and projects are reviewed by the Transformation and Priority boards on a regular basis, as determined by each board. When a project receives approval, the anticipated impact on key performance indicators and outcome measures will be built in to the reporting arrangements to the relevant board.

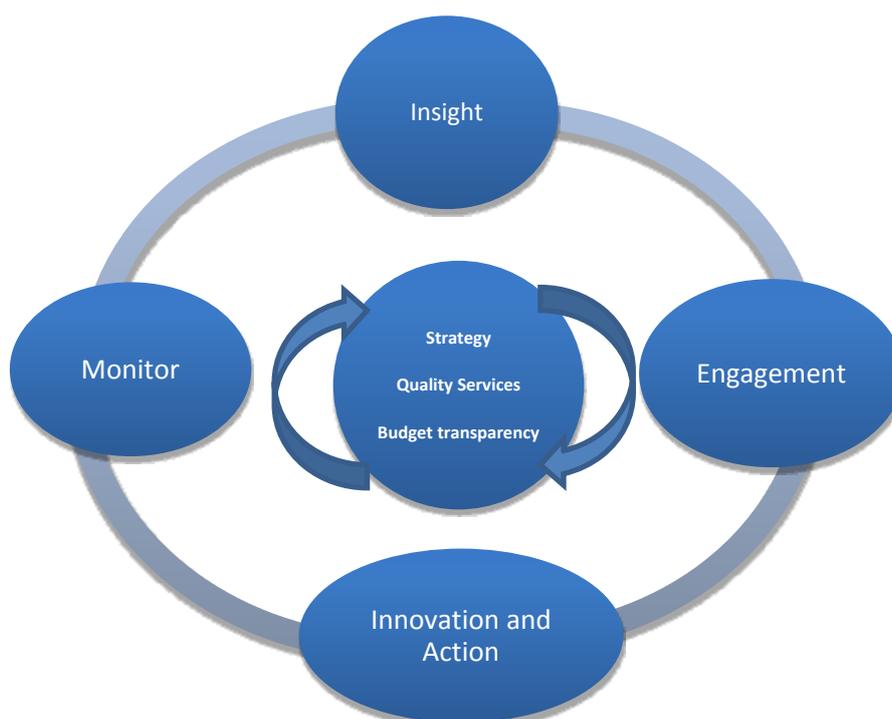
Directorate Performance Review

Structured management review is undertaken at directorate level in the form of DMT meetings. It is the responsibility of the Director and Finance Managers to ensure effective review at the directorate level. The business support teams are responsible for providing accurate and timely performance information for the directorate review. Strategic and key operational risks, workforce issues and asset management matters should form part of the review.

Based on sound analysis, ‘revisions’ can be made at any level of the Council, from corporate priorities right through to individuals’ own personal objectives. These may include a redistribution of resources, revised plans and timescales, or even a revision to our objectives and priorities in the next round of planning.

The Corporate Performance and Delivery Unit will support directorates to link outcomes to performance indicators and to help compare performance to others who share key statistical characteristics with Blackpool. When directorates are considering action to address performance issues, or to engineer significant change, the Corporate Performance and Delivery Unit will support officers to access relevant research and evidence to support options appraisal.

Role of the Corporate Performance and Delivery Unit



The Corporate Performance and Delivery Unit will work with directorates and services to develop performance reviews using the following cycle:

Insight

The team will work alongside people doing the work to understand their perspective on what influences performance. They will gather information from other areas on different performance delivery options, and seek comparisons on the cost of delivering a certain level of performance compared to other areas.

Engagement

The team will work with the service to explore their response to the insight gathered, and to seek clarification if required, preparing to move through to a stage where options for improvement are explored.

Innovation and Action

The team will work with the service support and/or challenge the proposed response to performance challenges, and the timescales and resource proposed to deliver it.

Monitor

The team will support the service to monitor implementation and impact through to the point that performance is recovered to target levels.

Appendix A – Significant Plans

Council Plan

Our Plan sets out the Council's vision, priorities, outcomes and success measures. It also outlines ambitious projects and initiatives that are planned by the Council in partnership with others to support the delivery of improvements across Blackpool. The Council Plan spans a period of five years. The Council Executive are responsible for developing the Council Plan.

Each priority within the Council Plan will have a delivery plan. Initially these will be formed by taking key objectives and planned projects within each area, and ensuring that there are a strong supporting range of performance indicators that ensure that progress toward the intended outcomes is monitored. As the new Council Plan is developed, projects emerging at directorate level will be presented to the Priority Boards for debate and inclusion in the Priority Plans. These projects will cascade down into directorate level business plans ensuring that interdependencies and impact are highlighted.

Medium-Term Financial Sustainability Strategy (MTFSS)

The Council's MTFSS provides an integrated planning and financial framework for the next four years, including the detailed budget strategy for the next financial year. The annual revenue budget and forward financial planning together with the capital programme enable the Council to align its financial resources with its priorities.

The Head of Finance (151 Officer) is responsible for developing and updating the MTFSS to ensure the MTFSS supports the Council's priorities and secure economy, efficiency and effectiveness in the Council's use of resources. The Budget Timeline Group gathers information to produce the MTFSS's Savings Programme (Efficiency Plan), with the savings required then being monitored by Transformation Board, which agrees variations to planned savings to minimise adverse impact on delivering priorities. The MTFSS is scrutinised by the Audit Committee, endorsed by Executive and approved by Council.

It is the responsibility of CLT and the Executive to lead the implementation and monitoring of the progress of our corporate priorities and outcomes alongside the MTFSS and Annual Budget. They are also responsible for dealing with emerging strategic, cross-cutting issues and corporate risks that might prevent the Council from achieving our planned outcomes.

Elected Members have an important role to play in monitoring how well the Council is achieving its priorities. They should be prepared to challenge officers on service performance to ensure that priorities are delivered and the needs of local communities are being met.

Programme and Project Plans

Proper planning and implementation ensures key elements of any given initiative/programme/project are thought through at the early stage and are delivered effectively. There should not be a 'one size fits all' approach to management documentation and control due to variations in programme/project size or significance. Programme and project planning, therefore, should use appropriate corporate programme and project documentation templates.

Included in any planning timeline, before the commitment of significant resource, there must be a project approval process. As part of this process, the following key information should be shared with the Performance and Delivery Unit, who will apply a "critical friend" approach to supporting or challenging the proposal:

- Scope of project
- Source of funding
- Outline timescale
- Evidence base

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- Contribution to vision and priorities
 - Risks

The role of the corporate support is to support the creation of robust, evidence based and sound decision making. The Corporate Performance and Delivery Unit will therefore explore objectively the assertions made for the proposed intervention. Challenge by the Corporate Performance and Delivery Unit will not mean that a project is not supported, but may influence its direction and the strength of scrutiny as a project progresses.

Appointed project managers are responsible for creating project plans and other required documentation.

It is the responsibility of lead officers to ensure that appropriate plans are in place to evaluate the impact of their projects. Wherever possible, projects and programmes should include key milestones that outline when there are decision points in the project enabling consideration of “stop/ continue” at which points the Corporate Performance and Delivery Unit will support the project/ programme delivery team to offer a robust assessment of the impact of each option. A recommendation will be made by the responsible Director to:

- Stop – the project is no longer on track to achieve objectives and/ or is no longer a priority for resource
- Continue – project is on track, no additional resource required or additional resource should be put in place to address opportunities or challenges

Directorate Business Plans

Directorate business plans span three years and are the action plans which support the Council Plan. Each plan outlines the contribution that the directorate will make to achieve the Council’s priorities and outcomes. It sets out key milestones to carry out council commitments and defines performance indicators and targets. Directorate business plans also define directorate’s priorities in carrying out the core services.

Our integrated business planning process provides the opportunity to make rational and coordinated decisions about levels and types of provisions and how and where to use resources: finance, people, skills and assets. It is also a key process for assessing risks to achievement and how to manage those risks.

Directorate plans will be collated corporately and key actions within the plans will form the Priority and Transformation Plans, which will span all directorates. New projects developed will be considered by Priority Boards in the first instance. The Performance and Delivery Unit will support directorates to monitor and report on plans, budget saving commitments and strategic risks throughout the performance year and support the consideration of impacts on other directorates.

Directors and their directorate management teams (DMTs) are responsible for developing and monitoring their directorate business plans. A network of directorate champions will provide peer support and ensure plans are developed in an integrated way. Directorate business plans are challenged by the Corporate Leadership Team (CLT) and endorsed by the pertinent Cabinet Member.

Service Delivery Plans

Service delivery plans translate directorate objectives into service targets and operational activity, aligning with finance, workforce and risk issues. Heads of Service and Service Managers are responsible for producing and monitoring their service delivery plans.

Individual Plans

Individual plans (staff appraisals) translate service or group delivery plan objectives into practical working measures and targets for all members of staff within the Council. They ensure employees understand their contribution and accountability towards meeting the Council vision and priorities.

A staff appraisal for every member of staff is carried out on an annual basis, in accordance with the Council’s staff appraisal policy- there will be local arrangements in place to ensure that the appraisal method works within the

operational area. It is a joint responsibility of the line-manager and staff member to ensure that the appraisal is carried out in accordance to the Council's policy.