

PERFORMANCE MANAGEMENT FRAMEWORK

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INDEX

SECTION	PAGE NO
Introduction	3
Background	3
Performance Management – Framework Diagram	4
Performance Management Framework – Plan & Prioritise	7
Performance Management Framework – Manage, Deliver & Report	9
- Reporting Timetable	11
- Roles and Responsibilities	12
Performance Management Framework – Review & Improve	13

Introduction

The vision for Moray in the Corporate Plan is as follows:

“We are working to provide Best Value for Moray, to be one of the best councils in Scotland, to maintain an attractive, safe local environment, where everyone has the opportunity to benefit from an enhanced quality of life and a sense of wellbeing.

With forward thinking, partnership working and a belief in ourselves Moray can flourish and be an inspiration and example to other public service organisations.

Performance management is about the approach and systems implemented to manage and improve performance. It is an inherent part of the Council’s culture and is fundamental to the achievement of our vision.

Performance management is key to achieving high quality service delivery. It is about taking action in response to actual performance to ensure that service delivery is better than it would otherwise be. This action may be at individual, team, service, corporate or community level.

Managing our performance and reporting our results is a necessary and important requirement. We are required to be accountable to our customers and stakeholders by informing them of what we do and how well we are doing, what quality of service is being delivered and how we intend to improve our performance. It also demonstrates our commitment to seeking continuous improvement.

All employees have a role in improving performance, but sometimes it is unclear how individual activities contribute to the overall improvement of the Service. This framework demonstrates how its components fit together and how individual contributions are made to it. Performance management is not an added extra; it is part of service management and delivery.

Background

The Council produced its first Performance Management Framework in 2004. This framework was revised to address the concerns arising from the Audit of Best Value and Community Planning undertaken by Audit Scotland published in February 2006.

In 2012, it was recognised that significant changes following the introduction of Single Outcome Agreements in 2009 and the Best Value 2 regime had not been reflected in the framework document itself or the associated documents. A Performance Management Working Group was established to take account of these arrangements through revising the framework and ensuring the changes were implemented consistently across the Council to promote continuous improvement.

Review Date

The Framework will be reviewed in three years, with an annual update to capture operational changes.

Performance Management Framework - Diagrams

Within all services performance management is a role that all staff have a responsibility for by supporting and challenging service areas on their performance, monitoring budgets, progressing action plan priorities, gathering data or dealing with stakeholders.

Within this framework there are distinct groups that have an interest in the Council's performance and they all require information for differing purposes. The stakeholders - central government, elected members, staff and the public – require information as part of the accountability process. Whilst internally, it is the corporate and service managers that require information to help manage, control and evaluate the Council's performance against stated priorities, and at the same time identify any areas for improvement.

Service Departments, with the support of the Corporate Policy Unit, will be responsible for collection and collation of performance information. Further information and reference is available from the Performance Management Manager's Guide and Continuous Improvement Framework available from Corporate Policy Unit.

This framework aims to achieve and maintain changes and improvements within the Council. This will assist in quality improvement across the services. It may be appropriate for managers to extend the details of this framework into a service specific framework to provide more guidance in how these requirements meet their departmental, service and partners' needs.

The framework itself will be monitored by Elected Members, Corporate Management Team and by Service/Departmental Management Teams. Their evaluation of the framework will inform future revisions. This framework will be reviewed in three years, with an annual update to capture operational changes.

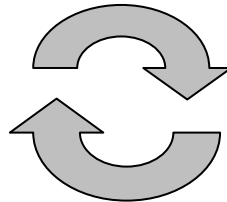
The main aspects of performance management focus on knowing what the Council is here to achieve and translating this into day-to-day activities for employees. The Council's Performance Management Framework helps us communicate our goals, plan resources accordingly, measure and report on progress on defined activities and assess whether it has had the desired impact. The framework fits together as follows:

Moray's Performance Management Framework

	Plan & Prioritise	Manage, Deliver & Report	Review & Improve
Community Planning Partnership Level	<p>Community Plan Long term outcomes for local people relating to quality of life and opportunity for all</p> <p>Strategic Assessments Contribute to evidence based priority setting</p>	<p>Public Performance Report / Monitoring Statements Annual / half yearly reporting on progress made across the partnership against long term outcomes and outcome indicators</p> <p>Moray Performs Online reporting – measuring what matters to the people of Moray</p>	<p>Best Value 2 External audit focusing on the difference the council and its partners are making for local communities</p> <p>Strategic Assessments Contribute to evidence based priority setting</p>
Moray Council Corporate Level	<p>Corporate Plan</p> <p>Strategic objectives and priorities – delivery plan for the council's elements of the Community Plan</p>	<p>Public Performance Report / Monitoring Statements Annual / half yearly reporting on overall progress against strategic objectives</p> <p>Moray Performs Online reporting – measuring what matters to the people of Moray</p>	<p>Corporate Self Assessment Internal review at Corporate Management Team level using the Public Service Improvement Framework (PSIF)</p> <p>Assurance and Improvement Plan Planned scrutiny activity for the council</p>
Moray Council Service Level	<p>Service Plans</p> <p>Service level priorities and actions – activities that support the delivery of long term outcomes and strategic objectives</p>	<p>Performance Report Half yearly / quarterly reporting on services across the council, including progress against activities and indicators</p> <p>Moray Performs Online reporting – measuring what matters to the people of Moray</p>	<p>Audits and Inspections Benchmarking Customer Feedback Designing Better Services Financial Planning Performance Results Risk Management Service PSIF Self Assessments Service and Team Plans</p>

Plan & Prioritise

- Set out our objectives / targets
- Identify what we need to do to achieve these
- Identify how we will do this and what resources we will need
- Identify who is responsible
- Set clear measures



Review & Improve

- Identify what worked well and what we could improve upon
- Speak to service users and stakeholders about their experience
- Scrutinise performance and hold those responsible to account
- Incorporate improvements into future planning
- Revise objectives and targets
- Update resource planning

Manage, Deliver & Report

- Ensure the necessary systems and process are in place
- Take action
- Identify and manage risks
- Support staff to achieve their objectives
- Monitor progress regularly

Plan and Prioritise

Each of the following Plans forms an important link into the overall picture of Council services and priorities. Plans at each level should use the priorities outlined in the plan above it to inform or direct the priorities. This enables the strategic priorities from the Community Plan and Corporate Plan to flow into the operational work of the Council. Operational priorities, developments and improvements in turn feed into the setting of strategic priorities across the organisation. Therefore the link between the plans provides the delivery and communication of priorities at all levels.

Community Planning Partnership Level

In November 2007 national and local government signed a Concordat, which committed both to moving towards Single Outcome Agreements for all Scottish Councils and extending these to Community Planning Partnerships. Single Outcome Agreements are an important part of the drive towards better outcomes. In Moray, our Single Outcome Agreement is referred to as our **Community Plan**.

The Council works in Partnership with many agencies on national and local priorities. Many of these partnerships produce joint plans. The Council must ensure the delivery of joint plans through the integration of the priorities into our strategic plans where appropriate. The overarching partnership is the Community Planning Partnership.

The Community Planning Partnership aims to improve the quality of life and opportunities in life for people across Moray, an ambition shared nationally. To support this aim, subject based Strategic Assessments were undertaken. These contain detailed analysis, providing an evidence base that formed the foundation of our Community Plan. The Community Plan in turn sets out a series of outcomes against which the performance of the Partnership as a whole will be judged. These outcomes are assigned to Strategic Community Planning Groups and cover actions arising out of the strategic priorities, which the partners will address collectively to improve outcomes for the local people in a way that reflects local circumstances and priorities, within the context of the Government's National Outcomes and Purpose.

Our Community Plan is uniquely shaped to reflect the needs and circumstances of our area and designed to ensure local people know exactly what their Community Planning Partnership is committed to provide on their behalf. But in one crucial way the outcome agreements or plans are also all the same in their contribution to national outcomes; they demonstrate that all levels of government are working together to deliver better services across the country.

The statutory partner plans, in the case of Moray Council, the Corporate Plan, sets out outcomes and indicators which contribute to the achievement of the strategic objectives, identified in Moray's Community Plan.

Moray Council Corporate Level

The **Corporate Plan** pulls together a number of strategic objectives on which the Council must deliver including the Council's commitments within the Community Plan, priorities for the Council which cut across a number of services policies from the Scottish Government and legislative changes.

Achieving this focus is especially important given the Council's limited resources both in financial and staff terms. The Corporate Plan explains to the community what the Council's strategic objectives and priorities are, where priority will be given to developing and improving services and how this will be measured.

Departmental plans, in our case Service Plans, set out service level activities that support the delivery of strategic objectives and priorities identified in Moray's Corporate Plan.

Moray Council Service Level

Each of the **Service Plans** sets out what the service aims to develop over the coming year and the targets that should be achieved in terms of performance.

Service Plans should reflect self assessment results, risk assessment, performance indicator results, customer satisfaction and customer feedback, workforce planning, service plan monitoring, service demand, budgets, benchmarking, best value reviews, internal or external audit recommendations, team plans, employee review and development programme results, equality impact assessments, procurement and complaint improvement outcomes. Service Plans will include not only targets which must be met to enable the day to day business to be effectively despatched but also set out key improvement actions to enable that day to day business to be done better.

Team Plans are more operational level documents that set out the priorities for the team, which come from the hierarchy of plans. By defining exactly what the team priorities are and setting out in detail the steps by which they will be achieved at operational level, these plans will assist the service in delivering against their priorities, assist in meeting corporate objectives and generally improve performance across the whole Council.

Individual Employee Review and Development plans help to identify the role of the individual in delivering the Team Plan as well as focussing on how the Council can support individual employees to provide services which will enable us to achieve our vision.

Manage, Deliver and Report

Community Planning Partnership Level

The strategic direction of the Moray Community Planning Partnership is set by the Community Planning Board which is supported by five strategic groups; Moray Economic Partnership, Health and Social Care Partnership, Community Safety Partnership, Children and Young People's Partnership and Communities and Sustainability Partnership.

Strategic Groups with lead responsibility for meeting each priority are clearly defined within the **Community Plan** and will be responsible for reporting progress on a half yearly basis to the Community Planning Board. The partner with lead responsibility for meeting each underlying objective and indicator that supports each priority is clearly defined within the Community Plan Work Programme. They will be responsible for reporting progress on a half yearly basis to the relevant Strategic Group who will in turn use this analysis to monitor and evaluate progress against their priorities and will inform their report to the Community Planning Board. In addition, within the Council, progress against the Community Plan will be reported on a half yearly basis to the Corporate Management Team and the Policy and Resources Committee and annually to the Audit and Performance Review Committee. Heads of Service contribute to these reports and are the designated council officers responsible for the contribution of their services to the content. Progress reports and supporting documents will be made available half yearly on the Community Planning and Moray Performs Websites.

The Community Planning Partnership established priorities in relation to the Partnership itself, strategic groups and the community. For the Council, we are responsible for delivering and reporting on performance against these priorities to the Partnership.

It is acknowledged that some performance information will be reported to a variety of audiences. For instance, it is recognised that working in partnership requires linked services to be delivered and reported on together. Some partnerships, like the Community Planning Partnership, have their own performance management framework. While this position is acknowledged it must also be recognised that the Council must have its own performance management framework to meet its reporting requirements. Every opportunity will be taken to minimise reporting requirements for services delivered in partnership. However this may not always be possible. Therefore in some cases there may be duplicate reporting arrangements on performance for some service areas.

An annual Public Performance Report is produced for our **Community Plan**, reviewing progress made against our strategic objectives and indicators for the preceding year. Although the report does incorporate progress made against council priorities, its focus is on the wider community priorities. The report presents information clearly giving a balanced view of progress and in doing so promotes greater participation that contributes to the development of service improvement.

Moray Council Corporate Level

The **Corporate Plan** includes the Council's commitments from the Community Plan alongside other strategic priorities. Officers with lead responsibility for meeting supporting objectives and indicators are clearly defined within the Corporate Plan Work Programme and they will be responsible for reporting progress on a half yearly basis to the Corporate Management Team and the Policy and Resources Committee and annually to the Audit and Performance Review Committee.

Moray Council Service Level

Service Plans set out what the service aims to deliver in the coming year incorporating commitments from the Corporate Plan. Officers with lead responsibility for meeting activities that support outcomes and indicators are clearly defined within Service Plans and indicator monitoring software and they will be responsible for reporting on a half yearly basis by exception (where performance has not met target) to the Corporate Management Team and Service Committees. At an operational level, performance is monitored and managed as an integral part of service management by Heads of Service and Corporate Directors at Departmental Service Meetings. This would include the undertaking and tracking of service plan activities, performance indicator results and complaints. Progress reports by reference to which the public may track performance will be made available half yearly on the Council and Moray Performs Websites.

For some services, there is a requirement to produce annual reports to stakeholders and performance results at service level support this obligation.

This framework provides for the measurement of all priorities. It brings together a raft of reporting mechanisms to enable Elected Members, Corporate Management Team and senior officers to gain an accurate and reliable understanding of their service to inform the direction of the Council. In addition, the framework's reporting arrangements lets stakeholders monitor progress.

Even where a reporting format is prescribed, services will provide the context for the information being submitted in a summary report. The overall style of the summary reports is flexible to reflect differing service requirements; stating performance against targets, financial information, detailed explanation of performance analysis in narrative format to highlight areas requiring improvement and solutions. Reports should celebrate success but also include areas for improvement to provide a balanced view.

Financial management ensures that plans operate within the Financial Regulations. Revenue budget monitoring statements are issued monthly to each budget manager with Corporate Directors responsible for providing monitoring reports on the progress against Revenue expenditure and the Capital Plan to every committee cycle. The Corporate Director (Corporate Services) provides a monitoring report of expenditure against the revenue budget and the Capital Plan to every second meeting of the Policy and Resources Committee. The Annual Report and Financial Statements are published by September each year.

The reporting timetable is shown in the table below -

	CMT	CPB	Service Committee	A&PR	P&R	SMT/ DMT	Moray Performs/ Your Moray
Community Plan	Head of Service (H)	Lead Partner (H)		Head of Service (H)	Head of Service (H)		Corporate Policy Unit (H)
Community Plan Performance Indicators	Head of Service (A)	Lead Partner (A)		Head of Service (A)	Head of Service (A)		Corporate Policy Unit (A)
Corporate Plan	Head of Service (H)			Head of Service (H)	Head of Service (H)		
Service Plan	Head of Service (by exception) (H)		Head of Service (H)			Head of Service (Q)	Corporate Policy Unit (H)
Service Performance Indicators	Head of Service (by exception) (H)		Head of Service (H)	Statutory Indicators Head of Service / Corporate Policy Unit (A)		Head of Service (Q)	Corporate Policy Unit (H)
Team/ Individual Plan						Head of Service (Q)	
Management Indicators						Head of Service (Q)	
Complaints	Corporate Complaints Officer (A)		Head of Service (Q)		Corporate Complaints Officer (A)		
Revenue/ Budget Monitoring	Corporate Director (Corporate Services) (prior to P&R)		Heads of Service (every cycle)		Corporate Director (Corporate Services) (every 2 nd cycle)		
Expenditure compared to Capital Plan	Corporate Director (Corporate Services) (prior to P&R)		Heads of Service (every cycle)		Corporate Director (Corporate Services) (every 2 nd cycle)		

Key

Q	Quarterly
H	Half Yearly
A	Annually

Roles and Responsibilities

All Managers have the same broad roles and responsibilities in relation to data capture, monitoring and reporting to improve performance:

- Understanding what is important to stakeholders
- Setting challenging, realistic and relevant targets
- Measuring outcomes
- Identifying trends and comparisons with other providers
- Reporting performance in a timely manner to stakeholders
- Being responsive to performance data
- Ensuring linkage through corporate service and individual staff goals and targets
- Developing staff to deliver performance results
- Understanding the impact of performance on service delivery

The **Community Planning Board** provides effective leadership to the Partnership facilitates agreement on the strategic priorities of the area and scrutinises the performance of the Partnership.

The **Service Development Group (senior elected members)** are responsible for directing policy, performance, resources and budgeting matters.

Service Committees scrutinise performance information received from services to ensure priorities are met, identifying potential improvements and recognising success.

The **Audit and Performance and Review Committee** scrutinises performance information received from Service Committee to ensure key objectives are being met, identifying potential improvements and recognising success.

The **Corporate Management Team (Chief Executive and Corporate Directors)** have responsibility for monitoring the overall progress against the strategic plans of the Council with Directors meeting monthly with the service committee chairs.

Departmental/Senior Management Teams/ Heads of Service monitor, evaluate and report performance relating to the achievement of objectives and activities set out in the various plans. In some cases these officers produce Public Performance Reports, key strategies and plans on an annual basis.

Service Managers are responsible for delivering the tasks set out in their team plans and reporting on performance indicators.

The **Corporate Director (Corporate Services)** controls the reporting of revenue and capital expenditure monitoring information; ensures that financial monitoring is provided to budget holders on a regular basis and co-ordinates reporting on efficient government targets.

The **Corporate Policy Unit** is responsible for maintaining the Council's performance management software: Covalent; collating performance information corporately and drafting consolidated performance reports for the Corporate Management Team, Audit & Performance Review Committee and the Council, ensuring full consultation. The section is responsible for producing overarching, council wide Public Performance Reports on progress against corporate priorities and statutory performance indicators

Review and Improve

Our plans are driven, informed and supported by a number of processes -

- **Best Value 2** is an external audit focusing on the difference the council and its partners are making for local communities. Continuous improvement is a key principle in the 'best value' regime within which local authorities work. This framework will demonstrate that we actively manage performance and apply it to all services that the Council delivers.
- **Benchmarking** is the process of measuring an organisation's performance and practices and comparing them in detail to other organisations to identify good practice in order to learn and improve.
- **Customer feedback** is an essential element providing valuable information on how we are meeting the needs of our customers to inform service delivery and improvements. Services are constantly receiving customer feedback through surveys, complaints, comments, consultations, meetings with service users and from staff. This information provides valuable feedback, measuring customer satisfaction in services. It is a requirement that services gather and report customer results at least every 3 years.
- **Designing Better Services** provide an opportunity to thoroughly investigate, design and implement improvements or changes to service areas that will shape the future of Moray Council.
- **Employee Review and Development Programme (ERDP)** is a process to enable linkages between service priorities, team plans and the work of individuals within teams with feedback assisting in the development of training plans for the service and individuals. These are known as Professional Review and Development for teachers.
- **External audits/inspections** judge services on how well they are currently performing and on their potential for improvement based around national priorities.
- **Financial Planning** ensures that all of the plans operate within the Financial Regulations and resource implications are reflected in all plans and that plans do not exceed resources available.
- **National & Other Initiatives** arise from external sources but require the Council to deliver against them such as Modernising Government and Efficient Government.
- **Public Performance Reporting** is a statutory duty that should provide accurate, balanced and timely information to the right people at the right time, which clearly identifies the quality of service being delivered and what can be expected in the future.
- **Public Sector Improvement Framework / Self Assessment** is a process that allows departments to analyse areas of strengths and improvement to inform change and good practice, driving continuous improvement.
- **Risk Management** is a process used to determine the likelihood of identified risks materialising and the severity of their consequences if they do materialise after action to mitigate the risk as far as possible has been taken.
- **Scrutiny of Performance Results** refers to the outline the level of service delivered and the impact or outcome for the community of the activities of services over a number of years. Plans and indicators strive to evidence and measure outcomes; the result of what is done and what action has enabled communities to do for themselves, rather than descriptions of the activity or service provided.
- **Society of Local Authority Chief Executives & Key Performance Indicators** the Council must report annually on these indicators which are collected by the service, collated centrally through the Corporate Policy Unit and the results can then be benchmarked across all Scottish Local Authorities. Internal Audit assists in the process by informally auditing them before submission.
- **Strategic Assessments** provide an evidence base that assists with strategic decision-making and identification of local priorities, informing the setting of local outcomes for inclusion in the Community Plan and Corporate Plan.