



Performance Management Framework



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1. Introduction

- 1.1. This document explains our approach to performance management. It describes the systems, structures and supporting arrangements we have established in order to identify and respond to performance issues and drive continuous improvement.
- 1.2. Our performance framework applies to all services directly managed by the Council. However, it can also be applied to those services we deliver in partnership with other organisations: statutory partner organisations and regional delivery bodies.
- 1.3. Effective performance management will help us achieve the following objectives:

Help improve services and outcomes for people	Goals are prioritised and resources are allocated effectively
Empower managers and staff	Staff are motivated, aware of their own targets and goals and understand their contribution to achieving the Council's key outcomes
Ensure the Council and its partners achieve what we have set out to do	Provide early warning of, and an opportunity to rectify poor performance
Drive future improvement	The framework provides an evidence base for improved decision making and the efficient use of resources

- 1.4. While it is important that this framework remains flexible, its basic elements will not change. This framework describes those elements in greater detail. It covers:
 - the culture that underpins our approach to performance management,
 - how our approach to corporate planning drives improvement,
 - the role that indicators and targets play within our performance management system,
 - how we monitor actions, and
 - the infrastructure and resources we use to acquire, collate and analyse performance information.
- 1.5. Since 2010 we have responded to the duty to secure continuous improvement as set out in the Local Government Measure 2009. The Wales Audit Office assesses our performance and compliance with this duty as part of their Annual Report. Following enactment of the Wellbeing of Future Generations Act 2015, the council is also required to demonstrate how its priorities contribute to local Wellbeing Plan Objectives and National Wellbeing Goals.



2. Culture

- 2.1. Much of this document focuses on the systems we have developed to help us manage performance. No less important than these systems in driving improvement, however, is the culture that underpins the organisation.
- 2.2. As an organisation we have a clear sense of purpose. Our vision statement is: *Working together, improving lives.*
- 2.3. Work towards our vision is underpinned by the mission statement below:
 - **Sense of Purpose:** Our purpose is to inspire and support individuals, communities and organisations to secure improvements in social, economic and environmental well-being.
 - **Improvement:** We will aim to transform the way in which the organisation works, innovating and seeking best practice to help us deliver in more effective and efficient ways. We will aim to continue to make prudent choices, by living within our means and avoiding unnecessary processes and waste.
 - **Working Together:** We will work together to help provide joined-up support and services for Pembrokeshire people, visitors to the county, communities and organisations. We are committed to the continued development of effective partnerships with voluntary, private and public sector bodies within and out of the county.
- 2.4. The cultural change we want to bring about will inform, and also be reinforced by, a new employee appraisal system that is linked to this framework. The new culture types (Purpose, Learning and Results) will inform the new behavioural standards currently being drawn up and will replace the Managers and Employee Standards.





- 2.5. **Programme for Administration** – This is the political vision of the current administration and was agreed by Cabinet in April 2018. The Programme is designed to deliver positive and lasting change for Pembrokeshire, delivering it with our officers, councillors, partners from across the public, private and third sectors and, most importantly, with the communities and people of Pembrokeshire. It sets out Cabinet’s aims and aspirations and it will be reviewed on an annual basis.
- 2.6. **Transformation** – the Council’s transformation programme is based around three themes each of which includes a range of workstreams that are designed to give managers the tools to make change and realise efficiency improvements and financial savings in line with the Council’s medium term financial plan (MTFP).
- **Technological transformation** – maximising our use of technology to enable business change, creating efficiencies, and enabling a more agile workforce
 - **Cultural transformation** – developing a culture that is aligned to a value based, not rules based, way of working
 - **Relationship Transformation** – creating, in consultation with our staff and external stakeholders, a new partnership



3. Corporate Planning

3.1. The foundation of successful performance management is a coherent approach to corporate planning. It is impossible to monitor progress without first defining what it is you are trying to achieve.

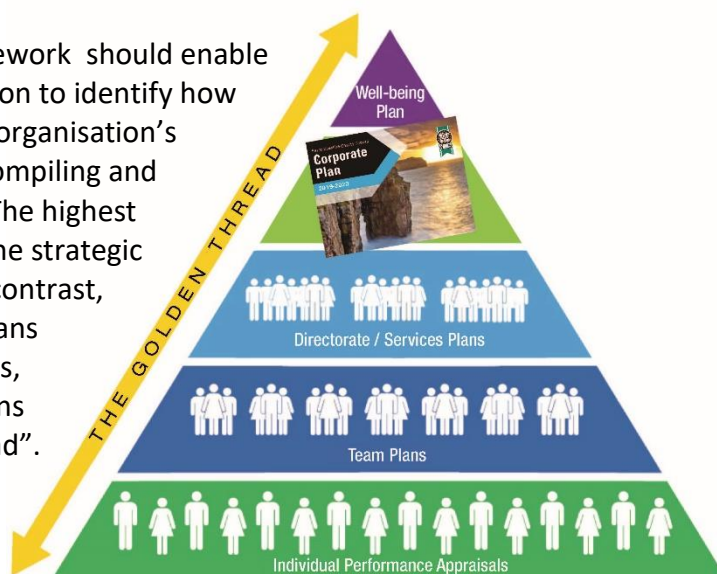
3.2. Broadly speaking, there are 4 steps to our corporate planning process (which is repeated on an annual basis):

- Identifying our wellbeing objectives
- Planning action
- Measuring our performance
- Reporting and reviewing our progress



3.3. In seeking to ensure that there is widespread ownership of the Council's wellbeing objectives, we endeavour to involve a broad range of stakeholders at each stage of this process. Performance is monitored in a range of managerial and elected member forums, e.g. Corporate Management Team and Overview & Scrutiny Committees. Finally, a cross-section of groups contribute to an annual Improvement Review evaluation of the Council's achievements (which informs our priorities for the following year).

3.4. A good performance management framework should enable any individuals working for an organisation to identify how their work contributes to achieving the organisation's overall objectives. We achieve this by compiling and publishing a hierarchy of aligned plans. The highest level plans describe our objectives, set the strategic direction and take a long term view. By contrast, individual officer performance review plans are reviewed annually, and in many cases, twice a year. The link between these plans is often referred to as the "Golden Thread".



- 3.5. **Wellbeing Plan for Pembrokeshire** - This plan frames public, private and voluntary sector activity in Pembrokeshire over the period 2018-2030. It is produced in partnership with a range of other organisations. It describes the issues that are important to Pembrokeshire and identifies the approach that a range of organisations will adopt in attempting to tackle them. The Wellbeing Plan is based on an analysis of data from a wide range of sources and this information has been brought together in a “Needs Assessment”¹. The Wellbeing Plan is approved by the Pembrokeshire Public Service Board² and endorsed by the County Council (as well as the Boards of other organisations). It is aligned with the seven national wellbeing goals set out in the Wellbeing of Future Generations Act 2015.
- 3.6. **Corporate Plan** - This is an annual forward looking plan identifying our Wellbeing Objectives, lists the actions we will be taking during the year to which it relates and sets out the performance measures and standards we use to measure our progress. The Corporate Plan is our principal plan. It is published in April each year once it has been approved by Council.
- 3.7. **Directorate Plans & Service Plans** – some of our services produce individual plans. In instances where a Directorate includes services that have largely the same purpose a Directorate plan has been produced in order to encourage and improve integrated working. These are produced annually and set out the key actions for improvement in each of our service areas. The actions identified are linked to the Wellbeing Plan as well as the Wellbeing Objectives described in our overall Corporate Plan and Programme for Administration. The Plans also require Directors / Heads of Service and Managers to self-assess their performance for the previous year. The results of this evaluation are reported to Corporate Management Team (CMT). This helps define future priorities both for the service and for the authority as a whole. Our Service Plans are finalised during April each year following consideration by Directors and the Chief Executive.
- 3.8. **Team Plans** - Some of our larger services may also produce Team Plans, which include a greater level of detail. These plans allow the Service Improvement and Transformation Plans to retain their strategic focus whilst enabling Managers to track the detail of what it is they are trying to achieve.
- 3.9. **Performance Appraisals** - These are a crucial element of performance management. Appraisals enable each employee of the Council to identify how they contribute to the goals of their team and the organisation as a whole. Appraisals also help to identify any learning and development opportunities that may assist in the achievement of these goals. Significant changes to how performance appraisal works will be introduced during 2019.

¹ A needs assessment was conducted prior to the development of the Wellbeing Plan to inform the identification of priorities for improvement. The needs assessment comprised the analysis of data and information from a wide range of sources.

² Public Service Boards have been established by statute in every local authority area in Wales to drive multi-agency working in line with the Wellbeing of Future Generations Act guidance.



4. Performance Indicators

- 4.1. In order to monitor our progress against the objectives identified in the plans described above, we monitor a range of performance indicators on an ongoing basis. The suite of indicators we use is made up of various different types of measure, some of which are prescribed by the Welsh Local Government Association. The types of measure we use can be categorised as follows:

Public Accountability Measures (PAMs)	In 2016, Welsh Government revoked the Local Government (Performance Indicators) (Wales) Order 2012, removing the duty on local authorities to submit National Strategic Indicator data. A new set of national performance measures was subsequently introduced to take their place - these indicators are known as Public Accountability Measures (PAMs). From 2019/20 there are 33 of these covering a range of local authority services. Data relating to how each authority performs against these is published every July/August.
Social Services and Well-being Performance Management framework	All local authorities in Wales have to provide data relating to how they perform against this framework. For 2019/20 there are 35 measures (17 of these are based on survey work, 18 are quantitative measures).
Local Measures	These are measures which are set locally. They aim to measure how successful we have been in delivering specific elements of our services.
Well-being of Future Generations, National Indicators	46 national indicators were introduced in 2016. These allow public service organisations to demonstrate how they contribute to national outcomes and indicators are often not available at a Pembrokeshire geographic level. During 2019 Welsh Government commenced a review on how targets may be developed for some of these.

- 4.2. We use a 'balanced scorecard'³, made up of measures of these types, to monitor and manage our performance on an ongoing basis. The scorecard also comprises measures which link with our Well-being Objectives, Programme for Administration, and the national Well-being Goals. For most of our measures we set ambitious targets to help us drive improvement.
- 4.3. The scorecard described above is monitored on a regular basis by a number of Boards within the Council, the roles and responsibilities of which are set out below. The reports considered by these Boards highlight performance issues in specific areas and describe, for each measure on the scorecard, whether or not performance is on target, whether performance is improving or declining and what our performance looks like relative to that of other local authorities in Wales. The reports use a simple 'Red-Amber-Green' rating to make them easier to interpret.

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A balanced scorecard is a collection of measures and other indicators which, when viewed together, gives an indication of an organisations overall performance.



Council	Council receives an annual performance report in the form of an Improvement Review. It is also responsible for approving the Council's Improvement Plan.
Cabinet	Cabinet meets with CMT on a regular basis, and will discuss quarterly reports and performance matters at these meetings.
Overview and Scrutiny Committees	There are five Overview and Scrutiny Committees but one of these concentrates on policy development. The remainder receive reports on the elements of the corporate scorecard that are relevant to the area covered by their theme.
Corporate Management Team (CMT)	CMT is the forum in which the Authority's Chief Executive and Directors discuss operational matters. CMT monitors the corporate scorecard on a quarterly basis. Heads of Service attend CMT on a rolling basis, to explain the factors that may be influencing performance in their area.
Directorate Management Teams (DMTs)	These perform an important function in helping to ensure the flow of information around the Authority. They also consider performance information, including the relevant elements of the corporate scorecard, and co-ordinate the drafting of Service Plans.

- 4.4. The process of managing performance is far more involved than simply monitoring the scorecard via the mechanisms described above. The action pursued following the identification of issues at these levels is crucial. The Boards will request update reports on instructions given in relation to performance issues.



5. Monitoring

- 5.1. The indicators that comprise the corporate scorecard are important in presenting a snapshot of where the organisation is at any point in time. It is also possible to use this information to monitor trends. No less important, however, are the actions to which the Council has committed in order to achieve its objectives.
- 5.2. These actions are described, at a high level, in the Council's Corporate Plan. Further detail is included in each of the Service Plans. Directors, Heads of Service and senior managers are held to account for the achievement of actions via the Improvement Review that is published each autumn. Heads of Service are also required to provide quarterly updates on their progress towards actions and may be invited to attend CMT and / or Overview & Scrutiny Committees to provide further detail.
- 5.3. In recent years, we have instigated a number of project management boards that maintain a programme level view of projects such as Transformation Board, Economic Regeneration Board, C21 Programme Board. The Council has a significant capital programme that is essential to delivering the aims of the Programme of Administration. These boards manage the financial and delivery risk of these programmes.
- 5.4. In parallel to these project management boards, we are involved in a number of partnerships that manage regional or multi-agency initiatives. These include Swansea Bay City Deal, The Haven Enterprise Zone, West Wales Care Partnership. Whilst these initiatives have their own governance structures, inevitably these partnerships' work has implications for our own performance management.



6. Self Evaluation

- 6.1. An important element of any performance management system is the process of reviewing or evaluating performance. In reality, this is an ongoing process performed by staff and managers on a daily basis. However, it is also important to involve a broad range of stakeholders in an overall assessment of the Council's performance. We conduct such an assessment on an annual basis and publish the results in the form of an Improvement Review.
- 6.2. The Improvement Review, as well as giving an account of performance across all Council services, details our progress against the previous year's Corporate Plan. It is one of the key mechanisms through which we are held to account. It contains a comprehensive set of performance indicators, with comparisons back to previous years and with other local authorities. It also details progress against the actions identified in our Corporate Plan. The Improvement Review is published in October each year following its approval by Council.
- 6.3. While the publication of the Improvement Review is important, it is the process of self-evaluation and assessment that has the greatest impact on the organisation's ability to secure continuous improvement. It achieves this in two ways. First, by involving managers, staff and members in the production of the Review, greater ownership of the improvement agenda is fostered. This in turn is more likely to stimulate the intrinsic motivation which we know drives improvement to a greater extent than simply issuing instructions. Second, genuinely open and honest self-evaluation aids with the identification of priorities for future years and encourages organisational learning.
- 6.4. The timetable for producing the review plans, as well as our corporate plans, is the same each year. The publication dates for the Corporate Plan and Improvement Review are defined in law, but are also designed to drive our budget planning cycle, to help us ensure that our arrangements to achieve our priorities are adequately resourced.
- 6.5. We anticipate that proposals to change the legal framework is due to be published by Welsh Government in December 2019. Based on informal soundings that Welsh Government has undertaken, we anticipate that the new framework will place much more emphasis on self-evaluation. The Council supports this direction.



7. Infrastructure & Resources

- 7.1. The system described in this document is supported by a range of technical tools and resources which help us to put the framework into practice. Some of these tools are described below.
- 7.2. **Aspireview** – Aspireview is the name of the IT system we use to acquire, store and share performance management information. Aspireview is fully embedded within the Council.
- 7.3. **Audit and compliance** – We rely on a number of checks to ensure that performance information is accurate and supplied in a timely fashion. All national and local performance indicators are submitted annually with a performance indicator certification sheet. The certification sheet also breaks down any calculation into its component parts so that it is more transparent (various elements can be cross checked). In addition, performance information is regularly tested by the internal audit function.

