SUBJECT: Overview of Performance Management Arrangements

MEETING: Governance and Audit Committee

DATE: 30<sup>th</sup> March 2023

DIVISION/WARDS AFFECTED: AII

#### 1 PURPOSE:

- 1.1 To ensure that members of the committee have an understanding of the council's performance framework.
- 1.2 To present an update on the current effectiveness of the authority's performance management arrangements.

#### 2 **RECOMMENDATIONS**:

2.1 That members use the update provided to inform their understanding of the effectiveness of the operation of the authority's performance management arrangements and identify any areas where they feel action needs to be taken or further information provided.

#### 3. KEY ISSUES:

- 3.1 Performance management is about establishing a shared understanding of what needs to be achieved and making sure that it happens. The council currently has an established performance framework; this is the way in which we translate our purpose into action and ensure that everyone is pulling in the same direction to deliver real and tangible outcomes. This components of the framework are shown visually in appendix 2.
- 3.2 Our performance framework:
  - Translates our purpose into the council's own well-being objectives
  - Places an expectation on teams to translate these objectives into specific, measurable actions in their service business plans
  - Contains a broad range of data to monitor impact and measure the performance of services

Other key processes that are part of and/or facilitate aspects of the framework include the Whole Authority Strategic Risk Assessment and self-evaluation arrangements.

- 3.3 There have been considerable adjustments to the council's performance framework in the last few years due to the need to adapt arrangements to support the organisation's response to the coronavirus pandemic and to meet requirement of the Local Government and Elections (Wales) Act 2021.
- 3.4 The pandemic caused unprecedented disruption to service delivery, and many planned activities and embedded processes were adjusted, reduced or stopped altogether to make capacity available to safeguard lives and livelihoods. To provide clarity and ensure accountability throughout the pandemic, we established a series (five in total) of revised purposes and strategic aims, known as the plan on a page, that reflected and adapted to the latest evidence and circumstances. The council's performance management arrangements were adjusted throughout to facilitate

service planning, performance management and risk management that focused on what needed to happen and ensure progress could be monitored in a robust and transparent way.

- 3.5 The Local Government and Elections (Wales) Act 2021 provides a new and reformed legislative framework for local government elections, democracy, governance and performance. The Act replaces the previous improvement duty for councils set out in the Local Government (Wales) Measure 2009. The Act requires each council in Wales to keep under review the extent to which it is meeting the 'performance requirements', that is the extent to which; it is exercising its functions effectively; it is using its resources economically, efficiently and effectively; its governance is effective for securing these.
- 3.6 Appendix 1 provides an appraisal of the arrangements that make up the current performance framework to ensure that Governance and Audit Committee are able to take an overview of their effectiveness. This includes a statement of purpose and the policy that should be followed, how and if this has been implemented and what evidence we have to show this. It also includes a list of key actions that we will take moving forward.
- 3.7 This report on the continued effectiveness of the council's strategic planning framework is presented annually to Governance and Audit Committee and is important in ensuring the necessary checks and balances are in place around monitoring, evaluation, and policymaking.
- 3.8 The council also places reliance on regulatory assessments as a vital part of our framework. These are Audit Wales, who examine the authority's corporate arrangements; Estyn, in relation to education provision; and the Care Inspectorate Wales, in relation to social services. Where applicable, the most recent findings of regulatory work have been factored into the appraisal of arrangements.

#### 4. **RESOURCE IMPLICATIONS**

4.1 There are no additional resource implications as a result of this report. However, there may be resource implications in undertaking further actions as directed by Strategic Leadership Team or as recommended by Governance and Audit Committee.

#### 5. AUTHOR:

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		Well-being Objectives
Purpose:	set well-being ob Set and pub Take all rea Publish a sta During the past to to the challenges supplemented by through re-openi on a page' they co	responsibility under the Well-being of Future Generations (Wales) Act 2015 to jectives. To achieve this, we must: olish well-being objectives sonable steps to meet those objectives atement about well-being objectives gements to publish an annual report of progress wo and a half years some of our plans had to take a back-seat while we adjusted of the pandemic. Throughout this period, our Corporate Plan has been five shorter-term strategies, covering different phases from full lockdowns, ngs and finally learning to live with the virus. Sometimes referred to as the 'plan ontained a purpose, strategic aims and associated actions and ensured clarity y during the different stages of the pandemic. The last of these plans ceased in 022.
How well are we doing?	Policy	The Council publishes a Corporate Plan every five years. This plan contains the wellbeing objectives of the Council, and sets out the actions it will take to achieve them over the following five years. Alongside these actions are measures and targets that the Council will use to track progress. An evaluation of the Council's performance and progress in meeting these targets is published in our annual Self-Assessment Report. The Council's previous Corporate Plan 2017-2022 sets a clear direction for the council and its well-being objectives. The plan met the council's requirements under the previous Local Government (Wales) Measure 2009 (which has been superseded by the Local Government and Elections (Wales) Act 2021) and Well-being of Future Generations Act. Through the pandemic, the council set a revised purpose and strategic aims that were updated in accordance with the changing situation. Arrangements were put in place to track and evaluate progress. This has provided clarity of direction and ensured accountability of delivery for the council through the pandemic. In a review of arrangements through the pandemic, Audit Wales identified the development of the strategic aims as a key strength. The self-assessment report 2021/22 evaluated progress under the key activity delivered as part of the interim Coronavirus strategies. Informed by the evidence gathered, they were given an evaluation rating of 'very good'. The contemporary policy challenges required, working with communities, are complex and evolving. There is a need to ensure that the council's understanding of these remains up-to-date and strategic plans evolve to address them.

# Appendix 1: Self-assessment of performance management arrangements

		has informed the development of the Council's draft Community and
		Corporate Plan to set the direction for the organisation for the period 2022-27.
		The Community and Corporate Plan has been endorsed by Cabinet although it has not yet been agreed by Council. This means the Council does not have agreed revised well-being objectives. This impacts on the Councils ability to provide clarity of policy direction to inform the development of other plans that align to deliver the objectives in the Community and Corporate Plan. These include the high-level enabling strategies that form the council's policy framework and the strategic plans, including service business plans, that deliver the detailed commitments in the plan.
		The council's performance management framework ensures planning is integrated and everyone is pulling in the same direction to deliver real and tangible outcomes. The Corporate Plan sits at the heart of our performance management framework. This ensures there is a shared understanding of what needs to be achieved and makes sure that it happens. Once approved, we will need to ensure the commitments, actions and measures in the Community and Corporate Plan 2022-27 are embedded it the Council's performance management framework.
		We self-assess our progress against our well-being objectives through an annual self-assessment report. This will clearly identify How well are we doing, how do we know? (The evidence we have used) and what and how can we do better?. The structure of the report will be developed subject to approval of the revised well-being objectives.
	Reporting	We have implemented a self-assessment process, which has facilitated an assessment of performance of the 2021/22 financial year in the annual self-assessment report that meets the requirements of the Local Government and Elections Act. The process has been integrated within the council's existing performance management arrangements, ensuring that it is embedded as part of the council's arrangements. The self-assessment report evaluated progress under each of the five priority goals in the Council Corporate Plan 2017-22, which also served as the council's well-being objectives, and the programmes of work, twenty-two in total, that support their delivery. Informed by the evidence gathered, three goals were given an evaluation rating of 'good' and two an 'adequate' rating using the Council's self-assessment mechanism described in the report on a scale of 1 to 6, unsatisfactory to excellent. An action in the report was identified to address areas for development and actions, identified through the self-assessment report.
How do we know this?	<ul><li>Corporat</li><li>Coronavi</li></ul>	ssment report 2021/22 e Plan 2017-22 rus strategic aims porate and Community Plan 2022-27
Key actions moving forward	<ul> <li>Subject t and Corp</li> </ul>	o approval, embed the commitments, actions and measures in the Community orate Plan 2022-27 into the Council's performance management framework. an annual self-assessment report 2022/23

		Service Business Plans
Purpose:	allows services to didn't and measu Service Plans ensu the actions the se facing the service	s Plan is a planning tool which all service areas are required to complete. It o set a plan for the next three years, assess what went well, learn from what are the impact the service has made on people and places of Monmouthshire. The clear alignment between the council's priorities and objectives, and detail ervice will be undertaking, performance measures to assess progress and risks and mitigating actions. Service business planning and regular evaluation of our undamental to how we operate.
How well	Policy	Service Business Plans should be completed using the service business
are we doing?		planning principles, which are things that should be applied within all plans. These include a plan on a page to give an overview of the service area; actions that the service will take over the next three years; evaluate the performance of the service; measures to track performance; alignment with organisational goals including corporate plan goals and the Future Generations act; and key risks facing the service.
		A template is available to all staff who complete service business plans. This template was designed to ensure plans meet the planning principles. Plans should be updated every quarter, and a self-evaluation should be done at the end of the financial year.
		A new quality assurance template was recently developed to assess whether the plans are meeting the planning principles and whether they are being regularly updated. This quality assurance report assesses against the key areas of the service business plans, namely plan on a page; action plan; measures; alignment; risks; finances; and evaluation (completed annually). This template was used to assess the quality of each plan. A traffic light system was used to indicate how well a section had been completed, where green meant a section was completed well, amber meant the section needed improvement and red meant the section was either not complete or completed incorrectly. Comments were also provided for each section, with advice on how to improve if a section was labelled as amber or red. This facilitated officers to easily identify which areas of their plan needed improvement, helping them to focus on key aspects.
	Implementation	The most recent of quality assurance of service business plans was completed during Q2 of 2022/23 using the developed template. We found that most plans required improvement. At this time nearly half were updated to Q1 with some still in draft form.
		The outcome of the quality assurance showed that some sections were consistently not completed robustly. These include progress updates on actions, alignment with the Future Generations act, actions not being specific enough, resources not identified, and the risk section being incomplete. The performance measurement section was also not used effectively in many plans. This limits the ability of services to use their service business plans to robustly plan, manage, and evaluate their performance and their role in delivering and informing the Council strategic objectives and risks.

	Reporting	The quality assurance reports were sent to all chief officers, managers and officers completing service plans in October 2022, identifying the key feedback on the plans. Further guidance and feedback were also offered to all, and any managers who needed any assistance in completing or updating their service business plans were encourages to contact the performance team. Further training and guidance on completing service plans is needed to ensure plans are completed correctly and are utilised by managers. Further support
		will continue to be provided on completing plans, and managers will be made aware of guidance available.
How do we know this?	<ul> <li>Service Business Plans</li> <li>Completion status of service business plans: total of 47 plans, 16 updated to Q2, 7 updated to Q1, 3 completed plans and 21 draft plans</li> <li>Feedback from managers completing the plans</li> <li>Quality assurance reports</li> </ul>	
Key actions moving forward	<ul> <li>Be consistent in checking the completion status of the service business plans and reminding managers to keep plans up to date; as we approach the end of Q3 a reminder will be sent to all managers to update their plans</li> <li>Remind managers of the available guidance and assistance to ensure that plans are being completed correctly</li> </ul>	

Self-evaluation			
	Self-evaluation is a way of evaluating, critically and honestly, the current position to make decisions on how to secure improvement for the future. It needs to be embedded across the organisation to help the council continually learn and achieve sustainable improvement and better outcomes for citizens, service users and its own workforce Self-evaluation allows us to assess our actions openly and honestly, and to consider whether the actions taken helped to reach our desired goals and objectives. This process helps us to learn what went well and what didn't, informing our future actions.		
How well are we doing?	Policy	The Local Government and Elections (Wales) Act 2021 requires each local authority in Wales to keep under review the extent to which it is meeting the 'performance requirements'. Under the Act, the mechanism for a council to keep its performance under review is self-assessment, with a duty to publish a report setting out the conclusions of the self-assessment once in respect of every financial year. A process to complete the council's first self-assessment report, as required by the new legislation, was developed. This included directorate workshops, which provided the opportunity for heads of service to reflect on their service area and assess activity against the Corporate Plan priority goals. The draft self-assessment was informed by a range of evidence including the output from the workshops along with other elements of the performance framework, such as Chief Officer reports, scrutiny, external regulation and the	

How do we know this? Key actions moving forward	Monmou     Ensure t	services to meet changing demands and ensure their sustainability including financial planning, workforce planning, procurement, assets, digital and data. ssment Report 2021/22 ithshire Wellbeing Assessment hat the annual self-evaluation section of service plans is completed e the Self-Assessment Report 2022/23
		the contents of the report and recommended its consideration by Council. The self-assessment report was agreed by Council and published in September 2022 meeting the requirements of the Local Government and Elections (Wales) Act 2021. The report provides a clear assessment of the extent the council met its wellbeing goals, which were set out in the Corporate Plan 2017- 22, the evidence to show this and identified areas of improvement. It also provided a clear evaluation of the key activity delivered as part of the interim Coronavirus strategies and the 'enabling functions' that support council
	Reporting	The next self-assessment report, due to be completed by the summer 2023, will evaluate the Council's performance against its wellbeing objectives. The self-assessment process to inform this will be reviewed applying the learning from the first process. The assessment will also assess whether the Council successfully implemented the actions identified as necessary in the previous self-assessment report. There was effective scrutiny and oversight of the draft report. The report was presented to Governance and Audit Committee and Performance and Overview scrutiny committee to review, scrutinise and make any recommendations for changes. The committee found it was comfortable with
		The self-assessment process and report provided a clear assessment of the council's performance. This has informed the Council's ongoing planning as part of the performance management framework and the development of the draft Community and Corporate Plan. The process also identified an evaluative mindset based on clear evidence is not consistently applied in the council's performance management arrangements to facilitate ongoing improvement. To ensure that self-assessment is embedded in practice, there is a need to further develop challenge and embed a more evaluative mindset.
	Implementation	Self-assessment and evaluation have been embedded in all aspects of work as part of the council's performance management framework to meet these requirements. Initially the Service Business Plans were reviewed to provide a better platform for self-assessment of performance. The process requires plan holders to continue to update on progress quarterly and has introduced a new annual 'self-assessment' section. By the end of the financial year, all service plans should contain a section evaluating their performance. The completion of these will aid the collation of evidence for the Council's self-assessment report. It will also help services to assess what worked well and what did not and should play a vital role in forward planning.

Performance Data and Information			
Purpose:	and locally set ind well as maximisin All staff and mem	ation are essential to our performance framework. This comprises of nationally dicators that services have developed to measure the impact of their service. As ag the use of data we hold to inform how we plan, manage, and deliver services. The bers need to regularly access and use performance data and analysis of evaluate the progress and impact of services	
How well are we doing?	Policy	The Council's Corporate Plan goals set out a range of measures that are used to evaluate progress and these have been used to evaluate performance in the 2021/22 self-assessment report. Performance metrics have also been developed and used to evaluate progress against the Council's coronavirus strategic aims. This has ensured evaluations of progress have been informed by a range of evidence for accountability. Summaries and infographics have also been developed to help communicate performance data and information to residents.	
		Each objective in the draft Community and Corporate Plan 2022-27 will be monitored using a mix of measures and milestones to evaluate our progress and enable accountability. Some targets have been proposed while others will need to more clearly defined aligned to the budget process or following further analysis of data. These measures and milestones will be used inform the self-assessment of progress against the well-being objectives through the annual self-assessment report.	
	Implementation	Service business plans principles requires services to use appropriate performance data and measures to monitor and evaluate performance. Quality assurance of service business plans shows there remains variability in the use, overall quality and completeness of performance indicators within services to assess performance. This can limit the ability of services to robustly assess their performance. Feedback and assistance are being provided to services, where required, to strengthen their planning.	
		The data capacity and capability roadmap to strengthen how the council uses data to guide its activity is being implemented. The first focus has been on growing data capability across the organisation through training and development opportunities for existing staff in all teams. Training sessions have been procured and the 'data hub' pages updated to include data related updates and training opportunities.	
		The second focus has been on generating better insight from existing datasets. The Performance and data insights teams progress in this area has been reduced, as ensuring statutory and legal data duties are met is the primary priority which is an increasing demand for the team. The budget proposals for 2023/24 include the proposal to remove the vacant data scientist post. Further development is needed in the Council's data maturity. Without development in the Councils in data maturity it would be challenging to gain maximum return on investment from a data scientist post. The use of data to inform the council's decision-making needs to be developed further. There needs to be a continued focus on facilitating and supporting the development of the council's data maturity within service areas.	

	Reporting	The "data hub" the council's performance measurement area hosted on the Council's intranet site has been refreshed and updated. A new interactive
		dashboard has been developed that can be used track progress of the measures set in the Community and Corporate Plan once approved. Further dashboards will be developed to track performance against the Councils' priorities and provide further data insights to inform the Council's planning and decisions making, for example using Census 2021 data.
How do we know this?	<ul> <li>Corporat</li> <li>Coronavi</li> <li>Draft Cor</li> <li>Monmout</li> </ul>	ssment report 2021/22 e Plan 2017-22 rus strategic aims porate and Community Plan 2022-27 Ithshire Council intranet 'data hub' performance measurements area usiness plan quality assurance
Key actions moving forward	<ul> <li>Once app Corporat</li> <li>Produce</li> <li>Develop</li> <li>Support s</li> </ul>	proved, embed the commitments, actions and measures in the Community and e Plan 2022-27 into the Council's performance management framework. an annual self-assessment report 2022/23 the "data hub" the council's performance measurement area services to develop data maturity to inform service planning and transformation :: data visualisation, data analysis and data insights.

Strategic Risk Management		
Purpose:	<ul> <li>The strategic risk register captures the high and medium level strategic risks that face the council in line with the council's risk management policy. This ensures that:</li> <li>Strategic risks are identified and monitored by the authority</li> <li>Risk controls are appropriate and proportionate</li> <li>Senior managers and elected members systematically review the strategic risks facing the authority</li> </ul>	
	<ul> <li>The strategic risk register will summarise:</li> <li>The nature of the risk, the consequences and impact with appropriate evidence</li> <li>The overall risk levels (high &amp; medium only) for the current year</li> <li>Estimated risk levels for the following two years</li> </ul>	

	Relevant	existing actions in place to mitigate the risks timescales for actions and the officers responsible (the risk owner) nformation – direction of travel in controlling the risk and evidence
How well are we doing?	Policy	The Council has a strategic risk management policy and guidance that is available on The Hub for members and officers to view. This defines the risk appetite of the council, and also provides guidance on rating and recording risks. This policy and guidance is used to inform the content and structure of the strategic risk register, which records all strategic risks facing the council, and should also be used by service managers when completing service business plans.
		The strategic risk register is a live document, available to all members and officers and is updated as necessary. It is located on the council's Hub, which ensures it is available at any point and can be used by committees at any point in the year to prioritise their work plan, as appropriate. The strategic risk register is informed by a wide range of evidence. The starting point for identifying risks are often service business plans, where heads of service and service managers identify the risks their service faces or will face over the next three years, as per the risk management policy. The strategic risk register is also informed by other evidence including performance data, regulatory reports, scrutiny findings and recent risk information.
		The register is updated regularly by assessing a wide range of evidence, including service business plans. Proposed updates are collated, and a report is presented to the Strategic Leadership Team (SLT) for discussion and agreement. During these updates, new risks may be added, mitigating actions may be changed or updated, risk levels may change, or risks may be removed. Reviewing and updating the register regularly ensures that the risks listed are the most relevant and that the mitigating actions in place are both appropriate and proportionate.
	Implementation	The strategic risk register ensures high and medium level strategic risks are identified, assessed and mitigation action identified to reduce or mitigate the risks, where possible. Regular updates to the strategic risk ensure it remains focussed on the most significant strategic risks facing the council and ensures risks are escalated and deescalated accordingly.
		In the most recent audit of service business plans, our quality assurance reports identified that the completion of service-based risk registers was often not robust enough or fully completed. This impacts the effectiveness of service risk identification and management, which also subsequently informs the strategic risk register. Feedback and further support are being provided to service business plan manager to strengthen the application of the risk management process. This will ensure that risks that should be captured in the strategic risk register can be easily identified within service plans, along with current mitigating actions, and will strengthen the process of risk escalation.
		We are a member of the recently formed WLGA Risk Management Network. We are using the network to share knowledge of emerging risks for local

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		authorities in Wales and practice for risk management. This will be used to
		inform the development of our risk register and risk management process.
	Reporting	The strategic risk register is reported regularly to Governance and Audit
		Committee enabling the committee to consider the effectiveness of the
		authority's risk management arrangements, and to scrutinise whether risk is
		being appropriately managed.
		The viely register was presented to Coverness and Audit corregisters in
		The risk register was presented to Governance and Audit committee in September 2022, where committee challenged risk identification and
		provided feedback on information required in future reports to enable the
		committee to fulfil their role effectively. As a result, there was a specific
		change to the risk register to identify the risk of climate shocks, with the
		climate change risk, risk 11, being split into two parts, with the second part being the risk of climate shocks. Also, the structure of the report has been
		amended in consideration of this feedback and a full presentation on the
		process of risk identification, management, and the role of committees in
		assessing the risk framework has been developed to be presented to the
		committee. This is important in ensuring that members are fully aware of
		their roles and what exactly is expected of them.
		The risk register is also presented to Performance and Overview Scrutiny
		Committee, enabling the committee to scrutinise the risks and risk owners to
		ensure that the correct risks have been identified and that they are being
		mitigated appropriately. A full presentation on the process of risk
		identification, management, and the role of committees in assessing the risk
		framework was presented to the committee to inform their role in the risk
		management process. The committee challenged risk identification and the
		impact of risk mitigation, particularly given some post mitigation risk levels
		were not assessed to change. The report also facilitated members to select
		particular risks to undergo further scrutiny if they felt necessary.
How do we	Strategic	risk register
know this?	Service b	usiness plans and service business plans quality assurance
	<ul> <li>Feedback</li> </ul>	from members at Governance and Audit Committee
	<ul> <li>Feedback</li> </ul>	from members at Performance and Overview Committee
		ns with colleagues at WLGA risk management network
Key actions		to update the risk register regularly to ensure that the appropriate risks are
moving		and are being proportionately managed
forward		h heads of service and service managers to improve the completion and quality
		entification and management within service plans
	<ul> <li>Update t</li> </ul>	he risk management policy and guidance

#### Appendix 2

### **Performance Management Framework**

Our performance management framework makes sure that everyone is pulling in the same direction to deliver real and tangible outcomes.

Building sustainable and resilient communities is the unifying purpose of the diverse range of services for which we are responsible. We are a partner in the Public Service Board, which is responsible for setting well-being objectives for the county. The council's own well-being objectives are set by the Council based on the same well-being assessment as the PSB objectives and, form the backbone of our Five Organisational Goals in the corporate plan. Each of our teams has a business plan that aligns to these objectives. We have a range of performance measures that we use to keep track of our progress. Our risk management policy enables us to manage strategic risks to our delivery. Our employee aims and objectives show the contributions that individual colleagues make to these objectives and delivering our vision in accordance with our values.

