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# MORAY COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK AND GUIDANCE

## 1. Introduction

- 1.1 This document sets out how Moray Council approaches performance and continuous improvement activity to ensure that it meets its obligations to deliver best value to the people of Moray.
- 1.2 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. It also helps us to place our customers at the centre of what we do as they can see how well we are doing and how we intend to improve.
- 1.3 Performance management is key to achieving high quality service delivery and delivering our priorities, and as a result improving outcomes for the people of Moray. It is about having the information needed to allow us to quickly take action if service delivery or outcomes are not as expected. This action may be at individual, team, service, corporate or partnership level.
- 1.4 All employees have a role in improving performance. This framework shows how individual activities contribute to the overall improvement of the service. That's why performance management is not an added extra, it has to be part of day to day service management and delivery.
- 1.5 The full performance framework is in three parts:
  - The Framework Overview –pages 1-19
  - Guidance and Templates – pages 20-29
  - Service Plans and Performance Indicators – developed separately
- 1.6 This Framework Overview is in turn divided into four sections:
  - The Theory of Performance Management
  - Planning and Prioritising Performance
  - Managing, Delivering and Reporting Performance
  - Reviewing and Improving Performance
- 1.7 This overview is subject to review on a regular basis (3 years) to ensure that it continues to operate effectively. If you wish more information on the framework or guidance notes or want support for the Performance Team please contact the Performance Management Officer, [xxxx@moray.gov.uk](mailto:xxxx@moray.gov.uk) or 01343 563320.

## THE THEORY OF PERFORMANCE MANAGEMENT

### 2. Vision

- 2.1 Performance management is one of the ways in which we work to deliver the corporate vision for Moray which is:

*'To make life better for everyone in Moray, where there is a positive future for all, within a vibrant economy, with empowered and connected communities'*

*Source: Moray Council Corporate Plan 2023*

### 3. What is Performance Management and Why is it Important?

- 3.1 The focus of performance management is about how we consistently plan and manage improvements to our services. In simple terms, performance management enables key decision makers, both Elected Members and officers, to take action based on facts about performance.

*'Managing performance is essentially about planning what an organisation wants to achieve, doing the work, reviewing what has been done and assessing whether it has the desired impact.'*

*Performance management involves gathering, analysing and acting on performance information to improve services and the quality of people's lives in the local community. Managing performance is a continuous part of the day-to-day role of Councillors and all staff.'*

*Source: Audit Scotland 2012*

- 3.2 Good performance management offers the council many benefits including:

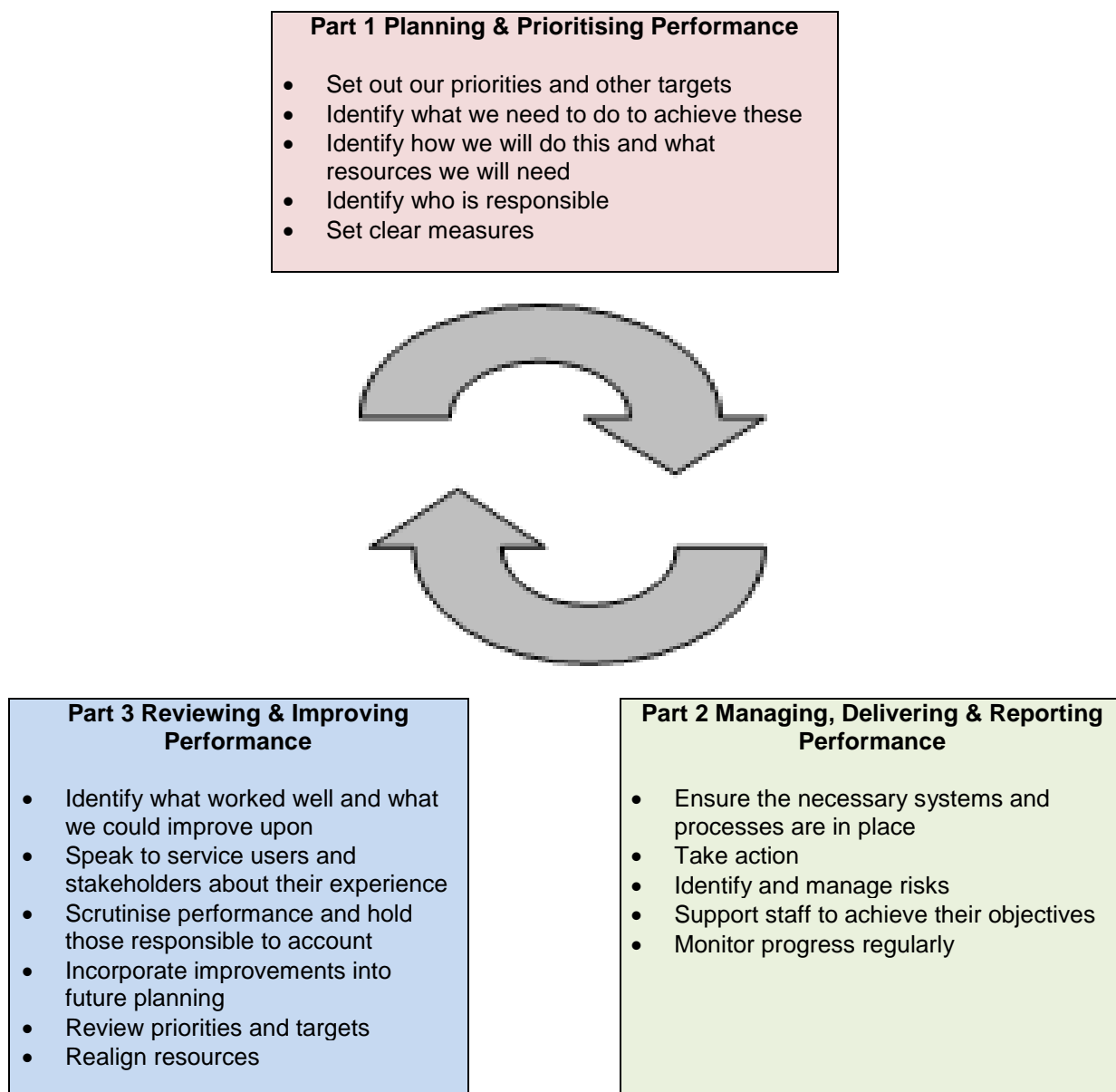
- Supporting the council's wider vision for Moray
- Driving continuous improvement
- Helping to clarify our corporate priorities and how they fit in the bigger picture
- Helping to measure whether priorities and outcomes are being delivered
- Promoting accountability and transparency
- Enhancing governance
- Enabling Best Value to be demonstrated
- Instilling confidence in employees, service-users and scrutineers
- Protecting and enhancing the council's reputation

### 3.3 What does effective performance management look like?

- 3.3.1 An ideal performance management framework should drive performance by defining relevant performance measures at various levels of the organisation, from the operational to the strategic. Data should be aligned with strategy and should drive organisational activity by identifying where activity needs to be changed.

### 3.3.2 Our framework has three parts:

Diagram 1



## 4. Embedding a Performance Management Culture

- 4.1 In successful organisations, a culture of performance management runs throughout everything the organisation does and it is clear how everyone in the organisation contributes to the overall objectives and priorities.

*“Local commitment to driving future improvement will only be achieved if council employees understand what they should be doing, how they should be doing it and how what they are doing contributes to the achievement of corporate objectives.”*

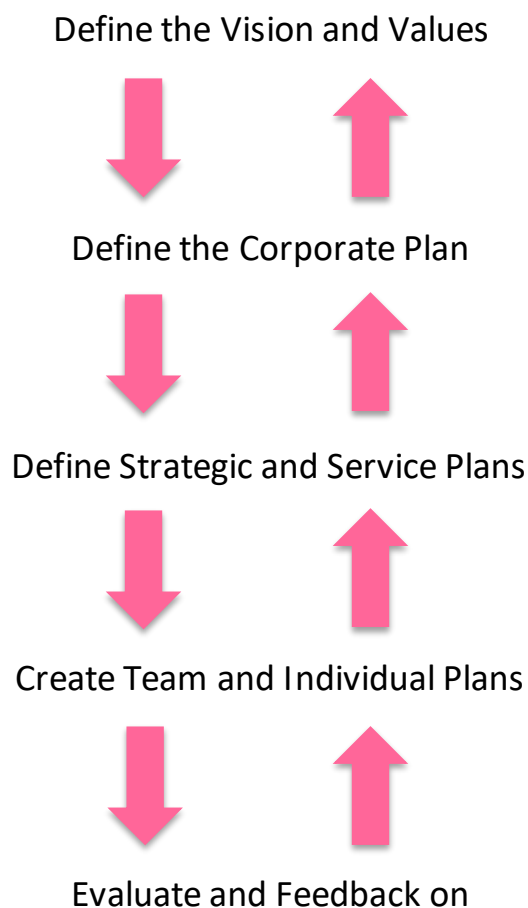
*Source: IDeA – Performance Management, the People Dimension*

- 4.2 Everyone in the council has a part to play in improving our services and achieving our strategic objectives. All of us need to understand the principles of performance management and how they are applied in Moray Council.

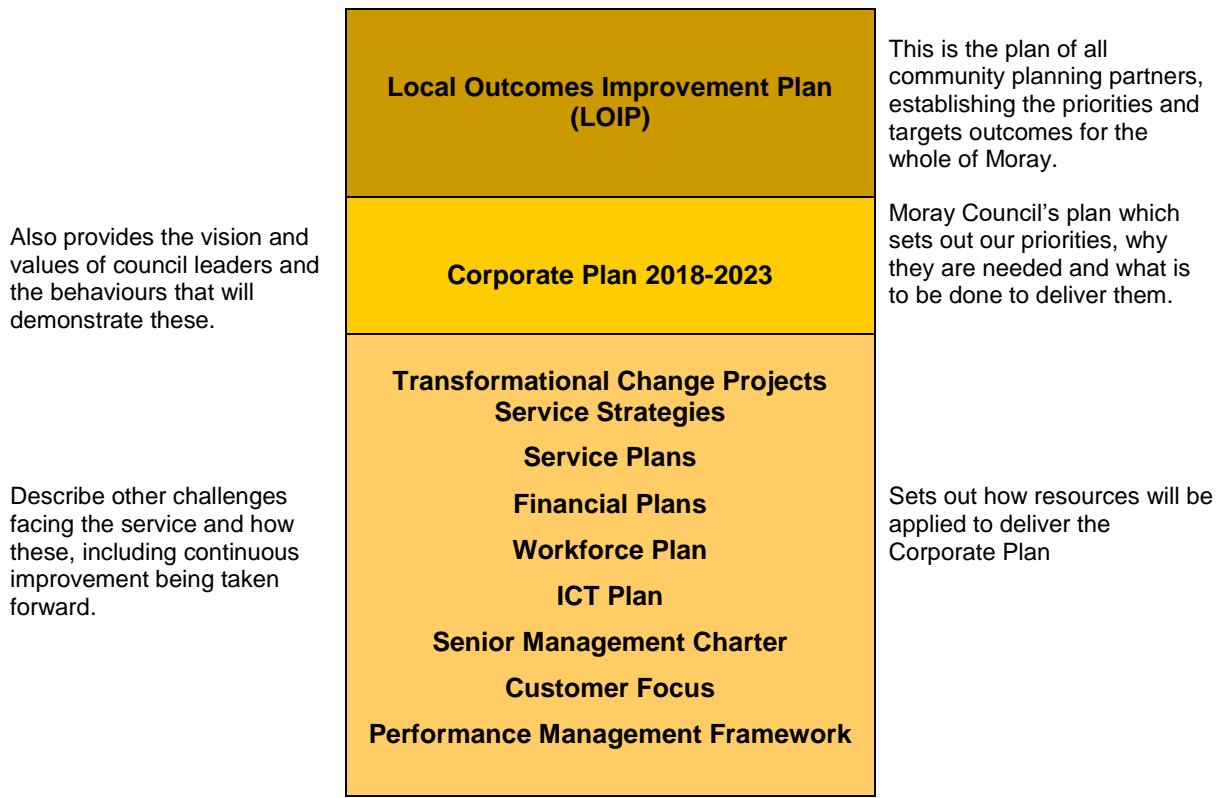
## 5. The “Golden Thread” – how plans fit together

- 5.1 Moray Council’s framework includes the strategies, plans, indicators, targets and standards that enable the performance of the council to be monitored to ensure the best possible outcomes for our customers, residents and communities. The “golden thread” is the phrase used to describe how our plans fit together and how this thread runs through them, connecting the strategic objectives of the council and our partners with the actions of managers and staff at directorate, service, team and individual level. The isn’t top down or bottom up, it’s both as the following diagram shows.

Diagram 2



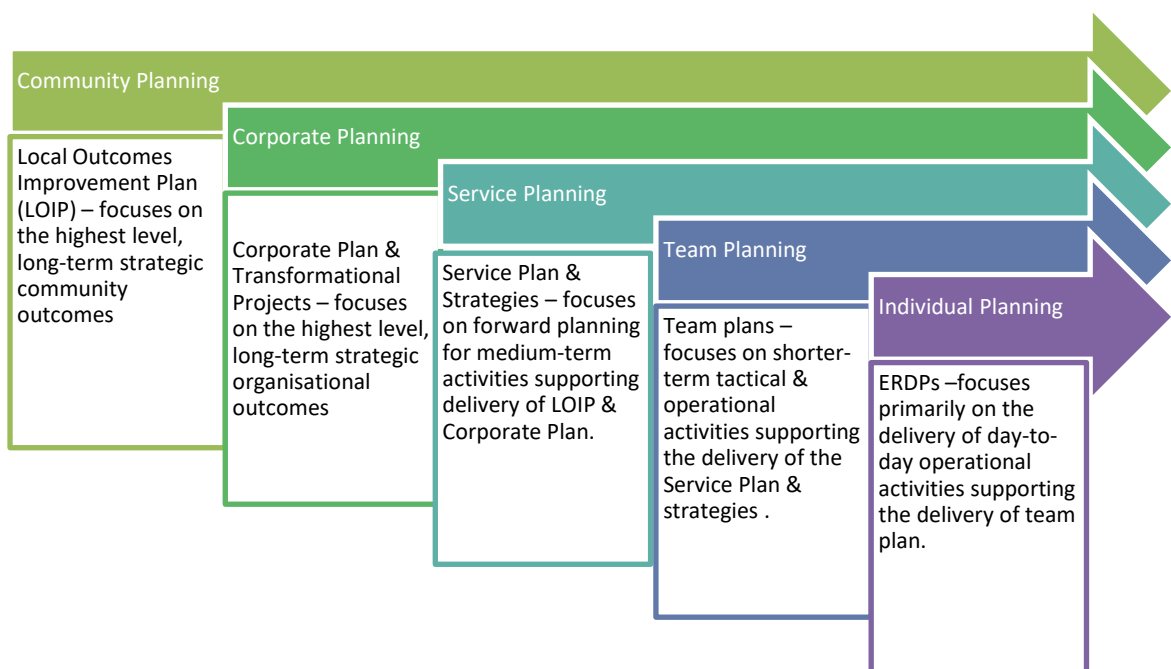
- 5.2 In looking at how we should define our corporate plan, we need to look more widely at other plans that cover the whole of Moray, primarily the Local Outcomes Improvement Plan (LOIP), as well as national priorities and local strategies that support effective governance, the efficient management of resources and the development of a performance management culture e.g. Financial strategy, ICT strategy. These all work together to help us deliver our priorities as a Council, and the golden thread is what links them.
- 5.3 The diagram shows how the corporate plan fits in with other key planning documents that cover the whole area.



5.4 Each of the 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 LOIP 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 plans provides the delivery and communication of priorities at all levels. This is shown in diagram 2.

5.5 The links between the various plans are shown in the diagram below.

Diagram 3



5.6 The diagram below shows how the three PMF strands, the Golden Thread and reporting cycles combine into our PMF.

### Moray's Performance Management Framework

	Plan & Prioritise	Manage, Deliver & Report	Review & Improve
Community Planning Partnership Level	<p><b>National Outcomes</b> These are set by the Scottish Government and place different expectations on each partner</p> <p><b>Moray 10 Year Plan: Local Outcomes Improvement Plan (LOIP)</b> Long-term outcomes for local people relating to raising aspirations through expanded choices, improvement livelihoods and wellbeing.</p> <p><b>Area Profiles</b> Evidence-base to support priority setting.</p>	<p><b>Public Performance Report/ Monitoring Statement</b> Reporting on progress made across the partnership against long-term outcomes and targets.</p> <p><b>Partnership Website – yourmoray</b> Online information about the Community Planning Partnership including monitoring and performance information.</p>	<p><b>Partnership Strategic Audits</b> Many audits are now carried out on strategic objectives and services focusing on the collective delivery from the partnership.</p>
Moray Council Corporate Level	<p><b>Corporate Plan 2023</b> Council's strategic long-term objectives and priorities and commitments for the council in the LOIP.</p> <p><b>Major Strategic Projects</b> Corporate Project approved through the Gateway system and under the direction of the Transformational Boards.</p>	<p><b>Public Performance Report/ Monitoring Statement</b> Reporting on progress made across the council against long-term outcomes and targets.</p> <p><b>Council Website</b> Online information about the council including monitoring and performance information.</p>	<p><b>Best Value Audit</b> External audit focusing on the difference the council is making within the Community Planning Partnership.</p> <p><b>Assurance &amp; Improvement Plan</b> Annual external corporate assessment by Local Area Network informing the planned audit activity for the council during the coming year.</p> <p><b>Self-Assessment/ Evaluation</b> Internal reviews undertaken by services using national tools or Best Value toolkit.</p>
Moray Council Service Level	<p><b>Service Plans</b> Service level priorities and actions.</p> <p><b>Strategies</b> Activities that support the delivery of long-term outcomes and strategic objectives</p>	<p><b>Public Performance Report/ Monitoring Statement</b> Reporting on progress made across the services or strategies against long-term outcomes and targets</p> <p><b>Council Website</b> Online information about services including monitoring and performance information</p>	<p><b>Services Specific:</b></p> <ul style="list-style-type: none"> <li>• Audit and inspections</li> <li>• Benchmarking</li> <li>• Customer feedback</li> <li>• Financial planning</li> <li>• Performance results</li> <li>• Risk management</li> <li>• Team/ operational plans</li> <li>• ERDPs</li> </ul>

Details of the three strands of the PMF and the reporting cycles are explained in the following sections.

## **PLANNING & PRIORITISING PERFORMANCE**

### **1. Introduction**

1.1 The key planning and prioritising documents underpinning the PMF are:

- National Performance Management Framework and Outcomes
- Local Outcomes Improvement Plan (LOIP)
- Corporate Plan
- Service Plans
- Team Plans
- ERDPs

1.2 Together these documents set out the main activities that the council carries out in the delivery of its functions. The actions set out in these plans may be complemented by thematic plans, service specific strategies, locality plans, financial plans and workforce plans.

1.3 Each of the main underpinning documents are explained below. The current priorities and their supporting documents should filter down the hierarchy of plans.

### **2. National Performance Management Framework and Outcomes**

2.1 This sets out the direction and ambition of the Scottish Government and includes 5 strategic objectives, 16 national outcomes and 55 national indicators. The strategic objectives for these purposes can be summarised as:

- Early years and early intervention
- Outcomes for older people
- Health Inequalities
- Economic Recovery and Growth including Employability
- Public Sector Reform

These objectives are driven forward through a combination of legislation, policy and funding initiatives. A recent example is the Early Years initiative which has been supported by new legislation, policy and a change fund. Not every national strategic objective can or should be directly imported into the LOIP or Corporate Plan. However, major initiatives and shared objectives are likely to also feature in local plans.

### **3. Local Outcomes Delivery Plan (LOIP)**

#### **Plan**

3.1 Community Planning is a process which helps public agencies to work together in a Community Planning Partnership (CPP) and with the community to plan and deliver better services which make a real difference to people's lives.



- 3.2 The CPP must prepare and publish a Local Outcomes Improvement Plan (LOIP) which sets out the local outcomes which the CPP will prioritise for improvement.  
Tackling inequalities will be a specific focus. They must also produce 'Locality Plans' at a more local level for areas experiencing particular disadvantage. All partners must take account of these plans in carrying out their functions, and must contribute appropriate resources to improve the priority outcomes.

### **Prioritise**

- 3.3 The LOIP vision for Moray is:

*'Raising aspirations through expanded choices, improved livelihoods and wellbeing.'*

*Source: Moray 10 Year Plan Local Outcomes Improvement Plan*

- 3.4 The CPP have identified four main priority areas to guide their work and deliver their vision:

1. Growing, diverse and sustainable economy
2. Building a better future for our children and young people in Moray
3. Empowering and connecting communities
4. Changing our relationship with alcohol

- 3.5 In addition two Locality Plans are being developed, one for New Elgin and another for Buckie.

## **4. Corporate Plan**

### **Plan**

- 4.1 The Corporate Plan is the council's primary statement of what we aim to achieve and the resources required to do this. It sets out the council's vision, values and priorities and the context for implementing these. There are strong links between the Corporate Plan and the LOIP.

### **Prioritise**

- 4.2 The Corporate Plan describes how we will deliver our LOIP commitments, as well as our own priorities. The Corporate Plan outlines the transformational change required within the Council to deliver better services, address the challenges, maximise income and employment, and manage a reduction in public sector funding.

- 4.3 Moray Council's Corporate Plan states our vision as

*'To make life better for everyone in Moray, where there is a positive future for all, within a vibrant economy, with empowered and connected communities'.*

*Source: Corporate Plan 2023*

- 4.4 The vision for Moray links to our four strategic priorities:

- Provide a sustainable education service aiming for excellence
- Ensure caring and healthy communities

- Promote economic development and growth, and maintain, and promote Moray's landscape and biodiversity
- Work towards a financially stable council that provides valued services to our communities

## 5. Service Plans

### Plan

5.1 Service Plans are an integral part of effective performance management. They outline how each directorate will deliver on the Corporate Plan and reflect our vision. An effective Service Plan forms a vital part of the golden thread, so all directorates' services/teams and in turn all employees are fully aware as to how they contribute and are responsible for achieving the council's strategic priorities.

### Prioritise

5.2 Service Plans are set over a three-year period and are written at Head of Service level. Service plans are reviewed and updated on an annual basis, aligned closely with the financial planning, corporate and CPP strategic priorities and the council's transformation programme.

5.3 Key drivers like legislation, corporate priorities, and available resources determine the plan's objectives, as well as improvement actions.

5.4 To ensure service delivery against the corporate priorities demonstrating the 'golden thread', Service Plan templates have been prepared and these will be pre-populated with their relevant corporate priorities.

5.5 Service Plan Guidance is contained in the appendices (**Appendices 1 and 2**)

## 6. Team/Operational Plans

### Plan

6.1 To strengthen the council's performance management framework services are recommended to develop Team/Operational Plans to demonstrate that there is a clear 'golden thread' leading from the Service Plans through the Team/Operational Plans and on to an employee's Employee Review and Personal Development (ERPD). Team/Operational Plans provide a key document for staff in preparing their ERDPs to ensure that their ERPD objectives align with the objectives and actions of the directorate and/or Service Plan.

### Prioritise

6.2 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.

## **7. ERDPs**

### **Plan**

- 7.1 In order to ensure that an individual employee's performance and development objectives are fully aligned with the priorities of the council, a robust and regular staff appraisal process is vital. The ERDP process enables this alignment and ensures that establishment of the 'golden thread', linking personal objectives right through to delivery of the council's strategies, plans and priorities. It is therefore vital that all managers ensure the annual ERDP reviews are being implemented across their service areas.

### **Prioritise**

- 7.2 The Employee Review and Development Programme (ERDPs) helps to identify the role of the individual in delivering the Team / Operational Plan as well as focussing on how the Council can support individual employees to provide services which will enable us to achieve our vision. Individual objectives for the year ahead are set to support this.

## MANAGING, DELIVERING AND REPORTING PERFORMANCE

### 1. Introduction

- 1.1 Performance information allows us to ensure resources are in the right place to achieve results. There are a range of methods and tools used to enable us to manage our performance. These include Pentana, the council's performance management system, benchmarking tools and customer service standards, where they are defined.
- 1.2 Our focus should be on delivering the actions laid out in the various plans. At certain intervals, we need to review and monitor how we are performing against targets and benchmarks we set against those actions so that we can continuously improve our services to local people. Having reviewed our performance we should identify what is working and what needs to change.
- 1.3 To complete the cycle, we need to tell our stakeholders how well we performed against our stated actions and targets. This information is contained in a wide range of performance information which is made available through reports to committee and our public website.

### 2. Manage

#### Performance Measurement

- 2.1 Accurate, high quality, timely and relevant performance data at all levels of the organisation helps us to keep improving. Performance measures are reviewed on an annual basis to ensure that the data collected is useful in terms of being able to measure performance and delivery against key priorities and outcomes.
- 2.2 Good performance measures are SMART:
  - Specific – Performance measures have to indicate exactly what result is expected so that the performance can be judged accurately.
  - Measurable – The intended result has to be something that can be measured and reported in quantitative and/or clear qualitative terms.
  - Achievable – Performance measures are realistic.
  - Relevant – Performance measures matter to the intended audience and relate to the service being measured.
  - Timely – Information is available to support effective decision-making as well as allowing for the reporting of performance in a timely manner.

## **Targets**

- 1.3 Setting targets allows us to work towards improving our services. Targets should be based on past and current performance as well as comparisons with other services/councils so they contribute to improved performance.

Targets can:

- Promote accountability
- Help manage a service
- Stretch performance
- Enable self-improvement

## **Using Pentana (formerly Covalent) to capture actions and Performance Indicators (PIs)**

- 2.4 Performance data is reported via Pentana, the council's online performance management system. Pentana allows us to effectively analyse data, track progress of indicators and actions and to provide and communicate regular and robust performance information to managers and Elected Members.
- 2.5 Pentana can capture all activity (actions, sub-actions and milestones), PIs and risks and where appropriate link these together (for example, specific actions may mitigate against risks; specific actions will affect movement within performance indicators). This enables a direct link to be seen between the work being undertaken and the resulting impact of this work.
- 2.6 Performance can be monitored in a range of frequencies e.g. monthly, quarterly, half yearly and annually. The system also means that all data is stored in one place. Ongoing development of Pentana is supported by Research and Information Officers (RIOs) who will work with Heads of Service and Service managers to collect data for monitoring purposes .

## **Monitor**

- 2.7 Performance reporting to Elected Members is underpinned and supported by detailed reporting and scrutiny at service and directorate level.
- 2.8 It is the responsibility of the relevant Head of Service to deliver and monitor progress of service strategies and service plans that have clear and measurable milestones and performance indicators which will support both the delivery of the Corporate Plan priorities as well as all other service functions.
- 2.9 Actions and indicators are cascaded down from the strategic level and assigned to the relevant service lead who will take responsibility for implementation. Significant performance breaches or risks identified during the monitoring process can be escalated via the Departmental Management Team (DMT) and Corporate Management Team (CMT) for corrective action/decisions to be made.

## **Performance management processes, systems and information**

- 2.10 Each plan's objectives are detailed and taken forward through specific actions and indicators for service managers and their staff. Actions, PIs and associated risks are uploaded into Pentana and monitored on a regular basis.

## **Performance Indicator Level Hierarchy Chart**

2.11 Performance monitoring information will be provided at 5 indicator levels in the support of delivery of CPP outcomes and strategic corporate priorities.

- Level 1 - A suite of national core outcome indicators set by the Scottish Government as measures of progress towards achieving national outcomes.
- Level 2 - A subset of the CPP targets that have been delegated to the council or one of the Council's strategic partnerships groups.
- Level 3 - Corporate Plan indicators measuring performance against priorities.
- Level 4 – Service Plan indicators measuring performance against priorities.
- Level 5 - A range of locally developed indicators that support priority setting and input to the planning process.

## **Quality assurance information**

2.12 Data reported influences decisions at all levels and so having good quality data is essential.

Heads of Service and Service Managers supported by the RIOs and other key staff are responsible for undertaking their own quality assurance throughout the year, checking that systems and methods used to measure and report the data are robust and effective.

## **Reporting and analysis of information**

2.13 Reporting and analysis of information to support delivery with ongoing monitoring of performance against national outcomes, corporate priorities and local indicators will be supported by the RIOs. Information will be drawn from our systems where available.

2.14 Performance will continue to be monitored through DMTs on a quarterly basis; CMT and Service Committees on a six monthly basis; and annually to CPP and some committees.

- Level 1 information will be reported to Committee annually and, where required to Scottish Government
- Level 2 will be reported to Community Planning Board annually
- Level 3 will be reported to CMT and Committee annually
- Level 4 will be reported to CMT and Committee half yearly
- Level 5 will be reported to DMTs quarterly

Additional operational dashboards for managers and staff will be developed over time in support of service performance objectives.

### **Specific/Detailed Analysis**

- 2.15 RIOs and other key staff undertake service specific research and analysis to support the development of strategies and high level plans. The scope of the research and analysis is agreed at the start of the project.
- 2.16 Additionally, geographically based information and detailed specific analysis in support of strategic and locality priorities is available from the RIOs and other key staff as is nationally published data such Scottish Index of Multiple Deprivation (SIMD) and Census data.

## **3. Deliver**

### **Delivery of High Level Plans**

#### **LOIP**

- 3.1 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.
- 3.2 The strategic direction of the Moray Community Planning Partnership is set by the Community Planning Board which is supported by four strategic partnership groups: Moray Economic Partnership, Moray Chief Officers Group, Moray Integration Joint Board and Community Learning & Development Partnership.
- 3.3 Strategic Partnership Groups have lead responsibility for meeting a priority within the LOIP and are responsible for reporting progress on an annual basis to the Community Planning Board.

#### **Corporate Plan**

- 3.4 The Corporate Plan 2023 includes the Council's commitments from the LOIP alongside other strategic priorities. Departments with lead responsibility for meeting council priorities are defined within the Corporate Plan and they will be responsible for reporting progress on an annual basis to the Corporate Management Team, Policy and Resources Committee and annually to the Audit and Scrutiny Committee.

#### **Service Plans**

- 3.6 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 are defined within Service Plans. They are responsible for reporting on a half yearly basis by exception (where performance has not met target) to the Corporate Management Team and Service Committees.

#### **Team / Operational Plans**

- 3.7 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 Management Teams quarterly. This would include the undertaking and tracking of team plan activities, operational performance indicator results and complaints.

## Service Strategies

- 3.8 Strategies also set out what the service aims to deliver over a period, more often focused by theme. Heads of Service assume responsibility for activities that support objectives and outcomes. Strategies have to be more flexible due to the time span they cover but annual progress reporting to Service Committee is required, with milestones and outcome based indicators used to do so.

## Major Complex Projects

- 3.9 CMT have taken a corporate approach to project management to bring control and discipline to high risk, large investment and complex projects. The Project Management Governance Policy provides a framework for the council by defining roles, responsibilities, procedures and controls with the aim of enhancing successful project delivery. Projects are allocated to one of the Transformational Boards (Learning, Economy and Council) which streamline governance arrangements and incorporate Elected Members representation. Projects referred to the Boards have been subject to the Gateway process managed by CMT which ensures that minimum standards are met when a project is initiated.
- 3.10 Monitoring information is collected monthly and reported to the Boards on an eight-week cycle. Service Committees receive regular updates on these projects, albeit not as part of the Transitional Board arrangements but more that the Senior Responsible Officer / Project Sponsor will have occasion to report to committee i.e. to request funding, report slippage or progress. More routine reporting to committee may be developed as the Transitional Boards mature.

## 4. Report

- 4.1 Reporting performance to Elected Members, the public and other stakeholders helps to ensure accountability. Elected Members have a key role in prioritising and scrutinising improvement activity through the committee process including:
- The approval of the Corporate Plan, Financial Plans, Service Plans, high level strategies and annual reports.
  - The scrutiny of six monthly performance reports.
  - The approval and scrutiny of action plans developed in response to investigation, inspection or audit actions.
- 4.2 Further details of the roles and responsibilities within the PMF are explained in the appendices (**Appendix 3**) and the reporting cycles (**Appendix 4**)

### **Annual/Public Performance Reports (PPR)**

- 4.3 For some services and plans, there is a requirement to produce annual reports to stakeholders and performance results at service level support this obligation. These annual reports are sometimes referred to as Public Performance Reports.

*'Public Performance Reporting should give stakeholders information that allows them to make informed judgements about public services, to contribute to decisions about what standards of service should be pursued, and to challenge performance in the interests of future service improvement. To be*



*productive PPR has to involve the right information going in the right way to the right people at the right time.'*

*Source: Statutory guidance (The Local Government in Scotland Act 2003 Best Value Guidance)*

- 4.4 There is an annual Public Performance Report on the LOIP usually published at the end of the calendar year.
- 4.5 The annual Public Performance Report on the Corporate Plan is published annually in July.
- 4.6 Service Plans are reported on 6 monthly to Service Committees with the quarter 4 report being an Annual Performance Report covering progress, challenges and improvements undertaken during the previous year.
- 4.7 Links to all performance related reporting is included on the Performance page of the Council's website.
- 4.8 Further guidance on Annual Service Performance Review is explained in the appendices (**Appendix 5**).

## REVIEWING AND IMPROVING PERFORMANCE

### 1. Review

- 1.1 The review stage assesses whether or not we are on course to deliver our outcomes, service objectives and targets, so that corrective action(s) can be taken where needed, and success can also be celebrated. This stage focuses on evaluating, or self-assessing, rather than monitoring. Review will occur at all levels within the performance framework but will culminate in a formal review process annually (public performance reporting or the service annual performance report).
- 1.2 This stage in the performance management cycle is about learning from the information gained. This stage is crucial to developing an organisational culture of performance, it is about gathering and understanding information about what has and has not worked.
- 1.3 Analysis, knowledge and information is gathered and scrutinised from a number of sources, including:
- Current performance - How are we performing against targets? Are objectives and targets still relevant and realistic?
  - National priorities - Have national priorities remained the same?
  - Self-assessment - Following evaluation from strategic through to service level what have we learned about ourselves and how we are performing?
  - Resource availability - How are we performing financially and in terms of our workforce?
  - Risks - What are our main risks and how are we managing these?
  - Surveys - What do public, service users and/or staff think about particular themes and objectives? Have the public's priorities changed?
  - Complaints and feedback - What are our service users saying? What are we doing well/poorly?
  - Staff views - What are our staff saying? Are our staff motivated and engaged in delivering our vision and objectives?
  - External audits and inspections - What are external scrutiny bodies saying about us? How do they feel we are performance following inspection? Are changes needed, if so, how quickly can we implement these?
  - Internal audits - Do we have a process of internal audit of services and if so what are the outcomes and finding of these audits?
- 1.4 As a result of analysing all the information, informed decisions can be made and corrective action taken where required. This may include a redistribution of resources, revised plans and timescales, or even a revision to our corporate objectives and priorities in the next round of planning.

## **2. Improve**

2.1 Areas for improvement may be identified from the following sources:

### **Improvement through self-evaluation**

- 2.2 Self-assessment and evaluation underpin the council's PMF. Unlike external scrutiny, self-assessment does not rely on others to make the assessment but is completed by the council, directorate or individual services.
- 2.3 Robust and regular self-evaluation is critical to inform and deliver performance improvement, and the council uses a variety of methods to include Public Sector Improvement Framework (PSIF) and Public Library Quality Improvement Matrix (PLQIM). It is crucial that these self assessments are done regularly, with PSIF reviews for example recommended every 3 years. In Integrated Children's Services specific teams address self-evaluation; Quality, Assurance, Performance and Planning Team (QAPP).

### **Scrutiny and assurance**

- 2.4 Scrutiny and assurance is provided by service committees and the Audit & Scrutiny Committee. A key component of scrutiny and performance assurance processes is the inspection of services by external scrutiny bodies. The findings from those inspections taking place during the year forms part of the public annual performance report and regular reports to service committee.

### **External audits and inspections**

- 2.5 A Local Area Network (LAN) operates for each council area bringing together representatives of all the main local government audit and inspection agencies in a systematic way. Their common aims are joint scrutiny; scheduling and planning; agreeing the shared risk assessment (SRA) and the delivery of a single corporate assessment – Assurance Improvement Plan (AIP). The AIP outlines any planned scrutiny and inspection activity which will be undertaken as a result of the assessment. Audit Scotland leads the coordination of this work.
- 2.6 Evidence from the LAN assessment confirms that we are clearly focusing on and improving our performance management and continuous improvement arrangements.

### **Benchmarking**

- 2.7 Benchmarking can contribute to improving services by sharing data, processes and solutions to common areas. Benchmarking can be undertaken with other councils, organisations and sectors but also carried out internally across services.
- 2.8 The introduction of the Local Government Benchmarking Framework (LGBF) coordinated by the Improvement Service requires the council to include comparison with other local authorities as part of their public performance reporting. The core purpose of the LGBF is to support all councils to improve their services by working and learning together.

- 2.9 Engaging in benchmarking helps us to improve our use of performance information, our understanding of why councils vary in terms of what is achieved for our communities and sharing service practices across all councils. This information is publicly available so that we can be held to account for what is achieved.
- 2.10 The LGBF is made up of a range of data drawn from an array of already collected and validated sources e.g. Local Financial Return, national datasets, etc., as well as performance indicators retained from the old Statutory Performance Indicators (SPIs), where information is provided directly by councils.
- 2.11 Each year the council reviews its performance in relation to the national LGBF data as well as in relation to our ‘family groups’ (other local authorities similar to us) in order to explore areas where we can improve performance in relation to, for example, cost or customer satisfaction.
- 2.12 In addition to the LGBF council there are several other sources of benchmarking activities including:
- Insight – a virtual education comparator
  - Chartered Institute of Public Finance and Accountancy (CIPFA)
  - Society of IT practitioners in the public sector (SOCITM)
  - Society of Local Authority Lawyers and Administrators in Scotland (SOLAR)
  - Association for Public Service Excellence (APSE)

### **Implementing changes**

- 2.13 Implementing changes embeds quality and improvement across the council. Changes are informed by the areas for improvement identified as part of the monitoring and review process. Change may be incremental, relating to continuous improvement or transformational.

## SERVICE PLAN GUIDANCE

The Service Plan is a three-year plan with the budget set for one year. It's split into two distinct sections – a Strategic Section (locked down against commitments in national outcomes, LOIP and Corporate Plan) and a Service Section (flexible to reflect service priorities not covered in those high level plans).

Service Plans have three key purposes –

1. They allow managers to illustrate how their services will contribute to the delivery of national outcomes, the LOIP and the Corporate Plan.
2. They influence the budget allocated to agreed outcomes.
3. They are made public and therefore contribute to our statutory requirements for PPR.

### **SERVICE PLAN CONTENT**

#### **Overview**

Service Plans are recorded in Pentana and are supported through the service monitoring process. The end result is a plan with strategic and service level priorities, targets and performance indicators. In creating your Service Plan you should consider:

- National Outcomes
- LOIP
- Corporate Plan
- Previous Service Plan
- Any major strategies or initiatives, action plans and PIs for your service
- LGBF

#### **Detailed Guidance**

There are five sections in the Service Plan, which are:

1. Service definition - This is where the purpose of the service is briefly explained in typically 2-3 sentences.
2. Service resources – A simple summary of people (counted in FTE) and budget for the service.
3. Key Service Improvements – This lists a small number of the most significant improvement activities the service will undertake, explaining why that activity is necessary – what is the challenge it addresses and what evidence has been used to identify the improvement? These improvements should then be referenced in sections 4 or 5.
4. Strategic priorities – The strategic priorities will be locked-down and populated from priorities expressed in national outcomes, LOIP and Corporate Plan.
5. Service priorities – these are flexible specific service level priorities not already contained in one of the high level plans.

## Strategic and Service priorities

### Strategic Priorities (fixed)

Service Plans should reference the agreed priorities already contained in national outcomes, LOIP and Corporate Plan. These priorities are ‘fixed’ and require to be prioritised by the service for delivery. Therefore any priorities within these areas must be listed in the Service Plan in the ‘locked down’ section.

LOIP and Corporate Plan priorities are listed in the table below.

National priority	Early Years & Early Intervention	Outcomes for Older People	Health Inequalities	Economic Recovery & Growth Employability	Public sector Reform
LOIP priority	Building a better future for our children & young people in Moray	Empowering & connecting communities	Changing our relationship with alcohol	Growing, diverse & sustainable economy	Community Planning Partnership
Council priority	Provide a sustainable education service aiming for excellence	Ensure caring & healthy communities	Support for Moray IJB and as shown relative to caring & health communities priority	Promote economic development & growth, & maintain, & protect Moray landscape & biodiversity	Work towards a financially stable council that provides valued services to our communities
Specific Plans	Integrated Children's Service Plan	Integrated Health & Social Care Strategic Plan	Local Development Plan Strategic Housing Investment Plan Moray Growth Deal Skills Development Plan	Corporate Plan	
Supporting strategies	National Improvement Framework Early Learning & Child care Delivery Plan Corporate Parenting Strategy Early Years Strategy	Community Learning & Development Plan Moray Cultural Strategy Moray Social Enterprise Strategy Locality Plans CPP Community Engagement Strategy Moray Lifelong Learning Strategy	Moray Economic Strategy Employability Strategy Moray Skills Strategy Developing the Young Workforce Attainment Strategy Moray Transport Strategy Local Housing Strategy	ICT Strategy Workforce Strategy Procurement Strategy	
Organisational plans	Education & Children's Services Service Plan	LOIP & Locality Plans Planning for Real Local Management Groups' Action Plans	Development Services, Direct Services, Housing and Property Service Plans	Education & Children's Services, Corporate Services Service Plans Financial Management Procurement Workforce Plan Asset Management ICT & Digital	

The strategic outcomes or priorities are chosen from the drop-down list of the strategic priorities shown above. These outcomes form the strategic plan element and will be locked-down for the life of the Service Plan. The detail on how we will achieve that strategic priority or outcome in Moray should be added in this section.

### Service Section (flexible)

This section contains the activities which are not directly referenced in the strategic priorities but are nonetheless essential to ensure our services continually improve. These priorities would be taken from relevant legislation for the service, service pressures and challenges and other areas for improvement or development.

### Delivering Outcomes

To demonstrate delivery of outcomes, the service identifies appropriate success measures, targets, timescales and where possible benchmarks. This section of the Service Plan is live and forms the service section of the Plan. It is monitored by the Corporate Director, Head of Service and senior managers.

This section should have:

- An outcome which describes the difference we will make through the work that we do. Outcomes are not inputs like staff time, resources or partner contributions. Nor are they outputs or activities. Outcomes are the impacts which our activities have on stakeholders. Outcomes are best described using change words like increased, better, fewer or improved.
- Each outcome should be accompanied by at least one outcome measure. Outcome measures can be difficult to identify. They can identify change in the short, medium or long term. Often there will be national indicators which are collated locally which can demonstrate progress towards delivering outcomes. If it's not possible to identify a measure, then consider recasting the outcome.
- A completion target or forecast against each priority.
- Try to include measures which describe the quality of the service and the impact on customers
- If the service delivers a measure already incorporated into the LOIP where possible this should be included
- LGBF measures should be considered for inclusion

### Priority Rating

Sometimes it will be important to recognise a priority in the Service Plan but also to acknowledge that available resources, however efficiently they are used, will make delivering that priority very challenging. If there is a real risk that all priorities cannot be delivered on target, assigning each priority a rating to show that the priorities themselves have been prioritised within the service for delivery is good practice. This allows Elected Members to scrutinise and challenge this prioritisation and also makes the challenges clearer for the public.

SERVICE PLAN TEMPLATE

<b>1. Service Definition:</b>						
<b>2. Service Resources:</b>						
<b>3. What have we identified for improvement in 2019/20?</b>			<b>What evidence did we use to identify this improvement? Please add benchmark information wherever available and relevant to the improvement.</b>			
<b>4. Strategic Outcome or Priority</b>	<b>Action</b>	<b>Planned Outcome</b>	<b>Outcome measures</b>	<b>Completion target</b>	<b>Lead</b>	<b>Priority Rating</b> (1 high 3 low and 4 for ongoing, 5 for on hold?)



5. Service Level Outcomes or Priorities	Action	Planned Outcome	Outcome Measures	Completion Target	Lead	Priority rating

## ROLES AND RESPONSIBILITIES

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

- 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

There are some specific roles and responsibilities in addition to the generic ones mentioned above. These specific roles and responsibilities are contained in the table below.

<b>Roles &amp; Responsibilities – who does what</b>	
<b>Audit &amp; Scrutiny Committee</b>	The Audit and Scrutiny Committee scrutinises performance information received from Service Committee to ensure key objectives are being met, identifying potential improvements and recognising success.
<b>Community Planning Board</b>	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.
<b>Corporate Directors</b>	Strategic responsibility for the directorate. Responsible for leading and directing the performance of their directorate and contributing to the council's priorities.  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
<b>Corporate Management Team (CMT)</b>	The Corporate Management Team (Chief Executive and Corporate Directors) have responsibility for monitoring the overall progress against the strategic plans of the Council.
<b>Corporate Policy Unit</b>	The Corporate Policy Unit is responsible for maintaining the Council's performance management software: Pentana; collating performance information corporately and drafting consolidated performance reports for the Corporate Management Team, Audit & Scrutiny 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.
<b>Departmental Management Teams (DMTs)</b>	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.
<b>Heads of Service</b>	Responsible for the delivery of the Service Plan, overseeing the performance of service areas within their remit and contributing to the council's priorities
<b>Individuals</b>	All staff have a responsibility to deliver the tasks that have been agreed in their ERDPs and understand how their work contributes to the overall strategic objectives
<b>Line Managers</b>	Responsible for delivering Team / Operational Plans, monitoring and managing performance against targets and supporting staff to deliver their objectives
<b>Research &amp; Information Officers</b>	RIOs should work alongside Heads of Service and Lead Officers to assist in the development of local performance indicators across services and produce relevant information in the monitoring of indicators e.g. exception reports on activity targets.
<b>Senior Managers</b>	Responsible for setting objectives and targets, monitoring and managing performance against targets and contributing to the council's priorities
<b>Service Committees</b>	Service Committees scrutinise performance information received from services to ensure priorities are met, identifying potential improvements and recognising success.
<b>Service Managers</b>	Service Managers are responsible for delivering the tasks set out in their team plans and reporting on performance indicators.
<b>Service staff</b>	Data, collection, input and reliability
<b>Transformational Boards</b>	Responsible for overseeing progress against major complex projects approved through the Gateway process and assigned to one of the three Transformational Boards.

## REPORTING CYCLES

### **Introduction**

Performance is reported on a quarterly, six monthly and annual basis to a variety of audiences. Scrutiny of performance is an essential tool for improvement and is carried out at all levels of the council by senior managements, Corporate Management Team (CMT) and Elected Members. Reports are submitted to the various committees on a 6 monthly basis.

### **Reporting Format**

Pentana holds performance information; in addition data on resources and staff absences is collated corporately.

The data extracted from Pentana is supported by written reports that highlight the departmental successes, challenges and actions to support the challenges. Performance reports are submitted to the various service committees and partnership meetings on a quarterly, 6 monthly and annual basis to allow scrutiny from Elected Members, partners and senior managers.

Each service completes a PPR which summaries the key successes, key challenges and key improvement actions to address the challenges. This is supported by data, case studies, customer satisfaction including complaints and summary of any engagement with the resulting improvement actions. This is completed at the end of each financial year and forms the basis of the corporate annual report.

## Performance Reporting Cycle and Responsibilities

	CMT	CPB	Service Committee	A&S	P&R	TRANSFORM BOARDS	SMT/ DMT
<b>LOIP &amp; Indicators</b>		Lead Partner (A)					
<b>Corporate Plan &amp; Indicators</b>	Head of Service, Lead Department (A)			Head of Service, Lead Department (A)	Head of Service, Lead Department (A)		
<b>Transformational Programme</b>						Senior Responsible Officer (8 weekly)	
<b>Strategies &amp; Indicators</b>			Head of Service (A)				
<b>Service Plan &amp; Indicators</b>	Lead Officer (by exception) (H)		Lead Officer (by exception) (H)				
<b>Team/ Individual Plan &amp; Indicators</b>							Head of Service (Q)
<b>Local Government Benchmarking Framework</b>				Corporate Policy Unit Manager (A)	Corporate Policy Unit Manager (A)		
<b>Complaints</b>	Corporate Complaints Officer (A)			Corporate Complaints Officer (A)	Corporate Complaints Officer (A)		Head of Service (Q)
<b>Revenue/ Budget Monitoring</b>	Corporate Director (Corporate Services) (prior to P&R)		Heads of Service (every cycle)		Corporate Director (Corporate Services) (every 2 <sup>nd</sup> cycle)		
<b>Expenditure compared to Capital Plan</b>	Corporate Director (Corporate Services) (prior to P&R)		Heads of Service (every cycle)		Corporate Director (Corporate Services) (every 2 <sup>nd</sup> cycle)		

### Key

Q	Quarterly
H	Half Yearly
A	Annually

## SERVICE ANNUAL PERFORMANCE REVIEW (APR)

### INTRODUCTION

The Service APR is undertaken at the end of each financial year and is an opportunity for Heads of Service to summarise and review the key successes, challenges and improvement actions to address the challenges. This is supported by case studies and a note of any consultations with the resulting improvement actions.

Within the key successes are the improvements listed from the previous year's review. Performance against these improvements is listed.

The Service Plan is key to the review as it will enable stakeholders to track the delivery of the agreed service outcomes and with the delivery of the Corporate Plan and LOIP. It will also form the basis of key improvements for the future.

The Service APR also forms the basis for the corporate annual report and our public performance reporting duties.

### DETAIL

The Service APR has four sections for completion:

- Key successes – This should include the key improvements identified from the previous years' APR along with the progress made as well as improvements identified during the year and noted in the Service Plan. There is an opportunity to detail the positive contribution made to our communities in the form of case studies.
- Key challenges – Any key improvements to complete within the agreed timescale and any additional challenges that have been identified should be noted.
- Key improvement actions – The key improvement actions to redress the challenges are noted.
- Consultation and engagement – Details of any consultation or engagement activity that have been undertaken, a summary of customer response and the improvement action undertaken in response are listed. This in itself is part of our public performance reporting duties – You said/we did.

<b>Service Annual Performance Review Template</b>	
<b>Key successes (as listed in the Service Plan)</b>	
1.	
2.	
<b>Other successes</b>	
1.	
2.	
3.	
<b>Case Studies (illustrating the positive contribution to our communities)</b>	

<b>Key Challenges (as listed in the Service Plan)</b>	<b>Key improvement actions to address challenges</b>
1.	1.
2.	2.
<b>Other Challenges</b>	
1.	4.
2.	5.
3.	6.

<b>Consultation and Engagement</b>	<b>You said (customer response)</b>	<b>We did (improvement actions)</b>

**Head of Service:** \_\_\_\_\_

**Attach quarterly performance report.**