Cambridgeshire County Council

Appendix B

Performance Management Framework

2022-2023

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Contents

Introduction 3
Purpose of performance management 4
Our approach to performance management 5
Holistic, continuous and quality assured 5
A strong performance management culture 6
Roles and responsibilities 7
Business planning cycle 8
Useful measurements 8
Transparent communication 10
Reporting 11
Framework quality assurance 11
Appendix 1: Roles and responsibilities 12
Appendix 2: Strategic Key Performance Indicators 15
Appendix 3: Procedure for adding and removing KPIs 19
Appendix 4: KPIs quality standards checklist 20

Introduction

Performance management is central to delivering our vision:

Creating a greener, fairer and more caring Cambridgeshire

Effective performance management comes from a clear idea of where we want to get to, what impact we want to have and how we will do that. For the Council, this starts with our Strategic Framework and Business Plan.

Public services in Cambridgeshire are facing a range of challenges. Performance management helps us make informed choices about how to respond. We review our progress against our corporate priorities:

1. Environment and Sustainability: We are committed to tackling climate change and sustainability
2. Health and Care: We are committed to ensuring people in Cambridgeshire enjoy healthy, safe and independent lives
3. Places and Communities: We are committed to ensuring Communities are inclusive, creative and equitable
4. Children and Young People: We are committed to ensuring children and young people have the opportunity to thrive
5. Transport: We are committed to enabling safer and sustainable travel around the county

This Performance Management Framework sets out how we manage the performance of the Council. The framework ensures that there is a consistent, streamlined and joined-up approach to performance across the Council. It sets out:

- the purpose and scope of performance management
- how our culture underpins our performance management
- the elements that make up our performance management system

- the roles of our Councillors, our employees, and citizens
- our Strategic Key Performance Indicators
- the procedure for adding and removing KPIs
- a KPIs quality standards checklist

Purpose of performance management

Performance management is a tool that allows us to measure whether we are on track to achieve our corporate priorities. If we are off-track, we change our activities to improve service delivery, value for money and the outcomes people experience. Effective performance management enables diagnosis and interaction. It requires an effective performance management system and a strong performance management culture.

We are open and transparent about our services. We communicate our progress to everyone who has an interest in it. This includes citizens, funders, regulators, Councillors and officers. In addition, we have a statutory responsibility to report to our funders and regulators.

Many stakeholders have roles to play to ensure we are managing our performance. Our staff check their progress to see where their work contributes to the vision for Cambridgeshire. This is sometimes called the 'golden thread' which links our strategic planning and our service delivery.

Our employees, teams and senior leaders all check and report performance:

- Strategic performance management is part of good governance. It involves our Councillors and senior managers considering data and information. They assess whether we are achieving our priorities and take action to improve performance where needed.

- Operational performance management works on a day-to-day level. It enables our teams to assess the effectiveness and efficiency of our services and operations. This then helps us make informed decisions about actions to take.

- Individual performance management ensures we do the things that make the biggest impact for our citizens. Our people work towards corporate, team and individual outcomes.

Our approach to performance management

Holistic, continuous and quality assured

Organisational performance has many dimensions. We take a holistic approach to performance, looking at our impact on society, our citizens, our customers and our people. We know that, to achieve the best impact, we need the right leadership, strategy, planning, people, partnerships, resources and processes. We think of these as our enablers. We examine the cause-and-effect relationships between our enablers and our impact. This is the foundation from which we learn and innovate.

Performance management is a continuous cycle. We collect, analyse and interpret information. We create insights and make judgements to understand the links between cause and effect. Based on this understanding, we take decisions and act on our decisions. Then we collect further data to learn and review.



To be effective, our performance management system must meet quality standards:

- Accessible: our stakeholders can access and understand our performance information.
- Joined Up: our performance information presents the big picture.

- Accountable: we provide relevant information to the right people at the right time.
- Flexible: our performance management system can adapt to a changing environment.
- Value for Money: the cost of our performance management system is proportional to its benefit.

A strong performance management culture

Much of this document focuses on the systems we have developed to help us manage performance. No less important in driving improvement is the culture that underpins our organisation.

Our culture has performance and continuous improvement at its core. Our four values are central to our culture, driving everything we do. Our employees embody these values to help us all work towards a common purpose.

Excellent performance management demonstrates our values by:

- using our resources wisely to deliver on our priorities to the community (demonstrating our value 'Lives Over Services').
- encouraging open, honest and inclusive debate (demonstrating our value 'Collaborative').
- positively challenging why we do things the way we do based on data and evidence (demonstrating our value 'Creative and Aspirational').
- being open and transparent about our outcomes – good and bad (demonstrating our value 'Accountable').

We ensure that our people have the right skills, capabilities and behaviours that enable them to deliver in their role. Our leaders are confident to focus on performance. They create the environments that enable our people to be accountable. Our employees review the services they provide to citizens. They suggest better ways to deliver individual, team and corporate outcomes. Everyone involved in performance management needs data literacy. We are developing training to support our people to engage with data.

We launched a new approach to individual performance management in 2021. Regular and meaningful discussions are at the heart of our approach. All employees meet with their managers to give and receive feedback on performance. The conversations focus on the benefit we are seeking to achieve from service delivery. Our new approach separates out performance related pay discussions from regular conversations. We base pay progression on employees' outcomes and behaviours.

An effective performance management system

Our performance management system comprises roles and responsibilities, a business planning cycle, measurements, communication, reporting and quality assurance.

Roles and responsibilities

Our Strategy and Resources Committee has a central role in our performance management. This committee:

- defines our corporate priorities
- oversees our performance management framework, and
- selects and monitors strategic measures.

Our Policy and Service Committees track the progress of the services they oversee quarterly.

Our management teams monitor performance more frequently. Performance is reviewed at individual, team, service, directorate and Joint Management Team levels. The frequency of consideration of reports and the KPIs that are reported on are dependent on what the management team has responsibility for. Service management teams review more operational indicators more frequently than JMT, which reviews strategic indicators quarterly.

Our Business Intelligence team supports the implementation of all stages of the data to decisions cycle.

The roles and responsibilities of the stakeholders involved in our performance management are set out in Appendix 1.

Business planning cycle

The Council produces a Strategic Framework each year. This is a set of documents that includes the following elements:

- A **Strategic Vision**, describing the Council's long-term vision for Cambridgeshire
- A set of **Corporate Priorities** which drive our work to achieve the vision
- The Council's **Business Plan** which describes how we will allocate resources to deliver these outcomes within the resources we have
- A set of **strategies**, partnership agreement and action plans to deliver these outcomes within the resources
- **Service plans** which describe how each of our directorates work to deliver our business plan objectives and any transformational change
- This **Performance Management Framework** which underpins our performance management and allows us to track progress

Useful measurements

We collect data from several sources, including:

- business systems used in case management
- data that our contractors provide to us
- information about our performance provided by regulators and funders, for example Ofsted and the Care Quality Commission
- surveys of service users or residents

We sort the data into measures called Key Performance Indicators (KPIs). To be useful, our measures need to be relevant, reliable, clear, fit for use and balanced.

We ensure that our measures are relevant by adding and removing them in response to changes to our corporate priorities, strategies and operating models. To ensure correct oversight, relevant Service and Policy Committees approve changes to our KPIs and a formal procedure is followed. This is described in Appendix 3.

We use quality assurance to ensure that our measurements and calculation of indicators are accurate and based on reliable data sources. Our checklist of quality standards is described in Appendix 4.

We present clear performance measures. We collect, sort, analyse and interpret data to produce meaningful information. We seek an optimal number and mix of measurements to support our decision making. Our measures are fit for use by all our stakeholders.

Performance reports may be produced in different templates or on different platforms. Some static reports are produced in Excel. We use Power BI for interactive and dynamic visualisation of information by an individual user. This platform also allows for high frequency updates of reports and data. For example, our Adults and Children's Services dashboards for operational management are updated every day.

Sometimes we use targets, so that we can see when we are off track. But we recognise that there are risks to using targets in the wrong way and take measures to ensure our targets are not causing bias. Not all indicators have targets. This may be because they are being developed or the indicator is being monitored for context. If we are not meeting our targets, we take action to get us back on track.

We ensure there is the right blend of financial and non-financial, and leading and lagging indicators. Lagging indicators measure whether we have reached our goals. Leading indicators help us understand whether we are delivering the activities that will lead to our goals. This helps us work out how confident to be about whether we will achieve them.

Having a comparison available is very useful in interpreting performance indicators. We often use indicators that have a standardised definition for councils across the country. This enables comparison to:

- other similar areas (called 'statistical neighbours')

- similar authority types (other shire counties)
- similar geographies (comparisons with other areas in the East of England)
- national averages in England or UK.

Transparent communication

We commit to being accountable to our citizens. We publish our performance information on public websites and social media, so that people can review our performance.

- Visit the Council section of our website to read our business plan and performance reports. Performance reports are provided to Committees which are published and discussed publicly. These are available on the Council's 'Agenda and Minutes' pages.

- LG inform is the local area benchmarking tool from the Local Government Association. All English councils submit statutory data returns to the Government. This website draws together the data and statistics. This allows comparisons and benchmarking by region, county or district.

- Cambridgeshire Insight is a shared knowledge base for Cambridgeshire and Peterborough. It enables users to access and share information and research for deeper insights about their local area.

- We share information about our performance via social media. This includes our corporate Twitter feed and Facebook page. Councillors also share information on their own social media accounts.

Reporting

Our Policy and Service committees receive and consider performance reports quarterly. Reports contain information about each measure including:

- Current and previous performance and the projected linear trend.
- Current and previous targets.
- Red / Amber / Green / Blue (RAGB) status.
- Direction for improvement, showing whether an increase or decrease is good.
- Change in performance, showing whether performance is improving or deteriorating.
- The performance of our statistical neighbours.
- Indicator description.
- Commentary on the indicator. The commentary adds qualitative information about the service or circumstances the indicator measures. If the indicator is off target, it explains what action is being taken to return to target.

Our Committee meetings are open to the public. We record and publish them on our YouTube channel.

We report on some aspects of educational achievement and social care to Ofsted and the Care Quality Commission (CQC).

We use dashboards to support operational performance management. We are exploring how dashboards could help our citizens and councillors understand our performance information.

Framework quality assurance

Our Joint Management Team and Strategy and Resources Committee review this framework annually, and our Internal Audit team audits this framework periodically. Business Intelligence officers edit and communicate revisions of the framework in response to Audit, Councillor and Director recommendations.

Appendix 1: Roles and responsibilities

All Councillors (Full Council)	• Set corporate priorities and outcomes at annual budget setting meeting of Full Council. • Contribute to the formation and challenge of policies, budget, strategies and service delivery
Strategy and Resources Committee	• Defines corporate priorities and outcomes • Oversees performance management culture and system • Selects and approves addition and removal of strategic KPIs • Reviews and approves Performance Management Framework annually. • Tracks progress against corporate priorities quarterly using strategic KPIs • Considers whether performance is at an acceptable level • Seeks to understand the reasons behind the level of performance • Identifies remedial action
Chairs and Vice Chairs Strategic Forum	• Drives corporate priorities and outcomes • Monitors progress fortnightly
Policy and Service Committees	• Set outcomes and strategy in the areas they oversee • Select and approve addition and removal of KPIs for the committee performance report • Track progress quarterly • Consider whether performance is at an acceptable level • Seek to understand the reasons behind the level of performance • Identify remedial action

Joint Management Team (JMT)	• Responsible for delivering our corporate priorities. • Tracks achievement of corporate priorities, focussing on Strategic KPIs • Monitors and manages performance • Challenges slippage • Agrees actions to overcome problems and changes to timescales
Directorate Management Teams	• Manage performance of their Service as appropriate according to risk and priority • Translate corporate priorities into team outcomes, strategies and action plans • Develop milestones, targets and responsibilities • Ensure staff have the right training and tools • Link team performance to individual performance • Extract and process information from data systems and other sources • Quality assure data and KPIs produced by Directorate Management Teams and external contractors • Ensure that Information Asset Registers are complete and up-to-date • Track progress against service plans • Assess and communicate the impact of services • Analyse and investigate issues, to understand them and identify appropriate remedial action • Report performance to Committees
Audit Team	• Audits Performance Management Framework and KPI Suite annually. • Undertakes sample tests of KPIs

Business Intelligence Team	• Edits and communicates revisions of the framework and KPI Suite • Maintains register of KPIs • Extracts and processes information from data systems and other sources • Quality assures data and KPIs produced by Business Intelligence Team • Supports Directorate Management Teams to produce performance reports for Committee, including technical commentary on suitable indicators and interpretation of trends • Extracts and analyses data in response to performance issues and investigations
All employees	• Identify actions required to achieve priorities and objectives • Identify measures and set targets for achievement of desired outcomes • Identify risks to achieving good performance and manage them • Record data using business systems

Appendix 2: Strategic Key Performance Indicators

We are developing between a manageable number of strategic KPIs to help us quantify our corporate priorities and measure progress. The following is a list of possible indicators, which we will refine in January-March 2022.

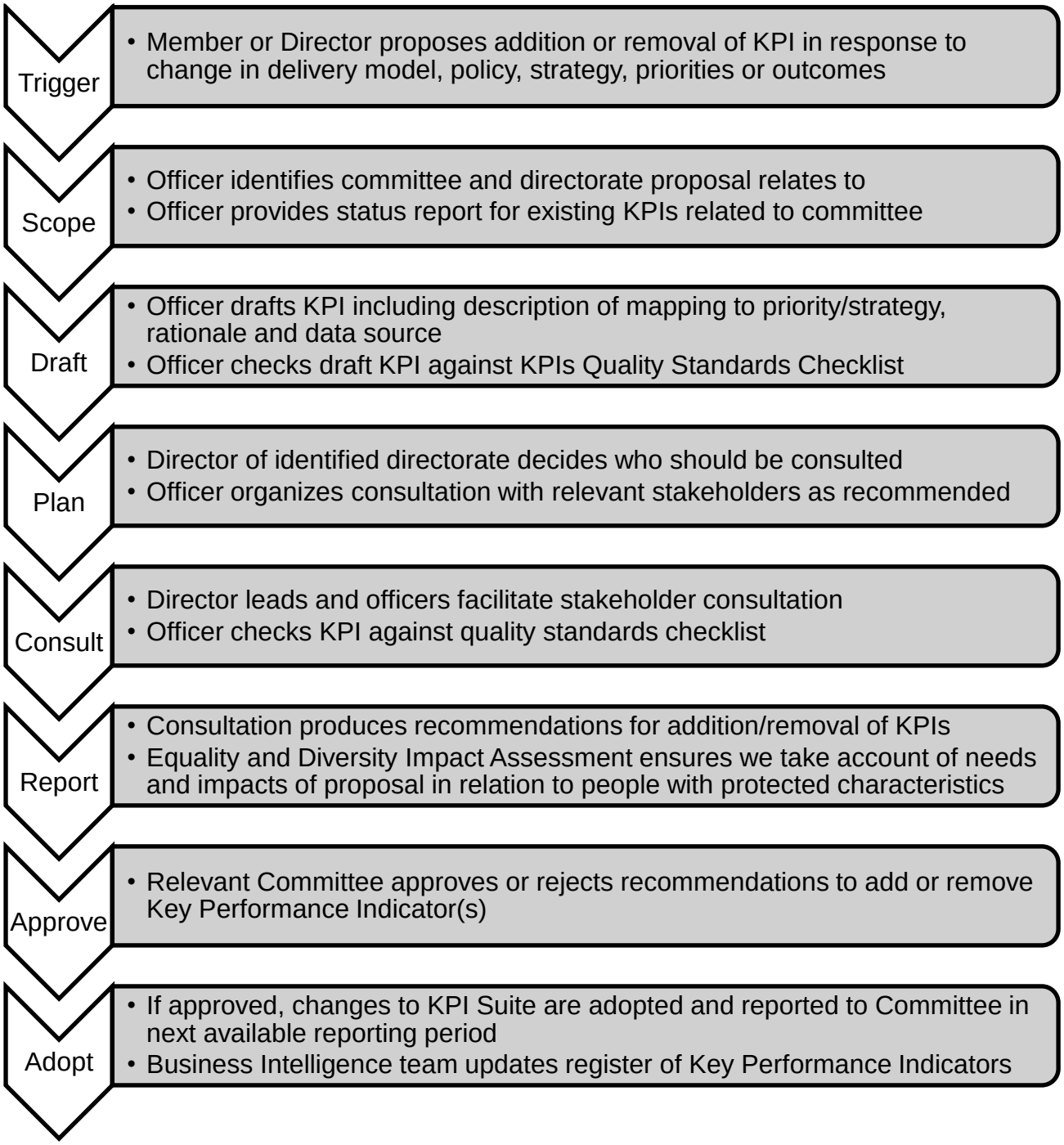
	Strategic KPI	**Mapping to Corporate Priority**	**Rationale**	**Comments / data source**
1.	Council's total carbon footprint, scopes 1, 2 and 3 (tonnes CO2e per year)	Environment and Sustainability	Emissions from Council's own operations	Baseline and net zero projection scenarios. Follows UK Government guidance applied to our own data. Reported annually
2.	Cambridgeshire county-wide carbon footprint (tonnes CO2 per year)	Environment and Sustainability	All greenhouse gas emissions that occur – includes commercial and industrial, domestic, transport, land use change, agriculture and forestry.	National data, for local authority level. Reported annually
3.	Measurement of biodiversity net gain (TBC)	Environment and Sustainability		Data source, target and indicator detail TBC Will need to align with national measurements.
4.	Natural capital	Environment and Sustainability		To be developed, will draw on data from multiple sources
5.	Healthy life expectancy at birth	Health and Care	Aligns to 10 year vision for Health and Wellbeing Strategy	Public Health England Fingertips
6.	Premature mortality	Heath and Care	Aligns to 10 year vision for Health and Wellbeing Strategy	Public Health England Fingertips

	Strategic KPI	Mapping to Corporate Priority	Rationale	Comments / data source
7.	Social care related quality of life	Health and Care	Uses an annual survey to aggregate quality of life amongst long term care package service users. National comparator (ASCOF)	Annual Service User Survey
8.	Carer quality of life	Health and Care	Uses a bi-annual survey to assess quality of life amongst carers. National comparator (ASCOF)	Bi-annual Carer's Survey
9.	Permanent admissions to care homes (18-64 and 65+)	Health and Care	Measures impact of preventative measures to keep people living independently. National comparator (ASCOF)	Local activity data
10.	People who use services and feel safe	Health and Care	Measures whether vulnerable people supported by social care feel safe	Annual Service User Survey
11.	Annual Survey of Hours and Earnings (ASHE) broken down by gender and with comparisons to region and England	Places and Communities	Allows for local geographical comparison and gender inequalities split	Annual salary survey – available April. Cambs Insight
12.	Percentage of people who feel that they have influenced local decision making	Places and Communities	Indicates achievement of priority to shift decisions as close to the places and communities they affect as possible	Requires new bespoke annual survey Precise wording TBC
13.	Number of Universal Credit claimants	Places and Communities	Can be broken down by in/out of work	Regular local data source with lag of 3-4 months

	Strategic KPI	Mapping to Corporate Priority	Rationale	Comments / data source
14.	Community Wealth Building measure	Places and Communities	Various measures are available, consultation needed to select best measure	To be developed
15.	School readiness at EYFS	Children and Young People	National indicator In the Best Start In Life Outcomes Framework	DfE / Education statistics
16.	Number of children with a Child Protection Plan per 10,000 population (aged 0-17)	Children and Young People	National indicator, time series, in the Stronger Families Outcomes Framework	Local activity data and national comparator
17.	KS2 educational attainment	Children and Young People	National indicator	DfE / Education statistics
18.	KS4 educational attainment	Children and Young People	National indicator	DfE / Education statistics
19.	KS4 SEND educational attainment	Children and Young People	National indicator	DfE / Education statistics
20.	Proportion of road in need of maintenance	Transport	Indicator measurement linking to the improvement of assets. This is a headline indicator returned to the Department for Transport in understanding the condition of the road network.	Non-motorised routes measurement to be developed. To be developed in line with national comparator indicators.

	Strategic KPI	Mapping to Corporate Priority	Rationale	Comments / data source
21.	Number of people killed or seriously injured on the roads	Transport	Supports monitoring against the Cambridgeshire and Peterborough Vision Zero target.	Annual measurement. Nationally defined KPI, will need to align with national measurements. Targets and trajectory to net zero target to be included. Non-motorised routes measurement to be developed in line with national comparator indicators.
22.	Modes of transport measurements tbc to include cycling, bus and car use	Transport	Variety of transport modes to be monitored to measure any increases against potential displacement or decreases.	Develop options from national and locally collected survey data. Annually reported. To be developed in line with national comparator indicators.

Appendix 3: Procedure for adding and removing KPIs



Appendix 4: KPIs quality standards checklist

KPIs are produced by the Business Intelligence Team, Services teams and external contractors. This checklist is used for assuring the quality of our KPIs.

KPIs

- Does the KPI measure a relevant priority, strategy or outcome?
- Is there a comparator?
- Are the calculations used to produce the KPI accurate?

Data

- Is the data included in the relevant information asset register?
- Is the data source reliable?
- Is the data sufficiently recent?
- Is a time series available if needed?

KPI Suite

- Is the KPI suite balanced? (leading/lagging, financial/non-financial)
- Does the KPI suite have an optimal number of KPIs to be fit for use?

Presentation

- Is the best template and platform being used, to provide clear and meaningful information for stakeholders?
- Should a target be used?
- If used, is the target appropropriate and not likely to cause bias?