Performance Management Framework (2023/24)

WHO AND WHAT IS THIS FRAMEWORK FOR?

The effective management of performance is a key component of any organisation. It encompasses everything the Council does and every employee and elected member.

Elected Members need …

timely and relevant intelligence to make sound strategic and policy decisions; to be assured that decisions are being implemented effectively; and that performance and outcomes are improving.

Managers need …

timely and relevant intelligence to make operational decisions and to make best use of resources in order to meet customer's needs and improve outcomes.

Council Employees need …

timely and relevant intelligence in order to deliver effective services and manage their own performance.

Customers need …

open, relevant and accurate information to be informed and hold the Council's services and performance to account.

PERFORMANCE MANAGEMENT ACROSS CAPABILITIES

Aberdeen City Council manages a broad and diverse range of services for our citizens and, through these services, aims to support improved outcomes for the people, place and economy of Aberdeen. Citizens engage with and experience council services in diverse ways at various levels. This places a series of different accountabilities for performance on the Council and its workforce.

i.   Accountability for Outcomes

The purpose of the Council is to support the vision of the Local Outcome Improvement Plan (LOIP) and ensure Aberdeen is 'a place where all people can prosper' In order to realise this vision, the LOIP sets long term stretch outcomes and the Council, in turn, defines annual Commissioning Intentions which support the Council's contribution to, and accountability for, delivering those outcomes.

ii.   Accountability for Service Performance

The Council delivers services every day to citizens and internal colleagues. It is accountable for ensuring that these services meet citizens' needs; are efficiently managed; and meet performance standards set through legislation, regulation and policy.

iii.   Accountability for Improvement

All councils have a statutory duty, and are accountable, for achieving continuous improvement in the delivery of services. Planned improvements need to be evidence based, systematic and aligned to agreed outcomes.

These different perspectives on accountability each require tailored arrangements to effectively manage performance.
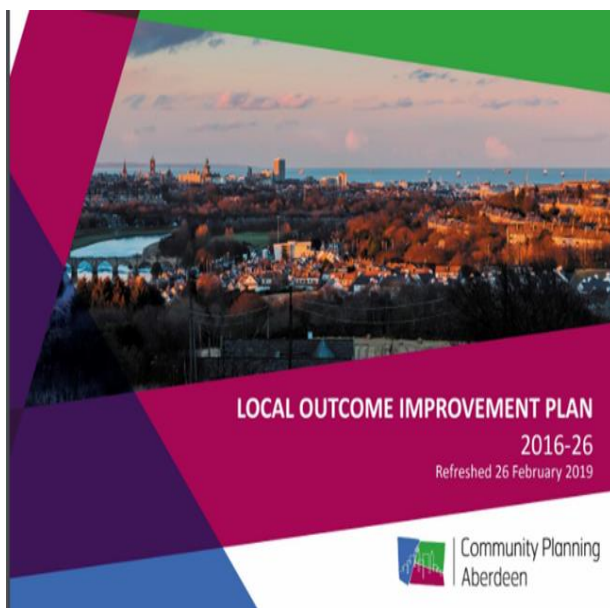
ACCOUNTABILITY FOR OUTCOMES

Ultimately, improving outcomes for the economy, people and place of Aberdeen will be the test of our success. Reaching these outcomes often represents fundamental social, environmental and economic change realised over a range of short, medium and long term.

The LOIP; our Locality Plans; and the Council's Delivery Plan each include key measures which are used to evaluate the extent to which these outcomes have been achieved.

Progress towards outcomes is reviewed jointly with our partners. Through our "Aberdeen Outcomes Framework" we capture and publicly report movements across all outcomes over time, as well as information on the many improvement projects underway. Through the governance arrangements of Community Planning Aberdeen, performance in achieving outcomes is continuously monitored and assessed, which, in turn, directs future improvement activity. In 2023/24, the Council will monitor and scrutinize the achievement of outcomes through consideration of:-

- the LOIP Annual Performance Report
- Locality Plan Annual Reports
- the Population Needs Assessment
- the Council Delivery Plan – Annual Review
- quarterly review of measures of our commissioning intentions
- the online publication "Aberdeen Outcomes Framework"
- subject specific reviews of strategies and impact

ACCOUNTABILITY FOR SERVICE PERFORMANCE

Each of the Council's organisational Functions is responsible for the delivery of services to citizens and is accountable for the performance of those services. Monitoring and reporting of ongoing performance is undertaken as follows.

i.   *Corporate Level Performance Monitoring and Reporting*

Accountability for performance in the management of staff and finance is common to all areas of the Council. Monitoring and reporting on these aspects of performance are aggregated to a corporate level.

- Council Wide Staff Perspective   - Reported to the Staff Governance Committee
- Council Wide Finances Perspective - Reported to the Finance and Resources Committee

ii.   *Cluster Level Performance Monitoring and Reporting*

Cluster level performance scorecards are structured as shown in the figure below. These show the performance of services in the round. The KPIs which populate the scorecards are continuously monitored by officers and regular reporting to Committees and management teams is undertaken showing current performance data, as well as relevant contextual analysis to support scrutiny and decision making.

Additional, supplemental performance reporting to committees will be scheduled, as appropriate, to provide timely and full analysis in key areas e.g., annual educational attainment performance and benchmarking against national data releases.
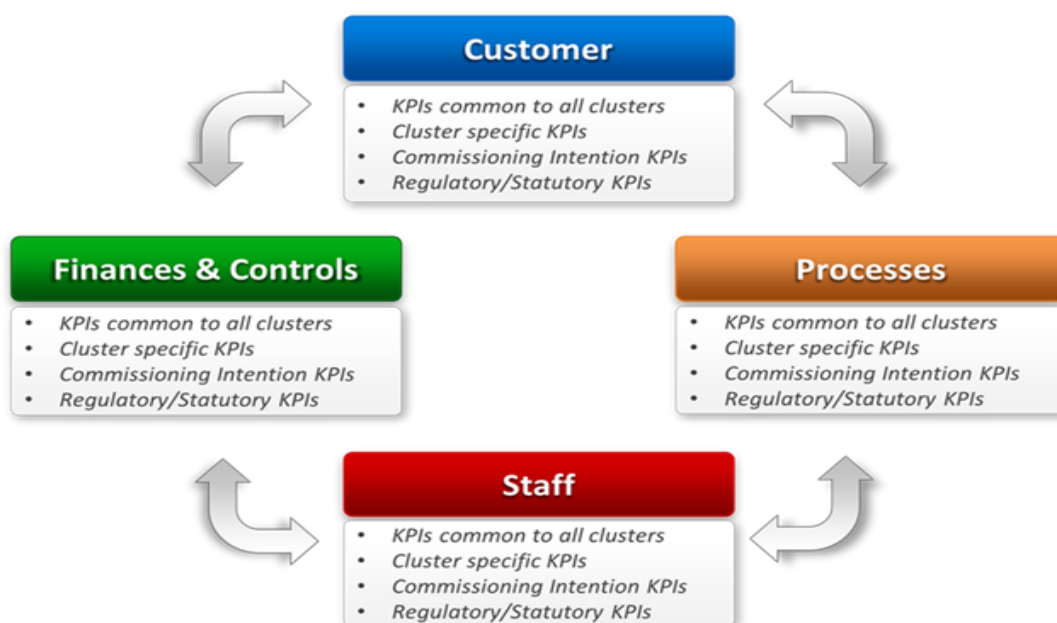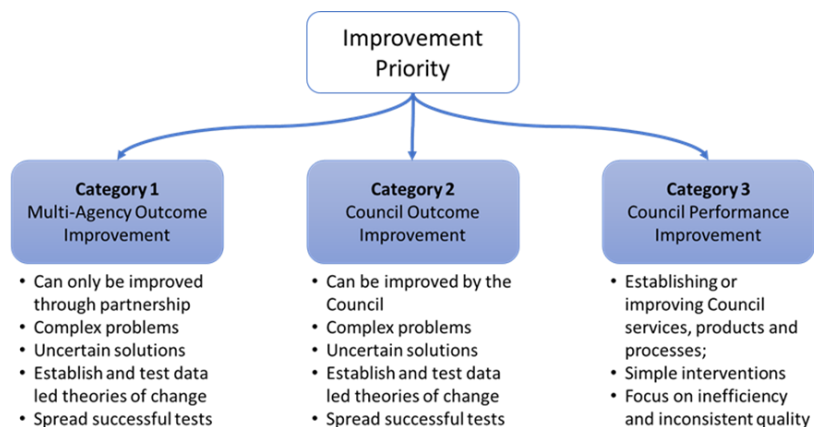
Each cluster will report a service performance scorecard to the relevant Committee as outlined below.

Function	Cluster	Committee
Children's and Families Services	Education and Children's Social Work	Education and Children's Services
Customer	Early Intervention and Community Empowerment	Communities, Housing & Public Protection
	Customer Experience	Communities, Housing & Public Protection
	Digital & Technology	Communities, Housing & Public Protection
	People & Organisation	Finance & Resources
Commissioning	City Growth	Finance & Resources
	Strategic Place Planning	Finance & Resources
	Commercial & Procurement	Finance & Resources
	Governance	Finance & Resources
	Data & Insights	Finance & Resources
Resources	Capital	Finance & Resources
	Corporate Landlord	Finance & Resources
	Operations and Protective Services	Net Zero, Environment & Transport and Communities, Housing & Public Protection
	Finance	Finance & Resources

ACCOUNTABILITY FOR IMPROVEMENT

A systematic approach is taken to identify, plan and deliver improvement. The scrutiny of performance in both outcomes and service delivery, described above, provides the data and analysis to identify improvement priorities. Whilst there is a continuous focus on improvement, in reviewing performance reports, the Council's committees, as well as officer groups (e.g., Performance Board; Extended Corporate Management Team (ECMT)), can consider and agree areas where formal improvement activity should be initiated. For each priority improvement area identified the undernoted steps are followed:-

i. **Define the desired improvement** - a description of the issue to be addressed / the performance to be improved. It identifies the gap between current state and desired state.

ii. **Identify the nature of the improvement** - there are 3 categories of improvement project. The improvement methods applied, and the tools used will vary, depending on which category the project falls in to. The categories are:-

Improvement Priority

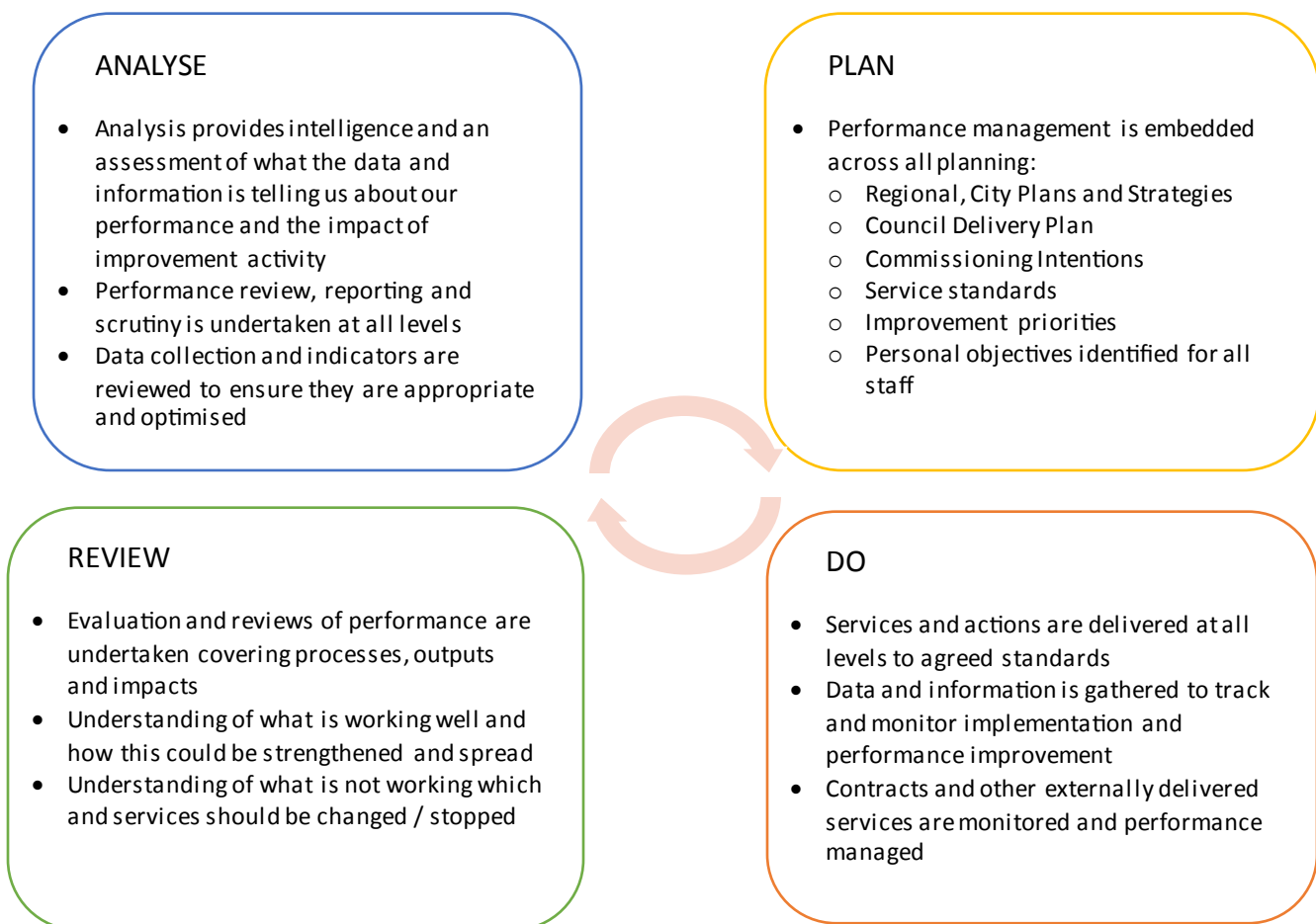| Category 1 Multi-Agency Outcome Improvement	Category 2 Council Outcome Improvement	Category 3 Council Performance Improvement
• Can only be improved through partnership • Complex problems • Uncertain solutions • Establish and test data led theories of change • Spread successful tests	• Can be improved by the Council • Complex problems • Uncertain solutions • Establish and test data led theories of change • Spread successful tests	• Establishing or improving Council services, products and processes; • Simple interventions • Focus on inefficiency and inconsistent quality

iii. **Establish and implement improvement projects**

- *Category 1* - Identified and agreed by Community Planning Aberdeen following the "Quality Improvement" methodology. Council officers lead or support the delivery of individual improvement projects.
- *Category 2* - Identified and agreed by the Council's committees or the Corporate / Extended Corporate Management Team. The method of improvement used will take an explorative, agile approach suitable to dealing with complex challenges, where the problem and solution is not fully understood at the outset.
- *Category 3* - Identified and agreed by the Council's committees or the Corporate / Extended Corporate Management Team. The methods of improvement used will focus on understanding, mapping and establishing or improving services, products and processes, removing inefficiency & improving consistency, feedback and quality.

iv. **Monitor the effectiveness of improvement projects** - Category 1 projects are monitored by Community Planning Aberdeen. Category 2 and Category 3 improvement projects will be recorded, and progress monitored against the agreed project stages below.

1. Draft Outline Project Charter/Plan and team in place
2. Understanding baseline of current system
3. Project Charter endorsed by Project Board
4. Change ideas and project measures developed
5. Improvement area identified and agreed
6. Testing underway
7. Initial indications of improvement
8. Improvements achieved
9. Sustainable improvement
10. Project complete

THE PLANNING, IMPROVEMENT AND PERFORMANCE MANAGEMENT CYCLE

Our approach to performance management mirrors the Council's commissioning cycle: Analyse, Plan; Do; and Review. This cycle ensures an integrated approach to performance management and planning, where information and intelligence supports delivery and enables scrutiny of existing priorities and leads the development of learning, forward planning and commissioning.

ANALYSE

- Analysis provides intelligence and an assessment of what the data and information is telling us about our performance and the impact of improvement activity
- Performance review, reporting and scrutiny is undertaken at all levels
- Data collection and indicators are reviewed to ensure they are appropriate and optimised

PLAN

- Performance management is embedded across all planning:
  - Regional, City Plans and Strategies
  - Council Delivery Plan
  - Commissioning Intentions
  - Service standards
  - Improvement priorities
  - Personal objectives identified for all staff

REVIEW

- Evaluation and reviews of performance are undertaken covering processes, outputs and impacts
- Understanding of what is working well and how this could be strengthened and spread
- Understanding of what is not working which and services should be changed / stopped

DO

- Services and actions are delivered at all levels to agreed standards
- Data and information is gathered to track and monitor implementation and performance improvement
- Contracts and other externally delivered services are monitored and performance managed

EVALUATION IN OUR COMMISSIONING CYCLE

A key element of managing performance is the use of data, information and intelligence to evaluate whether the things we're doing are having the impacts that a) they need to have and b) we expected them to have. This applies to:

- services delivered by the Council

- services delivered with and by partners and providers, including contracts
- policy interventions and other tests of change

Councils perform a diverse range of functions in many different ways and, consequently evaluation can be undertaken using a variety of analytical methods depending on which suit each circumstance. The choice of method depends on a wide range of factors, but evaluation answers:

- What was the impact? Did we realise the stated ambitions?
- Did we do what we said we would? How was the service delivered?
- Did we generate value for money? Is this the most cost-effective means of achieving impact?
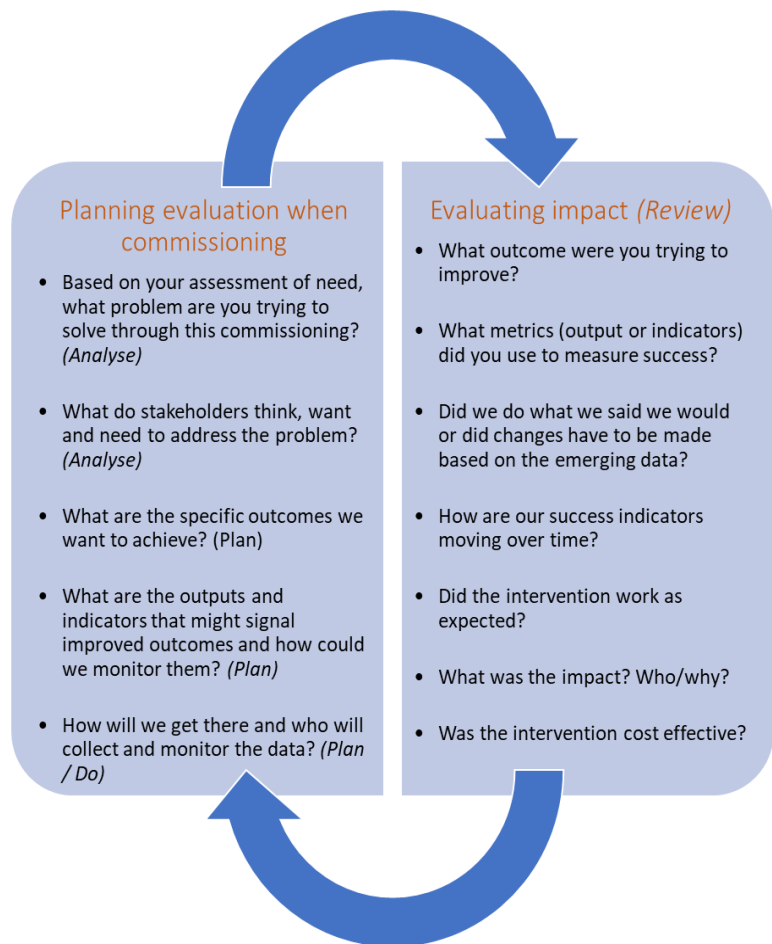
For evaluation to be effective, as policies are designed and services commissioned, consideration needs to be given to how impact will be measured. The figure below shows how evaluation is built into each stage of the Council's Analyse; Plan; Do; Review commissioning cycle.

Factors that will determine the nature of evidence used to support evaluation include:

- scale, complexity, innovation
- the objectives to be realised
- types of impacts and timescales over which they might occur
- availability of information and data

In 2023/24, these principles of evaluation will be applied across the range of commissioned activity. The Strategy Board will oversee a programme of selected high-level evaluations.

The Demand Management Control Board will oversee evaluation of contracts.

Planning evaluation when commissioning

- Based on your assessment of need, what problem are you trying to solve through this commissioning? *(Analyse)*
- What do stakeholders think, want and need to address the problem? *(Analyse)*
- What are the specific outcomes we want to achieve? (Plan)
- What are the outputs and indicators that might signal improved outcomes and how could we monitor them? *(Plan)*
- How will we get there and who will collect and monitor the data? *(Plan / Do)*

Evaluating impact *(Review)*

- What outcome were you trying to improve?
- What metrics (output or indicators) did you use to measure success?
- Did we do what we said we would or did changes have to be made based on the emerging data?
- How are our success indicators moving over time?
- Did the intervention work as expected?
- What was the impact? Who/why?
- Was the intervention cost effective?

MODERNISING HOW WE USE DATA

The Council continues to invest in modern approaches to the management of data, including the use of PowerBi to visualise and support analysis. In 2023/24 Aberdeen City Council will implement a corporate data analytics platform to:

- consolidate data from various sources, reducing data silos and ensuring users have access to accurate and up to date information
- transform and clean data, making it consistent and usable for analysis purposes
- implement improved data governance and standards
- leverage advanced analytics techniques including machine learning and predictive analytics

This technology and our broad approach to data management directly supports performance management. It allows us to access and understand more clearly what current performance is and provides richer data for predictive analytics. This allows decision making to be increasingly responsive to, and informed by, insights.

The Council uses extensive interactive reporting to support operational delivery of services as well as analytics, contract management and public performance reporting. We will continue to develop our "Managers Portal" and our use of PowerBi to visualize, analyse and share data and insights moving towards performance management and scrutiny being a continuous process rather than event.

MODERNISING HOW WE REPORT - PUBLIC PERFORMANCE REPORTING

The Council is committed to ensuring that accountability, transparency and openness is embedded throughout the organisation. Public Performance Reporting, which all councils have a statutory duty to undertake, is one of the key elements in delivering on that.

The Council currently provides a range of performance information to the public through various media and consolidates corporate Public Performance Reporting through the Council's website https://www.aberdeencity.gov.uk/services/strategy-performance-and-statistics
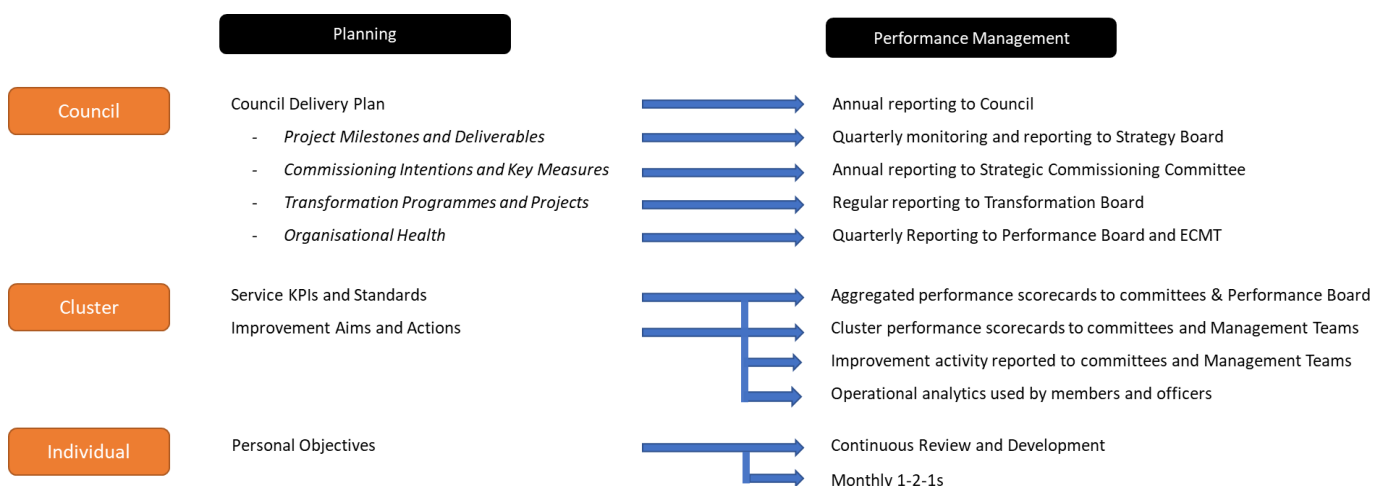
The nature of public performance reporting is evolving in the digital age. The Scottish Government consulted in 2022 on "Access to information rights in Scotland" including questions relating to public bodies improving proactive publication on how they are performing and how well they deliver their functions and services. A response from the Scottish Government to the consultation, which closed on the 14th of March 2023, is awaited and Aberdeen City

Council will implement any revised requirements of local government as required, engaging with stakeholders to understand the range of information they want to receive, how they want to receive it.

The Council publishes both Council and partners' "Open Data" to the wider community to promote transparency and encourage innovation around that data.

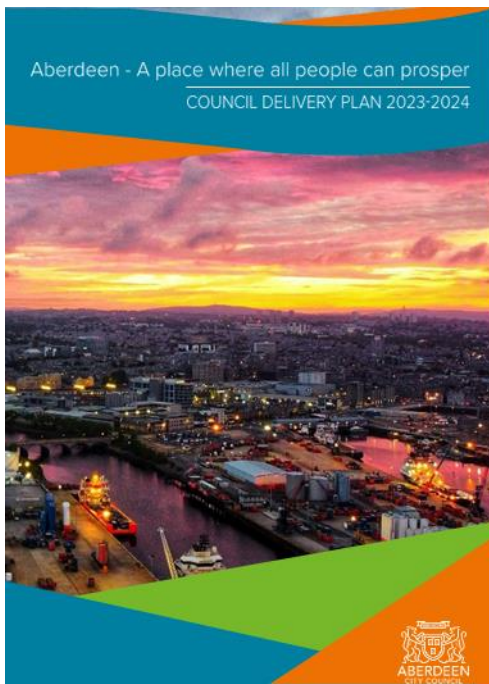# PLANNING AND PERFORMANCE MANAGEMENT ARRANGEMENTS

This Framework establishes arrangements at Council; Cluster; and individual levels. Performance management arrangements at Regional and City levels have been established by responsible bodies and forums. The figure below shows the planning activity and corresponding performance management arrangements at these levels.

	Planning	Performance Management
Council	Council Delivery Plan	Annual reporting to Council
	- *Project Milestones and Deliverables*	Quarterly monitoring and reporting to Strategy Board
	- *Commissioning Intentions and Key Measures*	Annual reporting to Strategic Commissioning Committee
	- *Transformation Programmes and Projects*	Regular reporting to Transformation Board
	- *Organisational Health*	Quarterly Reporting to Performance Board and ECMT
Cluster	Service KPIs and Standards	Aggregated performance scorecards to committees & Performance Board
	Improvement Aims and Actions	Cluster performance scorecards to committees and Management Teams
		Improvement activity reported to committees and Management Teams
		Operational analytics used by members and officers
Individual	Personal Objectives	Continuous Review and Development
		Monthly 1-2-1s

COUNCIL PLANS AND PERFORMANCE MANAGEMENT

Aberdeen City Council – Planning

i. *Council Delivery Plan*

The Council Delivery Plan is agreed annually at the Council's budget setting meeting and brings together:-
- Commitments set out in the Policy Statement
- Outcomes and measures from the LOIP and Locality Plans, including Council Commissioning Intentions
- Commitments and actions arising from regional and city strategies
- Government policy and legislative duties
- Transformation activity

ii. *Council Strategy Suite*

The Council, like all Community Planning Partners, develops organisational strategies ensuring that resources are strategically aligned to facilitate the delivery of regional and city priorities. The strategy suite includes a number of "Enabling Strategies" (Customer, Digital & Data; Estate & Asset; Workforce; and Intervention & Prevention) developed to support the implementation of the Council Delivery Plan.

iii. *ACC Commissioning Intentions*

The Council and the Strategic Commissioning Committee annually considers the services it requires to deliver, and how these will most effectively be commissioned. Annual commissioning intentions are agreed which define the Council's contributions to the LOIP. These direct re-commissioning, de-commissioning, required service actions and standards.

iv. *Transformation Programme*

Transformation activities to deliver the Council's Target Operating Model are set out within the Transformation Programme and supporting projects.

v. *Council Policies*

ACC determines which policies are required to help deliver its priority outcomes and transformation activity.

COUNCIL PLANS AND PERFORMANCE MANAGEMENT

Aberdeen City Council - Performance Management

i. *Council Delivery Plan*

Progress against the commitments within the Council Delivery Plan are monitored, analysed and reported annually. This incorporates commissioning intentions and associated key measures; project milestones and deliverables.

When / Where: - Annually to Council
                              - Quarterly to Strategy Board

| **By Whom:** | - | Data & Insights, with involvement of all functions |

Regular monitoring of all commitments and measures within the Council Delivery Plan.

| **When / Where:** | - | Appropriate senior management teams |
| **By Whom:** | - | Data & Insights with involvement of all functions |

ii. *Council Strategy and Policy Suite*

| **When / Where:** | - | Targeted and prioritised monitoring at Strategy Board and Performance Board |
| **By Whom:** | - | Programme Management Office (Data & Insights) |

iii. *Transformation Programme*

Regular and standard reporting of delivery of the Transformation Programme and supporting projects.

When / Where:	-	Each meeting of Transformation Board
	-	Programme and Project Governance structures
By Whom:	-	Programme Management Office
	-	SROs, Programme and Project Managers.

iv. *Operational Performance and Organisational Health*

A summary of key corporate level Customer; Processes; Finance and Control; and Staff indicators.

| **When / Where:** | - | Quarterly to Performance Board and ECMT |
| **By Whom:** | - | Data & Insights |

Cluster and Service level performance and organisational health measures including self-evaluation of performance against external inspection standards.

| **When / Where:** | - | Each meeting of the Performance Board |
| **By Whom:** | - | Data & Insights and those services subject to external inspection |

CLUSTER LEVEL PLANNING AND PERFORMANCE MANAGEMENT

Aberdeen City Council – Planning

i. *Service Standards*

The Council's commissioning intentions have been agreed through the Council's Delivery Plan for 2023/24. These define the Council's contributions to the LOIP, frame the ask of our in-house commissioned services and inform the development of service specifications and service standards. The allocation of resources is considered in the context of the standards to which those services will be delivered. Service standards have been categorised as relating to:-

- The availability of the service
- The responsiveness of the service
- The quality of the service
- Eligibility for the service.

2023/24 Service Standards were agreed at the Council's Budget meeting on 1st March 2023 and will be monitored and reported on throughout the year.

ii. *Improvement Aims and Actions*

As described above, the management of performance requires a systematic approach to improvement to deliver improved services and outcomes. The Council will use a suite of approaches and tools to manage that improvement activity.

All clusters identify clear, intelligence driven, improvement aims and actions which will support the delivery of service improvement and the delivery of improved of the outcomes as agreed through the LOIP, Locality Plans and the Council's commissioning intentions.

CLUSTER LEVEL PERFORMANCE MANAGEMENT

The Council Delivery Plan sets out how the Council will manage performance across four perspectives: Customer; Finance & Controls; Processes; Staff and that these perspectives will underpin regular performance reports to the Council's committees throughout 2023/24, enabling members to undertake scrutiny. The Council Delivery Plan details aggregated and cluster level performance reporting as follows.
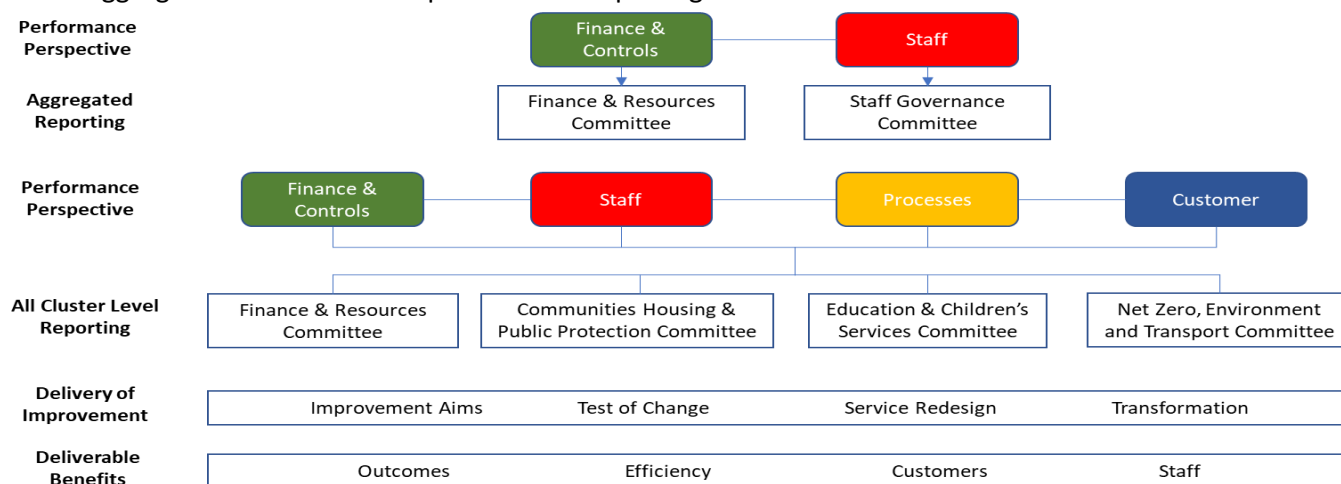
CLUSTER LEVEL PERFORMANCE MANAGEMENT

Performance Scorecards

Scorecards are an essential tool within our management system for helping elected member and managers know whether the organisation is succeeding and whether our transformation efforts are on track.
Each cluster identifies key performance indicators (KPIs), which relate to and measure performance in the delivery of cluster outcomes and intentions for each of the perspectives below. These KPIs are reported through a performance scorecard model.

Elected Members
When / Where: - Meetings of the Council's Committees as per agreed reporting schedule
**By Whom:** - Each Cluster / Service supported by Data & Insights

Corporate Management
When / Where: - Each meeting of the Performance Board on a rotational and exception basis
By Whom: - Each Cluster / Service supported by Data & Insights

Service Management
When / Where: - Regular Senior Management Team meetings
By Whom: - Each Cluster / Service supported by Data & Insights

Performance scorecards are structured as shown in the figure below. Reporting to Committees and management teams will show the data for these indicators and provide context and analysis.
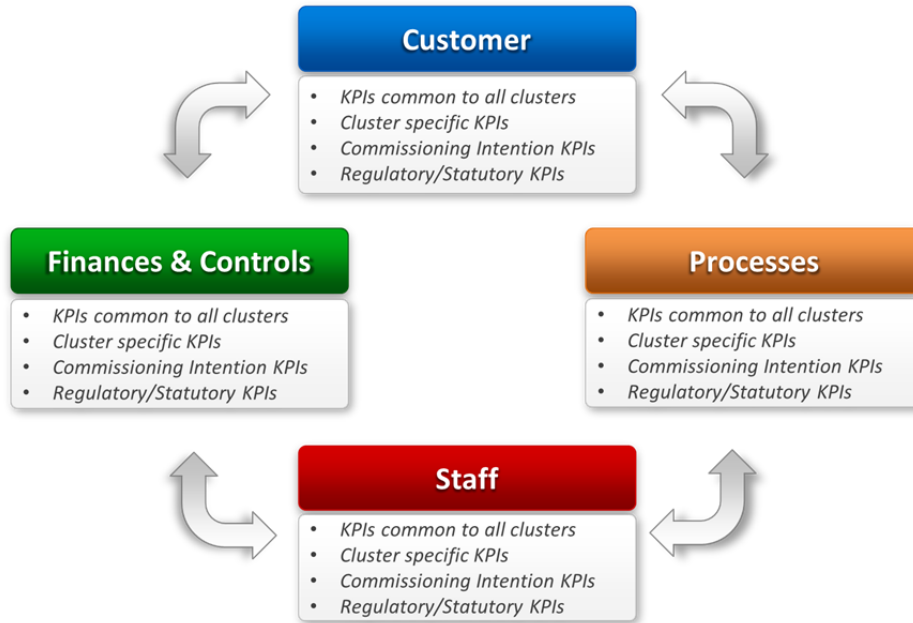
Presentation of scorecard reports to Committees and Senior Management will include the following elements:

Indicator	Period 1	Period 2	Period 3	Target	RAG	Trend
Customer Perspective						
% of …	x %	x%	x%	x%	Green	
Finances & Controls Perspective						
No. of …	10	10	10	9	Amber	
Processes						
% of …	x%	x%	x%	x%	Red	
Staff Perspective						
Level of …	x%	x%	x%	x%	Green	

Analysis

Jointly provided by service management and Data & Insights. To include description of performance and trends; reasons for variation from forecast / target performance; ongoing reference to benchmarks; mitigation of risks.

Improvement Aims and Activity

Jointly provided by service management and Data & Insights. Using improvement approaches and tools to set out prioritised improvement aims for service performance and delivery of outcomes and analysis of the impact of improvement activity.

INDIVIDUAL PLANNING AND PERFORMANCE MANAGEMENT

The Performance Management Framework supports our Guiding Principles and Core Capabilities.

Our Guiding Principles

Purpose	Pride	Team	Trust	Value
We care about our purpose, our city and our people	We take pride in what we do and work to make things better	One team, one council, one city	We trust each other and take responsibility	We value each other and recognise a job well done

Our Core Capabilities

Delivering outcomes for our customers	Change & Improvement	Working with others	Accountability	Care

Continuous Review and Development (CR&D) is the Council's scheme for aligning all employees' personal objectives to the Council's priorities and for supporting staff achieve the right levels of performance. CR&D focuses on continuous improvement and feedback through ongoing one-to-ones and communication between line manager and team members throughout the year. It's built around the Capability Framework and a self-assessment so that we can understand what knowledge, skills and behaviours are needed for our roles and put in place any necessary development by updating a development plan.

It's important that employees understand the outcomes the Council expect to deliver for the city through the Local Outcome Improvement Plan as well as the transformation activities which are transitioning the Council to the Target Operating Model. Managers and employees must consider how every job supports those outcomes and how personal objectives tie in with this.

CR&D emphasises regular quality conversations between employees and line managers to reflect on achievements and development needs and to plan ahead.

Guides on CR&D can be found _here_ and are fully accessible through a variety of formats and differing channels, ensuring that all employees are (a) able to be supported in understanding how individual objectives align directly with their team and service performance aims, and that of the Council corporately, and (b) can actively participate in, and contribute to, the performance cycle.