



London Borough of Tower Hamlets

Performance Management and Accountability Framework

Refreshed November 2013

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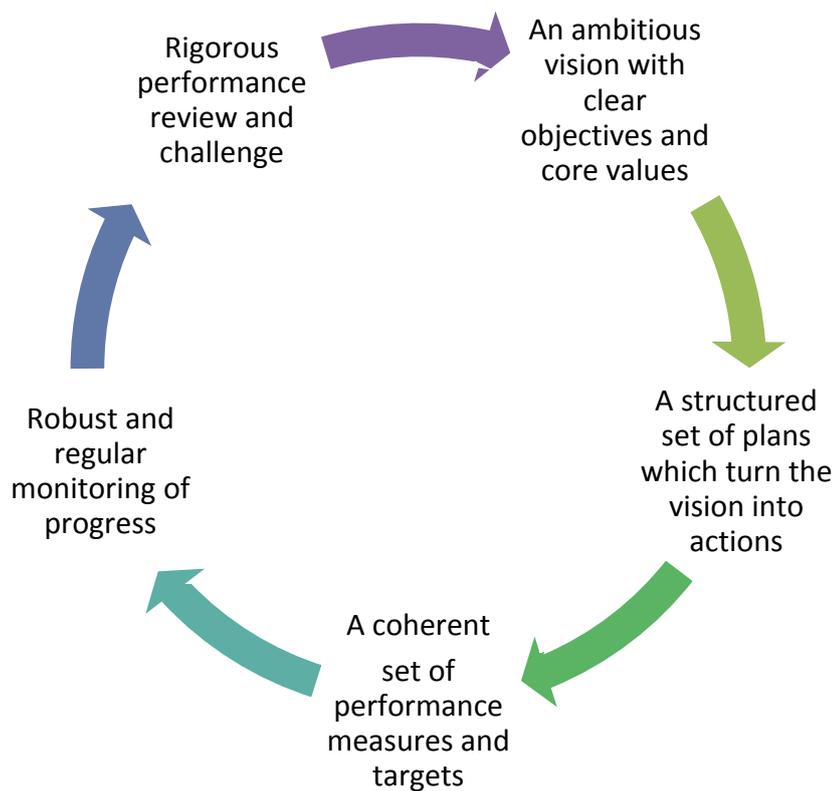
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Introduction

The Council's Performance Management and Accountability Framework (PMAF) ensures that the Council's vision and priorities are translated into clear plans and measurable outcomes which are appropriately monitored and delivered by officers and elected members.

The PMAF sets out corporate expectations for managing performance, which are complemented by related processes within individual Directorates and services.

The Performance Management and Accountability Framework comprises of the following components, explained in detail in the pages that follow:



Vision, Objectives and Values

Community Plan Vision and Priorities

The shared vision of the Council and its partners in the Tower Hamlets Partnership is to:

‘Improve the lives of all those living and working in the borough’.

The Community Plan is arranged around four key themes:

- A Great Place to Live
- A Prosperous Community
- A Safe and Cohesive Community
- A Healthy and Supportive Community

Underpinning these four themes are the principles of One Tower Hamlets – tackling inequality, strengthening cohesion and building community leadership and personal responsibility.

Core Values

The Council’s core values, which are expected to underpin the behaviour of all officers and members, are:

- Achieving results
- Valuing Diversity
- Learning effectively
- Engaging with others

The Planning Framework

The diagram below illustrates the hierarchy of plans and how they fit together. A “golden thread” runs from the overall vision of the Community Plan to the individual objectives and targets recorded in each individual staff members’ Performance Development Reviews.



The Council will frequently work in partnership with other organisations in order to deliver its objectives. Whilst the Strategic Plan and individual PDRs are Council documents, many plans are developed and delivered in partnership with other agencies.

The Council business planning cycle is set out in the diagram below:



Community Plan

The [Community Plan](#) is developed and delivered by the Tower Hamlets Partnership, the borough's local strategic partnership. The Partnership includes residents, local community and voluntary organisations, businesses and public sector organisations such as the Council, Police, NHS, schools and housing associations.

The Community Plan is refreshed periodically - approximately every four years - to take account of important national and local changes and refresh the borough's overarching vision and priorities.

Strategic Plan

The [Strategic Plan](#) details the how the Council will contribute to delivering the Community Plan. It sets out the key objectives, initiatives and milestones for the year ahead. It is monitored bi-annually by CMT, Overview & Scrutiny and Cabinet. The Plan also identifies a set of key performance measures, the strategic indicator set, which are monitored by officers and members quarterly.

The Mayor's Pledges are embedded into the Council's business planning through the Strategic Plan. In addition the Single Equality Framework, which sets out the Council's equality priorities, is incorporated into the Strategic Plan.

The development of the Strategic Plan is closely linked with budget setting to ensure that the Council's strategic priorities inform the financial planning process, and that we make best use of available resources.

The Strategic Plan is agreed by Cabinet in late spring and is followed by a target challenge and approval process for the identified strategic performance measures.

Key Corporate Strategies

Supporting the delivery of the Strategic Plan are the Council's key corporate strategies. These sit beneath the Community Plan and Council's Strategic Plan and help set the context in which service and team planning is undertaken.

The currently agreed key corporate strategies are:

- LDF Core Strategy
- Community Safety Plan
- Children and Families Plan
- Health & Wellbeing Plan
- Third Sector Strategy
- Employment & Enterprise Strategies
- Strategy

A number of these strategies are partnership – rather than solely Council – responsibilities. The Health & Wellbeing Strategy for example is a statutory requirement for the Health & Wellbeing Board.

These key corporate strategies are monitored six monthly with the results of this monitoring reported to CMT and MAB alongside the regular strategic performance and budget monitoring report.

Single Equality Framework

Equality is embedded within the Council's performance management framework. Through detailed equality schemes, the Council identifies equality objectives set out in the Single Equality Framework and these are incorporated into the Strategic Plan. They are made up of:

- priorities where the primary intention is to reduce inequality between people; and

- priorities that relate to an outcome where we know that there are significant inequalities between different groups and where we will seek to narrow the gap.

In addition, key equality performance measures are developed, based on Strategic Plan performance measures. Where we need to narrow the gap in terms of outcomes for specific groups, the measures are disaggregated by specific equality strands.

Service Strategies and Plans

Sitting underneath the Strategic Plan and key corporate strategies are a series of lower level plans that support the delivery of key priorities. Examples of such plans are the Street Markets Strategy, Waste Strategy and Air Quality Action Plan. Whilst lead responsibility may sit within one Directorate, activities may be cut-across other areas of the Council and partner organisations. Although most of the plans are discretionary (i.e. not required by law), a number of them are statutory. Examples of statutory plans include the Council's Gambling Policy Framework and Food Law Enforcement Plan.

Lead services are responsible for developing these plans and ensuring that there are robust and proportionate governance and performance management arrangements in place for such strategies and plans. This might include performance management through an internal or external Board or partnership group. For cross-cutting plans, for example Financial Inclusion, the Corporate Strategy and Equality team take the lead.

Strategy map with detail of ownership, monitoring body and frequency to follow

To reflect the embedding of equality within team planning, plans will undergo an equality analysis during their development and key equality priorities be incorporated within the plans.

In addition, some Directorates opt to develop a dedicated Directorate Plan which sets out the Directorate's priorities, key initiatives and performance measures.

Team Plans

Each team, or service, within the Council should develop a team plan, specifying the outcomes to be achieved by each Council team, how they relate to strategic priorities and the objectives, activities, milestones and resources needed to deliver them. Milestones must be specific, measurable,

achievable, relevant and timely (SMART), so that progress can be monitored effectively.

Team Plans set out how the relevant budget will be spent, and may include actions to achieve greater efficiencies and longer-term savings plans. For some smaller services, it may be possible to combine a number of team plans into a single document.

There is an annual corporate team planning review which is undertaken on a sample of plans to assess the effectiveness of team planning. In addition, Directorates are responsible for ensuring proportionate arrangements for the approval and monitoring of team plans in accordance with the [corporate guidance](#).

Performance Development Reviews

Each individual member of staff should also have a Personal Development Plan, agreed through an annual [Performance and Development Review](#) (PDR). The PDR is where personal objectives are agreed, between staff member and line-manager, which set out how that individual is contributing to their team plan and the Council's strategic goals.

Performance Measures and Target Setting

In order to help monitor our progress against Council priorities, the Strategic Plan also identifies a set of key strategic performance measures which are monitored by CMT and members quarterly.

Strategic Performance Measures

The Council's strategic measures are kept under review to ensure that we are measuring the right outcomes, based on priorities set out each year in the Strategic Plan. The Strategic Plan and accompanying strategic measures are refreshed annually. The strategic measures include any indicators that are agreed as part of the development of Council's Single Equality Framework (SEF).

Directorate and Service Measures

The Council's strategic measure set typically contains up to 50 performance indicators which reflect the Council's key priorities and enable measurement of progress on key outcomes.

Sitting underneath this strategic set are a much broader range of performance measures which are monitored by Directorates and Services. This includes performance measures that are not within the Strategic Plan but relate to Directorate-level Strategies and Team Plans. The level, and frequency, of monitoring for such measures is determined by each individual Directorate, in accordance with the Directorate's performance management arrangements.

Target Setting

The corporate target setting process for our strategic measures aims to set stretching targets to aim for, as well as minimum standards below which performance should not fall below.

This approach creates a 'bandwidth' or target-range for each measure. Persistent failure, and in some cases, any failure, to stay within the lower bandwidth, i.e. the minimum standard level, will trigger consideration by Performance Review Group (PRG).

The criteria that inform target setting are detailed in the [guidance note](#). The target setting process is informed by a 'challenge phase' whereby targets which do not meet the guidance criteria must be reviewed by PRG prior to consideration by CMT and MAB.

Data Quality

A key aspect of effective performance management is ensuring that the performance data against which we measure our progress towards key goals and targets is accurate, reliable and timely. Where this is not the case, information may be misleading, decision-making flawed, resources wasted or service failures may go unidentified and unaddressed. The quality of our performance data is therefore central to the way in which we manage and monitor performance.

The Council has a [Data Quality Policy](#) which sets out the arrangements that are in place to deliver on this commitment. The Council's annual data quality assurance arrangements include a sample audit of some of the Council's strategic measures with a thorough review of the supporting evidence.

Performance Monitoring and Challenge

The Council has in place a range of mechanisms for reporting and monitoring its performance to track and challenge progress against its priorities. These include reporting tools for corporate and directorate management information, such as the Management Dashboard and Performance Digest, and regular reports to Overview & Scrutiny Committee.

The frequency and level of corporate reporting is outlined in the table below:

Monitoring level	Corporate Management Team (CMT)	Performance Review Group (PRG)	Mayor/ Cabinet	Overview & Scrutiny Committee
Joint Strategic Performance (measures) and Corporate Revenue and Capital Budget Monitoring Report	Quarterly		Quarterly	Quarterly
Strategic Plan	6 Monthly		6 Monthly	6 Monthly
Key Corporate Strategies	6 Monthly		6 Monthly	6 Monthly
Performance Digest		Quarterly		
Management Dashboard	Quarterly	Quarterly		

Strategic Plan and Corporate Strategy monitoring

The Council's Strategic Measures are monitored quarterly by CMT, Overview & Scrutiny and Cabinet. This monitoring is undertaken through a Joint Strategic Performance and Corporate Revenue and Capital Budget Monitoring Report which also sets out the Council's financial performance. Progress in delivering the Strategic Plan is carried out at 6 monthly intervals and forms part of the Quarter 2 and Quarter 4 reports.

In addition, the key corporate strategies are monitored six monthly with the results of this monitoring reported to CMT and MAB alongside the regular strategic performance and budget monitoring report.

Performance Digest

The Performance Digest report is one of the key sources of intelligence supporting performance monitoring and challenge. This supports PRG to check the performance, health and direction of travel of the Council.

Reported on a quarterly basis to PRG, the report brings together performance data from a range of different sources, including

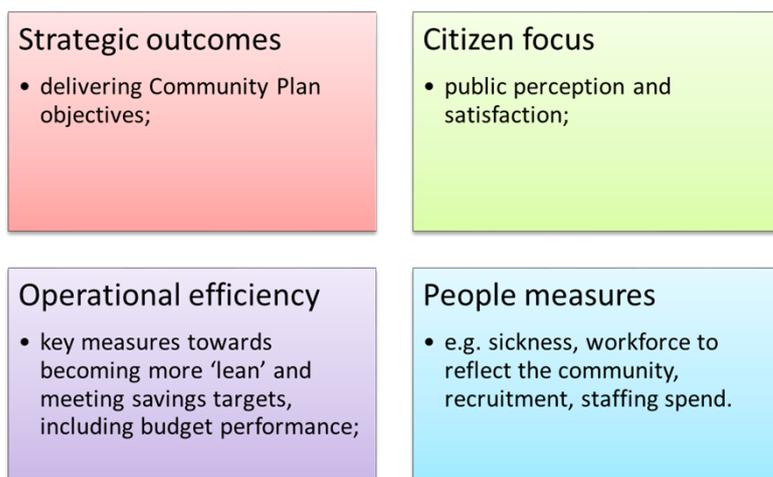
- The Management Dashboard
- Directorate's own monitoring
- External regulatory inspections results
- London-wide performance measure benchmarking

The Digest analyses trends and identifies potential performance issues based on the above quadrants.

Management Dashboard

A Management Dashboard is produced on a quarterly basis for CMT and the Performance Review Group. The Dashboard uses existing data to provide a picture of organisational performance covering strategic performance measures, HR information, risks and resident feedback, such as complaints and member enquiry data. Budget and finance information is included within the Dashboard helping to highlight the relationship between service and financial performance.

The management dashboard is a balanced scorecard of the following quadrants:



Directorate performance monitoring

In addition to the above, each Directorate has its own set of performance measures which are required to be monitored on a quarterly basis by their

DMT. These should include the strategic measures for which the Directorate is responsible and the other key business critical measures for the Directorate. Directorate monitoring information is reviewed for the Performance Digest and reported on an exception basis to the Performance Review Group.

DMTs are also required to have some process for monitoring progress on team and service plans for which they are responsible.

Performance Improvement

The **Performance Review Group**, chaired by the Chief Executive / Head of Paid Service, challenges services where there are identified performance concerns and takes a trouble-shooting approach to improving performance.

The quarterly **Performance Digest report**, outlined above, plays a central role in enabling PRG to monitor progress, challenge services on their performance as a 'critical friend', and make decisions about where to focus its improvement work.

PRG reviews issues and calls in relevant officers to better understand performance issues and potential solutions.

Where necessary PRG commissions **peer-led improvement reviews** in order to help services achieve performance improvement. These reviews typically involve some external involvement to the support challenge and action planning process.

Overview & Scrutiny Committee/ Health Scrutiny

The two Scrutiny bodies: Overview & Scrutiny and Health Scrutiny, and their elected Members also have a role to play in holding the Executive and officers to account and supporting policy development.

There are nine members of the Overview & Scrutiny Committee, including the Chair, and each holds a portfolio linked to the Council's directorate structure. It receives regular monitoring of key performance information via the quarterly Joint Strategic Performance and Corporate Revenue and Capital Budget Monitoring Report. The Executive Member for Resources attends the Committee and presents the report and takes questions. Any questions that cannot be answered at the meeting are responded to by letter. The Executive has a statutory duty to provide information to support the Committee's scrutiny.

Knowledge gleaned from the quarterly monitoring reports can act as a trigger for more detailed scrutiny of specific topics via Scrutiny Challenge or Spotlight sessions. Other triggers for inclusion in the Scrutiny work programme could include: areas of under-performance identified via other reports to Cabinet, new national issues, areas important to residents, or of interest to Committee Members. The Committee invites the relevant Corporate Director, Service Head and possibly the relevant Lead Member to attend these sessions, to

challenge and understand policy and practice. At the conclusion of all Reviews and Challenge sessions a report and action plan is produced. Recommendations are submitted to CMT and Cabinet for their response. Although the Executive is not obliged to accept the recommendations, it must provide monitoring information, to enable the Committee to continue to challenge performance in this area, and hold the Executive and officers to account.

Another power to challenge that Overview & Scrutiny can exercise comes from the option to 'call in' any items to be discussed at Cabinet, or anything that has been made as an Executive Decision. These Decisions cannot be implemented while Scrutiny is considering the matter, although this power is only to delay and advise, not to overturn.

Support to policy development can be offered at the pre-approval stage of all significant strategies and plans. The strategies and plans listed within the Council's Policy & Budget framework are classed as 'statutory', and therefore must be considered by Overview & Scrutiny Committee as part of the consultation process, before going to Full Council for approval. Overview & Scrutiny may make recommendations to Full Council, including the recommendation to reject a strategy. Full Council may accept or choose to ignore recommendations made by the Committee.

The Health Scrutiny Panel is a sub-committee of the Overview & Scrutiny Committee. The Panel functions in a similar way to Overview & Scrutiny.

Local people can contribute to Scrutiny reviews and Challenge sessions, through the medium of surveys and focus groups, and by attending the sessions to give evidence to the Committee. Individuals and interest groups may also attend Overview & Scrutiny to lobby the Committee when areas of contention are being considered by Cabinet.

Public Reporting

Reporting to the public so that they can hold the Council and its services to account is a key element of the Performance Management and Accountability Framework.

All key plans and strategies are made available on the Council's website and where appropriate summary versions are produced

The Council also reports to residents on performance against its key priorities – within the annual Council Tax communication which goes to all households

and through a Mayor's Annual Report which is disseminated to all homes through East End Life.

In addition, all quarterly monitoring reports are made available publicly on the Council's website.