

DRIVING SUCCESS

Hampshire County Council's Performance Management Framework



Driving Success ... through the 2010/11 Corporate Improvement Plan
February 2010

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Cabinet
Date of Decision:	22/2/10
Decision Title:	Driving Success ... through the 2010/11 Corporate Improvement Plan
Decision Reference:	1334
Report From:	The Chief Executive's Department

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1. Introduction

- 1.1. Over the last twelve months the authority has significantly strengthened the organisation's improvement capacity and performance management framework.
- 1.2. Driving Success has provided a framework to bring together at the corporate level a robust and sound assessment of the Council's performance, focussing on the key things that matter most locally.
- 1.3. As part of Driving Success a new Corporate Improvement Plan was introduced which for the first time focussed on the issues most in need of improvement. It did not and was not intended to cover the extent of the services that the Council delivers nor did it contain all improvement priorities.
- 1.4. The Corporate Improvement Plan was based on the Driving Success key principle that Chief Officers, Executive Members and departments owned and led their own performance management and improvement. Driving Success enshrines this whilst drawing out those issues which need greater visibility, focus and/or collective action.
- 1.5. The further development and embedding of Driving Success continues to progress well with strong momentum. As part of this, it is necessary to refresh the Corporate Improvement Plan for 2010/11. This is timely as the authority considers its budget and departments finalise their Service Plans for next year.
- 1.6. Continual improvement and delivering and striving for excellence is standard and departments will continue to lead their own performance management to achieve this expectation. The Council is focussed on embedding this approach.
- 1.7. The Corporate Improvement Plan builds on this strong base. Following discussions between Cabinet and CMT, it has been agreed that the

Corporate Improvement Plan for 2010/11 should be strengthened further and should focus on the particularly 'hard to move' performance indicators and outcomes. The strength of purpose and clarity of focus for the organisation to concentrate its collective will on a small number of locally important, but difficult to improve, issues is compelling.

- 1.8. This will be underpinned by the Driving Success framework and an expectation of continued performance and efficiency improvements across the board. Driving Success Chief Officer Self-Assessments will continue to report on this broader perspective in the usual way.
- 1.9. This paper sets out the proposed approach to the 2010/11 Corporate Improvement Plan and also includes an emerging draft for consideration and comment.
- 1.10. This represents another significant step-forward in the organisation's performance management framework and continues to take the Council 'beyond inspection'. It is recognised that this creates a degree of tension in the system and across the Council, this is both natural and healthy and is the hallmark of a strong framework and improvement plan.

2. Contextual Information

- 2.1. The County Council's strategic performance continues to be strong with service improvements across the board. Service transformation, innovation and value for money remain key drivers to enhance the quality of life for local residents.
- 2.2. This high base and positive direction of travel is the context for developing the next Corporate Improvement Plan.
- 2.3. The 2009/10 quarter two Chief Officer Self-Assessment report was considered at a joint Cabinet-CMT Driving Success session on the 30/11/09 where the key issues and strategic priorities were discussed. This discussion has shaped the approach to the Corporate Improvement Plan and informed the emerging draft.
- 2.4. The starting position for the revised Corporate Improvement Plan was to look at current performance, direction of travel and comparative performance to identify key issues. The relative significance, scale of improvement and current plans were considered in the wider context of survey results/public priorities and partnership working, particularly the LAA¹.
- 2.5. Alongside this the County Council has received its first round of CAA² results. The Organisational and Area Assessment reports as well as the Care Quality Commission and Ofsted reports, of Adult Services and Children's Services respectively, have been used to cross-reference and inform the emerging draft.
- 2.6. Overall it will be for Cabinet and CMT to comment on and decide the most significant 'hard to move' improvement priorities locally.

¹ LAA = Local Area Agreement.

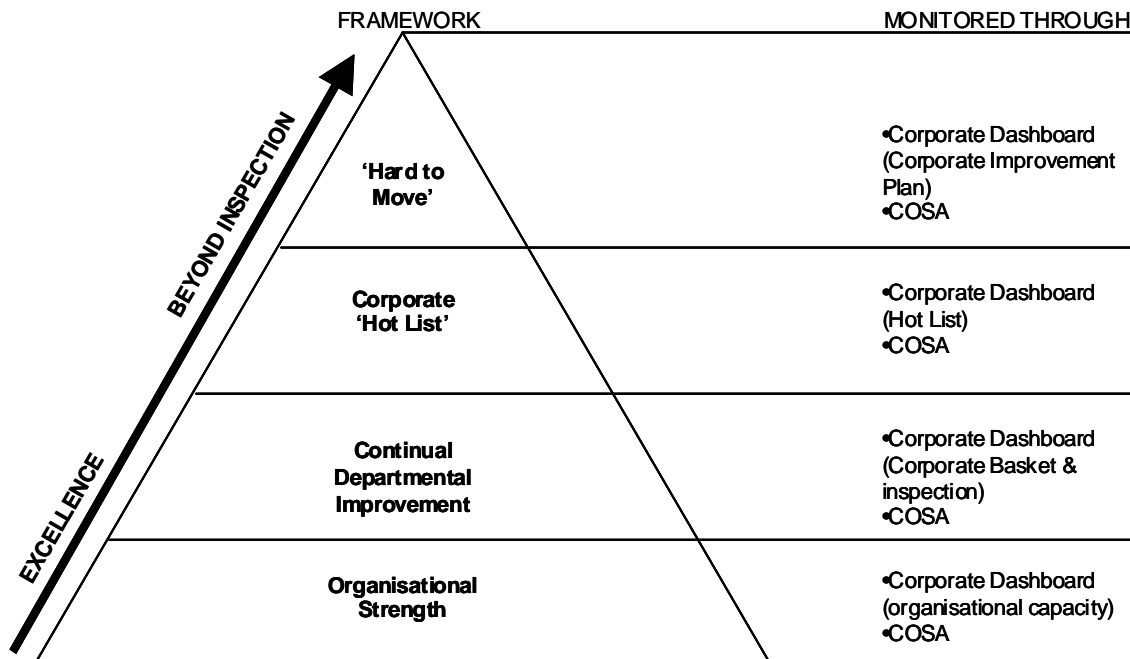
² CAA = Comprehensive Area Assessment.

3. Strategic Ambition & Direction of the Council

- 3.1. It has been judged that the Council 'Performs Excellently' in the first year of the new, harder CAA external assessment framework. At the same time Ofsted and CQC³ found that the Council's Children's and Adult Services were performing 'Well'.
- 3.2. Driving Success established a robust and self-determined Performance Management Framework. Whilst the Council's enviable CAA ratings recognised this they are not the driving force or final destination. The Authority intends to proactively go further.
- 3.3. The following sets out the direction, intention and expectation moving forward:
- **Organisational Strength:** Continuing to improve management and improvement capacity to further the Council's goal to be 'a modern business providing public services' with a focus on efficiency, transformational change and customer experience. Staff and management development in a systematic way are part of the long term commitment to improve capacity.
 - **Continual Departmental Improvement:** Continual departmental improvement in service performance and efficiency as the norm which is then recognised by external inspection in increased or maintained highest scores.
 - **(Beyond Inspection) 'Hard to Move':** A collective focus in a few key 'hard to move' areas for improvement through the 2010/11 Corporate Improvement Plan. This requires focus, action plans and cross-cutting working.
- 3.4. These three strands underpin the organisation's drive and represent a significant **self-directed 'raising of the bar'** which sets the authority apart from others and establishes stretching improvement as a normal part of the Council's performance planning.
- 3.5. The diagram below provides an overview of this approach.

³ CQC = Care Quality Commission.

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4. Organisational Strength

4.1. Over the last 18 months significant progress has been made in transforming the Council and developing further organisational capacity through the Corporate Service Reviews, Efficiency Programme, Change Board and several senior management changes and appointments.

4.2. Building further management and leadership capacity within the organisation will be a key component to deliver change successfully – this is often out of sight and beyond inspection. The following will be the key focus for this looking forward:

- **Value for Money & Efficiency:**
 - Implementation of the Corporate Service Reviews
 - Delivery of the Efficiency Programme targets
- **Transformational Change:**
 - Development and delivery of a more effective and coordinated transformational change programme, overseen by the Change Board
 - Strengthened workforce planning & organisational development
- **Customer Experience:**
 - Increased customer understanding & influence
 - Improved 'customer experience' and efficiency through service transformation and channel shift

5. Continual Departmental Improvement

5.1. The Council is clear on its ambitions for continued improvement in performance and efficiency; this is the day job for mainstream service delivery. Chief Officers and Executive Members are leading this drive within

⁴ COSA = Chief Officer Self-Assessment.

their departments and portfolios. Part of this will be to sustain and move towards the highest rating in the Use of Resources, Ofsted and CQC assessments in the medium term.

- 5.2. Departments very clearly lead and are accountable for their own performance and this will be managed within the department. Within this there will be outcomes of corporate importance and would continue to be reported to CPEG, CMT and Cabinet through Driving Success as appropriate.
- 5.3. What the Council is determined to do now is to perform beyond inspection regimes, particularly on local political and service priorities.

6. (Beyond Inspection) 'Hard to Move'

- 6.1. An organisation with the complexity and scale of delivery such as the County Council cannot be excellent at everything all of the time. The mark of an excellent organisation is to recognise the cycle of performance and to invest resources and effort on the issues of greatest importance locally. The Council has a strong track record of investing and delivering on its priority areas.
- 6.2. With this in mind, the Council refuses to be restrained by its current performance or trajectory and in the 2010/11 Corporate Improvement Plan the focus will be on the most important 'hard to move' issues locally. Some of these difficult issues will take the Council beyond the timing of inspection but they are the key things that matter most locally.
- 6.3. By developing performance beyond inspection the authority is recognising that whilst performance will continue to improve in services the Council will make a concerted effort to tackle some of the most difficult issues on a longer time horizon than the more limited annual cycle of inspection. The emphasis is on outcomes for people that make a difference to their life chances and to their quality of life in Hampshire.

7. Corporate Improvement Plan Approach & Surrounding Framework

- 7.1. The current 2009/10 Corporate Improvement Plan was successful in identifying the key corporate improvement issues across the Council and providing a framework to manage them. Looking to 2010/11 it is proposed to focus the plan down to an even smaller number of really key 'hard to move' improvement priorities and strengthen it further from a performance management perspective.
- 7.2. The intention is to create a Corporate Improvement Plan which is:
 - **Shorter;**
 - **More focussed** on the most important improvement areas and where a difference can be made; and
 - **Clearer** with greater clarity on the outcomes for local residents trying to be achieved and stronger performance management
- 7.3. In order to achieve a much tighter plan it is proposed that a distinction is made between 'corporately important' areas (eg general educational

attainment, diversion of waste from landfill) and areas 'in need of focussed improvement' (eg educational attainment of Children in Care, NEETs⁵).

- 7.4. The earlier diagram highlights how this might work and how a Corporate Improvement Plan could be developed which focuses on the key improvement issues whilst recognising that this would be part of a wider whole of organisational and departmental improvement planning, management and reporting. Progress and risk against organisational strength, continual departmental improvement (in services and inspection), corporate 'Hot List' and the Corporate Improvement Plan would all be reported quarterly via the Corporate Dashboard⁶.
- 7.5. In relation to the continual departmental improvement, it is suggested that the focus for corporate reporting via the Corporate Dashboard is on the outcomes of corporate importance which could be developed from the Council's 'corporate basket'.
- 7.6. The Corporate Improvement Plan will not cover everything that the Council does or, even, contain all of the Council's improvement priorities. It will build on the principle that departments, and Executive Members, own and drive improvements in their services whilst drawing out those issues which need greater corporate visibility, focus and/or collective action.
- 7.7. The plan will not explicitly reference all of the key cross-cutting issues but there is a clear expectation that these should remain specific considerations by departments (eg equality and diversity, community safety and sustainability).
- 7.8. The Corporate Improvement Plan will be managed by CPEG⁷ on behalf of CMT and Cabinet who ultimately 'own' it. It will be important to have clear accountabilities with a lead person identified for every issue who will be responsible for engaging and coordinating others across the Council and externally with partners, as appropriate.
- 7.9. There is a recognition that the Corporate Improvement Plan will need to remain responsive and CPEG may need to add or delete particular areas to ensure the Corporate Improvement Plan continues to reflect the key improvement priorities of corporate significance.
- 7.10. Many of the priorities identified will also be reflected in partnership working, including the LAA. Although led and delivered by departments as mainstream activity the impact of partnerships on achievement will be a key element.
- 7.11. It is critical to engage and secure Cabinet and CMT 'buy-in' to the revised 2010/11 Corporate Improvement Plan. As part of this, there will be key questions around the level of ambition or any improvement 'stretch' to apply to the areas within the Corporate Improvement Plan and the resource implications of these; the specific issues to focus on; accountabilities for any cross-cutting themes; the relationship with the LAA and other partner agreements; and so on. Strong links to the budget process will be part of this.

⁵ NEETs = Not in Education, Employment or Training.

⁶ See Appendix One for more information of how this might work.

⁷ CPEG = Corporate Performance and Efficiency Group.

8. Emerging Draft 2010/11 Corporate Improvement Plan

- 8.1. Discussions between Cabinet and CMT started to identify a number of the key issues which has informed and shaped the process. This has been informed by the performance of key services across the board alongside various inspection reports and findings. The review of this strong evidence base started to pinpoint key issues which then formed the basis of discussions with Members, Directors and other senior officers.
- 8.2. Through this process a number of key improvement issues began to emerge. Many of these represent issues which require a step-change in performance. For others performance has been historically stubborn and slow to improve given their nature. Together they represent a number of 'hard to move' improvement issues. None of the issues identified will be a surprise to Cabinet and in many instances they reflect long standing Members' views.
- 8.3. It is clear that those further beyond the Council's direct control and which rely or have a strong interdependency with the performance of a partner organisation are likely to be harder to shift. Whilst the County Council should not shy away from these it is recognised that the performance on these issues are likely to take longer to achieve and involve partnership working.
- 8.4. The emerging draft Corporate Improvement Plan is offered here for Cabinet to discuss and comment on. Once the key issues are agreed it will be important to consider further the wording and grouping/themes – it is suggested that for the purposes of the discussion this is put to one side at this stage.
- 8.5. The emerging draft 2010/11 Corporate Improvement Plan is shown below for consideration:

2010/11 CORPORATE IMPROVEMENT PLAN – <u>HARD TO MOVE</u> Emerging Draft
<p>Better Opportunities for Children & Young People:</p> <ul style="list-style-type: none"> • Improved educational attainment of children in care • Reduced number of young people not in education, employment or training • Increased number of care leavers in education, employment or training • Reduced number of teenage pregnancies • Improved placement stability of children in care
<p>Maximising Wellbeing:</p> <ul style="list-style-type: none"> • Greater choice in and control over adult social care and support
<p>Enhancing our Quality of Place:</p> <ul style="list-style-type: none"> • Improved satisfaction with roads • Improved highway condition
<p>Note: Some of these are the principal responsibility of the County Council and others are shared responsibilities.</p>

- 8.6. When the key improvement issues are agreed it will be important to better define what is proposed to be achieved and to ensure robust performance management arrangements are in place, including appropriate performance

indicators and targets. Whilst it will be important to at least annually review, these targets will make more sense to extend beyond one year.

- 8.7. There are a number of other issues which could be considered contenders for the Corporate Improvement Plan but have not been suggested at this stage as the improvement activity is at an early stage of being defined. Examples of this may include climate change adaptation and improved partnership working with the Primary Care Trust or the Voluntary and Community Sector.
- 8.8. These sort of issues would be included in the corporate 'Hot List' as something that is in development and the scope is yet to be agreed. When the improvement focus, strategies or resources have been agreed these may then move into the Corporate Improvement Plan⁸.
- 8.9. It is clear that beneath some of these lies the broader health and economic inequalities across the county which are deeply entrenched issues that go far beyond traditional service delivery. They require innovative new approaches, capacity to be built within communities and partnership working. Success will be slow not because of a lack of focus or momentum but because of the behavioural adaptation required.
- 8.10. The emerging Corporate Improvement Plan issues have synergy with some of the issues in the LAA. It might be helpful to be clear about this overlap with partners and to pursue the opportunities this presents. Using this to give a stronger focus for partnership engagement in those areas where joint working is a means to help shift performance on the Council's priorities which are beyond the organisation's direct control. Using the principles of initiatives such as Total Place may also provide opportunities to align wider public spend behind these improvement priorities.
- 8.11. Looking ahead to 2011/12 it is clear that a number of the same issues may stay within the Corporate Improvement Plan, given the time it will take to effect improvement. It can, however, be seen that the 'hard to move' theme of 2010/11 may develop into an 'improvement focussed localism'. This would take the Council further beyond inspection by tackling the hard to move in any given locality whilst further strengthening the Council's local presence, accessibility and the influence of the local community.
- 8.12. At the same time efficiency, innovation and transformational change will be central to maintain and drive performance whilst making budgetary savings.

9. Conclusion

- 9.1. The Council is again raising the bar of expectation and delivery. Continued departmental improvements in service delivery and inspection is the norm whilst the Council collectively strives to move beyond inspection with a focus on the key 'hard to move' issues locally. Alongside this the authority will continue to enhance the organisational strength of management and leadership.

⁸ See Appendix One for more information.

- 9.2. It is recognised that this will inevitably create healthy tension and that the small relative corporate planning and performance work brings disproportionate benefit to the organisation and in external assessment.
- 9.3. The lead role of each department to drive improvement and manage their business is fundamental whilst recognising the need to ensure appropriate corporate visibility, collective support/action and to continue the drive for excellence.
- 9.4. This paper sets out some options and proposes a revised 2010/11 Corporate Improvement Plan. The intention is to make the plan shorter, clearer and more focussed on the 'hard to move' issues of priority importance locally. To move further 'beyond inspection' greater clarity needs to be given to the distinction between 'important' and 'in need of improvement'.
- 9.5. It will be crucial to ensure engagement and ownership of Cabinet and CMT.
- 9.6. It will be important to move this work forward quickly in order to ensure appropriate links with the budget process and departmental service plans is maintained.
- 9.7. The performance framework has helped bring discipline, action and focus. Recent reviews have introduced risk assessments by Chief Officers to update the plan. This enhancement looks to define and improve 'hard to move' issues that are central to the life chances and quality of life of Hampshire residents.

10. Recommendations

- 10.1. It is recommended that Cabinet:
 1. Consider, comment and endorse the strategic ambition and direction (see sections three to six).
 2. Consider, comment and approve the approach to and draft of the 2010/11 Corporate Improvement Plan (see sections seven and eight) and ask the Head of Improvement, in consultation with the Chief Executive, to finalise the draft plan.
 3. Ask the Head of Improvement to continue to bring relevant Driving Success update reports.

Appendix One: Further Explanation of the Separate Categories

Corporate Improvement Plan: Hard to Move – ‘Improving Performance’

Issues identified for improvement and would be reported on quarterly in the Corporate Dashboard and action expected to address under performance.

Guiding criteria for inclusion in the revised Corporate Improvement Plan:

1. **Corporately significant** issue for improvement
2. **Cross-cutting** areas where collective action can make a real difference
3. **Outcome focussed** which will make a positive difference to local residents
4. **Priority** which has already been agreed and resources identified
5. **County Council** core business or an area which the Council can make a significant contribution

Corporate Hot List – ‘In Development’

Issues identified for improvement but the scope is still under development in terms of their improvement focus, strategies and resources agreed. These would be reported on quarterly in the Corporate Dashboard and it would be expected that action is taken to develop the plans which would then feed into the next iteration of the Corporate Improvement Plan or that the decision is taken not to proceed.

The Hot List may include:

- Upcoming improvement issues perhaps identified via inspections/audits
- Issues awaiting agreement of the outcome/s to be achieved and the measures and targets to determine what success would look like
- Issues awaiting sign off by Cabinet/CMT

Outcomes of Corporate Importance – ‘Maintaining Performance’

Outcomes of corporate importance but which are *not* improvement priorities because performance is already at the appropriate level, good or strong (eg general school attainment, diversion from landfill). This could be considered a ‘corporate basket’ of the best proxies of the performance of the Council on the things that matter most locally and would be closely monitored through quarterly reporting on the Corporate Dashboard. Continued improvement would be expected in these areas but this is more about business as usual than step-changes in performance:

- Outcomes of local importance/priority where performance should be closely monitored and not be allowed to significantly fall
- If performance does significantly slip:
 - It would go onto the corporate ‘Hot List’ for sign-off for an extra corporate push to make the necessary improvement happen
 - When the scope, focus, strategy or resources are agreed it should then go into the Corporate Improvement Plan
 - When performance has sufficiently improved it would return to the Outcomes of Corporate Importance

Appendix Two: Emerging Corporate Improvement Plan 2010/11

Aims	Corporate 'Hot List' <i>In Development</i>	Corporate Improvement Plan: 'Hard to Move' <i>Improving Performance</i>	Outcomes of Corporate Importance – <i>Maintaining Performance</i>
Hampshire safer & more secure all			<ul style="list-style-type: none"> • Community Safety • Road safety
Better opportunities for children & young people	<ul style="list-style-type: none"> • Improving educational facilities through Building Schools for the Future • Increasing participation, personal horizons & wellbeing 	<ul style="list-style-type: none"> • Improved educational attainment of Children in Care • Reduced number of young people not in education, employment or training • Increased number of care leavers in education, employment or training • Reduced number of teenage pregnancies • Improved placement stability of children in care 	<ul style="list-style-type: none"> • General educational attainment • Children's safeguarding
Maximising Wellbeing		<ul style="list-style-type: none"> • Greater choice in and control over adult social care and support 	<ul style="list-style-type: none"> • Adult safeguarding • Telecare for vulnerable adults in the home
Reducing inequalities	<ul style="list-style-type: none"> • Increasing availability of affordable homes, including in rural areas • Improving skill levels in targeted areas of deprivation • Reducing proportion of children living in poverty • Decreasing inequalities through Total Place • Reducing rural inequalities & supporting rural communities • Decreasing health inequalities 		<ul style="list-style-type: none"> • Economy and jobs • Participation in sports, arts and cultural activities
Community leadership & strong communities	<ul style="list-style-type: none"> • Community Involvement Framework (inc HATs) • More effective partnership working (inc with the PCT) • Increasing the VCS capacity • Delivering the Havant Public Service Village 		
Enhancing our quality of place	<ul style="list-style-type: none"> • Ensuring resilience to climate change through adaptation • Better carbon management 	<ul style="list-style-type: none"> • Improved satisfaction with roads • Improved highway condition 	<ul style="list-style-type: none"> • Waste diversion from landfill

Hampshire safer and more secure for all

Maximising wellbeing

Enhancing our quality of place

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Driving Success: Hampshire County Council's Performance Management Framework	N/a	24/11/08

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
Departmental performance submissions and further information	Corporate Performance Team

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1. An initial assessment of equalities issues suggests the nature and focus of this plan will have a positive impact on dealing with inequalities. A full Equalities Impact Assessment will be conducted on the final plan.

2. Impact on Crime and Disorder:

- 2.1. Crime and disorder as well as some of the causes of this are tackled or closely monitored as part of the Corporate Improvement Plan and the wider approach.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

The corporate 'Hot List' identifies 'better carbon management' as a potential Corporate Improvement Plan issue which is currently being explored and in development.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The corporate 'Hot List' identifies 'ensuring resilience to climate change through adaptation' as a potential Corporate Improvement Plan issue which is currently being explored and in development.