Appendix 1

Performance Management Change Position Paper

01/03/2011

This position paper states the current position of Performance Management at Rossendale Borough Council and how it may be affected and developed in line with new Coalition Government Policies.

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Introduction & Background

Performance Management is important to anyone working to improve services for local communities. It is used by both officers and councillors to measure services, drive continuous improvement and increase efficiency. Performance management is also used to ensure policy decisions are being implemented and that customers are receiving the standard of service they expect at a cost that represents good value for money. More specifically, performance management is about effective management, ensuring priorities and targets are met for the benefit of the community. Provision and publishing of performance management data is also important to enable the community to scrutinize and challenge the Council's performance.

Performance Management in the Public Sector is currently undergoing some changes as a result of the new coalition government. These changes will see significant modifications in the way performance is managed on a local level at Rossendale Borough Council (RBC). The most significant changes affecting RBC in 2011 will be the abolition of National Indicators and the disbanding of the Audit Commission and subsequent inspections. This Position Paper aims to provide some background to these changes as well as suggest which National Indicators should be kept on as Local Performance Indicators and make recommendations on future performance management informed by the outcome of a review.

The Coalition Government & the Shift in Publishing Performance Data

What is the Coalition Government's Vision

The Coalition Government has called for more local control, making Councils accountable to local residents with transparency of data and decision making processes. Improved performance based on meeting or exceeding the expectations of residents is most likely to be achieved if Councils utilise performance data effectively and engage local residents directly with performance and the decision making process.

How Will Performance Management Look Going Forward?

Information, which is meaningful to ordinary people, should be shared with local residents and released in real time where possible. The information should be shared in a way that encourages dialogue and debate between the Council and local residents.

The emphasis of performance reporting will be shifted towards providing local residents with timely and relevant information. The aim is to encourage more local democratic participation and political accountability eventually leading to local residents being involved in the decision making process.

An engaged community will lead to better performance and improvement driven from the bottom up. Councils should therefore look to create more debate through online and other initiatives.

What Does the Council Need to do to Achieve This?

The Council should more actively inform residents about its performance, make performance data more accessible, and establish a dialogue about the key strategic priorities.

KPMG's best practice 'vision for local government' recommends this is achieved by:-
1) Providing accessible, real-time access to data – Councils should make use of existing information outlets to get the public looking at data, and responding to what the data shows them. This should be released as regularly as possible so that people do not feel 'behind the curve'. Data should be formatted and presented in a way which will engage residents and make them keen to find out more.
2) Making it easy for residents to respond – Councils could begin to explore ways to capture constructive thoughts from more residents who have an opinion about how best to govern the local area, and establish a strategy for incorporating responses into the political decision making process.
3) Taking control of performance data – Councils should push for more control of their performance data, making it more meaningful to the local area.

The Coalition Government's new approach aims to put assessment and improvement in the hands of Councils, both individually as well as collectively. Assessing the 'Freedom to Lead' campaign and the 'Sector self-regulation and improvement' consultation document the following principles are the basis for how performance shall be managed going forward:-

- Councils are responsible for their own performance and for leading the delivery of improved outcomes for local people in their area.
- Councils are accountable to their communities. Stronger accountability through greater transparency helps local people drive further improvement.
- Councils have collective responsibility for the performance of the sector and to collaborate through sharing best practice and actively encouraging peer support and benchmarking.
- Further reductions in the burden of inspection and data reporting can be made – enabling cost savings for councils and Government.
- Working with partners locally and encouraging streamlined funding arrangements nationally so that tools and services are available that support local agencies to improve places and services are available that support local agencies to improve places and service quality in a more joined up way.

How these principles may affect RBC's Performance Management Framework can be seen on Figure 1, how these principles affect RBC's Corporate Priorities can be seen in Figure 2 and how these principles may affect the structure of the Rossendale Forum can be seen in Figure 3.

Figure 1 How the new approach to Performance Management may affect RBC's Performance Management Framework

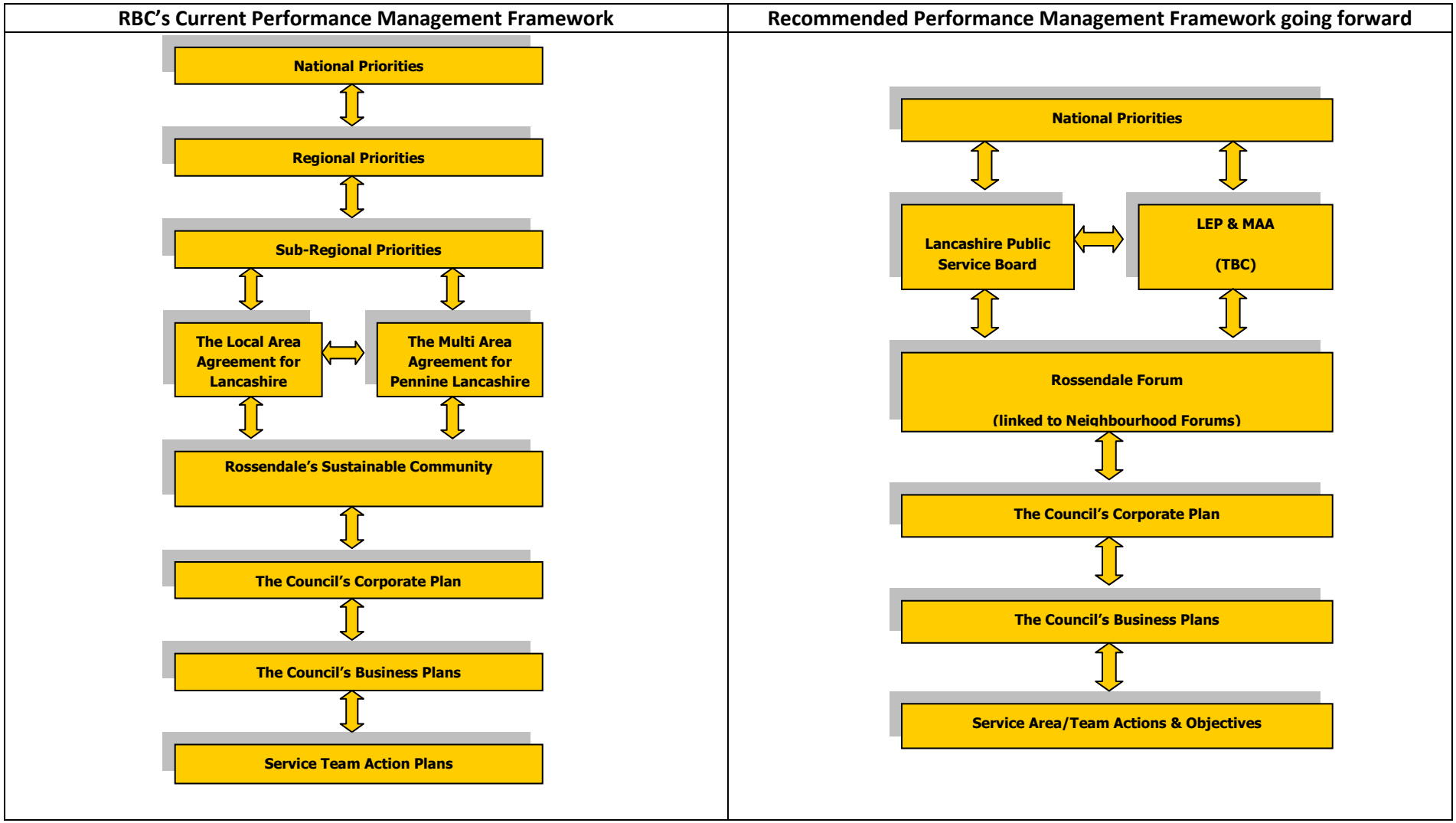

Figure 2 How the new approach to Performance Management may affect RBC's Corporate Priorities

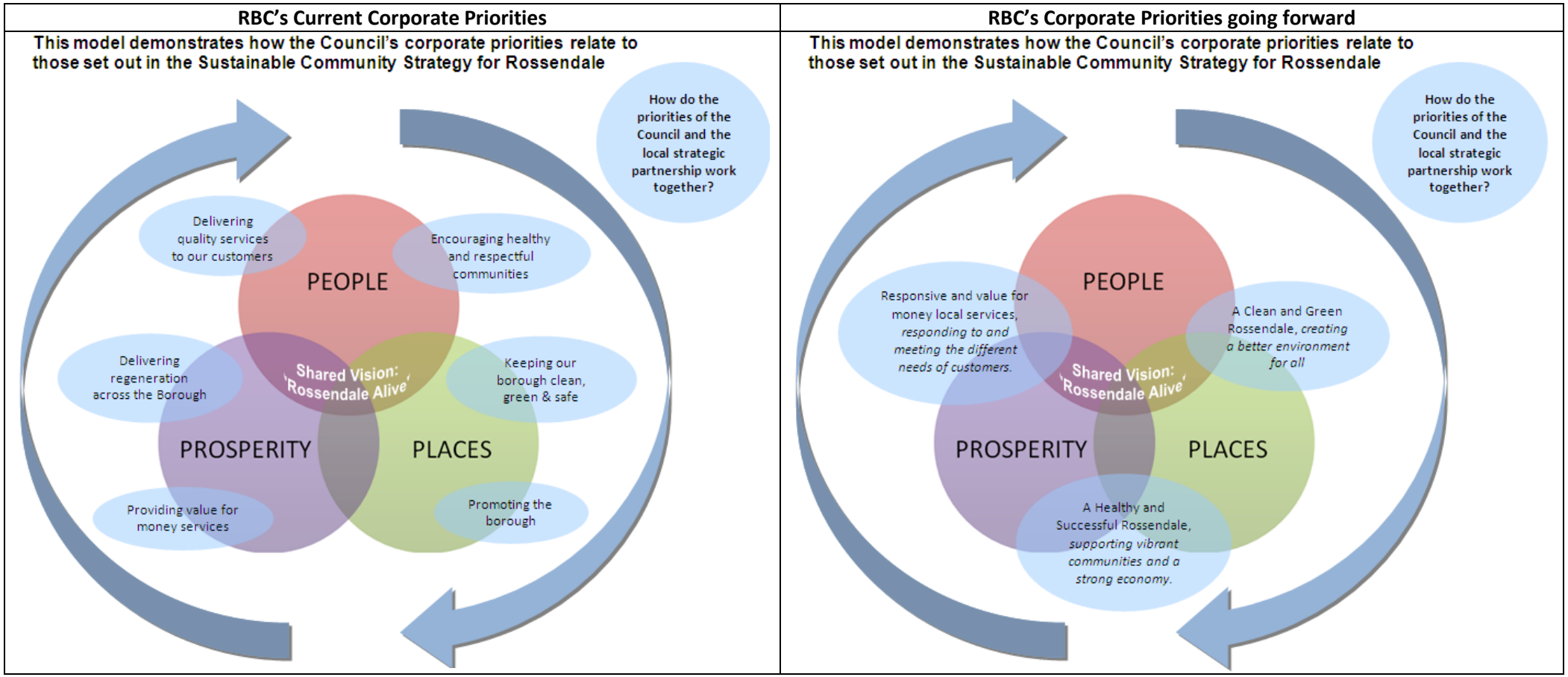

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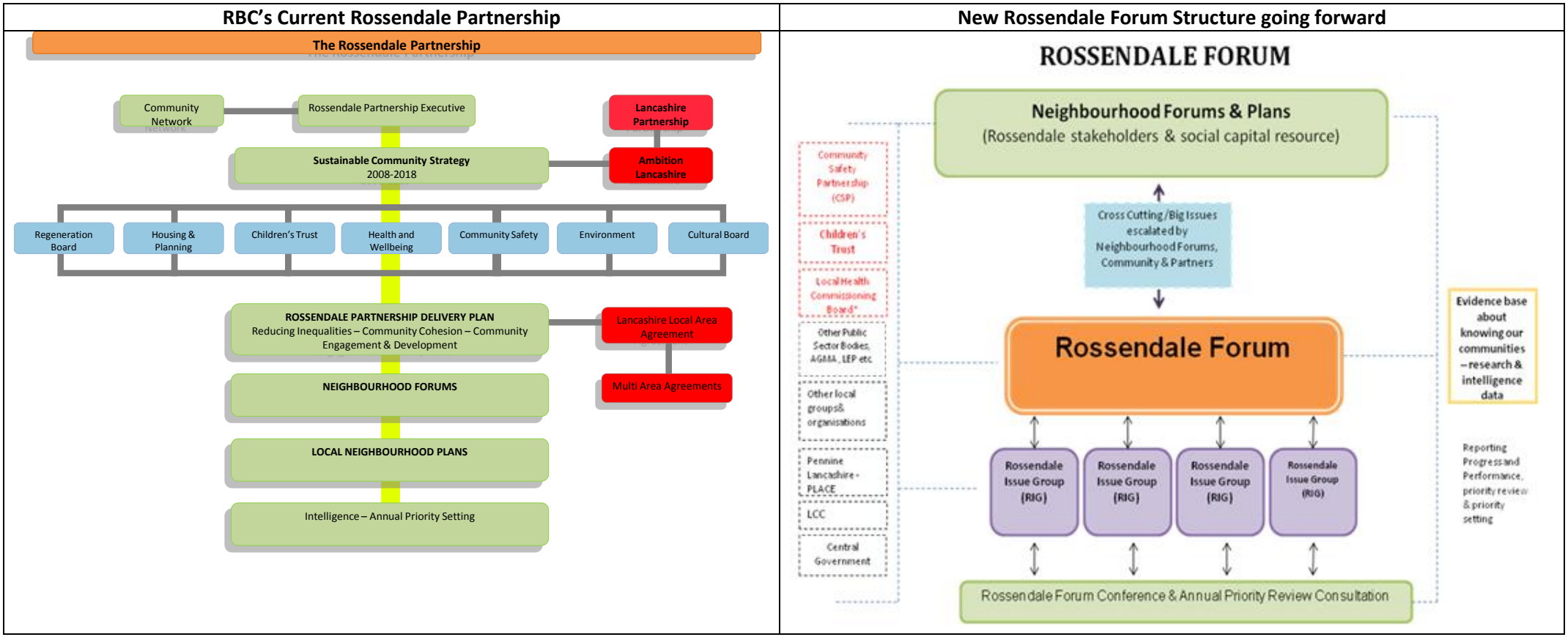
Figure 3 How the new approach to Performance Management may affect the structure of the Rossendale Forum



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Performance Management

The Single Data Set

The Coalition Government has announced the abolition of National Indicators and has produced a single dataset to replace it. The single data set should not be used in the Performance Management Framework as the list of requirements are not Indicators and will not be used to assess Local Government Authorities (either for money or performance etc). The list will be used to inform public sector on what should be managed in conjunction with each Council's priorities (and as such this will make benchmarking difficult with differing priorities).

In terms of which NI's Council's retain, this will be decided on a value for money basis. For example, the emphasis has changed onto what the public perceive our street cleanliness is like rather than having statistics telling them what the streets are like (public opinion is the most important).

Following consultation with mangers and Covalent data collection officers, both in Rossendale and across Lancashire, a recommended revised list of performance indicators going forward can be seen in Figure 4, which shows which indicators are proposed to be removed and any new local indicators being developed.

Lancashire Benchmarking

A spreadsheet has been drafted by the Lancashire Benchmarking Task & Finish Group which LA's will be able to update for data comparison, all LA's have been asked which PI's we would like to benchmark using this method going forward (either NI's or possible LI's such as sickness absence). This document is currently out for consultation.

The National Data Hub

The Coalition Government has closed down the National Data Hub and a new one is being developed by the LGA called 'LG Inform'.

Figure 4 Full List of Performance Indicators and Recommendations (see Consultation document for

Key	Delete	Keep	New or Keep as an Amended LI
SAT			
CS2 Customer waiting times in the one stop shop			
CS3 RBC switchboard telephone calls answered within 20 seconds (2006/7-10 seconds)			
CS4 % of abandoned switchboard calls			
CS5 % of telephone calls answered by Coventry call centre within 20 seconds			
CS6 % of abandoned calls - Coventry Call Centre			
LI 9 % of Council Tax collected			
LI 10 Percentage of Non-domestic Rates Collected			
LI 76b Housing Benefits Security number of fraud investigators			
LI 76b YTD Housing Benefits Security number of fraud investigators			
LI 79a Accuracy of processing - HB/CTB claims			
LI 79bi Percentage of Recoverable Overpayments Recovered (HB) that are recovered during period (LI 10)			
LI 79bi YTD Percentage of Recoverable Overpayments Recovered (HB) that are recovered during period			
LI 79bii HB overpayments recovered as % of the total amount of HB overpayment debt outstanding (LI 11)			
LI 79bii YTD HB overpayments recovered as % of the total amount of HB overpayment debt outstanding			
NI 181 Time taken to process Housing Benefit/Council Tax Benefit new claims and change events			
NI 181(a) Time taken to process Housing Benefit/Council Tax Benefit new claims			
NI 181(b) Time taken to process Housing Benefit/Council Tax Benefit change events			
PM2 % of new claims outstanding over 50 days			
PM3 % of new claims decided within 14 days of recieving all Information			
PM4 % of rent allowance claims paid on time or within 7 days of decision being made			
PM17 % of applications for reconsideration/revision actioned & notified within 6 weeks			
PM18 % of appeals submitted to the tribunals Service in 4 weeks			
Stan 1 Number of people accessing STAN - Target per quarter 360 Annual 1440			

Stan 2 % of customers satisfied with the service received from STAN – Target >70%
Public Protection Unit
LI 76c Housing Benefits Security number of fraud investigations (formerly SAT Team)
LI 76d Housing Benefits Security number of prosecutions & sanctions (formerly SAT Team)
Health, Housing & Regeneration
LAAH19 Number of Homes being adapted for life changes
LI 64 (LAAH20) No of private sector vacant dwellings that are returned into occupation or demolished
LI 183b Length of stay in temporary accommodation -Hostel (weeks)
LI 183b YTD Length of stay in temporary accommodation - Hostel (weeks)
LI 202 Number of people sleeping rough
LI 213 (LAAH16) Housing Advice Service:preventing homlessness
NI 138 P Satisfaction of people over 65 with both home and neighbourhood
NI 139 LAA P The extent to which older people receive the support they need to live independently at home
NI 142 LAA Number of vulnerable people who are supported to maintain independent living
NI 153 LAA Working age people claiming out of work benefits in the worst performing neighbourhoods
NI 155 LAA Number of affordable homes delivered (gross)
NI 156 LAA Number of households living in temporary accommodation
NI 159 Supply of ready to develop housing sites
NI 163 LAA Working age population qualified to at least Level 2 or higher
NI 165 LAA Working age population qualified to at least Level 4 or higher
NI 166 LAA Average earnings of employees in the area
NI 171 LAA New business registration rate
LI 216b Information on contaminated land
LI 217 Pollution Control Improvements Completed On-time

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NI 119 LAA P Self-reported measure of people's overall health and wellbeing
NI 120 LAA All-age all cause mortality rate
NI 121 Mortality rate from all circulatory diseases at ages under 75
NI 122 Mortality rate from all cancers at ages under 75
NI 137 LAA Healthy life expectancy at age 65
NI 187(i) LAA Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (i) Low energy efficiency
NI 187(ii) LAA Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (ii) High energy efficiency
NI 188 LAA Planning to Adapt to Climate Change
NI 194 Air quality – % reduction in NOx and primary PM10 emissions through local authority's estate and operations
NI 197 LAA Improved Local Biodiversity – proportion of Local Sites where positive conservation management has been or is being implemented
Finance
LI 8 % of invoices paid on time
LI 8 YTD % of invoices paid on time
NI 179 Value for money – total net value of ongoing cash-releasing value for money gains that have impacted since the start of the 2008-09 financial year
Facilities
LI 156 Buildings Accessible to People with a Disability
NI 185 CO2 reduction from local authority operations (Joint Indicator for Property & Ops, formerly Environmental Health Indicator)
People & Policy
LI 12 (CP6.3.2) Working Days Lost Due to Sickness Absence (days)
LI 16a Percentage of Employees with a Disability
LI 17a Ethnic Minority representation in the workforce - employees

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NI 54 Services for disabled children
NI 72 Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy
NI 88 Percentage of schools providing access to extended services
NI 109 Delivery of Sure Start Children Centres
NI 112 LAA Under 18 conception rate
A suite of local C&YP Indicators will be developed by the Rossendale Childrens Trust
Operations
LI 82ai % of Household Waste Recycled
LI 82aii Tonnes of Household Waste Recycled
LI 82bi (CP3.2.2) % of Household Waste Composted TBC
LI 84a Household waste collected per head (kgs)
LI 84b Household Waste Collection (% change in kilograms per head)
LI 88a Missed Collections of bins per 100000 (Have an amended indicator that measures missed collections of bins not returned within 24hrs)
NI 191 Residual household waste per household
NI 192 LAA Percentage of household waste sent for reuse, recycling and composting
NI 193 Percentage of municipal waste land filled (New NI to be established – poss. linked to cleanliness of street)
NI 185 CO2 reduction from local authority operations (Joint Indicator for Property & Ops, formerly Environmental Health Indicator)
Other LI's being developed for Refuse Collection, Street Cleanliness, Vehicle damage and Income Generated by Recycling
Planning
LI 106 New homes built on previously developed land
LI 109a Major applications determined in 13 weeks
LI 109b Minor applications determined in 8 weeks
LI 109c Planning Applications: 'Other' applications
NI 154 Net additional homes provided

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NI 186 LAA Per capita reduction in CO2 emissions in the LA area (Formerly Environmental Health Indicator)
Communities
LI 174 Racial Incidents Recorded per 1,000 population
LI 175 Racial incidents resulting in further action
LI 218a YTD Abandoned vehicles - % investigated within 24 hrs
LI 218b Abandoned Vehicles - % removed within 24 hours of required time
LI 218b YTD Abandoned Vehicles - % removed within 24 hours of required time
LI 218a Abandoned vehicles - % investigated within 24 hrs
LI 400 Criminal Damage
NI 1 LAA P % of people who believe that people from different backgrounds get on well together in their local area.
NI 4 LAA % of people who feel they can influence decisions in their locality
NI 5 P Overall/general satisfaction with local area
NI 6 LAA Participation in regular volunteering
NI 7 LAA Environment for a thriving third sector CO DSO
NI 16 LAA Serious acquisitive crime rate PSA 23
NI 17 P Perceptions of anti-social behaviour
NI 20 LAA Assault with injury crime rate
NI 21 P Dealing with local concerns about anti-social behaviour and crime issues by the local council and police
NI 22 P Perceptions of parents taking responsibility for the behaviour of their children in the area
NI 27 P Understanding of local concerns about anti-social behaviour and crime issues by the local council and police
NI 30 LAA Re-offending rate of prolific and priority offenders
NI 39 LAA Alcohol-harm related hospital admission rates
NI 40 LAA Drug users in effective treatment
NI 41 P Perceptions of drunk or rowdy behaviour as a problem

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NI 42 P Perceptions of drug use or drug dealing as a problem
NI 47 LAA People killed or seriously injured in road traffic accidents
NI 195a LAA Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Litter
NI 195b LAA Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Detritus
NI 195c LAA Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Graffiti
NI 195d LAA Improved street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting): Fly-posting
Pest Control & Dog Warden Services Indicators to be developed by Communities Team
NI 189 Flood and coastal erosion risk management (Formerly Environmental Health Indicator)

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Covalent

What is it?

Covalent is Rossendale Borough Council's Performance Management Software. This system is used to collect, monitor and report on the Council's PI's, Actions and Risks as well as for monitoring Projects and Inspections.

What does it cost?

Covalent costs the Council £5,367.71+rpi for Annual Support. The Annual support payment is made up of technical support for users, updates to PI's/Benchmarking, costs associated with offsite hosting and ongoing releases and bug fixes etc.

The rpi figure is in line with inflation but after discussions with Covalent they have agreed to waive this Inflation figure for 2011/12 as part of the Council's cost saving initiatives. The inflation figure varies each month but based on 5% this would equate to around a £270 saving.

As part of the review consultation was carried out with colleagues and the number of Covalent users will be reduced from 90 to 53, the results of this consultation can be seen in the Consultation paper.

What are the positives of using Covalent?

As a Performance Management System Covalent is one of the best on the market and it can be adapted to the Council's needs. Covalent is user friendly and it is already imbedded across the Council, staff members and managers are aware of the system and how it works. Covalent has the best reporting function than other alternatives and the system is highly regarded in the public sector. Covalent also requires minimal maintenance; it is maintained by government changes automatically, which is included in the fee. The Coalition Government are still reviewing the position and it seems prudent to retain Covalent to ascertain if further changes are made and renew the position in 12 months.

What are the negatives of using Covalent?

Covalent costs the Council £5,367.71+rpi per annum for Annual Support.

Are there any alternatives?

Whilst the Covalent system is an excellent performance management tool, alternatives to consider if the Council decides to remove the system to save money going forward are:-

1. Using Sharepoint.

2. Using Microsoft Software packages (Word & Excel)

Training will be required across the Council should a new Performance Management system be implemented.

What are the negatives of using one of the alternatives?

There is no timescale identified for the full implementation of Sharepoint. Once Sharepoint is eventually rolled out across the Council, the workforce will need to be retrained by ICT and new systems implemented. ICT would need to provide full support to officers using the system requiring officer time previously not needed including the transfer of data from Covalent. The reporting functionality is currently uncertain.

Using Microsoft Software packages will require a new data quality strategy to ensure consistency and accuracy of data entry. Using Microsoft software will require more officer time to compile and analyse results as well as for producing any required reports.

Performance Reports

Going forward performance reporting should be reviewed.

1. As a more in depth financial report already goes to Overview and Scrutiny it is recommended that the current finance section of the Integrated Performance Report is reviewed by Overview and Scrutiny. Is the current way it is reported in the Integrated Performance Report sufficient for O&S or is there any changes recommended?
2. Also for review is whether or not it would be beneficial to include in the Quarterly Integrated Report some key indicators and figures from CLAW, Leisure or other performance reports? This would eliminate the need for a full report from these areas going to Overview & Scrutiny. Is the current way it is reported in the Integrated Performance Report sufficient for O&S or is there any changes recommended?