Performance Framework

The performance framework outlines how we can become an effective organisation by providing an understanding of what performance means to Bolton Council and how we can be using it to achieve our outcomes and priorities.

What is performance management?

Overview

Performance management is important to ensure we are on track to achieve what we set out to do. It does so by setting out how we plan and organise our resources to achieve the things we want to do – our vision and priorities. The purpose of this framework is to provide clear steer on what performance means for Bolton Council and how we should be using it to improve our practice and achieve our outcomes.

Performance management is everyone's responsibility, and it is also part of our day-to-day operation. This framework recognises the diversity of our business and is mindful that services already respond to a wide range of other performance management arrangements, e.g., statutory returns, legal frameworks, etc. whilst also recognising a number of these are reported on annually.

This framework, therefore, intends to build on current systems and processes already established, utilising existing resource to ensure a One Bolton approach, and is not about adding yet another layer of bureaucracy, indicators, metrics, or targets on top of what is already required of managers. Equally, to achieve our vision we cannot work in isolation and must work collectively with partners to achieve our priorities.

Good performance is…

Used effectively, performance management can enable the Council to:

- Identifying areas for improvement within services and appropriate interventions
- Enable the Council to prioritise and allocated resource effectively
- Clarify objectives for services
- Support the delivery of Bolton2030
- Promote accountability and transparency
- Inform in decision making
- Define roles whilst promoting an evidence-based organisational approach
- Motivate staff by showcasing how officers contribute to delivery of outcomes as per The Golden Thread
- Instil confidence in officers, residents, and elected members
- Enhance the reputation of the Council

By monitoring its performance, the Council are able demonstrate to its residents, staff, and partners how it is using its resources to deliver valuable services. Underpinning this framework is the performance management cycle and business planning process which the Council adopts to ensure performance is measured consistently, effectively, and timely.
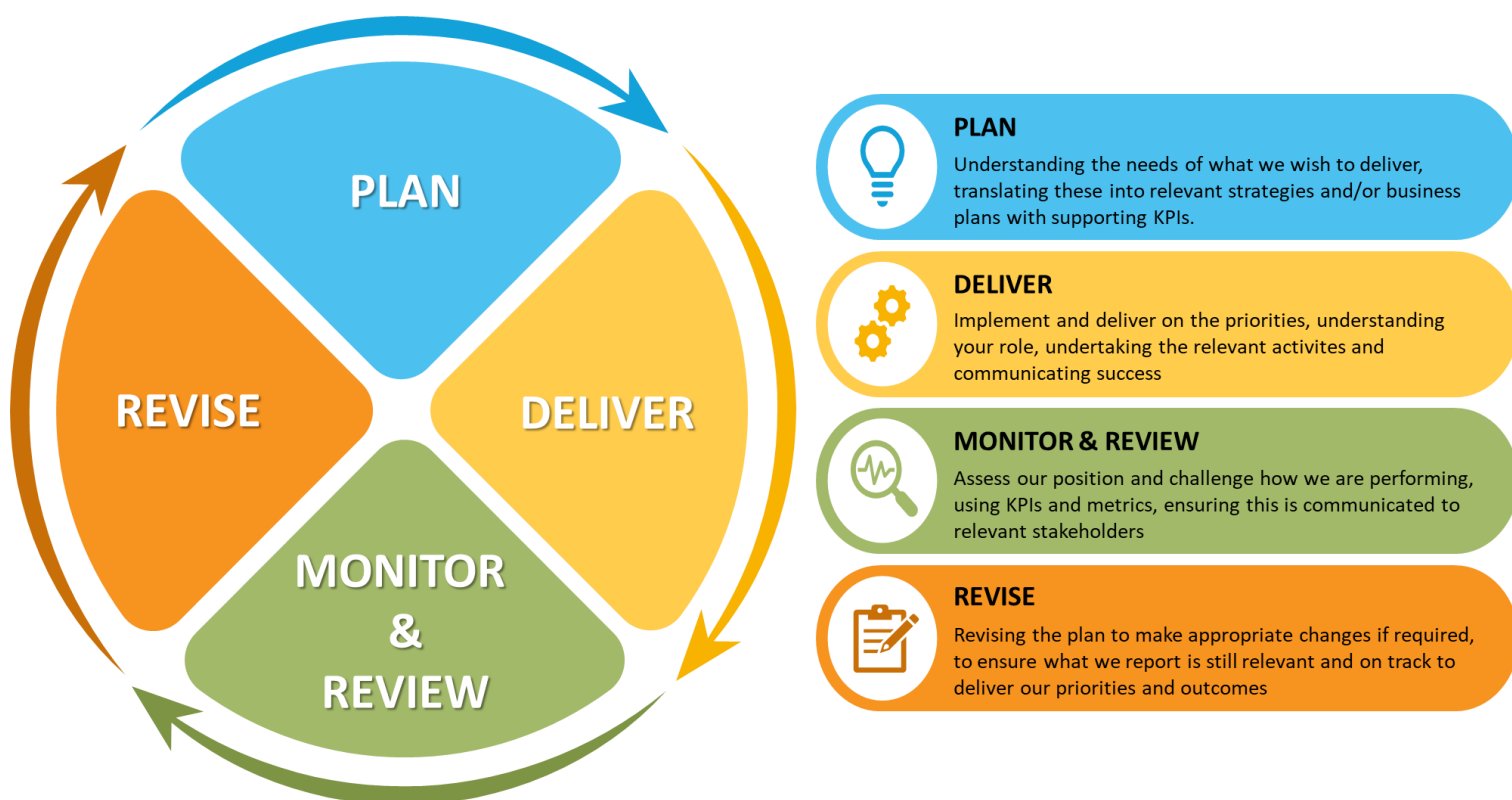
For this framework to be effective, Council staff and elected members must ensure performance is embedded in their practice, recognising the importance it plays in helping us to achieve our outcomes whilst also acknowledging we might not always have it right first time, however this framework provides the tools to continuously improve to make sure we get it right.

Performance management cycle

The performance management cycle sets the foundation for how we should be Planning, Delivering, Monitoring and Revising our plans to measure performance. This approach enables the Council to promote continuous review and improvement to keep us on track to achieving our outcomes.

The cycle instigates a standardised way of managing our performance drawing clear distinction between all parts of the organisation, setting out the role staff will play in delivering our priorities with a clear link between all segments of The One Bolton Way.

This framework pulls in key parts of this cycle, providing a holistic view for how we should be managing performance within the organisation.

PLAN
Understanding the needs of what we wish to deliver, translating these into relevant strategies and/or business plans with supporting KPIs.

DELIVER
Implement and deliver on the priorities, understanding your role, undertaking the relevant activites and communicating success

MONITOR & REVIEW
Assess our position and challenge how we are performing, using KPIs and metrics, ensuring this is communicated to relevant stakeholders

REVISE
Revising the plan to make appropriate changes if required, to ensure what we report is still relevant and on track to deliver our priorities and outcomes

One Bolton Way

The One Bolton Way is the Council's blueprint to understanding the clear link between each part of the organisation i.e., how the operational objectives feed into achieving Bolton's Vision. It also provides accountability indicating which part of the organisation owns each plan and who is responsible for what, everyone plays a role in the performance management framework and supporting us to achieve our priorities.

The priorities and measures identified within the Performance Management Cycle detail what the Council will be measuring against in order to meet the needs of its residents, staff and partners, informing each stage of pyramid.

Plans and Processes

- Bolton Vision 2030
- Single Outcomes Framework
- Council Corporate Plan
- Medium Term Financial Plan
- Strategic Programmes
- Directorate Plans
- Service Plans
- Insight Exchange

Performance Measures via Intelligence Hub

WHY — LEADERSHIP

WHAT, WHO, WHEN — STRATEGY

HOW — TACTICS

DO — OPERATIONS

Performance Monitoring

Accountability

- Active, Connected & Prosperous Board
- ACP Executive Group
- Cabinet & Committee Groups
- Corporate Leadership Team
- Strategic Programme Leads
- Strategic Partnerships
- Directors Leadership Teams
- Heads of Service / Managers
- Employees

PLANS AND PROCESSES

These are the plans, frameworks and processes in place which will inform the Council what their priorities are, and how they will influence Bolton achieving its outcomes.

Bolton Vision 2030 – Bolton Vision 2030 is the long-term vision for the borough, underpinned by the 6 outcomes. To achieve these, the Council cannot work independently and must work with partners across the borough in order to deliver these. The Bolton Vision Plan highlights what the key strategic priorities are for both the Council and partners that will enable the partnership to achieve these outcomes.

Single Outcomes Framework – The Single Outcome Framework breaks down the 6 outcomes into strategic deliverables, also led by the ACP Board, the Single Outcomes

Framework is underpinned by a series of strategic programmes and KPIs to feed into progress against achieving these.

Bolton's Council's Corporate Plan – The Corporate Plan provides emphasis on how we develop our role in the Council as an enabler and facilitator of the whole partnership effort to deliver on the Bolton Vision – a growing Place Leadership role, whilst highlighting how directorates can recognise this within their own plans.

Medium Term Financial Plan - The Medium-Term Financial Plan details the resource we have available to deliver out priorities. It does this by highlighting the budget(s) available within the Council and how they will be used to deliver on key objectives.

Strategic Programmes - A series of strategic programmes have been developed which prioritises key pieces of work to support delivery of all Council and Vision Plans.

Directorate Plans - Directorate Plans set out key priorities for the directorate, detailing what it is that's important to their services that exist within the directorate - clearly showing how they align with the Council's Place Leadership approach and Bolton Vision Outcomes.

Service Plans – Heads of Service and Managers may choose to create an operational plan which will set out how their activities will deliver their own priorities, whilst where applicable, how this will feed into supporting delivery of the directorate and corporate priorities. Alternatively, this may appear in the form of project plans which outlays these activities.

Insight Exchanges – Insight Exchanges provide an opportunity got staff to discuss their role, development needs and feedback, detailing their personal priorities and milestones for the upcoming year whilst also detailing where this will feed into delivery of the Councils priorities.

Key Performance Indicators (KPIs)

Supporting the delivery of priorities, a handful of meaningful KPIs should be instated which can be show a clear link between performance of the KPI and delivery of the priorities, presented in various dashboards.

These KPIs may vary at the different levels of the pyramid – with the view that KPIs can be filtered up and down the different levels as and when applicable, to clearly evidence how it is impacting delivery of priorities.

When setting these, it is important we do not report on measures deemed to be irrelevant or unjustified, instead the Council should be taking full advantage of the statutory and legal returns already being reported on, complimenting this, with a handful of equally meaningful and justified KPIs, providing insight and evidence, on how we deliver our priorities and outcomes.

To support this, the Intelligence Hub will play a critical part in providing a range of technical expertise and support when looking at the KPIs.

To look at KPIs in isolation wouldn't tell the full story. To achieve this, the Council will use qualitative information, in the form of narratives and case studies, to paint a broader story. This is the case with annual KPIs, which whilst the data is showing a snapshot at a point in time, using qualitative data, the Council can discuss what it is doing to impact the performance of this indicator that looks beyond that snapshot. This approach also provides residents with a roadmap for how the Council is delivering its outcomes as part of a One Bolton approach.

Impact Analysis

The Council is but-one organisation in the system meaning distinction needs to be made between what the Council directly impacts on versus what they contribute to, the Council acknowledge that work cannot be done in isolation and needs support of partners, residents and staff to deliver our priorities and achieve our outcomes.

- **Directly impacts on** – These are the measures with an internal focus, that through Council services, the Council influence heavily

- **Contribute to –** These measures have an external focus, which the Council influence alongside external bodies
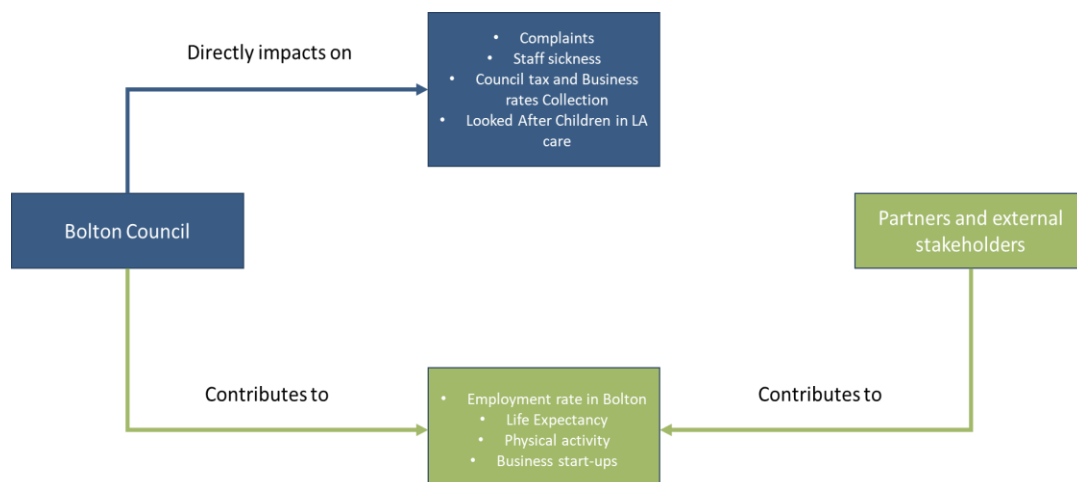
Dashboards

For parts of the organisation, reporting is already established in line with our legal and statutory requirements suggested the data supporting these measures is readily available. Therefore, using this data, alongside other readily available data, a series of dashboards will be formed with several KPIs sitting on each, that represent each level of The Golden Thread.

Alongside these KPIs and to support performance measurement as well as the Council be a transparent and open organisation there will be:

- A marker to indicate whether the Council directly impacts on or contribute to the indicator
- A marker to indicate how it links to the Corporate Plan
- A narrative – to provide the full story regarding the KPI
- A short description, justifying why we are reporting on that particular KPI
- A direction of travel, to determine how the indicator is performing
- The source of the indicator
- The target for the indicator
- What 'Good' is in terms of the indicator performing

Data Quality

The way the Council handles its' data needs to be effective, reliable and co-ordinated, doing so will enable the Council to have high quality data, which enables more meaningful metrics whilst encouraging the use of more evidenced-based decisions.

To understand the quality of it's data, the Council will seek to understand it's dimensions, doing so will test whether or not the data is fit for purpose. The 6 dimensions utilised (as defined by the Data Management Association UK are):

1. **Accurate** – Factual, up-to-date data with limited errors

2. **Completeness** – Data is available with all the critical fields completed which are required for a particular use

3. **Uniqueness** – Data that isn't replicated and appears only once with a unique record

4. **Consistency** – The data doesn't conflict with other values within a record or across different datasets

5. **Timeliness** – Ensuring data is available, when expected and needed

6. **Validity** – Data is in the expected format, type and range

Our Data Strategy provides more insight and assurance into how the Council managing the quality of its data with an action plan wrapped around this.

ACCOUNTABILITY

Performance management does not have a start point and end point, nor does it lie solely with the responsibility of Council staff, it is the duty of our partners, members and residents to enable this to be a continuous improvement mechanism, but for this to happen, there needs to be buy-in at all levels of the One Bolton pyramid.

Roles

Leadership	**Active Connected and Prosperous Board** The ACP Board brings together a group of statutory partners and board members from anchor institutions in the borough to deliver the six Vision Outcomes defined in Bolton2030. The Board provides accountability and responsibility for progress on the delivery of the six Vision outcomes and subsequential strategic programmes that sit beneath this. To support measurement of progress, the board will be responsible for the Single Outcomes framework, aligning Vision outcomes with performance metrics to identify intervention points to address overall performance.
	Cabinet Cabinet is made up of the Leader, Deputy Leader and eight Executive Cabinet Members who have approval and challenge of the overall Corporate Plan, including oversight of budgets, corporate governance and risk.
	ACP Executive Group The ACP Executive group is a collection of statutory partners and board members who each lead the delivery of a thematic group which targets Bolton's 'big ticket' items with contribution to delivery of the six Vision outcomes.
Strategy	**Corporate Leadership Team** The Corporate Leadership Team are responsible for overseeing delivery of the Corporate Plan whilst challenging progress against this - responding to emerging trends and insight provided by the performance metrics.
	Strategic Programme Leads Each strategic programme will be supported by a project group.
Tactics	**Directorate Leadership Teams**

	Directorate Leadership teams will be responsible for delivery of priorities which are important to them. This will provide an opportunity for DLT members to have oversight of how their services are performing, providing updates on work(s) underway as well as discuss any emerging trends. This will also enable DLT to determine how these will feed into future reporting to CLT and Cabinet.
	Heads of Service / Managers Heads of Service and Managers will have responsibility for ensuring their staff are able to deliver their service activities with a clear understanding of how these operational activities translate into delivery of wider business plans and feed this up to relevant DLTs.
Operations	**Employees** Employees are fundamental to the success of these plans, playing a key operational role, from front line staff to strategic leaders, through the Values and Behaviours framework employees will perform their jobs effectively to enable the delivery of each of these plans.
Performance monitoring and measuring	**Intelligence Hub** Hosted by Bolton Council, provides a range of technical expertise and support, makes best use of the available data & information to support insights and inform decisions. • Delivery of JSNA & PNA • Support for needs assessment • Research governance support • Inequalities analyses & evidence base • Epidemiological analyses • Outcome indicator development • Geodemographic profiling

Values and Behaviours Framework

To deliver our priorities, vision and outcomes, staff need to embrace the Values and Behaviours set out within the framework to equip staff with the aptitude and discipline that meets the needs of the Council. The Values and Behaviours framework aligns closely with that of the performance framework, with its presence being recognised within the Corporate Plan. The values outlined here should guide our behaviour and decision making to help achieve our vision.

1. **Accountability** - take responsibility for actions, stand by decisions

2. **Determination** - don't give up, remain positive and open to new ideas

3. **Making a difference** - work to a high standard, provide a quality service, keep it simple

4. **Working together** - share knowledge, support, collaborate for better outcomes

5. **Honesty and respect** - be truthful, open, fair, treat others how you want to be treated

PERFORMANCE MONITORING

Business Planning Process

The Business Planning Process (Appendix A) provides the make-up for how, when and where each performance update is reported. Performance is managed through a cynical process with a yearly review of all plans to ensure what we are measuring is still fit for purpose, enabling continuous improvement. The cycle is based on the financial year, with performance updates seeking to coincide with the release of local and national data to make reporting more informative.

Information is collated and reviewed at the end of each financial quarter and reporting at the appropriate level. The performance updates inevitably vary at these different levels, however there is a clear link between how operational priorities translate into strategic and leadership priorities.

As such it is the role of Service Managers to communicate with their teams, through the form of Insight Exchanges and team meetings on all aspects of performance to ensure upward reporting is accurate whilst also the role of strategic management to ensure the subsequent outcomes are properly cascaded to staff.

Decision Making

Through the use of business plans and performance metrics, senior management, Councillors and Partners will be in a position to make more evidence-based decision, both

challenging and applauding the progress against achieving our outcomes. This performance information will enable:

- Interventions to identify and address any areas of concern
- Discovery of best practice which can be replicated in other parts of the system
- Demonstration of value for money
- Adjustments to service provision to meet community needs
- Identification of correlations between varying service data
- Measurement of the impact the Council and partners has on achieving outcomes

The [performance management workbook](#) is a useful resource to aid in decision making.

Appendix A - Business Planning Proces

	Quarter 1	Quarter 2	Quarter 3	Quarter 4
ACP Board	Q4 Vision Plan update / *Revisions if required* / Review existing Vision Plan → Launch plan	Q1 Vision Plan update	Q2 Vision Plan update	Q3 Vision Plan update
Cabinet	Q4 Corporate Plan update	Q1 Corporate Plan update	Q2 Corporate Plan update	Q3 Corporate Plan update
Corporate Leadership Team	Q4 Corporate Plan update / *Revisions if required* / Review existing Corporate Plan → Launch plan	Q1 Corporate Plan update	Q2 Corporate Plan update	Q3 Corporate Plan update
Directorate Leadership Team	Q4 Directorate Plan update / *Revisions if required* / Review existing Directorate Plan → Launch plan	Q1 Directorate Plan update	Q2 Directorate Plan update	Q3 Directorate Plan update
Services	Service Plans review	Service Plans review	Service Plans review	Service Plans review
Employees	Insight Exchange	Team meetings	Team meetings	Team meetings