

POLICY REVIEW & PERFORMANCE SCRUTINY

26 OCTOBER 2011

Present: Councillor Dianne Rees (Chairperson);
Councillors Burley, Carter, Chaundy, Goodway,
Hyde, Brian Jones and Montemaggi

Apology: Councillor Walker

23: MINUTES

The minutes of the Policy Review & Performance Scrutiny Committees held on 28 September 2011 and 7 October 2011 were approved as a correct record and signed by the Chairperson.

24: DECLARATIONS OF INTEREST

The Chairperson reminded Members of their responsibility under Part III of the Members' Code of Conduct to declare any interest in general terms and complete personal interest forms at the start of the meeting and then, prior to the commencement of the discussion of the item in question, specify whether it is a personal or prejudicial interest. If the interest is prejudicial, Members would be asked to leave the meeting and if the interest is personal, Members would be invited to stay, speak and vote.

25: CHAIRPERSONS ANNOUNCEMENT

The Chairperson recorded the Committees thanks and best wishes to Richard Phillips on his retirement from the Council after 40 years service in libraries and latterly as Operational Manager for Scrutiny Services.

26: INFORMATION & PERFORMANCE MANAGEMENT

The Chairperson welcomed Councillor Rodney Berman Leader, Jon House, Chief Executive; Mike Davies, Head of Service, Scrutiny, Performance & Improvement; and Vivienne Pearson, Operational Manager Improvement & Information.

The Chairperson advised the Committee that the Council has been reviewing its performance management culture and approach and Members have an opportunity to consider the Councils proposals for

improvements to arrangements. For clarity the Information & Performance Management project falls within the Shared Services programme of the Transformation Portfolio and the Project Manager is Mike Davies.

Councillor Berman made a brief statement in which he noted that the Policy Review & Performance Scrutiny Committee focussed on the importance of Performance Management. He stressed it was an important area and the Council had to strive to get it right and seek to improve. He made reference to the previous work undertaken by External Consultants to review arrangements to deliver more effectively. He stated that changes to the reporting mechanisms for Performance Management were already underway. He stressed the importance of ensuring the culture of Performance Management was embedded across the Authority as a whole.

The Chief Executive made a brief statement in which he stated that one of the main attractions to him of the role as CEX in Cardiff, was the drive towards Performance Management by the Executive and Scrutiny. He concurred that this drive needed to spread through the whole Authority and this would be done by linking PPDR to increments, transferring meaningful objectives to individuals.

Members were provided with a presentation on Information and Performance Management, the key points from which were outlined as:

Context

- New Chief Executive appointed September 2010
- Renewed emphasis on performance and performance management
- Leaders commitment to performance & information management
- External view of the arrangements and plans undertaken

Background

The Review found that the Council:-

- Had sound performance management arrangements in place
- was already making progress in improving performance Management arrangements
- Needed to strengthen the council wide arrangements and ensure that services and directorates were appropriately supported
- An existing project under the Transformation Programme was brought forward from Wave 2 to Wave 1
- Scope of the project agreed and a Project Executive appointed

Project objectives

- To create a Council that demonstrates a true performance management culture
- To effectively manage performance, information and health and safety in order to deliver our agreed outcomes and meet statutory requirements
- To deliver the agreed financial target of £100k

Key principles of proposed change to performance management arrangements.

- Each Directorate to identify a lead Operational Manager as part of the Business Management Network
- Each Directorate to ensure that resources are used flexibly across the Directorate to meet peaks in demand
- Staff time to be focused entirely on specified business support activities unless there are service specific requirements
- Greater consistency of roles and responsibilities and staff grading across the Directorate teams

Benefits – Performance Management

- Improved service performance as a result of improvements in:
 - alignment of priorities
 - collection, robustness and availability of performance information
 - reporting and challenging performance information
 - decision making / identification of underperformance / actions to improve performance
 - communications about Council performance
 - recognising & rewarding good practice
- Improving the performance culture within the Council
- Create leaders that demonstrate behaviours that promote effective performance management

Benefits – Information Management

- Improved performance in responding to requests for information (FoI, EIR and SAR) within statutory timescales
- Consistent application of processes across the Council and there is some duplication of effort
- Responsibility for the information management service is made clear
- Reduced opportunity for the Council to be ‘fined’ by the Information Commissioner

Benefits – Health & Safety

- Improved performance management of Health & Safety
- Chief Officers remain responsible for Health & Safety within their areas
- Health & Safety at operational level becomes embedded into business support arrangements
- Responsibility for the performance management of Health & Safety are clear – ‘ensuring that things happen’
- Consistent application across the Council which supports our legal and statutory obligations

Progress update

- Broad support for the approach across the Council’s senior management
- Inclusion of Health & Safety management support
- Programme Management Board has agreed the deployment structure
- Trade Union consultation on the role profiles and deployment structure to take place

The Chairperson thanked officers for their presentation and invited questions and comments from Members of the Committee.

Members enquired whether IIP would be used to progress Performance Management arrangements. Officers explained that the Cardiff Academy and new career structure would enable the Authority to grow future managers and provide development opportunities for staff.

Members enquired when the Council would be in a position to have a central data hub, with all information contained in one place. Officers noted that the Council was not in that position as yet but there were lots of transformation projects ongoing, including enterprise architecture. In the absence of a central hub, the emphasis would be on how to maximise and use the systems that are in place.

Members noted the difficulty in changing organisational culture and enquired whether officers had encountered any difficulties so far. Officers emphasised that the Authority didn’t have a negative culture but there were improvements that could be made. Once the Trade Union consultation had been undertaken and roles defined, then they would look at the establishment, identify any roles to be filled, and place importance

on getting the right people with the right skill set in these roles. They noted that the PPDR process would be critical in cultural change.

The Chief Executive emphasised the importance of senior management role modelling to other managers to encourage cultural change.

Members recognised the role of Trade Unions in organisational culture and sought clarification on how the Council were working with Trade Unions to progress performance management. Officers explained that there are regular meetings held with Trade Unions, who were broadly supportive of the principles as they saw the benefits for their members.

Members sought clarification on how senior managers intend to drill down to lower management groups and staff to achieve the aims of the project. Officers stated that it used to be a performance team and senior managers that focussed on performance, but it needed to have a wider perspective and develop a sense of ownership throughout the Authority. Members were advised that a key driver would be the linkage between PPDR's and increments for staff, this system would be an important tool in embedding the importance of performance management to front line staff.

Members were concerned that the presentation seemed to focus on staff and internal processes and wondered what benefits there were for Cardiff citizens. Officers explained that the ultimate end goal was to improve service provision for the Council tax payer by improving the performance of the staff delivering those services.

Members discussed sickness absence and were advised that every manager has reducing sickness as one of their PPDR targets, and that this was currently on target.

Members stressed the importance of recognising and rewarding good practice. Officers concurred with this and stated that there would be a new staffing structure in place that would create more opportunities for staff to have career progression within performance & information management.

Members noted the importance of having the right people with the right skills in place to carry out the performance management roles. Officers explained that people would be identified as being able to deliver and having the right skills and then placed in post. They would be recruiting

to posts centrally, but the posts would then be allocated across the Authority.

The Chairperson thanked the Panel for their responses to Members' questions, following discussion on the way forward it was

AGREED – That a letter be sent by the Chairperson on behalf of the Committee to Councillor Rodney Berman, Leader of the Council, thanking him and his Officers for attending the Policy Review & Performance Scrutiny Committee on 26 October 2011, and to advise him of the following observations when discussing the way forward:-

- *Context & proposed developments*
Members felt the fresh approach to performance management was positive and were pleased that developments highlighted by a recent consultant's report, such as: harnessing the scope for sharing knowledge and best practice across the organisation; establishing a directorate approach for performance management with established role profiles; and improving the Council's response to Freedom of Information requests, were all examples of the Council moving in the right direction. The Committee was particularly pleased to hear the Chief Executive acknowledge that the drive toward performance management was shared by the Executive and Scrutiny Committees, and the fact that this was visibly high on the Council's agenda, had been a significant factor in his decision to come to Cardiff.
- *Central Data Hub*
Members were keen to establish when the Council would be in a position to hold all its performance data in a central data hub for access by all service areas, and would welcome an indication of the forecast timelines for achieving this.
- *Culture*
The Committee was unanimous in identifying that culture was the real issue the Council faces in tackling performance management. They sought assurance that all levels of the organisation would embrace the new performance management approach, and not simply the senior levels. Whilst the Committee felt full assurance was missing, Members were optimistic that rolling out complete coverage of PPDRs had the potential to be a catalyst for culture change and convey the importance of performance to the frontline.

- Members acknowledged the role played by trade unions in organisational culture and were reassured that they were to be consulted, and all indications were that the trade unions recognised the need to deal vigorously with performance.
- *Citizens of Cardiff*
The Committee had some concerns that the main drivers for the revised proposals were staff and internal processes rather than the citizens of Cardiff, and wished to stress that the council tax payer is important. Members felt it important that staff link their own performance to customer experiences as it was often the case that officers were too focussed on process rather than outcomes.
- *Managing performance*
Members wished to re-iterate how important they felt it was that the right people were leading on performance. They felt this transformation project presented an opportunity to ensure credible individuals were taking performance forward, and that getting the right people in place was key to achieving consistency of approach. Members wished to endorse the Chief Executive's view that performance management required attention by all managers. Recognition and 'thank you' rewards were important and would go some way to changing the culture.

27: STRATEGIC TECHNOLOGY PARTNER UPDATE;
ENTERPRISE ARCHITECTURE; ENABLING TECHNOLOGY
& TRANSFORMATION CAPABILITY

The Chairperson welcomed, Councillor Mark Stephens, Executive Member Finance & Service Delivery, Jon House, Chief Executive, David Trussler, Transformation Advisor, and Richard Staite, Business Architect.

The Chairperson advised Committee that this was an opportunity to consider the High Level Strategic elements of the Council's technological approach that were fundamental to enabling the delivery of many transformation projects, and noted that there were 3 parts to the report.

Councillor Stephens made a brief statement in which he noted that enabling the right technology to be put in place to develop the right outcomes, ensures a richness of delivery not seen before. He stated that Members and Cardiff citizens would see a significant change in wave 2 of

the transformation programme and the right technology needs to be in place to support this.

Members were provided with a brief introduction to the report and advised that enterprise architecture was not about building but about design and technology for business. The role of enterprise architecture cuts across the whole organisation and is customer focussed rather than IT focussed.

Members were advised of the importance of identifying customer needs and then establishing an IT solution. Enterprise architecture was about finding the best fit between technology that is fit for purpose and what services needed to be delivered effectively. Technology was the end point, understanding the business, how the organisation interacts with its customers, manages its workforce and its reporting systems needed to be understood initially and then brought through the IT systems.

Richard Staite Business Architect provided Members with a presentation on Enterprise Architecture outlining the Council's Target Operating Model, Citizen Access, Core Service Delivery, Transactional & Specialist Services, and Strategic Core.

Members commented that the language used in this project could be a potential barrier to peoples understanding of the subject area.

Members noted that as elected representatives they represent people who are struggling in difficult times and noted that they may find it difficult to convince them that this investment will lead to better services and a better quality of life.

Members were advised that the processes themselves don't produce the change but it is the better use of information and the link between the people delivering services and technology that produces the better outcome. Officers stated that the focus is not about the IT systems that are in place, but about the glue that joins the technology and service delivery and how the public can use technology to get better joined up services.

When discussing the customer portals, Members noted that customers would not want to report once and forget about the issue, they would want feedback, and understanding of how long the issue would take to deal with and a name of someone who was dealing with the issue. Officers noted that initially it was important to understand the nature of

the enquiry, then to apply the appropriate technology to keep the customer informed. They added that the enquiry could be processed; automated correspondence could go to the customer telling them where the enquiry had been sent and when they could expect a response. This would be one option of the customer's channel of choice, customers could chose how they want to be kept informed about their enquiry.

Members discussed understanding the needs of the customer and the role of the local Councillor, as there was no mention of Members within the Citizen Access section of the presentation. Officers stated that they would hope for Member direction on the project prior to a decision being made.

Members were concerned that the process of empowering residents to deal directly with the Council through these portals, would mean Members were not aware of issues happening in their Wards. Members would need to be briefed or have feedback regarding what had been reported. Officers agreed and gave an example of a Members portal, whereby Members could log in and see what had been reported in their Ward.

Members enquired how flexible the Council would be to keep up with changing technology in the future. Officers agreed that technology needs to be future proofed. The Council need to work with companies who can deliver across the whole organisation, who can develop and enhance the product, with often free developments, with the option of selling to other organisations.

Members enquired how the new process would play out with partners i.e. in social care. Officers stated that working with partners was more complex as the partners had to be receptive to the approach and have the right technology themselves to receive and process information.

Members requested more information on timescales and costs of the project.

Members discussed the future role of C2C and were assured that C2C would have a place in the customer's channel of choice, as telephony would remain an important way for customers to contact the Council

David Trussler provided Members with a brief overview of the enabling Technology and Transformation Programme :

Enabling Technology & Transformation Programme Programme Objectives

- Develop the Council's overarching reference technology architecture, and provide a clear set of principles to which all future technology implementations must adhere.
- Develop and deploy the application / infrastructure components of the above Reference Architecture.
- Establish core teams which will help deliver and support transformation; Enterprise Architecture Team, Shared Delivery Team and Transformation Management Office.
- Design and implement new Governance arrangements that will enable the Council to manage and deliver the complete transformation programme.
- Identify, acquire and deploy tools for delivering the wider Transformation, Enterprise Architecture, Business Change and Programme/Project Management.
- Revise Strategic Technology Partnership arrangements.

Current Projects

- Proof of Concepts
 - Community Maintenance Services
 - Assessment & Care Management (Planned)
- Reference Architecture Component Projects
 - Customer Portal
 - Scheduling & Mobile Working
 - Document Management (& Wider Business Implementation)
 - Business Process Management
 - Case Management
- Business Projects
 - Correspondence Management
 - Housing Diagnostics

The Chairperson thanked the Panel for their responses to Members' questions, following discussion on the way forward it was

AGREED – That a letter be sent by the Chairperson on behalf of the Committee to Councillor Mark Stephens, Executive Member, Finance & Service Delivery, thanking him and his Officers for attending the Policy Review & Performance Scrutiny Committee on 26 October 2011, and to advise him of the following observations when discussing the way forward:-

- The Committee welcomed the opportunity to consider the overarching strategic technological picture and, although Members felt that the language used around this project was a considerable barrier to understanding, they were most complimentary about the officers' ability to explain a very complex area. Members particularly welcomed the offer of pre-decision scrutiny of the forthcoming IT strategy.
- *Balancing technological progress and cost*
Some Members had reservations that the Enterprise Architecture and Enabling Technology project that would define the transformation's technological capability, would deliver what Cardiff and its citizens needed. There was a Member perception that technology in Cardiff had not kept pace with wider technological opportunities in supporting service delivery, yet recognition that maintaining technology at the highest level would create some difficulty for Members in justifying its costs to the customer.
- The Committee noted that the timescales for implementation of an enabling technology were optimistic both operationally and financially. In light of there being no financial information available at present the Committee wanted to ensure it programmes further consideration of this project in the future.
- *Accountability to the customer*
Members identified that customer 'channel of choice' should be founded on accountability and ensuring Council contact with the customer makes it accountable for its actions. The Committee felt it was important to acknowledge that most people are seeking a personal service and Members wished to preserve the role of C2C in delivering Council services.
- *Role of the local Councillor*
The Committee felt that it was vital to maintain the identity of the local Councillor in technological processes that develop out of the new Enterprise Architecture.
- Members expressed strongly the need to protect the role of the Local Councillor in solving the difficulties residents have with the Council. They identified that there was an opportunity to develop a technological mechanism for local Members to keep their fingers

on the pulse in tracking the progress of citizen requests for service, such as a report that ensures the ward Member is fully up to date with progress on complaints/reports. They acknowledged there were some data protection issues around this matter and that Members would not want to be involved in all transactions between a citizen and the Council, however wished to make clear their support for a Member portal. Crucially they wished to preserve the Member led culture of the organisation and sincerely hoped their involvement at this stage would influence how the technological plans evolved to ensure their role was preserved.

- Finally, given all of the above, the Committee felt that it required fuller information on the Council’s changing relationship with its Strategic Technology Partner.

28: MANAGING ATTENDANCE – REPORT OF THE COMMITTEE’S TASK & FINISH GROUP

The Chairperson advised the Committee that the draft report was a result of a lengthy inquiry undertaken by Councillors Burley, Chaundy and Walker and also a co-optee from the WLGA.

The Chairperson invited Councillor Burley to take Committee through the key findings and recommendations. Members were provided with an outline of all fourteen recommendations in the report.

AGREED – that the report be endorsed for submission to the Executive and a recommendation that the report be considered by the Children & Young People Scrutiny Committee to look specifically at the report in relation to Schools.

CHAIRPERSON.....DATED.....