

<b>REPORT TO:</b>	<b>CABINET 12 April 2021</b>
<b>SUBJECT:</b>	<b>Croydon Renewal and Improvement Plan - Performance Reporting Framework &amp; Measures</b>
<b>LEAD OFFICER:</b>	<b>Elaine Jackson, Interim Assistant Chief Executive</b>
<b>CABINET MEMBER:</b>	<b>Councillor Hamida Ali, Leader of the Council</b>
<b>WARDS:</b>	<b>All</b>

### **SUMMARY OF REPORT**

The Croydon Renewal Improvement Plan (CRP) builds on the new priorities and ways of working adopted by the Council, and brings together over 400 recommendations that have been received with the support of external expert advisors.

This report provides an update on the development of the Council's Performance Action Plan and associated performance reports, to improve the corporate performance offer from its current state, as well as the KPI's which will be used to monitor delivery of the actions within the CRP.

The performance framework will ensure that everyone in the organisation has a part to play in monitoring our services, finances and risks with the use of performance management, ensuring line of site and transparency of reporting.

It is intended that a further report is presented to Cabinet on 7 June 2021. This further report will provide a final set of CRP measures as well as targets and a further update on the work streams in place to produce a full set of corporate performance reports by September 2021.

### **FINANCIAL IMPACT**

There are no direct financial implications arising from this report.

**FORWARD PLAN KEY DECISION REFERENCE NO.:** This is not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

#### **1. RECOMMENDATIONS**

- 1.1 Note the work that has taken place to date in order to address areas of performance reporting where weaknesses have been highlighted within the Croydon Renewal and Improvement Plan.
- 1.2 Review the set of performance measures in **Appendix A** of this report which will be used to measure performance against the delivery of actions within the

Croydon Renewal Improvement Plan. A finalised set with targets will be presented to Cabinet on 7 June 2021

- 1.3 Note the roadmap **Appendix B** which details future work and delivery of additional reports in order to have a complete suite of reports in place by September 2021.
- 1.4 That this report be reviewed at Overview and Scrutiny for input and comment on the proposals contained within this report. Any recommendations received, will then be contained in the report update to Cabinet on 7 June 2021.

## 2. EXECUTIVE SUMMARY

- 2.1 The Croydon Renewal Improvement Plan, sets out how the Council will respond to the various reviews and recommendations that have highlighted substantial need for improvements. The Improvement Plan has also identified key areas of focus which are essential to changing the overall culture of the Council to one that is evidence led, manages resources well, and is open and transparent with stakeholders.
- 2.2 Various actions within the plan relate to the recommendations made with regard to improving the current performance function in relation to reporting, benchmarking, evidence to support decision making, improvements to data quality and the culture of the organisation toward performance management.
- 2.3 In addition, it has been highlighted that areas such as programme management, expenditure and risk need to be reported alongside performance in order to present a holistic view of the council to both the executive leadership team, Members and residents.
- 2.4 In order to support the delivery of this plan, and the actions in relation to our performance management, the Council has been reviewing its current performance management arrangements, in order to strengthen our current systems for monitoring and reporting performance in order to provide assurance on delivery of these critical activities.
- 2.5 The actions within this report detail the benefits of the organisation having a robust corporate performance function and reporting plan in place. This will ensure;
  - Production of timely, high quality data/information performance reports
  - Regular monitoring of operational performance measures, outcomes, Key Performance Indicators and statutory reporting.
  - Regular co-ordinated performance review across the whole Council
  - Timely internal and external escalation
  - Clear and robust accountability and governance arrangements
  - Leadership across the system on performance issues that require system approach/response

- Clear visibility and accountability
- Pulling together the previous silo reporting of finance, performance and risk together with programme reporting
- Create a mechanism of reporting that will ensure transparency on performance reporting eliminating any blockers which may prevent openness and scrutiny of council performance both internally and externally, allowing escalation and challenge as detailed in the the RIPI.
- Benchmarking against other London Boroughs and our nearest statistical neighbours.

2.6 The Road Map, appendix B of this report, will ensure the delivery of key milestones for improving the Councils performance culture, quality and capability of reporting in order to reach our long term goals. The roadmap continues to be under review as we identify additional milestones which will be required to be fulfilled. The development of the full suite of performance reports is an iterative process, and we are working toward having a full version of reports in place for the reporting of September performance.

2.7 A set of measures, which are a mix of CRP specific and operational, 175 in total as detailed in appendix A, will be used specifically to monitor the delivery of the Croydon Renewal Improvement Plan actions and identify any associated risks with delivery as well as unintended consequences. The measures are linked, where possible, to an action contained within the Croydon Renewal Plan, which are monitored by the Programme Management Office. The proposed measures will be reviewed on a timely basis to ensure they continue to be fit for purpose where actions are completed, or move onto a different phase of delivery. We are currently reviewing these proposed measures with directors and service leads, looking at target setting, challenging suitability etc. The final version of measures with targets will be reported in the 7 June 2021 Cabinet report.

### **3. Background**

3.1 Cabinet and Council agreed in September 2020 to the development of the Croydon Renewal and Improvement Plan (CRP) which incorporates a financial recovery plan to develop a sustainable budget over the medium term, the submission to MHCLG to secure the necessary capitalisation direction as part of that financial recovery, a corporate Improvement Plan to deliver the required changes to ensure the financial investment and rebalancing of the budget is sustainable and an Improvement Board that will oversee and ensure delivery and improvement actually takes place. A further CRP update report was presented to Cabinet 12 December 2020

3.2 Measuring and monitoring delivery and actual change is central to provide assurance on the implementation of the Improvement Plan. The interim Chief Executive and the management team have been working with staff and Members to co-create criteria to measure and evidence progress in a

meaningful way.

- 3.3 The Report in the Public Interest found that due to a weak performance culture within the organisation, Corporately the council has been lacking in reports which provide timely and accurate performance data highlighting areas which need improving. As part of this work, the Council's current performance management arrangements, its Data Culture, Data Capability and Data Quality have been reviewed. A suite of actions in order to first deliver on the actions highlighted within the CRP have been identified and these are included within this report, as well as what is needed in order to ensure a culture of honesty, openness and transparency to provide clarity and accountability for council staff, Members and residents.

#### **4. Croydon Renewal Improvement Plan**

- 4.1 The Croydon Renewal and Improvement Plan (CRP) gives effect to nearly 400 recommendations arising from the independent expert-led reviews of the Council's governance, financial management and subsidiary companies
- 4.2 The Plan includes actions to effect a change in culture and governance behaviour, as well as changes to processes and systems. The scope includes decision-making, transparency, performance management, accountability and establishing value for money across the council. This report focuses on the performance management element. As part of the overall improvement plan, the council's senior leadership recognises that it needs to ensure the following:
- Clearly articulate and make transparent the behaviours expected from all staff through to the senior leadership levels
  - Re-induct all staff on the expected behaviours and a clear, transparent performance framework
  - Hold all staff accountable for the expected behaviours and results (with consequences for inappropriate behaviours addressed through organisational processes).
- 4.3 Changing the council's culture around performance management requires a whole council approach. The leadership team is closely involved in reinforcing the key cultural behaviours required. As is strengthening the reporting to the leadership team and Members, regarding any areas of concern around performance, risk and expenditure

#### **5. Current position and challenges**

- 5.1 Croydon faces an unprecedented level of challenge, with the reality of significantly reducing resources, both financial and physical, whilst at the same time striving to maintain the service experience and quality for our residents. To continue our on-going improvement journey and to successfully cope with the external challenges we face, the Council recognises the importance of strong performance management, to develop a

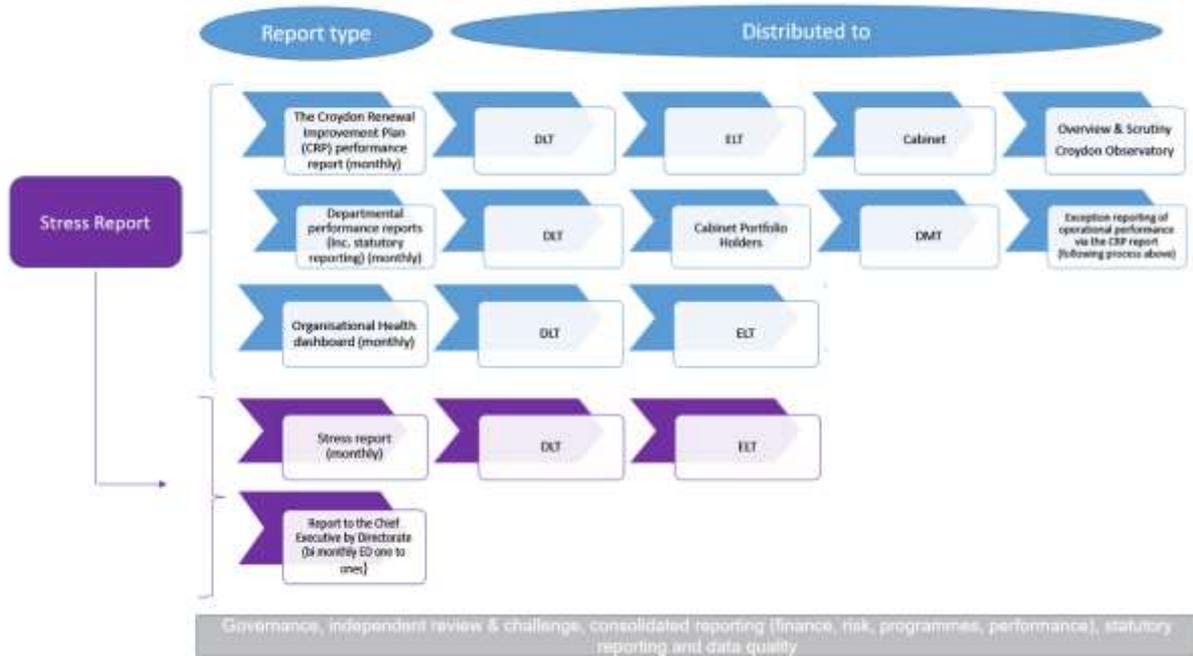
culture of strong performance behaviour and ensure our performance delivers the commitments and actions within the Croydon Renewal and Improvement Plan.

- 5.2 As detailed in 3.3 of this reports, corporately the council has been lacking in reports which provide timely and accurate performance data highlighting areas which need improving. As a consequence of this
- There has been no opportunity for early identification of problems to enable actions to be put in place to address / rectify the situation
  - There has been no process to enable ELT or Cabinet Members to monitor performance, manage effectively, and plan for the future.
  - Investment into a corporate function have been limited and to date there is 0.5 FTE dedicated to the corporate performance reporting function.
  - There is currently no corporate performance reporting taking place to either ELT or to DLT's meaning no line of sight
  - Performance, expenditure and risk are all disparate both on the systems used and any reports created are in silo.
  - There are no reports to Members meaning there is no line of sight for Cabinet Members, Councillors, Scrutiny, GPAC and our residents.
- 5.3 Staff perceive the quality of the existing data as poor, the Council does not have one go to place for data and much potentially useful data is locked away in various systems (for example the Children's Recording System) or on spreadsheets. There is no owner of data at a senior level. This allows focus during challenge to be about the data and not about the actual performance, or addressing areas of concern.
- 5.4 There are known data quality issues and data is not joined up. There are many disparate, separate, unlinked data sets and possibly hundreds of separate spreadsheets. These form a barrier as data quality is essentially uncontrolled and there are often several conflicting versions of a spreadsheet.

## **6. What we have done so far**

- 6.1 Since the publication on the reports and relevant recommendations, much work has taken place to action these recommendations. These recommendations / actions will support, direct and guide the organisation through the challenging journey ahead in order to ensure we are best placed to manage our performance, risk, programmes, finance and outcomes for our residents. It is recognised that much work is still to be done, the road map detailing how we will address both the recommendations within the CRP and those within this report can be found in appendix B of this report. Work to date is detailed below and we will provide a further update in our follow up report to Cabinet on the 7 June c2021.
- 6.2 A Performance reporting framework as detailed below has been created to ensure delivery of a robust suite of corporate performance reports. This proposed reporting mechanism will ensure that what the data is telling us is visible to everyone and open to challenge. Details of each of the reports can

be found in section 7 of this report.



## 7. The reports

### 7.1.1 The Croydon Renewal & Improvement Plan performance report (monthly)

- will provide Members, ELT, Directors, Scrutiny and Residents with high-quality information on the performance of major programmes and projects. This report, by exemption will highlight if the projects and programmes are not running on time, and within budget, progressing against delivery of expected savings to time. This report will be produced on a monthly basis commencing in April 2021, with a full report in June 2021.

7.1.2 An LBC programme, performance and savings tracker has been developed in house by Croydon Digital Service. Data will be extracted from the LBC tracker which monitors the progress and delivery against each of the actions within the CRP, performance and finance. This tracker will enable combined reporting across four main areas within the Croydon Renewal and Improvement Plan as detailed below;

<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>Savings and growth targets as identified in the Croydon Renewal Action Plan which are locked down within the tracker</li> <li>Finance leads will update the tracker with signed off savings on a monthly basis</li> </ul>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Associated with the Croydon Renewal Action Plan delivery only (not cross cutting corporate risk)</li> </ul>
<p><b>Programmes &amp; Projects</b></p> <ul style="list-style-type: none"> <li>Monitoring of milestones</li> <li>Deliverables / issues</li> </ul>	<p><b>Performance Management</b></p>

<ul style="list-style-type: none"> <li>• Tracker is updated monthly by all designated project managers</li> <li>• RAG status is reviewed against Finance, Risk &amp; Performance</li> </ul>	<ul style="list-style-type: none"> <li>• Regular review and monitoring against the agreed performance measures</li> <li>• Impact performance will have against finance, risk and programme deliverables.</li> <li>• CRP performance measures will be updated within the LBC tracker</li> </ul>
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7.1.3 The LBC tracker will be the only data source in use for reporting against the Croydon Renewal and Improvement Plan and will feed into the Councils data lake. This will ensure that the data used to produce reports is trusted and there is only version of the truth. It will also allow the future development of dashboards using Microsoft Power BI allowing the data to be more visual, accessible and dynamic, giving access to real time reporting. A proto type of this dashboard for programmes and finance is now complete and is at the user testing phase.

7.2 **Departmental and statutory performance reporting** – these reports will include a suite of measures from the CRP report, operational performance reports and statutory measures. These reports will be presented at monthly Departmental Leadership Team meetings (being reinstated from May 2021) to allow a process of review, check and challenge by the Executive Director with their Directors. Relevant data, based on the principle of exception reporting, from these reports will then be incorporated into the CRP report and Stress reports which will in turn be presented to ELT Cabinet Members and Overview and Scrutiny. Executive Directors / Directors will be responsible for discussing the contents of departmental and statutory performance reports with the relevant Cabinet Member to ensure line of sight and accountability. This will allow Members the opportunity for discussion and challenge of performance where required and to understand potential risks. Directors will be responsible for the dissemination of this report for discussion at Divisional Management Team meetings to ensure all managers and Heads of Service are sighted.

7.3 **Organisational Health Dashboard** – This dashboard contains detailed information relating to the organisations workforce and residents, specifically looking at areas of agency spend, sickness, staff turnaround and satisfaction, to complaints, FOI requests and so on. This data is available now and will be reported with effect from April 2021. Further development work is taking place and we are currently developing two additional modules to the current dashboard to include Health and Safety and Equalities measures. Data from this dashboard, which can be accessed in real time outside of the reporting framework, will be reported to DLT's, and ELT on a monthly basis, by exception, with the developed modules becoming part of the suite from September 2021.

7.4 **Stress report** - This report will be used to scan for;

- unintended consequences as a result of the changes the council needs to undertake over the next three years;

- Potential increased demand, population demographics, risks, expenditure and the impact these may have to the council and its journey, and the impact on residents;
- Areas of continued underperformance in areas of the council - as identified via Departmental Leadership and service reports;
- Areas of performance where the current direction of travel is in a downward trajectory – as identified via Departmental Leadership and service reports;
- Areas of high spend low output;
- Ensuring there are 'no surprises' and always for informed and planned decision making;
- Ensuring the use of robust data, including financial and benchmarking to support the delivery of the new priorities for the council.

7.4.1 The stress report will also look at longer term changes, using a geodemographic segmentation tool detailing the UK's population at household level, and working closely with colleagues in finance and risk and other external bodies, council analysts will be able to report on anticipated changes to the borough and its population. This allows the Executive Leadership Team to plan ahead. Benchmarking is also being undertaken against other London boroughs and the Council's statistical neighbours, findings will be detailed within this report. It is anticipated this report will be complete and ready for circulation in July 2021.

7.5 **Overview and Scrutiny** - It is recommended that this report is reviewed at Overview and Scrutiny in order to ensure that the proposals meet the needs of the Overview and Scrutiny panel. As O&S will use data to examine performance, detect trends and identify key areas of concern, as well as challenging Cabinet to ensure that they are fulfilling their responsibilities, Overview and Scrutiny Members will be supplied with the Croydon Renewal Plan performance report (as detailed in 7.1.1) on a monthly basis. In addition, officers will discuss any additional reporting requirements with Members of the Overview and Scrutiny committee. An update on these requirements will be provided in the 7 June Cabinet report.

7.6 **Report to the Chief Executive** – These reports will focus on the data from the suite of reports as detailed above, with the focus being on one department per report. This will allow for informed one to one sessions between the Chief Executive and the relevant Executive Director.

7.7 **Reporting of corporate risks** will continue to be delivered as part of the existing framework requirements which is ongoing and under review to enhance organisational culture and behaviour towards the management of risk. Increased scrutiny is currently being applied via GPAC with regular 'deep dives' being delivered on specific high rated corporate risks. Collaboration is ongoing with all appropriate specialist teams to identify a delivery route for the reporting of organisational risk in terms of corporate / strategic risk management under the existing framework and alignment with the programme and project management environment under the Programme Management Steering Group.

7.8 Reports to the Independent Assurance Panel do not form part of the above framework. Regular reporting will be co-ordinated by the IAP with input and support from officers within the council, and narrative from Leadership and Senior Responsible Officers.

**8. Frequency of reporting**

8.1 Once the framework is fully established and implemented, performance reporting will take place at different frequencies as deemed appropriate (monthly, quarterly, annually) depending on the type of report and audience. Progress against the performance of the projects as well as associated risk and expenditure information will also be reported as detailed in point 7.1 of this report.

8.2 It is recommend that for the first six months, from when the framework becomes active in May 2021, performance reports to Cabinet will be presented on a monthly basis, with frequency of reporting being reviewed in November 2021.

8.3 Reports to ELT, DLT and Cabinet Members will take place on a monthly basis and will be aligned with the financial reporting timetable. We are working closely with colleagues in finance and will provide a detailed reporting schedule, for the suite of reports as in section 7 of this report, for the remainder of the year, in the update report to be presented at the 7 June Cabinet.

**9. What we still need to do**

9.1 Further developmental work is required to increase the access to data from Line of Business Software into the council's data lake to further eliminate the silo reporting of the past. Details below in italics show the next phase with anticipated delivery dates in the roadmap in appendix B of this report.

<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Savings targets as identified in the Croydon Renewal Action Plan which are locked down within the tracker</li> <li>• Finance leads will update the tracker with signed off savings on a monthly basis</li> <li>• <i>Support the finance data review taking place and the implementation of any actions</i></li> <li>• <i>My Resources &amp; My finance module, explore solution for connection to the Councils data lake</i></li> </ul>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Associated with the Croydon Renewal Action Plan delivery</li> <li>• Cross Cutting Corporate risks</li> <li>• <i>Explore the possibility of the council's JCAD risk management software to connect to the councils data lake</i></li> </ul>
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<p><b>Programmes &amp; Projects</b></p> <ul style="list-style-type: none"> <li>• Monitoring of milestones</li> <li>• Deliverables / issues</li> <li>• Tracker is updated monthly by all designated project managers</li> <li>• Monitoring of milestones</li> <li>• Deliverables / issues</li> <li>• Tracker is updated monthly by all designated project managers</li> <li>• RAG status is reviewed against Finance, Risk &amp; Performance</li> </ul>	<p><b>Performance Management</b></p> <ul style="list-style-type: none"> <li>• Regular review and monitoring against the agreed performance measures</li> <li>• Impact performance will have against finance, risk and programme deliverables.</li> <li>• CRIP performance measures will be updated within the LBC tracker</li> <li>• Impact performance will have against finance, risk and programme deliverables.</li> <li>• CRIP performance measures will be updated within the LBC tracker</li> <li>• <i>Creation of the performance tab within the tracker</i></li> <li>• <i>Completion of the report design</i></li> </ul>
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## 10. Creation of an internal control board – performance management

10.1 As part of the Council’s improvement programme, a series of control boards will be established. In order for us to progress and deliver the actions in the ‘what we need to do’ section of this report and the milestones within the road map Appendix C, it is proposed that an Internal Control Board for Performance is created with members from all parts of the organisation such as HR, CDS, Finance, Performance, System Leads, Subject Matter Experts (statutory). This will strengthen operational oversight of performance and data across all areas of the organisation.

## 11. Data Not Received (DNR) reporting

11.1 In order to support the culture change toward performance management across the whole organisation, where data has not been received / input into relevant systems to allow for the data to be extracted in time for report production, reports will contain a section detailing areas where we have been unable to report. This will allow accountable offers to investigate why data has not been input into the relevant system in a timely manner, which can then be addressed. This will also support the organisations goal to have ‘one version of the truth’ when reporting, with data only being extracted from the one recognised source and not multiple sources (see points 5.3, 5.4 of this report).

## 12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 It is essential that the Council takes steps to ensure that a robust performance

management plan and framework are in place, alongside the work of the Programme Management Office, Finance and Risk. Delivery against the actions in the CRIP and sustainable improvements in services are unlikely to happen without it.

### **13. OPTIONS CONSIDERED AND REJECTED**

13.1 None.

### **14. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS**

14.1 There are no direct financial implications arising from this report. There will be financial implications associated with the delivery of the projects and actions within the Croydon Renewal and Improvement Plan which have been factored in to the Medium Term Financial Strategy. The delivery of these projects and actions, and the resulting savings is essential. It is therefore critical that effective monitoring and reporting is in place.

Approved by: Matthew Davis, Head of Finance, (Deputy S151 Officer)

### **15. LEGAL CONSIDERATIONS**

15.1 The Head of Litigation and Corporate Law comments on behalf of the interim Director of Law and Governance that section 3 of the Local Government Act 1999 requires the council as a best value authority to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”. Monitoring of performance information and acting on the findings is an important way in which that obligation is being fulfilled.

15.2 The report provides performance information. It is consistent with good administration for the council to consider performance related monitoring information to assist the council in its improvement journey. This also assists the council achieve Best Value and may demonstrate continuing improvement.

15.3 The recommendations in this report promote the Council’s statutory duty of best value and continuous improvement.

15.4 Any legal implications arising in relation to individual actions will be dealt with as projects and decisions come forward for approval.

Approved by: Sandra Herbert Head of Litigation and Corporate Law for and on behalf of the interim Director of Law and Governance and Deputy Monitoring Officer.

## **16. HUMAN RESOURCES IMPACT**

- 16.1 Key to delivery of the Croydon renewal and Improvement Plan will be to retain and invest in a skilled workforce, who are enabled and engaged through a positive organisational culture. The council's workforce strategy is aligned to the Croydon Renewal & Improvement Plan and supports building the workforce skills and capacity for the future.
- 16.2 Any planned service changes through informed review, will be subject to the council's organisational change procedure and consultation with staff and trade unions.

Approved by: Sue Moorman, Director of Human Resources.

## **17. EQUALITIES IMPACT**

- 17.1 In April 2011 the Equality Act (2010) introduced the public sector duty which Extends the protected characteristics covered by the public sector equality duty to include age, sexual orientation, pregnancy and maternity, and religion or belief.
- 17.2 Section 149 Equality Act 2010 requires public bodies to have due regard to the need to:
- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
  - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
  - foster good relations between people who share a protected characteristic and people who do not share it.
- 17.3 Having due regard means consciously thinking about the three aims of the Equality Duty as part of the process of decision-making. This means that decision makers must be able to evidence that they have taken into account any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken. Equalities impact assessments will be a key part of our governance framework for the Improvement Board, with direct input from the Council's Equality & inclusion Manager.

Approved by: Gavin Handford, Director of Policy & Partnership.

## **18. REASONS FOR RECOMMENDATIONS/ PROPOSED DECISION**

- 18.1 It is essential that the Council takes steps to address the necessary improvements required to enable Croydon Council to be a financially sustainable council delivering value for money efficient and effective services.

**19. DATA PROTECTION IMPLICATIONS - WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

19.1 **NO** - The Director of Policy & Partnership comments that there are no data protection implications arising from the contents of this report

Approved by: Gavin Handford, Director of Policy & Partnership.

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**CONTACT OFFICERS:**

Gavin Handford, Director of Policy & Partnership  
Caroline Bruce – Head of Business Intelligence, Performance and Improvement

**APPENDICES TO THIS REPORT:**

Appendix A – Draft Croydon Renewal and Improvement Plan measures  
Appendix B – Corporate Performance Reporting Road Map

**BACKGROUND PAPERS:**

Croydon Renewal and Improvement Plan