The Local Government Staff Commission
for Northern Ireland

Local Government in Northern Ireland

People and Organisation Development Strategic Framework and Integrated Implementation Plan

NOVEMBER 2014

solace
Northern Ireland

lgtg
Local Government Training Group

ppma

<u>CONTENTS</u>

SECTION 1 INTRODUCTION

1.1 Background to the Strategic Framework

This People and Organisation Development Strategic Framework (the Strategic Framework) was developed as a partnership arrangement by a range of stakeholders in local government. The partner organisations were the Local Government Staff Commission (LGSC), the Society of Local Authority Chief Executives (SOLACE), the Public Sector People Managers' Association (PPMA), in consultation with local councils, the Northern Ireland Local Government Association (NILGA), the Department of the Environment (DOE) and the Trade Unions.

The Strategic Framework was first launched in December 2011. It has now been revised and relaunched to support the 11 new councils established from the Reform of local government.

1.2 Overview of the Strategic Framework

The Strategic Framework provides a common platform for workforce development across the local government sector and supports individual councils in achieving the objectives as detailed in their Corporate Plans. It is a comprehensive approach to integrating all organisation development activity in supporting delivery of council objectives.

1.3 Objective of the Strategic Framework

"To provide a route map to enable local government to develop its most valuable resource in a changing environment and ensure the ongoing provision of excellent services which are responsive to the needs of local communities."

1.4 Strategic Pillars

Six interlinked **Strategic Pillars** were developed to support this objective, as follows:

Leadership	**Talent Management**
Performance Culture	**Learning Organisation**
Employee Relations	**Pay and Reward**

Within this Pillar framework the Leadership, Performance Culture and Employee Relations Pillars were identified as the initial priorities, with Talent Management, Learning Organisation and Pay & Reward Pillars seen as facilitating longer term cultural change.

1.5   How the Strategic Framework supports Local Government – Linkages and Performance Outcomes

There are three specific dimensions to ensuring co-ordination of the linkages between the Strategic Pillars and performance outcomes.

1.5.1 Strategic Direction and Control Linkages

Strategic Direction and control linkages are achieved by:

- Robust Governance Arrangements (as detailed in Section 3, page 8).
- Ensuring that the Strategic Framework aligns with the vision and objectives of the new local government organisations through the involvement of the Local Government Chief Executives Group (LGCEG).
- The involvement of senior HR practitioners nominated by the Chief Executives in the design and outworkings of the Strategic Pillar Goals.
- The involvement and support of PPMA both regionally and nationally.

1.5.2 Co-ordination Linkages

Co-ordination of agreed Action Points under each Strategic Pillar, ensuring effective resourcing and avoiding duplication is achieved by:

- Centralised administration, facilitation and support for research provided by the Local Government Staff Commission.
- Working Groups which are representative of the sector, each chaired by a Chief Executive and supported by a named HR Lead, facilitated by a Director from the Staff Commission.
- Progress reports in relation to the Strategic Pillars at the annual People and Organisation Development Conference.

1.5.3 Pillar Linkages to Deliver Performance Outcomes

Research undertaken by the Working Groups into best practice in organisation development shows that the greatest return in performance outcomes for organisations is achieved when all aspects or strands of activity link and build into a mutually supportive and sustaining OD model.

This can be illustrated in the local government context, by reference to the Strategic Pillars, as follows (see Figure 1):

a positive employee relations environment delivering pay and reward systems which help to motivate workforces to provide increased flexibility underpins:

robust and transparent recruitment and talent management processes which produce proactive leaders who are engaged with teams to allow:

staff to operate in a learning and development atmosphere where potential is maximised and performance is measured thereby ensuring:

improved performance delivering enhanced council services to communities

Figure 1 - Pillar Linkages to Deliver Performance Outcomes
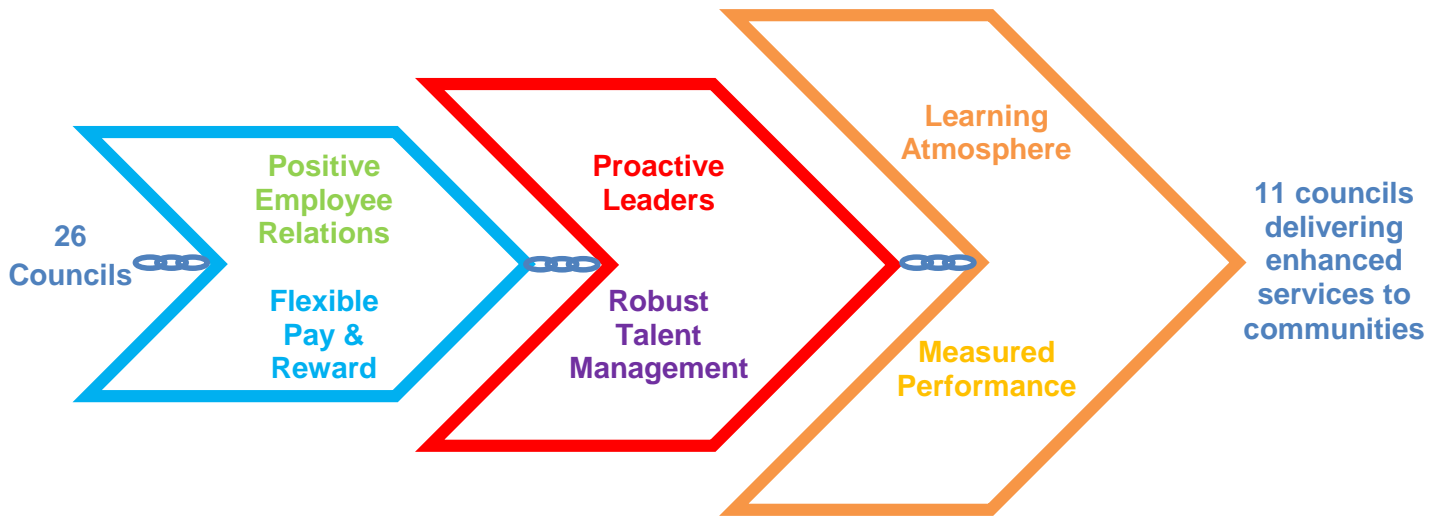
1.6   The Operational Model – 2011
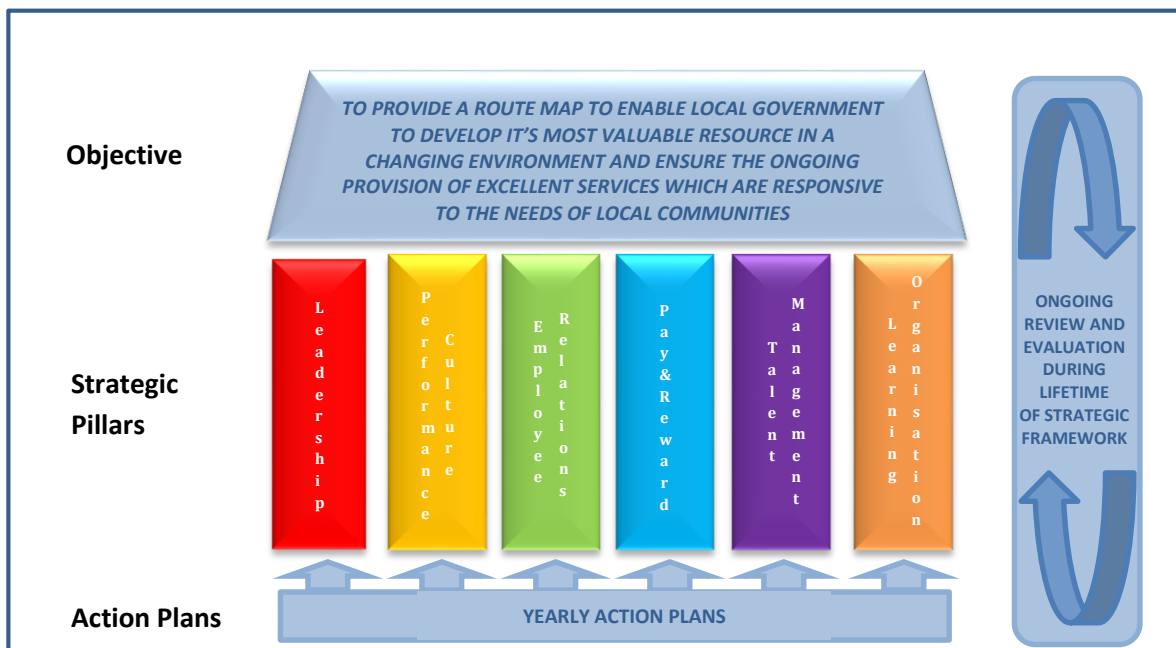
The original Operational Model for the Strategic Framework as developed in 2011 is set out in Figure 2. This Operational Model has evolved and the revised version is shown in Figure 3.

Figure 2 - The Operational Model for the People and Organisation Development Strategic Framework - 2011

1.7 Pillar Working Groups

Actions to deliver the Goals for each Pillar have been supported by dedicated Working Groups, representing all councils and trade unions. Each Strategic Pillar is set out in detail in Section 4 in the following terms:

- **The Strategic Goal each Pillar is designed to achieve**
- **Why work under the Pillar is important**
- **The Benefits for:**
  - o **The Sector**
  - o **Councils**
  - o **Staff**
  - o **Customers**
- **Year Goals**
- **Agreed Action Points**
- **Pillar Working Group Compositions**

1.8 Progress to Date

Since the Strategic Framework was launched in December 2011 the Working Groups have been developing key aspects of the Framework.

Progress has been reported at the following events:

- **The People and Organisation Development Strategic Framework Progress Conference June 2012**
- **The People and Organisation Development Strategic Framework Conference December 2012**
- **The People and Organisation Development Strategic Framework Conference June 2014**

The Conference in June 2014 helped refocus the Strategic Framework to prepare for the relaunch in November 2014.

1.9 The Revised Operational Model – 2012/2014

Since the initial launch of the Strategic Framework, administration of the working groups has been combined and they are now paired as follows:

- **Leadership and Talent Management Pillar**
- **Performance Culture and the Learning Organisation Pillar**
- **Employee Relations and Pay & Reward Pillar**

The Revised Operational Model for the Strategic Framework evolved as the Working Groups identified linkages and administration was combined as illustrated in Figure 3.

Figure 3 – The Revised Operational Model for the People and Organisation Development Strategic Framework – 2012/2014
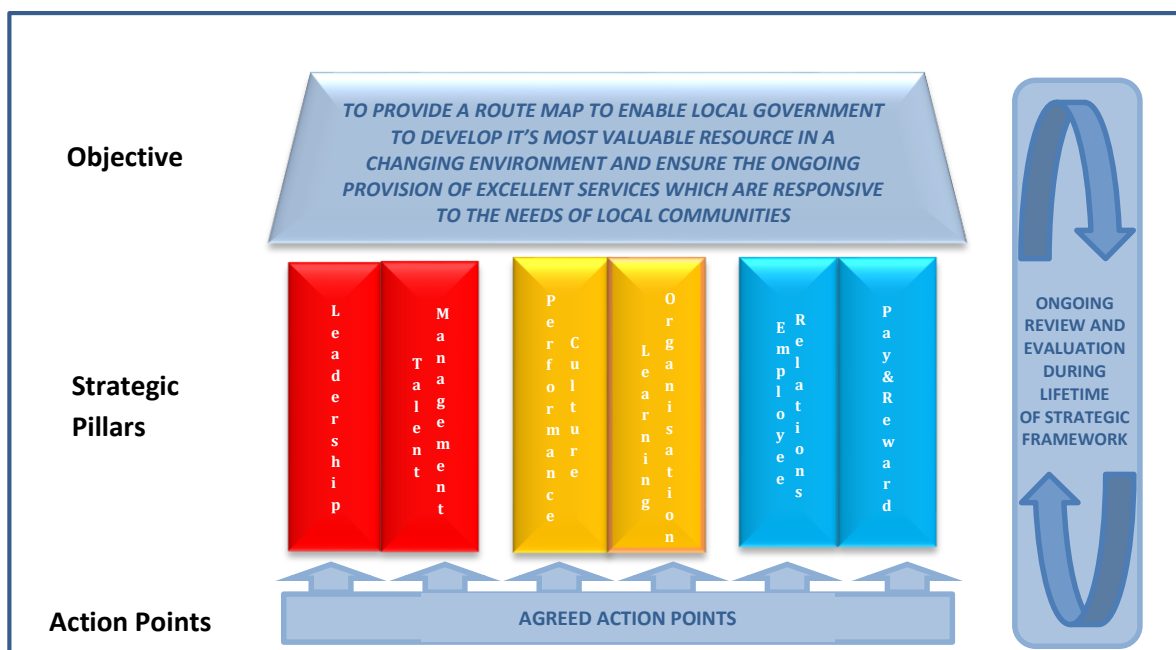
SECTION 2   STRATEGIC PILLARS – WORKING GROUPS' PRIORITIES AND PROGRESS

This Section provides an explanation of the 'Priority' for each Strategic Pillar Working Group and a summary of 'Progress' since the Strategic Framework was launched in 2011. Full details of the Strategic Pillars and the Agreed Action Points which will support the implementation of the Strategic Framework are set out in Section 4.

PILLAR 1 - Leadership and Talent Management

Priority:

The development of a common leadership framework for local government and the development of a "Leadership Academy".

Progress:

Since 2011 the Working Group has:

- Researched various leadership models and their application to local government.
- Agreed a definition of what it means to be a leader in local government.
- Drafted a Leadership Capability Framework, tested it against the competency framework and consulted with key stakeholders.
- Created a common language of local government leadership at 3 levels.
- Agreed a Talent Identification Toolkit which can be utilised within local government.

PILLAR 2 - Performance Culture and Learning Organisation

Priority:

The promotion of a sustainable performance culture within a self-directed, supportive learning environment and the implementation of a Performance Culture Toolkit.

Progress:

Since 2011 the Working Group has:

- Researched best practice performance culture and learning organisation models and approaches in local government and the business sector.
- Developed and consulted on a Performance Culture Model for the sector.
- Drafted a Performance Culture Toolkit to assist councils to deliver on their performance improvement obligations as detailed in Part 12 of the Local Government (Northern Ireland) Act 2014.
- In partnership with the Local Government Training Group (LGTG) contributed to a participative model for the identification of learning and development needs and the delivery of training provision.

PILLAR 3 - Employee Relations and Pay & Reward

Priority:

A comprehensive approach to all aspects of employee relations and the establishment of a new Industrial Relations Framework.

Progress:

Since 2011 the Working Group has:

- Researched current practice in Industrial Relations elsewhere.
- Developed a good practice model for a new industrial relations framework for local government.
- Canvassed views on the new industrial relations delivery model across the sector.
- Carried out sample research on a workforce profile in selected councils.
- Developed an overall vision for a unified pay and reward framework for local government.

SECTION 3 MANAGEMENT AND GOVERNANCE OF THE STRATEGIC FRAMEWORK

3.1   Governance Arrangements

3.1.1 Local Government Chief Executives Group (LGCEG)

The Local Government Chief Executives Group is responsible for agreeing the overall direction of the Strategic Framework and for nominating representatives to the Pillar Working Groups.

3.1.2 Oversight and Support

Management and governance of the Strategic Framework is provided by the Local Government Staff Commission. The Commission will provide regular reports to LGCEG.
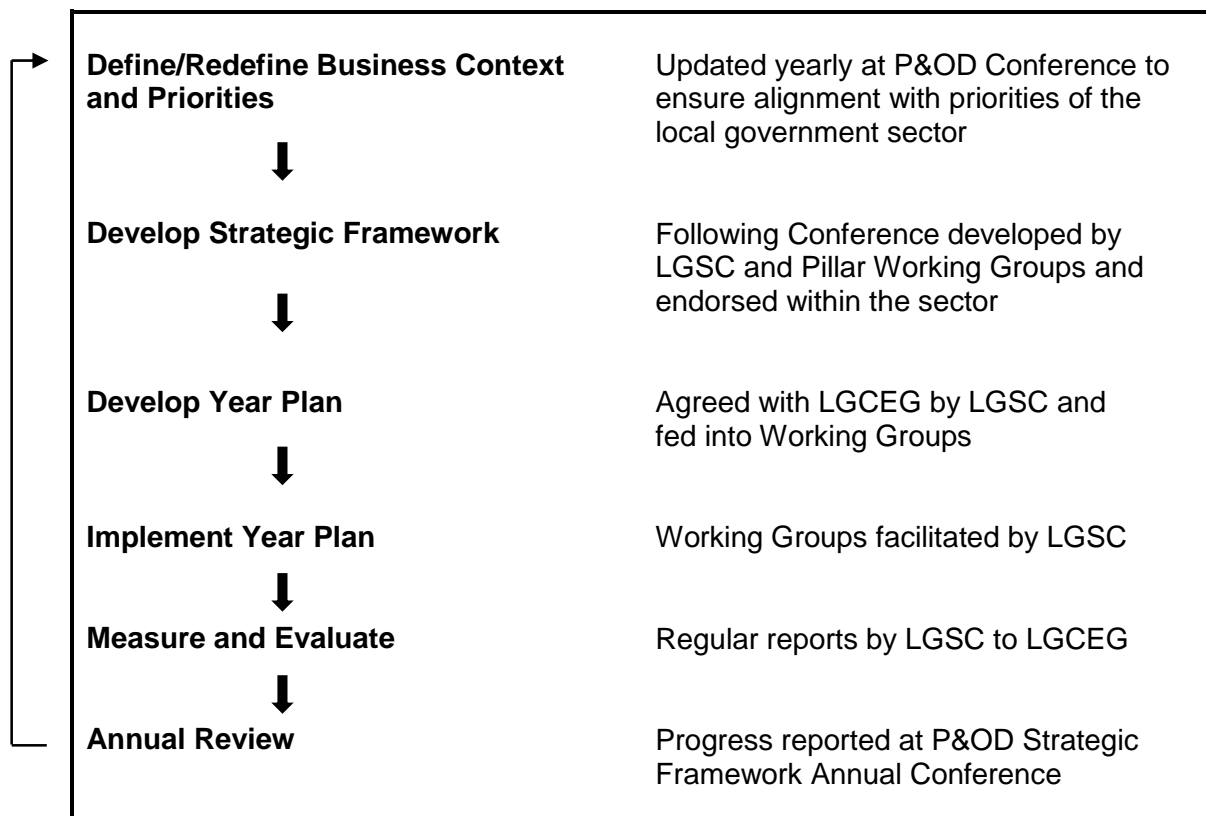
3.1.3 Working Groups

The Working Groups are chaired by a representative from the Local Government Chief Executives Group supported by a professional HR Lead, with facilitation from an LGSC Director. Membership reflects the range of appropriate stakeholders.

3.1.4 Monitoring Progress

Figure 4 below sets out the Monitoring Cycle for the Strategic Framework.

Figure 4 – Monitoring Cycle

Define/Redefine Business Context and Priorities	Updated yearly at P&OD Conference to ensure alignment with priorities of the local government sector
⬇	
Develop Strategic Framework	Following Conference developed by LGSC and Pillar Working Groups and endorsed within the sector
⬇	
Develop Year Plan	Agreed with LGCEG by LGSC and fed into Working Groups
⬇	
Implement Year Plan	Working Groups facilitated by LGSC
⬇	
Measure and Evaluate	Regular reports by LGSC to LGCEG
⬇	
Annual Review	Progress reported at P&OD Strategic Framework Annual Conference

SECTION 4 THE STRATEGIC PILLARS IN DETAIL

1. Leadership and Talent Management	2. Performance Culture and Learning Organisation	3. Employee Relations and Pay & Reward
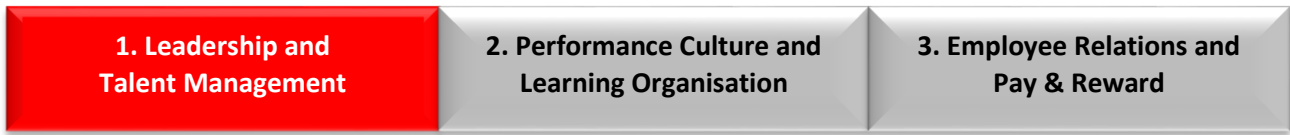
LEADERSHIP

Strategic Goal:

Local government will be led by courageous, innovative, ambitious and proactive leaders at all levels who inspire others to maximise their potential in a strong and dynamic local government sector.

Why work under this pillar is important:

Effective leadership is the foundation for progress and should be demonstrated at all levels. Local government must therefore invest in developing current and future leaders.

Benefits for:

- **The Sector** and councils will have competent motivated leaders who will build high performance teams.

- **Councils** - Individual leaders will have clear guidance on what is required, together with support and advice on developing their skills, and leaders will be recognised for displaying leadership competence.

- **Staff** will be supported by motivated leaders who care about their teams.

- **Customers** will have the assurance that leaders at all levels are focussed on developing, motivating and directing staff to deliver high quality services.

TALENT MANAGEMENT

Strategic Goal:

Local government will create the culture, systems and processes which ensure the right people with the right capabilities are in the right place at the right time to develop and support a strong and dynamic sector.

Why work under this pillar is important:

A sectoral approach to talent management will facilitate the promotion and deployment of staff throughout local government. This has clear benefits for developing both the individual and the organisation they work in.

Benefits for:

- **The Sector** will have the ability to plan for and support the movement and management of skilled staff within and across councils.

- **Councils** will be able to draw on a pool of staff with up to date competencies, capable of responding flexibly to business needs.

- **Staff** will have a clear framework, which allows development throughout their working life cycle.

- **Customers** will have the assurance that staff resources are effectively managed to support service delivery.

YEAR GOALS (January 2015 – January 2016)	AGREED ACTION POINTS	GROUP COMPOSITION
Gain endorsement and support from stakeholder groupings in the 11 new councils for the Leadership Framework and the Leadership Academy	Engage with the LGCEG and HR Leads to gain endorsement of the Leadership Academy for the new 11 councils Seek nominations for the working group from the LGCEG and HR Leads Produce a map to demonstrate the linkages between the working groups and projects and ensure they are fully understood	**Chair:** Ashley Boreland, Ards BC **HR Lead:** Marissa Canavan, Mid Ulster DC **LGSC Facilitation:** Lorna Parsons/Lisa O'Neill **Members:** Nigel Hamilton, LGSC Member Samantha Rea, Ards BC Christine Allister, Banbridge DC Gail Wright, Belfast CC Elizabeth Beattie, Causeway Coast and Glens DC Liam Glavin, Cookstown DC Raymond Donnelly, Craigavon BC Debbie Rogers, Derry CC Michael Riddell, Lisburn CC Theresa Donaldson, Lisburn City and Castlereagh DC
Identify 5 councils to pilot the Leadership Academy	Meet with providers of leadership training at the 3 levels to outline the specification and seek a suite of programmes/courses for the Academy Update the LGTG and Elected Members' Steering Group on progress to date Identify councils to pilot the Leadership Academy	
Key stakeholders in local government understand and accept the principles and processes of talent management.	Adapt the Talent Identification Toolkit for use in local government Establish and test the Toolkit with key stakeholders Develop a succession management policy and test in pilot councils	

PERFORMANCE CULTURE

Strategic Goal:

Local government will create an environment where, individual, team and council goals are aligned; individuals will receive continuous development and feedback on performance and will be recognised for excellence in service delivery.

Why work under this pillar is important:

Given the pressure for efficiency, productivity and innovation; the development of a performance culture is critical. A change is required at a strategic level in local government to move the approach to performance management away from a process driven exercise, towards providing feedback on performance, coaching and developing staff, and achieving excellence in service delivery.

Benefits for:

- **The Sector** will benefit from a common understanding of managing performance.

- **Councils** will have a demonstrable link between individual performance and organisational outcomes.

- **Staff** will have a clear understanding of what is required of them and will be recognised for their input.

- **Customers** can expect that staff resources will be clearly focussed on delivering customer and community needs.

LEARNING ORGANISATION

Strategic Goal:

Local government will create a learning environment where leaders equip individuals to take ownership of their learning and development needs which supports their performance in delivering excellent service.

Why work under this pillar is important:

In previous years the focus has been on formal training interventions for staff and whilst these will continue to play an important role in the sector's learning suite, the perspective must now broaden. The overall focus needs to shift to creating a learning culture that links learning and development explicitly to performance and which supports business needs. This requires a cultural shift from a reliance on formal approaches, to a sector focussed on productivity, outcomes, capability and efficiency. Learning must now be set within this context.

Benefits for:

- **The Sector** will have the ability to plan for and support collaborative learning, to facilitate the efficient use of resources and the development of good practice.

- **Councils** will benefit from accessing opportunities for business focussed skills development.

- **Staff** will have a clear framework, within which to identify their own learning needs and opportunities.

- **Customers** will have assurance that staff are effectively skilled to deliver services.

2. Performance Culture and Learning Organisation

YEAR GOALS (January 2015 – January 2016)	AGREED ACTION POINTS	GROUP COMPOSITION
Gain endorsement and support from the 11 new councils for the Performance Culture Toolkit Identify 3 councils to pilot the Toolkit Make recommendations and take actions towards achieving a shift in emphasis in the sector from Training and Development to Learning Organisations.	Cross reference Performance Culture Toolkit against iESE self-assessment Readiness checklist. Seek LGTG support for the following detailed actions: • arrange to have the finalised Toolkit digitised for ease of use • plan awareness/training sessions to facilitate piloting of the Toolkit • arrange for support to individual councils to implement the Toolkit Collate the learning and information from OD/improvement projects supported by the Staff Commission and Training Group to use as case study examples for inclusion in the Toolkit. Identify other benchmarking opportunities. Engage with key stakeholders on the findings of the pilot implementation of the Performance Culture Toolkit and the implications for learning and development in the sector. Define what a learning organisation looks like in local government, what processes and practices support it and how learning links to performance.	**Chair:** Anne Donaghy, Mid and East Antrim DC **HR Lead:** Sinead McNicholl, Derry CC **LGSC Facilitation:** Linda Leahy **Members:** Stuart Wilson, Antrim BC Sharon Currans, Armagh, Banbridge and Craigavon DC Joan Kinnaird, Ballymoney BC Clare McKenna, Belfast CC Niamh Shannon, Craigavon BC Paula Donnelly, Derry and Strabane DC Carla Melarkey, Fermanagh DC Sandra Kelly, Causeway Coast and Glens DC Joe McGuckin, Cookstown DC Caroline Magee, Lisburn CC Helen McElroy, Newry and Mourne DC Catrina Miskelly, Newry, Mourne and Down DC Rosemary McCullough, North Down and Ards DC Michelle Cummins, North Down BC Rachelle Craig, Strabane DC

1. Leadership and Talent Management	2. Performance Culture and Learning Organisation	3. Employee Relations and Pay & Reward

EMPLOYEE RELATIONS

Strategic Goal:

Local government will establish an agreed Employee Relations Framework and environment that delivers results, enables change to happen smoothly at sector and council level and provides consistency.

Why work under this pillar is important:

Growing effective employee relationships is one of the cornerstones of this Strategic Framework. Updating and development of the existing machinery and infrastructure to support an effective employer and trade union relationship is a priority to enable the required workforce changes to be achieved.

Benefits for:

- **The Sector** as a whole, as well as councils and trades unions, will benefit from a professionally constituted and resourced framework, with transparent decision making, capable of delivering the efficiency and improvement agenda.

- **Councils** will benefit from a robust employee relations framework and comprehensive engagement with staff.

- **Staff** will benefit from access to representation in a fair and consistent manner and a holistic approach to employee engagement.

- **Customers** will benefit from well-motivated staff implementing council objectives.

PAY AND REWARD

Strategic Goal:

Local government will ensure the effective management of Pay and Reward across the sector to support achievement of a flexible, motivated workforce.

Why work under this pillar is important:

A new approach to pay and reward presents the opportunity to balance the motivational aspects of reward with the need to manage workforce costs.

Benefits for:

- **The Sector** will have the capacity to demonstrate efficient workforce planning supported by a unified pay and reward framework.

- **Councils** will have a consistent pay and grading process, which is accepted across local government and which will enable the sector to have effective control over workforce costs and reduce the potential for disputes in relation to individual pay related grievances.

- **Staff** will benefit from an equitable and transparent pay and grading system and related total reward package, including monetary and non-monetary factors.

- **Customers** can expect increased value for money from the management of workforce costs.

3. Employee Relations and Pay & Reward		
YEAR GOALS (January 2015 – January 2016)	**AGREED ACTION POINTS**	**GROUP COMPOSITION**
Priority Activity **Negotiating machinery** Implement the new model of negotiating machinery.	Engage with new Chief Executives and HR Leads to examine options for taking forward proposals. Update Joint Forum and Commission on progress/issues. Finalise proposals with stakeholders. Draft proposals for "Strategic Direction" Work Plan for the constituent parts of the new IR Framework. Seek final endorsement from Commission, Joint Forum etc. Issue to councils for adoption. Engage in winding up of existing machinery and implement new arrangements. The Commission to decide on the issue of a statutory recommendation to initiate the new arrangements.	**Chairs:** David McCammick, Antrim BC Roger Wilson, Armagh, Banbridge and Craigavon DC **HR Leads:** Karen Hargan, Mid and East Antrim DC Catherine Sweeney, Newry and Mourne DC **LGSC Facilitation:** Dermot O'Hara **Members:** Sharon Currans, Armagh, Banbridge and Craigavon DC John Adams, NILGA Bumper Graham, NIPSA Davy Edmont, Unite Gillian Arthur, Ards BC Helen Devlin, Belfast CC Marissa Canavan, Mid Ulster DC Mark McAneny, Derry CC Rosemary McCullough, North Down and Ards DC Tommy Wright, Labour Relations Agency

3. Employee Relations and Pay & Reward

YEAR GOALS (January 2015 – January 2016)	AGREED ACTION POINTS	GROUP COMPOSITION
Additional Activity **Generic Pay Bands** Gain acceptance of the overall vision of a single approach to pay and grading and a common framework of generic pay bands across the sector.	**Stage One** The one-off gathering of <u>HR Data only</u> across all councils. **Stage Two** Add data in relation to the staff transferring into local government as part of the Reform process when it becomes available. **Stage Three** Create a dynamic system for gathering HR and payroll data at specified intervals, for example twice yearly, to provide regular updates to the Workforce Profile for the sector.	
Employee Engagement and Employee Wellbeing Identify best practice models for Employee Engagement and Employee Wellbeing.	Support formal employee relations through identifying best practice models for Employee Engagement and Employee Wellbeing and in policy areas such as Grievance, Discipline and encouraging mechanisms for alternative disputes resolution.	