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*BLOCK MRH.102*

**REVIEWING  
PERFORMANCE AND  
ACHIEVING QUALITY**

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## **Preface**

This Block will look at how housing organisations review performance and achieve a quality service. It will consider why housing organisations are increasingly concerned to measure their performance and the type of monitoring systems which have been established in a variety of housing organisations.

The ways in which organisations actually use their performance monitoring data will be examined.

You will need later in this Block to look at the Annual Reports produced by local authorities and you should obtain annual reports from a number of local authorities and housing associations.

## Outcomes

After studying this Block, you should be able to:

- describe the main performance measures used by housing organisations;
- outline why housing organisations are increasingly concerned to review their performance;
- review the roles of government, the Housing Corporation, The Welsh Assembly, Scottish Homes, the Audit Commission and tenants in the reviewing process;
- critically examine how performance data is used by housing organisations;
- explain the system of performance review in your own organisation; and
- evaluate the system of performance review in your own organisation.

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## A. Housing Performance Review Systems

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### 1. Definitions of Performance and Quality

Performance monitoring can be defined as the measurement and evaluation of the performance of services in relation to the organisation's objectives for that service. Housing managers must keep under regular review the performance of the organisation in relation to the objectives which have been set. By so doing managers will be able to take action to improve performance or if this is not possible they will be able to review the organisation's objectives to make them more realistic.

The Audit Commission in "Managing the Crisis in Council Housing" (1986) wrote:

*"the management of housing requires accurate and timely information of a house by house and tenant by tenant basis, on such things as rent payments, occupancy, housing benefit and maintenance requested and carried out. This information needs to be available to estate management staff weekly. In most authorities such information can only be provided using computers".*

Performance review involves two separate but related activities:

- monitoring of performance; and
- detailed analysis of the data collected in the monitoring process.

Quality is a harder concept to define. It refers to how well a service or product is supplied. High quality services tend to be more valued by the recipients. Increasingly housing organisations are concerned about quality in service delivery as well as the cost of the service which is provided.

### 2. Monitoring

Monitoring will usually involve the gathering of information about performance against previously established targets. The data to be collected in this monitoring process will of course take a number of forms. There are six main indicators which could be used for performance measurement. These are:

*(i) Cost indicators*

These could be the actual costs of a service provided, such as the cost of repairs.

*(ii) Productivity*

This might be the amount of work done by a member of staff, such as the number of cash transactions collected each day by a rent collector.

*(iii) Usage*

This will measure the extent to which services are used, such as the occupancy rates in temporary accommodation.

*(iv) Time*

This can be used to measure the time taken to provide services, such as that taken to complete repairs from the date of the order being received.

*(v) Volume*

This can measure how much work has been done, such as the number of repair requests received in a period.

*(vi) Demand/service provision*

This can be a crude measure which looks at service provided against a broad concept of demand, such as the number of senior citizens who are connected to warden call alarm systems as a proportion of all senior citizens who are tenants.

(Adapted from NCHA *Performance Expectations*, 1991)

### 3. Performance Monitoring Systems

#### **Activity**

*Think what would be involved if you were to set up a performance monitoring system. Make a list of all of the stages you would need to go through.*

*Time allocation: 10 minutes*

A performance monitoring system will need to have a number of different elements. The following approach has been adapted from the Chartered Institute of Housing's Performance Indicators Guide on Housing Services for Homeless People.

A system for monitoring performance would involve the following:

**(a) Set goals and objectives for the key activities of the organisation**

Unless the organisation has decided what its overall goals and objectives are it will not have any solid basis on which to establish a performance monitoring system. For example, unless a housing organisation is determined to provide a high quality repairs service to its customers it will not be able to establish meaningful standards against which its repairs services could be judged.

Examples of other service objectives might include:

- Rent arrears  
To ensure effective recovery of arrears.
- Voids (empty properties)  
To make maximum use of the housing stock by ensuring that voids are minimised.
- Temporary accommodation  
Improve the quality of temporary accommodation by ensuring it meets a minimum standard.

**(b) Set performance indicators to reflect the specific objectives of the organisation**

The housing organisation should set down the performance indicators which it will use as the basis of its performance monitoring system. These should be made known to people both inside and outside of the organisation and could include indicators such as:

- repair response times;
- response times to complaints;
- response times to enquiries;
- timetables for action on rent arrears;
- waiting times in reception areas.

In deciding on performance indicators, it is important that they relate back to the objectives of the organisation and that they measure the most important aspects of the service provided. It is

also very important to ensure that the monitoring system used is not too complicated to operate, otherwise excessive amounts of staff time will be used in simply collecting information.

***(c) Set performance targets***

Performance indicators describe the particular aspects of the service which will be reviewed but they are of limited use unless they are linked to targets. A target is a level of performance which the organisation will try to meet.

For example, the organisation may have decided to use repair response times as an indicator of performance and it may set itself a target of all emergency repairs being completed within 24 hours.

One of the key issues here is who actually sets the targets. Is it the staff who work in the organisation, the managers, the Councillors or Board members or the tenants of the organisation? This will be discussed in more detail later.

One of the other concerns is to set targets which are realistic. If targets are over ambitious they are unlikely to be achieved and this failure will be damaging to the organisation. Equally, if they are so low that they will inevitably be achieved then there is little point in having targets at all.

***(d) Establish systems for collecting information***

A performance monitoring system will only be as good as the information which is collected and attention must be given to determining how the monitoring information is to be gathered. Some of the information may be readily available on computer, such as rent arrears recovery performance, but in other areas manual systems may need to be established to record information, such as the number of customers seen each week. In some areas it may be necessary to actively collect data, using methods such as satisfaction surveys of tenants which may need to be carried out on an ad-hoc basis.

It should be made clear as to who is responsible for the collection of performance data and the form in which it should be presented.

***(e) Evaluate and interpret the performance data gathered***

When the performance data has been collected it is necessary to analyse it. What is the data telling us about performance? Should we look at other data as well?



For example, rent arrears could be falling rapidly which might suggest good performance. However, if the figures on evictions showed that there had been a rapid increase in repossessions in the same period, perhaps a different view would be taken as to how effective this approach was in terms of preventing arrears.

Similarly if arrears have increased over a period this would normally be considered a problem, but if there had been long delays with Housing Benefit claims being processed this would not reflect badly on the arrears recovery performance. It would, however, raise concerns about the performance of the Housing Benefits section.

#### 4. Analysis of Performance

When analysing performance data it is necessary to examine the reasons for poor performance and to attempt to remedy this. In some cases it may not be possible to improve performance and it may be necessary to revise targets. For example, a housing authority may provide an excellent repairs service but because of financial restrictions it may not be able to provide a level of service to ensure that all repairs were completed within 28 days. In these cases it may need to revise its performance target accordingly.

##### **Activity**

*Consider your own organisation and write a few notes under each heading indicating how your organisation operates.*

##### **AIMS AND OBJECTIVES FOR SERVICES**

*What do you feel are your organisation's key aims and objectives?*

##### **PERFORMANCE INDICATORS**

*What performance indicators does your organisation use to measure its performance?*

*continued...*

**PERFORMANCE TARGETS**

*What performance targets does your organisation have for the current year?*

***Time allocation: 20 minutes***

Example of indicators/targets and monitoring for rent arrears

**RENT ARREARS**

\* Performance indicators:

Arrears expressed in pounds.

Arrears as a % of debit.

Average weeks missed before home visit.

\* Performance targets:

Arrears to reduce below £175,000 in year.

Arrears to reduce to 5% of rent debit in year.

Home visits to take place within four weeks of first miss.

\* Monitoring method:

Weekly summary of arrears in £s and % of debit.

Quarterly report showing number of arrears cases visited within four weeks and numbers visited outside of the target timescale.

## Self Test 1

1. *What are the main elements of an effective performance monitoring system?*
2. *Describe the difference between a performance indicator and a performance target.*
3. *Why is it important to ensure that performance data is easily obtainable?*

*Now turn to the Answers at the end of the Block.*

## Summary

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1. Performance review involves two separate but related activities;
  - (a) the monitoring of how the housing organisation performs in terms of its delivery of services and
  - (b) the detailed analysis of the performance data which is collected.

It is important to appreciate that performance review is more than simply collecting information about performance because it is only when this data is carefully analysed will it be possible to determine how well the organisation is performing.

2. For example, rent arrears of current tenants may be falling and the organisation may consider that it is performing well. However a detailed analysis of arrears performance may show that this reduction in current arrears is only being achieved by more evictions and the level of former tenants arrears owed to the organisation may be increasing. The detailed analysis may well tell a different story to the initial conclusions which might be drawn from a cursory look at the performance data collected.
3. When looking at the types of performance measures to adopt, housing organisations will have a wide choice and can make use of all of the following measures:
  - cost indicators
  - productivity measures
  - usage indicators
  - time measures
  - volume
  - demand/service measures.

It will be important for housing organisations to use a range of performance indicators.

4. To be effective in reviewing performance housing organisations should adopt a performance review system which has, usually, five key stages:
  - set goals and objectives for key activities
  - set performance indicators for specific objectives
  - agree performance targets for each indicator
  - establish systems for collecting performance data
  - evaluate and interpret the performance data collected.

## B. The Pressure for Performance Review

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### 1. Introduction

The system of performance review outlined above is a good management practice. It enables organisations to be clear about their objectives and the standards of service which they aim to provide. By reviewing how the organisation actually performs in practice it is possible for the organisation to take steps to improve performance in those areas which are problematical.

Performance review has been much more common in private sector organisations than in the public sector, and in the private sector profit levels have often been the key performance indicator. Public sector housing organisations are not usually profit seeking organisations and have not until recently made use of these types of performance indicators.

Indeed the Department of the Environment's report on "The Nature and Effectiveness of Housing Management in England" concluded that:

"...formal procedures of management control were not well developed in housing organisations".

However, in recent years there has been a growing interest in the application of performance monitoring in housing organisations.

#### **Activity**

*Why do you think there has been this growing interest in the application of performance monitoring in housing organisations?*

*Make a list of all of the factors which you feel may have contributed towards this.*

***Time allocation: 10 minutes***

## **2. Factors Influencing the Move to Performance Review**

There have been a number of factors which have influenced the move towards greater emphasis on reviewing performance. Some of these have been internal to organisations whilst others have come from outside.

Within organisations the financial constraints under which most housing organisations have operated in recent years has led many organisations to review how effectively they carry out their work. This has led to greater attention being paid to budgets and expenditure, and to greater drives for value for money.

With the introduction of Compulsory Competitive tendering (CCT) in Housing Management, housing authorities made strenuous efforts to improve their performance in order to ensure that the organisation can retain its in-house service. Following the abolition of CCT and the introduction of Best Value housing authorities and housing associations have become even more concerned with the need to deliver improved performance at the same or lower costs. This has been linked to the introduction of Best Value Performance indicators.

Pressure from tenants to have a more efficient and effective organisation will also have played a part in some organisations, particularly those which have developed more active models of tenant participation where the organisation will be held to account by tenants for its activities.

Externally the government, the Audit Commission the Housing Corporation, Scottish Homes and The Assembly for Wales have emphasised the need for housing organisations to improve the quality of their services and to undertake performance review.

Finally, the Chartered Institute of Housing as the professional body for Housing has recognised the need for housing managers to monitor performance and has published detailed advice on a range of services.

## **3. Performance Monitoring and Housing**

In recent years legislation has had a significant impact on the ways in which social housing is managed.

### **Housing Act 1988 (Housing (Scotland) Act 1988)**

The Acts introduced a new funding regime for Housing Associations which made them less dependent on public money for new developments.

The Acts made it clear that Local Authorities were to be the new “Enablers”, which required them to assess housing needs and ensure that adequate provision was made.

In the context of performance review the Acts introduced “Tenants Choice” which enabled local authority tenants to transfer to another landlord, although this was subsequently abolished under the 1996 Housing Act.

(Housing Action Trusts (HATs) were also proposed for England, which would take over local authority stock for a short time to enable renovation and improved management to take place.)

### **Local Government and Housing Act 1989**

This Act introduced a new capital regime for local authorities in England and Wales and a ring-fenced Housing Revenue Account which meant that the Housing Revenue Account could no longer be subsidised from, or in some cases subsidise, the General Fund. Whilst the 1989 Act does include some measures applicable to Scotland, the financial measures have not been applied to Scottish Housing authorities.

In addition, a new Housing Subsidy system was set up which would enable government to exercise greater control over the management and maintenance of Council Housing. If a Council wanted to spend more on its services than government thought was necessary then government would reduce their subsidy, requiring the Council to increase its rents significantly.

Finally, the 1989 Act required Councils in England and Wales only to provide an Annual Report to Tenants giving comprehensive information about the Housing service provided. Under the 1993 Housing, Leasehold Reform, and Urban Development Act this requirement was extended to Scottish Local authorities.

### **Best Value**

This was introduced in April 2000 for local authorities as a replacement for CCT and requires each local authority to produce a Best Value Performance Plan and to review all services over a 5 year period using the Best Value principles.

A Housing Inspectorate was set up under the Audit Commission specifically to review housing authorities work on Best Value. Registered Social Landlords have also been encouraged by the Housing Corporation to embrace Best Value principles.

## Summary

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1. Performance review has not been a common feature of the management practices of local authorities, although it has been much more common in the private sector. The Glasgow University study on the effectiveness of housing management in England found that most housing organisations were lacking in performance monitoring systems.
2. There have been a number of pressures on housing organisations to develop performance review systems in recent years. The financial constraints under which all housing organisations have had to operate have made managers much more conscious of the need to be better managers. Tenants, as customers of the organisation, have exerted much greater pressure on organisations and this was strengthened by the Tenants Choice provisions of the 1988 Housing Acts, giving Council tenants the right to transfer to another landlord.
3. The 1989 Local Government and Housing Act also introduced the ring-fencing of local authority Housing Revenue Accounts and introduced a new Housing Subsidy system which has further increased the pressures on housing organisations to perform well.
4. The government has emphasised the need for improved performance by housing organisations and has required the publication of an Annual Report to tenants of local authorities in England and Wales and now in Scotland. This interest in better performance has also been echoed by the Housing Corporation, Scottish Homes, The Welsh Assembly, and by the Audit Commission. The Chartered Institute of Housing is now also itself producing detailed advice on good practice in performance review and this is similarly being done for the voluntary housing movement by the National Housing Federation (NHF).
5. CCT and now Best Value have been imposed on local government to force housing authorities and housing associations to take performance more seriously.



## C. Performance Review and the Statutory Requirements

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### 1. The Annual Report to Council Tenants

The **Local Government and Housing Act 1989** requires all housing authorities in England and Wales to:

- publish annually a report to each tenant containing information specified by the Secretary of State;
- publish this by 30 September each year in respect of the financial year ending on 31 March previously; and
- send a copy of the Annual Report to the Secretary of State.

Local authorities were required to produce this report for the first time in September 1991. The **Housing (Scotland) Act 1987** introduced a similar requirement for Scottish local authorities but this was not implemented until the passage of the **1993 Housing, Leasehold Reform and Urban Development Act** which required reports to be produced in 1993/94.

### 2. Contents of the Annual Report to Tenants

The Secretary of State has made it clear what needs to be included in the Report to Tenants in Circular 10/94.

#### **Activity**

*Make a list of the main areas of performance which you feel should be included in a report to tenants. When you have done this you can compare it to the list of areas which the Secretary of State has decided should be included.*

*Time allocation: 10 minutes*

In setting down the list of performance indicators, the government has been prescriptive. In the view of the government the Annual Report would serve to meet two main objectives:

- to provide useful, up to date information for tenants about the performance of their particular housing authority;
- through the stimulus of customer demand and interest, and of performance measurement and targets, to enhance standards of housing management.

The Annual Report is clearly directed to informing tenants about the Housing service and is to be seen as a minimum requirement with housing authorities being encouraged to provide more comprehensive information.

### **Items to be included**

You can now compare your list of items to be included with the government's requirements, as set out in Circular 10/94.

#### ***(a) Housing stock***

This section of the Report has to include information about the authorities stock and any particular characteristics which might influence its management. For example, a high proportion of high rise blocks might present special difficulties in both management and maintenance.

#### ***(b) Rents***

Authorities are required to give comprehensive information on rents and arrears.

#### ***(c) Repairs and maintenance***

The report should include details of:

- the authorities priority levels for repairs and target response times;
- the percentage of repairs completed within the target response time in the year.

#### ***(d) Housing allocations***

Councils are asked to provide sufficient information to enable tenants to understand the council's allocations policies and why empty properties are vacant. In addition, certain statistical information is required on aspects of allocations performance, such as:

- the number of tenancies granted;
- the number of successful housing association nominations;
- the percentage of lettings to homeless applicants.

Information is also required from housing authorities on empty properties such as the number of voids, and the reasons for them being empty. The average time to relet empty properties must also be provided.

**(e) Management costs**

The Annual Report must also include specified information on the costs of providing the full range of housing management services.

### **3. Best Value Performance Plans**

In addition, local authorities are required to publish annually a Best Value Performance plan which sets out the results of their Best Value service reviews, performance targets and progress against these targets. This report is submitted to a review by the Audit Commission.

For further information on Best Value see the HNC Supplement.

### **4. Comparisons Between Local Authorities**

One of the more controversial aspects of the Annual Report is that it enables, to some extent, comparisons to be made between authorities. Such comparisons are only useful to the extent that there is a comparison of like with like and no two authorities will be exactly the same.

For example, an authority with 10,000 houses in a suburban area is likely to face fewer management and maintenance problems than an authority with 10,000 high rise flats. But equally an authority with 10,000 homes let predominantly to families will face different problems to an authority with the same number of units but occupied predominantly by the elderly and young singles. Nevertheless there may well be authorities which have broadly the same management tasks and comparisons could be sensibly made.

**Activity**

*Consider the following situation. UNISON District Council manages a stock of 5,000 houses in a suburban area. The stock is well maintained, rent arrears are 4% of the annual rental income and voids are about 2%. The authority employs 65 staff on housing management functions.*

*The neighbouring authority has a similar sized stock and delivers very similar performance to its neighbour. However the main difference is that this authority employs 110 staff to deliver its services and rents are 40% higher.*

*If you are comparing performance, which of these two authorities is the better managed and why?*

***Time allocation: 5 minutes***

This activity highlights the difficulty of comparing authorities indicators of performance. On the performance indicators outlined above the authorities deliver very similar levels of performance, with the main difference being that one authority employs significantly more staff.

On the face of it the second authority is less good in delivering its services because it needs substantially more staff to provide them. However there is nothing in the example to indicate what other services are provided and how satisfied customers are. The second authority in fact provides a decentralised service through a network of neighbourhood offices and is committed to tenant participation and has an extensive system of estate management committees where tenants exercise real control over resources.

A recent survey of tenants has shown extremely high levels of tenant satisfaction with the service which is not the case in the former authority.

This activity shows the difficulties of constructing league tables of performance. These will only be meaningful where authorities are providing the same levels of service and can become meaningless where there is no comparison of like for like.

The activity has also highlighted the fact that there is more to performance than simply comparing how economical authorities are in the use of resources. In this example we considered the numbers of staff but this can be crucially affected by the quality of service which an authority wishes to offer to its tenants.

These difficult questions of what is actually meant by good performance will be discussed later in this Block where we will return to the example we have just considered.

## Summary

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1. This section has looked at the statutory requirements of local authorities in terms of performance review and has described the background to the introduction of the Annual reports in 1991.
2. The section has outlined the legislative requirements and what the report should contain. We have also considered some of the difficulties in producing the report.
3. We have looked at the use which the better managed local authorities will make of the Annual Report and the information which it contains.

## D. Housing Associations and Performance Review

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### 1. Introduction

Just as local authorities have been developing performance review systems over recent years, similarly housing associations have been paying greater attention to setting performance standards and to monitoring their performance.

Why have associations been more interested in the past few years in performance review? Associations have of course been subject to similar pressures as local authorities in terms of growing demands for housing and restrictions in public spending which reduces their ability to meet that demand (although increasingly those available resources have been diverted away from local authorities to housing associations).

The growing government emphasis on value for money will have influenced the housing association movement, although the movement itself has taken the initiative in the debate on performance most notably in the National Federation of Housing associations (now the NHF) publication on Standards in Housing Management, which as the name suggests sets out clear guidance and recommendations to the housing association movement as to how housing associations should perform key management functions.

However, of all the influences on the associations perhaps the one which has had most effect has been the **1988 Housing Act (Housing (Scotland) Act 1988)**. This made it clear that associations were seen by the government as the main providers of new rented housing and that this should be achieved by associations raising more of their money on the private finance markets and being less dependent on public money through the Housing Corporation, Scottish Homes, Tai Cymru, the Department of the Environment and the Scottish Office.

### **Activity**

*Why should the introduction of the 1988 Housing Act have stimulated the increased emphasis on performance review? Think about this for a few minutes and jot down your views.*

***Time allocation: 5 minutes***

One of the main effects of the Act was to require associations to make much greater use of private finance by borrowing money from the private money markets. Before such institutions are prepared to lend large sums of money to associations they will need to be satisfied that associations are well managed and therefore a good risk.

In order for these institutions to make such judgements they will need to have evidence of the association's performance in key areas and this will force associations to look more closely at performance, both to supply their lenders with the information which they require but also to ensure that any areas of poor performance which might cause anxieties for lenders are rectified.

Similarly the new funding regime means that associations have much less of a safety net if things go wrong. If associations spend more on management or new housing developments than they intended these costs will be borne by the association and may well lead to higher rents. A prudent association will therefore attempt to improve all aspects of its management and this is likely to require performance review systems.

The Housing Corporation also demonstrated its commitment to performance standards by indicating that it would begin to focus resources on those associations providing an overall high level of service, which was designed to act as a strong incentive to good performance.



## **2. National Housing Federation's Standards for Housing Management**

This document set out the NHF's views as to the standards which they believed associations should seek to meet when providing housing management services. Prior to the publication of this book associations did not have any systematic guidance on standards of performance or any measure against which they could assess and demonstrate the quality of their service.

Of course the Housing Corporation in its regular monitoring could draw attention to unsatisfactory service standards but this would be done in an ad-hoc way and associations did not have any guide to best practice.

The NHF report looked at the main aspects of housing management activity such as:

- selection and allocations;
- rents and arrears recovery; and
- repairs and maintenance.

In examining each of these major areas, the NHF set out in clear terms:

- legal requirements facing associations;
- good practices and policies;
- advice on how to measure performance;
- ways of improving the quality of housing management; and
- suggestions for performance targets in each area.

In Scotland, the Scottish Federation of Housing Associations produced a similar document called Raising Standards in Housing Management in 1988. This was a more limited document than the NHF's Standards report. For Scottish Students the NHF booklet is a valuable resource on good practice, although much of the legal advice is based on the English and Welsh legal systems and is not applicable.

**Activity**

*Think about how you would measure performance in terms of the selection of new tenants and the allocation: of tenants to houses. What would be the performance targets which you would use if you were a housing association?*

*For example:*

- ***respond to all applications for housing within two weeks.***

*Make a list of the performance indicators you would use which we can then compare with the NHF's guidance.*

***Time allocation: 5 minutes***

The NHF in their guidance suggest a number of targets for selection and allocations, including:

- numbers selected and allocated should reflect the ethnic composition of the area;
- applicants should be notified within four weeks if they are to be considered;
- waiting lists should be limited so that applicants do not spend more than a year waiting;
- 95% of allocations should go to meeting the association's stated aims; and
- properties should normally be relet in two weeks if no repairs are needed or four weeks if repairs are required.

### **3. The Housing Corporation and Performance Standards**

The Housing Corporation responded to the growing interest in performance monitoring by initially requiring associations in England to pay attention to the NFHA advice on Standards and then by itself publishing comprehensive advice to housing associations in a publication which was entitled Performance expectations. This was replaced in 1992 by a condensed version called performance criteria, and simplified in 1993 in a revised publication called "*Performance Standards*". This is being reviewed in 2001 and will be replaced by an even shorter document which focuses much more on outcomes and not processes.

This document is a set of performance standards for housing associations which are the criteria by which associations will be judged in the monitoring undertaken by the Housing Corporation through its inspection visits.

The document covers all aspects of housing association management including:

A. KEY STANDARDS

- committee and management control;
- financial management.

B. FUNCTIONAL STANDARDS

- access to housing;
- housing management services;
- maintenance;
- development.

The Housing Corporation also expects all associations to:

- establish a management framework which enables associations to determine their general policy objectives;
- agree policy statements to meet those objectives; and
- to set clear management objectives and measurable targets.

Each association is reminded by the Housing Corporation that these goals and targets should be realistic and within the framework of their own financial and organisational objectives. Associations are required to produce an annual management plan with detailed programmes for implementing their management objectives and this should be reviewed at least once a year. This is obviously a sound managerial practice and one which the better managed associations would have been doing for some time already.

The Housing Corporation also requires housing associations in England to produce an Annual report to their tenants. The Welsh Assembly also requires an annual report to be produced by Welsh housing associations and made available to their tenants. Statistical returns on performance also have to be made. In Scotland, Scottish Homes require Scottish Housing Associations to include performance indicators in their annual business plans.

The information to be made available to all tenants of associations is more limited than that which local authorities are required to produce. The Housing Corporation will expect this information to be made available to all tenants and in different languages if appropriate. The Welsh Assembly has similar requirements.

Specifically, associations will be asked to provide the following performance information:

- rents charged for different sizes of home;
- how quickly repairs were carried out;
- the association's success in collecting the rent due from all tenants;
- the numbers of empty properties;
- how quickly homes were let or relet and to what categories of people.

With the introduction of Best Value the Housing Corporation expects all housing associations to produce Best Value plans, to review all service using Best Value principles over a five year period and to measure performance against 22 Best Value Performance Indicators.

## E. The Government's View of Performance Review in Housing

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### 1. In the 1980s

In the 1980s, one of the main government objectives was to improve what the government considered was the poor quality of local government services. This desire to improve the quality of services was expressed in a number of ways, many of which were politically controversial.

#### 1.1 Compulsory Competitive Tendering (CCT)

In 1980 Compulsory Competitive Tendering was introduced in respect of council house maintenance, whereby local authorities were no longer automatically allowed to let their building maintenance contracts to their own works departments, but had to place the contract out to tender. This move was taken because government believed that local authority works departments were inefficient and that by automatically awarding repairs contracts in-house council tenants would not be receiving Value for money. In addition, the government was keen to see the break up of large public sector monopolies as expressed through its privatisation campaign. Compulsory Competitive Tendering was designed to bring the private sector into the provision of local authority services.

Although council house repairs were one of the first services to be subject to CCT, further Acts of Parliament extended CCT into other areas of local authority services, such as grounds maintenance, building cleaning, refuse collection and management of leisure service facilities. In 1996, the first housing management CCT contracts were let in England.

#### 1.2 Review of local government efficiency

The government commissioned a number of major reviews of local government efficiency most notably through the work of the Audit Commission which was set up to examine ways in which councils could discharge their functions more effectively. In the 1980s the Audit Commission published a number of controversial reports about local government efficiency and in particular two reports were produced about the Housing service:

- Managing the Crisis in Council Housing which looked at how council housing management could be improved.
- Improving Council House Maintenance which looked at how the management of maintenance could be improved.

Both of these reports were influential not only because of what they said but because they helped to stimulate the debate about performance standards in local government. In Scotland the Accounts Commission has published similar reports on local authority performance.

### **1.3 Sponsoring major research into efficiency practices**

The Department of the Environment commissioned a number of research projects looking at aspects of housing management performance in the 1980s. Reports were commissioned on local authority rent arrears and the biggest piece of research was that conducted by the University of Glasgow on: *The Nature and Effectiveness of Housing Management in England*.

This was followed in 1993 by a York University survey on housing management in England called *Managing Social Housing*.

### **1.4 Housing Act 1988 and Housing (Scotland) Act 1988**

As we have already seen the 1988 Housing Acts introduced the concept of Tenants Choice where tenants could decide to transfer the management of their council homes from a local authority to another landlord who was willing to take them on. This provision made councils seriously consider the type and quality of services which they were offering to tenants. These Acts were a major spur to the increased emphasis on performance in local authorities in recent years.

Within the housing association movement the 1988 Acts introduced the requirement for associations to make greater use of private finance from commercial lenders and increased the risks of development to individual associations by removing to some extent the Housing Corporation safety net. This again would have forced associations to pay closer attention to their performance.

### **1.5 Local government and Housing Act 1989**

This Act introduced the ring-fencing of Housing Revenue accounts and a new subsidy system. The effect of ring-fencing was to prevent some authorities subsidising the Housing Revenue Account by transferring money from the Council Tax fund into the Housing Revenue Account.

This means that if the Council is inefficient in its operation of the Housing service the only way in which overspends can be handled is for the overspend to be reduced or for the authority to raise the rents.

Finally, as we have seen earlier, the 1989 Act introduced the requirement for councils in England and Wales to publish an Annual Report which gives tenants detailed information as to the performance of the local authority. Following the **1993 Leasehold Reform Housing and Urban Development Act** this was extended to Scottish housing authorities.

### **1.6 Housing Corporation and performance expectations**

As has been described earlier, the Housing Corporation has responded to the new performance culture by publishing its document called performance standards and by requiring all associations to provide information on performance to tenants and in annual returns to the Housing Corporation. As we have seen, The Assembly for Wales has a similar requirement for Welsh Housing Associations.

## **2. The 1990s and the Citizens Charter**

These trends developed into the 1990s with John Major's Conservative government introducing the Citizens Charter; a programme to further improve local government services.

The Citizens Charter made a number of proposals for the improvement of housing management performance both in housing authorities and local authorities.

The Citizens Charter proposed that compulsory competitive tendering should be introduced into the field of housing management. The suggestion was that such tendering would improve the management of council housing and would lead to customers being taken more seriously.

In addition, the **1992 Local Government Act** required all local authorities in Great Britain to publish (through the Audit Commission and the Accounts Commission) a specific range of performance information annually.

As part of the Citizens Charter approach, the government introduced the Charter Mark to recognise excellence in public service. This award is granted to those public sector organisations who can demonstrate to the independent assessors excellence in providing services. Since the scheme was introduced in 1992 many housing organisations have won the Charter Mark award. In 1996 the Charter Mark award was made available to housing associations for the first time.

The Major Government did not simply concentrate its Citizens Charter on local authority housing. In the housing association world it required:

- performance information to be produced and made directly available to tenants;
- structured and regular consultation with tenants through satisfaction surveys;
- more active promotion of tenants representative organisations.

### **3. New Labour**

The election of the Labour Government in 1997 saw a significant change; away from Compulsory Competitive tendering and the introduction of a requirement to test all local authority services to Best Value. The government maintained an emphasis on performance and retained the Charter Mark awards. It was also committed to the concept of performance indicators and league tables. It strengthened the Audit Commission by giving it a separate Housing Inspectorate to review local authority housing best value progress.



## Summary

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1. This section has looked in detail at the interest in Performance review of the government in the 1980s and 1990s. The introduction of CCT in Housing has been one expression of this, as has recent legislation, such as the 1988 Housing Acts and the 1989 Local Government and Housing Act.
2. A more recent development has been the introduction of the Citizens Charter which has had a number of implications for both Housing associations and local authorities.
3. A number of housing authorities and housing associations have now received Charter mark awards under the citizens Charter initiative.
4. Since 1997 the emphasis has switched from CCT towards Best Value; but there remains a strong emphasis on performance and quality issues.

## F. The Audit Commission and Performance Review

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The Audit Commission was set up by the government in 1982. It is responsible for providing external auditing services to local authorities in England and Wales and has a wider remit to look at how local government services could be improved. It is also now responsible for the auditing of the National Health Service.

The Audit Commission has published a number of influential reports on housing management:

- Bringing Council House Arrears Under control
- Managing the Crisis in Council housing
- Improving Council House maintenance
- Developing Local Authority Housing strategies

In addition to these specific reports on local authority housing, the Audit Commission has published numerous reports on performance review and efficiency affecting all parts of the public sector.

In Scotland, a similar body called the Accounts commission undertakes the same review of activities by Scottish Local Authorities.

### 1. The Audit Commission's Approach to Performance Review

This section will introduce the Audit Commission's approach to performance review. This approach is a general one which could be applied to all parts of the public sector and as we examine the model we will attempt to place it into a housing context.

In the eyes of the Audit Commission, there have been two main pressures for performance review:

- accountability to the public;
- public expenditure constraints.

In terms of accountability to the public it is argued that private sector organisations are held accountable to the public through measures such as quality, competitiveness and reliability. For these organisations the key performance indicator which reflects how well it is performing with the public will be profit.

As the Audit Commission write in *Performance Review in Local Government*:

*Making a profit, or at least avoiding a loss, is thus a convenient performance indicator which covers efficiency, economy and effectiveness in one term. It may provide a powerful motivation to management and employees. Comparisons of profitability over time and with other organisations enable trends to be observed and judgements made about performance*

Since the election of the Labour Government in 1997, the Audit Commission has been given additional responsibilities for ensuring that Best Value is introduced into local government and monitoring through its inspection arms progress with Best Value.

### **Activity**

*Think about what the Audit Commission has written about profit being a good performance indicator.*

*Do you feel that profit is a good indicator of performance?*

*Does profit have any relevance to housing organisations?*

*Jot down your thoughts to these questions.*

***Time allocation: 5 minutes***

In the private sector, organisations will be accountable to a number of groups, such as customers, employees, shareholders, banks and the local community. Each of these groups will judge the performance of the organisation in different ways but in most of these profits will be an important indicator. Profits will be reflected in dividends and will be valued by shareholders and the banks. If the organisation is making a profit it will presumably mean that the jobs of employees are secured and a firm which is making profits is more likely to contribute positively to the local community than one which is struggling.

Obviously then in the private sector, profit will be a good indicator of how well the organisation is performing. Profitability will not of course be the only indicator as other factors may be important, such as quality, reliability, good employment practices, delivery times.

In local government, profit may be relevant. For example, Works departments now have to win competitive tenders for work and need to make profits. Housing authorities are not allowed to make a deficit on their Housing Revenue Account and housing associations will want to avoid losses on the Property Revenue Account. However, it is not generally the case that local authorities seek to make profits and this will not normally be an indicator of performance which could be used.

In the absence of a profit motive, public sector organisations have had to look elsewhere for their indicators of performance as these organisations are required to become increasingly accountable to their customers.

### **Performance Measures - The Three Es**

In developing their ways of looking at performance in the public sector the Audit Commission have concentrated on three main areas:

- economy;
- efficiency; and
- effectiveness.

As will be seen these are three ways of looking at how well organisations perform, and although they are interrelated they need to be seen as separate dimensions of performance.

Before we start to explore these ideas and concepts in more detail let us develop your own understanding of how performance might be measured in the public sector. You now know that the use of

profits as a measure of performance is not applicable in most public sector organisations, which exist to provide a service rather than make profits for the organisation.

### **Activity**

*Think about how you would go about measuring the performance of the maintenance service provided by a housing organisation.*

*Write down the types of indicators of performance which you think you might use.*

***Time allocation: 10 minutes***

For most housing organisations, the maintenance service is one of the key services which the organisation provides. It can be a source of major complaint from tenants, but when the service is provided well it can lead to very high satisfaction ratings.

So what are likely to be the main indicators of performance which could be used to judge the maintenance service provided?

Examples might include the following, which is by no means an exhaustive list:

Key indicators for performance of maintenance services:

- number of maintenance jobs completed;
- length of time to complete works after order;
- average costs of repairs;
- time taken to complete repair job once started;
- quality of repair work;

- number of recalls to complete unfinished work;
- customer satisfaction with repairs;
- number of customer complaints received;
- performance ratings given by estates staff;
- number of jobs where access was not possible;
- number of inspections carried out by technical inspectors;
- cost of the repairs service; and
- repairs response times monitored by the ethnic origin of the tenant.

All of these are ways in which the performance of the repairs service could be judged and you undoubtedly had other performance indicators which were not included on the above list. Some of the performance indicators are very similar. For example, customer satisfaction with repairs will be linked with the number of complaints.

However, they are telling a slightly different message. Customer complaints are relatively rare (perhaps because of the traditional British trait of not complaining) and usually arrive very quickly after the event.

An organisation that simply relied on complaints received as an indicator of satisfaction might feel it was providing a good service if it only received a handful of complaints each year. However, if it carried out a full scale customer survey into satisfaction with the repairs service it might then discover that a much larger proportion of its customers were dissatisfied with the service but had not bothered to make a formal complaint.

Similarly the speed at which jobs were completed could be used as a performance measure, as presumably organisations which got round to completing repairs very quickly might be thought of as performing well. However this might be at the expense of quality. Jobs might be rushed leading to lower customer satisfaction ratings and higher levels of recalls to put right jobs which had gone wrong.

This shows that when considering performance indicators it is essential that organisations are clear as to what it is they are measuring and what the meaning of particular measures could be. It also highlights the need to consider a range of performance measures in reviewing how well organisations are managed.

Unlike the private sector, there is not the single indicator of profit which can be used and public sector organisations will have a much more difficult task in developing ways of reviewing their performance.

The Audit Commission's approach to performance review is to recognise that it is necessary to examine more than one indicator of performance.

## 2. Economy

### Costs

One of the performance indicators which was looked at in the last activity was cost. We saw that the cost of repairs might well be an indicator of performance which we could use.

A housing organisation which is overspending its repairs budget will certainly be concerned about its performance and will undoubtedly wish to investigate the reasons for the overspend. Is it because the prices of jobs are more than expected, or are there more jobs being done than had been planned for?

Costs then are a key performance indicator and in the housing context one of the major elements in the costs of the housing service will be staff. Staffing is an input into an organisation, along with others such as materials, equipment and offices. An organisation which is trying to be well managed will try to minimise the costs it has to incur. It will try not to employ too many staff for the service which it needs to provide. It will not waste money on large offices and expensive equipment which are not necessary.

Think about the situation which is described:

The better managed association?

One housing association manages 1,000 family houses by employing 35 staff at a cost of £450,000.

A neighbouring housing association provides a management service to 1,100 family houses employing 30 staff at a cost of £360,000.

Which of these associations do you feel is the better managed?

Presumably you would consider that the second association is the better managed because it is managing more houses than the former and using less staff and less money.

We could argue that the second association was being more economical in its use of resources. Economy then is the first of the Audit Commission's performance indicators.

What about a definition of economy in the context of performance review?

Economy is about ensuring that the costs of inputs used, such as labour and materials, are at the lowest level consistent with providing a service at a specified quality and quantity. It is to do with providing goods and services as cost effectively as possible, whilst not sacrificing quality

In the housing context then, economy is to do with attempting to provide a housing service, such as repairs, estate management and allocations as cheaply as possible without sacrificing quality. It will be about not wasting money by employing more staff than are needed at excessive salaries, working from luxury offices with too much computer equipment.

Economy is one indicator of performance which could be used. However, it is only one indicator and it would not be sensible to use economy as the only indicator of performance.

### **Activity**

*Why do you feel that economy should not be used as the sole indicator of performance?*

*Jot down your views and try to think of some examples to illustrate them.*

***Time allocation: 5 minutes***



As has been discussed, economy is only one dimension of performance and has a number of limitations. One of the provisos that was used when discussing performance was to say that economy was linked to maintaining a certain level of quality.

In using the economy measure it is often difficult to judge quality. In the example which was used a few moments ago, the second authority employing fewer staff appeared to be more economical. It may well have been, but it could be providing a cheaper service but one which was of poorer quality. Tenants might have to wait longer to see staff because there are fewer of them and when they do see them they get a poorer service because the staff are badly trained, unmotivated and poorly paid.

This example highlights the dangers of relying on economy measures alone when judging performance. If an organisation relied solely on economy measures it would say very little about standards of service, customer satisfaction and how well staff are actually performing their duties. Indeed it would give a very one-dimensional view of performance.

Unfortunately economy measures are closely related to costs and as such are relatively easy to measure and in many organisations there may well be a temptation to rely on these alone as performance measures.

### **3. Efficiency**

The second indicator which could be used in reviewing performance is efficiency.

One of the performance indicators for the maintenance service was the number of repair inspections carried out by each technical inspector. Other similar performance indicators could include measures such as the number of repairs completed each week by the repairs operative, the number of repair requests entered each week by repairs clerks or the average travelling time for each job.

All of these are looking at another aspect of performance. This time it is not related to the cost of resources but is looking at how well those resources are used.

We can look at this in more detail by examining the example which follows:

The better managed association?

One housing association finds that on average its repairs inspectors can carry out 24 pre-inspections of repair requests each working day.

A neighbouring association with a similar stock profile manages to carry out an average of 15 pre-inspections each day per inspector.

Which of these associations is the better managed on the evidence alone of the figures?

Using the evidence provided it would appear that the former association is the better managed. Every day it seems to be getting nine more inspections of repairs completed than its neighbouring association. As long as there is no other reason for the discrepancy in performance it would appear that the former association is more efficient in its use of repairs inspectors because it gets more out of them. We might well say instead that repairs inspectors in the former association have higher levels of productivity.

### **Activity**

*What reasons do you feel that there might be to explain why the repairs inspector's performance is worse in the second association?*

*Write down your response to this question.*

***Time allocation: 5 minutes***

There could of course be a whole host of reasons to explain why the productivity of repairs inspectors could show such a variance. It may be that the inspectors are more productive and manage to carry out a greater number of repairs inspections each day.

It may be that the second association has a much older housing stock and it takes longer to inspect and specify repairs because of this. It may be that in the former association the stock is heavily concentrated in one geographical area. This means that less time is spent travelling to jobs so that more jobs can be inspected in the available time. The second association might operate a complex schedule of repairs which means that it takes much longer for repairs orders to be written up.

In the former association, it may be the case that the repairs inspectors' pay is linked to the number of calls which they make, and this may lead them to rush calls to maximise their earnings. This could mean that mistakes are made in the inspection of repairs and a worse service provided as a result. Whereas in the second association, whilst fewer inspections take place, they could be of higher quality and lead to greater levels of tenant satisfaction as a result.

### **Comparisons of efficiency**

Clearly then these types of crude comparisons of efficiency need to be handled carefully. Whilst the use of efficiency criteria in performance measurement is undoubtedly important, it is necessary to choose the indicators carefully and to analyse what the information actually means. Obviously organisations will want to get the most out of their staff, materials and offices, as long as this does not jeopardise other aspects of their service, such as providing high quality products and services.

Efficiency is about getting more for less. It can be achieved by minimising inputs in relation to outputs or, alternatively maximising outputs in relation to inputs or both. The determinant of this relationship will be the process that transforms the inputs into the outputs. (Lawton and Rose, *Organisation and Management in the Public Sector*.)

This is quite a complex quote which we will now try to examine in a housing context, by looking at a case study.

### Case Study

If a housing organisation allocates 1,000 properties a year and maintains a waiting list of 3,000 applicants these could be called the organisation's outputs.

The organisation could achieve this level of outputs in a variety of ways and last year employed the equivalent of six full-time staff on these duties. A new Chief Officer has come into post and she is determined to improve the efficiency of the organisation and has made a number of important changes such as the introduction of a computerised waiting list and allocations system; the delegation of greater responsibility for these functions to the line manager; and the introduction of a formal performance monitoring system.

The outcome is that the work which was previously done by six staff now can easily be managed by four people. This is what is meant by Minimising inputs in relation to outputs i.e. by more efficient use of resources the allocations service can now be provided using fewer resources.

Alternatively, the Chief Officer could decide that because of the improved efficiency in the allocations section, she will not reduce staffing levels but will use the spare capacity to improve the allocation: service by providing for more home visits to people on the waiting list to investigate their housing need in greater detail and to give them better advice as to their chances of being rehoused.

This is what is meant by Maximising outputs in relation to inputs as the greater efficiency generated has enabled the service provided to be expanded above and beyond that which had previously been provided.

The key issue with efficiency is to ensure that it is not achieved at the expense of the quality or quantity of the service being provided. Any organisation can cut corners and appear more efficient but these gains are illusory if the quality of the service falls as a result.

Efficiency is an important performance indicator. An organisation which is not making the best use of its available resources is, in a very real sense, wasting those resources. For example, if a housing organisation has people employed with little work to do, it is the tenant who pays - through higher rents and a poorer service than could be provided if the organisation were better managed.

## Self Test 2

1. *What are the three indicators of performance used by the Audit Commission?*
2. *Provide some performance measures relating to efficiency in terms of arrears work.*
3. *What will the tenant have to pay if the organisation is inefficient?*

*Now turn to the Answers at the end of the Block.*

#### 4. Effectiveness

When we looked at the range of performance measures which could be used for the repairs service, one of the measures highlighted was that of customer satisfaction with the service. Obviously customer satisfaction is an important performance measure for most organisations. Indeed if customers are not satisfied with the goods or services supplied they will take their custom elsewhere.

##### **Activity**

*Think about customer satisfaction in the public housing sector for a moment. Your manager has asked you to comment as to whether customer satisfaction is as important as it is for private sector organisations.*

***Time allocation: 5 minutes***

In preparing your response to your manager, you will no doubt have considered a range of factors. In the private sector customer satisfaction is obviously going to be important because if customers are not happy with the service being provided they are likely to take their custom elsewhere. However, this will depend on there being other organisations who can provide the goods or services. In the absence of competition from other firms customer satisfaction will be far less powerful as a motivator to good performance.

If you are a tenant of a local council and the standard of housing service provided is less than satisfactory, the tenant cannot simply become a tenant of another housing organisation. Similarly if a housing association tenant is unhappy with the quality of service they cannot simply transfer to another association or the local authority.

Within local authorities, disgruntled tenants can make representations to their councillors about the service and this may be all that is necessary to improve the service. In other cases, a more concerted campaign may be necessary to make an impact.

Council tenants also have the right to take their complaints to the Ombudsman, an independent Parliamentary official who will investigate complaints of maladministration in councils and make recommendations on cases, which councils must consider.

Within housing associations, the tenants can complain to the association's Committee of Management, who will no doubt take seriously any such complaints. If the tenant remains aggrieved, they may be able to bring the matter to the attention of the Housing Corporation/The Welsh Assembly/Scottish Homes, who, as part of their regular monitoring of associations, will want to ensure that the concerns of tenants are being dealt with. They can now also refer complaints to the Independent Housing Ombudsman.

#### 4.1 Measuring effectiveness

In the example used earlier of performance measurement in the repairs service, we used customer satisfaction as a measure of how well the repairs service was performing. Presumably most housing organisations will set themselves an objective of providing a high quality repairs service which is valued by customers. One of the ways to test whether that objective has been achieved is to measure the views of customers who are receiving that service.

We have already referred to the work of Lawton and Rose, and they say that effectiveness is:

About achieving what we want to achieve. It is about the relationship between intended outputs and actual outputs.

In their report on *The Nature and Effectiveness of Housing Management in England*, the University of Glasgow team state that:

*"...effectiveness requires an understanding of the quality and success of service provision. Effectiveness relates to overall indicators of organisational performance such as the proportion of housing offers which are accepted or the proportion of repairs completed within given time targets."*

They also make it clear that the identification of management effectiveness is complex and judgmental within the context of public sector housing organisations.

## 4.2 Examples of effectiveness measures

Let us have a closer look at the two examples of effectiveness measures used in the quote from the Glasgow study. The report suggests that it would be possible to use as an indicator of effectiveness the proportion of housing offers which are accepted.

### ***Proportion of housing offers accepted***

Any housing organisation will want to ensure that it lets its empty houses as quickly as possible. In order to do this, it will need to perform a number of functions; it will need to repair the empty property to an acceptable standard, it may need to redecorate and remove unwanted furniture, and it will need to select a new tenant for the property. Houses which remain empty will be costing money in terms of lost rent and may increase the possibility of them being vandalised, leading to large repair costs. In addition, houses which remain empty for longer than necessary attract criticism from applicants who may be desperate to move into the accommodation.

A housing organisation which is performing well will have streamlined its selection procedure so that it has accurate waiting list information: that it will match only suitable, and likely to be interested, applicants to vacant properties; and will ensure that properties are attractive to potential tenants. One way in which this could be measured would be to take the acceptance of offers rate as a suitable indicator. If there is a low refusal rate, this could indicate that the properties are in demand and that the housing organisation has established an effective selection procedure which maximises the number of acceptances.

The refusal rate is not an economy measure as it is not directly linked to the costs of inputs. It is also not an efficiency measure as it is not directly linked to how well the organisation's resources are being used. It is looking here solely at the output, although this will of course be influenced by the quantity and quality of the inputs used in the selection and allocations process, in this case mainly staff and the repairs service. As can be seen then, the refusal rate is a different type of performance indicator and is measuring the effectiveness of the organisation.

### ***Repair jobs completed within time targets***

The second performance indicator used as an example in the Glasgow quote referred to the number of repair jobs completed within given time targets. Again, this will be influenced by the quantity and quality of the repairs staff employed but it is measuring the output of the service and not the costs or productivity of the repairs staff.



For tenants, the effectiveness of a repairs service is likely to be closely linked to:

*the speed of service, quality of workmanship, and the overall adequacy of the service. (Glasgow study)*

A repairs service could complete 100% of its repairs targets in a given time period employing 100 staff. To the tenant, this would appear to be an excellent repairs service and in terms of effectiveness the organisation would be performing well. It will, however, be employing 100 staff to achieve this target whilst a neighbouring authority could be achieving the same level of effectiveness with only 60 staff.

#### **4.3 Using a range of performance measures**

This, again, serves to highlight the point that performance monitoring needs to pick up on a range of performance indicators and not concentrate on one set to the exclusion of all others.

Indeed, there would be a real problem if housing organisations relied only on effectiveness ratings as performance measures. A high quality service could well be an effective one, but this might be provided at great cost and with gross inefficiency. A really well managed housing organisation would be able to provide its intended level of service using as few resources as possible and maximising the use of those resources which it did employ. This would be an organisation which was both economic and efficient whilst also being effective.

However, having said that, it should be recognised that traditionally much more emphasis has been given to the collection of performance data on efficiency and economy. The reasons for this are not difficult to fathom. Economy measures are related to costs and most organisations are able to identify costs with relative ease. Organisations find it fairly easy to then construct performance indicators based on economy measures. Efficiency is related to productivity and, again, it is relatively straightforward to construct performance measures which relate to the way in which inputs are used.

Because of this, effectiveness indicators have very often been neglected, with too much emphasis being placed on economy and efficiency. This does not give a rounded view of how well organisations are performing and it is being increasingly recognised that this needs to change. The Audit Commission has written:

*Success in the public sector lies in the quality of the services provided. In general the balance needs to be tipped from the current emphasis on inputs by providers to an emphasis on the outputs received by the public.*

(Source: *Performance Review in Local Government*, Audit Commission)

This highlights the need to look at what services are actually provided by public sector organisations, but hints at the problems involved, and indeed of all of the three measures of performance which the Audit Commission uses effectiveness is perhaps the most difficult to use in the public sector. The Glasgow team gave two examples of effectiveness indicators in the quote used earlier but they went on to say:

*“the number of unambiguous indicators of this kind which can be constructed from data available to associations and authorities is, however, relatively restricted.”*

### **Self Test 3**

1. *What aspect of performance are effectiveness indicators measuring?*
  
  
  
  
  
  
  
  
  
  
2. *Give some examples of effectiveness indicators for the repairs service.*
  
  
  
  
  
  
  
  
  
  
3. *Which indicator does the Audit Commission feel should be given greater attention in the public sector?*

*Now turn to the Answers at the end of the Block.*

## 5. Equity

Although the Audit Commission use only the three key indicators - economy, efficiency and effectiveness, the Chartered Institute of Housing has argued that there is another dimension of performance which housing organisations should take into account. This is the equity dimension.

In the example of the performance indicators which a housing organisation could use to monitor its repairs service, one of the indicators used was to measure the response rate of the repairs service in terms of the ethnic origin of the tenant. Such monitoring will show whether or not tenants from minority ethnic groups are getting a worse repairs service than tenants from the majority ethnic group.

In a similar way, most housing organisations, as we have discussed earlier in this module, have an objective of promoting equal opportunities in all areas of their work. If an organisation is committed to such an objective, the well managed organisation will attempt to find performance indicators and targets against which it can judge its performance as an equal opportunities organisation.

Many housing organisations will carry out monitoring of its recruitment process by asking applicants for posts to tell them confidentially what their sex and ethnic origin are. This information can then be processed and analysed.

### Activity

*The following data has been gathered by a housing organisation in connection with its recruitment over the last twelve months.*

<i>Number of posts filled</i>	<i>13</i>
<i>Number of applications received</i>	<i>190</i>
<i>- of which White</i>	<i>89</i>
<i>- of which Black</i>	<i>101</i>
<i>Candidates shortlisted</i>	<i>52</i>
<i>- of which White</i>	<i>43</i>
<i>- of which Black</i>	<i>9</i>
<i>Candidates appointed</i>	<i>13</i>
<i>- of which White</i>	<i>12</i>
<i>- of which Black</i>	<i>1</i>

*If you were asked to analyse these figures what would your conclusions be?*

***Time allocation: 10 minutes***

Clearly the data looks to be of concern. The organisation is receiving large numbers of applications from black candidates for posts and indeed they make up more than 50% of the total applications. However, when it comes to the shortlisting stage, it would appear that very few black candidates are actually shortlisted and interviewed. At the final stage of appointment there is only one candidate who is black who manages to get a job. The information presented here must raise concerns about the organisation's approach to equal opportunities as there appears to be some mismatch between the number of applications from the black community and the number of black candidates who are shortlisted and appointed.

However, with the information provided, that is as far as we can go with the analysis. It is not possible to say that the organisation is discriminating against black applicants. There may be good reasons why so few black applicants are not getting shortlisted or appointed. It may be that the candidates are not suitably qualified to do the job and this is the reason why they are not being as successful as might have been expected.

The importance of this monitoring information is that it draws attention to a problem which needs to be investigated further. In some cases there may be a legitimate reason to explain the data, but in other cases the information may well highlight a real problem which might not have come to the attention of managers had the ethnic monitoring not taken place.

A possible definition of equity would be that:

Equity is about ensuring a fair and equitable distribution of resources, outputs and outcomes for all sectors of the community.

This then implies that an assessment of how well housing organisations perform against this criteria involves finding out:

whether policies have differential impacts on certain groups; whether services are equally accessible and fairly distributed to all sectors of the community and whether services cater for the needs of different groups of customers.

(Source: *Housing Services for Homeless People*, Institute of Housing's Performance Standards series 1991.)

The Chartered Institute of Housing in their performance standards series looked at the provision of Housing Services for Homeless People and in the section dealing with homeless applications to local authorities the Institute recommended the following performance indicators for equity:

Equity indicators for services to homeless people

Profile of homeless applicants by:

- ethnic origin;
- household type;
- reason for homelessness;
- priority need.

Profile of homeless applicants compared with local information on housing need by ethnic origin and household type.

Availability of leaflets in different languages related to the numbers of speakers locally.

Average and range of waiting times for interview with interpreting facilities, by language compared with targets.

Profile of homeless decisions by ethnic origin and household type compared with the profile of applicants.

Profile of homelessness officers compared with equality targets, by:

- gender;
- ethnic group;
- languages spoken.

(Adapted from: *Housing Services for Homeless People*, Institute of Housing 1991.)

This is a range of equity indicators which concentrate on examining how services are provided to particular ethnic groups and household types. By comparing the profile of homeless applicants with the information available on housing need, it should be possible to determine whether there are more homeless applicants coming forward from a particular section of the community than would be expected. Similarly, by comparing the decisions taken with the profile of applicants it will be possible to determine whether certain groups are being treated less favourably than others.

For example, if only 20% of homeless applicants are black but 90% of applicants declared intentionally homeless (and for whom the council has a limited responsibility) are black, then it would be necessary to investigate the homelessness procedure further to check that there is no unfair discrimination taking place. It may be the case that there is a proper explanation for such a situation occurring. Equity monitoring will enable the right questions to be asked by the organisation and by the people to whom it is responsible.

## Self Test 4

1. *What is the fourth indicator of performance advocated by the Chartered Institute of Housing?*
2. *Give a brief definition of what you understand by equity.*
3. *What are the two main areas which would be looked at by organisations monitoring equity in their recruitment and selection process?*

*Now turn to the Answers at the end of the Block.*



## Summary

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1. This section has looked in some detail at the approach taken by the Audit Commission in terms of performance review. It has looked in detail at the three key indicators of economy, efficiency and effectiveness.
2. In looking at each indicator the dangers of taking each in isolation as an overall indicator of performance has been stressed. In particular we have noted that economy and efficiency measures have often been easier to obtain and as such tend to be used more. However, the importance of effectiveness as a measure of performance should not be underestimated and it is interesting to note that the Audit Commission is now giving this area much greater attention.
3. Finally we looked at the fourth dimension of performance, that of equity and noted that this is particularly important in the housing context.

## G. Setting up a Performance Monitoring System

This section of the Block will look at who should be involved when an organisation decides to set up a performance monitoring system. As has already been seen a performance monitoring system has a number of key elements. The following approach, adapted from the Chartered Institute of Housing's Performance Indicators Guide for Services to the Homeless, has previously been outlined.

A system for monitoring performance would involve the following:

- Set goals and objectives for the key activities of the organisation.
- Set performance indicators to reflect the specific objectives of the organisation.
- Set performance targets.
- Establish systems for collecting information.
- Evaluate and interpret the performance data gathered.

### 1. Who Should be Involved in Setting up a Performance Monitoring System?

Any successful performance monitoring system will need to have all of the elements and this clearly represents a significant amount of work for the organisation. Perhaps an important question to be asked at this stage is who should be involved in carrying out this work?

#### **Activity**

*Imagine that you are the Research and Information Manager of a large local authority. The Director of Housing has been asked to set up a comprehensive performance monitoring system in the department and has turned to you for advice as to how this should be done. The Director is particularly asking for your advice as to who should be involved in the establishment of the performance monitoring system.*

*Draft a brief note for the Director setting out your views as to who ought to be involved in this new project.*

**Time allocation: 15 minutes**

To some extent, the answer which you give to the Director in this activity will depend on your views as to how a housing organisation should be managed.

You could go for the top down approach in which senior managers, together with the elected members, decide the service objectives, performance targets and other elements of the performance monitoring system. However, this is likely to be unsuccessful for a number of reasons such as:

- Managers and elected members may not know enough about the routine operation of the department to be able to make effective decisions about performance indicators.
- Managers and elected members may not be aware of the practical problems which may accompany certain performance indicators, (for example, requiring all customers to be seen in five minutes may not be possible without increasing the staffing levels in reception areas).
- Staff at all levels in the organisation will have ideas about the service and what standards it should be judged by. If organisations fail to make use of this resource they may be missing a real opportunity to improve the service provided.
- If staff throughout the organisation are to be judged by performance on the targets set, they ought to be given an opportunity to comment on the performance indicators and targets chosen.
- If staff are not given this opportunity to influence the indicators they will feel they have been imposed upon and will have no sense of ownership of the targets. On the other hand if they are involved in the whole process they are likely to be much more committed to the idea of performance monitoring.

None of this is to deny the right of senior managers and elected members to be involved closely in the whole process. Indeed at the end of the process, elected members will probably have to agree to the performance monitoring system adopted and they will very much be involved with the senior management in setting down the overall objectives for the service. It is simply a recognition that other groups have a legitimate role to play in the introduction and maintenance of a performance monitoring system.

Who, then, are likely to be the main players in this process?

### **1.1 Politicians/board members**

We have already discussed to some extent the role of politicians, and a similar role is performed by the members of Housing Association Boards.

Boards will be responsible for the setting of the overall objectives of the organisation and will be influenced in this in a number of ways. They will need to listen to what their advisers tell them and to consider carefully what the performance monitoring system will look like. They will need to approve the final choice of performance indicators and targets chosen and will be closely involved in performance review.

It is, however, unlikely that politicians and Board members know enough about the day-to-day workings of their organisation to be able to be involved in the detailed work of producing performance indicators and targets.

### **1.2 Senior managers**

Senior managers will want to be involved in the introduction of a performance monitoring system. After all they are ultimately responsible and accountable to the elected members or the Housing Association Board for the performance of the organisation.

They will not want to have performance targets which the organisation will not be able to achieve as this will clearly reflect on their personal management of the organisation. Equally, they will be concerned to maximise the performance of the organisation and will want to have a performance management system which makes an effective contribution to a well managed organisation.

### **1.3 Middle managers**

This group will consist of those managers who are responsible for certain aspects of the organisation's services and will include people like Area Managers and other section heads. These managers will be responsible to the senior management for delivering services to the performance targets set. For those organisations which have performance related pay it is extremely likely that section heads pay will be linked to the achievement of performance targets, although it has to be recognised that performance related pay is not yet a very common feature of housing organisations.

But even without performance related pay section heads are likely to be judged by their managers on how well they perform against the organisation's performance targets and they will have a personal interest in the setting of performance targets. They will

also be aware of the blockages to performance in the organisation and will be able to advise senior managers on how performance could be further improved.

If a housing organisation fails to include its line managers in developing a performance system it is unlikely that the system will work effectively.

#### **1.4 Operational staff**

Front-line staff are staff who provide services to the public. They will include receptionists, clerical and administration staff, lettings staff, estate management staff, caretakers and wardens. What can these staff contribute to the development of a performance monitoring system?

They can be involved in considering the objectives of the service. After all, they are in direct contact with customers each and every day and will have picked up the concerns which customers have - they can be involved in setting the performance indicators and targets. Again, they are the people who will have to deliver the service and they may have good ideas as to what is causing blockages in service delivery and in what areas services could be improved.

If these staff are asked their views on these matters it is likely that they will respond in a positive manner and will make suggestions to managers which will lead to real improvements in services. Of course not all of the ideas will be feasible. Some suggestions may involve additional expenditure which may not be possible. Some may require major organisational restructuring which again may not be feasible in the current environment. Other ideas may be politically unacceptable and need to be shelved, but the very act of seeking views of staff on performance is likely to generate a mass of ideas which can be used to improve the way in which services are delivered to the organisation's customers.

If operational staff are not involved in these discussions, they are unlikely to feel that they own the performance indicators. As with any system which is imposed on staff, they are less inclined to feel committed to it than if they had been involved in the development of the system from the beginning.

#### **1.5 Professional bodies**

In designing a performance monitoring system, you may not have considered seeking the assistance of professional bodies. Whilst bodies such as the Chartered Institute of Housing and the National Housing Federation may not be able to offer individual housing

organisations detailed advice on specific performance monitoring systems they have published a number of useful books and leaflets offering helpful advice on performance monitoring.

### **1.6 Government bodies**

As with professional bodies it is unlikely that housing organisations will seek out the advice of government bodies on performance systems. However, government bodies have published a wide range of information on performance monitoring systems. Reference has been made throughout this Block to the work of the Audit Commission who have published numerous books on the development of performance monitoring systems in the public sector, including housing organisations.

The government has itself given detailed advice on performance monitoring most notably by the requirement for local authorities to publish an Annual Report on the performance of the housing department against a range of specified performance indicators. It has also commissioned a number of academic research studies looking at the performance of housing organisations such as the studies on the effectiveness of housing management in England (carried out by Glasgow University and in 1993 by York University) and a similar study looking at Welsh housing management (carried out by the University of Wales).

The Housing Corporation, Scottish Homes and The Welsh Assembly, in their role of overseeing the management of housing associations, have also had a great influence over the voluntary housing movement. In its routine monitoring of housing associations, the Housing Corporation has always advised individual associations as to how they could improve their management, and this would include establishing systems to monitor performance. In the late 1980s, the Housing Corporation took this further by initially requiring associations to comply with the advice in the National Federation of Housing association's (now National Housing Federation) guide to the Standards of Housing Management.

This was then taken further by the Housing Corporation when they published performance expectations and performance criteria and then performance standards which set out detailed advice to housing associations in England on the management of associations, including the establishment of performance indicators. In 1991, the Housing Corporation and Tai Cymru required housing associations in England to provide an annual report to their tenants which set out detailed information on a limited range of performance indicators (and much more limited than the government's requirements for local authorities).

### 1.7 Other groups

That, then, might well be thought to be the last of the groups who ought to be involved in the performance monitoring system. Go back to your response to the last activity and review the advice you gave to the Director of Housing as to who should be involved in the development of the proposed performance monitoring system. Did you list any groups in addition to the ones which are listed above?

Perhaps the most important group which ought to be involved in the development of performance monitoring systems (but which rarely is) are the people for whose benefit the system is being developed in the first place - the customers, who will be the tenants and prospective tenants of the organisation.

### 1.8 Customers

Customers clearly have a vested interest in how an organisation is managed. A well managed organisation will ask its customers what they want from the service, what standards of performance they think are reasonable, what aspects of the service are not up to scratch and what services are valued.

As we noted with the staff, on some occasions the demands of customers may be unreasonable or even conflicting. For example, they may want to have properties repaired in a very short period of time and the organisation may only be able to provide this at a high cost leading to a large increase in the rents. Customers may also, however, be demanding lower rents.

Obviously, these two objectives may be in conflict and it will be necessary for housing organisations to explore these issues with customers. They may be able to identify other areas of the service which could be cut in order to pay for the improved repairs service, for example, they may be prepared to have the cyclical house painting cycle extended from every three years to every four years. The very process of discussing these issues with tenants and other customers will bring these organisational issues, which managers struggle with every day, into the open and allow a more informed debate about the direction of the housing service.

Of course, it is difficult to carry out this type of consultation. If there are tenants groups it will be somewhat easier for housing organisations to have these discussions and one could imagine a series of consultation meetings taking place with tenants groups about key objectives and performance targets with the outcomes of these discussions being fed back into the discussions being held within the organisation. If there is a Tenants Federation representing all of the tenants groups operating in the organisation then this sort of discussion will be even easier to arrange.



The main problem will be when there is not an organised tenants group in existence. Clearly in these circumstances it will not be possible for the organisation to discuss the performance monitoring system with all of the tenants individually and a different form of consultation may be necessary. This could take a variety of forms. There might be a special issue of a tenants' newsletter which sets out the organisation's initial thoughts on the matter and asks tenants to comment on the proposals. This could be supplemented by specially arranged tenants meetings at which the organisation's senior officers and members could discuss the issues in a public forum. Indeed it may be the case that these types of discussions and consultation could form the catalyst for the beginnings of a formal tenants organisation.

Organisations could also carry out a specially commissioned tenants survey to find out what tenants think about the organisation, what aspects they feel need to be improved and what they feel the key issues are on which the performance of the organisation should be judged. The organisation could then use this information in its own internal deliberations about the development of the performance monitoring system.

Whilst it will be possible for most housing organisations to have some form of consultation with their own tenants, it must not be forgotten that all housing organisations have an important group of other customers. These are the potential tenants of the organisation such as the people who are registered on the waiting list for housing.

These customers main contact will be with lettings staff while they wait for accommodation to become available and may well be a source of useful information about how well the organisation's provision of certain services such as lettings and the maintenance of the waiting list the quality of information provided; the standards of reception areas; waiting times in reception areas, and how telephone inquiries are dealt with. All of this information could be used to improve services and if these customers are asked what sort of service they would have wanted it may be possible to develop performance indicators and targets which meet their concerns.

Contact with this particular group of customers will be less easy than with tenants, but an imaginative organisation could come up with a variety of ways in which this could be done.



### **Activity**

*You have been asked by the Director of Housing to advise as to how the organisation could seek the views of customers who are registered on the waiting list about what they feel about the management of the service.*

*Make a list of the various methods you could use.*

*In determining the methods you could use, consider the services which this group of customers make use of.*

***Time allocation: 5 minutes***

If such customers telephone the organisation, a sample could be asked to complete a survey about how they feel the organisation provides its telephone service. If they come into a reception area, an exit survey could be used to determine their views. Alternatively, all customers coming into a reception area could be asked to comment using a pre-paid reply form on the reception service. This type of survey is carried out regularly by Glasgow City Council and customers are asked to comment, using a pre-paid reply card, on:

- why they visited the office;
- how long they had to wait to be seen;
- whether they had to wait in more than one queue;
- whether they were satisfied with the outcome of the visit;
- whether they have any comments on the performance of the staff;
- how they would describe the environment of the office which had been visited;
- any further helpful comments.

Applicants on the waiting list could be contacted, possibly at the time their housing application is reviewed - if the organisation uses such a system. They could then be surveyed on their views as to how well the organisation deals with them. This could go as far as inviting some applicants on the waiting list to a special meeting with senior managers to discuss such issues.

And the organisation should, of course, make use of any complaints procedure it has to ascertain the views of this group of customers.

## 2. Introducing a Performance Monitoring System

Let us now consider how a housing organisation might go about introducing a performance monitoring system involving all of the groups listed here. Obviously every housing organisation will be different and there is not one ideal way to go about developing a new performance monitoring system. The purpose of this section of the Block is to consider some ideas for going about the exercise which could be adapted for individual organisations.

### **Activity**

*Think about how you would go about involving the groups listed above in the introduction of a performance monitoring system. You should consider the practical ways in which these groups could be involved in developing a new performance monitoring system.*

***Time allocation: 10 minutes***

In considering the development of a performance monitoring system, let us start with the senior managers of the organisation.

## **2.1 Senior managers**

The senior managers will have the responsibility for introducing the performance monitoring system and will have a key role in co-ordinating its development.

As was described earlier, the first stage of the development of a performance monitoring system is to set out overall aims and objectives for the organisation. Managers will have a responsibility for drafting these for consideration and some organisations have approached this by having their senior staff spend some time away from the office to draft aims and objectives. These can then be used as a starting point for discussion throughout the organisation.

Senior staff are probably unlikely to be closely involved in the more detailed planning of a performance review system but will want to have the opportunity to amend proposals which may be developed elsewhere.

As the co-ordinators of the whole process, they will need to demonstrate a personal commitment to the scheme and will be involved in detailed briefings of staff, customers and members, and in resolving practical difficulties along the way.

## **2.2 Middle managers**

Middle managers will be in charge of sections and they will be involved in commenting upon the draft aims and objectives which may have been produced by the senior management.

They will be in an ideal position to develop the more specific service aims for their particular part of the organisation and to assume responsibility for the development of performance indicators and targets for their particular sections. They could therefore take a leading role in the development of a new system.

They will no doubt wish to involve their own staff in this process and may lead briefing sessions for them on performance review and the contribution which their staff can make.

Middle managers could therefore be asked to have the responsibility for developing the service specific performance indicators and targets. So the manager of an Arrears section could be asked to produce a set of performance indicators for arrears. As the manager is in charge of this area of work, the individual will have a personal interest in this matter and will be likely to own any targets which are eventually produced.

### **2.3 Operational staff**

As with the middle managers, this sense of ownership of the performance indicators and targets will be important for those staff directly providing the service.

They will need to be involved in briefings about the new system from both senior managers and their section heads. They will undoubtedly have some concerns that the system being proposed will be used by the management to criticise the work of staff on the front-line and they may need some convincing that the purpose of performance review is to improve those areas of the organisation which are weak and to develop a more effective organisation.

Staff will therefore need to be encouraged to participate in the introduction of the performance review system and they could be involved in the system in a number of ways. Small working parties could be set up to look at performance in key areas of the section's work with the working party producing draft performance indicators and targets, and also suggesting ways in which the work of the organisation could be improved.

This process will take some time and provision should be made for all of the staff to spend some time away from their duties to carry out this important role. If the organisation is closed on a weekly basis for some period for training purposes then this time could be used for performance review activities. Alternatively there could be special training sessions set up to allow this process to take place.

### **2.4 Customers**

Customers could be involved in the process by the organisation asking them their views as to what services should be provided and to what standard. The ways in which this could be done were outlined earlier and were largely based on surveys of customers' views.

### **2.5 Politicians and board members**

In a local authority, the politicians on the Housing Committee will have ultimate responsibility for the work of the housing department, and in a housing association this role will be performed by the Board.

As such, these groups will have a real interest in the performance monitoring system and will need to approve the aims and objectives, the performance indicators and targets chosen.

In some organisations, the politicians/board members may well take the lead in defining the aims and objectives of the organisation. They may spend some time away from the organisation with the senior managers reviewing these before they are submitted to the staff to work on.

They are unlikely to be involved in the detailed work of developing specific performance indicators and targets as they will have insufficient detailed knowledge to make an effective contribution. But they will be involved in a detailed consideration of the performance indicators and targets suggested and will need to amend and approve these.

## Summary

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1. This section has looked at who should be involved in setting up a performance review system.
2. There are a number of key players who all should be involved directly when organisations set up performance review systems.
3. Senior managers will have an important role in co-ordinating this work and getting the commitment of the whole organisation to the performance culture.
4. Middle managers will need to be responsible for drafting the detailed performance indicators and targets for their sections. This group of staff needs to feel an ownership of the targets and to believe that they are achievable. They will need to work closely with senior managers, and will want to involve their own staff in the process.
5. Operational staff are responsible for providing services to customers and will want to be able to influence the performance targets set. They will also be a source of ideas on how the performance of the organisation could be improved.
6. Organisations may also wish to involve their tenants and other customers in the development of performance review systems and organisations could use a variety of means to get the views of these customers.
7. Attention was drawn to the advice available from professional bodies, the government, Housing Corporation and Audit Commission and others on performance review, and responsive housing organisations will need to consider the advice which such bodies are offering.
8. Finally, it was noted that to introduce a performance culture into a housing organisation takes a lot of effort. The benefits are likely to be a better managed organisation and an organisation which can justify properly how well it is performing. At a time when housing organisations in the public sector are often under attack for being poorly managed, the introduction of performance monitoring and review offers the opportunity to housing organisations to demonstrate that they are economic, efficient, effective and equitable.

## Answers

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### Self Test 1

1. Setting goals and objectives, setting performance indicators, agreeing performance targets, establishing systems for collecting information, evaluating and interpreting the data.
2. An indicator describes an aspect of service which should be monitored, such as repair response times, a target is a standard which should be achieved.
3. Because, if not, the data will either not be collected or excessive time and cost will be involved.

### Self Test 2

1. Economy, efficiency and effectiveness.
2. Number of rent arrears cases per member of staff, number of NOSP's served each week, number of home visits carried out each week.
3. Higher rents, or a poorer quality service.

### Self Test 3

1. They are measuring how well the outputs of the organisation met the objectives which were set for them.
2. Customer satisfaction, % of repairs completed on time.
3. Effectiveness.

### Self Test 4

1. Equity.
2. Equity is about ensuring a fair distribution of resources, outputs and outcomes for all sections of the community.
2. The numbers of people applying for jobs by gender and race and a similar analysis for those shortlisted and appointed.