

IC Possibilities Consulting Inc.



Performance Management Final Report

Phase 3: Organizational Climate Review



BRITISH
COLUMBIA

Ministry of
Sustainable Resource
Management

December 12, 2003

.....
An employee
based project
to build a
client centred
learning
organization
that values
continuous
improvement
in the Land
Title Branch
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TABLE OF CONTENTS

1.0 Executive Summary	3
2.0 Preface	6
3.0 Methodology	6
4.0 Definitions	7
5.0 Ministry Service Plan.....	9
6.0 Performance Management Model	10
7.0 Background of LTB Approach to Performance Management	12
7.1 Historical.....	12
7.2 Current	13
8.0 Employee Views on Performance Management.....	14
8.1 What Works	14
8.2What doesn't work	15
9.0 Recommendations	17
9.1 Ministry Service Plan Development	18
9.2 Performance Measures	18
9.2.1 Production	19
9.2.2 Staff Development.....	20
9.2.3 Client Satisfaction	20
9.2.4 Organizational Development	19
9.3 Informal and Formal Assessing and Validation Processes	23
10.0 Contact Information	24
APPENDIX A	
Performance Management Interview Questions	25
APPENDIX B -	
Proposed Agenda: Performance Management Employee Forum, LTB	26

1.0 EXECUTIVE SUMMARY

Introduction

Phase Three of “LTB Organizational and Business Transformation... Your Vision” focuses on performance measurement and accountability within the Land Title Branch. This phase was designed to look at the Branch’s historical approach to performance management, the current culture as it relates to performance and possible areas in which performance and accountability can be strengthened in the future.

Approach to Phase Three

In late October 2003, IC Possibilities worked with the project Steering Committee to confirm the methodology for Phase Three of this initiative. It was agreed that interviews would be conducted with a small number of Branch managers and that, following the interviews, a one-day forum would be held with a small group representing support staff, examiners and management from the Land Title Offices in Victoria, New Westminster and Kamloops. That forum, held on December 2, 2003, focused on several key areas:

- Staff’s current understanding of performance management practices within the Branch
- Potential performance measures for the Branch
- Recommendations on how best to communicate accountabilities to staff
- Recommendations on how to assess and validate staff accountabilities

Overview of Performance Management

In addition to the interviews and the employee forum, IC Possibilities conducted research into performance management, both in a general sense and specific to the Government of BC and the Ministry of Sustainable Resource Management. The research produced important definitions of performance management and accountability, which were shared with staff who took part in the employee forum. Participants were also introduced to a model that describes how performance management is an iterative relationship between five active processes: collaborative planning, communication, monitoring, two-way assessing and validating.

1.0 Executive Summary

The concept of performance management reflects a change of emphasis in organizations from command and control to a facilitation model of leadership. Performance management is designed to enhance staff's sense of personal responsibility for being accountable for their work. Further, we believe accountability and empowerment are inseparable.

What Employees Had to Say

Those who took part in the interviews and the employee forum confirmed that performance management within the Land Title Branch has been, and continues to be, focused primarily on the quantitative measures of production (how much work is being done). However, they also said that the current management appears to be more aware of the importance of qualitative aspects of job performance.

Overall, staff agreed that the current informal structure of performance management in the Branch is working for "more than 90 percent" of employees, with the other 10 percent perceived as not performing well. Some expressed the view that management was unwilling or unable due to other work pressures to deal with under-performers. As well, employees felt they had not been involved in any collaborative effort to establish performance standards, either formally or informally. They felt the present performance standard lacks credibility and that inconsistency exists in applying the performance standard between and within offices.

Both management and staff expressed dissatisfaction regarding the Employee Performance and Development Plan (EPDP) process, feeling it was too rushed and generally inadequate to address employees' challenges and aspirations.

In the area of customer satisfaction, it was acknowledged that there are no formal performance measures or benchmarking processes in place within the Branch.

Recommendations

Underlying the recommendations in this report is the clear need for all members of the organization to engage in ongoing dialogue about performance management. As one manager put it, "We need to move the dialogue from a management issue, to an issue for the whole organization focusing on what's fair, equitable and meaningful."

Specifically, we recommend that the Land Title Branch:

- Establish a permanent Performance Management Committee, chaired by the Registrar, and made up of support staff, examiners, the deputy registrars from each of the three Land Title Offices and the Director of Operations;
- Have this committee recommend a more collaborative process for identifying performance measures in the Divisional Plan;
- Ensure this committee works toward identifying a credible formal production performance measure - one that takes into account technological efficiencies and the core values and beliefs that relate to Branch's Statement of Purpose and supporting goals;
- Be encouraged to place more emphasis on the qualitative employee side of the organization. The quality of communications is the most obvious example of the need for this paradigm shift;
- Identify performance measures that encourage new opportunities in the areas of teamwork and job enhancement;
- Begin to look more closely at support functions such as staff development and planning skills, particularly once production goals are achieved, and develop appropriate measures;
- Conduct regular surveys to assess employee satisfaction, particularly as it relates to EPDP;
- Continue ensuring managers complete 360-degree feedback surveys;
- Measure client satisfaction regularly by taking a more formal, collaborative approach to assessing their needs and expectations;
- Use the Branch's strategic planning process to engage employees in dialogue to reach agreement on the organizational areas that should be developed and the measures that need to be in place to measure organizational development;
- Expand performance standards for managers to include a focus on qualitative measures that describe a range of management activities that is broader than simply production; and,
- Continue to use the EPDP process as a mechanism to clarify and communicate accountabilities for individual staff members.

2.0 PREFACE

Phase Three of the initiative “LTB Organizational and Business Transformation...Your Vision” was designed to engage a representative group of staff in identifying performance and accountability measures for the new organization. Within this Phase, staff representing the perspectives of examiners, support staff and management within each of the Land Title Branch (LTB) offices, were engaged in the process, bringing forward their experience, wisdom, insight, enthusiasm, energy, caring and the desire to create a new and improved future for themselves and the organization.

In short, this phase represents the perspectives of all staff functions within the LTB to describe the standards the LTB culture aspires toward, a process for establishing additional standards and the accountability expectations for employees reaching these standards.

3.0 METHODOLOGY

During the October 23rd and 24th, 2003 Steering Committee meeting in Victoria, IC Possibilities confirmed the design of a one-day Employee Forum on Performance Management. The design anticipated that participants would include examiner, support staff and management representatives from all three Land Title Office locations – Victoria, New Westminster, and Kamloops. Using the Creative Planning Dialogue™ process, the Employee Forum held in Victoria on December 2, 2003 focused on the following topics (See Appendix B for the Forum’s Agenda):

- Staff’s current understanding of performance management practices within the LTB (i.e. What’s working/what’s not working)
- Potential performance measures for the LTB
- Recommended means for communication accountabilities to staff
- Recommended means for assessing and validating staff accountabilities

Prior to the Employee Forum, interviews were held with the Executive Director of the Registries Department, MSRM; the Registrar; and two Deputy Registrars of the Land Title Branch, MSRM. They responded to a series of questions that are contained in Appendix A.

2.0 Preface

3.0 Methodology

4.0 DEFINITIONS

Performance Management

The concept of Performance Management reflects a change of emphasis in organizations from command and control to a facilitation model of leadership. This change has been accompanied by the recognition that an organization succeeds as a result of the interaction of its people and how they relate work performance to the strategic and long-term mission of the organization as a whole. Taking a systems view, the whole is not simply a sum of its parts; in a well managed workplace the parts interact to create a successful organization. In other words, organization success is based on synthesis.

Performance management is designed to enhance staff's sense of personal responsibility for being accountable for their work. A distinguishing characteristic of innovative organizations is that employees feel a strong responsibility for almost everything that goes on. They want to be involved, they contribute ideas, and they function in a team context because they see the achievement of overall organizational objectives as being equally important as the achievement of their own objectives. To quote author Peter Senge, "They see the forest AND the trees."

Performance Measure

A measure, such as a standard or indicator, used to assess performance of a function or process performed by employees of an organization.

Accountability

We believe accountability and empowerment are inseparable. As such, one does not define and decree accountability. It is fostered and encouraged within individuals. "Accountability: Getting A Grip on Results" (Klatt, Murphy, & Irvine, 2000), identifies six key principles that form the foundation for developing accountability:

1. Accountability is a statement of a personal promise

Accountability applies only to individuals, and is both a personal promise and obligation, to yourself and to others, to deliver specific defined results. Being accountable within an organization means you agree to be operationally defined as the sole agent for an outcome, regardless of the often-inadequate level of authority or control, which you have been formally assigned by the organization;

4.0 Definitions

2. Accountability for results means activities aren't enough

It is important to understand “what” business results are expected, and to focus energy accordingly. If it's your area, department, function, project, or program, you are accountable -- regardless of circumstances, and regardless of your role, pay grade, or level in the hierarchy. Everyone from the CEO to the janitor is accountable for achieving business results within her or his own area of the business;

3. Accountability for results requires room for personal judgment and decision making

Within agreed accountabilities, individuals must be granted discretion to make decisions and exercise personal judgement. If you are not allowed to use any judgment or discretion on-the-job, then your boss can only hold you responsible for activities (i.e. for doing what you're told), not for achieving business results. On the other hand, accountability is invaluable where people are given room for decision-making, and are asked to manage to specific business results. Simply put, empowerment and accountability must coexist. Empowerment doesn't mean you have full control, and not having full control doesn't lessen your accountability.

4. Accountability is neither shared nor conditional

Accountabilities are not shared at the same level in an organization. That is, your leader assigns a specific part of his or her accountability only to you, not to your peers or to anyone else in the organization. Accountabilities are also without condition. If it's your area, you are accountable, regardless of circumstances. Individuals must go beyond traditional “organizational authority” and use influence to achieve business results in their area of accountability.

5. Accountability for the organization as a whole belongs to everyone

Every employee is accountable for thinking and acting on what is best for the organization as a whole. The acid test of “accountability for the whole” is passed when a leader gives up people or resources to another department, or to a project outside their area, because they know this is best for the organization as a whole.

6. Accountability is meaningless without consequences

Positive consequences are earned based on results realized in an individual's area of accountability. Accountability is not about finding fault,

4.0 Definitions (continued)



assigning blame, or punishing. It is about rewarding success and learning from mistakes. An example of a positive consequence (something is received) is being offered a choice of future job assignments. An example of a negative consequence (something is denied) is not receiving a normally expected salary increase. Punitive consequences (something is taken away) are counter productive and not what accountability is about.

If all of the above are functioning in an organization, then **accountability will close the gap between intention and results.**

5.0 MINISTRY SERVICE PLAN

The Ministry's Service Plan has identified high level measurements. In the area of production expectations, the performance measure supports the goal of providing land title and registry services that meet a specific level of client satisfaction. The Ministry Service Plan has set a target for 2003 that 95 percent of land title transactions are to be examined within six working days by the LTB. From a Government point of view, this target is measurable. This is the pointed end of the management pyramid that government is interested in pursuing. Behind that, there are a whole lot of measures that anyone managing this program needs to have access to, that will support the organization meeting this particular service plan target. This includes managing the organization within the Branch's budget and human resource allocation.

In the area of organizational excellence, the Service Plan objectives include the following:

- Support staff participation in leadership and renewal activities;
- Support staff development of core competencies;
- Develop succession plans for critical positions;
- Involve staff in discussions on what the ministry is doing and why, and how their activities link to government priorities;
- On a quarterly basis, review and ensure that plans and actions of all staff are focused to achieve ministry priorities.

Specific targets include the following:

- 100 percent of staff have entered an Employee Performance and Development Plan (EPDP) cycle by end of 2003/04;

4.0 Definitions (continued)

5.0 Ministry Service Plan

- 100 percent of senior management staff receive 360 degree feedback by end of 2003/04; and,
- Client survey conducted, ministry benchmark established and future targets set by end of 2003/04.

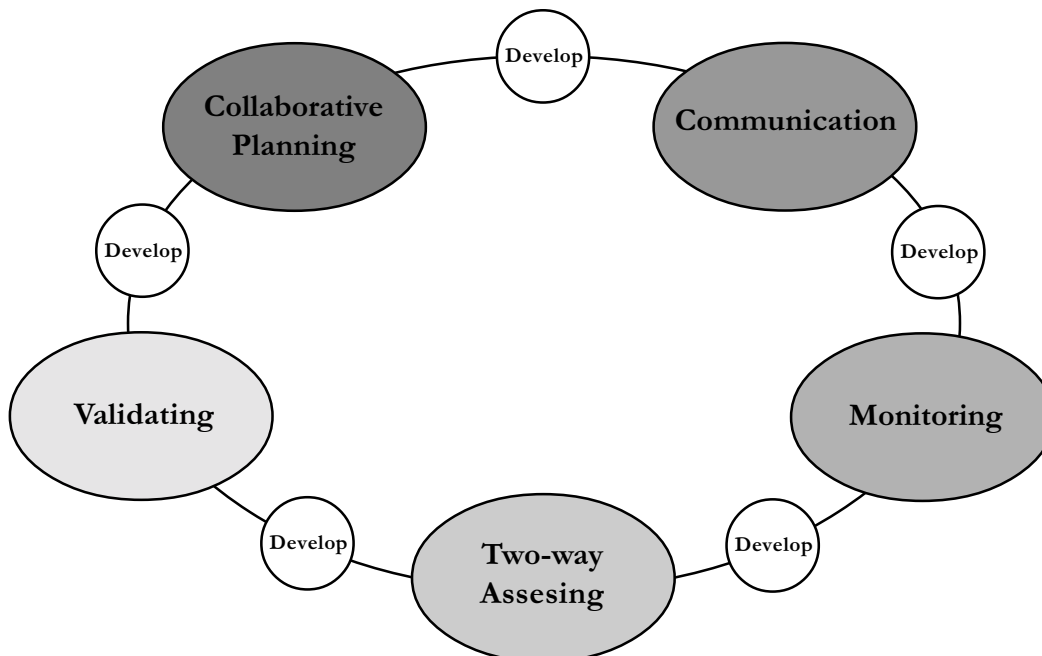
5.0 Ministry Service Plan (continued)

These measures are quantitative and can also be assessed. Qualitative measures have not been the focus of the Ministry Service Plan to date. For the time being, qualitative measures have been left to individual organizations as they strive to develop client satisfaction within the context of their program areas. However, it would not be surprising that as the service plan process and government expectations continue to mature, those qualitative measures will begin to show themselves.

6.0 PERFORMANCE MANAGEMENT MODEL

The model we employ for performance management recognizes the iterative relationship between five active processes: collaborative planning, communication, monitoring, two-way assessing, and validating.

6.0 Performance Management Model



Collaborative Planning

In a learning organization, work is collaboratively planned out in advance within manageable timeframes. Planning includes setting performance expectations and goals for groups and individuals to channel their efforts toward achieving organizational objectives. Collaboration with employees in the planning process helps everyone understand the goals

of the organization, what needs to be done, why it needs to be done, and how well it should be done. Performance standards need to be measurable, understandable, verifiable, equitable, and achievable. Employees are then held accountable as individuals for specific work assignments or responsibilities that reflect these performance measures.

6.0 Performance Management Model (continued)

Communication

It is important that every employee clearly understand both the organization's overall performance management goals (i.e. performance measures and accountabilities) and the performance measures for which they are personally accountable. Employee Performance and Development Plans (EPDP) are one of the main ways in which these accountabilities can be communicated between a supervisor and an employee. EPDP's are designed to be specific, yet flexible, so that they can be adjusted for changing program objectives and work requirements. When used effectively, these plans can be beneficial working documents that are discussed regularly, and not merely paperwork that is filed in a drawer and seen only when ratings of record are required.

Monitoring

In a learning organization, assignments and projects are monitored continually. Monitoring well means consistently measuring performance and providing ongoing feedback to employees and work groups on their progress toward reaching their goals.

Two-Way Assessing

Ongoing assessment is the process that supervisors and employees engage in to initiate dialogues on progress each is making in meeting their accountabilities, and to make changes to unrealistic or problematic standards. By monitoring continually, unacceptable performance can be identified and assistance provided to address such performance. In a learning organization, employee developmental needs are evaluated and addressed. Developing in this instance means increasing the capacity to perform through training, giving assignments that introduce new skills or higher levels of responsibility, improving work processes, or other methods. Providing employees with training and developmental opportunities encourages good performance, strengthens job-related skills and competencies, and helps employees keep up with changes in the workplace, such as the introduction of new technology.

Validating

The definition of validate is to “prove valid; show or confirm the validity of something.” In the case of performance management, the validating process is to confirm for each employee whether their efforts are paying off in terms of meeting the organization’s goals and their own individual work related development goals. This validation consists of recognition, reward, or consequences on an ongoing basis.

In a true learning organization, good performance is recognized informally and spontaneously. It is an ongoing, natural part of the day-to-day work experience. Actions can be recognized by supervisors and peers saying “thank you” or “well done” and intrinsically by an employee acknowledging their own good work. Formal recognition can also provide a broad range of rewards such as plaques, certificates, and many nonmonetary items. Conversely, poor performance considered unacceptable by the organization should be dealt with by enforcing consistent, appropriate and progressively negative consequences that either lead to improvement or termination of the working relationship.

Using this performance management model, goals are set and work is planned routinely. Progress toward those goals is measured and employees get feedback. High standards are set, but care is taken to develop the skills needed to reach them. Formal and informal recognition, rewards and consequences are used to reinforce the behaviors that will help accomplish the organization’s purpose and the employee’s work related aspirations. All five component processes work together to achieve effective performance management.

7.0 LTB APPROACH TO PERFORMANCE MANAGEMENT

7.1 Historical Approach

Over the years, the LTB has paid close attention to the quantitative side of performance management by focusing on measures like turnaround time, as a way of gauging customer satisfaction. Management recognized that the legal/notary communities and property owners are looking for reasonably quick service for registering their property transactions. Historically, the organization operated in a context where com-

6.0 Performance Management Model (continued)

7.0 LTB Approach To Performance Management

mand and control techniques on production were emphasized. Accountability for production was left to local Registrars. They were responsible for assuring the office met the turn-around time. How they achieved this was left to each office to figure out. There was no comprehensive agreement on how the Branch would define its success.

7.2 Current Approach

Currently within the Land Title Branch, performance management is described as: "...a way of ensuring the organization is meeting its objectives for service delivery, both in a quantitative and qualitative sense." The Land Title Branch is managed comprehensively in a quantitative manner through the number of applications, turnaround statistics and document quality as reflected in the number of errors. The Branch is also informally monitored for its ability to deliver client satisfaction (i.e. Is the service being delivered in a meaningful and relevant manner that supports what the client requires from the system?).

Performance management within the Branch considers output measurements from those two perspectives when making decisions to ensure the right number of resources are in place to meet the demand. This includes both financial and human elements to make sure the Branch has the right kind of people, proper training and the necessary funds to pay the support and system costs. Management is attempting to develop a performance management program that takes a holistic view of the organization so that the Branch has a way by which it can monitor whether the organization is meeting its strategic objectives. This initiative is one of the foundations of this new approach.

The context within which the organization operates is heavily focused on continuing to utilize computer technology and the additional opportunities it offers for automation. Consequently, the organization's focus on production continues to intensify. There are fewer people trying to meet rising production expectations. Staff feel pressure to work longer and harder in an attempt to meet the perception that they should be able to turn the work around more quickly and more accurately.

While the organization's emphasis remains on production goals, the focus of management is beginning to change. There is greater awareness of the importance of the qualitative aspects of job performance, par-

7.0 LTB Approach To Performance Management (continued)

ticularly those related to the individual employee. There is recognition that the production focus doesn't address questions such as, "When a customer is 'standing in line,' are they getting the 'right' answer? Is the approach of the LTB relevant to the needs of a customer?" The organization has been very well-managed on the quantitative side and less so on the qualitative side from a customer, organizational and employee perspective. A lack of emphasis on these areas has resulted in challenges that still need to be addressed in the areas of client satisfaction, succession planning, staff development and empowerment, morale, and collaborative planning processes.

8.0 EMPLOYEE VIEWS ON PERFORMANCE MANAGEMENT

8.1 What Works

The Land Title Branch's operational accountability to the Ministry's Service Plan is expressed through the specific performance measures stated in the Service Plan. A formal process is currently in place to ensure adherence to the production measure. It is a process consisting of letters and telephone calls from the Executive to the Branch management. This communication focuses on ensuring there are plans in place to meet the stated measure. The organization has achieved a level of quantification of the performance standard so that it is capable of measuring at any moment in time how well it is doing in achieving the Ministry's performance measure.

Within the Branch, staff have indicated that the informal structure of performance management is working for "more than 90 percent" of employees. It appears most staff take ownership of their own performance. For example, counter staff are believed to be working well as a team. They see where work needs to be done and will fill in or bring it to the attention of management. Likewise, examiners will independently use flexible working hours so they can reap maximum productivity from "quiet" times to meet their production goals.

The Branch's monthly production statistical summaries are seen as useful in making year to year comparisons and giving staff a sense of their accomplishments. Document error logs have also been used successfully to monitor quality. Additionally, there is general agreement that the cur-

7.0 LTB Approach To Performance Management

(continued)

8.0 Employee Views on Performance Management

rent managers are respectful and are good at thanking staff for their hard work. They are seen as accessible and willing to listen to employees. The employee forums held during Phase Two of this initiative were cited as an example of management's willingness to support employee suggestions for change.

Management personnel said their meetings with clients throughout the year are a major source of useful feedback. These meetings solicit client feedback informally and issues raised are subsequently addressed where possible.

8.2 What Doesn't Work

When asked what isn't working in the Branch's performance management activities, staff focused on the estimated "10 percent" of employees who are not "pulling their weight". There is resentment among many staff that management appears to be too busy or unwilling to deal with this issue. It was pointed out that many management interventions do not become "public" because of the confidential nature of the disciplinary system. However, complicating this issue further, there was some indication from management that past experience has shown the organization would not fully back them up if they were to impose consequences on chronic non-performers.

Currently, the Branch's document processing expectation is the only production standard that is formally communicated. The production standard is expressed as a single number in the newly revised job description for examiners. It represents a daily average over a period of time. This is informally used as the basis to assess those directly responsible for document processing. It helps define an examiner's worth within the organization. However, many individuals believe they are treated arbitrarily and that no corporate standard exists that the group is willing to espouse and hold themselves accountable to. In short, the present performance standard lacks credibility. In fact, while many employees were aware of a range of performance standards, they often asked where these standards came from.

The Phase Three interviews and employee forum indicate there has been inadequate dialogue and consensual agreement among staff related to the beliefs and values that support the existing formal produc-

8.0 Employee Views on Performance Management (continued)

tion performance measure (i.e. six day turnaround time). There has also been no formal dialogue and consensual agreement amongst staff on the document processing production measures that support the formal production measure. This has resulted in ad hoc informal production performance standards being applied among staff, giving rise to resentments based on differing opinions of what constitutes fair effort.

The formal performance standard of 70 documents per day was established during the fall of 2003 and is in line with the 2003 average for New Westminster examiners of 67.6 documents per day. However, due to a number of factors, the range for an examiner's average appears to be from 30 to 102 documents per day, with 160 documents being amongst the highest recorded. Factors such as complex documents, helping support staff, and technical problems can all negatively impact an examiner's count. Each office deals with these issues differently (e.g. New Westminster has a cadre of specialists dealing with complex registrations while other offices expect all examiners to handle any registration). Consequently, there is a view that inconsistency exists in applying the performance standard between offices and within offices.

With the exception of carrying out EPDPs, no other formal conversations related to other performance measures take place on a regular basis. However, many ad hoc conversations take place with regard to job effort and attitude, particularly amongst support staff where specific performance measures are difficult to identify. The support functions vary from day to day and team work is perhaps the single most important aspect. The common denominator of support staff complaints centres around a lack of team effort by some staff. Staff see certain individuals not being required to rotate through support staff jobs, while management believes these employees do not have the ability or training to adequately meet the pressing production standards. So they rely on the "90 percent" to take up slack since they don't have time to adequately deal with this issue. Additionally, discussion of qualitative work aspects is resisted by some staff, since the standards are seen by some as being inconsistently or unequally applied.

A good example of management's lack of time for effective staff development was reflected in the recent implementation of EPDPs. It was seen by staff as generally inadequate. Managers were responsible for too

8.0 Employee Views on Performance Management (continued)

many employees to adequately understand their challenges and aspirations. Yet these are the basis for a constructive EPDP dialogue. As an example, two managers were each responsible for completing EPDPs for over twenty staff, working under a tight timeline.

In the area of customer satisfaction, while dialogues do take place with customers, no formal client satisfaction data is collected and no direct benchmarks exist for client satisfaction other than those that are implicit in turnaround statistics. While a process exists to respond to customer letters, these are seen as time-consuming since they often reflect a customer's lack of awareness of how the Land Title system operates. No statistics are kept regarding the content and frequency of complaints.

In the area of using technology to assist in monitoring performance, it was noted that ALTOS tools that track performance were either underutilized or misunderstood.

Finally, many employees did not understand how the turnaround statistic was being managed. They generally believed there is a need to improve the early warning system for identifying systemic production problems, contributing to unacceptable delays in processing documents. Some employees believed management was not aware of the stress staff were feeling as a result of being "chronically" behind on turnaround times with "no hope of catching up". They said this was having a negative impact on staff performance. Other stress factors such as uncertainty about office location were also cited as major impediments to good work performance.

9.0 RECOMMENDATIONS

In order to help the organization move to a stronger foundation, it was clear from our conversations with staff that it is important for members of the organization to talk about performance management and the specific measures and management criteria that are useful from their point of view. As one manager put it, "We need to move the dialogue from a management issue, to an issue for the whole organization focusing on what's fair, equitable and meaningful."

8.0 Employee Views on Performance Management (continued)

9.0 Recommendations

Our primary recommendation is the establishment of a permanent Performance Management Committee composed of support staff, examiners, deputy registrars from each office and the Director of Operations and Systems. This committee should be chaired by the Registrar and should meet at least twice per year. The forerunner of such a committee was created at the December 2, 2003 Employee Forum on Performance Management. The Registrar has committed to calling the first meeting on May 1, 2004. At that meeting, we recommend the committee identify its terms of reference which should include:

- Mandate;
- Commitment of participants;
- Role and responsibilities of committee members;
- Functionality issues (committee membership, alternates, selection process, term, structure, communications); and,
- Ground rules (agendas, meeting summary, conduct of meetings, decision making, facilitation, frequency, amendments).

We believe the Committee should ensure that its work is transparent with a view to generating the maximum buy-in from their peers. Special attention should be given to how committee members are selected, ensuring that the representatives have the confidence of the staff.

The primary purpose of the Committee's work is to generate dialogue and develop consensus on performance management and specific performance measures, benchmarks and accountabilities amongst the staff that reinforce the purpose and goals of the Land Title Branch.

9.1 Ministry Service Plan Development

We recommend the Performance Management Committee review and make recommendations on establishing a more collaborative process for identifying the performance measures that are proposed for the Ministry's Service Plan. We believe this would best be handled through the Divisional Planning process with specific attention given to making this process more transparent for staff.

9.2 Performance Measures

The following is intended to provide a starting point for the dialogue on performance management that we have recommended. We have attempted to faithfully report the primary issues that were described to us by the staff.

9.0 Recommendations

(continued)

9.2.1 Production

We recommend that through dialogue and consensual agreement among staff, the Performance Management Committee should work towards identifying a formal production performance measure that is considered credible. The dialogue should be based on shared beliefs and values that relate to the Branch's Statement of Purpose and supporting goals.

Given service delivery changes that will rely more heavily on technology, this production standard will need to take into consideration the many unforeseen consequences of technology, (e.g. being able to access more data, more quickly). Often the scope of work can expand and the original timesaving estimates are not realized to the extent expected. This phenomenon must be kept in mind as the organization defines its core services, so that it effectively matches resources with what it can offer.

Management within the Branch has indicated that qualitative measures are likely to become a major factor in the future because the organization is one that has a client focus or a client service characteristic. Qualitative measures require a high level of internal dialogue related to the core values and key beliefs that support the quality of service the organizational members are collectively pursuing. Unless these common values, beliefs and service goals are well entrenched within the culture of the organization, the measures will not have relevance to the staff and the chance of them adopting and moving forward on the measures will be substantially reduced.

Finally, as increasing levels of automation are put in place, it will be challenging to find new opportunities for teamwork and job enhancement. In many industrial settings, as the intensity of technology driven production increased, there was a metamorphosis from an assembly line with a quantitative focus into a team environment that is more concerned about the qualitative aspects of the production process. The higher utilization of technology within the Branch is resulting in the examiner's role narrowing and the variety of work they perform diminishing. Some employees have expressed their view that the work has become less satisfying and even boring over the years. This challenge can be an opportunity if the organization continues to encourage staff to put more focus on the broader considerations inherent in a learning organization (i.e. customer satisfaction, staff development, planning skills).

9.0 Recommendations

(continued)

9.2.2 Staff Development

Historically, LTB didn't have the resources and/or didn't focus on support functions such as staff development and planning skills. With the introduction of electronic filing, it is hoped the efficiency of this system will afford the organization more time to focus on these functions and to deal effectively with the qualitative aspects of maintaining an effective workforce. Part of the organizational learning that we believe has to be inculcated within the Registries Department is the recognition that the qualitative employee side of the organization is as important as the quantitative statistical side. The quality of communications is perhaps the most obvious example of the need for this paradigm shift. Qualitative performance standards that expect respectful, timely and clear communications will support production standards while helping to create a work environment that invites candid dialogue on issues.

The organization needs to understand what contributes to the well being of employees and to enhance and "formalize" the things it is already doing that contribute to a healthy workplace. Without such a change, the organization will tend to fall back into traditional behaviour that lets go of those things that are perceived to be of reduced importance. Bringing this consciousness along will be important for the Branch to achieve over the short-term and beyond. For example the lack of performance standards in the area of succession planning has resulted in the organization neglecting this area over many years. Now this is one of the most pressing qualitative issues facing the organization. The Branch has to address this issue to ensure the organization's knowledge base is not only maintained, but enhanced. Plans and performance standards need to be in place to make sure the Branch has the right people who can step into the roles being vacated by retiring senior staff.

We also believe the Branch needs to develop some survey results related to "softer" goals -- for example, employee satisfaction with EPDP before and after any changes in how the Branch management carry out this process. The Branch should also consider implementing more 360-degree feedback surveys for management and start addressing the issue of qualitative measures for management practices. Managers and supervisors need to exhibit team leadership qualities and getting feedback from colleagues and co-workers is an excellent way to starting to reinforce those qualities in an organization.

9.0 Recommendations

(continued)

9.2.3 Client Satisfaction

Turn around time has been the main focus in the area of client satisfaction. However, there have been no specific measures developed to address any of the client groups (e.g. lawyers, notaries, etc.). The client has helped define the general notion of what the production expectations “must” be. However, the internal dialogue of the organization doesn’t address what the external “informal” production expectations for specific client streams. There are general internal beliefs that the client wants everything right away. Many in the organization see clients as an amorphous homogeneous group next in line to have a particular function to perform. The organization has not taken the next step to differentiate the expectations and needs of the various client groups. The client groups appear to be quite different and their expectations appear to be related directly with their level of understanding of the function and resources of the Land Title Branch.

We recommend that the Branch undertake a more formal approach to understanding what each client group requires from the Land Titles system and what, for them, would define success. By formalizing these service needs, the Branch will have something to point to that defines success (e.g. client satisfaction surveys, benchmarks). Defining performance in this context will help the organization to start paying attention to clients in a way that is relevant and meaningful to them.

We recommend defining these performance standards in a collaborative manner with the client. We recognize that the organization already has liaison processes in place with the legal community and the surveyors that deal with specific issues or transactions. While these discussions focus on what is going wrong and how to solve these short term issues, they do not speak to issues at the heart or meaning and purpose of the organization or in the context of a relationship.

9.2.4 Organizational Development

The organization has not had opportunities to develop much in the way of organizational development criteria. The performance standard has been one of reactive, rather than proactive, response. For example, the Branch did quite well in ensuring that all staff participated in the EPDP process. However, the feedback from staff has been that the EPDPs really aren’t that relevant.

9.0 Recommendations

(continued)

The starting point in the area of organizational development performance standards is to get agreement on what the Branch wants to develop. Key areas identified during Employee Forums included developing personal responsibility and team building (i.e. moving the organization to a level of maturity in dealing with issues) and enhancing the ability of the organization to plan (i.e. greater strength and resilience in responding to changing external demands). One forum for having this dialogue is through the Branch's strategic planning process. If the process is timely, inclusive and dynamic, the organization will be engaged in ongoing dialogue about what is needed to develop.

Of course, management is accountable for guiding the structure, purpose and motivation of the Branch. However, there are no performance measures for management other than the production standards they are indirectly responsible for maintaining among the staff. Part of the culture of the organization has been that management personnel have come up through the ranks into a management role. These positions are quasi-judicial roles. There has been a reluctance to put any constraints on these functions so the notion of performance expectations for the role of a manager implies you are trying to draw a box around it.

Often those who rise up to management positions are staff who excel in the production aspects of the job. It is a common belief in operation oriented organizations that if you bring these people into management positions, you will continue to reinforce their standard. The focus on this idea has often been at the expense of any other performance standards that address a broader range of skills involved in being a professional manager. What constitutes an effective and professional manager is often overshadowed by technical or professional expertise.

In the area of management and administration, there is a need to expand performance standards to include a focus on qualitative measures that describe a broader range of management activities. In this way, managers can understand their accountability and the organization can ensure it is optimizing their contribution. Given enough investigation, there might also be some quantitative measures that can be applied to managers.

9.0 Recommendations

(continued)

Identifying management performance standards in dealing effectively with staff and clients are two areas that should be given attention (e.g. specific standards for carrying out an effective EPDP process, and timely, respectful and clear communications with both customers and staff).

9.0 Recommendations (continued)

9.3 Informal and Formal Assessing and Validation Process

If the organization is going to hold staff responsible for a particular activity, business stream or even an element of developing the organizational culture, then the importance of the process for conveying accountabilities needs to be emphasized. The Employee Performance Development Plan (EPDP) is the mechanism that Government has chosen to use for conducting performance management dialogues with staff. The quality of this dialogue is a crucial element in the success of any performance management program - being clear about staff accountability and being able to describe the accountability in a way that is clearly understood by those who hold responsibility for being accountable.

We believe the performance management model presented in section 6.0 describes a simple yet effective way to approach the EPDP process. Using this model, goals are set and work is planned routinely. Progress toward those goals is measured and staff get feedback. High standards are set, but care is taken to develop the skills needed to reach them. Formal and informal recognition, rewards and consequences are used to reinforce the behaviors that will help accomplish the organizations purpose and the employee's work related aspirations. All five component processes work together to achieve effective performance management.

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10.0 Contact Information



APPENDIX A

Performance Management Interview Questions

1. What is your understanding of the term performance management?
2. What's your understanding of the Government's approach to performance management within the service plan structure?
3. Historically, what do you believe has been the LTB's approach to performance management?
4. What's your understanding of the use of performance measures?
5. On a scale of 1 to 5, how important would you rate performance measurement for your the organization?
6. What are the existing formal and informal performance measurements that are employed or expected within each of the following areas:
 - a. Staff development (EPDP/360 feedback, succession planning, teambuilding, training, job rotation)
 - b. Production:
 - Examiners (documents/surveys and plans)
 - Support (counter/examiner support functions, client communications)
 - Management/administration
 - c. Client Services (Professionals, Public, Other government agencies)
 - d. Organizational development (Internal planning, integration with and adherence to Ministry service plan, management practices and structure)
7. How well are the formal performance measures communicated to staff?
8. What problems arise out of the informal performance measures?
9. Are any other problems associated with the existing formal and informal performance measures?
10. What formal measurements would you like to see within each of the areas we just discussed?
11. What is your understanding of the term accountability?
12. Who do you think is accountable for the service plan performance measures?
13. What is your understanding of the accountabilities within the LTB for formal performance measurements?
14. How well are the existing accountabilities communicated to staff?
15. What are the formal mechanisms for helping staff meet their accountabilities?
16. Are staff aware of consequences for not meeting accountabilities?
17. What changes would you like to see in the area of accountability?

Appendix B

Proposed Agenda: Performance Management Employee Forum, LTB

1. Introductions 8:30 A.M.
2. Expectations For Employee Forum On Performance Measurement/Accountability
 - Synopsis/background/sanctioner statement
 - Invite participant expectations, debrief, and amend agenda as required
3. Safety Agreements
 - No discounting
 - Decision making
 - Confidentiality
4. What is your current understanding of performance measurement/accountability within your organization
 - Consultants provide a synopsis of findings from employee forums and interviews
 - Dialogue to gain common understanding on where we are now, storyboard what is working and what is not working in existing system
6. Storyboard potential performance measures in identified areas
 - Area 1 (Production) effectiveness and ease of implementation
 - Area 2 (Staff Development) effectiveness and ease of implementation
 - Misc. Issues
6. Break 10:15
7. Storyboard potential performance measures in identified areas (continued)
 - Area 3 (Client Satisfaction) effectiveness and ease of implementation
 - Area 4 (Organizational Development) effectiveness and ease of implementation
 - Misc. Issues
8. LUNCH 12:30 P.M.
9. Storyboard potential performance measures in identified areas (cont'd) 1:00
10. Break 3:00
11. Accountability, (Informal and formal)
 - Storyboard Communication of Accountabilities (Informal and formal)
 - Storyboard Assessing and Validation Processes (Informal and formal)
13. End of session 4:00