

POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE

11 OCTOBER 2016

Present: County Councillor Howells(Chairperson)
County Councillors Hunt, Murphy, Sanders, Thomas, Walker
and Goddard

27 : APOLOGIES FOR ABSENCE

None

28 : DECLARATIONS OF INTEREST

The Chairperson advised Members that they had a responsibility under Article 16 of the Members' Code of Conduct to declare any interests and complete Personal Interest forms, at the commencement of the agenda item in question.

29 : MINUTES

The minutes of the 13 September 2016 were approved as a correct record.

30 : BILINGUAL CARDIFF WELSH LANGUAGE STRATEGY 2017- 2022

The Chairperson advised that simultaneous translation was available for this item and therefore Members and Officers were invited to speak in either language. The presentation would be delivered in Welsh and all slides used in the presentation would be bi-lingual.

The Chairperson welcomed the following persons:

- Councillor Phil Bale, Leader of the Council;
- Davina Fiore, Director of Governance and Legal Services
- Ffion Gruffydd, Head of Bi-Lingual Cardiff

The Chairperson advised that the Committee had an opportunity to familiarise itself with national policy development in respect of the Welsh language; and contribute to policy development by adding its voice to the consultation on the strategic content of the Bilingual Cardiff Welsh Language Strategy 2017/2022. The Strategy outlined the Council's vision along with the high level strategy for increasing the numbers of Welsh speakers as the City continued to grow. The final Welsh Language Strategy 2017/2022 would be published for consideration by Cabinet in December 2016. Therefore, at this stage Members were invited to offer comments and observations for inclusion in the consultation, and in further development of the action plan.

The Committee noted the Welsh Governments target of a million Welsh speakers by 2050 and recognised Cardiff had a facilitating role in supporting the Government's strategy.

The Chairperson invited Councillor Bale to make a statement.

Councillor Bale explained this was part of Welsh Government Policy and accepted that more was required to develop and encourage Welsh Language in Cardiff. Numerous organisations were supporting the Welsh Language Strategy, along with the development of a robust Action Plan to support Welsh Language. The Welsh Cultural Centre in Cardiff was supporting and promoting the language and provided services and shared resources to encourage the new direction of travel.

The Head of Bi-Lingual Cardiff provided the Committee with an update and presentation.

An overview was provided for the vision of Bilingual Cardiff. Introducing the Welsh Language Standard into the everyday lives of people. Supporting persons who chose to communicate in their preferred language and encouraging people to learn the Welsh Language and support its development in the city.

The presentation outlined the following:

- Welsh Government Strategy
 - A Living Language: a language for living
 - Draft Strategy August 2016 'a million Welsh Speakers by 20250'
- Six Strategic Areas
 - The Family
 - Children and Young People
 - The Community
 - The Workplace
 - Welsh-language Services
 - Infrastructure
- Consultation
- Next Steps
 - Action Plan
 - Consultation Event
 - SMT
 - Cabinet
 - Full Council

The Chairperson invited the Committee to ask questions.

The Committee was advised that work was on-going with the Welsh Language Unit in Welsh Government to increase the percentage of Welsh speakers. The growing population of Cardiff would contribute towards this and a target was being developed to reflect the potential growth.

Members of the Committee were advised that the number of Welsh Language speakers is reported in Census figures. There was also evidence that reported on the number of persons who learnt and spoke Welsh at a young age but who now no longer speak in Welsh. Targets would seek to develop and support this.

The Committee was advised there were vast numbers of earlier generations who had initially spoken Welsh and had now lost the language. Work was ongoing with Cardiff University and the Welsh Language Centre to encourage Welsh Language and support additional refresher learning. It was noted that 17% of children in Cardiff attended a Welsh Medium Education. Further, Welsh Language Support should be encouraged in English Medium Education.

The Members were keen to share their experiences of the Welsh Language including those who had initially learnt Welsh in primary school and did not continue speaking Welsh in High School.

A concern was raised about English speaking parents whose children attended Welsh Medium Education and how the communication channels were preserved out of school hours. It was considered essential to develop their Welsh Language in the home, to provide Welsh Language support for English speaking parents.

The Committee drew attention to the promotion of Welsh Language in the Public Sector and Government Organisations. Cardiff attracted a significant number of Private Sector companies and the Committee asked if these companies were engaging in the process.

Members of the Committee were informed of the promotion of Welsh Language in English Medium Education and further education courses provided to support this transition. Private Sector Companies were also being encouraged to abide by the Welsh Language Standard, this included support from the Business Improvement District.

The Committee was advised that Welsh Government recognise that children not learning and speaking Welsh was seen as a failure. Mentor Caerdydd was providing a package to support and encourage learning of the Welsh Language, including support directed at all audiences. It was recognised that some children were not aware of the Welsh Language and its history and therefore a different set of audiences were being targeted. The Public Sector was part of the first round to be included in the Welsh Language Standard, the Emergency Services were part of the second round, which could also include the Private Sector.

Members of the Committee drew attention to the different dialects of Welsh being used throughout the country, as there seemed to be no actual standardised form. Further, there was evidence of English being spoken in the playgrounds of Welsh Medium primary schools.

It was considered that standardised Welsh were being used especially on television with the launch of S4C, and also that Welsh Language was also being used for business purposes.

The Committee noted that Carmarthen Council had won an appeal against the Welsh Language Standards. Members were concerned that as to whether Cardiff had the resources in place to support meeting the Standards. Particularly how the Council could meet the Standard corporately, including the number of Welsh speakers in the workforce.

Members were advised that the number of Welsh speakers in the organisation was relatively low. Some staff had limited Welsh and could meet and greet, but overall this needed to be developed to meet the requirement. Resource issues were limited, including the placement of these resources to achieve the best support. Compliance was also an issue and there were some areas where the Welsh Commissioner had been involved.

The Committee agreed that Cardiff was a public sector leader, and would be concerned if there was any possibility of a future administration avoiding compliance. Concerns were directed towards the resource implications of meeting the Welsh Language Standards, particularly where this required financial investment. Such strict interpretation of the Standards by the Welsh Commissioner would present significant financial challenges for the Council and weaken its chances of compliance.

The Committee was advised there was a process to follow and focus should be directed towards abiding by the Standard. Welsh Essential posts were being filled throughout the organisation and this was progress. Temporary Signs across the City were also in the process of being changed as the Welsh should now be listed above the English.

The Committee was advised the Council was 83% compliant with the Standard. Some areas of risk had been identified and this was in the process of being addressed. The Welsh Language had the same status as the English Language and should not be treated less favourably in the organisation. An equal service should be provided to users and persons who chose Welsh as their preferred language.

RESOLVED: At the conclusion of the meeting the Committee discussed the evidence presented, following which they tasked the Chairperson of the Policy Review and Performance Scrutiny Committee to write to the witnesses to thank them for attending the meeting and set out the comments made by Members (letter attached)

31 : PUBLIC SERVICES BOARD - PROGRESS BRIEFING

The Chairperson welcomed the following:

- Councillor Phil Bale, Leader
- Paul Orders, Chief Executive
- Joseph Reay, Head of Performance & Partnerships
- Kate Ward, Principal Policy Officer (Partnerships)

The Chairperson advised Members that the Committee now had an opportunity to consider the Council's progress in addressing the requirements of the Well-being of Future Generations (Wales) Act 2015 in respect of Cardiff's partnership working arrangements. This Committee had the overarching responsibility for scrutiny of the Council's partnership work, specifically scrutiny of Cardiff's Public Services Board (PSB). Therefore, in line with the Council's Constitution the Committee would perform a strategic overview role of the PSB's performance going forward.

Members were reminded that the Act prescribes the establishment of statutory Public Services Boards for each local authority area in Wales with a duty to improve the economic, social, environmental and cultural well-being of its area by contributing to the achievement of the well-being goals.

The Chairperson invited Councillor Bale to make a statement.

Councillor Bale explained the Public Services Board was established in response to Welsh Government Legislation. The Public Services Board met for the first time in May 2016. Partners used this meeting to discuss a range of strategic issues, with a clear emphasis on the Outcomes that matter most for the City of Cardiff and the value the PSB can add to achieving these. :

The PSB's discussion led to the agreement of two early priority initiatives:

1. The development of a Public Services Innovation Hub. Y Lab (a partnership between Cardiff University and Nesta) has been commissioned to advise the PSB on how an innovation hub which brought together public sector partners could support the PSB's work and what potential models could be used. Such a hub could be used to engage with experts and stakeholders, such as the Business Improvement District, to address the challenges facing the city, such as NEETS.
2. Appointment of a Challenge Advisor to the Public Services Board to bring in international expertise to both support and challenge the PSB as it delivers against its well-being objectives. .

The Committee was advised of the statutory duty of the Public Services Board to improve the social, economic and cultural wellbeing of Cardiff's communities. Further to this aim, the Public Services Board must assess the state of well-being in the area, set local well-being objectives that will contribute towards achieving the well-being goals for Wales, and publish a well-being plan.. The Public Services Board will be leading a Liveable City Forum with a range of partners and stakeholders early in the New Year to develop a set of priorities for the City. This work will then be incorporated into the development of Cardiff's Well-being Plan. It was explained that, due to statutory timescales, the Plan will not be published until Spring 2018.

The Chairperson invited the Committee to ask questions.

The Committee was clear that the Well-being of Future Generations Act bestows a statutory role for Scrutiny; and further that the Council's Constitution bestows on this Committee responsibility for scrutiny of the Council's partnership work. This presented a major shift in statutory possibilities for the Committee and the specific focus of the Policy Review and Performance Scrutiny Committee going forward.

The Committee Members were keen to gain insight into the governance of the Board at an operational level and whether a sub-group or programme board system would still be utilised. It was explained that a full review of the current structure of the overall partnership was underway but that continuity would be ensured for those programme

boards which are still fit-for-purpose and functioning effectively to ensure continuing oversight of the work commenced under the former Cardiff Partnership Board while the PSB's well-being objectives are developed.

The Committee acknowledged that the Public Services Board was accountable for its performance but Members were keen to ensure that, alongside statutory scrutiny of the Public Service Boards, appropriate governance arrangements would be established to ensure the Board manages its performance effectively. The Committee sought assurance that the work of the previous Cardiff Partnership Board, particularly the detailed needs assessments that have previously been undertaken, would be preserved. Members also felt it would be important to the success of the Public Services Board arrangements that the achievements of the Cardiff Partnership Board's non-statutory partnership working be captured and incorporated in future partnership working in the city.

Members of the Committee were advised that the legislative specification of 'Statutory Members' and 'Invited Members' to the Public Services Board does not preclude the initiation of other partners, including representatives from Cardiff's faith communities, and that they will be engaged with on an ongoing basis.

The Committee noted the 7 national Well-being Goals did not include any explicit reference to education, learning and skills and questioned how this area was incorporated.

The Committee was advised that effective education, learning and skills were critical to two of the Cardiff What Matters Outcomes 'Cardiff has a thriving and prosperous economy' and 'people in Cardiff achieve their full potential'.

Members asked what diagnostic tools and performance data was being used to develop the Liveable City report and Well-being Assessment.

The Board is leading the development of the assessment of well-being in Cardiff, which will build on the previous What Matters needs assessment. The results of this assessment will inform the Public Services Board's priorities going forward and drive the Well-being Plan for Cardiff.

The Committee was advised that data from a variety of sources was being used, including quantitative, such as census data and Core Cities comparative data, and qualitative, such as Ask Cardiff data. Some data would be available to a Neighbourhood Partnership level.

Members asked about lines of democratic accountability.

The Committee was informed that the Well-being of Future Generations Act set out specific requirements in terms of approval of the Well-being Plan through a meeting of Full Council, and partners' governance arrangements, as well as a specific remit for Scrutiny.

Members of the Committee asked what the position was if partners did not participate fully. The Committee was advised that early participation has been very strong across the range of partners involved which is further testament to the strength of and commitment to partnership working in Cardiff. The Committee was advised that an independent challenge advisor was in place to work with partners, and part of the Adviser's remit would be to ensure any potential barriers to participation are removed. It was noted that significant issues in this area could also be escalated to Welsh Government but there was no expectation that this would be necessary.

The Committee was of the view that to date some partners had been more visible than others in their offer and that it would be critical to ensure all partners can participate fully. Members were interested to hear the Board had appointed an independent challenge advisor, which was seen as a useful approach and asked to be provided with the Term of Reference for the position. This was seen as an opportunity for the Adviser to engage with the Committee to support them in carrying out their statutory role.

The Committee raised the concern that the requirements of the Well-being for Future Generations Act and the Public Services Board could be approached as a 'tick box' exercise in order to prove compliance with the legalisation without effecting any genuine change. In response it was emphasised that the Cardiff Public Services Board's approach to the requirements of the Act is focused on ensuring an outcomes-focused approach that will ensure working in partnership adds value for the residents of the city.

Members were aware of the Future Generations Commissioner's expectations of a culture change in how decisions about the delivery of local services were made. The Committee was keen to establish how Cardiff citizens would feel this culture change and how the organisation would achieve culture change.

RESOLVED: At the conclusion of the meeting the Committee discussed the evidence presented, following which they tasked the Chairperson of the Policy Review and Performance Scrutiny Committee to write to the witnesses to thank them for attending the meeting and set out the comments made by Members (letter attached)

32 : STATUTORY ANNUAL IMPROVEMENT REPORT 2015/16

The Committee welcomed the following:

- Councillor Graham Hinchey, Cabinet Member Corporate Services & Performance
- Christine Salter, Corporate Director Resources
- Joseph Reay, Head of Performance & Partnerships

The Chairperson advised the Committee that this item gave Members the chance to examine the Council's Annual Statutory Improvement Report 2015-16, prior to its submission to Cabinet on 13 October 2016. The Council was required under the

Local Government Measure to publish its Improvement Objectives and how it planned to achieve them. The document provided a retrospective summary evaluation of performance for 2015-16.

The Chairperson invited Councillor Hinchey to make a statement.

Councillor Hinchey drew attention to the National Strategic Indicators and Performance Accountability Measures included in the report, stating that the Council's performance against these indicator sets made it the 3rd most improved Council in Wales. Substantial improvement could also be seen in the financial resilience and performance monitoring framework. The Organisational Development Programme was developing specific projects and supporting change throughout the organisation. Employee Roadshows were continuing to play a major part in staff engagement and development, including the 'Make the Difference' campaign. Financial pressures were visible but progress overall was evident.

The Chairperson invited the Committee to ask questions.

The Committee drew attention to the Improvement Objectives and asked for clarification as to how they fit into the overall governance architecture of the Council. In response the Committee was advised that the Improvement Objectives are each linked to one of the Council's four Corporate Plan Priorities.

Members of the Committee were keen to have an understanding of what had been achieved against the What Matters Outcomes. In response the officers advised that the What Matters Strategy was the strategy for the City as a whole and therefore delivered through Cardiff's partnership mechanisms. The Improvement Objectives and the four Priorities they relate to represent the Council's contribution to achieving the aims of the What Matters Strategy.

The Committee drew attention to the Organisational Development Programme designed to reshape the Council in response to a range of critical challenges, including its financial position, and asked when evidence on this change would be brought forward. Members were advised the Organisational Development Programme undertook an independent assessment of work in-house which had previously been reported to the Committee. Members were advised that the Organisational Development Programme would be undergoing an external review in 2017 and that the Committee would be a key stakeholder in this process. Members were also advised that an analysis of the effectiveness of the Organisational Development Programme would be a feature of a robust review process. The Committee was advised that work would be undertaken to plan for the future in parallel to this process, to ensure the Council is positioned in the best possible space to meet the challenges posed by factors such as population growth and demographic change.

Members felt that the robustness of the target setting process was unclear. Members were advised that target setting was ongoing priority being addressed by joint working between the Corporate Performance Team and performance leads within directorates.

Members were concerned the report failed to reflect progress being made in some areas; for example, housing waiting list targets were not referred to and strong progress was not evident.

The Committee was advised that it is necessary to balance the overall resource base of the Council the varied needs of the communities we serve. The Wales Audit Office had made a recommendation to improve performance and the Organisational Development Programme was supporting and developing the way forward.

The Committee acknowledged the improvement made in several key areas, but expressed a desire to see greater detail in accounting for the Council's overspends.

RESOLVED: At the conclusion of the meeting the Committee discussed the evidence presented, following which they tasked the Chairperson of the Policy Review and Performance Scrutiny Committee to write to the witnesses to thank them for attending the meeting and set out the comments made by Members (letter attached)

33 : DATE OF NEXT MEETING

15 November 2016

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg