

**CITY AND COUNTY OF CARDIFF**  
**DINAS A SIR CAERDYDD**

**POLICY REVIEW & PERFORMANCE**  
**SCRUTINY COMMITTEE**

**15 November 2016**

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**2016-17 QUARTER 2 PERFORMANCE REPORT**

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**Reason for this Report**

1. To present the City of Cardiff Council's performance report for Quarter 2 (July to September) of the 2016-17 financial year, providing the Policy Review and Performance Scrutiny Committee with an opportunity to monitor performance. The Performance Report for Quarter 2 2016-17 is attached at **Appendix 1**.

**Background**

2. The Council's Performance Management Framework includes the production of quarterly performance reports designed to provide an overview of Directorate performance. Effective scrutiny of performance is an important component of the Framework as it provides the opportunity to challenge performance levels, and helps the Council reprioritise efforts to secure the delivery of the Council's priorities and targets.
3. Each Quarter the Policy Review & Performance Scrutiny Committee receives the overall performance report for the Council prior to the report going to Cabinet, while other Scrutiny Committees receive the reports of those

Directorates that fall within their terms of reference. The Policy Review & Performance Scrutiny Committee's role is twofold:

- To consider the overall performance of the organisation and the actions being taken to ensure that agreed targets and commitments are delivered.
- To scrutinise the performance of the services that fall under the terms of reference of the Committee. This includes the performance of four Directorates: Corporate Resources; Governance & Legal Services; property elements of Economic Development; and customer elements of Communities, Housing & Customer Services.

### **Performance Overview**

4. As in Quarter 1, the Performance Support Group identified performance issues of strategic importance for discussion at the relevant SMT meeting. These conversations have informed the content of this report.

### **Quarter 2 Performance Report Structure**

5. The Council's framework for Performance Management reporting is currently under review as part of a project within the Organisational Development Programme. The structure of the quarterly report represents a continuing evolution of the Council's performance management framework, and is the result of continuing stakeholder engagement and project work.
6. To provide consistency with the previous reporting format, this report still provides an analysis of performance for each Directorate, but the format has been changed to ensure a more accessible and focused examination of the Council's performance.
7. The current report contains the following sections for each Directorate:

Key Performance Indicators (PIs); Progress against Improvement Objectives; Progress against Corporate Plan commitments; and key challenges & achievements.

8. The report is accompanied by a Council Overview Scorecard. This Scorecard is designed to give an at-a-glance picture of the health and effectiveness of the organisation. The Scorecard covers four key areas:
  - Financial
  - Customer
  - Internal Processes
  - Learning & Growth.
9. The specific contents of each area of the Scorecard will vary from quarter to quarter in order to highlight the most important issues and achievements in relation to these four topics.
10. However for this Quarter, in response to the Committee's request, the reporting arrangements have developed further and a Scorecard has been produced for each of the Council's Directorates. This provides Members with an at-a-glance picture of each service area, in addition to the Corporate Scorecard. The intention is that strategic scrutiny and challenge of the Council's performance is made more effective as accessibility to the key messages is improved.
11. In view of this Committee's remit to consider the overall performance of the organisation and the actions being taken to ensure that agreed targets and commitments are delivered, the seven Scorecards attached at **Appendix 1** should enable effective Scrutiny.
12. For clarity the papers attached to this report that make up **Appendix 1** are as follows:
  - a. Council Overview Scorecard Quarter 2 2016-17
  - b. City Operations Scorecard 2016-17
  - c. Communities Housing & Customer Services Scorecard 2016-17
  - d. Economic Development Scorecard 2016-17

- e. Education & Lifelong Learning Scorecard 2016-17
  - f. Social Services Scorecard 2016-17
  - g. Resources Scorecard 2016-17,
13. The full quarter 2 report remains available to Members should they wish to look behind the high level picture, and can be accessed [here](#).

## **SUMMARY OF KEY ISSUES – COUNCIL OVERVIEW SCORECARD**

14. Members' attention is drawn to the following key issues highlighted in the Council Overview Scorecard:

### **Sickness Absence**

15. Sickness levels in all areas of the Council are projected to exceed each Directorate's target, given Quarter 2 Performance outturn.
16. There has been a spike in sickness in Leisure Services in relation to the transferral to the Alternative Delivery Model.
17. HR colleagues have been working with staff across the Council to deliver face-to-face training to managers, and provide policy advice and skills development.
18. The Chief Executive will meet with relevant Directors, Assistant Directors and Operational Managers to focus in on key sickness performance issues and provide the appropriate level of corporate oversight to these challenges.
19. Actions arising from the Quarter 2 Star Chamber include a review of previously agreed actions regarding sickness absence, particularly in relation to Social Services and City Operations. A review of sickness absence will also be conducted in Culture and Arts venues ahead of the Alternative Delivery Model (ADM) decision. An update will also be sought in relation to Social Services Domiciliary Care policy, to include clarification of 48/72-hour

refrain from contact with clients, in relation to Diarrhoea and Vomiting advice from Public Health.

## **Budgets**

20. Directorate Budgets are projected to be overspent by £6.643 million, which primarily relates to Social Services (£5.581 million) and City Operations (£771,000). It is anticipated that continued management actions will result in a further reduction by the year end. Collective Directorate performance in achieving savings proposed for 2016-17 is currently projected at 79%, with Communities, Housing and Customer Services at 68% and Resources at 92%. In addition, there is a representation which breaks down the spend for each directorate across staff costs, overtime and agency, which shows that spend is broadly in line with the budget assumptions for the first six months of the year.

## **Information Requests**

21. Compliance rates continue to increase, with 92.32% of information requests responded to within the prescribed timeframes, compared to 88% in Quarter 1.

## **Customer Insight**

22. Customer satisfaction with Library and Hub services remains high at 99%. Customer satisfaction regarding calls to C2C also remains high with 96% satisfaction for calls handled in English and 100% satisfaction for calls handled in Welsh. There has been a slight decline in customer satisfaction with calls to the Repair Reporting Line, from 91% in Quarter 1 to 86% in Quarter 2.
23. 61.1% of parking permit applications and 75.9% of requests for caddies and extra bags were made online.

24. There has been a 12% decrease in Complaints from 425 in Quarter 1 to 374 in Quarter 2; 94% were responded to within 20 days.

## **SUMMARY OF KEY ISSUES – DIRECTORATES**

### **City Operations**

25. Following improved performance in Quarter 1, there has been further improvement in the time taken to determine the outcome of both Major and Householder planning applications. The Quarter 2 Performance of both indicators is above target and far exceeds outturn at this point last year.
26. Following continued service focus in relation to Neighbourhood Services, notably street cleanliness, performance has improved significantly, with 98% of highways and relevant land of an acceptable standard of cleanliness. Performance is significantly above target and far exceeds outturn at this point last year.
27. There remains a projected overspend associated largely with the Leisure ADM savings shortfall and, as before, removing this from the position results in an overall underspend for the Directorate. There are additional savings shortfalls relating to planned restructures and digitisation but these are mitigated by overachievements against certain savings proposals as well as income from charges, concessionary fares travel reimbursement and Bereavement Services.

### **Communities, Housing and Customer Services**

28. The average number of calendar days taken to deliver a Disabled Facilities Grant has improved to 188 in Quarter 2, compared to 215 in Quarter 1. The year to date position is 200 calendar days which is a reflection of the additional capital injected into this area. Performance is projected to meet the annual target of 220 calendar days.

29. Actions arising from the Quarter 2 Star Chamber include working with colleagues from other Welsh local authorities to develop a report giving a joint position on a sustainable future model for Disabled Facilities Grants. A proposal will also be developed to create 'handy man' services to support the Disabled Facilities Grant service and related expansion of Community Maintenance Services (CMS), with a view to enabling the creation of apprenticeships and traineeships. Figures will also be made available in relation to equipment that has been reused or recycled.
30. The Learning for Work Adult Community Learning courses have received 2,494 enrolments to date, with most courses filled to capacity. The provisional success rate for the academic year 2015-16 is 94%, an improvement compared to 87% in the academic year 2014-15. The percentage of Into Work Service users who feel more 'job ready' as a result of completing a work preparation course remains high at 99% and performance is above target and consistent with the outturn at this point last year.
31. The STAR Hub opened to the public on 26 September and the Fairwater official launch was held on 15 July, with both Hubs offering library provision, ICT access and a range of advice services. The number of visitors to Libraries and Hubs has increased in Quarter 2, particularly to the Central Library Hub, which encourages more people to access the facilities available in the city centre.
32. To address the impact of Welfare Reform, affordability assessments have been undertaken to ensure that tenants are aware of future financial implications. A Red/Amber/Green (RAG) vulnerability assessment tool has also been developed for use alongside partners to prioritise help for those affected by the Benefit Cap. Work is being carried out with Social Landlord partners to identify more ways in which those under the age of 35 and affected by the Benefit Cap can be assisted.

33. The average number of calendar days taken to let lettable units of permanent accommodation during the financial year has improved to 82; however, this still represents significant underperformance against a target of 70 calendar days, but exceeds the outturn at this point last year. The number of empty properties is now at the lowest level since Quarter 3 of 2012-13 and rent loss through voids is reduced.
34. Despite savings shortfalls relating to implementation of the Alarm Receiving Centre and roll-out of the Libraries and Hubs strategy, the Directorate has a projected underspend. Contributing to this is additional income from renovation grants and administration fees, as well as underspends on supplies and service budgets.

### **Economic Development**

35. The Central Square regeneration project is progressing well and Number 1 Central Square is fully occupied. Construction has commenced on Number 2 and the BBC HQ construction is now above ground. Work has also commenced on building Number 3 Capital Quarter, which will provide an additional 75,000 sq. ft. of Grade A offices. To date, 231,000 sq. ft. of Grade A office space has been committed for development in Cardiff, which is significantly above target and exceeds outturn at this point last year.
36. Service improvement plans have been completed for key work streams within the Commercialisation project including Recycling Waste services. A review is also being undertaken in relation to new commercial waste recycling packages and pricing structures, exploring business cases for new services with neighbouring authorities. At the time of writing, draft Quarter 2 figures for recycling and waste sent to landfill indicate that we are on track to meet our targets.
37. Although the Directorate has experienced shortfalls against savings targets, largely associated with Office Rationalisation and City Centre Management, a balanced position is being projected. Overspends have been offset in part by additional income from advertising and City Hall functions and also reduced



spending on Cardiff Branding and Workshop NDR costs. St. David's Hall and the New Theatre also continue to project a balanced position; however this will be closely monitored as the Arts and Cultural Venues ADM progresses this year.

38. The recently-formed Commercial Services has a projected underspend despite savings shortfalls in areas including digitisation, depot security and vehicle rationalisation. Additional pressures have been experienced through increased operating costs in Recycling Waste Services but there has been mitigation from additional income, operational savings and savings on unfilled posts, as well as a projected surplus within Facilities Management.

### **Education and Lifelong Learning**

39. The difference in performance of pupils eligible for free school meals (eFSM) and pupils not eligible for free school meals (nFSM) has continued to reduce at each Key Stage, with the smallest difference in the Foundation phase. However, although the gap in attainment is reducing, there are still marked variations between the performance of eFSM pupils and their peers, particularly at Key Stage 4. The Central South Consortium is implementing a 'Closing the Gap' strategy to support improved attainment of vulnerable groups.
40. The six secondary schools involved in the Schools Challenge Cymru Programme all showed improvements in the Level 2+ threshold at Key Stage 4, although performance remains low in the three lowest-attaining schools.
41. Action arising from the Quarter 2 Star Chamber is to work with Welsh Government to ensure that transitional funding is put in place for relevant schools following cessation of the Challenge Cymru programme.
42. The Youth Service and Careers Wales have been working together to provide transitional support to Year 11 pupils who are identified by the Vulnerability Assessment Profile (VAP) Tool as at risk of not making a

successful transition post-16. At the time of writing, figures are awaited from the Careers Wales Destinations Survey that closed on 31 October.

43. In conjunction with Cardiff and the Vale College, 59 young people from Cardiff schools have been offered places on the Junior Apprenticeship Programme for the 2016-17 academic year. 20 pupils are in Year 11 and will follow a one-year programme, with the remaining 39 in Year 10 who will follow a two-year programme. Further work will be carried out to map out the range of apprenticeships and traineeships available both within the Council and other public and private sector organisations.
44. Actions arising from the Quarter 2 Star Chamber include ensuring there is strong commitment to supporting apprenticeships and traineeships through the Council's Corporate Planning arrangements and Workforce Strategy, to include Directorate-led traineeships. An action plan is also to be developed with partners for the whole city, with clear targets that relate to the Council's contribution to the Welsh Government's national target for apprenticeships.
45. Out of County placements and education outside the school environment continue to represent significant factors in savings shortfalls within Education. Alternative funding sources for staffing costs and increased income in Schools Catering have helped alleviate these deficits, allowing the Directorate to maintain a balanced position.

### **Governance and Legal Services**

46. The Welsh Language Commissioner to date has received ten complaints in relation to alleged breaches of the Standards. The Commissioner's draft decision is that we rectify the situation within 28 days of receipt of the final decision. We are currently responding to the draft decision and the Bilingual Working Group continues to review the investigations on a quarterly basis.
47. Unachieved savings in Legal Services from previous years continue as the underlying reason for a projected overspend in the Directorate, although they have been partly offset by staff vacancies, notably the interim

Monitoring Officer arrangements earlier this year. Other sections within the directorate, such as Democratic Services and Bilingual Cardiff, are projecting either balanced positions or minor variances.

## **Resources**

48. Collection of both Council Tax and Non-Domestic Rates are classified as Amber with both results slightly lower than at this point last year. The collection rate is being monitored carefully and there is continuing emphasis on prompt reminders being sent.
49. Resources has a projected underspend in spite of shortfalls against savings targets and other in-year pressures including reduced CardiffWorks income and increased expenditure in Revenues. Underspends relating to staff vacancies, particularly in Performance & Partnerships, Finance and Human Resources, more than mitigate the overall position.

## **Social Services**

50. Social work vacancies remain a concern with performance significantly above target and exceeding outturn at this point last year. Use of the Council's social media platforms has had a positive impact, with 12 offers of appointment in July and August, and anticipated start dates in Quarter 3.
51. The Multi-Agency Safeguarding Hub (MASH) is now fully operational and will help to address some of the increase in Children's Services cases. Early evidence suggests that our response to the safeguarding of children and adults is improving.
52. Feedback from looked after children and young people shows a high level of satisfaction with the support they receive, however, some concerns have been raised in relation to housing, social work / personal adviser support. Admission to the looked after system was avoided for children from 157

families through the work of the preventative initiative Family Group Conferences.

53. There are general care capacity issues across Cardiff within the domiciliary and nursing care home market, along with a shortage of paid carers. A number of engagement sessions have taken place both within and outside Cardiff with Care Providers to encourage growth in this area.
54. A recent benchmarking report has identified a 47% reduction in Delayed Transfers of Care (DToC) for Social Care reasons in the period April to August 2016-17, when compared to the same period last year. A review of DToC in Cardiff and the Vale Health and Social Care community, issued in September 2016 by the Wales Audit Office, concluded that 'partners are working well together to manage DToC, whilst realising their plans for a whole systems model'.
55. Social Services has a projected overspend, resulting mainly from savings shortfalls in both Adults' and Children's Services. Significant additional pressures in Adults' Services include increased costs of and demands for domiciliary care, while there have been underspends in relation to residential care and staff budgets. In addition to savings shortfalls, the overspend in Children's Services has been impacted further by agency and external fostering costs, with some mitigation delivered by savings on guardianship orders and internal fostering and adoption budgets.

### **Overview of Previous Performance Scrutiny**

56. The Committee agreed during its Work Programming for 2016/17 that the full Committee would monitor performance quarterly. Two Members agreed to represent the Committee in performance management reporting matters
57. The Committee has acknowledged that the Council is in the process of refreshing its performance management reporting arrangements. It continues to enjoy improved lines of communication on performance matters and increasing support for the internal challenge of Council

performance. Meaningful engagement with the Committee's performance representatives is benefitting the continued development of the Council's approach to Performance Management

58. Following its scrutiny of Quarter 1 2016/17 performance the Committee's overarching view was that the refreshed quarterly report remained complex and heavy going. Members considered the report was still of a size that made it difficult to find the bottom line. Members were clear that the Council's Q2 report must address the need for greater simplification and whilst the reduction of a 10 page report to a 2 page Scorecard was commendable Members felt the need for an 'in-between' report, more detailed than the Scorecard summary but less weighty than the current full report. The Committee suggested that a one page summary for each Directorate would usefully sit behind the Scorecard.
59. In response, the Performance Reporting Project team was tasked with developing a reporting format specifically for the Policy Review & Performance Scrutiny Committee that met the criteria outlined above, with the proviso that any product developed for this purpose would need to be consistent with the Council's overall reporting framework and not run contrary to other developments in this area.
60. Members considered that robust work was required on target setting, comparing quarterly results, and not just annual results, and there was a need for consistency in finance and performance reporting in respect of target setting.
61. Members reiterated that the report needed to do two jobs, firstly enable them to perform their ward Councillor role, and secondly enable them to hold the Cabinet to account, suggesting that an option of online 'drilling down' would be useful both for Members and for the public.
62. In response the Committee has been advised that one of the work streams within the Reporting project is focused on developing the ways in which the Council reports its performance to the public and other, wider audiences, including staff who are not Performance Management specialists. The initial

focus will be on developing accessible reporting formats that focus on key performance information, for example developing infographic representations of specific performance indicators. This will enable the Council to develop a more compelling narrative of the Council's performance and help ensure accountability.

63. The next phase of this work stream will focus on making the majority, if not all, of the Council's performance information available to any member of the public with a specific interest in performance issues, with a view to creating an online portal which has a 'top layer' of easily accessible narrative and infographic-driven performance information, underpinned by a second layer of more detailed performance information. This would provide the 'drill down' function requested by the Committee. Any online portal would be equally accessible to staff, Elected Members and the wider public.
64. The Committee has previously commended the Council's sickness absence outturn for 15/16 and were therefore concerned at the quarter 1 16/17 sickness figures. Members noted the Council's preference for a 'stretch' annual target for sickness even if it is missed;
65. Members were concerned that, despite targeting head teachers and governing bodies, the Council is unable to influence schools in tackling sickness absence. and suggested it reminds governing bodies that they offer a service whereby governors can gain access to sickness information

## **Way Forward**

66. Councillor Graham Hinchey (Cabinet Member for Performance & Resources) has been invited to attend for this item. Joseph Reay (Head of Performance & Partnerships) has also been invited to present the report. Sarah McGill, Director Communities, Housing and Customer Services, will also be in attendance to answer Members questions.

## **Legal Implications**

67. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

68. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with

recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to:

- Note the contents of the report attached at **Appendix 1**;
- Consider whether the Corporate and Directorate Scorecard approach provides the Committee with the tools to fulfil its overview responsibilities;
- Consider whether it wishes to refer any comments or concerns to the Cabinet Member with responsibility for Council Performance.

**Joseph Reay**

Head of Performance and Partnerships

9 November 2016