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**WALES AUDIT OFFICE CORPORATE ASSESSMENT AND ORGANISATIONAL  
DEVELOPMENT UPDATE**

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**Reason for the Report**

1. The Wales Audit Office (WAO) Corporate Assessment of the City of Cardiff Council, which reported in September 2014, made a formal Proposal of Improvement that the Council should ensure that its Organisational Development Plan, which was established in May 2014, should resolve the range of issues identified by the Assessment.
2. The Committee has agreed to concentrate a significant portion of its 2014/15 work programme to scrutinising the various Organisational Development work-streams as well as the overall delivery of the Organisational Development Programme, prior to the return of the Wales Audit Office in summer 2015 to conduct a follow up inspection. The Committee has also agreed to scrutinise other issues raised by the Corporate Assessment, such as the delivery of the 2014/15 budget proposals, the preparations for the 2015/16 budget, and the Council's management of its land and property.
3. This item gives the Committee an opportunity to assure itself of the Council's progress in responding to the findings of the Auditor General via the Organisational Development Programme, before the WAO returns to conduct a further inspection of progress in July 2015.

**Background**

4. The Wales Audit Office undertook its Corporate Assessment of the Council in the spring of 2014, via fieldwork and desk-based reviews. The Assessment sought to

answer the question: 'Is the Council capable of delivering its priorities and improved outcomes for citizens?' The conclusions of the Assessment were that:

- Fragmented leadership and management have meant that weak performance in key service areas has not improved;
- The Council has identified what it wants to achieve for its citizens but has lacked an effective means of delivery;
- Some processes intended to ensure good governance have not been implemented, leading to inefficient decision-making processes and a lack of transparency;
- Whilst there have been some recent changes, performance management has failed to consistently secure improvement in the past;
- Although the Council ensures a balanced budget, prospects for achieving proposed savings in 2014-15 are uncertain and the anticipated level of future funding means current methods of service delivery are unsustainable;
- Corporate human resource arrangements are founded on positive practice but are not being implemented consistently;
- The Council is improving its use of information technology and its information management arrangements;
- The Council is not managing its land and property assets well;
- The Council engages well in its collaboration with others and is able to demonstrate improved outcomes for citizens.

5. The Organisational Change Cabinet report presented for approval in May 2014 set out that in order to support the level of change required in the Council, 'a more consistent, engaged and evidence based approach to how the Council assesses, plans and reviews' the delivery of its services should be taken.<sup>1</sup>

6. In order to meet the challenges facing the Council and to progress the Cooperative Council agenda, the Cabinet report established a new organisational model for the Council based on cooperative principles, to be delivered via the creation of a three-

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<sup>1</sup> Establishing a Programme of Organisational Change for the City of Cardiff Council Cabinet report, 15 May 2014, available on the Council's website at: [https://formerly.cardiff.gov.uk/committeebrowser.asp?\\$state=meeting&\\$committee=12950&\\$meetingdate=15/05/14](https://formerly.cardiff.gov.uk/committeebrowser.asp?$state=meeting&$committee=12950&$meetingdate=15/05/14)

year Organisational Development Programme ('OD Programme'). The Cabinet report asked for approval to allocate staff resources to the OD Programme from within the 2014/15 budget framework to give priority to these proposals. A budget of £1.039 million is in place for this financial year, as well as an earmarked reserve of £700,000 which was established as part of the 2014/15 budget for 'one-off funding to enable technical, professional and specialist support where required'. Given the level of investment in the programme, Members of this Committee requested further details of the resource allocation when it considered the draft Organisational Change Report in May 2014.

7. The OD programme as established in May 2014 comprised five separate programmes, each including several smaller projects, as follows:
  - Strategic Commissioning
  - Customers and Community Focus
  - Assets/Infrastructure
  - Governance and Member Participation
  - Engagement and Improvement.
  
8. The Programme structure created to deliver the Programme of Organisational Change in May 2014 is set out at **Appendix A**. The proposed measures of success, objectives and milestones for each of these Programmes as set out in May 2014 are attached at **Appendix B**. A letter sent to the Council Leader following this Committee's scrutiny of the draft Cabinet report on the Programme of Organisational Change on 2 May 2014 is attached at **Appendix C**. The response is at **Appendix D**.

## Issues

9. In a presentation given to the Audit Committee on 8 December 2014, the Chief Officer Change & Improvement updated Members of that Committee on a revised Programme Delivery structure.<sup>2</sup> Attached at **Appendix E**, Members will find a briefing paper from the Chief Officer Change & Improvement, updating Members on

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<sup>2</sup> Papers are available on the Council's website at:  
[https://formerly.cardiff.gov.uk/committeebrowser.asp?\\$state=meeting&\\$committee=9117&\\$meetingdate=08/12/14](https://formerly.cardiff.gov.uk/committeebrowser.asp?$state=meeting&$committee=9117&$meetingdate=08/12/14)

arrangements for the management of the Organisational Development Programme, and setting out progress in delivering the Programme to date.

### **Scope of the Scrutiny**

10. The Wales Audit Office observed in its September 2014 Corporate Assessment of Cardiff Council that different Council Committees were at risk of duplicating effort when they periodically considered the same reports, and spelt out the importance of clarity of purpose in undertaking audit or scrutiny of these reports within the specific terms of reference of the individual Committee considering the item.

11. The Council's Audit Committee received a paper on this subject on 8 December 2014. The Committee's requirement for considering this matter was set out as seeking assurance, as part of that Committee's role to provide high level focus on assurance and the Council's arrangements for governance, managing risk, maintaining an effective control environment, and reporting on financial and non-financial risk, that:

- Concerns raised in the WAO Corporate Assessment will be addressed as part of the OD Delivery Plan;
- Sound financial controls are in place, with robust evaluation of investment decisions and effective monitoring of expenditure and savings;
- Senior management are held to account for ensuring all officers understand and fully comply with Council rules and policies;
- The OD Plan is on track to deliver, with milestones being met and savings realised;
- The governance framework for change is robust, with appropriate management of risks and issues;
- Improvements to the performance management framework meet the changing needs of the Council;
- Lessons learned from other public bodies and internal change are being used to mitigate risk across the OD Programme.

12. This Committee's terms of reference empower the Committee to scrutinise: the way the Council manages its performance and improvement; how effectively the Council is implementing its policies; and to monitor the effectiveness of the Council's systems of

financial control, administration and human resources. This item therefore gives Committee the opportunity to exercise this power by holding the Cabinet Member and officers to account for their delivery of the milestones set out for the Programme of Organisational Change in May 2014, and in addressing the findings of the Wales Audit Office's September 2014 Corporate Assessment. Members may wish to relay any observations on the briefing paper attached at **Appendix E** and on the Council's effectiveness to date in delivering the Programme of Change, as well as any suggestions on how to optimise that delivery in the coming months.

### **Way Forward**

13. Councillor Graham Hinchey, Cabinet Member for Corporate Services and Performance has been invited to attend for this item and may wish to make a statement. The Chief Executive, Paul Orders, and Martin Hamilton, Chief Officer Change & Improvement, will be in attendance to answer Members' questions.

### **Legal Implications**

14. 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 of 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**

15. 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**

16. The Committee is recommended to:

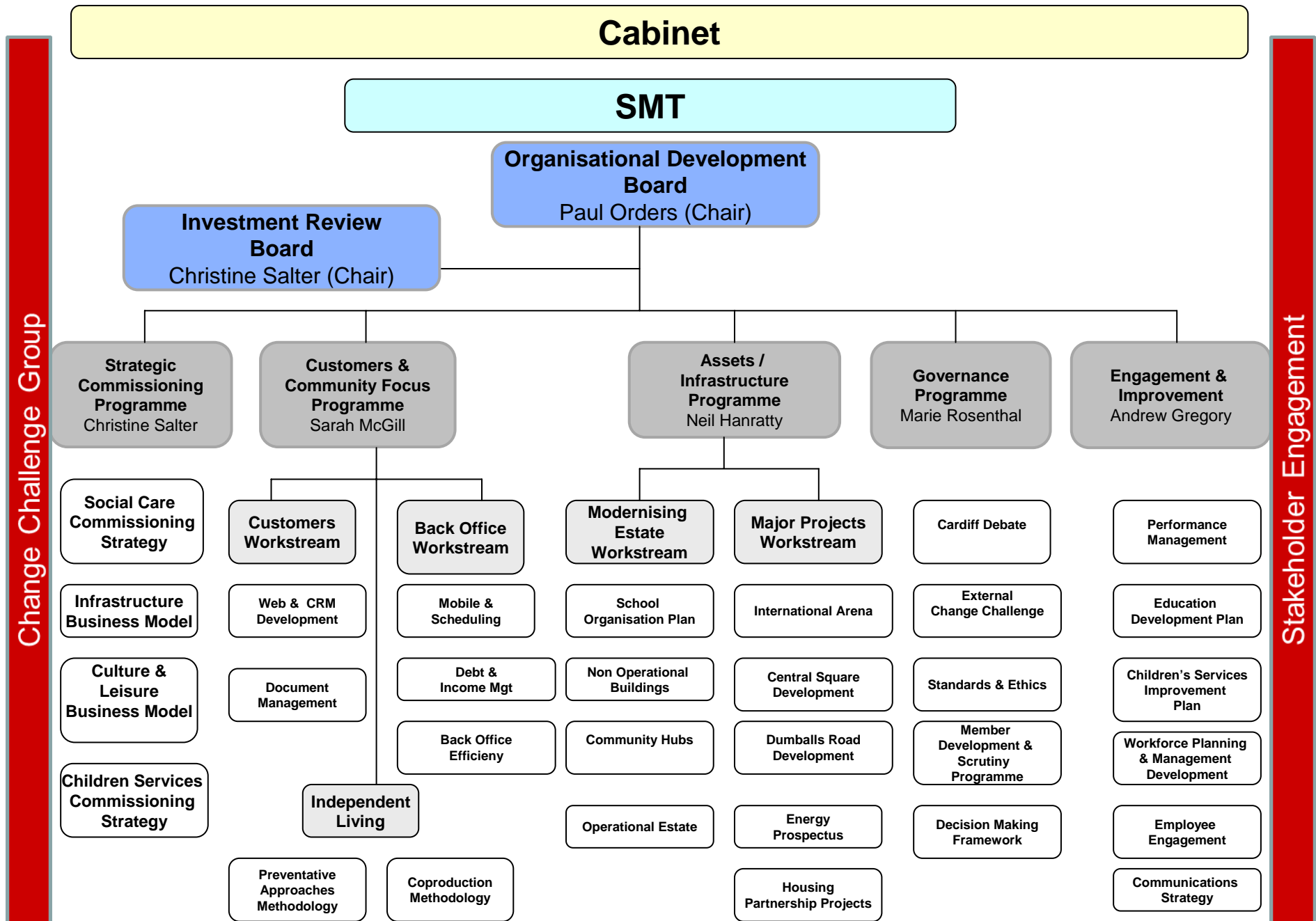
- i. consider the information presented in this report and at the meeting;
- ii. decide whether it wishes to make any recommendations to the Cabinet.

## **MARIE ROSENTHAL**

County Clerk and Monitoring Officer  
30 December 2014

Background papers:

- *“Establishing a Programme of Organisational Change for the City of Cardiff Council”* Cabinet report, 15 May 2014
- Wales Audit Office Annual Improvement Report including the Corporate Assessment 2014 The City of Cardiff Council, September 2014
- Wales Audit Office Corporate Assessment Cabinet report 18 September 2014
- City of Cardiff Council Audit Committee cover report on the Programme of Organisational Change and Wales Audit Office Corporate Assessment, 8 December 2014.



Appendix 3: ODP Structure

Version 2.1 April 2014

**Organisational Development Programme 2014 - 17**

The Organisational Development Programme identifies the key enablers through which the Council will reposition its approach to understanding and meeting citizen needs. This approach will be central in meeting the challenges facing the organisation. The Organisational Development Programme will establish a new understanding of customer needs, and of the merits of different options to meet those needs. We will establish a strong culture of communication and engagement with employees, with members and with customers and citizens. This culture will underpin a sustainable and responsive approach to service delivery. We will also establish a new ethos of robust performance challenge and analysis to allow poor performance to be understood and addressed. Equally it will allow good performance to be recognised and celebrated whether at service, team, or individual level. We will establish a new dynamism to our asset and infrastructure management, to make the most creative and efficient use of both Council, and partner, property holdings.

These enablers will be aggressively exploited to deliver real improvements in outcomes secured for Cardiff's residents, businesses and visitors, and ensure that Cardiff's position as a leading UK & European city is secure. Specifically, the outcomes sought from the programme are:

- Reduced operating costs, to address rapid fiscal consolidation;
- Improved outcomes across the Council and in key improvement priorities, to address current performance weakness;
- Improved demand management & reduced failure demand, to more efficiently address the increasing demand for services;
- Delivery of key infrastructure projects to accelerate Cardiff's development as a European Capital City.
- Development of effective partnership & collaborative working, where that fits with our other objectives.

The Programme delivers key enabling tools to be implemented in a planned way across the Council, focussing our change and improvement resources in order to secure real and sustained impacts on areas which have been prioritised for change and improvement. The factors influencing prioritisation will vary. For example, some areas will be prioritised based on their potential to realise significant revenue savings, whilst other areas will be prioritised do to the current inadequacy of their performance. Initial priorities for development, each with a clear plan in place or in development, are:

- **Education** – Following the Estyn inspection in 2011, and subsequent monitoring visits, a strong improvement plan is in place to drive real change in educational attainment;

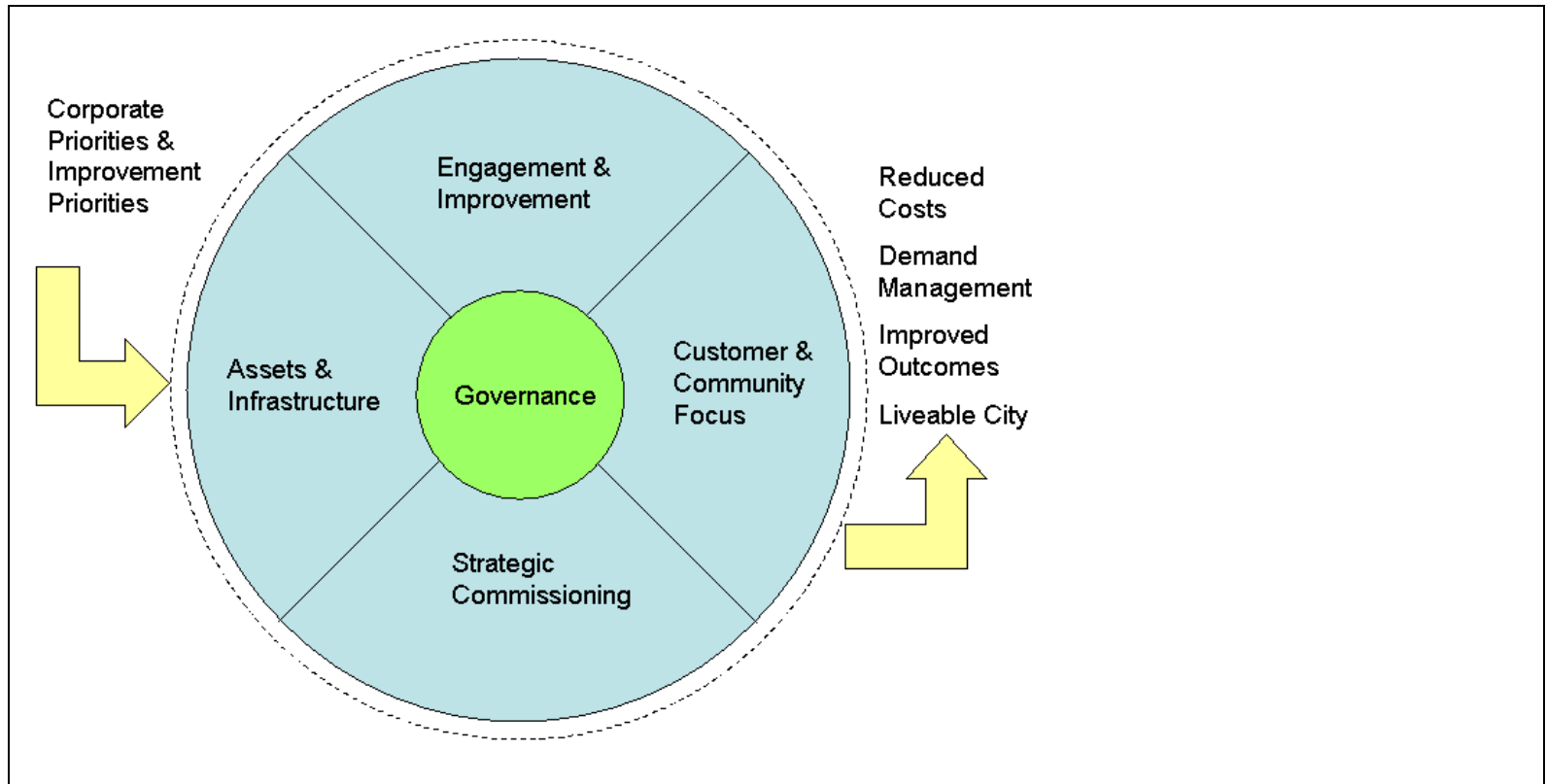


- **Children’s Services** – As a high profile service dealing with the city’s most vulnerable children, an improvement programme is being developed to ensure that we are providing the best possible service to children in need and children for whom the Council is corporate parent;
- **Health & Social Care** – A service with significant financial pressures, seeking to meet the needs of some of the city’s most vulnerable citizens through complex partnership working, action has been prioritised to enable demand management and smarter procurement of services to meet these needs;
- **Sport, Leisure & Culture** – For these discretionary services which provide a real richness to the quality of life in Cardiff, there are well established private and third sector markets for provision which would allow outcomes to be sustained at reduced cost to the council. As such, a plan is in development to evaluate and determine the most appropriate future delivery model;
- **Central Transport Services & Facilities Management** – Core support services which have each been tasked with delivering major revenue savings, these are services where financial and outcome performance is of concern, and for which there are well established markets for alternative delivery. Improvement plans will be developed which will facilitate a decision on future operating models;
- **Infrastructure Services (Highways, Waste Management, Cleansing, Parks operations)** – Essential public facing services, a plan is being developed to identify and exploit opportunities which would flow if these functions were to be provided through a different delivery model.

In addition to the above priority projects, new approaches and norms developed through this project will be used to challenge and improve the delivery of outcomes across all current council services.

**The Organisational Development Workstreams are:**

- Engagement & Improvement
- Strategic Commissioning
- Customer & Community Focus
- Assets & Infrastructure
- Governance



## **Work Stream:** Engagement & Improvement

**Senior Responsible Officer** – Andrew Gregory

**Rationale:** The Council is dissatisfied with current service performance, with too many key indicators in the lower quartile for Wales. Despite examples of good practice across the authority, performance management practice is under-developed corporately, particularly in terms of benchmarking and improvement planning. The Council needs to routinely facilitate honest, mature discussion on performance, to secure a position where our performance is understood by officers and Members, as well as by the citizens and stakeholders, and that this shared understanding informs the prioritisation of our improvement work. With reducing resources available to the Council there is an urgent need to secure a step change in this agenda in order to protect future outcomes for citizens. We recognise that that up-skilling the workforce to meet future challenges is only part of the solution – we also need to ensure that our employees feel fully engaged with their work, and have a keen understanding of the organisation's challenges and priorities in order that they may maximise their contribution to delivery.

**Success:** Indicators of success in this area will be: The values and mission statements of the Council owned, understood and role modelled; Improved performance across a range of services, seeing the Council move out of the bottom quartile in Wales: Reduced sickness absence; Improved PPDR compliance, and strong PPDR quality and year end assessments, reflecting high levels of employee ownership of their work outcomes; High levels of talented multi skilled flexible employees being retained; External recognition as an employer of choice; High demand for development opportunities linked to career progression. Reduced levels of disciplinary and grievances as managers identify engagement practice that reflect the needs of their team members and reduces disquiet and misunderstanding. Proactive communication evident in all available channels.

Objective	Action	Lead	Target Date
<p>Improve the performance of Council services in absolute terms and in comparison to other similar Councils through a comprehensive performance management programme</p>	<ul style="list-style-type: none"> <li>• Establish Council wide clarity on priorities through the production of a Corporate Plan and Cardiff Partnership Plan which are regularly refreshed to reflect in year progress and the wider socio-economic climate:               <ul style="list-style-type: none"> <li>○ Partnership Plan refresh commenced</li> <li>○ Corporate Plan refresh commenced</li> </ul> </li> </ul>	S McG MD	9/14 9/14
	<ul style="list-style-type: none"> <li>• Prepare Directorate Delivery Plans which translate the Corporate Plan, partnership priorities and improvement priorities into specific actions and measures and provide the basis for performance management</li> </ul>	All Directors	5/14
	<ul style="list-style-type: none"> <li>• Performance management arrangements developed to ensure effective and consistent challenge at service, directorate, SMT, Scrutiny &amp; Cabinet levels. To include:</li> </ul>	MH	
	<ul style="list-style-type: none"> <li>○ Support &amp; training for scrutiny and cabinet members in performance management;</li> </ul>	MH	7/14
	<ul style="list-style-type: none"> <li>○ Peer support for services to improve performance management practice;</li> </ul>	MH	5/14
	<ul style="list-style-type: none"> <li>○ Establish sufficient performance management resources within each directorate, and within the corporate team, to enable effective performance management support;</li> </ul>	MH	9/14
	<ul style="list-style-type: none"> <li>○ Develop the Council's performance management support staff to improve the consistency and impact of their work, and facilitate cross authority resource sharing;</li> </ul>	MH	9/14
<ul style="list-style-type: none"> <li>• Implement a Benchmarking strategy to enable comparison and learning</li> </ul>	MH	9/14	

Objective	Action	Lead	Target Date
	<p>with high performing, comparable, councils internationally;</p> <ul style="list-style-type: none"> <li>• Improve visibility of Council performance by developing reporting tools and capabilities including: <ul style="list-style-type: none"> <li>○ Improved electronic data access at Scrutiny &amp; Cabinet</li> </ul> </li> <li>Implementation of Balanced Scorecard reporting</li> </ul>	<p>MH</p> <p>MH MH</p>	<p>4</p>
<p>Provide targeted improvement planning and support to services in need of urgent improvement</p>	<ul style="list-style-type: none"> <li>• Establish mechanism for targeted Improvement Support</li> <li>• Secure improved education performance through the Education Development Plan</li> <li>• Secure improved outcomes for children in need and looked after children through Children's Services Improvement Plan</li> </ul>	<p>MH</p> <p>NB</p> <p>TY</p>	<p>5/14</p>
<p>Improve management effectiveness at all levels in Cardiff Council through a focused programme of development &amp; engagement;</p>	<ul style="list-style-type: none"> <li>• "Cardiff Standard" clarifying our expectations of managers in terms of skills, competencies &amp; behaviours is developed and approved by SMT</li> <li>• Cascade to all managers through group meetings</li> <li>• Establish Mandatory Development Programme covering: <ul style="list-style-type: none"> <li>• Service Improvement</li> <li>• Performance Management</li> <li>• Financial Management</li> </ul> </li> </ul>	<p>PL</p> <p>All Directors</p> <p>PL</p>	<p>7/14</p> <p>8/14</p> <p>10/14</p>

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• People Management</li> <li>• Customer management</li> <li>• Training cascade plans in place</li> </ul> <ul style="list-style-type: none"> <li>• 50% managers below OM to have received mandatory training – Compliance report to SMT</li> <li>• 100% managers below OM to have received mandatory training – Compliance report to SMT</li> </ul>		   3/15   3/16
Improve the contribution each employee makes to delivering the Council's priorities through effective management & engagement	<ul style="list-style-type: none"> <li>• All employees have PPDR Objectives agreed</li> <li>• Directorate PPDR quality samples reported to SMT</li> <li>• All employees have mid year Review</li> <li>• Directorate review quality sample reported to SMT</li> <li>• All employees have PPDR year end reviews</li> <li>• Improvement Plans in place for all "Ineffective" employees</li> <li>• 2015-16 programme to follow same cycle</li> </ul>	All Directors	5/14 6/14 10/14 12/14 3/15 4/15
	<ul style="list-style-type: none"> <li>• Establish Employee Charter, encapsulating values, roles and engagement;</li> </ul>	PL	7/14

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Set up following roadshows listening events in directorates and establish recognition process at local level:</li> <li>• Engagement approaches discussed with every manager as part of mid year PPDR review, and advice/support provided where necessary</li> <li>• Reinstate Council Wide recognition events use multi media to publicise and celebrate success – a day in the life of etc ;</li> <li>• Conduct Staff Survey to assess progress in employee engagement;</li> </ul>	<p>All Directors</p> <p>All Directors</p> <p>PL</p> <p>PL</p>	<p>7/14</p> <p>10/14</p> <p>10/14</p> <p>5/15</p>
<p>Visible leadership is established as a valued aspect of the Council's engagement &amp; improvement work.</p>	<ul style="list-style-type: none"> <li>• Senior Management Forum and the May Road shows to be lead by CEX and Directors</li> <li>• Road shows to focus on the future of the Council , engaging with employees listening to their ideas engaging in conversation , refreshing values, One Council</li> <li>• Establish specific Senior management team development</li> </ul>	<p>PL</p> <p>PL</p>	<p>5/14</p> <p>4/14</p>
<p>Safeguard future service delivery by assessing and preparing for the future skill mixes required within the Council</p>	<ul style="list-style-type: none"> <li>• Identify future skills mix required for the successful operation of a mixed economy of service provision;</li> <li>• Establish current skills mix and identify skills gap to enable workforce planning</li> </ul>	<p>All Directors</p>	

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Build workforce planning strategy</li> </ul>		3/15
<p>Improve employee, member, and stakeholder awareness of the Council's priorities, challenges and successes through effective communications</p>	<ul style="list-style-type: none"> <li>• Communication &amp; Public Engagement Strategy approved by Cabinet designed to identify and communicate the council's vision of its purpose and intended outcomes for citizens and service users</li> <li>• Implement Communication channels to improve employee engagement</li> <li>• Increase citizen participation using social media to access information about the Council</li> <li>• Develop proposals for increasing subscriber led digital communications</li> </ul>	MR	<p>9/14</p> <p>9/14</p> <p>6/14</p> <p>6/14</p>



**Work Stream:** Customer and Community Focus (C&CF)

**Senior Responsible Officer :** Sarah McGill

**Rationale:** The focus for service redesign within the Council and across the Cardiff Partnership begins with a clear understanding of the needs and aspirations of our customers and communities. Working to the principles of co-production we need to design services that are easy to access, provide the right intervention at the right time and are delivered by the most appropriate provider. Single service redesign cannot deliver the integration required to deliver these objectives. To deliver effective system change requires council services and partners to realign resources based on excellent customer and community intelligence to reduce complexity, duplication and any failure to meet demand. With reducing resources across the public sector, partner organisations need to integrate their first points of contact, assessment and back office activities into a unified, more efficient and simpler process that improves outcomes for citizens.

**Success:** Indicators of success in this area will be: Improved customer satisfaction across all client groups; unified first point of contact across a full range of channels; number of customers who can “tell us once”; number of service and partners with direct access to appropriate information; reduction in administrative and back office costs; reduction in failure demand at all levels; verified cost/ benefit information on the impact of preventative interventions to inform future commissioning activity.

Objective	Action	Lead	Target Date
Develop a range of unified channels for customer contact based on customer requirements and ensuring consistent quality.	<ul style="list-style-type: none"> <li>• Customer Relationship Management (CRM) System business case</li> </ul>	-Ross Maude	4/ 14
	<ul style="list-style-type: none"> <li>• Contract Award for CRM Detailed Design and Build</li> </ul>	-Isabelle Bignall	4/ 14
	<ul style="list-style-type: none"> <li>• First phase of CRM “Go Live” – C2C and Citizen hubs</li> </ul>		2/15
	<ul style="list-style-type: none"> <li>• CRM Unified Channel (Phone, Web, Face to Face) incl Online Transactional Self Service</li> </ul>		9/15
	<ul style="list-style-type: none"> <li>• Roll out of CRM across Directorates</li> </ul>		-2016
	<ul style="list-style-type: none"> <li>• Roll out of CRM to 3<sup>rd</sup> parties</li> </ul>		-2017

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Website Content Refresh / Mobile Enabled website</li> <li>• Website / CRM Integration</li> <li>• Council Tax Online self service</li> <li>• First point of contact integration Proof of Concept– H&amp;SC</li> <li>• Customer satisfaction performance and reporting framework agreed across full range of customer interactions</li> </ul>	<ul style="list-style-type: none"> <li>-Isabelle Bignall</li> <li>-Gary Watkins</li> <li>-Rachel Bishop</li> <li>-Isabelle Bignall / Martin Hamilton</li> </ul>	<ul style="list-style-type: none"> <li>6/14</li> <li>9/15</li> <li>6/14</li> <li>8/14</li> <li>7/14</li> </ul>
Develop a Corporate Approach to Debt	<ul style="list-style-type: none"> <li>• Unified debt management Pilot – Parking Fines and Council Tax unified bailiff process</li> <li>• Unified debt management Pilot – Council Tax and Housing Rent arrears consolidated debt process</li> <li>• Establish Corporate Approach to Debt</li> </ul>	<ul style="list-style-type: none"> <li>GW</li> <li>GW</li> <li>GW</li> </ul>	<ul style="list-style-type: none"> <li>3/15</li> <li>3/15</li> <li>2015-2017</li> </ul>
Develop a Corporate Approach to Income Management	<ul style="list-style-type: none"> <li>• Agree Income Management Policy</li> <li>• Implement new Capita income management system for first phase services</li> <li>• Review and replace chip &amp; pin payment mechanism</li> </ul>	<ul style="list-style-type: none"> <li>CS/GW</li> <li>GW</li> <li>GW</li> </ul>	<ul style="list-style-type: none"> <li>9/14</li> <li>1/15</li> <li>2014-2015</li> </ul>

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Establish standard payment process across all channels in partnership with CRM.</li> <li>• Develop citizen finance portal to management Council payments</li> </ul>	<p>GW/IB</p> <p>GW</p>	<p>2015-2017</p> <p>2015-2017</p>
<p>Reduce unnecessary spend on back office functions in order to free up as much resource as possible for reinvestment in frontline services.</p>	<ul style="list-style-type: none"> <li>• Develop a generic and repeatable process model for 1st point customer interaction &amp; service request management</li> <li>• Roll out of standardised Corporate Approach for first point of contact</li> <li>• Common and efficient approach to back office support activity</li> <li>• Roll out of common back office</li> <li>• Standardised approach to document and record management including development of 'electronic post room</li> <li>• Standard Corporate Process for managing customer interaction and customer service request.</li> <li>• End to End integration from service request to delivery of service including all back office systems'</li> </ul>	<p>-Isabelle Bignall</p> <p>-Isabelle Bignall</p> <p>-Jane Thomas</p> <p>-Isabelle Bignall</p> <p>Isabelle Bignall</p>	<p>3/15</p> <p>2015-2017</p> <p>3/15</p> <p>2015-2017</p> <p>3/15</p> <p>9/15</p> <p>2015-17</p>
<p>Principles of Co-production are understood and applied to service</p>	<ul style="list-style-type: none"> <li>• All senior managers have undertaken training on the principles of Co-production.</li> </ul>	<p>-Sarah McGill</p>	<p>9/14</p>

Objective	Action	Lead	Target Date
redesign	<ul style="list-style-type: none"> <li>Assessment of “ independent living project” against principles of Co-production</li> </ul>	-Sarah McGill/Sian Walker	3/15
Establish support for communities in developing coproduction and Community Asset Transfers.	<ul style="list-style-type: none"> <li>Establish Social Enterprise Fund for community organisations and social enterprises</li> <li>Implement 2014/15 Neighbourhood Partnership Community Fund, providing £35k for each partnership area to develop solutions to locally identified issues.</li> <li>Coordinate grant support and other funding arrangements, such as Communities First Funding and the Health &amp; Social Care Fund, to focus on locally identified priorities through the Neighbourhood Partnership approach.</li> <li>Mobilise appropriate resources within the Council- particularly by identifying key specialisms amongst the workforce- to support communities develop alternative delivery models.</li> </ul>	NH  RJ  RJ  SM	7/14  3/15  13/15  11/14
Single, unified customer and community intelligence informs future service development.	<ul style="list-style-type: none"> <li>Existing needs assessment; performance data and customer intelligence is shared and analysed to inform service and partnership activity.</li> </ul>	-SMT  -Martin Hamilton	7/14  3/15

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Data sharing protocols established to enable “tell us once” approach</li> <li>• CRM data used for service outcome analysis / failure demand and customer satisfaction</li> <li>• Customer and Community feedback built into on-going cycle of service review</li> </ul>	<p>-Isabelle Bignall</p> <p>-Sarah McGill</p>	<p>5/15</p> <p>9/14</p>
<p>Mobile Working allows service requests get to delivery with maximum efficiency.</p>	<ul style="list-style-type: none"> <li>• Mobile and scheduling technology roll out : <ul style="list-style-type: none"> <li>▪ CMS</li> <li>▪ H&amp;SC</li> </ul> </li> <li>• Further Deployment across Organisation</li> </ul>	<p>-Jane Thomas</p> <p>-Sian Walker</p> <p>-Jane Thomas</p>	<p>5/14</p> <p>3/15</p> <p>2015-2017</p>
<p>Process and methodology for impact assessment of preventative approaches established through the Independent Living project</p>	<ul style="list-style-type: none"> <li>• Impact assessment built into Independent Living project outcome requirements</li> <li>• Framework agreed to capture qualitative and quantitative impact assessment of preventative activity to reduce responsive activity.</li> <li>• Service Need and Demand Identification / Single Gateway Implementation</li> <li>• Delivery of Independent Living Project</li> </ul>	<p>-Cardiff University</p> <p>-Jane Thomas</p> <p>SMcG/SW</p>	<p>3/15</p> <p>2015-2017</p>

**Work Stream:** Strategic Commissioning

**Senior Responsible Officer** – Christine Salter

**Rationale:** Action is required to ensure that the Council has a more consistent and evidenced based approach to how it designs and delivers services to address the needs of communities and citizens and to focus on the delivery of prioritised outcomes. To achieve this the Council will need to adopt a strategic commissioning approach where we will objectively assess need, prioritise outcomes, review how best to deliver the outcomes and then consider the full range of service delivery models available. We will positively value a mixed economy of provision because it offers the best range of options to deliver the identified outcomes.

**Success:** Specification and commissioning of services based on the delivery of clear outcomes; Option appraisal of appropriate delivery models completed in a timely manner; implementation of new ways of working achieve a lower cost base for the Council;

Objective	Action	Lead	Target Date
Develop and implement the Council's Strategic Commissioning approach	<ul style="list-style-type: none"> <li>Establish a shared understanding and language with Members, Senior Management and Partners</li> </ul>	SR	6/14
	<ul style="list-style-type: none"> <li>Develop the Council's strategic commissioning model</li> </ul>	SR	7/14
	<ul style="list-style-type: none"> <li>Prepare and publish a statement of strategic intent, setting out the Council's commissioning intentions and priorities</li> </ul>	SR	9/14
	<ul style="list-style-type: none"> <li>Complete an internal commissioning capability review using the Welsh Government framework</li> </ul>	RJ	12/14
	<ul style="list-style-type: none"> <li>Review and update the Cardiff Strategic Needs Assessment framework</li> </ul>	SR	12/14
	<ul style="list-style-type: none"> <li>Complete development of a Strategic Commissioning framework and supporting toolkit</li> </ul>	SR	3/15
Oversee the development of	<ul style="list-style-type: none"> <li>Finalise the development of a commissioning strategy for Older</li> </ul>	Sian Walker	8/14

Objective	Action	Lead	Target Date
specific commissioning strategies and plans	<ul style="list-style-type: none"> <li>• People</li> <li>• Develop a commissioning plan to support delivery of the commissioning strategy for Older People</li> <li>• Develop a commissioning strategy for Children and Young People / Looked After Children</li> <li>• A full rolling programme will be developed during quarter 1 of 2014/15</li> </ul>	Sian Walker	12/14
		Tony Young	12/14
Instigate and co-ordinate a programme of Service Reviews across the Council to ensure that the services provided are fit for purpose, offer value for money and are capable of meeting current and future service demands and expectations within the constraints of the budget strategy.	<ul style="list-style-type: none"> <li>• Develop a service review toolkit to ensure services are reviewed in a consistent way;</li> <li>• Establish a phased rolling programme of service reviews <ul style="list-style-type: none"> <li>○ Phase 1 Service Reviews agreed to include: <ul style="list-style-type: none"> <li>▪ Waste Management</li> <li>▪ Street Cleansing</li> <li>▪ Highways Management</li> <li>▪ Pest Control</li> <li>▪ Parks Operations</li> <li>▪ Central Transport Services</li> <li>▪ Facilities Management</li> </ul> </li> </ul> </li> <li>• Provide training to relevant teams.</li> <li>• Report output of Phase 1 service reviews into SMT and relevant Cabinet Member</li> <li>• Peer review challenge sessions with external support where appropriate</li> </ul>	MH Lead Director	1/14 Ongoing 5/14 onwards
		MH Lead Director	7 – 9 /14
Options appraisals undertaken to identify potential service delivery models ensuring that the option chosen is that which most effectively meets the	<ul style="list-style-type: none"> <li>• Develop Alternative Delivery Model guidance and toolkit to enable evaluation of delivery models in a consistent way;</li> <li>• Forward programme of functions for delivery model evaluation established</li> <li>• Project teams to be established for each function</li> </ul>		10/2014
			11/2014
			12/2014

Objective	Action	Lead	Target Date
identified requirements.	<ul style="list-style-type: none"> <li>• Project plan and timeline for each function developed</li> <li>• Report to Cabinet on delivery models, by function</li> </ul>		
Progress service review outcomes to identify potential service delivery models ensuring that the option chosen is that which most effectively meets the identified requirements.	<p><b>Leisure &amp; Culture:</b></p> <ul style="list-style-type: none"> <li>• Conclude the feasibility exercise on leisure &amp; culture, with report to Cabinet;</li> <li>• Prepare Detailed Business Case for Cabinet approval</li> <li>• Prepare procurement strategy &amp; specification for services selected within feasibility study;</li> <li>• Agreed operating model in place</li> </ul>	Director for Culture, Leisure & Sport	6/14 9/14 10/14 9/15
	<p><b>Infrastructure Services:</b></p> <ul style="list-style-type: none"> <li>• Conclude Phase 1 service reviews and consider outcomes to inform next steps;</li> <li>• Outline Business Case to Cabinet</li> <li>• Detailed business case to Cabinet</li> <li>• Implementation Phase (timing dependant on option)</li> </ul>	Jane Forshaw	7/14 9/14 12/14 6/15



**Work Stream:** Improved Governance

**Senior Responsible Officer** – Marie Rosenthal

**Rationale:** Governance comprises the systems and processes, and culture and values by which the council is directed and controlled and through which it accounts to, engages with and where appropriate leads the community. Good Governance is essential both to elected councillors and the public. It supports leaders in making the right decisions,, reduces the likelihood of things going wrong and protects them when problems do occur. It inspires confidence in the public that decisions are being taken for the right reasons, that the quality of service is protected and that public money is being wisely spent. In times of tight resources, governance processes should be focused on key controls, namely those considered critical to achieving the council's strategic goals

Our ambition is for the governance of the Council to demonstrably improve the quality of policy outcomes, public services, and public spending for Cardiff residents and all who rely on our services. To support this ambition we need robust governance arrangements with opportunities for political, peer and community engagement with our improvement journey.

**Success:** Indicators of success in this area will be improved annual perceptions of Cardiff Citizens, improved performance across of a range of services, seeing the Council move out of the bottom quartile in Wales and more public engagement in the running of the Council

Objective	Action	Lead	Target Date
Secure peer challenge to the Council's improvement work to maximise the effectiveness of improvement effort.	<ul style="list-style-type: none"> <li>• Establish a formal mechanism for experts in local government and in specific services to work with the Council to challenge and support our work corporately and in specific improvement areas, reporting to Cabinet</li> </ul>	CX	6/2014
Initiate a "Cardiff Debate" within the communities of Cardiff to engage the public in shaping the future of the Council	<ul style="list-style-type: none"> <li>• Hold first Cardiff Debate</li> <li>• Analyse results to inform budget for 2015-16 and service delivery options</li> <li>• Feedback to Cardiff on how debate shaped budget</li> <li>• Establish framework for ongoing community dialogue</li> </ul>	SMcG	6/14 10/14 2/15 4/15
Council Members demonstrably owning and directing policy development & performance improvement	<ul style="list-style-type: none"> <li>• Strengthen the scrutiny function by establishing a more strategic engagement with the key issues.</li> <li>• Implement member development programme to facilitate wide, informed engagement with policy development and performance improvement</li> <li>• Work with all Committees to review their objectives and work plans for 2014/15 to focus on impact and outcomes</li> <li>• Evaluate current executive decision making and forward plan, and bring forward proposals for improvement</li> <li>• Support constructive engagement between Cabinet &amp; Scrutiny Members</li> </ul>	MR MR MR MR MR	9/2014 6/14 6/14 9/14 9/14

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Develop mechanism to enable Neighbourhood Partnership lead members to provide structured community perspective to policy and performance debate;</li> <li>• Develop a concise informative annual public report based on the key questions the public are likely to want answered about the council containing key risk and performance information, plus anything else fundamental to council strategy. A web-based annual report could be a live document, updated after the audit of the accounts.</li> </ul>	<p>SMc</p> <p>MR</p>	<p>9/14</p> <p>1/15</p>
Establish excellent risk management across the Council	<ul style="list-style-type: none"> <li>• Corporate risk register updated by SMT on a quarterly basis and reported to Cabinet on a 6 monthly basis;</li> <li>• Risk register for Organisational Development Programme established for discussion with SMT, Cabinet, and Scrutiny to ensure that key issues are addressed to enable the programme to deliver effectively;</li> <li>• Business Continuity risks which arise from business decisions within the Organisational Development Programme are identified and properly understood and mitigated.</li> </ul>	<p>CS</p> <p>MH</p> <p>MH, with Directors</p>	<p>Ongoing</p> <p>9/14</p> <p>7/14</p>
Review the effectiveness of the Council's decision-making framework, including delegation arrangements, decision making in partnerships, robustness of	<ul style="list-style-type: none"> <li>• Review existing scheme of delegation with particular focus on the roles and responsibilities of the executive, non-executive, scrutiny and officer functions</li> <li>• Review work planning and decision making protocols in respect of partnership &amp; third party arrangements</li> </ul>	MR	7/2014

Objective	Action	Lead	Target Date
data quality and demonstrating clear accountability	<ul style="list-style-type: none"> <li>• Research best practice at major UK &amp; international cities in relation to effective governance structures</li> <li>• Review and begin to implement improvements to current collaborative scrutiny arrangements with partner organisations including a review of the current Local Service Board Scrutiny Panel .</li> <li>• Encourage public participation in council meetings by making meeting more welcoming to the public including developing a public question time at cabinet and committees</li> </ul>		
Develop, communicate and embed codes of conduct, defining the standards of behaviour for members and staff	<ul style="list-style-type: none"> <li>• Establish clear values and standards which will inform both officer and member conduct, and provide the basis for excellent governance.</li> <li>• Communicate the agreed values and standards widely within the Council and to all stakeholders.</li> </ul>	MR	
Review and refresh Corporate safeguarding arrangements	<ul style="list-style-type: none"> <li>• Review of 'Corporate Safeguarding Group' Terms of Reference as a basis for the renewal of effective Corporate Safeguarding governance arrangements</li> </ul>	TY	9/14
Ensure that the Council's decision making is informed by effective and transparent impact assessments	<ul style="list-style-type: none"> <li>• Review the process for the completion of the impact assessment screening tool as part of cabinet reporting process</li> <li>• Establish quality assurance mechanism for screening process</li> <li>• Review accessibility of impact assessment data</li> </ul>	MR	

**Work Stream:** Assets & Infrastructure

**Senior Responsible Officer** – Neil Hanratty

**Rationale:**

The Council's operational estate has an important role to play in supporting the Council's transition into a modern fit-for-purpose organisation. A new and efficient estate will reduce costs and improve staff morale and citizen satisfaction. An accelerated programme of rationalisation and modernisation will be delivered based around an improved clustering of Council and partner services. This will also involve maximising the potential of an upgraded schools estate as the focus for the delivery of a wider range of public services. Improving the performance of the Council's non-operational estate is another important aspect of this agenda. This will involve a review of poor performing property: to ensure capital investment is prioritised towards property with the greatest potential to generate improved yields; and to identify the appropriate property to be prioritised for release, either to support community development or to generate a capital receipt.

Cardiff is now entering a new phase of economic regeneration. Over forthcoming years the city will need to respond to the challenge of accommodating an unprecedented level of predicted population growth and the consequent demand for new jobs. Meeting this challenge at a time of tightening finances for the public sector will require creative use of the Council's resources and assets. Delivery of key projects in the Cardiff Enterprise Zone and the reinvigoration of Cardiff Bay will be crucial in stimulating the city's future economic success.

**Success:**

Reduced cost of the operational estate; reduced maintenance backlog; increased yield from the non-operational estate; higher levels of customer satisfaction (internal and external); delivery of key major projects; jobs created; investment secured.

Objective	Action	Lead	Target Date
Rationalise and modernise the Council's operational estate to reduce costs and to assist with delivery of the Council's improvement plan	<ul style="list-style-type: none"> <li>• Seek authority from Cabinet on a new Strategic Property Strategy</li> </ul>	NH	9/14
	<ul style="list-style-type: none"> <li>• Initiate review of public sector property collaboration work</li> </ul>	NH	10/14
	<ul style="list-style-type: none"> <li>• Following Cabinet approval, implement a new service area 'property partner' approach including the development of detailed service area property plans</li> </ul>	NH	11/14
	<ul style="list-style-type: none"> <li>• Develop a detailed programme to deliver the property plans including a prioritised schedule of properties for investment and/or disposal</li> </ul>	NH	12/14
	<ul style="list-style-type: none"> <li>• Seek Cabinet approval of investment and disposal plan for 15/16</li> </ul>	NH	1/15
	<ul style="list-style-type: none"> <li>• Identify key opportunities for public sector collaboration on property</li> </ul>	NH	3/15
Deliver the Schools Organisation Programme	<ul style="list-style-type: none"> <li>• Review 21<sup>st</sup> Century Schools Plan</li> </ul>	GD	9/14
	<ul style="list-style-type: none"> <li>• Implement the recommendations of the Gateway review</li> </ul>	GD	9/14
	<ul style="list-style-type: none"> <li>• Support the further development and implementation of the SEN review</li> </ul>	GD	11/14
	<ul style="list-style-type: none"> <li>• Undertake a detailed review to identify opportunities to maximise capital receipts to improve sufficiency and suitability of places</li> </ul>	GD	12/14

Objective	Action	Lead	Target Date
Improve the performance of the non-operational estate to maximise income	<ul style="list-style-type: none"> <li>Update the review of the non-operational estate</li> </ul>	NH	6/14
	<ul style="list-style-type: none"> <li>Seek Cabinet approval of non-operation review</li> </ul>	NH	7/14
	<ul style="list-style-type: none"> <li>Develop a detailed programme for the implementation of the agreed review.</li> </ul>	NH	10/14
Deliver a Community Hub programme	<ul style="list-style-type: none"> <li>Strategy for future Citizen Hub developments to be integrated into wider land and asset strategy to ensure “best fit” of Council and partner investment to meet identified needs.</li> </ul>	NH/SMG	9/14
	<ul style="list-style-type: none"> <li>Schools Organisation Plan developments to include consideration of community needs and options for wider local service provision</li> </ul>	GD	7/14
	<ul style="list-style-type: none"> <li>Roll out of future hubs to be mapped as part of the “liveable city” agenda including co-location wherever possible with district centres.</li> </ul>	DD	7/14
	<ul style="list-style-type: none"> <li>Alternative delivery models for hub management to be considered as part of the citizen hub strategy</li> </ul>	JT	7/14

Objective	Action	Lead	Target Date
Deliver the International Arena project	<ul style="list-style-type: none"> <li>• Agree a procurement strategy for the delivery of the Multi-purpose arena.</li> </ul>	JW	6/14
	<ul style="list-style-type: none"> <li>• Secure the preferred site for the Multi-purpose arena</li> </ul>	JW	7/14
	<ul style="list-style-type: none"> <li>• Initiate relevant OJEU procurements relating to the delivery of the Multipurpose arena</li> </ul>	JW	9/14
	<ul style="list-style-type: none"> <li>• Submit an outline planning application for site master-plan</li> </ul>	JW	12/14
	<ul style="list-style-type: none"> <li>• Appoint a preferred delivery partner</li> </ul>	JW	3/15
	<ul style="list-style-type: none"> <li>• Submit a detailed planning application for the Multi-purpose arena</li> </ul>	JW	3/15
	<ul style="list-style-type: none"> <li>• Finalise contract negotiations for the delivery of the arena</li> </ul>	JW	6/15
	<ul style="list-style-type: none"> <li>• Commence development of the Multi-purpose arena</li> </ul>	JW	6/16
	<ul style="list-style-type: none"> <li>• Complete development of the Multi-purpose arena</li> </ul>	JW	6/18
Deliver the Central Square project	<ul style="list-style-type: none"> <li>• Complete the acquisition of the NCP Car Park site</li> </ul>	NH	6/14
	<ul style="list-style-type: none"> <li>• Initiate concept designs for the two potential options for an Integrated Transport Hub</li> </ul>	NH	9/14
	<ul style="list-style-type: none"> <li>• Commence development of detailed design for the public realm scheme</li> </ul>	NH	9/14



Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Complete concept designs for the Integrated Transport Hub</li> </ul>	NH	11/14
	<ul style="list-style-type: none"> <li>• Initiate consultation on the two options for the Integrated Transport Hub</li> </ul>	NH	11/14
	<ul style="list-style-type: none"> <li>• Report to Cabinet on the findings of the consultation on the Integrated Transport Hub and agree a preferred option.</li> </ul>	NH	2/15
	<ul style="list-style-type: none"> <li>• Submit an outline application for the Central Sq master-plan including detailed public realm scheme</li> </ul>	NH	2/15
	<ul style="list-style-type: none"> <li>• Initiate detailed design for the preferred option for the Integrated Transport Hub</li> </ul>	NH	2/15
	<ul style="list-style-type: none"> <li>• Secure £5m capital receipts to fund public realm improvement works</li> </ul>	NH	2/15
	<ul style="list-style-type: none"> <li>• Initiate a procurement for the delivery of the public realm scheme</li> </ul>	NH	2/15
	<ul style="list-style-type: none"> <li>• Seek Cabinet approval of detailed scheme for Integrated Transport Hub</li> </ul>	NH	5/15
	<ul style="list-style-type: none"> <li>• Submit planning application for Integrated Transport Hub</li> </ul>	NH	5/15
	<ul style="list-style-type: none"> <li>• Manage closure of bus station</li> </ul>	NH	6/15
	<ul style="list-style-type: none"> <li>• Commence work on the delivery of phase1a of the public realm scheme</li> </ul>	NH	6/15

Objective	Action	Lead	Target Date
	<ul style="list-style-type: none"> <li>• Complete phase 1a of the public realm scheme</li> <li>• Commence work on the delivery of phase 1b of the public realm scheme</li> <li>• Complete phase 1b of the public realm scheme</li> <li>• Complete demolition of Marland House</li> <li>• Complete demolition of St David's House</li> </ul>	NH NH NH NH NH	12/15 1/16 12/16 3/17 12/18
Deliver the Dumballs Road regeneration scheme	<ul style="list-style-type: none"> <li>• Undertake detailed due diligence on the scheme</li> <li>• Secure planning permission</li> <li>• Seek Cabinet approval to progress with delivery</li> <li>• Finalise contract negotiations</li> <li>• Identify private house builders to progress phase 1</li> </ul>	JN JN JN JN JN	4/14 6/14 6/14 6/14 9/14
Deliver over 1500 new energy efficient properties on a range of Council owned sites across the city to meet identified housing need. The tenure mix on each site will ensure the	<ul style="list-style-type: none"> <li>• Appointment of preferred development partner</li> <li>• Commencement of Phase 1 of development</li> <li>• First phase of development at Braunton Crescent Completed and handed over</li> </ul>	SMG	01/14 03/15 03/16

Objective	Action	Lead	Target Date
delivery of more balanced and sustainable communities with at least 40% being new affordable homes	<ul style="list-style-type: none"> <li>• Review of KPI's for phase 1 and agreement on Phase 2 programme of work</li> <li>• Completion of Phase 1 and final review prior to commencement of phase 2</li> </ul>		<p>12/17</p> <p>10/18</p>
Consult & deliver as appropriate on an Energy Prospectus	<ul style="list-style-type: none"> <li>• Draft Energy Prospectus and green Paper to be launched at Full Council</li> <li>• Consult with City &amp; City Region partners</li> <li>• White Paper considered by Cabinet</li> <li>• Commence delivery, subject to Cabinet decision on White Paper</li> </ul>	<p>JF</p> <p>JF</p> <p>JF</p> <p>JF</p>	<p>6/14</p> <p>8/14</p> <p>9/14</p> <p>10/14 &amp; ongoing</p>

My Ref: T: Scrutiny/PRAP/Comm Papers/Correspondence

Date: 8 May 2014



Appendix 6  
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Councillor Phil Bale  
Leader, Cardiff Council  
County Hall  
Cardiff  
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Item 5 Appendix C

Dear Councillor Bale,

### **POLICY REVIEW & PERFORMANCE SCRUTINY COMMITTEE 6 May 2014 Organisational Change Draft Cabinet Report**

On behalf of the Committee, thank you for attending the Policy Review and Performance Scrutiny Committee to enable pre-decision scrutiny of the draft 'Organisational Change' Cabinet report. Please also pass Members' thanks to the Cabinet Member for Corporate Services and Performance, the Chief Executive and the Assistant Director for Sport, Leisure and Culture.

There is an evident recognition, shared by this Committee, that the Council needs to change, partly in response to external pressures, but also in order to address its internal challenges. The draft report sets out a frank opinion that Cardiff Council is currently characterised by a 'top down, silo-based approach to service delivery', an assessment which several Committee members recognised. The Committee therefore welcomed the proposal to implement an Organisational Development programme. However, we will look to see its outcomes and potential cashable savings more clearly set out as the scope of the workstreams and projects is defined, given that a considerable fund of £1.7 million has been set aside for this work.

There are – as highlighted during the meeting – a number of areas that will be tackled by the Programme to which this Committee has drawn attention in the past. Among others, these include employee and public engagement; workforce planning; asset management; performance management; web and customer management. The Committee looks forward to scrutinising those workstreams, service reviews and projects which fall under its remit in more depth, to provide support and challenge as the Programme progresses. We will start on our Committee work programming after Annual Council, so will look to schedule items at appropriate points. I'm confident that you will agree that Scrutiny engagement will be crucial to the Programme's development and implementation.

Members queried whether there was still an appetite for change within the Council particularly below Operational Manager level. We hope that the Employee Engagement project will provide a sustained mechanism to make the most of the valuable experience and knowledge of Council staff, as well as to gauge staff opinion and morale. As highlighted by one Member, staff should be part of a team identifying and taking ownership of issues and helping to develop solutions. We would like to



consider the results of forthcoming engagement activity as relevant as we consider Organisational Development projects in more depth.

The Committee noted the emphasis on a Strategic Commissioning approach contained in the report and recommend that as proposals develop you engage fully with relevant Scrutiny Committees. Members further recommend that a strong 'feedback' mechanism is built into the Commissioning cycle. Communities need to know that we have taken ideas on board and acted as appropriate, once we have analysed their needs. However, the Committee welcomes the overall focus on engaging communities in the design, and potentially the delivery, of services. We recommend that the Cabinet considers bringing together a team within the Council to enable and support communities in developing alternative delivery method proposals. This could draw upon expertise already within the Council, for example Finance, Legal, Procurement, and Grants officers, as well as Learning, Training & Enterprise and Neighbourhood officers. Such a team could assist in identifying and developing suitable models for the delivery of a particular service, give advice on accessing funding and information, and act as a central contact point. We would hope that such a team could be a valuable resource in building links with communities, developing community capacity and ensuring a smooth transition of services where necessary.

The Committee further supports the establishment of a 'Cardiff Debate', having as you will recall, emphasised the need for effective citizen engagement on many occasions when you sat on the Committee. As stated above, Members are clear that effective community engagement must involve a feedback mechanism to demonstrate where engagement has resulted in change. We also hope that the Debate will aim to hear from a wide-range of citizens and communities, and not just the 'usual suspects'.

In terms of the resourcing of the Programme, the Committee would like more clarity, in order to determine the potential impact on the delivery of other services, given that capacity is already stretched in some Directorates. We would also like to have greater understanding of the Earmarked Reserve which has been established and what is meant by 'technical, professional and specialist support'.

In terms of the Peer Challenge Group, the Committee recommends that its Terms of Reference are further refined. If its remit is to provide 'advice', 'challenge', 'critical friendship' and signposting to good practice, then, as Members commented at the meeting, the Committee feels that an external Chair should be appointed to ensure that the Group provides an independent voice. Members also recommend that a formalised reporting mechanism should be established to both formal Cabinet business meetings and this Committee, so that there is wider corporate and public visibility and opportunity for shared learning from the Group's advice. Finally, the Committee felt that the frequency of meetings should be formally set out, rather than left to be scheduled 'as required' to ensure that the Group's momentum is kept up.

There are several recommendations and requests for further information included in this letter, so I would be grateful for your response. Thank you again for attending the Committee meeting and I look forward to working with you in future as these initiatives develop further.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Nigel Howells', with a stylized flourish at the end.

**COUNCILLOR NIGEL HOWELLS  
CHAIR, POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE**

cc Councillor Graham Hinchey, Cabinet Member for Corporate Services & Performance  
Paul Orders, Chief Executive  
Martin Hamilton, Assistant Director – Sport, Leisure and Culture  
Cabinet Office  
Members of the Policy Review & Performance Scrutiny Committee

**SWYDDFA'R ARWEINYDD  
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Fy Nghyf / My Ref: CM27698

Dyddiad / Date: 26th June 2014

Item 5 Appendix D

Councillor Nigel Howells  
Chair, Policy Review and Performance Scrutiny Committee  
City of Cardiff Council  
county Hall  
Atlantic Wharf  
Cardiff  
CF10 4UW

Annwyl / Dear Councillor Howells,

**Re: Policy Review and Scrutiny Committee- 6<sup>th</sup> May 2014  
Organisational Change Draft Cabinet Report**

Thank you for your letter of May 8<sup>th</sup> setting out the Committee's comments and recommendations regarding the 'Organisational Change' draft Cabinet report.

I have previously expressed the importance of a strong scrutiny function for the effective governance of the Council. Having served on the Policy Review and Performance Committee I am aware of the insight and commitment that exists. I am firmly of the opinion that scrutiny has an important role to play in delivering the Organisational Change Programme and other major policy initiatives.

I am pleased to say that the report included a number of issues previously raised by the Committee, such as workforce planning, asset management, performance management and customer engagement. I also agree with the Committee that Scrutiny engagement will be crucial to the Programme's development and implementation. In view of this, Cabinet Members and Officers will be happy to work with Scrutiny to ensure that the work-streams falling under the Organisational Development Programme 2014-17 can be considered by Scrutiny as and when appropriate.

In relation to the issue of an appetite for change within the organisation, I can assure the Committee that the Chief Executive has a strong senior management team in place ready to lead this change programme. The Chief Executive has also undertaken sessions with operational managers at Senior Management Forum as part of the organisational development process. The feedback was very positive with a desire, particularly at operational manager level, to be empowered to take forward a positive programme of change and improvement.

I would also emphasise that the Co-operative values that underpin our approach will play an important part in engaging staff. The report makes clear that success will be dependent on

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the talent and commitment of Council employees. That is why I felt it was very important that the Chief Executive launch a programme of staff engagement. The Staff Roadshows which have taken place demonstrates this commitment to better engagement and staff development, which will be at the centre of how we will plan and implement changes.

In line with your recommendation, work will also be undertaken to ensure that a feedback mechanism is built into the commissioning cycle, and we will engage with the committee again as this work is developed.

The Committee's recommendation that the Council mobilise resources to support communities to develop alternative delivery models has also been included in the Organisational Development Programme, and we will explore an appropriate approach for taking this forward.

With regards to the Cardiff Debate, the engagement programme will ensure that as many people as possible are given the opportunity to feed in to the process. The approach will also draw on the Neighbourhood Partnerships in Cardiff, to enable as many people as possible are given the opportunity to contribute. Close work with existing community and third sector organisations, and their representatives, will be important however this is only one aspect of the Cardiff Debate. Specific community events will allow us to engage directly with citizens and easy-to-overlook groups as part of a comprehensive approach to engaging with communities on the issues that matter to them. It will include on street activity as well as opportunities to engage through a range of social media.

A briefing for all members will also be arranged on the Cardiff Debate to assist them, in their role as community champions, to encourage people to get involved in shaping the services they receive.

I recognise also the need for external representation on the Peer Challenge Group, however as this programme is central to the long term sustainability of service delivery, it must be led by the organisation's leadership who are accountable to the public. We will have external representative on the Group to provide independent voice and challenge, but the Chair must sit within the organisation. In terms of reporting, both Cabinet and scrutiny will receive regular and detailed updates as well as an opportunity to challenge.

To provide greater clarity on resources, including the Earmarked Reserve, the Committee will be presented with more detailed information at an upcoming meeting. With regards to the Committee's recommendation that there needs to be a formal schedule of meetings, it has been agreed that the Group will meet quarterly.

I look forward to working closely with the Committee in future as we implement the programme- your involvement will be important in making this a success.

Yn gywir,  
Yours sincerely,



**CYNGHORYDD / COUNCILLOR PHIL BALE**  
**ARWEINYDD, CYNGOR DINAS CAERDYDD**  
**LEADER OF THE CITY OF CARDIFF COUNCIL**



### CARDIFF COUNCIL CYNGOR CAERDYDD

### POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE

6 JANUARY 2015

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#### ORGANISATIONAL DEVELOPMENT PROGRAMME UPDATE

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##### Reason for this Report

1. This report provides members with an update on the Organisational Development Programme (ODP) to facilitate scrutiny of progress made and on next steps.

##### Background

2. In March 2014 the Wales Audit Office undertook a Corporate Assessment of the Council, which sought to answer the question, "Is the Council capable of delivering its priorities and improved outcomes for citizens?"
3. The Corporate Assessment, published in September 2014 drew the following conclusions:
  - Political and managerial instability over a number of years has meant that the Council has been unable to develop the culture and framework necessary for continuous improvement
  - The Council has identified what it wants to achieve for its citizens but has lacked an effective means of delivery
  - Some processes intended to ensure good governance have not been implemented, and decision-making processes are inefficient and lack transparency
  - Whilst there have been some recent changes, performance management has failed to consistently secure improvement in the past
  - Although the Council ensures a balanced budget, prospects for achieving proposed savings in 2014-15 are uncertain and the anticipated level of future funding means the current methods of service delivery are unsustainable
  - Corporate human resource arrangements are founded on positive practice but are not being implemented consistently
  - The Council is improving its use of information technology and its information arrangements
  - The Council is not managing its land and property assets well
  - The Council engages well in collaboration with others and is able to demonstrate improved outcomes for citizens.

4. In May 2014, prior to the publication of the Wales Audit office Corporate Assessment, Cabinet established the Organisational Development Programme (ODP) as the delivery mechanism for a new organisational model, based on cooperative principles that will reposition the Council and enable it to respond positively and effectively to the challenges of rapid fiscal consolidation, growing service demand, and inadequate performance in key areas.
5. Following the Wales Audit Office Corporate Assessment, a further Cabinet Report was approved on 18 September 2014 setting out how the Council would ensure that the Council addresses the Auditor General's primary proposal for improvement, which is that "the Council ensures the implementation of its Organisational Development Plan resolves the range of issues identified in this assessment".
6. The September report set out how the Organisational Development Programme will ensure delivery of continuous improvement in both systems and services:
  - Further strengthening of Corporate Planning & Performance Management;
  - Clarifying measures to improve medium term financial planning;
  - Strengthening "Governance" programme;
  - Streamlining "Assets & Infrastructure" programme to focus on organisational development alone;
  - Refining the management of the programme to better facilitate the flow of different initiatives through the programme.

## **Issues**

7. Since May 2014 the Council has been engaged in a significant programme of change and improvement under the framework of the ODP. Through the programme work has been progressed to address the key issues identified in the May 2014 Cabinet report, and also in the September WAO report. This change agenda has sought to directly address the WAO findings, as summarised below.

## **Effective Planning & Delivery**

8. WAO found that the Council had identified what it wanted to achieve, but lacked an effective means of delivery. WAO also observed that the Council's performance management arrangements had "failed to consistently secure improvement in the past". The Council has taken significant steps which collectively address this issue, including:
  - Adopted a clear vision for the city – to become "Europe's most liveable capital city".
  - Joined the UK Core Cities group, positioning Cardiff to help shape the national debate about the future of cities and city regions in the UK;
  - Adopted the Co-operative Council agenda for Cardiff, and developed, through a programme of staff engagement, adopted clear values for the Council;
  - Strengthened corporate planning arrangements have been put in place, with a very focused set of priorities linked to clear objectives and measures.
  - Strengthened performance management arrangements have been put in place, with a specific emphasis on improving the challenge and interrogation of

performance information. This has included the creation of an Accelerated Improvement mechanism, and also the creation of a specific Challenge Forum through which expert peer support can engage with the Council's improvement work and challenge both approaches taken and progress made;

- Established a fresh approach to employee engagement, with both Chief Executive and Director led events across the Council
- Established a Cardiff Manager Programme to ensure that all managers at grades 8-10 have key skills in performance, financial and service management.

9. Collectively, these steps have articulated the Council's ambition and established the mechanisms for stronger service delivery. Key achievements that flow from these actions include:

- Education – performance for the last academic year has shown significant improvement, at rates higher than the Welsh average in a number of key indicators where previously the Council's rate of improvement was relatively low. Arrangements are in place to act where individual schools have not made the expected progress.
- Children's Services – good progress has been made with recruitment and retention of social workers, to stabilise the service. Timeliness of initial assessments has improved from 33.1% in July 2014 to 67% in September 2014, and an independent audit of Intake & Assessment casework has provided reassurance regarding social work practice.
- Employees – 90% of employees have had objectives set and around 80% have had a mid year review (at the time of writing this report). These indicators reflect a step change in compliance compared to previous years.

### **Responding to Increased Demand and Fiscal Consolidation**

10. The Corporate Assessment noted that whilst the Council has a track record of ensuring a balanced budget, prospects for achieving proposed savings in 2014-15 were uncertain, and that the anticipated levels of future funding meant that current methods of service delivery would be unsustainable. The May 2014 Cabinet report also identified this as a significant issue, and signaled a shift towards becoming a commissioning council, rather than a direct provider of services. A range of service reviews have been conducted across the organization, and alternative delivery models (ADMs) have been evaluated in Leisure, Culture, and in the Environment/Infrastructure services. Work in these areas is all ongoing, with alternative delivery models targeted to be in place during 2016.

11. Additionally, service reviews have been conducted in both Youth and Play services, with more targeted models of delivery being developed, and in Corporate Services, where the outcome has been a plan to move to a leaner, more focused, in-house service. Service reviews are also underway in Health & Social care, linked to the roll out of mobile and scheduling technology.

12. The Council has established within its Organisational Development team a specific LEAN capability, with more staff being trained. LEAN is a particular approach to service review, which analyses services and processes from a customer perspective, removing any elements which do not add value to the customer. This capability is

being deployed in Environment Directorate and Parks as part of the Infrastructure redesign, and also in Children's Services from January 2015.

13. Responding to both the need to secure savings, and to the WAO comments regarding the effectiveness of property management, a new Property Strategy has been put in place. A key aspect of this is the rationalisation of office accommodation, relinquishing six properties in 2014-16 and relocating staff from these buildings mainly into either City Hall or County Hall. The properties being relinquished are Global link, Charles Street, Mynachdy Centre, Howardian Centre, St David's House and Marland House. The programme of office moves to allow these building to be released is on track to deliver a three year saving of c£1.7m

### **Improving Governance**

14. In response to WAO comments on the Council's governance arrangements a specific work plan has been put into action. To date a member survey has been undertaken to identify training needs and a training programme is being implemented. Action has been taken to further develop the Council's scrutiny function with support from Centre for Public Scrutiny.

### **Customer Focus**

15. With growing citizen demand for services, and reducing finance, it is crucial that demand is effectively managed, and that services are designed to respond to demand with maximum efficiency. To this end, work has been progressed in developing our ability to provide more services through the web, and provide Customer Relationship Management (CRM) capability to provide more efficient services to the public and to give a better customer experience. The full business case for phase 1 of CRM has been approved by the Council's Investment Review Board.
16. SharePoint, an Electronic Document and Records Management System (EDRMS) has been established as the default technology for document and records management, with an initial roll out of the technology underway.
17. Mobile and Scheduling technology, which facilitates more efficient delivery of services by employees who are not office based (e.g. housing repair teams) has been deployed in housing maintenance, with work underway to introduce it into parts of Health & Social Care

### **Emerging themes**

18. The work undertaken to date has put in place a number of key "enablers" which need to be exploited to deliver longer term, sustainable benefits. The enablers range from improved performance management and service review capability to ICT solutions such as Mobile and Scheduling and CRM technologies. In order to maximise the impact on the Council's priority areas for improvement, the programme is now being reshaped to concentrate on a smaller number of services or functions. This would involve, for example, a priority "function" being reviewed across directorate boundaries to identify the key outcomes that the Council is seeking to secure, and then managing the deployment of efficiency enablers such as LEAN reviews, performance management, CRM, Document Management, mobile and scheduling, or

commissioning etc in a systematic way to remove duplication, and ensure a focus on achieving outcomes. This work is currently being developed across a number of functions in advance of a report to Cabinet in March 2015

### **Legal Implications**

19. There are no direct legal implications arising from this report.

### **Financial Implications**

20. There are no direct financial implications arising from this report.

### **RECOMMENDATION**

21. The Committee notes the content of this report.

**Martin Hamilton**  
**Chief Officer – Change & Improvement**