



County Hall
Cardiff
CF10 4UW
Tel: (029) 2087 2000

Neuadd y Sir
Caerdydd
CF10 4UW
Ffôn: (029) 2087 2000

AGENDA

Committee	POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE
Date and Time of Meeting	WEDNESDAY, 20 JANUARY 2021, 4.30 PM
Venue	REMOTE MEETING
Membership	Councillor Walker (Chair) Councillors Ahmed, Berman, Bowen-Thomson, Cowan, Henshaw, Lister and Mackie

*Time
approx.*

1 **Appointment of Chairperson and Membership of Committee**

To note that Council on 26 November 2020, appointed Councillor David Walker as Chair of the Committee and the following as Members of the Committee:

Councillors Ahmed, Berman, Bowen-Thomson, Cowan, Henshaw, Lister, Mackie (1 vacancy)

2 **Terms of Reference** (Pages 5 - 6)

To note the Terms of Reference for this Committee.

3 **Apologies for Absence**

To receive apologies for absence.

4 **Declarations of Interest**

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

5 **Minutes** (Pages 7 - 12)

To approve as a correct record the minutes of the previous meeting.

- | | | |
|----|---|---------|
| 6 | Race Equality Task Force (<i>Pages 13 - 104</i>) | 4.30 pm |
| | Progress update on the work of the Taskforce. | |
| 7 | Budget Consultation 2021/22 (<i>Pages 105 - 138</i>) | 5.20 pm |
| | Briefing and scrutiny response to Consultation. | |
| 8 | Cabinet Response to the Committees report entitled Scrutiny Impact Assessment Model (<i>Pages 139 - 200</i>) | 6.00 pm |
| 9 | Urgent Items (if any) | |
| 10 | Way Forward | |
| 11 | Date of next meeting - 10.00am 24 February 2021 | |

Davina Fiore

Director Governance & Legal Services

Date: Thursday, 14 January 2021

Contact: Kate Rees, 029 2087 2427, kate.rees@cardiff.gov.uk

WEBCASTING

This meeting will be filmed for live and/or subsequent broadcast on the Council's website. The whole of the meeting will be filmed, except where there are confidential or exempt items, and the footage will be on the website for 6 months. A copy of it will also be retained in accordance with the Council's data retention policy.

Members of the public may also film or record this meeting.

If you make a representation to the meeting you will be deemed to have consented to being filmed. By entering the body of the Chamber you are also consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. If you do not wish to have your image captured you should sit in the public gallery area.

If you have any queries regarding webcasting of meetings, please contact Committee Services on 02920 872020 or email [Democratic Services](#)

This page is intentionally left blank

Terms of Reference

The role of this Committee is to scrutinise, monitor and review the overall operation of the Cardiff Programme for Improvement and the effectiveness of the general implementation of the Council's policies, aims and objectives, including:

Council Business Management and Constitutional Issues
Cardiff Council Corporate Plan
Strategic Policy Development
Strategic Programmes
Community Planning & Vision Forum
Voluntary Sector Relations
Citizen Engagement & Consultation
Corporate Communications
International Policy
Cardiff Local Development Plan
Equalities
Finance and Corporate Grants
Organisational Development
Cardiff Efficiencies Programme
E-Government
Information and Communication Technology
Council Property
Commissioning and Procurement
Carbon Management
Contact Centre Services and Service Access
Legal Services
Public Services Board

To scrutinise, monitor and review the effectiveness of the Council's systems of financial control and administration and use of human resources.

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies and quasi-departmental non-government bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

This page is intentionally left blank

POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE

10 NOVEMBER 2020

Present: County Councillor Walker(Chairperson)
County Councillors Ahmed, Berman, Bowen-Thomson, Cowan,
Henshaw, Lister and Mackie

9 : COMMITTEE MEMBERSHIP

The Chairperson welcomed Councillor Jayne Cowan to the Committee, following nomination by the Conservative group and Council approval. There remains a Welsh Independent party vacancy on the Committee.

10 : APOLOGIES FOR ABSENCE

None received.

11 : DECLARATIONS OF INTEREST

None received.

12 : MINUTES

The minutes of the meeting held on 13 October 2020 were agreed as a correct record.

13 : BUDGET MONITORING - MONTH 6 REPORT 2020/21

The Chairperson advised Members that this item was an update on the Council's financial position at Month 6 of 2020/21, allowing the Committee an opportunity to monitor the position prior to the November 2020 Cabinet meeting.

The Chairperson welcomed Cllr Chris Weaver, Cabinet Member Finance, Modernisation and Performance; Chris Lee, Corporate Director, Resources and Ian Allwood, Head of Finance.

The Chairperson invited Cllr Weaver to make a statement in which he said that the report was in a format familiar to Members and provided an update on the financial position in what is an unusual year. There was a lot of information in the report relating to Covid income loss and additional expenditure and the detailed appendices provide transparency. There was a projection for a slightly lower overspend, but still significant at £1.133million.

Members were provided with a presentation after which the Chairperson invited questions and comments from Members.

Members asked how difficult it was to agree to spend hardship money when there was no certainty that it could be claimed back from Welsh Government and asked how this affects planning for next years' budget. Officers explained that the hardship money was additional expenditure but no different to the rest of this year so far; there was regular communication between directorates and very frequent management

meetings. There was a better understanding of what the WG hardship panel will/will not accept and it was very Covid focussed. If a Local Authority had pressures before Covid it would mean more work to evidence the spend as Covid impact spend. Officers added it was the same for income and additional claims; the Council are claiming on behalf of leisure providers and their lost income and it has been a difficult area to separate out. However it has been relatively successful to date with both additional expenditure and income loss. Planning for next year, there will be several challenges such as trying to understand what next year will look like and how quickly services will bounce back. There was uncertainty around the level of support from WG and it was also likely that the settlement would be put back.

Members asked about the percentage of successful claims and were advised that all but £12k had been reclaimed; all claims were evidenced well. An example was given of St David's Hall, the claim had been made for net income loss and adjusted across the season, rather than a gross income loss. Members asked if the Council was helping GLL and officers advised that they were making advance payments then claiming it back.

Members asked about the possible £30million in claims and whether there were discussions going on with WG about the amounts. Officers stated that there were 22 local authorities with the same challenges; a survey had been done in relation to loss of income and additional expenditure, there had been no detailed conversation but WG certainly have a feel for the potential amounts.

Members asked for clarification on the earmarked reserves and Officers advised that they provided a further level of resilience as the Council cannot assume that WG will be the answer to its financial challenge.

Members referred to the Capital Programme and the projected variance being mostly slippage and asked if this assumes some large expenditure later in the year, what impact will that have. Officers explained that the issue was being able to get on site for certain schemes such as schools in a socially distanced way; so there would likely be an element of slippage. The Cabinet Member added that the 22 local authority Leaders do meet regularly with the First Minister and other WG colleagues. Officers further added that there are a group of senior treasurers who meet with the WG officials in charge of the Covid financial pot; there is a lot of joint working going on around the types of areas to claim and the methodology that can be used. Members considered that the narrative in the report could be improved around this area.

Members asked for more information on the £1million overspend on Corporate Management which was listed as a Covid-19 impact. Members were advised that this related to Cardiff Bus, as it was commercially sensitive it was considered appropriate classification of it, there is more narrative around it in the report. Officers added that they are still expecting this claim to be paid through other transport means and they accepted that this could have been explained more clearly in the report.

Members asked about efficiency savings and how these will impact on the budget outcome at the end of the year. The Cabinet Member explained that there was a £1.33 million overspend projected with the figures as they stand now. Most are on track and hopefully the overspend can be brought down. In relation to savings, if service change does happen, it may be possible to get a part year saving rather than unachievable. It will impact the year end position but a small overspend can be

managed in reserves and there was also the reimbursement issue. The real challenge would be the income driven targets, especially for next year.

Members asked if the £1.33 million overspend could increase? The Cabinet Member said it would depend on WG support continuing, he was confident but noted that it was very significant sums of money in the coming months. The figure could also be impacted between service areas savings proposals/overspends. Officers explained that these could also go up or down, there had been changes in directorates and some projections have been built in to manage. There were still elements of uncertainty such as furlough being extended and that would have to be looked at.

Members asked if the New Theatre was still on track. Officers explained that the transition was supposed to happen at the end of the last financial year and the fact it did not was disappointing in terms of financial savings but the intention was to move forward, the Council was still in conversation with the entity and it has not been abandoned. Members asked that they are kept up to date on this and look at it again in a few months' time.

Members stated they had considered that Council Tax collections may have dropped due the pandemic but the report shows a balanced position. Officers stated that they compare year on year and there was a less than 1% fall compared to last year so there was no concern at the moment. Officers added that it was important to distinguish between income loss and income delayed, comparisons have been made with other local authorities and Cardiff's performance stacks up well. The Cabinet Member added that this area seemed an obvious risk and was closely monitored but there remains a positive position. Officers added that the collection rate was stable and needed to keep up with the CTRS numbers; a tax base report would be taken to Cabinet in December.

Members asked for an update on contingency budgets. The Cabinet Member explained that to reach the overspend figure of £1.33 million it was projected to use the contingency budget, this includes the Children's Services contingency budget being utilised to keep to that figure.

Members asked how this informs preparations for next years' budget. The Cabinet Member stated that looking at this year there is the realisation that it's going to be difficult to find savings and income next year. There would a need to separate out impact and Covid-impact and there were still challenges in service areas that need focus. Officers added that one key issue for next year is the timeline of the settlement; conversations were already happening with WG around the pandemic running into 2021/22 and one-off payments to Covid-costs; work would be undertaken with service areas to plan for next year, but any gap level would not be known until the settlement was received.

Members asked about the impact on the budget consultation. The Cabinet Member explained the focus had previously been on any service changes that affect the citizens of Cardiff and this would probably still be the case for next year. They try and put a context in the consultation so that would include the Covid-impact and there would be a need to be clarity about one-off or ongoing costs.

Members asked if Brexit would impact on the budget and the consultation. The Cabinet Member stated it could potentially form part of the context in how it is shaped but it depends on how Brexit goes, there could be an impact for years to come.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

14 : WILLCOX HOUSE RELOCATION

The Chairperson welcomed Councillor Russell Goodway, Cabinet Member Investment and Development; Neil Hanratty, Director of Economic Development; Donna Jones, Assistant Director, Corporate Landlord; Chris Barnett, Operational Manager Economic Development; and Giles Parker, Head of Property, to the remote Microsoft Teams meeting.

Members were reminded that this item contains confidential information. Appendices 1-9 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 of part 4 and paragraphs 21 of part 5 of Schedule 12A of the Local Government Act 1972.

Accordingly, the Chairperson moved that Committee resolve to exclude the Public from the meeting at this point.

RESOLVED: to exclude the press and public from the meeting to consider to confidential information.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

15 : COMMITTEE BUSINESS

Members were advised that this item was to seek Committee's agreement to the commencement of an inquiry into Homeworking, and for the Terms of Reference that will form the focus of its work.

Members were reminded that at the last meeting it was agreed that this was an important area of work going forward. The formalised Terms of Reference were outlined in Appendix 1 to the report. It was proposed that a representative sample of staff and representatives from the public and private sector, who were exemplars in their approach to homeworking, be invited to inform the inquiry.

It was noted that Cllrs Bowen-Thomson, Mackie and Walker had agreed to be part of the Task Group and all Members were offered the opportunity to join. Cllr Henshaw expressed an interest in joining and the Chairperson asked the Principal Scrutiny Officer to provide some information on the Task Group to Cllr Cowan as a new returning Member of the Committee.

16 : URGENT ITEMS (IF ANY)

17 : DATE OF NEXT MEETING - 4.30PM 8TH DECEMBER 2020

The meeting terminated at 6.35 pm

This page is intentionally left blank

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

**POLICY REVIEW & PERFORMANCE
SCRUTINY COMMITTEE**

20 January 2020

Race Equality Taskforce – progress update

Purpose of the Report

1. To brief the Committee on the work and progress of the Race Equality Taskforce in addressing racial inequality and racial injustice in Cardiff.

Structure of the Papers

2. Attached to this Scrutiny cover report for Members preparation are:

Appendix A – Presentation to Committee

Appendix B – Race Equality Taskforce Update, including:

App 1 – Terms of Reference of the Taskforce

App 2 – Presentation of evidence to inaugural Taskforce meeting

App 3 – Work stream proposal template

Appendix C – Cabinet report establishing the Race Equality Taskforce

Appendix D (i) & (ii) – Correspondence between the Covid-19 Panel and the Leader of the Council in relation to the Race Equality Taskforce

Background & Context

3. Over the summer of 2020 tragic events brought to the fore the historic and current challenges that Black, Asian and Minority Ethnic (BAME) communities face in achieving racial equality. In response the Leader of the Council committed to establishing a taskforce that would work to advance racial equality in Cardiff.

6. In July 2020 the Covid-19 Scrutiny Panel undertook pre-decision time critical scrutiny of the Leader's proposal to establish a Race Equality Taskforce for Cardiff prior to a report to Cabinet on 16 July 2020. (**Appendix C**)
7. Following the scrutiny, commenting on governance of the Taskforce going forward, the Panel wrote to the Leader recommending that the Policy Review and Performance Scrutiny Committee be afforded an insight into the Taskforce's activities and requested that representatives attend Committee once Terms of Reference and plans were in place.
8. In his response the Leader welcomed the future insight of the Policy Review and Performance Scrutiny Committee in supporting the Taskforce's effectiveness and suggested an update would be valuable once the Taskforce had set the direction for what it wanted to achieve.
9. The correspondence can be found at **Appendix D** and therefore this scrutiny follows up on the Covid-19 Scrutiny Panel request in a timely manner.

Progress

10. Members are referred to the suite of papers attached at **Appendix B** (supported by **Appendices 1-3**) for a full account of the creation, development and activities of the Race Equality Taskforce to date.
11. The briefing includes the full Terms of Reference of the Taskforce (**Appendix 1**), the public appointment process for membership, public consultation undertaken on setting Taskforce priorities, evidence presented to the inaugural meeting (**Appendix 2**) regarding race equality in Cardiff, including data on themes such as population, deprivation, employment by ethnic group, employment and gender by ethnic group, education, housing and health.
12. The progress report clarifies that the Taskforce will meet quarterly and, to advance its work, will create work streams whose membership will include representation from Taskforce members with particular expertise in the relevant field, Council officers and other stakeholders from across the public, private and voluntary sector as appropriate for each theme.
13. Prior to the Taskforce meeting next on 3rd March 2021 each work stream will undertake an initial scoping exercise prioritising research to investigate and propose evidence-led short, medium and long term actions (**Appendix 3**).

Way Forward

14. Members will receive a presentation on progress to date as attached at **Appendix A**. In attendance to answer Members questions will be the Chair of the Taskforce, Councillor Saeed Ebrahim, Head of Performance and Partnerships, Gareth Newell, and Operational Manager with responsibility for Cohesion and Community Engagement, Sian Sanders.

Legal 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 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 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

16. 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 modifications. Any report with recommendations for decision that goes to Cabinet/ Council will set out any financial implications arising from those recommendations.

RECOMMENDATION

The Committee is recommended to:

- I. consider the progress report on the Race Equality Taskforce; and
- II. relay any concerns, observations and recommendations to the Chair of the Taskforce in correspondence.

DAVINA FIORE

Director of Governance & Legal Services

14 January 2021

Race Equality Taskforce Update

Policy Review and Performance

Scrutiny Committee

20th January 2021



Cardiff's Race Equality Taskforce: Membership



- The Race Equality Taskforce is comprised of the Chair, Cllr Saeed Ebrahim, and 14 Members.
- Membership of the Taskforce was selected following a public appointment process, which was openly advertised by the Council between 11th August 2020- 25th September 2020.
- Membership were appointed via assessment against the advertised person specification and were selected to achieve an optimum balance of representation across sector and industry, and have insight and interest in race, ethnicity and human rights.



Cardiff's Race Equality Taskforce: Public Consultation



- Public consultation was undertaken to determine priority areas for Taskforce consideration.
- A bilingual, online survey was developed, and promoted on the Council's social media channels, through partner organisations, and sent to the Council's Citizen's Panel.
- This consultation was live between 11th August and 10th October 2020. A total of **869 responses** were included in analysis, **40%** of the responses were from Ethnic Minority backgrounds.



Cardiff's Race Equality Taskforce: Public Consultation



Areas of Focus:

- **Diversity in the Public Sector:** What more can be done to ensure that the Council's membership and workforce represents the full diversity of the City it serves.
- **Learning and growing up in Cardiff:** The experiences of BAME children and young people in education
- **A Fairer Economy:** Supporting BAME communities to access employment opportunities;
- **Diversity in the public realm:** working closely with the Taskforce recently established by the Welsh Government to audit statues, street and building names to address Wales' connections with the slave trade;
- **Citizen's Voice:** Supporting the civic and democratic involvement of BAME communities through voter registration and participation in the Census 2021.



Cardiff's Race Equality Taskforce: Public Consultation



Consultation Findings:

- **Diversity in the Public Sector- 74.9%** of respondents supported this priority, 91% of respondents from ethnic minority backgrounds supported this priority.
- **Learning and growing up in Cardiff- 79.1%** of respondents supported this priority, 88.4% of respondents from ethnic minority backgrounds supported this priority.
- **A Fairer Economy- 75.1%** of respondents supported this priority, 93% of respondents from ethnic minority backgrounds supported this priority.
- **Diversity in the Public Realm- 59.4%** of respondents supported this priority, 78.7% of respondents from ethnic minority backgrounds supported this priority.
- **Citizen's Voice- 84%** of respondents supported this priority, 91.5% of respondents from ethnic minority backgrounds supported this priority



Cardiff's Race Equality Taskforce: Inaugural Meeting



- The inaugural convening of the Race Equality Taskforce took place on 1st December 2020.
- The Council Secretariat provided an introductory presentation on the evidence on race equality in Cardiff, across population, deprivation, employment by ethnic group, employment and gender by ethnic group, education, housing and health.
- The consultation findings were also presented to the Taskforce for consideration.
- Taskforce members were invited to consider and approve priority work streams, based on evidence and consultation findings.



Cardiff's Race Equality Taskforce: Work Streams



Council-led work streams:

- a) Employment and Representative Workforce
- b) Education and Young People's Experience of Services
- c) Citizen's Voice



Cardiff's Race Equality Taskforce: Work Streams



Proposed Public Service Partner-led Work Streams:

d) Health and Social Care and;

e) Criminal Justice.

Page 24



Cardiff's Race Equality Taskforce: Work Streams



Governance:

- Recommendations for Council-led work streams, (a) Employment and Representative Work Force, (b) Education and Young People's Experience Services and (c) Citizen's Voice will be progressed to Cabinet following approval from the Taskforce.
- It is anticipated that the proposed (d) Health and Social Care and (e) Criminal Justice will progress recommendations via existing partnership structures, pending agreement with relevant organisations and chairs of the relevant governance structure.



Cardiff's Race Equality Taskforce: Work Streams



Update for Council-led Streams:

- Membership of the Council-led (a), (b), (c) work streams are in development in consultation with the Taskforce Chair including the appointment of work stream chairs.
- Briefing papers are currently being developed for work streams (a), (b) and (c) will provide an overview of data and relevant research around the priority.
- Work streams produce initial scoping in advance of the next meeting of the Race Equality Taskforce and develop a series of recommendations for the Taskforce's consideration.



Any Questions?



This page is intentionally left blank

RACE EQUALITY TASKFORCE UPDATE BRIEFING**Summary**

1. To update the PRAP Scrutiny Committee on progress against the Race Equality Taskforce's objectives following Cabinet approval on 16 July 2020, including the appointment of the Race Equality Taskforce membership, public consultation and inaugural meeting of the Taskforce.

Membership

2. It was agreed by Cabinet that the Race Equality Taskforce would comprise of the Chair and up to 14 members.
3. Cllr Saeed Ebrahim was selected as the chair of the Taskforce and the remaining members were to be selected through a public appointment process. The approved Cabinet Paper explains that the membership would be made up of individuals with insight and interest in race, ethnicity and human rights and those selected would have the ability, experience and influence to make changes in their sector, industry or organisations.
4. A public appointment process for Race Equality Taskforce membership was launched on Monday 8th August 2020 and closed on Friday 25th September 2020. 57 applications were received during this period.
5. The membership were appointed via assessment against the advertised person specification and selected to achieve an optimum balance of representation across the following sectors:

Voluntary Sector and Community Organisations	Public Services
Major Employers and Small-to-Medium Sized Enterprises (SMEs)	Culture and the Arts
Education, including Further and Higher Education	Sport
Trade Unions	Children and Young People

6. The following individuals have been appointed as members of the Race Equality Taskforce from 1st December 2020 (1st meeting) until Thursday 5th May 2022 (date of next local government elections in Wales):
 - Asmut Price- Chair of Cardiff Council Black and Asian Minority Ethnic (BAME) Staff Network

- Emma Wools –Deputy Police and Crime Commissioner
- Keithley Wilkinson- Equality Manager, Cardiff & Vale University Health Board
- Catherine Floyd- Locum Consultant in Public Health, Public Health Wales
- Marcus Walters- Solicitor, Burges Salmon
- Anita Naoko Pilgrim- University Lecturer in Race, Gender and History, Open University
- Najma Hashi- Team Support Officer with Future Generations Commissioner’s Office
- Salah Mohamed- Former Chief Executive of the Welsh Refugee Council
- Yaina Samuels- Founder of NuHi Training Social Enterprise
- Daniel Mapatac- Final year student at Cardiff University
- Eshaan Rajesh- Representative of Cardiff Youth Council
- Yusef Jama- Taxi Driver and Unite Branch Secretary
- Cllr Daniel De-Ath- Former Lord Mayor
- Hilary Brown- Chair of Butetown Community Centre

7. A comprehensive Terms of Reference has been developed to support the Taskforce membership in delivering their role and providing recommendations to Cabinet and other public sector partners. (See **Appendix 1**)

Consultation on Taskforce Priorities

8. In addition to the public appointment process, a public consultation was undertaken over the summer of 2020 to determine priority areas for Taskforce consideration. A bilingual, online survey was developed, and promoted on the Council’s social media channels, through partner organisations, and sent to the Council’s Citizen’s Panel.
9. Targeted advertisements were scheduled throughout the consultation period for postcode areas with a high percentage of residents from ethnic minority backgrounds to ensure the consultation findings were representative of the views and experiences of Ethnic Minority groups.
10. This consultation was live between 11th August and 10th October 2020. A total of 869 responses were included in analysis, of which 40% were from Ethnic Minority backgrounds (approximately 17% of Cardiff’s population as a whole are from Ethnic Minority backgrounds according to the latest population estimates).
11. The consultation sought views on five proposed areas of focus, which were selected because they are identified as areas in which a programme of action could have a positive impact on the outcomes of Ethnic Minority residents and communities in Cardiff in both the short and longer term.

They are also areas where both local and national evidence tells us that there is a long way to go to achieve race equality at a UK level.

12. The following proposed priorities were included in the public consultation:

- Diversity in the Public Sector: What more can be done to ensure that the Council's membership and workforce represents the full diversity of the City it serves;
- Learning and growing up in Cardiff: The experiences of BAME children and young people in education, in alignment with the Welsh Government's recently announced working group focusing on this area;
- A fairer economy: Supporting BAME communities to access employment opportunities;
- Diversity in the public realm: working closely with the Taskforce recently established by the Welsh Government to audit statues, street and building names to address Wales' connections with the slave trade;
- Citizen's Voice: Supporting the civic and democratic involvement of BAME communities through voter registration and participation in the Census 2021.
- Something else: An open request for suggestions, answers included: Equality for all, Education/History, Employment/institutional racism/Leadership positions, Health, Better Communication, Improvement of Public Perception, Better Engagement, Police/Justice and Crime concerns, Poverty/Homelessness, Housing, BAME Businesses, and the Elderly.

13. The consultation findings are summarised below:

- Diversity in the Public Sector- 74.9% of respondents supported this priority, 91% of respondents from ethnic minority backgrounds supported this priority.
- Learning and growing up in Cardiff- 79.1% of respondents supported this priority, 88.4% of respondents from ethnic minority backgrounds supported this priority.
- A Fairer Economy- 75.1% of respondents supported this priority, 93% of respondents from ethnic minority backgrounds supported this priority.
- Diversity in the Public Realm- 59.4% of respondents supported this priority, 78.7% of respondents from ethnic minority backgrounds supported this priority.

- Citizen's Voice- 84% of respondents supported this priority, 91.5% of respondents from ethnic minority backgrounds supported this priority
- When asked to prioritise areas of focus, Learning and growing up in Cardiff was the most important priority, then A Fairer Economy as second most important priority, then Diversity in the Public Sector, then Citizen's Voice, then Diversity in the Public Realm and lastly 'Something Else'.

Update on the inaugural meeting of the Cardiff Race Equality Taskforce

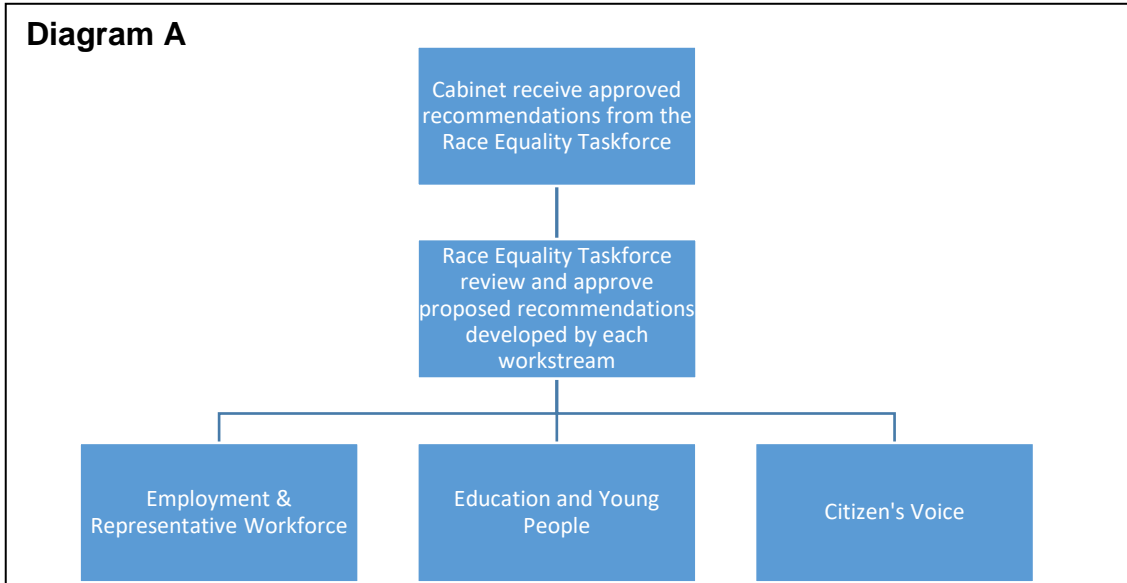
14. The inaugural convening of the Race Equality Taskforce took place on 1st December 2020. During this meeting, Taskforce members received an introduction to their role. The Council Secretariat provided a presentation on relevant evidence regarding race equality in Cardiff, including data on themes including: population, deprivation, employment by ethnic group, employment and gender by ethnic group, education, housing and health. The consultation findings were also presented to the Taskforce for consideration. The presentation delivered to the Taskforce at the inaugural meeting is available at **Appendix 2**.
15. Taskforce members were invited to discuss and approve priority work streams, drawing upon the evidence presented regarding inequality in the city and the views of residents.
16. A roundtable discussion regarding the Taskforce's priorities identified the following Council-led work streams:
 - a) Employment and Representative Workforce
 - b) Education and Young People
 - c) Citizen's Voice
17. The Taskforce agreed that further discussion with the University Health Board, Public Health Wales and South Wales Police would explore the possibility of creating additional work streams on the themes of:
 - d) Health and Social Care, and;
 - e) Criminal Justice.
18. It was agreed that work stream proposals against the themes (d) Health and Social Care and (e) Criminal Justice would be presented at the next Taskforce meeting along with the appropriate governance mechanism for the progression of recommendations, for the Taskforce's consideration and approval.

19. Minor amendments to the Terms of Reference were discussed to clarify meeting procedures and these were progressed following approval from the Council's legal team. The final approved Terms of Reference were circulated to Taskforce members via email.
20. Work streams for each of the agreed Council-led priorities:
 - (a) Employment and Representative Work Force
 - (b) Education and Young People, and;
 - (c) Citizen's Voice

will be established and meet in advance of the next convening of the Race Equality Taskforce on 3rd March 2021
21. Each work stream is tasked with coordinating strategic evidence, practice and policy reviews in order to produce a proposal of short, medium and long term recommendations for consideration by the Taskforce and, where approved by the Taskforce membership, progressed for a formal decision to the appropriate decision-making board.
22. Approved Taskforce recommendations across the Council-led work streams, (a) Employment and Representative Work Force, (b) Education and Young People's Experience Services and (c) Citizen's Voice will be progressed to Cabinet.
23. It is anticipated that the proposed (d) Health and Social Care and (e) Criminal Justice will progress recommendations via existing partnership structures, pending agreement with relevant organisations and chairs of the relevant governance structure e.g. Public Services Board, Community Safety Partnership.

Work Stream Development: Update for Streams (a) (b) and (c)

24. Since the first meeting of the Race Equality Taskforce, the identification of membership for the Council-led (a), (b), (c) work streams has begun in consultation with the Race Equality Taskforce Chair.
25. The membership will include representation from Taskforce members with particular expertise in the relevant field, Council officers and other stakeholders from across the public, private and voluntary sector as appropriate for each theme. This approach will enable the Taskforce to benefit from the expertise of credible practitioners who will offer advice and support the identification of substantive and evidence-based recommendations to improve race equality in Cardiff within each stream.
26. Diagram A below illustrates the relationship between work streams (a) (b) and (c) with the Race Equality Taskforce and the Cabinet. Further diagrams will be developed to illustrate the pathway for recommendations from work streams (d) and (e) once confirmed.



27. In consultation with the Taskforce Chair, Chairs and Vice Chairs will be appointed for each work stream.
28. Each work stream will meet to prepare an initial scoping exercise in advance of the next convening of the Race Equality Taskforce on 3rd March 2021. The initial scoping will be presented during this meeting and the Taskforce will have the opportunity to provide their feedback and suggest further ideas for development within each theme.
29. During 2021 each work stream will each produce a comprehensive proposal detailing their recommendations, which will be progressed through to the Taskforce for their consideration and then taken to the appropriate decision-making board.
30. Briefing papers for each work stream theme are being developed to share with the membership of each work stream to aid them in the completion of scoping and proposal development. The briefings will provide an overview of data and relevant research for each theme. Work streams will develop their scoping exercise into a series of proposed recommendations for action, using the template provided at **Appendix 3**. Work streams will be encouraged to investigate and propose evidence-led short, medium and long term actions for consideration by the Taskforce.

APPENDIX 1: Terms of Reference

Race Equality Taskforce Terms of Reference

Purpose

1. The Race Equality Taskforce ('the Taskforce') is established by Cardiff Council, following a decision by the Council's Cabinet on 16 July 2020, to enable the coordination of meaningful and evidence-led actions and recommendations to address racial discrimination and promote race equality in Cardiff.
2. The Taskforce will undertake this work until the end of the current political administration and local government elections in May 2022.

Objectives

3. The Taskforce will work to the following objectives:
 - Work with Cardiff's communities and organisations to improve and prioritise race equality to achieve an inclusive, cohesive, thriving and representative city;
 - Guide Cardiff's policy and strategy developers to make sure race equality is included in all of their work;
 - Use the Council's convening power to advance race equality in the public, private and voluntary sector, working closely where required with the Cardiff Public Services Board;
 - Coordinate actions and recommendations to advance race equality, focusing on priority work-streams, identified in consultation with the city's ethnic minority residents;
 - Report on progress on race equality and the general impact of inequality and discrimination on the ethnic minority communities of Cardiff.

Priorities

4. The following areas have been identified to be considered by the Taskforce:
 - a) Employment and Representative Workforce
 - b) Education and Young People's Experience of Services
 - c) Citizen's Voice
 - d) Health and Social Care
 - e) Criminal Justice
5. The priorities of the Taskforce have been informed by public consultation with Cardiff residents and agreed by the Race Equality Taskforce Membership at their inaugural meeting on 2nd December 2020. A work stream will be

established for each of the agreed priorities, which will coordinate and consider strategic evidence, practice and policy reviews in order to produce recommendations for action.

Reporting Requirements

6. The Taskforce will provide reports on each work-stream to the Council's Cabinet. Work Stream's a) Employment and Representative Workforce b) Education and Young People's Experiences of Services c) Citizen's Voice will provide recommendations which will be considered at Cabinet. Work stream d) Health and Social Care will provide recommendations to the Health Board for consideration. Work stream e) Criminal Justice will provide recommendations for the Community Safety Partnership.
7. The Taskforce will also provide an annual report to Full Council, in line with the reporting schedule for the Council's statutory Equalities Annual Report.
8. A Cross-Party Group will provide a scrutiny and Members engagement function for the Taskforce.

Limitation of Authority

9. The Taskforce is an advisory body to the Council's Cabinet. It is not a decision-making body and does not have the authority to:
 - Expend money on behalf of Cardiff Council;
 - Commit Cardiff Council to any arrangement;
 - Direct Cardiff Council staff in the performance of their duties and shall not seek to do so;
 - Purport to represent Cardiff Council in any communication with the public or media; and
 - Consider any matter outside its Terms of Reference.
10. The actions of the Taskforce or any of its members shall not fetter the discretion of the Council in the exercise of any of its functions.

Membership

11. The Taskforce will comprise of the Chair and up to 14 members. Seeking to ensure a diverse range of protected characteristics are recognised within the Taskforce.
12. Members will be appointed until the end of the current political administration and local government elections in May 2022.
13. The membership will be made up of individuals with insight and interest in race, ethnicity and human rights and who have the ability, experience, opportunity and influence to make changes in their sector, industry and institutions or organisations.

14. Membership of the Taskforce is to be selected following a public appointment process openly advertised by the Council. The membership is selected in order to achieve a balance of representation across the following fields:

Voluntary Sector and Community Organisations	Public Services
Major Employers and Small-to-Medium Sized Enterprises (SMEs)	Culture and the Arts
Education, including Further and Higher Education	Sport
Trade Unions	Children and Young People

15. The Taskforce will also have the ability to co-opt members on a consensual basis.
16. Members of the Taskforce must submit, upon appointment, a declaration of personal interests, including a declaration that they understand and will abide by the Nolan Principles of Standards in Public Life. All members will strive to be respectful, consensus-oriented, transparent and accountable.
17. Everyone in attendance at Taskforce meetings must declare any actual or potential conflicts of interest; these shall be recorded in the minutes. Anyone with a relevant or material interest in a matter under consideration must be excluded from the discussion; this shall also be recorded in the meetings.

Chair

18. The appointment of the Chair of the Taskforce is a matter for decision by the Council's Cabinet.
19. The Chair will be appointed until the end of the current political administration and local government elections in May 2022.
20. The Chair is responsible for chairing meetings of the Taskforce and promoting the work of the Taskforce.
21. The Chair will also oversee the activities of the work-streams and strategic activities associated with tackling discrimination and disadvantage faced by ethnic minority residents in Cardiff.

Vice Chair

22. The Vice-Chair of the Taskforce will be selected by the Chair from among the 14 members who are publicly appointed to the Taskforce.
23. The Vice-Chair will be appointed for 6 months subject to reappointment.
24. The Vice-Chair will deputise in chairing meetings of the Taskforce in the absence of the Chair.

Meeting Arrangements

25. The Taskforce will be quorate at 25% of the total voting members, rounded up to the nearest whole number. This must include the Chair/ Vice-Chair.
26. Meetings of the Taskforce will take place on a quarterly basis (i.e. every 3 months) and will usually take place at a council venue or will be held remotely using Microsoft Teams due to the Covid-19 pandemic.
27. Members of the Taskforce are expected to make every effort to attend all meetings and attendance will be recorded formally through minutes of the meetings.
28. Where members are unable to attend Taskforce meetings, any apologies should be given to the Chair and/or meeting secretariat in advance of the meetings. Substitute delegates are not able to attend meetings without the prior approval of the Chair (or Vice-Chair in the absence of the Chair).

Recommendations and Voting

29. Draft recommendations will be brought to the Taskforce meetings through work streams, organised by number (eg: 1.1, 1.2) and will be recorded in the meetings minutes along with any votes. Recommendations are called to a vote by the Chair of the Taskforce during a meeting. Approved recommendations from Taskforce meetings will be taken to Cabinet for discussion and approval.
30. Votes may be cast by Taskforce members only and not Council secretariat or observers. Votes are made only by the members present in a properly arranged meeting.
31. Decisions will be made by a majority of the votes cast at the meeting. In the event of there not being a clear majority vote, the Chair shall have a casting vote.
32. Votes are cast at the Chair's discretion and are as follows:
 - I. *By General Consent* -- When a recommendation is not likely to be opposed, the Chair says, "if there is no objection ..." The membership shows agreement by their silence, however if one member says, "I object," the item will then be put to a vote by one of the methods below.
 - II. *By Voice* -- The Chairman asks those in favour to say, "Aye", those opposed to say "no". Any member may move for an exact count. (Whilst meeting virtually during the Covid-19 Pandemic the 'raise hand' function on Teams will be used)
 - III. *By Roll Call* -- Each member answers "yes" or "no" as his name is called. This method is used when a record of each person's vote is required.

Confidentiality

33. Confidentiality rules are as follows: The Taskforce will adhere to the Chatham House Rule, anyone who comes to a meeting is free to use information from the discussion but is not allowed to reveal who made any comment. Failure to adhere to this rule may result in taskforce membership being revoked.

Administration

34. The Secretariat and administrative support services to the Taskforce will be provided by Cardiff Council, or an individual or organisation appointed by Cardiff Council, and will include meeting organisation, circulating meeting agendas, taking meeting minutes and overseeing general Taskforce administration.

35. All final papers/reports must be submitted to the meeting secretariat 7 clear days in advance of the meeting.

36. The agenda and supporting papers shall be forwarded to each member of the Taskforce 3 clear days in advance of the meeting.

Communications

37. The Taskforce will communicate via email using a private invite-only list of contacts. Communication may include:

- Periodic updates concerning Taskforce activities;
- Dissemination of minutes and initiatives;
- Links and research related to Taskforce aims and ambitions; and
- Draft documents for review and comment.

Press & Social Media

38. Council secretariat are available for any queries. However, confidentiality rules should be adhered to during all public or social correspondence. Further guidance on this can be found in the 'Communications Guidance' provided by the Equality Team.

General Requirements

39. In so far as it relates to the activities of the Taskforce, the Taskforce and individual members of the Taskforce:

- i. Will use all reasonable endeavours to comply with all applicable requirements of Cardiff Council's Welsh Language Scheme and the Welsh Language (Wales) Measure 2011 ("the Measure") and the Welsh language standards issued to the City of Cardiff Council (Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011) insofar as it relates to the activities of the Taskforce. A copy of the Welsh language standards is available from: www.cardiff.gov.uk/bilingualcardiff

- ii. Will comply with any and all requirements under the Data Protection Legislation and shall not disclose or allow unauthorised access to any confidential information provided or acquired during the term of the Taskforce.
- iii. Shall not unlawfully discriminate within the meaning and scope of any law, enactment, order, or regulation or good practice relating to discrimination (whether in age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership, and pregnancy and maternity or otherwise).
- iv. Acknowledges that the Council is subject to the requirements of the Code of Practice on Government Information, Freedom of Information Act and the Environmental Information Regulations and shall assist and cooperate with the Council to enable the Council to comply with its Information disclosure obligations, and
- v. Shall not behave in a manner so as to bring Cardiff Council into disrepute.

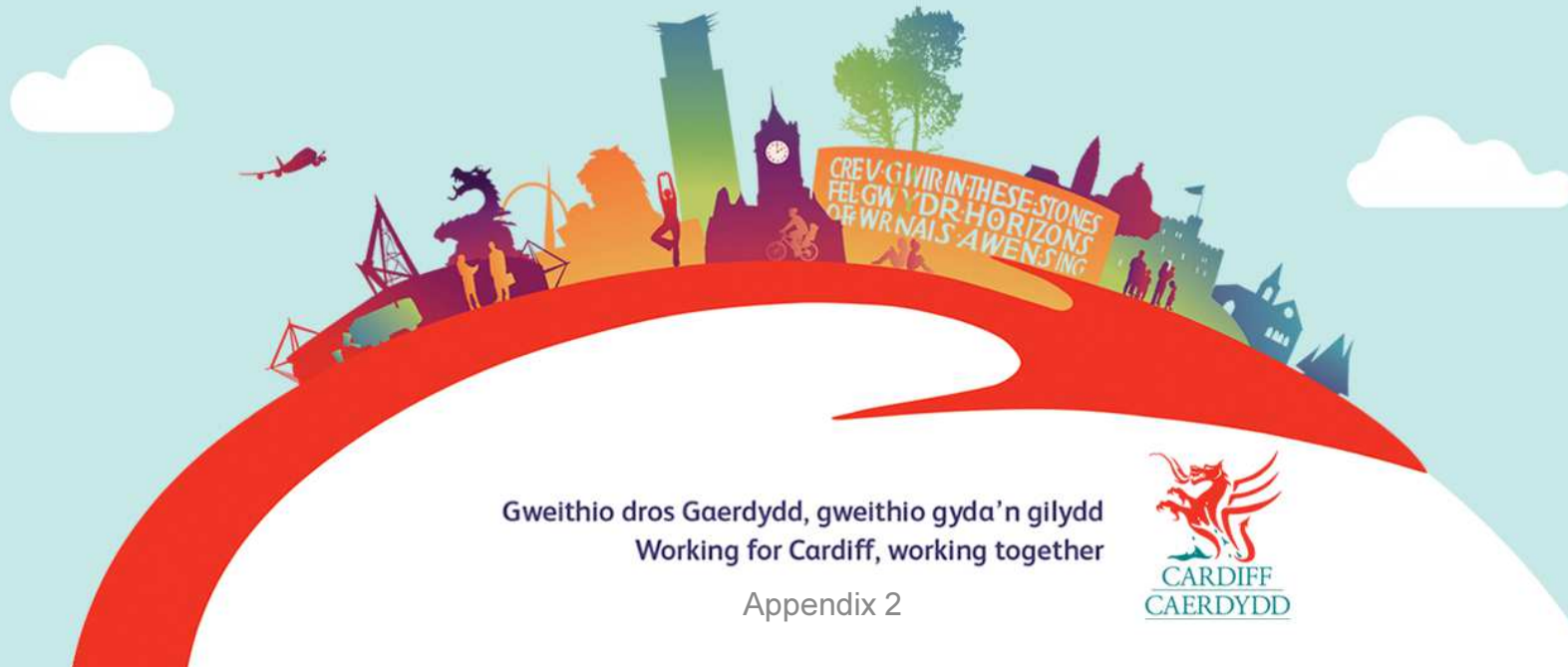
Amendments to the Terms of Reference

- 40. The Terms of Reference may be amended, varied or modified in writing by the council's Head of Policy and Partnerships in consultation with the Chair, with advice from Legal Services.
- 41. Taskforce members are able to make suggestions of minor edits, in discussion with Council Secretariat, but substantive changes must be confirmed by the Council's Head of Policy and Partnerships in consultation with the Chair, with advice from Legal Services.



Cardiff Race Equality Taskforce

Tuesday 1st December 2020, 10:00am-12:00pm



Gweithio dros Gaerdydd, gweithio gyda'n gilydd
Working for Cardiff, working together

Appendix 2



Cardiff Race Equality Taskforce:

- Cardiff is proud to be a diverse city, however, inequality between different ethnic groups continues to exist and it must be addressed.
- A Race Equality Taskforce has been established to act on race inequality and address racial injustice in Cardiff.
- The Membership has been appointed through a public appointment process.
- A consultation for residents to inform the priorities of the Taskforce- is now complete.



Cardiff Race Equality Taskforce: Objectives

The Taskforce will:

- Work with Cardiff's communities and organisations to improve and prioritise race equality.
- Guide Cardiff's policy and strategy developers to include race equality in all their work.
- Use the Council's convening power to advance race equality
- Coordinate actions and recommendations to advance race equality
- Report on progress on race equality and the general impact of inequality and discrimination on the ethnic minority communities of Cardiff.



Cardiff Race Equality Taskforce: Agenda

10.00	Welcome, introductions and apologies Leader Cllr Huw Thomas; Race Equality Taskforce Chair Cllr Saeed Ebrahim &; Cabinet Member for Housing and Communities Cllr Lynda Thorne
10.40	Evidence on race equality in Cardiff Charlotte Amoss, Senior Policy Officer: Inclusion and Engagement, Cardiff Council
11.00	Consultation Findings: Cardiff residents' priorities for the Race Equality Taskforce Charlotte Amoss, Senior Policy Officer: Inclusion and Engagement, Cardiff Council
11.10	Roundtable discussion on Taskforce Work Streams Chaired by Cllr Saeed Ebrahim



Cardiff Race Equality Taskforce: Agenda

11.45	Next Steps <ul style="list-style-type: none">• Reviewing and agreeing Terms of Reference circulated in advance• Programme of future meetings• Communications
12.00	Close





Evidence on race equality in Cardiff

Charlotte Amoss, Senior Policy Officer: Inclusion and Engagement, Cardiff Council



Race equality in Cardiff: the data

- Data is a necessity in both understanding and addressing race inequalities.
- It is widely accepted that the quality of ethnicity data across public services needs to improve.
- The available data does however demonstrate clear disparities in terms of deprivation and lack of opportunity experienced by some ethnic minority communities in Cardiff.



Race equality in Cardiff: the data

- Population data
- Overall deprivation data
- Employment
- Education attainment
- Housing
- Health and the impact of Covid-19



Cardiff's Population

- It is estimated that, for the year ending 31 March 2020, 76,400 of Cardiff's residents were from ethnic minority groups: 20.7% of the total population.
- Cardiff's ethnic minority population has a higher proportion of younger people when compared to its White population.
- It is estimated that 13,270 pupils aged 5 or over are from ethnic minority groups: 28% of the total school population.



**Source: Annual Population Survey
(2018 data for Cardiff) and Cardiff
Schools' data**



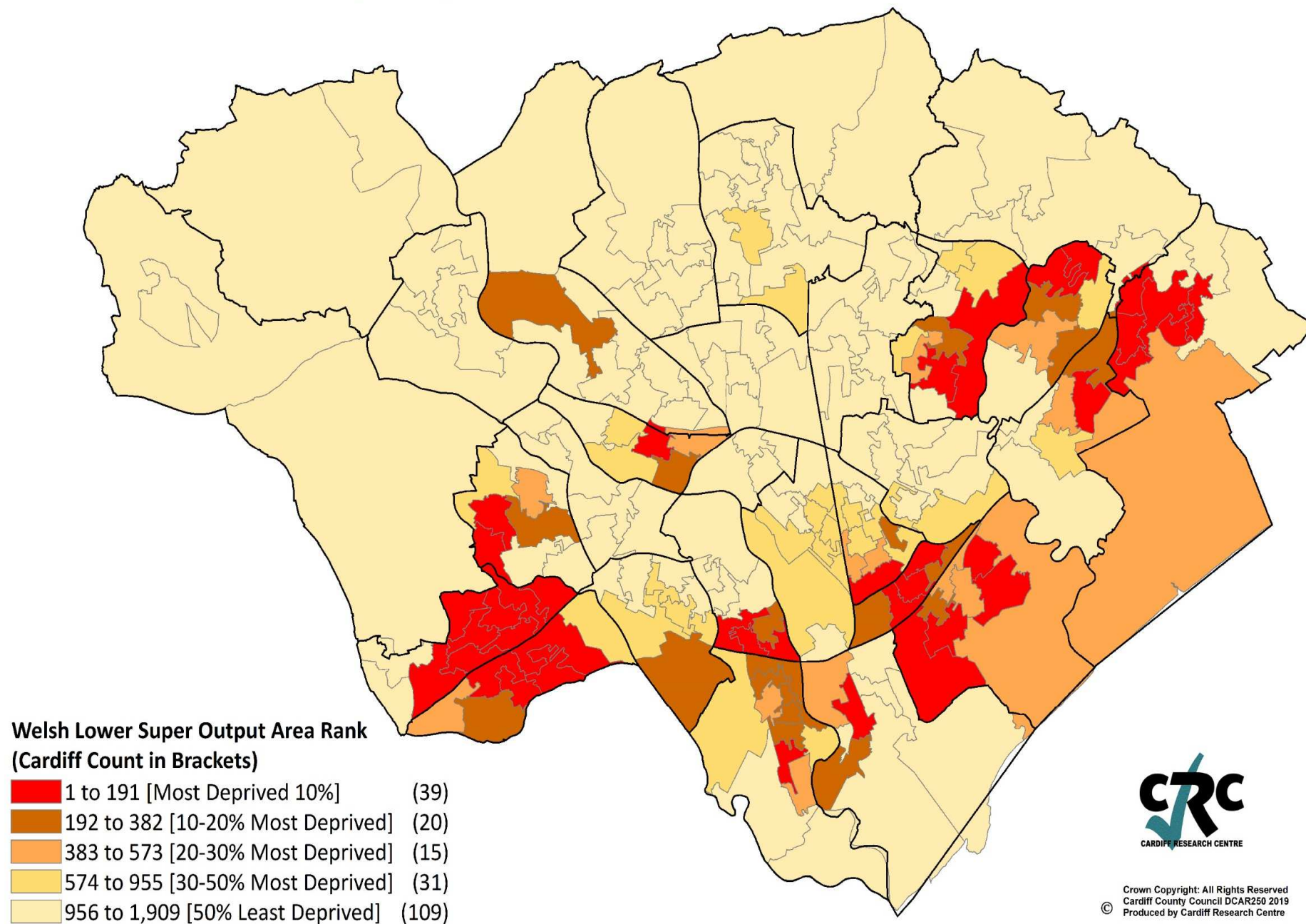
Overall Deprivation by Ethnic Group in Cardiff



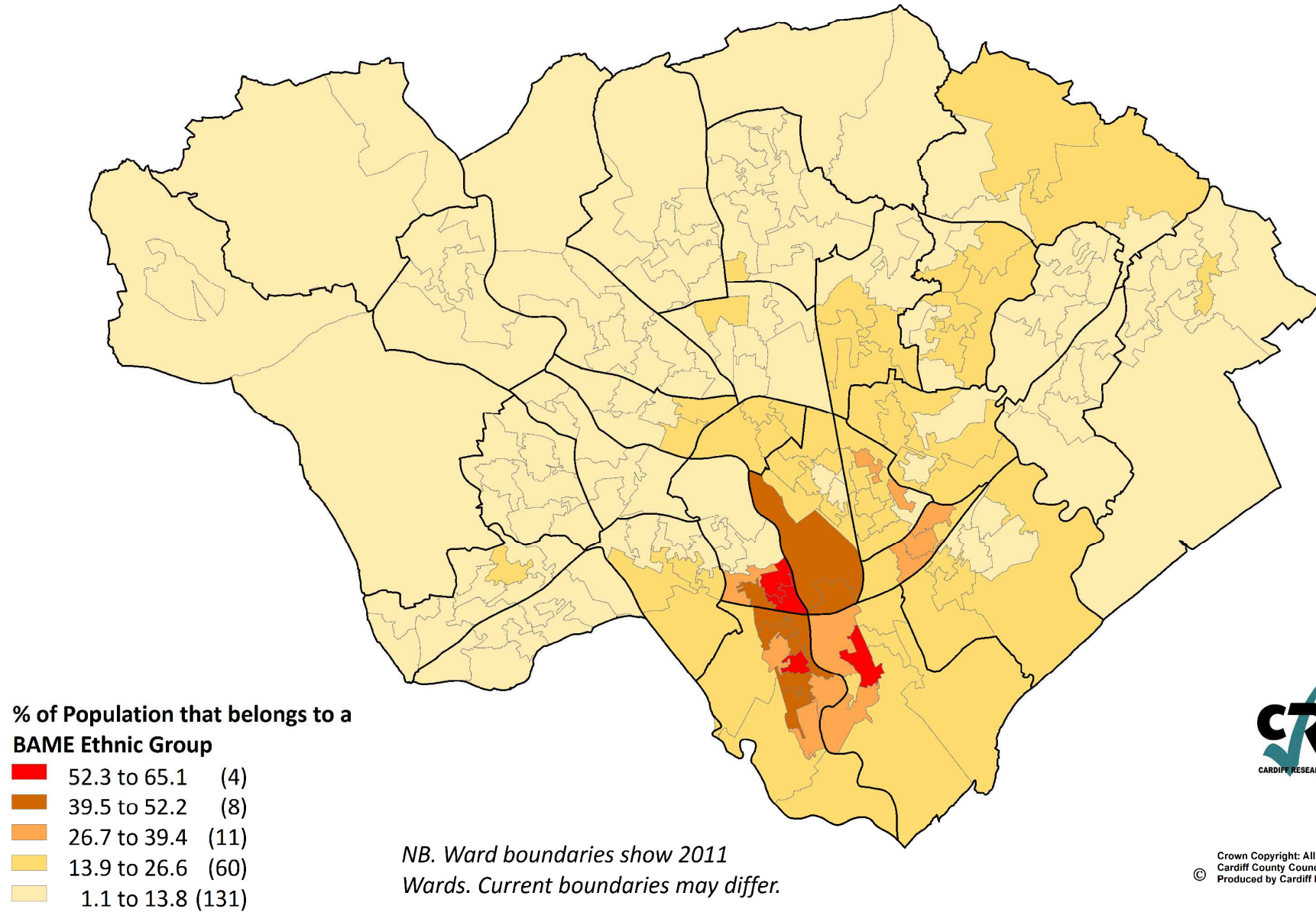
Source: Welsh Index of Multiple Deprivation 2019



2019 Welsh Index of Multiple Deprivation: Cardiff - Overall Ranks



Percentage of Total Population that Belongs to a BAME Ethnic Group by LSOA, 2011 Census



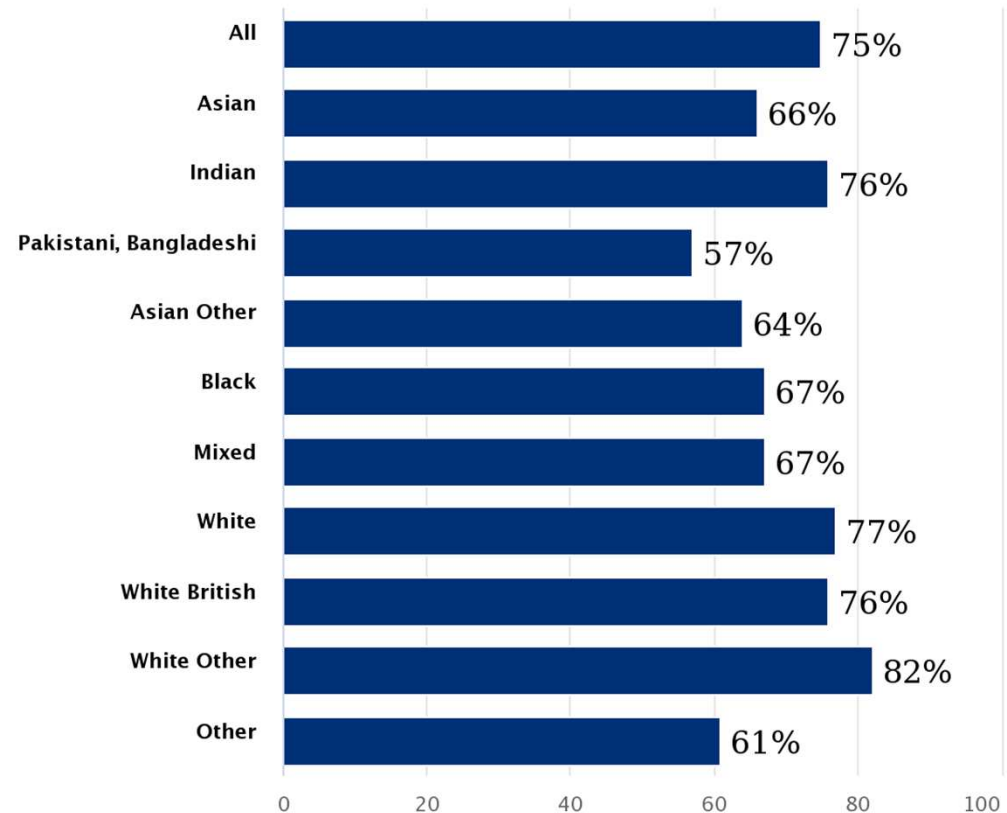
Employment by ethnic group

Summary

Title: Percentage of 16 to 64 year olds who were employed, by ethnicity. Location: England, Wales and Scotland. Time period: 2018. Source: Annual Population Survey| Ethnicity Facts and Figures GOV.UK

This data shows that:

- 75% of working age people (aged 16 to 64) in England, Scotland and Wales were employed in 2018
- 82% of people from the Other White ethnic group were employed, the highest percentage out of all ethnic groups
- 57% of people from the combined Pakistani and Bangladeshi ethnic group were employed, the lowest percentage out of all ethnic groups

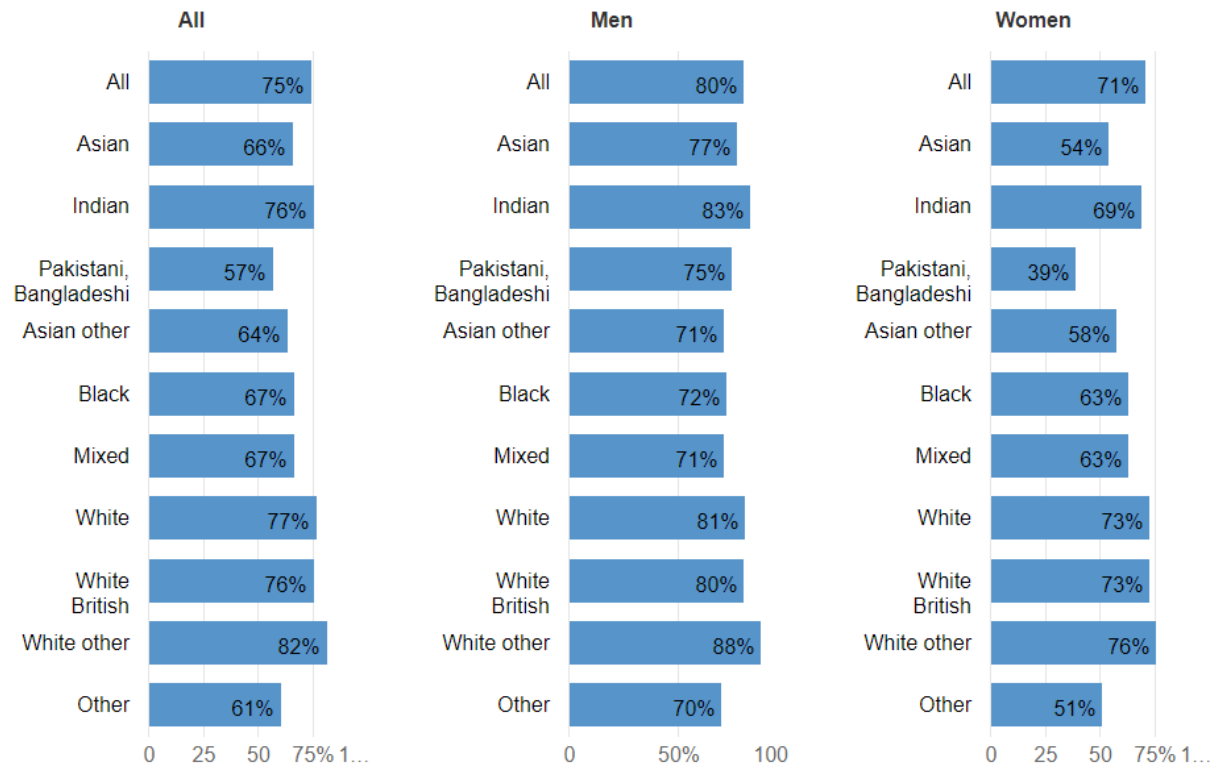


Source: Annual Population Survey (2018 data UK-wide)



Employment by ethnic group & gender

Percentage of 16 to 64 year olds who were employed, by ethnicity and gender



Source: Annual Population Survey (2018 data UK-wide)



Employment by ethnic group & gender

Summary

This data shows that:

- In every ethnic group, the employment rate was higher for men than women
- The gap between men and women was biggest in the combined Pakistani and Bangladeshi ethnic group, where 75% of men and 39% of women were employed (a 36 percentage point difference)
- The gap was smallest in the White British ethnic group, where 80% of men and 73% of women were employed (a 7 percentage point difference)
- For both men and women, the highest employment rate was in the Other White ethnic group (88% for men, 76% for women)
- The lowest employment rate among women was in the combined Pakistani and Bangladeshi ethnic group, at 39%
- The lowest employment rate among men was in the Other ethnic group, at 70%



Source: Annual Population Survey (2018 data UK-wide)



Employment by ethnic group & age

Summary

The data shows that:

- The difference in the employment rate between White people and those from ethnic minorities (excluding White minorities) was biggest among 16 to 24 year olds, where 58% of White people and 36% of those from ethnic minorities were employed
- The difference in the employment rate between White people and those from ethnic minorities was smallest among 50 to 64 year olds, where 72% of White people and 69% of those from ethnic minorities were employed



Source: Annual Population Survey (2018 data UK-wide)



Educational attainment by ethnic group & age- Key Stages 2 & 3

Summary

- In the Foundation Phase (end of year 2), the performance of pupils that are Any Other Ethnic Background, Black and Asian is slightly below White pupils and the Cardiff average.
- At Key Stage 2 (end of year 6), the performance of all pupils except Any Other Ethnic Background is higher than the performance of White pupils and the Cardiff average.
- At Key Stage 3 (end of year 9), the performance of all Ethnic Groups is above White pupils and the Cardiff Average.

	Any Other Ethnic Background	Asian	Black	Chinese	Mixed	White
Foundation Phase 2018/19	76.8%	82.9%	81.1%	90.2%	84.3%	84.3%
Key Stage 2 2018/19	84.2%	88%	88.5%	100%	90.1%	88.5%
Key Stage 3 2018/19	85.9%	90.3%	86.7%	100%	86.5%	84.8%

Educational attainment by ethnic group & age- Key Stage 4

Summary

- At Key Stage 4, the performance of Black pupils in the Capped Points Score is slightly below White pupils and the Cardiff average. All other Ethnic Groups are above both White pupils and the Cardiff average.
- In Literacy, the performance of Black pupils is slightly below White pupils but is higher than the Cardiff average. All other Ethnic Groups are above both White pupils and the Cardiff average.
- In Numeracy, the performance of Black and Mixed pupils is slightly below White pupils and the Cardiff average. All other Ethnic Groups are above both White pupils and the Cardiff average.
- Similarly, in Science, the performance of Black pupils is slightly below White pupils and the Cardiff average. Mixed race pupils perform slightly higher than the Cardiff average but slightly below White pupils.
- Performance in the Skills Challenge Certificate is above White pupils and the Cardiff Average for all Ethnic Groups.

	Any Other Ethnic Background	Asian	Black	Chinese	Mixed	White
KS4 Capped Points 2018/19	404.0	404.6	376.5	426.1	378.5	378.3
KS4 Literacy 2018/19	42.0	43.3	41.1	45.0	41.5	41.4
KS4 Numeracy 2018/19	41.8	42.2	37.0	48.0	38.1	39.0
KS4 Science 2018/19	41.5	42.6	36.3	44.0	37.7	38.6
KS4 Skills Challenge Certificate 2018/2019	41.4	42.6	39.7	49.0	37.5	37.3

Housing

Housing Deprivation:

- A higher proportion of Cardiff's Asian/Asian British ethnic group (**53.4%**) reside in the *most* deprived areas.
- Cardiff's White ethnic group have the highest proportion (**49.6%**) living in the *least* deprived areas.

Tenure:

- A higher proportion of Cardiff's White population (**63.2%**) either own or have shared ownership of their home.
- Cardiff's Black/African/Caribbean/Black British population have a higher proportion (**78.5%**) of people living in rented accommodation.

Occupancy Rating:

- A higher proportion of Cardiff's Other Ethnic Group (**27.1%**) live in overcrowded conditions, alongside Cardiff's Black/African/Caribbean/Black British households (24.9%).
- A higher proportion of Cardiff's White households (**72.2%**) are under occupied.



Source: Welsh Index of Multiple Deprivation 2019 & Census



Health

Health Deprivation Summary:

- The health domain includes 4 indicators: cancer incidence; limiting long-term illness; all-cause death rate; and low birth weight.
- A high proportion of Cardiff's Black/African/Caribbean/Black British ethnic group (31.7%) reside in the most deprived areas within the health domain.
- Cardiff's White ethnic group have the highest proportion (59.2%) living in the least deprived areas.
- Certain BAME groups have higher rates of some health conditions. For example, South Asian and Caribbean-descended populations have a substantially higher risk of diabetes; Bangladeshi-descended populations are more likely to avoid alcohol but to smoke and sickle cell anaemia is an inherited blood disorder, which mainly affects people of African or Caribbean origin.



Source: Welsh Index of Multiple Deprivation 2019 & Public Health Wales



Covid-19 and the impact on ethnic minority communities

Summary

- Data available at a national level shows, unambiguously, that people from ethnic minority background are at greater risk from Covid-19.
- There is early evidence of an association between ethnicity and COVID-19 incidence and adverse health outcomes. For example, observational data from the Intensive Care National Audit and Research Centre, show a third of COVID-19 patients admitted to critical care units are from BAME groups.
- The Council currently lacks both local and Wales-specific data on the ethnicity of Covid-19 Cases and deaths.
- As further data at the local authority level is published, a report which brings together data on COVID-19 in deprived and ethnic minority communities in Cardiff will be developed.



Q&A





Consultation Findings: Cardiff residents' priorities for the Race Equality Taskforce

Charlotte Amoss, Senior Policy Officer: Inclusion and Engagement, Cardiff Council



Gweithio dros Gaerdydd, gweithio gyda'n gilydd
Working for Cardiff, working together



Cardiff's Race Equality Taskforce: Priorities

The Council proposed the following initial areas of focus for the Taskforce's consideration and put them out to public consultation:

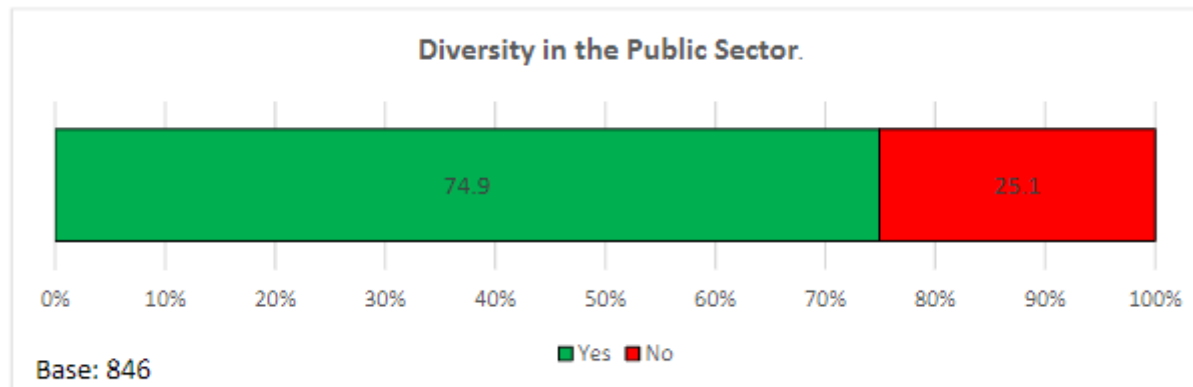
1. What more can be done to ensure that the Council's membership and workforce represents the full diversity of the City it serves.
2. The experiences of ethnic minority children and young people in education
3. Supporting ethnic minority communities to access high quality employment opportunities;
4. Diversity in the public realm;
5. Supporting the civic and democratic involvement of ethnic minority communities through voter registration and participation in the Census 2021.



Cardiff's Race Equality Taskforce: Priorities

1. What more can be done to ensure that the Council's membership and workforce represents the full diversity of the City it serves.

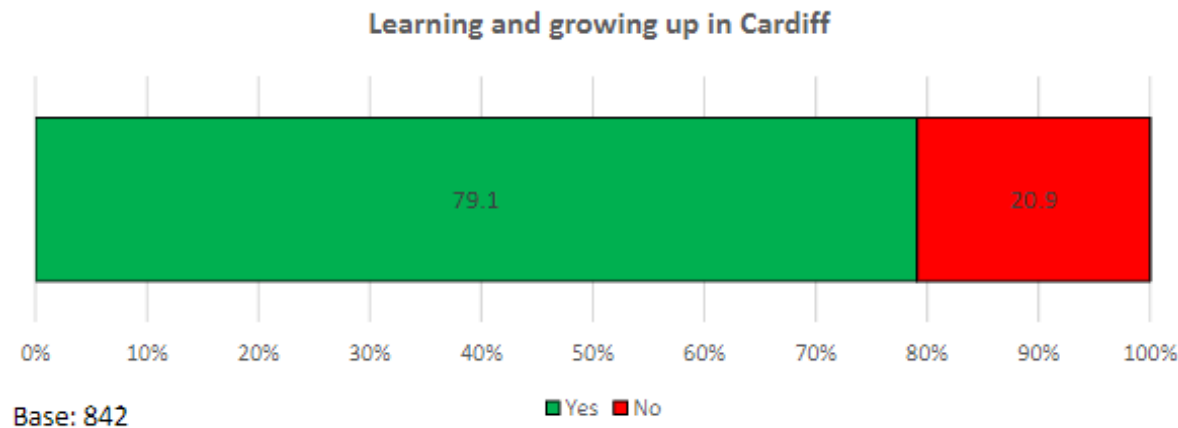
- 74.9% of respondents supported this priority
- 91% of respondents from ethnic minority backgrounds supported this priority



Cardiff's Race Equality Taskforce: Priorities

2. The experiences of ethnic minority children and young people in education

- 79.1% of respondents supported this priority
- 88.4% of respondents from ethnic minority backgrounds supported this priority

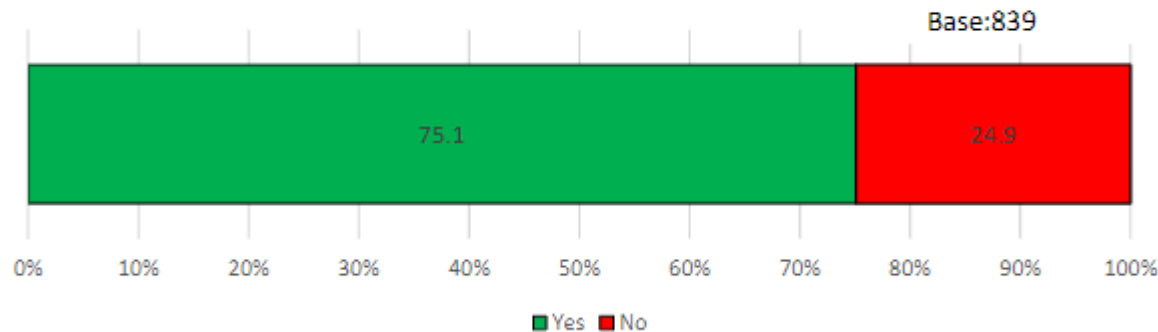


Cardiff's Race Equality Taskforce: Priorities

3. Supporting ethnic minority communities to access high quality employment opportunities;

- 75.1% of respondents supported this priority
- 93% of respondents from ethnic minority backgrounds supported this priority

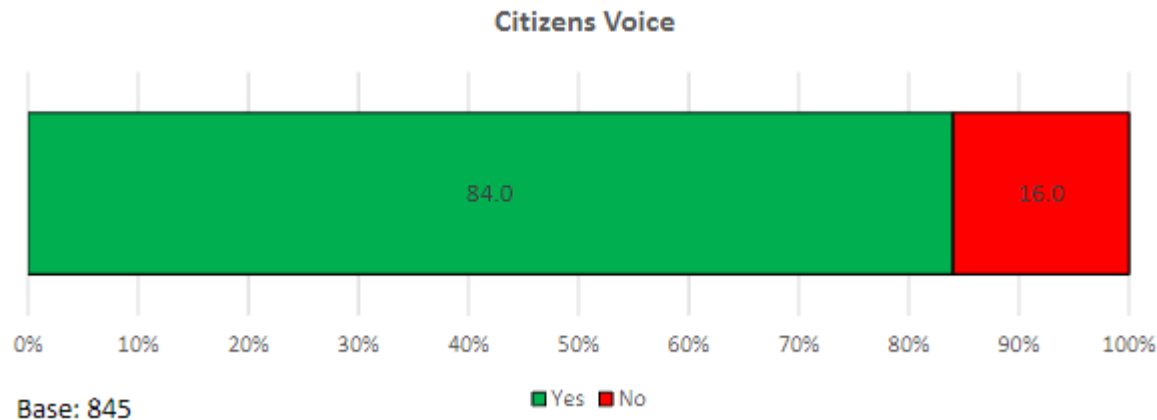
A Fairer Economy: Supporting Black and Minority Ethnic residents to access high quality employment opportunities.



Cardiff's Race Equality Taskforce: Priorities

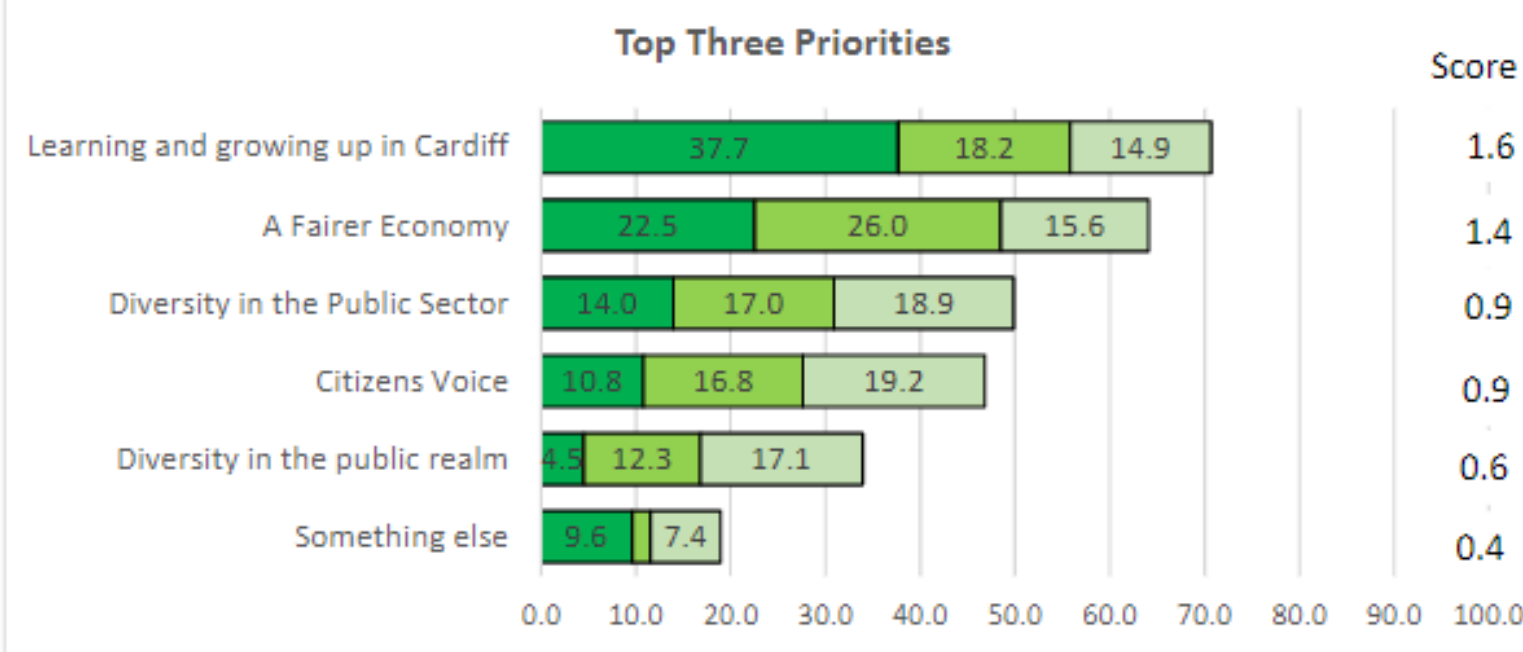
5. Citizens Voice: Supporting the civic and democratic involvement of BAME communities through voter registration and making sure Cardiff's BAME communities are counted in the Census 2021.

- 84% of respondents supported this priority
- 91.5% of respondents from ethnic minority backgrounds supported this priority



Cardiff's Race Equality Taskforce: Priorities

Respondents were then asked to prioritise the different areas of focus, by selecting their top three themes.



Cardiff's Race Equality Taskforce: Priorities

Other suggested themes:

- Teaching of Black History in the curriculum (53 responses)
- Developing anti-racist campaigns (49 responses)
- Criminal justice, particularly stop & search (13 responses)



Cardiff's Race Equality Taskforce: Priorities

Agreed priorities:

Working Groups to be established for each agreed priority and Working Groups to produce initial report on potential short, medium and long term recommendations for next Taskforce meeting

Working Groups to convene quarterly in line with the Taskforce



Cardiff's Race Equality Taskforce: Priorities

Working Groups' role:

- To scope the possible and provide options and models for the Taskforce's consideration
- To progress and implement recommendations accepted by Cabinet relevant to their workstream
- Conduct further research and consultation on topics of interest to the Taskforce to inform their recommendations





Roundtable discussion on Taskforce Work Streams

Chaired by Cllr Saeed Ebrahim



Gweithio dros Gaerdydd, gweithio gyda'n gilydd
Working for Cardiff, working together



Cardiff's Race Equality Taskforce: Next steps

- Reviewing and agreeing Terms of Reference circulated in advance
- Programme of future meetings
- Communications





Thank you for attending

Keep in touch via: equalityteam@cardiff.gov.uk



APPENDIX 3: Race Equality Taskforce: Draft work stream proposal template

	Summary of recommendation <i>(note 1)</i>	How this supports the priorities of the Race Equality Taskforce <i>(note 2)</i>	Actions to achieve this priority	Lead delivery partner <i>(note 3)</i>	Other delivery partners	Resources needed to accomplish the priority and action <i>(note 4)</i>	Timescale <i>(note 5)</i>	Success Criteria <i>(note 6)</i>
1								
2								
3								
4								
5								

Guidance Notes

This template is aimed to assist work streams of the Cardiff *Race Equality Taskforce* to develop their recommendations. This template is aimed as a guide to support work streams but they may choose to use their own format if this better helps them to achieve their aims, though the adopted format should cover the basic areas outlined above. This template is intended as a working document, though its content is intended to be public facing once complete.

Each work stream will identify between 5-10 recommendations for the consideration of the Race Equality Taskforce.

Note 1: Recommendations should link to the overarching objectives of the Race Equality Taskforce as set out in the [Cabinet Paper](#) dated 16th July 2020 establishing the Taskforce.

Note 2: Actions should be tangible and deliverable. They may rely on external contingencies (e.g. sourcing additional funding) but this should be included within the planning process where necessary. There may be more than one action per recommendation area.

Note 3: All actions should be assigned a lead with responsibility for driving actions forward and ensuring that they are accomplished.

Note 4: These might include data and evidence needs (including specific requests for support from the Race Equality Taskforce Secretariat, further research input needs, partnerships to be built or additional funding required (alongside potential sources for funding.)

Note 5: The majority of actions should be completed within the lifespan of the project (up to May 2022). Where actions have a longer timescale than the life of the project, clear milestones should be used to set out markers of progress

Note 6: Success criteria should be primarily focused on outcomes and measures of increased equal opportunities and inclusion for Ethnic Minority communities. These may be both general and, where an action is targeted, looking at specific issues. It is acknowledged that it can be difficult to identify these outcomes, have the necessary data to track them and show causal relationships - in particular at the local authority level. In some cases, measures in relation to e.g. organisational change may be used - though these should not be the first option if there is the option to use a measurable population outcome.

This page is intentionally left blank

CABINET MEETING: 16 JULY 2020

ESTABLISHMENT OF A RACE EQUALITY TASKFORCE

LEADER (COUNCILLOR HUW THOMAS)

AGENDA ITEM: 2

Reason for this Report

1. To obtain Cabinet authority to establish a Race Equality Taskforce, which will enable the production of recommendations for immediate action, alongside longer-term recommendations, to act on race inequality and address racial injustice in Cardiff.

Background

2. In Capital Ambition, the Administration make clear their commitment to reducing the large and growing inequalities between communities, to tackling inequality in all its forms and to making sure that all citizens can contribute to, and benefit from, the City's success.
3. Cardiff is proud to be a diverse city, and the Cabinet recognises and celebrates the strength that this diversity has brought and will continue to bring to the City's future. The Cabinet is also clear that race inequality continues to exist in Cardiff. The Cabinet therefore wishes to work with Black, Asian and Minority Ethnic (BAME) communities, public service partners and major employers to identify and put in place a programme of action that seeks to address race inequality.

Issues:

Diversity and Inequality in Cardiff

4. Using statistics from the Annual Population Survey, it is estimated that, for the year ending 31 March 2020, 76,400 of Cardiff's residents were from BAME groups: 20.7% of the total population. In comparison, 186,600 individuals are from BAME Groups in Wales as a whole: 6% of the total population.
5. Additionally, using data from the Pupil Level Annual School Census for 2019/20, it is estimated that 13,270 pupils aged 5 or over are from BAME groups: 28% of the total school population, compared with 8% (33,290) for Wales as a whole.

6. The lived experience and chances for BAME people in Cardiff differs significantly and detrimentally from those of White people.
7. The Welsh Index of Multiple Deprivation paints a complex picture for the City. However, in terms of overall deprivation, 34.8% of Cardiff's Black/African/Caribbean/Black British population reside in the 10% most deprived group. This is double the number of Cardiff's White population who reside in the same group, at 17.2%.
8. Cabinet recognises the divergent experiences of different BAME groups and the necessity of a nuanced approach if we are to progress race equality.

The Black Lives Matter movement

9. The tragic death of George Floyd in the USA has seen protests taking place across the world, including in Cardiff, as part of the Black Lives Matter movement. This has led to a reflection, both on how the history of Black communities in the UK are treated, and on the ongoing challenges that BAME people continue to face in today's society.
10. A feature of the Black Lives Matter movement is its call to reassess how individuals in British history with involvement in slavery are commemorated.
11. In Cardiff, this has focused on the statue of Sir Thomas Picton in the Marble Hall at Cardiff City Hall, whose military career and death at the Battle of Waterloo drove his original inclusion in the 'Heroes of Wales' collection. However, there is growing awareness and understanding of the brutal nature of his Governorship of Trinidad and his involvement in slavery, prompting many to request that the Council moves this statue to a more appropriate location.
12. A democratic mandate will be sought for the proposed removal of this historic monument through a debate and decision by Full Council. This will also enable the Council to consider the practicalities of safely removing the statue and managing any associated implications to the listed status of the Marble Hall.
13. Beyond this important debate regarding the Sir Thomas Picton statue, the Leader of the Council has indicated his eagerness to work with Black Communities to better understand their needs and look at what further action the Council can take to make tangible improvements to their lives and outcomes.
14. It is therefore proposed that a new Race Equality Taskforce is established by the Council. This will enable the coordination of meaningful and evidence-led actions and recommendations to address racial discrimination and promote race equality in Cardiff.

Establishing a Race Equality Taskforce for Cardiff

15. The context for the establishment of the Race Equality Taskforce has been well documented in several recent studies, reviews and inquiries, which reveal the extent of racial inequality in the UK, including:
 - The [Race Disparity Audit](#), published in 2017, showed inequalities between ethnicities in educational attainment, health, employment and within the criminal justice system.
 - The [McGregor-Smith Review of race in the workplace](#), published in 2017, found people from Black and Minority Ethnic backgrounds were still disadvantaged at work and faced lower employment rates than their White counterparts.
 - The [Lammy Review](#), also published in 2017, found evidence of bias and discrimination against people from Ethnic Minority backgrounds in the justice system in England and Wales.
 - The [Windrush Lessons Learned Review](#), published in March 2020, found the Home Office showed, “institutional ignorance and thoughtlessness towards the issue of race.”
16. It is proposed that the Race Equality Taskforce for Cardiff will work to the following objectives:
 - Work with Cardiff's communities and organisations to improve and prioritise race equality to achieve an inclusive, cohesive, thriving and representative city;
 - Guide Cardiff's policy and strategy developers to make sure race equality is included in all of their work;
 - Use the Council's convening power to advance race equality in the public, private and voluntary sector, working closely, where required, with the Cardiff Public Services Board;
 - Coordinate actions and recommendations to advance race equality, focusing on priority work-streams, identified in consultation with the City's BAME residents;
 - Report on progress on race equality and the general impact of inequality and discrimination on the BAME communities of Cardiff.
17. The Council proposes the following initial areas of focus for the Taskforce's consideration:
 - What more can be done to ensure that the Council's membership and workforce represents the full diversity of the City it serves;

- The experiences of BAME children and young people in education, in alignment with the Welsh Government's recently announced working group focusing on this area;
- Supporting BAME communities to access employment opportunities;
- Diversity in the public realm, working closely with the Taskforce recently established by the Welsh Government to audit statues, street and building names to address Wales' connections with the slave trade;
- Supporting the civic and democratic involvement of BAME communities through voter registration and participation in the Census 2021.

18. It is proposed that a rapid and focused consultation will be undertaken in August 2020 to seek BAME residents' views on the priorities for the Taskforce. This work will inform the establishment of work-streams to coordinate strategic evidence, practice and policy reviews and produce recommendations for action.

Appointment of Chair

19. The Leader of the Council has invited the Ward Councillor for Butetown, Cllr Saeed Ebrahim, to Chair the Race Equality Taskforce. The Chair will oversee the activities of the work-streams and strategic activities associated with tackling discrimination and disadvantage faced by BAME people in Cardiff, along with chairing Taskforce meetings, and promoting the work of the Taskforce.

Membership

20. It is proposed that the Taskforce be comprised of the Chair and up to 14 members. The membership will be made up of individuals with insight and interest in race, ethnicity and human rights and who have the ability, experience, opportunity and influence to make changes in their sector, industry and institutions or organisations.

21. Membership of the Taskforce will be selected following a public appointment process that will be openly advertised by the Council. It is expected that individuals will have experience in one or more of the following fields:

Voluntary Sector and Community Organisations	Public Services
Major Employers and Small-to-Medium Sized Enterprises (SMEs)	Culture and the Arts
Education, including Further and Higher Education	Sport
Trade Unions	Children and Young People

22. A comprehensive Terms of Reference will be developed to support the Taskforce membership.

23. Meetings of the Taskforce will take place once a quarter until the end of the current administration. Members are expected to make every effort to attend all meetings. Attendance will be recorded formally through the minutes.

Governance

24. The Taskforce will report to Cabinet. The Taskforce will provide reports on each work-stream to Cabinet, complete with recommendations for action to be considered. The Taskforce will also provide an annual report to Full Council, in line with the reporting schedule for the Council's statutory Equalities Annual Report.

Reason for Recommendations

25. To obtain Cabinet authority to establish a Race Equality Taskforce.

Financial Implications

26. There are no direct financial implications arising from this report but consideration should be given as part of any future Council budget setting as to whether any budget allocation is required once the Taskforce is set up.

Legal Implications

27. The public sector equality duties under the Equality Act 2010 require the Council to give due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
28. The recommendation of this report to establish a Race Equality Taskforce ('the Taskforce') should serve to assist the Council to discharge its equalities duties in respect of race and ethnic or national origin.
29. The Taskforce will require Terms of Reference, incorporating detailed provisions with regard to its remit, membership (including co-optees) and reporting responsibilities, as outlined in the body of the report; and other matters such as terms of office, decision making and voting rights, and rules regarding conduct and personal interests. For the avoidance of doubt, it should be noted that the Taskforce will have no separate legal status or formal decision making powers. Legal Services will advise further on the draft Terms of Reference.
30. The Wellbeing of Future Generations (Wales) Act 2015 requires the Council to consider how its proposed decisions will contribute towards meeting the Well Being objectives set out in the Corporate Plan.

31. Members must also be satisfied that proposed decisions comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.

HR Implications

32. There are no direct financial implications arising from this report but consideration should be given as part of any future Council budget setting as to whether any budget allocation is required once taskforce is set up.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the proposal to establish a new Race Equality Taskforce with the objectives set out in paragraph 16 of the report.
2. Agree the appointment of Cllr Saeed Ebrahim as Chair of the Race Equality Taskforce.
3. Delegate authority to the Head of Performance & Partnerships, in consultation with the Chair of the Race Equality Taskforce and Leader of the Council and with advice from the Director of Governance and Legal Services, to finalise detailed Terms of Reference for the Race Equality Taskforce, to be confirmed at the inaugural meeting of the Taskforce.
4. Delegate authority to the Head of Performance & Partnerships, in consultation with the Leader of the Council and Chair of the Race Equality Task Force, to undertake a public appointment process for membership of the Race Equality Taskforce.
5. Delegate authority to the Head of Performance & Partnerships, in consultation with the Leader of the Council and Chair of the Race Equality Taskforce to commence a public consultation exercise to inform the initial priorities for the Race Equality Taskforce’s work programme.

SENIOR RESPONSIBLE OFFICER	SARAH McGILL Corporate Director People & Communities
	10 July 2020

My Ref: T: Scrutiny/Committees/Covid-19 Panel/20-07-14

Date: 15 July 2020



County Hall
Cardiff,
CF10 4UW
Tel: (029) 2087 2087

Neuadd y Sir
Caerdydd,
CF10 4UW
Ffôn: (029) 2087 2088

Councillor Huw Thomas,
Leader,
Cardiff Council,
County Hall,
Cardiff
CF10 4UW

Dear Huw,

Covid-19 Scrutiny Panel: 14 July 2020

Members of the Covid-19 Scrutiny Panel have asked me to thank you for your continuing commitment to pre-decision scrutiny of business critical decisions to be made by Cabinet. Please also convey the Panel's gratitude to your Cabinet colleagues and to all senior managers that joined the remote meeting in support of the time critical reports to Cabinet on 16 July 2020. Our comments, concerns and recommendations for each of the five agenda items are set out in the order they were taken at the meeting.

Establishment of Racial Equality Taskforce

Member Engagement

Members wish to convey deep concern at the unnecessary speed with which the Council is establishing the taskforce. The Panel considers there is no evidence of wider member engagement with officers or with party groups on the matter. We consider all Members should have an opportunity to influence the Terms of Reference of the taskforce, rather than the taskforce itself determining them at its first meeting. The Council has a number of elected Members who are themselves representative of BAME communities, with experience and expertise to offer. The forced pace of taskforce establishment appears to have prevented communication with such Members and we feel, once the commitment had been made, that a more measured approach should have been taken to consider the appointment of an

Appendix D (i)

independent or opposition chair to avoid any perceived conflict of interest with the ruling group. We note the administration's early decision on the appointment to the Chair and his role and **recommend** that you invite expressions of interest in the position of Vice Chair from opposition groups. We are also **recommending** that Members should have an opportunity to influence the Terms of Reference of the taskforce.

We consider it will be critical to ensure that the public appointments process delivers a membership that is truly representative of the whole BAME community, including a gender and generational balance. We caution that the potential exclusion of some communities from membership of the taskforce risks leaving the Council open to criticism. As such, we **recommend** direct engagement with under-represented groups encouraging applications to ensure a wide blend of voices and experience on the taskforce.

Equality Impact Assessment

Members are concerned that in proposing the establishment of a Racial Equality Taskforce there has been no Equality Impact Assessment (EIA) as part of the Cabinet proposal. We consider the unnecessary pace of response may have led to this being overlooked. We are therefore concerned that without an EIA you cannot be confident that, in focussing predominantly on black communities, you are not excluding other communities. We **recommend** that you complete an Equality Impact Assessment, which will inform the work of the taskforce.

Governance

The Panel welcomes your agreement that scrutiny has a role to play in monitoring the long-term effectiveness of the Racial Equality Taskforce. We **recommend** that you afford the Policy Review and Performance Scrutiny Committee an insight into taskforce activities and enable representatives of the taskforce to attend a scrutiny meeting once terms of reference and plans are prepared, we would expect that to be in the autumn.

Supporting Evidence

Appendix D (i)

Following our June Scrutiny meeting you committed to the production of a report which brings together evidence on the impact of Covid-19 on deprived and BAME communities in Cardiff, with reference to two Welsh Government sub-committees on workplace risk assessment and socio-economic issues relating to the BAME community. Such a report has yet to be received. We consider this report should inform the development of Terms of Reference for the Taskforce. Members therefore **request** a firmer indication of your timelines for producing this report and confirmation of its early availability to the taskforce.

To recap, following this scrutiny we are recommending:

- That elected Members should have an opportunity to influence the Terms of Reference of the taskforce;
- That you ensure membership is truly representative of the whole BAME community by directly engaging with under-represented groups to encourage applications;
- That you complete an Equality Impact Assessment;
- That you invite expressions of interest in the position of Vice Chair from opposition groups;
- That the terms of reference and plans of the taskforce be brought to PRAP for scrutiny in the autumn

Mutual Investment Model (MIM) Strategic Partnering Agreement

Design

Members recognise that building new schools provides the Council with financially efficient and advantageous opportunities to ensure these buildings meet current needs, of pupils and communities, as well as ensuring buildings are future-proofed to cope with, for example, changing demographics and climate change. Members believe it is important that children and young people are consulted and engaged in the design process for new schools and note the Council is committed to ensuring this, with pupil surveys in addition to formal statutory consultation. Members are pleased to hear that there will be a community use protocol to ensure fair and affordable access to facilities for local community groups. Members note that high

energy efficiency standards are already in place and the Council is working towards carbon-neutral buildings, as technological solutions become available.

Risks to Council

Members were interested to understand how the MIM differs from the Private Finance Initiative, in terms of risks to the Council and heard that MIM reduces the level of risk, albeit that some risks remain with a 25-year contract. In particular, Members sought to understand the financial risks to the Council and whether a fixed price contract will be used to limit them. In the response to this letter, Members **request a clear statement** that this is the case and at what stage the price is fixed, in order to give clarity and certainty.

Project monitoring

Members reflect that the MIM is a complex and complicated mechanism, requiring ongoing vigilance by the Council to ensure delivery of the schools is made on time and at the required standard. Members therefore **recommend** that the Council put in place effective monitoring of all these elements to ensure the efficient management of projects in addition to the mechanisms set out in the Strategic Partnering Agreement.

Finally, Members note that a report on Cathays High School is due to be considered by Cabinet in the autumn; we **recommend** that this report be made available in time for pre-decision scrutiny by the Children & Young People Scrutiny Committee.

To recap, following this scrutiny we are recommending:

- That the Council put in place effective monitoring of all elements of the project management process.
- That the report on Cathays High School be made available in time for pre-decision scrutiny by the Children & Young People Scrutiny Committee.

Homelessness – The response to the Covid-19 crisis and delivering the future service model

Funding

Members note that these proposals are predicated on Welsh Government funding and that the Welsh Government has cross-party support for this funding, giving longer-term assurance that investment will be available in future years, irrespective of election results. The Panel supports this approach, given the overwhelming need to tackle homelessness. In addition, Members note that partnership working overall has improved during the pandemic but that these proposals are difficult for some partners, as they will result in changes to some of their services. Members therefore **recommend** that a report on the outcome of the funding bids, any consequent changes to proposals, and the impact on partner provision be brought to the Community & Adult Services Scrutiny Committee at the earliest opportunity.

Ward Councillor involvement

With regard to the feedback comments received from councillors on proposals in their wards, Members note that you will develop mitigation actions with partners to address those that focus on the impact on local communities. Members **recommend** that you seek and take into account Ward Members input and guidance on the proposed mitigation measures.

Communication Campaign

Members note that the 'No Going Back' Welsh Government policy underpins many of the proposals for reshaping homelessness services in Cardiff. Members support the work underway to tackle and prevent rough sleeping and begging. Members recognise the widespread need to help those who are homeless and are struck by the opportunity for the Council and its partners to address the myths and misunderstandings regarding rough sleeping and begging. Whilst some work on this has already been undertaken, with the 'Give Differently' project and currently the 'Real Change' campaign, Members believe there remains a need to go further. Members therefore **recommend** that a broader and deeper communication plan be developed and implemented, that seeks to change public perception and

understanding, and therefore behaviours, raising the profile of success stories resulting from the new approaches.

Anti-Social Behaviour

Members explored how the Council and partners aim to manage the anti-social behaviour that will occur given the chaotic lives of many clients, particularly but not only single homeless clients. We note the aim is to provide diversionary activities and support services on site, which we support. However, Members believe more can be done and therefore **recommend** that the Council works with partners to innovate and seek best practice on how best to prevent and deal with anti-social behaviour proactively. The Police have worked innovatively with the Cardiff & Vale University Health Board to tackle domestic violence and violent crime and learning from this work will be valuable. Members also **recommend** that the Council ensure there is excellent security provision on the proposed sites at Adams Court, Newport Road and Hayes Place, not simply CCTV. This will reduce risks for staff who may not be able to manage violent or disruptive behaviours and risks for other residents.

Design Standards

Members explored the design standards of the proposed modular housing and heard your view that these are meeting or exceeding the current standards. However, Members are aware that where some homeless clients have chaotic lifestyles there will be a need for higher standards in some areas, for example sound insulation, to ensure that other clients and surrounding communities are not adversely affected by noise. Members therefore **recommend** that officers explore how to boost sound insulation in the modular housing to the highest specification possible, rather than relying on building regulation standards. Related to this, Members have concerns that the modular housing proposed at the Gasworks site could have adverse effects on the wider development, despite work to address site layout and access routes, given the needs of those being housed. Members therefore **recommend** a full risk assessment is undertaken on the siting of these units on the Gasworks site and that there is thoughtful selection of the families and individuals who will be able to become integrated and feel comfortable in such a community setting which will include private and socially rented property.

Asylum Seekers and No Recourse to Public Funds

Finally, Members note that discussions are ongoing with Welsh Government regarding the housing of Asylum Seekers and those with No Recourse to Public Funds and that more work is needed in this area.

To recap, following this scrutiny we are recommending:

- A report on the outcome of the funding bids, any consequent changes to proposals, and the impact on partner provision be brought to the Community & Adult Services Scrutiny Committee at the earliest opportunity
- That you seek and take into account of Ward Member input and guidance on the proposed mitigation measures for projects at Adams Court, Newport Road and Hayes Place
- That a broader and deeper communication plan be developed and implemented. It should use both social and printed media and seek to change public perception and understanding of rough sleeping and begging. It should aim to and be capable of changing behaviours and raising the profile of the service using real-life success stories
- That the Council work with partners to innovate in aiming to prevent and deal with anti-social behaviour proactively at sites for single and family homeless people
- That the Council ensure there is excellent security provision on the proposed sites at Adams Court, Newport Road and Hayes Place, not simply CCTV
- Officers explore how to boost sound insulation in the modular housing to the highest specification possible, rather than relying on building regulation standards
- A full risk assessment is undertaken on the siting of modular housing for family homeless provision on the Gasworks site, Grangetown.
- That there is thoughtful selection of those who will live at the Gasworks site, who should be able to become integrated and feel comfortable in such a community setting.

The Panel recognises that at this point in time there are more challenging financial uncertainties ahead than the Council has previously encountered. Our comments offered on this end of year financial report for 2019/20 are predicated on the assumption that directorate analyses of final outturn are unaffected by the Covid19 crisis given that lockdown commenced in the last week of the 2019/20 financial year.

Savings

Members are concerned that the Council is carrying forward over £8m of unachieved savings into the next budget year, which is going to be particularly difficult as the organisation feels the full effect of the Covid-19 crisis, its costs and loss of income. Those Directorates that have the highest levels of overspending this year also have the highest levels of unachieved savings. We feel that if this pattern is to change then the Council must seek a better understanding of whether directors or cabinet members were overly ambitious in setting or agreeing savings targets, or whether unachieved savings are largely a result of management underperformance. A lack of accountability will not lead to the meaningful learning necessary to avoid repeated behaviour and results. The Social Services directorate has less control over demand for its services but should be capable of forecasting growth and taking account of past trends. Members consider there should be greater personal accountability and consequences where directors have overspent their budgets. We note with particular concern the Planning, Transport & Environment overspend of £3.325m and that the trend of increasing costs and spending in Social Services appears not to have been predicted in spite of many years of data. We **recommend** that a full, formal and honest review of last year's budget forecasting, overspending and underachievement of projected savings be undertaken over the summer period and reported to PRAP in the autumn. This work could be invaluable in preventing repeated failures in these key areas.

Covid-19 and Outturn 2019/20

The Panel considers that where directorates have cited the Covid-19 emergency as a factor in income shortfall contributing to overspending, greater analysis should have been undertaken to validate the explanation, given that lockdown commenced in the last week of the 2019/20 financial year. You agreed that this should not have been

the case other than the transfer of the New Theatre to a private operator, which had unfortunately drifted from November 2019 and was incomplete at the year-end. The Chair of the Economy and Culture Scrutiny Committee would like a further report to his Committee on the position in respect of this matter. We consider references to reduced income at other venues due to Covid-19, such as Cardiff Castle, are unclear and **request** justification for the reason given with supporting financial and other data.

Schools Balances

Members note an increase in schools balances. We are keen to clarify why schools are holding on to money and the Council process for challenging schools on their financial management. We note you have a process in place for finance officers to examine individual school budgets and that there are challenging conversations to better understand whether the school has a project for which balances are being held. We also note the Council has the power to clawback monies from schools where balances are healthy, though this appears to be a protracted process and in fact the Council has never fully implemented its clawback powers. The CYP Scrutiny Committee may decide to look further into this matter.

Social Services unachieved savings

The Panel acknowledges that there have been many reports outlining transformational change to improve the delivery of social services. Our concern is that proposed changes are rarely fully costed. We feel there is an opportunity for strengthening the connection between strategic proposals to improve, directorate delivery plans and operational frontline services that enact the proposed changes. We note you will continue to drill down into the services offered to prepare for growth challenges and identify where you must spend to save in the future, and in doing so we **recommend** that you undertake proactive work to identify unexpected costs and the reasons for the lack of anticipation of the costs. We are also **recommending** that proposals to improve the Council's delivery of social services are fully costed.

Supportive Scrutiny

As Scrutiny Chairs, we are clear that this year more than most we will need to closely monitor budgets relevant to the terms of reference of our individual committees. In

supporting the Cabinet as a critical friend, Members wish to remind you that over recent years the Scrutiny function has undertaken a number of task and finish exercises examining options to improve service delivery, often addressing how to save the Council money. The Panel considers that the ideas and recommendations our research unearths have the potential to improve the financial position but are often not implemented by the organisation. An example is the Children and Young People's Scrutiny Committee report on 'Out of County' Children's Services. Many scrutiny Task and Finish recommendations accepted by Cabinet have not been implemented and many are cost saving proposals. This is a failure to follow through on Cabinet decisions which may have led to missed cost saving and efficiency opportunities.

Borrowing

Members note that you consider the loan undertaken in 2019/20 of £58.250 million to pay for expenditure on the acquisition of the Red Dragon Centre was prudent despite an element of risk, particularly in respect of rental income. We also note that procurement to deliver the arena project is ongoing and you will be making a decision on a preferred bidder in the autumn. The Economy and Culture Scrutiny Committee will factor this into their work programming and we **request** that you factor pre-decision scrutiny of final proposals into your plans.

Finally, at this stage the Council appears to be very dependent on Welsh Government funding to resolve potential budget shortfalls in many areas, with no guarantee that this will be the case. We note there will need to be structural alignments to the current budget and it will be very difficult to prepare for the 2021/22 budget. We therefore **recommend** that a report be brought to PRAP in the autumn that clarifies the Council's financial position.

To recap, following this scrutiny we are recommending:

- That proposals to improve the Council's delivery of Social Services are fully costed;
- That for the Social Services directorate you undertake more proactive work to identify unexpected costs.

Appendix D (i)

- That a report on dealing with budget shortfalls and WG financial support be prepared and brought to PRAP for scrutiny this autumn
- That a review of last year's budget forecasting, overspending and underachievement of projected savings be undertaken over the summer period and reported to PRAP in the autumn.

Re-Procurement of existing Collaborative Construction and Civils Consultancy Frameworks

The Panel notes this report. Members acknowledge that by hosting the new procurement framework for awarding third party construction consultancy contracts the Council will have greater influence on community benefits and social value delivery will become a key focus for the re-procurement exercise. We were assured that the levy applied for hosting the service will mean resourcing, developing and promoting use of the framework will be cost neutral to the Council.

We look forward to a report to PRAP in the future that includes an update on hosting these frameworks.

Once again, on behalf of all scrutiny members, my sincere thanks for your support of effective internal challenge in difficult times. This letter contains a number of recommendations and we request formal responses to each of them. There are also other requests, which are set out in bold lettering. We would also like responses to these points.

Yours sincerely,



COUNCILLOR DAVID WALKER
CHAIR, POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE

- cc Scrutiny Chairs, Members of the Covid-19 Scrutiny Panel
 - Councillor Chris Weaver, Cabinet Member Finance
 - Councillor Sarah Merry, Cabinet Member, Education, Employment & Skills
 - Councillor Lynda Thorne, Cabinet Member Housing & Communities
 - Cabinet Observers, Leaders of opposition groups
 - Chris Lee, Corporate Director, Resources
 - Sarah McGill, Corporate Director People & Communities
 - Ian Allwood, Head of Finance
 - Jane Thomas, Assistant Director Housing & Communities
 - Richard Portas, Programme Director, SOP
 - Gareth Newell, Head of Performance & Partnerships
 - Dave Jaques, Operational Manager, Development & Regeneration
 - Chris McLellan, OM, Senior Category Manager
 - Davina Fiore, Director, Governance & Legal Services
 - Gary Jones, Head of Democratic Services
 - Joanne Watkins, Cabinet Office Manager
 - Debi Said, Cabinet Support Officer
 - Melanie Jackson, Cabinet Support Officer
 - Alison Taylor, Cabinet Support Officer
 - Andrea Redmond, Committee Support Officer

Fy Nghyf / My Ref: CM44022

Eich Cyf / Your Ref: T: Scrutiny/Committees/Covid-19 Panel/20-07-14

Dyddiad / Date: 4 September 2020

Councillor David Walker
Chair
Covid-19 Scrutiny Panel & Policy Review and Performance Scrutiny Committee
Cardiff Council
County Hall
Cardiff
CF10 4UW

Annwyl / Dear David,

Thank you for your letter dated 15 July 2020 following the meeting of the Covid-19 Scrutiny Panel that was held on 14 July 2020.

The Scrutiny Panel discussed the following four reports in advance of consideration by the Cabinet on 16 July 2020 and made a number of recommendations and requests in relation to various aspects of these reports to which I would respond as follows:

1) Establishment of Racial Equality Taskforce

I originally proposed the establishment of the Race Equality Taskforce in Cardiff given the importance of the need to take action on racial injustice in the city, particularly within the context of the brutal murder of George Floyd in America, which sparked large-scale protests around the world. This initiative has therefore been treated with the urgency that it deserves but, at the same time, it has also been subject to thoughtful consideration, including engagement with a number of individuals within the community who have acted as a sounding board for our proposals.

Having approved the mobilisation, remit and governance of the Taskforce, we are now in a position to progress to the appointment of the Taskforce's membership and public consultation on its priorities. This will include widespread engagement with Cardiff's Black, Asian and Minority Ethnic (BAME) communities. A variety of methods will be used, within the context of social distancing, to engage with under-represented groups in the city to ensure that a wide blend of voices and experience both apply to join the Taskforce and also participate in the public consultation process.

GWEITHIO DROS GAERDYDD, GWEITHIO DROSOCH CHI

Mae'r Cyngor yn croesawu gohebiaeth yn Gymraeg, Saesneg neu'n ddwyieithog. Byddwn yn cyfathrebu â chi yn ôl eich dewis, dim ond i chi roi gwybod i ni pa un sydd well gennych. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

WORKING FOR CARDIFF, WORKING FOR YOU

The Council welcomes correspondence in Welsh, English or bilingually. We will ensure that we communicate with you in the language of your choice, as long as you let us know which you prefer. Corresponding in Welsh will not lead to delay.

With regard to the membership of the Taskforce, we want to attract insightful individuals with the ability, experience and influence to make change in their sector, and welcome applications from all parts of the community. We will be actively seeking the support of elected members to help raise the profile of the membership call within their communities; indeed, we would encourage elected members who meet the membership requirements to apply themselves. However, I do not believe that it would be appropriate for any Vice Chair position to also be filled by an elected member of the Council. All applicants will be considered against an agreed scoring matrix, reflecting the person specification provided in the published application guidance.

Terms of Reference are currently being developed to support the Taskforce, which are expected to be agreed at the inaugural meeting of the Taskforce. These will be drawn up from the parameters set out within the Cabinet report, with guidance from the Council's Legal Services team. Members will have the opportunity to input into the development of the Taskforce through one-to-one meetings with the Chair and through a member engagement session on the Taskforce in early September, which will be held as part of the public engagement exercise on the Taskforce priorities.

Legal advice has already been obtained regarding the creation of the Race Equality Taskforce. This confirmed that the proposal does not represent a change or reduction in service or a financial decision and, therefore, its creation does not require an Equality Impact Assessment. Any recommendations emerging from the Race Equality Taskforce that could result in subsequent changes to service provision will be subject to the appropriate statutory assessments.

All evidence suggests that the creation of the Taskforce will have a positive impact on race equality in the city. There is a wealth of data which demonstrates clear disproportionality in terms of deprivation and a lack of opportunity experienced by some BAME communities in Cardiff: the Cabinet is committed to changing this. Furthermore, promoting race equality is beneficial to all residents; it reinforces our ambition to create a fairer and strong capital city, where every citizen is provided with the opportunity to make an important contribution to life in our city.

The initial convening of the Taskforce in the autumn will be an opportunity for its members to review the available evidence, alongside the findings of the public consultation, and to set their work plan for the year ahead. I would welcome the future insight of the Policy Review and Performance Scrutiny Committee in supporting the Taskforce's effectiveness; however, I believe that it would be more valuable and appropriate for this to happen next year once the Taskforce has had the time and opportunity to mobilise some of its work and set the direction for what it wants to achieve. The Chair of the Taskforce has already invited all elected members to provide feedback and ideas regarding the Taskforce in advance of its first meeting.

Finally, the disproportionate impact of Covid-19 on deprived and BAME communities is of great concern, with the Welsh Government having already responded by convening a BAME Covid-19 Advisory Group to advise the First Minister and his Cabinet on this critical matter. As part of this work, a Socio-Economic Sub Group was set up specifically to identify the range of socio-economic factors influencing adverse Covid-19 health and social care outcomes for individuals from BAME backgrounds. The Sub Group's report was published on 22 June 2020 and can be found [here](#).

The Council is currently preparing a report that brings together the available evidence on the impact of Covid-19 on Cardiff, including the impact on BAME communities in the city. As you will be aware, the data available at the national level (England and Wales) shows, unambiguously, that people from a BAME background are at greater risk from Covid-19. However, the Council currently lacks both local and Wales-specific data on the ethnicity of Covid-19 cases and deaths, as the ONS has only released combined data for England and Wales. In addition to this, ethnicity is poorly recorded in healthcare across the board. The report from the BAME Covid-19 Advisory Group Socio-Economic Sub Group in June 2020 provides more context on the weaknesses in data collection (in particular, the section on Quality of Ethnicity Data on page 7).

The Council has undertaken an analysis of fatalities from Covid-19 in Cardiff by postcode and this does not show a greater level of risk in communities that have a higher percentage of BAME residents in the city. However, we do not believe that the numbers are sufficiently large for us to draw any conclusions from this. To help inform our local analysis, I have written to Judge Ray Singh and Dr Heather Payne, co-chairs of the Covid-19 BAME Advisory Group, to request that, if the group has access to further data concerning Covid-19 infections and fatalities amongst Cardiff's BAME communities, this be shared with the Council.

2) Mutual Investment Model (MIM) Strategic Partnering Agreement

I can clarify that the Council will enter into the Project Agreement, which covers both the building and 25-year term of the contract. It is a fixed priced (not partnering) form of contract that is back-to-back with the building and facilities management contracts. Fixed priced contracts pass on all reasonable risks to the contractor; however, like all other forms of contract, there are certain instances where compensation may need to be considered (i.e. a change in law), as the risks cannot be reasonably priced. In the Project Agreement, Compensation Events are fewer and more tightly defined than other forms of contract. WEPCo will not accept any changes against the risk profile in the Project Agreement when tendering the project.

The Scrutiny Panel's recommendation that the Council put in place additional monitoring of all elements of the future projects is welcomed and was noted previously within the Band B update paper that was considered by the Cabinet in March 2020. The Council is currently in the process of appointing a full multi-disciplinary team for the Band B programme that will provide a full suite of technical support, including facilities management, which is an essential part of the MIM projects. The Council is also intending to appoint internally to a MIM Contract Manager post, which will support the development of facilities management proposals and then manage the MIM contract for the duration.

I can confirm that any projects that proceed through the MIM route will have to follow the full school organisation process and, therefore, will be made available for pre-decision scrutiny by the Children & Young People (CYP) Scrutiny Committee.

3) Homelessness – The response to the Covid-19 crisis and delivering the future service model

The Cabinet Member for Housing & Communities would be happy to report back to the Community and Adult Services Scrutiny Committee (CASSC) on the outcome of the funding bids.

The Scrutiny Panel's recommendation that the development of the schemes, including any proposed mitigation measures, should benefit from the input and guidance of ward members is supported. Clearly, their local knowledge will be very useful and officers will make contact with them as each scheme develops to provide them with the opportunity to inform the site development and management arrangements.

The 'Real Change' campaign has been well received so far. Further publicity has been planned with adverts on bus stops and other sites across city centre and local shopping centres; however, it is agreed that this needs to be built on and the reach of the campaign extended to ensure that the message is disseminated more widely.

It is recognised that mitigating the impact on the local community of any anti-social behaviour is key to the success of the schemes. Therefore, a community impact assessment process has been developed for use on the new homelessness sites and this involves input from a wide range of partners, including the police, probation, health, local social landlords, ward members, social services and other organisations as appropriate. This impact assessment will be used to inform a community impact management plan. It is accepted that there is the need to learn and innovate in addressing these issues and officers will continue to review best practice examples from elsewhere and discuss new approaches with partners in addressing anti-social behaviour and reducing community impact of the schemes. All sites will have security personnel on site that are trained and qualified to Security Industry Authority (SIA) standards. The approach to be taken to security will be discussed with the police to ensure that these are appropriate and to ensure that there are good joint working procedures in place.

The Housing Development team will engage with Beattie Passive to review the level of sound insulation provided to establish if this is sufficient. Officers are also currently working on finalising the layout for the Gasworks site with the architects for Beattie Passive. As was stated at the Scrutiny Panel meeting, the overarching aim is to agree a layout for the modular units that provides a long-term and sustainable development which enables the modular units to be integrated into the new housing development at the Gasworks site. It is important that this is achieved so that the Council's immediate scheme does not have an adverse impact on the overall development and that we achieve our aims of creating a sustainable, attractive and well-designed new housing development promoting a high quality urban design and placemaking.

The clients to be housed on the Gasworks site will be mainly homeless families and pregnant women. It is intended that this will be short stay accommodation and that these families will move quickly on to permanent accommodation. It is anticipated that support will be available on site and that services such as Flying Start will be available on site, with parenting and other advice being made available as needed. The vast majority of homeless families are fully able to live successfully in a community setting. A small number will need more intensive support and the needs of these families will

be fully considered during the overall review of services. The aim will always be to place the family in the most appropriate setting for their needs and a range of provision will be available to ensure that this can take place.

4) Budget Outturn 2019/2020

The Council's Finance team will continue to work with managers within the Social Services directorate on the preparation of the 2021/22 Budget Strategy to ensure that all services are appropriately costed and appropriate saving proposals are delivered within the parameters of uncertainty within which the Council operates. As reported previously, work has been – and will continue to be – undertaken in partnership with the directorate to understand planned activity and anticipated results.

In terms of budget shortfalls, the Cabinet is due to receive a report on this in the autumn and this will be available for pre-decision scrutiny by the Policy Review and Performance Scrutiny Committee. The challenges in respect of performance against savings in 2019/20 was acknowledged in the preparation of the 2020/21 Budget, which included a focus on delivering more savings in advance of the financial year. The report to Cabinet will provide an insight into the success of those efficiency savings; however, income proposals in particular will have been affected significantly by the onset of the Covid-19 pandemic after the 2020/21 Budget had been agreed by the Council in February 2020. Forecasting continues to rely on engagement with directorates and applying lessons learned from previous periods.

The month of March 2020 was shaped by the uncertainty generated by the impending arrival of the Covid-19 pandemic both in terms of scale and shape. The table below shows the level of income generated by the venues and functions operated by the Economic Development directorate in March 2018, 2019 and 2020 respectively:

Venues and Functions Income	March 2018 £000s	March 2019 £000s	March 2020 £000s
Functions Catering	199	167	74
City Hall / County Hall Functions	62	102	85
Catering	21	25	9
St David's Hall / New Theatre Bar / Restaurant	71	118	42
Caravan Park	25	29	9
Cardiff Castle	272	320	163
Total	650	761	382

The table shows that, for services and venues including Cardiff Castle, the impact on income was not simply from the point of the UK-wide lockdown being implemented on 23rd March 2020, but included the weeks immediately prior to this and contributing factors such as the cancellation of the Wales v Scotland Six Nations rugby match that was due to be held on 14th March 2020. To exemplify this, in March 2020, Cardiff Castle received 50% of the income received in March 2019.

With reference to the Indoor Arena project, I can confirm that pre-decision scrutiny will be factored into the planned decision making timetable in the autumn.

School Balances

As was noted during the discussion at the Scrutiny Panel meeting on 14 July 2020, the total level of school balances increased between 31st March 2019 and 31st March 2020. Within that total figure, there are a number of schools who have increased their individual balances, but also a number that have reduced their balances. In addition, there are some schools that have improved significantly upon their historic deficit position, which has contributed towards the overall increase reported.

Schools hold surplus balances for a number of reasons. In some cases, it is because of prudence and the desire to hold a certain level of balances in order to mitigate against any unforeseen financial issues that may arise in future years. Other schools are aware of medium term pressures on the horizon, potentially because of falling pupil numbers, and carry forward balances in order to provide funding for some of those pressures. In other scenarios, schools may be accumulating balances in order to provide funding for certain initiatives or projects.

In terms of the Council managing school balances, an annual review of balances takes place for any school that exceeds both the Welsh Government thresholds (£50,000 for primary schools and £100,000 for secondary/special schools) and those that are agreed locally (4% of annual formula allocation). Schools are required to provide an explanation as to why they hold an excess balance and their plans for using it. For those schools that have held excess balances for three consecutive years, the Council will direct them to use their excess balance in accordance with the Welsh Government guidance. For schools that continue to hold an excess balance beyond three consecutive years, officers will meet with the school to understand the position further, before potentially implementing a clawback of the excess balance if agreed thresholds continue to be exceeded.

Whilst the Council has never previously undertaken a clawback of excess balances from schools, officers are currently in the process of considering, and potentially implementing, a clawback of balances from those schools that were first directed to spend their balances during 2018/19. I note that the CYP Scrutiny Committee may choose to consider this matter further at a future meeting.

I hope that this response addresses each of the recommendations and other requests that were made by the Scrutiny Panel.

Yn gywir,
Yours sincerely,



CYNGHORYDD / COUNCILLOR HUW THOMAS
ARWEINYDD / LEADER
CYNGOR CAERDYDD / CARDIFF COUNCIL

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

**POLICY REVIEW & PERFORMANCE
SCRUTINY COMMITTEE**

20 January 2020

Budget Consultation 2021/22

Reason for this Report

1. To brief the Committee on the budget consultation approach for 2021/22 and provide an opportunity for Members to contribute to the consultation.

Structure of the papers

2. Attached at **Appendix A** is a Cabinet report titled *2021/22 Budget Modelling Update and Consultation Requirements*, to which there are two appendices:
 - Appendix 1** – Provisional Local Government Financial Settlement 2021/22 – Statement and Key Data Table;
 - Appendix 2** – Budget Consultation 2021/22 details.

Background and Context

3. The Committee's Terms of Reference confer responsibility for scrutiny of the Council's citizen engagement and consultation activity. Members have regularly expressed an interest in ensuring that the Council's budget consultation to Cardiff residents comprehensively targets all sectors, particularly minority, seldom heard and underrepresented sectors of the population.
4. Delivering the budget consultation in a timely manner to inform budget decision making can be a challenge because of its dependency on the UK Spending Round and the announcement of the Local Government Provisional Settlement by Welsh Government. This announcement is routinely made in October leading to

a Council budget consultation survey in November. This year the Council received notice of its Provisional Settlement on 22 December 2020.

5. The Cabinet held an additional meeting on 13th January 2021 to agree the proposed approach to Budget Consultation for 2021/22, with a view to the formal budget consultation commencing on the 13th January 2021 and running until 10th February 2021. The results of this consultation process will inform Cabinet discussion and debate in preparing their final 2021/22 budget proposals.
6. The Council's five Scrutiny Committees routinely scrutinise budget proposals in February prior to Cabinet agreeing the final budget and consideration by Full Council. Scrutiny Committee's also regularly monitor the Council's financial performance throughout the year. Each year in February the analysis of the results of the annual budget consultation is presented to Members alongside the budget proposals to inform the internal challenge.

Issues

7. The report attached at **Appendix A** provides:
 - an update on the Council's budget preparations for 2021/22, including the impact of the Provisional Settlement and;
 - details of the consultation that will take place to inform Cabinet's preparation for the Council setting its 2021/22 budget in February 2021.
8. Cardiff Council will receive a +3.8% increase in Aggregate External Finance (AEF) in 2021/22, which equates to £18m in cash terms. This level of revenue funding announced in the Provisional Settlement is better than the planning assumption reflected in the Council's September Medium Term Financial Plan (MTFP). The MTFP, which pre-dated the Spending Round, had assumed a potential +1.5% funding increase for 2021/22.
9. With the announcement of the Provisional Settlement the Cabinet report updates the Council's budget modelling (*paragraphs 22-31*), clarifying that at this point there is a budget gap between *resources available* and *resources required* of

£16.359m. This represents an improvement on the Council's Medium Term Financial Planning projection of a £25.4m gap in September 2020. It also states that whilst the position for 2021/22 is more positive than initially assumed, the Council must continue to strengthen financial resilience and build a robust position from which to move forward.

10. Members are specifically referred to the section of the report headlined ***Consultation and Engagement*** (points 44 to 48).

11. With Cabinet approval the Budget Consultation was launched promptly on 13 January 2021 and will run until 10 February 2021.

12. Current Covid-19 restrictions will have an impact on methodology used for the budget consultation. There will be no face-to-face engagement, and the focus of promoting the consultation will be done electronically. No paper copies will be available or face to face events targeting underrepresented groups and areas.

13. Important points to note included in the report are that :

- The consultation document will be available for online completion on the Council's website.
- A co-ordinated social media and press campaign, and partner involvement will seek to ensure citywide engagement:
- Links to the consultation will be made available on the Council's corporate social media accounts, with posts targeting localised community groups across the city, and targeted advertising aimed at groups with a typically lower response rates.
- Links to the survey will also be shared with community groups, such as faith groups, community councils and the Cardiff Youth Council, and partners, including members of the PSB, to be shared with their contacts.
- The consultation will also be promoted to Council staff via the intranet and Staff Information alerts via email and on DigiGov.
- The Council will also work with the Access Forum, and relevant groups including the Deaf Hub and RNIB to make the survey available to

those who may have difficulty accessing or completing the online link.

- Findings from the most recent Ask Cardiff survey, conducted in October & November 2020 with 4,715 responses, will also be used to inform the Council's corporate plan and budget.

14. At **Appendix 2** to **Appendix A** Members will find the actual online survey. The narrative outlines the Council's budget and the gap it needs to fill via efficiencies and council tax, makes clear that Covid-19 has had a significant impact on the budget and looks forward to Recovery and Renewal and its priorities for 2021/22.

15. The Council's 5 priorities are:

- **Leading the city's economic recovery**, doing all we can to support businesses and workers and delivering our ambitious capital investment programme, including major regeneration projects in Cardiff Bay and the city centre; our circa £280m school investment programme, and our commitment to build 2000 new Council homes.
- **Supporting the people who have been hit hardest by the pandemic** – particularly our youngest, oldest and most vulnerable citizens, and those in our most deprived communities – and the services upon which they rely, including care for vulnerable children and older people; people suffering poor mental health; those who are homeless and rough sleeping.
- **Rebuilding the services that have been closed or severely restricted by the pandemic**, including our programme of major events, cultural and tourist venues, leisure centres, and public transport.
- **Continuing to modernise our services**, building on the transformational use of technology throughout the pandemic.
- The One Planet Cardiff programme, **delivering a green recovery for Cardiff**, including investments in cycling, walking and public transport; increasing the energy we generate from renewables; increased tree planting, and improving our flood defences.

16. The consultation approach this year simply lists 11 Council services and invites the respondent to rank their top 3. It goes on to request the respondent's lowest priority from the same list.

Scope of the Scrutiny

17. This item will give Members the opportunity to contribute to the 2021 budget consultation.

18. To facilitate the scrutiny in attendance to answer Members questions will be:

- a. Cabinet Member for Finance, Modernisation & Performance, Councillor Chris Weaver;
- b. Corporate Director Resources, Christopher Lee;
- c. Head of Performance and Partnerships, Gareth Newell; and
- d. Operational Manager, Cohesion and Community Engagement, Sian Sanders.

Legal Implications

19. 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

20. 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

21. The Committee is recommended to:

- i. Note the proposed approach to the 2021 budget consultation;
- ii. Consider whether it wishes to relay any comments or observations to inform the consultation findings.

DAVINA FIORE

Director, Governance & Legal Services

14 January 2021

CABINET: WEDNESDAY, 13 JANUARY 2021 at 2.00 PM

A Cabinet Meeting will be held as a Remote Meeting on 13 January 2021 at 2.00 pm

A G E N D A

Finance, Modernisation & Performance

- 1 2021/22 Budget Modelling Update and Consultation Requirements (*Pages 3 - 28*)

PAUL ORDERS

Chief Executive

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

This page is intentionally left blank

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JANUARY 2021

2021/22 BUDGET MODELLING UPDATE AND CONSULTATION REQUIREMENTS

**FINANCE, MODERNISATION AND PERFORMANCE
(COUNCILLOR CHRIS WEAVER)**

AGENDA ITEM: 1

Reason for this Report

1. To provide an update on budget preparation for 2021/22, including the impact of the Provisional Local Government Financial Settlement (Provisional Settlement).
2. To provide details of the consultation that will take place to inform Cabinet's final Budget Proposal for 2021/22.

Background

3. The 2021/22 Budget Strategy Report was considered by Cabinet in September 2020 as part of an update to the Council's Medium-Term Financial Plan (MTFP). It set out a potential budget reduction requirement ('budget gap') of £25.4M for 2021/22 and £97.2M for the period 2021/22 – 2024/25. The budget gap reflected a combination of financial pressures and anticipated funding reductions.
4. In the absence of indicative Welsh Government funding figures, the September position was based on an assumed level of general grant funding for 2021/22. Since then, the Provisional Settlement for 2021/22 has provided further clarity on the funding position.
5. The MTFP presented in September 2020 was set against the backdrop of an unprecedented period, specifically in relation to the COVID-19 pandemic and the uncertainty resulting from BREXIT arrangements in the final months of 2020. As such, it has remained critical that budget modelling, including the impact of all external factors have been kept under continuous review, and updated as appropriate.
6. In light of the issues set out above, and in order to ensure that consultation is based on the most up to date information available, this report updates the budget reduction requirement for 2021/22 in order to reflect the

Provisional Settlement, other emerging issues and most recent data modelling.

Issues

7. Cabinet Members have a collective duty prior to the 11th March 2021 to place before the Council, proposals, which if approved, would result in the adoption of a balanced budget for 2021/22. The public consultation proposed by this report will inform the preparation of Cabinet's final draft budget for consideration by Council in early March 2021.

Timescales

8. Due to the timing of the UK Spending Round, which took place in late November, the Provisional Settlement was delayed until the 22nd December 2020. This is more than two months later than the usual October publication date. The Provisional Settlement is a critical factor in drafting the budget strategy and can significantly affect the overall position.
9. Subject to Cabinet approval, consultation on the 2021/22 Budget will commence in January 2021. This is later than usual to ensure that the draft budget that underpins the consultation position fully reflects the Provisional Settlement and that the position being consulted upon is as accurate as possible.

COVID-19 Pandemic

10. The ongoing COVID-19 pandemic continues to have a significant financial impact on the Council. In responding to the unprecedented challenge of the pandemic the Council has worked with our partners to adapt our public services, support local businesses and workers, and to keep all our citizens, particularly our city's most vulnerable citizens, our staff, and our communities safe. The pandemic has resulted in both additional expenditure pressures and reduced income generation across services. To date, the Welsh Government has committed £557M as part of a COVID Hardship Fund in 2020/21 and as at the end of November 2020, this Council had submitted expenditure claims to Welsh Government of over £38M and lost income claims (covering Quarters 1 and 2) of over £22M.
11. In the context of the 2021/22 Budget Strategy, the COVID-19 pandemic will still need to be a major consideration in the Council's financial planning assumptions. Within its draft budget, the Welsh Government has to date identified £766M of COVID-19 related consequential for 2021/22 (compared to over £5Bn in 2020/21) and have so far nominally allocated £77M to key areas including contract tracing, support to the Bus industry and Free School Meals (for holiday provision in 2021/22).
12. The Budget assumptions for this Council at Provisional Settlement assume no direct base impact of COVID-19 in 2021/22 but this will be kept

under constant review as more clarity on impact and funding availability is understood.

BREXIT Arrangements

13. A second specific risk factor to draw out as context for the 2021/22 Budget Strategy work at this time is BREXIT and the impact of the recently agreed Trade Deal with the European Union.
14. No specific allocations/risks have been included in respect of arrangements post January 1st 2021 but this will be kept under close scrutiny as more detail on the deal emerges and the practical implications of this across service delivery are understood.

Provisional Local Government Settlement

15. On the 22nd December 2020, the Minister for Housing and Local Government announced the Provisional Settlement for 2021/22. The Minister's statement and key data table is attached at **Appendix 1**.
16. The headlines of the settlement are included below:
 - On average, Welsh Local Authorities will receive a +3.8% increase in general revenue funding next financial year.
 - Individual Authority Settlements range from +2% to +5.6%.
 - Grants totalling £5.127M at an All Wales level will transfer into Revenue Support Grant (RSG) in 2021/22 (£3.98M Teachers Pay Grant and £1.1M for the Coastal Risk Management Programme).
 - There will be no 'floor' protection in 2021/22.
 - Settlement information is for one year only, which continues to make medium term planning extremely challenging.
17. Cardiff will receive a +3.8% increase in Aggregate External Finance (AEF) in 2021/22 (£18M in cash terms after adjusting for transfers). Cardiff's settlement is at the level of the Welsh average, having been impacted by the transitional arrangements to move to use of the mid-year population estimates, where growth assumptions for the City have been reduced.
18. In addition to AEF, the Provisional Settlement does provide some details on specific revenue grant streams, with the majority continuing at existing (or increased) levels, although information on specific individual local authority allocations is still awaited. Notable increases in specific grants (at an all Wales level) include:
 - Social Care Workforce and Sustainability Grant increased from £40m to £50m
 - Support for Minority Ethnic and Gypsy, Roma, Traveller learners rises from £10m to £11m
 - Bus Revenue Support (Traws Cymru) rises from £3.2m to £4.4m
 - Road Safety Grant rises from £0.95m to £2m

19. Cardiff's capital settlement is a 1.62% increase in General Capital Funding (GCF) for 2021/22, which is £0.282M in cash terms. In addition, some details on an all Wales basis are included in respect of specific capital grants, such as £20M for the continuation of the public highways refurbishment grant, but as per revenue specific grants, further detail is awaited.
20. The level of revenue funding announced in the Provisional Settlement is better than the planning assumption reflected in the Council's September MTFP. The MTFP, which pre-dated the Spending Round, had assumed a potential +1.5% funding increase for 2021/22.
21. Whilst the improved funding position for 2021/22 is welcome, it should be noted that the position for 2022/23 and beyond is much less certain. The UK economy will be transitioning to new arrangements post BREXIT and the 'long tail' impact of COVID-19 is still likely to be felt during 2021/22. These factors will no doubt have a significant impact on the next Central Government spending review planned during 2021 which will be a key determinant of medium term resource availability.

Budget Modelling Update

22. The Council's MTFP undergoes regular review to ensure it reflects the most up to date and robust information. Updates since the last MTFP Report in September include the impact of:
 - The Provisional Settlement, announced on 22nd December 2020.
 - The Voluntary Living Wage rate announced in November 2020.
 - Announcements and updates associated with the November 2020 UK Spending Review, including NLW rates for 2021/22 and updated inflation forecasts.
 - Most recent pricing information in relation to key commissioned services.
 - Pupil numbers on role in September 2020
 - The need to address base pressures, evident through in year monitoring in some areas including:
 - Children's Services
 - Adult Services
 - Legal Services
 - Out of County Education Provision
 - School Transport
 - Budgetary adjustments to strengthen financial resilience and manage risk
 - Budgetary adjustments to support key corporate priorities and ensure continued modernisation of service delivery.
23. Taking account of the above updates, the current resource requirements modelled for 2021/22 are set out in the table below:

Resources Required	£000	£000
Base Budget Brought Forward		656,186
Pay Award	4,507	
Price Inflation (i)	4,000	
Financial Pressures (ii)	1,551	
Commitments, Realignment & Capital Financing (iii)	11,072	
Demographic Pressures (iv)	5,615	
Schools Growth (v)	9,135	
	35,880	
Resources Required		692,066

24. A further breakdown of key resource requirements is provided below:

- i. **Price Inflation** – this includes key specific inflationary increases, the most significant of which is £3.275M for Adults Commissioned Services in Social Services.
- ii. **Financial Pressures** – this includes increased costs in relation to the growth of Council Tax Reduction Scheme caseloads, the impact of changing household waste streams experienced during COVID-19 and a reduction in the core Sustainable Waste Grant for 2021/22.
- iii. **Commitments, Realignments & Capital Financing** – this includes budget realignments totalling £5.314M, the most significant of which are £1.704M for Children’s Services, £1.082M for Education Out Of County Services and £1.033M for School Transport costs. It also includes £2.911M of additional commitments, including the Fire Service Levy at £0.389M and £2.847M of Capital Financing Commitments.
- iv. **Demographic Pressures** – this includes £1.605M for Adult Social Services, £3.150M for Children’s Social Services, £0.760M for Out of County Education Provision and £0.100M for Recycling and Neighbourhood Services.
- v. **Schools Growth** – This includes the full costs of teachers’ and non- teachers’ pay and pupil number growth.

25. At Provisional Settlement, and assuming the same use of reserves as modelled in the MTFP, resources available (excluding any 2021/22 potential increase in Council Tax levels) are as shown in the table below:

	£000
Aggregate External Finance	487,913
Council Tax (2021/22 tax-base at 2020/21 prices)	187,044
Use of Reserves	750
Resources Available	675,707

26. Taking account of Resources Available above against calculated Resources Required gives **a budget gap at Provisional Settlement of £16.359M** compared to £25.4M as per the MTFP published in September 2020.

Use of Reserves

27. The draft budget modelling includes the use of £0.750M from reserves. Over-reliance on reserves as budget funding should be avoided, as they are a finite resource, but the sum proposed for 2021/22 is considered to strike an appropriate balance between supporting services next financial year, and the continued ability to set balanced budgets in the longer term.

Council Tax

28. The Council will have due regard to the level of the increase in council tax in 2021/22 but must balance this against the need to fund key services. The modelled increase assumed within the MTFP at September 2020 for 2021/22 was 4%.
29. A 4% increase would generate net additional income of £6.115M after associated increases in the Council Tax Reduction Scheme (CTRS). As council tax represents just over a quarter of the Council's overall funding, an increase of 4% is approximately equivalent to a 1% increase in the Council's overall budget.
30. The CTRS will continue to be funded on all Wales basis at the same level provided within the Revenue Support Grant in 2014/15 (£244M nationally). This means that costs associated with Council Tax uplifts and changing caseloads must be funded by the Council. Whilst a 1% council tax increase generates additional income of £1.870M for the Council, it also costs £342,000 in additional CTRS requirements, thus reducing net additional income to £1.528M. In other words, 18% of any Council Tax increase is required to support costs associated with the CTRS.
31. In overall terms, if the modelled Council Tax increase is factored into available resources at this stage, this would leave a savings requirement of £10.244M. The final level of Council Tax agreed by Council will mean this requirement could increase or decrease as part of finalising the budget strategy for 2021/22.

Financial Planning and Strategic Context

Budget Savings

32. The Council has identified over £220M in savings over the past decade.
33. In the context of a more positive funding settlement, target savings for 2021/22 have been reviewed in order to ensure that they minimise impact on service delivery, especially given the pressures from external factors such as COVID-19 and Brexit, and that they are deliverable and

appropriate in the context of the Council's financial resilience, both next year and over the medium term.

34. The savings target at Provisional Settlement is currently estimated to be £10.244M (after allowing for a modelled Council Tax increase¹). This target will be met by efficiency savings across both Schools' and other Council services' budget heads.
35. Efficiency savings are defined as achieving the same output (or more) for less resource, with no significant impact on the resident / customer. Significant work has already progressed to identify efficiency savings across Services that can deliver against target requirements.
36. In line with the Council's September 2020 Budget Strategy Report, in order to improve the deliverability of savings and maximise the chances of securing full year savings in 2021/22, efficiency proposals that do not require a policy decision will be implemented in the current year wherever possible.
37. In terms of the split between Individual School Budgets (ISB) and other Council services, it is proposed at this stage to restrict the schools efficiency target to 1%. This would contribute £2.590M to the overall target.
38. The remaining £7.654M would then be targeted at other Council services and would include actions such as:
 - Review of staffing arrangements
 - Reductions in premises costs
 - Reductions in external spend
 - Use of new technology
 - Budget review / alignment
 - Income opportunities
 - Re-design and changes in the operating model for services
39. As noted above, there has been a continued focus on exploring income opportunities however, given the impact of the COVID-19 pandemic, such opportunities are clearly more limited than in previous years.
40. Delivery of savings targets identified will result in a balanced budget, although clearly this is based on current modelling assumptions. The draft nature of the budget modelling needs to be emphasised and the expenditure and income assumptions underlying the budget position are continually being reviewed as part of normal budget preparation work. Examples of this include confirmation required in relation to specific grant arrangements in certain areas, confirmation of the NJC and Teachers pay awards, which are yet to be finalised for 2021/22 and consideration of feedback received in respect of consultation.

¹ As per Paragraph 31 the final agreed level of Council Tax could increase / decrease the level of savings required

Allocation of Resources

41. It is important to allocate scarce resources in line with strategic priorities, having regard to their impact on future generations. Any proposals for investment and / or savings are framed by the priorities and objectives set out in Capital Ambition and the Council's Corporate Plan. The Corporate Plan is being developed alongside the budget in the context of meeting the immediate and medium term challenges presented by Covid-19, as well as the role of the Council in leading a city-wide programme of post-pandemic recovery and renewal. This will include a focus on:
- i. Leading the city's economic recovery, doing all we can to support businesses and workers and delivering the Council's capital investment programme in major projects, housing, transport and schools.
 - ii. Supporting the people who have been hit hardest by the pandemic – particularly our most vulnerable citizens and those in our most deprived communities – and the services upon which they rely.
 - iii. Rebuilding the services that have been closed or severely restricted by the pandemic, including the city's major events programme, cultural and tourist venues, leisure centres, and public transport.
 - iv. Delivering the One Planet Cardiff programme, including investments in cycling, walking and public transport; renewable energy generation; increased tree planting; and flood risk management.
 - v. Continuing to modernise our services, building on the service innovations and increased use of technology introduced as part of the Council's pandemic operating model.

Medium Term Planning Implications

42. Whilst the position for 2021/22 is more positive than initially assumed, the Council must continue to strengthen financial resilience and build a robust position from which to move forward. This must include ensuring that all savings newly proposed for 2021/22 are at a realistic and manageable level and that base budgets adequately reflect rising demand and inescapable pressure. There will also be a need to adequately resource service growth and modernisation, in order to help the Council approach the uncertainties of the medium term.
43. Whilst the focus of this report is the annual budget proposals for 2021/22, work is ongoing to revisit the assumptions within the MTFP and the detail of this will be reported along with the Council's other financial strategy documents, as part of the final 2021/22 Budget Report.

Consultation and Engagement

44. Budget consultation is an opportunity to understand what is important to our stakeholders and to encourage their involvement in shaping Council services. Consultation in respect of the 2021/22 Budget, subject to Cabinet approval will begin immediately following Cabinet consideration on the 13th January 2021 and run until 10th February 2021. The results of the consultation will be key in supporting Cabinet as they prepare their final 2021/22 Budget Proposal for consideration by Council in March 2021.
45. The 2021/22 Budget Consultation period will take place when the whole of Wales is at its highest alert level for the Coronavirus Pandemic, meaning that people are only able to meet with members of their household or support bubble. As such, no face-to-face engagement can take place, and the focus of promoting the consultation has to be done electronically. Key points to note for this year's consultation are:
- The consultation document will be available for online completion on the Council's website.
 - A co-ordinated social media and press campaign, and partner involvement will seek to ensure citywide engagement:
 - Links to the consultation will be made available on the Council's corporate social media accounts, with posts targeting localised community groups across the city, and targeted advertising aimed at groups with a typically lower response rates.
 - Links to the survey will also be shared with community groups, such as faith groups, community councils and the Cardiff Youth Council, and partners, including members of the PSB, to be shared with their contacts.
 - The consultation will also be promoted to Council staff via the intranet and Staff Information alerts via email and on DigiGov.
 - The Council will also work with the Access Forum, and relevant groups including the Deaf Hub and RNIB to make the survey available to those who may have difficulty accessing or completing the online link.
 - Findings from the most recent Ask Cardiff survey, conducted in October & November 2020 with 4,715 responses, will also be used to inform the Council's corporate plan and budget
46. Further opportunities for engagement, including with the Schools Budget Forum and Scrutiny Committees will also take place during the coming months. The need to engage effectively with the Council's own staff, both directly and through their trade unions will remain a high priority throughout the budget setting process. Stakeholder engagement opportunities are a valuable way of informing the budget process and Cabinet's final budget proposal.
47. The Budget consultation details are attached at **Appendix 2**.

48. In addition to public consultation where there are ongoing requirements for internal staff and trade union consultation, specifically in relation to ongoing delivery of efficiency savings, these will continue to be included as part of the ongoing employee engagement process.

Employee Engagement

49. Through the Council's Trade Union Pre Cabinet meeting, trade unions have been consulted in advance on this report and the likely impact on employees, particularly where posts are at risk of redundancy. Under the law relating to unfair dismissal, all proposals to make redundancies must involve reasonable consultation with the affected employees and their trade unions. It remains likely that there will be redundancies within the Council's workforce during the financial year commencing April 2021, notwithstanding every effort being made to avoid them.
50. During the period of the consultation, trade unions and employees will have the opportunity to comment on proposals that may affect them. Once the final budget is approved by Council, any employees affected will be supported. At that point, eligible employees will be given the opportunity to take voluntary redundancy or to access the redeployment process, which provide employees with a period of twelve weeks to look for alternative employment.
51. Whilst the exact number of proposed redundancies is not known at this stage, some are likely to occur. This will mean that following Cabinet on 13 January 2021 and in accordance with the Trade Union and Labour Relations (Consolidation) Act 1992, a Section 188 Notice will be formally issued to the trade unions, related to the budget and potential redundancies. The proposed redundancies and the issue of the Section 188 notice is related to the overall reduction in staff numbers required.
52. Formal consultation with employees and trade unions will take place as part of the budget preparation work and views and comments about ways of avoiding, reducing and mitigating the consequences of the numbers of staff being made redundant e.g. by redeployment, will be considered.

Reason for Recommendations

53. To issue the 2021/22 Budget Consultation and to provide stakeholders with the opportunity, through a range of mechanisms, to provide feedback to Cabinet. In addition, to note that the consultation will commence on the 13th January 2021 and run until the 10th February 2021.

Financial Implications

54. The financial implications are as described in the detail of the Report.

Legal Implications

55. Specific legal obligations relating to the setting of the budget and consultation are set out within the body of this report.
56. The obligation to consult can arise in some cases from express statutory provisions and in other cases from common law. In all cases, the consultation must be undertaken in such a way as to be meaningful and genuine. The results of the consultation must feed into the process for consideration and finalisation of budget decisions.
57. The Council has public sector duties under the Equality Act 2010 which require it, in exercising its functions, to have due regard to the need to (1) eliminate unlawful discrimination (2) advance equality of opportunity and (3) foster good relations between persons with and without protected characteristics. For example, protected characteristics include race, sex, gender, age, religion. In order to be sure that the Council complies with its public sector equality duties, it is essential that Equality Impact Assessments are undertaken where appropriate in relation to specific budget proposals, that these are informed by the results of the consultation, and that any impact is taken into account in the decision-making on the budget.
58. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must also be satisfied that the proposals comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.

HR Implications

59. The Human Resource implications are as described in the detail of the Report.

Property Implications

60. There are no property implications arising directly from this report.

RECOMMENDATIONS

Cabinet is recommended to

- (1) Note the updated Budget Position for 2021/22 at Provisional Settlement Stage.
- (2) Agree the proposed approach to Budget Consultation for 2021/22 and subject to that agreement note that the formal budget consultation will commence on the 13th January 2021 and run until 10th February 2021. The results of the consultation process will then be considered by Cabinet in preparing their final 2021/22 budget proposal.

- (3) Note that the Chief Executive as Head of Paid Service will be issuing all necessary statutory and non-statutory employment consultation in respect of the staffing implications of the proposals.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources & Section 151 Officer
	7 January 2021

The following appendices are attached:

- Appendix 1 – Provisional Local Government Financial Settlement 2021/22 – Statement and Key Data Table
Appendix 2 – Budget Consultation 2021/22 Details

The following background papers have been taken into account

- Budget Strategy Report 2021/22 and the Medium Term
- Equality Impact Assessments (EIAs) of Cardiff Councils 2021/22 Budget Savings Proposals
- WG Provisional Local Government Financial Settlement 2021/22

Julie James AS/MS
Y Gweinidog Tai a Llywodraeth Leol
Minister for Housing and Local Government



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref: MA/JJ/4091/20

To:
 Leaders of County and County Borough Councils in Wales

Copied to:
 Chief Executives and Directors of Finance, County and County Borough Councils in Wales
 Chief Executive and Director of Finance, Welsh Local Government Association

22 December 2020

Dear Colleagues

Today I am announcing details of the Provisional Local Government Revenue and Capital Settlements for 2021-22 (the Settlement) for county and county borough councils in Wales through a Cabinet Written Statement. This is attached for your information.

As set out in yesterday's draft budget the Welsh Government's funding priorities continue to be health and local government services. My announcement outlines my intention to set local government core revenue funding for 2021-22 at £4.651 billion. This means, after adjusting for transfers, overall core funding for local government in 2021-22 will increase by 3.8 per cent on a like-for-like basis compared to the current year. While I know local government has been facing significant pressures, particularly arising from the COVID-19 pandemic, I hope that this increase, building as it does on a significantly improved settlement in 2020-21, enables you to continue to support and deliver critical and valued local services. In setting the overall Settlement at this level the Government has responded to the negative impact of the pandemic on Non Domestic Rate (NDR) collection. The baseline Settlement increase of £176m reflects a larger increase in the Revenue Support Grant (RSG) to compensate for the fall in NDR. It also accounts for the impact of freezing the NDR multiplier. After adjusting for transfers into the Settlement, this equates to an increase of £172 million in Settlement funding, compared with 2020-21.

The Minister for Finance and Trefnydd was clear in the draft budget that one of the hard choices we have faced in setting our spending plans for next year is our approach to public sector pay. The reality is that we did not receive any additional funding through the Barnett formula to provide for public sector wide pay awards next year given the UK Government's decision to pause public sector pay rises, with the exception of the NHS and those on the lowest wages. The implications of pay awards in 2021-22 will therefore need to be accommodated within your budget planning in the light of this Settlement. Our decisions in the budget, target as much support as we can to health and local government to support pressure in frontline services focusing on schools and social services.

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:
 0300 0604400

Bae Caerdydd • Cardiff Bay
 Caerdydd • Cardiff
 CF99 1SN

Gohebiaeth.Julie.James@llyw.cymru
Correspondence.Julie.James@gov.Wales

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

Whilst we did not receive any additional funding from the UK Government for public sector pay, in determining the distribution of funding across authorities for the Settlement, we have recognised the decisions made on the 2020/21 teachers' pay deal and the commitment made by local government to fund this deal by directing funding into the schools part of the formula. We are also continuing to provide funding for our proposals for new eligibility criteria for free school meals, given the continued rollout of Universal Credit by the UK Government.

Through this Settlement, we are continuing to provide £4.8 million for authorities to deliver additional discretionary rates relief for local businesses and other ratepayers to respond to specific local issues.

In line with the Government's focus on countering the effects of poverty, we remain committed to protecting vulnerable and low-income households from any reduction in support under the Council Tax Reduction Schemes, despite the shortfall in the funding transferred by the UK Government following its abolition of Council Tax Benefit. We will continue to maintain full entitlements under our Council Tax Reduction Scheme (CTRS) for 2021-22 and are again providing £244 million for CTRS in the Settlement in recognition of this.

Alongside the Settlement we are continuing to provide funding to support local government to waive fees for child burials. This shared commitment ensures a fair and consistent approach across Wales.

I am not minded to provide for a funding floor for this year given the increased settlement for 2020-21 and the proposed allocations I am announcing today for 2021-22. I have accordingly allocated all the funding available up front.

A wide range of services of course have been significantly impacted by the pandemic. As the Finance Minister's statement on the budget made clear, we recognise the need to continue to provide funding to support your, and others response to the pandemic. This will be considered separately and does not form part of this Settlement.

General capital funding for 2021-22 will continue to be set at £198 million. Included within this amount is £20 million for the continuation of the public highways refurbishment grant, including support for active travel; £54 million of historic baselined general capital grant; and the continuation of an additional £35 million of general capital grant, which was announced as part of the 2019-20 and 2020-21 budgets. This additional £35 million will enable you to start to respond to our joint priority of decarbonisation including for housing and economic recovery following Covid-19.

We have discussed, before, our shared recognition of the need to invest in the supply of housing. Investing in social housing should minimise the pressures on local authority budgets and on homelessness services. Investment in housing can also support the Welsh economy and local economies. I hope that this Settlement, capital and revenue, can support you in increasing the scale and pace of housebuilding across Wales.

The draft *Local Government Finance Report* and additional tables containing details of the Settlement by individual authority are also being published on the Welsh Government website. These tables include the individual authority allocations of Aggregate External Finance (AEF), comprising RSG and redistributed NDR. As we have discussed through the Finance Sub Group, we are also providing information on revenue and capital grants which are planned for 2021-22. This information will be further updated for the final settlement.

The delay in the publication of the Settlement has enabled us to draw on the latest tax-base figures for 2021-22, meaning that there should be no change between provisional and final settlements as a result of updates to the tax base.

This Settlement provides you with a stable platform for planning your budgets for the forthcoming financial year. I fully appreciate the pressures local government is facing and am committed to protecting local government, particularly at this difficult and challenging time. This is as good a Settlement as I can offer and one that should help to alleviate some of the pressures that you had been anticipating. While I can't guarantee that there will be no changes between the provisional and final settlements, due to the financial uncertainty that we currently face, I can assure you that I do not intend making any significant changes to the methodology or the data underpinning the distribution of this Settlement.

My announcement today launches a 7-week period of formal consultation on the Settlement for 2021-22. I would be grateful if you could ensure your response arrives no later than **Tuesday, 9 February 2021**. All responses to this consultation should be sent to:

Simon Edwards: LGFPSettlement@gov.wales.

Comments are invited about the effects (whether positive or adverse) the proposed Settlement would have on opportunities for people to use the Welsh language and on treating the Welsh language no less favourably than the English language. In addition, we invite comments on whether the proposed Settlement could be formulated or revised to have positive effects, or decrease adverse effects, on opportunities for people to use the Welsh language and on treating the Welsh language no less favourably than the English language.

The Welsh Government intends to publish a summary of the responses. Normally, the name and address (or part of the address) of each respondent are published along with the response. If you do not wish to be identified as the author of your response, please ensure you state this explicitly in your response.

Copies of responses may be placed in the Welsh Government's library. If you wish your comments to remain confidential, please make this clear in your reply. This will be considered in light of our obligations under the Freedom of Information Act. The Welsh Government will consider all responses received by the due date before the final determination is made and published.

Local authorities are reminded of the requirement to comply with the general equality duties set out in the Equality Act 2010, and also the specific equality duties where applicable. The equality impacts of budgetary options should be assessed and inform any final decisions.

Authorities also need to take account of their duties under the Well-being of Future Generations (Wales) Act 2015 and the Welsh language standards in preparing plans for 2021-22.

This Settlement provides you with the information you need to plan your budgets for 2021-22 and to consider how best you engage with your local communities in formulating your proposals and making budget decisions.

Yours sincerely

A handwritten signature in blue ink that reads "Julie James". The signature is written in a cursive style with a large initial 'J'.

Julie James AS/MS
Y Gweinidog Tai a Llywodraeth Leol
Minister for Housing and Local Government

Welsh Local Government Revenue Settlement 2021-2022

Appendix 1b

Provisional

Table 1a: Change in Aggregate External Finance (AEF), adjusted for transfers, by Unitary Authority

£'000s

Unitary Authority	2020-21 final Aggregate External Finance*	2021-22 provisional Aggregate External Finance	Percentage difference	Rank
Isle of Anglesey	101,369	104,825	3.4%	18
Gwynedd	188,409	194,793	3.4%	19
Conwy	161,181	166,906	3.6%	17
Denbighshire	153,089	158,632	3.6%	16
Flintshire	199,267	206,778	3.8%	14
Wrexham	184,569	188,856	2.3%	21
Powys	184,554	191,897	4.0%	8
Ceredigion	107,545	109,658	2.0%	22
Pembrokeshire	172,502	179,387	4.0%	7
Carmarthenshire	274,355	284,820	3.8%	13
Swansea	339,445	352,642	3.9%	10
Neath Port Talbot	227,198	236,680	4.2%	6
Bridgend	203,540	212,192	4.3%	5
The Vale of Glamorgan	160,455	168,316	4.9%	2
Rhondda Cynon Taf	389,403	404,375	3.8%	11
Merthyr Tydfil	96,973	101,476	4.6%	3
Caerphilly	283,708	292,367	3.1%	20
Blaenau Gwent	116,112	120,361	3.7%	15
Torfaen	140,308	146,340	4.3%	4
Monmouthshire	97,673	101,483	3.9%	9
Newport	228,000	240,796	5.6%	1
Cardiff	469,913	487,913	3.8%	12
Total unitary authorities	4,479,570	4,651,494	3.8%	

* [The published AEF for 2020-21 final Aggregate External Finance is subject to a number of adjustments set out in Table 6](#)

Budget Consultation 2021/22

Cardiff Council provides a wide range of essential services to the city. Some of these are easy to see – street lighting, road maintenance, waste and recycling collections, schools and libraries. Others are less visible, though vitally important, such as providing care and support to vulnerable people of all ages.

At the beginning of each year, the Council sets out a budget for the next financial year that details how much money we will be able to spend on each of the services that the council provides.

In 2020/21, the Council's budget was £656 million, with the majority of this spent on schools (£254 million) and Social Services (£182 million). Most of the money the Council receives comes through a grant from the Welsh Government (72%), with the remaining 28% coming from Council tax, without which many important services valued by residents would be lost.

The cost of delivering services rises each year. This is driven by increased demand as the city's population grows, from the damaging consequences of poverty and deprivation on people's lives, and from pressures like inflation.

The increasing costs of providing these services and the growing demand pressures leaves the Council facing a budget gap which it has to bridge if services are to be maintained. For 2021/22, the Council must address a budget gap of £16.4 million. This means the council will have to find £16.4m through a combination of efficiency savings and consideration of council tax, in order to protect frontline services while allowing some opportunity to invest in key areas.

The Impact of Covid-19

The Covid-19 pandemic has had a major impact on all Council services. In responding to the unprecedented challenge of the pandemic, the Council has worked with our partners to adapt our public services, support local businesses and workers, and to keep all our citizens, particularly our city's most vulnerable citizens, our staff, and our communities safe.

Between April and November 2020 alone, the Council incurred an additional £38m of costs due to significant pressures on some of our services. In addition, the lockdown and continued social distancing measures have seen the Council lose £22 million in income over six-months.

These additional costs include a range of measures to support our communities during Covid-19, for example:

- The purchase of PPE for frontline staff;
- The provision of free school meals to children and IT equipment for children from low-income families to enable them to home-school;
- Providing financial support to Care Homes and Domiciliary Care Providers to help them to continue to operate safely during the pandemic and;

- Supporting community facilities, such as theatres and leisure centres which had to close due to the crisis, so losing income

The full financial impact of the Covid-19 crisis is not yet fully understood, so it remains difficult to predict the course of the pandemic and its impact on services, and on Council finances, over the year ahead.

It is clear that the direct impact of the pandemic will be felt well into the next financial year. It is also clear that the indirect consequences of the health and economic crisis caused by the pandemic will be felt for years to come.

Recovery and Renewal: Priorities for 2021/22

Over the months ahead the Council and its partners must continue to focus on managing the pandemic and doing all we can to keep our citizens and communities safe.

However, as we look towards the spring and summer, and to recovery and renewal, we want to hear where you think we should be placing our focus, and investment, so that we can build a greener, fairer, more prosperous city.

Our priorities will be:

- 1) To lead the **city's economic recovery**, doing all we can to support businesses and workers and delivering our ambitious capital investment programme, including major regeneration projects in Cardiff Bay and the city centre; our circa £280m school investment programme, and our commitment to build 2000 new Council homes.
- 2) **Supporting the people who have been hit hardest by the pandemic** – particularly our youngest, oldest and most vulnerable citizens, and those in our most deprived communities – and the services upon which they rely, including care for vulnerable children and older people; people suffering poor mental health; those who are homeless and rough sleeping.
- 3) Rebuilding the **services that have been closed or severely restricted by the pandemic**, including our programme of major events, cultural and tourist venues, leisure centres, and public transport.
- 4) Continuing to **modernise our services**, building on the transformational use of technology throughout the pandemic.
- 5) Our **One Planet Cardiff** programme, delivering a green recovery for Cardiff, including investments in cycling, walking and public transport; increasing the energy we generate from renewables; increased tree planting, and improving our flood defences.

Our Priorities:

Here we have outlined some of the services the Council delivers that can support the city's economy and our communities as we emerge from the Covid-19 crisis:

Your views on where we should prioritise limited resources are very important to us.

Here we have outlined some of the services the Council delivers to support our economy and our communities as we emerge from the Covid-19 crisis. We would like you to rank your top three priorities, dragging each option into the green box on the right, with your highest priority at the top.

	1	2	3
Leading an economic recovery through supporting businesses and workers, and through delivering our major regeneration schemes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investing in our schools and improving educational attainment, and supporting children and young people.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tackling the city's housing crisis by building 2000 new Council houses, and delivering our new homelessness model to end rough sleeping.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rebuilding Cardiff's cultural scene post-Covid-19 (including arts, theatre, live music, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Keeping our streets and communities clean	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reducing congestion and air pollution through investing in active and sustainable travel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Keeping our communities safe and tackling anti-social behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supporting vulnerable children and families through our care system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investing in our parks and open spaces	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Tackling the climate emergency through delivering our One Planet Cardiff strategy

Helping older people live in their own homes for as long as possible

Please tell us why your highest priority is important to you

Our Priorities:

We would also like you to tell us your lowest ranked priority. Just click and drag into the green box on the right.

Leading an economic recovery through supporting businesses and workers, and through delivering our major regeneration schemes

Investing in our schools and improving educational attainment, and supporting children and young people.

Tackling the city’s housing crisis by building 2000 new Council houses, and delivering our new homelessness model to end rough sleeping.

Rebuilding Cardiff’s cultural scene post-Covid-19 (including arts, theatre, live music, etc.)

Keeping our streets and communities clean

Reducing congestion and air pollution through investing in active and sustainable travel

Keeping our communities safe and tackling anti-social behaviour

Supporting vulnerable children and families through our care system

Investing in our parks and open spaces

Tackling the climate emergency through delivering our One Planet Cardiff strategy

Helping older people live in their own homes for as long as possible

Please tell us why your lowest priority is least important to you

Do you have any other comments?

About You

Please provide your postcode below to allow us to more accurately pinpoint respondents' views and needs by area:-

What was your age on your last birthday?

- | | | |
|-----------------------------------|--------------------------------|--|
| <input type="checkbox"/> Under 16 | <input type="checkbox"/> 35-44 | <input type="checkbox"/> 65-74 |
| <input type="checkbox"/> 16-24 | <input type="checkbox"/> 45-54 | <input type="checkbox"/> 75+ |
| <input type="checkbox"/> 25-34 | <input type="checkbox"/> 55-64 | <input type="checkbox"/> Prefer not to say |

Are you...?

- Female Male Other Prefer not to say

Do you identify as Trans?

- Yes No Prefer to self-describe Prefer not to say

Do any children live in your household?

- No children
 Yes, under 5 years old (pre-school)
 Yes, aged 5 - 11 (primary school)
 Yes, aged 11 - 16 (secondary school)
 Yes, aged 16 - 18 in full-time education, or working
 Yes, aged 16 - 18 but not in full time education or working

Which of the following best describes what you are doing at present?

- | | |
|--|--|
| <input type="checkbox"/> Working full time (30+ hours per week) | <input type="checkbox"/> On a zero hour contract |
| <input type="checkbox"/> Working part time (less than 30 hours per week) | <input type="checkbox"/> Permanently sick or disabled person |
| <input type="checkbox"/> In full time education | <input type="checkbox"/> Wholly retired from work |
| <input type="checkbox"/> On a government training scheme | <input type="checkbox"/> Looking after home |
| <input type="checkbox"/> Unemployed - Registered Job Seeker | <input type="checkbox"/> Caring for a child or adult |
| <input type="checkbox"/> Unemployed - Unregistered but seeking work | <input type="checkbox"/> Other |

Which of the following best describes your housing tenure?

- | | |
|--|--|
| <input type="checkbox"/> Owned outright | <input type="checkbox"/> Rented from a Housing Association |
| <input type="checkbox"/> Owned with a mortgage | <input type="checkbox"/> Private rented |
| <input type="checkbox"/> Rented from the Local Authority | <input type="checkbox"/> Other |

Are you or a member of your household:

- | | You | A member of your household |
|--|--------------------------|----------------------------|
| Currently serving in the armed forces | <input type="checkbox"/> | <input type="checkbox"/> |
| An armed forces service leaver (veteran) | <input type="checkbox"/> | <input type="checkbox"/> |

Do you identify as a disabled person?

- Yes No Prefer not to say

Please tick any of the following that apply to you:

- | | |
|--|---|
| <input type="checkbox"/> Deaf/ Deafened/ Hard of hearing | <input type="checkbox"/> Mobility impairment |
| <input type="checkbox"/> Mental health difficulties | <input type="checkbox"/> Long-standing illness or health condition (e.g. cancer, diabetes, or asthma) |
| <input type="checkbox"/> Learning impairment/ difficulties | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Visual impairment | <input type="checkbox"/> Other |
| <input type="checkbox"/> Wheelchair user | |

Do you care, unpaid, for a friend or family member who due to illness, disability, a mental health problem or an addiction cannot cope without your support?

- Yes No

Do you regard yourself as belonging to any particular religion?

- No, no religion
- Buddhist
- Christian (Including Church in Wales, Catholic, Protestant and all other Christian denominations)
- Hindu
- Jewish
- Muslim
- Sikh
- Other
- Prefer not to answer

How would you describe your sexual orientation?

- | | | |
|---|---|---|
| <input type="checkbox"/> Bisexual | <input type="checkbox"/> Gay Man | <input type="checkbox"/> Other |
| <input type="checkbox"/> Gay Woman/ Lesbian | <input type="checkbox"/> Heterosexual/ Straight | <input type="checkbox"/> Prefer not to answer |

Do you consider yourself to be Welsh?

- Yes No

What is your ethnic group?

Where the term 'British' is used, this refers to any of the four home nations of Wales, England, Northern Ireland and Scotland, or any combination of these.

- White - Welsh/English/Scottish/Northern Irish/British
- White - Irish
- White - Gypsy or Irish Traveller
- White - Any other white background (please specify)
- Mixed/Multiple Ethnic Groups - White & Asian
- Mixed/Multiple Ethnic Groups - White and Black Caribbean

- Mixed/Multiple Ethnic Groups - White and Black African
- Mixed/Multiple Ethnic Groups - Any other (please specify)
- Asian/Asian Welsh/British - Chinese
- Asian/Asian Welsh/British – Pakistani
- Asian/Asian Welsh/British - Bangladeshi
- Asian/Asian Welsh/British - Indian
- Asian/Asian Welsh/British - Any other (please specify)
- Black/African/Caribbean/Black Welsh/British - African
- Black/African/Caribbean/Black Welsh/British – Caribbean
- Black/African/Caribbean/Black Welsh/British - Any other (please specify)
- Arab
- Any other ethnic group (please specify)
- Prefer not to say

Please specify

Are you are interested in taking part in further consultations from Cardiff Council?

- Yes, I would like to Join the Citizens’ Panel and be contacted about other Cardiff Council consultations
- No

Please provide your contact details below.

Name _____

Email _____

Phone _____

The information that you provide in completing this form will be treated as confidential, in line with the requirements of the Data Protection Act 2018 and the General Data Protection Principles.

Any data supplied by you on this form will be processed in accordance with Data Protection Act requirements and in supplying it you consent to the Council processing the data for the purpose for which it is supplied. All personal information provided will be treated in the strictest confidence and will only be used by the Council or disclosed to others for a purpose permitted by law.

If you wish to withdraw consent at any time, please email consultation@cardiff.gov.uk For further information on how we process your personal data please refer to our Privacy Policy - or contact the Data Protection Officer, Room 357, County Hall, CF10 4UW, email: dataprotection@cardiff.gov.uk

This page is intentionally left blank

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

**POLICY REVIEW & PERFORMANCE
SCRUTINY COMMITTEE**

20 January 2020

Cabinet Response to the Committee's Report – Scrutiny Impact Assessment.

Purpose of report

1. To advise Members of the Cabinet's response to the recommendations made by the Committee's task & finish inquiry report, Scrutiny Impact Assessment Model, published in May 2020.

Background

2. The Policy Review and Performance (PRAP) Scrutiny Committee, as part of its 2019 work programme, committed to a task and finish Inquiry that would review the impact of Cardiff Council's Scrutiny function to date, and develop a model to capture the benefits of scrutiny activity as an established function of the Council's decision making process.
3. The terms of reference for the inquiry were agreed by Committee as *'to evaluate the impact of the scrutiny function on the delivery of Council services to date and propose a mechanism for capturing the future impact of scrutiny'*.
4. Members of the Task & Finish group were Councillor David Walker (Chair), Councillor Norma Mackie and Councillor Joe Boyle, who agreed that the key output from this review should be a practical model for recording and capturing scrutiny impact, appropriate for use in Cardiff. The model should also be applicable for use by other Authorities and public sector bodies who share an interest in using a mechanism for capturing the benefits and outputs of scrutiny.

5. The nature of the topic under review required a research heavy approach, therefore the task & finish group commissioned two primary research projects, undertaken by the scrutiny research function, seeking evidence, both in person and from published findings from the following organisations:
 - House of Commons, Communities and Local Government Committee - Effectiveness of local authority overview and scrutiny committees.
 - National Assembly for Wales. Assembly Commission. Face to face interview with National Assembly for Wales Committee and Research staff.
 - The Constitution Unit. University College London.
 - APSE (Association for Public Service Excellence)
 - CFPS (The Centre for Public Scrutiny).
 - Welsh Local Government Scrutiny Officer network

6. The report for this task and finish inquiry, attached at **Appendix 2**, was agreed by the Committee in March 2020, shortly prior to the Council entering an essential services model to deal with the Covid-19 pandemic. The report was subsequently issued to the Cabinet in summer 2020, respecting the non-essential nature of the topic.

Cabinet Response to Recommendations

7. The Cabinet agreed its response to the Scrutiny Impact Assessment Inquiry on 17 December 2020. Attached at **Appendix 1** is the report to Cabinet, which includes a full copy of the Cabinet Response at **Appendix A** to the report. The report outlines the recommendations made and the Cabinet response to each recommendation.

8. The Committee made seven recommendations to the Cabinet. The Cabinet response accepts six of the recommendations and partially accepts one recommendation. The full response can be seen at **Appendix A**.

Way Forward

9. Councillor Chris Weaver, Cabinet Member, Finance, Modernisation & Governance, Gary Jones, Head of Democratic Services and Dylan Owen, Head of Cabinet Office have been invited to present the response to the inquiry and outline progress made in addressing the recommendations approved.

Legal Implications

10. 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

11. 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.

Recommendation

The Committee is recommended to note the Cabinet response.

DAVINA FIORE

Director of Governance & Legal Services

14 January 2021

This page is intentionally left blank

**CABINET RESPONSE TO THE REPORT OF THE POLICY
REVIEW AND PERFORMANCE SCRUTINY COMMITTEE
ENTITLED 'SCRUTINY IMPACT ASSESSMENT MODEL'**

**FINANCE, MODERNISATION AND PERFORMANCE
(COUNCILLOR CHRIS WEAVER)**

AGENDA ITEM: 2

Reason for this Report

1. To set out the Cabinet's response to the report of the Policy Review and Performance Scrutiny Committee, entitled 'Scrutiny Impact Assessment Model'.

Background

2. As part of its 2019/20 work programme, the Council's Policy Review and Performance Scrutiny Committee established a Task and Finish Inquiry to review the impact of the Council's Scrutiny function to date and to develop a model to capture the benefits of scrutiny in the future.
3. On 11 March 2020, the Policy Review and Performance Scrutiny Committee resolved to agree the report of the Task and Finish Inquiry and to forward it on for consideration by the Cabinet at its earliest opportunity; however, the subsequent onset of the Covid-19 pandemic and related UK-wide lockdown meant that consideration of this report was delayed.

Issues

4. The report of the Policy Review and Performance Scrutiny Committee, entitled 'Scrutiny Impact Assessment Model', was received formally by the Cabinet on 17 September 2020, which agreed that a response would be prepared within the usual timescales (i.e. two Cabinet reporting cycles).
5. The report made a total of seven recommendations and a draft response by the Cabinet to each of these recommendations is set out in **Appendix A** to this report.
6. These recommendations, and the Cabinet's response to these, will assist in improving the Council's governance arrangements by embedding a

systematic approach to responding to recommendations emerging from Scrutiny Committees. This will also strengthen the Council's position in relation to the new performance and governance requirements set out in Part 6, Chapter 1 of the Local Government and Elections (Wales) Bill.

Reason for Recommendations

7. To approve the Cabinet's response to the recommendations of the report of the Policy Review and Performance Scrutiny Committee, entitled 'Scrutiny Impact Assessment Model'.

Financial Implications

8. There are no direct financial implications arising from this report, but if any additional unforeseen costs arise as a result of implementation then the funding source needs to be identified prior to implementation.

Legal Implications

9. The Wellbeing of Future Generations (Wales) Act 2015 requires the Council to consider how its proposed decisions will contribute towards meeting the wellbeing objectives set out in the Corporate Plan. Members must also be satisfied that proposed decisions comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
10. The Local Government and Elections (Wales) Bill, which was agreed by the Senedd on 18th November 2020, will, when it comes into force, introduce new performance and governance requirements for Councils (in Part 6, Chapter 1), involving self-assessments of performance. As noted in the body of the report (paragraph 6 above), the recommendations of this report should support compliance with the new legislative provisions as and when they come into force.
11. There are no other direct legal implications arising from the recommendations of the report.

HR Implications

12. There are no HR implications arising from this report.

Property Implications

13. There are no property implications arising from this report.

RECOMMENDATION

Cabinet is recommended to approve the draft response to the recommendations of the Policy Review and Performance Scrutiny Committee report, entitled 'Scrutiny Impact Assessment Model' as set out in Appendix A to this report.

SENIOR RESPONSIBLE OFFICER	Paul Orders Chief Executive
	11 December 2020

The following appendix is attached:

Appendix A: Cabinet Response to the Recommendations of the Policy Review and Performance Scrutiny Committee report, entitled 'Scrutiny Impact Assessment Model' (draft)

The following background paper has been taken into account:

[Policy Review and Performance Scrutiny Committee report, entitled 'Scrutiny Impact Assessment Model' \(May 2020\)](#)

[Local Government and Elections \(Wales\) Bill \(as passed, 18 November 2020\)](#)

This page is intentionally left blank

APPENDIX A

Cabinet Response to the Recommendations of the Policy Review and Performance Scrutiny Committee report, entitled ‘Scrutiny Impact Assessment Model’ (draft)

Recommendation		Cabinet Response	Lead Cabinet Member	Lead Officer
1.	That Cabinet <u>adopts this Model</u> for capturing the impact of scrutiny acknowledging that it represents early compliance with the self-assessment requirements set out in the forthcoming Local Government Election (Wales) Bill. This self-assessment has implications for each Scrutiny Committee, the Scrutiny Function, and for the Service Areas / Directorates accepting scrutiny recommendations that require implementation.	Accepted. The Cabinet supports the proposed implementation of the Model in order to support the self-assessment requirements of Part 6, Chapter 1 of the Local Government and Elections (Wales) Bill, which relates to the performance and governance of principal councils.	Cabinet Member for Finance, Modernisation & Performance	Head of Performance & Partnerships
2.	That the <u>Scrutiny Function pilots the Model</u> developed by the committee to provide a framework and database on which a quantitative assessment of its impact on Council services can be captured and reported to Full Council annually. This pilot should be reviewed one year from implementation. In addition to the quantitative assessment a non-quantifiable	Accepted. This is a non-executive matter for the Council’s Scrutiny function; however, the Cabinet supports the implementation of the Model on a pilot basis for 12 months initially and would be interested in the findings of the assessment.	n/a	Head of Democratic Services

Recommendation	Cabinet Response	Lead Cabinet Member	Lead Officer
<p>assessment of scrutiny should add value to the overall evaluation of impact, embracing the achievements of all five scrutiny committees.</p>			
<p>3. An <u>extension of the governance arrangements</u> currently in place for responding to the recommendations of a scrutiny inquiry, to recommendations generated by the committee in correspondence following scrutiny of a matter at a formal committee. Cabinet is currently required to respond to scrutiny inquiry recommendations as soon as is practicable. Where a scrutiny committee is making a recommendation to a Cabinet Member, that recommendation will be stated clearly at the end of the letter. The Cabinet Member is requested to respond to the letter as a whole, and clearly indicate their response to any recommendations included as being accepted, partially accepted or rejected.</p>	<p>Accepted. The Cabinet welcomes the need for any recommendations arising from consideration of matters by Scrutiny Committees to be stated clearly in any correspondence from Chairs that is sent subsequently to Cabinet Members for a response.</p>	<p>All Cabinet Members</p>	<p>All Directors</p>
<p>4. That the Cabinet Office and Service Areas make arrangements to <u>track and report on</u></p>	<p>Partially Accepted. The Cabinet believes that the responsibility for</p>	<p>Cabinet Member for Finance,</p>	<p>All Directors</p>

Recommendation	Cabinet Response	Lead Cabinet Member	Lead Officer
<p><u>the implementation of accepted scrutiny recommendations.</u> A progress report on recommendations made via report or letter would be expected to be available for presentation to the scrutiny committee within 6 months of the report being approved by Cabinet.</p>	<p>tracking and follow-up reporting of the implementation of recommendations from Scrutiny Committees that have been accepted by the Cabinet/Cabinet Members should sit with the Council's Scrutiny function, with support where appropriate being provided by the Council's Corporate Performance team. However, the principle is accepted and the Council's performance reporting framework can support this process.</p>	<p>Modernisation & Performance</p>	
<p>5. That <u>Directors are accountable for reporting progress</u> on the implementation of accepted scrutiny recommendations.</p>	<p>Accepted. This will be integrated as part of the Council's performance reporting framework, with Directors being responsible for monitoring and reporting on progress to implement any recommendations from Scrutiny Committees that have been accepted by the Cabinet/Cabinet Members. The relevant Cabinet Member and Director would attend Scrutiny Committee meetings to report back on progress against recommendations as appropriate.</p>	<p>All Cabinet Members</p>	<p>All Directors</p>

Recommendation		Cabinet Response	Lead Cabinet Member	Lead Officer
6.	That service area tracking of the implementation of accepted scrutiny recommendations needs to <u>integrate with the Council's planning and performance framework</u> . This will enable recommendations to be monitored and their successful implementation evidenced.	Accepted. This will be integrated as part of the Council's performance reporting framework, with Directors being responsible for monitoring and reporting on progress to implement any recommendations from Scrutiny Committees that have been accepted by the Cabinet/Cabinet Members.	Cabinet Member for Finance, Modernisation & Performance	Head of Performance & Partnerships
7.	That Cabinet endorse and <u>support the development and branding</u> of this model as the Cardiff Scrutiny Impact Model for potential sharing as best practice with other public bodies, and other local authorities through a variety of scrutiny networks. This would be offered when the model has been fully piloted and evaluated.	Accepted. This is a non-executive matter for implementation by the Council's Scrutiny function; however, the Cabinet recognises the good reputation of the Council's Scrutiny function, which has been developed in the last 20 years and the positive impact and contribution made by Scrutiny to policy development and performance management within the Council.	n/a	Head of Democratic Services



An inquiry report of the:
Policy Review & Performance Scrutiny Committee

Scrutiny Impact Assessment Model

May 2020



Cardiff Council

CONTENTS

CHAIR'S FOREWORD	3
TERMS OF REFERENCE	5
CONTEXT	6
REVIEW OF SCRUTINY IMPACT TO DATE	9

THE MODEL	14
PART A: Assessment of Scrutiny Output	16
PART B: Tracking of Implementation	26
PART C: Non-quantifiable Measures of Scrutiny Impact	28

RECOMMENDATIONS	36
INQUIRY METHODOLOGY	38
LEGAL IMPLICATIONS	38
FINANCIAL IMPLICATIONS	38
POLICY REVIEW & PERFORMANCE COMMITTEE MEMBERSHIP	39
COMMITTEE TERMS OF REFERENCE	40
APPENDIX 1: Glossary of Terms	41
APPENDIX 2: Full List of Data Sets for the Model	45
APPENDIX 3: Primary Research	Review of Scrutiny Impact
APPENDIX 4: Primary Research	Assessing Scrutiny Impact

CHAIR'S FOREWORD

Twenty years ago the Local Government Act of 2000 introduced the Executive (Cabinet and Scrutiny Committee) model of local government, offering a tangible role for all elected Members of a Council in the decisions made by its ruling administration. Cardiff Council was a leading and enthusiastic adopter of the model. I have been fortunate to hold a Chair of Scrutiny role for a number of those years and have often felt that scrutiny lacks a mechanism for truly capturing the value it adds to the governance and decision-making of the Council.

What became clear, particularly throughout financially challenging years, is how difficult it is to evaluate and measure the contribution good scrutiny makes. I was therefore keen that the Committee undertake an inquiry that explored the extent to which the agreed recommendations of Task and Finish reports were implemented and, where they had been introduced, the outcomes that they achieved.

We therefore set ourselves the task of carrying out research into good practice elsewhere and developing a mechanism for capturing the impact of the work of all five scrutiny committees, and the value of the scrutiny function to the organisation resulting from the implementation of its recommendations.

The key output of the inquiry is a practical model that, when applied, will collect data and evidence throughout the municipal year. This evidence will provide the basis for performance assessment of the scrutiny function and an evidence based annual report to Council. The self-assessment process outlined in the proposed model extends beyond the scrutiny function to service areas, requiring their own self-assessment and reporting of the implementation of accepted scrutiny recommendations. Data collected will enable service areas to review how well they action scrutiny recommendations and assess the outcomes, thereby assisting the Council in meeting the self-assessment requirements of the forthcoming Local Government (Wales) Act.

The work of this Task and Finish inquiry is firmly based on research following reference to organisations such as the National Assembly for Wales, UK Parliamentary Select Committees, the Centre for Public Scrutiny, the Association for Public Service Excellence, the House of Commons Communities and Local Government Committee, the Constitution Unit of University College London and the Welsh Local Government Scrutiny Officer network.

We did not locate evidence of work in these organisations which replicated exactly our terms of reference and objectives to evaluate implementation and outcomes. Our work therefore explores new ground which, in our view, could provide new insights with the ambition to become a practical and universally applicable model.

We recognise the value of capturing quantitative and qualitative impact, introducing the concept of 'substantiveness' as a key measure in determining the level of influence or impact that scrutiny recommendations have on corporate policy.

We are recommending that Cabinet pilots and adopts the model for capturing the impact of scrutiny. We will closely evaluate the success of the pilot, refine the model and aspire to share it as best practice with other public bodies and local authorities.

My sincere thanks go to my committee colleagues Councillors Norma Mackie and Joe Boyle for their timely, informed and balanced contributions. I also offer my appreciation to Principal Research Officer, Gladys Hingco, who has established the base evidence for the Model we now commend as a Committee, and to Principal Scrutiny Officer, Nicola Newton, who provided invaluable support in shaping the final report and its recommendations.



A handwritten signature in black ink that reads "David Walker". The signature is written in a cursive, flowing style.

Councillor David Walker
Chair, Policy Review & Performance Scrutiny Committee

TERMS OF REFERENCE

1. The Policy Review and Performance (PRAP) Scrutiny Committee, as part of its 2018/19 work programme, committed to a Task and Finish Inquiry that would review the impact of Cardiff Council's Scrutiny function to date, and develop a model to capture the benefits of scrutiny in the future. The Terms of Reference for the inquiry were agreed as follows:

To evaluate the impact of the scrutiny function on the delivery of Council services, by:

- Reviewing existing evidence of scrutiny impact on Council decision-making and service development since 2012.

To propose a mechanism for capturing the future impact of scrutiny, by:

- Identifying theoretical models for recording and capturing scrutiny impact;
- Seeking evidence of successful approaches to monitoring impact by other Councils and public bodies in England and Wales;
- Identifying a practical model for recording and capturing scrutiny impact, appropriate for use in Cardiff.
- Acknowledging that calculating impact/ value of scrutiny can be subjective and there are differing types of impact – immediate, short term, longer term, strategic, operational, financial, and quality of service delivery

2. The key output from this investigation was to be a practical model for recording and capturing scrutiny impact appropriate for use in Cardiff. The model should also be applicable for use by other Authorities and public sector bodies who share an interest in using a mechanism for capturing the benefits and outputs of scrutiny.
3. The Committee agreed that membership of the task & finish group would comprise:
Councillor Joe Boyle¹
Councillor Norma Mackie
Councillor David Walker (Chair)

¹ Following a change in the balance of the Council in June 2019 Councillor Boyle was unable to retain his seat on the PRAP scrutiny committee, he contributed to early research and discussion.

CONTEXT

4. Cardiff Council has a long held reputation for committed and successful scrutiny arrangements. The function has previously been recognised for its best practice both nationally and locally. Organisational processes and procedures are in place that routinely factor scrutiny into the decision making process. The arrangements in place aspire to equality between scrutiny and policy making, resulting in what can be considered a positive scrutiny culture. Maintaining this culture requires all parties, Scrutiny, Cabinet and senior managers to understand and commit to the value and impact of scrutiny within the organisation.
5. Over the past five years Scrutiny has been the subject of two national Wales Audit Office (WAO) reviews. In July 2018 the Overview and Scrutiny – *Fit For the Future?* Review concluded that “*scrutiny arrangements in Cardiff are well-developed and supported by a culture that makes them well-placed to respond to current and future challenges.*” The auditor found evidence that the Council recognises and values the importance of its scrutiny function; scrutiny committee meetings are well-run; the Council proactively engages key stakeholders in the work of its task and finish groups whilst recognising it could improve public involvement in its scrutiny activity; and the Council could explore different ways of working to improve the impact of scrutiny activity and maximise the resources available.
6. Prior to the 2018 review, in 2014 the WAO *Good Scrutiny? Good Question!* Scrutiny improvement study recommended that all councils ensure that the impact of scrutiny is properly evaluated and acted upon to improve the function’s effectiveness; including following up on proposed actions and examining outcomes.
7. In November 2019 the Welsh Government published the draft Local Government and Elections (Wales) Bill. The Bill has implications for the performance and governance of all Councils, requiring an increased focus on self-assessment and peer review. It also recommends that scrutiny committees receive prior notice of ‘key decisions’ with a significant financial implication or effect on local communities.

8. Given the current context, the WAO recommendation that all councils ensure that the impact of scrutiny is properly evaluated and acted upon to improve the function's effectiveness (*including following up on proposed actions and examining outcomes*), and the forthcoming Local Government & Elections (Wales) Bill (*in which Welsh Government propose an increased focus on self-assessment and peer review*), it is timely that the Committee has prioritised the development of a mechanism and model to evaluate the benefit of a commitment to scrutiny.
9. The key practical output of this inquiry has therefore been the development of a model to record and capture the impact of scrutiny in Cardiff Council. It aims to provide a framework on which scrutiny can demonstrate its value in line with the growing self-assessment agenda.
10. The self-assessment process outlined in the proposed model extends beyond the scrutiny function and will also enable service areas to self-assess the extent to which they have implemented accepted scrutiny recommendations and evaluated the outcomes.
11. This report will focus on a proposed model, developed following primary research, to evaluate scrutiny's impact and the outcomes resulting from the implementation of its recommendations. That process of evaluation should, in itself, facilitate a process of self-assessment by service areas involved and by the scrutiny function. A full summary of the evaluation of scrutiny impact to date within Cardiff Council is linked at **Appendix 3**.
12. Members subsequently commissioned the scrutiny research function to review the methodologies used by Local Government Scrutiny Committees; National Assembly for Wales Committee and Research Services, UK Parliamentary Select Committees and related organisations. The aim was to identify approaches relevant to assessing the impact of scrutiny in a local government context. The findings reflected in the model presented in this report have referenced and adapted some of the successful methodologies used in scrutiny impact assessment by the various sources listed above. The full review is linked at **Appendix 4**.

13. The proposed model, developed following this research, enables the measurement and analysis of the quantity *and* types of scrutiny activity within Local Authorities. Importantly, it sets out to assess and measure the impact and outcomes achieved in the planning and delivery of Council services.

REVIEW OF SCRUTINY IMPACT TO DATE

14. There are currently five Scrutiny Committees in Cardiff Council, each with clearly defined Terms of Reference. They are:

- Community and Adult Services Scrutiny Committee (CASSC)
- Children and Young People Scrutiny Committee (CYP)
- Economy and Culture Scrutiny Committee (E&C)
- Environmental Scrutiny Committee (ENV)
- Policy Review and Performance Scrutiny Committee (PRAP)

15. The Chair of the PRAP task group commissioned primary research to inform the inquiry of the impact of Cardiff Council's Scrutiny function during the previous and current political terms. The research methodology took three reports for each of Cardiff's five scrutiny committees, their corresponding Cabinet responses, and progress report updates from the service areas involved and analysed different types of impact achieved following each report where evidence of impact existed. The scrutiny topics and inquiries selected for the review are those considered to have made a significant impact on service provision in Cardiff Council. The full report can be referenced by clicking on the link at **Appendix 3**.

16. It is widely recognised that determining the impact of scrutiny is not a simple process. Scrutiny delivers both quantitative and qualitative outputs and results as well as direct and indirect impacts. A key challenge in determining scrutiny impact is the causality between *scrutiny activity* and the range of *outcomes* that stem from the scrutiny activity. For the purposes of the research, we evidenced and analysed findings on the impact of Cardiff's scrutiny function using the three key outcomes identified and endorsed by the Centre for Public Scrutiny (CFPS) and the Wales Audit Office (WAO) as indicators of effective scrutiny. These are:

- Driving improvement by raising awareness, highlighting key local issues, and improvements in policies and processes – *Better Outcomes*

- Holding to account by identifying poor service performance and policies and decisions – *Better decisions*
- Contributing to and facilitating democratic debate and in ensuring engagement with the public and key stakeholders. – *Better engagement*

17. The initial review of scrutiny impact used this CfPS framework for effective scrutiny to analyse the impact to date. A number of headlines emerged to capture the ways in which scrutiny can make an impact, as summarised below. Here we briefly outline the success of Cardiff’s scrutiny function, however examples of scrutiny outputs that illustrate each headline can be seen in the full research report, [A Review of Cardiff Council’s Scrutiny Impact \(Appendix 3\)](#). The key types of scrutiny impact in Cardiff to date are:

- i. **A Spotlight on important issues** - the review of selected evidence found that scrutiny has made significant impact in driving improvement in Cardiff Council by placing a “spotlight” on important local issues. The Cabinet has considered issues highlighted by scrutiny, both in reviewing existing policies and in developing new policies and strategies.
- ii. **Highlighting key stakeholder issues** - Scrutiny activities have brought forward key stakeholder issues, such as the support needs of adult carers and public perceptions of the Council’s effectiveness in litter enforcement.
- iii. **Highlighting the need to develop new strategies and areas for improvement in existing service performance to address current demand for service** - in driving improvement within the Council, the evidence reviewed demonstrated that scrutiny activities have made significant impact in identifying key improvement areas in service provision.
- iv. **Identifying areas of improvement for service area staffing and leadership**, such as highlighting the need for appropriate management arrangements to co-ordinate improvements to the Central Market.
- v. **Highlighting workforce areas for improvement** - scrutiny inquiries have highlighted workforce improvement areas, identifying subject areas where

knowledge and skills sets of, for example, social care staff, key external partners and vulnerable groups could be improved.

- vi. **Highlighting best practice in service provision** - where scrutiny makes a significant contribution in highlighting internal or external best practice in service provision or in generating member and officer awareness of innovative arrangements and practices.
- vii. **Holding to account decision making** - scrutiny's role in holding to account decision making within the authority is evidenced by its effectiveness and impact in terms of performance review and monitoring, such as the scrutiny of the budget and the use of scrutiny call in.
- viii. **Creating opportunities for stakeholders, partners, voluntary organisations and members of the general public to be involved in a democratic debate** on the effectiveness of current service provision and in shaping future policies and strategies on service delivery. Scrutiny Committee Meetings, Task and Finish inquiries and their research activities provide opportunities for external groups to have their views and concerns heard and considered in making recommendations on a range of issues relating to service provision. Through the conduct of research using qualitative and quantitative methodologies and document reviews, the views of the general public and selected stakeholders are brought to scrutiny for consideration as evidence to inform and challenge recommendations made to the Cabinet.

18. Overall, this review of the effectiveness of scrutiny in Cardiff illustrates that the service has made significant contributions to date. Its key strength lies in:

- Raising member and officer awareness of key issues affecting stakeholders and service provision;
- Highlighting improvement opportunities in policies and service delivery;
- Supporting the development of policy and strategy;

- Its role and contribution to the Council's performance monitoring and self-assessment processes;
- Highlighting innovative arrangements and best practice.

19. In summary, performance monitoring, scrutiny of the budget proposals and scrutiny call-ins have presented constructive challenge to service performance and to the decision making process within the Council. Monitoring of such challenges as sickness absence has contributed to the raising of awareness and to some shifts in policy and performance. Additionally, the scrutiny of budget proposals has helped in the reconsideration of proposed spending and cuts affecting vulnerable service users which have been re-considered. Similarly, the scrutiny call-in example cited in the initial research report demonstrates a constructive challenge that resulted in a recommendation to strengthen the Council's processes around disposal of Council owned land and resources.

20. Finally, the scrutiny process facilitates and provides opportunities for backbench Members, stakeholders, and key partners to be involved in democratic debate on the effectiveness of current service provision and the future of Council services. Through its task and finish inquiries and scrutiny of specific items, scrutiny brings to democratic debate specialist knowledge and expertise as well as the issues and concerns of stakeholders, service users and the general public. Scrutiny research has enabled Scrutiny Committees to access robust independent information and evidence including citizens' and service users' views and perspectives on key issues being considered by scrutiny.

21. Notwithstanding the usefulness of the CfPS model for assessing the effectiveness of scrutiny, this report now seeks to develop a more formalised approach to capturing the impact of scrutiny, taking a further step forward by focussing more closely on the *types of impact* that scrutiny can achieve by developing and applying a new model. The rationale for this proposed new model is that it attempts to construct quantitative and qualitative measures of the impact of scrutiny on policy development and performance.

22. To develop this proposed model, a second research project was undertaken that reviewed the various approaches and methodologies used by various local

government Scrutiny Committees, the National Assembly for Wales Committee and Research Services, the UK's Parliamentary Select Committees and related organisations to assess the impact of scrutiny activity. The key findings of this report can be found in the full research report [Assessing Scrutiny Impact](#) (**Appendix 4**), which identifies and describes a range of key methodologies and approaches that could be adopted to establish the impact of scrutiny activity in local government. The model that follows has been tailored to deliver a practical option for application in Cardiff Council.

THE MODEL

23. Pages 14-35 of this report present in detail a model for gathering a quantitative and qualitative picture of the impact of scrutiny's work. It requires the recording of data by both the Scrutiny function and the Cabinet or service area in terms of actions taken in response to the accepted recommendations made by Scrutiny. It aspires to validate the effectiveness of scrutiny, provide frameworks for measuring the substantiveness of recommendations and their delivery and to offer a way of measuring scrutiny impact in the future.
24. In applying this model the resulting analysis of performance will provide a framework to address forthcoming Welsh Government legislative requirement for greater self-assessment and develop a mechanism for evaluating the responsiveness of Cabinet to Scrutiny.
25. Importantly, definitions of the terms and measurements used in the Model can be found in the Glossary of Terms at **Appendix 1**.
26. For clarity, the purpose and potential uses of the Scrutiny Impact Model are:
- To **assist self-assessment** of each scrutiny committee's performance.
 - To **assist service area self-assessment** of the implementation of accepted scrutiny recommendations.
 - To **assess scrutiny impact** on Council policy and performance
 - To feed into the Council's performance monitoring framework to **evaluate the performance** of the scrutiny function.
 - To provide a **quantitative base**, and a **qualitative overview**, for the publication of one scrutiny annual report to Council, to be supplemented by five bespoke committee summaries.

27. For illustrative purposes the model uses SC1–SC5 (Scrutiny Committees 1-5) in tables used to collect data sets. The model can be adapted for use in other Local Authorities or bodies where there are more or fewer scrutiny committees.

28. The proposed model that follows has three components:

Part A: Assessment of Scrutiny Output: this part has two clear sections:

- **Section 1** of Part A - involves *a quantitative assessment of the types of scrutiny activities and outputs* that are achieved during the year.
- **Section 2** of Part A - involves the *monitoring of the number of recommendations made* and the immediate outcome that is achieved as demonstrated by the acceptance or rejection of these recommendations. The concept of “**substantiveness**” will be used as a key measure in determining the level of influence or impact that these recommendations have on policy.

Part B: Recording and Tracking the Implementation of Recommendations.

This section of the model proposes that service areas record the extent to which they have implemented scrutiny recommendations accepted by the cabinet. It will require the co-operation of service areas, and an agreed process for tracking the implementation of recommendations between scrutiny and service areas.

Part C: Non-quantifiable Measures of Scrutiny Impact

This section attempts to broaden the concept of capturing scrutiny’s impact, by recognising that its influence is not always quantifiable, and yet it can make a tangible qualitative difference to the way in which the Council delivers its services

Part A – Assessment of Scrutiny Output – *scrutiny self-assessment*

A1. Scrutiny Outputs - Volume and Type of Work

A1.1 Number and Types of Scrutiny Activity

This involves the collection of data on the number and types of scrutiny activity undertaken and the tasks that are completed throughout the year. This information is important because it will **illustrate the volume of work** undertaken by scrutiny committees. Data will be collected monthly on the various activities and tasks, and will be summarised to reflect the volume of work undertaken in each year. It will also provide comparative data on the activities undertaken by the different scrutiny committees in the year.

Table 1: Annual number of scrutiny meetings

Number of scrutiny meetings	SC1	SC2	SC3	SC4	SC5
Formal Committee Meetings					
Task and Finish Meetings					
Panel Meetings					
Call-ins					
Informal Committee Meetings					
Other					
Total Number of Meetings					

Table 2: Annual summary of scrutiny activity by type

Type of Scrutiny Activity	SC1	SC2	SC3	SC4	SC5
Policy Development/Review					
Pre-decision Scrutiny					
Performance Monitoring					
Briefing/update					
Short Scrutiny					
Task and Finish Inquiry					
Call-in					
Primary Research					
Other					
Total Scrutiny Activity					

(Note: SC: Scrutiny Committee. Definitions of Types of Scrutiny Activity set out in **Appendix 1, Table A**)

A1.2 Number and Types of Scrutiny Output

Additionally, a summary of the types of output produced by the various scrutiny activities can be collated. This information is important as these outputs represent each Committees' substantive intervention in the policy process.

Table 3. Number and Types of Scrutiny Output.

Type of Scrutiny Output	SC1	SC2	SC3	SC4	SC5
Committee Letter to Cabinet Member					
Task & Finish Inquiry Report to Cabinet					
Total					

(Notes: 1. Committee Letters include decision letters issued to a Cabinet member following a call-in.
2. Task & Finish Reports include Short Scrutiny Reports.)

A1.3 Types of Committee Engagement in Policy Process

A key role of scrutiny inquiries is to influence policy and hold the Cabinet to account. Data can be collected on the specific ways that scrutiny activities (committees, inquiries and panels) engage with the policy process, providing information on how much of the work undertaken by scrutiny committees shapes the Council's agenda, or reviews progress that has been made. The data will also indicate whether a committee's work in influencing policy is proactive or reactive, driven by the corporate agenda or reflective of challenges and shortcomings identified independently by the committee.

Table 4. Type of Scrutiny Engagement in Policy Process, by Committee

Type of Engagement in Policy	SC1	SC2	SC3	SC4	SC5
Inquiry Title					
Opening debate in new policy areas					
Examining cabinet or directorate proposals e.g. policies, projects, strategies					
Responding to perceived policy failures					
Responding to external policy initiatives					
Follow-up from previous inquiry					

(Note: Definitions of Types of Scrutiny Engagement in Policy are set out in **Appendix 1, Table B**)

A1.4 Stakeholder Contributors to Scrutiny

A key role of scrutiny is to provide an opportunity for the public and stakeholders to have their views and perspectives considered in the Council's decision making process. This can be achieved by gathering data on internal and external contributors to scrutiny activities.

Table 5: Number of Stakeholders and Contributors to Scrutiny Activities

Quarter 1 Committee	External contributors	Internal contributors	Total contributors	Webcast hits	Social media hits
SC1					
SC2					
SC3					
SC4					
SC5					

A2. Committee Recommendations - Monitoring the Number and Types of Recommendations

Scrutiny recommendations are regarded as the primary means by which committees can require the cabinet to address a specific issue, consider a course of action, disclose or provide information or provide an update to the committee on a particular area. The current Cardiff Council Constitution requires the cabinet to provide a formal written response to scrutiny committee recommendations as soon as is practicable.

The collection and monitoring of scrutiny committee recommendations is key to enabling a quantifiable assessment of the influence and impact made by scrutiny committees. The research that was undertaken endorses the use of the quantitative approach previously applied by the UCL Constitution Unit in determining the impact of Parliamentary Select Committees in 2011 in the collection and monitoring of the success achieved by scrutiny committee recommendations.

Importantly, recommendations can be generated following a formal Committee meeting by letter, following a Short Scrutiny by extended letter, following a full Task & Finish

inquiry by publication of a report; or by letter following an informal Panel meeting or Call-in.

The following Tables illustrate the data that would need to be collected to evidence the actions, influence and impact that Scrutiny Committees are seeking to achieve from recommendations.

A2.1 Number of Recommendations

Table 6: Number of scrutiny committee recommendations (outputs) by activity per month, totalled to provide annual data.

Committee	Mtg 1	Mtg 2	Mtg 3	Mtg 4	Mtg 5	Mtg 6	Mtg 7	Mtg 8	Mtg 9	Mtg 10	Mtg 11	Annual Total
SC1												
Committee Letter to Cabinet Member												
Task & Finish Report to Cabinet												
Total												
Repeat for all 5 Committees												
Monthly TOTAL												

(Note: Committee Letters include any decision letter issued to the Cabinet following a Call-in)

A2.2 Type and Nature of Recommendations

In monitoring recommendations, it is important that we establish the type or the nature of recommendations made. Data on the nature of recommendations can be captured using the concept of the “**Substantiveness of Recommendations**”. The UCL Constitution Unit considers this is a key measure to enabling **a meaningful assessment and analysis of the levels and the scope of influence** that recommendations can have on the policy process. “Substantiveness” can be determined using the following two components.

- **Level of policy change** - the level of alteration that a recommendation calls for.
- **Level of policy significance** - the scope or significance of the policy that the change will be applied to.

A2.2.1 Recommendations by Level of Policy Change called for

Collecting this data will **provide a measure of the level of policy change that scrutiny recommendations are seeking to achieve**. The types of change called for can be categorised as follows and can be allocated the corresponding numerical values:

Policy change	Value
No change	0
Small change	1
Medium change	2
Large change and/or complete reversal of the policy	3

(Note: definitions of the level of change a recommendation may call for are set out in **Appendix 1, Table C**)

The data in Table 7 below provides a summary of the number recommendations made in relation to the types of action called for. These data sets will be indicative of the level of influence that each Committee is seeking/has sought to achieve. Note that some recommendations do not propose a policy change and therefore are not allocated a numerical value.

Table 7: Number of Recommendations by the level of change called for

Activity: Recommendations	Small change	Medium change	Large change
R1	x		
R2		x	
R3			x
R4	x		
R5			x
Total Recommendations	2	1	2

(Note: Activity can be either a committee letter or a task and finish report)

This analysis should be completed for each scrutiny activity (written in a letter or report) that generates recommendations. This can be summarised in an annual report at the end of the municipal year.

A2.2.2 Recommendations by Level of Policy Significance

Collecting this data will **provide a measure of the relative importance or significance of the specific policy that scrutiny recommendations will impact on.**

The level of policy significance that scrutiny recommendations will impact on can be allocated a corresponding numerical value.

Policy Significance	Value
Minor policy	1
Medium policy	2
Major policy change and/or complete reversal of the policy	3

The data in Table 8 below provides a summary of the number recommendations made in relation to the significance of the policy that it will impact on. This data set will be indicative of the influence that recommendations are seeking to achieve in relation to the importance or significance of the policy

Table 8: Number of recommendations by policy significance

Activity : Recommendation	Minor policy	Medium policy	Major policy
R1		x	
R2		x	
R3			x
R4			x
R5			x
R6		x	
Total Recommendations	0	3	4

(Note: definitions of the level of policy significance recommendations will impact upon are set out in **Appendix 1, Table D**)

Each activity that generates recommendations should be recorded and an annual summary collated at the end of the municipal year.

A2.2.3. Recommendations by Substantiveness

The use of the term ‘substantiveness’ refers to the overall policy importance of scrutiny committee recommendations. This is a combined measure of the two components, *level of policy change* and *level of policy significance*, that determine the policy importance of a recommendation. This measurement will enable an analysis and measure of the overall policy importance of recommendations that have been formulated by scrutiny committees each year.

Substantiveness = (Level of policy change called for) x (policy significance)

The substantiveness of a recommendation is calculated by multiplying the values associated with the different categories of policy change by the values associated with the different levels of policy significance on which the recommendation would impact.

The resulting categories of substantiveness of recommendations are as follows;

0	No change regardless of policy significance
1	Small change to a minor policy
2	Small change to a medium policy Medium change to a minor policy
3	Small change to a major policy Large change to a minor policy
4	Medium change to a medium policy
6	Medium change to a major policy Large change to a medium policy
9	Large change to a major policy

The data in Table 9 below will enable analysis of the number of recommendations and the policy importance of recommendations made by the each Scrutiny Committee.

Table 9. Annual summary of number of substantive recommendations

Committee	Number of Substantive Recommendations							Total	% 0-2	% 3-6	% 9
	0	1	2	3	4	6	9				
SC1											
SC2											
SC3											
SC4											
SC5											
Total											

To enable this analysis, each recommendation in a Letter or Report will need to be allocated a substantiveness rating. These ratings can then be collated for each scrutiny committee monthly and annually, and for the whole scrutiny function by adding together the ratings for all five committees. If required it will be possible to make a comparative analysis of the work of different scrutiny committees for performance measurement purposes by virtue of numbers of recommendations and their substantiveness. A framework for the allocation of a substantiveness rating to a recommendations will be developed by the scrutiny team and applied consistently across all committees. This will avoid the risk of subjective assessment, establishing clear parameters of what constitutes each level of change, and clarity on the categories of policy significance.

A3. Tracking the Success of Recommendations– *acceptance and implementation*

The model has established that recommendations generated by scrutiny activity constitute potential service area outputs. Tracking the acceptance and implementation of scrutiny recommendations is therefore an important aspect of determining the impact of scrutiny as it provides evidence of the degree of success that scrutiny recommendations have achieved in influencing Council Policy and effecting change. The work of Rush (1985) as cited in the scrutiny research undertaken, stated that ‘tracing the fate of recommendations’ is ‘no doubt one of most important measures of the impact of the Committee’.

The Cabinet formal response to scrutiny recommendations provides immediate confirmation of scrutiny’s influence on policy and performance. However, the take-up or acceptance of recommendations, only represents a partial or limited measure of a committee’s influence, it does not provide definitive evidence that recommendations are acted upon nor the outcomes that their implementation achieves or fails to achieve. Scrutiny’s influence can be over-estimated when only acceptance of recommendations is taken into account. When service areas fail to implement accepted recommendations or when scrutiny makes recommendations that are less than challenging this can lead to low levels of impact on the Council’s performance.

The acceptance of recommendations, even with its limitations, is worthy of measurement however as it enables committees to evaluate their influence. It also provides a direct comparison between committees on this key starting point in the process of making impact.

The acceptance of recommendations can be tracked via a Cabinet formal response to a Scrutiny task and finish report or a Cabinet Member response to a Committee letter. The categories that can be used to track immediate acceptance are determined as:

• Fully Accepted
• Partially Accepted
• Rejected

(Note: definitions of the above responses are set out in **Appendix 1, Table E**)

Once a data set of recommendation responses has been recorded over time, a variety of analyses can be generated, as illustrated in the following two tables.

Each set of recommendations accepted, partially accepted or rejected, can be transformed into implementation goals and action plans by the relevant service area. Part B of the Model therefore requires the service area to track its own implementation of scrutiny recommendations.

Table 10: Annual summary of recommendations by committee

Committee	Accepted	Partially Accepted	Rejected	Total	Accepted/Partially Accepted (%)	Rejected (%)
SC1	45	10	20	75	73%	27%
SC2						
SC3						
SC4						
SC5						
Total						

(Figures used for illustrative purposes only)

Establishing the substantiveness of accepted recommendations, as illustrated in the Table below, provides a more accurate picture of the level of influence that scrutiny recommendations have achieved.

Table 11: Annual summary of the substantiveness of accepted recommendations.

Committee	Substantiveness Activity						Total Accepted	Substantiveness 1-3 (%)	Substantiveness 4-6 (%)	Substantiveness 9 (%)
	1	2	3	4	6	9				
SC1		35		20	5	5	65	54%	38%	8%
SC2										
SC3										
SC4										
SC5										
Total										

(Figures used for illustrative purposes only)

Part B – Tracking of Implementation – *service area self-assessment*

Tracking Implementation of Recommendations

In addition to monitoring the acceptance of scrutiny recommendations, this model proposes recording the extent to which they have been implemented by the cabinet through service areas. Such monitoring provides further evidence of the degree of impact of scrutiny recommendations, and evidence of a committee’s longer-term influence.

The process for tracking the implementation of scrutiny recommendations within the Council will need to be agreed between scrutiny and the cabinet, and then in detail through directors and service area management teams. Responsibility for capturing such detail and relaying it to scrutiny could possibly sit with service area performance leads and compliment a refreshed performance and planning framework introduced to meet the requirements of the Local Government and Elections (Wales) Bill. It will be important to clarify the *types of evidence* required to confirm implementation of a recommendation, and the timescales for reporting on progress made towards implementing recommendations. Where appropriate, evidence would constitute a summary of actions taken or intended to address the implementation of a recommendation.

The following implementation categories are proposed:

• Fully implemented
• Partially implemented and in progress
• Not yet implemented

(Note: definitions of the above categories are set out in **Appendix 1, Table F**)

Once a data set of responses for recommendations implemented has been accumulated a variety of analysis can be generated. It is suggested that the service

area concerned should prepare a report within 6 months of Cabinet formally accepting a set of recommendations resulting from an inquiry. Such a report should take each accepted or partially accepted recommendation and provide an assessment of progress towards its implementation. To clearly identify outputs as a result of the implementation of scrutiny recommendations in reporting implementation status a progress update should support the analysis. The following 2 tables illustrate how the implementation of scrutiny recommendations can be analysed. It is therefore proposed that the following two tables are populated by the service area receiving a scrutiny recommendation for improvement:

Table 12: Analysis of recommendations by acceptance and implementation status.

Report Title/Letter Topic:	Acceptance Status	Implementation Status	Progress update
R1	Accepted	Full	
R2	Partially Accepted	Not Implemented	
R3	Accepted	In progress	
R4	Accepted	No Evidence	

Such an analysis for a set of recommendations can later be summarised on an annual basis.

Table 13: Annual summary of implementation of accepted recommendations by committee

Committee	Number of Accepted Recommendations	Full	Partial	No Evidence	Not Implemented	Total	Fully and Partially Implemented (%)
SC1							
SC2							
SC3							
SC4							
SC5							
Total							

Part C – Non-quantifiable measures of Scrutiny Impact

The third element in measuring the impact of scrutiny acknowledges that scrutiny's influence is not always quantifiable, and yet its influence can make a tangible qualitative difference to the way in which the Council delivers its services. The primary research cites various reports that note the limitations of tracking Scrutiny committee recommendations as the sole means for assessing Committee influence within the local authority. Simply relying on tracking the take-up of recommendations can exaggerate a committee's influence, for there is a risk that Committees can tailor recommendations to make them easier for the Cabinet to accept, thereby inflating the acceptance rate. Additionally, it must be recognised that a positive formal response from the Cabinet to a Committee report or Committee letter to the Cabinet will not necessarily translate into immediate action. The success rate of Scrutiny Committee recommendations only accounts for part of a Committee's influence. Various aspects of a Committee's work, such as the conduct and process of running an inquiry and other non-inquiry work can effect change in the organisation.

The assessment of the influence or impact of scrutiny should therefore examine various areas of scrutiny influence and contribution to policy work in the authority. Research undertaken by the UCL Constitution Committee, the Institute for Government (2015) and by CFPS and APSE (2017), has identified and highlighted several key areas where scrutiny makes significant positive contributions and impacts on policy within local government. It is recognised that most scrutiny activities will have contributed to or achieved some success in at least one or a combination of these impact areas. It is also noted that the extent to which these types of influence are achieved varies between committees, varies over time and could be affected by factors such as the nature of policy issues and the character/style of the Committee Chair.

This Model proposes that the beneficial impacts and contributions of scrutiny should be monitored using such tangible qualitative impacts as:

- Evidence Contributions
- New Analysis of Issues and Evidence
- Transparency

- Spotighting
- Learning
- Process Impact
- Holding to Account
- Context and Relationships
- Indirect and Less Tangible Scrutiny Impact; and
- Staff and Member Feedback on Effectiveness of Scrutiny Support

Data for the above can be collected from various scrutiny stakeholders and participants on whether the scrutiny they have been involved in has made an impact in these areas. Responses must be sought from the three key parties involved in the conduct of scrutiny: those conducting the scrutiny, those subject to scrutiny, and other interested stakeholders.

The data to establish the contributions and impact of scrutiny in these areas could be collected using qualitative research methods such as focus groups or interviews. However for ease of data collection, a short annual survey can be sent out to Members, participants and witnesses to seek their views on how well scrutiny has achieved these various forms of influence and impact.

The following set of tables address each of the above tangible impact measurements:

Evidence Contributions - identifying new evidence that improves the Council's evidence base for decision-making, including related issues, risks or opportunities.

Table 14: Evidence contribution to democratic debate

Evidence contribution to democratic debate	YES	NO
Raised Member or Officer awareness and contributed new, original or independent information or evidence for consideration in policy development or operational review		
Presented new or original research on policy in question		
Brought forward new evidence from stakeholders and service users who have not previously been in contact with the Council		
Highlighted best practice arrangements from other bodies		
Raised Officer and Member understanding of a key policy or operational issue or problem		
Raised Member and Officer awareness of a key governmental		

Evidence contribution to democratic debate	YES	NO
consultation in a policy area		
Prompted the Council and its key partners, to gather different or more up to date evidence to inform policy and practice.		
Other		

(Note: whilst 7 key areas are outlined in this table, categories can be edited and defined as required by Members and key officers in the Council.)

New Analysis of Issues and Evidence - providing a new or different analysis of the available evidence (including political opinion) which influences the Council's view about what it is doing.

Table 15: New analysis of issues and evidence

New analysis of issues and evidence	YES	NO
Provided new analysis of evidence, previously unrecognised trends in evidence informing policy development		
Highlighted a weight of opinion on the evidence of which the Council was unaware		
Changed the understanding and perspective of key decision makers (Cabinet Members and Service area Managers) on an issue		
Other		

Transparency - facilitating government openness by obliging Council Officers, Managers and Cabinet Members to explain and justify what they have done.

Table 16: Transparency

Transparency	YES	NO
Improved the quality of information that the Council has made publically available		
Increased the quantity and breadth of information provided by the Council		
Facilitated transparency or disclosure of service plans, information and decision making to the public.		
Other		

Spotlighting - scrutiny's role in drawing attention to policy issues that may not be receiving adequate attention. These could be relatively smaller areas of government policy, rather than large flagship policies (or they may relate to overlooked details of more central policy topics). When committees focus on these issues this can have the result of changing policy priorities within the department. It has been noted in previous research that committees can have the effect of putting the 'spotlight on certain things and raising them up the departmental and/or corporate agenda'.

Table 17: Spotlighting to drive improvement

Spotlighting to drive improvement	YES	NO
Made the Council, other stakeholders and the public aware of a previously, unrecognised issue		
Enabled stakeholders to change or broaden views or the evaluation of an issue		
Identified improvements needed in existing policies and strategies		
Highlighted service user and stakeholder needs that are relevant to policy and service improvements		
Other		

Learning - the impact of scrutiny in identifying lessons and learning from previous mistakes or successes by reviewing the development and implementation of policy, operational processes, resources and expenditure.

Table 18: Learning

Learning	YES	NO
Enabled the Council and its service areas to review or question its own actions or policies		
Identified lessons or learning areas that can improve policies and how they can be implemented		
Created a positive environment in which lessons can be learned		
Other		

Process Impact - scrutiny prompting higher standards or better processes in government through the act of conducting effective scrutiny.

Table 19: Process impact

Process impact	YES	NO
Identified and facilitated improvements in the Council or service area's operational processes, performance or policy implementation.		
Identified improvements in staffing resources or workforce development		
Identified improvements in guidance materials for service users and frontline staff and practitioners.		
Assisted the Council in identifying and managing risks.		
Made officers and cabinet prioritise and review their effectiveness.		
Other		

Holding to Account

Table 20: Holding to account

Holding to account	YES	NO
Challenged service performance and performance targets		
Provided opportunity for Cabinet and Council managers to report on progress made on policy development and operational review		
Enabled the representation of stakeholders, public and other external bodies and their views to support the challenge of policy and operational processes and have their views considered by the Council and its services		
Challenged decision making or decisions made for reconsideration		
Exposed wrong doing or poor policies or operational practice		
Other		

Context and Relationships

Table 21: Context & Relationships

Context & Relationships	YES	NO
Helped build relationships or coalitions to support or challenge an issue – brokering role between Council and stakeholder groups		
Helped to improve stakeholders views, relationship and trust in the Council		
Other		

Other Indirect and Less Tangible Scrutiny Impact

Other less tangible and less measurable impacts of scrutiny include:

Brokering between stakeholders – Scrutiny can deliver a role in mediating between competing interests, and/or reviewing differing points of view to identify mutually acceptable solutions. Committees can bring discussion from different perspectives together in the public arena. This is not limited to a “brokering role” between backbench members, the Cabinet and Senior Managers, but also involves brokering between the Council, external stakeholders and key partners. For example, this can involve putting forward to the Council a pressing case for policy change on behalf of external stakeholder groups. This can also work in the way that the evidence presented by the Committee can legitimise the Council’s position or delegitimise the claims of critics.

Indirect/Less Tangible Impact – Generating Fear is ²perhaps the least tangible impact of scrutiny, but is often regarded as the most important form of a Committee’s influence, associated with its role in holding to account and exposing poor decision making, wrong doing or questionable policy in the public arena. Such impact specifically relates to how the Cabinet, and its Officers (partners or outside bodies) react and adjust their behaviours in anticipation of how the Committee might respond or react should a certain course of action be taken. This is regarded as a mainly negative form of influence in “discouraging” the local authority (and to a certain extent, outside bodies) from behaving in certain ways, for fear of how the relevant scrutiny committee(s) may react in the future. For example, it has been cited that the anticipation of “appearing before the Committee” has a much bigger influence, with many officers wanting to avoid criticism from the Committee. The knowledge that an action or decision taken by the Cabinet and Officers could lead to defending this at a Scrutiny Committee leads to some degree of “risk management”. However, on some occasions this effect can also “encourage them to adopt a policy, when they know that it is likely to receive a backing” from Committee Members.

² Selective Influence: The Policy Impact of House of Commons Select Committees. UCL Constitution Unit, June 2011, Meg Russell & Meghan Benton.
Select Committees under Scrutiny: The impact of parliamentary committee inquiries on government. Institute for Government 2015, Dr Hannah White.

Scrutiny’s “preventative influence” as a result of its capacity to “generate fear” would be more difficult to assess and evidence. It is therefore suggested that the use of more in-depth qualitative methods such as key informant interviews and case studies would be useful tools in illustrating how “generating fear” and “brokering between stakeholders” affect policy work and decision-making.


Staff and Member Feedback on Effectiveness of Scrutiny Support

The effectiveness and influence of the scrutiny process is also affected by the level of support that is available to deliver scrutiny and its processes. It is therefore important that feedback is sought on the effectiveness of the support provided by the Scrutiny team to deliver the Scrutiny service. This data will provide further evidence in determining the effectiveness and influence of scrutiny. Such measures are currently used by the Research and Committee Services of the National Assembly for Wales to monitor the effectiveness of its services.

Table 22: Effectiveness of scrutiny support

Area of Support	1 Poor	2	3	4	5 Excellent
Committee Support					
Overall support for Scrutiny Committees					
Support for Committee meetings					
Support for Task and Finish meetings					
Research and independent evidence collection support for Committee work					
Support in developing Member skills in the conduct of scrutiny					
Engagement with the Public and Stakeholders					
Effectiveness in Engaging with Cardiff Council service users and members of the public to be involved in scrutiny					
Effectiveness in engaging with external partners and voluntary organisations					
Effectiveness in promoting the work of scrutiny on media and social media platforms championing the scrutiny function and service with stakeholders and partners					

Feedback on the effectiveness of support can be evaluated on an annual basis by internal and external scrutiny stakeholders, for example scrutiny chairs and members, senior management, cabinet members, and external evidence providers. Such data can be used by the Head of Democratic Services to set performance targets that meet officer and member needs in the delivery of scrutiny services.



RECOMMENDATIONS

The task group recommends:

1. That Cabinet adopts this Model for capturing the impact of scrutiny acknowledging that it represents early compliance with the self-assessment requirements set out in the forthcoming Local Government Election (Wales) Bill. This self-assessment has implications for each Scrutiny Committee, the Scrutiny Function, and for the Service Areas / Directorates accepting scrutiny recommendations that require implementation.
2. That the Scrutiny Function pilots the Model developed by the committee to provide a framework and database on which a quantitative assessment of its impact on Council services can be captured and reported to Full Council annually. This pilot should be reviewed one year from implementation. In addition to the quantitative assessment a non-quantifiable assessment of scrutiny should add value to the overall evaluation of impact, embracing the achievements of all five scrutiny committees.
3. An extension of the governance arrangements currently in place for responding to the recommendations of a scrutiny inquiry, to recommendations generated by the committee in correspondence following scrutiny of a matter at a formal committee. Cabinet is currently required to respond to scrutiny inquiry recommendations as soon as is practicable. Where a scrutiny committee is making a recommendation to a Cabinet Member, that recommendation will be stated clearly at the end of the letter. The Cabinet Member is requested to respond to the letter as a whole, and clearly indicate their response to any recommendations included as being *accepted, partially accepted or rejected*.
4. That the Cabinet Office and Service Areas make arrangements to track and report on the implementation of accepted scrutiny recommendations. A progress report on recommendations made via report or letter would be

expected to be available for presentation to the scrutiny committee within 6 months of the report being approved by Cabinet.

5. That Directors are accountable for reporting progress on the implementation of accepted scrutiny recommendations.
6. That service area tracking of the implementation of accepted scrutiny recommendations needs to integrate with the Council's planning and performance framework. This will enable recommendations to be monitored and their successful implementation evidenced.
7. That Cabinet endorse and support the development and branding of this model as the Cardiff Scrutiny Impact Model for potential sharing as best practice with other public bodies, and other local authorities through a variety of scrutiny networks. This would be offered when the model has been fully piloted and evaluated.

INQUIRY METHODOLOGY

29. This report is delivered following a research-intensive inquiry. The task group commissioned two pieces of primary research to meet the requirements of the Terms of Reference. Both research commissions were delivered by the Scrutiny Research function. The final report agreed for submission to the full committee, and subsequently to cabinet, has been drafted taking account of both extensive research exercises, whilst acknowledging the practicalities of delivering a model that has resourcing implications against a challenging financial backdrop. A full list of reference materials is included within the published research reports.

LEGAL IMPLICATIONS

30. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. Any report with recommendations for decision that goes to Executive/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf 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

31. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

POLICY REVIEW & PERFORMANCE SCRUTINY COMMITTEE



Councillor David Walker
Chair



Councillor Rodney Berman



Councillor Bernie Bowen Thomson



Councillor Jane Henshaw



Councillor Ashley Lister



Councillor Norma Mackie



Councillor Ali Ahmed



Councillor Rod McKerlich

TERMS OF REFERENCE

To scrutinise, monitor and review the overall operation of the Cardiff Programme for Improvement and the effectiveness of the general implementation of the Council's policies, aims and objectives, including:

To scrutinise, monitor and review the effectiveness of the Council's systems of financial control and administration and use of human resources.

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

A: Types of Scrutiny activity in policy process

Type of Scrutiny Activity	Definition
Policy Development	Where the Committee has contributed to the Council's policy development processes by considering draft policy documents.
Pre-decision Scrutiny	Where the Committee has evaluated and commented on policy proposals before they are considered by the Cabinet, providing the Cabinet with an understanding of Scrutiny Member's views prior to making their decision.
Performance Monitoring	Where the Committee has undertaken monitoring of the Council's performance and progress in implementing previously agreed actions.
Briefings	Where timescales have not allowed for pre-decision or policy development scrutiny, and to ensure the Committee is kept informed of developments, proposals or progress
Short Scrutiny	Where a Committee chooses to undertake a short scrutiny as opposed to a task & finish inquiry. A short scrutiny takes place over a period of two or three consecutive Committee meetings in a public setting.
Task & Finish Inquiry	Where the Committee considers there is an opportunity to examine in detail the issues and wider options available, to assist the Council in improving the way a service is delivered:
Call-in	Where a Committee considers a matter called in for scrutiny by a non-executive Member in respect of an Executive Decision

B: Types of Scrutiny engagement in policy process

Types of Scrutiny Engagement	Definition
Opening Debate	Where a committee proactively seeks to explore new policy directions, fact-find or open debate. The issue may not be an obscure or neglected one but could be something that has become fashionable, and perhaps been promoted by interest groups, but on which the government has not yet reacted substantively. Shaping the agenda by bringing this under-examined area to the attention of a new administration.
Examining proposals	Inquiries responding to government announcements of projects, plans, programmes or funding packages, including publication of initiatives and strategies, white papers, green papers and occasionally legislation
Responding to perceived failures	Inquiries reacting to perceived failures of government action or inaction/negligence. Although other types of inquiry might have identified failure during their investigations, this category was only used for inquiries which were explicitly motivated by a crisis or political storm
Responding to policy initiatives by others	Inquiries which responded to reviews, consultations or initiatives by other bodies, for example Climate Change and the Stern Review: The Implications for Treasury Policy
Responding to external events	Where the committee was responding to an external event that was outside the government's control, eg Brexit, Grenfell
Picking up previous inquiries.	Where the purpose of the report was solely to follow up a previous inquiry

C: Level of Change a Recommendation Calls for:

Level of Change	Value	Definition
Small change	0	Recommendations which support or endorse existing Council policy, or recommend at most tweaking or small modifications. Recommendations for disclosure are placed in this category, particularly when this asks the Council to set out its policy on a matter in its response. This code is allocated to recommendations calling on the Council to merely 'consider' something, as well as those calling for a continuation of the status quo.
Medium Change	1	Recommendations that go further, but fall short of a reversal of a Council policy. These recommendations call for new action that is significantly different in terms of policy direction, priority or resources, or call for exploration in areas where policy did not currently exist. Disclosure recommendations can be placed in this category if they called for a change to the department's information policy or for the release of information usually kept out of the public domain.
Large Change or complete reversal of policy	2	Recommendations which significantly deviate from current policy or explicitly call for a reversal of current policy, such as the shutting down of programmes, dropping of targets, ending of funding, or adopting new action or a new policy in clear conflict with existing policy direction

D: Level of Policy Significance a Recommendation will Impact upon.

Three different categories of policy significance are suggested as follows:

Policy Significance	Value	Definition
Minor policy area	1	Recommendations to policies that are not referenced in the corporate plan or partnership plan or manifestos of the current ruling political group. These recommendations would impact on policy areas that are not mentioned or would fall within a broad/vague policy area.
Medium-level policy area	2	Recommendations associated with a policy area in the corporate plan or a WAG policy area. These policy areas will not fall under those that are considered as major policy areas.
Major policy area	3	Recommendations on policies that are explicitly mentioned in the corporate plan, PSB plan and other key policy documents of the Council or WAG

E: Acceptance Categories for recommendations

Categories	Definition
Fully Accepted	Responses where the Cabinet expresses agreement with the committee's recommendation, is explicitly committed to taking the action requested, and makes no suggestion that they would have done so in any case. Also includes 'disclosure' recommendations where the committee requested information, which was provided in the response.
Partially Accepted	Responses which expressed agreement with the general thrust of the recommendation but not to the level of detail required by the committee, or accepted the recommendation in part but ignored (but did not reject) another part. This code is used in cases where the Cabinet claims that what the committee wanted was already in progress, but where there was evidence that the action had been started only after the committee's inquiry began. The assumption in these cases is that the Cabinet had anticipated the content of certain recommendations from the inquiry, and acted prior to publication of the report.
Rejected	This is used for responses where the Cabinet explicitly describes itself as 'rejecting' or 'disagreeing'. It is restricted to cases where the Cabinet says nothing positive or lukewarm at all, and has not suggested it was doing something similar already or that its position might change in the future

F: Implementation Categories for recommendations

Implementation Status	Definition
Fully implemented	This is used in cases where there is clear evidence of implementation. Evidence of implementation can be provided by the Cabinet either as part of a formal response to an inquiry, or by a periodical update to the Committee e.g. where a recommendation calls for disclosure of information, amended policy, amended guidance, action planning, commissioned research.
Partially implemented (in progress)	This would apply to recommendations where evidence is provided that the Cabinet has implemented the recommendation but not to the degree of specificity required by the committee. This could also apply to evidence of some limited attempts to implementation or where the Cabinet has confirmed that steps are being taken to implement but no further evidence is available to confirm this.
Not yet implemented	Where there is simply no evidence that suggests the Cabinet has taken on board or actioned a recommendation.

Part A – Assessment of Scrutiny Outputs

Table	
1	Annual number of scrutiny meetings
2	Annual summary of scrutiny activity by type
3	Number and types of scrutiny output
4	Types of scrutiny engagement in policy process, by committee
5	Number of stakeholders and contributors to scrutiny activities
6	Number of scrutiny committee recommendations by activity per month and annually.
7	Analysis of recommendations by the level of change called for
8	Analysis of recommendations by policy significance
9	Annual summary of number of substantive recommendations
10	Annual summary of recommendations by committee
11	Annual summary of the substantiveness of accepted recommendations
Part B – Tracking Implementation	
12	Analysis of recommendations by acceptance and implementation status
13	Annual summary of implementation of accepted recommendations by committee
Part C – Qualitative Measures of Scrutiny Impact	
14	Evidence contribution to democratic debate
15	New analysis of issues and evidence
16	Transparency
17	Spotlighting to drive improvement
18	Learning
19	Process impact
20	Holding to account
21	Context & relationships
22	Effectiveness of scrutiny support

scrutiny



Scrutiny Research

Click on link to access report:

[A Review of Cardiff Council's Scrutiny Impact](#)

Research report for the
Policy Review and Performance Committee

December 2018



The City and County of Cardiff

scrutiny



Scrutiny Research Team

Click on link to access report:

[Assessing Scrutiny Impact](#)

**Research report for the
PRAP Committee**

18 September 2019



The City and County of Cardiff

Primary Research References

APSE (Association for Public Service Excellence) and CFPS (The Centre for Public Scrutiny). (2017) Accountability and scrutiny - The issues for local government in a changing political environment

Characteristics of Effective Scrutiny - A draft performance management framework for local government scrutiny. Welsh Local Government Scrutiny Officers

CFPS (The Centre for Public Scrutiny). Introduction to the self-evaluation framework.

Greer, Scott L, and Matthias Wismar, Monika Kosinsk (2015) Towards Intersectoral Governance: Lessons Learned From Health System Governance.

House of Commons, Communities and Local Government Committee. Effectiveness of local authority overview and scrutiny committees. First Report of Session 2017 – 19. Public Health Panorama. Vol 1 Issue 2 September 2015, p111-2014

National Assembly for Wales. Assembly Commission. Annual Report and Accounts 2017-18. www.assembly.wales

Interview with National Assembly for Wales Committee and Research staff (2019)

Russel M. and M. Benton (2011) Selective Influence: The Policy Impact of House of Commons Select Committees. The Constitution Unit. University College London.

Research Excellence Framework 2021. Consultation on the draft panel criteria and working methods, REF 2018/02 July 2018

Weyrauch, V. (2012). Toolkit N°3: Design/Establishing the pillars of M&E strategy. In: How to monitor and evaluate policy influence? Buenos Aires: CIPPEC.

White, H. (2015) Select Committees under Scrutiny. The impact of parliamentary committee inquiries on government. Institute for Government. June 2015. www.instituteforgovernment.org.uk

Scrutiny Services, Cardiff County Council
County Hall, Atlantic Wharf, Cardiff CF10 4UW
Tel: 029 2087 2296 Fax: 029 2087 2579
Email: scrutinyviewpoints@cardiff.gov.uk

This page is intentionally left blank