

PERFORMANCE REPORT QUARTER 3 2016– 17

Reason for this Report

1. To present the City of Cardiff Council's Performance Report for Quarter 3 (October to December) of the 2016-17 financial year, providing the Policy Review and Performance Scrutiny Committee with an opportunity to monitor performance. The Performance Report for Quarter 3 2016-17 is attached at **Appendix 1**.

Background

2. The Council's performance management framework includes the production of quarterly performance reports designed to provide an overview of Directorate performance. Effective scrutiny of performance is an important component of the framework as it creates the opportunity to challenge performance levels, and helps the Council reprioritise efforts to secure the delivery of its priorities and targets.
3. Each quarter the Policy Review & Performance Scrutiny Committee receives the overall performance report for the Council, while the four other Scrutiny Committees receive the reports of those Directorates that fall within their terms of reference. The Policy Review & Performance Scrutiny Committee perform two roles:

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

Performance Overview

4. As in Quarters 1 and 2, the Performance Support Group (PSG) identified performance issues of strategic importance for discussion at the relevant Senior Management Team meeting. These conversations have informed the content of this report.

Quarter 3 Performance Report Structure

5. The Council's framework for performance management reporting has been under review as part of a project within the Organisational Development Programme. The structure of the quarterly report represents a continuing evolution of the Council's performance management framework, and is the result of continuing stakeholder engagement, including engagement with this Committee. The full Quarter 3 report considered by the Cabinet at its meeting on 16 February 2017 remains available should Members wish to look behind the high level picture, and can be accessed [here](#)¹:

¹ <http://cardiff.moderngov.co.uk/documents/s14569/CAB%2016%20Feb%202017%20-%20Q3%20Performance%20-%20Appendix%20A%20-%20Q3%202016-17%20Performance%20Report.pdf>

6. As in Quarter 2, a 'Council Overview Scorecard' accompanies the full report. This scorecard is designed to give an at-a-glance picture of the health and effectiveness of the organisation. The Scorecard covers four key areas:
 - Financial
 - Customer
 - Internal Processes
 - Learning & Growth.
7. The specific contents of each area of the scorecard will vary from quarter to quarter to highlight the most important achievements and challenges in relation to these four topics.
8. Members will recall that, for the first time at Quarter 2 16-17, this Committee received a balanced scorecard for each of the Council's Directorates. This approach provides the Committee with an at-a-glance picture of each Council Directorate, in addition to the Corporate Scorecard. The intention is that strategic scrutiny and challenge of the Council's performance is made more effective, as accessibility to the key messages is improved.
9. In view of this Committee's remit to consider the overall performance of the organisation, and the actions taken to ensure that agreed targets and commitments are delivered, the seven scorecards attached at **Appendix 1** should assist with effective scrutiny.
10. Following Quarter 2 performance scrutiny, the Committee specifically requested a summary of 'Corporate highs and lows', to accompany the seven balanced scorecards. The Corporate Performance Team has responded by drafting 'Achievements and Challenges Quarter 3 2016-2017', attached at **Appendix 1a**.
11. For clarity, the suite of performance papers attached to this report that make up **Appendix 1** are as follows:
 - a. Achievements and Challenges Quarter 3 2016-17
 - b. Council Overview Scorecard for Quarter 3 2016-17

- c. City Operations Scorecard 2016-17
- d. Communities Housing & Customer Services Scorecard 2016-17
- e. Economic Development Scorecard 2016-17
- f. Education & Lifelong Learning Scorecard 2016-17
- g. Social Services Scorecard 2016-17
- h. Resources Scorecard 2016-17.

SUMMARY OF KEY ISSUES – COUNCIL OVERVIEW SCORECARD

12. Members' attention is drawn to the following key issues highlighted in **Appendix 1b**, the Council Overview Scorecard:

Sickness Absence

13. The level of sickness absence in Quarter 3 was lower than in Quarter 2 for six of the seven Directorates. The Council-wide figure was also lower for Quarter 3 than for Quarter 2. However, the year-end forecast is 10.63 days lost per full time equivalent (FTE) employee. This is worse than last year's performance and the Council is not expecting to achieve the year-end target of 8.5 days lost.
14. Senior management and human resources colleagues have been working with staff across the Council to reinforce the procedural and cultural messages in relation to staff sickness absence, and to ensure that managers have the skills and knowledge to implement the policy appropriately.
15. Actions arising from the Quarter 2 STAR Chamber include a review of previously agreed actions regarding sickness absence, particularly in relation to Social Services and City Operations. A review of sickness absence will be conducted in Culture and Arts venues ahead of the Alternative Delivery Model (ADM) decision. An update will also be sought in relation to Social Services Domiciliary Care policy, to include clarification of 48-72 hour refrain

from contact with clients, in relation to diarrhoea and vomiting advice from Public Health.

Budgets

16. Directorate Budgets are projected to be overspent by £7.032 million, which primarily relates to Social Services (£5.981 million) and City Operations (£955,000). It is anticipated that continued management actions will result in reductions to the over-spend by the year-end.
17. Collective Directorate performance in achieving savings proposed for 2016-17 is currently projected at 76%, with Communities, Housing and Customer Services at 68% and Resources at 92%. In addition, the report has a representation which breaks down the spend for each Directorate across staff costs, overtime and agency. This shows that spend is broadly in line with the budget assumptions for the year to date.

Information Requests

18. The proportion of Freedom of Information requests responded to within the required timescales was 92.17% in Quarter 3, compared with 92.32% in Quarter 2 and 88% in Quarter 1.

Customer Insight

19. Customer satisfaction with Library and Hub services remains high at 99%. Customer satisfaction regarding calls to C2C also remains high with 96% satisfaction for calls handled in English and 97% satisfaction for calls handled in Welsh. Performance in respect of Calls to the Repair Reporting Line has fluctuated from 91% in Quarter 1 to 86% in Quarter 2, and was 89% in Quarter 3.

20. The proportion of parking permit applications submitted online increased to 77.5%, and the proportion of requests for caddies and extra bags made online was 74.3% in Quarter 3, compared with 75.9% in Quarter 2.
21. The number of complaints has increased in Quarter 3 to 527, from 374 in Quarter 2 and 425 in Quarter 1. 94% of complaints were responded to within 20 days, the same as in Quarter 2.

SUMMARY OF KEY ISSUES – DIRECTORATES

City Operations – Appendix 1c

22. Planning Applications – Following improved performance in Quarter 1 and 2, performance in Quarter 3 continues to be above target and well above 2015-16 performance. In Quarter 3, 33.3% of major applications were determined within 13 weeks, and 95.1% of householder applications were determined within 8 weeks. The Quarter 3 Performance of both indicators is above target.
23. Cleanliness - Streets – Performance in Quarter 3 dipped, with 84.2% of the highways and land inspected being of a high or acceptable standard of cleanliness, compared to 98.1% in Quarter 2. This was due to the need to move resources away from street cleaning and towards leaf collection during autumn, to prevent issues arising from uncollected leaves.
24. Fly tipping – Performance remains very high, with 98.5% of reported fly-tipping incidents cleared within five working days. This compares well to the Quarter 2 figure of 98.1% and an annual target of 90%.
25. Budget – There remains a projected overspend associated largely with the Leisure ADM savings shortfall and, as before, removing this from the position results in an overall underspend for the Directorate. There are additional savings shortfalls relating to planned restructures and digitisation, mitigated by overachievements against certain savings proposals as well as income

from charges, concessionary fares travel reimbursement and Bereavement Services.

Communities, Housing and Customer Services – Appendix 1d

26. Supporting people to be job ready – In Quarter 3 30,845 people were assisted through the Into Work Service, which is well above target and more than the 21,000 people assisted in Quarter 2. The percentage of people feeling ‘job ready’ after completing the course remains high and stable at 99%.
27. Housing - Homelessness – During Quarter 3 the Outreach Service made an intervention within 3 days on every single occasion they were made aware of a rough sleeper, so performance is at 100%. A review of the management of accommodation used by rough sleepers is expected to be completed by the target date of March 2017.
28. Use of Lettable accommodation – The number of days taken to let this type of accommodation continues to improve and in Quarter 3 was 78.35, compared to a Quarter 2 result of 82. However, performance is worse than the target of 65 for Quarter 3.
29. Delayed transfers of care (DToC) – Housing continue to develop their joint working arrangements with Social Services and Hospitals and their efforts to reduce the number of Cardiff residents who experience a DToC, are progressing well.
30. Budget – Despite savings shortfalls relating to the implementation of the Alarm Receiving Centre and roll-out of the Libraries and Hubs strategy, the Directorate has a projected underspend of £119,000 at year-end. Contributing to this is additional income from renovation grants and administration fees, as well as underspends on supplies and service budgets.

Economic Development – Appendix 1e

31. Employment – The number of jobs created or safeguarded through Council support has increased in Quarter 3 to 586, compared to 499 in Quarter 2 and an annual target of 500. A site north of Wood Street has been selected by Her Majesty's Revenue and Customs for a relocation and expansion that could deliver up to 3500 jobs. Headquarters for a major international development charity will be established in Cardiff creating 50 new skilled jobs.
32. Land development and regeneration – The quantity of Grade A office space committed for development continues to increase and in Quarter 3 was 285,700 sq. ft., compared to 180,000 in Quarter 2 and a year-end target of 150,000. Work to deliver 300,000 sq. ft. of office space in Cardiff Enterprise Zone by March 2018 is on target. Work to develop the International Sports Village, including a review of the plan for the waterfront site by March 2017, is on target.
33. Waste – 3,195 tonnes of green bag recycling was collected from households over the Christmas period, an increase of 5% from last year and an increase of 25% from 2015-16. Construction of the new Lamby Way Household Recycling Centre is due to be completed by February 2017.
34. Budget – The Directorate has experienced shortfalls against savings targets, largely associated with Office Rationalisation and City Centre Management. Overspends have been offset in part by additional income from advertising and City Hall functions and also reduced spending on Cardiff Branding and Workshop NDR costs. St. David's Hall and the New Theatre also continue to project a balanced position; however, this will be closely monitored as the Arts and Cultural Venues ADM progresses this year.
35. The recently formed Commercial Services has a projected underspend that will deliver an overall underspend for the Directorate at year-end. This is despite savings shortfalls in areas including digitisation, depot security and vehicle rationalisation. Additional pressures have been experienced through increased operating costs in Recycling Waste Services but there has been

mitigation from additional income, operational savings and savings on unfilled posts, as well as a projected surplus within Facilities Management.

Education and Lifelong Learning – Appendix 1f

36. Most of the results available in Quarter 2 were provisional. In most cases these results are now final and where this is the case, this will be highlighted.

Attainment at Key Stage 4

37. Level 2+ Threshold – The result for the percentage of pupils achieving this threshold (5 GCSEs at A*–C grade including A*–C in English or Welsh and Mathematics) is now final at 62.5%. This is higher than the provisional figure (62%) and higher than the result for the 2014-15 academic year (59.3%), but lower than the target for the 2015-16 academic year (65%). The result is also above the Wales average of 60%.
38. Level 2+ Threshold (Free school meals) – The result for the percentage of FSM pupils achieving Level 2+ Threshold (definition same as in point 37) is now final at 39.3%. This is higher than the provisional figure (35.4%) and higher than the result for the 2014-15 academic year (32.23%), but lower than the target for the 2015-16 academic year (45.45%).
39. Level 2 Threshold – The result for the percentage of pupils achieving this threshold (5 GCSEs at A*–C grade) is now final at 84.3%. This is higher than the provisional figure (84%) and higher than the result for the 2014-15 academic year (81.06%), but lower than the target for the 2015-16 academic year (87.08%). The result is in line with the Wales average of 84%.
40. Level 1 Threshold – The result for the percentage of pupils achieving this threshold (5 GCSEs at A–G grade) is now final at 94.4%. This is higher than the provisional figure (94%) and higher than the result for the 2014-15 academic year (92.15%), but lower than the target for the 2015-16 academic year (97.81%). The result is below the Wales average.

Attainment at Key Stage 3

41. Core Subject Indicator – The result for this measure was final in Quarter 2 and is 86.6%. This is higher than the result for the 2014-15 academic year (83.4%) and higher than the target for the 2015-16 academic year (85%).

Attainment at Foundation

42. Outcome 5 in the Foundation Phase Outcome Indicator – The result for this measure was final in Quarter 2 and is 88.9%. This is higher than the result for the 2014-15 academic year (86.73%) and higher than the target for the 2015-16 academic year (86%). The rate of improvement in Cardiff is greater than that across Wales.
43. Attendance (These real time figures may change once they are finalised) – The Primary School real time result for Quarter 3 was 95.4%, which is identical to the target for this academic year. The Secondary School real time result for Quarter 3 was 94.3%, which is just below the target for this academic year of 95%.
44. The Band A investment programme in relation to School Organisation, Access and Planning is progressing well. Construction of Eastern High is progressing well and the new schools being completed as part of Band A will increase primary places in English medium schools by 60 and in Welsh medium schools by 90.
45. Out of County placements are currently showing a projected overspend of £612,000 and the savings target is £900,000. A joint project group has been established between Education and Children's Services, and risk cases are identified early and discussed regularly at Risk Management meetings.

Governance and Legal Services – (No Balanced Scorecard)

46. The Welsh Language Commissioner to date has received 14 complaints in relation to alleged breaches of the Welsh Language Standards. The Bilingual Working Group continues to review the investigations on a quarterly basis and Cabinet are notified of issues of concern.

Resources – Appendix 1g

47. Revenue collection – The percentage of Council Tax due that was received by the authority at the end of Quarter 3, was 81.59%. This result tends to increase throughout the year, and is forecast to achieve the year-end target of 97%. The current result is slightly lower than for the same period last year (81.66%) and the difference in performance equates to approximately £108,000.
48. Non-Domestic Rates – The percentage of NNDR collected (net of refunds) at the end of Quarter 3 was 82.03%. This measure is forecast to achieve the year-end target of 96.50%. The current result is slightly lower than for the same period last year (81.80%).
49. Work is being undertaken to automate additional online transactions to improve the customer experience.

Social Services – Appendix 1h

50. Staff vacancies – At the end of Quarter 3, 23.3% of posts within social work teams were vacant. This has improved on the Quarter 2 position of 24.8%, but is worse than the year-end target of 18% and performance for Quarter 3 last year of 21.6%.
51. Looked After Children – At the end of Quarter 3, 9.9% of the children taken into care during the year had returned home. This equates to 88 of the 893 children taken into care. The Quarter 2 figure was 6.2% but there is no target or 2015-16 data, so no further comparison is possible.

52. Children supported to remain living within their family – Of the 1,588 children with a Care and Support Plan at 31 December 2016, 898 were living at home (56.5%). This is slightly down on Quarter 2 performance (57.3%) but there is no target or 2015-16 data, so no further comparison is possible.
53. Adult protection enquiries – At the end of Quarter 3, there had been 271 enquiries and 266 of these were completed within 7 working days (98.2%). The Quarter 2 figure was 97.6% but there is no target or 2015-16 data, so no further comparison is possible.
54. Delayed Transfers of Care – The Quarter 3 figure of 4.16 (people delayed for social care reasons per 100,000 of population aged over 75) is a significant improvement on the figure at this time last year (7.95) and is close to the Quarter 2 figure (3.10) despite the challenges in the health and social care system.
55. Direct Payments – The number of adults in need of care and support who received a direct payment at the end of Quarter 3 was 707. This is higher than in Quarter 2 (679) but there is no target or 2015-16 data, so no further comparison is possible. There are currently 45 people in the process of obtaining a direct payment.
56. Paid Carers – There continues to be capacity issues across Cardiff and the UK within the domiciliary and nursing care home market, largely due to a shortage of paid carers. A number of engagement sessions have taken place both within and outside Cardiff with Care Providers to encourage growth in this area.
57. Budget – Social Services has a projected overspend, resulting mainly from savings shortfalls in both Adults' and Children's Services. Significant additional pressures in Adults' Services include increased costs of and demands for domiciliary care, while there have been underspends in relation to residential care and staff budgets. In addition to savings shortfalls, the overspend in Children's Services has been impacted further by agency and

external fostering costs, with some mitigation delivered by savings on guardianship orders and internal fostering and adoption budgets.

Overview of Previous Performance Scrutiny

58. The Committee agreed during its Work Programming for 2016-17 that the full Committee would monitor performance quarterly. Two Members agreed to represent the Committee in performance management reporting matters, and as such have been interviewed by the Wales Audit Office
59. The Committee has acknowledged that the Council continues the process of refreshing its performance management reporting arrangements. Members of the Committee continue to enjoy improved lines of communication on performance matters and increasing support for the internal challenge of Council performance. Meaningful engagement with the Committee's performance representatives is benefitting the continued development of the Council's approach to Performance Management
60. Monitoring Corporate Performance, and the emerging new approaches to performance management, has been a significant part of the Committees work programme in 2016-17. Members may wish to reflect on some concerns highlighted, and how the Council has addressed them.
61. At **Quarter 4 2015-16** the Committee:
 - Was concerned at gaps in the Performance Indicator (PI) data provided for their consideration;
 - Considered the downward trend in sickness absence was very encouraging and commended the Cabinet for its achievements, particularly in Directorates such as City Operations. Members felt it would be useful to identify to what extent this improvement was a result of management action, and were concerned that the Employee Counselling Service was oversubscribed;

- Was concerned that at the end of the 2015-16 monitoring year, there were performance indicators still RAG rated amber, and looked forward to a more consistent approach to RAG rating across the organisation as the new performance monitoring arrangements come to fruition;
- Highlighted that the compliance level of PPDR completion meant 1,000 staff were still not receiving a PPDR, and this needed to be addressed;
- Acknowledged the complexity of the Council's quarterly performance report, in attempting to simultaneously present the high level overarching corporate performance picture alongside the performance of individual services; and
- Flagged up that ward Councillors would find geographic performance analysis useful.

62. In response, Cabinet recognised that there was more work to do to meet the challenging stretch targets set by the organisation. They recognised the value of analysing the causes of improved sickness absence rates; and indicated a consistent approach to RAG ratings was being developed as part of the refresh of the Council's Performance Management Strategy. Cabinet also agreed work would continue to improve performance in the PPDR process; recognised the usefulness of geographically-based performance analysis for ward Councillors; and indicated the Corporate Performance Team would work with service-based Performance Leads to explore the possibility of analysing and presenting relevant performance information on this basis.

63. At **Quarter 1 2016-17** the Committee's overarching comment to Cabinet was that the Quarter 1 refreshed quarterly report remained complex and heavy going, and looked forward to the Quarter 2 report addressing the need for greater simplification. The corporate overview pages of the report had been summarised into a two-page Balanced Scorecard presentation. Members felt this was commendable, however there was a need for an 'in-between' report, more detailed than the Balanced Scorecard summary but less weighty than

the current full report. The Committee therefore suggested a one-page summary for each Directorate would usefully sit behind the Balanced Scorecard. The Committee added it felt;

- robust work was required throughout the organisation on target setting, comparing quarterly results, and not just annual results.
- there was a need for consistency in finance and performance reporting in respect of target setting;
- the report needed to enable Members to perform their ward Councillor role, and enable them to hold the Cabinet to account. Members suggested that an option of online 'drilling down' would be useful both for Members and for the public;
- the need to re-iterate that other scrutiny committees' needs in executing their role of monitoring frontline services should be taken into account;
- quarter 1 sickness figures were concerning, particularly that the Council was unable to influence schools in tackling sickness absence.
- the Council should remind governing bodies that they offer a service whereby governors can gain access to sickness information should they require it; and
- progress had been made in the level of PPDRs, but it remained concerned as to how the organisation would tackle the remaining 10% of staff still not receiving PPDRs.

64. In response the Cabinet indicated that the Performance Reporting Project team had been tasked with developing a reporting format specifically for the Committee, consistent with the Council's overall reporting framework. They accepted that an option of 'drilling down' into performance would be useful for Members, and for the public, and that work was underway to develop ways in which the Council reports its performance to other audiences, focussing on

accessible reporting formats such as infographics. The ambition of this work would be to create an online portal with a 'top layer' of easily accessible narrative, and infographic-driven performance information, underpinned by a second layer of more detailed performance information.

65. At **Quarter 2 2016-17** the Committee acknowledged that the Council was still in the process of refreshing its performance management reporting arrangements. Members were generally very happy with the extension of the balanced scorecard approach to each Directorate. However, Members remained unclear which Performance Indicators were proving challenging and which were improving performance. The Committee therefore:

- requested, as part of the quarterly performance report, a corporate summary of highs and lows during the quarter, highlighting clearly where current performance concerns are for the Council;
- expressed concern about the Quarter 2 sickness absence projections given that in every Directorate projections outstrip targets;
- accepted the offer of greater detail in respect of the Education-non-school service sickness absence rates;
- considered the title 'Council Overview Scorecard' was misleading. Members noted that the KPIs used in the performance report measured performance against the Council's Improvement Objectives alone, and not improvement in Council services in general. Therefore, whilst the Scorecard provides a strategic overview it is not an all-encompassing view and this should be made clearer;
- re-iterated it's view that the public should have access to a level of performance data that facilitates an assessment of Council performance; and

- re-iterated that some scrutiny committees focus on day-to-day performance and are keen to have a bespoke report that enables very focussed monitoring of frontline services.

66. In a very committed response the Cabinet indicated that the Corporate Performance Team would be developing a summary of the 'Corporate Highs and Lows' and invited Members of the Committee to engage with the Performance Team in developing the summary. They indicated Education and Lifelong Learning would provide the Corporate Performance Team with a detailed account of non-schools sickness absence for consideration with the Quarter 3 performance report. In conjunction with the Communications team, the Corporate Performance Team would develop a public facing performance report, summarising the Council's Annual Improvement report, National Strategic Indicators and Performance Assessment Measurements for 2015-16. The Cabinet also committed to developing reports better suited to the specific requirements of individual scrutiny committees, in line with the ongoing review of scrutiny.
67. Having been offered a more detailed account of non-schools sickness absence, at the meeting Members will have a case-study opportunity to focus on the Directorate's sickness performance.

Way Forward

68. Councillor Graham Hinchey (Cabinet Member for Performance & Resources) has been invited to attend for this item. Christine Salter (Corporate Director Resources) will also be in attendance. OM for Corporate Performance and Improvement Leon Goddard has been invited to present the report. Jackie Turner (Assistant Director Education and Lifelong Learning) will attend to support the case study on non-schools sickness absence performance and answer Members' questions.

Legal Implications

69. 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 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

70. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATIONS

The Committee is recommended to:

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

DAVINA FIORE

Director of Governance & Legal Services

8 March 2017