

**CITY & COUNTY OF CARDIFF COUNCIL
CYNGOR DINAS A SIR CAERDYDD**

POLICY REVIEW & PERFORMANCE

SCRUTINY COMMITTEE

12 May 2015

QUARTER FOUR PERFORMANCE REPORT 2014/15 (January to March)

Reason for the Report

1. To present the City of Cardiff Council's performance report for Quarter 4 (January to March) of 2014/15 prior to its consideration by the Cabinet. The Performance Report for Quarter 4 2014/15 is attached at **Appendix A**.

Background

2. The Performance Management Framework includes the production of quarterly performance reports designed to provide an overview of directorate performance. Effective scrutiny of performance is an important component of the Framework as it provides the opportunity to challenge performance levels, and helps the Council reprioritise efforts to secure the delivery of the Council's priorities and targets.
3. Each Quarter, the Policy Review & Performance Scrutiny Committee (PRAP) receives the overall performance report for the Council prior to the report going to Cabinet, while other Scrutiny Committees receive the reports that fall within their terms of reference. Policy Review & Performance Scrutiny Committee's role is two fold:-
 - To consider the overall performance of the organisation and the actions being taken to ensure that agreed targets and commitments are delivered;
 - To scrutinise the performance of the services that fall under the terms of reference of the Committee (contained in the corporate overview).

Performance Overview

4. As part of the development of the performance management arrangements in the Council, and specifically in relation to improving the internal challenge regarding performance of services the Council has introduced a 'Star Chamber' where the Chief Executive, Directors and Cabinet Members have an open and candid debate regarding performance levels, and challenges facing service delivery and where a set of actions are agreed. Actions for each directorate arising from the 'Star Chamber' are included in the Summary of Key Issues - Directorates section of this cover report. (see *paragraphs 23, 27, 30, 33, 37, 43, 45, 50 and 54*).

Quarter 4 Performance Report Structure

5. Attached at **Appendix A** is the Quarter 4 performance report. This report provides an analysis of performance for each directorate, including:
 - Key performance indicators
 - Progress against Corporate Plan commitments
 - Financial performance
 - Management issues
 - Key challenges & risks.
6. In addition the report includes a corporate overview covering:
 - Financial overview.
 - Various staffing issues (Sickness absence, PPDR Compliance etc). Return to work compliance data has also been provided to show a more detailed picture.
 - Staff Costs (including overtime and agency spend). A more detailed breakdown has been provided in response to feedback arising from PRAP at Q2.
 - Customer Contact. This has been revised to take account of feedback as a result of Scrutiny of the Q2 report.
 - FOI requests compliance with statutory timescales.
7. The report also includes a summary of performance against the basket of measures included in the Welsh Government Outcome Agreement, successful

delivery of which triggers release of the £3.3m Outcome Agreement Grant. The financial impact of performance in these measures is such that it is deemed appropriate to draw Members' attention specifically to this suite of indicators.

8. Performance reports for Q4 have been through 'Star Chamber' sessions where Cabinet Members and Directors have reviewed and challenged performance and agreed actions that need to be taken to address issues raised in the report.

Summary of key issues from Corporate Overview

9. Across all Directorates 75.2% of Corporate Plan commitments are Green and 47.6% of Performance Indicators are Green.
10. Members' attention is drawn to the following key issues arising from the corporate overview of performance:

Sickness Absence

11. The final sickness outturn figure for 2014/15 is 10.11 FTE days lost per person. The Council wide target for 2014/15 was 9 FTE days lost per person. This demonstrates a reduction of 11.6% on last year's outturn figure of 10.18 days. Whilst the target was not met, the figure is the lowest sickness level the Council has achieved.
12. In relation to return to work interviews, data between April 2014 and March 2015 shows a compliance rate of 90.7%. However, as at March 2015 there were 1190 return to work interviews pending, the majority of which were in Schools. Typically non-school services are securing a compliance of 98.2%.
13. The Attendance & Well-Being Policy, which was implemented from 1 July 2013, is currently under review. Monitoring will continue, including identifying missed return to work interviews, missed trigger stages, and long term absence cases.
14. *STAR Chamber Actions* –
 - Complete the review of the Attendance & Well-Being Policy and bring forward a report with recommendations.

- Deploy HR support into selected services to improve sickness absence performance, modelling practice within the Environment Directorate. (Initial services are Sport, Leisure and Culture, Civil Parking Enforcement, and Health & Social Care).
- Directors to communicate within teams the impact of sickness absence on Council budgets and other employees.

Personal Performance and Development Reviews (PPDR)

15. Whilst significant weight has been attached to securing corporate compliance with the PPDR process, focus is shifting from compliance to quality. As part of this a sample of PPDR reviews were audited, testing for comparability of;

- Number of objectives set
- Are the objectives SMART?
- Do objectives link to the Corporate / Business plan?
- Are there developmental objectives?
- Are training needs identified?

A total of 230 PPDRs were audited, and across the board objectives could generally be linked to the Corporate / Directorate Delivery Plans. Most PPDRs had objectives that were SMART, but this was identified as an area where there were inconsistencies and improvement required. However, the biggest weakness identified was the extent to which developmental objectives are set and training needs identified. From discussion at Senior Management Team (SMT) it is considered likely that reductions in training budgets have had a part to play in manager's approaches to identifying training needs. As such, attention is now drawn to the identification of training needs and meeting these through shadowing, coaching, mentoring and other sources rather than bought in training. As part of the close down of 2014/15 PPDRs which is now underway, further sampling will be undertaken to assess the consistency of approach taken to year end assessments.

Freedom of Information Requests

16. At Q1 PRAP challenged officers to improve performance of “multi-service” FOI requests, which was showing a low level of compliance (31%). The management of such requests has now been changed to ensure earlier follow-up with service areas, and escalation of concerns regarding non response. Q4 shows improved performance for “multi-service” FOI requests with compliance at 67%, compared with 52% in Q3.

Outcome Agreement

17. Performance against the majority of the Outcome Agreement measures indicates generally that performance has been satisfactory.

18. **Housing** – Previous concerns had been raised in relation to performance of some of the measures contained within the Outcome Agreement. Q4 data shows that all measures have met their annual target.

19. **Education** - Results available at Q4 show that two measures within the Outcome Agreement Basket have not met their set target for the academic year 2013/14. These measures relate to the percentage of pupils that achieved the level 2 threshold including a GCSE grade A*-C in English or Welsh language and Mathematics and the number of local authority maintained schools who are placed in a formal category.

20. **Health & Social Care** – **two** out of 11 H&SC indicators within the Outcome Agreement basket show that they are unlikely to meet their set target, and there are 5 measures which at the time of writing the Q4 results were not available. The average number of working days taken from completion of the care plan to provision and/or installation of aids/equipment has not met its annual target. Q4 results show 5.08 working days against a target of four working days. Sickness within the relevant team during Q4 has impacted on the number of days and priority was given to delivering essential items. January and February figures show 210 delayed transfers of care for social care reasons, March figures will not be available until May. However, against a target of 150 it is unlikely that this

measure will meet its target. H&SC continue to work closely with the University Health Board on admission avoidance and the facilitation of expedited discharge.

21. A 2014/15 progress report against the full suite of performance measures contained within the 2013/16 Outcome Agreement will be submitted to the Welsh Government to meet its set deadline of September 2015.

Summary of Key Issues – Directorates

Children's Services

22. Positive progress is being made in a number of areas including the social worker vacancy position which has improved slightly to 24.8 during Q4 compared with 25.3 at Q3: However the Q4 position remains above the target of 17. The impact of the Managed Team enabled the service to reduce the overall number of Social Worker cases from 2,953 in June 2014 to 2,251 in March 2015, bringing social worker caseloads in Children's Services teams down from 24.5 in June 2014 to 19.7 in March 2015. This is a slight increase compared with the caseload average of 18.4 that was reported in December 2014.

23. *STAR Chamber Actions* –

- Ensure close monitoring of caseloads
- Bring forward a delivery plan for the Multi Agency Safeguarding Hub (MASH) by the end of May.
- Accelerate the roll out of mobile technology to social workers
- Prepare a business case for more dynamic recruitment to vacant posts as recommended by the Peer Advisor.

Communities, Housing & Customer Services

24. C2C call queues have reduced in Q4 to 62 seconds compared with 107 seconds in Q3. However, this result is above the target of 40 seconds. The return to a 37 hour working for all staff in April 2015 combined with extended opening hours

should benefit this area, giving greater flexibility in the rotation and spread of agents available to take calls throughout the day.

25. The average number of calendar days taken to let lettable units of permanent accommodation has remained stable in Q4, with a result of 106 days compared with 105 days in Q3: However this is considerably above the target of 60 calendar days. However, letting times have improved over the financial year due to pilot projects involving the allocation of high-rise flats to families with children and the introduction of the pilot 'quick turnaround' voids project. This reduces both vacant maintenance costs and letting turnaround times. The percentage of empty properties at the end of March 2015 was 1.55% (211 properties out of a total stock of 13,600) compared with 2.3% at the end of 2013/14.

26. Welfare reform has resulted in an increase in current tenant rent arrears. It is currently at 1.7% (£1.1m arrears from £65.5m collectable) of the total rent collected. Whilst the 1.7% is below the 2% target it is still above the 2013/14 result of 1.4%.

27. *STAR Chamber Actions* –

- Improve visibility of rent loss through voids in the future performance report
- Prepare for Cabinet Members an analysis of residential properties (Council and Private), shops and commercial premises that have been vacant for an extended period of time together with a briefing on the legislative powers available to the Council.

Democratic Services

28. Since the introduction of individual voter registration Cardiff has experienced an electorate shortfall which has been clawed back to 5.81% (15,330) compared with 7.19% (18,965) at March 2014.

29. The service has failed to secure the income targets for communications including Capital Times (£124k against target of £265k).

30. *STAR Chamber Actions* –

- Prepare a detailed analysis and mapping of voter registration shortfalls for discussion with Cabinet Members together with an action plan for increasing voter registrations.
- Review the Member Development Programme and Member's satisfaction with the support available to them.
- Undertake an evaluation of investment in Members' IT (Tablets), to include Member satisfaction and costs.
- Bring forward an action plan to address the shortfall in advertising income.

Economic Development

31. The Corporate Property Strategy Asset Management Board meetings are now established and extended to include partnership organisations. Service area plans are drafted and Neighbourhood Plans have been initiated.

32. As at Q4 we have helped support the creation and safeguarding of 351 businesses and 2,395 jobs. 26.06% of these jobs attract a salary of 10% above the average salary for Wales.

33. *STAR Chamber Actions* –

- Increase visibility of partnership property rationalisation opportunities and progress.
- Prepare a report on progress against the Council's sponsorship strategy with a view to establishing a single corporate approach.
- To note the potential future corporate budget impact should it be necessary to reinvest income from the asset portfolio back into the properties in order to sustain future revenue streams.

Education & Lifelong Learning

34. The Central South Consortium continues to strengthen support and challenge for Cardiff Schools and there is now a more robust working relationship between the Local Authority and the Consortium. The two senior challenge advisers are driving forward greater consistency in the quality and impact of the work of

individual challenge advisers and there is generally positive feedback from Head Teachers.

35. Work is ongoing to implement the Youth Engagement and Progression Framework. Joint working focuses on the pupils with attendance at below 85%, sharing data and intelligence and matching provision to need in order to most effectively target resources through a personalised approach.
36. Figures collected from secondary and primary schools in March 2015 indicating the percentage of pupils 'currently secure' to achieve expected levels in Summer 2015 show:
- A figure of 60.20% for the L2+¹ (5 GCSE's – A*-C). This compares favourably to the Summer 2014 figure of 53.9% and the local authority target for 2015 of 60%.
 - A "currently secure" figure of 80.27% for the L2² threshold compares favourably to the Summer 2014 figure of 76% and indicates positive progress towards the local authority target for 2015 of 82.8%.
 - A "currently secure" figure of 82.03% for the Key Stage 2 CSI against a 2015 target of 87.76% and a 2014 performance figure of 85.11%. In schools where the proportion of pupils who are currently secure is significantly below their target, challenge advisers are ensuring that the school's resources are targeted on delivering focused interventions to borderline pupils in order to maximise progress towards targets.

37. *STAR Chamber Actions* –

- Establish a clear strategy to improve the recruitment and retention of high quality school governors.

¹ Level 2 Inclusive Threshold (L2+)

A volume of qualifications at Level 2 equivalent to the volume of 5 GCSEs at grade A*-C, including English or Welsh first language and mathematics.

² Level 2 Threshold (L2)

A volume of qualifications at Level 2 equivalent to the volume of 5 GCSEs at grade A*-C.

- Undertake work with Children's Services to ensure a joined up approach, especially in relation to Looked After Children, with a detailed analysis of the issues coming back to Cabinet.

Environment

38. At Q2 performance against the statutory recycling target of 52% had declined from 51.85% in Q1 to 49.47%. Q3 and Q4 data for performance data against recycling is yet to be confirmed and will not be available until Q1 2015/16. Additional recycling was undertaken in Q4 which is expected to take the end of year position to 52% which will meet the recycling target.
39. The percentage of high risk businesses in Cardiff that were inspected for food hygiene has not met its annual target of 100% with a Q4 result of 83%. The number of food premises in Cardiff increases on an annual basis, whereas staff numbers available to carry out food hygiene inspections has not increased. Businesses which were not inspected in 2014/15 will be prioritised for the early part of 2015/16.

Health & Social Care

40. Performance in terms of both Direct Payments (DP) and Carer Assessments are improving, but not sufficiently to meet the stretch targets set. Over the year the uptake of DPs has increased by 9.78% from 2013/14. During Q4 DPs remained stable at 550 however, this is against an annual target of 800. The target has been revised to 750 for the 2015/16 financial year.
41. The current number of Carer Assessments being offered and completed is increasing month on month (596 year to date) though still needs significant improvement. Actions taken to address this include making changes to the database recording process for staff to mitigate under-reporting carer assessments offered, and also undertaking data cleansing in relation to the number of Carers recorded on the system.

42. The situation for Delayed Transfers of Care (DToC) in both Q3 and Q4 resulting from winter pressures at UHW was critical. The issue is not one which can be resolved by the Council alone as this is a whole system issue. Partners in the UHB acknowledge that their internal systems need revision and to that end all regional partners (Vale of Glamorgan, Cardiff & University Health Board) are meeting at senior strategic level during April/ early May 2015 to progress plans to continue to deliver on admission avoidance and to agree process redesign so that faster discharge can be facilitated. The final result for DToC (for social care reasons) for March 2015 is not yet published, although indications are that the figure has decreased. The figure is published in May.

43. STAR Chamber Actions –

- Provide corporate visibility of the partnership plan for Delayed Transfers of Care to be prepared by the end of May 2015.
- Establish action plans to ensure the delivery of the Corporate Plan targets for Direct Payments and Carers Assessments.

Resources

44. Council Tax collection is up by 0.68% compared with last year (at 97.03%). This is the best in-year collection recorded since the introduction of Council Tax in 1993 and builds on the success of the last two years due to changes in processes speeding up collection times and efficiencies within the processes.

45. STAR Chamber Actions –

- Accelerate the provision of online parking permits
- Explore the feasibility of linking the member development provision to the Academy.

Sport, Leisure & Culture

46. A strategic framework for the management and development of parks and green spaces is completed. Work is progressing on sport and leisure provision and a Cabinet report is expected late summer 2015.
47. Sickness Absence within the Directorate is well above the target, 13.94 days lost per FTE against a FTE target of 12.1, and priority action is required to address this.
48. Work is ongoing in relation to establishing a new operating model for Children's Play.
49. Attendances at sport and leisure centres, the number of children engaged in sport and the numbers of individuals participating in outdoor sport are all below target and have shown a decline when compared to the previous year. In addition the number of live Active Cards missed the target due to the closure of Eastern Leisure Centre and increased competition from budget gyms.
50. *STAR Chamber Actions* –
- Ensure the recruitment of three development workers for Childrens Play as soon as possible.
 - Accelerate preparation of an action plan for the Mansion House to secure improved performance.

Strategic Planning, Highways & Traffic and Transportation

51. The Directorate is awaiting direction from the Welsh Government for an agreed programme in relation to key transport projects. The development of master plans for Greenfield and Brownfield sites with transport connectivity has made strong progress, and a successful meeting was held with major house developers.
52. The 20% of major planning applications determined within 13 weeks has not met the annual target of 25% . New complex LDP 'major settlement' applications

have proved difficult to deliver in 13 weeks and more resources are being placed in this team as a matter of priority.

53. Householder planning applications determined within eight weeks have not met the annual target of 80%, with a result of 71.11%. Caseloads have increased and more resources are being put into the team to improve performance.

54. STAR Chamber Actions –

- The service is required to undertake benchmarking of its planning performance indicators against core cities.
- Increase the use of electronic communications rather than sending letters to improve service performance.
- Produce a communication to commit to implementation dates for online parking permits.
- Prepare a communications strategy related to the bus station development.

Challenge Forum

55. As agreed at the 3 March 2015 meeting of the Policy Review and Performance Scrutiny Committee, Group Leaders were invited to be full members of the Challenge Forum.

56. At the April meeting the Forum considered its future work programme for the year ahead. The Forum received a presentation on the prevailing issues identified by the Council, the interventions put in place to respond, and the progress achieved. Key areas of work have included Performance, Governance, Commissioning & Service Delivery Models, Asset Management and Service redesign. The Forum recognised the progress made and considered areas where further improvement was needed.

57. A consensus emerged on the future Work Programme with the Forum agreeing a need to focus on:

- The fiscal resilience of the organisation.

- Performance Management & Financial Discipline - Embedding a culture of performance management and financial discipline.
- Scrutiny Improvements- Ensuring greater alignment between the scrutiny forward work programme and organisational priorities.
- Education - Continuing the existing improvement work, but with a more specific focus on under-performing schools.
- Social Services (Children & Adult Services) - Placing a strong focus on demand management and financial planning.

Previous Scrutiny

58. The Committee considered the **Quarter 3 2014-15** Performance Report at its 3 March 2015 Meeting, requested several actions and items of information, as follows:

- Members looked forward to Group Leaders being invited to the next meeting of the Challenge Forum.
- Members look forward to shortly receiving the Challenge Forum papers, including confidential papers where members would be bound by our Code of Conduct and Council's constitution.
- With the response to this letter, Members would like to receive the action plan for one of the Star Chamber actions detailed at point 8 in the 3 March cover report for this item, preferably bullet pointed so that Members can see how this action is being addressed.
- Members asked that officers liaise with Scrutiny Services to ensure the revised Attendance and Wellbeing Policy comes to this Committee in time for meaningful pre-decision scrutiny, currently scheduled for Cabinet in June 2015.
- Members requested a briefing paper from the Environment Director to explain the rationale for the use of agency staff in their Directorate.
- Members re-iterate our previous request for information on the results of PPDR dip-testing be shared with the Committee, either in response to the

letter or as part of the committee papers for the Quarter 4 Corporate Performance Report item.

- Members agreed to seek briefing papers from the following Directors, Director of Children's Services, Director of Communities, Housing and Customer Services and Director of Education and Lifelong Learning.
- Members request an update on the level of staff resources available to Cardiff Business Council once discussions have concluded and there is an agreed way forward.

59. In his letter dated 27 April 2015, Councillor Hinchey (Cabinet Member – Corporate Services and Performance) responded to the above stating:

- *'As agreed, Group Leaders were invited to the next Challenge Forum Meeting which was held on 09 April 2015'*
- *'Papers for the Challenge Forum will be provided on the basis that they are not for circulation and that your Committee abide by the members Code of Conduct and our Councils Constitution'*
- *'With regards to point 8 of the Star Chamber cover report; this will be addressed as part of the Quarter 4 Corporate Performance reports, which will include an overview of how the actions are being addressed'*
- *'I have asked Martin Hamilton, Chief HR Officer, to bring any revised Attendance and Wellbeing Absence Policy forward for scrutiny in a timely manner'*
- *'I have also asked Martin to work with the Directors for the Environment, Children's Services, Communities, Housing and Customer Services, and Education and Lifelong Learning to provide the one page briefing notes in respect of the matters that you highlighted in your letter. These briefing notes will be appended to the Quarter 4 Corporate Performance Report'*
- *'An update of the quality checks undertaken in respect of PPDRs will be included in the Quarter 4 Performance Report'*
- *'The Economic Development Area faces a 33% cut to its revenue budget in 15/16 which will be felt right across the service area. This includes the Cardiff Business Council' (full response attached at Appendix B).*

Way Forward

60. The Leader, Councillor Phil Bale has been invited to attend for this item. The Chief Executive, Paul Orders; Christine Salter (Corporate Director Resources); and Martin Hamilton (Chief Officer Change & Improvement) have also been invited to present the report and answer any questions Members may have.

Legal Implications

61. 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

62. 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

Committee is recommended to:

- Note the contents of the report attached at **Appendix A**;
- Consider whether it wishes to make any comments to the Cabinet to take into consideration when it receives the Performance report.

Martin Hamilton
Chief Officer – Change & Improvement
6 May 2015