

**COUNCIL:**

**4 MARCH 2021**

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**CABINET PROPOSAL**

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**CORPORATE PLAN 2021-24**

**Reason for this Report**

1. To enable the Cabinet to consider the draft Corporate Plan 2021-24 and recommend it to Council for approval.

**Background**

2. The Corporate Plan forms part of the strategic policy framework set out in the Council's Constitution and is considered annually by the Council. The document outlines the organisation's strategic policy priorities and forms part of the required statutory improvement framework as it discharges the Council's current obligations under the Local Government (Wales) Measure 2009 to publish a stage one plan, which sets out how the Council plans to achieve its priorities for improvement. The Plan also discharges the Council's responsibilities under the Well-being of Future Generations (Wales) Act 2015.
3. Capital Ambition – A 5 year Policy Agenda for the City: In July 2017, the Cabinet approved a new policy programme for the next five years, entitled 'Capital Ambition', which set out the Administration's principles, priorities and ambitions for the city. On 23 January 2020, the Cabinet approved a refreshed Capital Ambition document, which provides an updated statement of the Administration's priorities and commitments for the remainder of the municipal term to the next council elections in May 2022. This also provided an opportunity for the Administration to restate and reaffirm its values and ensure that the Council can re-orientate itself to focus on the Administration's political priorities over the next two and a half years.
4. Covid-19 – A Global Health Emergency: On 31 January 2020, the World Health Organisation declared a global health emergency in relation to the novel coronavirus (Covid-19), with the UK Government announcing an initial UK-wide 'lockdown' on 23 March 2020 to limit the spread of the virus. The Council rapidly transitioned to an 'essential services' model in response to the pandemic with a clear focus on:

- Preventing the spread of infection
  - Ensuring the health and safety of staff, service users and citizens
  - Prioritising key frontline services and support for vulnerable people
5. Though restrictions were eased over the summer months, the Council has, subsequently to date, had to transition to an essential services model on a further two occasions, including the 'fire-break' lockdown in Wales in October/November 2020 and the current period of lockdown that came into force in Wales from 20 December 2020. This has meant that a range of council services have had to be either adapted, suspended, or, in some instances, established for the first time.
6. Restart, Recover, Renew – A Strategic Framework for Responding to the Covid-19 Crisis: The Cabinet Report of 11 June 2020 set out the Council's strategic framework for responding over the longer term to the pandemic and the principles which would be adopted when restarting council services, should this be necessary in response to the easing of any national lockdown measures. The Cabinet report set out a three-stage approach to leading Cardiff's response to the easing of lockdown and to the ongoing Covid-19 crisis:
- **Restart**: Restarting and adapting a wide range of council services in the context of extended stringent social distancing requirements, in tandem with the evolution of national advice.
  - **Recover**: Implementing a strategic response to help the city recover from the immediate crisis while adapting to an extended period of social distancing.
  - **Renew**: Working closely with city partners, staff and citizens to set out the future we want for Cardiff post-crisis and how, together, we will make it happen.
7. The Corporate Plan sets out the Council's short and medium term recovery priorities in the context of this strategic framework. It makes clear the ongoing priorities for delivering of Capital Ambition whilst setting out a range of measures to respond to the pandemic and support economic recovery.
8. The Cabinet will also be considering an accompanying report on the immediate issues which require focus by the Council prior to the approval and publication of the Corporate Plan 2021-24. This report deals with urgent issues relating to the Covid-19 pandemic and restart of services from February 2021, such as the safe reopening of schools, preparing for the restart of the city's economy and the continued rollout of the mass vaccination programme in Cardiff in partnership with Cardiff and Vale University Health Board and Public Health Wales.

## Issues

### A Public Health Crisis and an Emerging Economic Crisis

9. The Council has undergone a significant period of change and innovation in the last 12 months and has been committed to restarting services to function effectively, sustainably and safely in line with government and public health restrictions and guidance. The Council will continue to repurpose its services and priorities, as necessary, in order to prevent the further spread of the virus, to support residents and businesses, and to drive forward economic recovery in the city.
10. The Corporate Plan 2021-24 has been developed at a time of unprecedented challenges and profound uncertainty caused by the continuing Covid-19 pandemic. This has not only affected almost every aspect of service delivery, particularly front facing services and those which rely heavily on income generation and public attendance in person, but it has also had a significant impact on the Council's finances and the deliverability of the Council's policy agenda. Whilst some steps or projects have been delayed in 2020/21, good progress has been achieved in other areas. Crucially, the Corporate Plan 2021-24 re-asserts the administration's commitment to delivering its Capital Ambition policy commitments.
11. The Corporate Plan 2021-24 has been developed alongside the Cabinet's budget proposals for 2021/22 in the context of meeting the immediate and medium term challenges presented by the continuing Covid-19 pandemic, as well as the Council's role in leading both a city-wide and council-wide programme of post-pandemic recovery and renewal. The Plan reflects the clear direction of travel that has been set by the Cabinet and focuses on the following recovery priorities:
  - i. **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 £284m 21<sup>st</sup> Century Schools Band B investment programme, and our commitment to build 2,000 new Council homes.
  - ii. **Supporting the people who have been hit hardest by the pandemic** – particularly 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.
  - iii. **Rebuilding the services that have been closed or severely restricted by the pandemic**, including our major events programme, cultural and tourist venues, leisure centres, and public transport.

- iv. **Continuing to modernise our services**, building on service innovations and the increased use of technology throughout the pandemic.
  - v. **Delivering our One Planet Cardiff programme**, delivering a green recovery for Cardiff, including investments in cycling, walking and public transport; a new heat network and a programme of increased tree planting.
12. The Corporate Plan 2021-24 focuses primarily on short and medium term priorities; however, a number of existing commitments will be accelerated and enhanced in order to support the city's recovery from the Covid-19 pandemic, whilst new priorities will be introduced to address the immediate public health challenges and the emerging economic crisis. Each directorate has reviewed the deliverability of previous Corporate Plan steps in the face of the continuing pandemic and has identified what needs to be accelerated, enhanced or newly introduced.
13. A copy of the draft Corporate Plan 2021-24 is attached as **Appendix A** to this report.

## **Corporate Plan Development**

### Self-Assessment

14. Each directorate undertook a self-assessment of the steps and Key Performance Indicators (KPIs) included in the Corporate Plan, drawing on the statutory Annual Well-being Report for 2019/20 that was approved by Council on 24 September 2020, Quarterly Performance Reports and any other relevant performance literature, such as reports and recommendations of the Council's Scrutiny Committees or statutory regulators. This formed the basis for, where necessary, amending and updating the Corporate Plan.
15. The Corporate Plan 2021-24 includes a basket of performance measures with clear targets, which consist of Public Accountability Measures (PAMs), as well as "Local" indicators selected for their particular relevance to directorates. The Council will continue to recognise the importance of statutory indicators and respond to the demands of the external performance landscape; however, an emphasis will also be placed on selecting measures of success which are relevant for Cardiff.

### Well-Being Objectives

16. Each individual Well-being Objective contained in the Corporate Plan has been the focus of a formal discussion between Cabinet Members and Directors with responsibility for delivery. This has allowed the political and managerial leadership of the Council to consider the progress made against the Well-being Objectives and to ensure the sustainable development principles of collaboration, integration and involvement – as identified by the Well-being of Future Generations

(Wales) Act 2015 – characterised the approach. Each session was also attended by the Leader of the Council and Cabinet Member for Finance, Modernisation & Performance to ensure that a clear corporate overview was provided.

17. A new wellbeing objective has been introduced in response to the immediate challenge of managing the pandemic. Whilst a number of steps have been either accelerated, enhanced or introduced across all the Well-being Objectives, the 2021/24 Corporate Plan will include a specific section focusing on the delivery of the Test, Trace Protect Service (TTP), supporting the Mass Vaccination Programme, ensuring the provision of Personal Protective Equipment (PPE) establishing robust Health and Safety Measures in line with Welsh Government legislation and Public Health Wales (PHW) advice and guidance.

#### Corporate Plan and Budget Alignment

18. To ensure that the Council's resources support the delivery of the Administration's priorities, as set out in the refreshed Capital Ambition document, a new Corporate Plan for 2021-24 has been developed in tandem with the process for setting the Council's budget for 2021/22.
19. This has been developed in the context of sustained and severe financial pressures within public services. In balancing the budget for 2021/22, savings of £10.244 million will be required to meet an estimated budget gap of £15.594 million in 2021/22. The Council faces an estimated budget gap of £85 million over the medium term from 2022/23 to 2025/26. This is in addition to over £200 million in cumulative savings that have been made over the past decade.
20. The Corporate Plan 2021-24 will be supported by Directorate Delivery Plans, which will set out in greater detail how objectives will be delivered, as well as how directorate business will be taken forward. These key business planning documents will be supported by a significantly strengthened performance management framework.
21. Following approval, a copy of the Corporate Plan 2021-24 will be published on the Council's website by 1 April 2021 and, as in previous years, an interactive and more accessible version of the Corporate Plan that communicates the Council's priorities and objectives will also be provided.

#### Public Consultation

22. The development of the Corporate Plan 2021-24 has been informed by the findings of the annual Ask Cardiff survey and the budget consultation process for 2021/22.

#### Engagement with the Council's Scrutiny Committees

23. The KPIs and the proposed targets contained in the draft Corporate Plan 2021-24 were considered by the Policy Review and Performance

Scrutiny Committee's Performance Panel on 18 February 2021, which was also attended by the Chairs of the other Scrutiny Committees. This session provided an opportunity for the proposed targets to be challenged and cross-scrutiny committee observations to be fed into the target setting process ahead of formal pre-decision scrutiny of the draft Corporate Plan 2021-24 on 22-24 February 2021.

24. A copy of the draft version of the Corporate Plan 2021-24 and/or extracts detailing various steps and performance indicators relevant to each committee were considered formally by the Council's five Scrutiny Committees at meetings held on 22-24 February 2021. This enabled consideration of the draft Corporate Plan 2021-24 alongside the Cabinet's budget proposals for 2021/22. Copies of any letter(s) received from the Scrutiny Committees following those meetings are compiled within **Appendix B** to this report.

### Delivery Framework

25. A new Capital Ambition document was approved by the Cabinet on 23 January 2020, which restated the Administration's priorities and forms a crucial part of the Council's policy and performance framework. The Corporate Plan 2021-24, and Directorate Delivery Plans, translate the commitments set out in Capital Ambition into deliverable organisational objectives and will include more detailed delivery milestones, key performance measures and targets. The Corporate Plan 2021-24 has been developed alongside the Cabinet's budget proposals for 2021/22.
26. A new delivery framework, strengthening the policy and performance arrangements will be brought forward for consideration by Cabinet in due course. The delivery framework will ensure that the corporate planning, performance monitoring and delivery arrangements are reconstituted to ensure the effective delivery of Capital Ambition and respond in full to the emerging new performance duty and self-assessment requirements, as set out in the Local Government and Elections (Wales) Act 2021.
27. The strengthened delivery framework will also set out how the Council has embedded the Sustainable Development Principles, as set out in the Wellbeing of Future Generations (Wales) Act, within the organisation's planning, monitoring and decision making.

### Directorate Delivery Plans

28. The "business as usual" and more service focused commitments will be included in Directorate Delivery Plans to be prepared by Quarter 1 2021/22. The Directorate Delivery Plans will continue to provide an important link between the Corporate Plan, the work of directorates and the objectives set for individual employees.
29. In addition, Directorate Delivery Plans will provide clear lines of responsibility, increased accountability and be subject to effective management challenge and scrutiny. This will ensure that team and

individual employee objectives are aligned with Council's key strategic priorities. This will support the Council's continued drive to improve compliance with organisational performance management requirements, including Personal Reviews. In this way, the Council will maintain an overview and manage the key organisational functions of:

- identification and delivery of priorities;
- service and financial planning;
- timely performance management integrating financial and service performance; and
- objective setting for, and performance of, individual members of staff.

### The Well-being of Future Generations (Wales) Act 2015

30. The Well-being of Future Generations (Wales) Act 2015 places a duty on public bodies to carry out sustainable development which means that the Authority must set and publish well-being objectives, supported by a well-being statement, which make progress towards meeting the seven national well-being goals that are set out below:

- A prosperous Wales
- A resilient Wales
- A healthier Wales
- A more equal Wales
- A Wales of cohesive communities
- A Wales of vibrant culture and thriving Welsh Language
- A globally responsible Wales

31. The Council must also act in accordance with the 'sustainable development principle' by embedding the following five ways of working:

- Long Term
- Prevention
- Integration
- Collaboration
- Involvement

32. The Corporate Plan 2021-24 has been developed in accordance with the statutory requirements of the Well-being of Future Generations (Wales) Act 2015. It takes account of the Well-being Plan for Cardiff that has been developed by the Cardiff Public Services Board (PSB) in accordance with the statutory requirements of the Well-being of Future Generations (Wales) Act 2015.

33. The Corporate Plan and the Well-being Plan are key documents in delivering Capital Ambition and translating the Administration's priorities into deliverable organisational objectives. The Corporate Plan focuses on the issues and services that the Council has prioritised and the Well-

being Plan focuses on areas of collaborative advantage in the delivery of public services in the city.

34. The Council must agree and publish Well-being Objectives that are designed to maximise the Council's contribution to achieving each of the seven national well-being goals. In accordance with the development of the draft Well-being Plan, Cardiff Council has adopted the same seven Well-being Objectives as the Cardiff PSB:
- Cardiff is a great place to grow up
  - Cardiff is a great place to grow older
  - Supporting people out of poverty
  - Safe, confident and empowered communities
  - A capital city that works for Wales
  - Cardiff grows in a resilient way
  - Modernising and integrating our public services
35. These Well-being Objectives demonstrate what public services in Cardiff want to achieve, reflect their shared aspirations and the common understanding of the challenges facing the city. The Council must also publish a 'statement' about its well-being objectives at the same time as the objectives are published. Both requirements are discharged through the Corporate Plan.
36. An integrated corporate approach has been developed in order to combine the Council's Well-being and Improvement Objectives. This has been based on a comprehensive audit and self-assessment by directorates, which was undertaken to explore the extent to which the directorates contribute to each of the Well-being Goals, what more could be done and what further action could be taken to make progress towards the goals. Following on from this exercise, a number of steps or actions have been developed, supported by appropriate performance indicators, in order to measure progress.
37. Both the Council and the Cardiff PSB will measure progress towards achieving the Well-being Objectives using the same indicators of city performance. This will enable partners in Cardiff to keep track of how the city is performing and help demonstrate Cardiff's contribution towards achieving the Welsh Government's aims to improve well-being nationally.

### **Reason for Recommendations**

38. To enable the Corporate Plan 2021-24 to be considered by the Council on 4 March 2021 and published thereafter by 1 April 2021, subject to any consequential amendments that may be required.

### **Financial Implications**

39. This report sets out the Council's Corporate Plan for the period up until 2024. Implementing these strategic priorities and improvement objectives



are in accordance with the amounts set out in the 25 February 2021 Budget Report, which includes both revenue and capital budgets for 2021/22, the indicative Medium Term Financial Plan for the period up to 2025/26 and the indicative Capital Programme for the period up until 2025/26.

40. The plan clearly identifies the demand and financial pressures within which the Council is operating in terms of both revenue and capital budgets with associated impact on the level of borrowing. Some of the objectives contained in this report will be subject to further detailed reports which will be accompanied by a robust business case. The detailed reports and business cases will need to include sufficient financial detail in order to set out the full and robust financial implications, as well as be fully informed of associated risks with particular regard to likelihood and value of funding from external sources such as Welsh Government.

### **Legal Implications**

41. As noted in the body of the report, the Corporate Plan outlines the Council's strategic policy priorities and its plans to achieve its priorities for improvement (in discharge of the statutory improvement duties set out under Part 1 of the Local Government (Wales) Measure 2009). The Plan also fulfils the Council's statutory duties under the Well-Being of Future Generations (Wales) Act 2015 (WBFG Act) with regard to the publication of Well-Being Objectives and a Well-Being Statement, as detailed in the body of the report. Decision makers must be satisfied that the Well-Being Objectives, as set out in the Corporate Plan, will contribute towards achievement of the statutory Well-Being Goals (listed in paragraph 30 of the report); and note that once the Well-Being Objectives have been set, decision makers must have regard to the same, and must be satisfied that all reasonable steps have been taken to meet those Objectives.
42. The duties imposed on the Council under the WBFG Act include a duty to act in accordance with the 'sustainable development principle', which is defined as meaning that the Council must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take into account the impact of their decisions on people living their lives in Wales in the future. There are a number of factors which the Council must take into account in this regard, specifically, decision makers must:
  - Look to the long term;
  - Focus on prevention by understanding the root causes of problems;
  - Deliver an integrated approach to achieving the seven well-being goals;
  - Work in collaboration with others to find shared sustainable solutions; and
  - Involve people from all sections of the community in the decisions which affect them.

Decision makers must be satisfied that the Council's formulation of the Corporate Plan is compliant with the sustainable development principle, having regard to the factors above. In considering the requirements of the WBFG, due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using this link: <https://gov.wales/well-being-future-generations-statutory-guidance>

43. Effective consultation is required for lawful decision making on policy matters, and the Local Government (Wales) Measure 2009 and the WBFG Act impose express consultation requirements. The report sets out the consultation undertaken in fulfilment of the Council's duties in this regard at paragraph 22. In considering this matter, the Council must also have regard to its public sector duties under the Equality Act 2010. The Council's decisions must have due regard to the need to: (a) eliminate unlawful discrimination; (b) advance equality of opportunity; and (c) foster good relations on the basis of the protected characteristics defined in the Act. 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.

44. The Corporate Plan is part of the Policy Framework, which is comprised of the key policies and strategies listed in Article 4.2 of the Constitution. The Cabinet is responsible for recommending any policy, plan or strategy which forms part of the Policy Framework, to full Council. The decision on whether to adopt the draft Corporate Plan is a matter for full Council.

### **HR Implications**

45. There are no direct HR implications for this report.

### **Property Implications**

46. There are no specific property implications in respect of this report. The Strategic Estates Department will assist where necessary in delivery of the Corporate Plan 2021-24. Where there are property transactions required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

## **CABINET PROPOSAL**

Council is recommended to

1. approve the Corporate Plan 2021-24
2. delegate authority to the Chief Executive, in consultation with the Leader of the Council, to make any consequential amendments to the Corporate Plan 2021-24 (Appendix A) following consideration by the Council on 4 March 2021 and prior to publication by 1 April 2021.

## **THE CABINET**

25 February 2021

*The following appendices are attached:*

Appendix A: Corporate Plan 2021-24

Appendix B: Letter(s) received from Scrutiny Committees following consideration of the draft Corporate Plan 2021-24

*The following background papers have been taken into account:*

Capital Ambition (January 2020)