

# CARDIFF COUNCIL CYNGOR DINAS CAERDYDD

## CABINET MEETING: 18 JULY 2019

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### CARDIFF COUNCIL ANNUAL STATUTORY WELL-BEING REPORT 2018-19

#### CORPORATE SERVICES & PERFORMANCE (COUNCILLOR CHRIS WEAVER)

#### AGENDA ITEM: 1

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#### Reason for this Report

1. This report is the Council's annual performance report, providing an assessment of the progress made in the delivery of the administration's Capital Ambition priorities as expressed within the Corporate Plan 2018-21. This report also enables the Council to discharge a number of statutory obligations, such as the publication of an Annual Statutory Well-Being Report as required by the Well-Being of Future Generations Act 2015 and meet the requirement under the Local Government (Wales) Measure 2009 to publish an annual report.

#### Background

2. On 6 July 2017 Cabinet approved 'Capital Ambition' as a statement of the Administration's priorities. By providing a clear articulation of the Administration's political priorities it allowed the Council to establish the delivery agenda for the organisation and its staff. 'Capital Ambition' included four priorities, outlined below, each of which contained a series of 'commitments for Cardiff' covering a wide-range of Council services.
  - **Working for Cardiff** – Making sure that all our citizens can contribute to, and benefit from, the city's success.
  - **Working for Wales** – A successful Wales needs a successful capital city
  - **Working for the Future** – Managing the city's growth in a sustainable way.
  - **Working for Public Services** – Making sure our public services are delivered efficiently, effectively and sustainably in the face of the rising demand and reducing budgets.
3. The Corporate Plan 2018-21 translated the political priorities of Capital Ambition into deliverable organisational objectives. The Council's budget

was also developed in tandem with the Corporate Plan to ensure an alignment between the Council's budget and its corporate priorities.

4. The Well-Being of Future Generations (Wales) Act 2015 requires the Council, as a public body, to publish Well-Being Objectives and how it plans to achieve them. These Well-being Objectives were set in the Council's Corporate Plan 2018-21:
  - 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
  
5. The Council's Annual Statutory Well-Being Report is the annual review of performance against the commitments set in the Corporate Plan 2018-21. It includes:
  - The strategic self-assessment of the Council's performance for the reporting year against each of the Well-being Objectives (Appendix 1).
  - A detailed update- with RAG Rating- against the Key Performance Indicators included within the Corporate Plan 2018-21 (Appendix 1a).
  - A detailed narrative update- with RAG rating- against the Steps included within the Corporate Plan 2018-21 (Appendix 1b).
  
6. Recognising that a small number of key priorities contained within the Corporate Plan would require the mobilisation of corporate leadership and resources, including dedicated project teams with corresponding governance and performance management arrangements, the Cabinet approved the establishment of a four-year Capital Ambition Delivery Programme. Fundamentally, this change programme focuses additional resources, to support the delivery of the Administration's agenda in areas characterised by difficulty, complexity and the need to address intractable issues. The Capital Ambition Delivery Programme (CADP) contains two discrete components: Modernisation (to transform the corporate systems and processes that support service delivery) and Resilient Services (to transform front-line services). A detailed update of progress against the Capital Ambition Delivery Programme for 2018/19, including the response to the recent Wales Audit Office review of the programme and proposed changes for 2019/20, is included as Appendix 2.
  
7. Alongside the Corporate Plan the Cardiff Public Services Board's Well-being Plan 2018-23 is a key document for the delivery of Capital Ambition. The Well-being Plan focuses only on areas in Capital Ambition of 'collaborative advantage' – those that fundamentally require working across organisational boundaries - in the delivery of public services in the city. The Well-being Plan was developed concurrently with the Corporate Plan, with the Council and Public Services Board adopting a shared set of

Well-being Objectives, demonstrating shared ambition and a common understanding of the city's challenges. The delivery of the Well-being Plan is supported by the city's partnership delivery framework, adopted by the Cardiff Public Services Board in May 2018. The Annual Report of the Cardiff Public Services Board, containing an update on progress against the Well-being Plan and the city's partnership delivery framework, is attached as Appendix 3.

## **Council Performance**

8. Overall, the Council's performance has improved or been maintained against a range of services against which targets were set in the Corporate Plan. For 2018-19, the Council achieved a Green or Amber performance rating for 78% of the Key Performance Indicators it had set itself. Results against the Council's Key Performance Indicators also showed performance improving for 51.6% of the KPIs, performance maintained for 4.4% of the KPIs and performance falling for 22% of KPIs. No target was set or no performance data was available for around 25% of KPIs.
9. The Council's assessment of performance is not limited to a narrow consideration of KPIs. The Annual Well-being Report contains a self-assessment of its progress towards achieving its well-being objectives. This assessment is undertaken by drawing on a number of different sources of information to make an assessment of progress which include:
  - Progress against the Steps in each Well-being Objective
  - Inspection Reports –including regulatory bodies such as the Wales Audit Office, Estyn (Education) and the Care and Social Services Inspectorate Wales (CSSIW).
  - Surveys and Citizen feed-back including the annual Ask Cardiff survey and more specific consultation and engagement work which provide residents an opportunity to share their views on a wide range of the Council's services.
  - Finance Monitoring: The Council's Outturn Report 2018/19 serves to inform of the Council's financial position in respect of the year ending 31 March 2019.
  - Feedback from Scrutiny Committee and Audit Committee.
  - Risk: The Council's Corporate and Directorate Risks are considered as part of a rounded view of performance, and the Annual Well-being Report is prepared and considered by Cabinet alongside the Council's Annual Corporate Risk Report.
10. Reviewing this information allows the Council to develop a balanced assessment performance over the year. By utilising such a broad range of performance information, the Council can make informed judgements in identifying areas of improvement, whilst also recognising areas of performance challenge.

## Corporate Performance- Challenge and Improvement Priorities

The Annual Wellbeing Report 2018-19 highlights a range of performance challenges. Key priorities for improvement over the year ahead include:

- Sickness Absence: The Council recognises that the number of sickness absences represents a corporate challenge, with the outturn figure 2018/19 of days lost per employee across the Council higher missing the target set and being higher than in previous years. While there has been a 10% reduction in short term sickness absence over the past 5 years, over the same period there has been a 10% increase in long term sickness absence, with large rises over recent years in long term absence due to non-work related stress. In response there will be a focus placed on four key areas of activity: policy review; supporting managers; early intervention; and health and wellbeing initiatives. The Council has already made changes to strengthen its policy on long term sickness, and these have been communicated to all staff.
- Waste Management & Street Scene Services: Despite hitting Corporate Plan targets for street cleanliness the end of year performance position was lower than in previous years and had declined over the course of the year. Furthermore, the performance picture across the city for street cleanliness is not uniform. Within waste management city-wide performance levels show low levels of missed collections, however again variation exists across the city and at key dates, notably following Bank Holidays. These issues are compounded by ongoing workforce challenges across both waste and street cleansing services, including high levels of sickness absence. Over the year ahead concerted action will be taken to ensure a more joined-up, effective and efficient waste collection and street scene service, allied to evidence-led, targeted interventions in communities where street cleanliness is poor.
- Supporting vulnerable children and families: Supporting young people, particularly those who are vulnerable is a long standing corporate priority. Across a number of Wellbeing Objectives performance and outcomes for vulnerable young people needs a sustained focus, including educational outcomes for vulnerable young people, significant challenges in relation to safeguarding, notably the recruitment and retention of social workers and the demand pressures in children's services, and the impact of a range of connected community safety issues including County Lines, organised crime and drug crime. Priorities for the year ahead will be to embed the new preventative Family Advice Service as part of wider, whole-system approach to shift the balance of care towards earlier intervention and away from crisis services, more closely integrating this work with schools and other public services, and placing an enhanced focus on Community Safety issues through the new multi-agency Community Safety Leadership Board.
- Corporate Landlord: The Council manages an estate of around 1000 properties with a current use value of approximately £1.2 billion. Around 450 properties (2,000 buildings) are currently being used for operational

purposes. Over the past year significant progress has been made in this area, notably in relation to improving the Health and Safety of the Council's estate. However, given the level of risk and liability that this areas represents ensuring that the Corporate Landlord approach is embedded consistently across the Council will remain a strategic priority for the year ahead.

- Financial pressures: The latest review of the Medium Term Financial Plan (MTFP) identifies a budget gap of £101 million over the period 2020/21 – 2023/24. The budget gap is due to anticipated funding reductions, at the same time as demand and inflationary pressure on services is expected to rise significantly. The Council has made a quarter of a billion pounds in cumulative savings over the past ten years, with any additional savings requirement indicated in the current strategy adding to this quantum. Delivering savings of this scale over a sustained period is extremely challenging. In circumstances such as these, careful monitoring of financial controls and financial resilience will continue to be extremely important. Due diligence and acceleration of planning and preparatory work will be important in aiming to improve the achievability rates of savings.

### **Annual Reporting Schedule – National Performance Measures and Comparative Performance in Wales**

11. The national Performance Measurement Framework for Local Government in Wales identifies a set of 34 national performance measures against which the delivery of local public services is measured, at a material level, (Public Accountability Measures (PAMs)).
12. Performance against this data set is published incrementally, as and when it becomes available over the course of the year. This represents a departure from the previous approach of collating all the comparable PAMs and publishing them in a single release in September each year.
13. The availability of a nationally comparable data set was a primary reason for the delay in publishing the Council's annual performance report until October. Whilst this did allow the Council to compare its performance with other Local Authorities in Wales, it also meant that the end of year report was delayed until Month 7 of the next Financial Year. Furthermore, as the PAMs are national level indicators many will not be of strategic importance to Cardiff Council. For example, only 10 PAMs are included in the Corporate Plan 2018-19, and of these only 8 will be available before September 2019.
14. As a consequence of the phased release of comparative performance information, and to bring the Annual Performance report closer to the end of the financial year to which it relates, the Annual Performance Report will now be published in July (Month 4), significantly earlier than the statutory deadline of 31<sup>st</sup> October 2019. The decision to publish earlier brings a number of benefits. It gives the opportunity to communicate improvement information that is timely and accurate to Members, officers, citizens, communities, stakeholders, other councils, the Welsh Government and

regulators. It also aligns the annual performance report of the Council with other significant performance-related reports, including the Council's Corporate Risk Register Annual Review, the Annual Complaints Report, the Annual Report of Local Authority Social Services and the Cardiff Public Services Board Annual Report. Finally, publishing the Council's Annual Well-being Report is in line with the Well-being of Future Generations Act (2015) which states that Annual Well-being Reports '*must be published as soon as reasonably practicable following the end of the financial year to which the report relates.*'

## **Role of the Auditor General for Wales and the Future Generations Commissioner**

15. The Well-being of Future Generations (Wales) Act places a general duty on the Commissioner "*to promote the sustainable development principle... [and] for that purpose to monitor and assess the extent to which well-being objectives set by public bodies are being met.*" In carrying out this general duty, the Commissioner may conduct a review into the extent to which a public body is safeguarding the ability of future generations to meet their needs by taking account of the long term impact of things the body does under section 3 of the Act (the well-being duty to carry out sustainable development). In conducting a review, the Commissioner's reviews may look at:
  - the steps the body has taken or proposes to take to meet its well-being objectives;
  - the extent to which the body is meeting its well-being objectives;
  - whether a body has set well-being objectives and taken steps to meet them in accordance with the sustainable development principle.
16. The Auditor General for Wales may carry out examinations of 44 public bodies for the purposes of assessing the extent to which they have acted in accordance with the sustainable development principle when:
  - setting well-being objectives, and
  - taking steps to meet those objectives.
17. The Auditor General must examine each public body at least once in a five year period and must present a report on the examinations to the National Assembly for Wales before each Assembly election. In carrying out an examination, the Auditor General must take account of any advice or assistance given to the public body, or any review of and recommendations made to the body, by the Future Generations Commissioner for Wales. He must also consult the Commissioner.

## **Policy Review and Performance Scrutiny Committee**

18. The Policy Review and Performance Scrutiny Committee considered the Statutory Well-Being report on 10 July 2019 and the Chair's letter, together with the Cabinet Member's response is attached at Appendix 4.

## **Reason for Recommendations**

19. To recommend the Council's Annual Statutory Well-Being Report 2018-19 to Council.

### **Financial Implications**

20. There are no direct financial implications arising from this report. Targets, objectives and actions to meet them need to be consistent with the budget framework and medium term financial plan. Proposals should be subject to detailed reports accompanied by a robust business case where relevant and should include sufficient financial detail in order to set out the full and robust financial implications as well as be fully informed of associated risks.

### **Legal Implications**

21. The recommendation is made for the purposes of enabling the Council to comply with its legal duties as outlined in this report.
22. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have 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. If the recommendations in the report are accepted and when any alternative options are considered, the Council will have to consider further the equality implications and an Equality Impact Assessment may need to be completed.
21. The Well-Being of Future Generations (Wales) Act 2015 ("the Act") places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.

In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals.

The well-being objectives are set out in Cardiff's Corporate Plan 2019-22:

<http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>

The well-being duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way 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 account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrates approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

23. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language.

### **HR Implications**

24. There are no HR implications arising directly from this report.

### **RECOMMENDATIONS**

Cabinet is recommended to approve the Council Annual Statutory Improvement Report for submission to Council in July 2019.

### **PAUL ORDERS**

Chief Executive  
11 July 2019

*The following appendices are attached:*

Appendix 1: Annual Statutory Well-Being Report

Appendix 1a: Performance Update against the Key Performance Indicators included within the Corporate Plan 2018-21

Appendix 1b: Update against the Steps included within the Corporate Plan 2018-21

Appendix 2: Update against the Council's Capital Ambition Delivery Programme

Appendix 3: Cardiff Public Services Board Annual Report



Appendix 4: Letter from Chair of Scrutiny