

CABINET MEETING: 15 JULY 2021

ANNUAL WELL-BEING REPORT 2020/21

**LEADER (COUNCILLOR HUW THOMAS) AND CABINET
MEMBER FOR FINANCE, MODERNISATION & PERFORMANCE
(COUNCILLOR CHRIS WEAVER)**

AGENDA ITEM:

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 2020-23. This report also enables the Council to discharge a number of statutory obligations, such as the publication of a statutory Annual Well-Being Report, as required by the Well-Being of Future Generations Act (Wales) 2015.

Background

Delivering Capital Ambition: The Council's Corporate Plan and Delivery Framework

2. The Council's Corporate Plan translates the administration's political priorities, as set out in Capital Ambition, into deliverable organisational objectives. The Council's budget is also developed in tandem with the Corporate Plan on an annual basis to ensure alignment between the Council's budget and corporate priorities.
3. 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 out in the Council's Corporate Plan 2020-23:
 - 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

4. The Annual Well-Being Report is a statutory annual review of performance against the commitments set out in the Council's Corporate Plan 2020-23 and includes:
 - A strategic self-assessment of the Council's performance for the reporting year 2020/21 against each of the Well-being Objectives (**Appendix 1**);
 - A detailed update – with RAG Ratings – against the Key Performance Indicators included in the Corporate Plan 2020-23 (**Appendix 1a**);
 - A detailed narrative update – with RAG ratings – against the Steps included in the Corporate Plan 2020-23 (**Appendix 1b**).

Self-Assessment of Performance: The Council's Planning and Delivery Framework

5. The Council has established a robust Performance Management Framework that allows for a rounded assessment of organisational performance. This approach has, historically, discharged the Council's obligation under the Local Government (Wales) Measure 2009 to publish an annual report by 31 October. Moving forward, this duty will be replaced by Part 6, Chapter 1 of the Local Government and Elections (Wales) Act 2021, which places a new duty on local authorities to keep performance under review. The Act also places a duty on principal councils to report on performance through the production of a self-assessment report in respect of each financial year.
6. The Act, and associated Welsh Government guidance¹, sets out the expectations and purpose of the self-assessment, which is summarised as follows:

“...a way of critically, and honestly, reviewing the current position in order to make decisions on how to secure improvement for the future. Self-assessment is more than stating what arrangements are in place; it is about considering how effective these arrangements are and how they can be improved. Self-assessment of how the council is meeting the performance requirements places ownership of performance and improvement firmly with councils...It is about a council being self-aware, understanding whether it is delivering the right outcomes, and challenging itself to continuously improve.”
7. The self-assessment report must set out its conclusions on the extent to which the Council met the performance requirements during that financial year, and any actions it intends to take, or has already taken, to increase the extent to which it is meeting the performance requirements.
8. The Council is well-positioned to respond to the requirements of the Act and has already developed a strengthened approach to self-assessment,

¹ [Statutory guidance \(gov.wales\)](https://www.gov.wales)

drawing on a number of sources of performance information to assess progress against Well-being Objectives, including:

- Progress against the Council's Key Performance Indicators;
 - Progress against the Steps under each Well-being Objective;
 - Regulatory assessment;
 - Surveys and citizen feedback;
 - Complaints Report, which will also be considered as a report later in the year;
 - Financial monitoring – the Council's Outturn Report 2020/21 serves to inform the Council's financial position in respect of the year ending 31 March 2021;
 - Feedback from Scrutiny Committees and the Governance & Audit Committee – the Council responds to the issues raised and recommendations made by Scrutiny Committees, which help to inform performance improvement;
 - Risk – the Council's corporate and directorate risks are considered fully;
 - The Annual Governance Statement, supported by the Senior Management Assurance Statement.
9. Reviewing this information assists the Council in developing a balanced picture of the Council's improvement journey over the year, and enables the Council to identify areas of improvement and performance challenge, which will require further attention.
10. The Council also has in place a performance and accountability regime, which involves the wider political governance of the Council. In developing the self-assessment of performance, the following steps have been undertaken to provide opportunities for challenge and to ensure a full and balanced assessment:
- Directorate self-evaluation of performance;
 - Assurance sessions with each Director that are convened by the Chief Executive and Section 151 Officer to consider performance, risk & financial challenges and priorities;
 - Assurance sessions with the Chief Executive and the Council's Senior Management Team that are convened by Cabinet;
 - Performance Panel Review, convened by the Chair of the Policy Review and Performance Scrutiny Committee, and involving the Chair of each of the Council's Scrutiny Committees;

- Consideration by the Policy Review and Performance Scrutiny Committee.
11. In line with the requirements of the Local Government and Elections (Wales) Act 2021, the Council's Annual Well-being Report provides a balanced assessment of performance for each Well-being Objective, recognising areas of progress alongside areas of risk and performance challenge, and identifying areas of focus for the year ahead. The Cabinet believes that this approach provides the opportunity for a more nuanced evaluation of performance and a more constructive performance discussion than the previous categorisation exercise. The Annual Well-being Report does not therefore include a summary categorisation of performance for each Well-being Objective as it has in previous years.

Covid-19 Pandemic Response

12. The Covid-19 pandemic has presented the greatest challenge to local public services in a generation. Alongside its partners, the Council led the response to the pandemic in Cardiff by working collectively to prevent the spread of the virus, reduce hospital admissions and promote public health. At the end of March 2021, the cumulative number of Covid-19 cases in Cardiff reached 25,856, with Cardiff's case rate per 100,000 below the average of UK core cities as a whole².
13. The Council can demonstrate a number of major achievements over the past year, including:
- Delivering an effective Test, Trace, Protect Service: The Council was instrumental in the creation of the city's Test, Trace, Protect (TTP) Service, as well as the national TTP system. At the height of the pandemic, over 400 staff worked remotely for the service;
 - Providing 'Overflow' Support across Wales: Such was the success of the Cardiff TTP Service that Welsh Government requested that Cardiff Council be the hosting body for a National TTP Team, providing 'overflow' support to regions across Wales when demand exceeds capacity;
 - Effective Communication and Engagement: The success of the TTP Service has been dependent upon the effectiveness of communication and engagement, with residents continually provided with the latest and most accurate information. Targeted engagement work has been undertaken to effectively engage with hard to reach communities. An Ethnic Minority Covid-19 Operations Sub-group has also been established, as well as a communications and engagement strategy;
 - Supporting the Immunisation of All Residents: A mass vaccination programme was established, with the Council providing logistical

² This is based on the time period 1 March 2020 to 31 March 2021.

support by making full use of its assets, services and networks to support the immunisation of all residents. The first three milestones have been achieved, including offering a vaccine to everyone in priority groups 1 to 9³, and offering a vaccine to all 18-49 year olds;

- Keeping Vulnerable People, Residents and Staff Safe: In response to the extraordinary challenges presented by Covid-19, radical solutions requiring fundamental service redesign were realised by the Council in order to keep vulnerable people, residents and staff safe, whilst also preventing the spread of the virus. This relied on the allocation of resources and staffing across the system to where they were needed most urgently, with new partnership governance arrangements established to enable rapid and robust decision-making;
- Robust Health and Safety Arrangements: Covid-specific health and safety arrangements were established at pace and scale, in accordance with advice and guidance issued by Public Health Wales and UK/Welsh Governments;
- Ensuring the Safe and Effective Delivery of Services: The safety and well-being of staff, service users and residents has remained the foremost consideration for the Council, with the necessary Personal Protective Equipment (PPE) provided to ensure that services are delivered safely and effectively. Between March 2020 and March 2021, the Council issued 36,933,176 pieces of PPE to staff, schools, social care providers, unpaid carers, as well as private companies.

14. The impact of the pandemic is therefore considered in the Annual Well-being Report, with a particular focus on the risks and challenges that the pandemic has created, alongside the response of the Council and its partners in meeting these challenges in 2020/21.

Delivering Capital Ambition

15. The Council continues to evidence a broad pattern of year-on-year improvement across a range of council services, with clear progress in the delivery of key Capital Ambition projects:
- 552 new Council Homes have been completed, including 236 in 2020/21;
 - A new approach to homelessness has been established, with a transformative impact on the numbers of rough sleepers;
 - A range of new Independent Living community schemes have been progressed across the city;
 - The roll-out of the Hubs Programme has continued, with the launch of a new Butetown Creative Hub, and refurbishment of Whitchurch and Rhydypennau Hubs. Work has also started on the Maelfa Health &

³ [Covid-19 Vaccination Strategy for Wales](#)

Wellbeing Hub and Rhiwbina Hub, which is due for completion in 2021/22;

- Advice and Into Work services have been strengthened, with almost £15.5 million of additional weekly benefit identified for clients of the Money Advice team;
- The Indoor Arena procurement has progressed well;
- 506 new jobs have been created and 1,339 jobs safeguarded in the local economy;
- Schemes under Band B of the School Organisation Programme are being progressed, including Fitzalan High School, Willows High School, Doyle Avenue and St Mary the Virgin;
- Cardiff Commitment continues to provide an effective means of opening up employment and training opportunities for young people;
- Good progress has been achieved in the implementation of Additional Learning Needs (ALN) reform, with 97% of schools rated Very Good or Strong in relation to strategic preparedness for ALN Reform, compared with a regional average of 85%;
- The draft One Planet Cardiff strategy, the Council's vision for a Carbon Neutral City by 2030, was launched in October 2020. Momentum is growing behind the agenda, with major schemes such as the Lamby Way Solar Farm and Low Carbon District Heat Network;
- Cycling infrastructure has been rapidly expanded, and active travel has seen extensive improvement, with the roll-out of 20mph zones across the city and Active Travel Plans developed for 110 of Cardiff's schools;
- Recycling performance has increased at Household Waste Recycling Centres;
- Citizen satisfaction with council services has increased by 11%.

National Comparators and Citizen Satisfaction

16. National Indicators were not collected for 2019/20 due to Covid-19, limiting comparative analysis with other Welsh Local Authorities. The latest nationally comparable datasets are only available for 2018/19 and, at that time, the Council's performance against the majority of national indicators was improving. Those figures demonstrate that the Council was above the Welsh average in nearly 60% of nationally comparable indicators and was second in terms of local improvement for 2018/19. Arrangements to collect and share nationally comparable data sets have now recommenced and comparator data will be reviewed as soon as it is made available.
17. In the most recent National Survey for Wales that was undertaken in 2019/20, Cardiff was ranked as the top Local Authority in Wales when citizens were asked whether their Local Authority provided high quality services. Furthermore, each year, the Council engages directly with

Cardiff residents, via the Ask Cardiff survey, to hear their views and consult on a wide range of policies, plans and proposals affecting the local community. Results of the most recent Ask Cardiff survey, undertaken in 2020, found that citizen satisfaction with council services increased by almost 11%, with 67.4% of residents stating that they were satisfied or very satisfied with council services. In particular, 79.1% of citizens enjoy Cardiff's parks and open spaces and 71% are satisfied with libraries and Hubs.

Corporate Improvement Priorities

18. The Annual Well-being Report 2020/21 highlights a range of performance challenges, which need to remain the subject of corporate focus over the year ahead:

- **Children Looked After and outcomes for vulnerable children:** An assessment of key performance indicators shows encouraging trends in relation to the shift in the balance of care. Improvements to practice, including strengthened strategic management arrangements, have been realised over the past 12 months, whilst contact has been maintained with vulnerable young people during the pandemic. There has also been progress in the recruitment and retention of social workers. There is, however, a need for a continued focus on practice improvements across Children's Services, as well as the recruitment and retention of skilled social workers.

Evidence of increased demand is beginning to appear as a consequence of the pandemic, including for example, an 81.4% increase in the number of children on the Child Protection Register. These are likely to be early indicators of the 'long-tail' of the pandemic, where the medium and long term economic and social impact of Covid-19 will lead to demand and cost pressures. The sustainability of Welsh Government funding over the medium term also represents a significant risk to the service.

Whilst progress has been made in relation to the Youth Justice Service, particularly in relation to strategic governance, partnership working and intelligence, a continued focus is required on improving culture and practice. This will be done alongside new operational and strategic arrangements for contextual safeguarding of young people, particularly those involved in youth violence or vulnerable to criminal exploitation.

- **Waste management and street scene services:** Recycling performance continues to represent an area of challenge, with financial risk related to the non-achievement of statutory recycling targets. Work is being undertaken, with Welsh Government, to develop a new Recycling Strategy and to achieve 70% of municipal waste being recycled by 2025.

Progress has been made in relation to waste collection workforce reform, with a move towards a four-day working week, permanent

staff recruitment and a significant improvement in workplace health and safety arrangements. However, this remains a work in progress and will need to continue as a key area of corporate focus for 2021/22.

In terms of wider street scene services, the percentage of highways found to be of a high or acceptable standard of cleanliness is above the target of 90%. However, a number of wards, particularly in the city centre and in the south of the city, fall below the 90% target for high or acceptable standard of cleanliness.

- **Sickness absence:** Home and agile working has resulted in a marked reduction in sickness absence. The outturn position for 2020/21 was 8.6 full-time equivalent (FTE) days lost per employee across the Council, below the target of 9.5 days lost per employee. Within the overall corporate figure, however, there remains room for improvement within specific service areas. Moving forward, the gains made in 2020/21 must be made sustainable post-pandemic. Equally, a continued focus will be required on reducing long-term sickness absence through ongoing case management; managerial focus, particularly in areas of high sickness absence, and the provision of support for staff mental and physical health and well-being.
- **Financial pressures:** The ongoing Covid-19 pandemic continues to have a significant financial impact on the Council. The Council has incurred significant additional costs as it has worked to adapt public services, support local businesses and workers, and keep citizens, particularly the city's most vulnerable citizens, safe. In addition, income losses have been substantial, particularly due to the closure of the Council's cultural and sporting venues. Some of these costs and incomes have been recovered via the Welsh Government's Hardship Fund for Local Authorities. However, the situation remains extremely challenging, and the continuation/prioritisation of financial support post-Covid-19 remains a major financial risk. It will be critical for the Council to monitor key risks closely during 2021/22.
- **Modernisation:** The Council must continue to adapt to the challenges and opportunities of its new operating environment as a result of the pandemic. A programme of public services reform has been adopted as part of the 'Recovery and Renewal' framework to embed the service improvements, flexibilities afforded to staff and productivity gains achieved during the pandemic. A major component of this is the development of a 'hybrid working' model, which focuses on the four interconnected areas of people, workspace, technology and service transformation. As part of this work, the health, safety and well-being of staff is a central priority, alongside locking in the productivity and service improvements that have been achieved over the last 12-18 months.

Future Focus: Capital Ambition, Recovery and Renewal

19. In addition to the ongoing delivery of Capital Ambition, the Council recognises the pressing need to address recovery challenges. A comprehensive recovery planning exercise was undertaken as part of the development of the Corporate Plan 2021-24, which contains priorities for service recovery over the medium-term and was approved by Council in March 2021.
20. In May 2021, the Council committed to a programme of 'city renewal', which set out how the Council will work with city partners to lead a greener, fairer recovery. Four 'Recovery and Renewal' reports were considered by the Cabinet, which set out a series of proposals to underpin long-term renewal, and these will represent delivery priorities over the year ahead.

Scrutiny Consideration

21. The Performance Panel, which brings together the Chairs of the Council's five Scrutiny Committees and representatives of the Policy Review and Performance Scrutiny Committee, considered the Annual Well-being Report 2020/21 on 9 July 2021. The Policy Review and Performance Scrutiny Committee is also due to consider this item on 14 July 2021. Any comments received following that meeting will be circulated at the Cabinet meeting on 15 July 2021.

Reason for Recommendations

22. To recommend the Council's Annual Well-Being Report 2020/21 to Council for approval and publication.

Financial Implications

23. The Annual Well-being Report is a self-assessment of the performance of the Council and a commentary on its governance framework. A summary of the financial pressures that are facing the Council are set out in paragraph 18. The Annual Well-being Report contains targets and objectives with actions that 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 cases 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.

HR Implications

24. There are no HR implications directly associated with this report.

Legal Implications (including Equality Impact Assessment where appropriate)

25. The Authority must, in respect of each financial year, make a report setting out its conclusions as to the extent to which it met its performance requirements during that financial year. Further, each year the authority must publish an annual report showing the progress it has made in meeting its Well-being Objectives. The body of the report refers to the Authority's various reporting obligations in this regard.

General Legal Implications

26. **Equality Requirements:** In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. 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. Protected characteristics are: (a) Age, (b) Gender reassignment, (c) Sex, (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.
27. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.
28. **Well Being of Future Generations (Wales) Act 2015:** The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving seven 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.
29. 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 relevant to this report are set out in Cardiff's Corporate Plan 2020-23. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well-being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
30. The well-being duty also requires the Council to act in accordance with a '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 integrated approach to achieving the seven 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.
31. 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>
32. The decision maker should also have regard, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

Property Implications

33. There are no specific property implications in this report. However, the Strategic Estates team has assisted and advised where necessary on any property issues and any relevant matters referred to in this report will also be reflected in the Corporate Property Plan to be taken forward in the Autumn.

RECOMMENDATIONS

Cabinet is recommended to:

1. Delegate authority to the Chief Executive, in consultation with the Leader of the Council and Cabinet Member for Finance, Modernisation & Performance, to make any consequential changes to the Annual Well-being Report 2020/21 following receipt of comments from the Policy Review and Performance Scrutiny Committee.
2. Subject to recommendation 1, approve the Annual Well-being Report 2020/21 for consideration by Council.

SENIOR RESPONSIBLE OFFICER	Paul Orders Chief Executive
	9 July 2021

The following appendices are attached:

Appendix 1: Annual Well-being Report 2020/21

Appendix 1a: RAG Rating against the Key Performance Indicators included within the Corporate Plan 2020-23

Appendix 1b: A detailed narrative update – with RAG rating – against the Steps included within the Corporate Plan 2020-23

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