

## **CABINET MEETING: 24 FEBRUARY 2022**

### **PERFORMANCE AND PLANNING FRAMEWORK & DATA STRATEGY**

**CABINET MEMBER FOR FINANCE, MODERNISATION AND PERFORMANCE (COUNCILLOR CHRIS WEAVER)**

#### **AGENDA ITEM: 9**

##### **Reason for this Report**

1. To enable Cabinet to agree:
  - a) A strengthened Planning and Performance Framework, which responds to the new performance requirements set out in the Local Government and Elections (Wales) Act 2021; and
  - b) A new Data Strategy, which enhances the use of data in service management and service improvement.

##### **Background**

2. The Council's Planning and Performance Framework sets out the organisation's policy development and performance management arrangements. This is essential for the effective delivery of the Council's priorities as it aligns the Council's workforce, resources, and systems to deliver strategic objectives. It also provides a systematic approach to monitoring delivery, identifying any delivery challenges and enabling discussions on corrective action.
3. The Council's Planning and Performance Framework must respond to the requirements of the Well-being of Future Generations (Wales) Act 2015 and the more recent Local Government and Elections (Wales) Act 2021, which replaces the Improvement Duty set out in the Local Government (Wales) Measure 2009.
4. The Well-being of Future Generations Act requires the Council to set and publish Well-being Objectives, take all reasonable steps to meet those objectives and publish a statement about Well-being Objectives. These duties are fulfilled through the Council's Corporate Planning process. The Well-being of Future Generations Act also requires the Council to publish an annual report of progress, which is done through the Annual Well-being Report. The Council must also publish its response to any

recommendation made by the Future Generations Commissioner for Wales, though none have been received to date.

5. The Local Government and Elections (Wales) Act 2021 establishes a new legislative framework for local government elections, democracy, governance, and performance. The Act requires each council in Wales to keep under review, through self-assessment, the extent to which it is meeting the ‘performance requirements’ – i.e. the extent to which:
  - It is exercising its functions effectively.
  - It is using its resources economically, efficiently, and effectively.
  - Its governance is effective for securing the above.
6. The Act also places a duty to publish a report setting out the conclusions of their self-assessments once in respect of every financial year. Further detail of the requirements of the Act can be found in paragraphs 9-13 of this report. This report therefore sets out the changes that have been made to the Council’s Planning and Performance Framework in response to these duties, and other requirements of the Act.
7. In May 2021, the Cabinet agreed an approach to Organisational Recovery and Renewal which responded to the challenges, opportunities and change brought about by the Covid-19 pandemic. The report recognised that the Council’s response to the pandemic has been characterised by a culture of service innovation, unprecedented levels of cross-council and public service integration and an ability to effectively use data and technology at previously unprecedented pace and scale. The report made clear that the city’s pandemic response had relied on the rapid collection of real-time data, clearly presented and analysed across the public service system to inform decision making. Cabinet therefore committed to a shift in practice, strengthening its approach to corporate performance management and enhancing its capability to effectively use and analyse data to solve problems and improve service delivery.
8. The strengthening of the Council’s Planning and Performance Framework has therefore been deliberately undertaken in tandem with the development of a new Data Strategy in order to strengthen the use of data in planning and performance discussion and to inform decision making. Further detail on the Data Strategy can be found in paragraphs 61-73 and Appendix 1.

## **Issues**

### Local Government and Elections (Wales) Act 2021: New Performance Duties

9. The Local Government and Elections (Wales) Act 2021 establishes a new legislative framework for local government performance management, with an emphasis on self-improvement through a system based on self-assessment and panel performance assessment.
10. The purpose of the Act, in relation to performance, is “*to provide a framework which supports councils, through an ongoing process of review,*

*to think about their performance and effectiveness now and for the future; to encourage more inquisitive organisations willing to challenge themselves to do more, to be more innovative and more ambitious in what they do”.*

11. The Local Government and Elections (Wales) Act introduces five specific requirements in relation to performance management:
  - A duty to keep performance under review: The council must keep under review the extent to which it is fulfilling the ‘performance requirements’ that is, the extent to which:
    - it is exercising its functions effectively;
    - it is using its resources economically, efficiently and effectively; and
    - its governance is effective for securing the above.
  - A duty to consult on performance: The council must consult a range of people at least once in each financial year about the extent to which the council is meeting the performance requirements.
  - A duty to report on performance: The council must produce a self-assessment report in respect of each financial year. The report must set out its conclusions on the extent to which it 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.
  - A duty to arrange a panel performance assessment: The council must arrange for a panel to undertake an assessment, at least once during the period between two consecutive ordinary elections of councillors to the council, of the extent to which the council is meeting the performance requirements.
  - A duty to respond to a panel performance assessment report: The council must prepare a response to each panel performance assessment report, setting out the extent to which it accepts the conclusions in the report, the extent to which it intends to follow any recommendations in the report, and any actions the council intends to take to increase the extent to which it is meeting the performance requirements.
12. The Act states that the mechanism for a council to keep its performance under review is self-assessment, with a duty to publish a report setting out the conclusions of the self-assessment once in respect of every financial year, containing assessment of performance (service, finance, governance) and improvement actions identified.
13. The Welsh Government’s guidance<sup>1</sup> summarises self-assessment as “...a way of critically, and honestly, reviewing the current position in order to

---

<sup>1</sup> [Statutory guidance \(gov.wales\)](https://gov.wales)

*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.”*

14. The Council's Annual Well-being Report will act as the statutory Annual Self-Assessment Report. This will ensure that the new approach to self-assessment is integrated as part of the council's existing corporate planning, performance and governance processes. The Annual Well-being Report will be presented to Council in July each year.
15. The Annual Well-being Report will be the result of the self-assessment process set out in paragraph 34, 35 and 36. The report will draw on performance intelligence from a wide range of sources, including service performance, assurance self-assessment, risk register, budget monitoring; regulatory reports, scrutiny recommendations, citizen surveys. In addition to the Annual Well-being Report, Cabinet will also receive a Mid-Year Performance review in December each year, which will be developed through a similar self-assessment process.

### **Responding to the Act: A Strengthened Planning and Performance Framework**

#### The Council's Planning and Performance Framework

16. The Planning and Performance Framework is central to the Council's corporate governance arrangements. The Framework sets out how the Council identifies and agrees what it wants to achieve, how it measures and reports progress and, where necessary, how it identifies and agrees actions to improve performance.
17. There are, therefore, three distinct components to the Council's Planning and Performance Framework:
  - a) Identifying and agreeing what the Council wants to achieve: This is to ensure that there is a clear view of what success looks like across the organisation and with relevant partners, supported by realistic plans and budgets and with clear accountabilities, performance metrics and targets.
  - b) Measuring and reporting progress: This is to ensure that performance reporting is timely, integrated, and contains appropriate details drawn from a range of performance sources. It also allows performance reports to be developed through a process of self-assessment. The performance reports inform robust performance dialogues involving the Council's senior political and managerial leadership, and its wider political governance, focused on agreed priorities. The Council's approach further ensures that its performance monitoring is fact-based

and data-driven with performance assessment subject to challenge and support.

- c) Identifying and agreeing actions to improve performance: This is to ensure that performance discussions are improvement-focused, action-orientated, and that these actions are tracked as part of the Council's performance framework,
18. In anticipation of the new requirements, the Council has implemented a series of measures to strengthen its Planning and Performance Management Framework, with a focus on:
- Strategic leadership from the Leader, Cabinet Members and senior managers throughout the performance cycle.
  - Greater involvement of Scrutiny in planning and performance, through the involvement of the Performance Panel (which includes the chairs of each of the Council's five Scrutiny Committees) at critical points in the performance cycle.
  - An enhanced self-assessment approach with greater use of data and evidence (see below).
  - Greater integration with the Council's corporate governance arrangements and closer alignment with other major performance, financial and governance reports.
  - More timely consideration of performance reports; with the Annual Well-Being Report now considered by Cabinet and Council in July, rather than September, which is closer to financial year end, and quarterly performance reports on the Corporate Plan also shared nearer the end of each quarter.
19. Proposals to strengthen the Council's Performance Management Framework, specifically in response to the new Performance Duties included within the Local Government and Elections (Wales) Act 2021, were considered by the Governance & Audit Committee on 28 September 2021 and Scrutiny Chairs Liaison Panel on 4 October 2021. The role of the Governance & Audit Committee and the Scrutiny Committees in response to the new performance requirements were discussed as part of this consultation.

## A strengthened planning process

### Corporate Planning

20. The Council's Corporate Plan translates the administration's policy agenda into Well-being Objectives, with SMART 'steps' to outline what will be done and by when. Key Performance Indicators (KPIs) with corresponding targets are also agreed to help monitor progress and both political and managerial responsibility is also identified for each step and

KPI. An enhanced process for Corporate Plan development has now been embedded which includes:

- A Mid-Year Self-Assessment which is considered by Cabinet in December, following engagement with the Policy Review and Performance (PRAP) Scrutiny Committee. This commences the process of refreshing the Corporate Plan.
- Thematic Challenge Sessions which are convened by Well-being Objective each January/February. The challenge sessions are chaired by the Leader and Cabinet Member for Finance, Modernisation and Performance and involve the lead Cabinet portfolio holders, Chief Executive and relevant Directors. The challenge sessions consider progress and challenges in relation to each of the Well-being Objectives within the Corporate Plan, and provide an opportunity to consider priorities, steps, Key Performance Indicators and targets for the year ahead.
- Engagement with the Performance Panel each January/February. The Performance Panel allows the Chairperson of each Scrutiny Committee, and a delegation of the PRAP Scrutiny Committee, to:
  - Consider the Mid-Year Assessment and make recommendations for improvement as well as strategic policy suggestions for consideration as part of Corporate Plan development
  - Corporate Plan development; with a focus on the priorities, steps, Key Performance Indicators and targets proposed for inclusion within the revised Corporate Plan.
- Engagement with all Scrutiny Committees including PRAP Scrutiny Committee as part of pre-decision scrutiny of the Corporate Plan in February.
- Formal consideration by Cabinet and Council in February/March. The Corporate Plan is part of the Council's Policy Framework and this, as set out in the Constitution of the Council, ensures that the Corporate Plan is formally subject to consideration by all elected members.

#### Directorate Delivery Plans

21. Further to this, and responding to the broader definition of performance in the Act, Directorate Delivery Plans have also been enhanced to ensure that Directorates consider all sources of corporate intelligence in a structured and systematic way. Directorate Delivery Plans now contain a greater range of corporate indicators of performance including:
- The Service Commitments which have been identified to deliver the Corporate Plan, as well as any associated service KPIs.

- Corporate Health Indicators, including data on staff sickness absence, staff turnover, compliance with mandatory training and the number of agency staff employed.
  - Links to the Corporate and Directorate Risk Registers which set out the mitigating actions the Directorate have identified in order to address major risks.
  - Recommendations of External Regulatory Bodies, including the agreed responses to any recommendations or proposals for improvement.
  - Links to the Scrutiny recommendations which have been accepted by Cabinet and which the Directorate is responsible for progressing.
  - The requirements of the Welsh Language Standards, Welsh language policy and Equality Objectives
  - The Corporate Safeguarding actions, specific to the Directorate's business, that have been identified through the Corporate Safeguarding self-assessment process.
22. Directorate Delivery Plans are developed through a directorate self-assessment exercise, which includes a detailed consideration of all sources of performance information as outlined in paragraph 35 and are developed concurrently with the Corporate Plan and Budget. They are signed off by at a year-end assurance sessions convened by the Chief Executive and Section 151 Officer, and may be considered by the relevant Scrutiny Committees.
23. A workforce planning exercise is undertaken as part of the process of developing Directorate Delivery Plan to ensure that the workforce can support delivery. There is a corporate requirement for each Directorate to undertake a skills development assessment – following on from the self-assessment – to ensure that workforce planning is embedded in the Council's strategic planning process. The actions identified through workforce planning exercise, and progress against delivery, are considered as part of the assurance session with each directorate convened by the Chief Executive twice a year.

#### Personal Reviews

24. Personal Reviews ensure that employees have a clear view of what is expected of them in their individual job role. They set out what represents good performance and captures the individual's contribution to Corporate and Directorate priorities.
25. The Personal Review process was reviewed and reformed in 2017 following engagement with staff, Trade Unions, Scrutiny Committees and other partners. A greater emphasis was placed on having meaningful performance discussions with the individual whilst ensuring employees also had the opportunity to have dedicated time with their line manager to

discuss their development needs. As part of the Personal Development Review, the discussion focused on the individual, progress made and areas of improvement.

26. Personal objectives are set during May and June each year following the adoption of the Corporate Plan and Directorate Delivery Plans. This ensures a clear alignment between corporate, directorate and individual priorities. A six-month review takes place during November, which is aligned to the Mid-Year Assessment. The conversation between a member of employee and their line manager mirrors the structure of the self-assessment process with a focus on a) what has gone well, b) where there have been challenges and c) what are the priorities for the remainder of the year.
27. The end-of-year review takes place during April and May. This conversation is about celebrating the individual's successes but also understanding what did not go so well. It is also an opportunity for the individual to think about personal objectives and training that they may want to access over the coming year.
28. In addition to the formal six-monthly reviews, the guidance provided to managers and staff emphasises the importance of performance discussions to be conducted on an ongoing basis. Regular, informal but planned engagement with staff is particularly important in the context of the pandemic, where a large number of staff have been working from home, and would be expected to include discussions on both work and well-being issues.
29. The Personal Review policy applies to all Council employees, with the exception of its schools-based employees. The Council has set a target of 100% compliance with the Personal Review process and this is monitored through the Corporate Plan. The compliance rate is reported to the Senior Management Team three times a year, and to Cabinet and Scrutiny, as part of the quarterly reports on the Corporate Plan. The latest performance for 2020/21 showed a completion rate of 95%.
30. In addition to ensuring high compliance levels, new measures to ensure performance discussions are meaningful and are of high quality will be introduced by June 2022. This will include a requirement for each Directorate to provide an assurance opinion on Performance Reviews as part of the Council's Senior Management Assurance Statement.

### **Measuring and reporting progress**

31. A robust performance monitoring regime is in place, ensuring that relevant information is presented to the right people, at the right time. This has involved strengthening performance reporting practices and convening performance dialogues at all levels of the organisation, particularly, amongst with the Council's managerial leadership, Cabinet and wider political governance.

## Self-Assessment Report (Annual Well-being Report)

32. As noted in paragraph 17, the Council's Annual Well-being Report, a requirement of the Well-being of Future Generations (Wales) Act 2015, will act as Council's Statutory Annual Self-Assessment Report. The Self-Assessment Report will be published by July each year, having been brought forward from September. The Council also believes that undertaking this process on a bi-annual basis would strengthen the Planning and Performance Framework. For this reason, a Half-Year Performance Report will be developed, following the same process as for the Annual Self-Assessment Report.
33. The Annual Well-being Report will provide a strategic assessment of performance for each Well-being Objective, including:
  - What has gone well?
  - What are the performance challenges and risks?
  - What are the priorities for action?
34. The Self-Assessment draws on a range of internal and external performance intelligence sources:
  - Internal: service performance, assurance self-assessment, risk register and budget monitoring
  - External sources: Regulatory reports, Scrutiny Committee recommendations, citizen surveys, Governance & Audit Committee recommendations
35. Each of the sources of evidence the Council draws on are, themselves, developed in accordance with a robust process and subject to their own governance and oversight arrangements. For example, the:
  - Annual Budget Report published in July, and is considered by Cabinet, Policy Review and Performance (PRAP) Scrutiny Committee and Council.
  - Annual Governance Statement is published in July, and is considered by Cabinet, Governance & Audit Committee and Council.
  - Annual Risk Report published in July, and is considered by Cabinet and the Governance & Audit Committee.
  - Director of Social Services Report published in July, and is considered by Cabinet, Children and Young People Scrutiny Committee, Community and Adult Services Scrutiny Committee and Council.
  - Annual Compliments and Complaints Report published in June, and is considered by Cabinet, Governance & Audit Committee and Council.
  - Annual Report of the Cardiff Public Services Board published in June and is considered by PRAP Scrutiny Committee.

- Scrutiny Annual Report published July and considered by all Scrutiny Committees and Council.
- 36. The Annual Well-being Report will be developed through a process of self-assessment involving the political and managerial leadership of the Council, with enhanced roles for both Scrutiny and the Governance & Audit Committee. This will include:
  - Directorate self-evaluation of service performance, governance & financial challenges and priorities;
  - Performance and budget challenge sessions with each Director that are convened by the Chief Executive and Section 151 Officer to consider findings of directorate self-assessment;
  - Progress and performance session with Cabinet and the Council's Senior Management Team;
  - The Performance Panel, convened by the Chair of the PRAP Scrutiny Committee, and involving the Chairs of each of the Council's Scrutiny Committees and members of PRAP Scrutiny Committee;
  - Consideration by the PRAP Scrutiny Committee.
  - Consideration by the Governance & Audit Committee.
  - Consideration of the End-of-Year Assessment (the Annual Well-being Report) by Council.
- 37. In addition to the two strategic reports outlined above, quarterly snap shots of progress against Corporate Plan Steps and Key Performance Indicators will be shared with the Council's Cabinet and Senior Management Team. A bespoke performance update report will also be provided to each Scrutiny Committee, with a specific update on performance issues which relate to their terms of reference. This is to ensure that performance information is presented clearly and in a timely manner to the right stakeholders and help shape the future programme of meetings.
- 38. To ensure a systematic approach to recording and monitoring the progress made against the recommendations of External Regulatory Bodies. This is formally reported to the Governance & Audit Committee on a six-monthly basis, and the position helps inform the Council's self-assessment.
- 39. In addition, to ensure that the recommendations from the Council's Scrutiny Committees are leading to performance improvement, a similar 'tracker' approach has been adopted to report progress against accepted recommendations. This will report every six months to all Scrutiny Committees.
- 40. Improvements have also been made to the presentation of performance management information. There has been a move away from paper-based

data reporting to using new data visualisation software. This allows complex performance data to be presented over time, against target and, where the data is available, on a comparative basis.

### Role of Scrutiny

41. Welsh Government guidance emphasises the role that Scrutiny must play in performance and improvement, stating that (*Para 1.17*) '*Councils should use the findings of scrutiny committees, auditors, inspectors, regulators and commissioners on how a council is delivering its functions and governing itself to inform its self-assessment...*'.
42. The guidance further states (para 2.28) that '*Scrutiny committees are a key part of offering constructive challenge to how a council is performing and how it organises itself in the delivery of sustainable services. Scrutiny committees, as well as internal audit, will be a key part of a council's self-assessment, and the council should determine and agree how best to involve their scrutiny committees in the self-assessment process itself, not just in considering the outcomes of any self-assessment.'*'
43. As outlined in this report, the new arrangements have ensured a strengthened role for the Council's Scrutiny Committees in the performance cycle. As part of the Council's Self-Assessment process, it is therefore proposed that:
  - Performance Panel & PRAP Scrutiny Committee consider the draft Self-Assessment Report and make recommendations for improvement.
  - Performance Panel & PRAP Scrutiny Committee consider the Mid-Year Assessment and make recommendations for improvement.
  - All Scrutiny Committees receive draft reports for noting.
  - Recommendations from Scrutiny inquiries and letters form part of self-assessment intelligence, which are captured via the Scrutiny Recommendation Tracker.
44. It is also proposed that:
  - Each Scrutiny Committee receive quarterly performance report providing update against the steps and KPIs that fall under their Terms of Reference.
  - PRAP Scrutiny Committee receives quarterly 'Stock-Take' Report covering all Corporate Plan KPIs and Steps.
  - An update on the Scrutiny Tracker is provided to Each Scrutiny Committee at mid-year and year-end.

### Role of Governance & Audit Committee in Self-Assessment

45. The legislation established a new and enhanced role for the Governance & Audit Committee in the Performance Framework. The Council must make a draft of its Self-Assessment Report available to its Governance & Audit Committee. The Committee must review the draft report and may make recommendations for changes to the conclusions or actions the

Council intends to take. If the Council does not make a change recommended by the Governance & Audit Committee, it must set out in the final Self-Assessment Report the recommendation and the reasons why the Council did not make the change. It is therefore proposed that the Governance & Audit Committee will:

- Receive the draft Annual Well-being Report each July for formal consideration.
- Receive a briefing on the Self-Assessment approach and output of the Mid-Year Self-Assessment exercise each January.

#### Role of Governance & Audit Committee and Relationship with Scrutiny Committees

46. Scrutiny Committees continue to be responsible for scrutinising specific performance issues within the remit of their Terms of Reference and executive decision making. The work of Scrutiny Committees, as they relate to performance issues, will feed into the Annual Well-being Report – which then must be shared with the Governance & Audit Committee.
47. The Governance & Audit Committee will be responsible for reviewing the report and making recommendations pertaining to the extent to which the Council is meeting the performance requirements as set out in the Act. The Governance & Audit Committee will therefore have a specific role in making high level recommendations, using the governance infrastructure of the Council, rather than in making recommendations on the performance of specific service areas which will be dealt with by the Scrutiny Committees.

#### Consultation on Performance

48. The Act also requires councils to consult a range of stakeholders at least once in each financial year. Whilst the guidance refers to the need to consult on “*the extent to which the council is meeting the performance requirements*”, the guidance also notes that this could be incorporated within existing consultation and engagement arrangements.
49. The stakeholder groups defined in the Act include:
  - local people;
  - other persons carrying on a business in the council’s area;
  - the staff of the council; and
  - every trade union which is recognised by the council.
50. Established consultation and engagement mechanisms – such as the Ask Cardiff Survey, the Budget Consultation, and other surveys and consultation, as well as the Council’s Annual Compliments and Complaints Report – allow the Council to consider citizen voice as part of the self-assessment, policy development and budget setting process.

51. A Citizen Engagement Strategy, also required under the Local Government and Elections Act (Wales) 2021, will seek to further enhance the Council's approach to engagement in 2022.

### Panel Performance Assessment

52. The Act requires a council to make arrangements for an independent panel, appointed by the council, to assess the extent to which the council is meeting the performance requirements – a Panel Performance Assessment.
53. The Panel will not be responsible for holding the council to account and will not replace the assurance role of auditors, inspectors, or regulators, but it will offer an external view of how the council is operating. The findings and recommendations of the Panel Performance Assessment should be used alongside other sources to support the council in its approach to corporate performance, governance and improvement.
54. A Panel Performance Assessment must be undertaken at least once during an election cycle. The duties in relation to Panel Performance Assessments will come into force from the start of the next local government electoral cycle, in May 2022.
55. The membership of a Panel must include, as a minimum:
  - an independent panel chair not currently serving in an official or political capacity within local government;
  - a peer from the wider public, private or voluntary sectors;
  - a serving local government senior officer, likely to be equivalent to chief executive or director, from outside the council; and
  - a senior elected member from outside the council.
56. The Council is responsible for identifying panel assessors, commissioning the panel to undertake the assessment, and meeting any associated costs. The Council is in early discussions with the Welsh Local Government Association (WLGA), who have received financial support from the Welsh Government to develop a Wales-wide support offer for panel assessments, in relation to a future panel assessment for Cardiff.
57. The Panel Assessment Report must be shared with the Council, the Auditor General for Wales, Her Majesty's Chief Inspector of Education and Training in Wales, and Welsh Ministers. It must also be considered by the Governance & Audit Committee. Although not a statutory requirement, and in recognition of their central importance to effective corporate performance arrangements, a copy of the Panel Assessment report will also be made available to the Council's PRAP Scrutiny Committee.
58. The Council must prepare a response to the Panel Assessment Report. In its response, the Council is required to state: the extent to which it accepts the conclusions in the report; the extent to which the Council intends to follow any recommendations contained in the report; and any actions it proposes to take to increase the extent to which it meets the performance requirements.

59. The Council is required to make a draft of its response to the Panel Assessment Report available to its Governance & Audit Committee, which must then review the draft response and may make recommendations for changes to the response to the Panel Assessment. If the Council does not make a change recommended by the Governance & Audit Committee, it must set out in the final response the recommendation and the reasons why it did not make the change. Recognising the important role of the Council's scrutiny function, and though not a requirement of the legislation, the Council will also make a draft of its response to the Panel Performance Assessment available to the PRAP Scrutiny Committee for comment.
60. As soon as reasonably practicable after finalising the response, the Council will publish the response and send the response to the members of the Panel; the Auditor General for Wales; Her Majesty's Chief Inspector of Education and Training in Wales; and the Welsh Ministers.

### **Data Strategy & Data-Driven Performance**

61. Capital Ambition sets out a commitment to "*enhance [the Council's] data analytic skills, capacity and systems to... better understand and manage complex public services and develop tailored and targeted responses*".
62. The importance of data to the performance of organisations is now well understood as it represents a valuable asset which can support the delivery of corporate priorities and improve service delivery. Every organisation is responsible for the data they create and handle, and treating data as an asset can lead to valuable productivity gains.
63. Data, however, is often dispersed across different systems, organisations and processes. Without a clear strategic approach, identifying the right data sets to support delivery across a large organisation can be challenging. Converting this data into an asset also requires specialist skills within the workforce, investment in software and the adoption of new working practices.
64. The Data Strategy will, therefore, support the Council to transition from being a data-rich organisation to being data-driven by setting out a systematic approach to managing and interrogating data. The Council's Data Strategy complements the Planning and Performance Framework, which identifies corporate priorities and areas of improvement by deriving insight from all relevant data sets that the Council and its partners may hold.
65. The Planning and Performance Framework will identify areas of corporate priority or where major improvement is needed. Priority areas for data analysis will, therefore, be aligned with the Corporate Plan and areas requiring further improvement will be identified through the Council's self-assessment process.
66. Data-led improvement will be delivered by:

- Identifying areas to target via business-as-usual planning and performance processes.
  - Identifying the datasets which can shed light on the problem.
  - Investigating appropriate data collection and management processes.
  - Designing improved processes, utilising new ‘Data Warehouse’ technology.
  - Introducing data visualisation tools, such as Power BI dashboards to improve the presentation of data.
67. The Data Strategy outlines the five components which support the use of data to drive service improvement. These components are:
- **Data Architecture** – This will provide a framework detailing how information is collected, classified, integrated, enhanced, stored, and delivered securely.
  - **Data Management** – This involves establishing standards and policies to ensure that data is of the highest quality and managed in accordance with legislation. Specifically, processes will adhere to the requirements of the:
    - Data Protection Act 2018
    - General Data Protection Regulation (GDPR) 2018
    - Freedom of Information Act 2000
  - **Data Governance** – This involves defining and assigning roles, such as information owners, to make it clear who is responsible for ensuring our data is secure and well-managed throughout its entire lifecycle.
  - **Business Intelligence** – This details the technology architecture that will enable the right people to gain access to the right data and at the right time. Data is collected and organised in a logical way into a centralised store (the ‘Data Warehouse’) and is drawn on by data visualisation software (for example, Power BI) to produce reports and dashboards.
  - **Education & Culture** – This involves creating and supporting a data culture to enable data-driven decision-making and policy-making for our political leadership, managerial leadership, and service managers. It will also include the upskilling of members of staff who have a role in (a) the production of our reporting datasets and (b) bringing that data to life via engaging visuals.
68. Adopting the methodology set out above will require a range of skills across a number of service areas, including policy, performance and insight, data management, data engineering and data visualisation.

69. A cross-directorate approach has therefore been initiated to commence work on a number of data projects. These include:
- Corporate Performance: The presentation of corporate performance information in a dashboard format.
  - Management Dashboards: bespoke management dashboards for providing managers a view of performance against 'corporate health' indicators in their areas including: Mandatory Training Compliance; Sickness Absence; Workforce Composition; Citizen Satisfaction; Agile Devices; Information Governance; Health & Safety.
  - City Performance: A dashboard that shows high-level indicators which measure the performance of the city against a range of economic, health, environment, and community safety data sets, as defined in the Cardiff Public Services Board's Well-being Plan. This will also include measures inequality gaps within communities relating to poverty, income, education attainment, qualification, health etc to support evidence-based decision making, responding to socio-economic duty.
  - Vulnerable Children and Young People: this project seeks to develop a series of tools which enable better information sharing across services and partners. This will include in:
    - Phase 1: A cross-Council dashboard presenting key information on vulnerable children and young people
    - Phase 2: Single view of the child – an individual-focussed tool, bringing together data from various Council and partner IT systems, enabling practitioners to view the cross-discipline involvements with a young person.
  - Community Safety Dashboard: requested by the Community Safety Partnership, this dashboard presents crime data geographically by ward can be filtered by all crime types and shows month-on-month and year-on-year changes.
70. The Data Strategy and the data-driven performance projects underway represent leading practice in local government, and will require new and different skills and posts and additional training for staff and members. As part of the workforce development exercise a need to recruit and develop data engineers has been identified. Data Engineers provide specialist ICT skills which develop code that allow data held across the Council to be extracted into a Data Warehouse on an automated basis. In short, they build the system for bringing data from a range of different sources into a central repository, swiftly and effectively, where it can be analysed and presented to decision makers.
71. Additional training will be put in place for staff in 2022/23 to support data management, analysis and visualisation as this approach is mainstreamed across the Council. Training for members on how to use the digital dashboards will also be provided as part of the member induction programme in 2022 and on an ongoing basis thereafter.

72. Progressing the data strategy will require new and ongoing investment in technology, workforce and training. Ongoing licensing costs for data visualization and data warehousing software will need to be met to allow data to be effectively collected and presented. Equally, the Council must embed new specialisms within the workforce, such as data engineers and data visualization experts, to ensure that it has the necessary capacity and capability to progress the data agenda. All of this must be complimented by a programme of staff training to ensure key officers are upskilled in the areas of data collection, data presentation and data analysis. An investment proposal will therefore be developed in accordance with the budget setting process.
73. Data safety will be at the heart of the Council's approach. This will include:
- Data Impact Assessments will be conducted for all data priorities
  - Data sets will be restricted to small number of technical specialists in trusted positions
  - Specific control measures in place
    - A 'Request for Data' form will generate a ticket within the ICT Service Desk system to ensure a fully auditable trail for all data set development.
    - 'Request for Data' forms will mandate the capture of data expert(s) and a data owner who will play key roles in (a) authorising the development work and (b) signing off data sets and reports in our UAT environment prior to release.
    - Information Classification Standards will be applied at all stages to ensure both report writers and report consumers are fully aware of the impact to the Council if confidentiality, integrity or availability of the data is compromised.
    - Report consumers will not have access to the raw data in the data set
    - Access to reports will be restricted by report publishers using ICT Security Groups
    - Row Level Security will add an additional layer of access restrictions to reports that display information from our most sensitive datasets.

### **Reason for Recommendations**

74. To enable Cabinet to adopt a strengthened Planning and Performance Framework, which responds to new performance requirements and approve a new Data Strategy which enhances the use of data in service management and service improvement.

### **Financial Implications**

75. The report and the accompanying appendix sets out the approach for performance management, the use of data and the accompanying data strategy. The costs associated with the performance approach and the

data strategy will need to be considered as part of the considerations for setting the 2022/23 Revenue budget in order to ensure the appropriate level of resources is available. Due diligence will need to be given to the Council's obligations under the Data Protection Act and access to information legislation. Corporate strategies will need to be implemented to underpin controls and responsibilities to ensure compliance is achieved.

### **Legal Implications**

76. The new requirements under the Local Government and Elections (Wales) Act 2021 are set out in the body of this report.
77. In considering this report, regard should be had, amongst other matters, to:
  - (a) the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards;
  - (b) Public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, when making decisions, Councils must 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;
  - (c) the Well Being of Future Generations (Wales) Act 2015. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental and cultural well-being of Wales. 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 their respective duties under the Act, each public body listed in the Act must set and published wellbeing objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national wellbeing goals. When exercising its functions, Cabinet should consider how the proposed decision will contribute towards meeting the wellbeing objectives set by the Council and in so doing achieve the national wellbeing goals. The wellbeing 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 Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Cabinet must:

- look to the long term.
- focus on prevention by understanding the root causes of problems.
- deliver an integrated 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.

### **HR Implications**

78. Any requirements for additional staff or changes to roles that are required to support the Data Strategy will take place in accordance with agreed Council policies and procedures.

### **Property Implications**

79. There are no specific property implications in respect of the Planning and Performance Framework and Data Strategy Report. It should be noted that the Corporate Property Strategy 2021-26 (CPS) was approved at Cabinet in December 2021. The CPS sets out in detail on the Council's property strategy going forwards, including relevant targets over the next five years, performance against which may be monitored through the Annual Property Plan.
80. The Strategic Estates Department will continue to assist where necessary in supporting delivery within the context of the Planning and Performance Framework and Data Strategy. Any property transactions or valuations required to deliver any proposals should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

## **RECOMMENDATIONS**

Cabinet is recommended to:

- 1) Approve a strengthened Planning and Performance Framework, which responds to the new performance requirements set out in the Local Government and Elections (Wales) Act 2021; and
- 2) Approve a new Data Strategy (Appendix 1).

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>PAUL ORDERS CHIEF EXECUTIVE</b>
	18 February 2022

*The following appendix is attached:*

Appendix 1: Cardiff Council Data Strategy