

**CABINET MEETING: 20 MAY 2021**

---

**CAPITAL AMBITION: ORGANISATIONAL RECOVERY AND RENEWAL**

**LEADER (COUNCILLOR HUW THOMAS)**

**AGENDA ITEM: 3**

---

**Reason for this Report**

1. As part of the Cabinet's Capital Ambition: Recovery and Renewal agenda this report:
  - a. Outlines how the Council will seek to adapt to the challenges and opportunities of the new operating environment as the city emerges from the current phase of the pandemic.
  - b. Seeks approval for the establishment of a Capital Ambition: Recovery and Renewal Programme.
2. The report also seeks approval for the steps needed to deliver the programme, including:
  - a. The commencement of a programme of trade union and staff engagement including the proposed shift to adopting a 'hybrid working' model.
  - b. An in principle agreement of the need for a fundamental review of the Council's core office, locality and depot accommodation to be undertaken, with a detailed business case for each to be presented back to a future meeting of Cabinet for approval.
  - c. A review of the Council's relevant employee policy requirements, including the Homeworking Policy and the associated Agile Working policies, to ensure that they support the shift to a 'hybrid working' model.
  - d. A review of partnership arrangements to ensure that they can support the continuation of enhanced levels of multi-agency working.
  - e. Exploring the development a strengthened partnership approach to Public Health with Cardiff and Vale University Health Board, reporting to the Cardiff Public Services Board.
  - f. The acceleration of the development of a multi-agency 'locality working' model.
  - g. The establishment and monitoring the delivery of recovery plans for services that continue to be disrupted, or whose business model has been fundamentally challenged, by the pandemic.

- h. A post-pandemic review of all services to ensure that they are able to operate safely, effectively and efficiently in the new operating environment, including identifying opportunities for digitisation and for services to be provided online.

## Background

3. The Covid-19 pandemic has presented the biggest challenge to local public services in a generation and has led to rapid and significant changes to the way in which the Council and its partners deliver services. As the public health situation continues to improve Cardiff is on the verge of entering a new 'post-Covid-19' operating environment, which will bring with it new risks, new challenges and new opportunities for local public services. As the Council enters this new environment the Cabinet wishes for the culture of service innovation, the unprecedented levels of cross-council and public service integration and the dynamism, commitment and care shown by all council staff during the pandemic to be central to the organisation's recovery and renewal.

## Capital Ambition: Principles for Organisational Recovery and Renewal

4. The Council has identified the following 10 principles that will help to inform how local public services will change as a result of the pandemic:
  - i. **Child, family, citizen at the centre** – the pandemic has challenged old ways of working and existing service models. In rebuilding local public services, the needs and strengths of those receiving the service will be – at all times – front and centre.
  - ii. **Community/Locality-focussed** – the pandemic has led to a rediscovery of 'the local' and increased demand for local services. It has also had a differential impact across the city. In the future, services need to respond to the different challenges faced by communities across the city, bringing public service assets and resources together to create 'teams around the community'.
  - iii. **Flexibility** – the Council's response has been defined by the ability to act quickly and flexibly, with a focus on outcomes over process or presenteeism, and radical change enacted swiftly and effectively across organisational and service boundaries.
  - iv. **Partnership** - the Covid-19 crisis has demanded – and continues to demand – a whole-system response from the city's public services. The Council will continue to convene a city-wide recovery and renewal, with the scale and depth of the partnership working seen in the pandemic becoming business as usual.
  - v. **Prevention over cure** – the pandemic has exposed deep structural inequalities between communities and demographic groups in the economy, in health and wellbeing and access to services. The Council will focus on tackling the root cause of

problems, so often linked to poverty and inequality, and wherever possible act early to prevent problems occurring or getting worse.

- vi. **Digital by Default** – the shift towards online access to services seen in the pandemic will continue across all sectors. The Council will adopt a ‘Digital by Default’ approach, providing access to an enhanced range of services online where all those who can use digital routes to service choose to do so.
- vii. **Data and evidence-led** - the city’s pandemic response has relied on the rapid, robust collection, presentation and analysis of real-time data across the public service system to inform decision making. The Council will embed this shift in practice, strengthening its approach to corporate performance management and insight into both existing improvement priorities and the dynamic and complex new issues that will arise as a result of the pandemic.
- viii. **Service innovation** - the crisis has catalysed greater service innovation within the Council and across the public service system, with what would before have been seen as radical solutions implemented across partnerships, at speed. The Council wishes to ensure that the attitude of bold and creative approach to problem solving and improving services is central to the way local services are designed and delivered post-pandemic.
- ix. **One Planet Council:** Covid-19 has brought the importance of city resilience to shocks and risks to the fore. The Council has declared a climate emergency, and has set ambitious targets for decarbonisation in the One Planet Cardiff vision. Post-pandemic the Council will look to maximise environmental impact as an anchor employer and use the power of its organisational policies, practice and partnerships to lead a greener recovery and renewal.
- x. **Leading an inclusive economic recovery:** the Covid crisis has led to the most severe recession in living memory, with the greatest impact felt by those living in deprived communities, young people, women and the city’s ethnic minority communities. As the city economy enters a period of re-opening and recovery the impact of the Council’s investment programme, accommodation strategy, organisational policies and spending on the local economy needs to be maximised, particularly in support of those hit hardest by the pandemic.

## **Recovery and Renewal**

- 5. In order to provide strategic focus on the changes that the Council will need to make to the way it works in response to the pandemic, a ‘Recovery and Renewal Programme’ will be established. Given the uncertain environment within which the Council will be operating it is proposed that this be subject to review after a 12 month period. The priority areas for action are set out below:

## Adopting a Hybrid Working model

6. As the UK entered its first lockdown on 23 March 2020, in order to ensure the safety of staff and citizens and to slow the spread of the virus, the Council transitioned to a 'work from home' model for staff not working in critical front line services. Despite being one of the most challenging periods in memory for public services the Council has continued to operate effectively with a substantial proportion of non-front line staff working from home, with services and corporate functions continuing to function well and, in many cases, significant service change designed and implemented at speed.
7. In support of the transition to this new way of working the technology infrastructures, equipment and services needed to enable home working were rolled out rapidly and supported effectively by the Council's ICT team, and have been adopted by staff across the wide range of professional disciplines within the Council.
8. Feedback received from managers and staff indicates that overall arrangements have worked well, with discussions, meetings and productivity being maintained (and in some cases enhanced). This has also required an accompanying adoption by managers of management by outcome over 'presenteeism.' Staff feedback has also suggested that home working provides a better work/life balance for those who are able to do it, particularly those with caring responsibilities. Furthermore, sickness rates have reduced significantly in those departments who have adopted working from home at scale.
9. The use of video conferencing and remote/virtual meetings has created new opportunities for staff engagement, with, for example, over 400 staff attending a management forum event, and those who were not able to attend such events being able to catch up by viewing a recording of the event, with staff feedback being very positive.
10. Working with partners, within the city and beyond, has also been accelerated through the use of video conferencing, with the absence of a need to co-ordinate diaries, organise travel and meeting rooms meaning that multi-agency meetings could be organised quickly and take place frequently. Similarly, engagement in Wales and UK-wide meetings and networks has become more efficient, with meetings arranged at speed and no requirement for travel.
11. The Council's democratic governance has continued to operate effectively online over the course of the pandemic. Full Council meetings, Cabinet and Scrutiny meetings have all transitioned to video conference with meetings continuing to be webcast for public viewing. Audit Wales reported, following their work observing the Council's pandemic response and recovery that *'members have adapted well to the use of remote technology and chairing the meetings has been effective.'*
12. The adoption of agile working has already allowed the Council to reconsider and streamline its core office accommodation requirements.

In November 2020 the Council chose not to renew the lease on Wilcox House, and to relocate staff to County Hall or to agile/home working arrangements. This has reduced the Council's accommodation footprint by c 60,000 sq.ft. and released costs of c.£1.5m.

13. More broadly the reduction in staff commutes and journeys to work by car has also saved staff time spent in the car, reduced the Council's carbon footprint, contributed to the Council's clean air agenda and, if maintained, will also help to reduce congestion on the city's roads, particularly at peak hours. Increased levels of home and agile working are also seen as important levers for increasing spend and economic activity across all communities and in driving the recovery of district centres.
14. A number of challenges have been identified with greater home and agile working:
  - a. Feedback from staff indicates that while team meetings and partnership meetings are considered to be operating effectively, meetings which require creative thinking and problem solving, relying on a more free-flowing or organic discussion, can prove more challenging online than face-to-face communication.
  - b. The loss of personal interaction between staff could make it more difficult to build relationships upon which teamwork and successful delivery often depends. The opportunity for staff to build the networks that can support their work and their career development may also be hampered. This could be particularly challenging for those employees who have recently joined the Council or younger people beginning their careers.
  - c. It is recognised that there needs to be a greater understanding and time management regarding meetings when working from home and that continuous Teams meetings should be avoided. The Council produced a 'Homeworking Etiquette' guide at the beginning of the pandemic to provide guidance to both staff and managers. There is also training being piloted on this subject for both staff and managers.
  - d. Home environments must be both safe and appropriate for work. This can present challenges for certain groups of people, including people living in houses of multiple occupation, often young people, or those who do not have access to office or work space in their home or those who may feel lonely or isolated working at home alone for extended periods of time.
  - e. While offering the opportunity for better work/life balance and more flexibility in the working day, there is a danger that those working from home may experience a 'blurring of the lines' between their work and home lives. As a result, longer working hours or the inability to 'switch off' from work, particularly due to

Teams and/or Outlook notifications on personal mobile devices, also represents a risk to employee well-being.

15. In responding to the successful shift to home working seen during the pandemic, and the opportunities and challenges this new way of working presents, the Council is proposing to adopt a two phase approach.
16. Over the short term, the current arrangements for home and agile working will be maintained for the remainder of the 2021 calendar year. This approach is in line with the Cabinet's pandemic management priorities of keeping staff and citizens safe and limiting the spread of Covid-19, and responds to the likelihood that the Workplace Regulations relating to physical distancing will be in place until at least Autumn 2021.
17. To ensure that office environments are safe and adhere to the requirement for improved levels of ventilation there will be a re-assessment of work spaces in core office accommodation with maximum occupancy numbers for each office assigned. This will limit the potential occupancy of core offices, and so priority will be given to those staff whose return to an office environment is considered by services to be essential.
18. Looking further ahead to a point when physical distancing will no longer be required the Council does not intend to revert back to the pre-pandemic office footprint and 'traditional' staff office working patterns. Instead a new 'hybrid' model that seeks to maintain the benefits of increased home and flexible working arrangements experienced over the past year, whilst mitigating the risks identified above, will be developed. The development and implementation of this 'hybrid' model will combine a higher level of home working for those who are able with the option for some office working or attendance each week.
19. In doing so, four broad categories have been identified against which all roles within the Council will be assessed:
  - A. **Fixed location:** Employees who needs to be at the same location or desk every day, including frontline workers who commence from a set base.
  - B. **Flexible/Agile:** Employees who will have an office base, but may work from home or spend time out of the office base, meeting service users or partners. On average, it is anticipated that agile workers would be in the office for 2 days a week and that these days would be flexible, depending on work requirements.
  - C. **Home-based:** Employees who commence and end their work at their home, but are mobile throughout the day.
  - D. **Home:** Employees who perform 100% of their duties from their home.
20. In this proposed 'hybrid' working model, only fixed location employees would have a permanent desk, workstation or personal work-space. All other employees would have access to a desk, initially via an online booking form, in the Council's core office buildings, with meeting

facilities, interview/customer rooms and collaboration spaces also being available via an online booking system.

21. To ensure that those staff working from home are working in safe and appropriate environments, all home workers and a number of home-based and flexible workers will be required to have regular health and safety assessments. Employees who are currently working from home have undertaken self-assessments to review their workstation area, and any staff with a medical condition and/or physical disability have undergone a remote assessment via Occupational Health. Home working assessments will be repeated at an appropriate frequency determined by the risk involved.
22. It is proposed that all employee roles will be allocated into a category, and that this process will be led by service directors and managers in consultation with individual employees. Once a role is defined, staff will be able to request being switched between categories; however, this must be in line with service requirements and agreed by service manager and staff members. Any staff with physical or mental health requirements that make home or agile working challenging will be prioritised and appropriate office or work spaces allocated to them. Similarly managers will have the ability to arrange for appropriate arrangements to be put in place for those employees who, for a variety of reasons, find home working challenging.
23. Based on the discussions, outlined in the paragraph above, staff will have a mutual change to their terms and conditions so that their base of work is identified for contractual purposes. Any change will be through mutual consent. Full trade union consultation will take place on this proposal.
24. To support this process there will be a review of the Council's relevant employee policy requirements, including the Homeworking Policy and the associated Agile Working policies, to ensure that they support the shift to a 'hybrid working' model with details of the review being reported back to Cabinet
25. In addition to core office buildings, a network of community 'touch down' points and remote working hubs will be developed based in Council or partner buildings in communities across the city that will contain flexible desk space, meeting rooms and collaboration spaces that can be booked online. The establishment of these 'touch down' points/spaces will be developed in tandem with the focus on 'locality working' in partnership with other major public service providers and support the regeneration of local community and district hubs.
26. As a result of the adoption of 'hybrid working' the nature and scale of the Council's accommodation footprint will need to be reviewed, and where appropriate rationalised, adapted or modernised. The Council will therefore need to undertake a fundamental review of its office and depot accommodation requirement, with detailed business cases for both presented back to Cabinet for consideration.

27. The transition to an agile working model during the pandemic has been enabled by the Council's investment in digital infrastructures, services and skills. This will need to be continued in order to support the roll-out of agile working at scale post-pandemic, including the allocation of agile working devices and investment in meeting room facilities, 'touch down' points, and desk booking and utilisation technology.

#### Accelerating the Council's Digital Programme

28. The Administration's 'Capital Ambition' commitments prioritised the adoption of new digital technology to improve access to services, manage increasing demand and release financial savings. This agenda was given impetus with the appointment of a Chief Digital Officer, the publication of a new Digital Strategy (Digital Ambition) and a major programme of investment in the Council's ICT infrastructure.
29. This investment in digital infrastructure, services and skills meant that the Council was well-placed to respond to the shift to digital and online working necessitated by the pandemic. It also allowed the Council to lead on a number of city-wide and national digital initiatives in responding to the pandemic, most notably in supporting the rapid creation of the Cardiff and Vale Test, Trace, Protect (TTP) service and providing ICT support to the city's vaccination programme.
30. It is anticipated that the shift towards online activities and digital service delivery will continue to accelerate post-pandemic. Citizen expectation and familiarity with "digital" has increased, with "new adopters" of digital services, previously seen as unable or unwilling to access services online having their preference has shifted out of necessity. A core component of the 'Recovery and Renewal' programme will therefore be an acceleration of the Council's digital agenda, including:
- **Supporting the 'hybrid working' model:** The implementation of the digital infrastructure necessary to accommodate home and agile working at scale had begun prior the pandemic, with the mass rollout of enabling software such as Office 365. Over 62% of Council staff are now equipped with mobile devices, allowing them to work from home, touchdown points or remotely across the city. The adoption of a 'hybrid working' model will need to be supported by both providing the infrastructure and services needed to support those working from home and in modernising the services available in core office and touch-down accommodation.
  - **Online Access to Services:** The Council's successful delivery of channel shift towards digital routes was expanded during the pandemic, including new online applications developed for business grants; the provision of Free Schools Meals payments; the ability to report rough sleeping; and to donate to the Cardiff Food Appeal and Hardship Fund. The Cardiff App was also enhanced during the pandemic, including the ability to book appointments at Household Waste Recycling Centres, bulky waste collection and reporting

missed waste collections. Providing access to an enhanced range of services online will therefore continue to be a priority post-pandemic, with the adoption of a 'Digital by Default' principal, where all those who can use digital routes to service choose to do so. For those who cannot access or choose not to access services via online routes the Council will seek to ensure that alternative channels – particularly face-to-face – are available.

- **Process digitisation and the 'paperless office':** Greater home and agile working will create opportunities to digitise back office processes, with the 'paperless office' becoming the norm.
  - **Enhanced Use of Artificial Intelligence:** The Council has been a sector leader in the application of Artificial Intelligence in customer services, notably the introduction of the Council's Chabot, BOBi, with high customer satisfaction and usage outside of core C2C office hours.
  - **Real time data collection, presentation and analysis:** The city's pandemic response has relied on the rapid, robust collection, presentation and analysis of real time data across the public service system to inform decision making. The Council will embed this shift in practice to significantly strengthen its approach to corporate performance management and insight.
31. As part of a wider review of services post-pandemic, all services will be asked to identify further opportunities for digitisation and businesses cases developed for consideration.

#### Convening and leading city-wide response to recovery and renewal

32. The Covid-19 crisis has had a major disruptive impact on every aspect of city life, public services and every industry and sector of the city's economy. The complex challenges presented by the pandemic cannot be met by one organisation, sector or public service acting alone, and so the Covid-19 crisis has demanded – and continues to demand – a whole-system response from the city's public services.
33. From the very beginning of the crisis Cardiff adopted a partnership approach. The past 12 months has seen joint working between the city's public service on an unprecedented a depth and scale, led by the Cardiff Public Services Board (PSB) chaired by the Leader of the Council.
34. New partnership services have been created, at scale and speed, including the TTP service, joint working on initiatives including the mass vaccination programme, the creation of the Dragon's Heart Hospital at Principality Stadium, the approach to reducing homelessness and rough sleeping and the joint enforcement team. The crisis has also catalysed greater service innovation across public service systems, particularly for complex issues, with radical solutions requiring fundamental service redesign and reform being identified, agreed and delivered. This has relied on the allocation of resources and staffing across the system to

where they were needed most urgently. New partnership governance arrangements to enable rapid and robust decision making have been established which, allied to a culture of joint working built on well-established relationships at a leadership and operational level, has overcome service and organisational boundaries.

35. Looking to the future, the continued management of the pandemic and many of the most complex problems facing public services in the post-Covid environment will require the same level of partnership commitment and action. In the immediate term, this will include the continuation of the TTP service, with Cardiff Council hosting the national surge team for Wales; the continued rollout of the mass vaccination programme, including the potential for further booster shots in the autumn; and the critical role of responding to increased international travel and any outbreaks of 'variants of concern'.
36. More broadly, the strengthened partnership arrangements and joint working will be required in order to respond to increased demand and new, complex issues that will arise as the city emerges from this phase of the pandemic. This includes: building on the progress made in integrating health and social care services and responding to the impact of 'long-Covid; embedding and building upon the new approach to homelessness and rough sleeping; responding to the increase in poor child and adult mental health; increases in family breakdown and a rise in the number of children in need of support; and a wide range of community safety, cohesion and safeguarding issues.
37. To ensure that the city's public service partnership governance arrangements are fit for purpose for meeting the complex multi-agency challenges that the city's public services will face over the coming years it is proposed that the partnership governance arrangements supporting the Cardiff PSB are reviewed and refreshed, aligned with the statutory requirement to undertake a Wellbeing Assessment in 2021/22 and prepare an updated Wellbeing Plan in 2022/23.
38. Given the challenges presented by the pandemic and the wider existing health inequalities between communities in Cardiff that the pandemic has exposed the Council and Cardiff & Vale University Health Board (UHB) will need to continue to work in close partnership on the city's public health agenda. This will include tackling inequalities in access to service that some communities face and working together on the wider social determinants of health that are critical to addressing health inequalities, including access to good housing, employment and education, and safe, clean and cohesion communities. In order to support and provide focus to this work the Council will explore with Cardiff and Vale UHB a new Public Health-focussed partnership board, reporting the Cardiff PSB.
39. The crisis has also seen the emergence of a strengthened partnership with businesses across the city economy. Nowhere has this been more apparent, and nowhere will it be more important over the year ahead given the challenges faced, than in the city centre and the partnership with FOR Cardiff.

40. Higher Education has been amongst the most disrupted sectors in the city economy. Over the past year a strong partnership approach has been in place between the TTP service and the city's colleges and universities in order to help management of the pandemic. This will need to continue over the coming 12 months, in particular as a new cohort of students arrive in the city in early autumn. More broadly, the role of the city's Universities as an anchor institutions, major employers, attractors of students and investment and sources of innovation and economic development needs to be enhanced. The Council will therefore explore the potential of new partnership arrangements between the Council and its higher education sector post-pandemic.
41. The social distancing and work from home measures in place as a result of the pandemic have radically altered the daily flows between the city and the city-region over the past 12 months. While it is as yet unclear how quickly dynamics such as daily commuter flows will return to pre-pandemic levels, or if they will at all, it remains likely that cities will remain the engines of regional economies, with highly skilled and highly productive companies clustered in urban centres, and of the arts and cultural production. The mutual dependence of the city and its surrounding region, and the partnership arrangements in place to manage this relationship, will remain of central importance to Cardiff's post pandemic economic recovery. Cardiff Council will therefore play an active leadership role in the development and establishment of a Corporate Joint Committee (CJC) for the Cardiff Capital Region over the year ahead. More broadly, given the challenges the Covid-19 pandemic has and will continue to present to cities, close working with the major cities of South Wales and the West of England, through the Western Gateway partnership, to unlock investment in strategic transport, innovation and energy infrastructures, will remain a priority.

#### Locality Working: Building cross-public services 'teams around the community'

42. Partnership working at a community level, across the public services and with communities, has been a feature of the work undertaken in response to the pandemic, in particular in health and social care services and in supporting older and more vulnerable people to live independently in their community. Allied to this, the 'stay home' and 'stay local' restrictions in place as a result of the pandemic has led to greater appreciation amongst citizens for the local areas and a greater demand for easy access to local services.
43. In response, the Council will work with partners to developing a 'locality working' model for planning and delivering services as the city emerges from the pandemic. This will involve close working with partners to bring to bear the combined assets and services in a community, including schools, health and care services, local policing and the third sector together to ensure that local public services are tailored to the needs and strengths of each person, and that are accessible in the local community. This approach will build upon the successful development of community and health and wellbeing hubs, with local multi-disciplinary teams, based

in communities. In practice, this will be particularly important for the planning, assessment and delivery of care and support services for older people, for children and their families and for vulnerable adults and those with complex needs.

44. The Covid-19 pandemic has presented a severe health risk to and has had a major impact upon the lives of the city's older people. To meet the challenge the pandemic has presented, and to make sure that the city's older people can continue to access support safely, council services have been reshaped and additional care and support measures have been put in place, with partnership working and integration between the city's health and social care services taken to a new level.
45. Building on this, care and support will be joined up and delivered at home by default, allied to a greater level of specialist care and support delivered in communities. In doing so, the Council will build on the success of Cardiff's Independent Living Services to develop local community well-being services thereby reducing and preventing the need for care and hospital admissions. Where hospital admission is necessary, the Council will work in partnership with the Cardiff and Vale UHB to ensure that people can leave hospital quickly and safely, with the support and interventions necessary to do so.
46. The Council also recognises the importance of communities being designed in a way that accommodates the needs of older people, with housing options developed that enable people to live in their own homes and communities for as long as possible. The Council will therefore increase the provision of Extra Care housing, using this type of housing as an alternative to general residential care beds, alongside the supply of Community Living housing, which allows domiciliary care to be easily provided.
47. The pandemic has also had a major impact on the lives of the city's children and young people. To support the Council's Child Friendly City programme there will be the local join up of public services in communities, particularly for the city's most vulnerable children. This will involve the adoption of a 'team in the school' approach, with support and wellbeing services co-located in schools, including: youth workers, social workers, family support workers, school-based counselling and mental health services. To support the most vulnerable families, access to wider family support services will be closely aligned, including: early help & family support; domestic violence support; mental health services; and financial and housing advice and support.
48. A core component of the locality model will be increased integration of Council services, responding to local factors, in relation to improving local environmental quality. The development of a new 'Street Scene' model for cleansing and environmental enforcement will build on the new 4-day Recycling Services collections model by ensuring cleansing follows collections to provide a cleaner environment for communities. This will include servicing the city centre and key district centres on a 24/7 model and a balanced cleansing resource to manage demand throughout a

normal city day. Furthermore, dedicated roles will be developed to support community based cleansing within the higher density areas of Cardiff. Alongside this, Love Where You Live will continue to develop and grow community groups and associated activities to bring residents back into the heart of their communities.

49. A locality model for service delivery also forms a core component of the Council's wider aspirations to be a '15 minute city,' where all people, but particularly children, vulnerable adults and older people, in all communities can travel safely by foot and by cycle to local public services, district centres with shops and community amenities, work spaces and high quality parks.

#### Leading a greener, fairer recovery

50. Capital Ambition already makes clear that the power of the Council's spending and organisational policies, practice and partnerships must be leveraged for maximum social and environmental gain. As the city economy enters a challenging period post-pandemic, the Council's power as a major employer, its spending power and its civic leadership will become of even greater importance.

51. As part of its economic recovery and renewal programme, the Council has set out the priorities and projects that will deliver investment and create jobs in the city economy over the short, medium and long term. This programme of capital investment will represent a crucial pipeline of investment and stimulus into the local economy. In addition, the Council will also seek to use the power of its policies, procurement and influence to accelerate fairer economic recovery, support local businesses and provide job opportunities to those most impacted by the pandemic, including:

- Delivering the Living Wage City initiative, paying the living wage to all employees and encouraging all employers to become living wage accredited;
- Enhancing the Council's apprenticeship scheme and participating in initiative such as the UK Government's 'Kickstart' scheme to open up employment opportunities in the Council to young people who would not otherwise have such opportunities;
- Establishing social clauses within all major council contracts to maximise local job creation and support local supply chains, including maximising the impact of the Council's capital programme- which includes school building, housebuilding and investment in local hubs- on the local economy.

52. In response to the climate emergency the Council will also adapt its own organisational policies and practice to lead Cardiff's transition to a low carbon economy. Measures will include:

- Increasing the uptake of hybrid working and active travel amongst staff;

- The transition of the Council's fleet to low carbon and electric vehicles;
  - Retrofitting street lighting with more sustainable LED technology;
  - Adopting digital technologies and smart metering to better manage energy usage in council buildings;
  - The use of council owned land for increased biodiversity and renewable energy production;
  - Removing all single use plastics from council venues; and
  - Pursuing the continued divestment from fossil fuels from the Cardiff and Vale Investment Fund and working with partners to support divestment across the city.
53. In 2020 the Leader of the Council established a Race Equality Task Force to tackle the inequalities faced by Cardiff's ethnic communities, many of which will have been deepened by the public health crisis and emerging economic crisis. The Council will work with the Task Force over the year ahead on the implementation of its recommendations, in particular to the organisational policies that can provide greater opportunities and support for people from the city's ethnic minority communities.

### Service Recovery

54. In the short to medium term, as lockdown restrictions are eased in line with the Welsh Government's Coronavirus Control Plan, it is anticipated that most council services will be able to reopen, albeit in some cases in an adapted form. The Council will continue to adopt the safe and disciplined approach to reopening services in place through the pandemic. In doing so, the Council will focus on ensuring that the performance levels of core services, as set out in the Council's Corporate Plan, are maintained through the recovery period.
55. It remains likely that for the remainder of 2021 and perhaps beyond, council services will have to continue to operate with some social distancing measures in place. These restrictions will continue to significantly disrupt the delivery model for a limited number of services, notably face-to-face services and those in the leisure, culture and visitor economies. For each of these services, recovery plans have been developed to put the service back on a sustainable footing.
56. Similarly, known budget hotspots, particularly in areas which will see increased demand as a result of the pandemic or those reliant on income streams impacted by the pandemic will receive targeted intervention to support service transformation.
57. More broadly, the pandemic will have created new challenges and opportunities for every council service. A corporate exercise to identify the impact of the pandemic and the adaptations required for all services will be undertaken by Directorates of the course of the summer.

## **Robust Financial and Performance Management**

### Continued focus on efficiencies and 'hot-spot' services

58. The Council's Budget Strategy for 2021/22 approved by Council in March 2021 included the most up to date Medium Term Financial Planning assumptions and suggested a budget gap cumulatively over the next four years of £85M (to 2025/26). There is a need therefore to continue to identify new opportunities for delivering efficiency and a significant driver for this must be transformation across services, especially where the benefits from new service delivery models post pandemic can be maximised.
59. As part of a review and refresh of current arrangements, additional support will be provided to ensure that all 2021/22 savings are delivered as planned and all budget 'hotspots' are targeted early and effectively through robust budget monitoring to ensure that mitigating actions as appropriate can be taken in-year.
60. The pandemic clearly dominated the early part of last financial year, but with working systems now established and recovery plans being put in place there is a greater opportunity earlier in this new financial year to work across services to ensure that transformation and resultant efficiency proposals are identified. This will include working with services, for example through specific workforce planning initiatives, and in a cross-cutting nature across the Council to review opportunities, testing new ways of working, for example through more use of digital technology.

### A strengthened approach to performance management and data analysis

61. As the Council enters a period of change, robust performance management arrangements will be of critical importance to ensure that services are continuing to deliver good outcomes for citizens, existing performance challenges are being addressed and that new programmes and services are having an impact. In addition, Part 6 of the Local Government and Elections Act (Wales) 2021, which came into force on 1 April 2021, introduced new and additional performance requirements on all local authorities in Wales.
62. In anticipation of the new national improvement framework, the Council has taken a series of steps to strengthen its performance management arrangements over the past 18 months. This has included the introduction of performance challenge sessions convened by the Leader and Chief Executive, half-year strategic assessments drawing together performance information from a wide range of sources, improved data visualisation and enhancing role of the Scrutiny Performance Panel. Taken together, these measures ensure that the Council is well positioned to respond to the new requirements of the Local Government and Elections (Wales) Act 2021. In response to the pandemic, a 'pandemic management' performance dashboard was also created at speed that allowed the Council to understand, on a daily and weekly

basis, and actively manage the impact of the pandemic on critical services, including schools, care homes, the availability of PPE, community safety, domestic violence, bereavement services and workforce availability across all services.

63. To respond to the new performance requirements, build on the improvements in corporate performance reporting and management, and those enacted in response to the pandemic, a new Performance Management Framework will be brought forward alongside a new Data Strategy for the Council. This will form part of a new approach to enhance the use of data in service management and service improvement, with the Council investing in enhanced data management and analytical capacity.

### **Staff Engagement**

64. The Recovery and Renewal priorities outlined in this report represent significant changes in practice and culture for the Council and its staff. The Cabinet recognises that for a great number of staff the past year will have been the most professionally and personally challenging year of their careers. Ensuring staff voices are heard in shaping the proposals over the coming months will therefore be vital in ensuring that the success and sustainability of the new ways of working that the Council wishes to adopt. A programme of staff engagement will be initiated, to run over the summer of 2021, including:
- a. A staff conference to thank all Council staff for their work over the course of the pandemic and to begin engagement on the recovery and renewal programme.
  - b. A staff survey and a series of focus groups to help inform the development of the 'hybrid working' model.

### **Scrutiny Consideration**

65. The Policy Review & Performance Scrutiny Committee will consider this issue on 18 May 2021. Any comments received will be circulated at the Cabinet meeting.

### **Reason for Recommendations**

66. To approve the establishment of a Capital Ambition: Recovery and Renewal Programme.

### **Financial Implications**

67. This report sets out a series of actions and priorities. The Council approved 2021/22 Revenue and Capital Budget identified funding for many of the activities outlined in the body of the report, some of which will have already undertaken business cases and others will require the development of a robust business case. For each activity, all implementation costs and any associated ongoing revenue costs and

funding sources need to be identified prior to delivery. Some projects will inevitably carry a degree of risk associated with delivery whether it be cost or timescale. Robust risk registers should be held at the appropriate service / project / programme level with a regular review in order to ensure that risks remain time appropriate along with the right risk mitigations being in place and being developed.

68. The report mentions the need for some services to continue to develop, review and update recovery plans for those services impacted by the pandemic. The recovery plans will give consideration to both different scenarios but also sensitivity analysis surrounding attendance and interaction with the services recovering. These plans will continue to be subject to regular review in order to ensure the plans and the risk reflect the current reality of the challenges being faced.
69. Transformation projects and consideration of the future accommodation solutions will all be subject to development of business cases, which set out likely costs and savings with consideration of timescales, risks and options.

### **Legal Implications**

70. The report seeks approval of a Capital Ambition: Recovery and Renewal Programme, setting out priority areas for change in relation to the way the Council works in response to the post-Covid 19 operating environment, and the preparatory actions required to progress the Programme. Legal advice will be required throughout the planning and implementation of specific proposals within the Programme and the legal processes and formal decisions required.
71. The 'hybrid working' proposals raise employment law implications and consultation requirements. The report confirms that the proposals will be progressed with individual consultation and mutual consent, and accordingly, seeks authorisation to commence a programme of trade union and staff engagement. Legal advice will be provided as the proposals are progressed.
72. In considering this matter, Members must have regard to the Council's public sector equality 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.
73. 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.

74. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must also be satisfied that the Council's decisions comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
75. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its proposals upon the Welsh language.

### **HR Implications**

76. There are significant and wide reaching HR implications for this report that are set out at various places within the report. It will be important that there is Trade Union consultation at all stages of the development of proposals within this report
77. Any staff engagement must use a methodology which allows staff to fully participate in the process and is relevant to the group of employees concerned.
78. It is proposed that any changes in contracts will be carried out in full consultation with the Trade Unions and through mutual consent with employees.
79. The development of the revisions to the current Homeworking Policy will be consulted on with Trade Unions, Managers and the Employee Equality Networks.

### **Property Implications**

80. The report identifies several key recommendations that may directly or indirectly impact / influence the way Cardiff Council best utilises land and property in the future. The recommendations are not property specific in this report, however, it will be important for Strategic Estates / County Estates to be a key stakeholder in discussions and proposals arising from this paper to best advise on property matters. Cardiff Council is currently drafting a new Corporate Property Strategy and proposals within this report will align with the aims and objectives of the strategy, over both the short and medium term.
81. Any property transactions or valuations in respect of Recovery and Renewal as the Council seeks to adapt to the challenges and opportunities of the new Covid-19 pandemic operating environment, should be carried out 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 the establishment of a Capital Ambition: Recovery and Renewal programme, based on the priorities outlined in this report, to be reviewed after 12 months.
2. Delegate authority to the Chief Executive, in consultation with the Leader and Cabinet Member for Finance, Modernisation and Performance, to:
  - a. Commence a programme of trade union and staff engagement on the development of a 'hybrid working' model.
  - b. Undertake a review of the Council's relevant employee policy requirements, including the Homeworking Policy and the associated agile working policies, to ensure that they support the shift to a 'hybrid working' model, with details of the review being reported back to Cabinet
  - c. Establish recovery plans for services that continue to be disrupted, or whose business model has been fundamentally challenged, by the pandemic.
  - d. Oversee a post-pandemic review of all services to ensure that they are able to operate safely, effectively and efficiently in the new operating environment, including identifying a programme of further service digitisation.
  - e. Deploy resources within the budgetary framework to support the delivery of the proposals outlined in this report.
3. Delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment and Development and Section 151 Officer to undertake a fundamental review of the Council's core office and depot accommodation through a detailed business case process and to report back to a future meeting of Cabinet.
4. Delegate authority to the Corporate Director for People and Communities, in consultation with the Leader and Cabinet Member for Social Care, Health and Wellbeing, to:
  - a. Accelerate the development of a multi-agency 'locality working' model, focused on health and care services.
  - b. Explore new partnership arrangements for Public Health with the Cardiff and Vale University Health Board, under the auspices of the Cardiff Public Services Board.
  - c. Undertake a review of the Council's public services partnership arrangements to ensure that they can support the continuation of enhanced levels of multi-agency working.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>PAUL ORDERS</b> <b>Chief Executive</b>
	14 May 2021