



## Report of the Cabinet Member for Business Transformation & Performance

Cabinet – 15 August 2019

### Annual Performance Monitoring Report 2018/19

<b>Purpose:</b>	To report corporate performance 2018/19.
<b>Policy Framework:</b>	<i>Delivering a Successful &amp; Sustainable Swansea</i> Corporate Plan 2018/22 <i>Sustainable Swansea – Fit for the Future</i>
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that:  1) The performance results are noted and reviewed to help inform executive decisions on resource allocation and, where relevant, corrective actions to manage and improve performance and efficiency in delivering national and local priorities.
<b>Report Author:</b>	Richard Rowlands
<b>Finance Officer:</b>	Paul Roach
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Rhian Millar

#### 1.0 Introduction

- 1.1 This report presents the performance results for 2018/19 delivering the Council's Well-being Objectives (priorities) described in the Corporate Plan 2018/22 *Delivering a Successful & Sustainable Swansea*.
- 1.2 The outturn presented in the performance tables (Appendix A) incorporates an overview of performance that needs to be considered alongside the current financial situation of the Council.
- 1.3 The financial resources required to achieve the specified performance levels in 2018/19 have been provided in the approved budget. As part of the work on *Sustainable Swansea – Fit for the future* there will be an increased focus on understanding the level of activity and outcomes that

are achieved for the budget allocated so that choices can be made about relative priorities.

## **2.0 Performance and Improvement**

- 2.1 Performance is judged using the results measured by Corporate Plan performance indicators compared to agreed targets.
- 2.2 Improvement is measured by comparing the results of Corporate Plan performance indicators against the results from the same period last year where comparison is possible.
- 2.3 It is important to point out that each of the corporate priorities cannot be seen in isolation from each other. Each priority both affects and is affected by the others. For example, Improving Education and Skills is both important to our efforts to tackle poverty and improve the economy. For this reason, many of the performance indicators allocated to measuring one priority can also be used to show progress meeting other priorities.

## **3.0 Outturn**

- 3.1 The Corporate Plan performance indicators measure progress meeting the following key priorities:
  - i) Safeguarding people from harm.
  - ii) Improving education and skills.
  - iii) Transforming our economy & infrastructure.
  - iv) Tackling poverty.
  - v) Transformation & future Council development.
- 3.2 The outturn for 2018/19 shows that **33 out of 58 (57%)** Corporate Plan performance indicators (that had targets) met their targets. **26 out of 52 (50%)** comparable Corporate Plan performance indicators also showed improvement compared to 2017/18.
- 3.3 The report also contains the provisional outturn for 2018/19 of the Council's performance against national **Public Accountability Measures (PAMs)**. The results show that **61% of PAMs met their targets** and **52% of comparable PAMs improved** compared to 2017/18.
- 3.4 The performance tables in Appendix A also set out an overview of performance for each Corporate Plan priority provided by Directors and Heads of Service who are the responsible leads; these overviews are set out in para 4.0.

## **4.0 Context: Overviews of Performance in 2018/19**

- 4.0.1 The following overviews provided by responsible departments describe the context to the performance meeting the Council's key priorities as at the end of 2018/19.

#### 4.1 *Safeguarding people from harm*

- 4.1.1 Despite Swansea having a mature and embedded Safe Looked After Reduction Strategy, the number of children requiring to become looked after to ensure their safety and well-being, has risen to well above target this year. Whilst this increase is consistent with national trends, it is entirely inconsistent with the Council's continued ambition to ensure sufficient and effective targeted, preventative support for the most vulnerable families.
- 4.1.2 The Council's latest plans to deliver against this priority have been subject of a review by both Care Inspectorate Wales and the Ministerial Advisory Group for Looked After Children and positive feedback received despite the current trend.
- 4.1.3 In adult services, there is a significant concern about both capacity and availability of domiciliary care provision. Regional plans to develop a hospital to home recovery service and to retender a new patch based domiciliary care commissioning framework are the top safeguarding priorities for the coming year.
- 4.1.4 Whilst the two 'catch all' indicators highlighted in the corporate suite indicates a deterioration in social services performance across a range of indicators, in practice, where performance has dropped, it is by a small percentage linked to changes in demand. This does highlight a need for targeted improvement activity in a number of areas and required actions are embedded within wider improvement plans for the service.

#### 4.2 *Improving education & skills*

- 4.2.1 Targets are difficult to predict due to the significant changes to assessment measures, qualifications and the loss of key skills counting towards these indicators. However, Swansea's performance was above the expected benchmark level at key stage 4 and results should not be compared with previous years as performance across Wales declined.
- 4.2.2 Attainment of primary age pupils at foundation phase and key stage 2 indicate that, although targets were not met, outcomes suggested increased confidence in the accuracy of teacher assessments in Swansea as well as the impact of changes in assessment areas in foundation phase.
- 4.2.3 It is pleasing to see where data exists the trend is positive particularly in the students educated otherwise than at school attaining the level 1 threshold, students attaining level 2 qualifications in maths and science, level 2 inclusive attainment of students living in deprived areas as well as pupils receiving free school meals achieving 5 A - Cs at GCE or vocational equivalent. This would suggest that learners from vulnerable backgrounds are achieving well in Swansea schools.

- 4.2.4 The attainment of learners who are looked after children is variable. Education staff reported a number of factors that can affect this performance indicator each year due to the small numbers of learners involved including a higher prevalence of pupils with additional learning needs, late arrivals from other counties, and a volatile population who move in and out of care which can disrupt education at key points in their educational career particularly in adolescence. Tracking learners' progress to measure value added is more difficult due to changes in the information being gathered by Welsh government and is something the authority will need to address in the next year.
- 4.2.5 Challenging targets for attendance were set following last year's results, which showed an improvement on the 2016 - 2017 figures. However, schools reported higher than average illness in the autumn term of 2018, which has meant it has been difficult to maintain the improvement from this high point. However, the drop is not statistically significant and attendance in Swansea remains comparatively high.
- 4.2.6 Further progress has been made on the development of the Partneriaeth Sgiliau Abertawe/Swansea Skills Partnership (PSA), which now has clear membership, aims and objectives within its terms of reference. There has been good engagement with the Regional Learning and Skills Partnership from the Directors of Education and Place. It is hoped that the work of the Partnerships will enable Swansea learners to acquire important employment skills and qualifications to enable them to contribute to the longer-term aspirations of the city, including those that will arise from the Swansea Bay City Deal.
- 4.2.7 Looking forward the implementation of the Additional Learning Needs and Education Tribunal Act 2018 and Curriculum for Wales 2022 under the Welsh Government's National Mission will pose challenges and opportunities that will need reflecting in the performance frameworks of the Education Department. It will be particularly important to monitor the impact of services for vulnerable learners due to adverse childhood experiences, poverty, additional learning needs and disability. Measures of inclusion such as attendance, exclusions and numbers of learners who are educated otherwise than at school will continue to be monitored. There will also be an increasing emphasis on progress made and value added within a more localised curriculum and service offer.

### 4.3 *Transforming our economy and infrastructure*

- 4.3.1 Performance shows that we have achieved our targets against the vast majority of key indicators and we are therefore making solid progress in delivering our objectives. The challenge now will be to maintain and improve on this into 2019/20.
- 4.3.2 In particular, the transition from the previous Vibrant & Viable Places funding programme to the new Targeted Regeneration Investment programme has now been made. This is a significant programme, valued at £27m that we are leading on for the region. Whilst this programme

started mid-year, we already have projects on the ground to deliver additional commercial floor and new housing units in the eligible areas.

- 4.3.3 2004 training and employment person weeks have been created by the Council's Beyond Bricks & Mortar scheme for the unemployed and economically inactive. The percentage of all Planning Applications determined within 8 weeks is above target at just over 89%, and so is the percentage of major applications approved at 94%.
- 4.3.4 Delayed commencement of property projects on site has affected our indicator that measures the value of inward investment on land owned by the council, where a value of £12m was achieved against a target of £35m. Again, these delayed schemes, in particular the Mariner Street Student housing development, will feature in 2019/20 and so their contribution to Swansea's regeneration is only delayed, not lost.
- 4.3.5 Looking at some of the major priorities, Swansea Central Phase 1 has made excellent progress with the procurement of the primary contractor, Buckingham. Procurement of discreet works packages for sub-contractors and a start on site to deliver advance works is imminent. In addition, a 'Meet the Buyer' event has been held at the Liberty Stadium to ensure the local supply chain is sighted on this major business opportunity. Other procurement events will be held later this year.
- 4.3.6 The Swansea Central Phase 1 construction will be completed in 2021, with the Arena operator, ATG, then taking possession of the venue for fit-out works. Looking further ahead, the Swansea Central Phase 2 development opportunity was promoted within the Department for International Trade's investment brochure at the international property conference. A PIN notice has also recently been published seeking developers to assist the delivery of Swansea Central Phase 2. We await the development and investment market's response.
- 4.3.7 The Kingsway infrastructure project continues to make progress on site, despite the Dawnus company failure. Discussions are currently underway with a replacement contractor to take on responsibility for delivering the works contract. The multi-disciplinary consultants appointed for the Employment Hub building have carried out an initial review of design proposals and a planning application is anticipated later this year.
- 4.3.8 A parking strategy is also in preparation. A digital services consultant has also been appointed to advise on the digital technology aspects of the project. The Council has also led the submission of a regional bid to the Department for Digital, Culture, Media and Sport for digital infrastructure under the Local Full Fibre Network Project. Unfortunately the bid was unsuccessful, however, a further bid will be submitted as part of wave 4 when bid submissions are invited by DCMS.
- 4.3.9 The Local Development Plan has now been adopted by Council following a lengthy plan preparation, consultation and public inquiry process. Work

is now underway to prepare the SPG that is required to augment and refresh the council's planning policies.

- 4.3.10 At Hafod Copperworks, the HLF Stage 2 Powerhouse project has now been fully approved, RIBA 4 design is underway, and works procurement is planned for May 2019. Additional funds have also been secured for the Copper Works from Welsh Government as part of TRI programme. The Morfa bascule lifting bridge repair programme has also commenced. The Musgrave engine house repairs are nearing completion, with repairs commencing to Vivian engine house shortly. A further visit has been hosted for Skyline and discussions with WG regarding funding support are ongoing.
- 4.3.11 2018/19 saw some particularly strong events taking place in the city, including the Biggest Weekend, alongside an outreach and cultural development programme aimed at diversifying our audiences and strengthening the sustainability of our business plans; particularly applicable to those services remaining in house, following the completion and implementation of the outcomes of Cultural Services' commissioning review; which included contracting with Freedom Leisure to operate, and invest circa £5m in the Council's Leisure Centres, including the LC, and with Parkwood Leisure to do the same for Plantasia, which reopened following a £1m investment on Saturday 13th April.
- 4.3.12 The first year of the partnership programme with Welsh Government and local cultural providers, Fusion, was delivered as a legacy of the Baroness Andrew's report into tackling poverty through culture and Welsh Government recently confirmed they will continue to fund this for another year.
- 4.3.13 Similarly funding for delivering local and regional programmes for Parklives; National Exercise Referral Scheme and Community Sports was reconfirmed with Sport Wales and the Dylan Thomas Service achieved a three year grant from the Esmee Fairbairn Foundation to deliver a literature development programme in the community. The service was a significant contributor to the first Learning Festival, hosting, enabling and managing a number of events and we continue to seek ways to integrate our services in a coherent way, in particular through the priorities of the Corporate Parenting and Poverty & Prevention Strategies.
- 4.3.14 Going forward, we are rescoping the means to deliver the policy commitment for 'City of Culture' by redrafting the Cultural Development Framework, which includes a significant focus on delivering the Arts Strategy for Swansea Central, phase 1 and 2. Whilst currently in draft form, the strategy focuses on community engagement, temporary interventions, events and animating the public realm in the lead up to and post completion of phase 1, throughout 2019 and into 20/21/22.
- 4.3.15 2019 is also the 50th anniversary of the designation of Swansea as a city and a programme of community events, large scale celebrations and marketing activities are confirmed. These include city dressing, added

activity for the Airshow and city centre, alongside civic celebrations and street parties.

- 4.3.16 Major events forthcoming also include the Stereophonics, Jess Glynne and Pete Tong (and his Heritage Orchestra) in Singleton Park, as well as the integration of Pride Parade as an annual city centre parade style event, alongside 'Croeso' and Christmas, all of which are enhanced by the 50th promotional wrap around activities. Our new Destination Management Plan, which is a key enabler of achieving funding, as well as blue and green flag awards, is under development and this will be considered with stakeholders, colleagues and the tourism sector at our annual Tourism Summit on 15th May.
- 4.3.17 Tying all these programmes into our strategies for participation, skills, tackling poverty, looked after children, health and wellbeing, regeneration, economic development, destination management and marketing remains a core priority and new methods for capturing, recording and disseminating our inputs and outputs is also in development to enable stronger member briefings and impact assessments of the work of the team and the return on our investment.
- 4.3.18 The target for Welsh Housing Quality Standard (WHQS) compliance in Council housing was met in financial year 2018 following the delivery of a £42m of investment programme in the stock. A further £117m of investment has been agreed by Council for major repairs and improvements across Council housing in 2019 and 2020. This will continue to improve homes and increase the numbers of fully compliant homes. The planned £117m across the next two years will deliver over 4,000 new kitchens and bathrooms, provide insulation and thermal improvements to hundreds of homes, regenerate the Croft Street tower blocks, improve fire safety to high-rise and older person accommodation as well as provide physical adaptations for tenants with medical needs and improve the appearance and the safety of Council homes across Swansea.
- 4.3.19 The investment will also support social clauses embedded in many of the WHQS contracts. In 2018 over 800 training weeks were provided via WHQS contracts, 27 people were employed from local communities and 15 building trade apprentices were engaged on WHQS work. Investment in 2019 and 2020 will continue to provide targeted training and job opportunities for local communities.
- 4.3.20 The Council's More Homes Programme, focussed on providing new build Council housing, is moving forward at pace. Cabinet approved the Housing Revenue Account Development Plan in February 2019. This sets out the programme to develop over 140 new homes up to 2022. Following on from the first passivhaus pilot at Colliers way, the second phase of the More Homes project is underway with development commencing at a further 2 sites at Parc Y Helyg and Colliers Way Phase 2. As part of this phase, 34 new homes will be built as 'Homes as Power Stations' using funds from a £1.5m Innovative Housing Programme grant from the Welsh Government.

- 4.3.21 The homes will have innovative features such as solar panels and battery-powered energy, as well as the inclusion of swift bricks to support biodiversity. As part of the Council's commitment to innovative, energy efficient housing, a retrofit scheme is also being carried out on 6 bungalows in Craig Cefn Parc. This will test the addition of renewable technology to existing inefficient housing, transforming them into some of the most energy efficient homes, and continues the Homes as Power Stations theme 2 new family homes are also being developed in West Cross as part of a refurbishment of a former social services building and a further 24 homes are planned for a new development in Hill View Crescent & Beacons View Road in Clase, where a piece of land has been identified as suitable for 24 new properties consisting of 3 Bed Houses. The Planning application will be submitted in Summer 2019.
- 4.3.22 This will also be the site of a new build Welsh medium primary school, and will provide an opportunity to regenerate the area. The Council has also published a PIN to explore interest from potential partners in delivering a development programme across around 30 potential HRA sites in phases. The aim will be to deliver mixed tenure housing on the Council owned sites, whilst maximising the delivery of affordable housing to meet local need.

#### 4.4 *Tackling Poverty*

- 4.4.1 Not unexpectedly, performance against the tackling poverty priority has been impacted by external factors over the past year, not least the uncertain financial outlook, Brexit and the roll out of universal credit.
- 4.4.2 Given this difficult context the Council's performance has actually stood up pretty well. Looking forward, the Council has committed to undertaking a cross cutting review of its whole employability function to incorporate services in Poverty and Prevention, Place and Social Services with a focus on performance and ensuring value on investment. This will form a significant part of refocussing and strengthening the Council's tackling poverty agenda.

#### 4.5 *Transformation & Future Council Development*

- 4.5.1 Sustainable Swansea has continued to deliver improvement during the year in line with objectives set out in the Corporate Plan. Of the original 16 commissioning reviews, three are completely implemented, 12 are in implementation phase and one is making good progress. The Alternative Learning Needs (ALN) review has changed its approach given new legislation, which has overtaken the original scope. A final Housing review is underway, taking the total to 17.
- 4.5.2 In addition to the annual review of the *Sustainable Swansea - Fit for the Future* programme, a review of the original strategy was also undertaken this year. This was to check and challenge the original objectives and principles given changes both within the programme and from the external environment. The revised and updated strategy and programme



was published with the medium term financial plan (MTFP) in March and shows where the major change projects are focused for the next four years. The four priority areas are:

- Transforming the Council through a series of radical reviews, both at service and corporate levels.
- Enabling new ways of working through digital transformation.
- Ensuring the Council and its workforce are fit for the future.
- Growing Swansea through capital investment.

4.5.3 During the year good progress has been made in the following Corporate Plan objectives:

- Bringing together business support functions into hubs, improving efficiency and releasing savings. These will be completed in the coming year.
- Making the shift to digital channels and ways of working both for staff and the public. This can be seen in the positive Cust 2a and b key performance indicators.
- The Digital Strategy will continue to grow and increase this moving forward.
- Development of a draft co-production strategic framework alongside the Policy Development Committee. This is a corporate approach across all services following a helpful learning pilot with Social Services. Ultimately this will help people get involved in the Council's business and in making decisions on things that affect them and their families and communities. In the coming year an implementation plan will be agreed and delivered.
- Further embedding partnership working with Gower College to train and develop the workforce, as well as growing opportunities for apprentices and trainees. This will continue to grow in the coming year.
- Established a network of Equality Champions across the Council. In the coming year training and a work plan will be delivered informed by the Scrutiny Inquiry into Equalities.
- A draft Digital Inclusion strategic framework was developed in response to the Scrutiny Inquiry into Digital Inclusion. Moving forward, the work plan will be consulted upon with stakeholders and partners.
- Webcasting was piloted with some Council meetings. This and other e-democracy projects will continue to be rolled out.
- A review of Welsh Translation services was undertaken with a view to changing and strengthening the Council's approach in this area for the coming year.

4.5.4 Two key areas of focus and risk are:

- Sickness continues to be a key focus for the Council in the coming year, including changes to processes and support around managing absence.
- Delivering savings on time: Although all savings will be achieved, some of the projects are complex and link with complicated

partnership arrangements. In addition, many projects take the long-term view, in line with the Well-Being of Future Generations Act. This means savings are taking longer to deliver than planned. The revised Sustainable Swansea programme and strategic framework aims to address this issue along with strengthened governance and accountability arrangements in the coming year.

## **5.0 Considerations**

- 5.1 When making comparisons between previous years and 2017/18, the following should be considered:
- 5.1.1 The nature and number of some performance indicators (PIs) has changed between these two periods and therefore direct comparisons may not always be appropriate.
  - 5.1.2 Many of the performance measures are new and definitions may need further refinement.
  - 5.1.3 Some targets for new performance indicators are still being baselined.
  - 5.1.4 Some data will be enhanced and improved to be more robust as data collection methods are developed and / or refined by services over the coming quarters.
  - 5.1.5 The results do not always account for changes in resources and workload during that period (although details can be seen in the numerator and denominator information and in the comments column of the data tables attached to this report).
  - 5.1.6 There may be changes to the numerator and denominator information that may affect the trends by showing a decline while the volume of work has increased.

## **6.0 Equality & Engagement Implications**

- 6.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
- 6.2 Our Equality Impact Assessment process ensures that we have paid due regard to the above. This report has no direct equality and engagement implications itself although the data reported may form part of the information that leads to a service screening for and undertaking an EIA as required.

## **7.0 Financial Implications**

7.1 In the current and anticipated financial environment further discussion and consideration will be required around priorities and target setting for performance improvement as part of *Sustainable Swansea – fit for the future*.

## **8.0 Legal Implications**

8.1 There are no legal implications associated with this report.

**Background Papers:** None.

**Appendices:** Appendix A – Corporate Performance Management Report Annual 2018/2019.