



Report of the Cabinet Member for Delivery & Performance

Special Cabinet – 9 January 2020

Quarter 2 2019/20 Performance Monitoring Report

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| Purpose: | To report corporate performance for Quarter 2 2019/20. |
| Policy Framework: | <i>Delivering a Successful & Sustainable Swansea Corporate Plan 2018/22</i> <i>Sustainable Swansea – Fit for the Future</i> |
| Consultation: | Access to Services, Finance, Legal. |
| Recommendation(s): | 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. |
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1.0 Introduction

- 1.1 This report presents the performance results for Quarter 2 2019/20 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 2019/20 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 objectives:
 - i) Safeguarding people from harm.
 - ii) Improving education and skills.
 - iii) Transforming our economy & infrastructure.
 - iv) Tackling poverty.
 - v) Transformation & future Council development.
 - vi) Maintaining and enhancing Swansea's natural resources and biodiversity.
- 3.2 The outturn for Quarter 2 2019/20 shows that **28 out of 57 (49%)** Corporate Plan performance indicators (that had targets and where there was data) met their targets. **21 out of 54 (39%)** comparable Corporate Plan performance indicators also showed improvement compared to Quarter 2 2018/19.
- 3.3 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 Quarter 2 2019/20

- 4.0.1 The following overviews provided by responsible departments describe the context to the performance meeting the Council's key objectives as at the Quarter 2 2019/20.

4.1 *Safeguarding people from harm*

- 4.1.1 The corporate plan sets out the Council's commitment to ensuring that citizens live their lives free from harm and exploitation. To help meet this commitment we expect safeguarding to be seen as everybody's business and therefore that all officers and Elected Members should undertake safeguarding training proportionate to their role. Unfortunately the Council doesn't yet have a database which can sufficiently accurately capture the overall proportion of staff who have undertaken the relevant training at any given time. Therefore we are currently reporting a proxy measure of how many new individuals have undertaken training in any given quarter. Whilst this indicator remains below target, other intelligence gathered via the corporate safeguarding board indicates that more than 90% of staff and Elected Members have indeed completed the required training. Improvements to corporate reporting databases are planned along with other significant improvements to the Council's IT infrastructure.
- 4.1.2 The Council is committed to ensuring that all children are safe from harm, living with their families or in family settings. Our work to create the optimum conditions in which Swansea children are most likely to remain living safely with their families or in family settings is captured within the Safe LAC Reduction Strategy. Taken together, a number of the indicators within the corporate performance report evidence the success or otherwise of the Safe LAC Reduction Strategy. Despite missing target the numbers of children becoming looked after has stabilised and is beginning to reduce, albeit slowly. However as evidenced by other related indicators, there is likely to be a connection between high level of demand, reduced social work capacity and a slight consequent deterioration in performance which will have slowed progress. Notwithstanding this, the overall judgement of the Director of Social Services remains that Swansea has a high performing child and family service and that child protection interventions with individual children remain safe and robust.
- 4.1.3 The Council remains committed to ensuring all vulnerable adults are safeguarded from harm, able to live to their maximum potential and that people age well, are able to live independently and safely within their own home. Whilst the number of adults the Council is supporting has increased above expectations, it appears that this increase is predominantly linked to an increased uptake in the use of community equipment. The use of equipment to maintain independence is a positive. However it is concerning that the number of carers receiving an assessment has decreased. This is directly related to workload pressures within Swansea's integrated health and social care older people hubs. A failure to best support carers will undermine the Council's strategic objectives and therefore a planned restructure of adult services to prioritise resources on key functions such as safeguarding, deprivation of liberty safeguard assessments and strengths based, outcome focussed assessment and review processes is a key priority. In reality the level of demand for health and social care support within the region is consistently outstripping resource and capacity to meet that demand.

This is best evidenced by the rate of delayed transfers of care which continues to significantly miss target. The Council is working closely with partners in the Regional Partnership Board and continues to petition Welsh Government to secure additional local and regional investment.

4.2 *Improving education & skills*

4.2.1 Swansea's performance was above the expected benchmark level at key stage 4. 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.

4.2.2 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 number 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.

4.2.3 Attendance in Swansea remains comparatively high. Measures of inclusion such as attendance, exclusions and numbers of learners who are educated otherwise than at school continues to be monitored. There is an increasing emphasis on progress made and value added within a more localised curriculum and service offer

4.2.4 Partneriaeth Sgiliau Abertawe/Swansea Skills Partnership (PSA) meets regularly and has two, clear workstreams - digital capacity and advice, information and guidance for vocational education and careers.

4.2.5 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.

4.3 *Transforming our economy and infrastructure*

4.3.1 The vast majority of targets have been met again this quarter. Furthermore, trends are predominantly upwards on the quarter, and against this time last year.

4.3.2 However, the Percentage of all major applications with an economic imperative that are approved has missed target again. Only 3 major applications were refused as these were unacceptable in planning policy terms and negotiations could not provide for a positive outcome.

4.3.3 Our major regeneration priorities continue to make substantial progress. Swansea Central Phase 1 enabling works are largely complete, with excellent progress achieved on the listed wall piling works. The main

contract will be awarded subject to Cabinet approval of the FPR7 report in November. The Kingsway infrastructure project continues to make excellent progress on site. Further market testing and design works have been carried out on the Employment Hub building, which has included a detailed Stakeholder consultation exercise. The Pre-planning application consultation will commence in Quarter 3.

- 4.3.4 At Hafod Copperworks, the HLF Stage 2 Powerhouse project procurement is nearing completion. The Morfa bascule bridge has been successfully lifted and repair works are underway. Further discussions have taken place with the NZ Skyline project team and a board decision has been received to progress the funding application process with Welsh Government.
- 4.3.5 The Felindre inward investment construction works are now nearing completion for hand-over to the occupier in Quarter 3. A report has been prepared to progress the launch & marketing exercise for strategic development sites and will be reported to Cabinet in November.
- 4.3.6 Significant progress has been made in the preparation of funding bids to secure the restoration of Palace Theatre and Albert Hall listed buildings. The Wind Street environmental enhancement preferred scheme has been approved and detailed designs will now be prepared.
- 4.3.7 The WHQS programme is continuing to deliver major repairs and improvements to council homes ensuring they are in a good state of repair, thermally efficient, safe and secure and meeting the needs of individuals. To date the WHQS programme has delivered £18.3m of repairs and improvements.
- 4.3.8 In Quarters 1 and 2, the Council has delivered 932 new kitchens, 866 new bathrooms and undertaken major thermally insulation improvements to 145 homes. Further work is taking place to renew roofs, renew electrical wiring in homes, provide new efficient gas boilers and improve garden boundaries and paving.
- 4.3.9 The Council is progressing well with its fire safety improvements, particularly with its installation of sprinkler systems in high rise blocks and sheltered accommodation. The Council has been working with fire protection company Aico in developing and trialling new smoke alarms systems that continually monitor alarms ensuring they are operational and report incidence of fire via instant text message and email; this system offers a real opportunity to further improve fire safety in the home particularly for older and more vulnerable tenants.
- 4.3.10 The WHQS schemes also provides major community benefits; in the 2nd quarter a 178 weeks of targeted recruitment and training were delivered specifically for people who were unemployed and experiencing barriers to accessing the jobs market; 2 people from the local community have been employed in this period and 15 people previously engaged for WHQS work have seen their employment continued with ongoing projects.

- 4.3.11 As part of the Council's commitment to innovative, energy efficient housing, a number of retrofit schemes are being carried out: there are 6 bungalows in Craig Cefn Parc currently underway; 8 properties planned in Felindre and the Council has recently completed a project in Garnswllt to 10 properties. These schemes will test the application of renewable technologies to existing inefficient housing, transforming them into some of the most energy efficient homes in the Council's housing stock.
- 4.3.12 The Council's More Homes Programme, focussed on providing new build Council housing, continues to move 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. The Council is currently looking to increase this ambition, and will publish a 10 year delivery plan for affordable housing.
- 4.3.13 Following on from the first passivhaus pilot at Colliers way, the second phase of the More Homes project is underway 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. 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.
- 4.3.14 Planning permission has been granted to convert 2 new family homes in West Cross as part of a refurbishment of a former social services building and a further 26 homes are planned for a new development in Hill View Crescent & Beacons View Road in Clase. This scheme has also been awarded £1.5m of Innovative Housing Funding, which will fund the renewable technologies to continue the Homes as Power Stations theme. This will also be the site of a new build Welsh medium primary school, and will provide an opportunity to regenerate the area.
- 4.3.15 Following publication of the HRA PIN to explore interest from potential partners in delivering a development programme across around 30 potential HRA sites in phases, a Cabinet report is being prepared to outline the next steps in progressing the procurement of a development partner or partners. 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. The Council is also in the process of procuring a team to deliver a masterplan for the regeneration of a large HRA site, where refurbishment alone may not address the issues.

4.4 Tackling Poverty

- 4.4.1 The Corporate Plan sets out the council's commitment to Tackle Poverty to ensure that every person in Swansea can achieve his or her potential. To meet this commitment the corporate Tackling Poverty Strategy ensures that Tackling Poverty is everybody's business.
- 4.4.2 The number of people gaining employment through Employability support, supports the well-being objective steps; ensuring that young

people are able to access employment, education and training after reaching 16 and, individuals are supported to overcome their barriers to employment through coordinated person centre employability support. This is achieved through the Swansea Working coordinated employment approach and associated employability support programmes of Communities for Work, Communities for Work Plus, Workways and Cam Nesa. Whilst the number of people gaining employment through Employability Support indicator within the performance report is below target, it is due to a seasonal downturn in recruitment during the summer months and less engagement from participants, often due to school holidays and caring commitments. There has been an increase between quarters and anticipate that the results will increase in the next quarter.

- 4.4.3 The step to help address the impacts of Welfare reform, such as supporting people to claim the full benefits they are entitled to so that they are able to maximise their income is reported through the amount of welfare benefits raised through securing rights and entitlements by the Welfare Rights team. The amount of benefits secured is significantly higher than anticipated and the team have achieved a 96% success rate on appeals.
- 4.4.4 The performance indicator of Housing Benefit speed of processing and the average time for processing new claims has had an expected drop in performance due to reduced resources and the more complex cases remain in Housing Benefit rather than those transferred to Universal Credit (UC). At the end of September there were 12,152 UC claimants in Swansea and it is expected to increase as more citizens move onto UC. The impact of welfare reform changes has seen an increase in the number and complexity of welfare benefit enquiries we are dealing with. There is an increase in rent arrears in the council and being reported by partner organisations. There is a significant increase in the use of foodbanks and a sample of Citizen's Advice clients showed almost three quarters of debts were priority debts of rent, council tax and benefit related debts. Additional activity to help address the impacts of welfare reform include targeting support to cohorts affected by changes, training frontline staff and personalised support for citizens.
- 4.4.5 The performance indicator of Council Tax Reduction (CTR) speed of processing and average time for processing new claims is below the target, this is due to the decision to use the Universal Credit information as the claim for CTR with the aim of maximising the period we can award the CTR. This decline in performance will not impact on the well-being objective, as the applicant is better off as we are implementing more CTR for those who apply for it when they are receiving UC.
- 4.4.6 The number of accredited qualifications achieved by adults with local Authority support has exceeded the target. This is due to the delivery of a comprehensive sector specific training programme which many employability programme participants have accessed, including health and social care, site security, construction and customer care. The partnership working between Swansea Working, Lifelong Learning, employability programmes and partners has led to greater attendance

and achievement of accredited training and qualifications. Additional training and work experience opportunities are being developed with the art, culture and heritage partners which is supporting the steps to meet the well-being objective and will boost skills, confidence, self-esteem and aspiration.

- 4.4.7 Planned developments that will help us meet the Well-being Objective include the continued work of the corporate cross directorate Poverty Forum with actions including our approach to managing personal debts to the council, reducing evictions and reducing barriers to services due to income poverty. The well attended Poverty Partnership Forum continues to develop and deliver initiatives to tackle poverty including entrepreneurship support, focus on food poverty and coordinated crisis support.
- 4.4.8 Commissioning reviews focused on Financial Inclusion and Employability Support have started to determine the future shape and delivery of support to ensure that services are targeting the most vulnerable, outcomes are maximised and that we are supporting citizens out of poverty.

4.5 *Transformation & future Council development*

- 4.5.1 Progress continues towards delivering the Well-being Objectives contained within the Council's Corporate Plan. One of the key priorities this quarter has involved the annual budget and in parallel the review of the Sustainable Swansea programme. The future financial picture continues to be challenging, therefore the transformation of services remains a priority, particularly enabled by digital technology.
- 4.5.2 A new Digital Inclusion Strategy has been developed in addition to a revised Digital Strategy. This is the bedrock for modernising services, introducing new ways of working and transforming the Council. As seen this quarter with the CUST2a and b indicators, public take-up of online channels continues to grow as more online services and digital processes are added to the Council's website.
- 4.5.3 A significant amount of Brexit preparation has also been undertaken this quarter and the Council now has high assurance of its position in the event of a 'no deal' scenario.
- 4.5.4 The Co-production Strategic Framework and revised Consultation & Engagement Strategy were discussed at the Policy Development Committee. These will be taken forward for implementation including guidance and toolkits for staff looking to co-design and co-produce services with the public, partners and other key stakeholders.
- 4.5.5 The Organisational Development Strategy objectives continue to be delivered including Leadership development opportunities for all employees wherever they may be in the organisation.

4.5.6 The Council has also developed an action plan to deliver the recommendations proposed by the Scrutiny Inquiry into Equalities. Many of the actions involve tasks which work in partnership alongside the equality forums. This quarter the agile working zones were adapted to include a Welsh speaking area as well as encouraging all staff to communicate in Welsh. Welsh language training continues to be a priority.

4.5.7 Staff sickness continues to be high across the Council as reflected in the PAM001 indicator. Management measures are in place to work with Services on an individual basis as well as reviewing the overall Policy. Other projects are also in flight which may positively impact sickness, modernising services and ways of working which support staff.

4.5.8 The budget position of the FINA6 indicator continues to be red. Reiterating the comment above, CMT continues with the expectation that both service and overall net expenditure must be held within the relevant limits of the current year budget as set by Council. There is still an urgent need to identify and implement existing and additional budget savings across all Council Services to improve the 19/20 position and beyond. However, there remains a degree of confidence that some further inroads can be made into the forecast overspend by ongoing management and Cabinet action.

4.6 *Maintaining and enhancing Swansea's natural resources and biodiversity*

4.6.1 80% of Swansea is green space and is extremely diverse with over 50% of the County having significant ecological value. Although there is protection for the environment via a range of site designations and legislation, biodiversity loss and species extinction is a challenge and a risk, and more awareness raising is needed.

4.6.2 Recent legislation such as the Resilient Wales Goal in the Well-being of Future Generations Act 2015 and the Environment (Wales) Act 2016 requires specific actions by the Council to embed biodiversity into decision making at all levels to support resilient ecosystems and well-being. It is part of a cultural change that is needed for the decline in biodiversity to be reversed. Swansea Council are one of the lead local authorities in Wales in relation to natural environment maintenance and enhancement.

4.6.3 There is a Working with Nature objective within the Public Services Board Well-being Plan, a new biodiversity Corporate Objective in the Corporate Plan and a Climate Emergency has been declared. A Natural Environment Scrutiny Performance Panel has also been set up to monitor and contribute to issues around biodiversity. In July 2019 a Natural Environment Scrutiny Inquiry into 'What Swansea Council should do to maintain and enhance its natural environment and biodiversity, and, in so doing, promote the resilience of ecosystems' made a number of recommendations to raise the profile of biodiversity both within and outside the Council and these have been incorporated into an Action Plan which is in the process of being implemented.

- 4.6.4 Delivery of the Council's Corporate Biodiversity Objective and the preparation of the Council's statutorily required Section 6 Biodiversity Duty Action Plan (due for publication in Dec 2019) is overseen by a corporate biodiversity working group established in response to the Scrutiny Inquiry. This group will help to ensure that biodiversity is integrated into daily business operations and provide a vehicle for awareness raising and capacity building; cascading information and best practice to all service delivery teams and for exploring and testing new approaches to delivering the sustainable management of natural resources. Implementation of certain planned project work this year, such as mapping Green Infrastructure assets and biodiversity audits of Council owned land, has been delayed due to withdrawal of specific grant funding for 19/20; however it is anticipated that funding for these projects will be available for 20/21.
- 4.6.5 The Council has been congratulated by Welsh Government for its successful enforcement of environmental protection legislation by prosecuting the developer and contractor responsible for the felling of trees at Penllergaer in breach of a tree preservation order. The fines totalling over £400,000 are amongst the highest ever imposed for this type of offence. Tree and woodland planting proposals have been progressed with around 450 trees and 5300 whips planted on Council owned land over the past year. Over 350 more trees are scheduled to be planted over the course of the next 6 months. Whilst a successful bid for a Glastir woodland creation programme will involve planting over 12,500 whips covering 5 hectares over the course of the next 5 years.
- 4.6.6 A Green Infrastructure Strategy for the City Centre - Swansea Central Area: Regenerating our City for Wellbeing and Wildlife has been drafted in partnership with NRW and is subject of ongoing public consultation with a view to adoption early 2020. This will be complemented by a future Green Infrastructure Strategy for the County and Supplementary Planning Guidance on Biodiversity which will seek to ensure that development proposals maintain and enhance the County's biodiversity. The percentage of municipal waste recycled has continued to increase and now exceeds identified targets, reflecting the success of the Council's recent recycling campaign.

5.0 Considerations

- 5.1 When making comparisons between previous quarters and 2018/19, 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.
- 6.1.1 Our Equality Impact Assessment (EIA) process ensures that we have paid due regard to the above.
- 6.1.2 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 – Quarter 2 2019/20 Performance Monitoring Report.