

CITY & COUNTY OF SWANSEA

CABINET


At: Committee Room 1, Civic Centre, Swansea.

On: Tuesday, 17 February 2015

Time: 5.00 pm

AGENDA

1. **Apologies for Absence.**
2. **Disclosures of Personal and Prejudicial Interests.** 1 - 2
3. **Minutes.** 3 - 10
To approve and sign as a correct record the Minutes of the meeting of Cabinet held on 20 January 2014.
4. **Leader of the Council's Report(s).**
5. **Public Question Time.**
6. **Councillors' Question Time.**
7. **Scrutiny Report(s): None.**
8. **Reports of the Cabinet Member for Education: -**
 - 8.a Local Authority Governor Appointments. 11 - 12
 - 8.b Request for Cabinet Approval for Submission of Planning Permission in Respect of the Trallwn Primary School Fencing Scheme. 13 - 14
9. **Report of the Cabinet Member for Finance and Strategy: -**
 - 9.a WLGA Peer Review Report and Action Plan. 15 - 53
10. **Report of the Cabinet Member for Services for Children & Young People: -**
 - 10.a Implementation of a Single Youth Offending Service across Western Bay. 54 - 58
11. **Report of the Cabinet Member for Transformation and Performance: -**
 - 11.a Response to the Report of the Public Engagement Scrutiny Inquiry Panel: How Can the Council Improve Its Engagement Practices? 59 - 75



Patrick Arran
Head of Legal, Democratic Services & Procurement
Wednesday, 4 February 2015

Contact: Democratic Services - 636820

CABINET (10)

Labour Councillors:

Mark C Child	Clive Lloyd
William Evans	Jennifer A Raynor
Robert Francis-Davies	Christine Richards (Deputy Leader)
Jane E C Harris	Rob C Stewart (Leader)
David H Hopkins	Mark Thomas

Officers:

Jack Straw	Chief Executive
Phil Roberts	Director of Place
Dean Taylor	Director of Corporate Services
Chris Sivers	Director of People
Arwyn Thomas	Chief Education Officer
Deborah Driffield	Chief Social Services Officer
Mike Hawes	Head of Financial Services
Lee Wenham	Head of Marketing, Communications & Scrutiny
Steve Rees	Head of Human Resources
Patrick Arran	Head of Legal, Democratic Services & Procurement – Electronic and hard copy
Tracey Meredith	Deputy Head of Legal, Democratic Services & Procurement - Electronic and hard copy
Huw Evans	Head of Democratic Services
Democratic Services	1 Copy
Patrick Fletcher	Communications
Scrutiny Team	1 Copy
Archives	1 Copy
CAC, Licensing & DMC Chairs	7 Copies
Various Councillors	10 Copies
All Other Councillors	Via e mail

Total Copies Needed:

57 Full & 10 Public

Disclosures of Interest

To receive Disclosures of Interest from Councillors and Officers

Councillors

Councillors Interests are made in accordance with the provisions of the Code of Conduct adopted by the City and County of Swansea. You must disclose orally to the meeting the existence and nature of that interest.

NOTE: You are requested to identify the Agenda Item / Minute No. / Planning Application No. and Subject Matter to which that interest relates and to enter all declared interests on the sheet provided for that purpose at the meeting.

1. If you have a **Personal Interest** as set out in **Paragraph 10** of the Code, you **MAY STAY, SPEAK AND VOTE** unless it is also a Prejudicial Interest.
2. If you have a Personal Interest which is also a **Prejudicial Interest** as set out in **Paragraph 12** of the Code, then subject to point 3 below, you **MUST WITHDRAW** from the meeting (unless you have obtained a dispensation from the Authority's Standards Committee)
3. Where you have a Prejudicial Interest you may attend the meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, **provided** that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise. In such a case, you **must withdraw from the meeting immediately after the period for making representations, answering questions, or giving evidence relating to the business has ended**, and in any event before further consideration of the business begins, whether or not the public are allowed to remain in attendance for such consideration (**Paragraph 14** of the Code).
4. Where you have agreement from the Monitoring Officer that the information relating to your Personal Interest is **sensitive information**, as set out in **Paragraph 16** of the Code of Conduct, your obligation to disclose such information is replaced with an obligation to disclose the existence of a personal interest and to confirm that the Monitoring Officer has agreed that the nature of such personal interest is sensitive information.
5. If you are relying on a **grant of a dispensation** by the Standards Committee, you must, before the matter is under consideration:
 - i) Disclose orally both the interest concerned and the existence of the dispensation; and
 - ii) Before or immediately after the close of the meeting give written notification to the Authority containing:

- a) Details of the prejudicial interest;
- b) Details of the business to which the prejudicial interest relates;
- c) Details of, and the date on which, the dispensation was granted; and
- d) Your signature

Officers

Financial Interests

1. If an Officer has a financial interest in any matter which arises for decision at any meeting to which the Officer is reporting or at which the Officer is in attendance involving any member of the Council and /or any third party the Officer shall declare an interest in that matter and take no part in the consideration or determination of the matter and shall withdraw from the meeting while that matter is considered. Any such declaration made in a meeting of a constitutional body shall be recorded in the minutes of that meeting. No Officer shall make a report to a meeting for a decision to be made on any matter in which s/he has a financial interest.
2. A "financial interest" is defined as any interest affecting the financial position of the Officer, either to his/her benefit or to his/her detriment. It also includes an interest on the same basis for any member of the Officers family or a close friend and any company firm or business from which an Officer or a member of his/her family receives any remuneration. There is no financial interest for an Officer where a decision on a report affects all of the Officers of the Council or all of the officers in a Department or Service.

CITY AND COUNTY OF SWANSEA

MINUTES OF THE CABINET

HELD AT THE CIVIC CENTRE, SWANSEA ON TUESDAY, 20 JANUARY
2015 AT 5.00 PM

PRESENT: R C Stewart (Leader) Presided

Councillor(s)	Councillor(s)	Councillor(s)
M C Child	J E C Harris	J A Raynor
W Evans	D H Hopkins	M Thomas
R Francis-Davies	C E Lloyd	

146. **APOLOGIES FOR ABSENCE.**

An apology was received from Councillor C Richards. The Leader wished Councillor C Richards a speedy recovery.

147. **DISCLOSURES OF PERSONAL AND PREJUDICIAL INTERESTS.**

In accordance with the Code of Conduct adopted by the City and County of Swansea, the following interests were declared:-

Councillor R Francis–Davies – personal – Minute No 157 – Swansea City Centre Strategic Framework Review – Director of B.I.D. Ltd.

Councillor C E Lloyd – personal – Minute No 153 – Scrutiny Inquiry into Social Care at Home – Grandmother receives Social Care at Home – has dispensation from Standards Committee.

Councillor R C Stewart – personal – Minute No 157 – Swansea City Centre Strategic Framework Review – shortly to be member of B.I.D. Ltd.

Councillor M Thomas – personal – Minute No 153 – Scrutiny Inquiry into Social Care at Home – mother receives Social Care at Home and personal – Minute No 159 – Western Bay Shared Lives Regional Adult Placement – wife works for the authority in Adult Social Services – has dispensation from Standards Committee.

148. **MINUTES.**

RESOLVED that the Minutes of the meeting of Cabinet held on 16 December 2014 be approved as a correct record.

149. **LEADER OF THE COUNCIL'S REPORT(S).**

None.

150. **PUBLIC QUESTION TIME.**

Questions were asked in relation to Minute No 157 – Swansea City Centre Strategic Framework Review by Mr T Beddow and Mr G Gibson. The Leader and Cabinet Member for Enterprise, Development and Regeneration responded accordingly.

151. **COUNCILLORS' QUESTION TIME.**

Councillor P M Meara asked questions in relation to Minute No 157 – Swansea City Centre Strategic Framework Review. The Leader and the relevant Cabinet Members responded accordingly.

152. **SCRUTINY INQUIRY INTO SOCIAL CARE AT HOME.**

Councillor U C Clay, Convener of the Social Care at Home Scrutiny Inquiry Panel presented the findings, conclusions and recommendations resulting from the Panel's Inquiry into Social Care at Home. The Cabinet Member of Services for Adults and Vulnerable People suggested that the independent service include care and that as the Model is being amended there would be an ongoing focus on implementation and evaluation.

CABINET DECISION

The relevant Cabinet Member prepare a written response within three months on the Scrutiny recommendation.

Policy Framework

Council Constitution

Reason for Decision

To consider and action the recommendations made by the Scrutiny Inquiry Panel.

Consultation

Legal, Finance

153. **CORPORATE PLAN 2015-17.**

The Cabinet Member for Finance and Strategy together with the Cabinet Member for Transformation and Performance presented a report which sought agreement of the Corporate Plan *Delivering for Swansea* for 2015 – 17.

CABINET DECISION

The Corporate Plan *Delivering for Swansea* for 2015 – 17 be agreed and recommended to Council for approval.

Policy Framework

Sustainable Swansea – Fit for the Future

Reason for Decision

To agree the Corporate Plan 2015 – 17 and comply with statutory guidance Part 1 Local Government (Wales) Measure 2009.

Consultation

Legal, Finance and Access to Services

154. **PLANNING APPLICATION IN RESPECT OF LAND AT PENTYLA PLAYING FIELDS, COCKETT, SWANSEA.**

The Cabinet Member for Finance and Strategy submitted a report which sought authority to submit a planning application for residential development for land at Pentyla Playing Fields, Cockett.

P Arran informed Cabinet that whilst Paragraph 1.1 of the report stated that all Ward Councillors had been consulted, Councillor Peter May had not been consulted because the consultation took place prior to him being elected. He said that Councillor P May had submitted a statement and read it out. It had been agreed that the statement would be included in the minutes.

It was stated that Councillor P May had questioned why an application had been put forward after a previous application by the Council – 2006/2462 had failed at Committee after 3 years deliberation. He had commented why a fresh application was being considered when the question had already been answered. Councillor May also stated that this had previously caused residents 3 years of worry and he had questioned the prospect of success of a fresh application. He had also sought the views of Pentyla Road residents and twelve had given written responses objecting to a renewed application.

The Leader and the Cabinet Member for Education addressed the issues put forward by Councillor P May

CABINET DECISION

That approval for the submission of a planning application for residential development of the site at Pentyla Playing Fields be approved.

Policy Framework

Council Constitution

Reason for Decision

The Council Constitution requires Cabinet approval to submit a planning application.

Consultation

Legal, Finance, Planning and Access to Services

155. **REQUEST TO SEEK PLANNING CONSENT TO ENLARGE AND INCORPORATE THE OLD PETROL STATION INTO THE CIVIC CENTRE WEST CAR PARK.**

The Cabinet Member for Finance and Strategy submitted a report which sought approval to submit a planning application to facilitate a change of use of the former petrol station on Oystermouth Road to provide additional car parking within the Civic Centre to support the relocation of the Joint Health/ Social Services Community Hub.

CABINET DECISION

That the submission of a planning application for a change of use of the former petrol station to provide the maximum number of car parking spaces be approved.

Policy Framework

Council Constitution

Reason for Decision

The Council Constitution requires Cabinet approval to submit a planning application.

Consultation

Legal, Finance and Access to Services

156. **CABINET MEMBER RESPONSE TO THE REPORT OF THE INWARD INVESTMENT SCRUTINY INQUIRY PANEL - "HOW CAN WE INCREASE INWARD INVESTMENT TO SWANSEA AND REGIONALLY TO SOUTH WEST WALES?"**

The Cabinet Member for Enterprise, Development and Regeneration submitted a report which outlined the response to the report of the Inward Investment Scrutiny Inquiry Panel " How can we increase inward investment to Swansea and Regionally to South West Wales"and detailed recommendations and presented an action plan for agreement.

CABINET DECISION

That the response as outlined in the report and related action plan be agreed.

Policy Framework

None

Reason for Decision

To comply with the requirements of the Council Constitution

Consultation

Legal, Finance and Access to Services

157. **SWANSEA CITY CENTRE STRATEGIC FRAMEWORK REVIEW.**

The Cabinet Member for Enterprise, Development and Regeneration presented a report which sought Cabinet agreement to undertake consultation on the draft Swansea City Centre Strategic Framework (SCCSF) Review, to market the St Davids and Civic Centre sites and to undertake a series of implementation actions to support the delivery of the SCCSF Review.

CABINET DECISION

That Cabinet:

- (1) Authorised that the Draft SCCSF Review, be approved as a basis for public consultation prior to a report back for final approval by Cabinet.
- (2) Authorised a) the marketing of the St Davids and Civic Centre sites and b) granted delegated authority to the Director of Place to finalise the marketing briefs based on the principles and land take set out in the report.
- (3) Authorised that the disposal of the Civic Centre site be agreed in principle subject to a detailed Business Case being prepared and a report back to Cabinet for approval.
- (4) Authorised that the principle of constructing a replacement Civic building at The Kingsway be agreed and that officers prepare an implementation plan with a report back to Cabinet for approval.
- (5) Authorised the principle of a programme of strategic property acquisitions at The Kingsway to support the delivery of a Central Business District.
- (6) Authorised that the Welsh Government be requested to grant aid acquisitions as they arise.
- (7) Noted that the Leader in conjunction with the Cabinet Member for Enterprise, Regeneration and Development will exercise powers to accept any grant offers and to approve property acquisitions to ensure transactions are able to be completed in 2014/15.
- (8) Authorised that the regeneration of The Kingsway forms the basis of the Council's priority submission for future European infrastructure funding and that the Director of Place be instructed to proceed with the application process.
- (9) Authorised the Director of Place to engage with Welsh Government to discuss funding requirements to implement the SCCSF Review and that authority be given to submit formal funding applications as they arise with regular reports on progress to the External Funding Panel.
- (10) Authorised the submission of any planning or other applications required to deliver the SCCSF Review.
- (11) Noted that the budget implications for individual actions associated with delivery of the SCCSF Review will be submitted for Cabinet approval in compliance with Financial Procedure Rules.

Policy Framework

Swansea City Centre Strategic Framework

Reason for Decision

To allow City Centre regeneration to be progressed.

Consultation

Legal, Finance, Access to Services and Corporate Property

158. **SWWITCH DEED OF TERMINATION.**

The Cabinet Member for Environment and Transportation presented a report which sought Cabinet approval for the formal termination of the legal agreement between the Local Authorities in the SWWITCH Consortium.

CABINET DECISION

That the Director of Place be given delegated authority to agree the terms of the Deed of Termination to dissolve the SWWITCH Consortium.

Policy Framework

Transport (Wales) Act 2006. This Plan will be a new policy, replacing the Regional Transport Plan 2010 – 2015.

Reason for Decision

The Welsh Government has instructed that Local Authorities are to dissolve Consortia working arrangements

Consultation

None

159. **WESTERN BAY SHARED LIVES REGIONAL ADULT PLACEMENT.**

The Cabinet Member for Adults and Vulnerable People presented a report regarding the aligning of timescales with Neath and Port Talbot and Bridgend County Borough Council, in order for the tender to progress. The report informed Cabinet of the proposals for the commissioning arrangements of the Shared Lives Schemes and sought approval for Bridgend County Borough Council to invite tenders and approval for the City and County of Swansea to enter into an 'inter – authority agreement'.

CABINET DECISION

That:

(1) the proposal to combine the three existing Shared Lives schemes into a collaborative scheme on behalf of the Western Bay authorities and for Bridgend County Borough Council to undertake a procurement exercise to identify a partner to manage the scheme

(2) it be agreed for Bridgend County Borough Council to invite tenders and act as lead authority for the procurement and contracting arrangements on behalf of the Western Bay authorities.

(3) authorised the Council to enter into a collaborative agreement on terms to be agreed by the Section 151 Officer and Bridgend County Borough Council and Neath Port Talbot County Borough Council, which will set out the finance and governance arrangements for the collaborative Shared Lives Service.

(4) delegated authority be granted for the Principal Officer, Learning Disability and Mental Health Services (or, as his deputy, the Contracting Officer for Learning Disability and Mental Health Services) to represent the Council on a Shared Lives Project Board, which, once established, will manage the day to day aspects of the

service including the monitoring arrangements and financial governance. The appointed officer for the Council will identify if there are any fundamental changes or impact to the agreed contracting arrangements, these will be reported back to Cabinet for approval.

(5) it be noted that an update report seeking Cabinet approval to enter into a contract with the successful tenderer would be submitted once the outcome of the procurement process is known.

Policy Framework

Sustainable Social Services for Wales: A Framework for Action

Reason for Decision

To seek approval for Bridgend County Borough Council to invite tenders on behalf of the three authorities, with an independent provider to manage the scheme as a collaborative contract.

Consultation

Legal, Finance and Access to Services

160. **EXCLUSION OF THE PUBLIC.**

Cabinet were requested to exclude the public from the meeting during consideration of the item of business identified in the recommendations to the report on the grounds that they involve the likely disclosure of exempt information as set out in the exclusion paragraph of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007 relevant to the items of business set out in the report.

Cabinet considered the Public Interest Test in deciding whether to exclude the public from the meeting for the item of business where the Public Interest Test was relevant as set out in the report.

RESOLVED that the public be excluded for the following item of business.

CLOSED SESSION

161. **CONTRACT AWARD REPORT - TENDER FOR THE PROVISION OF HOME TO SCHOOL TRANSPORT SERVICES.**

The Cabinet Members for Education and Environment and Transportation presented a Joint Report regarding the Contract Award Tender for the Provision of Home to School Transport Services.

CABINET DECISION

The recommendations as detailed in the report be accepted.

Policy Framework

Policy on the Provision of Home to School Transport; Contract Procedure Rules

Reason for Decision

To comply with Contract Procedure Rules and to allow contracts to be arranged with contractors and for schools and parents to be notified.

Consultation

Legal, Procurement, and Finance and Access to Services

The meeting ended at 6.17p.m.

CHAIR

Published 22 January 2015

Report of the Cabinet Member for Learning and Skills

Cabinet – 17 February 2015

LOCAL AUTHORITY GOVERNOR APPOINTMENTS

Purpose of Report:	To approve the nominations submitted to fill L. A. Governor vacancies in School Governing Bodies.
Policy Framework:	Policy and Procedure for Appointment of L. A. Governors as amended by Council on 23 October 2008.
Reason for Decision:	To ensure vacancies are to be filled expeditiously.
Consultation:	Education, Legal, Finance.
Recommendation:	It is recommended that: - 1) The nominations be approved, as recommended by the LA Governor Appointment Panel.
Report Author:	Allison Gough
Finance Officer:	Ben Smith
Legal Officer:	Stephanie Williams
Access to Services Officer:	Sherill Hopkins

1.0 The nominations referred for approval

1.1 At the meeting of the L.A. Governor Appointment Panel held on 29th January 2015, nominations were recommended for approval as follows:

1. Danygraig Primary School	Reverend Steven Bunting
2. Llanrhidian Primary School	Mrs Felicity Parrott

3. Pengelli Primary School	Mrs Elaine Thomas
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4. Pontybrenin Primary School	Mr Jeff Lewis
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5. Olchfa Comprehensive School	Miss Emily Gaffney
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6. YGG Bryntawe	Mr Dewi Geraint Morris
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2.0 Financial Implications

2.1 There are no financial implications for the appointments; all costs will be met from existing budgets.

3.0 Legal Implications

3.1 There are no legal implications associated with this report.

4.0 Equality and Engagement implications

4.1 There are no equality and engagement implications associated with this report.

Background papers: None

Appendices: None

Report of the Cabinet Member for Education

Cabinet – 17 February 2015

REQUEST FOR CABINET APPROVAL FOR SUBMISSION OF PLANNING PERMISSION IN RESPECT OF THE TRALLWN PRIMARY SCHOOL FENCING SCHEME

Purpose:	Approval is sought to apply for Planning permission to carry out the proposed installation of 2.0m high security fencing around the perimeter of the School attached to existing 2.0m fencing.
Policy Framework:	Council Constitution.
Reason for Decision:	The constitution requires that Cabinet authority is given for the submission of planning applications by department of this Council on Council owned land.
Consultation:	Education, Legal, Finance, Access to Services.
Recommendation(s):	It is recommended that: 1) approval is granted to submit the necessary planning application to erect fencing with 2 gates at Trallwn Primary School.
Report Author:	Martin Nicholls
Finance Officer:	Paul Cridland
Legal Officer:	Christopher Allingham
Access to Services Officer:	Phil Couch

1.0 Background

- 1.1 There is currently 2.0m high hollow vertical bar fencing in place with a double gate and pedestrian gate. The existing fencing is being breached. It is therefore advised that we additionally fit 2.0m high expamet to the existing vertical bar to increase site security.

2.0 Proposal

- 2.1 Utilise existing 2.0m high hollow vertical bar to fit 2.0m high expamet, fix a fence to existing fencing to include single pedestrian gate and double vehicle gate.

3.0 Equality and Engagement Implications

- 3.1 There are no Equality and Engagement Implications at this stage. Normal planning procedures will ensure that neighbouring properties are contacted and informed and have the opportunity to comment. Issues such as bilingual signage will be dealt with under normal council procurement procedures.

4.0 Financial Implications

- 4.1 A quote has been provided by Corporate Building & Property Services, which the school have accepted. The cost will be split equally between the school, Insurance Risk Management and CB & PS security budget.

5.0 Staffing Implications

- 5.1 There are no staffing implications.

6.0 IT / Systems Implications

- 6.1 There are no IT implications.

7.0 Legal Implications

- 7.1 The Constitution provides that authority must be obtained from Cabinet to enable officers to make any application for development (including change of use) on Council owned land. Consideration of any application for consent is a matter for the relevant planning committee. The replacement of the fencing will be subject to Planning Approval.

Background Papers: None

Appendices: None

Report of the Cabinet Member for Finance & Strategy

Cabinet - 17 February 2015

WLGA PEER REVIEW REPORT AND ACTION PLAN

Purpose:	To advise Cabinet of the Welsh Local Government Association (WLGA) Peer Review report and to outline the action being taken in response to the report's recommendations.
Policy Framework:	Corporate Plan
Reason for Decision:	To update Cabinet on the finding of the Peer Review and to publish the report, which will form part of the Council's overall improvement plans.
Consultation:	Cabinet Members, Executive Board, Legal, Finance, Access to Services Team
Recommendation(s):	It is recommended that Cabinet: 1) Notes the WLGA Peer Review report, contained in Appendix A 2) Notes the action being taken in response to the Peer Review report and that a further report will be brought to Cabinet shortly 3) Reports to Council on the Peer Review report.
Report Author:	Dean Taylor
Finance Officer:	Mike Hawes
Legal Officer:	Patrick Arran
Access to Services Officer:	Euros Owen

1.0 Introduction: Background to Peer Reviews

- 1.1 The Welsh Local Government Association (WLGA) peer review for Swansea took place between 29 September and 1 October 2014
- 1.2 The WLGA offers every council in Wales a peer review once every four years. Whilst not a requirement, there is a clear expectation that all councils will have a peer review.
- 1.3 The decision to have a Peer Review last Autumn was based on a number of benefits:
- To learn from elsewhere and to improve what we do
 - We have identified self-evaluation as one of the areas to address as part of the new performance improvement framework
 - To assist preparations for the WAO corporate assessment
 - To support the overall objective of sector led self-regulation and improvement in Wales

2.0 Focus of the Peer Review

- 2.1 Three key areas of focus were agreed for the Peer Review:

Delivery	Our capacity and capability to deliver: <ul style="list-style-type: none">• Improvement Priorities• Policy Commitments• And in particular <i>Sustainable Swansea – fit for the future</i>
Change	Our ability to manage change across the organisation, to communicate & engage staff in change. Especially the Innovation Programme
Governance	The effectiveness of our internal arrangements in providing sound, robust and transparent governance for our changing requirements

3.0 Review Team

- 3.1 The Council requested a Review Team with experience of leading an English unitary with similar characteristics and challenges to Swansea and of managing a large council through significant change.
- 3.2 We were fortunate to have an excellent team which fulfilled this requirement. The team members, supported by the WLGA, were:
- Cllr. Graham Chapman, Deputy Leader of Nottingham City Council

- Nick Hodgson, former Chief Executive of Derbyshire County Council
- Ben Spinks, Assistant Chief Executive at the London Borough of Brent
- Rory Borealis, Executive Director (Resources) and Working Smarter Delivery Lead at Walsall Council.

4.0 Review Process

4.1 The Peer Review process involved:

- Review of documentation
- Interviews with 24 Members (Cabinet Members, Group Leaders, Chair of Scrutiny, Chair of Audit etc)
- Interviews with 27 Officers (Executive Board, Heads of Service and senior managers)
- Workshops with 38 Officers
- Interviews with 6 Partners
- A tour of the city

4.2 The Review Team fed back the headlines after the process and the Review Report was received in December 2014.

4.3 The process now is to publish the report, via this report to Cabinet and to outline the action proposed to address the recommendations from the Peer Review Team. A detailed Action Plan will be reported to Cabinet in the next few months.

5.0 Peer Review Report

5.1 The Peer Review report is attached as **Appendix A**. The report has an Executive Summary and is structured around the three themes of Governance, Change and Delivery. It contains 20 recommendations with links to case studies of Councils we can learn from in key areas.

5.2 The report contains both areas of strength and areas for improvement, against the 3 themes. It is pleasing to note that the Team found a clear sense of pride in the city and the council and a commitment to improving the lives of residents. Equally they found a council that provides good services, is aware of the scale of the challenges ahead and has evident talent to lead the transformation required.

5.3 Whilst the Team were positive about the Council's self-awareness and our plans for change, they were less convinced that the vision and detail behind this is in place. A key recommendation from the Review, which is an area where work has already started, is the need for a "Swansea Story".

5.4 The findings on Governance, Change and Delivery equally show areas of real strength as well as areas where we need to improve. The dominant themes from this are:

- Quicker and smoother decision making with a greater focus on action, not meetings
- Working as “one Council” and breaking down service silos, particularly in implementing change, sharing resources and fostering innovation
- Establishing a single and consistent narrative for change, linked to visible and empowering leadership at all levels, shared learning and greater staff engagement
- Develop the Council’s role as a city and community leader and a stronger presence for Swansea, working with partners
- Becoming a more commercial organisation, developing skills, developing opportunities for trading and exploiting our assets
- And finally and perhaps most importantly, the theme that is woven throughout the report is that of the need for cultural change to underpin, enable and drive the transformational changes we have to make across the Council in the next few years

6.0 Responding to the Report

6.1 The Peer Review Team acknowledge in their report that the Council is already implementing a number of their recommendations and, in that sense, the report reinforces our direction of travel.

6.2 That said, it is now imperative that we respond positively and swiftly to the report’s recommendations. A detailed Action Plan is being prepared and will be reported to Cabinet in the next few months. The Action Plan will contain actions grouped by the three themes of Governance, Change and Delivery, with a link to the relevant recommendations in the Review report.

6.3 Actions will need to include:

- A governance review... how we make decisions as Members and Officers
- Review of the role of the Local Strategic Board... and other city partnerships
- Developing the “Swansea Story”... and how we engage everyone in this narrative
- Redoubling our efforts on employee engagement... as part of the Innovation Programme
- Agreeing a change plan for the delivery of *Sustainable Swansea*... working as one Council
- A plan to deliver our community leadership ambitions. . including city centre regeneration and local area management
- Developing a commercial organisation... to exploit every opportunity to increase income

6.4 In summary the next steps will be to:

- Communicate the key findings of the report to Members, (via Council), staff and partners

- Develop detailed actions to implement the changes, ensuring accountability, clear measures and timescales
- Ensure that the actions integrate with existing major plans, in particular:
 - Revised Corporate Plan
 - *Sustainable Swansea – fit for the future*
 - Innovation Programme
 - Other key plans, such as the Poverty Strategy
- Dovetail the actions with the findings from the Welsh Audit Office Corporate Assessment, which we expect to receive in the next 2/3 months

7.0 Equality and Engagement Implications

- 7.1 As part of progressing some pieces of work in the action plan consideration will be given to whether the EIA process needs to be utilised including any requirements for engagement.

8.0 Financial Implications

- 8.1 There are no direct financial implications arising from this report. However, delivery of a number of the recommendations will assist the Council to achieve savings and additional income.

9.0 Legal Implications

- 9.1 There are no specific legal implications associated with this report.

Background Papers: None

Appendices: Appendix A – City and County of Swansea Peer Review 2014

Appendix A

City and County of Swansea Peer Review 2014

Review: September - October 2014
Report: December 2014



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1. Executive Summary

- 1.1 The City and County of Swansea is a well-regarded council in Wales, with a good reputation for service delivery. It has been on a significant improvement journey over recent years and the positive nature of recent audit and inspection reports is testament to that. However, local authorities are, without exception, facing unprecedented challenges, the inevitable consequence of which is an increasing pressure on the quality and level of services they all provide. In order to meet these challenges the Council's political and managerial leadership have set out a commitment to transform the Council so that it can continue to deliver positive outcomes for the residents of Swansea.
- 1.2 To support this aim, the Council invited the WLGA to facilitate a corporate peer review at the end of September 2014. Peer reviews aim to support councils' approach to self-improvement, offering detailed perspectives from 'critical friends' who understand the challenges of running a local authority and can make an honest and impartial contribution to their self-awareness and development. Importantly, requesting a peer review is regarded as a sign of organisational maturity and commitment to improvement.
- 1.3 While the peer review was arranged for the end of September, in advance of the Council's Wales Audit Office (WAO) corporate assessment, the leadership were clear that it needed to be a separate process with a different focus. While the peer review would inevitably be complementary, supporting the Council in taking stock and evaluating its own performance, the key purpose was to explore specific areas that are critical to organisational development and delivery in challenging times. These areas were:
- Delivery
 - Change
 - Governance
- 1.4 The Council was also keen to ensure that the peer review process should involve learning from elsewhere. Peers were therefore selected on the basis of their experiences and achievements and their ability to bring a fresh perspective to the issues in question. Indeed, the Review Team noted and commended the Council's openness to new ideas and willingness to engage and learn.
- 1.5 In undertaking the review, the team sought to gain insight by:
- Reviewing extensive council documentation
 - Conducting interviews with 24 elected members
 - Interviewing 27 officers
 - Running workshops with a further 38 officers
 - Interviewing 6 partners
 - Taking a tour of the city

- 1.6 The Review Team's initial findings were presented jointly to Cabinet and Executive Board at the end of the site visit on 1st October. An interim letter summarising the main observations was sent to the Council on 29th October 2014.

A summary of the Review Team's main findings are set out below.

General

- 1.7 The Review Team found a clear sense of members' and officers' pride in Swansea, both as a city and a council; they found commitment to making it a better place and to improving the lives of residents. This appeared to be a primary motivation and repeatedly featured in interviews and workshops. This commitment was supported by a good understanding of the area and the needs of local communities.
- 1.8 The Review Team developed an impression of an organisation where internal arrangements and the management of revenue finances were in order and the quality of service provision was generally good. They commended the leadership for not only recognising the scale of the challenges but for the need for far-reaching transformation, as opposed to incremental change. Importantly, the Review Team noted that there is evident talent among both the Cabinet and senior management, which should provide the capacity required to continue improving and transforming the organisation.
- 1.9 Moreover, the Council is strong on self-awareness and diagnosis; Cabinet and senior management have a clear idea of what they need to change and there is an emerging agenda setting out how this might be achieved. The Review Team felt the Council's recognition of what it needs to change and where it wants to get to are extremely positive. However, the Review Team was less convinced that the vision and arrangements for achieving that change are sufficiently developed. That said, the Council is open to new-thinking and learning, as demonstrated by the request for the peer review.
- 1.10 More fundamentally, while there is a good understanding of the need for change, of the challenges facing Swansea and the needs of communities, these elements have not yet been woven into a clear narrative. This was not helped by the range of plans and priorities that the Council produces. The Review Team emphasised the central importance of setting out a 'Swansea Story' and rationalising priorities to support its delivery, but recognised the forthcoming corporate plan (in draft at the time of the review) might achieve this.

Governance

- 1.11 The Review Team found a constructive relationship between members and officers, based on interviews conducted. This was demonstrated by a shared

understanding of how they could collectively contribute to achieving the Council's goals. It also appeared that the member/ officer dynamic was healthy, with an overall perception that the Council is member-led and there is an appropriate balance between political and professional leadership.

- 1.12 The Leader and Cabinet have recognised that there are some members within all groups who feel disconnected from the Council's decision-making processes. They are responding to this by seeking to extend participation through the introduction of Cabinet Advisory Committees and increasing the involvement of all groups with a new monthly Group Leaders' meeting. These changes appear to have been welcomed and have the potential to build a more open, transparent and inclusive way of working if managed effectively. However, it is important to ensure that new arrangements do not hold back clear and timely decision-making.
- 1.13 The Council's scrutiny arrangements are still relatively new, having been introduced in October 2012. The scrutiny arrangements are unique in the Welsh context, with one overarching Scrutiny Committee and a number of ad hoc Scrutiny Panels. The Review Team heard a range of views on scrutiny, but there was a sense that it provides challenge. Some non-executive members felt the Scrutiny Panels provided a means for them to explore issues that are important to them and there was a consistent view that members could decide which panels they wished to participate in according to their interest or expertise. However, there was also scepticism from some quarters. There were some concerns that scrutiny needed to develop a stronger improvement role and some non-executive members expressed concern that the creation of a single overarching programme committee could reduce capacity and focus. Importantly, there is a need to clarify the role and responsibilities of the new Cabinet Advisory Committees and the relationship they are to have with the overarching Scrutiny Committee and Scrutiny Panels.
- 1.14 The Review Team recognised that the Cabinet is new and it would take time to establish relationships with senior officers, as well as finding a structured way of working that meets their needs. However, they observed that Cabinet support could be more consistent and formalised, particularly briefing and support on their new portfolios and Cabinet roles.
- 1.15 The Review Team were positive about new and emerging arrangements to underpin financial planning and transformation, such as the Budget Group and 'Stewardship Sessions'.
- 1.16 However, certain internal processes, including the speed of decision-making, appear to be a barrier to the fulfilment of the Council's aim of becoming a more dynamic and innovative organisation. In order to address this, the Council should focus on culture, as well as formal decision-making processes. This would include creating a less risk-averse, no-blame culture (see Change

below) where staff learn from what has and hasn't worked together, in addition to looking at, for example, the length of time Cabinet have to respond to scrutiny recommendations.

- 1.17 The Review Team felt there was more opportunity to reduce the process and bureaucracy in programme management and partnership working, streamlining both to increase the focus on action and reduce the number of meetings and the amount of paperwork.

Change

- 1.18 The Council recognises the need to foster a more positive and empowering organisational culture and there is strong self-awareness and an emerging agenda, setting out what needs to change. There is talent and commitment among the political and managerial leadership which will help drive this forward.
- 1.19 As already identified by the Council, change needs to be taken forward on a more 'whole council' basis. Even with the evident leadership commitment, this is a challenge. However, there are opportunities to increase the pace and scale of change. For example, some change is currently being taken forward on a department-by-department basis and there is more scope to systematically share learning and practice across the organisation. The Council should explore more cross-cutting savings opportunities, as well as aligning priorities, finance and the change agenda more closely.
- 1.20 The Review Team were positive about the culture change and the kind of transformation the Council aspires to. However, the Review Team felt that innovation needed to be more effectively enabled and supported and the expected behaviours championed and modelled by the leadership. Perhaps most importantly, it needs to be borne out of wider development of the Swansea story, the way of working and how every individual fits in.
- 1.21 While there have been significant efforts to communicate the change agenda and the challenges facing the Council to staff, the Review Team found that it had not always been consistent or effective, with the message varying significantly depending on the manager delivering it. They also found the Council's priorities are not consistently understood and there isn't a shared conception of 'Sustainable Swansea'.
- 1.22 The Review Team felt that the conception of and approach to transformation could become more outward-facing, with more of a focus on creating new relationships with citizens and other partners.
- 1.23 In order to better align resources, priorities and change, the Council should consider developing a more priority-based, themed approach to budgeting

and avoid departmental targets. The Council should be careful to ensure that its approach to identifying savings options does not reinforce silo working.

- 1.24 The Review Team felt there was enthusiasm and commitment towards transformation, but there is more work to be done to break down service silos. The realignment of directorates could support this, but working across the organisation needs to become the 'norm', there should be more time and space for staff to come together and managers could be given more responsibility for solving corporate problems. While there is capability and talent, it may still be necessary for the Council to bring in external technical expertise for specific pieces of work to complement the skills that exist internally.

Delivery

- 1.25 The Review Team identified a large number of strategies, plans and action plans containing a significant number of priorities. However, they felt that the Council needed a unifying narrative, which sets out a clear and coherent vision. They felt that developing the Swansea story was of critical importance, particularly in the context of having to make difficult choices and attempting to foster a different organisational culture. Establishing the Swansea story would help to focus on a more limited number of key priorities and ensure that activity and resources are aligned accordingly.
- 1.26 The Council should ensure it fulfils its role as a city and community leader and develop a stronger national presence for Swansea- in Wales and the UK. This would involve building links with Cardiff and strengthening relationships with key stakeholders in the city and region. It would also involve actively promoting the good work that Swansea is doing- within central and local government and to partners in the public and private sector.
- 1.27 City leadership should be balanced with community leadership. The Review Team suggested that local councillors could be further empowered as community leaders by enabling them to respond to local priorities by devolving more central budgets across the county (e.g. on the basis of both deprivation and population).
- 1.28 The Review Team acknowledged that the Council is beginning to look for ways to become more 'commercial', noting that there are a number of opportunities which would help meet the budget challenge and promote city growth. The Council should aim to build a more commercial skills set and capability among staff and develop a trading arm, which could exploit opportunities relating to building management, vehicle maintenance, landscaping, solar energy and district heating, among others.
- 1.29 The Council should consider how best to maximise its use of resources - especially its asset base. This could, for example, include creating a trading

account in property services to recycle revenue earning capital receipts in order to improve the rate of return over the longer term.

- 1.30 Throughout the review, it emerged that the Council were at the early stages of implementing arrangements which would meet several of the recommendations the Review Team were set to make. Therefore, many of the points made in this report reinforce the direction of travel the Council is already committed to.
- 1.31 This report includes a total of 20 recommendations which seek to address the identified issues and barriers or build on measures which are already being progressed.

2. Background and context

2.1 Peer reviews are a key part of the WLGA's improvement offer for local authorities, being highly regarded by both the organisations who have received them and key partners, such as the Wales Audit Office (WAO) and Welsh Government. They are generally found to be a valuable tool because they are provided by 'critical friends' who understand the challenges of running a local authority and can make an honest and impartial contribution to the Council's approach to self-improvement. Importantly, requesting a peer review is regarded as a sign of organisational maturity and commitment to improvement. This was indeed reinforced by Swansea's keenness to learn and openness to new ideas and ways of working.

Purpose of the review

- 2.2 The Council had a number of reasons for commissioning the review, which were to:
- Learn from elsewhere and to improve what they do.
 - Develop their approach to self-evaluation.
 - Assist their preparations for the WAO corporate assessment (scheduled to take place during November 2014).
 - Support the overall objective of sector-led self-regulation and improvement in Wales.
- 2.3 While supporting the Council's own self-assessment and self-awareness in advance of the corporate assessment would be one useful outcome of a review, the Council recognised the value of drawing on the expertise of senior colleagues from within local government and the wider benefits that such an exercise could bring to the organisation. They were therefore clear that the peer review was a separate process with a different focus. In order to maximise the value of the review, the Council asked that it should focus on the specific areas they consider to be critical to their success. These were:
- **Delivery** - their capacity and capability to deliver on extensive and challenging policy commitments.
 - **Change** - their ability to manage change across the organisation, to communicate what they are trying to achieve effectively and to engage staff in embracing that change.
 - **Governance** – the effectiveness and transparency of internal arrangements and ability to support change and delivery.

The peer review process

2.4 Throughout the preparatory conversations with the WLGA, the Council had placed a particular emphasis on their desire to learn from others. For that reason, peers were selected on the basis of their experiences and achievements and their ability to bring a fresh perspective to the issues in question. The peers were;

- Cllr. Graham Chapman, Deputy Leader of Nottingham City Council
- Nick Hodgson, independent consultant and former Chief Executive of Derbyshire County Council
- Ben Spinks, Assistant Chief Executive, London Borough of Brent
- Rory Borealis, Executive Director (Resources) and Working Smarter Delivery Lead at Walsall Council

2.5 The review consisted of desk-based analysis of key council documents, which preceded a three day site visit that took place from 29th September to 1st October. The aim of the site visit was to develop a more in-depth understanding of the organisation and test some of the assumptions made by reading the documentation. This was achieved through extensive interviews with a broad cross-section of members and officers with different responsibilities and levels of seniority. The review activity can be summed-up as follows;

- Review of council documentation
- Interviews with 24 elected members
- Interviews with 27 officers
- Workshops with 38 officers
- Interviews with 6 partners
- A tour of the city

2.6 After 2½ days of intensive interviews and workshops, the Review Team presented their initial findings to the Cabinet and Executive Board on the final afternoon. This report represents the team's more detailed findings and includes some examples of good practice from elsewhere. The Review Team hope these additions are found to be valuable by providing a practical dimension to the recommendations and some possible options for implementation.

2.7 Following the final report, the WLGA would be happy to engage in further discussions with the Council and explore whether there are opportunities for support or peer learning.

3. Governance

- 3.1 Sound governance is the foundation of a healthy, well-run organisation. It is crucial in enabling a council to achieve its aims, or could equally be a major barrier to change and improvement. Moreover, in a context of significant and emerging challenges, where transformational change is required, governance arrangements need to be constituted in a way that supports that change. Consequently, the Council asked the Review Team to look at their governance arrangements, with a focus on how they are supporting (or hindering) the other two elements of the review; change and delivery.

Member/ officer working

- 3.2 In seeking to establish the effectiveness of the Council's governance, the Review Team took a broad perspective, considering culture and relationships as well as structures and processes. One of the most fundamental considerations was the relationship between members and officers, this setting the context for all of the Council's work. The Review Team observed a healthy relationship between members and officers; there was relatively good communication and a shared understanding of how they could collectively contribute to achieving the Council's goals. The member/ officer dynamic was well-balanced, with an overall perception that the Council is member-led.¹
- 3.3 While the overall dynamic is good, the Review Team recognised that the Cabinet is new and it will take time to establish relationships between Cabinet members and senior officers, as well as finding a structured way of working that meets their needs. However, Cabinet support appears to be inconsistent at the moment. The Cabinet itself also needs time to form as a 'team' and find a suitable way of working. The Review Team identified a need for more formalised, proactive briefing of and support to Cabinet members. They also suggested Cabinet members should each be clear about and 'own' a set of priorities which deliver the overall vision. These should be a focus within their regular meetings with officers.
- 3.4 Some Cabinet members felt they would like to build stronger relationships with middle managers and have more interaction with them. They also felt middle managers sometimes approached them with a certain amount of trepidation and thought there was an opportunity to build more trust. The Council could aim to increase interaction between Cabinet members and middle managers by, for example involving middle managers in senior manager/ Cabinet Member briefings, as and when relevant to the agenda.
- 3.5 The dynamic between members was also considered to be of paramount importance. The Review Team heard that there were some members, from

¹ It is important to note that these inferences were drawn from a fairly limited number of conversations with non-executive members, due to low turnout at the members' workshops.

all groups, who had come to feel disconnected from decision-making. There was a feeling that those outside of the Cabinet were 'spectators'. However, the new Leader and Cabinet have recognised this and are keen to address it. Consequently, the political leadership are instituting new arrangements to extend participation by introducing Cabinet Advisory Committees and establishing a monthly Group Leaders' meeting. These changes appear to be welcome and, if managed effectively, have the potential to build a more open, transparent and inclusive way of working.

Recommendation 1: Develop more formalised briefing of Cabinet members, which would include regular meetings with senior managers who have responsibility within their portfolio, with notes of the meeting and action points to ensure members' priorities and decisions are followed through. The emphasis should be on proactively engaging members in decisions, rather than briefing them too late into the process.

Scrutiny

3.6 The Review Team were aware that the Council's scrutiny arrangements are still relatively new, having been introduced in October 2012, and the Wales Audit Office has committed to continuing to review their effectiveness.² It is then perhaps unsurprising that the team heard a range of different views on the effectiveness of these arrangements. On the one hand, there was a sense that scrutiny provided challenge and many members could identify occasions where it had made an impact. The Audit Committee was cited as providing particularly robust challenge. Furthermore, some non-executive members felt the Scrutiny Panels provided a means for them to elevate and explore issues that were important to them, thereby increasing their involvement in council business and scope to influence.

3.7 However, there was also scepticism from some quarters. There were some concerns that scrutiny needed to develop a stronger improvement role and that its focus should be more closely aligned to council priorities. Some non-executive members expressed concern that the creation of a single overarching programme committee could weaken the scrutiny function by reducing capacity and focus. In addition, while there was an appreciation from members that the new Cabinet Advisory Committees could help extend involvement in policy development and decision-making, there appeared to be some confusion about how they are to relate to existing arrangements, in particular overview and scrutiny. There was some concern that without clarity of responsibilities and purpose, there could be a risk that the role of scrutiny is undermined and effort is duplicated.

Recommendation 2: If the Cabinet Advisory Committees are to be effective, their responsibilities and relationship to existing arrangements needs to be clarified and

² Wales Audit Office, *Annual Improvement Report – City and County of Swansea*, May 2014, p. 18

set out clearly in the Constitution so that all members and officers understand their respective roles.

Recommendation 3: The Council should consider how scrutiny could be closely oriented towards the Council's top priorities by, for example, establishing inquiries shaped around them. This would help develop scrutiny's improvement role as well as ensuring activity and resources have maximum impact.

Decision-making

- 3.8 The Council's aspiration to be a dynamic, inclusive and innovative organisation which is risk aware, creative and capable of coproducing services with citizens and staff is to be commended. However, the team observed certain aspects of governance which appear to be a considerable barrier to the fulfilment of that aim at the current time. One commonly identified problem was the speed of decision-making. The Review Team heard the widespread view that decision-making is too slow, which was largely attributed to an embedded risk-averse culture. This culture appears to manifest itself through a tendency to push decisions 'up' to more senior officers, the obvious effect of which is a protracted process with unnecessary delays in implementation. An additional risk is that staff in less senior positions become disempowered and their creativity and professional development is stifled, while senior managers are overloaded with decisions. The view was also expressed that protracted decision-making sometimes leads to implementation needing to be rushed, potentially impacting on the effective management of change and the delivery of outcomes.
- 3.9 The leadership appear to be well aware of the tiers of decision-making and the associated consequences and are seeking to address the risk averse culture through the Innovation Programme. As already identified internally, the Council should seek to build a less risk averse, no-blame culture by creating an environment where staff work together to learn- both when things don't go to plan and when they go well. The leadership should model and promote these behaviours in order to advance the change they want to see.
- 3.10 In addition to the cultural considerations, the Review Team identified some procedural changes which would be complementary and hopefully increase the pace of decision-making. In particular, the Review Team felt that the Council could inject greater pace into their change programme if they stripped back some of the unnecessary 'paraphernalia' of programme management. The current approach relies on a typically structured approach, with leads, boards and workstreams. However, the team developed the impression that this may be over-engineered and could risk time and energy being spent servicing boards and working groups, rather than actually implementing change. One potential unintended consequence of taking a very structured approach is that meetings themselves become the focus and few actions are

progressed or decisions taken in between. *See Barrow Borough Council case study, p. 21.*

- 3.11 Programme management could be streamlined by, for example:
- Reducing the amount of paperwork, the number of meetings and ensuring conversations focus on action. Officers should be encouraged to take decisions or seek senior endorsement (where necessary) between meetings and unnecessary tiers of approval should be stripped out.
 - Establishing a 'Gateway Scheme' to assess viability of major projects, so that time and energy is not wasted preparing to implement projects which are unlikely to succeed (partners could also be invited to participate).
 - Focusing on the 'big ticket' items within change and partnership working, that will yield substantial successes, rather than undertaking a wide-ranging programme which will inevitably mean exerting more energy on projects which will have less impact.
- 3.12 While the speed of decision-making is certainly limited by cultural constraints and could be improved without any change to formal arrangements, the Council may wish to review its delegation arrangements to ensure that decision-making responsibility rests at the most appropriate level and ensure the powers are being used to the full.
- 3.13 Furthermore, the Council should ensure its internal audit activity is focused on 'higher risk' policies and practices so that resources are being used to best effect.
- 3.14 The Review Team were impressed by some of the new and emerging arrangements to underpin financial planning, such as the Budget Group & 'Stewardship Sessions' and the budget tracking system. These appeared to be systems and processes which could support sound financial management.

<p>Recommendation 4: The Council could consider reducing the time that Cabinet has to respond to scrutiny recommendations (currently 3 months).</p>
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Partnership working

- 3.15 The Review Team spoke with a selection of statutory and non-statutory partners from the Local Service Board (LSB) and noted the high degree of enthusiasm and commitment to partnership working. This was seen as a major asset, which the Council should harness. However, there was some concern that the LSB's responsibility was too broad and it was vulnerable to being over-managed and impeded by bureaucracy. While it was recognised that the LSB had overall ownership of the Single Integrated Plan, the scale of tasks could become overwhelming. Some suggested the LSB could have more impact if it were to focus on a manageable set of shorter term priorities (in

addition to the overarching shared outcomes) where a partnership approach could really add value.

- 3.16 There were mixed perceptions of the LSB, particularly among members. Some had significant concerns regarding transparency, describing it as remote or 'invisible', possibly fuelling a sense that the LSB was operating outside of democratic processes. Some of these members also thought the LSB to be ineffective and in need of a major overhaul. Conversely, others could point to specific examples of success.
- 3.17 One simple means of ensuring the LSB is seen to be transparent might be to develop regular communication, particularly with members. This could include sending summaries of key points, decisions and actions to Cabinet and scrutiny meetings for information, for example.
- 3.18 There was also a sense that the Council was getting better at engaging with and listening to the public. Although there had been improvements, there was a view from many that they could still go further. The Council were thought to be very good at working with and managing the media and the communications team appear to have an excellent reputation. However, it may be necessary to ensure that communications is equally focused on community information as on press and media.

Recommendation 5: The LSB could develop a small number of priorities, based on defined operational problems, which partners commit resources to and tackle on a task and finish or rolling basis.

Recommendation 6: The Council should communicate the role, purpose and activities of the LSB to members. Moreover, the Council should look for opportunities to involve members in the work of the LSB, including projects which may be taking place in their ward or local engagement and consultation.

4. Change

- 4.1 Changing the way the Council operates is evidently a primary concern for the leadership. Importantly, the Review Team felt that the scale of the challenge and the need for transformational change was widely understood. Key council documents, such as *Sustainable Swansea – Fit for the Future* and the council-wide Innovation Programme demonstrate the corporate commitment to a fundamental shift in how the Council does business. The Review Team also felt there was evident talent among both political and managerial leadership and heard how the Leader is seen as someone who will drive change forward.
- 4.2 The Review Team explored the Council’s approach to change with members and officers from across the organisation, at a range of levels of seniority. The intention was to test the coherence, efficacy and reach of the Council’s change agenda.
- 4.3 The leadership saw the Sustainable Swansea programme as providing the framework for change. They were clear that the intention was to reaffirm the Council’s core purpose and establish a new operating model, capable of delivering on it. The Review Team commended the Council’s aspirations for change and gave the leadership credit for fully endorsing and promoting it. The team supported the kind of change the leadership want to effect, as represented by the examples of ‘future council’ ‘shifts’, which are set out in Sustainable Swansea:

What Sustainable Swansea means for WHAT WE DO and HOW WE WORK

From..... What we <u>do</u> now in Swansea	To..... What we want to <u>do</u> in the future
Leading the Council	Leading Swansea
Residents as receivers of services	Residents as co-producers of services
Providing services	Creating new models
From..... How we <u>work</u> now in Swansea	To..... How we will <u>work</u> in the future
Service led	Whole Council
Top down leadership	Everyone is a leader
Risk averse	Risk aware

Source: *Sustainable Swansea - Fit for the Future*

- 4.4 The Council were seen to have good self-awareness and diagnosis; the leadership are conscious that the existing culture needs to become more positive and empowering, they know the organisation needs to become more dynamic and innovative and more outward facing and coproductive. As part of this, the Council has put innovation at the heart of change; it is intended to define the way of working, as well as the organisational culture.
- 4.5 The Review Team also felt the Council were able to identify some of the solutions to the identified problems and there was an emerging agenda for implementing change. For example, it is positive that the Council has set out plans to create a more innovative environment by promoting a healthy attitude to risk, the exchange of ideas and building new skills. However, it appears there is more to be done to develop the steps to get from the current position to their ideal operating model and culture. The Review Team therefore identified some suggestions to support the implementation of this agenda, as well as some further opportunities relating to staff engagement, which are set out below.
- 4.6 The Review Team felt that it was important the Council adopt a clear, unified approach to managing and promoting change. It is vital that this is linked to organisational priorities and finance.

Engaging staff in change

- 4.7 A fundamental barrier to driving change forward is the buy-in and understanding of staff. The Review Team heard a number of positive comments about why the Council was a good place to work, including the opportunity to work for the city and communities and the flexibility it offered. However, there were also some negative comments and particularly strong feelings about Job Evaluation and having to work longer hours to get the job done without recognition. While Job Evaluation is a sensitive issue and a negative response from those adversely affected could be understood and expected, the Review Team heard concerns about the way in which the process had been managed and the outcomes communicated. These experiences can impact on the view staff have of change management more broadly. Furthermore, a small number of those interviewed suggested that past experiences of transformation work might have caused some cynicism towards change. Therefore, honest conversations with the workforce about the future 'employment deal' and what this means in the context of the change agenda, will be crucial in building levels of employee engagement. For example, how staffing numbers or remuneration are likely to be impacted, how roles might change, as well as what the organisation can offer, including non-economic factors on training, development, support and flexibility. (*See also point 4.22*).
- 4.8 While the leadership see Sustainable Swansea as the driving force behind change, there does not seem to be a shared conception of what it is and what

it is for throughout the organisation. The leadership have sought to ensure staff are aware of the challenges and change agenda through the Chief Executive's blog (which was seen by both frontline staff and middle managers as useful) and their Sustainable Swansea roadshows. However, discussions with frontline staff revealed that messages given at these events varied considerably. Some staff had heard a 'don't worry, things will be fine', whereas others had got the sense that things were overwhelmingly bleak. In general, it appears that communication to staff and members could be improved as some described themselves as feeling on the fringes and being unaware of organisational developments, to the extent that they 'often find out from service users'. While recognising the efforts the leadership have made to get the message out, it seems the current approach has not been as effective as hoped.

- 4.9 Whilst the Review Team would endorse face-to-face communication as a key element in managing major change, if the Council continues running roadshows, the messages should be more consistent way. This requires an accurate, shared understanding at Heads of Service level (Directors being responsible for ensuring this) and agreed messages and tone of delivery. In order to ensure that all members are up-to-date on important issues, the Council could hold members' seminars on relevant policy developments or organisational reforms.
- 4.10 The Council should consider how they engage and involve staff at every level and from every department in shaping the organisations' core purpose and change agenda. This could include making current communication opportunities such as the Chief Executive's blog and roadshows more participative or using other mechanisms such as online forums or networks, which provide space for user-generated content and continue discussion outside of set meetings and workshops.
- 4.11 While there is a definite commitment to transformation, some of those interviewed expressed doubts as to whether there was clarity about the kind of radical change being sought, what it might entail or a detailed understanding of the methods that might be required. Despite this uncertainty, many officers were able to identify recently introduced measures, which had some potential to address these concerns, such as the 'new ways of working' training or the inclusion of behaviours (in addition to delivery of objectives) within the appraisal process. This suggests that the Council could be in the early stages of making the change 'real', although the prospects for implementing change at pace and scale is less clear. In addition, officers provided the Review Team with their own possible solutions, which are included below.

In order to effect change, staff suggested:

- Getting senior managers out and about in the organisation, to help achieve culture change and give them a sense of what's working and what isn't.
- Developing a mechanism for sharing ideas and learning across the organisation.
- Involving frontline staff in the Innovation Programme.
- Becoming a learning organisation, rather than a blaming organisation, which is able to focus on why things didn't work.
- Investing more in staff development and training.
- Bringing in specialist expertise when needed and listening to and learning from the third sector.
- Giving more consideration to riskier, innovative approaches to service delivery.
- Increasing the urgency of the change that needs to happen over the next 2-3 years.
- Moving away from the language of 'innovation' and 'transformation', which creates a sense of distance and takes it away from people's 'day job'.

4.12 While there is talent and experience among senior leaders, there should be a focus on systematically involving officers from across the organisation in developing new ideas. The Sustainable Swansea scoping workshops are a step towards that. The leadership should not feel that the responsibility for, or ownership of, change lies solely with them and should actively seek to cultivate an open and inclusive way of working, which provides opportunities for staff to influence from the bottom up. At a time when morale needs to be maintained, this could help ensure staff feel valued.

4.13 Similarly, there may still be a need to increase the Council's capacity by drawing on external expertise. This could mean seeking input from partners in the public, private or third sector or bringing in additional technical knowledge for specific pieces of work, which would complement the in-house skills and experience.

4.14 As previously outlined, there is a risk that the paraphernalia of programme management and the structure of boards and appointed leads slows down change. There is also the risk that change is seen as only being owned by those involved, especially those with the lead responsibility. Creating space and opportunity for other staff to contribute is one means of rebalancing that, but the leadership may also want to extend responsibility and accountability for solving corporate problems in a more formalised way.

4.15 One means of doing this would be to actively involve staff, other than senior managers, in leading and delivering change. This could relate to a corporate issue or their individual area of work, drawing on their knowledge and enthusiasm while reducing some of the burdens of programme management and reporting. For example, Barrow Borough Council invited volunteers who were interested in 'making a difference' to gather, create, promote and implement ideas on improving efficiency and effectiveness through the use of

technology. They were not selected by management. Instead senior management's role was to make sure they were 'completely unencumbered by the things councils usually do - working groups, discussion forums and discussions with trade unions' and to handle those things on their behalf. They replaced the normal structures with six weekly updates with the Chief Executive to identify issues that senior managers could help solve. This allowed them to harness the skills and enthusiasm of staff in different parts of the organisation and speed up the change process. (*See link to full case study in Annex 2*).

Recommendation 7: The Council should aim to create space where staff can come together to solve shared problems (e.g. the session to consider horses being kept on council-owned land) and staff outside senior management should be empowered within the authority to bring officers together, rather than relying on or waiting for senior managers to convene a meeting or workshop. Frontline staff in particular should be more actively involved in the Innovation Programme and in developing savings proposals. Middle managers and their team managers should be encouraged to seek ideas from within their teams so that staff feel they have an opportunity to propose new ideas either informally or at team meetings. (*See also Recommendation 12 and Recommendation 13*)

Whole-council working

- 4.16 The Council has, rightly, stated its desire to institute a 'whole council' way of working, which will characterise the new model of operating. As a result of the senior management restructure, departments have been realigned to more thematic groups, which has the potential to strengthen the connections and collaboration across complementary agendas. However, the Review Team heard that where good practice develops or new ways of working are introduced, this still tends to be restricted to particular services or departments. There was also a sense that change is happening at different rates in different parts of the organisation. There was a view from the leadership that making cross-service structures work is a challenge which requires continuing efforts. While the thematic structure might help to strengthen joint working between certain areas it will still be necessary to encourage collaboration beyond those boundaries.
- 4.17 The Council has begun to identify some organisation-wide transformation projects. These are strategic in nature, as well as practical, such as developing the role of refuse workers to be the 'eyes and ears' of the organisation so that they can refer issues on to other departments. Staff referenced this as good practice and it demonstrates how the day-to-day experiences of frontline staff can be drawn on to support the council's wider priorities. The Council should seek to identify and exploit further cross-cutting change and savings opportunities, ensuring learning is shared between different strands and opportunities to scale-up and extend work across the organisation are taken.

4.18 Further to this, there is a risk that the various strands of change are not sufficiently integrated and it could feel initiative-based. There appears to be a lack of clarity about priorities (*see 5. Delivery*) and a feeling that perhaps the Council is trying to do too much all at once. If the Council were successful in drawing together a unifying narrative with limited supporting priorities (i.e. the five identified in the draft Corporate Plan) this could give shape to Sustainable Swansea, the Innovation Programme and financial planning and allow the Council to deliver change on the 'big ticket' items. Indeed, clear, specific organisational goals have been shown to promote innovative working.³ In essence, change needs to be part of a coherent whole, linked to priorities and finance.

4.19 In particular, the Council could consider how it develops a more priority-based approach to financial planning. The Review Team heard that directors had or were considering this but had not identified a method as yet. Managers in the People directorate had been asked to develop a three year plan on the basis of a 20% reduction to the budget, recognising that extending the horizon enables a closer alignment with current and emerging priorities. One council which has a well-regarded approach to priority-based budgeting is Stevenage Borough Council. While their funding gap is comparatively small, the principles are still relevant.

CASE STUDY

Stevenage Borough Council has adopted a priority based budgeting (PBB) approach based on a methodology developed by Aberdeen City Council, to meet its need for a three year forecasted funding gap of £3 million. Central to the PBB process is a full citizen engagement programme with local people to establish their service priorities and a determination of their preferences between tax increases, service cuts and raising fees and charges. This informed the development of a range of savings proposals over the three year timeframe. After internal officer challenge, these were put to members in the form of a Leaders Services Priority Group whose membership included majority and opposition councillors, front and backbench members. Over a period of eight weeks, members ranked all savings proposals into a priority order that reflected future challenges and the results of the engagement programme. This has succeeded in producing a detailed savings programme which addresses the Council's funding gap, via a permanent shift away from short-term 'salami slicing' to a well-managed longer-term process.

Source: Grant Thornton *2016 tipping point? Challenging the current: Summary findings from our third year of financial health checks of English local authorities*, December 2013

Recommendation 8: The Council should look for more thematic transformation and savings opportunities such as, for example shared administration, which is

³ Patterson et al, 2009, *Everyday innovation: How to enhance innovative working in employees and organisations*, NESTA

currently being taken forward in the People directorate, but could be expanded across the whole organisation.

Recommendation 9: The Council should seek to better align finance with priorities and change, and in so doing move away from departmental savings targets to a more priority-based approach to financial planning.

Culture change

- 4.20 Many of the suggestions put forward by staff relate to culture and they cohere with the leadership's ambition to foster a more empowering, learning culture with 'everyone as a leader'. On that basis, there appears to be consensus about the improvement needed with the existing culture and an appetite for the kind of changes being proposed. However, translating that will and enthusiasm into sustained change is still a challenge. While the leadership have granted 'permission to innovate' further steps are required to effectively enable and support the process across the organisation. It is inevitable that it will take time for behaviour change and new cultural norms to be established.
- 4.21 However, while there are many positive actions being developed through the Innovation Programme, the Review Team were clear that this alone would not deliver the culture change that both staff and leadership wish to see. Joint problem-solving and staff development, for example, are likely to have a positive impact, but this will be limited if they are done in isolation. It is understandable that the Council has developed a programme and the associated means of managing it in order to galvanise energy and ensure adequate focus on culture change. However, culture change should not be seen as a separate strand, but rather a by-product of the other changes the Council is making. This means linking change to the development of an overarching narrative which staff understand and can see how their role fits with.
- 4.22 As previously stated, there was some reference to morale in a few discussions. However, there are inevitably a range of factors that might be affecting individual, team or organisational morale in these challenging times. While it is difficult for the Review Team to gauge the extent of this feeling or its effect based on the interviews and workshops conducted, it could be a barrier to building the kind of culture the Council wants to see. The LGA and Public Sector People Managers' Association (PPMA) supported research into the state of the employment deal in local government. The research found that the economic aspects of the traditional employer-employee deal have broken down with the loss of job security, pay freezes and reductions in pay and the emphasis on doing 'more with less' and this is further compounded by a perceived lack of support from organisations, a lack of voice and the quality of interactions with line managers. This research argues that local authorities need to forge a new deal which takes account of factors beyond the economic, such as providing support and building collaborative and productive

partnerships that enable high involvement and workforce participation in shaping and delivering change. In order to achieve this and reduce blame, they suggest creating openness and trust through solutions-focused conversations with staff, rather than performance-focused conversations. They suggest this is dependent on individual line managers being able to practice listening skills and be willing to implement ideas from their team.⁴

- 4.23 Furthermore, involvement and empowerment could be increased by; engaging staff in how the new values are translated into practice, providing opportunities for staff to share and promote their successes (ie. at the lunchtime seminars) and encouraging staff outside of upper tiers of management to convene cross-cutting problem-solving sessions (*as suggested in Recommendation 7*).
- 4.24 Making the shift from blaming to learning was repeatedly referenced by staff in different services and at different levels of seniority. This is clearly pivotal to building an innovative culture and working practices. In order to reduce blame, the Council will need to tolerate failure and promote risk taking and managerial support will be key to this. The Council could also look at ways of incentivising innovation, rewarding innovation through staff recognition or incorporating it within performance reviews.
- 4.25 Notwithstanding these observations, there are many useful elements of the Innovation Programme which will contribute to driving change forward. In particular, the action which focuses on staff development, building capacity and capability and using different tools and techniques. These should continue to develop.

Recommendation 10: The Council should achieve longstanding culture change by advancing a coherent Swansea story, supported by clear priorities and helping staff see how they fit with and contribute to that story, while providing support for them to adapt within their role and a means for them to influence decisions and change.

Recommendation 11: Members, senior and middle managers should consistently model the behaviours they want to see and commit to avoid blaming staff when things don't go to plan. Senior and middle managers should encourage their staff to use their initiative and try new things and create time within their own teams and wider corporate settings to consider and share the learning.

Recommendation 12: The Council should aim to develop a more systematic approach to sharing learning and practice - both positive and negative. This could be through team meetings, managers groups, lunch time sessions or problem-solving session.

Recommendation 13: Senior managers should be encouraged to get out into the organisation, meet and listen to staff. Regular formal or informal staff visits would create an opportunity for staff to communicate their experiences (particularly

⁴ Edinburgh Napier 2012, *New Employment Deal For Local Government*, LGA and PPMA
http://ripassetseu.s3.amazonaws.com/www.ppma.org.uk/files/documents/jul_12/FENT_134368396_7_DEVELOPING_A_NEW_EMPLOYMENT_DE.pdf

relating to what's working and what's not working) and propose ideas. It would also give the leadership a direct understanding of how successfully and quickly change is being implemented.

- 4.26 Promoting this culture change will yield obvious benefits for the organisation by empowering staff. However, the Council should also seek to develop the 'outward facing' strand of its change agenda alongside changes to the business and culture of the Council, so that it can fulfil the ambition to coproduce services with residents. The Council should increase engagement and involvement with partners and the community, so they can understand the pressures and help shape and deliver the 'Swansea Story' and be part of the Council's change agenda.

5. Delivery

5.1 The Review Team were aware that the Cabinet has set out its intention to focus on delivering outcomes for the residents of Swansea, keeping it at the forefront of everything the organisation does. Indeed, there was a palpable enthusiasm and optimism among the political leadership that they were going to deliver. While there was a realisation that the Council's capacity to deliver is more constrained than ever before, the Review Team acknowledged there are good reasons to be positive. Specifically, the organisation is well-regarded within the sector and the quality of service provision is generally good, there is evident talent among both Cabinet and senior management and there appears to be a healthy relationship between members and officers.

Focus

5.2 The Review Team recognised the Council's ambition to deliver on multiple agendas and its high profile commitments on issues such as poverty. However, based on analysis of key documents and feedback from many members and officers, the team considered there to be too many priorities, making it difficult to focus on the top issues that matter most. The Review Team noted different priorities within the One Swansea Plan, Corporate Improvement Plan, Sustainable Swansea and the 'policy commitments', among others, but it was difficult to see how these documents and associated priorities related to one another. Essentially, the Review Team felt that the Council was at risk of overwhelming itself with priorities and initiatives and needed to create more coherence and focus in on a more manageable agenda.

5.3 However, the leadership were broadly clear that there are five top priorities (to be set out in the forthcoming Corporate Plan, in draft at the time of the review) which should take precedence and provide overall coherence. They are:

- Safeguarding vulnerable people
- Improving pupil attainment
- Creating a vibrant and viable city and economy
- Tackling poverty
- Building sustainable communities

However, this top five did not seem to be widely known and the inter-relationships between the various strategies, plans and priorities did not appear to be well understood.

5.4 Fundamentally, it appeared that an overall narrative or Swansea story, setting out a clear vision of the future, was missing. The Review Team emphasised the central importance of establishing this vision and rationalising priorities to support its deliver, but recognised the forthcoming Corporate Plan might achieve this.

- 5.5 Once the Council has established a clear vision and supporting priorities which are well-understood across the organisation, it will be better able to align resources and priorities. This means concentrating finance and change activity on the most important issues and big pay-off items, rather than spending time on a greater number of initiatives, some of which will inevitably yield fewer benefits. As previously outlined, this could be manifest through a more priority-based approach to budgeting, resulting in a reduced reliance on departmental targets which risk reinforcing silo-thinking.
- 5.6 In this way, clarity over priorities can help reorient activity and thinking away from service silos and promote the whole-Council working that the leadership wish to promote. Rather than refocus resources away from the day job, staff are encouraged to link their day job to the delivery of those priorities. This is then supported by continual reinforcement from the leadership and commitment of resources.
- 5.7 Furthermore, a clear narrative and increased focus on a small number of top priorities will create a shared understanding of what success would look like and enable monitoring and scrutiny to give particular attention to progress in these areas.
- 5.8 There was also a suggestion from a small number of those spoken to that the Council can appear to be preoccupied with external judgements and requirements. However, the Council should feel confident that if members and officers hold on to their commitment to improving things for the residents of Swansea and doing what they think will deliver the best outcomes, audit and inspection requirements will be met as a result.
- 5.9 Linked to the above points, there is a need to develop a clearer picture of how activity is actually making a difference. Some members, in particular, felt there were too many targets which were impeding delivery and there should be more focus on outcomes. The Council is developing outcomes-based performance management, which should help show the impact activity is having. However, the Council should be mindful of not over-engineering this and adding further measures and data collection requirements which don't add value.

Recommendation 14: The Council should;

- 14.1 Articulate a narrative, building consensus among Cabinet and Executive Board
- 14.2 Engage wider members, staff and partners in developing that narrative
- 14.3 Rationalise priorities to ensure a focus on the most important things, which will help deliver the vision
- 14.4 Encourage and support everyone in the organisation to adapt their role to deliver the priorities
- 14.5 Manage and monitor the priorities effectively, systematically involving members (i.e. ensuring a focus in regular Cabinet Member/ Director meetings). (*See also point 3.3*)

14.6 Ensure that the priorities underpin all of the Council's activity, aligning change and financial planning to deliver the priorities.

City and County leadership

- 5.10 While members and officers evidently want to achieve the best for Swansea and the people who live there, the Review Team, along with some members, officers and partners, felt the Council could be even more ambitious. They felt there was scope to further enhance the Council's role as both a city and community leader.
- 5.11 Expanding the Council's city leadership would involve developing a stronger national presence for Swansea in Wales and the UK. One way of developing this could be building stronger links with Cardiff, recognising areas of mutual gain and exploiting opportunities to advance shared interests. An area of shared interest, for example, is the electrification of the Great Western mainline.
- 5.12 The Review Team sensed the pride that members and officers had in Swansea and recognised its strengths and the achievements of the organisation. On that basis, the Council should do more to promote the good work they are doing- both to Welsh and UK governments, local government and to partners in the public and private sector. This is more than just good communication and public relations. It is about the management of Swansea's image and reputation and harnessing the support of everyone to help drive the city and county forward. Positive opportunities will come from having a strong reputation locally and nationally.
- 5.13 The Council is showing leadership in tackling poverty and strengthening the local economy. The team felt it essential that these two areas were seen in combination. They suggested the Council should ensure there is a coordinated approach to sector development, job creation, job search and skill development which enables local people to benefit from growth.
- 5.14 Within the city, developing the city centre appeared as a prominent issue. One external organisation even described it as 'the biggest local issue'. The Review Team heard a number of proposals for the future of the city centre, which could be transformative- such as the relocation of the civic offices or the development of new student accommodation. The leadership should consider what kind of city centre they want to see and how it will relate to the 'out of town' offer. They should agree key actions and engage partners- such as the university, local businesses and public sector partners in planning and delivery.

Recommendation 15: Build positive relationships with key city and regional stakeholders- including business and the universities- to get everybody on board

with the Swansea story and engage them in the delivery of priorities, particularly relating to regeneration and jobs growth.

Recommendation 16: Investing and improving the city centre is rightly a key priority. At the same time, the Council must ensure this is not done, or seen to be done, at the expense of improvements and core services to the outer areas in such a way as to alienate communities who may not benefit directly.

Community leadership

5.15 Given the recommendation above, it will be vital to balance leadership of the city and county with leadership within all local communities. The Council must be mindful that they do not create the impression that they are developing an external focus to the detriment of local residents and communities.

5.16 The Review Team suggested this could be helped by a series of measures including empowering local councillors to respond to local priorities by devolving budgets across the county. This could be allocated on the basis of need or priority, for example using deprivation and population. This is done in Nottingham City Council, where each local councillor is allocated a small budget to support their role as 'Champion of place'. Further funds are allocated based on the Index of Multiple Deprivation and the ward population. This budget allows councillors to allocate funds that support ward initiatives and projects put forward by the community such as family fun days, community BBQs, play equipment and park benches.

Recommendation 17: The Council should balance leadership of city and county, which could be done through practical measures such as:

- Ensuring new housing investment is used to regenerate communities
- Using local infrastructure to provide job search and opportunities for skills and jobs within the community
- Developing a programme to upgrade district centres
- Empowering local councillors by devolving budgets across the City and County
- Co-locating/ jointly delivering services within communities, to maximise resources across departments and organisations and to maintain a presence within communities.

Regeneration and commercialism

5.17 More broadly, interviews and discussions on how the Council could deliver improved economic outcomes focused heavily on job growth and the Council becoming more commercial. The Review Team felt there was more opportunity to refine and prioritise the sectors Swansea should focus on, attracting and then ensuring via job clubs and tailored training provision and other measures that local people are well placed to secure the new employment that is created. This was thought to be particularly important given the city's historical reliance on public sector employment and the 'vacuum' created by recent Department for Work and Pensions job losses.

- 5.18 The Review Team felt there were a number of commercial opportunities the Council could exploit to help meet the budget and promote city growth. At the time of the review a commercial manager had very recently been appointed and the Council were already considering a number of ways of achieving this.
- 5.19 Many councils are looking at how they develop a commercial mind-set across the organisation, rather than only focusing on those services most typically associated with trading. This centres on encouraging and supporting staff to identify and implement commercial opportunities in their areas.

CASE STUDY: Nottingham City Council's Commercialism Programme

Nottingham City Council has developed a Commercialism Programme which recognises that all services can be more commercial in the way they work. A clear vision and definition of commercialism has been developed, agreed and communicated to colleagues, which is '... the process of considering everything we do as a Council in a more business-like way. This ranges from trading services as a commercial business to taking a more business-like approach to processes and budget planning'. Colleagues understand that taking a more commercial approach will 'protect services and jobs', which has provided a catalyst for positive engagement with the Programme.

The Council has taken a comprehensive approach to staff engagement, identifying commercial strengths and areas for development across the organisation. This has allowed them to develop a range of tools, tailored to needs in different areas. They include; communication from senior managers, provision of self-service tools, a training programme, commercialism support service roadshows, commercialism clinics, an intranet site, induction training for new colleagues, presentations at team meetings, mentoring, coaching and opportunities for managers and colleagues to express barriers to commercialism. In particular, colleague to colleague support has inspired and enabled other individuals to apply the principles of commercialism and this has been a cornerstone of the engagement strategy.

- 5.20 The Review Team felt the Council had opportunities to think about how they use their assets smartly, delivering the best rate of return over the longer term. They also felt there may be opportunities to look at existing arrangements, such as exploring the possibility of renegotiating the terms of the Liberty Stadium contract so the Council can derive financial benefit.

CASE STUDY: Sheffield City Council: Polishing the family silver

Sheffield has been exploring the idea that rather than conducting 'fire sales' of spare assets, councils may be better off using them to generate sustainable income and improve run-down areas – delivering on key outcomes for the city. It's about not simply 'selling off the family silver' but polishing it up and using it in a more productive way.

Sheffield decided to turn these under-used assets into drivers for local economic growth – selling where necessary to create the capital for reinvestment in the right places, and along the way creating employment opportunities for local people. Another benefit is that the project has freed up land for new housing projects (21 hectares for private and affordable housing use).

The Council has been working with other public sector agencies in the area to ensure that everyone can benefit from the asset improvement approach. A joint asset board, chaired by Sheffield’s Chief Executive, has been set up as a platform where each organisation can work together to maximise the potential of joint and independently owned assets.

Nalin Seneviratne, Director of Capital and Major Projects at Sheffield City Council, explains: “Where the Sheffield approach differs from others is the attention given to asset enhancement – enhancing the value of the original assets and their saleability. Then, rather than using the enhanced receipts generated to plug short-term gaps in spending, we are using the funding in conjunction with private sector leverage to create a revolving Sheffield Investment Fund for investment in local infrastructure and economic growth projects.”

Recommendation 18: The Council should invest in building a more commercial skills set and capability among staff and develop tools and training which help them identify opportunities across the organisation. (See Nottingham’s Commercialism Toolkit, for example)

Recommendation 19: The Council should develop its trading arm, looking for opportunities in building management, vehicle maintenance, landscaping, solar energy and district heating and be aware of the market and what it takes to be competitive- in terms of cost and quality.

Recommendation 20: The Council should maximise its use of resources by considering how reserves and the property portfolio could be used to provide a rate of return over the long term. For example, create a trading account in property services to recycle revenue earning capital receipts. The Council should review the capital programme, being flexible in how the deficit is reduced and considering the balance between sales, borrowing and use of own cash flow.

Annex 1: List of recommendations

Recommendation 1: Develop more formalised briefing of Cabinet members, which would include regular meetings with senior managers who have responsibility within their portfolio, with notes of the meeting and action points to ensure members' priorities and decisions are followed through. The emphasis should be on proactively engaging members in decisions, rather than briefing them too late into the process.

Recommendation 2: If the Cabinet Advisory Committees are to be effective, their responsibilities and relationship to existing arrangements needs to be clarified and set out clearly in the Constitution so that all members and officers understand their respective roles.

Recommendation 3: The Council should consider how scrutiny could be closely oriented towards the Council's top priorities by, for example, establishing inquiries shaped around them. This would help develop scrutiny's improvement role as well as ensuring activity and resources have maximum impact.

Recommendation 4: The Council could consider reducing the time that Cabinet has to respond to scrutiny recommendations (currently 3 months).

Recommendation 5: The LSB could develop a small number of priorities, based on defined operational problems, which partners commit resources to and tackle on a task and finish or rolling basis.

Recommendation 6: The Council should communicate the role, purpose and activities of the LSB to members. Moreover, the Council should look for opportunities to involve members in the work of the LSB, including projects which may be taking place in their ward or local engagement and consultation.

Recommendation 7: The Council should aim to create space where staff can come together to solve shared problems ie. the session to consider horses being kept on council-owned land- and staff outside senior management should be empowered with the authority to bring officers together, rather than relying on or waiting for senior managers to convene a meeting or workshop. Frontline staff in particular should be more actively involved in the Innovation Programme and in developing savings proposals. Middle managers and their team managers should be encouraged to seek ideas from within their teams so that staff feel they have an opportunity to propose new ideas either informally or at team meetings.

Recommendation 8: The Council should look for more thematic transformation and savings opportunities such as, for example shared administration, which is currently being taken forward in the People directorate, but could be expanded across the whole organisation.

Recommendation 9: The Council should seek to better align finance with priorities and change, and in so doing move away from departmental savings targets to a more priority-based approach to financial planning.

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Recommendation 12: The Council should aim to develop a more systematic approach to sharing learning and practice - both positive and negative. This could be through team meetings, managers groups, lunch time sessions or problem-solving session.

Recommendation 13: Senior managers should be encouraged to get out into the organisation, meet and listen to staff. Regular formal or informal staff visits would create an opportunity for staff to communicate their experiences (particularly relating to what's working and what's not working) and propose ideas. It would also give the leadership a direct understanding of how successfully and quickly change is being implemented.

Recommendation 14: The Council should;

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- 14.2 Engage wider members, staff and partners in developing that narrative
- 14.3 Rationalise priorities to ensure a focus on the most important things, which will help deliver the vision
- 14.4 Encourage and support everyone in the organisation to adapt their role to deliver the priorities
- 14.5 Manage and monitor the priorities effectively, systematically involving members (ie. ensuring a focus in regular Cabinet Member/ Director meetings)
- 14.6 Ensure that the priorities underpin all of the Council's activity, aligning change and financial planning to deliver the priorities.

Recommendation 15: Build positive relationships with key city and regional stakeholders- including business and the universities- to get everybody on board with the Swansea story and engage them in the delivery of priorities, particularly relating to regeneration and jobs growth.

Recommendation 16: Investing and improving the city centre is rightly a key priority. At the same time, the council must ensure this is not be done, or seen to be done, at the expense of improvements and core services to the outer areas in such a way as to alienate communities who may not benefit directly.

Recommendation 17: The council should balance leadership of city and community, which could be done through practical measures such as;

- Ensuring new housing investment is used to regenerate communities
- Using local infrastructure to provide job search, skills development and jobs within the community
- Developing a programme to upgrading district centres
- Empowering local councillors by devolving budgets across the City and County
- Co-locating/ jointly delivering services within communities, to maximise resources across departments and organisations and to maintain a presence within communities.

Recommendation 18: The Council should invest in building a more commercial skills set and capability among staff and develop tools and training which help them identify opportunities across the organisation. (See Nottingham's Commercialism Toolkit, for example)

Recommendation 19: The Council should develop its trading arm, looking for opportunities in building management, vehicle maintenance, landscaping, solar energy and district heating. Be aware of the market and what it takes to be competitive- in terms of cost and quality.

Recommendation 20: The Council should maximise its use of resources by considering how reserves and the property portfolio could be used to provide a rate of return over the long term. For example, create a trading account in property services to recycle revenue earning capital receipts. Review the capital programme; be flexible in how the deficit is reduced and consider the balance between sales, borrowing and use of own cash flow.

Annex 2: Full case studies

Barrow Borough Council: Empowering staff

<http://www.local.gov.uk/documents/10180/11643/Barrow+Borough+Council+Empowering+staff.pdf/e3fb9ed9-93b1-4fd1-9029-4c248641c29f>

Nottingham City Council: Commercialism Programme

<http://www.local.gov.uk/documents/6281932/6282225/Nottingham+MJ+Awards+Submission+-+Commercialism.pdf/868bc9b4-efde-443e-a744-2e82ef84ecf3>

Sheffield City Council: Polishing the family silver

<http://www.local.gov.uk/documents/10180/11643/Sheffield+City+Council+Polishing+the+family+silver.pdf/abe05cb0-9726-4477-bb14-405eb9fc9b86>

Staffordshire Fire and Rescue Service: Change management

<http://www.local.gov.uk/documents/10180/11643/Staffordshire+Fire+and+Rescue+Service+Change+management.pdf/3d8cfaf7-83b8-43e9-b575-f73897c3b8e5>

Agenda Item 10.a

Report of the Cabinet Member for Services for Children & Young People

Cabinet – 17 February 2015

IMPLEMENTATION OF A SINGLE YOUTH OFFENDING SERVICE ACROSS WESTERN BAY

Purpose:	To provide Cabinet with an update regarding the progress made to create the Western Bay Youth Justice and Early Intervention Service.
Policy Framework:	Sustainable Social Services for Wales: A Framework for Action
Reason for Decision:	To endorse the arrangements for Youth Offending Services as outlined in the report
Consultation:	Legal, Finance and Access to Services.
Recommendation(s):	It is recommended that Cabinet: 1) Approve the arrangements for Youth Offending Services as set out herein, in particular in paragraph 2.7 below. 2) Agree to review the arrangements in October 2015 which is half-way through the next financial year.
Report Author:	Deborah Driffield
Finance Officer:	Chris Davies
Legal Officer:	Janet Hooper
Access to Services Officer:	Catherine Window

1.0 Introduction

- 1.1 Youth Offending Services/Teams (YOT) are statutory multi-agency partnerships who have a legal duty to co-operate in order to secure youth justice services appropriate to their area funded from a variety of sources including UK Government, Welsh Government and the statutory partners. (I.e. the local authority, police, the probation trust and health).
- 1.2 During 2012 the three YOS Managers of Bridgend, Neath Port Talbot and Swansea collectively agreed with their respective management boards that to make the services more resilient in light of the falling levels of statutory work, the focus more on early intervention, the early indications of change from Welsh Government and the financial challenges that were likely to be ahead that collaboration following the health footprint would be beneficial.
- 1.3 In December 2012 the three Local Authority Cabinets agreed that regional collaboration should be taken forward for mutual benefit and an interim combined Western Bay Regional YOS Management Board was established.
- 1.4 In 2013 each of the three Cabinets agreed to not just collaborate but to amalgamate the three Youth Offending Services in the Western Bay region. Agreement was given to Bridgend County Borough Council (BCBC) to host the Western Bay Service.
- 1.5 Cabinets were advised of a desire to achieve amalgamation by April 2014 and discreet work-streams (HR, Legal, ICT, Finance and Governance) were identified and work-stream leads from BCBC were nominated to ensure these areas of work were sufficiently undertaken to ensure that amalgamation could be achieved within the desired time-frame.
- 1.6 It was agreed that a shared YOT manager post and the three locality manager posts based in each of the local authorities be created and appointed to by 1 May 2014 and that a Western Bay Management Board be created and local boards cease to exist. The post holders would be responsible for ensuring the delivery of high quality integrated youth justice, prevention & early intervention services across Bridgend, Neath Port Talbot & Swansea local authorities. The posts would be ring-fenced to existing appropriately graded staff within the three authorities. It was proposed that the full costs of the shared team, including any redundancy costs associated with its creation should be shared between the three councils on the basis of 10-17 age group population estimates for each council area.

2.0 Current Situation / Proposal

- 2.1 The following has been progressed; on 29th May 2014 the first Western Bay Youth Justice and Early Intervention Service Management Board was held and all local management boards ceased. The Management Board is chaired by the Neath Port Talbot Director of Social Services and has a membership in line with the requirements of the Crime and Disorder Act including Cabinet Members from all three Local Authorities.
- 2.2 The Annual Youth Justice Plan for 2014/15 has been agreed by the board and submitted to the Youth Justice Board as a transition plan for the Western Bay Youth Justice and Early Intervention Service. It provides the medium to long-term business plan for the service setting out the aims of the new service maintaining a focus on quality service delivery and continuous improvement. Whilst there is one youth justice plan the performance and financial reporting requirements remain on a locality basis for this financial year.
- 2.3 The Welsh Government Youth Crime Prevention Fund however already finances a Western Bay delivery plan which is reported and processed through Swansea. This Welsh Government grant brings together the pre-court work across Western Bay aligning practise and further developing restorative approaches which includes a new overarching Restorative Practice post funded through the grant. It is an example of how the Western Bay model works. Welsh Government undertook a monitoring exercise including a visit to the service in November 2014 and were very positive about the progress and outcomes achieved across Western Bay so far through the effective use of the grant which contributes £812,445 to service delivery (£379,500 allocated to Swansea).
- 2.4 The three locality teams currently have their own "ChildView" databases that are provided by CACI. These will be merged into one Western Bay database by the beginning of 2015/16 which will facilitate regional management oversight and joint reporting to the Youth Justice Board. This will bring with it efficiencies cutting down duplication of effort regarding performance monitoring tasks and business support functions.
- 2.5 The progress made towards achieving an amalgamated service has not been without some difficulties. The appointment of the overall regional manager did not take place until October 2014 as opposed to May following some delay in negotiations with the Trade Unions and the need to reach agreement regarding Terms and Conditions.
- 2.6 There are several Western Bay initiatives within social care and the Western Bay Youth Justice and Early Intervention Service has despite the delays outlined progressed considerably. The three local authority bases are accessing each other's programmes, specialist staff members and sharing good practice, developing the ethos of a united service. Joint approaches being developed include a skills development project, parenting interventions, the delivery of unpaid work, restorative

approaches, court work, the development of social enterprise, information and data management systems and processes.

- 2.7 To realise the potential efficiencies this approach can achieve without any detriment to service delivery, it has been agreed that each local authority will employ locality managers from within their own YOT based staff. Such an approach means that the agreement previously given by each Cabinet for the locality managers to be employed by Bridgend is no longer required. The restructure of the Western Bay Youth Justice and Early Intervention Service is still scheduled to be completed by March 2015 to move into the new financial year with a single service model of delivery but with no requirement to second or TUPE staff. The model remains one of "Central Business Unit" responsible for: strategy, planning and commissioning, data collection, processing and reporting requirements, finance and any overarching development posts eg Restorative Practice. Day to day operational service delivery remains within three existing teams, one in each local authority. The service is managed ultimately by the regional manager reporting to the management board, where all key stakeholders are represented. The regional manager will be the only post to be employed by Bridgend who will provide services for all three authorities.

3.0 Equality and Engagement Implications

- 3.1 There are no equalities issues arising from this report that would not be covered through the consultation and HR processes and the previous EIA completed by NPT in 2014. (The original Project Manager was based in NPT, therefore their EIA process has been followed.)

4.0 Financial Implications

- 4.1 In the report to Cabinet dated 1 April 2014 it was indicated that a pooled YOT budget for the Western Bay region would be established, with the regional manager and locality managers employed by Bridgend, and all other staff eventually seconded to Bridgend. Initially the costs of the regional management team would be shared by the three councils using the 10-17 population estimates, in advance of the establishment of a full pooled budget, which would require all staff and other service costs to be charged to the fund, with the total net cost apportioned to the three authorities using an appropriate charging mechanism.
- 4.2 However, given the recent changes outlined above, it is now proposed that all locality managers and other staff continue to be employed by their respective authorities, with no secondment arrangements. The costs of the regional manager and any costs of the 'central hub' will be apportioned to the three authorities using the 10-17 population estimates. All other costs will be met from the respective authority budgets.

- 4.3 The table below shows the current Swansea Locality (YOT) budget, along with the associated funding streams. It is anticipated that the new arrangements will be met from within current resources and that there will be opportunities for further efficiencies as the service develops.

	Swansea (£)
Staffing	1,214,800
Travel	40,300
Premises	50,300
Other Costs	503,900
Gross Expenditure	1,809,300
Youth Justice Grant	(510,000)
Youth Crime Prevention Fund	(379,500)
Other Income	(161,500)
Total Income	(1,051,000)
Net Budget	758,300

- 4.4 All reports to the Management Board will be on a Western Bay basis, reflecting all expenditure and income for the three authorities, both separately and as a whole. This will enable regional grants to be managed across the whole region.

5.0 Legal Implications

- 5.1 As a result in the change of approach in delivering the collaborative YOS, in particular surrounding the staffing, a revised IAA will need to be drafted and agreed between all Authorities to capture this new approach. In addition the governance and overall management of the new YOS will need to be considered and captured.

Background Papers:

- Cabinet Report, 8th April 2014, Managing Youth Offending Services across Western Bay;
- Cabinet Report, 28th March 2013, Western Bay Youth Offending Services.

Appendices: None.

Report of the Cabinet Member for Transformation and Performance

Cabinet – 17 February 2015

RESPONSE TO THE REPORT OF THE PUBLIC ENGAGEMENT SCRUTINY INQUIRY PANEL: HOW CAN THE COUNCIL IMPROVE ITS ENGAGEMENT PRACTICES?

Purpose:	To outline a response to the scrutiny recommendations and to present an action plan for agreement.
Policy Framework:	None
Reason for Decision:	To comply with the requirements of the Council Constitution.
Consultation:	Legal, Financial, Access to Services.
Recommendation(s):	It is recommended that: 1) The response as outlined in the report and related action plan be agreed.
Report Author:	Lee Wenham
Finance Officer:	Nigel Havard
Legal Officer:	Carl Billingsley
Access to Services Officer:	Phil Couch

1.0 Introduction

- 1.1 The Public Engagement Scrutiny Inquiry Panel report was submitted to Cabinet on October 21, 2014 after the Scrutiny Inquiry Panel completed a detailed inquiry into public engagement.
- 1.2 Having considered the contents of the scrutiny report, and specific recommendations made, advice to Cabinet on whether it should agree, or not agree, with each recommendation is detailed in this report.
- 1.3 Cabinet is also asked to consider, for each of the responses, any relevant policy commitments and any other relevant activity.

2.0 Response to Scrutiny Recommendations

Recommendation 1
Provides information via a variety of media, including Swansea Voices, to councillors and residents on how to become a Swansea Voices panellist, how it functions, the social demographic profile of the panel, results and outcomes.
<p>Relevant Policy Commitments:</p> <ul style="list-style-type: none"> • Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues • Create a 'Team Swansea' approach – a commitment to work with others.
<p>Action already being undertaken:</p> <p>The use of Swansea Voices is being reviewed to assess whether there are more timely and effective consultation mechanisms available.</p>
<p>New actions following from the recommendation:</p> <p>Once the assessment has been completed all councillors will be updated on the new arrangements.</p>
<p>Cabinet Member Comments:</p> <p>It is important that we gather views and feedback from as wide a range of people as possible. The current review of Swansea Voices will enable us to do this more effectively.</p>
Recommendation is AGREED

Recommendation 2
Reviews the social demographic make-up of Swansea Voices and takes any action required to ensure that the panel is representative of the communities of Swansea
<p>Relevant Policy Commitments:</p> <ul style="list-style-type: none"> • Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues • Create a 'Team Swansea' approach – a commitment to work with others.
<p>Action already being undertaken:</p> <p>The use of Swansea Voices is being reviewed to assess whether there are more timely and effective consultation mechanisms available.</p>
<p>New actions following from the recommendation:</p> <p>Once the assessment has been completed all councillors will be updated on the new arrangements.</p>
<p>Cabinet Member Comments:</p> <p>The make-up of Swansea Voices is representative of the Swansea population aged over 16.</p>

It is important that we gather views and feedback from as wide a range of people as possible. The current review of Swansea Voices will enable us to do this more effectively.

Recommendation is **AGREED**

Recommendation 3

Reports to Council on how Swansea Voices influences policy development and Council decision making.

Relevant Policy Commitments:

- Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues.
- Adopt a 'can do' attitude.

Action already being undertaken:

Consultation results from Swansea Voices are provided to officers for them to consider. In addition, there is an Equalities & Engagement Implications section in reports to Cabinet and Council.

New actions following from the recommendation:

Once the assessment of Swansea Voices has been completed all councillors will be updated on the new arrangements.

Cabinet Member Comments:

It is important that public feedback plays an important part in decision-making and the recent consultation exercise on the budget proposals is a good example of this. The Cabinet is committed to the principle of public engagement.

Recommendation is **AGREED**

Recommendation 4

Ensures that all consultation and engagement is carried out in line with any the National Principles for Public Engagement in Wales, with a particular focus on participant feedback.

Relevant Policy Commitments:

- Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues
- Create a 'Team Swansea' approach – a commitment to work with others.

Action already being undertaken:

This requirement is included in the council's existing engagement strategy.

New actions following from the recommendation:

The engagement strategy is due to be revised and will be strengthened to give more priority to participant feedback.

Cabinet Member Comments:

It is pleasing that we already adopt the National Principles and the Cabinet is committed to maintaining this approach.

Recommendation is **AGREED**

Recommendation 5

Senior managers must increase visibility to services users during public consultation and engagement events.

Relevant Policy Commitments:

- Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues
- Create a 'Team Swansea' approach – a commitment to work with others.
- Adopt a 'can do' attitude.

Action already being undertaken:

Senior managers, Cabinet Members and a number of other councillors were trained in engagement techniques by Participation Cymru during summer 2014. Since that time senior officers have been involved in public engagement events related to the budget proposals.

New actions following from the recommendation:

The review of our consultation and engagement strategy will consider how we can build on this commitment.

Cabinet Member Comments:

The recent budget consultation which involved senior managers attending community meetings has been very successful and the Cabinet is committed to continuing this approach.

Recommendation is **AGREED**

Recommendation 6

Increases community involvement in significant planning issues by setting up community planning groups, going beyond the statutory to notify residents.

Relevant Policy Commitments:

- Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues
- Create a 'Team Swansea' approach – a commitment to work with others.
- Adopt a 'can do' attitude.
- Give a stronger voice to residents in the design of community-based facilities, such as the development of suburban shopping centres, transport and other neighbourhood schemes, by ensuring there is full citizen engagement, including young people

<p>Action already being undertaken: <u>Development Management:</u> Undertaken consultation in accordance with the requirements of the Town & Country Planning Development Management Procedure Order 2012 coupled with online access to live planning application files during the consultation period.</p> <p><u>Planning Policy:</u> Community information sessions held during key stages of Development Plan preparation; a database of consultees has been developed and contact with communities made more transparent through Candidate Site Notices to highlight site submissions, publication of newsletters and development of interactive website.</p>
<p>New actions following from the recommendation: <u>Development Management:</u> Need to provide a clear route map showing the opportunities that will be available for the public to participate in decision-making on the different types of planning application at different levels in the new development management hierarchy established within the Planning (Wales) Bill.</p> <p><u>Planning Policy:</u> Publication of additional background information on the Council's website to enable more informed comments to be submitted aligned to the timescales of Plan preparation. Town/Community Councils supported in the preparation of community plans.</p>
<p>Cabinet Member Comments: The forthcoming Planning (Wales) Bill (if enacted) could change the 'shape' of the Welsh planning system. The changes could potentially have impacts on the opportunities available for local communities to understand and engage meaningfully with the main components of planning process - development management and development plan preparation. The Planning process would have to respond accordingly to any changes.</p>
<p>Recommendation is AGREED</p>

<p>Recommendation 7</p>
<p>Increases non-executive councillor engagement in the Local Service Board by holding open meetings and providing meeting details and minutes to all councillors.</p>
<p>Relevant Policy Commitments:</p> <ul style="list-style-type: none"> •
<p>Action already being undertaken: A new One Swansea website, due to be launched in January 2015, will allow Local Service Board meeting notes to be published online.</p>
<p>New actions following from the recommendation: Councillors will be alerted via email when meeting notes are published</p>
<p>Cabinet Member Comments: The Wellbeing of Future Generations Bill, currently passing through the Welsh Assembly, will mean a</p>

number of changes to Local Service Boards including a new statutory status. In responding to this bill, Swansea Local Service Board will no doubt need to review its governance arrangements including how it engages with councillors.
Recommendation is AGREED

Recommendation 8
Improves public engagement in the Local Service Board by making its meetings open and accessible to the public.
Relevant Policy Commitments: •
Action already being undertaken: None
New actions following from the recommendation: • A proposal will be made to the Local Service Board that its main meetings are open for the public to observe
Cabinet Member Comments: Cabinet is supportive of this idea in principle and will seek to get it adopted. The final decision will be made by the Local Service Board.
Recommendation is AGREED

Recommendation 9
Works with the LSB to develop greater coordination of engagement between the LSB partners and develops the LSB Engagement Group as a group of experts providing advice to the wider LSB on consultation and engagement.
Relevant Policy Commitments: • Create a 'Team Swansea' approach – a commitment to work with others.
Action already being undertaken: The Local Service Board Engagement Group is currently chaired by Councillor Erica Kirchner who is also Chair of the Engagement and Inclusion Cabinet Advisory Committee and supported by the Council's Consultation Coordinator.
New actions following from the recommendation: The work of the Local Service Board Engagement Group is considered by the Engagement and Inclusion Cabinet Advisory Committee
Cabinet Member Comments: This group can be an important mechanism for a partnership approach to engagement that is both effective and allows duplication to be avoided. It is recognised, however, that the potential of this group has yet to be fulfilled.
Recommendation is AGREED

Recommendation 10
Implements a programme of regular and ongoing staff engagement which encourages openness and sharing of ideas and which has clear links to the Chief Executive (“golden thread”) by the end of the calendar year.
Relevant Policy Commitments: <ul style="list-style-type: none"> • Adopt a ‘can do’ attitude.
Action already being undertaken: The weekly Chief Executive blog provides an update on key issues and opportunities for staff to feedback and ask questions. The Chief Executive also provides an update in the monthly Top Brief note that’s used in team briefings across the council. The Chief Executive also visits council sites and holds drop-in sessions for staff to meet him and raise issues face-to-face.
New actions following from the recommendation: A new employee engagement strategy is due to be launched in April 2015 and will strengthen this commitment.
Cabinet Member Comments: It is pleasing to note that there is already a high level of engagement with staff via various mechanisms. Following the recent staff survey there is a strong commitment to improving staff engagement which will be reflected in the new employee engagement strategy.
Recommendation is AGREED

Recommendation 11
Keeps staff informed on a quarterly basis of changes within the organisation as a result of the review of corporate culture.
Relevant Policy Commitments: <ul style="list-style-type: none"> • Adopt a ‘can do’ attitude.
Action already being undertaken: There are already a number of mechanisms in place to keep staff updated – eg, Chief Executive’s blog, Top Brief, team meetings, StaffNet.
New actions following from the recommendation: A new employee engagement strategy is due to be launched in April 2015 and will strengthen this commitment.
Cabinet Member Comments: There are already a number of initiatives in place to keep staff informed, but this will be strengthened in the new employee engagement strategy to help change the corporate culture.
Recommendation is AGREED

Recommendation 12
Includes in the Consultation and Engagement Strategy a method to inform councillors of consultation and engagement in their wards and to consult with them, where appropriate, as a stakeholder group.
<p>Relevant Policy Commitments:</p> <ul style="list-style-type: none"> • Adopt a 'can do' attitude. • Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues • Create a 'Team Swansea' approach – a commitment to work with others.
<p>Action already being undertaken: Councillors are informed all of consultation activities.</p>
<p>New actions following from the recommendation: This commitment will be strengthened in the revised corporate consultation and engagement strategy.</p>
<p>Cabinet Member Comments: It is important that councillors are aware of all council consultation activities and participate and encourage participation wherever possible. I look forward to councillors taking on a greater role in this area.</p>
Recommendation is AGREED

Recommendation 13
Includes in the Consultation and Engagement Strategy clear processes to capture information from consultation and engagement; feed it into departments; communicate to participants the change and difference as a result of the consultation
<p>Relevant Policy Commitments:</p> <ul style="list-style-type: none"> • Adopt a 'can do' attitude. • Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues • Create a 'Team Swansea' approach – a commitment to work with others.
<p>Action already being undertaken: Departments are informed of consultation outcomes and those departments holding their own consultation are encouraged to update participants on how their feedback has had an impact on decisions etc.</p>
<p>New actions following from the recommendation: This commitment will be strengthened in the revised corporate consultation and engagement strategy. We will also run "We asked,</p>

you said, we did” campaigns to demonstrate how we have acted upon customer feedback.

Cabinet Member Comments:

The Cabinet is committed to listening to the views of the public and a campaign highlighting the difference their feedback has made will help improve engagement even further.

Recommendation is **AGREED**

Recommendation 14

Ensures that all relevant and public consultation and engagement opportunities continue to be posted in the “Have Your Say” section on the website and that this this retains its visibility on the Council’s homepage.

Relevant Policy Commitments:

- Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to ‘own’ local issues
- Create a ‘Team Swansea’ approach – a commitment to work with others.

Action already being undertaken:

All consultation and engagement opportunities appear in the “Have your say” section.

New actions following from the recommendation:

The new-look council website which was launched in September 2014 promotes consultation and engagement from prominent positions on the front page. The “Have your say” section is not a standing item on the front page as these are determined by the amount of traffic, with the most popular pages being on the front page.

Cabinet Member Comments:

We will continue to use a range of ways to promote consultation and engagement opportunities, including using the website.

Recommendation is **PARTLY AGREED**

Recommendation 15

Reviews the use, format and focus of the Swansea Leader through engagement with readers and cross-party, non-executive councillors to ensure that it is relevant, provides value for money and is used to its full potential

Relevant Policy Commitments:

- Create a ‘Team Swansea’ approach – a commitment to work with others.

Action already being undertaken:

The Swansea Leader is regularly reviewed using residents' feedback via Swansea Voices.
New actions following from the recommendation: The future of the Swansea Leader is currently being reviewed as part of the council's current budget proposals.
Cabinet Member Comments: The Swansea Leader has been a very effective communication and consultation tool. We regularly seek view of the public on its use, format and content. We are committed to providing the most efficient and effective ways of engaging the public and reviewing publications such as the Swansea Leader is an important way of doing this.
Recommendation is AGREED

Recommendation 16
In the face of growing demand from the public, maintains provision for face to face contact for residents wishing to engage with the Council in this way.
Relevant Policy Commitments: <ul style="list-style-type: none"> • Adopt a 'can do' attitude. • Follow the co-operative council model and ensure that the whole council - elected Members and Staff - works together to empower local communities, enabling their voices to be heard and allowing them to 'own' local issues • Create a 'Team Swansea' approach – a commitment to work with others.
Action already being undertaken: The council regularly holds face-to-face events to engage the public. The recent budget consultation includes a series of community events where officers and councillors met residents face-to-face.
New actions following from the recommendation: The council will continue to hold face-to-face activities where appropriate and this will be reflected in the updated corporate consultation and engagement strategy.
Cabinet Member Comments: The recent budget consultation has shown how important it is to have face-to-face engagement with the public. We are aware that not everyone can use online methods so it is important that we maintain this option for the public.
Recommendation is AGREED

3.0 Equality and Engagement Implications

3.1 Although none of the recommendations will have specific Equality or Engagement Implications in themselves, they will all be considered for

inclusion in the development of the authority's new Consultation and Engagement Strategy which will be subject to a full EIA process.

4.0 Legal Implications

4.1 None

5.0 Financial Implications

5.1 None.

Background Papers: None.

Appendices: Appendix A – Proposed Cabinet Action Plan

Scrutiny Inquiry of Public Engagement – Cabinet Action Plan

Recommendation	Action already being undertaken	New Action Proposed	Timescale	Responsible Officer	
1.	Provides information via a variety of media, including Swansea Voices, to councillors and residents on how to become a Swansea Voices panellist, how it functions, the social demographic profile of the panel, results and outcomes.	The use of Swansea Voices is being reviewed to assess whether there are more timely and effective consultation mechanisms available.	Once the assessment has been completed all councillors will be updated on the new arrangements.	August 2015	Rhian Millar
2.	Reviews the social demographic make-up of Swansea Voices and takes any action required to ensure that the panel is representative of the communities of Swansea	The use of Swansea Voices is being reviewed to assess whether there are more timely and effective consultation mechanisms available.	Once the assessment has been completed all councillors will be updated on the new arrangements.	August 2015	Rhian Millar
3.	Reports to Council on how Swansea Voices influences policy development and Council decision making.	Consultation results from Swansea Voices are provided to officers for them to consider. In addition, there is an Equalities & Engagement Implications section in reports to Cabinet and Council.	Once the assessment of Swansea Voices has been completed all councillors will be updated on the new arrangements.	August 2015	Rhian Millar
4.	Ensures that all consultation and	This requirement is included in the	The engagement	October	Rhian Millar

	engagement is carried out in line with any the National Principles for Public Engagement in Wales, with a particular focus on participant feedback.	council's existing engagement strategy.	strategy is due to be revised and will be strengthened to give more priority to participant feedback.	2015	
5.	Senior managers must increase visibility to services users during public consultation and engagement events.	Senior managers, Cabinet Members and a number of other councillors were trained in engagement techniques by Participation Cymru during summer 2014. Since that time senior officers have been involved in public engagement events related to the budget proposals	The review of our consultation and engagement strategy will consider how we can build on this commitment.	October 2015	Rhian Millar
6.	Increases community involvement in significant planning issues by setting up community planning groups, going beyond the statutory to notify residents.	<u>Development Management:</u> Undertaken consultation in accordance with the requirements of the Town & Country Planning Development Management Procedure Order 2012 coupled with online access to live planning application files during the consultation period. <u>Planning Policy:</u> Community information sessions held during key stages of Development Plan preparation; a database of consultees has been developed	<u>Development Management:</u> Need to provide a clear route map showing the opportunities that will be available for the public to participate in decision-making on the different types of planning application at different levels in the new development management hierarchy established	February 2016	Emyr Jones

		and contact with communities made more transparent through Candidate Site Notices to highlight site submissions, publication of newsletters and development of interactive website.	within the Planning (Wales) Bill. <u>Planning Policy:</u> Publication of additional background information on the Council's website to enable more informed comments to be submitted aligned to the timescales of Plan preparation. Town/Community Councils supported in the preparation of community plans.		
7.	Increases non-executive councillor engagement in the Local Service Board by holding open meetings and providing meeting details and minutes to all councillors.	A new One Swansea website, due to be launched in January 2015, will allow Local Service Board meeting notes to be published online.	Councillors will be alerted via email when meeting notes are published	May 2015	Dave McKenna
8.	Improves public engagement in the Local Service Board by making its meetings open and accessible to the public.	None	A proposal will be made to the Local Service Board that its main meetings are	May 2015	Dave McKenna

			open for the public to observe		
9.	Works with the LSB to develop greater coordination of engagement between the LSB partners and develops the LSB Engagement Group as a group of experts providing advice to the wider LSB on consultation and engagement.	The Local Service Board Engagement Group is currently chaired by Councillor Erica Kirchner who is also Chair of the Engagement and Inclusion Cabinet Advisory Committee and supported by the Council's Consultation Coordinator	The work of the Local Service Board Engagement Group is considered by the Engagement and Inclusion Cabinet Advisory Committee	July 2015	Dave McKenna
10.	Implements a programme of regular and ongoing staff engagement which encourages openness and sharing of ideas and which has clear link to the Chief Executive ("golden thread") by the end of the calendar	The weekly Chief Executive blog provides an update on key issues and opportunities for staff to feedback and ask questions. The Chief Executive also provides an update in the monthly Top Brief note that's used in team briefings across the council. The Chief Executive also visits council sites and holds drop-in sessions for staff to meet him and raise issues face-to-face.	A new employee engagement strategy is due to be launched in April 2015 and will strengthen this commitment.	May 2015	Rhian Millar
11.	Keeps staff informed on a quarterly basis of changes within the organisation as a result of the review of corporate culture.	There are already a number of mechanisms in place to keep staff updated – eg, Chief Executive's blog, Top Brief, team meetings, StaffNet.	A new employee engagement strategy is due to be launched in April 2015 and will strengthen this commitment.	July 2015	Rhian Millar

12.	Includes in the Consultation and Engagement Strategy a method to inform councillors of consultation and engagement in their wards and to consult with them, where appropriate, as a stakeholder group.	Councillors are informed all of consultation activities.	This commitment will be strengthened in the revised corporate consultation and engagement strategy.	October 2015	Rhian Millar
13.	Includes in the Consultation and Engagement Strategy clear processes to capture information from consultation and engagement; feed it into departments; communicate to participants the change and difference as a result of the consultation	Departments are informed of consultation outcomes and those departments holding their own consultation are encouraged to update participants on how their feedback has had an impact on decisions etc.	This commitment will be strengthened in the revised corporate consultation and engagement strategy. We will also run "We asked, you said, we did" campaigns to demonstrate how we have acted upon customer feedback.	October 2015	Rhian Millar
14.	Ensures that all relevant and public consultation and engagement opportunities continue to be posted in the "Have Your Say" section on the website and that this retains its visibility on the Council's homepage.	All consultation and engagement opportunities appear in the "Have your say" section.	The new-look council website which was launched in September 2014 promotes consultation and engagement from prominent positions on the front page. The "Have your say" section is not a	October 2015	Rhian Millar

			standing item on the front page as these are determined by the amount of traffic, with the most popular pages being on the front page. We will ensure that officers are aware of the Have Your Say section for consultations.		
15.	Reviews the use, format and focus of the Swansea Leader through engagement with readers and cross-party, non-executive councillors to ensure that it is relevant, provides value for money and is used to its full potential	The Swansea Leader is regularly reviewed using residents' feedback via Swansea Voices	The future of the Swansea Leader is currently being reviewed as part of the council's current budget proposals.	August 2015	Patrick Fletcher
16.	In the face of growing demand from the public, maintains provision for face to face contact for residents wishing to engage with the Council in this way.	The council regularly holds face-to-face events to engage the public. The recent budget consultation includes a series of community events where officers and councillors met residents face-to-face.	The council will continue to hold face-to-face activities where appropriate and this will be reflected in the updated corporate consultation and engagement strategy.	October 2015	Rhian Millar