CITY AND COUNTY OF SWANSEA

NOTICE OF MEETING

You are invited to attend a Meeting of the

CABINET

At:	**Council Chamber, Guildhall, Swansea**
On:	**Thursday, 15 June 2017**
Time:	**2.00 pm**
Chair:	**Councillor Rob Stewart**

Membership:
Councillors: J E Burtonshaw, M C Child, W Evans, R Francis-Davies, D H Hopkins, A S Lewis, C E Lloyd, J A Raynor and M Thomas

The use of Welsh is welcomed. If you wish to use Welsh please inform us by noon on the working day before the meeting.

AGENDA

Page No.

1. **Apologies for Absence.**

2. **Disclosures of Personal and Prejudicial Interests.**
    www.swansea.gov.uk/disclosuresofinterests

3. **Minutes.**   1 - 3
    To approve & sign the Minutes of the previous meeting(s) as a correct record.

4. **Leader of the Council's Report(s).**

5. **Public Question Time.**
    Questions must relate to matters on the open part of the Agenda of the meeting and will be dealt within a 10 minute period.

6. **Councillors' Question Time.**

7. **Pre-decision Scrutiny Feedback - Adult Services Commissioning Review Consultation Outcome. (Verbal)**

8. **Adult Services Commissioning Review Consultation Outcome.**   4 - 39

9. **Response to Tackling Poverty Strategy Scrutiny Report.**   40 - 88

10. **Response to the Report of the School Readiness Inquiry Panel.**   89 - 130

Huw Evans
Head of Democratic Services
Tuesday, 6 June 2017

Contact: Democratic Services - Tel: (01792) 636923

CITY AND COUNTY OF SWANSEA

MINUTES OF THE CABINET

HELD AT COUNCIL CHAMBER, GUILDHALL, SWANSEA ON THURSDAY, 20 APRIL 2017 AT 10.00 AM

PRESENT: Councillor R C Stewart (Chair) Presided

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

Apologies for Absence
Councillor(s):

190. **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:

1)   Councillor J A Raynor declared a Personal Interest in Minute 199 "Proposal for Short-Term Letting of the Civic Centre".

191. **MINUTES.**

RESOLVED that the Minutes of the meeting(s) listed below be approved and signed as a correct record:

1)   Cabinet held on 16 March 2017.

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

1)   Mike Hawes - Retirement

The Leader of the Council thanked Mike Hawes, Director of Resources and Section 151 Officer for his hard work and dedication to the Authority over the years. He stated that this was Mr Hawes' last Cabinet Meeting and that he would be retiring at the end of May 2017.

On behalf of the Cabinet, he wished him a long and happy retirement.

2)   Councillor Christine Richards – Standing Down as Cabinet Member

The Leader of the Council thanked Councillor Christine Richards, Deputy Leader of the Council and Cabinet Member for Children and Young People for her hard work and dedication to the Authority over the years. He stated that

this was Councillor Richards' last Cabinet Meeting as a Cabinet Member following her decision to step down from front bench politics.

He stated that she would be remembered for her mantra "We need to get joined up around kids".

193. **PUBLIC QUESTION TIME.**

No questions were asked.

194. **COUNCILLORS' QUESTION TIME.**

No questions were asked.

195. **READINESS FOR SCHOOL SCRUTINY INQUIRY.**

Councillor H M Morris of the School Readiness Scrutiny Inquiry Panel submitted a report which presented the findings, conclusions and recommendations resulting from the Panel's Inquiry into school readiness.

RESOLVED that:

1)   The report be noted:

2)   The relevant Cabinet Member be tasked with bringing a report back to Cabinet with a written response to the Scrutiny recommendations and proposed action(s).

196. **ESTABLISHMENT OF SPECIALIST TEACHING FACILITIES FOR PUPILS WITH AUTISTIC SPECTRUM DISORDER (ASD)**

The Cabinet Member for Education submitted a report which outlined the result of consultation and sought approval for the publication of statutory notices on proposals to establish three new specialist teaching facilities (STFs) in schools from January 2018 at Dunvant Primary School, Portmead Primary School and Birchgrove Comprehensive School.

She stated that Appendix A of the report should be amended so as to show that Birchgrove Comprehensive School did respond to the consultation and that the School and its Governors support the establishment of the Specialist Teaching Facilities.

RESOLVED that:

1)   The statutory notices to establish three new specialist teaching facilities (STFs) in schools from January 2018 at Dunvant Primary School, Portmead Primary School and Birchgrove Comprehensive School be published.

197. **COMMUNITY SERVICES WESTERN BAY COMMISSIONING STRATEGY FOR CARE HOMES FOR OLDER PEOPLE 2016-2025.**

The Cabinet Member for Adults and Vulnerable People submitted a report which sought endorsement of the Western Bay Commissioning Strategy for Care Homes for Older People.

RESOLVED that:

1)   The responses to the consultation undertaken on the strategy be endorsed;

2)   The post-consultation version of the Western Bay Commissioning Strategy for Care Homes for Older People be endorsed;

3)   The implementation plan for Swansea be endorsed.

198. **EXCLUSION OF THE PUBLIC.**

Cabinet were requested to exclude the public from the meeting during consideration of the item(s) of business identified in the recommendations to the report(s) on the grounds that it / 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(s).

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(s) of business.

(CLOSED SESSION)

199. **PROPOSAL FOR SHORT-TERM LETTING OF THE CIVIC CENTRE.**

The Cabinet Member for Transformation and Performance submitted a report which sought consideration of a proposal for a short term letting of the 3rd floor of the Civic Centre.

RESOLVED that the recommendation(s) as set out in the report be approved subject to recommendation 3 being amended.

The meeting ended at 10.33 am

CHAIR

Published: 21 April 2017

Report of the Cabinet Member for Health & Wellbeing

Cabinet – 15 June 2017

ADULT SERVICES COMMISSIONING REVIEWS CONSULTATION OUTCOME

Purpose:	To seek agreement to adopt the final overarching Adult Services Service Model and implement the final recommendations that have emerged from the Domiciliary Care Commissioning Review.
Policy Framework:	Sustainable Swansea - Fit for the Future
Consultation:	Access to Services, Finance, Legal.
Recommendation(s):	1. That Cabinet adopt the overarching Adult Services Service Model as the preferred direction of travel for Adult Services in Swansea, subject to further discussion surrounding the future direction for residential care and day services for older people.
	2. Note the recommendations that have emerged from the Domiciliary Care Commissioning Review which are in the process of being implemented as 'business as usual'.
	3. Delegate decisions surrounding the procurement process options in relation to the agreed options for domiciliary care to the Chief Social Services Officer, in consultation with the Cabinet Member with support from Commercial Services.
Report Author:	Alex Williams
Finance Officer:	Chris Davies
Legal Officer:	Debbie Smith
Access to Services Officer:	Rhian Millar

1. Introduction

1.1 In line with the *Sustainable Swansea – Fit for the Future* approach, Adult Services has undertaken a Commissioning Review into domiciliary care services.

1.2 As part of this review an overarching Adult Services Service Model has been developed in line with the Social Services and Wellbeing Act to describe what

the optimum model for delivering integrated health and adult social care community services would look like.

1.3   An options appraisal took place on a range of potential future options for the delivery of domiciliary care services and Cabinet agreed to publicly consult on these preferred options as well as the overarching Service Model at their meeting of 20th October 2016.

1.4   The consultation commenced on Thursday 17th November 2016 and closed on Sunday 19th February.

1.5   This report summarises the original proposals, the results from the consultation and puts forward recommendations for approval informed by the consultation. This report also serves to update Cabinet on the preferred options that are already being implemented to support the 'business as usual' safe running of the domiciliary care service.

2.   Overarching Service Model

2.1   The final draft of the Overarching Service Model for Adult Services is attached as Appendix 1 to this report.

2.2   The purpose of the Model is to describe the optimum model of what good would look like in a fully integrated health and social care community services model.

2.3   The model itself does not propose any changes, but sets a direction of travel for Adult Services and the Council to aspire towards.

2.4   Any proposals for change will be developed in line with this overarching Service Model.

2.5   Any proposals for change would be coproduced, publicly consulted upon in line with any consultation requirements, with a final decision informed by an Equality Impact Assessment prior to any such changes being implemented.

2.6   The outcome of the Domiciliary Care Commissioning Review therefore outlines how this aspect of the Adult Services Service Model will be implemented.

3.   Domiciliary Care Commissioning Review

3.1   A Commissioning Review of Domiciliary Care Services was undertaken during 2015 and 2016.

3.2   During this review, 31 options for the way forward for the service were developed.

3.3   A stakeholder workshop took place to ascertain feedback surrounding the advantages/disadvantages of the full range of options in relation to Domiciliary Care on Tuesday 7th June 2016.

3.4   Stakeholders included a range of internal and external providers, care managers, support and inter-related services, service users, carers, representative groups and elected Members.

3.5   Attendees felt that 'Continuing As Is' was preferable in terms of minimising disruption to existing domiciliary care clients and promoting continuity of care. However, they acknowledged that this was not sustainable in terms of affordability due to the significant budgetary challenges that the Local Authority faced and the ability of the Local Authority to meet increased demand in the future and provide sufficient care hours to meet that rising demand.

3.6   Stakeholders identified more advantages than disadvantages to retaining a mixed model of service provision (i.e. internal integrated health and social care provision in addition to externally commissioned provision delivered by the independent sector) and could see the benefits of a geographical 'patch' based approach to commissioning as a means of maximising capacity in the sector through reduced travel times for care workers as well as targeting those traditionally difficult areas to cover such as the Gower and Mawr.

3.7   Following the stakeholder workshop, a dedicated session was also held with the Trade Unions on Tuesday 21st June 2016 to talk through their views on the options.

3.8   Following the stakeholder workshop and the feedback received, the 31 options were refined into 12 viable options and a detailed options appraisal was then held on Friday 24th June 2016.

3.9   The Panel comprised the Commissioning Review Lead and respective Principal Officer, the Head of Adult Services, Chief Social Services Officer, the Director of Place, the Cabinet Member as well as representatives from Legal, Finance, Procurement, HR and Corporate Property.

3.10   The criteria used to appraise each option were as follows:

Category	Criteria Questions	Weighting
1. Outcomes		
1.1	Promotes health and wellbeing	M
1.2	Maximise opportunities for greater independence	M
1.3	Promotes choice and control	L

1.4	Reduces demand for services	H
1.5	Improves performance	H
1.6	Improves user experience	M
2. Fit with Priorities		
2.1	Fit with SSWB Wales Act and Guidance	H
2.2	Fit with CCS Adult Services Model	H
2.3	Fit with corporate priorities	M
2.4	Fit with Western Bay priorities	L
2.5	Promotes partnership	L
3. Financial Impact		
3.1	Supports cost reductions (20% over 3 years)	H
3.2	Requires investment but supports savings elsewhere in the system	L
3.3	Makes better use of staff resources	M
3.4	Limited/no set-up costs	L
3.5	Achieves capital receipt	L
3.6	Reduce premises cost/maintenance backlog	M
4. Sustainability/Viability		
4..1	Promotes positive workforce	H
4.2	Shown to work elsewhere	L
4.3	Supports positive market development	M
5. Deliverability		
5.1	Legally compliant	H
5.2	Safe	H
5.3	Acceptable to stakeholders/public	H
5.4	Manageable project	H

3.11 Each criteria was weighted as per the Low, Medium and High category above to arrive at a final weighted score. It should be noted that a difference in just 1

point in the weighted score would have come about as a result of significant difference in several of the criteria highlighted above.

3.12   The options were considered against 4 distinct categories as follows:

1. Short Term Reablement Service Model
2. Long Term Service Model
3. Geographical Delivery Model
4. Management Model

3.13   The overall score for each option was as follows

Short Term Reablement Service Model:

	Option 1 Continue As Is	Option 2 Redesign Service
Weighted overall score	8.3	18.9

Long Term Service Model:

	Option 3 Continue As Is	Option 4 Expand the service to include additional specialisms (e.g dementia)	Option 5 Expand the service to include Rapid Response
Weighted overall score	8.3	21.0	21.0

Geographical Delivery Model:

	Option 6 Continue As Is - LA wide delivery	Option 7 Geographical patch base for all services	Option 8 Mix - Geographical patch base (e.g. maintenance & respite services) and whole area complex care service and reablement service
Weighted overall score	12.4	18.7	19.7

Management Models:

	Option 9 Fully external model of delivery	Option 10 Mixed model of delivery	Option 11 Defined internal and external services	Option 12 No defined internal and external

				services; both internal and external providers will do everything
Weighted overall score	16.3	19.8	18.8	17.0

NB Internal delivery only of the service was discounted as an option, as there is insufficient capacity within the internal service to be able to do this. The internal service currently only delivers a relatively small proportion of the total domiciliary care hours delivered across the County. 15.1% of care hours are currently delivered in-house and 84.9% are delivered by the external sector.

3.14 On the basis of scoring, the preferred options for the domiciliary care review were as follows:

1. Short Term Reablement Service Model:
   Option 2: Redesign Service

2. Long Term Service Model:
   Option 5: Expand the service to include additional specialisms (e.g dementia)
   Option 6: Expand the service to include rapid response
   (NB both options were preferred as they scored sufficiently high and were not mutually exclusive)

3. Geographical Delivery Model:
   Option 8: Mix - Geographical patch base (e.g. maintenance & respite services) and whole area complex care service and reablement in service

4. Management Model:
   Option 10: Mixed model of delivery
   Option 11: Defined internal and external services

3.15 A more detailed rationale is provided within the Options Appraisal Matrix within the Gateway Report which is available as a background paper. However, in summary the preferred options scored highest on the basis of the following:

1. *Fit with outcomes:*
   The preferred options will allow Adult Services to promote the health and wellbeing of service users, and fundamentally allow Adult Services to deliver a robust domiciliary care service which helps people remain independent in their own homes for longer and minimises the demand for higher end, more expensive long term care including residential care.

2. *Fit with priorities:*

The preferred options are fully in line with the priorities within the Social Services and Wellbeing Act and will allow Adult Services to manage a more effective system in keeping with the Adult Services Model. They also help Adult Services to address corporate priorities and are critical to the successful delivery of the Western Bay Intermediate Care Model.

3. *Financial impact:*
Whilst the options themselves will not reduce investment in relation to domiciliary care, they will use the financial and staff resource available to best effect and it is anticipated that the preferred options can be delivered within the existing financial footprint even taking account of pressures including the New Living Wage, annual uplifts etc. This added to better demand management should allow for a reduction in need for domiciliary care and consequently spend over time as well as a reduction to recourse for more expensive types of care such as residential care. Getting domiciliary care right is a key preventative tool to reduce spend and need elsewhere in the system.

It should be noted that key to the reduction in spend in relation to domiciliary care is the right sizing/review of all packages of care. This has already commenced in relation to the in-house long term service when it was agreed that this service would only focus on complex care and resulted in a number of packages of care being reduced and transferred to the private sector. A comprehensive programme to review all packages of care is currently being implemented. It is anticipated that this exercise will drive down spend by approximately £1million (approximately 10% of the external domiciliary care budget). The political implications of embarking on such a route should be noted, as in real terms it will lead to a reduction in care packages for some people. However, this will only be the case for individuals where it is safe to do this and all service users, carers and advocates (where appropriate) are involved in each and every review.

4. *Sustainability/viability:*
The preferred options will allow for more effective delivery of care, particularly in those geographical areas where currently there is no service available. The recommendation however not to externalise all services, but retain some in-house service provides for resilience in the event of market failure. The preferred options will lead to a more specialised and skilled workforce and potential for external market development.

5. *Deliverability*
The options are legally compliant and allow for safe care to be delivered. They are considered to be of greatest potential acceptability to stakeholders and the transformation whilst challenging is achievable.

4. Consultation process

4.1 A 13 week consultation was undertaken.

4.2   Hard copy consultation documents on the Overarching Service Model were sent to a sample of over 2,000 known Swansea Adult Social Care clients.

4.3   Hard copy consultation documents on the Domiciliary Care preferred options were sent to all existing clients of the in-house and externally commissioned service.

4.4   The consultation documents were also available on the Council's website for the duration of the consultation and people who accessed the consultation via this means were able to submit an electronic response.

4.5   There was a dedicated help number publicised alongside the consultations to allow members of the public to access support if needed. The phone line logged and handled 33 telephone enquiries during the consultation period. Alternative formats could also be obtained via this contact number.

4.6   Awareness raising sessions started in September 2016 with each of the internal domiciliary care staff teams to advise on the options available and to explain the rationale for the preferred options and what these would look like. Staff were invited to respond to the consultation and asked to encourage and assist their clients to participate in the process.

4.7   This exercise was repeated with the external domiciliary care providers at the Forum on 14th December 2016 and an offer extended to attend their own staff meetings.

4.8   A briefing was given to the Care and Social Services Inspectorate senior inspector on 17th October and again on 18th January 2017.

4.9   A briefing was sent to the Older Persons Commissioner on 18th November 2017.

4.10   A presentation was given to the Trade Union group on 4th January 2017 following regular updates at both the Social Services Trade Union Meetings and Council wide Trade Union Liaison Meetings.

4.11   A final presentation and update was given to the Prevention and Social Care Reform Cabinet Advisory Committee on 16th January 2017, following regular updates prior to this.

4.12   A dedicated session was also held with the Adult Services Performance Scrutiny Panel during the consultation period.

4.13   Two meetings were also held with the Disability Liaison Group on 8th February and 22nd February.

4.14   The consultation was actively promoted during the consultation period in the local media, via the Council's intranet, social media, and directly from the Head of Service to staff.

4.15 Whilst respondents were encouraged wherever possible to complete the consultation response in the questionnaire format, free text responses were also accepted.

5. Consultation responses

Adult Services Service Model
5.1 A total of 207 responses were received to the survey on the Adult Services Service Model.

5.2 Of those, 60% were from people receiving a service currently, 28% from a relative, carer or a friend of someone in receipt of a service currently and 14% from individuals whose job involves working with older people or vulnerable adults in Swansea.

5.3 64% agreed with the proposed model, 75% agreed with the overall vision for the service and 89% with the 6 key principles.

5.4 Respondents suggested that the following components were missing from the model:

5. A better quality of life
6. Compassion and respect
7. Fairness, and equality
8. Keeping families together
9. Improved communication
10. Trust
11. Better prevention
12. Putting the client first
13. Keeping people healthy including physical exercise
14. Reablement
15. Social integration
16. Tackling loneliness
17. Transport
18. Co-production
19. Better liaison with health staff including GPs and hospitals
20. Concern at the ability of charitable organisations to deliver services especially in tier 1, due to cut backs in their funding and, ensuring quality of service provision.
21. Whilst not missing from the key principles, one respondent stated "people's right to be kept safe should be more important than anything else".

5.5 Respondents reported the following impacts of the model on them:

- The model would ensure individuals retained their independence in their own homes
- It would promote better access to services and a more coordinated approach to service delivery.

5.6 Concerns expressed included:

- A lack of detail in the services to be provided under the model and the cost of its implementation.
- The ability of resources to support tiers 1 and 2 (including charitable organisations and volunteers)
- And the evidence of step services that enabled people to step down between tiers 3 and 2.

5.7 Respondents reported a need for:
- Equitable charging
- Better working across Adult Services and Child & Family Services
- Better and clearer communication
- Better terms and conditions and training for care staff and continuity of care
- Valued and motivated workforce
- Improved awareness of dementia
- A timeline for implementation
- Recognition that "a one size fits all approach will not work; People are individuals".

5.8 One respondent reported a need to emphasise that "Social Services is not a stand alone service provider as its primary role will become assessment and referral to others for delivery" and another suggested that there was insufficient emphasis on younger adults and those living with a learning disability.

5.9 Finally, one respondent indicated that in their view, there are only 2 tiers "those that are eligible to receive a statutory service and those that are not."

5.10 6 free text responses were also received in addition to completed questionnaires. The points raised in these responses can be summarised as follows:
- The need for better integration between health and social care, as well as better cross Local Authority working.
- The need for better assessment and earlier intervention.
- The importance of reablement as a key preventative service and the role that rehabilitation has in improving outcomes for people, and how this should be highlighted further under Tier 3 of the model.
- Rehabilitation services for people with sight loss need to be included under Tier 3 of the model.
- The importance of co-production in designing services and interventions.
- Direct payments should be more strongly referenced in the model.
- The importance of meaningful carer's assessments.
- The need to ensure that support is available for people who do not have family or carer support.
- The importance of communicating with people in a format that is accessible to them.
- The need to recognise that communities are not necessarily geographical, but can also be communities of interest.
- The importance of ensuring that services and interventions are fully accessible to people with a range of disabilities.

5.11 The model has been amended to take account of the various comments raised. It is important to reiterate however that the model itself will not lead to any immediate change, but set a direction of travel and vision to aspire to. Detailed proposals surrounding implementation and timelines will emerge as proposals for change are developed in a co-productive way and consulted upon, as is the case for the Domiciliary care recommendations considered in this report.

Domiciliary care
5.12 A total of 269 responses were received.

5.13 Of those, 56% were from someone receiving a social care service, 34% were from a relative, carer and/or friend of someone who receives a social care service and 13% from someone who works with older people or vulnerable adults in Swansea. 9% stated that they were interested (for other reasons) the most common being that they were someone/ a carer of someone who had previously received domiciliary care or someone who envisaged that they may require a domiciliary care service in the future. Please note that the total exceeds 100% as respondents were able to, and did, tick more than one box.

5.14 Respondents were asked their views on our preferred options for
- Short Term Reablement Services
- Long Term Domiciliary Care Services
- Who should deliver domiciliary care services
- How the domiciliary care services should be organised

Short Term Service Model
5.15 In terms of the Short Term Reablement Service, 54% of respondents agreed, 31% didn't know and less than 16% of respondents disagreed with our preferred option to redesign the short term reablement service.

5.16 A wide range of text responses were received to support whether people agreed, disagreed or did not know whether they agreed with the preferred options and also demonstrate the impact they felt that preferred option would have on them as individuals/organisations.

5.17 In summary, these included the following:
- Positive comments about how a good reablement service would allow people to maintain independence, stay at home for longer and reduce the need for long term care.
- Positive comments about how more people would be able to access the service and how it would enable quicker discharges from hospital.
- The need for quick assessment into the service.
- The need for clear criteria as to who will be able to access the service.
- Clear care plans would need to be place which the individual themselves had access to.
- The need for a joined up approach between health and social care to deliver the service.

- The need for good links with Housing Adaptations and the Joint Equipment Store.
- Concerns surrounding the short-term nature of the service.
- Concerns from professionals/staff in terms of how the proposals might affect their jobs and that may need some upskilling to perform the role effectively.
- Support required for carers to ensure that carer's assessment takes place alongside reablement service.

5.18 The comments received are enormously helpful to guide how we should redesign the service going forward, but the positive response rate alongside these comments suggest that it is the right course of action to move forward with preferred option of redesigning the short-term reablement service.

Long Term Service Model

5.19 In terms of Long Term Domiciliary Care Services, 59% of respondents agreed with our preferred option to redesign the long term domiciliary care service, whilst 19% disagreed and the remainder didn't know.

5.20 Again, there were a wide range of text comments received in relation to the proposals. These included:
- Concerns that people may get a reduction in care.
- Fear of how the proposal could lead to a change in care received.
- Perception that better care would be received.
- Feeling that people would be able to stay at home and independent for longer.
- Positivity surrounding the potential introduction of a rapid response service and specialist dementia support service.
- Belief that would improve joint working between health and social care and the importance of working in a joined up way.
- The importance of valuing carers and families and ensuring good communication with them.
- Belief that may lead to Council staffing reductions.
- Some upskilling of staff might be required to introduce new specialisms.
- Concerns over how the service might be funded.
- Concerns that need to create an enabling service, not a dependency service.
- Concerns surrounding current arrangements being time and task driven, rather than outcome focussed.
- The importance of ongoing assessment and review and putting "the client at the heart of all decision making and take his/her wishes into consideration"
- The importance of good contract monitoring of external providers to ensure good quality and equity of service across the City and County.
- The importance of continuity of care staff and call times; this comment was reiterated on several occasions and comments included "It can be a surprise if a stranger turns up at your house at a strange time" and "it would be preferable to attach the same group or carers to a client so relationships, trust and knowledge can be formed".

- The importance of developing the external sector to maximise capacity available.
- The importance of recruitment and retention of staff.
- The potential to introduce an overnight sitting service.

5.21 The comments received were yet again enormously helpful to guide how we should redesign the long term service going forward and seemed to indicate positive support to enhance the service to potentially include rapid response and specialist dementia care in the longer term.

5.22 There were inevitably fears raised in relation to the potential change, but all packages of care should be reviewed at least annually in line with Welsh Government requirements and any changes to a package of care should be undertaken on a risk assessed basis in full liaison with an individual and their family/carers where appropriate.

5.23 The suggestion surrounding the introduction of an overnight sitting service was a good one, but not one that the City and County of Swansea is proposing to offer as offer this type of service in addition to a large package of care brings into question the appropriateness and affordability of keeping that individual at home. However, some individuals choose to purchase night respite sitting services via a direct payment and this practice will continue to be supported.

5.24 On balance, the positive support for the proposals and the comments highlighted indicated that the preferred option was the right direction of travel.

Geographical Delivery Model:
5.25 72% of respondents agreed that the Local Authority should continue to have a mixed provider base, 12% disagreed and the remainder didn't know.

5.26 Again, there were a large number of text responses which can be summarised as follows:
- A recognition that it was no longer feasible for Local Authorities to provide all care that they historically delivered.
- The importance of growing the private/independent sector to deliver care on behalf of the Local Authority.
- The Local Authority would be the provider of choice, but recognition that this was not feasible.
- Effective contract monitoring was essential to ensure good quality of care, including the comment, "It does not matter who delivers the service but what does matter is active council involvement in decisions who provides the service since this affects quality control."
- Fear of any changes that adoption of the model might mean in terms of potential for a change in care provider.
- The importance of continuity of care in terms of staffing.
- Comments surrounding the importance of good communication and partnership working.

- Concern surrounding the financial sustainability of the external domiciliary care market.
- Concern that recommissioning would have higher emphasis on cost rather than quality.
- Suggestion that direct payments should be supported in lieu of domiciliary care.
- The need to ensure that there is a properly trained workforce across the sector.
- The importance of supporting the independent sector to make caring a recognised career path, with comments including, "I would like to see Care Workers have a pay and career path recognising experience, training and knowledge whilst in role. This is to reward good practice and keep good staff doing this crucial work. It is also to avoid the position where staff are too easily financially better off moving to other employment such as in retail."

5.27   The responses show a high level of support for the proposed approach in terms of a mixed delivery model. Again, the comments raised are very helpful in terms of how we should design this approach and how particularly we support the independent sector as a commissioner. The comments would suggest no change required to the preferred option of a mixed delivery model.

Management model
5.28   58% agreed that the Local Authority should adopt a patch based approach to respite at home and long term maintenance domiciliary care alongside county-wide short term reablement and long term complex care services, whilst less than 15% disagreed and the remainder didn't know.

5.29   There were once again a wide range of text responses which can be summarised as follows:
- A patch based approach would be more efficient in terms of minimising travelling time and maximising time with the client
- Moving to such approach would allow for demand to be met more effectively.
- A patch based approach would allow for better continuity in terms of staffing for people receiving care.
- Carers would welcome the changes as it would allow them more time to work with people.
- A patch based approach would allow carers to develop better knowledge of communities.
- A patch based approach would help eliminate a postcode lottery for access to services.
- Concern raised that patch based approach may lead to change in providers for some individuals.

5.30   The responses received as well as the subsequent comments were broadly in agreement with the proposal for the management model going forward. Clearly, there were some concerns about how the approach could lead to a change in provider due to the proposed change from a whole County approach to commissioning to a patch-based approach for some services. The

commissioning process would have to be very carefully managed to manage any change in provider to minimise any disruption to service users. The response would not suggest a change in relation to the preferred direction of travel, but clearly the management of any process would need to take account of all the comments raised.

6.   Final recommendations following the consultation

6.1   The consultation responses have led to an amended version of the Service Model being developed to take account of the text responses received (see Appendix 1).

6.2   The consultation responses led to no change to the original preferred options for the way forward for the Domiciliary Care Service.

6.3   The final recommendations informed by the consultation are as follows:

1. Adopt the overarching Adult Services Service Model as the preferred direction of travel for Adult Services in Swansea, subject to further discussion surrounding the future direction for residential care and day services for older people.
2. Redesign the Reablement Domiciliary Care Service.
3. Expand the Long-Term Care Service to include additional specialisms such as dementia support and rapid response.
4. Move to patch based commissioning for the long-term maintenance service and respite sitting in service.
5. Maintain a whole area complex care service and reablement service.
6. Continue to operate a mixed model of delivery with clearly defined internally delivered and externally commissioned services.

6.4   A more detailed risk analysis is contained within Section 8 of this report, but the significant issues relating to the sustainability of the domiciliary care market meant that moving forward with the preferred options as a matter of urgency were imperative to ensure both compliance with EU procurement roles and grow capacity in the market to minimise delayed transfers of care and help people stay safely at home for longer. The procurement process in relation to the preferred options is likely to take approximately 9 months so a further delay of 3 months due to the pre-election period was likely to compound the current issues. At the time of writing the report, the numbers of people waiting for external packages of care was on average 160 people per day. A sustainable working position is approximately 100 people per day.

6.5   Cabinet is therefore being asked to consider Recommendation 1 in today's meeting only.

6.6   In relation to recommendations 2 to 6, Officers resolved to use delegated authority to implement these as 'business as usual' at a meeting of the Corporate Management Team on 15th March 2017 due to the risks outlined in Section 6.4, due to the fact that the recommendations could not be reported back to Cabinet during the pre-election period.

6.7 In order to minimise delay in getting to a position of a recommissioned domiciliary care service, Cabinet is also being asked to delegate decisions surrounding the procurement process options in relation to the agreed options for domiciliary care to the Chief Social Services Officer, in consultation with the Cabinet Member with support from Commercial Services.

7. Equality and Engagement Implications

7.1 There are Equality implications for implementation of both the Adult Services Service Model and the preferred options for the Domiciliary Care Commissioning Review, due to the proposed changes to the way that we deliver services currently.

7.2 Separate EIAs have therefore been opened in relation to the Adult Services Service Model and the Domiciliary Care Commissioning Review. These EIAs have been informed by the consultation and have informed the final recommendations.

7.3 The full EIA on the Service Model was updated on 26th April 2017 to take account of the outcome of the consultation.

7.4 The information on protected characteristics gathered via the consultation demonstrated that responses had been received from a representative sample of the population that Adult Services tends to support in line with the current breakdown of people registered on the PARIS client management system. As such a higher proportion of respondents were female, older people, and considered themselves White British. It is also interesting to note that a large proportion (67.8%) of respondents considered themselves to have a disability, which is not unsurprising in that Adult Services's main focus is supporting either frailer older people or people with a range of disabilities.

7.5 Respondents were specifically asked what impact the model might have on them, and were allowed to provide free text response. A summary of the responses is outlined in section 5 and the final version of the model being recommended to Cabinet has been amended to take account of these responses.

7.6 The recommendation from the EIA was Outcome 2 (Adjust the initiative – low level of concern). The final version of the Service Model is attached to this report having adjusted it as a consequence of the responses received.

7.7 The Domiciliary Care Commissioning Review EIA was updated on 3rd March 2017.

7.8 The information on protected characteristics gathered via the consultation demonstrated that responses had been received from a representative sample of the older person domiciliary care service user base and their carers/relatives/friends as well as individuals whose job involves working with older persons.

7.9   Respondents were specifically asked what impact the preferred delivery options model might have on them, and were allowed to provide free text response. A summary of the responses is outlined in section 5 above.

7.10   As one of the preferred options is to maintain a mixed model of service delivery i.e. retaining an in house provision for the delivery of a short term reablement service and long term complex care service, and procuring long term maintenance care services and respite at home/sitting service from the external sector, work has commenced on developing a service specification to be used in a future Service Level Agreement with the Integrated Service and a procurement exercise to secure sustainable external service provision.

7.11   The service specification is being co-produced by key stakeholders, including service users, their carers/relatives/friends and paid domiciliary care workers, to ensure that it is fit for purpose and mitigates any adverse impacts on individuals either receiving or delivering the service.

7.12   The recommendation from the EIA was Outcome 1 (Continue the initiative – no concern).

8.   RISK ANALYSIS

8.1   There are significant risks with not moving forward with the recommendations and preferred options outlined in this report.

8.2   In order to secure an affordable range of provision appropriate to current and predicted need, the City & County of Swansea needs to recommission domiciliary care. Failure to do so may result in the following issues not being addressed and risks and impacts being realised:

Issue	Risk	Impact
The externally commissioned market is operating at or near capacity	Increased numbers of people waiting longer for domiciliary care	Failure to meet assessed need in a timely manner
	Blocking of hospital beds and Increase in Delayed Transfers of Care for Social Care Reasons (DToC)	Knock on impact on the Health Board
	Increase in numbers of individuals being placed in more expensive residential forms of care unnecessarily	Detrimental impact on individuals placed – loss of independence
		Financial impact of making expensive placements on Local Authority budgets
Existing contracts are no longer fit for purpose	Difficult to take providers through performance / contract compliance measures resulting in	Quality of care provided on behalf of the Local Authority to its most vulnerable clients suffers /

Issue	Risk	Impact
	underperforming suppliers	not fit for purpose
	Failure to realise efficiencies identified in Corporate Commissioning Review into Business Support due to changes required in provider invoice methodology and supporting ICT	Financial impact on other corporate financial budgets
Absence of formal process for reviewing domiciliary care rates with providers	Increased risk of provider failure	Change of care provided for affected clients
		Change of employer for care workers
		Inability to meet identified need
Spot purchasing individual packages of care with no guarantee of business	This approach is not conducive to recruitment activity / capacity building	Reduced market capacity to meet identified care needs in timely manner
Existing provider contract terms are more than 5 years old	Potential breach of Contract Procedure Rules/EU legislation	Potential for challenge and associated cost implications
New providers are informed that the Local Authority is not looking to commission further providers pending the outcome of the domiciliary care commissioning review	Inability of new providers to access the domiciliary care market in Swansea. Continued overspend on domiciliary care budget	As above.
		Increased financial burden on budget. With no corresponding increase in budget, or change to the way in which care is commissioned, an increase in rates would mean that the Local Authority could support fewer individuals
Current approach to commissioning means that there is limited coverage in areas of the City and County of Swansea such as Gower and Mawr	Difficulty in securing care in those areas means that people in those areas potentially wait longer	People are potentially left without care, stay in hospital for longer and are at risk of entering into long-term residential care unnecessarily due to absence of provision in hard to reach areas.

9. Financial Implications

9.1   There are no immediate financial implications of implementing the Adult Services Service Model.

9.2   There are clearly financial implications attached to the implementation of the preferred options relating to the future direction of the Domiciliary Care service. However, these recommendations will allow Adult Services to better deliver the domiciliary care service within the budget already allocated. There is therefore no intention for these recommendations to lead to further spend in this area of Adult Services.

10. Legal Implications

10.1   Implementation of the preferred options for Domiciliary Care will lead to a re-tendering exercise for the externally commissioned long term maintenance and respite at home/sitting services. Acting in accordance with his delegated authority the Chief Social Services Officer has authorised this procurement exercise which will be fully compliant with EU procurement rules.

Background Papers:
- Domiciliary Care Gateway 2 Report
- Adult Services Service Model EIA
- Domiciliary Care Commissioning Review EIA

Appendices:
- Appendix 1: Overarching Adult Services Service Model

City and County of Swansea
A Service Model for Adult Social Care

1   Introduction

This document has been prepared by the City and County of Swansea's Adult Services' department, in conjunction with other departments. It proposes an overarching service model for adult social care to deliver requirements of the Social Services and Wellbeing (Wales) Act 2014, the Sustainable Swansea programme and the Local Authority's corporate priorities.

2   Context

The Social Services and Wellbeing (Wales) Act 2014 came into effect on 6 April 2016 and provides the legal framework for improving the wellbeing of people who need care and support, carers who need support and for transforming social services in Wales. It reforms social services law, changes the way people's needs are assessed and the way in which services are commissioned and delivered. People with care and support needs will have more of a say in the care and support they receive and there is an emphasis on supporting individuals, families and communities to promote their own health and wellbeing.

The Act introduces common assessment and eligibility arrangements, strengthens collaboration and the integration of services particularly between health and social care, and provides for an increased focus on prevention and early help. Local Authorities and health boards come together in new statutory partnerships to drive integration, innovation and service change.

The Act also promotes the development of a range of help available within the community to reduce the need for formal, planned support. Local Authorities need to work with people to develop solutions to immediate problems and reduce the need for complex assessment and formal provision of care. Where people have complex needs, which require specialist and/or longer term support, local authorities will work with people and their families to ensure that high quality and cost effective services are available at the right time and in the right place.

Local Authorities and their partners need to make sure that people can easily get good quality information, advice and assistance, which supports them to help themselves and make the best use of resources that exist in their communities without the need for statutory support.

Local Authorities also need to ensure a shift from a deficit and dependency model to a model, which promotes wellbeing and independence focused on individual outcomes rather than service targets and objectives.

There will be stronger powers to keep people safe from abuse and neglect.

At the same time, across Wales, public sector funding is under increasing pressure and therefore in Swansea, our target for reducing expenditure on adult social care services is 20% by the end of 2017/18. Added to this pressure is a growing population, which is placing additional demand on our service. This means we need to save money and meet the additional demands placed on our service whilst delivering the requirements of the Act.

In the document "Better Support at Lower Cost" (2011)[1] the Social Services Improvement Agency notes:

"It is increasingly recognised that the twin goals of improving efficiency and delivering better outcomes for service users are not necessarily in conflict with each other. Some councils recognise that the kinds of service transformation they are now contemplating would make sense in terms of service improvement even if current financial constraints…. were not present"

3. Our Vision

Our vision for health, care and wellbeing in the future is that:

"People in Swansea will have access to modern health and social care services which enable them to lead fulfilled lives with a sense of wellbeing within supportive families and resilient communities. We will help people to keep safe and protected from harm and give opportunities for them to feel empowered to exercise voice, choice and control in all aspects of their lives. Our services will focus on prevention, early intervention and enablement and we will deliver better support for people making best use of the resources available supported by our highly skilled and valued workforce".

4. Our service model

Our service model needs to deliver:
- Our vision
- The requirements of the Social Service and Wellbeing (Wales) Act
- Our Corporate Priorities, and
- The savings required through the Sustainable Swansea Programme

The model is based upon the following six key elements:

Better prevention – by supporting care and wellbeing locally and offering good quality information and advice, we can help build more resilient individuals and supportive local communities within which people are safer, less isolated and more able to respond without requiring access to formal services

Better early help– by helping people quickly and effectively to maintain or regain their independence when they do have care and support needs. Through services such as local area co-ordination, re-ablement and intermediate care, we can help

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[1] "Better Support at Lower Cost" SSIA 2011

keep vulnerable people safe, reduce the number of people who are dependent on care services and manage the demand for longer-term care.

A new approach to assessment - working in partnership with people to understand what matters to them by putting them at the centre and building on people's strengths and abilities to enable them to maintain an appropriate level of independence and better quality of life with the appropriate level of care and support. In doing this, we recognise that everyone is different, and a different response will therefore be needed. Wherever possible, we will ensure that this means that families can stay together and carers have appropriate levels of support.

Improved cost effectiveness – by engaging with people and our partners early on we can design services and approaches that are more efficient and cost effective. In addition, by commissioning and procuring services more effectively, and finding more cost–effective ways of delivering care we can ensure that every penny spent by the Council and its partners maximises the health and wellbeing of our population.

Working together better – by collaborating with our partners, particularly our health colleagues and internally across the Council, we can better integrate our services, assessments and resources to ensure that they are efficient and can deliver a more joined up approach, which makes sense to people whilst avoiding duplication and waste.

Keeping people safe – by undertaking a positive risk taking approach, responding proportionally to people's needs and ensuring people are treated with respect, dignity and fairness, compassion and respect.

Underpinning these principles is the need to build trusting relationships with those that we work with, improve communication and work **co-productively** to design and deliver services and interventions. This will include communicating with people in a way that is accessible to them and also designing services so they are accessible to all regardless of disability or any other protected characteristic.

The service model comprises four levels of health, wellbeing and social care support for our population. We think it will help us to deliver "better support at lower cost".

The service model is illustrated diagrammatically below:
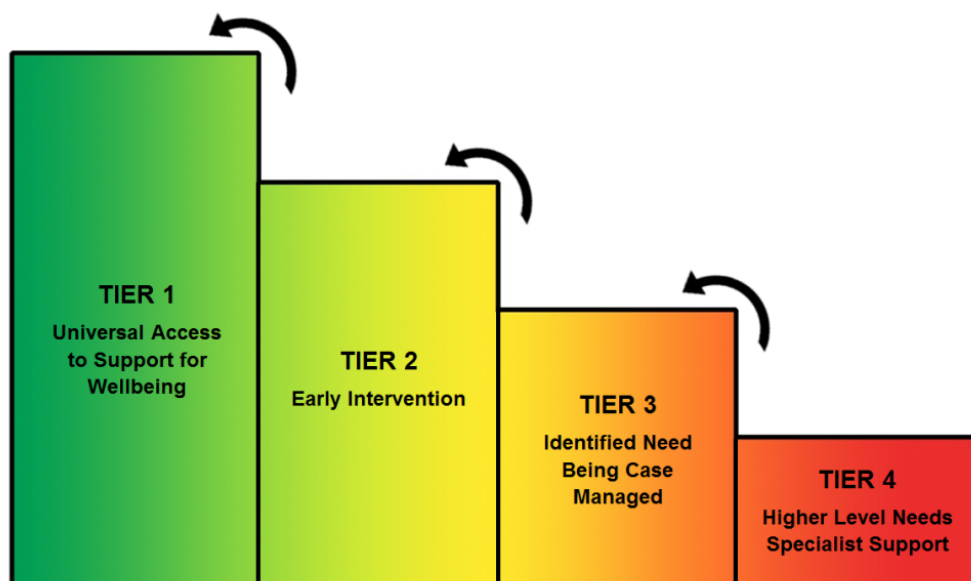
Glossary

Tier 1 – Universal services aimed at all Swansea Citizens to enhance wellbeing

Tier 2 – Early intervention targeted support for people in need – single agency

Tier 3 – Managed care aimed at people in need of managed care to support achievement of person's own outcomes – Multi disciplinary approach

Tier 4 – Managed Care Complex/Higher needs aimed at people with long term complex needs

In practice we will support universal services to be more accessible and responsive to people who may have care and support needs to ensure that no matter how complex a person's needs are, they are able to access services which will enhance their wellbeing e.g. leisure services, libraries and community groups.

In this model a person's needs will always be met at the lowest appropriate level. Services at each level will work effectively with people to address their holistic needs and achieve their wellbeing outcomes without resorting to the next tier unless all avenues have been exhausted.

We believe that by ensuring that services at Tiers 1 and 2 are more effective in the way that they work with people we can reduce dependency and demand for statutory/complex care over time, and thus shift our joint resources from complex and statutory services to universal and early intervention. This is not about stopping people having services, but ensuring that people have access to the right level of care at the right time.

In addition, people receiving Tier 2 support may only need it for a short time and we will work with individuals and our partners to achieve this. Similarly, people in tiers 3 and 4, who currently require managed care, will have a package of support that encompasses elements from each tier and they will be supported to have more of their wellbeing outcomes delivered through the lower tiers, sometimes resulting in a move down into the next tier.

The model applies to all health, wellbeing and care and support for adults including older people and people with a learning disability, mental health issue and physically

disabled people. We plan to work with partners in a collaborative way to maximise the contributions of all agencies to this approach including:

- Abertawe Bro Morgannwg University Health Board.
- Public Health Wales.
- Other public agencies where appropriate.
- Independent sector organisations including the third sector, not-for-profit organisations and private businesses.
- Other sections of the Council such as child and family services, housing, leisure, education and wellbeing.

4.1 Tier 1: Universal Access to Support for Wellbeing

Universal services must seek to ensure that adults are supported to keep active, stay healthy, avoid loneliness and isolation, and keep informed about and engaged in their local community. Tier 1 interventions include:

- **Primary Care Services** – Access to GP, dentist, pharmacy, optometry and expert patient programmes and other self-management programmes.
- **Common interest communities e.g. faith communities, disabled communities** - Bringing people together and supporting people to live more fulfilled, supported and less isolated lives.
- **Local Area Co-ordinators** - Strengths-based preventative approach, supporting people and communities to build resilience and 'stay strong'. By enabling people to develop natural relationships and community connections, formal services are more likely to become a back-up, rather than the first port of call, with people maintaining their independence for longer.
- **Assistive technology** – Making use of everyday technology e.g. phone Apps, door entry systems etc. to support independence and wellbeing.
- **Housing** – Good quality and appropriate housing is fundamental to an individual's wellbeing.
- **Housing Related Support**. - Including benefits advice, to ensure that citizens' homes continue to be appropriate environments in which they can maintain their independence.
- **Public Health Awareness** – Specific initiatives, which focus on avoidable risks to independence. For example, falls prevention, smoking cessation, "stay warm", anxiety management and positive mental health programmes.
- **Information, advice and assistance** – Supporting people to stay healthy and active and to seek support and develop their own solutions whenever necessary.
- **Self arranged help** – Information advice and assistance can be provided to help people arrange practical support for themselves such as laundry, ironing and help with the garden and/or home maintenance.
- **Sports and recreation facilities** – Encouraging people to participate and stay active and healthy.
- **Libraries** – Enabling people to access information and materials to support an active mind and continued learning.
- **Adult learning** – Enabling people to enrich their wellbeing through learning.

- **Social Opportunities** – Activities such as luncheon clubs and befriending groups offer individuals the opportunity to maintain a connection with their local community and avoid loneliness and social isolation, contribute to their local community and increase their wellbeing.
- **Volunteering** – Enabling people to stay active and contribute to their communities engaging in voluntary activity.
- **Transport** – Ensuring people can access the services they want through the provision of adequate public and other transport services.

The Council's Adult Social Care Services would be responsible for providing or commissioning Information, Advice and Assistance as required by the Social Services and Wellbeing Act. However, the other components of this Tier would be provided by a range of other partners within the Council, the third, public sector and communities. Crucially we will be looking for these services to actively identify and support those people who might be at risk of future health or wellbeing problems.

Case Study Examples

The model helps us to shape the way we assess, commission and deliver a balanced range of support to people in Swansea. It gives us a framework to help us make sure people get the right support at the right time and how different services fit together. The following case studies provide examples of how the service model might work in practice:

Gwen is 78 and lives with her husband Terry in a comfortable bungalow. Her son, Michael, is a successful and busy solicitor and lives with his wife and two teenage children.

Over the last few years, Terry and Michael have noticed that Gwen has become forgetful. However, between them they are able to manage this and live a comfortable and quiet life together. Terry has been over-weight for a number of years and the family are devastated when he has a heart attack while in bed at night and passes away.

The family rally round and, after the funeral, it is agreed that Gwen should stay with Michael for a couple of weeks until she can work out how to re-start her life without her partner of 56 years.

After Terry's funeral, Michael thinks about telephoning the Local Area Coordinator in his area to enquire what support might be available to his mum when she returns home. He is concerned about her loneliness and isolation and does not mention her forgetfulness.

Thomas, the Local Area Coordinator agrees to meet Gwen when she returns home and takes time to get to know her. He discovers that Gwen is a retired nurse who enjoyed an active social life and that she is a keen gardener. He gives her the contact for her local horticultural society and she starts attending their meetings.

Alice is 26. She is a lone parent, living with her 6-year-old son Riley in a privately rented flat. She moved from Coventry to Swansea at the age of 18 to go to University but was forced to leave her course after her depression deteriorated.

In the past, Alice has used drugs, but over the last year has made a determined

effort to separate herself from her peer group and concentrate on finding work and providing a stable environment for Riley.

Alice's parents have found her lifestyle difficult to accept and have become distant. They never visit and there is now little contact between them.

Alice is an avid reader and frequent visitor to her local library. The staff there have come to know her well and they chat when she visits. Jackie, one of the library staff, has received some "watchful worker" training and now makes a point of talking to Alice and, to an extent, Alice has confided in her.

Alice has confided in Jackie, letting her know that she would like a job. Jackie provides Alice with information about the local volunteer bureau and college courses available in the area to support her goal of getting into the job market. Jackie's support encourages Alice to take control and feel more confident in taking those first steps to improve her situation.

Alice finds work at the local charity shop and becomes friendly with Fran, one of the other volunteers. Although there is a significant age difference, (Fran is 68), the two share a love of literature and Fran invites Alice to join her book club. Riley even goes too and everyone makes a fuss of him and gives him biscuits.

Alice joins a jewellery making class in the evening while Riley goes to the early evening play group at the college.

2.1   Tier 2: Early Intervention

Prevention and early help services must seek to help people avoid risks to their health, wellbeing and independence, and ensure that when they do have difficulties, they are supported to recover their independence as quickly and effectively as possible. Tier 2 interventions include:

- **Appropriate and Sheltered Housing** – Access to good quality accommodation is a fundamental building block for a service model, which promotes good health, wellbeing and independence. More specialist accommodation which offers services such as community alarms and the availability of on-site wardens can greatly prolong an individual's ability to live safely and confidently at home.
- **Community Support and Engagement** – Community organisations supporting the early detection of risk factors.
- **Advocacy** – Services that provide advice and representation to individuals with regard to exercising choice and control over the services they receive.
- **Volunteer support** – Suitably trained and supported volunteers can provide practical support to citizens to prolong independence.
- **Carers Support** – Including information, advice, peer support and flexible and accessible sitting services (NB these services should be available to support carers of individuals receiving services at any of the following tiers below).
- **Integrated Community Equipment Service** – Prompt assessments for, and supply of, a range of equipment to support people to continue to live at home with speedy access to support to adapt the home environment.
- **Telecare and Telehealth** – Technological equipment which supports proactive responses from an appropriate range of services (linking to "Rapid Response

Services" in Tier 3, below). These services should also be available to individuals receiving services at Tiers 3 and 4, below.

- **Falls Prevention Support** – Help to ensure people are able to manage the risks of falling whilst staying at home.
- **Local Area Coordination** – Strengths based preventative approach to supporting people and communities build resilience and 'stay strong'. At Tier 2, the support offered by the LAC would be more likely to involve an ongoing relationship and tailored support.
- **Information, Advice and Assistance** - From the Council, third sector organisations and charities on specific issues e.g. Welfare Rights, Age Concern, Alzheimer's Society, MIND, Shelter Cymru.
- **Support for people with sensory loss** – This might include rehabilitation services for people coping with a sudden sensory loss or deterioration in sensory function and would include appropriate telecare and aids.

The Council's Adult Social Care Services and the local health board would be responsible for commissioning some, but not all, of the components of this tier in the service model. Others, including the wider Council, and our voluntary sector partners are crucial. We all need to make sure that our services at this level are focused on helping those most likely to need complex support if they are not supported early.

Gwen surprises everyone with how quickly she is able to get back on her feet. She leads a simple life that suits her. Her weekly visits to the horticultural group have given her a new lease of life and some new friends.

After 6 months, Michael notices that Gwen is becoming a little more forgetful and is concerned that she is not eating well and that her house is often cold. Michael goes back to Thomas and asks if he can discuss this with Gwen when he next calls in.

The 3 of them meet at Gwen's house. She feels well supported by Michael and Thomas, although the conversation is difficult and sad for her. She acknowledges that she is worried about her memory and is privately afraid that she is going to be "carted off to a home". She also admits that she worries about the little jobs around the house that Terry used to take care of.

Everyone is very reassuring and Gwen agrees that it is probably best that she visits her GP to talk about her memory problems.

Thomas also offers to put Gwen in touch with a handy-person scheme so that someone can come and help her with some of the home maintenance. He also recommends that she get a 'Lifeline' alarm in case she needs to call for assistance, and this reassures Michael that it is still safe for her to live alone.

After visiting her GP, Gwen is referred to her local Memory Clinic where she is assessed and, receives a diagnosis of Alzheimer's Disease.

Although Gwen and her family are shocked by the news they soon agree that they will work together to make the best of the situation. Gwen is clear that she wants to keep in control of the support she receives and to stay living in her own home.

Gwen and Michael agree to a visit from a Dementia Coordinator arranged through the GP.

Three days later, the Dementia Coordinator visits Gwen at her home and has a discussion with her and Michael about what aspects of her life matter most to her and

how she can be supported to stay independent for as long as possible. As a result of this:

- Gwen and Michael are given the number for the local Alzheimer's Society Support Group.
- Thomas accompanies Gwen to the horticultural group and they chat about her situation – one of the friends she has made offers to visit Gwen at home to see how the group can support Gwen to keep attending
- The Dementia Coordinator advises on technology that may be available to keep her safe at home. With Gwen's permission, Thomas supports Gwen to re-establish contact with her neighbours
- Michael and his wife agree to visit Gwen regularly to make sure she has everything she needs and to take her shopping when needed.
- Michael is put in touch with the local carers support group.

After a few months, Fran notices that Alice has stopped coming to the book group. She calls by her flat and finds Alice to be troubled and withdrawn. She notices that Alice's flat is cold and damp. She shares her concern with Alice and they agree that she should visit her GP to see what help is on offer.

Alice visits the GP, who discusses medication and refers her to the Local Primary Mental Health Service.

With Alice's permission, Fran is invited to sit in on the meeting. The discussion covers what aspects of Alice's life matter most to her and how she and Riley can be supported. As a result of this:

- Alice decides to keep contact with Kate from the Primary Mental Health Service.
- Alice asks about support to improve the relationship with her parents, as she knows this would help her. Alice decides to ask the Local Authority's Contact Centre whether there is any support available for someone in her situation. She is given the contact number for Robert, who manages the Family Group Conference Scheme.

2.2 Tier 3: Identified Need Being Case Managed

People who require 'managed care' need additional, often temporary, support to achieve their wellbeing outcomes. This builds on the support that is available in Tiers 1 and 2.

Services in Tier 3 should support people to:

- identify risks to their independence as early as possible
- receive responsive and targeted support in response to these risks
- return to and retain as much independence, relying on family, friends and communities without the need for ongoing formal support.

Tier 3 interventions include:

- **Community Multi-Disciplinary Team** - The team should include nursing and social work staff who will offer a range of interventions, including assessment and care and support planning.
- **Rapid Response** – A timely and effective response to unplanned events, which can co-ordinate a range of acute support without the need to resort to hospital or care-home admission.
- **An Integrated Community Therapies and Re-ablement Service** - Citizens experiencing planned or acute episodes can achieve as much independence as possible through a tailored package of therapies and social care support.
- **High quality systems to promote adult safeguarding** – Ensuring that the new legal requirements are met, that all staff understand their responsibilities, and helping create an understanding across the county that abuse of any adult is unacceptable.
- **Residential Re-ablement** – Rapid access to short-term care home accommodation supported by clinicians and appropriately qualified staff (including nurses) in which assessments and "step-up/step-down" interventions can be made whilst a person at acutely high risk is supported to develop strategies that enable them to return home.
- **Hospital Transfer Co-ordination** – Operating an "in-reach" system to follow people through planned and unplanned admission to undertake discharge assessment and organize subsequent interventions, across health and social care.
- **Employment Support** – Supporting physically disabled adults and adults with learning disability and mental health issues of working age to gain the skills and confidence necessary to find work.
- **Independent Living Skills** – Where necessary offering adults support to maintain the necessary living skills to maintain their independence.
- **Day Opportunities** – Provide social opportunities for otherwise isolated individuals, together with the opportunity to take up a range of services including, meals. Day opportunities for adults with a learning disability, mental health problem or physically disability offer support to develop and maintain independent living skills, promoting emotional wellbeing. Day opportunities also provide carers with a break from caring.
- **Direct Payments** – The provision by the Council of a payment in lieu of a service, which individuals can use to purchase their own support. This promotes choice, control, flexibility and independence.
- **Carers' Support** – Services such as respite care and information can support carers to continue in their caring role for as long as they want to do this.
- **Domiciliary Care –** Suitably trained experienced and competent carers provide personal care and support to people in their own home.
- **Supported Living** – Supporting individuals to maintain tenancies and live as independently as possible. Some people will require a few hours support and other will require higher levels of support including personal care.
- **Respite Care** –Support to give the carer and cared for person a break from the ordinary routine.

In partnership with Abertawe Bro Morgannwg University Health Board, the Council's Adult Social Care Services are responsible for commissioning or providing all elements of this Tier in the Service Model. Services at this level are geared towards helping people retain or re-secure their capacity and independence wherever possible enabling them to achieve their personal wellbeing outcomes.

One evening, while getting out of the bath, Gwen falls and breaks her wrist. She is able to call for help with her alarm pendant, which alerts Michael to her need for help. She is taken to Morriston Hospital where she has her wrist re-set and makes a good recovery.

After 24 hours on the ward, Gwen is seen by the Discharge Liaison Nurse and Social Worker who arranges for her to be discharged to a reablement bed at one of the local authority managed residential care homes.

Whilst staying here, Gwen is assessed by a member of the reablement team who designs a package of therapy and reablement support, which enables her to return home 5 days later.

Thomas visits her at the home to ensure that Gwen does not lose contact with her friends and networks in her local community so she can easily link back in when she returns home.

After 3 months, Alice is more positive about the future although she has struggled periodically with depression and on occasions has felt unable to cope with meeting Riley's needs. She has been able to maintain her volunteer role at the charity shop and has continued to enjoy her jewellery-making course.

She has been able to discuss her situation with Kate from the Primary Mental Health Service and they have agreed a strategy where Alice is able to recognise the onset of a period of depression and call for help.

Robert talks with Alice about her relationship with her parents and after listening to her, he suggests holding a Family Group Conference. Through this process, Alice's parents find it easier to understand and accept her challenges, respect her aspirations and recognise the good job she does caring for their grandson. They all enjoy seeing each other more often and Alice also gets a much-needed break when Riley spends time with his grandparents.

Robert also supports Alice to apply for a housing association property as she identifies that a fresh start is important to breaking old habits including her drug use. This is positive for Alice as the Housing Association will be able to provide support for Alice to manage her tenancy.

In this way, Alice is able to manage her depression and still provide a safe and reliable environment for Riley. She has continued in her volunteer work and hopes to gain a paid post with a mental health charity, supporting the volunteers that work in their three shops in Swansea.

When her depression becomes acute, she is able to trigger a rapid response to her needs. His grandparents can care for Riley and Alice can receive support and a sheltered environment if she needs to.

Alice now feels in control of her situation and Robert no longer needs to support her. She has been able to identify the things that matter most to her: a stable environment for Riley, improved relationships with her parents, a job and her

2.3 Tier 4: Higher Level Needs – Specialist Support

These services seek to meet the needs of those whose conditions or circumstances mean that they need longer-term specialist or substitute care or support. These interventions must seek to ensure that adults:

- Are able to receive the right care in the right place by the right person at the right time.
- Can access high quality specialist care which is as close to their local communities as possible.
- Are supported to retain their dignity and as much independence as they can and wish to exercise.

Tier 4 interventions include:

- **Community Multi-Disciplinary Team** - The team should include nursing and social work staff who will also offer a range of more specialist interventions, including assessment and care and support planning for people with complex, long term needs.
- **Equipment and Adaptations** - Supporting community services, hospital discharges, re-ablement services and end-of-life services to ensure people can be supported at home for as long as possible.
- **Telecare** – The use of telecommunication and computerised services such as sensors and alerts to provide continuous "live" monitoring of care needs and emergencies.
- **Domiciliary Care** – Suitably trained experienced and competent carers provide personal care and support to individuals with more complex needs in their own home.
- **Carers' Support** – Services such as respite care, support and information can help carers to continue to provide care and support for those who have ongoing care and support needs.
- **Accommodation with Support and Care** - The provision of care at home for older people, but also younger adults, supported by the increased availability of technology will mean that people will be able to stay at home much longer if they choose. The development of supported living and extra care accommodation will support people to maintain their "own front door" whilst still having increasingly complex health and social care needs met by community based services. Nevertheless, some people will still reach stages in their life where they will seek support in a care home environment and benefit from the security of 24-hour support in a safe and supportive environment.
- **Day support for people with complex social care and health needs including people whose behaviour challenges** - Day opportunities to develop or maintain physical and emotional health and to enable people to participate in their local community. Day opportunities also offer opportunity for carers to take a break.

In partnership with Abertawe Bro Morgannwg University Health Board, the Council's Adult Social Care Services is responsible for commissioning or providing many elements of this Tier in the Service Model, although many people fund their own care and support. It is as crucial at this level that services are designed and delivered to promote independence in the same way as at other levels in the model. There is a huge positive difference in outcomes and experience for people who are able to exercise choice and control even when they are dealing with the most intensive types of care and support.

After her discharge from hospital, Gwen is assessed as requiring additional support to help her manage with living at home. She is still fiercely independent and still takes an active interest in her garden.

She and Michael decide to accept a direct payment from Swansea Council which they use together to purchase support for Gwen in her home. Gwen employs a Personal Assistant to assist with personal care and Michael and his wife now visit her every day and support her with practical tasks like shopping. Friends from the horticultural society visit her regularly and enjoy spending time with Gwen in the garden.

Gwen continues to live a fulfilled life in her local community with support from family, friends and the services she purchases with her direct payment, although her Alzheimer's is progressing steadily. 18 months later, Gwen contracts a urinary tract infection and needs to be hospitalised.

Whilst staying in hospital, the same Discharge Liaison Nurse and Social Worker meet with Gwen to discuss her situation with Michael and professional colleagues. Gwen states that she no longer wants to live alone. After 6 days, she is discharged from hospital to a short-term care home bed, where she stays whilst waiting for a room to become available for her at a local care home, which is managed by an independent sector provider.

Gwen lives at the care home for a further three years receiving regular visits from her family and friends in her local community. She dies there, in her local community, peacefully and with her family around her.

Alice would not require Tier 4 services

5 What would be the consequences of not adopting the new model?

If we do not make the shift in services and approach in Adult Social Care Services in the next few years, and we continue with or even extend an approach characterised by:

- Level 1 and level 2 services not sufficiently effective in helping people avoid the need for complex care.
- Too many people not being helped to maintain their independence for as long as they can.
- Too many people being referred to hospitals and long-term care homes.

..then we think that the result will be that:

- We will not meet the legislative or performance requirements of the Welsh Government and its Inspectorates.
- Demand for our resources will continue to increase, putting severe pressure on reducing budgets.
- There will be increasing problems at boundary points between health and care including hospital discharge.

Social care will become an increasingly difficult and stressful field to work in, leading to greater recruitment and retention problems.

6 Our immediate priorities

This service model places a challenge before Swansea's Adult Social Care Services to embrace a culture, which places individuals, families and communities at the centre of the services we support, commission and provide. To make this a reality, we must undertake a fundamental transformation in our approach. In particular, we plan to focus on three key areas:

- Prevention and Early Intervention
- A different approach to Assessment
- Developing Strong Practice.

6.1 Prevention and Early Intervention

We plan to focus on:

- **Targeted Preventative Interventions** – A number of individuals make first contact with formal services in response to a single episode in their life. The provision of the right short-term help at the right time can reduce or eliminate the need for longer term care. This can include the provision of information, practical support, referral to community organisations and bereavement counselling. These interventions can also be pre-emptive, and focus on avoidable risks to independence. For example, falls prevention, vaccination and "stay warm" programmes.
- **Integrated Care Pathways** – A number of the approaches described above depend upon structured and effective joint working especially between health and social care professionals. The design and development of integrated care pathways support early identification of risk, targeted interventions, rehabilitation and re-ablement.
- **Stronger Rapid Response** – A swift and well-co-ordinated response to an individual's needs at the time of crisis has been shown to be effective at significantly reducing their need for longer term more complex services. These services can include the availability of a responsive out-of-hours community nursing service, rapid allocation of community equipment and "crisis intervention" domiciliary care service together with practical problem solving and rapid access carers' respite services.
- **Improved Intermediate Care –** To support effective planning and discharge from hospital, a variety of services "between hospital and home" will support an

individual to return to as much independence as possible. These services include good nursing; therapy (from a range of different therapists); re-ablement-based domiciliary or residential intermediate care; continence services; and dementia care support services.

- **Better Hospital Transfer Co-Ordination** - A proactive and multi-disciplinary approach to hospital discharge arrangements and out-of-hospital care can make a significant difference to the ongoing need for formal care and support services that an individual requires.

6.2 A different approach to assessment

Current systems tend to intervene when individuals are at a point of crisis and tend to focus on people's deficits and consequently assessments tend to be undertaken when people's needs are at their greatest. Levels of longer term service are established without recognition of an individual's capacity to recover. The longer-term provision of higher-than-necessary levels of care and support has been shown to "disable" individuals and promote reliance on those levels of care.

We plan to:

- use the opportunities afforded by the implementation of a new approach to assessment, required by the Social Services and Wellbeing (Wales) Act 2014, to instil a "strengths and assets-based" approach to assessment focussed on individuals' capacity to achieve greater independence and also emphasise the potential contribution from informal assets such as family, friends and others in the community. This will be developed with a clear eye on the importance of taking a measured approach to risk, the management of risk, and the importance of safeguarding vulnerable adults.
- Place an increased emphasis on reviews to ensure we capture and address any change in need that may require a change to how individuals and their carers are supported and understand how their wellbeing outcomes are being achieved.

6.3 Developing Strong Practice

In particular, we plan to:

- Develop a clear practice framework which will guide and inform the day to day work of our staff and their key partner professionals.
- Enable our managers to support and challenge their teams to embrace the required culture shift and embed new ways of working.
- Make every contact count; ensuring that staff and colleagues from other bodies work well together and ensure that individuals and families are supported seamlessly to build on their strengths and assets in developing innovative responses to their individual needs.

By focussing our attention on these three areas for change, we believe we can make the biggest difference. We recognise that the scale of transformation is ambitious and our task in achieving it is complex therefore we won't be able to implement this

model immediately, but rather build towards it carefully, with the full involvement of our partners and stakeholders including, communities and individuals.

7. Measurable Improvements

We believe that by taking a rigorous approach to working co-productively and managing demand for services within this model, and assuming the active engagement by our partners, we should be able to:

- Provide high quality services for those who need them within the current budget plans despite the additional demands likely as a result of adult population increases in Swansea in the next 3 years.
- Achieve a re-distribution of 5% of resources from Tier 3-4 to Tiers 1-2 across health, wellbeing and care agencies in Swansea in 5 years. We do not want to have to put our money into expensive substitute care for a few, when we can invest it better in early help for many.
- Continue to improve on the relevant performance targets required by the Welsh Government including:

  - Proportion of people reporting they have received the right information or advice when they needed it
  - The percentage of adults who have received support from the information, advice and assistance service and have not contacted the service again during the year
  - The percentage of adults who completed a period of re-ablement and have a reduced or no package of care and support 6 months later
  - Proportion of people reporting that they live in the right home for them
  - Proportion of people reporting they can do what matters to them
  - Proportion of people reporting they feel satisfied with their social networks
  - Proportion of people reporting that they feel safe
  - Proportion of people reporting that they feel a part of their community
  - The percentage of adult protection enquiries completed within statutory timescales
  - The rate of delayed transfers of care for social care reasons
  - Proportion of people reporting they felt involved in any decisions made about their care and support
  - Proportion of people reporting they were treated with dignity and respect
  - Proportion of people who are satisfied with care and support that they received
  - Proportion of carers reporting they feel supported to continue in their caring role
  - Proportion of people reporting they chose to live in a residential care home
  - The average length of time older people (aged 65 or over) are supported in residential care homes
  - Average age of adults entering residential care homes

8 Conclusion

Our proposed service model responds to the requirements of the Social Services and Wellbeing (Wales) Act 2014. It builds on, and adds detail to the implementation of the Sustainable Swansea programme, and draws on evidence of good practice from elsewhere – including children's services in Swansea.

Implementing the model will require a fundamental and ambitious transformation and evolution in public services. A number of key services and whole system approaches are identified as possible priorities. It is recognised that commissioning the services identified in this model will require a collaborative approach from a number of agencies and the four Adult Social Care Commissioning Reviews will make recommendations across adult services on service models and delivery arrangements. We will also need to work closely with our independent sector partners to ensure that we collectively grow a strong, skilled, motivated and valued workforce that is able to deliver the model.

This service model provides the framework to deliver the statutory requirements of the Social Services and Wellbeing Act and each of the Council's forthcoming adult social care Commissioning Reviews must be undertaken within this context. Each service must be "placed" in this strategic framework and its interdependencies with other services recognised.

We will be developing a programme of change in order to deliver this model and will collaborate with key partners to achieve this.

Any proposal for change will be co-produced, publicly consulted upon in line with any consultation requirements, with final decisions informed by an Equality Impact Assessment, prior to any changes being implemented. Any changes made will be fully accessible to all regardless of any protected characteristic in line with the Equality Act 2010 and the Welsh Language Wales Measure 2011.

Agenda Item 9.

Report of the Cabinet Member for Stronger Communities

Cabinet – 15 June 2017

**RESPONSE TO THE TACKLING POVERTY STRATEGY SCRUTINY REPORT.
ACTION, PARTNERSHIP, PARTICIPATION: HOW CAN THE COUNCIL'S TACKLING
POVERTY STRATEGY BE IMPROVED?**

Purpose:	To outline a response to the scrutiny recommendations and to present an action plan for agreement.
Policy Framework:	None
Consultation:	Legal Services, Financial Services
Recommendation(s):	It is recommended that:
1) The response as outlined in the report and related action plan be agreed.	
Report Author:	Will Evans – Cabinet Member for Stronger Communities
Finance Officer:	Ben Smith
Legal Officer:	Tracey Meredith
Access to Services Officer:	Ann Williams

1.0   Introduction

1.1   The Action, partnership, participation: How can the Council's Tackling Poverty Strategy be improved? Inquiry report was submitted to Cabinet on the 16th March 2017 after the Tackling Poverty Scrutiny Inquiry Panel completed a detailed inquiry into How can the Council's Tackling Poverty Strategy be improved? The scrutiny report is attached as *Appendix A*.

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   Points on the Panel Report

2.1   **General**
There is much to welcome in the report. We particularly welcome recognition that Swansea is something of a pioneer in Wales in anti-poverty work, and we acknowledge that our first corporate Tackling Poverty Strategy was bound to have weaknesses, hence the wisdom of committing from the outset to a thorough review only two years into its life.

The scrutiny process has been a valuable element of that review, analysing many areas for improvement in the strategy, which were already beginning to be noted and addressed.

We had begun a review of the Tackling Poverty Strategy prior to the Scrutiny Inquiry beginning and so we sought to run the review alongside the work that Scrutiny was undertaking. I'm pleased to say that we aligned these two processes very effectively and already have a revised draft strategy (that came to Cabinet in March), which includes most of the recommendations and proposes a much stronger approach in the future. (Appendix 2 & 3)

2.2 **Economic Regeneration**

We welcome the positive remarks about Beyond Bricks and Mortar and Workways. This approach and projects support our Economic Regeneration Strategies and key development proposals. Council in August 2016 extended the Beyond Bricks and Mortar strategy to a council wide policy for all goods and services.

We have already taken steps to integrate the tackling poverty agenda in our large-scale regeneration initiatives including Tidal Lagoon Swansea Bay, City Deal and our City Centre regeneration plans.

We welcome the invitation to ensure that "the links between the Council's economic development work and the tackling poverty strategy," are clarified in order, "to celebrate the work and to ensure that the links with the Tackling Poverty Strategy are made" (3.1.35) the revised strategy addresses this.

3.0 **Response to Scrutiny Recommendations**

Recommendation 4.1 Long term challenges (12 months+)
4.1.1 Undertake a further fundamental review of the strategy in no later than two years' time
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: The previous commitment was to review the strategy in 2016. This has been undertaken as planned. The revised draft tackling poverty strategy (APPENDIX C and D) is intended to be a living document and '…will undergo a mid – term review once the PSB outcomes are developed and published in 2018' pg. 30 revised strategy.
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.2 Medium term improvements (6 - 12 months)
4.2.1 Create a Swansea Poverty Truth Commission in order to provide challenge and promote culture change

Relevant Policy Commitments: Tackling Poverty
Action already being undertaken:
New actions following from the recommendation: This is a proposal in the revised strategy delivery plan Theme 1 Objectives 'Consider the commissioning of an involvement and participation study for Swansea', and is therefore not a firm proposal at this time. The challenge will be that to be meaningful, it should be partnership owned and the Council would be an equal partner.
Cabinet Member Comments:
Recommendation is **AGREED subject to the involvement of other organisations**

Recommendation 4.3 Quick wins (within 6 months)
4.3.1 Create a new, comprehensive and simplified Action Plan that: *Balances and links long term goals and short term actions*   *Reflects the five point action plan from the 'Solve Poverty' JRF Report*   *Links closely with the emerging Wellbeing Plan*   *Is a "whole Council plan"*   *Builds the evidence base*   *Arises from a revised strategy and which involves partners and people experiencing poverty from the outset*
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: There is a new Delivery Plan in the strategy out for consultation in June. The Delivery Plan: - Has long and short term actions   - Reflects on the JRF report   - Has been unable to link closely with the well-being plan as it is not yet written, but has drawn from the Well-being Assessment. The mid-term review can usefully draw on the Well-being Plan as it will have been produced by then.   - Is a whole Council plan, with actions for all directorates   - Page 6 Scrutiny Inquiry Report' 'see 3.1.5 and 3.1.6 'It is not just a commitment that is needed but also an evidence base and robust framework for monitoring progress.   - The draft revised tackling poverty strategy for Swansea, demonstrates a firm evidence base.   - The revised strategy involved partners in the IIA, commissioned as part of the strategy review process, and consultation will involve partners and people experiencing poverty
New actions following from the recommendation:

Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.2 Develop a statement setting out the renewed commitment to tackling poverty, including a clear vision and definition of poverty, with the involvement of people experiencing poverty and in collaboration with partners. Develop a tackling poverty awareness and training programme for staff and councillors along similar lines to the safeguarding programme and make available to partners.
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: • Strategy revised and will be out for consultation during June • Tackling poverty awareness training will again be provided for members and staff
New actions following from the recommendation: Capacity will be also be considered for additional training for partners
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.3 Engage people experiencing poverty as part of the consultation for a revised strategy
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: This is part of the consultation plan
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.4 Ask Swansea Public Services Board to renew the commitment to tackling poverty as one of the commitments listed in its partnership manual
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: Agreed, though commitment is only part of the picture, specific actions will be needed too. The outcome of the needs assessment should help shape the PSB work which will include poverty issues
New actions following from the recommendation:

Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.5 Consider how the strategy might support frontline staff
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: Training for staff is included in the revised Tackling Poverty Strategy Delivery Plan. See Theme 2 'Deliver training with members and officers to promote the tackling poverty is everyone's business approach.'
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.6 Link the strategy more closely to the six population outcomes of Swansea's Wellbeing Plan particularly Outcome D (People have a decent standard of living)
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: The revised strategy aligns with the six population outcomes including Outcome D. Economic regeneration and education are also particularly important in reducing and preventing poverty.
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.7 Create a new simplified structure to deliver the strategy in collaboration with partners against clear, agreed and measurable outcomes and within a Performance Monitoring Framework. Monitoring to involve those experiencing poverty as well as partners.
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: A simplified structure for delivery is included within the revised strategy. Monitoring involving partners and people experiencing poverty – for people experiencing poverty we will continue to expand our co-commissioning approach to the development and delivery of services. In addition, subject to the involvement of partners, we would consider the commissioning of an involvement and participation study for Swansea.   Re monitoring involving Partners, this is a corporate City and County of

Swansea strategy – we can explore and request collaboration on delivery with partners but not dictate. We will endeavour to demonstrate the impacts and benefits to Partners so they see the impacts of the strategy, securing their involvement in its monitoring.
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED in part**

Recommendation 4.3 Quick wins (within 6 months)
4.3.8 Ensure that future economic regeneration schemes have the maximum positive impact on tackling poverty by promoting well paid jobs and improving skills
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: We have already taken steps to integrate the poverty agenda in large scale regeneration initiatives, for example, Tidal Lagoon Swansea Bay and City Deal. We have been doing this for some years. Corporate Community benefits policy approved by Council. Beyond Bricks and Mortar has secured valuable employment and training commitments in Tidal Lagoon Swansea Bay's Employment and Skills Plan. Training is available via ESF Employability schemes administered by our European and External Funding Team.
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.9 Undertake an urgent investigation of the Target Area policy as part of the revised strategy, in collaboration of partners and with the involvement of the people affected
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: We already target resources where they are most needed, consciously and unconsciously (it is where many of our client groups live) for example housing and tenancy support, family support, employability support, housing capital investment, Pupil Deprivation Grant, Flying Start, Communities First, Communities for Work, Child & Family Services revenue budgets and the Mayhill project. Essentially, our targeting is based upon need rather than geography.
New actions following from the recommendation:

Cabinet Member Comments:
The Welsh Government Communities and children's secretary has recently announced a new approach in dealing with the root causes of poverty focusing on early years empowerment, employability and resilient communities and not confined to defined boundaries as for example in the "Communities First Programme".
Recommendation is **NOT AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.10 Include specific Tackling Poverty responsibilities within each Cabinet portfolio, with the Leader holding overall political responsibility and Chief Executive taking lead role on staff delivery. Ensure that all councillors are informed and involved, and where particular actions are planned in wards the councillors must be fully involved and consulted. All councillors to have poverty awareness training
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: - Chief Executive will oversee the delivery of the Poverty Strategy   - Councillors have received many briefings on progress with previous strategy   - All Cabinet Members will take responsibility for specific actions within the delivery plan
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.11 Future evaluation of the poverty strategy should involve ward councillors, partners and people experiencing poverty rather than being solely evaluated by officers
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: Agreed
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.12 Revise and refocus the Poverty Forum Executive – to be chaired by the Chief Executive and attended by the Leader as Poverty Champion and Public Services Board Chair

Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: Arises from a misunderstanding - Forum Executive was an organising group, not an executive body as such. New strategy identifies no need for this group, and strengthens accountability at CMT instead, fulfilling the function identified by the Scrutiny Panel.
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **NOT AGREED**

Recommendation 4.3 Quick wins (within 6 months)
4.3.13 Revise and refocus the Poverty Partnership Forum against specific actions / priorities
Relevant Policy Commitments: Tackling Poverty
Action already being undertaken: Agreed, and is taking place
New actions following from the recommendation:
Cabinet Member Comments:
Recommendation is **AGREED**

3.1 An action plan for the agreed recommendations is attached as *Appendix B*.

4.0 Equality and Engagement Implications

4.1 There are no equality and engagement implications for the response itself. Actions have been incorporated into the revised Poverty Strategy which has had an EIA screening and a full EIA is required, this will be opened as soon as possible and will be progressed during and after the strategy consultation period.

5.0 Legal Implications

5.1 There are no specific legal implications associated with this report

6.0   Financial Implications

6.1   Whilst there are no immediate financial implications arising from the response to the scrutiny inquiry report, it should be assumed that any resultant future spending needs in relation to the revised Tackling Poverty Strategy for Swansea, will need to be contained within existing budget provision and have full and due regard to the budget principles set out in 'Sustainable Swansea – Fit for the Future', the medium term financial plan and the likely levels of future budgets.

Background Papers:

None.

Appendices
Appendix A – Original Scrutiny Report
Appendix B – Scrutiny Inquiry of Tackling Poverty Strategy and Action Plan – Cabinet Action Plan
Appendix C – A Revised Tackling Poverty Strategy for Swansea (Draft)
Appendix D – Tackling Poverty Strategy Delivery Plan 2017-2020 (Draft)

Scrutiny Inquiry of Tackling Poverty Strategy and Action Plan – Cabinet Action Plan

	Recommendation	Action already being undertaken	New Action Proposed	Timescale	Responsible Officer
1.	4.1.1 Undertake a further fundamental review of the strategy in no later than two years' time	The previous commitment was to review the strategy in 2016. This has been undertaken. The revised draft tackling poverty strategy is intended to be a living document and '…will undergo a mid – term review once the PSB outcomes are developed and published in 2018' pg. 30 revised strategy.		Mid Term Review	Rachel Moxey
2.	*4.3.1 Create a new, comprehensive and simplified Action Plan that:* • *Balances and links long term goals and short term actions* • *Reflects the five point action plan from the 'Solve Poverty' JRF Report* • *Links closely with the emerging Wellbeing*	There is a new Delivery Plan in the strategy out for consultation in June: • Has long and short term actions • Reflects on the JRF report • Unable to link closely with the well-being plan as it is not yet written, but has drawn on		Complete	Rachel Moxey

| | | *Plan*
• *Is a "whole Council plan"*
• *Builds the evidence base*
• Arises from a revised strategy and which involves partners and people experiencing poverty from the outset | the Well-being Assessment. The mid-term review can usefully draw on the Well-being Plan as it will have been produced by then.
• Is a whole Council plan, with actions for all directorates
• Page 6 Scrutiny Inquiry Report' ' see 3.1.5 and 3.1.6 'It is not just a commitment that is needed but also an evidence base and robust framework for monitoring progress
• The draft revised tackling poverty strategy for Swansea, demonstrates a firm evidence base.
• The revised strategy involved partners in the IIA, commissioned as part of the strategy review | | | |

		process and consultation will involve partners and people experiencing poverty			
3.	4.3.2 Develop a statement setting out the renewed commitment to tackling poverty, including a clear vision and definition of poverty, with the involvement of people experiencing poverty and in collaboration with partners. Develop a tackling poverty awareness and training programme for staff and councillors along similar lines to the safeguarding programme and make available to partners.	• Strategy revised and will be out for consultation following the election period • Tackling poverty awareness will again be provided for members and staff	Capacity will be considered for additional training for partners	• Complete • TBD	Rachel Moxey
4.	4.3.3 Engage people experiencing poverty as part of the consultation for a revised strategy	This is part of the consultation plan		June 2017	Rachel Moxey
5.	4.3.4 Ask Swansea Public Services Board to renew the commitment to tackling poverty as one of the commitments listed in its partnership manual	Agreed, though commitment is only part of the picture, specific actions will be needed too. The outcome of the needs assessment should help shape the PSB work which will include poverty issues		Ongoing	Rachel Moxey

6.	4.3.5 Consider how the strategy might support frontline staff	The training for staff is in the revised Tackling Poverty Strategy Delivery Plan. See Theme 2 'Deliver training with members and officers to promote the tackling poverty is everyone's business approach.'		Ongoing	Rachel Moxey
7.	4.3.6 Link the strategy more closely to the six population outcomes of Swansea's Wellbeing Plan particularly Outcome D (People have a decent standard of living)	This is in the revised strategy Link not only to that outcome, but regeneration and education are particularly important in reducing poverty, not solely actions to support people experiencing poverty		Complete	Rachel Moxey
8.	4.3.7 Create a new simplified structure to deliver the strategy in collaboration with partners against clear, agreed and measurable outcomes and within a Performance Monitoring Framework. Monitoring to involve those experiencing poverty as well as partners.	In the revised strategy Monitoring involving partners and people experiencing poverty – for people experiencing poverty an appropriate mechanism will be developed to do this;. This is a corporate strategy – we can explore and request collaboration on delivery with partners but not dictate. Partners should see the		Complete / In Progress	Rachel Moxey

		impacts of the strategy so their involvement in its monitoring is agreed.			
9.	4.3.8 Ensure that future economic regeneration schemes have the maximum positive impact on tackling poverty by promoting well paid jobs and improving skills	We have already taken steps to integrate the poverty agenda in large scale regeneration initiatives – TLSB, City Deal, City Centre. We have been doing this for some years. Corporate Community benefits policy approved by Council. Beyond Bricks and Mortar has secured valuable employment and training commitments in TLSB's Employment and Skills Plan. Training is available via ESF Employability schemes administered by our European and External Funding Team.		In Progress	Rachel Moxey
10.	4.3.10 Include specific Tackling Poverty responsibilities within each Cabinet portfolio, with the Leader holding overall political responsibility and Chief Executive taking lead role on staff delivery. Ensure that all	• Chief Executive will oversee the delivery of the Poverty Strategy • Councillors have received many briefings on progress with		In Progress	Rachel Moxey

	councillors are informed and involved, and where particular actions are planned in wards the councillors must be fully involved and consulted. All councillors to have poverty awareness training	previous strategy • All Cabinet Members will take responsibility for specific actions within the delivery plan			
11.	4.3.11 Future evaluation of the poverty strategy should involve ward councillors, partners and people experiencing poverty rather than being solely evaluated by officers	Agreed		Mid Term	Rachel Moxey
12.	4.3.13 Revise and refocus the Poverty Partnership Forum against specific actions / priorities	Agreed, and is taking place		In Progress	Rachel Moxey

Working towards prosperity for all in Swansea

A revised tackling poverty strategy for Swansea

2017-2020

CONTENTS

1. Introduction

Swansea Council is committed to reducing poverty and the impacts that poverty has upon its citizens. Poverty limits aspirations, damages relationships and ensures a loss of life chances.

Poverty is a multi-faceted concept. This strategy starts by defining poverty and comparing this with other useful current definitions provided by the Joseph Rowntree and Bevan Foundations. Our definition is not one relating solely to income, but to poverty of opportunity, participation and access to services. We aim to provide a foundation of common language and to begin exploring how different causes, impacts and aspects of poverty have different policy and service implications. As such, addressing poverty is not just an issue for the Council but a matter of concern for our partners in the public, private and voluntary sectors.

The impacts of poverty can last a lifetime and some interventions can take a lifetime to manifest themselves in a changed and improved situation. In short, tackling poverty takes time. This strategy outlines what action will be taken to fulfil the promise to tackle poverty in Swansea and to prioritise services where they will have the greatest impact.

The Council faces unprecedented challenges. Rising demand, changing demographics and increasing pressure on budgets mean that the choice for local authorities and public service providers is a difficult one. Unless we reduce demand and prevent need escalating, service provision in its current form will become unsustainable. People living in poverty often face complex challenges, increasing their personal and community demand upon services. It is not however, simply about reducing demand on services. We must also ensure we continue supporting people to become resilient and achieve outcomes that they want to see in their own lives, which will in turn reduce demand on services.

This strategy needs to be read in the context of our Prevention Strategy. The City and County of Swansea has always taken a preventative approach. This was borne from a longstanding recognition that 'prevention activity is better, less time consuming and ultimately less costly and damaging to individuals and organisations than cure'. This strategy presents a more ambitious direction, building upon previous work and recognising that all, including key partners and stakeholders, have a role in the prevention agenda.

Two key aims are driving this and the Prevention strategy:

- **A desire for increased organisational and personal resilience;**
- **Sustainable services.**

Steeped in the principles of Sustainable Swansea, this strategy is about **delivering more sustainable services that meet people's needs and deliver better outcomes**. It is about supporting the development of a community and urban fabric which has future resilience and independence in both the medium and long term. Our citizens are central to our future and delivery, and as such, are the focus of our developments, driving cross cutting working across Council Departments and with partners. Consequently, this strategy forms a key part of our corporate transformation programme and the way we will continue to develop our services with our partners. Our work particularly with and through Swansea's Public Service Board are essential to future delivery here.

In order to make this work, we will have to think differently, encouraging innovative solutions to existing problems and those that arise. We also have to be clear that savings do not drive our agenda: better, more personalised and joined up services do.

This strategy sets out our overarching corporate and partnership approach to tackling poverty, as well as outlining our key activities and expected outcomes. It starts, setting out our rationale, and how this is supported through national, regional and local policy, including our Plan for a Sustainable Swansea. We then provide evidence, further justifying need, our reasons for intervention and our approach. We have highlighted our delivery history in this area and early successes, giving a flavour of what prevention activity can achieve in reducing poverty. We link our activity closely to the recent advice given by the Joseph Rowntree and Bevan Foundations in their document, *Prosperity without Poverty a framework for action in Wales*. Lastly, we provide a governance structure explaining how we will work and a time-bound action plan describing our activities in more detail: who is accountable and when we intend to achieve them. Ultimately, the Poverty Strategy and its application have to advance and progress the culture of *poverty is everyone's business across the Council.*

We hope you enjoy reading this strategy. Moreover, we look forward to working with local people and partners in the public, private and third sectors in delivery, making a positive difference to the lives of local people, improving their quality of life and contributing to a **Sustainable Swansea**.

2. What is poverty?

There is no single, universally agreed definition of poverty. Our paper, submitted to the Poverty Scrutiny Inquiry as part of the evidence *Understanding and defining Poverty – A guide for Swansea* (which can be provided on request) defines and explores many terms and concepts relating to poverty, explaining the basis for the definitions we are using in Swansea, and for the vision we have of a Swansea where poverty cycles can be broken.

> JRF's definition of poverty is: **When a person's resources are well below their minimum needs, including the need to take part in society.**

[1]

In Swansea, we define poverty as:

- **Income below the Minimum Income Standard.**
- **Inadequate access to necessary services of good quality**.
- **Inadequate opportunity or resource to join in with social, cultural, leisure and decision-making activities**.

Our vision for Swansea

The Council aspires to achieve a Swansea in which:

Income poverty is not a barrier to doing well at school, having a healthy and vibrant life, developing skills and qualifications and having a fulfilling occupation.

Service poverty is addressed by targeting resources where they may have the most useful impacts, and decisions about that are made in collaboration with service users.

Participation is enjoyed by all our residents, who access a wide variety of cultural, social and leisure experiences which broaden horizons and develop aspirations and who are constructively involved in decisions about our community and our environment.

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[1] 'Prosperity without Poverty – a framework for action in Wales.' Joseph Rowntree Foundation – November 2016. P. 6.

3. Strategic context

Sustainable Swansea Programme

Sustainable Swansea – fit for the future, is our long-term plan for change. Financial, demographic and social challenges facing Swansea require radical approaches. Sustainable Swansea is a programme of activity, tools and techniques that will help us to take a managed approach to the challenges that the Council faces. The objectives are: to transform services; deliver better outcomes for residents achieve financial sustainability. One of the key priorities for a sustainable Council, is collaboration with others including residents.

A whole council approach is far more likely to maximise impact. Our proposal to support the delivery of this strategy through involvement and participation will support the co-production of services with people experiencing poverty.

The One Swansea Plan

This was produced by Swansea's Local Service Board (LSB) and is now delivered by its successor Public Service Board (PSB), the overarching partnership group for public services Swansea. It highlights that in working as **Team Swansea,** *partnership working has never been more important.* The increasingly difficult social, economic and environmental pressures on public services, coupled with the substantial reductions in public funding, mean that service providers have to work together more innovatively than ever before to increase efficiency, effectiveness and reduce reliance upon intensive, costlier interventions.

T**he PSB's One Swansea plan** outlines six key objectives namely:

- A. **Children have a good start in life**
- B. **People learn successfully**
- C. **Young people and adults have good jobs**
- D. **People have a decent standard of living**
- E. **People are healthy, safe and independent**
- F. **People have good places to live and work**

Placing this strategy in a **One Swansea** context, we have aligned our intended outcomes to these objectives as our headings for actions. These are referred to later in this strategy and with the associated **Delivery Plan**.

City and County of Swansea Corporate Plan

Tackling Poverty is one of the five key objectives of Swansea's Corporate Plan. In delivering this objective there are a number of key areas which we as a Council are working to address, including:

- Children having the best start in life
- Families are supported to live healthy lives
- Young People having choices and opportunities when they are in school and when they leave school to enter learning, training and employment.
- Families and individuals to be able to have a good standard of living, which means having well-paid employment and/or claiming the right benefits they are entitled to.
- People to live in good quality affordable homes, which support sustainable communities.
- We will continue to tackle poverty through the activities highlighted within the associated **Delivery Plan**.

Welsh Government

Welsh Government has a national picture and approach to wellbeing through new legislation within the Well-being of Future Generations Act and the Social Services and Well-being Act. The idea of embedding poverty prevention within the Council's work builds not only upon national requirements, but also emphasises a **Swansea approach** to its delivery. It is essential that our approach aligns with the wider direction of Welsh Government, implemented locally through our PSB. The wider strategic context can be seen here:
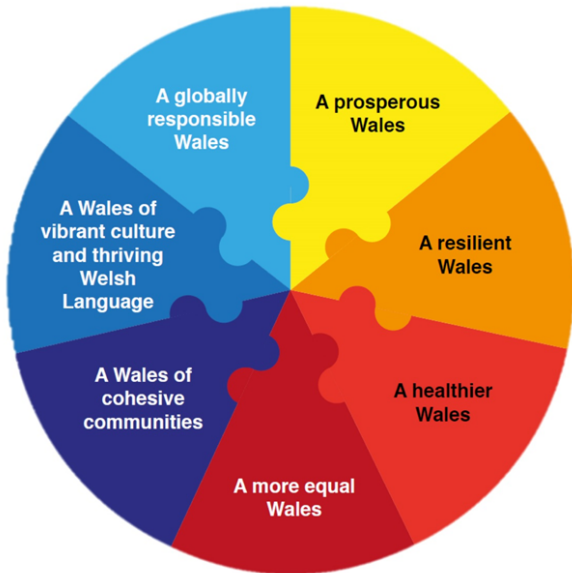
Well-being of Future Generations Act

Our Poverty strategy will make a positive contribution to Well Being Goals of the Act.

A resilient Wales - A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems supporting social, economic and ecological resilience and the capacity to adapt to (e.g. climate) change.

A prosperous Wales. An innovative, productive/low carbon society recognising the limits of the global environment, using resources efficiently/proportionately; and which develops a skilled and well-educated population in a wealth generating economy providing

employment opportunities, allowing people to benefit from the wealth generated through securing decent work.

A healthier Wales. A society in which people's physical and mental wellbeing is maximised and in which choices and behaviours that benefit future health are understood.

A more equal Wales. A society that enables people to fulfil their potential no matter what their background or circumstances.

A Wales of cohesive communities. Attractive/viable/safe and well-connected communities.

A Wales of vibrant culture and thriving Welsh Language. Society promoting/protecting culture/heritage/Welsh language, encouraging participation in arts/sports /recreation.

A globally responsible Wales. When improving the socio-economic environmental and cultural well- being of Wales, we consider the positive contribution to global well- being.

Social Services and Well-being Act

The Act has a wide remit that will impact not only upon Social Services, but on wide-ranging local authority services such as housing, education, leisure, regeneration, poverty and prevention and those of our partners particularly, the Local Health Board and third and private sector providers. In some instances, services are provided via Western Bay on a regional footprint. Under Part 2 of the Act, General Functions, there is a duty to:
- *Promote wellbeing.*
- *Provide preventative services.*
- *Promote social enterprises, co-operatives, user led services and third sector.*
- *Provide Information, Advice and Assistance (IAA).*

The Council's delivery of the Poverty Strategy has to take into account the requirements of both Acts, alongside additional legislation, such as the Housing Act and the Environment Bill.

Swansea's Poverty Strategy 2014

Swansea Council has, for some time, been committed to reducing poverty and its impacts. Tackling poverty is a corporate priority and the first strategy to address this was written in 2014. It, like this strategy, focussed upon supporting the six population outcomes of One Swansea.

The original three themes are further captured in this document, but as time has moved on, our ideas have matured and whilst these themes remain current, they have developed slightly to capture circumstances and reassert importance.

1. Empowering local people through involvement and participation
2. Changing cultures to reflect that tackling poverty is everyone's business
3. Targeting resources to maximise access to opportunity and prosperity

Our Delivery plan links our activities under these themes for clarity. The Integrated Impact Assessment and Scrutiny of this document led to the following recommendations.

Integrated impact assessment (IIA)

Carried out in 2016, this formed the first part of a much wider review of the tackling poverty strategy, feeding into the Poverty Strategy Scrutiny process. The key themes and recommendations from this process feed into this revised strategy and are listed in brief below.

IIA key recommendations

Link to Future Well-being Wales Act and Social Services and Well-being Act

Clear Sustainable Swansea focus

Develop clear and measurable milestones

Include a definition of poverty

Work with people experiencing poverty to develop provision

Make clear linkages to economic policy

Develop and deliver the strategy through principle of poverty is everyone's business

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Tackling Poverty Strategy Scrutiny Inquiry Panel

This panel examined *How can the Council's Tackling Poverty Strategy be improved?* This topic was chosen because Tackling Poverty is one of the Council's top five priorities – a Peer Review of Swansea Council conducted by the Welsh Local Government Association in 2014 recommended that scrutiny should focus more on these priorities. It is also an issue that many scrutiny councillors feel passionately about, not least because they see the effects of poverty day to day in their communities. Specifically, the inquiry aimed to contribute to this vital debate by providing:

- Evidenced proposals that will lead to the strategy being more effective

- The views of people experiencing poverty

- The views of key stakeholders

- Consideration of the conclusions and recommendations from national reports and an assessment of the implications for Swansea

- Identification of good practice/research elsewhere and learning for Swansea

- Increased councillor understanding about the Tackling Poverty Strategy

- Greater public awareness of the work of the Tackling Poverty Strategy

Many of the Scrutiny Panel's emerging ideas are in line with what is being planned, and are reflected in this strategy.

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Ideas emerging from the scrutiny process

Make a new commitment to tackling poverty

Embrace the sustainable development principle

Focus on 'what works'

Involve people experiencing poverty at the centre of the strategy

Integrate the strategy into Swansea's Well-being Plan

Collaborate fully through Swansea Public Services Board

Strengthen the links to economic policy

Fundamentally rethink the target area approach

Ensure that tackling poverty is everyone's business

Continue to revise the strategy on a regular basis – keep it current

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Joseph Rowntree Foundation

Our thinking around poverty and its reduction/prevention fit well with the recently published 'Prosperity without Poverty : a framework for action in Wales'[2] produced jointly by the Joseph Rowntree Foundation and Bevan Foundation.   This document draws upon national research and evidence to provide a framework for actions in Wales. The actions are set at many levels and one thing is key – ***addressing poverty is everyone's business.*** We have considered the JRF recommendations (where possible and appropriate) in production of this document.

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[2] 'Prosperity without Poverty : a framework for action in Wales.' Joseph Rowntree Foundation – November 2016.

4. Why intervene

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The cost of "mopping up" problems resulting from inequality is £39bn per annum UK-wide.

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[3]

The UK experiences disproportionately high inequality with stark consequences, some examples being provided below, making comparisons between the UK and the developed OECD countries:

- 17th out of 23 in life expectancy.
- 19th out of 22 on obesity.
- 17th out of 21 on teenage births.
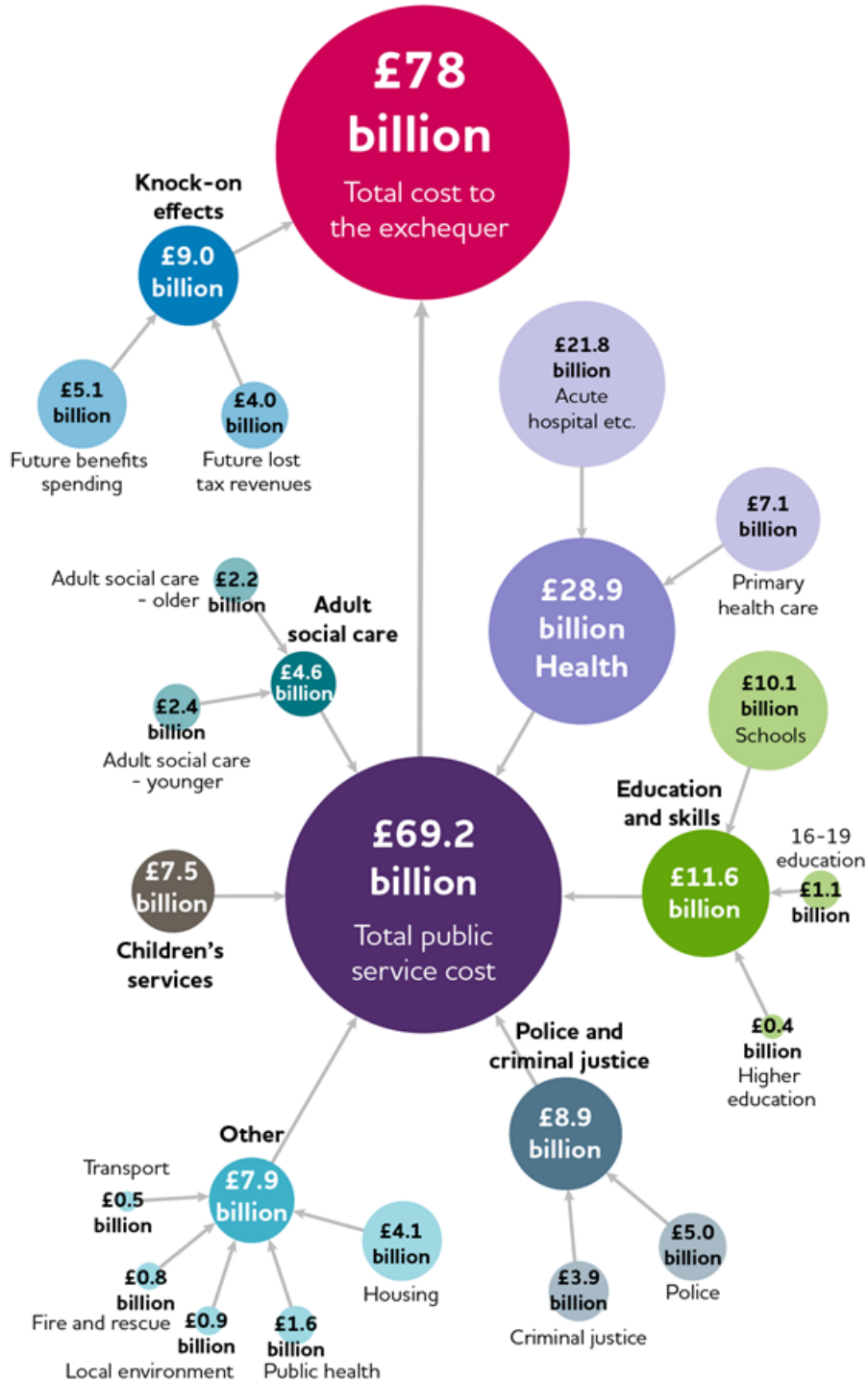- 17th out of 23 for imprisonment.

In stark contrast, more equal societies, top the table in almost every measure. Crucially, for the delivery of public services, the financial costs associated with inequality are significant, impacting upon health, wellbeing and crime rates. Conversely, were we to achieve greater equality we would experience reductions in crime, consequent imprisonment, better physical and mental wellbeing, increased life expectancy and a more prosperous society.

The Joseph Rowntree Foundation also highlight and support this theory in looking at the costs associated with poverty. The diagram on the following page estimates the costs of poverty in the UK at an even greater total of £78 billion per annum to the Exchequer. [4]

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[3]https://www.equalitytrust.org.uk/sites/default/files/The%20Cost%20of%20Inequality%20%20-%20full%20report.pdf. P.2

[4] https://www.jrf.org.uk/report/uk-poverty-causes-costs-and-solutions . P. 30

The cost of poverty to the UK's exchequer

£78 billion
Total cost to the exchequer

Knock-on effects
£9.0 billion
£5.1 billion Future benefits spending
£4.0 billion Future lost tax revenues

£21.8 billion Acute hospital etc.
£7.1 billion Primary health care
£28.9 billion Health

Adult social care - older £2.2 billion
Adult social care
£4.6 billion
£2.4 billion Adult social care - younger

£10.1 billion Schools
Education and skills
£11.6 billion
16-19 education £1.1 billion
£0.4 billion Higher education

£7.5 billion
Children's services
£69.2 billion
Total public service cost

Police and criminal justice
£8.9 billion
£3.9 billion Criminal justice
£5.0 billion Police

Other
Transport £0.5 billion
£7.9 billion
£0.8 billion Fire and rescue
£0.9 billion Local environment
£1.6 billion Public health
£4.1 billion Housing

#solveukpoverty

JRF JOSEPH ROWNTREE FOUNDATION

The effects of poverty

Poverty affects every stage of people's lives. Some of the key effects of this upon families and individuals living in low income households can be seen in the box below:

> Children have poorer mental and physical health
>
> People have fewer years free from illness and are likely to die sooner
>
> Children achieve worse results at every stage in school, restricting earning potential and increasing the risk of passing poverty between generations
>
> People pay more for essential goods and services such as fuel, transport and food,

Poverty restricts economic growth through limiting labour market skills and through limiting disposable income flowing in local and regional economies, reducing treasury tax revenues.

Conversely, work to reduce poverty premiums and boost benefit income helps the economy. Research looking at the impact of financial inclusion initiatives in Leeds by the West Yorkshire Observatory has shown that an investment of £3m has generated £26m additional income with a further regional economic impact of £28m.

> **Investing in financial inclusion boosts the economy as well as living standards. £3m spent on interventions = £26m in people's pockets.**

[5]

Adverse Childhood Experiences (ACEs)[6]

ACE's, or chronic stressful experiences in childhood, have been demonstrated to increase the likelihood of adopting health-harming behaviours such as smoking, problem drinking, poor diet, low levels of exercise and risky sexual behaviour. These behaviours can cause premature ill health and in parallel lead to the development of linked antisocial behaviours and criminal activity. Links can also be seen in poor educational performance and skills development. Consequently, children affected by ACEs, because of these trends and behaviours are far more likely to subject their own children to ACEs. People living in

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[5] http://www.westyorkshireobservatory.org/Custom/Resources/FI%20Research%202009%20Final%20report.pdf

[6] http://www.cph.org.uk/wp-content/uploads/2016/01/ACE-Report-FINAL-E.pdf

communities with high deprivation have a far higher risk of experiencing single and multiple ACEs.

DEATH

Early death

Non communicable disease, disability, social problems, low productivity

Adopt health-harming behaviours and crime

Social, emotional learning problems

Disrupted physiological development

ACEs

BIRTH

Developed from Felitti et al. 1998
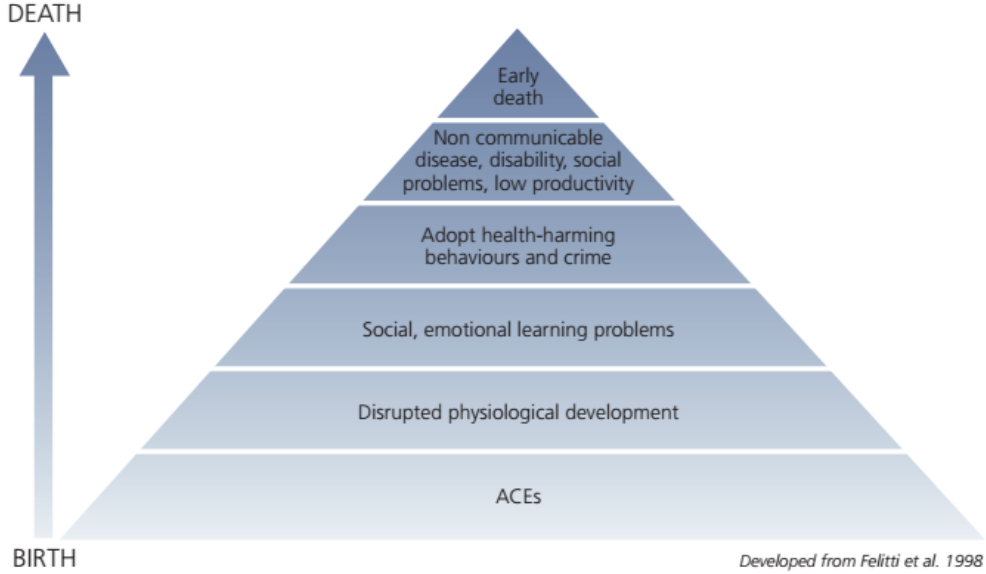
Figure 1: Model of ACE impacts across the life course [1]

[7]

Stigma (negative belief or attitude) and Discrimination (negative behaviour)

Stigma associated with poverty is corrosive. It affects self-perception and self-confidence, resulting, commonly, in: a) benefit under-claiming, hence reduced income; b) reduced participation and social isolation, as people avoid situations where they may be labelled by others; c) reduced access to services (due to lack of confidence). It also affects the way people experiencing poverty are viewed by others, resulting in discrimination. This creates losses in income, opportunity and support. Stigma silences the voices of those stigmatised. This reinforces exclusion and makes it more difficult for people to escape from poverty.

Aspiration and Opportunity

The Joseph Rowntree Foundation[8] highlight that however great the aspirations of children – and their parents – from poorer backgrounds, they find it far harder to achieve them than children from better off families. Supporting low-income families to develop cultural resources, have quality time together, avoid risk and feel enthused about the future, enables natural aspirations to flourish.

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[7] http://www.cph.org.uk/wp-content/uploads/2016/01/ACE-Report-FINAL-E.pdf. P.7

[8] 'Prosperity without poverty – a framework for action in Wales.' Joseph Rowntree Foundation – November 2016.

5. Tackling poverty through early intervention and prevention

There is a relatively small group of people and families in poverty who face additional and complex challenges. This may include mental health conditions, homelessness, experiences of violence and abuse, substance misuse and involvement with the criminal justice system. We also include asylum seekers and refugees because they often face additional and complex challenges. The circumstances of these groups of people often overlap and interact, making escaping poverty more difficult and potentially increasing the risk of destitution.

The roots of these complex needs are shown in their concentration in areas of long-term economic decline. The most effective prevention measure is therefore to reduce material poverty itself, especially among families with children and unemployed young people living in disadvantaged areas.

The Joseph Rowntree Foundation highlights five principles that underpin their **recommended** approach to groups facing poverty combined with complex needs[9]:

1. Personalisation – support based around the whole person or whole family;
2. De-institutionalisation – mainstream, ordinary housing and employment as far as possible, with support as required;
3. Re-integration – getting into work and ordinary social settings;
4. Asset-based – building on an individual's existing strengths; and
5. Poverty-informed – dealing with financial and material hardship, alongside complex needs such as addiction.

Welsh Government supports meeting the needs of people with complex needs through the provisions in the Housing (Wales) Act 2014, the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015, the Social Services and Well- being (Wales) Act 2014 and *When I am Ready* scheme for care leavers. Our approach to support these policies is described in later sections of this document and the accompanying **Delivery Plan**.

Our history and successes
Swansea has a long and proud history of supporting our citizens through the delivery of statutory services. We have a key role in the delivery of public services for Swansea and as such, services such as public protection, health and safety and accident prevention are at our core in service delivery as is the Safe Looked-After Children Reduction Strategy. This

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[9] https://www.jrf.org.uk/report/prosperity-without-poverty. P.26

has resulted in a significant reduction year on year (for the last six years) in the numbers of children needing recourse to care. The increased recognition of the value of prevention activity led to an acceleration in our prevention approach to improve the wellbeing of people in Swansea, driven by the Council's commitment to providing £1 million for pilot prevention projects in 2014. Here, a set of pilot preventative approaches was delivered that sought to address gaps in services working with children, young people and adults. The proposals were based upon an *invest to save* approach aimed to change behaviours and prevent the need for involvement in costly specialist services, often followed by a long term support programme. Some pilots, because of their success in demonstrating new delivery methods, namely Local Area Co-ordination and Tackling Domestic Abuse (via the DV Hub) will continue having proved their effectiveness. Others have demonstrated better ways of working and have consequently been embedded in current service delivery, becoming *business as usual*. The nature of the projects involves individuals in finding better stability, helping them to prosper and develop resilience. We support the development of individuals, getting them on to a pathway of development and improvement which gives access to opportunities, skills development and possibly employment in the medium to longer term. We have a number of examples (below) where a preventative approach has delivered improved outcomes, better outcomes and made cost savings in service delivery.

> **Case Study – The Family Support Continuum**
>
> A child was identified to have high levels of difficulty in speech and language and was referred to the speech and language team within early years. Home visits showed that he was looked after by his grandmother while mum and dad worked, spending most of his time in a play pen. His play skills were limited so the Early Language Development Team (ELDT) initially worked on these skills. At the same time, the family was encouraged to come to parent and toddler group and song and rhyme sessions at the library. They were also encouraged to access further support. The child and his family, once ready, were helped by the speech and language (SALT) team. This involved early language groups and 121 sessions. He has now moved on to nursery and his speech and language skills are on par with other children in his class.

Case Study – Local Area Coordination

A gentleman in his 60's with mental health problems and chronic pain on ESA and DLA met a Local Area Co-ordinator at a Food Bank and they chatted about his money problems. Unable to use public transport for long distances, he was spending £40 per return taxi journey to hospital. The LAC told him about the community car scheme, which reduced his travel costs to **£13** per return journey. He was also in desperately poor housing, but faced many barriers to changing this, including lack of funds for medical forms, and illiteracy. He was depressed and disheartened. Over time, the LAC supported him to identify useful resources including Housing Options, and friends, who lent him money and wrote forms for him.

He is now in sheltered supported housing, helping other neighbours who are less able than he is, reporting vastly improved mental health, and only comes to the Food Bank to say hello.

Case Study – Lift Employment Support

Trevor had been unemployed for over sixteen years and was referred to the Lift Programme in November 2014. Over a period of eleven months Trevor has been involved in a number of activities through Lift, including literacy and IT classes, Asbestos Awareness and Scaffolding courses, CSCS training and work experience with Gwalia Housing and Pentre-Graig School, through 21st Century Schools. 8 weeks' work experience was arranged through the Council's Beyond Bricks and Mortar initiative on a 21st Century Schools project at Pentre-Graig School. On completion of the work experience the Beyond Bricks and Mortar Team asked ASW if they would consider employing Trevor to work on their Kitchens & Bathrooms Contract. Trevor was interviewed for a labouring position the next day and is now a valued member of the ASW team.

Trevor has been a pleasure to work with. He is polite, punctual and hard working. Trevor was just looking for someone to have faith in him, and offer him some support, so that he could gain a few much needed qualifications and finally find work.

We received a phone call to advise us that a representative from AS Wellington (a National Construction company) was travelling down from Stoke and wanted to interview Trevor for a labouring position the next day. As Trevor does not possess a home or mobile phone, we dropped a letter through his letter box and crossed our fingers.

6. Shared leadership and shared resourcing.

Poverty is everyone's business. We have seen and evidenced that the wider impacts of poverty affect intergenerational life chances. They also have a significant and costly impact upon public, private and third sector services. Within organisations such as the Council, the Police and the Local Health Board, they impact upon all customer-facing services, reflecting the complexity of needs that people in poverty face. It is therefore in our interests to work across Council Departments and with our partner organisations to address poverty. Most crucially, this will improve the quality of our citizens lives. Consequently, this will impact upon the delivery of better, more coordinated and less costly public services.

The principles we will adopt as Swansea's approach to excluding poverty are;
- A whole Public Service Board and whole Council approach.
- Building resilience, social capital and social networks.
- Involvement and participation of service users.
- Delivery partners have confidence in the approach.
- Learning about 'what works' being fundamental to future delivery.

The importance of partnerships
We recognise that reducing poverty is everyone's business within the Council and is therefore our corporate approach. We will as an outcome of this strategy, develop key performance indicators to reduce poverty across all Council directorates. Governments have a leading role in setting priorities and providing the framework, but businesses, citizens and communities have a vital part to play too. At the local level, the Public Service Board has a key potential role in making it happen, working across all sectors.
Government and publicly-funded bodies

The Welsh Government has already started the process with its commitment to prosperity for all, plans to reform childcare and proposals on employability and skills. It must back its leadership on these issues with effective delivery on the ground, whether directly or through others. We are however, yet to see and fully understand the impact of changes in the Communities First Programme, alongside renewed Welsh Government commitment to their highlighted priorities of **Empowerment, Employment and Early Years.** Our Poverty Strategy needs therefore to take a dynamic delivery approach to enable a response to such changes, minimising negative impact and maximising future opportunity for Swansea.

Local government's contribution is vital, as the front-line provider of education, social and economic development services, with our community leadership role we have an unrivalled reach and profile in disadvantaged places.

Add to this the important role of health boards, further education colleges and higher education institutions and there is a great deal that the public sector can and must do. Swansea's Public Service Board are therefore vital in supporting poverty reduction.

7. Our approach

We highlighted earlier the three themes of this strategy, building upon those of the original Tackling Poverty Strategy for Swansea, namely:

Theme 1. Empowering local people through involvement and participation
Theme 2. Changing cultures to reflect that tackling poverty is everyone's business
Theme 3. Targeting resources to maximise access to opportunity and prosperity

Swansea's six Population Outcomes were adopted by Swansea's LSB and have been retained by the PSB. They are mentioned earlier in this document. This approach helps us to look at all the ways that we can focus on tackling poverty through the framework of the Population Outcomes which are forming the structure for Swansea's Well Being assessment under the Future Generations Act:

Integration – by looking across all six population outcomes, our tackling poverty approach will be comprehensive and corporately integrated.

Collaboration – no one organisation owns these outcomes, they are shared by the whole Public Service Board and within the Council, different departments have relevant roles.

Involvement – Addressing the issue of poverty is not solely an issue for the Council but also a matter of concern for all agencies, whether they are private sector, public sector or third sector.

Theme 1 - Empowering local people through involvement and participation

We agree that participation and engagement are crucial if we are to give opportunity and voice to our citizens, hence our commitment to co-production of services with our service users and our community development work, particularly with communities in multiple disadvantage. We already carry out regular service user surveys and are in the early stages of co-production of commissioned services in line with the principles of the Future Generations and Social Services and Well-being Acts.

The Council is the lead delivery body for Communities First, and delivers a range of further community development services, including the commissioning of the Change Fund through the Third Sector and the delivery of the food and growing initiative. This work is essential in developing and maintaining services at the heart of communities as well as finding initial engagement opportunities to hook people into services that can help in their further development and involvement.

As a social housing provider, the Council also delivers our annual tenant participation strategy, supporting tenant involvement and participation.

Baseline information is essential if we are to target our services effectively. If for example we know that a household has poor income, no-one working and is in receipt of benefit we can predict that other issues may arise. It makes sense to target that household giving benefits advice and/or employability support to encourage where possible and raise income. We have therefore as an early win for this strategy **commissioned Policy in Practice to work alongside the Council's Revenue and Benefits Team to identify the cumulative effect of benefit reforms on households in Swansea** in order that we can target our services more effectively. This information will be taken to the Council's Poverty Forum to analyse and develop a response which could include:

- Targeting employability support
- Targeting financial inclusion support
- Helping people to be better off
- Identifying and delivering service cost savings

Poverty is an issue best understood by those who experience it and live with its effects every day.   That is why in this strategy, the involvement and participation of people who themselves are affected by poverty is crucial. The Council is committed to working with local people in order to achieve long term change. Without them, there is no delivery. Scotland held the first poverty truth commission in Fife in 2014. Another successful one was held in Leeds, from which our Scrutiny panel heard evidence, recommending that a similar approach be taken in Swansea.

> 'the Commission believes poverty will only be truly addressed when those who experience it first-hand are at the heart of the process.'

[10]

We have therefore committed in our Poverty Strategy Delivery Plan to **consider the commissioning of an involvement and participation study for Swansea**, one option being along the lines of the Truth Commission work and taking into account the work we are already involved in.

Delivering more

This strategy comes at a time of transition when Welsh Government are considering options for change to the Communities First programme, suggesting new direction around

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[10] https://www.jrf.org.uk/contact/poverty-truth-commission

the themes of empowerment, employment and early years. We will **develop responses to emerging guidance in the delivery of Welsh Government funded community development programmes, maximising benefit and opportunity for our communities.**

We will:

> **Business as usual**
> Continue to deliver community engagement services in line with emerging funding from Welsh Government (see later).
> Continue to use coproduction in our local area coordination model for recruitment.
> Continue to develop community enterprise activities to deliver services more flexibly.
> Continue to deliver our annual tenant participation strategy.
> **Early actions**
> Commission Policy in Practice to work alongsirde the Council's Revenue and Benefits Team to identify the cumulative effect of benefit reforms households in Swansea.
> Consider the commissioning of an involvement and participation study for Swansea.
> **Delivering more**
> Respond to emerging guidance about Welsh Government funded community

Theme 2 – Changing cultures to reflect that tackling poverty is everyone's business

We highlighted that all Council Staff have a role in prevention activity in our prevention strategy and recognise that all Council and partner services can impact positively on reducing poverty. We also recognise that if they are unable to do so there will be adverse impacts upon their future delivery, particularly rising cost. The IIA and Tackling Poverty Scrutiny consequently reinforced that tackling poverty needs to be supported by all – internal Council Departments and our partners in the public, private and third sectors. We will:

Theme 3 – Targeting support to maximise access to opportunity and prosperity

In delivery of this theme we have considered support at all ages and stages to enable a person to maximise their potential as a **skilled, prosperous and resilient individual**, hence the linking of the six population outcomes here.

Population Outcome A: Children have a good start in life

Family stability enables children to flourish and two parents, living together, are better able to earn enough for a decent standard of living. Family breakdown increases the risk of poverty, especially persistent poverty. The goal should be to help parents stay together where possible and when they cannot, the aim should be to help parents to separate and parent well.

We will:

Population Outcome B: People learn successfully

Building skills across the spectrum through education and training is essential, both economically and to individuals in realising their potential. We believe in Swansea, that skills are an important factor in driving growth, with reducing the proportion of individuals with very low skills or qualifications being more effective than focusing on the higher end of the skills spectrum economically, as well as for individuals. Skills development has to be at all stages from basic and essential skills, encompassing employability skills to academic, professional and vocational skills. In addition, the quality of advice and guidance about skills development and career choices is essential in realising personal dreams and developing achievable aspirations. There are gaps in the provision of career advice.

We will:

Business as usual

Support pre 16 to improved school attendance, through 'Education other than at school' (EOTAS) reduction.

Contribution at post 16 to continued NEET reduction and improved young person and family wellbeing through the NEETS reduction strategy.

Early wins

Quick review of Council employability provision to maximise skills outcomes.

Develop school to school support to share and develop good practise in the use of Pupil Deprivation Grant (PDG).

Maximise training and employment opportunities through our Council- wide apprentice and trainee strategy for young people, targeting those in greatest need.

Provide additional support to young people who are at risk of becoming NEET through Cynydd.

Delivering more

Facilitate development of pathways to skills or trades linked to economic development opportunities such as City Deal.

Target resources on need and personal circumstances, rather than on participants' age and previous qualification level.

Work with partners and through the Regional Learning Plan to focus on outcomes such as the incomes of participants and productivity of employers, not just qualifications achieved.

Work with schools and colleges to provide good-quality, expert careers advice to young people.

Develop programmes to provide adults with independent, personalised advice and support services to enable low-paid workers to move into better-paid roles.

Population Outcome C: Young people and adults have good jobs

We are keen in Swansea to support an economy where people can find better local jobs, with the right level of support to help them to access opportunities.

We will:

Business as usual

Deliver Swansea's Beyond Bricks and Mortar principles across all our procurement processes to bring local benefit from service and construction contracts.

Use Welsh Government Community Benefit Measurement Toolkit to report community benefit and wider economic impact.

Continue to deliver Communities for Work, LIFT, South West Wales Workways and work based learning help for local people to develop skills and access job opportunities.

Early wins

Maximise work experience benefits and employment outcomes to young people who are NEET via the Cam Nesa Project.

Actively encourage employment practices that reduce poverty including living wage.

Develop an appropriate wage approach re traineeships and apprenticeships.

Review our welfare to work provision to maximise the use of resources and job outcomes.

Encourage local recruitment to entry level positions within the Council through simplified recruitment processes.

Use HR processes to share work experience, traineeships and apprenticeships across a range of abilities, including disadvantaged individuals and particularly looked after children.

Benchmark the number of disadvantaged Swansea residents accessing entry level posts.

Extend social value principles across our full development process to maximise opportunities.

Delivering more

Maximise skills and job opportunities from key developments such as City Deal.

Maximise our purchasing power and that of partners to deliver targeted recruitment and training and other community benefits.

Work to identify resource to deliver specialist support such as an Intermediate Labour Market programme for those furthest from the labour market, combining work experience with ongoing support and job search activity.

Encourage the further delivery of employability skills within schools.

Develop our partnership with Jobcentre Plus and key Welfare to Work Partners to maximise access to skills and job opportunities for Swansea citizens.

Maximise work readiness and experience opportunities for local people within Council Departments and through PSB partners.

Work with third sector partners, PSB partners and within the Council to maximise volunteering opportunities for skills development.

Examine public transport routes to link people in disadvantaged communities to areas of jobs growth by efficient and affordable public transport.

Population Outcome D: People have a decent standard of living

We have already seen that people living in poverty often have to pay more for essential goods and services (including energy costs). In addition, personal circumstances such as disabilities can also impact to increase personal costs. Cutting the cost of essentials and ensuring that people access their full entitlements can have a significant impact upon household income, poverty and local economies. These factors are often compounded by people having to pay comparatively high rents to private landlords because of shortages in the social housing sector.

We will:

Business as usual

Continue to deliver advice services for council tax and housing benefit entitlements.

Continue to support in the resolution of benefit disputes and maximise benefit incomes through our Welfare Rights Service.

Continue to provide engagement services through Council Cultural and Community Development Services.

Continue to prioritise the supply of genuinely affordable housing further to meet objectively-assessed need.

Continue to align social rents with local incomes and earnings.

Continue to support the development of energy- efficient affordable mixed tenure housing within Swansea.

Continue to maximise the installation of insulation measures in Council properties to reduce fuel poverty.

Early wins

Develop social finance capacity through for example the credit union to widen credit access and reduce spiralling debt.

Coordinate partner activity through the Council's Poverty Forum and partner activity through the Poverty Partnership Forum in support of digital inclusion, financial inclusion and benefits advice.

Maximise community engagement activity through Welsh Government's Fusion programme and emerging Empowerment approach linked to Communities for Work and Lift.

Delivering more

Work with partners to support innovation in the provision of good-value essential goods and services through social and not-for-profit enterprise.

Further encourage private landlords to improve conditions and affordability in the private rented sector.

Prioritise affordability and accessibility in local transport to provide access to employment and training destinations and essential services.

Population Outcome E: People are healthy, safe and independent

The IIA and Scrutiny processes have identified the important role that local people living in poverty have to play in helping to inform upon and co-design provision and support. We have seen in earlier sections too, intention to consider the commissioning of an involvement and participation study for Swansea.

We are also aware of the key role that our third sector and social business partners play in local community support and tackling poverty. We already deliver a personalisation agenda around local and community services in Swansea, supporting greater independence as a preventative approach. This co-productive means of supporting people is poverty-challenging in itself and fosters resilience. We have already experienced the positive impact that better incomes have upon people's health. We already invest in Swansea in a number of initiatives with this at their core.

We will:

Business as usual
Continue our successful approaches to tackling domestic violence, coordinating activity through the Domestic Abuse Hub.

Early wins
Consider the commissioning of an involvement and participation study for Swansea. Extend Local Area Coordination approaches to strengthen community relationships and address barriers such as loneliness, isolation and stigma.
Further to the above, continue to invest in and support Local Area Coordination (LAC) approaches which have led to better service coordination with, for example, health colleagues.

Delivering more
Work with partners to develop community based asset to further connections between community groups, and public service providers to create prosperity and reduce poverty locally.

Population Outcome F: People have good places to live, work and visit

Our wider environment and investment portfolio have a long term impact on the opportunity, ambition and ultimately, people's decision to live in, work in and visit Swansea. The success of our local people and their relative prosperity will have a direct impact on wider decisions in Swansea as a place to invest. This cyclical relationship will have a great impact upon our future. This outcome is greatly impacted by the previous five.

We will in addition:

Business as usual

Deliver a range of activities across core Council services such as culture, leisure, community centres and libraries to encourage participation.

Provide parks and open spaces for recreation and exercise, encouraging more active lives.

Continue to invest in achieving Wales Housing Quality Standard in our council housing to improve the accommodation and wellbeing of our citizens, reducing fuel poverty.

Early wins

We will support further proactive work with landlords and efforts to help vulnerable households access grants/loans for repair, adaptations and energy efficiency works.

Implement the adult services optimum model and the recommendations from the adult services commission reviews.

Implement the Social Services and Well Being Act and in particular the establishment of the information, advice and assistance service.

Delivering more

Invest in opportunities through proposed developments such as City Deal.

Ensure our investment provides a strong legacy of employment and opportunity for future generations in Swansea

8. Outcomes for the strategy

A 'One Swansea' Approach

We will judge outcomes of the model and this strategy in line with achievements towards the expected outcomes of **One Swansea, linked to the three themes of this strategy**. In this way, as we further develop activities with our PSB partners, we can add them in to our **dynamic three- year delivery plan**.

These key priorities can only be achieved through corporate and partnership approaches to tackling poverty in Swansea. The issues we face can only be tackled through focusing on **what works**, new ways of working where required, including joined up partnerships around shared issues, which build individuals, families and communities resilience and support people to achieve outcomes for themselves.

The poverty performance framework and its measurement is challenging. The time period for change is lengthy as it relies upon addressing the complex needs of many individuals. There are also a range of partners involved in and crucial to development, including UK Government.

The attached **three-year delivery plan** outlines our more detailed activity – below are some overarching actions which will increase commitment and demonstrate effectiveness. The action plan supports their delivery.

How will we know if we have been successful?

We will know that we have been successful when we see progress against the following outcomes.

- Key progress is made against the KPI's associated with our six population outcomes.
- Tackling poverty activity is embedded across Council Services and across the services of our PSB partners via the adoption of key performance indicators.
- We see progress against these key performance indicators.
- We have well defined and accessed route ways between local people and opportunities in key sectors.

9. Governance

The diagram below shows how the Poverty Strategy will be managed within the City and County of Swansea.
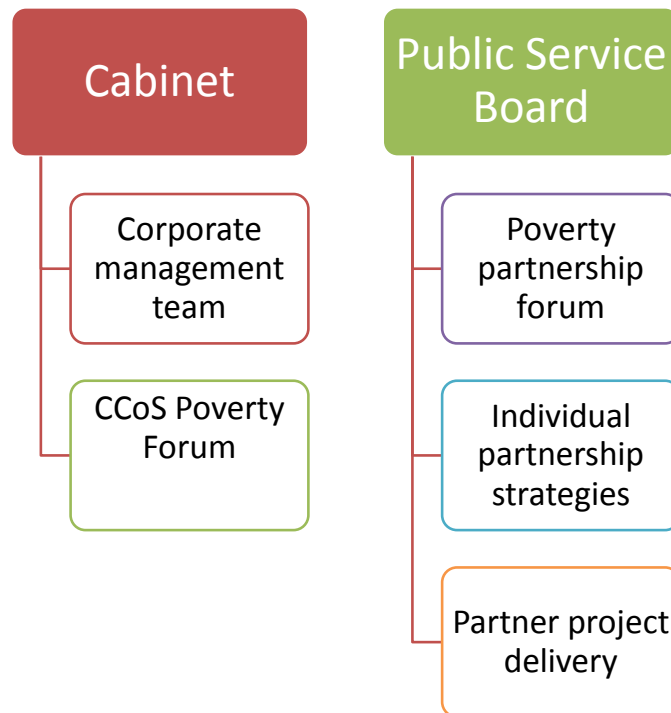
Explanation

The Poverty Forum and Poverty Partnership forum will support the principle that *poverty is everyone's business*, promoting the message and developing projects and services to support this principle.   Actions will then be reported to the Cabinet, escalating through the above structure for decision where this is required. Progress of key performance indicators will be reported via the Council's dashboard system on a quarterly basis.

Corporate Directors take responsibility for work and actions in their area and manage these through regular performance and financial monitoring meetings and reporting mechanisms. Progress is then reported through Corporate Management Team and onto Swansea's Cabinet. Decision- making is regulated through Swansea's scheme of delegation and standing orders. This plan will undergo a mid-term review once the new PSB outcomes are developed and published in 2018.

In addressing 'making poverty everyone's business' specifically, **each Directorate** will develop key performance indicators to support delivery. These will also be governed through the above structure."

10.   Three-year delivery plan

The Delivery Plan outlining key activities and quarterly outcomes is attached to this document. The Delivery Plan is designed to be dynamic. For consistency, actions are grouped under the key aims of **One Swansea** – the adopted plan of the Swansea Public Service Board. A mid-term review will take place to reflect any changes made in the outcome profile from Swansea's PSB in 2018.

APPENDIX D

THEME	Population Outcome	Tackling Poverty Strategy Delivery Plan 2017-2020	2017 Q1	Q2	Q3	Q4	2018 Q1	Q2	Q3	Q4	2019 Q1	Q2	Q3	Q4	Director	HOS	Cabinet Member
		Objectives															
Theme 1. Empowering local people through involvement and participation		**Business as usual**															
		Continue to deliver community engagement services in line with emerging funding from Welsh Government (see later).													CS	RM	
		Continue to use coproduction in our local area coordination model for recruitment													CS	AW	
		Continue to develop community enterprise activities to deliver services more flexibly.													CS	RM	
		Early actions															
		Commission Policy in Practice to work alongside the Council's Revenue and Benefits Team to identify the cumulative effect of benefit reforms households in Swansea.													CS	RM	
		Consider the commissioning of an involvement and participation study for Swansea.													CS	RM	
		Delivering more															
		Respond to emerging guidance about Welsh Government funded community development programmes, maximising community benefit and opportunity.													CS	RM	
Theme 2. Changing cultures to reflect that tackling poverty is everyone's business		**Business as usual**															
		Continue to develop and deliver our prevention approach with partners as outlined in the prevention strategy.													CS	RM	
		Initial actions															
		Develop or identify and report appropriate KPI's with Council departments to ensure delivery.													ALL	ALL	
		Delivering more															
		Work with the Poverty Partnership Forum to identify shared projects and KPIs to support the wider poverty prevention agenda.													CS	RM	
		Ensure that management information systems are suitably robust to measure transition through ages and stages, measuring effectiveness through quality control													CS	ALL	
		Deliver training with members and officers to promote the poverty is everyone's business approach.													CS	RM	
	Children have a good start in life	**Business as usual**															
		Continue the success in Child and Family services, of the effective approach to safe reduction in numbers of looked after children and enabling them to be cared for either within the City and County of Swansea or nearby.													CS	JT	
		Continue to deliver the signs of safety practice model, supporting the whole family.													CS	JT	
		Continue to deliver the Flying Start programme, measuring the impact upon attainment and attendance at the foundation phase.													CS	RM	
		Continue to deliver relationship support via the Equilibrium project.													CS	JT	
		Early Wins															
		Remodel support for families with children (including those with disabilities).													CS	RM/JT	
		Deliver Team around the Family (TAF) in schools within all primary schools in Swansea.													CS	RM	
		Work to improve speech and language provision through the Early Years Strategy Group.													CS	RM	
		Delivering more															
		Further develop the Teenstart pilot, providing multi-disciplinary and multi-agency team support parents under the age of 25.													CS	RM	
		Deliver the extended childcare pilot in Swansea, testing new and best approaches.													CS	RM	
		Roll out extended childcare approaches across Swansea following pilot and future funding decisions from Welsh Government.													CS	RM	
	People learn successfully	**Business as usual**															
		Support pre 16 to improved school attendance, through 'Education other than at school' (EOTAS) reduction.													CS	NW	
		Contribution at post 16 to continued NEET reduction and improved young person and family well being through the NEETS reduction strategy.													CS	RM	
		Early wins															
		Quick review of Council employability provision to maximise skills outcomes.													CS/MN	RM/PH	
		Develop school to school support to share and develop good practise in the use of Pupil Deprivation Grant (PDG).													CS	NW	
		Maximise training and employment opportunities through our Council wide apprentice and trainee strategy for young people, targeting those in greatest need.													CS/MN	NW/PH	
		Provide additional support to young people who are at risk of becoming NEET through Cynydd.													CS	RM/PH	
		Delivering more															
		Facilitate development of pathways to skills or trades linked to economic development opportunities such as City Deal.													MN	PH	
		Target resources on need and personal circumstances, rather than on participants' age and previous qualification level.													CS	RM	
		Work with partners and through the Regional Learning Plan to focus on outcomes such as the incomes of participants and productivity of employers, not just qualifications achieved.													CS	NW	
		Work with schools and colleges to provide good-quality, expert careers advice to young people.													CS	NW	
		Develop programmes to provide adults with independent, personalised advice and support services to enable low-paid workers to move into better-paid roles.													CS	AW/RM	

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Theme 3. Targeting resources to maximise access to opportunity and prosperity

Young people and adults have good jobs

Action		
Business as usual		
Deliver Swansea's Beyond Bricks and Mortar principles across all our procurement processes to bring local benefit from service and construction contracts.	MN	PH
Use Welsh Government Community Benefit Measurement Toolkit to report community benefit and wider economic impact	MN	PH
Continue to deliver Communities for Work, LIFT, South West Wales Workways and work based learning help for local people to develop skills and access job opportunities.	CS/MN	RM/PH
Early wins		
Maximise work experience benefits and employment outcomes to young people who are NEET via the Cam Nesa Project.	CS/MN	RM/PH
Actively encourage employment practices that reduce poverty including living wage.	MH	SR
Develop an appropriate wage approach re traineeships and apprenticeships	MH	SR
Review our welfare to work provision to maximise the use of resources and job outcomes.	CS/MN	RM/PH
Encourage local recruitment to entry level positions within the Council through simplified recruitment processes.	MH	SR
Use HR processes to maximise and target work experience, traineeships and apprenticeships at disadvantaged individuals, particularly looked fter children.	MH	SR
Benchmark the number of disadvantaged Swansea residents accessing entry level posts	MH	SR
Extend social value principles across our full development process to maximise opportunities.	MH	SR
Delivering more		
Maximise skills and job opportunities from key developments such as City Deal.	MN	PH
Maximise our purchasing power and that of partners to deliver targeted recruitment and training and other community benefits.	MN	PH
Work to identify resource to deliver specialist support such as an Intermediate Labour Market programme for those furthest from the labour market, combining work experience with ongoing support and job search activity.	MN	PH
Encourage the further delivery of employability skills within schools	CS	NW
Work in partnership with Jobcentre Plus and key Welfare to Work Partners to maximise access to skills and job opportunities for Swansea citizens	CS	RM
Maximise work readiness and experience opportunities for local people within Council Departments and through PSB partners	CS	RM
Work with third sector partners, PSB partners and within the Council to maximise volunteering opportunities for skills development.	CS	RM
Examine public transport routes to link people in disadvantaged communities to areas of jobs growth by efficient and affordable public transport.	MN	SD

People have a decent standard of living

Action		
Business as usual		
Continue to deliver advice services for council tax and housing benefit entitlements.	MH	RM
Continue to support in the resolution of benefit disputes and maximise benefit incomes through our Welfare Rights Service.	CS	RM
Continue to provide engagement services through Council Cultural and Community Development Services.	MN	TM
Early wins		
Prioritise the supply of genuinely affordable housing further to meet objectively-assessed need.	MN	LM
Align social rents with local incomes and earnings.	MN	LM
Develop social finance capacity through for example the credit union to widen credit access and reduce spiralling debt.	CS	RM
Support the development of energy efficient affordable mixed tenure housing within Swansea.	MN	LM
Coordinate partner activity through the Council's Poverty Forum and partner activity through the Poverty Partnership Forum in support of digital inclusion, financial inclusion and benefits advice.	CS	RM
Maximise community engagement activity through Welsh Government's Fusion programme and emerging Empowerment approach linked to Communities for Work and Lift.	MN	TM
Delivering more		
Maximise the installation of insulation measures in Council propoerties to reduce fuel poverty	MN	PH
Work with partners to support innovation in the provision of good-value essential goods and services through social and not for profit enterprise .	MH	CW
Further encourage private landlords to improve conditions and affordability in the private rented sector.	MN	LM
Prioritise affordability and accessibility in local transport to provide access to employment and training destinations and essential services.	MN	SD

People are healthy, safe and independent

Action		
Business as usual		
Continue our successful approaches to tackling domestic violence, coordinating activity through the Domestic Abuse Hub.	CS	JT/RM
Early wins		
Consider the commissioning of an involvement and participation study for Swansea.	CS	RM
Extend Local Area Coordination approaches to strengthen community relationships and address barriers such as loneliness, isolation and stigma.	CS	AW/RM
Further to the above, continue to invest in and support Local Area Coordination (LAC) approaches which have led to better service coordination with, for example, health colleagues.	CS	AW/RM
Ambition		
Work with partners to develop community based assets to further develop connections between community groups, and public service providers to create prosperity and reduce poverty locally.	CS	JT/RM

People have good places to live and work

Action		
Business as usual		
Deliver a range of activities across core Council services such as culture, leisure, community centres and libraries to encourage participation.	MN	TM
Provide parks and open spaces for recreation and exercise, encouraging more active lives.	MN	TM
Early wins		
Invest in achieving Wales Housing Quality Standard in our council housing to improve the accommodation and well being of our citizens, reducing fuel poverty.	MN	LM
Implementation of the adult services optimum model and the recommendations from the adult services commissioning reviews	CS	AW
Implementation of the SSWBA and in particular the establishment of an information, advice and assistance service	CS	AW
Delivering more		
Invest in opportunities through proposed developments such as City Deal.	MN	PH
Ensure our investment provides a strong legacy of employment and opportunity for future generations in Swansea	MN	PH

City and County of Swansea October 2016

Report of the Cabinet Member for Health and Well-Being

Cabinet – 15 June 2017

RESPONSE TO THE REPORT OF THE SCHOOL READINESS INQUIRY PANEL

Purpose:	To outline a response to the scrutiny recommendations and to present an action plan for agreement.
Policy Framework:	None.
Consultation:	Legal, Finance, 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:	Sian Bingham
Finance Officer:	Carol Griffiths
Legal Officer:	Stephanie Williams
Access to Services Officer:	Sherill Hopkins

1.0 Introduction

1.1 The School Readiness Inquiry report was submitted to Cabinet in April 2017 after the Scrutiny Inquiry Panel completed its detailed inquiry. Providing services for young children relies on a number of inter-dependencies with services across the Council and the Health Board as well as the Third Sector to yield successful outcomes. The Inquiry focused on "How can school readiness be improved in Swansea?" The scrutiny report is attached as **Appendix A**.

1.2 Having considered the contents of the scrutiny report, and specific recommendations made the 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 and resource needs.

2.0 Response to Scrutiny Recommendations

Recommendation 1
Support those initiatives that are clearly improving school readiness and monitor impact.

Action already being undertaken:
As detailed in the Scrutiny Report there are a number of programmes, services and approaches making a considerable impact in relation to the outcomes of young children and their families.

There is commitment from the Local Authority to supporting this area of work as well as a clear multi-agency drive via the Healthy City Board and the Public Services Board.

At a national level there is a commitment to the continuation of a number of the major Programmes in the "Taking Wales Forward".

New actions following from the recommendation:
Continue to support and, where possible, build on successful initiatives that promote school readiness through investments made via the Local Authority, Welsh Government and collaboration on a multi-agency basis.

Continue to work with partners to integrate services to meet the identified needs of families.

To invest in a Prevention Invest to Save Framework in order to further develop the reporting of impact.

Cabinet Member Comments: Recommendation is **agreed**.

Recommendation 2

Support the ethos and practice of Flying Start and use this as a basis for developing early years services outside of the designated areas (with the longer term aim of providing coverage across the City and County of Swansea.)

Action already being undertaken:

This is one of the aims within the Best Start Strategy, initiated via Health City Partnership. Progress has been made over the last few years to achieve this within available resources. Examples include:

The Jig-so Project has been established to work Swansea wide with young parents under 25 from pre-birth and throughout their child's infant years. The service draws on the principles of the Flying Start Programme in relation to the provision of support for the family and the child through a multi-disciplinary and agency service including midwifery, parenting and language development.

An exemplar Project was initiated and commissioned by the GP Penderi Network to support families and their young children outside Flying Start areas with a focus on improving parenting skills. As the Panel heard, whilst it is early days, the post has been very successful to date and provided a much needed resource in the area.

During the last year the Local Authority has been supporting the Health

Board's Commissioning processes in relation to developing a proposal to address gaps in speech, language and communication for children of pre-school/nursery age.

New actions following from the recommendation:
To continue to develop the Jig-so project in partnership with the Health Board and, should additional resource be available, to extend the criteria to include parents over 25.

To explore the possibilities with the University to start the process of formally evaluating the Jig-so Project.

To discuss with the Health Board and GP Networks how the funding can be maintained and extended for the GP Penderi Network Early Years worker service. This would also include in relation to replicating the good practice in other GP Network areas in the future.

To share good practice from Flying Start Childcare settings with non Flying Start childcare settings via the implementation of the Free Childcare Pilot.

Continue to work with the Health Board to develop Speech and Language services in the Early Years prior to Reception.

Cabinet Member Comments: Recommendation is **agreed** where the ethos and practice has proven successful, and agree with the need for a Universal approach.

Recommendation 3

Ensure the Early Years Services led by the Flying Start Service in collaboration with the Additional Learning Needs Unit in Education prepare for the changes in the Additional Learning Needs Reform legislation.

Action already being undertaken:
Two actions have taken place in the Flying Start Service to date to prepare for the changes in the Additional Learning Needs (ALN) reform legislation for the Early Years population.
- Attendance at conferences led by the Welsh Government to increase understanding of the legislative changes and stage of reform process.
- The Additional Learning Needs Strategy Group in the Flying Start Service has engaged in a review of the current processes and provision in relation to children with emerging Additional Learning Needs across the Swansea Flying Start Service.

The following section summarises the current processes and provision in the Flying Start Service within Early Years in relation to ALN.

A number of tools are available to support the identification of children with emerging Additional Learning Needs within the Swansea Flying

Start Service. Some of these tools are already embedded; however, it was highlighted and recognised that there are also many tools that are at an early stage of implementation.

A number of different processes and services are available to facilitate early intervention to support the needs of children with ALN within the Swansea Flying Start Service. In addition, these processes and services are available to support the further exploration of the needs of children with emerging ALN. These include

- Individual Play Plans,
- Home based block play sessions by Early Language Development Team and the Speech Therapy Team,
- Developmental play sessions in the Stepping Stones Additional Learning Needs Children's Centre,
- Consultation work with the Flying Start Speech and Language Therapy Service to empower childcare staff and parents,
- Consultation work with the Flying Start Educational Psychologist to empower childcare staff and parents,
- Joint consultation work with the Flying Start Speech and Language Therapy Service and the Flying Start Educational Psychologist for children with emerging or identified social communication difficulties to empower childcare staff and parents,
- Informal drop in consultations for advice with the Flying Start Educational Psychologist,
- Flying Start Additional Learning Needs Panel. This panel provides a decision making mechanism for the provision of Additional Staff Support for children with the most significant and complex levels of Additional Learning Needs in Flying Start childcare settings to provide enhanced learning opportunities,
- A number of different services within Flying Start refer to services out of Flying Start (within Health and Education) to further explore a child's underpinning difficulty and to seek decisions regarding provision to meet the needs of children with emerging or identified ALN.

New actions following from the recommendation:

It is recognised the second draft of the Additional Learning Needs Code of Practice regarding the legislative reforms for ALN in Wales published by the Welsh Government in February 2017 still provides a substantial lack of clarity. This lack of clarity particularly pertains to the responsibilities of Local Authority services in relation to Early Years populations regarding the ALN legislative reforms in Wales.

It is also recognised that the ALN legislative reforms in Wales are not likely to be formally implemented for a number of years. In addition, it is probable that a staged approach to implementation will be advocated by the Welsh Government.

However, it is also recognised that it is nevertheless important to begin to interpret the current and future draft guidance prepared by the Welsh Government to begin to prepare for the changes in relation to Early Years populations for children with emerging ALN. Therefore, the following recommendations are proposed:

i)   As part of the ALN Commissioning Review:

A formal review of the documentation of all of the current processes, provision and structures in relation to the identification and intervention for children with emerging or identified ALN within the Early Years population in Swansea across all Local Authority and Health based services.

A working group to be established (or utilising an appropriate alternative existing forum/group) that includes both the Early Years' Service and the Additional Learning Needs Unit in Education to organise the strategic direction of preparing for the Additional Learning Needs reform legislative changes for the Early Years population.

Scoping visits to neighbouring Local Authorities who have piloted implementation of different streams of the legislative changes.

Exploration and decision making regarding a system for how Individual Development Plans can reflect the severity level of a child's ALN within a graduated response within the Early Years population.

ii)   Specifically in relation to Flying Start:

An overarching framework to be implemented within the Flying Start Service that defines a graduated response to co-ordinate the identification of and intervention for children with emerging or identified Additional Learning Needs within the Flying Start Early Years population.

To establish a Flying Start centralised Additional Learning Needs Co-ordinator to support the Flying Start Educational Psychologist to promote the co-ordination and implementation of a graduated response to support the identification of and intervention for children with ALN in Flying Start.

To explore options to enable individual Flying Start Settings to have capacity to implement the graduated response.

Development of a common template for Individual Development Plans for Early Years that will be consistent with the Individual Development Plans used for the school based and further education populations.

Central Flying Start services to facilitate training in order to:

- Promote Flying Start childcare staff knowledge in utilising and analysing data generated from assessment tools available to identify Additional Learning Needs.
- Increase knowledge in person centred planning philosophy across Flying Start services.
- Increase knowledge of Flying Start childcare staff and childcare setting based Additional Learning Needs Practitioners in writing Individual Development Plans and One Page Profiles.
- Increase knowledge of childcare settings to facilitate Person Centred reviews.

Cabinet Member Comments: Recommendation is **agreed** and action already commenced.

Recommendation 4

Monitor, use and share the good practice that is emerging in this area.

Action already being undertaken:
Considerable monitoring is in place of the services and programmes and approaches relating to school readiness. Good practice is also shared with wider partners as well as other LAs. There have also been many opportunities to showcase the good practice via presentations at national conferences etc.

New actions following from the recommendation:
There will be a continued review and development of services and approaches and links will continue to be maintained and developed with leading academics and researchers with expertise in this area of work.

Cabinet Member Comments: Recommendation is **agreed** as already in place.

Recommendation 5

Work with schools to ensure that they are child ready and welcoming to all of their pupils by:
a) Developing guidance for what constitutes a "child ready" school.
b) Encourage schools and governing bodies to develop a community engagement strategy which clearly identifies how they will work with parents of pre-school and in the early years.(Including Welsh Government toolkit being more widely shared and contents more closely considered by schools).
c) More vigorously challenging schools on their child readiness using minimum standards developed in 4.8.

Action already being undertaken:
  a) There are a number of schools already demonstrating good practice in relation to being "child ready". However there is no overarching guidance on this to ensure consistency from school to school.
  b) A number of schools have excellent relationships with the local community and in some cases this includes engagement with children and their families before they start school. Some

schools have adopted the Welsh Government Family and Community Engagement (FACE)Toolkit and have been engaged in a research project on school engagement with the community via UWTSD. There is however a need to articulate an overarching expectation for all schools in relation to the approach relating to community engagement including pre-school.
c) This is an area identified for development.
New actions following from the recommendation:
a) Guidance to be developed following the appointment of a new Foundation Phase Performance Specialist who will take up post in September 2017. Schools, Flying Start Link Teachers and Health colleagues and others with expertise relating to pre-school/nursery aged children will also be asked to feed into the guidance.
b) Communication will be issued to schools to promote the Family and Community Engagement Toolkit emphasising that engaging families in their children's learning is a powerful way of raising standards and well-being in schools and is also essential in narrowing the attainment gap between learners from richer and poorer backgrounds.
c) Alongside the Challenge Advisors the new Foundation Phase Performance Specialist will be expected to provide a specific focus on Early Years including school readiness. The Foundation Phase Performance Specialist will be expected to also work collaboratively with relevant partners including Flying Start, Health Visiting and Childcare providers in order to achieve this.
Cabinet Member Comments: Recommendation is **agreed** and action already commenced.
Recommendation 6
Encourage the use of the Pupil Development Grant by schools and/or clusters to help develop school readiness particularly when working with parents, families and communities.
Action already being undertaken: Currently Challenge Advisors discuss the utilisation and effectiveness of the Pupil Development Grant on a school by school basis. This information has not to date been centrally collated and reported.
New actions following from the recommendation: The Education Improvement Service will map the utilisation of the Pupil Development Grant during the first term of the 17/18 academic year. This will include the identification of specific expenditure and activities relating to school readiness. Challenge Advisors will be asked to encourage the utilisation of the grant for school readiness purposes citing examples of good practice

identified through the mapping process.

However it should be noted that the terms and conditions of the Pupil Development Grant have become more restrictive. There is a need therefore to also explore other funding options in relation to Early Years learners with a clear focus on its targeting in relation to "age and stage" appropriate school readiness approaches and models of delivery.

Cabinet Member Comments: Agree, PDG is one of a number of funding sources to be explored for the purposes of benefitting Early Years learners and their families.

Recommendation 7

Ensure that the recently introduced Foundation Phase Profile baseline has more consistency and robustness.

Action already being undertaken:
This is a relatively new national assessment which has only been implemented since September 2015. Data is collated during the summer months for analysis.

The results produced for year 1 reflected inconsistencies suggesting differences in interpretation and application across all primary schools. It is however acknowledged that it takes a number of years to fully embed a new assessment.

New actions following from the recommendation:

Following the appointment of a new Foundation Phase Performance Specialist who will take up post in September 2017 the data produced during the 2015/16 and 2016/17 academic years will be further analysed.

A plan will be developed and implemented to address identified issues arising from the analysis such as including areas for further training and challenge.

Cabinet Member Comments: Agreed, this has the potential to become a universal and robust measure, similar to that available in other countries**.**

Recommendation 8

Develop minimum standards in relation to transition to school for both schools and day care settings.

Action already being undertaken:

Within the Flying Start Programme there are very effective examples of good practice relating to Transition from Childcare to Nursery. Swansea's model of locating Flying Start settings on primary school sites has been instrumental in ensuring effective transition.

Many examples of good practice within Flying Start schools have been

recognised in School Estyn Inspection Reports.

During the last year the Local Authority has been supporting the Health Board's Commissioning processes in relation to developing a proposal to address gaps in speech, language and communication for children of pre-school/nursery age.

Swansea's Flying Start Programme was selected as 1 of 5 LAs to take part in a national programme to track children from Flying Start and into school and beyond. The purpose of this is to link national datasets between health and education to identify the impact of the Programme on individual children's outcomes.

Achieving a consistent approach to transition outside the Flying Start model was identified as an area for development both from a childcare setting to school and between health visiting and school.

The Early Years Transition Group led by the previous Foundation Phase Performance Specialist was developed to support the progression of the Swansea Early Years Strategy with a particular focus on:
- Developing minimum standards in relation to transition for early years services
- Ensuring that each school has an EY Plan in place setting out how children's holistic needs will continue to be supported during the Foundation Phase in order to build on the momentum gained

It recognised that whilst there is a wealth of data collected about children, it was not clear what information schools receive from the perspective of the child and their family, about the individual needs of children to enable smooth and successful transition into school.

Recognising children's right to voice in decisions that affect them, the group explored how children could further contribute to shaping their transition.

A common information booklet was drafted and presented to YCA. These standards were agreed by the Swansea Primary Head teachers Association for implementation.

New actions following from the recommendation:
The new Foundation Phase Performance Specialist taking up post in September 2017 will be required to implement and monitor this recommendation working closely with partners.

In addition transition will need to be re-visited in light of the new Free Childcare Pilot being implemented from September 2017 whereby there will be a greater expectation of close working between schools

and childcare providers. Continue to work with the Health Board to develop Speech and Language services in the Early Years prior to Reception. The National Flying Start Data Linking Pilot will be implemented during 2018.
Cabinet Member Comments: Agreed.
Recommendation 9
Support the "Best Start Swansea Initiative" as a Public Service Board priority for the coming 12 months.
Action already being undertaken: Early Years and specifically the Best Start Messages formed one of the 4 priorities for the PSB during 2016/17. There is support from some members of the PSB for an Early Years focus for the next 12 months particularly given its importance in relation to the Future Generation Act and with drivers such as the Adverse Childhood Experiences. The PSB has organised a process for partners to be involved in selecting its priorities.
New actions following from the recommendation: That Early Years is identified as a priority in the forthcoming PSB workshop on 11 July and Board meetings.
Cabinet Member Comments: Agree, and the messages need to be provided not only to service users, but within PSB organisations too.

2.1 An action plan for the agreed recommendations will be developed.

3.0 Equality and Engagement Implications

3.1 An informal EIA was completed as part of the Scrutiny Inquiry and there is also a draft EIA in place for the Early Years Strategy. This will be re-visited following the Inquiry and then undergo the quality assurance process as required. The draft EIA is available as a background paper.

3.2 The purpose of the Strategy is to improve all young children's outcomes so that they are ready for school and tackling health inequalities through the universal approach.

3.3 Our approach is in line with the premise of the Marmot approach to target services universally however ensuring that support is proportionate to need.

3.4 The Strategy has been developed with specific equality issues in mind:

- Poverty – The focus is to narrow the developmental gap in young children so that they are ready for school and beyond

- The active development of and targeting of support from -9 months to 3. The audit also highlighted a gap in Service provision in this area.

- The Strategy is also aimed at parents and carers of young children to achieve the required level of sustainability. Parents/carers have already played an active role in the development of the Statement.

3.5   The Strategy recognises the rights of children aged 0-18 years as defined in the UNCRC and outlines plans to support children to know their rights and have the best start in life. This is demonstrated locally through the City and County of Swansea's Children and Young People's Rights scheme, and through ABMU's Children's Rights Charter.

3.6   As specific operational developments are planned they will need to take into account the active promotion of the Welsh language and access to Welsh medium services.

4.0   Legal Implications

4.1   No specific legal implications.

5.0   Financial Implications

5.1   Several of the recommendations are dependent on continued Welsh Government grants at a minimum at current levels. There is a commitment in the Government's priorities for continuing to support the Flying Start and Families First Programmes and the Pupil Deprivation Grant for the 5 year term.

Background Papers: Draft EIA reports

Appendices:
Appendix A – Original Scrutiny Report

School Readiness Scrutiny Inquiry

How can school readiness be improved in Swansea?

Why This Matters

Foreword by **Councillor Hazel Morris**

We found there to be a wealth of evidence that suggests investment in early years services, including children's school readiness, is hugely beneficial, not only to children and their families, but society as a whole. There is evidence that this investment can help to break the cycle of disadvantage in our communities by changing children's life chances.

We were interested to explore the many examples of good practice being shown that helps make children and parents school ready. This included for example a visit to St Helens Primary School and Flying Start where they are aspiring to be a school that is at the heart of the community, and the parents we spoke to said that they had achieved this aim. We also visited Stepping Stones and the Swansea Children Centre where they are working to develop children's physical and emotional school readiness and preparing children and their parents for the transition to school.

However, a key finding from our inquiry was that it is not only children and parents that need to become more school ready but schools themselves need to be more 'child ready'. We felt that there could be more robust challenge for schools on this aspect.

We also found gaps in service provision for families in Swansea. In particular, the coverage of multi-agency support via Flying Start is only available to one quarter of children and their families in Swansea. We recognised that this is based upon the areas identified as having most need but we know that there are children requiring this type of support across other parts of Swansea. All children would benefit from this type of provision, so we would like to see the excellent practice and the ethos found in Flying Start replicated in other areas.

We hope that Cabinet will find this report useful and that our recommendations go some way in helping to improve school readiness in Swansea.

The Panel met nine times over a four month period in order to complete this inquiry. I would like to thank the members of the Inquiry Panel who gave their time and commitment and all of those people who gave evidence and information to the Panel.

Contents

1 WHY WE PRODUCED THIS REPORT

Overview

1.1.1 This report focusses on the following question:

How can school readiness be improved in Swansea?

Selecting a topic

1.1.2 The inquiry into school readiness was proposed at the Annual Scrutiny Work Planning Conference in May 2016 and was subsequently included in the scrutiny work programme by the Scrutiny Programme Committee.

1.1.3 This topic was chosen because:

There is considerable international evidence from a wide spectrum of leading academics and practitioners that investment in the early years will break the cycle of disadvantage by changing children's life chances. They are better able to make a positive contribution to society and at the same time reduce the need for very costly remedial services across the public sector.

'*Action to reduce health inequalities must start before birth and be followed through the life of a child. Only then can the close links between early disadvantage and poor outcomes throughout life be broken*'.
The Marmot Review Fair Society, Healthy Lives

The Panel agreed to investigate the following aspects:

1. **What is meant by improving children school readiness in practice?** What is involved in developing children's school readiness including for example: self-care, literacy, language and socialisation.

2. **Cause and effect:** What is the effect of children's school readiness on their longer-term educational performance? What are the reasons for children not being ready for school? How do the council and its partners engage with parents/carers currently and what are we doing to improve this?

3. **Partners/professional relationships:** Who is involved in improving children's school readiness in Swansea and do they work together effectively to achieve this aim, particularly in relation to engaging parents?

4. **Working with families:** How does the council and its partners work with families to help improve children's school readiness?

5. **Impact:** What has been the impact of those initiatives that help develop school readiness with particular reference to parental engagement?

6. **Good Practice:** Look at guidance and examples of good practice in improving school readiness particularly parental engagement.

The Context of the inquiry

1.1.4   *Population*
There are approximately 13,200 0-4 year olds living in the City and County of Swansea which accounts for 5.5% of the overall population. An overview of recent trends over the ten-year period 2004-2014 reflects a growth of around 1,000 0-4 year olds (+7.8%), mainly attributable to an increasing number of births, particularly since the late 2000s. The number of live births in Swansea between January 2015 and December 2015 (inclusive) was 2,344. (1179 male and 1165 female).

1.1.5   *Services*
Funding for early years services is provided through a variety of sources including the Health Board, the Local Authority, the Welsh Government, generated income and grants. Services are provided on a multi-agency basis across the Local Authority, Health Board, Schools, Private Sector and 3rd Sector. Given the diversity of the sector it is very difficult to ascertain a clear and accurate picture of investment Swansea wide in early years provision across universal, targeted and specialist services.

1.1.6   *One Swansea Plan*
The purpose of this plan is to improve the wellbeing of people in Swansea by ensuring that professionals and the public work together. It was developed by Swansea Local Service Board which included the main public service agencies for the area and representatives of the voluntary and business sectors. The two key aspects relating to early years in this plan include:

A. Children Have a Good Start in Life
A good start in life for our children is the key to community wellbeing for all. The pre-school years are the time when the biggest difference can be made. If children have a good start in life they are likely to be healthier, likely to be better learners and less likely to experience deprivation. These factors lead in turn to a greater likelihood of a good job and of gaining a better standard of living. All of these factors mean that people are more able to look after the environment and contribute to safe and prosperous communities.

B. People Learn Successfully
Learning is critical for individual and community wellbeing. School age learning is of course our main focus but learning needs to be lifelong with generations supporting each other. Education helps to lift people out of poverty and protects those at risk of poverty and disadvantage. Skills increase employability and benefit the economy. Opportunities for lifelong learning and skills development need to be available in the workplace and in communities as well as in formal setting. Informal education and training has an important role to play.

1.1.7   *Corporate Plan – Corporate Priority 4*
There are a number of key areas which the Council are working to address relating to early years including:
- Children having the best start in life and being able to achieve in their early years enabling them to learn and thrive.

- Families are supported to live healthy lives

What needs improving?
- We need more accessible high quality services for all children aged between 0 – 7 years of age.
- We need to ensure all children are able to be ready for school and therefore able to play, communicate, move and problem solve.
- We need to ensure that children of all ages maximise their learning potential.

What are we going to do?
Implement Swansea's Early Years Strategy which is working with Health to ensure all children that live in Swansea are supported to develop and be the best they can be. This is going to be done by:
- Raising standards in child development within all childcare settings.
- Using the Swansea statement to raise awareness of child development.
- Running Flying Start Plus and our Early Years language pathway.

What Outcomes are we seeking to achieve?
- Children have a good start in life; 2 and 3 year old children in the Flying Start are helped to achieve their expected language, emotional, social and cognitive development.
- Children who are not disadvantaged by poverty when achieving and attaining standards and wellbeing in education.

Intended Contribution of Inquiry

1.1.8   As a Panel we believe that we can make a valuable contribution to this topic. We recognise that, while there are no easy answers, success will only come from a conversation that everyone is able to contribute to. It is in this spirit that our conclusions and recommendations are offered.

1.1.9   Specifically this report aims to contribute to this vital debate by:

- Offering proposals for improvement
- Providing a councillor perspective
- Drawing together some general principles addressing gaps in development of early years services
- Pointing to good practice examples
- Sharing the views of different people involved

1.1.10 We are happy to recognise the limitations of the inquiry. Given the complexity of the topic and the time that we had this report necessarily provides a broad view.

1.1.11 Finally, many of our conclusions are in line with the Council's current direction of travel and these are offered in order to provide reassurance. Others may be either additional or contrary to what has already been agreed. These are intended to offer challenge and to stimulate debate. Where we have made recommendations these are intended to help improve the service.

2   EVIDENCE COLLECTED

2.1.1   Evidence was collected between November 2016 and February 2017. The evidence gathering activities undertaken included:

a. Visit to Stepping Stones Children's Centre, meeting with staff and parents
b. Swansea Library Service
c. Visit to Swansea Children's Centre meeting with staff and parents
d. Meeting with Health Visitors
e. Visit to St Helens Primary School Flying Start, meeting with staff and parents
f. Meeting with representatives of the GP Partnership Project pilot
g. Meeting with Headteacher from Trallwn Primary School
h. Survey of Welsh Medium Primary Schools and day care settings
i. Meeting with Cabinet Member for Wellbeing and Healthy City and Performance & Early Intervention Strategic Manager
j. Relevant policy, advisory and research documents
k. University of Wales Trinity St David, Early Years Project

2.1.2   For full details of the evidence gathered including details of all the findings from each session please see the evidence pack for this inquiry. This can be downloaded at www.swansea.gov.uk/scrutinypublications

3   CONCLUSIONS

This report considers the findings from the scrutiny inquiry into school readiness. Each of these conclusions therefore is a suggestion about how the Council's Cabinet might approach this problem.   Specific proposals are identified throughout and listed separately in the recommendations section that follows and are designed to answer the inquiry key question '*How can school readiness be improved in Swansea?'*

3.1   Understand the cause and effect of the issues faced by children and their families in Swansea

3.1.1   We found little consensus as to what constitutes being 'ready for school' across the sector and at what age relates to being school ready, is it at 5 or at 3 years of age? The panel recognise that child development does not necessarily line up with school starting age. Children starting school at 3 are much less ready than those at 5 years. Our inquiry therefore also led us to consider whether schools are 'child ready', which we will explain later in the report.

The term 'school ready' was considered vague by the Panel who agreed to define their inquiry to '*Children 0-5 years of age particularly relating to self-care, literacy, language and socialisation with particular reference to how we and our partners work with parents and care-givers to ensure children are ready for school'.*

3.1.2 The Panel heard that the Healthy City Board in Swansea, of which Swansea Council is part, have made a commitment to prioritising Early Years (-9 months to 5 years) and to improving school readiness. The approach and impetus has been in collaboration with the Institute of Health Equity (Marmot Review) under the Healthy City programme. They are working with partners in Swansea to accelerate progress in reducing health inequality by focussing on 'giving every child the best start'. Councillors were pleased to hear that this approach is rooted in the principle of a universal strategy and by targeting of services on a proportionate basis Swansea wide.

3.1.3 The Healthy City Board has pledged, as part of the School Readiness Strategy, to 'improve young children's development outcomes across the population with a clear focus on closing the gap in school readiness between advantaged and disadvantaged groups of young children' by ensuring that the four recommendations from the strategy are met by:

1. Increasing awareness of readiness (raise awareness of how families and communities can improve a child's school readiness through a statement of key messages)
2. Assessing and signposting (early identification of developmental needs, increased accessibility to early years services, promotion of community around the child approach)
3. Service Re-orientation and Development (expansion of the coverage of the early years pathway, greater co-ordinated level of resource
4. Data and Service Quality (Routine use of data collection and sharing to drive developmental milestones, quality of early years services through a motivated and highly skilled workforce.

3.1.4 The Panel did feel that many of the initiatives available in the defined target areas like Flying Start are excellent and are clearly making an impact in school readiness but that there are still children and families who need such services outside of those defined areas. The challenge in our communities is how we address that difference: are we only giving every child in Flying Start areas the best start in life? Councillors found from speaking to schools and parents that children are clearly more 'ready' for school after they have been to a Flying Start setting.

3.1.5 The Marmot Review Fair Society, Healthy Lives[1] highlights the issue of inequalities in early childhood development. The Panel supported the policy objectives and recommendations that are detailed in this report relating to early years in particular:

Priority objectives
1. Reduce inequalities in the early development of physical and emotional health, and cognitive, linguistic, and social skills.
2. Ensure high quality maternity services, parenting programmes, childcare and early years education to meet need across the social gradient.
3. Build resilience and well-being of young children across social gradient.

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[1] Marmot Review Fair Society, Healthy Lives

Policy recommendations

1. Increase the proportion of overall expenditure allocated to early years and ensure that expenditure on early years development is focused progressively across the social gradient.
2. Support families to achieve progressive improvements in early child development, including:
   - Giving priority to pre- and post-natal interventions that reduce adverse outcomes of pregnancy and infancy
   - Providing paid parental leave in the first year of life with a minimum income for healthy living
   - Providing routine support to families through parenting programmes, Children's Centres and key workers, delivered to meet social need via outreach to families
   - Developing programmes for the transition to school.
3. Provide good quality early years education and childcare proportionately across the gradient. This provision should be:
   - Combined with outreach to increase the take-up by children from disadvantaged families
   - Provided on the basis of evaluated models and to meet quality standards.

3.1.6   Positive childhood experience and actions to reduce and negate negative influences in children's early years is considered central to breaking the cycle of disadvantage in communities. This in turn will improve children's life chances and reduce the need for expensive interventions in later years.

'Children who experience stressful and poor quality childhoods are more likely to adopt health-harming behaviours during adolescence which can themselves lead to mental health illness and diseases such as cancer, heart disease and diabetes later in life. Adverse Childhood Experiences are not just a concern for health. Experiencing ACEs means individuals are more like to perform poorly at school, more likely to be involved in crime and ultimately less likely to be a productive member of society.'

An increasing body of research identifies the long-term harms that can result from chronic stress on individuals during childhood. Such stress arise from the abuse and neglect of children but also from growing up in households were children are routinely exposed to issues such as domestic violence or individuals with alcohol and other substance use problems.
Adverse Childhood Experiences, Public Health Wales 2016[2]

The Public Health Wales 2016 report into Adverse Childhood Experiences (ACEs) and the impact on health-harming behaviours in the Welsh adult population (Alcohol Use, Drug Use, Violence, Sexual Behaviour, Incarceration, Smoking and Poor Diet) was considered by the Panel and the conclusions from this document were seen as key in understanding what affects children's future life changes, thus enabling interventions to be put into place that can help address these ACEs or even stop them happening.

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[2] Public Health Wales, Report into Adverse Childhood Experiences in Welsh Adult Population

The Panel agreed that positive early years experiences are vital to develop the necessary resilience and to mitigate adverse impacts and that consideration and integration of this research into policies across those services working with children and young adults was extremely important.

Some work has begun into breaking the ACE Cycle in Wales through national and local policies and programmes. A range of national policies and programmes are being progressed which aim to:

- Identify and intervene where children may already be victims of abuse, neglect or living in adverse childhood environments;
- Better equip parents and care-givers with the necessary skills to avoid ACEs arising within the home environment and encourage development of social and emotional well-being and resilience in the child;
- Ensure that indirect harms from for instance, domestic violence, substance misuse and other mental and behavioural problems in the family setting are identified, addressed and their impact on children minimised.

In Swansea these polices are being addressed through tackling poverty programmes like Flying Start, Families First and Communities First. These programmes are targeted to the most deprived communities in Swansea. The Panel felt that these services are doing excellent work but we must ensure that the momentum in these developments is continually progressed and maintained.

3.1.7 The Wellbeing and Future Generations (Wales) Act 2015 puts in place a Sustainable Development Principle which tells organisations how to go about meeting their duty under the Act. The Panel found that there are five key ways of working that apply to this and these must be the objective of, and built into, planning for early years services. These include:

1. Long-term - balancing short-term needs with the need to safeguard the ability to also meet long-term needs. Objectives must look ahead to the long-term at least 10+ years and up to 25+ years into the future.
2. Prevention - when setting and taking steps to meet its well-being Objectives, acting to prevent problems from occurring or getting worse.
3. Integration - considering how its Well-being Objectives may impact upon each of the seven Well-being goals and on its other objectives
4. Collaboration - considering how it can work with other public bodies, or with other parts of the same organisations to meet the Well-being Objectives.
5. Involvement - involving people with an interest in achieving its Well-being Objectives and ensuring that those reflect the diversity of the area.

3.2   Protect investment in the early years services

3.2.1 The Panel explored the economic case for allocating scarce public resources, from pregnancy to age 2, including children being school ready. Transforming Young Lives across Wales, The Economic Argument for Investing in Early

Years, Bangor University[3] talks about shifting the spending curve towards prevention and early years investment and how this shift in investment would result in the need to spend less in later life services.

'Health economics highlights the fact that decisions about resource use involve choices that are ultimately trade-offs in the use of public sector resources, trade-offs between different groups in society and trade-offs between different stages in the life course.'

'Through investment in Early Years, Wales will benefit in terms of the economy and improve social cohesion. Babies born today could have a greater opportunity to thrive than at present.'

3.2.2   The Panel recognise that we have started on the path of investment in prevention and early intervention in Swansea but the argument within this paper indicated developing things further over the longer term. This links to and can be supported by the recommendations outlined in the Wellbeing and Future Generation Act 2015[4]. The Act will expect local authorities and its partners to '*look to the long term as well as focusing on now take action to try and stop problems getting worse - or even stop them happening in the first place'*.

The Panel heard that Budgets for the sector are cross-agency and that currently there is no pooled budget in place to provide additionality to core services. Any increase in budget for Early Years within the authority or the Health Board will require a shift of resource from elsewhere as there are no additional resources available.

The findings of the inquiry indicate that should any dedicated Early Years funding including Flying Start be reduced or cut then at this will have a detrimental impact on our ability to deliver the Strategy and ultimately on improving outcomes for the youngest children in Swansea.

3.3   Support those initiatives that are having a clear impact on children having the best start in life

3.3.1   The Panel heard about the core aspects of the Early Years Strategy in Swansea and the impact it is making for young children and their families.

3.3.2   The first of these aspects is the Healthy Child Wales Programme which has the overarching aim of developing resilient families that are able to support their children to achieve the best possible health, social and educational outcomes. In Swansea the Healthy City Board is focussing on giving 'every child the best start' and is working to deliver this aim in conjunction with partners across the public and voluntary sector.

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[3] [Transforming Young Lives across Wales](), The Economic Argument for Investing in Early Years, Bangor University
[4] [Wellbeing and Future Generations Act 2015]()

The premise of the focus on 'best start' is that experiences during ante natal and infant years of a child's life shape their future life chances. Positive early years experiences are vital to developing the necessary resilience and to mitigate against adverse impacts. The Panel however recognised that it is very difficult to quantify the direct impact as leading economists argue that the impact is longer term with the financial benefits across a wide range of sectors and organisations. The Panel heard that economists say that there would be a 4:1 return for every £1 spent in this area.

3.3.3   The Early Years Pathway is an important aspect that has the overall aim of developing the level of resilience within the family. The Panel heard that an assessment is made that determines which Health Visiting level the family will receive: universal, enhanced or intensive. The assessment is completed with the child and family. This programme is delivered in close collaboration with partners across the public and third sector and most importantly in partnership with families. The assessment consists of looking at the child's early years development and an analysis of the family and child's needs, then using this to signpost or refer/identify interventions to address the needs identified.

The Panel recognise that Health Visitors play a pivotal role in achieving the best possible start in life for children and their families. This is done by working with and supporting families during the crucial early years of a child's life.

The emerging evidence shows that investment in the early years of life has significant positive impact on a child's health, social and educational development and their long term outcomes. The health service has a fundamental role in supporting families so children are in a position to fully realise their potential. The delivery of the Healthy Child Wales
Programme should make a significant contribution in ensuring this support is readily available.

The Welsh Government expects that every child and family will be offered the HCWP. The programme underpins the concept of progressive universalism and aims to identify a minimum set of key interventions to all families with pre-school children, irrespective of need. For some families there will be a need to increase intervention to facilitate more intensive support.
An overview of the Healthy Child Wales Programme NHS Wales

The Panel was particularly interested to hear about the assessments made in early years as part of the surveillance component of the Healthy Child Wales Programme. We are keen to see universal identification of resilience with more intensive support for those who require it. The Panel believe that this will, in time, show improved school readiness as one of the aspects of improving children's life chances.

3.3.4 **Flying Start**[5] is a Welsh Government Initiative Early Years programme for families with children less than four years of age who live in some of the most deprived areas of Wales. Flying Start is targeted at defined geographical areas within each Local Authority where there are the highest concentrations of households in receipt of income benefit. Flying Start is offered universally within these areas.

Flying Start forms part of a targeted pathway where approximately 25% of 0-3 year olds are eligible. All children and their families are entitled to
- o Funded childcare for 2-3 year olds for 2.5 hours a day
- o Flying Start Health Visiting Programme
- o Parenting support
- o Early language development

Swansea has 19 Flying Start facilities based within Schools of which 1 is a dedicated welsh medium setting.

In addition there is 1 specialised pathway catering for children with additional needs at Stepping Stones (Action for Children) in Killay.

3.3.5 The legislative context is changing with regard to Additional Learning Needs. The (final) Additional Learning Needs and Education Tribunal (Wales) Bill was presented to the National Assembly for Wales on 12.12.2016. Unsure when royal assent will be given. The first draft Code of Practice was published in September 2015. The second draft is likely to be published in February 2017.

One of the key legislative changes will have significant implications for Early Years including Flying Start. This change relates to the change in age range where support for children with ALN must be given. The change in age relates to children and young people from the ages from 0-25 years. It is anticipated that the new code will provide much more in depth information.

In light of this it is suggested that it would be beneficial for the Early Years Services led by the Flying Start service in collaboration with the Additional Learning Needs Unit in Education to begin to prepare for these changes.

3.3.6 Integrated **Children's Centres** are based on the concept of providing an integrated service to secure good outcomes for children and their parents and thus ensure the best start in life. Each Centre provides: open access play, early years education, high quality childcare, community training, other vital family support services. Currently in Swansea we have one Children's Centre located in Penlan, with a second under construction located in Mayhill.

3.3.7 The Panel were pleased to see that Flying Start facilities now form part of schools which is good for not only relationship building with parents but for ease of transition from Flying Start into school. The Flying Start and school are able to mirror activities and behaviour which help prepare both the child and their parent/s for the demands and structure of school life.

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[5] Flying Start Wales Government: http://gov.wales/topics/people-and-communities/people/children-and-young-people/parenting-support-guidance/help/flyingstart/?lang=en

3.3.8 The Panel looked at what practically is done within Flying Start and Children's Centres that develops school readiness believing that this then can be shared and used in areas/setting where Flying Start does not operate. They found (not an exhaustive list):

- Structured childcare that mirrors early primary school and is operated as a professional day care setting.
- Access to Health Visitor and the Health Wales Programme
- Early language development, improving communication and socialisation
- Working closely with parents and providing assistance, advice and support
- Transition to school

3.3.9 The Panel found there to be a number of other initiatives that are or could potentially show promise in improving early years development and these are detailed below.

3.3.10 **Penderi GP Partnership Project,**[6] the purpose of this project is to ensure that key parenting messages are getting out to children and their families in order to effect positive change and to reduce the impact of adverse childhood experiences. The Partnership includes:

- GP cluster, which included GPs, Practice Managers and the Parenting six GP practices within the Penderi Partnership Network
- post-natal services/Health Visitors
- early intervention team
- child and family clinics based within primary care settings

The main aim of this work is to provide support and skills training for parents with the purpose of promoting children's wellbeing by enhancing protective factors and reducing their exposure to risk. This is done by:

- supporting families to build upon skills and knowledge that allow parents to better meet the needs of their children
- Working with families in order to assess need in order to identify a family plan that will support the bespoke family learning
- Offering support, advice and guidance and interventions on a range of issues such as domestic violence, behaviour management
- Building protective factors and resilience within families

The Panel were supportive of this pilot which is showing early evidence that is very positive.

3.3.11 **Education begins at Home Campaign run by Wales Government**[7], the Campaign highlights that the home environment is the single biggest factor in educational attainment. By creating an environment that values education and

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[6] Penderi GP Partnership Network – Cluster Action Plan

[7] Education begins at Home Campaign run by Wales Government

supports a child's learning, parents are giving their child a significant head start in life. Its strapline is *'Helping your child at home makes a difference to their performance in school.'*

The Education begins at home campaign on Facebook and Twitter is a place for parents and care givers to share ideas on how to help their child through education and play. Partners are encouraged to post useful links to activities and learning tools that can help children develop their learning skills. Information and links to a wide variety of education based topics is also available on the page.

3.3.12 ***Attachment Theory*** emphasises the importance of children making secure attachments with their main care-giver within their first three years. It suggests that, if these attachments fail to be made, this can have a lasting impact on the child, with the effects often re-emerging during adolescence. Within education, children and young people may tend to underachieve, are often punished for poor behaviour or are excluded. Attachment awareness is aimed at helping schools to recognise the issues involved, to support pupils with attachment difficulties, and thereby to improve attainment, behaviour and overall wellbeing for both pupils and staff. There are a number of risk factors, such as poverty, poor parental mental health, neglect, family bereavement, and frequent moves of home or school, but children from apparently non-vulnerable backgrounds may also suffer.

3.3.13 We recognise that there was a clear need for attachment awareness training and that this is huge piece of work but it was important all organisations working with children and young people partake. Councillors were pleased to see a programme of attachment training was being rolled out across Swansea.

3.3.14 ***Assessing the quality of Early Years Settings*** and the impact on children's outcomes through an evaluation tool is being completed by University of Wales Trinity St David's in Swansea. The Panel met with Professor Jane Walters who is leading this piece of work.

The Panel heard that research suggests that for settings to have a significant long term effect on outcomes they must be excellent and not just good. The research did tell us that there may be some gaps is assessing this by Estyn because even 'Green' Schools may not have good early years practices as this is not covered well by assessment. The Panel were pleased to hear that Estyn are looking at this. The focus of Estyn on wellbeing is welcomed although they are still working on what this means in practice. The Panel also heard that evidence suggests that early years practice works well in Swansea.

3.3.15 **Jig-so Project, a holistic model of delivery during the earliest years** - provision of holistic support for young and vulnerable first time parents, both mothers and fathers, Swansea wide via a multi-disciplinary and multi-agency team of midwives, Nursery nurses and parenting and early language development practitioners. It complements and works alongside universal core health services to engage parents into a pathway of support that aims to

better enable them to meet their baby and infant's needs and build the resilience factors needed to thrive as a family.

It is still early days as the project has only been fully up and running since May 2016. To date therefore the following has been identified as the main headlines:

- A new model of delivery ensuring integration across different organisations and professions with a focus on innovation
- Effective early identification and intervention through the links with core midwifery and young babies not being accommodated by the Local Authority at birth due to the work starting pre-birth to build parental skills and resilience.
- Above Welsh average breastfeeding rates for this group of young mothers. In 15/16 63% young mothers involved with the service were breastfeeding at delivery (national average 60%).
- In a recent parental relationship group attended by 5 couples 100% of the mothers initiated breast feeding at delivery
- 92% with improved family relationships
- Of 34 pregnant mothers that reported they smoked during pregnancy, 15 reduced their smoking behaviour (44%), and 8 stopped completely (24%), meaning that 68% either reduced or stopped smoking during pregnancy
- Out of 121 participant parents, 111 (92%) reported an improved ability to support their child's learning and development needs.
- The same number reported that they felt that they could contribute to changes to their lifestyle and behaviours.
- 102 (84%) reported an improvement in emotional/mental wellbeing
Presentation at the annual BEVAN conference in Cardiff 2016 as a case study by parent, midwife and manager

3.3.15 The Panel heard that there is considerable momentum for prevention and investment in the Early Years on a multi-agency basis Swansea wide. We were pleased to hear about the early impact of this project and model of delivery has led to the development of a business case to extend the project to all vulnerable parents and not solely those under 25 years of age.

3.4 Measure Impact

3.4.1 Measuring impact is important in ensuring that we are supporting the right initiatives and making the argument for future financial support.

4.4.2 The Panel visited the Children's Centre in Penlan where they spoke to staff and parents about developing children's school readiness. They found the Children's Centre to be a welcoming and homely environment with staff who are well trained and enthusiastic about what they do. Panel members were impressed with the variety of activities that take place at the centre, having visited a mindfulness session with parents, the day care setting and speaking to parents and the Health Visitor.

ICCs have a range of positive impacts on the development of children
Children who attend the Integrated Children' Centre's (ICCs) have enhanced social and cognitive skills. As a result of attending activities at the centres, children are more sociable and interact in a more appropriate way with peers and adults. Strong links with primary schools affiliated to the ICCs improve the extent to which children are prepared for schools. The positive discipline at the ICCs also supports children's transition from the Centres to school and improves their behaviour. **(NFER 2010)[8]**

3.4.3   The Panel heard that a new Family Centre in Mayhill was under construction and are supportive of this development believing that if it reflects the facilities and support provided by the Children's Centre in Penlan it will be of great benefit to Swansea.

3.4.4   The Panel found, from the evidence gathered, that children who have attended Flying Start settings are generally more prepared because they have experienced routines needed for school and parents feel more supported and prepared for that transition.

Flying Start only opened here in St Helens Primary School in 2014 but we are seeing a real difference in pupil's preparedness as they move into Primary School. Pupils are more sociable and resilient than many pupils who have not accessed Flying Start. **Headteacher St Helen's Primary School**

3.4.5   Nationally, the Welsh Government evaluate the impact of Flying Start on a regular basis with the last report detailing its effect on educational attainment which concluded that:

Despite the unknowns, it is possible to make the tentative conclusion that the attendance of children, who were potentially eligible to receive at least two years of Flying Start provisions, is better than those who lived in the same areas prior to the implementation of the programme. Their attendance is also improving at a more rapid pace than children living in non-Flying Start areas. It also appears that children who were potentially eligible for Flying Start provisions, who also have special educational needs, were more likely to be identified early than those in other areas and before the implementation of Flying Start. Similarly, the differences in attendance and attainment between children living in Flying Start areas and those in non-Flying Start areas appear to be diminishing.

Despite these positive results, the differences found over time can only be partially attributed to Flying Start. A wide range of changes and programmes have been introduced since the implementation of Flying Start, such as the Foundation Phase and the Pupil Deprivation Grant. In addition to this, there are a large number of unobserved factors which could influence educational outcomes, but which could not be included in this analysis. Therefore, with the currently available data, it is only possible to make these tentative conclusions on the impact of Flying Start, or each of the specific provisions, on children's educational outcomes.
Wales Government Flying Start Evaluation: Educational Outcomes Feb 2017
Conclusions - Impact of Flying Start[9]

3.4.6   The Panel understand that it takes a 'brave financial leap' to invest in the

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[8] **National Foundation for Educational Research: [Evaluation of Integrated Children's Centres in Wales (NFER 2010)](#)**
[9] WG Flying Start Evaluation: Educational Outcomes: [Conclusions](#)

prevention and early intervention but it clearly forms part of an 'invest to save' agenda. The need to shift resources towards early intervention and prevention is going to be key to supporting children and their families in the future. It will not only have benefits to children and their families but to society as a whole.

3.4.7 The Panel concluded that Flying Start/Children's Centres in Swansea provide excellent facilities and support for children in their early years, with a clear aim of getting children school ready. Practice learnt through this way of working must be shared across the sector particularly in areas that are not supported by Flying Start. In an ideal world the Panel would like to see Flying Start offered right across Swansea but recognise the financial implications of this. The Panel were pleased to hear that Swansea plans to replicate the Flying Start approach on a proportionate basis according to need beyond the current geographical limitation and to invest in up-skilling the early years workforce and beyond in Swansea.

We therefore recommend Cabinet to:

R1 Support those initiatives that are clearly improving school readiness and monitor the impact.

R2 Support the ethos and practice of Flying Start and use this as a basis for developing early years services outside of the designated areas (with the longer term aim of providing coverage across the City and County of Swansea)

R3 Ensure the Early Years Services led by the Flying Start service in collaboration with the Additional Learning Needs Unit in Education prepare for the changes in the Additional Learning Needs Reform legislation.

R4 Monitor, use and share the good practice that is emerging in this area.

3.5 Ensure that Schools are child ready

3.5.1 Schools being 'child ready' was a recurring theme throughout the inquiry. Some schools are working closely with parents and other settings like Flying Start and Stepping Stones as well as the wider community while others, it seems, do very little before a child starts with them.

We develop our knowledge of the children before they start at the Flying Start and the school through Health Visitor visits so that the schools is ready for its pupils and the pupils are ready for school.
St Helens Primary School and Flying Start

3.5.2 The research project carried out by University of Wales Trinity St David on the quality of early years settings in Swansea has been working with a number of schools in Swansea. Their main focus has been looking at whether settings are ready for children. They found that excellent settings will have some engagement with the community however they do not expect homes to be perfect settings. They said:

Good experiences and being valued in school settings gives children resilience for

other aspects of their lives. It is really important that schools value children from the start - schools fail if children feel they do not fit - if schools are too rigid in their responses to children some will become disenfranchised.
University of Wales Trinity St David's Early Years Project

3.5.3 The Panel heard that building on the Trallwn School Pilot, a survey of Primary schools is being developed to ascertain whether there are arrangements in place to engage with children and their families before they start school, what they do and whether they have future plans or aspirations to develop this area.

3.5.4 The Panel considered how schools could potentially make themselves more child ready, as there seems to be little consistency on this issue. The Panel questioned whether there needs to be clearer guidance for schools as to what constitutes being a 'child ready school'. The Panel felt that there needs to be more robust challenge on this aspect.

3.5.5 Some schools are using their pupil deprivation grant for this purpose. The Pupil Deprivation Grant provides schools and educational setting with additional funding to support children who are entitled to Free School Meals. Some of the ways that schools nationally have used their pupil deprivation grant for this purpose include:
- To employ staff to focus upon family engagement programmes
- Training existing staff on significant meaningful relationships with families and the wider community
- To facilitate whole school training on for example attachment

3.5.6 In Swansea, St Helen's Primary School and Flying Start have used some of their Pupil Deprivation Grant to employ a Family Engagement Leader within the school. Their role is to link with all families, especially new ones, get to know them, build up trust and an understanding and explain expectations of school. They act as an advocate for the family, can signpost to specialist external support services such as EYST, BAWSO, and offers pastoral support. They are also key in welcome meetings working alongside teachers to ensure the family understand what is expected from them and their child at school.

3.5.7 The Panel heard about the new Foundation Phase Profile and how this will help to develop a baseline when children start school. Initial data taken from the results for the first Foundation Phase Profile Baseline Assessment run during Autumn Term 2015 is now available. We recognise this is a new assessment and as such it will take some time before it settles down to become a reasonably robust assessment tool. Analysis has also been completed to show how outcomes vary between schools, and this shows that in some schools the assessments may not be robust at this stage. It is likely to take a few years for the results to be more reliable and consistent across all schools.

We therefore recommend Cabinet to:

R5 Work with schools to ensure that they are child ready and welcoming to

all of their pupils by:

    i.   Developing guidance for what constitutes a 'child ready' school

    ii.   Encouraging schools and governing bodies to develop a community engagement strategy which clearly identifies how they will work with parents pre-school and in the early years. (Including Welsh Government toolkit more widely shared and contents more closely considered by schools).

    iii.   More vigorously challenge schools on their child readiness using minimum standards developed in R7

R6   Encourage the use of the Pupil Deprivation Grant by schools and/or across clusters to help develop school readiness particularly when working with parents, families and communities.

R7   Ensure that the recently introduced Foundation Phase Profile baseline has more consistency and robustness.

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3.6 Organisations must work closely together to address the gaps identified in the delivery of early years services

3.6.1   No one service, working in isolation, will achieve the positive impact that organisations working together can achieve. The Panel heard for example that a key aspect of the success of the Healthy Child Wales Programme will be its partnership working with local authorities, communities, education and the third sector. We felt that identifying and addressing gaps in delivery in Early Years services is much better addressed when organisations work together.

3.6.2   The Panel found that there are some potential gaps in service provision.

3.6.3   Flying Start facilities are excellent but only support approximately one quarter of Swansea's geographical area. The Panel recognise that this is targeted at those areas identified as having the most need but did feel that there are children and families across the City and County that would fall into that category. The difference to school readiness that Flying Start makes to pupils was recognised by the Panel who felt that this would be of benefit to all children and their families in Swansea. The Panel recognise that funding will not allow this to be available to all but did believe that more could be done to develop innovative ways of using the Flying Start ethos, partnership working and other good practice in those areas outside of the defined areas.

3.6.4   The Panel heard that there is support to replicate a Flying Start approach beyond the current geographical areas and we heard that this is being progressed based upon a 'proportionate basis according to need'.

3.6.5   The new Welsh Government Free Childcare for 3 and 4 year olds policy will be a challenge to deliver but the Panel felt that this will be an opportunity to help build the right capacity in those areas not covered by Flying Start.

3.6.6   The Panel heard that there are plans to upskill the early years workforce across Swansea which again was an excellent opportunity to develop the right ethos and attitudes to school readiness.

3.6.7   The Panel were pleased to hear about the work taking place or proposed to address identified gaps in service delivery particularly relating to non-Flying Start areas including:

- A multi-agency and multi-disciplinary service between Early Intervention Services and Midwifery to identify and support parents and their babies/children, from -9 months and throughout the infant years. This is specifically for those that would benefit from support above the core Health generic services offer, in order to better enable them to meet their child's needs and build resilience within the family unit.
- A new partnership with a GP Network for an exemplar project for 12 months to deliver parenting skills and interventions to young children and their parents referred by the GPs.
- A speech and language proposal and an Early Years proposal under the Prevention Plan.

3.6.8   The Panel found that not all schools and day care settings provide effective transition to school processes. The Panel were particularly interested in the work carried out in Flying Start facilities, Stepping Stones and some schools in the transition period to school.

The transition is much easier when pupils go from the Flying Start setting to the School as we are located at the same place and managed through the school. Running up to the transition children are taken across to the school and activities and expectations are mirrored for both child and parents. Parents say that the transition is smooth and straightforward with very little disruption for the child.
Headteacher, St Helens Primary School and Flying Start

Transition can be difficult for children and parents of pupils with disabilities with new environment and people. We do our best to work with the school the child is transitioning to. Some schools are excellent at this, visiting Stepping Stones meeting with child and parents/carers to discuss the child and their needs. Others schools we have little contact with through transition. It would be good if more schools accessed Stepping Stones for transition tips.
Stepping Stones Children's Centre Manager

3.6.9   It was found that working with children and their parents in this key transition stage would make the move to school much smoother for the child, the parents and the school. Getting to know the child and family, sharing information and developing a transition plan seem to be the key to success. The Panel would like to see more consistency across schools and day care setting in this key transition period with a minimum standard in relation to transition in early years services developed.

3.6.10   We saw Speech and Language development as a key issue and a recurring theme throughout the inquiry. We found that access to, assistance and support outside of Flying Start areas was much less than within Flying Start areas. The Panel recognise the importance of speech and language in a child's development and the ability to interact and socialise with peers, in learning at school and how it impacts on future life chances. We were pleased to hear that Early Years speech and language development are priorities within the Prevention Strategy and as such business cases are being

made for increasing funding to enhance this aspect.

3.6.11 In Trallwn Primary School speech and language training is provided to all staff to ensure understanding. It was felt that development was particularly accelerated when early communication needs are identified before the child starts school and shared through the transition period.

We therefore recommend Cabinet to:

R8 Develop minimum standards for transition to school for both schools and day care settings.

3.7 Keep early years issues high on the agenda

3.7.1 The Panel believes Early Years need to continue to be high on the agenda and a priority across all partners' business plans. The opportunity to address this issue through the multi-agency Public Services Board (PSB) is supported by the Panel. This year it is one of the Board's identified priorities but it finishes as a defined priority in May 2017. The Panel however heard that there is a call from some of the members of the PSB for it to be kept as priority beyond this current year. Panel members agreed and will include this as a recommendation to Cabinet.

We therefore recommend Cabinet to:

R9 Support the 'Best Start Swansea Initiative' as a Public Service Board priority for the coming 12 months.

3.8 Engage with parents, families and the wider community

3.8.1 The Panel found that parental engagement can have a positive impact on a child's learning and that is why it is so important to engage with and include parents in their child's education.

Parents have an important stake in the education of their children and play a significant part in supporting their children's learning. Effective parental involvement sets aspirations and shapes the child's self-concept as a learner. **Estyn**

3.8.2 The Joseph Rowntree Foundation found in their research, looking at poverty and low educational achievement in Wales[10], that parental (family involvement) in their children's education has a causal influence on children's school readiness and subsequent attainment compared with other interventions it reviewed. They suggest, however, that providing parents with better information and access to appropriate support and advice appears to have the greatest effect. This enables them to conclude that interventions that simply raise parents' aspirations for their children to succeed are likely to be unsuccessful, whereas those which 'enable and encourage parents actively to

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[10] Joseph Rowntree Foundation Poverty and Low Educational Achievement in Wales: Student, Family and Community Interventions

engage with their child's learning and the education system more generally' are usually successful. The report concludes that Interventions focused on parental involvement, extra-curricular activities and mentoring should be prioritised within the Flying Start, Families First and Communities First programmes.

Where there is particularly effective parental involvement, the single most important driver is the enthusiasm of the Headteacher. When a school plans and implements positive policies to involve parents, this can have a significant impact on improving pupils' wellbeing, particularly in relation to behaviour and school attendance. **Estyn**

3.8.3 Panel members found there to be a number of reasons behind some parents' lack of engagement which can become barriers to them being involved in their child's education. Schools, the council and its partners need to identify these families and look at ways of overcoming or mitigating them in order to get meaningful engagement. Some of these barriers include:

- Parents perceiving schools as presenting obstacles, e.g. lack of encouragement, not informing parents of what they can do, and having too little scope for fitting around busy working and family lives.
- Costs, time and transportation, language (for some parents for whom English is not a first language), low levels of literacy and numeracy, and a lack of confidence.
- Understanding their world…especially families that have a chaotic life, negative personal experience and/or have low expectations or value in education.
- Parental attitudes "Not my job." Some parents feel that active involvement and assistance is the responsibility of the school and the teachers to educate their children
- Attitudes of some teachers - There is also variation within schools in terms of the attitudes of different teachers; some are welcoming and encouraging of involvement where others may be less so.
- Specific barriers faced by some families, for example, asylum seekers and refugees. Asylum seekers and refugees find themselves in situations of poverty, and may suffer discrimination or stigmatisation. As newcomers they face language barriers. They lack knowledge on how local systems operate and very often they do not know where to go to access information

3.8.4 During the Panel's inquiry they found that some of the activity that currently takes place to engage and involve parents in early years development is excellent.

3.8.5 Health Visitors working in communities see families on a regular basis running up to a child starting school. The Panel saw this as a very important part of the jigsaw of support that parents receive to prepare their child for school. The Panel heard about the Family Resilience and Assessment Tool that Health Visitors complete with the parents to help to identify the level of resilience within the family which in turn assesses the amount of support the family need. The Panel felt that although in its early stages, it was a good example of how services can work closely with parents to get the best

outcomes for their children.

3.8.6　　The Penderi General Practitioners Partnership and the Primary Care Early Years Project is working closely with parents and families with the aim of providing a person centred approach to support and skill training for parents to improve their family resilience. They work in partnership with families to assess need and develop a family plan that will support family learning and is bespoke and tailored to the needs of that family. We heard that it is in its early stages where 37 families have received or are receiving a service and of those, 35 have children under 5 years.

The Panel met with some of those people involved in the partnership and were keen to hear about this multi-agency funded work designed to reduce or mitigate the effects of adverse childhood experience so that children can have a better start in life.   They agreed with the assessment made at the meeting that there is a lot of great potential in this way of working, that early results are promising, and that it was important to collect evidence of how it was working and to assess its impact over time.

3.8.7　　Flying Start/Children's Centres providers have parental inclusion and involvement built into every part of their work with children, from working with pregnant women, young mothers and dads through to the transition to school as children leave the early years setting.

Visit to Children's Centre in Penlan

The Panel visited two settings and were very impressed with their inclusivity, finding that they work hard at reaching and involving parents not only in relation to the child's development but around the parents' own wellbeing. The Panel found that both the Children's Centre in Penlan and St Helen's Primary Flying Start show excellent practice in making children and their families school ready, in particular with harder to reach and vulnerable families.

3.3.8　　The Headteacher at St Helen's Primary School said that one of the main aims of the school is to be 'at the heart of the community' and the parents we

spoke to said that *it is excellent and they are doing that now.*

Parental involvement in the schools visited ranges from a school being described as the 'hub' of the community where parents, including those from disadvantaged groups, feel very welcome in the school and await the next project with enthusiasm to a school where parents are rarely involved beyond a few formal events. **Estyn**

We met with a group of 15 parents whose children attend St Helens Primary School Flying Start and heard a number of important messages including:

- Both children and parents feel they are more ready for school when their child is/has attended Flying Start
- The inclusivity of the School and Flying Start is central to its success
- The importance of the big focus on bringing community together and actively encouraging that through their work with parent/families
- Being able to access a number of different services and support from one location, for example the Health Visitor to baby massage
- Both parents and staff expressed how proud they are of the school

3.8.9   The Panel found Trallwn Primary School to be working intensively with the local community, including and involving it in the work of the school. This has improved school readiness of pupils who may (or may not) end up going to the school. At a meeting with the Headteacher we discussed this good practice and the importance of addressing not only parents' skills but the norms in the community, that by knowing families before they come into school they are much better prepared to support and teach children. We heard about the universal approach to pre-school engagement and the specialist targeted support and about how partnership working with Health Visitors and speech and language specialists was also very important.

The school uses the Wales Government Family and Community Engagement Toolkit[11] which supports engagement with parents but heard that this toolkit was little known or used by schools generally. The use of this toolkit could be more widely considered for use by schools along with the practice learnt by Trallwn in relation to engaging the community more widely. Trallwn Primary School is not part of a designated Flying Start area and the Panel felt that this approach could go some of the way in helping to address the gap in parental engagement in non-Flying Start areas.

Engaging families in their children's learning is a powerful way of raising standards and well-being in schools. It is also essential for narrowing the attainment gap between learners from richer and poorer backgrounds.
This toolkit will help schools develop their approach to family and community engagement. The focus is on engagement that will improve learning outcomes, and on engaging with families of children who are underperforming, from deprived backgrounds or who get less support for their learning at home.

The toolkit is structured around 5 themes:

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[11] Family and community engagement toolkit for schools, Wales government

1. Practical support to school leaders to help them embed family and community engagement in the ethos of the school
2. How to build the school's capacity for engagement.
3. How to overcome barriers to engagement, including families that interact with the school less frequently or have needs that are harder to accommodate.
4. Ideas and examples of how schools can engage with families as serious and practical partners in children's learning.
5. Information on helping families find additional support and how to plan more effective transitions with a focus on what is important for the learner and their family.

Wales Government Family and Community Engagement Toolkit

3.8.10   The Panel heard about the work Swansea Library Service does to reach out into the Community, in working with children and their families and ultimately how this helps with children's school readiness.

Library and library activities are free, therefore allowing children and families from all backgrounds to use it. Each library has a designated children's area with a selection of resources and there are no overdue fees on children's books. They run reading and writing groups, baby rhyme-time and many other activities where parents and children can engage. They also work with schools to encourage children and families to join and use the facilities.

Bookstart is another useful tool which is administered by the Library Service in partnership with health. In addition to the Bookstart pack a Bookshine pack for hearing impaired children and Booktouch for visually impaired children are used. Dual language packs are also given out to those families whose first language is not English.

The Panel recognised the ability to easily access libraries and the work that libraries do within our communities. They were interested to hear that people find the environment and atmosphere in libraries a safe and non-judgemental one and people who may not engage with other services able to engage with libraries. The Panel emphasised the importance of libraries as community hubs where people come for many reasons other than to borrow books e.g. use computers, borrow music simply to read the newspaper and be amongst other people.

3.8.11   The Panel visited the Action for Children Stepping Stones facility which provides support and early years services for children with disabilities. They provide a specialist Flying Start style pathway working closely with parents and carers in supporting their needs.

The Panel had a one to one discussion with a parent at the facility who had found the Stepping Stones engagement and support for her as a parent to be invaluable. She said that Stepping Stones *has been a lifesaver and has helped us deal with the many issues I have experienced when having a child with Autism, helping us to move forward and my son is now due to start Primary School shortly.* Although she explained that this was not without its problems she found the transition to Primary School particularly difficult because only one of the four schools she visited was either suitable physically or welcoming to her and her children. The Panel were concerned

to hear this and feel that many schools still need to be better prepared and more welcoming for all pupils.

3.8.12   It is clear that there are many examples of good practice in parent and community engagement in Swansea let alone further afield but what has become evident is the need particularly for more engagement of schools with parents and their communities in order to prepare their children for school. Some schools are working much more closely with parents and families particularly those with a Flying Start Setting but very few do extensive work in the local communities like Trallwn Primary School. The Panel felt that there is scope for much more parental and community engagement especially in those areas that do not have Flying Start. The Panel felt that more cluster working in relation to this aspect could be developed.

3.8.13   The Panel were concerned that there does not seem to be any clear strategy for how schools involve parents and whether there is any formal monitoring of the extent of parental involvement. They felt that parental engagement requires an active partnership with parents and this needs to be pro-actively developed. The Panel questioned whether schools should have their own community engagement strategies based upon the requirements of their communities.

3.8.14   The Panel emphasised the importance of those working with children and families to engage them in partnership. Parents must feel part of the child's development not feeling that things are being done 'to' or 'for' them but 'with them'.

3.8.15   It was felt that the good practice evident in our Flying Start settings around parental engagement should be shared more widely and considered by schools in Swansea, particularly in their work with vulnerable and harder to reach parents/families.

3.8.16   The use of ICT can also be a useful tool to improved parental engagement, by providing a convenient means for parents to access up-to-date information about their child's learning and provide more information for parents.

3.9   Raise public awareness of school readiness and encourage use of key messages across Swansea

3.9.1   The importance of school readiness is clear but the Panel feels that it is necessary to highlight the importance of raising awareness of this issue and using key messages to educate the population as a whole.

3.9.2   One of the Healthy City Partnership key initiatives is called Best Start Swansea which includes a key messages campaign that relates specifically early years with the purpose of raising awareness and changing attitudes that predominate in some communities.

Using this organisations are asked to take an active role through:

- The use of the publicity materials, promoting twitter and Facebook and website pages
- actively seeking opportunities to up-skill their workforces
- Identifying key contacts to lead on the campaign within their Organisations
- To link/facilitate events under the Best Start banner

3.9.3   Panel members would like to see Best Start Swansea continue as a priority for the Public Services Board in the coming year because these key messages, from their viewpoint, still need to reach communities.

The Panel felt that the key messages found in the Welsh Adverse Child Experiences (ACE) Study must to be shared and understood across schools and the early years sector. The impact of ACEs on children's future life chances is clear, with actions to prevent or to mitigate those being central to improving those children's chances of a successful and fulfilling life.

This latest report shows how experiencing abuse and other problems in childhood is linked with increased levels of chronic disease in adulthood and much greater use of health care. What happens to us as children can make our bodies develop differently, leaving them more vulnerable to conditions like Type 2 diabetes and heart disease in later life. Emphasising the importance of a healthy start for all aspects of a child's life, Professor Bellis continues: "Finding solutions to the harms children suffer and the problems adults face because of their childhood experiences needs a new life course approach to health.

"This cannot be achieved by the NHS alone. That is why we are working with our key partners, including the Welsh Government, police, local authorities, charitable and voluntary sector organisations, to develop a joined-up approach to prevent ACEs and support adults whose health is suffering because of childhood trauma,"

he concludes.
Welsh Adverse Childhood Experience Study (Nov 2016)

3.9.4 The Panel wanted to highlight the UNCRC guiding principles[12] and ensure that these key messages resonate in our communities and guide our public services in Swansea.

- Article 2 - Non-discrimination (All rights apply to all children without exception. It is the State's obligation to protect children from any form of discrimination and to take positive action to promote their rights)
- Article 3 - Best interests of the child (All actions concerning the child shall take full account of his or her best interests)
- Article 6 - Survival and development (Every child has the inherent right to life, and the State has an obligation to ensure the child's survival and development)
- Article 12 - The child's opinion (The child has the right to express his or her opinion freely and to have that opinion taken into account in any matter or procedure affecting the child)

3.9.5 Councillors considered the Welsh Government Initiative called 'Ready to Learn'[13] which was launched last year, that aims to raise awareness and advise parents on how to give your child the best start at school.   It details some of the things that parents can do to prepare their child for school emphasising the importance of education beginning at home.

It includes for example: visiting the school with your child before they start to meet the reception teacher and borrow storybooks from your local library such as 'your first day at school', reading to your child and encouraging them to recognise their name.   There is a Facebook page and associated materials that parents can use with their children to improve their school readiness.

4.0   RECOMMENDATIONS

4.1   Support those initiatives that are clearly improving school readiness and monitor the impact.

4.2   Support the ethos and practice of Flying Start and use this as a basis for developing early years services outside of the designated areas (with the longer term aim of providing coverage across the City and County of Swansea)

4.3   Ensure the Early Years Services led by the Flying Start Service in collaboration with the Additional Learning Needs Unit in Education prepare for the changes in the Additional Learning Needs Reform

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[12] http://www.childrensrightswales.org.uk/uncrc-principles.aspx
[13] http://gov.wales/topics/educationandskills/schoolshome/parents/education-begins-at-home/?lang=en

legislation.

4.4   Monitor, use and share the good practice that is emerging in this area.

4.5   Work with schools to ensure that they are child ready and welcoming to all of their pupils by:

a)   Developing guidance for what constitutes a 'child ready' school.
b)   Encourage schools and governing bodies to develop a community engagement strategy which clearly identifies how they will work with parents pre-school and in the early years. (Including Welsh Government toolkit being more widely shared and contents more closely considered by schools).
c)   More vigorously challenging schools on their child readiness using minimum standards developed in 4.8.

4.6   Encourage the use of the Pupil Deprivation Grant by schools and/or across clusters to help develop school readiness particularly when working with parents, families and communities.

4.7   Ensure that the recently introduced Foundation Phase Profile baseline has more consistency and robustness.

4.8   Develop minimum standards in relation to transition to school for both schools and day care settings.

4.9   Support the 'Best Start Swansea Initiative' as a Public Service Board priority for the coming 12 months.

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ACKNOWLEDGEMENTS

The Panel would like to record its thanks to the following people who came and gave evidence to us:

- Staff and parents at Stepping Stones, Action for Children in Killay.
- Staff and parents at the Children's Centre in Penlan.
- Staff and parents at St Helens Flying Start
- Headteacher at Trallwn Primary
- Swansea Library Service
- Health Visitors in Flying Start settings
- Penderi GP Partnership Project
- Quality of Early Years Setting Project, University of Wales Trinity St David's
- Prevention and Early Intervention Strategic Manager
- Cabinet Member for Wellbeing and Healthy City
- The Welsh Medium Schools and early years settings that responded to our Survey

ABOUT THE INQUIRY PANEL

The **School Readiness Scrutiny Inquiry Panel** is a team of Councillors who are not members of the Cabinet. Their role is to examine a strategic issue of concern and to make recommendations about how policies and services can be improved.

Members of the Panel

Councillors
Hazel Morris (Convener)
Wendy Fitzgerald
Fiona Gordon
Jan Curtice
Paulette Smith
David Anderson Thomas (Co-opted Parent Governor Representative)

The inquiry was supported by Michelle Roberts from the Council's Scrutiny Unit.

For further information contact:

Michelle Roberts, Scrutiny Officer
City and County of Swansea
☎ 01792 637256

Report of the Cabinet Member for Children, Education & Lifelong Learning

Cabinet –15 June 2017

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.
Consultation:	Education, Legal, Finance.
Recommendation:	It is recommended that: -

1) The nominations be approved, as recommended by the LA Governor Appointment Panel.

Report Author:	Gemma Chapman
Finance Officer:	Pini Patel
Legal Officer:	Stephen Holland
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 20th April 2017, nominations were recommended for approval as follows:

1. Craigcefnparc Primary School	Mrs Gaynor Ellis

2. Gors Primary School	Mrs Ann Morgan

3. Grange Primary School	Mrs Bronwen Williams

4. Mayals Primary School	Mrs Margaret Collins
5. Townhill Primary School	Mrs Joanne Martin
6. Bishop Vaughan Catholic Comprehensive School	Mr Samuel Pritchard
7. YGG Llwynderw	Mr Adam Gilbert
8. Ysgol Gyfun Gwyr	Rev Ian Morris
9. Ysgol Pen Y Bryn	Mrs Jeannette Simpson
10. Ysgol Crug Glas	Cllr Fiona Gordon

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
Service Transformation & Business Operations**

Cabinet – 15 June 2017

BUSINESS RATES – TEMPORARY RATE RELIEF SCHEME (WALES)

Purpose:	To provide information and to consider the adoption of a new temporary High Street Rates Relief Scheme, relating to Business Rates, which has been introduced by Welsh Government (WG) for the current financial year.
Policy Framework:	None.
Consultation:	Legal, Finance and Access to Services.
Recommendation(s):	It is recommended that:
1)	The details of the scheme in this report are noted.
2)	The rate relief scheme and the application process outlined in this report are adopted for 2017/18.
Report Author:	Rose McCreesh
Finance Officer:	Ben Smith
Legal Officer:	Tracey Meredith
Access to Services Officer:	Sherill Hopkins

1.0   Introduction

1.1   The Welsh Government (WG) has introduced a new temporary High Street Rate Relief Scheme (HSRRS) to reduce Business Rates (BR) in certain circumstances.

1.2   Rate relief under the scheme is available for the current financial year 2017/18 and WG has offered funding to each local authority in Wales under section 31 of the Local Government Act 2003, to re-imburse authorities, for expenditure up to a defined limit, incurred for the purpose of providing relief under this scheme. The funding is subject to authorities formally accepting the grant offer.

1.3   It is a condition of the grant that the relief under this scheme is provided by way of discretionary rate relief under section 47 of the Local Government finance Act 1988. The qualifying criteria for the HSRRS

have been set by WG and there are no powers to vary. The local discretionary rate relief policy currently used to grant relief to charities and other organisations does not require amendment.

2.0   The High Street Rate Relief Scheme

2.1   WG has not defined what it considers a 'high street' and believes each local authority is best placed to judge which businesses should qualify in its area. In Swansea any business not located in an out of town shopping centre or not located within an industrial estate that meets the other qualifying criteria may receive relief under the scheme.

2.2   Provisional Funding of up to £678,346.84 is being made available to the Authority to grant relief to businesses of up to £500.00 (Tier 1) or up to £1,500.00 (Tier 2) on the business rates bill for certain occupied high street properties with a rateable value of £6,001 to £12,000 (Tier 1) and £12,001 to £50,000 (Tier 2), that are in rateable occupation on 31st March 2017 (providing the same occupier continues to be in occupation on 1 April 2017) , subject to state aid limits.

2.3   The main objective of this scheme is to support high street retailers in Wales, for example shops, pubs, restaurants and cafés – including those retailers who have seen their rates increase as a result of the 2017 revaluation undertaken by the independent Valuation Office Agency.

2.4   To benefit from the scheme properties must be:

a) Either:

(i) Used for the sale of goods to visiting members of the public.

(ii) Used for the provision of certain services, or

(iii) Used for the sale of food and/or drink to visiting members of the public.

2.5   WG has set out the types of properties that it **does not** consider to be high street retail use for the purpose of this relief:

(i) The provision of financial, medical or professional services, post office sorting offices, tourism accommodation, sports clubs, children's play centres, day nurseries, outdoor activity centres, gyms, kennels and catteries, show homes and marketing suites and employment agencies.

(ii) Premises that are not reasonably accessible to visiting members of the public.

(iii) Those having a rateable value over £50,000.

(iv) Properties located in out of town retail parks or industrial estates.

(v) Unoccupied premises.

(vi) Where the ratepayer is in receipt of mandatory charitable rate relief.

2.6 Due to the timing of the announcement of the scheme, adoption and implementation of the scheme was not possible before the annual business rates bills were issued in March 2017. If the scheme is adopted eligible ratepayers will be re-billed to reflect the appropriate amount of relief.

3.0 Administration and Application of the Scheme

3.1 Previous temporary rate relief schemes have required a formal application to be made. However, WG has advised local authorities (LAs) that in order to maximise take-up and reduce the administrative burden for rate-payers and LA Revenues Services, LAs are able to determine the application process. It is therefore recommended that;

(i) That HSRR is applied without the need for a formal application to eligible high street business premises which previously attracted Wales Retail Relief during 2015/16, subject to State Aid consideration.

(ii) Other eligible high street retailers that did not receive Wales Retail Relief during 2015/16 will be issued with a formal application which will also be subject to State Aid consideration.

4.0 Implementation of the Scheme

4.1 WG has provided the following to authorities:

- Guidance for the HSRRS
- A certificate of acceptance form to confirm the number of properties that will benefit from the scheme
- A State Aid declaration to be sent to qualifying businesses.

4.2 The HSRRS scheme outlined above should be adopted as specified in the recommendations above.

4.3 The most recent estimates suggest approximately 1000 business properties will be eligible and will have relief applied to their accounts if the scheme is adopted. This will involve significant extra workload for the Business Rates team.

5.0   Financial Implications

5.1   WG will specify the amount of funding available for the scheme once the certificate of acceptance is returned and any award made in excess of the funding may have to be met by the Authority.

5.2   An amount of £7,535.59 to support the administration and marketing costs of the High Street Relief Scheme has already been received from WG.

5.3   Estimates of eligible properties were provided by each Welsh LA at the request of WG. There is a small risk that the funding that has been agreed by WG, based on the estimates could be insufficient, as estimates were provided based on descriptions of properties contained in the Valuation List, which is maintained by the Valuation Office Agency and there may be instances where the description is not wholly accurate. At present it is uncertain whether LAs would be able to reclaim any amount of relief applied in excess of the agreed scheme funding provided from WG. Whilst there is thus some risk of an element of non-reimbursement to the authority if actual eligibility experience differs from the estimate, it is felt on balance worth that residual risk to enable local businesses to benefit from the scale of overall relief offered.

6.0   Legal Implications

6.1   There are no further legal implications to those set out in the report.

7.0   Equality and Engagement Implications

7.1   A full EIA report is not included as the qualifying criteria for the HSRRS has been set by WG and there is no power to vary. Relief will be awarded to all eligible ratepayers as per the criteria set out in this report

Background Papers: WG Guidance can be found at
http://gov.wales/topics/localgovernment/finandfunding/businessrates/publications/ndr-high-street-rates-relief/?lang=en

Appendices: None

Report of the Head of Legal, Democratic Services & Business Intelligence

Cabinet – 15 June 2017

EXCLUSION OF THE PUBLIC

Purpose:	To consider whether the Public should be excluded from the following items of business.
Policy Framework:	None.
Consultation:	Legal.
Recommendation(s):	It is recommended that:

1)	The public be excluded from the meeting during consideration of the following item(s) of business on the grounds that it / they involve(s) the likely disclosure of exempt information as set out in the Paragraphs listed below of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007 subject to the Public Interest Test (where appropriate) being applied.	
	Item No.	**Relevant Paragraphs in Schedule 12A**
	14	14
	15	14 & 16
	16	14

Report Author:	Democratic Services
Finance Officer:	Not Applicable
Legal Officer:	Tracey Meredith – Head of Legal, Democratic Services & Business Intelligence(Monitoring Officer)

1. Introduction

1.1 Section 100A (4) of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007, allows a Principal Council to pass a resolution excluding the public from a meeting during an item of business.

1.2 Such a resolution is dependant on whether it is likely, in view of the nature of the business to be transacted or the nature of the proceedings that if members of the public were present during that item there would be disclosure to them of exempt information, as defined in section 100I of the Local Government Act 1972.

2. Exclusion of the Public / Public Interest Test

2.1 In order to comply with the above mentioned legislation, Cabinet will be requested to exclude the public from the meeting during consideration of the item(s) of business identified in the recommendation(s) to the report on the grounds that it / they involve(s) the likely disclosure of exempt information as set out in the Exclusion Paragraphs of Schedule 12A of the Local Government

Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007.

2.2   Information which falls within paragraphs 12 to 15, 17 and 18 of Schedule 12A of the Local Government Act 1972 as amended is exempt information if and so long as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

2.3   The specific Exclusion Paragraphs and the Public Interest Tests to be applied are listed in **Appendix A**.

2.4   Where paragraph 16 of the Schedule 12A applies there is no public interest test. Councillors are able to consider whether they wish to waive their legal privilege in the information, however, given that this may place the Council in a position of risk, it is not something that should be done as a matter of routine.

3.   Financial Implications

3.1   There are no financial implications associated with this report.

4.   Legal Implications

4.1   The legislative provisions are set out in the report.

4.2   Councillors must consider with regard to each item of business set out in paragraph 2 of this report the following matters:

4.2.1   Whether in relation to that item of business the information is capable of being exempt information, because it falls into one of the paragraphs set out in Schedule 12A of the Local Government Act 1972 as amended and reproduced in Appendix A to this report.

4.2.2   If the information does fall within one or more of paragraphs 12 to 15, 17 and 18 of Schedule 12A of the Local Government Act 1972 as amended, the public interest test as set out in paragraph 2.2 of this report.

4.2.3   If the information falls within paragraph 16 of Schedule 12A of the Local Government Act 1972 in considering whether to exclude the public members are not required to apply the public interest test but must consider whether they wish to waive their privilege in relation to that item for any reason.

Background Papers: None.
Appendices: Appendix A – Public Interest Test.

Public Interest Test

No.	Relevant Paragraphs in Schedule 12A
12	**Information relating to a particular individual.**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 12 should apply. Their view on the public interest test was that to make this information public would disclose personal data relating to an individual in contravention of the principles of the Data Protection Act. Because of this and since there did not appear to be an overwhelming public interest in requiring the disclosure of personal data they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.
13	**Information which is likely to reveal the identity of an individual.**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 13 should apply. Their view on the public interest test was that the individual involved was entitled to privacy and that there was no overriding public interest which required the disclosure of the individual's identity. On that basis they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.
14	**Information relating to the financial or business affairs of any particular person (including the authority holding that information).**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 14 should apply. Their view on the public interest test was that: **a)** Whilst they were mindful of the need to ensure the transparency and accountability of public authority for decisions taken by them in relation to the spending of public money, the right of a third party to the privacy of their financial / business affairs outweighed the need for that information to be made public; or **b)** Disclosure of the information would give an unfair advantage to tenderers for commercial contracts. This information is not affected by any other statutory provision which requires the information to be publicly registered. On that basis they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.

No.	Relevant Paragraphs in Schedule 12A
15	**Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 15 should apply. Their view on the public interest test was that whilst they are mindful of the need to ensure that transparency and accountability of public authority for decisions taken by them they were satisfied that in this case disclosure of the information would prejudice the discussion in relation to labour relations to the disadvantage of the authority and inhabitants of its area. On that basis they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.
16	**Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.**
	No public interest test.
17	**Information which reveals that the authority proposes:** **(a) To give under any enactment a notice under or by virtue of which requirements are imposed on a person; or** **(b) To make an order or direction under any enactment.**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 17 should apply. Their view on the public interest test was that the authority's statutory powers could be rendered ineffective or less effective were there to be advanced knowledge of its intention/the proper exercise of the Council's statutory power could be prejudiced by the public discussion or speculation on the matter to the detriment of the authority and the inhabitants of its area. On that basis they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.
18	**Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime**
	The Proper Officer (Monitoring Officer) has determined in preparing this report that paragraph 18 should apply. Their view on the public interest test was that the authority's statutory powers could be rendered ineffective or less effective were there to be advanced knowledge of its intention/the proper exercise of the Council's statutory power could be prejudiced by public discussion or speculation on the matter to the detriment of the authority and the inhabitants of its area. On that basis they felt that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. Members are asked to consider this factor when determining the public interest test, which they must decide when considering excluding the public from this part of the meeting.

By virtue of paragraph(s) 14 of Schedule 12A
of the Local Government Act 1972
as amended by the Local Government (Access to
Information) (Variation) (Wales) Order 2007.

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Agenda Item 15.

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By virtue of paragraph(s) 14 of Schedule 12A
of the Local Government Act 1972
as amended by the Local Government (Access to
Information) (Variation) (Wales) Order 2007.

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