



City and County of Swansea

Notice of Meeting

You are invited to attend a Meeting of the

Equalities & Future Generations Policy Development Committee

At: Committee Room 5, Guildhall, Swansea

On: Tuesday, 24 September 2019

Time: 2.00 pm

Chair: Councillor Louise Gibbard

Membership:

Councillors: C Anderson, J A Hale, T J Hennegan, P K Jones, M Sherwood, P B Smith, L J Tyler-Lloyd and L V Walton

Agenda

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|---|----------|
| 1 Apologies for Absence. | |
| 2 Disclosures of Personal & Prejudicial Interests. www.swansea.gov.uk/disclosureofinterests | |
| 3 Minutes. To approve and sign the Minutes of the previous meeting(s) as a correct record. | 1 - 2 |
| 4 Consultation and Engagement Strategy 2020-23. | 3 - 9 |
| 5 Co-production Strategic Framework. | 10 - 12 |
| 6 Workplan. | 13 |

Next Meeting: Tuesday, 22 October 2019 at 2.00 pm

A handwritten signature in black ink that reads 'Huw Evans'.

Huw Evans
Head of Democratic Services
Monday, 16 September 2019

Contact: Democratic Services - 636923

Agenda Item 3



City and County of Swansea

Minutes of the Equalities & Future Generations Policy Development Committee

Committee Room 5, Guildhall, Swansea

Tuesday, 27 August 2019 at 2.00 pm

Present: Councillor L S Gibbard (Chair) Presided

Councillor(s)
C Anderson
P B Smith

Councillor(s)
J E Burtonshaw

Councillor(s)
M B Lewis

Also Present
Councillor P K Jones

Officer(s)
Sarah Caulkin
Kate Jones
Joanne Portwood
Jonathan Wills

Chief Transformation Officer
Democratic Services Officer
Strategy and Policy Officer
Senior Lawyer

Apologies for Absence

Councillor(s): T J Hennegan, L J Tyler-Lloyd and L V Walton

1 Disclosures of Personal & Prejudicial Interests.

In accordance with the Code of Conduct adopted by the City and County of Swansea, no interests were declared.

2 Minutes.

Resolved that the Minutes of the Transformation and Future Council Policy Development Committee held on 25 June 2019 be approved and signed as a correct record.

3 Terms of Reference.

The Chair outlined the change of focus of the Committee and highlighted the new terms of reference, which had been approved at Council on 25 July 2019.

The Committee discussed the terms of reference and whether there was sufficient reference to the future generations' elements, particularly climate change. An amendment to paragraph vi of the terms of reference was proposed.

Resolved that paragraph vi of the terms of reference be amended to state: -

'vi) To develop Council Corporate Priorities in relation to Equalities & Future Generations, including climate change.'

4 Work Plan 2019/2020.

The Chair outlined potential topics for the Committee to discuss and invited suggestions from the Committee for potential work plan items for the Equalities & Future Generations Policy Development Committee 2019/2020.

The Chief Digital and Transformation Officer provided a brief update on Co-production. A full update would be provided at the Committee on 24 September 2019.

The following work plan was suggested, work plans items for the new year would be planned at a later date: -

October – Energy Strategy and Climate Change Charter

November – Gender Pay Gap and Workforce Diversity

December – Sustainable Development Policy

A discussion was held on possible working groups to take specific areas of work forward and possible external speakers.

Resolved that the outline work plan be noted.

The meeting ended at 2.15 pm

Chair

Consultation and Engagement Strategy 2020-23



Cyngor **Abertawe**
Swansea Council

1. Background

The Council has had a Consultation and Engagement Strategy since 2005, and this has provided an effective framework to complete consultation activities and the ongoing development and improvement of services for the community.

Since the introduction of the strategy there has been a greater prominence across the Council on consultation and engagement as a key principle of service delivery. Activity has shifted away from a focus on formal consultation to a more complete public engagement approach.

2. Purpose of the Strategy

The purpose of this strategy is to ensure effective consultation and engagement with the residents of the City & County and our partner organisations, so the Council can inform our departments to improve the access, quality and delivery of our services and the decisions we make.

The revised strategy provides the Council with an overall framework for meeting our Consultation and Engagement requirements over the next 3 years. It provides guidance and direction on:

- When we should consult and engage stakeholders
- Level of consultation and engagement required
- Principles to consider when undertaking consultation and engagement
- Use of consultation and engagement results

The Council's Corporate Management Team members will be one of the key ways in which we monitor the implementation of this strategy. In particular they will ensure that consultation and engagement outcomes have been appropriately considered when making key decisions.

The strategy supports, (not replaces), existing statutory and regulatory consultation and engagement processes, long standing consultation and engagement arrangements within service areas, and existing partnership arrangements. These process will continue, and feed into (where appropriate) the overall framework for consultation and engagement outlined within this strategy.

The strategy builds on the good standard of consultation and engagement activity currently taking place across the authority. We continue to improve our consultation and engagement processes and have a number of areas of good practice to build on as an authority.

3. Consultation and Engagement – What is it?

Consultation and engagement means routinely:

- Involving service users, residents, businesses, partners and other stakeholders in our policies and services
- Listening to what they have to say
- Using the outcomes to respond to their needs
- Involving them in the decisions we take

To be effective, consultation and engagement has to be a two-way process of communication between the Council and its partners and the public (either as individuals or as a community) on key issues affecting them.

4. Consultation and Engagement – Why do it?

Through effective engagement with the residents of the City & County and our partner organisations, the Council can inform our departments to improve the access, quality and delivery of our services and the decisions we make.

Key Benefits

Effective consultation and engagement brings extensive benefits to the citizens and agencies involved. The main benefits to meaningful, two way community engagement include:

Trust – it builds trust between agencies and service users.

Opportunity to influence – it gives communities the opportunity to influence decisions that will affect them.

Removing barriers – it removes physical, language or social barriers to communities getting access to information or voicing needs or opinions.

Citizens' understanding – it helps communities to understand the services and support that are available to them.

Satisfaction – it increases satisfaction with public services.

Knowledge of local issues - it allows service providers to reach a better understanding of their communities and be more in tune with needs or problems as they arise.

Improved Service Delivery - Implementing consultation and engagement processes will assist the Council and its service areas to better understand the needs and priorities of the community to ensure that we are delivering better services for the people of Swansea.

Consultation and engagement is also essential in supporting the Council deliver its core values:

People focussed - We need to focus on community needs and outcomes and on improving the lives of the people who live and work in Swansea. We will also respect, value and support our employees and demonstrate the highest standards of integrity.

Working together - We need to promote a whole partnership approach, working across services to maximise resources and knowledge and joining forces with others outside the Council to ensure we prioritise our resources and get the best for our communities.

Innovation - We promote and support a culture of innovation. We need to think and work differently to improve our ability to deliver and to meet the financial, demographic and societal challenges we face.

Duty to Consult

There is a range of legislation and statutory guidance requiring local authorities to consult on issues connected to the services they provide. Also there have been many examples of legal challenges to public bodies on the grounds of there being inadequate consultation.

The Equality Act 2010

The Act requires that consultation is undertaken with people who have protected characteristics where they may be impacted in some way. As part of the Equality Act Council's in Wales are subject to the Welsh Public Sector Equality Duty. In terms of Engagement the Welsh Public Sector Equality Duty states that we must involve people who are considered representative of those with

different protected characteristics and those who have an interest in how an authority carries out its functions.

Well-being of Future Generations Act (Wales) 2015

The Well-being of Future Generations Act (Wales) 2015 means that the council and other public services must do what we do in a sustainable way. Consultation and Engagement is key to the delivery of this Act which places a well-being duty on 44 public bodies (including Swansea Council) to carry out sustainable development by acting in accordance with the 'sustainable development principle'.

This means that when making decisions we take into account the impact on people living in the future. We do this by applying the 'Five Ways of Working':

- **Long term** - The importance of balancing short-term needs with the needs to safeguard the ability to also meet long-term needs
- **Prevention** - Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their objectives, or on the objectives of other public bodies
- **Integration** - The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves
- **Collaboration** - Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives
- **Involvement** - How acting to prevent problems occurring or getting worse may help public bodies meet their objectives

Statutory Obligation

There are a number of instances where a statutory obligation is placed on the Council to undertake consultation. Examples of this include closure of services such as schools, care homes and other major service changes.

Expectation

The law states that where there is a legitimate expectation that consultation will take place, the Local Authority needs to act on this expectation. If the Council has consulted on something previously, then we would be expected to do so in the future if any changes are made.

5. Consultation and Engagement - What we want to deliver in Swansea

Our principles for delivery

We have taken account of both the National Principles for Public Engagement in Wales and the National Children and Young People's Participation Standards for Wales.

<https://participation.cymru/en/principles/>

<https://gov.wales/children-and-young-peoples-national-participation-standards>

Planning:

- Be clear about why we are undertaking a consultation and engagement activity
- Ensure that existing consultation and engagement results are used where applicable
- Have a clear idea of who needs to take part
- Identify appropriate resources
- Ensure sufficient time is allocated for the consultation process
- Identify opportunities for joint working at the planning stage

- Ensure you have taken into the account the requirements of the Welsh Language measure to treat English and Welsh equally

Doing:

- Be clear about how people can be involved
- Ensure the consultation and engagement methods and language used are suitable for the audience
- Provide clear information about what we are consulting on
- Be clear about what the results will be used for
- Ensure all affected stakeholders have the opportunity to be involved

Decision Making, Review and Feedback:

- Ensure results of consultation and engagement activity are considered when making decisions
- Share the results (where appropriate) with as wide an audience as possible
- Effectively feedback the outcome to participants e.g. summary of results
- Promote the outcomes of our key consultation and engagement activity both internally and externally

Gunning Principles

Any consultation that we undertake as a Council must adhere to the four **Gunning Principles**:

1. **Consultation should take place at a 'formative stage'**. In practice this mean that the decision should not have already been taken, - most frequently the terminology used is pre-determination
2. **Consultation should include sufficient information** about the proposals so that consultees can give the matter intelligent consideration
3. **Adequate time needs to be provided for consideration and response.** In practice this mean that consultees must be given enough opportunity to take part in the consultation in the time allowed.
4. **Consideration of consultation responses.** We need to be able to demonstrate how the consultation responses have been considered within our decision making process.

6. What Do We Consult On?

Deciding whether to consult

Where an activity (e.g. policy, service procedure or potential decision) will have an impact on members of the public we will always consider undertaking a consultation exercise. Consultation will only happen when there is a real scope for change, and decisions have not already been made.

Equality Act 2010

The Equality Act 2010 address discrimination and inequalities and protects all individuals from unfair treatment. The Council has a number of statutory duties arising from the Act to better advance equality into our business planning and decision-making processes. The duties require the Council to consider how the decisions we make, and the services we deliver, affect people from different equality groups who share a 'protected characteristic'.

The key way in which the Council demonstrates compliance with this is by conduction Equality Impact Assessments (EIA). This is an evidence led process that involves using relevant information to understand and make judgments about the impact of a Council 'activity' on equality. Information from our consultation projects form a key part of the evidence used in an EIA, this is particularly important where our services are specifically delivered for those who share a protected

characteristic. Consultation with these groups can help us understand the impact that the decision will have upon them and enable thoughtful consideration of how any perceived impact can be reduced.

Protected characteristics are defined in the Equality Act. These characteristics are:

- Age
- Disability
- Gender re-assignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race
- Religion or belief (including non-belief)
- Sex
- Sexual orientation

7. How Do We Consult?

Methods Available

There are a large number of different consultation and engagement methods and it is important that the correct ones are used. The methods used will depend on many factors such as the scope of the project, who we are consulting with and budget available. A consultation toolkit is available for staff to help them identify the correct method and advice and guidance is available from the consultation co-ordinator.

Methods include:

- Surveys (online, paper, face to face, telephone)
- Public Meetings
- Workshops
- Focus groups
- Exhibitions
- Stakeholder meetings
- Social Media

Making it appropriate for the audience

Different communities and stakeholders will have different levels of knowledge and experience of the service and levels of information on which to base their responses. Some methods may not be appropriate for all. The method(s) we use will account for this. For example, young people may not respond well to a postal survey but may be more receptive to a workshop or social media.

All those who have an interest in the issues should be able to access the information and take part in the consultation. We will ensure that consultations provide clear direction on how to request alternative formats such as large print, text only formats, easy read etc. The accessibility of the venue is also important. We will ensure that the requirements of people with disabilities are taken in to account and adjustments put in place.

Providing the Right Information

If our consultation is to be meaningful, it is important that 'consultees' have sufficient information available to make an informed response. We aim to present information in a way that is appropriate to stakeholders and those likely to have an interest in the subject matter.

Our consultations will clearly state:

- The dates of the consultation
- The ways in which people can take part
- The scope of the consultation
- Different options that are available including the advantages and disadvantages of each
- How and when decisions will be made, and how the consultation will inform the decision

Length of Consultation

An appropriate amount of time will need to be given for people to submit their responses. Unless the consultation length is set by law the consultation can be any length of time. Common consultation periods can be anything between 2 – 12 weeks depending on what you are consulting on and the complexity of the issue/project. The time of year that the consultation takes place is also relevant and consultation period should be extended if it runs over Christmas or the summer holidays. This is especially true if the consultation involves schools or other education settings.

8. Responsibilities for Implementation

All members of staff have a responsibility for the successful implementation of the Consultation and Engagement Strategy. For the Strategy to be effective it has to be part of the Council's culture and there needs to be a genuine commitment to engage with the local community. Specific responsibilities for implementation lie with:

Elected Members

Members play an essential role in the Council's consultative processes. In particular, they form a link between the community and Council, having a positive influence on the level of participation by the local community. The representative nature of elected members' position remains crucial and the more information they have available on the views of local people the better they will be able to represent their views. The implementation of the Strategy should enhance the availability of consultation information for elected members. Elected members have an important role in ensuring that policy development takes account of consultation findings.

If conducting an engagement activity that affects particular wards or a particular portfolio area, ward members should be fully briefed on proposals that affect the areas they represent. Efforts should be made to ensure that relevant cabinet members, scrutiny chairs and vice chairs, committee chairs and ward members are aware of and have the opportunity to input into engagement activities. Cabinet members, committee chairs or scrutiny chairs and vice chairs will have an interest in any activities affecting their remit and should be kept informed of the consultation progress.

Corporate Directors

Corporate Directors have a key role in providing a high level of commitment to the corporate consultation and engagement strategy and driving forward its effective implementation. They have specific responsibility for ensuring both that effective consultation takes place within their directorate and that consultation findings are used to influence strategic direction and that policy development takes account of consultation.

Heads of Services

Responsibility for undertaking specific service-based consultation will lie with the appropriate directorate officers under the guidance of their service head and director. Service heads will have responsibility to ensure:

- All staff are aware of and act on the Strategy
- Consultation activity is planned using the principles outlined within this strategy



Co-production Strategic Framework

1. Purpose of this Framework

This strategic framework provides the key principles within which all Council services can consider using co-production. It aligns closely with the Consultation and Engagement Strategy, as service design development and change usually involves a mix of all three elements.

Social Services is in the process of delivering a targeted Co-production Strategy. This has been developed using a co-productive approach with service users, partners and communities. This Corporate Co-production Framework draws on the work of Social Services whilst recognising the diversity of Council services; a range of engagement tools is often needed in the design, development and delivery of Council services.

2. Context and Key Drivers

In the context of Swansea Council, co-production involves citizens, service users, the workforce, partners and other key stakeholders in the design, development and change of its services. The co-production process would be used right from the outset, involving those people who can provide the most appropriate help, knowledge and resources in shaping or changing services.

Co-production tends to be used most widely within 'people' based services such as social services, health, and housing and is one of the key requirements within the Social Services and Well-Being Act (Wales) 2014. This strategy aims to provide a framework that can be used holistically across all Council Services.

3. Principles

Co-production guiding principles have been developed drawing on the good practice and experience of the social services pilots and knowledge and experience of other organisations.

Swansea's co-production activities will:

1. Value all participants
2. Develop community networks and social capital
3. Focus on outcomes and what matters most to Swansea citizens
4. Work in partnership with its workforce and trade unions
5. Build trusted relationships based on behaviours that emphasise equality and reciprocity

6. Work in partnership with the people who use Council services, as catalysts for change.

4. When to Use Co-Production or Consultation and Engagement?

| | |
|--|--|
| <p>Co Production Co-production is an equal relationship between all people involved.</p> | Effective co-production takes time to deliver meaningful outcomes and cannot be applied universally to every change. For example, consultation and engagement would be more appropriate where a change in the law leads to prescriptive service delivery. |
| <p>Co Design People who use services are involved in making decisions only.</p> | Some services are driven by Central Government processes and regulations to prevent fraud. The Council aims to make these processes and any information, advice and support as accessible as possible. However, not all parts of these services would be suitable for co-design and co-production. |
| <p>Engagement People who use services give their views and may be able to influence some decisions.</p> | Co-production is a helpful tool where there is more flexibility around how services can be designed, delivered and funded. Especially where accessibility and ease of use are of primary importance. |
| <p>Consultation People may give their views but may have no power to change.</p> | Co-production changes the relationship from people being 'voices' to 'partners' in designing and delivering services. It can also build stronger networks, whether that be staff, partners or communities, by transforming services and ensuring they are sustainable in the longer term. |
| <p>Informing Inform people about the services they use and explain how they work.</p> | |
| <p>Educating The people who use services are helped to understand the service design / delivery.</p> | |

5. Outcomes and Benefits from Co-designing and Co-producing Services

The Social Services Co-Production Strategy identifies the following key benefits and outcomes from using co-production:

- Service users feel **involved in the whole process** and are involved in all aspects of planning, developing and delivering services
- Service users feel **valued** for their knowledge, experience and skills
- The process may result in people experiencing a **blurring of roles** between people who use services and professionals
- Outputs from the process **build positively on the existing capabilities** within services and communities
- Services become **agents for change**, not only service providers
- Friends and family support networks feel as valued as professional networks in delivering outcomes
- Service users have more **equal, meaningful and powerful roles** in services
- Everyone involved feels the **relationship** is open, honest and transparent
- It delivers **tangible products**.

6. Key Aims to 2025

The Council aims to:

- **Grow awareness, knowledge and skills** in co-design and co-production
- **Grow the number of people and networks** the Council can work with in a co-productive way
- **Communicate well** – keep everyone well informed, be clear on how decisions are made and keep reports clear and concise
- **Establish, develop and deliver a rolling programme** of consultation, engagement, co-design and co-production activities across services, which is reviewed and updated annually
- **Develop toolkits** to support those undertaking co-design and co-production
- **Establish governance arrangements**
- **Monitor outcomes, evaluate progress and continually learn** and adapt as the Council's competence in this area matures.

7. Key Milestones to 2025

In order to change the change the Council's culture and increase consultation, engagement, co-design and co-production, a series of steps must be delivered including:

| Key Milestone | By When? |
|--|-----------------|
| Devise and deliver a training programme to raise knowledge and awareness of co-design and co-production and how to apply it appropriately | March 2020 |
| Developing and agreeing a rolling programme for co-design and co-production, i.e. who, what, when, how | October 2019 |
| Develop toolkits and resources to help everyone involved | March 2020 |
| Train the equality champions and expand the network of co-design and co-production 'experts' | July 2020 |
| Embed the ethos and promote the values of co-production when drafting job descriptions, setting objectives and undertaking appraisals | December 2020 |
| Continually evaluate and annually review how co-production is working and measure the impact and outcomes | March 2021 |
| Establish governance and reporting through Leadership Team and the Equalities Policy Development Committee | October 2019 |

Agenda Item 6



Report of the Chair

Equalities & Future Generations Policy Development Committee

Workplan for 2019/20

| Meeting Date | Agenda items and Format |
|---------------------|--|
| 27 August 2019 | <ul style="list-style-type: none">• Work Plan 2019/20 (Discussion) |
| 24 September 2019 | <ul style="list-style-type: none">• Consultation & Co-Production |
| 22 October 2019 | <ul style="list-style-type: none">• Energy Strategy & Climate Change Charter |
| 26 November 2019 | <ul style="list-style-type: none">• Gender Pay Gap• Workforce Diversity |
| 17 December 2019 | <ul style="list-style-type: none">• Sustainable Development Policy |
| 28 January 2020 | |
| 25 February 2020 | |
| 24 March 2020 | |
| 28 April 2020 | |