



## Report of the Leader

Council – 25 July 2019

# Annual Report on Regional Working 2018/19

<b>Purpose:</b>	To update the Council on the progress made in relation to regional working during 2018/19 – ERW, Western Bay and the City Deal
<b>Policy Framework:</b>	The National Model for Regional Working (Welsh Government, 2014), The Social Services and Well-Being (Wales) Act 2014 (Welsh Government), Industrial Strategy, Building a Britain for the Future (UK Government, 2017), Swansea Bay City Deal, Heads of Terms (UK Government), Strengthening Local Government: Delivering for people (Welsh Government, 2018)
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that:  1) The contents of the report are noted.
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## 1. Introduction

- 1.1 This report provides an overview of the progress made by three key regional collaborations which involve Swansea Council; ERW, the West Glamorgan Regional Partnership (formerly the Western Bay) and the Swansea Bay City Deal. This report seeks to;

- describe each partnership, what they have been set up to achieve, who is involved and respective roles and responsibilities (with a particular focus on the Council);
  - examine Governance arrangements, including scrutiny;
  - identify the priorities for each partnership and assess progress during 2018/19;
  - identify challenges and areas for further development;
  - outline future plans and opportunities.
- 1.2 The information contained within this report has been drawn from a wide range of reports and sources of information including; Swansea Council's Scrutiny Inquiry into Regional Working (Swansea Council 2018) and from Annual Reports, Plans, Inspections, Reviews of ERW, Western Bay and the City Deal
- 1.3 Some regional working arrangements have been established by legislation, whilst others are based on voluntary arrangements. The footprints for regional collaboration also varies. Currently there are 4 Education Consortia, 3 Regional Learning and Skills Partnerships, 7 Regional Partnerships (Health and Social Care) and 4 City and Growth deals, which encompass anything from 2 to 10 Local Authorities. The result of this is that some partners operate in multiple regional areas depending on which service or funding is involved.
- 1.4 Swansea Council's Scrutiny Inquiry into Regional Working found that the Council was involved in more than 100 regional collaborations which equated to more than 600 days of Officers' time each year (excluding posts which were specifically funded to support regional working). There are no consistent governance arrangements for regional working, and public information on regional working arrangements varies.
- 1.5 Swansea Council is currently playing a leading and proactive role in major regional collaborations. The Chief Executive has taken the lead role for ERW and the West Glamorgan Regional Partnership as well as being an executive member of the City Deal Joint Committee and the Leader of the Council is the City Deal Joint Committee Chair.

## **2. ERW (Ein Rhanbarth ar Waith/Education through Regional Working)**

- 2.1 ERW was established in 2014, as a result of the Welsh Government's review into regional education services across Wales. A review conducted by Estyn "Improving Schools through Regional Education Consortia" (February 2014) which examined Local Authority services for children and young people between September 2010 and November 2013, identified a number of weaknesses in relation to school performance and improvement, leadership and the management of schools across Wales. Subsequently, the Welsh Government introduced a number of new policy measures and a National Model for Regional Working in relation to school improvement. The new model outlined a vision for regional education

consortia and the respective roles of different tiers; schools, Local Authorities, regional consortia and the Welsh Government.

- 2.2 ERW is one of four regional education consortia established in Wales during 2014. It covers the South West and Mid Wales and includes Swansea, Neath Port Talbot, Carmarthenshire, Pembrokeshire, Ceredigion and Powys Councils. The other three consortia are Central South Consortium (which includes Merthyr Tydfil, Rhondda Cynon Taf, Bridgend, Vale of Glamorgan and Cardiff Councils), the South East Wales Education Achievement Service (which includes Caerphilly, Blaenau Gwent, Torfaen, Newport and Monmouthshire Councils) and Consortiwm GwE, Gogledd Cymru / North Wales (which includes Anglesey, Gwynedd, Conwy, Denbighshire, Flintshire and Wrexham Councils).
- 2.3 The purpose of the consortia is outlined in the National Model for Regional Working (Welsh Government 2014) which seeks to provide a single school improvement service for each of the constituent Local Authorities. In 2017 Welsh Government set out an action plan for the National Mission for education in Wales.
- 2.4 ERW is governed by a Joint Committee, whilst statutory responsibility is retained by constituent local authorities. The Joint Committee is made up of the six local authority Council Leaders and is advised by the Executive Board of Directors, external school improvement experts, Head teacher representatives and the Managing Director. The Executive Board is made up of the Directors of Education from each of the six local authorities within the consortium, and external members.
- 2.5 The work of ERW is scrutinised by an ERW Scrutiny Councillor Group which is made up of the Chairs and Vice Chairs of the six Local Authorities' Education Scrutiny Bodies. The purpose of the group is to support consistent and effective scrutiny across the six Local Authorities, providing critical and objective challenge and contributing to effective governance. For example, they have informed the development of a new model for ERW which has now been adopted by the Joint Committee. The ERW Scrutiny Councillor Group has established a Regional Forward Work Programme that details regional and local priorities and have audited and published accounts and are inspected by Estyn. The Consortium has produced a document called Democratic Accountability and Scrutiny which outlines the role of scrutiny.
- 2.6 ERW is inspected by Estyn. The first inspection was conducted in June 2016 and a follow up inspection was conducted in November 2017 in order to assess the progress made by the consortium in relation to the recommendations identified in the report.
- 2.7 The Joint Committee of ERW approved the 2019 – 2020 Business Plan which set out ERW's new aim :

*ERW is a regional partnership designed to promote excellence in all schools through a self-improving system. This will be achieved through collaborative planning for the new curriculum and the provision of*

*professional learning and leadership opportunities that can develop all as individuals, learners, citizens and contributors.*

- 2.8 ERW has agreed five improvement priorities that match the enabling objectives of the National Mission:
- Developing and delivering a transformational curriculum
  - To develop a high-quality education profession
  - To develop inspirational leaders and to facilitate them working collaboratively to raise standards
  - To develop strong and inclusive schools that are committed to excellence and well-being.
  - To develop robust assessment, evaluation and accountability processes that support a self-improving system.
- 2.9 Although ERW currently faces a number of challenges, progress has been made and benefits have been accrued from regional working. For example, Consortium working has ensured a greater challenge to Swansea schools and a consistent application of the national categorisation system (where support is proportionate to need). Swansea has also benefited from capacity building grants targeted at schools causing concern and has received some financial recompense to support schools within the Local Authority.
- 2.10 Consortium working has also enabled the sharing of good practice, innovation and training. Schools in Swansea have benefitted from support to improve the accuracy of teacher assessment and have received support to develop the literacy and numeracy skills of their pupils. The Consortium have also provided support for new qualifications in secondary schools and support to prepare schools for greater digital competence. Schools in Swansea have also benefited from a range of virtual networks, and consistent guidance on Welsh as a second language. Joint conferences and training between Neath Port Talbot and Swansea have been arranged to reduce duplication and pool resources. Support for vulnerable learners has been co-ordinated by the regional service via training for attachment aware schools. More recently, schools have also benefitted from accessing clear support to develop leadership.
- 2.11 Aggregate performance across the ERW region generally compares well in terms of categorisation and inspection outcomes. Swansea performs well and is a net contributor for school improvement.
- 2.12 The appointment of an Interim Managing Director has resulted in improved engagement and communication with key stakeholders and the development of a new model under the auspices of the Review and Reform programme. The new model includes a restructuring of ERW's leadership and core central team, teams to work on curriculum development and professional learning, a secondary school ad hoc support team, the re-modelling of Challenge Advisor roles, the review of cross authority groups and the establishment of appropriate stakeholder

groups. In addition, the new model includes the development of a peer review system across the region and a new financial model and governance structure.

- 2.13 The new model has been approved by the Joint Committee and has been submitted to Welsh Government for consideration. The new model is underpinned by ERW using the grant to regions more flexibly in order to employ a permanent core of central staff to deliver elements of school improvement and curriculum reform. It is anticipated the new model would provide a sustainable structure and improved support, challenge and training to improve learning outcomes at a local level and across the region.

### **3. West Glamorgan Regional Partnership**

- 3.1 Regional working in relation Health and Social Care was initially established by Swansea, Neath Port Talbot and Bridgend Councils and the Health Board in 2012, prior to the legislation which mandated regional partnership working. The Social Services and Well Being Act (Wales) 2014, placed a statutory duty on Local Authorities and Health Boards to undertake a population assessment and produce a regional plan to meet the health and social care needs of the population. The Act also required regions to focus on opportunities for prevention and early intervention. A Regional Forum was established in 2014 to embed and develop joint working and as a precursor to the Regional Partnership Board.
- 3.2 The primary purpose of the West Glamorgan Regional Partnership is to improve the strategic planning, co-ordination and integration of health and social care services and to improve outcomes for citizens. The Partnership is also charged with ensuring services are resilient and sustainable, against a backdrop of a growing demand for health and social care services, austerity and significant funding challenges for public services and ensuring consistent service provision across the region.
- 3.3 The West Glamorgan Regional Partnership is 1 of 7 Regional Partnerships for health and social care services across Wales. Currently, the West Glamorgan Regional Partnership consists of Swansea, Neath Port Talbot Councils and the Swansea Bay University Health Board. Following the re-organisation of Health Board footprints, Bridgend Council moved from the ABM University Health Board area (now the Swansea Bay University Health Board) to Cwm Taf University Health Board area from April 2019 and Bridgend Council became part of the Cwm Taf Regional Partnership Board. The Western Bay Regional Partnership was re-named as the West Glamorgan Regional Partnership in April 2019.
- 3.4 The other 5 Regional Partnerships are; Gwent (which includes Newport, Monmouthshire, Torfaen and Carephilly Councils), Cardiff and the Vale (which includes Cardiff and the Vale of Glamorgan Councils), West Wales (which includes Carmarthenshire, Ceredigion and Pembrokeshire

Councils), North Wales (which includes Wrexham, Flintshire, Denbighshire, Conwy, Gwynedd and Anglesey Councils) and Powys (which consists of Powys Council).

- 3.5 The key purpose of the West Glamorgan Regional Partnership is to provide a strategic mechanism for planning health and social care services. Local Authorities and Health Boards have retained the responsibility for the delivery of social care and health services within their localities. The West Glamorgan Regional Partnership Board is not an autonomous decision making body and therefore any decisions arising from the Board require Cabinet and Health Board endorsement. Each of the constituent Local Authorities have their own internal scrutiny processes to reflect organisational individual accountability. Currently there are no joint scrutiny arrangements.
- 3.6 The West Glamorgan Regional Partnership Board consists of Local Authority Leaders, the Chairman of the Health Board, Cabinet Member Portfolio holders, Chief Executives of the Local Authorities and the Chief Executive of the Health Board, Directors of Social Services, the Director of Strategy for the Health Board and representatives from the Third Sector, Carers, Providers and Service Users. The Board is charged with discharging the duties of the Social Services and Well Being Act (Wales (2014), agreeing regional priorities, identifying areas for collaboration and integration and removing barriers to partnership working
- 3.7 The Regional Partnership Board is supported by a West Glamorgan Regional Leadership Group which includes the Chief Executives of the Local Authorities and the Health Board, Directors of Social Services, the Director of Strategy for the Health Board, the Programme Director and Programme Co-ordinator. The remit of the group is to provide strategic direction and leadership, to endorse the programme objectives at Executive level and to review, challenge and ratify business plans and proposals.
- 3.8 The West Glamorgan Regional Partnership Programme Team is led by a Programme Director who works under the direction of the West Glamorgan Executive Board. The Western Bay Programme is a large and complex programme and following a review the programme now focusses solely on the delivery of strategic transformation across health and social care. The priorities of the programme include the development of community services that support older people to stay well at home, safely reducing looked after children numbers, improving mental health support and improving outcomes for individuals with a learning disability.
- 3.9 Every project and workstream within the programme has a strategic lead which helps drive the change at both a strategic and political level. The Regional Programme supports collaborative working between statutory partners and the third and independent sectors. A Regional Citizens' Panel was established in February 2016 which aimed to provide

citizens of the region with a greater awareness of and involvement in the Partnership's activities.

3.10 The governance arrangements of West Glamorgan Regional Partnership are varied to meet need due to the size and scale of the programme and its constituent projects and work streams. The whole programme is directed by the Regional Partnership Board, supported by adults, childrens and integrated transformation boards.

3.11 The key aims of the West Glamorgan Regional Health and Social Care Programme are to;

- promote prevention and wellbeing from a citizen centred perspective, that will support and strengthen both the care delivered and the health and wellbeing benefits to the people within the area;
- integrate services more effectively for the benefit of service users and carers;
- focus on the person through an approach committed to personalisation, independence, social inclusion and choice;
- fulfil a shared responsibility so that adults and children at risk of harm within the area are safeguarded against all forms of abuse by working together to keep adults and children safe and to promote their welfare;
- make service improvements, to avoid service costs increasing and to ensure services are sustainable for the future, in the face of growing demand and the current financial climate;
- recognise that incremental changes to existing models of care will not be sufficient and that a bolder approach is needed to bring about innovative models that are appropriate to the needs of the population.

3.12 The West Glamorgan Regional Area Plan outlines how the Partnership Board will meet the health and social care needs of people across the region. It is based on the Western Bay Population Assessment and focuses on priorities for regional and integrated working.

3.13 Overall, the Partnership has a good track record of delivery, reducing costs and improving outcomes. An independent evaluation of Intermediate Care Services (part of the Community Services programme) undertaken by Cordis Bright in 2017, concluded that the new model and approach has resulted in a significant reduction in the number of unplanned hospital admissions of people aged 65yrs + in the region. Combined with the more effective use of home care packages and home care placements, it has been estimated that the model and approach has saved around £4.9 million. Similarly, it has been estimated that the Commissioning for Complex Needs Programme has also realised savings in the region of £3.9 million, whilst also supporting people to live more independently and

achieve their personal well-being goals. The Programme was awarded the All Wales Continuous Improvement Annual Awards under the categories of “Best Local Government Initiative” and “Achieving a Common Purpose”. Good progress has also been made in relation to the development of a new Integrated Autism Service (IAS) which aims to support autistic adults and the parents/carers of autistic children, young people and adults within the West Glamorgan Regional Partnership.

- 3.14 Progress has also been made in relation to the development of partnership agreements and pooled fund arrangements. Partnership agreements (Section 33) has been developed for Intermediate Care Services and a pooled fund for care homes.
- 3.15 Other benefits accrued by the Partnership have included economies of scale through joint commissioning, the sharing of good practice, networking and workforce development. Collaborative working and the pooling of resources has enabled greater capacity, consistency and improved quality. A regional framework and set of quality standards for care home provision has been developed and is used by care providers for quality assurance.
- 3.16 Although the Partnership has made good progress, the reconfiguration of Health Board Boundaries and the requirement to deliver against the recommendations of the Parliamentary Review into Health and Social Care in Wales are key challenges for the Partnership.
- 3.17 An independent evaluation of the Western Bay Programme (Cordis Bright 2017), concluded that the overall vision and its aspirations were clear but suggested that more clarity was needed on the model of the partnership working to ensure that the regional partnership board could clearly drive strategic priorities across the new region.

#### **4. Swansea Bay City Deal**

- 4.1 The Swansea Bay City Deal represents a £1.3 billion investment in the regional economy and includes Swansea, Carmarthenshire, Neath Port Talbot Council and Pembrokeshire Councils. It has been estimated that the Swansea Bay City Deal will create over 10,000 high quality jobs in the region over the next 15 years. The City Deal consists of 11 transformational projects which subject to business case approvals, will be funded by the UK Government, the Welsh Government, the public sector and the private sector. It is envisaged that the City Deal will transform the City Region into a centre of excellence for the application of digital technologies, life science and well-being, energy and advanced manufacturing. City Deal funding is made up of £241 million from the UK and Welsh Governments, £396 million from other public sector funding, and £637 million from the private sector.
- 4.2 City Deal projects include a City and Waterfront Digital District in Swansea, the ‘Yr Egin’ creative sector hub in Carmarthen, Life Science

and Well-being Campuses, a Centre of Excellence in Next Generation Services, a Steel Science centre, a Factory of the Future development, a Life Science and Well-being Village, and Pembroke Dock Marine, which will include an off-shore testing area for marine energy technologies. A Homes as Power Stations project is also planned across the region and a Skills and Talent Initiative which aims to give local people a pathway to access the well-paid employment opportunities the City Deal will create.

- 4.3 Working alongside the UK Government, the Welsh Government and internet service providers, a regional Digital Infrastructure project will lead to high-quality, full fibre public and private digital services in urban areas. Internet coverage in rural areas will also be considerably improved, and work is taking place alongside mobile operators to enable early, in-region access to future technology, including 5G. It is anticipated that the City Deal will also close the economic gap between the Swansea Bay City Region and other more affluent parts of the UK, helping act as a catalyst for further investment and jobs.
- 4.4 The Swansea Bay City Deal is being led by Carmarthenshire Council, Swansea Council, Neath Port Talbot Council and Pembrokeshire Council - together with the Abertawe Bro Morgannwg and Hywel Dda University Health Boards, Swansea University, the University of Wales Trinity Saint David, and private sector partners. The Swansea Bay City Deal is overseen by a Joint Committee. The role of the Joint Committee is to develop and implement appropriate governance structures for City Deal projects, planning and agreeing the City Deal's strategy and delivery, and managing the performance of the City Deal programme.
- 4.5 Membership of the Joint Committee is made up of the Leaders and Chief Executives of the 4 Councils, the Chairman of the City Deal's Economic Strategy Board, and senior representatives of Swansea University, the University of Wales Trinity Saint David, Abertawe Bro Morgannwg University Health Board, and Hywel Dda University Health Board.
- 4.6 An Economic Strategy Board has been established to provide strategic direction for the City Deal and strategic advice to the Joint Committee on matters relating to the Swansea Bay City Region. Its functions are to oversee the production of the Joint Committee implementation plan, monitor progress of City Deal delivery, oversee the production of business cases and put forward recommendations to the Joint Committee for approval.
- 4.7 Membership of the Economic Strategy Board is made up from representatives of the private sector who are experts in energy, life sciences, skills, manufacturing, housing and business, along with the Leaders and Chief Executive of all 4 Councils.
- 4.8 A Joint Scrutiny Committee has been established to scrutinise the Swansea Bay City Deal. Its functions are to scrutinise the City Deal,

consider whether the City Deal is operating in accordance to the Joint Committee Agreement, to monitor progress and make recommendations. The Joint Scrutiny Committee is made up of 12 members in total – 3 each from the 4 Councils. Membership does not include Executive Members.

- 4.9 A Programme Board has been established to prepare recommendations for the overall City Deal programme, to oversee performance and project delivery, advise on the strategic direction of the Economic Strategy Board and work on a regional basis to improve public services, especially in the areas of economic development, housing, regeneration, transport, planning and strategic land use. The Programme Board consists of the Chief Executives from all four regional councils and co-opted representatives from Swansea University, the University of Wales Trinity Saint David, Hywel Dda University Health Board, and Abertawe Bro Morgannwg Health Board.
- 4.10 Carmarthenshire County Council is currently the Accountable Body responsible for discharging the Councils' obligations in relation to the Swansea Bay City Deal in accordance with the Joint Committee Agreement. A Regional Office has been established in Carmarthenshire and reports directly to the Accountable Officer and the Joint Committee. It is responsible for co-ordination, support and the day to day management of the Swansea Bay City Deal. Its functions include; liaison with UK and Welsh Governments and policy advisors, support for all governance structures and liaison and engagement with government funding bodies and programmes and with the universities and health boards.
- 4.11 The priorities of the Swansea Bay City Deal during 2018/19 included;
- the approval of a Joint Committee Agreement by the UK Government, the Welsh Government and all 4 Councils. This legal agreement establishes the key governance structures for the City Deal, including the Joint Committee, the Economic Strategy Board and Joint Scrutiny Committee. It also commits the 4 Councils to work together over the 15 years of the City Deal;
  - the establishment of a formalised Joint Committee and the appointment of members for the City Deal's Joint Scrutiny Committee;
  - the appointment of a Chair for the City Deal's Economic Strategy Board and the appointment of members for the City Deal's Economic Strategy Board from the private sector;
  - the establishment of regular meetings for the City Deal's Joint Committee, Joint Scrutiny Committee, Economic Strategy Board and Programme Board;
  - the submission of detailed project business cases for consideration by the UK Government and Welsh Government.

- 4.12 Good progress has been made in relation to the development of governance structure. The City Deal's Joint Committee Agreement has been agreed all 4 Councils and both the Welsh and UK Governments. The City Deal's Joint Committee, Economic Strategy Board, Joint Scrutiny Committee and Programme Board have also been established.
- 4.13 A number of project business cases to the UK Government and Welsh Government have also been submitted for consideration/approval, including the City and Waterfront Digital District in Swansea, and the 'Yr Egin' development in Carmarthen. An implementation plan has also been submitted to both Governments for approval, setting out the high level activities that support the delivery of the Swansea Bay City Deal including project details, milestones for the programme, indicative project timelines, risks and interdependencies. An application for funding under the UK Government's Local Full Fibre Network's was also been submitted, (aiming to complement the overall digital ambitions of the City Deal) and an expression of interest under the ESF Institutional Capacity priority as part of its commitment to deliver service reforms that will see a number of strategic functions delivered at a regional level.
- 4.14 Other progress made includes the opening of Canolfan S4C Yr Egin phase one at the University of Wales Trinity Saint David campus in Carmarthen, planning approval for the digital indoor arena and digital square elements of the City and Waterfront Digital District in Swansea. Vortex IoT has been announced as the Factory of the Future project's first company partner and the City Deal is being included as part of the Welsh Baccalaureate in Carmarthenshire schools. Construction work is also underway in Neath on a housing development that will help inform the detail of the regional Homes as Power Stations (HaPS) project and the first HaPS retrofit scheme has commenced in Craig Cefn Parc, Swansea.
- 4.15 Notwithstanding the positive progress during the year, one of the most significant challenges currently faced by the City Deal was the issues that arose with Swansea University and their involvement in one of the projects, delta lakes. This resulted in reviews into the project concerned and one by the UK and Welsh Governments' into the overall programme and governance arrangements. In addition the joint committee also commissioned an internal audit review of governance, which was aligned with the Governments' review.
- 4.16 The reviews were presented to the Joint Committee on the 28<sup>th</sup> March who accepted the recommendations and will develop appropriate actions to implement. One key recommendation was the need to urgently approve two projects, Yr Egin and Waterfront Digital District, and the final version of these were formally approved by the joint committee on the 28<sup>th</sup> March
- 4.17 Notwithstanding this positive progress attention is drawn to the length of time it is taking both the Welsh Government and UK Government to

approve business cases and release funding resulting in Councils proceeding to date at financial risk. This will be negated by the approval of the specific Business cases referred to above but this has led other partners to highlight these concerns in relation to their own projects

- 4.18 The outcome and acceptance of the recommendations of the reviews carried out by Welsh and UK Government, and the internal review should allow some stability to be brought back into the process allowing first tranche of business cases - including Yr Egin and the Swansea City and Waterfront Digital District - to be approved towards the start of the 2019/2020 financial year.

## **5. Conclusions**

- 5.1 This report provides an overview of the regional working undertaken by ERW, West Glamorgan Regional Partnership and the Swansea Bay City Deal. It provides an insight into the history, context, structure, governance, progress made, challenges and opportunities of each collaboration. Although the report identifies that good progress has been made (albeit at different rates), the report also identifies a number of challenges for each of the regional collaborations. Some of the challenges are significant and outside the direct control of the Council, nevertheless regional working is a key factor in ensuring the public services are fit for purpose, sustainable and deliver good outcomes for citizens. Moreover, it is a vital factor in realising the opportunities for and transformation of the region and improving the economic prosperity, health and well being of the region.

## **6. Equality and Engagement Implications**

- 6.1 There are no direct equality and engagement implications

## **7.0 Financial Implications**

- 7.1 There are no financial implications associated with this report.

## **8.0 Legal Implications**

- 8.1 There are no legal implications associated with this report.

**Background Papers:** None

**Appendices:** Appendix 1 - Governance Structures