

# DINAS A SIR ABERTAWE

## HYSBYSIAD O GYFARFOD

Fe'ch gwahoddir i gyfarfod

## Y CABINET

**Lleoliad:** Siambr y Cyngor, Neuadd y Ddinas, Abertawe

**Dyddiad:** Dydd Iau, 16 Mawrth 2017

**Amser:** 3.00 pm

**Cadeirydd:** Cyngorydd Rob Stewart

### Aelodaeth:

Cynghorwyr: M C Child, W Evans, R Francis-Davies, J E C Harris, D H Hopkins, A S Lewis, C E Lloyd, J A Raynor a/ac C Richards

Mae croeso i chi ddefnyddio'r Gymraeg. Os dymunwch ddefnyddio'r Gymraeg, rhowch wybod i ni erbyn canol dydd ar y diwrnod gwaith cyn y cyfarfod.

## AGENDA

Rhif y Dudalen.

- 1. Ymddiheuriadau am absenoldeb.**
- 2. Datgeliadau o fuddiannau personol a rhagfarnol.**  
[www.abertawe.gov.uk/DatgeliadauBuddiannau](http://www.abertawe.gov.uk/DatgeliadauBuddiannau)
- 3. Cofnodion.** **1 - 6**  
Cymeradwyo a llofnodi, fel cofnod cywir, gofnodion y cyfarfod(ydd) blaenorol
- 4. Adroddiad(au) Arweinydd y Cyngor.**
- 5. Cwestiynau gan y cyhoedd.**  
Rhaid i'r cwestiynau ymwneud â materion ar ran agored agenda'r cyfarfod, ac ymdrinnir â hwy o fewn 10 munud.
- 6. Hawl i holi cynghorwyr.**
- 7. Adborth craffu cyn penderfynu - Adfywio Canol Dinas Abertawe - Strategaeth Cyflwyno ac Ariannu. (Ilafar)**
- 8. Adfywio Canol Dinas Abertawe - Strategaeth Cyflwyno ac Ariannu.** **7 - 15**
- 9. Adborth craffu cyn penderfynu - Cyfleoedd Datblygu Sgwar a**

## **Mannau Cyhoeddus y Castell(Ilafar)**

- |  |                  |
|--|------------------|
| <b>10. Cyfleoedd Datblygu Sgwar a Mannau Cyhoeddus y Castell.</b>  | <b>16 - 40</b>   |
| <b>11. Adborth craffu cyn penderfynu - Adolygiad Comisiynu Gwasanaethau Cymorth i Deuluoedd - Adroddiad Gwerthuso Opsiynau (Porth 2) ar gyfer Clwstwr Plant dan 11 oed yr Adolygiad Comisiynu.</b> |                  |
| <b>12. Adolygiad Comisiynu Gwasanaethau Cymorth i Deuluoedd - Adroddiad Gwerthuso Opsiynau (Porth 2) ar gyfer Clwstwr Plant dan 11 oed yr Adolygiad Comisiynu.</b>                                 | <b>41 - 90</b>   |
| <b>13. Adborth craffu cyn penderfynu - Adolygiad Comisiynu Gwasanaethau Cymorth i Deuluoedd - Adroddiad Arfarnu Opsiynau (Porth 2) ar gyfer clwstwr plant dros 11 oed yr Adolygiad Comisiynu.</b>  |                  |
| <b>14. Adolygiad Comisiynu Gwasanaethau Cymorth i Deuluoedd - Adroddiad Arfarnu Opsiynau (Porth 2) ar gyfer clwstwr plant dros 11 oed yr Adolygiad Comisiynu.</b>                                  | <b>91 - 212</b>  |
| <b>15. Adroddiad Monitro Perfformiad Chwarter 3 2016-17.</b>   | <b>213 - 254</b> |
| <b>16. Datganiad Lles 2017/18</b>  | <b>255 - 287</b> |
| <b>17. Cam Nesaf - Derbyn Grant o Gronfa Gymdeithasol Ewrop.</b>   | <b>288 - 393</b> |
| <b>18. Cynllun treialu gofal plant am ddim ar gyfer plant 3- 4 oed</b>   | <b>394 - 400</b> |
| <b>19. Cronfa Gyffredinol Tai (CGT) Rhaglen Grant Cyfleusterau i'r Anabl a Gwella 2016/17.</b>   | <b>401 - 405</b> |
| <b>20. Adolygiad Costau Blynyddol (Ar Gyfer 2017/18) - Y Gwasanaethau Cymdeithasol.</b>  | <b>406 - 419</b> |
| <b>21. Adroddiad ar Fframwaith Egwyddorion Atal Bae'r Gorllewin a'r Strategaeth Atal ar gyfer Abertawe.</b>  | <b>420 - 461</b> |
| <b>22. Dyraniad Cyfalaf i Asedau Isadeiledd Priffyrdd 2017-2018</b>  | <b>462 - 466</b> |
| <b>23. Adroddiad Cynnal Cyfalaf 2017/2018.</b>   | <b>467 - 474</b> |
| <b>24. Penodiadau Llywodraethwyr yr Awdurdod Lleol.</b>  | <b>475 - 476</b> |
| <b>25. Ymchwiliad Craffu Trechu Tlodi.</b>   | <b>477 - 504</b> |
| <b>26. Strategaeth Trechu Tlodi Ddiwygiedig ar gyfer Abertawe</b>  | <b>505 - 540</b> |
| <b>27. FPR7 - Prosiect Isadeiledd Fford y Brenin.</b>  |                  |
| <b>28. Gwahardd y cyhoedd:</b>   | <b>541 - 544</b> |
| <b>29. Caffael eiddo er mwyn hwyluso adfywio canol y ddinas</b>  | <b>545 - 553</b> |

30. Diwygiad FPR7 - Rhaglen Lleoedd Llewyrchus Llawn Addewid,  
Canol Dinas Abertawe.

554 - 565

Cyfarfod Nesaf: Dydd Iau, 20 Ebrill 2017 ar 2.00 pm



Huw Evans

Pennaeth Gwasanaethau Democrataidd

Dydd Mawrth, 7 Mawrth 2017

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Cyswllt: Gwasanaethau Democrataidd - Ffon: (01792) 636923

# Agenda Item 3.

## CITY AND COUNTY OF SWANSEA

### MINUTES OF THE CABINET

HELD AT COUNCIL CHAMBER, GUILDHALL, SWANSEA ON  
THURSDAY, 16 FEBRUARY 2017 AT 4.00 PM

**PRESENT:** Councillor R C Stewart (Chair) Presided

**Councillor(s)**

M C Child  
J E C Harris  
C Richards

**Councillor(s)**

W Evans  
A S Lewis

**Councillor(s)**

R Francis-Davies  
C E Lloyd

**Apologies for Absence**

Councillor(s): D H Hopkins and J A Raynor

142. **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) Councillors C Richards and R C Stewart declared a Personal Interest in Minute 153 "Local Authority Governor Appointments";
- 2) Councillors A S Lewis and C E Lloyd declared a Personal and Prejudicial Interest in 153 "Local Authority Governor Appointments" and withdrew from the meeting prior to its consideration.

143. **MINUTES.**

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

- 1) Cabinet held on 19 January 2017;
- 2) Special Cabinet held on 26 January 2017.

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

The Leader made no announcements.

145. **PUBLIC QUESTION TIME.**

No questions were asked.

146. **COUNCILLORS' QUESTION TIME.**

No questions were asked.

147. **PRE-DECISION SCRUTINY FEEDBACK - DOMESTIC ABUSE CLUSTER OF THE COMMISSIONING REVIEW. (VERBAL)**

Councillor P R Hood-Williams presented the feedback from the pre decision scrutiny.

148. **CITY & COUNTY OF SWANSEA OPTIONS APPRAISAL FOR THE FUTURE DELIVERY OF DOMESTIC ABUSE SERVICES COVERED IN THE SCOPE OF THE FAMILY SUPPORT COMMISSIONING REVIEW.**

The Cabinet Member for Services for Children and Young People submitted a report which outlined the process, findings and set out New Models of Delivery for the Domestic Abuse Cluster of the Family Support Commissioning Review.

**RESOLVED** that:

- 1) The preferred option (2) as outlined in section 3 of the report as a measure to improve performance, make the service more robust, and make efficiencies, is appropriate to take forward for implementation.

149. **SWANSEA BAY CITY DEAL.**

The Leader of the Council submitted a report which sought delegated authority for he and the Chief Executive to sign an in principle agreement on a Swansea Bay City Deal.

**RESOLVED** that:

- 1) The Leader of the Council and Chief Executive be delegated authority to sign an in principle City Deal agreement on the basis described within the report;
- 2) Officers be requested to bring a further full report to Cabinet and Council on any definitive commitments following the Local Government Elections in May 2017 should the City Deal agreement be signed in principle.

150. **CABINET MEMBER RESPONSE TO CAMHS SCRUTINY INQUIRY PANEL REPORT.**

The Cabinet Member for Services for Children and Young People submitted a report which outlined a response to the scrutiny recommendations and to present an action plan for agreement.

**RESOLVED** that:

- 1) The response as outlined within the report and related action plan be agreed.

151. **UNIFIED COMMUNICATIONS (TELEPHONY).**

The Cabinet Member for Transformation and Performance submitted a report which recommended the way forward on unified communications including partnership working with Abertawe Bro Morgannwg University Health Board (ABMU).

**RESOLVED** that:

- 1) The Authority collaborates with ABMU by joining their highly resilient telephony platform;
- 2) The Authority transforms the way that staff work by reducing the number of desk phones and reducing telephony costs;
- 3) New technologies such as Skype for Business be introduced.

152. **FAMILY SUPPORT SERVICES COMMISSIONING REVIEW – FOCUSING ON CHILDREN WITH ADDITIONAL NEEDS AND DISABILITIES.**

The Cabinet Member for Services for Children and Young People and the Cabinet Member for Wellbeing and Healthy City submitted a report which presented the proposed options for changes to services available to Children with Additional Needs and Disabilities which have been identified through the wider commissioning process of the Family Support Services Commissioning Review.

**RESOLVED** that:

- 1) Public consultation on the options presented in the report be approved.

153. **LOCAL AUTHORITY GOVERNOR APPOINTMENTS.**

The Cabinet Member for Education presented a report which sought approval of the nominations submitted to fill Local Authority (LA) Governor vacancies on School Governing Bodies.

**RESOLVED** that:

- 1) The following nominations be approved as recommended by the LA Governor Appointments Panel:

1)	Blaenymaes Primary School	Cllr June Burtonshaw
2)	Craig Cefn Parc Primary School	Mr Paul Ellement
3)	Gorseinon Primary School	Mrs Kelly Roberts
4)	Knelston Primary School	Mrs Kathryn David
5)	Llangyfelach Primary School	Mrs Glynis Griffiths
6)	Morryston Primary School	Cllr Andrea Lewis
7)	Newton Primary School	Mr David Cottle
8)	Oystermouth Primary School	Mr Stephen Williams
9)	Pentrechwyth Primary School	Cllr Mandy Evans
10)	St Thomas Primary School	Cllr Clive Lloyd

11)	Townhill Primary School	Cllr Cyril Anderson
12)	Trallwn Primary School	Ms Sara Cook
13)	Birchgrove Comprehensive School	Mr Peter Eglitis
14)	Ysgol Gyfun Gŵyr	Mrs Susan Rodaway
15)	Ysgol Pen y Bryn	Mr Raymond Brown
16)	Ysgol Pen y Bryn	Mr Edward Pitt

154. **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)**

155. **DISPOSAL OF SITE 16, CLASE ROAD, ENTERPRISE PARK, SWANSEA.**

The Cabinet Member for Transformation and Performance submitted a report which sought consideration of options for the disposal of Site 16, Clase Road, Enterprise Park, Swansea.

**RESOLVED** that the recommendation(s) as set out in the report be approved.

The meeting ended at 4.38 pm

**CHAIR**

**Published: 16 February 2017**

# CITY AND COUNTY OF SWANSEA

## MINUTES OF THE CABINET

HELD AT COUNCIL CHAMBER, GUILDHALL, SWANSEA ON  
THURSDAY, 23 FEBRUARY 2017 AT 4.00 PM

**PRESENT:** Councillor R C Stewart (Chair) Presided

**Councillor(s)**

M C Child  
J E C Harris  
C E Lloyd

**Councillor(s)**

W Evans  
D H Hopkins  
J A Raynor

**Councillor(s)**

R Francis-Davies  
A S Lewis  
C Richards

**Apologies for Absence**

None

156. **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) Councillors R Francis-Davies, C Richards and R C Stewart declared a Personal and Prejudicial Interest in 160 "Liberty Stadium" and withdrew from the meeting prior to its consideration.

157. **PUBLIC QUESTION TIME.**

A number of questions were asked by members of the public. The relevant Cabinet Member responded accordingly. Those questions requiring a written response are listed below:

- 1) Tony Beddow asked the Leader of the Council questions in relation to Minute 160 "Liberty Stadium".
  - a) *"The report notes that the current arrangements are not best value. Can the Leader of the Council confirm that no Officer or Councillor now in a position to influence negotiations was involved in the poor value 2006 deal?"*

The Leader of the Council stated that a written response would be provided.

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

The Leader made no announcements.

159. **COUNCILLORS' QUESTION TIME.**

No questions were asked.



160. **LIBERTY STADIUM.**

The Transformation and Performance Cabinet Member submitted a report which sought authority for Officers to enter into detailed negotiations with regard to a revised lease agreement for the Liberty Stadium.

**RESOLVED** that:

- 1) Officers be authorised to commence negotiations and report back with agreed terms;
- 2) If terms can be agreed, a further report to Cabinet will be required for authorisation.

The meeting ended at 4.16 pm

**CHAIR**

**Published: 24 February 2017**

# Agenda Item 8.

## Report of the Cabinet Member for Enterprise, Development and Regeneration

Cabinet - 16 March 2017

### SWANSEA CITY CENTRE REGENERATION - DELIVERY AND FUNDING STRATEGY

<b>Purpose:</b>	To seek Cabinet agreement to proceed to the next stages of City Centre regeneration and confirm funding in accordance with Financial Procedures Rules.
<b>Policy Framework:</b>	Swansea Local Development Plan: Deposit Plan, Swansea Unitary Development Plan (2008), Swansea Central Area Regeneration Framework (2016) Corporate Priority Creating a Vibrant and Viable City and Economy
<b>Consultation:</b>	Finance, Legal, Commercial Services, Corporate Building and Property Services, Access to Services
<b>Recommendation(s):</b>	It is recommended that Cabinet: <ol style="list-style-type: none"><li>1. Approves the financial implications as outlined within the report</li><li>2. Funds an overarching economic regeneration assessment to underpin any decisions to invest in the capital delivery of projects including a skills assessment to underpin delivery.</li><li>3. Authorises officers to approach WG to request that Swansea City Centre is designated TIF area.</li><li>4. The necessary annual capital and revenue funding required to enable delivery of the projects is agreed.</li><li>5. That Cabinet note the interdependencies for other aligned schemes being developed for Castle Square and the Kingsway Infrastructure</li></ol>
<b>Report Author:</b>	Huw Mowbray
<b>Finance Officer:</b>	Ben Smith
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Sherill Hopkins

## 1. Introduction

One of the Council's main Corporate Priorities is to create a vibrant and viable City & Economy. Despite this ambition, Swansea City Centre has been in decline over recent years. The Javelin VENUESCORE ranking shows that in 2016, Swansea was the second biggest faller in the top 100 towns after Wolverhampton. In the surrounding areas of Cardiff, Newport and Carmarthen, the offer has significantly improved. The impact of a new scheme is demonstrated clearly in Newport, climbing 59 places as a consequence of Friars Walk opening.

However, Swansea has a major opportunity with an identified £158m trading gap that could be clawed back through successful regeneration. Swansea also has a clear plan through the adopted Swansea City Area Regeneration Framework (SCARF) to address regeneration across the city Centre.

Due to economic and viability issues the private sector will not invest in major City Centre projects in Swansea at this time and stage of their development. So simply doing nothing is not an option as Swansea's decline will inevitably continue.

The Swansea Bay City Region has progressed a City Deal bid to Welsh and UK governments. The proposals put forward by Swansea aims to facilitate the growth of higher value activities particularly in Tech businesses to increase footfall in line with the recommendations of SCARF. This builds on the city's two universities and embryonic technology capability within the City. The CCS project objectives are: -

- a. To create 100,000 sq. ft. of offices at Kingsway – Digital Village.
- b. An arena, hotel and public realm at Swansea Central - Digital Sq.

This deal is in the process of being finalised with both UK and Welsh Governments and a decision is expected by the time of cabinet. The Council will need separately to consider future match funding is in place to progress the bid once the second stage of the City deal is agreed. This will be subject to further reports as and when the specific business cases are developed and agreed with the respective governments.

It should be noted that whilst the Council has the ability to borrow money, there are a number of competing priorities including the 21<sup>st</sup> Century Schools programme. If the Council is to borrow for projects then there must be prioritisation, and risks must be managed in line with the Council's fiduciary duty.

There is now a short window of opportunity to deliver projects within the current economic cycle. Given the absence of a private sector lead unless the council acts quickly there is a clear risk that the projects will miss the economic cycle and fail. In order to ensure projects are given the best possible chance of being delivered then resources must be focused on the priorities.

As council has already endorsed the agreement to the City Deal then work to develop the priority areas and aligned City Centre development must continue to maintain progress.

As such this paper sets out the priorities both for City Deal “work up” and also the aligned schemes that logically must proceed in tandem to ensure appropriate interconnectivity across the City Regeneration programme.

## **2.0 Regeneration Schemes**

The sections below set out the regeneration schemes, their current position, aims and next steps for delivery.

**Swansea Central** - A mixed use scheme currently comprising a cinema, 20 retail units, 8-10 restaurants, a university library and learning facility, Multi-Story Car Park (MSCP) and residential, all North of Oystermouth Road and linked by a wide land bridge to the South side which includes a 3-3500 capacity indoor arena, approximately 500 car parking spaces, a hotel and parkland connections to the Civic Centre site.

### **Aims**

- To improve the current City Centre offer.
- To generate economic benefits including creating new jobs and prosperity.
- To attract new retailers and shoppers back to the city to capture leakage.
- Create a first class environment to attract occupiers and visitors.
- Improve the city to benefit future generations.

### **Progress to date**

- Cabinet appointed Rivington Land, ACME as development managers.
- Scheme options have been considered and plans drawn up.
- Full consultant team now appointed.
- Preparation of marketing material
- Discussions held with occupiers.
- Draft outline planning consent published.
- Consultation with affected stakeholders undertaken.
- Arena feasibility study completed.
- Arena OJEU procurement process for operator underway.
- Discussions with University for a new library/student learning facility underway.
- Consideration of potential funding sources.

### **Next steps**

- Submit outline planning consent.
- Undertake detailed design
- Secure agreements with key occupiers
- Appoint Arena operator.
- Market hotel opportunity

**Kingsway** – There are two critical parts to this project:-

Firstly, to develop the infrastructure and “public realm” to simplify the road network, create a vibrant and green public realm to provide the environment where people want to live and work and therefore stimulate development. This is subject to a separate report following public consultation.

Secondly, to build 100,000 sq. ft. of offices at the former Oceana site together with a new pedestrian link between Kingsway and Oxford Street.

### **Aim**

- To create modern efficient offices to fill a gap in city center provision and generate additional footfall in the City.
- Provide grow on space for small business, in particular for the Tech industries.
- To retain graduates and promote future business start-ups.
- Stimulate private sector investment and development on the Kingsway.

### **Progress to date**

- Acquired Oceana and demolition to be completed in March.
- Masterplan for offices prepared to RIBA stage 2.
- Acquired additional properties in accordance with the overall strategy.
- Detailed designs for Kingsway highway improvements undertaken.
- First phase of roadworks at Westway completed.
- Bid made to ERDF for £4m towards £10m highway scheme.

### **Next steps**

- Undertake final land assembly.
- Undertake detailed building design.
- Submit planning application.
- Once there is commitment to build then progress discussions with occupiers.
- A separate Cabinet report on Highway improvement works.

**Civic Centre Site** - A seafront site with a masterplan to create 500 homes, a tourist attraction for 300,000 visitor's p.a. with 6-8 restaurants around a new public square for events all set in an attractive public realm, new seafront promenade with access to the beach and car parking.

### **Aims**

- Deliver the council's policy of linking the city to the sea.
- Create a waterfront destination.
- Create a public square on the waterfront.
- New tourist attraction.
- Provide a range of housing to support city living.

### **Progress to date**

- Cabinet appointed Trebor Developments and their team as development manager.
- Discussions with the University for a Hydro Hub and research facility as a tourist attraction.
- Detailed work on relocation of council offices undertaken which would create a vacant site.
- Flood Consequences Assessment (FCA) in progress.
- WG approached to provide Civic relocation design and planning costs.

### **Next steps**

- Consider recommendations of the FCA and cost of works in order to mitigate flood risk.
- Once FCA requirement identified agree the timing for the Civic relocation.
- Consider phasing options of the scheme that accord with the timescales for relocation.
- Finalise scheme design and secure a planning consent to facilitate relocation of the Civic Centre when funding is available.

### **3.0 Progressing Delivery**

In order to progress the projects the Council needs to fund additional work up costs to take the current schemes to the point where a construction contract can be tendered and the council can decide whether it wishes to fund and deliver the projects, or alternatively, advertises for a funder/developer to deliver the scheme with the Council providing gap funding, if necessary. The risks and financial rewards of each option will be analysed and included in future reports.

**Swansea Central** – It is envisaged that this will be delivered in three phases, firstly the LC car park site for an arena, MSCP and hotel (part funded by the potential City Deal). Secondly, the southern part of St Mary's car park for university and leisure facilities, and thirdly, the Northern area of the site for retail and leisure.

The arena as the first phase will be an anchor for the City Centre. The council has already commenced an OJEU process aiming to secure a preferred operator by May 2017. The construction cost of the arena will only be established once the operator requirements are finalized at the end of the procurement process.

As the Swansea Central project has progressed the scheme has increased in size and consequently the overall work up costs have increased.

**Kingsway Offices (located at former Oceana site)** - As indicated above the next crucial stage is to develop the scheme with detailed design and planning permission

**Civic Centre and Office Relocation** - The initial findings of the Flood Consequences Assessment indicates additional work is required on flood mitigation to define the degree of flood protection work and potential design of the scheme required to meet NRA requirements. In addition, work is required to secure a detailed design and planning consent for a new Civic Centre in order to progress its relocation and provide a vacant Civic Centre site for future development. The funding requirement of £1.3m for progressing the Civic relocation to detailed planning consent is being sought from WG although in the meantime an allocation of £200k is sought to complete the flood mitigation work and detailed feasibility on the site post relocation of the Civic Centre to the City Centre.

### **3.1 Economic Benefits**

There are potentially significant economic benefits to the city in delivering the schemes which includes additional GVA, creating prosperity, new quality jobs, spend in the local economy and growth. In addition the skills required in the local economy to deliver these schemes need to be identified. This will also be raised through the SERP.

An arena will not be delivered by the private sector as it does not create an income stream to fund the construction cost however the economic benefits generated for the local authority area is significant. Hull council recently contracted to build a 3500 capacity arena due to the significant economic benefits it generates for the Hull economy.

Independent detailed analysis is required to quantify the benefits to the city. The cost of such analysis for the arena, Swansea Central and Kingsway would be in the order of £50K. The commission should also provide further independent advice as to how the Council can maximise the impact of its investment to further its Corporate Priorities, including poverty reduction.

#### 4.0. Cost of next stage of works.

The table below sets out the anticipated additional work and budgets required to deliver the next stages.

Project	Additional Work Required	£
Swansea Central	Design and professional fees to pre-tender based on current scheme with university building and larger arena.  *Preparing the construction tender and associated professional fees up to start on site will be in addition.	£6,575,000
Kingsway Offices	Detailed Design & planning	£850,000
Civic Centre Relocation	Feasibility and flood mitigation assessment	£200,000
Economic benefit analysis	Undertake analysis on St David's, Arena, and Kingsway	£50,000
Delivery Strategy	Prepare a delivery Strategy for the projects which considers the best use of public resources and the potential for private sector investment.	Within existing budget
Contingency		£250,000
Total		£7,925,000

\*For Swansea Central whether the Council bears the costs of construction tendering will depend on the agreed delivery model to be progressed. This will need to be the subject of a further cabinet report.

In looking at delivery models and the need for capital borrowing, consideration must be given to the level of capital commitment required by the council to deliver its corporate priorities including for example the 21<sup>st</sup> Century Schools programme. An overall programme will need to be agreed and financial implications and risks identified.

#### 4.1 Kingsway Infrastructure and Castle Square

Due to the advanced progress of the Kingsway infrastructure works and the fact that there is a need to report on the public consultation a separate FPR report will be presented to cabinet. In addition, due to the requirement to formally report back on the public consultation on Castle Square a separate report seeking way forward is also due to be submitted to cabinet to coincide with this report.

### 5. Grant /External Funding

The original requirement for £6.2m of work up costs for Swansea Central was requested from WG. Further discussion with WG has confirmed that Welsh Government have linked this to the City Deal and a formal response is expected shortly.

The Council has submitted funding bids to Welsh and UK government for City Deal funding. The details of the overall financial impact on the council will need to be worked up as part of the final city deal proposal once endorsed by both UK and Welsh Governments. At this stage authorisation is only being sought to move the next stage of the process with subsequent reports to cabinet required once the business cases are agreed.

### 6. Taxation Incremental Funding

If Swansea City Centre was designated a Taxation Incremental Funding (TIF) area the council could keep the Business Rates from any new build properties for a 20 year period to support works. This is being done in Scotland and England and is widespread in North America. This could help finance borrowing costs for the city center schemes by delivering revenue stream and in order to do so the Council should approach Welsh Government for a Swansea City Centre TIF.

The Kingsway and Swansea Central schemes alone would generate in the order of £1.2m in rates per annum. Initial discussions have taken place with WG who are considering the request but cabinet authorisation is being sought to formalize the request from the council

### 7. Summary and Conclusions

In order to maintain momentum the Council needs to fund the next stage of works as set out in this report.

Provided the council has the appetite to commit to these works, and based on progress to date, the advice from its external industry experts, Rivington Land and Cushman



Wakefield is that with adequate funding in place these projects are entirely deliverable and therefore any expenditure should not be abortive although ultimately this is always a risk.

However, it has already been accepted that doing nothing is not an option and if further work is not undertaken the projects will not proceed and Swansea will continue to decline. Marketing has previously shown that there is no appetite to deliver these schemes in the private sector without the projects being de-risked. To ensure Swansea City Centre regeneration progresses, only the Council can unlock these schemes.

It is hoped that an announcement on the City Deal will be forthcoming in March after which a five case business model will be required which will take 6-9 months. During this time the work set out in this report can be progressed and if City Deal funding is released the Council will be ready to start on site with the City Deal projects.

Once the council has undertaken the recommended work to de-risk the schemes then viability will be known and the Council can consider what delivery strategy to follow. It can continue to fund the schemes itself or if that is considered too much of a risk then the Council could consider making the scheme viable by providing any necessary gap funding for the private sector to take the schemes forward. Therefore the council may not need to raise all of the capital funding required. However, that can only be ascertained nearer the time.

Decisions on committing to capital funding will need to be considered in a further cabinet report once this initial programme of work, including delivery models, have been prepared.

## **8. Legal Implications**

Any procurement for works or services, including professional services necessary to deliver these schemes must comply with the Council's Contract Procedure Rules and European procurement legislation as appropriate.

Any offers of grant funding are likely to contain terms and conditions which are legally binding on the Council. The Council will need to ensure that the conditions are reasonable and that it is able to comply with the same.

## **9. Financial Implications**

The financial implications are embedded within the body of the report but the key facts are that to move the schemes listed within the report to the next stage a total capital budget of £7.925m is required. This is partly offset but the offer from Welsh Government of an interest free loan of £6.2m as previous confirmed so the additional required is £1.725m. This would be additional unsupported borrowing and in anticipation of upfront additional costs to develop large scale capital programmes additional capital financing provision has been built into the 2017-18 Revenue Budget.

There is a risk that if the schemes do not progress or add to the underlying value of assets that the costs become abortive and would need to be written off to revenue.

In addition the council needs to embed the revenue resources to deliver these projects of £450k for each of the 3 years to avoid the need to seek budget during each budget cycle.

## **10. Equality and Engagement Implications**

Full EIA reports are underway for both the Swansea Central Scheme and Kingsway with guidance from the Access to Services Team. The documents will continue to be informed by feedback from public consultation and scheme progress. Other project elements will also be subject to the EIA process as early as possible in their development.

**Background Papers:**       None.

**Appendices:**               None.

# Agenda Item 10.

## Report of the Cabinet Member for Enterprise, Development and Regeneration

Cabinet - 16 March 2017

### CASTLE SQUARE DEVELOPMENT AND PUBLIC REALM OPPORTUNITIES

<b>Purpose:</b>	To present a context and an appraisal of options to support the enhancement and potential development opportunity within part of Castle Square, and to report back on the representations which were received following the publication of a formal Public Open Space Notice.
<b>Policy Framework:</b>	Swansea Local Development Plan: Deposit Plan (2016), Swansea Unitary Development Plan (2008), Swansea Central Area Regeneration Framework (2016)
<b>Consultation:</b>	Access to Services, Finance, Legal, Highways and Transportation, Corporate Building and Property Services, Culture and Tourism, City Centre Management, Planning
<b>Recommendation(s):</b>	It is recommended that:  1) Cabinet considers this report that summarises the key responses following the Public Open Space Notice 2) Cabinet support the preparation of an options appraisal and brief for the site in alignment with the wider City Centre development and report back to Cabinet prior to any site marketing.
<b>Report Author:</b>	Gail Evans
<b>Finance Officer:</b>	Ben Smith
<b>Legal Officer:</b>	Wendy Parkin
<b>Access to Services Officer:</b>	Phil Couch

#### 1. Introduction

- 1.1 A report was presented to Cabinet on 16th June 2016 which sought authority to consider the scope for partial redevelopment opportunities within Castle Square and the enhancement of its public realm.

- 1.2 The report was responding directly to a speculative approach by a developer with an idea for the enhancement and the partial development of the area for a restaurant/café or kiosk use. In order to facilitate any future proposals for bringing forward such a scheme, a formal Public Open Space notice was published in the press, along with a press release and notices on site and at the Civic Centre at the end of July and during August 2016. It is important to highlight that the notice referred to disposal by way of a long leasehold interest rather than to present any proposal for the wholesale selling off of the Square.
- 1.3 This report back to Members has two overall objectives, firstly to highlight the further appraisal work which has been undertaken which sets a context for bringing forward appropriate proposals for Castle Square, and secondly to set out the main themes emerging from the representations received to the publication of the formal Public Open Space notice in order that Cabinet can consider them in order to comply with the statutory legislation governing the notice. The report concludes by setting out a suggested way forward with regard to the incorporation of key themes and options within a development and marketing brief.

## **2.0 Context for Partial Development and Enhancement**

### **2.1 Planning policy and supporting information**

The following policies are relevant consideration to future partial development and enhancement of the Square which are outlined further in the attached document Appendix A which accompanies this report,

- **Swansea Central Area Regeneration Framework (2016)** This indicates how consideration should be given to enhancing and refreshing the Square, and reconfiguring it to allow it to better integrate adjacent areas such as the space around the Castle and Princess Way. It is suggested that it is an opportunity to fundamentally change the environment of the Square to one which is more useable, supports activity and interest and responds positively to the setting of the Castle.
- **Swansea Unitary Development Plan (2008)**- Policies EV1 Design, Policy EV4 Public Realm, Policy EV5 Art in the Environment Policy EV6 Historic Environment, Policy CC5 Creating an attractive environment.
- **Swansea Local Development Plan: Deposit Plan (2016)** specific reference is made to the potential for the enhancement and reconfiguration of the Square and highlights how Place Making is a cornerstone of the national planning agenda and sustainable development objectives.
- An **Open Space Assessment Report** was presented to Cabinet in January 2017 provides a framework for well-located sport, recreation and leisure facilities which has directly informed the preparation of the Swansea Local Development Deposit Plan.

### **3.0 Appraisal of Issues and Opportunities**

- 3.1 An Appraisal has been undertaken to provide an evidence base of key themes, issues and opportunities for bringing forward new proposals for the partial development and enhancement of Castle Square. The Appraisal is

also incorporated within Appendix A. A summary of key themes that are in that Appraisal are outlined below:

- **Movement-** Castle Square is a nodal space within the Central Area which plays an important role in linking various complementary areas. The space is crossed by pedestrian routes through the space, includes areas that are not useable and is surrounded by busy traffic routes. A significant level difference of approximately 4m falls east to west across the Square also constrains accessibility through the space. Any potential new development of restaurant units/ kiosks must not block these pedestrian routes and the adaptation of the space should improve the provision for pedestrians.
- **Activity and uses-** Castle Square is Swansea's Civic Space, and it is the focal point for events, celebrations and protests. Day to day, the space is used for informal sitting, especially south facing amphitheatre steps and low walls and benches are also well used for informal sitting and for watching the large TV screen. However, the space has limited appeal to families and young children and whilst the fountain adds animation it is segregated from the public realm and appears dated.
- **Greening-**Castle Square contains 22 trees which provide visual softening and a sense of enclosure to the large space. These trees have now matured to the extent that they are blocking key views and would benefit from selective removal and crown raising. Also, large areas of Castle Square consist of lawned grass areas but the Square gives the general perception of being largely hard paved space rather than one which is 'green' space. This is because the grassed areas are elevated above the ground level and surrounded by low walls. Therefore, the grass areas are rarely used because they are not very visible nor accessible.
- **Heritage-** Castle Square falls predominantly within the Wind Street Conservation Area which includes a number of listed buildings, and at the heart of what was the medieval City, immediately adjacent to the historic landmark Swansea Castle, which is a grade 1 listed building and ancient monument.
- **Active frontages-** Castle Square is the largest public space within the City Centre at 85m x 100m. It is broken down into a central space separated from movement routes on all sides by planting areas, level changes and roads. As a result there is no 'active frontage' or surveillance directly onto Castle Square. This means that the space often feels lacking in activity when there are actually a number of vibrant uses including cafes/ pubs and restaurants located around the edges of the Square on Princess Way, Temple Street and Caer Street.
- **Integration and Connectivity of St. Marys Square and Castle Square**  
There should be consideration for enhancing the space between Castle Square and St Mary's Square. At present they are separated by highways infrastructure, and a clutter of street items. St. Marys will have a prominent new interface with the St. David's development (now known as Swansea Central) immediately to the south with both St Marys and Castle Square playing a pivotal role as part of the City's North South Green artery. Both spaces need to work together as the centre of gravity in the central area changes and these spaces become a more prominent part of the centre with higher footfall.

#### 4.0 Summary of Responses to the Public Open Space Notice

Following the formal publication of a Public Open Space Notice, as required under section 123(2A) of the Local Government Act (1972), forty seven representations were received. The range of concerns and issues are summarised below, and set out in more detail in Appendix B.

4.1 **Disposal of Public Open Space**-The majority of responses (44) raised objections to the idea of the disposal of public open space. Concerns included, the implications of any private ownership for future use and access by members of the public. The Square is viewed as an essential element in the fabric of the City which should remain in public control and for public use and enjoyment for a range of uses and events.

4.2 **Responses and Comments:** A range of other comments were also received which are highlighted briefly in the sections below and in Appendix B:

- **Maintenance**-Twenty one respondents expressed concerns over the future maintenance of the Square, with many noting a need to upgrade/refurbish and introduce more greening of the space, with suggestions for improved street furniture and opportunity for shelter. Some acknowledged the financial constraints that have been imposed on the Council that could affect its ability to properly maintain the Square, and there were concerns over future maintenance if the responsibility was in private hands.
- **Heritage and character**-17 of the responses referred to heritage or historical links relating to Castle Square, as a memorial place and having regard to its links with Swansea Castle and Swansea's Medieval and Norman history.
- **Commercial and Events Uses** 12 people did not want to see restaurants developed on the Square, either because this would conflict with public access at the current level or because they believed existing vacant buildings within the city centre should be used if there is a need. A further 11 respondents highlighted the importance of the Square as a place for social gatherings/events.
- **Planning Policy**-Respondents highlighted the absence of any references to adopted planning policy and Swansea Central Area Regeneration Framework (2016), which is now clearly identified in this report and would be incorporated in any future development and marketing documentation. It was also suggested that "pavilion" style restaurants would not work in this location, that connectivity to elsewhere in the city centre must be maintained and possible impact on the strategic priority of developing the Swansea Central Area scheme.

#### 5.0 Way Forward

5.1 Subject to Member agreement to progress this opportunity the next course of action should be to prepare a Brief for the Square. In the light of the key themes raised through the Appraisal study and having regard to the scope of issues and comments raised through the consultation exercise, a range of key objectives for the Brief are set out below:

- There is an opportunity to introduce an element of commercial activity into

the Square in the form of restaurant pavilions/ food kiosks with external seating to significantly increase the feeling of vitality, safety and security. The type and quantum of uses should complement the emerging Swansea Central Scheme.

- Overall design must be high quality that complements the city and its setting, heritage and links to the surrounding area.
- The space needs to work as a destination year round, and be practical for events, commercial seasonal and cultural opportunities.
- Any proposal should not result in the net loss of useable public open space, and selective thinning and new planting should ensure that there is no net loss of trees.
- More positive use needs to be made of areas of grass which are currently slightly elevated, and not accessible or well used.

5.2 To achieve the above objectives, the appraisal work undertaken to date, would suggest that the optimum potential locations for any partial development opportunity in the Square would be a footprint of 200sqm at the following locations:

1. Within the unused areas of Castle Square occupied by some trees which are adjacent to Temple Street.
2. Within areas of Castle Square which are currently landscaped to grass adjacent to Princess Way.
3. this could be via a split level site along a similar line of the original gardens and 'covered areas'.

There may also be further opportunities to consider the development of two or three kiosk sites within the space, and these potential opportunities are also evaluated in the Appraisal document appended to this report.

5.3 Consideration is given to the scheme being delivered as part of the wider City centre regeneration and the intention for the council to retain ownership and control of the Square. In any event a future Development and Marketing Brief needs to set out the options summarised above and also to also consider the following:

- To clarify the role of the council and/or any development partner in delivering the development, in terms of the management of space and events, and consider the scope of any long lease provisions.
- It is anticipated that any residual value of the land arising from its redevelopment will need to finance part of the public realm element of the scheme. There are potentially public sector funding sources that may assist with the delivery of the wider public realm element of the development which need to be explored further.
- To support the delivery of the wider scheme of public realm enhancement part of the rental income will need to be ring fenced for management maintenance and events.
- An overall principle of retaining public access and contributing to a "greener City centre.

## **6.0 Equality and Engagement Implications**

6.1 Should Cabinet decide to proceed with redevelopment or refurbishment of Castle Square a full Equality Impact Assessment will be required. The EIA will be carried out with guidance from the Access to Services Team and will include, and be informed by, feedback from a wide public consultation on any proposal.

## **7.0 Financial Implications**

7.1 None at this stage. Full financial implications and delivery options will need to be further developed to inform the Development and Marketing Brief.

## **8.0 Legal Implications**

8.1 Separate legal advice will be required regarding the future disposal of any land at Castle Square, and as public open space, procedures have been followed under the provisions of Section 123(2A) of the Local Government Act 1972. A copy of the notice plan and description are set out in Appendix C.

8.2 The Council has a legal obligation under Section 123 of the Local Government Act 1972 and under its own constitution that it shall not dispose of land for a consideration less than the best that can be reasonably obtained. Therefore, as required by the Council's constitution, any disposal whether by way of freehold sale or grant of a lease exceeding a term of 7 years, the land will need to be marketed or, if there is a special purchaser then the Interim Director of Place will need to certify compliance with those provisions accordingly.

8.3 It is recommended by the Head of Legal that before the land is considered for disposal that consideration be given as to any contractual obligations the Council may have in respect of the "Big Screen" facility. Consideration may also need to be given in terms of whether a formal appropriation under s.122 of the Local Government Act 1972 is required should the Council wish to use the Square itself for anything other than Public Open Space.

**Background Papers:** None

**Appendices:**

<b>Appendix A</b>	Castle Square - Appraisal
<b>Appendix B</b>	Schedule of Consultation Responses
<b>Appendix C</b>	Public Open Space Notice, Plan and description





**Castle Square Swansea  
Appraisal  
January 2017**

# Introduction

This report was prepared to explore the scope to alter Castle Square in order to make it a more attractive and vibrant space at the heart of Swansea. The brief was to:

- Explore scope to adapt the existing Castle Square public realm in encourage increased use, fun and relaxation (not complete redesign)
- Investigate scope to accommodate restaurant units and pitches for food kiosk to introduce activity within the space.

This will inform future potential grant funding bids for the public realm works and a selection brief for potential restaurant developers .

This report provides an analysis of the space and exploration of precedents which forms a robust framework for the proposals.

Note that this report does not benefit from topographical survey or service information.



*“We want Castle Square to be a bustling, visually attractive, green and relaxing place where people can meet friends or visitors, have a meal or enjoy a top quality public event.”*

(Leader of Swansea Castle)

*“Cultures and climates differ all over the world, but people are the same. They’ll gather in public if you give them a good place to do it “*

(Jan Gehl)



# Policy Context

## Swansea Central Area Regeneration Framework (2016)

The Framework was adopted by City and County of Swansea in February 2016. This indicates how consideration should be given to enhancing and refreshing the Square, and reconfiguring it to allow it to better integrate adjacent areas such as the space around the Castle and Princess Way.



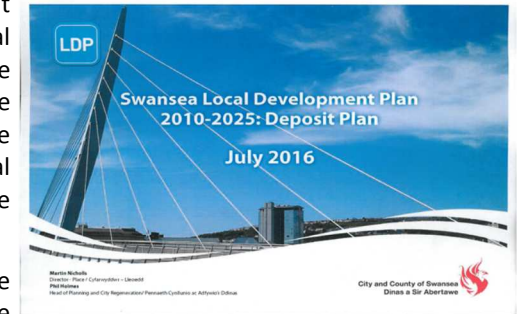
It recognises that there is an opportunity to fundamentally change the environment of the Square to one which is more useable, supports activity and interest and responds positively to the setting of the Castle. As part of the Vision for the Central Area the creation of a 'Green Artery' and Green Infrastructure are key themes. The Framework highlights the importance of creating a network of high quality spaces forming 'stepping stones' that link together existing and proposed areas of activity.

## Swansea Unitary Development Plan (2008)

**Policies EV1 Design**, indicates that new development shall accord with a range of specified objectives of good design, **Policy EV3 Accessibility** –sets out requirements for meeting criteria relating to access for all, high quality public realm for a range of users, **Policy EV4 Public Realm** where development impacts on the public realm designs should ensure that schemes integrate with areas to produce spaces and sequences that result in quality townscape and building frontages that actively engage with the public, are of a human scale and provide effective surveillance resulting in spaces that are 'people friendly', and provide attractive detail through the use of high quality durable materials **Policy EV5 Art** requires the provision of public works of art or other features to enhance the identity and interest of major new development or refurbishment schemes will be supported. **Policy EV6** seeks to protect, preserve and enhance Scheduled Ancient Monuments and their settings, **Policy CC5**– The design of all new development schemes will be required to make a positive contribution to enhancing the City centre's environment. A programme of improvements will be implemented and where appropriate developer contributions will be sought.

## Swansea Local Development Plan: Deposit Plan (2016)

The Swansea Local Development Deposit Plan (LDP) Policy SD J: Swansea Central Area makes specific reference also to the enhancement and reconfiguration of the Square. The LDP also highlights how Place Making is a cornerstone of the national planning agenda and sustainable development objectives.



Policy PS2 is of relevance to the consideration of future options for the Square and states that development must enhance the quality of places, and respond positively to aspects of local context and character that contribute towards a sense of place. The policy also highlights how the design, layout and orientation of spaces, must provide for an attractive, legible and safe environment and ensure no significant adverse impacts would be caused to people's amenity.

The City and County of Swansea Open Space Assessment Report was presented to Cabinet in January 2017 and provides a framework for well located sport, recreation and leisure facilities. The outputs from this Assessment has directly informed the preparation of the Swansea Local Development Deposit Plan policies by identifying specific surpluses or deficiencies in open space provision. The study concludes that in areas of limited open space, the creation of new open space is encouraged and that existing spaces are retained and improved where possible. As an area of public realm, the Square fulfils an important role in the City Centre for incidental amenity and potentially activity, events, recreation and play.

# Movement

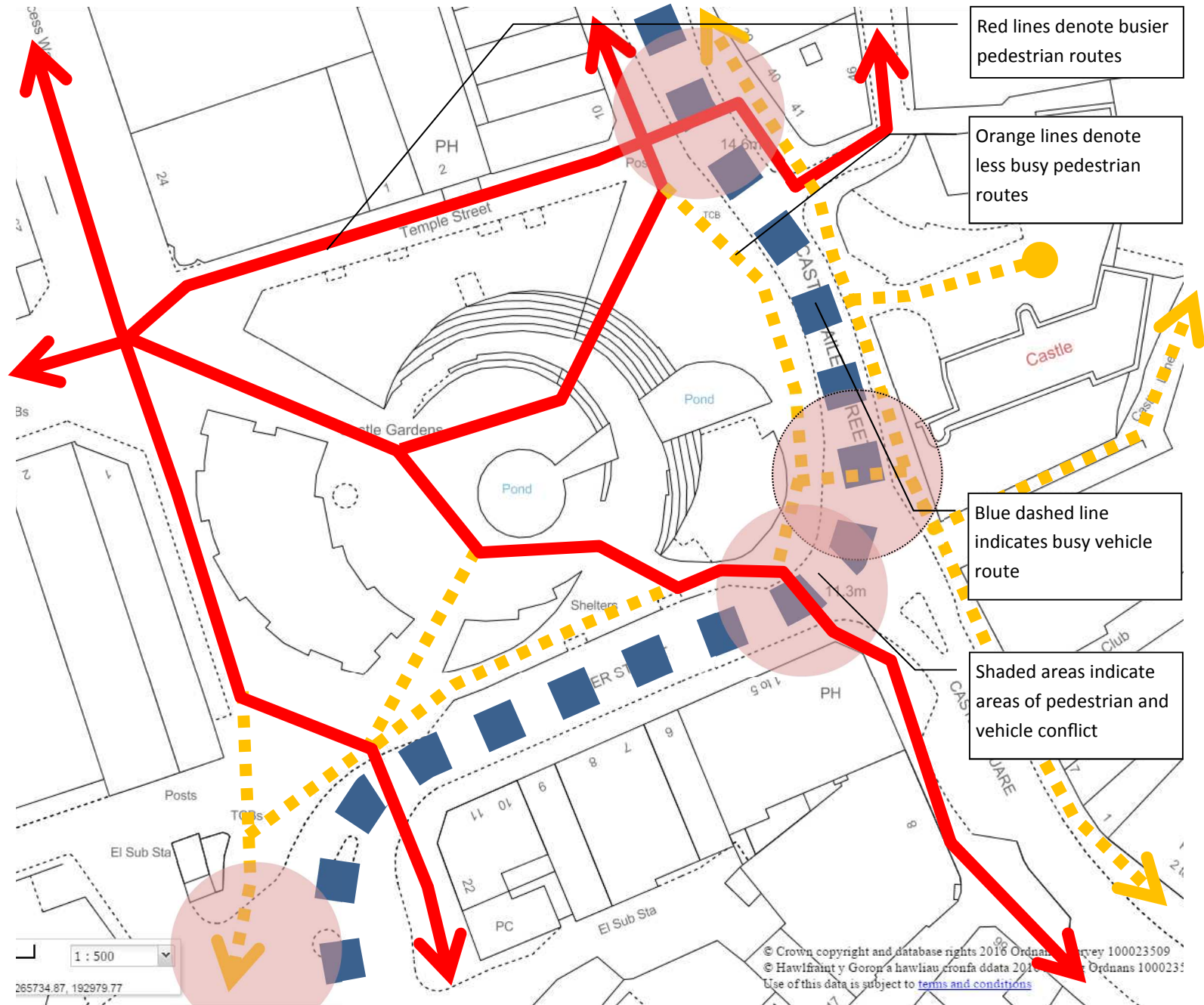
Castle Square is a nodal space within the Central Area that performs an important linking function for pedestrians. There is a level difference of approximately 4m falling east to west which limits access for some through the space.

The southern and eastern sides of the space (Caer Street and Castle Bailey Street) are busy route for vehicles with up to 1 bus every 5 minutes heading north.

The plan opposite shows the pedestrian routes through the space, the approximate intensity of the pedestrian movement and the barriers to movement. It is clear that the current design of the space does not cater for unobstructed pedestrian movement and the integration beyond the space is poor in areas. The busy vehicle routes sever Castle Square from Swansea Castle and separate the active frontage to the south on Caer Street from the main space.

The southern side of Castle Square also provides bus stops and evening taxi ranks.

**Any restaurant units/ kiosks must not block these pedestrian routes and the adaptation of the space should improve the provision for pedestrians.**



# Civic Space

Castle Square is Swansea's Civic Space; it is the focal point for events, celebrations and protests. It does not have a corresponding Civic Building but it does have a big screen which is a legacy of the 2012 London Olympics and this is used as the focal point for 'fan zone' events.

Day to day, the space is used for informal sitting especially south facing amphitheatre steps as indicated in the plan. The low walls are also well used for informal sitting. The 9 benches see a lesser level of use. The pie chart gives an indication of how Castle Square is used for sitting on a sunny dry afternoon (note that there is no sitting on the grass).

The space has limited appeal to families and young children. Whilst the fountain adds amination and background sound it is segregated from the public realm and appears dated.

**The space needs to work as a destination year round not just for events and this may require more intensive day to day management of the space for example to hire out deck chairs etc.**



# Greening

Castle Square contains 22 trees which provide visual softening and a sense of enclosure to the large space. Many of these trees pre-date the Castle Square scheme and are a remnant of the earlier Castle Gardens. These trees have now got to the stage that they are blocking key views and would benefit from selective removal and crown raising.

Approximately 1/3 of Castle Square is grass but it is considered by users to be a hard space not a 'green' space, because the grass is elevated above the ground level and enclosed by walls. Therefore the grass areas are very rarely used because they are not very visible nor accessible. People prefer to sit on the steps and walls rather than the grass.

A key change to alter the use and perception of Castle Square will be to provide grass areas at ground level that are accessible and allow for loose chairs for sitting on the grass.

**The potential restaurant pavilions could conflict with the existing trees, so the objective should be to maintain the greening though selective thinning and new planting should ensure no net loss of trees or useable greenspace.**



# Edges and active frontages

Castle Square is the largest public space within the in Swansea at 85m x 100m. It is of a similar scale to Leicester Square, London.

It is broken down into a central space separated from movement routes on all sides by planting areas, level changes and roads. As a result there is no 'active frontage' directly onto Castle Square. This means that the space often feels lacking activity when there are vibrant uses including cafes/ pubs and restaurants on the edges. Therefore there is a need/ opportunity to introduce commercial activity into the square in the form of restaurant pavilions/ food kiosks with external seating to significantly increase the feeling of vitality.

There are key views to the square along the approach streets especially Oxford Street and view from the square that give the location a distinct sense of place. These contextual views include the dramatic juxtaposition between the medieval Swansea Castle and the modern BT tower, plus the view to St Marys Square and the tower of the church which is being lost to over mature trees.



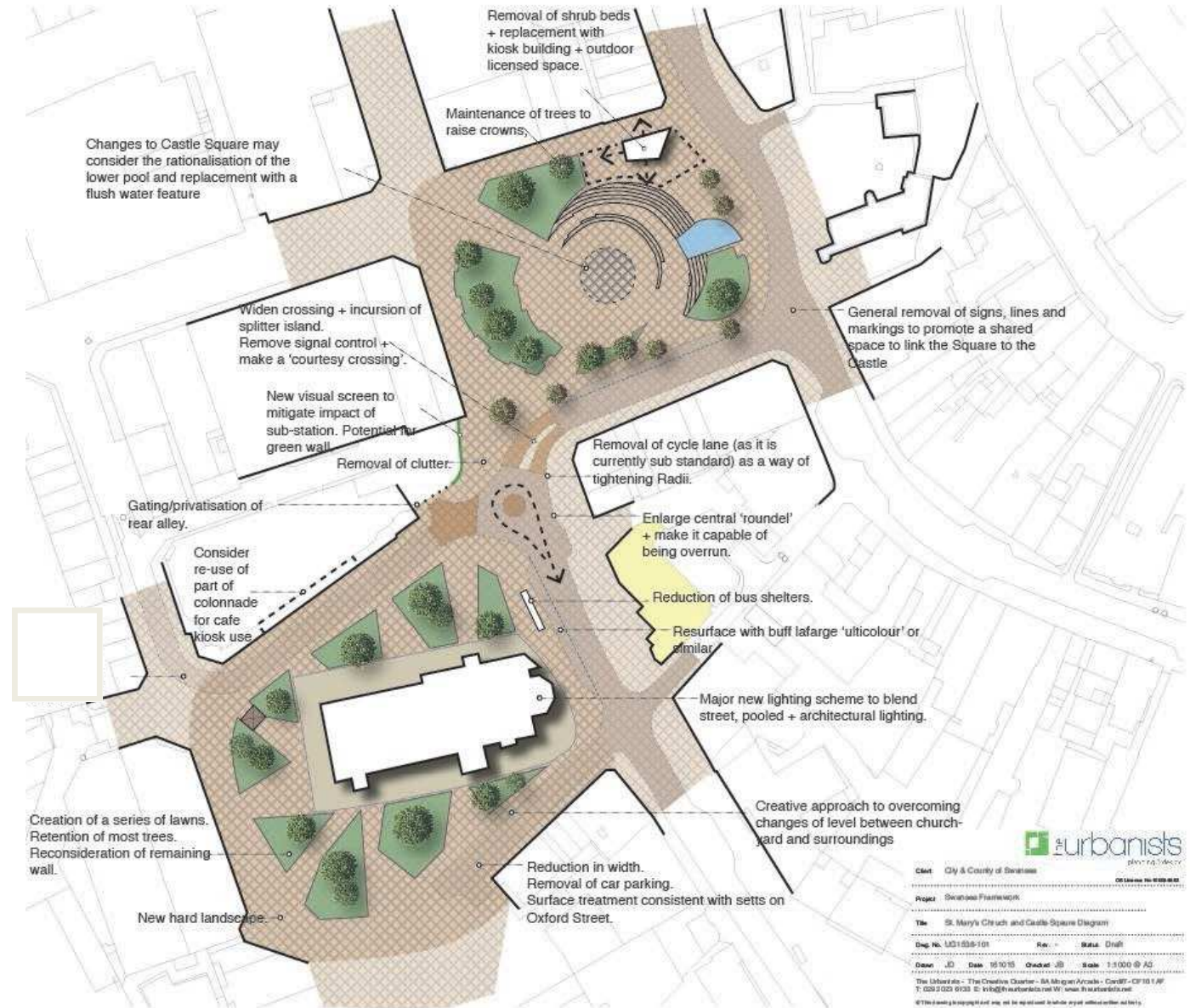
# Integration of Castle Square with St Mary's Square

Castle Square and St Marys Square are significant areas of public space in the City Centre ,but at present they are separated by highway infrastructure (important though it is), a lack of building frontage (the corner site of the electricity sub-station) and a general clutter of street items that have accumulated over time.

The recommended future roles of both spaces are better integrated , but to be successful both spaces need to work together in a manner which they do not at present. The area has a strategic infrastructure role, particularly for bus services, taxis and Blue Badge parking. However, these *movement* functions are compromising the *place* functions, particularly at the junction of Princess Way, St. Mary's Square and Caer Street.

To date, this compromise has been acceptable, because the role of the area has been to service Oxford Street, yet with the centre of gravity in Swansea changing, the environment between Castle Square and St. Mary's Square is going to become a much more prominent part of the City with higher footfall. For this reason the use and management of space should be adapted to place a higher priority on *place over movement*. If possible, some of the movement functions could be relocated, or at least more sensitively integrated.

Enhance the relationship between Castle Square and St.Mary's Square by: considering a more compact roundabout on Princess Way / Caer Street reducing street clutter screening the electricity sub-station .



**theurbanists**  
planning & design

Client: City & County of Swansea  
Project: Swansea Framework  
Title: St. Mary's Church and Castle Square Diagram  
Eng. No. UG1058-101 Rev. Status: Draft  
Date: 15/10/18 Checked: JB Scale: 1:5000 © AG  
The Urbanists - The Creative Quarter - 84 Morgan Arcade - Cardiff - CF10 1AF  
T: 029 2022 9138 E: info@theurbanists.co.uk www.theurbanists.co.uk



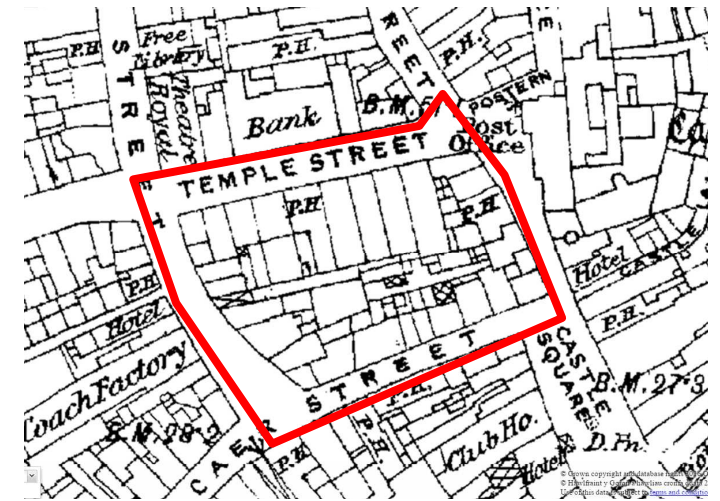
# Heritage

Castle Square falls predominantly within the Wind Street Conservation Area where the 'preserve or enhance' test prevails. It also forms the setting for Swansea Castle which is a grade I listed building and ancient monument.

However the space itself is modern and was first laid out in the post war period as Castle Gardens. Prior to WWII this area was an urban block of Victorian buildings bounded by streets.

Castle Square sits at the heart of the medieval city and a large part of the space lies within the castle courtyard but there is very little to celebrate this fact. The modern surfaces include various bands and shapes but none relate to the historic features.

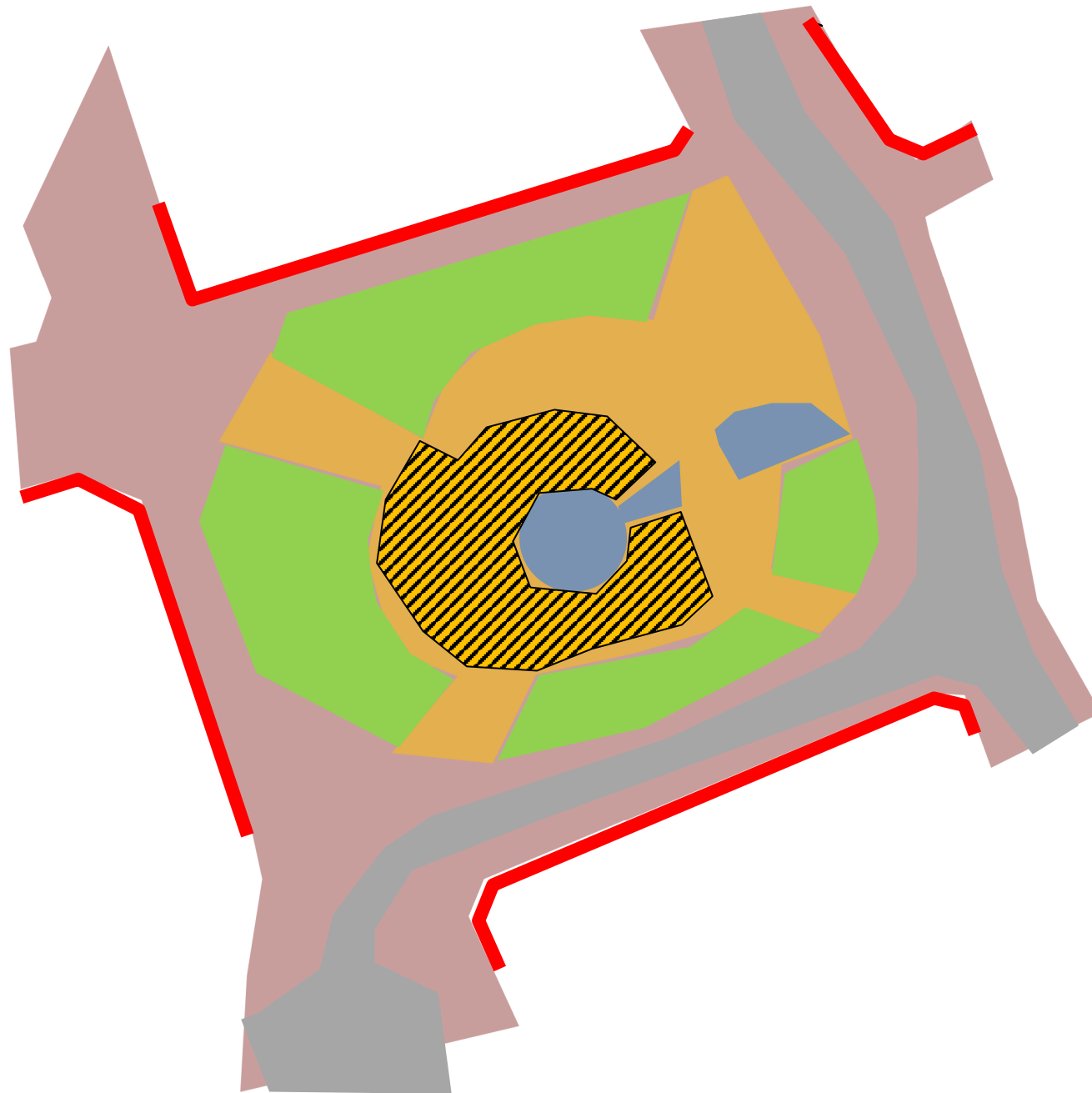
Therefore there is a significant quality test for any new development but this does not mean that traditional designs are required. In fact as a modern space, any new structures should be contemporary yet sensitive to the heritage and amendments to the surfaces can highlight and celebrate the lost castle walls.



# Castle Square summary of analysis

This simplified diagram of Castle Square demonstrates how the space is 'zoned' and the 'Civic' area is effectively an island disconnected from the active frontage edges. It also shows that the greenery area and events are a relatively minor elements of this key space. This contrasts with contemporary Civic Spaces such as Centenary Square in Bradford. Whilst this is clearly a larger space it is multi functional (as opposed to zoned) which means that the areas are larger and overlapping.

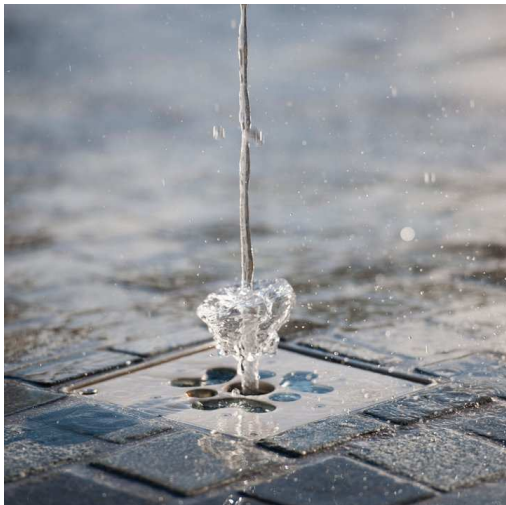
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# Precedents for jet fountains and shallow splash pools

Many cities including Nottingham, Bradford, Bristol, Manchester are designing focal water features as jets within very shallow dished areas as part of multi functional civic spaces.

This allows for play and events use of the space. When the jets are switched off the space is dry and effectively level. This approach with dished surface and water jets could be used to replace the lower pool with raised wall and fountains in Castle Square. It could attract more people to the space, would allow the pedestrian routes through the space to be unobstructed and would offer greater flexible space for events. This could be combined with a circular paving feature to maintain the focal point.



# Precedents for kiosk and grass for sitting

The brief requires space for at least one food kiosk of approximately 2.5m x 6.0m.

Currently there is a significant growth in street food as an event within the public realm. The street food kiosks can be a temporary public art feature and standard units should be resisted. Usually little or no internal seating at a food pitch and instead informal seating and bins are provided nearby. This creates activity within the space. The food pitch could be managed to rotate the vendors to provide a regular variety of food experiences.

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# Precedents for restaurant pavilions

Given the civic nature of the space and the constraints, it may be difficult to accommodate two units and many of the best examples (left) are smaller scale café pods. Therefore the restaurant pavilions should be bespoke to the space or perhaps one unit should be considered instead of two.

The opportunity is to create 'jewel' type pavilion structures that are sculptural features within the space. The challenge is to avoid 'back' elevations to pavilion buildings that are public on all sides.

Within Castle Square. Irrespective of the detailed design, there are a number of fundamental requirements for the restaurant units:

- Any new units should complement the civic use of the space in terms of public seating and events.
- Any new units should have 'active frontages' on all public elevations
- They should be of contemporary appearance and could be offered as a design competition
- They should include a terrace at ground floor level that is accessed through the restaurant, plus possibly space at first floor and roof terrace to minimise the footprint and add scale.



# Case Study: Sister Cities Park,

“Visitors to downtown Philadelphia should take notice of the new [Sister Cities Park](#) and cafe. Not only is it the perfect spot for a locally-sourced lunch in between touring the downtown museums, it's also a great spot for kids to play. The renovated park is managed by the [City Center District](#), whose goal for the park was to create a space for visitors, children, residents and business people to use”.

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# Case Study: Centenary Square, Bradford

The six-acre City Park in Bradford is the realisation of an ambition for a major tourist attraction and events space showpiece “park in the city” .

It is a significant space (similar in size to two football pitches) , and is neither a traditional green space nor a traditional city square, but combines elements of both. The centrepiece is the Mirror Pool Plaza designed to act as an interactive play resource and an events space.

The whole park has a circular orientation and the Mirror Pool provides a central focus. With the fountains or steam vents in action there is usually something to look at even on a cold day. On warm days the Mirror Pool is typically brimming with children, young people and parents splashing about amongst the fountains.

The management of the space borrows some ideas from Victorian public parks, particularly the presence of dedicated park keeping staff and the importance of ‘designing in’ natural surveillance to discourage unacceptable behaviour and foster self-regulation.

Like other large, central public spaces, City Park is often used as a place for individual or group meetings in a casual and informal context. The local authority has deliberately sought to hold events that would appeal to a broad audience and these are free to access.



APPENDIX B Response to Consultations

Response No.	Don't sell off	No more restaurants	Historical connections /Castle	Greening /Improving space/seating	Maintain public open space/Green space	Links to Wind Street, Princess Way etc.	Other ideas (Please see below for ideas)	Legal Challenge	Plaques	Fountain	Big screen	Nature of consultation /Legalities	Willing to hear more	Heritage	Local development plan	Castle square is not for sale group	Cabinet minutes	Social gathering/ Events
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2	*				*												*	
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36	*																	
37	*	*																
38	*			*										*				
39				*			*			*	*							
40	*		*		*						*							*
41	*				*													



42	*	*			*						*								
43	*				*														
44	*				*						*	*							
45	*		*										*						*
46	*																		*
47	*	*	*	*	*														
<b>TOTAL</b>	<b>44</b>	<b>12</b>	<b>13</b>	<b>15</b>	<b>21</b>	<b>1</b>	<b>7</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>5</b>	<b>2</b>	<b>5</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>21</b>		

Other Ideas –

1. Covering the square (example pics provided) /Current steps replaced with wooden bench type seating (amphitheatre effect)/fountains should go and replaced by a stage to host events or stalls/using the fountains on the periphery of the square.
3. Clear the square, flat with seating and hold dance nights, live groups, dance competitions, fancy dress, and charity events, helter skelter with mats.
14. Most of High Street being sold could make some profit – the open bottom shops under the gym, BHS, or Oceana,
21. Be friendly.
31. Put the floral clock back.
39. Tiered layers of grass (example included in the e mail).

Response No.	Do you like Castle Square?		Why do you use Castle Square?							What would you like to see there that would make you visit more?								Ideas	Adults/Children/Both	
	Yes	No	TV	Secure	Events	Walk through	Eat	Sit	Play	Food/Family Space	Greenery/Seating/Flowers	Cheap Kids Activities/Entertainment/Play Space/Sensory Play	Toilets	Events/Community Events	Fairground	Water Park/Safe Water to play in	Street Theatre			Music – Festivals – Live Music
1		*	*	*						*	*	*	*						I'm a celebrity food challenge	C
2														*	*	*				A
3		*				*					*	*					*			C
4		*	*							*	*	*		*						A
5		*										*		*				*	Themed for Xmas	A
6			*								*	*				*			Fold up Table and Chairs like Tenby-Weather Proof – Pop up water – Fat Yankees Burgers	C
7												*						*	All weather	C
8		*				*					*							*	All weather activities like Tenby/Band Stand/Sports Events	B
9		*								*	*								Under cover spaces	C
10		*					*			*		*					*		Pop up kitchens	A
11		*								*	*	*							Subway/football/rollercoaster/Darts Rugby	C
12											*									
13	*		*				*	*				*		*						A
14		*				*					*	*								B
15		*					*	*		*	*								Interactive Sculpture	B

																					for kids	
16	*	*			*					*	*	*	*								Put a slide in on the amphitheatre/getting nature in there/Higher Quality market	B
17		*								*											Water Stuff	A
18		*								*	*										Street in Somerset/Clarks Village	A
19		*						*		*											Parking	C
20	*							*		*												B
21	*	*	*					*	*	*		*				*					Play Tunnels	C
22		*								*											Projection onto the castle	C
23																					All weather space/ore of a holiday feel	A
24		*								*	*								*		Portable play space	C
25		*						*	*												Undercover play area/ Join to the town to improve travel	A
26	*																					C
27	*				*																Something a bit more child friendly	C
28	*		*																		Cleaner	C
29	*		*								*										Cleaner fountain/working fountain/kiosks	A
30	*		*								*										Good stalls	C
31		*	*					*		*									*		Music on the tv for teens between 6pm – 8pm with youth workers/food market/stalls	C

## **APPENDIX C**

### **CYNGOR DINAS A SIR ABERTAW THE COUNCIL OF THE CITY AND COUNTY OF SWANSEA**

#### **DEDDF LLYWODRAETH LEOL 1972 LOCAL GOVERNMENT ACT 1972**

#### **ADRAN 123 (1) (2A) (FEL Y'I DIWYGIWYD) SECTION 123 (1) (2A) (AS AMENDED)**

#### **HYSBYSIAD O WAREDU RHAN O FAN AGORED CYHOEDDUS NOTICE OF DISPOSAL OF A PUBLIC OPEN SPACE**

#### **SGWÂR Y CASTELL ABERTAW / CASTLE SQUARE SWANSEA**

Hysbysir trwy hyn fod Cyngor Dinas a Sir Abertawe yn bwriadu gwaredu tir sy'n rhan o fan agored cyhoeddus, sef Sgwâr y Castell, Abertawe, at ddiben datblygiad posib a gwella manau cyhoeddus.

Mae cynllun y tir i'w waredu, ynghyd â disgrifiad o gynigion y cyngor, ar gael i'w archwilio yn nerbynfa swyddfeydd Cyngor Dinas a Sir Abertawe, Canolfan Ddinesig, Heol Ystumllwynarth, Abertawe SA1 3SN.

Rhaid cyflwyno unrhyw wrthwynebiadau i'r gwaredu arfaethedig yn ysgrifenedig a'u hanfon at Tracey Meredith, Dirprwy Bennaeth Gwasanaethau Cyfreithiol a Democrataidd, Cyngor Dinas a Sir Abertawe, Canolfan Ddinesig, Heol Ystumllwynarth, Abertawe SA1 3SN gyda'r cyfeirnod WP/DVP-00218600 erbyn 18/08/2016 fan bellaf.

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Notice is hereby given that the Council of the City and County of Swansea intends to dispose of land forming a Public Open Space being Castle Square, Swansea for the purpose of potential development and public realm improvement.

A plan of the land proposed to be disposed of together with a description of the Council's proposals is available for inspection in the foyer of the offices of the Council of the City and County of Swansea, Civic Centre, Oystermouth Road, Swansea SA1 3SN.

Objections to the intended disposal must be made in writing and addressed to Tracey Meredith, Deputy Head of Legal & Democratic Services, The Council of the City and County of Swansea, Civic Centre, Oystermouth Road, Swansea SA1 3SN, under reference WP/DVP-00218600 by no later than 18/08/2016.

Dyddiedig y 28 diwrnod o Gorffennaf 2016      Dated the 28<sup>th</sup> day of July 2016

**TRACEY MEREDITH  
DIRPRWY BENNAETH Y GWASANAETHAU CYFREITHIOL A DEMOCRATAIDD  
DEPUTY HEAD OF LEGAL & DEMOCRATIC SERVICES  
CANOLFAN DDINESIG / CIVIC CENTRE  
ABERTAW / SWANSEA**

City and County of Swansea  
Dinas a Sir Abertawe



# Agenda Item 12.

## Report of the Cabinet Member for Services for Children and Young People

Cabinet – 16 March 2017

### FAMILY SUPPORT SERVICES COMMISSIONING REVIEW – OPTIONS APPRAISAL REPORT (GATEWAY 2) FOR THE UNDER 11'S CLUSTER OF THE COMMISSIONING REVIEW

<b>Purpose:</b>	The purpose of this Options Appraisal is to outline the process, findings and set out New Models of Delivery for the Under 11s Cluster of the Family Support Commissioning Review
<b>Policy Framework:</b>	Sustainable Swansea: Fit for the Future Social Services and Wellbeing (Wales) Act 2014 (SSWBA)
<b>Reason for Decision:</b>	Decision on the recommendations of the preferred option on the future delivery model for the Under 11s Cluster of the Family Support Commissioning Review based on fully informed and robust evidence.
<b>Consultation:</b>	Corporate Management Team Cabinet Members Legal, Finance and Access to Services. Child and Family Services, Poverty and Prevention and Education.
<b>Recommendation(s):</b>	It is recommended that:  1) That the preferred option (3) outlined in section 3 of this report as a measure to improve performance, make the service more robust, and make efficiencies, is appropriate to take forward to implementation.
<b>Report Author:</b>	Julie Thomas, Jane Whitmore
<b>Finance Officer:</b>	Chris Davies
<b>Legal Officer:</b>	Lucy Moore
<b>Access to Services Officer:</b>	Rhian Miller

## **1.0 Purpose & Summary**

- 1.1 This Review is of services supporting children and families of children under 11 where mental health, substance misuse or parenting difficulties have been identified and is a strand of the wider Family Support Commissioning Review. It is a cross-service review between Child & Family Social Services and Poverty & Prevention, but there are clear interdependencies with other service areas, principally with Education, Health and the Third Sector.
- 1.2 In July 2016, Members and the Corporate Management Team agreed Swansea's vision for the delivery of Family Support Services across the Continuum of Need in addition to the desired outcomes for service users.
- 1.3 This report is asking for approval to move forward with implementation of the recommendations.

## **2.0 Background**

- 2.1 Services for young children and their families are provided on a multi-agency basis City wide. It is necessary to understand the whole picture in order to ascertain what improvements could be made across the Continuum in terms of Family Support. It is not possible to solely focus on aspects of the system due to the broader interdependencies.
- 2.2 Currently Family Support provision for the Under 11s is organised via:
  - i) a set of Core Early Intervention Services within Poverty and Prevention with some of these services provided via an integrated model between the Council and the Health Board and other services commissioned and provided via the Third Sector and co-ordinated under the Families First Programme. Almost all of these services are funded entirely via external grants.
  - ii) A set of ring-fenced Family Support Services within Child and Family Services to meet the need of children whose needs require a statutory social work intervention. This includes the Integrated Family Support Service. Almost all of these services are funded entirely via the Council's core funding.
- 2.3 Most Early Intervention services falling under the umbrella of Family Support, for the purposes of this Review, are also critical in contributing to a number of other key agendas and priorities. This is reflected, to an extent, within the performance measures of the Services.
- 2.4 The journey to transform services on the Continuum of need commenced prior to the commissioning. Over the last few years considerable work has been undertaken on a multi-agency basis to develop and review the pathways of support for children and their families. This has included:

- A full scale review of commissioned services in relation to quality and fit
- On-going quality assurance cycles to monitor quality and influence early intervention service delivery.
- Exploration of good practice from other Local Authority areas in Wales and England which has been facilitated via the regular Welsh Government (WG) national meetings and learning sets.
- The Early Years audit and multi-agency Strategy, Action Plan and Governance.
- The close working with external academics to support practice and identify cutting edge evidenced new and emerging interventions drawn from the UK and internationally.
- The on-going planning and developments under the Family Support Continuum Board.
- Piloting new approaches as a result of the Continuum Board and building on approaches via the Prevention Fund i.e. the Family Well-being Team and the TAF in Schools.
- The development of detailed Business Cases under the Prevention Strategy for Speech and Language and Early Years and continued collaboration with the Health Board to drive these forward.

### **The Continuum of Need model for Children and their Families in Swansea**

- 2.5 The model of family support for children under 11s and their families in Swansea reflects the continuum dashboard which is used across our family support services. It should however be noted that some services are difficult to map in this way as they are targeted to a geographical area or a particular need.
- 2.6 An important consideration for this review is that services and approaches available are able to respond to the needs of the different ages and stages. A mapping exercise has been undertaken across the Continuum to reflect the services according to need and in relation to ages and stages. It also highlights identified service gaps. This can be found at Appendix C.
- 2.7 Further information on the Universal Core Pathway, Healthcare (including midwifery and health visiting) and workforce development can be found in the Gateway 2 Report
- 2.8 An important consideration for this review is that services and approaches available are able to respond to the needs of the different ages and stages. A mapping exercise has been undertaken across the Continuum to reflect the services according to need and in relation to ages and stages. It also highlights identified service gaps. This can be found at Appendix C.
- 2.9 As part of the review process a service comparison has been completed to compare the current service model, cost, outputs and performance with other areas (Neath Port Talbot, Bridgend).

- 2.10 This review looked at Newport's model for the Families First and IFSS project. IFSS is an integrated project between the Local Authority and Barnados. It is funded through Families First, the Local Authority and Barnados and provides one strand of family support across different levels of the Continuum. The IFSS does not however represent the full offer to vulnerable children and families in Newport but it provides the key family support elements including: the Integrated Family Support Team (IFST), Family Assessment and Support Services (FASS), Family Support Team (FST), Family Contact Service (FCS); the Preventions Core Team and the Children with Additional Needs Service (CANS).
- 2.11 The recommendations from the external review on the IFSS and a comparison to activity in Swansea can be found under **Appendix D**.

### **KEY FINDINGS & SUMMARY**

- 2.12 The evidence during the benchmarking exercise illustrated that in Swansea we are in a very strong position and have come some way on our journey to establish a multi-agency and multi-disciplinary integrated service within Early Intervention across the continuum.

The positives are:

- Highly skilled and creative staff
- Evidence based approaches utilised throughout
- Integrated teams and services established and developing to respond to families in a holistic way cutting across traditional service boundaries
- Innovative approaches making a difference and being recognised as ground-breaking
- Evidence of services directly preventing the need for accommodation
- Evidence of services directly improving children's attendance in school
- Evidence of approaches reducing demand on services
- Robust performance data
- Ahead in terms of provision of services for young children
- Ahead in terms of the TAF workforce model

- 2.13 It is clear that Swansea is further ahead in its Early Intervention provision for children and families than other Local Authority areas however requires further consideration in relation to the alignment and focus of statutory family support services in terms of a future model and achieving greater equity in terms of a Swansea wide approach.
- 2.15 It is evident that services in other Local Authorities across Wales are also funded similarly to those in Swansea through a combination of local authority and grant funding. Most early intervention services are heavily reliant on grant funding. Some Projects are funded by Third Sector organisations which are topped up by the Local Authority.

### 3.0 Options Appraisal

- 3.1 Based on the research, evidence and gap analysis gained throughout the previous stages of the commissioning review process, the Commissioning Review Team looked at options to be considered to re-design and deliver the agreed vision. The process resulted in the development of four distinctive options.
- 3.2 A full report and actions of the gap analysis can be found under **Appendix E**.
- 3.3 An Options Appraisal Workshop was held on 8th February 2017 to consider the 4 options outlined for the Under 11s future model of delivery. Involved in these discussions were stakeholders both internal and external from Health Visiting, Midwifery, Early Intervention Services, Child and Family Services, Schools, Third Sector, Unions as well as other internal officers. Stakeholders included managers and frontline staff.
- 3.4 The options were evaluated and scored utilising a delivery model matrix which involved scoring the options based on the following criteria;
- Outcomes
  - Fit with priorities
  - Financial impact
  - Sustainability and viability
  - Deliverability
- 3.5 The key characteristics and details of each 4 options are explained below;

<b>Option 1 (As is)</b>
<p><b>Key Characteristics</b></p> <ul style="list-style-type: none"><li>• Partial alignment of internal family support services</li><li>• No universal coverage of schools or health</li><li>• Multiple entry points for services with different criteria</li><li>• An imbalance of capacity between Early Intervention and Statutory</li></ul> <p><b>Specific details include:</b></p> <ol style="list-style-type: none"><li>a) To continue the Team Around the Family (TAF) in Schools approach with the existing 61 Primary schools.</li><li>b) To continue to offer workforce development through support for school pastoral roles to continue to build on confidence and competency.</li><li>c) Development of partnership pathways such as relating to young parents and feeding into the domestic abuse partnership pathway.</li><li>d) Continued model of integration with Health to develop and deliver services to young children and their families from conception upwards.</li><li>e) Continue to pilot the Family Well-being team.</li><li>f) Separate family support resources/team for Statutory Child and Family and Early Intervention.</li></ol>



g) Family Information Service as a stand-alone database.	
<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Pulling in expertise and not pushing service user out</li> <li>• Multi-agency integrated co-located teams</li> <li>• Evidence of preventing the escalation of need via low step-up rates</li> <li>• Innovation continues to drive progress</li> <li>• Proven quality and effectiveness of early intervention offers and considered as ground breaking at a national level</li> <li>• High levels of buy-in from schools</li> <li>• The TAF in Schools Model proportionate and cost effective for Family Support Services</li> </ul>	<ul style="list-style-type: none"> <li>• No further capacity to expand</li> <li>• All early intervention elements reliant on grant funding</li> <li>• Only partial coverage of the core universal pathway</li> <li>• Constrained opportunity to further improve outcomes for families and/or the System due to limitations of funding</li> <li>• Levels of unnecessary and “scatter gun” referrals continue</li> <li>• Not fully maximising the collective resource.</li> <li>• Lack of consistency of quality and workforce development across levels of the Continuum</li> <li>• Unknown demand for statutory family support resource</li> <li>• Lack of capacity within certain areas</li> <li>• The re-modelling in certain areas has resulted in a capacity issues in other areas</li> </ul>

<b>Option 2 (Transform in-house - partial re-configuration)</b>
<p><b>Key Characteristics:</b></p> <ul style="list-style-type: none"> <li>• Universal coverage of TAF in schools and health</li> <li>• Fully implement the FWT team following the pilot</li> <li>• Single entry point into Early Intervention services</li> <li>• Re-addressing the balance of capacity between Early Intervention Services and Statutory Parenting Support Services and establishing specialist adolescent parenting.</li> <li>• Improved alignment of Early Intervention Services and Statutory Parenting support services across the ages and stages of the Continuum</li> </ul> <p><b>Specific details include:</b></p> <ol style="list-style-type: none"> <li>a. To expand the TAF in Schools offer to all primary schools and to develop a TAF in Health model.</li> <li>b. To move towards a primary school cluster model of TAF in Schools as staff become more confident and experienced with a future focus where appropriate on school to school support.</li> <li>c. To continue to offer responsive workforce development opportunities through support for school pastoral roles to continue to build on confidence and competency and share the practice with the Over 11s in order to align the approach across comprehensive schools.</li> <li>d. To establish a Single Point of Entry for our Early Intervention that allows professionals to talk through children’s needs. This reflects the similar approaches taken by the Domestic Abuse Hub and the Over 11s</li> </ol>

commissioning review. Advice will be given on which EI (Under 11s) offer best meets the needs of families taking away the onus from professionals to identify the right support and complete several referral forms. This will include ensuring that partnership pathways across the Continuum are also exhausted where appropriate to ensure the right support at the right time.

- e. To increase the co-ordination element of the TAF offer in order to align with the Swansea wide development of the Family Well-Being Team (FWT).
- f. To conclude the FWT pilot and fully implement in order to further strengthen the interface with Statutory services and continue addressing the reduction in levels of Child in Need of Care and Support(CINCS).
- g. Align practices in Early Intervention with that of YPS to establish a 2 way brokerage pathway with CAMHS enabling more effective joined up working between services, including long arm support from CAMHS.
- h. Involvement in the development of the new Prams peri-natal Service.
- i. Over 11's services in scope to commission EI Parenting Team to offer consultancy, skill building opportunities and support in developing an adolescence parenting offer.
- j. Continued development and strengthening of partnership pathways such as relating to young parents and feeding into the domestic abuse partnership pathway as well as developing new Partnership Pathways relating to Disability, Substance Misuse, Mental Health.
- k. Continued model of integration with Health to develop and deliver services to young children and their families from conception upwards.
- l. To centrally align workforce development across the continuum in order to consistently ensure alignment of practices that play a central role in the delivery of all services regardless of age or level of need. This would also include increasing the knowledge base around specialist areas such as disability and mental health and substance misuse.
- m. Family Information Service feeding into the overall Social Services and Well-Being Act driven Dewis Directory.

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Timely approach – right support at the right time</li> <li>• 'I tell my story once and that's enough'</li> <li>• Pulling in expertise and not pushing service user out</li> <li>• Improving efficiency and maximising resources</li> <li>• Continue with the multi-agency integrated co-located teams</li> <li>• Greater focus on early intervention and prevention</li> <li>• Building on what has been proven to work and considered as ground breaking at a national level</li> <li>• Alignment of schools and health with the Continuum</li> </ul>	<ul style="list-style-type: none"> <li>• Difficulty in achieving consistent QA through separate models</li> <li>• Families stepping up into Child and Family Services would not maintain some elements of the EI offers</li> <li>• Grant funding uncertainty</li> </ul>

<ul style="list-style-type: none"> <li>• Allows time for the impact of the Supported Care Planning re-structure to take place prior to making radical decisions relating to the statutory child and family services</li> <li>• Ensures that adolescent parenting approaches is not disjointed from direct services for Young People</li> <li>• A whole Universal System Offer ensuring that there is less risk of children's needs not being identified and met at an early stage</li> <li>• Consistency of evidence based approaches and proportionate application of use</li> <li>• Clearer pathways between universal services and families needing support further up the continuum</li> <li>• A more confident and able workforce</li> <li>• Ensuring that families' needs are met as low down the continuum as possible and at the youngest possible age</li> <li>• More robust measures in place to ensure that earlier offers of support have been exhausted</li> <li>• Consistency of approach / methodologies across the Continuum</li> <li>• Greater consistency and quality of provision</li> <li>• Appropriate ring-fenced resources for families requiring statutory resources</li> </ul>	
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<b>Option 3 (Transform in-house - full re-configuration)</b>	
<p><b>Key Characteristics:</b></p> <ul style="list-style-type: none"> <li>• Universal coverage of TAF in schools and health</li> <li>• Fully implement the FWT team following the pilot</li> <li>• Single gateway into Early Intervention services</li> <li>• Re-addressing the balance of capacity between Early Intervention Services and Statutory Parenting Support Services and establishing specialist adolescent parenting.</li> <li>• Full alignment of Early Intervention Services and Statutory Parenting support services across the ages and stages of the Continuum</li> </ul>	

**Specific details include:**

- To expand the TAF in Schools offer to all primary schools and to develop a TAF in Health model.
- To move towards a primary school cluster model of TAF in Schools as staff become more confident and experienced with a future focus where appropriate on school to school support.
- To continue to offer responsive workforce development opportunities through support for school pastoral roles to continue to build on confidence and competency and share the practice with the Over 11s in order to align the approach across comprehensive schools.
- To establish a Single gateway for our Early Intervention that allows professionals to talk through children's needs. This reflects the similar approaches taken by the Domestic Abuse Hub and the Over 11s commissioning review. Advice will be given on which EI (Under 11s) offer best meets the needs of families taking away the onus from professionals to identify the right support and complete several referral forms. This will include ensuring that partnership pathways across the Continuum are also exhausted where appropriate to ensure the right support at the right time.
- To increase the co-ordination element of the TAF offer in order to align with the Swansea wide development of the Family Well-Being Team (FWT).
- To conclude the FWT pilot and fully implement in order to further strengthen the interface with Statutory services and continue addressing the reduction in levels of Child in Need of Care and Support(CINCS).
- Align practices in Early Intervention with that of YPS to establish a 2 way brokerage pathway with CAMHS enabling more effective joined up working between services, including long arm support from CAMHS.
- To be involved in the development of the new Prams peri-natal Service.
- All parenting (statutory and young people) that spans the various levels of need, ages and stages to be brought into Early Intervention Services on a phased approach. Financial contributions required from all in scope in order to achieve this.
- Development of the Statutory Family Support Services so that they are aligned to the Early Intervention offer. Re-addressing the balance through analysis of the demand data following the Supported Care Planning re-structure.
- Continued development and strengthening of partnership pathways such as relating to young parents and feeding into the domestic abuse partnership pathway as well as developing new Partnership Pathways relating to Disability, Substance Misuse, Mental Health.
- Continued model of integration with Health to develop and deliver services to young children and their families from conception upwards.
- To centrally align workforce development across the continuum in order to consistently ensure alignment of practices that play a central role in the delivery of all services regardless of age or level of need. This would also include increasing the knowledge base around specialist areas such as disability and mental health and substance misuse.
- Family Information Service feeding into the overall Social Services and

Well-Being Act driven Dewis Directory.

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Timely approach</li> <li>• 'I tell my story once and that's enough'</li> <li>• Pulling in expertise and not pushing service user out</li> <li>• Improving efficiency and maximising resources</li> <li>• Right support at the right time</li> <li>• Continue with the multi-agency integrated co-located teams</li> <li>• Greater focus on early intervention and prevention</li> <li>• Building on what has been proven to work and considered as ground breaking at a national level.</li> <li>• Alignment of schools and health with the Continuum</li> <li>• A whole Universal System Offer ensuring that there is less risk of children's needs not being identified and met at an early stage</li> <li>• Families stepping up into Child and Family Services would maintain consistency of worker from some EI Services</li> <li>• Consistency of evidence based approaches and proportionate application of use</li> <li>• Clearer pathways between universal services and families needing support further up the continuum</li> <li>• A more confident and able workforce</li> <li>• Ensuring that families' needs are met as low down the continuum as possible and at the youngest possible age</li> <li>• More robust measures in place to ensure that earlier offers of support have been exhausted</li> <li>• Consistency of approach / methodologies across the Continuum</li> <li>• Greater consistency and quality of provision</li> </ul>	<ul style="list-style-type: none"> <li>• Grant funding uncertainty</li> <li>• Creates complexities in relation to grant compliance</li> <li>• Risk that a disproportionate amount of parenting would be utilised by high end need cases which would reduce the ability to work at an early stage. This means that the focus on EI would be difficult to "safeguard"</li> <li>• Loss of connection to the thematic young people related issues</li> <li>• Doesn't allow time for the impact of the Supported Care Planning re-structure to take place prior to making radical decisions relating to the statutory child and family services</li> <li>• Investment in workforce development in terms of time and finances</li> <li>• De-stabilisation of individual services that are working well</li> <li>• HR implications in terms of the practicalities</li> <li>• Possible loss of innovation</li> </ul>

**Option 4 (Full Commissioning - Outsource)**

**Key Characteristics:**

- Commission all in scope services out to one single external provider (either a 3<sup>rd</sup> sector organisation or private sector company) to transform under their guidance.

**Advantages**

- Possibly in the long term there could be reduced costs
- Access to match funding opportunities
- Potentially less bureaucratic systems could offer efficiencies and increased performance

**Disadvantages**

- Unknown quality and capacity of organisations in the current market place
- Risk of de-stabilising what is working well
- The quality of the relationship between commissioner and organisation in order to develop the high quality provision does not currently exist
- Robust and complex performance monitoring and quality assurances would need to be established which could be problematic
- Access to internal Management Information Systems and Information Sharing processes could be more difficult
- Breadth of skills, knowledge and understanding are unlikely to exist in a single organisation
- Timeframes to build the required understanding in organisations has not been undertaken
- TUPE issues with existing staff would be complex and require long timeframes
- Risk of organisation failing to deliver

3.6 In summary Option 3 was the preferred option as this would achieve a clear pathway from prevention to protection. This would require a clear project management approach, which may or may not require moving through Option 2.

3.7 Option 4 was discussed in detail and concluded that this was not a viable option at this stage as it was felt the service model needed to be optimised in the first instance. This option could be explored in the future.

#### 4.0 Preferred Option- Legal Implications

- 4.1 It is not anticipated that there will be any significant legal implications with Options 1, 2 or 3. There would be more significant legal issues if Option 4 due to the potential TUPE of staff and Commissioning Contracts.
- 4.2 The Social Services and Wellbeing (Wales) Act 2014 (SSWBA) provides a new legal framework that brings together and modernises the law for social services in Wales. The Act, and it's many regulations, codes of practice and guidance cover five main principles: **Promoting of Wellbeing, Voice and Control, Prevention and Early Intervention, Co-production and Multi Agency Collaboration**
- 4.3 The development of the Under 11s model to strengthen the universal core pathway and to build further on encouraging and supporting partners to exhaust all options at the lowest level possible to achieve early intervention, is directly aligned with the values and principles of the SSWBA. The continued development of partnership pathways will also ensure there is consistency of approach, values and principles across all Under 11s managed and commissioned and universal services in Swansea. This directly relates to statutory guidance available in part 9 of the SSWBA which requires local authorities to arrange for co-operation with relevant partners.

#### 5.0 Preferred Option – Financial Implications

- 5.1 The financial summary scoring matrix in **Appendix G** outlines the costs for all of the options considered the alternative delivery models.
- 5.2 All options outlined in this review are achievable within the budget allocated. The list of current funding sources is outlined below.

<b>Funding Sources</b>		
WG Families First	£	1,340,757
Core YPS	£	68,824
Core C&F	£	838,501
Core EI	£	28,355
<b>Total Budget Available for 2017-18</b>	<b>£</b>	<b>2,276,437</b>

- 5.3 The purpose of this commissioning review is to bring things together and work in partnership to improve outcomes for children and their families and reduce and manage demand, hence reducing the need for higher level complex interventions. This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working and the development of a pathway from prevention to protection to be managed across the continuum of need to achieve efficiencies and economies of scale.

- 5.4 The preferred options (Option 2 and Option 3) have the same financial costs and a total of costs of approximately 2.27 million; this is achievable in the budget available as outlined in the table above. Option 3 sees a 7.3% increase on current levels of spend; this increase will be met through maximisation of grants and does not add any additional pressure to core budgets.
- 5.6 This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working. The preferred option requires alignment of resources between Child and Family and Poverty and Prevention in line with the overall budget strategy.

## **6.0 Preferred Option – HR Implications**

- 6.1 The HR implications associated with the preferred option will require the recruitment of suitably experienced and qualified staff to new posts and the updating of job descriptions to reflect the agreed option as well as a formal transfer of staff from Child and Family Services to Poverty and Prevention.
- 6.2 There are no redundancies.
- 6.3 All relevant staff will be consulted and appropriate HR processes will be followed in line with advice from HR Officers.

## **7.0 Consultation**

- 7.1 The Under 11s Cluster of the Family Support review is recommending options which transform our internal processes and staffing to deliver our services as effective and sustainable as possible in addition to working more collaboratively with our internal and external stakeholders. These options will not be making changes to front end services received by our service users and so no formal consultation is required.

## **8.0 Equality**

- 8.1 An EIA screening form was completed and given that the preferred option is not proposing any changes, it is agreed that there will be little to no impact for any protected groups. As a result, a full EIA has not been deemed necessary. The screening is available in APPNDIX H for further information.

### **Background Papers:**

Gateway 1 Report  
Gateway 2 Report

### **Appendices:**

Appendix A gateway 1 report  
Appendix B context and background to early intervention services



Appendix C service mapping  
Appendix D service comparison  
Appendix E gap analysis and summary  
Appendix F options appraisal scoring matrix  
Appendix G financial summary spreadsheet  
Appendix H EIA Screening

# Commissioning Gateway Review Report & Stages Checklist

**Contains:-**

1. **Part 1:** Review Overview and Details
2. **Part 2:** Stages Checklist
3. **Part 3:** Gateway Approval

## PART 1 – REVIEW OVERVIEW

<b>Commissioning Strand Lead:</b>	Julie Thomas & Sarah Crawley
<b>Service Review Lead:</b>	Karen Benjamin
<b>Service Review Title:</b>	Family Support Continuum

### 1 Purpose of Report

- 1.1 This report is to request approval to move onto Stage 3 within the Commissioning Process and provide evidence the Service Review has completed all relevant tasks as part of the commissioning process.

Please tick which stages the Gateway Review Report is for:

√	<i>Stage</i> 2	x	<i>Stage</i> 4
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This report addresses Stage 1 – Desired Outcomes and Stage 2 – Service Assessment for consideration and discussion.

### 2 Service Review Details

#### 2.1 **Service Overview**

This review is a cross service review primarily within the People Directorate between Child & Family (thereafter referred to as C&F) Social Services and Poverty & Prevention (thereafter referred to as P&P). Where there are interdependencies with other service areas and cross Directorate these are highlighted as such but primarily include Education, Housing and the Local Health Board.

In Swansea we believe that Children’s needs are best served in their own families if this can be safely supported. Helping families stay together must therefore be a key focus for all services and begins with early identification of need and effective early intervention. Preventative and early support services can reduce the number of children and young people reaching

the threshold for statutory intervention for example, children requiring a child protection plan, care proceedings or needing to become looked after. Most importantly preventative and early intervention support can promote good wellbeing outcomes for children and young people, helping them to live a healthy and fulfilled life.

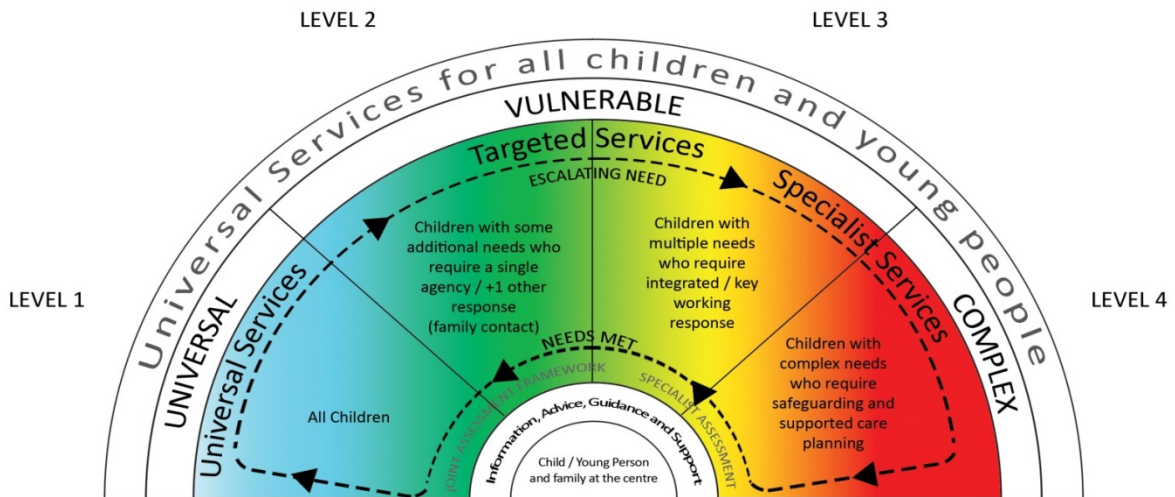
We need to build the resilience of parents and families and give them the skills and confidence to provide a family environment in which children and young people can thrive. This includes direct support when families are struggling, as well as developing and building capacity in families, their support networks and communities, to sustain change and meet their children’s long term needs.

For the purpose of this review the definition of Family Support is agreed as:

*“Family support is both a style of work and a set of activities; combining statutory, voluntary, community and private services, primarily focused on early intervention across a range of levels and needs with the aim of promoting and protecting the health, wellbeing and rights of all children, young people and their families in their own homes and communities, with particular attention to those who are vulnerable or at risk, and reinforcing positive informal social networks”.*

The Family Support Continuum stretches from universal services at Level 1, open access to all citizens in the City & County of Swansea, through to statutory child protection services at Level 4. The Family Support Services Continuum is best visually presented as:

### How we Support Children and Families in Swansea



The purpose of the review is to fully map existing services on the Continuum of need, to identify gaps in service, identify duplication, review current outcomes performance, look at best practice examples of how the services on the Continuum of need could be delivered more effectively, more efficiently and within a financially sustainable framework for the future.

The Social Services and Wellbeing (Wales) Act 2014 ('The Act') is a key piece of legislation that was introduced across Wales in April 2016. It emphasises the importance of local authorities having a coherent approach to preventative work within our communities and it defines what these services are expected to achieve.

The service review has a number of overarching and interlinked Council policies, strategies and frameworks of which to be mindful. The key strategic documents are: The Early Years Strategy; Safe LAC Reduction Strategy; C&F Placement Strategy; The Child Disability Strategy; Corporate Parenting Strategy; Sustainable Swansea, Fit for the Future; and Keeping in Touch strategy/Youth progression and engagement framework .

## **2.2 Service Review Scope**

The scope of this review is the largest to date in the Sustainable Swansea Programme. Attached at **Appendix 2** is the Scoping document which provides the detail of the family support continuum service areas within the review.

For ease of consideration and analysis those services linked to families with children and young people with a disability are clustered together.

Where services on the continuum provide similar or complementary services but across the different levels of need from Level 1 through to Level 4, these are also clustered together.

## 2.3 Is the current Service Model sustainable?

The review has not been tasked with specific financial savings however both C&F and P&P are tasked with identifying savings within their service areas which are likely to encompass the services within scope.

C&F have a budget reduction target of 15% equating to £6 million by the end of financial year 2017/18.

P&P have a budget reduction target of 5% of their core funding budget equating to £250,000 by the end of financial year 2016/17

A complicating factor is large areas of service within scope in P&P are Grant Funded by Welsh Government (hereafter referred to as WG). Grants equate to 75% of the overall budget for P&P. The future sustainability of these Grants is outside the control of the Council and Local Government. However in the awarding of the 2016/17 Grants WG has consulted on plans to restructure the administration of future Grants and a 12% reduction in the Families First Grant has been implemented.

Given the political context of austerity measures that creates uncertainty around future Grant awards it's important that this review consider whether elements of service funded in this way could or should, if required, be transferred to core funding streams. This will be considered at Stage 3 and Stage 4 of the review process.

The service model cannot run at a profit or full cost recoupment due to the nature of the business and scope. That said there may be opportunities for income generation which will be explored at Stage 3 and Stage 4 of the Review.

## 3.0 STAGE 1 – DEFINE OUTCOMES

### 3.1 Purpose of Stage 1

Stage 1 of the Commissioning Review process is about defining outcomes:

*What are the outcomes that we want to deliver and for whom?*

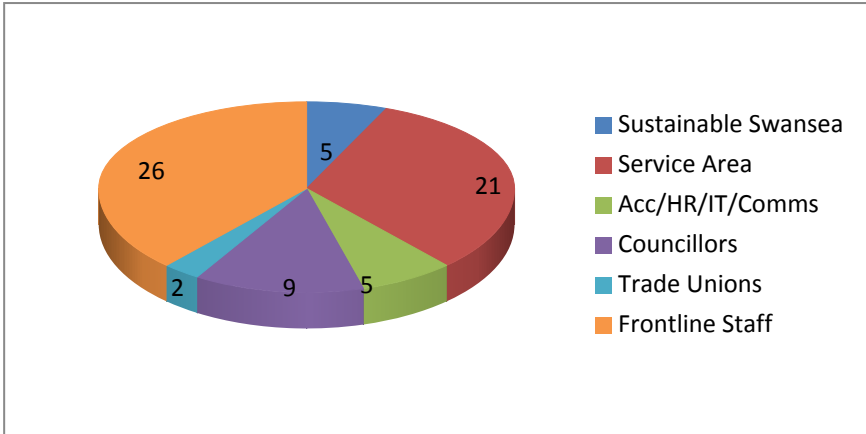
Stage 1 workshops with stakeholders took place on the 7 April 2016 and 6 May 2016 focussing on 4 main areas;

1. Hopes and Concerns
2. Family Support Continuum Service Vision
3. Needs, Current Outcomes and Desired Future Outcomes
4. SWOT and PESTEL exercises

Both workshops were facilitated by the nominated commissioning review leads and core group members' not external facilitators.

The review conducted a second workshop with frontline staff to ensure that those colleagues who will be fundamental to implementation are fully engaged in the commissioning review process from the outset. This workshop was a positive addition to the process and added to the value of Stage 1 of the review.

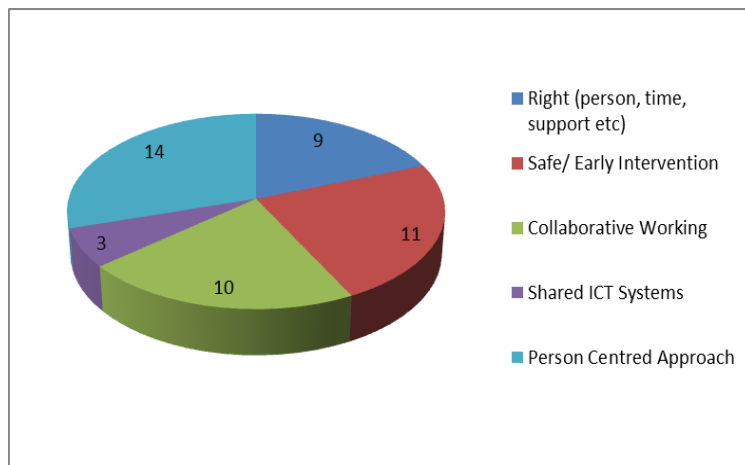
The workshops were attended by 68 colleagues from 8 different areas of the authority, including senior staff, front-line staff and councillors.



### 3.2 Service Vision and Outcomes

Analysis from the workshops identified the key elements of the vision to be:

- A person centred; whole family approach
- Delivered via safe and early intervention
- Through collaborative working
- And shared ICT systems
- To deliver the right family support, to the right families, at the right time.



The vision can be distilled as:

*Swansea’s vision for the delivery of Family Support Services across the Continuum of Need is that through early identification of need and early intervention, targeted services working with a whole family approach will empower families to problem solve, build resilience and sustain change. The services will be delivered through collaborative multi-service and multi-agency working, supported by co-location and shared ICT systems, in a proactive, timely way to prevent escalation of need and to de-escalate existing need.*

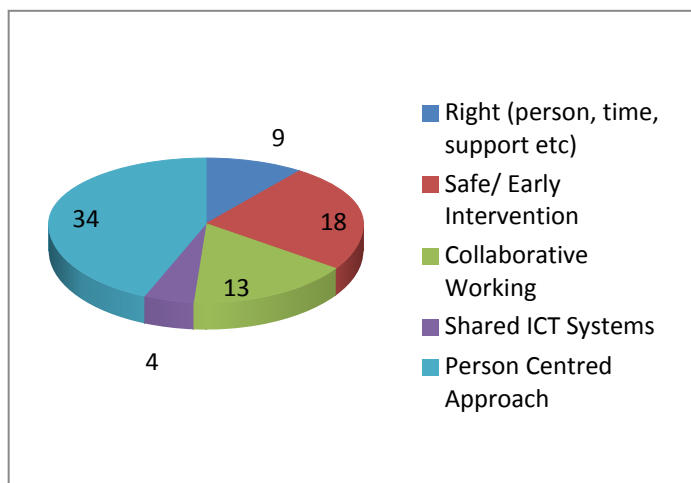
To support discussion at the Workshops the desired outcomes for children and families from The Act, which are captured in Swansea's Wellbeing Wheel, illustrated below, was shared with colleagues.



The Prevention Delivery Board, which reports to the Sustainable Swansea Board, proposed the desired outcomes for the Continuum as:

- 1) *Improved outcomes for children and young people by working together effectively across the continuum of need, a requirement of the SS & Wellbeing Act 2014*
- 2) *Provide timely support to families that promotes resilience, independence and engagement with their local community*
- 3) *Prevent or delay the need for more intensive interventions*
- 4) *Where it is clear needs are escalating, we will ensure that families move up the continuum to receive the co-ordinated support necessary to meet their needs, (a 'step-up' arrangement). For those families who are demonstrating an ability to meet their children's needs following more intensive support, a 'step down' arrangement, to an appropriate level (and eventually to universal services if possible) would be followed. By maintaining a focus on the child we want to make sure that there will always be someone who is able to identify when things are not going well for them and know what to do and where to get help or advice about possible next steps.*
- 5) *Make best use of resources by identifying and realising the efficiencies that can be made by coordinating existing support services (e.g. duplication, overlaps)*
- 6) *Prioritise and roll out new models of service delivery*
- 7) *Strengthen the early intervention and preventative services that already exist within the City and County of Swansea, and where necessary realign them, to support the prevention /wellbeing of vulnerable children and families at a time of identified need.*
- 8) *Develop a commissioning strategy across the continuum of need.*
- 9) *Provide a consistent approach across the authority that is understood by families, and service providers across the continuum and includes a proportional joint assessment, performance management framework, threshold document.*
- 10) *Consistent IT and performance management arrangements*

Data analysis of desired outcomes from the workshop is captured under the themes of:

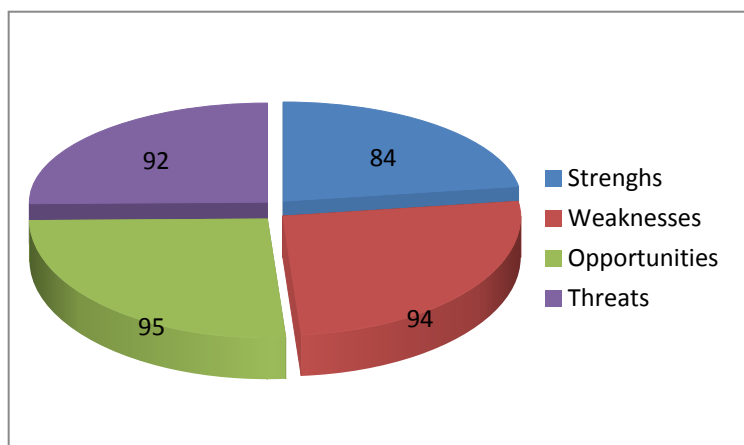


Attendees spoke in an informed, outcomes focussed, evidenced based manner on the benefits of a person / child centred model that worked with the whole family in understanding the need for change, setting clear goals, having motivation to achieve those goals and sustain them beyond the timescale of service delivery. A shift towards working with a person centred approach starting 3 years ago was a key area of discussion in identifying where good outcomes were currently being delivered and an area that should be expanded across the Continuum. Pilot projects were cited as specific examples of this in both C&F and P&P.

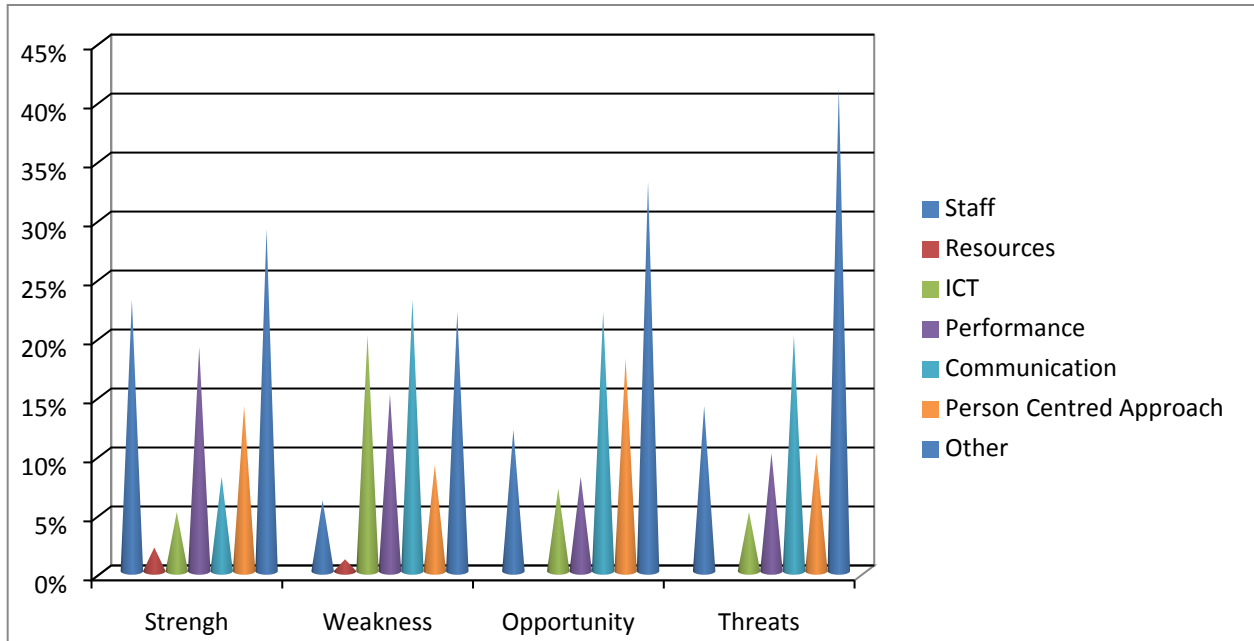
There was a broad consensus from attendees with the desired outcomes identified at a strategic level and it was pleasing to see real examples presented to support the direction of travel in achieving these outcomes.

The workshops identified that frontline staff have an appetite for change that will deliver these outcomes; they are engaged and positive that the review can deliver a service model across the Continuum of Need to support families at the right time and in the right way. Attendees were well informed of examples of best practice models that will feed into Stage 3 Benchmarking.

Data analysis from the SWOT exercise demonstrates balanced feedback and a commitment to looking for opportunities and solutions where there are currently perceived weaknesses or threats.





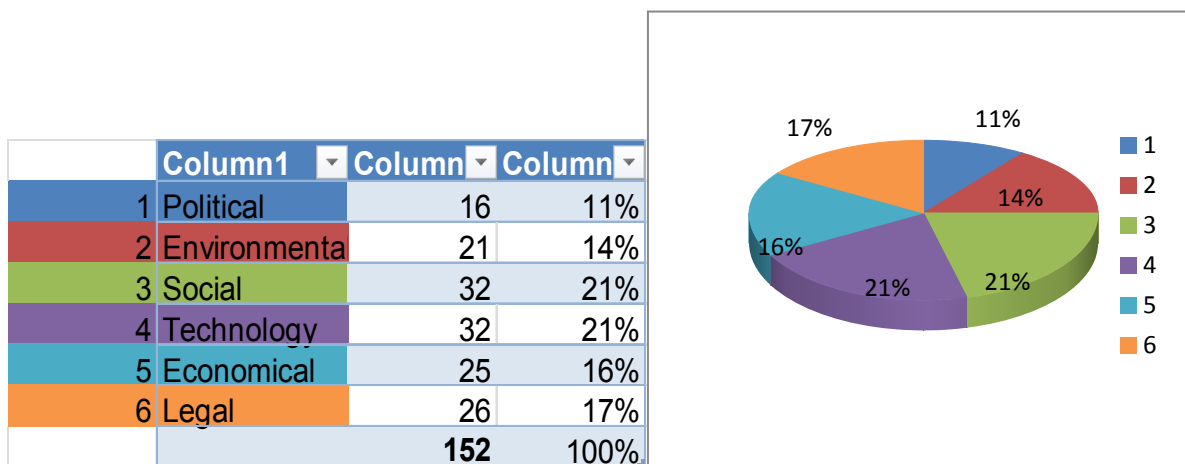


Communication between services in C&F and P&P within the scope of the review was highlighted as a key weakness, a great opportunity for us to develop the continuum through increased collaboration, co-production and shared best practice but a threat if it is not improved. There was extensive discussion about establishing clear interfaces between services to enable better communication and minimise duplication for service users ‘telling their story’.

Linked to communication priorities was the weakness of ICT support to enable sharing of information. The inconsistency and incompatibility of ICT systems was a point of clear frustration across all services represented.

The use of the person / child centred approach runs as a thread through the SWOT analysis reinforcing the link to outcomes.

Data analysis from the PESTEL workshop highlights social concerns, predictably, as the main anticipated influence given the social wellbeing context in which the service model is delivered.



Technology is also highlighted as a key factor. This was raised in the context of how rapid technological developments are now inextricably linked to social interactions and the risks this brings to our more vulnerable children in the form of social media platforms, internet grooming, sexting, trolling etc. There is anxiety in this area that as professionals we are at least one step behind the rapidly evolving technology and identification of the risks it can pose to the fabric of families' social interactions and wellbeing.

#### 4.0 STAGE 2 – SERVICE ASSESSMENT

##### 4.1 The purpose of Stage 2

At Stage 2 data is collated to evidence:

What we currently do? Do we deliver the Outcomes we need to deliver?  
How much does current service delivery cost?

##### 4.2 How much does the Current Service Model Cost?

At a Service Level spend the figures are captured in the table below:

Service Area	Budget 2015/16	Actual Spend 2015/16	Variance	Core Budget	Grant Budget
C&F					
P&P					
Housing					
<b>Total</b>					

These figures demonstrate the level of spend by the Council is a significant investment in family support services across the continuum of need. The importance of getting the review right however is not limited in its financial impact to the services in scope but impacts critically on Council spend of C&F statutory services, adult social services and education department.

Attached at **Appendix 1** is the detail of the financial breakdown by Service area for detailed consideration.

## **PART 2 – COMMISSIONING STAGES CHECKLIST**

*(Review Lead and Team to complete, please provide rationale or evidence to your responses below)*

There are guidance templates available as part of the Commissioning Principles & Process and these can be found on the commissioning webpages??

<b>Stages &amp; Key Questions</b>	<b>Yes/No</b>	<b>Appendix **</b>
<b>Stage 1 - Define Outcomes</b>		
Arranged and identified a facilitator and held workshop to start the engagement and development for the Stage 1 Process.	Yes	<u>Appendix 3</u>
Did you identify and engage with initial key stakeholders to achieve Stage 1? <i>(This included cross section managers, frontline staff, Members and other interested staff)</i>	Yes	
Has the review produced the tools defined in the Principles (SWOT & PESTEL)	Yes	
Developed Statement of Vision and Outcomes	Yes	
<b>Stage 2 – Service Assessment</b> <i>(guidance available)</i>		
Have you identified how you measure performance, effectiveness and innovation and evidenced this as part of the Gateway report?	Yes	
Do you know what customers (in particular), staff, Members, partners etc say about the current model?	Yes	
Have you gathered all the financial data and know what is the current cost of the service we provide and do we know if this provides value for money?	Yes	
Do you work with other departments to achieve your service outcomes (e.g. SLA's, existing contracts, partnerships etc)	Yes	

\*\* All appendixes are to be provided with the Gateway review report for reference purposes. The Commissioning Process has templates that can be provided for guidance to use or the Service Review can develop their own templates in their required format (if necessary).

**PART 3 - Gateway Review Approval** (to be completed by Gateway Review)

The Gateway Report will provide an overall status of the Review at the Gateway it's being assessed at Stage 2 and Stage 4. A RAG system will be used to highlight the overall recommendations made by the Gateway Review definitions below:-

<b>RAG</b>	<b>Gateway Decision</b>	<b>Definition</b>
<b>Red</b>	<b>Stop</b>	The Gateway identified significant issues that require immediate action before the Review can proceed onto the next stage.
<b>Amber</b>	<b>Conditional Approval</b>	The Gateway identified issues that must be actioned before next Gateway Review.
<b>Green</b>	<b>Approved</b>	Review to proceed onto the next Stage of the process, but to address any recommendations from the Gateway Review.
<b>Recommendations (if applicable)</b>		<b>Overall RAG</b>
		Red <input type="checkbox"/> Amber <input type="checkbox"/> Green <input type="checkbox"/>
<b>Sign off</b>		
Chief Executive :		
Lead Director/Sponsor:		
Review Cabinet Member:		
<b>Date:</b>		

## **APPENDIX B - CONTEXT AND BACKGROUND TO EARLY INTERVENTION SERVICES**

Services for young children and their families are provided on a multi-agency basis City wide.

It is necessary to understand the whole picture in order to ascertain what improvements could be made to the Continuum of Family Support. It is not possible to solely focus on aspects of the system due to the broader interdependencies.

Within the Council Family Support provision for the Under 11s is organised via:

- i) a set of Core Early Intervention Services within Poverty and Prevention with some of these services provided via an integrated model between the Council and the Health Board and other services commissioned and provided via the Third Sector and co-ordinated under the Families First Programme. Almost all of these services are funded entirely via external grants.
- ii) A set of ring-fenced Family Support Services within Child and Family Services to meet the need of children whose needs require a statutory social work intervention. These now also include the Integrated Family Support Service which is being brought into the Local Authority from the Regional Service. Almost all of these services are funded entirely via the Council's core funding.

Most Early Intervention services falling under the umbrella of Family Support, for the purposes of this Review, are also critical in contributing to a number of other key agendas and priorities. This is reflected, to an extent, within the performance measures of the Services.

The journey to transform the Continuum of services for Children commenced prior to the Commissioning Review Process being initiated. Over the last few years considerable work has been undertaken on a multi-agency basis to develop and review the pathways of support for children and their families. This has included:

- A full scale review of commissioned services in relation to quality and fit which has been recently updated for the purposes of this Review.
- On-going quality assurance cycles to monitor quality and influence EI service delivery.
- Exploration of good practice from other Local Authority areas in Wales and England which has been facilitated via the regular Welsh Government (WG) national meetings and learning sets.
- The Early Years audit and multi-agency Strategy, Action Plan and Governance.
- The close working with external academics to support practice and identify cutting edge evidenced new and emerging interventions drawn from the UK and internationally.
- The on-going planning and developments under the Family Support Continuum Board.
- Piloting new approaches as a result of the Continuum Board and building on approaches via the Prevention Fund i.e. the Family Well-being Team and the TAF in Schools.

- The development of detailed Business Cases under the Prevention Plan for Speech and Language and Early Years and continued collaboration with the Health Board to drive these forward.

The over-riding policy drive within the Social Services and Well-being Act (SSWBA) is a re-balancing of services for children and families so that their needs are met at the earliest possible stage to avoid the escalation of the need to the point where statutory services are required. This therefore provides the framework for this Review.

### **The Continuum of Need model for Children Under 11s and their Families**

In line with the Social Services and Well-Being Act the model of family support for children under 11s and their families in Swansea reflects the continuum of need as follows:

<b>Levels</b>	
Level 1a	Universal Core Pathway
Level 1b	Universal Enhanced
Level 2	Targeted Needs
Level 3	Multiple Needs
Level 4	Complex Needs

It should however be noted that some services are difficult to map in this way as they are targeted to a geographical area or a particular need.

The model for the Under 11s is driven and shaped via the Universal Core Pathway. As such its significance to the model is reflected via the two levels of universal provision within the Continuum of Need.

### **The Universal Core Pathway for children and their families**

Family Support provision for children under 11s and their Families is dependent on the “universal core pathway” for all children. As such the model of planning and delivery of provision of Family Support for Under 11s in Swansea has been developed to reflect this pathway’s central role in all children’s lives.

From -9 months until the end of Primary School there is a pipeline of support via universal services with responsibility for all children at different stages and ages as follows:

Midwifery – Health Visiting – Primary School and School Nursing.

These Universal services have a responsibility to be effective in assessment, identification of any needs at the earliest possible stage and initiating support where needed. Family Support Services for children and their families are required to respond to the needs identified by the universal services. The overall objective of the services is to improve outcomes and intervene at the earliest opportunity to prevent needs from escalating and requiring statutory intervention. The following message from the Report for the Local

Authority Research Consortium (LARC) “Supporting families with complex needs” articulates this approach as an important principle:

*“Some families with complex needs remain unknown to support services and/or their needs are not well understood by the services with which they have contact. Since earlier intervention is in general less costly, with greater payback direct to the LA and other public services, there needs to be greater awareness and use of the common assessment process by universal services and by families themselves as a means of securing help when it is needed.”*

In order for the Universal Core Pathway Model to work it requires an on-going investment in  
i) workforce development across the Continuum and;  
ii) direct family support provision ensuring that the right support is available at the right time and is effective.

Both these requirements will be explored below.

### **Workforce Development**

From analysis of the C&F data it was evident that the highest numbers of contacts, enquiries and referrals into the Information, Advice and Assistance Team (IAA) for children under 11, apart from the family category, were from the Core Universal Services i.e Schools, Police and Health. Schools and Health were deemed to be workforces that were within reach to be influenced via this Review as the Police falls within the remit of the Domestic Abuse Hub.

As a result of this analysis, in 2015 the Team Around the Family secured seed funding from the Prevention Fund to build on an approach to work with the school workforce to up-skill and develop the confidence of Pastoral staff to identify and respond to the needs of children and families presented to them. This was to achieve early intervention and a more efficient use of resources across the Continuum.

There are now 61 primary schools engaged in the TAF in Schools Project and many positives identified to date including:

- 52.38% reduction into core TAF from schools,
- 44.2% reduction in the Family Partnership team referrals from schools
- Head teachers evidencing improved school attendance e.g. one school reporting an average increase in attendance from 89% to 93.5% across all those supported.
- School staff reporting more confidence/skills in identifying and responding to family support type issues.
- Schools have reported back that families benefit from receiving support earlier on as it can and has helped stop needs from escalating.
- Schools have reported back that they have received positive comments from Estyn whereby the TAF in Schools approach is part of the wider well-being agenda.

There has also been considerable investment and impetus in services within Early Intervention to develop a leadership and learning culture and this has resulted in a highly skilled workforce which has gained national recognition. There continues to be an emphasis

on building on recognised evidence based approaches and also opportunities for new and emerging development of the workforce and specialist knowledge via access to cutting edge practice.

There is a need therefore to ensure that this practice can influence and support wider provision across the Continuum of need and age.

### **What Family Support Provision is available for the under 11s and their families in Swansea?**

An important consideration for this review is that services and approaches available are able to respond to the needs of the different ages and stages. A mapping exercise has been undertaken within the Framework of the Continuum Model, as seen in 2.3, to reflect the services according to need and in relation to ages and stages. It also highlights identified service gaps.

It is important to emphasise that most of the services reflected on the Mapping of provision, at Appendix 3, do not operate in isolation and work in some form of collaboration such as:

- via integrated models;
- via multi-disciplinary and multi-agency teams;
- via existing and developing pathways;
- via co-location.

Many services contribute to several pathways and therefore there are considerable interdependencies between different elements. It is however very difficult to adequately reflect the pathways within the diagram.

### **Demand**

The following tables reflect the data relating to Child in Need, Child Protection and LAC for children under 11 over the last 2 financial years. This data shows an overall downward trend which in part can be attributed to the developments that have taken place over the last year from an early intervention perspective including establishment of the Family Well-Being Team, the strong links with the Information, Advice and Assessment Team and the new Jigso team which has started working with parents pre-birth to develop parenting skills so that they are in a stronger position at birth and has in some cases avoided the need for a mother and baby placement:

<b>31/03/2015</b>	<b>Unborn</b>	<b>Under 1</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>Totals</b>
<b>CiN</b>	28	69	64	58	65	76	80	76	94	71	75	75	831
<b>CP</b>	13	29	15	21	13	15	12	14	11	9	17	6	175
<b>LAC</b>	0	35	27	27	16	23	27	33	29	31	32	28	308
<b>Totals</b>	41	133	106	106	94	114	119	123	134	111	124	109	1,314



(Includes 20 clients who were both LAC & CP)

31/03/2016	Unborn	Under 1	1	2	3	4	5	6	7	8	9	10	
CiN	19	59	48	66	64	66	70	66	80	87	71	74	770
CP	15	30	27	17	19	12	11	13	8	11	7	7	177
LAC	0	37	31	19	24	26	18	26	32	21	29	31	294
<b>Totals</b>	34	126	106	102	107	104	99	105	120	119	107	112	1,241

(Includes 34 clients who were both LAC & CP)

Pressures on services within Early Intervention have been identified through the course of this review and the existing developments under the Continuum Board. Due to the expansion of TAF in Schools (61 schools) and the potential expansion into FS/health, the case management element of the TAF offer has been significantly reduced to be able to support thus far. The original co-ordination element of TAF now only has 3 dedicated workers ( X2 FTE and X1 30 hr).

There is no capacity to expand into new schools requesting support or to progress with TAF in Health as planned until the current schools are ready to move into cluster based arrangements, which is the long term vision.

Previously Family Well-being Team workers have been asked to manage cases with the highest needs where there are multiple concerns from multiple professionals, who often feel these families should be supported by C&F services. The majority of the staff that were seconded into FWT have had no previous case management responsibility and have not had sufficient experience of multi-agency partnership working and dealing with matters of safeguarding.

In line with TAF being unable to manage demand and the FWT expansion to cover all of Swansea, it would make sense to align the EI practices with those in C&F and utilise TAF for co-ordination and broker in FWT as and when required. By doing this the FWT workers are not being asked to work in a way that is new to them, TAF are able to access more intensive offers of support without this becoming a time management/demand issue for them. Both offers should therefore potentially have more capacity to undertake their 'specialism' resulting in a wider shared capacity.

In addition there is a need to establish a single point of contact for Early Intervention Services in order to discuss needs of individual children and their families and provide advice and where appropriate a bespoke package of support. This would also avoid the need for referrals and to be able to more effectively maximise the available resources by ensuring that offers at the lowest possible level are exhausted first. This will be critical to **ensuring that school and health staff have exhausted all their own offers and EI offers prior to escalation to the IAA as opposed to going directly to the IAA when there are no immediate risks of harm.**

Whilst ensuring that support is exhausted within Early Intervention prior to escalation to Statutory Services the same principle should apply to families already within statutory

services so that social workers ensure that families receive a family support intervention to address the high levels of concerns whilst the case is open to them.

Early Intervention Parenting services supported 1,443 children during 2015/16. During the same year the Parenting services within Statutory services supported 281 children out of 1,073 allocated social work cases which equates to 26% of all children that were allocated. Whilst it is expected that the Parenting services on offer within the Statutory Family Support Services may not have been required to meet the needs of all families, this suggests a significant under-utilisation of a valuable resource by social workers. Further consideration is required of the demand on the Family Support Services within Child and Family to ascertain the required resource to respond to this in a proportionate and sustainable way. This will need exploration of the impact of the Supported Care Planning re-structure on the level of demand as well as whether resource should be shifted into Early Intervention in the short or longer term.

### **How is Family Support for the Under 11s and their families in Swansea resourced?**

Most family support services for Under 11s are 100% dependent on grant funding. Only health staff and Family Support services in Child and Family are in receipt of core funding from their respective organisations. The reality is that if the grant funding reduced the continuum would be significantly de-stabilised. If however the grant funding ceased then there would be virtually no Early Intervention Family Support Services. This would have a catastrophic impact on the Continuum and the System and thus importantly on children's outcomes.

Whilst there are no savings to be made from within Family Support outside the statutory sector for the Under 11s, a shift of resource to early intervention will be required in order to further reduce pressures on statutory/universal services. For example this would include a reduction in Child in Need of Care and Support cases and the LAC population and an increase in school attendance.

### **The vision for Family Support for Under 11s and their families in Swansea**

In line with the evidence of what works, the Local Authority's priorities relating to Prevention as well as prominent new legislation (e.g SSWBA), there is a strong case made for a greater investment in early intervention. Not achieving this or reducing capacity lower down the continuum, would result in less families receiving early intervention. This would have an adverse impact on the well-being of children and their families and will put greater pressure on the system itself and ultimately this would be very costly to society as a whole.

To achieve the vision for early intervention, which is illustrated at Appendix 1, there are several actions that are planned or need to be undertaken as well as options to consider.

The vision has been articulated throughout the Report for the Under 11s and the Over 11s draws all these main elements together:

- Effective Core Universal Pathway to assess and identify and respond appropriately to exhaust their own offers and other early intervention offers.
- Highly skilled workforce at all levels with a consistency of approaches able to respond to the expectations of the SSWB Act.
- Age responsive effective family support interventions and pathways across all levels of the Continuum with a greater emphasis on early intervention.
- A robust point of entry into early intervention services to ensure that all offers have been exhausted by universal services at the lowest point of the continuum as possible.

### **How do the Family Support services perform and fit the model?**

The Under 11s family support model draws heavily on evidence of what works from external independent evidence and has also been tested and has shown that it complements the local priorities and landscape.

A Mapping of existing services which also captures some of the identified gaps in provision. Addressing the gaps will help to fully achieve the Model.

The following table captures a set of consistent data from projects/services from 2015/16. A full breakdown is available.

<b>Overarching Measures</b>	<b>Overall</b>
<b>Number of Cases Engaged with</b>	2538
<b>Number of Individuals Engaged with</b>	4236
<b>Closed cases that completed an end of service Distance Travelled Evaluation</b>	59.78%
<b>Cases engaged with that live in targeted areas</b>	47.33%
<b>Cases that were signposted/referred to another agency/agencies</b>	27.29%
<b>Cases that were signposted/referred to an EET pathway</b>	14.28%
<b>Cases that were stepped up to Social Services</b>	3.93%
<b>Cases that were closed with a positive outcome</b>	67.98%
<b>Distance Travelled Evaluations that showed a forward movement</b>	85.30%

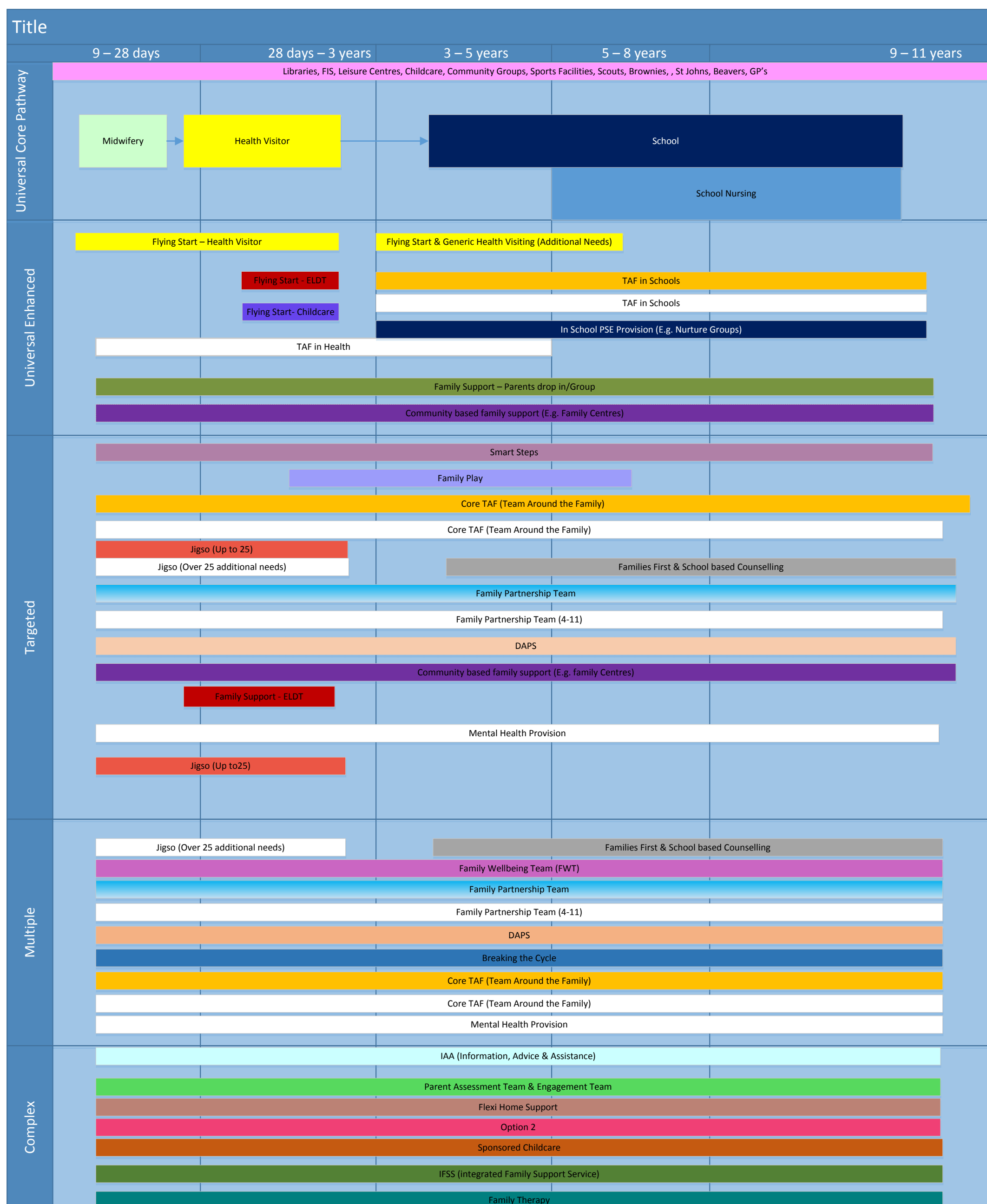
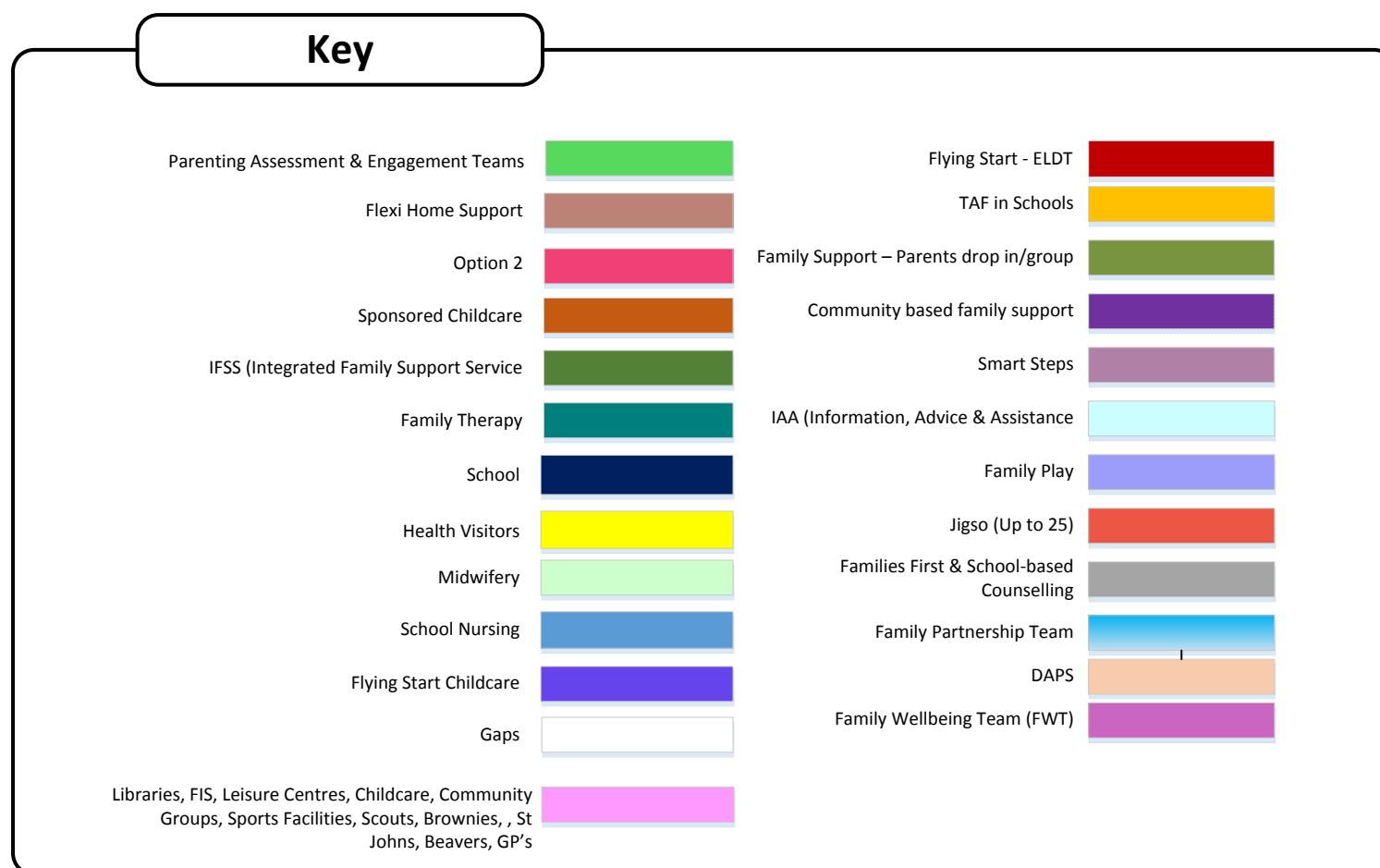
<b>National Performance Measure</b>	<b>Overall</b>
<b>Outcome 1: Percentage of participants whose financial situation has stabilised or improved</b>	64.73%
<b>Outcome 2: Percentage of participant adults (25 years and over) attaining a nationally recognised qualification or accreditation</b>	53.66%
<b>Outcome 7: Percentage of primary school children who have improved their school attendance</b>	94.67%

<b>Outcome 11: Percentage of participant parents with improved ability to support their child's learning and development needs.</b>	90.78%
<b>Outcome 12: Percentage of participants with improved emotional/mental wellbeing</b>	83.79%
<b>Outcome 14: Percentage of families affected by disability that report an improvement in family resilience</b>	83.97%
<b>Outcome 15: Percentage of families that report they feel they can contribute to changes to their lifestyle/behaviours</b>	82.12%
<b>Outcome 16: Percentage of individuals that report improved family dynamics</b>	82.52%
<b>Outcome 17: Percentage of participant parents completing an evidence-based parenting programme</b>	80.40%
<b>Outcome 18: Percentage of parents benefitting from a parenting intervention</b>	73.46%

A detailed service review has been undertaken of all services against key criteria which are:

- Fit with the Under 11s Family Support Model
- Fit to Families First Requirements (where applicable)
- Quality of Provision
- Organisational Requirements
- Demand, Capacity and Resources
- Gaps/Duplication

The full summary of the Review is available.



## APPENDIX D – SERVICE COMPARISON

We looked at Newport’s model for the Families First and IFSS project. IFSS is an integrated project between the Local Authority and Barnados. It is funded through Families First, the Local Authority and Barnados and provides one strand of family support across different levels of the Continuum. The IFSS does not however represent the full offer to vulnerable children and families in Newport but it provides the key family support elements including: the Integrated Family Support Team (IFST), Family Assessment and Support Services (FASS), Family Support Team (FST), Family Contact Service (FCS); the Preventions Core Team and the Children with Additional Needs Service (CANS).

The recommendations from the external review on the IFSS are outlined below:

“The IFSS is clearly very effective but the following development areas also arise from IPC’s overall evaluation..

1. Whether to further develop the ‘preventative offer’ overall in relation to pre-school aged children who are arguably over-represented in the Child Protection and Looked After cohorts and under-represented in the work of the Preventions Service (we haven’t looked more broadly at other preventative offers locally).  
**Swansea – already developed and developing further in partnership with Health in Swansea.**
2. Whether to further strengthen the Prevention Service offer by encouraging workers to encourage a full Team around the Family approach in a greater proportion of cases and to support other agency workers to deliver a preventative, whole family including Team around the Family approach with families with some additional needs at level 2-3<sup>1</sup>.**Swansea – the footnote in the Report cites Swansea’s practice as a model for Newport to consider.**
3. Consideration of how to ensure that some families with complex and chronic needs don’t ‘fall through the gap’ between Preventions and FASS / FST.  
**Swansea – established interface between TAF and the IAA to manage this through agreed protocols and processes such as mapping.**
4. Whether to strengthen the overall offer of support to families ‘in need’ by further blending the FASS and FST offers<sup>2</sup>.**Swansea – Option to consider transfer of family support to early intervention.**
5. Whether to continue to develop and emphasise the FASS offer relating to domestic abuse, to reflect the very high proportion (77%) of families with these needs. **Swansea – different model via the Domestic Abuse Hub.**
6. How to support further improvements to social worker decision making including the timing and nature of referrals to FASS, particularly for families with a Child in Need Plan who are not ready / motivated to engage with an intensive service or who have already had a FASS intervention, or for children and families with a

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<sup>1</sup> Some other local areas such as Swansea have been able to develop this successfully

<sup>2</sup> There are potential significant advantages but also some risks as outlined in Section 11 of this report

plan for rehabilitation home<sup>3</sup>. Swansea – identified in the review and to be addressed through the re-structure in Child and Family.

7. How to continue to improve FASS ability to effectively engage on a consistent basis with adolescent children and families with chronic needs who are on the edge of care but who have limited motivation to change<sup>4</sup>. Swansea - Out of scope in the Under 11s.
8. How to continue effectively to cross-fertilise key skills and training of relevance to all aspects of the IFSS, particularly in relation to work with highly resistant families. There have been some very good ideas put forward already by managers and social workers and outlined in this report. Swansea – Option to consider workforce development in the Review.
9. How to continue to develop the Partnership in an innovative but sustainable way including with reference to pay and conditions across the Partnership as well as promoting ‘the right help at the right time’. Swansea – these issues have not been problematic within Early Intervention despite the multi-agency and multi-disciplinary integrated models in Swansea’s co-located EISs.
10. How to share the important learning about ‘what works’ with the rest of Wales and the United Kingdom. “ Swansea – presentations at conferences nationally and invites to international conferences have been received as a result of the sector leading practice. The practice being highlighted to other Local authorities in Wales and England and many visits being hosted as a result. Staff have also worked with Welsh Government to develop national information packs on working with Dads and attachment.

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<sup>3</sup> Note: the NSPCC has recently published a new Practice Framework to support effective decision making including effective timings for rehabilitations home

<sup>4</sup> For example, there may be some learning here from approaches such as ‘Multi-Systemic Therapy’ or ‘Functional Family Therapy’

## Appendix E: Under 11s Family Support Gap Analysis

**Data Sources / evidence drawn from:**

- Mapping exercise
- Review of Services
- Demand data
- Finance analysis

Ref	Criteria	Scale of Impact of the gaps						Gap
		1	2	3	4	5	6	
1.	<b>Sustainable funding across the Continuum</b>							Lack of secure funding for Family Support to provide early intervention.
2.	<b>Strong Universal Core Pathway</b>							<p>Only partial coverage of the TAF in Schools model to support workforce development.</p> <p>No support in place to align the Health Universal Core Pathway to the Family Support Continuum.</p>
3.	<b>Maximisation of Family Support resources to avoid escalation of need</b>							<p>Contacts/referrals from Schools and Health into the IAA whereby earlier offers of support lower down the Continuum have not been exhausted.</p> <p>Only partial coverage of the TAF in Schools approach and no similar</p>



							<p>model for Health.</p> <p>Duplicate referrals being made into several EI services resulting in families waiting for a service.</p>
<b>4.</b>	<b>Service capacity within internal and integrated Family Support Services</b>						<p>Lack of capacity to rollout the TAF in Schools to the remaining 15 primary schools.</p> <p>Lack of capacity to initiate a TAF in Health model.</p> <p>Lack of capacity to provide the Co-ordination element of TAF if further change is required.</p> <p>No holistic integrated service for young children and their families from conception and throughout the Infant Years for vulnerable parents over 25 in particular outside Flying Start areas.</p> <p>Insufficient parenting capacity for families of children 4 to 10 Swansea wide.</p>
<b>5.</b>	<b>Sufficiency of family support services to support mental health,</b>						<p>Domestic Abuse – covered in DA review.</p>

	<b>domestic abuse and Substance Misuse</b>							Gap in Mental Health provision straddling 2/3 on the Continuum of need.
<b>6.</b>	<b>Effective Workforce Development</b>							Lack of consistency across the Continuum of Need –a gap in investment in Family Support Services within Child and Family.
<b>7.</b>	<b>Effective Performance Management</b>							Lack of consistency across the Continuum of Need – a gap in performance outcome measures and tools within the Family Support Services within Child and Family.
<b>8.</b>	<b>Age responsiveness Family Support Services</b>							<p>As above gaps in EI for 0-3 whose parents are over 25 living outside Flying Start areas.</p> <p>Insufficient capacity within EI Swansea wide for parents of children 4-10.</p> <p>Difficulty in accessing youth work provision to provide direct support for older children within families supported by Under 11 Services.</p> <p>The absence of parenting services for adolescence.</p>
<b>9.</b>	<b>Geographical Coverage of Family Support Services</b>							Some gaps for younger children outside Flying Start areas.

The following priorities have been identified from the above Gaps Analysis and Mapping and provide a summary of the key areas to be addressed through the development of the optimum option at Stage 4.

Ref	Identified priorities	Evidence	Option ref
1.	<p>The need to further strengthen the Universal Core Pathway to free up capacity in early intervention in order to benefit the Child, Family and the System.</p> <p>Linked to this is the need to further build on the work to encourage core TAF referrers to exhaust all options at the lowest possible levels prior to escalation to services higher up the continuum.</p>	<ul style="list-style-type: none"> <li>• Gap identified in the Service Mapping.</li> <li>• Review of the TAF Service</li> <li>• Evidence of success to date.</li> </ul>	<ul style="list-style-type: none"> <li>• 1a,b</li> <li>• 2a,b,c,d,e</li> <li>• 3a,b,c,d,e</li> </ul>
2.	<p>There is a need for consistency across the Continuum for Under 11s and therefore a need to strengthen the workforce agenda in the Family Support Teams within Child and Family so that it is aligned with the Early Intervention approaches and offer. This may help to increase demand on the services from social workers as elements of the in-house Statutory Family Support resource are under-utilised.</p>	<ul style="list-style-type: none"> <li>• Review of the Family Support teams in Child and Family and Early Intervention services</li> <li>• Evidence of success to date</li> </ul>	<ul style="list-style-type: none"> <li>• 2i,j,m</li> <li>• 3i,j,m</li> </ul>
3.	<p>Waiting lists for services due to poor quality assessments of needs and multiple referrals from professionals resulting in families therefore not necessarily getting the right service at the right time.</p>	<ul style="list-style-type: none"> <li>• Review of Services</li> </ul>	<ul style="list-style-type: none"> <li>• 2d,e</li> <li>• 3d,e</li> </ul>
4.	<p>Different practices and different processes and lack of alignment of workforce development between services for different levels of needs and ages.</p>	<ul style="list-style-type: none"> <li>• Discussions with colleagues.</li> </ul>	<ul style="list-style-type: none"> <li>• 2i,j,m</li> <li>• 3i,j,m</li> </ul>
5.	<p>Identified that other than universal offers of counselling and CAMHS business there is no mental health provision straddling levels 2 and 3 of the Continuum.</p>	<ul style="list-style-type: none"> <li>• Service Mapping and Service reviews</li> </ul>	<ul style="list-style-type: none"> <li>• 2g,h</li> <li>• 3g,h</li> </ul>
6.	<p>Through co-ordinated whole family support it has been identified that there is</p>	<ul style="list-style-type: none"> <li>• Service reviews and links with</li> </ul>	<ul style="list-style-type: none"> <li>• 2j</li> <li>• 3i</li> </ul>

	a gap in adolescent parenting.	other commissioning reviews.	
7.	Difficulty in accessing youth workers to support young people directly and separately to the family's intervention.	• Service reviews	• 2d • 3d
8.	Family Support in the Statutory services needing to develop its data performance and align with Early Intervention Services.	• Service reviews	• Identified action 5

The following table sets out identified actions that are required / are taking place to complement the chosen option:

Ref	Identified issues	Actions
1.	There are gaps in early intervention provision for -9 months to 3 years outside Flying Start for all families.	Progress the Early Years Strategy Action Plan and the Prevention Business Cases in discussion with ABMU Health Board.
2.	There is a risk to the sustainability of family centres currently funded by Communities First. This would result in a lack of a community based consistent resource/facility in each deprived community.	Meet with the provider to ascertain options they are pursuing to access wider funding sources.
3.	Ensuring that there is alignment of commissioned Under 11s projects with the FF guidance and the delivery model.	To action as appropriate.
4.	Ensuring that Partner driven bids for external funding are aligned to Swansea's Family Support model through a more robust assessment of need which would strengthen our position in relation to co-production.	To increase engagement with the 3 <sup>rd</sup> Sector and other partners.
5.	Ensuring a consistency of approach in relation to measuring impact of services on children's outcomes.	To further rollout the well-being distance travel tool beyond EISs so that it is utilised across the Continuum of need. Also to develop a framework to capture the

		data.
6.	There is a need to map out the mental health tiers of provision for children and their families to ensure that there are appropriate and proportionate approaches and services available at all levels.	To work with ABMU Health Board and CAMHS to develop this.

**Option Appraisal Toolkit**  
**Commissioning Process & Principles**

**Scoring Method**  
**Weighting & Scoring Matrix**

Weight	Meaning
5	High Importance
3	Medium Importance
1	Low Importance

Score	Description
4 or 5	Meets criteria. Major improvement likely. Potential for substantial advantages. Best Outcome
2 or 3	Partially meets the criteria. Some improvements. Potential advantages outweigh potential disadvantages. Acceptable Outcome.
0 or 1	Does not meet the criteria. No improvement is likely or could be worse off. Potential disadvantages outweigh any potential advantages. Worst Outcome.

### New Delivery Models Scoring Matrix

Adjust the weights in the blue boxes to suit the importance you attach to each of the Category Headings and criteria questions for the Service area under review. Then fill in the red boxes with your scores and the table will work out the weighted and total scores for each option.  
If you are looking at more than 4 Options as part of the matrix, you will need to cut and paste further options onto the spreadsheet.

			Option 1 - AS IS Model (no Changes)		Option 2 - Transform in-house partial re-configuration		Option 3 - transform In-house full re-configuration		Option 4 - Full Commissioning Model	
Outcomes	Criteria	Weight	Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
	Easier access to the right support at the right time.	5	3	15	5	25	5	25	2	10
	Enhanced alignment of best practice across the Continuum.	5	3	15	5	25	5	25	1	5
	Proportionate spread of services across the levels of need	5	3	15	5	25	5	25	2	10
	<b>Total</b>	<b>15</b>	<b>9</b>	<b>45</b>	<b>15</b>	<b>75</b>	<b>15</b>	<b>75</b>	<b>5</b>	<b>25</b>
	Score			<b>3.0</b>		<b>5.0</b>		<b>5.0</b>		<b>1.7</b>
Fit with Priorities	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
	Ensures identification of need at the earliest possible stage to prevent escalation to statutory services.	5	3	15	5	25	5	25	1	5
	<b>Total</b>	<b>5</b>	<b>3</b>	<b>15</b>	<b>5</b>	<b>25</b>	<b>5</b>	<b>25</b>	<b>1</b>	<b>5</b>
	Score			<b>3.0</b>		<b>5.0</b>		<b>5.0</b>		<b>1.0</b>
Financial Impact	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
	Evidences an invest to save model.	5	3	15	5	25	5	25	3	15
	Maximises available collective resources across the Continuum.	5	3	15	5	25	5	25	2	10
	<b>Total</b>	<b>10</b>	<b>6</b>	<b>30</b>	<b>10</b>	<b>50</b>	<b>10</b>	<b>50</b>	<b>5</b>	<b>25</b>
	Score			<b>3.0</b>		<b>5.0</b>		<b>5.0</b>		<b>2.5</b>
Sustainability/Viability	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
	Aligns with the Social Services Well-being Act and the Future Generations Act.	5	3	15	5	25	5	25	3	15
	<b>Total</b>	<b>5</b>	<b>3</b>	<b>15</b>	<b>5</b>	<b>25</b>	<b>5</b>	<b>25</b>	<b>3</b>	<b>15</b>
	Score			<b>3.0</b>		<b>5.0</b>		<b>5.0</b>		<b>3.0</b>
Deliverability	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
	Ensuring that the Citizen is central to service delivery and has consistent stable and high quality of services regardless of model.	5	3	15	5	25	5	25	1	5
	<b>Total</b>	<b>5</b>	<b>3</b>	<b>15</b>	<b>5</b>	<b>25</b>	<b>5</b>	<b>25</b>	<b>1</b>	<b>5</b>
	Score			<b>3.0</b>		<b>5.0</b>		<b>5.0</b>		<b>1.0</b>
<b>Total</b>				<b>15.0</b>		<b>25.0</b>		<b>25.0</b>		<b>9.2</b>

**Option Appraisal Toolkit**

**Commissioning Process & Principles - Family Support Commissioning Review (Under 11's Cluster)**

Financial Summary Grid



Complete this grid with your Financial support and Delivery Team

	Options	Operations Costs	Staff Costs	NNDR Savings pa	VAT costs/savings pa	Total Cost	Comments
1	<b>Option 1 - (Remain As-Is Model)</b> • Partial alignment of internal family support services • No universal coverage of schools or health • Multiple entry points for services with different criteria • An imbalance of capacity between Early Intervention and Statutory	£ 97,850	£ 2,023,035	£ -	£ -	£ 2,120,885	Outlined are the costs of the current provision across Poverty & Prevention and Child & Family Services, predominately services are grant funded.
2	<b>Option 2 - (Transform In-House - Partial Reconfiguration)</b> • Universal coverage of schools and health • Single entry point into Early Intervention services • Re-addressing the balance of capacity between Early Intervention Services and Statutory Parenting Support Services and establishing specialist adolescent parenting. • Improved alignment of Early Intervention Services and Statutory Parenting support services across the ages and stages of the Continuum	£ 97,850	£ 2,178,587	£ -	£ -	£ 2,276,437	This will require an increase in grant funding allocations to achieve an increase in TAF and greater capacity in the delivery of Parenting including Adolescent parenting. In addition the establishment of the new Family Well-Being Team required a transfer of funding from Child and Family, Young People Services and Early Intervention into one cost centre to achieve this.
3	<b>Option 3 (Transform In-House - Full Reconfiguration)</b> • Universal coverage of schools and health • Single entry point into Early Intervention services • Re-addressing the balance of capacity between Early Intervention Services and Statutory Parenting Support Services and establishing specialist adolescent parenting. • Full alignment of Early Intervention Services and Statutory Parenting support services across the ages and stages of the Continuum	£ 97,850	£ 2,178,587	£ -	£ -	£ 2,276,437	This will require an increase in grant funding allocations to achieve an increase in TAF and greater capacity in the delivery of Parenting including Adolescent parenting. In addition the establishment of the new Family Well-Being Team required a transfer of funding from Child and Family, Young People Services and Early Intervention into one cost centre to achieve this. This option will see transfer of the budget for the Family Support Services currently in Child and Family to Poverty & Prevention. This is in line with the budget strategy for the People Directorate
4	<b>Option 4 (Full commissioning Model)</b> • Outsource provision to one external provider	£ 2,276,437	£ -	£ -	£ -	£ 2,276,437	The total resource would form part of a tender for an external service.

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**Narrative**

Options 1 to 3 are achievable within the budget allocated and Option 4 is an unknown quantity. The purpose of this commissioning review is to bring things together to work in partnership and improve outcomes for people and reduce and manage demand, hence reducing the need for higher level complex interventions. This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working. The preferred option would see the services and funding managed in one place to achieve efficiencies and economies of scale. The list of current funding sources is outlined below, bringing these together will bring better flexibility and opportunity for growth.

**Funding Sources**

WG Families First	£ 1,340,757
Core YPS	£ 68,824
Core C&F	£ 838,501
Core EI	£ 28,355
<b>Total Budget Available for 2017-18</b>	<b>£ 2,276,437</b>



# Equality Impact Assessment Screening Form

Please ensure that you refer to the Screening Form Guidance while completing this form. If you would like further guidance please contact your directorate support officer or the Access to Services team (see guidance for details).

## Section 1

Which service area and directorate are you from?

Service Area: Early Intervention Services – Poverty and Prevention

Directorate: People

### Q1(a) WHAT ARE YOU SCREENING FOR RELEVANCE?

Service/  
Function

Policy/  
Procedure

Project

Strategy

Plan

Proposal

### (b) Please name and describe below

Family Support Commissioning Review – Under 11's .

4 Options for service changes have been proposed as part of the Sustainable Swansea Family Support Commissioning review for the Under 11's section. After consultation the report is recommending Option 2 moving onto option 3 in the future. These Options are described below - please note that they are very similar. Should other options be selected then a further screening will have to take place.

### Options 2 & 3 Transform in-house – partial/full re-configuration

#### Key Characteristics:

- Universal coverage of schools and health
- Single entry point into Early Intervention services
- Re-addressing the balance of capacity between Early Intervention Services and Statutory Parenting Support Services and establishing specialist adolescent parenting.
- Improved alignment of Early Intervention Services and Statutory Parenting support services across the ages and stages of the Continuum

#### Specific details include:

- a. To expand the TAF in Schools offer to all primary schools and to develop a TAF in Health model.
- b. To move towards a primary school cluster model of TAF in Schools as staff become more confident and experienced with a future focus where appropriate on school to school support.
- c. To continue to offer responsive workforce development opportunities through support for school pastoral roles to continue to build on confidence and competency and share the practice with the Over 11s in order to align the approach across comprehensive schools.
- d. To establish a Single Point of Entry for our Early Intervention (EI) that allows professionals to talk through children's needs. This reflects the similar approaches taken by the Domestic Abuse Hub and the Over 11s commissioning review. Advice will be given on which EI (Under 11s) offer best meets the needs of families taking away the onus from professionals to

## Equality Impact Assessment Screening Form

identify the right support and complete several referral forms. This will include ensuring that partnership pathways across the Continuum are also exhausted where appropriate to ensure the right support at the right time.

- e. To increase the co-ordination element of the TAF offer in order to align with the Swansea wide development of the Family Well-Being Team (FWT).
- f. To conclude the FWT pilot and fully implement in order to further strengthen the interface with Statutory services and continue addressing the reduction in levels of Child in Need of Care and Support(CINCS).
- g. Align practices in Early Intervention with that of YPS to establish a 2 way brokerage pathway with CAMHS enabling more effective joined up working between services, including long arm support from CAMHS.
- h. Involvement in the development of the new Prams peri-natal Service.
- i. Development of the Statutory Family Support Services so that they are aligned to the Early Intervention offer. Re-addressing the balance through analysis of the demand data following the Supported Care Planning re-structure.
- j. Over 11's services in scope to commission EIS Parenting Team to offer consultancy, skill building opportunities and support in developing an adolescence parenting offer.
- k. Continued development and strengthening of partnership pathways such as relating to young parents and feeding into the domestic abuse partnership pathway as well as developing new Partnership Pathways relating to Disability, Substance Misuse, Mental Health.
- l. Continued model of integration with Health to develop and deliver services to young children and their families from conception upwards.
- m. To centrally align workforce development across the continuum in order to consistently ensure alignment of practices that play a central role in the delivery of all services regardless of age or level of need. This would also include increasing the knowledge base around specialist areas such as disability and mental health and substance misuse.
- n. Family Information Service feeding into the overall Social Services and Well-Being Act driven Dewis Directory.

Moving towards a further step in 2018 which is option 3:

- a) All parenting (statutory and young people) that spans the various levels of need, ages and stages to be brought into Early Intervention Services on a phased approach. Financial contributions required from all in scope in order to achieve this.

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**Q2(a) WHAT DOES Q1a RELATE TO?**

Direct front line  
service delivery

Indirect front line  
service delivery

Indirect back room  
service delivery

(H)

Page 87  
 (M)

(L)

# Equality Impact Assessment Screening Form

**(b) DO YOUR CUSTOMERS/CLIENTS ACCESS THIS...?**

Because they need to  <input checked="" type="checkbox"/> (H)	Because they want to  <input type="checkbox"/> (M)	Because it is automatically provided to everyone in Swansea  <input type="checkbox"/> (M)	On an internal basis i.e. Staff  <input checked="" type="checkbox"/> (L)
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**Q3 WHAT IS THE POTENTIAL IMPACT ON THE FOLLOWING...**

	High Impact (H)	Medium Impact (M)	Low Impact (L)	Don't know (H)
Children/young people (0-18) →	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Any other age group (18+) →	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Marriage & civil partnership →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy and maternity →	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Race →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or (non-)belief →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sex →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Welsh Language →	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Poverty/social exclusion →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Carers (inc. young carers) →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community cohesion →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**\*These will be positive impacts in terms of getting services earlier and the right service.**

**Q4 HAVE YOU / WILL YOU UNDERTAKE ANY PUBLIC CONSULTATION AND ENGAGEMENT RELATING TO THE INITIATIVE?**

YES       NO (If NO, you need to consider

**If yes, please provide details below**

- We have started discussions with Health Visiting regarding developing a future TAF in Health model and these discussions will continue.
- Presentation to Ysgolion Cynradd Abertawe (YCA) in relation to the TAF in Schools which was well received.
- On-going process however specifically in relation to this we will as follows:
  - With staff in relation to the outcomes and any impact this will have on them
  - With partners so that they are aware of the new Single Point on Entry

# Equality Impact Assessment Screening Form

**Q5(a) HOW VISIBLE IS THIS INITIATIVE TO THE GENERAL PUBLIC?**

High visibility  
 (H)

Medium visibility  
 (M)

Low visibility  
 (L)

**(b) WHAT IS THE POTENTIAL RISK TO THE COUNCIL'S REPUTATION?**  
*(Consider the following impacts – legal, financial, political, media, public perception etc...)*

High risk  
 (H)

Medium risk  
 (M)

Low risk  
 (L)

**Q6 Will this initiative have an impact (however minor) on any other Council service?**

Yes

No

If yes, please provide details below

**Q7 HOW DID YOU SCORE?**

*Please tick the relevant box*

**MOSTLY H and/or M → HIGH PRIORITY →  EIA to be completed  
Please go to Section 2**

**MOSTLY L → LOW PRIORITY / NOT RELEVANT →  Do not complete EIA  
Please go to Q8 followed by Section 2**

**Q8 If you determine that this initiative is not relevant for a full EIA report, you must provide adequate explanation below. In relation to the Council's commitment to the UNCRC, your explanation must demonstrate that the initiative is designed / planned in the best interests of children (0-18 years). For Welsh language, we must maximise positive and minimise adverse effects on the language and its use. Your explanation must also show this where appropriate.**

Due to the low impact of the proposed changes there is not a requirement to complete a full EIA.

The changes will have an indirect impact on children and young people as the proposal is set to improve multi-agency working which will provide better outcomes for service users. The proposed changes are therefore in the best interests for children and young people as they will be provided with a better co-produced service to support their needs.

The changes proposed involve the integration of services via back office functions, systems and organisational structures. Young people and families are not directly involved in these technical aspects of organisational systems and should not see any impact on the front facing aspects of the service delivery, indeed, they should receive a faster and more efficient engagement from all services.

# Equality Impact Assessment Screening Form

## Section 2

NB: Please email this completed form to the Access to Services Team for agreement before obtaining approval from your Head of Service. Head of Service approval is only required via email – no electronic signatures or paper copies are needed.

<b>Screening completed by:</b>	
<b>Name:</b>	Sian Bingham
<b>Job title:</b>	Early Intervention Services Manager
<b>Date:</b>	06/02/17
<b>Approval by Head of Service:</b>	
<b>Name:</b>	Rachel Moxey
<b>Position:</b>	Head of Poverty & Prevention
<b>Date:</b>	1.3.17

Please return the completed form to [accesstoservices@swansea.gov.uk](mailto:accesstoservices@swansea.gov.uk)

# Agenda Item 14.

## Report of the Cabinet Member for Services for Children and Young People

Cabinet – March 16 2017

### FAMILY SUPPORT SERVICES COMMISSIONING REVIEW – OPTIONS APPRAISAL REPORT (GATEWAY 2) FOR THE OVER 11'S CLUSTER OF THE COMMISSIONING REVIEW

<b>Purpose:</b>	The purpose of this Options Appraisal is to outline the process, findings and set out New Models of Delivery for the Over 11s Cluster of the Family Support Commissioning Review
<b>Policy Framework:</b>	Sustainable Swansea: Fit for the Future Social Services and Wellbeing (Wales) Act 2014 (SSWBA)
<b>Reason for Decision:</b>	Decision on the recommendations of the preferred option on the future delivery model for the Over 11s Cluster of the Family Support Commissioning Review based on fully informed and robust evidence.
<b>Consultation:</b>	Corporate Management Team Cabinet Members Legal, Finance and Access to Services. Child and Family Services, Poverty and Prevention and Education.
<b>Recommendation(s):</b>	It is recommended that:  1) That the preferred option (2) outlined in section 3 of this report as a measure to improve performance, make the service more robust, and make efficiencies, is appropriate to take forward to implementation.
<b>Report Author:</b>	Julie Thomas, Jane Whitmore
<b>Finance Officer:</b>	Chris Davies
<b>Legal Officer:</b>	Lucy Moore
<b>Access to Services Officer:</b>	Rhian Miller

## **1.0 Purpose & Summary**

- 1.1 This Review is of services supporting children and families of children over 11 where mental health, substance misuse or parenting difficulties have been identified and is a strand of the wider Family Support Commissioning Review. It is a cross-service review between Child & Family Social Services and Poverty & Prevention, but there are clear interdependencies with other service areas, principally with Education, Health and the Third Sector.
- 1.2 In July 2016, Members and the Corporate Management Team agreed Swansea's vision for the delivery of Family Support Services across the Continuum of Need in addition to the desired outcomes for service users.
- 1.3 This report is asking for approval to move forward with implementation of the recommendations.

## **2.0 Background**

- 2.1 The main body of Stage 1 and 2 of the Family Support Commissioning was presented to Cabinet as a Gateway 1 report in July 2016 and is available upon request to provide context for Stages 3 and 4 of the commissioning process.
- 2.2 Additional Stage 1 & 2 information relevant to the over 11 Cluster and Theme has also been completed and is available upon request
- 2.3 As part of the additional information the Commissioning Team (the Young People and Family sub group), who are responsible for the development of these options have completed a cohesive service mapping and analysis exercise which can be located within Appendices 1.3
- 2.4 Alongside the mapping and analysis, a separate assessment into the 'Significant Risks' faced by the existing cohort of Young People and Families has been undertaken, providing further insight into current needs and this has been included in Appendices 1.4.
- 2.5 All of the work undertaken for Stages 3 and 4 of this review has been undertaken by a specific Commissioning Review Team. This team also operates under the name of the Young People and Family Sub Group and works across a number of interdependent change programmes including the EOTAS review, ensuring that all of the wider independencies are taken into account. The Terms of Reference and Membership of this group are included in Appendices 1.5
- 2.6 The work of the Commissioning Team as part of undertaking this review, required the clarity and definition of key terms being used and discussed. Definitions for the majority of terminology used within this

document are included as a Glossary in Appendices 1.6 in order to bring clarity and avoid any potential confusion.

## **KEY FINDINGS & SUMMARY**

- 2.7 Research undertaken by the members of the Young People and Family Sub Group has provided an overview of models being used and developed across parts of Wales and England, it utilises the National Benchmarking work for Youth Services and gives further insight into the models currently being developed in Cardiff, Rhondda Cynon Taf, Bridgend, Gloucester and Surrey. These authorities were selected due to their similar urban environments and due to working relationships that have enabled access to these authorities and organisations. Aspects of models in more rural authorities have also been given due consideration where relevant.
- 2.8 The Group concluded the following as key findings from our comparators:
- All areas are exploring models of greater integration between services that work with young people and families.
  - A critical factor in the selection of services that have greater levels of integration appears to be their structural location within the organisation. For example, youth services that sit within an education directorate tend to have very school focussed integration and sometimes no arrangements with their Child and Family Services.
  - Brokerage is a key issue in all models, although many areas still have very informal targeting and brokerage processes. The joining up of different brokerage routes has taken many different forms across authorities with no one area appearing to have mastered the perfect combination.
  - Schools can provide a useful platform to engage with children, young people and families as the vast majority have to interact with school, however this has meant that there is often a very complex set of various panels and processes around schools that are often too cumbersome and complex. A number of authorities including Cardiff and Newport and brought a number of their school panels together to drive efficiencies and co-ordination. These have included their SEN, Managed School Moves and EOTAS Panels which then seek to have full representation from all key stakeholders. Aspects of these mergers have had a positive impact, but none appear to have solved all of the issues associated with these panels.
  - Three authorities in Wales have merged their Youth Services and Youth Offending Services, which are Pembrokeshire, Carmarthen and Wrexham. These are all at early stages of integration and in some cases still managed as separate services, but they appear to have made efficiencies in their prevention work and have benefitted by sharing practice, improved brokerage and use of resources.
  - Gloucestershire County Council has developed a very different model, where, over the course of 10 years they have matured a commissioning relationship with an organisation called Prospects. Their initial steps commissioned the Youth Service, Youth Offending



and Careers services to the service. Following steps have seen their, Looked After Children Services, Leaving Care Services, Homelessness Services, NEET and Youth Employment Services and a variety of Health Services all commissioned into the Prospects organisation.

- All authorities reported significant issues around the access for CAMHS services, although some areas such as Gloucester have different arrangements in place that have helped alleviate some aspects of this.
- Most YOS models in Wales have established positive and formalised arrangements with their substance misuse provider, but there is more mixed access, alignment and outcomes for wider prevention services.
- There are lots of examples in all authorities of evidence based practice parenting models and approaches, but there are very few that have developed significant adolescent specific parenting models. Powys utilise the Take 3 model for adolescent parenting, which follows a very specific set programme. The limitation of this type of approach is the motivation of adolescent parents to commit to such a structured programme.
- Where common risk frameworks (ie Signs of Safety), assessment framework and brokerage processes had previously rolled out across multiple services, it does appear to have enabled a faster pace of structural service integration. ie Gloucester shared that they felt the lack of an agreed risk framework led to several years of slowed progress in some key areas.

## 2.9 Conclusions – key factors for consideration in the development of the Options:

- Greater integration between services – ensuring all services are joined up around children, young people and their family.
- Simplified brokerage processes – ensuring that all services can be accessed easily and do not trap families between services due to complex criteria and inflexible processes
- Joint workforce development across service areas – utilising common frameworks can support service to integrate more easily and for best practice to be shared
- Solutions for any identified gaps in provision
- Improved performance management, joined reports areas of prevention and demonstrating direct links to outcomes

## 2.10 A full overview report on benchmarking is attached in Appendices 2.1. The full national bench marking for all Youth Services is attached in Appendices 2.2 and a full national data analysis is attached in Appendices 2.3

### 3.0 Options Appraisal

3.1 Based on the research, evidence and analysis gained throughout the previous stages of the commissioning review process, the Commissioning Review Team looked at options that can be considered to re-design and deliver the agreed vision. The process resulted in the development of four distinctive options which are listed below

**Option 1 - As is Model - Continue to embed existing practices and structures**

**Key Characteristics**

- Young People Services - Evolve
  - Retain the existing Level 2 and 3 lead work teams with focus on 11 to 20 age group
- Western Bay Youth Justice & Early Intervention Service (WBYJ&EIS)
  - Continue with planned restructure into regional area lead structure (1 prevention regional manager, 1 statutory regional manager)
- Continue existing commissioned work with Ethic Minority Groups and Young Carers
- Gap Analysis
  - CAMHS – No brokerage arrangements – clinical referrals only
  - No specialist support for the parenting of adolescents
  - Substance Misuse support – Choices operating single brokerage pathway
- Brokerage system
  - Retain existing separate referral systems to services.

Workforce development to be undertaken separately by each organisation

\*Please see Appendices 3.1 for additional detail and 4.1 for current service structures

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• No disruption to current teams or services</li> <li>• No HR issues</li> <li>• Individual services able to continue with existing individual plans</li> <li>• No disruption to service users</li> <li>• Familiarity of existing services and processes</li> <li>• Further time given to allow previous changes to settle and develop</li> </ul>	<ul style="list-style-type: none"> <li>• Staffing inefficiencies</li> <li>• Potential duplication of work</li> <li>• Low level of co-ordination between services</li> <li>• Poor co-ordination for young people with mental health issues</li> <li>• Complex and inefficient brokerage routes</li> <li>• It could stifle the speed of progress</li> <li>• Can create stagnating service areas that become resistant to future changes</li> <li>• Lack of joint brokerage</li> <li>• Lack of a single brokerage</li> </ul>

	<p>(referral) route</p> <ul style="list-style-type: none"> <li>• Less managerial accountability</li> <li>• Lack of capacity</li> <li>• Complexity of staff operating over pre and post 16 provisions and specialisms are diluted Less co-ordination for Children in Need of Care and Support</li> <li>• Greater potential for different thresholds to develop across different area teams.</li> <li>• Poor integration of services with Western Bay Youth Justice and Early Intervention Service</li> <li>• Lack development for future leadership</li> <li>• Lack of sharing best practice</li> <li>• Lack of accountability and performance monitoring</li> <li>• Lack of multi-agency interaction and ownership</li> </ul>
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**Option 2 – Full Transformation Model – Identifies a full range of next step changes for all service structures, partnerships, processes and gaps**

**Key Characteristics**

- Young People Services
  - Restructure existing Level 2 and 3 lead work teams into 4 geographically aligned area teams with focus on 11 to 16 age group
  - Managers and posts to have more direct alignment to specific schools and to Child and Family Area Teams
  - Refocus the Targeted and Specialist Team Resource
  - Introduce practice lead roles into the structure to enable multi agency best practice development.
- Western Bay Youth Justice & Early Intervention Service
  - Restructure into regional area leads with the commitment to evaluate the impact of changes and if required, explore alternative management arrangements to support further local integration
  - Increased partnership work across prevention elements including formalising arrangements in the areas of adolescent parenting, domestic abuse, behaviour management, restorative practice, speech and language and Education Training & Employment (ETE) related roles
- Refocus the commissioned work with Ethnic Minority Groups and recommission Young Carers incorporating requirements for a joint brokerage route (including a formalised step up and step down processes with Child and Family) and workforce development.
- Gap analysis met by:
  - Establish a new post focussing specifically on the parenting of

- adolescents
  - Establish a new joint post between Young People Services and Child and Family focussing on step and down thresholds, co-working arrangements and the management of Children in Need of Care and Support (CINCS).
  - Establish a 2 way brokerage pathway between CAMHS and lead work provision enabling more effective joined up working between services, including long arm support from CAMHS and explore the funding of a joint post to meet unmet need.
  - Greater alignment of substance misuse workers from the Choices service to service areas
- Brokerage system
  - All lead work provision to come under one joint brokerage process with direct links into the early intervention services brokerage process
- Workforce Development
  - The development of a joint annual workforce development with all in scope service areas and across Child and Family and Early Intervention Services
- Performance Reporting
  - Joint monthly performance report with agreed feedback loop

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Reduced duplication of work</li> <li>• Improved efficiencies in staffing resource</li> <li>• Improved co-ordination of services</li> <li>• Improved relationships between services, especially with schools and Child and Family Area Teams.</li> <li>• Capacity to support schools through long arm consultation support with all cases (building on TAF in Primary Schools Approach)</li> <li>• Simplified and joined up brokerage process, enabling the best service to meet the need being brokered.</li> <li>• Brokerage routes between younger and older age groups joined up and simplified.</li> <li>• Improved understanding through joint workforce development</li> <li>• Improved support for young people with Mental Health</li> </ul>	<ul style="list-style-type: none"> <li>• HR &amp; change processes may disrupt performance of work</li> <li>• Some service users may experience a low level of disruption</li> <li>• The length of time to implement could be significant</li> <li>• Some processes make take time to bed in.</li> <li>• Success on the implementation of emotional and mental health support carries significant risk due to the operational ability of CAMHS to implement changes</li> <li>• There are a large number of different challenges to develop in one go, which some service areas may not have the capacity or change culture to successfully implement</li> </ul>

<p>issues</p> <ul style="list-style-type: none"> <li>• Increased capacity to support young people and families aged 11 to 16.</li> <li>• Increased support for transition for young people and families going from primary to secondary school provision.</li> <li>• Increased capacity to support Adolescent Parenting</li> <li>• Increased support for the development of threshold levels and support for Children in Need of Care and Support</li> <li>• Improved co-ordination of co-working across the age range provision due to joint workforce development.</li> <li>• Strong model for the development of future leadership via practice leads</li> <li>• Strong model for sharing best practice via service alignment and practice leads</li> <li>• Increased accountability and performance monitoring</li> </ul>	
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**Option 3 – Graduated Transformation Model – Combines elements of transformation for key areas whilst enabling other aspects further time to embed practice and processes, before identifying further changes.**

<p><b>Key Characteristics</b></p> <ul style="list-style-type: none"> <li>• Young People Services - Evolve <ul style="list-style-type: none"> <li>➢ Restructure existing Level 2 and 3 lead work teams into 4 geographically aligned area teams with focus on 11 – 16 age group</li> <li>➢ Managers and posts to have more direct alignment to specific schools and to Child and Family Area Teams</li> <li>➢ Refocus the Targeted and Specialist Team Resource</li> </ul> </li> <li>• Western Bay Youth Justice &amp; Early Intervention Service (WBYJ&amp;EIS) <ul style="list-style-type: none"> <li>➢ Restructure into regional area leads</li> <li>➢ Increased partnership work across prevention elements including formalising arrangements in the areas of adolescent parenting, domestic abuse, behaviour management, restorative practice, speech and language and Education Training &amp; Employment (ETE) related roles</li> </ul> </li> <li>• Refocus the commissioned work with Ethnic Minority Groups and recommission Young Carers incorporating requirements for a joint brokerage route (including a formalised step up and step down processes with Child and Family) and workforce development.</li> </ul>
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- Gap analysis met by:
  - Establish a new post focussing specifically on the parenting of adolescents
  - Establish a brokerage pathway with CAMHS enabling CAMHS to broker lead work support, but continuing all brokerage of CAMHS support via the GP and clinical routes only
- Brokerage system
  - All lead work provision to come under one joint brokerage process
- Workforce Development
  - The development of a joint annual workforce development programme with all in scope services.

\*Please see appendices 3.1 for additional detail and 4.1 for proposed staffing structures

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Reduced duplication of work</li> <li>• Improved efficiencies in staffing resource</li> <li>• Improved performance and productivity</li> <li>• Improved co-ordination of services</li> <li>• Improved relationships between services, especially with schools and Child and Family Area Teams.</li> <li>• Capacity to provide schools with long arm support</li> <li>• Simplified brokerage process</li> <li>• Improved understanding through joint workforce development</li> <li>• Improved support for young people with emotional and mental health needs</li> <li>• Increased capacity to support young people and families aged 11 to 16.</li> <li>• Increased support for transition for young people and families going from primary to secondary school provision.</li> <li>• Maximises lead work capacity</li> </ul>	<ul style="list-style-type: none"> <li>• HR &amp; change processes may disrupt performance of work</li> <li>• Some service users may experience a low level of disruption</li> <li>• Some processes make take time to bed in.</li> <li>• Continued difficulty in access for Mental Health Assessments</li> <li>• Reduced co-ordination for Children in Need of Care and Support</li> <li>• Greater potential for different thresholds to develop across different area teams.</li> <li>• Lack of integration of services with Western Bay Youth Justice and Early Intervention Service</li> <li>• Lack of development for future leadership</li> <li>• Lack sharing of best practice</li> <li>• Lack of accountability and performance monitoring</li> </ul>

**Option 4 – Full Commissioning Model – Commission all in scope services out to one single 3<sup>rd</sup> sector organisation or private sector company to transform under their guidance.**

**Key Characteristics**

- Transform services by Commissioning out the key functions and roles.
  - All in scope parts of Young People Services and the Swansea prevention aspects of the Western Bay Youth Justice and Early Intervention Service would be commissioned to a single external provider.
  - Recommission the work with Ethnic Minorities and Young Carers to the same single external provider.
- Brokerage  
The single organisation would undertake responsibility to develop a single point of entry to their services
- Workforce Development
  - The single organisation would undertake all activity in relation to workforce development

**Advantages**

- Cost saving efficiencies
- Access to match funding opportunities
- Potentially less bureaucratic systems could offer efficiencies and increased performance
- Single brokerage process to a single organisation
- Potential for faster pace of dynamic change and integration

**Disadvantages**

- Quality and capacity of organisations in the current market place
- The quality of the relationship between commissioner and organisation in order to develop the high quality provision does not currently exist
- Complexities of handing over such a large range of different service areas at one time would be enormous
- Robust and complex performance monitoring and quality assurances would need to be established which could be problematic
- Access to internal Management Information Systems and Information Sharing processes could be more difficult
- Breadth of skills, knowledge and understanding are unlikely to exist in a single organisation
- Timeframes to build the required understanding in organisations has not been undertaken
- TUPE issues with existing staff would be complex and require long timeframes
- Risk of organisation failing to

	deliver
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- 3.2 The options were evaluated and scored utilising a delivery model matrix which involved scoring the options based on the following criteria;
- Outcomes
  - Fit with priorities
  - Financial impact
  - Sustainability and viability
  - Deliverability

3.3 These options were scored at a stakeholder evaluation event where all stakeholders took part in discussion, analysis and the scoring process.

3.4 Following a multi-agency stakeholder workshop **Option 2** was the preferred option chosen based on the discussion and scoring criteria. Option 4 was discussed and discounted as not a viable option at this stage as it was felt the service model needed to be optimised.

3.5 The full scoring matrix, with breakdown of each scoring category, can be found in the **Appendices 3.2**.

#### **4.0 Preferred Option- Legal Implications**

4.1 It is not anticipated that there will be any significant legal implications with options 1, 2 or 3. There would be more significant legal issues if Option 4 due to the potential TUPE of staff and Commissioning Contracts.

4.2 The parties will need to seek HR and Legal advice in relation to the issue of transferring staff under the TUPE regulations and other general employment issues relating to the options.

4.3 Regardless of which option is chosen, the commissioning of services must be undertaken in accordance with the Council's Contract Procedure Rules and the provisions of the Public Contracts Regulations 2015.

#### **5.0 Preferred Option – Financial Implications**

7.1 The full financial scoring matrix can be found in the **Appendices 5.1**

7.2 All options outlined in this review are achievable within the budget allocated. The list of current funding sources is outlined below.

<b>Funding Sources</b>		
Young Peoples Service Core Budget	£	792,400
WG Families First	£	433,127
WG Youth Strategy Grant	£	114,900
<b>Total Budget Available for 2017-18</b>	<b>£</b>	<b>1,340,427</b>



- 7.3 The purpose of this commissioning review is to bring things together and work in partnership to improve outcomes for young people and their families and reduce and manage demand, hence reducing the need for higher level complex interventions. This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working and the development of a pathway from prevention to protection to be managed across the continuum of need to achieve efficiencies and economies of scale.
- 7.4 The preferred option is Option 2, which has a total cost of approximately 1.3 million; this is achievable in the budget available as outlined in the table above. Option 2 sees a 6.5% increase on current funding levels; this increase will be met through maximisation of grants and does not add any additional pressure to core budgets.
- 7.5 The funding identified for this review and outlined in the table above does not include funding for the NEETs service or anything included in the EOTAS review or ESF funding from Cynydd or Cam Nesa. These funding streams are out of scope for the purpose of this review.

## **6.0 Preferred Option – HR Implications**

- 6.1 Families First would be responsible for all the Commissioning Process and any HR issues within those external organisations would be handled by the individual organisation
- 6.2 Western Bay Youth Justice & Early Intervention (WBYJ&EIS) changes would be overseen by the regional board and by each respective HR Department across the region. The preferred option would require HR to follow standard procedures for the creation and advertisement of a new post.
- 6.3 Young People Services would require a full staff consultation agreed and supported with appropriate Trade Unions. Following consultation and confirmation of any changes, a slotting and matching would take place. All timelines and feedback processes would follow current policy and best practice. No redundancies would be incurred through the proposed model option.

## **7.0 Consultation**

- 7.1 The Over 11s Cluster of the Family Support review is recommending options which transform our internal processes and staffing to deliver our services as effective and sustainable as possible in addition to working more collaboratively with our internal and external stakeholders. These options will not be making changes to front end services received by our service users and so no formal consultation is required.

## **8.0 Equality**

- 8.1 An EIA screening form was completed and given that the preferred option is not proposing any changes, it is agreed that there will be little to no impact for any protected groups. As a result, a full EIA has not been deemed necessary.

### **Background Papers:**

Gateway 1 Report

Gateway 2 Report

### **Appendices:**

- 1.1 Stage 1 & 2 of the review – available upon request
- 1.2 Additional Stage 1 & 2 information – available upon request
- 1.3 Mapping & Analysis
- 1.4 Significant Risks Analysis
- 1.5 The Commissioning Team – Young People and Families Sub Group TOR and Membership
- 1.6 Glossary of terms and definitions
- 2.1 Benchmarking report on detail of areas
- 2.2 National Benchmarking Report – Youth Services
- 2.3 Full National Benchmarking Data Set – available upon request
- 3.1 Additional detail for Options 2 & 3
- 3.2 Scoring Matrix for the Options
- 4.1 Service structure charts for options 1,2 &3
- 5.1 Finance Report
- 6.1 EIA Screening

# Commissioning Gateway Review Report & Stages Checklist

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**Contains:-**

1. **Part 1:** Review Overview and Details
  2. **Part 2:** Stages Checklist
  3. **Part 3:** Gateway Approval
- 

## PART 1 – REVIEW OVERVIEW

<b>Commissioning Strand Lead:</b>	Julie Thomas & Sarah Crawley
<b>Service Review Lead:</b>	Karen Benjamin
<b>Service Review Title:</b>	Family Support Continuum

### **1 Purpose of Report**

- 1.1 This report is to request approval to move onto Stage 3 within the Commissioning Process and provide evidence the Service Review has completed all relevant tasks as part of the commissioning process.

Please tick which stages the Gateway Review Report is for:

√	<i>Stage</i> 2	x	<i>Stage</i> 4
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This report addresses Stage 1 – Desired Outcomes and Stage 2 – Service Assessment for consideration and discussion.

### **2 Service Review Details**

#### **2.1 Service Overview**

This review is a cross service review primarily within the People Directorate between Child & Family (thereafter referred to as C&F) Social Services and Poverty & Prevention (thereafter referred to as P&P). Where there are interdependencies with other service areas and cross Directorate these are highlighted as such but primarily include Education, Housing and the Local Health Board.

In Swansea we believe that Children’s needs are best served in their own families if this can be safely supported. Helping families stay together must therefore be a key focus for all services and begins with early identification of need and effective early intervention. Preventative and early support services can reduce the number of children and young people reaching

the threshold for statutory intervention for example, children requiring a child protection plan, care proceedings or needing to become looked after. Most importantly preventative and early intervention support can promote good wellbeing outcomes for children and young people, helping them to live a healthy and fulfilled life.

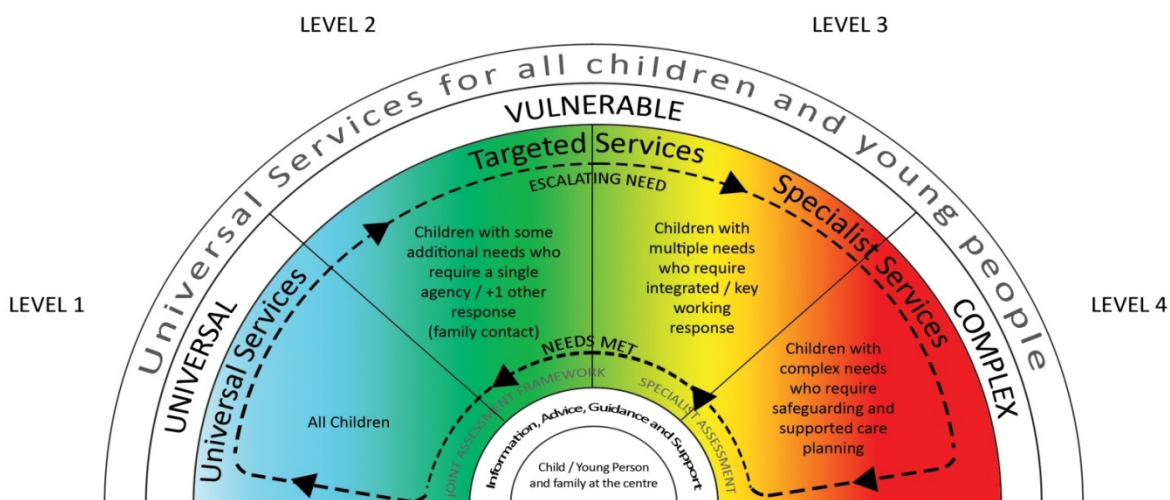
We need to build the resilience of parents and families and give them the skills and confidence to provide a family environment in which children and young people can thrive. This includes direct support when families are struggling, as well as developing and building capacity in families, their support networks and communities, to sustain change and meet their children’s long term needs.

For the purpose of this review the definition of Family Support is agreed as:

*“Family support is both a style of work and a set of activities; combining statutory, voluntary, community and private services, primarily focused on early intervention across a range of levels and needs with the aim of promoting and protecting the health, wellbeing and rights of all children, young people and their families in their own homes and communities, with particular attention to those who are vulnerable or at risk, and reinforcing positive informal social networks”.*

The Family Support Continuum stretches from universal services at Level 1, open access to all citizens in the City & County of Swansea, through to statutory child protection services at Level 4. The Family Support Services Continuum is best visually presented as:

### How we Support Children and Families in Swansea



The purpose of the review is to fully map existing services on the Continuum of need, to identify gaps in service, identify duplication, review current outcomes performance, look at best practice examples of how the services on the Continuum of need could be delivered more effectively, more efficiently and within a financially sustainable framework for the future.

The Social Services and Wellbeing (Wales) Act 2014 ('The Act') is a key piece of legislation that was introduced across Wales in April 2016. It emphasises the importance of local authorities having a coherent approach to preventative work within our communities and it defines what these services are expected to achieve.

The service review has a number of overarching and interlinked Council policies, strategies and frameworks of which to be mindful. The key strategic documents are: The Early Years Strategy; Safe LAC Reduction Strategy; C&F Placement Strategy; The Child Disability Strategy; Corporate Parenting Strategy; Sustainable Swansea, Fit for the Future; and Keeping in Touch strategy/Youth progression and engagement framework .

## **2.2 Service Review Scope**

The scope of this review is the largest to date in the Sustainable Swansea Programme. Attached at **Appendix 2** is the Scoping document which provides the detail of the family support continuum service areas within the review.

For ease of consideration and analysis those services linked to families with children and young people with a disability are clustered together.

Where services on the continuum provide similar or complementary services but across the different levels of need from Level 1 through to Level 4, these are also clustered together.

## 2.3 Is the current Service Model sustainable?

The review has not been tasked with specific financial savings however both C&F and P&P are tasked with identifying savings within their service areas which are likely to encompass the services within scope.

C&F have a budget reduction target of 15% equating to £6 million by the end of financial year 2017/18.

P&P have a budget reduction target of 5% of their core funding budget equating to £250,000 by the end of financial year 2016/17

A complicating factor is large areas of service within scope in P&P are Grant Funded by Welsh Government (hereafter referred to as WG). Grants equate to 75% of the overall budget for P&P. The future sustainability of these Grants is outside the control of the Council and Local Government. However in the awarding of the 2016/17 Grants WG has consulted on plans to restructure the administration of future Grants and a 12% reduction in the Families First Grant has been implemented.

Given the political context of austerity measures that creates uncertainty around future Grant awards it's important that this review consider whether elements of service funded in this way could or should, if required, be transferred to core funding streams. This will be considered at Stage 3 and Stage 4 of the review process.

The service model cannot run at a profit or full cost recoupment due to the nature of the business and scope. That said there may be opportunities for income generation which will be explored at Stage 3 and Stage 4 of the Review.

## 3.0 STAGE 1 – DEFINE OUTCOMES

### 3.1 Purpose of Stage 1

Stage 1 of the Commissioning Review process is about defining outcomes:

*What are the outcomes that we want to deliver and for whom?*

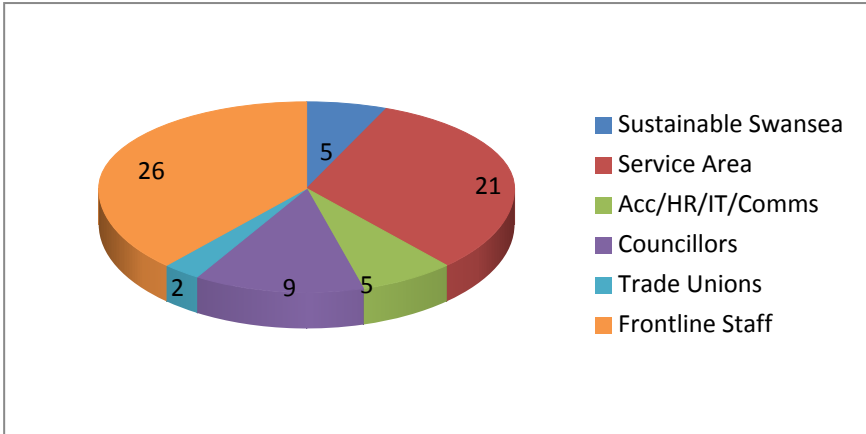
Stage 1 workshops with stakeholders took place on the 7 April 2016 and 6 May 2016 focussing on 4 main areas;

1. Hopes and Concerns
2. Family Support Continuum Service Vision
3. Needs, Current Outcomes and Desired Future Outcomes
4. SWOT and PESTEL exercises

Both workshops were facilitated by the nominated commissioning review leads and core group members' not external facilitators.

The review conducted a second workshop with frontline staff to ensure that those colleagues who will be fundamental to implementation are fully engaged in the commissioning review process from the outset. This workshop was a positive addition to the process and added to the value of Stage 1 of the review.

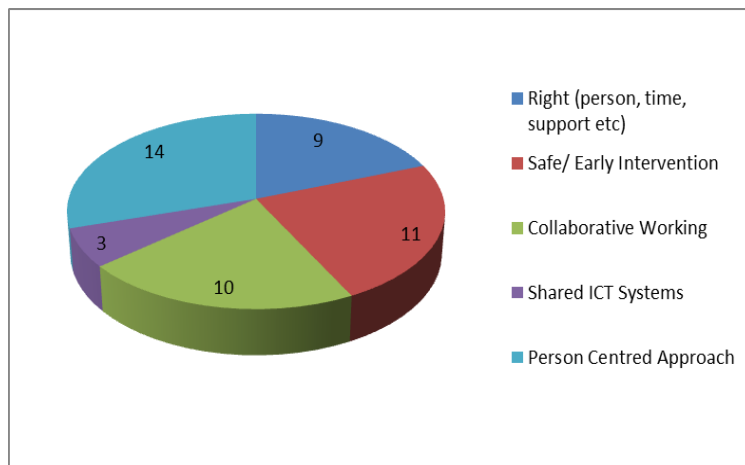
The workshops were attended by 68 colleagues from 8 different areas of the authority, including senior staff, front-line staff and councillors.



### 3.2 Service Vision and Outcomes

Analysis from the workshops identified the key elements of the vision to be:

- A person centred; whole family approach
- Delivered via safe and early intervention
- Through collaborative working
- And shared ICT systems
- To deliver the right family support, to the right families, at the right time.



The vision can be distilled as:

*Swansea’s vision for the delivery of Family Support Services across the Continuum of Need is that through early identification of need and early intervention, targeted services working with a whole family approach will empower families to problem solve, build resilience and sustain change. The services will be delivered through collaborative multi-service and multi-agency working, supported by co-location and shared ICT systems, in a proactive, timely way to prevent escalation of need and to de-escalate existing need.*

To support discussion at the Workshops the desired outcomes for children and families from The Act, which are captured in Swansea's Wellbeing Wheel, illustrated below, was shared with colleagues.

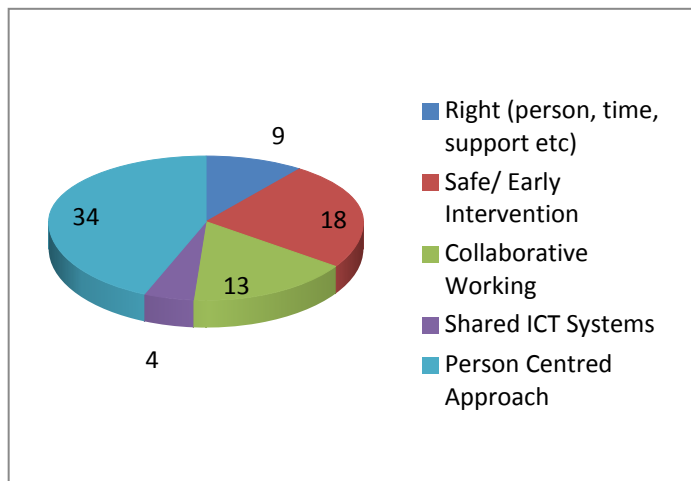


The Prevention Delivery Board, which reports to the Sustainable Swansea Board, proposed the desired outcomes for the Continuum as:

- 1) *Improved outcomes for children and young people by working together effectively across the continuum of need, a requirement of the SS & Wellbeing Act 2014*
- 2) *Provide timely support to families that promotes resilience, independence and engagement with their local community*
- 3) *Prevent or delay the need for more intensive interventions*
- 4) *Where it is clear needs are escalating, we will ensure that families move up the continuum to receive the co-ordinated support necessary to meet their needs, (a 'step-up' arrangement). For those families who are demonstrating an ability to meet their children's needs following more intensive support, a 'step down' arrangement, to an appropriate level (and eventually to universal services if possible) would be followed. By maintaining a focus on the child we want to make sure that there will always be someone who is able to identify when things are not going well for them and know what to do and where to get help or advice about possible next steps.*
- 5) *Make best use of resources by identifying and realising the efficiencies that can be made by coordinating existing support services (e.g. duplication, overlaps)*
- 6) *Prioritise and roll out new models of service delivery*
- 7) *Strengthen the early intervention and preventative services that already exist within the City and County of Swansea, and where necessary realign them, to support the prevention /wellbeing of vulnerable children and families at a time of identified need.*
- 8) *Develop a commissioning strategy across the continuum of need.*
- 9) *Provide a consistent approach across the authority that is understood by families, and service providers across the continuum and includes a proportional joint assessment, performance management framework, threshold document.*
- 10) *Consistent IT and performance management arrangements*



Data analysis of desired outcomes from the workshop is captured under the themes of:

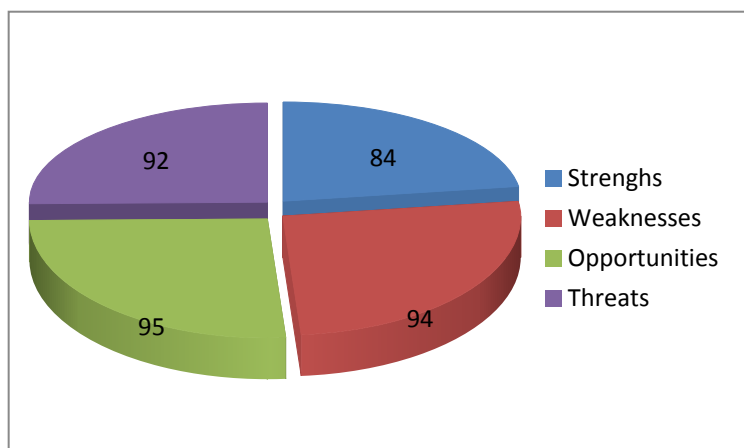


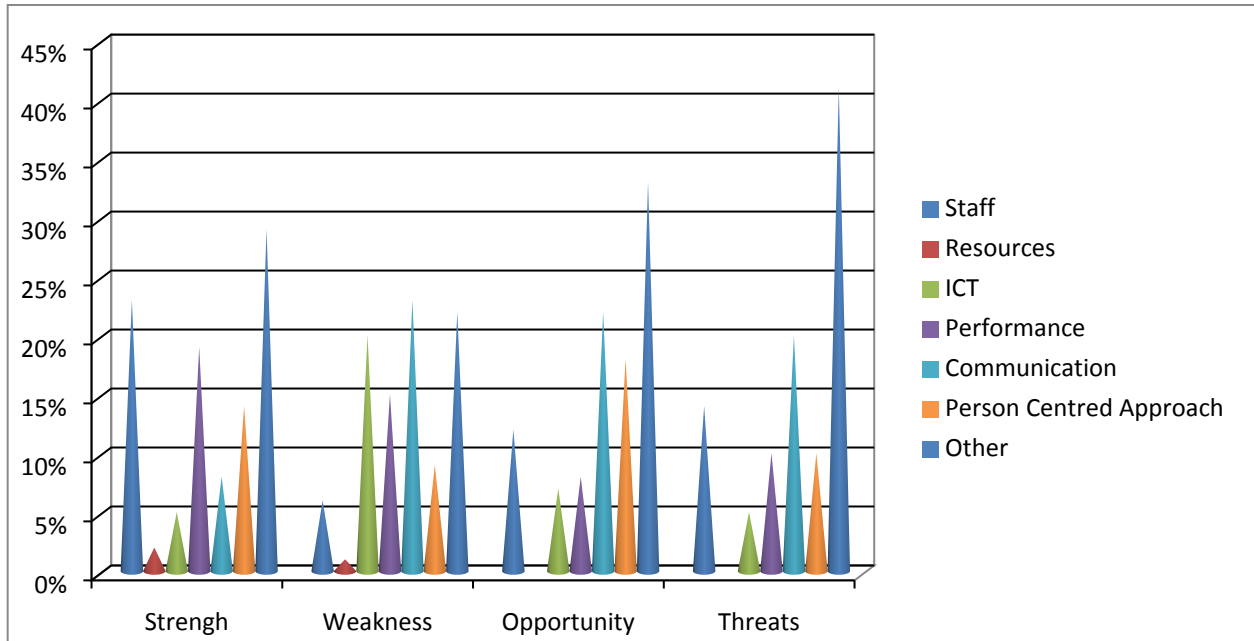
Attendees spoke in an informed, outcomes focussed, evidenced based manner on the benefits of a person / child centred model that worked with the whole family in understanding the need for change, setting clear goals, having motivation to achieve those goals and sustain them beyond the timescale of service delivery. A shift towards working with a person centred approach starting 3 years ago was a key area of discussion in identifying where good outcomes were currently being delivered and an area that should be expanded across the Continuum. Pilot projects were cited as specific examples of this in both C&F and P&P.

There was a broad consensus from attendees with the desired outcomes identified at a strategic level and it was pleasing to see real examples presented to support the direction of travel in achieving these outcomes.

The workshops identified that frontline staff have an appetite for change that will deliver these outcomes; they are engaged and positive that the review can deliver a service model across the Continuum of Need to support families at the right time and in the right way. Attendees were well informed of examples of best practice models that will feed into Stage 3 Benchmarking.

Data analysis from the SWOT exercise demonstrates balanced feedback and a commitment to looking for opportunities and solutions where there are currently perceived weaknesses or threats.



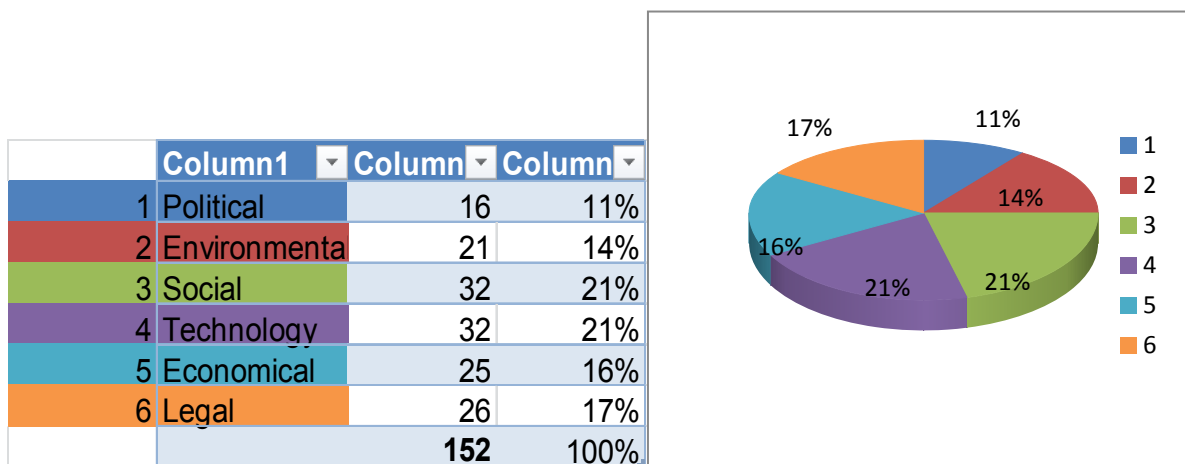


Communication between services in C&F and P&P within the scope of the review was highlighted as a key weakness, a great opportunity for us to develop the continuum through increased collaboration, co-production and shared best practice but a threat if it is not improved. There was extensive discussion about establishing clear interfaces between services to enable better communication and minimise duplication for service users ‘telling their story’.

Linked to communication priorities was the weakness of ICT support to enable sharing of information. The inconsistency and incompatibility of ICT systems was a point of clear frustration across all services represented.

The use of the person / child centred approach runs as a thread through the SWOT analysis reinforcing the link to outcomes.

Data analysis from the PESTEL workshop highlights social concerns, predictably, as the main anticipated influence given the social wellbeing context in which the service model is delivered.



Technology is also highlighted as a key factor. This was raised in the context of how rapid technological developments are now inextricably linked to social interactions and the risks this brings to our more vulnerable children in the form of social media platforms, internet grooming, sexting, trolling etc. There is anxiety in this area that as professionals we are at least one step behind the rapidly evolving technology and identification of the risks it can pose to the fabric of families' social interactions and wellbeing.

#### 4.0 STAGE 2 – SERVICE ASSESSMENT

##### 4.1 The purpose of Stage 2

At Stage 2 data is collated to evidence:

What we currently do? Do we deliver the Outcomes we need to deliver?  
How much does current service delivery cost?

##### 4.2 How much does the Current Service Model Cost?

At a Service Level spend the figures are captured in the table below:

Service Area	Budget 2015/16	Actual Spend 2015/16	Variance	Core Budget	Grant Budget
<b>C&amp;F</b>					
<b>P&amp;P</b>					
<b>Housing</b>					
<b>Total</b>					

These figures demonstrate the level of spend by the Council is a significant investment in family support services across the continuum of need. The importance of getting the review right however is not limited in its financial impact to the services in scope but impacts critically on Council spend of C&F statutory services, adult social services and education department.

Attached at **Appendix 1** is the detail of the financial breakdown by Service area for detailed consideration.

## **PART 2 – COMMISSIONING STAGES CHECKLIST**

*(Review Lead and Team to complete, please provide rationale or evidence to your responses below)*

There are guidance templates available as part of the Commissioning Principles & Process and these can be found on the commissioning webpages??

<b>Stages &amp; Key Questions</b>	<b>Yes/No</b>	<b>Appendix **</b>
<b>Stage 1 - Define Outcomes</b>		
Arranged and identified a facilitator and held workshop to start the engagement and development for the Stage 1 Process.	Yes	<u>Appendix 3</u>
Did you identify and engage with initial key stakeholders to achieve Stage 1? <i>(This included cross section managers, frontline staff, Members and other interested staff)</i>	Yes	
Has the review produced the tools defined in the Principles (SWOT & PESTEL)	Yes	
Developed Statement of Vision and Outcomes	Yes	
<b>Stage 2 – Service Assessment</b> <i>(guidance available)</i>		
Have you identified how you measure performance, effectiveness and innovation and evidenced this as part of the Gateway report?	Yes	
Do you know what customers (in particular), staff, Members, partners etc say about the current model?	Yes	
Have you gathered all the financial data and know what is the current cost of the service we provide and do we know if this provides value for money?	Yes	
Do you work with other departments to achieve your service outcomes (e.g. SLA's, existing contracts, partnerships etc)	Yes	

\*\* All appendixes are to be provided with the Gateway review report for reference purposes. The Commissioning Process has templates that can be provided for guidance to use or the Service Review can develop their own templates in their required format (if necessary).

**PART 3 - Gateway Review Approval** (to be completed by Gateway Review)

The Gateway Report will provide an overall status of the Review at the Gateway it's being assessed at Stage 2 and Stage 4. A RAG system will be used to highlight the overall recommendations made by the Gateway Review definitions below:-

<b>RAG</b>	<b>Gateway Decision</b>	<b>Definition</b>
<b>Red</b>	<b>Stop</b>	The Gateway identified significant issues that require immediate action before the Review can proceed onto the next stage.
<b>Amber</b>	<b>Conditional Approval</b>	The Gateway identified issues that must be actioned before next Gateway Review.
<b>Green</b>	<b>Approved</b>	Review to proceed onto the next Stage of the process, but to address any recommendations from the Gateway Review.
<b>Recommendations (if applicable)</b>		<b>Overall RAG</b>
		Red <input type="checkbox"/> Amber <input type="checkbox"/> Green <input type="checkbox"/>
<b>Sign off</b>		
Chief Executive :		
Lead Director/Sponsor:		
Review Cabinet Member:		
<b>Date:</b>		



# Commissioning Gateway Review Report Additional Stage 1 & 2 Information Family Support Commissioning Review – 11- 18

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## Contains:-

Review Overview and Details  
Stages review summary  
Gateway Approval

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## REVIEW OVERVIEW

<b>Commissioning Stand Lead:</b>	Martin Nichols
<b>Service Review Lead:</b>	Jane Whitmore and Julie Thomas
<b>Service Review Title:</b>	Family Support Continuum – 11 – 18 Section

## 1.0 PURPOSE OF ADDITIONAL INFORMATION

The purpose of this additional section is to add additional information to Stages 1 & 2 of the Commissioning Review process which aims to highlight the intended outcomes and the service assessment. Due to the scale of this review it has been necessary to add this information due to the significant impact it has on the over 11's part of the review.

## 2.0 Outcomes

### 2.1 Social Services

2.2 One of the significant implications of the Social Services and Wellbeing Act 2015 is the redefining of those vulnerable young people and families classified previously as Children in Need. The act has now defined this group as Children in Need of Care and Support (CINCS) and one of the critical changes for this group is that they must receive appropriate care and support, but that this support does not necessarily mean that statutory Social Work intervention is the most appropriate. Therefore, the service areas considered in the scope of this review maybe best placed to provide support and interventions that best meet the needs of these vulnerable young people and families. This must be a critical factor in the consideration of the options within this review.

2.3 Research carried out in 'That Difficult Age' by the Research in Practice (RIP) lends further support to this view as it raises critical questions about the application of statutory systems that have primarily been designed for the safety of young children and families and how well these translate to engaging adolescents.

*When resources are strained, adolescents' needs are frequently deprioritised in favour of those of younger children.*

(Gorin and Jobe, 2013)

2.4 Many existing Child in Need cases can sit within statutory case loads and can receive far less support than those currently sitting in non statutory intervention due to misconceptions about the needs of these families and the resource availability in statutory services. The challenge of this review is to ensure that this practice does not continue and that all cases and systems function to ensure that young people and families receive services from whichever service is most appropriate based on their needs.

2.5 Further research in adolescent brain and physiological development now recognises adolescent as the fastest changing period aside from infancy (Coleman, 2011). If a common understanding about the complex nature of adolescent development is not understood and consistently applied across organisations, then the research proposes a number of consequences is likely:

- Missed opportunity to work as a team with the adolescent and often their family in combatting the risk
- Misunderstandings about the fundamental drivers and contexts of risk, with the result that resources are channelled to the wrong places
- Harmful assumptions are made about adolescent choice (on the one hand they are minimised, on the other hand they are perceived as adult 'lifestyle choices')
- A failure to recognise (and therefore address) the challenges involved in preventing and reducing adolescent risk (eg. The frequent challenge to engage young people in interventions)

2.6 These consequences should be kept in mind whilst reading the analysis of the mapping of services in Swansea in a later section of this report.

2.7 In terms of the outcomes of this section of the review, there is a need to consider the reduction in number of Children In Need cases that sit with our statutory services as one of the outcomes. In turn, greater focus of statutory resource can be focussed on those young people who are on the Child Protection Register (CPR), with both areas of work contributing to lowering the total number of children and young people who become Looked After (LAC).

2.8 For those being young people and families who receive support, the outcomes should demonstrate improved wellbeing and improved resilience within the family to sustain their wellbeing and of course the safety of the young person. It should also help achieve this at an earlier stage of need, which means a less intrusive and potentially traumatic experience for the family and a lower cost of intervention.

## Swansea SS Figures

### Education

2.9 Equally the services within scope of this review must work with young people who have poor school attendance and struggle to engage in mainstream school. The data shows us that these are often the same young people who are categorised or at risk of being categorised as CINCS, CPR or Looked After and therefore a huge overlap in the needs of these young people. The outcomes here

are to support increased attendance in mainstream education and to reduce the demand of young people requiring Education Other Than At School (EOTAS) options.

2.10 For young people and their families, it should again increase their wellbeing, but school attendance has also shown to significantly reduce the impact and act as a resilient factor supporting lower levels of engagement in adolescent risk factors such as early sexual activity and substance misuse. Attendance levels at EOTAS provision also show significantly increased chance of significant levels of adolescent risk compared to those in mainstream including becoming 'not in education, employment or training' (NEET).

### Swansea Attendance Figures

2.11 This highlights the importance of ensuring that all services are joined up around the young person and ensuring that all aspects of the family's life are considered and appropriate interventions developed. Working together across service areas to ensure that young people can sustain their mainstream education with positive attendance and results.

2.12 Transition at post 16 and post 16 services.

New NEETS Service and ESF Cam Nesa Project.

Transition at pre 11 and co-working

## 3.0 Service Assessment

3.1 The rationale for mapping

3.2 As highlighted in this report the impact and success of this element of the Commissioning Review process, is the complex interaction and interdependencies of a whole system involving a wide range of services, provided by organisations across all sectors.

3.3 In order to support the review of these services and processes it is essential to map out all of these services and explore and analyse these interactions to ascertain whether they are effectively joined up around the young person and family. As the preceding sections highlight, this will be carried out utilising the Continuum of Need model.

3.4 However, when conducting this mapping it is also imperative to consider other key models that interact with the Continuum of Needs to ensure we are able to map and understand the interactions in as realistic a way as possible.

3.5 This review has undertaken this challenge via the age group of the child involved in the family, due to the fact that the interacting systems are so different for children and young people at different ages. This is further evidenced by the varying national guidance and frameworks that exist for different age groups.

3.6 This section of the Commissioning Review will separate the age groups into two sections to enable effective mapping of services and systems. These will be the 11 to 16 age group and the 16 to 18 age group.



### 3.7 Rationale for 11 – 16 age group

3.8 Within the 11 to 16 age group it is essential that the Family Support Continuum of services is considered alongside the Graduated response that our school systems in Swansea operate. Our schools and the wellbeing processes in place through our schools is critical in the development of preventative approaches and the wellbeing of young people and their family. Therefore the mapping of services for this review has mapped these processes alongside each other. Fig.1.1 show's a visual representation of how these services and processes work alongside each other.

3.9 Further commentary of the model also describes the brokerage and panel processes which currently operate across the system and a visual representation of these can be seen in the Appendix 1.1.

3.10 The following sections then analyses the context, culture, systems and structures which exist on the mapping document utilising a signs of safety approach.

3.11 For the 16 to 18 age group it is essential that the Family Support Continuum is visually mapped out against the Engagement and Progression's 5 Tier Model as within this age group it is the interaction between these two models that is essential to understand how services interact to provide appropriate support.

3.12 Again, further commentary of the model also describes the brokerage and panel processes which currently impact across the mapping, with a visual representation located in Appendix 1.2

3.13 The following sections then analyse the context, culture, systems and structures which exist on the mapping document again utilising a signs of safety approach

3.14 In addition a further section will give an overview and analysis of the transition process between the age groups.

3.15 It should also be noted that although the mapping considers the interactions of all services and processes not all of these will fall within the scope of this review. Any services that are highlighted in Green mean that they are included within the scope and therefore recommendations could directly affect the service and or the commissioned funding that they receive. Additional analysis of these services including their funding, staffing, caseloads and practice models will be included in the Appendices. The analysis and options for change will therefore be more focussed around those services within scope, although some of the analysis maybe general to all parts of the mapping or system. Again it is essential to understand any potential changes within the context of the wider mapping.

3.16 Based on the mapping below the following services were identified as being in scope for this review:

Young People Services Evolve Level 2 and 3 Teams  
Elements of the Young People Services Evolve Targeted and Specialist Team  
Families First Commissioned element of support for Ethnic Minorities  
Families First Commissioned element of support for Young Carers  
Western Bay Youth Justice and Early Intervention Service (WBYJ&EIS) Prevention Service  
Arrangements



# Commissioning Gateway Review Report

## Additional Stage 2 Information

### Family Support Commissioning Review – 11- 18

Contains:-  
Service Mapping and Analysis

#### REVIEW OVERVIEW

<b>Commissioning Stand Lead:</b>	Martin Nichols
<b>Service Review Lead:</b>	Jane Whitmore and Julie Thomas
<b>Service Review Title:</b>	Family Support Continuum – 11 – 18 Section

### 3.0 Service Assessment

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3.4 However, when conducting this mapping it is also imperative to consider other key models that interact with the Continuum of Needs to ensure we are able to map and understand the interactions in as realistic a way as possible.

3.5 This review has undertaken this challenge via the age group of the child involved in the family, due to the fact that the interacting systems are so different for children and young people at different ages. This is further evidenced by the varying national guidance and frameworks that exist for different age groups.

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3.7 Rationale for 11 – 16 age group

3.8 Within the 11 to 16 age group it is essential that the Family Support Continuum of services is considered alongside the Graduated response that our school systems in Swansea operate. Our schools and the wellbeing processes in place through our schools is critical in the development of preventative approaches and the wellbeing of young people and their family. Therefore the mapping of services for this review has mapped these processes alongside each other. Fig.1.1 show's a visual representation of how these services and processes work alongside each other.

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3.11 For the 16 to 18 age group it is essential that the Family Support Continuum is visually mapped out against the Engagement and Progression's 5 Tier Model as within this age group it is the interaction between these two models that is essential to understand how services interact to provide appropriate support.

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3.16 Based on the mapping below the following services were identified as being in scope for this review:

- Young People Services Evolve Level 2 and 3 Teams
- Elements of the Young People Services Evolve Targeted and Specialist Team
- Families First Commissioned element of support for Ethnic Minorities
- Families First Commissioned element of support for Young Carers
- Western Bay Youth Justice and Early Intervention Service (WBYJ&EIS) Prevention Service Arrangements

3.17 The mapping work and analysis section was conducted through a series of extended workshops with the Commissioning Team (Young People and Family Sub Group). All members of the group contributed to the exploration and analysis of the mapping. Despite a significant investment of time to the task, the complexity of the interaction between these systems would require a more thorough and systematic approach to give a valid and robust analysis. The views do highlight

some of the key issues highlighted by stakeholders and will enable option development for the purpose of this review.

3.18 Fig 1.1 is shown on page 4.

DRAFT

➤ Fig 1.1 Mapping of services for 11 to 16 age group combining the Family Support Continuum Model with the Schools Graduated Response Model (Number of Young People in System)

Swansea's Continuum of Support for ages 11 to 16					
		Education Based Graduated Response			
		1	2	3	4
		Mainstream School	School Action	School Action Plus	Education Other Than At School (EOTAS)
		No additional in school needs identified Personal and Social Education (PSE) Curriculum School Admissions ERW Challenge Advisors	Pastoral Support & Individual Education Plans (IEP's)  School in house provision (eg. nurture groups/Chase, Pace, OWS etc)  School commissioned external provider  Work based training  Reduced/alternative timetable & curriculum	Behaviour Support Team (Individual behaviour plans IBP's)  Education Psychology	Step Ahead - Mental Health & Emotional Difficulties  Arfyrn (8-14) - Social, emotional & behavioural difficulties (SEBD)  Brondeg (14 - 16) - Social, emotional & behavioural difficulties (SEBD)  Pathways (14 - 16) - Social, emotional & behavioural difficulties (SEBD)  Out of county placements
		Statements - 1:1 support in mainstream classes (The authority maintains 33 specialist teaching facilities in 29 schools for pupils with moderate, severe and complex needs)			
		Education Welfare Service - all pupils who fall below 80% in attendance			
Continuum	1	No Additional Needs	Evolve Youth Clubs, Info-nation, Church based Youth Clubs, all Uniformed Groups(ie.scouts, guides, cadets), all sports clubs, music, art and dance groups. Council 360 Sports officers, Council Street Games Teams. *Please note this list is not exhaustive and offer is grouped into sections		
	2	Additional Needs > Single Issue Support	The Exchange School Based Counselling Service, Community Adolescent Mental Health Service (CAMHS), Choices/Drugaid, Careers Wales, Domestic Abuse Hub, LAC School Support, Community Police, SNAP, Ethnic Youth Support Team(EYST), Western Bay Youth Justice Youth Offending Service, Play, YMCA Young Carers Service , Sexual Health and Digital Literacy Support, PREVENT		
	3	Complex Needs > Lead Work Support	Support not required	SYPS Evolve Level 2 and 3 Lead Workers, Western Bay Youth Justice Youth Offending Service, Ethnic Youth Support Team (EYST), YMCA Young Carers Service, Jigsaw, Family Wellbeing Team  Joint Working with Team Around the Family, Parenting, Play	EOTAS Pathways Lead Workers, Western Bay Youth Justice Youth Offending Service
	4	Statutory Intervention >	Social Work Intervention - Looked After Children - Pre 16 LAC Team, Children in Need (CIN) & Child Protection Register (CPR) - Area Social Work Teams Western Bay Youth Justice Youth Offending Service Case Management Young People with Disabilities - Child Disbaillity Team		

What are we worried about	What's working well	What needs to happen
<p>Page 123</p> <ul style="list-style-type: none"> <li>➤ All schools operate different systems for the graduated response</li> <li>➤ Gaps in single issue support (emotional/mental health support, specialist adolescent parenting)</li> <li>➤ Potential duplication of panels</li> <li>➤ Attendance at some panels is not holistic</li> <li>➤ Inconsistent use and practice for VAP Data across different services</li> <li>➤ Capacity is an issue across all services, both for delivery and communication with partners</li> <li>➤ The number of different strategic and working group requirements for services.</li> <li>➤ Complexity of brokering the single issue support and mapping of the full offer</li> <li>➤ Complexity of having level 2 and 3 lead work teams in YPS Evolve</li> <li>➤ Understanding and clarity of co-working processes between statutory and prevention services</li> <li>➤ Understanding and clarity of capacity and systems regarding mental health pathways</li> <li>➤ Still a great deal of 'cold' referrals in the system as opposed to the practice of 'warm' handovers</li> <li>➤ Still some trust issues between services regarding practice and competence</li> <li>➤ Young people most in need may not</li> </ul>	<ul style="list-style-type: none"> <li>➤ Development of multi-agency meetings in schools</li> <li>➤ Development of the VAP Data</li> <li>➤ Tracking of young people up to the age of 18</li> <li>➤ Early identification of young people potentially going to be NEET</li> <li>➤ Performance management processes are improving</li> <li>➤ Development of joint brokerage process between YPS Evolve &amp; WB Youth Offending Service</li> <li>➤ Development of lead work practice</li> <li>➤ Development of step down approach</li> <li>➤ Embedding of the Team Around the Family approach throughout most services</li> <li>➤ Embedding evidence based practice approaches such as MI, Solution Focussed developing in most prevention services.</li> <li>➤ Embedding the SOS as a risk management approach across prevention services is developing well</li> <li>➤ School attendance is showing a steady improvement in performance</li> <li>➤ LAC numbers are showing a steady decline and therefore increase in performance</li> <li>➤ Brokerage between organisations is being tracked and can demonstrate cross working across organisations.</li> </ul>	<ul style="list-style-type: none"> <li>➤ More specific alignment of resources to individual schools where possible</li> <li>➤ Continued development of VAP Data and practice guidance</li> <li>➤ Strategies or capacity to cover gaps</li> <li>➤ Merge panels and streamline panel processes and paperwork where possible</li> <li>➤ Ensure that appropriate professionals are always represented at panels.</li> <li>➤ Greater co-ordination of cross cutting workforce development</li> <li>➤ Alignment between overarching guidance for schools and family support.</li> <li>➤ Greater Co-ordination between school wellbeing leads and processes and prevention and statutory wellbeing leads and processes</li> <li>➤ Greater synergy and adoption of single assessment and performance measuring tools where appropriate</li> <li>➤ Improved practice for brokerage/referral process including the sharing of data</li> <li>➤ Continue to improve the co-production of work and systems between YPS and YOS</li> <li>➤ Improved understanding and</li> </ul>

<p>receive consistency due to the system</p> <ul style="list-style-type: none"> <li>➤ Services within the system are changing so fast that it is hard for other services to keep up which can create barriers</li> <li>➤ Clarity regarding the differences between single issue support and lead work support</li> <li>➤ School moves happen outside of the context of a panel process and the quality practice varies</li> <li>➤ Cost benefit analysis of prevention approaches is limited</li> <li>➤ A large number of Management Information Systems are used by different organisations which creates issues for information sharing</li> <li>➤ Complexity of the CIN Data across the system</li> <li>➤ Ensuring that appropriate support levels and process are secured for the EOTAS Provision</li> <li>➤ Gaps identified in: Mental/emotional health provision, specific adolescent parenting support,</li> </ul>		<p>practice for the stepping down of statutory cases, especially in relation to CIN cases</p> <ul style="list-style-type: none"> <li>➤ Specific alignment of resources and process for those who move into EOTAS Provision.</li> </ul>
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Page 124

**Complicating Factors**

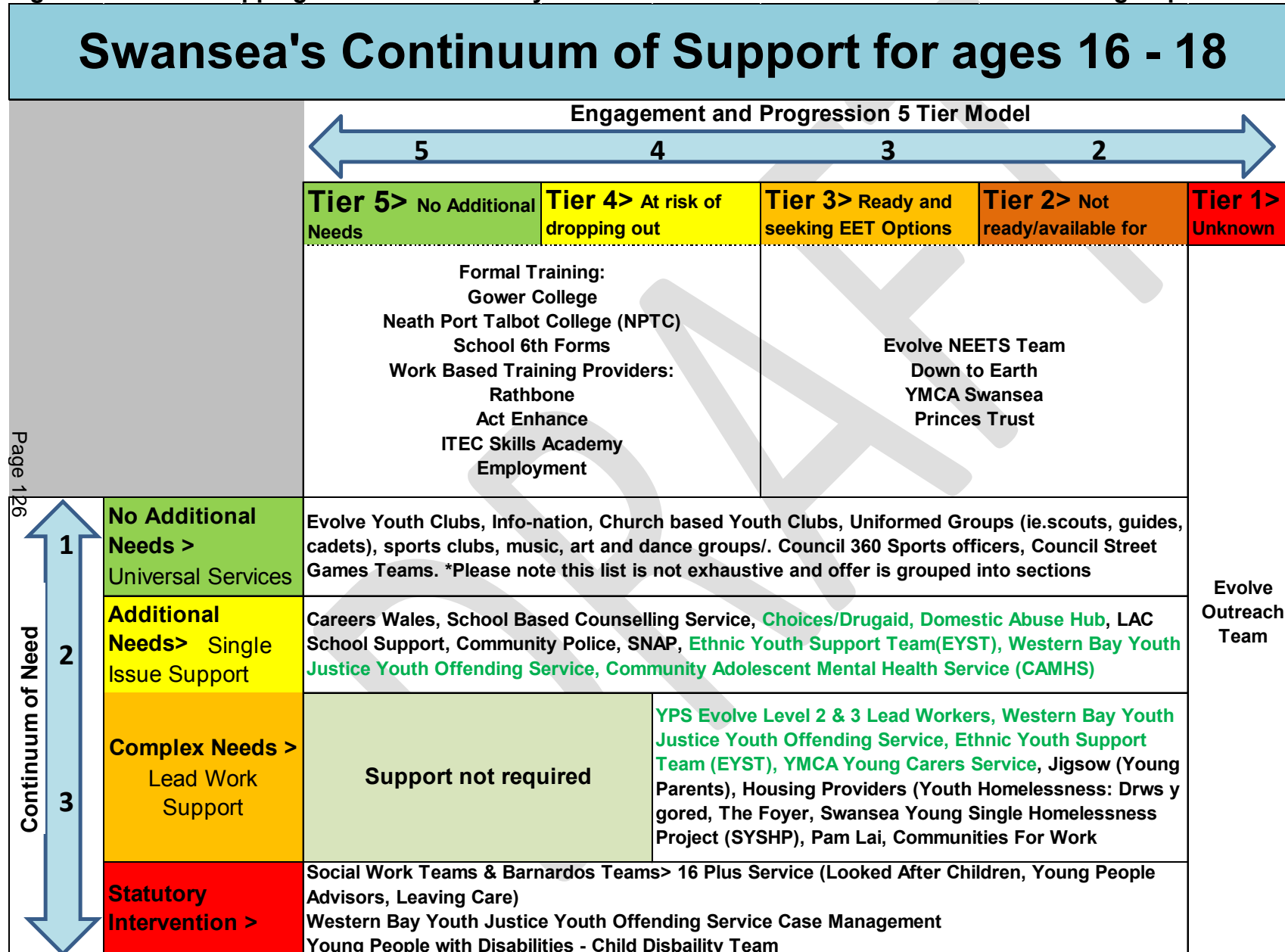
- The scope of this review is limited to those services in scope and therefore final options will be limited to those within scope of the review. This is further complicated by the fact that some of the services in scope only have certain elements of their service included. However, the mapping and wider analysis will enable this to take place within the context of the wider mapping and analysis and potentially influence these wider elements.
- The synergy between overarching strategies is not explicit, therefore certain aspects are not as joined up as they could be. This review will look at influencing small developmental steps and changes in order to continue improving this.
- There are significant barriers regarding professional language being used. For example, Education and Social Service policy

drivers are not explicitly aligned at a national level and therefore application of this varies in local contexts.

- There are complexities about the range of services and systems for different ages and the fact that families may have more than one child that are different ages.
- Young people who are the most vulnerable in the system have the greatest offer of support, but are also subject to more panels and the involvement of many different professionals. If this is not joined up, it can create instability during periods when consistency is the most important
- There are significant overlaps with other wider strategic reviews and Commissioning Reviews that need to be understood alongside this review. In particular this includes the current EOTAS Review and the pending ALN Commissioning Review.
- Many of the services identified in the mapping operate in very different structures which can make communication complex. Ie. Health, YOS, Education have very different structures.
- Service and organisational cultures are often very strong and long standing and can provide significant barriers to strategic organisational change.
- Individual relationships can still play a key role is partnership development and therefore this needs to be understood within the system.



Fig 1.2 Mapping and Analysis for the 16 to 18 group and their families



Page 126

What are we worried about	What's working well	What needs to happen
<p>Page 127</p> <ul style="list-style-type: none"> <li>➤ Complexity of transition for most vulnerable learners</li> <li>➤ Complexity of working across two very different sets of service mapping for staff</li> <li>➤ Complexity of building relationships across complex service mapping</li> <li>➤ WG's commissioning strategy has meant a regular change of providers which has disrupted relationships and processes</li> <li>➤ Third sector orgs develop and receive funding in isolation of the system</li> <li>➤ Communication between all partners</li> <li>➤ There are significant differences between the interpretation of lead work roles</li> <li>➤ There are significant differences in the pay levels between staff in identified lead work roles</li> <li>➤ Poor information sharing with the Department of Work and Pensions (DWP) and job centre</li> <li>➤ Changes to funding for University places may effect transition at 18</li> <li>➤ Overlap of various European Funded projects</li> </ul>	<ul style="list-style-type: none"> <li>➤ Embedding of the 5 Tier model to support co-ordination of appropriate support</li> <li>➤ The tracking data of all 11 to 18 young people and ensuring that they receive an offer of support</li> <li>➤ The brokerage process between Careers and YPS Evolve</li> <li>➤ The development of co-ordination between all post 16 lead work providers</li> <li>➤ Development of ESF Funding Bid to increase capacity and reduce gaps</li> <li>➤ Partnership working of most organisations via NEET Board</li> <li>➤ Tier 1 unknown tracking is consistently the best in Wales</li> <li>➤ The co-location and co-production of a new one stop shop and 16 plus service currently being developed.</li> <li>➤ WBYJ&amp;EIS has significant capacity to support the ETE agenda</li> <li>➤ WBYJ&amp;EIS has utilised voluntary paid work experience to great effect</li> <li>➤ Continuing trend of lower numbers of young people Not in Employment, Education or Training at both local and national levels</li> </ul>	<ul style="list-style-type: none"> <li>➤ Specific lead work arrangements for 16 plus services</li> <li>➤ Continue to build the process of 'warm' handovers via the brokerage process</li> <li>➤ Continue to build on the identification and brokerage process for school leavers</li> <li>➤ Continue to develop specific arrangements for EOTAS Pupils</li> <li>➤ Continue to develop the Cam Nesa European funding bid</li> <li>➤ Inclusion of all partners in monthly cluster meetings</li> <li>➤ Joined up bids and liaison via SCVS</li> <li>➤ Mapping of over 18 services and brokerage routes</li> </ul>

## Complicating Factors

- Uncertainty of European funding
- Changes to the Communities First funding will have an impact on the arrangements of employment programmes but this have not yet been clarified
- Changes to Post 16 services offer lots of potential to join up services more effectively, but the NEET aspects of this have not yet been prioritised

## Analysis of the brokerage routes and system that take place at the transition point aged 16

Page 128

- TAF Referral Routes
- Evolve Brokerage route for schools
- Young Carers single referral route
- EYST single referral route
- WBYJ&EIS – referral route
- WBYJ&EIS – R & R Panel
- SEN Panel
- EOTAS Panel
- No formal process for Managed School Moves
- CARAT (Front Door to Child and Family Services) Multiple individual step up/step down processes
- CAMHS via clinical routes only – GP, EP, A&E,
- Post 16 – Cluster meetings - Careers

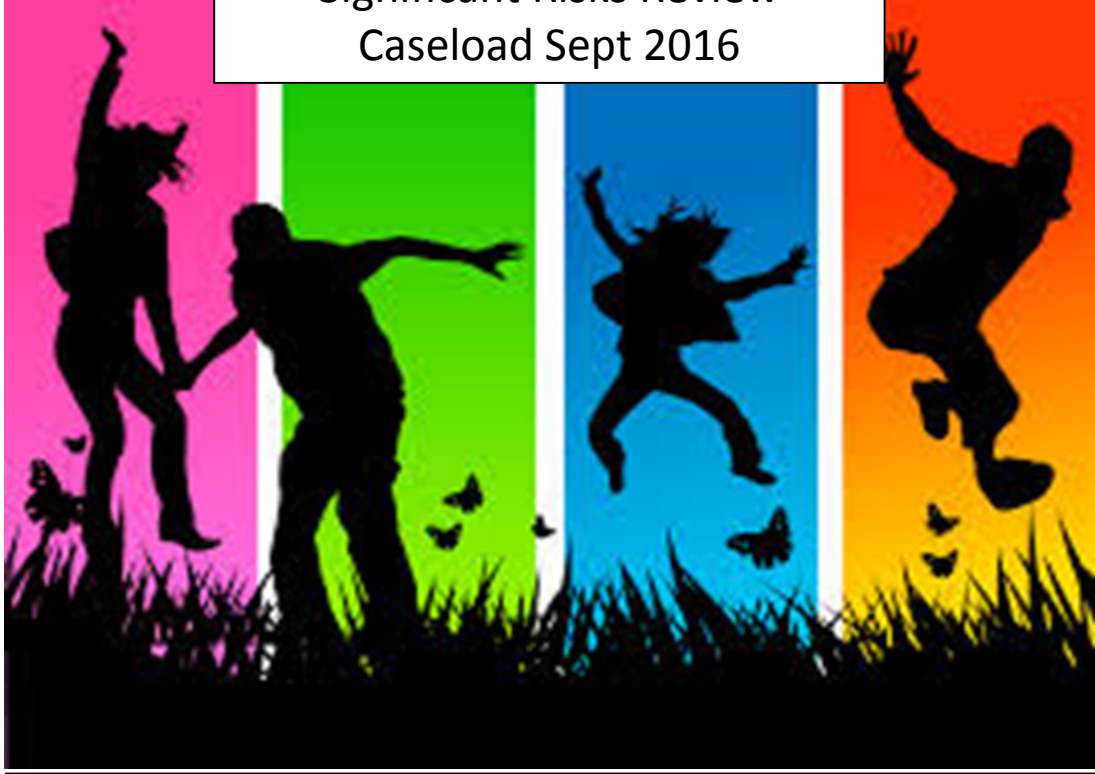
What are we worried about	What's working well	What needs to happen
<ul style="list-style-type: none"> <li>➤ Duplication of processes</li> <li>➤ Mixed understanding of terminology – ie referral/brokerage</li> </ul>	<ul style="list-style-type: none"> <li>➤ Front door connection with services</li> <li>➤ Evolve Brokerage route with</li> </ul>	<ul style="list-style-type: none"> <li>➤ Ensure synergy with EOTAS Project Team to reform panel arrangements</li> <li>➤ Simplify and join panels where</li> </ul>

<ul style="list-style-type: none"> <li>➤ Ability to track and monitor performance across the whole system</li> <li>➤ Some systems working in isolation of one another</li> <li>➤ Poor attendance from services at panels due to capacity issues</li> <li>➤ The correct representation and information is available to all panels</li> </ul>	<p>secondary's has been developing well</p> <ul style="list-style-type: none"> <li>➤ Evolve performance reporting demonstrates robust measures for brokerage</li> <li>➤ Carat/front door has developed robust performance measures</li> </ul>	<p>appropriate</p> <ul style="list-style-type: none"> <li>➤ Ensure appropriate representation on panels</li> <li>➤ Ensure groups link into other reviews to support the synergy between panels and shares mapping and knowledge</li> </ul>
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**Complicating Factors**

- Some panels and brokerage routes are being considered in other reviews ie. ALN & EOTAS
- Disability has another set of processes which need to be reviewed alongside these. Again these are being looked at through other reviews ie Disability Review & ALN Review
- Some organisations are subject to regional boards which make the decisions ie. YOS & CAMHS
- Regional arrangements may not fit, as these services are arranged very differently across different authorities

Swansea Young People Services  
– Significant Risks Review –  
Caseload Sept 2016



## **Significant Risks for Young people during Adolescence**

### Introduction

This report explores by the key significant risks adolescents face, based on the research document entitled “*That Difficult Age: Developing a more effective response to risks in adolescence*” (Dr E Hanson and D Holmes, 2014), which explores the significant risks that young people face. The service has explored these risks in relation to the young people that are currently being supported on lead workers caseloads and have produced this report to give a snapshot overview of the issues currently being faced.

Based on the research there are 4 categories of significant risks with an added category that was based on some of the issues that the Lead workers are currently supporting.

The categories are...

- Sexual Abuse
- Physical Violence
- Neglect (that reduces parental capacity and incurs caring)
- Emotional Abuse
- Other Risks (defined) (as defined by the above research)
- Other Risks (undefined) (as defined by YPS)

This report is split into Pre and Post 16 young people and gives an overview as a whole service and gives breakdowns in relation to the Level 2 and Level 3 Lead Work Teams.

### Points of Interest

In the 5 areas of significant risks there are key similarities between both the pre 16 and post 16 young people. These similarities occur in the top 3 significant risk areas of Sexual Abuse, Physical Violence, Neglect and Other Risks undefined. The two areas that differ slightly are Emotional Abuse and Other Risks Defined.

Within both age groups there is evidence that the young people we are supporting experience risks made up of several categories and individual risk factors.

#### **Pre 16**

202 young people are or have been at risk to 5 and below risk factors

14 young people experience between 6-9 risk factors

2 young people have 10 + risk factors

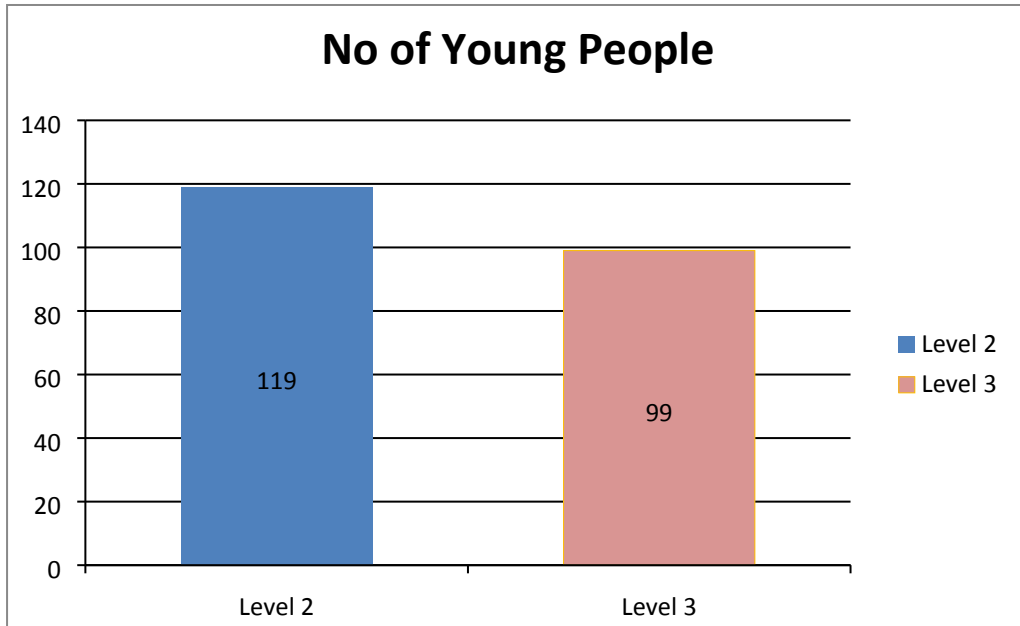
The highest accumulative number of risk factors is one young person with 14 identifying factors.

#### **Post 16**

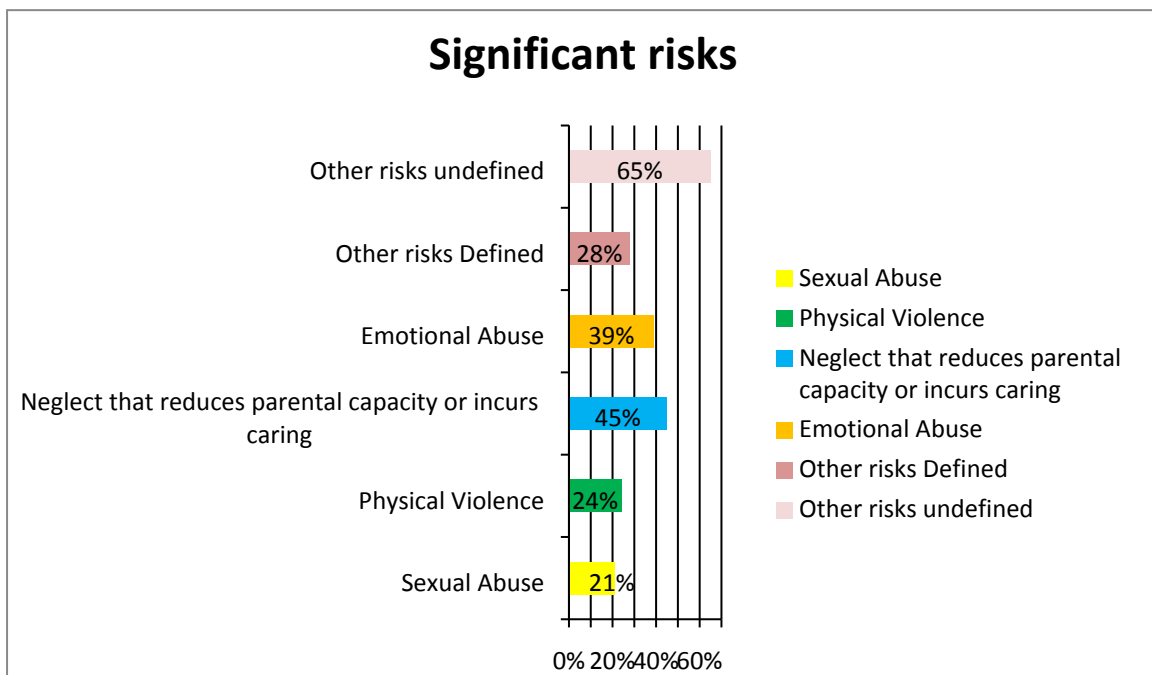
122 young people are or have been at risk to 5 and below risk factors  
8 young people experience between 6-9 risk factors  
10 young people have 10 + risk factors  
The highest accumulative number of risk factors is one young person with 18 identifying factors.

## Pre 16 Caseloads -

Within the age group of Pre 16 Young People aged 11-16 Years old. The Lead workers explore their Caseloads which consisted of 218 young people. The breakdown in terms of teams are...



5 areas of Risks identified Overall percentages (based on a young person having 1 factor in each group)





Within the Significant Risk Factors the highest Scoring risks are...

Sexual Abuse – 36 young people have Online use that causes concern

Physical Violence – 33 Young People have Family Violence Adolescent to Adult

Neglect – 56 young people Whose parents have Mental Health Issues

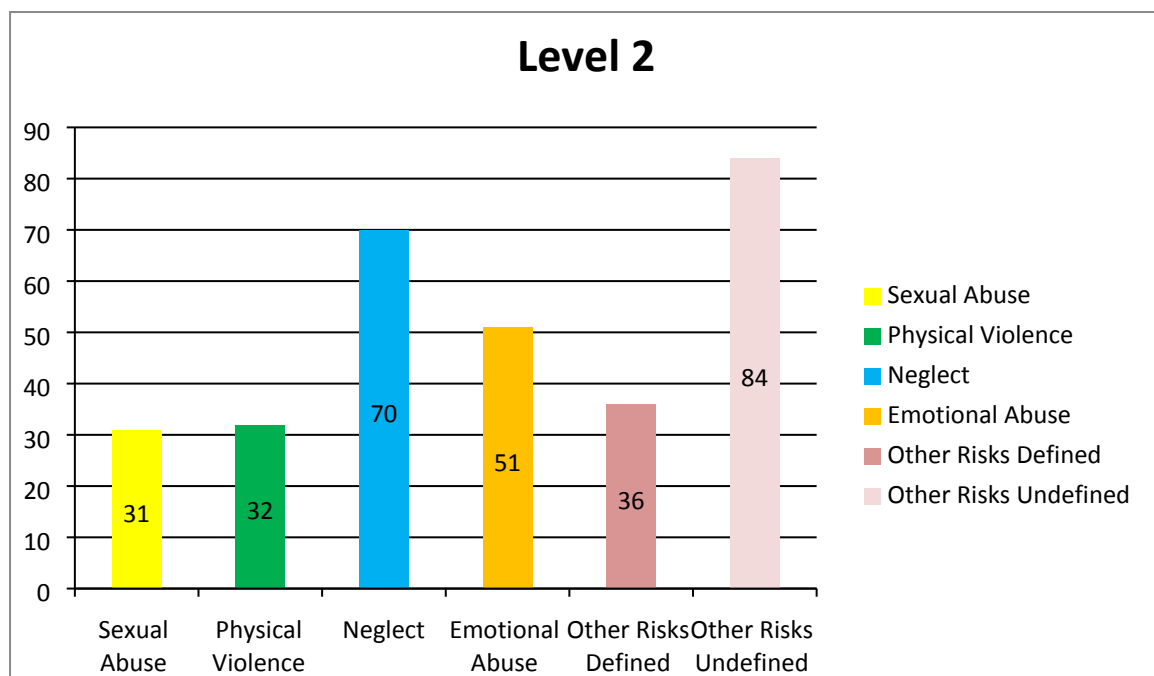
Emotional Abuse – 36 young people are Living with Domestic abuse between Parents

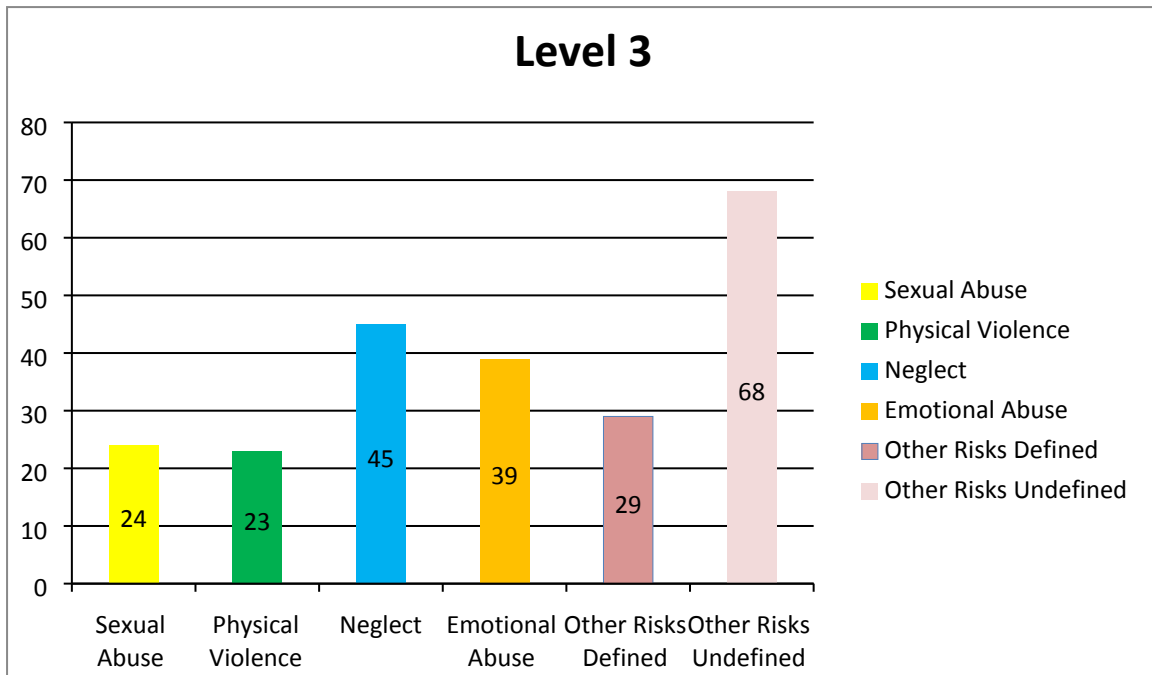
Other Risks Defined – 36 Young people have Self-harmed or suicide attempts

Other Risks Undefined – 69 Young people have emotional behavioural difficulties (ADHD, ASD)

### Category Breakdown

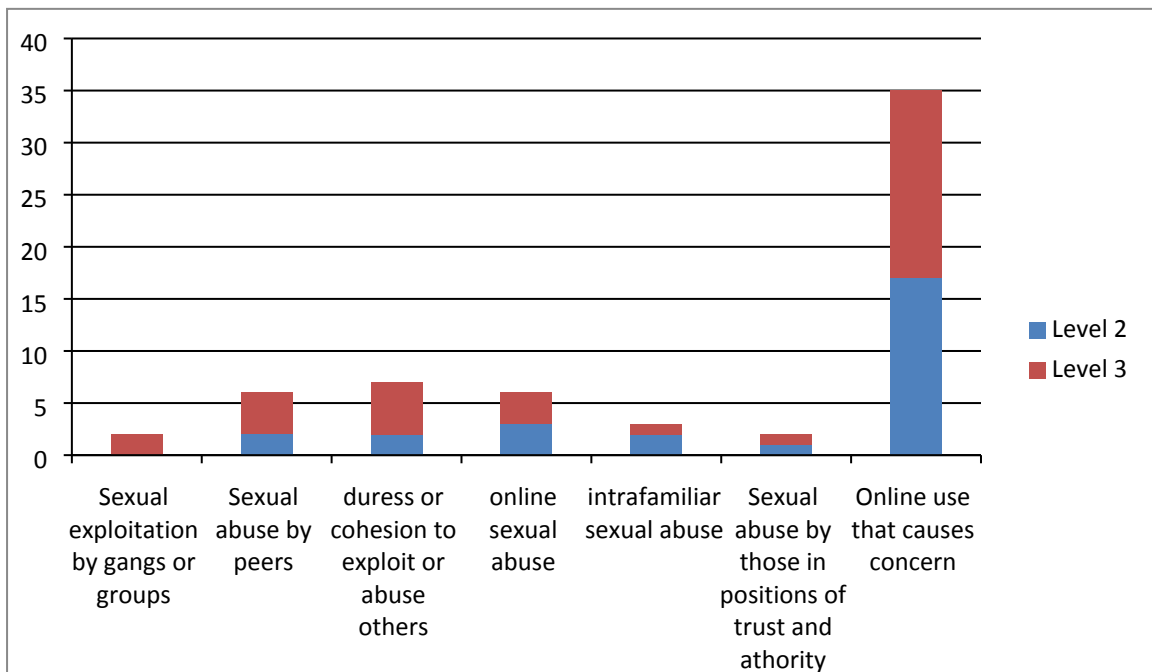
Within the Level 2 and 3 Teams breakdown of risk categories are...  
(no of Young people)



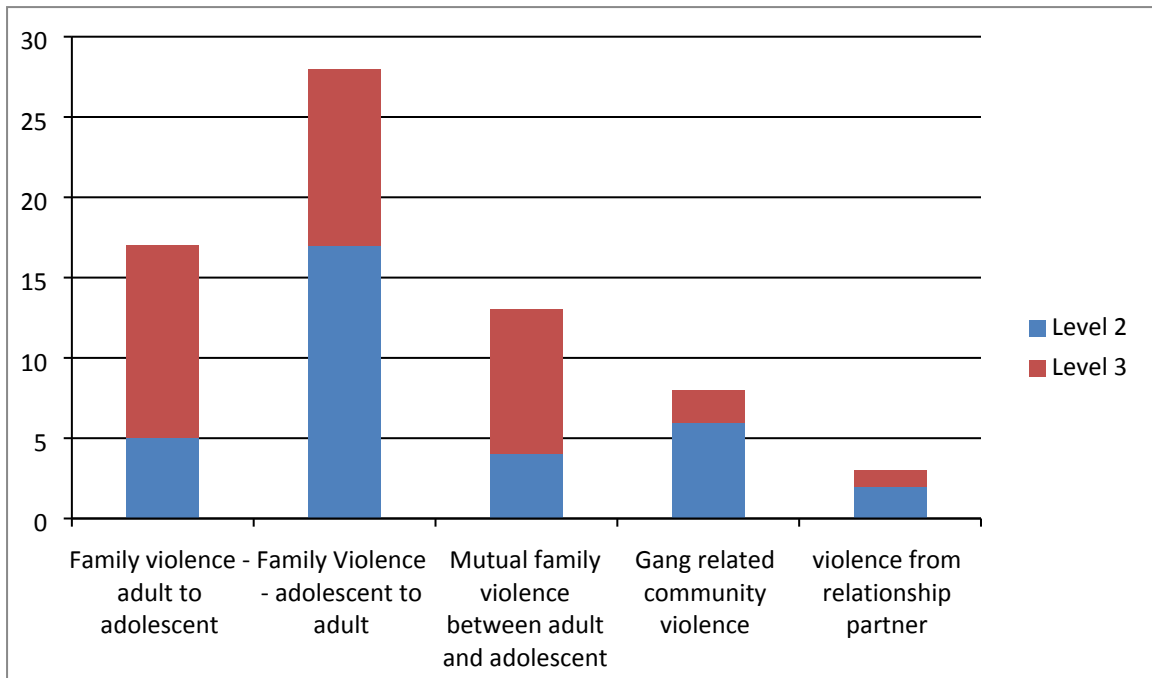


Individual categories broken down by risk factor, team and no of young people

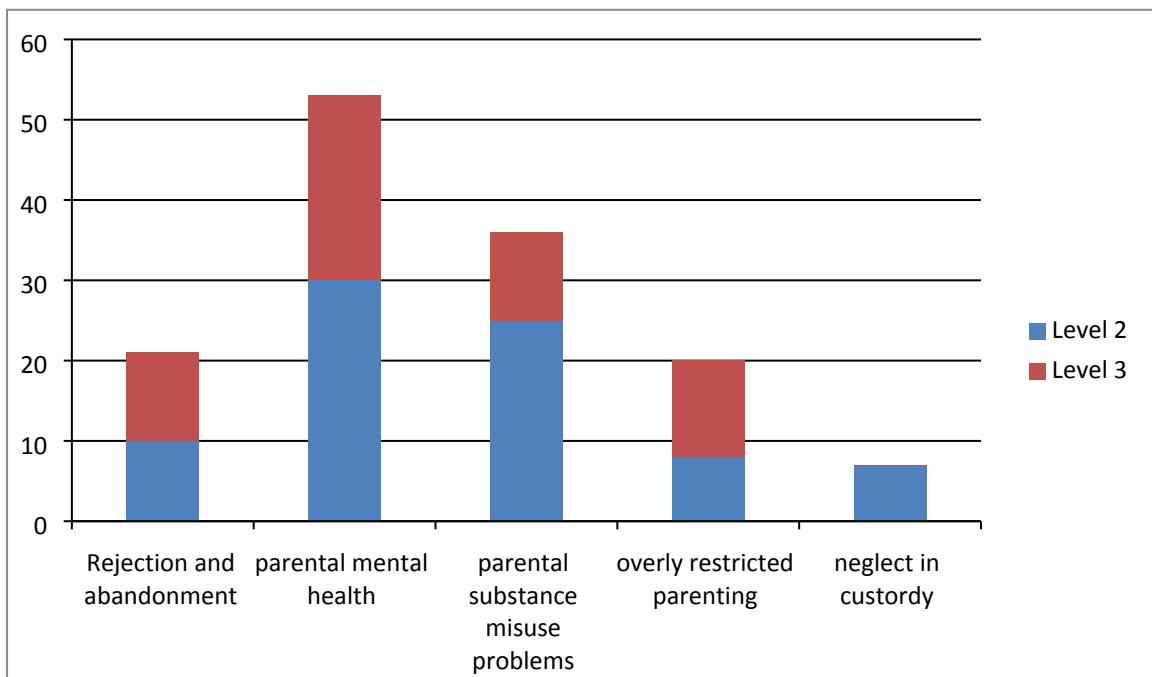
### Sexual abuse



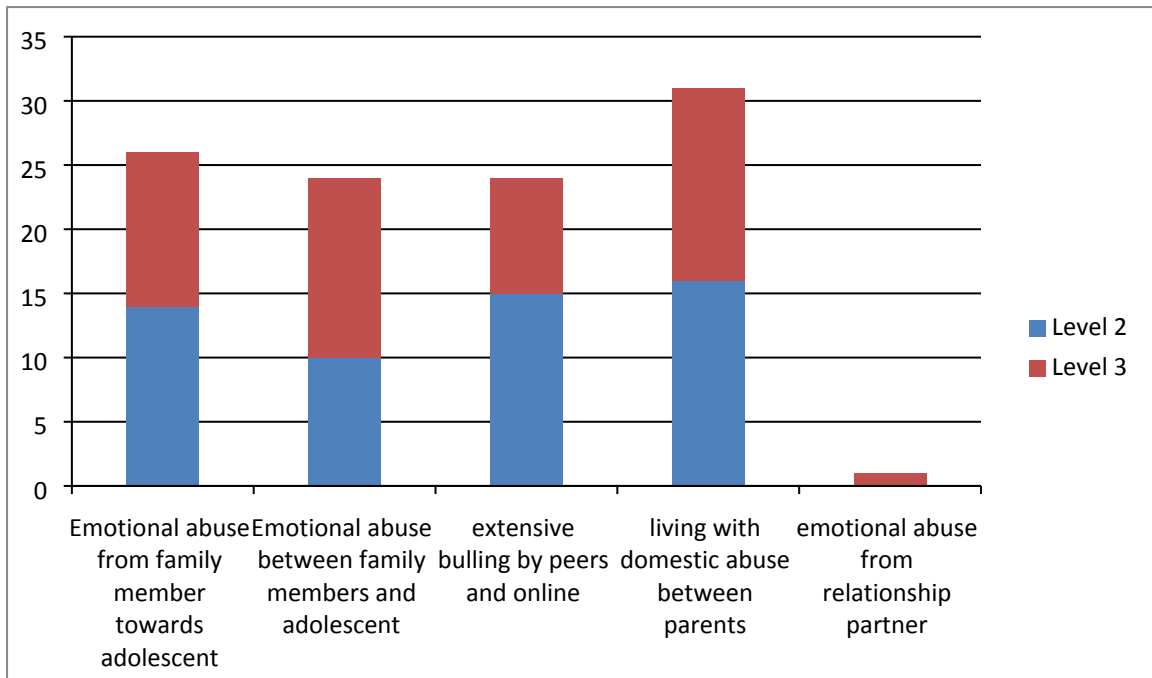
### Physical Violence



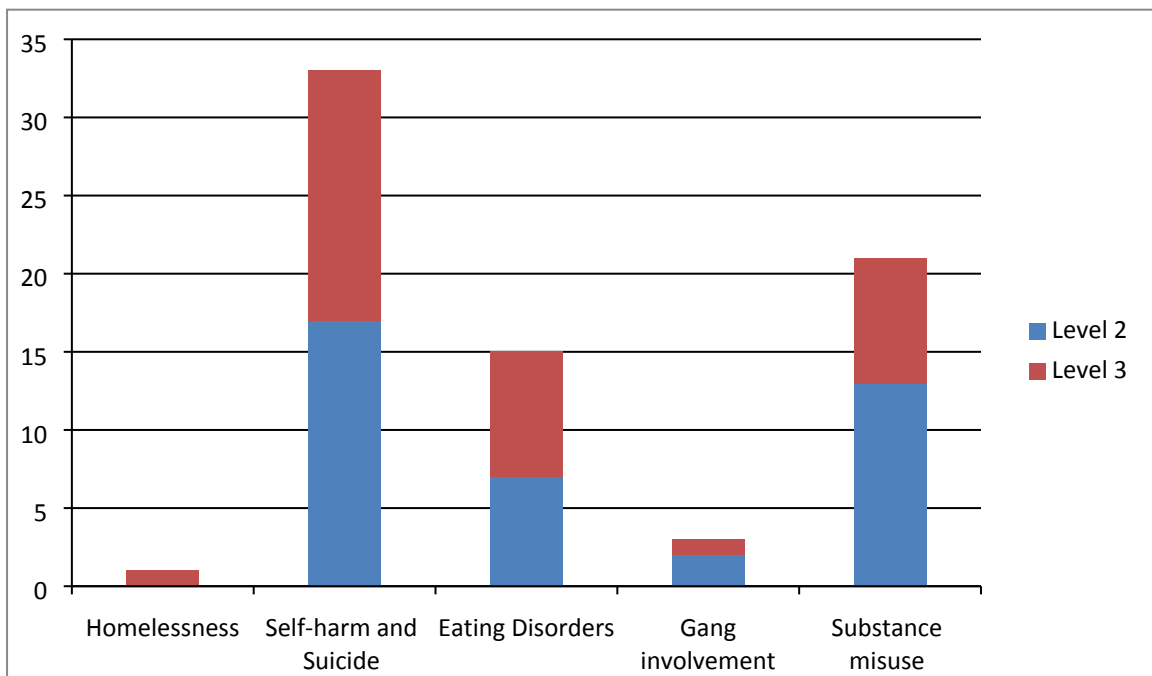
### Neglect



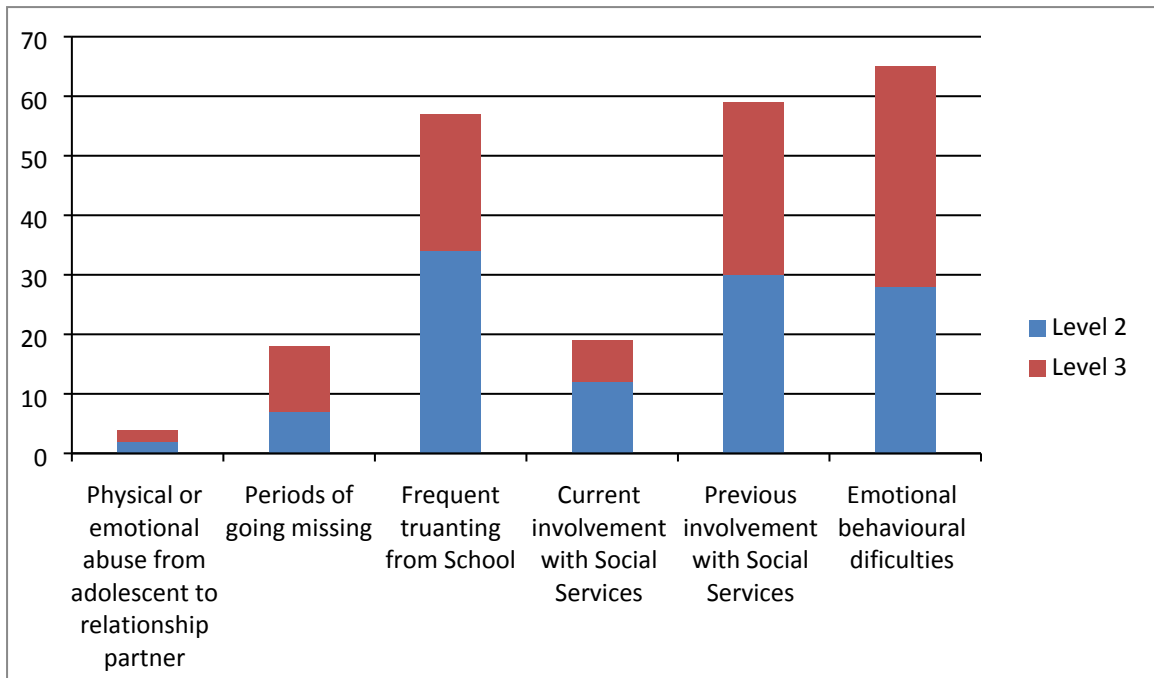
### Emotional Abuse



**Other risks (defined)**

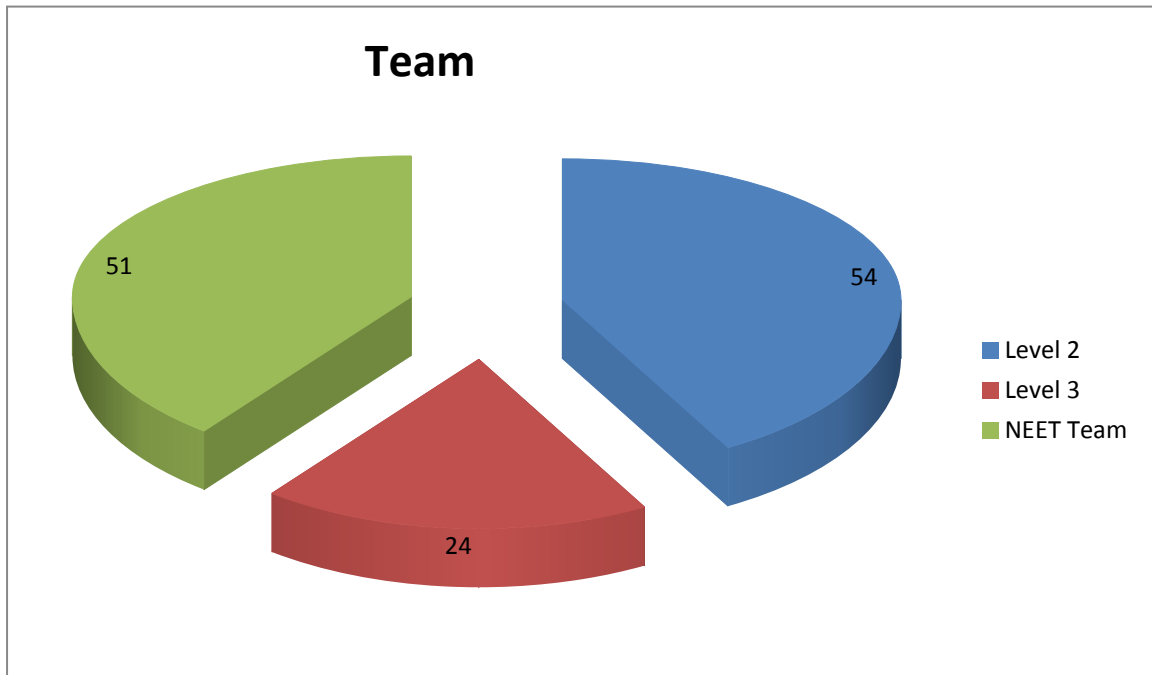


**Other risks (undefined)**

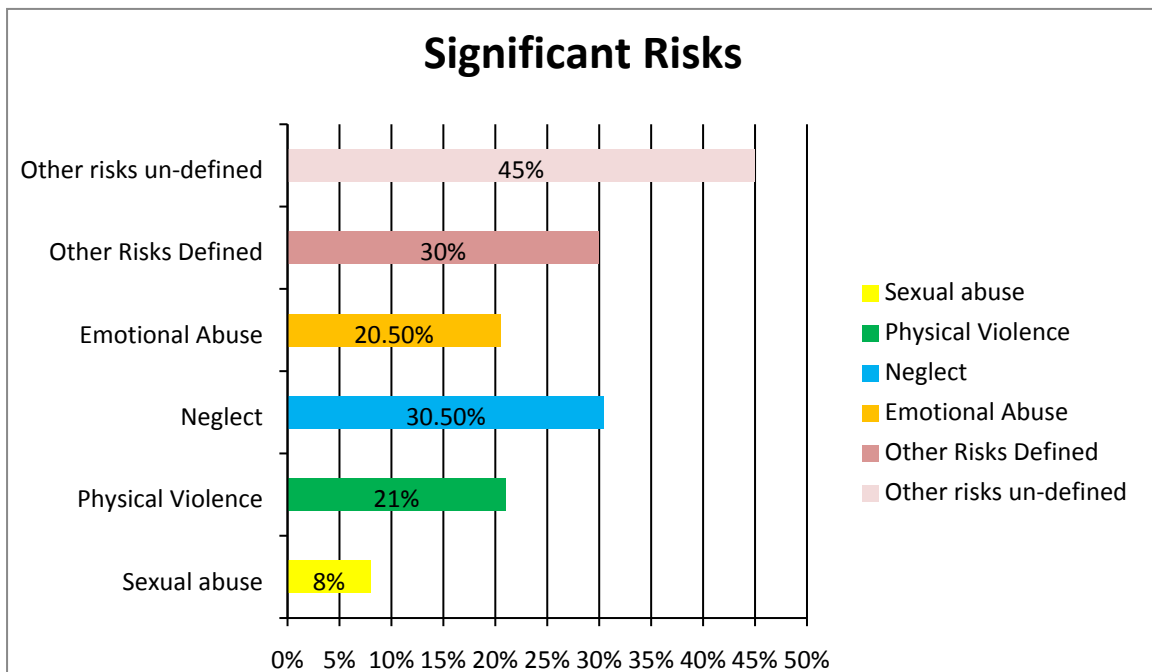


## Post 16 Caseloads

Within the age group of Post 16 Young People aged 16 - 20 years old. The Lead workers explore their Caseloads which consisted of 126 young people. The breakdowns in terms of teams are...



5 areas of Risks identified Overall percentages



Within the Significant Risk Factors the highest Scoring risks are...

Sexual Abuse – 4 young people have Online use that causes concern and 4 young people have been sexually exploited by gangs or groups

Physical Violence – 13 Young People have Family Violence Adolescent to Adult

Neglect – 25 young people whose parents have Mental Health Issues

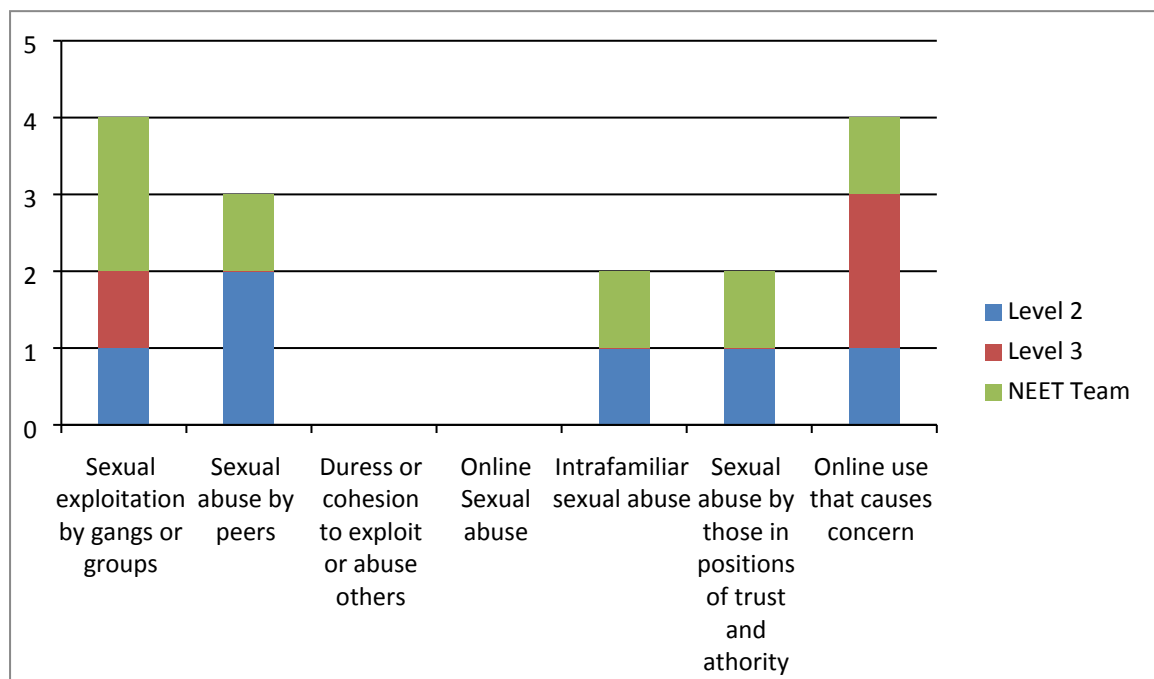
Emotional Abuse – 14 young people have experienced emotional abuse between family members and adolescents

Other Risks Defined – 31 Young people have substance misuse problems

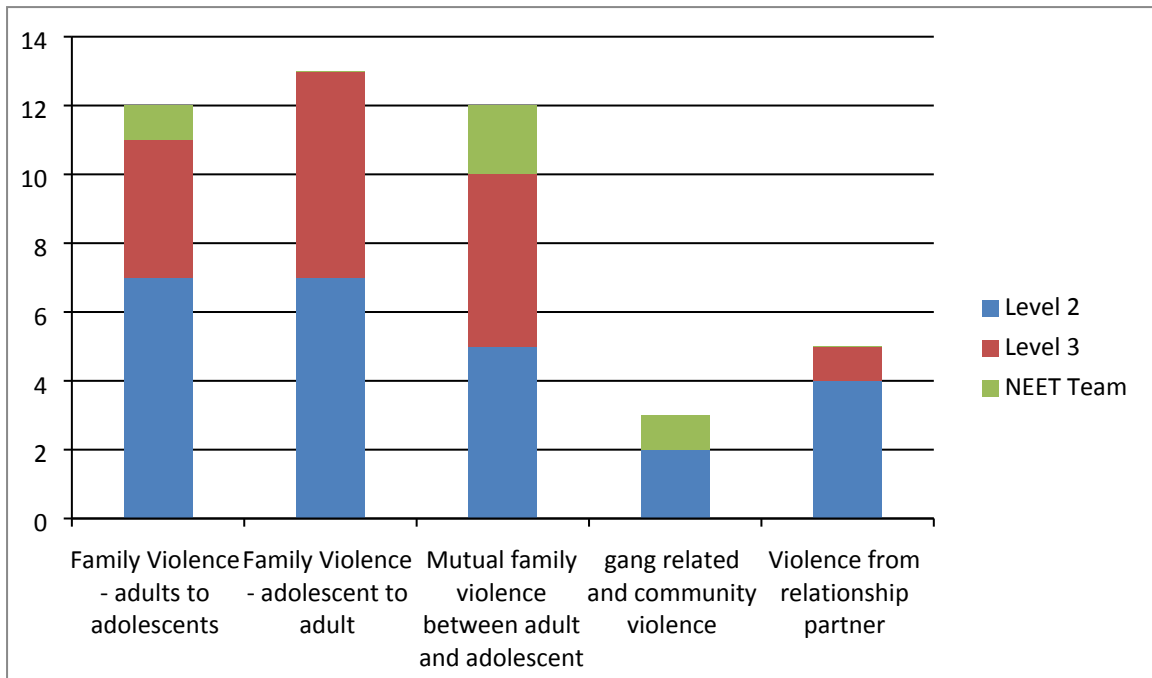
Other Risks Undefined – 37 Young people have emotional behavioural difficulties (ADHD, ASD)

Individual categories broken down by risk factor, team and no of young people

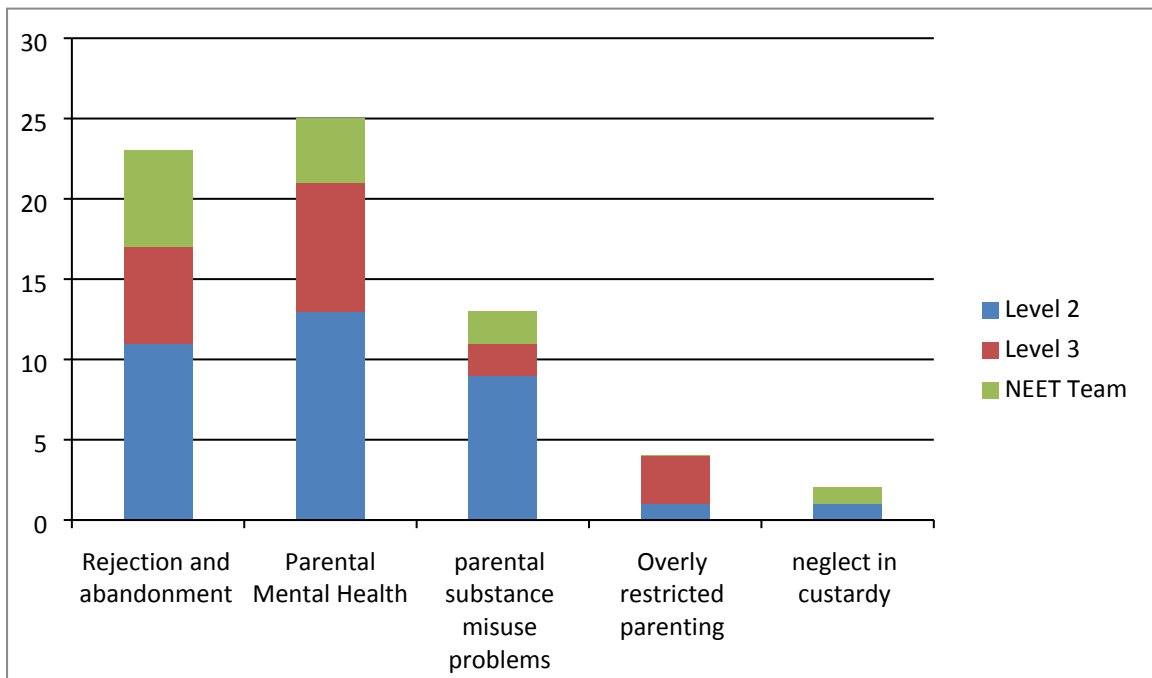
**Sexual abuse**



**Physical Violence**

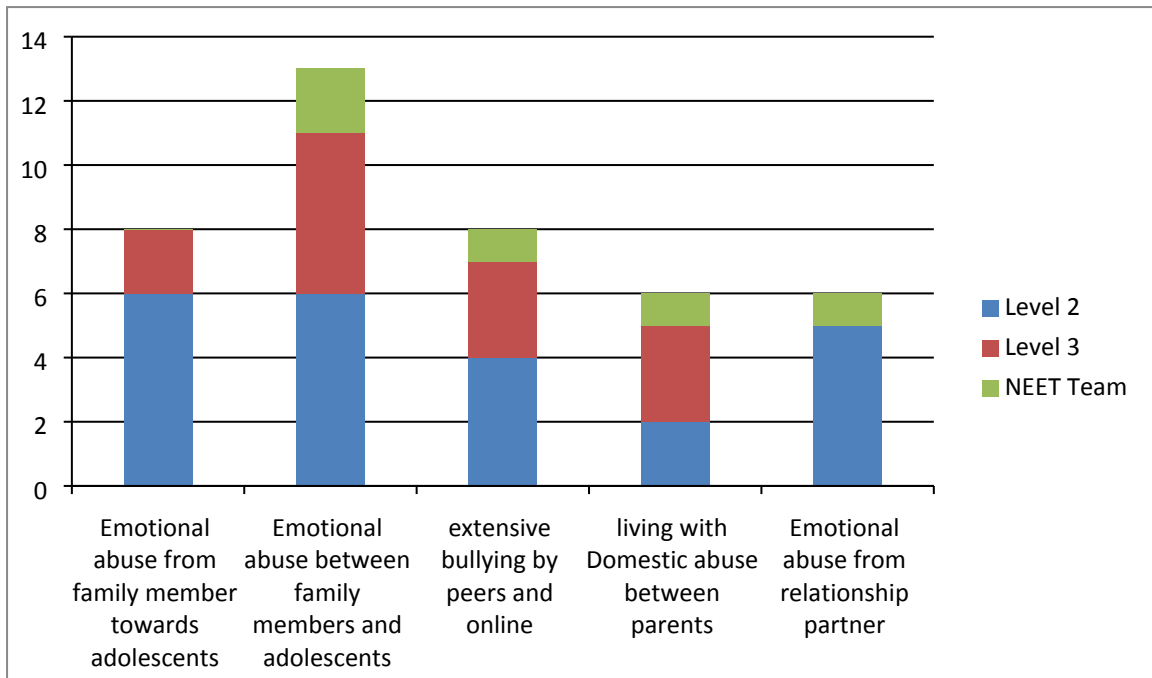


**Neglect** (that causes disruption to parenting capacity or incurs caring)

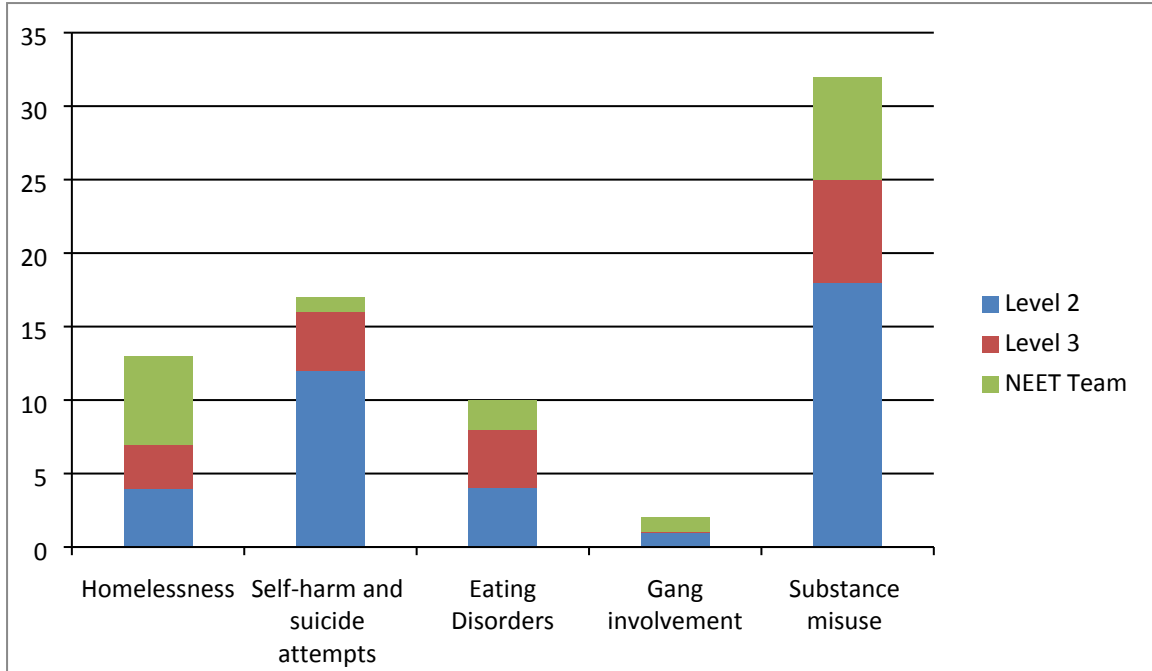


**Emotional Abuse**

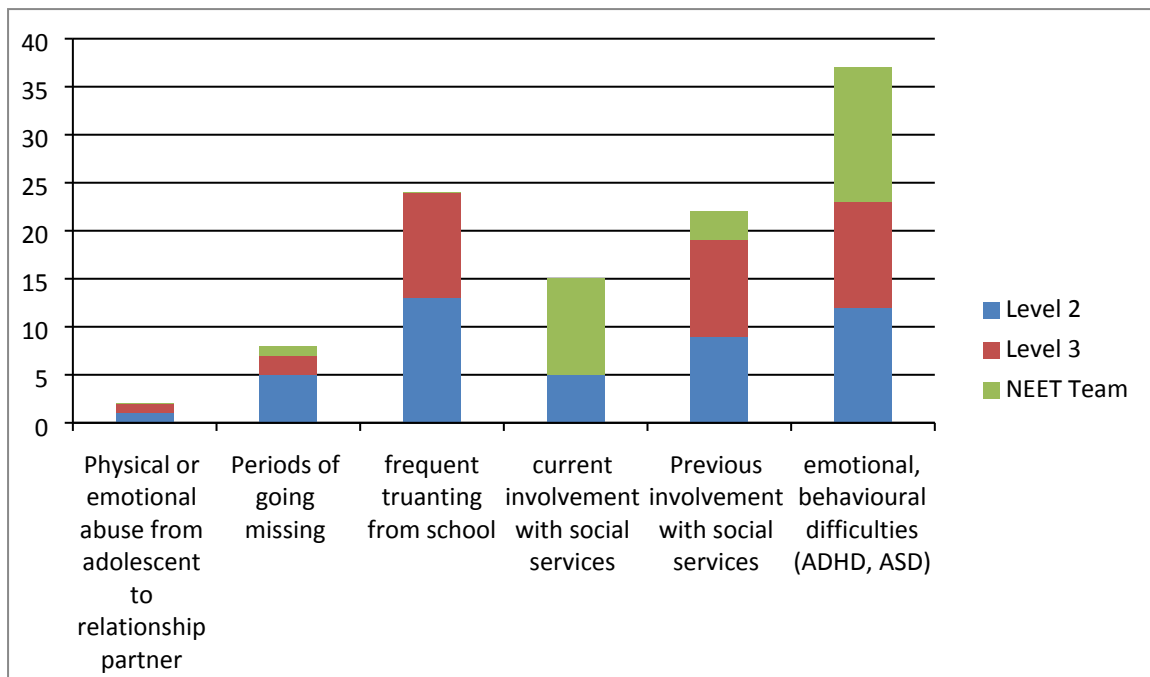




### Other Risks Defined



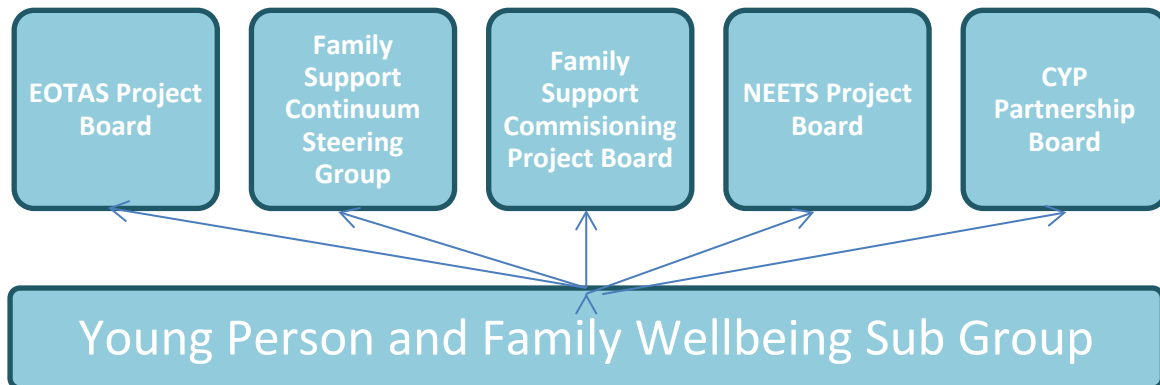
### Other risks Undefined



## The Young Person and Family Wellbeing Sub Group

The aim of this sub group will be to develop and join up the work across a number of key areas, ensuring that we fulfil the aims and expectations of a number of key strategic groups.

The following diagram gives an overview of the 5 different strategic areas and projects that the Young Persons and Family Wellbeing Sub Group will feed into:



### 1. The group will function as a sub group of the EOTAS Project Board:

- Contribute to the development of the EOTAS Proposal by fulfilling the role of the proposed Action Group 5 'Support for Young People and Families'.
- Contribute to the upcoming Behaviour Strategy
- Contribute to the upcoming ALN/SEN Commissioning Review
- Combine with the Wellbeing Leads from schools to provide an ongoing group that provides scrutiny and co-ordination across the graduated response and implementation of aforementioned work. (please see impending Cabinet paper with structural proposal)

\*Please see emerging Cabinet Paper for the aims and terms of reference for this work.

### 2. The group will function as a sub group of the Family Support Continuum Steering Group:

- The Performance Sub Group will include includes the data leads from across the respective areas and look at
  - Early identification data and process
  - Data sharing arrangements and protocols
  - Building a performance framework that enables scrutiny
- The group will look at workforce development across the respective areas that it covers, but will not operate a separate sub group at this stage.

- The group will become a sub group to ensure implementation and provide on-going scrutiny and development of the proposals within the Commissioning Review.

**3. The group will be the cluster delivery group for the Family Support Commissioning Project Board and will:**

- Contribute to the development of the development of the Family Support Commissioning Review by fulfilling the role of the lead group for the 11 to 18 section of the Commissioning Review.

\*Please see the aims and terms of reference for the Family Support Continuum Board and the structure for the Family Support Commissioning Review

**4. The group will take responsibility for early identification of NEET and transition at 16, feeding directly into NEET Board**

- The group will lead on the development of the Engagement and Progression Framework for school age and transition.

\*Please see the aims and terms of reference for the NEET Board

**5. The Young Carers Action Group:**

- This group is currently led by adult social services but does not have any overarching structures. It is a new sub section for the Children and Young People Plan. It is felt that this would provide the appropriate structure to feed into and conduit to the Children and Young People's Board.

\*Please see existing aims and terms of reference for the sub group

**Young Person and Family Wellbeing Group - Membership**

Lead for group: Gavin Evans

<b>Department/Organisation:</b>	<b>Role:</b>	<b>Name:</b>
Young People Services (YPS)	YPS Manager and Chair for Group	Gavin Evans
Social Services Child & Family		Teresa Mylan Rees
Social Services Child & Family	CARAT Team Leader	Carly Evans
Social Services Adult Services	Young Carers Lead	Cathy Richards
Education	Head of School Support Unit	Kathryn Thomas
Education	Acting Head of PRU	Simon Evans

City and County of Swansea/Careers	Keeping in Touch Co-ordinator	Jo Cahill
Careers Manager	Area Manager	Wendy Richards
Poverty and Prevention Young People Services	Team Leader	Chris Griffiths
Poverty and Prevention Young People Services	Development Officer	Mitch Davies
Poverty and Prevention EI	Team Around the Family Manager (younger and early years link)	Sue Peraj
Drugaid/Choices Service	Swansea Team Leader	Ifor Glyn
CAMHS	Consultant Psychiatrist	Isobel Davey
Western Bay Youth Justice and Prevention Service	Area Manager	Caroline Dyer

### **Business Support for the group:**

This would come from the Sustainable Swansea Team at least for the period of the Family Support Commissioning Review. The support identified for this has been agreed as:

Gemma Whyley  
Marlyn Dickson

Post Family Support Commissioning Review (theoretically April) there would be a requirement for ongoing support. This will need to be identified at an appropriate stage.

### **Occurrence:**

It will have a minimum of monthly meetings. In addition it may arrange some separate half and full day development meetings in order to meet timescales and develop a joined up vision.

### **Interdependencies:**

Other than the interdependencies that have been highlighted already awareness will also have to be given to the:

- ALN Commissioning Review
- YOS Regional Review

### **Key Risks:**

Group is formed primarily by lead operational managers and therefore the communication between operational leads and strategic leads will be critical to the overall success of the group.

Attendance will continue to be an issue, but in theory this is bring several agendas and therefore separate groups together. It may again require by in from strategic leads to insist on the prioritisation of attendance.

### **Key Documents:**

Cross Cutting work that will need to be shared across the group:  
(This is in addition to the aims and terms of reference of the aforementioned boards)

Key Policies/Guidelines/Frameworks:

National:

- Social Services and Wellbeing Act 2014
- Future Generations Act 2014
- National Youth Work Strategy 2014-17
- Engagement & Progression Framework
- Families First Strategy & Guidance
- Communities First Strategy & Guidance
- Youth Work Strategy Grant Guidance
- Donaldson Report 2015

Local:

- Corporate Priorities 16/17
- Swansea One Plan 16/17
- Children & Young People Partnership Plan 16/17
- People Directorate Plan 16/17
- Poverty & Prevention Service Plan 16/17
- Safe LAC Reduction Strategy
- NEET Board
- Family Support Continuum Board
- 16 Plus Service Strategic Management Group

Key Research:

- Research in Practice - The Difficult Age: Developing a more effective response to risk during adolescence 2014
- Research in Practice - Strategic Briefing on Risk-Taking adolescents & child protection 2016
- IPC - Development of a lead working continuum in Swansea 2014

- Estyn A survey of the arrangements for pupil wellbeing and behaviour management in pupil referral units 2012
- Swansea EOTAS External Evaluation 2014
- Barnardo's Not Present and Not Correct
- Mapping of Service provision
- FSC Commissioning Review Stage 3 Authority Comparison

**GLOSSARY – A GENERAL INTERPRETATION AND INDEX OF KEY DEFINED EXPRESSIONS IN THE NEW SOCIAL SERVICES LEGISLATIVE FRAMEWORK IN WALES**

Audience: Social Care Managers and Practitioners, allied professionals and related organisations in the third and private sectors

<b>Term</b>	<b>Practice Definition</b>
Abuse	<p>Violation of an individual’s human or civil rights by any other person or persons. Any or all types of abuse may be perpetrated as the result of deliberate intent, negligence or ignorance.</p> <p>Different types of abuse include: physical; neglect/acts of omission; financial/ material; psychological; sexual; institutional; discriminatory; self-harm/abuse; racial abuse; or any combination of these or other factors</p> <p>n.b. self harm may relate in some circumstances to the Mental Capacity Act</p> <p>“financial abuse” includes— having money or other property stolen; being defrauded; being put under pressure in relation to money or other property; having money or other property misused;</p> <p>For children abuse also includes:</p> <p><b>Physical Abuse</b> This may involve hurting or injuring a child by hitting, shaking, poisoning, burning, scalding, drowning, suffocating or otherwise causing physical harm to a child.</p> <p><b>Emotional Abuse</b> Persistent emotional ill treatment of a child. It may involve telling children that they are worthless or unloved, inadequate, or valued only insofar as they meet the needs of another person.</p> <p><b>Sexual Abuse</b> Forcing or enticing a child or young person to take part in sexual activities, whether or not the child is aware of what is happening or apparently consents. It may also include non-contact activities such as involving children in inappropriate sexual activities.</p> <p>SSW(W)Act 2014 <a href="#">Section 197</a></p>
Active Offer	<p>The expectation that NHS and social care staff will offer Welsh language services to people rather than expect them to have to ask – the Active Offer –</p>



	<p><a href="http://www.ccwales.org.uk/news/2016/03/22/updated-welsh-language-strategy-launched/#sthash.SBVGPFf0.dpuf">http://www.ccwales.org.uk/news/2016/03/22/updated-welsh-language-strategy-launched/#sthash.SBVGPFf0.dpuf</a></p>
Adult at Risk	<p>Section 126(1) of the Act defines an adult at risk as being: An “adult at risk”, for the purposes of this Part, is an adult who—</p> <p>(a) is experiencing or is at risk of abuse or neglect,</p> <p>(b) has needs for care and support (whether or not the authority is meeting any of those needs), and</p> <p>(c) as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.</p> <p>Part 7 of the Act requires local authorities to make inquiries where they suspect that an adult with care and support needs is at risk of abuse or neglect (section 126).</p> <p>Part 10 of the Code of Practice says that Local authorities must arrange for the provision of an independent professional advocate when a person can only overcome the barrier(s) to participate fully in the assessment, care and support planning, review and safeguarding processes with assistance from an appropriate individual, but there is no appropriate individual available.</p>
Adult Protection and Support Orders	<p>Adult Protection and Support Orders authorise entry to premises (if necessary by force) for the purpose of enabling an authorise officer to assess whether an adult is at risk of abuse or neglect and, if so what if any action should be taken</p>
Advocacy	<p>Section 181(2) defines “Advocacy services” as: services which provide assistance (by way of representation or otherwise) to persons for purposes relating to their care and support</p> <p>Advocacy supports and enables people who have difficulty representing their interests, to exercise their rights, express their views, explore and make informed choices.</p> <p>The Code of Practice identifies the roles of forms of advocacy that must be considered including: -</p> <ul style="list-style-type: none"> <li>• Self-advocacy</li> <li>• Informal advocacy</li> <li>• Collective advocacy</li> <li>• Peer advocacy</li> <li>• Citizen advocacy</li> <li>• Independent volunteer advocacy</li> <li>• Formal advocacy</li> <li>• Independent professional advocacy</li> </ul> <p><a href="#">The Mind Guide to Advocacy (2015)</a>  <a href="#">Code of Practice Part 10</a>  <a href="http://gov.wales/docs/dhss/publications/151218part10en.pdf">http://gov.wales/docs/dhss/publications/151218part10en.pdf</a></p>

<p>Assessment</p>	<p>The Act and its associated regulations introduce assessment and eligibility criteria based on a comprehensive analysis of five inter-related elements to ensure that a local authority considers the person's circumstances in the round. This requires a local authority to:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> assess and have regard to the person's circumstances;</li> <li><input type="checkbox"/> have regard to their personal outcomes;</li> <li><input type="checkbox"/> assess and have regard to any barriers to achieving those outcomes;</li> <li><input type="checkbox"/> assess and have regard to any risks to the person or to other persons if those outcomes are not achieved; and</li> </ul> <p><input type="checkbox"/> assess and have regard to the person's strengths and capabilities.</p> <p><a href="#">Part 3 Code of Practice (Assessing the Needs of Individuals)</a></p> <p>In relation to Children, the Code says carrying out Assessments: should be underpinned by the following principles:</p> <ul style="list-style-type: none"> <li>• child centered;</li> <li>• are rooted in child development;</li> <li>• are holistic in their approach;</li> <li>• ensure equality of opportunity;</li> <li>• involve working with children and families;</li> <li>• build on strengths as well as identify difficulties;</li> <li>• are inter-agency in their approach to assessment and the provision of services;</li> <li>• are a continuing process, not a single event;</li> <li>• are carried out in parallel with other action and providing services;</li> <li>• are grounded in evidence based knowledge.</li> </ul> <p>The Code also identifies 8 environmental factors that can either help or hinder the family's functioning that should be carefully considered when assessing a child's needs.</p> <p><a href="#">NSPCC Assessing Children and Families</a></p>
<p>Brokerage</p>	<p>The key objectives for Brokerage and coordination of support, is one of six component elements highlighted by The Youth, Engagement and Progression Framework 2013</p> <ul style="list-style-type: none"> <li>• Internal process/mechanism by which Young Peoples Services assess referral information</li> <li>• Identify relevant agencies ensuring support provided is at the right level at the right time.</li> </ul>

	<ul style="list-style-type: none"> <li>• System of support for young people who are at risk of disengaging, or who have disengaged, from education, employment or training.</li> <li>• Reduce confusion and negotiate effective coordination for Young People and Families.</li> </ul>
CAMHS	Community and Adolescent Mental Health Services
Capacity	<p>The Mental Capacity Act (MCA) 2005 applies to everyone involved in the care, treatment and support of people aged 16 and over living in England and Wales who are unable to make all or some decisions for themselves. It is designed to protect and restore power to those vulnerable people who lack capacity. The Act is underpinned by five principles, explained in the MCA Act code of practice:</p> <ul style="list-style-type: none"> <li>• a presumption of capacity</li> <li>• the right for individuals to be supported to make their own decisions</li> <li>• that individuals must retain the right to make what might be seen as eccentric or unwise decisions</li> <li>• best interest</li> </ul> <p><a href="http://gov.wales/topics/health/nhswales/mental-health-services/mentalcapacityact/about/?lang=en">http://gov.wales/topics/health/nhswales/mental-health-services/mentalcapacityact/about/?lang=en</a></p>
Care and Support	<p>“care and support” has the meaning given by section 4 of the Act i.e.:</p> <p>Any reference to care and support in this Act is to be construed as a reference to—</p> <p>(a)care;</p> <p>(b)support;</p> <p>(c)both care and support</p> <p>Care and support’ is the term used to describe the help and enablement some adults need to live as well as possible and reach well-being including with any illness or disability they may have. For children, it covers their general development or wellbeing, including their health, educational or social care needs and need for additional support</p>
Care and Support Plan	<p>Care and support planning is a process which helps people set their own outcomes and promotes their well-being and is the basis to deliver the care and support needed.</p> <p>Care and support plan means a plan which a local authority is required to prepare and maintain under section 54(1) of the Act Regulations</p>

	<p>specify the content of a plan and circumstances when it is to be reviewed.</p> <p>Some needs may be met through the delivery of a care and support plan even where that person is accessing community based services as part of the route to meeting their personal outcomes.</p> <p><a href="http://www.merthyr.gov.uk/media/1893/technicalbriefingpart4careplans.pdf">http://www.merthyr.gov.uk/media/1893/technicalbriefingpart4careplans.pdf</a></p> <p><a href="http://www.ccwales.org.uk/codes-of-practice-and-statutory-guidance/">http://www.ccwales.org.uk/codes-of-practice-and-statutory-guidance/</a></p>
Care and Treatment Plan	<p>Required by section 18 of the Mental Health (Wales) Measure 2010 a Care and Treatment Plan is prepared for the purpose of achieving the outcomes which the provision of mental health services for a relevant patient are designed to achieve. Regulations also prescribe the content and the form of the care and treatment plan which all care coordinators are required to use.</p> <p>The preparation, delivery and review of that plan can be regarded as the way for the local authority to meet its duties to prepare, deliver and review a care and support plan under the SSWB Act 2014</p>
Carers	<p>Any person over 18 who provides or intends to provide care or support to another adult who needs care. This includes emotional care and support as well as physical.</p> <p>A person who is paid to provide care or does so as a voluntary worker is not considered a carer.</p> <p>Local authorities are afforded a wide discretion to treat a person as a carer if they consider that, in the context of the caring relationship, it would be appropriate for a person to be treated as a carer (Section 3(8) but under Part 3 of the Code of Practice the Assessment must include an assessment of the extent to which the carer is able and willing to provide the care and to continue to provide the care,</p> <p>Support Plan for Carers – the Council should prepare a support plan for a carer to whom it owes a duty to meet needs under section 40 or 42 of the Act and which the Council is required to prepare and maintain under section 54(2) of the Act; its provisions are set out in Regulations</p>
Child at Risk	<p>Section 130 (4) of the Act defines a 'child at risk' as:          'In this section, "a child at risk" is a child who— (a) is experiencing or is at risk of abuse, neglect or other kinds of harm, and (b) has needs for care and support (whether or not the authority is meeting any of those needs).'</p> <p>When a child has been reported under section 130, the local authority shall make, or cause to be made, such enquiries as they consider</p>

	<p>necessary to enable to decide whether they should take any action to safeguard or promote the child's welfare under section 47 of the Children Act 1989.</p> <p><a href="#">All Wales Child Protection Procedures</a> –</p>
Collaboration	<p>The Act requires a culture change from the way in which services have been provided, to an approach based on partnerships, and an equal relationship between practitioners and people who need care and support and carers who need support. See also Partnership</p>
Co-production	<p>The principles of co-production are: -</p> <ul style="list-style-type: none"> <li>• Seeing people as assets</li> <li>• Building on capabilities</li> <li>• Developing mutuality and reciprocity</li> <li>• Investing in networks to share information</li> <li>• Blurring distinctions between providers and people who need care and support and carers who need support</li> <li>• Facilitating rather than delivering services</li> <li>•</li> </ul> <p>In practice the principles of co-production mean ensuring that it involves a relationship where practitioners and individuals share the power to plan and deliver support together, and recognising that all partners have vital contributions to make in helping to meet identified personal outcomes</p> <p><a href="#">Social Care Institute for Excellence: Co-production in social care</a></p>
CSE	Child Sexual Exploitation
Deprivation of Liberty	<p>The Deprivation of Liberty Safeguards (DoLS), allows restraint and restrictions for people who lack capacity that amount to a deprivation of liberty to be used in hospitals and care homes – but only if they are in a person's best interests. To deprive a person of their liberty, care homes and hospitals must request standard authorisation from either a local authority or health body. Six assessments have to take place before a standard authorisation can be granted.</p> <p><a href="http://gov.wales/topics/health/nhswales/mental-health-services/dols/?lang=en">http://gov.wales/topics/health/nhswales/mental-health-services/dols/?lang=en</a></p>
Discretionary powers	<p>Discretionary powers enable a local authority to meet the care and support needs of an individual irrespective of the eligibility determination. These powers also enable a local authority to respond to urgent need, or to act to protect a person without the need for first completing an assessment or determining eligibility.</p>
Direct Payment	<p>Direct Payments allow a local authority to make payments towards the cost of meeting an adult's, child's or carers needs for care and support rather than providing services so as to allow the person to make his or her own arrangements to purchase the care required. Regulations, the Code and Guidance set out the detailed requirements.</p>

D of E	Duke of Edinburgh
Eligibility Criteria	<p>These are the minimum levels of care and support needs for a person which the Council (with partners) must support to meet the assessed needs i.e. where a local authority is satisfied, on the basis of a needs assessment, that a person has needs for care and support.</p> <p>Determining eligibility is not about giving a right to any one service, it is about guaranteeing access to care and support where without it the person is unlikely to achieve their personal outcomes.</p> <p>There is an automatic right to eligibility for those adults at risk of abuse or neglect or in the case of a child, at risk of abuse, neglect or other harm.</p> <p><a href="#">Part 4 Code of Practice (Meeting Needs)</a></p>
EOTAS	Educated Other Than At School
Fluctuating Need	<p>In the context of a needs or carer's assessment, a person's needs, including those presenting at initial contact, may not be a true reflection of their condition over time and are likely to arise again in the future. They may be coping with circumstances where they:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> experience good and bad days, or parts of a day; or</li> <li><input type="checkbox"/> are well for weeks or months at a time.</li> </ul> <p>Needs may not fluctuate just because of a condition but also because of changing circumstances, Local authorities must take account of fluctuating needs and ensure that all of the persons needs have been accounted for when determining eligibility.</p> <p><a href="http://www.scie.org.uk/care-act-2014/assessment-and-eligibility/practice-examples/fluctuating-needs.asp">http://www.scie.org.uk/care-act-2014/assessment-and-eligibility/practice-examples/fluctuating-needs.asp</a></p>
FTE	Full Time Equivalent
Harm	<p>"harm" in relation to a child, means abuse or the impairment of—</p> <p>(a) physical or mental health, or</p> <p>(b) physical, intellectual, emotional, social or behavioral development,</p> <p>and where the question of whether harm is significant turns on the child's health or development, the child's health or development is to be compared with that which could reasonably be expected of a similar</p>

	child;
Information, Advice and Assistance (Front Door)	<p>A first point of contact service provided by or for Councils with input from the NHS. The purpose of the service is to provide people with information and advice relating to care and support, including support for carers, and to provide assistance to them in accessing it. Information, advice and assistance must be provided in a manner that makes it accessible to the individual for whom it is intended.</p> <p>Defined in the Code of Practice as:</p> <p>Information is quality data that provides support to an individual or family to help them make an informed choice about their well-being.</p> <p>Advice is a way of working co-productively with an individual or family to explore the options available. This will require practitioners to undertake a proportionate assessment through a discussion and analysis of the five elements of assessment.</p> <p>Assistance involves another person taking action with the enquirer to access care and support, or a carer to access support. Responsibility for the activity undertaken is shared between the assistant and the recipient of assistance.</p> <p>Local authorities must ensure that staff within the service are suitably skilled to identify individuals who need an advocate and the service takes action to ensure those individuals are supported.</p> <p>For further description go to Part 2 code of practice pages 62-65</p> <p><a href="http://gov.wales/docs/dhss/publications/151218part2en.pdf">http://gov.wales/docs/dhss/publications/151218part2en.pdf</a></p>
Key Stages 2,3,4	<p>Key Stage 2 (commonly abbreviated as KS 2) is the legal term for the four years of schooling.</p> <p>Key Stage 3 (commonly abbreviated as KS3) is the legal term for the three years of schooling</p> <p>Key Stage 4 (commonly abbreviated as KS4) is the legal term for the two years of schooling</p>
LAC	Looked After Child
Lead Worker	<p>Lead workers have a direct relationship with the young person and family, being a consistent point of contact and support as they move forward and helping them to build and develop the long term resilience they need to succeed in education, training and employment.</p> <p>The specific responsibilities associated with the lead worker role are:</p> <ul style="list-style-type: none"> <li>• being a named individual for a caseload of young people</li> <li>• providing support directly to the young person to help build resilience</li> </ul>

	<p>and/or coordinating support from a range of other support services</p> <ul style="list-style-type: none"> <li>• acting as a champion for the young person to make sure they are getting the support they need</li> <li>• providing feedback on the progress of the young person to enable an assessment of whether support is having the desired impact.</li> </ul>
National Outcomes Framework	<p>The key objectives for the national outcomes framework are:</p> <ul style="list-style-type: none"> <li>• To describe the important well-being outcomes that people who need care and support and carers who need support should expect in order to lead fulfilled lives.</li> <li>• To set national direction and promote the well-being of people in Wales who need care and support, and carers who need support.</li> <li>• To provide greater transparency on whether care and support services are improving well-being outcomes for people in Wales using consistent and comparable indicators.</li> </ul> <p><a href="http://www.housinglin.org.uk/_library/Resources/Housing/OtherOrganisation/160329socservoutcomesen.pdf">http://www.housinglin.org.uk/_library/Resources/Housing/OtherOrganisation/160329socservoutcomesen.pdf</a></p>
National Well-being Statement	<p>The statement describes what well-being means for people who need care and support and carers who need support. Defining what is meant by well-being is about securing an approach based on working in partnership with people, giving people a stronger voice and greater control over their lives, and empowering people to achieve their own well-being with the appropriate level of care and support. People's personal outcomes should be linked to the national well-being statement.</p> <p><a href="http://gov.wales/topics/health/publications/socialcare/strategies/statement/?lang=en">http://gov.wales/topics/health/publications/socialcare/strategies/statement/?lang=en</a></p>
National Assessment and Eligibility Tool	<p>The first element of the tool includes the common recording requirements for the assessment of adults, children and carers. Local authorities can use this to check their assessment process and templates meet the minimum requirements set out in the legislative framework. Local authorities may also collect further data if relevant to the individual case.</p> <p>It will be up to local authorities to determine how best to collect the data specified in this document.</p> <p>In the longer term, the Welsh Government will support ADSS Cymru to develop a single assessment tool, in line with the Welsh Community</p>



	<p>Care Information System (WCCIS).</p> <p><a href="http://www.ccwales.org.uk/national-assessment-and-eligibility-tool/">http://www.ccwales.org.uk/national-assessment-and-eligibility-tool/</a></p>
NEET	Not In Education, Employment or Training
Neglect	<p>“neglect” means a failure to meet a person’s basic physical, emotional, social or psychological needs, which is likely to result in an impairment of the person’s well-being (for example, an impairment of the person’s health or, in the case of a child, an impairment of the child’s development);</p>
Ordinary Residence	<p>An adult is to be treated as ordinarily resident, if the local authority which is responsible for meeting their needs for care and support makes arrangements for the adult to live in accommodation of a particular type. As a consequence of these arrangements, the adult may move to another area. In this situation, the effect of this provision is that the adult will be treated, for the purposes of this Act, as being ordinarily resident in the area of the local authority which made the arrangements (and not in the area to which they move). There are also provisions in the Act and Code for dealing with cross-border movements from England, Scotland and Northern Ireland.</p>
Outcome	<p>An 'outcome' is the end result for an adult who has used a local authority funded social care and support service. This could, for example, be receiving financial support, receiving home care services being admitted to a care home, or finding information on services. A personal outcome could also be met through a preventative or community service, through IAA or by the person themselves with the support of their family</p> <p>“Personal Outcomes” means the outcomes which have been identified in relation to a person in accordance with section 19(4)(a), 21(4)(b) or 24(4)(c) or (d) of the SSWB Act</p> <p>See Scotland also <a href="http://www.jitscotland.org.uk/action-areas/personal-outcomes/">http://www.jitscotland.org.uk/action-areas/personal-outcomes/</a></p>
Outcome focused social care	<p>Personal outcomes must be identified through the process of proportionate assessment, and although individual to each person, will relate to the national outcomes set out in the well-being statement.</p> <p>Practitioners should adopt an outcome based approach based on an assumption that the individual is best placed to determine their well-being outcomes. They should support people to identify their needs and capabilities to access the services they need and achieve outcomes.</p>

	<p>All local authorities within Wales work to the National Framework for the Assessment of Children in Need and their Families. Published research by SSIA has a description of key outcomes covering</p> <ul style="list-style-type: none"> <li>• Attachment</li> <li>• Education</li> <li>• Physical health</li> <li>• Mental Health</li> <li>• Sexual/physical abuse</li> <li>• Involvement in crime and substance misuse</li> <li>• Social exclusion</li> </ul> <p>Barriers to achieving Outcomes also need to be considered</p>
Partnership	<p>The key aims of cooperation, partnership and integration can be described as:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> To improve care and support, ensuring people have more say and control.</li> <li><input type="checkbox"/> To improve outcomes and health and wellbeing.</li> <li><input type="checkbox"/> Provide coordinated, person centred care and support.</li> <li><input type="checkbox"/> Make more effective use of resources, skills and expertise.</li> </ul> <p>Part 9 of the Social Services and Well-being (Wales) Act 2014 (“the Act”) requires local authorities to make arrangements to promote co-operation with their relevant partners and others, in relation to adults with needs for care and support, carers and children. It places a duty on relevant partners to co-operate with, and provide information to, the local authorities for the purpose of their social services functions. Part 9 of the Act also provides for partnership arrangements between local authorities and Local Health Boards for the discharge of their functions. Statutory Guidance has been published to support these requirements.</p> <p><a href="http://gov.wales/topics/health/socialcare/act/code-of-practice/?lang=en">http://gov.wales/topics/health/socialcare/act/code-of-practice/?lang=en</a></p>
Prevention and Preventative Services	<p>The individual interventions the Council makes to promote health; improve skills or functioning for one person or a group; or reduce the impact of caring on a carer’s health and wellbeing.</p> <p>There is no one definition for what constitutes preventative activity. It can be anything that helps meet an identified need and could range from wide-scale measures aimed at the whole population to more targeted individual interventions, including mechanisms to enable people to actively engage in making decisions about their live</p> <p>A local authority must provide or arrange for the provision of a range and level of services which it considers will achieve the purposes in</p>

	<p>subsection (2) of the Act in its area. XX</p> <p>Within the local authority, preventing or delaying the development of care and support needs should be closely aligned to other local authority responsibilities. With certain caveats, local authorities may apply a flat rate charge to help provide a preventative service for adults but not children.</p> <p>SSW(W)Act 2014 <a href="#">Section 15</a></p>
Proportionate Assessment	<p>A proportionate assessment will be as extensive as required to establish the extent of a person's needs, will always be person-centred and based on their individual circumstances. Assessment will not be the same for all people. The assessment process must be proportionate and responsive to people's needs and circumstances and places an emphasis on strengths and capabilities, and focusses on enabling services. It aims to simplify and minimise administrative burdens so people get better services and better outcomes. The minimum requirements for a proportionate assessment are set out in the Code of Practice.</p> <p><a href="#">Part 3 Code of Practice (Assessing the Needs of Individuals)</a></p>
Reablement	<p>Reablement can be a key element of preventative services. Timely, direct access to targeted reablement services helps people, including children, to maintain ability in the long term.</p> <p>Reablement is about helping people to do things for themselves (in contrast to the traditional service models in which the carer does everything) to maximise their ability to live life as independently as possible with an appropriate level of support. The overall intention of reablement is to restore and re-able a person to achieve skills and abilities they previously had in order to return to maximum independence.</p>
Referral	<p>More usually used in relation to Children's Services and relating to the point at which the child is referred to social services and from which completion of a comprehensive assessment is required within 42 working days.</p> <p>More generally it can relate to referral to preventative services or a care and support plan and intervention or to requirements relating to deprivation of liberty or to adults or children at risk</p>
Review	<p>A local authority must review an assessment if it appears to it that there has been a significant change in the person's circumstances or in their personal outcomes.</p> <p>The following persons may request a review of an assessment— (a) where the assessment is of an adult's needs (including the needs of an adult carer)— (i) the adult; (ii) any person authorised to act on behalf of the adult;</p>

	(b) where the assessment is of a child's needs (including the needs of a child carer)— (i) the child; (ii) any person with parental responsibility for the child; (iii) any person authorised to act on behalf of the child.
SEN/ALN	Special Educational Needs/ Additional Learning Needs
Safeguarding and Protection	<p>The regulations and guidance both strengthen existing arrangements for children and introduce new arrangements for adults at risk.</p> <p>Where it appears that the needs of the individual are such that there is a duty on the local authority to exercise its function in order to protect and safeguard the person from abuse or neglect or the risk of abuse or neglect (and in the case of a child: harm or the risk of harm) the local authority must act on this information immediately and without delay. The duty to make enquiries in section 126 (2) applies whether or not the person is ordinarily resident with the local authority area.</p> <p>Local authorities must determine whether the needs of the individual require the exercise of any function it has under Part 4 (Care and Supervision) or Part 5 (Protection of Children) of the Children Act 1989 or under this Act and if this is the case the local authority should act on this immediately and without delay.</p> <p>Statutory Guidance in relation to Part 7 of the Act has been issued:</p> <p><a href="#">Working Together to Safeguard People: Volume 1 – Introduction and Overview</a></p> <p><a href="#">Working Together to Safeguard People: Volume 4 – Adult Protection and Support Orders</a></p>
Social Enterprise	<p>The Regulations and the code of practice have been put in place to support local authorities in their duty, which is about encouraging the growth and development of new not for private profit business models. The Act contains broad and inclusive definitions of a social enterprise and a third sector organisation. The Regulations and statutory code of practice are intended to support the growth of social enterprises, co-operative organisations or arrangements, user led services and third sector organisations, and not to set in law new definitions of these approaches and models</p> <p><a href="http://www.ccwales.org.uk/the-act/">http://www.ccwales.org.uk/the-act/</a></p>
S.O.S	Signs of Safety

Step Up	Stepping up of cases into Statutory Intervention
Step Down	Stepping Down of cases into Early Intervention and Prevention Services
Strength based assessment	<p>The local application of the determination of eligibility must support a move away from the deficit model of care ('what is wrong?') to an emphasis on strengths, capacity and capabilities ('what can I do? /how can I get help?')</p> <p>The phrases 'strengths-based approach' and 'asset-based approach' are often used interchangeably. The term 'strength' refers to different elements that help or enable the individual to deal with challenges in life in general and in meeting their needs and achieving their desired outcomes in particular. These elements include:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> their personal resources, abilities, skills, knowledge, potential, etc.</li> <li><input type="checkbox"/> their social network and its resources, abilities, skills, etc.</li> <li><input type="checkbox"/> community resources, also known as 'social capital' and/or 'universal resources'.</li> </ul> <p><a href="http://www.scie.org.uk/care-act-2014/assessment-and-eligibility/strengths-based-approach/">http://www.scie.org.uk/care-act-2014/assessment-and-eligibility/strengths-based-approach/</a></p>
TAF	Team Around the Family
USP	Unique Selling Point
WASPI	<p>Welsh Accord of the Sharing of Personal Information</p> <p>WASPI is a framework, for service providing organisations directly concerned with the well-being and safety of an individual, to share personal information between them in a lawful and intelligent way... It applies to all public-sector organisations, voluntary sector organisations and those private organisations contracted to deliver relevant services to the public sector who provide services involving the health, education, crime prevention and social well-being of people in Wales. In particular, it concerns those organisations that hold information about individuals and who may consider it appropriate or necessary to share that information with others. <a href="#">WASPI</a></p>
Well-being	<p>Wellbeing is a broad concept applying to several areas of life, not only to one or two. Therefore, using a holistic approach to ensure a clear understanding of the individual's views is vital to identifying and defining wellbeing in each case.</p> <p>The Act defines well-being, in relation to a person as: a. physical and mental health and emotional well-being; b. protection from abuse and neglect; c. education, training and recreation; d. domestic, family and personal relationships; e. contribution made to society; f. securing rights and entitlements; g. social and economic well-being; h. suitability of living accommodation.</p> <p>In relation to a child, "well-being" also includes— a. physical,</p>

	intellectual, emotional, social and behavioral development; b. “welfare” as that word is interpreted for the purposes of the Children Act 1989. In relation to an adult, “well-being” also includes— a. control over day to day life; b. participation in work.
WBYJIEIS	Wester Bay Youth Justice and Early Intervention Service
“What Matters” Conversation	The “What Matters” conversation is the dialogue the Council or partner organisation has with a person or their representative to gather information that helps to determine the adults needs for care and support in order to help them live their day to day life. It also helps to determine whether or not they meet the eligibility criteria
WG	Welsh Government
Young or Child Carers	<p>Any person under 18 who provides or intends to provide care or support to an adult who needs care. This includes emotional care and support as well as physical care</p> <p>If there is an adult being looked after, then the local council has a duty to consider whether there are any children involved in providing care, and if so, what the impact is on that child.</p> <p>The local council must involve the child with caring responsibilities, their parents and any other person the young carer requests in the assessment process.</p> <p>The Code of Practice Parts 3 and 4 set out the detailed requirements for local authorities in respect of child or young carers.</p> <p><a href="http://youngcarerstoolkit.co.uk/">http://youngcarerstoolkit.co.uk/</a></p>

## Sources

### **Social Services and Well-being (Wales) Act 2014**

<http://www.legislation.gov.uk/anaw/2014/4/notes/division/2/12>

**Social Services Improvement Agency** interactive resource on the Implementation of the Social Services and Well-being (Wales) Act 2014

[http://www.ssiacymru.org.uk/home.php?page\\_id=8914](http://www.ssiacymru.org.uk/home.php?page_id=8914)

**Care Council for Wales – Learning Hub** including glossary

<http://www.ccwales.org.uk/the-act/>

**Social Care Institute of Excellence** <http://www.scie.org.uk/>

# Family Support Commissioning Review – Over 11's

## Stage 3 – Benchmarking Comparison Report for Family Support Services

### 1.0 Introduction & Purpose

1.1 Stage Three of the commissioning review is a benchmarking and authority comparison exercise to explore and analyse best practice across.

### 2.0 Summary of process

2.1 Research undertaken by the members of the Young People and Family Sub Group has provided an overview of models being used and developed across parts of Wales and England, it utilises the National Benchmarking work for Youth Services and gives further insight into the models currently being developed in Cardiff, Rhondda Cynon Taf, Bridgend, Gloucester and Surrey. These authorities were selected due to their similar urban environments and due to working relationships that have enabled access to these authorities and organisations. Aspects of models in more rural authorities have also been given due consideration where relevant.

2.2 It is extremely problematic to directly compare or benchmark such a wide range of services as in both Wales and England as the way in which these services are structured and titled varies considerably, thus leaving any direct benchmarking with extremely low validity. Accordingly, the key findings have a significant focus on the structure, focus and culture of these service areas in different local authorities, providing highlights of significant factors and examples of potential best practice from across England and Wales.

2.3 The summary of key findings from our comparators:

- All areas are exploring models of greater integration between services that work with young people and families.
- A critical factor in the selection of services that have greater levels of integration appears to be their structural location within the organisation. For example, youth services that sit within an education directorate tend to have very school focussed integration and sometimes no arrangements with their Child and Family Services.
- Brokerage is a key issue in all models, although many areas still have very informal targeting and brokerage processes. The joining up of different brokerage routes has taken many different forms across authorities with no one area appearing to have mastered the perfect combination.
- Scotland have taken a very interesting approach with the Government driving a National Framework called the Getting It Right For Every Child (GIRFEC) Model. The model promotes some very innovative and integrated practices, but issues in Scotland have related to the varying ways in which



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### **Stage 3 – Benchmarking Comparison Report for Family Support Services**

authorities have adopted and embedded such a top down approach. This variety has slowed the implementation of the programme down.

- Schools can provide a useful platform to engage with children, young people and families as the vast majority have to interact with school, however this has meant that there is often a very complex set of various panels and processes around schools that are often too cumbersome and complex. A number of authorities including Cardiff and Newport and brought a number of their school panels together to drive efficiencies and co-ordination. These have included their SEN, Managed School Moves and EOTAS Panels which then seek to have full representation from all key stakeholders. Aspects of these mergers have had a positive impact, but none appear to have solved all of the issues associated with these panels.
- Three authorities in Wales have merged their Youth Services and Youth Offending Services, which are Pembrokeshire, Carmarthen and Wrexham. These are all at early stages of integration and in some cases still managed as separate services, but they appear to have made efficiencies in their prevention work and have benefitted by sharing practice, improved brokerage and use of resources.
- Gloucestershire County Council has developed a very different model, where, over the course of 10 years they have matured a commissioning relationship with an organisation called Prospects. Their initial steps commissioned the Youth Service, Youth Offending and Careers services to the service. Following steps have seen their, Looked After Children Services, Leaving Care Services, Homelessness Services, NEET and Youth Employment Services and a variety of Health Services all commissioned into the Prospects organisation.
- Other models in English authorities offer slightly more cautionary tales, where failures in the commissioning process have resulted in the complex procedure of bringing services back in house.
- All authorities reported significant issues around the access for CAMHS services, although some areas such as Gloucester have different arrangements in place that have helped alleviate some aspects of this.
- Most YOS models in Wales have established positive and formalised arrangements with their substance misuse provider, but there is more mixed access, alignment and outcomes for wider prevention services.
- There are lots of examples in all authorities of evidence based practice parenting models and approaches, but there are very few that have developed significant adolescent specific parenting models. Powys utilise the Take 3 model for adolescent parenting, which follows a very specific set programme. The limitations of this type of approach is the motivation of adolescent parents to commit to such a structured programme.
- Where common risk frameworks (ie Signs of Safety), assessment framework and brokerage processes had previously rolled out across multiple services,

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it does appear to have enabled a faster pace of structural service integration. ie Gloucester shared that they felt the lack of an agreed risk framework lead to several years of slowed progress in some key areas.

**2.5 Critical factors currently identified in Swansea**

- The development of young people and family services within the structure of a People Directorate, under Poverty and Prevention but alongside Education and Social Services has meant that the development and current integration of services has had a balance of perspective between those two major stakeholders, which could be considered as healthy. This is not common across other authorities in Wales.
- The development of the targeted lead work role with a whole family approach within Young People Services has been a bold and innovative development, it has driven a culture of multi-disciplinary staff with a specialism for working with young people, but firmly rooted in a whole family context, adopting and adapting Swansea’s Team Around the Family Approach.
- Embedding the Signs of Safety/Wellbeing Approach as a risk management framework with leading support from our Child and Family services is beginning to pay dividends and raise the ability of services to manage proportionately complex risk appropriately and safely.
- The regional approach to Youth Justice has been very innovative and the economies of scale afforded within the regional approach support a structure that maintains a huge knowledge and skill base in a very specialised area of work.
- However, despite the many positives it also means that there is still scope for greater levels of integration across services and directly with both Education and Social Services, especially in relation to brokerage of services, partnership working and practice development.
- Swansea still has a wide range of panels, processes and brokerage routes that are not yet effectively joined up in their thinking.
- Schools can still be faced with too many separate offers of support from internal and external organisations, a number of authorities, such as Newport and Rhondda Cynon Taf have developed brokerage models that demonstrate areas of greater integration. For example the merger of SEN, Managed Move and EOTAS Panels with buy in from all key stakeholders and school based multi agency meetings.
- The front door of Child and Family Social Services and the Child and Family Area teams can face similar issues in brokering services and stepping down cases. The early help model within Bridgend creates a single gateway which can simplify the access and brokerage of services to get to the right service.
- Although many areas have integrated services at a structural level, often services still keep individual identities and therefore have not yet realised the

Comment [EG1]:

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full potential of integration. This appears to depend upon the cultures within those service areas, the change management processes adopted and the time for these models to mature. Team and management cultures vary significantly across the services which can make integration a very difficult process

- A critical factor influencing the cultures are the professional background and grounding, which can often appear to be threatened by more integrated models. Value, pay and grading then add complexity to these perceived issues. Swansea has made significant steps in integrating multi-disciplinary teams where appropriate, but many of these issues are still underlying.
- It is also important to recognise that integration has a tipping point, whereby certain areas of knowledge, function and expertise are lost due to a lack of support or complexity of roles.
- There are positive brokerage arrangements developing between the TAF Team who work in Early Intervention and the Young People Services which offer foundations to be built upon, to ensure that these processes are accessible to all services.
- As the mapping exercise has highlighted, Swansea still has a number of gaps in relation to provision for young people and families. These gaps include support for the parents of adolescents, mental and emotional health for young people.

### **2.7 Conclusions**

Key factors for consideration in the development of the Options:

- Greater integration between services – ensuring all services are joined up around children, young people and their family.
- Simplified brokerage processes – ensuring that all services can be accessed easily and do not trap families between services due complex criteria and inflexible processes
- Joint workforce development across service areas – utilising common frameworks can support service to integrate more easily and for best practice to be shared
- Solutions for any identified gaps in provision
- Improved performance management demonstrating direct links to outcomes

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### **3.0 Individual Authorities**

#### **3.1 Cardiff City Council**

Youth Service, Youth Offending Service & Other

Key factors:

- Large number of full time staff in Youth Service
- All Qualified Youth Workers
- Teams split into two main areas. One area does targeted prevention work. One area focuses on more open access youth work interventions
- Located in the education department – strong links with education and schools.
- Staff aligned to specific schools
- Most schools have a co-ordinated multi agency meeting
- Support an integrated panel dealing with statements, managed school moves and EOTAS.
- Joint management information system with Careers (Cognisoft)
- Strong partnership with careers
- No step up step down process in place between Social Services Area Teams or Front Door.
- No specific risk management framework currently in place
- Cardiff Youth Offending Team runs separately in Social Services. Very low levels of integration between the service areas.

#### **3.2 Monmouthshire**

- Teams split into 3 areas - Open access and projects, Face2Face and education (Pre and Post 16)
- Open access employ 16 FTE and support the following functions; Youth Centres, Youth Clubs, Targeted work in schools, Outreach sessions, Targeted work (including ASB), Duke of Edinburgh Award, Monmouthshire Youth Council
- Face2Face employ 6 FTE and support the following functions; Secondary school counselling (Statutory), Primary school counselling, including play and art therapy, Family therapy, Clinical supervision
- Education (Pre & Post 16) employ 11 FTE and support the following functions; Pre 16 - School-based (Inspire to Achieve)  
Post 16 - Inspire to Work (Jan 17), Work-Based Learning, Supporting People work in hostels, Youth Work Apprenticeships
- Located in Enterprise directorate – strong links with leisure and tourism services

#### **3.3 Torfaen**

- The service is located in the council's Communities Service unit along with Adult and Community Learning and Torfaen Training
- 33 FTE and 1 service manager support learning co-ordination, provision co-ordination and Trainee Youth Work apprenticeships
- 4 Youth Centre - standard youth club activity then partnerships with YOS / TYPSS / FF / Bron Afon (Go girls) Young Carers / Clubs

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- Detached Response Team
- In Schools Support KS2, 3 and 4- KS2 – transition programme into secondary school, KS3 target 1:1 and small group support for young people at risk of disengaging from school, KS4 as KS3 but nationally recognised qualifications and alternative curriculum programme.
- Disability and Social Inclusion - Support for young people with disabilities 18+ with life skills and informal learning opportunities, day times, evenings and holidays, Youth offending service bespoke support for 1:1 small groups with a view to social reintegration
- Health and Wellbeing and Physical Activity - Canoeing, mountain biking, football, go karting, scooter and skating, traverse wall, camping and residential's
- D of E – D of E open awards centre (only 1 in Torfaen) Deliver d of e to targeted and at risk group like schools and young carers
- Volunteering and Apprenticeships and Partnerships

#### **3.4 Caerphilly**

- Grouped with Adult Education, Community Focussed Schools and Engagement and progression
- Shared space with Inclusion services, including Educational Welfare, Educational Psychology, Libraries
- 2 FTE Managers, 7 FTE Grade 10 Coordinators, Circa 50 FTE or substantive staff, 160+ p/t staff
- 6 Centres
- 27 youth clubs
- Service supports an Information team, Communities First youth work, Families First work, 'Alternative' education/NEETs project, Youth and Junior Forum and Electronic media

#### **3.5 Carmarthenshire**

- Staffing numbers 83 posts (including two seconded officers) equating to 73 members of staff.
- A link nursing post is also provided by CAMHS (a day a week).
- The service also utilises volunteers who assist in the delivery of key aspects of work and provides for student placements.
- Universal Support Team – adventurous outdoor activities and programmes; youth club provision; supporting the delivery of the D of E Award; programmes of accredited learning; delivery of activities to support community safety and reduce anti-social behaviour;
- Targeted Youth Support Team (16-25years) – Detached, outreach youth work provision in the community funded by WG Families First to meet the requirements of developing Team Around the Family approaches, co-ordination role linked to the delivery of WG Youth Engagement and Progression Framework (targeted provision and support for young people at risk of becoming 'Not in Education, Employment or Training' (NEET).
- Targeted Youth Support Team (8-18 years) – Shared responsibility in the prevention of negative outcomes for young people, including offending behaviour and disengagement from education; Facilitates identification and intervention with children and young people across the spectrum of low to

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high need. Includes school-based youth workers based in all Carmarthenshire secondary schools and Coleg Sir Gar.

- Work is supported by WG Families First to meet the requirements of developing Team Around the Family approaches linked with WG Youth Engagement and Progression Framework.
- Youth Justice Team - Statutory Youth Justice Team functions . The Youth Justice Board for England and Wales monitor the performance of all Youth Offending Teams in Wales against seven performance indicators.

#### 4.0 Examples of models from English Authorities.

##### 4.1 Gloucestershire

Gloucester have taken a very strong commissioning approach to many areas of work within the authority. This has seen them develop a significant

##### History

- 2008 Prospects commissioned to manage young people's services, including Youth Service, Youth Offending Service and Careers
- Loss of grants meant a radical rethink of services for young people
- 2010 Refocused service to the most vulnerable
- Mix 60% Prospects-40% Gloucestershire County Council
- 2014/15 growing need to rethink again, recognition of the need to think differently for young people
- 2015 Children In Care over 11
- 2016 Social Care Plus

##### Commissioning

- Understanding what the problem is - what might be the ways to solve it?
- Ground the solutions in what works.....Evidence
- Beyond a contracting relationship.....strategic Partnership
- Integrated into Council Senior Leadership Team
- Complex finance/funding
- Jointly taking the opportunities - Innovation programme +

##### Key Elements and Challenges

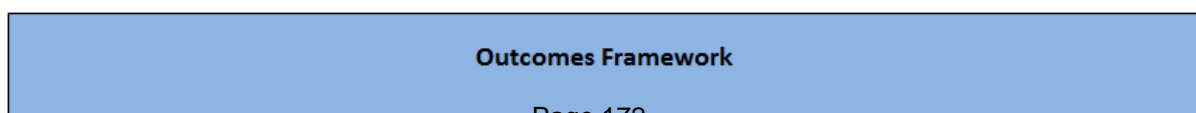
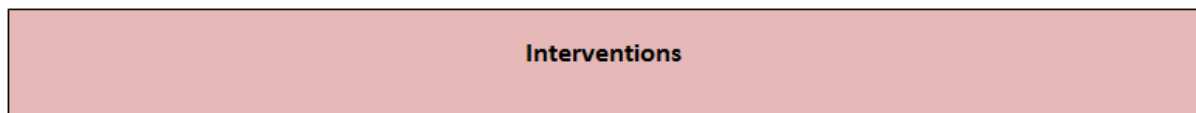
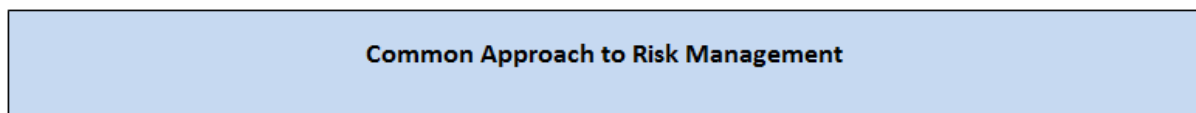
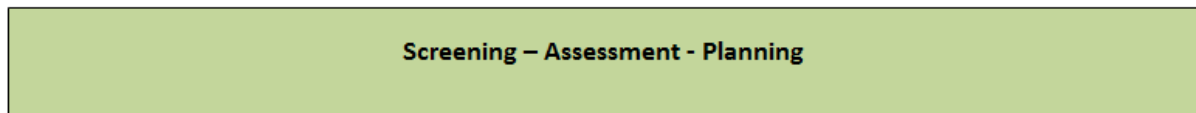
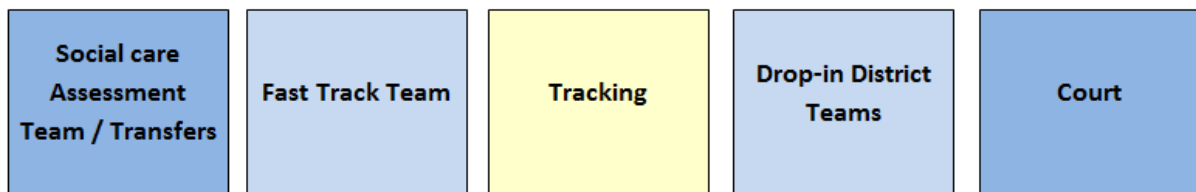
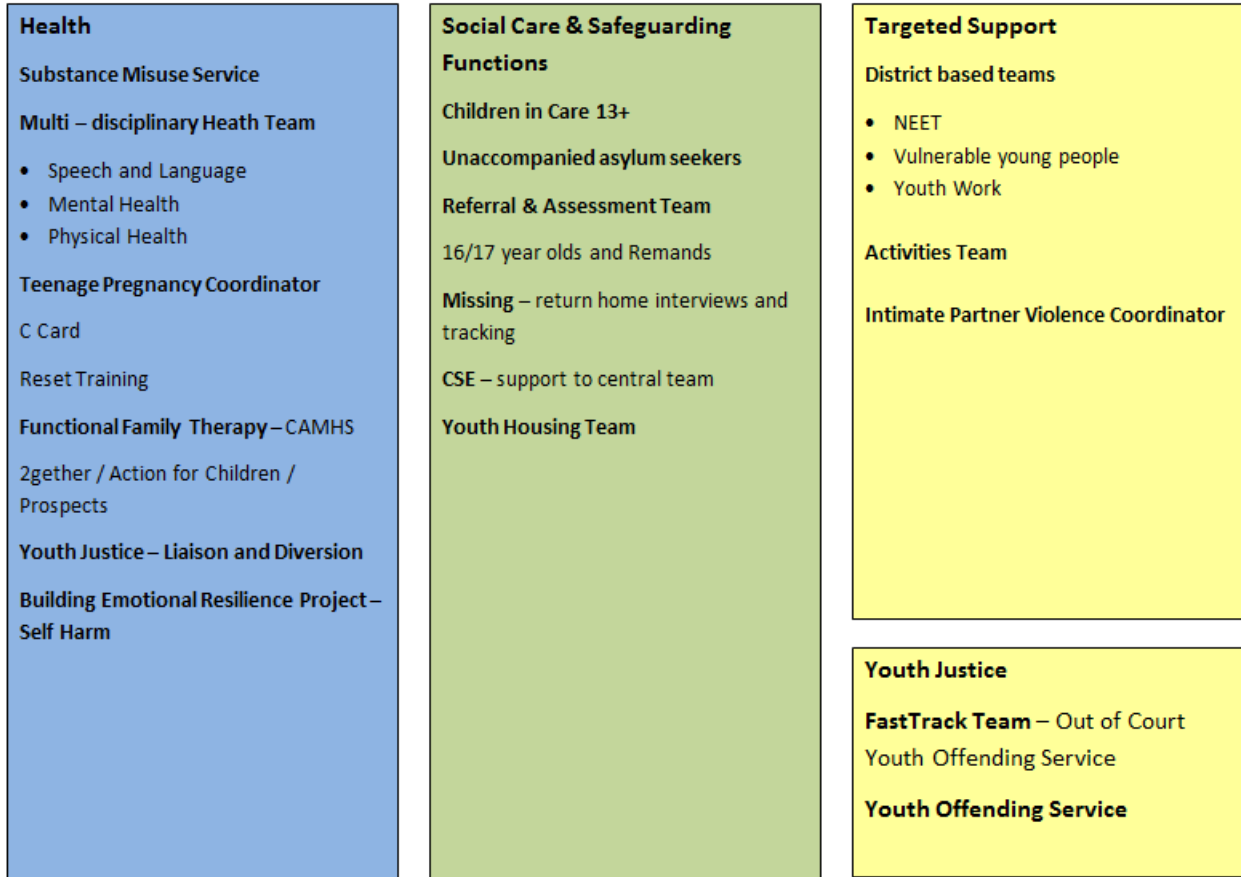
- Aspiration at the heart
- Young people and the context require us to think differently
- No single agency/profession can solve the issues
- Education is key
- Keep Safe
- Work with the messiness
- Live with some uncertainty

##### Workforce

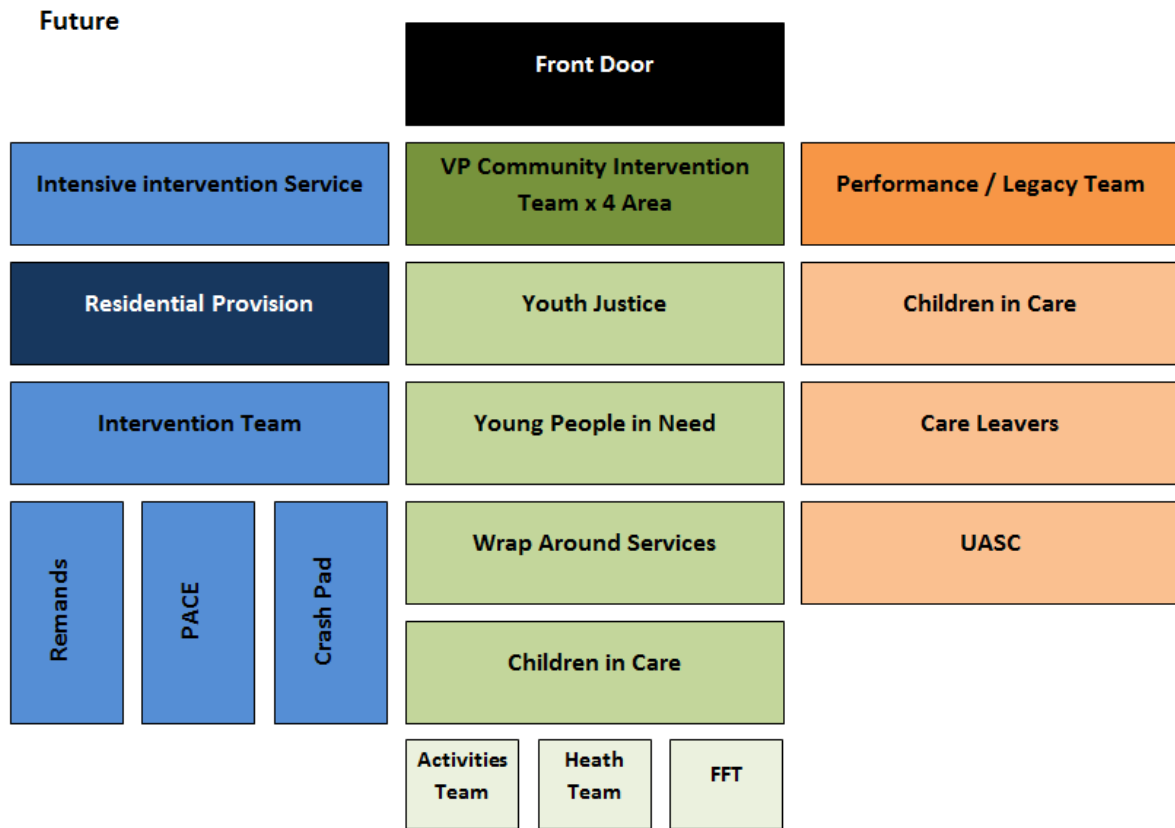
## Family Support Commissioning Review – Over 11’s

### Stage 3 – Benchmarking Comparison Report for Family Support Services

- Getting the right mix of generic and specialist
- Valuing different expertise, experience and qualities
- Some staff are difficult to shift
- Engagement is a critical skill
- Unifying approaches
- It takes time and tears



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**Surrey Youth Support Services**

**Key Features of the YSS**

- Partnership - Council (education / care / justice), Police, Health, Probation, VCFS '
- Multi-disciplinary case management service
- Highly integrated 'multi-purpose' service
- Safeguarding, participation, health & well-being, justice



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**What does the YSS do?**

- Youth Justice
- Employment
- Mental health and well-being
- Adolescent Child in Need (inc. CSE)
- Homelessness
- Teenage parents
- Alternative learning programs
- Early Help

**Theory of Change**

- Relationships are the dynamo for change
- Restorative practice underpins relationships
- Participation, inclusion, engagement are key
- Build around needs of young people and adolescent development
- Integrated, one-stop shop | no wrong door
- Systemic – family, peers, education, employers, community
- Don't give up on young people

**What do you get?**

- NEET -40%: Unknowns -50%
- Lowest YJ first time entrants in country
- Reduced use of custody
- Reduced youth homelessness and B&Bs
- Council savings of £3m per annum

**What makes us so special - Our USP?**

- Informal/ diversionary
- Relationship based
- Integrated; reach across services
- Empowering
- Developing communities
- Building resilience
- Restorative/ values driven
- Developing skills & employability
- We don't give up!

**Sounds easy...but**

- Workforce development is challenging
- It's unfamiliar to inspectors
- It's not neat - follows VP not organisational boundaries - meeting YP needs not system's needs
- Requires mature relationships between partners

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- Needs perseverance -you can't give up on young people or partnership

20 October 2016  
SFR 144/2016

## Youth work in Wales, 2015-16

Youth work in Wales is delivered through the 22 local authorities and also through the voluntary sector.

This data relates to information collated by the statutory youth work sector in Wales, and is used within the Welsh Government, by local government and practitioners to monitor trends in the membership, finance and youth work staff of Youth Work.

**93,400**



**registered members of statutory youth  
work sector provision in Wales**  
*(based on 21 of 22 local authorities only)*

### 17% of 11 to 25 year olds

Compared with the previous year there have been significant decreases to youth work membership, staffing and finance due to restructuring of youth work provision across many local authorities in Wales.

- 17 per cent of the population of 11 to 25 year olds are registered members of the statutory sector youth work provision in Wales (93,400 in 21 authorities), compared with 18 per cent (102,700 on an equivalent basis).
- At March 2016, there were 655 full-time equivalent (FTE) Youth Work management and delivery staff working across local authorities in Wales, compared with 803 at March 2015.
- The total income for Youth Work provision across Wales in 2015-16 was £32.6 million. Total income decreased by £4 million (11 per cent) compared with 2014-15, whilst core budget decreased by 14 per cent.
- The total spend for Youth Work provision across Wales in 2015-16 was £32.3 million. Total spend decreased by 9 per cent compared with 2014-15.

### About this release

This annual Statistical Release presents detailed information about the statutory youth work sector in Wales for 2015-16, with some comparisons with previous years

The quality of the data continues to develop, as centrally we improve the guidance and definitions used within the survey, and locally authorities providing youth work provision refine their management systems and data. The known quality issues are highlighted in the Key Quality Information section.

### In this release

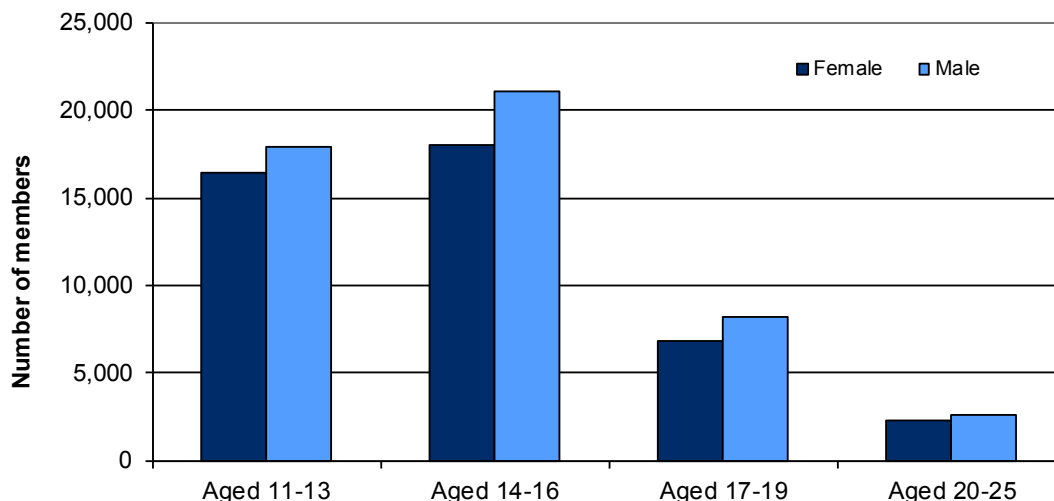
Members	2
Projects	4
Staff	6
Finance	8

## Registered members<sup>1</sup> of youth work provision in Wales

21 local authorities in Wales reported that 93,381 young people were registered members of youth work provision in 2015-16, representing 17 per cent of the population of 11 to 25 year olds. This represents a decrease from 18 per cent in 2014/15 and 20 per cent in 2013/14.

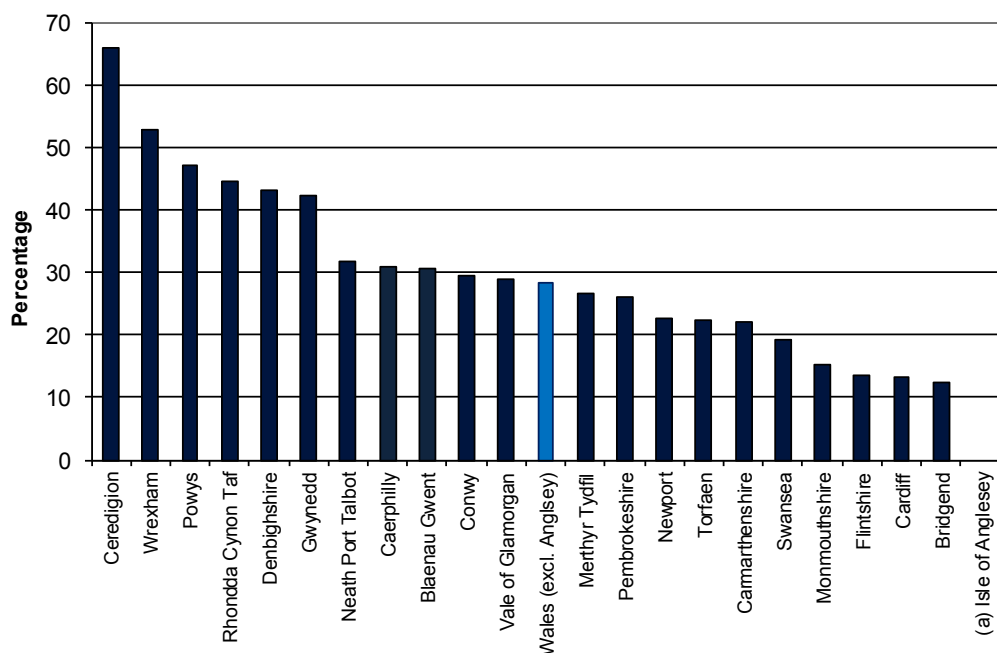
37 per cent of members were aged 11-13, 42 per cent were aged 14-16, 16 per cent were aged 17-19 and 5 per cent were aged 20-25. 53 per cent of the 93,381 were male and 47 per cent were female.

**Chart 1: Registered members of youth work provision by age and gender, 2015-16 (a)**



88,483 of these members were aged 11-19 years, representing 28 per cent of the 11-19 population. The proportions reported ranged from 66 per cent in Ceredigion to 12.5 per cent in Bridgend. Of the 21 local authorities with data, 7 reported an increased membership proportion compared with the previous year, and 14 a decrease. More detailed information can be found in table 1.

**Chart 2: Registered members of youth work provision as a proportion of the population, aged 11-19, 2015-16 (a)**



(a) Local Authority did not provide data.

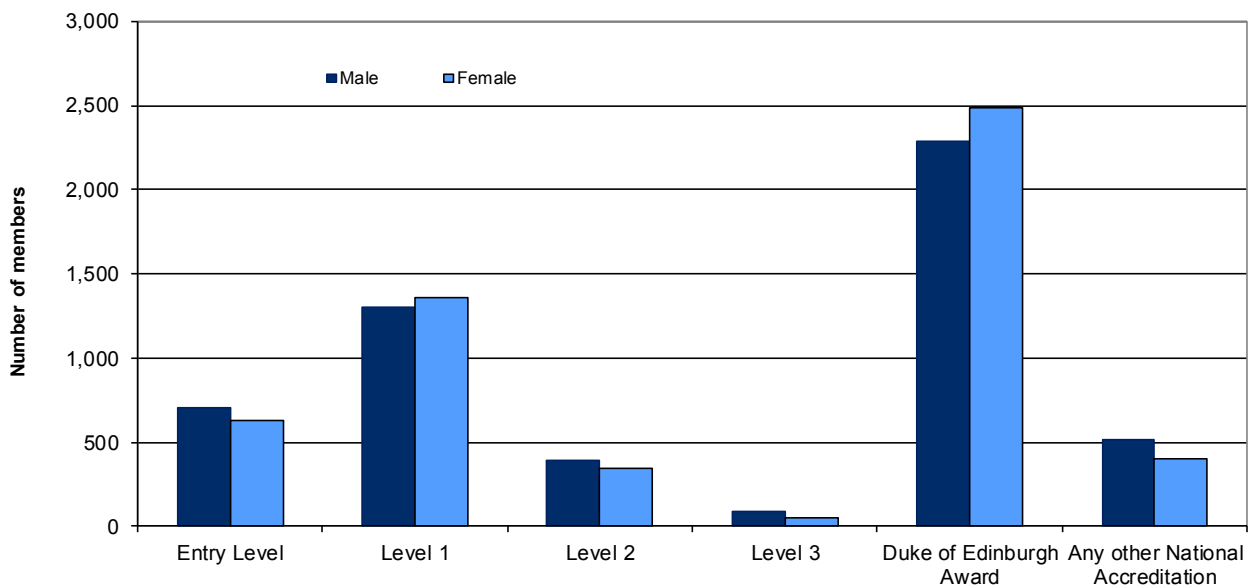
<sup>1</sup> Young people registered on local authority Reach systems as active during the year (i.e. those for whom a name, address and date of birth was known).

## Accreditation of members

The survey collects information on individuals gaining accreditations through youth work provision differentiated between national and locally recognised accreditations.

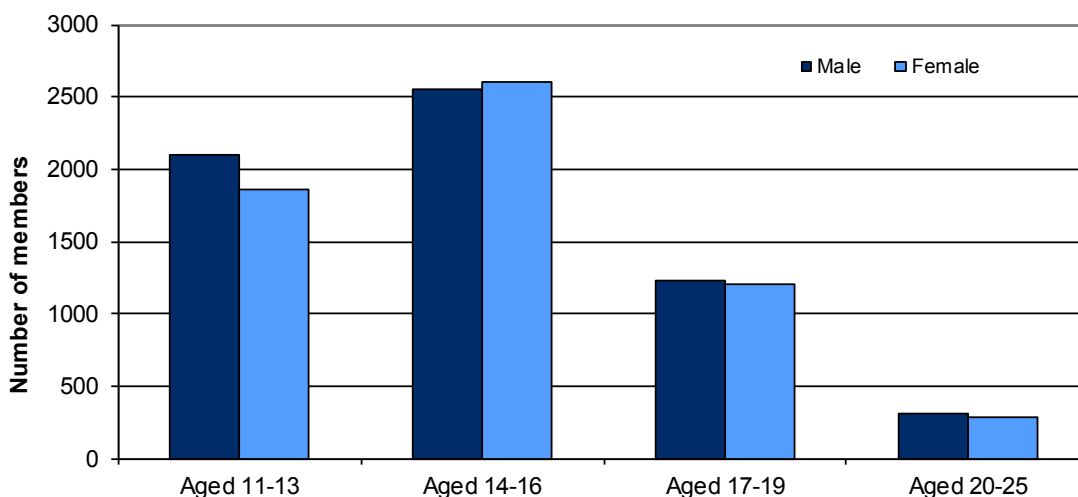
Within the 21 local authorities with membership data, there were 10,561 young people who were reported as having gained a national accreditation in 2015-16 (11 per cent of all registered members, compared with 12 per cent in the previous year). 12,158 young people (13 per cent of all registered members, compared with 17 per cent in the previous year) were reported as having gained a local accreditation. (Note that a young person can gain both national and local accreditations.)

**Chart 3: Members gaining national accreditations within youth work provision by Level and Award (a)**



Whilst the number of national accreditations overall fell compared to 2014-15, the number of Duke of Edinburgh Awards remained steady and accounted for 45 per cent of all National Accreditations.

**Chart 4: Members gaining local accreditations within the youth work provision, by age group and gender, 2015-16 (a)**



(a) One Local Authority did not provide data for 2015-16.

Most young people gaining local accreditations were aged 14-16 (42 per cent) and 11-13 (33 per cent). 20 per cent were aged 17-19 and 5 per cent aged 20-25.

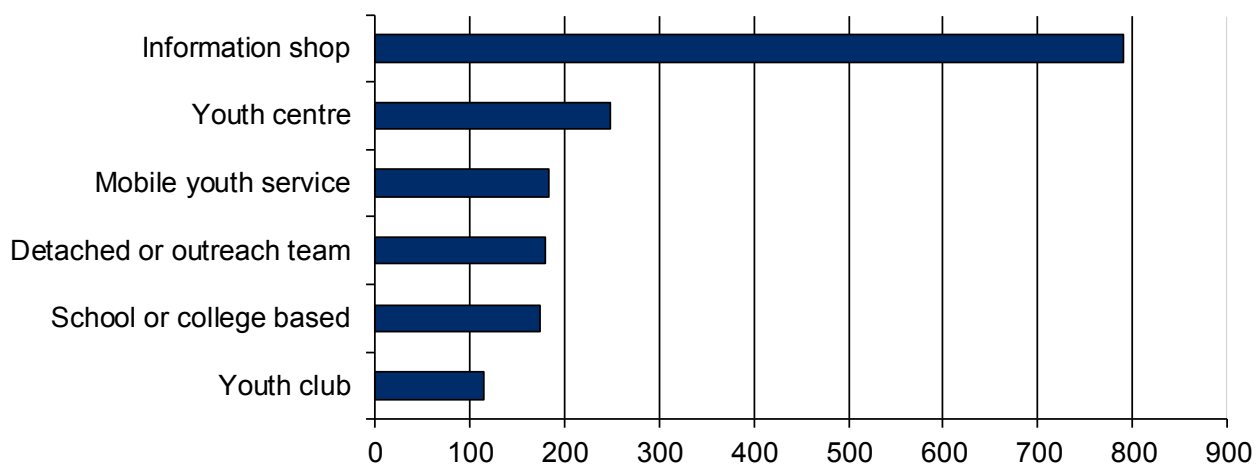
## Youth work settings and projects

The survey collects information about the settings and projects for youth work provision that were running across Wales. The projects may be delivered by the local authority alone, or in partnership with other statutory or voluntary bodies.

Most numerous in terms of settings, and with the highest membership were youth clubs (370), followed by school and college projects (245) and youth centres (175), with respective total membership across Wales of 42,700, 42,500 and 43,400. There are 72 detached/outreach teams with 12,900 registered members. Note that there will be some overlap of membership, with members able to interact with each of the different settings, and for example with more than one youth club or centre.

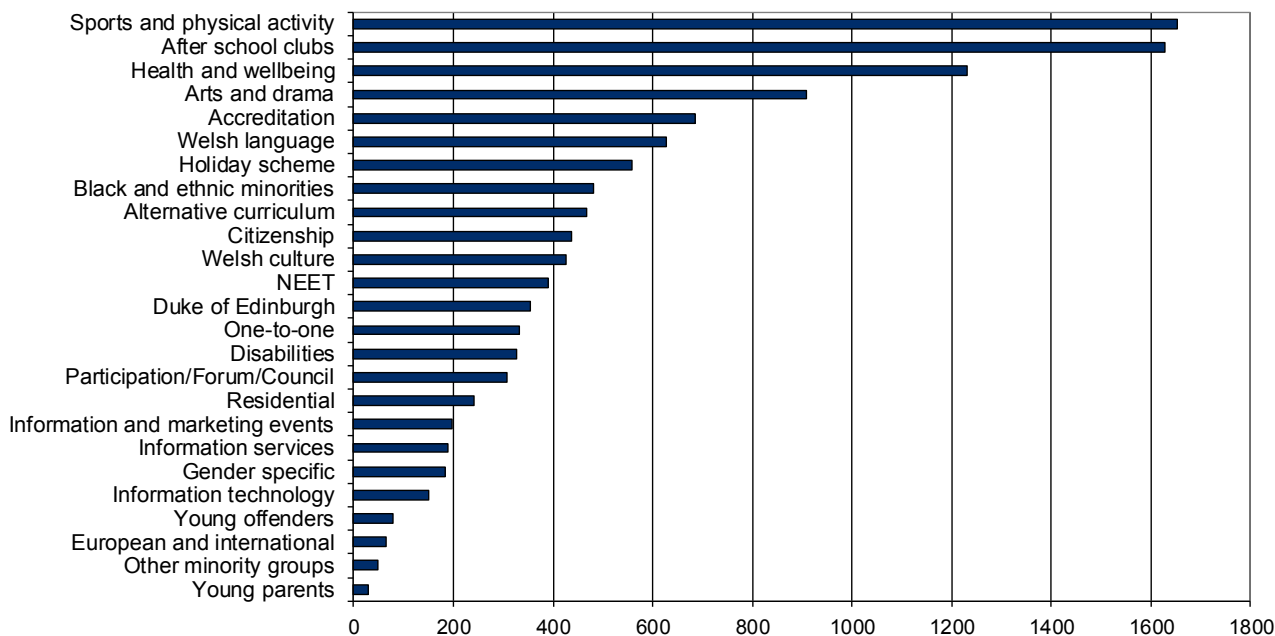
Information shops had the highest number of members per setting, with an average of 790 registered members. Youth clubs had the lowest, with an average of 115 registered members.

**Chart 5: Average number of members per youth work setting, 2015-16 (a)**



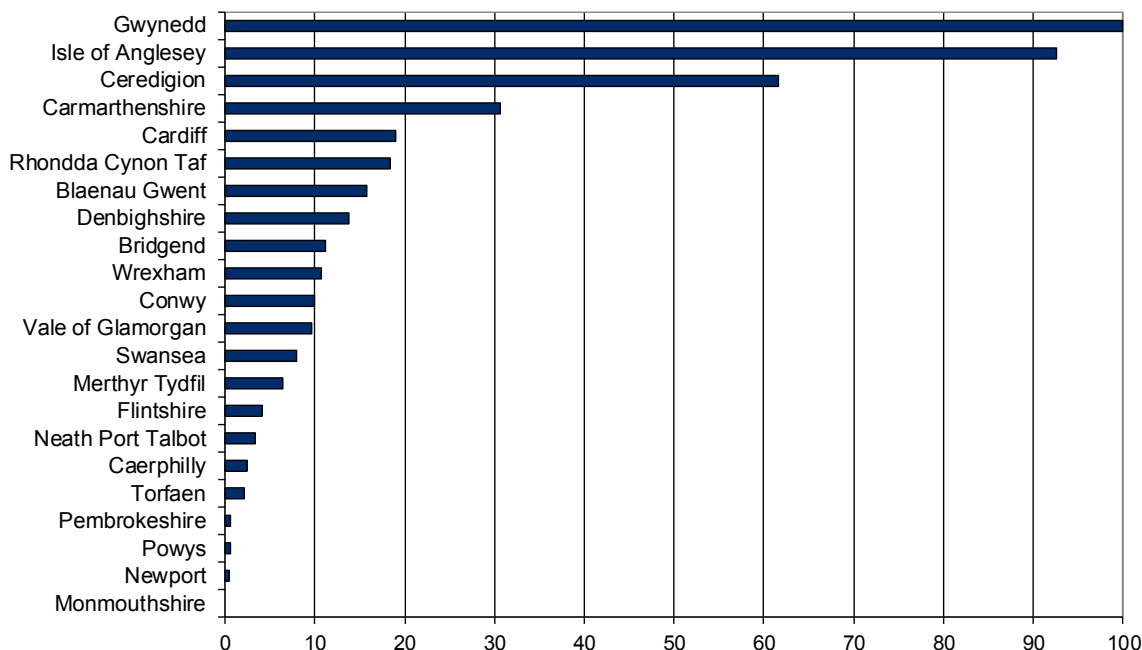
The type of individual projects was also recorded, one project maybe recorded multiple times if it was relevant to more than one type. For example the same project could be recorded within Arts and Drama, Welsh culture and Residential. Most numerous in terms of projects were Sports and Physical Activity projects with 1,653 in Wales and After School Clubs (1,629).

**Chart 6: Number of youth work projects, by type of provision, 2015-16**



18% of all projects were delivered entirely or mainly through the medium of Welsh in Wales. The proportion of projects delivered entirely or mainly through the Welsh language was highest in Gwynedd (100%), followed by Isle of Anglesey (93%) and Ceredigion (62%).

**Chart 7: Percentage of youth work projects delivered entirely or mainly through the Welsh language, 2015-16**



## Contacts<sup>2</sup>

For the 21 Local Authorities that provided contacts data, there were over 1,160,000 contacts in Wales in 2015-16. The average number of contacts per member was 13.

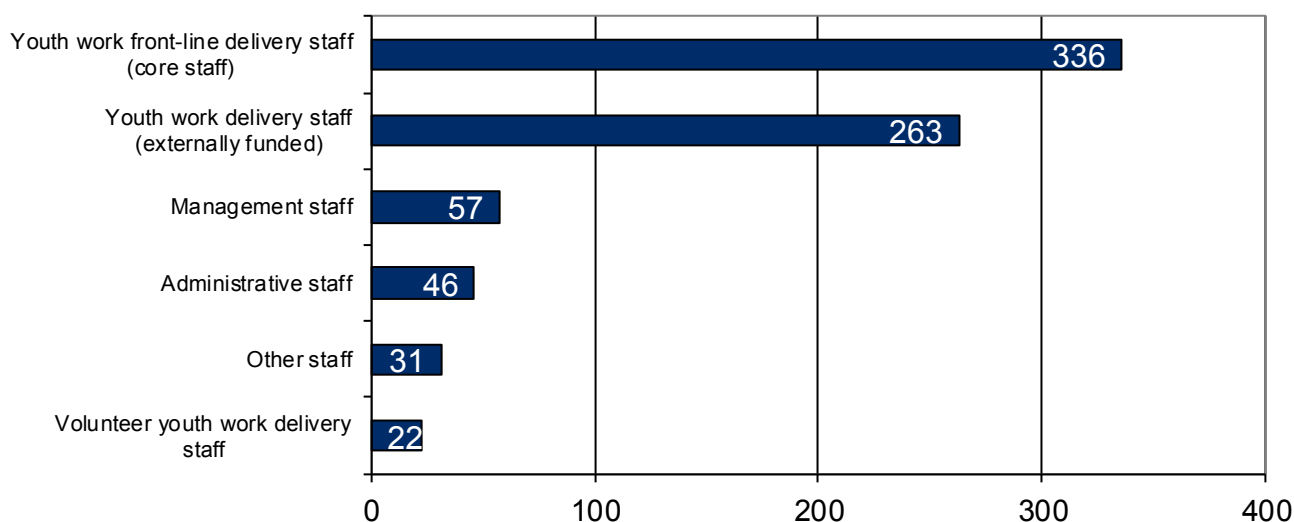
## Youth work staff

At March 2016, there were 655 full-time equivalent (FTE) youth work delivery staff working across local authorities in Wales. 9 per cent (57) of these FTE posts were management staff and 91 per cent (598) were youth work front-line staff (both core and externally funded).

Compared to the previous year, there was an overall decrease of 147 FTE delivery staff (19 per cent) with similar decreases seen across management and front-line staff. Decreases were seen in 17 authorities, with 9 authorities reporting a decrease of 10 per cent or above, but with changes in Cardiff (80 FTE), Powys (17 FTE) and Neath Port Talbot (11 FTE) being a strong driver of the overall decrease.

There were a further 22 FTE volunteer youth work delivery staff (38 at March 2015), and 77 FTE administrative and other staff (90 at March 2015) giving a total of 755 FTE youth work staff in Wales at March 2016. This compares with 931 FTE staff at March 2015.

**Chart 8: Number of full-time equivalent youth work staff, 2015-16**



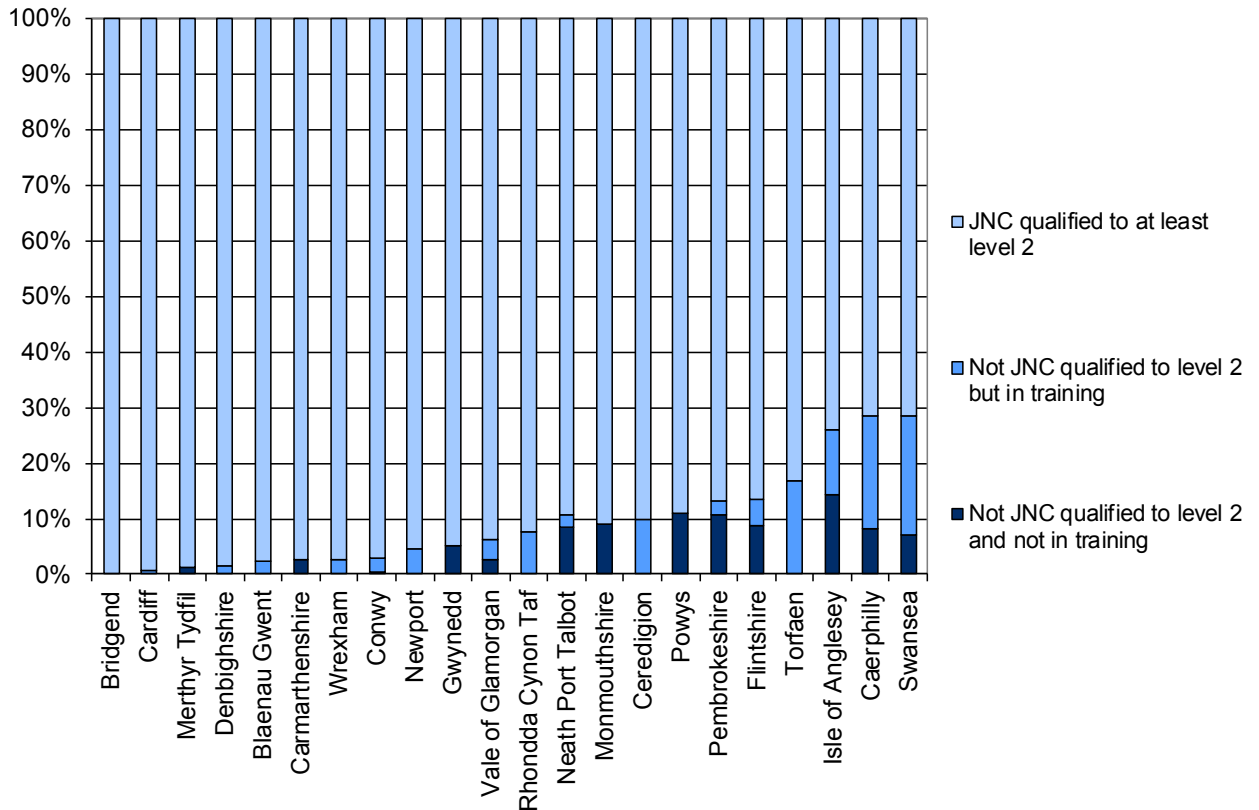
<sup>2</sup>A contact is defined as a session covering up to 3 hours, allowing for 3 sessions to take place per day (morning/afternoon/evening). One contact is an individual attendance at one session.



## Qualifications

In 2015-16, 89 per cent of all youth work delivery staff held at least level 2<sup>3</sup> Joint Negotiating Committee (JNC) professional qualifications (the same as 2014-15). Of those without a level 2 or above JNC qualification, 59 per cent were in training (40 per cent in 2014-15). More detailed information can be found in Table 2.

**Chart 9: Percentage of youth work delivery staff by JNC qualification, 2015-16**



## Staff ratios

The ratio of FTE management staff to FTE youth work delivery staff in Wales in 2015-16 was around 1:10.

On the basis of the 21 authorities that provided membership data, the ratio of registered members aged 11-25 to FTE youth work delivery staff (excluding management staff) was 161 young people per worker in 2015-16. For the 11-19 population, the ratio was 153:1. (Note that these ratios reflect the total registered membership and not attendance at sessions).

<sup>3</sup> Degree level, diploma, NOCN3, or any other qualification from JNC level 2 upwards.

## Youth work finance

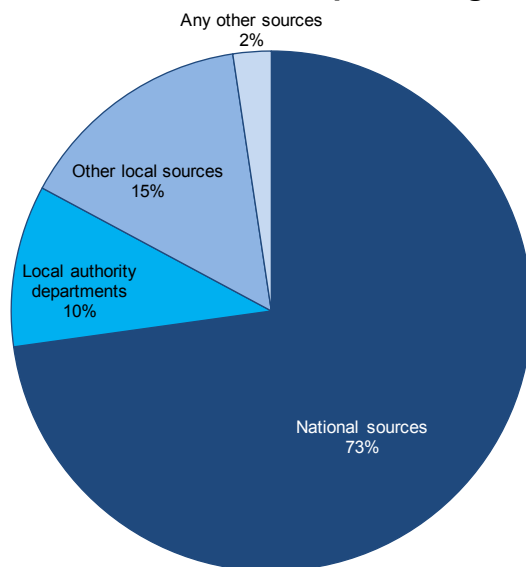
### Income

The total income for youth work in 2015-16 was £32.6 million. This is a decrease of 11 per cent from the previous year, with income decreasing in all except 3 authorities (further detail in table 3).

The total of core youth work budgets in 2015-16 was £19.7 million, a decrease of 14 per cent compared with 2014-15, with a decrease taking place in all except 3 authorities. The contribution made by core youth work budgets to the total youth work income across Wales varied between authorities, ranging from 90 per cent in Conwy to 27 per cent in Carmarthenshire.

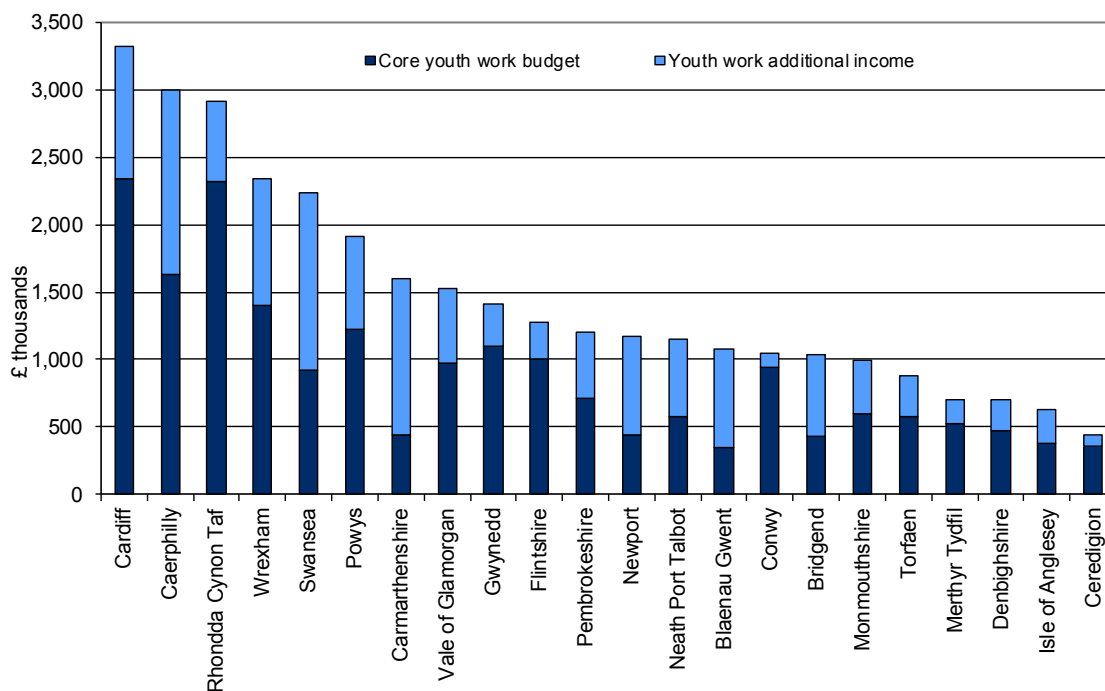
In addition to the core youth work budget, the total budget for youth work in Wales for 2015-16 included income of £12.9 million from other sources, accounting for 39 per cent of the total income (compared with £13.8 million/38 per cent in 2014-15). 'National Sources' contributed the majority (£9.4 million or 73 per cent) of these funds, £3.6 million of which was provided by Cymorth, and £0.9 million by Communities First.

**Chart 10: Source of additional income as percentage of total additional income, 2015-16**



The contributions of the core youth work budget and additional income from other sources in each local authority is shown in Chart 11.

**Chart 11: Core youth work budget and additional income, 2015-16**



## Expenditure

The total spend by youth work provision in Wales in 2015-16 was £32.3 million. Compared with the previous year, there was a decrease of 9 per cent in total spend. Expenditure ranged from £0.44 million in Ceredigion, to £3.3 million in Cardiff.

The majority of spending was on employees, at 74 per cent of all expenditure. The remaining expenditure included 9 per cent on resources, 7 per cent on accommodation, 1 per cent on staff training and development and 0.2 per cent on capital expenditure.

A further 2 per cent of expenditure was grant aid from the statutory youth work sector to the voluntary sector. Including contributions from the wider local authority budget, local authorities provided £912,600 in grant aid to voluntary youth services in Wales during the year.

## Spend per head of population

In 2015-16, the total spend by youth work provision per head of population aged 11-19 years was £102. The core Youth Work budget per head of population aged 11-19 years was £62. Full details can be seen in Table 4.

**Table 1: Youth work members 2015-16 (a)**

	11-25 year olds					11-19 year olds		
	Mid-year population estimate 2015	Number of individual members	Members as percentage of population	Members with national accreditations as percentage of total members	Members with local accreditations as percentage of total members	Mid-year population estimate 2015	Number of individual members	Members as percentage of population
Isle of Anglesey (a)	10,738	..	..	..	..	6,375	..	..
Gwynedd	25,005	5,658	23	12	15	12,583	5,321	42
Conwy	17,613	3,402	19	14	9	10,972	3,241	30
Denbighshire	15,620	4,173	27	25	58	9,444	4,093	43
Flintshire	25,924	2,135	8	16	16	15,530	2,097	14
Wrexham	23,172	7,639	33	6	5	13,519	7,170	53
Powys	20,750	6,568	32	4	4	13,105	6,186	47
Ceredigion	18,448	5,662	31	8	31	7,917	5,240	66
Pembrokeshire	20,312	3,416	17	17	4	12,405	3,243	26
Carmarthenshire	30,706	4,381	14	17	0	18,608	4,102	22
Swansea	50,599	5,287	10	6	0	25,714	4,923	19
Neath Port Talbot	23,593	4,916	21	12	11	13,920	4,437	32
Bridgend	23,966	2,192	9	10	3	14,405	1,800	12
Vale of Glamorgan	21,514	3,898	18	16	38	13,319	3,848	29
Rhondda Cynon Taf	44,235	11,021	25	4	4	24,386	10,908	45
Merthyr Tydfil	10,603	1,646	16	19	0	6,007	1,605	27
Caerphilly (r)	32,011	6,369	20	(r) 6	11	19,020	5,903	31
Blaenau Gwent	12,309	2,217	18	20	20	6,835	2,104	31
Torfaen	16,293	2,177	13	7	11	9,400	2,098	22
Monmouthshire	14,871	1,470	10	59	48	9,578	1,454	15
Newport	27,780	3,986	14	8	3	16,117	3,657	23
Cardiff	86,483	5,168	6	14	16	37,962	5,053	13
<b>Wales (exc. Anglesey)</b>	<b>561,807</b>	<b>93,381</b>	<b>17</b>	<b>11</b>	<b>13</b>	<b>310,746</b>	<b>88,483</b>	<b>28</b>

(a) Local Authority did not provide Youth Service members data for 2015-16.

(r) National accreditation figure for Caerphilly revised on 3/11/2016. (Correction due to administrative error).

**Table 2: Percentage of Staff with and without Joint Negotiating Committee (JNC) Qualifications 2015-16**

	Qualified to at least JNC level 2	Not qualified to at least JNC level 2, but in training	Not qualified to at least JNC level 2, not in training
Isle of Anglesey	74	12	14
Gwynedd	95	0	5
Conwy	97	3	0
Denbighshire	98	2	0
Flintshire	86	5	9
Wrexham	97	3	0
Powys	89	0	11
Ceredigion	90	10	0
Pembrokeshire	87	3	11
Carmarthenshire	97	0	3
Swansea	64	19	6
Neath Port Talbot	92	2	9
Bridgend	100	0	0
Vale of Glamorgan	94	3	3
Rhondda Cynon Taf	92	8	0
Merthyr Tydfil	99	0	1
Caerphilly	71	20	8
Blaenau Gwent	98	2	0
Torfaen	83	17	0
Monmouthshire	91	0	9
Newport	95	5	0
Cardiff	99	1	0
<b>Wales</b>	<b>89</b>	<b>6</b>	<b>4</b>

**Table 3: Core youth work budget and additional income**

	Core youth work budget (£)				Additional income (£)				Total income			
	2012-13 (a)	2013-14 (a)	2014-15	2015-16	2012-13 (a)	2013-14 (a)	2014-15	2015-16	2012-13 (a)	2013-14 (a)	2014-15	2015-16
Isle of Anglesey	..	..	503,499	376,130	..	..	185,270	255,636	..	..	688,769	631,766
Gwynedd	1,306,166	1,253,786	1,168,892	1,099,036	321,879	270,848	295,989	308,362	1,628,045	1,524,634	1,464,881	1,407,398
Conwy	1,088,000	1,035,885	967,634	941,000	128,953	116,659	102,549	102,340	1,216,953	1,152,544	1,070,183	1,043,340
Denbighshire	661,325	587,169	523,183	470,221	212,330	263,597	206,380	226,809	873,655	850,766	729,563	697,030
Flintshire	1,265,461	1,128,271	1,011,166	1,009,239	572,167	542,411	251,707	268,737	1,837,628	1,670,682	1,262,873	1,277,976
Wrexham	1,311,115	1,534,636	1,369,669	1,405,237	1,756,726	1,741,874	1,110,288	934,176	3,067,841	3,276,510	2,479,957	2,339,413
Powys	1,433,589	1,346,077	1,194,879	1,224,087	456,664	838,031	783,965	691,935	1,890,253	2,184,108	1,978,844	1,916,022
Ceredigion	326,417	321,111	358,381	354,325	300,673	127,117	109,657	90,945	627,090	448,228	468,038	445,270
Pembrokeshire	911,662	948,572	927,685	711,002	452,017	499,938	485,961	495,548	1,363,679	1,448,510	1,413,646	1,206,550
Carmarthenshire	634,060	549,886	551,907	435,678	2,094,362	1,533,180	1,438,254	1,165,422	2,728,422	2,083,066	1,990,161	1,601,100
Swansea	951,300	871,650	999,700	922,532	1,203,287	1,281,598	1,167,999	1,315,182	2,154,587	2,153,248	2,167,699	2,237,714
Neath Port Talbot	787,428	1,044,126	833,643	581,246	1,007,070	693,071	791,258	573,759	1,794,498	1,737,197	1,624,901	1,155,005
Bridgend	959,240	815,050	714,142	428,092	879,948	671,965	710,302	606,276	1,839,188	1,487,015	1,424,445	1,034,368
Vale of Glamorgan	1,113,873	1,102,984	1,065,689	970,325	387,220	566,724	581,621	552,341	1,501,093	1,669,708	1,647,310	1,522,667
Rhondda Cynon Taf	2,123,767	2,190,404	2,845,473	2,324,918	3,884,534	3,238,916	901,631	588,004	6,008,301	5,429,320	3,747,104	2,912,922
Merthyr Tydfil	628,550	627,000	642,000	522,452	90,470	515,849	52,954	179,333	719,020	1,142,849	694,954	701,785
Caerphilly	1,506,742	1,942,619	1,731,689	1,626,799	1,528,413	1,092,503	1,298,314	1,372,293	3,035,155	3,035,122	3,030,003	2,999,092
Blaenau Gwent	404,890	386,230	422,432	342,367	468,401	870,539	851,749	739,567	873,291	1,256,769	1,274,181	1,081,934
Torfaen	515,726	574,595	511,667	579,281	308,220	351,369	395,127	295,299	823,946	925,964	906,794	874,580
Monmouthshire	541,000	819,299	796,000	596,000	595,000	259,374	395,092	400,484	1,136,000	1,078,673	1,191,092	996,484
Newport	835,281	714,812	629,912	442,568	1,124,930	793,980	767,332	724,701	1,960,211	1,508,792	1,397,244	1,167,269
Cardiff	3,696,684	3,450,000	3,083,857	2,344,864	933,905	711,806	868,149	974,312	4,630,589	4,161,806	3,952,006	3,319,176
<b>Wales</b>	..	..	<b>22,853,099</b>	<b>19,707,399</b>	..	..	<b>13,751,548</b>	<b>12,861,461</b>	..	..	<b>36,604,648</b>	<b>32,568,860</b>
<b>Wales less Isle of Anglesey</b>	<b>23,002,276</b>	<b>23,244,162</b>	<b>22,349,600</b>	<b>19,331,269</b>	<b>18,707,169</b>	<b>16,981,350</b>	<b>13,566,278</b>	<b>12,605,825</b>	<b>41,709,445</b>	<b>40,225,511</b>	<b>35,915,879</b>	<b>31,937,094</b>

(a) Isle of Anglesey core budget data not available for 2012-13 or 2013-14.

**Table 4: Core budget and spend per head of youth population**

	Core budget per youth population aged 11-25 (£ per head)				Total spend per youth population aged 11-25 (£ per head)				Core budget per youth population aged 11-19 (£ per head)				Total spend per youth population aged 11-19 (£ per head)			
	2012-13	2013-14	2014-15	2015-16	2012-13	2013-14	2014-15	2015-16	2012-13	2013-14	2014-15	2015-16	2012-13	2013-14	2014-15	2015-16
Isle of Anglesey (a)	..	..	46	35	..	..	63	59	..	..	77	59	..	..	105	99
Gwynedd	52	50	47	44	65	61	59	56	98	96	92	87	123	117	116	112
Conwy	58	56	53	53	60	61	56	57	93	90	86	86	95	98	91	91
Denbighshire	40	36	32	30	53	52	45	45	65	59	54	50	86	86	76	75
Flintshire	47	42	38	39	68	60	47	46	77	70	64	65	112	100	78	77
Wrexham	54	64	58	61	127	138	106	101	93	111	101	104	218	238	182	173
Powys	65	62	56	59	88	101	93	89	102	98	89	93	136	159	147	141
Ceredigion	17	17	19	19	33	23	24	24	35	37	44	45	68	52	57	56
Pembrokeshire	42	45	45	35	65	68	68	59	69	74	74	57	104	111	113	97
Carmarthenshire	20	17	18	14	78	64	64	52	32	29	29	23	129	106	105	86
Swansea	19	17	20	18	43	43	43	44	36	34	40	36	83	85	86	87
Neath Port Talbot	32	43	35	25	74	72	68	49	53	72	59	42	121	121	115	83
Bridgend	39	33	29	18	74	74	59	43	64	55	49	30	123	123	98	72
Vale of Glamorgan	49	50	48	45	66	75	75	71	78	79	78	73	105	120	121	114
Rhondda Cynon Taf	47	49	64	53	132	120	69	65	82	88	115	95	233	216	124	118
Merthyr Tydfil	57	58	59	49	61	115	50	59	98	100	105	87	106	202	88	103
Caerphilly	46	59	54	51	92	93	89	94	75	99	90	86	152	155	149	158
Blaenau Gwent	30	30	34	28	88	95	99	88	53	53	60	50	151	168	177	158
Torfaen	30	34	31	36	48	54	54	53	49	57	53	62	79	91	94	91
Monmouthshire	35	53	52	40	91	70	76	68	53	81	81	62	136	106	118	105
Newport	29	25	22	16	73	53	51	43	49	43	39	27	125	93	88	74
Cardiff	43	40	36	27	54	49	46	38	94	90	82	62	118	109	105	87
<b>Wales (b)</b>	<b>40</b>	<b>41</b>	<b>39</b>	<b>34</b>	<b>73</b>	<b>71</b>	<b>61</b>	<b>56</b>	<b>70</b>	<b>72</b>	<b>71</b>	<b>62</b>	<b>128</b>	<b>126</b>	<b>111</b>	<b>102</b>

(a) Core budget data not available for 2012-13 or 2013-14

(b) Wales average is calculated excluding Isle of Anglesey for 2012-13 and 2013-14

This Statistical Release presents detailed information about the statutory youth work sector in Wales for the year 2015-16. The Release is produced annually with the statistics used within the Welsh Government, by local government and practitioners to monitor trends in membership, finance and youth work staff in Wales. [The National Youth Work Strategy for Wales](#), was launched in February 2014, setting the direction for youth work organisations for the next 4 years. Youth work provides and facilitates an environment within which young people can relax, have fun, feel secure, supported and valued. It is intended that through non-formal and informal educational opportunities and experiences youth workers challenge young people to enhance their life chances.

## Key quality information

Data are collected as part of the statutory youth work sector provision in Wales survey, carried out each year amongst the 22 local authorities in Wales during the summer. Information is collected via Excel spreadsheets which are transferred via the Afon file transfer website which provides a secure method for users to submit data.

Copies of the current [youth work data collection form and guidance](#) are available.

The spreadsheets allow respondents to validate their own data before sending to the Welsh Government. Local authorities are asked to provide explanatory comments where large changes have occurred. This helps ensure that the data received by the Welsh Government is already of a high quality. Examples of validation checks within the forms include year-on-year changes, cross checks with other relevant data tables and checks to ensure data is logically consistent, for example comparison of registered membership against population estimates.

Once data is received by Welsh Government, it goes through further validation and verification checks, for example, common sense checks, arithmetic consistency checks, cross checks against the data for the previous year and tolerance checks. Validation errors are followed up with local authorities to seek resolution, in the small number of cases we fail to get an answer within a reasonable timescale, we will use imputation if appropriate to fix the error. The method of imputation and the affected data is highlighted through this 'quality information' section.

The quality of the data collected through the statutory youth work sector provision in Wales survey continues to develop, as centrally we improve the guidance and definitions used within the survey, and local authorities providing youth work provision continue to refine their management systems and data, to ensure that all the data gathered for the audit is robust, consistent, current and accurate. Both of these issues impact upon the comparability of data from year to year.

Known data quality issues are highlighted by section below.

Prior to 2009-10, the collection and publication of statistics about Youth Work in Wales was carried out by the Local Government Data Unit ~ Wales on behalf of the Welsh [Assembly] Government. On 1st April 2010, responsibility for this work transferred to Knowledge and Analytical Services of the Welsh Government. The data have not yet been assessed as National Statistics.



## **Membership**

From the 2010-11 survey onwards, local authorities were asked to only include young people registered on the Reach system as active during the year (i.e. those for whom a name, address and date of birth was known.) (Reach is the term used to measure the number of young people engaged in youth work provision from the youth population within a designated area/local authority.) In previous years some local authorities may have additionally included anonymous members. Given this, and improvements to some authorities recording systems, it is not appropriate to compare this data on a like for like basis with earlier years.

Membership should be a count of individual young people and not involve any double counting (through an individual attending more than one type of provision.)

*Within this release:* Isle of Anglesey have not provided membership data for 2015-16.

## **Accreditations**

The 2010-11 survey, for the first time, differentiated between young people who had received nationally and locally recognised accreditations:-

*Nationally recognised accreditations* are those successfully completed under nationally recognised programmes that are assessed and verified, for example: Duke of Edinburgh (DofE), BELA; Agored Cymru/OCN; ASDAN; and Personal Social Development (PSD).

*Locally recognised awards* are those successfully completed that are not part of the national programme and are assessed locally, for example: individual modules of DofE or PSD; Mayor's Awards; In-house Certification; Children/Youth University and John Muir Award.

Note that an individual may receive nationally and locally recognised accreditations and as such the data from 2010-11 onwards are not comparable with previous years, which was a count of all those with any accreditation.

Prior to 2012-13 information on accreditations was collected by broad age group. For the 2012-13 survey onwards local accreditations continue to be collected on this basis, but national accreditations are now collected by level or award.

## **Projects**

Prior to 2010-11 there is thought to have been inconsistent interpretations in the recording of projects by local authorities, whereby some authorities may have counted one project within a number of project types, where as others have limited to including each project into one or two project types. From the 2010-11 survey, the location or setting of projects (youth club etc.) has been separated from the type of provision (holiday scheme, Welsh language). Again, this change in the method of collection means that a direct comparison should not be made with previous years.

Note that the count of settings is not the total of projects, as there may be several projects running at each setting. Similarly, the type of project information cannot be summed to give a total number of projects, as the same project can be multiple counted.

From 2013-14, information on the medium of delivery of projects has been collected (although only included in release from 2014-15), with local authorities identifying projects delivered mainly or entirely (70% or above) through the medium of Welsh.

## **Workforce**

From the 2010-11 survey onwards the definition of Management staff has been clarified to be those with less than 10 per cent face-to-face contact with young people. There was also a change in definition from

“Youth work delivery staff – core and Youth work delivery staff – external” to

“Youth work front line staff – core and Youth work staff – externally funded”

This has affected comparability of data with earlier years.

## **Finance**

Improved definitions and validation processes have been applied to the collection of finance information for 2010-11 onwards, resulting in some discontinuity between that data and finance data for prior years.

*Within this release*, Isle of Anglesey did not supply finance data for 2013-14 and 2012-13. We have not been able to include an estimate for 2013-14 and 2012-13 and therefore data are only in respect of 21 of the 22 authorities for these years.

Previous year's releases included information related to the Local Government Revenue Settlement Grant (RSG) Indicator Based Assessment (IBA) for youth services from the "[Green book](#)". The "Green book" shows individual local authority Standard Spending Assessments (SSAs) broken down into service categories (including a category for youth services). However, the breakdown is solely for the purpose of calculating the total SSA, and the service IBAs shown are not intended for use in determining individual authorities' budgeted expenditure on particular services or as a spending target. Therefore a comparison between core youth work budget and the IBA for youth services is not relevant, and is no longer included.

## **Other data sources**

The release includes population estimate data for 2012 to 2015 from Office for National Statistics Mid-Year Population Estimates by local authority and age, as available at October 2016.

## Well-being of Future Generations Act (WFG)

The Well-being of Future Generations Act 2015 is about improving the social, economic, environmental and cultural well-being of Wales. The Act puts in place seven well-being goals for Wales. These are for a more equal, prosperous, resilient, healthier and globally responsible Wales, with cohesive communities and a vibrant culture and thriving Welsh language. Under section (10)(1) of the Act, the Welsh Ministers must (a) publish indicators (“national indicators”) that must be applied for the purpose of measuring progress towards the achievement of the Well-being goals, and (b) lay a copy of the national indicators before the National Assembly. The 46 national indicators were laid in March 2016.

Information on indicators and associated technical information - [How do you measure a nation's progress? - National Indicators](#)

Further information on the [Well-being of Future Generations \(Wales\) Act 2015](#).

The statistics included in this release could also provide supporting narrative to the national indicators and be used by public services boards in relation to their local well-being assessments and local well-being plans.

### Further details

The document is available at: <http://gov.wales/statistics-and-research/youth-services/?lang=en>, with supporting [Statswales data](#).

### Next update

October 2017 (provisional)

### We want your feedback

We welcome any feedback on any aspect of these statistics which can be provided by email to [post16ed.stats@wales.gsi.gov.uk](mailto:post16ed.stats@wales.gsi.gov.uk).

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## Appendix 3.1

### Additional detail for Option 2

**Option 2 – Full Transformation Model – Identifies a full range of next step changes for all service structures, partnerships, processes and gaps**

#### **Key Characteristics**

##### **1) Young People Services Evolve Teams**

- a) Restructure existing Level 2 and 3 lead work teams into 4 geographically aligned area teams with focus on 11 to 16 age group
- b) Managers and posts to have more direct alignment to specific schools and to Child and Family Area Teams
- c) Refocus the Targeted and Specialist Team Resource
- d) Introduce practice lead roles into the structure

Additional details:

- Alignment of managers to schools will provide regular consultations on all concerns in the school, not just on those being referred. This will build on best practice being developed in primary schools via the Team Around the Family approach.
- Each Secondary has slightly different structures and the alignment of specific managers and staff to schools will enable approaches to be tailored to best fit which the needs of each comprehensive.
- Alignment of area managers with Social Service area managers, introduction of practice leads and a multiagency meeting structure, will enable the development of relationships and processes to support step up and step down processes and the identification of stuck cases.
- The introduction of practice leads will enable closer links with practice leads in social service area teams to enable best practice to be shared across areas and build on leadership capacity for the future.
- Refocussing the age group into pre and post teams will allow staff to become specialist in their areas which in keeping with recent research on working with adolescents and feedback from staff. It will also increase the capacity available to schools and social services for brokerage.
- Increasing the capacity in the pre16 age group will enable earlier intervention enabling lead work support to be brokered in before the key transition from primary schools. This will facilitate improved transitions for schools and for Early Intervention Services such as Team Around the Family.

##### **2) Western Bay Youth Justice & Early Intervention Service**

- a) Restructure into regional area leads with the commitment to evaluate the impact of changes and if required, explore alternative management arrangements to support further local integration
- b) Increased partnership work across prevention elements including formalising arrangements in the areas of adolescent parenting, domestic abuse, behaviour management, restorative practice, speech and language and Education Training & Employment (ETE) related roles

Additional details:

- A commitment for a minimum of bi-weekly management attendance at the brokerage meeting, building on existing good practice.
- When WBYJ&EIS criteria is met then support can be brokered in for:
  - Advanced Case Management/Adverse Childhood Experience
  - Trauma Recovery
  - Conflict Resolution & Restorative Approaches
  - Complimentary ETE
  - Adolescent Parenting
  - Speech and Language
  - Issue Based Group Work
- A commitment for the Prevention Manager to attend a joint monthly management meeting with YPS managers
- A commitment to co-lead and develop a conference to take place in Swansea
- All YPS and WBYJ&EIS physical resources to be made available to each other's services including building and meeting spaces.
- A commitment to a monthly ETE Focused meeting to improve the co-ordination of ETE Opportunities
- Joint meetings with the Domestic Abuse Hub and the co-production of young people focussed group work with Hub staff
- Lead the development of restorative practice across services including workforce development and requests for specific support
- Co-production of Adolescent parenting group work with YPS staff when clients meet criteria for WBYJ&EIS

**3) Refocus the commissioned work with Ethnic Minority Groups and recommission Young Carers incorporating requirements for a joint brokerage route (including a formalised step up and step down processes with Child and Family) and workforce development.**

Additional Details:

**Ethnic Minority Groups – EYST**

- All school referrals would come into single brokerage process.
- Invite for management representation on weekly brokerage – appropriate referrals sent through to EYST
- Any co-working arrangements identified at brokerage point

**Young Carers**

- Young Carers status added to the Vulnerability Assessment Profile and given a weighed score
- Education Welfare Officers to be responsible for updating school records
- All support requests to come via the single brokerage process – appropriate referrals sent through to commissioned organisation
- Invite for management representation on weekly brokerage – appropriate referrals sent through
- Any co-working arrangements identified at brokerage point

#### 4) Gap analysis met by:

##### **a) Establish a new post focussing specifically on the 'Parenting of Adolescents'.**

- Develop specialist knowledge on working with parents of adolescents
- Develop, deliver and advise on the wider workforce development of adolescent parenting strategies
- Co-produce group work with practitioners and other Adolescent Parenting working such as in WBYJ&EIS
- Carry out specific 1 to 1 sessions when required by lead workers
- Develop group work with schools for short low level group sessions for parents

Additional Details:

##### **b) Establish a new joint post between Young People Services and Child and Family focussing on step and down thresholds, co-working arrangements and the management of Children in Need of Care and Support (CINCS).**

- The post will be a senior social work post and only be for 12 months to ensure processes are developed and monitored effectively
- The post will review existing Children in Need of Care and Support cases and establish the suitability of the cases being stepped down into prevention services
- The post will oversee and develop step up/step down processes and best practice guidance.
- The post will develop best practice sessions for staff and managers
- The post will work closely with the performance team to track the progress made on processes and the contribution made to overall performance figures
- The post will monitor the threshold levels in different area teams to ensure consistency and uniformity
- The post will develop guidance on any co-working arrangements between statutory workers and lead workers establishing what categories of cases can be stepped down or co-worked ie. Special guardianship orders, out of county placements.

Additional Details:

##### **c) Establish a 2 way brokerage pathway between CAMHS and lead work provision enabling more effective joined up working between the services, including long arm consultation support from CAMHS**

Additional Details:

- Principles for co-working and long arm support arrangements will be finalised in service level agreement but will include:
- CAMHS primary and secondary tier services will provide one 3.5 hour consultation session per month for cases under lead work supervision.

The level and frequency of sessions may be adjusted depending on demand and evaluation of the sessions. All lead workers YPS, WBYJ&EIS, EYST, YMCA, EOTAS will have access to this consultation point.

- Any consultations or cases requiring a brokerage request (referral) for a full assessment by CAMHS can be made via the consultation route (pending senior management sign off)
- The CAMHS teams will have access to the lead work brokerage process – all brokerage requests in must be accompanied by staff member attending the weekly brokerage meeting and have a completed assessment or support plan.
- CAMHS may attend weekly or as and when required but the total number of brokerage requests per week will be capped at a maximum of 8 per week. Criteria for brokerage requests will be developed and agreed by June.
- All referrals must include an engagement plan, which should include an invite for allocated staff to relevant parts of appointments with clients to share or handover planning.
- Processes will be reviewed by identified leads on a quarterly basis.
- Demand is currently a significant issue within the CAMHS Service although a change process is currently underway. The agreed co-working arrangement is targeting an operational start date of June, but this does carry an element of risk due to recruitment processes.
- Future joint funding opportunities should be explored with a view to alleviating issues in relation to demand.

#### **d) Greater alignment of substance misuse workers from the Choices service to service areas**

Additional Details:

- Named individual staff members to be aligned to YPS, Ethnic Minorities, Young Carers, EOTAS based on the best practice model developed with Western Bay Youth Justice & Early Intervention Service

#### **5) Brokerage system**

##### **a) All lead work provision to come under one joint brokerage process with direct links into the early intervention services brokerage process**

Additional Details:

- Service level agreements between 2 age based panels ensuring synergy of movement across services. This will allow all Early Intervention Services to broker support for co-working or accessing the most appropriate service.
- Co-terminus arrangements of representations that cover cases across panels and ensure the sharing of best practice
- Co-working between services on all panels developed and confirmed as part of service level agreement

-Young people's panel will occur weekly and will process brokerage requests (referrals) from schools, social services and other panels.

## **6) Workforce Development**

### **a) The development of a joint annual workforce plan with all in scope service areas and Child and Family and Early Intervention Services**

Additional Details:

- Joint training where relevant across Early Intervention and Adolescent focussed services (Prevention Teams) and in keeping with the upcoming Behaviour and Wellbeing Strategy for schools, training for all appropriate schools based staff.
- All lead workers to have access to recommended and standardised lead work induction and training programme – not dependent on service location.
- CAMHS will advise and broker approved professional development for emotional and mental well being appropriate to the level of role
- Choices will advise and broker approved professional development for substance misuse and harm prevention appropriate to the level of the role.
- The Adolescent Parenting Specialist will advise, develop and broker professional development for parenting approaches and strategies appropriate to the level of the role/
- The CINCS co-ordinator post will develop and deliver bespoke guidance and training on step up and step down practice appropriate to the level of the role.

## **7) Performance Reporting**

### **a) Joint monthly performance report with agreed feedback loop**

Additional Details:

- YPS Management Data Access for PARIS
- YPS Management Data Access for Childview
- WBYJ&EIS Data Access for Cognisoft
- Service level agreement to be developed for joint single monthly reporting
- Monthly report to feed into single Prevention Monthly Report



**Option 3 – Graduated Transformation Model – Combines elements of transformation for key areas whilst enabling other aspects further time to embed practice and processes, before identifying further changes.**

### **1) Young People Services Evolve**

- a) Restructure existing Level 2 and 3 lead work teams into 4 geographically aligned area teams with focus on 11 – 16 age group
  - b) Managers and posts to have more direct alignment to specific schools and to Child and Family Area Teams
  - c) Refocus the Targeted and Specialist Team Resource
- Additional Details: Alignment of managers to schools will provide regular consultations on all concerns in the school, not just on those being referred. This will build on best practice being developed in primary schools via the Team Around the Family approach.
  - Each Secondary has slightly different structures and the alignment of specific managers and staff to schools will enable approaches to be tailored to best fit which the needs of each comprehensive.
  - Alignment of area managers with Social Service area managers will enable the development of relationships and processes to support step up and step down processes and identification of stuck cases.
  - Refocussing the age group will allow staff to be more specialist in their approach in keeping with recent research on working with adolescents and feedback from staff. It will also increase the capacity available to schools and social services for brokerage.
  - Increasing the capacity in the age group will allow for young people to be worked with at a younger age, enabling support to be brokered in before the key transition from primaries. This will support better transitions for schools and for Early Intervention Services such as Team Around the Family.

### **2) Western Bay Youth Justice & Early Intervention Service**

- a) Restructure into regional area lead structure
- b) Increased partnership work across prevention elements including formalising arrangements in the areas of adolescent parenting, domestic abuse, behaviour management, restorative practice, speech and language and Education Training & Employment (ETE) related roles

Additional Details:

- A commitment for a minimum of bi-weekly management attendance at the brokerage meeting, building on existing good practice.
- When WBYJ&EIS criteria is met then support can be brokered in for:
  - Trauma Recovery
  - Conflict Resolution & Restorative Approaches
  - Complimentary ETE
  - Adolescent Parenting
  - Speech and Language
  - Issue Based Group Work

- A commitment for the Prevention Manager to attend a joint monthly management meeting with YPS managers
- A commitment to co-lead and develop a conference to take place in Swansea
- All YPS and WBYJ&EIS physical resources to be made available to each other's services including building and meeting spaces.
- A commitment to a monthly ETE Focused meeting to improve the co-ordination of ETE Opportunities
- Joint meetings with the Domestic Abuse Hub and the co-production of young people focussed group work with Hub staff
- Lead the development of restorative practice across services including workforce development and requests for specific support
- Co-production of Adolescent parenting group work with YPS staff when clients meet criteria for WBYJ&EIS

**3) Recommission work with Ethnic Minority Groups and Young Carers and establish a joint brokerage route, including a formalised step up and step down processes with Child and Family.**

Additional Details:

**Ethnic Minority Groups – EYST**

- All school referrals would come into single brokerage process.
- Invite for management representation on weekly brokerage – appropriate referrals sent through to EYST
- Any co-working arrangements identified at brokerage point

**Young Carers**

- Young Carers status added to the Vulnerability Assessment Profile and given a weighed score
- Education Welfare Officers to be responsible for updating school records
- All support requests to come via the single brokerage process – appropriate referrals sent through to commissioned organisation
- Any co-working arrangements identified at brokerage point

**4) Gap analysis met by:**

**a) Establish a new post focussing specifically on Adolescent Parenting**

- Develop specialist knowledge on working with parents of adolescents
- Develop, deliver and advise on the wider workforce development of adolescent parenting strategies
- Co-produce group work with practitioners and other Adolescent Parenting working such as in WBYJ&EIS
- Carry out specific 1 to 1 sessions when required by lead workers
- Develop group work with schools for short low level group sessions for parents

**b) Establish a brokerage pathway with CAMHS enabling CAMHS to broker lead work support, but continuing all brokerage of CAMHS support via the GP and clinical routes only**

Additional Details:

- The CAMHS teams will have access to the lead work brokerage process – all requests for brokerage must be accompanied by staff member attending the weekly brokerage meeting and have a completed assessment or support plan.
- CAMHS may attend weekly or as and when required but the total number of brokerage requests per week will be capped at a maximum of 8 per week. Criteria for the brokerage arrangements will be developed and agreed by June.
- All referrals must include an engagement plan, which should include an invite for allocated staff to relevant parts of appointments with clients to share or handover planning.

**5) Brokerage system**

**a) All lead work provision to come under one joint brokerage process**

Additional Details:

- Service level agreements between 2 age based panels ensuring synergy of movement across all three dependent on needs. This will allow all Early Intervention Services to broker support for either co-working or to move cases over to most appropriate service area.
- Co-terminus arrangements of representations that cover cases across panels and ensure the sharing of best practice
- Co-working between services on all panels developed and confirmed as part of service level agreement
- Young people's panel will occur weekly and will process brokerage requests (referrals) from schools, social services and other panels.
- These can be referred to lead work provision from YPS Evolve.

**6) Workforce Development**

**a) The development of a joint annual workforce development programme with all in scope services**

Additional Details:

- Joint training where relevant across Early Intervention and Adolescent focussed services (Prevention Teams) and in keeping with the upcoming Behaviour and Wellbeing Strategy for schools, training for all appropriate schools based staff.
- All lead workers to have access to recommended and standardised lead work induction and training programme – not dependent on service location.

- CAMHS will advise and broker approved professional development for emotional and mental well being appropriate to the level of role
- Choices will advise and broker approved professional development for substance misuse and harm prevention appropriate to the level of the role.
- The Adolescent Parenting Specialist will advise, develop and broker professional development for parenting approaches and strategies appropriate to the level of the role/
- The CINCS co-ordinator post will develop and deliver bespoke guidance and training on step up and step down practice appropriate to the level of the role.

## New Delivery Models Scoring Matrix

Adjust the weights in the blue boxes to suit the importance you attach to each of the Category Headings and criteria questions for the Service area under review. Then fill in the red boxes with your scores and the table will work out the weighted and total scores for each option.

If you are looking at more than 4 Options as part of the matrix, you will need to cut and paste further options onto the spreadsheet.

Narrative:

	<b>Option 1 - As Is</b>	<b>Option 2 - Transform Young People Services and Western Bay Youth Justice &amp; Early Intervention Service in house with phased implementation of staffing restructures, refocussing the commissioning of support for Ethnic Minorities and Young Carers. Joint brokerage and workforce development routes established.</b>	<b>Option 3 - Transform Young People Services in house with phased implementation of staffing restructure. Western Bay Youth Justice and Early Intervention Service continue to restructure into Area Regional Leads. Continued commissioning of support for Ethnic Minorities and Young Carers. No change to brokerage processes.</b>	<b>Option 4 - Full Commissioning Model</b>
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	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
			Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
<b>Outcomes</b>	Clear referral pathways to provide improved co-ordination of support?	5	2	10	5	25	3	15	2	10
	Increased integration and co-production of services?	5	2	10	5	25	3	15	2	10
	Supports a holistic family approach?	5	3	15	5	25	4	20	2	10
	<b>Total</b>	<b>15</b>	<b>7</b>	<b>35</b>	<b>15</b>	<b>75</b>	<b>10</b>	<b>50</b>	<b>6</b>	<b>30</b>
	Score		2.3		5.0		3.3		2.0	

	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
			Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
<b>Fit with Priorities</b>	Meet the Service Vision, Mission and core outcomes as outlined in Stage 1?	5	3	15	5	25	4	20	2	10
	<b>Total</b>	<b>5</b>	<b>3</b>	<b>15</b>	<b>5</b>	<b>25</b>	<b>3</b>	<b>20</b>	<b>1</b>	<b>10</b>
	Score		3.0		5.0		4.0		2.0	

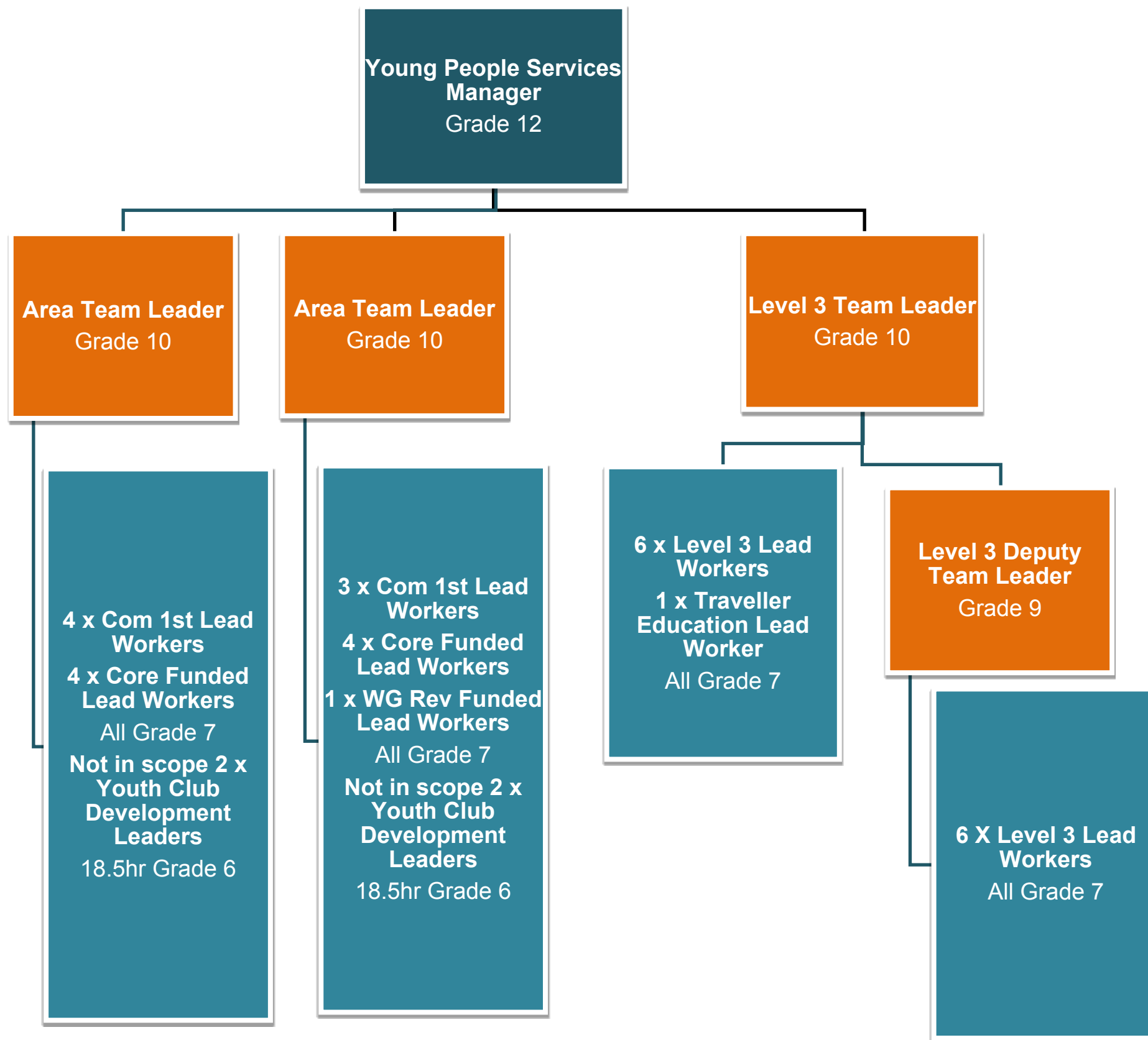
	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
			Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
<b>Financial Impact</b>	Requires limited or no set up costs?	5	5	25	4	20	3	15	1	5
	<b>Total</b>	<b>5</b>	<b>5</b>	<b>25</b>	<b>4</b>	<b>20</b>	<b>3</b>	<b>15</b>	<b>1</b>	<b>5</b>
	Score		5.0		4.0		3.0		1.0	

	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
			Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
<b>Sustainability/ Viability</b>	Is financially sustainable?	5	3	15	3	15	3	15	2	10
	Maintains sustainability and makes service improvement for the citizen?	5	2	10	5	25	4	20	1	5
	<b>Total</b>	<b>10</b>	<b>5</b>	<b>25</b>	<b>8</b>	<b>40</b>	<b>7</b>	<b>35</b>	<b>3</b>	<b>15</b>
	Score		2.5		4.0		3.5		1.5	

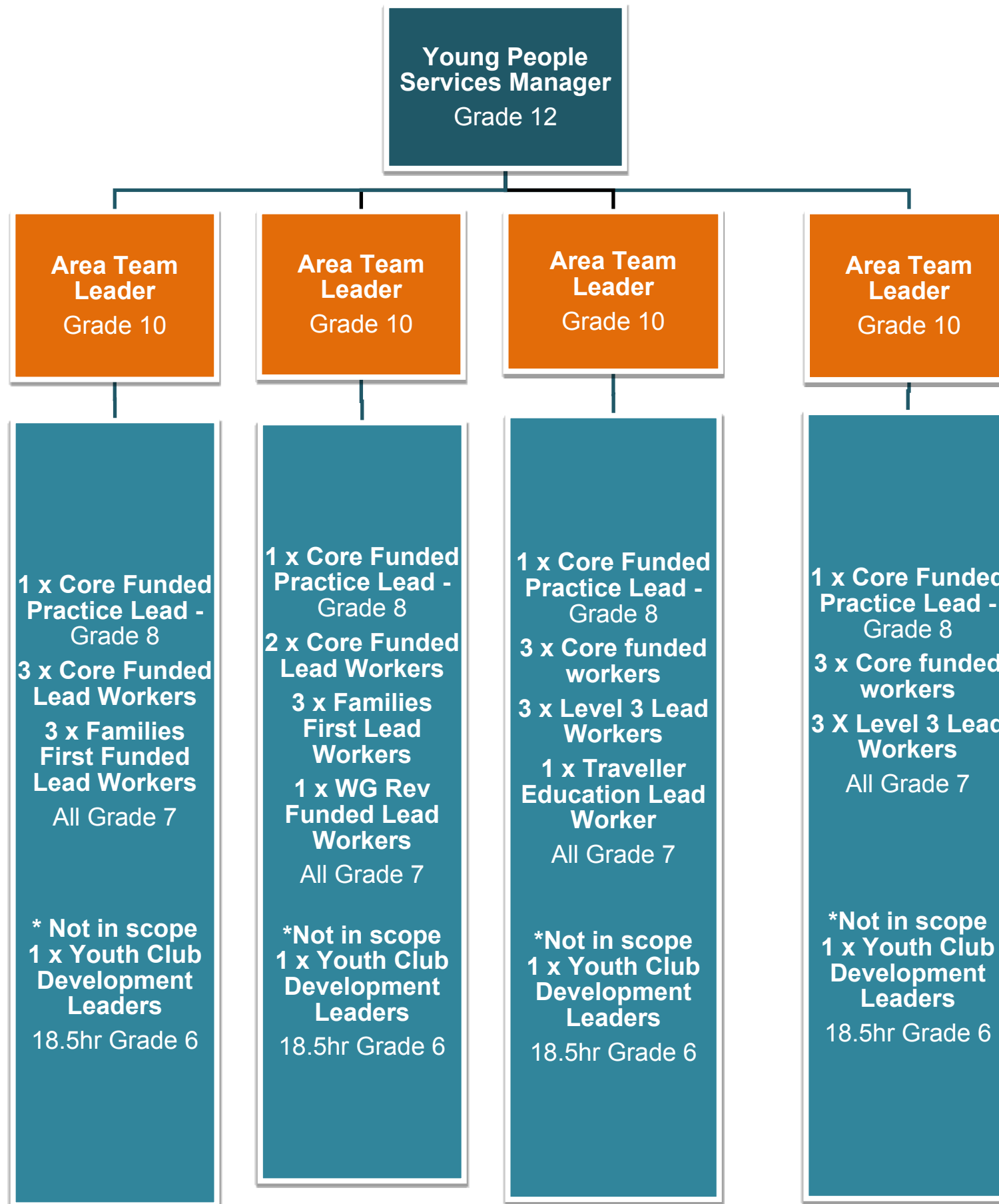
	Criteria	Weight	Option 1		Option 2		Option 3		Option 4	
			Score	Weighted	Score	Weighted	Score	Weighted	Score	Weighted
<b>Deliverability</b>	Is measured effectively through a performance framework?	5	2	10	5	25	3	15	3	15
	<b>Total</b>	<b>5</b>	<b>2</b>	<b>10</b>	<b>5</b>	<b>25</b>	<b>3</b>	<b>15</b>	<b>3</b>	<b>15</b>
	Score		2.0		5.0		3.0		3.0	

Total			14.8		23.0		16.8		9.5
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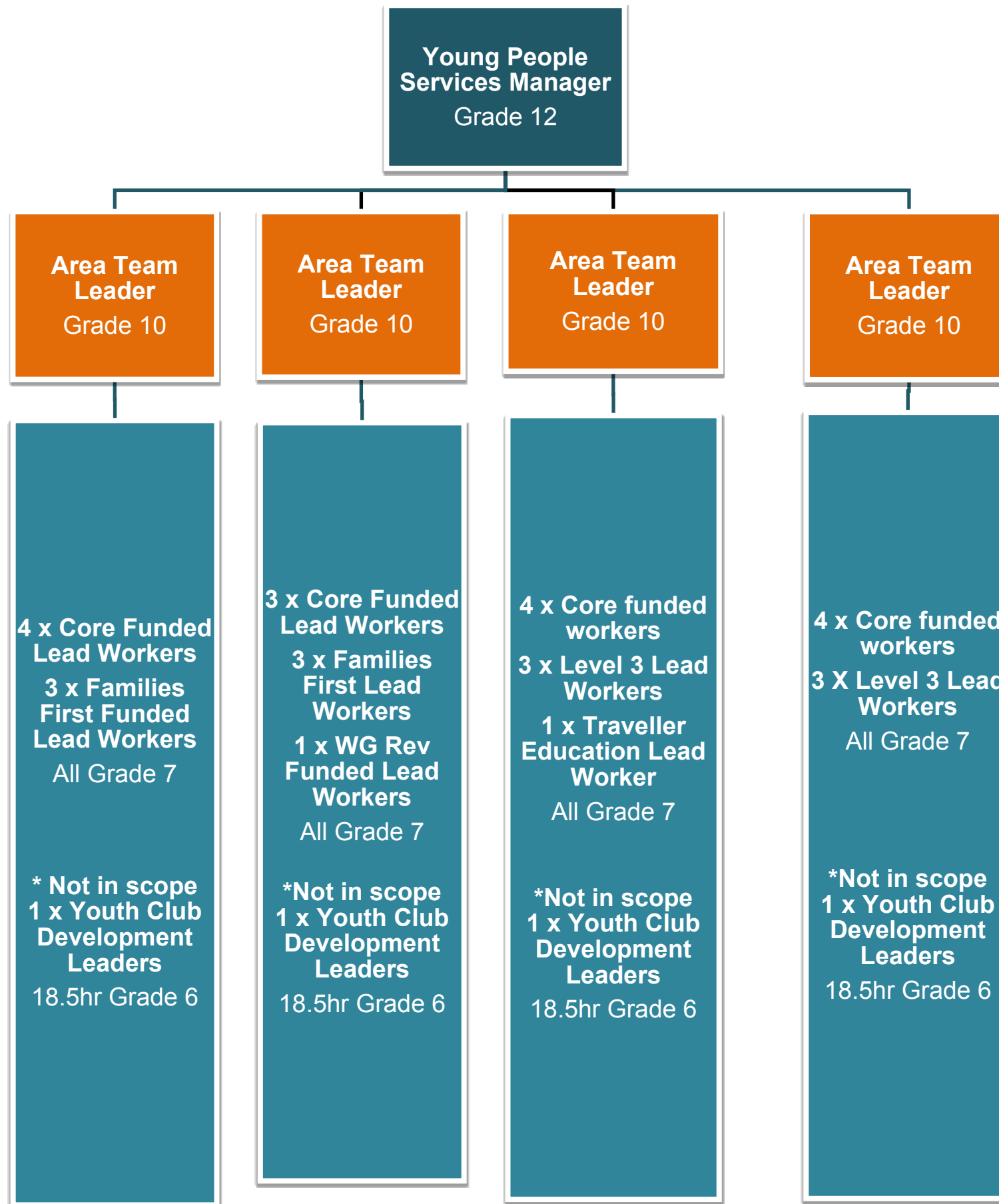
# Option1 – As is - Young People Services- Structure Feb 2017



**Option 2 – As is - Young People Services- Structure Feb 2017**

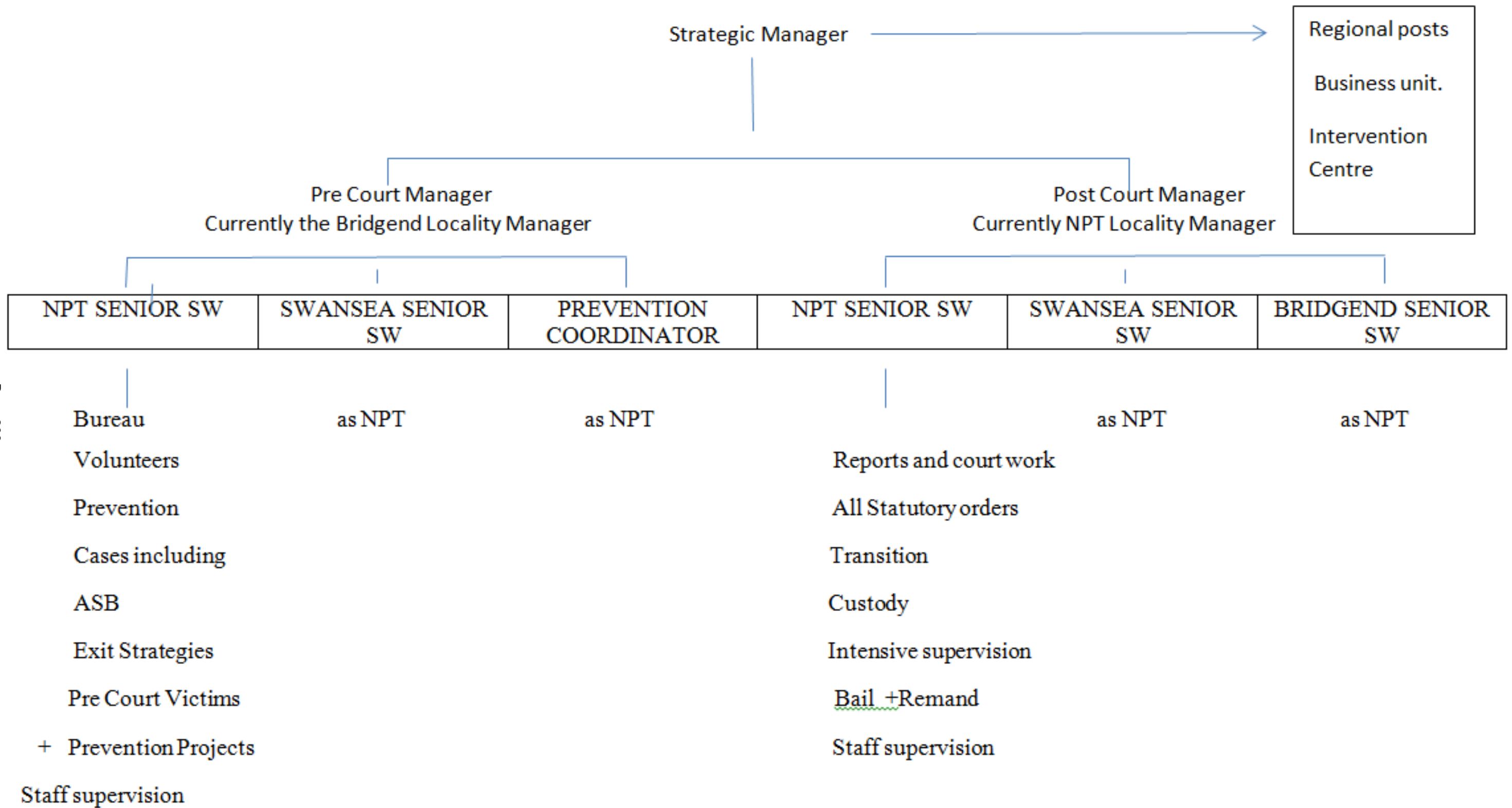


# Option 3 – As is - Young People Services- Structure Feb 2017





# Option 1,2,3 Structure - Western Bay Youth Justice and Early Intervention Service



**Option Appraisal Toolkit**  
**Commissioning Process & Principles - Family Support Commissioning Review (Over 11's Cluster)**

Financial Summary Grid



Complete this grid with your Financial support and Delivery Team

	Options	Operations/ Contract Costs	Staff Costs	NNDR Savings pa	VAT costs/savings pa (£000's)	Total Cost	Comments
1	<b>Option 1 - (Remain As-Is Model)</b> • Continue to embed existing practices and structures	£ 93,218	£ 1,160,925	£ -	£ -	£ 1,254,143	This model is funded via a variety of funding, predominantly core fund with some grant funds.
2	<b>Option 2 - (Full Transformation Model)</b> • Identifies a full range of next step changes for all service structures, partnerships, processes and gaps	£ 94,842	£ 1,242,100	£ -	£ -	£ 1,336,942	This model sees additional posts in terms of an adolescence parenting officer and a joint post with child and family. The model sees a restructure into 4 areas all with a manager and a practice lead along with 6 lead workers - the additional costs are met by maximising the use of grant
3	<b>Option 3 (Graduated Transformation Model)</b> • Combines elements of transformation for key areas whilst enabling other aspects further time to embed practice and processes, before identifying further changes	£ 94,322	£ 1,216,100		£ -	£ 1,310,422	This model sees an additional post in terms of an adolescence parenting officer. The model sees a restructure into 4 areas all with a manager and a practice lead along with 6 lead workers - the additional costs are met by maximising the use of grant
4	<b>Option 4 (Full Commissioning Model)</b> • Outsource provision to one external provider	£ 1,254,143	£ -	£ -	£ -	£ 1,254,143	This model sees all funding combined and commissioned out as one single contract

**Narrative**

All options are achievable within the budget allocated. The purpose of this commissioning review is to bring things together and work in partnership to improve outcomes for young people and their families and reduce and manage demand, hence reducing the need for higher level complex interventions. This is a preventative agenda which can only be achieved by developing appropriate pathways to enhance partnership working. The preferred option is option 2 which allows for partnership development to achieve efficiencies and economies of scale. The list of current funding sources is outlined below.

Funding Sources	
Young Peoples Service Core Budget	£ 792,400
WG Families First	£ 433,127
WG Youth Strategy Grant	£ 114,900
<b>Total Budget Available for 2017-18</b>	<b>£ 1,340,427</b>

# Equality Impact Assessment Screening Form

**Please ensure that you refer to the Screening Form Guidance while completing this form. If you would like further guidance please contact your directorate support officer or the Access to Services team (see guidance for details).**

## Section 1

Which service area and directorate are you from?

Service Area: Young People Service – Poverty and Prevention

Directorate: People

### Q1(a) WHAT ARE YOU SCREENING FOR RELEVANCE?

Service/  
Function

Policy/  
Procedure

Project

Strategy

Plan

Proposal

### (b) Please name and describe below

Family Support Commissioning Review – Over 11's .

4 Options for service changes have been proposed as part of the Sustainable Swansea Family Support Commissioning review for the Over 11's section. After consultation the report is recommending Option 2. This Option is described below and is the option being screened. Should other options be selected then a further screening will have to take place.

Option 2 - Full Transformation Model – Identifies a full range of next step changes for all service structures, partnerships, processes and gaps

#### Key Characteristics

- 1) Young People Services
  - a) Restructure existing Level 2 and 3 lead work teams into 4 geographically aligned area teams with focus on 11 to 16 age group
  - b) Managers and posts to have more direct alignment to specific schools and to Child and Family Area Teams
  - c) Refocus the Targeted and Specialist Team Resource
  - d) Introduce practice lead roles into the structure to enable multi agency best practice development.
- 2) Western Bay Youth Justice & Early Intervention Service
  - a) Restructure into regional area leads with the commitment to evaluate the impact of changes and if required, explore alternative management arrangements to support further local integration
  - b) Increased partnership work across prevention elements including formalising arrangements in the areas of adolescent parenting, domestic abuse, behaviour management, restorative practice, speech and language and Education Training & Employment (ETE) related roles
- 3) Refocus the commissioned work with Ethnic Minority Groups and recommission Young Carers incorporating requirements for a joint brokerage route – this will not change the key functions of the roles or level of support that young people and families receive. These are funded by Families First and will therefore undergo a further screening as part of any commissioning
- 4) Gap analysis met by:
  - a) Establish a new post focussing specifically on the parenting of adolescents
  - b) Establish a new joint post between Young People Services and Child and Family focussing on step and down thresholds, co-working arrangements and the management of Children in Need of Care and Support (CINCS).

## Equality Impact Assessment Screening Form

- c) Establish a 2 way brokerage pathway between CAMHS and lead work provision enabling more effective joined up working between services, including long arm support from CAMHS and explore the funding of a joint post to meet unmet need.
- d) Greater alignment of substance misuse workers from the Choices service to service areas
- 5) Brokerage system
  - a) All lead work provision to come under one joint brokerage process with direct links into the early intervention services brokerage process
- 6) Workforce Development –
  - a) The development of a joint annual workforce development with all in scope service areas and across Child and Family and Early Intervention Services as a minimum this will cover Signs of Safety, Restorative Approaches, Welsh Language, UNCRC and Equality
- 7) Performance Reporting
  - a) Joint monthly performance report with agreed feedback loop

### Q2(a) WHAT DOES Q1a RELATE TO?

Direct front line service delivery  <input type="checkbox"/> (H)	Indirect front line service delivery  <input checked="" type="checkbox"/> (M)	Indirect back room service delivery  <input checked="" type="checkbox"/> (L)
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### (b) DO YOUR CUSTOMERS/CLIENTS ACCESS THIS...?

Because they need to  <input type="checkbox"/> (H)	Because they want to  <input type="checkbox"/> (M)	Because it is automatically provided to everyone in Swansea  <input type="checkbox"/> (M)	On an internal basis i.e. Staff  <input checked="" type="checkbox"/> (L)
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### Q3 WHAT IS THE POTENTIAL IMPACT ON THE FOLLOWING...

	High Impact (H)	Medium Impact (M)	Low Impact (L)	Don't know (H)
Children/young people (0-18) →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Any other age group (18+) →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Marriage & civil partnership →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy and maternity →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or (non-)belief →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sex →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Welsh Language →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Poverty/social exclusion →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Carers (inc. young carers) →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community cohesion →	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## Equality Impact Assessment Screening Form

**Q4 HAVE YOU / WILL YOU UNDERTAKE ANY PUBLIC CONSULTATION AND ENGAGEMENT RELATING TO THE INITIATIVE?**

- YES       NO (If NO, you need to consider whether you should be undertaking consultation and engagement – please see the guidance)

**If yes, please provide details below**

- Consultation with Education Wellbeing Leads for all Secondary Schools in Swansea (*Jan 25<sup>th</sup> 17*)
- CCOS Commissioning Review Process in partnership with Sustainable Swansea (inc. education, Wester Bay Youth Offending Services, Careers Wales, Social services, CAMHS, Ethnic Youth Support Team and Young Carers) (*Jan 25<sup>th</sup> 17*)
- Young People Service EVOLVE consultation with all staff (*27<sup>th</sup> Jan 17*)
- Young person consultation in a variety of youth settings (Youth club/121 discussions) (*Feb/March 17*)

# Equality Impact Assessment Screening Form

**Q5(a) HOW VISIBLE IS THIS INITIATIVE TO THE GENERAL PUBLIC?**

High visibility <input type="checkbox"/> (H)	Medium visibility <input type="checkbox"/> (M)	Low visibility <input checked="" type="checkbox"/> (L)
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**(b) WHAT IS THE POTENTIAL RISK TO THE COUNCIL'S REPUTATION?**  
*(Consider the following impacts – legal, financial, political, media, public perception etc...)*

High risk <input type="checkbox"/> (H)	Medium risk <input type="checkbox"/> (M)	Low risk <input checked="" type="checkbox"/> (L)
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**Q6 Will this initiative have an impact (however minor) on any other Council service?**

Yes       No      **If yes, please provide details below**

**Q7 HOW DID YOU SCORE?**  
*Please tick the relevant box*

**MOSTLY H and/or M → HIGH PRIORITY →**  **EIA to be completed**  
**Please go to Section 2**

**MOSTLY L → LOW PRIORITY / NOT RELEVANT →**  **Do not complete EIA**  
**Please go to Q8 followed by Section 2**

**Q8 If you determine that this initiative is not relevant for a full EIA report, you must provide adequate explanation below. In relation to the Council's commitment to the UNCRC, your explanation must demonstrate that the initiative is designed / planned in the best interests of children (0-18 years). For Welsh language, we must maximise positive and minimise adverse effects on the language and its use. Your explanation must also show this where appropriate.**

Due to the low impact of the proposed changes there is not a requirement to complete a full EIA.

The changes will have an indirect impact on children and young people as the proposal is set to improve multi-agency working which will provide better outcomes for service users. The proposed changes are therefore in the best interests for children and young people as they will be provided with a better co-produced service to support their needs.

The changes proposed involve the integration of services via back office functions, systems and organisational structures. Young people and families are not directly involved in these technical aspects of organisational systems and should not see any negative impact on the front facing aspects of the service delivery, indeed, they should receive a faster and more efficient engagement from all services.

# Equality Impact Assessment Screening Form

## Section 2

NB: Please email this completed form to the Access to Services Team for agreement before obtaining approval from your Head of Service. Head of Service approval is only required via email – no electronic signatures or paper copies are needed.

<b>Screening completed by:</b>
Name: Gavin Evans
Job title: Young People Service Manager
Date: 06/02/17
<b>Approval by Head of Service:</b>
Name: Rachel Moxey
Position: Head of Poverty and Prevention
Date: 08/02/17

Please return the completed form to [accesstoservices@swansea.gov.uk](mailto:accesstoservices@swansea.gov.uk)

# Agenda Item 15.

## Joint Report of the Cabinet Members for Finance & Strategy and Transformation & Performance

Cabinet - 16 March 2017

### QUARTER 3 2016/17 PERFORMANCE MONITORING REPORT

<b>Purpose:</b>	To report Corporate and Service Performance for Quarter 3 2016/17
<b>Policy Framework:</b>	<i>Delivering for Swansea Corporate Plan 2016/17 Sustainable Swansea – Fit for the Future</i>
<b>Reason for Decision:</b>	To receive and review the performance results for Quarter 3 2016/17
<b>Consultation:</b>	Legal, Finance, Access to Services.
<b>Recommendation(s):</b>	It is recommended that:  1) the performance results are noted and reviewed to help inform executive decisions on resource allocation and, where relevant, corrective actions to manage and improve performance and efficiency in delivering national and local priorities
<b>Report Author:</b>	Richard Rowlands
<b>Finance Officer:</b>	Carl Billingsley
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Sherill Hopkins

#### 1.0 Introduction

- 1.1 This report presents the performance results for the third quarter of 2016/17 delivering the Council's key priorities and objectives described in the Corporate Plan and *Sustainable Swansea – Fit for the Future*.
- 1.2 The outturn presented in the performance tables (Appendix A) incorporates an overview of performance including Policy Commitments and needs to be considered alongside the current financial situation of the Council.
- 1.3 The financial resources required to achieve the specified performance levels in 2016/17 have been provided in the approved budget. As part of the work on *Sustainable Swansea – Fit for the future* there will be an increased focus on understanding the level of activity and outcomes that are achieved for the budget allocated so that choices can be made about relative priorities.



## 2.0 Background

2.1 Taken together, the key corporate plans are:

- *Delivering for Swansea – Corporate Plan 2016/17*
- *Sustainable Swansea – Fit for the Future*

2.2 The Council's priorities and objectives contained within these two plans are represented below in fig 1.

**OUR VISION IS FOR**  
A safer, greener, smarter, fairer, healthier, richer Swansea

### OUR PRIORITIES AND OBJECTIVES



Fig 1 – the Corporate Plan and Sustainable Swansea.

### **3.0 Aim of the Quarterly Performance Monitoring Report**

3.1 The Quarterly Performance Monitoring Report attached at Appendix A reports performance for the quarter meeting the key priorities and objectives described in Fig 1 and their related outcomes using the prescribed performance indicators.

### **4.0 Performance indicators and interdependencies between corporate priorities**

4.1 It is important to point out though that each of the corporate priorities cannot be seen in isolation from each other. Each priority both affects and is affected by the others. For example, improving educational attainment is both important to our efforts to tackle poverty and improve the city and economy. For this reason, many of the performance indicators allocated to measuring one priority can be used to show progress meeting other priorities.

### **5.0 Performance and Improvement**

5.1 Performance is judged using the results measured by Corporate Plan and Corporate Scorecard performance indicators compared to agreed targets. Improvement is measured by comparing the results of Corporate Plan performance indicators against the results from the same period last year. Improvement measured by the Corporate Scorecard performance indicators is judged against the previous quarter since there is little meaningful comparative data available for 2015/16.

### **6.0 Outturn**

6.1 The Corporate Plan performance indicators measure progress meeting the following key priorities set out in fig 1:

- i) Safeguarding Vulnerable People.
- ii) Improving Pupil Attainment.
- iii) A Vibrant and Viable City & Economy.
- iv) Tackling Poverty.
- v) Building Sustainable Swansea.

- a) 23 out of 44 (52%) Corporate Plan performance indicators (that had targets) set met their targets.
- b) 21 out of 31 (68%) comparable Corporate Plan performance indicators also showed improvement compared to Quarter 3 last year.

6.1.1 The performance tables in Appendix A also set out an overview of performance, including the prioritised policy commitments, for each Corporate Plan priority provided by Directors and Heads of Service who are the responsible leads; these overviews are set out in para 6.0.

6.2 The Corporate Scorecard Performance Indicators measure progress against key objectives of *Sustainable Swansea – Fit for the future* using the following perspectives set out in fig 1:

- i) Customer.
- ii) Finance.
- iii) Processes.
- iv) Workforce.

- a) 9 out of 16 (56%) Corporate Scorecard (Sustainable Swansea) indicators (that had targets set) met their targets.
- b) 8 out of 16 (50%) comparable Corporate Scorecard (Sustainable Swansea) indicators also showed improvement compared to Quarter 2 this year.

## **7.0 Context: Overviews of Performance**

7.1 The following outlines an overview, provided by responsible departments, of performance meeting our key priorities as at Quarter 3 2016/17, including progress relating to the Council's adopted Policy Commitments.

## **7.2 Safeguarding Vulnerable People**

7.2.1 The performance management arrangements in place for adult safeguarding and child protection continue to provide overall assurance.

7.2.2 Where performance has missed target, an understanding of context has informed required actions which are clear and deliverable. The increased focus on missing children evidences the Council's commitment to meeting its safeguarding responsibilities in relation to new and emerging issues.

7.2.3 The continued increase in the number of Council staff who have received safeguarding training and improved performance in relation to related indicators based on feedback via the staff survey continues to evidence the Council's commitment to meeting its corporate safeguarding responsibilities.

## **7.3 Improving Pupil Attainment**

7.3.1 The Education Strategy Group, chaired by the Leader of the Council, continues to explore new ways to work with schools and to deliver essential and statutory services within reducing funding.

7.3.2 Gower College has now taken the lead on work-based learning. External partners also deliver post-16 learning and training. The Education Department and Poverty & Prevention Service work with the European and External Funding team to deliver preventative services for NEETs.

- 7.3.3 Swansea received a UNESCO Learning City Award at the Mexico conference – the only one in the UK and one of only 12 worldwide at that point in time. Swansea is planning to host the 2017 UNESCO Learning City Regional Seminar.
- 7.3.4 Performance in Swansea schools has continued to improve. Two secondary schools have had overall judgements of Excellent and Excellent in their Estyn inspections since the start of the 2015/2016 academic year.
- 7.3.5 Schools where performance had been identified as a concern continue to be targeted by Challenge Advisers. The two original Schools Challenge Cymru secondary schools, Morriston and Pentrehafod, maintained their activities to improve. Dylan Thomas Comprehensive has also benefitted from Schools Challenge Cymru support in 2015/2016.
- 7.3.6 Challenge advisers in Swansea have completed the annual programme of visits to assess schools. Resulting from this work, the categories of all primary and secondary schools were published at the end of January 2017, in accordance with the national system. The Welsh Government's categorisation system aims to identify the appropriate level of support for each school according to need. There are four colours: green recognises a highly effective, well-run school with strong leadership; yellow signifies a school already doing well but knowing areas it can improve; amber means a school needing help to make improvements more quickly; and red are schools in need of greatest improvement. The categorisation figures show an improvement on the previous year. Swansea has no red schools. Of the 79 primary schools in Swansea, 35 have been awarded green, which is up from 29 in 2016, 32 are yellow, 12 are amber, which is two less than last year, and none are red, where there were two last year. There are eight secondary schools categorised green, four yellow and two amber. Swansea's Pupil Referral Unit has moved from red to amber while Penybryn Special School is green and Ysgol Crug Glas is amber.
- 7.3.7 The national drive for schools to support each other continues to be developed, involving schools of all categorisations collaborating on improvement. A regional system for identifying and sharing good practice has been established.
- 7.3.8 Attendance over three years continues to improve in primary and secondary schools and performance targets have been met. Secondary attendance has improved on the previous year and is 0.1% above the Wales average and ranking 11<sup>th</sup> nationally. Primary attendance was the same as the previous year, equals the Wales average and ranking 12<sup>th</sup> nationally. Permanent exclusions remain low and fixed-term exclusions from secondary schools are reducing.
- 7.3.9 Following the removal of grant funding, a reduced central service for Family Learning is now in operation. Some schools fund provision themselves.

7.3.10 funding delegated directly to schools for 2015-2016 was 83.6% and rose to 84.8% in 2016-2017. Additionally to this, funding has been devolved to schools during the financial year from EOTAS (Educated Other Than At School) provision. The Joint Finance sub-group of the School Budget Forum continues to examine the implications and mitigation of the effect of future reductions to funding in the context of meeting need. The Forum is working with the Education Strategy Group on a model of education for the future.

#### **7.4 Creating a Vibrant and Viable City & Economy**

7.4.1 Significant new residential development is being delivered across the City Centre via Vibrant and Viable Places funded schemes with public and private sector partners.

7.4.2 Development Managers for the Civic Centre and St David's sites have been procured and technical reviews and occupier discussions are well underway. A planning application for a mixed use retail and leisure led development will be submitted for the St David's site in March 2017. Operators have also been shortlisted for the Arena project. The structural demolition of the former Oceana building is underway and other strategic acquisitions nearby have been completed utilising Vibrant & Viable Places funding.

7.4.3 The Swansea Bay City Region working with partners continues apace. A stage 2 City Deal detailed business case has been prepared and submitted to UK Government. A decision is now awaited. The ambition set out in the business case will help improve perceptions of the city as a place to work, visit and live with significant investments in digital infrastructure, new developments and skills development.

7.4.4 We are working to develop a Creative City Region and looking to build Swansea as a science, technology and creative capital through collaborations with the universities. Memorandums of Understanding identify joint working through close collaboration with the City Region Board and demonstrated via the City Deal submission to Government. The university are key partners in the delivery of Hafod Copper Works and the Hydro-Hub project.

7.4.5 Enabling works at Westway have been completed to facilitate future highway investments at Kingsway, where design work is underway. An outline business case funding application has been submitted to the Welsh European Funding Office to fund infrastructure works at Kingsway. The draft deposit Local Development Plan has undergone public consultation and the responses have been analysed. Further work is required prior to submission of the plan for examination.

7.4.6 Around £250 million will be spent up to 2020/21 (including this current year) to improve Council houses which includes the £11 million identified within the policy commitment. The Housing Revenue Account Capital programme is focussed on the improvement of the housing stock up to

the Welsh Housing Quality Standard but also includes provision to support additional Council housing.

## **7.5 Tackling Poverty**

- 7.5.1 Within the council the Welfare Rights Team continues to support people to maximise the benefits they are entitled to. We continue to work with partners such as Citizens advice and LASA Credit Union to mitigate the impact of welfare reform.
- 7.5.2 The Housing Benefits team continue to ensure that people receive their benefit in a prompt and timely manner. The Lift and Communities for Work programmes continue to offer employability advice and development helping local people into employment and training.
- 7.5.3 The Young People's Service continues to work with 11-25 year olds to provide support to the most vulnerable. The Early Years strategy and Action plan continue to prepare young children for the best start in life and readiness for school.
- 7.5.4 The council has launched its corporate apprentice and trainee strategy which was approved by Cabinet in July 2016 aimed at maximising job and training opportunities with particular reference to targeted opportunities which will directly and positively impact on the councils tackling poverty agenda. Formal launch of the 2017 intake will take place during national apprentice week from the 6<sup>th</sup> March 2017.
- 7.5.5 In addition the council has approved an extension of the existing Beyond Bricks and Mortar initiative from construction, development and regeneration to all activities and services across the council where benefits can be achieved. The revived Community Benefit policy, approved by Council in July 2016, ensure that all relevant contracts and activities include clauses to maximise the opportunities for targeted recruitment and training and other community benefits thus developing opportunities and skills for those in the greatest need.

## **7.6 Building Sustainable Communities**

- 7.6.1 Our intended outcomes are to promote independent living at home or in the community instead of in residential care. The percentage of people returning home following a period of residential reablement rather than entering into long-term care is good. Over 90% of people who use the reablement home care service either return home with no package of care or a reduced package of care showing that the service is helping people achieve their preferred outcome of staying at home as independently as possible.
- 7.6.2 There has been a significant improvement in the numbers of people delayed waiting in hospital for social care related reasons. These delays are mainly due to difficulties in arranging packages of home care. We are actively looking at how we can address this to facilitate as quick a discharge from hospital as possible.

7.6.3 There are now 6 Local Area Coordinators in place actively supporting people in the relevant communities. The approach is proving very successful and we are currently looking at the business case for expansion.

7.6.4 We also want people to live in cohesive and resilient communities. Our survey of peoples' perceptions of their communities is showing a high percentage of respondents satisfied with their areas as places to live and agree that people from different backgrounds get on well together. The amount of waste people recycle keeps increasing and we continue to exceed our targets.

## **8.0 Considerations**

8.1 When making comparisons between quarters in previous years and 2016/17, the following should be considered:

8.1.1 The nature and number of some performance indicators (PIs) has changed between these two periods and therefore direct comparisons may not always be appropriate.

8.1.2 Many of the performance measures are new and definitions may need further refinement.

8.1.3 Many targets for new performance indicators are either still being baselined or will need to be agreed; these are noted within the report.

8.1.4 Some data will be enhanced and improved to be more robust as data collection methods are developed and / or refined by services over the coming quarters.

8.1.5 The results do not always account for changes in resources and workload during that period (although details can be seen in the numerator and denominator information and in the comments column of the data tables attached to this report).

8.1.6 There may be changes to the numerator and denominator information which may affect the trends by showing a decline while the volume of work has increased.

8.1.7 A proper comparison with national performance data will not be possible until the 2016/17 national performance results are published later in 2017.

## **9.0 Equality & Engagement Implications**

9.1 This report has no direct equality and engagement implications itself although the data reported may form part of the information that leads to a service screening for and undertaking an EIA as required.

## **10.0 Financial Implications**

10.1 In the current and anticipated financial environment further discussion and consideration will be required around priorities and target setting for performance improvement as part of *Sustainable Swansea – fit for the future*.

## **11.0 Legal Implications**

11.1 There are no legal implications associated with this report.

**Background Papers:** None.

**Appendices:** Appendix A – Strategic Performance Monitoring Report  
Quarter 3 2016/17.

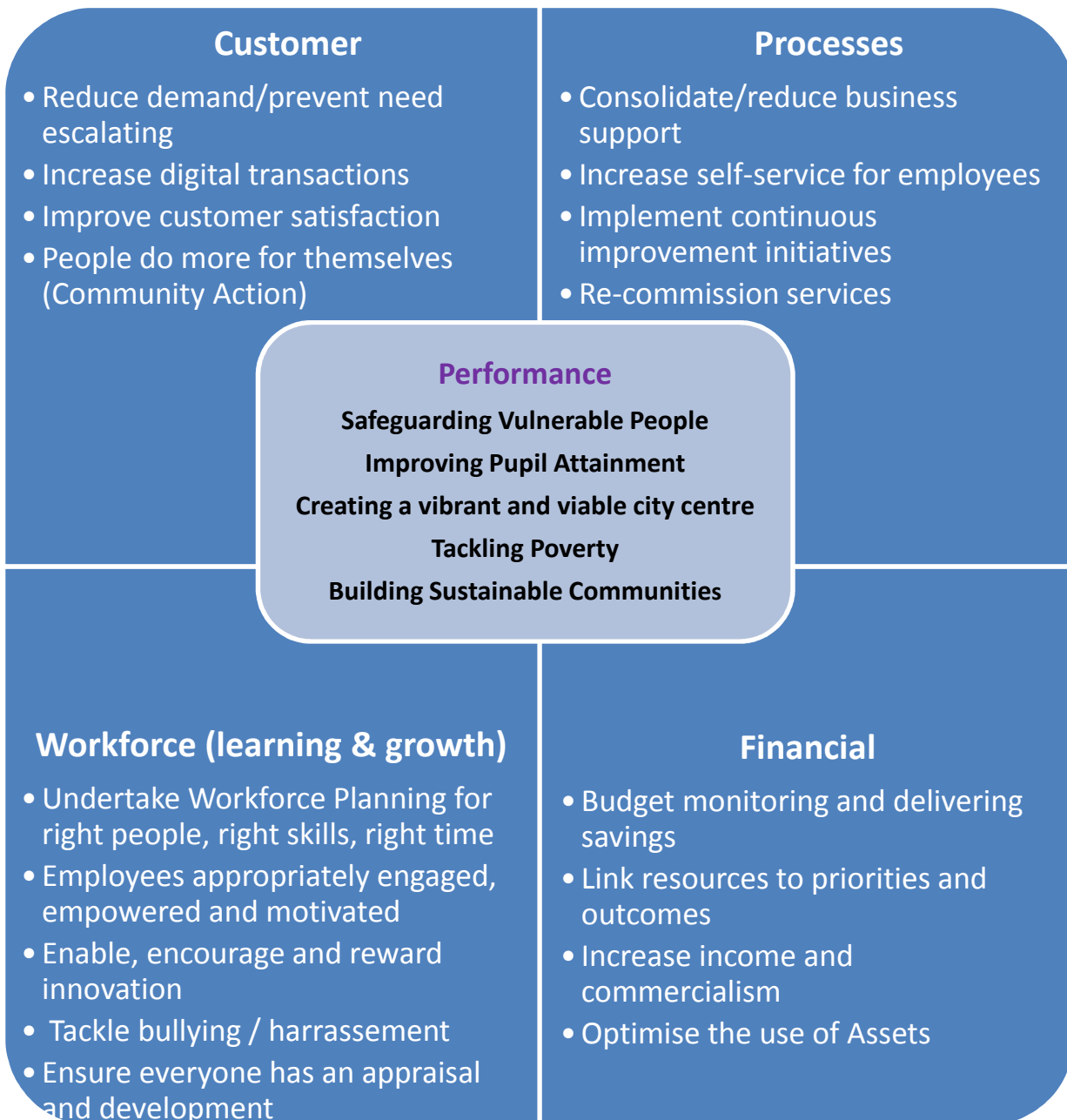


## OUR CORPORATE STRATEGY ON A PAGE

### OUR VISION IS FOR

A safer, greener, smarter, fairer, healthier, richer Swansea

### OUR PRIORITIES AND OBJECTIVES

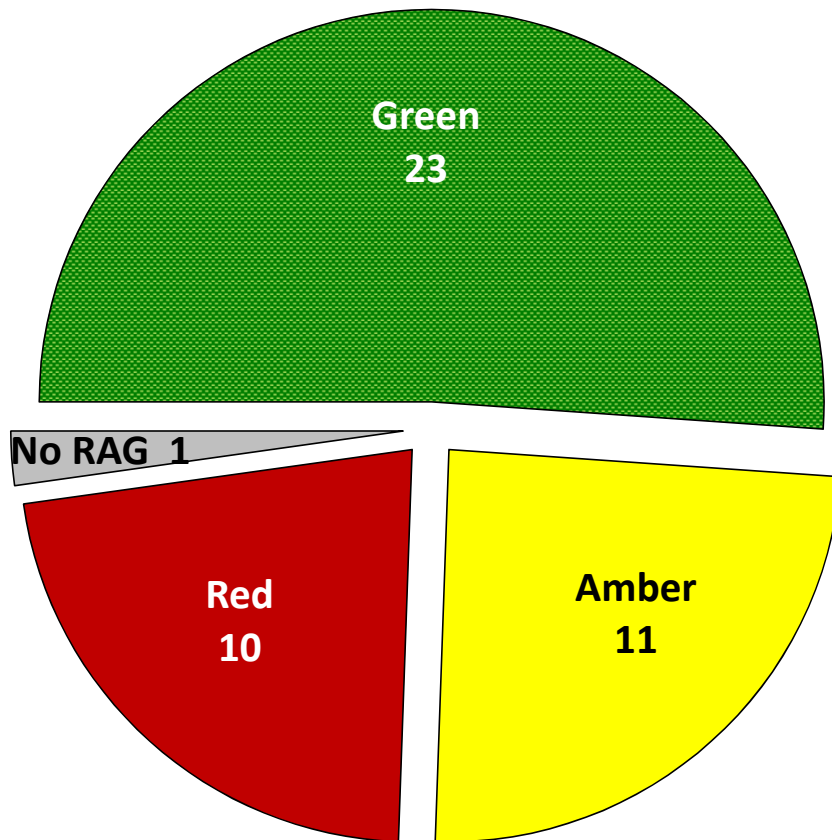




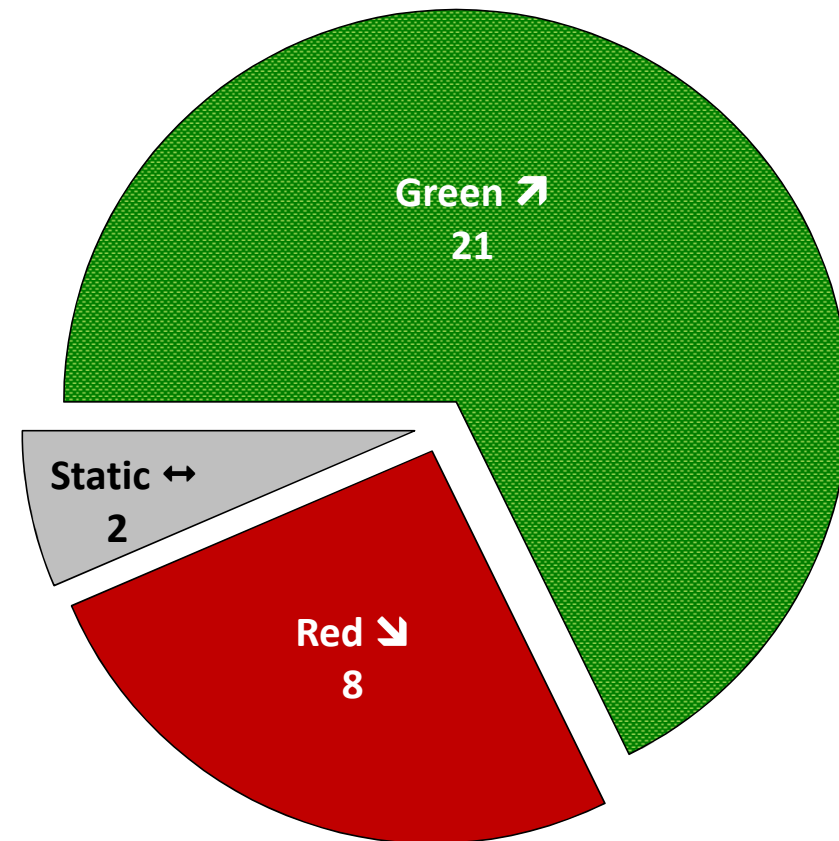
Corporate Performance against Target Q3 2016/17

Corporate Performance compared to Q3 2015/16

Overall Council Summary



Overall Council Summary

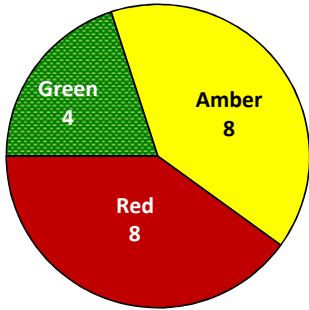


# Performance Report - Quarter 3 2016-17

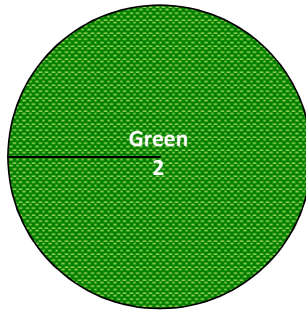


## Priority Performance against Target Q3 2016/17

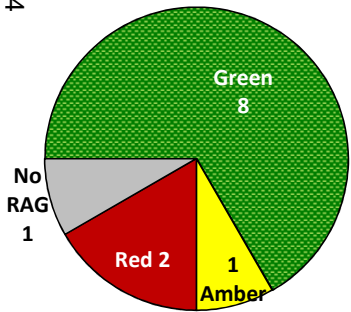
### Safeguarding



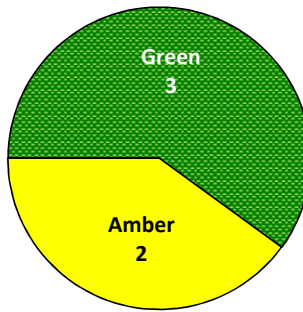
### Pupil



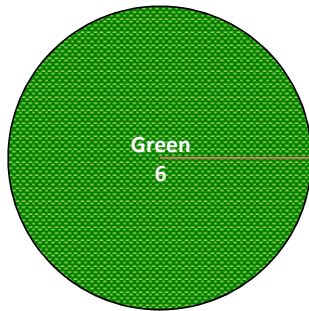
### Communities



### Economy

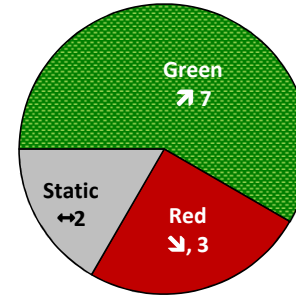


### Poverty

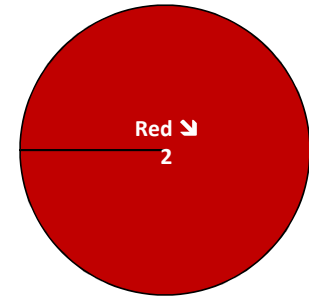


## Priority Performance compared to Q3 2015/16

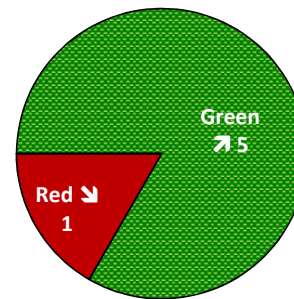
### Safeguarding



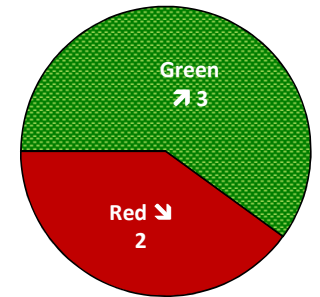
### Pupil



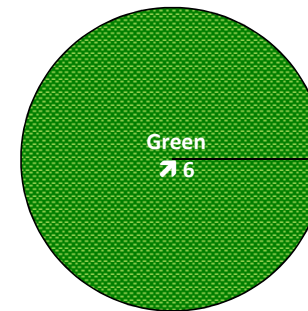
### Communities



### Economy



### Poverty



# Performance Report

## Quarter 3 2016-17

Met Target  
Green

Within 5% of  
Target  
Amber

Missed Target  
Red



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer		
						Q3 16-17	Q3 15-16					
<b>Priority 1 : Safeguarding Vulnerable People</b>												
Page 22 Effective arrangements are in place for safeguarding and protecting those at risk from significant harm and exploitation	<b>Measure 18 ↑</b>  The percentage of adult protection enquiries completed within 7 days	<b>AMBER</b>				<b>New PI, no historical data</b>	The number of adult protection enquiries completed in the year that were completed within 7 working days		The target has only just been missed for Q3 and continued reinforcement of the need to progress enquiries promptly will need to be given to relevant staff.			
		<b>93.54%</b>	95%	-			304	N/A				
	<b>AS8 ↑</b>  Percentage of adult protection referrals to Adult Services where decision is taken within 24 hours	<b>RED</b>				<b>New PI, no historical data</b>	The number of adult protection enquiries completed in the quarter that were completed within 24 hours				Work has been done with the Designated Lead Managers and there has been a continued improvement in performance during Q3. However, the target has not been met and further reinforcement of the need for prompt action within 24 hours will be delivered.	
		<b>72.92%</b>	80%	-			237	N/A				
	<b>AS7 ↓</b>  The percentage of safeguarding referrals relating to people in residential / nursing care homes where the individual had been the subject of a previous safeguarding referral	<b>RED</b>				<b>New PI, no historical data</b>	The number of individuals for whom adult protection referrals were completed during the period where their normal place of residence is a residential / nursing care home and who were the subject of previous safeguarding referrals					The poorer reported performance in Q3 is the result of issues to do with a specific provider and represent an unusually-high number of repeat referrals. We are working with the Local Health Board (LHB) and the regulator (CSSIW) to progress the relevant issues. We are now looking more closely at the referral sources in order to establish whether referrals are appropriate and to improve collaboration with partners & providers
		<b>42.34%</b>	20%	-			58	N/A				
						The total number of individuals for whom adult protection referrals were completed during the period where their normal place of residence is a residential / nursing care home						
						137	N/A					

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Effective arrangements are in place for safeguarding and protecting those at risk from significant harm and exploitation  Page 226	<b>AS5 ↓</b>  The percentage of individuals for whom an adult protection referral has been completed where the subject has an active care and support plan at the end of period	<b>GREEN</b>  <b>83.50%</b>	85%	-	New PI, no historical data	Of the individuals for whom adult protection referrals were completed during the period, the number of individuals with an active care and support plan at the end of the period  <div style="display: flex; justify-content: space-between;"> <span>248</span> <span>N/A</span> </div>	Target met. It should be noted that for this local indicator, the strategic preference is to ensure that, where it is safe to do so, we do not continue to support everyone who has been the subject of a safeguarding referral with adult social care. For this reason, we consider a lower percentage of people who continue to be a client to be better performance.	Alex Williams	John Grenfell	
	<b>AS6 ↓</b>  Number of adult clients receiving residential / nursing care where the service provider is subject to escalating concerns protocol	<b>RED</b>  <b>12</b>	0	-	New PI, no historical data	Number of adult clients receiving residential / nursing care where the service provider is subject to escalating concerns protocol  <div style="display: flex; justify-content: space-between;"> <span>12</span> <span>N/A</span> </div>				There was 1 home under the escalating concerns procedure in December 2016. We are working closely with the home and the regulator to ensure individuals affected by this are supported appropriately. Our aspiration will always be to have no homes are under escalating concerns, but it is unrealistic to think this will never happen and the important thing is that we work closely with homes and CSSIW to address issues proactively as and when they arise.

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Effective arrangements are in place for safeguarding and protecting those at risk from significant harm and exploitation	<b>CFS17 ↓</b>  The number of safeguarding referrals received in the period.	<b>AMBER</b>  912	900	740	<b>RED</b>  ↓	The number of safeguarding referrals received in the period. 912   740	740	Within acceptable parameters. Changes to the front door in line with the act will be fully implemented by the end of the financial year.	Julie Thomas	Owen Davies
	<b>CFS14 ↑</b>  The percentage of decisions about a referral for care and support received by Child and Family Services which are taken within 24 hrs from receipt of referral	<b>GREEN</b>  100%	100%	100%	↔	The number of decisions about a referral for care and support received by Child and Family Services which are taken within 24 hrs from receipt of referral 408   387	387			
	<b>CFS16 ↑</b>  The percentage of initial core group meetings held within 10 working days of the initial child protection conference	<b>AMBER</b>  89.23%	92%	84.51%	↑	The number of initial core group meetings held within 10 working days of the initial child protection conference 116   60	60	Much higher numbers of children registered in Q3 has resulted in increased pressure on teams to complete Core Group Meetings within timescales. This has been compounded by higher than usual rates of absence within the teams.		
	<b>CFS11 ↓</b>  Number of children on the Child Protection Register at 31st March	<b>RED</b>  250	220	227	<b>RED</b>  ↓	Number of children on the Local Authority's Child Protection Register at the end of the period (excluding temporary registrations) 250   227	227	The number of de-registrations was far lower than expected in November leading to an increase in the overall population. The number of de-registrations has returned to normal levels and the register population has decreased to within normal parameters. Work has been commissioned to investigate the reason behind the lower numbers of de-registrations but it is suspected that it is just coincidental.		

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Effective arrangements are in place for safeguarding and protecting those at risk from significant harm and exploitation  Page 228	<b>CFS12 ↓</b>  The rate per 1,000 (0-17 population) of children placed on the Child Protection Register.	<b>RED</b>  5.32	4.68	4.83	<b>RED</b>  ↘	Number of children on the Local Authority's Child Protection Register at the end of the period (excluding temporary registrations) 250	227	Fewer de-registrations has led to a rise in the overall population on the Child Protection Register. We suspect that the change is coincidental and the population is moving back to normal levels.	Julie Thomas	Owen Davies
					Population (0-17 years) 47,026	47,030				
	<b>Measure 28 ↓</b>  The average length of time for all children who were on the Child Protection Register during the year	<b>GREEN</b>  236 days	280 days	-	<b>New PI, no historical data</b>	The sum of the lengths of time (in days) each child had been on the CPR if they were removed from the CPR in the period. 18,408	N/A			
					The number of children who were removed from the CPR in the period 78	N/A				
<b>Measure 27 ↓</b>  Percentage of re-registrations of children on the Local Authority Child Protection Register, within 12 months of the previous registration	<b>GREEN</b>  3.42%	18%	20.26%	<b>GREEN</b>  ↗	Number of re-registrations of children on the CPR during the year within 12 months from the end of the previous registration. 4	46	Indicator calculation revised to reflect new WG definition. Previous quarter's data will need to be re-entered and target revised.			
				Total number of registrations on CPR during the year. 117	227					

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Effective arrangements are in place for safeguarding and protecting those at risk from significant harm and exploitation	<b>CFS15 ↓</b>  Percentage of children becoming looked after who were previously looked after within 12 months of the new episode.	<b>RED</b>  <b>17.24%</b>	15%	-	<b>New PI, no historical data</b>	Number of children becoming Looked After in the period, who were looked after within 12 months of the new episode <b>10</b>	<b>N/A</b>	A decreasing LAC population coupled with a concerted effort to repatriate children as soon as possible after placement has led to more placements that are transient. Sustainability of these children in a family setting is now the focus of much of the work we do as this has been shown to be far more beneficial to the child than keeping them in care. Family circumstances however, will mean that children will on occasion need to be readmitted to care.	<b>Julie Thomas</b>	<b>Owen Davies</b>
					Number of children becoming Looked After in the period. <b>58</b>	<b>N/A</b>				
	<b>CFS13a ↓</b>  Looked after children who are reported missing a) No. of instances of children looked after reported missing in the period.	<b>AMBER</b>  <b>242</b>	240	-	<b>New PI, no historical data</b>	No of instances of children looked after reported missing in the period. <b>242</b>	<b>N/A</b>	November saw a high number of episodes of missing and absent without authority. Our new Child Sexual Exploitation /Missing Persons Co-ordinator post is now monitoring all missing cases on a daily basis and is putting in place the necessary actions to reduce the number of incidences of children going missing from case. It is important to note that all children have returned safe and well.		
<b>CFS13b ↓</b>  Looked after children who are reported missing b) No. of looked after children reported missing who are missing for longer than 24hrs in the period.	-  -	-	-	<b>New PI, no historical data</b>	No of looked after children reported missing who are missing for longer than 24hrs in the period. <b>N/A</b>	<b>N/A</b>	We are continuing to review data development in order to be able to reliably report this measure			
					<b>N/A</b>	<b>N/A</b>				



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Improved awareness amongst Council employees and elected Members of the Corporate Safeguarding Policy and arrangements	<b>SAFE5a ↑</b>  Number of training elements completed by new or existing staff in safeguarding vulnerable people (in both Child & Family and Adult Safeguarding) • E-learning	<b>AMBER</b>  <b>6638</b>	6680	4152	<b>GREEN</b>  ↗	Number of training elements completed by new or existing staff in safeguarding vulnerable people (in both Child & Family and Adult Safeguarding) • E-learning <b>6,638</b>	<b>4,152</b>	The number of completions is slightly below target because during the last quarter the completions data has been cleansed to remove duplicated completions and remove completions of employees who have left the organisation. Targets going forward have been revised to account for slower completion uptake towards the back end of the project.	Steve Rees	Khan Prince
	<b>SAFE5b ↑</b>  Percentage of training elements completed by new or existing staff in safeguarding vulnerable people (in both Child & Family and Adult Safeguarding) • E-learning	<b>AMBER</b>  <b>79.5%</b>	80%	74.1%	<b>GREEN</b>  ↗	Number of training elements completed by new or existing staff in safeguarding vulnerable people (both Child & Family and Adult Safeguarding) via E-learning <b>6,638</b>	<b>4,152</b>			
	<b>SAFE6a ↑</b>  Number of new or existing staff who have received training in safeguarding vulnerable people • Face 2 face	<b>AMBER</b>  <b>2519</b>	2600	996	<b>GREEN</b>  ↗	Number of new or existing staff who have received training in safeguarding vulnerable people • Face 2 face <b>2,519</b>	<b>996</b>	Although the existing target of 2600 completions has almost been met a review of those left to complete this training, given staffing changes/infrastructural changes across the council, will be completed before the next quarter reporting period.		
	<b>SAFE6b ↑</b>  Percentage of new or existing staff who have received training in safeguarding vulnerable people • Face 2 face	<b>AMBER</b>  <b>96.9%</b>	100%	38.3%	<b>GREEN</b>  ↗	Total number of training elements identified to be delivered for new or existing staff in safeguarding vulnerable people (both Child & Family and Adult Safeguarding) via E-learning <b>8,350</b>	<b>5,600</b>			

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Improved awareness amongst Council employees and elected Members of the Corporate Safeguarding Policy and arrangements	<b>SAFE7a ↑</b>  Number of Designated Safeguarding Leads who have received training in safeguarding vulnerable people	<b>RED</b>  <b>5</b>	17	5	↔	Number of Designated Safeguarding Leads who have received training in safeguarding vulnerable people <b>5</b>	<b>5</b>	A dedicated enhanced training session for all designated leads was held at the Safeguarding Board meeting on 25th January. The majority of designated leads are now trained. The full result will be reported at the end of the financial year.	Steve Rees	Khan Prince
	<b>SAFE8a ↑</b>  Number of Elected Members who have received training in safeguarding vulnerable people	<b>RED</b>  <b>56</b>	72	32	↗	Number of Elected Members who have received training in safeguarding vulnerable people <b>56</b>	<b>32</b>	A number of additional face-to-face training sessions have been delivered for Councillors who do not wish to complete the e-learning. The e-learning training course remains available for all Councillors to use ensuring they are suitably trained. The lead elected Councillor for Safeguarding (Cllr Richards) continues to encourage all Councillors to complete the training.		
	<b>SAFE1 ↑</b>  Percentage of staff who know who the lead Councillor is for safeguarding	<b>GREEN</b>  <b>45.1%</b>	44%	27.49%	↗	Number of staff responding 'Yes' to: Do you know who the lead Councillor is for safeguarding? <b>860</b>	<b>491</b>	<i>Results of the 2016 staff survey are included in the Q3 report for information. RAG status and trend are not included in the results summary for this priority at Q3 since these are annual indicators.</i>		
	<b>SAFE2 ↑</b>  Percentage of staff who know who their department's designated lead for safeguarding is	<b>RED</b>  <b>62.4%</b>	67%	46.69%	↗	Total number of respondents to the question <b>1,906</b>	<b>1,786</b>			
<b>SAFE3 ↑</b>  Percentage of staff who have had their responsibility for safeguarding and child protection explained to them	<b>GREEN</b>  <b>86.0%</b>	75%	63.70%	↗	Number of staff responding 'Yes' to: Have you had your responsibility for safeguarding and child protection explained to you? <b>1,616</b>	<b>1,137</b>				
					Total number of respondents to the question <b>1,879</b>	<b>1,785</b>				

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

### Policy Commitments relating to Safeguarding

- 62. Ensure a new emphasis in Social Services on prevention and early intervention
- 63. Investigate the creation of a Social Impact Bond to help reform Children's Social Services
- 64. Relocate social services to work directly in the communities they serve and co-locate them with other services
- 65. Better integrate systems, ensuring fare more effective links between adult and children's services
- 68. Invest in our staff at all levels in Social Services

### Lead Head of Service's Overview

The performance management arrangements in place for adult safeguarding and child protection continue to provide overall assurance. Where performance has missed target, an understanding of context has informed required actions which are clear and deliverable.

The increased focus on missing children evidences the Council's commitment to meeting its safeguarding responsibilities in relation to new and emerging issues.

The continued increase in the number of Council staff who have received safeguarding training and improved performance in relation to related indicators based on feedback via the staff survey continues to evidence the Council's commitment to meeting its Corporate safeguarding responsibilities.

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

### Priority 2 : Improving Pupil Attainment

Improved primary and secondary school attendance rates	<b>EDU016a ↑</b>	<b>GREEN</b>			<b>RED</b>	The total number of sessions not missed (attended) by all pupils in primary schools		Sickness levels in the last 2-3 weeks of term lowered attendance levels overall.	Lindsay Harvey	Sarah Hughes
	Percentage of pupil attendance in primary schools	<b>95.30%</b>	94.0%	95.51%	↘	2,140,935	2,158,844			
						Number of sessions possible for all primary school pupils				
						2,246,473	2,260,331			
	<b>EDU016b ↑</b>	<b>GREEN</b>			<b>RED</b>	The total number of sessions not missed (attended) by all pupils in secondary schools		Sickness levels in the last 2-3 weeks of term lowered attendance levels overall.	Lindsay Harvey	Sarah Hughes
Percentage of pupil attendance in secondary schools	<b>94.03%</b>	93.0%	94.31%	↘	1,566,509	1,619,715				
					Number of sessions possible for all secondary school pupils					
					1,665,933	1,717,401				

### Policy Commitments relating to Attainment

14. Raise educational standards and the performance of all schools and pupils in Swansea
15. Implement a programme of sharing best practice between teachers and schools
16. Explore ways of improving pupil engagement and attendance
17. Introduce an ambitious, rigorous and supportive school performance framework
12. Adopt a new dynamic relationship with the schools, further education colleges, Swansea's two universities and employers
13. Develop a 10 year City of Learning strategic plan
18. Promote community focused school & family learning
19. Encourage greater collaboration between schools
20. Re-balance school funding to focus on need
21. Ensure 85% of funding is delegated directly to schools
23. Explore setting up a Skills campus and apprentice scheme

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
<b>Lead Head of Service's Overview</b>										
Policy Commitments 12, 13 & 23										
<ul style="list-style-type: none"> <li>The Education Strategy Group, chaired by the Leader of the Council, continues to explore new ways to work with schools and to deliver essential and statutory services within reducing funding.</li> <li>Gower College has now taken the lead on work-based learning. External partners also deliver post-16 learning and training. The Education Department and Poverty &amp; Prevention Service work with the European and External Funding team to deliver preventative services for NEETs.</li> <li>Swansea received a UNESCO Learning City Award at the Mexico conference – the only one in the UK and one of only 12 worldwide at that point in time. Swansea is planning to host the 2017 UNESCO Learning City Regional Seminar.</li> </ul>										
Policy Commitment 14										
<ul style="list-style-type: none"> <li>Performance in Swansea schools has continued to improve. Two secondary schools have had overall judgements of Excellent and Excellent in their Estyn inspections since the start of the 2015-2016 academic year.</li> <li>Schools where performance had been identified as a concern continue to be targeted by Challenge Advisers. The two original Schools Challenge Cymru secondary schools, Morriston and Pentrehafod, maintained their activities to improve. Dylan Thomas Comprehensive has also benefitted from Schools Challenge Cymru support in 2015-2016.</li> </ul>										
Policy Commitments 15, 17 & 19										
<ul style="list-style-type: none"> <li>Challenge advisers in Swansea have completed the annual programme of visits to assess schools. Resulting from this work, the categories of all primary and secondary schools were published at the end of January 2017, in accordance with the national system. The Welsh Government's categorisation system aims to identify the appropriate level of support for each school according to need. There are four colours: green recognises a highly effective, well-run school with strong leadership; yellow signifies a school already doing well but knowing areas it can improve; amber means a school needing help to make improvements more quickly; and red are schools in need of greatest improvement. The categorisation figures show an improvement on the previous year. Swansea has no red schools. Of the 79 primary schools in Swansea, 35 have been awarded green, which is up from 29 in 2016, 32 are yellow, 12 are amber, which is two less than last year, and none are red, where there two last year. There are eight secondary schools categorised green, four yellow and two amber. Swansea's Pupil Referral Unit has moved from red to amber while Penybryn Special School is green and Ysgol Crug Glas is amber.</li> <li>The national drive for schools to support each other continues to be developed, involving schools of all categorisations collaborating on improvement. A regional system for identifying and sharing good practice has been established.</li> </ul>										
Policy Commitment 16										
<ul style="list-style-type: none"> <li>Attendance over three years continues to improve in primary and secondary schools and performance targets have been met. Secondary attendance has improved on the previous year and is 0.1% above the Wales average and ranking 11th nationally. Primary attendance was the same as the previous year, equals the Wales average and ranking 12th nationally. Permanent exclusions remain low and fixed-term exclusions from secondary schools are reducing.</li> </ul>										
Policy Commitment 18										
<ul style="list-style-type: none"> <li>Following the removal of grant funding, a reduced central service for Family Learning is now in operation. Some schools fund provision themselves.</li> </ul>										
Policy Commitments 20 & 21										
Ensure 85% of funding is delegated directly to schools – delegation for 2015-2016 was 83.6% and rose to 84.8% in 2016-2017. Additionally to this, funding has been devolved to schools during the financial year from EOTAS provision. The Joint Finance sub-group of the School Budget Forum continues to examine the implications and mitigation of the effect of future reductions to funding in the context of meeting need. The Forum is working with the Education Strategy Group on a model of education for the future.										

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
<b>Priority 3 : Creating a vibrant and viable city and economy</b>										
A Planning policy framework that supports the creation of a vibrant and viable City and economy  Page 235	<b>EP28 ↑</b>  The percentage of all planning applications determined within 8 weeks	<b>AMBER</b>  <b>77.73%</b>	80%	86.38%	<b>RED</b>  ↘	The total number of all planning applications determined during the year within 8 weeks 356   368		The failure to meet this target was partially influenced by disruption of the Service during the introduction of the new IT planning system (Uniform) and further by new Welsh Government Legislation which allows amended applications an additional 4 weeks to determine. Performance for the quarter would have yielded 96% if extensions completed in time were included.	Phil Holmes	Andrew Pitson
	<b>EC2 ↑</b>  The percentage of all major applications with an economic imperative that are approved	<b>GREEN</b>  <b>92.9%</b>	85%	76.1%	<b>GREEN</b>  ↗	Total number of major applications with an economic imperative that are approved 13   169  Total number of major applications determined in the quarter 14   222				
Better quality commercial floorspace enabling the provision of increased employment at sustainable locations	<b>EC3 ↑</b>  Amount of commercial floorspace (m <sup>2</sup> ) created within the city centre to accommodate job creation	<b>GREEN</b>  <b>4,216m<sup>2</sup></b>	3,980m <sup>2</sup>	300m <sup>2</sup>	<b>GREEN</b>  ↗	Amount of commercial floorspace created by sq m within the city centre 4,216m <sup>2</sup>   300m <sup>2</sup>  D 1   1		Increase due to project completion at a number of properties under the Property Enhancement Development programme.	Phil Holmes	Paul Relf
Improved city living opportunities by maximising the use of appropriate and previously developed land	<b>EC4 ↑</b>  Number of new housing units created in Swansea City Centre as a result of Vibrant & Viable Places funding	<b>GREEN</b>  <b>51 units</b>	33 units	3 units	<b>GREEN</b>  ↗	Additional number of new housing units completed within Swansea City Centre through Vibrant and Viable Places. 51   3  D 1   1		Increase due to a strong uptake of the Homes Above Shops grant scheme		

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Employment & Training opportunities created	BBMA3 ↑ The number of training and employment weeks created by Beyond Bricks & Mortar for unemployed and economically inactive	AMBER  173	180	211	RED  ↓	Number of person weeks of training and employment undertaken		The result is lower than expected as project starts have been delayed, which has meant delays to opportunities for training and work. Mariner Street will be starting later than anticipated.	Phil Holmes	Sue Woodward
						173	211			
						1	1			

### Creating a vibrant and viable City and Economy

Outcome	Action	Comment
Vibrant new retail and leisure development within the City Centre, commencing with the comprehensive redevelopment of St. David's	Secure planning consent for the redevelopment of St David's.	1st stage Consultation Events held as part of pre-planning application consultation. Documents for outline planning application being progressed and are on target for submission by March 2017. Pre-qualification questionnaires (PQQ) for Arena Operator returned and evaluation undertaken. Planning application granted on relocation of Llys Dewi Sant to the Vetch site. Ongoing discussions regarding City Deal to partly fund elements of the project.
A Kingsway Employment Hub to stimulate enterprise development	Prepare first phase sites and secure funding for new office development, building refurbishment and infrastructure enhancements (including digital) for the Kingsway Employment Hub.	Westway enabling works now complete. Oceana scaffolding in-situ for main structural demolition. Commenced single storey demolition to south frontage. Targeted consultation on Kingsway public realm commenced. Brief for undertaking the surveys and demolition of properties on 232/233 Oxford Street and 70 The Kingsway received and being reviewed. Funding discussions ongoing with Welsh European Funding Office and Welsh Government.
Redevelopment of the Civic Centre site, contributing to the vibrancy of the City Centre	Select a developer and secure planning consent for the Civic Centre redevelopment.	Trebor selected as development managers for the Civic Centre site. Preferred civic centre office relocation option and funding solution to be agreed before redevelopment masterplan and phasing strategy are finalised.
Progressing Strategic Housing and mixed use development site proposals progressed in advance of the Local Development Plan (LDP) to reduce housing land supply shortfall	Submit the Deposit LDP for examination by Planning Inspectorate. Approve planning applications and supplementary planning guidance development for strategic housing and mixed development sites.	Currently on target to submit in line with Delivery Agreement. Applications being determined in line with statutory requirements.
New investment attracted from companies not currently located in Swansea	Devise an inward investment proposition with regional marketing suite and marketing materials in place to attract new investment opportunities.	Regional suite and virtual team in place and operational.
Extension of the tourist season and the tourism offer as part of the diversification of the rural economy	Adopt supplementary planning guidance (SPG) related to holiday accommodation opportunities	This specific SPG has been delayed due to the LDP workload taking priority. In addition, work has also been undertaken on other guidance, in particular City Centre policies and emerging HMO (House in Multiple Occupation) policy.

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

**Policy Commitments relating to creating a vibrant and viable economy**

- 34. Seek to increase the number of people living in the city centre
- 24. Work with partners and the business community to promote Swansea Bay City region
- 25. Utilise £11m in the House Revenue Account (HRA) to improve Council houses and boost local economy.
- 28. Create a clear, coherent and balanced approach to the city centre
- 36. Work closely with partners to develop a Creative City Region; create a Science and Innovation campus build Swansea as a science, technology and creative capital.
- 31. Plan for a sustainable transport system
- 32. Improve perceptions of our city as a place to work, visit and live
- 33. Enhance our public spaces and city's built heritage and empty properties

**Lead Head of Service's Overview**

The City Centre Framework sets the strategic policy direction and the ongoing implementation of the Realising the Potential programme and has a direct positive bearing on policy commitments 34, 24, 25, 28, 32 and 33. Significant new residential development is being delivered via VVP funded schemes with public and private sector partners across the City Centre.

Development Managers for the Civic Centre and St David's sites have been procured and technical reviews and occupier discussions are well underway. A planning application for a mixed use retail and leisure led development will be submitted for the St David's site in March 17. Operators have also been shortlisted for the Arena project. The structural demolition of the former Oceana building is underway and other strategic acquisitions nearby have been completed utilising Vibrant & Viable Places funding.

The Swansea Bay City Region working with partners as described in PC 24 continues apace. A stage 2 City Deal detailed business case has been prepared and submitted to UK Government. A decision is now awaited. The ambition set out in the business case will help improve perceptions of the city as a place to work, visit and live with significant investments in digital infrastructure, new developments and skills development (PC 32).

PC36 is being delivered through collaborations with the universities, where MoU's (Memorandum of Understanding) identify joint working, and via close collaboration with the City Region Board and demonstrated via the City Deal submission to Government. The university are key partners in the delivery of Hafod Copper Works and the Hydro-Hub project. PC 31 – enabling works at Westway have been completed to facilitate future highway investments at Kingsway, where design work is underway. An outline business case funding application has been submitted to Welsh European Funding Office (WEFO) to fund infrastructure works at Kingsway. The draft deposit LDP has undergone public consultation and the responses have been analysed. Further work is required prior to submission of the plan for examination

Looking specifically at PC 25, around £250 million will be spent up to 2020/21 (including this current year) to improve Council houses which includes the £11 million identified within the policy commitment. The HRA Capital programme is focussed on the improvement of the housing stock up to the WHQS (Welsh Housing Quality Standard) but also includes provision to support additional council housing.



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

### Priority 4 : Tackling Poverty

People have a decent standard of living; receiving the maximum benefits they are entitled to receive and in a prompt and timely way	<b>POV05 ↑</b>  The amount of additional benefits maximised for people who are entitled to claim each year by the involvement of the Welfare Rights Team	<b>GREEN</b>			<b>GREEN</b>	Amount of benefit income secured or increased			Rachel Moxey	Jane Storer
		<b>£204,794</b>	£200,000	£107,778	<b>↗</b>	£204,794      £107,778 D 1      1				
	<b>HBCT01a ↓</b>  Housing Benefit Speed of Processing: a) Average time for processing new claims.	<b>GREEN</b>			<b>GREEN</b>	Sum in calendar days of time taken to process all new claims.			Mike Hawes	Karen Williams
		<b>15.1 days</b>	19 days	17.3	<b>↗</b>	20,969      27,569 Number of new claims received 1,389      1,596				
	<b>HBCT01b ↓</b>  Housing Benefit Speed of Processing: b) Average time for processing notifications of change in circumstances	<b>GREEN</b>			<b>GREEN</b>	Sum in calendar days of time taken to process change in circumstances.				
		<b>4.5 days</b>	7 days	7.5	<b>↗</b>	47,051      73,386 Number of change in circumstances decided. 10,566      9,773				
	<b>HBCT02a ↓</b>  Council Tax Reduction Speed of Processing: a) Average time for processing new claims	<b>GREEN</b>			<b>GREEN</b>	Sum in calendar days of time taken to process all new claims.				
		<b>14.5 days</b>	19 days	18.2	<b>↗</b>	20,463      28,530 Number of new claims received 1,411      1,564				
	<b>HBCT02b ↓</b>  Council Tax Reduction Speed of Processing: b) Average time for processing notifications of change in circumstances	<b>GREEN</b>			<b>GREEN</b>	Sum in calendar days of time taken to process change in circumstances.				
		<b>3.1 days</b>	7 days	6.2	<b>↗</b>	48,196      73,105 Number of change in circumstances decided. 15,347      11,703				

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
Prevent homelessness to help maintain stability and security for families, safeguard health, wellbeing and prevent social exclusion	<b>POV06 ↓</b>  The average number of days all homeless families with children spent in Bed & Breakfast accommodation	<b>GREEN</b>  <b>3.0 days</b>	7 days	6.0 days	<b>GREEN</b>  ↗	Number of days for each period spent in B&B accommodation by each family with children whose duty has been accepted during the year.			Lee Morgan	Marie Muldoon
						3	12			
						Total number of homeless families with children whose duty has been accepted who have spent time in B&B accommodation				
						1	2			

### Actions for Tackling Poverty

Outcome	Action	Comment
Investment to improve council housing, bring wider economic benefits and contribute to the regeneration of estates	Deliver capital programme schemes/£55m spend	Expenditure on the Welsh Housing Quality Standard (WHQS) for the current financial year was recorded as £30.59m at the end of November 2016. It is projected that £54.35m will have been spent by the end of the financial year. So far this financial year members of the community have benefited from 1179 hours of training which have been supplied by the contractors delivering WHQS and a further 41 are employed in delivering various elements of the standard. The housing stock will be brought up to the WHQS by 2020/21 and the impact of achieving the standard will be that all Council tenants will be living in safe, secure and energy efficient properties located in pleasant environments.

Lynda Grove

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

### Policy Commitments relating to tackling poverty

- 38. Tackle poverty and unemployment, especially amongst young people and within the most deprived communities
- 22. Implement a pledge to ensure that all 18-24 yr olds have access to quality information, education and enterprise
- 24. Work with CAB and other partners to enhance the Council's existing Welfare Rights service
- 37. Explore with Credit Unions how to make loans to micro businesses
- 39. Work with Moneyline Cymru and other partners to help people on low incomes access affordable loans
- 66. Play a full part in the Healthy Cities initiative to address health inequalities and life expectancy

### Lead Head of Service's Overview

Within the council the Welfare Rights Team continues to support people to maximise the benefits they are entitled to. We continue to work with partners such as Citizens advice and LASA Credit Union to mitigate the impact of welfare reform. The Housing Benefits team continue to ensure that people receive their benefit in a prompt and timely manner. The Lift and Communities for Work programmes continue to offer employability advice and development helping local people into employment and training. The Young People's Service continues to work with 11-25 year olds to provide support to the most vulnerable. The Early Years strategy and Action plan continue to prepare young children for the best start in life and readiness for school. The council has launched its corporate apprentice and trainee strategy which was approved by Cabinet in July 2016 aimed at maximising job and training opportunities with particular reference to targeted opportunities which will directly and positively impact on the councils tackling poverty agenda. Formal launch of the 2017 intake will take place during national apprentice week from the 6th March 2017

In addition the council has approved an extension of the existing Beyond Bricks and Mortar initiative from construction, development and regeneration to all activities and services across the council where benefits can be achieved. The revived Community Benefit policy, approved by Council in July 2016, ensure that all relevant contracts and activities include clauses to maximise the opportunities for targeted recruitment and training and other community benefits thus developing opportunities and skills for those in the greatest need.



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
People are living in cohesive and resilient communities with the right skills and technological improvements to sustain their communities	<b>SUSC2 ↑</b>  Percentage of people across Swansea who agree or strongly agree they can influence decisions affecting their neighbourhood	<b>GREEN</b>  37.6%	25%	-	<b>New PI, no historical data</b>	Number of people responding 'agree' and 'strongly agree' to: To what extent do you agree that you can influence decisions affecting your neighbourhood?			Chris Sivers	Rhian Millar
						260	N/A			
						Total number of respondents to the question				
						691	N/A			
More people living at home or in the community instead of in residential care	<b>SCA001 ↓</b>  The rate of delayed transfers of care for social care reasons per 1000 population aged 75 or over	<b>GREEN</b>  1.71	6	3.81	<b>GREEN</b>  ↗	Total number of local authority residents experiencing a delayed transfer of care during the year for social care reasons			Alex Williams	John Grenfell
						37	80			
							Total population aged 75+			
							21,672	21,024		
	<b>AS4 ↑</b>  Percentage of clients returning home following a period of residential reablement	<b>GREEN</b>  62.50%	58%	57.78%	<b>GREEN</b>  ↗	The number of people who have left the residential reablement services whose destination on leaving was own home or to family				
						35	26			
						The total number of people who have left the residential reablement service				
						56	45			



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			
People are living in cohesive and resilient communities with the right skills and technological improvements to sustain their communities  Page 244	<b>SUSC1 ↑</b>  Percentage of people across Swansea who are satisfied or very satisfied with their local area as a place to live	<b>GREEN</b>  <b>88.0%</b>	86.56%	85.67%	<b>GREEN</b>  ↗	Number of people responding 'satisfied' and 'very satisfied' to: Overall, how satisfied are you with your local area as a place to live? <b>632</b>	<b>616</b>		<b>Chris Sivers</b>	<b>Rhian Millar</b>
	Total number of respondents to the question <b>718</b>	<b>719</b>								
Page 244	<b>SUSC3 ↑</b>  Percentage of Swansea residents who agree or strongly agree that their local area is a place where people from different backgrounds get on well together	<b>GREEN</b>  <b>82.4%</b>	76%	70.60%	<b>GREEN</b>  ↗	Number of people responding 'agree' and 'strongly agree' to: To what extent do you agree that your local area is a place where people from different backgrounds get on well together? <b>582</b>	<b>497</b>		<b>Chris Sivers</b>	<b>Rhian Millar</b>
	Total number of respondents to the question <b>706</b>	<b>704</b>								
More people are involved in local community activities that are important to them	<b>WMT009(b) ↑</b>  The percentage of municipal waste collected by local authorities and prepared for reuse and/or recycled, including source segregated biowastes that are composted or treated biologically in another way	<b>GREEN</b>  <b>63.75%</b>	58%	60.64%	<b>GREEN</b>  ↗	Total tonnage of local authority Municipal waste prepared for reuse and/or recycled, including source segregated biowastes that are composted or treated biologically in another way <b>20,241</b>	<b>18,526</b>	The figure submitted is for Quarter 2 2016/17 as per previous agreement. The provisional figures for Q3 are not available until mid Feb 17	<b>Chris Howell</b>	<b>Keith Coxon</b>
	The tonnage of municipal waste collected by the local authority <b>31,752</b>	<b>30,549</b>								

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q3 15-16	Trend since Q3 15-16	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q3 15-16			

**Policy Commitments relating to building sustainable communities**

- 2. Seek wider and imaginative community use of public assets such as Council owned buildings
- 72. Support independent living, improved options for older people. Increase funding for housing co-operative
- 3. Explore collaborative and innovative ways in which local services can be financed and delivered
- 64. Relocate social services to work directly in the communities they serve and co-locate them with other services

**Lead Head of Service's Overview**

Our intended outcomes are to promote independent living at home or in the community instead of in residential care. The percentage of people returning home following a period of residential reablement rather than entering into long-term care is good. Over 90% of people who use the reablement home care service either return home with no package of care or a reduced package of care showing that the service is helping people achieve their preferred outcome of staying at home as independently as possible.

There has been a significant improvement in the numbers of people delayed waiting in hospital for social care related reasons. These delays are mainly due to difficulties in arranging packages of home care. We are actively looking at how we can address this to facilitate as quick a discharge from hospital as possible.

There are now 6 Local Area Coordinators in place actively supporting people in the relevant communities. The approach is proving very successful and we are currently looking at the business case for expansion.

We also want people to live in cohesive and resilient communities. Our survey of peoples' perceptions of their communities is showing a high percentage of respondents satisfied with their areas as places to live and agree that people from different backgrounds get on well together. The amount of waste people recycle keeps increasing and we continue to exceed our targets.

Responsible Officer



**Performance Report - Quarter 3 2016-17**

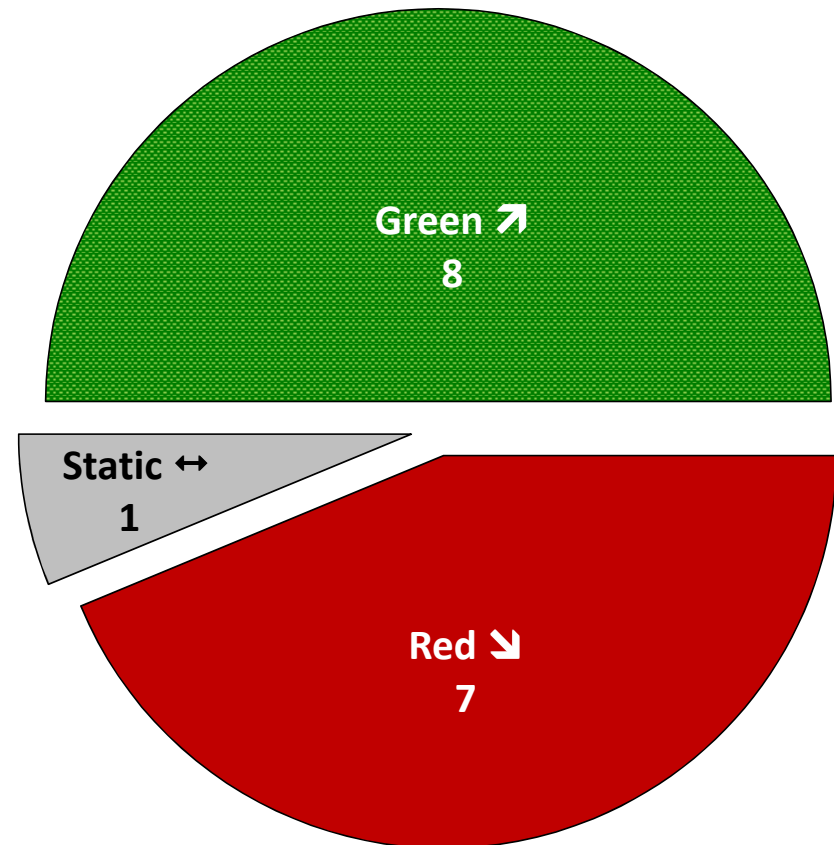
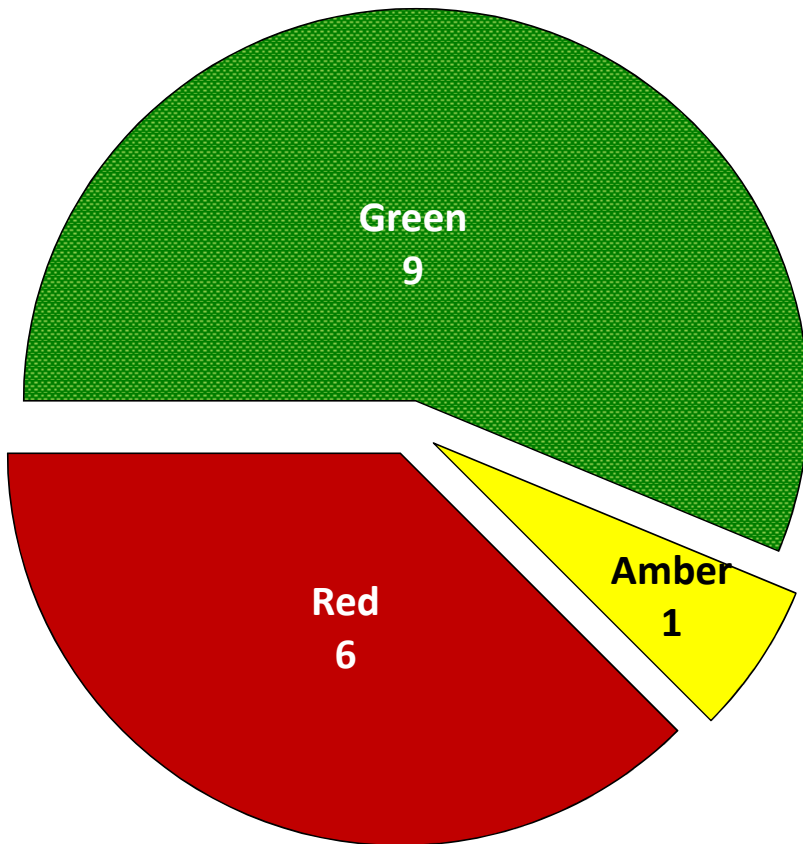


Quadrant Performance against Target Q3 2016/17

Quadrant Performance compared to Q2 2016/17

Overall Council Summary

Overall Council Summary



Performance Report - Quarter 3 2016-17

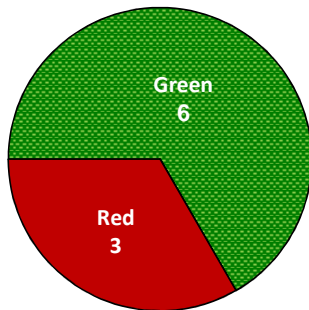
Quadrant Performance against Target Q3 2016/17



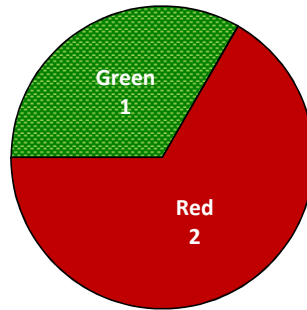
Quadrant Performance compared to Q2 2016/17

Page 247

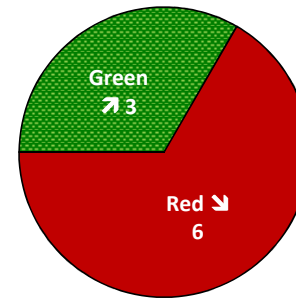
Customer



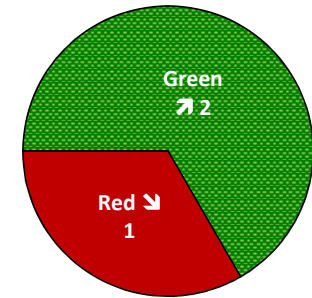
Finance



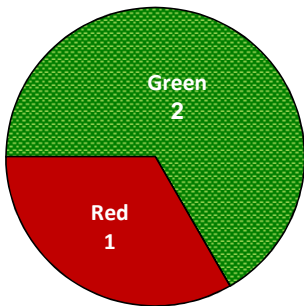
Customer



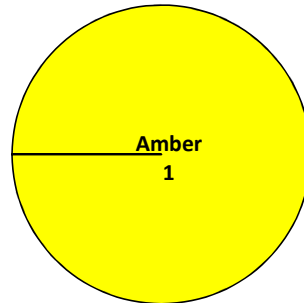
Finance



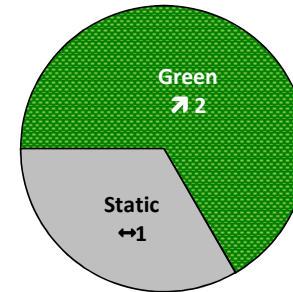
Processes



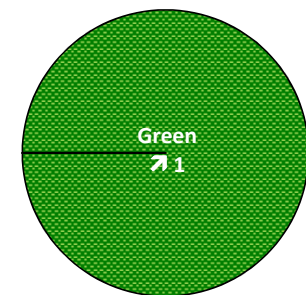
Workforce



Processes



Workforce



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
<b>Corporate Support - Customer</b>										
Reduce demand  Increase Digital Transactions  Page 248	<b>CUST1b ↓</b>	<b>GREEN</b>			<b>GREEN</b>	Number of contacts in Civic Centre requiring Face to face handling		Decrease from previous quarter due to Contact Centre being closed due to Christmas and New Year holidays and actively promoting digital by choice.	Lee Wenham	Julie Nicholas-Humphreys
	Number of Face to Face contacts in Contact Centre	<b>9,477</b>	13,601	11,529	↗	<b>9,477</b>	<b>11,529</b>			
						<b>1</b>	<b>1</b>			
	<b>CUST4c ↑</b>	<b>GREEN</b>			<b>RED</b>	Number of visitors who used the E-zone facilities				
	Number of visitors using the Contact Centre E-zone	<b>794</b>	453	876	↘	<b>794</b>	<b>876</b>			
						<b>1</b>	<b>1</b>			
<b>CUST2a ↑</b>	<b>RED</b>			<b>RED</b>	Number of service-based payments received on the Civica payment system via City & County of Swansea websites		This is following the seasonal pattern of payments – will take this into consideration when setting targets for 16/17. Will also consider new parameters to reflect percentage of payments online not just number.	Sarah Caulkin	Liz Shellard	
Number of online payments received via City & County of Swansea websites	<b>38,922</b>	43,200	40,067	↘	<b>38,922</b>	<b>40,067</b>				
					<b>1</b>	<b>1</b>				
<b>CUST2b ↑</b>	<b>GREEN</b>			<b>RED</b>	Number of forms completed online for processes which are fully automated.		Exceeded target - will be waiting for a full year's result so that more accurate targets can be set as there was no baseline. Will also consider new parameters to reflect percentage of online forms not just number			
Number of forms completed online for fully automated processes	<b>3,599</b>	1,950	3,671	↘	<b>3,599</b>	<b>3,671</b>				
					<b>1</b>	<b>1</b>				

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Improve Customer satisfaction  Page 249	<b>CUST5 ↑</b>  Percentage of recent customers who were satisfied or very satisfied with the level of customer service they received from Swansea Council	<b>GREEN</b>  83.3%	70%	83.9%	<b>RED</b>  ↘	Number of people responding 'satisfied' and 'very satisfied' to: If you engaged with a member of Swansea Council staff within the last 6 months - Overall, how satisfied or dissatisfied are you with the level of customer service you received from Swansea Council on that occasion? <b>284</b>   <b>214</b>	Total number of respondents to the question <b>341</b>   <b>255</b>		Lee Wenham	Rhian Millar
	<b>CUST6 ↑</b>  Percentage of Swansea residents satisfied or very satisfied with Council services overall.	<b>GREEN</b>  70.5%	60%	72.7%	<b>RED</b>  ↘	Number of people responding 'satisfied' and 'very satisfied' to: How satisfied are you with Council services overall? <b>506</b>   <b>392</b>	Total number of respondents to the question <b>718</b>   <b>539</b>			
	<b>CUST10a ↓</b>  Number of corporate complaints	<b>RED</b>  259	240	268	<b>GREEN</b>  ↗	Number of corporate complaints received by the Corporate Complaints section <b>259</b>   <b>268</b>	D <b>1</b>   <b>1</b>	We encourage the reporting of complaints and compliments as a means of improving services. Performance at quarter 3 shows an improvement compared to both quarter's 1 and 2. A full report on corporate complaints and compliments will be published at the end of the financial year.		Andrew Taylor

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Improve Customer satisfaction  Page 250	<b>CUST10b ↓</b>	<b>RED</b>			<b>RED</b>	Number of responses where the service confirms that further action is required, after a complaint response has been sent, to address and/or tackle issue(s) arising from a complaint received. <b>135</b>   <b>67</b>		We encourage the reporting of complaints and compliments as a means of improving services. The target of 30% is only based on limited information, as this statistic has only been available for the last year. It may be that 30% is aspirational but unrealistic. This needs to be monitored as more management information is gathered. A full report on corporate complaints and compliments will be published at the end of the financial year.	<b>Lee Wenham</b>	<b>Andrew Taylor</b>
	Percentage of justified corporate complaints which require further action after the closure of the complaint to tackle the issue	<b>46.4%</b>	30%	26%	↘	Number of corporate complaints received by the Corporate Complaints section in period which are adjudged to be justified <b>291</b>   <b>262</b>				
	<b>CUST11 ↓</b>	<b>GREEN</b>			<b>GREEN</b>	Number of letters received from the Ombudsman confirming there has been a finding of maladministration against the Authority <b>0</b>   <b>2</b>				
	Percentage of complaints considered by the Public Services Ombudsman for Wales ('the Ombudsman') where the Ombudsman has determined there was maladministration on the part of the Authority	<b>0%</b>	0%	18%	↗	Number of letters received from the Ombudsman where a determination has been made in relation to a complaint received <b>5</b>   <b>11</b>				
<b>Corporate Support - Finance</b>										
Budget Monitoring and delivering of savings	<b>FINA6 ↑</b>	<b>RED</b>			<b>RED</b>	Identified forecast general fund revenue savings and income for the year <b>£15.020m</b>   <b>£15.041m</b>		The £7.3.m shortfall is largely consistent with that identified through savings tracker reports at an early stage in 2016/17. Robust management action has resulted in an overall forecast of a £0.7m year end deficit as at quarter 3.	<b>Mike Hawes</b>	<b>Ben Smith</b>
	Percentage of identified forecast general fund revenue savings and income for the year compared to originally approved budget	<b>66.72%</b>	95%	66.81%	↘	Agreed original savings set out in the budget approved by Council. <b>£22.513m</b>   <b>£22.513m</b>				

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments  (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Budget Monitoring and delivering of savings	<b>FINA10a ↓</b>  For the General Fund Revenue Budget: a) the forecast variance (£) from agreed departmental revenue budget	<b>RED</b>  <b>£3,579,000</b>	£0	£4,925,000	<b>GREEN</b>  ↗	i) Forecast outturn for departmental revenue budget MINUS ii) Agreed departmental revenue budget (=original budget plus approved virements) <b>£3,579,000</b>	<b>£4,925,000</b>	This is the overall forecast variation on services as reported in the 3rd quarter monitoring report. Management action has been taken and we expect the position to improve and be reflected when reporting at the end of the financial year.	Mike Hawes	Ben Smith
	<b>FINA10b ↓</b>  For the General Fund Revenue Budget: b) the forecast variance (£) from agreed budget against additional savings target, central budget items and contingency fund	<b>GREEN</b>  <b>-£2,919,000</b>	£0	-£400,000	<b>GREEN</b>  ↗	For the GFRB for the additional savings target, central budget items and contingency fund: i) Forecast outturn for budget MINUS ii) Agreed budget (=original budget plus approved virements) <b>-£2,919,000</b>	<b>-£400,000</b>			
<b>Corporate Support - Processes</b>										
Increase self-service for employees	<b>PROC1 ↑</b>  Number of employee self-service transactions	<b>GREEN</b>  <b>18,980</b>	16,000	15,129	<b>GREEN</b>  ↗	Number of employee self-service transactions <b>18,980</b>	<b>15,129</b>	This quarter has seen an increase in completed return to work interviews and purchase orders via self-service.	Sarah Caulkin	Matthew Knott
Consolidate/ Reduce Business Support	<b>PROC3a ↓</b>  The number of Business Support posts in the establishment	<b>GREEN</b>  <b>1,296</b>	1,350	1,322	<b>GREEN</b>  ↗	The number of Business Support posts in the establishment <b>1,296</b>	<b>1,322</b>		Steve Rees	Sian Williams

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Re-commission services	<b>PROC4a ↑</b>  Number of Commissioning Service Reviews completed within the set process timescales	<b>RED</b>  1	6	1	↔	Number of Commissioning Service Reviews completed within timescales to inform a Cabinet decision for implementation 1	1	Qtr 3 - Parks and Cleansing review was delayed so did not complete the review in 22 wks (28wks) further time was needed to undertake service comparison work with other providers of a similar service or another local authority. Qtr 3 - Family Support delayed will over run into Qtr 4 for delivery extra time as this review has been split into 4 mini reviews.	<b>Sarah Caulkin</b>	<b>Vicky Thomas</b>

### Corporate Support - Workforce

Staff are in work and healthy Page 2 of 2	<b>CHR002 ↓</b>  The no. of working days / shifts per full time equivalent (FTE) local authority employee lost due to sickness absence	<b>AMBER</b>  2.01	2.00	2.12	<b>GREEN</b>  ↗	Total number of working days/shifts lost to sickness absence, between 1 April and 31 March annually as FTE. 18,334	19,409	<b>Note from Corporate Performance Team - Data quality under review</b>  As the quarterly sick days figure shows, we are starting to see some significant reductions in the number of days and by continuing to implement the policy we are expecting that this trend will continue into the next quarter.	<b>Steve Rees</b>	<b>Sian Williams</b>
					Average number of full-time equivalent (FTE) employees. 9,107	9,146				
Staff satisfaction and morale are high	<b>WORK5 ↑</b>  Percentage of staff satisfied with the support they get from their immediate manager	<b>GREEN</b>  81.3%	79.0%	79.0%	<b>GREEN</b>  ↗	Number of staff responding 'satisfied' and 'very satisfied' to: Question 5: How satisfied are you with each of the following aspects of your job? The support I get from my immediate manager 1,523	1,402	<i>Results of the 2016 staff survey are included in the Q3 report for information. RAG status and trend are not included in the results summary for this priority at Q3 since these are annual indicators.</i>	<b>Rhian Millar</b>	
				Total number of respondents to the question 1,874	1,775					

Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Staff are satisfied with the recognition they get for making	<b>WORK9 ↑</b>  Percentage of staff who say that they are able to make improvements in their area of work	<b>GREEN</b>  <b>79.7%</b>	76.9%	76.9%	<b>GREEN</b>  ↗	Number of staff responding 'agree' and 'strongly agree' to: Question 2: To what extent do you agree or disagree with the following statements about your work? - I am able to make improvements in my area of work <b>1,495</b>	<b>1,367</b>	<i>Results of the 2016 staff survey are included in the Q3 report for information. RAG status and trend are not included in the results for this priority at Q3 since these are annual indicators.</i>	<b>Steve Rees</b>	<b>Rhian Millar</b>
					Total number of respondents to the question <b>1,876</b>	<b>1,778</b>				
All staff receive an appraisal at the appropriate time	<b>WORK11 ↑</b>  Percentage of staff satisfied with the support they have to develop their skills and learn new things	<b>GREEN</b>  <b>71.4%</b>	67.9%	67.9%	<b>GREEN</b>  ↗	Number of staff responding 'agree' and 'strongly agree' to: Question 5: How satisfied are you with each of the following aspects of your job? - The support I have to develop my skills and learn new things <b>1,342</b>	<b>1,208</b>			
Page 253					Total number of respondents to the question <b>1,880</b>	<b>1,780</b>				
Staff satisfaction and morale are high	<b>WORK13a ↓</b>  Percentage of staff who indicate that they have personally experienced harrassment, bullying or abuse in the last 12 months from: a) Service users, their relatives or other members of the public	<b>GREEN</b>  <b>19.2%</b>	21.2%	21.2%	<b>GREEN</b>  ↗	Number of staff responding 'yes' to: Question 9: In the last 12 months have you personally experienced harrassment, bullying or abuse at work from: • Service users, their relatives or other members of the public <b>353</b>	<b>359</b>			
					Total number of respondents to the question <b>1,836</b>	<b>1,696</b>				



Related Outcome	PI & desired direction of Travel	Result Q3 16-17	Target Q3 16-17	Perform Q2 16-17	Trend since Q2 16-17	N – Numerator D – Denominator		Comments (Explanation and Actions)	Responsible Head of Service	Responsible Performance Officer
						Q3 16-17	Q2 16-17			
Staff satisfaction and morale are high  Page 254	<b>WORK13b ↓</b>  Percentage of staff who indicate that they have personally experienced harrassment, bullying or abuse in the last 12 months from: b) Managers/team leaders	<b>GREEN</b>			<b>GREEN</b>	Number of staff responding 'yes' to: Question 9: In the last 12 months have you personally experienced harrassment, bullying or abuse at work from: • Managers/team leaders 161   194		<i>Results of the 2016 staff survey are included in the Q3 report for information. RAG status and trend are not included in the results for this priority at Q3 since these are annual indicators.</i>	Steve Rees	Rhian Millar
		<b>10.2%</b>	12.2%	12.2%	↗	Total number of respondents to the question 1,580   1,584				
	<b>WORK13c ↓</b>  Percentage of staff who indicate that they have personally experienced harrassment, bullying or abuse in the last 12 months from: c) Colleagues	<b>GREEN</b>			<b>GREEN</b>	Number of staff responding 'yes' to: Question 9: In the last 12 months have you personally experienced harrassment, bullying or abuse at work from: • Colleagues 142   154				
		<b>9.0%</b>	9.8%	9.8%	↗	Total number of respondents to the question 1,584   1,579				

# Agenda Item 16.

## Report of the Cabinet Member for Transformation & Performance

Cabinet – 16 March 2017

### WELL-BEING OBJECTIVES AND STATEMENT 2017/18

<b>Purpose:</b>	To set out the well-being objectives and well-being statement 2017/18 for the Council as required by the Well-Being of Future Generations (Wales) Act 2015
<b>Policy Framework:</b>	<i>Delivering for Swansea Corporate Plan 2016/17</i>
<b>Reason for Decision:</b>	To implement the requirements outlined within the Well-Being of Future Generations (Wales) Act 2015
<b>Consultation:</b>	Cabinet Member, Legal, Finance and Access to Services
<b>Recommendation(s):</b>	It is recommended that Cabinet proposes to Council that:  <ol style="list-style-type: none"><li>1) The Council's 5 key priorities expressed in its current Corporate Plan 2016/17 are carried forward into 2017/18 as the Council's Well-Being Objectives.</li><li>2) The Council's 'Well-Being Statement' for 2017/18 is approved.</li><li>3) The work currently underway to review the Council's Well-Being Objectives continues after the local government elections with the newly elected Administration into 2017/18 with a new Corporate Plan published as soon as practicably possible.</li></ol>
<b>Report Authors:</b>	Richard Rowlands
<b>Finance Officer:</b>	Carl Billingsley
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Sherill Hopkins

#### 1.0 Introduction

- 1.1 This report outlines proposals for meeting the requirements set out in the Well-Being of Future Generations (Wales) Act 2015 (the 'Act') for public bodies to set Well-Being Objectives.

1.2 In summary, the Act sets out:

- I. **The Well-Being Duty.** The Well-Being Duty requires public bodies to carry out sustainable development and encompasses two main obligations:
  - a. Deciding priorities – the duty to set ‘Well-Being Objectives’.
  - b. Meeting priorities – the duty to take ‘reasonable steps’.
- II. **Well-Being Statement (Public Bodies) / Local Well-Being Plans (PSB).** The duty to publish statements about Well-Being Objectives.
- III. **Annual Report.** The duty to report annually on progress toward meeting Well-Being Objectives.
- IV. **Progress.** National Milestones and Indicators.
- V. **Evidence.** Including the Future Trends Report.
- VI. **Accountability.** Auditor General Wales (Public Bodies) / Scrutiny (PSB).
- VII. **Supporting the Change.** Future Generations Commissioner.

## 2.0 Requirements for setting Well-Being Objectives

### 2.1 *Setting and Publishing ‘Well-Being Objectives’*

The Act sets out some specific proposals regarding Corporate Planning and the setting of objectives.

2.1.1 The Council must set and publish ‘*Well-Being Objectives*’ **no later than 31 March 2017**.

2.1.2 When setting its Well-Being Objectives, the Council must have regard to **all seven** of the national Well-Being Goals prescribed under the Act.

2.1.3 The seven national Well-Being Goals are summarised below. Their full description can be found at **Appendix A**:

- I. A prosperous Wales.
- II. A resilient Wales.
- III. A healthier Wales.
- IV. A more equal Wales.
- V. A Wales of cohesive communities.
- VI. A Wales of vibrant culture and thriving Welsh language.
- VII. A globally responsible Wales.

2.1.4 The Council’s Well-Being Objectives must be designed to ‘maximise its contribution’ to achieving each of the seven national Well-Being Goals; and the Council must take ‘all reasonable steps’ (in exercising its functions) to meet them. The Goals are not to be considered a hierarchy (i.e. they are all of equal importance), but as an integrated set.

- 2.1.5 The Council will have to understand its current contribution to each of the seven national Well-Being Goals and seek to maximise that contribution through its Well-Being Objectives.
- 2.1.6 The Council will need to be able to explain in its *Well-Being Statement* (see para 2.3) why it considers that its Well-Being Objectives will contribute to the achievement of the seven national Well-Being Goals.
- 2.1.7 The Council must also have regard to evidence when setting its Well-Being Objectives. This evidence includes:
- *National Indicators* (when published) – *population* indicators comprising of data as it affects a community area (in this case a regional area, i.e. Wales); they are not performance indicators measuring the performance of the Council or any single organisation.
  - *A Future Trends Report* – published by the Welsh Government outlining predictions of likely future trends in social, economic, environmental and cultural well-being of Wales.
  - *The Assessment of Local Well-Being* – undertaken by (on behalf of) the Public Service Board (PSB).
- 2.1.8 The Council's Well-Being Objectives must be reviewed on an annual basis.

## **2.2 *Applying the Sustainable Development Principle – five key ways of working***

The Act puts in place a '*Sustainable Development Principle*', which tells organisations how to go about meeting their duty under the Act.

- 2.2.1 The Sustainable Development Principle is based upon five key ways of working that the Council will need to apply (and demonstrate that it has applied) when setting its Well-being Objectives and setting out the steps it will take to meet them, as follows:
- I. *Long-Term* – the Council balancing short-term needs with the need to safeguard the ability to also meet long-term needs. The Council's Well-Being Objectives must look ahead to the long-term at least 10+ years and up to 25+ years into the future.
  - II. *Prevention* – the Council when setting and taking steps to meet its Well-Being Objectives acting to prevent problems from occurring or getting worse.
  - III. *Integration* – the Council considering how its Well-Being Objectives may impact upon each of the seven national Well-Being Goals, on its other objectives and on the objectives of other public bodies; action should be taken to minimise any detrimental impacts.

- IV. *Collaboration* – the Council considering how it can work with other public bodies, or with other parts of the Council, to meet its Well-Being Objectives.
  - V. *Involvement* – the Council involving people with an interest in achieving its Well-Being Objectives and ensuring that those people reflect the diversity of the area that the Council serves.
- 2.2.2 The Council will need to set out in its Well-Being Statement why it considers that its Well-Being Objectives have been set in accordance with the Sustainable Development Principle.
- 2.3 *Publish a Well-Being Statement in the Corporate Plan.***  
The Council must publish a *Well-Being Statement* in its Corporate Plan along with its Well-Being Objectives.
- 2.3.1 The Well-Being Statement must outline why the Council feels that each Well-Being Objective will see it maximise its contribution to the seven national Well-Being Goals.
- 2.3.2 The Well-Being Statement will also need to set out how the Council has applied the Sustainable Development Principle (the 5 ways of working) in setting and taking steps to meet its Well-Being Objectives.
- 2.3.3 The Council’s well-being statement for 2017/18 is attached to this report at **Appendix B**.
- 2.4 *Requirement to set ‘Improvement Objectives’***
- 2.4.1 Local authorities are still under an obligation under the Local Government (Wales) Measure 2009 to set ‘Improvement Objectives’ as soon as is reasonable practical after the start of the financial year.
- 2.4.2 Guidance issued to local authorities by the WLGA following discussions with Welsh Government, the Wales Audit Office and Office of the Future Generations Commissioner states that to all intents and purposes well-being objectives and improvement objectives can be treated as one and the same and that one set of objectives would jointly discharge the separate duties to produce well-being objectives and improvement objectives.
- 3.0 PROPOSALS FOR 2017/18**
- 3.1 The Council’s current Corporate Plan 2016/17 *Delivering for Swansea* describes 5 key priorities:
- I. Safeguarding Vulnerable People
  - II. Improving Pupil Attainment
  - III. A Vibrant & Viable City and Economy
  - IV. Tackling Poverty
  - V. Building Sustainable Communities

- 3.2 Work is underway to review the existing Corporate priorities in light of the requirements set out within the Act. This includes:
- I. **An Integrated Impact Assessment (IIA) completed** on the current Corporate Plan 2016/17. The IIA seeks to: firstly, establish supporting evidence to show how the Corporate Plan demonstrates that the Council is maximising its contribution to the 7 national goals through its Well-Being Objectives (nee priorities); secondly, identify and seek to address gaps in our current priorities and Corporate Plan contributing to the national goals and provide options on how these gaps may be addressed.
  - II. **Public survey** on the outcome from the IIA to help establish public and partner views, as part of the *Involvement* and *integration* principles, on how important to Swansea the Council's contributions are in terms of the 7 national goals. This was done through a survey on the Council's 'Have your say' section of the web page; staff and Members, PSB members, Community Councils and various representative groups / forums were sent the link to the survey. Further and more meaningful consultation, engagement and involvement with a diversity of citizens on reviewing our well-being objectives will need to take place following the local government elections in May 2017.
  - III. **Service Plan diagnostic workshops** to help services map and evidence their contribution to the 7 national goals and to prepare and plan for changes to their service in order to maximise opportunities and to comply with the Act.
  - IV. **Engaging with other public bodies** will need to be undertaken as part of the *integration* principle; to ensure that there are no adverse consequences for other public bodies from our Well-being Objectives and any proposals to revise them.
- 3.3 Other sources of evidence to inform the review and development of Well-Being Objectives are in varying states of availability. The Local Assessment of Well-Being is still under development. The Welsh Government has not yet published the results from the national set of population indicators established to support the Act.
- 3.4 The Administration elected following the Local Government Elections in May 2017 may wish to review and revise the existing corporate priorities, which will need to be done in line with the requirements set out within the Act.
- 3.5 For the reasons outlined above, the following course of action is proposed for 2017/18:

- I. That the Council's 5 key priorities expressed in its current Corporate Plan 2016/17 are carried forward into 2017/18 as the Council's well-being objectives.
- II. The 'Well-Being Statement' for 2017/18 attached at Appendix B is approved.
- III. The work currently underway to review the Council's priorities (Well-Being and Improvement Objectives) continues after the local government elections with the newly elected Administration into 2017/18 with reviewed well-being objectives (also discharging the duty to produce improvement objectives) and a new Corporate Plan published as soon as practicably possible.

#### **4.0 Equality & Engagement Implications**

- 4.1 This report has no immediate equality and engagement implications. The "Well-Being Statement" includes an explanation as to how the Council proposes to involve other persons with an interest in achieving its well-being objectives in reviewing its well-being objectives and that those persons will reflect the diversity of the population.
- 4.2 The Statement points out that Swansea was the first UK Council to adopt the United Nations Convention on the Rights of the Child (UNCRC). The UNCRC will inform the Council's review of its well-being objectives and how children and young people will be involved and supported to participate.
- 4.3 The Well-Being Statement also describes how the Council's Equality Objectives will be considered during the review of our well-being objectives to identify how equality can support their achievement; an Equality Impact Assessment will be undertaken to support this.
- 4.4 The Statement also sets out that in reviewing our well-being objectives, the Council will ensure this is done in accordance the requirements of the Welsh Language (Wales) Measure 2011.

#### **5.0 Financial Implications**

- 5.1 This report has no direct financial implications.

#### **6.0 Legal Implications**

- 6.1 Under the Local Government (Wales) Measure 2009 for each financial year the Council must set itself objectives for improving the exercise of its functions during that year ("improvement objectives") and further must have regard to guidance issued by the Welsh Ministers. By 1<sup>st</sup> April 2017, the Council must set itself "Well-Being Objectives" as required by the Well-Being of Future Generations (Wales) Act 2015 and have regard to guidance issued by the Welsh Ministers.

- 6.2 The WLGA, following discussions with the Welsh Government, Wales Audit Office and the Office of the Future Generations Commissioner, has issued advice to local authorities on statutory objective setting and reporting duties through the Local Government Measure 2009 and the Well-Being of Future Generations Act 2015, in particular given the interpretation of statutory timescales and the implications of the local government elections in May 2017; para 3.5 outlines proposals to meet this requirement.

**Background Papers:** None.

**Appendices:**

**Appendix A** - The **7 National Well-Being Goals** prescribed by the Well-Being of Future Generations (Wales) Act 2015/16

**Appendix B** – *Delivering for Swansea* The City & County of Swansea’s Well-Being Statement for 2017/18



**Appendix A – The 7 National Well-Being Goals** prescribed by the Well-Being of Future Generations (Wales) Act

Goal	Description of the goal
<b>A prosperous Wales</b>	An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
<b>A resilient Wales</b>	A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
<b>A healthier Wales</b>	A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
<b>A more equal Wales</b>	A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).
<b>A Wales of cohesive communities</b>	Attractive, viable, safe and well-connected communities.
<b>A Wales of vibrant culture and thriving Welsh language</b>	A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
<b>A globally responsible Wales</b>	A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

# ***Delivering for Swansea***

## **The City & County of Swansea's Well-Being Statement for 2017/18**

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## Appendix B

### Foreword

Swansea faces a number of challenges now and in the future, such as climate change, poverty, health inequalities and jobs and growth. To tackle these we need to work together. To give current and future generations a good quality of life we need to think about the long term impact of the decisions we make.

If we are to beat these challenges, we know we can't keep doing things in the way we always have. We have to do things differently to make things change.

The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental and cultural well-being of Wales. It will make the public bodies listed in the Act, like the City & County of Swansea, think more about the long-term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach. This will help us to create a Wales that we all want to live in, now and in the future.

None of this will be easy and will take time to fulfil. The City & County of Swansea has made a good start but there is a lot more to do. Swansea was an early adopter for the Well-Being of Future Generations Act and continues to push the boundaries of sustainable practice. Our values and principles together with our well-being objectives that are described in our Corporate Plan already make a significant contribution to improving the economic, environmental and cultural well-being of Wales; but the Council needs to do more to show that it is doing all it can do contribute to the Wales that we want and is working in a way that shows that the Sustainable Development Principle is fully embedded in its business.

The City & County of Swansea is fully committed to embedding sustainability as its central organising principle. It will build upon the good practice that already exists and will continue its maturing commitment to sustainable development, learning together along the way so that it shapes all that we do both now and in the future.

Cllr Rob Stewart  
Leader of the Council

Phil Roberts  
Chief Executive

## Appendix B

### 1. Introduction

The City & County of Swansea has been a leader in sustainable development in Wales and the UK. The Council has had a Sustainable Development function and resources in place since 1997.

The City & County of Swansea recognises the opportunity that the Well-Being of Future Generations (Wales) Act 2015 provides and is aiming beyond compliance to achieve transformational change.

The Council acted as Wales' Model Authority in implementing the WLGA Sustainable Development Framework. This learning influenced the development of the Well-Being of Future Generations Act and accelerated the pace of change within the organisation. As an early adopter of the Act, the Council continues to work to embed sustainable practice. A Future Generations Board has been established to support the delivery of the Act within the City & County of Swansea. A Next Generation Services Cabinet portfolio has been created to help support the change.

There are some good examples to show how applying the sustainable development principle is making a difference in Swansea. For example, Swansea was the first UK Council to adopt and embed the United Nations Convention on the Rights of the Child (UNCRC). This aims to teach young citizens to respect rights and understand responsibilities. A globally responsible Wales needs globally aware and responsible citizens. More than one hundred schools have been supported by the Council to become UNICEF Rights Respecting Schools.

Swansea received a UNESCO Learning City Award at the Mexico conference – the only one in the UK and one of only 12 worldwide at that point in time. Swansea is planning to host the 2017 UNESCO Learning City Regional Seminar.

The Council has recently been awarded the Platinum Corporate Health Standard. To gain Platinum, an organisation really has to excel in terms of wider corporate social responsibility and innovation across the six categories – transport, facilities management, procurement, employment and skills, capital build, and community engagement. You also have to demonstrate that sustainability runs through each of these, providing a direct link to the Well-being of Future Generations Act.

Our Corporate Plan *Delivering for Swansea* sets out our values, principles and well-being objectives that show how we are contributing to improving the economic, environmental and cultural well-being of Swansea and of Wales. The change is in progress but there is still a lot more to do.

Our Corporate Plan needs to be reviewed and revised to show that the Council is doing all that it can to contribute to economic, environmental and cultural well-being of Swansea and of Wales. The Council needs to show that, through its maturing approach to the Act, sustainable development is becoming further embedded in the ways in which we work. A revised Corporate Plan will be published as soon as possible following the local government elections in May 2017.

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The work to review and revise the Corporate Plan and embed sustainable ways of working to show how we are maximising our contribution to the well-being of Wales is however already underway. An Integrated Impact Assessment (IIA) has been completed on the existing Corporate Plan, which illustrates our contribution and identifies options for maximising that contribution; this will be considered during the revision of the Corporate Plan following the local government elections in May 2017.

During the review of our well-being objectives and Corporate Plan, we will involve citizens to review and maximise our contribution. We will look ahead to future trends and ensure that we meet the needs of today without compromising the interests of future generations. We will involve other public bodies in our proposals to see how we can add value by working together and ensure that we do not plan to do something that could have a detrimental impact on what they plan to do. At the same time, we will need to ensure that these ways of working are also fully embedded into the way that the Council operates and does business.

This document details our initial well-being objectives to be set by 31<sup>st</sup> March 2017 and the steps being undertaken to contribute to the seven well-being goals outlined in the Act. Options for maximising that contribution will be reviewed during the revision of the Corporate Plan following the local government elections in May 2017; some of these options are also included in this document. This document also shows how the five ways of working set out in the Act have been applied in determining our well-being objectives and how this will be revisited during the review of the well-being objectives and Corporate Plan following the local government elections.

## **2. Our Corporate Plan – vision, values, principles and well-being objectives**

Our Corporate Plan *Delivering for Swansea* outlines our future challenges, our priorities (well-being objectives) and the way in which we will work to deliver our objectives and meet future challenges.

### **The challenges ahead**

Swansea faces a number of challenges in the years ahead, which include:

- Attracting economic investment.
- Regenerating Swansea's city centre and communities across Swansea.
- Creating high quality employment opportunities and associated skills.
- Addressing inequalities in health, education, employment and life chances between people living within different communities in Swansea.
- Demographic pressures and increasing demand for public services.
- Significant reductions in public spending.
- Technological change.
- Climate change.
- Energy security.

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### Our ambitions and commitments to residents – our well-being objectives

In order to meet these challenges, we have prioritised five well-being objectives. We want to:

- **Safeguarding Vulnerable People** – so that our citizens are free from harm and exploitation.
- **Improve Pupil Attainment** – so that every child and young person in Swansea gains the skills and qualifications they need to succeed in life.
- **Create a viable and vibrant City and Economy** – so that Swansea has a thriving mixed use City Centre and local economy that will support the prosperity of our citizens.
- **Tackle Poverty** – so that every person in Swansea can achieve their potential.
- **Build Sustainable Communities** – so that the places where people live and work meet the diverse needs of existing and future residents.

### How we will work – our values and principles

Our values and principles expressed in our Corporate Plan underpin the delivery of our well-being objectives and reflect the Sustainable Development Principle:

#### Our Values

Our Plans will be built on three clear values, which will guide the way that we work, how we develop as an organisation and our decision making through the years ahead.

- **People Focus**  
We will 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 will 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 will promote and support a culture of innovation. We will think and work differently to improve our ability to deliver and to meet the financial, demographic and societal challenges we face. We will share learning across the Council, as part of our Innovation Programme.

#### Our Principles

Our Plans and Priorities will be underpinned by three key principles. These principles are essential to deliver our well-being objectives and will be woven into the way that we work.

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- **Sustainability**

We will work to improve the economic, social and environmental well-being of Swansea. This means making sure that the needs of the present are met without compromising the ability of future generations to meet their aspirations. It is a key principle at the heart of our *Sustainable Swansea – Fit for the Future* strategy, which is about transforming Council services, ensuring the financial viability of the Council and improving outcomes for residents. As part of this we will continue to engage with and seek the views of residents and service users. The principle of sustainability has prevention and integration at its heart and we will develop long term plans for addressing our well-being objectives, working with others. We will also ensure that, through this approach, we meet the requirements of the *Well Being of Future Generations (Wales) Act 2015*.

- **Prevention**

We will intervene earlier in order to support people at greatest risk, change behaviours and prevent the need for costly specialist services, often with a long-term support programme. This will help to make families and communities more resilient, reduce the demand for Council services, lower costs and achieve better outcomes. We will adopt a whole-Council approach to managing the demand for services and aim to deepen our understanding of customer contact and how services can be redesigned to eliminate, reduce or divert demand.

- **Partnerships**

We will work together with our partners across the public, business and voluntary sectors through the Public Service Board and through other collaborative means in order to meet the shared challenges that face Swansea and its communities. We will take a 'Team Swansea' approach, working as a whole-Council to ensure that every service can play a part in contributing to our well-being objectives and that we share resources and expertise. The needs of our residents and the major challenges facing Swansea can only be tackled through productive partnerships, greater integration of our services and pooling of resources.

### 3. Our Delivery – the steps

The table on the next page demonstrates that all of our well-being objectives taken together and the steps that we are undertaking to deliver them as described in the current Corporate Plan show our contribution to all seven national goals<sup>1</sup> and to the social, economic and cultural well-being of Swansea and Wales.

The table also outlines options for maximising our contribution, which will be considered during the review of our well-being objectives and Corporate Plan following the local government elections in May 2017. These options were identified as a result of an Integrated Impact Assessment (IIA) undertaken on the current Corporate Plan.

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<sup>1</sup> The National Goals are: A Prosperous Wales; A Resilient Wales; A Healthier Wales; A More Equal Wales; A Wales of More Cohesive Communities; A Wales of Vibrant Culture and Thriving Welsh Language; A Globally Responsible Wales.

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The IIA helped us review our current contribution and generated options for maximising that contribution when seeking to address gaps in our contribution evident in our current Corporate Plan; particularly concerning our environmental and cultural contribution, including the Welsh language. These options are not exclusive and will be determined following engagement with other public bodies and with the diversity of Swansea citizens following the local government elections in May 2017.

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National Goals				
Well-Being Objectives				
Safeguarding Vulnerable People	Improving Pupil Attainment	A Vibrant and Viable City & Economy	Tackling Poverty	Building Sustainable Communities
Our current contribution	Our current contribution	Our current contribution	Our current contribution	Our current contribution
<ul style="list-style-type: none"> <li>Improved understanding and awareness of safeguarding amongst Council staff, elected Members and those working on behalf of the Council.</li> <li>Council employees, elected Members, those who work on behalf of the Council and the public know how to report safeguarding concerns.</li> <li>Those who work for and with the Council have appropriate safeguarding arrangements in place.</li> <li>Effective safeguarding arrangements are in place to protect those at risk from significant harm from exploitation.</li> <li>Working to reduce incidents of domestic abuse and ensuring that victims are supported well.</li> <li>Safeguarding is considered during service change and transformation.</li> <li>Our approach to safeguarding is informed by the UNCRC</li> </ul>	<ul style="list-style-type: none"> <li>Working to improve school attendance and attainment so that pupils improve their skills and qualifications that they need to go on into further education, training or employment.</li> <li>Supporting and challenging schools to improve attendance and pupil performance and encouraging schools to support each other.</li> <li>Focusing on improving literacy in English and Welsh at all ages so that pupils are able to read and to follow the curriculum.</li> <li>Working to improve pupil numeracy.</li> </ul>	<ul style="list-style-type: none"> <li>Redevelopment of the City Centre - new retail offers, better quality commercial floorspace, city living and an employment hub.</li> <li>Developing Swansea as a City of Innovation and grow higher value economic activities.</li> <li>Working to deliver a competitive digital infrastructure to support investment, growth and productivity.</li> <li>Employment &amp; Training opportunities created through social benefit clauses in regeneration contracts.</li> <li>A Planning Policy Framework supporting the creation of a vibrant &amp; viable city and economy</li> <li>Working to attract new inward investment into Swansea.</li> <li>Progressing strategic housing and mixed development sites to meet housing need and provide employment opportunities.</li> <li>Promoting and enhancing a diverse and sustainable rural economy, including extension of the tourist season.</li> <li>Improving, expanding and diversifying leisure, cultural and heritage facilities and infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>Working with our Health partners to ensure that, through our Early Years Strategy, children in their early years and at Foundation Phase achieve their expected language, emotional, social and cognitive development and are ready for learning and for school.</li> <li>Through our Youth Progression Framework, ensuring that young people are able to access employment, education or training after reaching 16 years of age.</li> <li>Helping to address the impacts of Welfare reform and preparing for the introduction of Universal Credit, such as helping people to receive the maximum benefits that they are entitled to.</li> <li>Investing to improve Council housing and building more Council homes to help meet housing need, regenerate estates and bring wider economic and employment benefits.</li> <li>Preventing homelessness to help maintain stability and security for families, safeguard health, well-being and prevent social exclusion.</li> </ul>	<ul style="list-style-type: none"> <li>Working with others and the community to build capacity and promote community action to enable communities to run services and manage assets.</li> <li>Promoting wellbeing and preventing people from requiring statutory services through early intervention and preventative services.</li> <li>Working to ensure that more people are living at home or in the community instead of in residential care.</li> <li>Providing people with equitable access to services in order to promote independence and improve quality of life.</li> <li>Working to ensure that there is better engagement with the third sector.</li> <li>Work to improve the cohesiveness of communities so that people like where they live and who they live with.</li> </ul>
Options for maximising our contribution	Options for maximising our contribution	Options for maximising our contribution	Options for maximising our contribution	Options for maximising our contribution
<ul style="list-style-type: none"> <li>Continue to implement the <i>Signs of Safety</i> approach to involving all relevant stakeholders in ensuring that children are safeguarded.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to transform the schools estate to prepare for reducing budgets, new housing developments and increased demand for Welsh-medium</li> </ul>	<ul style="list-style-type: none"> <li>Raise skill levels in the workplace and contribute to the development of ambitious, skilled children and young people and adults by providing</li> </ul>	<ul style="list-style-type: none"> <li>Provide training and employment opportunities for people living in households where no-one is in work through the <i>LIFT</i> scheme.</li> <li>Help those adults furthest away</li> </ul>	<ul style="list-style-type: none"> <li>Tackle health inequalities in line with Swansea's Health City status.</li> <li>Work with Health partners to refer inactive patients with a variety of medical conditions to a programme</li> </ul>

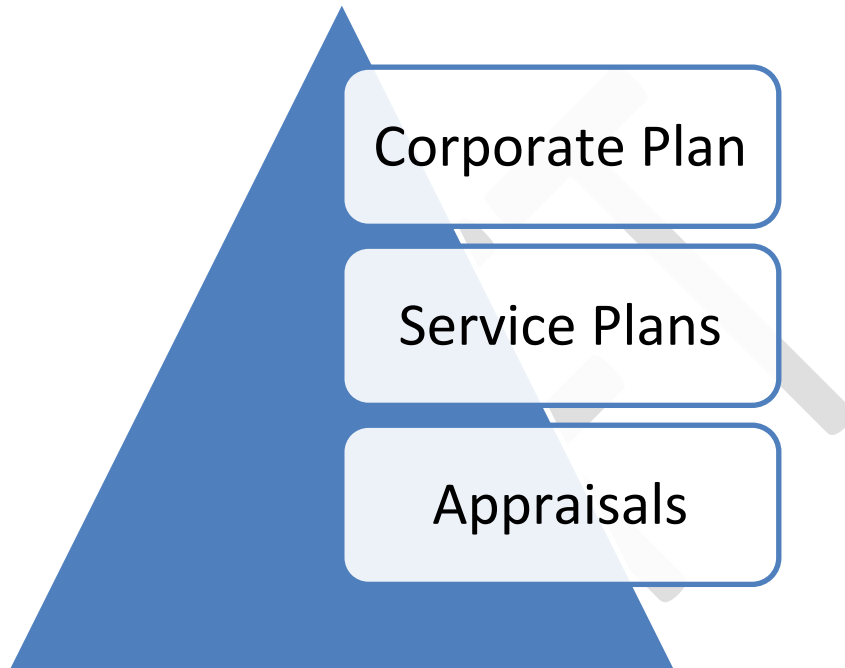
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<ul style="list-style-type: none"> <li>• Develop a comparable practice framework for Adult Services to improve social work practice and ensure that vulnerable adults are effectively safeguarded.</li> <li>• Working with Barnardo's through the BAYS project to help young people make the transition from care to independent living and help deal with youth homelessness.</li> <li>• Continue to involve looked after children in getting their voice heard about the services that they receive, e.g. through the <i>Fe Fi Forum</i>.</li> <li>• Continue to strengthen collaboration and partnerships on safeguarding through the Western Bay Adult and Children's Safeguarding Boards.</li> <li>• Working in partnership with others through the <i>Team Around the Family</i> to ensure that families with multiple needs broader than one service can address are supported.</li> <li>• Continue to support Swansea's status as a City of Sanctuary; a City that is especially welcoming to asylum seekers and refugees - people fleeing violence and persecution.</li> <li>• Work to tackle hate crime and prevent bullying in schools.</li> <li>• Enforce consumer laws through Trading Standards to encourage fair, safe and honest trading.</li> </ul>	<p>education.</p> <ul style="list-style-type: none"> <li>• Continue to work with six other local authorities through the regional ERW arrangements to deliver school improvement services.</li> <li>• Providing support for the education of specific groups of pupils who are disengaged from learning and those who are travellers, ethnic minorities or asylum seekers.</li> <li>• Providing support to pupils and schools through the Education Learner Support service for learning and behaviour support, education welfare, educational psychology and statutory assessment.</li> <li>• Promote environmental literacy by increasing understanding, respect and appreciation of our environment through the <i>Sustainable Swansea Schools</i> and <i>Eco Schools</i> schemes.</li> <li>• Work to meet demand for Welsh-medium education through the <i>Welsh in Education Strategic Plan</i>.</li> <li>• Continue to provide library services to boost literacy and improve well-being and Welsh-medium library services, e.g. Welsh rhyme time for babies and toddlers.</li> </ul>	<p>apprenticeships.</p> <ul style="list-style-type: none"> <li>• Promote the Green Economy, including renewable energy, such as the proposals for the Tidal Lagoon Scheme, providing energy security, climate change mitigation and economic and employment benefits.</li> <li>• Work with others to provide sustainable transport as part of the city centre redevelopment providing improved / cheaper connectivity and mobility and associated economic benefits at reduced environmental cost.</li> <li>• Working with the Welsh Government, four other local authorities and partners in the public and private sectors across the Swansea Bay City Region to improve prosperity.</li> <li>• Promote public leisure and cultural events aimed at increasing footfall in the city centre and providing economic benefits, e.g. the Wales National Air Show.</li> <li>• Protecting, enhancing and promoting biodiversity and our natural environment providing social, economic and environmental benefits.</li> <li>• Promoting improved bathing water quality and air quality to improve wellbeing.</li> </ul>	<p>from the labour market into employment through the <i>Communities for Work</i> scheme.</p> <ul style="list-style-type: none"> <li>• Provide people on a low income with opportunities to improve their health and well-being through the <i>Passport to Leisure</i> scheme.</li> <li>• Help Swansea's poorest communities tackle poverty by accessing arts, culture and heritage in order to boost skills, confidence, self-esteem and aspiration.</li> <li>• Provide free or low cost environmental events, including guided walks and cycle rides; a wide range of talks, workshops and training courses about wildlife and environmental issues and children's events promoting environmental literacy and improving health and wellbeing.</li> <li>• Work with through the <i>ParkLives</i> scheme to provide free and easily accessible activities in local parks.</li> <li>• Support tackling climate change, help eradicate fuel poverty and boost economic development through the <i>ARBED</i> Scheme and energy efficiency measures in social housing.</li> </ul>	<p>of supervised physical activity.</p> <ul style="list-style-type: none"> <li>• Work with partners to provide information, advice and assistance to all, including carers and young carers.</li> <li>• Implementing the Prevention Strategy and developing innovative preventative/early intervention approaches to delay access to statutory services and allowing people to be more resilient in their own communities.</li> <li>• Consolidating the commitment to develop Local Area Coordination in all areas of Swansea.</li> <li>• Provide easier access for disabled customers and carers to leisure and recreational services through the <i>Hynt</i> card.</li> <li>• Through the Neighbourhood Environmental Action Team (NEAT) provide work for adults with learning disabilities.</li> <li>• Continue to have a reablement focus to all Adult Services to maximise independence and the ability to stay at home for longer in line with people's wishes.</li> <li>• Provide home adaptations for elderly and disabled people so that homes are better suited to meet needs.</li> <li>• Provide housing related support and advice to people through the <i>Tenancy Support Unit</i> in order to prevent homelessness and maintain independence.</li> <li>• Provide play opportunities for children to help their social, emotional, intellectual and physical development.</li> <li>• Work with the police, fire, health and probation services through <i>Safer Swansea</i> to reduce crime and anti-social behaviour.</li> <li>• Through the CONTEST Strategy work with partners to prevent extremism.</li> <li>• Implement the Community Cohesion Delivery Plan to promote cohesive and inclusive</li> </ul>
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The Council's contribution to the national goals and well-being of Swansea and Wales is not just expressed in the Corporate Plan. The Corporate Plan describes our key well-being objectives and contribution but it forms part of our wider Performance Improvement Framework, which includes departmental Service Plans; the Corporate Plan taken together with Service Plans describes our full contribution. This arrangement is outlined in the diagram below:



### 4. Our Delivery – five ways of working

The Council will further maximise its contribution to the social, economic and cultural well-being of Swansea and Wales through embedding the five ways of working described in the Act.

These ways of working are reflected in our values and principles but also in the steps we are taking and plan to take, highlighted in the table on the previous page, in order to maximise our contribution.

- **Looking ahead to the long-term challenges**

Our Corporate Plan and well-being objectives seek to address long-term challenges highlighted in section 2 of this document. Some examples showing how we are doing this described in our Corporate Plan are highlighted on the next page:

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### **Example 1 – Creating a Vibrant and Viable City & Economy**

**Long-term challenge/s:** create high quality employment opportunities / attracting economic investment / technological change

**Our Contribution:** work to deliver a competitive digital infrastructure to support investment, growth and productivity within a context of technology and innovation providing catalysts for future economic growth.

### **Example 2 – Tackling Poverty**

**Long-term challenge:** Significant reductions in public spending.

**Our Contribution:** Helping to address the impacts of Welfare reform and preparing for the introduction of Universal Credit, such as helping people to receive the maximum benefits that they are entitled to.

### **Example 3 – Building Sustainable Communities**

**Long-term challenge:** Demographic pressures and increasing demand for public services.

**Our Contribution:** Promoting wellbeing and preventing people from requiring statutory services through early intervention and preventative services.

Other examples of long-term planning relate to how the Council is building resilience into its service delivery. For example, the Council has successfully applied a **Safe Looked After Children Reduction Strategy** as part of its efforts to ensure a more preventative approach aimed at safely reducing demand for children's services and ensuring that other alternatives to statutory Child & family Services are explored. Where children do become looked after, the strategy also promotes quality placement arrangements and positive outcomes to help children in these situations reach their potential.

The Council will need to further develop its capability and capacity for foresighting and take a longer-term strategic outlook looking at future trends and scenarios in order to build a strategic picture looking ahead to between 10 and 25+ years. The City and County of Swansea has been working on building up a picture of what future trends might mean for the Council and for Swansea's communities in the future. For example, the Council has produced a **Future Trends Report** to inform strategic planning.

At a local level this knowledge has been used to help develop **ward scenarios**, which provide a narrative of how future trends might have an impact at a community level. A pilot was carried out in collaboration with 'The Wales We Want' and *Cynefin* to engage local residents and service providers in Penderry

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about future challenges and opportunities at a ward level. A workshop held with elected ward Members, officers and third-sector community organisations explored how future trends might affect the way that the community might function in 2040 and identified ways in which residents and services might act in the short-term to create a more vibrant and sustainable community in the long-term.

More recently a series of '**conversation starters**', featuring localised future trends and questions, have been posted to a local Facebook group to generate discussion amongst residents who do not typically engage through more traditional channels.

The Council has already started to review its **Risk Management Framework** and policy to embed all of the five ways of working, including long-term, to reflect a better understanding, assessment and management of long-term challenges and risks.

The Council has a number of strategic schemes, which help mitigate or adapt to future trends including:

- a 30% carbon reduction target over a 10 year period from 2011;
- working in partnership with local organisations to improving energy efficiency and reduce carbon emissions (Welsh Quality Housing Standard, Green Deal Home Improvement Fund, ARBED);
- the development of the Local Flood Risk Management Plan;
- improving facilities in the city centre for sustainable modes of transport;
- developing a Green Infrastructure Strategy for Swansea, and;
- reducing waste through the 'Keep it to three' campaign.

The Council also runs schemes designed to work directly with communities to help make them more resilient to future trends. For example, increasing **growing spaces** across the County to improve self-sufficiency, food security, access to affordable, healthy produce and promote community cohesion and resilience. The **Swansea Community Energy and Enterprise Scheme (SCEES)** explores how local people in some of Swansea's most economically deprived areas can benefit from community renewable energy projects.

- **Preventing problems from occurring or getting worse**

Through our well-being objectives we are working to prevent problems or to stop them from getting worse. Some examples of how we are working preventatively, which are reflected in our contribution and described in our Corporate Plan, are highlighted on the next page:

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### ***Example 1 – Safeguarding Vulnerable People***

**Issue:** preventing vulnerable people from being subjected to abuse, harm and exploitation.

**Contribution to prevention:** Improved understanding and awareness of safeguarding amongst Council staff, elected Members and those working on behalf of the Council so that they know how to identify and report concerns.

### ***Example 2 – Improving Pupil Attainment***

**Issue:** Preventing children from not being in education, employment or training post-16 years of age.

**Contribution to prevention:** Working to improve school attendance and attainment so that pupils improve their skills and qualifications that they need to go on into further education, training or employment.

### ***Example 3 – Tackling Poverty***

**Issue:** Preventing children from not being ready for learning at school.

**Contribution to prevention:** Working with our Health partners to ensure that, through our Early Years Strategy, children in their early years and at Foundation Phase achieve their expected language, emotional, social and cognitive development and are ready for learning and for school.

We are continuing to embed preventative approaches into service delivery. For example, Social Services manages the property and financial affairs of service users who are aged over 18 and have been assessed as mentally incapable of managing their finances and where there is no suitable third party, e.g. family, who are able or willing to do so. This work prevents and safeguards such service users from being subjected to financial abuse.

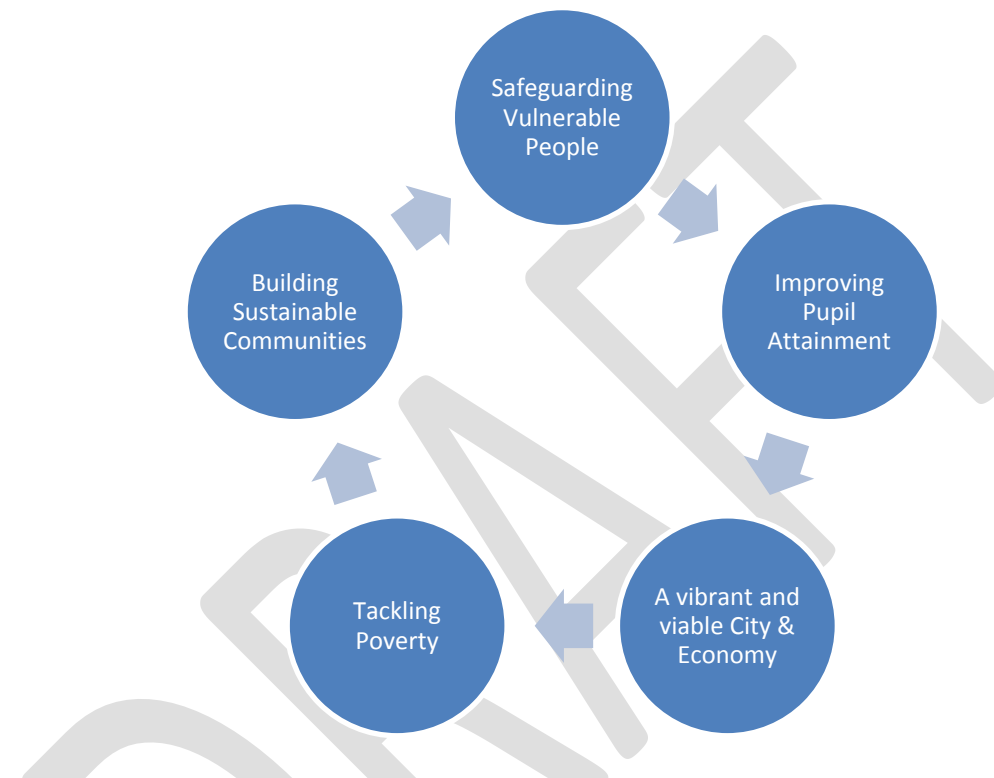
One of the intended outcomes from our well-being objectives to *Safeguard Vulnerable People* is to ensure that there are reduced incidents of domestic abuse and that victims are supported well. Swansea's new Domestic Abuse One Stop Shop is a multi-agency initiative of the Domestic Abuse Forum offering a range of services, including early intervention and preventative services, to support anyone who has experienced domestic abuse.

The Council needs to continue to develop its preventative approach and is to that end developing a ***Prevention Strategy*** that will further embed early intervention and prevention into the Council's business and place an even greater focus on improving well-being.

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- **How our well-being objectives relate to each other and to other public bodies objectives**

It is important to point out though that each of our well-being objectives cannot be seen in isolation from each other. Each well-being objective both affects and is affected by the others. For example, improving educational attainment is both important to our efforts to tackle poverty and improve the city and economy. This interdependency is illustrated in the diagram on the next page:



Here is an illustration of how our well-being objective to *Create a Vibrant and Viable City & Economy* integrates with our other well-being objectives.

- **Create a vibrant and viable City & Economy**
  - The LDP helps inform planning provision for school places (**Improving Pupil Attainment**) and the provision of affordable housing (**Tackling Poverty**).
  - Placing social benefit clauses in regeneration contracts will create employment and training opportunities for the long-term unemployed and economically inactive (**Tackling Poverty**).
  - Working to deliver a competitive digital infrastructure will help people in communities benefit from technological improvements (**Building Sustainable Communities**) and enable them to have the facilities and get the skills needed to deal with welfare reform and the introduction of Universal Credit (**Tackling Poverty**).



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The Council is working to identify the connections and potential impacts of diverse policies and programmes and highlight where such policies / programmes can reinforce or undermine each other. The Council's ***Integrated Impact Assessment tool (IIA)*** is being used in the Council to identify and strengthen interdependencies.

We have subjected our current Corporate Plan and well-being objectives to an IIA, which has helped us map our current contribution to the national goals and identify further options for maximising our contribution to the social, economic and cultural well-being of Swansea and Wales, which are set out in this document.

The assessment is carried out by a panel made up of experts from disciplines covering all themes. The panel analyse how the strategy / policy / procedure or process contributes to each national goal and embodies the five ways of working described in the Act. Recommendations are given to help maximise positive contributions and mitigate negative impacts.

The IIA has also been used to assess a wide range of strategies within the Council including the Single Integrated Plan, City Centre Strategic Framework Review, Swansea Destination Management Plan and draft Area of Outstanding Natural Beauty (AONB) Management Plan. It is also used by the Local Health Board.

The IIA has been shared with colleagues from both local and regional government. It is being replicated and used by health colleagues nationally and has been presented internationally to the World Health Organisation, where it was well received and praised. The Marmot Team UK was impressed in particular by the way the IIA generates discussion. Locally the IIA approach is endorsed by the Healthy Cities Board.

Our services are currently at the time of writing completing IIAs as part of their Service Planning, which is providing them with the opportunity of mapping their contribution to the national goals and our well-being objectives and how that contribution could be maximised through the five ways of working. Services are being assisted with corporate support to complete their IIAs through diagnostic workshops.

Our Public Service Board partners were given the opportunity to comment in a survey on the outcome from the IIA on our Corporate Plan. During our review of our well-being objectives and the Corporate Plan after the local government elections in May 2017, we will involve other public bodies in our proposals to see how we can avoid issues and add value by working together so that we do not plan to do something that could have a detrimental impact on what they plan to do.

- **Working in collaboration with others**

We are collaborating with partners from the public, private and third sector in order to take steps to deliver our well-being objectives, showing our contribution

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and options to maximise our contribution to the social, cultural and economic well-being of Swansea and Wales. Examples of how we are collaborating with other organisations to meet our well-being objectives include:

- **Safeguarding Vulnerable People**
  - Working in partnership on safeguarding with representatives of each of the main agencies and professionals who are responsible for helping to protect children and adults from abuse and neglect through the Western Bay Adult and Children's Safeguarding Boards.
- **Improving Pupil Attainment**
  - Working with six other local authorities through the regional ERW arrangements to deliver school improvement services.
- **A Vibrant and Viable City & Economy**
  - Working with Welsh Government, four other local authorities and partners in the public and private sectors across the Swansea Bay City Region to improve prosperity.
- **Tackling Poverty**
  - Working with Health partners to ensure that through our Early Years Strategy, children in their early years and at Foundation Phase achieve their expected language, emotional, social and cognitive development and are ready for learning and for school.
- **Building Sustainable Communities**
  - Working to ensure that there is better engagement with the third sector to help build community capacity and resilience.

There are many other examples of collaboration. We are taking steps to improve, expand and diversify leisure, cultural and heritage facilities and infrastructure to bring economic, environmental and cultural benefits. We are working in partnership with Swansea University to breathe life back into the site of the former Hafod-Morfa Copperworks through the ***Cu@Swansea project***. The project includes a programme of physical works to reclaim the site from dereliction and enable people to visit and reconnect with the site, including schools, the public and community groups and a strong friends group has emerged.

Swansea has been recognised by UNESCO for its efforts to promote learning, alongside cities such as Beijing and Mexico City. Swansea received a ***UNESCO Learning City Award*** at the Mexico conference – the only one in the UK and one of only 12 worldwide at that point in time. The Swansea Bay City Region's work to become a Learning City is carried out by a partnership which includes

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Swansea Council, Swansea University, the University of Wales Trinity St David, Neath Port Talbot Council, Carmarthenshire Council, Pembrokeshire Council, Gower College Swansea, the Neath Port Talbot Colleges Group, Coleg Sir Gar, Pembrokeshire College and schools across the region. The focus has been on current and future generations, encouraging entrepreneurial learning among all citizens, from pre-school to old age. Swansea is planning to host the 2017 UNESCO Learning City Regional Seminar.

- **Involving all of our citizens in what we are doing**

The Council is committed to consulting with, and involving, residents, other stakeholders and employees in the council's decision making process. We have a **Consultation and Engagement Strategy** in place, underpinned by a set of principles and supported by a **Consultation Toolkit** for practitioners to help them engage with residents and service users.

**Swansea Voices Online Panel** consists of database of residents who are regularly consulted by the Council about its services and local issues. Its membership is continually refreshed to give as many people as possible the opportunity to take part. Recent areas of consultation have included the City Centre redevelopment and priorities for the Council's budget.

**Swansea Reputation Tracker** is an ongoing telephone survey undertaken by the Council. Every other month 180 people are asked their opinion about the Council, the services it provides, Council staff and satisfaction with their local area. The information gathered each year provides us a representative account of public opinion and is used to inform our service plans and is submitted as part of our performance monitoring processes.

In addition, the Council engages with the diversity of the population through diversity groups and forums, such as the 50+ Network, BME Forum and LGBT Forum. For example, during the development of the **Council's Strategic Equality Plan** and Equality Objectives, we involved a large number of local groups and individuals as part of an ongoing engagement process, inviting them to have their say. We offered a variety of opportunities and activities:

- Drop-in sessions – an opportunity for everyone to have their say in a more informal setting.
- Group visits – either a meeting or an informal discussion – depending on the group's preference.
- Feedback via email –so that people can have their say without having to speak to us themselves.
- The opportunity to complete an online survey.
- A Big Conversation event with children and young people.
- Stakeholder / forum meetings.

The Council's Equality Objectives will be considered during the review of our well-being objectives. This will be to help us understand how equality supports the setting and achievement of our well-being objectives and an Equality Impact Assessment will be undertaken to support this. In reviewing our well-being

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objectives we will ensure this is done in accordance the requirements of the Welsh Language (Wales) Measure 2011.

Some further examples on the next page demonstrate how we are working to involve people who have an interest in meeting in our well-being objectives:

- **Safeguarding Vulnerable People**

- Involvement of looked after children is sought through the **Fe Fi Forum**, a forum for young people 'looked after' by the Council. The forum was responsible for developing the children's guide '*Swansea Cares*' in conjunction with the Participation and Children's Rights Worker.

- **Improving Pupil Attainment**

- The Council was the first in the UK to adopt and fully embed the **United Nations Convention on the Rights of the Child (UNCRC)** that sets out rights for all children and enables them to participate in society in an equitable way. As part of its commitment to the UNCRC, schools in Swansea participate in the **Rights Respecting Schools Award**. The Award recognises achievement across aspects of school life, including active pupil participation in decision making throughout the school. More than 100 schools have been supported by the Council to become Rights Respecting Schools. More than 15 of our schools have now achieved Level 2 – the highest level of the award granted by UNICEF UK to schools that have fully embedded children's rights in their policies, practice and ethos. YGG Llwynderw has become the first Welsh medium school in Wales to achieve the award. This work is supported by involving pupils through **School Councils** and through **Pupil Voice**, which is directly aimed at increasing pupil participation as set out in Article 12 of the UNCRC. The UNCRC will inform the Council's review of its well-being objectives and how children and young people will be involved and supported to participate.
- **The Big Priority Setting Conversation** took place in March 2016 where young people worked together to agree themes for Big Conversations in 2016/17. The priorities identified were:
  - mental health;
  - anti-bullying;
  - support in transition to adulthood;
  - substance abuse;
  - housing and homelessness;
  - domestic abuse, feeling safe in school, and;
  - a curriculum for life.
- These priorities were fed into the Children and Young People's Partnership Plan for the next three years. Since then, there have been the **Big Mental Health Conversation** in May 2016, the **Big Anti-Bullying Conversation** in July 2016 and **Big Housing Conversation** in September 2016 involving school pupils and young people from across Swansea.

- **A Vibrant and Viable City & Economy**

- The Council has undertaken an extensive consultation and engagement process during the development of its **Local Development Plan (LDP)**. The views of the public and interested stakeholders are critical in the formation of the LDP. Public consultation has taken place during each key stage of its development through surveys and through public events.

- **Tackling Poverty**

- The **Big Conversation** gave pupils the opportunity to meet with Swansea Council elected Members in order to discuss ideas and opinions about their education. They were also involved in a number of workshops where they had the opportunity to find out ways in which they can have their voice heard in Swansea and in Wales. Ideas from the conversations helped inform the Councils Education strategy.

- **Building Sustainable Communities**

- **Community action** is central to how the Council is looking to plan and deliver services. The formation of 'Friends' groups are being supported to regenerate local parks, beaches and allotments. Examples of success include **Parc Llewellyn**, where a Green Flag Award resulted from the work of the Friends Group, and **Vetch Veg** - a community vegetable garden created in collaboration between residents of the Sandfields in Swansea and the artist Owen Griffiths located at the former Vetch field football ground to promote and encourage community spirit through gardening and social activities. A recent review of Community Action was undertaken by the Building Sustainable Communities Scrutiny Panel and its recommendations on supporting volunteers will be implemented where not already underway.

There are many more examples of citizen and user involvement in the delivery of our well-being objectives, including both one-off consultation events and where engagement with users is ongoing. Close to 800 people visited a Swansea city centre public exhibition giving people the chance to share their views on ideas and concepts to regenerate the **St David's development site** as part of the regeneration of the City Centre set out in our well-being objective to *Create a Vibrant and Viable City & Economy*.

Swansea is the first Council in Wales to implement the **Signs of Safety (SOS)** approach to safeguarding. The SOS approach has a strong emphasis on involvement and on building partnerships and collaboration. This takes place not only with the family, but also with other professionals, extended family and peer relationships. This helps build resilience in families and communities and helps

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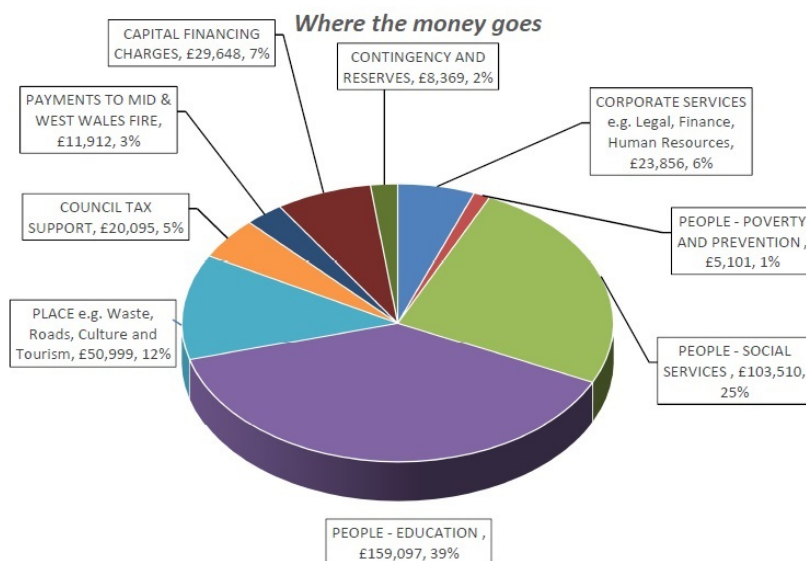
them find solutions that are unique to their individual circumstances so they are able to provide safe care for their children by developing a safety network. It also gives a way of working that involves all stakeholders, including the children, to enable them to give their own view and how they feel about their situation.

As part of the Council's recent award of the Platinum Corporate Health Standard, Assessors met with 15 service users and staff and were impressed with a range of projects. These include the **Fforestfach Day Service** which is doing great things to support adults with learning disabilities to benefit from jobs and work experience that makes a difference to them and to local communities. The service deserves great credit for seven brilliant projects ranging from the well-known Neighbourhood Environmental Action Team (NEAT) teams to catering services at the Victoria Park Kiosk, the Fforestfach fruit and vegetable nursery and the Grounds Maintenance Team, which supports management of wildlife and environmental habitats.

The Council will continue to look to improve how it involves organisations and a diversity of people from all communities in its well-being objectives. During the review of our well-being objectives and Corporate Plan following the local government elections in May 2017, we will involve organisations and a diversity of citizens to review and maximise our contribution and how they can be further involved, considering the impact on different groups and communities.

### 5. Our Budget – resourcing our priorities

Following consultation with staff, the public and other stakeholders, a report on the budget goes to Cabinet and is then discussed at a meeting of full Council. The Council has over £400 million to spend. The vast majority of this money comes from the Government and grants, and we raise further money from council tax and income. This is how it is currently allocated (2016/17 budget):



Public consultation on 2017/18 budget is already underway at the time of writing. Although the amount of money we receive from Welsh Government is likely to

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increase next year by £3million, there will need to be £16million of additional expenditure, which is outside our control such as the new apprenticeship levy, for example.

We also think that our funding from Welsh Government will reduce significantly in the coming years, which means we'll have £55m less to spend at a time when demand for services like social care is rising.

The public have already told us their priorities are schools and social services. Our budget includes a list of budget priorities in line with our well-being objectives set out in our Corporate Plan. But with less money we'll have to reduce spending on these priorities whilst making bigger cuts in other areas to balance the books.

We raise around £100million in council tax each year, but this isn't enough to cover the cost of our social services, let alone all the other services we provide. The overall cost of council services means simply raising council tax is not an option. So we have to take other steps.

### **Changing the way we work – *Sustainable Swansea: fit for the future***

We've already reduced our costs by transforming the council through our *Sustainable Swansea: Fit for the Future* programme. This includes modernising services by using the internet, reducing administration and back-office services, generating income to pay for services and **helping families earlier** so that we can reduce costs later on. This is expected to save £16.3 million next year alone.

We've saved money by reducing senior staff and we've identified efficiencies and savings in services totalling over £65 million in the last three years. We're planning to further reduce management and business support costs by £3.4million in the coming year alone.

We're also reviewing all of our services to ensure they are delivered in the best way and saving money by **working with partners** such as the police and health, or **preventing the need** for people to access costly statutory services where need can be met elsewhere. Stakeholders are involved at key stages during service reviews and options are subjected to an Equality Impact Assessment to ensure there are no negative implications for the diversity of the population.

The **public can play their part** by helping to run services, such as the successful scheme where bowlers are maintaining their greens, or by increasing recycling at home.

But it's not all about reducing spending. We want to invest in our priorities like the city centre, improving classrooms and delivering the City Deal with the potential to create 9,000 jobs.

Balancing all of these things will mean taking difficult decisions. We may have to close some services but if we take action now and find sustainable alternatives, we'll be able to protect more services.

### **6. Monitoring Delivery – keeping performance under review**

We will monitor delivery and keep our progress meeting our well-being objectives under review as follows once revised and published in our Corporate Plan following the local government elections:

#### **How we will monitor progress**

- As part of the regular performance improvement framework through Quarterly and Annual Performance Monitoring Reports to Cabinet.

#### **How we will report achievements**

- Quarterly and annually through Cabinet.
- Annual Report.

#### **When and how this plan will be updated**

- Annual update.

### **7. Next Stages – what we plan to do next**

The work already underway to review our well-being objectives and Corporate Plan will continue after the local government elections in May 2017.

We plan to consult and engage with other public bodies in order to see how we can collaborate to maximise our contribution and ensure that our plans do not conflict with what they intend to do.

We intend to involve organisations and the diversity of citizens in a meaningful way in reviewing our well-being objectives and will consider options for maximising our contribution through the steps we plan to take and through the ways of working by referring to options identified in the Integrated Impact Assessment that we have undertaken on our current well-being objectives and Corporate Plan.

We will also review evidence to help inform this work, including future trends and our own assessment of local well-being, which is currently being prepared at the time of writing.

This work will seek to address gaps in our contribution evident in our current Corporate Plan, particularly concerning our environmental and cultural contribution, including the Welsh language.

We intend to publish the reviewed well-being objectives and Corporate Plan as soon as possible after the local government elections.

At the same time, while we have made some good progress embedding the ways of working into how we do business as illustrated in this document, we want to continue to build on this.



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In order to fully meet our obligations under the Act and through our review of business support, we want to:

- ensure sufficient and joined-up capability and capacity in strategic planning;
- continue to look for ways to increase citizens involvement;
- look to create a longer-term strategic outlook, looking ahead up to 25+ years;
- use long-term data and trends;
- ensure strategic integration and coherence between plans and strategies;
- work to ensure that the sustainable development principle shapes strategy, and;
- review our governance arrangements to further embed the ways of working.

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### 8. Where to find additional information

Corporate Plan 2016/17 *Delivering for Swansea*

<http://www.swansea.gov.uk/corporateimprovementplan>

One Swansea Plan

<http://www.swansea.gov.uk/oneswansea>

Sustainable Development

<http://www.swansea.gov.uk/sustainabledevelopment>

Corporate Health Standard Award

<http://www.healthyworkingwales.wales.nhs.uk/corporate-health-standard>

Safeguarding

<http://www.swansea.gov.uk/safeguarding>

Schools and learning

<http://www.swansea.gov.uk/schoolsandlearning>

Children and Young People's Rights – UNCRC

<http://www.swansea.gov.uk/uncrc>

Flying Start

<http://www.swansea.gov.uk/flyingstart>

Local Development Plan (LDP)

<http://www.swansea.gov.uk/ldp>

Swansea Central Area Regeneration Framework <http://www.swanseacitycentre.com/wp-content/uploads/2012/10/SCARF18.02.16-V4iii.pdf>

Community Action

<http://www.swansea.gov.uk/communityaction>

Swansea Bay City Region

<http://www.swanseabaycityregion.com/en/index.htm>

Western Bay Safeguarding Boards

<http://www.wbsb.co.uk/default.aspx?page=10651>

Education Through Regional Working (ERW)

<http://erw.wales/>

Have Your Say – consultations

<http://www.swansea.gov.uk/haveyoursay>

Strategic Equality Plan

<http://www.swansea.gov.uk/sep>

Welsh Language

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# Agenda Item 17.

## Report of the Cabinet Member for Education

Cabinet – 23 March 2017

### CAM NESA – EUROPEAN SOCIAL FUND GRANT ACCEPTANCE

<b>Purpose:</b>	To seek approval to participate in the Cam Nesa project and see through the necessary stages to implementation.
<b>Policy Framework:</b>	Swansea Bay City Region Economic Regeneration Strategy.
<b>Reason for Decision:</b>	To approve and agree participation of City and County of Swansea in the Cam Nesa project. This is a collaborative ESF funded initiative between five Local Authorities across the South West Wales Region, for which Pembrokeshire County Council is acting as the lead beneficiary.
<b>Consultation:</b>	Legal, Finance and Access to Services.
<b>Recommendation(s):</b>	<ol style="list-style-type: none"><li>1) Note the progress achieved by the project in securing full approval from the Welsh European Funding Office (WEFO).</li><li>2) Authorise the Head of Financial Services, acting as the Authorising Contact for the Project, to accept the Grant Offer made by WEFO.</li><li>3) That regular reports are made on progress to the External Funding Panel.</li><li>4) Agree that a Service Level Agreement be entered into with Pembrokeshire Council, and authorises the Head of Legal and Democratic Services to enter into any appropriate legal documentation with any provisions necessary to protect the Council's interests.</li></ol>
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<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Phil Couch

## **1. Introduction**

- 1.1 Following the update on European and other external funding applications to the External Funding Panel on 2<sup>nd</sup> November 2016, this report seeks specific approval to accept the anticipated grant offer for the participation and delivery of the Cam Nesa Project.
- 1.2 The Lead Authority of this Regional Project, Pembrokeshire County Council, has submitted the final business plan and financial profile to WEFO for approval. The Project has a duration of 3 years.
- 1.3 The Cam Nesa project is aimed at as required under Specific Objective 1) reducing the number of 16-24 year old young people who are Not in Education, Employment or Training (NEET), under Priority Axis 3 (Youth Employment and Attainment) of the 2014-2020 West Wales and the Valleys ESF Operational Programme.
- 1.4 The vision of the project is a participant led; young person centred network of opportunities, responding to those young people identified as NEET and then providing them with the right level of challenge, support and additional activities to help them make genuine progress. The primary objective is to be measured using the WEFO indicator “NEET Participants (16 – 24) gaining employment”. The project will also record the results - “NEET Participants (16 – 24) in education/training upon leaving” and “NEET Participants (16 – 24) gaining qualifications upon leaving”.
- 1.5 The Cam Nesa project will only operate with young people that are not ready for employment or further training at the point of referral, otherwise referred to as Tier 2 NEETs; young people with significant or multiple barriers including, motivation and confidence, substance misuse, housing issues and mental health, which impact on their ability to make a successful transition to education, employment or training (EET). The project can however, operate with young people from Tiers 1 and 3 also, provided the above initial referral position is applicable (5 Tier Model – Appendix 1).
- 1.6 The project can also work with young people within and outside of the Communities First areas, provided that it can be demonstrated that there is no duplication of activity of other ESF funded projects such as Communities for Work to ensure expenditure is eligible.
- 1.7 The delivery mechanism comprises of an initial assessment of each participant’s barriers and needs via an existing multi-agency panel, which

include organisations such as Careers Wales, DWP, representatives from other ESF projects etc. The panel will make a judgement as to which ESF funded project will best suit the needs of the young person and the applicable referral will then be made to the respective project.

- 1.8 Following a referral to the Cam Nesa project via the multi-agency panel a named Lead Worker will be allocated to the participant. A second diagnostic assessment will then be made between the Lead Worker and participant which will include an appraisal of the challenges that the participant faces such as motivation, confidence, anti-social behaviour, geographic isolation, offending history all of which would have led to their becoming disenfranchised, also including their basic skills, qualifications, aspirations and their needs. In addition, an assessment will be made on the participants work readiness.
- 1.9 Following this second, more in depth diagnostic assessment, the Lead Worker and in agreement with the participant will enrol them onto the Cam Nesa Strand that is best suited to their needs and can progress onto other Strands as and when required:
- Strand 1 – Pre-engagement Activities
  - Strand 2 – Pre-employment Skills and Qualifications
  - Strand 3 – Employability and Work Experience
  - Strand 4 – Enterprise and Self Employment
- 1.10 In addition to ensuring, the appropriate identification of participants and the brokering of support outlined in previous sections will help ensure the right young people are receiving the support they need. The multi-agency panel will also be responsible for tracking the progress of the young people and evaluating the impact of any support being provided to enable the Lead Workers to make adjustments when needed and also hold the providers to account for the impact of their work.
- 1.11 Current knowledge base regarding the targeted group of Tier 2 NEETs demonstrates that they have a diverse and complex set of needs and barriers that prevent and limit their engagement in EET activity. In the City and County of Swansea, a large portion of the funding will be utilised to recruit Cam Nesa Post 16 Lead Workers to work with the project target group. The specific responsibilities associated with the Lead Worker role include, being a named individual for young people and their families, providing support directly to the young person to help build resilience and coordinate support from a range of other support services, acting as a champion for the young person to make sure they are getting the support they need, and providing feedback on the progress of the young person

to enable an assessment of whether the support is having the desired effect.

The Lead workers will play a pivotal role in improving outcomes for these vulnerable young people bringing clarity and adding value to services and processes across communities.

- 1.12 In addition to the role of the Cam Nesa Lead Worker, the main focal Strand that the City and County of Swansea is aiming for is Strand 3 – Employability and Work Experience. A significant number of young people will only consider employment as a next step opportunity. Taking into account the complex range of needs often presented by young people in Tier 2 and who are rarely job ready there is a strong sense that that there is a definite need for a tailored pre employability approach, combined with the prospect of a paid work experience placement broadening their learning and employment options to fill a gap in provision for NEET young people.

In addition to staff costs the majority of the remaining budget will be allocated to paid work experience and other supporting services/interventions. There is also a budget to support transport costs.

- 1.13 Consideration of a procurement exercise will be undertaken for the paid work experience element of the project to seek a supplier that can facilitate and source the appropriate work placement/experience identified for the projects participants. This will be undertaken at a local level and no regional frameworks are considered as being required or are being stipulated as such from the Regional Lead Authority. A Speculative Notice (Expression of Interest) will be undertaken in advance of the tender exercise to confirm if there are indeed suppliers able to meet the projects requirements with the budget allocated. For additional services/interventions that have been identified as being required for the participants will be commissioned as and when required. Any expenditure being incurred of this nature will be completed in line with the City and County of Swansea's Contract Procedure Rules (CPR's).
- 1.14 The participants will be able to access centrally delivered services and provision via the Young People Services, NEET Team. As set out in the Governance section, the Cam Nesa team will be strategically placed within the NEET Team, maximising opportunities with other core funded staff and services.
- 1.15 The strategy behind the project is aligned to the key business driver the 'Youth Engagement and Progression Framework' and other key Welsh

Government policies including the strategic aims of each of the partner authorities.

- 1.16 The project will respond to many of the 'demand drivers' identified under the economic opportunities in the Economic Prioritisation Framework (EPF) which seeks to identify the broader activities taking place in the Welsh economy in order that all EU funding operations will act in support of strategic investments.
- 1.17 The impact of the Cam Nesa project will not be direct as it is concerned with young people not yet in the workplace. The Cam Nesa project is concerned to ensure that Wales has the widest possible workforce available to engage in the industry sectors by improving collaboration between the worlds of education and work. The project will invest in young people to endeavour to secure their futures but in the longer term aim to ensure that Wales has a sustainable workforce.
- 1.18 Links will be made with the City Centre regeneration programme, through initiatives such as Beyond Bricks & Mortar, to take advantage of the employment and training opportunities that will be created.
- 1.19 The project has benefited from detailed collaborative discussions and planning of activities with Engagement Progression Co-ordinators and Regeneration colleagues from Pembrokeshire County Council, Neath Port Talbot County Borough Council, Carmarthenshire County Council and Ceredigion County Council.
- 1.20 Having been approved for development from an Expression of Interest to the Youth Engagement Group of the Regional Learning Partnership, the project planning has moved successfully through the WEFO Expression of Interest and final Business Planning stages. The Lead Authority has submitted the final Business Plan to WEFO. Approval is now awaited. The financial profile detailed with the report is to be confirmed in lieu of this approval from WEFO.

## **2. Programme**

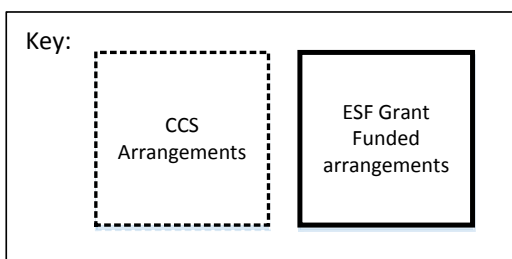
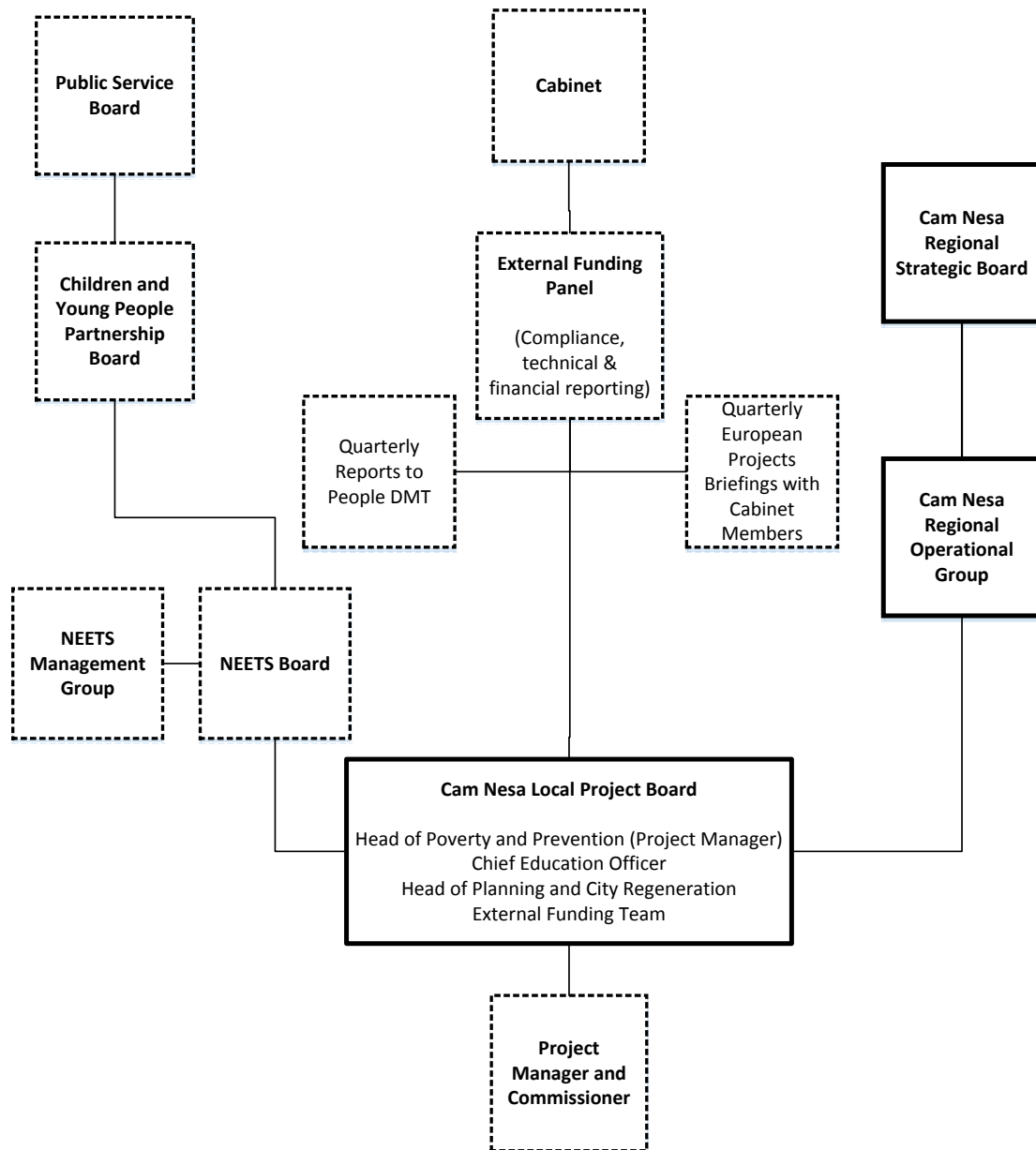
- 2.1 The indicative timeline of the programme has been set as follows:
- Mobilisation period, i.e., recruitment and procurement activities (2 months) – 01.02.2017 to 31.03.2017.
  - Project Delivery / Implementation and Closure phase (36 months) - 01.04.2017 to 31.03.2020. The last 3 months of this is for the project closure phase, where project delivery will cease.

### **3. Project Governance and Organisation Structure**

3.1 Governance of the project will be through three levels from a Regional Perspective.

For the City and County of Swansea, the Governance is yet to be formalised, but it is envisaged it will set up as the following flowchart. The Governance will be reviewed at approximately nine months into operation to give assurance that it is fit for purpose.





### Compliance, Technical and Financial Reporting:

#### Regionally:

- A regional strategic board, led by Pembrokeshire County Council – the membership of this group will be senior level managers from each of the local authorities. High-level project decisions and escalated issues from the operational group will be raised in this board.
- A regional operational group, led by Pembrokeshire County Council – the membership of this group will be project managers/European funding officers from each of the local authorities to discuss operational issues and refer these to the strategic board, where required.

#### Locally:

- The External Funding Panel which meets bi-monthly with Cabinet Members, to report on current and planned European and externally funded projects will report on Cam Nesa progress and grant compliance as for all European and externally funded projects.

### Governance and Decision Making:

#### Locally:

- A Local Project Board will take responsibility for the management and monitoring of the project activity undertaken in Swansea. The Local Project Board will communicate key progress, and escalate risk and issues as appropriate to Senior Management and politicians responsible for Education, Poverty & Prevention, City Regeneration and ultimately Cabinet.
- Appropriate information from the Local Project will be reported to the Regional Meetings.

### Reporting for Alignment and Co-ordination:

#### Locally:

- The Local Project Board will communicate appropriately to the NEETS Board, and NEETS Management Group. Reporting continues to the CYP Partnership Board and Public Service Board.

- 3.2 Each local authority engaged in the project has developed its own delivery profile, which will form the basis of the service level agreements between each of the joint beneficiary authorities, acting as delivery agents, and Pembrokeshire County Council as lead beneficiary.
- 3.3 In its capacity as lead beneficiary, Pembrokeshire County Council will utilise their European Contract Management Team (ECMT) to undertake the strategic management, monitoring, compliance, financial management and procurement overview of the project and its activity across the region. The ECMT will be directly responsible for liaison between the engaged authorities and with WEFO.
- 3.4 As joint beneficiary, the City and County of Swansea will be responsible for ensuring key officers provide information to the ECMT for monitoring of project outputs and expenditure. The formal role for leading on the delivery of the project in Swansea, along with monitoring performance and expenditure will be undertaken by a European and External Funding Programme Officer, located in the European and External Funding Team. The European and External Funding Programme Officer will be line managed by the European and External Funding Team Leader, as part of the Economic Regeneration and Planning Section. The formal reporting of finance and output information will be collated by the European and External Funding Programme Officer with the support of European Officers for onward transmission to the ECMT based with Pembrokeshire County Council.
- 3.5 The External and European Funding Team (EEFT) in Swansea is currently undertaking the formal role for leading delivery of other 'live' ESF funded projects for the Authority, which in turn will offer the advantage of identifying opportunities to link in with them; such as:
- Cynnydd – 11-24 year old at risk of becoming NEET
  - Communities for Work – 16-24 year old NEET, operating in Community First areas
  - Workways + - 25+ year olds long term unemployed, operating outside Community First areas
  - In addition, the EEFT leads the delivery of the Gower Landscape Partnership, therefore will maximise the opportunity to seek the relevant placements that could assist the above named projects where applicable.

#### **4. Equality and engagement implications**

4.1 Every European programme is subject to a full Equality (and Environmental) Impact Assessment, which are available for public consultation as programme development progresses. Projects and business plans developed for submission to the programme must detail how they will address equality issues as a cross-cutting theme. The level of integration of equality into project design is part of the formal development and assessment process for every business plan and project seeking European funding. These cross-cutting themes are included within the Business Plan and cover:

- equal opportunities and gender mainstreaming;
- Welsh language;
- sustainable development; and
- tackling poverty

4.2 The Business Plan (Section 1 – Cross-Cutting Themes) addresses the specific ways in which these themes will be addressed throughout implementation of the project.

4.3 In line with the Equality Act 2010 and Public Sector Equality Duty for Wales, the City and County of Swansea will ensure that the project adheres to both the City and County of Swansea Strategic Equality Plan 2012-2016 and Pembrokeshire County Council Strategic Equality Plan 2012-2016, meeting the higher requirements of each local authority's standard procedures.

#### **5. Financial implications**

5.1 The expected project start date is from 1<sup>st</sup> February 2017, with three-year project duration. Once the business plan is approved, an Offer of Grant will be received from WEFO and the breakdown of funding identified within the offer letter in-line with the delivery profile.

5.2 There is a risk in beginning project delivery without the Offer of Grant. The City & County of Swansea Finance and Legal departments do not recommend project delivery without ensuring this risk is minimised through a satisfactory WEFO appraisal.

5.3 A number of issues have been taken into consideration in developing the business plan based on experience from the current programming round:

- Taking advantage of opportunity to use 15% flat rate for overhead costs removing the need for an audit trail for certain internal

transactions and meeting part of the match funding requirement for the programme. Use of the 15% flat rate overhead will also reduce administrative burden particularly in relation to audit.

- The proposed team is proportionate to the scale of the programme based on experience from the previous round.
- Redundancy costs are included to cover for the duration of the programme.
- Procurement advice will be sought as appropriate and will build on good practice established via previous EU programmes.
- Internal match funding requirement being kept low using internal staff time and flat rate overhead.
- Document retention and storage arrangements are now following the central archiving arrangement led by the European Office, as agreed at Executive Board in June 2014.

5.4 The budget allocation to the City and County of Swansea is:

- Total project cost: £1,830,171
- Total ESF Grant: £1,281,120 (70%)
- Total match funding: £549,051 (30%)

5.5 With match funding comprised of:

- Staff in-kind match: £530,068
- Flat rate overhead contribution (part of 15% flat rate overhead allocation): £18,983

5.5 The staff time contribution to match funding will be provided by Transition Learning Officers who already work with NEET young people to support their transition into education, employment or training. The Cam Nesa project will support them with their aims by providing a more appropriate mix of provision and support for the hardest to reach groups.

5.6 Whereas Pembrokeshire County Council will assume full responsibility for the European Grant when signing the offer letter with WEFO, the SLA will mean that in the event of certain prescribed breach of the terms of the offer letter, the Authority would be required to repay grant accordingly. The same controls are to be applied to delivery of Swansea's element of the Cam Nesa project as would be applied to direct delivery to WEFO. No other costs to be incurred and appropriate management arrangements will be implemented to ensure successful grant compliance and audit.

## 6. Legal implications

- 6.1 Generally the terms attached to EU Grant funding are legally binding and should be formally recorded in an appropriate document/contract with external delivery partners as required, to ensure that relevant risks and liabilities are transferred as appropriate
- 6.2 Procurement rules (both EU and the Council's) will have to be fully complied with in all respects, whether in relation to inter-authority services or the procurement of services from external delivery agents.
- 6.3 The Council will have to comply with all Conditions attached to the offer letters from Welsh European Funding Office.
- 6.4 The Council, together with all Authorities participating in this project, will need to ensure compliance with European state aid rules.
- 6.5 Any documentation entered into as referred to in this Report will have to contain any necessary clauses required by the Head of Legal and Democratic Services and the Head of Financial Services to protect the Council's interests so far as they are able.

## 7. Risk implications

- 7.1 In addition to the summary of major perceived risks included in section 2.4 of the business plan, risks identified applicable to City and County of Swansea in the project development stage have been outlined below. A comprehensive risk register including risk scoring/categorisation will be maintained by the European Funding Team and shared appropriately as set out against a confirmed Governance Structure.

<b>Risk description</b>	<b>Possible outcomes</b>	<b>Existing control measures in place / Planned countermeasures to be placed</b>
£530,068 staff time contribution to match funding – non compliant	Insufficient match funding contribution, reduction / clawback of ESF payment	Staff time has been narrowed down to as few as possible full time equivalents to minimise paperwork involved. These 5 FTE members of staff have already been identified and costed against their individual payroll details. As the payroll information has been submitted to the EU team who have access to the required HR systems, this information can be gathered centrally. EU team has met with the Young People Services Manager to identify members of staff who will work with the Cam Nesa participants to ensure compliant activity and

		correct process to second them onto the project.
WEFO approval delayed	Project spend in line with the indicative timeline is at risk of not being repaid	Do not commence any activity that would incur financial implications to mitigate the risk of not receiving a timely WEFO approval.  Project delivery start date to be reviewed.  Young People Services will need to be informed of changes to start date at the earliest opportunity to enable them to plan accordingly.
Failure to achieve or evidence outputs	Clawback of ESF	Cam Nesa Lead Workers will receive training to ensure paperwork evidences baseline and progress made. A European Officer will work directly with Cam Nesa Lead Workers to ensure that outputs are achieved and evidence is submitted with each claim.
Central management of project spend – budgets not given directly to the Young People Services Section	Over/Under spend of budget	A central management approach minimises the risk of non-compliance of the ESF claim process and evidences Cam Nesa provision as being additional to current core provision. A central approach also ensures that interventions are needs-driven through the referral process. The European team will need to closely monitor quarterly spend and feedback via the Cam Nesa Lead Workers.
Insufficient financial evidence / audit trail	Clawback or non-payment of ESF	The European team comprises experienced staff who has worked on a number of previous EU funded projects including Coastal, Regional Essential Skills, Engage, Waterfront City and RDP. The centralised management approach will mean all audit documentation is retained centrally and experienced officers will ensure compliance at every stage.
Not meeting the target participant numbers required	Clawback or non-payment of ESF	The EU team will work directly with the Young People Services Team and NEET Team to be fully aware of the required target numbers, and have done so in the planning of the project and will do so throughout the project duration to ensure the workload and planning of caseloads is done so effectively.
Not seeking a suitable	Delayed start date	Being aware of other projects offering similar provisions provides assurance that this type of

supplier to offer paid work experience element of the project	and / or not meeting the project outcomes	provision is on offer in the market.
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**Background papers:** None

**Appendices:**

5 Tier Model (Appendix 1)

Cam Nesa Business Plan (Appendix 2)



## 5 Tier Model Of Engagement

Tier	Client Group
<p style="text-align: center;"><b>Tier 5</b></p> <p><b>Young People in Further Education, Employment or Training (EET)</b></p>	<ul style="list-style-type: none"> <li>• Sustaining education, employment or training (EET).</li> <li>• Working or studying part time over 16 hours.</li> <li>• Voluntary Work.</li> </ul>
<p style="text-align: center;"><b>Tier 4</b></p> <p><b>Young People at risk of dropping out of EET</b></p>	<ul style="list-style-type: none"> <li>• Those engaged in less than 16 hours of EET.</li> <li>• Those who have been identified at risk of disengagement pre-16 and/or were judged as at risk of not making a positive transition who are subsequently in FE, sixth form or training.</li> <li>• Those who have been made aware to CW by EET providers (or themselves) as at risk of dropping out of EET.</li> </ul>
<p style="text-align: center;"><b>Tier 3</b></p> <p><b>Unemployed 16 and 17 year olds known to Careers Wales</b></p>	<ul style="list-style-type: none"> <li>• Engaged with CW and/or known to be actively seeking EET; either ready to enter EET, or assessed as requiring career management or employability skills support to enter EET.</li> <li>• This tier should also include those known to CW, actively seeking EET but not requiring CW enhanced support i.e. accessing support via CW.com, awaiting a college start date etc.</li> </ul>
<p style="text-align: center;"><b>Tier 2</b></p> <p><b>Unemployed 16 and 17 year olds, known to Careers Wales, who are not available for EET</b></p>	<ul style="list-style-type: none"> <li>• Young person not available/ unable to seek EET (sickness, young carers, pregnancy, custody).</li> <li>• Young people with significant or multiple barriers requiring intensive personal support.</li> </ul>
<p style="text-align: center;"><b>Tier 1</b></p> <p><b>Unknown status on leaving Careers Wales services</b></p>	<ul style="list-style-type: none"> <li>• Young people unknown to Careers Wales.</li> </ul>

**Swyddfa Cyllid Ewropeaidd Cymru**  
**Welsh European Funding Office**

# **Cam Nesa Project**

**Business Plan**

**Version: Submitted 21 October 2016**

**Lead Beneficiary: Pembrokeshire County Council**

**WEFO Project Development Officer: Andrew Price**

<b>Version</b>	<b>Officer</b>	<b>Submission Date</b>
<b>1.0</b>	<b>Helen Ross</b>	<b>23 07 15</b>
<b>2.0</b>	<b>Helen Ross</b>	<b>21 10 2016</b>

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Annex 8: Distance Travelled Tool – **TO FOLLOW**

Annex 9: Corporate Management Team Report 14 October 2015

Annex 10: Cabinet Report 30 November 2015

Annex 11: Cam Nesa Job Descriptions - **TO FOLLOW**

Annex 12: Initial Operation Closure Plan

Annex 13: Cost-Benefit Analysis

Annex 13(a): Cost-Benefit Analysis Appendix 1

Annex 13(b): Cost-Benefit Analysis Appendix 2

Annex 14: Service Level Agreement – **TO FOLLOW**

Annex 15: Treasury Management Governance Arrangement for  
2015/16

Annex 16: Beneficiaries Cost Breakdowns - **TO FOLLOW**

## **Executive Summary**

### **Strategy**

Cam Nesa is an operation under Specific Objective 1 (To reduce the number of NEET young people, among 16-24 year olds) of the 2014-2020 West Wales and the Valleys ESF Operational Programme. It will operate in the unitary authority areas of Ceredigion, Pembrokeshire, Carmarthenshire, Swansea and Neath Port Talbot by a consortium of beneficiaries comprising the local authorities and FE colleges. The lead beneficiary is Pembrokeshire County Council.

Considerable engagement has taken place across the region to be covered by Cam Nesa. This has involved engagement at a very early stage with the South West and Central Wales Regional Learning Partnership. The Regional Engagement Teams in southwest Wales and in mid Wales have been approached to obtain the endorsement of the Growing Mid Wales Board and the Swansea City Region Board.

### **Delivery**

Cam Nesa will work with 2,000 young people who are judged to be NEET, over an initial three year period from 1<sup>st</sup> April 2017 to 31<sup>st</sup> March 2020, with a preceding 'Mobilisation' period 1<sup>st</sup> January to 31<sup>st</sup> March 2017. The primary objective is to be measured using the indicator "NEET Participants (16 – 24) gaining employment". We will also record the results - "NEET Participants (16 – 24) in education/training upon leaving" and "NEET Participants (16 – 24) gaining qualifications upon leaving". It is anticipated that the operation will assist at least 400 of these young people to gain employment with many gaining employment related qualifications and / or entering education/training.

The design of Cam Nesa interventions has been based on a process that saw the development of a long list of activities that might be capable of influencing whether young people became NEET or not, followed by appraisal and refining of this to create a short list of activities and then detailed consideration to use this to construct a suite of interventions considered most beneficial. Those developing Cam Nesa also sought to determine which of three delivery options was most appropriate. The three delivery options considered were to do nothing, to make use of a centralised delivery model or to adopt a mixed approach. Of these the latter was deemed most beneficial and appropriate.

The beneficiaries behind Cam Nesa comprise five local authorities, working closely with further education colleges. The local authorities are considered key beneficiaries because they are required to deliver statutory Youth Service provision to young people up to the age of 25 years. In addition local authorities have huge experience in delivering employment programmes. Further education colleges are considered necessary joint beneficiaries because they are strongly placed to deliver vocational post-16 course provision. The legal basis for their involvement is provided by Ministerial directions under Section 40 of the Learning and Skills (Wales) Measure 2009.

Pembrokeshire County Council has successfully delivered European funded schemes worth many millions of pounds. In the most recent EU funding programme Convergence 2007 – 2013, the County Council was responsible for delivering as a Lead Sponsor or Joint Sponsor or contractor in 78 EU funded projects. Amongst these are several targeting young people, such as Engage and the Gypsy Traveller Learning and Future Employment Project, (both Convergence ESF) and the Pembrokeshire Youth Guarantee (a pilot action funded by the European Commission in 2014/15). Cam Nesa has been heavily influenced by the successful Pembrokeshire Youth Guarantee. The operation includes innovative practices drawn from the Pembrokeshire Youth Guarantee that are now being applied across a much wider geographic area, over a longer period and with a larger number of young people.

### **Financial**

Pembrokeshire County Council, Cam Nesas lead beneficiary, has been in existence since 1 April 1996.

The conduct of Pembrokeshire County Council and all the joint beneficiaries will be governed by the same Codes of Conduct used in the course of each organisation's normal business. Compliance with these Codes and action to correct any departures will be the responsibility of each beneficiary organisation using their own procedures and policies.

The budgeted total eligible costs for the operation are £5,714,286 (October 2016). The calculation of these costs makes use of Simplified Cost Options by joint beneficiaries, who will apply FR15.

Co-financing for the operation will be provided in cash from the beneficiary organisations. This will amount to £1,714,286. This will be drawn from beneficiary organisation's staff time and flat rates for indirect costs. The timing of match funding is therefore similar to that of expenditure on staff costs.

Following investigation, it has been determined that there are no other external sources of funding available to the beneficiaries that might reduce the request for ESF. Therefore the requested ESF is the lowest amount that would still permit the operation to proceed. The only other means of reducing the ESF request is to reduce the size of the operation. This has already been reduced to align with programme targets and to reduce it further would raise questions about the size of impact on the target group and the ratio of administrative to delivery costs.

## Section 1 – Core Criterion: Strategic Fit

The specific evidence requirements needed for assessment against this criteria are as follows:

1.1 Clearly demonstrate an alignment with the targeting principles and specific objectives listed under the relevant EU Programme & Priority.

The Cam Nesa Operation will align with the targeting principles and Specific Objectives of the ***West Wales & the Valleys ESF (2014 – 2020) Priority Axis 3 – Youth Employment and Attainment***. It will specifically focus on ***Specific Objective 1: To reduce the number of 16 – 24 year young people who are NEET (Not in Employment, Education or Training)***.

Cam Nesa will provide a range of interventions which will complement and add value, but do not duplicate mainstream services managed by Engagement and Progression Co-ordinators (EPCs) in the delivery of the *Youth Engagement & Progression Framework (YEPF)* across the ERW Region, comprising the Local Authority areas of Carmarthenshire, Ceredigion, Neath Port Talbot, Pembrokeshire, Powys and Swansea. Powys will submit a parallel application comprising an East Wales Programme.

The Operation will:

- 1.1.1 Maximise the use of pre-existing multi-agency working to identify NEET young people as early as possible using the Careers Wales IO Database for 16-18 year olds and DWP referrals for 19-24 year olds (except those on the Work Programme).
- 1.1.2 Facilitate appropriate information exchange about identified NEET young people between education and other partners as set out in WASPI approved information sharing protocols.
- 1.1.3 Once referred onto the operation a lead worker will assess their specific support and provision needs.
- 1.1.4 The Lead Worker will engage early with the NEET young person and provide assistance in signposting and accessing re-engagement programmes and activities.
- 1.1.5 The Lead Worker will track and monitor progress against the plan which will be systematically reviewed.
- 1.1.7 Early engage identified participants within the Operation and provide assistance in signposting and accessing re-engagement programmes and activities.
- 1.1.8 Support participants in becoming re-engaged in education, employment or training by providing a broad range of opportunities appropriate to their needs, including access to targeted support (mentoring, coaching, counselling and advocacy where appropriate) to remove barriers to progression into employment and further learning, and to help create confidence and

independence in addition to learning- and work-readiness, including access to mainstream provision, such as WG Traineeships for 16-18 year olds and DWP Youth Contract interventions for 18-24 year olds;

- 1.1.9 Provide access to a range of opportunities (including work experience) to better equip the young people with a skill set that will allow them to be more flexible and adaptable in a fast changing labour market and to gain sustainable employment, encouraging linkages between career choices and longer term labour market trends and tackling traditional gender stereotypes in employment;
- 1.1.10 Support participants to access other supported job opportunities where appropriate, signposting to mainstream or other Intermediate Labour Market measures, such as, Jobs Growth Wales and WCVA Active Inclusion – Getting Ahead 2.

### 1.2 How the operation will:

Contribute towards delivering transformational change in at least one of the ten economic opportunities identified in the EPF;

1.2.1 The **Economic Prioritization Framework (EPF)** seeks to identify the broader economic activities taking place in the Welsh economy in order that all EU funding operations will act in support of strategic investments.

The Cam Nesa Operation in South West Wales will use ESF to provide work-focussed support and training to young people who need to be engaged in activities and training which will help guide them towards making decisions about their future career paths. These young people will ultimately be seeking to access the labour market across all of the industry sectors identified in the EPF, and many of their ancillary supply chain businesses – Energy, Food and Farming, Climate Change and Resource Efficiency, ICT and the Digital Economy, Advanced Manufacturing, Life Sciences and Health and Tourism, Recreation and Leisure.

1.2.2 How the operation will: Respond to the demand drivers described under the relevant economic opportunities in the EPF

The Operation will respond to many of the ‘demand drivers’ identified under the economic opportunities in the EPF, however, the impact of the project will not be direct as it is concerned with young people not yet in the workplace. The Cam Nesa Operation is more concerned to ensure that Wales has the widest possible workforce available to engage in these industry sectors by improving synergy between the [worlds of education and work](#). The Operation will invest in young people to try to secure their futures but in the longer term, the actions are aiming to ensure that Wales has a sustainable workforce for the next forty years.

Many of the investments which will be made through the ERDF funding programmes, and in the wider context across Wales which are highlighted in the EPF, identify shorter term job creation through the delivery of schemes but which result in longer term economic development. Relevant regional economic opportunities include (not exhaustive merely illustrations):



- Improving Connectivity – developments relevant to the area are planned for road, rail and ports in a number of areas including Swansea, Port Talbot, Port of Milford Haven / Pembroke Dock.
- Capital Investment across the area will include schools and FE / HE buildings, business parks, Swansea City Centre and many other mixed use developments which will include retail, leisure, residential also.

There are further opportunities for job creation at a local level in indigenous SMEs who are involved in the following industries. There may well be further supply chain jobs connected to these SMEs and possibly also Inward Investment opportunities:

- Site specific investment will cover developments across tourism, food and farming infrastructure and town centres.

Entrepreneurship work will be undertaken with groups of young people where appropriate. It is likely that this activity, coupled with investment in higher specification communications infrastructure which is becoming available across Wales, is a field where young people may be attracted to engage.

- Digital Connectivity – delivery of Superfast Broadband across the area is a key development.

Where some of the young people have been are NEET but are actually very capable academically, the EPF identifies many more opportunities for those

Life Science Developments in Swansea where a number of Higher Education projects are identified.

- Advanced Manufacturing Developments are planned in Swansea linked to the new Swansea University Campus and in the heart of the steel industry in Port Talbot the TWI Technology Centre.
- Energy Developments in Swansea - Swansea Tidal Lagoon and Pembrokeshire DeltaStream - Ramsey Sound Tidal Project.

### 1.2.3 How the operation will: Add value to and not duplicate the existing expertise and capability described under the relevant economic opportunities in the EPF

The project will operate at a local level within each of the five participating local authorities, dealing with young people who are NEET and will not cross over any of the significant areas of economic opportunity identified in the EPF. The value added that takes place will be through the provision of activities which Local Authorities who are locally leading on the YEPF cannot currently undertake to help those young people who are facing barriers to their progression.

### 1.3 Clearly demonstrate an alignment with the relevant Welsh Government policies.

Cam Nesa will align with, and support the implementation of a number of key relevant Welsh Government Policies across the ERW Region:

### 1.3.1 The Youth Engagement & Progression Framework<sup>1</sup>

The Operation's key business driver is the YEPPF. It aligns with the Framework's Key Elements:

- **Early Identification** - Each Local Authority area has benefitted from the adoption of the Vulnerability Assessment Profile developed successfully by Swansea. Each LA has developed the VAP on a number of different software platforms. Each EPC manages the VAP caseload on a LA basis; Year 11 and 16-18 young people in schools that are at risk of disengagement (Tier 4) are identified using the VAP, and their details are shared with Careers Wales and incorporated into the IO Database. In addition, post-16 providers have their own EI systems in place and alert Careers Wales when the young person is at risk of dropping out of provision, and becoming NEET. Young people who are the most vulnerable to disengage will be supported by the ESF funded Cynnydd Operation in the SW Region.
- **Brokerage** - 16-18 year olds - Once the young person becomes NEET, their needs will be discussed through Careers Wales hosted monthly multiagency brokerage meetings held in each Local Authority area. In these meetings, the needs of the young person will be identified; should a referral to a Cam Nesa operation be deemed beneficial to the young person, then a named Lead Worker will be allocated, and a referral to the Operation will be made. For 18-24 year olds, DWP will make referrals into the Operation (except those on the Work Programme). The Cam Nesa opportunities will be delivered from a framework of procured organisations/providers and centrally-delivered services; these will constitute a "menu" of opportunities that might vary on a local basis.
- **Tracking Progress** - Lead Workers will measure distance travelled by the young person as they progress through the Operation. Progress will be shared routinely in the Multiagency NEET for a.
- **Provision** - Each EPC has undertaken a provision mapping exercise; this has exposed additional local needs that constitute the support and provision opportunities that comprise the Cam Nesa Operation. This process will be further discussed in section 2.1.2.3.
- **Employability** - This is the least developed strand in the region, matching the findings of recent Welsh Government commissioned research<sup>2</sup>. Cam Nesa will offer additional targeted engagement opportunities and support packages to engage vulnerable young people and enable them to progress into employment. This will be further discussed in Section 2.

### 1.3.2 Programme for Government

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<sup>1</sup> *Youth engagement and progression framework Implementation Plan*, Welsh Government 2013 ISBN 978 1 4734 0268 3

<sup>2</sup> *Formative Evaluation of the Youth Engagement & Progression Framework- Interim Findings*, Welsh Government Social Research Summary 107/2014.

In *the Programme for Government*, the Welsh Government articulates its commitment to taking action on the issue of young people who are NEET, saying in its Annual Report in 2012<sup>3</sup> that:

*“Reducing the number of young people who are, or are at risk of becoming NEET, remains a stubborn challenge and key priority. The damage that is caused for the prospects of young people who are NEET, as well as their own children, is well understood, as is the cost to the overall public purse”*

Despite making progress to date in reducing the number of young people that were NEET, the *Programme for Government Summary Progress Report June 2014*<sup>4</sup> concludes that:

*“Too many of our young people are neither earning nor learning and this is a key social justice priority.”*

Cam Nesa will directly support this key policy area as its primary objective is to reduce the number of NEETs aged 16-24.

### **1.3.3 Tackling Poverty Action Plan 2012-16<sup>5</sup>**

See Section 1.4.3.

### **1.3.4 Youth Entrepreneurship Strategy<sup>6</sup>**

The Cam Nesa Operation will support the *Youth Entrepreneurship Strategy* by boosting young people’s entrepreneurial confidence so that in future they can play a full and effective part in the economy and community. One in seven in the Welsh workforce is self-employed, and the aim of the Operation is to use this future pathway as a hook to re-engage them. Through targeted interventions, it will be:

1. Engaging: by promoting the value of entrepreneurship, increasing awareness of self-employment as a career option.
2. Empowering: by making NEET young people more aware of entrepreneurship through hands-on learning experiences of pathways into self-employment. It will connect with NEET young people to help them to realise their ambitions. The competition for employment has never been higher; by making participants become entrepreneurially aware and active, it is hoped that they will become more motivated in their education to succeed. Entrepreneurship is also a key component of the revised Essential and Employability Skills, and the new Welsh Baccalaureate qualification. Cam Nesa will offer additional support to enable disengaged young people succeed in these key curriculum areas. Cam Nesa will promote the development of Entrepreneurial skills for NEET young people aged 16-24 years by delivering enterprise-focused experiential activity.

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<sup>3</sup> *Programme for Government Annual Report 2012*. Welsh Government, May 2012.

<sup>4</sup> *Programme for Government Summary Progress Report*. Welsh Government, June 2014.

<sup>5</sup> *Tackling Poverty Action Plan 2012-2016*, Welsh Government 2012.

<sup>6</sup> *Youth Entrepreneurship Strategy- An Action Plan for Wales 2010-15*, Welsh Government, 2010.

3. Equipping: Cam Nesa will prepare young people to take the next steps towards self employment. Cam Nesa will also collaborate with the Business Wales Young Entrepreneurship ERDF programme and other mainstream programmes to provide progression routeways for young people who require further support in their journey towards self-employment.

### **1.3.5 Policy Statement on Skills<sup>7</sup>**

Skills have a major impact on both the economic and social well-being of Wales as a substantial policy area devolved to the Welsh Government. Together with policy action to support the employability of individuals, skills provide a strong lever for tackling poverty and strengthening the creation of jobs and growth. Skills development is a key focus area for reducing NEETs. Cam Nesa will support two broad areas linked to this policy:

1. *Literacy and Numeracy Skills*- so that young people have sufficient skill sets to enter the world of work or progress into further learning. Cam Nesa will offer targeted literacy and numeracy support to work with those that have not reached satisfactory attainment levels.

2. *Skills for Employment*- Cam Nesa will support young people to improve their Essential and Vocational Skills so that they are better placed to access work opportunities or progress into further education or training. The Operation will also provide work-focussed opportunities to raise awareness of the world of work, aspiration and motivation. Work focussed tasters will enable young people to trial individual career pathways and to raise awareness of necessary vocational skills development.

Cam Nesa will also provide Lead Workers to enable access to, and help sustain Work placements (including extended placements) to develop further understanding and experience of the world of work and essential and employability skills.

### **1.3.6 The National Youth Work Strategy for Wales 2014-2018<sup>8</sup>**

The *Strategy* recognises the importance of the crucial role that Youth Work makes in supporting many young people to achieve their full potential. This work is traditionally done through informal and non-formal education approaches, but the *Strategy* identifies the need to strengthen the strategic relationship between youth work organisations and formal education to support positive outcomes for young people in mainstream education. The YEPF opens the way for the contribution of Youth Work organisations to be better connected with mainstream education and broader support services. One of the key implementations of the YEPF is the emergence of a network of 'lead workers' providing continuity of support and contact to vulnerable young people and supporting them to engage with and access wider support services.

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<sup>7</sup> *Policy Statement on Skills*. Welsh Government, 2014

<sup>8</sup> *The National Youth Work Strategy for Wales 2014-2018*. Welsh Government, 2014.

Cam Nesa will provide additional funded opportunities to complement this support work in formal, non-formal and informal settings. It will also provide targeted opportunities to young people (funded through the Operation), but with statutory and voluntary youth sectors providing the “wrap around” support necessary for the vulnerable young people to succeed.

### 1.3.7 Well-Being of Future Generations (2015) Act

This operation is relevant within the context of the new Well-being of Future Generations (Wales) Act addressing several of the well-being goals that are contained within the Act. It is a collaborative operation which is concerned with getting young people into work and helping to lift them out of poverty, improve their long term outlook and health and life prospects. All of which will be carried out with full regard to sustainable development, supported by the operation’s Cross-cutting Theme Champion. The Cam Nesa helps to address the following goals:

**A prosperous Wales** - which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities;

**A healthier Wales** - in which people’s physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood;

**A more equal Wales** - that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances);

**Globally responsible** - A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

### 1.3.8 Pembrokeshire County Council – Pembrokeshire Economic Development Strategy and Action Plan 2017 – 2022. (PACEC June 2016)

The importance of having an economic strategy to help improve the economic performance of Pembrokeshire sets the backdrop to deliver this key project which is aimed at helping to improve the availability of labour in the county.

The Cam Nesa operation can contribute to the following strategic objectives:

1. Improving Business Growth and the Enterprise Culture - ...”strengthen measures to train young people, while engaging more employers to provide increased support for training and education.”
2. Improving the Labour Supply and Skills – “Raise levels of attainment....and reduce barriers to work.”

1.4 Provide an outline of how the operation intends to contribute towards the Cross Cutting Themes (CCTs) of Equal Opportunities, Sustainable Development and Tackling Poverty. Cross cutting theme guidance and best practice factsheets can be found [here](#).

Specific Guidance for all three Cross Cutting Themes for the ESI Funds 2014 – 2020 Programmes has not yet been made available; however, this will be followed when published. Greater detail will be provided on the operation's contribution to CCTs in subsequent business plan stages.

### 1.4.1. Equal Opportunities

Cam Nesas activities will be open to targeted young people within the ERW Region, irrespective of race (including Gypsy Traveller young people), language, sex, sexual orientation, disability, age, religion or belief.

The main objective of the Operation is to help young people who are NEET to re-engage with education, training or employment through providing a range of interventions. Cam Nesa will provide a multi-agency approach to supporting participants, putting in place provision that is best placed to meet their needs. The delivery of the individual learning pathways will be supported and delivered by a range of Delivery partners who will have the expertise and experience to assist participants to overcome barriers to continued participation.

All participating local authorities have their own **Strategic Equality Plans 2012-16** and equal opportunities policies which all activities and communications associated with this project will adhere to. It will be a stipulation of the appointment of any third party bodies that they also adhere to this policy.

This programme will be developed in line with the priority specific guidance on equal opportunities, along with the key guidance document (including an emphasis on bilingual provision).

Participation in the Operation's activities will be monitored through the completion of registration documents by participants, which will be used to gain information regarding the individual's characteristics.

Welsh Language - All participating beneficiaries will have their own **Welsh Language** policies which all activities and communications associated with this project will adhere to. It will be a stipulation of the appointment of any third party bodies that they also adhere to this policy.

All provision and materials will be available bilingually, and accessibility issues will be taken into account at all times to ensure equal access to all.

### **1.4.2 Sustainable Development - One Wales: One Planet<sup>9</sup>**

Welsh Government has a commitment to having sustainable development at its heart, with development that meets the needs of the present without compromising the ability of future generation to meet their own needs being central to this aim. Furthermore, it means enhancing the social, economic and environmental wellbeing of communities so that they create a better quality of life for their own and future generations. A real commitment to good education for all is the basis for a strong, prosperous and aspiring community.

All participating beneficiaries will have their own commitment to **Sustainable Development** which all activities and communications associated with this project will adhere to. It will be a stipulation of the appointment of any third party bodies that they also adhere to these policies.

Cam Nesa will address the policy's aim of inspiring and educating young people to develop their knowledge, values and skills so they can participate in decisions about what affects them, and live more sustainably. It will support vulnerable young people in the development of their Essential and Employability Skills, a key Welsh Government initiative to preparing young people to be better prepared for future learning, training or employment. This inevitably will have an impact on reducing the number of NEET young people in Wales and associated levels of poverty, making communities more sustainable and resilient. Cam Nesa will contribute to the integrated portfolio of programmes and regional and local levels that will help young people attain the skills necessary for their future employment opportunities. Cam Nesa will also complement existing Families First activities aimed at early identification and intervention, including young people living in poverty.

### **1.4.3 Tackling Poverty**

The formulation of Cam Nesa has tackling poverty as a core aim. The development of the Business Plan has taken the following Welsh Government Guidance and best practice documents as necessary business drivers.

The operation aligns with the European Commission aim to reduce youth unemployment through the key actions of the Youth Employment Package (2012), the establishment of a Youth Guarantee by April 2013 and the Youth Employment Initiative (2013).

#### **1.4.3.1 Tackling Poverty Action Plan 2012-16<sup>10</sup>**

Cam Nesa will support the implementation of the Tackling Poverty Action Plan across the ERW Region. Employment, education and further training has a fundamental role in helping lift people out of poverty and in protecting those at risk of poverty and disadvantage. There is a strong link between poor educational attainment, low skills and poor health and wellbeing. Cam Nesa will provide a range

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<sup>9</sup> *One Wales: One Planet. The Sustainable Development Annual Report 2012-2013.* Welsh Government, 2013.

<sup>10</sup> *Tackling Poverty Action Plan 2012-2016,* Welsh Government 2012.

of interventions which will complement and add value, but will not duplicate mainstream services aligned to the *Tackling Poverty Action Plan* in the following strategic areas as identified in the *Action Plan*:

*Section 1: Preventing Poverty and making it less likely over the longer-term.* Cam Nesa will offer additional targeted opportunities to raise aspirations; increase skill levels (including literacy and numeracy) and reduce inequalities in health and wellbeing. It will provide additional support to young people to help them overcome any barriers to their re-engagement with education, employment or training.

*Section 2: Helping people to take up job opportunities and earn an income.* The Action Plan recognises that the best route out of poverty is employment aligned with the development of skills and relevant qualifications. Cam Nesa will support the development of Essential and Employability Skills; it will also offer work-related opportunities, and supported work experience placements (a key route to social mobility) to raise aspiration and enable young people to gain confidence for them to enter into sustained employment. Cam Nesa will coordinate interventions to provide progression to job opportunities provided by mainstream or other ESF funded Intermediate Labour Markets, such as, Jobs Growth Wales 2.

*Section 3: Action to mitigate the impact of poverty here and now.* Cam Nesa will offer Financial Literacy to support young people become more independent with managing their own financial situation. Cam Nesa will offer Digital Literacy to enable young people to develop online skills to support their journey into work or further learning.

### 1.5 Detail any planned or potential opportunities for integration with other European Structural & Investment (ESI) funding programmes, such as ERDF, ESF, EAFRD (Rural Development) or EMFF (Fisheries Fund).

The project will liaise directly with several other projects that are planning to deliver ESF operations to the same cohort. This will include direct liaison (including working meetings) and information sharing with a number of other organisations who are progressing operations through the Business Planning process with WEFO. The aim of working together is to ensure that there is no duplication of delivery and that where possible processes and procedures are consistent. These are listed here:

<b>Project Title</b>	<b>Lead Beneficiary</b>	<b>Target Participants</b>	<b>Contact taken place</b>
<b>Cam Nesa – East Wales</b>	<b>Powys County Council</b>	<b>NEET Young People</b>	<b>Working in parallel; Regular development meetings.</b>
<b>ADTRAC</b>	<b>Grwp Llandrillo Menai</b>	<b>NEET Young People</b>	<b>Several direct meetings, regular liaison planned.</b>
<b>INSPIRE 2 WORK</b>	<b>Blaenau Gwent CBC</b>	<b>NEET Young People</b>	<b>Several direct meetings, regular liaison planned.</b>
<b>Communities</b>	<b>WG –</b>	<b>NEET Young</b>	<b>There is close liaison with</b>



<b>4Work</b>	<b>Local Government &amp; Communities</b>	<b>People who are disadvantaged and disengaged from mainstream services</b>	<b>C4W staff to avoid duplication in Communities First wards.</b>
<b>Active Youth Inclusion</b>	<b>WCVA</b>	<b>NEET young people with:</b> <ul style="list-style-type: none"> <li>• People with disabilities or work limiting health conditions (including substance or alcohol misuse)</li> <li>• Carers and people with caring responsibilities</li> <li>• People with low or no skills</li> <li>• People from jobless households</li> <li>• BAME people</li> </ul>	<b>This project is live and there will need to be close liaison with staff to avoid duplication, although Cam Nesa will work to prepare young people for moving into the world of work and this project is going to provide paid work experience.</b>
<b>PACE</b>	<b>WG – Local Government &amp; Communities</b>	<b>NEET Young Parents</b>	<b>No likely duplication with this very specific cohort. There will of course be signposting between the two projects as appropriate.</b>
<b>Together for a Healthy Working Wales</b>	<b>WG – Public Health Wales</b>	<b>NEET Young People with substance misuse and / or mental health issues</b>	<b>Very specific cohort. There will of course be signposting between the two projects as appropriate.</b>
<b>Traineeships</b>	<b>WG - SHELL</b>	<b>NEET Young People</b>	<b>Specific provision of vocational training for young people that are more work ready than those in Cam Nesa. Cam Nesa will offer wrap around Lead Worker support.</b>
<b>Jobs Growth Wales 2</b>	<b>WG - SHELL</b>	<b>NEET Young People</b>	<b>Specific provision of work experience for young people that are more work</b>

			ready than those in Cam Nesa- the latter will contain wrap around Lead Worker support.
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1.6 Detail any planned or potential integration with Financial Instruments or other EU funding streams such as the Interreg Cross Border, Transnational and Interregional programmes, or the Horizon 2020 or LIFE+ programmes. Further details on the other EU programmes available can be found [here](#).

There is no planned integration with other EU funded programmes and we do not foresee any potential for any development work in these programmes.

1.7 Detail any planned or potential transnational activity within the operation.

We do not plan any transnational activity under this operation.

1.8 Provide detailed evidence of engagement with all potential joint beneficiaries and stakeholders, including how this has helped shape the proposal. A list of all individual stakeholders contacted should be provided, along with evidence of the level of support (for example, via written correspondence). WEFO will reserve the right to contact any listed stakeholder directly.

The Operation has benefitted from intense collaborative planning **since October 2013**. This work was initially led by the ERW Region 14-19 Education Sub-Group, comprising 14-19 Lead Officers from each Local Authority area, and representatives from partner organisations. The 14-19 networks in each local authority comprise officers from Schools, FE, Work Based Learning, Youth Service, Careers Wales, Job Centre Plus, Third Sector, Communities First and Local Authority School Improvement services. In October 2013, the officers comprising the ERW Region 14-19 Education Sub-Group were:

Marcia Vale (Swansea)  
 Matt Morden (Carmarthenshire)  
 Freddy Greaves (Powys)  
 Sian Davies (NPT)  
 Elen James (Powys)  
 Rob Hillier (Pembrokeshire)  
 Simon Jenkins (Gower College Swansea)  
 Del Thomas (Careers Wales)  
 Gaynor Griffiths (RLP)

The ERW 14-19 Education Sub-Group meets monthly, and has had ESF project developments as a standing agenda item since October 2013. At the meeting on **10<sup>th</sup> October 2013**, each 14-19 co-ordinator was tasked with soliciting feedback from their respective networks.

On **14<sup>th</sup> November 2013**, the ERW 14-19 Education Sub-Group reconvened, with a focus on ESF project development. Present were:

Sian Davies NPT; Marcia Vale Swansea; Helen Morgan West Wales European Centre, Carmar; Mike Griffiths Youth Service, Powys; Sarah Berry European Officer, Pembrokeshire; Freddy Greaves Powys; Cath Morgan Pembrokeshire; Hefin Lloyd, SYO Carmarthenshire; Tina Grech Carmarthenshire; Rob Hillier Pembrokeshire; Ian James, Jane Whitmore and Sian Bingham Swansea.

The 14-19 Leads presented the needs of their respective networks. It was agreed that these would be compiled into a regional document by Rob Hillier and Marcia Vale, and this work was completed on **12<sup>th</sup> December 2013**. Regional needs were clustered into 5 work areas:

- Targeted support
- Alternative engagement activities
- Work focussed and work experience
- Flexible start pre-traineeship transition
- Youth Engagement & Progression Framework Co-ordination and Administration

On **7<sup>th</sup> January 2014**, this work was presented to the ERW Region 14-19 Education Sub-Group, including wider representation from FE Colleges in the region. In addition, feedback was solicited from the Engagement and Progression Co-ordinators in the region, who are currently:

Mike Pritchard (Ceredigion)  
Fiona Rogers (Carmarthenshire)  
Liz Dennis (Neath Port Talbot)  
Rob Hillier (Pembrokeshire)  
Freddy Greaves (Powys)  
Jo-Anne Walsh (Swansea)

In **April 2014**, the RLP asked for Expressions of Interest (EOIs) from partners to articulate further work and priorities necessary to meet the needs of the embryonic Regional Delivery Plan for Employment & Skills Task, including the strategic fit to the ESF Priority 3 Youth Employment and Attainment; and the Swansea Bay City Region Strategic Aims (see Section 1.9). Pembrokeshire, as lead Local Authority for the region's Welsh Government education grants took the lead in developing the EOIs, which incorporated the previous work of the ERW 14-19 Education Sub-Group.

The multiagency Task and Finish Group comprised the following representatives:

James White (Pembrokeshire Local Authority, Chair)  
Rob Hillier (Pembrokeshire Local Authority, 14-19)  
Amanda Boyce (Futureworks - Employability and Skills Programmes, Pembrokeshire Local Authority)  
Chris Birch (Pembrokeshire Local Authority, Adult Community Learning)

Sara Kenny (Job Centre Plus)  
 Lesley Clark (Careers Wales)  
 Sara Berry (SET Team, Pembrokeshire Local Authority)  
 Lee Hind (PAVS)  
 Gareth Bond (Pembrokeshire College)  
 Sian Thompson (Pembrokeshire College/Local Authority)

Two EOIs were submitted to the RLP in **June 2014**, namely:

**Cynnydd** (Purpose to provide alternative activities (through the Medium of Welsh and EAL where appropriate) to engage 11 – 24 year old young people in learning and training to aid progression into subsequent employment. Young people will be aided in their access to provision (e.g. transport costs, ICT, equipment)

**Symud 'Mlan** (now known as Cam Nesa; Purpose to target support to 16-24 year old young people to raise aspiration and to enable transition into skilled and highly skilled, high productivity employment and self-employment and to also target support for those who are disengaged and struggling).

Further collaboration and development of ideas from a wide variety of partner organisations took place in **September 2014** and **January 2015** (facilitated by the RLP) in thematic brokerage seminars;

As a result of the latter, Cynnydd and **Cam Nesa** emerged as the two regional operations to move forward to support the *Regional Young People's Framework*, and were submitted to WEFO in **February 2015**.

The Operation has established a Project Development Group whose membership includes the following:

### **SWW ESF Youth Project Task & Finish Group - members**

Rob Hillier	Pembrokeshire County Council
Gwyn Evans	Pembrokeshire County Council
Helen Ross	Pembrokeshire County Council
Catherine Morgan	Pembrokeshire County Council
Amanda Boyce	Pembrokeshire County Council
James White	Pembrokeshire County Council
Joni Hughes	Powys County Council
Freddy Greaves	Powys County Council
Marianne Evans	Powys County Council
Mike Griffiths	Powys County Council
Sian Pascoe	City & County of Swansea
Mike Jones	City & County of Swansea
Jan Jones	Neath Port Talbot
Susan Chilcott	Neath Port Talbot
Elizabeth Dennis	Neath Port Talbot

Elen James	Ceredigion County Council
Mike Pritchard	Ceredigion County Council
Gareth Rowlands	Ceredigion County Council
Tina Grech	Carms County Council
Matt Morden	Carms County Council
Hefin Lloyd	Carms County Council
Fiona Rogers	Carms County Council
Becky Jeremy	Powys County Council
Hannah Healy	City & County of Swansea
Sian Davies	Neath Port Talbot
Ruth Moore	
Kim Neyland	RLP
Gareth Bond	Pembrokeshire College
Simon Jenkins	Gower College Swansea
Clive Ball	NPTC Group
Jo-Ann Walsh	Careers Wales/Swansea EPC

The new Cam Nesa Working Group comprise members of staff from the following organisations: Pembrokeshire County Council, Pembrokeshire College, City & County of Swansea, Gower College, Swansea, Neath Port Talbot County Borough Council, the NPTC Group, Ceredigion County Council, Carmarthenshire County Council, Coleg Sir Gar, Powys County Council.

1.9 In addition to evidencing the contribution of the proposed operation towards the relevant regional opportunities identified in the EPF, the applicant should provide details of full engagement with all relevant regional and thematic groups or boards. As a minimum, WEFO would expect that the Swansea Bay and Cardiff City Region boards and the North Wales Economic Ambition board would be consulted and evidence provided as to how the proposed operation would add value to the existing and/or planned investments in the region. Similar evidence should be provided that your proposal aligns with all relevant regional and thematic strategies. Such evidence will not provide any guarantee of a funding award or progression to the next criterion assessment stage.

The **Regional Learning Partnership South West and Central Wales (RLP)** is facilitating the delivery of the Regional *Delivery Plan for Employment and Skills*<sup>11</sup>. The plan is being developed in response to the Welsh Government’s future strategic approach to the employment and skills agenda and to support the work of the Swansea Bay City Region and the Growing Mid Wales Partnership. The plan’s objective is to enable the provision of skills and learning to meet the needs of the region’s economic and labour market over the next ten years and beyond. The plan has been developed under the guidance of the RLP Strategy Group, supported by the RLP Steering Group and the Regional Delivery Plan for Employment & Skills Task & Finish Group. A Strategic Employer Reference Group (SERG) has also been ~~established in order to strengthen~~ the link with regional employers and is chaired by

<sup>11</sup> *Regional Delivery Plan for Employment and Skills for South West and Central Wales 2014-2020*.  
Regional Learning Partnership, Fourth Version- March 2015.

a board member of the Swansea Bay City Region. The SERG, led by regional employers, will review, challenge, influence and inform the ongoing development of the plan. The RLP is represented by Strategy Group Members on both the Swansea Bay City Region Board and the Growing Mid Wales Partnership.

Cam Nesa will support the implementation of the *Regional Delivery Plan for Employment and Skills* in the following Priority Areas:

- Increasing the proportion of the workforce with higher level skills;
- Ensuring future skills supply is flexible and responsive to the growth sectors identified in the economic data;
- Addressing the low skills deficit evident in the attainment of qualifications, in particular those without formal qualifications;
- Developing the entrepreneurial culture;
- Increasing overall employment levels and addressing economic inactivity;

Cam Nesa has engaged with the RLP at a number of levels during its formative stages. This engagement has included:

- The presence of RLP staff at ERW Region 14-19 Co-ordinator meetings specific to ESF Operation developments over the last two years;
- The submission of two “Expressions of Interest” (EOIs) to the RLP in June 2014 which detailed the vision of additional skills and activities required across the region to address its skills needs, and additional provision required by young people; these were the embryonic documents that led directly to the completion of the Cynnydd and Cam Nesa (SO1 Operation) Operation Logic Tables.
- Further collaboration and development of ideas from a wide variety of partner organisations took place in September 2014 and January 2015 (facilitated by the RLP) in thematic brokerage seminars;
- As a result of the latter, Cynnydd and Cam Nesa emerged as the two regional operations to move forward to support the *Regional Young People’s Framework*;
- On 25<sup>th</sup> March 2015, following review by the RLP, written feedback was provided to WEFO to advise that ‘Cam Nesa has the support of the RLP and there is a strategic fit with the Regional Delivery Plan. Comments provided to WEFO were as follows:-
  - *There is a strategic fit with the Regional Delivery Plan and organisations have engaged with the RLP.*
  - *Needs to demonstrate links to core JCP 18-24 services and engagement with wider stakeholders, currently education focused.*
- ERW is also represented at the Regional Delivery Plan for Employment & Skills Task & Finish Group.

The Cam Nesa Operation has been developed mainly under the auspices of the ERW Region 14-19 Sub-group (Section 1.8). Both Cynnydd and Cam Nesa were scrutinised by the ERW Region Managing Director, and Directors of Education on 13<sup>th</sup> February 2015. The Directors of Education in each Local Authority area

subsequently formally approved the projects to move to Business Planning stage in early April 2015.

**1.10 The potential for any displacement of the private sector through the activities to be funded must be highlighted and described.**

There is no potential for any displacement of the private sector through the activities to be funded through the Cam Nesa Project. It will, however be necessary to engage with a variety of providers from all sectors. Where the provision required to overcome a young person's individual needs, might best be delivered by a private, third or another public sector body then it will be possible to facilitate this **via procured provision**. The intention is to hold an open competition to identify providers who will be able to deliver discrete interventions when required. This will ensure that the widest possible selection of support and activities are made available to the young people who are currently NEET to enable them to progress into employment.

## Section 1A: Further Strategic Criterion

### Cross Cutting Themes

1A.1 Describe in detail how the operation will fulfil its statutory obligations under all legislation relating to the CCTs.

Describe in detail how the operation will align with and support all relevant policies and strategies relating to the CCTs.

Describe in detail how the operation will maximise its potential to contribute towards the CCTs objectives, indicators and associated targets.

Provide detailed and specific evidence of how any indicators that will contribute towards the CCT objectives will be delivered, when and by whom. A specific staff member will need to be identified as being responsible for the implementation and monitoring of the CCTs. This information should be cross-referenced with the general indicator information provided under the 'Indicators & Outcomes' criterion.

#### 1A.1 Equal Opportunities

##### 1A.1.1 Legislative Context

As required by the Public Sector Equality Duty of the Equality Act 2010, Pembrokeshire County Council (Lead Beneficiary) along with all other local authority and colleges of further education (joint beneficiaries) involved in the delivery of this operation, have produced individual Strategic Equality Plans. This demonstrates the organisations' continuing commitment to meeting their legal obligations to eliminate discrimination. These plans help to reinforce our undertaking to advance equality of opportunity. The beneficiaries will ensure, through the delivery of this operation that all individuals have equal access to services, in order to enhance their chances of gaining better opportunities, when it is time to engage in the world of work. In respect of this operation, Pembrokeshire County Council's Strategic Equality Plan includes commitments to the following Equal Opportunities aims which align with the EO aims of the Programme:

- Advance equality of opportunity for younger people for skills and jobs;
- Advance equality of opportunity for disabled people;
- Advance equality of opportunity for members of our community who are from an ethnic minority.

The Pembrokeshire County Council Strategic Equality Plan 2012 – 2016 may be found at <http://www.pembrokeshire.gov.uk/content.asp?nav=101,1581,1859>.

For details of Joint Beneficiaries Strategic Equality Plans - ***these have previously submitted onto WEFO Online please see CASE ID 80833 Cynnydd Operation - CCT References Matrix Annex 24.***



In addition, Pembrokeshire County Council and all joint beneficiaries have individual Equal Opportunities Statements or Policies in place. The aim of these policies is to ensure fair and equal treatment and opportunity for all users of the Council's services and Council employees.

Pembrokeshire County Council's Equal Opportunities Statement may be found at: [http://www.pembrokeshire.gov.uk/content.asp?nav=973,2099&parent\\_directory\\_id=646](http://www.pembrokeshire.gov.uk/content.asp?nav=973,2099&parent_directory_id=646)

For details of Joint Beneficiaries Equal Opportunities Statements ***these have previously submitted onto WEFO Online please see CASE ID 80833 Cynnydd Operation - CCT References Matrix Annex 24.***

Pembrokeshire County Council operates a Welsh Language Scheme prepared under the Welsh Language Act 1993. This has adopted the principle that in the conduct of public business and the administration of justice in Wales, it will treat the English and Welsh Languages on a basis of equality. All joint beneficiaries also operate Welsh Language Schemes required by as public sector bodies providing services in Wales. In keeping with the ethos of Welsh Government aspirations to encourage the use of the Welsh language to flourish, this operation will use Structural Funds to provide services to young people in Welsh and will ensure that activities are promoted as being available in Welsh. All literature will be available bilingually.

Pembrokeshire County Council's Welsh Language Scheme may be found at <http://www.pembrokeshire.gov.uk/content.asp?nav=101,1581,1859&id=5271&language=>

For details of Joint Beneficiaries Welsh Language Schemes ***these have previously submitted onto WEFO Online please see CASE ID 80833 Cynnydd Operation - CCT References Matrix Annex 24.***

### **1A.1.2 Addressing the Cross Cutting Theme Matrix – ESF 2014 – 2020:**

This operation addresses three of the ESF Programme objectives for equal opportunities and gender mainstreaming, these are to:

- *Reduce the numbers of young people not in education, employment or training (NEET)*

This project will work directly with NEET young people to help them to take steps towards entering further learning or the labour market.

- *Reduce over-representation of certain ethnic groups, care leavers and disabled young people among those who are NEET;*

- *Recognise health and wellbeing as one of the cornerstones of a healthy, vibrant economy.*
- *Challenge traditional employment roles where gender stereotypes may exist and assist young people, both males and females, to take up and retain employment in non-traditional areas or industries where specific genders are underrepresented, such as females in industries where STEM subjects are required (e.g. Engineering, Information Technology).*

The Cam Nesa Operation will only work with those young people who are NEET, to help re-engage them in learning or career choices which will make the most of their potential in the future.

- *Support access for disabled people and people from BME backgrounds to training and employment opportunities.*

As will be seen below under Cam Nesa Equal Opportunities Objectives, every effort will be made to include young people from all BME backgrounds and of all abilities.

- *Challenge traditional employment roles where gender stereotypes may exist, and assist young people, both males and females, to take up and retain employment in non-traditional areas or industries where specific genders are under-represented, such as females in industries where STEM subjects are required.*

The Quality & Monitoring Officer who will undertake the role of Equal Opportunities Champion (see description below) will work with joint beneficiaries to ensure that those workers engaging directly with the participants, are aware of this objective and disseminate the importance of this message across the operation.

- *Identify and support opportunities to promote and facilitate the use of the Welsh language and support speakers of the language.*

The Cam Nesa Equal Opportunities Champion (see description below) will work with joint beneficiaries to ensure that opportunities to promote the use of the Welsh language are supported wherever possible.

Procured delivers will be asked to explain their approach to contributing to all cross cutting themes. Evidence of policies regarding Environmental / Sustainable Development, Equal Opportunities and Welsh Language will be requested.

Further, the operation indirectly addresses a further two equal opportunities Programme ESF objectives:

- *Provide targeted support to employers to employ disadvantaged individuals*

There will be action to provide support to employers who have been able to offer work placements to the target group, which includes many young people

disadvantaged due to a variety of factors such as – ability, health (including mental health), poverty. This will help employers to gain a broader understanding of the pool of young people available to work with them. The support will vary but may include – help with risk assessments, equipment, visits and frequent phone calls to identify and help resolve any issues which may arise.

Employers will need to create an environment which supports an inclusive work place and promotes equality of opportunity for staff.

Delivery will be available irrespective of where a young person lives in the area and any issues that they may be facing. Equally, access to delivery will be open to all young people in respect of all of the remaining eight protected characteristics – disability, gender, sexual orientation, race, religion, gender reassignment, marital status or pregnancy. In addition consideration is given to language – see Welsh Language section above and in Equal Opportunities objectives described below.

These young people may face multiple disadvantages be they health, social or behaviour related. Whatever the disadvantage that they face, a multi-agency panel will consider the needs of each participant, in order to determine which strand of provision is best suited to that young person.

### **1A.1.3 Cam Nesa Operation - Equal Opportunities Objectives**

#### **a. Equal Opportunities Champion**

The European Contract Management Team (ECMT) will a member of the team to oversee the delivery of Cross Cutting Themes objectives, act as EO Champion and liaise with all joint beneficiaries on these matters. All other joint beneficiaries will similarly be asked to nominate an EO Champion who will act in support of the Lead EO Champion to advise, encourage and provide peer reviews of the EO aspects of the operation and its delivery.

#### **b. Welsh Language Provision**

All of the materials relating to the Cam Nesa operation will be available bilingually in English and Welsh, as well as any publicity and press information. Where any request is made to receive provision in Welsh this will be accommodated.

#### **c. Black and Ethnic Minority Young People**

Young people in need of support from all backgrounds and ethnicities will be encouraged to participate in the Cam Nesa provision and if necessary depending on demand, every consideration will be given to providing materials in other languages, if engaging with young people from BME communities.

#### **d. Young People with Disabilities**

Young people of all abilities will be encouraged to participate in the Cam Nesa provision. Support will be offered to any employer offering work experience placements, in order to remove a perception or physical barrier which may prevent a young person participating in the labour market, or training opportunities.

### **1A.2 Sustainable Development**

#### **1A.2.1 Legislative Context**

As all member states operating EU funding programmes will be aware, these programmes are operating under the European Union's ten-year growth strategy Europe 2020. This aims to address the economic shortcomings of the EU with a key driver being creating conditions for growth in a sustainable manner. To that end there is an emphasis on:

- Resource efficiency
- A greener economy
- Lower carbon emissions
- Environmental protection
- Developing green technologies
- And smarter electricity grids
- Improving the business environment.

Whilst some of these aims will be tackled by other operations in the 2014 – 2020 funding programmes, especially using ERDF for larger scale infrastructure operations, it is important for small steps to be taken at all times by all beneficiaries. The Cam Nesa operation will address this through the objectives in section 1A 2.3 below.

In addition as public authorities all joint beneficiaries are governed by UK Environmental Legislation which will be adhered to where appropriate through the delivery of the Cam Nesa operation. This includes:

- Climate Change Act 2008;
- Natural Environment and Rural Communities Act 2006;
- Clean Neighbourhoods and Environment Act 2005;
- Countryside and Rights of Way Act 2000;
- Wildlife and Countryside (Amendment) Act 1991;
- Environmental Protection Act 1990;
- Control of Pollution Act 1974;
- The Conservation of Habitats and Species (Amendment) Regulations 2011;
- The Waste (England and Wales) Regulations 2011;
- The Environmental Permitting (England and Wales) Regulations 2010.

In Wales specifically, the Wellbeing of Future Generations Act (Wales) 2015 has come into place, and applies to all Welsh local authorities. In tandem the Welsh Government is encouraging organisations across all sectors to sign up to the Sustainable Development Charter which some of our joint beneficiaries have already done (Pembrokeshire College, Carmarthenshire County Council, Neath Port Talbot County Borough Council, City & County of Swansea Council, Gower College Swansea and Neath Port Talbot Group of Colleges). Pembrokeshire County Council officers responsible for Sustainable Development are preparing the case for signing up. Welsh Government intends to use the Sustainable Development Charter to encourage and enable organisations in Wales to become more sustainable.

For a copy of the Pembrokeshire County Council's Sustainable Development Policy, those of Joint Beneficiaries and those beneficiaries signed up to the Sustainable Development Charter ***these have previously submitted onto WEFO Online, please see CASE ID 80833 Cynnydd Operation.***

### **1A.2.2 Addressing the Cross Cutting Theme Matrix – ESF 2014 – 2020:**

This operation addresses all of the ESF Programme objectives for Sustainable Development. These are to:

- *Promote environmental awareness and good practice in the implementation of activity;*

All participants will be made aware of the WEFO Eco Code and encouraged to follow its advice across the seven areas where action can be taken.

- *Integrate sustainable development into operations undertaking awareness raising education and training programmes;*

Liaison through the SD Champion will take place with advisors / organisations to understand the most effective methods of incorporating sustainable development into the Cam Nesa operation. This will be the responsibility of the Quality & Monitoring Officer and will form part of the advice to joint beneficiaries on incorporating awareness raising of environmental issues.

- *Support participating contractors and employers to adopt or improve Environmental Sustainability Strategies;*

Procured delivers will be asked to explain their approach to contributing to all cross cutting themes. Evidence of policies regarding Environmental / Sustainable Development, Equal Opportunities and Welsh Language will be requested.

- *Promote social justice and equality of opportunity*

Delivery of Cam Nesa will be open to all eligible beneficiaries without discrimination, in line with all statutory responsibilities and operation commitments to equal opportunities.

- *Recognise and promote health and wellbeing as one of the cornerstones of a healthy, vibrant economy.*

The Quality & Monitoring Officer will work with Cam Nesa staff and contracted deliverers to include health and well-being messages in sessions delivered to participants.

### **1A.2.3 Cam Nesa Operation - Sustainable Development Objectives**

#### **a. Sustainable Development Champion**

The European Contract Management Team (ECMT) will include an Officer whose responsibility is to oversee the delivery of Cross Cutting Themes objectives, act as SD Champion and liaise with all joint beneficiaries on these matters. The SD Champion will share examples of good environmental practice including visual aids (posters etc.) of messages which help everyone, including young people to understand, and promote, environmental awareness. Each joint beneficiary will seek to nominate an SD Champion who will help to advise, encourage and provide peer reviews of the SD aspects of the operation and its delivery. It is important that all stake-holders in the operation and the general public, understand the importance of looking after the environment both at work and at home.

#### **b. Eco Code**

The Sustainable Development Champion will disseminate the WEFO Eco Code (Contained in the WEFO Cross Cutting Theme Matrix 2014 - 2020) to all joint beneficiaries and work with them to ensure that all staff, employers and participants are aware of it and the messages contained in it about saving resources.

#### **c. Sustainable Development Charter**

Several joint beneficiaries (see above) have already signed up to this and Pembrokeshire County Council will be actively seeking to become a signatory during the delivery of this operation. It will be brought to the attention of other joint beneficiaries not already signatories.

#### **d. Awareness Raising**

Opportunities will be made available for young people to learn more about the employment opportunities available in the environmental sector of the economy.

#### **e. Work experience**

It is vital that young people develop an awareness of this growing sector in the economy. Every effort will be made to ensure work tasters and work experience placements are made available in the environmental sector. These may be in the private sector and there are also many social enterprises and CICs (Community Interest Companies) who may be able to offer work placements.

### **f. Environmental Advice**

The SD Champion will work with the Wales Green Business Centre and Natural Resources Wales and other organisations as appropriate, to obtain advice and guidance in sharing and implementing the 'green agenda' across the operation. These bodies have expertise in demonstrating commitment to environmental issues in a world increasingly challenged by resource depletion and climate change and also offering environmental solutions to help reduce consumption, to improve sustainability. This will include reminders to all beneficiaries that every effort must be made to contribute to the minimizing the use of resources – for example: wherever possible the most environmentally friendly methods of travel to meetings etc. should be used and if at all possible video-conferencing should be used to avoid travel, consumables should be used carefully, and all should maximise use of ICT for greatest efficiency – to save time and resources.

## **1A.3 Tackling Poverty**

### **1A 3.1 Legislative Context**

The European Union has a target for 2020 under its Europe 2020 Strategy, which is to see 20 million fewer people in poverty by increasing economic growth and creating jobs. Under this Europe wide objective Welsh Government has published The Tackling Poverty Action Plan (TPAP). The Cam Nesa operation is primarily concerned with reducing the likelihood of young people becoming unemployed and therefore remaining in poverty and will specifically work with those who are at greatest risk of not being able to find employment, by overcoming their individual barriers.

### **1A.3.2 Addressing the Cross Cutting Theme Matrix – ESF 2014 – 2020:**

This operation indirectly addresses all of the Tackling Poverty ESF Programme objectives these are to:

- *The creation of jobs and growth providing employment opportunities for those who are out of work*

The operation will work with young people who need help and guidance in making training and career choices in order to help move them closer to employment. This

will include opportunities to develop greater understanding of the workplace through taster sessions and work placements.

- *Tackling barriers to employment such as poor skills, lack of childcare or limited transport options, helping more people to access employment opportunities*

As part of Cam Nesa delivery a needs analysis for every participant identified will be undertaken. A lead worker will be allocated to manage the young person's needs / plan, the lead worker will also track and monitor the participant's progress. This will take place through professional dialogue with appropriate agencies and the young person themselves on a regular basis.

### **1A.3.3 Cam Nesa Operation - Tackling Poverty Objectives**

#### **a. Tackling Poverty Champion**

The European Contract Management Team (ECMT) will include an officer whose responsibility is to oversee the delivery of Cross Cutting Themes objectives, act as TP Champion and liaise with all joint beneficiaries on these matters.

Given the importance of digital inclusion in the 21<sup>st</sup> century, we will be able to monitor the following as a measure of helping participants to be more prepared for today's world of work, where so many industry sectors are reliant on employees being IT literate.

#### **b. IT Literacy**

An assessment of each learner's IT Literacy will be made and, where this is a weakness, we will include provision for additional learning in IT skills, so essential in today's work place.

#### **c. IT work tasters / Work experience placements**

We are planning to offer work tasters and work experience placements and will make every effort to secure IT opportunities, especially for those young people for whom this is of particular interest.

#### **d. Employer Engagement**

We shall work with employers to identify work placement opportunities. This will help us to allow participants to secure much more of an insight into the requirements of different industry sectors and job roles.

#### **e. Participants who have no / very low qualifications.**

This is likely to be typical of the majority of our participants and will therefore be a key trigger for participation in the Cam Nesa operation. The outcome required by the programme is to get the young person into employment but depending on the needs



of the employer and the gaps in the young persons skills / qualifications it will be necessary to deliver some qualifications to get them 'job ready'.

For information regarding Cross Cutting Theme monitoring data to be collected, see Cross Cutting Theme Monitoring Objectives Annex 4.

## Section 1B: Further Strategic Criterion

### Suitability of Investment

#### 1B.1 The need for the operation, in terms of:

##### 1B.1.1 Define the target participants;

All participants will meet WEFO general criteria for the eligibility of participants. They will have the legal right to live in the United Kingdom during the period of ESF support, and also have the legal right to work in an EU Member State, including compliance with applicable UK registration, permit or visa rules.

Cam Nesa participants will be eligible for support through the West Wales and the Valleys ESF programme, meeting WEFO's general required geographic criteria (participants must live, work or study in the programme area).

Operation specific rules also apply. Cam Nesa participants must not be working. They must be living in the unitary authority areas of Ceredigion, Pembrokeshire, Carmarthenshire, Swansea or Neath Port Talbot.

They will be young people aged 16 to 24 who are identified as NEET. They are to be individually identified by professionals experienced in working with young people mainly (but not exclusively) through Careers Wales or Job Centre Plus.

An individual who has been enrolled as a participant on any other ESF operation will not be regarded as meeting the criterion of being NEET and will therefore not be considered for recruitment as a Cam Nesa participant.

##### 1B.1.2 Define the barriers facing the identified participants;

These are set out in the approved Operation Logic Table, which is attached at Annex 3. However, to recap we have identified the following barriers facing young people aged 16 to 24 who may have disengaged from Education. The barriers explain the possible reason(s) for their disengagement:

- Lack of aspiration and appropriate role models
- Cultural barriers promoting disengagement (for instance in the Gypsy and Traveller community)
- Low self-esteem
- Mental and developmental health issues
- Substance misuse
- Language barriers (including Welsh as a first language)
- Lack of home support
- Effect of poverty forces disengagement with learning (e.g. lack of access to IT)

- Inappropriate/biased/partial information and advice to the target group
- Rurality
- Low basic skills
- Lack of appropriate curricular options in formal, informal and non-formal settings.

### 1B.1.3 Explain how the operation will overcome these barriers and ultimately benefit the identified participants;

The project will provide multi-agency working to identify vulnerable young people as early as possible using the Careers Wales IO Database for Post-16 learners and JCP referrals (18-24 year olds). A Lead Worker will be assigned to manage the Young Person's plan and relevant support and appropriate provision/activities will be put in place. The Lead Worker will track and monitor progress against the plan which will be systematically reviewed.

#### **Strand 1- Pre-engagement Activities**

For participants that have significant and potentially multiple personal and social barriers that prevent them from progressing straight into employment or further training, a bespoke programme of mentoring and support will be offered up to a maximum of 3 months. This might involve confidence and self-esteem raising activities, support in managing housing, transport, relationship and financial matters, and issues resulting from physical disabilities or Additional Learning Needs e.g. autistic spectrum disorder.

#### **Strand 2- Pre-employment Skills and Qualifications**

For participants with low levels of basic skills and qualifications, a variety of up-skilling opportunities and qualifications will be offered to enable them to progress into employment, including communication, literacy, numeracy, digital literacy, and employment specific qualifications (e.g. Health & Safety, CSCS, Food Hygiene). Entrepreneurship skills raising activities will be offered to those interested in self-employment.

#### **Strand 3- Employability & Work Experience**

Participants that are closer to progressing into employment will be supported to:

- raise their awareness of the local labour market,
- better understand the requirements of vocational sectors, including pathways into self-employment
- manage their expectations in terms of sustainable employment
- become job ready by preparing a CV and having mock interviews
- undertake job searches
- appreciate the importance of engaging in work experience.

#### **Strand 4- Enterprise and Self-employment**

Participants with an interest in self-employment will be supported to:

- develop entrepreneurial skills and aspiration
- raise awareness of entrepreneurial opportunities

- engage with targeted entrepreneurial experiences including links with employers
- create and grow their own business idea
- develop their Business Plan and be signposted to other business support programmes

### 1B.1.4 Demonstrate that these activities are not provided by existing or planned public or third sector support.

There exists and is planned public sector support for NEET young people. The problem lies in the fact that there is a large mismatch between the provision available and the extent of the need facing local authorities and FE colleges. Cam Nesa is intended to supplement the support already available, as well as to bring in best practice to improve the efficiency and effectiveness of that support. Cam Nesa will not replace or duplicate current provision.

To be specific, the ESF will allow local authorities and FE colleges to carry out the following activities that could not otherwise be delivered:

- Provision of support and engagement (described in detail at section 1B.1.3 above)
- specialist provision, often with high staff / participant ratios, to specifically address the needs of participants;
- Extensive monitoring and evaluation.

### 1B.2 Please outline in detail the potential of the proposed operation to duplicate activity currently being undertaken by the private sector.

We have not identified any likelihood of displacement of existing private sector activity. As this holistic support cannot easily be offered by one organisation, where specialist services are needed in small numbers, for example, Social, emotional and well-being counselling, this will be procured as required.

### 1B.3 Where the potential for duplication of private sector activity exists, please analyse in detail the potential of the proposed operation to displace the private sector. If displacement is deemed likely, please describe the reasons for this.

Activity is expected to be delivered in-house either by local authorities or by FE colleges. Some activity may be procured, it is not expected that this will form a large part of the services delivered. The precise mix of in-house and procured activity will differ in each geographic area dependent on the expertise, capability and capacity of the joint sponsors in that area, and on the perceived need for a particular service. The services to be procured in each geographic area will be determined locally and procured following each joint beneficiary's procurement rules.

Both local authorities and FE colleges have available to them State Aid cover so that in the event that this in-house activity be deemed to be “economic” in nature, distortion of the market either does not exist or will be within acceptable limits.

Local Authorities will make use of the “Welsh Local Government Support for Training Scheme”, State Aid reference SA.39576 (see Annex 5). This permits aid to be given by any of the Cam Nesa beneficiaries that are local authorities to enterprises for the training of anyone who is a “disadvantaged worker”, the definition of which includes anyone aged between 15 and 24. This would cover the provision of ESF received and conveyed to FE Colleges, if that were to be considered State Aid. However the Scheme also includes at Schedule 1 a list of activities that are not considered to be State Aid by the European Commission. Schedule 1 includes all those elements of Cam Nesa activity that a local authority beneficiary might deliver in-house, namely:

- General education up to and including higher education;
- Initial training schemes such as modern apprenticeships and day release schemes.

FE Colleges will make use of the derogation provided to them in WEFO Delivery Model’s Guidance (version 1, March 2015) Annex E Scenario 3. This allows them to deliver directly where there is evidence that to do so is (a) pursuant or supplemental to their core activities, (b) that it represents value for money use of public funds and (c) the activity in question is non-economic in nature. It is argued that condition (a) is satisfied in that the Cam Nesa activity will be supplemental to their core activities because it will constitute additional provision made available to an individual identified as NEET. This might, in a simple case, be additional numeracy support. We argue that condition (b) is satisfied as demonstrated in Section 3A of this Business Plan. Finally we argue that condition (c) is satisfied because the type of support to be provided will fall into one of the categories of activity deemed by the European Commission not to be State Aid as set out in Schedule 1 of SA.39576 referenced above.

**1B.4 To support the above, you will need to make reference to relevant research or consultations that have identified the need for the operation and or the demand for its activities.**

Pembrokeshire County Council and its joint beneficiaries have significant experience in working with this target group and they have drawn on this in developing this Business Plan. We have previously made use of EU funds to enhance the prospects of this target group. Of particular relevance are the Engage project funded through the Convergence ESF programme 2007-13 and the Pembrokeshire Youth Guarantee. Evaluations of the Engage project may be found on the website below:

- Engage project:  
<http://gov.wales/docs/wefo/publications/evaluation/130211engageevaluationfinale.n.pdf>

The evaluation of the Pembrokeshire Youth Guarantee (Preparatory Action on the Youth Guarantee, Directorate General for Employment, Social Affairs and Inclusion, European Commission Application Reference: VP/2012/012/0418) **has previously submitted onto WEFO Online please see CASE ID 80833 Cynnydd Operation.**

The lessons learnt from these previous projects are set out in detail in the Monitoring and Evaluation Plan at Annex 6. These lessons relate to various aspects, including project mobilisation, monitoring, networking of delivery staff, staff experience and expertise, and budgeting. Engage was especially informative regarding the design of administrative and management systems. However the most important of these projects in terms of influencing the design of the interventions for Cam Nesa is the Pembrokeshire Youth Guarantee Pilot and in particular Strand C of that pilot.

It needs to be understood that this Pilot and Cam Nesa are not precisely comparable. The proposal for a Pilot of the Youth Guarantee submitted to and selected by the European Commission was for the provision of a Youth Guarantee Gateway for 15 to 25 year olds in Pembrokeshire. Strand A dealt with 15 to 17 year olds in school provision; Strand B of the Pilot dealt with 16 to 17 year old NEETs and Strand C: 18 to 25 year old NEETs.

The project offered young people the following interventions delivered through a mixed economy of centrally delivered and procured activities:

- Personalised individual mentoring of young people
- 'Bite-sized' vocational tasters
- Development of personal and social skills
- Activities to better understand the world of work in the context of the local labour market
- Employability skills
- Digital capability and on-line recruitment
- Work tasters, placements and clubs
- Job broking
- Employer events, visits and presentations
- Links to business and industry
- Career planning and progression
- Entrepreneurship and enterprise
- Money matters – financial independence
- Introduction to training and learning options

- Links to vocational learning, apprenticeships and mainstream employment programmes that support the journey into work
- Issue based work.

Activities were brokered by through multi-agency working, with delivery of a mixture of short duration, timely interventions linked to young people's needs.

A key success of the Pilot was the offer of a variety of support and engagement activities to the vulnerable young person, which were centrally brokered. The involvement of employer engagement, and personalised information advice and guidance is supported by a variety of published sources<sup>12,13</sup>. The central brokerage of services is a central pillar to the YEPF, and is also supported by published research<sup>14</sup> and also a key finding from the First Findings Report evaluation into the delivery of the Youth Guarantee<sup>15</sup>.

Delivery was flexible in nature, suiting the individual needs of the young people. On interviewing participants they particularly valued the team building, which had done much to increase trust between them, support with CV writing, and especially the personal support from personal advisors. There is further qualitative information from Strand C participants that the Pilot had a significant impact in helping them to address issues in their lives that acted as barriers to engagement in education, training and employment. The implication is that a successful NEET youth operation must address young people's needs in the round. It is insufficient to focus on a lack of skills, or knowledge of the labour market or a lack of interview technique, if what is preventing them from engaging with education, training and employment are health, housing or social issues. This also supports the approach taken of providing lead workers.

We have also noted that Cam Nesa bears similarities with the 'Symud Ymalen / Moving Forward' project recently completed across Wales. This project was delivered by the Third Sector and worked with young people who were leaving care or who had been involved in Youth Offending Services. This project had a very high success rate of getting young people into employment and used a number of different routes of delivery to cater for NEET young people with varying needs. A pdf

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<sup>12</sup> *Engaging the Disengaged*, Kettlewell, K., Southcott, C., Stevens, E., McCrone, T. NFER Research Programme, 2012.

<sup>13</sup> *The Early Bird..Preventing young people from becoming a NEET statistic*. Britton, J., Gregg, P., MacMillan, L., Mitchell, S. Department of Economics and CMPO, University of Bristol, 2011.

<sup>14</sup> *Hidden Talents II. Re-engaging young people, the local offer*. The Local Government Association, 2013.

<sup>15</sup> *Preparatory Action on the Youth Guarantee. First Findings Report*. Directorate-General for Employment, Social Affairs & Inclusion, European Commission, 2014.

copy of the 'Evaluation of Getting Ahead: the Symud Ymlaen / Moving Forward Project – Interim Report – 15 December 2014 is available via Google. The final evaluation is not yet published.



## Section 2 - Core Criterion: Delivery

The specific evidence requirements needed for assessment against this criteria are as follows:

2.1 A description of the preferred option for delivery, including:

2.1.1 The ultimate change(s) sought or final outcome(s) of the operation;

Cam Nesa will ultimately seek to make a significant reduction in the number of 16-24 year old young people who are NEET through improved engagement specific to individual needs

The **vision** for the Operation is a participant-led, young-person centred network of opportunities, responding to those young people identified as NEET and then providing them with the right level of challenge and support, and additional activities to help them make genuine progress.

The **aims** of the Operation are:

- Reducing the number of 16-24 year-olds who are NEET
- Ensuring that all young people are supported to enable them to re-engage in employment, education and training whatever their intended destination may be.
- Providing improved engagement and progression opportunities for all young people and contributing to higher achievement rates
  - To promote longer term employability of those young people.
  - Linking with a wider range of initiatives seeking to support this group of young people
  - Working in an integrated way across existing local authority partnerships (e.g. 14-19 Networks, EPC-led multiagency meetings) and also cross-sector (Local Authority, Schools, FE Colleges, Third Sector, Training Providers, Careers Wales and Job Centre Plus.

Result target for the Operation:

(a) To reduce the number of 16 – 24 year olds who are NEET (Not in Employment Education or Training)

The **delivery mechanism** for the Operation comprises:

### **Assessment & Referrals**

An **initial assessment** of each participant's barriers and needs will be undertaken in two separate fora specific to the young person's age:

- 16-18 year olds – Referrals will be made through the Careers Wales-hosted, monthly multiagency brokerage meetings held in each Local Authority area.

- 18-24 year olds, DWP will make direct referrals into the Operation (except those on the Work Programme).  
During this initial assessment, a judgement will be made as to which ESF funded Operation will best suit the needs of the young person; referrals will be made onto the respective Operation (Communities for Work, PACE, Active Inclusion, Jobs Growth Wales 2). **Cam Nesa will only operate with young people that are not ready for employment or further training at the point of referral.** The operation will work with young people residing outside of Communities First wards, unless it is clearly demonstrated that there is no duplication of activity with Communities for Work.

Other routes into the operation include:

- Self-referrals
- Referrals from other independent organisations working with young people and other engagement activities.
- Working with stakeholder organisations to promote the operation
- The activity will be promoted through joint beneficiaries' websites and social media networks.

Once referred to Cam Nesa, a named Lead Worker will be allocated to the participant, and a second more rigorous, face-to-face **diagnostic assessment** will be made. This will include an appraisal of the challenges that the participant faces (e.g. motivation, confidence, anti-social behaviour, geographic isolation, offending history, i.e. those things that have led to their becoming disenfranchised), their basic skills and qualifications, their aspirations & their needs. In addition, an assessment will be made on the participant's work readiness using a common Participant Work Readiness template. After the second assessment, the Lead Worker, in agreement with the participant, will enrol the young person onto the Cam Nesa Strand that is best suited to their needs.

### **Strand 1- Pre-engagement Activities**

For participants that have significant and potentially multiple personal and social barriers that prevent them from progressing straight into employment or further training, a bespoke programme of mentoring and support will be offered up to a maximum of 3 months. This might involve confidence and self-esteem raising activities, support in managing housing, transport, relationship and financial matters, and issues resulting from physical disabilities or Additional Learning Needs e.g. autistic spectrum disorder.

### **Strand 2- Pre-employment Skills and Qualifications**

For participants with poor essential skills and low level or no qualifications, a variety of up-skilling opportunities and employment related qualifications will be offered to enable them to progress into employment, including communication, literacy, numeracy, digital literacy, and employment specific qualifications (e.g. Health & Safety, CSCS, Food Hygiene). Entrepreneurship skills raising activities will be offered to those interested in self-employment.

### **Strand 3- Employability & Work Experience**

Participants that are closer to progressing into employment will be supported to:

- raise their awareness of the local labour market,
- better understand the requirements of vocational sectors, including pathways into work focussed vocational learning and self-employment
- manage their expectations in terms of sustainable employment
- become job ready by preparing a CV and having mock interviews
- undertake job searches
- appreciate the importance of engaging in work experience.

Participants will engage on work experience placements within appropriate sectors with employers selected to best suit the needs of the participant. Placements may comprise:

- Up to 16 hours over a period of 1 to 3 days per week whilst the participant is still engaging with Strand 1 and 2 activities
- Week-long tasters in a range of vocational areas with a view to progressing onto -
- Extended paid work experience placements of 16 weeks minimum up to 25 weeks maximum duration.

Participants will be supported through this process by their Lead Worker, who will engage with the work placement employer before and during the placement duration. Funding will be available to support transport, equipment, childcare and dress code/uniform/PPE. In the recent evaluation of Traineeships<sup>16</sup> where employers had negative experiences they cited a lack of information about the young person's needs, and a lack of support/preparation (linked to provider role and programme design aspects such as lack of support for transport) and lack of commitment of the young person. It is hoped that the "wrap around" support from the Lead Worker, including direct employer engagement will ensure more effective engagement and outcomes.

The operation will build strong links with local businesses to ensure participants are prepared and equipped with the necessary skills and qualifications to fulfil recruitment needs.

The operation will work closely with employers to establish vacancies that will arise in the future to ensure participants have the relevant preparation, experience and skills to apply and effectively fill vacancies.

The operation will seek to address such skills gaps by providing suitable work focused training and experience to enable participants to effectively compete in the labour market and fulfil the requirements of recruiting employers.

<sup>16</sup> <http://gov.wales/docs/caecd/research/2016/160713-evaluation-work-based-learning-2011-15-traineeship-summary-en.pdf>

<http://gov.wales/docs/caecd/research/2016/160713-evaluation-work-based-learning-2011-15-traineeship-summary-cy.pdf>

### Strand 4- Enterprise and Self-employment

Participants with an interest in self-employment will be supported to:

- develop entrepreneurial skills and aspiration
- raise awareness of entrepreneurial opportunities
- engage with targeted entrepreneurial experiences including links with employers
- create and grow their own business idea
- Develop a business plan and be signposted to other business support programmes.

#### 2.1.2 Evidence of a well defined scoping exercise of the activities necessary to deliver this/these changes – with identified ‘must have’, ‘prepared to consider’ and ‘might accept’ activities;

Consultation on the Operation’s potential activities began in October 2013 through the multi-agency 14-19 Networks in each Local Authority area. There followed on a scoping exercise to narrow down the initial wish list from beneficiaries in order to address the aims of the Operation.

##### 2.1.2.1 “Prepared to consider”

Initial consultation involving 14-19 Networks and partners led to the compilation of an extensive “wish list” of opportunities for vulnerable and NEET young people across the region in October 2013. These comprised the following activities, grouped broadly into three themes:

#### Provision

- Pre-Skill Build activities for post-16
- PRU-EOTAS-Medical Needs SEN year 12 bridging courses
- Financial literacy
- Emotional literacy
- Residential opportunities for vulnerable groups
- Support for Pre/Post/ BTEC/ASDAN PSD’s qualifications for potential NEET students.
- Support for the delivery of work-related activities e.g.
  - Journey to work day; Skills Days;
  - STEM Days.
  - Numeracy in the Workplace.
  - Enterprise
  - WFE co-ordinators
- Support to arrange Bilingual Careers Convention.
- Summer School provision
- Employability/Soft skills development

#### Support

- Targeted Learning coaches

- Young carer additional support
- Family support engagement officers
- Transport costs in vulnerable areas/families
- Behaviour support
- Sector specific employment events
- Training programme for Third Party commissioned groups e.g. safeguarding/behaviour mgt/RP
- Self-esteem & Life skills
- Transition support
- Learning Pathway Advice & Guidance

### Processes

- Work Experience co-ordinator
- Post-18 tracking officer
- Administrators for YEPF
- Finance officers/participant tracking officers

#### 2.1.2.2 “Might accept”

This Long list was condensed further in December 2013 into a short list of 5 main areas of activity:

- Flexible start pre-traineeship transition activities age 16-25
  - Link to YEPF- delayed traineeship start often leads to disengagement
- Work focussed and work experience activities
  - Accreditations through WFE and W Ex
  - Peripatetic monitoring & support of W Ex
  - WFE skills / sector events / tasters
  - W Ex co-ordinators
  - Extended W Ex placements
- Targeted Support age 16-25
  - YEPF Lead Workers
  - Transition work & brokerage
  - Summer school provision
  - Engagement & Pre-employment strands
  - Restorative Practice- Entry Behaviour challenges
- Youth Engagement & progression co-ordination & administration
- Alternative activities age 16-18
  - To include Tier 2 provision for 16-18 year olds
  - To include digital literacy

#### 2.1.2.3 “Must have”

The RLP initiated a process of rationalisation of potential SO2 Operations in mid 2014, and solicited the input of Expressions of Interest for those that would support the implementation of the *Regional Delivery Plan for Employment and Skills*. The

Multiagency Task and Finish Group led by Pembrokeshire Local Authority (detailed in Section 1.8) further worked on these five proposals, and whittled them down to two essential areas for further consideration. EOs were submitted in June 2014, and benefitted from further consultation in the ERW Region through two RLP-led brokerage seminars in September 2014 and January 2015. This process ensured alignment with the *Regional Delivery Plan for Employment and Skills*. The subsequent outcome of this work was the generation of two main groups of opportunities for young people which subsequently were incorporated into the Cam Nesa Operation Logic Table. These opportunities are:

### **2.1.2.3.1 Supporting participants** by providing :

- Specialist Literacy and Numeracy Coaches to work with those who have not reached satisfactory attainment levels.

#### Lead Workers

- Outreach workers to provide Engagement Progression / Guidance, that is, to facilitate progression to and from complementary projects / activities / interventions and provide appropriate support and guidance for progression linking with JCP/WBL providers/Careers Wales/Voluntary Sector/FE. The Lead Workers are additional to those provided by Careers Wales for Tier 3.

#### Social and Emotional Support

- Targeted specialist counselling interventions, Restorative Practice Activity, Specialist support for BME/ALN/SEN, mental health, and emotional difficulties and homelessness
- Youth Advocacy.

#### Transition Support

- Transition Work & Brokerage Roles for participants when they are ready to progress onto the next stage of EET.
- Specialist enrolment and induction support for vulnerable groups.

#### Work focussed learning readiness support

- Pre-learning support training which encourages a positive approach to training and work to help those individuals who need to develop appropriate social, work ready and “learning to learn” skills (including revision and travel arrangements training).

#### Employability support

- Employability skills programme to better prepare participants for work – local labour market, how to market and promote your skills, cvs, online job search and applications, interview skills.

- Work Placement support and co-ordination including advanced work placements in highly skilled and productive sectors. e.g. STEM, creative industries, energy sector
- Peripatetic STEM or Creative Industry Learning mentors
- Employer mentoring support.

#### Entrepreneurship Support

- Supporting young people to aspire towards self-employment and entrepreneurship
- To provide learners with specialist entrepreneurship mentors to become future business leaders in specialist/high productivity sectors
- To support transition into self-employment.

By providing appropriate activities to engage participants in the following ways:  
Education, Employment and Training (EET) Transition programmes e.g.

- Transitional Employability Skills activities related to learning and employment
- Tier 2 re-engagement provision for 16-24 year olds (with barriers to learning)
- Literacy/Numeracy programmes and associated support tutors, including in the workplace and work place skills.

Work focused tasters

- Vocational skills tasters/job fairs
- Skills event/tasters and courses
- Sector specific Information Advice and Guidance events including STEM and emerging sectors, and to challenge gender bias in certain sectors
- Employer forums
- Entrepreneurship activities

Work Experience activities

- Peripatetic monitoring & support of meaningful Work Experience, including safeguarding
- Extended Work Experience Placements
- Employer visits

Volunteering activities

- Enhanced Volunteering Support
- Extended voluntary work.

Financial Literacy programmes

- Debt management.

Digital Literacy programmes Tier 2, 3

- Using IT for life and work.

Emotional Support for targeted vulnerable young people.

**2.1.1 Evidence that a number of alternative options for delivery were originally considered, including the methodology framework used - for example, a Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis. The analysis itself can be provided as an annex to the business plan;**

A number of alternative delivery options have been considered, and a SWOT analysis was undertaken to draw out a short-list of delivery options:

### **Strengths**

- Project development informed by extensive local and regional consultation with a wide range of existing partners with successful track record in delivering ESF project outcomes
- All LAs and related partnerships have a proven track record in reducing the number of young people who are NEET in their areas
- Joined-up local approaches based on existing LA responsibilities for the YEPF (including VAP data), 14-19 Network and Families First lead roles
- Current sharing of pre and post 16 learner data is on-going, with multi-agency groups in place to share Careers Wales Tier data
- Interventions will be part of a co-ordinated programme of school improvement led through the ERW consortium and FE sector quality improvement;
- Project will include the use of the EIG and other WG grants as match-funding
- Use of RLP/RLSO intelligence to ensure the strategic fit of the projects with the economic development of the Swansea Bay City Region
- Youth Engagement and Progression Co-ordinators in post in all LAs to lead and co-ordinate the process of supporting young people at risk of becoming NEET in schools and FE settings
- ESF proposals aligned to the LA YEPF implementation plans
- Reducing the number of young people who become NEETs and the effects of poverty are key targets for all Local Service Boards

### **Weaknesses**

- Joined-up partnership delivery across 5 local authorities will be challenging to co-ordinate
- Further ESF funding supports a culture of grant dependency with limited options for a project exit strategy
- ESF funding will end in 2020, with the potential for a significant group of young people being unable to be supported
- Dependence on public sector funding as match at a time of reducing public sector budgets year on year for the foreseeable future

### **Opportunities**

- Ability to ensure that the provision and support is targeted at the young people who need it most
- Existing LA partnerships/ERW consortium well placed to join up a wide range of WG Strategies (e.g. YEPF, Qualified for Life, Rewriting the Future, Donaldson, school improvement, Families First, Communities First, inclusion MEAS, EOTAS, EHE, regional development etc...) for the benefit of children, young people and families
- Further development of common regional systems to ensure seamless support for young people across LA boundaries (e.g. Lead worker support)



- Clear fit for this project with the developing work of the RLP, Swansea Bay City Region and the Growing Mid Wales Partnership
- Alignment of these bids with the proposals from South East and North Wales to ensure consistency of support mechanisms wherever young people are in Wales
- Procurement framework approach offers the opportunity for third party providers including the voluntary sector to be part of project delivery without the need to contribute match-funding
- Potential for shared democratic scrutiny of project outcomes via shared Scrutiny Committee meetings
- Potential for strong links with key regional economic development schemes e.g. Swansea Bay Tidal Lagoon

### Threats

- National ESF projects from WG and voluntary sector organisations duplicate what is being delivered through the regional project (i.e. the “Reach the Heights” scenario)
- Potential for the double-counting of beneficiaries
- Significant financial risk for Pembrokeshire as the lead body (and to the LA project beneficiaries at delivery) in administering the project across 5 LA areas
- Current local authority structures unlikely to exist by 2020

**2.1.2 Evidence of a further analysis of a short list of potential delivery options. These options should have included a ‘do nothing’ option. This section should only provide a brief description of the short listed options and the methodology used. The detailed comparison is provided later under the Value for Money criterion.**

An analysis of a potential shortlist of delivery options was undertaken, matched against the key ***Young Persons’ Building Skills in Education Employment and Skills Priorities*** detailed in the *Regional Delivery Plan for Employment and Skills*. A summary matrix is presented below, followed by a brief narrative for each option in sections 2.1.4.1 to 2.1.4.3

	Operation Business Drivers:	Delivery Options		
		Do Nothing	Centrally Delivered Operation	“Youth Guarantee” Model-Multi-agency Delivery (Mixed procured & Centrally Delivered)
<b><i>Young Persons’</i></b>	Improve the parity of esteem between	Unlikely	Possible, but restricted	Most likely-greater

<p><b>Building Skills in Education</b></p> <p><b>Employment and Skills Priorities</b></p>	<p>vocational and academic pathways, ensuring equality of status, value and perception by learners, teachers, parents, employers and education institutions and develop careers guidance that promotes the economic value of STEM subjects</p>		<p>diversity of activities and support will lead to reduced outcome levels</p>	<p>benefits from delivery of operation by procured specialist provision supporting centrally delivered activities</p>
	<p>Implement the Youth Engagement and Progression Framework within the regional context</p>	<p>Possible, but with reduced outcome levels</p>	<p>Possible, but restricted diversity of activities and support will lead to reduced outcome levels</p>	<p>Most likely- YEPF is underpinned by multi-agency working</p>
	<p>Increase the supply of an appropriately qualified, flexible workforce that responds to the demands of the regional economy, current employment opportunities and forecasted sector growth, through effective utilisation of a multi-agency approach</p>	<p>Unlikely</p>	<p>Possible, but restricted diversity of activities and support will lead to reduced outcome levels</p>	<p>Most likely- as Operation would be underpinned by multi-agency working</p>
	<p>Improve work readiness, basic digital skills of those entering the workforce and support local employers to ensure that the workforce is equipped to respond to new industries, technologies and vocations</p>	<p>Unlikely</p>	<p>Possible, but restricted diversity of activities and support will lead to reduced outcome levels</p>	<p>Most likely- greater benefits from delivery of operation by procured specialist provision supporting centrally-delivered activities</p>
	<p>Improve entrepreneurial skills, enterprise and an innovative culture</p>	<p>Unlikely</p>	<p>Possible, but restricted diversity of</p>	<p>Most likely</p>

			activities and support will lead to reduced outcome levels	
<b>Outcome for the Operation</b>	To reduce the number of 16 – 24 year young people who are NEET (Not in Employment, Education or Training).	Unlikely	Possible, but restricted diversity of activities and support will lead to reduced outcome levels	Most likely
<b>Decision</b>		<b>Reject</b>	<b>Reject</b>	<b>Preferred</b>

#### 2.1.4.1 “Do Nothing”

Whilst the collective efforts of Local Authority core services, schools, FE Colleges, Voluntary Sector and other partnership organisations have made an impact on reducing the number of NEETs through a variety of schemes, the scale of the task in hand across the region is significant. Reductions in core budgets from Welsh Government have declined in the last budgetary cycle. Welsh Government grants have also changed significantly, with the end of 11 national grants to Local Authorities in March 2015. The bottom line implications of this financial contraction is that core services are being scaled back or removed in many instances, with provision being focussed on statutory responsibilities. All beneficiaries to the Cam Nesa Operation are committed to the principles of the Youth Engagement and Progression Framework, and inherent to this is the targeted approach to supporting vulnerable young people. Currently however the *Youth Engagement and Progression Framework Implementation Plan* is non-statutory and as such does not draw down core funding. As such, actions articulated in *Tackling Poverty Action Plans* written in 2012 and prior to recent budgetary reductions are unlikely to come to fruition, and commitments to supporting the most vulnerable young people in our society are unlikely to be met.

The “do nothing” option will at best maintain a low-level service to vulnerable young people with limited opportunities to tailor activities to individual need. This is unlikely to make significant impact on the young person’s barrier(s) to engagement with their education or training, and therefore break the complex links between poverty and attainment that are so desperately needed in the Region. **This option is rejected.**

#### 2.1.4.2 Option 1- Centrally Delivered Operation

Given the reduction in central budgets identified above, it would be tempting for beneficiaries to utilise additional resources secured from ESI Funding to sustain current staffing and provision levels. This option is unlikely to secure the broad outcomes identified for the Operation as there is currently the recognition that there is insufficient capacity within the beneficiary institutions to deliver activities and support functions to support potential participants. As well as this, all beneficiaries acknowledge that for the Operation to be successful, there is the need to draw on wider expertise present within the region to offer bespoke, niche activities to meet individual learner needs. **This option is rejected.**

### **2.1.4.3 Option 2- “Youth Guarantee” Multi-agency Delivery (Mixed procured & Centrally Delivered Operation).**

Business planning for the Cam Nesa Operation has benefitted significantly from the recent completion of the Pembrokeshire Youth Guarantee project, funded through the European Commission’s Directorate for Employment, Social Affairs and Inclusion’s “Preparatory Action on the Youth Guarantee”<sup>17</sup>. The proposal for a Pilot of the Youth Guarantee submitted to and selected by the Commission was for the provision of a Youth Guarantee Gateway for 15 to 25 year olds in Pembrokeshire. It aimed at assisting 80% of young people into employment, work-focused education or training within four months of leaving school/Further Education (FE) or becoming unemployed.

The provision was structured into three separate Strands:

Strand A: 15 to 17 year olds participating in schools or FE provision (but at risk of becoming NEET)

Strand B: 16 to 17 year old NEETs

Strand C: 18 to 25 year old NEETs

The project’s design was seen very much as a pilot to support the implementation of Welsh Government’s *Youth Guarantee* as offered through the YEPF. The project offered young people the following interventions delivered through a mixed economy of centrally delivered and procured activities:

- Personalised individual mentoring of young people
- ‘Bite-sized’ vocational tasters
- Development of personal and social skills
- Activities to better understand the world of work in the context of the local labour market
- Employability skills

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<sup>17</sup> EVALUATION OF THE PEMBROKESHIRE YOUTH GUARANTEE 2015. Preparatory Action on the Youth Guarantee, Directorate General for Employment, Social Affairs and Inclusion, European Commission Application Reference: VP/2012/012/0418

- Digital capability and on-line recruitment
- Work tasters, placements and clubs
- Job broking
- Employer events, visits and presentations
- Links to business and industry
- Career planning and progression
- Entrepreneurship and enterprise
- Money matters – financial independence
- Introduction to training and learning options
- Links to vocational learning, apprenticeships and mainstream employment programmes that support the journey into work
- Issue based work

Activities were brokered by through multi-agency working, with Strands B and C (the most applicable to the Cam Nesa Operation) delivering a mixture of short duration, timely interventions linked to young people's needs. Five beneficiary partners were successful in the tendering exercise, and activities were operational between October 2013 and September 2014. The Pilot successfully recruited 31 participants to Strand B. Of these 22 (71%) were male and 9 (29%) female. From Strand B 90% of participants achieved positive outcomes with 23 (74%) participants progressing to work focused learning, 4 (13%) into paid employment and 1 (3%) to volunteering with only 3 (10%) remaining NEET after 4 months. The Pilot successfully recruited 56 participants to Strand C. Of these 43 (77%) were male and 13 (23%) female. From Strand C 50% of participants achieved positive outcomes with 11 (20%) participants progressing to work focused learning, 13 (23%) into paid employment and 4 (7%) to volunteering with 28 (50%) remaining NEET after 4 months. A key success to the pilot project was the offer of a variety of support, engagement and employment focused activities to the vulnerable young person, which were centrally brokered. The involvement of employer engagement, a broad personal development and work focused curricula and personalised information advice and guidance is supported by a variety of published sources<sup>18,19</sup>. The centrally controlled, institutional brokerage of services is a central pillar to the YEPF, and is also supported by published research<sup>20</sup>. The mixed economy of centrally delivered and procured services allowed for a beneficial breadth of service provision to the

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<sup>18</sup> *Engaging the Disengaged*, Kettlewell, K., Southcott, C., Stevens, E., McCrone, T. NFER Research Programme, 2012.

<sup>19</sup> *The Early Bird..Preventing young people from becoming a NEET statistic*. Britton, J., Gregg, P., MacMillan, L., Mitchell, S. Department of Economics and CMPO, University of Bristol, 2011.

<sup>20</sup> *Hidden Talents II. Re-engaging young people, the local offer*. The Local Government Association, 2013.

participants; each delivering organisation played to its strengths and there was no need for further capacity building or up-skilling. In this way, beneficiaries will capitalise on specialist knowledge of delivery partners, a key finding from the First Findings Report evaluation into the delivery of the Youth Guarantee<sup>21</sup>. Delivery was also flexible in nature, suiting the individual needs of the young people.

**This is the preferred delivery model** as it is the most likely one to succeed in delivering the outcomes required in the Operation.

**2.2 Details of the delivery model to be utilised.** For example, will the applicant operate a Financial Instrument? Will any elements of the operation be delivered through procurement? Any joint beneficiaries involved in the operation should be identified and the relationship between and responsibilities of all joint beneficiaries outlined. Guidance on delivery models can be obtained from WEFO's Regulations & Compliance team via your PDO and as detailed on the WEFO website.

The lead beneficiary is Pembrokeshire County Council. Joint beneficiaries are Carmarthenshire County Council, Ceredigion County Council, Neath Port Talbot County Borough Council, City and County of Swansea. The FE colleges in these areas will be involved to a greater or lesser extent, however, their precise involvement is subject to final negotiations.

The Operation will require ESF grant funding. Match funding will be provided by the lead and joint beneficiaries. Elements of the Operation will be procured. Procurement arrangements will follow each Local Authority's relevant procurement policies and will comply with established WEFO guidance.

Centrally-delivered support and engagement activities will be managed and delivered by joint beneficiaries. Each beneficiary will be responsible for the co-ordination of services in their respective area/sector, ensuring that interventions match identified local needs and are congruent with the vision, aims and indicators for the Operation.

The Operation will not operate a financial instrument.

The Operation will be centrally managed by Pembrokeshire County Council. The Central Management Team will be employed by Pembrokeshire County Council and will comprise a European Contract Officer, a Monitoring and Compliance Officer, a Finance Officer and an Administration Assistant. Joint beneficiaries will be responsible for local administration and finance, and will provide financial and other returns to the lead partner as required.

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<sup>21</sup> *Preparatory Action on the Youth Guarantee. First Findings Report.* Directorate-General for Employment, Social Affairs & Inclusion, European Commission, 2014.

### 2.3 The applicant should demonstrate:

#### 2.3.1 Details of all public funding (including EU funding) received in the last 5 year period;

Pembrokeshire County Council is a Welsh Local Authority established in 1996 following Welsh Local Government Reorganisation. Its full accounts are published annually and can be found at:

[http://www.pembrokeshire.gov.uk/content.asp?nav=101,100&parent\\_directory\\_id=646&id=25359&d1=0](http://www.pembrokeshire.gov.uk/content.asp?nav=101,100&parent_directory_id=646&id=25359&d1=0).

The council was registered for VAT on 01.09.95 and the number is – 655 8237 10.

#### 2.3.2 Their track record of delivering similar operations, including formal evaluations of any previously delivered EU and/or publicly financed operations – outlining evaluation recommendations and improvements implemented as a result;

Pembrokeshire County Council established a European Unit as soon as it was established in 1996 and has successfully delivered European funded schemes worth many millions of pounds since then. In the most recent EU programme period, the County Council was responsible for delivering as a Lead Body, Lead Sponsor or Joint Sponsor in 78 EU funded projects.

Pembrokeshire County Council has been involved in a number of previous operations related to this target group. These include:

- Engage (Convergence ESF, Lead Sponsor: Neath Port Talbot CBC; Joint Sponsors that are common to Cam Nesa: Carmarthenshire CC, Ceredigion CC, and City & County of Swansea)
- European Commission Preparatory Action “Youth Guarantee” (Pembrokeshire CC).
- Cynnydd (ESF Operation to reduce the risk of young people becoming NEET; has the same geographic footprint as Cam Nesa)

Engage and the Pembrokeshire Youth Guarantee targeted both young people who were at risk of becoming NEET as well as those who were NEET. It is quite possible that some of the NEETs who will be participants in Cam Nesa may have been participants in the Cynnydd Operation.

Evaluations were carried out of all of these actions. That for Engage<sup>22</sup> records that the project achieved all its targets and was also well regarded by participants, delivery staff, managerial representatives and other direct and indirect stakeholders. However, the project had a “stuttering start”, due to project delivery commencing before the appointment of core lead body staff. This had knock-on implications such

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<sup>22</sup> <http://gov.wales/docs/wefo/publications/evaluation/130211engageevaluationfinalen.pdf>

as the need to revise monitoring systems and retrospective data capture. Similar issues arose with the Pembrokeshire Youth Guarantee, which was originally only a twelve month pilot and so needed to begin delivery quickly. This influenced our advice to the Guilford Review that a mobilisation phase be introduced for the 2014-2020 programmes, and our intention to take advantage of the possibility of a mobilisation phase to ensure Cam Nesa delivery starts only once all necessary preparations have been made.

This will also help to tackle another difficulty highlighted by the Engage evaluation, namely the situation whereby outputs and results increase significantly in the last few months of a project as paperwork is completed as a project closes. This causes problems in providing on-going evaluation evidence to steer the direction of an operation during its delivery. For 2014-2020 this would also cause difficulties in claiming and so it is important that the issue is addressed during mobilisation. Data sharing protocols will also be developed at an early stage, as recommended by the Engage evaluators, to ensure data is transferred to the lead beneficiary effectively and efficiently.

Another recommendation from Engage related to the need to encourage networking across the delivery agents so as to ensure that good practice was shared whilst there was still time for that good practice to be replicated. Our governance arrangements include regular regional meetings, but we shall also encourage annual meetings of delivery staff, for instance through means of celebratory events.

The Engage evaluators also recommended that the lead partner team should include people with experience of ESF delivery, so that discussions with WEFO can be informed by the practicalities involved in delivering this type of project. The Pembrokeshire CC European Unit includes staff who have this “hands-on” experience.

The Engage evaluation called for consistent mechanisms for recording “soft outcomes” between partners. This is something that we accept and feel is important for this target group, however it will also be important for us to receive timely advice from WEFO on evaluation and monitoring – a further comment made by the Engage evaluators – if the mobilisation phase is to successfully completed. (It is acknowledged that WEFO and the European Commission are placing more emphasis on “hard” outcomes for the 2014-2020 programmes. Our interest in using “soft” outcome monitoring is to expand the data capture and so allow our evaluators to gain a deeper understanding of the performance of the operation).

The Youth Guarantee evaluation added some further points. One was to ensure that budgets included all relevant costs but also that they needed to be contained within the likely funding envelope. We are aware that at the present time there is some work to do to fully address this point. The evaluation also noted that procured



delivery had proved effective and efficient and should be employed in the future for this target group. The evaluation also stressed the importance of meeting social (and not just educational or employment) needs for this group. It is necessary to overcome a participant's social problems before higher level needs can be met<sup>23</sup>.

### **2.3.3 Any other research evidence supporting the need and approach taken for this proposal;**

*The YEPF Implementation Plan* clearly articulates the commitment to increasing engagement and progression of young people, and this vision is also detailed in the annual Ministerial Response Letter sent to Local Authorities and Further Education Colleges. In the Plan, Local Authorities are required to have the strategic responsibility for the implementation of the YEPF, and to provide operational leadership through the EPCs. Schools and Post-16 providers have the responsibility of identifying young people at risk of disengagement, tracking their progress and providing support to help keep them engaged. Careers Wales are required to bring a greater consistency to the framework, and support the brokerage of provision for NEETs by working in partnership with the EPC and other providers. It is recognised in the YEPF, that a range of specialist support services are vital in its delivery, providing a critical role in helping young people to overcome their barriers to re-engagement. It is also recognised that an appropriate mix and balance of provision is available to all young people.

The recently published *Regional Delivery Plan for Employment and Skills* (see Note 19.) is based on extensive data quarrying and consultation across the Region, and clearly articulates the skills needs base development of its young people. These priorities are congruent with those of the Operation, and will not be discussed here any further.

Whilst performance detailed in this review indicate that young people compare favourably against Welsh averages in terms of their attainment at the end of compulsory education, progression onto further and higher education, and NEET numbers, progress against key performance indicators are varied across the Region, and there remains a significant challenge to re-engage the most vulnerable young people that are currently NEET. As discussed in Section 2.1.4.3, there are a number of published studies that support the preferred delivery model approach.

### **2.3.4 That it has the required legal basis for delivering the stated activities;**

The Cam Nesa Operation will work alongside other existing YEPF services, including Youth Services, Careers Wales, Learning Coaches, Youth Offending Teams, support for looked after children and young people, and interventions offered by Further Education colleges, training providers and the voluntary sector. The following legislation is relevant to the Operation:

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<sup>23</sup> This is an implication of Maslow's Hierarchy of Needs.

**Section 123 of the Learning and Skills Act 2000** provides that the National Assembly for Wales may direct a local authority:

- (a) to provide youth support services;
- (b) to secure the provision of youth support services;
- (c) to participate in the provision of youth support services.

“youth support services” means services which in the opinion of the National Assembly will encourage, enable or assist young persons (directly or indirectly):

- (a) to participate effectively in education or training,
- (b) to take advantage of opportunities for employment, or
- (c) to participate effectively and responsibly in the life of their communities.

**Direction and Guidance provided by Youth Support Services Directions (Wales 2002) and Welsh Government document “Extending Entitlement support for 11 to 25 year olds in Wales” – currently under review.**

**Local Government Act 2000 – Part 2** An Act to make provisions with respect to the functions and procedures of local authorities.

**The Children and Families Measure 2010** places a statutory duty on authorities to tackle child poverty through a more co-ordinated, multi-agency collaboration and targeted intervention.

### **2.3.5 That is has or will have the necessary governance arrangements for delivery.**

Governance arrangements will be as follows:

The overall operation will be managed by a European Contract Management Team based within the European Unit of Pembrokeshire County Council. It is currently envisaged that this will consist of a European Contract Officer, a Finance Officer and a Senior Administration Officer. Their role will be to oversee all aspects of contract and compliance administration. They will liaise with staff responsible for delivery in each joint beneficiary and expect timely responses to requests for information and reports.

Each joint beneficiary will be expected to hold a Project Board meeting every quarter and feed a Progress Report to the Regional Project Board. This Board will meet every quarter and will be chaired by the Director of Children and Schools for Pembrokeshire County Council to ensure that the appropriate level of accountability is given to all actions and progress. Updates will be given to the Council’s Corporate Management Team for review. In addition progress on EU funded projects will be reported to both the Council’s ‘Economy’ and ‘Children and Families’ Overview and Scrutiny Committees, however, reporting arrangements are currently being revised and we cannot give precise details of reporting frequency. In addition, European

Officers for the South West region, report bi-monthly on progress and risk to the South West Wales Directors of Regeneration.

### 2.4 Provide an outline assessment of the primary risks and any dependencies that are critical to the successful delivery of the operation.

#### **SECTION 2.4 Risks and Dependencies**

**This is a summary of major perceived risks however a detailed Risk Analysis can be found at Annex 7.**

<b>Risk Category</b>	<b>Key Risk</b>	<b>Control Measure / Mitigation</b>
<b>Economic / Financial</b>	Failure to spend to profile.	Detailed planning and preparation during the Mobilization Phase will ensure that resources are in place to deliver to profile. During delivery regular Project Board meetings will ensure a high level of accountability.
	Procured items exceed budget.	Project beneficiaries have experience of procuring delivery in this field and should be able to specify requirements appropriately.
	Submission of late / incomplete claims.	Correct training will be given to project management and financial staff to ensure their compliance with timescales.
	Ineligible expenditure.	Correct training will be given to project management and financial staff to ensure compliance with Eligibility Rules.
<b>Legal / Regulatory</b>	Failure to comply with WEFO Guidance.	Correct training will be given to project management and financial staff to ensure compliance with Eligibility Rules and other published guidance documents.
	State Aid compliance.	A detailed State Aid assessment will be completed (see Section 3.6). but at present we do not perceive a significant State Aid. Much of the delivery will be procured and the procurement exercise provides a defence against State Aid challenge. We do require detail of further Education State Aid cover for in-house provision. The project will be reported to the Pembrokeshire County Council

## Appendix 2

	<p>Compliance with Health &amp; Safety issues.</p> <p>Procurement procedures not adhered to.</p>	<p>Corporate State Aid Group in order to keep this under review.</p> <p>Senior Managers within Pembrokeshire County Council have undergone H &amp; S training. The Council has a Safety Unit.</p> <p>Correct training will be given to project management and financial staff to ensure compliance with Procurement Rules. The procurement Division will advise on technical procurement questions.</p>
<b>Organisational / Management</b>	Project Governance not robust.	A Project Governance Structure is outlined in Section 2.3.5 and will be agreed by all partners before the operation commences.
<b>Human Resources</b>	Inability to recruit staff.	This preparatory work will be initiated in the Mobilisation Phase in order to avoid causing any delays to project delivery.
<b>Political / Societal</b>	Local Government Reorganisation.	The exact timescale for this is not yet known. If this begins during the lifetime of the operation then appropriate legal advice will be sought regarding the transfer of responsibilities to new organisations.
<b>Environmental</b>		It is thought unlikely that there are any environmental issues that could severely affect the delivery of this operation.
<b>Technical / Operational</b>	Loss of senior staff on the project.	As there will be a high level of accountability within the organisation, then senior management will be able to second resource to cover any staff losses during any gaps in employment.
<b>Project</b>	<p>Failure to achieve / demonstrate outputs.</p> <p>Communication inadequacies.</p>	<p>All partners to be accountable to the Regional Project Board which in itself has several lines of accountability internally and across the region.</p> <p>It is essential that all project staff are fully trained with WEFO guidance and that a Communications Strategy is written for the project as early as possible.</p>

	Sub-standard delivery by procured organisations.	Pembrokeshire County Council staff have received 'Contract Management' training in order to overcome any delivery issues. If necessary Procurement Division staff can be called in for specialist advice and support.
	Safeguarding issues.	The Lead Sponsor will ensure that colleagues across the region are appropriately up to date with all the latest safeguarding issues. Corporate procedures will be followed.
	Duplication of activity with other SO1 funded projects.	Several meetings have already taken place with the two other regional projects and some WG projects within this Specific Objective and regular meetings are planned in order to ensure consistency of approach and to avoid duplication.

### 2.5 Provide details of any aspects of your operation that you consider are innovative.

The Operation will be innovative by learning from key messages that emerged from the evaluation of the Youth Guarantee Pilot Action projects<sup>24</sup> by:

- Providing information advice and guidance of local labour markets to young people so that they are better aware of future career pathways
- Providing work focussed experiences in sectors important in local labour markets, strengthening the gap between education and business
- Promoting youth enterprise and pathways into self-employment
- Working within existing local multi-agency partnerships that already share information and data and have operational Information Sharing Protocols
- Capitalising on existing experience and expertise that already exists in the region by operating a mixed economy of centrally-managed and externally procured services.
- Providing a mixture of support and activities relevant to the individual needs of the young person as opposed to “blanket” provision.

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<sup>24</sup> *Preparatory Action on the Youth Guarantee. First Findings Report.* Directorate-General for Employment, Social Affairs & Inclusion, European Commission, 2014.



## Section 2A: Further Strategic Criterion

### Indicators & Outcomes

#### Introduction

This section provides a detailed narrative of the outputs and results expected to derive from the Cam Nesa operation. It is supplemented by three Annexes:

- Annex 6: Monitoring and evaluation plan
- Annex 2: Delivery profile (indicators)

The target group for this operation comprises individuals who are the most difficult to engage and are already NEET. Our previous experiences of other projects indicate that these outputs are realistic, given the intensive support that many participants in the project will need. These previous projects include:

- Convergence ESF: Engage (80434)
- Pembrokeshire Youth Guarantee (European Commission DG for Employment, Social Affairs and Inclusion reference VP/2012/012/0418)

During delivery of the operation potential participants will be identified by:

- Self-referrals
- Referrals from other organisations working with young people and other engagement activities.
- Working with stakeholder organisations to promote the operation
- The activity will be promoted through joint beneficiaries' websites and social media networks.

The operation will provide a range of measurable hard outcomes, directly measurable against the Priority Indicators. The targets we have set for these outcomes would not be achievable in their entirety without the additional funding provided by ESF support. The project will aim to get young people into employment or into education / training and where appropriate ensuring they have the opportunity to complete employment related qualifications.

#### Longer Term Benefits

A reduction in the number of young people becoming NEET is an objective of both the West Wales and the Valleys ESF Programme 2014-2020 and the Welsh Government's YEPF. The reasons why this has been identified as an important strategic objective for both West Wales and the Valleys and Wales as a whole is the cost to society of allowing young people to become NEET. These costs may be considered to include losses to the State, in the form of foregone tax and National Insurance, the cost of benefits, and additional costs of health and social services

(above those for non-NEETs). These were estimated by the University of York<sup>25</sup> on a lifetime basis to be £56,300 per NEET.

There are also “resource” costs associated with income foregone in the households in which a member of the family is NEET. This is a contributory factor in low household income and therefore poverty, including child poverty. These resource costs were estimated in the same University of York study on a lifetime basis at £104,300.

### **Short and Medium Term**

The short and medium term achievements will be measured with the use of a “distance travelled” tool which will be developed in line with the needs of the participant group and appropriate for their use to monitor their progress and well-being. See Annex 8.

Lead Workers will undertake an initial eligibility assessment to ensure that the young person is eligible to participate in the operation. A second more rigorous, face-to-face diagnostic assessment will be made. This will include an appraisal of the challenges that the participant faces (e.g. motivation, confidence, anti-social behaviour, geographic isolation, offending history, i.e. those things that have led to their becoming disenfranchised), their basic skills and qualifications, their aspirations & their needs. In addition, an assessment will be made on the participant’s work readiness. After the second assessment, the Lead Worker, in agreement with the participant, will enrol the young person onto the Cam Nesa Strand that is best suited to their needs.

The operation is based on targeting 2,000 beneficiaries across the Cam Nesa area. A proportion has been allocated to each county based on the number of Tier 2 NEETs that they have recorded over the previous two years. These county allocations will be reviewed after the first twelve months of the project operation.

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<sup>25</sup> Coles, B. et al (2010) “Estimating the life-time cost of NEET: 16-18 year olds not in education, employment or training” University of York (available: <http://www.york.ac.uk/spsw/research/neet/>)



## Appendix 2

Output	Target	Target by Unitary Authority area	
<b>NEET Participants (16-24 years of age)</b>	2,000	Carmarthenshire	500
		Ceredigion	75
		Neath Port Talbot	450
		Pembrokeshire	277
		Swansea	698
<b>NEET Participants (16-24 years of age) – Male</b> PROGRAMME INDICATOR		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
<b>NEET Participants (16-24 years of age) – Female</b> PROGRAMME INDICATOR		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
Output	Target	Target by Unitary Authority area	
Participants with a disability		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
Participants with a Work Limiting Health Condition		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
Migrants / BME / Minorities		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC

Output	Target	Target by Unitary Authority area	
Participants with Caring / Child caring Responsibilities		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
<b>Results (within 4 weeks of leaving)</b>	<b>Target</b>	<b>Targets by Unitary Authority area</b>	
<b>NEET Participants (16-24 years of age) gaining employment upon leaving</b> PROGRAMME INDICATOR		Carmarthenshire	100
		Ceredigion	15
		Neath Port Talbot	90
		Pembrokeshire	55
		Swansea	140
<b>NEET Participants (16-24 years of age) in education or training upon leaving</b> PROGRAMME INDICATOR		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC
<b>NEET Participants (16-24 years of age) gaining qualifications upon leaving</b> PROGRAMME INDICATOR		Carmarthenshire	TBC
		Ceredigion	TBC
		Neath Port Talbot	TBC
		Pembrokeshire	TBC
		Swansea	TBC

### Operation Activities

The activities to be undertaken in this operation are:

1. Identify NEETs within the target age group through referral routes (including self-referral).

2. Assess the circumstances and factors that contribute to their becoming NEET, for each individual.
3. Identify and deliver appropriate individualised interventions to counter those risk factors. Strands 1 – 4 are available, see section 2 - Delivery.
4. Where appropriate, provide careers advice and employability qualifications to participants.
5. Participants will engage on work experience placements within appropriate sectors with employers selected to best suit the needs of the participant.

### Monitoring

Monitoring will take place at two main levels within the Operation. Each joint beneficiary will capture monitoring data about the beneficiaries with which they deal. The joint beneficiary will be responsible for ensuring data is complete and accurate, including all category breakdown information. The second level of monitoring will take place at lead beneficiary level. This will be carried out by a full time officer from the Unit's European Contract Management Team (ECMT). This officer will also pay regular visits to joint beneficiaries to review the operation of monitoring processes so as to provide assurance that data quality is being achieved and maintained. The lead and joint beneficiaries already have experience of the issues involved.

The first stage of the monitoring process will be to collect from participants before they are formally admitted to the operation, sufficient data to verify eligibility.

Each participant will be issued with a unique identifier that will be used to identify related documents, files and database entries. They will also allow anonymised analysis of participant characteristics etc whilst maintaining a link back to original records in case of queries. It is our intention to establish a bespoke project database within the mobilisation stage, which will record participants' data relating to their characteristics, progress made, courses undertaken, skills gained, qualifications obtained and distance travelled. This bespoke project database will be in place at the start of delivery which will enable the ECMT and the joint beneficiary delivery teams to have access to quality assured participant monitoring information. Input from our external evaluator, once appointed, and from WEFO RME will be welcomed as the database is developed to ensure that all demands for non-financial management information can be met.

The database will be fundamental to the production of management reports required by the Regional Project Board and lead beneficiary, joint beneficiaries, WEFO, the external evaluator and other stakeholders. This data will also inform reports that it is anticipated will be required by the Swansea City Region Board, the Growing Mid Wales Partnership, the South West Local Authority Regional Directors, and possibly by the Haven Waterway Enterprise Zone and the Teifi Valley Local Growth Zone.

Progress in achieving output and result indicators will be reported to WEFO with the quarterly claims and monitored against the Cam Nesa Delivery Profile (Annex 1).

Pembrokeshire County Council will have lead responsibility for this and officers within its European Unit already have substantial experience of reporting project data to WEFO and using WEFO Online systems. We shall comply with all WEFO requirements in relation to this process.

### **Evaluation**

The partnership behind Cam Nesa recognises the necessity to thoroughly evaluate operations such as this and therefore it is our intention to procure at an early stage an experienced external evaluator to work with us throughout the life of the operation. This contract will be managed by Pembrokeshire County Council's European Unit, which has developed considerable experience of managing the evaluation of EU funded projects and programmes. The European Unit also has the advantage of currently being led by a member of the WEFO Evaluation Advisory Group.

The evaluation methodology to be employed is to be proposed by the evaluator as part of the procurement exercise. Our expectations are that it will gather data from of both quantitative and qualitative sources such that the data can be triangulated and in so doing permit one data source to be verified against another. We also expect that for an operation of this size a suitable counter-factual impact evaluation methodology will be employed to allow robust estimates to be made of the impact of the operation.

Three phases of work are envisaged, being:

#### Phase 1: Inception

The main output from this stage will be an Inception Report, which will expand upon the information contained in the appointed contractor's tender with respect to evaluation methodology, timescale and risk analysis. It will also contain a review of the proposed monitoring systems and processes to be carried out at the end of the mobilisation phase in order to provide assurance that the monitoring data obtained will be of sufficient quality, timeliness and completeness to support meaningful evaluation results using the proposed evaluation methodology.

It is expected that the Inception Report will be available within one month of the mobilisation phase ending.

#### Phase 2

The evaluator will be expected to deliver a formative evaluation twelve or fifteen months after the mobilisation phase ending. The precise timing will be agreed with

the evaluator at the time that the Inception Report is prepared. It needs to be timed so that sufficient time has elapsed for meaningful conclusions to be drawn, but not so late that recommendations cannot be acted upon. This report will be expected to inform the delivery of Cam Nesa for the second half of its delivery phase. As such, it will be expected to identify practical issues and solutions that can be addressed in the time available and which will have a positive impact on the value of money, effectiveness and/or efficiency of the Cam Nesa operation.

This report is expected to focus on the following issues, though this is subject to agreement with the appointed evaluator:

- Operation management, including relations between the lead and joint beneficiaries, processes for claim management, monitoring and administration, contract management of procured providers, and risk management.
- Achievements against output and result indicators, with a view to assessing whether the operations targets are likely to be met both overall and at individual beneficiary level.
- Financial performance, to allow comparison to be drawn with achievement against targets and to assess whether there is a possibility of over or under commitment of expenditure.
- Stakeholder perceptions, especially those of front-line staff and participants.
- Implementation of the cross-cutting themes, especially those with the greatest alignment to the operation's objectives, i.e. tackling poverty and equal opportunities.

### Phase 3

The final phase is to be a summative evaluation at the end of the delivery phase. It is to be published during the closure period. This will build on the Phase 2 report covering much of the same ground but from a retrospective perspective. However it will also employ a suitable counterfactual impact evaluation methodology to assess the impact of the operation; that is to assess what was achieved beyond that which might have been expected to occur in any case.

Evaluation findings and recommendations will be reported to the Regional Project Board. They will decide whether recommendations will be accepted and if so, what action should be taken to address them. The action to be taken will then be implemented through the Regional Manager and lead beneficiary's ECMT Manager, as appropriate.

Evaluation findings will be disseminated to other interested groups:

- WEFO: a copy of all evaluation reports in draft form will be provided to our WEFO PDO for comment. After the report is finalised a copy will be provided to the WEFO PDO.
- The Welsh Government (Department for Education and Skills) both at a Ministerial and official level.
- Beneficiary organisations' boards of management. These will differ from organisation to organisation but will include for FE Institutions the Boards of Governors and Principals, and for local authorities elected Members, especially those holding relevant Cabinet portfolios and positions on relevant Scrutiny Committees, and Chief Officers.
- Operation staff.
- Cam Nesas contracted delivery organisations and other organisations or groups working with NEET young people.
- The European Commission (DG Employment, Social Affairs and Inclusion).
- The OECD.

Evaluation reports will be published on the lead beneficiary's website and joint beneficiaries will be encouraged to do likewise. Should the evaluator ask for permission to publish any of the evaluation reports this will be granted.

Please also refer to the Monitoring and Evaluation Plan attached to this Business Plan at Annex 6.

## Section 2B: Further Strategic Criterion

### Management of the Operation

2B.1 A description of the governance & human resource requirements for the operation showing that you have a clear and detailed understanding of:

2B.1.1 The governance arrangements necessary for delivery of the operation, including the identity and role of the Senior Responsible Officer (SRO);

As an Education operation agreed by ERW (Education Regional Working) the regional committee for South West Wales, the Senior Responsible Officer will be Pembrokeshire County Council's Director for Children and Schools. The Director will be accountable for regional delivery and the following groups will oversee the progress of the operation;

#### Regional Strategic Board

The SRO – PCC Director of Children and Schools – will chair this board and it will be made up of other strategic decision makers from each of the joint beneficiaries, and if unavailable for a meeting, an appropriate representative will be asked to attend. The aims of the board will be to – (i) exercise functional and financial authority to support the project; (ii) receive reports from the European Contract Management Team (ECMT – see below) concerning spend, outputs and risk in order to monitor progress/authorise variance from planned delivery and determine appropriate course of action based on recommendations from the European Officer. It will meet quarterly.

#### Regional Operational Board

This is an operational group whose role is to assist in delivering activities in accordance with the agreed Business Plan and WEFO approval letter. This board will comprise the effective lead officer for delivery, from each of the joint beneficiaries. As lead beneficiary Pembrokeshire County Council, a European Officer from the ECMT will chair the group. The board has an important role to play in enabling good communication throughout the operation. Supported by the ECMT the group will try agree solutions to issues raised by delivery staff, and will also share good practice and lessons learned. If there are any matters that the group is unable to resolve among its membership, with the support of the ECMT, the Regional Operational Board will escalate matters to the Regional Strategic Board for direction. It will meet monthly to begin with and review this after the first six months, it may then be appropriate to hold meetings less frequently.

#### Local Project Board

Each local authority area will establish a local Project board comprising a member of senior delivery staff from each joint beneficiary (local authority and FE College where

there is involvement) along with representation from the ECMT. The Project Board will meet monthly and will be chaired by a local authority senior delivery officer.

In addition the Director of Children and Schools will also be accountable to the following committees / partnership working groups:

- Pembrokeshire County Council Corporate Management Team (CMT) and Cabinet; CMT (report 14 October 2015 - Annex 9) and Cabinet (report 30 November 2015 - Annex 10) have given approval for PCC to be involved in the development of the operation's partnership working and business plan development with the ultimate aim of securing Structural Funds to allow this activity to go ahead. CMT will receive regular reports on the progress and achievements of the operation and meets weekly.
- SWW Regional Directors of Regeneration – a partnership of South West Wales local authority directors with responsibility for European Funding have also received reports about the emerging operation. This group will also receive regular risk reports of all Structural Fund operations across the region to ensure that appropriate progress is being made. The group meets bi-monthly and receives risk reports quarterly, however, would receive exception report at anytime if it were felt necessary. (South West Wales Regional Directors of Regeneration Group, which comprises the Directors of Development (or equivalent), Heads of Economic Development (or equivalent) and European Managers (or equivalent) from Neath Port Talbot CBC, City & County of Swansea, Carmarthenshire CC and Pembrokeshire CC, joined by these staff from Ceredigion and Powys CC for appropriate agenda items. The Group, amongst other things, acts as an officer group behind the Swansea Bay City Region and advises local authority Leaders and Chief Executives on matters of regional economic development interest including the European Structural and Investment Funds).
- ERW (Education through Regional Working Committee) – Executive Committee of Directors of Education sanctioned the decision for the partnership working to go ahead and will receive frequent reports.
- Swansea Bay City Region (Pillar 3 Group – European & other funding) will also receive reports on all Structural Fund operations.

### 2B.1.2 The key management and staff functions considered necessary;

In order to oversee an operation of this scale and complexity, it is necessary to consider two different types of management / staff resources:

- Contract Management
- Delivery of Activity.



As the Lead Sponsor, Pembrokeshire County Council will utilise the resources available through its European Contract Management Team (ECMT). The team will consist of the following roles:

### **European Contract Management Team**

#### European Officer

A senior member of staff will be responsible for leading the ECMT staff and ensuring compliant delivery of the operation across the joint beneficiary partners in accordance with applicable law, EU regulations, and WEFO guidance. This will include the management of robust, enforceable agreements with all third parties involved in the project, whether partner organisations or contractors.

This officer will manage all external audits and verification checks of EU projects managed by ECMT and also carry out reviews and investigate any compliance matters escalated by the project teams.

This officer will report to the European Manager within PCC and will be accountable to both a Regional Project Board, will chair the Regional Operational Board and will sit as a member of the local Pembrokeshire Delivery Project Board.

#### Finance Officer

To assist the European Officer by ensuring compliance in the financial delivery of the operation, in line with the agreed Business Plan and Delivery Profile. The post holder will use robust procedures to liaise with joint beneficiaries to compile financial claims.

#### Senior Administrative Officer

To support the collaborative delivery of European funded projects, ensuring effective services are provided in compliance with the regulations. Development and maintenance of all management systems in relation to an EU project, including the verification and compilation of monitoring information supplied by joint beneficiaries, ensuring participants' eligibility, for submission to WEFO. To assist the European Officer regarding procurement and management of external evaluator(s) and development and delivery of the project publicity plan.

Support will be given to all joint beneficiaries to ensure their understanding of compliant delivery, including compliance with the Programme's Cross Cutting Themes.

This Officer will assist the whole ECMT staff providing both clerical and administrative support to ensure the smooth-running of the function. This will include verifying eligibility and output evidence. Maintaining administrative and archive systems including producing documents, liaising with joint beneficiaries, arranging

meetings and events as well as requiring IT and presentation skills, in order to help with a range of marketing and publicity media including website maintenance.

### **Pembrokeshire Local Delivery Team**

Project Delivery Teams will be established in each Local Authority area, these will vary slightly within each area depending upon the resources required to deliver the activities identified. The Service Pembrokeshire Local Project Delivery Team will comprise the following:

#### **Youth Service Manager, Pembrokeshire Youth**

Responsibility for ensuring that activity in Pembrokeshire is delivered as agreed and on profile with the Business Plan, achieving timely spend and outputs required for the operation.

#### **Youth Service Team – led by Area Youth Co-ordinator**

The coordinator will oversee the staff and organisations contracted to deliver activity, control the project budget and work with the ECMT to ensure compliance. This person will report to the Service Manager, Pembrokeshire Youth and will coordinate provision for each young person. In addition they will facilitate a local monthly Project Board meeting whilst liaising with other joint beneficiaries to ensure project coherence and continuity.

#### **Grants Administration Officer**

Finance Support – to work within the Cam Nesa team to ensure control over local project spend.

#### **Operational Administrator**

Providing administrative support to the Pembrokeshire delivery team, including managing participant documentation and the participant database.

#### **Delivery Team**

The team will be responsible for a caseload of individual participants to ensure that they are receiving appropriate provision; provide lead worker support and guidance to help maintain participant's engagement with delivery and to liaise with other officers and agencies as required.

**Youth Service** – pre-engagement activities.

**Futureworks** - (Pembs County Council department which delivers employment and skills programmes to support unemployed and economically inactive people) **will** provide pre-employment skills, qualifications employability and work experience as well as Enterprise and Self-employment activities.

**Pembrokeshire College** - will provide pre-employment skills and qualifications as well as employability and work experience.

### **Joint Beneficiaries Project Delivery Teams**

Each joint beneficiary will establish their own delivery team. This may have parallels with that outlined above for Pembrokeshire CC, but may also be expected to have differences due to local differences in working practices and the circumstances of each area.

Job descriptions for all staff funded by Cam Nesa may be found at Annex 11.

### **2B.1.3 The skills and knowledge needed for each identified staff member and how these competence requirements will be met through recruitment and / or procurement within the required timeframe;**

Please refer to job descriptions for Cam Nesa staff at Annex 11, which include person specifications. A statement on the skills and knowledge within the lead body's European Contract Management Team and European Unit management is given below.

### **European Contract Management Team**

Pembrokeshire County Council first established a European Unit in 1996 and has successfully delivered European Funded schemes worth many millions of pounds since then. In the most recent EU funding programme 2007 – 2013, the County Council was responsible for delivery in over 70 EU funded projects as Lead Body, Lead Sponsor or Joint Sponsor. All European funded projects are monitored by the European Unit irrespective which department within the County Council is responsible for delivery of the scheme. During the last programme period PCC established the European Contract Management Team (ECMT) with a remit to manage all delivery, claim and compliance for projects for which Pembrokeshire was lead body or acting on behalf of other third parties. The team included both Contract Officers and Finance Officers. All staff members to be recruited into these posts will be identified as having the appropriate skills and experience to undertake the roles outlined.

### **European Manager**

All staff within the ECMT will be the responsibility of the European Manager, presently Gwyn Evans. Gwyn has worked full time on European Affairs since 1994. His role with Pembrokeshire County Council covers all EU policy areas, but most particularly Structural Funds, rural policy and State Aid. During the Objective 1 Programme he managed the Pembrokeshire Partnership Secretariat, providing full support to the Pembrokeshire Partnership Management Board, and was a member of the Community Assets Strategy Partnership and the Thematic Advisory Group 3

(Community Economic Regeneration). He has served as the WLGA representative on the Ireland – Wales Interreg IVA Steering Committee 2 dealing with Climate Change and Sustainable Regeneration. He has addressed a seminar on transnational co-operation during the European Commission's Regional Policy Open Days and is the WLGA representative on the All-Wales Structural Fund Evaluation Advisory Group. Gwyn is a Chartered Secretary and Accounting Technician, and obtained his Masters in Business Administration in 2003.

### 2B.1.4 Confirmation that all resources required for effective delivery is or will be available;

Confirmation of resources is given in the individual letters of commitments and match-funding from all joint beneficiaries in Annex XX.

### 2B.1.5 How staff will be managed and performance indicators identified and monitored;

All staff members working on the operation will have a line manager responsible for supervision and support of the day to day work. Through a comprehensive and regular reporting of project progress at a number of different levels, this operation will be kept under close scrutiny. Individual staff members all undergo a Performance Appraisal on an annual basis which ensures that all competencies are being met and targets achieved. In addition specialist support is available from all departments in the local authority including Learning & Development, Personnel, Finance, Procurement, Health & Safety and the European Team.

See section 2B1.1 above for details of regional governance structure.

In addition the operation will be subject to regular WEFO MVT scrutiny under the new claiming arrangements for the 2014 – 2020 Programmes.

### 2B.1.6 Confirmation that detailed continuity processes are in place to ensure that a strong link between the business plan and the delivery team is maintained and any loss of staff members will not lead to a 'drift' in the agreed delivery;

Continuity of delivery will be maintained through the operation structures described in 2B1.1. However teams in PCC are accountable to other management team meetings in the various departments of the local authority who meet on a regular basis.

- Budgets are reviewed on a monthly basis and reported to the senior accountant responsible for that section.
- The European team report every month to the Director of Development with regard to the progress of all European funded projects within the Authority.

- Progress on EU funded projects will be reported to the appropriate Overview and Scrutiny Committee.
- European Officers for the South West region also report bi-monthly on progress and risk to the South West Wales Directors of Regeneration.

Any potential for significant drift will be identified at these meetings and actions taken to correct any slippage.

### 2B.1.7 A draft exit strategy for staff.

At the end of the operation all core staff will continue in their core roles. ESF funded staff may have the opportunity to seek new posts under redeployment arrangements in their respective organisations, otherwise contracts will be terminated and staff made redundant for which provision has been made in the budget.

2B.2 All time critical governance and human resource activities described above must be incorporated into the delivery profile, with a specific focus on those activities that are essential for the preparation for delivery (which will constitute key milestones during the mobilisation of the operation).

See Delivery Profile at Annex 1.

2B.3 Provide details of any necessary tender specifications for elements of the project that will be procured. Draft early tender notifications, Pre Qualification Questionnaires (PQQs) or Invitation to Tender (ITTs) and associated draft contracts should be included in an annex to your Business Plan wherever possible.

If there is a requirement for a procured service in a local authority this is likely to be quite specialised and the requirement will be met by the joint beneficiary themselves.

2B.4 Provide details on initial and ongoing risk identification, mitigation and management. Have regular reviews been timetabled? What thought has been given to contingency planning if identified as necessary, such as in the event of any changes in demand that may impact on the successful delivery of the proposal? Include the identification of any procurement risks, such as securing suitable plant and or sub contractors.

Risk management processes for the operation as a whole will follow those of the lead beneficiary, Pembrokeshire County Council. The Council's risk management process comprises the following steps:

1. Risk identification and categorisation (into financial, infrastructure, people & knowledge and political risks).
2. Analysis of risks to assess their likelihood (probability) and impact.
3. Review of controls and control effectiveness.
4. Responding to identified risks.

5. Recording, monitoring and reporting, using a Risk Register (see Annex 7) and the Council's web-based system.
6. Aggregation of results and decision making.

The purpose behind the Council's risk management processes for this operation is to ensure:

- That the risk responses remain effective;
- That controls are in place by the required date(s);
- That emerging risks are captured;
- That significant change in the impact or probability of the risks in the risk register is identified.

Pembrokeshire CC's risk management processes result in a score calculated by combining the impact and probability scores for an event (see Annex 7a for more information). For the different types of risk, Pembrokeshire CC's current tolerance levels are:

- Political 12
- Infrastructure 8
- People & Knowledge 9
- Financial 6

The analysis of inherent risks for Cam Nesa shows that all risks presently identified are within these tolerances. After mitigation they fall further.

It will be expected that each joint beneficiary will also maintain risk registers for their part of the operation. To ensure that any significant risks from joint beneficiaries' risk registers are escalated to the operation risk register, risk management will be a standing item on the agendas of all Project Board meetings.

No risks necessitating contingency plans due to a lack of participants have been identified. On the contrary, we believe that if resources were available the operations beneficiaries would be able to meet twice the number of participants that we are targeting.

No risks have been identified in relation to our ability to secure appropriate procured delivery. We will procure an external evaluator, and in our experience there is plenty of competition in the market to assure us that we shall be able to appoint a suitable contractor within the budget set.

**2B.5 Outline the Management and IT systems, processes, facilities (accommodation & equipment) that you intend to deploy. It is important also to be clear about location and communication requirements.**

The corporate IT systems, processes and facilities of each joint beneficiary will be used to maintain records created by that joint beneficiary. Records held by the lead beneficiary will make use of Pembrokeshire CC's IT systems, processes and facilities. Participant records will be held using a database created using standard Microsoft Office software. Data exchange between the joint beneficiaries and the lead will make use of secure e-mail accounts where personal and/or sensitive data is involved.

It is impossible for us to list all the systems, processes and facilities owned and operated by each of the beneficiaries, their locations and the communication infrastructure and systems linking them, and probably meaningless to do so. WEFO may be assured that all beneficiaries are highly competent public bodies able to draw on specialist IT and facilities staff to resolve difficulties should they arise. The fact that the beneficiaries have multiple sites, and in the case of some have facilities to allow home or remote working, adds to the resilience of each organisation. Most beneficiaries have Business Continuity Plans, or equivalent, with others working towards their completion.

Some beneficiaries have also been visited by MVT and had their payroll systems inspected and agreed as suitable to support ESI operations. These include the lead beneficiary, Pembrokeshire CC, and also Carmarthenshire CC, City and County of Swansea and Neath Port Talbot CBC.

ECMT will upload all required documentation to WEFO Online/PPIMS.

**2B.6 Draft closure plans should be provided which include a realistic timescale (at least one year) to begin preparations for the closure of the operation.**

An initial Closure Plan, the responsibility for the implementation of which lies with the European Contract Management team of Pembrokeshire CC, can be found at Annex 12. This initial Closure Plan will be continually refined as the operation progresses in various ways:

- New tasks may be added, for instance as a result of new or revised guidance, new or revised legislation, or new or revised internal processes;
- Tasks may be more precisely defined, or divided into multiple tasks;
- Responsibility may be assigned to an individual or individuals rather than a team;
- Timescales will be more precisely stated (i.e. an actual date rather than a period before or after an event).

These refinements will be made by the European Contract Management Team staff themselves, but the Closure Plan will be reviewed periodically (at least annually) by the Regional Strategic Board as part of their role in managing risk.

2B.7 Provide information on how you will comply with any relevant legislation relating to your operation (e.g. equality and environmental, legislation, habitats directives, Natura sites, planning regulations etc).

As referred to in Section 1A.2.1 Cross Cutting Themes.

### 2B.8 Promotional activity

2B.8.1 How will you advertise and promote the opportunities / benefits that the project is offering to target participants and/or sectors;

Early in the operation's project delivery a regional launch will be held to promote the activity that will be undertaken and networking among the joint beneficiaries. This will involve partners in the operation and also external stakeholders, to ensure that groups from all sectors understand the aims of the project and the benefits that the operation will achieve. Press releases will be issued.

Further along in the operation, when it is delivering to participants it is proposed that a 'Celebration Event' be held in each local authority area. The exact format of this can be determined locally but may, for example, comprise a European themed event to which stakeholders are invited and during which the project team will give an update of progress, featuring good news case studies, and news of further actions still to be carried out, and will hopefully involve participants who can give testimonies of their experiences. This will be captured in a press release and fact sheet which can be circulated to wider partners, interest groups and other EU funded operations. The ECMT will work with sponsors to suggest that some or all of these activities take place on or near Europe Day – 9 May.

Where possible, with the consent of participants, individual success stories will be issued as press releases and circulated to joint beneficiaries.

2B.8.2 How you will work with identified stakeholders to promote the operation;

See section 2B.8.1 above.

2B.8.3 How you will publicise the results and impact of your operation;

As discussed above joint beneficiaries will hold a 'Celebration Events' towards the end of the delivery period, in order to publicise the outcomes of the operation. A Cam Nesa fact sheet will be updated to give final achievements, lessons learned and best practice identified during delivery. This will be disseminated through the media outlets, including social media and all joint beneficiary websites.

2B.8.4 How you will disseminate best practice;

As detailed in the response above via the use of facts sheets and press releases through a wide variety of media communication methods and including via all



regional education committees, regional learning partnerships, European officer networks as well as the WLGA and WEFO.

### 2B.8.5 How you will ensure that full acknowledgement of the funding from the European Union is clearly displayed including type of media utilised;

All published documentation whether for use with participants, contractors or publicity items will be produced in accordance with the WEFO Information and Publicity Guidance, using appropriate logos as published on the WEFO website. In accordance with this, as was the requirement under the Convergence Programme, all draft publicity items will be sent to WEFO Communications Department for approval before being produced.

### 2B.8.6 How you propose to 'fly the EU flag' during the week that includes 9 May;

Every year during the week that includes Europe Day, 9 May, Pembrokeshire County Council European Unit holds a European display in the reception of our main County Hall building. The aim is to make this as eye-catching as possible using flags, posters and maps and includes leaflets and good news stories about other EU funded projects delivering in the area and across Wales. The display also includes factual information about our membership of the European Union for council staff and the public to take away. Also for the entire week the European Union flag is flown on a County Hall flagpole. In addition our in-house refectory have a European Week menu and feature at least one European dish each day of the week and we feature either a European Quiz or European 'Did you Know' set of facts on our council-wide Intranet which is accessed by approximately 5,000 staff.

The central European Contract Management Team will work with joint beneficiaries to ensure that every effort is made to facilitate these and other ideas to promote Europe Day, 9 May.

### 2B.8.7 How you propose to ensure that participants and/or enterprises are clearly aware of the funding received from the EU;

All participants referred to the Cam Nesa operation for intervention will be told that the activity is EU funded and all paperwork that they receive will display the correct logo. Many may be invited to participate in celebrations of EU funding and the Cam Nesa operation.

All contractors who are delivering activity under the operation will also be informed to ensure that they understand that the operation is EU funded and what they will be expected to deliver in a compliant manner. All process paperwork and communication information used with contractors will have appropriate logos present.

2B.8.8 Confirmation that you will ensure that you liaise with WEFO's PR manager on any proposed launches/press releases to be arranged/issued in relation to the operation;

As stated in 2B.8.5 PCC's European Team is accustomed to liaising with the WEFO Communications Team for approval to proceed with publicity items and launches. The European Contract Management Team will work with joint beneficiaries to ensure that this procedure is followed.

## Section 3 - Core Criterion: Financial & Compliance

### 3.1 Demonstrate:

#### 3.1.1 How long the organisation/business has been in existence;

See Section 2.3.1.

#### 3.1.2 When it was constituted or registered as a business or charitable body.

See Section 2.3.1.

### 3.2 Declare the existence or absence of conflicts of interest e.g. direct or indirect economic interests, political or national affinities, family or emotional ties, or any other relevant connection or shared interest.

Pembrokeshire County Council has a Code of Conduct which members are obliged to adhere to. This includes a Register of Members Interests and is contained in the Constitution which is published at:

<http://www.pembrokeshire.gov.uk/content.asp?nav=101,2096,1579,112,163>

### 3.3 Provide full details of any previous (or pending) County Court Judgements relating to any individual and/or organisation or business related to this bid. This must also include details of any criminal involvement or dissolved companies.

The County Council is a Local Authority employing over 6,000 people and with a budget for this year of over £300 million. The County Council undertakes a wide variety of functions within the County, many of which will result in legal proceedings. Many of these do not have any financial implications and are already budgeted for in terms of the cost of bringing the proceedings.

At any one time, there will always be pending child care proceedings, County Court claims and pending prosecution cases i.e. where the County Council is commencing child care proceedings in relation to children, debt recovery proceedings or prosecutions of individuals/companies/firms in relation to breaches of regulatory provisions e.g. trading standards prosecutions, animal health prosecutions. A number of prosecutions, County Court claims and child care cases will have been undertaken in the last three years. These cases do not normally involve financial claims against the Council as it is the County Council that is bringing the proceedings against others.

There are also claims constantly being made against the Council in relation to claims of negligence e.g. people injuring themselves after tripping over broken pavements. These are referred to the Council's Insurers to be dealt with. A number of these claims will have been made against the Council during the last three years and are

dealt with by the Council's Insurers under specific insurance policies taken out in that respect.

All of the above proceedings are brought by and against all Local Authorities, and they do not impinge upon the Council's budgets/accounts. They are all part of a Local Authority's normal business.

There are no pending arbitration cases involving the Council and no arbitrations involving the Council have occurred in the past three years.

There are also numerous claims made by the Council for payment of monies due to it e.g. housing possession actions for arrears of rent, claims in the County Court for non payment of monies in respect of highway advance payment notices etc. These claims usually involve a few hundred or a few thousand pounds and again do not have any impact upon the Council's accounts/budget. A number of these will be pending and a number will have been undertaken during the past three years.

There are no known major claims or legal proceedings pending against the Council in relation to payment of money and none have been made or commenced against the Council during the last three years.

**3.4** Provide an initial outline breakdown of costs linked to the planned activities required for **mobilisation** (i.e. preparation for delivery) and delivery of the operation.

Organisation	Direct Staff Costs	Other Direct Costs	Total
Pembrokeshire CC – Central Team	25,510		25,510
<b>TOTAL</b>	<b>25,510</b>		<b>25,510</b>

**3.5** The intention to implement any Simplified Cost options should be stated and explained. For example, if a flat rate option will be applied, details of the rate and the sector (e.g. higher education) it will be applied to should be provided, as well as identification of the precise elements of the operation that will operate the flat rate option. *Simplified costs* may also include options around unit costs, especially for those operations applying for ESF funding. Guidance on *simplified costs* can be obtained from WEFO's Regulations & Compliance team via your assigned WEFO contact.

We have carried out an initial assessment of the available financial data to assess whether it is feasible or desirable to make use of Simplified Cost Option (SCO). Unfortunately, the data we have from some partners is currently unrealistic and makes any attempt to reach a reasoned view on the application of an SCO unreliable.

However, we do not feel that either a lump sum or unit cost methodology is appropriate. We believe that the risks these methodologies pose are too great because of the challenging target group we shall be working with.

On the other hand, we are actively considering both the option of using 15% of direct staff costs as a proxy for the operation's indirect costs (as permitted under Art 68(1) EC 1303/2013), and the use of a flat rate of 40% on direct staff costs to calculate all other eligible costs, as permitted by Art 14(2) of EC 1304/2013.

**3.6 The applicant (as lead beneficiary) should provide details of its state aid status and that of all potential/planned joint beneficiaries.**

Where delivery is to be procured, we consider that there is no State Aid involved in those aspects of the operation. Two colleges, Pembrokeshire College and Gower College Swansea, have indicated that they will deliver in-house. They argue that as the participants would be college learners they fall under FE guidance that allows FE colleges to deliver this activity as a core extension to their business thus negating the need for procurement.

Pembrokeshire County Council's initial view is that if procurement is not necessary under FE guidance, the awarding of ESF via WEFO to a college there is a possibility that the ESF could constitute State Aid. We are yet to fully resolve this question.

**3.7 Whether any component of the operation could potentially be classed as 'net revenue generating' under Art. 61 of the Common Provisions Regulation, initial details of income sources and forecasts should be provided.**

This operation will not operate any activity which could be classed as revenue generating therefore there will be no net revenue generated.

**3.8 In terms of Financial Instruments, can the operation demonstrate how the potential return of an investment (leverage) will be maximised?**

This operation will not operate a Financial Instrument.

### The Funding Package

**3.9 Details of the proposed funding package should be provided. If the funding package is restricted by programme or EU Regulations, for example, state aid, this will need to be stated. Details should include:**

Please Financial Table below. We have not included any Indirect Costs because we realise that to do so would increase the Eligible Costs and ESF beyond the reach of available funding. We recognise the need to refine these figures.

3.9.1 The level of EU structural fund financial support required and why this amount is the minimum necessary for the operation to proceed;  
See spreadsheet.

3.9.2 Any joint beneficiary arrangements in respect of co-financing;  
See spreadsheet.

3.9.3 Co-financing in-kind by source / type and its links to operation costs;  
Not applicable.

3.9.4 Evidence of an independent 3<sup>rd</sup> party valuation of any land and building assets to be used as co-financing;  
Not applicable.

3.9.5 Any other potential sources of funding that have been considered and/or may be required;  
All available sources of match-funding have been investigated; those available to joint beneficiaries have been included.

1.9.6 An explanation of remaining gaps in the funding package and identified ways in which they might be met.  
All available sources of match-funding have been investigated; those available to joint beneficiaries have been included.

1.9.7 Evidence that all potential funding from non-EU sources have been explored.  
All available sources of match-funding have been investigated; those available to joint beneficiaries have been included.

1.9.8 Sources and timing for the introduction of co-financing/ co-financing in-kind, with an explanation of any conditions or restrictions in its availability.  
Co-financing is chiefly from staff time. It is therefore proportionate to staff costs and profiled similarly to staff costs.

**Possible supporting documentation could include:**

- Electronic copies of initial outline projections e.g. Excel files;
- Confirmation of any co-financing;
- Development appraisals for capital operations.

## Appendix 2

### CAM NESA

	Direct Costs						Financing		
	Staff Costs	Other	Procured Delivery	Total Direct Costs	Flat rate 15%	Total costs	Match Funding	ESF	Total Financing
Neath Port Talbot							353,526	824,894	1,178,419
Swansea							549,051	128,1120	1,830,171
Ceredigion							58,921	137,482	196,403
Carmarthenshire							392,861	916,676	1,309,538
Pembrokeshire							218,073	508,838	726,911
Pembrokeshire CC Central Costs							141,853	330,990	472,843
<b>TOTAL</b>							<b>1,714,286</b>	<b>4,000,000</b>	<b>5,714,286</b>

*\*Note: Total costs include an element for mobilisation costs*

## Section 3A: Further Financial Criterion

### Value for Money

This section is divided into two parts. The first, providing a Cost Benefit Analysis of the operation, focuses on proving that our proposal represents optimum value for money for the delivery of the West Wales and the Valleys ESF Operational Programme 2014-2020. The second part of this section provides further financial details that build on the initial outline provided above.

#### 3A.1 Cost Benefit Analysis (CBA)

##### 3A.1.1 Cost Benefit Analysis

Section 2.1.2 provides a subjective or qualitative assessment of three options for delivery, the “Cam Nesa” model of tailored interventions aimed at specifically addressing the barriers faced by each individual young person, a model of generalised interventions in which only barriers and problems faced by all NEET young people are addressed, and a “do nothing” option. It concludes that the “Cam Nesa” option is the preferred option.

The identification of the preferred option based on a quantitative analysis is based on a Cost Benefit Analysis attached at Annex 13. This also concludes that the “Cam Nesa” or tailored intervention option is the preferred option. The Annex itself sets out the assumptions made in carrying out the analysis. Appendix 1 to this Annex is an extract from an academic study<sup>26</sup> by the University of York to assess the lifetime cost of NEET status, setting out the methodological basis for the study. Appendix 2 is a spreadsheet showing the calculation of figures shown below, and also providing a sensitivity analysis and adjustment for optimism bias (also see below). An electronic copy of this spreadsheet accompanies this Business Plan so that WEFO or others may carry out further analysis should the need arise.

##### 3A.1.2 Optimism Bias

Steps have been taken in the design of this operation to minimise the recognised tendency in all project management for optimism to cloud judgement. In line with the recommendations in the HM Treasury Green Book, we have taken various steps to minimise optimism bias in the estimates we present in this Business Plan. These are:

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<sup>26</sup> Coles *et al* (2010) “Estimating the lifetime cost of NEET: 16-18 not in education, employment or training” Available: [https://www.york.ac.uk/media/spsw/documents/research-and-publications/NEET\\_Final\\_Report\\_July\\_2010\\_York.pdf](https://www.york.ac.uk/media/spsw/documents/research-and-publications/NEET_Final_Report_July_2010_York.pdf) (Accessed 27.8.2015)



- A suitable Senior Responsible Officer has been designated overall management responsibility;
- Suitably competent and experienced managers have been identified for the key roles both in terms of managing delivery but also in terms of the management of EU funds;
- Joint beneficiary roles have been defined in a Service Level Agreement (see Annex 14);
- Management structures based on experience and best practice have been designed;
- Performance management systems have been established; and
- The operation has been designed on a modular basis to simplify management. It is accordingly composed of a number of discrete projects managed at Unitary Authority level and at joint beneficiary level.

We have also applied a 25% increase in costs and 25% reduction in outcomes to the preferred Option C (see Annex 13 (b) Appendix 2) and this still provides the best value for money.

### **3A.2 Operation Costs**

#### 3A.2.1 Detailed Breakdown of Operation Costs

➤ A detailed breakdown of operation costs linked to all identified activities & indicators. These need to be fully cross-referenced with the Delivery Profile.

Please refer to Annex 1 - Financial Delivery Profile and Annex 2 Delivery Profile Indicators.

Please refer to beneficiary letters of commitment and match funding which may be found at Annex XX.

#### 3A.2.2 Underlying Assumptions

All beneficiaries have used their standard estimating assumptions with regard to likely salary and price increases. Where individual members of staff are not employed full time on Cam Nesa it is assumed that their actual cost will be calculated through timesheet data or by a specified percentage of their time.

#### 3A.2.3 Indirect Costs

All beneficiaries of this operation are making use of either the FR15 Simplified Cost option. None are calculating indirect costs by other means.

#### 3A.2.4 Credit Arrangements

Pembrokeshire County Council operates a positive cash flow. For its borrowing requirements it has access to the Public Works Loans Board (PWLB), market loans

and an overdraft facility. For further information please refer to the Council's approved Treasury Management Governance arrangements for 2015/16 which includes "Policy on Borrowing". This may be found at Annex 15.

### 3A.2.5 Capital Build, including Self-Build

This operation does not include any capital build, whether self-build or otherwise.

### 3A.2.6 Use of resources across more than one operation

It is possible that resources may be used to deliver activities against more than one operation. If this is the case, timesheets will be used to record staff time against each individual operation and this will be agreed with WEFO before delivery commences.

### **Supporting Documentation could include, but is not limited to:**

- Full Cost Benefit analysis;
- Signed and audited Financial statements (last 3 years);
- Relevant cash flows;
- Electronic copies of projections e.g. Excel files;
- Final confirmation of all co-financing;
- Evidence supporting any credit arrangements.

## Section 3B: Further Financial Criterion

### Long Term Sustainability

This section describes our continuation or exit strategy, setting out what will happen when the ESF financial support currently sought comes to an end.

#### Plans to Secure Future Financial Support

It is anticipated that further financial support will be required as an on-going need to address the issues of young people who are NEET. After all, it is unrealistic to expect that addressing the needs of this group in one generation will remove the needs of this group in later generations, although an inter-generational impact may arise if the next generation have better role models to follow. It is expected that some of the future financial support needed will be provided by local authority education departments and further education colleges. If these core sources of funding can be supplemented by other additional resources then it would of course be beneficial to do so.

#### Operation Closure

However successful Cam Nesa becomes, it will only ever deal with young people in the targeted age group during the period in which the operation runs. Cam Nesa will not be able to meet the needs of younger children who may later in their lives become NEET. Therefore, it is inevitable that a continuing need will exist for the type of activity provided by Cam Nesa.

Although the activity will still be required, it is appropriate to describe how closure of the ESF funded operation will be managed, since this must be done whether the activity continues (funded through other sources), or not.

We shall follow any WEFO Guidance issued for the closure of 2014-2020 operations. We shall also take account of the findings of an Internal Audit report prepared by Pembrokeshire CC on managing the transition between programming periods, specifically with reference to staff contracts.

An initial operation closure plan has been prepared (Annex 12). This will be continually updated throughout the course of the delivery of Cam Nesa. Arrangements will be made for the annual closure of accounts, for which we anticipate further guidance from WEFO. The bulk of closure work will be carried out by administrators and finance staff in the lead beneficiary's European Contract Management Team in association with our joint beneficiaries. Any work associated with the closure that needs to be undertaken after the operation end date (by which time all ECMT staff will have ended their contracts) will be carried out by remaining core funded European and finance staff in the Regeneration and Financial Services Divisions of Pembrokeshire CC.

We shall expect further guidance to issue in relation to the complications involved in Brexit, the administrative arrangements of HM Treasury's financial guarantee to EU funded projects and any additional requirements of the European Commission or European Court of Auditors. We shall await and follow any guidance issued by WEFO or other bodies in relation to these matters.

# Agenda Item 18.

## Joint Report of the Cabinet Members for Children & Young People, Education and Wellbeing & Healthy City

Cabinet – 16 March 2017

### FREE CHILDCARE FOR 3 AND 4 YEAR OLDS PILOT

<b>Purpose:</b>	To seek approval of the target areas for the Free Childcare Pilot
<b>Policy Framework:</b>	Childcare Act 2006 Healthy City Strategy/ Early Years Plan. Foundation Phase Policy
<b>Consultation:</b>	Access to Services, Finance, Legal, Education
<b>Recommendation(s):</b>	It is recommended that:  1) the proposals for the target areas for the first year of the Free Childcare Pilot as listed under Sections 2.9, 2.10 and 2.11 be approved.
<b>Report Author:</b>	Sian Bingham
<b>Finance Officer:</b>	Annick Wilks
<b>Legal Officer:</b>	Stephanie Williams
<b>Access to Services Officer:</b>	Sherrill Hopkins

#### 1. Introduction

- 1.1 The Welsh Government's (WG) "Taking Wales Forward" Programme identified free childcare as one of its main pledges for the next 5 years.
- 1.2 The childcare offer will provide working parents with 30 hours of government-funded childcare and early education for 3 and 4 year olds for 48 weeks of the year.
- 1.3 The new childcare offer will combine the successful minimum of 10 hours a week of Foundation Phase provision during term times, with additional childcare up to 20 hours. During the weeks of the year when the Foundation Phase is not provided, qualifying children will receive 30 hours of childcare, supporting working families with the costs of holiday care.

- 1.4 The government-funded childcare will be available:
- from the term following the child's third birthday and will continue until the child starts reception class in his/her primary school the September after their fourth birthday.
  - if all parents in the household work the equivalent of at least 16 hours at national living wage or national minimum wage, therefore earning at least £107 per week.
- 1.5 Swansea was selected as 1 of 6 Local Authorities to work with the Welsh Government to pilot the new Childcare offer prior to full national rollout in September 2020.
- 1.6 The Offer of 30 hours of free early education and childcare per week to 3 and 4 year olds will be piloted from September 2017 in specified locations within Swansea as well as Gwynedd, Anglesey, Flintshire, Blaenau Gwent and Rhondda Cynon Taf. Gwynedd and Anglesey will be working together on a joint project. Other early adopter areas will be added as the work to pilot the scheme continues.
- 1.7 Testing the offer will allow the Welsh Government and the Local Authority to make sure they learn what works and what doesn't, building on experience and evidence to deliver for all working parents in Wales.
- 1.8 Welsh Government expect the Offer to:
- be driven by parental choice
  - be flexible
  - provide an offer of provision through the medium of english and welsh
  - respond to geographical demands
  - provide high quality provision (e.g must be CSSIW registered, workforce etc)

## **2. The 2017/18 academic year Pilot**

- 2.1 Across all 6 pilot LA areas Welsh Government propose to target 2,600 3 and 4 year olds during year 1. Swansea's proportional share of this overall target is 840 children however WG has recommended that Swansea approaches 1000 children based on an assumption of 80% take-up of the offer and likely eligibility levels.
- 2.2 There is approximately £9m available nationally for year 1 of the Pilot. Swansea is awaiting confirmation of its share which will reflect its target number of children. WG has indicated that at present the allocation will assume a 17 hour take-up of the childcare at between £4.75 and £5.00 per hour. Actual details to be confirmed and it should be noted that Welsh Government is awaiting the finalisation of a commissioned report which will provide further advice in relation to costings.

- 2.3 Swansea's Foundation Phase provision, which includes Nursery, is provided entirely through schools. This is clearly a challenge for the Free Childcare as in most areas of Swansea it will not be possible for children to receive both elements on one site. It is therefore vital that the pilot tests both extremes from the perspective of the child, the parents/carer and a range of providers.
- 2.4 It is important that the Pilot enables learning that can be applied to the future rollout. As such the following principles have been central to Swansea's proposals for the target areas for year 1:
1. Testing "all on one" sites – selecting wards with schools that provide the Foundation Phase as well as already registered CSSIW wrap around, after school and holiday childcare on site. This will be important as it will ascertain levels of take-up of on site provision and levels of demand.
  2. Testing areas where there are high levels of childcare providers/places to enable parental choice and low levels of school on site childcare. This will be important as it will ascertain the advantages and disadvantages of a multi-site package of provision.
- 2.5 Across the selection of areas there is also a need to ensure that:
- the welsh medium option is tested
  - provision provides opportunities for disabled children
  - the selected areas are likely to have sufficient levels of eligibility as set out in 1.4.
- 2.6 The learning from year 1 and from the results of the Childcare Sufficiency Assessment, which will be completed in April 2017, will support the process of determining priorities for the future model for childcare and Foundation Phase in Swansea. It will also identify clear gaps in provision and thus business opportunities to be highlighted.
- 2.7 Welsh Government has not issued any specific guidance to Pilot Local Authorities in relation to the selection of areas. However there is an expectation that we can reach the set target of children and test different offers so that there is learning that can be applied to the future rollout of the scheme locally and nationally.
- 2.8 Taking the above principles into consideration it is proposed that the following wards are selected for year 1 of the Pilot:
- 2.9 **Category 1:** All on one site. Wards with schools providing CSSIW Registered wrap-around, after school and holiday provision:

School	Registered ASC	Registered Wrap Around	Registered Holiday Care	Number of estimated 4 year olds* and 3 year olds**	Comments
Dunvant	50	70	24	87	
Penclawdd	19	19	19	65	
Llangyfelach	50	50	50	110	
West Cross	127	131	84	125	Welsh Medium provision
<b>TOTAL</b>	<b>246</b>	<b>270</b>	<b>177</b>	<b>387***</b>	

2.10 **Category 2:** Wards with high levels of childcare providers/places across the private and voluntary sectors and low levels in schools:

Ward	Registered Places	Number of estimated 4 year olds* and 3 year olds**	Comments
Morrison	293	347	Large area
Pontarddulais	190	148	
Gorseinon	168	100	Welsh medium provision
<b>Total</b>	<b>651</b>	<b>595***</b>	

**Overall total : 982** 3 and 4 year olds

\*This is an estimate only based on data drawn from the SIMs system assuming approximately 2,800 pupils per school year which is towards the top end on a range of 2,300 to 2,900. Firmer numbers may be available later in the current year and via a request to the Health Board.

\*\*This is based on the estimated number of pupils per school year and factoring in an estimated apportionment to reflect September to March births only.

\*\*\*This is the total number of children to be approached and therefore does not take into account households that do not meet the eligibility criteria or parents that do not opt to take-up the offer.

2.11 As there is a risk that take-up and eligibility levels will fall short of the target a further category of areas is being proposed as a reserve list. This will also serve the purpose of being able to respond to a request from Welsh Government to expand the offer to more children in Swansea.



## 2.12 Category 3: Reserve list of wards

Ward	Registered Places	Number of estimated 4 year olds* and 3 year olds**	Comments
Gowerton	87	110	Private provision only
Penlleger	202	72	Mix of school and private
Llansamlet	381	328	High levels of private provision
<b>Total</b>	<b>591</b>	<b>510***</b>	

## 3. Risks and Issues

- 3.1 That the estimated numbers of children are significantly different to the actuals which would risk exceeding the target number and available budget. *Mitigation: This has already been flagged up with WG as an issue and consequently the WG has requested that Swansea approaches a 1000 children with the expectation that take-up will be circa 80%.*
- 3.2 That the estimated numbers of children are significantly different to the actuals which would risk not achieving the target number and full expenditure of the available budget. *Mitigation: As above.*
- 3.3 That it is difficult to estimate the take-up which could result in Swansea not reaching the target number and full expenditure of the available budget. *Mitigation: same as 3.1 and 3.2.*
- 3.4 That providers and schools may not want to sign up to the scheme and its requirements. *Mitigation: The scheme is about parental choice and early dialogue with relevant schools and providers will be beneficial.*
- 3.5 That families not living in a year one pilot area will feel aggrieved. *Response: Close working with our Communications Department and Welsh Government to ensure that key clear and consistent messages can be issued in the press.*
- 3.6 That there is insufficient childcare in the right place, in the right language and at the right time to meet parental demand. *Response: This is the purpose of the Pilot and the learning from this as well as the results from the Childcare Sufficiency Assessment will feed into priorities for future development and identification of potential business opportunities.*
- 3.7 That parents choose the 20 hours childcare and decide not to take up the Foundation Phase offer. *Response: The pilot will be important for the future development of the scheme and early education in Swansea.*

#### **4. Next Steps**

- 4.1 There are a number of steps that need to be taken within a very short space of time. These include:
- 4.2 Awaiting confirmation from Welsh Government to the proposed target areas for the Pilot and financial allocations.
- 4.3 Establish the team to deliver the Offer in Swansea.
- 4.4 Engaging and involving key stakeholders such as schools and childcare providers from the target areas and beyond.
- 4.5 Engaging with parents / carers in the target areas.
- 4.6 Developing the Admissions process.
- 4.7 Agreeing and implementing a Communications Strategy.
- 4.8 Developing processes and systems for the running of the Pilot.
- 4.9 Start rolling out implementation in September 2017.

#### **5. Equality and Engagement Implications**

- 5.1 A full Equality Impact Assessment report has been drafted and is currently being quality assured by colleagues (please see background paper). However, early feedback indicates that the pilot will have a positive equality impact. Consultation and engagement (in an accessible way) will continue throughout the process and the EIA will be updated as and when required to demonstrate further developments.

#### **6. Financial Implications**

- 6.1 No formal documentation has been received from WG at this stage. The purpose of this Report is to seek approval to the proposed target areas in order to enable planning to continue and for pilot areas to be announced.
- 6.2 Funding for the administration of the Pilot as well as for payment to providers will be provided by Welsh Government. Further assurances will be sought from WG in relation to ensuring sufficient resources to cover the costs for providers for all children including children with additional needs.

#### **7. Legal Implications**

- 7.1 The Childcare Act 2006 places a duty on local authorities to secure as far as is reasonably practicable, sufficient childcare for working parents in their area. In addition the Education (Nursery Education and Early Years Development and Childcare Plans (Wales) (Amendment) Regulations

2005 place a duty for Local Authorities to provide a free part time, good quality education place the term following a child's third Birthday. This initiative will assist in meeting this duty.

No formal contractual documentation has been sent from WG at this stage. This will be scrutinised by legal when it is received.

**Background Papers:** EIA

**Appendices:** None

# Agenda Item 19.

## Report of the Cabinet Member Next Generation Services

Cabinet – 16 March 2017

### HOUSING GENERAL FUND (HGF) DISABLED FACILITIES & IMPROVEMENT GRANT PROGRAMME 2017/18

<b>Purpose:</b>	To provide details of the Disabled Facilities & Improvement Grant Programme and to seek approval to include schemes in the 2017/18 Capital Programme.
<b>Policy Framework:</b>	<ol style="list-style-type: none"><li>1. Local Housing Strategy.</li><li>2. Private Sector Housing Renewal and Disabled Adaptations: Policy to Provide Assistance 2012-2017.</li><li>3. Statutory declaration of the Sandfields Renewal Area approved by Cabinet on the 14<sup>th</sup> January 2014.</li></ol>
<b>Reason for Decision:</b>	To comply with Financial Procedure Rule No.7 (Capital Programming and Appraisals) - to commit and authorise schemes as per the Capital Programme.
<b>Consultation:</b>	Legal, Finance, Access to Services.
<b>Recommendation(s):</b>	It is recommended that: <ol style="list-style-type: none"><li>1. The Disabled Facilities and Improvement Grant Programme as detailed, including its financial implications, are approved and included in the 2017/18 Capital Budget.</li></ol>
<b>Report Author:</b>	Mark Wade
<b>Finance Officer:</b>	Ben Smith
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Phil Couch

## **1.0 Introduction**

- 1.1 The current Private Sector Housing Renewal and Disabled Adaptations Policy was approved by Council on 24<sup>th</sup> November 2011.

## **2.0 Capital Programme Process**

- 2.1 The Disabled Facilities Grants and Improvement Grant Budget for 2017/18 of £5.2m was agreed by Council on 23<sup>rd</sup> February 2017.

## **3.0 The Scheme**

- 3.1 The current Policy for Private Sector Housing Renewal and Disabled Adaptations sets out the detail of various types of assistance aimed at helping home owners and tenants to carry out essential adaptations and repairs. Assistance is provided on the basis of helping residents, who are often on low incomes and/or vulnerable, carry out essential repairs and maintain independence at home. The Policy also describes the Council's approach to area based housing renewal, bringing empty homes back into use and offering loans for home repairs. In summary, types of assistance include:

- Disabled Facilities Grant (DFG) – Mandatory large scale adaptations for private home owners and tenants of private rented accommodation. For example, level access showers.
- Council House Adaptations – small and large scale adaptations for Council tenants
- Homefix Loans – Recyclable loans for homeowners needing large repairs. For example, roof repairs and damp proofing.
- Emergency Repair Fund – Small repairs of an emergency nature. For example, dangerous electrics.
- Grants for Nominations – For works to bring long term empty properties back into use. Grant is provided in exchange for nomination rights.
- Swansea Care & Repair – Small, rapid adaptations and repairs provided for elderly and disabled residents.
- Houses to Homes Loan Scheme – interest free loans to tackle empty homes. To renovate and improve properties or convert empty properties into a number of units suitable for residential accommodation. Loans to be repaid and recycled as further loans.
- National Home Improvement Loan Scheme – interest free loans for the repair or conversion of properties to make them safe, warm and/or secure. Loans to be repaid and recycled as further loans.

- Renewal Areas – Renewal Area funding to deliver an agreed programme of property repair and environmental improvement works in designated Renewal Areas.

#### **4.0 Financial Implications**

- 4.1 The programme for 2017/18 is shown at table 1 below and is fully funded by the General Fund and the Housing Revenue Account (HRA) with the exception of the Sandfields Renewal Area which is funded by Welsh Government Grant when available, Utility Company funding and the General Fund. The Houses to Homes and National Home Improvement Loan schemes are funded by WG and have been reported separately to Cabinet on 12<sup>th</sup> November 2013 and the 18<sup>th</sup> of November 2014 respectively.
- 4.2 Due to a fall in demand attributable to applicants having to repay the funding when a property is sold, it is proposed that the Emergency Repair Fund (ERF) budget be reduced to 0 in 2017/18. In future, applicants needing repairs of this type will be assisted by the funding provided to Care and Repair Western Bay. The ERF scheme will be the subject to review in 2017. It is proposed that the ERF budget for 2017/18 will be transferred to the Homefix loan scheme to help meet rising demand for loan based larger scale repairs.
- 4.3 Ring fenced Welsh Government grant funding for Renewal Areas in Wales ended in 2016/17. Bids for future funding for the Sandfields Renewal Area for 2017/18 and beyond will be made when appropriate and will be reported separately. There is currently a budget of £258k available on ERF and it is proposed that £200,000 of ERF carried forward to 2017/18 be utilised for the Sandfields Renewal Area to help maintain the programme of works in the area whilst alternative sources of funding are sought. The balance of carried forward ERF funding will be utilised by the Homefix loans programme for 2017/18.
- 4.4 It is also proposed that £739,000 of Renewal Area funding held in balances be used in the Sandfields Renewal Area Programme for 2017/18. This funding is made up of £674,000 of receipts from the Community Energy Savings Programme (CESP) for energy efficiency works completed in the former Hafod Renewal Area and £65,000 received from private landlords who are required to contribute towards works they have received via the Sandfields Renewal Area programme.

**Table 1 details proposed 2017/18 programme and draft programme for 2018/19.**

<b>Table 1</b>			
<b>SCHEMES</b>	<b>2016/17</b>	<b>Proposed 2017/18</b>	<b>Draft 2018/19</b>
DFG, mini and fast track adaptations	£4,300,000	£4,300,000	£4,300,000
Tenant adaptations (HRA funded)	£2,750,000	£2,750,000	£2,750,000
Homefix Loans	£415,000	£420,000	£420,000
Emergency Repair fund	£5,000	£0	£0
Grants for nominations	£80,000	£80,000	£80,000
Care and Repair Western Bay Handyperson	£400,000	£400,000	£400,000
Sandfields Renewal Area	£729,760	£939,000	£0
<b>TOTAL PROGRAMME</b>	<b>£8,679,760</b>	<b>£8,889,000</b>	<b>£7,950,000</b>
<b>Funded as follows:</b>			
Total general funded	£5,200,000	£5,200,000	£5,200,000
Total HRA funded	£2,750,000	£2,750,000	£2,750,000
Renewal Area	£ 729,760	£ 939,000	£0
<b>Total funding</b>	<b>£8,679,760</b>	<b>£8,889,000</b>	<b>£7,950,000</b>

4.5 Revenue running costs for 2017/18 are estimated at £1,092,200 and are met from fees of £1,085,400 generated from administering grants. The balance is met from a contribution of £6,800 from the General fund. There are no asset rent charges.

## **5.0 Equality and Engagement Implications**

5.1 The Access to Services Team has advised that an equality impact assessment (EIA) is not required as there is no change to the policy or to the process involved in assessing eligibility for receiving assistance.

## **6.0 Staffing Implications**

None

## **7.0 IT/Systems Implications**

None

## **8.0 Legal Implications**

- 8.1 The schemes detailed are in line with local authority powers to provide assistance, contained in the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 and the Councils published Policy.
- 8.2 The Council will need to ensure that it complies with any terms and conditions attached to any Welsh Government grant funding.

**Background Papers:** Private Sector Housing Renewal and Disabled Adaptations Policy to Provide Assistance 2012-2017

**Appendices:** None



# Agenda Item 20.

## Joint Report of the Cabinet Members for Adults and Vulnerable People and Services for Children and Young People

Cabinet – 16 March 2017

### ANNUAL REVIEW OF CHARGES (TO APPLY 2017/18) - SOCIAL SERVICES

<b>Purpose:</b>	To review the Charges (Social Services), to establish an annual review and consultation process, and to consider amendments to the list of charges to apply in 2017/18. Details of charges are laid down in the following link: <a href="#">Social Services Charging Policy.</a>
<b>Policy Framework:</b>	Social Services, in accordance with the detailed code of practice and regulations under Parts 4 & 5 of the Social Services and Well-being (Wales) Act 2014 has to publish a single charging policy framework which lists the charges that will apply to Swansea citizens in the year ahead.
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendations:</b>	1) That the process of undertaking an annual review of charges for social care is accepted and aligned with the Council's annual budget setting process in future years. 2) That the proposed inflationary uplift to social care charges is applied for 2017/18.
<b>Report Author:</b>	Simon Jones
<b>Finance Officer:</b>	Chris Davies
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Phil Couch

#### 1. Background

- 1.1 The Social Service and Well-being (Wales) Act 2014 (henceforth "The Act"), which came into effect in April 2016, has set out a statutory requirement for each Local Authority to publish a single Charging Policy for social services.
- 1.2 Among the key drivers behind The Act is to have one set of financial assessment and charging arrangements and to ensure greater transparency within these arrangements. The Act was intended to be 'cost neutral' when implemented, and the codes of practice set out a common national framework, summarised in the document below:

<http://gov.wales/docs/dhss/publications/161106payingforcarepdfen.pdf>

- 1.3 City and County of Swansea's Charging Policy (social services) was approved by Cabinet in April last year. A Social Services Finance and Charging working group, chaired by the Chief Social Services Officer, was set up and tasked with the implementation of the policy. Swansea's policy was aimed at minimising the impact of charging upon care and support recipients with low financial means, while obtaining, where appropriate, a fair and reasonable contribution towards the costs of care and support to ensure its continued provision.
- 1.4 Under the Social Services and Well-being (Wales) Act 2014, a local authority can only charge:
- up to the cost of providing the service
  - what the person can afford to pay for an assessed for service
- 1.5 The 2016/17 annual review of charges has not been completed in sufficient time to allow for consultation on any proposed changes prior to the pre-election period. Therefore this report will be limited to a consideration of the required level of business as usual inflationary increase to charges.

## **2. Report Summary**

- 2.1 The Annual charging policy remains as established in April 2016. The schedule of charges attached to that policy has been updated to include an increase of 2% across all charges to reflect inflationary pressures (see appendix A). The rationale for that 2% increase is set out in the financial implications section of the report.

## **3. Equality and Engagement Implications**

- 3.1 Charging Policy has to be applied equally in that all assessed needs for care and support where they are broadly the same are treated as the same.
- 3.2 An EIA Screening Form has been completed with the agreed outcome that a full EIA report is required for any changes to charges above the business as usual inflationary increase. Full consultation with all individuals affected by such above inflationary increases would be required and would further inform the EIA. No such increase is recommended at this time. The EIA report is attached at appendix B.

## **4. Financial Implications**

- 4.1 Welsh Government has maintained a view that, within local authorities, implementing the Social Services and Well-being (Wales) Act 2014 should be seen as cost neutral. The Act changes the charging arrangements for respite care as the maximum charge (currently £60 per week but rising to £70) now applies, rather than the standard residential care rate charges which were applied in the past. The Act grants further discretionary powers to local authorities, on what services can be charged for and the rates at which these are charged at, provided that these do not exceed the cost of providing the

service.

- 4.2 City and County of Swansea has published a corporate charging policy based on full cost recovery. Welsh Government's maximum charge arrangements significantly limit the Council's ability to pursue a full cost recovery approach to charges for social care services.
- 4.3 By only applying an inflationary uplift to current charges, the Council will be maintaining significantly lower charges for some services than apply across most Welsh local authorities.
- 4.4 Planned changes to the capital cap for residential care will reduce levels of income whereas the increase to maximum weekly charge will increase income. The actual impact will need careful monitoring over the coming year.
- 4.5 In the absence of other sector specific projections, a 2% increase to charges is felt to be broadly in line with the Bank of England's Monetary Policy Committee's expectations for inflation for the short to medium term. This figure is also considered broadly in line with Departmental expectations around our staffing costs for 2017/18.

## **5. Legal Implications**

- 5.1 The new Social Services and Well-being (Wales) Act, associated Regulations and Codes of Practice came into force on 6<sup>th</sup> April 2016, and they included provisions on financial assessments and charging for social care services. Whilst the Welsh Government retains the power to set caps and thresholds for charges it is necessary for each Local Authority to publish a charging policy and to establish a process to review the list of charges to be applied annually.
- 5.2 Cabinet agreement to a purely inflationary uplift to existing charges would not require consultation beyond that which has already been incorporated into the wider budget consultation process. The introduction of new charges or proposals to significantly increase charges above inflation will require specific consultation.

**Background Papers:** None

### **Appendices:**

- Appendix A** Updated schedule of charges
- Appendix B** Equalities Impact Report

### Appendix A List of Charges (to apply in 2017-2018)

Charges for Services	Current charges in 2016/17	Charges to apply in 2017/18	% Increase/ Comment
<b>ADULT SERVICES LONG TERM RESIDENTIAL CARE (PER WEEK)</b>			
Council owned care homes	Means tested – up to the maximum standard charge as outlined in the categories below	Means tested – up to the maximum standard charge as outlined in the categories below	Standards rate of elderly care, increases to reflect current fee rates.
• Elderly care	– £520.13	– £530.53	– Up by 2%
• Dementia care	£520.13	£530.53	– Up by 2%
•	–	–	–
• Learning Disability	– £1,431.07	– £1,459.69	Up by 2%
• Mental Health	– £784.49	– £800.18	– Up by 2%
• Young Adults	– £1,277.02	– £1,302.56	– Up by 2%
Privately owned care homes	Means tested – up to the maximum standard rate charge as outlined in the categories below	– the local authority fee payable to private providers is currently under review	–
• Residential Care/LD Residential Care	- £511	– £521.22	– Up by 2%
• Nursing Care/LD Nursing Care/Mentally Ill Nursing Care	- £527	– £537.54	– Up by 2%
• Dementia Nursing Care	- £542	– £552.84	– Up by 2%
• Mentally Ill Residential Care	- £505	– £515.10	– Up by 2%
• YPD Residential Care	- £572	– £583.44	– Up by 2%
• YPD Nursing Care	- £567	– £578.34	– Up by 2%
<b>ADULT SERVICES SHORT TERM RESIDENTIAL CARE (PER WEEK)</b>			
Short term residential care - up to 8 weeks (known as Respite care, reablement (from week 6 and up to week 8) or temporary short-term emergency or planned placement)	Means tested – maximum contribution of £60 per week, or part thereof, per episode of respite care	Means tested – maximum weekly charge applies	– Up by 2%

Temporary residential care - up to 52 weeks, where placement is known to last more than 8 weeks from the onset/or from week 9 of a short term residential care placement	– Means tested - up to £520.13.	– Means tested - up to £530.53	– Up by 2%
<b>Charges for Services</b>	<b>Current charges in 2016/17</b>	<b>Charges to apply in 2017/18</b>	<b>% Increase/ Comment</b>
<b>CHARGES TO OTHER LOCAL AUTHORITIES PER WEEK</b>			
All Residential Care	Full cost recovery applied to charges under Policy key principles	Full cost recovery applied to charges under Policy key principles	
• Elderly care	– £520.13	– £530.53	– Up by 2%
• Respite	– £809.55	– £825.74	
• Learning Disabilities – short term	– £1,528.49	– £1,559.06	
• Learning Disabilities– long term	– £1,431.07	– £1,459.69	
• Mental Health	– £784.49	– £800.18	
• Young Adults	– £1,277.02	– £1,302.56	
• Children’s Residential	– £2,708.40	– £2,762.57	
All Day Services			
• Elderly Services	– £38.31	– £39.08	– Up by 2%
• Swansea Vale Resource Centre	– £101.40	– £103.43	
• Fforestfach Day Services	– £38.11	– £38.87	
• Alternative Day Services	– £31.42	– £32.05	
• Special Needs Day Services	– £92.71	– £94.56	
• Cwmbwrla Day Centre	– £35.13	– £35.83	
• Whitehorns Intensive Day Services	– £90.13	– £91.93	
<b>CHARGES TO ABMUHB PER HOUR</b>			
Local Authority Home Care Service	– £29.35	– £29.94	– Up by 2%
<b>ADULT SERVICES NON- RESIDENTIAL (COMMUNITY BASED) SERVICE</b>			
Homecare / Domiciliary care/ Flexible Support (New)	Means tested – max. charge £60 per week, or part thereof,	Means tested – maximum weekly charge applies, using	– Up by 2%

	using maximum standard rate charge of £10/ hour	standard rate charge of £10.20/ hour	
Community Care Respite Services	Means tested – maximum contribution of £60 per week or part thereof, per episode of respite care	Means tested – maximum weekly charge applies	
<b>Charges for Services</b>	<b>Current charges in 2016/17</b>	<b>Charges to apply in 2017/18</b>	<b>% Increase/ Comment</b>
Lifeline	£2.50	£2.55	– Up by 2%
Court of Protection Deputyship	£670 application fee; £700 for first year management and £585 per year thereafter, or 3% of the person's net assets- charge against assets if these are under £16,000; Also other additional charges may apply: £270 property management fee - £195 preparation and lodgement of an annual report	To remain the same	These charges are fixed costs in the Court of Protection determined in a practice direction as remuneration for Local Authorities when acting as Court Deputy.

The following items have been set by Welsh Government for **2017/18** and will be used when the authority makes a financial assessment in accordance with the Act and regulations.

- **Threshold on Capital:**  
For residential care: £30,000 (Last Year = £24,000)  
For Community services eg. Domiciliary care: £24,000 (Last year = £24,000)
- **Maximum weekly charge for non-residential care charges**  
£60.00/ week (Last Year =£60.00/week) **to be confirmed. Welsh Government is currently consulting on a proposed charge of £70.00/week.**

- **Personal Allowance (Minimum Income Amount)** to people in care homes = £26.50/ week (Last Year = £26.50/ week) **to be confirmed**

**Minimum Income Amount** is also set, during a financial assessment, for a person being provided with non-residential care and support

**Please Note:** Under this Charging Policy, any discretionary powers exercised by the Local Authority in respect of what services are charged for, exemptions, contributions or reimbursements are reviewed annually, alongside the list of charges.

### Equality Impact Assessment (EIA) Report

This form should be completed for each Equality Impact Assessment on a new or existing function, a reduction or closure of service, any policy, procedure, strategy, plan or project which has been screened and found relevant to equality.

**Please refer to the 'EIA Report Form Guidance' while completing this form. If you need further support please contact [accesstoservices@swansea.gov.uk](mailto:accesstoservices@swansea.gov.uk).**

<b>Where do you work?</b>
Service Area: Social Services
Directorate: People

**(a) This EIA is being completed for a...**

Service/ Function	Policy/ Procedure	Project	Strategy	Plan	Proposal
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**(b) Please name and describe below...**

Annual Review of Charges (Social Services)

**(c) It was initially screened for relevance to Equality and Diversity on...(dd/mm/yyyy)**

**(d) It was found to be relevant to...**

Children/young people (0-18) ..... <input type="checkbox"/>	Religion or (non-)belief..... <input type="checkbox"/>
Any other age group (18+)..... <input checked="" type="checkbox"/>	Sex..... <input type="checkbox"/>
Disability ..... <input checked="" type="checkbox"/>	Sexual orientation ..... <input type="checkbox"/>
Gender reassignment ..... <input type="checkbox"/>	Welsh language ..... <input type="checkbox"/>
Marriage & civil partnership ..... <input type="checkbox"/>	Poverty/social exclusion..... <input checked="" type="checkbox"/>
Pregnancy and maternity ..... <input type="checkbox"/>	Carers (inc. young carers) ..... <input checked="" type="checkbox"/>
Race ..... <input type="checkbox"/>	Community cohesion ..... <input checked="" type="checkbox"/>

**(e) Lead Officer**

**Name:** Simon Jones  
**Job title:** Strategic Lead - Act  
**Date:** 11/01/2017

**(f) Approved by Head of Service**

**Name:**  
**Date:**



## Section 1 – Aims (See guidance):

Briefly describe the aims of the initiative:

### What are the aims?

The Welsh Government has passed the Social Services & well-being (Wales) Act 2014, and this became law on 6th April 2016.

All Welsh Councils have some discretionary powers to charge people for their social care services.

They have to follow Welsh Government's Regulations and Code of Practice on how to do this. As part of these changes, Councils are required to produce a Charging Policy, which sets out the charges. City and County of Swansea produced a new policy in April, 2016.

A charging policy tells people how the Council intends to apply the new law and regulations.

In Swansea's charging policy there is a list of charges (Appendix A), which are to apply in the year ahead.

Many charges are with capped or limited by the Welsh Government, in terms of what people are actually expected to pay on a weekly basis.

Each year we have to review our charging policy, and the list of charges to apply in the year ahead.

### Who has responsibility?

Chief Social Services Officer

### Who are the stakeholders?

Citizens, service users, carers and people who are self-funding their care and support. Elected members, and client representatives.

Also Council's Social Care Income and Finance Team who carry out financial assessments on all people to whom charges may apply.

## Section 2 - Information about Service Users (See guidance):

Please tick what information you know about your service users and provide details/evidence of how this information is collected.

Children/young people (0-18) .....	<input checked="" type="checkbox"/>	Carers (inc. young carers) .....	<input checked="" type="checkbox"/>
Any other age group (18+).....	<input checked="" type="checkbox"/>	Race.....	<input type="checkbox"/>
Disability .....	<input checked="" type="checkbox"/>	Religion or (non-)belief.....	<input type="checkbox"/>
Gender reassignment .....	<input type="checkbox"/>	Sex.....	<input checked="" type="checkbox"/>
Marriage & civil partnership .....	<input type="checkbox"/>	Sexual orientation .....	<input type="checkbox"/>
Pregnancy and maternity.....	<input type="checkbox"/>	Welsh language .....	<input type="checkbox"/>

### What information do you know about your service users and how is this information collected?

Following an assessment of their individual needs carried out under the Social Services and Well-being (Wales) Act, a person may be deemed eligible for care and support, and

as part of the agreed Care and Support Plan, they should receive a Statement of Charges.

Council's Social Care Income and Finance Team are asked to carry out financial assessments on all people to whom charges may apply, and to issue the statement of charges.

The recommendations arising from the review must ensure that the chargeable fees have due regard to the "actual cost of care" and enable service users' needs to be met and outcomes achieved through the provision of services of the following types:

Residential/Nursing Care; Domiciliary Care: Day Services and other community based services.

Each assessment for care and support and financial assessment will gather information about the person's protected characteristics, and any impact of the charges. Affordability is not a reason for a person not receiving the care and support they require, and this is an important consideration within this EIA.

### Any Actions Required?

- To agree the list of charges for social services to apply in 2017/18 (Cabinet decision)

## Section 3 - Impact on Protected Characteristics (See guidance):

Please consider the possible impact on the different protected characteristics. This could be based on service user information, data, consultation and research or professional experience (e.g. comments and complaints).

	Positive	Negative	Neutral	Needs further investigation
Children/young people (0-18)	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Any other age group (18+)	→ <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	√
Disability	→ <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	√
Gender reassignment	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Marriage & civil partnership	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Pregnancy and maternity	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Race	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Religion or (non-)belief	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Sex	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Sexual orientation	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Welsh language	→ <input type="checkbox"/>	<input type="checkbox"/>	√	<input type="checkbox"/>
Carers (inc. young carers)	→ <input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	√

### Thinking about your answers above, please explain in detail why this is the case.

Clearly there are some impacts arising from applying an uplift in the Council's charges (social care) and changes in historical discretionary practices.

Those people to who the charges apply are already protected by three important policy

entitlements:

- there are personal thresholds set by the Welsh Government: namely a maximum weekly charge to be set at £70 per week (17/18) and a capital threshold to be set at £30k (17/18).
- the Act requires that each person is offered a financial assessment of their means, in relation to ability to contribute to the charges for the care and support they require
- also within the Act, there are clear principles that a person's ability to pay should not preclude access to care and support or that the charges for care and support should not exceed the costs of provision.

**What consultation and engagement has been undertaken (e.g. with the public and/or members of protected groups) to support your view? Please provide details below.**

Plans for communication to be agreed by Cabinet are:

- To identify those citizens we know will/ most likely to be impacted by the changes
- Each person identified to be sent a letter which addresses the specific proposal that will/ could impact on them.
- Accompanying the letter is an information sheet explaining the changes and proposals
- 

**Any actions required (to mitigate adverse impact or to address identified gaps in knowledge).**

- 

## Section 4 - Other Impacts:

Please consider how the initiative might address the following issues. You could base this on service user information, data, consultation and research or professional experience (e.g. comments and complaints).

<b>Foster good relations between different groups</b>	<b>Advance equality of opportunity between different groups</b>
<b>Elimination of discrimination, harassment and victimisation</b>	<b>Reduction of social exclusion and poverty</b>

**(Please see the specific Section 4 Guidance for definitions on the above)**

**Please explain any possible impact on each of the above.**

Carers are indirectly affected by policies relating to provision of chargeable services to the people who they care for, e.g. the cost and availability of respite care.

Self - funders in receipt of similar services usually fall outside of the Council's assessment for managed care and support processes.

Charges applied to this group by private or independent providers are not regulated by the Authority but subject to market forces. They are sometimes higher than for commissioned services or may include a "Top Up" charge or surcharge.

**What work have you already done to improve any of the above?**

Working with providers to align the annual review of charges to the Council's fees setting process with local providers, and with the corporate budget setting processes.

**Is the initiative likely to impact on Community Cohesion? Please provide details.**

Whilst most people and families not accessing social services via managed care and support will not be directly affected, they also need to understand the changes nonetheless when assisting their loved ones with future care and support planning.

**How will the initiative meet the needs of Welsh speakers and learners?**

Information will be available in Welsh to those whose preferred language is Welsh

**Actions (to mitigate adverse impact or to address identified gaps in knowledge).**

- 

## **Section 5 - United Nations Convention on the Rights of the Child (UNCRC):**

In this section, we need to consider whether the initiative has any direct or indirect impact on children. Many initiatives have an indirect impact on children and you will need to consider whether the impact is positive or negative in relation to both children's rights and their best interests

Please visit <http://staffnet/eia> to read the UNCRC guidance before completing this section.

**Will the initiative have any impact (direct or indirect) on children and young people? If not, please briefly explain your answer and proceed to Section 6.**

No charges apply to children or their parent / carers at this time.

**Is the initiative designed / planned in the best interests of children and young people? Please explain your answer.**

*Best interests of the child (Article 3): The best interests of children must be the primary concern in making decisions that may affect them. All adults should do what is best for children. When adults make decisions, they should think about how their decisions will affect children. This particularly applies to budget, policy and law makers.*

**Actions (to mitigate adverse impact or to address identified gaps in knowledge).**

- 

## **Section 6 - Monitoring arrangements:**

Please explain the arrangements in place (or those which will be put in place) to monitor this initiative:

**Monitoring arrangements:** Next annual review of charges to be completed by September 2017.

**Actions:** Implement improvements to design of consultation process, e.g. linked to corporate budget consultation

## Section 7 – Outcomes:

Having completed sections 1-5, please indicate which of the outcomes listed below applies to your initiative (refer to the guidance for further information on this section).

Outcome 1: Continue the initiative – no concern

Outcome 2: Adjust the initiative – low level of concern

Outcome 3: Justify the initiative – moderate level of concern

Outcome 4: Stop and refer the initiative – high level of concern.

**For outcome 3**, please provide the justification below:

**For outcome 4**, detail the next steps / areas of concern below and refer to your Head of Service / Director for further advice:

## Section 8 - Publication arrangements:

On completion, please follow this 3-step procedure:

1. Send this EIA report and action plan to the Access to Services Team for feedback and approval – [accesstoservices@swansea.gov.uk](mailto:accesstoservices@swansea.gov.uk)
2. Make any necessary amendments/additions.
3. Provide the final version of this report to the team for publication, including email approval of the EIA from your Head of Service. The EIA will be published on the Council's website - this is a legal requirement.

## Action Plan:

Objective - What are we going to do and why?	Who will be responsible for seeing it is done?	When will it be done by?	Outcome - How will we know we have achieved our objective?	Progress

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\* Please remember to be 'SMART' when completing your action plan (Specific, Measurable, Attainable, Relevant, Timely).

# Agenda Item 21.

## Joint Report of the Cabinet Members for Adults & Vulnerable People and Wellbeing & Healthy City

Cabinet – 16 March 2017

### REPORT ON THE WESTERN BAY PRINCIPLES OF PREVENTION FRAMEWORK AND THE PREVENTION STRATEGY FOR SWANSEA

<b>Purpose:</b>	The report presents the Western Bay Principles of Prevention Framework and City and County of Swansea's Prevention Strategy delivering our priorities for prevention and early intervention services for people in Swansea
<b>Policy Framework:</b>	The Well-Being of Future Generations (Wales) Act (2015) Social Services and Well Being Act (2014)
<b>Reason for Decision:</b>	<p>The Statutory Guidance for Part 4 of the Well-being of Future Generations (Wales) Act 2015 outlines the collective role for public service boards. The Statutory Duties which can be discharged via a Local Well-being Plan are outlined in Annex A. A prevention approach will support delivery of the Well-being objectives. The development of a Revised Tackling Poverty Strategy for Swansea will feed into the development of a Local Well-Being Plan. Under Part 2 of the Social Services and Well-being (Wales) Act, General Functions, there is a duty to:</p> <ul style="list-style-type: none"><li>• Promote well-being;</li><li>• Provide preventative services;</li><li>• Promote social enterprises, co-operatives, user led services and third sector;</li><li>• Provide Information, Advice and Assistance (IAA).</li></ul> <p>The Western Bay Principles of Prevention Framework and the Council's delivery of the Prevention Strategy support the delivery of the above duties and have taken into account the requirements of both Acts.</p>
<b>Consultation:</b>	Legal, Finance and Access to Services, Corporate Management Team, Poverty Forum, People Management Group.

**Recommendation(s):** It is recommended that:

- 1) The Western Bay Principles of Prevention Framework and the Prevention Strategy for Swansea be approved subject to wider consultation;
- 2) Cabinet approve the remit of the consultation as set out in paragraph 3.3.

**Report Author:** Sara Harvey/Rachel Moxey

**Finance Officer:** Pini Patel

**Legal Officer:** Stephen Holland

**Access to Services Officer:** Sherill Hopkins

## **1.0 Introduction**

1.1 The Statutory Guidance for Part 4 of the Well-being of Future Generations (Wales) Act 2015 outlines the collective role for public service boards. Annex A outlines the Statutory Duties which can be discharged via a Local Well-being Plan.

1.2 Under Part 2 of the Social Services and Well-being Act, General Functions, there is a duty to:

- Promote well-being;
- Provide preventative services;
- Promote social enterprises, co-operatives, user led services and third sector;
- Provide Information, Advice and Assistance (IAA).

The Western Bay Principles of Prevention Framework and the Council's implementation of the Prevention Strategy support delivery of the above duties and have taken into account the requirements of both Acts.

1.3 The development of the Prevention Strategy for Swansea will feed into the development of the Local Well-Being Plan.

1.4 As outlined in the Prevention Strategy for Swansea, an action plan has been compiled to outline the way the Strategy is being implemented across the Partnership and measure its impact.



## **2.0 The Western Bay Principles of Prevention Framework and the Prevention Strategy for Swansea**

2.1 The Western Bay Principles of Prevention Framework can be found under Appendix 1.

2.2 The Prevention Strategy for Swansea can be found under Appendix 2.

2.3 The Prevention Strategy Delivery Plan can be found at Appendix 3.

2.4 The Western Bay Principles of Prevention Framework sets out a strategic regional partnership approach to prevention. It supports the pivotal prevention requirements of the Social Services and Well Being Act (2014). It covers:

- the meaning of prevention
- a set of principles to be adopted

These underpin and complement the Prevention Strategy for Swansea.

2.5 A fundamental principle in the Western Bay Framework highlights the importance of a long term plan for prevention services, which further supports the Prevention Strategy for Swansea.

2.6 The Prevention Strategy for Swansea covers;

- Swansea's overarching corporate and partnership approach to prevention.
- Key activities and expected outcomes.
- Policy context.
- Evidence, need, our reasons for intervention and our approach.
- Swansea's delivery history in this area and early successes, giving a flavour of what prevention activity can achieve.
- Swansea's need and desire to reduce the demand for intensive intervention services.
- The optimum prevention model.
- Governance

2.7 The Delivery Plan outlining our planned delivery activities, timescales and accountabilities can be found under Appendix 3.

## **3.0 Equality and Engagement Implications**

3.1 The activities of both the Western Bay Principles of Prevention Framework and the Prevention Strategy for Swansea have equalities at their heart.

3.2 The initial EIA screening form indicates that a full EIA is not required for either of these documents.

3.3 The strategies will go out for consultation in May. This will take the form of an online survey with hard copies available on request. Emails notifying key contacts and stakeholders of the consultation will be sent out. We will also publicise the consultation through the media and social media. The consultation period will be for six weeks.

#### **4.0 Financial Implications**

4.1 Whilst there are no immediate financial implications arising from this report, it should be assumed that any resultant future spending needs will need 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.

#### **5.0 Legal Implications**

5.1 There are no immediate legal implications over and above those contained in Annex A of the Statutory Guidance on the Wellbeing of Future Generations (Wales) Act 2015. However, any procurement of third party services resulting from the adoption of the Prevention Framework and the Prevention Strategy must be undertaken in compliance with European procurement legislation and the Council's Contract Procedure Rules.

#### **Background Papers:**

EIA Screening Report

#### **Appendices:**

Appendix 1 – Western Bay Principles of Prevention Framework.

Appendix 2 – A Prevention Strategy for Swansea

Appendix 3 – A Prevention Strategy for Swansea Delivery Plan



**Caring Together  
Western Bay**  
*Health and Social Care Programme*  
**Gofalu Gyda'n Gilydd  
Bae'r Gorllewin**  
*Rhaglen Iechyd a Gofal Cymdeithasol*

## Principles of Prevention Framework

### 1. Purpose

The Western Bay Health and Social Care Partnership identified the need for a Principles of Prevention Framework to be developed to guide the partner organisations in the implementation of the Social Services and Wellbeing (Wales) Act (2014).

The Western Bay Prevention and Wellbeing Project Board took this work forward, and the resulting framework has been incorporated into this paper, which sets out the pivotal prevention requirements of the Act, the meaning of prevention, a set of principles to be adopted, principles for implementation and three recommendations. The Western Bay Regional Partnership Board agreed that these principles be taken to the Cabinets/Board of each partner agency for endorsement.

### 2. Background

Partners in the Western Bay region are experiencing major financial issues alongside an increase in demand for health and social care services. The challenge for partner organisations is to continually improve outcomes against a back drop of reduced budgets and increasing demand. There is compelling national and international evidence that early intervention, if implemented properly can work to improve outcomes and deliver cost benefits. We need to build on the partnerships we have developed in Western Bay and step up to the challenge of creating a whole-system change to ensure sustained improvements for the region's citizens.

The Social Services and Wellbeing (Wales) Act 2014 (SSWBA) recognises the pivotal role of early intervention and prevention in delivering a sustainable health and social care system. Section 15 of the Act requires Local Authorities to provide or arrange for the provision of a range and level of preventative services which they consider will achieve the following purposes:

- Contributing towards preventing or delaying the development of people's needs for care and support
- Reducing the needs for care and support of people who have such needs
- Promoting the upbringing of children by their families, where that is consistent with the well-being of children
- Minimising the effect on disabled people of their disabilities
- Contributing towards preventing people from suffering abuse or neglect



- Reducing the need for: i. proceedings for care or supervision orders under the Children Act 1989 ii. criminal proceedings against children iii. any family or other proceedings in relation to children which might lead to them being placed in local authority care, or iv. proceedings under the inherent jurisdiction of the High Court in relation to children
- Encouraging children not to commit criminal offences
- Avoiding the need for children to be placed in secure accommodation; and
- Enabling people to live their lives as independently as possible.

The nature and level of preventative services provided or arranged must be designed to meet the needs for care and support and needs for support of carers identified in the population assessment report. Local authorities should work collaboratively and with a variety of partners and stakeholders, including Local Health Boards, to develop and deliver the required range and level of preventative services needed by the population.

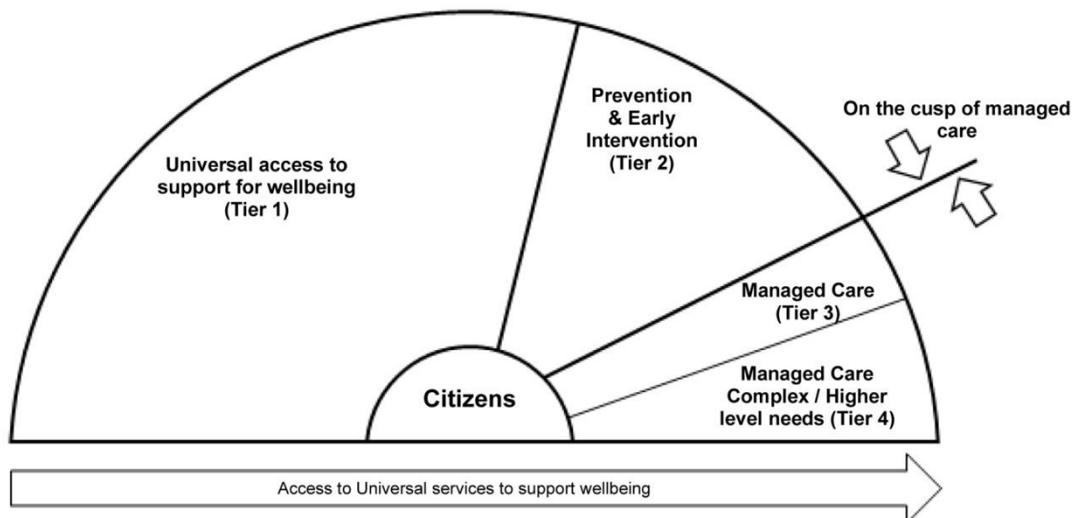
Within the local authority, preventing or delaying the development of care and support needs should be closely aligned to other local authority responsibilities, such as housing, leisure and education, including adult education. Local authorities must have regard to the importance of achieving the purposes described when carrying out their other functions. A relevant partner, such as a Local Health Board, must comply with a request to co-operate in relation to the delivery of preventative services, unless to do so is incompatible with their own duties.

## **2.1 Meaning of Prevention**

Within the context of the SSWBA, prevention is illustrated through the image of a windscreen. The illustration below is an example.

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014



#### GLOSSARY

Tier 1 - Universal services aimed at all citizens to enhance wellbeing

Tier 2 - Prevention & 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

This model demonstrates the importance of developing sustainable solutions which allow people to look after themselves as far as possible. When people develop social and or health needs, these can be addressed appropriately, helping to reduce escalation to the point when they need more complex care. Similarly, for those who require Tier 3 or 4 services there should be an emphasis on supporting them in order to de-escalate the level of need and therefore the complexity of services they require. People are not constrained by this model. They can benefit from one or more tier of the services at the same time.

This construct is not fixed. It does not require rigid mapping of services to the tiers, different agencies may define each tier slightly differently depending on local circumstances.

In public health terms prevention can be described on a sliding scale<sup>1</sup>:

**Primary prevention:** Preventing or minimising the risk of problems arising, usually through universal policies like health promotion or a vaccination programme.

**Secondary prevention:** Targeting individuals or groups at high risk or showing early signs of a particular problem to try to stop it occurring. For example, Family Nurse Partnerships, screening programmes, or the Reading Recovery Programme.

<sup>1</sup> The Early Action Task Force. (2014). *How to Classify Early Action Spend*. Retrieved from <http://www.community-links.org/downloads/ClassifyingEA.pdf>

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014

**Tertiary prevention:** Intervening once there is a problem, to stop it getting worse and redress the situation. For example work with 'troubled families' or to prevent reoffending.

**Acute spending:** Manages the impact of a strongly negative situation but does little or nothing to prevent the negative consequences or future reoccurrence. For example, prison or acute hospital care. More recently, early intervention and prevention is being referred to as 'early action'.

### **3. Principles of Prevention**

It is proposed that Western Bay adopts the following principles in relation to prevention and wellbeing services:

- Services will be sustainable and outcomes led
- Services will be equitable and address issues of inequality
- Services will be coproduced with the people who will or may use them
- Services will be citizen centred and outcome focused
- Services will be developed over a 5-10 year timeframe
- Services will be delivered by a range of organisations including social enterprise, cooperatives, user led and Third Sector
- Services will be delivered in partnership
- Services will make use of technological developments as a means of reducing demand
- Services will adopt a common evaluation framework
- Services will strengthen communities and give local people and communities more control
- Services are needs led and principles of prevention are embedded within commissioning processes.

Each of the partner organisations in the Western Bay region is already providing or commissioning a range of preventative services, and describing these services will be a significant part of the population assessment, along with identifying what additional services are needed in order to adequately prevent needs arising or escalating.

#### **3.1 Developing A Vision for Prevention Services**

The Population Assessment currently being undertaken in the region is a requirement of the SSWBA. This assessment identifies and quantifies the need for preventative services for the whole population across Western Bay. The region has a significant number of early intervention and prevention services in place with some examples of good practice and improved outcomes, however the benefits are often limited due to a disjointed commissioning process and service

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014

delivery model, with duplication and gaps. We need to learn from examples of good practice and develop a co-ordinated approach which focuses on clear priorities and which is properly resourced.

As an example, *Appendix 1* looks at the range of prevention and early action services that may support older people to retain their independence and prevent or delay the need for mainstream health and social care services.

Developing a vision of a comprehensive prevention approach is complex and needs to be underpinned by an understanding of what is lacking for people when they move from one tier, or section of the windscreen, to the next. Conversations need to be held to ask people "*what would have made the difference to keep you out of managed care?*"

Local Area Co-ordination/ Local Community Co-ordination is a strengths based approach to building resilience in families and communities and has been adopted in the three local authorities. This key development offers the opportunity for LAC/LCC to underpin a commitment to a wider prevention strategy.

Sufficient and effective early action investment should be embedded as part of the anticipatory care programme being developed by the Community Services Project. The potential for reducing the demand on acute services is substantial. For example in a study which tracked people aged over 75 years it was found that 20% of people needing care were admitted to hospital because of breakdown of a carer<sup>2</sup>. Providing sufficient carer support and ensuring that there are plans in place for what to do if the carer becomes ill would result in savings of £120 per bed day<sup>3</sup> and result in better outcomes for the cared for and the NHS.

Information and advice is a key element of a prevention and early action approach. Most people are unaware of the range of support that is currently available and which could reduce or stabilise their escalating care needs.

### **3.2 Principles for Implementation**

The major difficulty in moving to an early action approach at a time of growing demand for mainstream services is in funding the prevention services. It is important to have a long term ( 5 – 10 year ) plan for prevention services, and a commitment to an incremental funding shift, ideally a specific proportion of total spend each year. The sliding scale of levels of prevention outlined above can be used to loosely attribute expenditure so that money spent on preventing problems can be roughly distinguished from money spent on acute treatment and care once needs have escalated. This exercise needs to be repeated regularly so that it is possible to track how the balance of expenditure is shifting upstream. Invest to save is crucial to implementing an early intervention/ prevention approach. "A Prevention Strategy for Swansea 2017-2020" provides the mechanism for implementing the Principles for Prevention Framework.

### **4. Recommendations:**

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014

It is recommended that:

The Western Bay Principles for Prevention Framework be adopted by the City & County of Swansea

**Report Authors**

*Sara Harvey  
Regional Programme Director,  
Western Bay*

*Sara Hayes,  
Director of Public Health,  
ABMU HB*

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014



## Appendix 1

Psychological / Social wellbeing	Physical wellbeing	Suitable housing	Safety	Support for Carers
Clubs/groups/ community connectors	Eye care	Care and Repair	Telecare/ Community alarm	IAA
Local Area Co-ordinators	Continence support	Sheltered housing	Falls prevention	Short breaks
Befriending	Dental care	Equipment and adaptations	Nutrition/ meals delivery	Laundry service
IAA	Podiatry	Extra care housing	Fire safety/smoke alarms	Community transport
Volunteering	Exercise classes	Disabled Facilities Grant	Resilient communities	Lifting and handling training
Community transport	Mobility aids	Supporting people/ help with bills etc	Prevention of financial abuse/scams	Social support
Welfare rights/ financial advice	Medication support	Safe neighbourhoods	Medication support	Information sharing
Gardening support	Hearing/audiology		Safe hospital discharge	Counselling
Cleaning service	Management of long term conditions			Bereavement support

Silver surfer classes	Laundry service			LTC advice
Health promotion	Bathing service			Carer friendly employers
	Nutrition/ meals delivery/shopping service			

2. Admissions, needs and outcomes'; Mittelman M et al (1996), Brodaty H et al (1997); Dröes, R et al (2006).

3. Western Bay Intermediate Care Business Case 2014

**City and County of Swansea**  
**Dinas a Sir Abertawe**



# A Prevention Strategy for Swansea

2017-2020

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## Executive Summary

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.

The Council faces unprecedented challenges. Rising demand, changing demographics, public expectations and increasing pressure on budgets mean that the choice for local authorities and public service providers is a difficult one. 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. Unless we reduce demand and prevent need escalating, service provision in its current form will become unsustainable. It is not however, simply about reducing demand on services.

The City and County of Swansea has always taken a prevention 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 strategy:

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

In order to make this work, we will have to continue and enhance the cultural changes that began with the acceleration of the prevention approach three years ago, supporting Swansea's transformational change agenda. 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 prevention, 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. Our strategy then goes on to describe our need and desire to reduce the demand for intensive intervention services, before describing the optimum prevention model. Lastly we provide governance information to demonstrate how we will deliver and a time bound action plan describing our activities in more detail, who is accountable for their delivery and when we intend to achieve them. Ultimately, the Prevention Strategy and its application have to advance and progress the culture of prevention and early intervention across the Council.

The Council is committing to an **invest to save** approach over a period of twenty years. Where we recognise need, individual business cases for proposed intervention will be brought forward, resulting in an informed, evidenced action and investment plan to deliver this strategy.

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'.

# 1 Strategic Context

## The One Swansea Plan

This has been produced by Swansea's Local Service Board (LSB) and is now delivered by its successor Public Service Board (PSB). Swansea's PSB is the overarching partnership group for public service providers in 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 in more innovative ways than ever before to increase efficiency, effectiveness and reduce the reliance upon intensive and more costly interventions.

The PSB's One Swansea plan outlines six key objectives namely:

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

Placing this strategy in a **One Swansea** context, we have aligned our intended outcomes to these six objectives as six headings for actions. These are referred to later in this strategy and with the associated **Action Plan**. This plan will be superseded by the PSB's 'Wellbeing Plan' in 2017, at which point we will revise our action plan to reflect required changes.

## Sustainable Swansea Programme

*Sustainable Swansea – fit for the future*, is our long term plan for change. Financial, demographic and social challenges facing Swansea require a radical approach. Sustainable Swansea is a programme of activity, tools and techniques that will help us to take a managed approach to the changes that the Council faces as an organisation. The objectives are: to transform services; deliver better outcomes for residents; achieve financial sustainability.

A whole council approach is far more likely to maximise impact than if we all acted alone. It contains four priorities for a sustainable Council, one of which is prevention.

- Core future purpose of the Council
- Transformation of services and the model of delivery

- Greater collaboration with others, including residents
- And sustainable solutions, with prevention at its heart

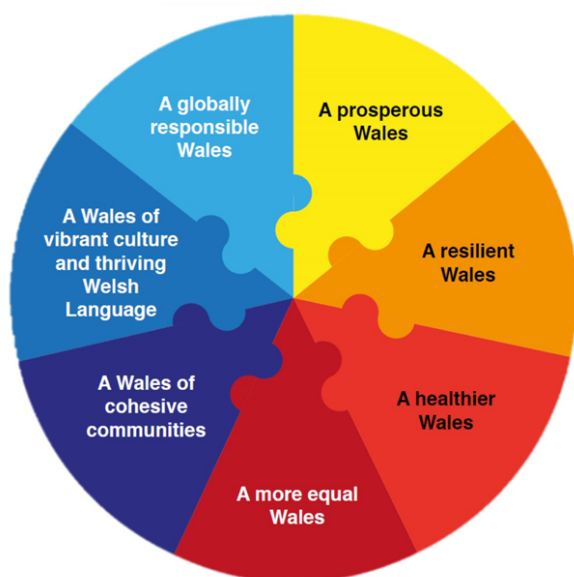
The approach described in the Prevention Strategy therefore, is wholly supportive of our wider transformation agenda, promoting greater resilience in residents which in turn delivers better and more sustainable outcomes for individuals. At the same time the reliance upon more costly services is reduced.

### Corporate Plan

Swansea’s Corporate Plan recognises the need to intervene earlier in order to support people at greatest risk, change behaviours and prevent the need for costly specialist services, often with a long-term support programme. It also recognises the role prevention plays in making families and communities more resilient, reducing the demand for Council services, lowering costs and achieving better outcomes. In addition it acknowledges the need to deepen our understanding of customer contact and how services can be redesigned to eliminate, reduce or divert demand.

### Welsh Government

Welsh Government has a national picture and approach to prevention through new legislation within the Wellbeing of Future Generations Act and the Social Services and Wellbeing Act. The idea of embedding prevention within the Council’s work builds not only upon national requirements, but also emphasises a ‘**Swansea approach**’ to its delivery. In addition, it is essential that our preventative approach aligns with the wider direction of Welsh Government, implemented locally through Future Wellbeing and Public Service Boards. The wider strategic context can be seen here:



#### Wellbeing of Future Generations Act

*(1) Council services must take account of the long-term, integration, involvement, collaboration and prevention elements of the sustainable development principle.*

*(2) Prevention specifically states 'Deploying resources to prevent problems reoccurring or getting worse to meet the Council or other organisation’s well-being objectives.'*

#### Social Services and Wellbeing Act



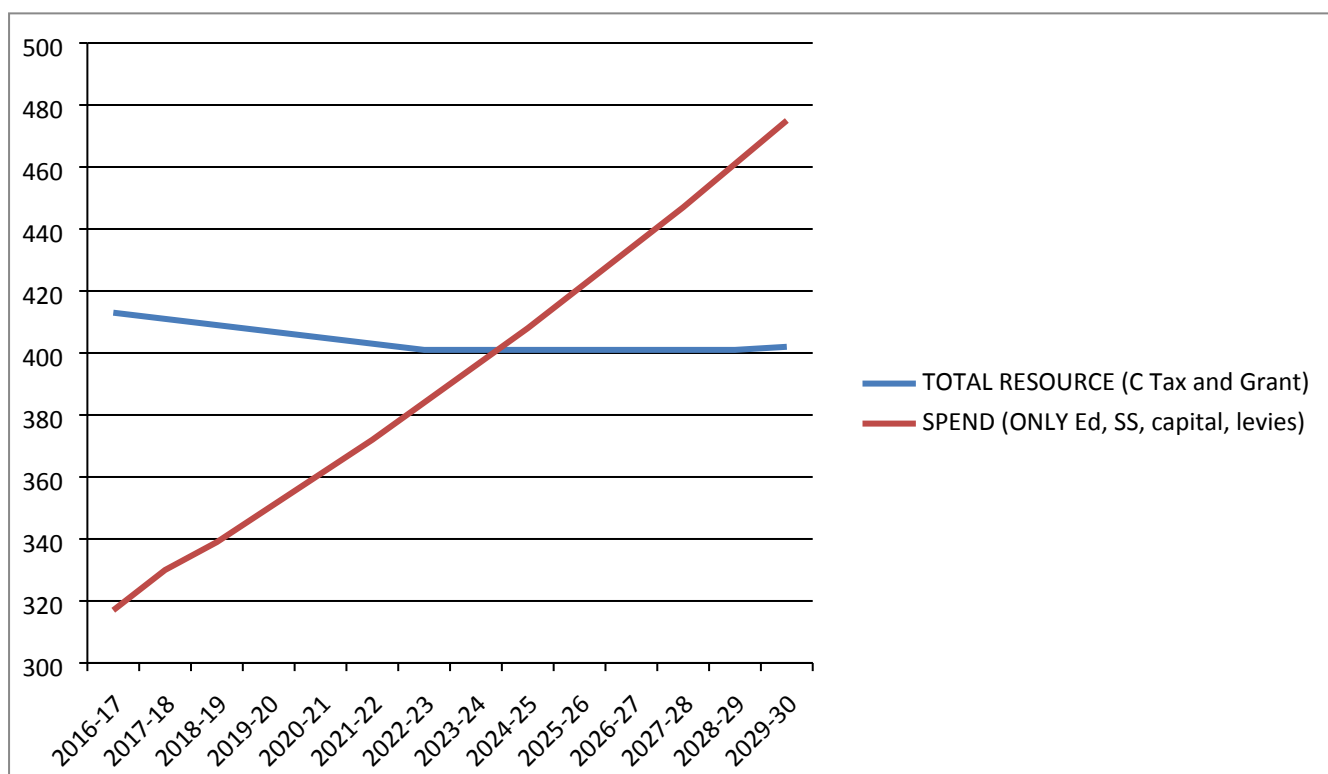
The Act has a wide remit that will impact not only upon Social Services as the name implies, but on the work of a range of local authority services such as housing, education, leisure, regeneration, poverty and prevention and those of our partners particularly, the Local Health Board and third and private 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 well-being;*
- *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 Prevention Strategy has to take into account the requirements of both Acts, along with additional legislation, such as the Housing Act and the Environment Bill. We are also working closely with Western Bay to ensure that our approaches are aligned.

## 2 Why intervene?

In Swansea we have for many years been asking difficult questions about established ways of working and drawing upon years of experience of delivering better outcomes with less money. The graph below clearly demonstrates why preventative approaches need to be applied to reduce the demand on services and reduce costs. The graph shows the estimated projected spend on Social Services and Education alone up until 2030 plotted against the estimated total resource available over the same period. It demonstrates that without earlier intervention to reduce demand on statutory services, by 2024 the total spend in these two areas alone would exceed the total Council budget.



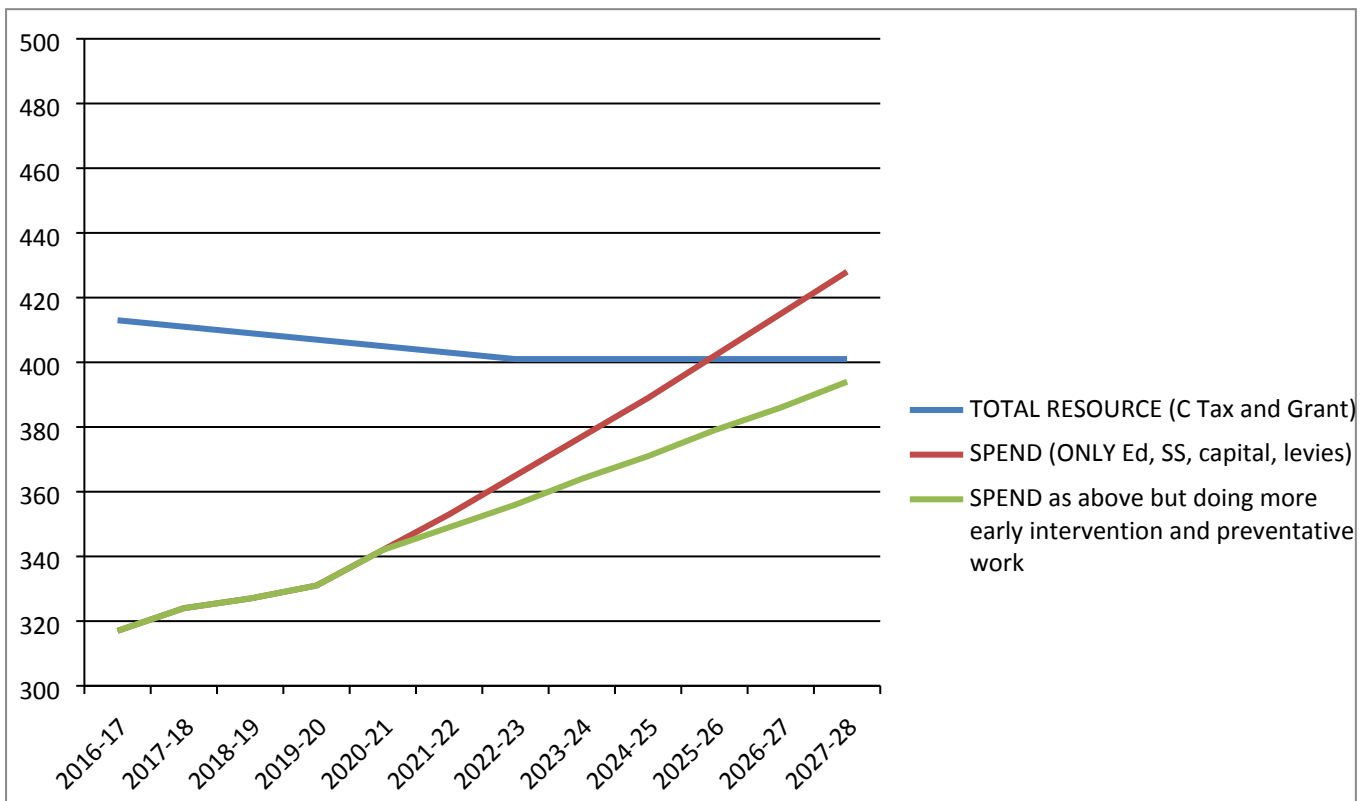
We cannot therefore stand still. This **Prevention Strategy** outlines an approach to reducing, de-escalating and delaying demand and therefore overall expenditure, now and in the future. This strategy applies to all of the Council's five corporate priorities, which, unless we change how we operate, we will not be able to deliver into the future.

Swansea has and will continue to explore all options available regarding demand management and cost savings. The actions we will take include:

- Integration with other councils or partners such as our Local Health Board;
- Channel shift and digitisation;
- Pathway and business process redesign;

- Promoting and supporting resilience and independence within Swansea’s communities.

Prevention has to be at the heart of the Council’s delivery in order to achieve a sustainable approach to managing the budget and service delivery. By delivering a preventative approach across key priority areas the Council can manage spend. The graph below illustrates the shift needed to make expenditure sustainable. **If we start to implement our preventative approach now**, by 2020 we will start to extend the time that resources available will be able to meet spend, whilst starting to reduce demand to turn the curve.



So the question really is, *why ever would we not take a prevention approach. Prevention activity is imperative to our continued delivery of essential services as well as to improving the life chances of Swansea Citizens.* Activities to prevent expensive interventions are essential just to stand still, before looking at ways that we can reduce the reliance upon costly services into the longer term. The following section focuses upon the improvement in outcomes that this approach can bring.

### 3 Evidence base

We have researched prevention approaches taken elsewhere in the UK and wider to demonstrate the potential value of such an approach. Below are a number of case studies reported by the Local Government Association, Bangor University and Public Health Wales, demonstrating varying approaches, supporting a number of interventions in the UK to promote better health, increased wealth, greater resilience and independence of residents. They demonstrate (where available) the cost benefit ratio of investment (per £1) along with the time frames for both investment and return on investment. They give a real sense of the benefits and cost reductions that can be achieved through prevention activity.

There is a strong evidence base and justification for investment in preventative services. Evidence clearly shows impact over a number of years into the medium and long term effects of early interventions. We will draw upon such evidence in developing specific proposals for investment, using innovation and exploration to improve people's outcomes.

Some examples of the impact of early interventions as well as the impact of non-intervention are given below. Many are taken from the health field, but the impact upon public service delivery and expenditure in general terms can clearly be seen. The clear and overriding message from research, Welsh and UK Government, think tanks and emerging policy is however fairly clear – ***prevention is better, more person centred and more cost effective than cure.***

#### The Marmot Review and Report<sup>1</sup>

This review examined the impact of health inequalities upon life chances and expectancies in England. There are many parallels in Wales. Its findings and recommendations have been very influential in directing policy – indeed the recommendations of the report are reflected in the six policy drivers of Swansea's Public Service Board (PSB).

A key highlight of the report was that *'in England, the many people who are currently dying prematurely each year as a result of health inequalities would otherwise have enjoyed, in total, between 1.3 and 2.5 million extra years of life.'*

The ambition of the Review was to create the conditions for people to take control over their own lives, stating that if the conditions in which people are born, grow, live, work, and age are favourable and more equitably distributed, then they will have more control over their lives influencing their own health and health behaviours, and those of their families.

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<sup>1</sup> Marmot 2010. *'Fair Society, Healthy Lives – The Marmot Review'*. Strategic Review of Health Inequalities in England Post 2010.

'Action across the life course' was highlighted as central to the review. It argues that disadvantage starts before birth and accumulates throughout life, as shown in below in Figure 5<sup>2</sup>. It shows that that action to reduce health inequalities must start before birth and be followed through the life of the child, to break the close links between early disadvantage and poor outcomes throughout life. For this reason, giving every child the best start in life (Policy Objective A) was their highest priority recommendation.

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Marmot Review Policy Objective

A - Give every child the best start in life.

B - Enable children, young people and adults to maximise their capabilities and have control over their lives.

C – Create fair employment and good work for all.

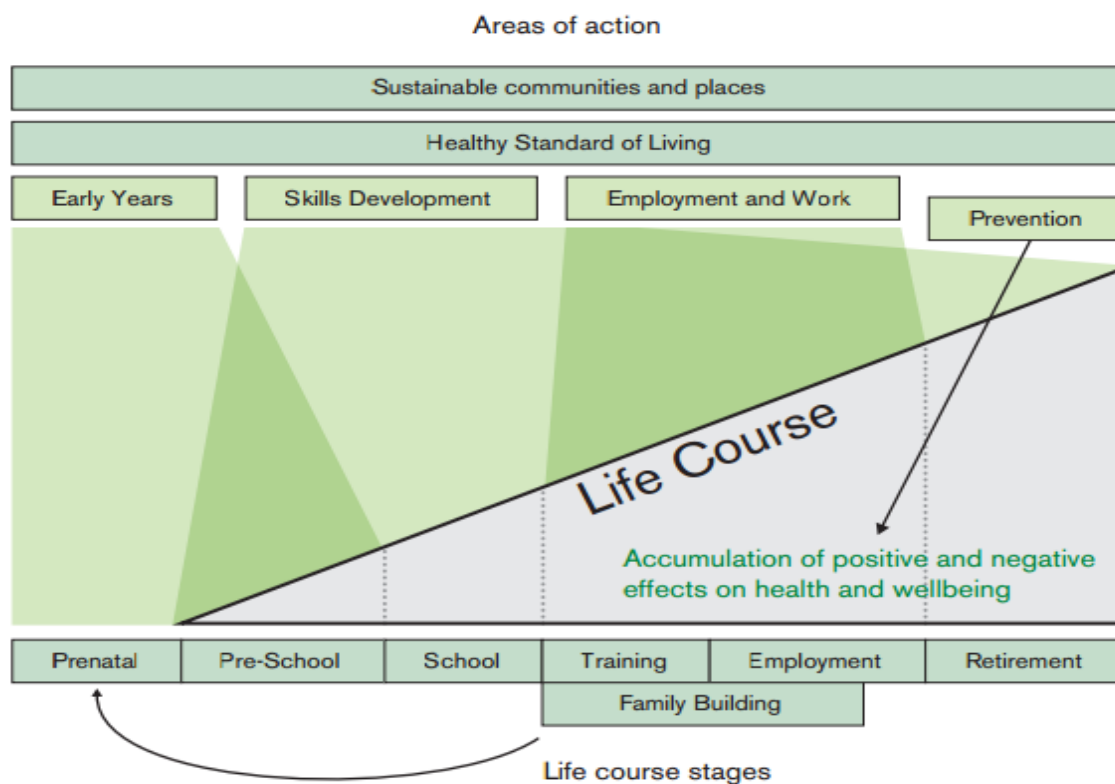
D – Ensure a healthy standard of living for all.

E – Create and develop healthy and sustainable places and communities.

F – Strengthen the role and impact of ill health prevention.

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Figure 5 Action across the life course



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<sup>2</sup> Marmot 2010. 'Fair Society, Healthy Lives – The Marmot Review'. Strategic Review of Health Inequalities in England Post 2010.

<sup>3</sup> Marmot 2010. 'Fair Society, Healthy Lives – The Marmot Review'. Strategic Review of Health Inequalities in England Post 2010. P 21.

***'Action to reduce health inequalities must start before birth and be followed through the life of the child. Only then can the close links between early disadvantage and poor outcomes throughout life be broken.'***<sup>4</sup>

### **Adverse Childhood Experiences (ACE) Study<sup>5</sup>**

This study identified that adverse childhood experiences (ACEs) have a major impact on the development of health harming behaviours in Wales and the **prevention of ACEs** is likely not only to improve the early years experiences of children born in Wales but also reduce levels of health harming behaviours such as problem alcohol use, smoking, poor diets and violent behaviour. All of these come at great personal and financial cost to individuals and society.

### **Transforming Young Lives across Wales<sup>6</sup>**

This report reflects upon the recognition within the Future Generation (Wales) Act of the intergenerational relationship between poverty, health and lifetime opportunities, presenting an economic case for investment of scarce public resources in the first 1000 days of life, from conception to school readiness. It concludes that international evidence shows that investment which is focussed upon the first few years of life produces returns over and above other forms of financial investment and/or investment at other times in the life course. This therefore offers the most efficient use of public resources.

### **Prevention: A Shared Commitment<sup>7</sup>**

This LGA report highlights the unsustainable nature of curative approaches to social care and health services. It highlights the need for preventative strategies that mitigate or defer the need for costly interventions and at the same time deliver better outcomes for individuals. Their rationale is based upon the delivery of local upfront prevention services which stop problems arising in the first instance, stopping escalation of problems which are more complicated, lengthy and costly to address. A number of the case studies they use are presented below:

The LGA highlight that service delivery and transformation is difficult and that doing it well requires careful planning, skilled workforces, good management, leadership and delivery. They recognise that local government has a strong track record in this area and that we are

<sup>4</sup> Marmot 2010. *'Fair Society, Healthy Lives – The Marmot Review'*. Strategic Review of Health Inequalities in England Post 2010. P.21

<sup>5</sup> Public Health Wales 2015 *'Adverse Childhood Experiences and their impact on health-harming behaviours in the Welsh adult population'*.

<sup>6</sup> CHEME *'Transforming Young Lives across Wales: The Economic Argument for Investing in Early Years'*.

<sup>7</sup> Local Government Association – 2015 - *'Prevention – A Shared Commitment – Making the case for a prevention Transformation Fund'*.

well placed to lead public services collectively to take a preventative approach. They also recommend the use of proper evaluation techniques to ensure that costs, benefits and savings are fully tracked and the learning shared widely.

### Case study – Bury Metropolitan Borough Council

To illustrate the costs and benefits of public health interventions, NICE ran an analysis with Bury MBC to assist its range of smoking interventions using a tobacco return on investment tool.

Smoking rates in Bury are slightly above the national average at 23% with estimate costs of £10.7 million per year once the cost to the local economy and NHS are taken into account.

The analysis showed that investment of just over £750,000 in smoking interventions for one year lead to a return of ££472,500 over two years, £1,085,000 over five, £2,115,000 over ten years and £7,012,500 over a lifetime.

### Case Study – Birmingham City Council

Be Active is Birmingham CC's scheme to provide free leisure services to its residents.

Once registered participants have a card allowing them to use a range of leisure facilities free at certain times. A third of the local population has got involved since 2008.

Evaluation by Birmingham University showed that 75% of users were not using a gym, leisure centre or swimming pool previously and half were overweight or obese.

For every £1 spent on the scheme, £20.69 is estimated to have been recouped in health benefits. This has helped the team behind the project build a case for continued funding.

## 4 Our approach

### 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 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. Within this approach, a number of pilot projects were supported via an initial Prevention Budget of £1 million to test delivery. 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*'.

All Council Departments have a role in prevention. The Prevention Strategy brings greater emphasis to prevention activity being everybody's business and so we report here the corporate activities which contribute positively to this agenda, as well as those early pilot activities funded through the Prevention budget, demonstrating our wider commitment and recognition that further investment is required in this area. We have linked these under the One Swansea Outcomes. The range of prevention activities delivered clearly demonstrates that ***prevention is everyone's business!*** They also reflect the required culture change within the Council to reflect that ***every contact counts***. That is, what services would be like if **every employee of the Council** worked to the same set of principles around encouraging self-reliance, promoting individual independence and safeguarding the safety of our citizens.

A number of activities are already taking place and are grouped together here under the required outcomes of **One Swansea**:

### Children have a good start in life

- Continuing the success in Child and Family services, of the effective approach to safe reduction in numbers of 'looked after children'.



- Further success resulting from the reviewed contracting arrangements for children in need of care places to ensure that they are cared for either within the City and County of Swansea or nearby.
- Development and delivery of the family support continuum, which is now progressing through a commissioning review, which will build options for more specific improvements along a continuum across Child and Family, Poverty and Prevention, Education and Health, using existing resources and spend.
- Delivery of Team around the Family (TAF) in schools, which now supports 52 primary settings throughout Swansea. This enables schools to identify families' needs on one part of the continuum and ensure the delivery of appropriate support at the earliest opportunity.
- The Flying Start programme, which provides over 3,000 young children and their families (annually) with coordinated, evidence based packages of services and interventions within their local community to support the child's development and the family's well-being.
- The Teenstart pilot, which has provided a multi-disciplinary and multi-agency team of midwives, family facilitators, NNEBs and Language Development practitioners to support parents under the age of 25 via a pathway of support with clear focus on early attachment and better parental infant relationships.

### **People learn successfully**

- Provision of additional support to young people who are at risk of becoming/are Not in Education, Employment or Training (NEET) through Cynydd and Cam Nesa.
- Contribution at pre 16 to improved school attendance, through 'Education other than at school' (EOTAS) reduction, reduction in the number of children who are looked after (because of reduced need) and improved young person and family well-being.
- Contribution at post 16 to continued NEET reduction and improved young person and family well-being through the NEETS reduction strategy, engagement and prograession framework and delivery of EU funded projects such as Cynydd (working with young people in school at risk of becoming NEET) and Cam Nesa (working with young people aged 16-18 who are NEET)..

### **Young people and adults have good jobs**

- Swansea's 'Beyond Bricks and Mortar' policy has embedded community benefit (targeted recruitment and training) in construction contracts. This is now being extended across our procurement processes to bring local benefit from other contracted works (construction and service contracts).
- Communities 4 Work, LIFT, Workways and work based learning help local people, particularly in our more deprived areas to develop skills and access job opportunities.

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

### **People have a decent standard of living**

- Coordination of partner activity through the Council's Poverty Forum and partner activity through the Poverty Partnership Forum.
- Delivery of advice services for council tax and housing benefit entitlements.
- Support in the resolution of benefit disputes through our Welfare rights Service.

### **People are healthy, safe and independent**

- Dedication of the Prevention Budget to pilot new areas of working.
- Successful approaches to tackling domestic violence, continuing to coordinate activity through the Domestic Abuse Hub.
- The success of the Local Area Coordination (LAC) pilot has led to better service coordination with, for example, health colleagues. These have demonstrated how we can develop and build capacity to provide natural support services, building community resilience. Our intention is to seek further investment in this area to roll out the approach.
- Reducing the risk of disease and illness through our public protection services of food safety and vermin control.
- Delivery of leisure and sports development services, encouraging more active and healthier lifestyles.
- Delivery of CCTV services throughout the City increasing successful crime reporting and levels of security.
- Working to improve the well-being of Council staff and reduce sickness levels.

### **People have good places to live and work**

- Significant investment is taking place in Swansea and across the City Region presenting extensive opportunities through proposed developments such as City Deal and the Swansea Barrage.
- Delivery of a range of prevention activities across core Council services including the provision of culture, leisure, community centres and libraries.
- Delivery of leisure activities across Swansea, impacting positively upon the health and well-being of citizens through encouraging more active lives.
- The provision of parks and open spaces for recreation and exercise, encouraging more active lives.
- Alignment of cleansing services and the prevention of waste across our communities through our waste management and recycling strategy.
- Preventative works to highways and buildings assets infrastructure to prevent deterioration and mitigate larger unplanned failures affecting future delivery.

- Investment in achieving Wales Housing Quality Standard in our council housing to improve the accommodation and well-being of our citizens.
- The landscape of our City is continually maintained and refreshed, bringing benefits to local communities.

In addition to the positive prevention work already being undertaken, it is clear that further opportunities exist as well as further work being required. A key strand of the commissioning reviews being undertaken within Swansea will be to assess and evaluate the opportunities for further prevention activities. This will support and allow directorates and services to improve outcomes and mitigate against future demand.

## 5.5 Vision

Our vision is to...

***'...secure better outcomes and better manage demand through preventative approaches'.***

## 5.6 Demand management

Demand arises from many places. Everything the council does either creates demand or responds to it.

***For example: Residents depend on the council to fulfil specific needs which could be something simple such as reporting a pot hole or fly tipping, paying a council tax bill or making an application for Blue Badges.***

Demand can however also be complex and require long-term, costly resources, such as the need for residential care following a hospital admission, or long term domiciliary care to support a person with personal care.

Different types of demand can be managed in different ways:

- **Failure demand**

This is demand which can be caused by poor service design and/or previous failure by a service to adequately resolve an issue. Failure demand can be caused by poor service design and/or previous failure by a service to adequately resolve an issue. This can

include unnecessary referrals or hand-offs by front-line staff, multiple assessments by numerous support services and external agencies, or the failure to get things right the first time.

- **Demand which is avoidable**

This is a need that can be better met by other means or channels. Avoiding the demand for services arising in the first instance will result in the reduction in provision of costly or unnecessary services. For example, offering an app which enables residents to easily report broken street lights via their smartphone rather than having to call or email the council. The council receives richer information and residents are able to report issues at a time that is convenient to them. Both parties save time and avoid duplication of tasks.

- **Demand which is preventable**

This is when things could have been done earlier which would have prevented the need arising in the first place. Here we may be providing more than is needed. For instance, with care for older people, when the right actions are taken early - such as fixing trip and slip risks around the home - this can help prevent falls and preserve mobility and independence for longer. This reduces the need for hospital admission and re-enablement services.

- **Excess/ co-dependent demand**

This is when the council deliver more than is needed or creates demand through dependency. To avoid the unnecessary over provision or insufficient targeting of services, demand needs to be understood and services redesigned to move away from delivering services based on meeting a perceived need and expectation to delivering services which are built on the needs of citizens and the community in a more innovative, efficient, person centred and co-produced way.

- **Creating productive demand in services**

The Council can be more commercially aware by offering additional services at competitive prices thus increasing Council income. An example here would be using the expertise the Council has developed in treating Japanese knotweed and charging for this service externally.

## **Good Customer Services**

The heart of demand management is about good customer services and delivers the following benefits:

1. Delivering better outcomes to residents and communities by:

- Developing residents' independence and community resilience;
- Better targeting support and services to where they are most needed;
- Delivering better quality services which target root causes rather than the effect of problems.

2. Saving money through achieving operational and financial efficiencies by:

- Removing duplication and waste;
- Enabling customers to serve themselves;
- Targeting resources, and aligning supply more closely to demand;
- Introducing modern ways of working ensuring we are up to date with technology.

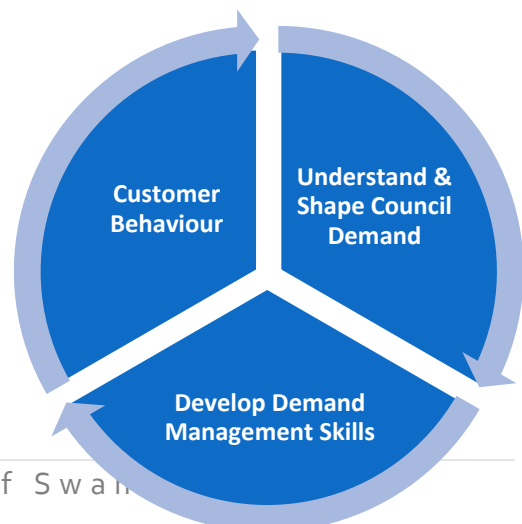
In all of these cases, managing demand begins by understanding what drives demand - what are the root causes. Any attempt to manage demand, while also seeking to improve outcomes, must be based on an understanding of how people, both those using and delivering services, behave, and what they want verses what they need. The behaviours, expectations, and default actions of both residents and service providers can magnify and multiply demand.

Ultimately demand management is about ensuring the right services reach the right residents when and where they need it, at the lowest possible cost. This will not only improve the resident's experience, ensuring they are receiving what they need in the most efficient, timely way, but will also reduce duplication and waste which will save unnecessary costs.

### **Managing the cycle of customer behaviour**

Demand management will be delivered across three interconnected themes which have been designed to complement the work already being achieved across the organisation.

We will seek to manage our demand via new and innovative approaches in service delivery. By understanding the continuing cycle of customer behaviour, Council demand on services and the standard practice of service provision and looking at this differently and developing our demand management skills it will enable us to do



different things rather than doing traditional things differently.

We need to recognise that those with greatest need for support from Council Services are likely to place high demand on other local services and to seek shared solutions and funding from our Public Service Board Partners.

Some examples of current programmes assisting in demand management are:

- Delivery of high quality and efficient Customer Relationship Management (CRM) Services for Swansea.
- Leading the City and County of Swansea's transformation approach, supporting not only better cost effectiveness but also a truly sustainable Swansea.
- Delivering customer contact and self-service which is playing a key role in prevention, particularly through the provision of information advice and assistance (IAA).

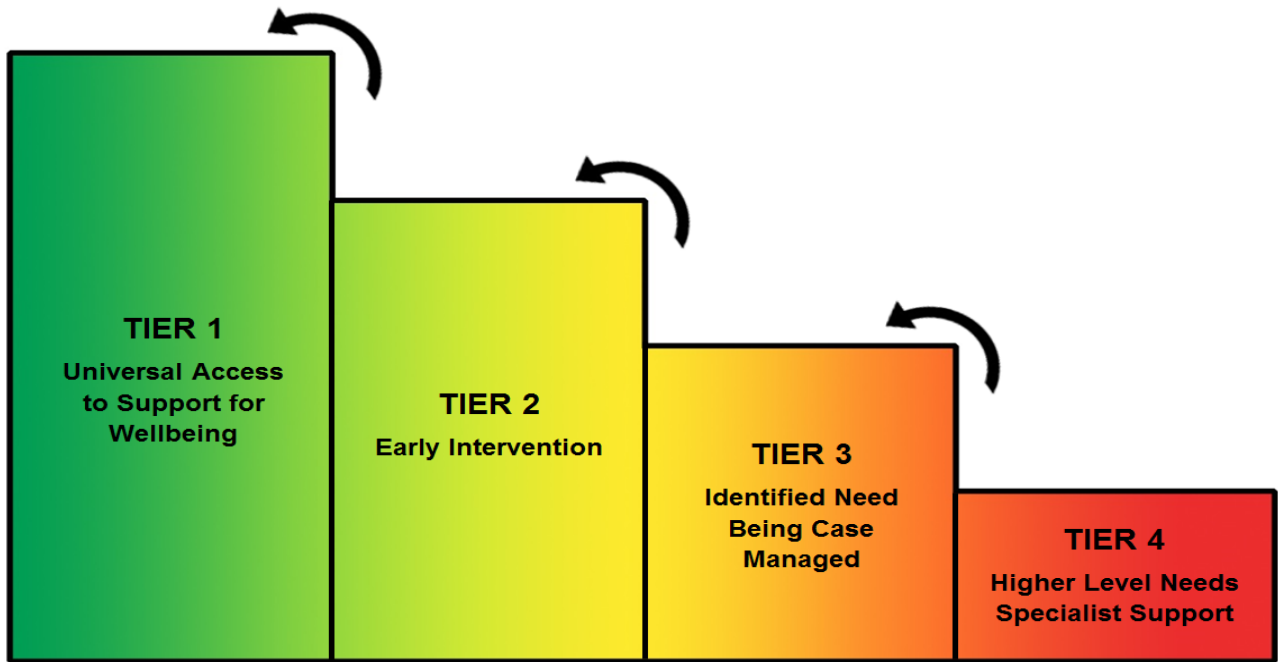
## 5.7 Early intervention and prevention

The Council interacts with its citizens at multiple levels depending on their need for more complex and individual services. These can be broken down into distinct tiers as a continuum of need from universal services through to specialist complex targeted services (see diagram below).

The right approach should be proportionate to need ensuring whole population interventions, such as public health campaigns or changes to waste collections, with interventions adjusted and support enhanced according to the needs of groups and individuals. This approach ensures a proper process which both de-escalates and delays need.

When providing support services to people, the need for tailored responses to reflect varying complexity makes service delivery more challenging, and even more important that we get it right. It is also more difficult to track the impact of interventions as often the outcomes and specific cost savings are long term and consequently difficult to quantify.

The figure below outlines the continuum of need in each tier which can be applied across all services. It is a representation of the different types of support available to people.



**Diagram: The Need Continuum**

**Explanation:** At every tier the Council and its delivery partners need to understand present and future demand, considering previous trends to predict future need. Each area of the Council’s business will consider the tiered model and what services are currently provided along with existing demand and future demand. We will then consider the potential options for reducing or delaying demand, and de-escalating needs.

**Tier zero** (not shown in the diagram) is often referred to in Health and Social Care. This level is *prior to universal services* in tier one and is about individuals relying on their own personal resilience and ability to have strong supportive relationships within their families and communities. This is evident when people or an area has a high level of social capital. **The Third Sector and Voluntary Sector** play an important role within tier zero and the council continue to support the sector through our **Change Fund**. Our aim is that citizens will be supported to achieve the highest level of independence that they are able to.

It is vital to consider the whole system, as investment and growth in one area can potentially increase demand elsewhere. Investment in one tier alone is not sufficient to reduce demand in all areas. An holistic application to prevention throughout all tiers is necessary to support people to achieve the outcomes they want in their lives.

## Case Studies

### 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 was in rent arrears and at risk of potential eviction. He was also out of work. He was at high risk of fire at home due to alcohol and other factors. In addition, he was at risk of his health deteriorating and admission to hospital for physical and mental health reasons. LAC support resulted in the following service cost reductions (based on researched average annual costs):

- Reduced demand on mental health services (£956 for an adult with anxiety and depression.
- £1962 cost to the NHS of alcohol dependency.
- Reduced cost to housing of £733 based on simple housing repossession;
- Reduced benefits costs of £7,744 as he is now in paid employment
- Fire prevention resulting in reduced cost of £3568 – the average cost of a fire callout;

**Total cost reduction (first year only): £14,963**



### Case Study – Domestic Violence Hub

A mother reported a violent incident with her partner which occurred while their three children were present. This was not the first time an incident had happened however this was the first time she had reported one. Partner was arrested however mother was afraid that when he is told she has made a complaint against him and wants to end their relationship she will experience further violence with her children present.

Case was assessed as high risk and referred to MARAC. An Independent Domestic Violence Advocate was allocated to support mother as a victim. At first visit mother scored her safety (from further incidents of domestic abuse) at a 2 (1 is high risk, 10 is low).

DA Hub lead worker mediated between parents in relation to the immediate issues of payment of rent, transfer of tenancy and child contact which prevented the requirement for any contact between them and possible escalation of incidents. Outcome of direct work with the children was shared which enabled father to consider the impact of his behaviour on the children and act in accordance with their wishes and feelings regarding contact. Over the following weeks mediation in relation to child contact continued and this progressed to contact between the children and their father being supervised by a family member and eventually, when they felt ready, to unsupervised in the community.

Support was provided to the mother to make a priority application to the Local Authority for housing and benefits for her and the children. Mother and the children moved to an alternative address where she was in receipt of her full entitlement to benefits. Mother scored her and the children's safety (from further incidents of domestic abuse) at a 6.

IDVA assisted mother to request special measures in order to attend court and attended with her on the day to provide support. Mother was introduced to the DAISE project run by Swansea Women's Aid who were able to provide one to one support.

The case was closed when mother scored her's and the children's safety (from further incidents of domestic abuse) at a 9 and agreed that all identified needs had been met.

This early intervention approach can be applied to other areas of the Council or to partner's delivery.

Ultimately we are seeking to ensure that people get good quality and appropriate services, meeting their needs within the right tier of support. Early intervention will ensure that people's needs are met at the lowest appropriate tier. This approach will result in a reduction in demand for the more costly interventions delivered within tiers 3 and 4 and focus at every point of de-escalating need.

## 5.8 The Prevention Optimum Model

The optimum model sets out what we would be doing if we get our Prevention Strategy approach right. It is important that we work to ensure that this approach is understood corporately and with our partners in order to embed prevention principles and delivery mechanisms.

*The principles we will adopt as Swansea's prevention optimum model are;*

- A whole Public Service Board and whole Council approach;
- Making every conversation count;
- Holistic universal and early intervention services;
- A culture where all services are acting at every point to de-escalate need and build on strengths;
- Adopting strength based approaches using the strengths of individuals, families and communities;
- Supporting independence at all stages, with different levels of interventions offered;
- Building resilience, social capital and social networks;
- Delivery partners have confidence in the approach;
- Making evidence based investment decisions of what reduces demand;
- Learning about 'what works' is fundamental to future delivery.

*The optimum model would encompass the following elements:*

- Needs assessment providing trend data for each tier and future predictions;
- Services map activities onto the continuum of need to see what is in place/its cost;
- Gap analysis across the tiers to establish over/under provision based on outcomes;
- Outcomes to begin, leading to options for services;
- Clear unit costs and budget;
- Staff/member training to reinforce importance of and their role in prevention;
- Engaging people in design and delivery of services through co-production;
- Working in partnership with other agencies, voluntary and community sector;
- Strong and effectively managed commissioning of services across all tiers.

## 5.9 The importance of partnerships

In this strategy we have chosen to include all of our prevention activity as a Council that helps to sustain quality of life and encourages resilience and independence. We recognise that prevention is everyone's business within the Council and is therefore our corporate approach.

## 5 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**. In this way, as we further develop activities with our PSB partners, we can add them in to our **dynamic action plan**.

These key priorities can only be achieved through corporate and partnership approaches to prevention and wellbeing for Swansea. The issues we face can only be tackled through new ways of working, including joined up partnerships, around shared issues, which build individuals, families and communities resilience and support people to achieve outcomes for themselves. The overriding message is **prevention is everyone's business** – all Council staff, directorates, our partners and stakeholders – to encourage the increasing partnership with and resilience of the communities we serve.

In order to continue to reduce the expenditure and the demand in each of the key priority areas we need to look to an evidence base of what works. Many of these initiatives will need pump priming, acting as a catalyst for wider change, with the majority refocusing existing spend, whether that is grant funding or core budget. The Council is committing to an invest to save approach over a period of twenty years. Where we recognise need, individual business cases for proposed intervention will be brought forward, resulting in an informed, evidenced action and investment plan to deliver this strategy.

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

#### Some early and overarching actions:

1. Working with Swansea's Public Service Board, seeking targeted commitments from PSB partners;
2. Preparing business cases for preventative action and identifying funding sources as appropriate;
3. Develop an Adults Support Continuum, learning from the successes of the Local Area Coordination (LAC) approach;
4. Making culture changes to make every contact count;
5. Giving preventative messages through information advice and assistance (IAA);
6. Embedding the prevention approach in the commissioning review process;
7. Delivery of staff and member training around the prevention agenda;
8. Working with Swansea's voluntary and community sector to support their preventative approach and help develop their role;

9. Maximising links to opportunities created through Council, partner and private sector investment in the Swansea Region, targeting these opportunities at local people to increase personal wealth.

### **How will we know if we have been successful?**

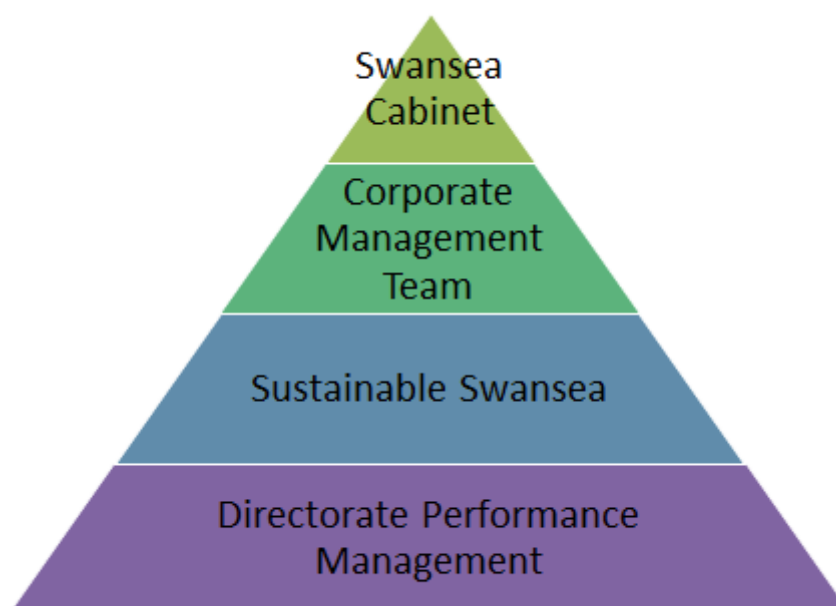
We will know that we have been successful when we see the following types of outcomes (these are not meant to be exhaustive):

- Key progress is made against the KPI's associated with our six population outcomes;
- We identify reductions in need for costly services and complex interventions;
- Prevention activity is embedded across Council Services and across the services of our PSB partners;
- We can evidence the avoidance of unnecessary expenditure;
- We are confident that costly interventions were appropriate, necessary and could not have been avoided.

We will work across Council departments and with partners to develop a performance framework as appropriate to enable delivery of this plan.

## 6 Governance

The diagram below shows how the Prevention Strategy will be managed within the City and County of Swansea. This needs then to be considered in the wider strategic context of the Swansea's Public Service Board via The Leader and CEO.



### Explanation

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 on to 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.

## 7 Action plan

The Action Plan outlining key activities and quarterly outcomes is attached to this document. The Action 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.

## 8 References

*'A Case for Investing in Public Health'* - World Health Organisation – Regional Office for Europe

*'Fair Society, Healthy Lives'* – The Marmot Review (Strategic Review of Health Inequalities in England - 2010

*'Adverse Childhood Experiences and their impact on health-harming behaviours in the Welsh adult population'* – Public Health Wales 2015

*'Transforming Young Lives across Wales: The Economic Argument for Investing in Early Years'* - CHEME

*Prevention – A Shared Commitment – Making the case for a prevention Transformation Fund'* – Local Government Association – 2015

*'Making a Difference: Investing in Sustainable Health and Well Being for the People of Wales.'* Public Health Wales 2016

*'Demand Management Presentation'* – IPC 2016

Prevention Strategy Delivery Plan 2017-2019		2017				2018				2019				Accountability	
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Director	HOS
Population Outcome	SMART Objective														
<b>Generic</b>	Examine not for profit commercial models to support delivery and expand provision across all service areas													MH	CW
	Support PSB partners to develop a prevention approach via prevention theme at the Health Summit and follow up workshops													CS	
	Develop a guide on prevention activity to embed prevention approach in cross cutting commissioning reviews													CS	
	Prepare business cases with partners for preventative action and identifying funding sources when opportunities are identified													CS	RM
	Develop a toolkit to support staff and members embed preventative approached into everyday business													CS	RM
	Work in partnership with Swansea's third sector to develop a strategy to support prevention approaches													CS	RM
	Review our data capture to ensure reporting against outcomes													MH	SC
	Work with PSB partners to support monitoring of outcomes													CS	
	Achieve reductions in service demand, using prevention means to change customer behaviour.														
	Work with Sustainable Swansea to develop an action plan to reduce demand for services														
	Develop an action plan to support the principle that 'every contact counts'													MH	SC
	Work with our partners and communities to co-produce services.													CS	M
Work with our third sector partners to develop support services in 'Tier Zero' - independence and resilience.															
Deliver a high quality and efficient Customer Relationship Management (CRM) Services for Swansea meeting our agreed quality target threshold.	MH	SC													
<b>Children have a good start in life</b>	Work with Health Partners and the PSB to seek to extend Early Years provision via the Best Start Campaign													CS	RM
	Work with Health Partners to seek to improve early speech and language provision													CS	RM
	Work corporately and in partnership to deliver Welsh Government extended childcare offer													CS	RM
<b>People learn successfully</b>	Invest in and fundamentally remodel our EOTAS approach, supporting young people through schools													CS	LH
	Remodel Adult and Community Learning to focus on wellbeing and support our Learning City ambition													CS	RM
	Deliver a council wide apprentice and trainee strategy aimed at developing training and employment opportunities for young people and targeting those in greatest need													MN	PH
<b>Young people and adults have good jobs</b>	Through our economic regeneration activities we will maximise skills development and job opportunities to local people using the principles of Beyond Bricks and Mortar throughout the development process;													MN	PH
	Maximise job and training outcomes through programmes like Communities 4 Work, Lift, Swansea Workways and our Council wide apprenticeship programme													CS/MN	RM/PH
<b>People have a decent standard of living</b>	Extend the Beyond Bricks and Mortar procurement approach to other service contracts													MN	PH
	Examine how local benefit can be extended through positive encouragement of social value throughout our whole development process													MN	PH
<b>People are healthy, safe and independent</b>	Develop an adult support continuum promoting resilience and independence													CS	RM
	Expand the partnership approach to addressing domestic abuse through the DV Hub and Key 3 Worker													CS	JT
	Respond to the outcomes of the Family Support Continuum Commissioning Review, using existing spend to deliver options for change cross child and family, poverty and prevention, health and education services													CS	DH
	Extend the Local Area Coordination approach across Swansea													CS	
	Develop a sound business model for the local food initiative, enabling the development of a self sufficient not for profit enterprise													CS	RM
	Continue to support a range of prevention activities across "core services" including the provision of culture and leisure, community centres and libraries.													MN	CH
	Continue to deliver leisure services across Swansea having a positive impact upon the health and well-being of Swansea Citizens, through encouraging more active lives.													MN	TM
	Our Parks and open spaces, cleansing services and prevention of waste through waste management and recycling will continue to maintain a high quality environment													MN	LM
	Our public protection activities will continue to prevent as far as is possible the risk of disease and illness be dealing with a range of activities from vermin to food safety														
	Continue to deliver Wales Community Care Information System (WCCIS) – a partnership with NHS Wales enabling sharing of information and help to deliver improved care and support for the people of Wales;													MH	SC
Deliver our customer contact and self-service to agreed targets which can play a key role in prevention particularly Information, Advice and Assistance (IAA).													MH	SC	
<b>People have good places to live and work</b>	Attain the Welsh housing quality standard improving the accommodation and well-being of our citizens													MN	LM
	Maximise investment, regeneration and access to job and training opportunities through Swansea's City Deal proposals													MN	PH



# Agenda Item 22.

## Report of the Cabinet Member for Environment & Transportation

Cabinet – 16 March 2017

### FPR7 - CAPITAL ALLOCATION TO HIGHWAY INFRASTRUCTURE ASSETS 2017-18

<b>Purpose:</b>	To confirm the Capital Work Programme for highway infrastructure assets.
<b>Policy Framework:</b>	The Revenue and Capital budget as reported to and approved by Council on 23 <sup>rd</sup> Feb 2017.
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that:  1) The proposed allocations, together with the Financial Implications set out in <b>Appendix A</b> , are approved and included in the Capital Programme.
<b>Report Author:</b>	Bob Fenwick / Stuart Davies
<b>Finance Officer:</b>	Jayne James / Jeffrey Dong
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Phil Couch

#### 1. Introduction

- 1.1 At its meeting of 23rd February 2017, Council approved the Revenue and Capital Budget for 2017/18. The Capital budget included an allocation of £3.476m for highway and infrastructure assets.
- 1.2 Furthermore, an additional allocation of £1m for 2017/18 has been made for Invest to Save schemes, by undertaking repairs to reduce the level of third party claims against the Authority.

#### 2. Objectives

- 2.1 The City and County of Swansea's infrastructure is in need of significant investment and there is a significant backlog of works. The Authority is continuing to develop an updated Highways Asset Management Plan to the principals agreed at the all Wales Asset Management Project. This will ensure spending is targeted based on a whole life cost approach which will minimise financial and service demands.

2.2 The Authority looks at different methods of repair and uses assessment methods agreed across Wales to evaluate the effect on network condition based on a mix of preventative, reactive and planned maintenance works. The highway capital programme 2015-20 was developed with these principals. The prioritisation for schemes is based on condition, likely deterioration and network importance.

### **3. Key Proposals**

3.1 Investment this year is over £4m. This includes the additional £1m funding and is in response to the identified backlog of repairs required on Swansea's roads. It is critical to ensure that investment in the highway network is sustained in future years to minimise future deterioration.

3.2 The £1m invest to save allocation will be prioritised on areas of highways maintenance that give the highest concerns in terms of insurance risk and claims. This will include a substantial spend on kerb on flat footway schemes, works to tackle skid resistance, joint repairs, and small area machine patching. The small programme of resurfacing schemes will tackle areas that have deteriorated since the forward works programme was published and will be prioritised on network importance.

3.3 A steady state figure calculated to stop further deterioration of carriageways alone is £6m per annum and the current backlog for carriageways is calculated at over £50m. The programme of carriageway works is included in the published Forward Works Programme 2015-20. The detail of this programme is available at <http://www.swansea.gov.uk/highways>. There may be some changes to this programme during the year as schemes may need to be brought forward or pushed back for example to coordinate with utility works.

3.4 There is a significant backlog of works to refurbish footways. This also remains a concern as the issue is reflected in the level of third party claims for trip and falls. The list of schemes planned is included in the published Forward Works Programme 2015-20. The detail of the proposed schemes can be accessed at <http://www.swansea.gov.uk/highways>

3.5 There are significant funding challenges for maintaining the bridges as there are 157 bridges, 44 culverts, 13 subways and 3 gantries within highway ownership. The programme to update bridges has been prepared to reflect requirements on strategic routes and those where strengthening is required.

3.6 The condition of highway retaining walls continues to give cause for concern. There is a need to carry out proactive works to prevent others from failing. This budget will also in the future, pick up all retaining walls within Council ownership. There are currently 429 retaining walls on the asset register with an approximate total length of 13km.

- 3.7 The River Tawe barrage infrastructure requires sustained investment to ensure operations associated with Marina and other waterside activities are maintained.
- 3.8 Street lighting infrastructure is still a cause for concern. A testing regime has been put in place to identify lighting columns at risk, and this resulted in a significant number of columns being removed. The majority of these have now been replaced, but further testing will identify more columns that need to be removed and replaced.
- 3.9 The programme to install dropped crossings to meet the requirements of the Equality Act will continue for the foreseeable future.
- 3.10 Longstanding works to reduce flooding on the highway will be implemented across the Authority. This will include specific works on several culverted watercourses. This element of the budget will also be used as match funding where Welsh Government funding streams are available.
- 3.11 An allocation has been made to deal with maintenance to unadopted paved and surfaced areas that are Authority owned in the public realm (non-housing). This is aligned with the move towards a “corporate ownership of assets”. Highways & Transportation will inspect and maintain these areas as problems are identified on a prioritised basis. This allocation also includes for historic but newly adopted streets that require work to bring them to adopted standard and for life threatening emergencies on un-adopted highways.
- 3.12 The condition of the cycleway network is generally satisfactory but there are sections that are nearing or past the end of their life. An allocation for cycleway surfacing work is included.
- 3.13 A significant percentage of highway safety barriers have been identified as in need of repair against current standards. The programme to repair and renew the barriers identified will continue for the foreseeable future.
- 3.14 Damaged sections of the coastal defences require investment to prevent further damage. The allocation also includes provision to investigate flood risks as identified by the Flood Risk Management Plan.

#### 4. Allocation

- 4.1 In the current year the Infrastructure funds will be allocated as follows:

Carriageway Resurfacing	£1,370k
Footway Renewals	£650k
Bridges and Retaining Walls	£400k
Marina & Barrage	£65k
Street Lighting Refurbishment	£250k
Dropped Crossings	£ 20k
Drainage/Flooding Works	£400k

Unadopted Council-Owned Streets	£65k
Car Park Resurfacing and Improvements	£20k
Cycleway Surfacing	£30k
Replace Safety Barrier	£50k
Coastal Defence Works and Flood Risk Management	£100k
Urgent Infrastructure Works	£56k
<b>TOTAL</b>	<b>£3,476K</b>

The Invest to save funds will be allocated as follows:

Footway resurfacing (kerb on Flat/marina setts)	£260k
Carriageway Repairs (resurfacing schemes/joint repairs/machine patching/skid resistance)	£740k
<b>TOTAL</b>	<b>£1,000K</b>

These schemes will target the areas of highest risk to the Council as this will help achieve a reduction in insurance costs.

## 5. Equality and Engagement Implications

- 5.1 The Capital investment in Highway and related Infrastructure will assist all road users and the inclusion of funding for dropped crossings will particularly help less mobile pedestrians and wheelchair users. Individual projects will be subject to the EIA process where required.

## 6. Financial Implications

- 6.1 **Capital** - The full cost of the Highways and Other Infrastructure works for 2017/18 amounts to £4.476m and will be fully funded by the Authority's own resources. Details are set out in **Appendix A**.
- 6.2 **Revenue** - Future maintenance expenditure will be met from respective Revenue Service budgets. An effective capital investment programme will help future revenue pressures.

## 7. Legal Implications

- 7.1 This investment will assist the Authority in discharging its statutory duty to maintain the Public Highway. All Procurements and Contracts intended to be let in respect of the above Schemes will need to be in accordance with current UK Legislation and EU Directives as well as complying with the Council's Contract Procedure Rules.

**Background Papers:** Highways Forward Programme of Works 2015-20 available on <http://www.swansea.gov.uk/highways>.

**Appendices:** Appendix A – Financial Implications

**FINANCIAL IMPLICATIONS : SUMMARY****Portfolio: PLACE****Service : HIGHWAYS AND OTHER SERVICES****Scheme : HIGHWAYS AND OTHER INFRASTRUCTURE ASSETS CAPITAL MAINTENANCE**

<b><u>I.1. CAPITAL COSTS</u></b>	<b>Memo 2016/17 £'000</b>	<b>2017/18 Capital Programme</b>					<b>TOTAL £'000</b>
		<b>2017/18 £'000</b>	<b>2018/19 £'000</b>	<b>2019/20 £'000</b>	<b>2020/21 £'000</b>		
<b>Expenditure</b>							
<b>Highways and Other Infrastructures</b>							
Bridges/Retaining walls	456	400				400	
Marina barrage	65	65				65	
Street lighting refurbishment	250	250				250	
Footways	650	650				650	
Dropped crossings	20	20				20	
Drainage works	400	400				400	
Safety barriers	50	50				50	
Cycle ways	30	30				30	
Carriageway resurfacing	1,335	1,370				1,370	
Unadopted Council owned Streets	100	65				65	
Car park resurfacing/improvements	20	20				20	
Coastal Defence Works	100	100				100	
Invest To Save	1,000	1,000				1,000	
Urgent Infrastructure budget	0	56				56	
<b>EXPENDITURE</b>	<b>4,476</b>	<b>4,476</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,476</b>	
<b>Financing</b>							
Own resources	3,476	3,476				3,476	
Insurance Fund	1,000	1,000				1,000	
						0	
<b>FINANCING</b>	<b>4,476</b>	<b>4,476</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,476</b>	
<b><u>I.2. REVENUE COSTS</u></b>							
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>2018/19 £'000</b>	<b>2019/20 £'000</b>	<b>FULL YEAR £'000</b>	
<b>Service Controlled - Expenditure</b>							
Employees )							
Maintenance )							
Equipment )							
Administration )							
		to be met from existing budgets					
<b>NET EXPENDITURE</b>	<b>0</b>	<b>0</b>	<b>0</b>			<b>0</b>	

# Agenda Item 23.

## Report of the Cabinet Member for Next Generation Services

Cabinet – 16 March 2017

### CAPITAL MAINTENANCE REPORT 2017/18

<b>Purpose:</b>	To agree the schemes to be funded through the Capital Maintenance programme
<b>Policy Framework:</b>	The Revenue and Capital Budget as reported to and approved by Council on the 23 February 2017
<b>Reason for Decision:</b>	To comply with Financial Procedure Rule No. 7 (Capital Programming and Appraisals) to commit and authorise schemes as per the Capital programme.
<b>Consultation:</b>	Finance Legal Access to Services Education
<b>Recommendations that Cabinet:</b>	
1)	Approves the proposed capital maintenance schemes as listed in <b>Appendix A</b> .
2)	Authorises the financial implications identified in <b>Appendix B</b> to be included in the capital programme.
<b>Report Author:</b>	Andrew Shaw
<b>Finance Officer:</b>	Paul Roach (Revenue) Jayne James (Capital)
<b>Legal Officer:</b>	Debbie Smith
<b>Access to Services Officer:</b>	Phil Couch

## 1.0 Introduction

Cabinet has previously approved the Council's Asset Management Plan for Property Assets which sets out a series of measures to improve the management and performance of the property portfolio. This Report sets out the way in which the Capital Maintenance resources for 2017/18 will be deployed.

## 2.0 Capital Programme Process

On 23 February 2017, Council approved a Capital Maintenance allocation of £4 Million for the financial year 2017/2018, together with an additional £1 Million for further Schools Capital Maintenance. The priority list of projects allocated against the £4 Million budget is identified within this report. The priority list of projects allocated against the additional £1 Million budget will be subject to a separate report to Cabinet.

## 3.0 Objectives of Scheme

- 3.1 The proposals set out will directly support the corporate objectives of the Authority, in relation to the maintenance and improvement of the Authority's building portfolio.
- 3.2 This maintains the previous commitment to address the significant backlog of maintenance and minimise the potential effect of unforeseen breakdowns of building elements.
- 3.3 As was reported in previous building maintenance programme reports, attention needs to be drawn to the fact that the Authority still has a significant backlog of maintenance and whilst there have been some reductions in this backlog, the limited programme contained within the 2017/18 budget, whilst being very important, will not remedy the immediate backlog which still amounts to in excess of £234m.

Notwithstanding the current financial pressures, further budget provisions will therefore need to be made in subsequent years to maintain this investment and minimise the risks of failure and unplanned closures.

- 3.4 The list of identified schemes (**Appendix A**) has been selected on a priority basis. The criteria for selection (unless otherwise stated) was based upon Condition rating, Legislative compliance, Health and Safety implications, likelihood of failure and business continuity. Whilst all schemes have been selected on these criteria there are a number of similar priorities which we are unable to progress within the budgets available.

## 4.0 Description of Schemes

- 4.1 The recommended list of schemes is included in **Appendix A** and to assist, a brief summary of the planned works have been included as follows:-

- 1a) **Statutory Compliance - Electrical**

The schemes listed consist of total rewrites, partial rewrites or upgrades to ensure safety and compliance with electrical regulations and maintained operation of the premises.

- 1b) **Mechanical/Heating Schemes**

The schemes listed in this section deal with the avoidance of heating failures within our establishments on a prioritised basis.

- 1c&1d) **Statutory Compliance - Legionella and Asbestos**  
As a result of the existing policy to enable compliance with the legionella and asbestos legislation, capital repairs arising out of risk assessments and surveys need to be carried out to maintain compliance. These upgrades are actioned throughout the year and therefore a list of schemes cannot be prepared in advance. Separate revenue monies have been set aside to deal with the ongoing management process and minor repairs.
- 1e) **Statutory Compliance – Radon**  
Further to the Welsh Government’s directive for an awareness programme of RADON in schools, and in line with the “Ionising Radiations regulations 1999”.
- Welsh Government produced a directory of all schools that require testing for Radon; currently we have completed testing in all schools in the high risk areas. There is a need to carry out further testing within the remaining schools.
- 1f) **Statutory Compliance – Glazing Regulations**  
Following Notice served by the Health and Safety Executive, money was set aside for 2006/07 to allow safety filming of relevant glazing within schools. Following the completion of these works the Authority was advised by the HSE that it needs to demonstrate its ongoing commitment relating to all of its remaining buildings and the allocation for 2017/18 will allow this process to continue.
- 1g) **Statutory Compliance – Accessibility for Disabled People**  
Consultation through Local Access Groups would determine required investment to the prioritisation of buildings within the available budget for 2017/18.
- 2) **Essential Building Repairs**  
The schemes listed in **Appendix A** are a combination of prioritised schemes and allowances linked to the ongoing maintenance strategy.
- 2a) **Essential Repairs to Listed Buildings**  
In line with the Listed Buildings Strategy agreed by Cabinet on the 6<sup>th</sup> January 2014, Corporate Building and Property Services will liaise with planning officers and ensure that the available budget will continue a programme dealing with the Authority’s listed assets on a prioritised basis.
- 3) **Drainage Works to Schools**  
Previous allocations have been made to initiate a programme of drainage surveys to all of the Authority’s Schools. This has identified a range of significant repairs which, if rectified, should assist the Authority in mitigating future structural failures and health



and safety issues within the Schools. Minor repairs should be undertaken by Schools in line with their delegated budget.

4) **Energy/Sustainability Investment/Carbon Reduction Commitment**

The budget for 2017/18 will allow the extension of good practice measures to reduce the Council's energy use and carbon emissions. The planned programme of works will help deliver on the Council's Carbon Reduction Strategy approved by Cabinet on the 17<sup>th</sup> November 2011 and help mitigate the Authority's financial obligation within the Carbon Reduction Energy Efficiency Scheme (CRC). The energy strategy identifies within its action plan a number of feasibility studies, which will help explore future technologies. The appointment of appropriate consultants will help inform the feasibility studies, which in turn will inform our future strategies.

5) **Fire Risk Assessments**

The Council is required to undertake Fire Risk Assessments as dictated by *The Regulatory Reform (Fire Safety) Order 2005*. Mid & West Wales Fire Service (M&WWFS) who are responsible for the enforcement of general fire safety legislation to include *The Regulatory Reform (Fire Safety) Order 2005*.

A joint approach now takes place with M&WWFS who inspect council owned assets and at times can highlight a number of measures that require attention in relation to fire safety. It is difficult to quantify the scale of works required; therefore a budget will be allocated and monitored accordingly in line with prioritised actions.

6) **Emergency Reserve Fund**

This limited fund will allow immediate response to potential building failure to avoid significant disruption, Health and Safety risk or closure. This is a limited amount which will be allocated on a priority basis throughout the year and therefore individual schemes are not listed.

7) **Match Funding**

The Capital Maintenance programme has previously included an element for match funding capital projects within schools. This has allowed the Authority to develop a joint and consistent approach in dealing with the maintenance backlog problem within our Education Portfolio by pooling resources on projects where "liability" under the division of responsibilities is ambiguous. This works with schools using their devolved maintenance allocation, thus allowing more significant repairs to be undertaken. The programme over previous financial years has been highly successful. Whilst the funding pressures on schools are also recognised, it is proposed that during 2017/18 a further allocation is made to match fund medium value projects.

8) **Commissioning Reviews**

There are a number of Service Departments who in 2017/2018 will progress through their commissioning reviews. As with other reviews there will be a key focus on building assets within the service's area.

To that end a modest capital allocation has been accounted for within the 2017/2018 Capital Maintenance allocated budget.

The budget will be utilised to support priority works within the established post-commissioning review outcomes.

9) **Preliminary Design**

This limited budget will allow initial design to commence for schemes likely to feature in 17/18, which will in turn inform the future work programme allowing early procurement and maximum spend against profile.

4.2 **QEd Programme**

4.2.1 The proposed list of schemes listed under **Appendix A** is based on the technical assessment of the individual establishments, resulting in the prioritised listing attached. However consultation has taken place with Education colleagues to confirm that none of the suggested schemes will conflict with the Authority's current QEd 2020/21<sup>st</sup> Century Schools Programme.

4.2.2 The additional £1 Million has been made available to deal with priority building condition related matters within schools. The Capital programme to deal with high priority building maintenance issues in schools that currently fall outside the immediate Band A programme.

5.0 **Equality and Engagement Implications**

5.1 The Capital maintenance investment within building assets in Swansea will help to realise a more sustainable asset portfolio for the City and County of Swansea. Where relevant, each specific project for which funding is agreed will be screened for an Equality Impact Assessment.

6.0 **Financial Implications**

6.1 **Capital**

The total capital cost of the schemes amounts to £5 Million capital maintenance (£4 Million annual allocation plus an additional £1 Million for Schools capital maintenance) and will be fully funded by Welsh Government Capital Grant, Supported Borrowing and Unsupported Borrowing. Details are set out in **Appendix B**.

## 6.2 Revenue

Maintenance costs will be met from existing revenue budgets.

## 7.0 Staffing Implications

7.1 Elements of the design and works will be procured externally to supplement in-house resources although the first call will be to seek interest from neighbouring Authorities, where appropriate.

## 8.0 Procurement

8.1 The 2017/18 Capital Maintenance projects identified within **Appendix A** of this report will therefore be delivered by a combination of in-house resources, with other projects procured in line with Contractual Procedural Rules. Any externalised works will be procured in accordance with Contract Procedure Rules (CPRs) and procurement rules and regulations.

## 9.0 Legal Implications

9.1 As indicated in Paragraph 4 of the Report, the Council must comply with various statutory requirements as well as general obligations under the Occupiers Liability Acts.

**Background Papers:** None

**Appendix A:** Capital Maintenance Budget 2017/18 – Proposed Programme

**Appendix B:** Financial Implications Summary [£1 Million allocated Budget]

**CAPITAL MAINTENANCE AND ADDITIONAL BUDGET FOR SCHOOL'S PRIORITY INVESTMENT 2017/18****PROPOSED PROGRAMME**

	£000's	Location of proposed works	Rationale for works	Scope of works
<b>1 STATUTORY COMPLIANCE WORKS</b>				
<b>1a ELECTRICAL SCHEMES</b>				
Gowerton Comprehensive – Fire Alarm Replacement Phase 2 of 3	90	B Block and possible demountable	Recommendations as part of Fire Risk Assessment. Non-compliance with current legislation	Installation of new wiring, containment systems and level/protocol of automatic detection
Plasmari Primary - Electrical Installation upgrade Phase 2 of 2	75	RHS of school	Electrical Installation deemed as unsatisfactory. Non-compliance with current legislation	Replacement of cabling, containment systems, distribution equipment, lighting etc
Civic Centre - Fire Alarm Replacement Phase 5 of 5	90	Ground floor and network system	Recommendations as part of Fire Risk Assessment	Installation of new wiring, containment systems and level/protocol of automatic detection
Pontardulais Comprehensive - Electrical Installation upgrade Phase 1 of 5	100	Various locations	Obsolete plant/equipment	Replacement of distribution equipment
Lift refurbishments [Various locations]	90	TBC	Essential works required as identified within independent reports	Upgrading of lift installations to ensure compliance with Loler regulations
Swansea Market - Electrical Installation upgrade - Phase 1 of 3	100	Various locations	Obsolete plant/equipment	Replacement of distribution equipment
Emergency Lighting upgrades [Various locations] - Schemes of work will be identified throughout the financial year	70			
Lightning Conductor upgrades [Various locations] - Schemes of work will be identified throughout the financial year	80			
	<b>695</b>			
<b>1b MECHANICAL SCHEMES</b>				
Civic Centre - Upgrading pneumatic valves Phase 2 of 2	20			
Pontardulais Primary - Boiler House Refurb & radiator circuits Phase 1 of 4	200	Main plant room and top half of school	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Boiler House refurbishment to include the replacement of main boiler, associated pipework, control circuits, pressure/expansion vessels etc. Along with the worst condition heating circuit
Penclawdd Primary - Radiator heating circuits refurbishment Phase 2 of 3	110	Second phase of heating circuit replacement within Nursery and Hall areas	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Replacement of pipework and heat emitters
YG Gwyr - Radiator heating circuits refurbishment Phase 2 of 3	110	Replacement of heating circuit main block [LHS] and Hall	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Replacement of pipework and heat emitters
St Illtyds Primary - Radiator heating circuits refurbishment Phase 1 of 1	75	Main school	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Replacement of pipework and heat emitters
Pentrechwyth Primary - Radiator heating circuits refurbishments Phase 1 of 1	75	Main school	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Replacement of pipework and heat emitters
Pentrefhafod swimming pool Air Handling equipment Phase 1 of 1	160	Swimming pool	The element of works has been classified as 'category D' - Life expired and in risk of significant failure	Replacement/life expired of redundant equipment
Air Con Refurbishment [Various Schools] - Schemes of work will be identified throughout the financial year	50			
Kitchen/Gas/Ventilation - Schemes of work will be identified throughout the financial year	60			
External Water mains Replacement - Schemes of work will be identified throughout the financial year	40			
Swimming Pool upgrades - Schemes of work will be identified throughout the financial year	40			
	<b>940</b>			
<b>1c LEGIONELLA</b>				
Legionella works	70			
	<b>70</b>			
<b>1d ASBESTOS</b>				
Asbestos Removal	70			
	<b>70</b>			
<b>1e RADON</b>				
Monitoring of Radon	10			
	<b>10</b>			
<b>1f GLAZING REGULATIONS</b>				
Filming/Re-glazing Works	20			
	<b>20</b>			
<b>1g Accessibility for Disabled People</b>				
Accessibility works	30			
	<b>30</b>			
<b>2 ESSENTIAL BUILDING REPAIRS</b>				
Dylan Thomas Comprehensive - Roof works Phase 3 of 7	100	Exact locations based on priority and currently being developed as part of the initial feasibility	Deemed as life expired	Exact specification is currently being developed as part of the feasibility/design process. Likely to include either a liquid coating or high performance felt, to include thermal property of covering.
Pontardulais Comprehensive - Roof works Phase 3 of 7	100	As above	As above	As above
Portmead Primary - Roof works Phase 3 of 4	100	As above	As above	As above
Plasmari Primary - Roof works Phase 2 of 2	100	As above	As above	As above
Clase Primary - Roof works Phase 3 of 7	95	As above	As above	As above
Bishopston Comprehensive - Roof works Phase 1 of 10	200	As above	As above	As above
Penclawdd Primary - Roof works Phase 1 of 4		As above	As above	As above
Gwrosydd Primary - Roof works Phase 1 of 10		As above	As above	As above
Bishop Vaughan RC - Roof works Phase 2 of 4	75	As above	As above	As above
Birchgrove Primary - Roof works Phase 1 of 9		As above	As above	As above
	<b>770</b>			
<b>2a ESSENTIAL REPAIRS TO LISTED BUILDINGS</b>				
General repairs to Listed Buildings	35			
	<b>35</b>			
<b>3 DRAINAGE WORKS TO SCHOOLS</b>				
Drainage Repairs to Schools	50			
	<b>50</b>			
<b>4 DELIVERY OF ENERGY PROJECTS</b>				
Energy, Sustainability Works and feasibility studies as part of the Energy Strategy and associated Action Plan	90			
	<b>90</b>			
<b>5 FIRE RISK ASSESSMENT</b>				
Fire Risk Assessment Works	230			
	<b>230</b>			
<b>6 EMERGENCY FUND FOR URGENT REPAIRS</b>				
Emergency Fund Works	650			
	<b>650</b>			
<b>7 MATCH FUNDING</b>				
	100			
	<b>100</b>			
<b>8 COMMISSIONING REVIEWS</b>				
Capital investment to support outcomes arising from cross cutting commissioning reviews	170			
	<b>170</b>			
<b>9 PRELIMINARY DESIGN</b>				
	70			
	<b>70</b>			
<b>BUDGET 2017/18 TOTAL</b>				<b>4000</b>

## APPENDIX B

### FINANCIAL IMPLICATIONS : SUMMARY

Portfolio: PLACE

Service : CORPORATE BUILDING & PROPERTY SERVICES

Scheme : CAPITAL MAINTENANCE - BUILDINGS 2017/18

Head of Service: CORPORATE BUILDING & PROPERTY SERVICES

#### 1.1. CAPITAL COSTS

	2017/18	2018/19	2019/2020	2020/2021
	£'000	£'000	£'000	£'000

#### EXPENDITURE

##### **Capital Maintenance**

Stat Compliance - Electrical works	695			
Stat Compliance - Mechanical works	940			
Stat Compliance - Legionella/Asbestos	140			
Stat Compliance – Radon	10			
Stat Compliance - Glazing	20			
Stat Compliance – Accessibility for Disabled People	30			
Building repairs	770			
Essential Repairs to Listed Buildings	35			
Drainage works to schools	50			
Energy/sustainability works	90			
Fire risk assessments	230			
Emergency works	650			
Match Funding	100			
Commissioning Reviews	170			
Preliminary Design	70			

<b>EXPENDITURE</b>	<b>4,000</b>	<b>0</b>	<b>0</b>	
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##### Financing

Welsh Government Grants/Supported Borrowing	4,000			
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<b>FINANCING</b>	<b>4,000</b>			
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#### 1.2. REVENUE COSTS

	2017/18	2018/19	2019/2020	FULL YEAR
	£'000	£'000	£'000	£'000

##### Service Controlled - Expenditure

To be met by existing budgets				0
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<b>NET EXPENDITURE</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
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# Agenda Item 24.

## Report of the Cabinet Member for Education

Cabinet – 16 March 2017

### LOCAL AUTHORITY GOVERNOR APPOINTMENTS

<b>Purpose of Report:</b>	To approve the nominations submitted to fill L. A. Governor vacancies in School Governing Bodies.
<b>Policy Framework:</b>	Policy and Procedure for Appointment of L. A. Governors as amended by Council on 23 October 2008.
<b>Reason for Decision:</b>	To ensure vacancies are to be filled expeditiously.
<b>Consultation:</b>	Education, Legal, Finance.
<b>Recommendation:</b>	It is recommended that: -  1. The nominations be approved, as recommended by the LA Governor Appointment Panel.
<b>Report Author:</b>	Gemma Chapman
<b>Finance Officer:</b>	David James
<b>Legal Officer:</b>	Stephen Holland
<b>Access to Services Officer:</b>	Sherill Hopkins

#### 1.0 The nominations referred for approval

1.1 At the meeting of the L.A. Governor Appointment Panel held on 23 February 2017, nominations were recommended for approval as follows:

1. Brynhyfryd Primary School	Ms Isobel Norris
2. Portmead Primary School	Mr David Mackerras

3. Dylan Thomas Community School	Mr Adrian Rees
4. Gowerton Comprehensive School	Ms Estelle Hart
5. YGG Llwynderw	Mrs Junnine Thomas-Walters

## **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

# Agenda Item 25.

## Report of the Tackling Poverty Scrutiny Inquiry Panel

Cabinet – 16 March 2017

### TACKLING POVERTY SCRUTINY INQUIRY

<b>Purpose:</b>	This report presents the findings, conclusions and recommendations resulting from the Panel's Inquiry into Tackling Poverty.
<b>Policy Framework:</b>	Council Constitution.
<b>Reason for Decision:</b>	To consider recommendations made by the Scrutiny Inquiry Panel and agree action.
<b>Consultation:</b>	Legal, Finance
<b>Recommendation(s):</b>	It is recommended that:  1) Cabinet receives the report and tasks the relevant Cabinet Member to report back to the Cabinet with a written response to the scrutiny recommendations and proposed action(s) for Cabinet decision.
<b>Report Authors:</b>	Councillor Sybil Crouch (Panel Convener) Dave Mckenna (Scrutiny Manager)
<b>Finance Officer:</b>	Carl Billingsley
<b>Legal Officer:</b>	Wendy Parkin
<b>Access to Services Officer:</b>	Sherril Hopkins

#### 1.0 Introduction

- 1.1 This report presents the findings, conclusions and recommendations resulting from the scrutiny inquiry into Tackling Poverty. The Scrutiny Panel's final report, appended, requires a Cabinet decision.
- 1.2 In accordance with the Council Constitution reports from scrutiny to the Executive are presented to the first available Cabinet meeting. The convener of the Panel will present the report and accompanying recommendations.

#### 2.0 Scrutiny Programme Committee

- 2.1 On 13 February 2017 the Scrutiny Programme Committee discussed and agreed the report for submission to Cabinet.



### **3.0 Cabinet Decision**

- 3.1 At this meeting the role of the Cabinet is to receive the report and task the relevant Cabinet Member to prepare a written response on behalf of Cabinet. The Cabinet Member's response report should be scheduled for a future Cabinet meeting **no later than two months** following formal receipt of the scrutiny report (in practice, given the election, this could mean either the meeting of the 20 April or the first available Cabinet meeting after the Annual Meeting).
- 3.2 In their response report the Cabinet Member should recommend approval or rejection of each of the scrutiny recommendations together with an explanation. Within their report the Cabinet Member should also provide a proposed action plan to show what steps are being or will be taken to implement recommendations. Cabinet will then make a decision on the Cabinet Member's response report.

### **4.0 Follow Up**

- 4.1 The Panel will schedule a follow up on progress with the implementation of the action plan agreed by Cabinet and impact of the scrutiny inquiry, and report their views to the Scrutiny Programme Committee. The panel convener and the Scrutiny Officer will ensure that a review of progress against accepted recommendations is scheduled into future work programmes. Usually a progress report will be requested by the Panel within 6-12 months after the action plan has been agreed by Cabinet.

### **5.0 Equality and Engagement Implications**

- 5.1 Equality and engagement issues were formally considered at the scoping stage of this inquiry and borne in mind by the panel throughout evidence gathering. The Cabinet Member will need to ensure that implications are considered via application of the corporate Equality Impact Assessment process when considering the response to the recommendations.

### **6.0 Legal Implications**

- 6.1 There are no specific legal implications at this stage.

### **7.0 Financial Implications**

- 7.1 There are no financial implications to this report. Any potential implications will be outlined in the Cabinet response.

**Background Papers:** None.

**Appendices:** Appendix A – Final Inquiry Report.

# **Action, partnership, participation**

*How can the Council's Tackling Poverty Strategy  
be improved?*

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**The Tackling Poverty Scrutiny Inquiry Panel  
City and County of Swansea - Dinas a Sir Abertawe**



February 2017

## Why This Matters

### Foreword by **Councillor Sybil Crouch** (Convener)

Tackling Poverty is key to delivering the health and wellbeing of our citizens and of our city. The Council is to be congratulated for being the only local authority in Wales to have developed and published a strategy to address poverty.



We spoke to a number of people working in the authority and in the public and voluntary sectors who are passionate about this issue. Their commitment is valued and provides optimism that together we can make progress.

We heard powerful testimony from people experiencing poverty and I am especially grateful to them for taking time to tell us what they face on a daily basis. I was moved by their testimony and by their courage in the face of complex problems.

The Tackling Poverty Strategy lays considerable emphasis on the need to involve people experiencing poverty, without whom “there is no delivery”. The evidence we heard from the Leeds Poverty Truth Commission persuades us that this is a model which Swansea should follow and it is one of our principle recommendations that this should be actioned at the earliest opportunity.

Whilst we found good practice in some areas we were very concerned to find that many of the actions necessary to deliver the strategy had stalled. We found a lack of coherence and focus as well as a failure to develop a robust evidence base or a coherent and clear performance monitoring regime.

I hope that our recommendations will be accepted in the positive spirit in which they are made and that this important work will gain a renewed focus and impetus.

The panel met ten times and there were also six other evidence gathering sessions over a period of nine months. I would like to thank the members of the Inquiry Panel who gave their time and commitment, all of those who gave evidence and provided information and the Scrutiny officers for their excellent support, advice and patience.

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## 1 WHY WE PRODUCED THIS REPORT

### 1.1 Overview

1.1.1 This report looks at the following question:

#### **How can the Council's Tackling Poverty Strategy be improved?**

##### **Main Lines of Inquiry**

**a) Action Plan:** How well has the action plan been delivered? How should it be updated and improved?

**b) Target Areas:** This policy is central to the strategy. Is the target areas policy being consistently delivered and understood?

**c) Partnership Working:** The Council cannot tackle poverty in isolation. What has been the role of the Local Service Board in developing and delivering the strategy? What should be the role of Swansea Public Services Board in future?

##### **Additional Lines of Inquiry**

**d) Outcomes:** While the strategy is long term it is still important to know what outcomes are expected and what has been achieved in the short term. Can these be outcomes be identified and are the long term outcomes the right ones going forward? This needs to be more explicit in the report and recommendations

**e) Resources:** The strategy seeks a fundamental shift in the way that the Council operates. To what extent has the strategy influenced the council budget and attracted resources?

**f) Councillors:** Councillors play an important and active role in their communities and yet may not be fully involved in the strategy. How can this be improved? This is currently not referred to in the report or in recommendations

**g) Cross Cutting:** To be effective the strategy needs to influence how every department operates. Has this happened? How could the strategy be more cross cutting?

**h) Awareness:** To have impact the strategy needs to be widely understood. Do people outside those directly involved understand the strategy and what it means for them?

**i) What Works and what doesn't Work:** What has the strategy done well? How can the Council do more of what works? This is currently not referred to in the report

## **1.2 *Selecting the topic***

- 1.2.1 The Inquiry into Tackling Poverty was proposed at the Annual Scrutiny Work Planning Conference in May 2015 and was subsequently included in the scrutiny work programme by the Scrutiny Programme Committee.
- 1.2.2 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.
- 1.2.3 At our pre inquiry meeting we heard from the Cabinet Member for Anti-Poverty and Communities and the Head of Poverty and Prevention. We are grateful for this input that was particularly helpful to us as we shaped the terms of reference for the inquiry.

## **1.3 *Intended contribution***

- 1.3.1 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 to which everyone is able to contribute. It is in this spirit that our conclusions and recommendations are offered.
- 1.3.2 Specifically this report aims 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 whether there is any learning for Swansea's approach
  - Increased councillor understanding about the Tackling Poverty Strategy
  - Greater public awareness of the work of the Tackling Poverty Strategy
- 1.3.3 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.
- 1.3.4 We were informed that many of our conclusions and recommendations are in line with what is being planned by the Cabinet Member and officers. During the course of the inquiry a number of debates have been generated and the new Head of Poverty and Prevention has been appointed. Where our suggestions overlap with what is planned these offer reassurance. Other proposals will provide challenge and stimulate debate.

## **1.4 The Council's Tackling Poverty Strategy**

- 1.4.1 The Council's Tackling Poverty Strategy is one of the mechanisms for delivery of the Council's corporate priority of tackling poverty. It was agreed by Council in November 2014. It has four elements; the main strategy, a performance framework, action plan and poverty profile. Consultation with council officers, partners, voluntary and community sector organisations and residents took place between August and September 2014.
- 1.4.2 The Tackling Poverty Action Plan was not intended to be a full list of everything the Council was doing to address poverty. The Action Plan was focused on additional actions related to three themes:
1. Empowering local people
  2. Changing Cultures
  3. Targeting resources.
- 1.4.3 The Tackling Poverty Strategy and all associated documents can be found in the evidence pack that accompanies this report.
- 1.4.4 The Tackling Poverty Action Plan sits alongside the Council's five workstreams:
- Income & debt
  - Employment
  - Health
  - Education
  - Family support
- 1.4.5 Swansea Local Service Board previously produced a Swansea Single Needs Assessment that covered many relevant poverty issues.

## **1.5 The Target Area Policy**

- 1.5.1 The Policy Commitments Statement adopted by Council on 26th July 2012 identified the intention to take *'a fresh and coherent approach to community regeneration and to tackling poverty in Swansea'* and to *'develop a "Target Area" approach, bringing together council departments, the NHS and other agencies, pooling resources and finance, to work together, across boundaries to tackle the trans-generational causes of poverty and deprivation'*. The Target Area policy and principles for implementation were formally agreed by Cabinet on 28 February 2013.
- 1.5.2 The Target Area approach is integral to the Tackling Poverty Strategy. It is described as *'one of the first tasks'*, the desire *'to organise our services more effectively to meet needs in Target Areas; in the longer term a multi-agency Area Board may be useful, but until we have a better understanding or how we might organise this, we will develop a Public Sector Board to coordinate service more effectively, whilst we work toward a model of community involvement that can provide a more sustainable approach'*.

1.5.3 The Poverty Forum ‘was established in 2012 and is chaired by the Chief Executive. The Leader of the Council is a member given his lead role in Poverty. The forum is cross departmental and inclusive. The work of the forum is to focus on our poverty efforts. The work of the forum is City & County wide but given the dominance of poverty related issues much of the activity will inevitably focus on the Target Areas. The role of the Poverty Forum is to promote an understanding of poverty issues and maintain a focus on the broadest definition of poverty’

- Identify and implement best practice
- Develop and deliver action plans
- Promote innovation and change
- Develop outcome measures and, over the longer term, improve outcomes.”

(From Report of Corporate Management Team – Corporate Briefing 9 January 2013)

## **1.6 Integrated Impact Assessment**

1.6.1 An Integrated Impact Assessment was carried out on the strategy in February 2016. This assessment, commissioned as part of the strategy review process, was facilitated by the Sustainable Development Unit and involved a panel of relevant professionals.

1.6.2 The recommendations made by the panel have been considered as part of this inquiry.

## **2 EVIDENCE**

### **2.1 Evidence collected**

2.1.1 Evidence was collected between April and December 2016. The main evidence gathering activities were as follows:

- a. Pre-inquiry Working Group that discussed a policy overview report with Councillor Will Evans, Cabinet Member for Anti-Poverty & Communities and Sarah Crawley, Head of Poverty and Prevention
- b. Site Visits to Topic House and the Eastside Food Bank
- c. Session with Dr Victoria Winckler of the Bevan Foundation and Emyr Williams from the Public Policy Institute for Wales (PPIW) to discuss ‘what works’ and how evidence can be used to support anti-poverty strategies
- d. A session to hear from Swansea YMCA, Swansea Neath & Port Talbot Citizens Bureau and Age Cymru Swansea Bay - third sector organisations working directly with people experiencing poverty
- e. Session with members of the Panel who conducted the Integrated Impact Assessment on the Tackling Poverty Strategy



- f. Session with Eastside Foodbank/South Wales Baptist Association, Community Bank Wales (Credit Union) and Swansea Fair Debt Campaign - community organisations working directly with people experiencing poverty
  - g. Briefing note on Neath Port Talbot Credit Union Produced for this Inquiry
  - h. Skype call with Leeds Poverty Truth Commission
  - i. Session with representatives of Abertawe Bro Morgannwg University Health Board, South Wales Police and Mid and West Wales Fire Service to discuss the perspective of partner organisations
  - j. Session with Mike Hedges AM, and Councillor Peter Black, who were members of the National Assembly for Wales Committee that produced a report on Poverty in 2015.
  - k. Session with officers from the Tackling Poverty Unit
  - l. Survey of practitioners involved with tackling poverty work
  - m. Focus groups with people experiencing poverty facilitated by Dynamix
  - n. Additional informal session with some of those who took part in the focus groups
  - o. Session with officers from across the Council to consider how the strategy is being delivered across different departments
  - p. Session with the Head of Poverty and Prevention to discuss the delivery of the Tackling Poverty Strategy Action Plan.
  - q. Paper submitted by the Tackling Poverty Unit
  - r. Paper submitted by the Financial Inclusion Steering Group
- 2.1.2 For full details of the evidence gathered including details of all of the findings from each session please see the evidence pack for this inquiry. This can be downloaded at [www.swansea.gov.uk/scrutinypublications](http://www.swansea.gov.uk/scrutinypublications)

### **3 CONCLUSIONS**

*This report considers how the Council's Tackling Poverty Strategy can be improved. The sections reflect the lines of inquiry agreed at the start of the inquiry. Specific proposals are identified throughout and listed separately in the Recommendations section that follows.*

#### **3.1 General**

- 3.1.1 The Council should be proud that it has been committed to tackling poverty for over 20 years. As a Panel we wholeheartedly support the fact that, today, tackling poverty is the Council's main overarching policy – the policy to which all other policies have to contribute. The Council has a dedicated Cabinet Member, a Head of Poverty and Prevention and a Tackling Poverty Unit. All of this underlines the importance attached to this issue – and rightly so. For the challenge of poverty is as great today as it was 20 years ago.
- 3.1.2 The fact that the Council has a strategy demonstrates that Swansea is a progressive council when it comes to this issue. When we asked Dr Victoria Winckler about good practice in Wales she said that 'Swansea is ahead of the curve in Wales even talking about a strategy'. However it is not sufficient just to have a strategy or talk about it, there must also be clearly demonstrable progress to implement and deliver the strategy. Targets and objectives should be set for managers, Heads of Service and Directors as part of the Performance Management framework. The Chief Executive should take overall responsibility for delivery.
- 3.1.3 We were also struck by the dedication and commitment of all those we spoke to who are working to tackle poverty in Swansea. We heard about many excellent examples of work in this area and have no doubt that lives are being changed for the better on a daily basis. Examples include the staff training and take up campaigns organised by the Council's Welfare Rights Advisors, the advice being provided day-to-day by third sector organisations and the direct support provided by Communities First that we heard about from the focus group participants. Whilst it is certainly the case that the council and other partners have taken numerous initiatives to tackle poverty these actions are not clearly articulated or measured and the benefits are not captured.
- 3.1.4 We were impressed by the evidence we heard from Jane Storer about the work that the Welfare Rights Team does with benefits claimants. We believe that this work deserves particular attention in the revised strategy.
- 3.1.5 While the right foundations are in place for the Council's Tackling Poverty Strategy we believe that there is, nevertheless, a compelling case for a renewal of the strategy and a reinvigorated commitment to delivery.
- 3.1.6 It is not just a commitment that is needed but also an evidence base and robust framework for monitoring progress.

## *Vision*

3.1.7 A renewed commitment would also be an opportunity to rethink the vision for the strategy. We think a good starting point would be that the vision suggested to us by the Tackling Poverty Unit becomes the basis for the Council's vision.

3.1.8 The Tackling Poverty Unit has the following vision:

### ***“Our vision for Swansea***

- ***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”.

3.1.9 Since the original strategy was agreed a major change has taken place in the Welsh Policy environment - the Wellbeing of Future Generations Act has been introduced which, on its own, provides reason enough for reviewing the strategy.

### *Wellbeing of Future Generations Act*

3.1.10 The Wellbeing of Future Generations Act sets the framework for policy making in Wales and the Tackling Poverty Strategy contributes directly to one of the national wellbeing goals namely: *‘A more equal Wales - a society that enables people to fulfil their potential no matter what their background or circumstances.*

3.1.11 At the heart of this Act is the sustainable development principle and the Tackling Poverty Strategy, along with all other policies, needs to pay attention to the five ways of working that set out how the sustainable development principle needs to be delivered, namely:

- *Long Term - The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.*
- *Prevention - How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.*
- *Integration - Considering how the public body’s well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.*

- *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* - 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.

3.1.12 As would be expected the current strategy is strong in terms of some of the ways of working but less so in terms of others.

3.1.13 However, and as argued below, a new vision should be confirmed only after involving those affected by poverty and collaborating with partners.

3.1.14 We also agree with the recommendation of the Integrated Impact Assessment that a definition of poverty should be stated as part of the strategy. While we recognise that there is no widely accepted definition, it would be helpful to have a point of reference given that the question ‘what is poverty?’ is often being asked.

3.1.15 The briefing note we received from the Tackling Poverty Unit pointed to the Welsh Government definition used in their first child poverty strategy. This definition, still being used by the Unit, focuses on income, services and participation. For example, in 2012:

- Benefits provided a single parent with two children with almost enough to meet the poverty line, but having half as much again would still not have given them an adequate minimum income.
- Benefits for a couple with two children provided nearly £60 per week less than the poverty line, and nearly £200 per week less than a minimum adequate income.
- A childless couple received not even half of a poverty-line income from benefits. Their income would have to be almost 3 times that of benefits to be adequate.

*Swansea Poverty Profile 2014*

3.1.16 To give a sense of what the income measures refer to, here are the figures for 60% of 2014/15 Median weekly income, after housing costs (followed by the Minimum Income Standard for 2016, excluding Council Tax and childcare). These figures should be treated with care and used in context:

- Single working-age person: £141 (£178)
- Pensioner couple: £243 (£240)
- Couple with 2 children: £340 (£422)
- Lone parent with 1 child: £190 (£270)

### *Involve people experiencing poverty*

- 3.1.17 A consistent thread in the evidence was that in developing (and delivering) a strategy it was vital that people experiencing poverty were not only involved, but involved in a powerful and meaningful way. Discussing what makes a good tackling poverty strategy, Emyr Williams (PPIW) quoted from the MacInnes report, which states that *“Solutions to poverty cannot be imposed from above. We do not have all the answers!!!”* Adding, that any strategy hoping to succeed *“requires bottom up engagement from those experiencing poverty to find out what their issues are”*. This view was supported by Dr Victoria Winckler, from The Bevan Foundation (if she hasn’t been mentioned before) who argued that a strategy could only be credible when it demonstrates that people are being listened to. The evidence of community groups was that the strategy needs to *“get nearer to people in poverty and listen to their experiences”*.
- 3.1.18 This view was tested and supported by the outcome of focus groups comprising people experiencing poverty. Impressive in adversity, their accounts of personal experience of poverty were both eloquent and powerful. The Panel considers that even this small exercise demonstrates the potential difference that people themselves are able to make, given the opportunity.
- 3.1.19 We note that involving people experiencing poverty was an important element of the original strategy: *“...the involvement and participation of people who themselves are affected by poverty is crucial. Without them there is no delivery.”* It is particularly regrettable therefore that the ‘poverty challenge’ identified in the action plan was not delivered. We also believe that involving people experiencing poverty should be more than a project and must be integral to the strategy. As Emyr Williams suggested it should be *‘an ongoing conversation not just a one off exercise’*.
- 3.1.20 Our proposal is that the Poverty Truth Commission model is placed at the heart of the new strategy. In her evidence to us, Dr Victoria Winckler suggested that the Leeds Poverty Truth Commission was an example of good practice and we subsequently spoke to Andrew Grinnell, one of the organisers of the Leeds Commission, about how it operates.
- 3.1.21 In summary, the Leeds Poverty Truth Commission is an independent structure that trains both people experiencing poverty and people in public life and supports them to work together on joint projects around key themes based on issues raised by those experiencing poverty. This model is both powerful and effective because its focus is on relationships, rather than simply reacting to the evidence presented. The Leeds experience has shown that whilst there are personal benefits for the ‘community commissioners’ (for example increased confidence to get into college or start a business), the public life commissioners have also been inspired to make changes in their own organisations.
- 3.1.22 We believe that this model, adapted to fit Swansea’s circumstances, could not only provide a challenge and culture change but also be a flagship for the strategy – demonstrating the commitment to involve people experiencing

poverty. We also believe that a 'Swansea Poverty Truth Commission' needs to be embedded in the work of Swansea Public Services Board as a collaborative project.

- 3.1.23 We support the idea that the unused £20,000 budget for the Poverty Challenge should be used to set up a Poverty Truth Commission in Swansea. Further to that the Public Services Board partners should be asked to contribute funds to enable the Commission to be established on a long term and sustainable basis. We do not agree that the £5k for the poverty scrutiny consultation should be deducted from the budget allocated for the Poverty Challenge, particularly as the Poverty & Prevention budget has underspent in other areas. We have collected some information about the Leeds Poverty Truth Commission (included in the Evidence Pack) that we hope will be useful for this purpose.
- 3.1.24 Alongside the poverty challenge we believe that the strategy could do more to encourage a coproductive approach across as many services as possible. This was one of the recommendations of the Integrated Impact Assessment.
- 3.1.25 One way to clearly signal that people experiencing poverty will be at the heart of the process is to involve them in the development of the strategy. Specifically we suggest that the consultation for the revised strategy engages people experiencing poverty.
- 3.1.26 Relevant, although not directly within the purview of this Panel, concerning anecdotal evidence was nevertheless received from focus group participants about some schools not meeting the needs of children with disabilities. We will be recommending that the Scrutiny Programme Board adopt this issue for future enquiry.

#### *Swansea's Wellbeing Plan*

- 3.1.27 As stated below, integration is one of the five ways of working enshrined in the Wellbeing of Future Generations Act and the Panel believes that the strategy can be better integrated if it is aligned directly with the Wellbeing Plan being developed by Swansea Public Services Board. Indeed, the Integrated Impact Assessment carried out on the Swansea Poverty Strategy recommended that it was necessary to link other/all strategies concerned with poverty to gain maximum effectiveness.
- 3.1.28 Additionally, it was also suggested that the strategy should be more closely integrated with the Wellbeing Plan by both the Tackling Poverty Unit and the Financial Inclusion Steering Group.
- 3.1.29 Swansea's Wellbeing Plan is in the first stages of being developed and needs to be completed by March 2018. It will be informed by the Wellbeing Assessment, which is being consulted on during January and February 2017 and due to be published in March of this year.

- 3.1.30 This suggestion that the strategy should be more closely integrated with the Wellbeing Plan was made to us both by the Tackling Poverty Unit and the Financial Inclusion Steering Group.
- 3.1.31 The six population outcomes that the Wellbeing Plan will be built around fit well with the actions to tackle poverty identified in the Joseph Rowntree Foundation report. In their evidence the Tackling Poverty Unit suggested that if the six population outcomes are achieved then there would not be poverty in Swansea. It makes sense to us that the Tackling Poverty Strategy should principally focus on Outcome D (people having a decent standard of living) while *also* ensuring that the other five outcomes have sufficient resources and commitment to be effective in tackling poverty work.

#### *Links to economic policy*

- 3.1.32 Another consistent thread of evidence was the importance of a committed and effective economic policy in successfully tackling poverty. Emyr Williams from the Public Policy Institute for Wales said that ‘poverty is inextricably linked to economic policy. An anti-poverty policy in isolation is practically useless’. At the same time the JRF report points to the need to boost incomes and to ‘promote long-term economic growth benefiting everyone’.
- 3.1.33 There are undoubtedly positive aspects of the city’s regeneration work that should be highlighted as an example of what can be done; particularly the Workways and Beyond bricks and Mortar initiatives. We note that:
- Between 2009 and 2014, Workways engaged with over 3,200 individuals, generating over 1,060 positive job outcomes (full-time, part-time, temporary jobs – all 16hrs+ per week) with 76 participants gaining qualifications.
  - Since 2009, the Beyond Bricks and Mortar team has secured 116 supplier contracts containing community benefit clauses, 9342 training weeks for the unemployed and disadvantaged, and placed 277 people into employment or training opportunities
- 3.1.34 We are also pleased to note the Council’s work with apprentices and that the Council is establishing an in-house apprenticeship scheme and also a work experience programme with a focus on the long term unemployed.
- 3.1.35 While much of the Economic Regeneration agenda may have a benefit to the Tackling Poverty Strategy this was not explicit in the evidence we received. Notwithstanding that the emphasis in the original strategy of the importance of good jobs, and that one of the work streams was dealing with “worklessness”, the links between the Council’s economic development work and the tackling poverty strategy remain unclear. Indeed, unless the benefits of the economic development agenda are made explicit how will it be possible to celebrate the work and to ensure that the links with the Tackling Poverty Strategy are made?

- 3.1.36 In addition to making the links more explicit there is much more that needs to be done to ensure strong links between the tackling poverty strategy and the Council's Economic Regeneration work going forward. This was the recommendation of the Integrated Impact Assessment conducted on the Tackling Poverty Strategy that also suggested workforce capacity and skills as potential areas of focus.
- 3.1.37 We believe, therefore, that there is an urgent need to review the focus and delivery of Economic Development to ensure its wider effectiveness and its contribution to the tackling poverty agenda. To make these links explicit all economic development plans need to evidence how they address this council priority and ensure that all the people of the city have the opportunity to benefit from future inward investment. Our proposal is that external advice is sought to make sure that this happens. We will also be asking that scrutiny continues to pick up this issue in future conversations with the Leader and other relevant Cabinet Members.
- 3.1.38 Unfortunately, due to the timescale of the inquiry the Panel did not have the opportunity to explore this evidence fully. We are therefore proposing that scrutiny looks at this issue in more detail in future. This will allow councillors to gain a full understanding of the issues.
- 3.1.39 As part of our inquiry we were keen to understand how much the Council's Economic Regeneration work efforts had increased the general GDP of the city since 2012. Information was duly provided which advised that GDP information was not available at the Swansea level, but provided alternative information on GVA (Gross Value Added). For example, that in regards to £s per head, it states, "the GVA in Swansea is rising". However, it is unclear as to whether this represents a real increase in percentage terms (i.e. real money terms). In regards to the Workways scheme, the advice that "1060 positive job outcomes" were delivered over the 5 years of the programme, does not state how many of those jobs were sustained. It was also disappointing to learn that of 3,200 individuals "engaged" over 5 years only 76 had gained qualifications. Again, we hope to receive further information on this issue.

### *Strategy Review*

- 3.1.40 The current strategy has made provision for review and we have welcomed the opportunity to be part of that review.
- 3.1.41 There is a need to ensure that in future all actions agreed to deliver the strategy are delivered and progress monitored. For this reason we recommend that a Tackling Poverty Scrutiny Performance Panel is set up.

## **3.2 Action Plan**

- 3.2.1 At the start of the inquiry we wanted to find out how well the Action Plan had been delivered and how it might be updated and improved.



- 3.2.2 We are concerned that there has been a delivery problem for the strategy over the last few years. The Poverty Strategy Action Plan, which was agreed in November 2014, has 23 actions of which only 3 have been completed or delivered. We also note that the bulk of actions have become the responsibility of the Poverty and Prevention Unit notwithstanding that their delivery requires the co-operation of other service areas and Heads of service. Only around 25% of those responding to our survey were able to agree that the strategy 'has been delivered well'.
- 3.2.3 One key action, the production of a 'Single Action Plan' for the Council, due to be completed in July 2015, has not been completed and this is of particular concern. This indicates to us that there is a lack of impetus from other departments to work with the Poverty and Prevention Unit and that the responsibility for anti-poverty work overall has shifted to this unit. At the same time the corporate momentum has been lost.
- 3.2.4 In the partnership context we are also concerned that the "Swansea Local Service Board Delivery Framework" (2014) was not fit for purpose in the sense that of the 27 "current performance measures" (2014), 14 are still unpopulated with performance measures and remain "tbc" and all 27 of the "by 2017" (targets) remain "tbc" as at February 2017. In the evidence we received we heard plenty of examples of good partnership working to tackle poverty but very little of this seemed to be connected to the work of the strategy or of the Local Service Board. This finding is supported by our survey where fewer than a quarter of respondents were able to confirm that the Local Service Board had made a difference to tackling poverty and yet more than 50% agreed that partnership working in general had made a difference.
- 3.2.5 We understand from the Director of People that there was limited if any appetite from partners to changing the existing Local Service Board targets to be more stretching to show the Council's enhanced focus on tackling poverty. It seems that this was because the main partners believed that the actions they were already taking were the optimum they could do to impact on poverty. The Local Service Board has now been replaced by the Public Services Board and the new organisation is seeking to define its focus and priorities in the coming months, once the Well Being Assessment has been produced. We hope that this opportunity to strengthen the impact of the Public Services Board on poverty can be taken.
- 3.2.6 We believe that a renewed commitment to tackling poverty will provide an opportunity to focus more on delivery. Specifically this would mean agreeing and delivering a simpler set of positive and practical actions and developing a robust evidence base.
- 3.2.7 We also consider that too much focus was placed on the Tackling Poverty Action Plan. During the course of our inquiry we feel it would have been more useful to get updates on the Single Action Plan as not all poverty work is captured in the Tackling Poverty Action Plan.

### **3.3 Target Areas**

- 3.3.1 As the Target Areas policy is central to the strategy we wanted to understand whether it was being consistently delivered and understood
- 3.3.2 It is clear from the evidence that the Target Areas policy has been neither understood nor implemented. Indeed, we see little to suggest that any of the original policy intentions in regards to resources, increasing aspirations, new models of partnership working (such as 'multi-agency Area Boards', Public Sector Boards) or new models of community involvement, all described in the strategy, have been progressed or are likely to happen soon.
- 3.3.3 It is clear that the policy has not led to fundamental changes. Neither is there any evidence that key tasks associated with the policy have been carried out such as; the mapping exercise; the needs assessment/analysis; the targeting of resources based on these analyses; and the identification of Heads of Service and Directors to lead. No clear definitive actions have taken place therefore there is no way to determine the effectiveness of the policy.
- 3.3.4 The need for a review is urgent now that the future of Communities First have become uncertain. We heard powerful evidence from our focus groups about the essential support Communities First has given to many in our most deprived communities and we are concerned about what will happen to them if schemes are to be withdrawn.
- 3.3.5 In line with our earlier conclusion, we suggest that people in the areas affected are fully involved in any review.

### **3.4 Partnership Working**

- 3.4.1 As it is clear that the Council cannot tackle poverty in isolation we wanted to understand what the role of the Local Service Board has been in developing and delivering the tackling poverty strategy. We also wanted to find out about what the role of Swansea Public Services Board should be in future.
- 3.4.2 While collaboration is one of the ways of working enshrined in the Wellbeing of Future Generations Act it has been a weakness of the strategy to date. We are unconvinced that Swansea Local Service Board has previously taken more than a cursory interest in this issue. At the same time we heard from partner agencies that there has been a lack of involvement outside of the council, particularly in terms of the development of the strategy.
- 3.4.3 While the panel heard that partners are doing work on the ground to tackle poverty, this is not linking well to the structures set up to support the strategy.
- 3.4.4 The Poverty Forums in particular need to be reviewed in collaboration with partners with a view to linking more directly to the work of Swansea Public Services Board.
- 3.4.5 We note with concern that the Poverty Forum Executive Group had not met since February 2016 and that the Swansea Partnership Poverty Forum had spasmodic attendance by some key partners and appeared to lack focus.

- 3.4.6 We wish to note in particular the expertise that third sector organisations can bring to the strategy particularly in terms of engagement and coproduction. We heard from Citizens Advice Bureau, Age Cymru and YMCA all of whom are keen to contribute, and they are just a small sample of third sector organisations involved in tackling poverty. The strategy should acknowledge this expertise and ensure that the third sector is involved from the earliest stages of strategy development. The recently formed Swansea Public Services Board (which replaced the Local Services Board in May 2016) provides a great opportunity to build a new culture of collaborative working around the strategy.
- 3.4.7 Furthermore we believe that tackling poverty should be one of the commitments set out in the Partnership Manual for Swansea Public Services Board.
- 3.4.8 As argued previously, we believe that a Swansea Poverty Truth Commission should be placed at the heart of the partnership structures for the strategy.

### **3.5 Outcomes**

- 3.5.1 While the strategy is long term it is still important to know what outcomes are expected and what has been achieved in the short term. We wanted to know whether these outcomes could be identified and whether the long term outcomes the right ones going forward.
- 3.5.2 While we found from the survey that many consider that the strategy deals well with the long term we also heard that the high level aspirations of the strategy are not broken down into shorter term actions in a way that is easily understood. The strategy, therefore, needs to have clear, measurable long term outcomes balanced against shorter term achievable objectives. We also heard that, to take a long term view, the strategy needs to take account of future trends and fore sighting – these were also recommendations included in the Integrated Impact Assessment.

### **3.6 Resources**

- 3.6.1 The Tackling Poverty strategy and the Target Areas policy seek a fundamental shift in the way that the Council operates. We wanted to discover the extent to which the strategy has influenced the council budget and the allocation of resources.
- 3.6.2 We received no evidence that resources had been redirected
- 3.6.3 We also regret that the decision to allocate £200k to poverty prevention work in 2015/16 was as a one off sum and is not in the base budget going forward.

### **3.7 Councillors**

- 3.7.1 Councillors play an important and active role in their communities and yet may not be fully involved in the strategy. We wanted to find out how this might be improved.

- 3.7.2 We found no evidence that councillors representing the wards experiencing the highest levels of deprivation and therefore the focus of the TP Strategy and the TA policy were informed or involved in delivery. (As distinct from governance involvement with Communities First cluster management).
- 3.7.3 Given that tackling poverty is a corporate priority all councillors should be kept informed as to how the strategy is being delivered across the Council. However we would expect to see particular effort to involve councillors representing wards with high levels of poverty.
- 3.7.4 The Council's published documents in regards to Tackling Poverty lists a "Tackling Poverty Performance Framework". This document, published in 2014, is in fact the "Swansea Local Service Board Performance Management Framework" and it is with concern that we note that there are no targets in the column "to be delivered by 2017"

### **3.8 Cross Cutting**

- 3.8.1 To be effective the strategy needs to influence how every department operates. We wanted to find out whether this had happened and how the strategy might be more cross cutting.
- 3.8.2 We believe that, like safeguarding, tackling poverty should be everyone's business; a corporate activity, not just the work of one department. Like safeguarding, tackling poverty has been identified as a corporate priority and so demands the same level of action and promotion.
- 3.8.3 The decision to focus the strategy action plan only on additional actions that could be delivered by the Tackling Poverty Unit was mistaken. It was not surprising that the impact of the strategy was limited and difficult to track. We heard from the Public Policy Institute for Wales about the importance of an effective framework for accountability, coordination, monitoring and evaluation. There needs, therefore, to be a simpler framework underpinned by the premise that tackling poverty is everyone's business. The need to put in place an evaluation and reporting process was also raised by the Integrated Impact Assessment. The Single Action Plan including the 5 work streams provides a framework for this and it is of concern therefore that the panel were unable to find evidence of an up to date Plan.
- 3.8.4 The Panel believes that demonstrating the importance of the Authorities anti-poverty commitment by retaining the principal political responsibility for this work with the Leader of Council remains the correct approach and that it is also important to have a Cabinet Member with discrete direct responsibility. Nonetheless, and following the Safeguarding model, it considers that it is the responsibility of all Cabinet Members to ensure that their lines of responsibility have clearly defined portfolio accountabilities in regards to tackling poverty.
- 3.8.5 Similarly senior officers should have clear accountabilities for tackling poverty with the Chief Executive taking overall responsibility.
- 3.8.6 Furthermore, all major new corporate initiatives need to consider their poverty impact. We agree with the recommendation of the Integrated Impact

Assessment, for example, that Tackling Poverty should be an explicit consideration as part of all of the commissioning reviews.

- 3.8.7 Linked to this one of the key messages we took from the focus groups with people experiencing poverty was that the attitudes of public service staff really do matter. We acknowledge that culture change was a significant element of the strategy and this focus needs to be continued and strengthened. Again, as with safeguarding, all staff should have poverty awareness training and all staff should understand the difference that they can make to people's lives – even through relatively small actions.

### **3.9 Awareness**

- 3.9.1 To have impact the strategy needs to be widely understood. We wanted to find out whether people, outside of those directly involved, understand the strategy and what it means for them.
- 3.9.2 More than 50% of respondents to our survey disagreed that the strategy was understood by those who needed to be aware of it. At the same time, better communication was one of the most frequently raised issues when respondents were asked to highlight what has not worked well and what was missing from the strategy.
- 3.9.3 A renewed commitment to tackling poverty could be accompanied by a communications and media campaign. In same way has been done with safeguarding, a communications campaign could underline how tackling poverty is everybody's business. We explore this theme further later in the report. However, in raising public awareness it is important that we also ensure that published information on progress is regularly reviewed and updates on progress in regards to delivery are available.

### **3.10 What Works and what doesn't work**

- 3.10.1 Finally we were keen to find out what the strategy has done well and how can the Council do more of what works.
- 3.10.2 In 2016 the Joseph Rowntree Foundation (JRF) published their report: "We can solve poverty in the UK". This report is the result of a four year research programme and it sets out a five point plan:
- Boost incomes and reduce costs;
  - Deliver an effective benefit system;
  - Improve education standards and raise skills;
  - Strengthen families and communities; and
  - Promote long-term economic growth benefiting everyone.
- 3.10.3 We believe that these actions should form the foundation of a revised Council strategy. The strategy should incorporate an evidence base, together with specific and measurable targets to be delivered by all service areas of the Council.

3.10.4 Early advice was received from Emyr Williams (PPIW) regarding the necessary features of an effective strategy. He drew on a 2014 report by MacInnes et al – *International and historical anti-poverty strategies: evidence and policy review*. This research suggests that strategies must show:

- Political Leadership
- Accountability and Coordination
- Links to Economic Policy
- External Stakeholder Involvement
- Monitoring and evaluation
- Institutions and Systems
- Originality

3.10.5 Going forward the strategy needs to be flexible and responsive to good practice as it arises – close links with the Bevan Foundation and the Public Policy Institute for Wales will help this.

3.10.6 As well as good practice lessons from elsewhere, the strategy needs to identify, promote and, where appropriate, seek to extend local good practice. We were very pleased to hear about the improved performance of school pupils receiving Free School Meals, for example, and feel more could be done to share these Swansea examples of ‘what works’.

## 4 RECOMMENDATIONS

The Panel commends Cabinet to consider all issues and ideas raised by this inquiry and, in particular, the recommendations set out below.

### Recommendations for Cabinet:

#### **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

#### **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

#### **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.

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.

4.3.3 Engage people experiencing poverty as part of the consultation for a revised strategy

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

4.3.5 Consider how the strategy might support frontline staff

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)

- 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.
- 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
- 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
- 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
- 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.
- 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
- 4.3.13 Revise and refocus the Poverty Partnership Forum against specific actions/priorities



## **5 FURTHER SCRUTINY NEEDED**

As well as our recommendations for the Cabinet we feel there is a need for further scrutiny. We propose to the Scrutiny Programme Committee, therefore, that it examines:

- 5.1.1 How schools respond to the needs of children with disabilities
- 5.1.2 The tackling poverty dimension of future economic regeneration schemes
- 5.1.3 The role of the Swansea Learning Partnership in delivering the Council's tackling Poverty Strategy
- 5.1.4 The delivery of the Tackling Poverty Strategy continues to be scrutinised through a dedicated Scrutiny Performance Panel

## 6 ACKNOWLEDGEMENTS

The Panel is very grateful to everyone who contributed to the inquiry.

We would like to thank all at Topic House and the Eastside Foodbank for giving up their time and giving us such a friendly welcome.

Special thanks go to everyone who took part in our focus groups and who contributed such valuable evidence for the inquiry – and to Dynamix who facilitated these sessions so expertly.

The Panel would like to record its thanks to the following people who came and gave evidence to us:

- Councillor Will Evans, the Cabinet Member for Anti-Poverty
- Sarah Crawley - Head of Poverty and Prevention (to July 2016)
- Rachel Moxey, Head of Poverty and Prevention (from October 2016)
- Mary Sherwood – Tackling Poverty Unit
- Dr Victoria Winckler – Bevan Foundation
- Emyr Williams – Public Policy Institute for Wales
- Anne-Marie Rogan – YMCA
- Jackie Preston – Swansea Bay Citizens Advice Bureau
- Nicola Russell-Brooks – Age Cymru Swansea Bay
- Penny Gruffydd – Sustainable Development Unit
- Amanda Edwards - SCVS
- Reverend Chris Lewis – Eastside Foodbank/South Wales Baptist Association
- Denis Greenall – Community Bank Wales (Credit Union)
- Cllr Lesley Walton – Swansea Fair Debt Campaign
- Andrew Grinnell - Leeds Poverty Truth Commission
- Sara Hayes - Director of Public Health, Abertawe Bro Morgannwg University Health Board
- Philip Thomas - Acting Chief Inspector, South Wales Police
- Gail Smith - Head of Response, Swansea Command, Mid and West Wales Fire Service
- Mike Hedges AM
- Councillor Peter Black
- Jane Storer - Senior Welfare Rights Officer
- Lindsay Harvey - Chief Education Officer
- Anthony Richards – Poverty and Prevention
- Steve Phillips - Economic Development
- Sue Woodward – Beyond Bricks and Mortar

## 7 ABOUT THE INQUIRY PANEL


The **Tackling Poverty 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

- Sybil Crouch (Convener)
- June Burtonshaw
- David Phillips
- Joe Hale
- Yvonne Jardine
- David Cole
- Mike White
- Mike Day
- Jeff Jones
- Chris Holley
- Lynda James
- Susan Jones
- Hazel Morris
- Bev Phillips (co-opted member)

The inquiry was supported by Dave Mckenna and Rosie Jackson from the Council's Scrutiny Unit.

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# Agenda Item 26.

## Report of the Cabinet Member for Anti-Poverty and Communities

Cabinet – 16 March 2017

### A REVISED TACKLING POVERTY STRATEGY FOR SWANSEA

<b>Purpose:</b>	The report presents the revised tackling poverty strategy for Swansea, setting out the City and County's approach to tackling poverty for people in Swansea
<b>Policy Framework:</b>	The Well-Being of Future Generations (Wales) Act (2015), Social Services and Well Being Act (2014)
<b>Reason for Decision:</b>	The Statutory Guidance for Part 4 of the Well-being of Future Generations (Wales) Act 2015 outlines the collective role for public service boards. The Statutory Duties which can be discharged via a Local Well-being Plan are outlined in Annex A. The revised tackling poverty strategy supports the City and County of Swansea in meeting its Well-being Goals.
<b>Consultation:</b>	Legal, Finance and Access to Services, Corporate Management Team, Poverty Forum, People Management Group.
<b>Recommendation(s):</b>	It is recommended that:  1) The revised draft tackling poverty strategy for Swansea be approved subject to wider consultation.
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## **1.0 Introduction**

- 1.1 The Statutory Guidance for Part 4 of the Well-being of Future Generations (Wales) Act 2015 outlines the collective role for public service boards. Annex A outlines the Statutory Duties which can be discharged via a Local Well-being Plan.
- 1.2 The development of a Revised Tackling Poverty Strategy will feed into and support the development of the Local Well-Being Plan.
- 1.3 As outlined in the Revised Tackling Poverty Strategy for Swansea, an action plan has been compiled to assess the work undertaken and the way the strategy will be implemented across the Partnership along with its resultant impact on reducing poverty.

## **2.0 The revised tackling poverty strategy for Swansea**

- 2.1 The revised tackling poverty strategy for Swansea can be found at Appendix 1.
- 2.2 The revised tackling poverty delivery plan can be found at Appendix 2.
- 2.3 The revised tackling poverty strategy for Swansea covers;
  - Swansea's overarching corporate and partnership approach to tackling poverty.
  - Swansea's definition of poverty and our vision.
  - Strategic context.
  - Why we intervene
  - Tackling poverty through early intervention and prevention, Swansea's delivery history in this area and early successes.
  - Shared leadership and shared resourcing
  - Our approach
  - Expected outcomes
  - Governance
- 2.4 The Delivery Plan outlining our planned delivery activities, timescales and accountabilities can be found under Appendix 2.

## **3.0 Equality and Engagement Implications**

- 3.1 The activities of the revised tackling poverty strategy for Swansea have equalities at their heart.
- 3.2 An EIA screening has been undertaken and a full EIA is required for the Strategy. This will be opened as soon as possible and will be progressed during and after the consultation period.

#### **4.0 Financial Implications**

- 4.1 Whilst there are no immediate financial implications arising from this report, it should be assumed that any resultant future spending needs will need 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.

#### **5.0 Legal Implications**

- 5.1 There are no legal implications over and above those contained in Annex A of the Statutory Guidance on the Wellbeing of Future Generations (Wales) Act 2015.

#### **Background papers:**

EIA Screening Report

#### **Appendices:**

Appendix 1 – A revised tackling poverty strategy for Swansea.

Appendix 2 – The revised tackling poverty strategy for Swansea Delivery Plan.

**City and County of Swansea  
Dinas a Sir Abertawe**



# Working towards prosperity for all in Swansea

A revised tackling poverty strategy for Swansea

**2017-2020**

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# 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.**

<sup>1</sup>

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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<sup>1</sup> '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.

The 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**.

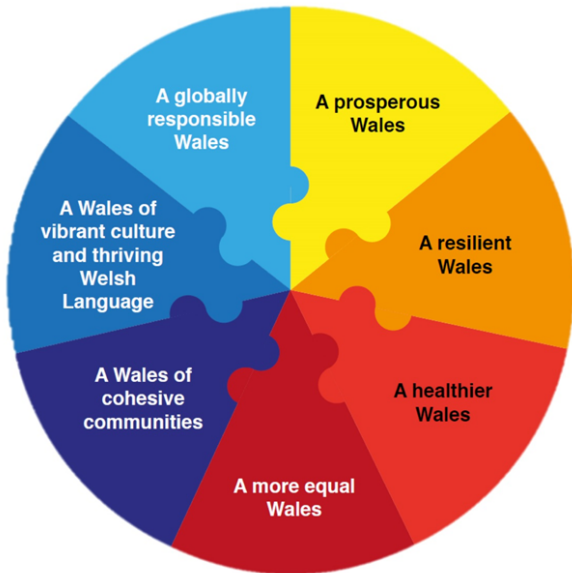
# City and County of Swansea Corporate Plan

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

### 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.

### 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

### 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'<sup>2</sup> 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.

<sup>2</sup> 'Prosperity without Poverty : a framework for action in Wales.' Joseph Rowntree Foundation – November 2016.



## 4. Why intervene

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

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.

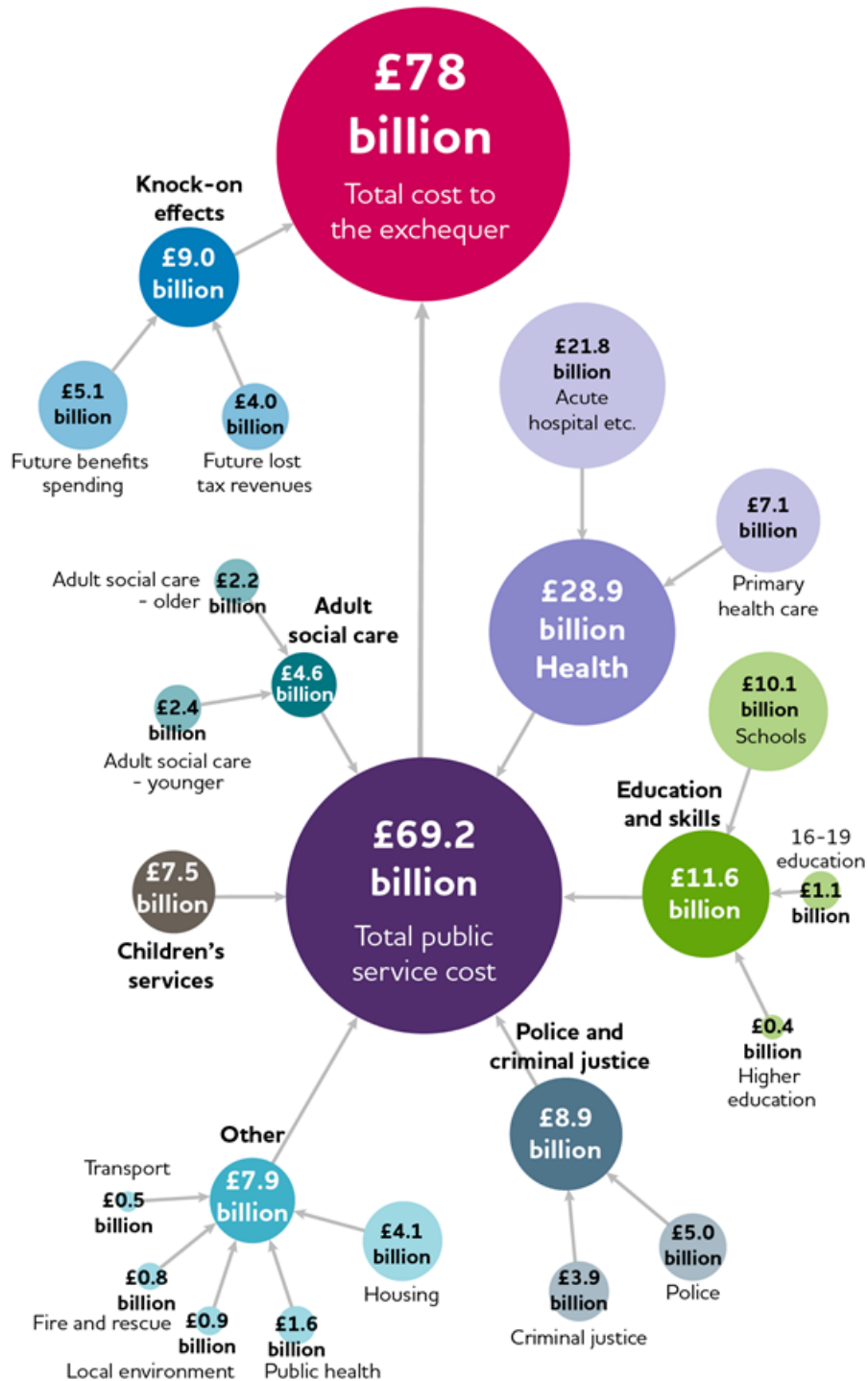
The Joseph Rowntree Foundation also highlight and support this theory in looking at the costs associated with poverty. The diagram on the following page estimates the costs of poverty in the UK at an even greater total of £78 billion per annum to the Exchequer. <sup>4</sup>

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

<sup>4</sup> <https://www.jrf.org.uk/report/uk-poverty-causes-costs-and-solutions> . P. 30

## The cost of poverty to the UK's exchequer



#solveukpoverty



### 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.**

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**Adverse Childhood Experiences (ACEs)<sup>6</sup>**

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

<sup>5</sup><http://www.westyorkshireobservatory.org/Custom/Resources/FI%20Research%202009%20Final%20report.pdf>

<sup>6</sup> <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.

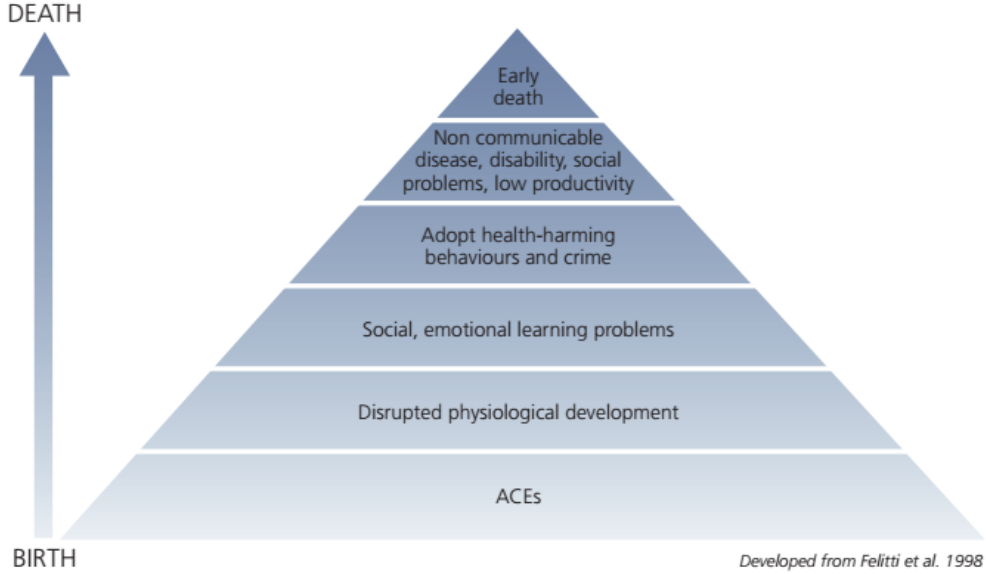


Figure 1: Model of ACE impacts across the life course [1]

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**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<sup>8</sup> 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.

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

<sup>8</sup> '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<sup>9</sup>:

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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<sup>9</sup> <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 21<sup>st</sup> Century Schools. 8 weeks' work experience was arranged through the Council's Beyond Bricks and Mortar initiative on a 21<sup>st</sup> 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

<sup>10</sup> <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 alongside 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:

#### **Business as usual**

Continue to develop and deliver our prevention approach with partners as outlined in the prevention strategy.

#### **Initial actions**

Develop or identify and report appropriate KPI's with Council departments to ensure delivery.

#### **Delivering more**

Work with the Poverty Partnership Forum to identify shared projects and KPIs to support the wider poverty prevention agenda.

Ensure that management information systems are suitably robust to measure transition through ages and stages, measuring effectiveness through quality control.

Deliver training with members and officers to promote the poverty is everyone's business approach.

### **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:**

### **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.

Continue to deliver the signs of safety practice model, supporting the whole family.

Continue to deliver the Flying Start programme, measuring the impact upon attainment and attendance at the foundation phase.

Continue to deliver relationship support via the Equilibrium project.

### **Early Wins**

Remodel support for families with children (including those with disabilities).

Deliver Team Around the Family (TAF) in schools within all primary schools in Swansea.

Work to improve speech and language provision through the Early Years Strategy Group.

### **Delivering more**

Further develop the Teenstart pilot, providing multi-disciplinary and multi-agency team support to parents under the age of 25.

Deliver the extended childcare pilot in Swansea, testing new and best approaches.

Roll out extended childcare approaches across Swansea following pilot and future funding decisions from Welsh Government.

## **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.

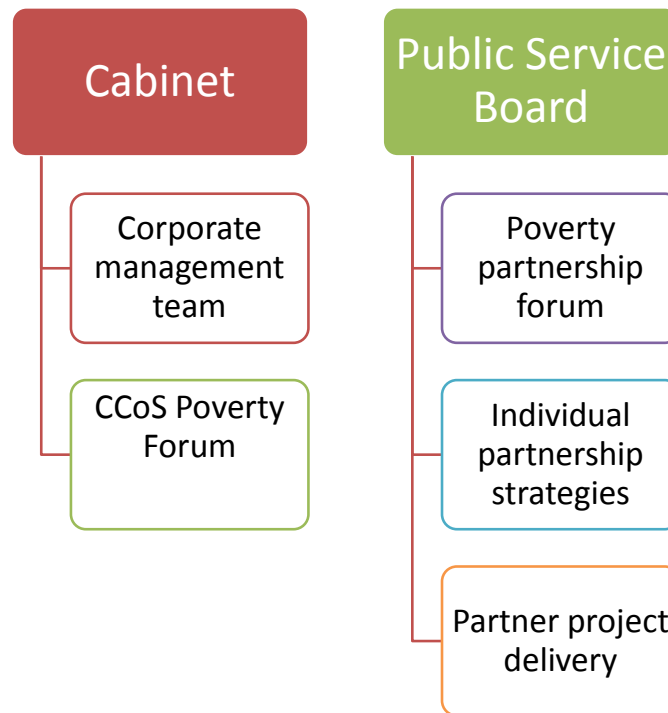
### How will we know if we have been successful?

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.

Tackling Poverty Strategy Delivery Plan 2017-2020

THEME	Population Outcome	Objectives	2017				2018				2019				Accountability		
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Director	HOS	Cabinet Member
Theme 1. Empowering local people through involvement and participation		<p>Continue to deliver community engagement activities in the pilot projects (including Swansea Welsh Government Local Level) Continue to use co-production in our local area co-operation model for residents</p> <p>Continue to develop community enterprise activities to deliver services above already early actions</p> <p>Commission policy in practice to work alongside the Council's Housing and Income team to identify the cumulative impact of lifetime income inequalities in Swansea</p> <p>Consider the commissioning of a research and evaluation study of Swansea</p> <p>Delivering more</p> <p>Review the commissioning of a research and evaluation study of Swansea</p>															
		<p>Business as usual</p> <p>Continue to develop and deliver our prevention approach with partners as outlined in the prevention strategy</p> <p>Initial actions</p> <p>Develop or identify and report appropriate KPI's with Council departments to ensure delivery</p> <p>Delivering more</p> <p>Work with the Poverty Partnership Forum to identify shared projects and KPIs to support the wider poverty prevention agenda.</p> <p>Ensure that management information systems are suitably robust to measure transition through ages and stages, measuring effectiveness through quality control</p> <p>Deliver training with members and officers to promote the poverty is everyone's business approach.</p>															
Theme 2. Changing cultures to reflect that tackling poverty is everyone's business	Children thriving in good circumstances	<p>Business as usual</p> <p>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.</p> <p>Continue to deliver the signs of safety practice model, supporting the whole family.</p> <p>Continue to deliver the Flying Start programme, measuring the impact on attainment and attendance at the foundation phase.</p> <p>Continue to deliver relationship support via the Equilibrium project.</p> <p>Early Wins</p> <p>Remodel support for families with children (including those with disabilities).</p> <p>Deliver Team around the Family (TAF) in schools within all primary schools in Swansea.</p> <p>Work to improve speech and language provision through the Early Years Strategy Group.</p> <p>Delivering more</p> <p>Further develop the Teenstart pilot, providing multi-disciplinary and multi-agency team support parents under the age of 25.</p> <p>Deliver the extended childcare pilot in Swansea, testing new and best approaches.</p> <p>Roll out extended childcare approaches across Swansea following pilot and future funding decisions from Welsh Government.</p>															
		<p>Business as usual</p> <p>Support pre 16 to improved school attendance, through 'Education other than at school' (EOTAS) reduction.</p> <p>Contribution at post 16 to continued NEET reduction and improved young person and family well being through the NEETS reduction strategy.</p> <p>Early wins</p> <p>Quick review of Council employability provision to maximise skills outcomes.</p> <p>Develop school to school support to share and develop good practice in the use of Pupil Deprivation Grant (PDG).</p> <p>Maximise training and employment opportunities through our Council wide apprentice and trainee strategy for young people, targeting those in greatest need.</p> <p>Delivering more</p> <p>Provide additional support to young people who are at risk of becoming NEET through Cymydd.</p> <p>Facilitate development of pathways to skills or trades linked to economic development opportunities such as City Deal.</p> <p>Target resources on need and personal circumstances, rather than on participants' age and previous qualification level.</p> <p>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.</p> <p>Work with schools and colleges to provide good-quality, expert careers advice to young people.</p> <p>Develop programmes to provide adults with independent, personalised advice and support services to enable low-paid workers to move into better-paid roles.</p>															
	People learn successfully	<p>Business as usual</p> <p>Deliver Swansea's Beyond Bricks and Mortar principles across all our procurement processes to bring local benefit from service and construction contracts.</p> <p>Use Welsh Government Community Benefit Measurement Toolkit to report community benefit and wider economic impact</p> <p>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.</p>															



# Agenda Item 28.

## Report of the Interim Head of Legal & Democratic Services

Cabinet – 16 March 2017

### EXCLUSION OF THE PUBLIC

<b>Purpose:</b>	To consider whether the Public should be excluded from the following items of business.	
<b>Policy Framework:</b>	None.	
<b>Reason for Decision:</b>	To comply with legislation.	
<b>Consultation:</b>	Legal.	
<b>Recommendation(s):</b>	It is recommended that:	
<b>1)</b>	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.	
	<b>Item No.</b>	<b>Relevant Paragraphs in Schedule 12A</b>
	29 & 30	14
<b>Report Author:</b>	Democratic Services	
<b>Finance Officer:</b>	Not Applicable	
<b>Legal Officer:</b>	Tracey Meredith – Interim Head of Legal & Democratic Services (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
<b>12</b>	<b>Information relating to a particular individual.</b>
	<p>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.</p>
<b>13</b>	<b>Information which is likely to reveal the identity of an individual.</b>
	<p>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.</p>
<b>14</b>	<b>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</b>
	<p>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:</p> <p><b>a)</b> 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</p> <p><b>b)</b> Disclosure of the information would give an unfair advantage to tenderers for commercial contracts.</p> <p>This information is not affected by any other statutory provision which requires the information to be publicly registered.</p> <p>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.</p>

No.	Relevant Paragraphs in Schedule 12A
15	<p><b>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.</b></p>
	<p>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.</p>
16	<p><b>Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.</b></p>
	<p>No public interest test.</p>
17	<p><b>Information which reveals that the authority proposes:</b>  <b>(a) To give under any enactment a notice under or by virtue of which requirements are imposed on a person; or</b>  <b>(b) To make an order or direction under any enactment.</b></p>
	<p>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.</p>
18	<p><b>Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime</b></p>
	<p>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.</p>

# Agenda Item 29.

Yn rhinwedd paragraff(au) 14 Atodlen 12A  
o Ddeddf Llywodraeth Leol 1972  
fel y'i diwygiwyd gan Orchymyn Llywodraeth Leol (Mynediad at  
Wybodaeth) (Amrywiad) (Cymru) 2007.

Document is Restricted

# Agenda Item 30.

Yn rhinwedd paragraff(au) 14 Atodlen 12A  
o Ddeddf Llywodraeth Leol 1972  
fel y'i diwygiwyd gan Orchymyn Llywodraeth Leol (Mynediad at  
Wybodaeth) (Amrywiad) (Cymru) 2007.

Document is Restricted