

# Public Document Pack

## Conwy and Denbighshire Public Services Board

Coed Pella, Conwy Road, Colwyn Bay LL29 7AZ

Monday, 9 December 2019

2.00 pm

STATUTORY MEMBERS	
<b>Conwy County Borough Council</b> Councillor Sam Rowlands (Leader of the Council) Iwan Davies (Chief Executive)	<b>Betsi Cadwaladr University Health Board</b> Bethan Jones (Area Director) Gary Doherty (Chief Executive)
<b>Denbighshire County Council</b> Councillor Hugh Evans (Leader of the Council) Judith Greenhalgh (Chief Executive)	<b>Natural Resources Wales</b> Siân Williams (Head of Local Delivery North) David Powell (Operations Manager)
	<b>North Wales Fire and Rescue Service</b> Simon Smith (Chief Fire Officer and Chief Executive)

INVITED PARTICIPANTS	
<b>Community and Voluntary Support Conwy</b> Wendy Jones (Chief Officer)	<b>North Wales Police</b> Jason Devonport (Superintendent)
<b>Wales Community Rehabilitation Company</b> Judith Magaw (Head of North Wales Local Delivery Unit)	<b>National Probation Service</b> Sam Owen - (Conwy Team Manager)
<b>Denbighshire Voluntary Services Council</b> Helen Wilkinson (Chief Executive)	<b>Welsh Government Representative</b> Sioned Rees (Head of Escalation and Special Measures Support)
<b>Public Health Wales</b> Teresa Owen (Executive Director of Public Health)	<b>Office of the North Wales Police and Crime Commissioner</b> Stephen Hughes (Chief Executive)

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Hannah Edwards, PSB Development Officer

Conwy County Borough Council, Bodlondeb, Conwy, LL32 8DU

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# AGENDA

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**1 APOLOGIES**

**2 MINUTES OF THE LAST MEETING** (Pages 5 - 12)

To approve the minutes of the meeting held on 23 September 2019 (copy attached)

**3 MATTERS ARISING**

**4 UPDATE ON PSB PRIORITIES** (Pages 13 - 26)

To inform members of progress to date against the priority areas and seek approval for specific areas of work.

(a) Mental Well-being

To receive a verbal update on the Mental Well-being priority by Richard Firth (Public Health Wales)

(b) Community Empowerment

To receive an update on the Community Empowerment priority by Judith Greenhalgh (Chief Executive, DCC), and Helen Wilkinson (Chief Executive, DVSC) (copy attached)

(c) Environmental Resilience

To receive an update on the Environment Resilience priority by the Chair (copy attached)

**2.15 p.m. – 3.00 p.m.**

**5 WAO PSB REVIEW - DRAFT ACTION PLAN** (Pages 27 - 74)

To receive the WAO PSB Review – Draft Action Plan (copy attached)

The Chair will lead on this item.

**3.00 p.m. – 3.20 p.m.**

**6 NORTH WALES PSB REGIONAL GRANT UPDATE** (Pages 75 - 82)

To receive an update on the North Wales PSB Regional Grant (copy attached).

Judith Greenhalgh (Chief Executive, DCC) and Nicola Kneale (DCC)

**3.20 p.m. – 3.30 p.m.**

**DISCUSSION ITEMS – IMPROVEMENT**

**7 HEALTH & WELLBEING** (Pages 83 - 92)

- (a) Update on Regional Partnership Board **TBC**
- (b) Update presentation on Local Implementation Team (LIT) (Tesni Hadwin)
- (c) Consider proposals for transformational funding 2020/21 (Bethan Jones, BCUHB)  
(copy attached)

**3.30 p.m. – 4.10 p.m.**

**8 IMPROVEMENT CYMRU**

To receive a presentation by Iain Roberts (Public Health Wales)

**4.10 p.m. – 4.30 p.m.**

**9 WELSH GOVERNMENT ENERGY SERVICE**

To receive a presentation by Rhys Horan (Strategic Lead, Wales Energy Service)

**4.30 p.m. – 4.55 p.m.**

**10 FORWARD WORK PROGRAMME** (Pages 93 - 96)

The Chair will lead on this item

**4.50 p.m. – 4.55 p.m.**

**11 AOB**

Foundational Economy Update by Helen Wilkinson (Chief Executive, DVSC)

**4.55 p.m. – 5.00 p.m.**

**FOR INFORMATION – ITEMS PREVIOUSLY CIRCULATED ELECTRONICALLY**

**12 WAO REVIEW OF PSBS**

**13 FOUNDATIONAL ECONOMY REPORT** (Pages 97 - 122)

Copy attached for information

**14 WLGA AND WG REVIEW OF STRATEGIC PARTNERSHIPS** (Pages 123 - 134)

Copy attached for information.

## CONWY AND DENBIGHSHIRE PUBLIC SERVICES BOARD

Minutes of a meeting of the Conwy and Denbighshire Public Services Board held in Council Chamber, Russell House, Churton Road, Rhyl LL18 3DP on Monday, 23 September 2019 at 2.00 pm.

### PRESENT

Sian Williams – Natural Resources Wales (Chair)  
Iwan Davies – Conwy County Borough Council  
Judith Greenhalgh – Denbighshire County Council (Vice-Chair)  
David Powell – Natural Resources Wales  
Helen Wilkinson – Denbighshire Voluntary Services Council  
Councillor Goronwy O. Edwards – Conwy County Borough Council (substitute for Councillor Sam Rowlands)  
Councillor Julian Thompson-Hill – Denbighshire County Council (substitute for Councillor Hugh Evans)  
Richard Firth – Public Health Wales  
Jason Devonport – North Wales Police  
Helen MacArthur – North Wales Fire and Rescue Service  
John Humphreys – Welsh Government (substitute for Sioned Rees)

### ALSO PRESENT

Fran Lewis – Corporate Performance and Improvement Manager (CCBC)  
Hannah Edwards – PSB Development Officer (CCBC)  
Nicola Kneale – Strategic Planning Team Manager (DCC)  
Sharon Walker – Committee Administrator (DCC)

### Observers

Clare Hughes – Central BCUHB (substitute for Emma Lea)  
Councillor Nigel Acott – Prestatyn Town Council  
Sue Lewis  
Councillor Brian Cossey, Conwy County Borough Council

## 1 APOLOGIES

Apologies for absence were received from:  
Councillor Hugh Evans – Denbighshire County Council  
Councillor Sam Rowlands – Conwy County Borough Council  
Gary Doherty – Betsi Cadwaladr University Health Board  
Bethan Jones - Betsi Cadwaladr University Health Board  
Sioned Rees – Welsh Government  
Wendy Jones – Community and Voluntary Support Conwy

Due to the number of apologies received, the meeting would not be quorate. Therefore, it was agreed by all present to continue the meeting and provide recommendations for the Board to consider via email and review and approve them at the next PSB meeting.

## **2 MINUTES OF THE LAST MEETING**

The minutes of the Conwy and Denbighshire Public Services Board held on 5 July 2019, were submitted for approval.

***RESOLVED** that the minutes of the Conwy and Denbighshire Public Services Board meeting held on 5 July 2019, be recommended for approval as a correct record.*

## **3 MATTERS ARISING**

No matters arising.

## **4 UPDATE ON PSB PRIORITIES**

### **(a) Mental Well-being**

Richard Firth (Public Health Wales) provided an update on the mental well-being priority. He confirmed a workshop had been held in November 2018. It had covered good mental well-being for all ages to enable people to function effectively and to avoid future mental health issues.

The building of initiatives and opportunities to link into other priorities had been identified. The term mental well-being is quite nebulous. Therefore work would continue in the coming months to define actions and a report to be presented at a future PSB meeting.

### **(b) Community Empowerment**

Nicola Kneale, Strategic Planning Team Manager (DCC) provided an update on the Community Empowerment priority.

A meeting had taken place with Steve Grayson (BCUHB), NRW, Public Health Wales and Leisure Departments of Local Authorities to ascertain the best way forward to tackle weight management. Local authorities will work with Health to ensure that health practitioners and partners delivering weight management programmes know where to signpost people to in order to find out about 'social prescribing' initiatives.

It had been very well received and future meetings were to be arranged. The meeting had taken place the previous week and more updates would be provided at future PSB meetings.

An update on DVSC's Dementia Aware Community Led programme will be provided at the next meeting.

**(c) Environment Resilience**

Fran Lewis, Corporate Performance and Improvement Manager (CCBC) provided an update on the Community Green Pledges and Environmental Policy Statements (previously circulated).

Following the approval of the Green Pledges at the July meeting, the branding has been enhanced as requested. It was confirmed that the marketing department in Conwy County Borough Council has been commissioned from the regional PSB grant to launch and promote the pledges. The launch of the pilot scheme will commence once the toolkit is finalised and will be communicated to the marketing teams from other PSB organisations.

The Environment Policy Statement (Appendix C) had been revised in line with the discussion at the July meeting. It now focuses on two commitment areas (commitment 1 - carbon & energy and commitment 2 - climate change adaptation) with the other previous 7 'commitments' becoming outputs of the relevant commitment. By focusing on the specified commitments this will have a direct impact on achieving the other output areas. It was confirmed that key measures need to be identified. A request was made that partners nominate lead officers to support this work within their organisations.

The Board discussed the timescales involved in meeting the proposed actions. It was emphasised that partner organisations will be at different stages of achievement at the outset and appreciate the time taken to reach different steps will differ between partners. Therefore there is no set timescales for organisations to complete this work other than the national deadlines. It was clarified that statutory dates had been included in the document, but the statement was more about collective support and sharing good practice.

Discussion took place as to whether carbon reductions by 2030 should be a target or an aspiration. It was agreed to change the wording to "aspire" to reduce carbon emissions by 2030.

It was confirmed that at a workshop which had been held the previous week, a great deal of discussion had taken place regarding climate change, coastal issues and community action. The Deputy Leader of CCBC, Councillor Goronwy Edwards confirmed that coastal protection needed to be one of the main issues to be dealt with as it was a major concern for the people they represented. Reassurance was given to Councillor Edwards that coastal flooding was included in the Environmental Policy Statement.

All members were in agreement with the Board developing a regional approach. The Community Green Pledges was agreed and it was noted that further work be carried out on the Environmental Policy Statement.

Members congratulated the officers for their work on the papers.

**RESOLVED** that:

- i. Members recommend that the updates provided for the Mental Well-being and Community Empowerment priorities be noted, and*
- ii. Further reports on progress be provided at the next PSB meeting.*
- iii. Members recommend that the progress made in the Environmental Resilience priority (Appendix A) and the updated Community Green Pledges (Appendix B) be noted.*
- iv. Subject to the revised wording, Members recommend the revised environmental policy statement (appendix C) be approved at the next meeting.*
- v. Members recommend that each PSB organisation can prioritise the commitments and outputs they wish to focus on, and*
- vi. Members recommend each organisation nominate a lead officer to be the contact for each of the two commitments.*

## **5 REVIEW OF PSB MEMBERSHIP**

The Chair introduced the Review of PSB membership report (previously circulated).

The Board had requested that membership be formally reviewed following the development of the priority areas.

Discussion commenced to consider the following representatives:

- (i) Snowdonia National Park Authority
- (ii) Representative of Area of National Beauty Denbighshire
- (iii) Town and Community Council representative, and
- (iv) Housing and Regeneration representative.

Members expressed concern that membership could become too large for the Board to have an effective delivery model.

It was suggested that both Snowdonia National Park Authority (SNPA) and the Representative of the Area of National Beauty Denbighshire be represented at sub-group level. Further suggestion that SNPA be invited to sit on any regional group that is formed following the development of the environment workshop proposals.

Members suggested that Town and Community Councils should be represented on the Board but recognised the difficulties that could arise in appointing a single representative to represent all the Town & Community Councils. Members recommended that this be explored further.

Members suggested that there should be a housing regeneration representative on the Board. Suggested approaching Community Housing Cymru for a nomination which would represent both Conwy and Denbighshire counties.

Keep Wales Tidy and also the National Trust was suggested to be added to the stakeholder list.

Following discussion, it was suggested to cross check the list of prospective members for the potential regional group against the environment sub-group and workshop delegates.

**RESOLVED** that

- i. *Members recommended that Town and Community Councils should be represented on the Board and that this be explored further before an invitation is issued.*
- ii. *Members recommended that Community Housing Cymru are approached for a nomination which would represent both Conwy and Denbighshire counties on the Board.*

## **6 JOINT PSB SCRUTINY COMMITTEE: FORWARD WORK PROGRAMME**

The Chair confirmed that the Joint PSB Scrutiny Committee meeting which was due to take place on Friday 27 September 2019 had been cancelled.

It was confirmed that future Joint PSB Scrutiny Committee meetings would take place following PSB meetings. The dates had been set by the Joint PSB Scrutiny Committee and not PSB Committee.

**RESOLVED** that the Forward Work Programme be noted.

## **7 HEALTH & WELLBEING**

This item was deferred to the 9 December 2019 PSB meeting.

## **8 PSB RISK REGISTER**

The Strategic Planning Team Manager (DCC), Nicola Kneale presented the Risk Register report (previously circulated) to consider the risks, discuss and agree actions to mitigate against those risks.

**PSB1** – the risk that the PSB had insufficient funding, resources and capacity to deliver the priorities identified in the Well-being Plan.

It was confirmed that there would be a Regional PSB grant of £80k. The risk could be downgraded to D3 but would be monitored.

**PSB2** – the risk that partner organisations are not committed to the Board.

The Strategic Planning Team Manager confirmed the risk could be downgraded to C3 as organisations engaged well with the Conwy & Denbighshire PSB. This would be monitored and if any issues arose she would report back to the Board.

**PSB3** – the risk that the PSB fails to maximise the potential impact it could achieve through a collaborative approach.

The Corporate Performance and Improvement Manager (CCBC) confirmed a Wales Audit Office report was awaited on PSBs.

**PSB4** – the risk that the complex partnership landscape both regionally and sub-regionally impacts on the delivery of the Well-being Plan.

The score was currently appropriate but would require mitigation actions.

**PSB5** – the risk that funding that was available via the EU is no longer available post Brexit implementation impacting on academia, agricultural industries and deprivation programmes.

Following a discussion it was agreed that risk PSB5 was a risk for Local Authorities but not for the PSB and therefore should be removed from the Risk Register.

**RESOLVED** that the PSB Risk Register be updated and circulated to all PSB members for approval to be signed off.

## **9 BSL INTERPRETATION SERVICE - CONWY PILOT**

The Corporate Performance and Improvement Manager (CCBC) introduced a presentation of the BSL Interpretation Service (Conwy Pilot).

It was a 12 month pilot scheme which would conclude in December 2019. The pilot was under contract with Sign Solutions.

The service was available 24/7/365 and free to the customer. It provided British Sign Language (BSL) communication support via video at all council receptions. Residents were able to sign in to Sign Solutions on smart phones, tablets and laptops reducing the need to physically attend at the council offices.

There are three distinct groups of people with sensory loss:

- Blind and partially sighted people
- Deaf people
- Deafblind people (important to note that many individuals who were deafblind had some residual sight and/or hearing. It was not about the amount of sight and hearing a person had but the combined impact of having more than one sensory impairment)

Upskilling of staff via the online Deaf Awareness e-learning course had been very well received and to date 300 staff had taken part. Further information about the pilot is available on the Council's web site <https://www.conwy.gov.uk/en/Council/Contact-Us/Sign.aspx>

The presentation and the service was extremely well received by all Board members present.

**RESOLVED** that the PSB note the presentation of the BSL Interpretation Service – Conwy Pilot.

## 10 FORWARD WORK PROGRAMME

The PSBs Forward Work Programme (FWP) (previously circulated) was presented for consideration. Members confirmed the Agenda and reports due at the next PSB meeting to be held on 9 December 2019, as follows:

### Decision Items:

- i. Update on PSB priorities –
  - a. Mental Well-being
  - b. Community Empowerment
  - c. Environmental Resilience

### Discussion Items:

- ii. Health & Wellbeing – ***Deferred from 23 September 2019 meeting.***
  - a. Update on Regional Partnership Board (RPB)
  - b. Update on Local Implementation Team (LIT)
  - c. Consider proposals for transformational funding 2020/21 (Bethan Jones, BCUHB)
- iii. Welsh Energy Service
- iv. Foundational Economy and PSBs (Helen Wilkinson)
- v. Grants update and learning from spend.

***RESOLVED*** that the Forward Work Programme be approved.

## 11 FOUNDATIONAL ECONOMY EVENT

For information only.

## 12 RPB AND PSB EVENT

For information only.

## AOB

1000 Lives Improvement Cymru Conference 2019: Rethinking How We Improve

The Corporate Performance and Improvement Manager (CCBC) confirmed 1000 lives were offering support to help PSBs with mental health wellbeing. They were focussed on acute health priorities.

The PSB Development Officer (CCBC) stated information was available but she would circulate it to all Board Members.

**The meeting concluded at 3.45 p.m.**

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**REPORT TO:** Conwy and Denbighshire Public Services Board

**DATE:** 9<sup>th</sup> December 2019

**LEAD MEMBERS:** Judith Greenhalgh, Chief Executive of Denbighshire County Council

**REPORT AUTHORS:** Nicola Kneale & Natasha Hughes, Denbighshire County Council

**SUBJECT:** Community Empowerment Update: Social Prescribing/Weight Management

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## **1. WHAT IS THE REPORT ABOUT?**

1.1 The Supporting Community Empowerment Priority

## **2. WHAT IS THE REASON FOR MAKING THIS REPORT?**

2.1 To update the Board of progress following the last meeting.

## **3. WHAT ARE THE RECOMMENDATIONS?**

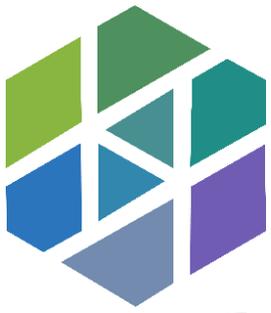
3.1 That members note the progress made in Appendix A and consider the issues highlighted across both Conwy and Denbighshire in relation to the lack of transport in rural areas and the provision of funding/grants for the delivery of key services.

## **4. REPORT DETAILS**

4.1 A project proposal was presented to the PSB in July requesting support to progress with the social prescribing agenda, with particular focus on weight management. It was suggested that the PSB plans its activities in support of Weight Management within the context of the BCUHB Weight Management Plan, prioritising particular initiatives according to the need and/or the opportunities available across Conwy & Denbighshire.

4.2 Following approval of the project proposal, Denbighshire County Council have led on the development, coordination and facilitation of meetings/discussions across Conwy and Denbighshire to progress the project. A multi-agency project team has now been established in order to offer strategic input and actual delivery of the project. See full update in Appendix A.

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# Conwy and Denbighshire Public Services Board: Well-being Delivery Plan 2018 - 2023

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**Community – Supporting Community Empowerment**

Delivery Plan – 2018 / 19

Priority	Year 1 Priorities (2018/19)	Impact
<b>Community –</b> Supporting Community Empowerment	<ul style="list-style-type: none"> <li>Understand what work is already taking place, and where the PSB could add the greatest value in terms of empowering our communities.</li> <li>Consult with professionals on areas of need and seek to develop the PSB's next steps towards meeting those needs</li> <li>Understand what would constitute success, and who should be involved in more detailed design and delivery.</li> </ul>	<ul style="list-style-type: none"> <li>Thriving community groups and assets that meet local needs.</li> <li>Services that work together better.</li> <li>Services that are better value for money.</li> <li>People getting involved and having a say in improving services.</li> </ul>

### Specific actions in 2018/19 to support year 1 priorities:

1. Developing the Next Steps for Community Empowerment.

2. Social Prescribing will support the well-being needs of individuals and our communities, and will as a result mean fewer medical prescriptions and lower non-medical expenditure on services needed due to lifestyle related conditions. People will also be enabled to say in their own homes for longer.

3. Better support tenants and those at risk of homelessness. This will not only result in less homelessness and more stable tenancies, but mitigate health associated risks and support a better quality rented sector.

4. Dementia Support Action Plan to better support dementia sufferers and their carers. PSB partners will work towards becoming dementia friendly organisations that help people live independently for longer.

### RAG action key

Action not progressing / areas of concern have been raised

Action progressing and no concerns raised

Action complete

Achievement Measures <i>Describe what will you deliver in 2018/19?</i>	Lead Officer	Baseline Data (If applicable)	Target date	Achievement Milestones <i>What will be achieved &amp; what difference will be made?</i>	Organisations involved
1 Developing the next steps for Community Empowerment.	Judith Greenhalgh, DCC	n/a	Summer 2018	To establish specific areas of work.	All PSB partners

<b>Achievement Measures</b> <i>Describe what will you deliver in 2018/19?</i>	<b>Lead Officer</b>	<b>Baseline Data</b> (If applicable)	<b>Target date</b>	<b>Achievement Milestones</b> <i>What will be achieved &amp; what difference will be made?</i>	<b>Organisations involved</b>	
<b>Progress Update – March 2019</b>						
<p>A workshop was held on June 27, 2018, attended by some 40 professionals with good representation across partner organisations. In-keeping with the PSB's principle of building on existing pledges from organisations' well-being plans, delegates were presented with information about existing pledges and asked to consider areas of need where collaboration would add value, focussing on the following themes:</p> <ul style="list-style-type: none"> <li>i. Housing</li> <li>ii. Employment Opportunities</li> <li>iii. Capacity Building</li> <li>iv. Provision of Health &amp; Well-being Support</li> <li>v. Infrastructure</li> </ul> <p>The output of the workshop was considered by the PSB at its meeting in September, agreeing three areas of work for the priority where the PSB felt it could add value through early intervention, focusing on the local dimension, and involving a different set of partners. These are detailed below.</p>					<b>Completed</b>	
<b>Page 17</b> <b>2</b>	Social Prescribing will support the well-being needs of individuals and our communities, and will as a result mean fewer medical prescriptions and lower non-medical expenditure on services needed due to lifestyle related conditions. People will also be enabled to stay in their own homes for longer.	Judith Greenhalgh, DCC  (supported by CVSC & DVSC)	n/a	TBC	Fewer medical prescriptions and lower non-medical expenditure on services needed due to lifestyle related conditions.	DCC, CCBC, BCU, PHW & NRW
<b>Progress Update – September 2019</b>						
<p>The second project group meeting was held in November to progress the social prescribing/weight management work with partners from BCUHB, Public Health, Natural Resource Wales and both Conwy and Denbighshire Local Authorities.</p> <p>BCUHB's Weight Management Business Case has now been approved and work has begun on developing a Specification for the Commercial Eating Programme within the overall project and envisaged to be out for tender early 2020. Following the successful appointment of a provider it is hoped that staff will be in post by March 2020. BCUHB have agreed that once this programme of work is fully established, links will be made with partners to support the delivery of weight management services across Conwy &amp; Denbighshire.</p>					<b>In progress</b>	

<b>Achievement Measures</b> <i>Describe what will you deliver in 2018/19?</i>	<b>Lead Officer</b>	<b>Baseline Data</b> (If applicable)	<b>Target date</b>	<b>Achievement Milestones</b> <i>What will be achieved &amp; what difference will be made?</i>	<b>Organisations involved</b>
<p>Representatives from Conwy &amp; Denbighshire Local Authorities have been in attendance at both meetings to share information and good practice currently established within their local areas. It was highlighted that there could be opportunities for Conwy and Denbighshire to collaborate on initiatives in order to strengthen the social prescribing offer.</p> <p>Further work is also needed on asset mapping across both Counties and collaboration would be beneficial here in order to gain a better understanding of what is available for people in the local areas. A further meeting between Conwy and Denbighshire officers will be arranged to explore the opportunities.</p> <p>The next full project team meeting will now be held in February 2020 once key actions have been completed.</p> <p>The following actions were agreed and are currently in progress:</p>					
Page 18 1) Natural Resource Wales will liaise with Local Authorities to link the signposting/community navigator services with the local area statements that are currently in development.	Meeting to be held on 27 <sup>th</sup> November to explore further.				<b>In Progress</b>
2) All Partners will make arrangements to share information on signposting/social prescribing services with the aim of collaboration where possible.	Conwy & Denbighshire Local Authority Leads to arrange further meeting and feedback to the project team in the New Year.				<b>In Progress</b>
3) Partners to share information on where there may be barriers or issues encountered in relation to signposting/social prescribing	<p>Project Team tasked with cataloguing a list of barriers or gaps they can identify through their working areas and feedback to the project team.</p> <p>There was a consensus that transport from rural areas was a key barrier for many and needs further consideration. However, the piece of work currently being carried out as part of the PSB Support Grant to identify transport needs across North Wales could support this. The outcome of this research will be shared with the project team over the coming months.</p> <p>Discussions were also held around funding arrangements and the length of time grants and funding are given. It was agreed that funding agreements should be no less than 3 years to allow for projects/initiatives to be established and evaluated effectively. The project team requested that this be fed back at PSB level.</p>				<b>In Progress</b>
4) Explore Data Performance & Evaluation methods	Denbighshire shared performance data relating to their Talking Points & Navigator Services for information. It was agreed that a separate meeting would be arranged to further consider				<b>In Progress</b>

Achievement Measures <i>Describe what will you deliver in 2018/19?</i>		Lead Officer	Baseline Data (If applicable)	Target date	Achievement Milestones <i>What will be achieved &amp; what difference will be made?</i>	Organisations involved
		performance data with a view to exploring consistency in processes across both Counties. Health will also provide performance information in relation to the existing weight management work streams within health and agreed KPIs within the commercial weight provider specification once completed.				
3	Better support tenants and those at risk of homelessness. This will not only result in less homelessness and more stable tenancies, but mitigate health associated risks and support a better quality rented sector.	Judith Greenhalgh, DCC (supported by CVSC & DVSC)	TBC	TBC	TBC	TBC
<b>Progress Update – March 2019</b>						
Due to capacity, this work has not started.						<b>Not started</b>
4	Dementia Support Action Plan to better support dementia sufferers and their carers. PSB partners will work towards becoming dementia friendly organisations that help people live independently for longer.	Helen Wilkinson, DVSC	n/a	March 2020	Empower communities to generate and transform awareness about dementia into community led action.	Public & Third Sector, Voluntary & Community groups
<b>Progress Update – July 2019</b>						
						<b>In progress</b>

#### Risks to Manage:

This is a complex area of work where we have found that a great deal is already taking place. The challenge remains for the PSB to understand where it can most add value to this busy, but important agenda, not only locally, but regionally.

It is also acknowledged that now the plan is in Delivery Phase, it is important to ensure that projects are adequately resourced in order to achieve what is set out in the Plan.

## PROJECT DELIVERY CONFIDENCE SUMMARY

Project Delivery Confidence Assessment:	
Green	Successful delivery of the project / programme to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly.
Yellow	Successful delivery appears probable but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, should not present a cost / schedule overrun.
Orange	Successful delivery of the project / programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed, and whether resolution is feasible.
Red	Successful delivery of the project / programme appears to be unachievable. There are major issues, which at this stage does not appear to be manageable or resolvable. The project / programme may need re-base lining and/or overall viability re-assessed.

Reasons for current delivery confidence	
We are making good progress in relation to the Social Prescribing offer with a focus on supporting BCUHB to deliver their Weight Management Programme. Project Team now established and meetings taking place with key partners across Health, Natural Resource Wales and both Conwy & Denbighshire Local Authorities.	

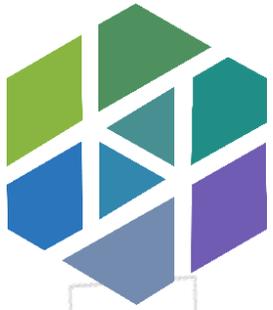
Previous Delivery Confidence Status	
20	Green

## PROJECT HIGHLIGHTS

Please outline any key events or milestones for the reporting period	
<ul style="list-style-type: none"><li>• Second project group meeting held in November to progress the social prescribing/weight management work with partners.</li><li>• BCUHBs Weight Management Business Case now approved and work started on the development of a Commercial Eating Programme.</li><li>• Information sharing and good practice identified across counties.</li></ul>	

## NEXT REPORTING PERIOD

Please outline any key events or milestones expected for the next reporting period	
<ul style="list-style-type: none"><li>• The next full project team meeting will be held in February 2020 once key actions from the November meeting have been completed.</li><li>• Asset mapping across both counties (including Health) to gain better understanding of what is available for people in local areas.</li><li>• Specification for Commercial Eating Programme out for tender early 2020</li></ul>	



# Conwy and Denbighshire Public Services Board: Well-being Delivery Plan 2018 - 2023

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**Place – Supporting Environmental Resilience**

Delivery Plan – 2019 / 20

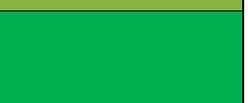
<b>Lead PSB Organisation &amp; Member</b>	<b>Natural Resources Wales</b>	<b>Sian Williams, Head of Operations in North Wales</b>
<b>Support PSB Organisation &amp; Member</b>	<b>Conwy County Borough Council</b>	<b>Iwan Davies, Chief Executive</b>

Priority	Focus Areas	Impact
<b>Place - Supporting Environmental Resilience</b> Page 22	<ul style="list-style-type: none"> <li>Support people and communities to realise how important the natural environment is and understand what positive differences they can make to reduce their impact on it.</li> <li>Start to address environmental issues such as climate change by promoting ways we can all reduce our footprint such as recycling, improving energy efficiency, reducing carbon emissions and by generally being greener.</li> <li>Understand what each of our partner organisations are doing in term of addressing their ecological footprint. Consider what frameworks we are working towards and how we can bring this all together. As part of this we want to improve the energy efficiency of our buildings and facilities.</li> <li>Focus on sustainable procurement (in particular maximising community benefit and making sure we're not having an adverse impact on the environment when we're buying goods and services).</li> </ul>	<ul style="list-style-type: none"> <li>Communities that understand and value the importance of the natural environment and the essential services it provides for society.</li> <li>A natural environment that is being managed in a sustainable way whilst wildlife and nature are flourishing.</li> <li>A natural environment that is providing the maximum benefits to our residents across the social, environmental, economic and cultural spectrum.</li> <li>Consistency between partner organisations working to common environmental policy, standards and targets.</li> </ul>

Actions	DRAFT Measure of Success		When will it be completed?		
			Short Term (1 years)	Medium Term (2-3 years)	Long Term (4-5 years)
1. Develop a common environmental policy statement for PSB partners and identify key targets.	a. Carbon	See draft performance measures in position statement.	✓		
	b. Climate Change				
2. Develop a community green pledge scheme and work with partners to promote and encourage participation of the scheme.	Number of groups receiving information about the pledge.		✓		
	Number of hits to the Community Green Pledges webpage.				
	Number of communities who have successfully achieved: A) Bronze, b) Silver, C) Gold, D) Platinum status.				
	Case studies on what changes communities have made.				
	Number of areas the PSB have lobbied.				

<p>3. Identify areas to lobby that are beyond the PSB’s gift to make positive changes.</p>	<p>To be identified.</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>
<p>4. Identify the community benefits from development (e.g. S106 agreements) through collaborative discussion.</p>			<p>✓</p>	
<p>5. Understand the ‘conflict’ between planning policy and environmental issues through collaborative discussion and seek local solutions.</p>	<p>To be developed through the regional partnership sub groups.</p>		<p>✓</p>	

**RAG action key**

<p>Action not progressing / areas of concern have been raised</p>		<p>Action progressing and no concerns raised</p>		<p>Action complete</p>	
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<p><b>Action</b></p>	<p><b>Progress Update – December 2019</b></p>	<p><b>Performance</b></p>		
				
<p>1. Develop a common environmental policy statement for PSB partners and identify key targets.</p>	<p>Following the July 2019 PSB meeting, the policy statement document has been updated to reflect the discussion at the meeting and clarify the focus areas. At the September PSB meeting, members recommended for the new format to be approved. Additionally since the last meeting, draft performance measures have been identified for the position statement. We are working with performance officers for advice.</p> <p>As part of this action, the North Wales PSB’s held an environment event in September 2019. It provided an opportunity for environmental officers to network, as well as providing an overview of PSB’s work in this area and discussed how we could approach the climate emergency together. There seemed to be general consensus that a North Wales regional approach would be beneficial. Proposals are being taken to the next North Wales Regional Leadership Board, including</p> <ul style="list-style-type: none"> <li>- Establishing a NW regional environment programme board.</li> <li>- Establishing sub-groups for each of the themes identified at the event (fleet, assets, procurement &amp; land management).</li> <li>- Use the NW regional PSB grant to commission a consultant to initial scope and provide recommendations to take the Board forward.</li> </ul>	<p><b>In progress</b></p>		

Action	Progress Update – December 2019	Performance		
2. Develop a community green pledge scheme and work with partners to promote and encourage participation of the scheme.	Following approval of the green pledges in July, officers are now working with the marketing team in Conwy CBC (who have been commissioned through the North Wales PSB grant) to launch and communicate the scheme. As part of this a toolkit is being developed, that will outline the messages we want to communicate, branding and imagery. A meeting has been organised with the communications officers from other PSB partners to share this work and help communicate the scheme. We are aiming to promote the green pledges as part of the annual engagement on corporate plan reviews.	<b>In progress</b>		
3. Identify areas to lobby that are beyond the PSB's gift to make positive changes.	A further update on the sea defence in old Colwyn will be presented at a future PSB meeting. No further areas for lobbying have been identified.	<b>In progress</b>		
4. Identify the community benefits from development (e.g. S106 agreements) through collaborative discussion.	We are currently responding to the WBFG Commissioner's audit on procurement and evidencing the benefits of procurement – including the environmental benefits.	<b>Not progressed</b>		
5. Understand the 'conflict' between planning policy and environmental issues through collaborative discussion and seek local solutions.	No further developments have been made on this action in this period. To be developed through the regional partnership sub groups.  <i>However we need to gain a better understanding of the 'conflict' that has been raised between planning policy and consideration of environmental issues. This will be looked at in year two of the plan.</i>	<b>In progress</b>		

**Risks to Manage:**

- The risk that regional or all wales organisations will be unable to commit to county or sub-regional arrangements owing to the complexity of meeting differing processes.

**PROJECT DELIVERY CONFIDENCE SUMMARY**

Project Delivery Confidence Assessment:	
<b>Green</b>	Successful delivery of the project / programme to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly.
<b>Yellow</b>	Successful delivery appears probable but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, should not present a cost / schedule overrun.

<b>Orange</b>	Successful delivery of the project / programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed, and whether resolution is feasible.
<b>Red</b>	Successful delivery of the project / programme appears to be unachievable. There are major issues, which at this stage does not appear to be manageable or resolvable. The project / programme may need re-base lining and/or overall viability re-assessed.

**Reasons for current delivery confidence**

We are making good progress in delivering on action 1 and 2 of the priority. However as the work progresses, we need to ensure the PSB members appropriately resource the projects.

**Previous Delivery Confidence Status**

**PROJECT HIGHLIGHTS**

**Please outline any key events or milestones for the reporting period**

- Revising the policy statement document with advice from environmental experts.
- Organising the NW regional PSB environment networking event.
- Working with the Conwy CBC's marketing team to develop a communication plan to launch the Community Green Pledges scheme.

**NEXT REPORTING PERIOD**

**Please outline any key events or milestones expected for the next reporting period**

- Launch of the Community Green Pledges scheme.
- Establish the regional environmental board ( if approved)

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Archwilydd Cyffredinol Cymru  
Auditor General for Wales

# Review of Public Services Boards



WALES AUDIT OFFICE  
SWYDDFA ARCHWILIO CYMRU



This report has been prepared for presentation to the National Assembly under the Government of Wales Act 2006 and the Public Audit (Wales) Act 2004

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**Mae'r ddogfen hon hefyd ar gael yn Gymraeg.**

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# Summary report

## Public Services Boards are unlikely to realise their potential unless they are given freedom to work more flexibly and think and act differently

- 1 The Well-being of Future Generations (Wales) Act 2015 (the 'Act') sets out the Welsh Government's ambitions to improve the social, cultural, environmental and economic wellbeing of Wales. The Act requires public bodies in Wales to think about the long-term impact of their decisions, to work better with people, communities and each other, and to help prevent problems such as poverty, health inequalities and climate change.
- 2 The Act establishes statutory Public Services Boards (PSBs) which have replaced the voluntary Local Service Boards in each local authority area. Each board is required to assess the state of economic, social, environmental and cultural wellbeing in its area and set objectives that are designed to maximise its contribution to the national wellbeing goals.
- 3 The Statutory Members of each PSB are the local council, the local health board, the fire and rescue authority and Natural Resources Wales. In addition to these statutory members, each PSB will invite the following to participate: Welsh Ministers, chief constables, the police and crime commissioner for their area, certain probation services, national park authority (if applicable), and at least one body representing relevant local voluntary organisations. PSBs can also invite other public service organisations to participate, for example, education providers such as colleges and universities and housing associations, and private bodies such as business forums.
- 4 PSBs are promoted by the Welsh Government as the key body collectively responsible for improving the wellbeing of communities across Wales and currently there are 19 PSBs – [Exhibit 1](#).
- 5 The Act requires each PSB to undertake a local wellbeing assessment every five years. PSBs are also required to prepare and publish a plan (the 'local wellbeing plan') setting out their objectives and the steps they will take to meet them. The plan must set out why the PSB feels their objectives will contribute, within their local area, to achieving the national wellbeing goals and how it has taken regard of their assessment of local wellbeing in setting its objectives and steps to take. All PSBs completed wellbeing assessments and published Local Wellbeing Plans in line with the statutory deadlines.

## Exhibit 1 – PSBs in Wales

There are 19 PSBs: one in each local authority except for a Cwm Taf PSB which covers Merthyr Tydfil and Rhondda Cynon Taf (set up before Bridgend was realigned with the Cwm Taf footprint), a combined PSB for Gwynedd and Isle of Anglesey and a joint PSB for Conwy and Denbighshire.

### Public Service Boards

- 1 Carmarthenshire
- 2 Ceredigion
- 3 Conwy and Denbighshire
- 4 Gwynedd and Isle of Anglesey
- 5 Monmouthshire
- 6 Pembrokeshire
- 7 Powys
- 8 Blaenau Gwent
- 9 Bridgend
- 10 Caerphilly
- 11 Flintshire
- 12 Merthyr Tydfil and Rhondda Cynon Taf
- 13 Neath Port Talbot
- 14 Swansea
- 15 Torfaen
- 16 Wrexham
- 17 Vale of Glamorgan
- 18 Cardiff
- 19 Newport



- 6 When producing their assessments of local wellbeing and Local Wellbeing Plan, PSBs must consult widely. The PSB should seek to involve the people and communities in the area, including children and young people, Welsh speakers and those with protected characteristics, in all aspects of its work. Each PSB will carry out an annual review of its plan showing its progress. Currently there are 101 wellbeing objectives set across the 19 PSBs, ranging from two in Gwynedd and Isle of Anglesey to 15 in Wrexham. There are also 462 underlying supporting steps and actions to deliver the 101 wellbeing objectives. The 101 wellbeing objectives ‘best fit’ with seven national wellbeing goals are as follows:



**A globally responsible Wales** – 12 wellbeing objectives



**A prosperous Wales** – 12 wellbeing objectives



**A resilient Wales** – six wellbeing objectives



**A healthier Wales** – 25 wellbeing objectives



**A more equal Wales** – 12 wellbeing objectives



**A Wales of cohesive communities** – 25 wellbeing objectives



**A Wales of vibrant culture and thriving Welsh Language** – four wellbeing objectives



**Others** – five wellbeing objectives (all focussed on ‘transformation’ of public services)

Image source: Office of Future Generations Commissioner for Wales

Source: Wales Audit Office

- 7 The Act also created a Future Generations Commissioner for Wales (the ‘Commissioner’). The general duties of the Commissioner are to ‘promote the sustainable development principle, in particular to act as a guardian of the ability of future generations to meet their needs and encourage public bodies to take greater account of the long-term impact of the things they do’. Specifically, the Commissioner is charged with monitoring and assessing the extent to which wellbeing objectives set by public bodies are being met<sup>1</sup>.
- 8 On behalf of the Auditor General for Wales, we have examined how PSBs are operating; looking at their membership, terms of reference, frequency and focus of meetings, alignment with other partnerships, resources and scrutiny arrangements. This is a phase one review on partnership working which will be followed up by a further report in 2020<sup>2</sup>. We have not reviewed wellbeing plans and assessments. **Appendix 1** sets out our audit methods, which included a survey of PSB members, a review of statutory guidance, PSB agendas, reports and minutes and interviews and focus groups with a range of PSB members and commentators. Our findings are also intended to help support the Welsh Government’s and Welsh Local Government Association’s current [review of strategic partnerships](#). Overall, we have concluded that **Public Services Boards are unlikely to realise their potential unless they are given freedom to work more flexibly and think and act differently.**

- 1 In 2017, the Commissioner provided each of the 19 PSBs with individual feedback on their draft wellbeing assessments. The Commissioner also published [Wellbeing in Wales: Planning today for a better tomorrow](#), a review summarising key issues for public bodies to learn from the initial 2017 wellbeing assessments.
- 2 The Phase Two review will look at the complexity of partnership delivery looking at a distinct group in society with multifaceted problems/needs who call on and access a range of different public bodies at different times to ascertain how organisations are working differently to address these needs. Our tracer is rough sleepers, a group in society with often intractable problems, who regularly call on and frequently use a wide range of public services and are challenging to provide services for because of their vulnerability, circumstances and lifestyle. This analysis will focus on determining if partners are genuinely working jointly to deliver improvement and whether public bodies are collectively taking decisions, using resources and prioritising activity to actually deliver change.

## Public bodies have not taken the opportunity to effectively organise, resource and integrate the work of PSBs

- 9 Whilst PSBs are building on the work of Local Service Boards and generally have the right membership, some key partners are not actively involved, and irregular attendance and lack of engagement restrict progress. Most PSBs are clear on their remit, adopting the model terms of reference set out in the Act. The focus of PSB work varies widely, a reflection of local circumstances and priorities. However, Welsh Government guidance on impact assessments is not being used consistently. The advice provided by the Future Generations Commissioner is not always valued or acted on. The lack of dedicated funding is seen as limiting the potential of PSBs to make a positive and lasting impact on Welsh communities.

## PSBs are not being consistently scrutinised or held to account

- 10 PSBs are not taking the opportunity to tell people what they are doing and develop a shared view of what needs to improve. Whilst some PSBs are providing a supportive space for reflection and self-analysis, they are not yet enhancing democratic accountability nor improving transparency. Public involvement and scrutiny arrangements are too inconsistent and variable to ensure that scrutiny of PSBs fully meets the expectations of the Welsh Government's guidance. Despite some positive and effective work to embed and make scrutiny truly effective, more work is required to ensure a consistent level of performance and impact.

## Despite public bodies valuing PSBs, there is no agreement on how their role should operate now or in the future

- 11 There is no single or right model for how PSBs should be organised and should work. Each will reflect the context of its area, the focus of Board members and their priorities for action. Nonetheless, public bodies working across regions find it challenging to participate in numerous Boards and there remains overlap between the PSBs and the work and membership of other partnerships, in particular the Regional Partnership Boards. However, opportunities for reducing duplication are not being taken. Some partners are concerned that fewer, larger PSBs will limit the focus on communities and make accountability and decision making too distant from citizens.

- 12 Comparatively, PSBs have more in common with Community Planning Partnerships in Scotland but do not deliver projects and co-ordinate funding programmes like their Scottish counterparts. Strategic partnership work in England is left to each council to determine. English councils are focusing on strategically using land-use planning power, the General Power of Competence and the ability to negotiate reuse of income generated from flexing business rates to encourage growth that helps tackle problems. In both Scotland and England there is more focus on partnerships 'doing'.

## Recommendations

- 13 Our recommendations are intended to help support the PSB members and the Welsh Government to improve the operation, effectiveness and impact of PSBs.

### Exhibit 2: recommendations

Recommendations	
<b>R1</b>	<p>In <b>Part 1</b> of the report we set out that understanding the impact of choices and decisions requires public bodies to fully involve citizens and stakeholders and undertake comprehensive Impact Assessments. However, we found that current practice is insufficient to provide assurance that the needs of people with protected characteristics are fully considered when reviewing choices and the voice of citizens is not sufficiently influencing decisions. <b>We recommend that PSBs:</b></p> <ul style="list-style-type: none"><li>• <b>conduct formal assessments to identify the potential impact on people with protected characteristics and the Welsh language and review agreed actions to ensure any adverse impacts are addressed;</b></li><li>• <b>improve transparency and accountability by making PSB meetings, agendas, papers and minutes accessible and available to the public;</b></li><li>• <b>strengthen involvement by working to the guidance in the <a href="#">National Principles for Public Engagement in Wales</a>; and</b></li><li>• <b>feed back the outcome of involvement activity identifying where changes are made as a result of the input of citizens and stakeholders.</b></li></ul>
<b>R2</b>	<p>In <b>Part 2</b> of the report we review arrangements for PSB scrutiny and conclude that there are shortcomings and weaknesses in current performance and practice. <b>To improve scrutiny, we recommend that:</b></p> <ul style="list-style-type: none"><li>• <b>PSBs and public bodies use the findings of the Auditor General for Wales' <a href="#">Discussion Paper: Six themes to help make scrutiny 'Fit for the Future'</a> to review their current performance and identify where they need to strengthen oversight arrangements and activity; and</b></li><li>• <b>PSBs ensure scrutiny committees have adequate engagement with a wider range of relevant stakeholders who can help hold PSBs to account.</b></li></ul>

## Recommendations

- R3** In **Part 3** of the report we summarise the difficulty of developing, implementing and resourcing PSBs and the challenges of managing multiple partnerships that can often have overlap and duplication. **To help build capacity, consistency and resourcing of activity we recommend that:**
- **PSBs take the opportunity to discharge other plan and strategy obligations through the Local Wellbeing Plan;**
  - **the Welsh Government enables PSBs to develop flexible models of working including:**
    - merging, reducing and integrating their work with other forums such as Regional Partnership Boards; and
    - giving PSBs flexibility to receive, manage and spend grant monies subject to PSBs ensuring they have adequate safeguards and appropriate systems in place for management of funding; effective budget and grant programme controls; and public reporting, scrutiny and oversight systems to manage expenditure.
- R4** **To help build capacity, consistency and resourcing of activity we recommend that the Welsh Government and Welsh Local Government Association in their review of strategic partnerships take account of, and explore, the findings of this review.**

## Part 1

Public bodies have not always taken the opportunity to effectively organise and resource the work of PSBs



- 1.1 **Shared Purpose Shared Future – Collective role: Public Services Boards** explains the Act and the work of PSBs, identifying council boundaries as the principle basis for joint working. The guidance also sets out how PSBs can merge, should collaborate to widen coverage and encourages them to operate more efficiently by providing them with the opportunity to discharge other planning and strategy reporting duties through the work of the PSB. In this part of the report we look at the evolution of PSBs and how they are meeting the expectations of the Welsh Government. We also consider their membership, focus, resourcing, operation and the evolution of PSBs from their forerunner bodies, Local Service Boards.

### **PSBs are building on the work of Local Service Boards and generally have the right membership, but attendance at meetings fluctuates and some key stakeholders are not always involved**

- 1.2 The Welsh Government's *Making the Connections: Delivering Beyond Boundaries* published in 2006, created Local Service Boards (LSBs) within each council area. Like PSBs, LSBs were intended 'to bring together the key contributors to local service delivery, both devolved and non-devolved'<sup>3</sup> to improve co-operation in service planning and undertake joint action where the need is identified, and where good outcomes depend on joined-up action. The intention was for the LSBs to be an over-arching mechanism of co-ordination, bringing together the main public service providers – councils, local health boards, police, the fire and rescue services and the Welsh Government itself.
- 1.3 Whilst the work and focus of LSBs naturally evolved over their life, partly tailored by the expectations and requirements of revised guidance<sup>4</sup>, they were the key forerunner to PSBs. From our review we found that many PSBs have evolved from the LSBs, building upon the foundations of the previous partnerships (for instance, Ceredigion<sup>5</sup> and Merthyr Tydfil<sup>6</sup>). In many cases the same individuals have moved from LSBs to PSBs continuing to deliver broadly the same role with the same responsibilities.

3 Welsh Assembly Government, **Making the Connections - Delivering Beyond Boundaries: Transforming Public Services in Wales**, – page 3, November 2006.

4 For example, Shared Purpose, **Shared Delivery: Guidance on Integrating Partnerships and Plans**, December 2012.

5 [http://www.ceredigion.gov.uk/cpd/CeredigionStrategicPartnerships\\_Public/13.5.1-EstablishmentOfCeredigionPSB.pdf](http://www.ceredigion.gov.uk/cpd/CeredigionStrategicPartnerships_Public/13.5.1-EstablishmentOfCeredigionPSB.pdf)

6 <https://democracy.merthyr.gov.uk/documents/s31707/Committee%20Report.pdf>

1.4 Most PSBs are chaired by council representatives: three by council chief executives and ten by council leaders. Of the other PSBs, two are chaired by the local health board representative, two by the chief executives of a local national park and two rotate the chairing between statutory partners. In addition to the statutory members the public bodies most frequently invited to PSB meetings are the Welsh Government, the police, probation services, national parks and representatives of the local voluntary sector. **Exhibit 3** summarises the main attendees across the 19 PSBs and the frequency of their attendance at meetings.

### Exhibit 3: frequency of attendance of PSB members

There is a wide variation in attendance across the 19 PSBs from statutory members and statutory invitees ranging from below 50% to 100% on individual PSBs.

PSB members	Status	Lead attended	Deputies attended	No attendance
Council leader	Statutory members	52%	33%	15%
Senior council officers	Statutory members	64%	28%	8%
Fire and rescue authority	Statutory members	54%	46%	-
Health board	Statutory members	52%	45%	3%
Natural Resources Wales	Statutory members	61%	34%	5%
Welsh Government	Statutory invitees	47%	13%	40%
Chief constable	Statutory invitees	45%	44%	11%
Police and crime commissioner	Statutory invitees	30%	28%	42%
Probation	Statutory invitees	25%	25%	50%

PSB members	Status	Lead attended	Deputies attended	No attendance
Community rehabilitation company	Statutory invitees	24%	8%	68%
National parks	Invitees	81%	-	19%
Voluntary sector representative	Statutory invitees	77%	-	23%

Source: Wales Audit Office review of minutes for PSB meetings

- 1.5 **Exhibit 2** highlights that all statutory partners across all PSBs frequently send deputies, particularly health boards and fire and rescue authorities, who tend to be represented by area directors or area managers rather than chief executives or chief finance officers. The lack of continuity in attendance and frequency of substitutions is regularly flagged as reducing the effectiveness of PSBs.
- 1.6 For instance, one respondent to our call for evidence commented that ‘while the Act is quite prescriptive with regards to the seniority of individuals required to sit on the Board, replacements or substitutes are still fairly common. The PSB only meets five times a year and inconsistency in representation means that it is difficult to create momentum in terms of delivering a shared vision and purpose.’ Another noted that it was critical that the PSB had ‘a focus on ensuring all partners who attend see the value of their role in the PSB, some attend without adding the value required, without actively supporting’ and another that ‘the Boards are variable and depend very much on the dynamic amongst the organisations who attend. Unless senior members of participating organisations attend, they [the Board] very quickly run out of steam.’

- 1.7 Despite all PSBs having voluntary sector representation, county voluntary councils' and Wales Council for Voluntary Alliance members report that the work of PSBs feels very distant from the reality of the day to day work of third sector organisations. The culture of PSBs also feels like a local authority owned agenda, notably in areas where the number of local authority representatives outweighs that of other organisations. They conclude that 'the current balance of power is reflective of the status quo, a 'two-tier' system with a clear onus on the four statutory partners versus the 'other' members; resulting in weak collective ownership of the work'<sup>7</sup>.
- 1.8 PSBs also invite a wide range of other organisations to participate in and shape their work. For example, further or higher education institutions and housing associations. We found that only three PSBs have regular attendance from town and community councils – Neath Port Talbot, Torfaen and the Vale of Glamorgan – and only one PSB (Swansea) has a good level of involvement with the private sector through the Regional Business Forum. No faith groups are involved in the work of PSBs despite their value being recognised in wellbeing assessments.

### PSBs are engaging with citizens, but are not involving them in their work

- 1.9 The legislation makes it clear that PSBs should work in a citizen-centred way, involving citizens in the co-design and delivery of wellbeing plans. PSBs have undertaken extensive stakeholder engagement activity when developing and finalising their wellbeing objectives and the Local Wellbeing Plan. For instance, questionnaire surveys in Ceredigion, Caerphilly, Pembrokeshire, Torfaen, Neath Port Talbot, the Vale of Glamorgan and Newport; and public engagement sessions and workshops in designated 'community areas' in Gwynedd and Anglesey, Bridgend, Cardiff, Neath Port Talbot, Monmouthshire, Swansea, Flintshire, Conwy and Denbighshire.

<sup>7</sup> Submission from Third Sector Support Wales (TSSW) to the National Assembly for Wales' Equalities, Local Government and Communities Committee – inquiry in relation to Public Services Boards, May 2018.

- 1.10 Other notable examples of engagement include the refocusing of citizens<sup>8</sup> panels onto PSB activity such as the Blaenau Gwent Citizens Panel, Your Voice Wrexham, Involve Newport and the Torfaen People’s Panel. The Torfaen Consultation Hub helps the public find and participate in consultations run by all public service organisations in Torfaen. And the One Cwm Taf newsletter<sup>9</sup> and One Newport bulletin<sup>10</sup> are good examples of how PSBs are informing people about what is going on, inviting comment, and promoting volunteering.
- 1.11 Whilst engagement activity has been time consuming and extensive it has nonetheless tended to follow traditional approaches focussed on informing rather than involving people and consequently falls short of meeting the new expectations of the Act. For example, it is unclear how such activity has been used to shape PSB priorities, the final wellbeing objectives and the actions needed to deliver change. Similarly, stakeholders are not made aware of the impact of their contribution and we found little evidence of how PSBs are ensuring the full diversity of stakeholders are represented and take part in involvement and engagement activity. For instance, we found that only Bridgend PSB has specifically engaged with and sought to involve people with protected characteristics. Engagement activity across Wales has only occurred in English or Welsh, and not in other languages or by using British Sign Language (BSL). We conclude that PSBs are not consistently involving people who have the most to gain from public bodies taking a stronger focus on improving citizens’ lives.

8 A Citizens’ Panel aims to be a representative, consultative body of local residents. It is typically used by statutory agencies, particularly local authorities and their partners, to identify local priorities and to consult service users and non-users on specific issues.

9 <http://www.ourcwmtaf.wales/SharedFiles/Download.aspx?pageid=286&mid=613&fileid=403>

10 <http://www.newport.gov.uk/oneNewport/News/One-Newport-Bulletin.aspx>

## Most PSBs have adopted the Terms of Reference set out in the Act

- 1.12 Terms of reference define the purpose and structures of the PSB and are the basis for partners agreeing to work together to accomplish a shared goal. Good terms of reference will set out the governance, functions and ambitions of the PSB and will highlight how partners and the public will be involved. They will also provide a documented basis for making future decisions because they define the:
- a vision, objectives, scope and deliverables (ie what has to be achieved);
  - b stakeholders, roles and responsibilities (ie who will take part in it);
  - c resource, financial and quality plans (ie how it will be achieved); and
  - d work breakdown structure and schedule (ie when it will be achieved).
- 1.13 Whilst the Welsh Government encourages local flexibility, we found that 17 of the 19 PSBs have adopted terms of reference in line with the Act, but with little variation to take account of local circumstances. Whilst nearly all terms of reference follow the same format, we found that six do not set out how sub and working groups will be established and operate and five do not set out how people and partners will be engaged in the work of the PSB. Resources, capacity building and skills development are the major gaps in the current terms of reference. Cardiff, Caerphilly and Newport PSBs have updated their terms of reference and Swansea PSB has produced some good guidance to support the work of the PSB. The terms of reference developed by Gwynedd and the Isle of Anglesey helpfully sets out and explains how disagreement and conflict will be resolved.

## PSB agendas vary widely and Welsh Government guidance on impact assessments is not sufficiently clear to direct activity in key areas

- 1.14 Decisions made in PSB meetings ultimately determine the success or failure of the PSB, but meetings can often run the risk of being unfocused and unproductive if they do not have a clear agenda. From our review of minutes and agendas we found that the coverage of agendas, quality of reports and the minutes are hugely variable. Between April 2016 and July 2019, we identified from PSB and council websites that PSBs have met a total of 208 times. We were, however, unable to find public information on dates of meetings, agendas, minutes and reports for 11 PSBs for some or all of this period. Indeed, two PSBs have not reported publicly on when they have met, nor have they published agendas, board papers and minutes of meetings since April 2016.
- 1.15 Whilst we only have a partial picture of PSB performance, we found that as of June 2019:
- a PSBs had, on average, 18 core attendees at each meeting, with the number of participants ranging from 16 to 42 people;
  - b the average length of meetings is 2.5 hours;
  - c PSBs have received over 1,100 reports and over 300 formal presentations as well as regular verbal updates and tabled items;
  - d 'host' councils are allocated approximately 98% of the tasks for action arising from meetings; and
  - e each PSB has on average four sub-groups ranging from no sub-groups in four PSBs to 11 in one.

- 1.16 Too often reports and minutes are not clearly written and are full of jargon which can make it difficult for the public to judge the quality of decision making and the work of PSBs. Conclusions of discussions often end in the Board ‘noting’ items, or ‘thanking’ partners for contributions, and agendas regularly include matters for information not decision. And, because these tend not to be matters for action they are consequently not monitored or scrutinised in later PSB meetings. One respondent to our call for evidence noted from their experience ‘the PSB has also become a bit of a ‘catch all’ for initiatives. Agendas have become long and discussion time limited.’ Overall, we conclude that PSBs are not doing enough to report publicly and openly on their work to ensure stakeholders and citizens can judge performance and hold them to account. This weakens transparency and accountability and it is difficult to see how public bodies are collectively taking a stronger focus on improving local citizens’ lives in line with national guidance and public interest.
- 1.17 We found that Welsh Government guidance<sup>11</sup> is also not clear on whether PSBs should undertake impact assessments, noting that ‘a public services board is not under a duty to carry out formal impact assessments. However, they might consider it a useful way of reflecting on matters that statutory members of the board would need to consider or expect to be considering in any case if they are to meaningfully assess the well-being of their area.’ Consequently, PSBs have adopted a variety of approaches to gauge and understand the potential impact of their decisions. For instance, whilst some Boards have undertaken PSB specific impact assessments, others rely on individual organisations’ impact assessments. These are, however, often not specific to the PSBs’ priorities or planned actions and can be unsighted by other Board members.
- 1.18 More generally, respondents to our call for evidence flag concerns with Welsh Government guidance and advice, perceiving it as overly bureaucratic, too prescriptive and not being sufficiently integrated with other key partnership guidance, in particular Regional Partnership Boards. For instance, one noted that ‘the legislation has been very prescriptive, and it has delayed the start of work on projects. Early discussions focussed on dates when things had to be done by and perversely dates things couldn’t be started until a time lapse had occurred.’ Another commentator noted that to support the PSBs to flourish requires ‘less nationally imposed demands and expectations; less central generated bureaucracy’ and another that PSBs should have ‘greater flexibility to enable the PSB to focus on initiatives rather than compliance with the guidance’.

11 <https://gov.wales/sites/default/files/publications/2019-02/spsf-3-collective-role-public-services-boards.pdf>

## PSBs have mixed views on the benefits of the advice they receive from the Future Generations Commissioner

- 1.19 The Future Generations Commissioner has clearly set out to PSBs the expectation that their work should be focussed on specific issues, where the PSB is more likely to make transformative changes that can help improve people's wellbeing. Indeed, the Commissioner has asked PSBs to consider focussing more deeply on a small number of issues and to consider different ways of tackling issues rather than continuing with some of the more traditional approaches which have not proved successful in the past.
- 1.20 The Commissioner has also made clear that part of her role is 'continuing the conversation' and in 2016-17 sent letters of advice to PSBs in response to their wellbeing assessments, which culminated in her national report **Well-being in Wales: planning today for a better tomorrow**. The Commissioner also provided advice to PSBs on their draft wellbeing objectives in 2017-18, as PSBs were preparing their wellbeing plans.
- 1.21 We found that PSBs are responding very differently to this advice. Some PSBs, such as Ceredigion, Cwm Taf and Pembrokeshire, have evidently reviewed the advice – for instance, the Commissioner's 'Art of the Possible'<sup>12</sup> programme – and PSB partners have considered collectively how they can best use these insights to refine their work. Despite respecting the advice and guidance provided by the Commissioner and her office, minutes of some PSBs' meetings note that the length and timeliness of advice could be better and that it is often viewed as impractical and not helpful in supporting the PSB to improve.
- 1.22 For instance, minutes of the Newport PSB meeting of 21 November 2017 note that 'Members commented that the Commissioner's advice was overly lengthy and could usefully have provided a clearer steer on expectations and guidance models for the PSB in terms of how it could do things differently.'<sup>13</sup> Similarly, the Wrexham PSB meeting of 13 September 2018 noted that '[the commissioner] is asking PSBs to consider the governance between themselves and the RPBs. PSB felt advice is badly timed to consider this in detail at the moment'.<sup>14</sup> These are echoed by responses to our call for evidence, with feedback from one PSB member noting that the 'idealist expectations of the Future Generations Commissioner' hinder the work of the PSB.

<sup>12</sup> The 'Art of the Possible' is one of the Commissioner's main programmes of work. It is a partnership approach to shining a light on great work that is improving wellbeing in communities across Wales.

<sup>13</sup> <http://www.newport.gov.uk/documents/One-Newport/PSB-Minutes-21-November-2017.pdf>

<sup>14</sup> <https://www.wrexhampsb.org/wp-content/uploads/2016/08/WrexhamPSB-13-09-18-mins.pdf>

## The lack of dedicated funding limits the work and impact of PSBs

- 1.23 The Act requires councils to make administrative support available to the PSB – ensuring the board is established and meets regularly; preparing the agenda and commissioning papers for meetings; inviting participants and managing attendance; work on the annual report and preparation of evidence for scrutiny. However, it is for each board to determine appropriate and proportionate resourcing of their collective functions which are the responsibility of all the statutory members equally.
- 1.24 The main source of ‘income’ for PSBs is the Welsh Government’s Regional Grant which is issued on a health board footprint and must be spent for the benefit of all PSBs within that region and cannot be spent on project work. We found that some PSBs have set budgets. Cwm Taf PSB has a pooled budget to support administrative work with contributions from the councils and health board. Similarly, both the councils and health board members of the Neath Port Talbot and Swansea PSBs each contribute £10,000 to cover the cost of administrative support. A number of PSBs are also seeking to align their work with other partnership groups in order to share grant funding.
- 1.25 Outside of this funding, the majority of partners’ contribution to the PSBs is a ‘contribution in kind’, usually officer time and use of facilities with most expenditure being absorbed by each partner, in particular the council. This is particularly challenging for councils as they are required to service the PSB and deliver the scrutiny role which goes wider than providing support for meetings. However, it is clear that partners also do not have the capacity to take on more and resources and capacity remain a key risk. Indeed, one of the key messages from our call for evidence is in relation to resources, capacity and the need for a dedicated funding stream for PSBs.

Call for evidence feedback on major risks facing the PSB:

'The main barriers relate to issues of resources and capacity.'

'In order for the PSB to begin fulfilling its potential, it needs dedicated funding. Crucially, this needs to be allocated to the PSB ... not just the local authority or the statutory partners. The allocation of shared resource to RPBs in the form of ICF & transformation fund has galvanised multi-agency, cross-sector collaboration.'

'Provide access to financial support – all partners are financially stretched and even if collaboration opportunities are identified there are still set up costs and a need for staff support.'



'Dedicated funding, resources and improved clarity around expectations of PSBs relative to other collaborations would improve impact.'

'The lack of direct financial resources prevents some actions being undertaken – the time and effort required to look at pooled/shared budgets is disproportionate to any success. WG should ensure that some of the funding streams are directed to PSB - ICF, Transformation funds etc. This would help recognise the role of PSB and speed up change and reconfiguration of services.'

'Over the past three years, the local authority has allocated significant resource to ensure the effective operation of the PSB. This is a significant burden which is not sustainable in the long term.'

'PSBs receive no direct funding, this is a limiting factor. The capacity and capabilities of each partner vary so each partner contributes in very different ways. Inevitably those partners with the broadest shoulders carry the heaviest load which is an issue at a time of austerity when all organisations are under financial pressure and struggling with limited resources.'

'The main barriers relate to issues of resources and capacity across partner organisations: lack of dedicated PSB partnership resource budget; reduced capacity across senior managers in the public sector following 6 years of austerity; and lack of additional funding from Welsh Government to deliver on the requirements of the WBFGA, particularly in comparison to that made available to deliver the SSWBA.'



## Part 2

Public Services Boards are not consistently being scrutinised or held to account



- 2.1 The Act identifies that local councils are responsible for the formal overview and scrutiny of PSBs, and in particular the: provision of a supportive space for reflection and self-analysis; enhanced democratic accountability and improved transparency; a stronger focus on improving local citizens' lives; and place-based transformation through deeper public engagement. The three main roles of overview and scrutiny committees are set out in Welsh Government guidance and defined as:
- a reviewing the PSBs' governance arrangements;
  - b acting as statutory consultees on the wellbeing assessment and Local Wellbeing Plan; and
  - c monitoring progress on the PSBs' implementation of the Local Wellbeing Plan and engagement in the PSB planning cycle.
- 2.2 In order to ensure democratic accountability, councils must designate a scrutiny committee to review the governance arrangements of the PSB as well as review or scrutinise the decisions made, or actions taken by the PSB, and make reports or recommendations to the Board regarding its functions or governance arrangements. It is for each council to determine what form these scrutiny arrangements take. For example, existing legislative powers can be used to put in place joint arrangements, such as 'co-opting' persons who are not members of the authority to sit on the committee, and where appropriate to appoint joint committees across more than one local authority area. The committee can require any statutory member of the Board to give evidence, but only in respect of the exercise of joint functions conferred on them as a statutory member. This includes any person that has accepted an invitation to participate in the activity of the Board.
- 2.3 We found a wide variation in how councils have configured their PSB scrutiny functions. Five have a dedicated PSB scrutiny committee, five include oversight within the remit of a partnership scrutiny committee, and others have established reporting lines through policy and resources scrutiny committees. Swansea has the largest scrutiny committee inviting an average of 32 people to each meeting in 2018 and 2019. However, one council has not yet designated or created a scrutiny committee for the PSB and another has only recently created a scrutiny committee, which is yet to meet. Councils that have integrated the scrutiny of the PSB with other responsibilities often have committees with very broad remits and councillors lack the capacity to consider everything they need to. As a result, the work of the PSB can take a low priority.

- 2.4 The timing and frequency of meetings do not help scrutiny committees to monitor progress on the PSBs' implementation of the Local Wellbeing Plan. For instance, most scrutiny committees are not timetabling their meetings to mirror the cycle of PSB meetings. The frequency of council scrutiny committee meetings also varies widely, a reflection of whether oversight has been tasked to an existing committee or to a dedicated committee focussed purely on the PSB. Consequently, some scrutiny committees meet monthly, others less frequently.
- 2.5 Our review of council scrutiny papers, agendas and reports found that a number of committees are focussing on internal administration, structures and procedures and not enough on providing insight or challenge to PSBs. We saw evidence that most, but not all, scrutiny committees are consulted on the PSBs' wellbeing assessment and Local Wellbeing Plan, but it is not always clear what impact their scrutiny has had. Some scrutiny committees simply note receipt of the Local Wellbeing Plan with minutes recording no or little comment or challenge.
- 2.6 With regard to monitoring progress on the PSBs' implementation of the Local Wellbeing Plan and engagement in the PSB planning cycle, we found big differences in how scrutiny committees are performing. There is good evidence that some scrutiny committees are effectively challenging the work of PSBs. For example, the work of Cardiff Council's Policy Review and Performance scrutiny committee when considering the PSB's Wellbeing Report 2017-18<sup>15</sup>. Likewise, Caerphilly provide PSB performance reports to members in advance of scrutiny meetings to help members set their lines of enquiry and to ensure that the right PSB partner officers attend meetings to answer these questions. In addition, pre-meeting discussions also allow officers to present questions under themes to sharpen the focus of scrutiny.

<sup>15</sup> <http://cardiff.moderngov.co.uk/documents/s25545/Minutes%20Public%20Pack%2003102018%20Policy%20Review%20and%20Performance%20Scrutiny%20Committee.pdf>

- 2.7 However, these positive examples are not universal, and we found significant shortcomings in how some scrutiny committees are reviewing and scrutinising the decisions made and actions taken by PSBs. For instance, reports and updates on the work of PSBs are simply noted by some scrutiny committees, whilst other committees are not tracking the number, discussion of, discharge, and impact of the recommendations they make for PSBs to action. Scrutiny Committee papers and minutes can also be full of jargon and abbreviations which can make it difficult for councillors to examine performance, a point noted by Ceredigion's Overview and Scrutiny Co-ordinating Committee<sup>16</sup>. This makes it difficult for councils to demonstrate how they are discharging the expectations of the Welsh Government's guidance.
- 2.8 Of the councils that published annual scrutiny reports, we found little commentary on their responsibilities to scrutinise PSB governance arrangements and whether the current systems are effective or need to change. The Terms of Reference of PSBs are generally not reviewed by scrutiny committees. This is important because PSBs' governance work may evolve over time and priorities may change.
- 2.9 Whilst some PSB scrutiny committees encourage wider attendance at meetings this could be more inclusive to ensure stakeholders and citizens are given the opportunity to hold their PSB to account. All PSB scrutiny committees are chaired by a councillor, membership of committees is primarily made up of local councillors and there are few co-opted members from PSB partners. Consequently, the work of committees ends up with a heavy 'council focus'. Many PSBs are not open to the public, and we found that only one PSB – Swansea – encourages involvement and engagement with the public at PSB meetings through its public 'question time'. In addition, Cardiff and Swansea tabled questions from the public. Cwm Taf and Cardiff advertise PSB and scrutiny meetings in the local press and on social media and several other PSBs have dedicated public-facing websites with a good range of useful and accessible information, the best of which we consider to be Cwm Taf and Blaenau Gwent. Websites with good quality material make it easy for the public to become more informed and involved in the work of the PSB. Despite these positive examples, there is more for PSBs and public bodies to do to ensure there is effective oversight of the work of Boards.

16 [http://www.ceredigion.gov.uk/cpd/CeredigionStrategicPartnerships\\_Public/10.8%20Scrutiny%20Feedback%2030.11.2017.pdf](http://www.ceredigion.gov.uk/cpd/CeredigionStrategicPartnerships_Public/10.8%20Scrutiny%20Feedback%2030.11.2017.pdf)

## Part 3

Despite public bodies valuing PSBs, there is no agreement on how their role should evolve



3.1 There is no single or right model for how PSBs should be organised and should work. Each PSB is the sum of its members and will reflect the local context, the needs of its areas and the agreed priorities for action. Since the establishment of Public Services Boards in 2016, much of the focus of their early work has been on completing the wellbeing assessment, adopting the Local Wellbeing Plan and establishing governance and operating arrangements between partners. Most PSBs have now reached a pivotal moment, where these arrangements are well-established and are turning their attention to delivering the outcomes they have set out. It is timely, therefore that PSBs pause and consider their role and how they can ensure their work is focussed sufficiently on meeting the objectives of the Act.

### Partners support the continuation of PSBs, but they have mixed views on what their future role should be

3.2 Nearly all partners responding to our call for evidence said that PSBs are the right vehicle to deliver the ambitions of the Act but also acknowledged they are only part of the solution. Whilst most partners note that PSBs will only have impact if they are allowed time and space to develop, many who responded to our call for evidence highlighted that structures also need to change to support them to flourish. Proposals included more flexibility to allow PSBs to operate without overly prescriptive guidance, exploring regional working and greater clarity over the roles and links between PSBs and Regional Partnership Boards.

'I would not want to see wholesale change being introduced again. We have had Community Planning and Leadership Partnerships and Community Plan; then the Local Service Board and Single Integrated Plan, and now we have Public Services Board and Wellbeing Plan. We cannot just keep shuffling the deck chairs, changing the name of partnerships, and expecting change for the better. I think most people are fed up with the 5-year cycle of change of partnership, new assessments, new plans and then 'all change' before anything has had chance to bed in and deliver real transformation and improvement. The Well-being of Future Generations Act needs us to plan for the long term – to do that, we need a long-term commitment to PSBs, even if an element of the work moves onto a regional footing.' – Call for evidence response.

- 3.3 PSB members often attend numerous partnerships and respondents to our Call for Evidence noted difficulties in aligning all priorities, and often the work of their organisation is remote and not central to delivery of wellbeing objectives or the Local Wellbeing Plan. This can be especially difficult for fire and rescue authorities who cover between four and nine PSBs; the national park authorities who work with between one and nine PSBs; and the police who operate across four and six PSBs. For example, one respondent to our call for evidence noted that ‘both Swansea and NPT PSBs have very similar wellbeing plans and yet these are being developed in parallel rather than in a collaborative joined up way which ignores local authority boundaries. This is a particular issue for partners who cover more than one PSB area – it duplicates work (attendance at numerous meetings discussing the same issues in different LA areas), it means missed opportunities for greater collaboration.’ Bodies working across a region consequently find it hard to resource every PSB meeting, sub group and council scrutiny meeting.
- 3.4 PSB members likewise find it challenging to respond to and align partnership activity under different pieces of legislation. As well as having to create PSBs, they are also required to form regional partnership boards under the Social Services and Wellbeing Act and regional delivery arrangements under the recent Violence Against Women legislation. Reducing the complexity of public service governance has long been an aim of the Welsh Government, local government and other public service partners who note that the lack of alignment between partnerships which continue to operate on different geographical boundaries can dilute impact, stretch capacity and increase complexity. Partnerships undoubtedly can help drive transformational change, but the top-down prescriptive model favoured to date, coupled with different emphases in different legislation and guidance, has not always helped Public Bodies to deliver on the ground.
- 3.5 This is not unique to PSBs and echoes the findings of the Auditor General’s recent review on the Integrated Care Fund and the work of regional partnership boards<sup>17</sup>. For example, regional partnership boards operate on health-board boundaries, whereas others like the majority of PSBs operate on a local authority footprint. A number of respondents also highlighted that PSBs, unlike regional partnership boards, are not allocated resources to directly spend. This is resulting in some PSB partners choosing to prioritise the work of regional partnership boards over PSBs because the former makes decisions on where to invest and spend money and the latter does not.

17 <https://www.audit.wales/system/files/publications/integrated-care-fund-report-eng.pdf>

- 3.6 However, given the weaknesses identified in earlier sections of this report on the inadequacy of accountability and oversight arrangements, the lack of public reporting and the duplication of PSB activity with other partnerships, there are risks in allocating PSBs resources to manage. For PSBs to start to control and spend money will require changes and improvements in how PSBs work; how they publicly report; how they are scrutinised and held to account; and clear expectations on how they should manage and control PSB budgets and expenditure.
- 3.7 It is unsurprising that many we have spoken to and who responded to our call for evidence flag the current multifaceted partnership environment as a potential block to improvement because resources and capacity are being overextended. It is often the same individuals who are expected to contribute to and attend PSBs and regional partnership boards, putting considerable pressures on their time and resources. For instance, one respondent to our call for evidence noted that ‘the partnership landscape is now rather complex ..... the PSB has found it challenging to find an area where they can add value and not duplicate other areas’. Whilst another highlighted that ‘the capacity to service both PSB and RPB partnership arrangements is an issue. A single partnership arrangement would help to reduce duplication, ensure adequate officer support and provide clarity regarding governance and accountability.’
- 3.8 Finally, one respondent highlighted that ‘the relationship between PSBs, RPBs and other bodies (City Deal, APBs) is very confusing and makes for a cluttered landscape. It is difficult for professionals to understand – let alone the public we are supposed to serve. Competing cycles – most public sector organisations are funded annually; political terms are 4/5 years and yet PSBs are trying to develop solutions for the next generation – these factors work against each other.’
- 3.9 There are nevertheless mixed opinions on whether PSBs should operate on local or regional footprints and whether they should merge with other partnerships. Whilst there are tensions inherent in the existing structures, there are also challenges to changing them. Whilst larger partnerships offer economy of scale, they can also become remote moving decision making and prioritisation further away from communities. The Welsh Government is also clear that not all partnership structures do the same job. Some are about case management or operational delivery across services whilst others focus on developing a shared strategic perspective and it is not always possible, or desirable, to bring these together.

- 3.10 As well as PSBs, the Welsh Government<sup>18</sup> has identified 23 other major partnership groupings, broadly aligned with the following themes:
- a Economy and skills – 3
  - b Health and social care – 4
  - c Criminal justice and community safety – 8
  - d Children and young people – 3
  - e Housing – 4
  - f Other – 1
- 3.11 Though most of these emanate from, or are driven by, national requirements, how they are organised, managed and work is very much left to public bodies to determine, recognition that there is no one or right way for partnerships to organise themselves. And whilst some boards have ensured that the responsibilities of different regional and local boards are clearly defined and seek to keep duplication to a minimum, this is not universal. Even where there are opportunities to streamline the work of the PSB and discharge other plan and strategy obligations through the Local Wellbeing Plan, we found that PSBs are not necessarily taking them.
- 3.12 For example, whilst most councils discharge their community planning functions and priorities for child poverty through their PSBs, and others have taken the opportunity to integrate their community safety partnerships into a sub group of the PSB (Bridgend and Swansea for example), progress in other areas has been limited. Strategies relating to Violence against Women, Domestic Abuse and Sexual Violence have mostly been regionalised and are not being discharged through the Local Wellbeing Plan.
- 3.13 Undoubtedly, those we have spoken to and who responded to our call for evidence value the work of PSBs, but there are very different views on how they should evolve. As noted above, some favour fewer Boards operating across wider regional areas whilst others value PSBs reflecting local authority footprints and being tied more closely to communities. Others want to see PSBs and regional partnership boards being merged to reduce duplication, not least in attendance, but to also better co-ordinate work on similar priorities. It is clear that there is no single model for partnership working and each partnership needs to reflect the local circumstances, priorities and context. And it is PSBs themselves who are best placed to decide when, where and how they wish to work together, and the Act is designed to ensure they have the flexibility to do so.

18 Paper 3 (Annexe A), Working Group on Local Government, Meeting 25 January 2019.

3.14 However, given the demands on public bodies to sustain and maintain so many partnership fora, there is a clear case for rationalising the current arrangements to free up capacity and reduce duplication. And the current review commissioned by the 'Working Group on Local Government' to map strategic partnerships<sup>19</sup> and make recommendations for rationalisation should address this. To assist in this process, in the remainder of this section we consider how similar partnerships operate in Scotland and England and highlight key differences with Wales.

### PSBs are broadly similar to Community Planning Partnerships in Scotland, but partners in Scotland also deliver projects and co-ordinate funding programmes

3.15 The approach in Wales is similar to the Community Planning<sup>20</sup> system in Scotland. Community planning is the process by which councils and other public bodies work together, with local communities, businesses and voluntary groups, to plan and deliver better services and improve the lives of people who live in Scotland. The [Local Government in Scotland Act 2003](#) provides the statutory basis for community planning. Community planning is led by Community Planning Partnerships (CPPs). There are 32 CPPs, covering each council area, which include representatives from the following:

- a **the council:** It has a statutory duty to 'initiate, facilitate and maintain' community planning. It is therefore responsible for taking the steps necessary to ensure community planning takes place.
- b **statutory partners:** NHS boards, Scottish Enterprise, Highlands and Islands Enterprise, Police Scotland, Scottish Fire and Rescue Service and regional transport partnerships.
- c **other partners:** These include other public bodies, further and higher education institutions, voluntary groups, community groups and business organisations.

19 <https://www.wlga.wales/review-of-strategic-partnerships-june-2019>

20 The Community Planning model has been in place for a number of years and was most recently refreshed with the [Community Empowerment \(Scotland\) Act 2015](#).

- 3.16 Unlike PSBs, CPPs are focused on delivering projects particularly at a community level. This work can include managing and assisting in asset transfer to community groups, working with communities to both build capacity and identify solutions and also investing in infrastructure and projects. For instance, the approach to involving communities in identifying and planning responses in Glasgow<sup>21</sup>. CPPs are also required to specifically consider how they can help contribute to poverty reduction and they must also assess the impact of their policy choices on people with protected characteristics. Importantly, CPPs must set out what public money is being spent locally and actively seek opportunities to reduce duplication, jointly bid for external finance and pool resources.
- 3.17 CPPs have also acted as the co-ordinating body for national funding programmes; for instance, the Early Years Change Fund established in 2011 as a partnership fund between the Scottish Government, local government and the NHS totalling £274.25 million in investment. The CPPs provide oversight and co-ordination for this programme<sup>22</sup>. Consequently, CPP plans, which have a 10-year timescale, are focussed on operational delivery as well as setting the overall strategic direction for an area. There are therefore some important differences between CPPs and PSBs, namely, the former works more closely with the business sector, has oversight of funding and supports delivery of community projects. This is very different to PSBs.

21 <https://www.glasgowcpp.org.uk/index.aspx?articleid=19222>

22 <https://www.gov.scot/publications/summary-community-planning-partnerships-cpps-early-years-change-fund-returns-9781786524355/pages/1/>

## Strategic partnership work in England is left to each council to determine and this has resulted in very different approaches

3.18 The approach in Wales and Scotland, however, is sharply different to England. Increasingly, councils in England are choosing not to have a local strategic partnership forum, partly a reflection of less central direction, austerity and the cost of servicing and maintaining these forums, but also because of difficulties in quantifying impact and the speed of decision making. From our research we found that approaches in England tend to focus on one key priority – learning and skills, economic growth, preventing poverty, or digital delivery. And because there are no central mandated approaches or requirements, public bodies are left to determine how they respond, which has resulted in very different approaches with little consistency between regions. For instance:

- a the Derbyshire Partnership Forum<sup>23</sup> is one of the few remaining local strategic partnerships in England and primarily focuses on preventing poverty in rural areas. The Forum brings together over 60 public, private, voluntary and community sector organisations who work together to improve the quality of life for the people of Derbyshire. The Derbyshire Partnership integrates seven other strategic partnerships and runs a data observatory. The Derbyshire Partnership Forum is currently carrying out a fundamental review of its governance arrangements to refocus its priorities on fewer things where there are gaps in conventional service delivery and to further integrate efforts, for example, in youth safety prevention work.
- b Newcastle City Council's Growing our City<sup>24</sup> is focussed on attracting and encouraging investment in the city to grow the economy and create a more sustainable Newcastle. Key to this is the programme of work being developed under the Newcastle City Deal<sup>25</sup>, which supports the creation of an Accelerated Development Zone in the Newcastle and Gateshead corridor which is allowing the Council to regenerate the city centre and tackle poverty. Alongside this is the life and science and healthcare work which has levered in over £1 billion in investment and the Council's partnership with Legal and General at the Helix site.

23 <https://www.derbyshirepartnership.gov.uk/home.aspx>

24 <https://www.newcastle.gov.uk/our-city/growing-our-city>

25 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/406293/Newcastle-City-Deal-Paper.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/406293/Newcastle-City-Deal-Paper.pdf)

- c the Essex Online Partnership<sup>26</sup> is focusing on one key priority: to improve digital access, grow skills, and ensure all partners have access to the best integrated technology and data. The Partnership operates through a subscription model and is jointly led by Essex County Council and Essex Police. The partnership shares knowledge, resources and services to provide technology solutions, which support the business needs of each partner organisation and reduce the cost of their technology. Significantly, the partnership involves and includes networks of interest, schools and rural communities.
- d Southampton Connect is an independent partnership which brings together senior city representatives seeking to address the key challenges and opportunities for Southampton and working with the city's key partners to improve the outcomes of the people of Southampton<sup>27</sup>. Southampton Connect is chaired by the Hampshire Chamber of Commerce and is responsible for the delivery of the Southampton City Strategy which contains many of the features of a wellbeing assessment. Partners emphasise speed of action and ability to speak with one voice as clear tangible benefits. Rough sleeping is the partnership's current priority based on public interest and local concerns.

3.19 From our analysis, one of the key differences between England and Wales is the freedom English councils have to determine their direction and purpose and the role of the private sector to support strategic activity. With less public money available to invest in services and regeneration activity, we found that English councils are focusing on strategically using their powers – in particular land use planning, the General Power of Competence<sup>28</sup> (which currently does not exist in Wales) and the ability to negotiate reuse of income generated from flexing business rates – to encourage inward investment that helps tackle problems. This helps to increase employment and grow council tax revenues to reinvest in public services.

26 <http://www.eolp.info/>

27 <https://www.southampton.gov.uk/council-democracy/partnership-working/southampton-connect.aspx>

28 The Localism Act 2011 introduced the general power of competence in England which enables local authorities to do things an individual may generally do but anywhere in the UK or elsewhere. The power also allows authorities to do things for a commercial purpose or otherwise, for a charge or without a charge and without the need to demonstrate that it will benefit the authority, its area or citizens of the area. The general power of competence has extended the range of services which a local authority can lawfully provide.

- 3.20 However, because these approaches are negotiated and agreed by the UK government on a case by case basis, there is no uniformity between councils nor a core focus for action that all councils are prioritising. Councils are essentially left to ‘get on with it’ with little external support, oversight or challenge, which is inherently risky, especially when things go wrong. This is very different to the Welsh Government policy for PSBs, which promotes a ‘public sector led’ response to addressing challenges. Whilst the Welsh Government’s guidance references the private sector and businesses, they are not identified as core PSB members and their role and contribution to date in Wales are not as central to the work of PSBs, with one or two exceptions, which is different to England.
- 3.21 Some, but not all, of the approaches in England are also developed under the auspices of City and Growth Deals<sup>29</sup>. City Deals also operate in Wales and are an agreement between the UK and Welsh governments and a city or city region. It gives the city and its surrounding area certain powers and freedom to take charge and responsibility of decisions that affect their area. City and Growth Deals are focussed on stimulating economic growth across an area, but also tackling barriers by, for instance, improving transport connectivity; increasing skill levels; supporting people into work; supporting businesses; and deciding how public money should be spent. A Growth Deal is very similar in purpose but is less geographically restrictive.
- 3.22 There are currently two City Deals in Wales – the Cardiff Capital Region City Deal<sup>30</sup> and the Swansea Bay City Deal<sup>31</sup> – and proposals for development of Growth Deals in Mid Wales and North Wales. The local authority partners in each of the existing City Deals have established joint governance arrangements to oversee implementation of the deal. Given the potential City Deals have for making a positive impact on improving economic wellbeing it is important that their work is focused on delivering sustainable development in line with the Act, a key issue flagged by the Commissioner with public service leaders in correspondence<sup>32</sup>. Irrespective, they are also another major partnership that adds to what already is a complex picture of planning and delivery across the public sector.

29 City and Growth Deals have become one of the main tools for driving economic activity in the UK in recent years. A process that started with the major urban centres of England (outside London) has grown to include most of the large population centres across the UK. By their nature, these deals are unique to the area they spring from, and there is a great deal of variety in their scope and ambition.

30 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/508268/Cardiff\\_Capital\\_Region\\_City\\_Deal.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/508268/Cardiff_Capital_Region_City_Deal.pdf)

31 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/611685/Swansea\\_City\\_Deal\\_-\\_English.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/611685/Swansea_City_Deal_-_English.pdf)

32 <https://futuregenerations.wales/wp-content/uploads/2017/03/20161212-City-deal-FinalEng.pdf>

# Appendices

## Appendix 1 – study methodology



# Appendix 1 – review methodology

## Review of literature

We have reviewed a wide range of documents and media, including:

- evidence submitted to the National Assembly for Wales' Equalities, Local Government and Communities Committee inquiry in relation to Public Services Boards;
- examining national policy, statutory guidance and the Well-being of Future Generations Act guidance and legislation;
- examining all PSB meeting reports, minutes and online information from 2018 and 2019 and a sample of earlier documentation;
- checking PSB websites for accessibility and encouraging public involvement;
- reviewing financial information on PSBs;
- comparing public priorities in wellbeing assessments with wellbeing objectives;
- recording who attended PSB meetings and examining all PSB terms of reference where they exist;
- assessing if PSBs are streamlining their activity by integrating other statutory partnerships and plans/strategies;
- considering if PSBs are taking account of advice from the Future Generations Commissioner;
- reviewing all PSB related council scrutiny committee minutes, reports and annual reviews of scrutiny; and
- other relevant research and guidance from government, councils, CIPFA, and research bodies.

## Comparative research

We compared guidance and strategic partnership work in Wales with approaches in England and Scotland.

## Call for evidence

We undertook a call for evidence of all PSB statutory and invited members and received responses from 51 members of PSBs covering all 19 PSBs.

## Interviews and focus groups

We interviewed representatives from the Future Generations Commissioners (FGC) Office, the Welsh Government, the Welsh Local Government Association and members of PSBs including council, fire and rescue authority, police and voluntary sector officers and PSB co-ordinators. We interviewed officers in councils in England and undertook fieldwork in Newcastle. We held focus groups with Wales Audit Office staff who are delivering Well-being of Future Generations audits at each of the 44 public bodies and have observed scrutiny meetings.

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Gwefan: [www.archwilio.cymru](http://www.archwilio.cymru)



**Conwy & Denbighshire PSB – Draft Action Plan responding to  
Review of Public Services Boards**

Recommendations	Agreed	Responsibility	Action(s) to be taken	Implementation Date
<p><b>R1a.</b> We recommend that PSBs conduct formal assessments to identify the potential impact on people with protected characteristics and the Welsh language and review agreed actions to ensure any adverse impacts are addressed;</p>	<p>The Board have completed an impact assessment as part of the development of the well-being plan (this was undertaken by Denbighshire Council on behalf of the Board). It outlines the impacts against the national well-being goals (including equality and Welsh language).</p>	<p>Conwy and Denbighshire PSB.</p>	<p>Undertake a light touch review of the equality impact assessment.</p>	<p>January/February 2020.  (Table for the March 2020 meeting??)</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 69</p> <p><b>R1b.</b> We recommend that PSBs improve transparency and accountability by making PSB meetings, agendas, papers and minutes accessible and available to the public;</p>	<p>The Conwy and Denbighshire PSB meetings have been open to the public to observe since December 2017 (with the Board decision made in September 2017).</p> <p>Meeting <a href="#">minutes</a> have been available on the PSB website since the establishment of the PSB (in April 2016). PSB <a href="#">agendas</a> have been published prior to the meeting since June 2017 (they are available on the PSB's website as well as the each LAs committee pages).</p>	<p>Conwy and Denbighshire PSB.</p>	<p>Continue to publicise the meetings and ensure the agenda and minutes are available on the PSB website.</p>	<p>Ongoing.</p>
<p><b>R1c.</b> We recommend that PSB's strengthen involvement by working to</p>	<p>The Board have outlined their engagement</p>	<p>Conwy and Denbighshire PSB.</p>	<p>The Board to formally endorse the National</p>	<p>January/February 2020.</p>

Recommendations	Agreed	Responsibility	Action(s) to be taken	Implementation Date
the guidance in the National Principles for Public Engagement in Wales;	<p>commitment within their Terms of Reference. See appendix 1.</p> <p>Most Members have endorsed the National Principles for Public Engagement (however as individual organisations rather than a Board). The engagement work which has been undertaken to date has followed the principles.</p>		<p>Principles for Public Engagement.</p> <p>Publish the PSB ToR on the website.</p>	<p>March 2020</p>
<p><b>R1d.</b> We recommend that PSBs feedback the outcome of involvement activity identifying where changes are made as a result of the input of citizens and stakeholders.</p>	<p>The Board provide feedback following any involvement activity undertaken. The Board have also developed a communication plan which outlines the PSBs communication and engagement objectives. See appendix 2</p>	<p>Conwy and Denbighshire PSB.</p>	<p>Continue to update and review the communication plan as necessary.</p>	<p>Ongoing.</p>
<p><b>R2.</b> To improve scrutiny we recommend that PSBs and public bodies use the findings of the Auditor General for Wales' Discussion Paper: Six themes to help make scrutiny 'Fit for the Future' to review their current performance and identify where they need to strengthen oversight arrangements and activity</p>	<p>A joint Conwy and Denbighshire PSB scrutiny committee was established in May 2019. It comprises of 8 elected members from both Conwy and Denbighshire (with cross-party representation).</p> <p>Training was undertaken before the establishment of</p>	<p>Conwy and Denbighshire PSB scrutiny committee.</p>	<p>Propose to the PSB scrutiny committee that they consider the discussion paper &amp; use it as part of any future training (if not done so already).</p>	<p>January/February 2020.</p>

Recommendations	Agreed	Responsibility	Action(s) to be taken	Implementation Date
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 71</p>	<p>the committee to prepare Members for the role. The WAO discussion paper has been shared with the committee.</p> <p>Recommendations / feedback from the committee are taken to the PSB for consideration. Processes will be strengthened as scrutiny becomes more established.</p> <p>PSB scrutiny committee members also attend the Board (as observers) to better understand the decisions of the Board as part of their role.</p>			
<p><b>2b.</b> We recommend that PSBs ensure scrutiny committees have adequate engagement with a wider range of relevant stakeholders who can help hold PSBs to account.</p>	<p>It is the joint PSB's scrutiny decision as to who they want to engage with and invite to participate on the committee. The PSB can only make proposals.</p> <p>The Joint Scrutiny has discussed co-option at its first training event, where it was agreed this would be reviewed once the Joint Scrutiny Committee was more established and</p>	<p>Conwy and Denbighshire PSB scrutiny committee.</p>	<p>Propose to the PSB scrutiny committee that they consider inviting co-optees onto the committee.</p>	<p>January/February 2020.</p>

Recommendations	Agreed	Responsibility	Action(s) to be taken	Implementation Date
	<p>perhaps call on 'expert witnesses' if required.</p> <p>There are also existing mechanisms in both councils which encourage public engagement, such as e-petitions, webcasting, tabling a question, public meetings etc.</p>			
<p><b>3a.</b> To help build capacity, consistency and resourcing of activity we recommend that: PSBs take the opportunity to discharge other plan and strategy obligations through the Local Wellbeing Plan;</p>	<p><b>For Board to consider...</b></p>			
<p><b>3b. To help build capacity, consistency and resourcing of activity we recommend that</b> the Welsh Government enables PSBs to develop flexible models of working including: – merging, reducing and integrating their work with other forums such as Regional Partnership Boards; and – giving PSBs flexibility to receive, manage and spend grant monies subject to PSBs ensuring they have adequate safeguards and appropriate systems in place for management of funding; effective budget and grant programme controls; and public reporting, scrutiny and oversight systems to manage expenditure</p>		<p>Welsh Government to respond</p>		
<p><b>R4. To help build capacity, consistency and resourcing of activity we</b></p>		<p>Welsh Government and WLGA to respond</p>		

Recommendations	Agreed	Responsibility	Action(s) to be taken	Implementation Date
recommend that the WG and WLGA in their review of Strategic Partnerships take account of and explore the findings of this review				

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**REPORT TO:** Conwy and Denbighshire Public Services Board

**DATE:** 9<sup>th</sup> December 2019

**LEAD MEMBERS:** Judith Greenhalgh, Chief Executive of Denbighshire County Council

**REPORT AUTHORS:** Nicola Kneale & Natasha Hughes, Denbighshire County Council

**SUBJECT:** North Wales PSB Support Grant 2019/20

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**1. WHAT IS THE REPORT ABOUT?**

1.1 The North Wales PSB Support Grant 2019/20

**2. WHAT IS THE REASON FOR MAKING THIS REPORT?**

2.1 To update the Board of the developments and spend allocated across North Wales as part of the PSB Support Grant awarded for 2019/20 at a sum of £83, 117 from Welsh Government.

**3. WHAT ARE THE RECOMMENDATIONS?**

3.1 That members note the current progress in relation to the allocation and spend of the PSB Support Grant for 2019/20.

3.2 That Conwy & Denbighshire PSB Projects that have money allocated but haven't yet spent their allocation should ensure that invoices are sent to Denbighshire for processing or agree to allocate any potential underspend in the PSB allocation to top up the Travel Research Project fund.

**4. REPORT DETAILS**

4.1 A funding proposal was submitted on behalf of the North Wales PSBs to Welsh Government for a support grant to assist the PSBs deliver local wellbeing plans. The funding was offered on a broader footprint mirroring the Local Health Board areas to encourage the adoption of consistent approaches and reducing duplication of effort across PSBs.

4.2 A summary of the bid and approval is as followed:

Summary of Proposal	Expected Timescales	Amount Bid for
Community Engagement	01/04/19-31/03/20	£20,000
Consolidating gaps in evidence base <i>(initial focus on: Barriers to</i>	01/04/19-31/03/20	£42,117

<i>travel, Equalities, Poverty &amp; Climate Change)</i>		
Real-time data availability	01/04/19-31/03/20	£1,000
Scoping of collaborative projects ( <i>Climate Change</i> )	01/04/19-31/03/20	£20,00

The timescales around these areas of focus are not well defined, particularly as each of the PSBs are at different stages in terms of development, assessment of local wellbeing and wellbeing plans. Work on these areas are piecemeal and gradual, but continue to progress throughout the year. Much of the activity in support of PSBs is also being absorbed into the existing business of partner authorities and being accommodated as capacity allows. However, work has progressed well during Q2 in relation to the Barriers to Travel, Environment/Climate Change and Equalities Work. Full details are available in Appendix 1 of this report.

## Support Grant for Public Services Boards 2019-20

### Progress Report – November 2019

Description of the target key milestones & activities	Date by when it should be achieved	Progress during reporting period
Community Engagement	31/12/19	<p><b>Environment</b></p> <p>A North Wales Public Services Board Environment Networking Event on 18th September attracted nearly 50 attendees from the PSB member organisations and others including National Trust, Snowdonia National Park, North Wales Wildlife Trust, Keep Wales Tidy and National Farmers Union. The event included a presentation from NRW on the Carbon Positive project, an overview of environmental priorities from Gwynedd and Mon, Conwy and Denbighshire, Wrexham and Flintshire PSBs and workshop sessions to discuss how we could approach the climate emergency and what is already going on that can contribute to the agenda. There seemed to be general consensus that a North Wales regional approach would be beneficial.</p> <p>A follow up meeting was held in October and the following proposals have been made:</p> <ul style="list-style-type: none"> <li>• To establish a regional environment programme board for North Wales comprising of professional leads.</li> <li>• Environment programme board to provide updates to the Regional Leadership Board &amp; Economic Ambition Board.</li> <li>• To establish a sub-group for each of the 5 themes identified (<i>fleet, assets, procurement, land management &amp; adaptation</i>) - either from existing groups or from new.</li> <li>• Sub-groups to report directly to the environment programme board, but will also feed in to PSBs.</li> </ul>

		<p>The Green Pledges pilot was approved by the Conwy &amp; Denbighshire PSB in July 2019. The purpose of the pilot is to engage communities to make green changes to reduce their environmental footprint. The marketing department in Conwy County Borough Council has been commissioned to support the launch and engagement of the scheme. As part of this a toolkit will be developed, that will be shared with other PSB organisations and outline the messages we want to communicate, branding and imagery. An engagement plan is in development for engaging and raising awareness of the scheme with communities. We are aiming to launch the scheme in December 2019.</p>
Consolidating gaps in evidence base	31/01/20	<p><b>Barriers to Travel</b>  A contract has been awarded to Glyndwr University to provide travel barriers to employment research. We have held an inception meeting and the contract is being finalised.</p> <p>The allocated PSB budget was £22k. The Glyndwr fee was £32,990 – nearly £11k over our allocation. Owing to the strength of their tender – and issues with the other tender – we have managed to identify top-up funding internally to pay the remaining £11k. However, we urge the North Wales group to allocate any potential underspend in the PSB research fund as a top up to this research.</p> <p>The approach that has been outlined by the research team includes desktop research, qualitative interviews, a survey and some quantitative research. There is a wealth of experience and talent in the research team, and includes a Welsh speaking academic. The geography is wide so they are advocating focusing their efforts on key areas within each of the PSB areas that have declared an interest in the research. This means we might not get specific data for all of the employment sites we listed for instance (which makes sense, because otherwise we would be spreading the research too thinly with poor sample sizes)</p>

	30/03/20	<b>Equalities</b> – Research brief produced and circulated to partners for comment, draft data and evidence report has been produced and will be finalised in the coming months.
	30/03/20	<b>Poverty</b> – on hold until the equality work is finalised in order to decide whether a separate study is required.
	30/03/20	<b>Environment/Climate Change</b> – Workshop sessions held at the Environment Event in September to discuss how we could approach the climate emergency and what is already going on that can contribute to the agenda. There seemed to be general consensus that a North Wales regional approach would be beneficial. It is proposed that some of this year's grant will be used to commission a consultant to: <ul style="list-style-type: none"> <li>➤ Research evidence base, explore what work is already taking place &amp; where are the gaps</li> <li>➤ Scope what groups are already in existence in relation to 5 themes</li> <li>➤ Propose a work plan / actions for each of the sub-groups</li> <li>➤ Propose membership options for the regional programme board</li> <li>➤ Produce Terms of Reference for the environment programme board</li> <li>➤ Develop solutions for how the Board will link in with the regional architecture</li> </ul>
Real-time data availability	30/09/19	Work to stabilise the assessment website for Conwy & Denbighshire has been completed.
Scoping of collaborative projects	31/03/20	It is proposed that some of this year's grant will be used to commission a consultant to explore what work is already taking place and where there are gaps in relation to the Environment/Climate Change agenda.

**Overall Project Progress**

Work has progressed well during Q2 in relation to the Travel Research Project, with the contract awarded to Glyndwr University and work commencing beginning of October. The Environment/Climate Change work has also seen progress in relation to community engagement and agreeing next steps. As previously reported, the Equalities research is near completion and will inform whether the NW PSB Network progress with further research around Poverty.

**General / Other comments**

As previously highlighted, the grant criteria remains inflexible for supporting project delivery, and should support expenditure not only regionally but on a PSB footprint as well.

<b>Community Engagement</b> <i>£20,000 Allocated</i>		<b>Current Spend = £7,412.50</b>		<b>Underspend/Overspend = £12,587.50</b>	
<b>Project</b>	<b>Owner</b>	<b>Organisation</b>	<b>Spend</b>	<b>Invoiced Denbighshire County Council</b>	<b>Paid in Full</b>
Gwynedd & Anglesey Annual Report – Graphic Design	Nonn Hughes	Gwynedd County Council	£880	Yes	Yes
Environment/Climate Change Engagement Workshop 18/09/19	Hannah Edwards	Conwy County Borough Council	£967.50	Yes	
Workshop Translation 18/09/19	Hannah Edwards	Conwy County Borough Council	£135	No	
Green Pledges Development & Communication	Hannah Edwards	Conwy County Borough Council	£5430	No	
<b>Consolidating Gaps in Evidence Base</b> <i>£42,117 Allocated</i>		<b>Current Spend = £32,990*</b> <i>See comments in update above</i>		<b>Underspend/Overspend = £9,127</b>	
Travel Research Brief	Emma Horan	Denbighshire County Council	£32,990	No	
<b>Real-time data availability</b> <i>£1,000 Allocated</i>		<b>Current Spend = £0</b>		<b>Underspend/Overspend = £1,000</b>	
<b>Scoping of Collaborative Projects</b> <i>£20,000 Allocated</i>		<b>Current Spend = £0</b>		<b>Underspend/Overspend = £20,000</b>	

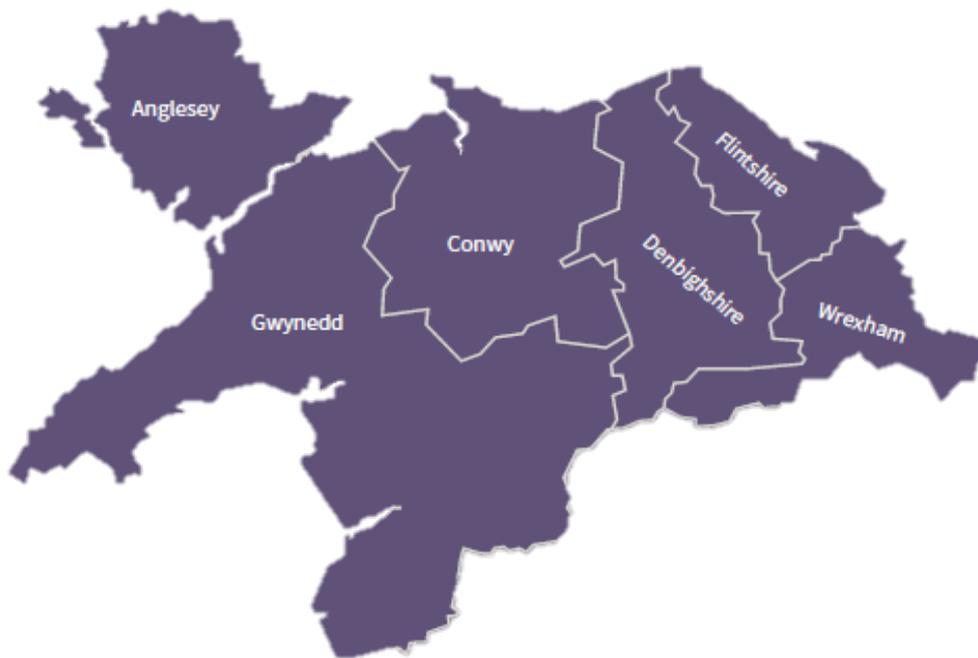
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**NORTH WALES** SOCIAL CARE AND WELL-BEING  
SERVICES IMPROVEMENT COLLABORATIVE

# The North Wales response to “A Healthier Wales” Transformation Programme Summary



# Total programme budget

Project	2018/19 (£)	2019/20 (£)	To Sept 2020 (£)
1. Community service transformation	231,000	3,732,000	2,041,000
2. Integrated early intervention and intensive support for children and young people	130,000	2,307,000	563,000
3. Together for mental health in North Wales	358,000	1,962,000	
4. North Wales Together: Seamless services for people with learning disabilities	290,000	1,400,000	
<b>Total</b>	<b>1,009,000</b>	<b>9,401,000</b>	<b>2,604,000</b>

# 1. Community Service Transformation

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## What we want to do

Develop combined health and social care localities based on the geography of the primary care clusters, building on the work to date and developing their links with local Community Resource Teams.

As a region we will co-design regional design principles and blueprints to underpin our development. To achieve this partners will work with citizens to understand what would enable individuals and carers to have well-coordinated seamless services across health and social care services.

## Delivery

- ◆ Develop a sustainable workforce to meet the community transformation agenda.
- ◆ Identify a model for digitally-enabled care, support and well-being that can be developed across North Wales and adapted to meet local need.
- ◆ Develop community networks, working with the third sector to support well-being services, promoting inclusion and participation and co-ordinating social prescription.

## Outcomes

- ◆ People get the right care, support, diagnosis and seamless access to joined-up services,
  - ◆ As early as possible
  - ◆ At, or as close to, normal place of residence as possible

- ◆ Through the Welsh language if they wish to
- ◆ People's voices are heard and listened to. All conversations stem from what matters to the individual. People can contribute to the decisions that affect their own lives, and can engage in their community, or have someone to advocate on their behalf
- ◆ People are treated with dignity and respect, whilst being protected from abuse and neglect

## Scalability

The approach will engender innovation and controlled risk-taking with new ways of working which can be monitored and scaled up across the region. Successes will be shared with other organisations in Wales.

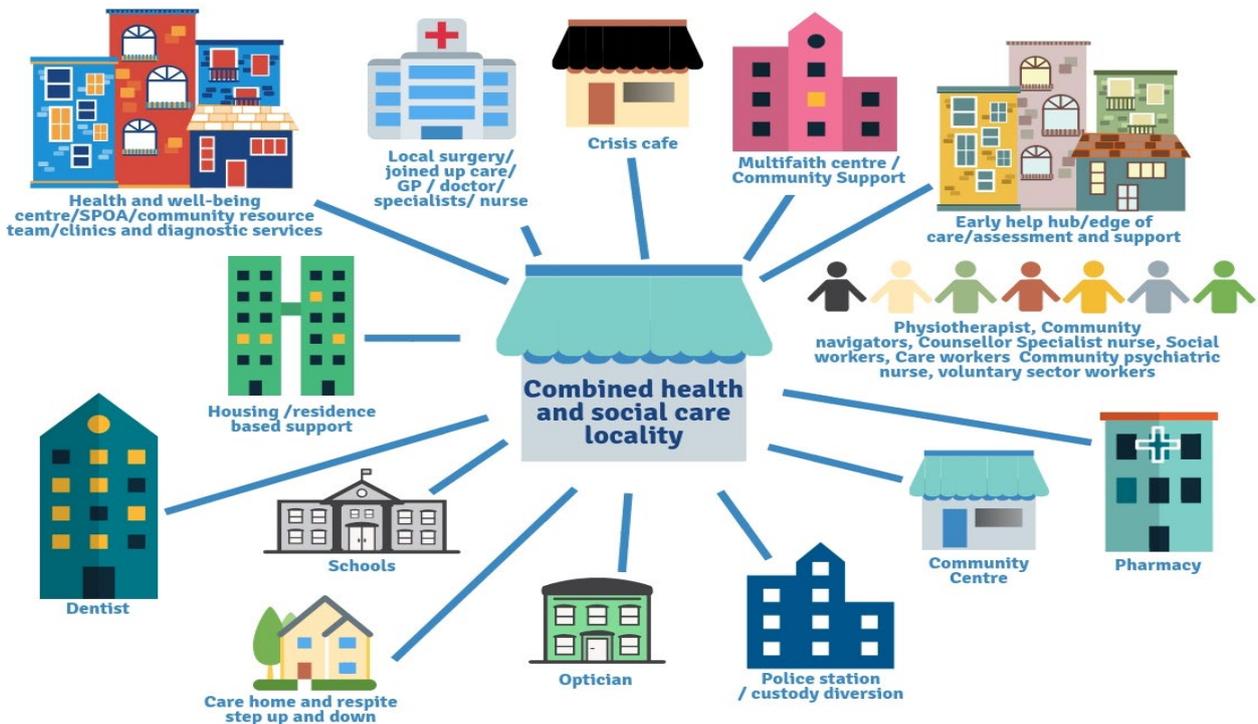
## Stakeholders

- ◆ Citizens
- ◆ BCUHB
- ◆ Local authorities
- ◆ Third and independent sector providers
- ◆ Local communities
- ◆ Housing Associations



# Delivery plan

	Dec 18	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Jan 20	Feb 20	Mar 20	Sep 20	
Submission and approval	█																
Governance set up		█															
Programme team recruitment		█															
Staff recruitment					█												
Baseline KPIs					█												
PIDs: Workforce and digital; community well-being		█															
Delivery and monitor					█												
Evaluation and closure																█	
Decision point																	█



## 2. Integrated early intervention and intensive support for children and young people

### What we want to do

Focus on children and young people as part of the regional vision for seamless locality based services.

### Delivery

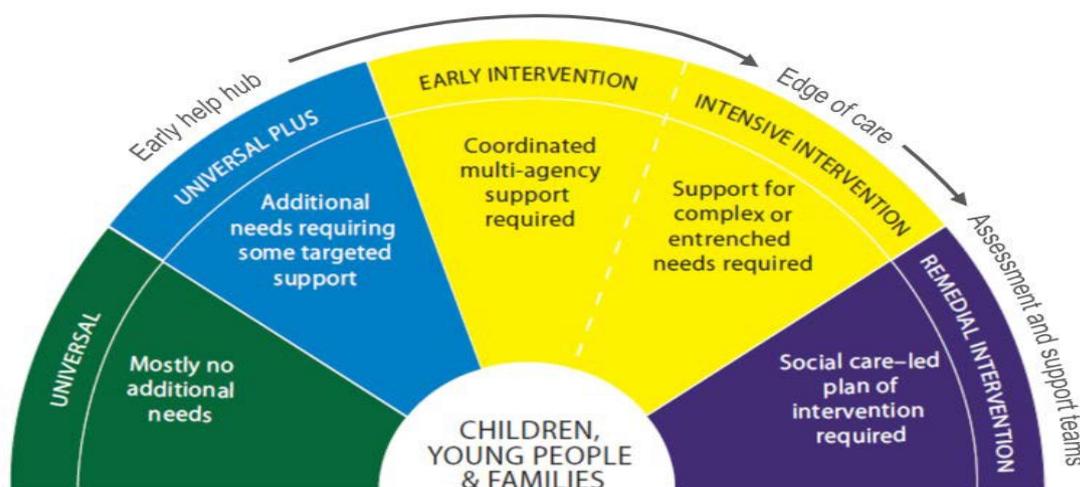
- ◆ Early help: develop early intervention/help hubs
- ◆ Edge of care: extend access to therapeutic support through integrated teams/pathways
- ◆ Assessment and support teams: short term residential assessment with a multi-disciplinary on site team to identify the most appropriate placement to meet the support needs and desired outcomes

### Outcomes

- ◆ A reduction in the number of children coming permanently into full time care
- ◆ A reduction of time spent in care
- ◆ A reduction of family / placement breakdowns
- ◆ A reduction in the use of independent residential units for long-term care.
- ◆ A reduction in care proceedings

### Stakeholders

- ◆ Children and young people
- ◆ Parents / carers / families
- ◆ Third and independent sectors
- ◆ Health, social care, education
- ◆ Housing Associations



# Delivery plan

	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Jan 20	Feb 20	Mar 20	Sep 20
Governance	■														
Recruitment		■	■												
Agree detailed plans		■	■	■											
Secure premises, recruitment and path way in place, delivery				■	■	■	■	■	■	■	■	■	■	■	■
Evaluation				■	■	■	■	■	■	■	■	■	■	■	■

# 3. Together for mental health in North Wales

## What we want to do

Provide a seamless integrated urgent care service for individuals who experience mental health crisis or require immediate support.

## Delivery

- ◆ Pilot alternative service models to maintain individuals in the community which would include crisis cafés / safe havens, sanctuaries, strengthened home treatment services and step-down services.
- ◆ Work with criminal justice services to provide an effective integrated response to people with mental health needs who come into contact with police services.
- ◆ Review Community Mental Health Teams and the role of third and independent sector with supporting people at risk of severe mental health crisis including digital technology solutions.

## Outcomes

- ◆ Reduce the rate of s136 detention
- ◆ Reduce demand on unscheduled care system
- ◆ Improved patient experience
- ◆ Improved access and integration to mental health support across sectors
- ◆ Reduced admission to psychiatric units

- ◆ Improved experience for families and carers
- ◆ Improved staff satisfaction
- ◆ Improved quality of CTP if multiagency ways of working are maximised
- ◆ Greater choice of community support
- ◆ Improved housing support
- ◆ Greater integration with physical health services
- ◆ Improve knowledge and skills of the emergency services on mental health, suicide and self-harm

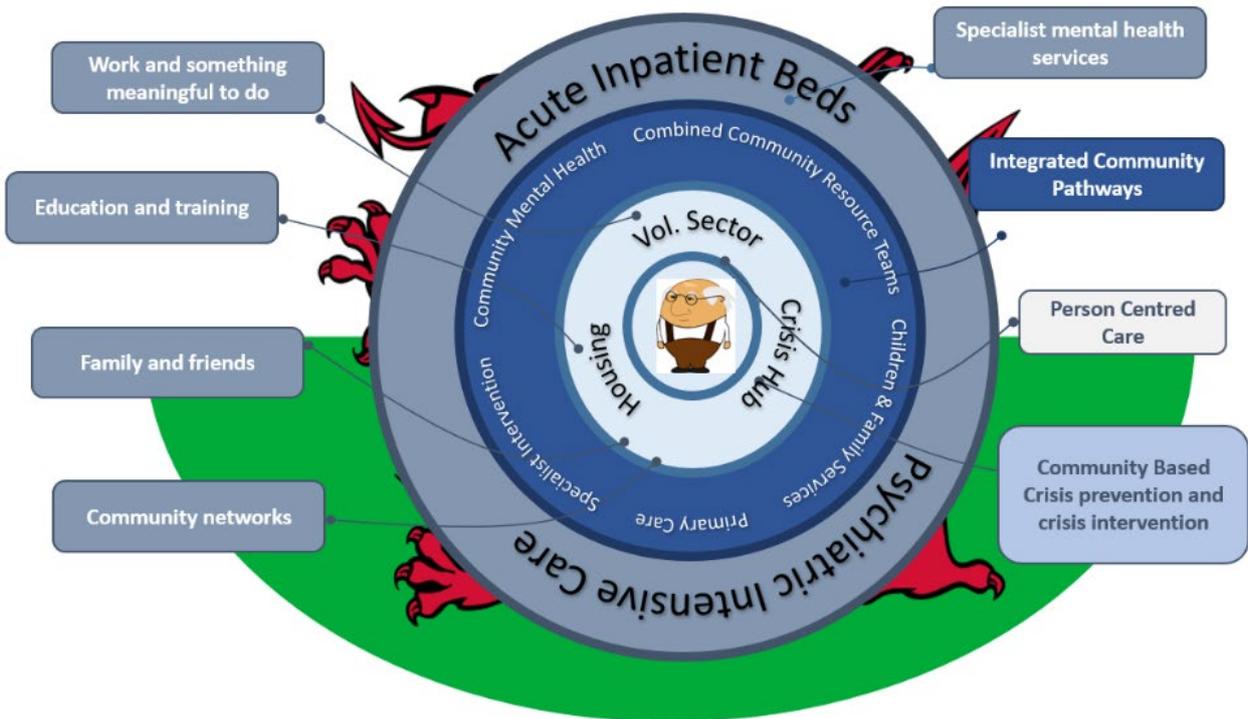
## Stakeholders

- ◆ the six Local Authorities
- ◆ Public Health Wales
- ◆ North Wales Police
- ◆ Universities and education providers
- ◆ Welsh Ambulance Services Trust
- ◆ Local voluntary and independent sector organisations
- ◆ North Wales Fire and Rescue Service
- ◆ North Wales Community Health Council
- ◆ Neighbouring NHS bodies in England and Wales;
- ◆ The Community Voluntary Councils
- ◆ BCUHB – All divisions including primary care
- ◆ Caniad – representing people with lived experience
- ◆ Housing Associations

# Delivery plan

	Nov 18	Dec 18	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Jan 20	Feb 20	Mar 20
Agree governance	■															
Recruitment	■															
Programme delivery			■													
Evaluation			■													

**Vision - Together for Mental Health in North Wales**



# 4. North Wales Together: Seamless services for people with learning disabilities

## What we want to do

To develop a seamless model of learning disability services based on 'what matters' to the individual and building on family support, informal networks and community resource team models.

## Delivery

- ◆ Develop integrated services, assessments and records.
- ◆ Raise awareness of disability issues among the wider sector public sector workforce of the reasonable adjustments that can be made to provide people with learning disabilities fair and equitable access to services and other community resources
- ◆ Move towards person-centred, outcome focussed models of commissioning where the process is led by the person to deliver services that develop self-reliance, improve quality of care, reduce demand and re-invest in new forms of care.
- ◆ Raise awareness and build friendships and relationships within an inclusive community to make the most of the assets, resources and skills available.

- ◆ Use assistive technology to support people to be more independent.

## Outcomes

- ◆ Fewer people will fall between the gaps in services or experience delays in support.
- ◆ Improved health and well-being and reduced health inequalities.
- ◆ Fewer out of area placements.
- ◆ More people with learning disabilities will be involved in their local community and have paid jobs.
- ◆ More people with learning disabilities will use technology safely to help them be more independent.

## Stakeholders

- ◆ Citizens
- ◆ BCUHB
- ◆ Local authorities
- ◆ Third and independent sector providers
- ◆ Local communities
- ◆ Wider public sector
- ◆ Housing Associations

# Delivery plan

	Nov 18	Dec 18	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Jan 20	Feb 20	Mar 20
Recruitment	█															
Programme delivery				█												
Evaluation				█												

## North Wales Together: Seamless services for people with learning disabilities

### Co-produced work packages

Integrated structures

Workforce development

Commissioning and procurement

Community and culture change

Assistive technology

### The citizen and what matters to them

Early years

A good place to live

Something meaningful to do

Friends, family and relationships

Being safe

Being healthy

The right support

**CONWY AND DENBIGHSHIRE PUBLIC SERVICES BOARD**

**FORWARD WORK PROGRAMME**

2019/2020

**Chair:**

Sian Williams, Natural Resources Wales

**Vice Chair:**

Judith Greenhalgh, Denbighshire County Council

***Co-ordinators:***

Clare Hughes & Emma Lea (Betsi Cadwaladr University Health Board)

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Nicola Kneale & Natasha Hughes (Denbighshire County Council)

Justin Hanson & Helen Millband (Natural Resources Wales)

Pippa Hardwick (North Wales Fire & Rescue Service)

**Committee Responsible:**

Denbighshire County Council

**For Queries:**

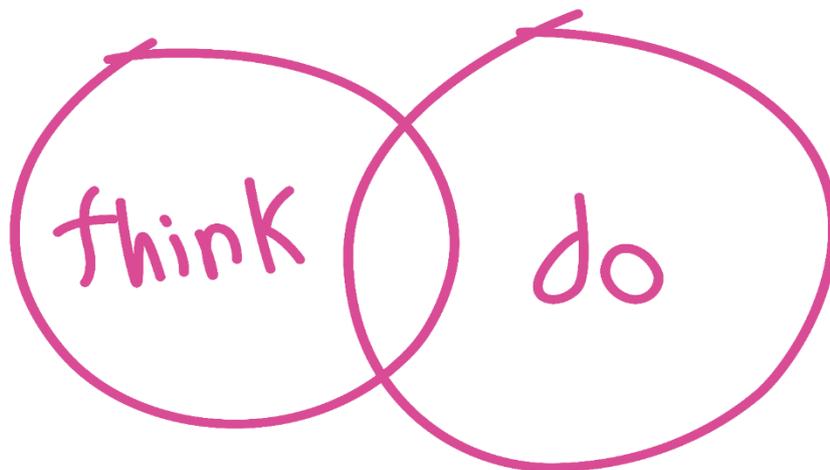
01492 574059 / [Hannah.edwards@conwy.gov.uk](mailto:Hannah.edwards@conwy.gov.uk)

Meeting Date	Topic	Purpose	Responsible Officer
<b>9 December 2019</b> (Coed Pella, Colwyn Bay)	<b>Decisions Items (Assurance)</b>		
	<b>Update on PSB priorities –</b> a. Mental Well-being b. Community Empowerment, including - c. Environmental Resilience, including - i. approval of environmental policy statement	To inform members of progress to date against the priority areas and seek approval for specific areas of work.	a. Teresa Owen b. Judith Greenhalgh / Helen Wilkinson c. Iwan Davies / Chair
	WAO PSB Review – Draft Action Plan	To inform members of the report recommendations and for members to develop actions in response.	Chair
	North Wales PSB regional Grant update	To inform members of the expenditure of the grant to date.	Judith Greenhalgh / Nicola Kneale
	<b>Discussion Items (Improvement)</b>		
	<b>Health &amp; Well-being</b> - Update on Regional Partnership Board (RPB) - Update on Local Implementation Team (LIT) - Consider proposals for transformational funding 2020/21	For members to receive an update of the work programme of these groups and consider where we could work together.	a. TBC b. Tesni Hadwin c. Bethan Jones
	Improvement Cymru	To inform members of the service and consider the support the service could potentially provide to the Board.	Iain Roberts, Public Health Wales
	Welsh Government Energy Service	To inform members of the service.	Rhys Horan, Welsh Government Energy Service
	<b>For Information</b>		<b>Date circulated</b>
	WAO Review of PSBs		08.10.2019
	Foundational Economy Report		22.10.2019
	WLGA & WG Review of Strategic Partnerships		04.11.2019
<b>27 January 2020</b> (Russell House, Rhyl)	Workshop / Informal meeting		
<b>26 March 2020</b> (Coed Pella, Colwyn Bay)	TBC		

<b>Standard Agenda Items</b>	
Apologies for Absence	
Minutes of last meeting	
Matters Arising	
Forward Work Programme	
AOB	
<b>To be confirmed</b>	
First 1000 Days update	Teresa Owen
DVSC – Dementia Friendly project	Helen Wilkinson
Future Scenario Planning	Helen Wilkinson
National Advice Agency	Welsh Government Rep
Early Action Together programme	Vicky Jones
National Assets Working Group	TBC
Old Colwyn Sea Defences – impact assessment update	TBC
Update on Local Development Plans for Conwy and Denbighshire	James Harland / Angela Loftus
CVSC / DVSC – update on support needed	Wendy Jones & Helen Wilkinson
How PSB organisations are embedding PSB work within their organisations	All
Homelessness Update	Judith Greenhalgh
What are we doing to be green?	All
Modernisation agenda – good practise (from Conwy)	Emma Roberts
Nudge theory / behaviour change	TBC
Betws y Coed cycling route	TBC
Betsi Cadwaladr 3 year plan update	Gary Doherty
Update on Flexible Funding Programme	Erica Wyn Roberts (Conwy CBC) / Liz Grieve (Denbighshire CC)
North Wales Growth Bid Update	Graham Boase (Denbighshire CC)

	/ Jane Richardson (Conwy CBC)
Investing in a Resilient Generation	Bethan Jones, BCU
National review of strategic partnerships	WG / WLGA representative, TBC

# COMMUNITY WEALTH BUILDING THROUGH PROGRESSIVE PROCUREMENT IN WALES



DRAFT Report prepared by  
**Centre for Local Economic Strategies (CLES)**  
Presented to  
**Welsh Government**

**Centre for Local Economic Strategies**

CLES is the UK's leading, independent think and do tank realising progressive economics for people and place. Our aim is to achieve social justice, good Local economies and effective public services for everyone, everywhere.

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**About this report**

This report by the Centre for Local Economic Strategies (CLES) for the Welsh Government marks the beginning of a journey to adopt a process of progressive procurement across Wales

**About the author(s)**

This report was prepared by CLES Chief Executive Neil McInroy and Researcher Jonty Leibowitz. We would like to thank Nick Sullivan and Jonathan Hopkins from the Welsh Government in particular for their assistance.



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# COMMUNITY WEALTH BUILDING THROUGH PROGRESSIVE PROCUREMENT IN WALES

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Welsh Government

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## 1 INTRODUCTION AND CONTEXT

This report by the Centre for Local Economic Strategies (CLES) for the Welsh Government marks the beginning of a journey to adopt a process of progressive procurement across Wales, framed by 'Community wealth building' and Foundational Economy. CLES has been commissioned by the Welsh Government to give recommendations on how this agenda can be advanced through the development of local programmes, with a particular focus on implementing progressive procurement activities which represent local wellbeing priorities for local anchor institutions in defined regions and localities. The intention behind this work is to reset the economy of Welsh places, and advance the cause of social, economic, and environmental justice of the people of Wales.

The following report presents CLES' recommendations on how best to design, implement, and take learnings from a progressive procurement programme. These recommendations have been written based on a series of consultations with key stakeholders across the Welsh Government, as well as reviewing key corporate strategies and policies, and our own extensive experience across a range of UK and European administrations. The recommendations made are also designed to spark practical action that can take this agenda forward with real and tangible steps, beyond the mere conceptual.

The report is split into the following sections:

- ❑ **Section 1** places the report within the local strategic and wider Welsh contexts and gives an overview of the methodology employed;
- ❑ **Section 2** details the findings of the analysis of existing progressive procurement activities undertaken by the Welsh Government;
- ❑ **Section 3** details our recommendations for the implementation of a progressive procurement programme with a methodology and timeline.

### 1.1 Report methodology

In order to produce this report, CLES Chief Executive Neil McInroy and Researcher Jonty Leibowitz have conducted semi-structured interviews with senior stakeholder from across Welsh Government, including the National Procurement Service, Value Wales, Commercial Innovation, Fair Work and Economic Action Plan. The full list of stakeholders we spoke to is available in Appendix 1.

We have also undertaken a desk review of the relevant Welsh Government strategy and policy documentation, in order to understand the specificities of procurement and economic development in a Welsh context. Our desk review (outlined in Section 2) has allowed CLES to adapt our community wealth building methodology that has been used in dozens of places across the UK and Europe to fit into a bespoke Welsh context.

This work commenced in December 2018 and has reported in May 2019.

## 1.2 Why this work is important

Available evidence suggests that alternative approaches are called for which can drive a different growth model. Last year, OECD data showed that the UK is the only developed economy in which wages fell while the economy was actually growing, albeit meagrely.<sup>1</sup> The UK is an economy where one in eight workers live in poverty,<sup>2</sup> and where 1.3 million people (including children) rely on food banks.<sup>3</sup> For the vast majority, life in Britain is getting more difficult, with contracting wages, rising cost of living, and a shrinking welfare state.

Wales has felt these challenges with particular force. 23% of all Welsh individuals currently live in poverty (defined as income 60% below the UK median); a rate which is worse than any English or Scottish region bar London and equal to the West Midlands.<sup>4</sup> The key drivers of rising poverty in Wales are reduction to working benefits, rising living costs (particularly housing), and poor quality of work, particularly in the context of deindustrialisation.<sup>5</sup> Poverty is now widespread across Wales, however the 2014 Welsh Index of Multiple Deprivation identified high relative deprivation in the two main cluster areas; the South Wales Valleys and large cities; and the North Wales coastal and border towns.

Fuelling this inequality is the fact that the fruits of growth are too easily extracted by the already wealthy few, rather than increasing incomes for the majority. The problem is not just a lack of wealth but where this wealth goes, who owns it and who benefits from it. At a local level, the prevailing model of economic development has partly failed to engage with these questions of wealth distribution, focusing instead on generating contributions to GDP.

The need for a new approach to economic development has been recognised by the Welsh Government, for example the call for 'growth with a purpose' in the Economic Action Plan (May 2018).<sup>6</sup> The need for a rebalancing of the Welsh economy is made even more necessary in the wake of major challenges such as the Brexit uncertainty and a decade of austerity. The Welsh Government has committed to boosting overall wellbeing across Wales, including improving social and economic opportunity to break the cycle of poverty and social pain. In order to achieve these aims, however, radical change is needed through the implementation of a community wealth building approach.

## 1.3 What is an inclusive economy?

An inclusive economy is an economy which is focussed on social goals, social justice, environmental sustainability and prosperity for all. It contrasts to inclusive growth which aims to improve living standards and share the benefits of increased prosperity more evenly across social groups. From an inclusive growth perspective, inclusion is about what happens socially to growth after we have growth. Whilst helpful, however, this aim is limited, and limiting, given the scale of the social issues and economic challenges facing our society.

By contrast, an inclusive economy offers a more voracious conceptual frame to the social benefits that flow from, or feed into, economic activity. In essence, an inclusive economy is a functioning economy which is intrinsically married to social goals, social justice, environmental sustainability and prosperity for all. This is not inclusion after the fact of growth, or inclusion which fits within a liberal market frame. Instead inclusive economy seeks to develop inclusion with or without growth, whilst seeking to address the fundamental social flaws of market liberalism. Inclusive economy is not merely about the poor social effects of economic growth outcomes, it is about

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<sup>1</sup> <https://www.ft.com/content/83e7e87e-fe64-11e6-96f8-3700c5664d30>

<sup>2</sup> <https://www.jrf.org.uk/press/uk-poverty-2017-country-reaches-turning-point>

<sup>3</sup> <https://www.independent.co.uk/news/uk/home-news/food-banks-uk-how-many-people-adults-poverty-a8386811.html>

<sup>4</sup> [https://gov.wales/statistics-and-research/economic-indicators/poverty\\_welsh?lang=en](https://gov.wales/statistics-and-research/economic-indicators/poverty_welsh?lang=en)

<sup>5</sup> Barnard H (2018) Poverty in Wales 2018- JRF.

<sup>6</sup> Welsh Government (May 2018)- Prosperity for All; economic action plan.

addressing the causes which are created by the market liberal approach to growth. This agenda is aligned to a belief in heterodox economics and new forms of economic democracy and urban development such as new municipalism,<sup>7</sup> an alternative characterised by the current wave of progressive policy and practice, emerging across Europe and beyond. This new wave is driven by a need for resilience, and a much deeper concern for place action on economic and social justice.

Consequently, this approach prompts local government to take a more 'activist' position: stepping into the market to enable, mediate and cajole other actors as a means of maximising local and commercial benefit. Fundamentally this relates to building Community wealth, securing social outcomes and new models of ownership. Above all, this is about the principle of economic gains, which occur through the actual functioning of the economy, not just via 'after-the-fact' benefits or through the redistribution of any growth. Work by CLES with local municipalities (i.e. Barcelona, Oldham, Preston and Birmingham) and similar work of organisations such as The Democracy Collaborative in the USA, is reflective of this new wave.

## 1.4 What is Community wealth building?

As a fundamental driver of this new approach, community wealth building aims to reorganise and control the Local economy so that wealth is not automatically extracted but broadly held and generative, with local roots, so that income is recirculated as much as possible, communities are put first and people are provided with quality of opportunity, dignity and well-being. Through community wealth building we are seeing a democratic, social, cultural, and economic movement, which seeks to provide resilience where there is risk and local economic security where there is precarity.

Community wealth building has a particular focus (though not exclusively so) on the activities of anchor institutions. Anchor institutions are large established organisations, rooted in local communities, which can improve local economic and social wellbeing through the use of their spend, employment practices, and use of land and assets.

At the heart of the Community Wealth building approach, then, are five strategies for harnessing existing resources to enable local economies to grow and develop from within.

- 1) **Plural ownership of the economy.** At the heart of Community Wealth Building is the principle that wealth is broadly held. Cooperatives, mutually owned businesses, SMEs, municipally owned companies and local banks enable the wealth generated in a Local to stay in that locality and play a vital role in counteracting the extraction of wealth.
- 2) **Making financial power work for local places.** Community wealth building seeks to increase flows of investment within local economies. It does this by harnessing the wealth that exists locally, rather than by seeking to attract national or international capital. For example, local authority pension funds are encouraged to redirect investment from global markets to local schemes. Mutually owned banks are supported to grow, and regional banking charged with enabling local economic development are established.
- 3) **Fair employment and just labour markets.** Often the biggest employers in a place, the approach that Anchors take to employment can have a defining effect on the employment prospects and incomes of local people. Recruitment from lower income areas, commitment to paying the living wage and building progression routes for workers are all examples of the actions Anchors can take to stimulate the local economy and bring social improvements to local communities.
- 4) **Progressive procurement of goods and services.** Progressive procurement can develop dense Local supply chain of Local enterprises, SMEs, employee owned businesses, social enterprises, cooperatives and other forms of local ownership. This type of procurement is

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<sup>7</sup> <https://cles.org.uk/blog/Community-government-the-commons-the-time-has-come/>

locally enriching because these types of businesses are more likely to support local employment and have greater propensity to retain wealth and surplus locally.

- 5) **Socially productive use of land and assets.** Anchors are often major land holders and can support equitable land development (through establishment of Community Land Trusts) and development of under-utilised assets for local use. In terms of financial investments, directing pension funds to locally investment priorities can bring transformative capital to locally rooted enterprises.

#### 1.4.1 Why focus on procurement rather than all five Community wealth building pillars?

This initial scheme of work with the Welsh Government focuses on only **one** of the five pillars of community wealth building; the progressive procurement of goods and services. There is appetite across Welsh Government to develop schemes of work across all five pillars of community wealth building (e.g. as set out in the First Minister's manifesto and the Written Statement of September 2018 announcing the outcome of the review of procurement). The intention of this work is therefore to tee-up future developments in all five areas. By honing-in on procurement, we can produce tangible outcomes that will serve as a proof of concept for the wider uptake of a further range of community wealth building activities in Wales.

CLES has and is working with multiple localities in the UK<sup>8</sup> and Europe on developing schemes of work for Community wealth building, and in our experience starting with a focus on procurement can be preferable because it can create 'early wins' that will help make the case for deeper action further down the line. For example, our community wealth building work in Preston (now known widely as the 'Preston Model') commenced in 2012/13 with an initial spend analysis of Preston City Council and local anchor institutions.<sup>9</sup> It was only once the procurement was relatively mature that the 'Model' scaled out to focus on the other five pillars. However, the approach in Preston is bespoke to Preston. There is no blueprint, though the above principles are a common feature of all work on community wealth building

The need to start with procurement is particularly applicable in Wales, where a great deal of work has already been undertaken across Welsh Government to focus on the social, economic, and environmental potential of the Welsh public sector's annual procurement spend.

### 1.5 What is a 'foundational economy'?

#### 1.5.1 Foundational Economy agenda

In Wales, the idea of the 'foundational economy' has emerged as a conceptual frame around which to build a better and more just Welsh economy. The First Minister's Manifesto refers to the foundational economy as the large part of our economy which is devoted to meeting the everyday or 'mundane' needs of Welsh citizens.<sup>10</sup> In December 2018 the Welsh Government actively committed to developing schemes of work around this agenda, with responsibilities given to the Deputy Minister for Economy and Transport Lee Waters AM. The Welsh Government has now introduced a 'Foundational Economy Experimental Fund', designed to practically implement the foundational economy policies set out in the First Minister's Manifesto.

The purpose of the Fund is to develop generative forms of supply and demand in these sectors, thereby overlapping with other market-making programmes as outlined in Section 2 of this report.

<sup>8</sup> These include: Gateshead, Sunderland, Darlington, Hartlepool, Wakefield, Leeds, Calderdale, Kirklees, Oldham, Wigan, Manchester, Salford, Birmingham, LB Lewisham, LB Islington, Wirral, Preston, Southampton, as well as work on a pilot process in Scotland.

<sup>9</sup> Jackson M and McInroy N (2017) Community Wealth Building through Anchor Institutions.

<sup>10</sup> Drakeford, M (2018) Manifesto 21<sup>st</sup> Century Socialism (pg. 8)

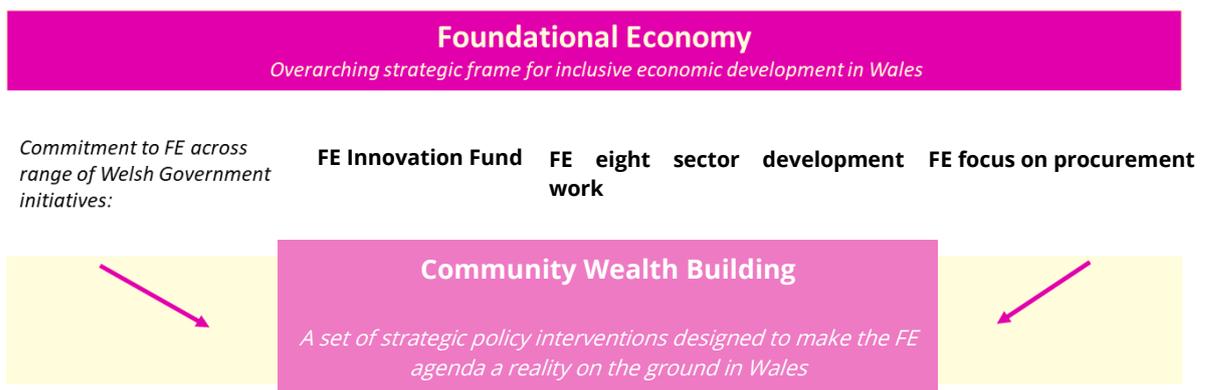
Work undertaken by the Welsh Government on the foundational economy is taking a particular national focus on the eight core ‘sectors’ of the foundational economy. These are; care; food; retail; tourism; construction; energy; childcare; and health. In addition, the developing foundational economy approach includes emphasis on growing the ‘missing middle’ to increase the number of ground firms, and joining up the value of procurement to maximise wellbeing of this expenditure. The Welsh Government has also created a Foundational Economy Network to drive this work forward.

### 1.5.2 Overlap between community wealth building and the foundational economy

There is a clear and strong overlap in both practice and theory between community wealth building and the foundational economy agenda in Wales. Both consider the reorganisation of the political economy of a place so that wealth is more broadly held and shared by ordinary people. However, there are differences. Community wealth building is focussed on locally realisable practice across the five pillars. As regards progressive procurement practice this is lodged in existing Welsh legislation, policy and practice and as detailed in the recommended way forward (see section 3). This community wealth building with a procurement focus is also heavily informed by decades of action, practice and behaviour change in commissioning and procurement across numerous administrations across UK and Europe.

Nevertheless, both approaches have overlapping elements in how to develop a local economy, both seek a significant recalibration and reframing of national and local economies. Moreover, both approaches seek to relocate the provision of public goods and services away from the language of ‘consumers’ promoted by market liberalism, and towards one that embraces a relation between individuals and the state rooted in citizenship. In community wealth building this is about the restoration of public values and recognising that the economy is a social construction owned by all citizens, whilst in the foundational economy it is about citizen entitlement and foundational services.

Given this overlap, it is imperative that the progressive procurement aspect of community wealth building and the foundational economy agendas are developed in tandem across the Welsh Government. The table below suggests ways in which the five pillars of community wealth building are commensurate with pre-existing Welsh Government activities around the foundational economy, for example the Foundational Economy Fund.



*Based on the emerging Foundational Economy agenda in Wales.*

With reference to the particular scheme of work at hand, it is evident that the adoption of community wealth building as regards procurement element would be an ideal arena in which to jointly develop both community wealth building and the foundational economy agendas. There are a number of ways that the practical application of community wealth building (itself a movement grounded in theory and practice in dozens of UK localities) can help the Welsh Government better understand the practical potential of the foundational economy approach.

Throughout the course of this work, overlap with the foundational economy could occur in a number of ways, including:

- ❑ Using some of the Foundational Economy funds as resource to help deliver the community wealth building through progressive procurement;
- ❑ Linking the foundational economy focus on the eight sectors with the procurement activities undertaken through community wealth building;
- ❑ Using the community wealth building pilots as a space to develop the **Fair Work** element of the foundational economy agenda, e.g. through writing fair work requirements such as the Living Wage into the procurement documents and strategies implemented regionally and locally through anchor institutions.

## 2 A FERTILE ENVIRONMENT FOR COMMUNITY WEALTH BUILDING IN WALES

### 2.1 Progressive procurement context

The context to this work is a strong pre-existing commitment from all levels of Welsh Government to adopt Community Wealth Building through procurement and related activities. A 2017 report from the Auditor General of Wales found that in 2015-16, public bodies in Wales spend around £6 billion procuring goods and services, and that this public sector spend had a significant potential to drive social, economic, and environmental outcomes for the people of Wales.<sup>11</sup> The report also found that although clear progress had been made in deepening the capacity of procurement to achieve positive social outcomes (especially since the adoption of the Wellbeing of Future Generations Act 2015), there was clear scope for improvement in this area.

This report, coupled with the review of procurement which concluded in September 2018, generated a wider awareness across Welsh Government that more attention should be focused on maximising the broader wellbeing return on the Welsh public sector's £6bn spend. The idea is that Wales' £6bn procurement spend should be strategically deployed to drive forward community wealth building and the goals of the Wellbeing agenda. For example, the First Minister's Manifesto at the 2018 leadership race (Drakeford, 2018; 8) contained a series of pledges intended to advance this agenda, including proposals to:

- ❑ *'Establish trials in the WGs 'foundation sectors' to test different approaches to community wealth building, working with all Welsh government and sponsored bodies';*
- ❑ *'Ask each local authority to identify local "anchor institutions" and work with them to audit their contracts to increase the value and volume of procurement from regionally based SMEs.'*<sup>12</sup>

The proposals in the First Minister's Manifesto locate community wealth building in Wales within the wider context of developing a 'foundational economy' in Wales, as outlined in Section 1 of this report. This approach is also commensurate to a series of long-standing policies and initiatives from many different actors within the Welsh Government and across Wales more generally, all of which are commensurate to the development of a procurement aspect of community wealth building.

CLES has reviewed the key policies and interviewed key stakeholders (**see Appendix 1**) in order to locate relationship between this specific scheme of work, and the wider corporate priorities and functions of the Welsh Government. Community wealth building (with focus on procurement element) in Wales sits at the intersection of many different agendas across the Welsh Government. By understanding the specific relationship between different pieces of legislation and strategic priorities, we can ensure that the uptake of this work is as wide and deep as possible and be the basis to the generation of significant social, economic, cultural, and environmental outcomes.

#### 2.1.1 National Procurement Service

In recent years the Welsh Government has undertaken a series of activities in order to raise the profile of procurement and ensure that 'when used effectively, procurement can be a strategic tool to deliver economic benefit to the people of Wales.'<sup>13</sup> This work has been undertaken in particular by two governmental agencies; Value Wales and the National Procurement Service. These two organisations have been responsible for setting the strategic priorities of procurement across all aspects of procurement and commissioning in the Welsh Government.

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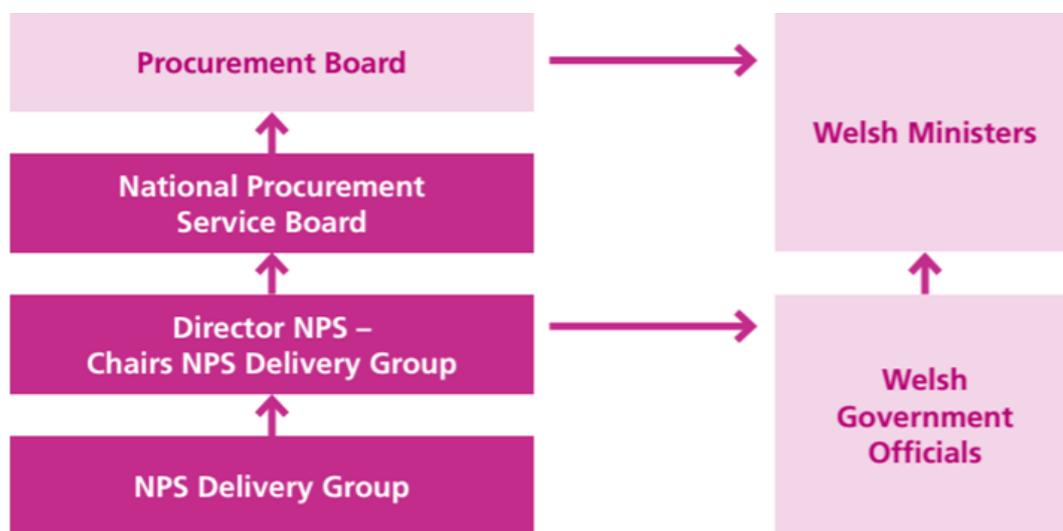
<sup>11</sup> Auditor General for Wales (2017) Public procurement in Wales (pg. 10)

<sup>12</sup> Drakeford, M (2018) Manifesto 21<sup>st</sup> Century Socialism (pg. 8)

<sup>13</sup> Hutt, J (2015)- Wales Procurement Policy Statement

The National Procurement Service (NPS), which was established by the Welsh Government in 2013 with the objective to 'Buy Once for Wales' across the public sector and embed the strategic priorities as set out in the 2012 Wales Procurement Policy Statement. The NPS establishes framework agreements for commonly consumed goods and services on behalf of 73 customer public sector organisations, including the Welsh Government, Local Authorities, NHS, Higher Education, Further Education, Emergency Services (Fire and Police), Welsh Government Sponsored Bodies, and the National Assembly for Wales. The NPS also produces frameworks which can be used by other public sector and charitable organisations who are not named customers.

The NPS is hosted by the Welsh Government, and under previous governance arrangements, was answerable to a Board of stakeholders and Welsh ministers. It therefore plays a crucial role in linking the political priorities of Welsh Government with regards to procurement (e.g. as set out in the First Minister's Manifesto), with the practical realities of 'buying once for Wales' across the public sector.



*NPS Governance Structure<sup>14</sup>*

Following the review of procurement, governance arrangements have been adjourned while the NPS and Value Wales transition to new services.

### 2.1.2 Value Wales

Value Wales is a commercial improvement service which seeks to work with public sector customers and social partners to maximise the social, economic, and environmental impact of government spend across Wales by encouraging adoption of the Wales Procurement Policy Statement. It is through Value Wales that specific priorities of the Welsh Government can be embedded into the procurement process, for example setting decarbonisation projects into ITQs and formal procurement documents. A particular area of focus has been on using Value Wales as a vehicle to embed the principles of the Wellbeing of Future Generations Act, as outlined in Section 2.2.1.

Value Wales has previously used mechanisms such as the Procurement Fitness Check Programme, aimed at helping develop capability of public bodies to maximise the impact of their procurement expenditure.

<sup>14</sup> National Procurement Service for Wales – Business Plan Summary (pg. 6)

### 2.1.3 Code of Ethical Employment in Supply Chains

As well as focusing on the direct spend of public bodies in Wales, the Welsh Government has also developed a Code of Ethical Employment in Supply Chains in order to embed social value principles deep into the supply chains of Wales' £6bn of public spend. The Code was established through a recognition that maximising the social returns on public procurement can only come through focusing on the deeper supply chain beyond the first supplier, e.g. suppliers-of-suppliers.<sup>15</sup> Over 170 organisations have signed up to the Code including the Welsh Government; NPS; the majority of local authorities; and NHS Wales. The Welsh Government has also published a Code of Practice Toolkit in order to help organisations implement the Code.

### 2.1.4 Transforming Public Procurement in Wales

Over 2018-2019 the National Assembly for Wales' Public Accounts Committee conducted an inquiry into public procurement, following publication of two reports published in 2017 by the Auditor General for Wales.

In advance of the publication of the two reports, in September 2017 the (then) Cabinet Secretary for Finance, Mark Drakeford announced a review of the National Procurement Service and Value Wales. The review was undertaken collaboratively with public sector and business engagement. In a Written Statement released at the end of the review in September 2018, the Cabinet Secretary reported that the NPS would 'cease to exist in its current form', and that the Welsh Government would undertake a strategic reorganisation of its externally facing procurement services.<sup>16</sup> The Written Statement set out a number of priorities for Welsh public procurement going forward, including:

- 'greater focus on delivering collaborative procurement agreements aligned to regional and local priorities. Such an approach will not only afford maximum access to Welsh suppliers, it will also complement the aims set out in the Economic Action Plan, the decarbonisation programme and support our drive to make Wales a Fair Work nation by leveraging fair work outcomes from public spending and procurement practice.'

Taken together, the renewed emphasis on the capacity of public procurement to deliver positive economic, social, and environmental outcomes for the people of Wales suggests a cross-cutting approach commensurate to the development of a community wealth building approach. In referencing the capacity of procurement as a strategic lever for the advancement of local and regional policy goals (for example as set out in the Economic Action Plan), it is evident that the architecture is already in place for adopting community wealth building through procurement, learning from principles CLES have already implemented in other localities across the UK.

Since October 2018, the NPS, Value Wales, and the Commercial Innovation Team have collaborated to produce a new Transition Oversight Group, with the mandate to put into effect the recommendations of the Written Statement. The Oversight Group has also led on a comprehensive spend analysis project, in order to arm the Welsh Government with better analysis on how to maximise the wellbeing potential of Wales' £6bn procurement spend.

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<sup>15</sup> Progressive procurement seeks to influence the activities of suppliers of suppliers, as well as direct suppliers of goods and services to the public sector. See Jackson M (2017)- The Power of Procurement II: The policy and practice of Manchester City Council (Pg. 22)

<sup>16</sup> Written Statement- Review of the National Procurement Service and Value Wales Commencement Order (September 2018)

## 2.2 Wider policy context

### 2.2.1 Wellbeing of Future Generations Act (WFGA)

The Wellbeing of Future Generations Act 2015 (WFGA) is a landmark piece of legislation that requires all public bodies in Wales to put long-term sustainability at the forefront of their thinking, specifically with regards to improving the long-term social, economic, environmental, and cultural wellbeing of Wales. The Act has been recognised globally as one of the first of its kind, in that it provides specific legislative rights to persons who do not yet exist; unborn children.

Welsh Government introduced the act based on a prolonged 'National Conversation' between public services and the Welsh citizens, in which it was agreed that public bodies should do more to ensure that Wales is a sustainable place to live and work for future generations.<sup>17</sup> The Act defines wellbeing through the adoption of **Seven Wellbeing Goals**, which include a globally responsible Wales; a prosperous Wales; a resilient Wales; a healthier Wales; a more equal Wales; a Wales of cohesive communities; and a Wales of vibrant culture and thriving Welsh language. Moreover, the Act sets out **Five Ways of Working** for public bodies in Wales, designed to help with the implementation and adoption of the seven wellbeing goals. These are; long-term; prevention; integration; collaboration and involvement.

It is also of note that procurement has been identified of the seven corporate areas of change under the Act's statutory guidance. This means that there is an expectation written into Welsh law that procurement will be strategically utilised to achieve the goals of the Wellbeing Act.

#### *National Indicators*

Section 10 of the WFGA places a legal requirement on the Welsh Ministers to set national indicators and they have subsequently set 46 indicators, which can be measured quantitatively or qualitatively. The 46 indicators are a combination of indicators taken from the United Nations Sustainable Development Goals (e.g. life expectancy), and Wales-specific indicators (e.g. percentage that can speak the Welsh language).<sup>18</sup>

The indicators offer a useful framework with which to clearly measure the impact of actions in terms of outcomes for Welsh citizens.

#### *Public Service Boards*

The WFGA established Public Service Boards (PSBs) in each of Wales' 22 local authority areas. Some of these have subsequently merged, so there are currently 19 PSBs. The Boards are designed to bring together specified public bodies in - in a local area in order to allow them se public sector organisations to work together on collaboratively improving the economic, social, environmental and cultural well-being in that area.

Each Board has its own individual structure and example membership listing, but at a minimum each of the nineteen contains the local authority, Natural Resources Wales, the Local Health Boards and local Fire & Rescue Services.

#### *Assessments of Local Well-being and Local Well-being Plans*

The WFGA lays out a statutory requirement for Public Service Boards to produce an assessment of local well-being for the area. The purpose of this work was to inform the production of bespoke local well-being Plans, which would describe the contribution within the area to achieving the well-being goals.

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<sup>17</sup> Welsh Government (2015)- The Wellbeing of Future Generations Act- the essentials.

<sup>18</sup>Welsh Government (2016) How to measure a nation's progress? National indicators for Wales.

### ***Case Study: Torfaen Public Service Board***

Torfaen Public Service Board was established in April 2016 under the terms of the Wellbeing of Future Generations Act, bringing together senior representatives from fourteen public sector and voluntary organisations in Torfaen. The Board is chaired by Cllr Anthony Hunt, the leader of Torfaen County Borough Council.

The Torfaen Board started by published a Community Assessment of Wellbeing in May 2017, which mapped out the main social, economic, cultural, and environmental, and cultural issues facing Torfaen's people and place. This in turn led to the production of the **Wellbeing Plan for Torfaen 2018-2023**, a proposal document which set out the activities the Board would collaboratively undertaken in order to improve the wellbeing of local citizens. As per the term of the Wellbeing Act, the Wellbeing Plan makes specific references to how wellbeing progress will be measured against the 46 National Indicators.

The Wellbeing Plan for Torfaen makes specific reference to utilising Community wealth building techniques around procurement as one means to stimulate anchor activity through and achieve better outcomes.

## **2.2.2 Better Jobs Closer to Home**

Community wealth building through procurement in Wales is also framed by the Better jobs Closer to Home programme, a joint initiative between the Welsh Government and the Wales TUC designed to increase the quality and quantity of good, meaningful employment for Welsh citizens in areas of particularly high unemployment and underemployment. It is inextricably linked to community wealth building and development of a new, progressive procurement programme for Wales.

The Better Jobs programme sits within the portfolio of the Deputy Minister for Economy and Transport and thus far involves bespoke pilot programmes across Wales. All projects involve taking innovative commercial approaches and introducing creative interventions for both tier one suppliers and supply chain partners, to help sustain and create jobs in areas of high need.

The purpose of the programmes is to model ways that the Welsh Government can take a more active approach in intervening in the supply and demand of local labour markets, e.g. by stimulating the skills and quality of a local labour force at the same time as ensuring there is the adequate demand for the goods and services produced by this labour force. This work is therefore relevant to community wealth building through procurement because it indicates the potential overlap between economic development and the strategic procurement of public goods and services.

## **2.3 CLES remarks**

Reviewing the totality of activity currently undertaken by Welsh Government in this space, it is the CLES view that there is an excellent frame to advancing the community wealth building, through progressive procurement agenda. As such we believe the time is now ripe to drive this agenda forward through targeted, strategic action.

Existing innovation in the procurement space reflects an awareness that the £6bn spent by the Welsh public sector buying goods and services should be used to maximise outcomes for Welsh citizens. Specifically, it is clear that procurement will be an essential lever for the nineteen Public Service Boards to advance their Local Wellbeing Plans and make progress with the 46 National Indicators of the Wellbeing of future Generations Act.

There is now a clear need to bring these many agendas together and put them into tangible action. Experience from across the rest of the UK and Europe, suggest to CLES that community wealth building in Wales has been given an excellent head start by the multiplate of legislative and infrastructural agendas at play in this space. As such, Wales is in a favourable position to realise this favourable context and opportunity and therefore put 'boots on the ground' and deliver real outcomes.

### 3 TAKING FORWARD COMMUNITY WEALTH BUILDING IN WALES; A FOCUS ON PROGRESSIVE PROCUREMENT

As demonstrated in the previous section, there is a strong contextual frame to advancing community wealth building through progressive procurement in Wales. In CLES' experience the most successful outcomes are only delivered when a community wealth building approach works in tandem with the broader strategic policies and objectives at work in a given place. Community wealth building is not an abstruse concept or simple 'policy fix'; rather it is about developing bespoke programmes, practice and behaviours to embed long-term cultural changes in how public institutions understand their role in generating wealth and good local economies for people and place.

The Welsh Government has two specific advantages which ought to be utilised when designing a practical scheme of work to drive this agenda forward.

- ❑ **Elevated awareness and policy around procurement.** The first is that an understanding that public procurement should drive social, economic, cultural, and environmental outcomes is already deeply embedded across many areas of the Welsh Government and elsewhere. In both the National Procurement Service and Value Wales, CLES has found willing and able stakeholders with the necessary skills and appetite to further realise the full wellbeing value of procurement.
- ❑ **Existing architecture.** The second advantage is that the creation of Public Service Boards through the Well-being of Future Generations Act offers a ready-made opportunity to work with an established partnership to deliver on this work. Community wealth building through the procurement aspect is most successful when there is a strong incentive at the local level for public, private, and semi-public institutions to play a more active role in delivering a good local economy. The presence of the Public Service Boards and the development of Local Well-being Plans suggests that this ethos (and the necessary institutional frame) already exists in localities across Wales.

In this section, we present our **indicative recommendations** for how the Welsh Government should build on these advantages and take forward community wealth building through a bespoke programme of progressive procurement, working with Public Service Boards. This would need to be subject to a more detailed work with Welsh Government, which was not part of this commission. As such this is indicative only.

**It is our belief that the best way to develop this approach would be through a programme in which 6-8 'early adopter' localities are supported to take this work on as regards the progressive procurement aspect of community wealth building, with a deep learning and evaluation process alongside this first wave. With this approach it is possible that changes could be made to the programme before full roll out. Thus, we envisage any changes made for the second wave could see resource savings, implementation wrinkles overcome and time improvements.**

The above recommendation is based on CLES' extensive experience of implementing community wealth building in numerous localities across the UK and Europe, although the approach is bespoke to Wales and would be the first of its kind. Below, we set out why we believe this staged roll out is preferable to an immediate 'all area' roll out; assess the strengths and barriers of this approach; offer a programme methodology; and suggest an indicative timeline for this project.

#### 3.1 Key success factors

Given the interest and appetite for progressive procurement across Wales, it could be argued that the Welsh Government could proceed to an immediate roll-out of community wealth building across all areas of Wales. However, it is CLES' belief that the best way to conduct this

process is through a programme, in which 6-8 'early adopter' local areas are chosen to initiate a three-year trial of this process, before a full national roll-out after one year. We believe that this approach is preferable for a number of reasons, including that;

- ❑ **Approach allows us to learn through iteration.** Community wealth building through procurement aspect is about learning through iteration and doing. Developing a process in order to take wider learnings is an approach entirely commensurate to the Community wealth building approach.
- ❑ **Working at the local level reduces barriers.** There are comparatively fewer institutional and bureaucratic barriers to changing policy on a local level compared to at the national level of the Welsh Government. Going in at the local level as opposed to legislating from the centre, will allow for a more agile, flexible approach.
- ❑ **Mitigates risk.** There is less risk in this staged process than a full national roll-out, as barriers identified in the first instance can be accounted for and removed in the second.
- ❑ **It makes the 7 Wellbeing Goals and real.** A community wealth building programme can offer a real chance to test the 7 Wellbeing Goals in a real-life setting.

We also recognise that there are some barriers to be overcome in opting for this approach. It is evident that community wealth building through procurement takes time to deliver outcomes, and that by adopting a two-stage approach, we potentially delay the time it will take to see full set of outcomes in terms of jobs, procurement spend, and other social indicators. However, progressive procurement takes time to embed itself within an organisation because it is above all else about a shift in the culture of public services, rather than simply learning new skills or adopting new policies. This means that it is better to start at one level and then 'scale out', so that change can have long-term roots. For example, CLES' work with Manchester City Council has matured over the last twelve years into a comprehensive corporate approach to social value, but started in 2008 by homing in on particular elements of the Council's spend analysis.<sup>19</sup> By starting with particular issues in a particular place, we can ensure that our work is methodical and helps deliver systemic change.

Given a close weighing up of the options, it is our belief that this two-stage process may be the best way to proceed for the Welsh Government and for the wider cause of community wealth building in Wales.

### 3.1.1 Roll out

In order to ensure a smooth roll-out of the process, there are a number of procedure routes and questions for the Welsh Government. Central to this will be ensuring that a positive reciprocal relationship is struck between the Welsh Government and local authorities in the ownership and governance of this project. Specifically, the Welsh Government should consider developing mechanisms around the following:

#### *Clear Ministerial sign-off and link with other agendas*

It is important that this work is understood as a key strategic priority across the Welsh Government, especially given its high political importance and inclusion in the First Minister's manifesto.

#### *Governance and Ownership*

In order to get the right relationship between the different stakeholders in this process (Welsh Government, local authorities, Public Service Boards etc), CLES recommends that the Welsh Government establishes and facilitates a **Community Wealth Building Enablement Unit** to oversee the duration of the process. This group should comprise of senior elected and corporate officials from the relevant anchor institutions participating in the project, including local

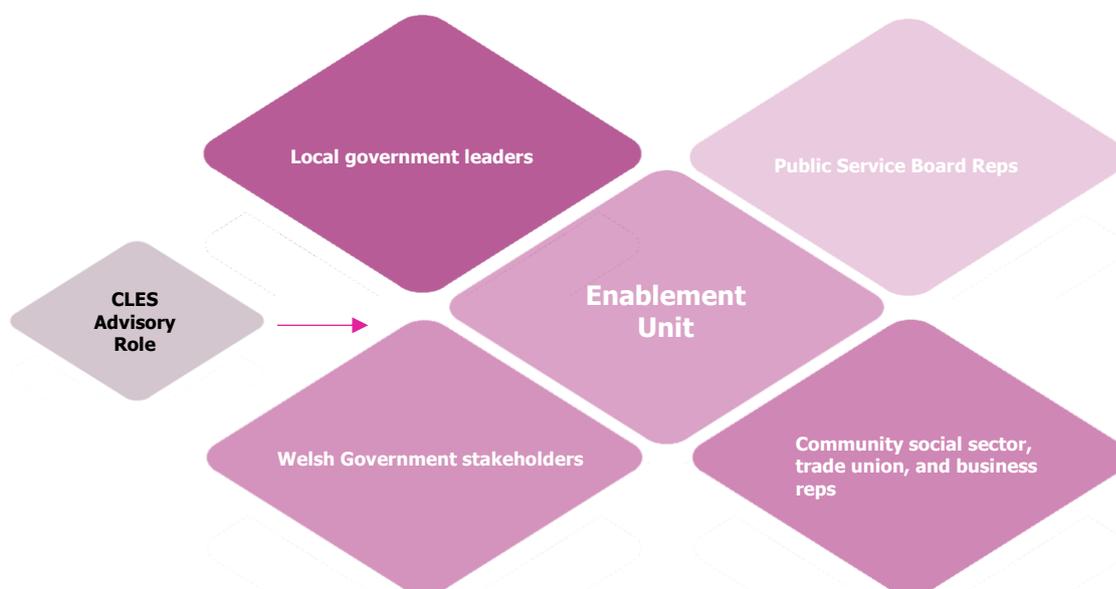
<sup>19</sup> Jackson M (2017)- The Power of Procurement II: The policy and practice of Manchester City Council

government, business, trade union and social sector representation. The group should have no more than fifteen members.

The role of the Enablement Unit will be to ensure that the process runs smoothly, and that there is a constant flow of information between the local and national levels. This will be particularly necessary at the evaluation and monitoring stages, as outlined in the Timeline below. A representative from CLES could sit on this Steering Group in order to share our experience and best practice from developing similar community wealth building projects in the UK and Europe.

Responsibilities of the Enablement Unit will hold will include:

- ❑ Securing and overseeing funding and other resource from the Welsh Government;
- ❑ Act as an intermediary between national and local government agencies;
- ❑ Oversee Evaluation and monitoring through the process;
- ❑ Receive reporting on Outcomes at various stages;
- ❑ Making decisions about the timescale of 2<sup>nd</sup> wave of the programme (See section 3.2);
- ❑ Supporting creation of a broader programme, incorporating all community wealth building pillars.



*Enablement Unit organisational structure.*

### **Project support**

As well as an Enablement Unit, it will also be necessary for resource to be invested in the day to day oversight and management of this project. Because much of this work will be about nudging large institutions to take up new ways of working, it is crucial that resource is invested in getting the right people in to bring all of this work together. The requirements for this role should be an ability to stitch together the work of many different stakeholders; an awareness of the practical challenges of engaging in Community wealth building work; and the capacity to act as an intermediary, and conduit for the exchange of information, between the work on the ground and the Welsh Government.

### **3.1.2 Selecting the early adopters**

Whilst this work has been devised at a national Welsh Government level, it should be noted that a crucial factor in ensure its long-term viability and success will be in the willingness to take this work up at the local level. Progressive procurement aspects of community wealth building is an

inherently ‘bottom-up’ process, in that it requires local actors to utilise their place-based knowledge to create schemes of work that are bespoke to each place and feel empowered to do so.<sup>20</sup>

It is therefore crucial that the right local areas are selected as the 6-8 early adopters of this programme. We are aware that the Welsh Government will have more region-specific knowledge than CLES, and we note that what is presented here should merely form the basis of the selection process. Thus, we offer the following selection criteria not as a definitive list, but rather as an indication based on our previous experience of working with local authorities and local anchors.

We believe that the following should be considered when selecting which local authorities to work with:

- ❑ **Willing and ready local authority.** The local authority will be the key ‘first among equal’ actor in driving this agenda forward at the local level. Therefore the willingness and readiness of each local authority to take this work forward based on buy-in from the highest levels, e.g. the elected leaders and chief executive officers, is important.
- ❑ **Willing local anchors.** Similarly, the success of this work will depend on the willingness of local anchor institutions to engage seriously with community wealth building activities. It would be beneficial to consult the local well-being plans for each Public Service Board in order to gauge the investment and commitment of local anchors.
- ❑ **The right blend of localities.** From a research point of view, it is necessary that the localities chosen represent a diverse enough cross section in order to take learnings that are applicable to the whole of Wales. Whilst each locality will have its own unique circumstances (e.g. local labour market), selecting the right balance will ensure the project can be iterated and scaled-out across the whole country. The selection process could therefore consider:
  - **Geography.** A mixture of rural, urban, and peri-urban localities. It is also important to balance the pilots across the North, South, East, and West Wales.
  - **Economy.** Combination of more and less prosperous areas within Wales, ideally with a good cross-section of local economies, e.g. manufacturing areas as well as places dominated by service or retail.
  - **Maturity of approach.** Balancing localities where community wealth building work has already started with places where we would be starting fresh.
  - **Political contexts.** Ideally the early adopters would be in Councils led by a range of different political parties. (In order to counter the common and damaging misconception that this activity is only a ‘Labour’ agenda, but one for all of Wales).
- ❑ **Consider overlap with other Welsh Government pilots.** The Welsh Government should also be mindful of overlap between this scheme of work and other place-based pilots currently led nationally, e.g. the Better Jobs Closer to Home pilots.

### 3.1.3 Indicative programme methodology

We suggest here an outline programme methodology, CLES has balanced our tried and tested community wealth building methodological approach (from across rest of UK and Europe) with factors that are bespoke to Wales. We have utilised this methodology many times and it is recognised as Europe’s leading practical approach to applying these techniques on the ground at a local level.

Our methodology is underpinned by a theoretical approach which notes that progressive procurement aspects of community wealth building will best deliver outcomes when innovative work is prototyped at a local level through the actions of individual anchors and local authorities.

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<sup>20</sup> Leibowitz J and Lloyd Goodwin T (2018) What next for the Community wealth building movement? CLES. Available at: <https://cles.org.uk/blog/what-next-for-the-Community-wealth-building-movement/>

The purpose of 'starting small' (e.g. within individual well-being assessments, social value or a Supply Chain analysis for one anchor) is that each individual prototype gives learnings and evidence which can be used to sustain and scale the model. It is only once these individual, bottom-up approaches are delivering real outcomes, that community wealth building can be sufficiently embedded in thought and practice enough to achieve long-term systemic change and real outcomes. Our methodology is therefore rooted in the concept of gradually 'scaling out' this work over time, with the objective being systemic, cultural change.

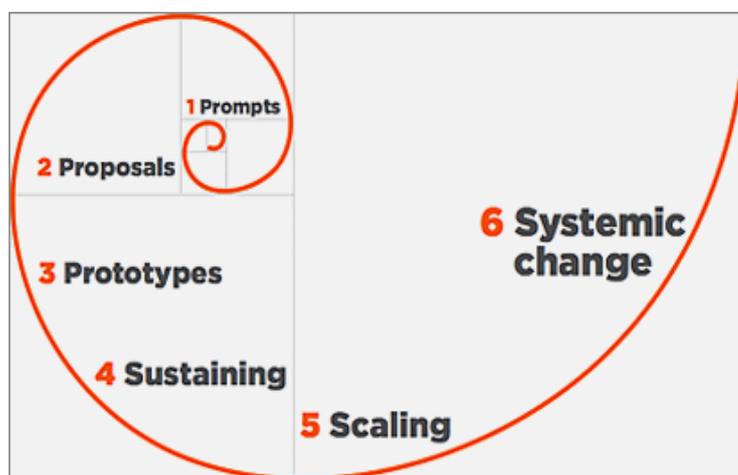


Figure 2: Delivering systemic change through prototypes

### **Programme Methodology**

Once early-adopters have been selected (based on the criteria outlined above), CLES recommends a multi-stage approach to the pilot programme based on previous experience.

#### **Stage 1: Local authority engagement**

Set-up meeting with local authority leader and chief executive.

#### **Stage 2: Public Service Boards Initial Workshop**

Initial workshop with anchors through the Public Service Boards. The purpose of this workshop is to set in motion the community wealth building process by undertaking four key activities:

- 1) Explaining the theoretical and practical underpinnings of progressive procurement aspects of community wealth building;
- 2) Sharing high-level spend analysis already conducted by the Welsh Government;
- 3) Relate community wealth building to Local Wellbeing Plans, specifically as a strategic tool to improve local outcomes in line with the National Indicators;
- 4) Identification of key areas each anchor wants to work on and discuss next steps.
- 5) Gain strategic and practical 'buy in' to the process.

#### **Stage 3: Community Diagnostic**

Conducting a high-level 'community wealth building diagnostic' that will assess the capacity for progressive procurement aspects of community wealth building. CLES has a methodology for this process which involves a combination of spend analysis, desk-based research, and interviews with key stakeholders. The purpose of this work is to understand which policies will yield the most gain for each individual anchor.

#### **Stage 4: Procurement deep-dive**

This will then lead into a deep-dive on the procurement practices of the PSB area and each anchor institution through reviewing corporate documents and interviews. This is also an opportunity to refine the Welsh Government's spend analysis methodology, as well as ensuring that data is collected across all anchor institutions. It is also essential that further surveys are collected beyond the raw spend analysis, for example (1) workforce analysis; (2) supply chain analysis.

### **Stage 5: PSB Procurement Workshop**

Once procurement work has been set in motion with each anchor, it is crucial to bring this work back to the Public Service Board, in order to assess common challenges and learnings from the procurement process. If the PSB is supportive of taking this forward, it is at this stage that we believe the PSB should create local Procurement Sub-Groups - with support from Welsh Government where requested - in order to share best practice and ensure collaborative ways of working.

### **Stage 6: Framework and Work Plan**

The purpose of the detailed procurement work is to ensure that each anchor institution adopts long-term systemic change in how they buy goods and services. In order to embed these changes, it is necessary that each anchor adopts the right frameworks and strategies, for example; Well-being Policy; Commissioning and Procurement Strategies; ITQ processes; etc. Stage 6 is about working with procurement leads in each anchor institution in order to make the necessary changes to corporate documents in order to embed this change.

### **Stage 7: Start of work**

Following on from stage 6 is when the full weight of the 'work' effectively starts, in that it will be at this stage that each anchor has put into place new approaches to its procurement process by implementing the Work Plans. The work will therefore vary according to each anchor institution. In any one locality, some anchors might be working on Social Value policies, whereas others will be more focused on their strategic commissioning process. The role of the Welsh Government will be to facilitate shared learnings, and provide resource support if requested, at each stage of this process.

### **Stage 8: Ongoing evaluation and monitoring**

With various pieces of work set in motion at Stage 7, it is essential that oversight is provided in order to keep the work on track and ensure ongoing evaluation and monitoring. As discussed in Section 3.2.1, this should be the joint responsibility of the Enablement Unit (Welsh Government level) and the PSB (local level). In the timeline below, we set out how the work could be monitored and evaluated so that key learnings are captured, and the iterative work produces the right evidence to support the adoption of long-term systemic change.

#### **3.1.4 Indicative Timeline**

Based on the above methodology, we envisage that the pilot programme could follow an indicative timeline as outlined below;

<b>Month</b>	<b>Stage</b>	<b>Expected outcomes</b>
0-4 months	Stages 1, 2, 3, 4, 5: PSB engagement.	
5-9 months	Stages 5, 6, 7 First changes in policy and practice, e.g. Social Value Policies.	Too early for actual procurement outcomes to shift. Identification of contracts which could be influenced in the near future.
9 months	Stages 7, 8	First outcomes appear. Actual changes in awarding or procurement contracts at a local level.
12 months	Stage 8 Evaluation and monitoring review. First national review undertaken by Steering Group. Decision taken whether to roll out a second wave, or to roll out across all of Wales	Review process to benchmark work against the 46 National Indicators for Wales.

12-14 months	Refresh of workplan. Deepening procurement and spreading Community wealth building work beyond procurement (e.g. in land and assets; workforce; financing the economy; plural ownership of the economy).	Progressive procurement becomes standard practice across PSB. Should see a genuine change in local markets, e.g. proliferation of local firms bidding for and winning public sector contracts.
14-24 months	Implementation of refreshed workforce plans	Shift in spending practices of local anchors, creating upturn in local employment and putting money back into local economy.
24 months	Second national review led by steering group. Production of Outcomes Report.	Second review against National Indicators.
24-26 months	Second refresh of Work Plans.	
26-36 months	Implementation of refreshed workplans.	Community wealth building now producing results well beyond procurement, e.g. developing social value in anchor Land and Assets strategies.
36 months	Final evaluation and outcomes report	Final Evaluation Report will measure the outcomes against improvements in a localities performance in the 46 National Indicators.

### 3.2 Evaluation, monitoring, and full roll-out

It is at the discretion of the Welsh Government whether to conduct the whole three-year pilot programme before proceeding with this full roll-out, or whether to take on a 'second wave' of a further 6-8 adopters at some point during this process, thereby gradually increasing the number of local authorities participating over time.

#### *Option 1: Gradual roll-out with second wave adopters at 12 months*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
6-8 early adopters pilot programme						
	6-8 second wave adopters					
			Full roll-out			

#### *Option 2: Full roll at 12 months*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
6-8 early adopters pilot programme						
	Full roll-out					

## **APPENDIX 1**

### **List of stakeholder interviews**

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<b>Name</b>	<b>Area/Position</b>
Jonathan Hopkins	Deputy Director – Commercial and Procurement
Nick Sullivan	Head of Commercial Policy and Delivery – Value Wales
Marion Stapleton	Deputy Director – Cross Cutting Strategy Team and lead official on Fair Work policy
Karen Coombs	Head of Commercial Policy – Value Wales
Paul Griffiths	Head of NPS Commercial - NPS
Simon Griffiths	Head of Commercial Innovation – Commercial Innovation
Nigel Elias	Better Jobs Closer to Home Programme Manager – Commercial Innovation
Marcella Maxwell	Deputy Director – Economic Action Plan - Economy and Transport
Iwan Thomas	Senior Policy Analyst, Economic Action Plan - Economy and Transport
Robin Roberts	Head of Construction, Facilities Management and Utilities - NPS
Brendan Burke	Senior Commercial Value Policy Manager – Value Wales
Alun Richards	Senior Commercial and Procurement Regulations Manager – Value Wales
Jessica Bearman	Food category lead - NPS

## Review of Strategic Partnerships

### PURPOSE

1. To provide an update and seek Partnership Council's views on the Review of Strategic Partnerships.

### BACKGROUND

2. Reducing complexity in the governance of public services has long been an aim of the Welsh Government, local government and other public service partners.
3. The complexity of the partnership landscape is an issue which is raised frequently and has been consistently highlighted in independent reviews of the public service landscape in Wales, including the Williams Review. Many public service and third sector partners are engaged in several partnerships covering a range of issues, priorities or themes.
4. The Working Group on Local Government considered the partnership picture at its meeting in January and some challenges were identified with regards the overlapping membership and remits of some partnerships.
5. Subsequently, the Welsh Government and WLGA agreed to undertake a review of strategic partnerships, reporting to the Partnership Council for Wales. A letter to public service leaders and chairs of partnerships seeking their initial views on partnership working in Wales was circulated in June with responses requested by 5 July. Responses were received over the summer.
6. As noted by the Partnership Council in June, the review is being undertaken as a proportionate and pragmatic task and finish piece of work, building on existing evidence and reviews and taking stock of public service leaders' views. The aim is to either identify actions which can be taken by the relevant groups or by Welsh Government to rationalise partnerships, or to identify whether legislative change would be required.

The review's objectives are to:

- Identify key partnership arrangements where there are felt to be overlapping remits.
- Consider whether the mechanisms for achieving these purposes, if suitable, might be achieved in a more efficient / effective way

And to make recommendations on:

- Practical action by the relevant partnerships or by Welsh Government to rationalise these arrangements
- Any aspects which would require legislative change

The review was originally envisaged to report to the Partnership Council for Wales on 2 October with recommendations relating to any legislative changes. Given the ongoing gathering of evidence and wider partnership reviews which are yet to report, it is proposed that this report is an Interim update to Partnership Council, with a view to concluding in early 2020.

## SUMMARY

**Annex A** provides a detailed analysis of responses, segmented by sector. A summary of overall findings is provided below:

- Although the scope of the review covered a broad partnership landscape, a number of responses focused specifically on the interaction between Public Services Boards (PSBs) and Regional Partnership Boards (RPBs). There are number of views on resolving this interaction, but no legislative solutions were supported.
- A number of responses commented on funding. They generally noted that the principle of pooled budgets is not generally happening in practice. More generally, funding policies in silos is seen as promoting the proliferation of partnerships. There was a particular interest in funding for PSBs and whether they could be more effective if they had its own funding as other partnerships do.
- Many of the current partnerships exists either through legislation (e.g. Area Planning Boards and Community Safety Partnerships) or to support a key policy area (e.g. City Deals, Older Persons Partnerships and Regional Skills Partnerships). These tend to be managed as separate, independent partnership groups which can lead to additional bureaucracy.
- Possible solutions to rationalising the burden of these partnerships, e.g. around pooling funding and determining footprint, are within the ambit of the current partnerships. Based on the submissions so far there is little appetite for nationally imposed structural change through legislation.

**Annex B** provides some insight into related work into partnership working, namely Professor Keith Moultrie's report into collaboration between PSBs and RPBs and the work to simplify arrangements in the North Wales and Gwent regions.

## **DISCUSSION & ACTION**

7. The views of Partnership Council members are sought in response to the analysis. In particular, with respect to the next steps noted in Annex A, i.e.
- Note that there is not significant evidence or support for legislative change as the solution to rationalising partnerships, rather that improvements and rationalisation should be ‘bottom-up’;
  - To expand the review team to cover broader sectoral interests;
  - Carry out further questioning with stakeholders to test hypotheses, develop solutions and agree recommendations;
  - Note and report issues which are out of scope for this review, but may warrant further work e.g. the number of specific grant funding streams.
  - Report on final recommendations at turn of the year.

**WLGA/Welsh Government**  
**2 October 2019**

## **Annex A – Responses to call for evidence letter from WLGA Leader to Minister**

### **Summary**

There have been just over 30 responses to the review's call for evidence: -

- 11 LAs
- 1 LHB and 1 NHS Trust
- The FG Commissioner
- 1 RPB
- 1 PSB
- Letters from regulators, e.g. WAO
- Academic and others

The Review team has also met separately with members of the Welsh NHS Confederation, the Police and Crime Commissioner for South Wales, the Children's Commissioner for Wales and Community Housing Cymru to seek their views.

The following sections outline the key responses by sector to the call for evidence. They reflect a summary of the views of the respondents, *not* the views of the review team.

It should also be noted that beyond the local government responses (where the sample size is reasonable for drawing consensus), there have been limited opportunities to test whether these responses are supported across each sector.

### **Local Government**

Local government responses are underpinned by views that: -

- They do not have the capacity for the current system
- The current system is driven by the policy priorities of individual Welsh Government departments and that the Welsh Government does not corporately consider the impact of its many initiatives on the capacity of public bodies and partners.
- Reform and change (simplification) should be locally led (bottom up).

Local authority key responses are described below:

- ***Capacity***  
The scale of resources taken up in supporting partnership work, which includes travel and officer and member time spent in meetings to discuss issues that are not always seen as core to the functions of the Principal Council.
- ***PSB/RPB Interface***  
The relationship between the PSB and the RPB needs to be better defined with clear, complementary roles defined for each.

- **Overregulation**  
The legislative framework for partnerships place requirements on Principal Councils which are not always consistent with the basic statutory decision-making processes of Councils with regard to budgets, service delivery and scrutiny. Over-regulation also manifests itself in grants with an operational focus and stringent grant conditions that detract from RPBs being able to address the key strategic issue of devising integrated services and managing a “whole system approach” to health and social care.
- **The variable ‘status’ of partnerships**  
Unequal financing of partnerships, where the locally focussed partnership body, the PSB, has core funding for support processes only, whereas the RPB has cash for re-aligning services and functions. It is felt that PSBs are not supported financially on an equal basis by Welsh Government – namely in terms of having its own funding to improve well-being.
- **Footprints and co-terminosity**  
Some footprints are felt not be appropriate. Powys and Ceredigion in Mid Wales wish to have more freedom and flexibility to work within their region. Their current arrangements place them within South West Wales and The Swansea Bay City Region area for most government sponsored partnership working.  
  
Footprints vary for each type of activity – social care, criminal justice, planning etc. and this can be confusing or burdensome for partners who work across several sectors.
- **More Freedom and flexibility for local priorities**  
More scope for local priorities in contrast with national priorities driven by centrally determined regulations and grant conditions.
- **Bottom-up, not top-down, reform**  
Enable localities to better define the relationships and synergies between the different groups, suggesting that reform should be driven bottom-up rather than top-down.
- **Political Oversight and Governance**  
Councils are political bodies led by elected members who want greater oversight of partnership working. There are a number of partnerships, involving professionals and third sector partners, driven by Welsh Government grant streams where there are concerns that there is a lack of local democratic accountability and political governance. This has led to suggestions that such partnerships should report to bodies with member participation, e.g. one proposal from some responses was that RCCs and APBs could report to RPBs.
- **Membership and manageability**  
Some hold the view that PSBs and RPBs in particular are difficult to lead and manage with very large memberships (in some cases) and

participants who do not have any resources to contribute to the activity of the group (e.g. third sector).

- **Performance**

There are concerns that PSBs are not being seen to be consistently delivering clear outcomes commensurate with the efforts and time going into them.

### **Inspection and audit bodies**

These bodies (namely Estyn and the WAO) regulators reflected concerns on the: -

- The clarity of performance outcomes being sought by the partnerships
- The use of data and the sharing of data. Deficiencies in the use and sharing of data are reducing the effectiveness of performance.
- Accountability, challenge and scrutiny (effective governance) of partnerships

Overall, these concerns suggest that the partnerships lack clear performance objectives and therefore their productivity and effectiveness is difficult to assess.

Estyn have found that that, where they work well, strategic partnerships enable partners to identify opportunities, reduce duplication, and ensure value for money across the services they provide. However they expressed concerns on:

- The role of PSB learning sub-groups on education or learning and the lack of clarity of their link with the work of education consortia; and
- The complexity of arrangements covering vulnerability and safeguarding which could impact adversely on the protection of vulnerable children.

The complexity and rapid pace of change around vulnerability and safeguarding is a challenge which requires urgent resolution also featured in responses from the Local Authority and the Criminal Justice (policing) sectors.

The WAO reported that strategic partnerships should be managing demand and seeking to reduce it. However, they reported that use of data analysis is poor – focusing on the symptoms rather than the cause - and therefore the partnerships are often not able to focus on root causes of demand.

The WAO also noted that the level of co-operation and sharing of sovereignty was insufficient and organisational behaviour was not changing sufficiently to meet the objectives set partnerships by legislation. This comment was supported by comments in a meeting with the Welsh NHS Confederation who felt that neither Councils nor LHBs had succeeded in sharing sovereignty (in RPBs) over the resources needed to create a “whole-system” approach to health and social care.

Other key issues identified were:

- PSBs are key to driving the changes needed to address these problems but are not sufficiently resourced, organised or supported to deliver the transformation needed.
- There are missed opportunities through a lack of clear linkage between the well-being plan and the Local Development Plan.
- Attendance of statutory bodies at RPBs is variable
- Delegation by RPBs to sub-groups often excludes non-statutory partners e.g. the third sector.

The WAO is currently reviewing PSBs and will report in October.

### **Regional Partners**

There are several services which participate in partnerships either as a national service, participating via regional offices like NRW and Welsh Ambulance Services NHS Trust (WAST) or regional services like Police and Fire & Rescue.

Particular concerns were raised about capacity issues (at the regional level) in supporting all PSBs. There were comments that: -

- The conversations in PSBs tend to be very similar across a given region and there is a case for reducing the number of PSBs.
- The main concern for a partnership review should be the relationship between the PSBs and the RPBs
- Both RPBs and PSBs are supposed to break down silos and share people, budgets and assets to improve services, reduce demand and address well-being with greater efficacy than they would separately.
- Funding for PSBs would help them address the big ideas in WFG Act.

NRW notes that the burden of attending the 19 PSBs is, in their view, too many for the organisation to support. NRW plans on the basis of six plus one (six regions plus marine) area plans, raising an issue of co-terminosity with other partnerships.

A particular issue for police services and Police and Crime Commissioners (PCCs) is to support partnerships on Community Safety Partnerships, Safeguarding Boards and the PSBs in Wales. In addition to the physical burden of attending multiple meetings, there were concerns raised around the potential overlap of responsibilities with regards the well-being of the population. The sector itself has worked on streamlining structures and partnerships in some regions. In North Wales, they are considering merging the adults and children's Safeguarding Boards and encourage this review to do the same. In South Wales, they support local determination as to how to make the structures and architecture as effective as possible.

There is concern that the functions of the Community Safety Partnerships have been lost in the creation of PSBs in some areas.

PCCs seek to work in partnership and have commissioning resources. Submissions implied that other partnerships and organisations need to be more responsive to this and have a greater commitment (of their organisational resources) to achieve change and improved outcomes through partnership working.

### **Third Sector**

Feedback on the third sector was received from the WCVA, Care & Review Wales and the Pembrokeshire Association of Voluntary Services, with some additional contributions via WISERD. Some key points raised were:

- RPBs are welcomed by the third sector but there is confusion over the role the third sector should play in them
- The third sector is too diverse to be represented by the two or three third sector representatives on the RPBs and the County Voluntary Councils are not geared up to cross border, collective working.
- The sector is not able to participate in the “managerial tier” of work below that of the full RPB Board.
- They would welcome pooling of resources by PSBs, with the voluntary sector a more equal partner when the PSB commissions work.

### **FG Commissioner**

The Commissioner recognises the issues of complexity and the desire for local flexibility and notes that, in her view, current funding regimes are driving “business as usual”.

She is concerned by the many reviews being conducted by Welsh Government, the Assembly and regulators of partnership working. The WG and the Partnership Review needs to be able to join up all these different reviews.

In addition, the Commissioner:

- Supports local flexibility on how to collaborate
- Wants funding for the core objectives of PSBs to give incentives for working in the PSBs
- Wants RPB funding to be linked to the preventative goals of the PSBs
- Suggests that the Building a Healthier Wales funding for the preventative agenda is be routed through PSBs

Her response outlined that PSBs need help defining what ‘good’ looks like and should be supported in enabling commissioning as a PSB, with advice that one of the partners can act as banker on behalf of the partnership.

Currently PSBs are felt to be losing out to the partnerships with money attached (grants and allocations) like the RPBs and the City Deal/Growth Deal Boards.

The Commissioner supports the findings of the Moultrie Review of the links between RPBs and PSBs (outlined in Annex B).

**Other Suggestions and Opportunities**

A number of submissions from across sectors made comments not yet noted. These are:

- Many different meetings were attended by roughly the same people and those people ought to be empowered to reduce their meeting commitments by merging their agendas.
- That PSBs should consider voluntary mergers across local authorities based on current practice in parts of Wales and harmonising with existing regional footprints, where possible.
- That the partnership organisations (specifically RPBs and PSBs) share data and their data analysts to produce single, multi-purpose population needs assessments, including requirements to establish the views and opinions of citizens (in place of each partnership having their own needs assessment)
- That strategic partnerships should only be required in service areas where one organisation cannot address the problem requiring solution or the performance of one organisation is partially dependent of the performance of another.

## **Annex B – Related evidence**

### **Report from Professor Keith Moultrie – Alignment of PSBs and RPBs**

In March 2019, Professor Keith Moultrie considered the relationship between RPBs and PSBs in a workshop of leaders from PSBs and RPBs sponsored by the Welsh Government.

The workshop confirmed: -

- The Government sees the two pieces of legislation as complementary, but distinct
- The way the PSBs and RPBs interact is best considered and determined locally
- RPBs need to move away from the allocation of grants to focus on the core mission of integrating and co-ordinating wider care resources across sectors.

The workshop concluded that:

- The Welsh Government should provide combined priorities and a single, common outcomes framework for the PSBs and RPBs.
- Both RPBs and PSBs should be working towards transforming core services.
- There should be fewer grants which last for longer on three- or five-year planning cycles rather than annual cycles.
- RPBs and PSBs should be supported nationally to share best practice and participate in development events and culture change programmes.

### **Regional Leadership and Planning, Local Delivery and Implementation**

Several submissions described arrangements where partners working together in regions had sought to locally define roles for regional bodies and PSBs.

The Gwent group of public service leaders and chief officers (G10) seeks to lead on “strategic, long term planning” planning while PSBs deliver the local detail.

Similar models were quoted for Community Safety where a regional Community Safety Board defines strategic priorities and gives guidance to local authority CSPs to implement and deliver.

The North Wales RPB described a model where the RPB aims to create a strategic framework and share best practice while sub-regional, integrated service boards with links to PSBs deliver integrated services working through the Betsi Cadwaladr University Health Board Area Director Structure.

Gwent has also debated the concept of a Regional PSB. This would rely on a model of regional planning and local delivery.

Gwent and North Wales have undertaken work which suggests rationalisation of partnerships by grouping more than one statutory duty in one meeting setting. North Wales is seeking to reduce the bodies operating in the space of vulnerability, safeguarding and community safety in North Wales.

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