

# Public Document Pack



Neuadd y Sir  
Y Rhadyr  
Brynbuga  
NP15 1GA

Dydd Gwener, 10 Mawrth 2017

**Hysbysiad o gyfarfod:**

## **Cyngor Sir**

**Dydd Llun, 20fed Mawrth, 2017 at 2.00 pm,  
Council Chamber - Council Chamber**

### **AGENDA**

*Prayers will be said prior to the Council meeting at 4.55pm. All members are welcome to join the Chairman for prayers should they wish to do.*

<b>Eitem No</b>	<b>Eitem</b>	<b>Tudalennau</b>
1.	<b>Penodi Prif Swyddog, Plant a Phobl Ifanc</b>	
2.	<b>Ymddiheuriadau am absenoldeb</b>	
3.	<b>Adroddiad y Cadeirydd ac unrhyw ddeisebau sydd wedi eu derbyn</b>	1 - 2
4.	<b>Datganiadau o Fuddiant</b>	
5.	<b>Fforwm Agored i'r Cyhoedd</b>	
6.	<b>Rhestr o Gynigion</b>  Ni dderbyniwyd dim.	
7.	<b>Aroddiad Aelod Cabinet, y Cynghorydd G. Burrows</b>	
7.1.	<b>Datganiad Safbwynt - Gofal Cymdeithasol, Diogelu a Iechyd - Mawrth 2017</b>	3 - 6
8.	<b>Adroddiadau'r Prif Swyddog, Gofal Cymdeithasol, Iechyd a Thai:</b>	
8.1.	<b>Adroddiad Swyddfa Archwilio Cymru ar Ddiogelu o fewn Cynllun Kerbcraft yng Nghyngor Sir Fynwy</b>	7 - 34
8.2.	<b>Adroddiad Diogelu Cynnydd</b>	35 - 54

<b>9.</b>	<b>Adroddiadau'r Prif Swyddog, Menter:</b>	
<b>9.1.</b>	<b>Dyddiadur Cyfarfodydd 2017/18</b>	55 - 70
<b>9.2.</b>	<b>Dyfodol Sir Fynwy: Model cyflenwi newydd arfaethedig ar gyfer Twristiaeth, Hamdden, Diwylliant a Gwasanaethau Ieuenctid</b>	71 - 318
<b>9.3.</b>	<b>Llywodraethiant Cymunedol yn Sir Fynwy</b>	319 - 328
<b>9.4.</b>	<b>Asesiadau Llesiant ar gyfer y sir a gosod Amcan ar gyfer y Cyngor:</b>	329 - 334
<b>9.5.</b>	<b>Asesiad Llesiant Cenedlaethau'r Dyfodol</b>	335 - 366
<b>9.6.</b>	<b>Asesiad Anghenion Poblogaeth</b>	367 - 454
<b>9.7.</b>	<b>Amcanion a Chynllun Llesiant y Cyngor</b>	455 - 482
<b>9.8.</b>	<b>Blaengynllun Cydnerthedd Bioamrywiaeth ac Ecosystem</b>	483 - 578
<b>10.</b>	<b>Adroddiad y Prif Swyddog, Adnoddau</b>	
<b>10.1.</b>	<b>Datganiad ar Bolisi Tâl</b>	579 - 590

**Paul Matthews**

**Prif Weithredwr**

## CYNGOR SIR FYNWY

MAE CYFANSODDIAD Y PWYLLGOR FEL SY'N DILYN:

Cynghorwyr Sir:

D. Batrouni  
J. Prosser  
D. Blakebrough  
M. Powell  
V. Smith  
G. Burrows  
R. Chapman  
P. Clarke  
J. Crook  
D. Dovey  
G. Down  
A. Easson  
D. Edwards  
R. Edwards  
D. Evans  
P. Farley  
P.A. Fox  
J. George  
R.J.W. Greenland  
L. Guppy  
E. Hackett Pain  
R. Harris  
B. Hayward  
M. Hickman  
J. Higginson  
P.A.D. Hobson  
G. Howard  
S. Howarth  
D. Jones  
P. Jones  
S. Jones  
S.B. Jones  
P. Jordan  
J. Marshall  
P. Murphy  
B. Strong  
F. Taylor  
A. Watts  
P. Watts  
A. Webb  
S. White  
K. Williams  
A. Wintle

**Gwybodaeth Gyhoeddus**

### **Mynediad i gopiau papur o agendâu ac adroddiadau**

Gellir darparu copi o'r agenda hwn ac adroddiadau perthnasol i aelodau'r cyhoedd sy'n mynychu cyfarfod drwy ofyn am gopi gan Gwasanaethau Democrataidd ar 01633 644219. Dylid nodi fod yn rhaid i ni dderbyn 24 awr o hysbysiad cyn y cyfarfod er mwyn darparu copi caled o'r agenda hwn i chi.

### **Edrych ar y cyfarfod ar-lein**

Gellir gweld y cyfarfod ar-lein yn fyw neu'n dilyn y cyfarfod drwy fynd i [www.monmouthshire.gov.uk](http://www.monmouthshire.gov.uk) neu drwy ymweld â'n tudalen Youtube drwy chwilio am MonmouthshireCC. Drwy fynd i mewn i'r ystafell gyfarfod, fel aelod o'r cyhoedd neu i gymryd rhan yn y cyfarfod, rydych yn caniatáu i gael eich ffilmio ac i ddefnydd posibl y delweddau a'r recordiadau sain hynny gan y Cyngor.

### **Y Gymraeg**

Mae'r Cyngor yn croesawu cyfraniadau gan aelodau'r cyhoedd drwy gyfrwng y Gymraeg neu'r Saesneg. Gofynnwn gyda dyledus barch i chi roi 5 diwrnod o hysbysiad cyn y cyfarfod os dymunwch siarad yn Gymraeg fel y gallwn ddarparu ar gyfer eich anghenion.

# Nodau a Gwerthoedd Cyngor Sir Fynwy

## Cymunedau Cynaliadwy a Chryf

### Canlyniadau y gweithiwn i'w cyflawni

#### Neb yn cael ei adael ar ôl

- Gall pobl hŷn fyw bywyd da
- Pobl â mynediad i dai addas a fforddiadwy
- Pobl â mynediad a symudedd da

#### Pobl yn hyderus, galluog ac yn cymryd rhan

- Camddefnyddio alcohol a chyffuriau ddim yn effeithio ar fywydau pobl
- Teuluoedd yn cael eu cefnogi
- Pobl yn teimlo'n ddiogel

#### Ein sir yn ffynnu

- Busnes a menter
- Pobl â mynediad i ddysgu ymarferol a hyblyg
- Pobl yn diogelu ac yn cyfoethogi'r amgylchedd

### Ein blaenoriaethau

- Ysgolion
- Diogelu pobl agored i niwed
- Cefnogi busnes a chreu swyddi
- Cynnal gwasanaethau sy'n hygyrch yn lleol

### Ein gwerthoedd

- **Bod yn agored:** anelwn fod yn agored ac onest i ddatblygu perthnasoedd ymddiriedus
- **Tegwch:** anelwn ddarparu dewis teg, cyfleoedd a phrofiadau a dod yn sefydliad a adeiladwyd ar barch un at y llall.
- **Hyblygrwydd:** anelwn fod yn hyblyg yn ein syniadau a'n gweithredoedd i ddod yn sefydliad effeithlon ac effeithiol.
- **Gwaith tîm:** anelwn gydweithio i rannu ein llwyddiannau a'n methiannau drwy adeiladu ar ein cryfderau a chefnogi ein gilydd i gyflawni ein nodau.

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## Chairman's Report 1<sup>st</sup> – 8<sup>th</sup> March

Wednesday 1 <sup>st</sup> March 10.30 a.m.	Royal Visit – Duke of Cambridge Llanfoist Fawr Primary School
<b><i>Wednesday 1<sup>st</sup> March 7 p.m.</i></b>	<b><i>Caldicot Male Voice St David's Day Concert in aid of Chairman's Charities Caldicot Male Choir Hall</i></b>
Thursday 2 <sup>nd</sup> March 11 a.m.	Citizenship Ceremony Registrar's Office, Usk
Friday 3 <sup>rd</sup> March 7.30 p.m.	St David's Celebration Concert All Saints Church, Penarth
Wednesday 8 <sup>th</sup> March 11 a.m.	Launch of the Monmouth Women's Festival Monmouth Museum

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## POSITION STATEMENT - SOCIAL CARE SAFEGUARDING AND HEALTH MARCH 2017

The purpose of this document is to provide both Members of the present Council Administration and the new incumbents, post - election, with something of a snapshot of the services referred to by the Cabinet Member responsible at the time, in order to assist and contribute towards continuity and direction for this very important area of responsibility with respect to all the constituents of Monmouthshire, especially the vulnerable ones.

Social Services in Monmouthshire, have been on quite a journey these last few years, as have other areas of activity within the Council, not least due to the dearth of funding under which we all have had to operate. We are generally a much leaner Council now, but with the combined efforts of everyone, colleague members of the Administration, supportive Select Scrutiny, Officers and Staff, we have all ensured with our individual contributions that front line services, whilst reconfigured in many areas, still remain active and effective. Well done all of you. This in my view is a massive achievement when we look out to the world at large and the challenges that many other Authorities still have to face, post Social Care and Wellbeing Act of last year, with those issues which we addressed months if not years ago; I am thinking about methodologies such as integrated working with Health as a good example of this.

There is much to do, there are many areas where we have made great strides and progress in Adults and Children's Services, others that have been stubbornly resistant to improvement, so there will be plenty of challenges to be getting on with when the new Member cohort arrives in May.

What follows is breakdown of my main areas of responsibility together with my own personal appraisal of where we are right now. There will be areas I have not been able to cover in this briefing, but the items I bring to your attention are in my view worthy of merit. I emphasise this as with anything being considered in life it will be influenced by perception so there will be others who will have countervailing views on degree of success, progress etc, by hey isn't that why we are here to debate such matters!

### ADULT SOCIAL CARE

For some years now this Directorate has seen, in spite of increasing demographic demand, continuing effectiveness in service delivery, and indeed underspend primarily due to changed methodologies of care through inspirational Officer Leadership and committed Staff. This has brought about cultural change which has enabled priorities such as "putting the person at the centre of everything we do" and "keeping people at home" amongst their family and friends and treating residential care as something as a last resort. Collocated staff from Social Care and Health working together as the norm has enabled integrated activities such as Frailty and others to embed and make a difference. "My Day My Life" is a wonderful example of really focussing in on the aspirations of those members of our community that have the constant challenges of learning and disability and making what may seem to us as marginal and incremental changes, but in fact are profound and long lasting improvements to their own quality of life.

The future though has significant budgetary challenges, staffing pressures in domiciliary care for example will be taxing as we Health and the private sector all vie to employ the same people with these skill sets. The Raglan Project and now the larger Monmouthshire Project is evidencing the holistic future and improved quality of care that can be achieved, but it is dependent that suitable staff in sufficient numbers can be found and that is going to be a formidable task for us.

### MARDY PARK

This highly valued and well-loved facility has both served us well in the past and is poised for a tremendous future. Its improved built in service delivery flexibility is going to ensure that as local community needs flex, in both numbers and complexity, the ability to bring together professionals, service users and volunteers is going to be a credit to all. The pilot project that was called Community Coordination set out to find ways of bringing those who were just becoming on the threshold of need and matching them up with others, community volunteers and who by interacting could both prevent Social Care intervention and effectively encourage the vulnerable individual back towards more independence. Mardy Park is the epicentre of this work for Abergavenny and is in my view set for a fantastic future.

#### DOMICILARY CARE

Providing care at home is a vital part of our service, whether it be for people with issues relating to physical frailty and/or with dementia. For some years now we as an Authority have been pursuing a cultural shift from time and task based actions to a more holistic approach exemplified by initially the "Raglan Project" and now enlarged and described as the "Monmouthshire Project" where 25% of our 800 or so residents in need, are looked after in this way. Collaboration with enlightened Private Providers through the project called "Turning the World Upside Down" is bringing us closer to ensuring that the other service users will see the benefit of care with perceptibly higher levels of accompanying dignity. There are still challenges as referred to earlier in being able to recruit sufficient staff, but well worthwhile in pursuing.

#### GWENT FRAILITY

It has been my privilege to have chaired the Frailty Joint Committee for the past six years and which is still a unique example of Social Care and Health coming together with a pooled budget and delivering re-ablement and Hospital avoidance to a large number of people. Great steps have been made but Challenges still remain. Persistent underspending has been a constant issue, this is not due to lower than expected service need but the difficulty in recruiting to right people in sufficient numbers, combined with inhibiting HR employment practices. The other task is that more can still be achieved in bringing together best practice from around the Region to provide a more homogenous service, modelled very much on the Monmouthshire Integrated Service model but this takes time as it involves cultural shift and that takes not weeks or months, but years. The other regions of South East Wales are also very different to ours, geographically, economically, demographically etc.

#### DEMENTIA CARE AWARENESS

I am delighted to have contributed together with the Enabler Phil Diamond in bringing Dementia Awareness training to this Council. This of course will be a continual process of informing Staff and hope that it forms part of the induction period for new Members. Understanding the plight of those managing the challenge of Dementia is a valuable skill set that helps us in our daily lives when we encounter it and for me upholding someone's dignity when they really need it just contributes to our common humanity.

#### DISABLED FACILITIES GRANT

Not many aspects of our work enjoy as much complete political agreement as does this subject. I am mindful that to some it may suggest that more funding should have come this way sooner, but that reflects the dilemma of the decision making process when funds are very scarce. We have had to make many difficult choices on what to prioritise on and there have been indeed other services we have delivered on that have directly contributed to keeping frail people at home, disabled or otherwise. I am just pleased that this financial year has seen an injection of funding to assist the large number of small grant applications and that in the next financial year there will be a thorough piece of work that will inform how this important service can be delivered even more effectively. I am sure that the 300k Capital uplift that will be added will start to make a very positive impact in this regard to some very deserving individuals and their families.

#### CARERS

I am pleased to see the continuing progress that is being made in supporting our Carers in Monmouthshire. We have been very proactive through close partnership working with Health and the Voluntary Sector to reach out to those people who in many cases do not even realise they are a Carer. Our organised events unlike in other Authorities are always fabulously well attended; certainly the Health and Wellbeing Act and the redefining of the importance of the Carer in the needs assessment of the service user in making them and equal partner in decision making has given us extra focus to do even better.

### CHILDRENS SOCIAL CARE

It would be fair to say that this side of our business has presented its fair share of challenges in recent times! If ever there was a sector that has tested our ability to manage and provide all that is required for vulnerable children it is here. The pressure of increasing demand again both in numbers and complexity exacerbated by high levels of statutory responsibility as dictated by the Courts has been a tough one. My thanks go out to all the Officers, Foster Parents and indeed Cabinet Colleagues who have seen deeper resource cuts than would have been necessary in order that these services for vulnerable youngsters could be preserved. I want though to save and offer my most effusive gratitude for the staff themselves in Children's Services both at the sharp end of service delivery and the background administration. They probably hear a great deal about the progress that has been made through proactive engagement in Adult Services and wonder when it will be their turn when they will have the enjoyment of breathing space to develop change practice! A great deal of effort though this last 18 months has seen an embedding of improved practice change and we are becoming a more proactive service and this is starting to bear fruit with respect to the budget. I am confident that this direction of travel can be maintained, but it won't be easy as the environment itself that our Staff have to manage in can and will continue to be very volatile.

### CORPORATE PARENTING

The Corporate Parenting Panel which I Chair was set up at the beginning of this administration to facilitate greater awareness of the responsibilities of Corporate Parenting for those who are deemed as such. Good progress has been made in my view but still much more to be done. There should be something in Member Induction that covers this aspect of their role. The main driver for our work however has been in creating better links with our Looked after Children and certainly and this has been improved greatly by our Care leavers Apprentices Rhiannon and Nicole. One aspect though that has been doggedly slow to make progress in and that is in the forming of work experience and Apprenticeships for Care leavers within the Council. Whilst I am disappointed that this has not progressed much to date, I am confident that we have much more awareness of the barriers that are holding us back, and this will become a success story for the next Administration. I am pleased to report though that we will be arranging work experience for those care leavers who are interested by site visits to the Caldicot Comprehensive School site, and with COSTAIN to have a tour of the A465 road Gilwern to Blaenavon construction project.

### SAFEGUARDING AWARENESS

Those of us who have been here a while will remember that in another age long gone, Safeguarding reports were but a minor periodic item on the CYP Select Agenda. A lot has happened since then, primarily as a consequence of the Estyn report back in 2012, the impact of this was to remind us that Safeguarding responsibility is for the whole Authority and beyond. A great deal of work in the interim has ensured us that awareness of the issues and safeguarding training generally will be an ongoing fact of life for everyone. Recent events demonstrate that staff in such a complex Organisation such as ours must not be taken for granted in presuming they are getting the message about this subject. Delivering cultural change is never a straightforward process and some people frankly get it easier than do others. Again please ensure that this features in the New Member induction process. Much is still to be done in our influencing of external organisations with whom we commission work, so in simple term a continuing agenda item.

### FOSTER CARING

This is a vital service for those children that have through circumstances beyond their control have to live in a family environment other than their own. It is universally understood that for many reasons being a Foster Carer is very challenging as equally it is for the youngsters placed in their charge. We need to redouble our efforts in recruiting more "in-house " Foster Carers who are suited to this work, collaborate more with our existing FC's to develop their skill sets still further, which in return will reduce our dependence on Private Fostering Placements. Progress is being made here with the New MCC Staff investments in this service but we must do more.

## YOUNG CARERS

It is a poignant fact of life that young people whether either incrementally or a consequence of a tragic event become Carers for siblings or parents. It is in my view one of our most vital issues in this field of our service delivery to ensure that we have contact with as many youngsters affected, as possible, to help them not only in their caring role and support their education, but also to get them the respite time they need to be for what they do best, being able to be children and young adults.

I am delighted that the new Young Carers Policy document is in the consultation phase at the moment, much of the background work to it has been informed by workshops with Young Carers themselves, so that it can be as relevant as possible. In my introduction to this piece I allude to what it must be like to be a young Carer. I saw on TV recently a very young carer who looks after her mother, being interviewed. She was asked what she wanted to be when she grew up and she replied that she wanted to be an actress, and indeed she was already having lessons. She was also asked what is it like to be a Carer and she said that it is like being an Actress in a role, but with proper actresses they get to stop acting, but this role just goes on for ever and ever.....

I have been the MCC Carers Champion for this last six years, and wish the new incumbent well in a very satisfying aspect of their work.

## MENTAL HEALTH MATTERS

We continue to have highly qualified mental health social workers embedded in four teams integrated with Health colleagues across the County, based in Maindiff Court in the North and Chepstow Hospital and Hywel Da in the South. We are the only Authority across Gwent that maintains an integrated multidisciplinary approach, which is valued especially by our Health colleagues. Our qualified staff are to the level where they are described Approved Mental Health Practitioners under the Mental Health Act which means they are qualified to a standard where they can decide upon sectioning themselves. The challenges we face are increasing numbers of people presenting with Dementia diagnoses generally and the specific work demands that DILS will place on us. Deprivation of Liberty is the extra Legal pressure that has been brought about that mandates us to make careful assessments of all of those who are in residential care and suffering with dementia to ensure that their rights to liberty have not been impacted by decisions made on their behalf, given that they do not have the cognisance to make such decisions for themselves.

## FINAL OVERVIEW

It has been a very interesting thirteen years! When I reflect back on the early times especially when we used to lament not getting as good an increase in the RSG as other Authorities and how would we keep the services going! How little we could have imagined the subsequent challenges with funding declining in real terms. Monmouthshire County Council has done itself considerable credit that in spite of huge pressures has found the resolve to ensure that Libraries and Leisure centres remain open as well as pretty much all our front line services even though reconfigured in many cases. All these aspects of our service delivery continue to contribute to the health and wellbeing of the residents of Monmouthshire.

I wish everyone well who is standing in the Election in May. Best of luck to those who find themselves in Administration. No matter what problems you face, there will be a solution, if together you look hard enough. For those in Opposition, the critical friend role that comes with decision making Scrutiny is a very valuable part of the process, use it. It is a shame there aren't more in the Whitehouse right now that could be defined as Critical Friends! When you start on May 5th you will have 1,827 days until your next Election to make a difference. Make each and every one of them count!

County Councillor Geoff Burrows,  
Cabinet Member for Social Care, Safeguarding and Health  
Older persons Champion  
Carers Champion

**SUBJECT: Wales Audit Office Report on Safeguarding within the Kerbcraft Scheme in Monmouthshire County Council**

**MEETING: Council**

**DATE: 20<sup>TH</sup> MARCH 2017**

**DIVISION/WARDS AFFECTED: All**

**1 PURPOSE**

- 1.1 To provide the Council with the Wales Audit Office Report into Safeguarding Arrangements within the Kerbcraft Scheme in Monmouthshire County Council.

**2. RECOMMENDATIONS**

- 2.1 That the Council receive the Wales Audit Office Report on the Kerbcraft Scheme.
- 2.2 That the Council accept the statutory recommendations in the report, consider the current position against the recommendations and agree the actions to address them.

**3. KEY ISSUES**

- 3.1 The Wales Audit Office has undertaken a review into the effectiveness of safeguarding arrangements in the Council's Kerbcraft scheme. The review was conducted under the powers of the Auditor General for Wales to assure that the Council has made proper arrangements for securing economy, efficiency and effectiveness in the use of its resources. It follows on from and makes reference to the proposals for improvement within the 2014 report on the Council's wider safeguarding arrangements.

- 3.2 Kerbcraft is a road safety scheme for children aged between 5 and 7. The scheme has operated since 2002, initially provided by the joint venture company Capita Gwent Consultancy Limited and since 2012, by the Council's Operation's Directorate. The service consists of 3 employed Kerbcraft co-ordinators who recruit volunteers and work in partnership with schools to support children to gain the skills and confidence to safely cross the road. It is projected that in 2016/17 Kerbcraft will have worked with 26 Monmouthshire primary schools and delivered road safety training to around 673 children. The scheme is supported by a Welsh Government grant of £50,000.
- 3.3 The operating model for Kerbcraft is that road safety training is delivered by school staff, kerbcraft co-ordinators and volunteers. Recruitment processes for volunteers must be carried out in accordance with the Council's safe recruitment policy. Comprehensive support to officers who recruit volunteers has been developed through the Council's lead officer on volunteering and through the volunteer network. The nature of Kerbcraft activity means that volunteers need DBS checks, pre-employment health screening and appropriate references prior to commencing work.
- 3.4 Due to concerns around the understanding of safeguarding and the robustness of the volunteer recruitment within Kerbcraft, operation of the scheme has either been suspended or operated without volunteers for large periods of time since June 2015. Options for its future management are under active consideration, however, it is important to note that steps taken to operate the scheme without volunteers has significantly reduced any risk to children. There have been three decision making points during the course of the review:
- June 2015 – suspension of the scheme
  - October 2015 – decision by the CYP Chief Officer to reinstate the scheme on an assured incremental basis, although despite this intervention two schools became active in September 2015 without wider approval (following the initial communication on this activity from the Kerbcraft Service)
  - August 2016 – all volunteers withdrawn from the scheme
- 3.5 The current position is that the scheme is operational without volunteering input. A SAFE audit of the scheme has identified a number of actions that need to be completed in order that volunteering involvement in the scheme can be undertaken.
- 3.6 The Auditor General can make the following recommendations for areas that require improvement depending on the significance of the issue:
- Proposals for improvement – there were 3 proposals for improvement in the 2014 report which are referenced in this report;

- Statutory recommendations for improvement to which the Council needs to make a formal response within 30 working days and needs to be reported to Council within one month of the issue of the report – there are 3 statutory recommendations within the report;
- Conduct a special inspection and publish a report and make recommendations; and
- Recommend to Ministers of the Welsh Government that they intervene in some way.

3.7 The headline finding of the Wales Audit Office report is that “Children are being put at risk because of continuing weaknesses in safeguarding arrangements for the Kerbcraft Scheme that the Council has not adequately addressed.” Included within the report are 3 statutory recommendations. Appendix 2 sets out the action the Council will take in response to these recommendations. This highlights:

- The specific proposal/recommendation made;
- Extracts from the report relevant to each proposal – these are not extensive or comprehensive but are intended to give a flavour of the issues behind each of the proposals made by WAO;
- The current position which includes progress made since the fieldwork was undertaken by WAO;
- Actions for each of the proposals that show how the Authority will continue to address the issue.

3.8 As a Council, safeguarding has been given the very highest priority and the issues raised by this review are taken very seriously by the Cabinet, Chief Executive, Statutory Director of Social Services and Senior Leadership team. The report highlights that despite the progress made to systematically embed a safeguarding culture, knowledge and practice in every area of the Council’s responsibility there are areas where the understanding and operation of safeguarding are not yet of the standard they need to be. The report reinforces the need to be constantly vigilant in understanding the effectiveness of our governance and assurance systems. Culture has to be open and transparent to improve any arrangements to safeguard children and adults at risk.

3.9 The Wales Audit Office report documents thoroughly the chronology of Kerbcraft in Monmouthshire County Council to August 2016. In addition to responding to the service specific issues that were raised within the initial concerns in July 2015, the volunteering element of the safeguarding activity programme was strengthened and the Volunteering Programme Lead for the Council became a key and active member of Whole Authority Safeguarding Co-ordinating Group. Further, the Internal Audit Service undertook a wide review of safeguarding which reported in January 2016 and followed this with a subsequent in-depth audit of volunteering (issued as a draft in March 2017). A specific investigation into the Kerbcraft service will feature as a very early commitment in the Internal Audit work programme for 2017/18.

- 3.10 The Wales Audit Office report recommends that:
- The Council should establish effective performance management and scrutiny arrangements for the Kerbcraft scheme
  - Responsibility for ensuring the recommendations are implemented and that officers and a Cabinet Member are held to account as a high priority within the work programme of the appropriate select committee in the new Council
  - There are progress reports to Cabinet on a biannual basis until a high assurance level is achieved
- 3.11 The Wales Audit Office have indicated that there may be opportunity to incorporate a wider review on the effectiveness of safeguarding in Monmouthshire County Council into their 2017/18 programme.

#### **4. REASONS**

- 4.1 To ensure that the Council receives the Wales Audit Office report into Safeguarding in the Kerbcraft Scheme within statutory timescales and establishes a set of actions to address the statutory recommendations made.

#### **5. RESOURCE IMPLICATIONS**

- 5.1 Actions within the report are to be delivered within existing resources. Any further proposals developed in response to this report and which have resource requirements, will require a separate decision.

#### **6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:**

- 6.1 None - This report does not propose a change of policy or service delivery. Individual actions which require an explicit decision from Cabinet will require a separate Future Generations Evaluation to be completed.

#### **7. SAFEGUARDING AND CORPORATE PARENTING IMPLICATIONS**

- 7.1 The Wales Audit Office Report on Safeguarding within the Kerbcraft Scheme in Monmouthshire County Council details inadequacies in safeguarding arrangements within the service. The actions to address the statutory recommendations need to be actioned in a timely manner to ensure that those safeguarding concerns have been adequately addressed and that implications for wider safeguarding are understood and acted upon.



**8. CONSULTEES**

Head of Children's Services and Safeguarding  
Safeguarding Lead in Education  
Traffic & Road Safety Manager  
Head of Policy and Performance  
Chief Internal Auditor  
Scrutiny Officer  
Senior Leadership Team  
Cabinet

**9. BACKGROUND PAPERS:**

Wales Audit Office Report into Corporate Safeguarding in Monmouthshire County Council (2014)

**10. REPORT AUTHOR**

Claire Marchant, Chief Officer, Social Care & Health

**11. CONTACT DETAILS**

[clairemarchant@monmouthshire.gov.uk](mailto:clairemarchant@monmouthshire.gov.uk)

01633 644487

See separate attachment or visit [www.wao.gov.uk](http://www.wao.gov.uk)

Subject area and evidence source

Wales Audit Office - Safeguarding arrangements – Kerbcraft scheme – Monmouthshire County Council

WAO Statutory Recommendation made under section 25 of the Public Audit (Wales) Act 2004

**The Council should keep complete records in relation to volunteers, including evidence of DBS checks, occupational health questionnaires, safeguarding training, and reference details.**

Page 13  
Key issues from WAO report

- Major weakness in volunteer record keeping in the Kerbcraft scheme prior to June 2015
- No central Council database for volunteers to ensure they have had the right pre-employment checks, therefore children are at risk
- Despite improvements made, there remain major weaknesses in the Council’s monitoring and record keeping

Current position

- Internal Audit have undertaken a thorough review of the Council’s arrangements for supporting volunteers, including safeguarding and volunteering. The draft report was issued on 3<sup>rd</sup> March 2017.
- The Volunteer Toolkit is in place to provide support, consistency and best practice both for volunteers and the staff that support them.
- The Volunteer Network supports the sharing of good practice and ensures a coherent message regarding safeguarding
- An extensive programme of training to volunteer co-ordinators and volunteer leads
- Within Kerbcraft, the SAFE evaluation has identified that training records are held in the form of paper documents by the Road Safety Officer and the Safeguarding Unit has a copy of who has been trained in regard of Service Staff and dates. However no formal spreadsheet or database is kept of what training has been undertaken and when it is due for renewal.

Actions	Desired Result	Action	Measure or milestone	Accountable Officer	Timescales
	Central database in place for volunteers to ensure there is safe and consistent recording of all pre-employment checks and training	<ul style="list-style-type: none"> <li>Central Data Base Developed</li> <li>Information with every Council volunteer recorded in one place</li> </ul>	<ul style="list-style-type: none"> <li>Database operational</li> <li>Database fully populated</li> </ul>	<p>Chief Officer for Resources</p> <p>Chief Officer for Resources</p>	<p>June 2017</p> <p>June 2017</p>
Page 14	High level assurance that effective safeguarding arrangements are in place for volunteers	<ul style="list-style-type: none"> <li>Issue of internal audit report into volunteering</li> <li>Development of action plan to address any issues within internal audit report</li> <li>Follow up audit to review any issues identified</li> </ul>	<ul style="list-style-type: none"> <li>Consideration of internal audit report at WASCG</li> <li>Action Plan in place</li> <li>Follow up audit undertaken</li> </ul>	<p>Chief Officer for Resources</p> <p>Chief Officer for Resources</p> <p>Chief Officer for Resources</p>	<p>April 2017</p> <p>May 2017</p> <p>January 2018</p>
	Clear roles and responsibilities for volunteer co-ordinators in Monmouthshire County Council.	<ul style="list-style-type: none"> <li>Roles including volunteer co-ordination are clearly represented in job descriptions</li> <li>All volunteer co-ordinators have the required training</li> </ul>	<ul style="list-style-type: none"> <li>Take forward actions from the Internal Audit report</li> <li>Ensure complete training</li> </ul>	<p>Chief Officer for Resources</p> <p>Chief Officer for Resources</p>	<p>March 2017</p> <p>March 2017</p>

			records for all volunteer co-ordinators		
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WAO Statutory Recommendation made under section 25 of the Public Audit (Wales) Act 2004	<b>The Council should develop specific internal guidance and procedures for the operation of its Kerbcraft scheme so that staff are clear about how the scheme should operate.</b>				
Key issues from WAO report Page 15	<ul style="list-style-type: none"> <li>No appropriate controls were in place for the operation of the scheme from September 2012 to June 2015</li> <li>As at June 2016, no specific guidance was in place for staff operating Kerbcraft to which they could be held accountable</li> <li>No adequate assurance arrangements in place</li> <li>The Council's Internal Audit has not reviewed Kerbcraft since its suspension in July 2015</li> <li>No formal operating framework in place for the scheme</li> </ul>				
Current position	<ul style="list-style-type: none"> <li>Kerbcraft has operated without volunteering input since August 2016</li> <li>New management arrangements are in place and a review of the operating model is underway</li> <li>A SAFE audit completed and an action plan in place to address safeguarding gaps.</li> </ul>				
Actions	Desired Result	Action	Measures or milestones	Accountable Officer	Timescales
	A sustainable operating model is in place	<ul style="list-style-type: none"> <li>Appraise the options for the future operating model for Kerbcraft</li> <li>Recommend future operating model to Cabinet</li> </ul>	<ul style="list-style-type: none"> <li>Option appraisal undertaken</li> <li>Operating model approved by Cabinet</li> </ul>	<p>Chief Officer for Operations</p> <p>Chief Officer for Operations</p>	<p>April 2017</p> <p>June 2017</p>

	Clarity of roles and responsibilities of those working within Kerbcraft	<ul style="list-style-type: none"> <li>Operating model will set out clear role profiles, competencies</li> </ul>	<ul style="list-style-type: none"> <li>Framework embedded in the policy development process of the council</li> </ul>	Chief Officer for Operations	June 2016
	Clear safeguarding procedures are in place to give assurance on Kerbcraft operations	<ul style="list-style-type: none"> <li>Assurance by Internal Audit on the effectiveness of Kerbcraft</li> </ul>	<ul style="list-style-type: none"> <li>Audit field work completed</li> </ul>	Chief Internal Auditor Chief Officer for Operations	April 2017
		<ul style="list-style-type: none"> <li>Implementation of all actions identified in the SAFE action plan</li> </ul>	<ul style="list-style-type: none"> <li>All actions identified completed</li> </ul>	Chief Officer for Operations	June 2017
		<ul style="list-style-type: none"> <li>Implement an action plan to address any issues identified in the audit</li> </ul>	<ul style="list-style-type: none"> <li>Action plan in place and considered at appropriate officer and Member committees</li> </ul>	Chief Internal Auditor	September 2017
		<ul style="list-style-type: none"> <li>Undertake a follow up audit if indicated</li> </ul>	<ul style="list-style-type: none"> <li>Audit fieldwork undertaken</li> </ul>	Chief Internal Auditor	April 2018

WAO Statutory Recommendation made under section 25 of the Public Audit (Wales) Act 2004	<b>The Council should establish effective performance management and scrutiny arrangements for the Kerbcraft scheme and clarify the roles of the Safeguarding and Quality Assurance Unit and Internal Audit in those arrangements.</b>
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Key Issues from WAO Report	<ul style="list-style-type: none"> <li>• There were no reports to Members regarding the transfer of responsibility for Kerbcraft to Monmouthshire County Council</li> <li>• The Council does not receive reports on how the scheme is operating and whether it is achieving its objectives</li> <li>• Lack of effective oversight of the scheme</li> <li>• Internal Audit has not been asked to review the service</li> <li>• Concerns regarding the scheme's operations were not raised with the Council's Cabinet</li> </ul>				
Current Position	<ul style="list-style-type: none"> <li>• There has been no reporting on Kerbcraft performance to any select committee since the scheme transferred to the Council</li> <li>• As the scheme is funded by a Welsh Government specific grant, there are quarterly returns to Welsh Government on performance, e.g. number of children who participate and achieve outcomes</li> <li>• The Safeguarding and Quality Assurance Unit has a role with Kerbcraft and other service areas which supports self evaluation and improvement. It has supported the service responsible for Kerbcraft to complete a SAFE audit, develop an action plan and is providing some support to complete the identified actions. The Unit is not resourced to provide this high level of support to all parts of the Council, or to Kerbcraft on an ongoing basis. The long term relationship will be one of high level support and assurance, reporting any issues to the Whole Authority Safeguarding Co-ordinating Group.</li> <li>• Internal Audit has planned but not yet undertaken an audit of Kerbcraft.</li> </ul>				
Page 17  Actions	Desired Result	Action	Measure or Milestones	Responsible Officer	Timescale
	Effective governance arrangements for the political reporting of Kerbcraft performance	<ul style="list-style-type: none"> <li>• Determine a Select Committee to hold officers and Cabinet Member to account for delivery of the actions to implement these recommendations and for the ongoing performance of Kerbcraft</li> <li>• Report on delivery of WAO recommendations to Audit Committee and Cabinet on a biannual basis until there is high level assurance that performance has improved and risks have been reduced</li> </ul>	<ul style="list-style-type: none"> <li>• Select Committee confirmed and first report received</li> <li>• Report on progress with this action plan to audit committee</li> </ul>	<p>Chief Officer for Operations</p> <p>Chief Officer for Operations</p>	<p>June 2017</p> <p>July 2017</p>

	Clear relationship articulated between Internal Audit and Safeguarding and Quality Assurance Unit	<ul style="list-style-type: none"> <li>• Memorandum of Understanding between Internal Audit and Safeguarding and Quality Assurance Unit which sets out the respective roles in assuring the effectiveness of safeguarding.</li> </ul>	<ul style="list-style-type: none"> <li>• Memorandum of Understanding in place and agreed by Senior Leadership Team</li> </ul>	Chief Internal Auditor/ Chief Officer for Social Care and Health	April 2017
	Performance Measures for Kerbcraft which demonstrate how effectively the service purposes are met	<ul style="list-style-type: none"> <li>• Performance measures developed</li> <li>• Scrutiny by the appropriate select committee</li> </ul>	<ul style="list-style-type: none"> <li>• Measures in place</li> <li>• Select committee scrutiny of performance</li> </ul>	Chief Officer for Operations  Chief Officer for Operations	April 2017  June 2017 and thereafter on at least an annual basis





WALES AUDIT OFFICE  
SWYDDFA ARCHWILIO CYMRU

Archwilydd Cyffredinol Cymru  
Auditor General for Wales

# Safeguarding arrangements – Kerbcraft scheme – **Monmouthshire County Council**

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# Contents

This report contains three recommendations which must be considered in accordance with Section 25 of the Public Audit (Wales) Act 2004.

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# Summary report

## Children are being put at risk because of continuing weaknesses in safeguarding arrangements for the Kerbcraft scheme that the Council has not adequately addressed

1 In August 2014, we reported on the wider safeguarding arrangements of Monmouthshire County Council (the Council), as part of our **Local Authority Arrangements to Support the Safeguarding of Children** review. Whilst this review did not specifically consider the Kerbcraft scheme, we did identify a number of weaknesses in corporate safeguarding arrangements and made a number of proposals for improvement to the Council.

### Exhibit 1: proposals for improvement

Proposals for improvement	
<b>P1</b>	Review the Safeguarding and Child Protection Policy to ensure it adequately covers all Council services.
<b>P2</b>	Ensure development of the Safeguarding and Quality Assurance Unit enables it to deliver its planned objectives.
<b>P3</b>	Improve the range, quality and coverage of safeguarding performance <b>reporting</b> to provide adequate assurance that systems are working effectively.

- 2 All 22 Welsh councils run Kerbcraft<sup>1</sup> schemes, which have been funded by the Welsh Government since the scheme was introduced in 2002. The Kerbcraft scheme teaches children aged five to seven years old how to be safer pedestrians. The children are taken out of school by trained volunteers, in groups of no more than three, to learn skills for crossing roads safely. A guidance manual for the scheme was developed by Strathclyde University and has been adopted by the Welsh Government for the operation of Kerbcraft schemes in Wales. The Council receives approximately £50,000 a year from the Welsh Government to run the scheme, and utilises around 70 trained volunteers in over 20 primary schools.
- 3 A joint venture company, Capita Gwent Consultancy Limited<sup>2</sup>, managed the Council's Kerbcraft scheme for the 10 years from inception until 2012. The Council

<sup>1</sup> [Kerbcraft page on Road Safety Wales' website](#)

<sup>2</sup> Capita Gwent Consultancy Limited (CGCL) is a joint venture company formed in 2002. It combined activities of Torfaen Council, Blaenau Gwent Council, Caerphilly Council and Monmouthshire County Council. The principal activity of the company was transport consultancy. The parent company is Capita Symonds Group Limited with a holding of 51%. The ultimate parent company of Capita Symonds Group Limited is the Capita



## Recommendations made under Section 25 of the Public Audit (Wales) Act 2004

Exhibit 2: the following recommendations are made under Section 25 of the Public Audit (Wales) Act 2004 ('the Act')

Recommendations	
R1	The Council should keep complete records in relation to volunteers, including evidence of DBS checks, occupational health questionnaires, safeguarding training, and reference details.
R2	The Council should develop specific internal guidance and procedures for the operation of its Kerbcraft scheme so that staff are clear about how the scheme should operate.
R3	The Council should establish effective performance management and scrutiny arrangements for the Kerbcraft scheme, and clarify the roles of the Safeguarding and Quality Assurance Unit and Internal Audit in those arrangements.

- 7 Under Section 25 of the Act, the Council 'must consider the report or recommendation at a meeting held by it before the end of the period of one month starting with the day on which the auditor sends the report or recommendation to it'.
- 8 At the meeting the Council must decide whether the recommendations are to be accepted and what action (if any) to take in response to the recommendations.
- 9 Section 26 of the Act sets out the publicity requirements for such meetings.



- 15 The Council's Head of Operations initiated a review of the scheme in the period June to October 2015. The Council has acknowledged that a lack of key controls, record keeping, guidance and proper procedures limited accountability for the operation of the scheme, and as a result its arrangements for the safeguarding of children were inadequate. The Council held no central record of information relating to volunteers and it appeared solely reliant on verbal assurances from the Kerbcraft Co-ordinator that safe recruitment arrangements had been followed by staff operating the scheme.
- 16 The Council told us that it put strengthened arrangements in place before restarting the scheme in October 2015, including:
- a spreadsheet to record information relating to all volunteers;
  - a new procedural checklist to be completed for individual schools involved in the Council's Kerbcraft scheme; and
  - a volunteer toolkit that sets out a corporate framework for the way in which the Council recruits and manages volunteers.
- 17 Officers told us that the Council could demonstrate that no volunteers have been used to provide Kerbcraft training to children unless the following are in place:
- DBS check numbers;
  - occupational health questionnaire that has been reviewed by the Council's Occupational Health Advisor;
  - safeguarding training confirmation; and
  - provision of referee details.
- 18 The Council was unable to provide any records, however, relating to the specific actions that it said had been undertaken. There are no formal meeting notes or records of these decisions being taken. Furthermore, the scheme restarted during September 2015, earlier than the Council had claimed, and prior to any corporate clearance to do so by either the Chief Officer for Children and Young People, or the Head of Operations.
- 19 Since requesting additional evidence from the Council, we now know that the assertion made by the Council that training did not restart until October 2015 was incorrect. The Kerbcraft Co-ordinator wrote to nine schools on 10 and 11 September 2015 and told them that the Kerbcraft scheme was clear to restart after its suspension. Logs show that training took place at two schools during September 2015 (Pembroke Road School and Llantilio Pertholey School), prior to any approval to do so. We set out the chronology of events in [Appendix 1](#).



- 20 Despite the improvements made to the information held by the Council about volunteers used on the Kerbcraft scheme, there remain weaknesses in the Council's monitoring and record keeping. Specifically:

**Exhibit 3: weaknesses in monitoring and record keeping for Kerbcraft**

<b>Weaknesses in monitoring and record keeping for Kerbcraft</b>	
Council records do not clearly set out the status of volunteers	The Council records information for volunteers currently working as part of its Kerbcraft scheme as well as potential future volunteers in a single spreadsheet ('Kerbcraft at a glance') making it difficult to assess who is an active volunteer at any given time, and whether those active volunteers have been DBS checked. We were unable to determine from the records whether volunteers had provided all of the required information in accordance with the Council's requirements to enable them to work safely with children.
Arrangements for monitoring and recording DBS checks are inadequate	Whilst the individual certificate number for each DBS disclosure check is recorded, Council staff do not request, or have sight of, the actual certificate. The number given to them by the applicant/volunteer is merely recorded.  Some DBS numbers recorded pre-date the Council taking responsibility for the scheme.
The Council does not follow up all volunteer references	If a volunteer has been known to the Council's Kerbcraft team in the past, references are recorded but not verified. For new volunteers, references are followed up, although these are often the relevant school head or teachers. Staff operating the Council's Kerbcraft scheme decided not to take up all references. There is no clear Council policy on this issue.

- 21 The Council has limited procedural documents to provide clear guidance to officers operating the scheme to ensure it is safeguarding children. In particular, the Council has limited guidance in relation to the taking up of references, the control of information, and the approval of individual volunteers to work as part of its Kerbcraft scheme. Whilst the Council's volunteering toolkit went live in October 2015, and was reviewed and updated in January 2016, it is a Council-wide initiative

relating to general advice, guidance and support on volunteering rather than specific guidance for individual schemes.

- 22 As at June 2016, the Council had still not developed any specific guidance for staff operating its Kerbcraft scheme. There are no Council arrangements or procedures in place to provide assurance that the scheme is adhering to the requirements as set out in the 2008 Kerbcraft manual, or the requirements relating to safeguarding as set out in the Protection of Freedoms Act 2012. The Council, through for example internal audit, has not reviewed the operation of its Kerbcraft arrangements since the Council introduced its revised controls in September 2015.
- 23 The Council does not regularly receive reports on how the scheme is operating or whether it is delivering its objectives. The Council has not clearly defined roles and responsibilities for its Kerbcraft officers and it does not have a formal framework setting out how its Kerbcraft scheme should operate. This lack of clarity limits the Council's ability to hold its Kerbcraft officers to account, to adequately manage the performance of the scheme, and to assure itself that children are safeguarded.
- 24 The Council does not have any specific guidance in relation to ensuring that the scheme and its operation meet the requirements of the Equality Act 2010 and it has not undertaken an equality impact assessment.

## **The Council has failed to act in a timely and responsible manner to improve safeguarding arrangements for the Kerbcraft scheme and has provided inconsistent, partial and misleading information to auditors**

- 25 The Council has been aware of concerns being expressed about the Kerbcraft scheme since 2015. Initially, it assessed that these concerns were so significant to warrant the scheme's suspension. Despite being sufficiently concerned to suspend the scheme, at no time since then has the Council undertaken a formal review of safeguarding arrangements. Neither has there been any formal reporting, whether to senior officers or Members, of the factors that led to the scheme's suspension, and what mitigating actions it has taken to address concerns. There appears to be a lack of effective oversight and scrutiny of the scheme.
- 26 We are extremely concerned about the inconsistent, partial and misleading information provided to us during the course of the work we have undertaken in regard to Kerbcraft. The Council has failed to provide a thorough and coherent evidence-based response to our enquiries, and we have received inconsistent information about the chronology of events from officers. The Council has repeatedly asserted that training did not start until the service had been fully reviewed, in October 2015. Records show that this assertion is incorrect. [Appendix](#)

- 2 provides the chronology of the Council's responses to us on matters relating to our review of the Kerbcraft scheme.
- 27 Staff operating the Kerbcraft scheme appear to have provided only partial information both internally to other officers within the Council, and externally to auditors. Internal assurances were given that full record keeping of volunteers was in place. Having reviewed additional evidence provided by the Council we now know this to be incorrect. We have been told that the Council's safeguarding and volunteering officer has endorsed the current record keeping arrangements for its Kerbcraft scheme after dialogue with relevant officers and a review of the new arrangements. However, at the time of our review in May 2016, fundamental weaknesses were evident in the Council's recordkeeping of the volunteers involved. For example, the Council's spreadsheet used to record details of Kerbcraft volunteers did not contain complete information for all of the volunteers. The Council provided us with different versions of the spreadsheet that contained gaps in the information recorded.
- 28 At no point in this chronology has the Council instructed its internal audit function to examine the operation of the Kerbcraft scheme, nor has it been examined by an overview and scrutiny committee. The Council has not adequately acknowledged the possibility that failings in the scheme could exist. Instead it has allowed its Officers to defend the operation of the scheme and to provide incorrect and inconsistent information.
- 29 We are concerned that the serious issues raised by the member of staff and covered by our review of the Kerbcraft scheme have not been shared with the Council's Cabinet in keeping with good governance. From our review of the Kerbcraft scheme it is clear to us that the Council has not had sufficient regard to the recommendations in our August 2014 report on Safeguarding of Children.

## Next steps

- 30 The Chief Executive and the Chief Officer – Social Care, Health & Housing have accepted the findings set out in this report.
- 31 We understand that following receipt of an earlier draft version of this report, in August 2016, the Council immediately suspended the use of volunteers within its Kerbcraft scheme. In addition a review of volunteering, including safeguarding in volunteering, has been undertaken by the Council's internal audit function, and is due to report early in 2017.
- 32 An assessment of safeguarding progress is reported to Cabinet and Council on a biannual basis. The next report will be presented in March 2017, with a revised policy planned for the first meeting of the new Council following local government elections in May 2017.
- 33 This report contains recommendations made under Section 25 of the Public Audit (Wales) Act 2004. This requires the Council to consider the recommendations at a meeting within one month of the report being issued.

# Appendix 1

## Chronology of events in relation to Kerbcraft

Exhibit 4: Chronology of events in relation to Kerbcraft

Chronology of events in relation to Kerbcraft		
5 June 2015	The Kerbcraft scheme is suspended by the Council.	No reports are made internally setting out the concerns or externally alerting schools to risks. The specific reasons for suspending the scheme remain unclear to us.
10 and 11 September 2015	The Kerbcraft Co-ordinator writes to nine schools informing them that the Kerbcraft scheme is restarting.	These letters name the volunteers who will be used at each school. The spreadsheet used to record information at this time ('Kerbcraft at a glance') is incomplete and does not record all volunteer information. The service has no corporate approval to restart the scheme. No mitigating actions have been put in place to strengthen the safe operation of the scheme. No formal risk assessment or evaluation of the scheme's features has been undertaken, or requested.
22 September 2015	Training is carried out at Pembroke Road School.	Twenty-eight pupils commence Kerbcraft training on this day, and in the following week. Other schools also commence training on a phased basis, using volunteers. This has repeatedly been denied by the Council and incorrect information has been given to us on a number of occasions about the restart date of the scheme. The spreadsheet in place at this time remains incomplete.
24 September 2015	Training is carried out at Llantilio Pertholey School using volunteers.	This was denied by the Council in response to a record of our findings.
8 October 2015	The service seeks approval, for the administrative arrangements put in place, from the Council's Chief Officer for Children and Young People (COCYP).	This approval process occurs after the scheme has re-started.

<b>Chronology of events in relation to Kerbcraft</b>		
12 October 2015	Following an exchange of e-mails, conditional approval to restart the scheme is given for just seven named schools, including Pembroke Road and Llantilio Pertholey.	The COCYP approves the scheme to restart at only seven schools although by this time records show that training has already started at nine schools in Monmouthshire.
6 November 2015	Training is provided to children at Osbaston School.	Thirty pupils begin Kerbcraft training. More training is provided in subsequent weeks. There is no corporate approval in place for this to occur.
16 November 2015	The service seeks senior approval to restart the Kerbcraft scheme in six more schools.	This is given on the basis of the service asserting that it has put adequate controls in place, rather than corporately checking that these exist. The senior officer says in an e-mail that the service should assure itself that procedures are correct. The version of the spreadsheet in place at this time is incomplete.

# Appendix 2

## Chronology of the Council's responses to the Wales Audit Office

Exhibit 5: Chronology of Council's responses to the Wales Audit Office

Chronology of Council's responses to the Wales Audit Office	
27 August 2015	E-mail sent to the Wales Audit Office raising concerns about child safeguarding at the Council. E-mail also sent to the Welsh Government.
9 November 2015	Grievance meeting held between officers of the Council relating to Kerbcraft.
10 November 2015	Wales Audit Office staff make the Council's Section 151 Officer aware of correspondence relating to child safeguarding matters and Kerbcraft.
8 December 2015	At a regular meeting with the Council's Chief Executive, Wales Audit Office staff raise the issue of safeguarding and Kerbcraft.
1 March 2016	Request made by the Wales Audit Office for information regarding the Kerbcraft scheme and policy, procedure and operational documentation.
4 April 2016	A file of responses is provided to the Wales Audit Office. This acknowledges that prior to June 2015 no specific Kerbcraft policies or procedures were in place. This response does not acknowledge or mention the suspension of the scheme. It becomes clear that the information provided is partial and incomplete.
21 April 2016	Meeting with the Council's Head of Operations held at Council offices. Wales Audit Office staff told that new arrangements were put in place during September 2015, and that corporate approval had been given prior to the scheme being restarted.
11 May 2016	Meeting with the Council's Highways manager and Kerbcraft Co-ordinator. Assurance given to Wales Audit Office staff that corporate approval had been given prior to the Kerbcraft scheme restarting in October 2016 on a phased basis, and that all information requested had been populated in the spreadsheet as required.
16 June 2016	Additional information provided to the Wales Audit Office by the Head of Operations.
24 August 2016	Draft findings issued to the Council.

<b>Chronology of Council's responses to the Wales Audit Office</b>	
12 September 2016	Response matrix provided by the Council. This asserts that the scheme restarted in October 2015 not September 2015. In addition, the Council asserts that the 'scheme was incrementally reintroduced to just seven schools in October 2015'. This information is not correct, as training was undertaken during September 2015 at Pembroke Road School and Llantilio Pertholey School. The Council also asserts that the scheme was only restarted in October 2016 once all requirements about information relating to volunteers had been completed. In addition, the response provides information about the use of volunteers, which is inconsistent with training logs we have seen.
29 September 2016	The Wales Audit Office requests further information about the exact dates and formal corporate approval to restart the scheme to clarify the conflicting and vague information that had been provided.
21 October 2016	Further information is provided by the Council – specifically about the chronology of the Kerbcraft scheme being restarted. The dates provided in the Council's response are inconsistent with other evidence and previous assertions about the decision making process. It is clear that the information provided to the auditors is incorrect, incomplete and potentially misleading.

Wales Audit Office  
24 Cathedral Road  
Cardiff CF11 9LJ

Tel: 029 2032 0500

Fax: 029 2032 0600

Textphone.: 029 2032 0660

E-mail: [info@audit.wales](mailto:info@audit.wales)

Website: [www.audit.wales](http://www.audit.wales)

Swyddfa Archwilio Cymru  
24 Heol y Gadeirlan  
Caerdydd CF11 9LJ

Ffôn: 029 2032 0500

Ffacs: 029 2032 0600

Ffôn testun: 029 2032 0660

E-bost: [post@archwilio.cymru](mailto:post@archwilio.cymru)

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

We welcome correspondence and telephone calls in Welsh and English.  
Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg.



<b>SUBJECT:</b>	<b>Safeguarding Progress Report</b>
<b>MEETING:</b>	<b>Council</b>
<b>DATE:</b>	<b>20<sup>th</sup> March 2017</b>
<b>DIVISIONS/WARDS AFFECTED:</b>	<b>All</b>

## **1 PURPOSE**

- 1.1 To provide Cabinet members with a review of safeguarding progress

## **2 RECOMMENDATIONS**

That members:

- 2.1 Note the progress and challenge the self-assessment of the Whole Authority Safeguarding Co-ordinating Group (WASCG);
- 2.2 Support the intention to focus the safeguarding programme approved by the Council in July 2016 against five key priority areas.

## **3. KEY ISSUES**

- 3.1 A Safeguarding Strategy and Activity Programme were endorsed by the Cabinet and approved by the Council in July 2016. This include a Strategy to steer the Safeguarding policy, changes to the WASCG terms reference and membership to ensure senior accountability and for whole authority safeguarding, and a programme of safeguarding activity supported by a measures scorecard.
- 3.2 These have provided direction to drive safeguarding standards and activity. WASCG has reviewed the original 19 sections of the activity programme into five clear priorities to better articulate and focus the programme. This report recommends that Cabinet members endorse this renewed programme to support clarity of safeguarding priorities and to facilitate future measurement and reporting. The five priorities are:
1. Good governance
  2. A safe workforce
  3. A preventative approach
  4. Robust protection
  5. Safe services – delivered through commissioning arrangements, grants, partnerships and volunteering

3.4 These priorities are used to report on the progress against the programme agreed by Council. The progress report is set out in detail in Appendix 1.

3.5 A revised safeguarding policy will be presented to the Council in early 2017/18 and subsequent reports on whole authority safeguarding will be brought at mid and end of financial / reporting year in line with other Council reports.

### 3.6 **A Summary of Progress and Priorities:**

- Governance through WASCg has been strengthened through Chief Officer membership and explicit links to DMTs. Safeguarding adults at risk has been integrated into WASCg and the safeguarding programme. The SAFE self-assessment against standards for safeguarding children is well established and has been revised so standards include safeguarding adults at risk. The next round of SAFEs will support self-evaluation against all aspects of safeguarding.
- There are real strengths in safeguarding culture, knowledge and practice; however, there is still work to do to ensure this is embedded as well as it should be in all parts of the Council. This is evident through external and internal audit reports and the SAFE assurance processes. The areas for further development are highlighted in the progress report; particularly there is a need to baseline understanding of safeguarding adults at risk as well as children and ensure SAFEs are in place across the board.
- Really good information systems across all safeguarding priorities need further developments; for example, whilst safe recruitment is accurately recorded and monitored, there is further work to do to ensure all parts of the Council accurately record training requirements and achievement for the whole workforce.
- There is a strong preventative approach in place across the Council and partner agencies. There is evidence that adult and child protection systems are working effectively; particularly a CSSIW review of the front door of Children's Services found positive progress since the previous inspection in 2014. Whilst there is much to do, there is a well-developed improvement programme.

## 4. **REASONS**

To ensure progress on the safeguarding so that improvement on whole authority safeguarding is measured and secured.

## 5. **RESOURCE IMPLICATIONS**

Responsibility for safeguarding is absorbed within day to day business activities therefore no additional resource implications are identified as part of this report.

## 6. **WELLBEING OF FUTURE GENERATIONS IMPLICATIONS (INCORPORATING EQUALITIES, SUSTAINABILITY, SAFEGUARDING AND CORPORATE PARENTING**

The review of progress is to assure the Council around the level of safeguarding standards of practice which is essential to the well-being of future generations.

**7. CONSULTEES:**

The Whole Authority Safeguarding Coordinating Group.

**8. BACKGROUND PAPERS:**

Monmouthshire County Council Safeguarding Strategy  
Whole Authority Safeguarding Coordinating Group (WASCG) terms of reference  
WASCG programme of actions

**9. AUTHORS:** Claire Marchant, Chief Officer Social Care and Health  
Jane Rodgers, Head of Children's Services and Safeguarding

**10. CONTACT DETAILS:**

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Appendix 1:

Six Months Performance Review of Whole Authority Safeguarding – mapping the 19 original sections against 5 new priorities

Scores were set following an initial base-lining discussion at WASG

Priority	Contributing Areas of Activity and Questions for Self-Assessment	Evidence (unless otherwise stated data relates to the current year April 2016 – March 2017)	Analysis	Our Score 1-6
<p><b>Good Governance</b></p> <p>In Monmouthshire we will ensure that safeguarding for children and for vulnerable adults is understood as 'everyone's responsibility' across all directorates and at a political level. This will be culturally embedded within the authority at a 'hearts and minds' level.</p> <p>Safeguarding will be supported by policies and operating procedures which are embedded within all settings and services.</p>	<ol style="list-style-type: none"> <li>1. Is there a strategic steer on whole authority safeguarding with a whole authority strategy and revised safeguarding policy for adults, children and young people in place?</li> <li>2. Are systematic processes in place to monitor and report on safeguarding to senior managers and members?</li> <li>3. Is there senior manager representation on the WASG to ensure clear accountability lines for safeguarding?</li> <li>4. Are all directorates monitoring and reporting on safeguarding using the SAFE process?</li> </ol>	<p>SAFE returns for council services for the implementation period 2015 – 2017 (as at 09/02/17):</p> <p>100% returns for primary schools (31/31); secondary schools (6/6); Maintained Early Years (29/29); Leisure Centres (4/4); Flying Start 1/1</p> <p>Returns less than 100% - youth services; operations; Social Care and Health.</p> <p>SAFE outcomes have been used to influence and improve safeguarding within individual services and at wider level (e.g. improved access to e-safety training and information).</p>	<p>Terms of reference for WASG are agreed at political level.</p> <p>WASG has continued to meet on a bi-monthly basis chaired by the statutory director.</p> <p>Membership is at a senior level from within each directorate.</p> <p>Monmouthshire is fully represented within the regional boards and sub-group structure.</p> <p>Directorates are at different developmental levels in fully integrating safeguarding into operational activity (e.g. Kerbcraft)</p> <p>There needs to be increased ownership of the SAFE</p>	3

	<p>5. Is safeguarding reported in all reports to cabinet and council?</p> <p>6. Is safeguarding reported in chief officer annual reports?</p> <p>7. Is Monmouthshire effectively contributing to regional partnerships to promote robust safeguarding practices and drive forward regional work streams, particularly the South East Wales Safeguarding Children Board and the Gwent Wide Adult Safeguarding Board? (see note below)</p>		<p>process at directorate level and a robust governance / accountability framework and implementation plan for 2017 – 2019 which is driven by WASG.</p> <p>The SAFE needs to be developed to incorporate vulnerable adults.</p> <p>The current S/G policy requires review to reflect changes in legislation and the integration of children’s and adult’s safeguarding.</p> <p>Integrated Safeguarding performance framework needs to be fully developed.</p>	
<p><b>Safe Workforce</b></p> <p>We will ensure that safe recruitment and safe HR practices are operating effectively and embedded across the authority.</p> <p>We will ensure that staff and volunteers working with children and vulnerable adults are suitable, focused on service user outcomes</p>	<p>8. Are safe recruitment practices in place across all settings and services for both paid and unpaid posts, elected members, governors and volunteers?</p> <p>9. Are we providing a good safeguarding training programme and monitoring take-up across all settings and services?</p>	<p>DBS exception reports has demonstrated increased compliance with safe recruitment practices within regulated activity posts.</p> <p>Safeguarding is integrated within corporate induction.</p> <p>356 individuals trained by the safeguarding unit at Level 1 and 81 at level 2 (over last 2 years)</p> <p>23 young people (aged 13 – 17) trained in ‘Keeping Safe Volunteering’</p>	<p>The council has made good progress in raising awareness about the importance of safe recruitment practices.</p> <p>There is evidence that there is a lot of safeguarding training activity across the council.</p> <p>By using a cascade model the council has implemented</p>	3

<p>and clear about their responsibilities to report concerns and keep children and vulnerable adults safe including a good understanding of the importance of information sharing and inter-agency working.</p>	<p>10. Do we ensure that safe recruitment and safe HR practices including training are in place within commissioned services?</p> <p>11. Are we maintaining a robust multi-agency system that identifies and addresses professional allegations or concerns about individuals who may pose a risk?</p>	<p>34 trainers within the council are trained to deliver level 1 safeguarding within their service areas, including 6 trainers specifically for volunteers</p> <p>23 managers and 26 Volunteer Coordinators have undertaken safe recruitment training figures</p> <p>Volunteering Toolkit sets out clear guidance on volunteer safe recruitment for managers.</p> <p># of individuals referred for professional concerns @ 3<sup>rd</sup> quarter from POVA and PSM          –# concerns substantiated @ 3<sup>rd</sup> quarter</p> <p># of child care concerns referred to CS from a range of sources</p> <p># of adult s/g concerns referred to AS from a range of sources</p>	<p>a sustainable training model for level 1, and a training network to further support this is being developed.</p> <p>The ‘training for trainers’ model needs to be extended.</p> <p>There has been a reduction in the training delivered by the SEWSCB, which has increased pressure to provide training on the council.</p> <p>The training strategy for childrens and adults safeguarding needs to be strengthened in the revised policy, so that expectations regarding training are clearly stated, and adequate types and numbers of courses are available.</p> <p>There needs to be a clear monitoring system in place across directorates to ensure that those who require safeguarding training receive it at the required level and frequency.</p> <p>The council needs to be</p>	
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			better assured that the training delivered has an impact on practice.	
<p><b>A Preventative Approach</b></p> <p>In Monmouthshire we will be well-informed about the social issues that compromise the safety and welfare of children and vulnerable adults and /or potentially expose them to harm through abuse and neglect. We will be able to demonstrate how we are responding to these issues and reducing risks through strengths based and preventative approaches.</p>	<p>12. 14. Are we providing information and training to young people on keeping safe?</p> <p>13. 15 Are we delivering Preventing Risks training to vulnerable adult groups?</p> <p>14. 15. Are we promoting systems and information sharing in order to keep children and vulnerable adults safe?</p> <p>15. Are we liaising with Police and Housing Associations to protect vulnerable people in their homes?</p> <p>16. Are we providing training to staff to ensure early identification of domestic abuse?</p> <p>17. Are we providing training to staff to reduce the risk of radicalisation?</p> <p>18. Are we routinely analysing</p>	<p>Monmouthshire's safeguarding survey for young people continues to be implemented every 2 years.</p> <p>100% schools will be directly accessing PLANT (by July 2017) enabling timely sharing of information regarding children at risk of harm.</p> <p>Counselling and therapy work is extended to primary schools, and to an 'out of school' option.</p> <p>2 conferences in LBGTQ have raised awareness with professionals about how to best support young people.</p> <p>'Remembering' film about loss and regular family days have supported professionals in supporting young people around bereavement and loss.</p> <p>Creation and roll out of the sexting isn't sexy training for professionals/young people and parents to highlight risks associated with sexting and exposure.</p> <p>Over 800 year 8 pupils accessed 'It's Not Ok' drama event focusing on safe relationships</p> <p>BUddY has been launched providing a self-</p>	<p>Monmouthshire maintains a strong inter-agency focus on innovative and preventative work across the authority for both children and vulnerable adults (e.g. community hubs, place based, TAF, youth services etc)</p> <p>The council has more to do about how to measure the impact of preventative work, and to ensure that resources are mobilised around the most pressing needs.</p> <p>WASG needs to identify cross-cutting themes whereby the involvement of WASG can add value and strength.</p> <p>'Well-being' dimension needs to be incorporated into the SAFE</p>	5



	and responding to risk and vulnerability within communities?	<p>harm website specifically for Monmouthshire young people.</p> <p>WASPIs are in place for Integrated Teams (health and social care).</p> <p>Monmouthshire is a Dementia Friendly Council</p> <p>Monmouthshire was part of the adult services pilot for the roll out of Ask and Act training.</p> <p># individuals received PREVENT training</p> <p>Trading Standards information regarding supporting vulnerable victims about the risks of scams.</p>		
<p><b>Robust Protection</b></p> <p>We will operate best practice in protecting children and vulnerable adults and ensure that:</p> <p>i) All concerns about possible abuse or neglect are recognised and responded to appropriately and</p> <p>ii) Multi-agency plans and interventions reduce risks and</p>	<p>19. Are there effective partnership arrangements in place for responding to risk and need particularly at the 'front-door' of Children's Social Services and the front-door of adult ss</p> <p>20. Are there effective support services in place across in order to reduce risk and promote well-being?</p> <p>21. Is there a quality assurance framework in</p>	<p>Children dashboard is in place with 6 monthly reporting for Looked After Children and Child Protection.</p> <p>CSSIW recent inspection of front-door services reflected that progress had been made in responding to child concerns.</p> <p>INFO from adult services re POVA</p>	<p>There are systems in place within protective services that monitor the council's response to children at risk and vulnerable adults.</p> <p>There are comprehensive service improvement plans in place addressing all aspects of practice / services which need strengthening.</p> <p>There are a range of fora in place at both operational and DMT level that address</p>	3

<p>needs for children and vulnerable adults including those at risk of significant harm.</p>	<p>place within Social Care &amp; Health that demonstrates continual improvement within safeguarding and protection services?</p> <p>22. Are steps in place to deliver on the Social Services and Wellbeing Act implemented April 2016 in safeguarding adults?</p>		<p>service performance in a timely way.</p> <p>Mechanisms are in place to ensure that performance in children's and adult's services is scrutinised and politically reported.</p> <p>A Quality Assurance framework across social care and health is being implemented.</p>	
<p><b>Safe Services – delivered through commissioning arrangements, grants, partnerships and volunteering</b></p> <p>We will use our influence to ensure that services operating in Monmouthshire, both commissioned and those outside the direct control of the council, do so in ways which promote the welfare and safety of children and vulnerable adults.</p>	<p>23. Do we ensure the authority's expectations on workforce checks and safeguarding procedures are secured in negotiating, procuring and reviewing contracts for adults, children and young people provision?</p> <p>24. Do we ensure volunteers, partners and commissioned providers are safeguarding aware and satisfy key compliance?</p> <p>25. Have we incorporated the inspection of non-maintained provisions into the SAFE process</p>	<p>The safeguarding unit continues to provide advice and support to numerous 3<sup>rd</sup> sector agencies including independent schools, youth support services and independent residential units regarding the SAFE process, training and support for designated officers.</p> <p>The requirement to undertake safeguarding training is now a prerequisite of obtaining a private hire / hackney carriage driver's license.</p> <p>There are a range of mechanisms in place to ensure that sports clubs using council premises meet safeguarding standards.</p> <p>Each sports club has to complete booking forms for use of facilities. Information regarding the booking, club, insurances, clubs status with NGB and welfare officer are all collected and stored as part of the contract between the leisure centre and club.</p>	<p>There is a lot of activity in this aspect of safeguarding which now requires further scoping and clarification of priority.</p> <p>Additional clarity is required to address the various different arrangements and relationships that exist between the council and non-council organisations</p> <p>Safe commissioning is in place within the council, but remains an area for further development to ensure robust and consistent practice in all directorates.</p>	2

	<p>26. Deliver safeguarding training to private sector provision at a nil cost as far as possible e.g. on completing SAFE audits, on risk assessment and to promote good practice</p> <p>27. Provide quality assurance feedback to adult service users supported through the safeguarding system</p>	<p>Every leisure centre has designated Safeguarding Officers which include the centre manager and a designated Deputy, they have been trained to at least Level 2, and all operational staff are trained to at least level 1 safeguarding.</p> <p>Internal audit into volunteering has included safe recruitment practices (due February 2017).</p> <p>All council volunteer programmes are risk assessed.</p>		
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### **Gwent Wide Adult Safeguarding Board**

As of the 6th April 2016, the Gwent-wide Adult Safeguarding Board is a Statutory Board as set out in the Social Services and Well-Being (Wales) Act 2014. The Board was formed in 2011 covering the local authority areas of Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen. The board has a statutory responsibility to ensure that multi-agency arrangements are in place and are working effectively to prevent adults from being abused and neglected and to safeguard those who are at risk of abuse. The Board is made up of agencies including local authorities, the NHS, Police, Probation services and others who work collectively in the Gwent region.

### **South East Wales Safeguarding Board**

From April 1st 2013, the five former Local Safeguarding Children Boards in the region merged to create one South East Wales Safeguarding Children Board (SEWSCB). The SEWSCB covers the Local Authority areas of Blaenau Gwent, Monmouthshire, Torfaen, Newport and Caerphilly. The purpose of the regional board is to co-ordinate multi agency safeguarding children work and to ensure the effectiveness of that work in improving outcomes for children and young people. The South East Wales Safeguarding Children Board (SEWSCB) has the statutory

responsibility to provide the strategic lead in the region in relation to the safeguarding of children and promotion of their welfare, as enshrined in the Children Act 2004 and Safeguarding Children: Working Together under the Children Act 2004 (2006). The requirement to establish regional boards is set out in Part 7 of the Social Services and Well-Being (Wales) Act 2014.

The Board's vision is ***'All children and young people living in South East Wales are protected from abuse and neglect, live in safe homes and communities and are supported to achieve their full potential.'***

The SEWSCB is a multi-agency partnership with representation from Local Authorities, Probation, Health, Housing, Youth Offending Services and other agencies working with children and families across the region.



## Appendix 4:

### Future Generations Evaluation

(includes Equalities and Sustainability Impact Assessments)

<p><b>Name of the Officer</b> completing the evaluation</p> <p>Teresa Norris</p> <p><b>Phone no:</b> 07771387935 <b>E-mail:</b> <a href="mailto:teresanorris@monmouthshire.gov.uk">teresanorris@monmouthshire.gov.uk</a></p>	<p><b>Please give a brief description of the aims of the proposal</b></p> <p>A six months review of performance on whole authority safeguarding – July 2016 to January 2017</p>
<p><b>Name of Service</b></p> <p>Policy &amp; Performance Unit</p>	<p><b>Date Future Generations Evaluation form completed</b></p> <p>8<sup>th</sup> February 2017</p>

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***NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc***

1. **Does your proposal deliver any of the well-being goals below?** Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal.


Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A prosperous Wales</b> Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>X</p>	<p>X</p>





Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)	X	X
<b>A healthier Wales</b> People's physical and mental wellbeing is maximized and health impacts are understood	People in Mouthshire will be better safeguarded through a safe workforce, including volunteer and commissioned providers. Applied practices and processes will be safe and so ultimately people should feel and be safe	A review that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in structure, steer, practice and accountability are addressed
<div style="writing-mode: vertical-rl; transform: rotate(180deg); position: absolute; left: -40px; top: 50%; font-weight: bold;">Page 48</div> <b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected	People in Mouthshire will be better safeguarded through a safe workforce, including volunteer and commissioned providers. Applied practices and processes will be safe and so ultimately people should feel and be safe.  This work will drive activity and accountability with the regional boards on safeguarding and also with partners, volunteers and commissioned services to ensure connections are made so that people too are connected.	A review that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in structure, steer, practice and accountability are addressed
<b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental	The approach will support people in being and feeling safe	A review that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
wellbeing		structure, steer, practice and accountability are addressed
<b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	X	X
<b>A more equal Wales</b> People can fulfil their potential no matter what their background or circumstances	The approach does not discriminate but will support everyone across all ages, religions, race and cultures.	A process to ensure are in place to report and deal with allegations that contravene safeguarding practices and give rise to concerns around workforce and / or other providers working with / on behalf of the authority. Robust monitoring and review is an integral part of the approach to ensure and assure there is no complacency.

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**2. How has your proposal embedded and prioritised the sustainable governance principles in its development?**

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Balancing short term need with long term and planning for the future</p>	The proposal has assessed the position to date and considered what needs to be done going forward. From this it has set a programme that delivers short term that fits as part of and will underpin a longer term and more sustainable way.	Continuous reviews that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in structure, steer, practice and accountability are addressed

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Working together with other partners to deliver objectives</p> <p><b>Collaboration</b></p>	<p>The proposal sets out clearly that there are expectations of partners and others to deliver the new safeguarding approach and in line with this, expectations of those accountable within the authority in assuring this is delivered. There are already partnerships embedded around safeguarding and which should be strengthened through the approach.</p>	<p>As part of the new approach, there are clear actions set to build the interaction between MCC services and other providers. This will also be facilitated through the new Social Services and Wellbeing Act Wales 2014.</p>
 <p>Involving those with an interest and seeking their views</p> <p><b>Involvement</b></p>	<p>This is implicit within the entry above and through a key part of how the Public Service Board will act and through delivering on new Social Services and Wellbeing Act Wales 2014.</p>	<p>None that are explicit at this point in time but that will be provided through the arrangements described.</p>
 <p>Putting resources into preventing problems occurring or getting worse</p> <p><b>Prevention</b></p>	<p>The approach will be delivered through existing resources, but the intention of the whole approach is to prevent problems in safeguarding occurring.</p>	<p>N/A</p>
 <p>Considering impact on all wellbeing goals together and on other bodies</p> <p><b>Integration</b></p>	<p>Integration is an implicit part of the approach. Regional and authority level working should be strengthened as should authority and external provider and authority and volunteer working. This in turn should positively impact on individuals and communities. Similarly, it should drive a better use of resources.</p>	



**3. Are your proposals going to affect any people or groups of people with protected characteristics?** Please explain the impact, the evidence you have used and any action you are taking below. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link:<http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or [alanburkitt@monmouthshire.gov.uk](mailto:alanburkitt@monmouthshire.gov.uk)

<b>Protected Characteristics</b>	<b>Describe any positive impacts your proposal has on the protected characteristic</b>	<b>Describe any negative impacts your proposal has on the protected characteristic</b>	<b>What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?</b>
Age	The adult population will become an integral part of the new safeguarding approach and so all ages will be appropriately focused.	None	N/A
Disability	Nothing additional	Nothing additional	N/A
Gender reassignment	Nothing additional	Nothing additional	N/A
Marriage or civil partnership	Nothing additional	Nothing additional	N/A
Pregnancy or maternity	Nothing additional	Nothing additional	N/A
Race	Nothing additional	Nothing additional	N/A
Religion or Belief	Nothing additional	Nothing additional	N/A
Sex	Nothing additional	Nothing additional	N/A

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Sexual Orientation	Nothing additional	Nothing additional	N/A
Welsh Language	Nothing additional	Nothing additional	N/A

4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities? For more information please see the guidance <http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

Page 59	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Safeguarding	<p>People in Mouthshire will be better safeguarded through a safe workforce, including volunteer and commissioned providers. Applied practices and processes will be safe and so ultimately people should feel and be safe.</p> <p>This work will drive activity and accountability with the regional boards on safeguarding and also with partners, volunteers and commissioned services.</p>	None. The point is to improve safeguarding	A review that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in structure, steer, practice and accountability are addressed

Corporate Parenting	<p>Looked After Children in Mouthshire will be better safeguarded through a safe workforce, including volunteer and commissioned providers. Applied practices and processes will be safe and so ultimately children should feel and be safe.</p> <p>This work will drive activity and accountability with the regional boards on safeguarding and also with partners, volunteers and commissioned services.</p>	None. The point is to improve safeguarding	A review that picks up explicit responsibilities stemming from a comprehensive activity programme and a robust measures scorecard to drive the safeguarding approach to ensure weaknesses in structure, steer, practice and accountability are addressed
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**5. What evidence and data has informed the development of your proposal?**

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<p>Estyn report 2016          CSSIW report 2014 and updated feedback 2015          Monmouthshire's Safeguarding Policy          The current constitution and terms of reference of the Whole Authority Safeguarding Coordinating Group          The Internal Audit Service report on safeguarding 2015          The Wales Audit Office study on safeguarding 2015          The Ellis Williams report on safeguarding 2015          The Whole Authority Safeguarding Coordinating Group assessment 2016 and subsequent performance reports</p>
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**6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?**

<p>None extra in the light that the impact on the considerations throughout this evaluation were fundamental to developing the proposal from the onset.</p>
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**7. ACTIONS:** As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.

What are you going to do	When are you going to do it?	Who is responsible	Progress
None			

**8. MONITORING:** The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.

<p><b>The impacts of this proposal will be evaluated on:</b></p> <p>The impact of the approach will be evaluated continuously</p>	<p>The Whole Authority Safeguarding Coordinating Group will evaluate the approach continuously and report to Cabinet and Council members cyclically</p>
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**VERSION CONTROL:** The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
1.	Council meeting	20 <sup>th</sup> March 2017	<i>This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.</i>

<b>SUBJECT:</b>	<b>DIARY OF MEETINGS FOR 2017/18</b>
<b>MEETING:</b>	<b>COUNTY COUNCIL</b>
<b>DATE:</b>	<b>20<sup>th</sup> March 2017</b>
<b>DIVISION/WARDS AFFECTED:</b>	<b>N/A</b>

**1. PURPOSE:**

To approve the diary of meetings for 2017/18.

**2. RECOMMENDATIONS:**

That the diary of meetings for 2017/18, as attached, be approved.

**3. KEY ISSUES:**

- 3.1 Each Committee has reviewed the timing of their meetings and the diary has been drawn up to reflect each Committee's preferences.
- 3.2 Some Committees set their own dates during the year eg SACRE, Appointment of LEA Governors Committee, Strategic Programme Boards, Corporate Parenting Panel and these will be added to the diary in due course.
- 3.3 The diary for 2017/18 needs to take in to account the time required for newly elected members to undertake the necessary training to carry out their duties as a Councillor and for specific committees.
- 3.4 The diary includes dates of meetings for cabinet boards, political groups and outside bodies that are not agreed by the Council and are subject to change by the organising bodies.
- 3.5 As per previous years, as far as is practicable meetings have not been scheduled during school holidays as requested by Councillors. However, a small number of meetings have been scheduled to meet during these periods due to the need to ensure new councillors receive the required training before committees begin making decisions as well fulfilling a complete schedule of meetings within the diary year.

**4. REASONS:**

The Council calendar needs to be approved annually to ensure appropriate governance arrangements are in place for the year and enables Members and officers to forward plan effectively.

**5. RESOURCE IMPLICATIONS:**

None as a direct result of this report.

**6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:**

There are no sustainable development or equality impacts arising from this report.

**7. SAFEGUARDING AND CORPORATE PARENTING IMPLICATIONS**

There are no safeguarding or corporate parenting implications associated with this report.

**8. CONSULTEES:**

Senior Leadership Team; Political Group Leaders,

**9. BACKGROUND PAPERS:**

None.

**10. AUTHOR:**

John Pearson, Local Democracy Manager

**CONTACT DETAILS:**

**Tel:** 01633 644212

**E-mail:** [johnpearson@monmouthshire.gov.uk](mailto:johnpearson@monmouthshire.gov.uk)

# **CALENDAR OF MEETINGS**

**1 MAY 2017 - 31 MAY 2018**

<b>MAY, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
<b>1</b> Bank Holiday	<b>2</b>	<b>3</b> 2.00 pm Cabinet	<b>4</b>	<b>5</b>
<b>8</b> 10.00 am Conservative Group Meeting	<b>9</b>	<b>10</b> 5.00 pm Individual Cabinet Member Decisions	<b>11</b>	<b>12</b>
<b>15</b> 12.30 pm Council Pre Meeting	<b>16</b> 5.00 pm AGM, County Council	<b>17</b>	<b>18</b> 2.00 pm County Council	<b>19</b>
<b>22</b>	<b>23</b> 2.00 pm Licensing and Regulatory Committee	<b>24</b> 10.00 am Monmouthshire Housing Association (MHA) 5.00 pm Individual Cabinet Member Decisions	<b>25</b> 2.00 pm Audit Committee	<b>26</b>
<del><b>29</b></del> Bank Holiday	<b>30</b>	<b>31</b>		

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<b>JULY, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
<b>3</b> 9.00 am Planning Site Visit 2.00 pm Wye Valley AONB Joint Advisory Committee	<b>4</b> 2.00 pm Planning Committee	<b>5</b> 2.00 pm Cabinet	<b>6</b> 2.00 pm Audit Committee	<b>7</b>
<b>10</b> 10.00 am Conservative Group Meeting	<b>11</b> 10.00 am Children and Young People Select Committee	<b>12</b> 2.00 pm Bryn y Cwm Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>13</b> 10.00 am Economy and Development Select Committee	<b>14</b>
<b>17</b> 11.00 am Monmouthshire Farm School Endowment Trust 2.00 pm Public Service Board Select Committee	<b>18</b> 10.00 am Licensing and Regulatory Committee	<b>19</b> 10.00 am Monmouthshire Housing Association (MHA) 10.00 am Strategic Transport Group	<b>20</b> 10.00 am Strong Communities Select Committee	<b>21</b>
<b>24</b> 12.30 pm Council Pre Meeting	<b>25</b> 10.00 am Adults Select Committee 2.00 pm Public Service Board	<b>26</b> 5.00 pm Individual Cabinet Member Decisions	<b>27</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>28</b>
<b>31</b> 9.00 am Planning Site Visit				

<b>AUGUST, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
	<b>1</b> 2.00 pm Planning Committee	<b>2</b> August Recess	<b>3</b> August Recess	<b>4</b> August Recess
<b>7</b> August Recess	<b>8</b> August Recess	<b>9</b> August Recess 5.00 pm Individual Cabinet Member Decisions	<b>10</b> August Recess	<b>11</b> August Recess
<b>14</b> August Recess	<b>15</b> August Recess	<b>16</b> August Recess	<b>17</b> August Recess	<b>18</b> August Recess
<b>21</b> August Recess	<b>22</b> August Recess	<b>23</b> August Recess 5.00 pm Individual Cabinet Member Decisions	<b>24</b> August Recess	<b>25</b> August Recess
<b>28</b> Bank Holiday	<b>29</b> August Recess	<b>30</b> August Recess	<b>31</b> August Recess	

<b>SEPTEMBER, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
				<b>1</b>
<b>4</b> 9.00 am Planning Site Visit 2.00 pm Democratic Services Committee	<b>5</b> 2.00 pm Planning Committee	<b>6</b> 2.00 pm Cabinet	<b>7</b> 10.00 am Economy and Development Select Committee	<b>8</b> 10.00 am Digital Programme Board
<b>11</b> 10.00 am Conservative Group Meeting	<b>12</b> 10.00 am Adults Select Committee	<b>13</b> 5.00 pm Individual Cabinet Member Decisions	<b>14</b> 10.00 am Children and Young People Select Committee	<b>15</b> 10.00 am Place Board
<b>18</b> 12.30 pm Council Pre Meeting	<b>19</b> 2.00 pm Audit Committee	<b>20</b> 10.00 am Lower Wye Area Committee 10.00 am Monmouthshire Housing Association (MHA)	<b>21</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>22</b> 10.00 am Brecon Beacons National Park Authority
<b>25</b> 10.00 am Standards Committee	<b>26</b> 10.00 am Licensing and Regulatory Committee	<b>27</b> 10.00 am Severnside Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>28</b> 10.00 am Strong Communities Select Committee	<b>29</b>

<b>OCTOBER, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
<b>2</b> 9.00 am Planning Site Visit 10.00 am Political Leadership Group	<b>3</b> 2.00 pm Planning Committee	<b>4</b> 2.00 pm Cabinet	<b>5</b>	<b>6</b> 10.00 am People Board
<b>9</b> 10.00 am Conservative Group Meeting	<b>10</b> 10.00 am Coordinating Board	<b>11</b> 2.00 pm Central Mon Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>12</b> 2.00 pm Audit Committee	<b>13</b>
<b>16</b> 10.00 am Joint Advisory Group	<b>17</b>	<b>18</b> 2.00 pm Bryn y Cwm Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>19</b> 10.00 am Economy and Development Select Committee	<b>20</b>
<del>23</del> <del>24</del> <del>25</del> <del>26</del> <del>27</del> <del>28</del> <del>29</del> <del>30</del> <b>31</b> 11.00 am Monmouthshire Farm School Endowment Trust 2.00 pm Public Service Board Select Committee	<b>24</b> 10.00 am Adults Select Committee	<b>25</b> 10.00 am Strategic Transport Group 5.00 pm Individual Cabinet Member Decisions	<b>26</b> 2.00 pm Children and Young People Select Committee	<b>27</b>
	<b>31</b>			

<b>NOVEMBER, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
		<b>1</b> 2.00 pm Cabinet	<b>2</b>	<b>3</b>
<b>6</b> 9.00 am Planning Site Visit 12.30 pm Council Pre Meeting 2.00 pm Wye Valley AONB Joint Advisory Committee	<b>7</b> CCTV User Group (Provisional), Internal Meetings 2.00 pm Planning Committee	<b>8</b> 2.00 pm Public Service Board 5.00 pm Individual Cabinet Member Decisions	<b>9</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>10</b> 10.00 am Brecon Beacons National Park Authority
<b>13</b> 10.00 am Conservative Group Meeting	<b>14</b> 10.00 am Licensing and Regulatory Committee	<b>15</b>	<b>16</b> 10.00 am Strong Communities Select Committee	<b>17</b>
<b>20</b>	<b>21</b>	<b>22</b> 10.00 am Monmouthshire Housing Association (MHA)	<b>23</b> 2.00 pm Audit Committee	<b>24</b>
<b>27</b> 10.00 am Standards Committee	<b>28</b>	<b>29</b> 5.00 pm Individual Cabinet Member Decisions	<b>30</b> 10.00 am Economy and Development Select Committee	

<b>DECEMBER, 2017</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
				<b>1</b>
<b>4</b> 9.00 am Planning Site Visit 2.00 pm Democratic Services Committee	<b>5</b> 2.00 pm Planning Committee	<b>6</b> 2.00 pm Cabinet	<b>7</b> 10.00 am Children and Young People Select Committee	<b>8</b> 10.00 am Brecon Beacons National Park Authority
<b>11</b> 10.00 am Conservative Group Meeting 12.30 pm Council Pre Meeting	<b>12</b> 10.00 am Adults Select Committee	<b>13</b> 10.00 am Monmouthshire Housing Association (MHA) 5.00 pm Individual Cabinet Member Decisions	<b>14</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>15</b>
<b>18</b>	<b>19</b> 10.00 am Licensing and Regulatory Committee	<b>20</b>	<b>21</b>	<b>22</b>
<b>25</b> Bank Holiday	<b>26</b> Bank Holiday	<b>27</b>	<b>28</b>	<b>29</b>

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<b>JANUARY, 2018</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
<b>1</b> Bank Holiday	<b>2</b>	<b>3</b> 5.00 pm Individual Cabinet Member Decisions	<b>4</b> 10.00 am Strong Communities Select Committee	<b>5</b> 10.00 am Digital Programme Board
<b>8</b> 9.00 am Planning Site Visit 10.00 am Conservative Group Meeting	<b>9</b> 10.00 am Coordinating Board 2.00 pm Planning Committee	<b>10</b> 2.00 pm Cabinet	<b>11</b> 2.00 pm Audit Committee	<b>12</b>
<b>15</b> 10.00 am Political Leadership Group 12.30 pm Council Pre Meeting	<b>16</b>	<b>17</b> 10.00 am Lower Wye Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>18</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>19</b> 10.00 am Place Board
<b>22</b> 11.00 am Monmouthshire Farm School Endowment Trust 2.00 pm Public Service Board Select Committee	<b>23</b> 10.00 am Adults Select Committee	<b>24</b> 10.00 am Severnside Area Committee	<b>25</b> 10.00 am Economy and Development Select Committee	<b>26</b>
<b>29</b> 10.00 am Joint Advisory Group	<b>30</b> 10.00 am Licensing and Regulatory Committee 2.00 pm Public Service Board	<b>31</b> 2.00 pm Central Mon Area Committee 5.00 pm Individual Cabinet Member Decisions		



<b>FEBRUARY, 2018</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
			<b>1</b> 2.00 pm Children and Young People Select Committee	<b>2</b>
<b>5</b> 9.00 am Planning Site Visit	<b>6</b> 2.00 pm Planning Committee	<b>7</b> 10.00 am Strategic Transport Group 2.00 pm Cabinet	<b>8</b>	<b>9</b> 10.00 am People Board
<b>12</b> 10.00 am Conservative Group Meeting	<b>13</b>	<b>14</b> 2.00 pm Bryn y Cwm Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>15</b> 10.00 am Strong Communities Select Committee	<b>16</b>
<b>19</b>	<b>20</b>	<b>21</b>	<b>22</b>	<b>23</b>
<b>26</b> 12.30 pm Council Pre Meeting	<b>27</b>	<b>28</b> 5.00 pm Individual Cabinet Member Decisions		

<b>MARCH, 2018</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
			<b>1</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>2</b>
<b>5</b> 9.00 am Planning Site Visit 2.00 pm Wye Valley AONB Joint Advisory Committee	<b>6</b> 2.00 pm Planning Committee	<b>7</b> 2.00 pm Cabinet	<b>8</b> 2.00 pm Audit Committee	<b>9</b>
<b>12</b> 10.00 am Conservative Group Meeting 2.00 pm Democratic Services Committee	<b>13</b> 10.00 am Licensing and Regulatory Committee	<b>14</b> 5.00 pm Individual Cabinet Member Decisions	<b>15</b> 10.00 am Economy and Development Select Committee	<b>16</b>
<b>19</b> 10.00 am Standards Committee	<b>20</b> 10.00 am Adults Select Committee	<b>21</b>	<b>22</b> 2.00 pm Children and Young People Select Committee	<b>23</b>
<b>26</b> 10.00 pm Public Service Board Select Committee	<b>27</b> 10.00 am Coordinating Board	<b>28</b> 5.00 pm Individual Cabinet Member Decisions	<b>29</b> 10.00 am Strong Communities Select Committee	<b>30</b> Bank Holiday

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<b>APRIL, 2018</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
<b>2</b> Bank Holiday	<b>3</b>	<b>4</b> 2.00 pm Public Service Board	<b>5</b>	<b>6</b>
<b>9</b> 9.00 am Planning Site Visit 10.00 am Conservative Group Meeting	<b>10</b> 2.00 pm Planning Committee	<b>11</b> 2.00 pm Cabinet	<b>12</b> 2.00 pm Audit Committee	<b>13</b>
<b>16</b> 10.00 am Political Leadership Group 12.30 pm Council Pre Meeting	<b>17</b>	<b>18</b> 10.00 am Severnside Area Committee 5.00 pm Individual Cabinet Member Decisions	<b>19</b> 12.30 pm Welsh Church Fund 2.00 pm County Council	<b>20</b>
<b>23</b>	<b>24</b> 10.00 am Licensing and Regulatory Committee	<b>25</b> 10.00 am Lower Wye Area Committee	<b>26</b> 10.00 am Economy and Development Select Committee	<b>27</b> 10.00 am Digital Programme Board
9.00 am Planning Site Visist				

<b>MAY, 2018</b>				
<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>
	<b>1</b> 2.00 pm Planning Committee	<b>2</b> 10.00 am Strategic Transport Group 2.00 pm Cabinet	<b>3</b> 2.00 pm Audit Committee	<b>4</b> 10.00 am Place Board
<b>7</b> Bank Holiday	<b>8</b> 5.00 pm AGM, County Council	<b>9</b> 5.00 pm Individual Cabinet Member Decisions	<b>10</b> 2.00 pm County Council	<b>11</b>
<b>14</b> 10.00 am Conservative Group Meeting	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>
<b>21</b>	<b>22</b>	<b>23</b>	<b>24</b>	<b>25</b>
<b>28</b> Bank Holiday	<b>29</b>	<b>30</b>	<b>31</b>	

<b>SUBJECT:</b>	<b>FUTURE MONMOUTHSHIRE: PROPOSED NEW DELIVERY MODEL FOR TOURISM, LEISURE, CULTURE AND YOUTH SERVICES</b>
<b>MEETING:</b>	<b>FULL COUNCIL</b>
<b>DATE:</b>	<b>20<sup>TH</sup> March 2017</b>

**NON-PUBLICATION:** (Insert appropriate non publication paragraph if necessary)

**1. PURPOSE:**

- 1.1 To provide Members with an Outline Business Case (OBC) and associated papers that consider the range of alternative delivery models for the Tourism, Leisure, Culture and Youth Services (TLCY) following an independent options appraisal by Anthony Collins Solicitors and seek agreement on the next phase.

**2. RECOMMENDATIONS:**

- 2.1 That Council reset the recommendations as agreed in October 2016 to delay the full business case to enable consideration of an Outline Business Case in March 2017.
- 2.2 That Council agree to progress options 2, transform in house and option 3, new delivery model for reasons identified in the Outline Business Case and not take forward option 1, stay the same and option 4, outsourcing.
- 2.3 That Council agree OBC is advanced to produce the final Full Business Case for consideration as soon as politically possible.

**3. KEY ISSUES: BACKGROUND**

- 3.1 In 2014, Cabinet approved an initial investment of £30,000 to commission Amion Consulting to undertake a comprehensive review of the future options for our Cultural services. The purpose of the review was to identify future delivery options with an overall objective of improving, sustaining and developing local services to enable them to become more self-reliant and resilient. During the review it became apparent that cultural services overlapped many of the wider tourism, leisure and culture services so rather than view cultural services independently, it made sense to view the inter-dependencies at a service wide and local level. In addition, analysis of experiences of other local authorities with new operating models, has demonstrated that critical mass in achieving economies of scale, cross subsidisation and mutual support are critical success factors as well as an opportunity to rationalise service delivery.
- 3.2 In October 2015 Cabinet approved the release of £60,000 from the Invest to Redesign fund to finance the supplementary work needed to mobilise TLCY services. In addition, in May 2016 Cabinet approved the 'Future Monmouthshire' a strategic programme of 'whole-authority' work 'to create the capacity and foresight to develop solutions to some of the county's biggest challenges, this proposal forms part of this strategic programme.

- 3.3** In October 2016 Cabinet approved the continuation of supplementary work from initial phase of a Strategic Outline Case to draft OBC for consideration early 2017.
- 3.4** This report gives full consideration to the independent findings of Anthony Collins Solicitors, appointed to undertake the supplementary work for this proposal, as detailed in the appended OBC.

#### **4. REASONS**

- 4.1** These services are the dominant providers of a whole range of community culture, sports and leisure facilities, from swimming pools, outdoor education, attractions, country parks and rights of way. Increasingly these services are seeking to achieve wider objectives and prevention of ill health, social isolation and mental health issues and focusing on the wellbeing of their local community. The Health & Wellbeing role and encouragement of physical activity are built around common objectives requiring a fresh approach to the delivery and funding. The opportunities for enhancing and expanding the role of these services and combining the offer and take advantage of a growing awareness for investment in tackling the causes of ill health and obesity rather than focusing on curing the long term effects of inactivity.
- 4.2** The Council has recognised that access to local services is one of it's priorities however it also understands that under the current financial environment delivery of these services is becoming more challenging. A more commercial approach is required and the necessity to balance the need for local delivered services for a more efficient delivery model.
- 4.3** The Council is currently undertaking a transformational programme called Future Monmouthshire. There are a number of initiatives underpinning the programme, one of which is looking at the way services are provided within the authority and the alternative delivery models for services within TLCY.
- 4.4** In addition to this, MCC through its Future Monmouthshire plan is looking to be more entrepreneurial and business like and to be more focussed on outcomes rather than the mechanisms through which service delivery is organised. This opens up new possibilities for service design and delivery. In governance terms this represents an excellent opportunity for communities to have greater say and control in delivery of their services.
- 4.5** The main purpose of the OBC is to revisit the case for change and the preferred way forward identified in the Strategic Outline Case (SOC); establish the option which optimises value for money and assess its affordability and demonstrate that the preferred option is deliverable. The OBC explains the background to the proposal and sets out the Strategic, Financial, Economic, Commercial and Management case in support of the proposal, with the key focus on the financial viability of the proposal. The proposed legal structure and financial case has also been subject to independent professional assurance.

## 5. FINDINGS

- 5.1** As one of the Council's key priorities is to 'maintain locally accessible services' the options appraisal needed to assess which of the principle Delivery Options could create the potential for growth and sustainability for the services as well as an analysis of the legal and governance structures available and make recommendations on:
- Growth and investment opportunities;
  - Skills gaps;
  - HR including TUPE and future pension arrangements;
  - Procurement routes for awarding services;
  - Asset/leasehold transfer implications;
  - Stakeholder engagement to maximise staff, community and service user involvement.
- 5.2** The objectives of Anthony Collins have been to consider the right mix of Services and the best new Delivery Option to help the Council address the projected £542k funding shortfall over the next four year period. A full analysis of options (Paragraph 3.5 of the OBC has resulted in four recommended Principle Delivery Options namely:
- Delivery Option One: Do Nothing
  - Delivery Option Two: Transform the Services 'in house'
  - Delivery Option Three: Move the Services into an Alternative Delivery Model (ADM); and
  - Delivery Option Four: (a) Outsource the services to a private sector operator or (b) existing Charitable Trust
- 5.3** The Pros and Cons of each of the four delivery options were then measured in order to assess the strategic, economic, commercial, financial and management case for change. In addition a wider analysis was undertaken, informed via a Due Diligence process. Best practice research was also carried out to find other Councils who have implemented innovative Delivery Options.
- 5.4** In addition the Options were also assessed against their ability to meet the Council's four key priorities whilst also providing enhanced opportunities to:
- Increase flexibility and agility in responding to needs and change;
  - Freedom to market and trade its services;
  - Improve services through innovation and a culture of enterprise;
  - Introduce lean processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
  - To establish a sense of 'ownership' amongst staff and service users with a view to improving morale, motivation, job satisfaction and ultimately the quality of service;
  - Access funding and tax efficiencies currently outside the scope of the Council; and
  - Offer higher levels of engagement and achieve economies through collaboration and partnership.

5.5 Should the Council agree the Outline Business Case, the next steps are to move to preparing the Full Business Case. There is considerable work to be done to demonstrate a full comparative analysis between Options 2 and 3, and through working closely with SLT and Finance colleagues to ensure that all questions raised are fully responded to (appendices E and F).

5.6 The full Business Case will provide more detail in the following areas: outcome of the procurement process, a final check on affordability and value for money; staffing considerations; the contract details; a comprehensive delivery plan and benefits realisation. The Council will then need to agree key documents, and prepare for the go-live date ensuring from the customer and staff perspective there is a high quality service in place.

**6. RESOURCE IMPLICATIONS:**

The will be no further resource implications until the Full Business Case is presented to Council in Autumn 2017. As part of the outline business case, an estimate of the likely resource requirement has been identified however this will be revisited during the preparation of the Full Business Case and the resource requirements will be recalculated as part of the Full Business Case.

**7. CONSULTEES**

Senior Leadership Team  
Finance  
Joint Select Committee  
Cabinet  
Anthony Collins Solicitors  
Town and Community Councils  
Trade Unions

**8. BACKGROUND PAPERS**

**Appendix A** – Outline Business Plan

**Appendix B** – Future Generations Evaluation

**Appendix C** – Alternative Delivery Vehicles for the Provision of Tourism, Leisure, Culture and Youth Services – Report by Anthony Collins

**Appendix D** - Welsh Government Alternative Delivery Models in public services delivery – An Action Plan

**9. WELLBEING OF FUTURE GENERATIONS IMPLICATIONS (INCORPORATING EQUALITIES, SUSTAINABILITY, SAFEGUARDING AND CORPORATE PARENTING)**

The completed Future Generations Evaluation can be found in Appendix B however the main positive and negative impacts of the proposal are as follows:

The purpose of the proposed new Delivery Model is to ensure much valued local services are maintained and by their nature continue to provide employment, growth and an increasingly skilled workforce. The proposed new Delivery Model will enable services to be kept open but with more community focus and coordination, helping knit communities together. Activities in establishing the new Delivery Model will require positive engagement and coordination with community focused services as well as income generation and investment in key aspects of the business to ensure the culture



and business thrives. Incorporated services will contribute greatly to our local culture, heritage and art with the promotion of activity, health and wellbeing forming part of its key drivers.

Safeguarding will be an integral part of any new proposed Delivery Model, and ensure that leadership and capacity impacts positively on all children, young people and their families and adults at risk. The proposed new Delivery Model across TLCY wide will ensure that there are effective and consistent safeguarding arrangements in place. The impact will be regularly updated and reviewed to ensure ongoing fitness for purpose.

**10. AUTHORS:** Ian Saunders – Head of Tourism, Leisure and Culture; Marie Bartlett – Finance Manager; Tracey Thomas – Youth Service Manager; Richard Simpkins – Business Manager Tourism, Leisure and Culture.

**11. CONTACT DETAILS:**

**E-mail:** [lansaunders@monmouthshire.gov.uk](mailto:lansaunders@monmouthshire.gov.uk)  
[Mariebartlett@monmouthshire.gov.uk](mailto:Mariebartlett@monmouthshire.gov.uk)  
[Traceythomas@monmouthshire.gov.uk](mailto:Traceythomas@monmouthshire.gov.uk)

**Tel:** 07876 545793 / 07732 281371 / 07818 016924

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## **OUTLINE BUSINESS CASE**

### ***Proposed New Delivery Option for Monmouthshire County Council's Tourism, Leisure, Cultural and Youth Services***



**Authors:** *Ian Saunders, Head of Tourism, Leisure, Culture and Youth*  
*Marie Bartlett, Finance Manager*  
*Tracey Thomas, Youth and Community Manager*  
*Richard Simpkins, Business Manager, Tourism, Leisure and Culture*  
*Matthew Lewis, Green Infrastructure & Countryside Manager*

**Consultants:** *Anthony Collins, Solicitors*  
*Ford Partnership Ltd. (FPM)*  
*Mazars, Taxation Advisors*  
*Centurion, VAT Consultants*

## Version History

Version	Date issued	Brief Summary of Change
<b>1.0</b>	<b>15/02/2017</b>	<b>First Draft</b>
<b>2.0</b>	<b>02/03/2017</b>	<b>Amended</b>



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## Glossary

The following abbreviations have been used in this report

The Council	Monmouthshire County Council
MCC	Monmouthshire County Council
TLCY	Tourism, Leisure, Cultural and Youth Services
ADM	Alternative Delivery Model (as recommended by Anthony Collins)
SOC	Strategic Outline Case
OBC	Outline Business Case
FBC	Final Business Case
CIC	Community Interest Company
CLG	Company Limited by Guarantee
CLS	Company limited by Shares
CIO	Charitable Incorporated Organisation
NNDR	National Non-Domestic Rates
SLA	Service Level Agreement
TUPE	Transfer of Undertakings (Protection of Employment)
HMRC	HM Revenue and Customs
LATCO	Local Authority Trading Company
KPIs	Key Performance Indicators
GI	Green Infrastructure
MTFP	Medium Term Financial Plan
GVA	Gross Value Added
NPV	Net Present Value
NPDO	Non-profit distributing organisation



## Executive Summary

This Outline Business Case (OBC) has been developed to inform and enable a decision by Monmouthshire County Council (MCC), on the future delivery of Tourism, Leisure, Cultural and Youth Services (TLCY).

The main purpose of the OBC is to revisit the case for change and the preferred way forward identified in the Strategic Outline Case (SOC); establish the option which optimises the most appropriate fit for MCC and a model that demonstrates sustainable delivery of the broad range of services in scope, value for money and affordability. The OBC explains the background to the proposal and sets out the Strategic, Financial, Economic, Commercial and Management case in support of the proposal. The proposed legal structure and financial case has also been subject to independent professional assurance.

Set out below are the key conclusions from the business case which are supported by the detailed findings in the OBC and supporting appendices. In summary, this OBC identifies the key opportunities available through the establishment of an alternative service delivery model which would otherwise not be available to the Council within its existing service delivery structure.

### Key Conclusions

- The preferred option is to establish a form of group company structure including a local authority owned and controlled company, a charity and a trading company in order to optimise the available resources, trading opportunities and investment potential. This preferred solution will enable the continued delivery of local services and allow necessary investment to sustain and grow the service offer available.
- The proposed operating model enables the continued delivery of services within a restricted financial envelope without any rationalisation by the Council. The protection from inflationary increases and the requirement for the operating model to develop new income sources could over a ten year period save the Council circa £5.5m (section 5.5)
- The preferred option will set the best financial conditions for the services, enable teams to thrive and grow and continue to provide locally delivered services by our trusted workforce.
- There may be greater access to finance in capital markets for growth and investment which is neither available nor affordable to the Council.
- The ability to trade opens up commercial opportunities unavailable to the Council which should reduce the Council's direct contribution over time. Assets included within the scope of this report currently has a maintenance backlog of £4.4m which indicates there is a significant requirement for investment. The ability to access and service capital requirements is a key requirement in sustaining service delivery and avoiding a declining asset base
- The Council will still be able to deliver its strategic vision through its contractual arrangements and importantly its Board participation.
- The Alternative Delivery Model (ADM) will be able to respond far more quickly to market conditions as the organisation will be have a commercial focus better able to manage risks and opportunities.

- Only in house and ADM can deliver added social value. Outsourcing to private companies or charities does not do this at all (or not as well). The ADM can deliver more added social value (through a closer working relationship with communities, freedom to act in new ways and higher motivation of staff) than the in house model.
- All the models will be expected to deliver savings as specified by the Council - so they are broadly the same on this criteria; all the models are also required to provide the service outcomes as at present.
- Only the ADM and a non-profit provider can deliver new income from charitable sources. An external provider would have to take a proportion of this income for itself (and may not deliver as much).
- The ADM does involve set up costs - these are small compared to the long term benefits and can be effectively paid back from increased new income and funding.
- External providers will have no incentive to provide any additional services or innovation (they typically will charge extra for add-ons). The ADM would be set up specifically to provide new and additional services through innovation and enterprise.

For the purpose of the business Case, the model assumes a 1st April 2018 start date. This is subject to critical path items to the timetable being met and the issues raised in here being agreed or finalised.

### **Strategic Case for Change**

The Council is facing significant challenges with an ageing population, increasing levels of obesity and inactivity, all of which are increasing the financial and demands on both Education and Social Services. The value of a positive first 1,000 days of a child's life has significant correlation between achievement and intervention levels in later life. Physical inactivity is the fourth leading cause of ill health in the UK and spending on the NHS is recorded at £1,000 per second on dealing with preventable ill health.

The Council has recognised that access to local services is one of its priorities however it also understands that under the current financial environment, delivery of these services is becoming more challenging. A more commercial approach is required and the need to balance the need for local delivered services with a more efficient delivery model.

These services are the dominant providers of a whole range of community culture, sports and leisure facilities, from swimming pools, outdoor education, attractions, country parks and rights of way. Increasingly these services are seeking to achieve wider objectives and prevention of ill health, social isolation and mental health issues and focusing on the wellbeing of their local community. The Health and Wellbeing role and the encouragement of physical activity are built around common objectives requiring a fresh approach to their delivery and funding. There are opportunities for enhancing and expanding the role of these services by combining the offer and taking advantage of a growing awareness for investment in tackling the causes of ill health and obesity rather than focusing on curing the long term effects of inactivity.

The Council is currently undertaking a transformational programme called Future Monmouthshire. There are a number of initiatives underpinning the programme, one of which is looking at the way services are provided within the authority and the alternative delivery models for services within Tourism, Leisure, Culture and Youth.

The Council faces the challenge of a reducing budget. The Medium Term Financial Plan sets out the aim of saving £10.994m by financial year 2020/21, or broadly 6.8% of its annual revenue budget. The provision of the services outlined in this OBC is viewed as a crucial aspect of this cost saving programme. The Council has recognised the need to review the model of service provision for TLCY services as there are a range of perceived advantages of alternative models, including:

- Focused body with clarity of outcomes
- Independence and ability to diversify
- Greater speed of decision-making
- Increased access to other funding streams
- Ability to react quickly to market forces
- VAT and Non-Domestic Rates (“NNDR”) savings
- Commercial revenue growth
- Improved financial performance
- Sustainability of service provision

The review of the various models available allows these perceived advantages to be explored across a range of options and against appraisal criteria that reflect the Council’s overall aims and objectives. The options were also assessed against their ability to meet the Council’s four key priorities whilst also providing enhanced opportunities to:

- Increase flexibility and agility in responding to needs and change;
- Freedom to market and trade its services;
- Improve services through innovation and a culture of enterprise;
- Introduce lean processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity;
- Access funding and tax efficiencies currently outside the scope of the Council; and
- Offer higher levels of engagement and achieve economies through collaboration and partnership.

In addition to this, MCC through its Future Monmouthshire plan is looking to be more entrepreneurial and business like and to be more focussed on outcomes rather than the mechanisms through which service delivery is organised. This opens up new possibilities for service design and delivery. In

governance terms this represents an excellent opportunity for communities to have greater say and control in delivery of their services.

The ADM is the strategic preferred option because;

- It is in tune with Council priorities and will still allow Monmouthshire some ownership and influence over future direction;
- It is able to deliver a high level of public and social value.
- It will set the best financial conditions for the services, enable teams to thrive and grow and continue to provide locally delivered services by our trusted workforce;
- It will ensure a commercial drive which continues to return money either back to improve services or to reduce Council subsidy, both being as equally important;
- It will provide a sustainable footing for non-statutory high value services that prevent ill health and promote wellbeing taking demand from critical Council services;
- The services will retain a local distinctiveness; and
- It aligns with the values of Future Monmouthshire and key partners.

## **Economic Case**

### **Identifying options and selecting the preferred option**

The Council agreed in October 2016 the options to be considered for delivery of the services detailed in this OBC. These options were

- Doing Nothing;
- Transforming the Services in House;
- Moving the Services into an Alternative Delivery Model; and
- Outsourcing the Services to a Third Party (either a private commercial operator or another third sector organisation)

The preferred option is by transfer of the services to an ADM.

### **Qualitative Evaluation**

Each of the options were evaluated against a weighted range of criteria by a cross election of both Officers and Members. The highest scoring option was to move towards and ADM.

### **Analysis of Costs**

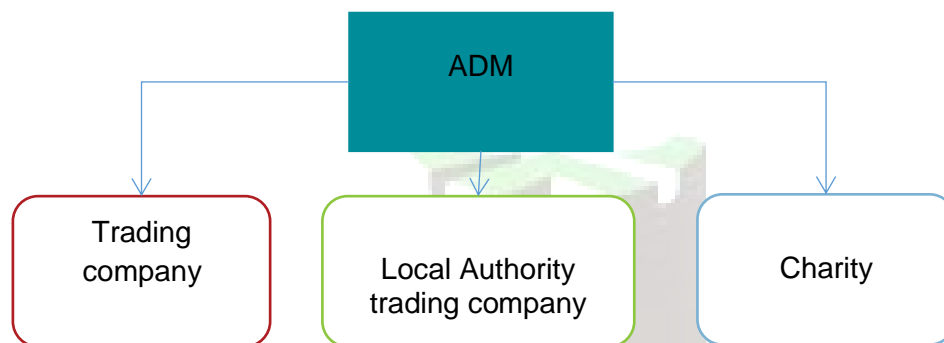
The analysis of the preferred option demonstrates that when compared against the Doing Nothing option, the Alternative Delivery Model (ADM) demonstrated the highest value for money. The financial benefit is the result of VAT and NNDR savings less the additional costs of running the ADM. These savings are unlocked with the selection of the ADM as the preferred delivery option.

In order to deliver these benefits the commercial issues and risks must be robustly managed and a clear financial position established by way of a business plan for the new entity.

## Commercial Case

The strategic case identifies the preferred option as an ADM made up of a form of group company structure including a local authority “Teckal” controlled company, a charity and a trading company. This is supported by the economic case where the financial benefits of the ADM have been calculated. The recommended structure offers the protection and familiarity of the Companies Act, Charities legislation etc. supported by clear and established legal precedents over the rights and obligations placed on the members of the Board.

**Figure 1: Proposed ADM Structure**



*Source – Anthony Collins Option Report*

Any independent directors would be selected through a recruitment process. A formal strategic risk assessment and risk mitigation strategy would need to be regularly undertaken by the Board and its Chief Officer.

## Procurement

The Council will need to demonstrate that it is complying with its procurement obligations. The most relevant potential procurement options open to the Council are;

- **Option 1** - Form a Local Authority Trading Company (LATCO) as a Company Limited by Guarantee or Shares. There would not be a requirement to undergo a procurement exercise, if the Council ensured compliance with the 'Teckal' exemption.
- **Option 2** - Procure the services in accordance with the new “light touch regime”; however the Council could only do this for an initial three year period and then the services would need to be re-tendered.
- **Option 3** - Run a limited “public service mission organisation” competition, also referred to as a “social enterprise” competition; or
- **Option 4** - Consider whether MCC would like to procure a partner to help leverage in some additional expertise or investment.

With the preferred option there would be no requirement to undergo a procurement exercise.

## Commercial Arrangements

The main commercial arrangements between the Council and the ADM are likely to be as follows:-

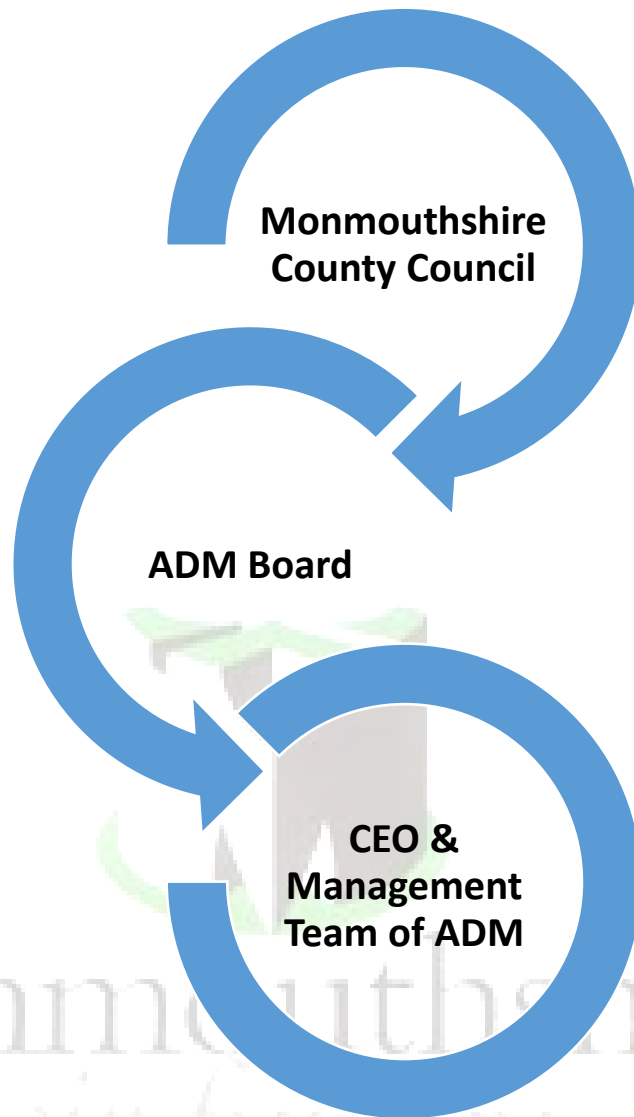
- Leasing Agreements – ownership of the building assets could be retained by the Council and leased to the ADM.
- Support Services Agreement – the ADM will require a range of support and administration services which could be provided by the Council (over time the ADM may decide to receive this support from other providers).
- Service Agreement – this sets out the terms of the management agreement and the services to be delivered by the ADM to the Council and includes a range of KPIs and places outcome and performance obligations on the ADM.

The ADM will be required to operate in a commercial way within a competitive market and will need to be an efficient and effective organisation. It will need to maximise the opportunities for income generation. The ADM will need to focus on driving down its costs and developing a regular programme of re-investment in the quality of provision from any surpluses generated. It will also need to establish a suitable Reserves fund for the ADM.

Figure 2 demonstrates the likely type of arrangement that would exist between the Council, the ADM Board and the ADM Management Team.



Figure 2: Likely Arrangements



## Financial Case

### Savings from VAT and NNDR

The preferred option allows the ADM to realise financial savings. These savings are driven from the relief from NNDR.

As part of the ADM will have a charitable status, certain income streams that it generates will be exempt for VAT purposes and this provides VAT savings to the ADM. The Council is currently required to charge VAT on the provision of these services, whereas the ADM will be able to treat the provision of the services as exempt for VAT purposes. The savings arise where the price charged to customers remains unchanged and the ADM is able to retain the portion of income that the Council had to charge and account for as VAT. Tax Advisors, Mazers has indicated that this saving will be offset by the loss of VAT if a grant rather than a service contract was awarded to the ADM.

For the NNDR savings the ADM must be a registered charity. The application will need to be submitted to the Charity Commission. They will need to confirm that the company meets the criteria to achieve charitable status subject to the articles of association being agreed by the Council. Once this has been approved, a charity number will be issued.

The estimate for potential NNDR savings for the first year are estimated to be £238k per annum.

### **Additional Costs**

The Council will incur costs during the setup of and initial transition to the recommended model. These are projected to be £175k for expenditure in areas such as set up costs, legal costs, media, website and marketing.

Additionally, the new ADM will incur a range of recurring annual costs. Commonly, such costs can be in a range of £50k to £300k and have been estimated for the ADM to be £95k.

### **Additional Savings**

In addition, MCC has highlighted additional savings as identified in this executive summary which represent a maximisation of the NNDR savings of 238k. It does exclude the potential to realise a level of operational savings driven from either an increase in revenues and /or a reduction in costs through the stream lining of existing processes. The successful track record of other similar organisations indicates that this is likely however these savings are not guaranteed and at this stage of the outline business case, have not yet been developed.

A three year business plan will be developed for the final business case which will identify new opportunities for investment, and income generation.

### **Annual Management fee payable by the Council**

Services within TLCY operate within a deficit funding model. For the year 2015/16 this amounted to £2.887m and the projections for 2016/17 are £2.918m. In order for the new model to be financially viable the Council will need to pay a management fee to the ADM in order to meet the deficit. The Council would need to whether the deficit is funded by way of a grant or services contract.

The amount of the management fee will be dependent on a range of factors, such as the expected level of service provision, arrangements between the parties over the provision of functions by the Council by human resources, IT, Finance, Legal, procurement, communications, insurance and risk management, performance management / continuous improvement and ADM income. Indirect costs for 2015/16 have been estimated at £1.158m although it is recognised that the allocations are only arbitrary and are currently being reassessed. The level of the management fee would therefore be the combination of the direct costs and support service costs and is therefore projected to be in the order of £4.045m in a full year based on 2015/16 prices.

The anticipation would be to agree a funding model for an initial period at a fixed amount to be negotiated. During this period the ADM must meet all of its inflation increases, thereby protecting MCC from those annual increases. At the end of the funding agreement, MCC may seek to reduce the contribution by a mutually agreed amount. Based upon a five year agreement and allowing for subsequent reductions in funding of 5%, this is estimated to be £5.5m over a ten year period as demonstrated in the following table.



**Table 1 – Impact of Potential Funding Model**

	Assuming 5 Year Fixed Contract with 5% reduction			Assuming 10 Year Fixed Contract		
Year	Option 2 - Transform in House £000's	Option 3 - ADM £000's	Potential Savings £000's	Option 2 - Transform in House £000's	Option 3 - ADM £000's	Potential Savings £000's
1	4,269	4,241	-28	4,269	4,241	-28
2	4,279	4,066	-213	4,279	4,066	-213
3	4,325	4,066	-259	4,325	4,066	-259
4	4,393	4,066	-327	4,393	4,066	-327
5	4,473	4,066	-407	4,473	4,066	-407
6	4,554	3,863	-691	4,554	4,066	-488
7	4,636	3,863	-773	4,636	4,066	-570
8	4,719	3,863	-856	4,719	4,066	-653
9	4,803	3,863	-940	4,803	4,066	-737
10	4,888	3,863	-1,025	4,888	4,066	-822
<b>Total</b>	<b>45,339</b>	<b>39,819</b>	<b>-5,520</b>	<b>45,339</b>	<b>40,835</b>	<b>-4,504</b>

### Summary of financial savings

Table 2 provides a summary of the financial implications:

**Table 2 - Summary Financial Implications**

	Amount £'000
<b>One off implications</b>	
Transition costs incurred to set up ADM	175
<b>Year 1 implications</b>	
VAT, NNDR and management structure savings	238
Recurring costs incurred by the ADM	95

Source – FPM

The above analysis excludes the potential for further efficiency savings in the operating model other than NNDR savings.

### Management Case

To ensure the successful delivery of the ADM best practice suggests that a Shadow Board and Project Board would need to be established. The following key areas need to be considered:

- Transformation of service delivery
- Establishment and training of a Shadow Board
- Establishment of work streams looking at property, service level agreements, company documentation, pensions, human resources, finance, branding, governance and preparation of the Business Plan

- Preparation and delivery of key IT functions such as internet and intranet and review of booking and payment systems
- Recruitment of Senior Staffing
- TUPE transfer process for potential go-live date
- The Charity Commission application process
- HMRC engagement
- Admitted Body Status for the provision of pensions for staff

The project will need to be supported by strong governance, with the Project Team reporting to the Senior Leadership Team and thereafter to the Shadow Board and the Future Monmouthshire Core Team with decisions on further approval to be made by the Full Council. Effective risk management will need to be undertaken through monitoring and updating the risk register. A suitable contingency plan will need to be in place to continue with the current service model, should unforeseen issues delay the implementation of the ADM.

Throughout this process regular communication with elected members, employees and service users and unions has been and will continue to be undertaken.

### **Next Steps**

If the council agrees the Outline Business Case, the next steps are to move to preparing the Full Business Case. This will provide more detail about the outcome of the procurement process, a final check on affordability and value for money; the contract details; a comprehensive delivery plan and benefits realisation. The Council will then need to agree key documents, and prepare for the go-live date ensuring from the customer and staff perspective there is a high quality service in place. This will include;-

- To agree the principle recommendation made by Anthony Collins which is to establish a new Alternative Delivery Model (ADM) based on a group structure as shown in Figure 1.
- To continue the staff, community and service user consultation process;
- To produce a draft business plan for the ADM for approval prior to establishment; and
- To establish funding to finance the supplementary work needed to finalise this piece of work.

## **1. Introduction**

This outline business case is based upon the principles of the five case model recommended by Welsh Government. The purpose of this document is to update the strategic outline business case prepared in October 2016 and to capture the reasoning for initiating the project and to describe the resources required to deliver the project.

### **1.1 Approach to applying the five case model**

The standard guidance requires business cases to be developed in 3 stages:

- ▶ Strategic outline case
- ▶ Outline business case
- ▶ Final business case

### **1.2 Structure of this report**

The OBC is structured as follows:

- ▶ Strategic case – To confirm the strategic fit and business needs within the context of MCC and the Future Monmouthshire initiative.
- ▶ Economic case – To demonstrate the options that were identified, the appraisal process undertaken and to identify the preferred option.
- ▶ Commercial case – To set out the commercial implications in areas of corporate structure, governance, contractual arrangements and staffing considerations.
- ▶ Financial case – To set out the financial implications of the preferred option.
- ▶ Management case – To describe the approach to implementation of the preferred option, demonstrating the project is achievable and can be delivered successfully.

Where appropriate, further detail on specific areas is contained in the appendices.

## 2. Strategic Case

### 2.1 Introduction






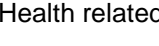
This section updates the strategic context driving the need for MCC to review the model for the provision of the services outlined in the SOC. The section provides summary background information on the Council, and the services within scope for the ADM which forms part of the Future Monmouthshire programme work stream. This enables the strategic case for change to be established.

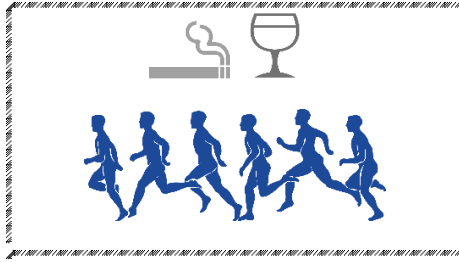
### 2.2 Monmouthshire County Council

Monmouthshire is a large and semi-rural county and is located in the south east of Wales and has population of over 92,000 across a land mass of 880 square kilometres. It is often perceived as leafy and this can sometimes mask differences within and between communities. Monmouthshire is made up of five clusters: Abergavenny and surrounding area; Monmouth and surrounding area; the heart of Monmouthshire which includes Usk and Raglan; Chepstow and the Lower Wye Valley and Severnside which includes Caldicot and Magor.

The following key highlights on Monmouthshire demographics are set out by way of context:

**Table 3 - Key Demographics**

 Total Population	<ul style="list-style-type: none"><li>• 92,476</li></ul>
 Gender breakdown	<ul style="list-style-type: none"><li>• 52% female</li><li>• 48% male</li></ul>
 % of age breakdown of Population	<ul style="list-style-type: none"><li>• 0 – 15 yrs 16.8% (below WNA)</li><li>• 16 – 64 yrs 59.6%</li><li>• 65+ yrs 23.7% (above WNA)</li></ul> <p>An ageing population is a feature of the UK and Wales but particularly of Monmouthshire. By 2039 the population aged 65 and over is projected to increase by 61% and, more significantly, the number of people aged 85 and over by 185%.</p>
 Life Expectancy	<p>Life expectancy for people in Monmouthshire is the highest in Wales, although there are variations with those living in the least deprived areas of the county expected to live longer than those in the most deprived areas.</p> <ul style="list-style-type: none"><li>• 80.7 yrs Males</li><li>• 84.2 yrs Females</li></ul>
 Obesity statistics	<ul style="list-style-type: none"><li>• 53% of adults report being overweight or obese*</li><li>• 21.1% of 4-5 year olds are reported as overweight or obese*</li></ul>
 Health related	<ul style="list-style-type: none"><li>• 18% of population report as smokers*</li></ul>



- 27% of population report binge drinking at least once a week\*
- 30% of adults report meeting the required exercise activity guidelines per week\*
- 48.8% of children and young people take part in sport on three or more occasions per week\*

\*Source: Social Well-being data 14-15 from Wales Data Unit

The Council supports the local population by providing a range of statutory and non-statutory services. This direct cost of service provision was £2.887m in the year ended March 2015. This does not include the cost of central support costs or any other indirect costs. This will be discussed later in the document.

**Table 4 - Annual Direct Cost of Services**

Service	Net Cost £000's
Leisure	941
Attractions	352
Arts	29
Youth	713
Outdoor Education	-3
Tourism	206
Countryside	649
<b>Total</b>	<b>2,887</b>

Source – MCC Financial Ledger

### 2.3 Background

Cabinet in October 2014 commissioned a critical piece of work called “Informing The Future of Cultural Services” to inform options and opportunities for the future of Monmouthshire County Council’s cultural assets and attractions. This was considered critical to do because:

- The continuing turbulent economic climate meant that revenue funding available for the service will decline, rendering it unviable in a short period of time;
- The size of the backlog of capital investment, maintenance and repair is significant and will require external support and contributions;
- Many of the main capital and revenue funding opportunities available are not currently obtainable by public bodies such as councils;
- New business models are required that require specialist approaches and knowledge of markets and not-for-profit entities;
- Customer and community expectations are shifting and improvements and developments are rightly expected. Customers care less about who runs services and more about what is delivered and the quality of outcomes;

- The scale of social, economic and environmental change over the next 5-10 years will be such that planning needs to begin now in order for us to foresee new challenges and develop appropriate solutions to them;
- Potential exists for new funding opportunities; to attract expert help, support and guidance and to secure new investment and growth options; and,
- A new business strategy is required, along with a new guiding philosophy and belief-set in order to achieve success.

In carrying out the work on the cultural services review it became apparent that because museums and cultural / tourism attractions overlap and touch so many wider services and functions, it was difficult to consider them in isolation. In view of the links and inter-dependencies at a service-wide and local level, Cultural, Events, Leisure and Youth/ Outdoor/Recreation services, run as a family of services and rely upon one another for promotion, support and optimal operation. As a collective, they help position the county as a great place in which to live, work, play and visit. They also play a significant part in place-shaping, preventing demand that would normally end up requiring intervention by costly statutory services and all make a significant contribution to the social and economic health of the county.

It soon became apparent that not only did cultural services overlap many of the wider tourism and leisure services but analysis of experiences of other local authorities with new operating models demonstrated that critical mass in achieving economies of scale, cross subsidisation and mutual support are all critical success factors.

In October 2015, Cabinet approved the expansion of the review of Cultural Services to incorporate parallel and complementary services of Leisure, Events, Youth and Outdoor Learning and in December 2015; Anthony Collins Solicitors were subsequently appointed to undertake an independent options appraisal of the in-scope services.

The Strategic Outline Case was presented to Cabinet in October 2016 who agreed the recommendations to move to the next stage of developing a FBC for further consideration by Members and to continue the staff, community and service user consultation process. In December 2016, Senior Leadership Team advised that Cabinet should receive an outline business case rather than the full business case.

Local Authorities across the UK are facing unprecedented financial pressures. The Council's central grant from the Welsh Government is reducing and its current projections suggest that it needs to find £11m of savings by 2020/21. The Council will therefore not be able to continue to meet the needs of its service users unless it makes significant changes to the way it delivers its services and takes some tough decisions to live within its means.

## **2.4 Services scope**

The services are as follows:-

- Leisure and Fitness
- Outdoor Education
- Countryside
- Tourism, Marketing, Development and Visitor Information

- Arts and Events
- Youth Service
- Management and Marketing of Visitor Attractions to include Caldicot Castle and Country Park, Tintern Old Station and Shire Hall, Monmouth
- The Museum service is expected to be included at a later stage as part of an ongoing review within that area

The above areas all represent a broad spectrum of facilities, services and programmes related to the provision of enhancing the health, fitness and personal wellbeing of the residents of Monmouthshire. A fuller description of these services is contained within Appendix C. A map showing the location of the assets are shown in Appendix D.

It makes sense to bring these services together as having undertaken a service assessment, it is clear there are distinct synergies amongst them, confirming the rationale that bringing them together as one entity would have been benefits as illustrated in Table 5.

**Table 5 - Service Assessment**

<b>Service Objectives</b>	<b>Strengths &amp; Opportunities</b>	<b>Weaknesses and Risks</b>
Supporting an active and healthy Monmouthshire and a healthy lifestyle.	Excellent facilities with a wide range of activities & programmes.	Deteriorating condition of key sites & infrastructure and reducing staff capacity to address these issues.
Raising the profile of Monmouthshire regionally, nationally and internationally with a view to increasing visitor spend and extending the visitor season.	Professional industry qualified & knowledgeable staff with a customer focused approach.	Investment needed to keep visitor offer fresh & encourage return visits.
A desire to become more financially sustainable by increasing visitor numbers, adding value to existing products and developing new products to attract new markets.	Proven ability to draw in funding with wider opportunities to develop joint funding bids with in scope Services to reduce duplication and maximise value against resource deployed.	Competition from neighbouring local authorities & private facilitators.
Providing learning experiences to enable young people to fulfil their potential as empowered individuals & members of communities.	Opportunities for coordinated & complementary marketing & new product development as part of a wider Monmouthshire Visitor Attractions & Museums Offer.	Pressure on budgets (expenditure), efficiency savings, inflated income targets.
Supporting volunteering to increase community participation levels and enhance service delivery.	Opportunities for further exploration of commercial concessions & partnerships & additional complementary services to enhance income streams.	Local Authority political & decision making processes can hamper innovation & creativity.

Source – Anthony Collins Options Report

#### **2.4.1 Leisure and fitness**

Our Purpose is to provide clean, friendly, accessible facilities and services for all our customers. Our Vision is that our facilities and activities are designed to enhance the quality of people's lives and improve the health of the communities that we serve.

#### **2.4.2 Attractions**

##### **2.4.2.1 Caldicot Castle and Country Park**

Our purpose is to provide a popular destination for school visits, family occasions such as weddings and private parties, caravan rallies, ghost walks, re-enactment and specialist themed weekends and memorable red letter event days as well as hosting large concerts.

The vision for the Castle in the Park is to be recognised as a premier castle heritage destination providing a strong focus for engaging with the local community and for visitors to South East Wales. We will encourage greater involvement and ownership through improved access, allowing the development of recreation, interpretation and education for all.

##### **2.4.2.2 Shire Hall**

Our purpose is to provide a high quality venue and other services to a wide range of people, including schoolchildren, community groups, tourists, wedding parties, art exhibitors and commercial business. We focus particularly on an extremely high standard of customer care.

Our vision (Helping to create wonderful memories) is to enable our visitors, both local and from further afield to connect with our rich history and explore our beautiful building. We strive to ensure that, whatever the occasion, our guests' experience is as special, memorable and impressive as possible.

##### **2.4.2.3 Old Station**

Our purpose is to provide the best possible customer focussed, accessible tourist attraction while striving to generate economic and social benefits for the local community and also to the visitors to Monmouthshire.

Our vision is to successfully create a connection with our customers and employees as many may stay loyal for life, this will lead to giving us a chance to increase overall profitability while building a solid foundation.

#### **2.4.3 Outdoor Education**

Our purpose is to provide a high quality, cost efficient outdoor education and adventure activities across SE Wales and beyond.

Our vision is that our facilities and activities are designed to enhance the quality of people's lives and improve the well-being of the communities that we serve.

#### **2.4.4 Green Infrastructure & Countryside**

Our purpose is to make Monmouthshire a green and healthy place to live, work and visit, through a well-connected and accessible network of green and blue spaces which embrace our unique and special landscape and rich diversity of species and habitats, or put more succinctly "to support resilient & active environments for all".



Our vision is to enable active lifestyles and to work with others to maintain and enhances a living natural environment with healthy functioning ecosystems that supports social, economic and ecological resilience.

#### **2.4.5 Tourism, Marketing, Development and Visitor Information**

Our purpose is to increase the competitiveness of Monmouthshire as a year round sustainable tourism destination to grow the economic, environmental and social contribution of Monmouthshire's visitor economy.

Our vision is to achieve a strategically driven and coordinated approach to destination development, management and marketing to increase Monmouthshire's contribution to the regional and national visitor economy of Wales.

#### **2.4.6 Events**

Our purpose is to bring people together to enjoy themselves, to show off our Monmouthshire's most-loved assets and to generate income to invest in our county. We fuel ourselves on ambition and collaboration. As a small and developing function, the Events team have delivered a number of successful projects over the two years that it has been in operation. We know that events are an important component of the cultural, social and economic life in Monmouthshire and are valued as such by residents, businesses and visitors alike.

Our vision over the next couple of years is to position our organisation to actively introduce new events which complement the cultural assets of the county and support our county's current portfolio of events to grow and be sustainable - it's our collective aim to promote the profile of Monmouthshire to regional, national and international visitors.

#### **2.4.7 Youth**

Our purpose is to enable young people to develop holistically, working with them to facilitate their personal, social and educational development, to enable them to develop their voice, influence and place in society, and to make informed choices to reach their full potential.

Our vision is to lead the way, working collaboratively with youth support services to increase the youth offer to young people in Monmouthshire.

#### **2.4.8 Business Success through Collaboration**

Creating a new model of opportunity for the services will enable them to sustain and develop the good work that has already been achieved. As well as leading to significant benefits to the Council and the county, a new organisation will be in a strong position to promote healthier lives, to create inspirational experiences and to promote the vibrancy of the county as a great place to be. Bringing together the identified services will develop a progressive vision as an independent partnership involving and inspiring people, promoting and enhancing the positive benefits of leisure, cultural and community services in terms of health and well-being, learning, community development, creativity, social and recreational opportunities.

A thriving and progressive new delivery model will support local business, the visitor economy, community health and wellbeing, directly contributing to the Council's vision of resilient, sustainable communities. Our collective vision is of healthier, happier, fitter future generation – where obesity will not be harming children and limiting the wellbeing and health of future generations in Monmouthshire. Physical inactivity is the 4<sup>th</sup> leading cause of ill health in the UK – we will be enabled to galvanise our services into local communities to ensure we create more

opportunities for service users and to reduce the likelihood of future illnesses thus playing a preventative role in these escalating to other statutory services.

Participation in sport reduces anti-social behaviour by preventing boredom, teaching life skills and diverting young people away from crime. We currently offer one night a week to a group of 70+ young people through shared delivery by leisure and youth service. We will be able to extend this offer throughout each town and increase service involvement to ensure our younger community members are engaged in a positive way.

We will deliver best value for every pound invested in the new model; including generating investment opportunities for the development and improvement of cultural, leisure and community services. Through collaborative funding applications, we will be able to have an effective and coordinated approach to improve the overall diet, physical activity and healthy weight of our community members. For example, through GI Infrastructure, Leisure and Outdoor learning we will be able to promote more walking and cycling opportunities that leads to less car travel, safer more welcoming streets, increased social interaction, supports local business and improved environmental sustainability and resilience.

Through an extended collaboration with community partners, we will be able to increase our offer from which to deliver activities and resources which support inclusion, empowerment, lifelong learning, skills development and literacy. We will work to create the places where we live, work, learn and play to enable community members to make the healthy choice the easy choice.

## 2.5 Financial Position

In the year 2015/16 TLCY recorded a net deficit of £2.887m as shown in Table 6.

**Table 6 - 2015/16 Net Direct Costs**

	Leisure	Attractions	Arts	Youth	Outdoor Education	Tourism	Country-side	Total
<b>Income</b>								
Grants	-403	0	-2	-355	0	-44	-137	-941
Other Income	-2,731	-270	-77	-3	-952	-28	-112	-4173
<b>Total Income</b>	<b>-3,134</b>	<b>-270</b>	<b>-79</b>	<b>-358</b>	<b>-952</b>	<b>-72</b>	<b>-249</b>	<b>-5,114</b>
<b>Expenditure</b>								
Employees	2,896	376	61	953	590	145	632	5,653
Premises	513	94	1	48	80	13	10	759
Transport	9	5	3	18	44	0	22	101
Supplies & Services	554	135	41	48	228	93	147	1,246
Third Party	101	12	0	0	0	27	82	222
Capital Financing	2	0	2	4	7	0	5	20
<b>Total Expenditure</b>	<b>4,075</b>	<b>622</b>	<b>108</b>	<b>1,071</b>	<b>949</b>	<b>278</b>	<b>898</b>	<b>8,001</b>
<b>Net Deficit</b>	<b>941</b>	<b>352</b>	<b>29</b>	<b>713</b>	<b>-3</b>	<b>206</b>	<b>649</b>	<b>2,887</b>

Source – MCC Financial Ledger

In 2015/16 the combined services generated £5.114m in income and cost some £8.001m to run.

The Council, like a number of local authorities, wants to review alternative methods for providing TLCY Services to the local community. This focus is driven by the fiscal pressures that local government continues to face and the increased demands on resources. As such, there is a need to establish delivery models that can provide more sustainable services.

With combined direct costs of around £2.887m and approximately 441 staff, these Services have contributed over £1.65m of revenue savings and generated £17m of income over the last four years. Costs are also expected to increase to £2.918m in 2016/17 resulting in a projected overspend of 362k.

There are now no more efficiencies to be had within the existing services without significant investment and transformation. Given the current period of austerity, if these services are to remain in the Council, the implications are detailed in Table 7, demonstrating a significant gap between the net costs of the services and the Medium Term Financial Plan (MTFP) allocation. These projected costs take account of the 2016/17 pressures and the impact of projected inflation.

**Table 7 - TLCY Services Projected Funding Shortfall**

Year	MTFP Allocation £000	Expected Net Cost £000	Funding Shortfall £000's
2017/18	2,463	2,952	489
2018/19	2,420	2,966	546
2019/20	2,374	2,982	608
2020/21	2,327	2,994	667

*Source – MCC MTFP / Financial Ledger/ ONS (inflation data)*

The MTFP is currently showing a shortfall of 7% over the next four year period and if this was to be applied proportionally to all Services would result in a further increase in the funding gap by 2020/21 to £825k. Therefore in order to meet the budget targets and remove the service deficit, there would need to be reduction in the net cost of services for 2017/18 by 18%, rising to 28% in 2020/21.

The assets included within the scope of this report currently has a maintenance backlog of £4.4m which indicates there is a significant requirement for investment. The ability to access and service capital requirements is a key requirement in sustaining service delivery and avoiding a declining asset base. The current budgets do not allow for a planned replacement of vehicles and plant or to refresh equipment which has an impact on service delivery.

The Capital MTFP shows that the Future Schools project is the single biggest capital project for MCC for the next 4 years and funding for this programme relies heavily on utilising the capital receipts that are also due to be received in the next 2 years. This has meant that the Authority now has reduced flexibility to deal with any other capital pressures or take forward new projects.

## **2.6 Growth in Demand for the Services**

However, declining budgets are just one of the challenges for the Council. Other challenges include demography, localism, the Well-being of Future Generations (Wales) Act and inequality. Using demography as an example, life expectancies are rising across the country leading to an increased demand for public services. In Monmouthshire:

- The number of over 85 year olds will increase by 184% by 2036 yet the number of under 18s will decrease by 19% by 2036. This increased life expectancy will drive a greater complexity of need as older people are more likely to have medical conditions. And, with a decreasing number of younger residents there is likely to be a decrease in the potential for growth of the working age population, leading to a decrease in council tax income to pay for services.
- In addition both adult and childhood obesity is increasing in Wales, which will have long term impacts on quality of life placing further pressure on public services.

## **2.7 Requirements of the Well Being of Future Generations (Wales) Act 2015**

The Well Being of Future Generations (Wales) Act 2015, introduced by the Minister for Communities and Tackling Poverty sets out a framework for Welsh Public Authorities requiring them to show how they are working towards well-being goals that will ensure the needs of the present are met without compromising the ability of future generations to meet their own needs. The Act puts in place seven well-being goals that public bodies must work to achieve and take into consideration across all their decision-making as detailed in Figure 3 that follows. As a direct result of the Act any plans for the future delivery of Services will need to ensure that that the seven well-being goals are addressed.





## 2.8 Rising Expectations of Service Users






Advances in customer services and technology also mean service users have higher expectations of public service and increasingly expect to:

- Interact with services 24/7 and access information and services through self-service platforms; make appointments for face to face meetings at a time and location convenient to them;
- Receive a highly personalised service that addresses them as an individual and involves them in decision making;
- Experience a joined up service, both across Council services and between the Council and its partner organisations.

All of this means that service users will not be content with the Council's current service offer in the future. Although these advances will present opportunities for the Council to use new

technologies to meet people's needs more effectively there is a clearly a need to ensure that every aspect of the Services are fit for future purpose.

As part of engagement processes, we have conducted a recent service user 'What Matters' consultation. From the 1200 responses received, these were the top 5 themes that mattered to service users:-

-  28% - Staff: were approachable; knowledgeable; friendly and welcoming
-  24% - Accessibility: services were local; open regular and open to all
-  13% - Cleanliness: sites and facilities were clean; had good hygiene and standards
-  12% - Equipment: maintained; up to date; accessible for all and available
-  9% - Cost: prices are as low as possible; fair and worth the service receiving

## 2.9 How this Proposal will address the TLCY Challenge

The Council has already made a number of changes to address these challenges focussing on improving efficiency, effectiveness and value for money in the TLCY Services. For example:

- A successful 'Invest to Save' programme in Leisure Services whereby an investment of £250,000 in fitness suites lead to a return of £100,000 in the same year enabling on going and sustained growth in leisure memberships;
- Increasing commercial drive through innovation and enterprise whilst also increasing fitness levels, for example the introduction of the 'My Wellness' Cloud accounts;
- Optimising use of assets by broadening use such as offering visitor attractions as wedding venues and as concert venues;
- Developing new and existing partnerships such as working with the Aneurin Bevan Health Board by increasing participation in the National Exercise Referral scheme;
- Regular data and performance monitoring to measure success and inform business decisions leading to enhanced service delivery and customer benefits; and
- Innovation through better use of technology such as encouraging more service users to take up Direct Debit payments for services

Over the last 4 years these changes have helped to deliver £1.65m of revenue savings and generated £17m of income however the Council has approached the limit of savings that can be achieved There is therefore a need to consider new ways to deliver these Services whilst also ensuring that it continues to provide opportunities for local people to lead more active lifestyles.

In October 2015 Cabinet approved supplementary work to mobilise the TLCY Services within the context that any proposals would still ensure that it continued to address its four key priorities of **Education, Protecting Vulnerable People, Supporting Enterprise, Entrepreneurship and job creation, and maintaining locally accessible service**. Appendix A and B details how the Services currently deliver against the Council's priorities.

Any proposal for a new Service Delivery model would therefore need to ensure that it not only continues to meet the Council's priorities but also provides enhanced opportunities to:

- Access funding and tax efficiencies currently outside the scope of the Council;
- Freedom to market and trade its services;
- Increase flexibility and agility in responding to needs and change;
- Improve Services through innovation and a culture of enterprise;
- Introduce new processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- Empower and motivate staff thus raising productivity; and
- Offer higher levels of engagement through collaboration.

Cabinet also agreed this work would consider a full range of Delivery Options which include:

- Doing Nothing;
- Transforming the Service in House;
- Moving the Services into an Alternative Delivery Model; and
- Outsourcing the Services to a Third Party (either the private sector or to a not for profit organisation)

The objectives of the proposal were to consider the right mix of Services to be included in the proposal; to identify the best Delivery Option applying the lessons learned throughout the development of the proposal. The proposal needs to identify the best possible delivery option to help the Council address the projected funding shortfall over the next four year period.

## **2.10 Access to Other Funding Streams**

The Council is eligible to apply for capital and revenue grants from a variety of external organisations such as Sports Wales, National Resources Wales and the Heritage Lottery Fund. The ADM can also apply to these bodies, but in addition there are a number of new opportunities for grant funding that are not available to local authorities. This includes grants from Trusts and Foundations which could support the range of activities proposed to transfer to the ADM.

There is real potential for the ADM to draw down new sources of funding to support a range of projects and programmes as listed in Appendix E and to support the development of new partnerships, potentially with the third sector as well as supporting existing partnership arrangements.

## 2.11 Potential Savings and Commercial Opportunities

There are other channels from which new money might be generated:

- Sales of services to customers
- Sales of merchandise
- Cafes, food and coffee
- Commercial tie ins and sponsorship
- Contracts to provide services for other public bodies (schools, colleges, Welsh Government, police, NHS, etc.)
- Contracts to provide commercial services (e.g. professional services, training and consultancy)
- Membership schemes
- Individual donations

### 1. Services which would benefit from being free to trade

- Leisure and Fitness – this will need a continuing subsidy, but has high potential to generate more of its income
- Visitor Attractions (Caldicot Castle; Shire Hall; Old Station). These three services all require significant subsidy at present but would need to demonstrate that it could overcome barriers to generating new income in a very competitive marketplace.
- Outdoor Education – already generating a small surplus annually from sales to schools, colleges and NCS

These services should be freed up to develop as savvy enterprises, becoming even more dynamic and innovative. As they are competing in open commercial markets they would need to be able to structure themselves appropriately

### 2. Services which help to create a positive and productive environment in Monmouthshire

- Countryside
- Tourism

These services would need to become innovative, enterprising public services that are still reliant on the MCC grant but freed to find new ways to provide services, new partnerships and new sources of public funding.

### 3. Services which are provided direct to members of the public, where there is reasonable scope for attracting donations, contracts and grants but more limited scope for trading

- Youth Service

This service would develop cultures which include elements of both 1 and 2. They may end up looking like value driven social enterprises, which still rely on grant support from MCC but develop new ways to involve stakeholders, donors and others to provide support.

Evidence from successful spinout services is overwhelming in emphasising the need for committed, effective leadership from the start of the process, by a team of people who want to take the new entity forward. This team needs to share a common vision and strong sense of ownership.



## **2.12 Strategic Case for Change**

The Council has recognised the need to review the model of service provision for TLCY Services. There are a number of perceived advantages of alternative models, including:

- Greater speed of decision-making
- Increased access to other funding streams
- Ability to react quickly to market forces
- Single focused body
- VAT and National Non-Domestic Rates (“NNDR”) savings
- Commercial revenue growth
- Improved financial performance
- Independence and ability to diversify
- Sustainability of service provision
- Commercial empowerment for staff

The review of the models of service provision for TLCY Services allows these perceived advantages to be explored across a range of options and against appraisal criteria that reflect the Council’s overall aims and objectives in its Corporate Plan and through the Future Monmouthshire Transforming programme. This options appraisal forms the basis of the Economic Case.

## **2.13 Update Position**

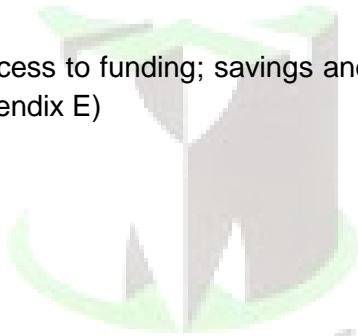
During the development process, Officers have visited a number of other Local Authority Alternative Delivery Models and witnessed first-hand the strategic advantages for both the respective Council’s and the ADM. These advantages have included the ability to recruit for and utilise specific skills which have added a different dimension to the commercial thinking of the ADMs, new and positive relationships with Council and other public sector services and the potential to work more closely with private sector partners in the pursuance of improved outcomes.

## **2.14 Conclusion**

The main conclusions from the strategic case are that the ADM is the strategic preferred option because;

- It is in tune with Council priorities and will still allow Monmouthshire some ownership and influence over future direction.
- It will set the best financial conditions for the Services, enable teams to thrive and grow and continue to provide locally delivered services by our trusted workforce.

- It will ensure a commercial drive which continues to return money either back to improve services or to reduce Council subsidy, both being as equally important.
- It will provide a sustainable footing for non-statutory high value services that prevent ill health and promote wellbeing taking demand from critical Council services.
- The Services will retain a local distinctiveness.
- It aligns with the values of Future Monmouthshire and key partners.
- There is a significant funding shortfall for TLCY Services which is anticipated to increase to 667k by 2020/21 (table 7)
- The assets are suffering from a lack of investment and have a maintenance backlog valued at £4.4m (paragraph 2.5)
  - Monmouthshire has a lack of capital capacity in order to invest in TLCY assets (paragraph 2.5)
- A new model offers access to funding; savings and commercial opportunities (paragraph 2.10 and 2.11 and appendix E)



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### 3. Economic Case

#### 3.1 Introduction

The Strategic Case has demonstrated that there is an opportunity to review the model for the delivery of TLCY services which could help the Council deliver its objectives under the Future Monmouthshire transformational programme.

The purpose of the Economic Case is to select a preferred option for future delivery of TLCY Services. This assessment will be informed by:

- The qualitative fit of these options compared against the Council's transformation objectives.
- A cost-benefit analysis of the preferred option to demonstrating value for money.

#### 3.2 Delivery Models

The SOC dated October 2016 identified an initial list of four strategic options for appraisal. Since the SOC was presented, no new options have been identified or considered by the Project Team except to separate out outsourcing into private sector and a not for profit trust. The table below provides a summary description of each option.

**Table 8 - Delivery Options**

Option	Description
<b>Doing Nothing</b>	Under the Doing Nothing option, the existing arrangements would remain the same. The Council would continue to provide the services as part of its current remit.
<b>Transforming the Service in House</b>	Under this option, the broad service delivery model remains the same however the Council would need to engage in a full service review to identify how the services could be delivered more efficiently and effectively to deliver the savings requirements.
<b>Moving the Services into an Alternative Delivery Model</b>	Under this option, a group structure would be established to enable flexibility in the future should there be an appetite for community engagement and or service user ownership which could be delivered through a more co-operative or joint venture.  In establishing its group structure the Council will need to consider what type of legal entities best serves its aims e.g. Community Interest Companies, Company limited by shares, Company limited by guarantee, Community Benefit Society or Charitable Incorporated Organisation.
<b>Outsourcing the Services to a Third Party</b>	Under this option, the services would be outsourced to a <b>private sector operator</b> or <b>not for profit trust</b> . This would be in the form of a management contract for the services and the Council would pay a set charge to the operator. How these services are delivered would be set by the terms and conditions of the negotiated contract.

### 3.3 Advantages and Disadvantages of the Options

#### 3.3.1 Option 2 – Transform in House

Advantages of transforming in House:

- The Council will have direct control over the strategic direction of the services.
- It is unlikely there would be any political or reputational impact resulting from changing the way the service operates.
- May result in further savings/income generation.
- The Council is experienced at delivering local services, although there will be changes arising from the full service review that can be managed within existing processes.
- Some investment may be possible from the Council to underpin the development of new models.

Disadvantages of transforming in House:

- The savings generated through a service review are unlikely to meet the savings target in full given reductions in budgets that have already been experienced. This will likely require service reductions to meet any shortfall.
- There would be an inability to adapt to future spending pressures.
- Limited opportunity to improve the commercial offer and deliver an enhanced service due to funding constraints.
- Increased probability of reduced opening hours or price increases given the budgetary pressures.
- Charging (with some exceptions e.g. leisure) is unlikely to be popular with Monmouthshire residents.
- The small population (92,000) would have to provide the Council with approximately £9 - £17 per head per year in charges to cover the income lost from service budgets i.e. to get the same level of services they receive now. This looks politically and practically unrealistic.
- A shortfall in meeting the savings requirements may result in service reductions and consequent staff reductions. The lack of long term stability will impact upon staff morale and emotional wellbeing.

Staff may be frustrated by a process which limits their capacity to innovate and develop new ways of working.

- Working within the existing confines of the Services and Council operations could mean that the level of service improvement is inhibited when compared with other models.
- The Council is limited in the sources of funds that it can access and in the amount and types of trading that it can carry out. This reduces the range of potential ways in which services might be developed and delivered in future.

- Limited access to further or private sector funding.

### 3.3.2 Option 3 - Establish the ADM

Advantages of a new ADM:

- Would operate in a less restricted environment than the Council.
- Would be able to establish more effective decision-making processes to respond to the dynamic environment in which it will operate, thus maximising opportunities to generate higher levels of income and meet the needs of the local community.
- A new ADM board and its employees would be specifically focussed on the delivery of TLCY services in the Monmouthshire and would come with excellent knowledge of the services and current business operations.
- If established as a charitable entity the ADM would be able to optimise NDR, VAT and tax benefits thus maximising resources for delivering services.
- There would be an opportunity for increased community involvement through representation on a new ADM board, targeting individuals who are not only committed to improving health and wellbeing in the area but also who have specialist skills and expertise to add real value to the alternative delivery model. Key skills would include finance, property, human resources, health and education.
  - There would be an opportunity for the Council to be represented on the Charitable Board of the ADM of up to 20%. Members could be represented on the boards of the Teckal company and trading company (both wholly owned by MCC).
  - Staff would be empowered through their ability to have a greater role in the management and strategic direction of the ADM, operating with commercial management whilst retaining social objectives.
  - The Council would be the commissioner of the service and would retain strategic control defining the strategic objectives and outputs for a new ADM and monitoring its delivery of those outcomes.
  - A new ADM could be developed for future expansion into the operation of other facilities and services on behalf of Monmouthshire and/or services on behalf of other local authorities.
  - A new ADM would be able to access sources of borrowing and funding created specifically for not for profit distributing organisations including those that are charitable.
  - Surpluses generated by the ADM would be ring-fenced for reinvestment in TLCY services, the details of which would be controlled through a management agreement.
  - Opportunities to maximise gift aid as a charitable organisation.
  - Low risk option with many local authorities having a proven track record in delivering high quality and affordable leisure services.

- There is the opportunity to fix funding (this could be on a reducing basis) for agreed period, with an opportunity to re-negotiate funding at agreed intervals in the annual service planning to continuously prioritise the services to the needs of the local community. This gives cost certainty to both parties and will deliver better outcomes.
- Corporate support services currently provided by the Council to TLCY services could be reduced creating further savings to Monmouthshire or generate an additional surplus for the ADM to re-invest in services or increase its reserve for future sustainability. Some services may be purchased through a service level agreement/contract. However, where support services are substantially associated with the service these individuals could be TUPE transferred to the new ADM.

#### Disadvantages of a new ADM

- The Council would retain strategic control through a management agreement and limited representation on the Board but would no longer be directly responsible for the day to day delivery of the service.
- There would be set-up costs attributed to the formation of the ADM i.e. establishing a management/administration base, establishment of a trading reserve associated professional fees and potentially additional staff costs, e.g. a Commercial Director, as well as marketing and rebranding costs.
- Support services could be purchased from other providers, although staff significantly attributed to the TLCY services would TUPE transfer and the remaining elements would need to be identified and budgets transferred.
- An ADM would be considered as a single entity organisation and as such could be more susceptible to peaks and troughs in its operation.

### 3.3.3 Option 4a - Private Operator

A private operator would need to be commissioned through an OJEU open market procurement process. The advantages and disadvantages are highlighted as follows;

#### Advantages of a Private Operator:

- Access to external investment is relatively quick and surmountable, although this is generally more costly compared to local authority access to funding.
- Access to leisure industry expertise and a commercial focus to improve income generation and cut costs.
- Potentially offers the highest level of financial savings.

#### Disadvantages of a Private Operator:

- There is a cost implication for the Council of a full OJEU tendering process, research has shown that procurement costs account for 1.4% of the contract volumes with 25% of this falling directly upon the Council.
- There is an ongoing cost of contract management and for a contract of this size it is anticipated to be equate to the cost of 1.5FTE of staff along with associated management costs and overheads

- Levels of customer utilisation within Monmouthshire's TLCY service is operating at a high standard which may restrict the amount of interest from private sector operators.
- Planned changes by Welsh Government to the mandatory adoption of the Workforce Code of Conduct could significantly affect the level of private sector operator interest. This proposed change would prevent a two-tier workforce being established by a commercial operator and it is likely this would be reflected in an increased percentage of management fees.
- A private sector operator would have an existing central support service and therefore there would be a risk of redundancy for staff in support services.
- A private sector operator is likely to be put off by the pensions risk and the rising deficit within the LGPS.
- A private sector operator will want to harmonise the terms and conditions of its workforce which would affect all staff who transferred to the operator.
- Profits would be made by a private sector operator and likely to be paid as dividends to shareholders rather than re-investing in Monmouthshire's TLCY services and facilities.
- Market analysis had demonstrated that in major outsourced contracts, any service add-ons to meet new demands or eventualities become progressively more expensive as Authorities had to negotiate add-ons that were not in the specification
- A private sector operator may have a reduced interest in the long-term investment due to the contract duration and ability to obtain a return on investment. It is unlikely to invest in a short term project and would seek to maximise returns by cutting costs and stripping assets.
- A private sector operator may not wish to host significant events within the area due to having a commercial focus and not wanting to remove its sight of operational margin.

### **3.3.4 Option 4b - Existing Not for Profit Organisation (NPDO)**

The advantages of commissioning an existing NPDO would be similar to the establishment of a new NPDO, however, an existing NPDO would need to be commissioned through an OJEU open market procurement process. There are differences between the options of establishing a new NPDO and commissioning an existing NPDO which are highlighted as follows;

Advantages of an Existing NPDO:

- An existing NPDO would operate in a less restricted environment than the Council and its existing decision-making process would allow enable them to respond to the dynamic environment in which it will operate, thus maximising opportunities to generate higher levels of income.
- An existing NPDO would have an established senior management structure therefore set-up costs would be less than a new NPDO, for example, no need to create a reserve for the organisation.
- An existing NPDO could have a broader base of business with a proven track record of delivery of other local authorities' sport and leisure provision.

- Some existing NPDO's would have proven track records along with established policies and procedures.
- If established as a charitable entity a new NPDO would be able to optimise NNDR, VAT and tax benefits thus maximising resources for delivering services.
- Opportunities to maximise gift aid as a charitable organisation.
- An existing NPDO could be able to quickly access sources of borrowing and funding created specifically for not for profit distributing organisations including those that are charitable. However, this may be more costly than borrowing through the Council.
- Opportunity to fix funding (on a reducing basis) for agreed period, with an opportunity to re-negotiate funding at agreed intervals in the annual service plan to continuously prioritise the services to the needs of the local community. This gives cost certainty to both parties and will deliver better outcomes.
- Employees could have increased career progression opportunities as part of a larger organisation.

#### Disadvantages of an Existing NPDO:

- An existing NPDO would already have a board of trustees and there would be no interest for the local community or representation from Monmouthshire Members on the main board. A local advisory board could be established but it would have no legal status and financial and operational decisions would be made by the existing NPDO's board of trustees.
- An existing NPDO cannot be established or directly procured to undertake the management of Sport and Leisure services. An open competitive procurement exercise would need to be undertaken with both NPDOs and private operators being able to submit proposals.
- Longer timescales to procure an existing NPDO operator leading to delayed MTFP savings and significant delays in achieving such savings.
- An existing NPDO would have a centralised support service and therefore staff associated with the in-scope services would need to be identified and savings made accordingly. There would be job reductions within the local area as operations would be centralised elsewhere in the country. However, this could in turn provide further savings.
- The NPDO will want to harmonise the terms and conditions of its workforce which would affect all staff who transferred to the operator.
- Surpluses made by an existing NPDO may be invested outside of Monmouthshire. There would be no legal obligation to reinvest all surpluses and savings within the Area.
- An existing NPDO may utilise TUPE transferring employees to improve and enhance existing and/or future contracts elsewhere, which could potentially reduce the number of employees working solely in Monmouthshire and could lead to reduced service standards.
- Commissioning an existing NPDO may in time result in the services in Monmouthshire receiving less management attention if another contract becomes a higher profile, and requires greater investment of management time and resource.



### 3.4 Qualitative Evaluation Criteria

The preferred option for delivery is required to be aligned to the Council's objectives. These objectives were used as the basis to form the qualitative criteria to assess each delivery option.

**Table 9 - Qualitative Evaluation Criteria**

<b>Title</b>	<b>Objectives</b>
Quality	The option will deliver the set quality standard agreed with stakeholders and has the ability to adapt and improve over time.
Operational Efficiencies	The option presents a clear opportunity for driving operational efficiencies through expertise of management, economies of scale and a commercial outlook.
Commerciality	The option provides enhanced long-term commercial viability for Culture and Leisure assets, based on skill sets, experience and sectorial understanding.
Community	The option provides opportunities to engage with and benefit the wider community.
Accountability and Governance	The option provides the Council and community with a degree of transparency, flexibility and comfort over the ongoing delivery of the services and the council's interest in the services.
Resources and Investment	The option provides for the effective utilisation of resources and investment to allow for the successful delivery of the services in sustainable manner. This included staff and managerial resources working together to realise the governing organisations goals and objectives.
Reputation & Political Considerations	The option is unlikely to present materially substantial objections from the Council's stakeholders.
Risk Management	The option provides opportunity to manage the relevant risks associated to service delivery.
Education	The option provides learning experiences to enable young people to fulfil their potential as empowered individuals & members of communities through the provision of an adequate Youth and Outdoor Education Service
Protecting Vulnerable People	The option supports an active and healthy Monmouthshire and a healthy lifestyle through the participation in physical activity, offers support to those most vulnerable NEET 16-24 year olds in order to sustain education, employment or training and reduce the potential for youth unemployment.
Supporting Enterprise, Entrepreneurship and job creation	This option raises the profile of Monmouthshire regionally, nationally and internationally with a view to increasing visitor spend and extending the visitor season. It seeks to create links with local businesses to provide opportunities to buy and sell services
Maintaining locally accessible services	Providing a full range of leisure services in Monmouthshire towns. Investing in buildings and green infrastructure to create quality spaces that will attract greater visitor numbers and improve financial viability.

*Source: The criteria referenced above are contained within Appendix G*

### 3.5 Delivery options assessment

#### 3.5.1 Assessment criteria

Each of the four options has been assessed against the criteria described above. To capture the importance of each option to the Council, these options have been weighted and this is set out below.

**Table 10 - Criteria Weighting**

Option	Weighting (%)
Quality	20
Operational Efficiencies	15
Commerciality	15
Community	10
Accountability and Governance	5
Resources and Investment	5
Reputation & Political Considerations	5
Risk Management	5
Education	5
Protecting Vulnerable People	5
Supporting Enterprise, Entrepreneurship and job creation	5
Maintaining locally accessible services	5
Total	100

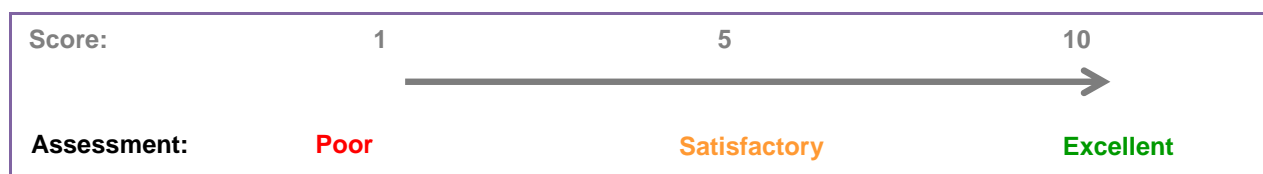
*Source – Project Team*

The weightings were agreed by the Project Team prior to the evaluation workshops.

#### 3.5.2 Scoring Range

The options were scored against the criteria using the following scoring scale:

**Figure 4 - Scoring Criteria**



#### 3.5.3 Appraisal Method

The options appraisal was undertaken by the Project Team at workshops in November and December 2016. The attendees had representation from across the following Council services:

- Staff from leisure, outdoor learning, youth and countryside services
- Members of the Future Monmouthshire Team and MCC Officers
- Senior Leadership team including Finance and Property
- Elected Members

The scoring was completed in groups, with a full group discussion on each criteria across the 4 options, with a consensus score being taken. A detailed summary of this workshop is provided in Appendix F and G.

### 3.5.4 Delivery options evaluation summary

The table below summarises the assessment of the four options against the qualitative criteria. It shows that the highest scoring delivery option is to establish a new organisation.

**Table 1 - Qualitative Assessment Summary**

		Option A	Option B	Option C	Option D
Title	Weigh-ting %	Doing Nothing	Transform Service in House	Moving the Services into an ADM	Outsource to a Third Party
Quality	20	2.2	5.0	8.0	4.6
Operational Efficiencies	15	1.8	4.8	8.2	5.8
Commerciality	15	1.4	3.8	7.4	4.2
Community	10	2.6	6.0	7.8	3.2
Accountability and Governance	5	6.2	6.6	6.2	4.6
Resources and Investment	5	2.0	4.6	7.6	4.2
Reputation & Political Considerations	5	3.6	6.2	7.2	4.2
Risk Management	5	2.6	5.0	6.2	3.8
Education	5	3.6	6.0	8.0	4.0
Protection of vulnerable People	5	3.8	7.0	8.0	3.6
Supporting Enterprise	5	2.6	5.2	7.2	4.2
Maintaining Locally Accessible Services	5	2.6	5.8	7.6	3.0
Total score	100	35.0	66.0	89.4	49.4
Ranking		<b>4</b>	<b>2</b>	<b>1</b>	<b>3</b>

The preferred option, the ADM, scored 89.4 being 23.4 marks higher than the next best placed option of transforming the service in house.

The preferred option is for the provision of Culture and Leisure Services to move to an Alternative Delivery Model. The key points of the appraisal were:

*The scoring matrix and accompanying papers created good discussions with participants and enable in depth exploration of each option against the criteria set*

*The participants that completed the exercise are fully aware of Option 1 not being viable for the immediate or long term future*

*Discussions had demonstrated little appetite for Option 4 of outsourcing services to another provider and could create additional anxiety for staff on future security*

*Both Options 2 and 3 created the most discussion, with good reasons given that could warrant choosing either of these options. There is caution for option 2 in relation to sustainability in future years with continual reduced funding.*

The summary of justification and commentary for these scores are set out in the table overleaf. For full details and analysis of the workshop, refer to Appendix F and G



### 3.5.5 Options appraisal workshop commentary highlights

**Table 2 - Options Assessment Workshop Commentary**

<b>Criteria and Weighting</b>	<b>Option 1: Doing Nothing</b>	<b>Option 2: Transforming the Service in House</b>	<b>Option 3: Moving the Services into an Alternative Delivery Model</b>	<b>Option 4: Outsourcing Services to a Third Party</b>
1. Quality (25%)	The current service was deemed to be high in quality, but lacked the ability to adapt going forward when faced with spending pressures.	The services would require significant review to continue delivery in house to the same quality, which would result in either reduction or investment  Know business and structures already in place	The organisation would be set up with a set of measurable objectives. This would allow the Council to have a degree of control over the quality. The flexibility and strategic focus by the organisation could allow an improvement in quality.	The operational quality would be defined in the contractual arrangement. The private sector would have the ability to use different resources; however, as profit orientated, these might not benefit the end customer.
2. Operational Efficiencies (20%)	The Council currently has access to some economies of scale for items such as support services. However the Council may not have the ability or personnel across the services to drive efficiencies.	The Council currently has access to some economies of scale for items such as support services but there is acknowledgement that staff n of staff moral already low in driving efficiencies	This organisation would be able to buy in the expertise requirement to implement efficiencies. It would be able to continue to take advantage of the economies of scale available to the Council in areas such as support services.	As a private sector organisation, it would be able to implement efficiencies across the business. These efficiencies may not be passed over the Council.
3. Commerciality (20%)	Currently the Doing Nothing option is perceived as providing a commercially focussed service. Due to the size of the Council and competing priorities, it is unable to react to all opportunities. Ability to provide an enhanced service over time may be challenging.	Same as option1	The existing staff and expertise would build a strong foundation to the organisation. Able to supplement the team with the required expertise.	The private sector would not have the full sector knowledge required, however, it would be able to provide the commercial acumen and react quickly.

<b>Criteria and Weighting</b>	<b>Option 1: Doing Nothing</b>	<b>Option 2: Transforming the Service in House</b>	<b>Option 3: Moving the Services into an Alternative Delivery Model</b>	<b>Option 4: Outsourcing Services to a Third Party</b>
4. Community (10%)	Good opportunity to engage with the local community, but effectiveness varying across services.	Continued opportunity to engage with local community in a more cohesive approach; however would still reach the same cohort.	The outcomes were deemed to be similar to the current situation; however, there would an increased focus due to the specific remit of the organisation.	Engagement with the community would be limited to the contractual inputs which may be difficult to enforce during the contract.
5. Accountability and Governance (10%)	The Doing Nothing option allows for full transparency and accountability. Potential for issues in the future due to budget restraints.	As services staying in house continues to allow for full transparency and accountability	As it would be within the Council's group structure, there would be more visibility than the private sector options.	The level of interaction would rely on the contract which may be limiting.
6. Resources and Investment (5%)	There is an ability to move resources around and access capital. However, this may reduce as budget pressures increase going forward.	After transformation there is an ability to share resources and access capital. Services would do less well as cannot sustain current model.	There are efficiencies of using the structure which provide opportunities for re-investment. Downside is the Council will still need to fund the service deficit.	As part of a larger organisation, there is more ability to react and be flexible around resources.
7. Reputation & Political Considerations (5%)	There would be limited impact to the general public. Consequently no change might result in internal issues with staff as they expect change.	Limited impact as per option 1	A potential pressure from stakeholders as legal structure is not fully understood. More accepted position than the private contractors.	There is a negative perception of privatisation of services; therefore, this presents higher risk.
8. Risk Management (5%)	The public sector has control over the risks. Conversely, the risks would not be transferred to reduce the Council's exposure.	Same as option 1, the risk still ultimately rests with the public sector.	Same as option 1, the risk still ultimately rests with the public sector.	The private sector has the ability and depth to deal with the risks. However the Council loses control on how these risks are dealt with.

<b>Criteria and Weighting</b>	<b>Option 1: Doing Nothing</b>	<b>Option 2: Transforming the Service in House</b>	<b>Option 3: Moving the Services into an Alternative Delivery Model</b>	<b>Option 4: Outsourcing Services to a Third Party</b>
9. Education (5%)	Limited access to informal and formal learning opportunities for community members although	Transform in house will attempt to ensure learning programmes are available across venues and services. The services would maintain service position e.g. leisure, outdoor education, youth.	One of the key areas of ADM would be a learning and educational development. Some services more than others although all contribute to ensure that there is a coordinated approach.	This would depend on the company selected. The nature of services included does provide educational and learning opportunities however this may not be a priority.
10. Protecting Vulnerable People (5%)	The Council prioritises keeping people safe and is part of the All Wales Safeguarding policy. All policy and procedure would have this as a priority or service would be shut if this could not be guaranteed	The Council prioritises keeping people safe and is part of the All Wales Safeguarding policy – stays the same	The council prioritises keeping people safe so the ADM would need to agree the standards expected of the authority and comply. The Teckal services would be as existing MCC services now.	The contract between the Council and the company would need to be agreed and monitored strictly. This may provide additional cost and this monitoring and approach would need high levels of scrutiny.
11. Supporting Enterprise, Entrepreneurship and job creation (5%)	Whilst trying to do this it would be difficult where services are managing decline	Working with colleagues in Enterprise/MCC and business to promote a culture of growth.	Working with colleagues in Enterprise/MCC and business to promote a culture of growth and opportunity. The culture of permission and swift action is one of the major benefits of ADM models. Jobs could be created.	Depending on outsource many private companies have central solution and business models – there would a commercial angle ensure income and bottom line. Jobs could be created through investment and new target markets
12. Maintaining locally accessible services (5%)	Some services would be closed unless MTFP changed	Attempt to further transform services through restructure and prioritise service offer	Services in Teckal would continue to deliver local services – all services as per in house transformation would prioritise service offer run by local board	The service would be maintained depending on the contract. The option may involve a board making decisions from other a far.

Source: Options Appraisal Workshops

### 3.6 Analysis of Costs and Benefits

The outcome of the qualitative assessment of the options has highlighted a transfer to a new ADM as the preferred option. In this section an analysis of costs and savings has been undertaken for the options against the Doing Nothing option to consider the value for money of implementing the new delivery model. Costs and revenues are analysed further in the Financial Case.

#### 3.6.1 Costs

The creation of the new ADM may result in additional running costs which will need to be taken into consideration when analysing against the base case. These costs may not necessarily be greater than the full back office and management costs of the services in-house and it is possible that the running costs could be less than the current overheads of the services in the Council at present. The costs are based on Anthony Collins' experience of other ADMs and Leisure Trusts and are described below.

Implementation Costs	
Option	Implications
Doing Nothing	No change
Transform in house	Potential redundancy costs
Move to a new ADM	One off costs of 175k for property condition surveys, professional advice (legal, VAT and taxation), accommodation, branding and marketing but excludes the cost of redundancies
Private Operator	One off costs of 295k for property condition surveys, professional advice (legal, VAT and taxation), provision of ICT network, accommodation, branding and marketing but excludes the cost of redundancies. There would be additional costs of tendering and complying with OJEU.

Support Service Costs	
Option	Implications
Doing Nothing	No change
Transform in house	No change
Move to a new ADM	TUPE transfer of staff and budgets. Any remaining services provided to the ADM would attract VAT so beneficial to the ADM to provide its own back office functions. Any specialist costs would need to be identified in the full business plan but would be expected as part of the culture of the ADM and would not involve any additional costs.
Private Operator	It is anticipated that the private operator would have an established support service and therefore staff employed within the corporate centre could be at risk of redundancy. Any changes or new requirements would be added onto the contract at an additional cost.

Management Fee & Profit Margins	
Option	Implications
Doing Nothing	None
Transform in house	None
Move to a new ADM	Slight improvement in the authority's partial exemption position. Improved trading position through operating the service in a more commercial manner. Profits would be retained within Monmouthshire and applied to service sustainability and improvement.
Private Operator	A management fee would be charges to the contract – typically in the region of between 7% and 9% of revenue costs, excluding profit margins of circa 5%. Dividends would need to be paid to shareholders. An existing not for profit organisation would have no requirement to reinvest surpluses into the portfolio of services.



<b>Pensions</b>	
<b>Option</b>	<b>Implications</b>
Doing Nothing	No change
Transform in house	No change
Move to a new ADM	Would apply for admitted body status in order to provide the continuation of the pension scheme under TUPE transfer. An actuarial valuation would be needed to attribute a deficit prior to transfer
Private Operator	Would apply for admitted body status in order to provide the continuation of the pension scheme under TUPE transfer. An actuarial valuation would be needed to attribute a deficit prior to transfer. The private provider may not be eligible for admitted body status and may be very cautious about taking on a pensions deficit.

<b>Capital investment</b>	
<b>Option</b>	<b>Implications</b>
Doing Nothing	No change – limited capital resources and reducing planned and reactive maintenance budget
Transform in house	No change – limited capital resources and reducing planned and reactive maintenance budget
Move to a new ADM	Property Condition surveys required. Surpluses will be reinvested. Funding and management agreement will determine capital budgets and maintenance budgets
Private Operator	It is not in the interest of the private operator to prolong the life or invest in the facilities beyond its contractual obligations

### 3.6.2 Benefits

The analysis considers two main areas of financial benefits – NNDR and VAT changes.

#### 3.6.2.1 NNDR

The NNDR savings assume that part of the ADM will be made up of a registered charity and that the application for charitable status will be approved. The detailed NNDR savings are set out the financial case.

<b>NNDR relief</b>	
<b>Option</b>	<b>Implications</b>
Doing Nothing	No relief as NNDR costs would remain constant
Transform in house	No relief as NNDR costs would remain constant
Move to a new ADM	Part of the model would include a body with charitable status and could attract discretionary relief
Private Operator	A private operator would receive no NNDR relief but if they had a hybrid “trust” then they could potentially benefit from. A Charitable provider would benefit from NNDR relief.

#### 3.6.2.2 VAT

It is expected that part of the ADM will have charitable status and consequently certain income it generates will be exempt for VAT purposes under the VAT Sporting Services and Culture Services exemptions, and this can provide VAT savings. The financial case details the approach to the calculation of VAT savings. More detailed guidance is contained within appendix J.

VAT relief	
Option	Implications
Doing Nothing	No relief
Transform in house	No relief
Move to a new ADM	There could be an improvement on current trading assuming sport and cultural supplies are exempt however this would be reduced significantly through the awarding of a grant to cover the service deficit.
Private Operator	A private operator would receive no VAT relief

### 3.6.2.3 Operational Efficiency Savings

As part of moving to an ADM model, there is the potential to realise a level of operational savings driven from either an increase in revenues and /or a reduction in costs. This is based on the track record of other similar organisations. However, these savings are not guaranteed and at this stage of the business case process, have not yet been developed. For the purpose of this analysis to ensure a prudent result, no efficiency savings have been factored into the analysis.

Improved Operational Income	
Option	Implications
Doing Nothing	No change
Transform in house	Scope for some small improvements by prioritising certain service areas over others
Move to a new ADM	Direct control and increased autonomy would improve operational income. Potential to tender for other local authority services
Private Operator	Increased income and efficiency savings would be taken by the private management contractor – staff could be redeployed into other contracts.

### 3.6.2.4 Additional local and national economic benefits

The final aspect to be considered is the local and national benefits arising from the change in the service delivery such as additional jobs and Gross Value Added (“GVA”) to the economy. This business case is based on the continued delivery of a set of services and accordingly we consider there to be no additional benefits between the options, in both terms of direct and indirect GVA to the economy. No adjustment is therefore made in respect of additional economic benefits.

## 3.7 The Preferred Option

The options appraisal concluded that the ADM is the preferred option which will take the form of a group company structure including a local authority controlled company, a charity and a trading company. This was the result of qualitative assessment agreed with representatives of Project Team. This qualitative result is supported by the financial analysis which yields a net financial benefit compared to the Doing Nothing option although is not the option that produces the most financial benefit. The key differences from the other options are noted as:

- The organisation having objectives which can be aligned to the Council.
- The organisation has a stronger ability to adapt to services requirements and customer feedback through the focus of the organisation.
- The Council maintains an element of visibility and governance over the organisation.

- The organisation has the ability to attract the correct skill sets to improve services going forward and potentially other sources of funding.
- There is a strong net benefit from the setup of the ADM, which could be reinvested into the services and/or off-setting the management charge paid by the Council.

It should be noted that the preferred option was selected based on the qualitative data and supported by some financial benefits, in other words, the NNDR savings. It has not taken into account potential operation efficiencies or the potential for increased commercial return.

### **3.8 The ADM**

In the UK, a significant number of local authorities have developed ADM's or Charitable Trusts for the management of their leisure and/or culture services with the size, scale and detailed operation varying depending on each council's circumstances.

The majority of culture and leisure facilities require subsidy to a greater or lesser degree, so it is normal for local authorities to fund the operating deficit by way of a management charge which represents the cost of the ADM providing services on behalf of the Council. The Council retains control and ownership of the assets and, being the main funder, has continuing major influence over policy.

From an operational perspective, the ADM would deliver the services through the existing staff base that would transfer from the Council to the ADM under transfer on the basis of TUPE from the Council to the ADM.

### **3.9 Key Drivers**

The key drivers for changing the current delivery model include:

- The ability to hire new skills and focus on the commerciality of the services available, allowing them to adapt and quality to improve going forward.
- The Council still maintains an element of oversight and the objectives are aligned to its objectives.
- The potential ability to use savings for reinvestment into the services and assets.
- The ability to generate new income streams or commercialise existing income streams to maximise income and offset against required savings.

### **3.10 Conclusion**

The Conclusions for the Economic Case are as follows;

- The "do nothing" option was discounted in October 2014 as it does not meet the Council's objectives of delivering sustainable local services

The "transform in house" has not been selected as this option would not allow the full potential and opportunities to grow and develop these services

- Outsourcing has been discounted as there is the risk that certain services would not be seen as being a financially favourable option. However, it is widely recognised that larger

commercial organisations are able to offer large economies of scale for some services. It is often suggested that the private sector would be able to provide these services as a lower cost than the Council but in order to do this, it is likely that they would look reduce staffing costs, redefine changes staff terms and conditions and make changes to service delivery.

- The preferred delivery option for the services associated with the TLCY assets is through an ADM (table 9). The model is structured in 3 parts;
  - Charity – this offers financial savings; allows access to funding; is a not for profit organisations as is seen as “ non-commercial” – addresses council key concern
  - Teckal Company. – MCC would retains control over services but would allow some limited flexibility for commercial operation
  - Trading Company to take advantage of trading opportunities and reinvest profits back into the Charity through “gift aid”.
- The net benefit across a 25 year period was indicatively estimated at £1.888m in NPV terms
- The financial benefit is the result of NNDR savings against the additional costs of running the ADM. These savings are unlocked with the selection of a charitable part of the ADM as the preferred delivery option. Further VAT savings could be unlocked if the ADM was awarded a service contract as opposed to a grant agreement.
- Long term sustainability of the model should be a key priority and that if a model is established simply to reap only the NNDR benefits with no reinvestment into the facilities do not achieve long term development and sustainability.

## **4. Commercial Case**

### **4.1 Introduction**

The various options have been considered and it has been determined that a 'Teckal' Company, a Local Authority Trading Company and a Charity is the preferred option for the vehicle to provide the services to the Council. The options and advantages and disadvantages are set out in section 4.3 below. A number of different considerations regarding the future commercial and operating structure of the ADM have been considered and are being developed. The purpose of this section is to develop analysis regarding important commercial and operating considerations for the ADM.

The assessment will be informed by:

- A discussion regarding the ADM structure, governance and commercial arrangements
- A description of the issues related to the provision for support services and repairs and maintenance arrangements
- Regulatory and staffing arrangements

### **4.2 ADM Structure**

#### **4.2.1 Options**

The key issues to consider on formation of the ADM are:

- The type of organisation to set up.
- The type of corporate structure to choose.
- Registration and ongoing regulation formalities.

There are a number of different options typically considered for ADM's. These are examined below and more detail is provided in Appendix H.

#### **4.2.2 Option 1: Company limited by shares (CLS)**

The ADM could include a CLS which is the most common type of private company and is a frequently used vehicle for 'Teckal' companies. CLSs have a 'share capital' which shareholders are obliged to contribute to and in return they can receive a share of the profits based upon their shareholding. The liability of shareholders' is limited to their value of their shareholding and Directors are also protected providing they act in accordance with their Directors' duties.

CLSs are regulated by Companies House and subject to the Company Act 2006 and associated regulations.

##### **4.2.2.1 Advantages of a Company limited by shares**

The benefits of this structure are considered to be:

- This structure has the least restrictions upon the use of assets or distribution of profits
- Provides the greatest flexibility in how the services can be provided.

- The 'Teckal' Company could operate so as to service most of the Council's needs and so would essentially be the 'internal' facing company;

#### **4.2.2.2 Disadvantages of a Company limited by shares**

However, there are disadvantages of this structure, such as:

- There is a restriction on 'Teckal' companies' ability to generate external income from other sources (limited to no more than 20% funding/income from other sources). This is known as the "state aid" test. More explanation of this is contained within appendix H.

#### **4.2.3 Option 2: Company limited by guarantee (CLG)**

A CLG does not have to be charitable, but it is the most common structure usually employed when creating a new charity. The key features of this structure include:

- It is incorporated under the Companies Act 2006 without issuing shares but instead the member guarantees a sum of money in the event of insolvency
- It gives the company, and its members, limited liability in respect of the debts and obligations of the company
- The directors have duties and responsibilities under the Companies Acts and additional duties as trustees once the company is a registered charity
- It is regulated by both the Companies Act and the Charity Commission. .

After incorporation, an application to Charity Commission will be made to obtain charitable status. Once the Charity is formed it would enter into a number of agreements with the Council including the Licences, the Service Agreement and the Support Services Agreement. The directors will have to comply with both the requirements of the Companies Act and Charity Commission.

##### **4.2.3.1 Advantages of a Company limited by guarantee**

The benefits of this structure are considered to be:

- Protection and familiarity of the Companies Act.
- Supported by clear and established legal precedents over the rights and obligations placed over the member of the board.
- CLGs are widely recognised and familiar to grant/funding providers and can provide great flexibility between operating at a profit and protecting the assets of the organisation.
- Will enable certain services to benefit from other charitable sources/donations presently accessible to the Council. It may enable business tax relief and would enable the other companies in the group to 'gift aid' profits to be reinvested in charitable purposes, thereby mitigating the impact of corporation tax charges.

##### **4.2.3.2 Disadvantages of a Company limited by guarantee**

However, there are disadvantages of this structure, such as:

- Separate registration is required under Companies Act and under Charity Commission requirements.
- Reporting requirements apply under both regulatory regimes.

#### **4.2.4 Option 3: Community Interest Company (CIC) (limited by shares or guarantee Company limited by guarantee)**

CICs are a type of company set up with a social purpose and that want to use their profits and assets for public good. CICs are companies which can be limited by shares or guarantee but the key difference is that the purpose of the company is to provide a benefit to the community rather than its shareholders, directors or employees.

##### **4.2.4.1 Advantages of a Community Interest Company**

The benefits of this structure are considered to be:

- Subject to an asset lock, to ensure that its assets and profits are never sold at an under value and are dedicated to community purposes.
- More flexible about who is on its Board and whether Board Members were paid for their role.

##### **4.2.4.2 Disadvantages of a Company limited by guarantee**

However, there are disadvantages of this structure, such as

- Cannot obtain charitable status

#### **4.2.5 Option 2: Charitable Incorporated Organisation (CIO)**

A CIO is a new legal form of charity available which was introduced in January 2013. As with a company limited by guarantee, the CIO is a corporate body and so can hold property and enter into contracts in its own name. The members of the CIO also have the benefit of limited liability.

The purpose of the CIO was to create a corporate model that is specifically tailored to the requirements of the charity sector and allows charities access to the benefit of limited liability whilst simplifying the regulatory framework. The key features of this structure include:

- OSCAR is responsible for granting both charitable status and a corporate identity at the same time
- CIOs are governed solely by Charity legislation and not governed by the Companies Acts.

##### **4.2.5.1 Advantages of a CIO**

The benefits of a CIO when compared with a company limited by guarantee are considered to be:

- A simpler registration process in relation to charitable status and incorporation, as the Charity Commission grants charitable status and a corporate identity simultaneously.

- A simpler regulatory regime, as the reporting requirements are those that apply to charities and avoids reporting to both Companies House and the Charity Commission.
- The legal framework governing CIOs is simpler in comparison
- The duties of charity trustees have been simplified, so the trustees are only subject to the requirements of charities legislation.

#### **4.2.5.2 Disadvantages of a CIO**

However, there are disadvantages of a CIO structure, such as:

- A key downside of the CIO is that it is not incorporated under the Companies Act and therefore is not afforded the same legislative protection. Similarly, the CIO is a new structure and the processes required for certain circumstances may not have precedent to rely upon.
- A CIO must have at least two members, which differs from the company structure, which only requires a sole member. In practice, this means the Council will need to set up a nominee company to constitute the second member. The CIO's constitution can be drafted so that the Council has the sole power to appoint the board. Additional administration would be required to set up a nominee company but, thereafter, the ongoing administration should be minimal as the nominee company would not be active.
- The application to register a CIO must be made by at least two individuals and not corporate bodies. The Council, and the nominee company, would be admitted as members at a later point. This can be accommodated by having provisions in the Charity constitution, stating that as soon as the Council and the nominee company are admitted as members, the two initial individual members cease to be members.
- A CIO is unable to grant a floating charge security over its assets. CIOs are, however, able to grant fixed charges securities over assets, such as land or buildings, similar to a company. Typically, this is not a problem as all the Charity's major assets would be owned by the council and leased to the Charity.

#### **4.2.6 Charitable Trading Subsidiary**

Irrespective of which option is chosen, it is anticipated that the Charity arm of the ADM will require a Charitable Trading Subsidiary to undertake all non-primary purpose activities. These include all activities that do not fall squarely within the charitable objectives of the organisation (e.g. bar, café and rental of business spaces).

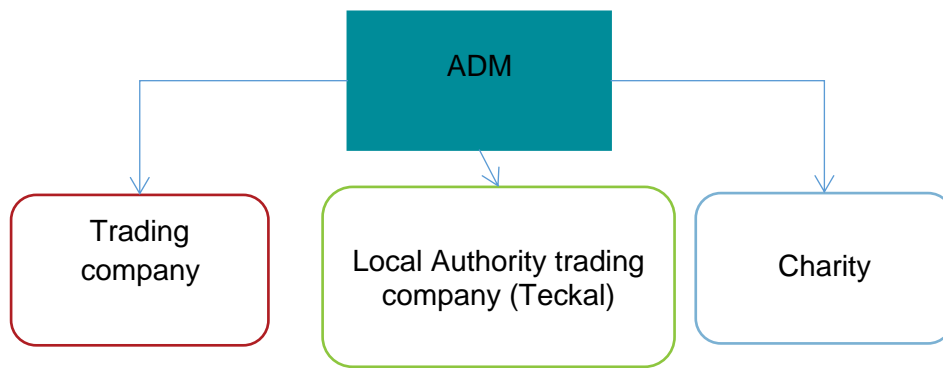
#### **4.2.7 Summary**

The review undertaken by Anthony Collins has recommended that the best option would be to establish a group structure comprising of a local authority 'Teckal' company, a separate trading company and a separate charity. The structure offers the protection and familiarity of the Companies Act, supported by clear and established legal precedents over the rights and obligations placed on the members of the Board.

An organisational structure that adopts this approach is defined in the following diagram. This is the model that is proposed in terms of this outline business case.



Figure 5 ADM Recommended Structure



### 4.3 Procurement Requirements

The law with regard to EU procurement, and its application to the proposed structure, is complex. One of the more significant areas of concern will be the Council's ability to demonstrate that it is complying with its procurement obligations.

#### 4.3.1 Distinction between Grant Agreement and Services Contract

Historically, different approaches have been taken in relation to this area and indeed different approaches are likely to be taken in the future within the context of the Public Contracts Regulations 2015 (the "Regulations"). In other similar projects, councils have started with an assessment of whether:

- It will award a grant to the new ADM, which is not subject to procurement requirements. However, it is essential to ensure that it is a grant arrangement and not a de facto service contract, called by a different name;
- It will award a contract for services to the new ADM, which will need to comply with the requirements of the Regulations and the Council's own constitutional requirements.

If making a grant agreement, then the Regulations do not apply but MCC need to consider whether:

- To award the grant with specified outcomes rather than having more detailed service specifications and KPIs as would be the case with a services contract;
- Breach and withdrawal, clawback or repayment of the grant is an appropriate mechanism or whether MCC would prefer to adopt a more detailed price performance mechanism that it would enforce through the services contract;
- VAT and Gift Aid implications need to be factored into the decision. VAT is not payable on a grant and it may also be eligible for Gift Aid. However, a services contract could not attract Gift Aid and would of course be subject to VAT. Advice has been sought by tax advisors.
- The key note of caution here is that you cannot dress one up as the other, as there are likely to be adverse consequences of doing so if the approach is challenged and/or has to be

remedied at a future date. Any decision will always look at the substance of the arrangements rather than at what the parties have chosen to call it.

#### **4.3.2 The Regulations and Preferred Procurement routes**

As the Council is a contracting authority and subject to EU and national procurement law, a contract of that nature would usually require to be advertised in the Official Journal of the European Union and an open and transparent tendering process to be followed.

MCC will need to ensure that it complies with the requirements of the new Regulations which are a consolidation of existing procurement law, including case law. One of the key changes the Regulations make is the removal of the distinction between Part A and Part B services. This means that contracting authorities can no longer grant an uncontested contract for services worth over 750,000 euros (approximately £625,050) to spin-outs, although a 'light touch' regime has been proposed for 'health, social and other service' contracts with a value greater than this threshold.

The most relevant potential procurement options open to the Council are therefore to;

- **Option A** - Form a Local Authority Trading Company (LATCO) as a Company Limited by Guarantee or Shares (though note this vehicle could not have charitable status because of issues with it being independent of the state). There would not be a requirement to undergo a procurement exercise, if the Council ensured compliance with the requirements of Regulation 12 of the Regulations (otherwise known as the 'Teckal' exemption which has now been codified in the new Regulations);
- **Option B** - Procure the services in accordance with the new "light touch regime";
- **Option C** - Run a limited "public service mission organisation" competition, also referred to as a "social enterprise" competition; or
- **Option D** - Consider whether MCC would like to procure a partner to help leverage in some additional expertise or investment. If it were to pursue this route it may need to consider, what, impact this may have on its charitable status, depending upon what type and level of expertise and investment is secured. This would also need to be in accordance with any requirements set out in the company's constitutional and governance documents.

##### **4.3.2.1 Option A: Teckal Compliant LATCO**

A public authority can procure directly from a Teckal compliant company without going through the European OJEU process. A Teckal compliant company is one that:

- Is managed so that the local authority exercises control which is similar to that which it exercises over its own departments
- Carries out at least 80% its activities for the controlling local authority
- Has no private financial involvement in its ownership.

##### **4.3.2.2 Option B: Light Touch Regime – Regulation 74**

The new light touch regime applies to contracts valued at over 750k euros (£625k) over the life of the contract for services covered by Schedule 3 of the Regulations. Schedule 3 includes youth and social services, educational and cultural services

Although greater flexibility in the process is introduced, MCC will have to comply with the EU General Treaty principles of transparency and equal treatment. This means that there can be no favouritism or bias and all bidders must know the rules of the process. To this extent the fundamental principles of the process has not changed, though note the increased possibilities for taking into account the “relevant considerations” detailed below. MCC should consider how it can best incorporate those elements into any procurement process that it may follow.

MCC must set out in the Notice the conditions for participating, the time limits that apply and a brief description of the main features of the award procedure. Regulations allow MCC to determine the procedures to be applied in connection with the award of contracts, taking into account the nature of the services being procured but there must be;

- Compliance with the principles of transparency and equal treatment of bidders.
- The procedure must be conducted in accordance with the published conditions for participation, time limits for applying and the award procedure to be applied.

The regulations would allow MCC to make changes to the procedure during the process provided it has considered carefully that the changes do not breach the principles of transparency and equal treatment, that due and adequate notice has been given to all of the change (all bidders who responded to the notice even if not shortlisted) and it has adequately recorded the reasons for change and that those records are maintained. All time limits imposed in the process must be proportionate and reasonable.

MCC can still follow the traditional routes of, for example a restricted or open procedure, though this should not be the default position or there would be little benefit in having these additional flexibilities. Equally, MCC may introduce different procedures consistent with the regulation requirements to take into account relevant considerations, including:

- The need to ensure quality, continuity, accessibility, affordability and comprehensiveness of the services;
- The specific needs of different categories of users, including disadvantaged and vulnerable groups;
- The involvement and empowerment of users; and
- Innovation.

These are the areas where the more innovative and community focused aspects could be factored in as part of the procurement process. Whatever the process, having clear objectives and implementing them in a transparent and non-discriminatory way will be key.

The Regulations also require the same debrief for most forms of procurement, including under the Light Touch Regime. There is now therefore a stricter requirement to provide comprehensive feedback at the end of a procurement process under the Light Touch Regime.

Whatever procurement process is followed, there is a further requirement for MCC to prepare a procurement report which documents progress of the procurement. MCC must keep sufficient documentation to justify decisions taken at all stages of the process, including the decisions to depart from the procedures originally set out.

MCC continues to have public law duties, including to act reasonably and to ensure that it runs a process that meets the actual cost of delivering services. Therefore, the new flexibilities not only need to comply with the Regulations themselves but also with wider public law duties

#### **4.3.2.3 Option C: Public Service Mission Procurement**

MCC can run a limited “public service mission” competition for the Services. The use of this process would be dictated by whether MCC is prepared to consider, and wants to encourage, vehicles focussed on “public service mission” and based on “participatory principles”. MCC has a duty to promote the development, in their area, of not for private profit organisations such as social enterprises, co-operatives, user led organisations, and the third sector to provide care and support.

A final check would need to be completed to ensure that all services in scope fall within the permissible services that can follow this procedure. This process is the result of the Cabinet Office campaigning for the EU to include a restricted-competition procedure in the new directive, in order to acknowledge the difficulties that new public sector mutual face and it has now been reflected in Regulation 77 of the Regulations. The procedure effectively allows contracts to be reserved to competition amongst “qualifying organisation(s)” that satisfy the following conditions:-

- Its objective is the pursuit of a public service mission linked to the delivery of the services referred to in Part 2 (i.e. cultural services);
- Profits are reinvested with a view to achieving the organisation’s objective. Where profits are distributed or redistributed, this should be based on participatory considerations;
- The structures of management or ownership of the organisation performing the contract are (or will be if and when it performs the contract) based on employee ownership or participatory principles, or require the active participation of employees, users or stakeholders; and
- The organisation has not been awarded, pursuant to this regulation [i.e. utilising the limited competition procedure], a contract for the services concerned by the contracting authority concerned within the past three years.

The maximum contract awarded under this Regulation cannot be longer than 3 years, so this will also need to be factored in to any decision made. Although this may not be the length of contract that MCC would like to award initially, it would give the ADM the opportunity to ‘bed-in’ and potentially set up a partnership (if they wanted to do so) to begin winning contracts. The expectation would be that the ADMs would then be ready to compete on the open market after 3 years. Other social enterprises bidding could be selected as collaborators with the ADM if that is something that would increase the service provision opportunities.

The ADMs could satisfy these conditions if it set up a CIC limited by shares or a charitable CBS provided that these principles are properly enshrined in its constitutional documents. The articles of association would need to be drafted with an eye to the future to ensure that they are able to meet these requirements, if the ADMs wants to be eligible to participate in these sorts of procurements in the future.

#### **4.3.2.4 Option D: Procurement of a Partner**

If MCC wanted to leverage in greater external investment or expertise, MCC could undertake a joint procurement exercise with the ADM to choose a partner with which to run the Services. The difficulty with this option is that MCC would not be able to make it a condition of the contract award that the winning bidder or 'partner' awarded the contract to the ADM (this is the rule that a contracting authority cannot nominate a sub-contractor). MCC and the ADMs would also need to decide what services they would be procuring from the partner.

One way that this might be achieved is to advertise for a partner organisation and require it to state how the public service mutual would fit within the proposals to run the Services. For example, the procurement could be for a partner organisation to assist the ADM to reconfigure the Services through working directly with staff. That does leave the outcome in the hands of the marketplace. However, to ensure that an appropriate partnership model was put forward, the tender documents could refer to the type of model that MCC/ADM would want to see in place. This sort of process is likely to be more complex and have longer timescales.

#### **4.3.2.5 Recommendation**

The Anthony Collins recommended structure would not need to comply with procurement regulations as the Council can award contracts directly to its wholly owned Teckal company and can provide a grant to the charitable organisation to provide services. Further discussions would need to be undertaken to determine what approach the Council would want to undertake.

### **4.4 Governance**

The governance and accountability for those arrangements need to ensure that safe, sustainable services will continue to be provided to its communities and services users. Also, that any new organisations continue to be accountable to the Council and its communities for the provision of those Services and ultimately in assisting the Council to discharge its statutory duties. The required assurances and protections can be embedded in a number of ways, mainly:

- Through an effective governance architecture for the new ADMs;
- Through MCC's governance arrangements that it puts in place to enable it to continue to have a role as both facilitator and potential strategic partner to the ADMs; and
- Through the legal contractual arrangements that the Council may put in place in respect of the provision of the Services.

A legal structure alone may not be enough to deliver the changed ethos and culture that such a radical transformation within the ADM may require. This may instead need to be embedded at the heart of how the ADM conducts itself and how it remains accountable through its governance arrangements.

#### **4.4.1 Wider Governance**

In respect of wider governance considerations, the Council will need to evaluate the range of stakeholders it wishes to engage in the Services and the means in which it will do so, whether through formal ownership of the new ADMs or through providing them with an effective voice and rights enshrined within the ADM's constitutional documents, primarily through its Articles of

Association and establishing some form of multi-constituent rights for the various stakeholders involved.

The focus on staff or community involvement may dictate whether there would be representatives of those groups appointed to the Board of Directors of the ADMs or whether they would be involved in less formal capacities such as holding regular staff and community forum meetings. There is a fine balance to be struck between ensuring that the governance is fit for purpose and appropriately inclusive, without making it unwieldy or impeding the ability of the Board to get on and make decisions about the Business. This is also true for the degree of ownership and control that MCC may wish to continue to have in relation to these Services.

#### **4.4.2 ADM Boards**

It will be vital to get a Board which has the right skills to be able to deliver the aims and objectives of the ADMs and ultimately, the business plans. This will require the injection of new entrepreneurial skills to;

- Spot the opportunities available and to take advantage of them
- Have change management skills – to help staff manage the transition from in-house provision to life in a new ADM.

When considering the Board for the ADMs, thought should also be had as to the number of executive and non-executive directors to be appointed to the Board and the important role that non-executive directors play in holding the Board to account.

The Council will need to demonstrate compliance with “The Good Governance Standard for Public Services” which focuses on the six core principles of good governance, which means:

- Focussing on the organisation’s purpose and on outcomes for citizens and service users;
- Performing effectively in clearly defined functions and roles;
- Promoting values for the whole organisation and demonstrating the values of good governance through behaviour;
- Taking informed, transparent decisions and managing risk;
- Developing the capacity and capability of the governing body to be effective; and
- Engaging stakeholders and making accountability real

MCC will need to consider how it would structure its ‘shareholder’ panel so as to effectively carry out its role as a shareholder in the ‘Teckal’ vehicle, compared to its role as a commissioner, or retained “client side” function.

Thought will need to be given to the Shareholder Agreement which will need to be put in place to govern the relationship between MCC and the Board of the ADM, including assessing the potential for conflicts and how they may be addressed.

Therefore, as the ADMs moves from outline business case to full business case it will be necessary to spend more time assessing and evaluating the most effective governance structure.

It is important not to underestimate the culture-shift that is necessary to successfully move from work practices where funding for work has generally been a 'given' to a more competitive environment. However, the transition will also provide opportunities for innovation, creativity and for doing things differently.

#### **4.4.3 Council Governance Function and its Role as a Facilitator and Strategic Partner:**

MCC will need to give careful consideration of the amount of ownership and/or control it wants to have in relation to the new ADM. This is also dictated by overarching requirements e.g. the ability of the charity to be able to demonstrate its independence from the state. This will include consideration of what may be appropriate for Council representation on the new ADM, whether at Board level or otherwise and as indicated above, the terms and remit of any shareholders agreement entered into if MCC will continue to have some ownership in the ADM.

The ADM will involve a charity, and MCC will not be able to enjoy the same levels of control or board involvement that it may have in the 'Teckal' compliant company. The approach will need to be different for the various companies within the ADM.

MCC will continue to have a vested interest in the ADM's continued success but would need to see its role as one of a facilitator, collaborator and strategic partner, particularly in relation to any on-going grant funding arrangements or service contracts and the general way in which MCC and the new ADM will continue to work together. It would be helpful to reflect this in a form of **Collaboration Agreement** which will detail how MCC and the ADM will work together to deliver their aspirations for these Services and the communities which they serve.

There are a whole range of safeguards and monitoring and reporting requirements that that MCC can put in place in its contractual arrangements with the new ADM.

#### **4.4.4 Management, Staff and Governance**

Staff would transfer with their existing terms and conditions of employment under the Transfer of Undertakings (Protection of Employment) Regulations 1981 (TUPE). The ADM will also apply to be admitted to the Greater Gwent Pension Fund. All other local authorities who have set up a Trust / ADM have been successfully admitted previously.

A Board, Chief Executive Officer and Management Team will be need to be appointed and tasked with guiding the ADM through its early years, ensuring that the transferred services are maximised for the benefit of the general public in the Monmouthshire County Council area – opening these services up to those not only geographically situated in Monmouthshire, but also to those visiting.

It is proposed that the Council will initially continue to provide some core back office support to the ADM on its establishment. These services will be subject to negotiation and the ADM will be free to source these services from elsewhere.

The ADM will be run as a wholly separate entity from the Council with its own governance and board structure. The Council will need to determine the treatment of assets but it is anticipated that the Council will retain ownership of the assets that transfer to the ADM. The management of these services will transfer from the Council to the ADM.

#### 4.5 Council and Charity Commercial Arrangements

The relationship between the Council and the ADM will have its basis through a number of contractual documents:

The contracts between the ADM and the Council would need to be developed to set out a range of roles and responsibilities of the parties. A summary of the key components of these likely contracts are as follows:

- Transfer of control over the facilities and equipment from the Council to the ADM;
- Requiring the ADM to provide the services in exchange for payments;
- Protection for Council employees transferring to the ADM in relation to their employment terms and conditions and pensions;
- Reporting and governance mechanisms ensuring proper public funding accountability while supporting and encouraging the ADM's purposes as a charity and the flexibility in delivery and development it can bring; and reflects good practice.

The structure of the contractual arrangement is likely to be as follows:-

- The Transfer Agreement should set out the details for the transfer of the business from the Council to the ADM and includes the provisions for the staff transfer, licencing of premises and assets. The ADM will employ all of the Council's staff who currently work within the services in the scope of this project and will transfer by operation of the Transfer of Undertakings Regulations. The ADM may be granted a licence to occupy all of the buildings it needs to provide the services as set out in Appendix D. The Council may retain responsibility for some elements of the maintenance of the buildings. The ADM may also be granted a licence to use all of the Council assets to provide the services, for example sports equipment or to hold events on other Council land.
- The Services Agreement will set out the services which the ADM will require to provide as detailed in the Strategic Case. This will set out how the contract is governed including the ADM providing business plans to the Council in terms of the budget processes and mechanisms for monitoring the performance of the ADM.
- The Support Services Agreement will provide that the ADM will be provided with a range of support and administration services from the Council. These services will be provided by the Council on a rolling 12 month basis. The core services to be provided by the Council are detailed below in 4.4.1. The ADM would be free to provide these services directly or source them from elsewhere.

The agreement will set out the details for the calculation of the management fee. The Financial Case demonstrates that the operations being transferred to the ADM operate at a deficit which would require external funding for the ADM to be financially viable. Consequently, the Council will pay for the services of the ADM. This can be done through either a grant agreement or a service charge, their advantages and disadvantages are shown in the table below.



**Table 14 - Options for the Management Fee**

Nature of Arrangement	Advantages	Disadvantages
Grant Agreement	<p>Would not be subject to procurement.</p> <p>VAT is not payable on the grant and it may be eligible for gift aid.</p> <p>May provide more flexibility.</p>	<p>Would need to assess any potential State Aid issues and ensure that they are appropriately addressed,</p> <p>Not as much as control in terms of detailed specifications and KPIs, but can define Outcomes and ultimate sanctions would be clawback or non-payment of grant.</p> <p>Likely to contain less reciprocal obligations that the ADV could enforce against the Council.</p>
Services Contract	<p>Has the potential to include more detailed service specifications, KPIs and performance monitoring regime.</p> <p>Can have more reciprocal obligations that can be enforced between the parties.</p> <p>VAT benefits.</p>	<p>Would be subject to procurement requirements.</p> <p>Would not be eligible for Gift Aid.</p> <p>May be subject to VAT</p>

The Council will need to whether the deficit is funded by way of a grant or services contract. It is anticipated that this will initially be set at a rate reflecting the operational deficit transferring to the ADM but would be expected to reduce over time as the ADM improves the service offering, drives revenue and achieves operational efficiencies.

Despite the basis of the relationship between the Council and ADM, it is important that the ADM is supported by the Council, particularly in the early years and so the ADM must be set up in such a way that the advantages of its arms-length structure and charitable status are maximised. Further information regarding the main VAT considerations are outlined in appendix J.

#### **4.5.1 Support Services**

The provision of support services to the ADM is an important consideration. These services provided by the Council will encapsulate the following: - Human Resources, Finance, Information Technology, Legal Services, Insurance, Internal audit, Procurement, Communications, Grounds Maintenance, Property services and Business support.

Currently TLCY incur central support costs of approximately £1.158m. These charges are currently being reviewed to assess their accuracy but for the financial purpose of the outline business case, it is assumed that they will continue into the operation of the ADM.

#### **4.5.2 Maintenance Options**

One of the key aspects of the ADM is that the Council may wish to retain ownership of the assets and if so, it is in the interest of the Council to maintain these assets. There are two possible maintenance options for the properties based on whether the maintenance is supplied by the Council to the ADM or procured directly by the ADM:

- **Option 1 - Council delivery.** All necessary capital and maintenance works are delivered through the Council for no charge to the ADM. This approach allows the Council to reclaim the VAT incurred on the related expenditure where it relates to the Council's non-business activities. In this scenario, where the Council does not charge the ADM for these works there is no direct effect on the management fee.
- **Option 2 - ADM delivery.** If the ADM is given responsibility for all necessary capital and maintenance works this would mean that the ADM would incur expenditure and accordingly would require the payment of a higher management fee from the Council to the ADM to balance the income and (higher) expenditure. The ADM may not be in a position to reclaim all the VAT incurred on the spend.

The advantages and disadvantages of the two different maintenance options are shown in the following table:

**Table 15 - Advantages and Disadvantages of Maintenance Options**

Option	Advantages	Disadvantages
Maintenance responsibility is retained within the Council	The Council can reclaim the VAT on capital expenditure	ADM does not have control of its own maintenance regime and cannot act independently
Maintenance responsibility is transferred to the ADM	ADM has control of its own maintenance regime and can operate independently of the Council	The ADM is liable for the VAT and cannot reclaim the VAT in full.

The implications of Option 2 are that the ADM will suffer a partial VAT cost on any capital works or repairs and maintenance obligations. The ADM may be able to procure external contractors at a more competitive rate reducing the price differential, subject to compliance with procurement rules and so allowing the ADM to have control of its maintenance regime may be achievable without a material financial impact on the Council.

#### 4.5.3 KPIs

The ADM should measure, monitor and analyse performance in order to ensure best practice and the highest levels of delivery. The use of KPIs is critical to this process as they are:

- A powerful tool which ensures an improving standard of delivery
- A means of actively measuring customer and employee satisfaction
- Enables the Council to measure and appraise the ADM based on performance
- Make informed decisions based on qualitative data

The KPIs are used to ensure the progress of the ADM by actively managing and communicating with customers, staff, management and the ADM Board. It will form part of the formal management reporting including:

- Monthly over-view by ADM Board
- Periodic Council meetings
- An annual report for the Council

The monitoring of KPIs should be linked to a Continuous Improvement Plan and reflected in the ADM business plan, setting out commitments to continuous improvement and targets that offer positive benefits. It should be reviewed annually in line with the ADM Business Plan.

Where performance is below target, or can be improved, the ADM should be required to develop action plans to be implemented and monitored to improve identified areas of weakness/improvement.

During the preparation of the Business Plan the ADM and the Council would agree a suitable set of KPI's with which to measure performance.

## **4.6 Staffing Considerations**

### **4.6.1 TUPE**

With the creation of the ADM, there will be Transfer of Undertaking (Protection of Employment) ("TUPE") implications for the Council. This applies to situations where undertaking, e.g. a function of service delivery, transfers to a new provider. The individuals working wholly or mainly in the area of work being transferred will be entitled to transfer with the work and their employer will change to the new provider. Under TUPE, the individuals will receive TUPE protection which, in general terms, protects an employee's continuity of employment, their pay and their contractual conditions. Pension arrangements are not afforded the same protection under TUPE.

An assessment of the work carried out by employees will need to be undertaken to confirm whether they work wholly or mainly within the functions being transferred to the ADM. Where this is the case, the employees will transfer to ADM and become employed directly by the ADM. In this scenario, TUPE will apply and the employees will receive the protection provided by TUPE. It should be noted that temporary employees will only have a right to transfer where their contract remains in existence at the point of transfer to the ADM.

In essence, the TUPE regulations transfer the contract of employment that exists between an employee and the Council to the ADM which becomes the new employer. The protection offered is not for a limited period of time and the ADM will only be able to amend employee's terms and conditions in limited circumstances.

TUPE arrangements will not apply to those employees who will continue to be employed by the Council. The Council has no obligation to provide work for casual workers and equally, if offered work, casual workers are under no obligations to accept it. Given the nature of this relationship, and the absence of a formal contract of employment, TUPE does not apply.

In the event that employees working within the areas identified for transfer to the ADM, do not meet the test of working wholly or mainly in these areas, they will not have an automatic right to transfer to the ADM nor will the Council be in a position to insist they transfer. All staff wholly or mainly assigned to the "transferable role" will move to the ADM. Staff will transfer with their existing terms and conditions of employment under TUPE.

#### **4.6.2 TUPE Consultation**

As is required by legislation, consultation on the transfer will take place in accordance with the TUPE Regulations. This will involve representatives from both the Council, as the current employer, the ADM and Trade Unions.

As part of the consultation, discussions will require to cover a number of areas including the following;

- When and why the transfer is taking place;
- The legal, economic and social impacts of the transfer on the employees (if any);
- Whether there will be any changes made in connection with the transfer, e.g. a re-organisation of employees, and what specific action is envisaged;
- Whether the ADM is likely to make any changes that will impact on the employees;
- Any impact on the employee terms and conditions;
- Any other matter affecting employees, who will be transferring, not covered in the above.

Consultation on such issues will require to commence as soon as possible on confirmation of the decision to transfer services to the ADM and will continue during the implementation phase leading to the extension of the ADM. To ensure good practice, it is also recommended that a wider consultation and communication strategy beyond that required by legislation is adopted including;

- meetings with Trade Union representatives at relevant intervals to address not only the statutory TUPE issues but also any more general operational or relevant non-employment related matters;
- issuing individual letters to employees and their representatives as appropriate; and
- preparing newsletters and regular web updates to keep employees advised of progress.

If any of the employee's within the current workforce do not meet the test of being 'wholly or mainly' employed within an area transferring to the ADM, specific consultation will be required including a discussion in respect of what this means to them.

#### **4.6.3 Transfer Options for Employees**

An employee working wholly or mainly in an area transferring to the ADM, will automatically transfer to the ADM, covered by TUPE protection. The list of employees in this situation will be discussed with Trade Union representatives. However, it is open to the employee to dispute that they are working wholly or mainly in such an area. In such circumstances, a process will be agreed with the Trade Unions to ensure careful, open and transparent consideration is given to any such challenges and that all decisions on employees, due to transfer, can be justified.

If an employee who is due to transfer has requested redeployment but is unsuccessful in gaining this by the date of transfer, they should continue to transfer to the ADM on the same date as all other transferees. Otherwise this would result in the Council having supernumerary employees at an additional cost to the Council. There is equally no legal obligation for the Council to find alternative employment for such individuals.

#### **4.6.4 Pay, Terms and Conditions**

The pay, terms and conditions of employees transferring to the ADM are protected by TUPE legislation. If the ADM wished to change the pay, terms and conditions of the employees following the transfer, it would be open for it to do so provided it met the requirements of having a justifiable reason under TUPE legislation; namely for reasons not connected to the transfer or where there is an economic, organisational or technical reason. Where terms and conditions are incorporated into the contract of employment from a collective agreement, these may be varied a year after the date of the transfer providing they are no less favourable.

#### **4.6.5 Pensions**

Pension arrangements are not protected by TUPE to the same level as pay, terms and conditions. The ADM would apply to be given admitted body status within the Greater Gwent Pension Fund (“GGPF”). This will enable ADM employees to continue to participate in the Local Government Pension Scheme with no changes to pension provision and full service protection.

By entering GGPF as an admitted body the ADM would be committing to all terms that need to be met by the employer.

The appropriate management of staffing issues are critical to the successful establishment and operation of the ADM. The management case, considers how these issues should be taken forward as part of the wider project management and planning approach.

#### **4.6.6 Trade Union Recognition**

At present, approximately 50% of the employees within TLCY services are members of a Trade Union. The majority of those members are represented by Unison, although some other Unions have members too.

It is anticipated that the ADM will recognise appropriate Trade Unions to ensure continuity in respect of recognition and consultation/negotiations arrangements. To support this, it is also suggested that the Board of the ADM be asked to develop a consultation mechanism.

#### **4.6.7 Disclosure Checks**

There are a number of posts within the services for which disclosure checks are undertaken to ensure all necessary steps to protect vulnerable children and adults are in place. MCC may wish to consider placing a requirement on the ADM that it meets the Council’s policies on such matters and checks continue to be carried out in accordance with these arrangements. Similarly, MCC may wish to make the same requirements of the ADM in respect of the retrospective disclosure checks.

All employees transferring to the ADM in posts which require disclosure checks will already have been checked through this process, however there will be a requirement to carry out checks for new employees, where relevant to their post and to carry out retrospective checks at agreed intervals. It should be noted that this will have cost implications for the ADM in the same way as it does for the Council.

#### **4.6.8 Employee Development**

It is essential that employees are competent and capable at their jobs, understand the standards expected of them and have the necessary skills to deliver services safely and efficiently.

Employees within MCC currently have access to a wide range of learning and development opportunities. Within the ADM, there will be an added dimension which requires the staff potentially transferring to develop new skills to operate in a third sector environment to ensure that all income generating and marketing opportunities are used to best advantage.

To ensure that the ADM excels at customer service, the behaviours and attitudes that underpin it will be fully engrained into their organisational culture. Every employee, regardless of their level of interaction with customers, will play a part in delivering outstanding customer service and achieving customer service goals and targets. Every employee will know what the organisation is trying to accomplish, that they are expected to help, and how they are helping.

In such a context, it is essential that employees continue to receive access to both job based training as well as skill development opportunities. Staff will be supported to co-produce a Personal Development Plan to set goals, monitor achievements and progress, whilst identifying immediate and future training needs. Being part of a unified team will enable peer motivation, coaching and enable increased performance, whilst giving employees “permission” to go that extra mile to make customers happy, empowering them to do what they need to do to meet the organisations vision.

Ultimately this will assist the ADM to deal with changing demands on services and to deliver efficient services to its customers. It is important that this is recognised and that the necessary budget remains in place to allow such training and development to continue.

#### **4.7 Conclusions**

The main conclusions from the commercial case are;

The recommended structure ensures compliance with EU Procurement. There is no procurement tendering process as MCC will be directly contracting with the Teckal company (option A – see 4.4.2) and awarding a grant to the ADM (4.4.1)

There are various models regarding governance (4.5.2 and 4.5.3)

Staff would transfer to the ADM with their existing terms and conditions under the TUPE regulations. (4.5.4)

An annual management fee (grant) is required as service operates at a deficit (4.6). The financial amount and length of the grant needs to be determined in the final business case.

Arrangements regarding assets need to be confirmed, preference is given to ownership of assets remaining with MCC. Capital maintenance of assets should remain with the authority (4.6.2)

Discussions need to be held with GGPF regarding the ADM applying for admitted body status (4.7.5)

## 5. Financial Case

### 5.1 Introduction

For the purposes of the Outline Business Case, the financial case has been prepared in line with the following underlying assumptions:

- The financial position is based on the 2015/16 actual position.
- The 2015/16 base position reflects the most recent list of assets used in the provision of TLCY services.(as shown in Appendix D)
- Updated transitional and recurring costs have been included in the analysis.
- The NNDR savings have been updated to the 2015/16 actuals to align with the base position.

### 5.2 Financial Position for 2015/16

To understand the potential financial advantages of the Council for each of the options, a baseline financial position has been established. This is based on the 2015/16 financial information (derived from the 2015/16 management accounts). The 2015/16 financial position has been repeated here for reference.

**Table16 - Financial Position for 2015/16**

	Leisure	Attractions	Arts	Youth	Outdoor Education	Tourism	Country-side	Total
<b>Income</b>								
Grants	-403	0	-2	-355	0	-44	-137	-941
Other Income	-2,731	-270	-77	-3	-952	-28	-112	-4,173
<b>Total Income</b>	<b>-3,134</b>	<b>-270</b>	<b>-79</b>	<b>-358</b>	<b>-952</b>	<b>-72</b>	<b>-249</b>	<b>-5,114</b>
<b>Expenditure</b>								
Employees	2,896	376	61	953	590	145	632	5,653
Premises	513	94	1	48	80	13	10	759
Transport	9	5	3	18	44	0	22	101
Supplies & Services	554	135	41	48	228	93	147	1,246
Third Party	101	12	0	0	0	27	82	222
Capital Financing	2	0	2	4	7	0	5	20
<b>Total Expenditure</b>	<b>4,075</b>	<b>622</b>	<b>108</b>	<b>1,071</b>	<b>949</b>	<b>278</b>	<b>898</b>	<b>8,001</b>
<b>Net Deficit</b>	<b>941</b>	<b>352</b>	<b>29</b>	<b>713</b>	<b>-3</b>	<b>206</b>	<b>649</b>	<b>2,887</b>

Source: Monmouthshire County Council Management Accounts

The analysis highlights that the combined assets have income of £5.114m and costs of £8.001m. This results in a net deficit of £2.887m.

The base case needs to be adjusted for the impact of the following items:

- Remove one off redundancy costs – 18k
- Remove one off consultancy costs – 9k
- Increase in costs to reflect the apportionment of NNDR costs that relate to the shared Leisure Centre Sites, this budget is estimated (pending revaluation) at 225k for 2015/16.

This increases the net deficit to £3.139m. Central support and other indirect costs of £1.158m need to be added to this, making a total cost of £4.243m. The final business plan will need to update these figures to reflect current costs and any further savings identified as part of the 2017/18 budget process. A review of the central support costs and other indirect costs will need to be undertaken to ensure that the current methodology correctly allocates costs to services.

There may be also additional costs identified within other service budgets which for valid operational reasons have remained in other services which will need to be identified prior to the establishment of the ADM.

## 5.3 Projected Financial Position

### 5.3.1 Projected First Year

The first year of trading will need to reflect a number of adjustments from the financial position in 2015/16. These adjustments reflect the following factors:

- Removal of non-cash items in order to establish the underlying operational performance
- Inclusion of additional costs in respect of any new structure:
  - ❖ One off setting up transition costs
  - ❖ The recurring annual operational costs
- Recognition of the savings generated by in respect of NNDR and VAT.

**Table 17 - Adjusted Position (£000)**

One Off Costs	Option 1	Option 2	Option 3	Option 4a	Option 4b
	Amount £000's	Amount £000's	Amount £000's	Amount £000's	Amount £000's
Net Position	2,887	2,887	2,887	2,887	2,887
Central and other indirect costs	1,124	1,124	1,124	376	376
Removal of one off costs	-27	-27	-27	-27	-27
Business Rates (Included within schools budget)	225	225	225	225	225
Management Fee	0	0	0	720	720
Profit on contracts	0	0	0	400	400
<b>Current Service Costs</b>	<b>4,209</b>	<b>4,209</b>	<b>4,209</b>	<b>4,581</b>	<b>4,581</b>
<b>Costs</b>					
One Off costs	0	30	175	281	281
Recurring Costs	0	30	95	150	150
<b>Costs</b>	<b>0</b>	<b>60</b>	<b>270</b>	<b>431</b>	<b>431</b>
<b>Benefits</b>					
NDR relief	0	0	-238	0	-238
Vat Benefit / Vat Liability	0	0	0	0	0
<b>Benefits</b>	<b>0</b>	<b>0</b>	<b>-238</b>	<b>0</b>	<b>-238</b>
<b>Revised Costs</b>	<b>4,209</b>	<b>4,269</b>	<b>4,241</b>	<b>5,012</b>	<b>4,774</b>



The overall impact of the adjustments is to project the underlying annual operating deficit as between £4.303 and £4.986m for the selected options. Further information on each adjustment is provided below.

### 5.3.2 Adjustment for non-cash items

An adjustment has already been made for all the non-cash items in the analysis in order to provide an indication of the underlying cash position from service operations. This adjustment separates out the impact of year end accountancy adjustments such as depreciation from the operational performance. This approach therefore allows the Council to understand how the financial position drives the requirement for a management fee to The ADM which is based on operation performance.

### 5.3.3 Transition costs

The Council will incur costs associated with each of the options. Existing sunk costs that have already been incurred by the Council have been excluded. One off costs have been estimated but will need to be revisited for the final business case.

**Table 3 - Transition Cost Summary**

One Off Costs	Option 1	Option 2	Option 3	Option 4a	Option 4b
	Amount £000's	Amount £000's	Amount £000's	Amount £000's	Amount £000's
Financial and Legal Advisors	0	0	100	100	100
Marketing, Media, Website, Branding	0	30	30	30	30
Office set up costs	0	0	20	0	0
ICT set up costs	0	0	0	100	100
Recruitment / Hr Advice	0	0	15	15	15
Tender Exercise	0	0	0	36	36
Corporate Governance Costs	0	0	10	0	0
<b>Total</b>	<b>0</b>	<b>30</b>	<b>175</b>	<b>281</b>	<b>281</b>

Source – FPM

### 5.3.3 Ongoing recurring costs

Additionally, the options would incur a range of recurring annual costs. These have been estimated and are categorised in the following table.

**Table 4 - Recurring Cost Summary**

Recurring Costs	Option 1	Option 2	Option 3	Option 4a	Option 4b
	Amount £000's	Amount £000's	Amount £000's	Amount £000's	Amount £000's
External auditors	0	0	15	15	15
Marketing	0	30	30	30	30
Financial Management Costs	0	0	20	20	20
Legal and regulatory costs	0	0	20	20	20
Trustee expenses	0	0	10	0	0
MCC Contract Management			0	65	65
<b>Total</b>	<b>0</b>	<b>30</b>	<b>95</b>	<b>150</b>	<b>150</b>

Source – FPM

#### **5.3.4 Management Restructure**

The existing management structure will need to be reviewed to ensure the new organisational structure is fit for purpose and in place for the go-live date. At this outline business case stage, no cost or savings associated with this exercise have been factored into the financial case. Further work on the proposed structure needs to be undertaken for the final business case.

#### **5.3.5 NNDR Savings**

It is estimated that the ADM could realise NNDR savings of £238k. This estimated range of NNDR savings assume that the ADM's application to the Charity Commission for charitable status will be approved and that the ADM will obtain the full mandatory rates relief of 80% as a charity. The ADM will need to occupy the facilities and the facility will need to be used 'wholly or mainly for charitable purposes'.

The estimated NNDR savings are based on the total NNDR costs for each facility. Where the ADM is unable to obtain the full relief this will directly impact on the NNDR savings that can be achieved. At this stage it is not possible to confirm whether or not the ADM will be awarded the full relief.

The estimated range of NNDR savings position also takes into consideration the potential complications associated with the dual use facilities at the Leisure Centres. As these facilities form part of the overall school complex for rating purposes, there will be a requirement for the District Valuer to make a judgement on the area of the sports centres which relates specifically to the ADM – it is only this area that will be eligible for NNDR relief.

Advice received so far indicates that in order to obtain the maximum NNDR relief each area which will be subject to an NNDR relief application needs to be distinct and must look and feel

like an ADM facility. This is clearly a risk to the level of savings that can be generated from NNDR exemptions.

Depending on the view taken by the District Valuer there is a risk that the ADM may not achieve NNDR relief on the full area occupied within these facilities. The intention however would be to pursue the full available NNDR relief on these facilities. There is an associated risk that by splitting the sites, the rateable values may increase.

### 5.3.6 VAT Savings

It is expected that some elements of the preferred option will have charitable status and consequently certain income it generates could be exempt for VAT purposes under the VAT Sporting Services and Culture Services exemptions, and this can provide VAT savings. The Council is currently required to charge VAT on the provision of these services, whereas with a charitable organisation should be able to treat the provision of the services as exempt for VAT purposes. The savings arise where the price charged to customers remains unchanged and the charitable element would be able to retain the portion of income that the Council had to charge and account for as VAT.

This can be best demonstrated with a simple example:

*If the Council charged £3 for admission to swimming*

- *£3 would include 50p of VAT – the net receipt for the Council would be £2.50*
- *If the Charitable organisation £3 for admission to swimming, £3 is exempt from VAT – the net receipt would be £3*
- *Saving would therefore be 50p.*

Where the Charitable organisation provides services to the general public free of charge there will be non-business use of those assets. As an ADM would not benefit from the Council's section 33 VAT Act 1994 status, this would require the ADM to restrict recovery of a proportion of the VAT it incurs on expenditure where it is not used for taxable business purposes. Where the ADM undertakes activities that are exempt from VAT this will also require an ADM to restrict recovery of a proportion of the VAT it incurs on expenditure.

The Business/Non-Business/Partial Exemption calculation ("B/NB/PE") will determine how much VAT the ADM is entitled to reclaim from HMRC. The B/NB/PE method used for the purposes of the analysis has been based on a method which involves treating each of the service areas as a separate and defined B/NB/PE calculation. The B/NB/PE calculation must be agreed with HMRC. Monmouthshire's VAT Accountants along with the Council's VAT Advisors have reviewed the impact of the removal of the ADM and their assessment is that it would result in a minor benefit to the calculation for MCC.

Some sporting activities delivered by the Council are funded by grants as typically the users are not charged for the provision of the leisure service. The VAT analysis assumes the Council will continue to receive the grant funding and will act as the principal by subcontracting the management and delivery of the relevant projects to the ADM. Where this is the case, the ADM will need to ensure the correct VAT treatment is applied to its supply of services to the Council. The VAT position will need to be considered on a case by case basis to determine whether it is a non-business grant arrangement or it should be treated as a taxable service.

The VAT position has been modelled based on a range of savings depending on the acceptance by HMRC of the proposed approach. It is critical that the VAT position is agreed with HMRC as soon as possible as certainty on the potential VAT savings can't be achieved until HMRC has confirmed its approval to the proposed arrangements.

The estimated VAT savings are calculated by using the Council's actual figures from 2015/16 - the analysis has also been based on the Council's existing VAT treatment of income and expenditure. The calculations have been subject to independent assurance by Mazars and Monmouthshire County Council VAT Advisors and the savings are estimated to be between £30k and £100k.

The estimated VAT savings would then be affected by the decision to award a grant to the ADM rather than through a service contract. This would reduce the amount of savings to a minimal level and therefore for the purpose of this financial case, VAT savings have not been included.

The FBC will re-evaluate the value of the potential VAT savings based on the 2016/17 final costs. The legal structure and how services are delivered within that structure will have an impact on the potential VAT savings which will be factored in once those decisions have been agreed.

### **5.3.7 Further Income Generation**

A comprehensive exercise has taken place to identify some key income streams across all of the service areas in scope and consideration given to how these can be developed with a joined up approach to ensure the full potential of each area is maximised to its full potential. More information is contained in Appendix V. Listed below are some examples of these areas:-

- The Monmouthshire Games are sporting activities aimed at children 5 - 11 years during all holiday periods and initial trials have proven very successful and have further potential to expand across TLCY.
- Our Learn to Swim Programme providing swimming lessons for children aged 4 months - 12 years has real potential to grow further, especially with the newly proposed 25 metre 5 lane swimming pool in Monmouth Leisure Centre.
- Review our model for personal training with our existing instructors maximising the financial opportunities with periodic agreements for rental of our facilities.
- Monmouth Leisure Centre Re-design provides a real opportunity to re-develop the site in line with the 21<sup>st</sup> Century School program to encompass a 25 metre 5 lane pool, spa and treatment facilities, 60 station fitness suite with toning and spinning room and a family/play area with catering facilities.
- There are opportunities to re-design and develop some of our existing buildings such as Abergavenny Leisure Centre to grow our existing membership base with a 50-60 station fitness suite with functional training and toning.
- Following on from the success of Monacademy within Leisure we will be introducing a training academy across all areas including fitness, sport, counselling, first aid, teambuilding, lifeguarding etc.

- We also want to develop our catering offer across all facilities with a clear direction along the lines of the Costa offer both eat in and take away options with a clear emphasis on health. This will involve relocating some areas within our facilities to position them in more prominent places to encourage customers to visit.
- There will be a dedicated marketing and sales team working across to identify potential leads to create additional sales through a successful annual marketing plan. There will be specific roles within this team to drive brand, image, promotions, sales, digital marketing, social media and customer reward schemes.
- Develop our existing events programme to target high profile well known performers and large concerts as this is a proven market that sells well.
- Invest in initiatives that provide additional activities to ensure customers want to visit our facilities for a multiple of reasons such as crazy golf, family play areas, additional parking, railway tunnel (specifically at Tintern Old Station).
- Explore options with camping and accommodation facilities to grow the tourism offer.
- There are opportunities to combine and grow areas of the service around play, activity, therapy and wellbeing.
- Review all fees and charges relating to green infrastructure and countryside to maximise income.
- Other areas we will be looking to maximise are room hire, secondary spends i.e. merchandise and goods for resale, sponsorship and commercial opportunities selling space to local companies.
- A full review of the delivery of outdoor education is needed to ensure this area is maximised and sustainable with room hire, rents, accommodation, adventure therapy, training etc.

A large piece of work has been undertaken within the area of potential income streams with real emphasis being placed upon joining these areas up to identify the opportunities that currently exist but also those that can be introduced in this new model moving forwards.

### **5.3.8 Capital expenditure**

In order to estimate the cash position of the ADM the adjustment for non-cash items removed depreciation from the financial projections. A significant area of cash flow demand can however be the need to incur substantial capital expenditure, but the Council will need to determine responsibility for future revenue and capital maintenance.

Capital expenditure will therefore be excluded from the base management fee paid by the Council to the ADM and accordingly separate arrangements are required. However, as no detailed expenditure proposals have been prepared at this stage, the specific arrangements, and tax consequences, remain to be addressed.

### **5.3.9 Other Exceptional Events**

There were a number of minor closures to leisure facilities during the year. However, there were no material exceptional events that would require the financial position of the ADM to be adjusted.

#### 5.4 Financial projection

The table below sets out a 5 year financial projection for all of the options

**Table 20 - Five year projected position (£000)**

NET COSTS	Option 1	Option 2	Option 3	Option 4a	Option 4b
	Amount £000's	Amount £000's	Amount £000's	Amount £000's	Amount £000's
Year 1	4,209	4,269	4,241	5,012	4,774
Year 2	4,209	4,239	4,066	4,571	4,333
Year 3	4,209	4,239	4,066	4,571	4,333
Year 4	4,209	4,239	4,066	4,571	4,333
Year 5	4,209	4,239	4,066	4,571	4,333
TOTAL	21,045	21,225	20,505	23,296	22,107

The projections are based on the analysis and assumptions set out within this outline business case and in addition inflation has been excluded. To provide maximum transparency over each of the five years, the year 1 projection assumes a 12 month year. This will have to be updated in the final business case to reflect the go-live date.

The analysis shows that all of the options will have an operating deficit with the ADM being the better cost option. The cost private sector operator and the NPDO is substantially larger than the ADM provision. This is mainly due to the inclusion of a profit element. Without market testing it is difficult to quantify what the actual tender price would be but any reduction is likely to come at a cost to either a reduction in terms and conditions of staff through a harmonisation process or a reduction in service.

The preferred option, the ADM will need to operate as a going concern and detailed consideration will be required on the necessary steps to tackle and reduce this deficit, these would include:

- Initiatives to grow income for the ADM
- Identification of efficiency savings that can be realised
- Payment of a management charge by the Council to the ADM

#### 5.5 The impact of the Annual Management Fee

The proposed operating model is based on an annual management fee as the services operate at a deficit. The financial amount and length of grant need needs to be determined in the final business case but the amount would usually be at a fixed fee for a fixed period with the expectation that at the renewal period, the financial support would be reduced.

The table below demonstrates the impact of inflation on the transform in house option compared to the preferred option, the ADM. The proposed operating model enables the continued delivery of services within a restricted financial envelope.

If an agreement was made based upon a five year fixed agreement with the contribution reducing by 5%, then the council would save £6.88m over a ten year period as that cost would be fully borne by the ADM. A longer term agreement of 5 years, with contributions reducing by 5% for the next fixed term agreement would save the Council £5.5m. The ADM would be expected to fund all of the service annual inflation as well as generate additional income.

**Table 21 – Impact of Annual Management Fee**

	Assuming 5 Year Fixed Contract with 5% reduction			Assuming 10 Year Fixed Contract		
Year	Option 2 - Transform in House £000's	Option 3 - ADM £000's	Potential Savings £000's	Option 2 - Transform in House £000's	Option 3 - ADM £000's	Potential Savings £000's
1	4,269	4,241	-28	4,269	4,241	-28
2	4,279	4,066	-213	4,279	4,066	-213
3	4,325	4,066	-259	4,325	4,066	-259
4	4,393	4,066	-327	4,393	4,066	-327
5	4,473	4,066	-407	4,473	4,066	-407
6	4,554	3,863	-691	4,554	4,066	-488
7	4,636	3,863	-773	4,636	4,066	-570
8	4,719	3,863	-856	4,719	4,066	-653
9	4,803	3,863	-940	4,803	4,066	-737
10	4,888	3,863	-1,025	4,888	4,066	-822
<b>Total</b>	<b>45,339</b>	<b>39,819</b>	<b>-5,520</b>	<b>45,339</b>	<b>40,835</b>	<b>-4,504</b>

## 5.6 Summary and Conclusions

In this section, the base financial position for all of the models has been established. The financial projections reflect:

- The 2015/16 financial outturn of a £4.243 deficit excluding non-cash items such as depreciation.
- The most cost effective option is option 3, the ADM with a five year cost of £20.505m.
- The benefit to the Council of option 3 would be the avoidance of pay and other inflation which over a ten year period could save £5.52m.
- Option 4a – outsource to the private sector appears to be the most expensive because it assumes that NNDR relief would not be available to the contractor and also assumes that the contractor will anticipate a profit margin of approximately 5%. It is likely however that if the services were to be tendered, the expectation is that the price would be significantly less and may match the existing in house provision cost. The private operator would have to make significant changes to the way services are delivered and would need to review the current staffing structure and their terms and conditions.
- There are potential NNDR savings within option 3 and option 4b which is anticipated to be £238k. VAT savings could be factored into the model if the decision is made to award a

service contract to the ADM and there could be further savings from any required management restructure savings. This will be assessed through the business plan and the final business case.

### **Next Steps**

During the preparation of the Final Business Case and the Business Plan for the ADM the following issues of detail would need to be addressed:

- Update of costs to reflect actual financial position for 2016/17
- Completion of the Council's budgetary savings exercise for 2017/18
- Confirmation of arrangements to meet capital expenditure requirements
- Agreement of where services fit into the ADM structure
- Updated VAT and NNDR analysis based on the ADM projected financial position and agreement reached with HMRC and the District Valuer.



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*sir fyny*



## **6. Management Case**

### **6.1 Introduction**

The purpose of this section is to:

- This demonstrates that the implementation of the ADM is achievable and can be delivered successfully in accordance with accepted best practice.

The assessment will be informed by:

- The project plan and outline
- The proposed governance structure and legal implications
- The current risk register and communication plan.

### **6.2 Project outline, project plan**

A project plan, detailing the timing of the scheduled tasks is shown in Appendix x. It has been developed to tackle the issues identified in the commercial and financial cases. The project plan contains details of a number of actions that are central to the implementation of the ADM. It is expected that the majority can be undertaken and completed prior to the proposed implementation date of the 1<sup>st</sup> April 2018. This includes the following items;

- Completion of the TUPE transfer process and application for admission to the Greater Gwent Fund, as identified in section 4.5 of the commercial case
- Completion of the Charity Commission application process
- Completion of HMRC engagement

### **6.3 Charity Commission**

MCC will submit an application to the Charity Commission for charitable status for part of the ADM. They will need to confirm that the company to be established meets the charity test by having charitable objectives and providing benefits to the public.

The Council must be aware that there are additional financial and administration considerations for the Council that they must consider upon a successful charitable application. A separate set of charitable accounts must be produced that complies with the charities statement of recommended practice ("SORP").

### **6.4 Governance Structure**

Governance is extremely important and has a number of strands. Effective governance can lead to improved services and greater accountability to users, donors and other stakeholders. Governance will be influenced by the structure of the ADM. The Memorandum of Articles of Association will determine how the companies will be run and similarly, the charity must abide by charities law which regulate their activities. Members of the Council may be on the board of the ADM, subject to their duties as a director of the company but also must be mindful of the key importance of the conflict of interest issues but this does create a strong link between the Council and the ADM.

The service specification agreed between the Council and the ADM would drive governance in terms of the requirement for compliance with its terms. The management and governance structure integral to the ADM itself needs to be a robust structure with clear reporting lines to facilitate the communication of key issues. A review of the required structure will be carried out during the implementation process.

In terms of the relationship between the Council and the ADM, how the ADM reports to the Council's governance structure in future will need to be reviewed so that such issues as the approval of the annual business plan and periodic reports are submitted to the Council. Consideration will need to be given as to how the Council monitors the ADM on an ongoing basis.

## 6.5 Risk Register

The Project Team have developed and manage a detailed risk register for the project. The effective identification, quantification and monitoring of risk is a critical part of effective project delivery. A full register outlining all the pertinent risks faced by the project is contained in appendix K.

## 6.6 Contingency Plan

Should the new model for service provision not be implemented the contingency plan would be for the current model to continue and to transform services in-house. This approach ranked second in the options appraisal and is considered the approach that would allow service provision to continue with no impact on users.

## 6.7 Engagement

### 6.7.1 Introduction

Engagement is underpinned by organisational development, building on what is already embedded and developing this to ensure that services are transformed into solutions, that hearts and minds embrace its recommendations. Thus turning the rhetoric into reality, developing a positive and proactive healthy culture aligned to existing business acumen, seeing new opportunities in everything the organisation does.

Public services are focused on improving social, economic, environmental and cultural wellbeing, in accordance with the sustainable development principle. The three specific themes of MCC have been acknowledged to support the focus of the work:

- **Nobody is Left Behind:** so that Monmouthshire is a place of cohesive communities where everybody is treated with dignity and respect and has the same opportunity to achieve.
- **People are Confident, Capable and Involved:** where Monmouthshire is a place for people to feel safe and a place where people want to be involved; where they are confident in themselves and their abilities and how they contribute to their community.
- **Our County Thrives:** so that Monmouthshire is a thriving county and a thriving economy to support communities and where families can live a good life. This sense of thriving also means in context of the environment and habitats and where biodiversity thrives.

The Improvement Plan describes the contribution that Monmouthshire County Council is making to turn this vision into tomorrow's reality.

The Council's strategic priorities are that **we will work in partnership to maximise the potential of:**

- Support for vulnerable people
- Education for Children
- Support for enterprise and job creation
- Maintaining locally accessible services

To protect local services the expectation is that every service is efficient and cost effective. As a council we will try to do more with less – this will inevitably mean changes. This will always be shaped by public engagement, informed service design and learning from the best in public service delivery in the UK and beyond. It is the social capital, the ideas and community here in Monmouthshire that provides us the find a different path to excellent services and improved well-being.

New options and operating models for service delivery are therefore required if the Authority is to become more effective and efficient. The Council's Tourism, Leisure, Culture, Outdoor Learning and Youth services have been identified to become mobilised through an alternative delivery model offering future sustainability, growth and scope for development.

### 6.7.2 Engagement

Before we jump ahead with the ideas and blue sky thinking, now more than ever it is clear that the way to progress and be successful in the future is to ensure we engage with our employees and customer. This means connecting what our employees say to what our customers say, then using our findings to engage and enable employees so they in turn can give the customer a great experience. Digital technology has created an explosion of choice, as well as endless ways to compare and rate products and services. As a result, our customers not only know what they want, but also when, how and where they want it. And that includes a different kind of service at times.

We also want to increase the effectiveness and efficiency of engagement with our communities, service users and partners, through improved communication and increased collaboration, to ensure they are informed, involved, consulted and enabled to take action within their own communities. We want to make it easier for people to see that their views have made a difference and what has changed as a result.

### 6.7.3 Our Engagement Principles

While the methods we use to engage with staff, service users, community and partners may vary according to circumstances and needs, the following engagement principles underpin all of the engagement activities:

- ✓ Clear purpose
- ✓ Inclusion and access
- ✓ Valuing all views
- ✓ Feedback
- ✓ Use of appropriate tools to engage

Engagement needs to be two-way, direct, transparent, open and easily understood.

The following table outlines the engagement undertaken with our staff, service users, elected members, colleagues and partners.

**Table 22 – Engagement Process**

<b>Date</b>	<b>Engagement processes to date</b>	<b>Purpose</b>
December 2015	Bringing together of leisure, outdoor education and youth service	To ascertain synergies; duplication and conducting a 'What Matters' exercise with staff on the processes of the new delivery model; what they needed from the process and concerns they had
January 2016	Bringing together of Cultural services as a result of the Amion report	To respond to findings of report and improve services for the future
February 2016	The creation of 'Change Ambassadors', a group of staff who have volunteered to assist in the process, with an equal membership from all service areas	Ambassadors will ensure staff and volunteers are fully involved in the change process and have access to appropriate communication channels
From January 2016 monthly	Regular meetings with nominated Members	To inform Members of progress made at each stage; to ensure messages and direction are clear and meet expectations
From January 2016 monthly	Regular meetings with Union representatives	To inform union representatives of progress being made at stages and opportunity for them to raise queries
August 2016	Engaging with our service users to establish 'What Matters' to them on the services they use	Paper and on-line surveys were distributed to services users to 'dip-test' what was important to them. Circa 1200 surveys completed and responses being analysed
September 2016	Joint Select Committee	For committee to scrutinise the Strategic Outline Case
October 2016	Cabinet	For Cabinet to scrutinise Strategic Outline Case and to give approval for next stage of process
October/November/December 2016	Town and Community Council engagement	To engage with our local elected members and to ensure they are enabled to feed into the process and give comment
October/November/December	The BIG Conversation	To engage with our younger community members; find out what matters to them; what they think they will need

Date	Engagement processes to date	Purpose
		in the future and what can be done to change things
November 2016	Staff engagement day for all 6 service areas	To update staff on processes to date. To enable staff to be involved and contribute to the vision and values of the new model. To evaluate processes to date and gauge staff feelings.

Further information of all engagement to date can be found from Appendix L to U.

**6.8 Conclusion**

This management case has set out that to transfer to an ADM of service delivery is achievable and can be delivered successfully. A detailed project plan has been prepared and is set out in Appendix W. This sets out a challenging set of tasks that will need to be completed before go-live date.

The project needs to be supported by strong governance, with the Project Team reporting to a Project Board, and with decisions on further approval to be made by the full Council. Effective risk management will continue through monitoring and updating the risk register. A suitable contingency plan to continue with the current service model will be developed should unforeseen issues delay the implementation of the ADM.

Throughout this process regular communication with elected members, Council employees and service users will be essential.

**6.9 Update Position**

The Management Case is being systematically developed and delivered as envisaged. In order to meet the expected go-live date, priority will need to be given to producing key documents with Financial, Charity Commission and HMRC work being key. As highlighted the treatment of property assets may be covered by lease agreements and maintenance, repairs and capital expenditure will need to be determined to ensure continuity of service and maximising the potential savings.

All the other key issues covered in the management case of licences, agreements, TUPE, Charity Commission, HMRC, Governance, Risk Management and Communications are all in hand utilising the existing structures and frameworks available from within the Council.

In addition the delivery mechanism chosen and the commitment to positive partnership means that from day one the ADM will be ready to deliver high quality customer services and MCC will be ready to provide the highest quality support services that will ensure the ADM is a success.

## Appendix A - Monmouthshire County Council Principles

The aims and values of Monmouthshire County Council principles were used to establish the criteria for the Options Appraisal Workshop.

### Aims and Values of Monmouthshire County Council

#### Our Priorities

- Education
- Protection of vulnerable people
- Supporting Enterprise - Business and Job Creation
- Maintaining locally accessible services

#### Our Values

- **Openness:** we aspire to be open and honest to develop trusting relationships.
- **Fairness:** we aspire to provide fair choice, opportunities and experiences and become an organisation built on mutual respect.
- **Flexibility:** we aspire to be flexible in our thinking and action to become an effective and efficient organisation
- **Teamwork:** we aspire to work together to share our successes and failures by building on our strengths and supporting one another to achieve our goals.

#### Outcomes we are working towards

##### Nobody Is Left Behind

- Older people are able to live their good life
- People have access to appropriate and affordable housing
- People have good access and mobility

##### People Are Confident, Capable and Involved

- People's lives are not affected by alcohol and drug misuse
- Families are supported
- People feel safe

##### Our County Thrives

- Business and enterprise
- People have access to practical and flexible learning
- People protect and enhance the environment

## Appendix B - Council Priorities and Current Service Delivery

Council Priority	Current Service delivery
<b>Education</b>	<ul style="list-style-type: none"> <li>• Providing learning experiences to enable young people to fulfil their potential as empowered individuals &amp; members of communities through the provision of an adequate Youth and Outdoor Education Service.</li> </ul>
<b>Protecting Vulnerable People</b>	<ul style="list-style-type: none"> <li>• Supporting an active and healthy Monmouthshire and a healthy lifestyle through the participation in physical activity and the provision of a GP Exercise Referral Scheme.</li> <li>• Offering a bespoke packages to those most vulnerable NEET 16-24 year olds in order to sustain education, employment or training and reduce the potential for youth unemployment.</li> <li>• Offering a youth counselling service to support the County's most vulnerable young people during difficult times.</li> <li>• Offering training via volunteer programmes to promote community participation and cohesion.</li> </ul>
<b>Supporting Enterprise, Entrepreneurship and job creation</b>	<ul style="list-style-type: none"> <li>• Raising the profile of Monmouthshire regionally, nationally and internationally with a view to increasing visitor spend and extending the visitor season.</li> <li>• Increasing visitor numbers to leisure centres and visitor attractions by adding value to existing products and developing new products to attract new markets.</li> <li>• Create links with local businesses to provide opportunities to buy and sell services.</li> </ul>
<b>Maintaining locally accessible services</b>	<ul style="list-style-type: none"> <li>• Providing a full range of leisure services in Monmouthshire towns.</li> <li>• Investing in buildings to create quality spaces that will attract greater visitor numbers and improve financial viability.</li> </ul>

## **Appendix C - Service Area Overviews**

### **Leisure and fitness**

Our Purpose is to provide clean, friendly, accessible facilities and services for all our customers. Our Vision is that our facilities and activities are designed to enhance the quality of people's lives and improve the health of the communities that we serve.

Leisure Services has a real passion to develop and promote an enterprising culture, which builds business resilience and creates excellent outcomes for our communities. They are responsible for the management and operations of four dual use leisure centres within Monmouthshire based on secondary school sites at Abergavenny, Caldicot, Chepstow and Monmouth. Our facilities and activities are designed to enhance the quality of people's lives and improve the health of the communities that we serve with around 1,000,000 visits per year.

There are currently 5,000 annual and direct debit members who benefit from some excellent facilities and programming to achieve their goals. There are over 4,000 members on the Exercise Referral Scheme attracting 100 new people every month and have 2,000 children in the "Learn to Swim" programme.

Leisure Services has done a great deal to provide much needed opportunities for local people to lead more active lifestyles. Thousands of residents have benefitted from taking part in cultural and leisure activities, which have literally changed people's lives. This has been largely achieved through investment in facilities, events and targeted approach to marketing. They are an ambitious service and feel there is still much scope for further improvement and development.

Leisure Services have proven that they have the ability to be resilient and self-sufficient in a challenging economic climate. Their focus is to deliver high quality facilities, wide ranging activities for all, innovative and creative ways of working, increased participation levels and income generation. Whether you are an aspiring Olympic athlete, recreational user or volunteer, there is a strong sense of personal satisfaction in all leisure activity, which prompts people to try new things, set new goals, meet new people and have fun.

This sense of personal satisfaction and achievement is easily over-looked but underpins both individual and social health and wellbeing.

### **Attractions**

#### **Caldicot Castle and Country Park**

Caldicot Castle and Country Park is a scheduled ancient monument set on the outskirts of the small town of Caldicot. It consists of the remains of a Medieval Castle and Victorian Gatehouse within an enclosed curtain wall incorporating a garden of approximately 2 acres. Surrounding this there are 60 acres of grassland and park including a section of the River Nedern and an ornamental wildlife lake.

The vision for the Castle in the Park is to be recognised as a premier castle heritage destination providing a strong focus for engaging with the local community and for visitors to South East Wales. We will encourage greater involvement and ownership through improved access, allowing the development of recreation, interpretation and education for all.

We are a popular destination for school visits, family occasions such as weddings and private parties, caravan rallies, ghost walks, re-enactment and specialist themed weekends and memorable red letter event days. We are gaining a reputation as an excellent large concert venue with internationally



recognised performances and also as a regular host to big screen sporting occasions and annual events such as Firework displays and Christmas specials.

We are currently open 6 days a week from April to October but this is under review to extend the provision. We are also concentrating on developing our tea room into a fully functioning café offering quality local produce and wish to provide a kiosk in our Country Park to provide a service to our dog walkers and nature watchers.

### **Shire Hall**

Our purpose is to provide a high quality venue and other services to a wide range of people, including schoolchildren, community groups, tourists, wedding parties, art exhibitors and commercial business. We focus particularly on an extremely high standard of customer care.

Our vision (Helping to create wonderful memories) is to enable our visitors, both local and from further afield to connect with our rich history and explore our beautiful building. We strive to ensure that, whatever the occasion, our guests' experience is as special, memorable and impressive as possible.

After a complete restoration and refurbishment in 2011, Shire Hall has now been in operation for 5 years during which time we have hosted and organised a hugely diverse range of events and activities. We have been able to investigate what types of activities work best in this quirky building and where its strengths lie.

We see Shire Hall as a key player in Monmouthshire County Council's aim to build a sustainable and resilient service by generating income rather than be a drain on resources. We are faced with the considerable challenge of doing much more for much less but Shire Hall is ideally placed to embrace this challenge. We have a unique, incredibly high-quality, beautiful building which is fit for purpose and flexible enough to host any type of event. Facing a time of uncertain financial circumstances, we must be mindful of maximum possible income generation but not at the cost of providing a seamless, memorable and special event.

With our wide range of Community groups we are now an important part of the rich Community life in Monmouth and beyond. We have built the business from the ground up and now experience visitor figures of around 70,000 per annum. Despite an ever increasing and competitive Wedding marketplace in Monmouthshire, we continue to become more popular as a place to get married. Shire Hall has recently become Monmouth's centre of learning for the Welsh language and through partnership with Coleg Gwent provides the Mynediad (entry), Sylfaen (Foundation level) and Caolradd (Intermediate) levels of learning.

We aim to deliver a high quality, customer service driven business where our paramount concern is that whatever the occasion, the experience is efficient, memorable and beyond customer expectations.

### **Old Station**

Our purpose is to provide the best possible customer focussed, accessible tourist attraction while striving to generate economic and social benefits for the local community and also to the visitors to Monmouthshire.

Our vision is to successfully create a connection with our customers and employees as many may stay loyal for life, this will lead to giving us a chance to increase overall profitability while building a solid foundation.

The Old Station is a 10 acre countryside site sitting on the River Wye in the heart of the Wye Valley area of outstanding natural beauty (AONB). The site welcomes 120,000+ visitors each season attracted by the multi award winning tea room situated in the original Victorian Waiting room. The site also offers a good base for walking and cycling enthusiasts and offers include a small camping field, an exhibition area, adventure play area, stunning views, a children's activity programme, a retail shop, local history exhibition, tourist information point and wedding venue.

We want to create value, excite and delight our customers by providing the best possible service and products.

We will achieve this by staying true to our core values of integrity, customer focus, creativity, respect, efficient actions, and team spirit.

## **Outdoor Education**

Our purpose is to provide a high quality, cost efficient outdoor education and adventure activities across SE Wales and beyond.

Our vision is that our facilities and activities are designed to enhance the quality of people's lives and improve the well-being of the communities that we serve.

The outdoor service is responsible for the management and operation of three specialist outdoor centres near Abergavenny, Brecon and Monmouth providing visitors with fully catered residential facilities. Each of the sites is located close to some outstanding natural environments such as the Wye Valley, Black mountains and Brecon Beacons.

The service holds licences from the Adventure Activity Licensing Authority for caving, climbing, trekking and paddle sports and is an Accredited Activity Provider for the Duke of Edinburgh's Award scheme expedition section. Outdoor staff are highly skilled and hold NGB qualifications in a wide variety of activities enabling them to teach in many different physical environments.

We provide around 20,000 visitor days annually, the vast majority being residential school groups from south east Wales. Around 90% of clients are regular, repeat users. We also work with adult and youth groups from all over the UK. All groups are provided with bespoke programmes designed to achieve their specific desired outcomes.

Adventure activities have been included in the National Curriculum in Wales since 2008 and in England since 2013. Activities are designed to promote a diverse range of outcomes, including enjoyment, confidence building, self-reliance, team development, activity skills, risk management and environmental awareness.

The service has responded positively to funding challenges over recent years and has developed new markets, amended staffing structures and working patterns to increase efficiency and remodelled the charging regime. The result of this has been an increase in revenue with the service now circa 75% self-financing with aspirations to move to 100% in the next few years, turnover in the region of £1million. Recent research by Visit Wales has put the annual value of outdoor activity tourism in Wales at £481 million.

In addition to the core business we also provide single day visits, outreach at school sites, teacher training, CPD, school site mapping, technical activity training (such as caving, climbing, orienteering, mountain biking and canoeing) , mobile climbing wall hire, minibus driver training, camping facilities, self-catered accommodation and conference facilities.

## **Green Infrastructure & Countryside**

Our purpose is to make Monmouthshire a green and healthy place to live, work and visit, through a well-connected and accessible network of green and blue spaces which embrace our unique and special landscape and rich diversity of species and habitats, or put more succinctly “to support resilient & active environments for all”.

At the heart of our work is an integrated Green Infrastructure approach. Green Infrastructure (GI) is the network of natural and semi natural features, greenspaces, rivers and water that intersperse and connect our villages and towns. When appropriately planned, designed and managed GI has the potential to deliver a wide range of benefits for people and wildlife. Our approach is to work in a multidisciplinary and joined up manner with partners to maximise and realise these environmental, economic and social benefits.

We are driven by a twin desire to enable active lifestyles and to work with others to maintain and enhances a living natural environment with healthy functioning ecosystems that supports social, economic and ecological resilience.

To help this we provide integrated services managing public rights of way, countryside and coastal access, countryside / heritage visitor sites; protecting trees & hedgerows; conserving and enhancing biodiversity and landscape; coordinating play strategy; supporting partnerships, including the Wye Valley Area of Outstanding Natural Beauty (AONB) partnership and other landscape scale projects, such as the Living Levels Partnership. We also provide specialist advice to internal and external customers on green infrastructure issues (on landscape, biodiversity, and access) with the aim of enabling people to protect and enhance the environment.

We support the tourism economy by promoting the county's walking product and by managing distinctive countryside and heritage sites. We provide and support opportunities for residents and visitors to enjoy active and healthy lifestyles through activities, events, arts, learning and play. We provide direct and indirect volunteering and community involvement to help individuals access and benefit from education, training and skills development and contribute to healthy and fulfilled lives.

## **Tourism, Marketing, Development and Visitor Information**

Our purpose is to increase the competitiveness of Monmouthshire as a year round sustainable tourism destination to grow the economic, environmental and social contribution of Monmouthshire's visitor economy.

Our vision is to achieve a strategically driven and coordinated approach to destination development, management and marketing to increase Monmouthshire's contribution to the regional and national visitor economy of Wales.

We will achieve this by focusing on agreed priorities to make best use of available resources and by engaging with tourism businesses and stakeholder organisations in productive partnership working that is relevant to their interests and makes best use of available budgets and manpower resources. We also deliver world class visitor information that exceeds the expectations of visitors and delivers measurable and increasing benefits to the destination. We have developed and delivered effective destination marketing campaigns, which raise the profile of Monmouthshire in target markets and promote the wide range of visitor experiences on offer in the county to new and existing audiences in the UK and overseas across appropriate off and online channels.

One of our main aims is to support an ambassador programme to increase dwell time (and spend) of visitors and distribute the benefits of tourism more widely across the county and in doing so increase

advocacy and repeat visits. We also want to support the development and marketing of council-operated attractions to enhance the visitor experience and increase sustainability. Supporting training and business skills across the county to raise standards and increase satisfaction with the Monmouthshire visitor experience is key to our success and one of our main aims is to drive up tourism business performance in the county and developing year round visitor demand. Another main function for the service is to commission and manage research projects to provide Monmouthshire tourism businesses with the destination intelligence they need to support business growth.

## **Events**

Our purpose is to support our county's current portfolio of events and to grow and be sustainable. We must also actively introduce new events which complement the cultural, heritage, food and sporting assets of the county to further promote the profile of Monmouthshire regionally, nationally and internationally.

Our vision is develop and promote an enterprising culture, which builds business resilience and creates excellent outcomes for our communities.

Events are an important component of the cultural, social and economic life in Monmouthshire and are valued as such by residents, businesses and visitors alike.

The portfolio of events delivered in 2014 within Monmouthshire tells us that this county loves events which will only continue to grow for years to come.

These are the set of key guiding principles of Monmouthshire's event toolkit:

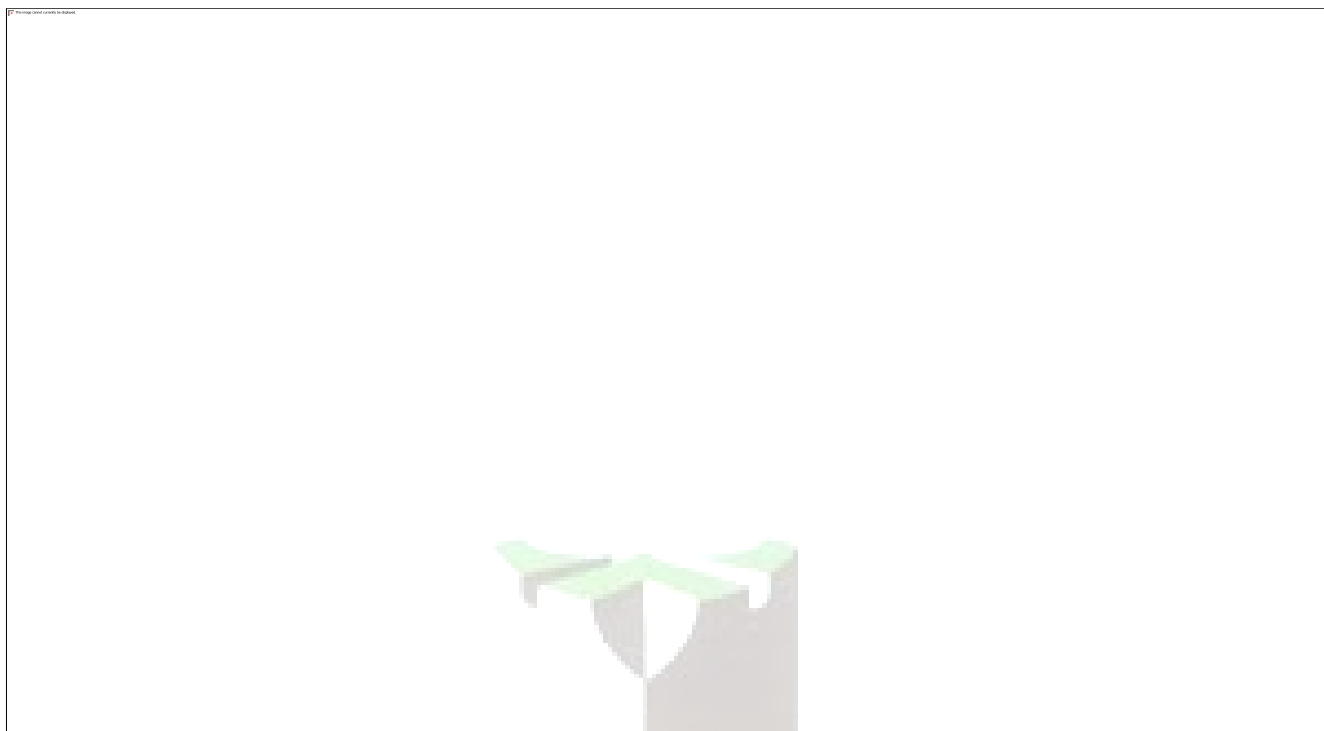
- Tightening local government budgets require us to think more creatively to deliver our aspirations. Our thinking around Whole Place and Your County, Your Way will be paramount in enabling our communities to make events happen in Monmouthshire.
- Deliver clear and measurable benefits to Monmouthshire in line with Your County Your Way, Monmouthshire's Destination Plan and complementary Council strategies and priorities
- Deliver a demonstrable return on public investment; create and enhance a strong sense of place, aligned to Monmouthshire's thinking of Whole Place delivery
- Support the development of a strong and sustainable events industry in Wales
- Strike a balance between attracting one-off major events, growing existing events and creating new events, position the Council as an effective partner of event organisers across the county.

## **Youth**

Monmouthshire Youth Service manages and sustains statutory youth work and young people's counselling services, supporting young people to develop holistically by working with them through voluntary relationships to facilitate their personal, social and educational development. Through its participative nature, the Youth Service provides informal and non-formal learning opportunities for young people taking into account their needs and respecting their diversity. We are a central partner in youth support services, working together with partners to ensure young people receive their entitlements, develop their voice, influence and place in society as empowered individuals and members of groups and communities. The Youth Service works with young people aged 11-25 to support their holistic development, through provisions such as youth clubs and centres, outreach work, participation work and projects such as D of E, and our counselling / therapeutic service 'Face 2 Face'.

## Appendix D - Asset Listing

### Assets of service's proposed within the new delivery model



#### Leisure Services

Leisure services are based in 4 sites across Monmouthshire, providing a wide range of leisure and sporting activities for the wider community



**Abergavenny Leisure Centre**  
**Address:** Old Hereford Road, Abergavenny  
NP7 6EP



**Caldicot Leisure Centre**  
**Address:** Mill Lane, Caldicot NP26 4BN



**Chepstow Leisure Centre**  
**Address:** Welsh Street, Chepstow NP16 5LR



**Monmouth Leisure Centre**  
**Address:** Old Dixton Road, Monmouth NP25

3DP

## Outdoor Education

Outdoor Education is sited across 3 centres, 2 of which are owned by MCC. The service offers a range of outdoor activities for schools, youth groups and adults.



*Gilwern OEC*

**Address:** Ty Mawr Road, Gilwern, Abergavenny NP7 0EB



*Hilston Park*

**Address:** Newcastle, Nr Monmouth NP25 5NY



*\*Talybont is owned and maintained by Newport CC*

**Address:** The Old Station, Station Road, Talybont on Usk, Powys LD3 7YP

## Attractions and Tourist Information

We have 4 sites to incorporate our attractions and promote tourist information and visit Monmouthshire. Our attractions offer some of the most impressive buildings with historical interest and activities to engage all ages.



*Shire Hall, Monmouth*

**Address:** 3 Agincourt Square, Monmouth NP25 3EA



*Tintern Old Station*

**Address:** Tintern, Chepstow, NP16 7NX



*Caldicot Castle Country Park Depot*

**Address:** Church Road, Caldicot NP26 4HT

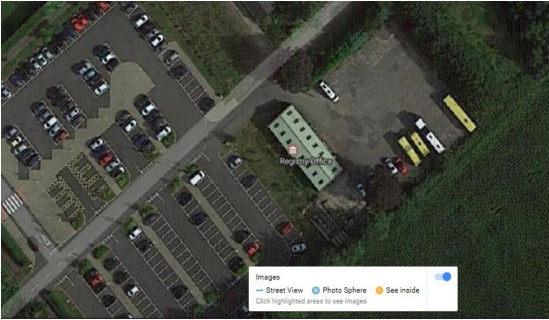


*TIC Chepstow*

**Address:** Castle Dell Car Park Bridge Street, Chepstow NP16 5EY

**Countryside**

Countryside services oversee a vast range of sites used for storage; house teams within Countryside and to provide outdoor experiences for residents



*Green Shed Countryside at County Hall Usk  
(and open storage as the shared PSU depot)*



*Wye Valley AONB Offices on Hadnock Road  
**Address: Hadnock Road, Monmouth NP25 3NG***



*Raglan Depot*



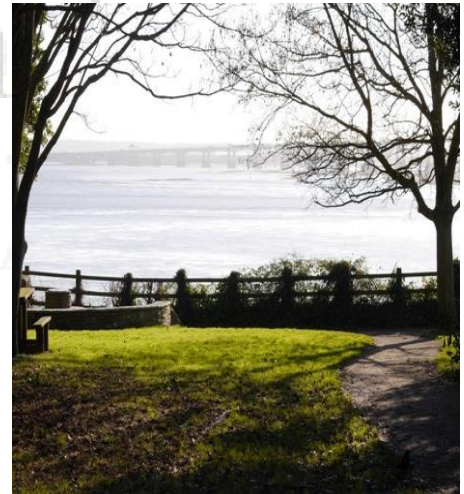
*Castle Meadows*



*Clydach Ironworks*



*Warren Slade*



*Black Rock*



Rogiet Countryside Park



Tintern Abbey Furnace



Llanfoist Crossing

### Youth Service

The youth service are sited within 2 buildings owned by MCC that are leased by local Charities. Together they deliver a safe place for young people age 11-25, to access specialist services, activities and enjoy their leisure time



#### \*Attik Youth Centre

**Address:** Rolls Hall, Whitecross Street,  
Monmouth NP25 3BY

\*This is leased by Monmouth Youth Project  
Registered Charity 1069000 from MCC  
on peppercorn rent



#### \*The Zone Youth Centre

**Address:** 1 Chepstow Road, Caldicot NP26 4HT

\*This is leased by Caldicot Youth Group  
Registered Charity 06178729 from  
MCC on peppercorn rent



## Appendix E – Possible Funding Opportunities (Not all available to Local Authorities)

Organisation	Fund Value	Grant Value (if known)	Deadline	Giving Notes	Links to Wellbeing and Future Generations Act Themes	Applications Notes
Awards For All (Big Lottery)		£500 - £5,000	Anytime	We will fund projects which support community activity, extend access and participation, increase skill and creativity or generally improve the quality of life of people in their area	1; 3; 5	
Bernard Sunley Charitable Foundation (The)	£3.1 million	Up to £50,000	Anytime	Focus on community, education, health and social welfare. Must be applying specifically for assistance towards a capital project. Will NOT fund running costs including salaries.	2; 4; 5	Must be a registered charity.
Big Lottery Fund		Up to £350k	Apr-17	Available for groups whose work will benefit a community with a population of 10,000 or less	1;2;3;4;5;6;7	
Charles Hayward Foundation (The)	£59.5 million	Up to £25,000	Quarterly	Main grant programme - social and criminal justice, heritage and conservation. Project costs and capital development.	2;4;6	2-stage process.
Clive and Sylvia Richards Charity Limited (The)	£997,000	Up to £250,000	Anytime	The charity focuses its support on education, healthcare, heritage, the arts, religious institutions and overseas educational and religious institutions. Provides support to charity organisations where they seek to be a catalyst to unlock other funding so	1;2;3;4;5;6;7	Already in discussions with museum service (strong interest in Nelson collection). Must be a registered charity.
Clore Duffield Foundation (The)	£5.8 million	Up to £500,000	Anytime	Supports cultural learning, creating learning spaces within arts and heritage organisations, leadership training for the cultural and social sectors, social care and enhancing Jewish life.	1;4;6	Must be a registered charity. Rarely funds staff posts.
Comic Relief	£99 million	Up to £10,000	3 times a year	Supports UK locally-based groups or organisations which have a clear understanding of local need in improving health and wellbeing of vulnerable and disadvantaged people.	1;3;5	

Organisation	Fund Value	Grant Value (if known)	Deadline	Giving Notes	Links to Wellbeing and Future Generations Act Themes	Applications Notes
Children In Need	£46 million	£10k to £40k	3 times a year – Jan; May and Sept	Support not-for-profit organisations that work with disadvantaged children and young people of 18 years and under who live in the UK, the Isle of Man or the Channel Islands		
DCMS Wolfson Museums and Galleries Improvement Fund		Up to £300,000	July	Aim to improve the quality of displays, exhibition spaces, collection interpretation and disabled access in museums & galleries	4;6	Must be a registered charity
Denza Robins Jones Charitable Foundation (The)	£268,000		Bi-Annually	Shows a preference for South Wales. Mainly supports medical and educational charitable causes which benefit the local South Wales community.	1;2;4;5	
Esmee Fairbairn Foundation	£34.3 million	Up to £50,000	Anytime	Aim to provide support to 'exceptional people with inspiring, workable ideas and organisations with latent or emerging models'. It states - "we are prepared to fund where others do not and to confront issues that are unseen or unacknowledged". Preference	1;2;3;4;5;6;7	Must be a registered charity. 2-stage process.
Foyle Foundation (The)	£5.2 million	Up to £50,000	Anytime	Support projects which facilitate the acquisition of knowledge and have a long-term strategic impact. Including: Museums, Libraries & Archives and projects which help generate additional revenue.	1;6	Must be a registered charity. Decision can take up to 4 months.
Garfield Weston Foundation (The)	£54 million	Up to £3 million	Anytime	This huge foundation makes about 1,500 one-off grants a year, typically for amounts ranging from £40 to £3 million. Areas of work: General charitable purposes with preference to education, the arts, health, welfare, environment, youth, religion and other	1;2;3;4;5;6	Must be a registered charity. Typically a one-year gift.

Organisation	Fund Value	Grant Value (if known)	Deadline	Giving Notes	Links to Wellbeing and Future Generations Act Themes	Applications Notes
Gwendoline and Margaret Davies Charity (The)	£104,000	Up to £30,000	Anytime	Donations are made to organisations which benefit the people of Wales and to other charitable organisations which are mainly Welsh.	1;6	Must be a registered charity.
HLF - Heritage Endowments Programme		Up to £1 million	Expected October 2017	Designed to build a strong and resilient future for heritage organisations and help them secure a regular source of annual income for the future in the changing economic landscape of reduced public funding.	1;2;3;4;5;6;7	2-stage process. Must provide 50% match funding through own fundraising.
Linbury Trust (The)	£7.45m	Upwards of £100,000	Anytime	Support is given to Arts (capital projects), Education, Museums & Heritage, Environment, Medical, and Social Welfare (particularly disadvantaged young and those living with dementia).	1;2;3;4;5;6;7	Must be a registered charity. Part of the Sainsbury Family Charitable Trusts.
Postcode Community Trust	£176,000	Up to £10,000 (Wales)	Expected May 2017	Interests: Community development and cohesion including support for young carers, relieving isolation, projects which enable volunteering opportunities to help regenerate communities	1;2	Must be a registered charity.
Monument Trust (The)	£74.6m	Upwards of £500,000	Anytime	Grants to: Arts & Heritage of regional importance (particularly economically depressed areas); Health and Community Care; Criminal Justice/Social Development.	1;2;3;4;5;7	Must be a registered charity. Part of the Sainsbury Family Charitable Trusts. Generally applications are invited by the Trustees.
Newbridge Charitable Trust			Anytime	Main focus is to charitable projects in Wales with purposes of advancement of education and training and; promotion of healthcare and relief of sickness.	1;2;3;4;5;7	Linked to Celtic Manor.

Organisation	Fund Value	Grant Value (if known)	Deadline	Giving Notes	Links to Wellbeing and Future Generations Act Themes	Applications Notes
People's Postcode Trust (The) - Small Grants Scheme	£1.7 million	Up to £10,000	Usually October for Wales region	Preference is given to initiatives that are 'focused on improving life for disadvantaged groups and encouraging their inclusion within society'. Welcome applications for projects that have a focus on sport, health, poverty, environmental improvement or hu	1;2;3	Must be a registered charity. Two funding rounds a year.
Peter de Haan Charitable Trust			Usually November	Supports organisations that aim to improve the quality of life for people and communities in the following three areas: Social Welfare, The Environment, The Arts. Trustees are keen to support substantial projects of more than £50,000 per year.	1;2;3;4;5;6;7	Must be a registered charity.
Peter Harrison Foundation - Opportunities through Sport Programme		Up to £25,000	Anytime	Supports projects which provide opportunities for people who are disabled or otherwise disadvantaged to fulfil their potential and develop personal and life skills through the medium of sport. Grants are usually made for capital projects.	1;3;4	Must be a registered charity.
Postcode Dream Trust - Dream Fund	£2 million		Usually September	Gives organisations the chance to deliver the project they have always dreamed of, but never had the opportunity to bring to life. Areas of work include: Sports; community development; environmental protection; health; human rights; prevention of poverty	1;2;3;4;5;6;7	Must be a registered charity. The lead partner in any application must have an annual income that is at least three times the amount being applied for. 3 - stage application process.
Simon Gibson Charitable Trust	£583,000	Up to £25,000 (average £5k)	March	Preference for East Anglia, South Wales and Hertfordshire. Previous beneficiaries' arts/culture focused.	1;6	Must be a registered charity.

Organisation	Fund Value	Grant Value (if known)	Deadline	Giving Notes	Links to Wellbeing and Future Generations Act Themes	Applications Notes
Trust House Charitable Foundation	£1 million	Up to 10k - £45k	On off payment	Community Support: For example: work with young people; community centres; support for carers; older people's projects; help for refugees; family support; community transport; sports projects; rehabilitation of ex-offenders; alcohol and drug misuse project	1;2;3;4;5;6;7	
Waterloo Foundation (The)	£5.9 million	Under £100,000	Anytime	Arts, Education and Heritage: For example: arts projects for people with disabilities; performance or visual arts with a clear and strong community impact; alternative education projects; supplementary teaching; heritage projects in marine or industrial a	1;2;3;4;6	No unsolicited approaches currently being accepted for Wales fund.
Wolfson Foundation (The)	£49.7 million	Upwards of £5,000 (often significantly more)	1 March & 1 September	Grants are a catalyst for capital projects which are currently underfunded. Aims to encourage merit in cultural and academic spheres. Projects under £15,000 not eligible.	1;2;67	Must be a registered charity. 2-stage application process.



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## Appendix F – Scoring Matrix Options Appraisal Outcomes

### Individual scoring of each workshop

Below is the summary of each team’s completed matrix.

	Criteria	Option 1: Doing Nothing	Option 2: Transforming the Service in House	Option 3: Moving the Services into an Alternative Delivery Model	Option 4: Outsourcing the Services to a Third Party
Staff from service areas	Weighted Score (out of 100)	28	60	67	36
Project Team	Weighted Score (out of 100)	25	52	76	44
TLCY Managers	Weighted Score (out of 100)	26	48	57	28
Elected Members	Weighted Score (out of 100)	28	54	74	40
	<b>RANKING</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>4</b>

The assist in scoring each participant was aided by a detailed description of each potential option available.

#### 1. Doing Nothing

- A reduction in revenue budget to accommodate savings over the next four years at least
- Restructuring of service
- Increased burden in National Non Domestic Rates (NNDR)
- Investment streams may be severely limited
- Capital assets still maintained by the council
- Management control of the community assets remains with the council
- Decision making process long winded and at times cumbersome
- Invest-to-save projects compete with other council services for the finance available
- Potential for local priorities to take precedence over sport and leisure needs
- Cross department and partnership working very effective
- Potential use of prudential borrowing is an advantage

#### 2. Transform in House

- A reduction in revenue budget to accommodate savings over the next four years at least
- Restructuring of service and re-targeting of resources
- Increased burden in National Non Domestic Rates (NNDR)
- Investment streams may be severely limited
- Capital assets still maintained by the council
- Management control of the community assets remains with the council
- Decision making process long winded and at times cumbersome
- Invest-to-save projects compete with other council services for the finance available

- Potential for local priorities to take precedence over sport and leisure needs
- Cross department and partnership working very effective
- Potential use of prudential borrowing is an advantage

### **3. Transfer to a new Alternative Deliver Model**

- National Non Domestic Rates (NNDR) and (b) VAT – (a) savings can be substantial and reinvested in the service; (b) council's threshold for VAT could be improved
- Focus on sport and physical activity and Culture services
- Greater opportunities to develop/attract other income streams. Could lack economies of scale (this would become evident as part of an assessment exercise)
- Management can grow business outside of LA control – freedom from LA framework and decision making process
- LA can retain a degree of influence and indirect control - Loss of direct control and influence over services to an independent body
- Provides flexibility in terms of grant funding - Lack of ring fencing means the ADM reliant to a degree on uncertain grant funding
- Can promote community engagement and involvement - Can be difficult finding Trustees / Board Members with right skills and experience
- Can allow savings to be reinvested in services and facilities. Can be hard to attain investment in early years
- Authority may need to realise savings in back office support costs
- Improves the LA's partial VAT exemption position
- May open up alternative sources of investment - Reliant on existing management to develop this source
- Potential for more staff and community involvement and engagement – a number of trustees on the management group will be from the community. They may include people with successful business experience
- Can boost future 'not for profit' capacity in other service areas. Too much control by the LA can limit ability of the ADM to operate effectively
- Transfer of capital assets –for example through a long term lease agreement.
- A simpler regime for board members
- Likely to involve a quicker charitable status process thus opening up the benefits of rates relief at an earlier stage.

### **4. Outsource to a private sector operator or other non for profit operator**

- National Non Domestic Rates (NNDR) savings may be made (if charitable organisation)
- Outsourcing protects resources by ring-fencing spending through a contract to an existing operator
- Low set up costs and lower support costs if an existing operator
- Focus likely to be on an increase in income – contract needs to stress council/community objectives.
- Access to external investment
- Economies of scale and access to specialist services
- Transfer of operating risks
- TUPE transfers can be expensive



- Ties LA into a medium to a long term contract which may be inflexible. Short term contracts would in all likelihood restrict investment
- Authority will need to realise savings in back office support costs
- Savings reduced but need to pay a management fee
- External investment can be expensive but a longer contract may enable more investment. It is likely though that the council may obtain capital investment at a lower cost
- Additional contract monitoring costs have to be taken in to account - the council would have to set up a monitoring group to oversee the contract
- A competitive procurement process would need to be undertaken – costs could be quite significant.



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Score 1 to 10, where 1 is poor, 10 is excellent

Title	Objectives	Weigh-ting %	SCORING 1 – 10			
			Option A	Option B	Option C	Option D
			Doing Nothing	Transforming the Service in House	Moving the Services into an ADM	Outsourcing the Services to a Third Party
Quality	The option will deliver the set quality standard agreed with stakeholders and has the ability to adapt and improve over time.	20				
Operational Efficiencies	The option presents a clear opportunity for driving operational efficiencies through expertise of management, economies of scale and a commercial outlook.	15				
Commerciality	The option provides enhanced long-term commercial viability for Culture and Leisure assets, based on skill sets, experience and sectorial understanding.	15				
Community	The option provides opportunities to engage with and benefit the wider community.	10				
Accountability and Governance	The option provides the council and community with a degree of transparency, flexibility and comfort over the ongoing delivery of the services and the council's interest in the services.	5				
Resources and Investment	The option provides for the effective utilisation of resources and investment to allow for the successful delivery of the services in a sustainable manner. This includes staff and managerial resources working together to realise the main organisations goals and objectives.	5				
Reputation & Political Considerations	The option is unlikely to present significant objections from the Council's stakeholders.	5				
Risk Management	The option provides opportunity to manage the relevant risks associated to service delivery.	5				

Education	Providing learning experiences to enable young people to fulfil their potential as empowered individuals & members of communities through the provision of an adequate Youth and Outdoor Education Service.	5				
Protection of vulnerable People	Supporting an active and healthy Monmouthshire and a healthy lifestyle through physical activity/ provision of a GP Exercise Referral Scheme. Youth counselling service / training programmed for Volunteers	5				
Supporting Enterprise	Raising profile of Monmouthshire / attracting visitors/ links with local businesses	5				
Maintaining Locally Accessible Services	Full range of services in towns, investing in buildings/ attracting greater visitor numbers	5				
		100				

\*\*\*Please total up your columns

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Can you please give some reasons on why you have opted for the model that has scored the highest?

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## Appendix G - Option Appraisal Workshop

Date of workshop	List of representatives / departments etc.,
22 <sup>nd</sup> November 2016	Members of the project team (5 in total)
25 <sup>th</sup> November 2016	Four groups of staff members from the service areas (26 staff in total)
14 <sup>th</sup> December 2016	A number of Members completed the matrix at the Members seminar (4 in total)
6 <sup>th</sup> February 2017	All of TLCY Managers completed the matrix (8 in total)

### Background

Workshops were held with representatives of the Project Team and officers from MCC. Individuals had previously been briefed regarding the project background, including the Future Monmouthshire vision, the four proposed options as well as the specific scoring criteria. The objective of the workshops was to score each of the possible service options, based on the predefined criteria and weighting. The criteria and weighting had been previously approved by the project team. After this scoring process it was intended that the group would reach a consensus decision on the preferred option.

### Scoring Process

Workshop participants were split into groups and each group scored each criteria for each of the four different service options. Scores were allocated from 1 to 10, with one being poor and 10 being excellent. Each group explained their rationale for each score they allocated. These were collated and summarised in the narrative below. Scores were collated and averaged and have been summarised below.

**Results** From the analysis it is clear that option 3, the transfer to a new ADM was the favoured option as outlined in Appendix F.

As part of the workshop and scoring matrix, participants gave reasons why they had opted for the model that scored their highest score. Here are some examples:-

- An ADM will give us opportunity to develop and communicate clear business goals / objectives to focus resources and activity.
- An ADM offers the best mix of local accountability, efficiency, and the ability to increase speed of decision making.

- The ADM I think gives us the greatest opportunity. An outside provider can do almost as much but will have a profit element for its shareholders .They may well be able to draw in extra investment but at a cost overall.
- We cannot not do anything, services are struggling now so we need a chance to be able to sustain and grow again in the future. Although in-house is a good option, an ADM will provide the most secure option for the future.
- I opted for the ADM as my preferred model as it met all the criteria for establishing a successful viable entity for the services in the future. It also still meets the key objectives of MCC.

## Conclusion

It was agreed that the ADM is the preferred option from this qualitative analysis and will be taken forward on the outline business case.



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## Appendix H – ADM Company Structure

	Company Limited by Shares (CLS)	Company Limited by Guarantee (CLG)	Charitable Incorporated Organisation (CIO)
<i>Suitable for?</i>	Trading Company/Local Authority Teckal company	Trading Company/Local Authority Teckal company/Charity	Charity
<i>What is it?</i>	CLGs have a “share capital”, which is a nominal figure used to represent the total net assets of the company. Shares are issued to shareholders, who become the owners of the company. The shareholders’ potential liability is limited to the amount of their investment.	CLGS do not have a share capital and the members give a nominal guarantee to cover the company’s liability, normally limited to £1. By not having a share capital, CLGs do not have the inbuilt “for-profit” framework that CLGSs do (which allow investors in the company to receive a return on their investment). CLGs are traditionally associated with charities, trade associations and not-for-profit companies. CLGs are owned by its ‘members’ as it does not have ‘shareholders’.	CIOs are corporate bodies designed specifically and exclusively for charities. They are an alternative to charitable CLGs, charitable trusts and charitable unincorporated associations.
<i>What are the criteria and constitution ?</i>	Cannot be charitable. <u>Constitution:</u> The rules of the company are contained in the Articles. The Memorandum records the initial shareholders of the company which is updated with each annual return.	The organisation must be limited and cannot declare dividends to members, but other forms of distribution may be permissible, depending on the Articles. <u>Constitution:</u> The rules of the company are contained in the Articles. The Memorandum records the initial members of the company which is updated with each annual return.	Cannot distribute profits to members or shareholders. Must apply its assets to carrying out its charitable purposes. <u>Constitution:</u> Constitution must be in form specified by Charity Commission (Association or Foundation CIO).
<i>Power structure</i>	Two-tier consisting of: a small group of individuals responsible for the day-to-day running of the organisation (the Board of Directors) ; and Shareholders (who may or may not be the same people as the Board) which hold the Board to account. Shareholders have a number of fundamental powers: in particular, the power to dismiss the board and to change the constitution.	Two-tier consisting of: a small group of individuals responsible for the day-to-day running of the organisation (the Board of Directors) ; and Members (who may or may not be the same people as the Board) which hold the Board to account. Members have a number of fundamental powers: in particular, the power to dismiss the board and to change the constitution.	Two-tier consisting of: Charity trustees (responsible for day-to-day running of the organisation); and Members. Trustees and Members can be the same people but do not need to be.

	<b>Company Limited by Shares (CLS)</b>	<b>Company Limited by Guarantee (CLG)</b>	<b>Charitable Incorporated Organisation (CIO)</b>
<i>What are the obligations?</i>	Companies Act 2006 plus associated regulations. Regulated by Companies House.	Companies Act 2006 plus associated regulations. Regulated by Companies House. If a charity – the governing docs must be approved by the Charity Commission.	Single registration with the Charity Commission. Less onerous requirements for preparing accounts – small CIOs prepare receipts and payments accounts and larger CIOs prepare accruals accounts. Less onerous reporting requirements – only prepare an annual report (companies have to prepare directors report too). Only one annual return.
<i>Tax Incentives</i>	Corporation Tax.	Corporation Tax. No special tax treatment unless registered as a charity with the Charity Commission. Charities potentially benefit from the following tax advantages:- no corporation tax to pay on surpluses; exemption from SDLT; and partial exemption from business rates (with potential for discretionary relief for the remainder.	Charities potentially benefit from the following tax advantages:- no corporation tax to pay on surpluses; exemption from SDLT; and partial exemption from business rates (with potential for discretionary relief for the remainder.
<i>Flexibility of activities</i>	Anything (best interests of company).	If non-charitable, anything, but usually objects are for the benefit of the community in some way. If charitable – activities must be charitable or pose no significant risk to charitable assets.	Must be charitable in law.
<i>Portability of Assets</i>	No prohibition.	No prohibition unless a CIC or charity (in which case cannot usually distribute assets to members and, if charitable, must be used for charitable purposes).	Restricted – CIO has power to do anything which is calculated to further its purposes or is conducive, or incidental, to doing so and assets must be applied in accordance with the constitution.
<i>Extraction of Profits</i>	Shareholders usually entitled to dividends.	No 'shareholders' so no dividends. Profits cannot be distributed to members if a charity.	Restricted – CIO income must: be applied solely towards the promotion of its objects not be paid or transferred directly or indirectly by way of dividend, bonus or otherwise by way of profit to any of its members.
<i>What are the benefits?</i>	Usual governance structure for commercial organisations or	The structure is simple and the law underpinning the	Likely to be fine for smaller funders.

	<b>Company Limited by Shares (CLS)</b>	<b>Company Limited by Guarantee (CLG)</b>	<b>Charitable Incorporated Organisation (CIO)</b>
	<p>trading/development subsidiaries.</p> <p>Limited company can provide 'financial assistance' to other members of a group structure. Very familiar structure for funders.</p> <p><b>Limited liability</b> – directors are protected (unless they have acted fraudulently or continued to run the company when it is insolvent i.e. 'wrongful trading'). Shareholders liability limited to investment.</p>	<p>organisation (Companies Act 2006) is well known. CLGs are widely recognised and understood as a governance structure, particularly for charitable organisations. If registered with the Charity Commission it obtains a 'charity number' which is often required for funding and grants.</p> <p><b>Limited liability</b> – directors are protected (unless they have acted fraudulently or continued to run the company when it is insolvent i.e. 'wrongful trading'). Members' liability limited to guarantee amount (usually £1).</p>	<p>Less onerous than charitable CLG as only registered with Charity Commission.</p>
<p><i>What are the disadvantages?</i></p>	<p>Directors feel under pressure to prioritise profits.</p>	<p>Members cannot be financially rewarded through dividends. May limit funding options as shares cannot be issued to investors.</p>	<p>Restricted membership. Trustees can only be remunerated for expenses and issues regarding payment of salaries.</p> <p>There is no register of charges held by the Charity Commission (equivalent to that maintained by Companies House for companies) due to lack of capacity of the Commission. This will mean that funders offering more substantial sums (where they want to take a legal charge as security) will be put off.</p>

Source – Anthony Collins Option Report



## Appendix I - State Aid

In circumstances where the resources of a Member State are used to give some form of advantage to an organisation, there is the potential for there to be State Aid. Where there is State Aid then the ultimate sanction is for that assistance to be repaid plus interest.

In most transactions State Aid issues are usually avoided by either;

- everything being transacted at a market value or,
- given the local nature of the services, not all of the State Aid tests are met in any event or,
- the possibility of the services constituting Services of General Economic Interest (“**SGEIs**”) In this case, if MCC is proposing a grant arrangement, then this may constitute a form of State Aid and so the potential for State Aid to arise does need to be assessed.

There is the potential for State Aid in each of the following situations relevant to MCC and the ADM:

- any sale of land at an undervalue to the ADMs;
- any grant provided by MCC to the ADMs;
- any services offered by MCC to the ADMs at no cost or at below market rates; or
- Any assets transferred from MCC to the ADMs at no cost or at below market rates.

In terms of any proposed sale of land, the European Commission has issued a ‘Communication on State aid elements in sales of land and buildings by public authorities’ (OJ C209, 10/07/1997). In order to definitively avoid State Aid, the Commission expects there to be either:

- A bidding procedure “comparable to an auction” which must be “sufficiently well-publicised, open and unconditional.” The logic here is that the winning bid must equate to market value; or
- Independent expert evaluation to determine the market price “on the basis of generally accepted market indicators and valuation standards”. If there are any special obligations relating to the land (as opposed to the purchaser) then this can be taken into account in assessing the market price.

The wording of the Communication refers to “sale” of land or buildings, rather than other disposals such as by way of lease or licence. However, it is suggested that it would cover other sorts of disposals such as leases. Therefore, any other disposal where the price paid is less than market value may be seen as State Aid. The best way, therefore, to avoid possible risk of State Aid is to ensure that the ADM is paying a market rent for its use of the premises or, if there is to be a freehold disposal, that it is paying the market price.

Several of previous agreements restrict MCC from transferring the freehold of various properties as well as the granting of any leaseholder interest. If MCC is able to and decides to grant a lease and charge market rates for the reasons stated above, it would be legitimate for the ADM to take account of these kinds of costs in assessing the price it should be paid for the Services. The overall effect would therefore be costs neutral, or at least close to it.

In the context of private business, the market rates charged include an element to cover overheads such as rent, and the ADMs should be entitled to do the same. In this way, MCC may be charged certain amounts each year for the Services but, will receive some of this back again by way of rent.

To the extent that MCC is to provide (even on a temporary basis) support to the ADM by way of back-office functions such as HR, payroll and IT, then the ADM should pay an appropriate rate for these services. This is for the same reasons as set out above in relation to market rents. Again, it would be appropriate for the ADMs to take account of these overheads when agreeing the fee for the Services, as set out above.

*Source – Anthony Collins*



## **Appendix J – Main VAT considerations when Local Authorities Outsource Provision of Services to Charities**

### **Background VAT Issues**

VAT is charged on most “business” transactions in the UK where the supplier is registered for VAT. A supplier who is not registered for VAT does not charge VAT. For VAT purposes a transaction is a business transaction if the buyer pays the supplier money, or gives the supplier some other benefit of value, in direct exchange for goods or services. Neither the buyer nor the supplier need be a business in the commercial sense for the transaction to count as a business transaction for VAT purposes. A transaction in which a public body buys a service from a charity, is a business transaction for VAT purposes.

A donation to a charity is not a business transaction for VAT purposes:

- If the charity does not give the donor any benefit of value in direct exchange for the donation; and
- If the charity does not give a third party any benefit of value in direct exchange for the donation; and
- Provided that the donation is not subject to any conditions other than conditions imposed to ensure that the use of the donation is properly accounted for.

Similarly, a grant to a charity is not a business transaction if it meets those criteria. When a “grant” is referred to it means a grant which meets those criteria and is therefore not a business transaction for VAT purposes.

VAT is a tax whose burden is meant to fall on the final consumer of services. The final consumer pays VAT on the price of services which it buys and cannot recover the VAT that it has paid. The organisation which sold the services to the final consumer, while it is liable for VAT on its costs attributable to preparing and delivering the services, is allowed to recover the VAT for which it was liable on those attributable costs, thus escaping the tax burden.

The main exception to this rule is where the services sold to the final consumer are exempt from VAT. In that case, the final consumer does not pay VAT on the purchase. The organisation which sold the exempt services to the final consumer is still liable for VAT on its attributable costs, but this time – because the services it has sold are exempt from VAT – it is not allowed to recover the VAT for which it is liable on its attributable costs. In this case the burden of the tax – by way of “irrecoverable VAT” – falls on the organisation supplying services to the final consumer, not as a direct charge to the final consumer.

Although the range of services which are exempt from VAT is limited, a number of exempt services – such as social welfare care and medical services, the care of children and the elderly, and education – are commonly provided by charities. In providing exempt services charities do not charge VAT but equally cannot recover the VAT for which they were liable on their attributable costs. The burden of the tax therefore falls on charities when they provide exempt services.

Public bodies, even when they provide the same exempt services as charities, are treated differently from charities for VAT purposes. Most services provided by public bodies are entirely outside the scope of VAT, which means that they do not charge VAT to the final consumer of their services. But, unlike charities, public bodies have a right to recover the VAT for which they were liable on their

attributable costs. Section 33 of the VAT Act 1994 gives that right to local authorities and to some other specified public bodies in respect of all their non-business activities. Section 41 of the same Act gives that right to Government departments and NHS bodies for a more limited range of contracted-out services. These statutory rights of recovery are intended, among other things, to prevent VAT from acting as a disincentive to public bodies to outsource services.

**What are the VAT implications of different funding methods?**

When a public body outsources a service to a charity there are essentially two different funding methods available to the public body to finance the service:

- by grant-funding the charity - *this is not a business transaction for VAT purposes*
- By procurement under a contract for service – *this is a business transaction for VAT purposes.*

The VAT position, and the differences from a charity’s point of view in the VAT position as between grant funding and procurement, are as follows.

A grant by a public body to a charity is not a business transaction for VAT purposes. That being so, the charity is not making any taxable supply to the public body and there is nothing on which VAT could be payable by the public body. The public body, therefore, does not have to budget for paying VAT on the amount of the grant. However, because the charity is not making any taxable supply to the public body, the charity is not entitled to recover any VAT for which it is liable on its attributable costs. The charity will have to bear the cost of the irrecoverable VAT and should take that into account when budgeting for its service and deciding how much grant money to apply for in the first place.

Procurement by a public body of a service from a charity under contract is a business transaction for VAT purposes. Where the service is subject to VAT (i.e. is not an exempt supply) the public body will pay VAT on the purchase price of the service. It will normally then be able to recover the VAT under its statutory right of recovery (see para. 7 above). Equally, the charity will be able to recover the VAT for which it is liable on its costs attributable to the service. Where the service is an exempt supply, however, the public body will not pay VAT on the purchase cost of the service, but neither will the charity be able to recover any of the VAT for which it is liable on its attributable costs.

From a charity’s point of view, *where all other things are equal* a procurement arrangement leading to a contract for the provision of the service is more VAT-efficient than a grant arrangement where the charity is providing a service which is a taxable supply. Where the supply is exempt there is no effective difference between grant and contract – the VAT costs of the charity are equally irrecoverable, and there is no VAT for the public body to recover under the special recovery rules.

	Grant-funding	Procurement
Taxable service	There is no taxable supply because the grant is not a business transaction. The charity incurs irrecoverable VAT on its attributable costs.	The public body pays VAT which it will usually be able to recover under its statutory right. The charity can recover VAT on its attributable costs.

Exempt service	There is no taxable supply because the grant is not a business transaction. The charity incurs irrecoverable VAT on its attributable costs.	The public body pays no VAT. The charity incurs irrecoverable VAT on its attributable costs.
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Source: Charity Tax Group – Grants and Contracts: Outsourcing by public sector bodies: VAT implications for charities



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## Appendix K – Risk Register

Risk	Impact	Probability	Mitigating Actions / Notes
Failure of ADM to achieve financial targets	High	Medium	Draw up business plan in conjunction with existing management and independent consultants
Delays in agreeing support service arrangements with MCC	Medium	Medium	Need to identify staff and time currently allocated to supporting existing services - Central Finance to work on reviewing allocation methodology
Length of process	Medium	High	Meet our deadlines, ensure relevant officers are aware of deadlines
Reduced Political Interest	High	Medium	Need to ensure effective client relationship and reports to Councillors on performance / regular meetings / member workshops
Reduced Financial support in future years	High	High	Adjustments to SLA / alter level of service in line with reduced budget.
Poor Quality Performance by ADM	High	Medium	Performance to be monitored and controlled - monthly by ADM Board and set of KPIs. Regular report to MCC. Client staff needs to be retained by Council to plan future service requirements and to monitor ADM's performance
Inability to recruit board trustees	High	Low	Need to establish process for establishment of shadow board significantly prior to go live date
Lack of experience within the ADM to operate effectively as a business	Medium	Medium	Recruit Board members with expertise and commitment, particularly Chair. Learn from other ADMs/ Trusts. Ensure have effective business support arrangements in place. Need to demonstrate VFM.
Problems with TUPE and other employment issues	High	Medium	Need to have implementation plan - need significant time for consideration of TUPE and other employment considerations. Need to include consideration of existing staffing structures and likely impact of transfer to ADM. Need to involve MCC Personnel / Unions
Increased costs associated with set up of Trust	High	Medium	Trust business plan needs to incorporate detailed breakdown of anticipated costs. Who is MCC's project champion?
Condition Surveys	High	High	The trust requires updated surveys. The Head of Property Services will collate existing condition surveys, identify any substantive works since their production and identify gaps. A programme to complete a tender process and survey properties to ensure due diligence is addressed is in progress to mitigate this issue.

Risk	Impact	Probability	Mitigating Actions / Notes
Failure to achieve charitable status	High	Low	Early engagement needs to take place with Charity Commission for implementation including corporate governance structure as well as refinement of the appropriate Article of Association. All trusts set up be councils have gained charitable status.
Unable to Secure NNDR Relief	High	High	The project team has engaged with the Rates Section and Assessor at an early stage of the process. Based on the project team's review of the properties, no issues are anticipated. This is, however, extremely unlikely given the importance of this relief to a vast diversity of charitable organisations.
Financial benefits lost because of change in government policy on NDR relief	Low	High	No indication of desire to change current policy. Should the policy change in future the cost of the services would be no greater than if it remained in house
HMRC Ruling on Approach to VAT	High	Medium	We will continue consultation with HMRC to proactively address this issue.
Not achieving VAT savings or that liability greater than expected	Medium	Medium	Advice from VAT Consultants
Challenge in relation to State Aid / Procurement	Low	Low	Providing the Services Agreement between the Council and an ADM is structured in a manner which reflects the principles (including the level of payments under the services agreement being similarly in line with these principles), Anthony Collins to advise
Due Diligence uncovers property Issues	High	High	An early start to property review has commenced and regular updates to inform on progress will be provided to the Board to enable action to be taken to address any issues arising.
Stakeholders do not support ADM	High	Low	Consultation has taken place with staff, community organisations /groups and the public and feedback has been largely positive. Any concerns raised throughout the consultation will be addressed and are included in section six. Following any decision by members, further engagement will take place with all aforementioned groups on the requirements for the implementation phase.
Benefits of Integrated approach lost if some services are transferred to ADM and some remain with MCC	Medium	Medium	Could produce fragmented approach to delivery and ineffective strategic planning (think Youth - Education team)

Risk	Impact	Probability	Mitigating Actions / Notes
Trade Union & Staff Opposition	Medium	Medium	Trade Unions oppose out-sourcing of services. Will work with MCC but need to be assured on protection of terms and conditions. Some staff anxious about change - provide regular briefings to staff / answer questions etc.
Lack of capacity to complete all the work required in setting up a trust	Medium	Medium	Project Manager - to oversee establishment of trust. Could use external expertise but there are cost implications
Business Case being ready in time and fit for purpose	High	High	Limited resources, additional changes required by MCC Senior Management Team
Withdrawal of Grant Funding	High	Medium	There should be a lengthy consultation period which would mean that plans could be made to assess the impact of the funding withdrawal and reduce resources/ make changes to the staffing structure
Need to recruit to specialist positions	High	Medium	Likely to recruit from the market
Business Resilience (loss of staff)	High	Medium	Up to date policies and procedures, role sharing / knowledge transfer
Business Continuity	High	Medium	Develop Business Continuity Plan
Contract with MCC - Lack of flexibility inhibits commerciality	Medium	Medium	Negotiation with MCC



## **Appendix L - Engagement**

### **Employee Engagement**

Our staff are at the heart of delivering a genuine, personalised experience wherever they are sited within the organisation. We will engage and enable them to anticipate what the customer will want next, not just now, which will give us a competitive advantage in the future.

At the core of any successful organisation is a motivated, engaged and focussed workforce. The challenge that we is facing is considerable and our plan sets out a clear people engagement process. The employees are the most valuable asset the business has, all successful business understand this and put them at the centre of everything they do.

Employees come first – we will take care of our employees and they in turn, will take care of the customer. If they believe in the organisation and what we are trying to do, they will feel more confident about the long-term prospects. Ultimately making them engaged and offering the optimum customer experience. It's a virtuous circle.

Employee engagement will happen through varying formats to ensure all are able to have an input at each stage.

- Staff engagement meetings (using key messages, encouraging everybody to open up and speak honestly about the need to change, recording the key messages and feeding back to team members afterwards) Engage with Senior staff to ensure they are clear about timetable and future actions (as much as possible)
- Team meetings
- One to ones where required, held at the convenience of the team members in the most cost effective way
- A questions box where people can leave written questions
- Open drop in sessions
- Blog; regular newsletters; posters
- Ensuring the team responsible for this task are visible and easily contactable by phone, e-mail
- Ensure all levels and teams are able to access all information
- Create an ambassador group from all levels and parts of the organisation and enable them to be the positive voice of change with colleagues.

### **Community / Service User engagement**

Engaging community and service users in our work is a powerful force for positive change and improvement. By focusing on people in all we do, we can ensure the services they access can be sustained, improved and meet the needs of users.

Engagement must be an integral part of the mainstream processes of agencies, especially strategic and service planning and it must be owned by all staff. This may involve making changes to the way we deliver our services. It must be clear from the start what is 'on offer'. Engaging with our communities and service users means involving them at the earliest stages in the planning of services and projects, rather than simply consulting them once the decision has been taken.

For service users, communities, our partners, voluntary groups and networks, it is important to demonstrate that we:

- value people at the heart of everything we do

- are true to our mission and values, to be the recognised organisation which drives the delivery of world class, 'person-centred' leisure and wellbeing services for the people of Monmouthshire
- ensure all groups are engaged with, in particularly the most marginalised groups and ensure engagement is appropriate
- continually seek out innovative opportunities to ensure high quality services for every person, every time
- continue to engage people with lived experience of the tourism, leisure, culture and youth services, learning from such experience in order to improve

Service user engagement will happen through a variety of formats to consider the varying needs of our communities in Monmouthshire. (Appendices B, C & D gives a detailed overview).

- Surveys in different formats – paper; online
- Face to face discussions in prominent positions in our communities to engage with people and listen to their views, ideas to assist us in providing the right services
- Focus groups for specific specialist service areas
- Through existing partnership meetings to ensure reduced consulting with community members
- DVD made by service users on 'What Matters' to them regarding the services they access.

### **Internal engagement**

As part of the internal engagement, we have ensured that all relevant colleagues from within Monmouthshire County Council have been involved. At each stage of the process we have accessed support from colleagues in Legal, Human Resources, Economic Development, Finance, Organisational Development, Estates and Property Service. We have also regularly met with officers within the Senior Leadership Team.

Throughout the process we have been afforded support, expertise, resources and at times have acted as a critical friend to challenge and scrutinise each stage of the process.

### **Visual representation from our Engagement with service users and staff**

Results of the 'What Matters' exercise carried out with service users during August 2016  
<https://www.youtube.com/watch?v=XsyohXe7muc&feature=youtu.be>

What looks good to staff members?

<https://www.youtube.com/watch?v=XsyohXe7muc>

### **County, Town and Community Council engagement**

It is vital that we engage with our elected members throughout this process and ensure that they are supplied with factual, relevant information at all stages. This process is embedded within the political procedures of the local authority, and through shared vision, ensure our 4<sup>th</sup> priority of 'maintaining our locally accessible services' is adhered to. (Appendix E gives more detailed overview).

Member engagement will happen through the following channels:-

- Member representative meetings
- Member Seminars

- Joint Select Committee meetings
- Community and Town council meetings
- Email updates
- Newsletter
- DVD's created by service users and staff to show 'What Matters' to them about the services they access/deliver

### **Trade Union Engagement**

We will ensure that we inform/consult with our employees through "appropriate" elected representatives and recognised Trade unions.

We will ensure that all Trade Union representatives are engaged in the process at each stage, and are able to feed comments into papers where decisions are to be made. We are aware of our statutory responsibilities under TUPE and will ensure that employees have the appropriate representation undertaken in the future when required. (Appendix F gives a more detailed overview).

Trade Union engagement will happen through the following channels:-

- Informal Trade Union meetings
- JAG monthly meeting
- Invitation to attend staffing events
- Email updates

### **Partner Engagement**

Our partners will be key to galvanising our success within local communities. Many partners already work in harmony with the services and we will be seeking their views throughout the process. We will also be seeking new relationships with additional partners. (Appendix G gives a more detailed overview).

Partner engagement will happen through the following channels:-

- Open meetings
- Newsletter
- Attending partner meetings to share the process on an ongoing basis

### **Continual Future Engagement**

We are fully aware that we will be required to carry out additional engagement as we go through this process. Engagement will be crucial to ensure that we get the right services and involve all necessary stakeholders at relevant milestones.

Many of our services have previously engaged with their service users. This information is held in several places and in different formats. The information is currently being gathered and analysed to establish the key themes that are important to us as a services and our users.

This information will be fundamental to enable us to benchmark services going forward; highlight areas of growth; decline and change. Through further engagement with staff, we will discuss what information could be useful to inform future processes. We can therefore ensure that future services are built on sound information and we are providing an offer that is the optimum one for our service users.

Future engagement will also include:

- Ensuring that all external stakeholders are kept fully engaged in the process.

- Ensuring that we continue to identify future audiences e.g. schools; Governing bodies, partners and businesses.
- Dedicated marketing and communications team to assist
- Clear messages will need to be created on why we will need to change and how change will bring new opportunity and better, localised services to our communities
- A video will be created to be an ideal communication vehicle to communicate the need and reasons to change to our stakeholders



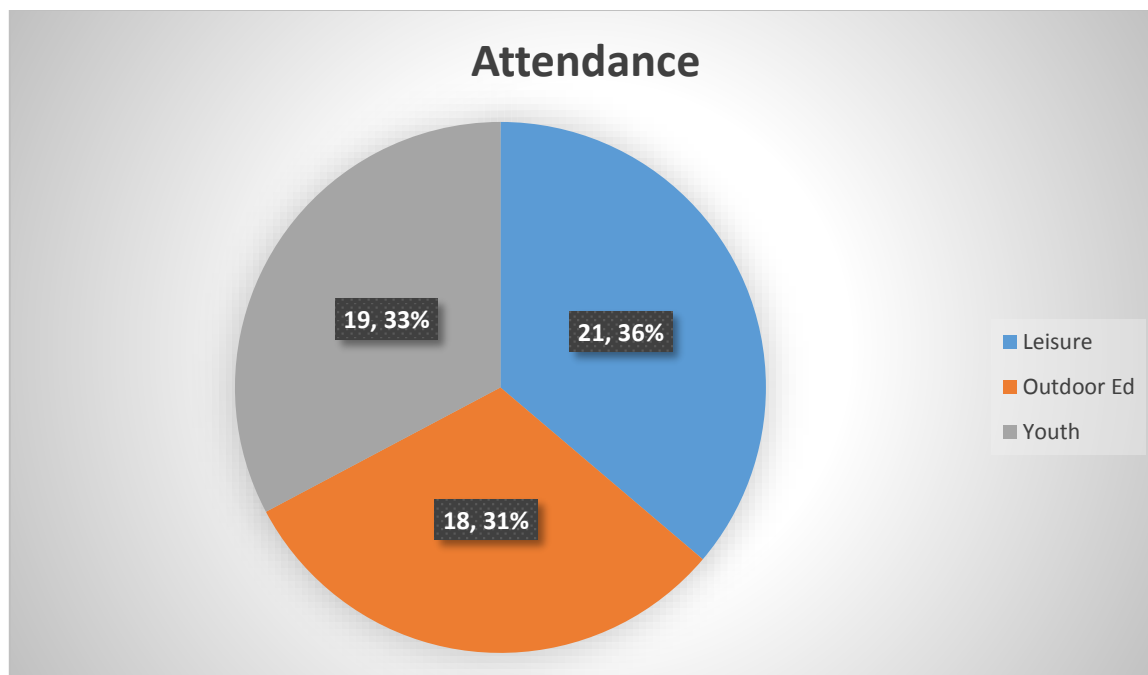
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*sir fyny*

## Appendix M - Findings from Engagement Events across all stakeholders

### Staff Engagement

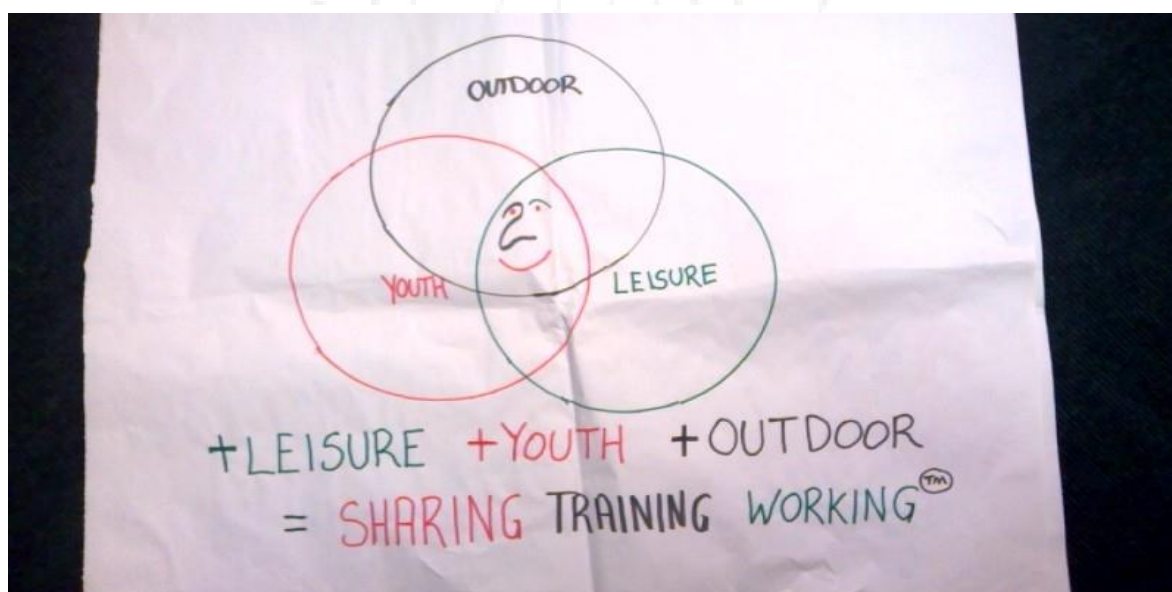
On 15<sup>th</sup> December 2015, Leisure, outdoor education and youth service staff were brought together to share their knowledge and offer of their individual services; identify synergies and duplication and to agree ways forward through collaboration.

58 staff attended and represented those staff who were unable to attend due to operational duties.



Presentations resulted in staff understanding each other service area better and were then informed to carry out an exercise to identify synergies; duplication and opportunities.

An example of one of the outcomes of this exercise:-



A 'What Matters' exercise was conducted with those present to ascertain anxieties and queries; to give an opportunity for responses to be given where appropriate and for staff to feel heard and able to express their views throughout the process in a safe manner.

Top 10 statements made by staff in regards to the process and communication

1. Communication is vital
2. Open and honest
3. Transparent
4. Be told the truth
5. To be involved in the process
6. Use simple language
7. Being listened too
8. Being kept in up to date
9. Getting staff together often
10. Being consulted

Top 10 statements made by staff in regards to jobs and service delivery

1. Keep my job
2. Not losing quality of service
3. Sustainability
4. Pensions and T&C remain same
5. Don't lose identity
6. Work together
7. Fit for purpose services
8. Keeping customer happy
9. Staff cuts
10. Services are protected

Top 10 statements made by staff – miscellaneous

1. Get it right
2. How long will this take
3. Who decides outcomes?
4. Jobs
5. One team
6. Joint decisions
7. No lip service
8. Ensure it's feasible
9. Well-being of staff
10. Opportunities for us in the future

The statements made by staff present were vital to our next steps and ensuring that staff felt part of the process. Communication is key for everyone involved.

To assist in the communication to staff and others, we engaged Change Ambassadors. Change Ambassadors are volunteer representatives from each service area who meet regularly and act as the two-way communication channel with staff and the new Delivery Model project team. The Change Ambassadors group have worked with the project team to:-

- Act as champions in promoting the progress of the new Delivery Model project within their service areas by ensuring that progress is regularly reported back to colleagues

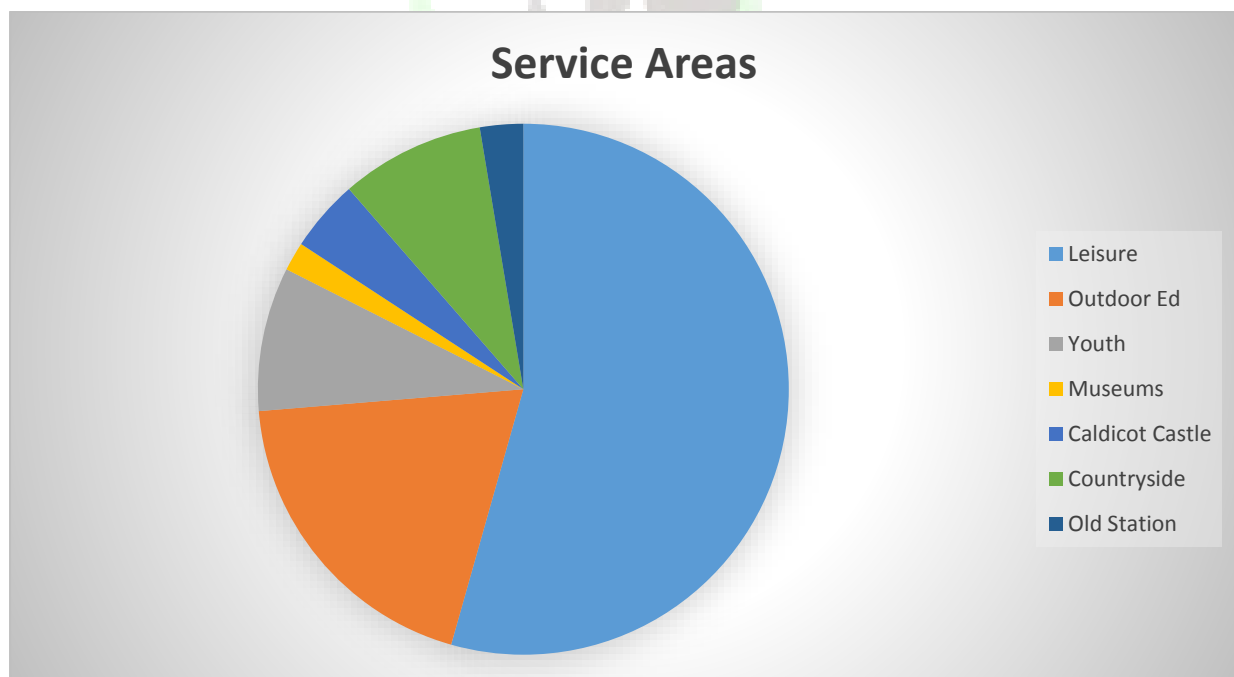
- Ensure the engagement with staff and volunteers is two-way, direct, transparent, open and easily understood.
- Ensure staff and volunteers feel included, listened to, valued and involved in the change process
- Ensure feedback from staff and volunteers is shared with the new Project Model team as necessary
- Assist in the facilitation of staff engagement events
- Create communication channels that are appropriate and meet the needs of staff and volunteers

The role of the Change Ambassadors will be critical in assisting us during this process and supporting service user events in the future.

**Staff Engagement Event - 25th November 2016** As we reach the next stage in the process of presenting the options for a new delivery model, we are mindful that staff are continually engaged and involved. Staff are the largest asset we have and to date, have evidence from both staff and service users that without our staff, services would not be delivered to the high standard they currently are.

The staff events were held in Chepstow Leisure centre and County Hall respectively. 113 staff from across TLCY and youth services attended the sessions, along with colleagues from HR and Union representatives.

The makeup of the services in attendance are as follows:



The purpose of the sessions were to share with staff work completed to date; an opportunity for staff to ask questions; to share presentations of each service area and to start shaping the values and vision to enable working collaboratively in the future.

At the beginning of the session and again at the end of the session, we ran a quick visual exercise to gauge how staff were feeling in general. The grading being 5 = fantastic, 1 = not good. There was an encouraging shift in the bins from the beginning of the day to the end of the day with staff being more positive than initially at the start of the day.

Before Shot



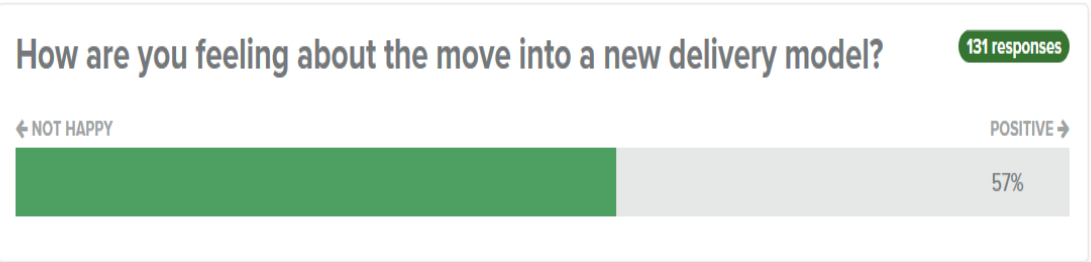
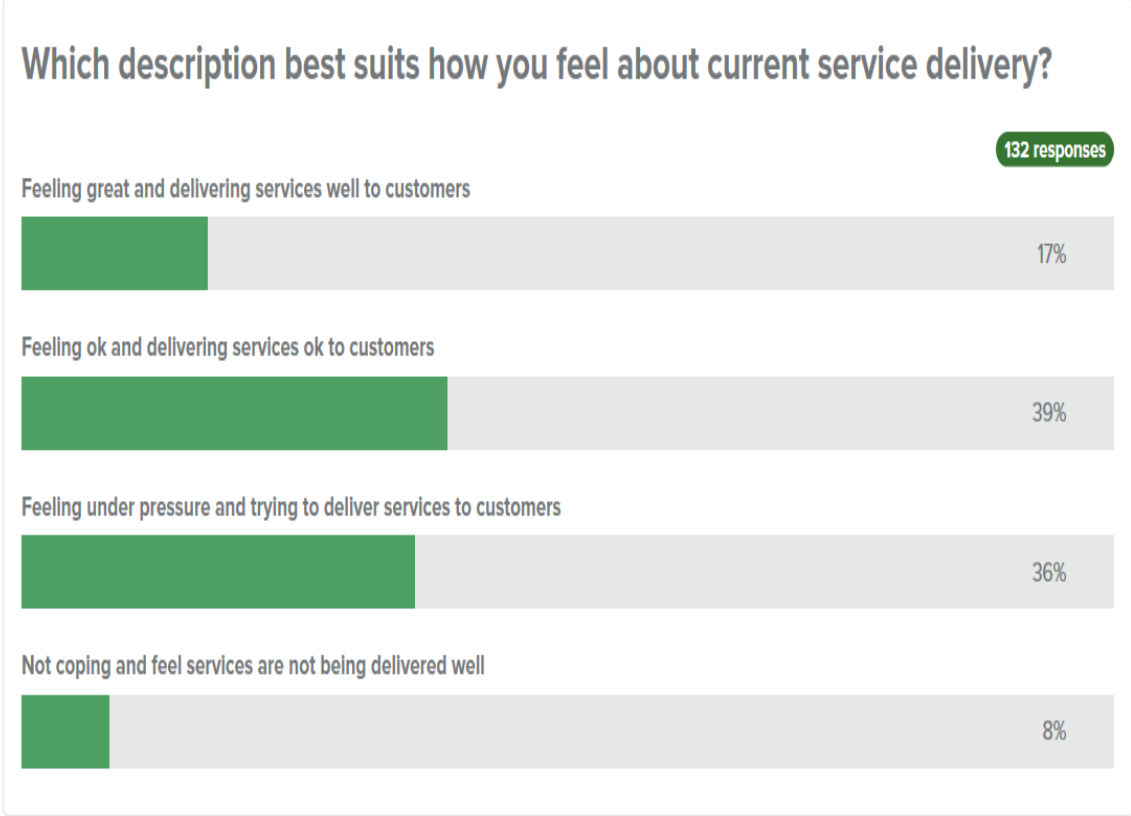
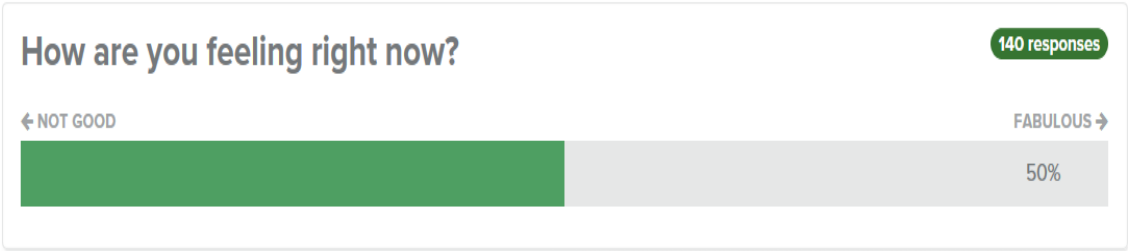
After Shot



We are mindful of supporting staff at this ambiguous time is a priority, and to ensure that we listen and act on concerns raised, we ran a live poll (Doo Poll) for staff to share anonymously their thoughts and feelings on current and future working. Whilst there were no significant concerns, it was apparent that not all staff are managing currently with the existing pressures of service delivery, however many more are more positive about the future.



# Big Conversation with staff Live Results



## How effective do you feel communication has been over the last year?

131 responses

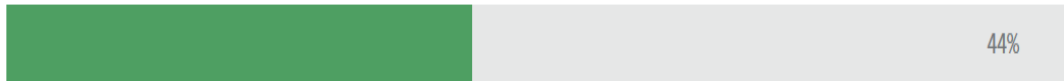
Really good



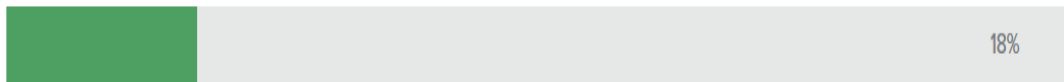
Good



Ok



Poor



Really poor



## How motivated are you feeling right now?

131 responses

← NOT AT ALL

REALLY MOTIVATED →



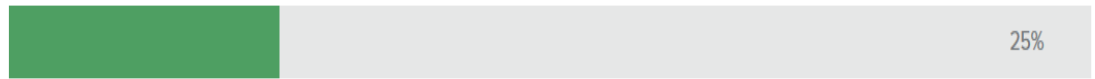
## How effective are the levels and detail of information you receive?

131 responses

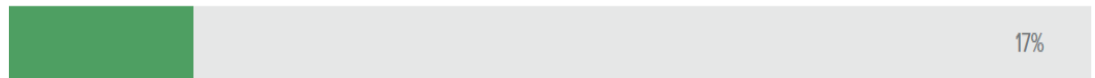
Really good



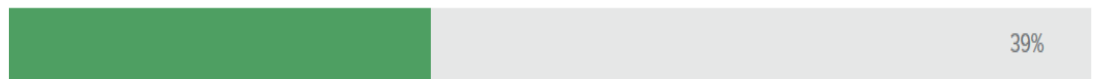
Good



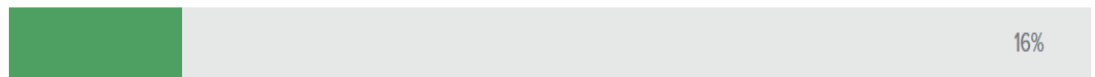
Useful



Ok



Not useful



## How well has your Change Ambassador liaised with you on progress?

131 responses

← NOT AT ALL

REALLY WELL →



## How are you feeling about working together as one service through collaboration?

130 responses

← NOT

EXCITED →



The latter part of each session gave staff the opportunity to shape the values and vision of the new delivery model for the future.

Top ten statements made by staff regarding their vision for the future:

1. Using staff expertise and knowledge
2. Best technology
3. Professional
4. Good Communication

5. Quality service and resources
6. Marketing
7. Investment
8. Evolving
9. Community Focussed
10. Successful

Top ten miscellaneous statements made by staff at the sessions:

1. Do less well
2. Branding – be recognisable as one
3. Feel like one team
4. Start working together now
5. Fun
6. Wellbeing
7. Continuity
8. Rewards and incentives for staff
9. Respected and valued
10. Everyone has an input now and in the future



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*sir ffynny*

## Appendix N - Service User Engagement

Making the customer the focus of our engagement programme will help us to meet the challenges we face head on. It is important that we listen to our service users and customers to ensure future services are relevant, meet need and are fit for purpose.

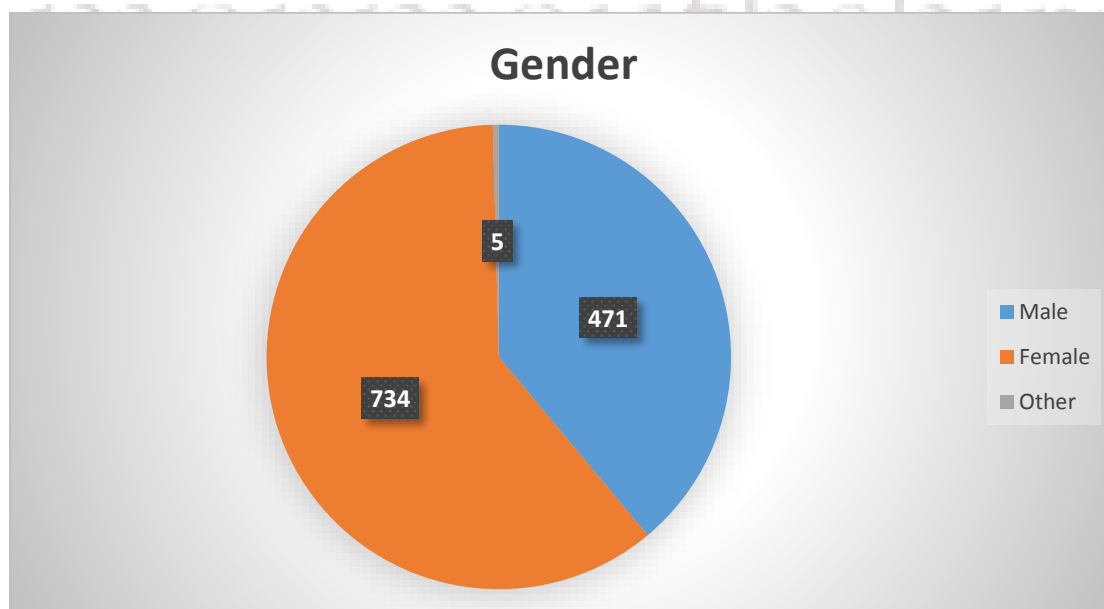
As we are at the early stages of the development of the new Delivery Model, we identified the need to carry out a 'dip-test' with service users to find out what was important to them regarding the services they accessed and used regularly.

During the three weeks of 1<sup>st</sup> August – 19<sup>th</sup> August 2016, services engaged their users through paper surveys and an on-line survey asking 'What Matters' as well as some basic demographic and geographical information. A total of 1210 surveys were completed during this three week period, from all age groups and areas of Monmouthshire giving us a wealth of initial data to use to inform our business plan and future model. The following is an analysis of the service user feedback.

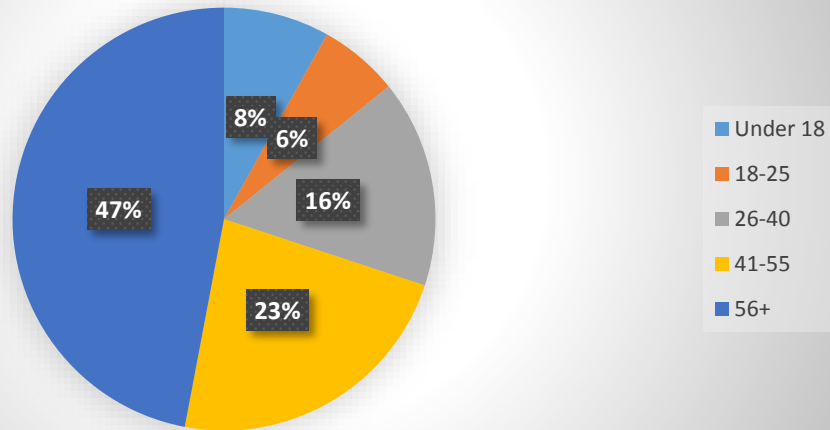
From across all surveys completed these were the top 5 themes that mattered to service users:-

- ✓ 28% - Staff: were approachable; knowledgeable; friendly and welcoming
- ✓ 24% - Accessibility: services were local; open regular and open to all
- ✓ 13% - Cleanliness: sites and facilities were clean; had good hygiene and
- ✓ 12% - Equipment: maintained; up to date; accessible for all and available
- ✓ 9% - Cost: prices are as low as possible; fair and worth the service receiving

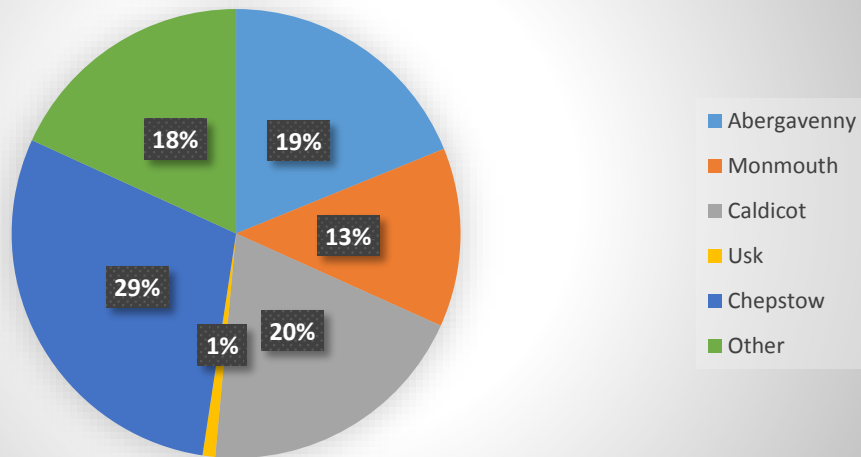
### Demographic information:



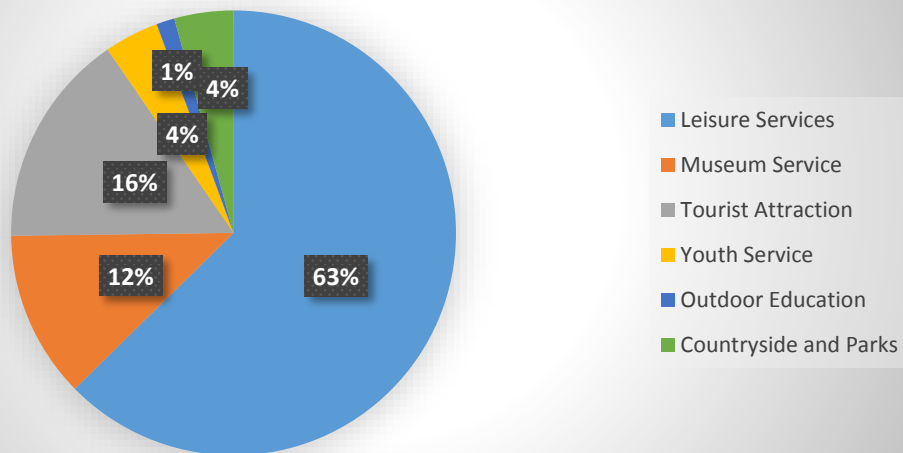
### Age



### Residential Area



### What service are you using?



The following are extracts of what users shared about each service individually (leisure; museums; countryside; tourist attractions; youth service and outdoor education) and indicated 'What matters' to them:

#### **Leisure (758 of the surveys submitted)**

- ✓ 19% said 'Staff approachable and friendly'
- ✓ 17% said 'Clean buildings, equipment and good hygiene'
- ✓ 12% said 'Equipment maintained, up-to-date and more available'
- ✓ 11% said 'Being able to access classes to help people stay fit and healthy'
- ✓ 7% said 'Opening times extended'

#### **Countryside (52 of the surveys submitted)**

- ✓ 25% said 'Pathways and services are clean and not overgrown'
- ✓ 19% said 'Pathways are accessible'
- ✓ 8% said 'Having appropriate reasonably priced parking'

#### **Museum Service (147 of the surveys submitted)**

- ✓ 33% said 'Museums need to be interesting and educate people'
- ✓ 23% said 'Information is available and relevant'
- ✓ 21% said 'History should be preserved and shared with everyone'
- ✓ 14% said 'Important that museums stay free'
- ✓ 14% said 'Being able to learn about local history locally'

#### **Youth Service (49 of the surveys submitted)**

- ✓ 24% said 'Staff are approachable, helpful and fun'
- ✓ 22% said 'Need somewhere to go that is safe, fun and our space'
- ✓ 10% said 'Something to do and meet friends'
- ✓ 8% said 'Help to look for jobs and training'

#### **Outdoor Education (15 of the surveys submitted)**

- ✓ 20% said 'Cost - value for money is important'
- ✓ 20% said 'Safety whilst on activities'
- ✓ 20% said 'Equipment is tested, safe and appropriate'

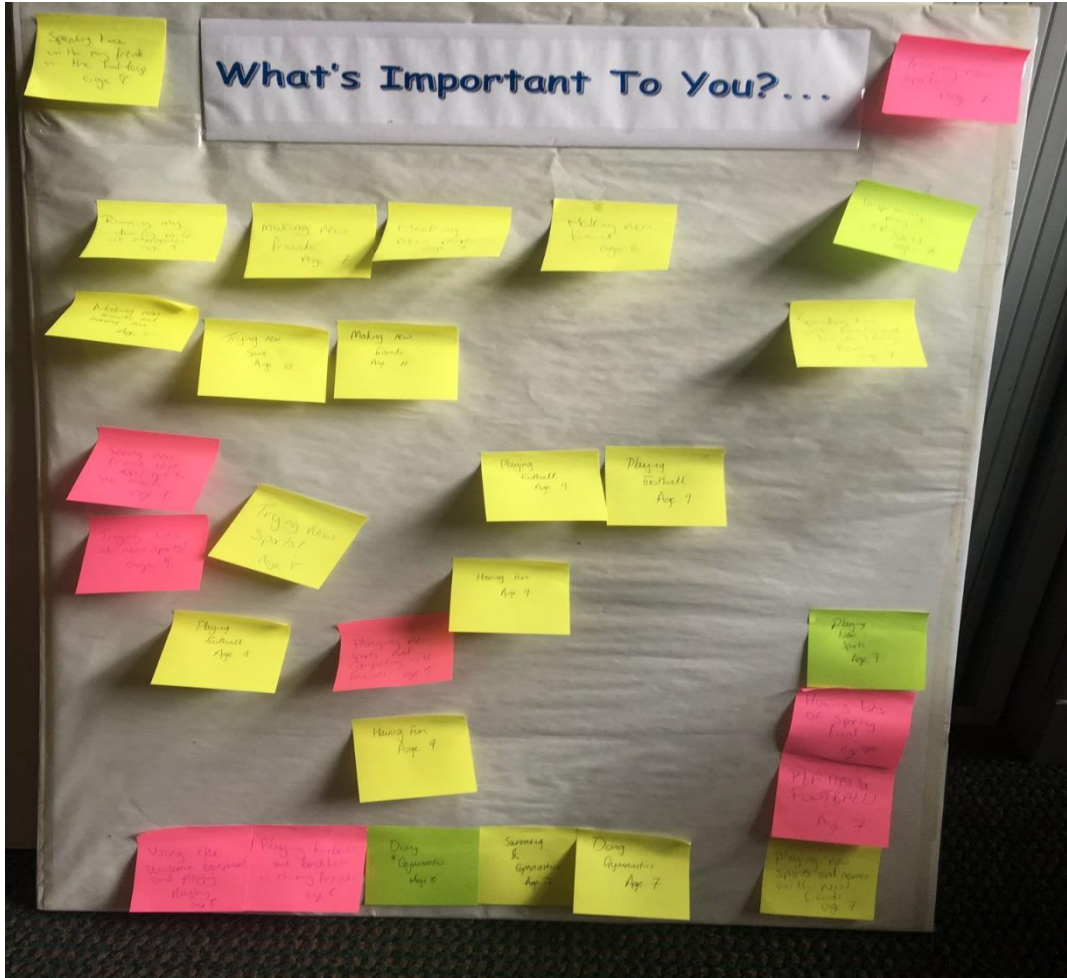
#### **Tourist Attractions (Shire Hall; Old Station; Caldicot Castle; TIC's) (189 of the surveys submitted)**

- ✓ 57% said 'Staff welcoming, helpful and knowledgeable'
- ✓ 12% said 'Local, accessible attractions are important'
- ✓ 12% said 'Attractions clean and litter free'
- ✓ 13% said 'Information is provided on local areas'

In addition and to ensure we had the voice of our youngest service users, over 120 children and young people (aged 5-11) responded on Graffiti boards sharing their thoughts on what was important to them regarding the service they were using.

A flavour of their comments:-

- ✚ To be able to swim
- ✚ Stop me being bored
- ✚ Make new friends
- ✚ Everybody taking part
- ✚ Learning new things
- ✚ Being healthy
- 😊 Being safe
- 😊 Yummy breakfast
- 😊 Staff friendly
- 😊 All treated the same
- 😊 Teamwork
- 😊 Happy





**Appendix O - What Matters Service User Survey**



**Monmouthshire Service Users – What Matters to You?**

**Gender**    M                        F                        Other   

**Age**            Under 18             18-25             25-40             40-55             55+

**Resident area**

Abergavenny                     Monmouth                        Caldicot   

Usk                                        Chepstow   

Rural area \_\_\_\_\_ Other \_\_\_\_\_

**Reason for your visit:** \_\_\_\_\_

**What matters to you about the service you are using?**



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**What is important to you?**

If you would like to be kept informed of future service developments then please leave your contact details \_\_\_\_\_

**Defnyddwyr Gwasanaethau Sir Fynwy - Beth sydd o Bwys i Chi?**

**Rhyw**      G                          B                          Arall   

**Oed**            Dan 18             18-25             25-40             40-55             55+

**Ym mha ardal ydych chi'n byw:**

Y Fenni                          Trefynwy                          Cil-y-coed   

Brynbuga                          Cas-gwent   

Ardal wledig \_\_\_\_\_                      Arall \_\_\_\_\_

**Rheswm am eich ymweliad:** \_\_\_\_\_

**Beth sydd o bwys i chi am y gwasanaethau yr ydych yn eu defnyddio?**

monmouthshire  
sir fynwy

**Beth sy'n bwysig i chi?**

Rhowch eich manylion cyswllt os gwelwch yn dda os hoffech gael gwybodaeth am ddatblygiadau gwasanaeth yn y dyfodol

## Appendix P - The Big Conversation

### Big Conversation –The Results

From October through December The Big Conversation took place in Monmouthshire. This was a valuable opportunity to have an authentic and honest conversation with our young people!

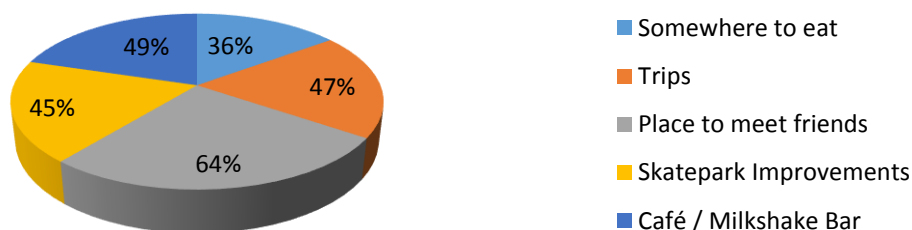
The aim of the consultation was to ultimately find out what young people *really* want in their area and to also help shape the future of a youth offer from services in the new delivery model.

The Big Conversation engaged with 345 Young People aged 5 – 25 years from groups such as;

- Primary schools,
- Comprehensive schools,
- Young Carers,
- Global Entrepreneur Event
- Youth Councils
- School Council
- Alternative Education Providers
- Monmouthshire Games sports Activities
- Scout Group
- Community Events
- Youth Service trips and sessions
- Young People gym sessions
- Engagement Roadshow - Outreach Sessions (All towns)

From the overall outcomes of the conversation, here are the top 5 priorities that children and young people wanted us to know ....

### Results



\*% are based on 345 responses

While the data allows us to identify new trends and demands from the children and young people, it also challenges us to think differently. The vast range of needs presented, encourages us to think wider and to consider all service areas when forming the youth offer. There are multiple data entries that can be amalgamated, calling on the resources and skills of the team that will potentially fall under the new delivery model to ensure that we offer the optimum opportunities.

Next steps will be to visit independent youth groups (Youth/ School Councils, Young Sports Ambassadors) and feedback the data analysis and prioritising from a young person's perspective. We are keen to have the young people lead the way on the formation of the youth offer and being involved throughout the process is paramount.

Moving forward, young people will be consulted with and invited to be involved in the creation of specific projects, these projects will be identified as a result of the analysis and prioritising workshops.



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## Appendix Q - County, Town and Community Council Engagement

Meeting dates as confirmed by Town and Community Councils – Autumn 2016

Date	Time	Town/Community Council
17 <sup>th</sup> October 2016	7.00pm	Trellech Community Council
18 <sup>th</sup> October 2016	7.30pm	Crucorney Community Council
18 <sup>th</sup> October 2016	7.00pm	Portskewett Community Council
26 <sup>th</sup> October 2016	8.00pm	Gwehelog Community Council
31 <sup>st</sup> October 2016	6.30pm	Magor/Undy Community Council
2 <sup>nd</sup> November 2016	6.30pm	Llanbadoc Community Council
3 <sup>rd</sup> November 2016	7.30pm	Llangattock Community Council
10 <sup>th</sup> November 2016	7.00pm	Caerwent Community Council
10 <sup>th</sup> November 2016	7.15pm	Llantrisant Fawr Community Council
14 <sup>th</sup> November 2016	7.00pm	Mathern Community Council
14 <sup>th</sup> November 2016	7.30pm	Usk Town Council
14 <sup>th</sup> November 2016	7.30pm	Grosmont Community Council
15 <sup>th</sup> November 2016	7.30pm	Llangybi Fawr
15 <sup>th</sup> November 2016	6.00pm	Llantillio Pertholey Community Council
16 <sup>th</sup> November 2016	7.00pm	Llanfoist Community Council
21 <sup>st</sup> November 2016	7.30pm	Goytre/Little Mill Community Council
23 <sup>rd</sup> November 2016	7.00pm	Chepstow Town Council
23 <sup>rd</sup> November 2016	7.00pm	Raglan Community Council
24 <sup>th</sup> November 2016	7.00pm	Abergavenny Town Council
28 <sup>th</sup> November 2016	7.00pm	Tintern Community Council
28 <sup>th</sup> November 2016	7.00pm	Devauden Community Council
5 <sup>th</sup> December 2016	7.00pm	Monmouth Town Council
17 <sup>th</sup> January 2017	7.30pm	Llantillio Crossenny Community Council
13 <sup>th</sup> February 2017	7.00pm	Gilwern Community Council
15 <sup>th</sup> February 2017	7.00pm	Llanfoist Community Council

### Members Seminars

4 <sup>th</sup> February 2016	Led by Anthony Collins ADM team	To discuss the initial proposals of gathering information in order to inform a decision on a future delivery model for TLCY and youth service's	Number of Members attended = 19
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14 <sup>th</sup> December 2016	Led by Anthony Collins and ADM team	The reason why to do a new delivery model Finance for ADM Governance	Number of Members attended =
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## Appendix R - County, Town and Community Council Engagement



### Briefing Paper for Town and Community Council meetings 2016

#### Rational

##### Why change?

- ▶ The ongoing Local Government funding review resulting in further cuts to services, job losses and dissatisfied communities;
- ▶ An opportunity to change things for the better, e.g. better services, different services, a new way of doing things;
- ▶ Involve everybody in creating a stronger, sustainable future model i.e. sustaining locally accessible services;

##### If we don't:-

- ▶ Budgets are decreasing – circa 12% or £14m over next four years; no capital investment available; services and teams under immense pressure; teams under pressure and moral is low, ultimately resulting in services being lost

##### Services in scope:

- ▶ Leisure, Sports Development and Outdoor Education;
- ▶ Youth services provision;
- ▶ Countryside services including our Heritage sites;
- ▶ Tourism Marketing, Development, Visitor Information; Arts and Events;
- ▶ Management and marketing of Monmouthshire's Visitor Attractions;
- ▶ Museums (to transition at a later phase)

##### Vision for new delivery model

- ▶ Increased flexibility and agility in responding to needs and change;
- ▶ Freedom to market and trade its services;
- ▶ Improved Services through innovation and a culture of enterprise;
- ▶ Introduce lean processes that reduce duplication of effort and increase use of technology and self-service, making it easier for residents to access services and obtain information and advice;
- ▶ Empowered & motivated staff thus raising productivity;
- ▶ Access to funding and tax efficiencies currently outside the scope of the Council; and
- ▶ Offer higher levels of engagement and achieve economies through collaboration and partnership.

##### Range of options, four principle options identified:

- ▶ Delivery Option One: Do Nothing
- ▶ Delivery Option Two: Transform the Services 'in house'
- ▶ Delivery Option Three: Move the Services into an Alternative Delivery Model(ADM);
- ▶ Delivery Option Four: Outsource the services to a third party.

\*It should be noted preference was given to put more resources into exploring an alternative delivery model

##### Timescales 2016 - 2017

- ▶ January – February Information gathering and due diligence
- ▶ February – July Options Appraisal

- |                       |   |
|-----------------------|---|
| ▶ July – September    | Strategic Outline Case                            |
| ▶ September - October | SOC for Political approval                        |
| ▶ October – December  | Business plan development subject to SOC approval |
| ▶ December – January  | Draft Business Plan requiring Political approval  |
| ▶ October – March     | Transition process                                |
| ▶ April 2017          | Implementation of new model/s                     |
| ▶ September 2017      | Completion and 'Go Live'                          |

For further information and papers associated with this piece of work please go to

<http://democracy.monmouthshire.gov.uk/ieListDocuments.aspx?CIId=144&MIId=949&Ver=4>

Contact details:-

Tracey Thomas

07818 016924

[traceythomas@monmouthshire.gov.uk](mailto:traceythomas@monmouthshire.gov.uk)



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## Appendix S - FAQ and responses compiled from Town and Community Councils visits

Monmouthshire County Council are currently exploring options that will enable the sustainability and future longevity of services within Tourism, Leisure and Culture services.

During the autumn of 2016, the core team for the proposed new delivery model were invited to attend Community and Town Councils to share information with local councillors and to advise on the processes and proposals presented to MCC elected Members. Local councillors will be able to ask questions to the team members present.

Questions were verbally taken at each meeting. To ensure transparency and to share the questions asked, a list of frequently asked questions are hereby presented under themed headings.

### Resource and Finances

LA could save money in other areas before looking to spin out these services?	<i>The authority is committed, rightly so, to supporting Education and Vulnerable people as 2 of its priorities. The budget sits substantially in these two areas leaving little resource for other services to continue and thrive. To ensure that local services are sustainable we need to explore alternative models.</i>
How will this save money for the local authority?	<i>The new delivery model/s will be able to access alternative funding/income from several sources which will enable the authority to reduce subsidy over a period of time therefore saving money.</i>
Will the LA still continue to fund the ADM when budgets are getting smaller?	<i>The local authority and the new delivery model/s will have an agreement in place with a Business Plan demonstrating the reduction of subsidy over a period of time from the LA, against the increasing income sourced by the new delivery model</i>
Timescales are unrealistic and putting pressure on current administration	<i>The process has been ongoing for over a 12 month period and has involved the current administration. The current administration are supportive of looking at new models and want to ensure that services are sustainable as soon as possible. The timeline fits with the processes required for completion once approval is given through the current and future administration.</i>
What will happen to the assets – will they remain the property of MCC?	<i>Currently we are exploring options around the assets. It is anticipated that assets will remain the property of MCC with a lease in place with the new delivery model/s for a set period of time</i>
Can you give an example on how you will generate more income that you cannot currently do in house?	<i>Having Charitable status will enable access to grants that we cannot currently access as a statutory body.</i>
What about the implications of Brexit?	<i>There are no foreseeable implications of Brexit within the current timescales.</i>

### Community and Community Council role with new model

Will CC's be asked to contribute or precept monies to assist with new model?	<i>We will not be asking for Community councils or Town councils for precept to assist with this new model. We would welcome future collaboration on funding applications to benefit our local communities</i>
Why ask CC's as our views are not taken into account as CC make the decisions and local, rural areas suffer as a result	<i>We value all views on this decision as local communities are the main users of these services. We value the close working relationship we have now and wish to develop this in the future so services are provided that meet local need</i>

How will we benefit from this new model in a rural community?	<i>Through partnership working we will aspire to develop and grow services to ensure rural areas have access to services that meet local need</i>
How will this involve the Community?	<i>We are keen to involve all community service users old and new, to assist us in developing services that are fit for purpose and meet evolving needs</i>
How will Community Councils be involved in the future model as have vested interest in local services?	<i>We will regularly engage with local community councils to seek views and opinions on local services and through partnership develop and grow local services for the benefit of local communities</i>
Would welcome further opportunity to discuss with LA this programme	<i>Visits will be made again in the spring to give local councillors an update on progress and to seek views</i>

### **Staffing concerns**

Will staff be protected and carried over to the new model?	<i>The pay, terms and conditions of employees transferring to the ADM are protected by TUPE legislation which will be adhered to</i>
What are the implications for staff?	<i>Staff are the biggest asset we have and are fully engaged in the process to date. It is the intention that all staff will transfer over the new model/s with limited disruption to services and posts</i>
How involved have the Trade Unions been in the process so far?	<i>Trade Unions have been involved in conversations with HR and the core team for the last 12 months and will continue to do so throughout the transition period</i>

### **Services in scope for options presented**

What services are we talking about here?	<i>Leisure and sports development Youth service Outdoor Education Countryside Tourism Attractions Events Museums</i>
Who decided on the services in scope for this new organisation?	<i>The services that are highlighted to move into a proposed alternative delivery model and to secure future sustainability, were proposed through the budget mandate consultations in 2015/16 with the public and senior officers. Most of these services do not have statutory responsibilities through local authority delivery (with the exception of elements of Youth and Countryside).</i>
What would these services look like if you walked in, in the future?	<i>Apart from a new logo and branding, we anticipate that the same great service will be available to our community and service users. We will be able to grow our offer and increase services available to communities. We anticipate reinvesting into the assets so our services are fit-for-purpose and offer the optimum service to our communities</i>

### Models currently being explored

<p>As we are only one of a few in Wales not to have looked at other models, what have you learnt from their processes?</p>	<p><i>We have talked to neighbouring authorities and gathered intelligence from further afield. They have all shared a wealth of knowledge with the team. As well as gathering intelligence on processes they have gone through, we were keen to find out what they would have done differently; what went wrong and what they have had to change since their inceptions. All were keen to express the importance of having the scope to grow services and having more than one model available. Consultation is crucial with users, staff and stakeholders to ensure we have the right model/s that will accommodate our services and offer longevity.</i></p>
<p>Would this model apply to other local authority services– will they be able to join the new model or will they be cut?</p>	<p><i>The new delivery model/s will be set up to ensure that in the future additional services can be transferred across should the need arise.</i></p>
<p>Has the authority got the business skills to deliver a more commercial model?</p>	<p><i>We believe that we have the skills required in many aspects of running a new model/s using many of our existing staff. Many of the services identified in this new model/s already operate under a business acumen. When we recognise areas where additional expertise is required we will ensure that this is addressed.</i></p>
<p>Will Welsh Government be involved in this decision for an alternative delivery model?</p>	<p><i>Welsh Government have issued guidance to all LA's on setting up of alternative delivery models and are supportive of this approach locally. The decision is that of the local authority to make rather than WG</i></p>
<p>How will the governance work – what will be the make-up of your members?</p>	<p><i>Depending on which model/s is selected, Boards will be set up from a make-up of community members; professionals; elected Members and Senior Officer from MCC</i></p>
<p>The private sector should be an option to run some of the services rather than the LA – have you approached anyone to do this?</p>	<p><i>If this is an option chosen through the political process then we will investigate further.</i></p>
<p>Have all of the options being given the same due process for a decision to be made on which model will be given approval?</p>	<p><i>Yes all options have gone through the same due process to ensure transparency and fairness on the 4 options presented</i></p>
<p>What is a TECKAL and can you explain the grouping again?</p>	<p><i>The preferred delivery option for the services associated with the Tourism, Culture and Leisure assets is through an Alternative Delivery Model. The model is structured in 3 parts;</i></p> <ul style="list-style-type: none"> <li><i>• Teckal Company. – MCC would retain control over services but would allow some limited flexibility for commercial operation</i></li> <li><i>• Charitable trust – this offers financial savings; allows access to funding; is a not for profit organisations as is seen as “ non-commercial” – addresses council key concern</i></li> <li><i>• Trading Company to take advantage of trading opportunities and reinvest profits back into the Charity</i></li> </ul>
<p>What would transforming in house mean?</p>	<p><i>Transforming in house would mean a remodelling of services identified to realise</i></p>

	<i>efficiencies and operate in a streamlined way. This option would also limit access for both capital and revenue streams so could potentially see services in the same position in the future and managing decline.</i>
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**Miscellaneous**

How will you be able to promote what we do in Monmouthshire?	<i>We will aspire to have a dedicated Marketing team with the new delivery model that will put Monmouthshire on the map for local residents and tourists. We value the importance of the wider Monmouthshire tourism offer and will ensure this is enhanced at every opportunity.</i>
How does this tie in with the work being undertaken as part of the RDP study of non-statutory services in rural areas?	<i>The project team will meet with the consultant who is leading on this research to create synergies and share ways of working</i>
How will you continue to work with Social Care to support our increasing aging population and social care needs?	<i>We continue to work with our colleagues in Social Care and Health to assist in the early intervention and prevention agenda which will ultimately lessen the burden on said statutory service in the future.</i>



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## Appendix T - Trade Union Engagement

### Informal Union and Local Authority meetings

Date	Meeting attended by	Discussion Points
31 <sup>st</sup> May 2016	Tracey Thomas	General update on where we are in the process to date
29 <sup>th</sup> November 2016	Tracey Thomas	General update on progress Strategic Outline Case approved by Members Approval to go to next stage of Draft Business Case

### JAG meetings

Date	Meeting attended by	Discussion Points
7 <sup>th</sup> March 2016	Tracey Thomas	General update on proposed work programme for intelligence gathering; options appraisal
28 <sup>th</sup> June 2016	Tracey Thomas	Update on progress to date Detailed Options Appraisal written Writing draft Strategic Outline Case
26 <sup>th</sup> September 2016	Tracey Thomas	Papers have been written along with report for Joint Scrutiny and Cabinet Papers to be sent to Unions for reference/comment Awaiting a political decision to go to next stage of process
21 <sup>st</sup> November 2016	Tracey Thomas	Strategic Outline Case presented to Members and approval given to go to next stage for Draft Business Case Advised on timescale for papers for SLT; joint Scrutiny and full Council Papers will be circulated to Unions at the same time as part of consultation

## Appendix U - Partner Engagement

### Community HUB staff briefing

Monmouth Community HUB	9 <sup>th</sup> November 2016	Briefing paper given to front line staff to ensure aware of stages covered by MCC in relation to the potential of a new delivery model for TLCY and youth services
Abergavenny Community HUB	30 <sup>th</sup> November 2016	Briefing paper given to front line staff to ensure aware of stages covered by MCC in relation to the potential of a new delivery model for TLCY and youth services
Usk Community HUB	30 <sup>th</sup> November 2016	Briefing paper given to front line staff to ensure aware of stages covered by MCC in relation to the potential of a new delivery model for TLCY and youth services

### Volunteer Networks

The Volunteering network was attended on 23<sup>rd</sup> November to share the work being undertaken by MCC in relation to a new delivery model for TLCY and youth services. The network was attended by 15 partners. After an update on progress in the volunteering sphere, there was an opportunity for partners to network. There were lively discussions with partners who were interested in the new delivery model and information shared that will assist the team in taking this forward within the community. In particular there could be strong links between Community Connections who are creating support through community members for community members to ensure that their wellbeing is the priority rather than the reliance on statutory services. **Integrated Youth Offer partnership**

This PSB partnership group was attended on September 28<sup>th</sup> to share with the 28 partner agencies the work being undertaken by MCC in relation to a new delivery model for TLCY and youth services. There were discussions held and queries raised on how this may affect future partnership working. Partners were reassured that this opportunity for TLCY and youth service will mean that they will still be operating and be able to continue with partnerships formed and shared projects, and together in the future grow the offer available to children and young people. Without the opportunity to work differently there is a risk that services will reduce which will mean less options available to children and young people hence the reason the local authority are looking to ensure these services are sustainable for the future. Partners were willing to assist where necessary in the future and look forward to the new delivery model being given political approval early in 2017.

## Appendix V – Potential New Income Sources

Service	Potential sources of new income (outside MCC)									
	Sales of services to customers	Sales of merchandise etc	Cafes, food and coffee	Commercial tie ins and sponsorship	Contracts to provide services for other public bodies	Contracts to provide commercial services	Membership schemes	Individual donations	Corporate and charitable foundations; Lottery; legacies	Grants from local and national government
Leisure and Fitness	G	A	G	G	G	A	G	R	A	A
Outdoor Education	R	A	A	A	G	A	A	R	A	A
Visitor Attractions	G	G	G	G	A	A	A	A	A	A
Green Infrastructure & Countryside	R	R	A	A	A	R	A	R	R	A
Tourism	A	A	A	A	R	R	A	R	R	A
Youth Service	R	R	A	A	G	R	A	R	G	G

G = Likely, A = Potential, R = Unlikely

## Appendix W – Project Implementation Plan

### Strategic / Decision making milestones

Headline		What needs to be done	By whom	By when	Milestone Date	Status
Amion Review of Cultural Services		Approval of an initial investment of £30,000 to commission Amion Consulting to undertake a comprehensive review of the future options for our Cultural services.	IS	Oct-14	Cabinet 15th October 2014	√
Invest to Save		Approval of the release of £60,000 from the Invest to Redesign fund to finance the supplementary work needed to mobilise TLCY services.	IS; CF	Oct-15	Cabinet 15th October 2015	√
Strategic Outline Case		Development of the SOC in readiness to go through the political process	IS;CF;MB and TT	Papers to be sent 21st Sept 2016	Joint Select 5th October 2016	√
Draft Outline Business Case for SLT		Development of the Draft OBC in readiness to go through the political process	IS;MB;TT;RS and ML	Ongoing meetings with SLT team members to aid process	SLT to reform if required prior to Joint Select	√
Draft Outline Business Case for Joint Select		Development of the Draft OBC in readiness to go through the political process	IS;MB;TT;RS and ML	Papers to be sent 13th February 2017	Joint Select 27th February 2017	√



Draft Outline Business Case for Council		Development of the Draft OBC in readiness to go through the political process	IS;MB;TT;RS and ML	Papers to be sent 6th March 2017	Full Council 20th March 2017	
Final Business Case and Business Plan for SLT		Development of the Final BC in readiness to go through the political process	IS; MB; TT; RS; ML	1st Aug 2017	Sep-17	
Final Business Case and Business Plan for Joint Select		Development of the Final BC in readiness to go through the political process	IS; MB; TT; RS; ML	1st Aug 2017	Sep-17	
Final Business Case and Business Plan for Cabinet		Development of the Final BC in readiness to go through the political process	IS; MB; TT; RS; ML	1st Aug 2017	Sep-17	
Final Business Case and Business Plan for Council		Development of the Final BC in readiness to go through the political process	IS; MB; TT; RS; ML	1st Aug 2017	Sep-17	

***A six month period will be required to establish the case for change and make comparisons with a 'stay' model. During this time, and pending the 'go' model approved, to enable the successful transfer of services from LA to the new delivery model, a period of time is required to meet the legalities; processes and administration in readiness for final approval and 'go live' date***

Transformation of service delivery	1	<b>NEW MODEL DEVELOPMENT</b>				
		Establishment of work streams looking at property, service level agreements, company documentation, pensions, human resources, finance, branding, governance and preparation of the Business Plan.	IS; MB; RS; TT; ML	April - Dec 2017	Completion by December 2017	
	1.1	MCC approve new model and draft Business Case	MCC	Sep-17	Completion by August 2017	
	1.2	Procurement and Grants agreement	MCC and Core team	June - Sept 2017	Completion by October 2017	
	1.3	Create Service/ Subsidyagreements	MCC and Core team	June - Sept 2017	Completion by October 2017	
	1.4	Agree Service/ Subsidy agreements	MCC and Core team	June - Sep 2017	Completion by July 2017	
	1.5	Identify Assets required for new delivery model	MCC and Core team	Apr-17	Completion by July 2017	
	1.6	Commission condition surveys for current assets identified	MB	Jan-17	Completion by February 2017	√
	1.7	Agree Assets to be transferred and agreement of terms	MCC and Core team	May-July 2017	Completion by August 2017	
	1.8	Identify Resources required for new delivery model	MCC and Core team	Apr-17	Completion by July 2017	

1.9	Agree Resources to be transferred and agreement of terms	MCC and Core team	April - June 2017	Completion by July 2017	
1.1	Develop SLA's	MCC and Core team	Sept - Dec 2017	Completion by December 2017	
1.11	The Charity Commission application process	ACS; IS and relevant individuals	Sep-17	Completion by December 2017	
1.12	Design and set up Trading subsidiary	New delivery team	Sept - Dec 2017	Completion by December 2017	
1.13	Carry out Due Dilligence re Titles/Contracts/Licenses/archives/data protection/intellectual property	MCC and Core team	June - Sep 2017	Completion by September 2017	
1.14	Create/agree operational policies/processes/procedures	IS; TT; MB; HR team	June - Sep 2017	Completion by December 2017	
1.15	Create/agree 3 year Business Plan	IS; MB; TT; RS; ML	April - July 2017	Completion by August 2017	
1.16	MCC agree 3 year Business Plan	SLT/ Members	Sep-17	Completion by August 2017	
1.17	Create and agree Marketing/Communication plan	IS; RS and identified personnel	Sep - October 2017	Completion by December 2017	

1.18	Assess hardware and software implications for services transferring to ADM	IS; RS	May - July 2017	Completion by September 2017	
1.19	Assess license or other implications linked to transferring services to the ADM	IS; RS	May - July 2017	Completion by September 2017	
1.2	Agree staffing structure for new delivery model	IS; MB; RS; TT; ML	April - June 2017	Completion by August 2017	
1.21	Recruitment if required	HR staff; TT; MB	Sept-Dec 2017	Completion by December 2017	
1.22	HMRC engagement	MB and designated officers	Sept - Nov 2017	Completion by December 2017	
<b>2</b>	<b>GOVERNANCE</b>				
2.1	Establishment and training of a Shadow Board	ACS; IS and relevant individuals	Sep-17	Completion by October 2017	
2.2	Convene Board	IS and relevant individuals	Sep-17	Completion by October 2017	
2.3	Establish operational team	IS and relevant individuals	Sep-17	Completion by October 2017	
2.4	Agree name/brand/purchase	Shadow Board members	Sep-17	Completion by October 2017	

2.5	Risk Analysis and management	MB; IS and relevant MCC officers	June - Sep 2017	Completion by September 2017	
2.6	Transfer Agreement	MCC & Shadow Board	Sept-Dec 2017	Completion by December 2017	
2.7	Produce draft/final Legal and Governance Report for Cabinet	ACS; IS and relevant individuals	Sept-Dec 2017	Completion by December 2017	
2.8	Selection proces for full Board; selection process; recruit and appoint	ACS; IS; shadow Board members and relevant individuals	Sept-Dec 2017	Completion by December 2017	
3	<b>EMPLOYEES</b>				
3.1	Identify staff for TUPE transfer (preparatory work)	MB; TT and MCC HR (SC and TP)	April - August 2016	All processes completed by end of February 2018 in readiness for new organisation 'go live' date of 1st April 2018	

3.2	TUPE transfer agreement	MCC HR; MB; TT	Oct-17	Completion by December 2017	
3.3	Identify Pension contributions and deficits calculated	MCC; MB;	June - August 2017	Completion by December 2017	
3.4	Employee Consultation and information		Sept - Dec 2017	Completion by December 2017	
3.5	Transfer staff	MCC HR	Jan- March 2018	Completed by February 2017	
3.6	Apply for admitted status to GGPS	MCC; MB; TT	Sep-17	Completed by January 2017	
4	<b>ENGAGEMENT</b>				
4.1	Staff Consultation	TT and relevant individuals	Start Dec 2015 - ongoing	Completion by December 2017	
4.2	Public Consultation	TT and relevant individuals	Start August 2016 - ongoing	Completion by December 2017	
4.3	Key Stakeholders Consultation	TT and relevant individuals	Start January 2016 - ongoing	Completion by December 2017	

	4.4	Trade Union Consultation	TT and relevant individuals	Start January 2016 - ongoing	Continual throughout transition and as part of new organisation set up	
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## Future Generations Evaluation (Includes Equalities and Sustainability)

<p><b>Name of the Officer</b> Ian Saunders</p> <p><b>Phone no:</b> 07876545793 <b>E-mail:</b> <a href="mailto:iansaunders@monmouthshire.gov.uk">iansaunders@monmouthshire.gov.uk</a></p>	<p><b>To consider a new Delivery Option for Tourism, Leisure, Culture and Youth Services</b></p>
<p><b>Name of Service:</b> Enterprise including Tourism, Leisure, Culture and Youth</p>	<p><b>Date Future Generations Evaluation</b> 1st March 2017</p>

*NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc.*




4 Does your proposal deliver any of the well-being goals below?



Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A prosperous Wales</b> Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>To ensure much valued local services are maintained and by their nature provide employment, growth and an increasingly skilled workforce.</p>	<p>Keeping services open but with more community focus and coordination – helping knit communities together.</p> <p>Positive engagement and coordination with community focused services.</p> <p>Income generation and investment in key aspects of the business will ensure the culture and business thrives and there is sustained growth.</p> <p>Continue to invest and grow our volunteer scheme.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p>	<p>Close working with countryside and planning and ensuring our green spaces and cultural heritage is supported.</p> <p>New Delivery Model managing all of its greenspaces and property to maintain and enhance biodiversity and promote resilience (in the context of it being a new entity).</p>	<p>Any New Delivery Option will also seek to develop partnerships and support landscape scale action, provide expert advice and seek to access new forms of funding to secure partnership action.</p>
<p><b>A healthier Wales</b> People's physical and mental wellbeing is maximized and health impacts are understood</p>	<p>Positive impact by ensuring quality services are provided by offering events and opportunities to encourage a fit and healthy lifestyle through leisure, sport, outdoor education, countryside and cultural access.</p> <p>The new offer will ensure that events and activities are also well signposted and the benefits of such activities demonstrated.</p>	<p>Working with key partners through the Public Service Board will ensure that physical and mental health through activity is widely available and that the New Delivery Model is central to this by working directly with its communities. The work inside Creating An Active and Healthy Monmouthshire Group to connect to key acts such as Social Services Wales (Act) the Wellbeing Future Generations, Environment Act and also key strategies and drivers such as obesity including the Gwent Child Obesity Strategy, Get Wales Moving (replacing Climbing Higher), etc. Schools Sports Surveys will be undertaken biannually along with work across Active Gwent Sport Development/Youth Teams, cultural services, cycling and walking product, and exercise referral should all contribute to a positive impact. The New Delivery Model will have the ability to package the offer and market across our communities.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected</p>	<p>The formation of a New Delivery Model will sustain and grow services. A known benefit of a New Delivery Model is improved community engagement and connection with local priorities - this can lead to service improvements and continuing to understand what matters to our customers and partners.</p>	<p>To ensure the New Delivery Model has a structure which focuses on encouraging community cohesion as one of its social drivers.</p> <p>An extensive customer survey on, 'what matters', has been undertaken across all our services where, 1200 returns have been obtained.</p>
<p><b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental wellbeing</p>	<p>The formulation of a New Delivery Model will have delegated responsibility to ensure high standards are met and maintained that do not conflict with the global drivers.</p>	<p>Any decisions taken by the New Delivery Model will take into account global and well-being issues as part of its day to day processes.</p>
<p><b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation</p>	<p>The New Delivery Model will incorporate services which contribute greatly to the local culture, heritage and art, this will include the promotion and protection of the Welsh language which will form part of the core value and aim of the new organisation.</p>	<p>One of the key drivers of the New Delivery Model will be the promotion of activity, health, culture and art and its structure and key developments will reflect that.</p> <p>The ability to react to the current markets and trends will enable the new organisation to position itself to meet the outcomes.</p>
<p><b>A more equal Wales</b> People can fulfil their potential no matter what their background or circumstances</p>	<p>The New Delivery Model will provide services for all age ranges and deliver a comprehensive package for all of its communities.</p>	<p>With the ability to better market and understand data there will be opportunities to target areas of the community that may not currently be aware of the offer.</p> <p>The ability to extend our current work towards access to facilities and services can be rolled out consistently across all service areas.</p>

2. How has your proposal embedded and prioritised the sustainable governance principles in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Long Term</p> <p>Balancing short term need with long term and planning for the future</p>	<p>Business plans, investment opportunities, community, staff and member engagement are part of the next phase of developing the New Delivery Option for the future. During this period there is still a need to ensure the services continue to function.</p>	<p>The reducing budgets and savings have led to some service areas reducing core hours of operation. There has been a concerted effort to assist by mobilising volunteers, making efficiencies and generating income. Where possible using existing staff were we have had vacancies.</p>
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>The services have some key partners from funding, grants and delivery of service. Some key partners include other LA's, Public Health Wales, NRW, Sport &amp; Art Wales, Visit Wales, Town &amp; Community Council, Youth Offer partnership, Creating Active &amp; Healthy Monmouthshire, Schools, Unions. During the New Delivery Option engagement process all major stakeholders and partners will be involved.</p>	<p>The next phase of the new organisation will include a full engagement programme for which resources and an interim structure will be put in place to move things forwards.</p>
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>There is an ongoing engagement programme in place to ensure all the relevant people are consulted with. This includes all staff across Tourism, Leisure, Culture and Youth Service, Town and Community Councils, the Senior Leadership Team and all Council members within Monmouthshire.</p>	<p>The engagement process will be constantly reviewed and evaluated to ensure the views of all those who have an interest are taken into account.</p> <p>An initial staff engagement day was organised following, the business mandate for 2016/17. All service areas were invited to participate and contribute to how they would like to be kept up-to-date and involved as we start to look at the process and present the options. A number of 'staff champions' have stepped forward to help with the process to communicate and support teams on the ground. An electronic newsletter is sent to all staff periodically when there is any further information or progress to share. There is also a central location on the Hub for staff to view relevant documentation and post views and opinions on the process. This ensures all staff are receiving a consistent message and the champions have something to share with teams and collect any feedback in necessary.</p>

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Putting resources into preventing problems occurring or getting worse</p> <p>Prevention</p>	<p>The business plans for each service are being developed with the site teams and managers. In the plans there are opportunities for growth and investment.</p> <p>If this is not done the services will be managing decline and income targets will not be maintained causing a downward spiral.</p>	<p>The New Delivery Model will develop a new staffing structure and investigate how best to mobilise it's incredible talented teams across the various business opportunities and services. We are currently identifying key income pipelines for each area and how these can be developed and joined up within the new model moving forwards.</p>
 <p>Considering impact on all wellbeing goals together and on other bodies</p> <p>Integration</p>	<p>The opportunity to develop a new way of delivering services and sustaining their long term future should give the opportunity to better connect wellbeing outcomes to other partners and bodies. All the services being considered contribute to the wellbeing goals although some are more clearly defined than others. It is important that the services are able to clearly demonstrate and understand their input into the wellbeing goals – it is also important to consider the impact.</p>	<p>One of the key drivers of the New Delivery Model will be the promotion of activity, health, culture and art and its structure and key developments will reflect that. All of this will be linked back to ensuring the key priorities of the Future Generations Act are met.</p>

3. **Are your proposals going to affect any people or groups of people with protected characteristics?** Please explain the impact, the evidence you have used and any action you are taking below. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link: <http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or [alanburkitt@monmouthshire.gov.uk](mailto:alanburkitt@monmouthshire.gov.uk)

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Age	The New Delivery Model will provide greater opportunities for all ages as it will look to invest, develop and build on existing facilities and programs. There will also be a joined up approach so that all service areas in scope provide a much wider offer. The new model will also provide employment opportunities in new areas of the business for existing staff within marketing, sales, catering etc. These positive impacts will apply to all protected characteristics listed below.	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Disability	Any new re-design and development will be DDA compliant.	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Gender reassignment	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Marriage or civil partnership	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Pregnancy or maternity	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Race	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Religion or Belief	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Sex	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.
Sexual Orientation	As in Age row	n/a	Asking our customers and partners what matters to them will evidently improve our services. If we are in a position in the future to redesign and invest in facilities we will see an improved offer for all.

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Welsh Language	All facilities are working towards being fully DDA compliant and any new builds i.e. Monmouth Leisure Centre. Consideration will be given to any new signage and plans for any redevelopments to comply with the Welsh Language act. All marketing materials and general information for customers will be provided bilingually. There is a current Welsh Language course running for all front of house staff to meet and greet customers.	n/a	Our staff are engaging in improving their ability to communicate through the medium of Welsh. There is support for this centrally via a scheduled training program to ensure our teams are in a good position to deliver the core aims within a set timeframe.

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**Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities?** For more information please see the guidance <http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Safeguarding	<i>Safeguarding is about ensuring that everything is in place to promote the well-being of children and vulnerable adults, preventing them from being harmed and protecting those who are at risk of abuse and neglect.</i>	n/a	We will continue to prioritise our safeguarding measures, reflect on current practice and continue to train staff to the appropriate levels.



Corporate Parenting	<i>This relates to those children who are 'looked after' by the local authority either through a voluntary arrangement with their parents or through a court order. The council has a corporate duty to consider looked after children especially and promote their welfare (in a way, as though those children were their own).</i>	n/a	We will continue to work with our partners to assist in any way we can and add value to the current provisions.
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**5. What evidence and data has informed the development of your proposal?**

The Cabinet report proposing the consideration of a New Delivery Model is founded upon the following reports:

- Amion report regarding the Future Options for MCC's Cultural Services;
- The Medium Term Financial Plan;
- Full Engagement Plan;
- Welsh Government Guide to Alternative Delivery Models;
- Anthony Collins Strategic Outline Case;
- MCC Strategic Outline Case;
- Outline Business Case produced by Kevin Ford working as an associate with Anthony Collins
- VAT Report by Mazars
- Advice and Support from other Leisure Trusts/Charitable Organisations

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**SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?**

The purpose of the proposed New Delivery Model is to ensure much valued local services are maintained and by their nature continue to provide employment, growth and an increasingly skilled workforce. The proposals will enable services to be kept open but with more community focus and coordination, helping knit communities together. Activities in establishing the New Delivery Model will require positive engagement and coordination with community focused services as well as income generation and investment in key aspects of the business to ensure the culture and business thrives. Incorporated services will contribute greatly to our local culture, heritage and art with the promotion of activity, health and wellbeing forming part of its key drivers.

**7. ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.**

<b>What are you going to do</b>	<b>When are you going to do it?</b>	<b>Who is responsible</b>	<b>Progress</b>
Produce and present Strategic Outline Case to Joint Select (SOC)	5 <sup>th</sup> October 2016	Ian Saunders & Working Group	<b>Complete</b>
Subject to approval Draft Outline Business Case will be developed	October – February 2017	Ian Saunders & Working Group	<b>Work in Progress</b>
Presentation for Senior Leadership Team around the Draft Outline Business Case	26 <sup>th</sup> January 2017	Ian Saunders & Working Group	<b>Complete</b>
Draft Outline Business Case to go to Senior Leadership Team	February 2017	Ian Saunders & Working Group	<b>Complete</b>
Draft Outline Business Case to go to Joint Select	27 <sup>th</sup> February 2017	Ian Saunders & Working Group	<b>Complete</b>
Draft Outline Business Case to go to Full Council for approval to progress to full Business Plan	20 <sup>th</sup> March 2017	Ian Saunders & Working Group	
Subject to approval Full Business Plan will be developed	March – December 2017	Ian Saunders & Working Group	
Subject to approval the ADM group structure will be established	September 2017	Ian Saunders & Working Group	
Subject to approval the ADM will go live	April 2018	Ian Saunders & Working Group	

**8. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.**

<b>The impacts of this proposal will be evaluated on:</b>	<b>Ongoing</b> (in line with the above schedule)
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9. **VERSION CONTROL:** The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
1	<i>Principle of the New Delivery Model to be approved</i>	<i>September 2016</i>	<i>This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.</i>
2	<i>Outline Business Case Draft</i>	<i>March 2017</i>	

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# Alternative Delivery Vehicles for the Provision of Tourism, Leisure, Culture and Youth Services

Report on Legal Issues and Legal and Organisational Structures for Monmouthshire County Council

Date: 24 March 2016



Anthony Collins  
solicitors

# DRAFT

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Appendices – attached separately

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## 1. Background and Purpose

Monmouthshire County Council (“MCC”) currently provides Tourism, Leisure, Culture and Youth Services with a combined budget of £4 million and approximately 250 staff. In 2014, MCC undertook a comprehensive assessment of the future options for its Culture services and it became clear that the Culture services are heavily linked and inter-dependent with the Leisure and Youth/Outdoor Education and Recreation services.

MCC has undertaken an extensive budget engagement exercise and is proposing that the services will be provided to the residents of Monmouthshire through Alternative Delivery Models (“ADM”) whilst a potential trading model will provide support for the ADMs and generate income through training, events and consultancy services. To date no decisions have been made around the legal form or governance of any ADM. The purpose of this report is to help inform the Council’s key decisions in this area.

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## 2. Council Key Objectives

MCC's overall objectives include:

- To undertake an options appraisal of the Tourism, Leisure, Culture and Youth Services.
- To develop a business case which will enable the ADM(s) to demonstrate to MCC the potential for growth and sustainability for the services.
- To undertake an analysis of the legal and governance structures available and make recommendations including:
  - growth and investment opportunities;
  - any skills gaps within the proposed governance model and the ADMs Board;
  - HR including TUPE and future pension arrangements;
  - appropriate procurement routes to determine options for awarding services to the new ADMs;
  - asset/leasehold transfer; and
  - stakeholder engagement to include maximising staff, community and service user involvement.

In addition to these overarching objectives, Tourism, Leisure, Culture and Youth Services have each identified objectives which are specific to their services and these are set out below. We have set out at Appendix 2 a summary of our understanding of the structure in which services currently operate.



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Key Objectives for each Service			
Tourism	Leisure	Youth	Cultural
To increase the competitiveness of Monmouthshire as a year round sustainable tourism destination.	Be the leading fitness qualification provider.	To sustain, create and grow opportunities for young people through localised services.	Inspire a passion for Monmouthshire and encourage people to engage with their communities.
To grow the economic, environmental and social contribution of Monmouthshire's visitor economy.	Improve the nation's health.	Shares resources with outdoor education, sports development and play.	Encourage tourism, employment and support skills development.
Address the imbalance of accommodation type (40% serviced/60% non-serviced).	Provide a greater choice of activities and more indoor activities to overcome bad weather.	Provide young people with learning experiences which enable them to fulfil their potential as empowered individuals and members of communities.	Collect and share history, stories and heritage of communities.
Reduce the risk of seasonality (caravan and camping accommodation currently makes up 70% of non-serviced accommodation).	Make more efficient use of physical space in order to meet demand.	Enable young people to feel and be perceived as valued members of the community.	Rationalise storage resources and collections.
Destination partnerships for Brecon Beacons National Park and Wye Valley & Forest of Dean.		Provide formal education service.	

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## 3. Executive Summary

Based on our assessment of the information provided to us and the views expressed at the visioning day (1 March 2016), our conclusions are that the ADMs could take a variety of forms and the choice of structure will be affected by a number of factors detailed in the later sections in this Report. We have detailed our initial recommendation at the end of this section.

It is evident that the final preferred option cannot be ascertained until the Council has made some key decisions in relation to:

- the level of control required by MCC;
- the availability of alternative funding and the level of funding that will still be required from MCC;
- whether particular assets are transferred/licenced to the ADM;
- the priority of services within each of Tourism, Leisure, Culture and Youth Services;
- the organisational support for combining the operations within Tourism, Leisure, Culture and Youth Services;
- the appetite for and the extent of any staff, service user or community ownership; and
- the ability to bring together the presently disparate services as a cohesive whole.

The responses to the above will assist us in further assessing the appropriateness of the potential options and recommendations detailed below. This work will need to be further informed by the detailed business planning work that will be undertaken as part of the next phase of the project.

### **Key recommendation:**

**Our recommendation would be to establish a group structure comprising of a local authority 'Teckal' company, a separate trading company and a separate charitable company.**

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## 4. Business Plan Report Summary

The detailed business summary can be found in detail at Appendix 1 (“**Business Plan Report**”) and provides an overview of each of the services.

In summary, this initial work indicates that, as a minimum, the ADMs will need to generate £0.8-1.6 million in new income and savings over the first 5 years of its life in order to sustain the services at their current level. There will be additional costs associated with establishing the ADMs that need to be taken into account and as a consequence, the ADMs should look to generate between £2.0 and £2.5 million in new income and savings over the first 5 years of its life which translates to an average income of £400,000-£500,000 each year.

Based on the current service provision, there are some services that would benefit from trading on a more commercial basis (such as Leisure and Outdoor Education) whereas other services are more limited in their trading activities and will be more reliant upon MCC funding (such as Museums and Youth Services).

The due diligence process and conversations with staff have already identified the desire to unlock more grant funding opportunities, an appetite to operate outside of the immediate Monmouthshire area and an enthusiasm for trading more commercially (such as charging for popular services currently provided for free). This political support and economic mind-set is crucial to the success of the ADMs as Monmouthshire has a small population (91,000) and will need to generate income from companies and individuals other than those in need of support services. It is interesting to note that, other than Outdoor Education, all of the services are currently operating at a loss.

One of the biggest risks, whilst wanting to create ‘synergies’ between the services is that some of the services that would operate well independently or more commercially end up being held back or subsidising those that don’t have the same capacity. It will be imperative to consider how best to organise, lead and manage the new entities.

The critical issue identified is the investment to get the services into a position to operate commercially. Many services have limited spare capacity and there may need to be an investment in enhancing existing skill sets to meet those new challenges. These are all areas that will need to be discussed in more detail with the wider leadership team as part of the detailed business planning work.

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We have used the initial business case to inform the proposed structure at Appendix 3.

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## 5. VAT Report Summary

The detailed VAT summary can be found at Appendix 4 (“**VAT Report**”). We have summarised some of its main findings below for ease of reference.

Due to the exemption available the advice has been separated out in relation to Leisure services and non-leisure services.

### **Areas other than leisure**

The VAT Report concluded that, from a VAT perspective, in order to achieve improved VAT recovery on costs, it would be beneficial to ensure that any new entities receive charges from MCC through a services contract. This is preferable to receiving grant funding from MCC as the main income stream.

The VAT Report also confirmed that the status of the legal entity should not have a significant impact providing the service contract is in place and so the options that we have presented in this report are achievable from a tax perspective.

Other significant income streams are planned where the customers can recover VAT, therefore, exemptions tend not to be beneficial. This again provides increased flexibility on type of entity used because eligibility criteria for VAT exemptions do not have to be met.

Our due diligence on the grant agreements we have seen so far have indicated that MCC’s beneficial rights under the grant agreement cannot be transferred to any third party and MCC will need to review with the grantors whether these conditions can be re-negotiated.

### **Leisure services**

Due to the fact that any new entity will generate income from the general public, there is an opportunity to explore further the use of a non-profit making leisure trust. Again, if any deficit is met through a services contract this could make this a more beneficial structure subject to gaining HMRC’s agreement in relation to inclusion within a partial exemption calculation. However, that would mean the contracts would need to go out to a wider public procurement exercise and so we wonder whether the objectives would

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still be better served through a Teckal and separate trading company vehicle, albeit the leisure exemption on income may not then be achievable.

If a charity is included within any new structure it will provide an additional opportunity to mitigate any corporation tax cost through the use of 'gift aid'.

Not for profit entities as described will often achieve significant savings in relation to 'business rates'. When combined with a VAT opportunity this could be a significant opportunity.

Further work will be required to establish if other funding streams become available for any new entities and whether such entities are required to have a particular status.

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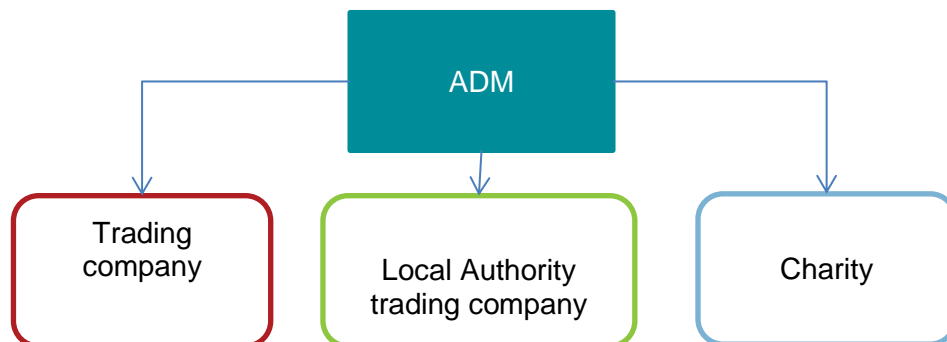
## 6. The Legal Structure

### Overview

In accordance with the Business Plan Report and VAT Report, to secure the best tax position and to enable cross-subsidies of the different services, we would recommend a group structure made up of different types of ADMs. We envisage that this group structure would work best, if it comprised of a Local Authority trading company, a separate trading company and a separate charitable company.

This would be helpful because

- (1) The 'Teckal' company could operate so as to service most of the Council's needs and so would essentially be the 'internal' facing company;
- (2) Due to restrictions on Teckal companies' ability to generate external income from other sources (limited to no more than 20% funding/income from other sources), a trading company would be a useful vehicle through which to conduct other 'external' facing trading activities; and
- (3) The charitable company would enable certain services to benefit from other charitable sources of income/donations that may not be presently accessible as part of MCC. It would also enable potential business tax relief and would allow other ADMs entities to 'gift aid' profits to be reinvested into charitable purposes, thereby mitigating the impact of potential corporation tax charges.



It may be that in the future there is a greater appetite for community engagement and involvement or the potential for some sort of community and/or service user ownership. However, for now the main priority for MCC is to ensure that the services are sustainable for the future. Once the ADMs is firmly established with a secure trading

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history it may be appropriate at that time to consider whether certain services can be delivered through a more co-operative organisation or joint venture.

In establishing its group structure, MCC will need to consider what type of legal structure/vehicle will best serve its aims. We have set out below a summary of some of the more likely options you may want to consider.

## **Trading Company/Local Authority trading company**

### **Option 1: Community Interest Company (CIC) (limited by shares or guarantee)**

The ADMs could include a CIC. CICs are a type of company set up with a social purpose and that want to use their profits and assets for public good. CICs are companies which can be limited by shares or guarantee but the key difference is that the purpose of the company is to provide a benefit to the community rather than its shareholders, directors or employees.

One of the main characteristics of a CIC is that it is subject to an asset lock, to ensure that its assets and profits are never sold at an undervalue and are dedicated to community purposes.

One aspect of the asset lock in a CIC limited by shares is the cap on dividends and interest, which aims to strike a balance between encouraging investment and ensuring that profits are used to benefit the community (the maximum aggregate dividend cap payable is 35% of distributable profits). MCC has indicated a desire to consider how its various services can be linked or operate so as to fund and/or cross-subsidise various activities across the ADM. MCC will need to be mindful of some of the restrictions surrounding the CIC model such as the asset lock and dividend cap when considering how any such arrangements would work.

Any CIC within the ADMs would not be limited by the constraints of charitable status and could therefore be more flexible about who is on its Board and whether Board Members were paid for their role.

A CIC limited by shares allows investors to receive a limited return (as detailed above), which would mean that in the future the ADMs could issue limited dividends to any future employee or community owners as an incentive. It would also make equity investment possible if the ADMs wanted to partner with another organisation in the future.



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The disadvantages of a CIC are that it cannot obtain charitable status. However, we are also recommending that MCC also establish a charitable company so as to ensure tax-efficiency through the Gift Aid mechanism.

The CIC would be appropriate for the most commercially aligned services such as Leisure which would operate as a 'social enterprise'. This is because it would operate for the benefit of the community but not to the extent that its activities would be 'charitable'. One of the key determining factors as to whether a CIC is appropriate may depend upon the approach taken on ownership/transfer of assets and whether an "asset lock" is appropriate in these circumstances.

A CIC is registered with the CIC Regulator which sits as part of Companies House. The CIC Regulator website contains lots of useful information on the establishment of CICs.

<https://www.gov.uk/government/organisations/office-of-the-regulator-of-community-interest-companies>

## **Option 2: Company limited by shares (CLS)**

The ADMs could include a CLS which is the most common type of private company and is a frequently used vehicle for Teckal companies.

CLSs have a 'share capital' which shareholders are obliged to contribute to and in return they can receive a share of the profits based upon their shareholding. The liability of shareholders' is limited to their value of their shareholding and Directors are also protected providing they act in accordance with their Directors' duties.

CLSs are regulated by Companies House and subject to the Company Act 2006 and associated regulations.

A CLS would be appropriate for the ADM's most commercial activities which are less reliant upon grant funding. This structure has the least restrictions upon the use of assets or distribution of profits and therefore provides the greatest flexibility in how the services can be provided. MCC must consider which services will need the additional protection of sitting within a more regulated or controlled arm of the ADM, particularly in view of those that require subsidised funding or are provided in order to meet MCC's statutory obligations.

## **Option 3: Company limited by guarantee (CLG)**

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The ADMs could also include a CLG registered with Companies House. A CLG does not have to be charitable, although it is commonly used by charitable bodies. It would be relatively easy to set up a CLG with stakeholder input and stakeholders could be 'members' of the company with powers to appoint directors to represent their interests at Board level. Equally, it would be possible for MCC to be the sole shareholder. Though, note if used for the charitable vehicle, the requirement for this vehicle to demonstrate its independence from the state. Please see more on this in the later sections of this report.

CLGs are widely recognised and familiar to grant/funding providers and can provide great flexibility between operating at a profit and protecting the assets of the organisation.

If charitable status was sought for a company limited by guarantee via an application to the Charities Commission, this will take longer to set up than some of the other forms. This is due to the amount of time that it can sometimes take the Charity Commission to process the application which usually takes on average around 8 weeks to register, though this can be variable depending upon the complexity of the application and the resource availability at the Charity Commission) and would also be subject to active regulation by the Charity Commission. The initial application would also be a heavier burden, as would the on-going filing requirements, as annual accounts which comply with the Commission's Statement of Recommended Practice ('SORP') and an annual return will need to be filed with Companies House as well as the Charity Commission.

Nevertheless the on-going filing requirements burden may be minimised as a result of the Small Business, Enterprise and Employment Act 2015 (as relevant parts come into force) which will remove the need to file annual returns on a set date each year and eliminate the need to maintain statutory registers at the company's registered office. The changes will mean that filing processes will now be more streamlined and administrative duplications significantly reduced.

The CLG would be suitable for services which do not rely on large subsidies and would benefit from greater flexibility over the transfer of assets (for example Outdoor Education and Youth Services), these would be the services that have the most 'commercial' approach to their operations and already break even.

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## Option 4: Community Benefit Society (CBS)

Alternatively, the ADMs could be formed to include a CBS registered with the Financial Conduct Authority (FCA). CBSs are not registered with the Charity Commission, but can be 'exempt' charities which operate for the benefit of the community. The fact that they are only 'exempt' charities can impact access to some forms of funding.

A CBS would be most appropriate for services which benefit from and /or rely heavily on community engagement and support as they're designed to give their members a sense of 'ownership' of the organisation whilst also protecting the assets and profits. This could be a way to co-ordinate the volunteers across multiple sites and in particular allow the Museums service to maximise on the community engagement it's looking to foster.

## Charity

As indicated above, a CLG is a common form for charities. In addition, another vehicle that can be used is a CIO.

One issue with the setting up of a charity to sit 'alongside' a CIC ADMs is that it may be difficult for it to maintain the level of control over the charity's Board that it would want, given that it could be transferring a significant amount of money in the future. However, the ADMs could put in place safeguards by ensuring that the charity had a wide membership that could be called upon in the event that the Board was not acting appropriately.

## Option 5: Charitable Incorporated Organisation (CIO)

CIO's are charitable in nature and are regulated by the Charity Commission. A CIO is a new form of corporate structure that became available exclusively for use by Charities from January 2013. A CIO, unlike charitable companies (such as a company limited by guarantee with charitable status) is only registered with the Charity Commission, not also with Companies House. All CIOs are registered charities and unlike other corporate forms, they cannot exist until registered by the Commission and entered into the register of charities.

The perceived benefit of obtaining CIO status is that the liability of its charity trustees and members is limited. If wound up, the members are either liable to contribute up to a specified amount to the assets of a CIO or alternatively, not liable to make any contribution at all. The filing and

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accounting regime is also perceived as less onerous than that required for Companies House purposes.

It would be possible for a CIO to include a degree of staff involvement, as they could become members or serve as a minority part of the board. Nevertheless, a CIO is more limited in what it can do in this area when compared to a CLG or a CIC.

There are strong financial benefits to CIO's, as they should get mandatory relief on business rates and the other tax reliefs available to charities, as all CIOs are registered charities.

In terms of disadvantages, raising finance through equity investment may be difficult if equity is required by funders and there are sometimes concerns regarding the fact that there is not a web based searchable register over the charges on a CIO's assets (as there would be with Companies House, unless a registration with the Land Registry is triggered. CIO's are restricted by charity law and by Commission regulation and this can result in a lack of flexibility unlike for CLG's or for CIC's.

The CIO would be appropriate for holding the 'community assets' which are currently owned by MCC but could benefit from charitable investment or sponsorship such as Caldicot Castle, Shire Hall, Old Station. Due to the historical nature and cultural significance of the assets, they would be protected for the benefit of the community, but distanced enough from MCC to attract alternative funding.

You will also be aware of restrictions placed on charities with regards to trading and their 'non-primary purpose' income. Further consideration would need to be given as to how some of the present 'trading' activities may need to be conducted by the separate trading ADM, instead of through the charitable vehicle.

For a table comparing the legal requirements, administrative obligations and the advantages/disadvantages of the organisation structures please see Appendix 5.

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## 7. Governance

In our experience, whenever a council appraises its options for ADMs, it is always imperative that the governance and accountability for those arrangements ensure that safe, sustainable services will continue to be provided to its communities and services users. Also, that any new organisations continue to be accountable to the council and its communities for the provision of those Services and ultimately in assisting the council to discharge its statutory duties (which are considered later in Section 13 of this report).

The required assurances and protections can be embedded in a number of ways, mainly:

- through an effective governance architecture for the new ADMs;
- through MCC's governance arrangements that it puts in place to enable it to continue to have a role as both facilitator and potential strategic partner to the ADMs; and
- finally, through the legal contractual arrangements that MCC may put in place in respect of the provision of the Services.

We consider each of these elements in turn below.

### **Governance Architecture for ADM**

An important aspect of new ADMs is that a legal structure alone may not be enough to deliver the changed ethos and culture that such a radical transformation may require. This may instead need to be embedded at the heart of how the ADMs conducts itself and how it remains accountable through its governance architecture. If enough time and attention is given to it, the governance architecture of the ADMs should enable it to meet its core vision.

In respect of wider governance considerations, MCC will need to evaluate the range of stakeholders it wishes to engage in the Services and the means in which it will do so, whether through formal ownership of the new ADMs or through providing them with an effective voice and rights enshrined within the ADM's constitutional documents, primarily through its Articles of Association and establishing some form of multi-constituent rights for the various stakeholders involved. The focus on staff or community involvement may dictate whether you have representatives of those groups appointed to the Board of Directors of the ADMs or whether you involve them in less formal capacities such as holding regular staff and community forum meetings. There is a fine balance to be struck between ensuring that the governance is fit for purpose

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and appropriately inclusive, without making it unwieldy or impeding the ability of the Board to get on and make decisions about the Business. This is also true for the degree of ownership and control that MCC may wish to continue to have in relation to these Services.

As we have indicated in earlier sections of this report, it will be vital to get a Board which has the right skills to be able to deliver the aims and objectives of the ADMs and ultimately, the business plans. This may require the injection of new entrepreneurial skills – to spot the opportunities available and to take advantage of them – and change management skills – to help staff manage the transition from in-house provision to life in a new ADM. Skills audits are often a useful way to determine the skills set that staff may already have and those that they may want or need to bring into the organisation. When considering the Board for the ADMs, thought should also be had as to the number of executive and non-executive directors to be appointed to the Board and the important role that non-executive directors play in holding the Board to account.

MCC will also need to be mindful and will need to demonstrate compliance with “The Good Governance Standard for Public Services” which focuses on the six core principles of good governance, which means:

- focussing on the organisation’s purpose and on outcomes for citizens and service users;
- performing effectively in clearly defined functions and roles;
- promoting values for the whole organisation and demonstrating the values of good governance through behaviour;
- taking informed, transparent decisions and managing risk;
- developing the capacity and capability of the governing body to be effective;
- and
- engaging stakeholders and making accountability real

MCC will need to consider how it would structure its ‘shareholder’ panel so as to effectively carry out its role as a shareholder in the Teckal vehicle, compared to its role as a commissioner, or retained “client side” function.

Thought will need to be given to the Shareholder Agreement which will need be put in place to govern the relationship between MCC and the Board of the ADM, including assessing the potential for conflicts and how they may be addressed.

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Therefore, as the ADMs moves from options appraisal to implementation, it will be necessary to spend more time assessing and evaluating its most effective governance structure.

It is important not to underestimate the culture-shift that is necessary to successfully move from work practices where funding for work has generally been a 'given' to a more competitive environment. However, the transition will also provide opportunities for innovation, creativity and for doing things differently.

## **Council governance function and its role as a facilitator and strategic partner:**

As we have indicated above, depending upon the form of the ADMs chosen, MCC will also need to give careful consideration of the amount of ownership and/or control it wants to have in relation to the new ADMs. This may also be dictated by overarching requirements e.g. the ability of the charitable company to be able to demonstrate its independence from the state (see below). This will include consideration of what may be appropriate for Council representation on the new ADM, whether at Board level or otherwise and as indicated above, the terms and remit of any shareholders agreement entered into if MCC will continue to have some ownership in the ADM.

On the assumption that MCC is likely to want to pursue a ADMs which includes a charitable company, then it will not be able to enjoy the same levels of control or board involvement that it may have in some of in the other "Teckal" compliant companies. Its approach will need to be different for the various companies within the ADM. MCC will of course have a vested interest in the ADMs continued success and to it would need to see its role as one of a facilitator, collaborator and strategic partner, particularly in relation to any on-going grant funding arrangements or service contracts and the general way in which MCC and the new ADMs will continue to work together. It may be helpful to reflect this in a form of Collaboration Agreement which will detail how MCC and the ADMs will work together to deliver their aspirations for these Services and the communities which they serve.

## **Governance achieved through the contractual arrangements:**

We have covered some of the contractual considerations in this Report, but essentially there are a whole range of safeguards and monitoring and reporting requirements that that MCC can put in place in its contractual arrangements with the new ADMs. The approach may vary depending upon whether MCC opts for a grant funding, with seven year (less one day) leases which are co-terminus with the grant arrangements and/or more formal service contract arrangements.

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## 8. Application of EU Procurement Law

With many other public services spin out projects undertaken to date, one of the more significant areas of concern has surrounded the Council's ability to demonstrate that it is complying with its procurement obligations. Historically, different approaches have been taken in relation to this area and indeed different approaches are likely to be taken in the future within the context of the Public Contracts Regulations 2015 (the "**Regulations**"). In other similar projects, councils have started with an assessment of whether:

- it will award a grant to the new ADM, which is not subject to procurement requirements. However, it is essential to ensure that it is a grant arrangement and not a de facto service contract, called by a different name;
- it will award a contract for services to the new ADM, which will need to comply with the requirements of the Regulations and the Council's own constitutional requirements.

We will consider the distinction between each of these two options further below. We understand that for the moment, no definite decisions have yet been made in relation to whether or not assets and buildings would transfer to the ADM, there may therefore be additional considerations in relation to the sale of land, community asset transfers and potential State Aid issues depending upon the decisions made.

We can of course provide further advice on these aspects and it may be necessary to reappraise the grant award or procurement approach once those key decisions have been made.

### **Distinction between Grant Agreement and Services Contract**

Before we consider the procurement position, MCC may want to give future consideration to whether it would be more appropriate to pass funding on to the ADMs via a grant arrangement, rather than a Services Agreement. Some Councils have considered this approach in relation to their libraries, museums and youth services for instance. If truly a grant agreement, then the Regulations do not apply. In making a decision in relation to this, MCC will need to consider whether:

- MCC is happy to award the grant with specified outcomes (as is usually the case with a grant) rather than having more detailed service specifications and KPIs as would be the case with a services contract;



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- breach and withdrawal, clawback or repayment of the grant is an appropriate mechanism or whether MCC would prefer to adopt a more detailed price performance mechanism that it would enforce through the services contract;
- MCC has the power/vires to award the grant as anticipated. Please see more on this in Section 13 of this report.

There may also be other additional VAT and Gift Aid implications that will need to be factored into the decision. VAT is not payable on a grant and it may also be eligible for Gift Aid. However, a services contract could not attract Gift Aid and would of course be subject to VAT. The risks of getting the distinction between a Grant and services contract wrong are that this unplanned VAT liability could affect the future viability of the ADMs and so it is important to ensure all of these factors are taken into account. MCC will need to consider the advice provided by Mazars in relation to these matters as we are not tax advisers (see Appendix 4).

Similarly, the ADMs may need to consider what reciprocal obligations it may want to enforce against MCC pursuant to the services contract, which it would not be able to do as part of any grant arrangement.

The key note of caution here is that you cannot dress one up as the other, as there are likely to be adverse consequences of doing so if the approach is challenged and/or has to be remedied at a future date. Any decision will always look at the substance of the arrangements rather than at what the parties have chosen to call it.

We have included in the table at Appendix 5 the advantages and disadvantages of the two different approaches so that MCC can determine which may be the preferred option. MCC will need to consider how the two arrangements will enable it to meet its statutory obligations to provide certain services.

## **The Regulations and preferred procurement routes:**

If MCC does decide that it is more appropriate to award a services contract to the new ADMs rather than award a grant, it will need to ensure that it complies with the requirements of the new Regulations which are a consolidation of existing procurement law, including case law. One of the key changes the Regulations make is the removal of the distinction between Part A and Part B services. This means that contracting authorities can no longer grant an uncontested contract for services worth over 750,000 euros (approximately £625,050) to spin-outs, although a 'light touch' regime has been proposed for 'health, social and other service' contracts with a value greater than this threshold. Please see below for more information on this option (Option 2).

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The most relevant potential procurement options open to the Council are therefore to;

- 1) form a Local Authority Trading Company (“**LATCO**”) as a Company Limited by Guarantee or Shares (though note this vehicle could not have charitable status because of issues with it being independent of the state). There would not be a requirement to undergo a procurement exercise, if the Council ensured compliance with the requirements of Regulation 12 of the Regulations (otherwise known as the “Teckal” exemption which has now been codified in the new Regulations);
- 2) procure the services in accordance with the new “light touch regime”;
- 3) run a limited “public service mission organisation” competition, also referred to as a “social enterprise” competition; or
- 4) consider whether MCC would like to procure a partner to help leverage in some additional expertise or investment. If it were to pursue this route it may need to consider, what, impact this may have on its charitable status, depending upon what type and level of expertise and investment is secured. This would also need to be in accordance with any requirements set out in the company’s constitutional and governance documents.

We have considered each of the above options in further detail below.

## **Option 1: Teckal Compliant LATCO – Regulation 12**

A public authority can procure directly from a Teckal compliant company without going through the European OJEU process. A Teckal compliant company is one that:

- is managed so that “the local authority exercises over the [company] concerned a control which is similar to that which it exercises over its own departments and, at the same time, that [company] carries out the essential part of its activities with the controlling local authority or authorities” (Regulation 12 of the Regulations);
- carries out at least 80% its activities for the controlling local authority (or for other legal persons controlled by that contracting authority); and
- has no private financial involvement in its ownership.

Teckal companies are ideal where profit-making is incidental to the services provided. Of course, the appropriateness of this approach will depend upon how much MCC wishes to retain control and ownership of the new entity or the extent to which it is

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important for the ADMs to obtain some independence from MCC in order to enable it to achieve its objectives and perhaps be more innovative in its service delivery.

The LATCO model may or may not be appropriate then, depending upon the decisions made in relation to this. One of the crucial aspects is the need for MCC to retain its strategic direction and control, as MCC is considering having a trading company and charitable company as part of its structure, which would not meet the Teckal requirements, then alternative procurement routes also need to be considered. We have set out some of the other options below.

## **Option 2: Light Touch Regime – Regulation 74**

As indicated above, the new light touch regime applies to contracts valued at over 750k euros (£625k) over the life of the contract for services covered by Schedule 3 of the Regulations. Schedule 3 includes youth and social services, educational and cultural services and encompasses CPV Codes from 80000000 to 92700000-8. Libraries, archives, museums and other cultural services fall within 92500000 – 92510000 and 92520000 respectively and so they can come under the Light Touch Regime.

Although greater flexibility in the process is introduced, it is still necessary for MCC to comply with the EU General Treaty principles of transparency and equal treatment. This means that there can be no favouritism or bias and all bidders must know the rules of the process. To this extent the fundamental principles of the process has not changed, though note the increased possibilities for taking into account the “relevant considerations” detailed below. MCC should consider how it can best incorporate those elements into any procurement process that it may follow.

MCC must set out in the Notice the conditions for participating, the time limits that apply and a brief description of the main features of the award procedure. (Reg 75(1)).

Regulation 76 would allow MCC to determine the procedures to be applied in connection with the award of contracts, taking into account the nature of the services being procured.

Regulation 76 provides as follows:

- there must be compliance with the principles of transparency and equal treatment of bidders.
- the procedure must be conducted in accordance with the published conditions for participation, time limits for applying and the award procedure to be applied.

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However, Reg 76(4) would allow MCC to make changes to the procedure during the process provided it has considered carefully that the changes do not breach the principles of transparency and equal treatment, that due and adequate notice has been given to all of the change (all bidders who responded to the notice even if not shortlisted) and it has adequately recorded the reasons for change and that those records are maintained.

All time limits imposed in the process must be proportionate and reasonable.

MCC can still follow the traditional routes of, for example a restricted or open procedure, though this should not be the default position or there would be little benefit in having these additional flexibilities.

Equally, MCC may introduce different procedures consistent with the requirements of Regulation 76 to take into account relevant considerations, including:

- the need to ensure quality, continuity, accessibility, affordability and comprehensiveness of the services;
- the specific needs of different categories of users, including disadvantaged and vulnerable groups;
- the involvement and empowerment of users; and
- innovation.

These are the areas where the more innovative and community focused aspects could be factored in as part of the procurement process. Whatever the process, having clear objectives and implementing them in a transparent and non-discriminatory way will be key.

The Regulations also require the same debrief for most forms of procurement, including under the Light Touch Regime. The requirements are essentially the same as the old Regulation 32 which never formally applied to Part B services. There is now therefore a stricter requirement to provide comprehensive feedback at the end of a procurement process under the Light Touch Regime.

Whatever procurement process may be followed, there is also a further requirement under Regulation 84 for MCC to prepare a procurement report which documents progress of the procurement. MCC must also keep sufficient documentation to justify decisions taken at all stages of the process, including the decisions to depart from the procedures originally set out.

Finally, it should not be forgotten that MCC continues to have public law duties, including to act reasonably and to ensure that it runs a process that meets the actual

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cost of delivering services. Therefore, the new flexibilities not only need to comply with the Regulations themselves but also with wider public law duties.

## **Option 3: “Public Service Mission” Procurement – Regulation 77**

The other option is for MCC to run a limited “public service mission” competition for the Services. The use of this process would be dictated by whether MCC is prepared to consider, and wants to encourage, vehicles focussed on “public service mission” and based on “participatory principles”. This is certainly something that it should be considering with regard to its duties to promote social enterprises under Part 2, Section 16 of the Social Services and Well-being (Wales) Act, which introduces a duty on local authorities to promote the development, in their area, of not for private profit organisations such as social enterprises, co-operatives, user led organisations, and the third sector to provide care and support.

A final check would need to be completed to ensure that all services in scope fall within the permissible services that can follow this procedure. This process is the result of the Cabinet Office campaigning for the EU to include a restricted-competition procedure in the new directive, in order to acknowledge the difficulties that new public sector mutuals face and it has now been reflected in Regulation 77 of the Regulations. The procedure effectively allows contracts to be reserved to competition amongst “qualifying organisation(s)” that satisfy the following conditions:-

- “a) its objective is the pursuit of a public service mission linked to the delivery of the services referred to in Part 2 [i.e. cultural services];
- b) profits are reinvested with a view to achieving the organisation’s objective. Where profits are distributed or redistributed, this should be based on participatory considerations;
- c) the structures of management or ownership of the organisation performing the contract are (or will be if and when it performs the contract) based on employee ownership or participatory principles, or require the active participation of employees, users or stakeholders; and
- d) the organisation has not been awarded, pursuant to this regulation [i.e. utilising the limited competition procedure], a contract for the services concerned by the contracting authority concerned within the past three years.

The maximum contract awarded under this Regulation cannot be longer than 3 years, so this will also need to be factored in to any decision made. Although this may not be the length of contract that MCC would like to award initially, it would give the ADMs the opportunity to ‘bed-in’ and potentially set up a partnership (if they wanted to do so) to

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begin winning contracts. The expectation would be that the ADMs would then be ready to compete on the open market after 3 years. Other social enterprises bidding could be selected as collaborators with the ADMs if that is something that would increase the service provision opportunities.

The ADMs could satisfy these conditions if it set up a CIC limited by shares or a charitable CBS provided that these principles are properly enshrined in its constitutional documents. The articles of association would need to be drafted with an eye to the future to ensure that they are able to meet these requirements, if the ADMs wants to be eligible to participate in these sorts of procurements in the future.

## **Option 4: Procurement of a Partner**

If MCC did decide that it wanted to leverage in greater external investment or expertise, MCC could undertake a joint procurement exercise with the ADMs to choose a partner with which to run the Services. The difficulty with this option is that MCC would not be able to make it a condition of the contract award that the winning bidder or 'partner' awarded the contract to the ADMs (this is the rule that a contracting authority cannot nominate a sub-contractor). MCC and the ADMs would also need to decide what services they would be procuring from the partner.

One way that this might be achieved is to advertise for a partner organisation and require it to state how the public service mutual would fit within the proposals to run the Services. For example, the procurement could be a for a partner organisation to assist the ADMs to reconfigure the Services through working directly with staff. That does leave the outcome in the hands of the marketplace. However, to ensure that an appropriate partnership model was put forward, the tender documents could refer to the type of model that MCC/ADM would want to see in place. This sort of process is likely to be more complex and have longer timescales.

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## 9. Well-being of Future Generations (Wales) Act 2015

In addition to the general procurement requirements, if the procurement route is adopted, the nature of the Services are such that that MCC should be considering to what extent it can be utilising its procurement route to achieve the Well-being principles.

MCC will need to be aware of its obligations under the Well-being of Future Generations Wales Act 2015 to:

- develop a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work;
- ensure people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood;
- enable people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances);
- foster attractive, viable, safe and well-connected communities; and
- encourage people to participate in the arts, and sports and recreation.

The Well-being of Future Generations (Wales) Act 2015 (the “**Well-being Act**”) comes into force on 1 April 2016 and will require MCC to improve the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals (section 2) which are set out at section 4:

Goal	Description of the goal
<i>A prosperous Wales.</i>	An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
<i>A resilient Wales.</i>	A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support

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Goal	Description of the goal
	social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
<i>A healthier Wales.</i>	A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
<i>A more equal Wales.</i>	A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).
<i>A Wales of cohesive communities.</i>	Attractive, viable, safe and well-connected communities.
<i>A Wales of vibrant culture and thriving Welsh language.</i>	A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
<i>A globally responsible Wales.</i>	A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

MCC will be required to publish annual reports setting out the progress it has made in meeting the well-being objectives (section 13) as soon as reasonably practicable following the end of the financial year (Schedule 1). It is therefore important that where MCC is reliant upon the ADMs to meet the well-being objectives, it maintains adequate reporting systems and information sharing powers so that MCC is able to complete its annual report (see below regarding ongoing involvement in ADM).



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## 10. State aid

In circumstances where the resources of a Member State are used to give some form of advantage to an organisation, there is the potential for there to be State aid. Where there is State aid (which is not excepted or exempted) then the ultimate sanction is for that assistance to be repaid plus interest.

In most transactions that we have been involved in to date, State Aid issues are usually avoided by either (i) everything being transacted at a market value or (ii) given the local nature of the services, not all of the State Aid tests are met in any event or, (iii) the possibility of the services constituting Services of General Economic Interest (“**SGEIs**”) In this case, if MCC is proposing a grant arrangement, then this may constitute a form of State Aid and so the potential for State Aid to arise does need to be assessed.

There is the potential for State aid in each of the following situations relevant to MCC and the ADM:

- any sale of land at an undervalue to the ADMs;
- any grant provided by MCC to the ADMs;
- any services offered by MCC to the ADMs at no cost or at below market rates;  
or
- any assets transferred from MCC to the ADMs at no cost or at below market rates.

In terms of any proposed sale of land, the European Commission has issued a ‘Communication on State aid elements in sales of land and buildings by public authorities’ (OJ C209, 10/07/1997). In order to definitively avoid State aid, the Commission expects there to be either:

- a bidding procedure “comparable to an auction” which must be “sufficiently well-publicised, open and unconditional.” The logic here is that the winning bid must equate to market value; or
- independent expert evaluation to determine the market price “on the basis of generally accepted market indicators and valuation standards”. If there are any special obligations relating to the land (as opposed to the purchaser) then this can be taken into account in assessing the market price.

We note that the wording of the Communication refers to “sale” of land or buildings, rather than other disposals such as by way of lease or licence. However, from a purposive approach we would suggest that it would cover other sorts of disposals such as leases. Therefore, any other disposal where the price paid is less than market value

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may be seen as State aid. The best way, therefore, to avoid possible risk of State aid is to ensure that the ADMs is paying a market rent for its use of the premises or, if there is to be a freehold disposal, that it is paying the market price.

We are unaware what arrangement MCC is proposing to make regarding the premises, although we are aware that several of the grant agreements restrict MCC from transferring the freehold of various properties as well as the granting of any leaseholder interest. If MCC is able to and decides to grant a lease and charge market rates for the reasons stated above, it would be legitimate for the ADMs to take account of these kinds of costs in assessing the price it should be paid for the Services. The overall effect would therefore be costs neutral, or at least close to it.

In the context of private business, the market rates charged include an element to cover overheads such as rent, and the ADMs should be entitled to do the same. In this way, MCC may be charged certain amounts each year for the Services but, will receive some of this back again by way of rent.

To the extent that MCC is to provide (even on a temporary basis) support to the ADMs by way of back-office functions such as HR, payroll and IT, then the ADMs should pay an appropriate rate for these services. This is for the same reasons as set out above in relation to market rents. Again, it would be appropriate for the ADMs to take account of these overheads when agreeing the fee for the Services, as set out above.

MCC could, of course, choose to take a more cautious and prudent approach – charging full market rates for the land, or putting a valuation on any assets (desks, computers, vehicles, etc.) that are to be transferred to the ADM, and then asking the ADMs to pay that amount for the assets. If they are to be provided at an undervalue, the amount of the undervalue could be considered to be State aid and an exemption sought to permit the transfer without breaching the rules.

The alternative is to dispose at an undervalue and consider how the potential State aid risk can be managed, by looking at using the General Block Exemption Regulation (GBER), for example. The General Block Exemption Regulations also contain provisions in relation to aid for Culture and Heritage Conservation. Also, in case it is of any relevance for the future of BRIO, aid for sport and multifunctional recreational infrastructures may also be of interest to MCC.

However, MCC, when considering State aid, is entitled to take a risk-based approach, and indeed is encouraged to do so by the Department for Economy, Science & Transport. This means considering the risk of challenge and whether or not MCC considers it has good legal basis for proceeding as proposed. It will be necessary to

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consider the application of these considerations to each of the Services in more detail as the project proposal is developed and refined.

Any proposed future assistance by MCC to the ADMs should be considered in the context of State aid on a case-by-case basis. However, in most (if not all cases) the assistance proposed is likely either not to fulfil all four tests (and so not be State aid) or would be able to fall within one or more of the exemptions, or possibly come within *de minimis* aid.

We can provide a more detailed assessment of State Aid once the proposals and approach have been further defined.

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## 11. Community Rights, Consultation and Judicial Review

On a number of similar projects that we have worked on, as part of the Business Planning process, the teams have had to consider and factor in where some of the facilities have been subject to community right requests and a desire by local communities to run their own local services. This may therefore be something MCC will need to factor in as part of its consultation and business planning process. On other transactions, there have been some issues with “community right” processes running alongside the spin out project which did lead to some uncertainty as to which services (such as libraries) were or were not going to be in scope for the new ADMs.

A series of ‘community rights’ were introduced by the Localism Act 2011 which apply to Wales (as of 6 June 2012). The legislation aims to empower community groups and oblige local authorities to give community groups serious consideration as a provider of public services. The ‘rights’ are set out in Part 5, Chapter 2 of the Localism Act 2011 and are supplemented by regulations and statutory guidance issued by the Welsh Ministers.

### **Expression of interest**

In short, where a “relevant body” submits an expression of interest to provide or assist in providing a relevant services on MCC’s behalf, MCC must consider that expression of interest. A “relevant body” can include: a voluntary or community body, a charitable company or charitable trust, a parish council or two or more employees of a local authority.

Please note that relevant bodies do not have to operate not-for-profit: if a relevant body generates a surplus, that does not prevent it from expressing an interest to provide a service under the Localism Act 2011 (provided that any surplus is used for activities which do not generate any profits or are invested in the community). We understand that a local CIC has already indicated to MCC that it would be interested in providing or assisting to provide certain services and this could be caught by the provisions in the Localism Act 2011.

Once an expression of interest has been made, MCC must consider it and then either accept it (triggering a ‘suitable’ procurement process) or reject it. If rejecting an expression of interest, MCC may only use one or more of the permitted grounds. Possible grounds for rejection are that the authority has already published its intention to consider ‘mutualising’ the service and the lack of suitability of the applicant body for taking on the service in question.

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Where there are (or are likely to be) other bodies exercising their community right to challenge in respect of all or part of the service, the potential implications on the ADMs are:

- (if the application is accepted) that this will lead to a suitable procurement process being adopted by MCC, which may in turn allow the ADMs to bid against the other body;
- (if the application is rejected) that it may wish to consider whether it would be beneficial to its own running of that service to involve or work with that group in some way; and
- (particularly if a large proportion of the potential services are divided up in this way) whether it affects the procurement basis for the Services, or indeed affects the overall viability of the ADM.

The MCC project team will need to identify all expressions of interest that have already been received in relation to the Services. It is possible that for MCC to limit future expressions of interest and we would recommend that MCC specify a period of time during which such expressions of interest may be submitted (please see below).

## **Community Asset Transfer**

One of the options that MCC has not yet considered in detail and which may warrant further exploration is the potential to structure these arrangements as a Community Assets Transfer (“**CAT**”) with the provision of associated grant funding. The CAT route has been adopted in the case of library services at Norden Old Library, Rochdale. This was a transfer to a Community Trust set up by a group of local people. This is also a structure that was adopted for many of the transactions relating to the transfer of leisure services to leisure trusts.

This would require MCC to transfer the assets to the new organisation and provide grant funding for the continued operation of the services. Of course, as part of this model, MCC would need to assess, how it would satisfy itself that its statutory services were being discharged, if no services contract has been put in place. The way that this has been achieved elsewhere is through entering into long term leases with the new organisation and having an outcomes-based grant funding agreement.

The National Assets Working Group (NAWG) has produced a ‘Best Practice Guide’ on behalf of the Welsh Government for Community Asset Transfers in Wales.-

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<http://gov.wales/docs/dsijg/publications/comm/160310-community-asset-transfer-en.pdf>

## **Value of assets transferring**

As indicated above, the Council will also have to take a view on the value of the assets being transferred. In general, local authorities in England and Wales are required to achieve the “best consideration reasonably obtainable” when they are disposing of land based assets under the Local Government Act 1972. If they are seeking to dispose of land or buildings at less than the market value then they have to obtain the consent of the National Assembly (please also see below in relation to Equality Act general duty). Please note that separate protections apply to disposals of land which include playing fields Playing Fields (Community Involvement in Disposal Decisions) (Wales) Measure 2010.

The Welsh Ministers have issued a number of “general” consents, which allow a local authority to transfer to dispose of land for an ‘undervalue’ provided that certain criteria are met: as set out in the General Disposal Consent Wales 2003. This permits authorities to transfer land at less than its market value, without the need to seek specific permission from the Secretary of State, provided that:

- the authority considers that the disposal is in the interests of the economic, social, or environmental well-being of the whole or any part of its area; or
- the authority considers that the disposal is in the interests of the economic, social, or environmental well-being of any or all persons resident or present in its area; and
- the difference between the market value of the land and the actual price paid for the disposal (if any) is not more than £2,000,000.

If MCC later intends to dispose of land in reliance upon the General Disposal Consent, it should notify its external auditor within 28 days of taking the decision to do so. If the undervalue is likely to be substantial (and could exceed the £2million threshold), MCC should obtain a professional valuation, in terms of “unrestricted value” to assess whether the National Assembly’s specific consent to the disposal is required. Please note that MCC may still need to advertise the proposed disposal of land, even where the General Disposal Consent applies.

MCC will also need to consider the various grant agreement restrictions placed on particular assets that may affect the possibility and value of the transfer. It may be that

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the grantor may be willing to lift such restrictions if the asset is transferred to a community group and this is a commercial decision to be made by MCC.

As a consequence, and as a way of reducing challenge under this legislation, MCC should consider publishing a notice of its intention to consider the provision of the service by an ADM. The timing of such a notice would be for MCC to consider, but to maximise the protection in this regard, a notice could be published as soon as MCC has made a decision to proceed with the proposal to set up the ADM. This is especially cogent here, in light of the ADMs potentially taking control of public services, which can prove to be an emotive and sensitive topic for local communities.

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## 12. Equalities Legislation and Duty to Consult

The Equality Act 2010 brings together various existing legislation in relation to equalities and also draws up some new duties. The Act deals with seven 'protected characteristics', namely:

- disability;
- gender reassignment;
- pregnancy and maternity;
- race;
- religion or belief;
- sex; and
- sexual orientation

The principal obligation under section 149 of the Equality Act is for a public authority to “*have due regard*” to the three duties to eliminate discrimination, harassment, and victimisation (amongst others), to advance equality of opportunity between those with and those without a relevant protected characteristic, and to foster good relations between those with and without a protected characteristic.

There is also a duty for a local authority to “have due regard to the desirability of exercising [its functions] in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage.” However, this duty is not currently in force and there is no indication of when it will become binding law (or even that the current Government has any intention of making it so).

If MCC proposes to enter into an agreement on the basis of an offer which is the most economically advantageous, it must have due regard to whether the award criteria should include obligations upon the Service provider which are relevant to MCC's performance of the general duty (Reg 18).

The Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011 requires MCC to publish objectives that are designed to enable it to better perform the general duty and a statement setting out the steps it has taken in order to fulfil each object and how long MCC expects it will take in order to fulfil each objective (the Strategic Equality Plan



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‘SEP’). When designing these ‘equality objectives’, MCC must have regard to the need to involve or consult (so far as is reasonably practicable) persons who share one or more of the protected characteristics and have an interest in the way that the authority carries out its functions. MCC will need to consider whether the ADMs will affect its current SEP and how the appropriate level of consultation can be met if it needs to amend its SEP.

Generally speaking, a public body is under no duty to consult before taking policy decisions however, MCC must assess the likely impact of its proposed policies and practices on its ability to comply with the general duty. Given the nature of the services, we understand that MSS intends to carry out some form of consultation on the proposals (beyond what has already been done through stakeholder engagement). If consultation is carried out then this may be a good opportunity to engage with the local communities so as to involve them in shaping the services. In particular, consultation may assist if there is a possibility of one or more groups expressing an interest to provide the services.

Where consultation is carried out, the case law is clear that it must be carried out at a time when the proposals are still formative, allow for intelligent consideration and response, give an adequate time to respond, and the results must be considered before the final decision is taken.

Whether or not there is any consultation, an equalities impact assessment (or equivalent) should be completed to help decision-makers comply with their equalities duties and so minimise the risk of a successful judicial review on these grounds.

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## 13. Powers and Duties

All local authority powers are set out in legislation and a council can only do something if it is permitted to do so (see section 111 of the Local Government Act 1972). Any actions or decisions that exceed the remit of these functions could be deemed *ultra vires* and therefore void and unenforceable in law. MCC does not have a general power of competence as this has not been adopted in Wales yet and therefore its powers to act must be grounded in legislation.

### **Well-being power**

The Local Government Act 2000 (“LGA 2000”) came into force on 18 October 2000 and the “well-being power” contained in section 2 created an entirely new power that appeared to relax the doctrine of *ultra vires* and give some reassurance to local authorities, their contractual partners and other interested parties, that the agreement they had entered into were lawful and enforceable, where no other express power was available or where the extent of an existing power was in doubt.

See more detail above at Section 9. Under section 3(5) of the LGA 2000, before exercising the well-being power, MCC must have regard to any guidance issued by the Welsh Ministers.

The Statutory Guidance relating to the power states:

*“the introduction of the well-being power enables local authorities to have a wide discretionary power to further develop their community leadership role and the delivery of better and more responsive services”* (paragraph 1.1(iii))

Section 2(4) of the LGA 2000 gives examples for use of the well-being powers including the power to incur expenditure and give financial assistance to any person (see below for limits).

The requirements of the Guidance would need to be complied with when exercising this power. MCC will need to consider how the services in question can be validly tied to exercising its well-being powers: this may be more difficult in some service areas than others.

### **Trading power and charges for discretionary services**

The Local Government (Best Value Authorities) (Power to Trade) (Wales) Order 2006 empowers a best value authority (which MCC is as a Welsh County Council) to do for a commercial purpose “anything which it is authorised to do for the purpose of carrying

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on any of its ordinary functions” (section 95). This includes the power to recover the costs of any accommodation, goods, services, staff or anything else it supplies to a company which has a local authority interest (within the meaning of Part 5 of the Local Government and Housing Act 1989). MCC would be prevented from subsidising trading activities on a continuing basis and therefore MCC must recover the costs outlined above through an agreement or arrangement in exercise of the section 95 power.

The Local Government Act 2003 also permits MCC to charge for discretionary services (at sections 93-94 & 97-98) provided that:

- the income from charges does not exceed the costs of provision;
- the authority must already have the power to provide the service (this includes discretionary services provided under well being powers in the LGA 2000);
- the recipient of the discretionary service must have agreed to its provision, and to pay for it;
- the power does not apply to services that an authority is mandated or has a duty to provide;
- the power does not override any existing or future provisions in primary or secondary legislation which:
  - Expressly prohibits an authority from charging for a discretionary services or;
  - Confers a power to charge for a discretionary service
- charges may be set differentially so that different people are charged different amounts; and
- authorities are not required to charge for discretionary services (they may provide them for free if they so decide).

Discretionary services are those services that an authority has the power, but is not obliged to provide. The Local Government Act 2000 gave authorities a general power to promote the economic, social and environmental wellbeing of local communities in addition to the duties under the Well-being Act 2015 (see above). This power gives authorities very broad discretion to provide additional services, but does not provide a clear power to charge.

The Stat Guidance does say:

*“through the new power to recover via a charge the costs to an authority of providing a service, the Welsh Assembly Government aims*

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*to encourage authorities to provide more wide-ranging and new and innovative services for their communities.”*

By providing a power to charge for discretionary services the Welsh Assembly Government's aim is to encourage authorities to provide those sorts of services they would otherwise decide not to provide (or improve) at all because they cannot justify or afford to provide them for free or to improve them. The aim is not to provide a new source of income for authorities, but to allow them to cover their costs.

MCC is therefore able to decide the charge for each discretionary service as it sees fit but the charge must not exceed the cost of its provision.

## **Limit on incurring expenditure for purposes not otherwise authorised**

There is a limit to the amount of funding MCC can provide to the ADM.

Where a local authority incurs expenditure for purposes not otherwise authorised, s.137 of the Local Government Act 1972 permits it to do so provided the local authority is of the opinion that such expenditure is in the interests of, and will bring direct benefit to, their area or any part of it or all or some of its inhabitants.

The local authority may incur expenditure on contributions to a charitable body or any body which provides a public service. The financial limit for such expenditure is calculated in each financial year by an index-linked sum (calculated by the National Assembly for Wales (the Social Justice and Local Government Department)).

## **Cultural Services**

In respect of cultural services there are several other powers established in legislation. The Local Government Act 1972 (section 145) establishes that in respect of theatres, concert halls, arts and crafts *“A local authority may do, or arrange the doing of, or contribute towards the expenses of the doing of, anything (whether inside or outside their area) necessary or expedient for [those] purposes”*.

For conference centres and tourism, the Local Government Act 1972 (section 144) provides: *“A local authority may (either alone or jointly with any other person or body) ... provide, or encourage any other person or body to provide, facilities for conferences, trade fairs and exhibitions or improve, or encourage any other person or body to improve, any existing facilities for those purposes.”*

## **Museums**

The Public Libraries and Museums Act 1964 enables a local authority in respect of museums, (section 14) *“A local authority may make contributions towards expense*

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*incurred by any person in providing or maintaining a museum or art gallery in any place within England or Wales, or in providing advisory or other services or financial assistance for the benefit of a museum or art gallery in any such place".* Section 13 allows MCC to charge admission to a museum which is maintained by it and *"shall take into account the need to secure that the museum or gallery plays its full part in the promotion of education in the area, and shall have particular regard to the interests of children and students."*

MCC is able to make contributions to expenses to any person incurred in *"providing or maintaining a museum or art gallery"* or *"in providing advisory or other services or financial assistance for the benefit of a museum or art gallery"* (section 14) so MCC can continue to provide financial assistance if the museum services are provided by the ADMs in future.

As indicated, in an earlier section of this report, there is a residual risk that depending upon how structured, it may mean that the authority is, in substance if not in name, procuring a service rather than simply transferring assets, which again raises the issue of an appropriate procurement process. MCC will therefore need to be very clear on the nature of the proposed arrangements and the consequent structure.

## **Leisure**

The 'Delivering with less – Leisure Services' paper issued by the Wales Audit Office recognises that leisure services are frequently under-funded and not prioritised due to the nature of Leisure being a non-statutory service. However, the paper does place significant emphasis on the link to improving health and well-being as well as promoting growth and jobs and breaking the link between poverty and educational attainment, particularly in deprived communities.

Leisure services should form part of the local authority's long term goals to improve the health and well-being of its local population and the Local Government Measure (Wales) 2009 places a general duty on councils to make arrangements to secure continuous improvement in the services they provide.

## **Outdoor Education**

The Welsh Government's Consultation Document 'Improving opportunities to access the outdoors for responsible recreation' identified the many benefits that can arise from ensuring that individuals have access to the outdoors. <http://gov.wales/docs/desh/consultation/150710-access-outdoor-recreation-consultation-en.pdf>

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The paper lists the various pieces of legislation that obliges local authorities to create, divert and extinguish public rights of way (Highways Act 1980), provisions relating to outdoor infrastructure (Countryside Act 1968) and an obligation upon local authorities to provide access to countryside (Countryside and Rights of Way Act 2000). In addition, the Welsh Government recognises the links between providing access to the outdoors and the positive impact upon the health and well-being of individuals and this is likely to be an area that receives further financial and political support from the Government in future.

## **Tourism**

Please see above information regarding the Well-being Act and in particular, the goals to create a prosperous and attractive community.

## **Youth Services**

It has been recognised that local authorities are often influenced by the Education and Inspections Act 1996 and in particular, the duty under section 507B to secure sufficient services and activities for 13 to 19 year olds, and young people under 24 with learning difficulties. In addition, local authorities are obliged to provide and enable young people to participate in youth support services under s.123(1) of the Learning and Skills Act 2000.

In addition to the statutory obligations to provide social services, MCC has already recognised that the provision of youth services contributes (in the long and short term) to the seven goals in the Well-being Act.

We are aware that the Welsh Government is undertaking a review of how youth services are delivered in Wales and there is a proposal that the service is provided via a national approach. MCC will need to review the ADM proposals, taking into account both the risks and opportunities that such a national framework would bring.

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## 14. Employment Issues

MCC will need to confirm at a later date which staff might have a future role in which ADM depending upon the scope of the services and the ADMs which they may transfer to. At this point we would assume that the Transfer of Undertakings (Protection of Employment) Regulations 1981 will apply and MCC will also need to consider staff benefits that have accrued through the Welsh Local Government Pension Scheme and how these will be protected going forward.

## 15. Support Services

We understand that further internal work is ongoing in relation to the support services and overhead costs related to the services. In the implementation phase it will be essential to consider how these arrangements will continue to operate in the future and the potential impact on both the Council and ADMs. There may be a balance to be struck between MCC not wanting to lose services and/or the ADMs being forced to accept services which could prove more costly and/or may not be entirely fit for its new purposes.

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## 16. Property

The properties used by MCC to deliver the services are typically complex in that they tend to involve multiple parties and have conditions attached related to grant funding.

### **Lady Langattock's Nelson Collection**

We should probably see the legal advice obtained on this regarding whether MCC is auto replacement for Monmouthshire Corporation and consider how this might restrict the ownership and use of the collection.

### **Caldicot Castle**

Is a medieval castle which is an accredited Visit Wales visitor attraction: a single unit featuring both a registered museum and a country park. A fee is charged for entry although education groups (for Monmouthshire schools) are let in for free (with additional extras incurring a charge). There is a café on site with catering provided by a third party (The Crown at Whitebrook).

[how is the castle actually owned?]

The castle is trading at a nearly £60,000 deficit and relies heavily on subsidy funding from MCC as only 22% of the income is generated from admission does this take account of events on site as well? The castle suffers from poor transport links but has strong interest from Calidcot's History Society, U3A and Friends of Caldicot Castle group.

### **Old Station**

Is the railway station at Tintern that features a tea room and venue for wedding ceremonies. There is a model railway service on site managed by Wye Valley Railway Society.

The station is trading at a loss (circa £25,000 loss for 2014/2015) and receives 97,000 visitors annually.

### **Shire Hall**

Is a tourism information centre, a conference and events venue and museum. It was refurbished with £3.2 million National Heritage Memorial Fund grant funding which must be repaid if certain conditions are not met: MCC must continue to own Shire Hall until at least 21 August 2033.

**Outdoor Educations venues** - (please see Appendix 6 requesting further information)



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**County Hall** - (please see Appendix 6 requesting further information)

**Youth centres** - (please see Appendix 6 requesting further information)

**Leisure centres** - (please see Appendix 6 requesting further information)

**Rolls hall** - (please see Appendix 6 requesting further information).

More detailed work will need to be undertaken in relation to the proposed solution for the use of properties.

## 17. Grant Funding for Services

As part of the due diligence information, we understand that there are a number of grant agreements in place regarding the services. We have detailed the agreements that we are aware of below. For all grant funding, an assessment will need to be made as to the impact of moving assets to the new ADMs given some of the existing restrictions.

### **Vale of Usk Action Group**

The Welsh Government Rural Communities has attributed EU funding to a 7 year investment programme aiming to:

- Foster the competitiveness of agriculture
- Ensuring the sustainable management of natural resources and climate action
- Achieving a balanced territorial development of rural economies and communities including the creation and maintenance of employment.

MCC is part of the Vale of Usk Action Group with Newport City Council which has been granted a total of £3,313,125.00 for projects ending 31 December 2021.

### **URBACT Action Planning Network**

MCC is also a Project Partner with Ayuntamiento de Baena (Spain) to “develop economic prosperity using food and drink to encourage more tourism, thereby increasing local employment opportunities, improving the way of life for residents, and furthering the reputation of Abergavenny as a ‘food town’”.

Grant amount unknown, project date unknown.

### **Coleg Gwent Community Education Franchise Agreement**

MCC has received £150,367.89 for the period ending 31 July 2016 to provide

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*Community Education (as defined in the Further and Higher Education Act 1992).*

## **MindSCAPE**

MCC has received £165,000 Big Lottery funding to help people with dementia access and reconnect with the landscape through arts and environmental activities.

## **Living Levels Landscape Partnership**

MCC is a partner with the RSPB, Gwent Wildlife Trust (GWT), Natural Resources Wales (NRW), Newport City Council (NCC), City of Cardiff Council (CCC), Gwent Archives (GA), Cardiff Story Museum, Sustrans, National Trust, Bumblebee Conservation Trust and Bug Life to “reconnect people and communities to their landscape and provide a sustainable future” for the Gwent Levels. The partnership has secured funding of £321,100 with another £2,500,000 available from a second round application.

## **Wye Valley AONB Partnership**

MCC is working with Forest of Dean District Council, Gloucestershire County Council and Herefordshire Council to deliver the duties and obligations arising from Part IV of the Countryside and Rights of Way Act 2000. MCC will contribute circa £50,000 over three years ending in 2018.

Staff who have been allocated to the partnership (Matthew Lewis GI & Countryside Manager and Mr R Williams – technical advice officer) must work for the AONB Partnership as an independent organisation.

## **Monmouth – ‘A Town at War’**

MCC has been awarded up to £9,700 to carry out a WW1 centenary project with expiry date of 31 December 2016 (terms of grant agreement last until 31 December 2021).

## **The Rockfield and Monmouth Story**

Chepstow Museum (which is owned by Chepstow Town Council) obtained £16,100 of Heritage Lottery funding to preserve the cultural history of Rockfield music studios expiry date of 31 December 2016 (terms last until 31 December 2021).

## **New Opportunities Fund**

Not enough information provided.

## **Shire Hall Heritage Lottery funding**

Attaches conditions to £3.2 million grant which last until 21 August 2033.

## **Youth Engagement and Progression**

MCC has received £39,692 to provide support for vulnerable young people, particularly through utilising the voluntary sector. We have not seen T&Cs for this.

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## Youth work

MCC has received £89,930 to support the youth engagement and progression framework mainly through training staff. We have not seen T&Cs for this.

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## 18. Service Specifications

During the next phases of work, it will be essential for MCC and the ADM to agree what the Services should look like in the future, cognisant of potential financial constraints, how this will flow through to any service contracts and details of any aspirations regarding the level of savings or income to be generated. We will be happy to assist you with this work.

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## 19. Conclusion

We hope that this Report has provided you with a route and potential options for the future delivery of Tourism, Leisure, Culture and Youth Services in Monmouthshire. We see this solution as having the potential to realise the synergies and improvements across services that are often missed when reviewed and developed in isolation. This will need to be underpinned by more detailed work in the implementation phase to better inform a more robust business planning process and the overarching architecture for the arrangements that will need to be put in place.

In Appendix 7 we have included a summary of some of key decisions and activities that may need to be undertaken in the next phase of the work, though this is by no means exhaustive.

We are happy to discuss and further develop the contents of this Report with you once you have had the opportunity to consider its contents further. We look forward to working with you on the next exciting phase of this project.

**Anthony Collins Solicitors LLP**

**24 March 2016**

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Llywodraeth Cymru  
Welsh Government

## Alternative delivery models in public service delivery

March 2016

# **Alternative delivery models in public service delivery: An action plan**



## 1 - Purpose

The purpose of this Action Plan is to provide a clear national framework within which decisions can be made locally on the appropriateness of alternative delivery models in specific service areas. It also sets out the practical support available to public service organisations, their workforce, citizens and communities in making decisions about how services should be designed and delivered.

The well-being principle set out in the Well-being of Future Generations (Wales) Act 2015 underpins this framework and the support we are making available, in particular:

- *long-term and prevention* - the wider environment within which proposals for new models are considered, and then established, is conducive for ongoing sustainability and success and new models are properly tested before being adopted
- *involvement* - the interests of citizens, communities and the workforce are properly considered and protected throughout
- *collaboration* - consideration is given to building on existing collaborations and arrangements
- *integration* - when considering alternative delivery models the opportunities to secure multiple benefits against the goals are maximised

We advocate cooperative and mutual models of delivery and other alternative delivery models only as an alternative to ceasing or privatising services, as a 'least worst' option. It will be important that public bodies thoroughly test the scope for ongoing public provision and ensure the outcome of those considerations is transparent and open to scrutiny.

There are four important pre-conditions for ongoing work to develop a stronger framework for change and better support which are:

- Accountability to local government or other relevant public body
- Protection of employee terms and conditions
- Continuation of trades union recognition
- Consideration of the requirements of the Welsh Language Standards as provided by the Welsh Language (Wales) Measure 2011

The Action Plan focuses on alternative delivery models and specifically enabling good, well-informed decisions to be made locally about whether an alternative delivery model is appropriate and sustainable for particular services in a particular place. The primary focus is on alternative delivery models in the context of Local Government but the Plan encompasses wider public service activity and many of the actions will support action across the public service as a whole.

The Action Plan is framed within the Well-being of Future Generations Act's drive to work towards shared national goals, effective integration of objectives, collaboration and involvement but it does not set out, and is not intended to set out, the way in

which the public services should approach partnerships and engagement more broadly.

## **2 - Context**

Public services are transforming. Some of that change is a response to financial pressures and Welsh Government is clear that, where reductions in budgets mean hard choices and the possible loss or reduction of services, alternative approaches must be part of the solution.

There is, however, a more fundamental purpose underlying the transformation which is taking place, and that is public services recognising the benefits of services that are designed, owned and delivered with citizens and with their workforce. It creates an approach that is about empowerment, about grounding services in communities and making sure they are responsive to what people really need to live fulfilled lives; and, importantly, about empowering public servants to be innovative and have a real stake in the work they do.

It means that public bodies are letting go of control and developing much more nuanced approaches to ensuring vital services are provided. The emerging picture is one that sees direct delivery, effective commissioning through a range of mechanisms, establishing new organisations to deliver and brokering provision with a range of parties all playing a part. This would include the full range of public service organisations for example Local Authorities, Health Boards and Housing Associations as well as third sector providers.

This is a transformation which is already happening. New models of delivery are being developed and rolled out across Wales and beyond and, as we set out in the 'Reforming Local Government: Power to Local People' White Paper and enshrined in legislation in the Social Services and Well-being (Wales) Act 2014, these approaches are part of a powerful history of activist communities in Wales choosing to engage co-operatively to find collective solutions.

Our tradition of activist communities in Wales is something we can draw on now as we seek to define the nature of public service in the context of austerity. Just as Aneurin Bevan and his colleagues in the Tredegar Workmen's Medical Aid Society were providing a service in the public interest, we can acknowledge that people are working in the public interest and not-for-private-profit in a range of organisations that are holding public service values and are generating public value.

### **Well-Being of Future Generations (Wales) Act 2015**

The Well-being of Future Generations (Wales) Act 2015 aims to improve the social, economic, environmental and cultural well-being of Wales and provides a common set of goals for the public service in Wales to aim for. It requires the public bodies listed in the Act think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.

Welsh Government, Local Government and other public bodies subject to the Act need to consider its requirements and how they can maximise the contribution to all of the goals in everything that they do; and this includes the development of alternative delivery models. The Act provides a framework within which proposals for alternative delivery models can be tested both in terms of whether the approach maximises the contribution against the goals and in how it stacks up against the five ways of working in the sustainable development principle. The extent to which alternative delivery models can demonstrate a long-term approach, prevention of problems getting worse, integration of objectives, collaboration in delivery and involvement of all interested parties are key tests of the appropriateness of them being taken forward.

### **Co-operative and Mutuels Commission**

The Co-operative and Mutuels Commission's Report documents the contribution that co-operatives and mutuels make to the economy. Co-operatives and mutuels are not only concerned with making a private profit, they also offer a more ethical and sustainable alternative to many challenges facing our economy and offer many solutions to the Welsh Government's priorities of redressing disadvantage and protecting the environment. The Commission presented a strong case for co-operatives and mutuels to play a much greater role in the Welsh economy and Welsh life.

The Commission looked at the ongoing delivery of public services in Wales and their related pressures. With many people demanding a greater say in the public services they receive, the Commission's view was that rising need and demand for public services, together with a more participative approach, requires a transformation in how they are provided. There needs to be innovation in service delivery, greater participation by service users and stringent financial management. The Commission sees co-operatives and mutuels playing a vital role in this process, not as a means of cutting costs but as a way of encouraging innovation, developing new sources of income and, crucially, meeting people's needs.

In February 2015 the Minister for Economy, Science and Transport reconvened the Commission to review the steps that have been taken to implement their recommendations. The update report from the Commission was published on the 11 February 2016. In its update report the Co-operative and Mutuels Commission welcomed the fact that key players in the co-operative and mutual sector were gearing up jointly to take on increasing intervention and delivery responsibilities.

The specific findings will be considered as part of the future development of the Action Plan.

### **'Reforming Local Government: Power to Local People' White Paper**

The White Paper 'Reforming Local Government: Power to Local People' set out the Welsh Government's policy intention that mutualism, co-operation and shared ownership with communities should be at the heart of the transformation of public services.

The White Paper also highlighted the challenges Local Authorities may face in stimulating opportunities for social and community enterprise.

In response to these challenges, the Welsh Government proposes enabling Local Authorities to use the general power of competence as a firm legal basis for developing alternative delivery models, and to review the powers of Local Authorities to delegate functions under the Deregulation and Contracting Out Act 1994. The White Paper also set out proposals to empower communities to initiate action themselves. It proposed giving community bodies a range of rights which will enable them to become involved in local services and take responsibility for community assets.

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

Part 2, section 16 of the Social Services and Well-being (Wales) Act 2014 introduces a duty on local authorities to promote the development, in their area, of social enterprises and co-operative organisations or arrangements to provide care and support (which includes support for carers) and preventative services. A local authority must also promote the availability in its area of care and support and preventative services from third sector organisations (whether or not they are social enterprises or co-operative organisations). Section 16 of the Social Services and Well-being (Wales) Act is due to be commenced in April 2016.

The local authority must promote the involvement of people for whom these care and support or preventative services are to be provided, in the design and operation of that provision.

The duty to promote means that local authorities must take a proactive approach to planning and delivering models that will meet the well-being needs of all people – children, young people and adults - in promoting models which are based on social values. Well-being outcomes underpin the whole system, and the development of any type of service must always focus on this aim.

Regulations and a code of practice have been developed to support local authorities in delivering on this duty.

The Code of Practice on Part 2 of the Social Services and Well-being Wales Act 2014 includes a chapter titled Creating the Right Environment. This chapter states that *"Local authorities with local health board partners **must** establish regional forums to support social value based providers to develop a shared understanding of the common agenda, and to share and develop good practice. The aim of this forum is to encourage a flourishing social value sector which is able and willing to fulfil service delivery opportunities."*

An action plan to further support local authorities in delivering on their duty is in place and the key components of the social services plan are set out in this Action Plan in *Section 5 Making it happen: Actions*.

Health boards, through the primary care clusters, will increasingly draw in local government, the third sector and local communities to explore and put in place new service delivery models to bring service providers together to deliver sustainable, integrated and person-centred services closer to home.

### ***'Is the Feeling Mutual?'* report**

In order to address the gaps in specialist expertise which were identified by the Welsh Co-operative and Mutuals Commission, and deliver on the policy intentions set out in the 'Reforming Local Government: Power to Local People' White Paper, the Minister for Public Services and the Minister for Economy, Science and Transport jointly commissioned work to support the practical development of mutual models in public services delivery.

A review was commissioned through the Wales Co-operative Centre and led by Keith Edwards. The results were presented in the report 'Is the Feeling Mutual?'<sup>1</sup>, which drew on extensive engagement with a wide range of people including senior public service leaders, both officers and elected members; the Wales TUC and Trade Union representatives and representatives from the wider co-operative and mutual sector.

The report provided a comprehensive overview of the issues and it:

- provides a summary of the issues and the case for public service co-operatives and mutuals (chapter 1, 2 and 6 of the report)
- confirms the position of, and potential role in driving change of, all the key organisations with an interest, including those currently not supportive of public service co-operatives and mutuals (chapter 3 of the report)
- summarises proposals to enable transformation (chapter 4 of the report) which are expanded on in more detail in the Annex to the report
- sets out examples of public service co-operatives and mutuals or other models that could be drawn on (chapter 5 of the report)
- provides proposals for next steps to enable co-operatives and mutuals in the public sector (Annex of the report)

### **Consideration within public bodies**

Public bodies across Wales have been considering the future shape of service delivery in the areas they are responsible for. This had led both to the consideration of the possible role of alternative delivery models and to a number of new models being established.

There is significant insight and learning which can be drawn from this experience.

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<sup>1</sup> 'Is the Feeling Mutual? – new ways of designing and delivering public services in Wales' (Keith Edwards, Wales Co-operative Centre) - <http://gov.wales/topics/improvingservices/publications/is-the-feeling-mutual-report/?lang=en>

The report 'Is the Feeling Mutual?' summarises some examples and there are further case studies, outputs of conference events and sources of advice available on the Good Practice Wales website<sup>2</sup>.

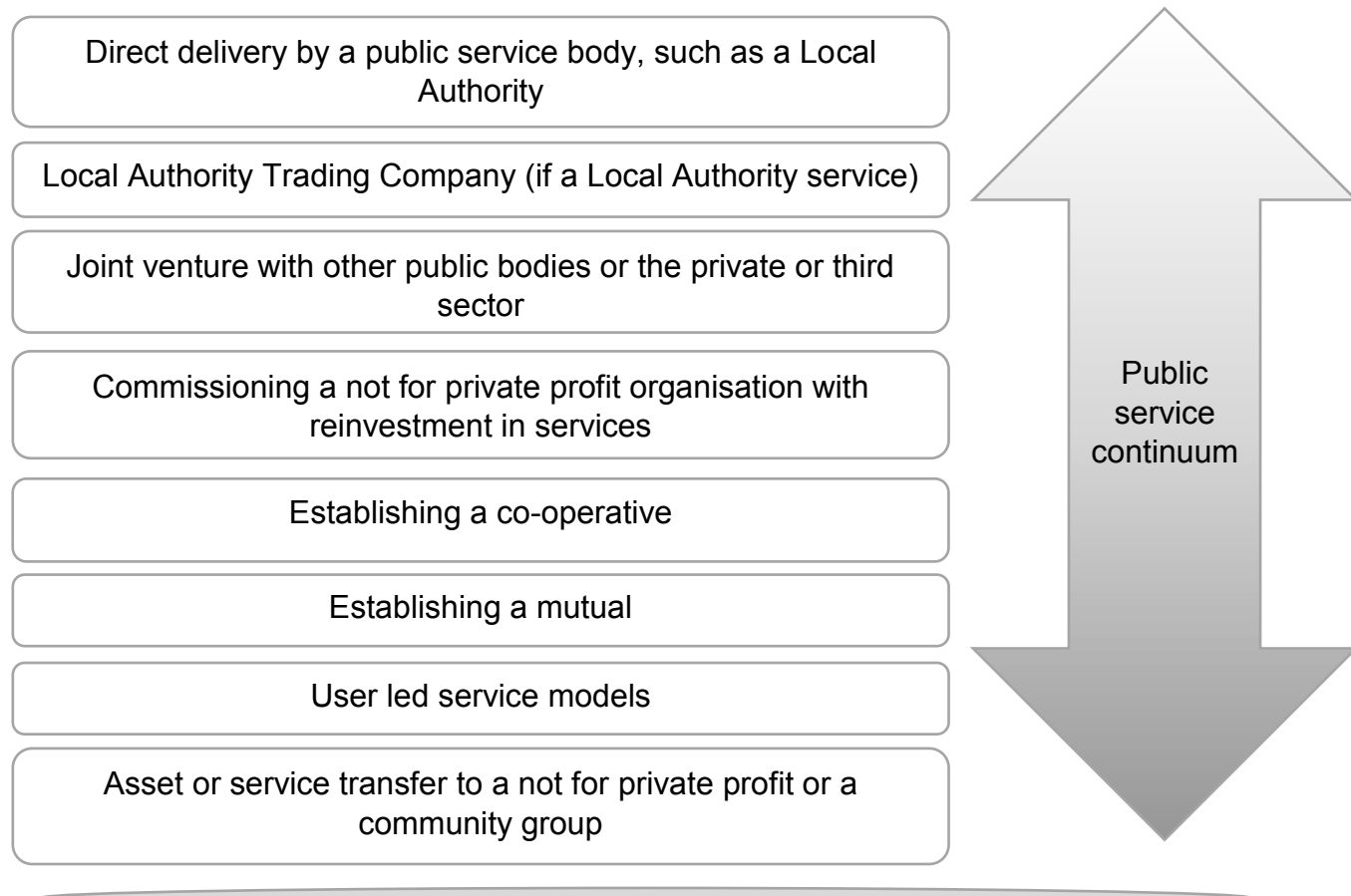
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<sup>2</sup> Good Practice Wales website - <http://www.goodpractice.wales/home>

### 3 – Scope of Action Plan

The scope of this Action Plan is the role of co-operatives, mutuals and alternative delivery models in public service delivery, where they offer an alternative to ceasing services or privatisation.

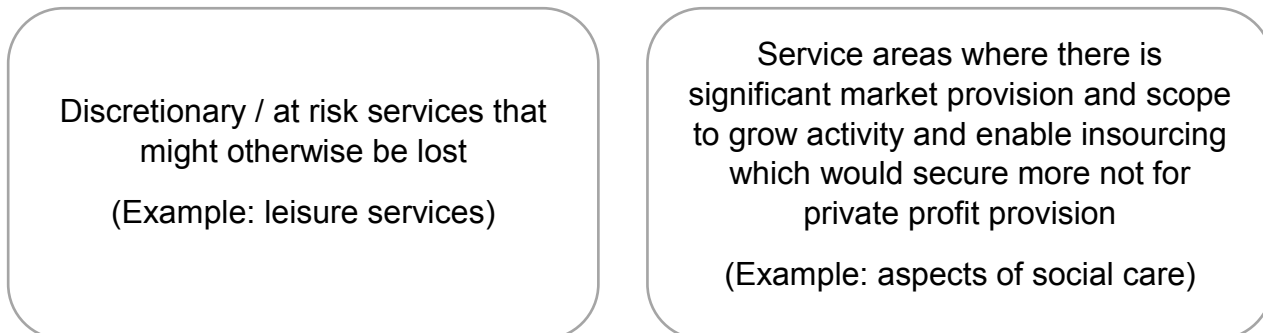
It covers the full continuum of models some of which are illustrated below:



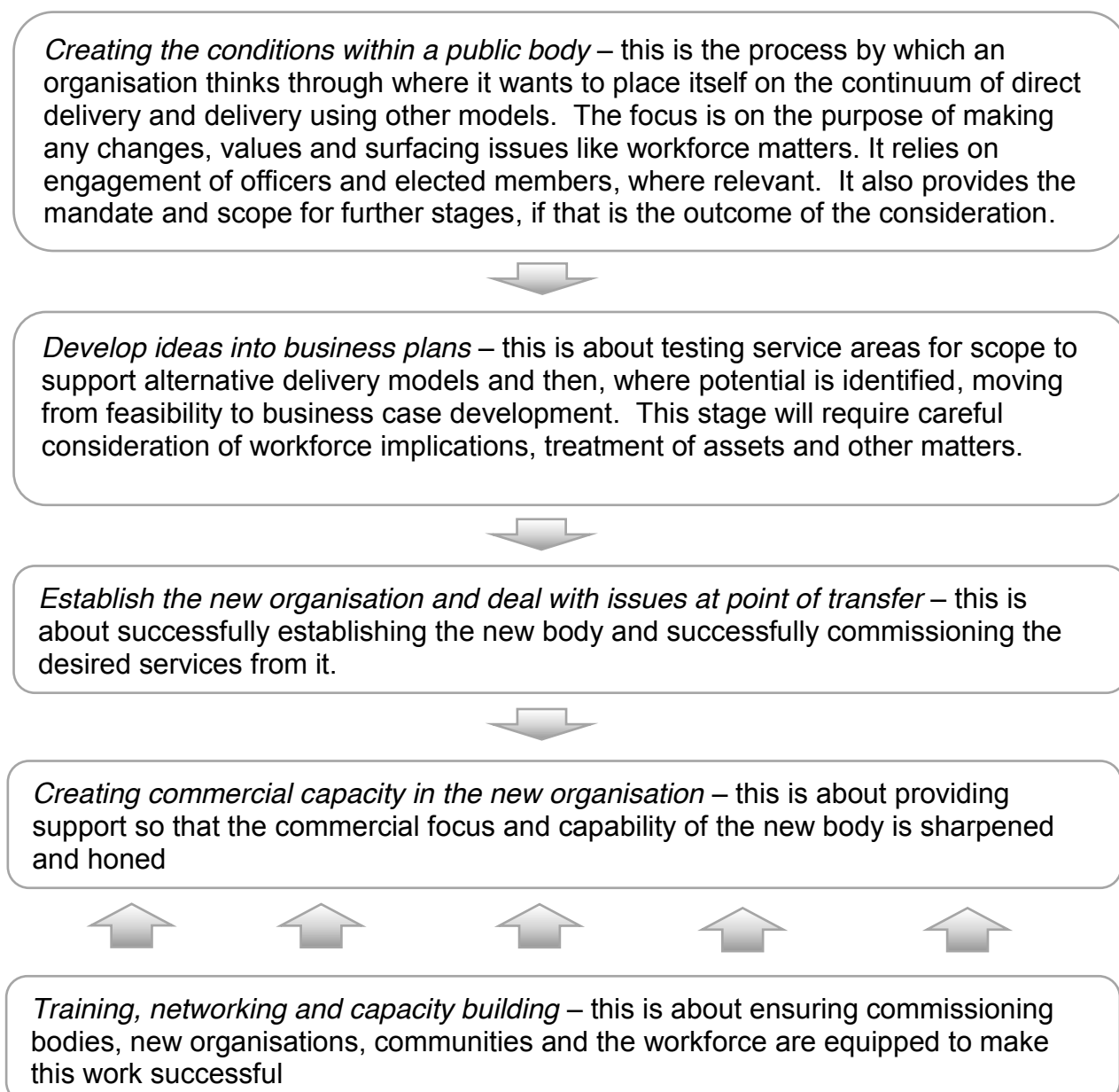
The different models offer different opportunities, benefits and limitations. The selection of the appropriate model for any service area in any given place should be based on a thorough assessment of the local circumstances and engagement with citizens about what they want. That process should lead to an informed consideration of which model will best fit those specific circumstances and meet the objectives of the commissioner, the new organisation, citizens and the workforce.

It may be the case that there are new services being developed within the local community, or existing co-operatives, user-led services, social enterprises or mutuals which should be recognised and considered for the opportunities which they bring. For example, new or existing services could be identified through the process of undertaking a population needs assessment, a requirement on local authorities and local health boards under the Social Services and Well-being (Wales) Act 2014. The Local Well-being Assessments under the Well-being of Future Generations (Wales) Act 2015 may also highlight other opportunities. Although decisions on which services might be suitable for delivery via an alternative delivery model are best taken locally, based on the experience of public bodies so

far, it is possible to identify areas where there is likely to be more scope for such a model to be successful. These can be summarised as follows:



There are different stages in the development of alternative delivery models and we want to support effective and informed decision making at each stage. The broad scope of each stage summarised below:





## **4 - Principles underpinning our approach to alternative delivery models in public services**

Developing alternative delivery models is about making local choices about how best to meet local priorities. That said, there will be some clear principles which can underpin everyone's approach including recognising the needs of citizens and of the workforce, as well as reflecting the particular imperatives of a public service organisation.

We advocate cooperative and mutual models of delivery and other alternative delivery models only as an alternative to ceasing or privatising services, as a 'least worst' option.

We recognise that present economic circumstances and, in particular, reducing public funding for many Third Sector organisations make the development of new models of delivery challenging. It means that finding collaborative and sustainable approaches are particularly important and there is a need to give careful consideration of the best ways to provide effective support and advice for those taking on new roles and ways of working.

There are four important pre-conditions for activity in this area which are:

- Accountability to local government or other relevant public body
- Protection of employee terms and conditions
- Continuation of trades union recognition
- Consideration of the requirements of the Welsh Language Standards as provided by the Welsh Language (Wales) Measure 2011

The Welsh Government has adopted a series of principles which characterise its approach to working with communities. The 'Principles for Working with Communities' are not meant as a replacement for well established principles and practice used by community groups and public sector organisations. The Principles are Welsh Government's principles and this is the approach it will advocate when working with communities.

The work on developing alternative models of public service delivery will need to have regard to the Principles for Working with Communities but we have also developed, through the consultation on this Action Plan, a common set of principles, specific to this work, which we can all use. We recognise that a range of different types of service might come within scope of alternative delivery models and that the emphasis within the principles may vary between, for example, an area of social services provision and an engineering design service. The principles are set out in the box below:

## ***Principles***

We believe that public services are vital. We believe that public servants and those acting in the public interest are best placed to deliver public services. We will ensure that we thoroughly test the scope for ongoing public provision and ensure the outcome of those considerations is transparent and open to scrutiny. We recognise that the public has a right to expect us to find alternative ways to provide services even when budget pressures mean current models cannot continue. In doing so, we will be guided by the following principles:

- We will ensure there is direct delivery by the public sector where possible
- We will design services with people and the workforce
- We will promote the well-being of people, whilst ensuring their safety and dignity is appropriately protected
- We will recognise, value and use the assets that are available in communities and ensure we use what citizens and communities themselves can offer
- We will look creatively at what local needs and assets are and design and operate services with citizens
- We will engage constructively with our recognised trade unions and their members at the earliest possible opportunity on such developments
- We will develop workforce skills and opportunities for career development
- We will seek to ensure an equal and diverse workforce which will be treated fairly, and aim to retain jobs but we cannot rule out change given we want to retain jobs and keep services running
- We will design services in a way which maximises opportunities to use the Welsh language and not treat the Welsh language less favourably than English
- We will want to make a maximum positive impact with the minimum appropriate intervention
- We will develop services to be affordable and sustainable
- We recognise that commercial activity and income generation, where it is not for private profit, has a role to play but only where it can drive investment into vital public services
- We will support the adoption of relevant professional standards and guidance in alternative delivery models where relevant
- We will positively encourage independent evaluation and lessons learned from alternative delivery models and promote good practice

## 5 - Making it happen: actions

### Overview

We have grouped proposed actions as follows:

- Making decisions – equipping people to make good decisions and to learn from them
- Clearing the way – removing barriers and creating an enabling environment
- Specific support – specific support to ensure effective consideration of options
- Asks and offers – the contribution key partners will make to enabling the development of sustainable alternative delivery models

The actions listed do not represent a comprehensive picture of all the activity underway. Where work is already well in hand, for example the follow-up to the Welsh Co-operative and Mutual Commission or in implementing the requirements of the Social Services and Wellbeing (Wales) Act 2014, we make reference to where more information about that activity can be found.

### ***Making decisions***

We will learn from the experience of reviewing services and making decisions on their future, share that learning and use it to inform the shape of future support. Access to specific expertise and support to enable informed decisions to be made will also be available through the work planned under actions 7 - 9:

Action 1 - We will commission research on the approaches taken to reviewing services and making decisions about alternative delivery models to help identify where further advice, support and capacity building would be useful

- Commission: by August 2016
- Led by: Local Government Department, Welsh Government

### ***Clearing the way***

We will make it easier for co-operatives, mutuals and alternative delivery models to be established.

We will:

Action 2 - Undertake a review to identify any legal constraints which limit the development of alternative delivery models

- Complete: by July 2016
- Led by: Local Government Department, Welsh Government

Action 3 - Establish how a 'mutual audit', in line with the expectations set out in the Social Services and Wellbeing (Wales) Act could be applied more widely to funding of other services

- Complete: by July 2016
- Led by: Local Government Department, Welsh Government

Action 4 - Identify ways in which to strengthen the emphasis on testing the scope for alternative delivery models in making funding awards or commissioning decisions and utilising the new designation on public procurement to identify the potential for opening up contract opportunities. This will include encouraging public bodies to give due consideration to developing procurement strategies (including community benefits as a core requirement) and specifications which afford maximum opportunity to co-operatives and mutuals

- Complete: Ongoing
- Led by: Value Wales and Grants Centre of Excellence, Welsh Government

Action 5 - Ask the Public Services Staff Commission to identify and advise on key workforce matters arising from the development of alternative delivery models, including taking into account the capacity of organisations and companies to provide services in Welsh

- Complete: Agree scope of work to be undertaken by December 2016
- Led by: Public Services Staff Commission

Action 6 - Take forward work arising from the 'Protecting Community Assets' consultation in 2015, including consideration of whether the Assets of Community Value measures contained in the Localism Act 2011 should be commenced in Wales and provision of support for community organisations considering taking on responsibility for managing local assets. This will take account of the evaluation of a pilot project in Gwent in 2015/16 hosted by Gwent Association of Voluntary Organisations (GAVO)

- Complete: Ongoing
- Led by: Communities Division

### ***Specific support***

We will provide specific, targeted support to create the right environment within which co-operatives, mutuals and alternative delivery models can be robustly considered and proposals tested. We will also provide specific, targeted support which will ensure that where a decision is made to adopt a new model, it can be established on a sound footing and will have the best chance of operating successfully.

We will:

Action 7 - Develop a national framework for advice and specialist support on alternative delivery models which public bodies can draw from.

- Complete: Sept 2016
- Led by: National Procurement Service, Welsh Government

Action 8 - Establish a simple, flexible funding mechanism to support Local Authorities in drawing on expert support to inform decisions on alternative delivery models.

- Complete: July 2016
- Led by: Local Government Department, Welsh Government

Action 9 - Support the development of mechanisms for developing capacity and capability in this area including the following:

- I. Peer-led mentoring network
  - II. Academi Wales to provide support through its Continuous Improvement team. The intention would be to apply a 'train the trainer' model to equip people in public services to provide the relevant support and expertise in service redesign
  - III. Skills development plan – in partnership with delivery bodies we will develop a skills and capacity development plan.
- Complete: September 2016
  - Led by: Peer led / Local Government Department, Welsh Government

Action 10 – we will embed building capacity to engage in the alternative delivery model agenda into the new long term framework for training, support and development we are preparing with the town and community council sector.

- Complete: by May 2016
- Led by: Local Government Department, Welsh Government

Action 11 - Continue to support Third Sector Support Wales (comprising principally Wales Council for Voluntary Action and County Voluntary Councils) to provide a range of support for voluntary and community organisations and volunteers, including a strong interface with social enterprises. This support will include a continuing focus on fundraising to lever new and additional resources into the Welsh Third Sector.

- Complete: Ongoing
- Led by: Communities Division

Action 12 - Continue to deliver the Social Services Action Plan which includes action to:

- Continue to generate a shared understanding and raise awareness of not for private profit models as a viable delivery model for care and support. This includes the production and publication of a number of non-statutory tools, technical briefings and training materials on the Care Council for Wales' Information and Learning Hub
- Encourage new entrants to the care and support market in the form of not for private profit models, whilst ensuring that appropriate advice and information is available for them
- Encourage local authorities to make the best use of the assets available to meet care and support needs, which must include the expertise and knowledge of people who use care and support services and carers
- Support local authorities to share learning and best practice by providing direction and support to establish networks and links to best practice
- Encourage local authorities and health boards to use various mechanisms (for example the population assessment and primary care clusters) to investigate

not for private profit models as an option for the delivery and operation of early intervention and preventative services

- Evaluate the impact to inform policy and implementation
  - Complete: Varies (but set out in the Social Services Action Plan)
  - Led by: Social Services Department, Welsh Government

Action 13 - Continue to provide relevant business support, which includes:

- I. Welsh Government grant match funding towards the £11 million EU backed ERDF Funded Social Business Wales Project led by the Wales Co-operative Centre
- II. Core funding to the Wales Co-operative Centre and Social Firms Wales which provide specialist social enterprise support; and to membership organisations that specialise in providing bespoke business support and membership services within the social enterprise sector
  - Complete: Ongoing
  - Led by: Economy, Science and Transport Department, Welsh Government

Action 14 - Continue to work with partners to explore alternative sources of funding, in particular accessing EU funding streams that are available for transnational partnerships to exchange good practice and innovative ideas on the transformation of public service delivery. This work will reflect any new approaches or arrangements adopted by the Welsh Government as a result of the recommendations contained in the EU Funding Ambassadors final report.

- Complete: Ongoing
- Led by: Welsh European Funding Office - WEFO

Action 15 - Ensure the ongoing implementation of all of the recommendations from the Welsh Co-operative and Mutuals Commission's Report that impact on the portfolio of the Minister for Economy, Science and Transport. The Minister reconvened the Commission in February 2015 to undertake a review of progress by the Welsh Government and the Sector in implementing its recommendations. The Commission reported in February 2016.

- Complete: Ongoing
- Led by: Economy, Science and Transport Department, Welsh Government

Action 16 - Take account of the research into services which focus on key issues in the home care workforce, which was completed in March. This is linked to the work on the Regulation and Inspection of Social Care (Wales) Bill. The research, along with other research which has been produced by PPIW, including their recent mapping report on the Care Home Market in Wales<sup>1</sup> will be used to inform decisions about alternative delivery models in policy and legislative development, including as it relates to agency workers.

- Complete: Ongoing
- Led by: Social Services Department, Welsh Government

Action 17 - Take account of the outcomes of the consultation on Protecting Community Assets which closed on 11 September 2015. This included consideration of whether the Assets of Community Value Measures contained in the Localism Act 2010 should be commenced in Wales, or whether a bespoke approach should be developed for Wales. Such an approach might be aligned to the Local Government reform in Wales.

- Complete: Ongoing
- Led by: Communities and Tackling Poverty Department, Welsh Government

Action 18 - Engage with Directors of Education, HR Education leads, teachers, education unions and other relevant partners to investigate the practicalities, financial and legal implications of establishing secondary cooperatives for supply teachers. This will be undertaken as part of the Ministerial Taskforce set up to review options for alternative delivery models for the provision of supply. Schools, local authorities and consortia will also be asked to consider alternative methods of covering teachers' absence as set out in the guidance *Effective management of workforce attendance*.

- Complete: by Autumn 2016
- Led by: Workforce Strategy Unit (Schools), Education and Public Services, Welsh Government

Action 19 -Continue to encourage local authorities to consider how cooperatives and mutuals can deliver wellbeing outcomes through local ownership of energy generation, supply and use, building on our work with the Wales Co-op and other sector bodies over the last few years.

- Complete: Ongoing
- Led by: Natural Resources Department, Welsh Government.

Action 20 - Continue to fund WRAP Cymru to explore opportunities for the increase of reuse to maximise the environmental, economic and social value to Wales in line with the principals outlined in the Well-being of Future Generations (Wales) Act 2015, and Towards Zero Waste 2010. Co-ops and mutuals play an important role in reuse and there are significant opportunities for them to work more closely with local authorities. This includes the potential to provide services to reuse 'bulky wastes' (e.g. furniture, and large electrical items) collected at the kerbside and at recycling centres.

- Complete: Ongoing
- Led by: Natural Resources Department, Welsh Government

Action 21 - Continue to support, as part of the Welsh Government Rural Communities – Rural Development Programme 2014-21, cooperatives and mutuals through the Rural Community Development Fund grant scheme. This scheme offers grants, primarily aimed at LEADER Local Action Groups (LAGs) and other community-based organisations, including Co-operatives and Mutuals, for investment funding across a wide range of interventions designed to prevent poverty

and mitigate the impact of poverty in rural communities, improving conditions which can lead to future jobs and growth.

- Complete: Ongoing
- Led by: Agriculture, Food and Marine Department, Welsh Government

### ***Asks and offers***

We recognise that in order for co-operatives, mutuals and alternative delivery models to play a sustainable and equitable part in public service delivery, a number of partners have a key enabling role. We have worked with these partners to define their contribution to this agenda through a series of workshops during the consultation period.

The workshops confirmed a common understanding amongst partners of the financial challenges to public services whilst at the same time demand and public expectations remained high.

Draft protocols, which reflect the Welsh Government's commitments as set out in this Action Plan and which also set out the contribution each sector will make, have been developed and are now subject to consideration and sign-off by sector representative bodies.

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<sup>i</sup> PPIW reports - <http://ppiw.org.uk/publications/>



This list is not intended to be exhaustive at this stage, but merely aims to highlight some of the further work and activities that may be required to reach Full Business Case and demonstrate a clear full comparative analysis of Options 2 and 3 for a final decision to be taken.

1.	Why are we considering/proposing to set up a new delivery model?
2.	What are the benefits to the Council; Services affected and the public of a new delivery model being set up? How does potential transfer help sustain services more generally?
3.	What assumptions are made about increased attendance, and how would the new delivery model propose to achieve e.g. new facilities, refresh of old, marketing?
4.	How does it all work – how is it afforded?
5.	What’s the level of set up costs involved in establishing a new entity?
6.	Can it be demonstrated the level of continued support required from the Council and its reduction over time?
7.	How can the reduction in corporate support could be achieved?
8.	What are the net cost/savings?
9.	What will be the sustained/improved performance of the service areas affected?
10.	What is the length of contract intended to volunteer to the Council?
11.	How will proposed transfer impact the provision of the other services staying within the Local Authority?
12.	What will be the effect on jobs – positive/negative, sustaining/declining, terms and conditions etc.?
13.	Do we know where local and national union representation stands on creation of Trust?
14.	What mechanisms are envisaged as an adequate review mechanism, and what “breakpoints” are advocated where Council get an early opportunity to influence any failing situation?
15.	Has consideration been given to the risks involved in setting up an ADM and what will be the mitigations required to ensure future success?

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**Council Actions and Decisions that may be required**

This list is not intended to be exhaustive at this stage, but merely aims to highlight some of the further work and activities that may be required.

**Decisions/Action Required**

1. Decisions on Services Agreement/ any associated procurement processes.
2. Further information on business model, funding approach and initial business plan.
3. Confirmation of overall ownership and governance design concept to deliver business plans.
4. Confirmation of preferred legal form options.
5. Confirmation of Governance Structure and individuals identified to be appointed to the Board and response to Governance Questionnaires.
6. Confirmation of Scheme of Delegation for decisions to be made by the Board.
7. Decisions on work to secure membership from wider support network/community.
8. Review of incorporation documents and constitutional documents for ADMs by Council's internal team.
9. Identify what staffing resource is needed by the new organisation.
10. Identify who will be seconded from the Council, on what basis (full time/part time) and for what period
11. Identify how those staff seconded will be line managed.
12. Identify what changes, if any, will be needed to the employment contracts of those staff seconded.
13. Identify what changes will be made to existing working arrangements of seconded staff.
14. Identify when secondments will need to start.
15. Identify how costs of seconded employees will be funded.
16. Consider whether staff may transfer under TUPE and how to address this.
17. If staff transfer, consult with trade unions and staff.
18. If staff transfer, consider need for pension admission agreement for new ADMs.

19. Identify the properties and valuations carried out and decisions on approach.
20. Confirmation of chosen legal form.
21. Confirmation of Lease terms on which the Council is prepared to let properties, including length of term, responsibility for repair, insurance and break/termination provisions –Heads of Terms provided, setting out the key provisions.
22. Mechanism and timings for the transfer of properties and assets in to the ADMs.
23. Title/due diligence.



**SUBJECT: COMMUNITY GOVERNANCE IN MONMOUTHSHIRE**

**MEETING: COUNTY COUNCIL**

**DATE: 20<sup>th</sup> March 2017**

**DIVISION/WARDS AFFECTED: All**

**1. PURPOSE:**

1.1 The purpose of this report is to seek Council's agreement to pilot a new set of arrangements for Community Governance in Monmouthshire.

**2. RECOMMENDATIONS**

2.1 It is recommended that: (i) the ongoing review of community governance and whole place is finalised as early as possible to allow the new Council to reach agreement as to the shape and structure of community engagement;

(ii) That the community governance structure designed as a part of member working group is piloted in the Bryn Y Cwm area.

**3. KEY ISSUES:**

3.1 Community Governance is not easy to define but in essence, it is the way in which local communities are represented and governed at local authority level. It is the mechanism through which the involvement of statutory and voluntary agencies, community groups and by the efforts of local people themselves are held in an organized structure that facilitates engagement. It is also about the way in which individuals and groups within the community are listened to and able to influence decisions that affect them.

3.2 Community Governance in Monmouthshire is undergoing an evolution from a static model informed by the Council through a series of Area Committees to a more dynamic model reflecting local needs a new ways of working more closely to the community.

What is a Community Governance Review?

3.3 A community governance review enables the council to review and put in place or make changes to community governance systems and structures.

Why is the Council doing this review?

- 3.4 The aim of the Community Governance Review was to improve community engagement – this is important because we know that more cohesive communities are important to the Council being able to deliver its priorities. The outcomes of the review will provide clarity as to when, where and how local people can engage in discussions and influence decisions. It will provide explicit clarification as to the responsibility for decision making in certain arenas and the accountability that flows from those decisions.
- 3.5 The Council also wants to review the small amount of grant funding that is currently allocated through the Area Committees to ensure that this is being allocated in the most appropriate way.

#### What does good [community] governance look like?

##### *Good governance is transparent*

- 3.6 People should be able to follow and understand the decision-making process. This means that they will be able to clearly see how and why a decision was made – what information, advice and consultation council considered, and which legislative requirements (when relevant) council followed.

##### *Good governance follows the rule of law*

- 3.7 This means that decisions are consistent with relevant legislation or common law and are within the powers of council. In the case of Victorian local government, relevant legislation includes the Local Government Measure and other legislation such as the Wellbeing of Future Generations Act 2015, and the Social Services and Wellbeing Act 2015.

##### *Good governance is responsive*

- 3.8 Local government should always try to serve the needs of the entire community while balancing competing interests in a timely, appropriate and responsive manner.

##### *Good governance is equitable and inclusive*

- 3.9 A community's wellbeing results from all of its members feeling their interests have been considered by council in the decision-making process. This means that all groups, particularly the most vulnerable, should have opportunities to participate in the process.

##### *Good governance is effective and efficient*

- 3.10 Local government should implement decisions and follow processes that make the best use of the available people, resources and time to ensure the best possible results for their community.

### Good governance is participatory

3.11 Anyone affected by or interested in a decision should have the opportunity to participate in the process for making that decision. This can happen in several ways –

- community members may be provided with information,
- asked for their opinion,
- given the opportunity to make recommendations or, in some cases,
- be part of the actual decision-making process.

### Current facets of Monmouthshire's Community Governance

#### *What are Area Committees?*

3.12 Monmouthshire Council operates a system of four area committees; Bryn-y-Cwm; Severnside; Lower Wye and Central Monmouthshire.

3.13 These may be given authority to exercise some of the council's powers. They are made up of the councillors representing the local area covered by the committee, and they may have other representatives "co-opted" to them. A co-optee is someone who has not been elected directly to the council, but who has a seat on the area committee to represent an organisation that has a legitimate interest in the way the area is governed.

3.14 The Area Committees have a small amount of capital grant monies to distribute (£5,000p.a.).

3.15 Appendix 1 includes a copy of the current constitution of Monmouthshire's Area Committee.

#### What are Area, Community or Neighbourhood Forums?

3.16 These are sometimes set up and run by local authorities to give communities a say on local issues. They consist of people working or living in an area but not the councillors elected for the area. We currently have two Community Forums in Monmouthshire; Bryn-y-Cwm and the Rural Forum (Central Monmouthshire).

#### What are Community Associations?

3.17 Members of a community set up community Associations locally. They usually have a democratically-elected management committee and they may include local councillors. They can influence the way local authorities and other organisations provide services in their area. They usually cover either a specific geographical area or a particular interest such as a sport or hobby. They do not have powers to raise money through a precept or the Council Tax, are often run by volunteers, and may be set up as a charity.

## Town Teams

3.18 Town teams are a relatively new development in Community Governance and have become increasingly popular in recent times as the communities in a range of places have sought to become more involved in securing a viable future for their towns. These are outside of the control of the Authority and often have their own formal governance arrangements. The Caldicot Town Team is formally incorporated as a Community Interest Company.

<b><u>Bryn Y Cwm</u></b>	<b><u>Severnside</u></b>	<b><u>Lower Wye</u></b>	<b><u>Central Monmouthshire</u></b>
<b><u>Area Committee</u></b>	<b><u>Area Committee</u></b>	<b><u>Area Committee</u></b>	<b><u>Area Committee</u></b>
<b><u>Programme Board</u></b>	<b><u>Programme Board</u></b>		
<b><u>Community Forum</u></b>			<b><u>Community Forum</u></b>

3.19 That review has been in progress since March 2015 when Keith Edwards was appointed to undertake a review of Community Governance. His report was initially taken through the political processes in October 2015 (Cabinet) and then Council in December 2015. When the recommendations of the Edwards review were discussed at Council there was not a consensus as to how things should be progressed and Members took the decision to establish a Member led working group to consider the recommendations and decide upon a structure for community governance.

3.20 The member working group was cross party and established so that there was representation from across the existing four council defined areas. The members were:

- Cllr. Down;
- Cllr. Farley;
- Cllr. Edwards;
- Cllr. Higginson;
- Cllr. Prosser;
- Cllr. Webb; and
- Cllr Hobson

3.21 The first meeting was largely a discussion about the nature of democracy and what MCC elected members' expectations of community governance



are. At the second meeting in June we discussed a set of specific proposals. These are included below.

3.22 We asked members to be aware of the following principles when making a decision

- Provide a forum for local councillors to engage with residents about local issues
- Give local communities a stronger and more direct voice in decision making in their local area
- Enable members to have influence over decisions that are specific to their local area
- Develop and oversee the delivery of localised plans
- Engage with representatives of town and community councils
- Harness and channel community energy to deliver improved outcomes for the local area and its communities
- Bring together partner agencies to focus on locally specific issues

3.23 It is also worth Members giving consideration to the five principles of the Wellbeing of Future Generations Act:

- Integrated
- Collaborative
- Long term
- Involving
- Preventative

3.24 In particular the principles of involving and collaboration were pertinent in this instance. Members considered seven different models during their discussions. These are shown at appendix 2.

**Conclusions of the discussion**

3.25 Following a wide ranging debate there was agreement across the members present that their preferred option was Option 2 but with the additional invitation to a single representative from each of the Community or Town Councils in that area.

**Option 2) Area Committees are retained as the sole structure with an increase in co-opted community members**

<b>Positives</b>	<b>Negatives</b>
Members are accountable	Scale of meeting (number of committee members)
Transparent co-opting arrangement	Can co-opted members vote?
Clear alignment to the constitution	Community representatives could be

	elected (C&T Council), representative or individual – how will this be determined?
Decision making strengthened and streamlined	Breadth of geographical cover
Single entry point to public	Disparity between the area committees effectiveness
Community voice greater than currently	

3.26 During the discussions a key development occurred, namely, the move from 4 areas as per the existing structure (Lower Wye, Severnside, Monmouth and Central Monmouthshire and Bryn Y Cwm) to five areas. This development is in keeping with a range of new policy directions such as the renewed relationship with Community and Town Councils, the division of the County for the Wellbeing Assessment and the developments around Place Based Approaches in Social Care.

**Implications of the decision and developments in the relationships with Community and Town Councils**

3.27 Whilst this is not the most radical solution available it does provide a stable platform and recognises some of the key challenges that Monmouthshire has faced in the past. We now have some key actions:

- Seeking formal member agreement to the new community governance models as described above
- Beginning the formal implementation with the five new areas.
- Agreeing the staffing support for the new model including, but not limited to, the role of the Whole Place Team.

**Relationships with Community and Town Councils**

3.28 The nature and tone of our relationship with the 33 Community and Town Councils in Monmouthshire has been the subject of a renewed focus in the past few months. This has been informed largely by a number of low level complaints, often typified as ‘background noise’ rather than significant issues, however they tend to focus on the responsiveness of the Council (MCC) to queries and complaints.

**4. REASONS:**

4.1 The adoption of the model set out in paragraph 3.25 was agreed unanimously by the member working group. In essence it provides an evolutionary development of the current area committee model but embraces several of the factors of good community engagement that were included in the last Local Government (Wales) Bill in November 2015.

4.2 The decision to pilot this model in Bryn Y Cwm is well based on the evidence of the review and the fact that Bryn Y Cwm has proven to be the most resilient example of Area working and the high level of social capital in the area and developed links to the local town and community councils.

4.3 The decision to pilot the work rather than a universal roll out is because of the ongoing work being led by Cath Fallon that is reviewing the broader organisational aspects of community engagement.

**5. RESOURCE IMPLICATIONS:**

5.1 There are no resource implications for the initial pilot phase in Bryn Y Cwm. Resources necessary to conclude the review of whole place and community engagement are met within existing budgets.

**6. SUSTAINABILITY AND EQUALITIES:**

6.1 This meets the principle of engagement and involvement – two key tenants of the wellbeing of future generations work.

**7. CONSULTEES:**

Senior Leadership Team  
Cabinet  
Strategic Transport Group  
Lower Wye Area Committee  
Bryn Y Cwm Area Committee  
Severnside Area Committee  
Central Monmouthshire Area Committee

**8. AUTHOR:**

Will McLean,

**9. CONTACT DETAILS:**

Tel: 07834 435934

E-mail: [willmclean@monmouthshire.gov.uk](mailto:willmclean@monmouthshire.gov.uk)

### **Appendix 1 - Article 10 of the Monmouthshire**

The Council may appoint area committees as it sees fit, if it is satisfied that to do so will ensure improved service delivery in the context of best value and more efficient, transparent and accountable decision making.

The Council has recognised the need to engage the community in Area Working which in its early stages has involved establishing 3 Area Committees with the following roles and functions:

1. To help the Council shape major proposals affecting the area and to advise the Council about the implications for the area of its objectives, plans and policies.
2. To lead the development of the local community planning process and produce a Community Plan for each area in a way which promotes the council's overall policies as well as safeguarding local interest.
3. To ensure properly co-ordinated services on a local level.
4. To encourage effective collaboration with public, private and voluntary sector partners locally to help the Council meet the aspirations of local people.
5. To provide a forum for views of local communities and to encourage discussions and debate on matters of particular relevance to the area including participating in the process of Best Value Reviews as a formal consultee.
6. To make decisions on matters within the area that have been delegated by the Executive provided those decisions are within the Council's overall policies and budgetary allocations and do not adversely affect other areas of Monmouthshire.

#### **Additional Representation**

Each Area Committee may identify and agree 'communities of interest' within its area from which a representative may be invited to participate at meetings of the committee. Such invitees will not be co-opted members of the committee but may speak (not vote) on matters whenever the press and public are able to attend.

## Appendix 2

### Option 1 (Status Quo)

**Area Committees and Programme Boards co-exist with no formal relationship but have representation.**

Positives	Negatives
Members retain local accountability/visibility	Confused responsibility for communities
Clear structure for council as per constitution	Disparate area committee practice
council representatives on Programme Boards have equal voice with community members	No clear representative lines for Programme Boards
	Members disenfranchised

**Option 2) Area Committees are retained as the sole structure with an increase in co-opted community members**

Positives	Negatives
Members are accountable	Scale of meeting (number of committee members)
Transparent co-opting arrangement	Can co-opted members vote?
Clear alignment to the constitution	Community representatives could be elected (C&T Council), representative or individual – how will this be determined?
Decision making strengthened and streamlined	Breadth of geographical cover
Single entry point to public	Disparity between the area committees effectiveness
Community voice greater than currently	

**Option 3) Area Committee with no representation from public.**

As above but without formalised co-opted members / public involvement

Positives	Negatives
Members are accountable	No community voice – how is this different from Council meetings
Single entry point to public	No local voice from Town & Community Councils
Clear alignment to the constitution	How will the local plans be delivered with no community input
Decision making strengthened and streamlined	Breadth of geographical cover

**Option 4) Area committee with local area focus group**

Positives	Negatives
-----------	-----------

All of positives above re. member alignment & involvement	Risk of same, regular voices and contributors
No complexity of vote structure	Perceptions of tokenism
Community participation	Risk of consultation and not engagement
Membership of the focus group could align to the PSB.	

**Option 5) Programme Board without Area Committee**

<b>Positives</b>	<b>Negatives</b>
Significant local engagement	Disenfranchised members and a lack of clarity for members involved in the Programme Board
Local expertise and involvement	Unelected/Unaccountable community representatives
Place driven	Lack of clarity of vote of local member
	Lack of clarity regarding routes to council

**Option 6) Programme Board with limited and defined elected member representation.**

*3 members per programme board selected at Monmouthshire County Council AGM*

<b>Positives</b>	<b>Negatives</b>
As above.	Members could feel disenfranchised
Clear conduit to council	As above

**Option 7) Community Area Committee as per [LG Bill](#) (sections 44 – 46) - only 2 in Monmouthshire, one in the north and one in the south.**

<b>Positives</b>	<b>Negatives</b>
Inclusive of Community and Town councils	Only 2 – divided local areas
	Difficult to manage local issues and implementation of plans to meet local priorities due to scale.

**SUBJECT: Wellbeing Assessment and Objective Setting**

**MEETING: Council**

**DATE: 20<sup>th</sup> March 2017**

**DIVISIONS/WARDS AFFECTED: All**

## **1 PURPOSE**

- 1.1 To present and seek approval for a series of inter-related assessments and plans that have been produced in response to new legislation.
- 1.2 The four documents are:
- i) The Well-being Assessment produced on behalf of the Public Service Board;
  - ii) The Population Needs Assessment for the county of Monmouthshire;
  - iii) The Council's proposed Well-being Objectives and Well-being Statement; and
  - iv) The Biodiversity & Ecosystem Resilience Forward Plan.

## **2 BACKGROUND**

- 2.1 The Well-being of Future Generations (Wales) Act 2015 is about the process of improving the economic, social, environmental and cultural well-being of Wales, by taking action in accordance with the sustainable development principle aimed at achieving well-being goals.
- 2.2 One of the responsibilities the Act places on the Public Service Board is to prepare and publish a local Well-being Assessment within twelve months of the Assembly elections. It also places a duty on individual public bodies to set well-being objectives by the 31st March each year.
- 2.3 The Social Services and Well-being (Wales) Act 2014 provides the statutory framework to deliver integrated health and social services and preventative services to support people and carers of all ages, as well as families and communities. The Act places a statutory duty on local authorities and health boards to prepare a regional population needs assessment (PNA) in relation to people requiring care and support.
- 2.4 The Environment (Wales) Act 2016 places a duty on public authorities to seek to maintain and enhance biodiversity where it is within the proper exercise of their functions. The preparation of a forward plan assists in complying with the new duties and is currently a requirement on all Public Authorities. The work undertaken to meet the duty will assist the Council to maximise contributions to Well-being goals under the Well-being of Future Generations (Wales) Act 2015.

## **3 RECOMMENDATIONS**

- 3.1 Members are invited to endorse the Well-being Assessment ahead of its approval by the Public Service Board on 29<sup>th</sup> March.
- 3.2 That members approve the Population Needs Assessment.

3.3 That members approve the Council's well-being objectives and statement their publication, subject to any amendments requested by Council today, and with an understanding that the objectives will be re-considered by Council following the local government elections in May 2017.

3.4 That members approve Biodiversity & Ecosystem Resilience Forward Plan.

#### **4 KEY ISSUES**

4.1 These reports could each stand-alone in their own right, however there are clear inter-relationships between them which make it prudent for members to consider them together, albeit with separate recommendations.

4.2 The Well-being of Future Generations (Wales) Act 2015 places a well-being duty on public bodies to act jointly via Public Service Boards (PSB) to improve the economic, social, environmental and cultural well-being of their area by contributing to the achievement of the seven well-being goals. The four statutory members of the PSB are the Local Authority, Local Health Board, Fire and Rescue Authority and Natural Resources Wales, other organisations are also invited. As part of this responsibility the PSB has produced a well-being assessment which assess the state of economic, social, environmental and cultural well-being in Monmouthshire. The summary is included as appendix 1 of this report. The extended assessment can be downloaded from <http://www.monmouthshire.gov.uk/our-monmouthshire>

4.3 The production of a well-being assessment is a key part of identifying the priorities for the area that the Public Service Board will work to progress. The assessment is evidence based and draws on a range of sources, in particular: data; the views of local people; information about future trends and academic research.

4.4 The assessment highlights a number of strengths on which we can build a future for the people and communities of Monmouthshire and also a number of problems and challenges that need to be addressed. These are shown towards the end of the summary document. The issues will be used public service partners can use to undertake the next phase of their work in developing a well-being plan for the area. The assessment has been scrutinised by the newly formed PSB Scrutiny Committee and was scrutinised by a Joint Select Committee alongside the Council's proposed Well-being Objectives on 27<sup>th</sup> February. The Well-being Plan will be finalised in Spring 2018.

4.5 The purpose of the Population Needs Assessment is to ensure that local authorities and Local Health Boards jointly produce a clear and specific evidence base in relation to care and support needs and carers' needs, to underpin the delivery of statutory support functions and inform planning and operational decisions. The PNA is included as appendix 2 of this report. It has been jointly developed across the by Aneurin Bevan University Health Board and the Gwent Transformation Team. This sets out the common priorities across the region and suggested actions.

4.6 The Population Needs Assessment dovetails with the Well-being Assessment and should enable the council to focus on preventative approaches to care and support needs and provide the information required to support resource and budgetary decisions; ensuring services and outcomes are targeted, sustainable, effective and efficient. The PNA was developed through extensive engagement with the regional citizen panel, provider forum and regional executive director leadership group; as well as local groups such as youth forums, older people's forums, carers groups and



parenting networks. Engagement was also supported by the Council and PSB through the 'Our Monmouthshire' engagement exercise.

- 4.7 Following the publication of the regional report each local authority and health board are required to prepare and publish a plan setting out the range and level of services they propose to provide. The first area plans must be published by 1 April 2018 and there will be a need to ensure links between the Area Plan and the local authority Well-being Plans required under the Well-being of Future Generations Act to facilitate collaborative working between the two legislative duties and avoid duplication.
- 4.8 The Council also has a responsibility under the Well-being of Future Generations (Wales) Act 2015 to set its own well-being objectives. To achieve this the organisation must:
- Set and publish well-being objectives by 31st March 2017
  - Take all reasonable steps to meet those objectives
  - Publish a statement about well-being objectives
  - Detail arrangements to publish an annual report of progress
- 4.9 The Council is still required under the Local Government (Wales) Measure 2009 to set annual Improvement Objectives and produce an Improvement Plan. Welsh Government is consulting on a proposal to repeal Part 1 of the Measure which would remove this requirement in future years. Following discussions with regulators and the WLGA it has been deemed sensible to combine the two requirements in a single set of clear objectives to be published by 31st March.
- 4.10 The emerging well-being objectives set out in appendix 3, bring together the latest evidence from the draft well-being assessment, policy and legislation to set out how we will strive to deliver a public service that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- 4.11 One of the fundamental approaches advocated by the Act is a shift in focus from gains in service output to a stronger link between the actions of public bodies and the outcomes that enhance the quality of life of citizens and communities both now and in the future. This means that the measures aligned to the objectives will have a longer term focus and members should not always expect to see changes in metrics in the short or medium term. However the Well-being Plan will also make reference to some of the organisational focus needed to ensure that our organisation remains relevant and viable for the next generation, while continuing to meet the needs of residents, visitors and businesses in the here-and-now.
- 4.12 In order to meet the legislative requirement of approving and publishing the Wellbeing Objectives by 31st March 2017, further details on actions that will be taken to deliver the objectives and metrics to evaluate progress are still being developed. With the pending elections in May 2017 it is proposed the objectives will be further developed, including this detail, and presented to the newly formed Council following the elections in May and subject to discussions with the incoming administration.
- 4.13 Section 6 of the Environment (Wales) Act 2016 places a duty on public authorities to seek to maintain and enhance biodiversity where it is within the proper exercise of their functions. In doing so, public authorities must seek to promote the resilience of ecosystems. This means that the Council must take a pro-active approach to improve and not reduce biodiversity when carrying out functions. The preparation of a forward plan assists in complying with the new duties and is currently a requirement on all Public Authorities. This plan is included as appendix 4.

- 4.14 The work undertaken to meet the Biodiversity and Resilience of Ecosystems duty will assist the Council to maximise contributions to Well-being Goals under the Well-being of Future Generations (Wales) Act 2015.
- 4.15 The work of other key organisations that Monmouthshire County Council can collaborate with to maximise delivery under the Act has also been considered e.g. Wye Valley AONB, Gwent Wildlife Trust and Brecon Beacons National Park Authority. Objectives have subsequently been developed which cover key areas of the Council's work including proposals to adequately consider biodiversity and ecosystem resilience in decision making at all levels, environmental education and awareness raising, management of land for biodiversity and partnership working at a landscape scale to maximise benefits.

## **5. REASONS**

- 5.1 To improve the economic, social, environmental and cultural well-being of the county in a way that is consistent with the evidence produced as part of the Well-being assessment, Population Needs Assessment and the priorities of the Council.
- 5.2 To comply with the Well-being of Future Generations (Wales) Act 2015 and Local Government (Wales) Measure 2009
- 5.3 To ensure that the authority is compliant with the Social Services and Well-being (Wales) Act 2014.
- 5.4 To meet the authority's duty under the Environment (Wales) Act 2016 to maintain and enhance biodiversity and promote the resilience of ecosystems when exercising its functions.

## **6 RESOURCE IMPLICATIONS**

- 6.1 None at this stage. Any new specific projects brought forward to deliver the council's proposed well-being objectives will be subject to separate decisions in accordance with the council's constitution.

## **7. FUTURE GENERATIONS ASSESSEMENT INCLUDING SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:**

- 7.1 Neither the Well-being Assessment or Population Needs Assessment propose a change in services. A Future Generations Evaluation has been completed for the well-being objectives and the Biodiversity Plan.
- 7.2 The underpinning Area and Well-being plans, which include the actions to deliver the aspirations in both assessments, may set out new ways of working in relation to prevention, but both action plans will be presented to council prior to agreement.
- 7.2 If the Biodiversity Plan is adopted it will have positive effects on all well-being goals, particularly help towards delivery of the well-being goal for resilience, and will meet all of the sustainable development principles. Monitoring will be via the Environment Partnership Board and statutory reporting will be undertaken on progress in 2019

## **8. SAFEGUARDING AND CORPORATE PARENTING IMPLICATIONS**

The Social Services and Wellbeing Act strengthens national safeguarding arrangements for older people as well as reinforcing safeguarding as 'everyone's business' and the duty to report concerns. The Act also introduces new arrangements for fostering arrangements and care leavers 'When I am ready' and increases the age of care leavers from 18 to 21 years of age.

## **9. CONSULTEES:**

Cabinet

Senior Leadership Team

The Well-being Assessment and Population Needs Assessments were developed following extensive public engagement.

All plans have been scrutinised by the relevant select committee

The Well-being Assessment has been revised to reflect feedback received from members during the consultation stage. This includes: greater reference to infrastructure; more detail on Magor and Undy in the Severnside area profile; reference to the signing of the City Deal; inclusion of more housing content and more prominence of carers issues and the updating of some ward data. The Public Service Board Scrutiny Committee will examine the process on 14<sup>th</sup> February and consider how views expressed in the consultation phase have been incorporated into the assessment.

## **10. BACKGROUND PAPERS:**

None

## **11. AUTHORS**

Matthew Gatehouse, Policy and Performance Manager  
01633 644397 / 0778 555 6727  
matthewgatehouse@monmouthshire.gov.uk

Richard Jones, Policy and Performance Officer  
01633 644733  
richardjones@monmouthshire.gov.uk

Phil Diamond, Theme Lead, Gwent Transformation Team  
07904 921532  
phil.diamond@torfaen.gov.uk

Kate Stinchcombe, Biodiversity & Ecology Officer  
01633 644684  
katestinchcombe@monmouthshire.gov.uk

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SIR FYNWY

MONMOUTHSHIRE



# Monmouthshire Public Service Board

Well-being Assessment: Summary



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# Version Control

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Title	Well-being Assessment: Summary
Purpose	To gather evidence to inform the Well-being Plan
Owner	Matthew Gatehouse
Approved by	Unapproved
Date	March 2017
Version Number	2.0
Status	Unapproved
Review Frequency	Annual
Next review date	May 2018
Consultation	Ran from 17 <sup>th</sup> Jan 2017 for 6 weeks

The document has been subject to consultation which closed on Monday 27<sup>th</sup> February 2017. However we still remain very interested in your thoughts and views on the content. You can also share your thoughts on Monmouthshire Made Open or e-mailed to [improvement@monmouthshire.gov.uk](mailto:improvement@monmouthshire.gov.uk)

Alternatively, written comments can be sent to:

Policy and Performance Team, Monmouthshire County Council, County Hall, The Rhadyr, Usk, Monmouthshire, NP15 1GA

# Introduction

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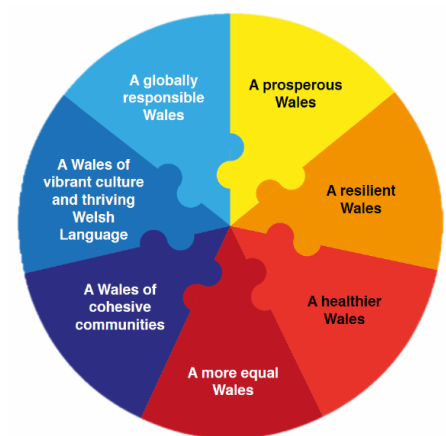
Monmouthshire faces a number of challenges now and in the future. These include climate change, income and health inequalities and access to housing and transport. These are really complex things and we cannot pretend that we have all of the answers. To tackle them we need to work together as public services and as communities and to think far more about some of the solutions and the long-term impact of the decisions we make.

## The Well-Being of Future Generations Act

In April 2016 Welsh Government introduced The Well-being of Future Generations Act. This ground breaking piece of legislation is about improving the social, economic, environmental and cultural well-being of our nation, our county and the communities that make it what it is.

To make sure that public services are all working towards the same vision, the Act puts in place seven well-being goals which you can see in the diagram on the right.

The Act also sets out how public services in Wales need to think more about the long-term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach. Public bodies must come together as a public service board.



## Monmouthshire Public Service Board

The four statutory members of the Public Service Board, or PSB, are the Local Authority, Local Health Board, Fire and Rescue Authority and Natural Resources Wales. Other organisations are also invited, in Monmouthshire this includes Gwent Police, Monmouthshire Housing Association, Melin Homes and voluntary organisations represented through the Gwent Association of Voluntary Organisations.

## The Communities of Monmouthshire

Monmouthshire is a large and semi-rural county. It is often perceived as leafy and this can sometimes mask differences within and between communities. This assessment is based around five clusters: Abergavenny and surrounding area; Monmouth and surrounding area; the heart of Monmouthshire which includes Usk and Raglan; Chepstow and the Lower Wye Valley and Severnside which includes Caldicot and Magor. These can be seen on the diagram to the right. You will find area profiles towards the end of this document. These local profiles highlight the importance of place when considering responses to societal challenges.





## The Well-being Assessment

The PSB must prepare and publish an assessment of the state of economic, social, environmental and cultural well-being in the area and then agree priorities to address these. This assessment is built from an extensive range of sources including census and statistical data, future trends, qualitative evidence which captures people's opinions and perceptions as well as giving context to quantitative data and academic research. Over the next few pages you can read an overview of the assessment.

All of the PSB partners have been involved in the production of the assessment, through supplying data, helping shape and deliver community engagement and forming part of an editorial board overseeing the process.

### Approach to community engagement

Between August and December 2016 staff from public services in Monmouthshire attended over 80 events, speaking to more than a thousand people. This has helped us understand the issues that matter most to people in Monmouthshire. We called this engagement process *Our Monmouthshire*.

We asked two questions: 'What is good about where you live?' and 'What could make it even better?' Maps of each of the 5 areas were produced, together with fact cards which gave some short social, economic, environmental and cultural facts about the area and future trends to frame the conversations stimulating discussion and ideas.



People were encouraged to respond by completing postcards, via Facebook and Twitter using the #OurMonmouthshire hashtag. There was an online questionnaire for people to complete, and they could get involved and have their say using Monmouthshire Made Open, our digital engagement platform.

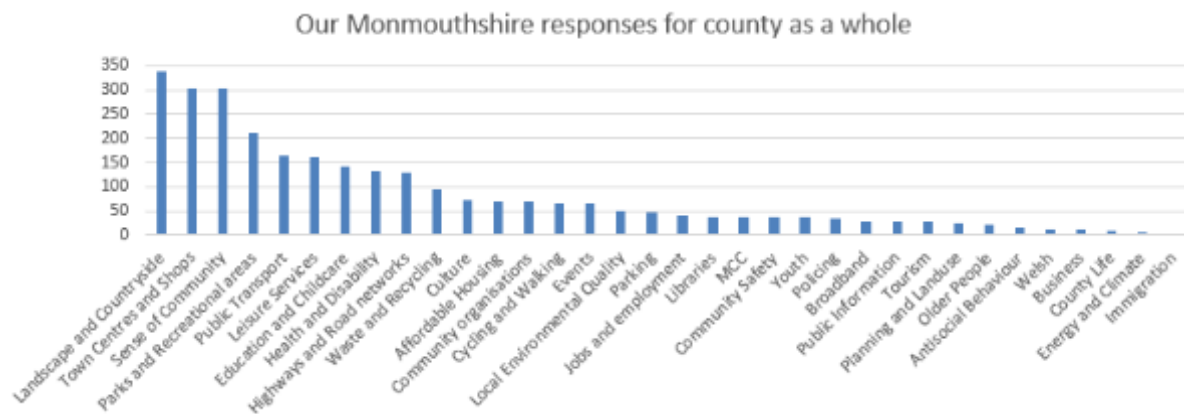
Efforts were made to ensure that we involved young and old and people with protected characteristics as set out in the Equality Act 2010. We also wanted to reach people where they were already at, rather than expecting people to come to us, so we went to a large number of venues and groups to speak to people.

### What have people talked about as part of *Our Monmouthshire*?

The theme that generated by far the most comments was landscape and countryside, with these comments being overwhelmingly positive about how the beautiful area and landscape benefit both residents and visitors. The next largest category of comments was about town centres and

shops. These comments vary to some extent on where people come from. Some people are happy with their town centres and shopping provision, others are unhappy about empty shops and supermarkets having a negative effect on town centres. Also attracting a large number of comments were responses on the strong sense of community where they live and friendly people. Other themes that generated many comments include parks and recreation, public transport, leisure services, education and childcare, health and disability and highways and roads.

The following chart shows the number of comments by theme for the county as a whole:



### What will happen next?

We have used the things people have told us through *Our Monmouthshire*, combined with data, statistics and research, to produce this well-being assessment. It was subject to public consultation between January and February which gave people the opportunity to say whether we had accurately captured the issues that emerged in the earlier consultation. A workshop was held with the Public Service Board which helped to shape and refine the challenges and opportunities. This will help us prioritise the things that public services should do to maximise the well-being of current and future generations.



The Public Service Board will then be looking closely at the findings of the assessment to help them decide on priorities to focus on in the well-being plan. This will be produced by May 2018.

# Economy

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The strength of the local economy is an important measure of well-being. Monmouthshire is often perceived as affluent. A higher proportion of people of working-age are economically active than most other parts of Wales with less people claiming out-of-work benefits. With an average salary of £32,557 per year residents earn well above the British average. The county also performs well in terms of gross value added and business start-ups with more than 4,000 active enterprises in the county – per head of population this is higher than all UK regions outside London and the South East.

These headline measures mask some clear disparities. The wages on offer in Monmouthshire are 10% below the UK average and only marginally above the average for Wales. Some 34% of our working population commute out of the county to earn a living. The largest employment sectors inside our borders include health and social work, wholesale and retail, manufacturing, tourism and food. These are all sectors that tend to suffer from low pay.

A further opportunity to enhance competitiveness comes from the City Deal signed on 1st March 2017. This provides the framework for the ten local authorities and others in the region to work together to enhance economic development and job creation opportunities. An upfront commitment of £1.2 billion is expected to be the catalyst for wider benefits to well-being. This follows the experience of other city-regions across the UK and beyond which have built upon the potential of strong networks and planning on a greater scale.

The ten nation Agri-Urban project in Abergavanny is one way in which the agricultural sector is planning to develop increasing competitiveness and create more jobs in the food sector. Tourism is a major contributor to the local economy with visitors spending £186.64 million in 2015 which supported 2,744 full-time jobs.

Feedback from residents highlights a number of concerns about employment. This is closely related to concerns about the affordability of housing. At an average of £233,000 Monmouthshire house prices are amongst the highest in Wales and also above the UK level. There are around 5394 units of affordable housing in the county with a waiting list of around 2500 people at any one time. This creates challenges for people who live and work locally and in turn could impact on the long-term viability of some communities which could become dormitory villages for commuters.

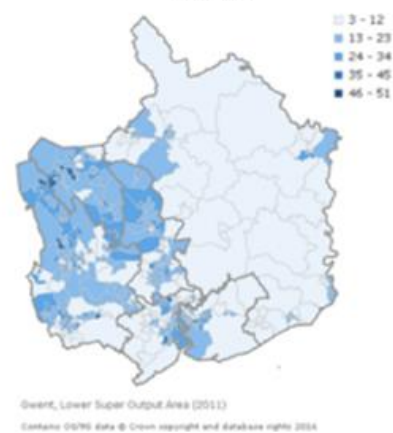
Transport has a significant impact on economic prosperity. Limited public transport means that many people are dependent on private cars to get to work. This presents challenges for young people who often face higher insurance costs. Severn Bridge tolls also impact disproportionately on residents in the south of the county as it can restrict access to the job market in Bristol and the South West. Economic well-being needs to be recognised not only in the context of the Cardiff Capital Region but also Bristol and the south west. The South Wales metro proposals that form part of the City Deal offer improved transport for many residents but there remains a challenge to connect those in rural areas to the transport network.

Superfast broadband has become a standard requirement for businesses operating in the digital age. Poor internet connectivity can be a key barrier to economic growth in rural areas. Once a barrier, over the past three years superfast wireless broadband services have been made available to 94% of the county's former broadband “not spots” allowing them to exploit the potential afforded by the city region.

Rural communities can be more prone to poverty than urban areas. The prevalence of low paid and fragile employment contributes to the risk of in-work poverty. A lack of affordable and available childcare in rural areas and limited access to the internet are also seen as barriers to employment.

14.2% of children in Monmouthshire live in low income households. This is less than neighbouring areas which is also true of the percentage of the population in income generation as shown in the map of Gwent on this page. However where poverty exists in the county it can be all the more stark where it features alongside significant affluence. Research has shown a strong correlation between things such as life expectancy, mental health and crime levels and how equal a society is with more equal countries having much better outcomes. Monmouthshire has a significant difference in earnings between men and women with the latter having a median wage some £149 below male workers which is far worse than in other local authority areas.

Figure 3: % Population in Income Deprivation, 2013-2015



Pupils at Monmouthshire’s state schools perform well above the Wales average at foundation phase and key stage 2. This is broadly in line with where they would expect to be when the socio-economic factors are taken into account. There is a tailing off of performance at key stage 3. Key stage 4 attainment is above the Wales average with 66.8% of pupils achieving the level 2 threshold of 5 good GCSEs including English or Welsh and Mathematics. The challenge is to identify how good performance in primary schools can be maintained through key stage 3 and key stage 4. There is also a significant gap in attainment between pupils eligible for free school meals and those who are not eligible. The educational attainment of those known to social services is significantly lower than the all pupils figure with 26% of this group achieving the level 2 threshold which is much lower than the 66.8% level for the year group as a whole. As things stand this group will find it harder to succeed in the employment market further impacting on their life chances.

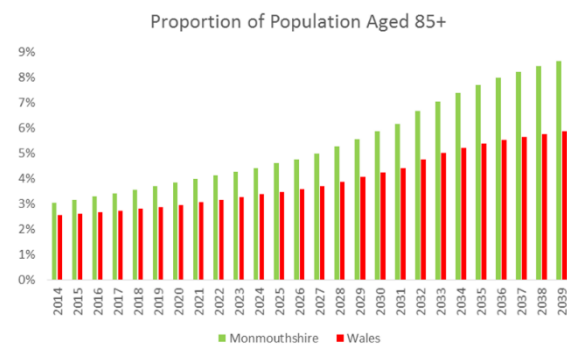
The numbers of young people claiming out of work benefits is considerably lower than the Wales average. However some young people report a lack of employment opportunities locally, which leads many people to talk of a brain drain with young people leaving the county to attend university and not returning. There are also concerns about whether young people are being equipped with the skills needed in a changing job market where automation, robotics and artificial intelligence could see up to 35% of existing jobs disappear. Changing employment patterns and increasing freelance, casual and zero hours contract will also impact on prosperity.

The economy is of course about more than the younger generation. The contribution that older generations make to the local economy cannot be under-estimated. Data for Monmouthshire shows that there does not appear to be a significant problem of unemployment amongst older people with 41.3% of working age people aged 50 and above in employment compared to 37.7% for Wales as a whole.

## Society

Life expectancy for people in Monmouthshire is the highest in Wales, although there are variations with those living in the least deprived areas of the county expected to live longer than those in the most deprived areas. As a whole the county appears to fare well compared to the rest of Wales with no areas in the most deprived 20%. However, social deprivation and in particular poor access to services is widespread across much of rural areas of Wales including Monmouthshire.

An ageing population is a feature of the UK and Wales but particularly of Monmouthshire. By 2039 the population aged 65 and over is projected to increase by 61% and, more significantly, the number of people aged 85 and over will more than double.



Four out of five people in Monmouthshire consider their general health to be good or very good. On the whole, lifestyles in Monmouthshire appear healthier than in other parts of Gwent, however there are still challenges. Alcohol consumption is higher than in other areas of Wales. The effects of alcohol pose a threat to the health and well-being of the drinker, but can also cause harm to family, friends and communities.

Just over a fifth of reception class children and over half of adults in Monmouthshire are overweight or obese and people's lives are increasingly sedentary. The harm to well-being from obesity, physical inactivity and poor diet are felt across the life course and are intergenerational. Healthy lifestyles embedded in childhood and adulthood lead to healthy ageing and prevention of chronic disease in older age. Obesity is the most potent risk factor for Type 2 diabetes which is increasingly prevalent.

Rural areas are more deprived in terms of access to services than urban areas. Given the rural nature of Monmouthshire, there is a reliance on transport to reach many key services such as GPs, schools and leisure centres. Travel times on public transport are often considerably longer than in other parts of Wales as shown by the chart below. The need for improvements to public transport was a key theme in the *Our Monmouthshire* engagement work highlighted by people of all ages. In particular, poor public transport and the prohibitive cost of taxis was highlighted by some of the groups for people with disabilities.

Average public transport time to Services	Mon	Gwent	Wales
Average public travel time to food shop (minutes)	27	13	19
Average public travel time to GP surgery (minutes)	35	19	27
Average public travel time to primary school (minutes)	26	15	16
Average public travel time to secondary school (minutes)	48	30	35
Average public travel time to post office (minutes)	33	17	20
Average public travel time to public library (minutes)	49	28	35
Average public travel time to pharmacy (minutes)	40	21	27
Average public travel time to leisure centre (minutes)	60	37	41

Even this masks some extremes with average journey times of over two hours from Monmouthshire's rural heart to the nearest leisure centre. Rural areas have a unique set of circumstances that can exacerbate social isolation which can in turn lead to poor health, loss of independence and lower quality of life. The ageing population and the significant number of older people living alone are most likely to feel the effects of rural isolation. Decreasing availability of rural public transport, greater reliance on car ownership, rises in the costs of fuel and a lack of local village shops and services all impact on rural isolation. Volunteering and creating opportunities to access the vast social capital in the county can help restore a sense of purpose and belonging while contributing to the well-being of others.

Warm, dry and secure homes are associated with better health. Cold homes are linked to an increased risk of a number of illnesses and diseases. Just over 1% of Monmouthshire's population have no central heating and nearly 4% live in overcrowded households. The Welsh Housing Quality Standard requires all social landlords to improve their housing stock to ensure good quality homes that are suitable for the needs of existing and future residents. The stock owned by RSLs in Monmouthshire meets the standard but there are long waiting lists with others dependent on the private rented sector. The elderly are particularly at risk of health problems relating to accidents and excess cold in the home. People in rural areas spend more, on average, on heating fuel than their urban counterparts and pockets of fuel poverty exist within Monmouthshire.

The majority of households are connected to the internet, however, internet access varies depending on household composition and is notably lower in households with one adult aged 65 or over. Significant numbers of older people are currently digitally excluded.

Crime in Monmouthshire is low compared to Wales as a whole and the five other local authority areas covered by the Gwent force, accounting for 11% of all crimes in the Gwent area. Monmouthshire saw a 19% increase in domestic violence in the year to April 2016, although there is a concern that domestic abuse – elder abuse in particular – is likely to be under-reported.

Anti-Social Behaviour or ASB can be anything from cold calling and poor parking to vandalism and nuisance neighbours. Incidents across Monmouthshire have decreased by 16% in the past year. The Police and Crime Commissioner for Gwent has recently consulted on a set of priorities. 80% of Monmouthshire residents who responded to the survey agreed that ASB

should be a priority. During the *Our Monmouthshire* engagement a number of responses suggested that the police were not always perceived as visible on the streets.

South Wales Fire and Rescue attended a decreasing number of fires but an increasing number of road traffic incidents in Monmouthshire during 2015/16. Over the last five years the rate of road traffic incidents attended is consistently higher in Monmouthshire than South Wales.

The first thousand days of a child's life from conception to their second birthday has a significant impact their outcomes and those of future generations. Monmouthshire has a higher than average number of low birth weight babies, particularly in the area of North Abergavenny.

The Monmouthshire Flying Start service is available to families in defined areas of Abergavenny, Monmouth, Chepstow and Caldicot. The programme's aim is to improve the life chances of our youngest and most disadvantaged young children. The vast majority of children on the Flying Start scheme reach their developmental targets at 2 and 3 years old. Other programmes such as *Dads Can* and *Ziggies* are operated by registered social landlords support well-being through focus on the positive aspects of parental relationships

Adverse Childhood Experiences, sometimes referred to as ACEs, are chronic stressful experiences in childhood that can directly hurt a child or affect them through the environment in which they live. This includes growing up in a house with domestic violence or with individuals with alcohol and other substance use problems. Almost half of adults in Wales has suffered at least one adverse experience during their childhood.

Exposure to ACEs can alter how children's brains develop and they are more likely to adopt health-harming behaviours. This can lead to increased risk of non-communicable diseases such as mental health illnesses, cancer, heart disease and diabetes later in life. ACEs can also lead to individuals developing anti-social behaviours, impact their ability to gain qualifications and ultimately their contribution to the economy. ACEs tend to be 'passed down' through families and lock successive generations of families into poor health and anti-social behaviour. This can be perpetuated through the generations. Preventing these experiences or reducing their impacts can benefit future as well as current generations.

Nearly a quarter of the total burden of disease in the UK is attributable to mental health problems. More deprived communities often have the poorest mental health and well-being. Problems can often be passed on through generations and may perpetuate cycles of inequality. The Mental Component Summary (MCS) score indicates better mental health in Monmouthshire than the rest of the Gwent area and Wales.

Depression is the most common mental health disorder in Britain. Evidence seems to suggest that mental health is probably better in rural areas. However, there are a number of factors specific to rural areas such as demography, access to services, social exclusion and deprivation that may contribute to stress, anxiety and depression.

Although relatively rare, suicide has a devastating impact on all concerned. It is estimated that for every person who dies through suicide at least six others are significantly and directly affected. In Wales, suicide is one of the three leading causes of death in the 15-44 age group. In Monmouthshire between 2013 and 2015, the suicide rate was 12.9 deaths per 100,000 population. Suicide rates tend to be higher in males than females. Conversely, self-harm is most prevalent in young women aged 15-19.

The increasingly ageing population of Monmouthshire has been mentioned, but the contribution of older people to their communities is often undervalued. The Older People's Commissioner has highlighted that older people are a significant asset to Wales, worth over £1 billion to the Welsh economy annually. There is often a strong community spirit in rural communities at the heart of which are many older volunteers.

As the population ages, so too does the number of unpaid carers. The growth in number of carers is most pronounced in older generations, sometimes themselves in poor health. Monmouthshire County Council's survey of carers for adults reports that just one third of carers feel they can do the things that are important to them but 40% feel part of their community suggesting the responsibility can also lead to isolation. More people will be taking on caring responsibilities and a new carer's strategy is in place to ensure that carers are identified and offered support. Although much smaller in number the needs of young carers cannot be forgotten. Juggling education, caring and cause pressure and stress preventing them doing the same things as other children and young people.

Falls are the most common cause of serious injury in older people and the most frequently found reason for hospital attendance. Monmouthshire's integrated health and social care teams have a mix of skill sets which aim to provide people with the most appropriate professional when needed. Hospital discharge workers aim to arrange care at home so that hospital patients are able to return home as soon as they are medically able. Reablement is delivered by the integrated teams over a six week period which aims to restore people back to independence at home after a fall or other crisis event.

During 2015, dementia overtook heart disease as the leading cause of death in England and Wales. Dementia and Alzheimer disease mainly affect people aged over 65 and an 87% increase in Monmouthshire's population aged 65 and over with dementia is predicted by 2035. While it becomes even more important to remain active in older age in order to stay healthy and remain independent, over half of those aged 65 and over in Wales report doing no frequent physical activity.

As part of the Social Services and Well-being (Wales) Act, a population needs assessment has been completed at a regional (Gwent) level. It identified that social services in Monmouthshire are facing challenges associated with an ageing population. A growth in the number of older people brings huge benefits but also places increased pressure on services as people require care and support later in life.



The local authority has invested in the support and training of the adult social care workforce to support people with dementia to live well. Similarly there will be a need to develop increased understanding and awareness of mental health in the community and to develop a primary mental health care pathway for young people.

Monmouthshire has low numbers of people in local authority funded residential care and a lower than average proportion of people requiring long-term care packages, in part because of the success of integrated working with health and reablement services, in place since 2008. The approach to care at home is based upon strong and trusted relationships rather than time and task based transactions and the council is working with private sector care providers to see if this approach could work in a commercial environment.

Monmouthshire has seen an increase in the number of children who are looked after in recent years. There are some preventative solutions in place such as the Team Around the Family (TAF) that, over time, should reduce the number of young people who enter the care system. The most important thing is to ensure the best possible outcomes for all young people irrespective of the start they have had in life.

Work is ongoing to develop a placed based approach, supporting individuals and communities by working together, to understand the needs and desires of the specific places we live and work in. Support is focused upon what matters most, helping people to live the lives they want to lead.

## Environment

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Natural resources, such as air, land, water, wildlife, plants and soil, provide our most basic needs, including food, energy and security. They help to keep us healthy and help people and the economy to thrive. They also help us to reduce flooding, improve air quality and supply materials for construction. Green Infrastructure provides a home for wildlife, gives us iconic landscapes to enjoy and boosts the economy through tourism. Managing our natural resources responsibly is essential to ensure our long term social, economic, environmental and cultural well-being.

One of Monmouthshire's greatest assets is undoubtedly the landscape and natural environment. When we asked people in Monmouthshire what was good about where they lived, the most popular response was the countryside and beautiful landscape on their doorstep. Monmouthshire is recognised for its rich and diverse landscapes which contribute to social well-being and an important tourism sector in the county. Agriculture and forestry are both important parts of the Monmouthshire landscape and economy which are both shaped by and shape the natural environment.

Monmouthshire has large numbers of sites with local, national, European and international protection designations for their value for wildlife and biodiversity. In addition there are also protected landscapes such as the Wye Valley Area of Outstanding Natural Beauty, part of the Brecon Beacons National Park and the Blaenavon World Heritage Site.

Although the natural environment is seen as a strength and asset to the county, reflected by the large number of positive comments in the *Our Monmouthshire* engagement work, it is important that we act carefully to keep it that way. Threats to our natural environment include pressure from development, intensification of agriculture, diseases and invasive non-native species, pollution and climate change. Many of Monmouthshire's wildlife sites are not resilient because they are isolated, so that species cannot move to other areas.

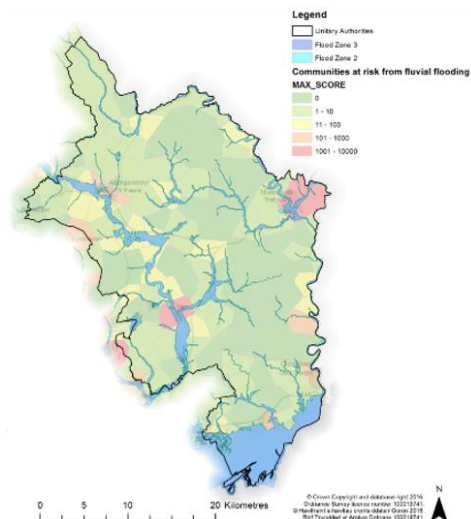
Monmouthshire has many public rights of way, including long distance trails such as the Wye Valley Walk and the Wales Coastal Path. However, many rural areas do not have easily accessible natural or semi-natural green space or easy access to amenity green spaces such as sports pitches.

Air quality is important because it has a significant impact on human health. Some areas of Monmouthshire have poor air quality because of pollution from vehicles, in particular in Usk and Chepstow. These are being tackled with Air Quality Management Plans.

Rivers are important to the landscape of and are important for wildlife and tourism. Rivers vary from Poor quality to Good quality, with some issues of pollution from agriculture and sewage misconnections. The public water supply comes mainly from reservoirs and rivers, which are vulnerable to drought and low rainfall, which may increase with climate change.

Carbon dioxide emissions in Monmouthshire are high, mainly due to transport issues associated with the rural nature of the county and limited public transport. Older housing in rural areas, dependent on oil for heating, also contribute. However, over time carbon emissions are going down. Uptake of renewable energy in Monmouthshire is good, particularly solar photovoltaic panels.

As well as reducing contributions to climate change, it is important that consideration is given to how we adapt to climate change. Parts of the county are at high risk of flooding, as shown on the map to the right, both from river and coastal flooding and surface water flooding, in particular Usk and Monmouth, but also Abergavenny, Chepstow and Caldicot. Flooding is likely to increase with climate change.



Recycling rates in Monmouthshire are high with good levels of participation, although overall amount of municipal waste collected increases year on year. Fly-tipping is decreasing, and most highways are of a high or acceptable standard of cleanliness, although despite this there is still negative public perception on litter and fly tipping levels.

Monmouthshire has a very active voluntary sector and there are many third sector groups working in the environment and sustainability field, which include many retired volunteers.

# Culture

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A range of factors influence culture and an individual's perspective on what cultural well-being entails for them. There are also strong connections and interactions between cultural well-being and social, economic and environmental well-being.

Many people in Monmouthshire have a strong sense of belonging to their local area and highlighted the friendliness and sense of community that exists in the county. Faith and religion play an important role in well-being, in Monmouthshire 62.5% of residents are Christian and other religions; Buddhist, Hindu, Jewish, Muslim and Sikh are each less than 1% of the population. Census figures on ethnicity show 98% of Monmouthshire's population are of white ethnicity while just over 1% of Monmouthshire's population have an alternative other than English/Welsh as their main language.

The Welsh language is an important part of social, economic and cultural well-being in the county. Monmouthshire has seen a rise in Welsh language speakers recently, one of only two areas in Wales to see a rise in the most recent Census. A major contributing factor to this rise is the growth of the two Welsh medium primary schools, based at either end of the county. There is currently no in-county Welsh medium provision at secondary school level with pupils having to travel to Pontypool or Newport. This lack of local provision is a barrier for some parents in sending their children to Welsh medium schools, as reflected in the engagement responses.

Monmouthshire has a distinctive identity arising from its location in the borderlands between England and South Wales and geography of historic market towns and villages and their relationship with the surrounding rural areas. The varied landscape of the county is both the product of natural and human influences over thousands of years and is a significant factor in the County's identity locally but also, nationally and internationally. Many residents stressed the importance of promoting and protecting this landscape for future generations, not only for its importance to Monmouthshire's heritage, but for its recognised contributions to the economy, environment and health and well-being.

Monmouthshire has a long and healthy history of volunteering and local social action. Estimates show Monmouthshire has the highest rate of volunteering in Wales with the *A County That Serves Programme* recently established to help people access these opportunities. Volunteering has been shown to have a positive impact on social networks and inclusion within communities. This high level of community action makes an invaluable contribution to social, economic, environmental and cultural well-being in the County.

Monmouthshire offers a wide range of arts and cultural attractions, including museums, theatres and libraries. The county hosts many long established, as well as new and expanding events, and festivals, including agricultural shows, food festivals, music festivals and cycling races. There is limited data to fully assess the situation of arts and events and its subsequent link to well-being in Monmouthshire.

It is clear from engagement responses that arts and events contribute greatly to residents' and visitors' cultural and social experience in Monmouthshire. There is increasing evidence showing the association between culture and an individual's subjective well-being measured as happiness. Cultural attractions in Monmouthshire impact on social, economic, environmental and cultural well-being, while levels of wellbeing can also be a barrier to participation in arts and cultural events. Around half of residents have recently visited museums and theatres and only around a third visited art galleries. Cardiff and London were the most popular areas to visit, with in county visits lower but more popular in areas with local provision.

Libraries in Monmouthshire are the most well-used in Wales. There has been a continuing increase in use of online services. The increasing digitisation of services presents an opportunity and challenge for communities in Monmouthshire. Museums play an important part in preserving the history of the area for communities and visitors. How to reach out and make arts, culture and heritage accessible to all generations is a continuing challenge.

There is considerable evidence which supports the health and well-being benefits of healthy and active lifestyles for both adults and children. An active lifestyle is important in reducing levels of obesity and other chronic conditions. Monmouthshire is a county with a range of Green Infrastructure, including open space areas, cycle paths and walking routes as well as a range of indoor and outdoor activities, sports clubs, societies and community facilities. Yet participation in physical activity remains relatively low, just under a third of adults in Monmouthshire reported meeting physical activity guidelines in the past week, and while nearly half of pupils across Years 3 to 11 take part in sport on three or more occasions per week, just over a quarter take part in no frequent activity.

In a rural county like Monmouthshire access to leisure and cultural services is important. Just over a fifth of areas in Monmouthshire are ranked amongst the most deprived areas in Wales for access to services. This can create barriers to people participating in these activities.

Engaging people in and providing accessible opportunities for participation in regular physical activity and recreation will need to continue to be an area of focus to improve the social and cultural well-being of adults, children and young people in Monmouthshire.



Abergavenny and the surrounding areas have the highest proportion of residents aged 65 and over (26.2%) and aged 85 and over (3.7%) in Monmouthshire. The area also has a number of parts that suffer from deprivation. 6 of the 11 top 20% most deprived areas in Monmouthshire are in the area. The most significant deprivation factors vary in different areas and include community safety, employment and education. Access to services is a particular issue for some parts of the area, for example Crucorney is amongst the top 50 most deprived areas in terms of access to services in Wales.

The area has the lowest proportion of working age people in Monmouthshire who are economically active. It has the highest proportion of people in receipt of employment related benefits at 10.3%, however this is still below the Welsh average. Even within small areas there can be significant variations, for example the proportion of people in income deprivation is above the county average but ranges from 6% in Crucorney to 28% in Cantref.

The Flying Start scheme is available to parents with children aged 0-4 in parts of Lansdown, Croesonen and Cantref in North Abergavenny.

At the headline level educational attainment is good. However, as with other parts of the county there are differences linked to socio-economic background with those eligible for free school meals not performing as well as the all pupils group. There are also differences in attainment depending on where people live with key stage 4 level 2 inclusive ranging from 33.96% to 84.66%.

Abergavenny has the fewest residents of the five areas in Monmouthshire who report their health is very good or good (77%), the other areas have over 80% of people who are positive about their health. Some areas in Abergavenny have comparatively higher rates of people living with a long term limiting illness and cancer incidences. These areas tend to be amongst the more deprived areas, for example Croesonen is the fourth most deprived area in Monmouthshire, particularly for education and is also amongst the areas with the lowest proportion of people who felt their health was very good or good (75%) and has a higher rate of people living with a long term limiting illness.

Abergavenny has the highest volume of recorded crime in 2015/16 in Monmouthshire, despite a 13% decrease in crimes between 2014/15 – 2015/16. A total of 1,376 crimes were recorded which was 33.4% of the total crimes in Monmouthshire in 2015/16. The area also had the highest number of ASB incidents (661 incidents), despite a large reduction by 24.7%, and accounted for 3 in 10 of all Monmouthshire's ASB incidents. Some wards in the area, Llanover and Llanelly Hill, had amongst the highest number of fires attended in Monmouthshire. Over the same period, the second highest number of road traffic collisions in Monmouthshire attended by South Wales Fire and Rescue were in Llanover.

The town centre is vibrant with a strong and thriving market. The issue of the development of a supermarket on the former livestock market site continues to divide opinion.



*Our Monmouthshire* engagement responses show residents feel the area has a strong sense of community and the landscape and countryside is important to people's lifestyle in their area. The area also has many buildings and artefacts of historical importance and a thriving arts, festivals and events scene. Some responses reflected concerns over the range and availability of current leisure facilities including the future of a swimming pool at Monmouth leisure centre and accessibility of facilities for children to play safely. Average travel times to leisure centres and libraries, particularly on public transport, are longer than the average for Wales.

Monmouth and the surrounding area has the smallest working age population, but the highest proportion of children of the five areas. One quarter of the population is aged 65 and over.

Part of Overmonnow is ranked as the second most deprived area in Monmouthshire, with education being the main cause of deprivation. Residents in some parts of Overmonnow are eligible for Flying Start for pre-school children. Access to services such as GP services and post offices is a key issue, Llantilio Crossenny, for example, is ranked as the 12<sup>th</sup> most deprived area in Wales in terms of access to services particularly when travelling by public transport.

Housing conditions that may impact health and well-being, Homes with no central heating are most evident in Llantilio Crossenny and parts of Drybridge. The highest proportion of the population living in overcrowded homes is found in part of Overmonnow.

The proportion of people who are economically active in this area is above the Welsh average and marginally above the average for Monmouthshire as a whole. 6.4% of people in Monmouth and the communities that surround it are in receipt of employment related benefits which is below both the county and Wales averages. This masks local variations with just 3% getting benefits in Mitchel Troy and Dixton with Osbaston rising to 16% in Overmonnow. 10.1% of the population are in income deprivation with similar local variations.

Headline rates of education attainment mask local differences. For example, the percentage of pupils getting 5 good GCSEs including English or Welsh and Maths differed greatly with this area ranging from 46.48% in Wyesham to 80.3% in parts of Drybridge.

80% of people in Monmouth and the surrounding communities report their health is good or very good, however, this varies considerably from 65% in the most deprived area Overmonnow to 86% in Trellech United.

Monmouth recorded the second highest number of crimes, but the lowest crime rate in Monmouthshire. The area has seen significant reductions in ASB incidents most notably in Llantilio Crossenny. In Monmouth and Surrounding Communities, Drybridge has the highest volume of crime and ASB incidents.

In Monmouth the rate of vacant shops has fluctuated in recent years, in 2015 Monmouth town had 15 vacant units, or 8% of outlets. The overall average pedestrian flow through the town has shown an increase since 2008.





None of the areas in the Heart of Monmouthshire appear in the top 20% most deprived areas in Monmouthshire, despite access to services being an issue, particularly outside the largest town of Usk.

The proportion of people who are economically active in this area is marginally below the average for the county and around four percentage points higher than the average for Wales as a whole. The rural centre of the county has the lowest proportion of people in receipt of income related benefits at 6.6% ranging from 5% in Usk to 11% in Goytre. These figures are below both the Monmouthshire and Wales averages. The area also has the lowest proportion of people claiming employment related benefits, although again the headline figure masks localised variations. Rural communities can be more prone to poverty than urban areas. The things that contribute to this include the poor access to employment opportunities, low pay, a lack of affordable housing and social isolation.

Headline rates of educational attainment can sometimes mask differences at a local level, for example the percentage of pupils attaining 5 good GCSEs including English or Welsh and maths differed by more than 25 percentage points in this area ranging from 54.7% in parts of Goytre Fawr to 80.75% in Llangybi Fawr.

In the area 81% of people report their health is good or very good, although there are some significant variances in the Heart of Monmouthshire. For example in the community of Usk, one area reports the lowest (73.4% in Usk 1) and another area the highest (85.7% in Usk 2). With 656.1 cases per 100,000 people Goytre has a higher cancer incidence than the Gwent average of 586.6 cases per 100,000

Police data on crime in the area is incorporated within the relevant data of the other four areas of Monmouthshire. South Wales Fire and Rescue attended 53 road traffic collisions in the ward of Llangybi Fawr between 2011/12 and 2015/16, which was the highest number in Monmouthshire. Raglan had the third highest number of collisions attended over the same period, 39.

The vacancy rate of units in Usk town centre has reduced in recent years and is currently 11.1%, although the rate is still higher than that experienced in the other town centres.

## Severnside

The area includes Caldicot, Rogiet, Magor and Undy, and has the mainline railway and the M4 motorway. The landscape along the coastal zone is primarily flat, with productive agricultural land, bounded by traditional drainage channels called reens to drain the low lying land, protected from coastal flooding by a flood bank. The land rises to the north to a series of low hills before rising further towards Wentwood.

Severnside has extensive environmental assets, some of which benefit from international protection, and habitats include marine, freshwater, species rich grassland and ancient woodland. The Severn Estuary is of international importance for wintering and passage waterfowl, saltmarshes, exposed sand banks, fish feeding areas and unusually large natural tidal range which influences the species that occur here. The Gwent Levels support many important species and the Living Levels project aims to preserve and protect them.

Wildlife in the area is threatened by housing and infrastructure development, and climate change increases the risk of coastal flooding should flood defences fail or be overtopped. Rising sea levels are also a threat to the saltmarshes and mudflats as they are squeezed against sea defences.



There are limited accessible green spaces in the area, and urban tree cover and the benefits that brings, is very low. There are a few small voluntary groups working to improve local environmental quality in Caldicot. The crowdfunding campaign by the Magor Action Group on Rail is an example of civic action with over 220 people involved in the mission is the get a railway station re-opened to serve Magor and Undy. Recently two local people put together a plan and opened the Rogiett Community Café to maintain a sense of community and an important local meeting place after the closure of the local post office.

Severnside has the second highest proportion of the population declaring themselves as Christian (62.2%) as well as the lowest proportion of those stating they are of a religion other than Christian (1.1%). Figures show that 98.5% of the population is of white ethnicity.

Severnside is one of two areas with Welsh medium education, with Ysgol Gymraeg y Ffin located in Caldicot. This could be one of the reasons why the figures for Welsh language within Monmouthshire are the highest, 11.2% of the population of Severnside stated that they were able to speak Welsh as well as 8.3% saying they could speak, read and write in Welsh.

When we spoke to people about well-being for this assessment parks and recreation and leisure services were one of the most commonly mentioned topics with some feeling the leisure services and parks are good while others feel the area could be improved if there was more choice and better equipment in parks and leisure/ sport facilities in the area.

Severnside has the largest proportion of working age residents and the lowest proportion of people aged 65.

Three of the 11 most deprived areas in Monmouthshire are located within Severnside, they are West End, part of Severn and part of Dewstow and Green Lane. The main category of deprivation for each is the physical environment which covers air quality and emissions, proximity to waste disposal and industrial sites and flood risk. Flying Start is available to some families in West End. On average, travel times to a number of services are shorter when compared to other areas in Monmouthshire and are more in line with the Wales average.

Severnside has a low proportion of people in receipt of income related benefits and in income deprivation when compared with the Monmouthshire and Wales averages. However even within these areas this can mask particular pockets. For example the proportion of people experiencing income deprivation ranges from just 3% in The Elms to 18% in West End and Dewstow.

Headline rates of educational attainment at a school level also mask differences that become apparent when shown as the very local level, for example the percentage of pupils getting 5 good GCSEs including English or Welsh and Maths differed by more than 30 percentage points within the Severnside area ranging from 48.6% in Dewstow to 81.05% for the Elms. These highlight the importance of place when considering responses to societal challenges.

81% of people in Severnside report good or very good health but again variations are notable, ranging from 75% in Dewstow to 89% in The Elms. Parts of Dewstow & Green Lane have the highest rates of people living with long term limiting illness in Severnside. Dewstow also sees the highest rates of cancer incidence in the Severnside area.

There was a significant increase in recorded crime in Caldicot during 2015/16, Severn ward in particular saw an increase. Green Lane had the highest number ASB incidents in the Severnside area during 2015/16. An increase in ASB was noted in Portskewett but a decrease in Dewstow.

The overall vacancy rate of shopping outlets had declined steadily between the 2000 and 2007, however since then there has been an increase, with the rate at 7.6% in 2015. The total average pedestrian flow in Caldicot had remained fairly constant up until 2012 however since then there has been a decline in the average flow. During our engagement with residents of Severnside many felt improvements were needed in the town centre.

As well as Caldicot town centre and industrial estates, Severnside also has other areas important to the local economy and infrastructure, such as Magor Square, Wales One Business Park, Magor Services and Magor Brewery, Severn Tunnel Junction railway station in Rogiet and the Severn Tunnel pumping station at Sudbrook.

## Chepstow and the Lower Wye Valley

This area is centred around the town of Chepstow, and the south western quarter of the Wye Valley Area of Outstanding Natural Beauty. The River Wye forms the border and there is almost continuous, well connected tree cover north of Chepstow, with other areas of flower rich neutral and calcareous meadows. The Severn Estuary is of international importance for wetland

birds and is protected by international and European legislation. The area also has woodland, meadow, bat and geological sites and locally important wildlife sites.

Tourism is very important in the Wye Valley due to the landscape, with several long distance walks starting at Chepstow. The town has some accessible green spaces, but overall there is a deficit, as there is in rural areas.

Air quality is a concern on the A48 in Chepstow, where pollution from cars and lorries means the area now has an Air Quality Action Plan to try and tackle the problem. Water quality in the area is generally good, with the River Wye and tributaries supporting many important species including Atlantic salmon and otters. The Nedern brook experiences pollution from sewage misconnections. There are 3 Groundwater Source Protection Zones.



Some areas of Chepstow are at risk of flooding, and there are risks to important infrastructure such as the Severnside rail line and industrial units. Parts of Tintern also flood regularly at high tide. The Gwent Levels extend as far as Chepstow and the combination of reens, wetlands, grasslands and saltmarsh are of vital importance for wildlife, and are protected by flood defences. The area also has some good quality agricultural land. There are a reasonable number of environmental and sustainability groups working in the Chepstow area.

The area has the lowest level of Welsh skills in the County (87.7% stated they have no Welsh skills). Additionally the proportion of people who stated they could speak Welsh (8.8%) and speak, read and write Welsh (6.2%) was the lowest in Monmouthshire. 30% of the population stated they had no religion in the 2011 Census, the highest figure in Monmouthshire.

Landscape plays an important role in what residents and visitors feel is good about the area along with a good community. Travel time to a library and leisure centre in the area is above the average in Wales although these are generally not as long as areas in the north or Heart of the county.

The population of Chepstow and the Lower Wye Valley is similar in profile to Severnside. The area has the second highest working age proportion of the population and second lowest proportion aged 65 or older after Severnside.

Part of Thornwell is ranked the third most deprived area in Monmouthshire, access to services being the most prominent type of deprivation. Some other areas, for example Devauden and St. Arvans, are in the top 150 most deprived areas in Wales for access to services. Average travel times for key services, particularly by public transport, are longer than the average time for Wales. 9% of people in parts of Thornwell live in overcrowded homes, the second highest proportion in the county. The Shirenewton ward has a higher than average percentage of low

weight babies. Pre-school children residing in parts of Thornwell and Severn are eligible for Flying Start.

Chepstow and the Lower Wye has a low proportion of people in receipt of income related benefits and in income deprivation compared with the Monmouthshire and Wales averages. However this can mask particular pockets. For example the proportion of people experiencing income deprivation ranges from 3% in St. Kingsmark to 26% in Thornwell.

Headline rates of educational attainment at a school level also mask differences that become apparent when shown as the very local level, for example the percentage of pupils getting 5 good GCSEs including English or Welsh and Maths differed by more than 40 percentage within the Chepstow and Lower Wye area ranging from 37.25% in Thornwell to 78.65% in Caerwent.

The health of 83% of people in Chepstow and the Lower Wye Valley is reported as good or very good which is the highest of the five areas. This is highest in parts of St. Kingsmark and lowest in St. Mary's. In the Chepstow area, more people live with long term limiting illness and suffer from cancer in parts of Thornwell than other areas.

Recorded crime increased in Chepstow during 2015/16, the crime rate is second highest after Abergavenny. St. Mary's ranks in the top 5% in Wales in terms of community safety deprivation and is the third ranked ward in Gwent in terms of violent crime rate. St Christopher's saw an increase in crime between 2014/15 and 2015/16.

Chepstow has seen significant reductions in anti-social behaviour or ASB, although it remains the highest with 32.5 incidents per 1000 population. St Mary's has seen a reduction in ASB incidents, despite this, St. Mary's and Thornwell had the highest number of incidents during 2015/16. Increases were noted in Devauden and Shirenewton. Shirenewton was amongst the areas with the highest number of fires attended by South Wales Fire and Rescue.

The overall rate of vacant shops in Chepstow declined steadily up to 2007, but has since increased to 10% in 2015. Since 2000 there has been a steady increase in the overall pedestrian flow through the town.

## Contribution to the National Goals

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It's important that the objectives adopted by public services should adopt an integrated approach to delivering against the seven national well-being goals and consider how the objectives may impact on each of the goals, for example one objective could deliver against multiple goals. The following table shows how the themes and topics covered in the well-being assessment reflect the seven goals. This ensures that the PSB can explore opportunities that deliver multiple benefits.

	Prosperous Wales	Resilient Wales	Healthier Wales	More equal Wales	Wales of cohesive communities	Wales of vibrant culture and thriving Welsh Language	Globally responsible Wales
Jobs and employment							
Worklessness and inequality							
Education and skills							
Health and Well-being							
Transport and access to services							
Isolation							
Housing							
Community Safety and Crime							
Child Development							
Mental Health and Well-being							
Ageing Well							
Population Needs Assessment							
Landscape and Countryside							
Air and Water Quality							
Climate Change							
Waste and Recycling							
Language							
Faith and Religion							
Landscape and Heritage							
Community and Social Action							
Cultural Attractions							
Sport and Leisure							

# Future Trends

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## Population and Migration

The population of Monmouthshire is forecast to increase by less than one percent over the next twenty years. Of far greater significance is the changing age profile of the county with the number of over 85 year olds increasing by 185% by 2039 while the number of people under 18 will decline by 14%. Deaths are forecast to exceed births with the difference being made up of inward migration – mainly from other parts of the UK rather than overseas. The number of households is projected to increase while the average household size is projected to decrease with the largest growth in single person households. These trends could mean there are not enough people of working age to provide the key services needed in the area.

## Economy

There is currently uncertainty about the future of the UK economy. GDP has been growing slowly since the 2008 recession. Wales' economy grew by a total of 12.9% between 2008 and 2015, the highest of any region apart from London and the South East. However growth in Monmouthshire was below the UK average. Wales presently appears to have a productivity problem with one of the lowest unemployment rates in the UK but also a lower Gross Value Added. If productivity does not increase then growth will be slower reducing household incomes and the tax revenue available to fund public services.

Changes in the global economy are likely to severely disrupt the job market as we know it. In future we could see robotics, smart algorithms and artificial intelligence take up to 35% of existing jobs in the UK. Unlike mechanisation of the past this is also likely to impact on traditional white collar professions such as accountancy and law. There is uncertainty about what Brexit will mean for the Welsh and UK economies. This will depend on the nature of the arrangements put in place following the cessation of the UK's membership. This has the potential to impact on the economic output of the region and in the worst case scenario could lead to increasing inequality and lower well-being.

## Environment

Climate change modelling anticipates that by 2050 Wales will see hotter, drier summers, warmer, wetter winters, more extreme weather events and sea level rise. This could result in increased flooding risk and impact on ecosystems, soil and biodiversity. This will have damaging implications for food, timber, fibre, clean water, carbon storage and the cultural benefits from landscape. There is likely to be greater pressure on water supplies in summer for public consumption, agriculture, energy generation and industry. There could also be a decline in air quality leading to health problems.

Many species and habitats in Wales are in decline due to a wide range of threats and pressures. In Monmouthshire, pressures and threats to biodiversity include: housing development, reducing the size and connectivity of habitats; the intensification of



agriculture; infrastructure development; invasive non-native species and diseases such as Ash Dieback.

A wide range of issues which are difficult to manage or regulate are contributing to reducing the resilience of Wales' ecosystems, which affects the delivery of ecosystem benefits and impacts on people's wellbeing, as well as lowering our and future generations' quality of life

Much of the Forest of Dean is earmarked for licensing for fracking. The area to the east of the River Wye from Tintern up to Monmouth is all part of the zone with the potential to be licensed. While Welsh Government has put a moratorium on all fracking activity in Wales for now, as have Monmouthshire County Council, there is still uncertainty regarding the future of fracking in Wales. Concerns for the county include water quality issues, biodiversity impacts and increased carbon emissions.

### **Health and Well-being**

Increasing life expectancy will place pressure on health and social services during the population's additional years of life, since it is during older age that the likelihood of developing a chronic condition increases. One example is dementia which is predicted to increase by over 30% in the next 10 years.

Whilst projections suggest that there will continue to be a decline in smoking and improvements in low birth weight babies, other health issues are on the increase. Increasingly sedentary lifestyles mean that obesity has risen, and this is likely to rise, with subsequent increases in conditions such as heart disease and type 2 diabetes. Promoting healthy lifestyles in the county throughout the life course will improve the likelihood of healthy ageing, preventing chronic disease and service use in older age.

### **Welsh Language**

Despite an overall decline in Welsh speakers across Wales, Monmouthshire was one of only two local authorities in Wales to see a rise in the Welsh language from 2001 to 2011. There is growing demand for Welsh medium education. With the introduction of the Welsh Language Standards there will be more opportunities locally for young people leaving Welsh medium education to be able continue to use the language in their employment and retain their language skills.

### **Future Trends – Next Steps**

It is recognised that more work is needed on future trends. This will begin with an analysis of the Future Trends Report that will be published by Welsh Government in May 2017. We will also explore whether there is any feasibility to commission research at a regional level to develop greater insight and enhanced understanding of the potential impacts on local communities.

# Conclusions

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This assessment has been developed from a wide-range of evidence. It highlights a number of assets on which we can build a future for the people and communities of Monmouthshire and also a number of problems and challenges that need to be addressed.

The issues below are those that have been distilled from the evidence we have received from individuals through extensive involvement, data, future trends, academic research and policy papers. It is not a summary of the key issues. It is however an attempt to highlight the issues which are likely to have the greatest impact on the well-being of current and future generations of people living and working in Monmouthshire. The challenges have been constructed initially by the authors and partner agencies following a triangulation of the evidence. They were then challenged and refined following public consultation, scrutiny and a PSB workshop.

The assessment does not attempt to prioritise these. It highlights the evidence that public service partners can use to undertake the next phase of their work in developing a well-being plan for the area and groups them into challenges with an indication of the broad timescales, short, medium or long-term, in which any programmes put in place could be likely to yield measurable improvements in well-being.

## Challenges and Opportunities Facing Public Services

### Short-term

- Monmouthshire has high levels of social capital and volunteering. By taking an asset and placed based approach there is an opportunity to improve well-being.
- 

### Medium-term

- Wage levels available for local jobs are lower than the average for Wales and the UK. When coupled with high property prices and with limited land available for future housing development this makes it difficult for young people and future generations to live and work locally.
- The signing of the £1.2 billion City Deal by the ten local authorities in South East Wales brings an opportunity to leverage around £4 billion of private sector investment creating jobs and boosting economic prosperity across the whole of the region.
- Limited public transport, particularly in rural areas, makes it harder for people to access jobs, services and facilities. This could be exacerbated by rising fuel prices but there are also future opportunities from investment in public transport through the City Deal and advances in technology such as automated vehicles.
- We are operating within an increasingly globalised economy. Employment patterns are changing with more zero hours, casual contracts and freelance work emerging. Meanwhile technological advances such as automation, robotics and the advance of artificial intelligence could result in around a third of existing UK jobs disappearing

meaning tomorrow's workforce will need a very different skillset to those of today's school leavers.

- There is a need to increase healthy behaviours and with increasing evidence that what happens during the first thousand days of a child's life from conception to their second birthday can have a big impact on how healthy and happy they are as they grow up.
- An ageing population brings many opportunities, however there are also challenges for service provision and increases in the number of people living with long term conditions which will create pressures on health and social care services.
- There are many vulnerable people in our society, this can arise from many things such as mental or physical disability or factors such as age, rural isolation and loneliness. Identifying preventative activity and integrated approaches can protect people from serious harm and improve well-being.
- Arts and culture can have a positive impact on emotional health and well-being providing opportunities for expression and social contact. However funding for the arts can come under pressure in times of austerity and there is a need to increase accessibility of arts, culture and heritage to maximise their contribution to well-being.
- Monmouthshire has experienced a growth in the demand for Welsh medium education and if this trend continues there will be a need to ensure adequate provision
- Air pollution causes significant problems for people's health and is a major contributor to premature deaths in Wales. In Monmouthshire the greatest problems are caused by vehicle emissions and this is particularly apparent in Usk and Chepstow.
- Water pollution is a concern, especially from changing agricultural practices

## Long-term

- There is inequality between communities and within communities. This includes in educational attainment, wage levels and health outcomes. This is put in sharp focus in a county where people, and in particular children, live in poverty close to areas of real affluence. Research shows that inequality has a negative impact on many aspects of well-being with more equal societies experiencing better outcomes.
- Children who experience stressful and poor quality childhoods are more likely to adopt health-harming behaviours during adolescence which can themselves lead to illnesses and diseases later in life. This can be perpetuated through the generations and so preventing these experiences or reducing their impacts can benefit future as well as current generations.
- Reducing levels of physical activity which along with dietary changes are leading to growing levels of obesity. This is likely to lead to an increase in long-term conditions associated with it such as type 2 diabetes
- Development, climate change and pollution all present risks to the natural and built environment. These are central to our well-being and need to be protected and preserved for future generations.
- Climate change is likely to increase the risk of flooding, as well as many other risks, so mitigating climate change and building resilience will be crucial for communities

This analysis will enable the Public Service Board to develop collective objectives that address these challenges. It is recognised that there will be trade-offs and tensions between different well-being goals and during the next phase of work the Board will need to explore further the relationship between these issues before it publishes the Well-being Assessment for Monmouthshire in 2018.



Thanks to the partners who helped produce this assessment and the many hundreds of Monmouthshire residents, businesses and visitors who took the time to share their views. We acknowledge that we won't have got everything right so please keep sharing your views to help shape the future of our county

#OurMonmouthshire

[www.monmouthshire.madeopen.co.uk](http://www.monmouthshire.madeopen.co.uk)



## Social Services and Well-being Act

### Population Needs Assessment

### Gwent Region Report

**DRAFT Nov 2016**



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## How to view this Population Needs Assessment (PNA)

### 'What it is and what it is not!'

1. This PNA is not an exhaustive list of graphical data but includes appendices where further data is included.
2. This PNA will include links to other supporting information such as the local Wellbeing Assessments required under the Wellbeing of Future Generations Act – we do not want to duplicate large sections of information in this PNA which is included in other documents.
3. This PNA uses a national toolkit developed by Welsh Local Government Association (WLGA) and Social Services Improvement Agency.
4. This PNA will not include or reference every data source available – as it will simply be too large, but we will use the Social Services and Wellbeing Act data catalogue developed by Data Unit Wales as a starting point.
5. This PNA is based on the views of citizens and providers, and co-production is a core design principle. Citizens and providers helped identify the priority outcomes under each core theme.
6. This PNA will use the latest research. This PNA is not adopting a 'blank canvas' approach as there are a number of previously completed, and current, needs assessments and market position statements that include useful intelligence. Also, national reports such as NHS Adverse Childhood Experiences provide invaluable data that this PNA will incorporate, but not replicate.
7. The core theme chapters will read as executive summaries and highlight regional priorities linked to the emerging areas of interest; and also high level partnerships and services that can support the agenda.
8. The core theme chapters will also include a list of suggested actions to be included in the underpinning regional Area Plan required following the publication of this PNA – again this list is not exhaustive but a starting point and will be developed further when producing the regional Area Plan.
9. This PNA is the first of its kind and will set the direction of travel for health and social care services – it is the 'shop window' in terms of priorities and next steps – and more detailed analysis, mapping of services and actions will be set out in the regional Area Plan required by April 2018.

## **Foreword**

The Gwent Health Social Care and Well-being Partnership is pleased to publish the region's first Social Services and Wellbeing Act Population Needs Assessment which will be central to promoting wellbeing, supporting people at the earliest opportunity to maintain their independence and to help people to better help themselves.

We are living in a time of enduring austerity and the priorities that we identify and work in partnership to deliver, will also need to ensure that services are sustainable now and in the future. This needs assessment presents not only the level of need across the region, but also provides the region's response to the identified need as well as proposing the next steps required to meet those needs. The Gwent Regional Partnership will now translate words into action through good partnership working and shared goals and aspirations.

Finally, to ensure this needs assessment will have the desired impact we need to engage with our citizens and we are pleased that so many people and partners have taken part in our pre-engagement and consultation activities to help us identify what matters most. We believe that engagement is not a process but a culture, and we will continue to engage every step along the way through our various panels and existing partner agency groups.

**Phil Robson,**  
**Chair of the Gwent Regional partnership Board**  
**Interim Vice Chair of Aneurin Bevan University Health Board**

### **Chair of Citizen Panel**

The Gwent Citizen's Panel were very pleased to receive a presentation on the Population Needs Assessment in July 2016. This was welcome confirmation that service needs and priorities were being taken very seriously. It also provided a level of understanding of the assessments that allowed panel members to go back to groups in their localities and broadcast the assessments for completion.

My own linked group, Caerphilly Over 50s Forum, spent some time discussing the PNA at our Steering Group and we were able to submit a comprehensive assessment covering all aspects where we felt the older person's interests and priorities were important. We recognised the size of the task in reaching out to collect the data but were very pleased to take part in the process. A quote from our meeting: "This is hard work – let's hope they are listening".

**Chris Hodson**  
**Chair, Citizen's Panel**



## INTRODUCTION

### What is the Population Needs Assessment Report?

The Social Services and Well-being Act (Act), in Part 2, section 14, requires that local authorities and local health boards must jointly carry out an assessment of the needs for care and support, and the support needs of carers in the local authority areas. Care and support is in relation to people known to Social Services but we also need to recognise that there are a large number of people who are supported through preventative services and initial research has estimated that this could be approximately 1 in 5 people. A population needs assessment report should comprise two sections:

#### Section 1: the assessment of need

Local authorities and Local Health Boards **must** jointly assess:

- the extent to which there are people in the area of assessment who need care and support
- the extent to which there are carers in the area of assessment who need support
- the extent to which there are people whose needs for care and support (or, in the case of carers, support) are not being met

The PNA report **must** include specific core themes dealing with:

- children and young people
- older people
- health & physical disabilities
- learning disability & autism
- mental health
- sensory impairment
- carers who need support; and
- violence against women, domestic abuse and sexual violence.

#### Section 2 - the range and level of services required.

Local authorities and Local Health Boards **must** jointly assess:

- the range and level of services required to meet the care and support needs of the population and the support needs of carers
- the range and level of services required to prevent needs arising or escalating; and
- the actions required to provide these services through the medium of Welsh.

Under the Social Services and Well-being Act, the 5 local authorities within the Aneurin Bevan University Health Board (ABUHB) footprint - Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen - **must** form a partnership arrangement with the ABUHB and produce a single combined population needs assessment report (PNA). In addition the PNA must:

- Be produced once per local government electoral cycle and across the ABUHB footprint

- Contain the population assessment for each of the local authority areas but also combine these assessments to produce a single regional assessment of the needs of the people in the whole of the Local Health Board's area
- Include an assessment of the range and level of services required to meet those needs.
- Demonstrate clearly the extent to which the core themes are concentrated or diffused across the partnership
- Keep population assessment reports under review and revise them if required.

The first population assessment will be published by April 2017 and the **Leadership Group (via the regional transformation team)**, which is the executive officer group that reports to the Regional Partnership Board (RPB) will co-ordinate this work. The RPB **will act as a joint committee to oversee the process.**

### **Definition of Well-being**

It is recognised that the PNA will need to link to the Well-being Assessment required under the Well-being of Future Generations Act. Although the definition of well-being is slightly different in each Act, there are synergies to gain, and duplication to avoid by linking the assessments. Section 2 of Part 1 of the Act provides a clear definition of well-being that applies to:

- a) people who need care and support; and
- b) carers who need support.

Reference to well-being in the Act means the well-being of a person who needs care and support and carers who need support in relation to any of the following aspects:

- a) Physical and mental health and emotional well-being
- b) Protection from abuse and neglect
- c) Education, training and recreation
- d) Domestic, family and personal relationships
- e) Contribution made to society
- f) Securing rights and entitlements
- g) Social and economic well-being
- h) Suitability of living accommodation.

In relation to a child, "well-being" also includes:-

- a) physical, intellectual, emotional social and behavioural development
- b) "welfare" as that word is interpreted for the purposes of the Children Act 1989.

In relation to an adult, "well-being" also includes:-

- a) Control over day to day life
- b) Participation in work.

## **An overarching wellbeing 'duty' on LA's to seek to promote the wellbeing of people who need care and support**



### **Regional Partnership Board**

As set out in the Partnership Arrangements (Wales) Regulations 2015 local authorities and local health boards are required to establish Regional Partnership Boards (RPB) to manage and develop services to secure strategic planning and partnership working; and to ensure effective services, and care and support are in place to best meet the needs of their respective population.

The objectives of the Regional Partnership Boards are to ensure the partnership bodies work effectively together to:

- Respond to the population assessment carried out in accordance with section 14 of the Act, and
- Develop, publish and implement the Area Plans for each region covered as required under section 14A of the Act.
- Ensure the partnership bodies provide sufficient resources for the partnership arrangements, in accordance with their powers under section 167 of the Act.
- Promote the establishment of pooled funds where appropriate.

Regional Partnership Boards (RPB) will also need to prioritise the integration of services in relation to:

- Older people with complex needs and long term conditions, including dementia.
- People with learning disabilities.
- Carers, including young carers.
- Integrated Family Support Services.
- Children with complex needs due to disability or illness.

## **Governance**

The Regional Partnership Board (RPB) has considered a governance structure and partnership arrangements with existing groups that are well placed to lead on specific core themes across the PNA e.g. South East Wales Violence against Women, Domestic Abuse and Sexual Violence Board, Dementia Board, Carers Partnership Board, Mental Health and Learning Disability Local Partnership Board. The RPB will also explore partnership arrangements with wider regional groups such as local authority Public Service Boards – especially in relation to links to the Wellbeing of Future Generations Act – Gwent Area Planning Board for Substance Misuse, Gwent Welfare Reform Partnership, In One Place Programme and Housing Associations, as well as both Adult and Children’s regional safeguarding boards.

## **Area Plan**

Each local authority and health board are required to prepare and publish a plan setting out the range and level of services they propose to provide, or arrange to be provided, in response to the population needs assessment. Area plans must include the specific services planned in response to each core theme identified in the population assessment. As part of this, area plans must include:

- the actions partners will take in relation to the priority areas of integration for Regional Partnership Boards;
- the instances and details of pooled funds to be established in response to the population assessment;
- how services will be procured or arranged to be delivered, including by alternative delivery models;
- details of the preventative services that will be provided or arranged;
- actions being taken in relation to the provision of information, advice and assistance services; and
- actions required to deliver services through the medium of Welsh.

The first area plans must be published by 1 April 2018 and the RPB will ensure links between the Area Plan and the local authority Well-being Plans required under the Well-being of Future Generations Act to facilitate collaborative working between the 2 legislative duties and avoid duplication. Links to local authority Corporate Improvement Plans and ABUHB Intermediate Medium Term Plans will also be established, as well as alignment to the Neighbourhood Care Network plans in each of the GP cluster areas of which there are 12 in the Gwent region. The RPB will also work closely with Housing Associations in the region - recognising the key role they play in achieving well-being of tenants - and ensure an alignment to their delivery plans.

## **Links to strategies**

Included in each core theme chapter is a link to key strategies. The list is not exhaustive but is representative of the key strategic drivers, and a comprehensive cross referencing will be completed when developing the Area Plans. However, links to wider legislation such as the Well-being of Future Generations (Wales) Act 2015, Housing (Wales) Act 2014 and the local housing strategies of Housing Associations, Violence against Women, Domestic Abuse and Sexual Violence Act 2015, Working

Together To Reduce Harm (The Substance Misuse Strategy for Wales 2008 – 2018), Welsh Adverse Childhood Experiences (ACE) Study, Ageing Well in Wales the Strategy for Older People in Wales (2013/23) have been referenced whilst developing the draft PNA.

### Links to Well-being of Future Generations Act

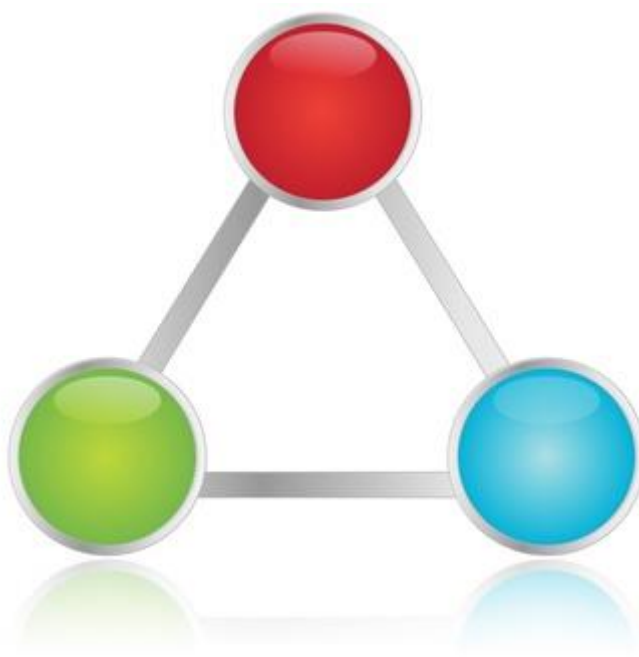
The Social Services and Well-being Act (the Act) shares similar principles with a number of national strategies and legislation. However, the Act shares almost identical principles with the Well-being of Future Generations Act with the main difference between the acts being the time frame: the PNA under the Act covers a 3-5 year period based on electoral cycle and the Well-being Assessment under the WFG Act covers a suggested period of 20-30 years.

<b>Social Services and Well-being Act Principles</b>	<b>Sustainable Principles: Well-being of Future Generations</b>
Services will promote the <b>prevention</b> of escalating need and the right help is available at the right time	<b>Prevention:</b> How acting to prevent problems occurring or getting worse
<b>Partnership</b> and co-operation drives service delivery	<p><b>Collaboration:</b> how acting in collaboration with any other person or any other part of an organisation could help meet wellbeing objectives</p> <p><b>Integration:</b> Consider how the proposals will impact on wellbeing objectives, wellbeing goals, other objectives or those of other public bodies</p>
<b>People</b> are at the heart of the new system by giving them an equal say in the support they receive	<b>Involvement:</b> The importance of involving people with an interest in achieving the wellbeing goals, and ensuring that those people reflect the diversity of local communities.
The Act supports people who have care and support needs to <b>achieve well-being</b>	<b>Long term:</b> the importance of balancing short- term needs with the need to safeguard the ability to also meet long – term needs

A task and finish group was established in Newport and led by Director for People to explore synergies across both acts. The group has identified and explored opportunities to align both population assessments, reduce duplication and identify areas of joint working/collaboration. The learning from the task and finish group has been used to design the methodology across the region; and also shared with Welsh Government. The analysis has also laid foundations for aligning the regional Area Plan and local Well-being Plans required under subsequent acts.

## **Social Services and Well-being Act Prioritisation Matrix 'Triangulation'**

It is important that priorities are identified through sound reasoning and clear evidence which also delivers the Welsh Government's direction for public services at a local level. However, it is paramount that priorities reflect the local needs of communities and are identified through effective engagement and co-production with local people. To ensure all factors are considered, a '*Prioritisation Matrix*' has been developed based on the 3 factors and we call this 'triangulating the priorities'.



- A. Engagement – what have people told us?**  
Needs identified by vulnerable groups, providers and wider population.
- B. Data trends – What has the data told us?**  
Is the data curve moving in an adverse direction and will it exacerbate or reach a critical level without intervention?
- C. National policy and strategies – What are we expected to deliver?**  
Are the emerging priorities representative of national drivers and is funding provided through national funding streams?

Following the identification of outcomes a '**Partnership working and resources test**' is applied to ascertain if the outcomes require multi-agency input and would the outcome be achieved without intervention or resources? If the outcome cannot be achieved within existing resources/partnership working it is included as priority outcome.

## **Outcome Priorities**

The outcomes identified through the engagement with citizens, practitioners, partners and confirmed through consultation and use of the prioritization matrix.

<b>CORE THEME</b>	<b>Outcome Priority</b>
Children & Young People  Older People	<ul style="list-style-type: none"> <li>• To improve outcomes for children and young people with complex needs through earlier intervention, community based support and placements closer to home</li> <li>• To ensure good mental health and emotional well-being for children young people through effective partnership working</li> <li>• To improve emotional well-being for older people by reducing loneliness and social isolation with earlier intervention and community resilience</li> <li>• To improve outcomes for people living with dementia and their carers</li> <li>• Appropriate housing and accommodation for older people</li> </ul>
Health & physical disabled people  People with Learning Disabilities and Autism Spectrum Disorders	<ul style="list-style-type: none"> <li>• To support disabled people through an all age approach to live independently in appropriate accommodation and access community based services, including transport.</li> <li>• To help people reduce the risk of poor health and well-being through earlier intervention and community support</li> <li>• To support people with learning disabilities to live independently with access to early intervention services in the community; and greater public awareness and understanding of people with learning disabilities needs</li> <li>• To provide more timely diagnosis of Autistic Spectrum Disorder and access to support services and information and advice</li> </ul>
Mental Health	<ul style="list-style-type: none"> <li>• Increased understanding and awareness of mental health amongst the public to reduce stigma and help people to seek support earlier.</li> <li>• To improve emotional well-being and mental health for adults and children through early intervention and community support.</li> </ul>
Sensory Impairment	<ul style="list-style-type: none"> <li>• Ensure people are supported through access to accurate information, assistance and 'rehabilitation' where required</li> <li>• Improve emotional well-being especially through peer to peer support</li> </ul>
Carers who need support  Violence against women domestic abuse and sexual violence	<ul style="list-style-type: none"> <li>• Support carers to care through flexible respite, access to accurate information, peer to peer support and effective care planning</li> <li>• Improve well-being of young carers and young adult carers through an increased public understanding</li> <li>• Provide earlier intervention and safeguarding arrangements to potential victims through 'Ask and Act'</li> <li>• Safeguard victims, including men, through effective partnership support</li> </ul>

## **Cross-cutting priorities**

A number of priorities were identified that cut across the core themes above and will require a multi-agency approach

- Loneliness and social isolation
- Mental health and emotional well-being
- Support for carers
- Peer to peer advocacy
- Earlier support and community intervention

## **Demography – What does ‘Gwent’ look like?**

Greater ‘Gwent’ is a term used to reflect the five local authority areas: Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen. Gwent benefits from following the same geographic footprint as the Aneurin Bevan University Health Board. Demographics are varied and include rural countryside areas, urban centres and the most easterly of the south Wales valleys.

**Blaenau Gwent** is situated in the valleys of south east Wales and covers approximately 10,900 hectares with a population of 69,674. The area has accessible green spaces and close community working but it is an area with high levels of unemployment and a high percentage of people who are dependent on benefits.

**Caerphilly** has the largest population in Gwent of 179,941. People are widely dispersed amongst fifty small towns and villages with the main settlements largely reflecting the area’s rich coal mining heritage. Caerphilly has an expanding economy and benefits through good transport links to Cardiff but there are significant levels of unemployment and poor health.

**Monmouthshire** is classed as a ‘semi-rural accessible area’. There are four major towns, with a total population of 92,336. Monmouthshire has the lowest level of unemployment in Gwent: however there are pockets of deprivation.

**Newport City** is the third largest urban centre in Wales with a population of 147,769. The city has the second largest number of people from minority ethnic communities of all the Welsh counties (after Cardiff) and has continued to increase since 2011 when the figure was estimated at between 6 and 7% of the population.

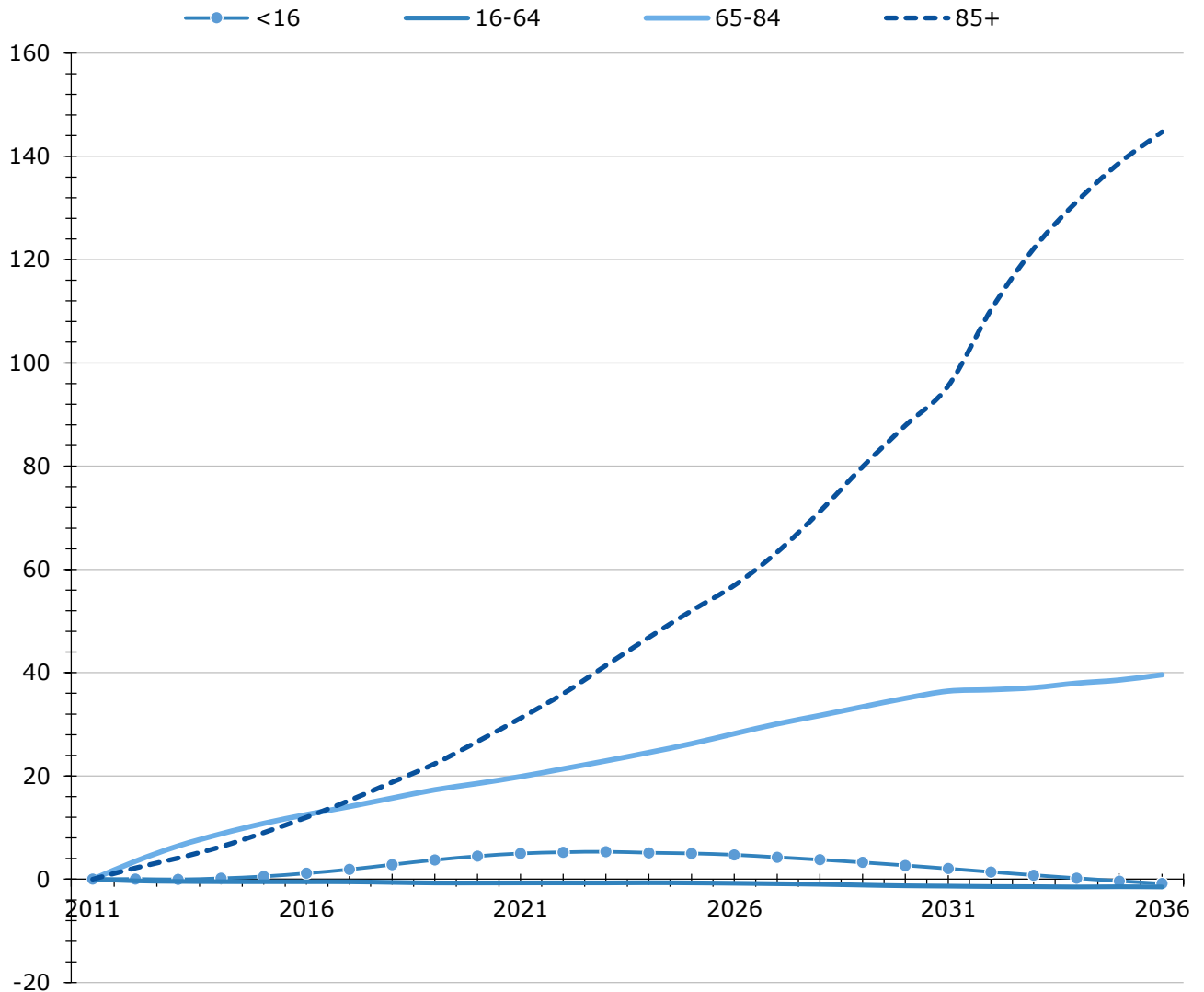
**Torfaen** is the most easterly of the south Wales urbanised valleys with a population of 91,609. There are three urban centres: Pontypool, Blaenavon, and Cwmbran. The largest number of traveller caravans was recorded in Torfaen during the January 2016 Bi-annual Gypsy and Traveller count with a total of sixty-one, which was 40.66% of the Gwent total.

Each local authority is required to produce a Well-being Assessment (WBA) under the Well-being of Future Generations Act and a link to the assessments will be included in the appendix as this PNA does not seek to replicate the more detailed local demography required in each of the individual WBAs.



## Population projections by age group, percentage change since 2011, Aneurin Bevan UHB, 2011-2036

Produced by Public Health Wales Observatory, using 2011-based population projections (WG)



### Key Points

- The population is projected to increase by 4.1% from around 577,100 in 2011 to 601,000 in 2036. The greatest increase will be seen in Newport with an estimated 17.3% increase (145,800 to 170,900), Caerphilly 2%, Torfaen 1.1%. Blaenau Gwent will have an estimated population decrease of -6.6% and Monmouthshire -1.3%. The Blaenau Gwent decrease is the largest estimated decrease across the population in Wales
- There are significant increases projected for the over 65 years of age population when an estimated 1 in 4 people (26%) will be aged 65 or older – which is broadly similar to Wales.
- By 2036, it is estimated that the number of people aged 85 and over will increase by 147% (from around 13,000 in 2011 to 32,000 in 2036)

#### ABUHB population key data

- In 2014, around 1 in 5 residents were aged over 65 years (19%), 6 in every 10 (62%) were of working age (16 to 64 years) and nearly 1 in 5 (19%) were aged under 16
- The population aged under 16 has decreased by 2,700 (1%) between 2005 and 2014, from 114,100 to 108,300
- There has been a significant decrease in the under 75 mortality rate of 17.1% and 17.4% for males and females respectively (a greater improvement than Wales). This demonstrates the positive impacts and significant improvements that a range of services, activities and targeted programmes have made to reduce mortality rates.
- The general fertility rate is broadly similar to that of Wales – but there are differences in the general fertility rates across ABUHB which will impact on the planning of maternity and child services – particularly for Newport and Monmouthshire.

#### Welsh Language

The Welsh language strategic framework '*More than just words*' aims to improve frontline health and social services provision for Welsh speakers, their family and carers. In keeping with the principles in the framework, the regional planning systems will include reference to the linguistic profile of local communities and ensure this is reflected in service delivery. A detailed Welsh language community profile has been completed by local Public Service Boards (PSBs) for inclusion in the local Well-being Assessment in each area, and this draft PNA does not duplicate the information. This PNA will use the profile to effectively identify the actions required to deliver the range and level of services identified as necessary through the medium of Welsh.

The development of the regional Area Plan will set out the key actions required to ensure people needing care and support services can access support through the medium of Welsh. We have already taken steps by ensuring assessments – proportionate and/or care and support planning – include the 'active offer' to converse through the medium of Welsh and is asked at the first point of contact within local authorities (this extends to social services and IAA *front doors*; and will also include integrated assessment (IA) stages). We will also work with workforce development colleagues to ensure sufficient Welsh language support is available across health and social care.

# SECTION 1

## **Engagement and what people have told us – a culture not a process!**

Engagement is central to the development of this PNA and critical to ensuring the identified needs are reflective of local communities. We need to identify the issues important to citizens as well as ensuring people are equipped to promote their own wellbeing.

***A considerable emphasis has been placed on engagement and the views of citizens as we want the PNA to be owned by citizens and bring about the change required to promote wellbeing.***

Under the Act a regional Citizens' Panel and a regional 'Value-Based' Provider Forum have been established; and they have been engaged to ensure citizen and provider views are central to the PNA.

### **How engagement is central to the PNA - Our Procedure**

Regional Partnership Boards must establish and publicise a procedure for obtaining people's views on the PNA. Our procedure is set out below

#### **1. Identify the citizens: 'Who we have engaged with'**

##### **I. People Accessing Care and Support Services**

We recognise that engagement must take place with **people, including children**, who have experience of **using care and support services**, the parents of children who have care and support needs, and carers. Under the Act there is a requirement for individual local authorities to undertake a qualitative questionnaire with people who are supported by social services and across the region 10,000 questionnaires were posted to citizens between September and November 2016. It is too early to include a complete analysis of the questionnaire feedback from across Gwent in this PNA but information will be used to produce the underpinning regional Area Plan. However, a preliminary overview is as follows

- Nearly 10,000 questionnaires were distributed across Gwent
- The return from adults was over 30% in each local authority
- The return from children was much lower and below 20% across the region
- A large percentage of adults felt they were treated with respect and 83% were happy with the support they received but a smaller percentage felt part of their community
- Large numbers of carers felt part of the decisions involving loved ones they cared for but a smaller number felt they can sometimes do the things that matter most to them
- A large percentage of children felt they live in home with people where they are happy and feel safe

## II. Focussed work with minority groups

We have also engaged the views of those who would otherwise be hard to reach and marginalised including those of minority groups such as homeless people and travellers. We have used existing mechanisms to engage with vulnerable groups such as those set out below

- Looked After Children and young carers
- People in secure estates and their families
- Homeless people
- Lesbian Gay Bisexual Transgender (LGBT) community
- Black Minority Ethnic groups
- Military veterans
- Asylum seekers and refugees

## III. Use of existing networks and groups

We recognise that there are numerous established groups and networks that are best placed to provide views of citizens. As part of the PNA we have also engaged with youth forums, 50 plus forums, parenting forums, citizen panels, carers groups and learning disability groups.

### Wider population in partnership with Wellbeing Assessments

We have linked closely with partners developing local wellbeing assessment under the Wellbeing of Future Generations Act and have included questions in relation to care and support needs in wider engagement events.

## **2. Engage with providers and third sector organisations**

We have developed a regional 'Value-Based' Provider Forum to ensure the views of local partners are central to the work of the Regional Partnership Board. We will engage with the third and private sectors to ensure the solutions required to deliver the PNA priorities can be achieved. Third and private sector organisations may be able to help to identify people who are not known to local authorities or Local Health Boards but have unmet care and support need(s). As part of the consultation we have organised 2 regional workshops to engage with the third sector and providers.

## **3. Be clear on what we ask people**

In relation to health and social care needs the 3 questions posed were

- i. What do you feel are your greatest needs?
- ii. How can we help you to improve your wellbeing?
- iii. What services are needed?

## **4. Summarise**

We have undertaken pre engagement with a number of people through citizen panels, provider forums, young people and older people forums. We have also worked in partnership with colleagues undertaking Wellbeing Assessments under the Wellbeing of Future Generations Act. A summary of the compiled feedback will be included in

the final PNA as Wellbeing Assessments have not been published to date and a robust analysis is required.

#### **5. Set out how information has been reflected in the assessment – *What people told us and what we will do.***

Throughout the PNA we have highlighted the comments of citizens to ensure their views are central to the development of the core theme situational analysis and response analysis. We will also set out clearly in the PNA: what people told us and what we will do.

#### **6. Feedback from existing groups and established engagement mechanisms**

##### **Supporting People**

The Supporting People programmes across the region have undertaken a Gwent Needs Mapping Exercise (GNME) which has collected information on individuals presenting to homelessness services, social workers, probation officers and other relevant services in the local area. The GNME form is distributed to agencies working with vulnerable people and during 2015 /2016 a total of **4940 GNME returns** were received from across the five Gwent local authorities; an increase of over a thousand returns compared to the previous reporting period. The Supporting People teams continue to raise the profile of the GNME form to organisations and **almost a quarter of those completing the GNME appear to have a diagnosed mental health condition.**

Local Supporting People teams also used different methods to engage with service users within their locality and some teams held events and others engaged directly by meeting service users at their own project. Service users were able to comment on the support they have received and it is clear to see the positive impact that floating support services and accommodation based services have on their well-being and quality of life. Suggestions to improve services were also received and this will further drive service developments across the region.

Supporting People also organise an annual needs planning event. Stakeholders are invited to attend giving their views and thoughts on services provided locally and regionally and information from these events helps to inform the understanding of unmet needs and at the priorities identified at the latest event were

- People with mental health issues
- People over 55 years
- Young People aged 16 to 24 years

The data continues to reflect that people are presenting to services with the same predominant needs as in previous years; this year mental health appears as either a lead or secondary need in every local authority, with older people aged 55+ being the prevailing lead need in Monmouthshire and Torfaen.

## Veterans

A veteran is defined as: *“anyone who has served for at least one day in the Armed Forces (Regular or Reserve), as well as Merchant Navy seafarers and fishermen who have served in a vessel that was operated to facilitate military operations by the Armed Forces.”*

There is no routine source of information on military veterans in Wales, so the number resident in Wales is unknown. Studies identify that most veterans in general view their time in the Services as a positive experience and do not suffer adverse health effects as a result of the time they have served. However, for a minority, adverse physical and mental health outcomes can be substantial and can be compounded by other factors – such as financial and welfare problems. Key health issues facing the veteran population relate to common mental health problems (but also include Post traumatic Stress Disorder (PTSD)) and substance misuse – including excess alcohol consumption and to a much lesser extent - use of illegal drugs. In addition, time in the Services has been identified to be associated with musculoskeletal disorders for some veterans.

Other issues that studies have identified as being of importance to veterans include:

- Accessing suitable housing and preventing homelessness
- Supporting veterans into employment
- Accessing appropriate financial advice and information about relevant benefits
- Accessing health and support services
- Supporting veterans who have been in the criminal justice system
- Loneliness and isolation
- Ready access to services to ensure early identification and treatment (physical and mental health)
- Supporting a veterans wider family

Research suggests that most people ‘do not suffer with mental health difficulties even after serving in highly challenging environments’. However, some veterans face serious mental health issues. The most common problems experienced by veterans (and by the general population) are:

- depression
- anxiety
- alcohol abuse (13%)

Probable PTSD affects about 4% of veterans. Each year, about 0.1% of all regular service leavers are discharged for mental health reasons. Each Health Board in Wales has appointed an experienced clinician as a Veteran Therapist (VT) with an interest or experience of military (mental) health problems. The VT will accept referrals from health care staff, GPs, veteran charities and self-referrals from ex-service personnel. The service in ABUHB is based in Pontypool. The primary aim of Veterans’ NHS Wales is to improve the mental health and well-being of veterans with a service related mental health problem. The secondary aim is to achieve this through the development of sustainable, accessible and effective services that meet the needs of veterans with mental health and well-being difficulties who live in Wales. A 2016 report from ‘Forces in Mind’ provides the findings from a review of the mental and related health needs of

veterans and family members in Wales. The report identified that a lot of good work had been developed in Wales in recent years to better meet the mental and related health needs of veterans and their family members, however the report also identified areas where it was felt additional work was needed to be undertaken to meet the needs of veterans, including:

- A need for a strategic focus and co-ordination in terms of planning/commissioning of services for veterans - both generalist and specialist - across sectors and regions
- A need to ensure consistency and implementation across Wales of the Armed Forces Forums and Champions.
- A need to ensure the long-term sustainability of/capacity within services.
- A need to establish effective local multi-agency partnerships to improve assessment and referral pathways.
- Meeting the needs of veterans with highly complex needs particularly those with dual diagnosis (mental health and substance misuse) and those involved in the criminal justice system.
- To meet the unmet need among veterans and families, with more prevention, identification and early intervention needed within generalist/mainstream services to prevent pressure on crisis services.
- To recognise and appropriately cater for the practical, social and emotional support needs of the families of veterans with mental health problems including safeguarding issues particularly around domestic violence and the long-term well-being of children; capacity build family resilience and knowledge, to fulfil their key role in prevention, identification and sustainable treatment of veterans' mental and related health problems.

A Welsh Government report from 2014 'Improving Access to Substance Misuse Treatment for Veterans' identified that Substance Misuse Area Planning Boards lead on local collaborative planning, commissioning and delivery for services to ensure that the needs of veterans are met. A 2011 report from Public Health Wales on 'Veterans' health care needs assessment of specialist rehabilitation services in Wales' identified a range of recommendations to support veterans with respect to their physical health and disability with regards to specialist rehabilitation service provision.

## **Gypsy Travellers**

The 2011 Census showed the following people identified as Gypsy/Traveller or Irish Traveller (this excludes Roma)

- |                 |      |         |
|-----------------|------|---------|
| • Newport       | 84   | (0.06%) |
| • Blaenau Gwent | 72   | (0.10%) |
| • Torfaen       | 155  | (0.17%) |
| • Caerphilly    | 31   | (0.02%) |
| • Monmouthshire | 6    | (0.01%) |
| • Wales         | 2785 | (0.09%) |

However, it is likely that many households would not have completed the census – both because they were living on 'unauthorised sites' or encampments and as such did not appear on official records or because of a mistrust of the purpose of the census. Where people did receive forms potential lower than average literacy levels may have



meant that some households would not have completed them, and where they were completed some households would have chosen not to identify as Gypsies/Travellers or Irish Travellers.

The largest Gypsy & Traveller (G&T) population is in Torfaen, however Nantyglo in Blaenau- Gwent also has a large population, many now living in 'bricks and mortar' in close proximity to a long established site. Newport also has a significant G&T population in unofficial sites around the periphery of the city centre and Newport is very often the unofficial unauthorised site for travellers in transit heading east/west from Ireland to England

### Issues facing Gypsies and Travellers

The population face poorer health outcomes when compared to the general population.

- Infant mortality rates are up to five times higher among this minority group when compared to the national rate.
- The immunisation rates among Travellers' children are low compared with the rest of the population. Some suggest that GPs are reluctant to register Travellers as they are of no fixed abode, meaning they cannot be counted towards targets and therefore remuneration.
- There is a high accident rate among the Traveller and Gypsy population, which is directly related to the hazardous conditions on many Traveller sites - particularly as sites are often close to motorways or major roads, refuse tips, sewage work, railways or industrialized areas. Health and safety standards are often poor
- Travellers have lower levels of breastfeeding.
- There is also a higher prevalence of many medical conditions when compared to the general population, including miscarriage rate, respiratory problems, arthritis, cardiovascular disease, depression and maternal death rates.
- Alcohol consumption is often used as a coping strategy, and drug use among Traveller young people is widely reported and feared by Traveller elders.
- Cultural beliefs include considering that health problems (particularly those perceived as shameful, such as poor mental health or substance misuse) should be dealt with by household members or kept within the extended family unit
- Travellers also face challenges in accessing services either due to the location of the sites (or due to transient nature of being in an area). Not having access to transport (particularly related to women who often cannot drive) to reach services is another reason for low use of services as well as low levels of health literacy of what services they are entitled to use or how to access them.

Generally the communities have low expectations in regard to their health and life expectancy. Studies have repeatedly shown that Travellers often live in extremely unhealthy conditions, while at the same time using health services much less often than the rest of the population.

## **Black Minority Ethnic (BME) groups**

The 2011 Census shows the following percentages classed as BME populations in each local authority compared to Wales.

- Blaenau Gwent 1.5%
- Caerphilly 1.6%
- Monmouthshire 1.9%
- Newport 10.1%
- Torfaen 2.0%
- Wales 4.4%

Public Health Wales have found that ethnicity is an important issue because, as well as having specific needs relating to language and culture, persons from ethnic minority backgrounds are more likely to come from low income families, suffer poorer living conditions and gain lower levels of educational qualifications. In addition, certain ethnic groups have higher rates of some health conditions. For example, South Asian and Caribbean-descended populations have a substantially higher risk of diabetes; Bangladeshi-descended populations are more likely to avoid alcohol but to smoke and sickle cell anaemia is an inherited blood disorder, which mainly affects people of African or Caribbean origin. *Raising the Standard: Race Equality Action Plan for Adult Mental Health Services* aims to promote race equality in the design and delivery of mental health services in order to reduce the health inequalities experienced by some ethnic groups.

## **Asylum Seekers, Refugees & Migrants**

Until 2001, relatively low numbers of asylum seekers and refugees decided to settle in Wales compared to some parts of the UK. The numbers of asylum seekers and refugees increased when Wales became a dispersal area. The number of asylum applications in 2016 has seen an increase of 8% compared to the year before. Service provision to refugees and people seeking asylum by non-government organisations (NGOs) has decreased significantly in recent years. This has an adverse impact on people's health and wellbeing. No Recourse to Public Funds and safeguarding issues such as honour based violence and trafficking are key emerging themes for service providers. For service users the lack of, or limited access to information and tenancy support appear to be the key emerging themes

Various reports acknowledge that data collection systems for the number of migrants have weaknesses, which puts limitations on their reliability. There is no agreed definition for 'migrants' which further exacerbates reliable data collection.

The 2011 census found that the top ten countries of origin of people born outside the UK, in order of highest numbers first were: Pakistan, India, Bangladesh, Poland, Philippines, Germany, South Africa, Nigeria, Italy and Zimbabwe. Feedback from Education and Social Services indicate that people from Roma background have very specific needs in addition to those of the general new-migrant population.

Good communication with migrants is essential. Determining the language and suitability of format (e.g. written, audio, face to face, telephone) and support available, such as advocacy and interpretation are critical elements to ensure effective communication. This will in turn benefit budgets and customer care as it contributes to determining the appropriate service. In addition, other issues highlighted for both migrants and asylum seekers include the need for more advocacy and floating support for migrants, lack of a strategic approach to information and service provision for new migrants and lack of coordination between services for migrants, asylum seekers and refugees.

### **Lesbian Gay Bisexual Transgender (LGBT) community**

The public health white paper 'Healthy Lives, Healthy People' identified poor mental health, sexually transmitted infections (STIs), problematic drug and alcohol use and smoking as the top public health issues facing the UK. All of these disproportionately affect LGBT populations:

- Illicit drug use amongst LGB people is at least 8 times higher than in the general population
- Around 25% of LGB people indicate a level of alcohol dependency
- Nearly half of LGBT individuals smoke, compared with a quarter of their heterosexual peers
- Lesbian, gay and bisexual people are at higher risk of mental disorder, suicidal ideation, substance misuse and deliberate self-harm
- 41% of trans people reported attempting suicide compared to 1.6% of the general population

### **People in secure estates and their families**

HMP Usk/Prescoed is situated in Monmouthshire and social care staff support inmates in line with the Act. ABUHB also provide primary healthcare services to offenders in HMP Usk/Prescoed, in partnership with the National Offender Management Service (NOMS). In addition to the prison population it is likely that ex-offenders will require additional care and support to prevent needs arising, particularly those who misuse drugs and/or alcohol or have mental health problems. A recent 'Prison Health Needs Assessment in Wales' report was published by Public Health Wales and highlighted a number of key areas to address:

- Access to healthcare facilities
- Mental health and healthcare
- Substance Misuse including smoking
- Oral health
- Infections disease
- Support following release

## Children and young people

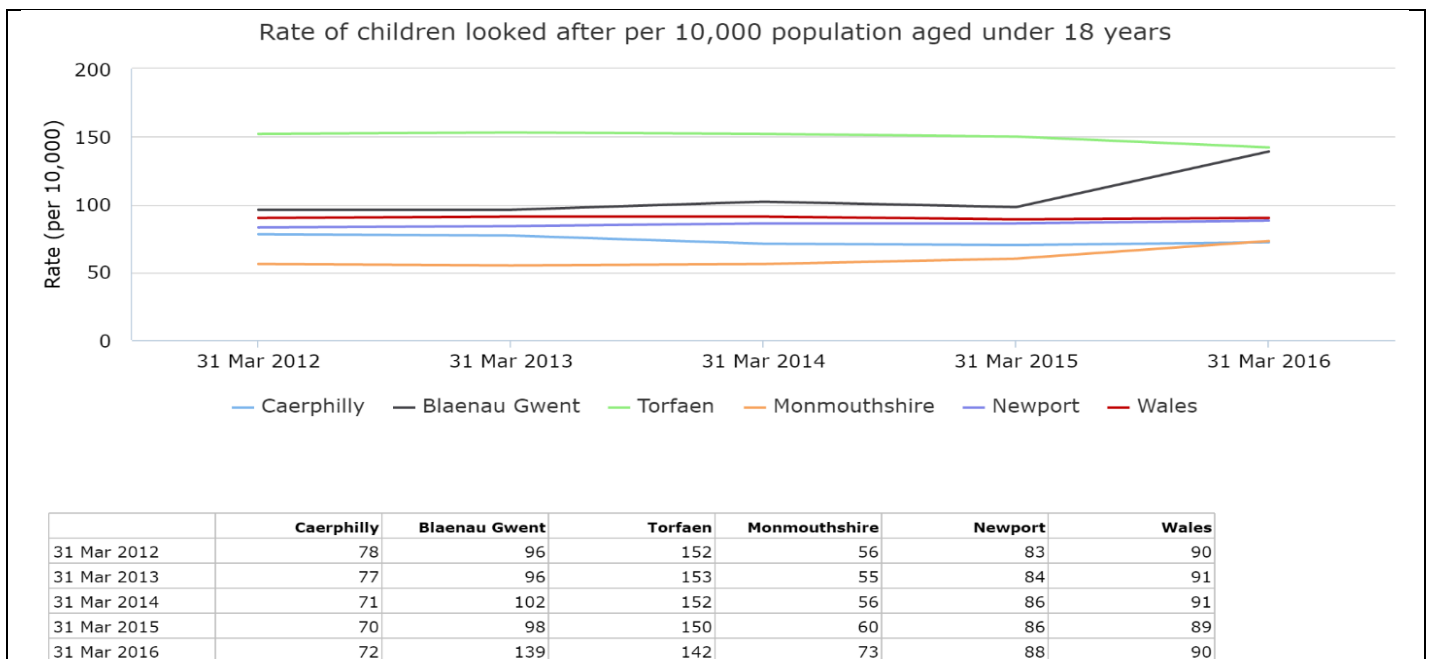
A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA 'Children and Young People' are defined as people aged up to the age of 18 years and who are receiving care and support services.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) **To improve outcomes for children and young people with complex needs through earlier intervention, community based support and placements closer to home.**
- (2) **To ensure good mental health and emotional well-being for children young people through effective partnership working**

### So what does the data show us?

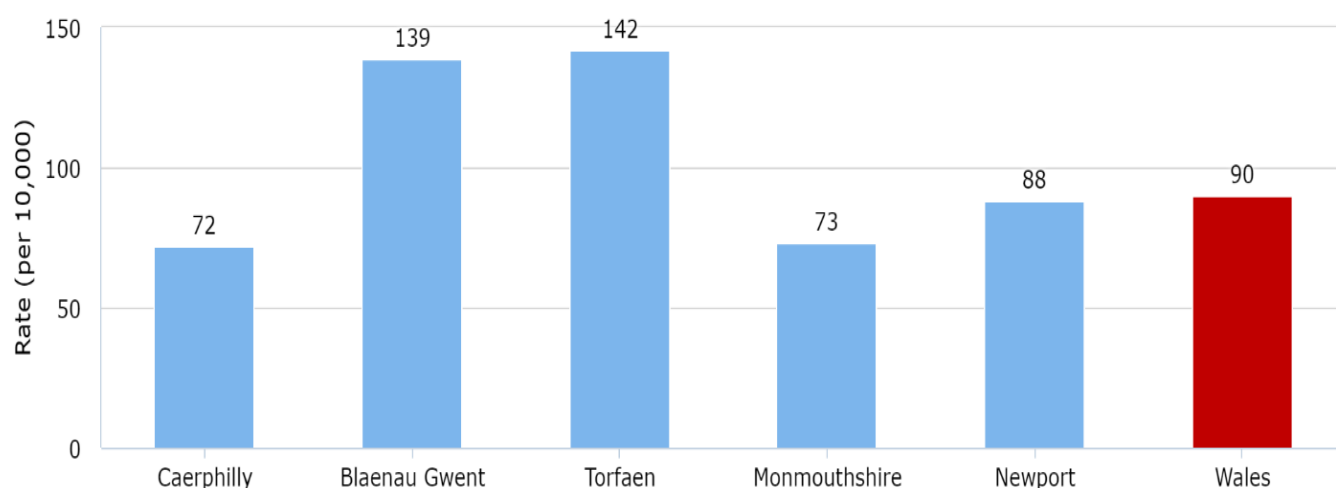
A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.



Source: Welsh Government (WG)

**Error! Reference source not found.** shows the rate of looked after children per 10,000 population aged under 18 across the Gwent region over the period 2012 to 2016. Blaenau Gwent saw the highest increase over the period, while the biggest decreases was in Caerphilly and Torfaen over the period. The rate has remained at a near constant for Wales over the period 2012 to 2016.

Rate of children looked after per 10,000 population aged under 18 years - 31 Mar 2016



Source: Welsh Government (WG)

**Error! Reference source not found.** shows the rate of children looked after per 10,000 population aged under 18 years on 31 March 2016 across the Gwent region. This ranged from 72 per 10,000 population in Caerphilly to 142 per 10,000 population in Torfaen. This compares with 90 per 10,000 population for Wales on 31 March 2016.

### What do we know?

The reason(s) why a child becomes looked after varies, but in nearly every case children will have been through a traumatic or difficult life experience which can result in instability, distress, poor emotional and physical health, or lack of social and educational development. Overall, looked after children do not enjoy the same positive advantages, experiences and outcomes as other children. Occasionally children are placed out of the county to ensure their well-being is protected and their outcomes met. For some children with complex health needs, suitable provision of support is sometimes only available out of their county. Out of county placements can be very costly to local authorities and in some cases the single largest expenditure to social care budgets; and in some cases the expected outcomes for children placed away from their homes are not always met as well as was originally intended.

It is therefore recognised that children and families benefit from services being delivered as close to home as possible to maintain essential and important connections with support networks, and other local services. It is also recognised that for some young people, the required support may be located out of their local area, as the specialised provision is not available, but it can mean that they may become isolated from their professional and social networks. This practice is not in line with the Welsh Government priority of keeping young people in Wales and close to home if appropriate.

A small number of children, mainly disabled children, receive NHS Continuing Healthcare funding. These young people present with complex needs and are in receipt of significant packages of care, usually out of county as appropriate provision is not often available within the Gwent region.

## What are we doing?

A regional **Children & Families Partnership Board (CFPB)** has been established with representation from across health, social care and education. There is no set definition for children with complex needs at a regional level, but the CFPB has defined this group of children and young people (CYP) as

1. CYP who have experienced complex trauma (often challenging teenagers with complex attachment difficulties).
2. CYP with ASD/Learning Disability and challenging behaviours
3. CYP with Physical Disabilities and complex health needs

The CFPB has identified the following areas of collaboration:

- integrate systems, assessments and planning for children with complex needs, where a multi-agency timely response would produce better well-being outcomes for the children, young people and their families/carers
- prevent escalation of complexity and related crisis
- plan and develop (commission) a responsive and integrated range of well-being, care, support and accommodation services to meet the well-being outcomes for C&YP with Complex needs and their families/carers
- achieve a consistent regional decision making process for Continuing Care

Following a gap analysis in emotional well-being and mental health services project (completed 2015) relevant partners have been, or are in the process of developing a number of services including:

- Neurodevelopmental Service (ASD/ADHD)
- Enhanced Early Intervention in Psychosis (14-25 Age Group),
- Specialist CAMHS Crisis Responses: Enhanced Crisis Outreach Team, Extended Eating Disorder Service, Extended Emergency Liaison Service and Dialectical Behaviour Therapy Service
- Psychological service for developmental trauma and attachment difficulties
- Development of Integrated Services for Children with Additional Needs (ISCAN) based on a hub and spoke model of service delivery in ABUHB children's centres to support children and young people with disabilities and their families/carers

## **Case Study**

*In 2015, Caerphilly Children's Services volunteered to be the lead testing area to pilot a new model of joint assessment and planning, based on recognized best practice and a Multi-agency Assessment and Planning Group for Children with Complex Needs was established. The main drivers for improving practice are early intervention and the continued feedback from families who would welcome a joined up approach and the production of a single plan. Funding from Intermediate Care Fund 2016 (ICF) was granted to pilot a new integrated assessment and planning model.*

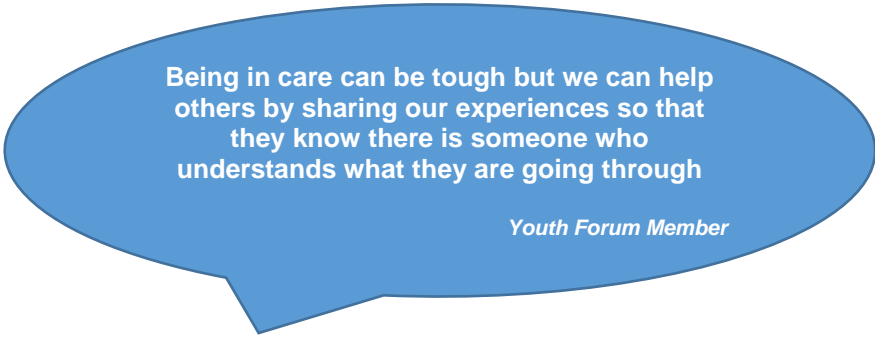
In relation to the CFPB priorities, an external consultancy has been commissioned to undertake research on steps that local authorities, Aneurin Bevan University Health Board and partner agencies should take to help prevent the escalation of complex needs. The research is focused on three main areas:

- ***How best to address the increasing number of looked after children being placed in independent out-of-region residential care.***

- **Over time, help to safely reduce the number of looked after children who experience a combination of placement breakdown, an escalation of need, and placement in independent out-of-region provision.**
- **Consider how support for children and young people on the edge of care (in danger of becoming looked-after) could operate effectively and safely to prevent such children and young people requiring statutory care.**

Research is also being undertaken in the Development of Accommodation and Support for Care Leavers with Complex Needs and the objectives of this work are to: develop an integrated plan to support a regional approach to delivering accommodation and support services for young people in care or leaving care post 16 years of age; outline new and innovative ways of delivering accommodation and support services to this vulnerable group, reducing the over-reliance on the private sector in ensuring that the needs of these young people are met in the longer-term and; research and propose evidenced based regional opportunities of alternative accommodation solutions to CYP who have experienced complex trauma.

**Flying Start** and **Families First** are preventative programmes which aim to give children the best start in life, reduce the escalation of needs and support families to ensure a child's well-being. A recent health **Adverse Childhood Experience (ACE)** study highlights that children who experience 4 adverse experiences are 3 times more likely to suffer from poor mental health in later life. The RPB are considering how ACEs can be reduced through a collective approach across health and social care, and through a place based approach such as '*Care Closer to Home*' (see section 2). There are a number of other support services available through the third sector as well as core public local authority and health services.



Being in care can be tough but we can help others by sharing our experiences so that they know there is someone who understands what they are going through

*Youth Forum Member*

What we will do:

We will explore a peer to peer Support groups for young people

## **Actions and next steps**

### ***Prevention and Early Intervention including Information, Advice and Assistance (IAA)***

There is a need to develop joint assessment, planning and commissioning for children with varying needs where a multi-agency response would produce better outcomes. This way of working will help deliver:

- A focus on prevention of crises and support at an earlier point in their development.
- Support nearer to their own community
- A focus on meeting children's needs in a more integrated way and jointly commissioned across health and social care

There are 4 key early intervention anti-poverty programmes funded across Wales: Communities First, Families First, Flying Start and Supporting People (Communities First is being phased out but

some provision will remain). Welsh Government are currently exploring consistent assessment principles, consistent workforce training and joint commissioning opportunities across the programmes, and the region will explore similar approaches. Information, Advice and Assistance (IAA) will also direct families to appropriate resources and support; and Family Information Services are key partners at the 'front door' in each local authority to 'signpost' to effective support. In line with ABUHB's 'Care Closer to Home', there is an opportunity to explore place-based approaches and preventative services (see section 2 for further details).

### **Commissioning, Pooled Budgets and Health and Social Care Integration**

We will need to ensure that funding is re-directed to provide lower levels of intervention, to support children sooner and to prevent avoidable or unnecessary out of county placements. We will need to make use of the Intermediate Care Funding (ICF) across the region and as highlighted, an external consultancy are researching appropriate models to reduce escalation of need, including a review of out of county placements and the potential to re-design local services to meet future needs. Under part 9 of the Act there is a requirement to set out and agree plans for health and social care integration for children with complex needs due to disability or illness; and it is anticipated that the externally commissioned review will bring forward recommendations to facilitate greater integration. Also, under Part 9 of the Act there is a requirement to ensure joint commissioning of Integrated Family Support Teams, and this will now fall under the governance arrangements of the Regional Partnership Board. Heads of Children Services are currently exploring and developing regional fostering arrangements across the region.

### ***Advocacy and Voice of the child***

We will ensure the views of children are considered in all planning arrangements and ensure that advocacy provision is available throughout the region for children and young people. A single regional advocacy contract is being develop by Heads of Children Services and we will work closely with current advocacy providers to determine good practice and identify any gaps in service provision. Through our third sector partners we will also aim to increase informal advocacy and explore the roles of social enterprises and community groups in this area.

### **Links to key strategies**

- **Regional Partnership Board Statement of Intent Children with Complex Needs**
- **NHS Adverse Childhood Experiences (ACE)**

### **Summary and what we will deliver through the regional Area Plan.**

- **Support Children and Family Partnership Board's review of local arrangements for children with complex needs and delivery of work programme with a focus on Looked After Children.**
- **Consistent models of practice and alignment of Welsh Government's early intervention and preventative programmes**
- **Develop and deliver a regional ACE action plan with a focus on earlier intervention and mental health support for children and young people through community based assets.**



## Older people

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA Older People are categorized as being over the age of 55 years.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) **To improve emotional well-being for older people by reducing loneliness and social isolation with earlier intervention and community resilience**
- (2) **To improve outcomes for people living with dementia and their carers**
- (3) **Appropriate housing and accommodation for older people**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

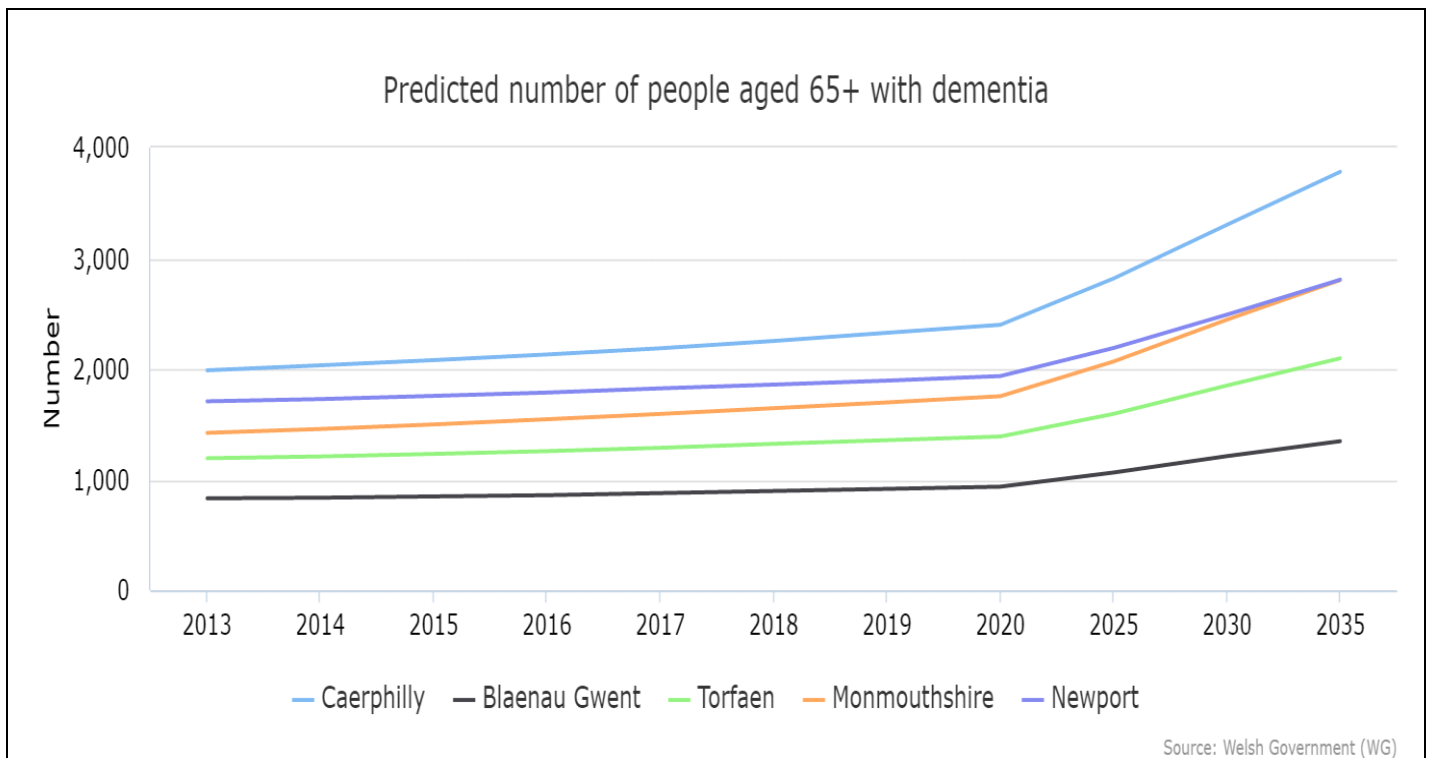
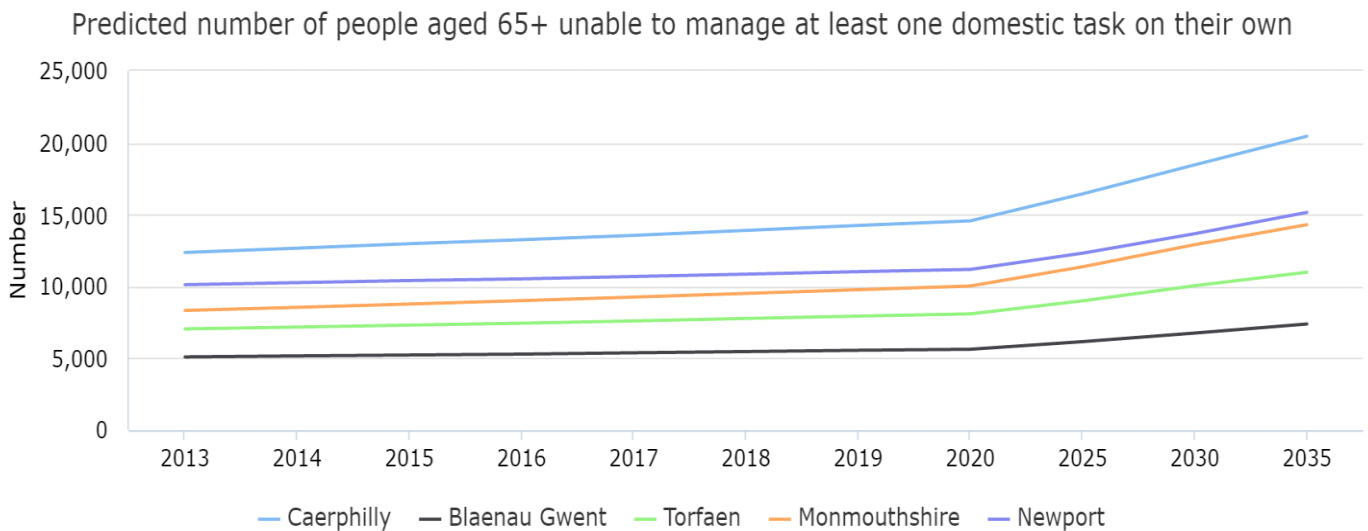


Figure OP1 shows the predicted number of people aged 65 years or older with dementia over the period 2013 to 2035. It shows that across all local authority areas in the Gwent region an increase in the number of people living with dementia is predicted. The increases range from 62.1% in Blaenau Gwent to 97.1% in Monmouthshire over the period 2013 to 2035.



Source: Welsh Government (WG)

Figure OP2 shows the predicted number of people aged 65 years or older who are unable to manage at least one domestic task on their own over the period 2013 to 2035. It shows that all local authority areas across the Gwent region are predicted to see an increase. The predicted increases range from 44.9% in Blaenau Gwent to 71.6% in Monmouthshire.

### What do we know?

We know from Office National Statistics data that the number of people aged over 85 in UK has doubled in the past three decades and by 2030, one in five people will be over 65. The demographic and financial pressures are well known and form the context of the whole system transformation that is required. Wales already has a higher proportion of people over 85 than other parts of the UK, so the need for change is more significant, as the **percentage of 85 year old's is set to increase by 90% by 2030** and a growth of 30-44% of people living with dementia.

When I was diagnosed with dementia I became depressed and didn't leave my home, but the best thing that happened to me is that I met another person living with dementia who understood what I was going through. I am now very active thanks to her

*Dementia Friendly Café Member*

### What we will do

**Develop a new peer to peer service for people newly diagnosed with dementia to link with people who also have a diagnosis**

### What are we doing?

The Aneurin Bevan University Health Board (ABUHB) and the five Gwent local authorities have well established arrangements for aligning, planning and delivery across the care pathway including specialist care through to community support. The **Gwent Frailty programme** has taken this

forward with the aim of building capacity within community settings to reduce demand on health and social care resources, particularly acute and institutional care. This is a multi-agency approach and one that we aim to build on to address the well-being needs and aspirations of our older citizens as well as reduce delayed transfers of care.

There are well established **Community Resource Teams (CRTs)** in each of the five boroughs and are planning to increase capacity and capability, utilising the Intermediate Care Fund for 2016/17. The Frailty programme recognises need for risk stratification to ensure resources are targeted to prevent deterioration and we are working with GP teams to develop suitable tools and systems.

More recently ABUHB have undertaken '**Care Closer to Home**' development workshops in each local authority to identify opportunities to align and integrate services around GP cluster areas (Neighbourhood Care Networks). As part of the workshops a mapping exercise of support services was undertaken and the findings are to be used as the basis of service development and delivery in the next period.

### **Case Study**

*Pre-engagement workshops undertaken with the regional citizen panel, provider forum and leadership group identified person centered support, where people are listened to, with earlier intervention and community resilience. Newport City Council and ABUHB Primary Care have committed Primary Care and ICF funding to the **Newport Older Person's Pathway**. This project involves risk stratification of over 75s and the provision of targeted support through Age Cymru employed Care Facilitators. Older people that are identified as 'at risk' through the risk stratification tool are offered a home visit to develop a 'Stay Well Plan' that will help them to maintain their independence.*

### **Actions and next Steps**

#### **Preventative and Early Intervention including Information, Advice and Assistance (IAA)**

- Reduce social isolation and loneliness through community connectors, social prescribing, volunteer activity and schemes such as ABUHB ChaT scheme.
- Develop further '*Dementia Friendly Communities*'
- Wider integration of a 'team around the person and their supporters' and place based approach on Neighbourhood Care Network (NCN) footprints, linked to the '*Care Closer to Home Strategy*' and to make use of community hubs to focus on keeping people independent and well in the community.
- Supporting Anticipatory Care Planning, so that people's needs and wishes can be taken forward, even in times of crisis. We anticipate this would reduce unplanned hospital admissions for those who would prefer to remain at home or within a care home setting to receive treatment.
- Develop new ways of engaging with people, especially in partnership with **third sector** to provide information, including the national DEWIS Citizen Portal, as well as social media and other forms of communication to promote easy access to support.
- Academic studies and evaluations undertaken as part of The Big Lottery Fund have demonstrated that **volunteering** can have a positive effect on a range of aspects of individual well-being, including: happiness, life satisfaction, self-esteem, sense of control over life, improved physical health and alleviating depression. We will encourage volunteering working in partnership with third sector partners and support the rollout of the new 'Ffrind I mi' volunteering programme launched by ABUHB.

## Commissioning, Pooled Budgets and Health Social Care Integration

We already have a level of service integration and collaboration through the Gwent Frailty service and integrated Boards for Carers, Dementia, Learning Disability & Mental Health services, but recognise that we need to extend this to cover:

### 1. Improved partnership processes

- Gwent already has several well established integrated services for older people and we will build on this solid foundation using the new integrated assessments to ensure that there is a holistic approach to individuals that supports independence and reduces hospital admissions. The role of case co-ordinator will be established so that older people with complex needs will have a single point of contact, who is able to cross professional and organisational boundaries to find solutions to meet a wider range of individual needs.
- Workforce Development - front line services should be delivered by experienced professionals, who are able to triage and problem solve. Individual local services have been developed in each of the 5 localities that supports this approach, with demand being pro-actively managed, through effective risk management and sign-posting to alternative services. There will be a need for all health and social care workers to have a knowledge of older people's issues.

### 2. Flexible and responsive services

- We will take forward wider consideration of extended and 24/7 working, with some key services being re-designed to meet this requirement. We already provide most Frailty services 365 days per year and we can build on this to create an integrated health and social care service that better meets the expectations of older people with complex needs and take forward good medication support into evenings and weekend, linking to hospitals

### 3. Commissioning and pooled budgets

- We will facilitate domiciliary care that is planned and developed with providers on a place based approach to be sustainable and outcome focused. This has begun with an in depth review of domiciliary care during 2016/17 the findings of which will be considered and implemented during 2017/18. We will develop the working relationships with Registered Social Landlords (RSL's) established through the 'In One Place' project to ensure there is an alignment to the review of domiciliary care on a place based approach.
- We will take forward a 'better life' programme and resilience models to support *care homes* in giving sustainable, high quality and consistent care to support well-being.
- We will support care homes to better manage older people with complex needs to reduce unplanned admissions to hospitals. This will also mean developing a much more integrated approach to commissioning care home provision with the establishment of a pooled fund by April 2018.

### **Case Study: New models Blaenau Gwent**

*There are some examples of community groups, social enterprises and cooperatives developing in the region. In Blaenau Gwent a community group has grown out of the dementia friendly community implementation group. The group – Blaenau Gwent friends of dementia – have raised funding to help people living with dementia access community groups and ensure their voices are heard. We need to promote this practice further and will work with our social valued based service providers to begin to articulate and pilot how new models of service might look in future.*

Direct payments are used across Wales to deliver social care and this promotes independence. However, their use is varied. Their use is to be encouraged, building on the achievements to date,

so that people are more empowered to design their own solutions when they have eligible care needs.

**Links to key strategies**

- **Regional Partnership Board Statement of Intent**
- **Ageing Well in Wales**
- **Care Council for Wales National Priorities**
- **Strategy for Older People 2013/23 refresh**

**Summary and what we will deliver through the regional Area Plan.**

- **Develop place based approach ‘Care Closer to Home’ including consistent delivery of community connectors across the region to reduce social isolation**
- **Further develop ‘Dementia Friendly Communities’**
- **Develop domiciliary care joint commissioning process with National Commissioning Board and linked to Care Standards Social Improvement Wales ‘Above and Beyond’ Report and the ‘Care and Support at Home’ Strategic Plan currently being developed by Care Council for Wales.**

## Health & Physical Disabled People

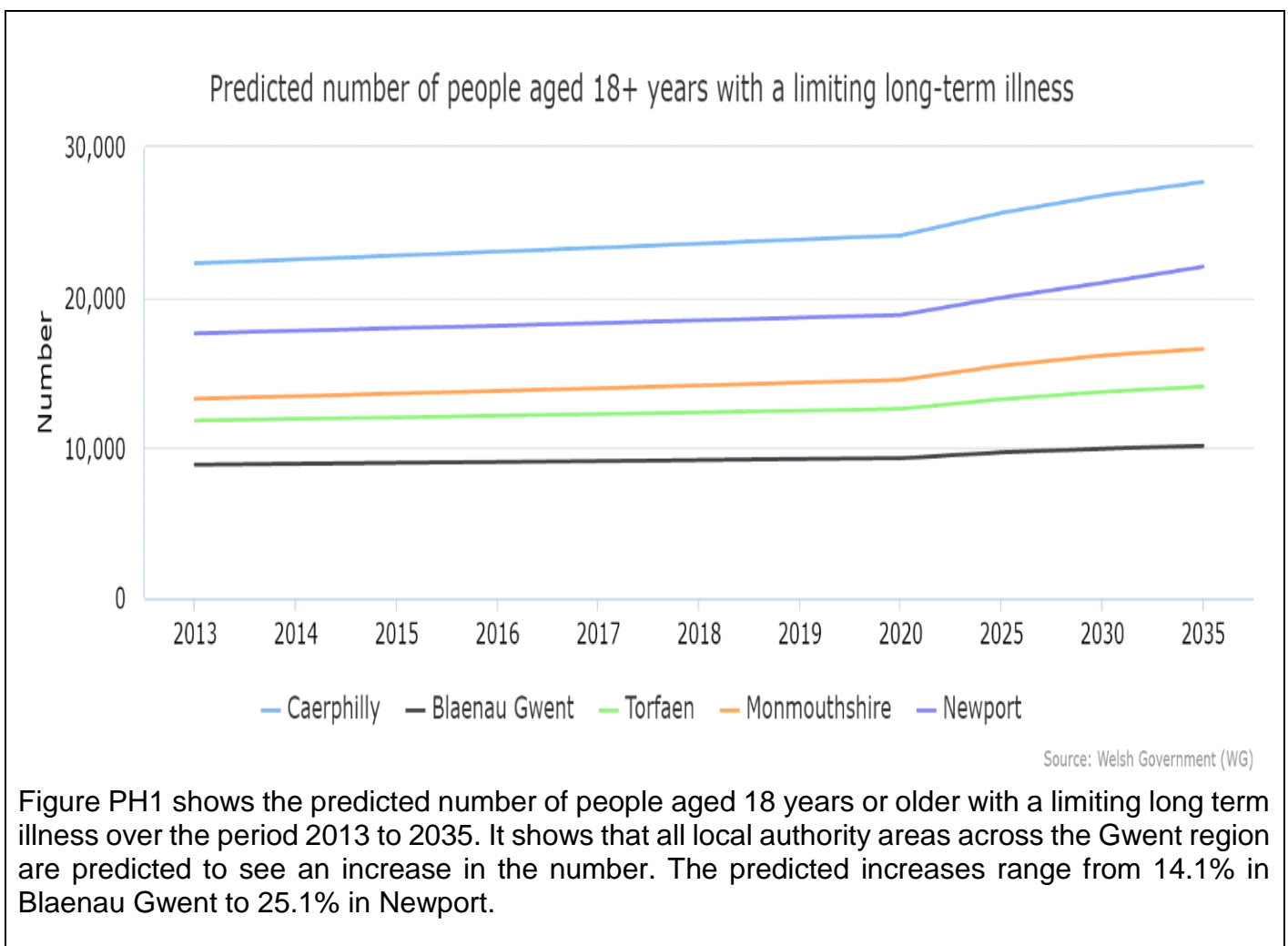
A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. **This chapter will consider the health needs of people requiring care and support AND the needs of Disabled People in the context of the 'social model of disability'.**

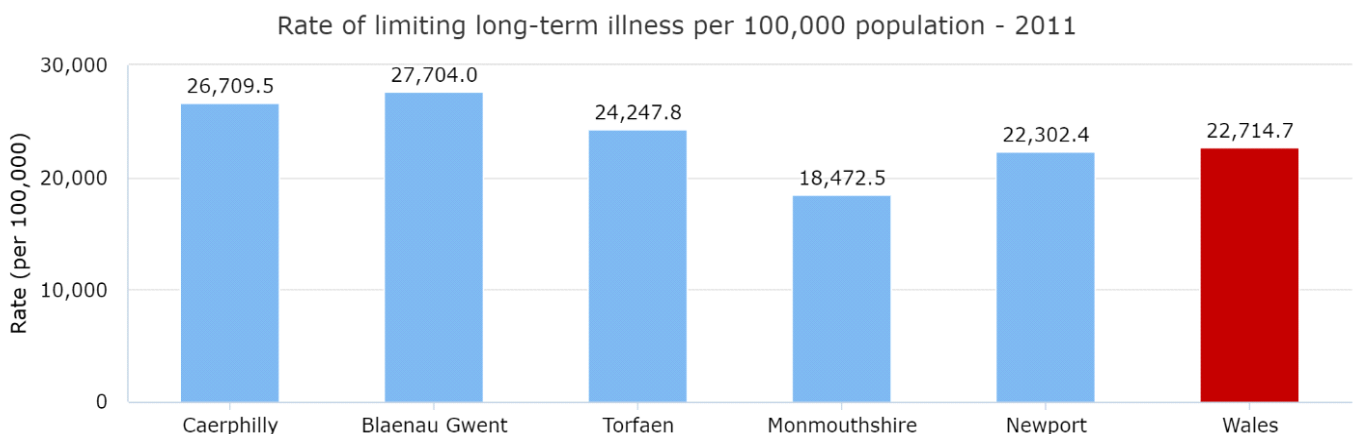
The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) To support disabled people through an all age approach to live independently in appropriate accommodation and access community based services, including transport.**
- (2) To help people reduce the risk of poor health and well-being through earlier intervention and community support**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.





Source: Welsh Government (WG)

Figure PH2 shows the rate of limiting long-term illness per 10,000 population in 2011. Across the Gwent region the rate ranged from 18,472.5 per 100,000 population in Monmouthshire to 27,704.0 per 100,000 in Blaenau Gwent.

### What do we know?

#### **Physical Disability – Facts and Figures (*Disability in the United Kingdom 2016*)**

- There are around 11.9 million disabled people in the UK. Almost 1 in 5 people (19%) in the UK have a disability; this figure has remained relatively constant over time (12.2 million in 2012/13). There are more disabled women than men in the UK.
- People living in Wales (26%) are more likely to have a limiting long-standing illness or disability than other regions of Great Britain.
- It is estimated that the number of older disabled people is likely to increase by around 40% between 2002 and 2022, if age related disability rates remain constant.
- In 2014/15, the most common impairments that disabled people had were: mobility (57%), stamina/breathing/fatigue (38%), dexterity (28%) and mental health (16%). Some people had more than one impairment
- 19% of households that include a disabled person live in relative income poverty (below 60% of median income), compared to 14% of households without a disabled person. Disabled people pay on average £550 per month on extra costs related to their disability.
- Transport is the largest concern for disabled people in their local area. Pavement/road maintenance, access, and frequency of public transport are the biggest issues.
- The annual cost of bringing up a disabled child is 3 times greater than that of bringing up a non-disabled child and 40% of disabled children in the UK live in poverty. This accounts for around 320,000 disabled children, and almost a third of those are classified as living in 'severe poverty'.
- Overall, 1 in 10 adults in Britain experience depression at any one time. Around 1 in 20 people at any one time experience major or 'clinical' depression. The **World Health Organisation has predicted that depression will be the leading cause of disability by 2020**. Mental ill health and learning disabilities in particular are anticipated to grow.
- The distribution of disabled people is fairly evenly spread across the UK but Wales (24%) and a few other regions in England have a higher rate of disability compared to the UK as a whole (19%).

- In the UK, people from white ethnic groups are almost twice as likely as those from non-white ethnic groups to have a limiting long-standing illness or disability (20% compared with 11%).

The Gwent area has a mixture of affluent and deprived areas. This is reflected in the wide range of lifestyle patterns and health outcomes in differing local authorities in the Gwent area.

### **Disability**

The original 1995 Act definition of disability is ‘a physical or mental impairment which has substantial and long-term adverse effects on ability to carry out normal day to day activities’. However, across the region we will adopt the the social model of disability which in that disability is caused by the way society is organised, rather than by a person’s impairment or difference. It looks at ways of removing barriers that restrict life choices for disabled people. When barriers are removed, disabled people can be independent and equal in society, with choice and control over their own lives. Many people with physical and sensory impairments live completely independently, however disability can sometimes necessitate increased need for informal help and health care and long-term care needs and costs. Although not an inevitable consequence of ageing, increasing age is commonly associated with increasing disability and loss of independence, with functional impairments such as loss of mobility, sight and hearing.

The term physical/sensory disability covers visual, hearing and physical impairments; the register of Physical/Sensory Disability is compiled from local authority registers of physically or sensory disabled people in Wales aged 18 years or over. Registration is voluntary and not all people with disabilities choose to register. The registers are therefore not a reliable guide to the prevalence of physical and sensory disability in the population. The prevalence of disability rises with age in general and with an increasingly older population it is expected that the number of people living with a disability in Gwent will increase in the coming years.

**Overall health** – Overall the health status of the population across Gwent is slightly worse to Wales in terms of general health status – with 22% of people describing their health status as being fair or poor compared to Wales (19%). 17% of the Gwent population identified that their day-to-day activities were limited because of health problem or disability lasting (or expected to last) at least 12 months – this is compared to a Wales figure of 15%, although there is wide variation across the Gwent area –12% in Monmouthshire and 22% in Blaenau Gwent. This variation can be clearly linked to deprivation. Across Gwent 52% of adults reported currently being treated for an illness (Wales 50%) with 21% of adults currently being treated for high blood pressure (Wales 20%), 15% for a respiratory illness (Wales 14%), 14% for arthritis (Wales 12%), 14% for a mental illness (Wales 13%), and 9% for diabetes (Wales 7%).

**Tobacco use (smoking)** – Smoking remains a major cause of premature death in Wales. Smoking and passive smoking has been linked to a range of serious illnesses including cancers and heart disease. Across Gwent 21% of adults aged over 16 smoked compared to 19% across Wales. This varies significantly across Gwent with 17% in Monmouthshire and 26% in Blaenau Gwent. Across all Gwent areas – the smoking prevalence for females is lower than males – the lowest smoking prevalence being 13% in females in Monmouthshire.

**Alcohol** – Alcohol is a major cause of death and illness in Wales with around 1,500 deaths attributable to alcohol each year (1 in 20 of all deaths). Across Wales consumption of alcohol has slightly decreased and adults under 45 now drink less. Whilst this decrease is good news, it masks persistent or increased drinking in over 45 year olds. 40% of adults across Gwent reported drinking above the guidelines on at least one day in the past week, including 25% who reported drinking



more than twice the daily guidelines (sometimes termed binge drinking) – this is broadly comparable with data across Wales. Again there is variation across Gwent with 46% of adults in Monmouthshire drinking above the guidelines and 35% in Torfaen.

**Substance Misuse** – Gwent treatment data for 2012/13 reported that 1,746 adults were being assessed for drug misuse. Public Health Wales undertook a capture-recapture study designed to provide an estimate of prevalence of problematic drug use (injecting drug use or long duration or regular use of heroin, other opioids, cocaine and crack cocaine). It estimated that the prevalence rate to be 1% of the population. Using the ONS mid-2012 population estimates for Gwent (i.e. 468,281 over 16 year olds) this equates to between 4,682-5,151 problematic drug users. More information is included in the Gwent Substance Misuse Area Planning Board Needs Assessment included in the appendix.

**Healthy eating, physical activity and weight** – A healthy, balanced diet is an essential component of healthy living. A balanced diet combined with physical activity helps to regulate body weight and contributes to good health. Maintaining a healthy body weight also reduces the risk of health problems such as diabetes, coronary heart disease, stroke and some cancers. Regular physical activity is an essential part of healthy living. A lack of physical activity is among the leading causes of avoidable illness and premature death. Across Gwent 29% of adults reported meeting the guidelines of eating five or more portions of fruit and vegetables the previous day – this is lower than the Wales figure of 32%. This figure varied from 26% in Caerphilly and Blaenau Gwent to 35% in Monmouthshire. In Wales 59% of adults were classified as overweight or obese. There is significant variation across the Gwent area with 53% overweight or obese in Monmouthshire and 63% in Caerphilly – with an overall figure across Gwent of 61%. Across Wales 58% of adults reported being physically active (doing at least 150 minutes of moderate intensity physical activity in blocks of 10 minutes or more in the previous week), and 30% reported being inactive (active for less than 30 minutes in the previous week). In Gwent these figures are 55% and 34% - showing that across Gwent people are less active.

### **What are we doing?**

**Full economic and social participation of disabled people is essential in creating a smart, sustainable and inclusive economy.** Accessing services and support to maintain independent living are essential including the availability of transport services particularly in rural areas. **Community connectors and social prescribers** are in local areas providing information, advice and assistance to help people connect with their community, access support and promote wellbeing. Support to enable people to maintain employment when living with an illness or disability (mental or physical) is a key issue, and signposting to support services is developing across the region.

There are a wide range of programmes available for people to live healthy lifestyles including support for: alcohol and substance misuse, stopping smoking and weight management including physical activity and healthy eating – many schemes are delivered by **Housing Associations** and the third sector. **Healthy Schools** is an initiative that develops a whole school approach within a common national framework. Local Healthy Schools schemes encourage schools to ensure that pupils are involved in the planning and implementation of actions and some examples are fruit tuck shops run by pupils, playground buddy schemes and school nutrition action groups. Actions taken by health promoting schools depend on the wants and needs of pupils which emerge through the consultation process, and pupils are instrumental in planning and delivering those actions.

### **Case Study: Third Sector and Five Ways to Well-being**

*Gwent Five Ways to Well-being Network aims to support professionals to promote and protect the mental health and well-being of the population. The Five Ways to Wellbeing are a wellbeing equivalent of 'five fruit and vegetables a day'. **Community Health Champions** are people who can really make a difference to the health of their friends, family, neighbours and work colleagues by passing on information and inspiring them to take steps to look after their health; and in Gwent the third sector are key to the programme in terms of its delivery.*

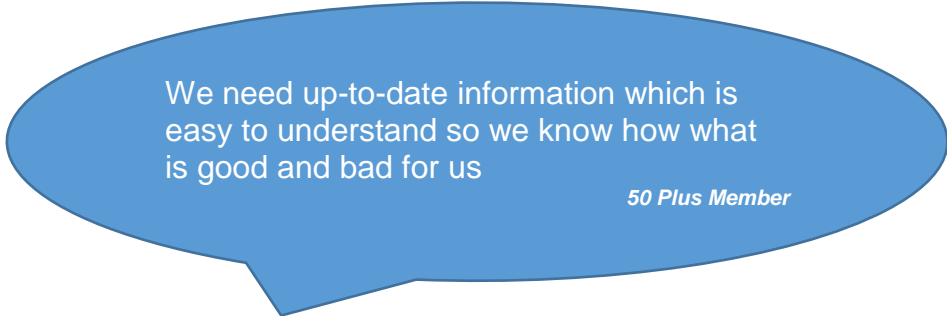
Living in an accessible home is known to improve a person's independence, reduce housing adaptation costs and reduce admissions to residential care facilities. **Care & Repair** provides advice and practical support to vulnerable older and disabled people who wish to undertake repairs, improvements or adaptations to their homes, so as to enable them to remain there in independence and security for as long as they wish.

**Intermediate Care Fund** is a grant totaling £60m across Wales and is being used to support people to maintain their independence and remain in their own home. The fund helps health boards and partners in local authorities, housing and the voluntary and independent sectors work together to support: frail and older people, those with a learning disability or complex need, and those with autism. ICF helps avoid unnecessary admissions to hospital or residential care and delays when someone is due to be discharged from hospital.

The **Gwent Substance Misuse Area Planning Board** (APB) is a regional partnership that provides advice and support to responsible authorities in order to plan, commission and monitor delivery of high quality treatment and prevention services that are based on the needs of substance misusers, families and communities. The APB currently discharges an annual regional Substance Misuse Action Fund (SMAF) budget of £4.4m on behalf of the 5 local authorities to provide adult and young person's drug, alcohol and family support services within the region.

### **Case Study – Living Well Living Longer**

*The Aneurin Bevan University Health Board's Living Well Living Longer programme is the first of its kind in Wales, and will start in **Blaenau Gwent** to identify those at the greatest risk of developing cardiovascular disease and invite them for a short health check at venues across the borough. Men in Blaenau Gwent have among the lowest life expectancy in England and Wales according to official statistics*



We need up-to-date information which is easy to understand so we know how what is good and bad for us

*50 Plus Member*

**What we will do**  
**Continue to develop the DEWIS website to provide people with current information**

## **Actions and next steps**

### ***Prevention and Early Intervention including Information, Advice and Assistance (IAA)***

- Continue to provide good **public health information, advice and assistance** especially through 5 ways to wellbeing and support people to lead and maintain a healthy lifestyle; and support people to 'self-manage' their illness or disability and have more control over their life.
- We will continue to develop DEWIS website
- Ensure consistent delivery of **community connectors and social prescribers** across the region to fully participate in their local community to prevent social isolation/loneliness; and where appropriate maintain employment and access appropriate welfare benefits.

### **Commissioning, Pooled Budgets and Health and Social Care Integration**

- Implement '**Care Closer to Home**' strategy to support families and individuals to enable people to live independently in their own homes and communities; and to prevent escalation of need and crisis.
- Explore joint commissioning opportunities between **Intermediate Care Fund, Registered Social Landlords and Supporting People programme** to maximise capacity within the Community
- The region will continue to support and engage in the Integrated Health and Social Care Collaborative Commissioning Programme and the National Framework for Residential Care Home Placement for People with Learning Disabilities and People with Mental Health Problems (under 65).

### **Links to key strategies**

- **Local Wellbeing Assessments in each local authority area**
- **Regional Mental Health & Learning Disability Strategy**

### **Summary and what we will deliver through the regional Area Plan.**

- **Implement 'Care Closer to Home' Strategy**
- **Align with 5 local Wellbeing Assessments required under Wellbeing of Future Generations Act and explore joint action planning for wider detriments to health**

## People with Learning Disabilities and Autism Spectrum Disorders

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) **To support people with learning disabilities to live independently with access to early intervention services in the community; and greater public awareness and understanding of people with learning disabilities needs**
- (2) **To provide more timely diagnosis of Autistic Spectrum Disorder and access to support services and information and advice**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

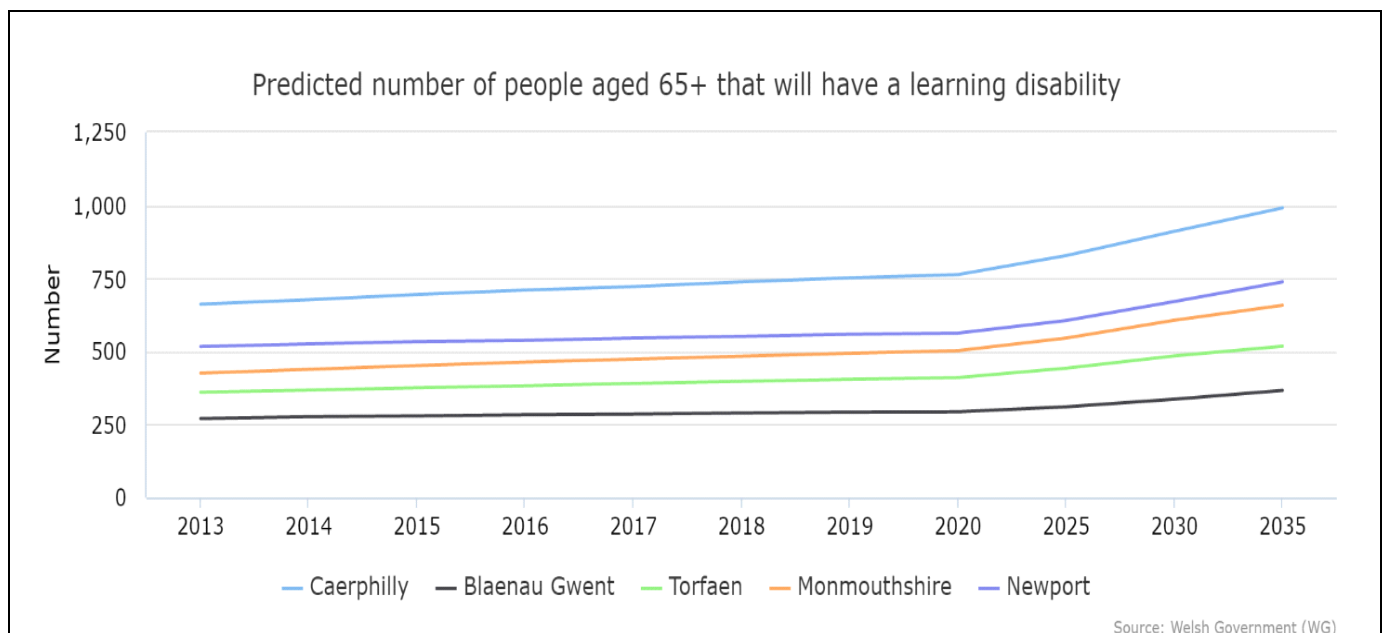


Figure LD1 shows the predicted number of people aged 65 years or older that will have a learning disability over the period 2013 to 2035. All local authority areas across the region are predicted to see an increase in the number. The predicted increases range from 35.4% in Blaenau Gwent to 54.5% in Monmouthshire.

### What do we know? – Learning Disabilities

It is estimated that 2 to 3% of the population are living with a learning disability and the Department of Health defines a 'learning disability' as a 'significantly reduced ability to understand new or complex information, to learn new skills' and a 'reduced ability to cope independently which starts before adulthood with lasting effects on development' (Valuing People, 2001).

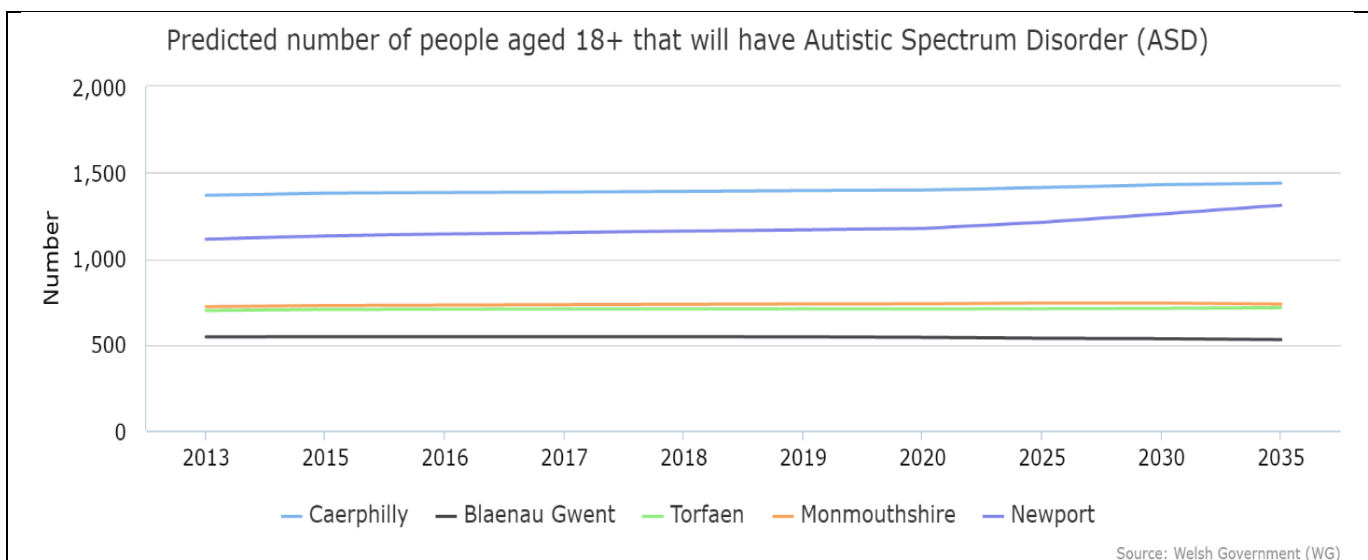
### Learning Disability – Facts and Figures (*Disability in the United Kingdom 2016*)

- Approximately 1.5 million people in the UK have a learning disability. Over 1 million adults aged over 20, and over 410,000 children aged up to 19 years old have a learning disability.
- 29,000 adults with a learning disability live with parents aged 70 or over, many of whom are too old or frail to continue in their caring role. In only 25% of these cases have a Local Authority planned alternative housing.
- Less than 20% of people with a learning disability work, but at least 65% of people with a learning disability want to work. Of those people with a learning disability that do work, most work part time and are low paid.
- People with a learning disability are 58 times more likely to die aged under 50 than other people. And 4 times as many people with a learning disability die of preventable causes compared to people in the general population.
- People with a learning disability are 10 times more likely to have serious sight problems and 6 out of 10 people with a learning disability need to wear glasses.

A learning disability can be mild, moderate or severe.

- Mild learning disabilities – most people can lead normal lives but that they may need assistance in handling difficult situations
- Moderate learning disabilities - people generally attend to the basic tasks of life but more complex activities, such as using money, usually require support within a special residential environment.
- Severe learning disabilities – people are able to look after themselves with careful supervision
- Those diagnosed with profound and multiple learning disabilities (PMLD) have more than one disability, with the main disability being learning difficulties. They are likely to have difficulty in communicating, have mental health disorders and need carer support to assist with daily functions such as washing, dressing and eating.

Some people with a mild learning disability can communicate easily but take a bit longer than usual to learn new skills. Others may not be able to communicate at all and have more than one disability. A learning disability is not the same as a learning difficulty or mental illness. Some children with learning disabilities grow up to be quite independent, while others need help with everyday tasks, such as washing or getting dressed. A diagnosis of a profound and multiple learning disability (PMLD) is used when a child has more than one disability, with the most significant being a learning disability. Many children diagnosed with PMLD will also have a sensory or physical disability, complex health needs, or mental health difficulties and need a carer to help them with most areas of everyday life, such as eating, washing etc.



**Error! Reference source not found.** shows the predicted number of people aged 18+ that will have Autistic Spectrum Disorder (ASD) over the period 2013 to 2035. Across local authorities in the Gwent region, with the exception of Blaenau Gwent, all local authority areas are predicted to see an increase in the number. Across the remaining local authority areas in the Gwent region predicted increases range from 2.1% in Monmouthshire to 17.7% in Newport.

### What do we know? Autistic Spectrum Disorder (ASD)

Autism spectrum disorder is defined as ‘persistent difficulties with social communication and social interaction’ and ‘restricted and repetitive patterns of behaviours, activities or interests’ present since early childhood, to the extent that these ‘limit and impair everyday functioning’ (*Diagnostic and Statistical Manual, fifth edition*).

### Facts and Figures

- It is estimated that 1 in every 100 people in the UK have an Autistic Spectrum Disorder (ASD)
- ASD is a lifelong condition and affects people from all backgrounds.
- All individuals with an ASD have impairments in the same three areas (i) social interaction (ii) social imagination (iii) social communication; but sensory impairment and mental health issues are also factors.
- Many people with an ASD have not been diagnosed, and therefore may not realise they have the condition. This is especially true for adults.

Autism is a lifelong condition which is neither a learning disability nor a mental health issue. It is crucial to increase diagnosis rates, effective planning and training available to the public sector, third sector and members of the public. An early ASD diagnosis will enable parents to understand their child’s needs and to seek appropriate support in their caring role. Many people with autism are not identified or diagnosed during childhood but may be helped by having access to assessment services as adults. Children, young people and adults with autism and their carers will have different support needs according to their age and abilities. Adults with autism can experience anxiety and social isolation, have difficulties in education, problems in finding/sustaining employment and difficulties in establishing/maintaining social relationships/friendships.

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### **What are we doing?**

A regional **Mental Health and Learning Disability Partnership Board** oversees the delivery of the Gwent Strategy for Adults with a Learning Disability 2012/17 (The strategy is currently being reviewed). The purpose of the strategy is to provide a clear strategic direction regarding the future planning and delivery of services for adults with a learning disability who live within, or have services commissioned across the region. It describes the core principles that are fundamental to service provision and outlines the key issues that need to be addressed to deliver high quality, safe and cost effective services. The objectives of the strategy for people with a learning disability are to

- Have more choice and control over their life
- Have choice regarding how they spend their time and where they live and who they live with
- Have better health outcomes and appropriate access to healthcare
- Have smooth, planned and effective transition from child to adult services
- Receive timely and appropriate support for families/carers of people with a learning disability
- Receive support and proactive interventions that promote social and emotional well-being
- Access the range of appropriate specialist health and social care services in a timely manner
- Receive a co-ordinated, safe and timely service and appropriate support to plan for the future
- Receive clear information regarding generic and specialist learning disability services

A robust mapping of services and community support has been undertaken by **Supporting People (SP) Teams** across the region. Supporting People teams have also prioritised people with learning disability through the regional SP Plan. The **In One Place Programme** is a collaborative programme that was launched in 2014 to improve the provision of accommodation to those with complex health and social care needs within the Gwent region. The In One Place Programme brings together the Aneurin Bevan University Health Board, the five local authorities and eight housing associations.

### **Case Studies**

***Torfaen** are currently developing a local Learning Disability strategy to: develop ways of preventing the need for longer term care, greater involvement of adults in all aspects of care and support, flexible, personalised and alternative models of care, and develop a social care workforce that has the necessary knowledge and skills*


***Caerphilly People First** have received adult safeguarding training through the Adult Safeguarding Board and developed a specific training programme for people with learning disabilities, and have also identified people with learning disabilities to train as champions and deliver safeguarding training amongst their peers.*

## Autism

Wales was the first country in the UK to take a national approach to autism, originally publishing a Strategic Action Plan in 2008. Welsh Government refreshed the plan in November 2016 and it sets out the Welsh Government's ambitions for both raising awareness of autism and ensuring public services work together to deliver effective care and support services for adults and children with autism. The revised Strategic Action Plan sets out three priority areas for action, based on what was highlighted:

- Timely access to assessment and diagnosis – a standardised assessment pathway with a new 26 week waiting time from referral to first assessment appointment has been established. There will also be improvements to adult's diagnostic services through the National Integrated Autism Service.
- Support to overcome everyday barriers in education/training, employment and accessing services.
- Identify gaps in information, advice and training. Across the region Welsh Government and local partners will build on the '*Learning with Autism*' programme for primary schools and develop new resources for education settings. There will also be a focus on training for primary care and mental health professionals, people working in leisure services, and employers in general.

An independent evaluation of the national Autistic Strategic Action Plan undertaken in 2012 reported that the strategy had a positive impact on people and families, as well as professionals. There have been increased rates of identification as well as increased rates of diagnosis. There has also been improved support for children and young people in education, as well as improvement in transition services.



We want to live in our own homes and feel listened to and want more face to face chats

*Access for All member*

**What we will do - Ensure workforce are trained and skilled to undertake 'what matters most' conversations**

### **Actions and next steps**

#### ***Prevention and Early Intervention including Information, Advice and Assistance (IAA)***

- Continue to increase the profile and awareness of ASD and promote use of material available through national ASD website [www.asdinfo.wales.co.uk](http://www.asdinfo.wales.co.uk). The website includes information and resources for people with autism, families, carers and professionals. The quality of the national resources has been recognised internationally and Welsh Government have been approached by a number of countries for permission to use the materials.
- Align Supporting People provision with local community connectors to ensure people are aware of support services and signposted to community provision.



### **Commissioning, Pooled Budgets and Health and Social Care Integration**

- Review current strategy for Adults with a Learning Disability with an emphasis on integrated planning to improve outcomes integrated service delivery and reduce inequalities across the Boroughs and; joint commissioning priorities to inform commissioning of services.
- Develop a co-ordinating group and a local ASD lead to oversee development of improved services and link to a national ASD co-ordinator
- Support and implement new National Integrated Autism Service. Since April 2016, Welsh Government have funded the development of new specialist teams in every region, providing adult diagnostic services. The service also support the improvements in children's diagnosis, treatment and support services through the '*Together for Children and Young People*' programme. The service will also provide wider support and advice for children and adults, as well as their families or carers. It will also provide training and support for professionals.
- Explore joint commissioning opportunities between Intermediate Care Fund and Supporting People programme for people with learning disabilities to maximise capacity within the Community including greater awareness of ASD and invest in further resource materials to raise awareness of autism and provide training resources across professional groups.
- The region will continue to support and engage in the Integrated Health and Social Care Collaborative Commissioning Programme and the National Framework for Residential Care Home Placement for People with Learning Disabilities and People with Mental Health Problems (under 65).

#### **Links to key strategies**

- **Regional Supporting People Plan**
- **National Autistic Spectrum Disorder (ASD) Strategic Action Plan.**

#### **Summary and what we will deliver through the regional Area Plan.**

- **Support Mental Health and Learning Disability Partnership Board review Gwent Strategy for Adults with a Learning Disability 2012/17 and set out key regional commissioning, integration actions**
- **Local implementation of Welsh Strategic Action Plan including development of new Integrated Autism Service.**

## Mental health

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA Children and Young People are categorized as up to the age of 18 years and receiving care and support services.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) **Increased understanding and awareness of mental health amongst the public to reduce stigma and help people to seek support earlier.**
- (2) **To improve emotional well-being and mental health for adults and children through early intervention and community support.**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

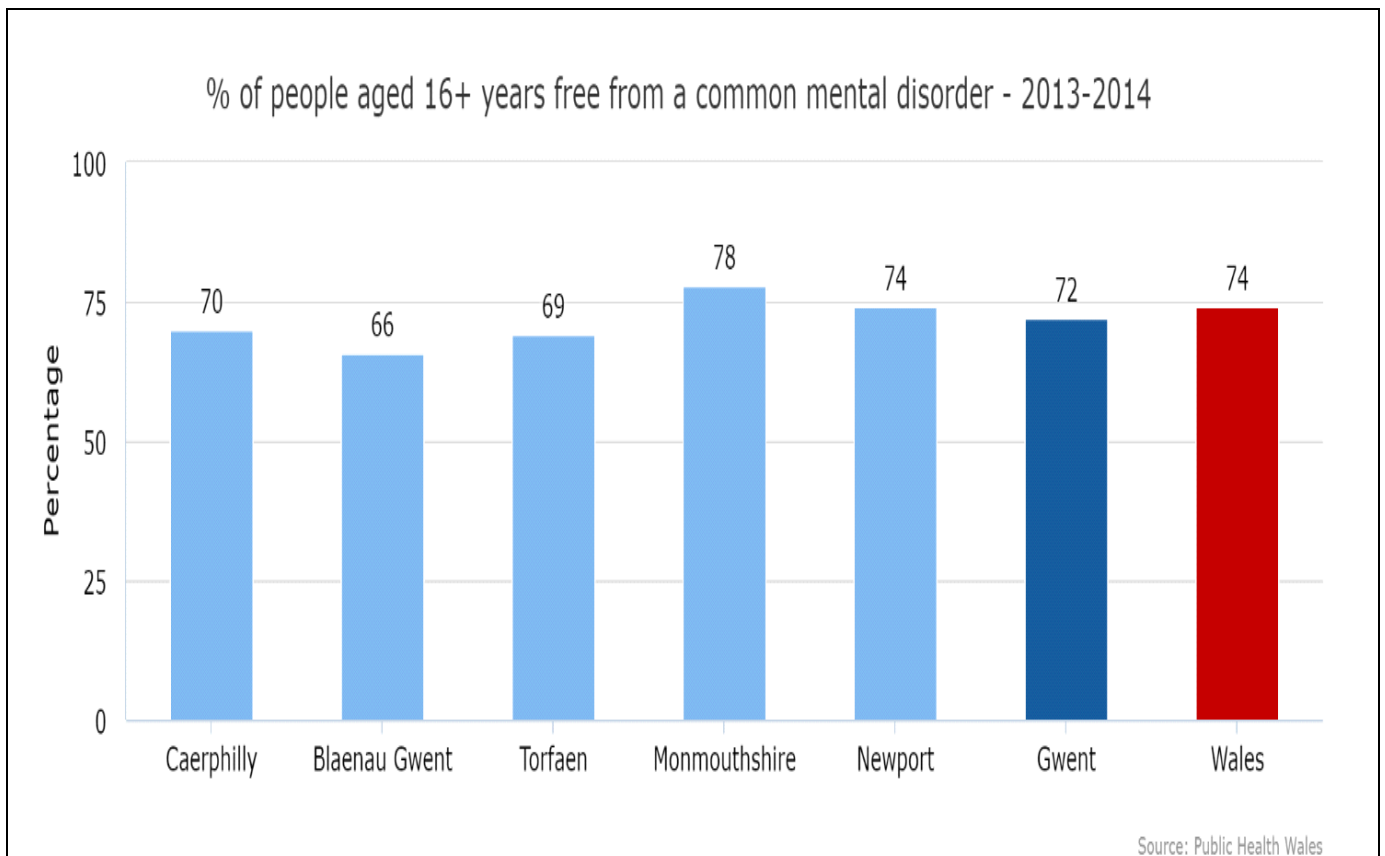


Figure MH1 shows the percentage of people aged 16 years or older free from a common mental disorder in 2013-2014. The percentage ranged from 66% in Blaenau Gwent to 78% in Monmouthshire. This compares with 72% of people aged 16 years or older free from a common mental disorder for Gwent and 74% for Wales.

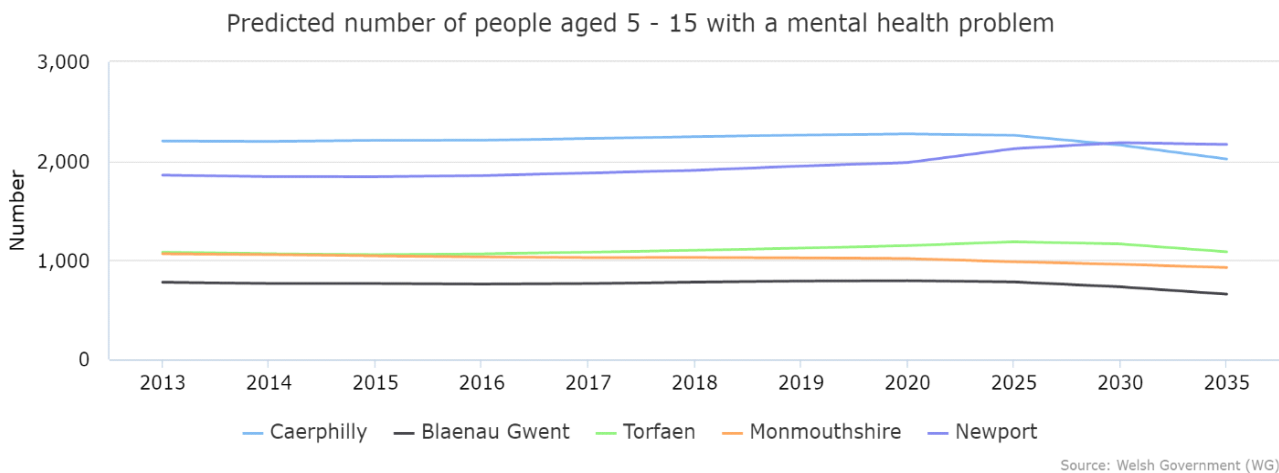


Figure MH3 shows the predicted number of people aged 5 – 15 with a mental health problem over the period 2013 to 2035. Across the local authority areas in the Gwent region both Torfaen and Newport are predicted to see increases of 0.4% and 16.6% in the number of people aged 5 – 15 with a mental health problem. The other local authority areas are all predicted to see decreases over the same period.

### **Fact and figures for mental health and mental illness across Wales (Welsh Government)**

- 1 in 4 adults experiences mental health problems or illness at some point during their lifetime.
- 1 in 6 of us will be experiencing symptoms at any one time.
- 2 in 100 people will have a severe mental illness such as schizophrenia or bipolar disorder.
- 1 in 10 children between the ages of 5 and 16 has a mental health problem and many more have behavioural issues.
- Approximately 50% of people who go on to have serious mental health problems will have symptoms by the time they are 14 and many at a much younger age.
- Between 1 in 10 and 1 in 15 new mothers experiences post-natal depression.
- 1 in 14 people over 65 and 1 in 6 over the age of 80 will be affected by dementia.
- 9 in 10 prisoners have a diagnosable mental health and/or substance misuse problem.

### **What do we know?**

Positive mental health is a key factor for good health and relevant to the whole population. In 2007 the World Health Organisation stated that there is no health without mental health, which means that public mental health is integral to all public health work. Statistics show that **one in four of the adult population have a life chance of experiencing mental ill health**. Mental illness is the largest single cause of disability with 22.8% being attributable to mental illness, compared with 16.2% for cardiovascular disease and 15.9% for cancer. This is forecast to increase by 7.8% by 2030 (WHO, 2008). Self-reported surveys show that 13% of adults in Wales report having a mental illness (Welsh Health Survey 2015).

Mental illness can have multiple impacts upon society including poor educational attainment, increased substance misuse as well as increased anti-social behaviour and crime. There are also large economic costs of mental illness, with the estimated overall cost of mental health problems in the UK being over £110 billion in 2006/07, representing 7.7% of GDP. Care and treatment of mental disorders account for over 10% of total NHS expenditure.

Over the last 4 years there has been over 100% increase in referrals to Children and Adolescent Mental Health Service (CAMHS). Many of the children and young people who are then assessed do not need highly specialist interventions, but add to the waiting times for those children who do need such support.

**Suicide** is a tragedy for all concerned and is a cause of distress for many people - the individual, family, friends, professionals and the community at large. It is estimated that for every person who dies through suicide at least six others are significantly and directly affected. Many others may be indirectly affected. Losing someone through suicide can be particularly traumatic and difficult to cope with; its impacts are psychological, spiritual and economic. There is no single reason why someone may try to take their own life. It is best understood by looking at each person's life and circumstances. However certain factors or problems may make suicide more likely. Previous self-harm is a key risk factor. Mental illness, misusing drugs or alcohol or having a close relative who has died from suicide may increase risk. Life events like losing your home, job or the end of a relationship can also increase the risk of suicide or self-harm.

Many people may have thoughts of suicide because of distressing events; about 19 people in every 100 will have these thoughts at some point in their life. Only a very small number of those who harm themselves or who think about suicide will actually die in this way. Suicide is about three times more common in men than women. This may be because men tend to use different methods to those used by women. Women are much more likely than men to be admitted to hospital as a result of self-harm. The number and rate of suicide in the general population in Wales rose between 2009 and 2013. The rise was found in males only. Suicide is one of the three leading causes of death in the most economically productive age group (15-44 years); and during the period 2010 – 2012 it accounted for almost one in five deaths in males aged 15 to 24 years (the second leading cause of death in this age group) and just over one in ten deaths amongst women of that age. Each year in Wales between 300 and 350 people die from suicide. This is about three times the number killed in road accidents. Overall - Gwent has one of the lowest suicide rates in Wales – 10.4 per 100,000 population.

### **What are we doing?**

Responding to mental illness is not the sole responsibility of any one organisation, the challenge is one shared across all partners and there is increasing recognition that the wider issues that affect health and well-being (housing, education, employment) sit with equal importance alongside clinical diagnosis and treatment. Where people live has an impact on their psychological well-being, both positively and negatively. At the local level, health, social care and third sector organisations have already committed to working as one to address the challenge. A regional ***Mental Health and Learning Disability Partnership Board*** has been developed to:

- Oversee the delivery of the Gwent Mental Health and Learning Disability Strategies
- Oversee the delivery of the ***'Together for Mental Health' strategy*** and other relevant Mental Health and Learning Disability strategies such as ***'Together for Children and Young People'***, ***'Talk to Me 2'*** and the ***'ASD Strategic Action Plan'***.
- Map existing services, planning and commissioning arrangements and strategic arrangements across partner organisations
- Develop a strategic vision for improving mental health and learning disability and best use of resources across partner organisations
- Agree the strategic and operational issues of joint working in relation to mental health and learning disability

- Identify key strategic national and local issues requiring a collaborative approach in order that the benefit to service users and carers is maximised.
- Agree multi-agency strategies and the contribution of stakeholder agencies taking into account other partnership arrangements both within the area and nationally

A regional **‘Together for Mental Health’ delivery plan** is being developed and will set out the actions to progress Welsh Government national priorities at a local and regional level. The delivery plan sets out regional actions across 11 priority areas and will build on the delivery of the current regional **Together for Mental Health in Gwent and South Powys 2012-2017 strategy**.

#### **Case Study – ABUHB and Newport**

*A review of the commissioning of Adult Mental Health Third Sector Services across Gwent took place during early part of 2016 and one service model and tender was identified. All Local Authorities in Gwent commission mental health services from the Third Sector, however at the time of the tender exercise only NCC were in a position to commission alongside ABUHB. However, all the other four authorities have been kept updated and it is hoped that they will also align their funding to the new service delivery areas when their contracts end in March 2017. The new service model areas reflect the priorities identified via a public and provider consultation process and are: Advocacy, Counselling, Skills, Training and Community Well Being (Drop ins/centres/hubs) and Information and advice.*

The Gwent *Five Ways to Well-being virtual network* includes over 250 individuals from a range of statutory and third sector organisations trained on **‘The Five Ways to Well-being’** an evidence-based set of actions developed by the New Economics Foundation. We are developing support across the region to intervene earlier and for targeted groups such as veterans who have been in the armed forces and who may have experienced the trauma of battle – this will need to be coupled with specialist therapeutic help to recover when they return to their communities. This help should be delivered by a combination of statutory and voluntary sector organisations. Support for individuals with substance misuse problems are planned and commissioned on behalf of the Gwent area by an Area Planning Board where the needs of those with a co-occurring mental health and substance misuse issue are responded to, and it is key not to duplicate efforts.

#### **Case Study – Torfaen Social Prescribers**

*More and more, greater importance is being placed on the need for support services based in the community, which people can access to improve low levels of poor mental health and well-being. Community Connectors funded through the Intermediate Care Fund and Torfaen Social Prescribers based in GP surgeries help link people to local groups in the community to avoid isolation and to keep healthy and active.*

Previous reviews of specialist Child and Adolescent Mental Health Services (CAMHS) in Wales have identified that the service is under more pressure than ever before, but does not have the capacity to meet demand. **‘Together for Children and Young People’ (T4CYP)** was launched by the Minister for Health and Social Services on 26th February 2015. Led by the NHS in Wales, this multi-agency service improvement programme is aimed at improving the emotional and mental health services provided for children and young people in Wales. A continued emphasis on emotional, mental health and well-being is essential so that services can identify early on where there may be additional need for support. This is very important to prevent young people

requiring the services of specialist CAMHS. The **Skills for Living Service** in Gwent, supported by local authority and health board funding focusses on the mental health needs of looked after children, recognising the significant additional risks faced by this group.

#### *Case Study – Caerphilly*

*The ‘Road to Well-being’ (R2W) programme has been developed which provides universally accessible psycho-educational classes and information resources to help people manage stress and improve mental well-being. The R2W programme is co-delivered with the Communities First Mental Health Workers in Caerphilly County Borough Council. The re-commissioning of the third sector provision, and subsequent contract award to the Growing Spaces consortium, will also extend the Foundation Tier provision aimed at improving mental well-being and resilience.*

An Action Learning Set has developed a **“Whole Person, Whole Life Approach to Crisis and Recovery”**. The key component of the new model is likely to include a 24/7 single point of access; mental health support for first responders; acute in-patient provision; crisis, home treatment and liaison; crisis housing; sanctuary homes; host families and housing and tenancy support. All of the above are being developed within the context of resilient communities and recovery orientated services that prevent crisis.

**Mental Health First Aid (MHFA)** started in Australia in 2000, with the aim of increasing mental health literacy among the general community. The idea of MHFA is that people should be taught how to perform basic ‘first aid’ for those exhibiting signs of mental health distress, just as they are commonly taught first aid for physical problems. It is available to increase knowledge, reduce stigma and increase supportive reactions in terms of mental health. MHFA educational courses are available in Gwent for anyone who wishes to help to identify, understand and help a person who may be developing a mental health issue. It teaches people how to recognise the signs and symptoms of common mental health issues, provide help on a first aid basis and effectively guide someone towards the right support.

I see many pupils in my school with self-image issues and low self-esteem and we need greater support in our local communities

*Headteacher*

**What we will do: explore how the Youth Mental Health First Aid training can be delivered across the children’s workforce.**

In Wales **‘Talk to Me 2’ is the Welsh Government’s strategy on suicide and self-harm prevention** (2015/20) and includes measures to develop individual resilience across the life course, and build population resilience and social connectedness within communities. This five-year action plan aims to raise awareness of suicide and self-harm and help people understand that it is often preventable. The plan is aimed mainly at people who are at highest risk. It has six objectives:

1. Further improve awareness, knowledge and understanding of suicide and self-harm amongst the public, individuals who frequently come in to contact with people at risk of suicide and self-harm and professionals in Wales
2. To deliver appropriate responses to personal crises, early intervention and management of suicide and self-harm

3. Information and support for those bereaved or affected by suicide and self-harm
4. Support the media in responsible reporting and portrayal of suicide and suicidal behaviour
5. Reduce access to the means of suicide
6. Continue to promote and support learning, information and monitoring systems and research to improve our understanding of suicide and self-harm in Wales and guide action

### **Actions and next steps**

#### ***Preventative and Early Intervention including Information, Advice and Assistance (IAA)***

We will continue to develop the Community Connector and Social Prescriber model across the region and ensure a consistent regional approach through '***Together for Mental Health Delivery Plan***'. Key to this will be linking through the ABUHB 'Care Closer to Home' model and a place based approach. We will also build on the 'Five Ways to Wellbeing' and ensure accurate information, advice and assistance is provided through our IAA services and DEWIS.

#### **Commissioning, Pooled Budgets and Health Social Care Integration**

- Regional requirements for commissioned services will be identified through '***Together for Mental Health Delivery Plan***'. We will also consider a number of reviews across the Gwent area undertaken by Health Inspectorate Wales.
- The Intermediate Care Fund will also be aligned to support the agenda across both adult and children services as well as aligning to other existing funding, such as Supporting People, to maximise resources
- We will also use ABUHB's 'Care Closer to Home' and Integrated Medium Term Plan (IMTP) to coordinate community support services to ensure consistency and avoid duplication.
- The Regional Joint Commissioning Group is currently reviewing the third sector contributions across health and social care; and the review will consider the community support required to support mental health agenda such as befriending.
- The region will continue to support and engage in the Integrated Health and Social Care Collaborative Commissioning Programme and the National Framework for Residential Care Home Placement for People with Learning Disabilities and People with Mental Health Problems (under 65).

#### **Links to key strategies**

- **Welsh Government (2012) Together for mental health - A Strategy for Mental Health and Wellbeing in Wales** <http://gov.wales/docs/dhss/publications/121031tmhfinalen.pdf#>
- **Welsh Government (2015) Talk to me 2 - Suicide and Self Harm Prevention Strategy for Wales 2015-2020** <http://gov.wales/docs/dhss/publications/150716strategyen.pdf>
- **National Together for Mental Health Delivery Action Plan**
- **Together for Mental Health Gwent**
- **ABUHB Integrated Medium Term Plan (IMTP)**

#### **Summary and what we will deliver through the regional Area Plan.**

- **Review and align regional strategies to Together for Mental Health Delivery plan**
- **Coordination of consistent community based services such as community connectors/social prescribers**
- **Multi agency place based models which include wider partners such as Housing Associations, employment support and community programmes**
- **Accurate Information, Advice and Assistance through DEWIS and Five Ways to Wellbeing**

## Sensory Impairment

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA sensory impairment refers to people with either visual or hearing impairments or both - the extent of those impairments will vary from person to person.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

**(1) Ensure people are supported through access to accurate information, assistance and 'rehabilitation' where required**

**(2) Improve emotional well-being especially through peer to peer support**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

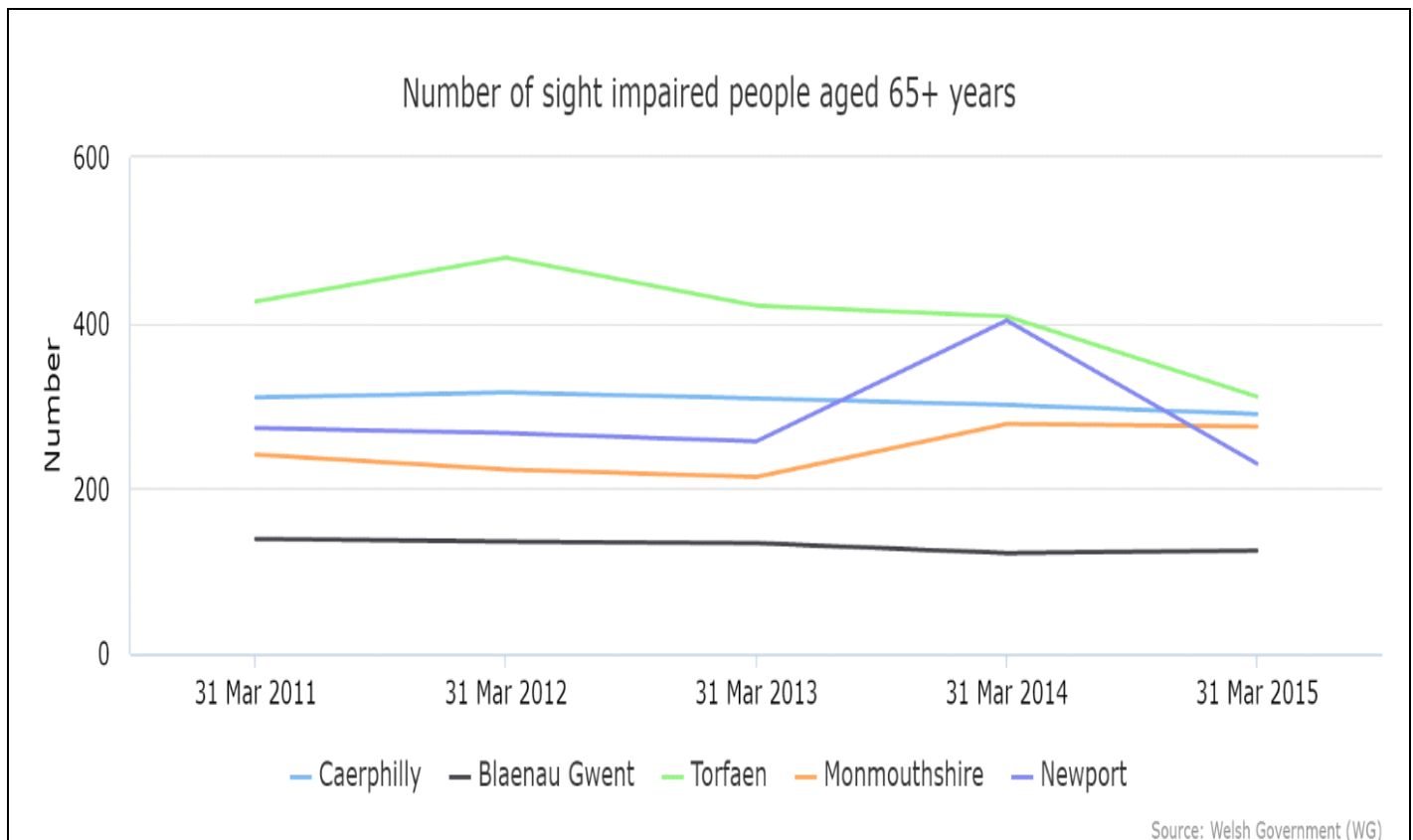


Figure above shows the number of sight impaired people aged 65 years or older over the period 31 March 2011 to 31 March 2015. Across the local authority areas in the Gwent region, Monmouthshire has seen an increase of 14.1% in the number over the period, from 241 at 31 March 2011 to 273 at 31 March 2015. The other local authority areas across the Gwent region all saw decreases which ranged from 6.5% in Caerphilly to 27% in Torfaen over the same period.

### What do we know?



There are an estimated 106,000 people in Wales living with sight loss and broad figures suggest that 1 in 10 people over 65 will have some form of sight loss to different degrees, 1 in 3 over 80 and 1 in 2 over the age of 90. Figures are estimated to double by 2050 because of the aging demographic and 75% of all sight loss occurs in people aged 65 and over. There are currently around 3500 people in Gwent that are registered as sight impaired but most of the data capture of sensory impairment is poor because many people with sight loss do not appear on severely sight impaired (SSI) (previously known as 'blind') or sight impaired (SI) (previously known as 'partially sighted') registers for many reasons. People who are hard to reach generally fail to register (evidence shows that people from some ethnicities are 6 times more likely to experience sight loss but are less likely to engage; and people with learning disability are 10 times more likely to have sight loss but are rarely diagnosed). Some people simply don't wish to confirm a diagnosis and some people choose not to be registered because they are concerned with the stigma in relation to jobs etc (also there may be a significant number of people who perhaps fear that they shouldn't be driving, and therefore don't go to the optometrist/GP as they fear licence removal). Sight is the primary conduit through which our brains absorb information but 43% of people who lose their sight will suffer significant and debilitating depression. Health indices demonstrate a reduction in positive outcomes, and well-being is heavily compromised post diagnosis.

It is estimated that the numbers of people registered as SSI or SI will increase as there is a direct relationship to an increasing older population, however new treatments have emerged over recent years for some causes of sight loss which are related to age and so we may see a slower rate of increase or a plateauing of those with sight loss. It is generally accepted within the sight loss community that there are at least 5 times as many people with uncorrected sight loss than are 'registered' on local authority registers. RNIB estimate there are 28,000 people in Gwent with sight loss. National studies conducted by the Centre for Disability Research at Lancaster University suggests that an estimated 579,000 adults with learning disabilities (including 122,000 known to the statutory services) have refractive error (blurred vision).

### **Hearing loss**

In terms of hearing loss 'Action on Hearing Loss' estimate 1 in 6 people have hearing loss or tinnitus (530,000 in Wales and 1 in 3 over the age of 80). Both sight and hearing loss are prevalent in the older population and it is likely that up to 70% of those with sight loss have a hearing loss too. Obviously some of those people will have a hearing aid that effectively mitigates the loss, although it is true that a hearing aid doesn't provide the same level of support as, say, spectacles would if someone was simply short-sighted or long-sighted.

**Action on hearing loss reporting** estimated that there are 105,000 people across Gwent with hearing loss using 2014 StatsWales estimates. Other information highlighted:

- More than 70% of over 70 years-old and 40% of over 50 years-old have some kind of hearing loss
- Around one in every 10 UK adults has tinnitus. This increases to 25-30% of over 70 years-old
- For some people their tinnitus is so severe that it has a dramatic impact on their quality of life, leading to extreme anxiety and depression.
- People with hearing loss are too often unable to communicate with friends and family, colleagues and health professionals. This can result in them withdrawing from social situations and becoming isolated.
- Research shows that hearing loss doubles the risk of developing depression and increases the risk of anxiety and other mental health problems.

- There is also strong evidence that mild hearing loss doubles the risk of developing dementia, with moderate hearing loss leading to three times the risk, and severe hearing loss five times the risk.
- People who are severely or profoundly deaf are four times more likely to be unemployed than the general population. Someone who develops hearing loss can lose their job and struggle to get another one.

Evidence suggests that the timely provision of hearing aids can reduce these risks and improve quality of life. Other reports evidence a number of key messages

- In the 2012 Action on Hearing Loss report 'Life Support' it was found that communication needs are not taken into account in the systems used to determine an individual's social care budget in a third of local authorities (33%) in Wales. They also found that three-quarters (75%) of local authorities in Wales did not provide a text phone number or special telephone service for people with hearing loss. The report also found that a quarter did not provide advocacy support for people with hearing loss.
- Action on Hearing Loss Cymru in 2015 used the experiences of people with sensory loss who have used housing services in Wales, to develop best practice guidance which recommends that housing services should provide deaf awareness training for housing staff, install and maintain hearing loops in accommodation, and consider the effects of background noise when allocating tenancies.
- A 2015 report found that people with hearing loss in Wales face serious barriers to employment due to employer attitudes and inadequate support in the workplace. The report also found that some Job Centre staff did not provide specialist support for people with hearing loss and were unaware of their communication needs.
- In 2013, Wales became the first country in the UK to develop guidance on communication and information in GPs and hospitals for people with sensory loss.

### **What are we doing?**

Both Social Services and ABUHB provide services and support to people with sensory loss. There is also support services in the third sector and '**Sight Cymru**' work across the region. The Low Vision Service Wales (LVSU) was founded in 2004 with, the aim of providing a more accessible low vision service for the population of Wales:

- The LVSU is delivered by optometrists, dispensing opticians and ophthalmic medical practitioners who have undergone further training in the speciality of low vision with Cardiff University and funded by Welsh Government as an enhanced primary eye care service.
- Free at point of contact for the service user, any low vision aids are provided on a long term loan basis and recycled when no longer required.
- The establishment of the service resulted in the number of low vision assessments performed in Wales increasing. Waiting times to access a low vision service decreased from 6 months to 2 months for the majority of people and journey time decreased for 80% of people.
- Year on year the numbers of patients accessing the LVSU has increased, with 8049 LVSU assessments being performed between April 2015 and April 2016 (WG, 2016).
- By 2015, the LVSU had completely replaced all secondary care based low vision services in Wales. The LVSU now has 184 practitioners working from 202 practices across Wales to deliver the service. 20% of low vision assessments performed are done so within the patient's own home (WG, 2016).

- The LVSW assessment is a holistic assessment where the practitioner discusses the difficulties caused by the vision impairment and works with the patient to set goals and identify solutions, these may be in an optical or non-optical form.
- Practitioners work very closely with Social Services and the voluntary sector to ensure that patients receive support to remain as independent as possible.
- The LVSW continues to evolve. Current work is being done to identify patients who are at risk of depression, and future work will look more closely at identifying those patients with dual sensory loss.

I felt so much better for talking to another person who has gone through the same problems as me

*Member of Sight Loss Support Group*

### **What we will do: continue to support peer to peer groups**

#### **Case Study: Sight Cymru, Blaenau Gwent**

A peer support group for people with Visual Impairment and their carers was established in 2014 and facilitated by Sight Cymru. In 2016, some members expressed an interest in taking on responsibility for the group. This led to the formation of a committee drawn from amongst users of the group and it has since become officially constituted, opened a bank account and is being supported to source suitable funding to continue its work. This move towards self-sustainability was vital and the sense of purpose afforded to group members by being able to take ownership and decide direction is invaluable. One of the most valuable aspects of the group has been the mutual support given and received by the various members. An example of this can be found in relation to one particular older lady, who was new to having a visual impairment and consequently experiencing depression and isolation. She was encouraged to attend the group and ended up in conversation with a younger man who had been living with sight loss for a number of years. His positive attitude and encouragement resulted in the lady later stating to a Sight Cymru staff member that she felt “so much better” for having spoken with this man. The group is currently moving to an even larger venue, in order to accommodate a further increase in numbers, a fact which serves to highlight just how many people can potentially be reached by this type of informal yet essential support.

#### **Action Plan & Next Steps**

##### ***Prevention and Early Intervention including Information, Advice and Assistance (IAA)***

- People can, and do, adjust to loss of sight and continue leading independent and fulfilling lives. The key to such adjustment is sufficient accessible **information** and timely, **effective rehabilitation**. DEWIS is being developed across the region to improve information and will include functions to help people with sensory impairment. Over 50% of sight loss is avoidable.
- Mutual and peer to peer support amongst people living with a visual impairment has proven to be successful in user led groups developed across the region – see case study above – and further development of similar models will need to be supported across the region to help empower and enable citizens.
- Typically, sight-loss conditions deteriorate and people need access to rehabilitation officers to help them adjust to their condition and living safely in their homes, and other preventative services. Research shows positive impacts in functional vision and a correlation on improved mental health and well-being by early intervention rehabilitation for the Vision Impaired. With only 1 in 4 people with sight loss of working age being in employment, there is an economic driver to ensuring high levels of independence too.

- For people with sight loss, access to specialist habilitation/rehabilitation is vital to maximise independence and ensure quality of life. It also has a considerable beneficial impact on those living with or caring for someone with sight loss, people who otherwise are at risk of mental health issues themselves. Ensuring people understand their sight conditions and are able to take up clinical solutions and have access to other services are fundamental to their ongoing capacity to cope. Rehabilitation provides not only a functional enabling resource for the person with sight loss, but also delivers understanding to carers and family members. Rehabilitation for the Vision Impaired is not re-ablement which implies recovery from disability and is often limited to 6 weeks. It should be viewed in the context of preventing falls, burns, injuries and decline in mental or physical health as well as the ability to promote independent living, ongoing education and social development.
- With so many of those losing their sight being elderly: hearing impairment, dementia and frailty are frequently experienced simultaneously, and continuing sight degeneration compounds impacts. As circumstances change, further access to provision should be enabled, and clear accessible services should be a priority. It is therefore essential that people receive timely access to provision although at present, there are no statutory guidelines around the time it takes for each local authority to contact people post referral.

### **Commissioning, Pooled Budgets and Health and Social Care Integration**

- It is well recognised that there is a need to reduce the time people are on waiting lists and to provide earlier interventions to prevent people reaching crisis. A principle of the commissioning process should include guidance on ensuring a sufficient number of Rehabilitation Officers for Visual Impairments (ROVIs) per head of the population, and the quality and timeliness of the service. In this respect, the benchmarking good practice guidance around rehabilitation for the vision impaired provides a sustainable standard.
- An Adult Sight Loss Pathway has been developed, including the requirement that those people moving through the hospital setting should see an Eye Clinic Liaison Officer, and that all people with sight loss greater than 6/60 should be assessed by a Rehabilitation Officer. The Adult UK Sight Loss pathway sets out a defined pathway across health and social care and provides an important tool for enabling and streamlining the requirements under Act; it encourages more effective partnership working and a smooth transition for the person with sight loss.
- The critical role of the eye clinic liaison service is recognised within the pathway as a first point of contact in the hospital setting. The requirement within the Act to offer advice and information is frequently provided by these specialists although funding for these roles is uncertain. Through the joint regional commissioning group guidance and adoption of the ASL pathway will be considered across the region.

### **Links to key strategies**

- **Welsh Government/NHS Wales Together for Health – Eye health Care Delivery Plan for 2013-2018**
- **Wales Vision Strategy Implementation Plan 2014 – 2018**

### **Summary and what we will deliver through the regional Area Plan.**

- **Use good practice and effective pathways to develop regional commissioning principles**
- **Ensure accurate, accessible and timely Information, Advice and Assistance through DEWIS and other means**
- **Work in partnership with third sector to identify new models to support rehabilitation process and supply of low vision tools.**

## Carers who need support

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA a Young Carer is defined as a person under 18 who provides or intends to provide care for another person and a carer is defined as a person who provides or intends to provide care for an adult or a disabled child (but paid carers are excluded). This is a major change to the previous definition – in that carers no longer have to establish that they are also ‘providing or intending to provide ‘a substantial amount of care on a regular basis’.

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

- (1) Support carers to care through flexible respite, access to accurate information, peer to peer support and effective care planning**
- (2) Improve well-being of young carers and young adult carers through an increased public understanding**

### So what does the data show us?

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

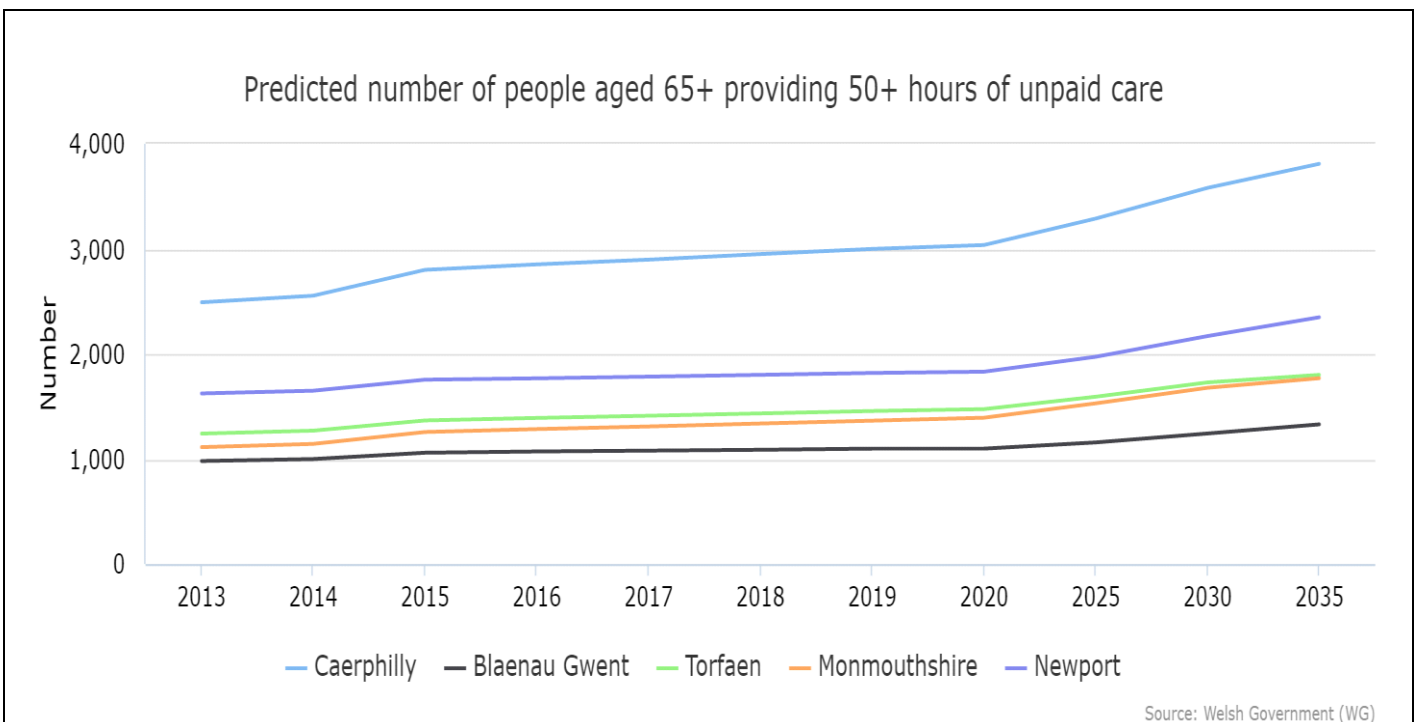
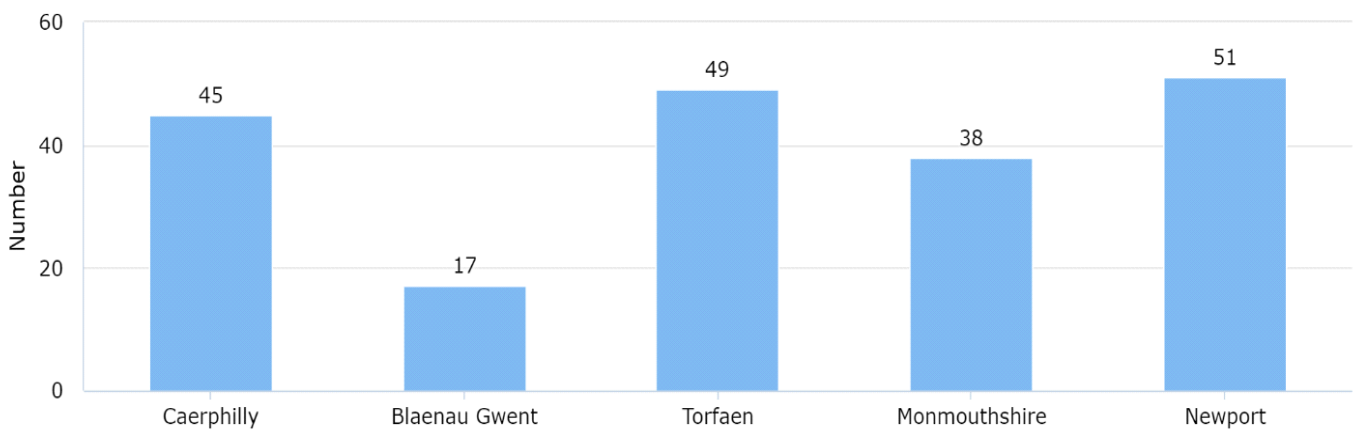


Figure above shows the predicted number of people aged 65 years or older providing 50 hours or more of unpaid care over the period 2013 to 2035. All local authority areas across the Gwent region are predicted to see an increase in the number. The predicted increases range from 35.6% in Blaenau Gwent to 58.9% in Monmouthshire over the period.

Number of young carers known to Social Services during the year - FY 2015-16



Source: Welsh Government (WG)

Figure shows the number of young carers known to Social Services during the year 2015-16. It shows that the number ranged from 17 in Blaenau Gwent to 57 in Newport.

### **What do we know?**

There is likely to be an increase in the number of carers as a result of predicted increase in population. There are an estimated 356,000 adult carers in Wales today and 90,000 carers spend over 50 hours a week on their caring responsibilities and currently provide over 70% of community care. It is estimated that carers and families provide 96% of the care in Wales, supported by communities, volunteers and care and support services; and save the social economy of Wales £3.5 billion each year. Yet the decision to care can mean a commitment to future poverty, and, for young carers, temporary or permanent delay in pursuing further education and training opportunities. Many give up an income, future employment prospects and pension rights to become a carer. The Social Services and Well-being (SSWB) Act recognises the key role played by carers, giving them the rights to support which are equivalent to the rights of those they care for. Section 14 of the Act places a joint requirement on local authorities and Health Boards to work together to assess carers. Too often people do not recognise themselves as carers and do not wish to receive support from statutory services. There is a need to increase awareness of the SSWB Act and eligibility or entitlement to support in order to enhance opportunities for the early identification of carers and to provide the necessary information and advice to carers to enable them to make informed choices.

**I can help other people in my position and tell them what works and where to get help**

*Young Carer, Youth Forum Member*

**What we will do: continue to support groups for young carers to help each other**

### **What are we doing?**

Following the implementation of the Carers Strategy (Wales) Measure in 2012 a multiagency regional **Carers Programme Board** was set up to steer, implement and monitor actions and

progress. Following the repeal of the Measure and provision of transitional funding to action the SSWB Act requirements, as they apply to carers, the multiagency Carers Programme Board continued to drive progress. The Carers Board is Chaired by an Aneurin Bevan University Health Board (ABUHB) Independent Member. The Board objectives are: strengthening of the partnership approach at a local level; creation of opportunities to enable the third sector to fully participate in delivery; plan and deliver the increased responsibilities for ABUHB and local authorities; embed the practice of mainstreaming the carers' needs so that it is common practice.

The Carers Board, through the Board Chair, will report directly to the Regional Partnership Board. The Carers Board has developed and is implementing a work programme based on identified carer support and service gaps. The work programme for 2016/17 and 2017/18 is targeting the following areas:

- Advocacy support,
- Support to young adult carers and transition arrangements,
- Mental health and well-being support for carers of all ages,
- Continued and effective information/advice/signposting and
- Ongoing staff training.

The Carers Board has established ongoing links with various carer forums across the region in order to ensure effective involvement of carers in the work of the Board. Work to map current service provision has enabled the identification of service gaps, for example advocacy for carers. It should be noted that the Dementia Board has also completed a mapping of respite services for carers. Also, through the Care Closer to Home strategy we have mapped out existing partners and services.

#### **Case Study – Dementia Friendly Café, Monmouthshire**

*Dementia Friendly Cafés are organised by Alzheimer's Society across the region and provide an opportunity for people living with dementia and their carers to come together to receive information, advice and share their views with professionals. The cafés also provide an opportunity to take part in fun activities and carers to share their feelings amongst peers. One carer remarked how she was finding very difficult and was 'ready to throw the towel in' but it was the other carers at the café who provided practical advice and emotional support to help her remain positive.*

#### **Action Plan & Next Steps**

##### ***Preventative and Early Intervention including Information, Advice and Assistance (IAA)***

- The Welsh Government has stressed the importance of information and advice at every stage of the care and support process and section 17 of the Act outlines the duty to make available a service to provide adults in need and carers with information about care and support. A national information portal (*Dewis*) has been developed and will provide a database of service information for citizens (including carers). This will be a useful tool in facilitating links to local information.
- A targeted approach will continue within health services to ensure systems to identify and support carers more effectively, including staff who are carers.
- Engaging with informal community networks, via the 'community connector' roles in order to identify carers at the earliest opportunity and sign post to support services and peer to peer groups.

#### **Commissioning, Pooled Budgets and Health Social Care Integration**

Through consistent commissioning across ABUHB and local authorities we will establish consistent practices through the following key elements.

- Future delivery of sustainable staff training to ensure that carer awareness is included within partner's core business, making use of an all Wales awareness raising e-learning tool, which will be accessible to all organisations.
- Section 24 of the Act requires that carers must be fully involved in their assessments and makes clear that the duty to assess applies regardless of the authority's view of the level of the carer's needs for support, or their financial situation.
- 'What Matters' conversations will be undertaken with carers to ascertain what is important to help them to care.
- We will also explore how medicines prompting can be better delivered through region wide, community based service models.
- Respite services are consistently highlighted by carers as a pivotal support need but there are some instances where currently commissioned support is underused. This can be because the service provision is based on a 'one size fits all' approach and thus does not reflect the type of respite service required as well as a lack of carer feedback to inform necessary changes to commissioned services. We will seek to expand more befriending volunteering opportunities with a view to providing flexible respite and link this to the review of third sector commissioned services currently being undertaken by the Joint Regional Commissioning Group.
- It is anticipated that the implementation of the Care Closer to Home Strategy will also increase the networks of support for carers at a community level.

**Advocacy** – arrangements are being discussed at Carers Programme Board meeting in late 2016 and will be included in the Area Plan development.

#### **Links to key strategies**

- **Regional Partnership Board Statement of Intent**
- **Regional Dementia Strategy**

#### **Summary and what we will deliver through the regional Area Plan.**

- **Coordination of consistent community based services such as community connectors/social prescribers to identify and support carers**
- **Review of medical prompting to better support carers**
- **Accurate Information, Advice and Assistance through DEWIS and Five Ways to Wellbeing**
- **Review of and align third sector commissioning principles to support befriending for carers requiring support**
- **Ensure that the implementation of the care closer to home strategy increases the community level support for carers**
- **Consistent commissioning across health and social care to ensure equitable, region wide and effective models of carer support, including flexible respite.**



## **Violence against women, domestic abuse and sexual violence**

A demography and population profile for individual local authorities is included in the 5 local Wellbeing Assessments. An abbreviated demography is included in section 1 of this PNA which also includes the population projection for the region. For the purpose of this PNA we subscribe to the definitions of domestic abuse as set out in the *Violence against Women, Domestic Abuse & Sexual Violence (Wales) 2015 Act*

The priority outcomes identified through engagement with citizens, partners and use of the prioritisation matrix; and subsequently confirmed through consultation are:

(1) **Provide earlier intervention and safeguarding arrangements to potential victims through 'Ask and Act'**

(2) **Safeguard victims, including men, through effective partnership support**

### **So what does the data show us?**

A comprehensive situational analysis is included in the appendix, but a representative sample of need is set out in the chart(s) below.

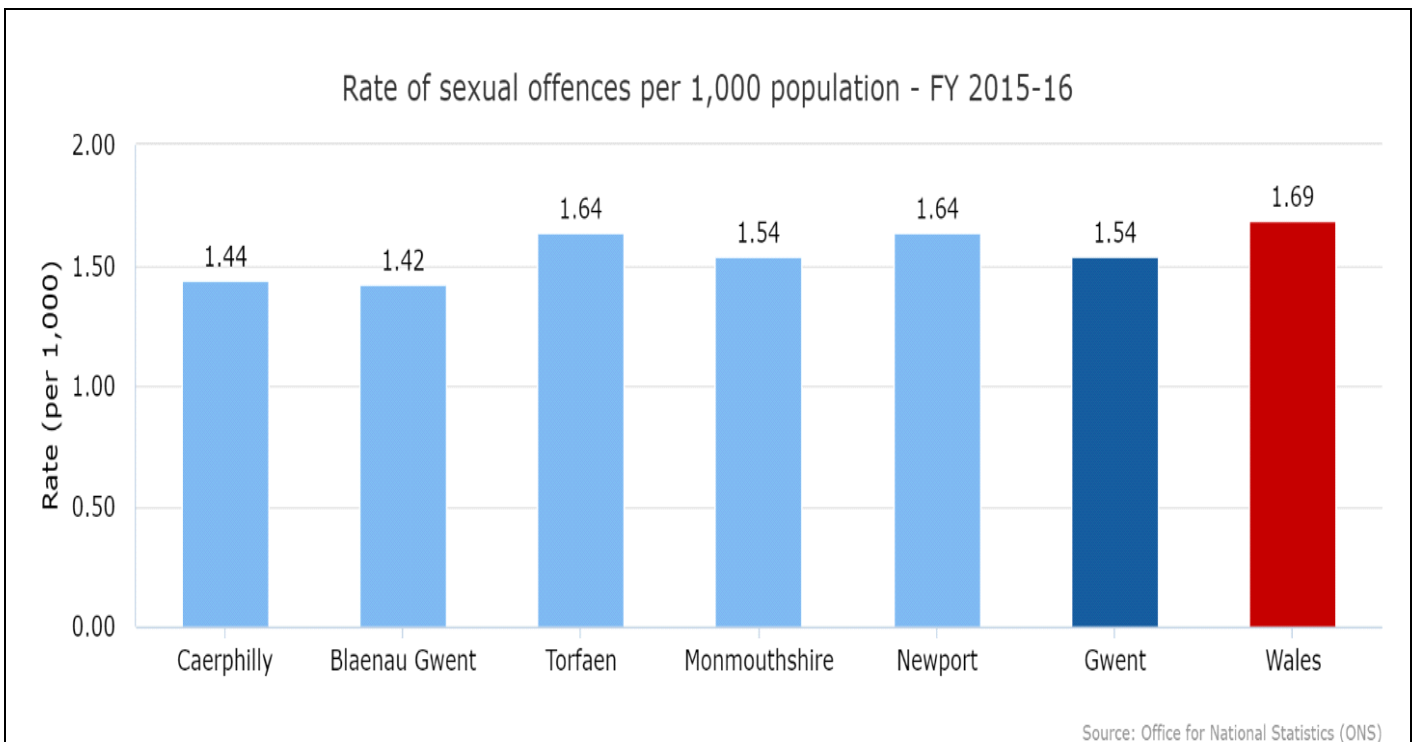
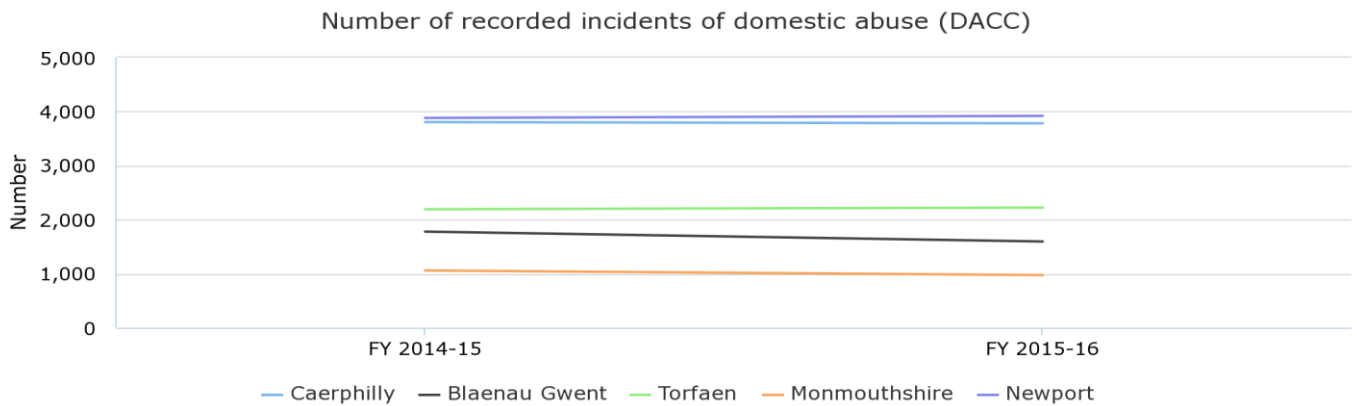


Figure V1 shows the rate of sexual offences per 1,000 population in 2015-16 across the Gwent region. The rate ranged from 1.42 per 1,000 population in Blaenau Gwent to 1.64 per 1,000 population in both Torfaen and Newport. This compares with 1.54 per 1,000 population for Gwent and 1.69 per 1,000 population for Wales.



	Caerphilly	Blaenau Gwent	Torfaen	Monmouthshire	Newport
FY 2014-15	3,805	1,778	2,192	1,059	3,882
FY 2015-16	3,782	1,595	2,223	973	3,920

Source: Gwent police

Figure V2 shows the number of recorded incidents of domestic abuse and discussions between Gwent Police, ABUHB and local authorities [(Domestic Abuse Conference Call (DACC))] over the period 2014-15 to 2015-16. Blaenau Gwent, Caerphilly and Monmouthshire have seen a decrease with Blaenau Gwent and Monmouthshire showing the largest decreases of 10.3% and 9.2% respectively; and Caerphilly 0.6% reduction. Newport and Torfaen have seen a small increase over the period of 0.1% and 1.4% respectively.

### What do we know?

The Violence against Women, Domestic Abuse & Sexual Violence (Wales) 2015 Act was passed in April 2015 and aims to improve the Public Sector response by providing the strategic focus to improve the arrangements for the prevention, protection and support for individuals affected by such violence and abuse. This new Act is set within the wider legislative context of The Well Being of Future Generations (Wales) Act 2015 and the Social Services and Wellbeing (Wales) Act 2014; and provides a unique opportunity to embed VAWDASV as a priority in determining the well-being of Wales.

### What are we doing?

We know that the reporting of domestic abuse is considerably lower than actual incidents – reported incidents vary between 23% (Walby and Allen 2004) and 35% (Home Office 2002; Office for National Statistics 2013) of actual – and this will need to be considered in planning going forward. There are two established processes used to manage and support the VAWDASV agenda:

- **Domestic Abuse Conference call (DACC)** – Gwent Police hold a daily conference call in all five local authority areas. DACC was established following an evaluation of a pilot in Newport and found the benefits to be: early intervention and opportunities to make victims safer; fast and effective information sharing; shared responsibility and accountability; early identification of risk. An overview of DACC highlights considerable numbers with over **12000 incidents in**

**both 2014/15 and 2015/16**; but early analysis has shown a **28% drop in repeat victims** and good evidence to show improved safety and well-being of victims and their families, and at the same time, effectively manage offenders. The DACC process is currently being reviewed in order to ensure a consistent approach across the region.

- A **multi-agency risk assessment conference (MARAC)** is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, probation, health, child protection, housing practitioners, Independent Domestic Violence Advisors (IDVAs) and other specialists from the statutory and voluntary sectors. After sharing all relevant information about a victim, representatives discuss options for increasing safety for the victim, and turn these options into a co-ordinated action plan. The primary focus of the MARAC is to safeguard the adult victim. An overview of MARAC in Gwent again presents considerable numbers with **978 MARAC completed 2014/15, 726 completed 20115/16** (This reduction is more around process issues than a reduction in high risk victims). The MARAC will also make links with other fora to safeguard children and manage the behaviour of the perpetrator. At the heart of a MARAC is the working assumption that no single agency or individual can see the complete picture of the life of a victim, but all may have insights that are crucial to their safety. The victim does not attend the meeting but is represented by an IDVA who speaks on their behalf.

Building on the Pan Gwent Domestic Abuse Forum a **South East Wales Violence against Women, Domestic Abuse and Sexual Violence (VAWDASV) Partnership Board** has been established to provide the governance vehicle for the regional partnership for related services. The Board parallels the South East Wales Safeguarding Children's Board and Gwent Adults Safeguarding Board. All three Boards will link together to provide a framework of safeguarding governance and will ensure that communication links exist with strategic multi-agency partnerships working across the region including the Regional Partnership Board (RPB). The VAWDASV Board will provide senior leadership bringing together agencies to work together in a joined up way and to ensure the best possible services are provided to protect and support victims and prevent crime. Where there are gaps in service or shortcomings in performance the Board will bring together the key agencies to prioritise and address issues. The term 'Violence against Women' incorporates all forms of violence against women; honour based violence, forced marriage, female genital mutilation (FGM), trafficking, sexual violence and exploitation and domestic abuse. The term 'Violence against Women' refers to the disproportionate experience of women to such forms of abuse. Whilst it is important that this is acknowledged and communicated, it does not mean that the violence and abuse directed towards men or perpetrated by women is neglected. The work of the VAWDASV Board is concerned with all forms of violence against women, domestic abuse and sexual violence as it affects all citizens.

The VAWDASV Wales Act (2015) introduces requirements for Welsh Ministers to prepare and publish a National Strategy for VAWDASV and for relevant authorities to publish joint local/regional strategies. The South East Wales region was chosen as a pilot site across Wales and are currently undertaking a comprehensive needs assessment that will provide the required information to inform the development of a strategic plan and a set of priorities that will ensure consistency and efficacy across the region with a common shared model of service delivery. The regional strategic plan will be drafted by April 2017 and will enable alignment to Welsh Government National Strategy which was published in November 2016. The Regional VAWDASV Partnership Board will provide the governance vehicle and will develop, approve and monitor the regional strategy as required under the Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) Act (Wales) 2015.

## **Actions and next steps**

### ***Prevention and Early Intervention including Information, Advice and Assistance (IAA)***

**'Ask & Act' is the Welsh Government policy of targeted enquiry** to be practised across the public service for VAWDASV. The **South East Wales local authorities have been selected as one of two early adopter sites in Wales for 'Ask and Act'** to develop and implement processes ahead of national roll out next year. Identifying abuse and/or violence at an early stage can be an effective measure in preventing an escalation in severity and frequency, and can assist to ensure appropriate and timely support is provided. The aims 'Ask and Act' are:

- to begin to create a culture across the public service where addressing VAWDASV is an accepted area of business and where disclosure is expected, supported, accepted and facilitated;
- to increase identification of those experiencing VAWDASV;
- to pro-actively engage with those who are vulnerable and hidden, at the earliest opportunity, rather than only reactively engaging with those who are in crisis or at imminent risk of serious harm;
- to offer referrals and interventions for those identified which provide specialist support based on the risk and need of the service user; and
- to improve the response to those who experience

### **Commissioning, Pooled Budgets and Health and Social Care Integration**

The VAWDASV Board have commissioned Welsh Women's Aid to undertake a regional needs assessment which is due to be completed by April 2017. The needs assessment and corresponding regional strategy that follows will set the direction of strategic services in terms of; partnership working; potential joint working models and processes. The Area Plan which will follow this PNA will use the VAWDASV needs assessment and regional strategy as the basis for forward planning.

### **Links to key strategies**

- **South East Wales Regional Violence against Women, Domestic Abuse and Sexual Violence Strategy 2017 - 21**

### **Summary and what we will deliver through the regional Area Plan.**

- **Implementation of 'Ask and Act' as part of Welsh Government pilot.**
- **Strategic alignment with VAWDASV Board, needs assessment and strategic plan.**

# SECTION 2

## **Service mapping**

Under each core theme set out in section 1 there is a high level assessment of the range and level of services required to meet the care and support needs of citizens; and the support needs of carers: 'What are we doing section'. The list of current and planned activity is not exhaustive, but it is relevant to the emerging priority area under each core theme. We recognise that the DEWIS website [www.dewis.wales](http://www.dewis.wales) may be better placed to provide an up to date directory that is self-managed in terms of content and therefore will remain current. The DEWIS website is continually being updated across the region and across Wales; and the regional team supports this activity and partners to upload their information. The RPB will provide overall oversight to ensure that DEWIS is populated and publicised to all partners.

As highlighted in Part 2, Section 14 of Social Services and Wellbeing Act codes of practice, citizens and social care workforce must be engaged in the process of identifying the range and level of services necessary. In developing the PNA engagement with citizens and providers to identify the range of services took place at the same time as identifying the level of needs for care and support and support needs of carers. Service mapping data has been included in appendices and some services have uploaded their data to DEWIS. It would not be prudent to include a comprehensive list of services and compilation of directories within the appendix of this PNA. However, where the service mapping relates to the priority outcomes, we have included specific service mapping work – for example Monmouthshire mapped the IAA entry points across the borough.

In parallel to the development of this PNA, the ABUHB are developing an overarching '**Care Closer to Home**' strategy for the effective and sustainable integration of care, centred on GP cluster models [Neighbourhood Care Networks (NCNs)]. As a key part of the strategy development process, five individual workshops were organised across individual local authorities and partners were asked to map and identify existing community based services and resources.

The Region's **Supporting People** teams have undertaken further scrutiny and mapping of the services provided across various client groups and this continues to be undertaken as part of the Gwent Regional Collaborative Committee (RCC) work plan. This mapping and reviewing of services will enable further opportunities for regional service remodelling and development. The RCC has prioritised '*People with Mental Health Issues*' and '*Young People with Support Needs (16-24)/Young People who are Care Leavers*' through 2016/17 work plan. Specific gaps in services for these client categories will be highlighted through the continued review process and will provide an opportunity to develop services that continue to meet future needs of these client groups and to commission services if gaps are identified.

The following two client categories are still prioritised as part of the RCC work plan:

- **People with Learning Disabilities** - during 2015 a task and finish group identified a set of principles with regard to delivery of services to this client group which were agreed with all five Social Services Departments across all Gwent Local Authorities. Regular reports are provided to the RCC to provide updates of local progress against the principles.

- Older Persons Services – Services provided to older people were prioritised for scrutiny by the Gwent RCC and this prioritisation has helped to ensure that work has continued to be undertaken locally to advance the recommendations made in the Aylward Review 2010.

**A more focussed and detailed mapping of services and partners organisations will be undertaken when developing the Regional Area Plan.** This will enable the RPB to directly map services and link them to the identified regional priorities. For the wider mapping of services we will work closely with the Public Service Boards (PSBs) as they develop their Wellbeing Plans. DEWIS will also be further enhanced and developed to include the wider community based services and partner organisations. Where possible the DEWIS database will be a resource for service provision and support down to individual ward level.

**What we will deliver through the regional Area Plan:**

- 1. Continue to build on existing service mapping through the ‘Care Closer to Home’ strategy, Supporting People agenda and link specifically to priorities identified therein**
- 2. Further develop and enhance the DEWIS website so it becomes the primary directory of resources for the region**
- 3. Work with PSBs to ensure wider service mapping is integrated with that of Health and social care as an important step towards the creation of a public service response at community level.**

**Health and Social Care Integration**

The PNA is a key driver for change and is required to set out the extent to which the needs identified in relation to the core themes should be met by providing services in partnership between the Local Health Board and the Local Authorities within the Region. Under each core theme a high level description is provided which highlights those key areas for integration. Under Part 9 of the Act which covers Partnership Arrangements, **Welsh Government** through the Regional Partnership Board (RPB) has prioritised the integration of services in relation to:

- Older people with complex needs and long term conditions, including dementia.
- People with learning disabilities.
- Carers, including young carers.
- Integrated Family Support Services.
- Children with complex needs due to disability or illness.

There are already well established and developed areas of integration which are supported by current strategic partnerships across the identified groups, and further details of existing arrangements and areas for development are included in the RPB’s joint statements of strategic intent for older people, children with complex needs and carers. Integration of services for people with learning disabilities is well established in key areas such as accommodation via the ‘In One Place’ partnership which is a partnership between all 9 Registered Social Landlords in the region, the local authorities and the Health Board. Also the ‘Supporting People’ priorities outlined above will also be aligned to support the regional imperatives under Part 9 where appropriate.

The RPB will determine the most appropriate structures for ensuring the provision of these integrated services. This could include the establishment of management or operational groups, or a redefining of existing partnership groups, as well as integrated teams for specific service areas. Partnership agreements will be developed for new partnership arrangements which may or may not require a delegation of functions, as set out in Part 9 of the Act.

The RPB has determined that a '**place based approach**' to care and support is the key to operational service delivery that will enable health and social care resources to be better aligned to meet different local and individual needs. We are aware that many localities have significant but often very different social and economic challenges which mean that a 'one size fits all' approach is neither appropriate nor sustainable. As highlighted in ABUHB's '**Care Closer to Home**' strategy and as described above, a place based approach has been adopted by the region which is based on GP clusters (Neighbourhood Care Networks) with the aim of aligning resources more effectively.

#### **What we will deliver through the regional Area Plan**

- 1. Integration of care and support provision to key client groups as set out in Part 9 of the Act and emphasised through RPBs statements of strategic intent for older people, children with complex needs and carers**
- 2. Adopt a place based approach through 'Care Closer to Home' strategy as foundation stone that underpins health and social care service integration.**

#### **Joint Commissioning & Pooled Budgets**

In taking forward the implementation of the Act, it is recognised that commissioning has a vital part to play in planning, shaping and putting into place the services needed for citizens to improve well-being. A Regional Joint Commissioning Group (RJCG) was established in late 2015 and co-ordinated by the regional Transformation team to identify regional commissioning priorities. The RJCG identified the following priorities:

- A common regional domiciliary care strategy – a domiciliary care regional plan is being developed and this will result in a position paper and options for the future design and delivery of care and support at home. This will include some immediate activity and identify longer term goals. This work is closely linked to the National Commissioning board's domiciliary care work stream detailed below
- A regional review of commissioning resources as part of the PNA and market sufficiency analysis with a view to adopting an integrated approach.
- Take forward options for integrated commissioning and pooled budgets for older peoples' care homes. This work is also closely linked to the NCB as the Gwent region is the designated pilot region for developing a Model Partnership Agreement for joint commissioning and pooled budgets for care home placements.
- Prevention and Wellbeing, role of the 3rd Sector and place based approaches linked to the development of the Care Closer to Home strategy.
- Commissioning priorities for Children with Complex needs will be taken forward by the Children and Families Partnership Board
- Commissioning priorities for Carers including young carers will be taken forward by the Carers Partnership Board



The RJCG links closely with the National Commissioning Board (NCB) that has been established for health and social care in Wales. The national group has a high level project plan and a number of work streams covering:

- A national Market analysis of care homes (for over 65's)
- A model agreement for pooled budgets for care homes in Wales
- Domiciliary care,
- Learning disability services
- Services for children with complex needs
- A commissioning capacity and capability review
- Options for securing services (flexible and innovative approaches to the procurement of health and social care services)

### Pooled Funds

The 2015 partnership regulations require partnership bodies within each Regional Partnership Board to establish and maintain pooled funds in relation to:

- the exercise of their care home accommodation functions (*As noted, the Gwent region is a pilot to start this work, which requires joint commissioning of placements and pooled budgets by April 2018*);
- the exercise of their family support functions; (*Integrated Family Support Services is a Welsh Government funded programme and managed by Newport City Council; and is included within the governance arrangements of the RPB*)
- the specified functions they will exercise jointly as a result of the combined population assessment report and area plan

The Gwent region already has well established formal pooled budgets in place for:

- **GWICES – Gwent Wide Integrated Community Equipment Service.** This is a Section 33 agreement under the National Health Service (Wales) Act 2006, with an identified lead commissioner and single contract monitoring process. There is a PIN hierarchy in place so that those operational staff needing to prescribe and order equipment are registered and able to access those equipment types that they need, with this being tracked to the relevant partner declared budget contribution and out turn. It has brought a consistent process of equipment specification, procurement, delivery, collection and cleaning/disposals across the region.
- **Gwent Frailty Programme.** This is also a Section 33 Agreement under the NHS (Wales) Act 2006 to deliver intermediate care services with consistent overarching aims and objectives to ensure best value and evidenced based service models for the residents of all five Gwent localities. It also includes appropriate funding contributions to support a repayment timeline for Welsh Government 'Invest to Save' funding.

Close engagement with Welsh Government has confirmed that Section 33 process is still applicable under the Act for Part 9 partnership Arrangements, but governance arrangements need to make clear that it is RPBs who take oversight.

### **What we will deliver through regional Area Plan**

- 1. Deliver RJCG action plan to deliver joint commissioning arrangements for identified priorities above**
- 2. Continue to link with NCB to progress national proposals across the region**

## Preventative Services

Prevention is at the heart of the Welsh Government's programme of change for health and social care. There is a need to focus on prevention and early intervention in order to make health and social care services sustainable for the future. It is vital that care and support services do not wait to respond until people reach crisis point. This preventative approach applies to both adults, children and young people; however, the regional response may differ in focus for each group. For example GP clusters makes sense for adult services, but school based clusters may make better sense for children and young people. Therefore, the geographical organisation of prevention and support services for children and adults may look different; but the strategic intent based on prevention and well-being will be consistent.

The Act is seeking to maximise the well-being of people and to rebalance the focus of care and support to prevention and earlier intervention. This will lead to increased preventative services in the community to minimise the escalation of individual needs to critical levels. This means that existing services will need to be reviewed and some may need to be decommissioned if no longer considered effective.

Local authorities have a duty to ensure an appropriate range and level of preventative services that:

- Help prevent, delay and reduce the need for care and support
- Promote the upbringing of children by their family
- Minimise the effect of people's disabilities
- Help prevent abuse or neglect
- Enable people to live as independently as possible
- Reduce the need for care or supervision orders, criminal proceedings against children, or taking children into local authority care or secure accommodation

There is a need to strengthen the preventative approach that is already available across programmes and services, building and extending the activity base in order to make sure that services are available when people need them. We must ensure that people and communities have the information and support they need in a timely way to identify '**what matters to them**'. The Region will give further detailed consideration to how it can best put in place arrangements to deliver an approach that meets that local need and individual need. The implementation of the '*Care Closer to Home*' strategy will play a major role in this.

The nature and level of preventative services provided or arranged **must** be designed to meet the needs for care and support of carers identified in this population need assessment report. Included in each core theme section are proposals for early intervention and prevention programmes. Also included is a high level indication of services that can support the preventative agenda. The RPB will expand on the mapping of services through development of the regional Area Plan and '*Care Closer to Home*' strategy, to ensure that there is a clear understanding of the resources available within communities.

In terms of resource management, there is a need for a focus on earlier intervention rather than concentrating resources and effort further down the care pathway or on crisis management. There are a number of examples of good practice, but these are

often only available in one area, yet they often need to be available across Gwent, as equity and consistency of provision is an important focus for the RPB.

As part of 'Care Closer to Home' strategy ABUHB will set out how a preventative approach can be delivered in partnership with local authorities across the region. There are a number of preventative programmes funded through Welsh Government such as **Communities First, Families First, Flying Start and Supporting People**. Approximately £55 million is funded through the 4 'anti-poverty' programmes across the region each year. In addition **Intermediate Care Funding (ICF)** makes a significant contribution to prevention and a reduction in hospital admissions. There are also a number of initiatives across the region that aim to reduce social isolation. There is a need to align resources to ensure synergy between the various funding streams and to avoid duplication. The RJCG have already linked with the third sector in the region to start the process of identifying where support is most needed; and Housing Associations are also key partners in preventative service delivery.

### **Case Study: Torfaen Pathfinder Pilot**

*The Torfaen Pathfinder is a Welsh Government pilot focussing on understanding the early years' system and enabling system change to improve outcomes in early years (Torfaen is one of two pilots chosen across Wales). The pilot aligns with the First 1000 days Collaborative Programme outcomes:*

- *The best possible outcome for every pregnancy*
- *Children in Wales achieve their developmental milestones at two years of age*
- *Children are not exposed to or harmed by multiple adverse childhood experiences (ACEs) in the first 1000 days*

*A 'First 1000 days' strategic group has been established which includes Torfaen leads for Early Years, Families & First, Flying Start anti-poverty programmes and the Aneurin Bevan Gwent Public Health Team. An in-depth mapping of the early years' system has been completed including mapping of all relevant anti-poverty programmes and financial allocations to programmes. Detailed mapping was completed for Flying Start and non-Flying Start areas. The Pathfinder pilot is primarily an early intervention model and will focus on*

- *exploring the possibility of screening for ACEs during the antenatal and/or during birth visit to enable earlier intervention to occur where required*
- *exploring the feasibility of developing and implementing a common assessment tool across the early years' provision*
- *evaluating the role of the healthy babies advisor, and gain an understanding of the future potential*
- *alignment and integration of the Torfaen First 1000 days programme outcomes with the planning and commissioning of local services, including the anti-poverty programmes, to inform future commissioning arrangements.*

A statutory requirement of the Act is for local authorities and health boards to discharge their responsibilities to provide or secure services that help prevent need. Also, as a requirement of the **Wellbeing of Future Generations Act**, a **preventative sustainable principle is clearly set out**. There is an opportunity to align both of these important and connected pieces of legislation to focus on preventative services in the

future and there is an opportunity for the RPB and local Public Service Boards (PSBs) to adopt one overarching strategic preventative approach across the region.

**What we will deliver through regional Area Plan:**

- 1. Explore a single prevention agenda across the region with PSBs and linked to Wellbeing of Future Generations and SSWB Acts which also includes Housing Associations.**
- 2. Align anti-poverty programmes across the region to set out a single preventative model based on consistent assessment principles, joint workforce and joint commissioning**
- 3. Through the implementation of the 'Care Closer to Home' strategy ensure that prevention and early intervention is supported and enabled in a consistent manners across the region**
- 4. Delivery of RJCG work plan with third sector to maximise and align activity to prevent escalation of need and build on existing models of good practice such as befriending, social prescribing etc. and to promulgate the development of social enterprises and co-operatives where possible.**
- 5. Support Early Years Pathfinder pilot and use key messages to shape early intervention models**

**Information Advice and Assistance (IAA)**

Promoting well-being involves not only the provision of services to prevent the need for care and support but also the provision of information, advice and assistance that people may need to take control of their day to day lives. There is a duty on local authorities, with support from their local health boards, to ensure the provision of an Information Advice and Assistance (IAA) service for all people in their area, not just people who have an immediate need for care or support.

Local authorities are required to provide an IAA service and **must** include, as a minimum, the publication of information and advice on:

- how the care and support system operates in the local authority area
- the types of care and support available
- how to access the care and support that is available; and
- how to raise concerns about the well-being of a person who appears to have needs for care and support.

The information, advice and assistance service is an opportunity to change the perception of social care and support services in Wales. It must promote early intervention and prevention to ensure that people of all ages can be better supported to achieve their personal outcomes and should be considered to be a preventative service in its own right through the provision of high quality and timely information, advice and assistance. Local Health Boards must provide local authorities with information about the care and support it provides. Other partner organisations, including third and independent sector organisations should also be included.

The regional team facilitate an adult services and children services **practice development group** to support front line practitioners deliver and implement the Act. The groups have also developed a regional IAA framework and policy to help ensure

consistency across the local authorities and ABUHB. Each local authority must take its lead from the RPB on how to design, plan and develop the model for the information, advice and assistance service that will ensure people find information easy to access. Local authorities should produce a communications strategy to promote their information, advice and assistance service and the regional team facilitate a regional **communications group**, where the 5 communication managers meet to develop regional newsletters and consistent messages in relation to the Act. The regional communications group has also developed and published a regional communication and engagement strategy.

### **Case Study – FISH Monmouthshire**

*Monmouthshire redesigned their information service to a community based model called 'Finding Individual Solutions Here' (FISH), following feedback from citizens highlighting that they want easy access to information and a prompt response when they contact services. FISH is set out over community hubs so that people have access to the right person without being passed between call handlers, and so that services are able to respond with the right information and support as required. When people contact FISH they will be speaking directly to staff that will be 'listening to understand' and looking to facilitate solutions - this may take place over the phone or face to face.*

Local authorities must use information gathered through the population needs assessment to design, develop and continually improve the IAA service. The IAA performance data for 2016/17 is limited as it is a transition year and an opportunity for local authorities to develop the IAA service. However, emerging data will be included in the regional area planning process.

As well as helping to prepare access points to IAA services and/or assessment to implement consistent processes across the region, the regional team have also facilitated the development of the **DEWIS** website which will be a key resource to ensure accurate and timely IAA. **NHS 111 service** is the NHS non-emergency contact number to speak to a highly trained adviser, supported by healthcare professionals who will ask a series of questions to assess symptoms and immediately direct people to the best medical care. Working links between DEWIS and the 111 service are being considered.

### **What we will deliver through the regional Area Plan**

- 1. Further support and develop DEWIS website so it becomes the 'go to' place for information on support, advice and assistance.**
- 2. Continue to support consistent information dissemination and stakeholder engagement through regional communications group**
- 3. Use IAA performance management data to inform design of services**

### **Social enterprises, Cooperatives, User Led Services and the Third Sector**

The Act Part 2, section 16 introduces a duty on local authorities to promote the development, in their area, of not for private profit organisations to provide care and support and support for carers, and preventative services. These models include

social enterprises, co-operative organisations, co-operative arrangements, user led services and the third sector. The local authority must promote the involvement of people for whom these care and support or preventative services are to be provided, in the design and operation of that provision. The duty to promote means that local authorities must take a proactive approach to planning and delivering models that will meet the well-being needs of all people – children, young people and adults - in promoting models which are based on social values.

Care to Co-operate is a three year project funded by the Welsh Government under the Sustainable Social Services Third Sector Grant Scheme. It has been developed in partnership with the Social Co-operation Forum and will be delivered by the Wales Co-operative Centre. Care to Co-operate will support the development of social co-operatives, social enterprises and consortia. There are examples of user led services developing across the region – recently a Dementia Friendly Community group in Blaenau Gwent was established – and the Transformation Team will work closely with the Wales Co-operative Centre and the third sector to ensure the regional Area Plan will set in place clear actions and targets to support community assets at an individual, community and population level.

#### **What we will deliver through the regional Area Plan**

- 1. Work with Wales Cooperative Centre to increase and support number of voluntary led services in local communities through ‘Care to Co-operate’.**

#### **Workforce Development**

The region has a Workforce Development Board and delivery plan which is monitored by the Board. Focus has been on supporting staff to ensure they are trained and skilled to implement and deliver the Act. Workforce Development managers and the regional Transformation Team meet regularly, prior to the board to ensure consistent developments across the workforce, joint training and continuous development of the regional training plan.

The regional has developed an Organisational Development management programme this year which focused on the delivery of the Act and the requirement to change the culture within organisations and measure performance. A programme was developed which included middle managers from both social care and health. This has resulted in us focusing on the wider integration agenda and we are developing a further management programme to deliver on the ‘*Care Closer to Home*’ strategy. This is in the early stages and we are working with Workforce Development leads in ABUHB to present an outline proposal to the regional Leadership Group. At an operational level we ensure that those local authorities that were not part of the ‘Outcome/Collaborative Conversations’ pilot training are supported in the interim, and will continue to support the training in the future.

Local Workforce Development Managers and the regional Transformation team form part of a National Social Services and Wellbeing Act Workforce Development Group. The group ensures coordinated development across Welsh Government, Care Council for Wales and regional and Workforce Development teams. It is not clear as yet if this group will continue to meet as the Delivering Transformation Grant will form

part of the RSG. Regardless, there will need to be a focus on raising the profile of the care sector as a career path and raising standards through commissioning.

### **Case Study – The Raglan Project**

*The Raglan Project was a pilot project looking at how to deliver a high standard of relationship-based home care to people with dementia; and replaced task-based care with flexible care that is focused on the social and emotional needs as well as the physical needs of the person being supported. Before the care begins, staff members establish a relationship with the person receiving care. Staff are then given the freedom to decide for themselves how the relationship and care should be managed – and their decisions are supported rather than controlled by management. It has been possible for people with complex care needs to stay at home rather than moving to permanent residential care or hospital and people have been supported back to independence and re-engaged with their local community. There is also clear evidence that staff have better morale, health, well-being and job satisfaction.*

### **What we will deliver through the regional Area Plan**

#### **1. Continue to support delivery of regional WFD Board work programme and facilitate national links through national group**

### **Links to National Groups**

The regional Transformation Team has supported a number of Welsh Government national task and finish groups to help prepare for the implementation of the Act. Health and social care principles still require further development as the regions implement the Act and specific work streams have been formalised through the Association of Directors Social Services (ADSS)

- *Business Intelligence* – The objective is to influence and support national consistency in the implementation of the performance measurement framework and associated business intelligence processes and also influence the introduction of underpinning systems such as WCCIS and DEWIS (a regional Business Intelligence group with membership from the 5 local authority social services business managers feeds into this group)
- *New Approaches to Practice* – the objective is to support the development of new approaches to processes and practice in areas such as advocacy, assessment, eligibility, care planning and the information, advice and assistance service (Regional Practice Development groups for Adult and Children Services feeds into this group)
- *New Ways of Working* – The objective is to support the development of new models of service including preventative services, commissioning and social enterprises responding to population assessments.

The Transformation Team represent regional views on each of the ADSS groups. The Welsh Local Government Association (WLGA) and Social Services Improvement Agency (SSIA) coordinate a Population Needs Assessment development group and the Transformation Team are also represented.

## Advocacy

Under Section 145 of the Social Services and Well-being Act, Welsh Government issued and consulted upon a draft code of practice in relation to advocacy. It is a principle of the Act that a local authority respond in a person-centred, co-productive way to each individual's particular circumstances. Individuals and their families must be able to participate fully in the process of determining and meeting their well-being outcomes through a process that is accessible to them. The code also sets out the requirements for local authorities to:

- Ensure that access to advocacy services and support is available to enable individuals to engage and participate when local authorities are exercising statutory duties in relation to them and;
- To arrange an independent professional advocate to facilitate the involvement of individuals in certain circumstances.

Local authorities must arrange for the provision of an independent professional advocate when a person can only overcome the barrier(s) to *participate fully in the assessment, care and support planning, review and safeguarding processes* with assistance from an appropriate individual, but there is no appropriate individual available.

Advocacy can be a preventative service in itself and will be considered as part of the range and level of services required to meet identified need. The Transformation Team have already started to map advocacy provision across the region and consider potential options going forward.

The regional provider forum includes members from the third sector including Age Cymru who have developed the '**Golden Thread Advocacy Programme**' which has been funded by Welsh Government for 3 years to run alongside and support the implementation of Part 10 of the Social Services and Well-being (Wales) Act 2014. The programme's key aims are

- To support the commissioning of independent professional advocacy through a sustainable, strategic approach.
- To improve the availability of advocacy services to adults across Wales
- To improve the well-being of individuals through advocacy and to give them a stronger voice

Through the regional Area Plan we will bring third sector partners and commissioning teams together to fully map advocacy services and identify good practice and gaps in provision. We will also promote independent advocacy provision and work closely with the third sector umbrella organisations to identify solutions. Heads of Children's Services are currently considering a single advocacy service across the region with the Local Health Board – previously a commissioned service was in place across Blaenau-Gwent, Caerphilly and Torfaen. Care Council for Wales have developed a specific Advocacy training module, and this is set to be taken forward in 2017.



### What we will deliver through the regional Area Plan

1. **Alignment of advocacy provision to identified priorities across partner agencies**
2. **Work with the Golden Thread Advocacy Programme across the region through regional provider forum**
3. **Support Children's Services joint commissioning of a single advocacy service**
4. **Joint approach to advocacy provision with third sector partners especially in promotion of independent advocacy**

### Transitions

The transition process between a service/support can be an anxious and sometimes vulnerable time for any person but especially for young people and their families. During this period young people may stop receiving health services that they may have had since a very young age and move on to equivalent adult services which can be structured and funded differently. The Social Services and Well-being (Wales) Act is an all-age Act so addresses issues relating to transition. The Regional Partnership Board has responsibility for ensuring there are services, care and support to meet the needs of all people in the region and hence will ensure there is an effective partnership working between ABUHB and local authorities.

There is a statutory requirement on schools to organise transition planning for their pupils with special educational needs. Adults may move from one organisational support service in health to other support services in social care. Also, adults, children and families are transient and will move across local authority boundaries. The key groups for effective transition across the 8 PNA core themes are

- **Autism Spectrum Disorder** – Welsh Government have developed an ASD Strategic Action Plan and priorities will be implemented locally
- **Disabled Children** – effective planning between health and social care
- **Looked After Children** especially in relation to 'When I am ready'
- **Preventions** – national preventative programmes such as Families First and Supporting People operate in each area and effective transition between programmes and local authorities when people move is required to ensure seamless portability

### National Outcomes Framework (NOF)

In identifying the range and level of services necessary to meet need, local authorities and Local Health Boards **must** be informed by the National Outcomes Framework (NOF). The NOF is made up of the well-being statement, which articulates what the Welsh Government expects for people who need care and support, and outcome indicators to measure whether well-being is being achieved. When the data is available and published the PNA and corresponding regional Area Plan will seek to ensure that we will use the NOF in identifying the level of services necessary to meet need.

The PNA has also taken into account and utilised the resources of information in the following Outcomes Frameworks

- Public Health Outcomes Framework – covering all ages of the population and with particular reference to physical and mental health and well-being
- NHS Outcomes Framework – covering all ages and physical and mental health and well-being
- Early years Outcomes Framework – with particular reference to the section on children and young people including mental and physical health and well-being

### **Equality Impact Assessment**

Local authorities and Local Health Boards must undertake an Equality Impact Assessment as part of the process of undertaking a population assessment, which must include impact assessments on; Age, Disability, Gender Reassignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion and Beliefs, Sex and Sexual Orientation. We will expand on EIA in the final PNA but it is likely that the regional Area Plan will set out detailed actions required to implement key findings from the PNA and an EIA will be more effective at the plan level.

### **Links to Wellbeing of Future Generations Act**

The Social Services and Wellbeing Act shares similar principles with a number of key national/regional strategies, and in particular the Wellbeing of Future Generations (WFG) Act. There are a number of key areas where the Acts compliment and reinforce the need for a collaborative approach

- **Principles** – under the WFG Act specific sustainable principles are set out which are similar to the principles under the Social Services and Wellbeing Act (early intervention, prevention, partnership working, co-production) and there is an opportunity to align work streams.
- **Population Assessments** – a statutory requirement of the WFG Act is to undertake a Wellbeing Assessment of the whole population in a local authority area. This PNA has been produced alongside Wellbeing Assessment in each local authority to avoid duplication. A regional Gwent Strategic Wellbeing Assessment Group (GSWAG) has overseen the coordination of the alignment of both assessments and the Transformation Team are members of the group.
- **Partnership Governance** – there are statutory duties under each Act to establish a partnership to oversee the implementation of each Act. Under the SSWB Act Regional Partnership Boards (PPB) are established across regions and under the WFG Act Public Service Boards (PSB) are included on a statutory footing in each local authority area. The work of both boards to promote wellbeing is clear and alignment of work streams will be beneficial to avoid duplication and create synergy between partners.
- **Service Mapping** – there will be a need to understand the levels of service available across the region and in local communities to maximise resources. The close working between the RPB and local PSBs will facilitate a joint mapping of services and identify where there are gaps in provision.

- **Action Planning** – both Acts set out arrangements for action plans following population assessments – regional Area Plan under the SSWB Act and Wellbeing Plans under the WFG Act. An alignment of the corresponding action plans will avoid duplication of priorities and focussed activity for specific priorities. A ‘common language’ and template will also ensure good ‘read across’ the plans.

## **Secure Estate**

Population assessments must take account of the care and support needs of populations from the secure estate in order to fulfil the requirements of section 11 of the Act. The code of practice in relation to part 11 contains full details in relation to local authority’s responsibility for the care and support for those in the secure estate. Monmouthshire is the only local authority in the region where secure estates are located. The Transformation Team have supported training to staff and management to ensure elements of the Act are being planned and implemented. The regional Area Plan will include details on actions required to implement the statutory duties in the Act.

## **Safeguarding and links to Strategic Partnerships**

There are a number of statutory partnerships with individual strategies, action plans and governance arrangements. This PNA aims to acknowledge that some partnerships are better placed and delivering strategic agendas and the actions identified will complement and support the work of these partnerships and not duplicate efforts.

## **Adult Safeguarding Board**

The Gwent-wide Adult Safeguarding Board (referred to as GWASB) is the forum responsible for the strategic leadership, monitoring and reviewing of adult safeguarding practice in Gwent; and is as an opportunity for partners to work together across the region, to embed interagency partnership for the strategic leadership, monitoring and reviewing of adult safeguarding practice.

As of the 6th April 2016, The Gwent-wide Adult Safeguarding Board is a statutory Board as set out in Part 7 of the Social Services and Well Being (Wales) Act 2014. The Board's purpose is twofold:

- to protect adults in Gwent becoming ‘adults at risk’ and
- to protect adults who have been abused or neglected or are at risk of abuse.

The Board has a role in co-ordinating and ensuring the effectiveness of regional organisations to safeguard adults at risk, but it is not accountable for their operational work. Each member agency of the Board remains responsible and accountable for the safeguarding service delivered in their organisations. The Board’s vision is to ensure that all adults in Gwent are safeguarded effectively through partnership working and community engagement. The Board provides strong leadership, governance and accountability and promotes the rights of adults at risk to live in safety

and actively works to prevent, identify and investigate alleged abuse. The Boards objectives and functions can be viewed in its partnership.

### South East Wales Safeguarding Children Board

Safeguarding and promoting the welfare of children requires effective coordination in every local area and the Act puts in place regional Safeguarding Children Boards, which are the key statutory mechanism for agreeing how the relevant organisations in each local area will cooperate to safeguard and promote the welfare of children, and for ensuring the effectiveness of what they do. The South East Wales Safeguarding Children Board (SEWSCB) has replaced the five former Local Safeguarding Children Boards in Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen,

The SEWSCB has the lead strategic role in ensuring that children and young people in the South East Wales region are protected from abuse, neglect and exploitation and discrimination, and live in an environment that promotes their well-being and life chances. The SEWSCB is also a multi-agency partnership comprising of representatives from Gwent Police, Social Services and Education Directorates from the five Local Authority areas, the Voluntary Sector, Youth Offending Services, the All Wales Probation Trust, CAF/CASS Cymru, Housing, Public Health Wales and Aneurin Bevan Health Board. The purpose of this partnership working is to hold each other to account and to ensure safeguarding children remains high on the agenda across the region.

This PNA will not replicate the work programmes of both Adult and Children's Boards but complement and link to the underpinning board action plans. Safeguarding is a core feature of the implementation of identified actions in this needs assessment and during the development of the regional Area Plan, we will set out clearly the safeguarding actions under each core theme. However, during the engagement with citizens and partners in developing the PNA concerns such as Child Sexual Exploitation, elder abuse (especially with an aging population) as well as general safeguarding is still a concern. The RPB will work closely with the Safeguarding Boards to ensure a strategic partnership approach and delivery of safeguarding processes is achieved.

### Gwent Substance Misuse Area Planning Board (APB)

The Gwent Substance Misuse Area Planning Board (APB) covers Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen and contains representatives of these five local authorities; membership is also drawn from Aneurin Bevan University Health Board (ABUHB), Gwent Police, National Offender Management Service (NOMS), Aneurin Bevan Gwent Public Health Team and a representative for service users and carers. The Gwent APB provides advice and support to responsible authorities in order to plan, commission and monitor delivery of high quality treatment and prevention services that are based on the needs of substance misusers, families and communities. The APB currently discharges an annual regional SMAF budget of £4.4m on behalf of the 5 local authorities to provide adult and young person's drug, alcohol and family support services within the region.

In 2014/15 the Gwent Substance Misuse APB commissioned **Gwent Drug and Alcohol Service (GDAS)** to provide an integrated drug, alcohol and family support service. GDAS is a consortium comprised of Kaleidoscope (lead agency), Drugaid and G4S and employs over 100 staff. It operates from a wide variety of local bases throughout Gwent, within community venues and an outreach service. The APB has recently undertaken a re-commissioning process for **substance misuse services for children and young people**. The specification for the new service includes a focus on prevention and early intervention as well as training for professionals and community workers involved in direct work with children, young people and families. It is anticipated that these services will work closely with other teams such as mental health, sexual health, school nursing and youth services. In view of the disproportionate impact of alcohol in deprived communities the services will link with multi-agency panels and programmes that can provide more intensive support such as Flying Start, Families First and Communities First. ABUHB has recently established an **Alcohol Care Team** at the Royal Gwent Hospital and Neville Hall Hospital which provides an alcohol specialist nurse service linked to mental health liaison teams and the in-reach and community-based services provided by GDAS.

Similar to safeguarding board arrangements, the RPB will complement the work of the APB through the development of the regional Area Plan.

## **Next steps and Regional Area Plan**

The 2015 partnership arrangement regulations require local authorities and LHBs to form partnerships in order to carry out the population assessments required by section 14(1) of the 2014 Act. The area plans required to be prepared by local authorities and Local Health Boards under section 14A should also be prepared on a joint basis. Developing an area plan jointly will create consistency with the combined population assessment process and contribute significantly to the objective of integrated and sustainable care and support services. It will also enable partners to discharge the section 14A(2)(f) duty in the 2014 Act to set out the details of anything they propose to do jointly in response to the population assessment. The area plan should set out the specific care and support services proposed to be provided or arranged in relation to each core theme and in how actions will be delivered

- jointly by partners;
- by each individual local authority; and
- by the Local Health Board.

This PNA has highlighted high level priorities under each core theme and necessary process developments required to implement the priorities. The basis of the Area Plan will be the priorities under each core theme and process developments. There are two types of suggestions actions

1. Actions required to improve **outcomes** for people and promote wellbeing
2. Actions to improve regional **processes**

The high level actions to progress through the Regional Area Plan are below and we will develop a more robust analysis of actions required to deliver outcomes through the development of the Area Plan. We will also set out in detail the process actions required to develop a regional approach.

## High level Actions to be progressed through the Area Plan

CORE THEME	Actions to be progressed through regional Area Plan
<b>Children &amp; Young People</b>	<ul style="list-style-type: none"> <li>▪ Support Children and Family Partnership Board's review of local arrangements for children with complex needs and delivery of work programme with a focus on Looked After Children.</li> <li>▪ Consistent models of practice and alignment of Welsh Government's early intervention and preventative programmes</li> <li>▪ Develop and deliver a regional ACE action plan with a focus on earlier intervention and mental health support for children and young people through community based assets.</li> </ul>
<b>Older People</b>	<ul style="list-style-type: none"> <li>▪ Develop place based approach '<i>Care Closer to Home</i>' including consistent delivery of community connectors across the region to reduce social isolation</li> <li>▪ Further develop '<i>Dementia Friendly Communities</i>'</li> <li>▪ Develop domiciliary care joint commissioning process with National Commissioning Board and linked to Care Standards Social Improvement Wales 'Above and Beyond' Report and the 'Care and Support at Home' Strategic Plan currently being developed by Care Council for Wales.</li> </ul>
<b>Health/ Physical Disabilities</b>	<ul style="list-style-type: none"> <li>▪ Implement 'Care Closer to Home' Strategy</li> <li>▪ Align with 5 local Wellbeing Assessments required under Wellbeing of Future Generations Act and explore joint action planning for wider detriments to health</li> </ul>
<b>Learning Disabilities/ Autism</b>	<ul style="list-style-type: none"> <li>▪ Support Mental Health and Learning Disability Partnership Board review Gwent Strategy for Adults with a Learning Disability 2012/17 and set out key regional commissioning, integration actions</li> <li>▪ Local implementation of Welsh Strategic Action Plan including development of new Integrated Autism Service.</li> </ul>
<b>Mental Health</b>	<ul style="list-style-type: none"> <li>▪ Review and align regional strategies to Together for Mental Health Delivery plan</li> <li>▪ Coordination of consistent community based services such as community connectors/social prescribers</li> <li>▪ Multi-agency place based models which include wider partners such as Housing Associations, employment support and community programmes</li> <li>▪ Accurate Information, Advice and Assistance through DEWIS and Five Ways to Wellbeing</li> </ul>

<b>Sensory Impairment</b>	<ul style="list-style-type: none"> <li>▪ Use good practice and effective pathways to develop regional commissioning principles</li> <li>▪ Ensure accurate, accessible and timely Information, Advice and Assistance through DEWIS and other means</li> <li>▪ Work in partnership with third sector to identify new models to support rehabilitation process and supply of low vision tools.</li> </ul>
<b>Carers</b>	<ul style="list-style-type: none"> <li>▪ Coordination of consistent community based services such as community connectors/social prescribers to identify and support carers</li> <li>▪ Review of medical prompting to better support carers</li> <li>▪ Accurate Information, Advice and Assistance through DEWIS and Five Ways to Wellbeing</li> <li>▪ Review of and align third sector commissioning principles to support befriending for carers requiring support</li> <li>▪ Ensure that the implementation of the care closer to home strategy increases the community level support for carers</li> <li>▪ Consistent commissioning across health and social care to ensure equitable, region wide and effective models of carer support including flexible respite.</li> </ul>
<b>Violence against women domestic abuse and sexual violence</b>	<ul style="list-style-type: none"> <li>▪ Implementation of 'Ask and Act' as part of Welsh Government pilot.</li> <li>▪ Strategic alignment with VAWDASV Board, needs assessment and strategic plan.</li> </ul>



**High Level Process Development Actions to be delivered through the Regional Area Plan**

<b>Service Mapping</b>	<ul style="list-style-type: none"> <li>▪ Continue to build on existing service mapping through the ‘Care Closer to Home’ strategy, Regional Joint Commissioning work stream and Supporting People programme and link specifically to priorities identified therein</li> </ul>
<b>Health &amp; Social Care Integration</b>	<ul style="list-style-type: none"> <li>▪ Further develop and enhance the DEWIS website so it becomes the primary directory of resources for the region</li> <li>▪ Work with PSBs to ensure wider service mapping is integrated with that of Health and social care as an important step towards the creation of a public service response at community level</li> </ul>
<b>Joint Commissioning and Pooled Budgets</b>	<ul style="list-style-type: none"> <li>▪ Integration of care and support provision to key client groups as set out in Part 9 of the Act and emphasised through RPBs Statements of Strategic Intent for older people, children with complex needs and carers, as well as strategy statements for Mental Health and Learning Disability (including Autism)</li> <li>▪ Adopt a place based approach through ‘Care Closer to Home’ strategy as foundation stone that underpins health and social care service integration</li> </ul>
<b>Preventative Services</b>	<ul style="list-style-type: none"> <li>▪ Implement RJCG action plan to deliver joint commissioning arrangements for identified priorities for Act Part 9 requirements.</li> <li>▪ Continue to link with National Commissioning Board to progress national work priorities and proposals across the region</li> </ul>
<b>Information, Advice and Assistance</b>	<ul style="list-style-type: none"> <li>▪ Explore a single prevention agenda across the region with PSBs and linked to Wellbeing of Future Generations and SSWB Acts which also includes Housing Associations.</li> <li>▪ Align anti-poverty programmes across the region to set out a single preventative model based on consistent assessment principles, joint workforce and joint commissioning</li> <li>▪ Through the implementation of the ‘Care Closer to Home’ strategy ensure that prevention and early intervention is supported and enabled in a consistent manner across the region</li> <li>▪ Delivery of RJCG work plan with third sector to maximise and align activity to prevent escalation of need and build on existing models of good practice such as befriending, social prescribing etc. and to promulgate the development of social enterprises and co-operatives where possible.</li> <li>▪ Support Early Years Pathfinder pilot and use key messages to shape early intervention models</li> </ul>
<b>Information, Advice and Assistance</b>	<ul style="list-style-type: none"> <li>▪ Further support and develop DEWIS website so it becomes the ‘go to’ place for information on support, advice and assistance.</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Continue to support consistent information dissemination and stakeholder engagement through regional communications group</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Use IAA performance management data to inform design of services</li> </ul>
	<ul style="list-style-type: none"> <li>▪ To support further initiatives across the region that supports consistency of approach to IAA e.g. self-assessment exercises, peer reviews</li> </ul>
	<ul style="list-style-type: none"> <li>▪ To work with regional workforce managers and Social Care Wales to ensure that cultural change programmes are embedded and on-going</li> </ul>
<b>Social Enterprises</b>	<ul style="list-style-type: none"> <li>▪ Work with Wales Cooperative Centre to increase and support number of voluntary led services in local communities through 'Care to Co-operate'.</li> </ul>
<b>Advocacy</b>	<ul style="list-style-type: none"> <li>▪ Alignment of advocacy provision to identified priorities across partner agencies</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Work with the Golden Thread Advocacy Programme across the region through regional provider forum</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Support Children's Services joint commissioning of a single advocacy service</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Joint approach to advocacy provision with third sector partners especially in promotion of independent advocacy</li> </ul>

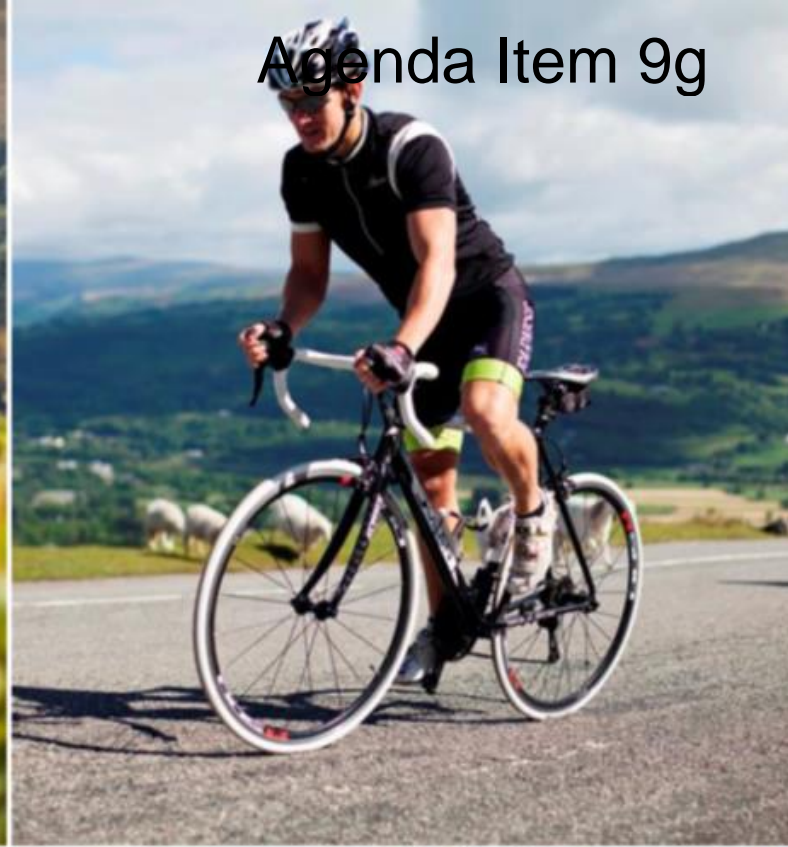
## **Appendix**

- A number of the appendices referred to throughout this PNA are still being developed and some plans such as local authority Wellbeing Plans required under the Wellbeing of Future Generation Act are currently going through a consultation phase.
- This PNA would be too large a document if the appendices were 'embedded'
- The final PNA will include a comprehensive list of appendices and hyperlinks but for the consultation phase a list has been highlighted below
- The appendices will be used throughout the consultation phase, however if you wish to view the documents separately, please contact [phil.diamond@torgaen.gov.uk](mailto:phil.diamond@torgaen.gov.uk)

### **Appendices source list**

1. Social Services and Wellbeing Act Data Catalogue report
2. Regional Wellbeing of Future Generations Act data report
  - a. Blaenau Gwent Wellbeing Assessment
  - b. Caerphilly Wellbeing Assessment
  - c. Monmouthshire Wellbeing Assessment
  - d. Newport Wellbeing Assessment
  - e. Torfaen Wellbeing Assessment
3. Care Closer to Home report
4. Supporting People Regional Plan
5. Regional Partnership Board Statements of Intent
  - a. Children with complex needs
  - b. Older People
  - c. Carers
6. Terms of Reference Citizen Panel
7. Terms of Reference Citizen Panel
8. Regional IAA policy
9. Transformation Team Advocacy Report
10. Transformation IAA Report
11. Gwent Substance Misuse Area Planning Board Needs Assessment
12. Adult and Children Safeguarding work programmes

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# Well-being Objectives and Statement 2017



# Version Control

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<b>Title</b>	Well-being Objectives 2017-18
<b>Purpose</b>	<p>This plan outlines the council's responsibility under the Well-being of Future Generations (Wales) Act 2015 in carrying out sustainable development to:</p> <ul style="list-style-type: none"> <li>• Set and publish well-being objectives</li> <li>• Take all reasonable steps to meet those objectives</li> <li>• Publish a statement about well-being objectives</li> <li>• Detail arrangements to publish an annual report of progress</li> </ul> <p>This plan outlines the council's responsibility to publish its Improvement Objectives in line with the plans for the year ahead as outlined in section 15(7) of the Local Government (Wales) Measure 2009 and shows how the council is delivering the 7 aspects of improvement.</p>
<b>Owner</b>	Monmouthshire County Council
<b>Approved by</b>	unapproved
<b>Date</b>	March 2017
<b>Version Number</b>	1.0
<b>Status</b>	Draft
<b>Review Frequency</b>	Annual or more frequently if evidence becomes available that requires one or more of the well-being objectives to be reviewed
<b>Next review date</b>	March 2018
<b>Consultation</b>	Informed by the Well-being Assessment which undertook an extensive public engagement exercise "Our Monmouthshire". Senior Management Team Senior Leadership Team Select Committees

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# Welsh Language and Alternative Formats

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In line with the council's Welsh Language Scheme, a Welsh language version of the Plan will be available on the council's bilingual website.

## Y Gymraeg a fformatau eraill

Yn unol â Chynllun Iaith Gymraeg y Cyngor, bydd fersiwn Gymraeg o'r Cynllun Gwella ar gael ar wefan ddwyieithog y Cyngor

We can also provide this document in Braille, large print, on tape or in electronic form. If you would like a copy in a different format please contact our Equality and Welsh Language Officer by:

Phone: 01633 644010 or 07793798920

Fax: 01633 644666


e mail: [equality@monmouthshire.gov.uk](mailto:equality@monmouthshire.gov.uk)


If you want to comment on the council's well-being objectives give your thoughts on issues that you feel should be considered as part of the council's approach to well-being, please get in touch.

We have included a short form for feedback at the end of this plan. You are welcome to use this and return it to us via post or e-mail. However we welcome all views however you wish to supply them.

 [improvement@monmouthshire.gov.uk](mailto:improvement@monmouthshire.gov.uk)

 [www.monmouthshire.gov.uk/improvement](http://www.monmouthshire.gov.uk/improvement)

 Matthew Gatehouse, Policy and Performance Manager, Monmouthshire County Council, County Hall, Usk, NP15 1GA

 01633 644397

 @MonmouthshireCC



# Introduction

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Over the coming years the shape of public services in Wales is likely to change significantly. Influenced by two very significant pieces of Welsh legislation, The Well-being of Future Generations Act and The Social Services and Well-being Act public services think more about the long-term, work better with people and communities, look to prevent problems before they arise and take a more joined-up approach.

The Future Generations Act is changing the way in which we plan, encouraging us to look ahead in ten and even 25 year time frames. Reducing budgets, increasing demand and higher public expectations mean that we cannot keep delivering public services using the same approach. It is vital that we look to the future and identify new ways of doing things which we have been undertaking in the last few years. The Future Monmouthshire programme has been designed to be aligned with the principles of the Future Generations Act. The work is looking at balancing the short term needs to give ourselves the thinking space to solve some of our big challenges facing our county.

Before we set our well-being objectives we needed to further understand some of the information about Monmouthshire, its people and environment. The Public Service Board's [Well-being Assessment](#) has provided us with a rich understanding of the assets in Monmouthshire and the challenges and opportunities that we have taken into consideration alongside existing strategies, policies and legislation to develop our objectives.

To support the delivery of the well-being objectives we also have to ensure that our organisation continues to meet the needs of residents, visitors and businesses in the here-and-now. The plan contains some key actions that will be undertaken across services to enable us to do this.

We are required to have Well-being Objectives in place by 31<sup>st</sup> March 2017. Following the local government elections in May 2017 we will work with the incoming councillors to further develop the actions and measures that will be put in place to deliver the well-being objectives. The objectives will be presented to the new council for endorsement.

As a member of the Public Service Board we will work with other public services and the voluntary sector on the production of a local well-being plan, including well-being objectives, for the whole county, as distinct from these objectives that are focused on the council. These need to be in place by May 2018.

# Vision for Monmouthshire

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We want to enable the building of sustainable and resilient communities that support the well-being of current and future generations.

This vision is at the heart of everything we do to improve the economic, social, environmental and cultural well-being of Monmouthshire. We will consider sustainable development in how we plan and deliver our well-being objectives and contributing to the achievement of the seven national well-being goals for Wales.

Every contact with us will be focused on what matters to individuals and building sustainable and resilient communities. Our values reflect who we are, how we do things and how we are shaping the future:

**Openness:** We're open and honest. People have the chance to get involved in decisions that affect them, tell us what matters and do things for themselves/their communities. If we can't do something to help we'll say so; if it will take a while to get the answer we'll explain why; if we can't answer immediately we'll try to connect you to the people who can help – as we want everyone to trust us.

**Fairness:** We provide a fair choice, to help people and communities thrive. If it doesn't seem fair we'll listen and help explain why. We will always try to treat everyone fairly and consistently. Tell us if you're not happy, we will listen and explain why we did what we did – we don't make all of the rules but we have to follow them. We'll try to make every contact with us as consistent as possible – as that's fair.

**Flexibility:** We are flexible and constantly changing to help the county thrive now and in the future, finding new ways to work with you and our partners to empower you to do business, travel and generate growth. Embracing all the opportunities that new technology and data provide.

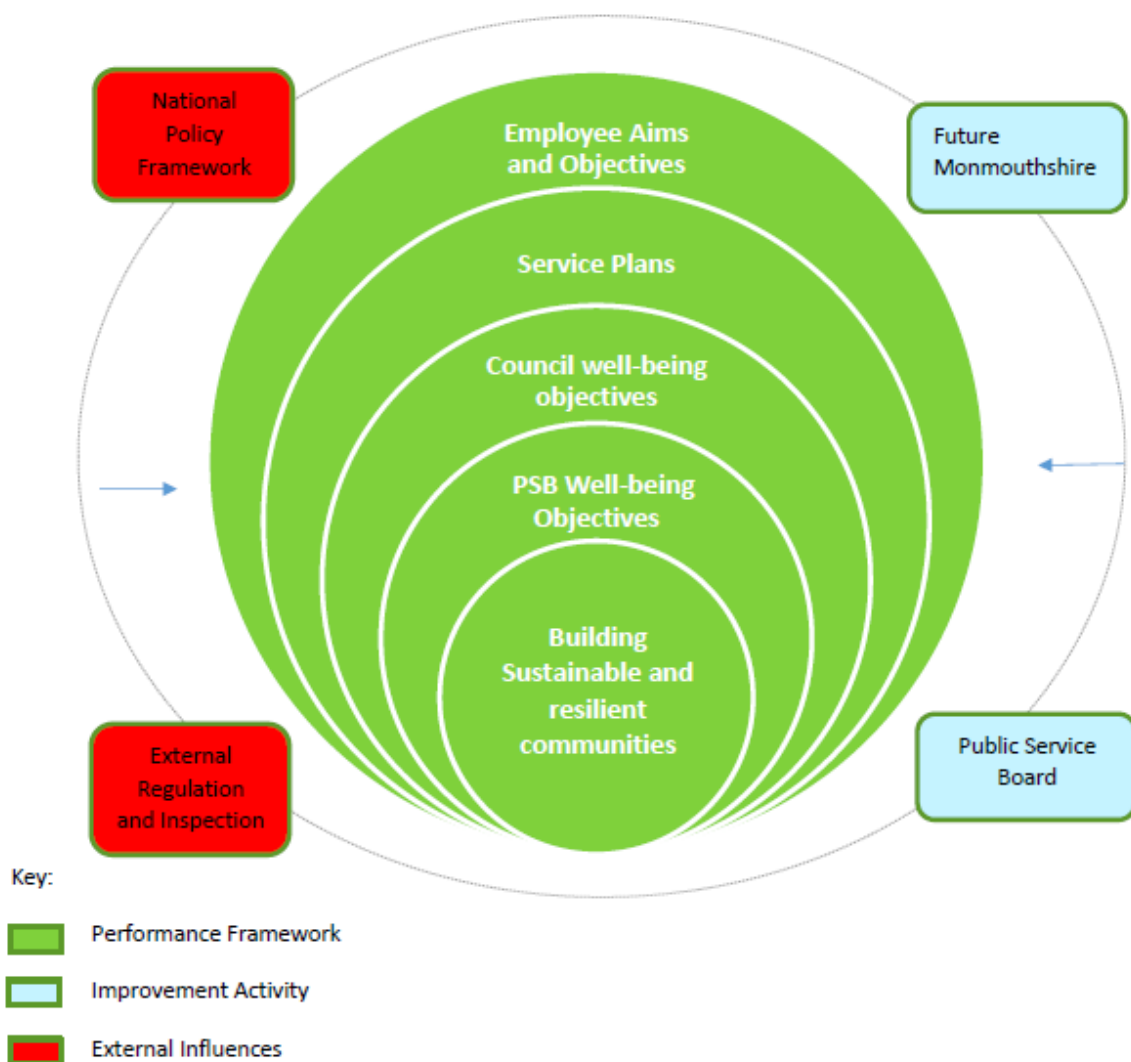
**Teamwork:** We'll work with you and our partners to support and inspire everyone to get involved so we can achieve great things together.

This plan sets out the further information about how we will plan, govern, deliver and evaluate our well-being objectives in carrying out sustainable development.

# Our Improvement Framework

In Monmouthshire it's even more than the place, it's the people. Not just those on the council's payroll but all of the people who work with us in delivering services and achieving value for money. Our Improvement Framework makes sure that everyone is pulling in the same direction to deliver real and tangible outcomes.

Building Sustainable and resilient communities is the unifying purpose for the diverse range of services for which we are responsible. We are also a partner in the Public Service Board. Which will published a well-being plan for the county in 2018. The council's own well-being objectives are set by councilors based on the same well-being assessment. Each of our teams has a service plan that aligns to the objectives we are striving to achieve and we have a range of key performance indicators so that we can keep track of our progress. Our employee aims and objectives show how the contributions that individual colleagues make to these objectives and delivering the organisations vision in accordance with our values.



Our Improvement Framework is underpinned by a range of plans that guide our actions to improve services. These are:

### Public Service Board Well-being Plan

The Public Service Board will produce a local well-being plan in 2018

### Monmouthshire County Council well-being objectives

Set out the council's well-being objectives for carrying out sustainable development and maximise the contribution to achieving the wellbeing goals.

#### Asset Management Plan

Describes how we manage our land and property portfolio

#### Medium Term Financial Plan

Sets out the financial challenges we face & how we will meet these challenges

#### People Strategy

The strategy connects people to purpose to improve performance and deliver better outcomes

#### i-County

The steps we will take to develop our digital offer in our services and communities

#### Local Development Plan

Our proposals and policies for future development and use of land

### Chief Officer Plans

The council's Chief Officers publish an annual report that shows how they and their teams are performing, their plans for the year ahead and contribution to delivering sustainable development.

#### Chief Officer Report Social Care & Health

#### Chief Officer Report Children & Young People

#### Chief Officer Report Enterprise

#### Chief Officer Report Resources

### Service Plans

Each service has a plan that evaluates performance, plans actions for the year ahead, includes metrics to monitor performance and manages risks.

### Employee Aims and Objectives

Employee appraisals, called *check-in-check-out*, enable individuals and teams to outline the values and performance that is relevant in their role and connects them to the purpose of the organisation.

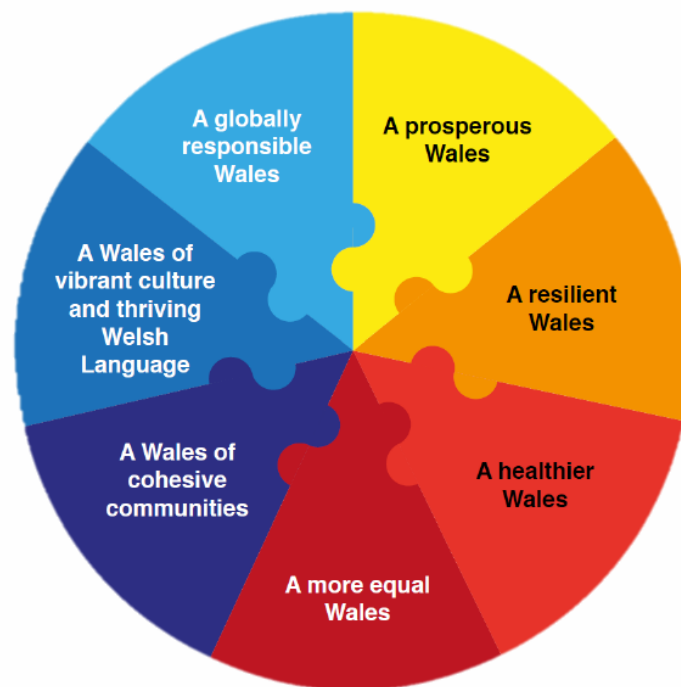
# Setting the Wellbeing- Objectives

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The well-being objectives will be placed at the heart of how we carry out sustainable development and improve the economic, social, environmental and cultural well-being of the county. A range of evidence, legislation and policy that guides the council's decisions has been considered shaped the development of these objectives.

## The Well-Being of Future Generations Act

The Well-being of Future Generations Act is the fundamental legislation that requires us to carry out sustainable development, this should ensure that present needs are met without compromising future generations in meeting their own needs. When carrying out sustainable development, we have to publish well-being objectives which are designed to maximise our contribution to achieving each of the seven wellbeing goals and take all reasonable steps to meet the objectives. The seven wellbeing goals are shown in the diagram below.



In planning our services and taking action to meet our wellbeing objectives we must consider, but also demonstrate that we have applied, the following sustainable governance principles in our decision making:

- Balancing short term needs with long term needs.
- Using an integrated approach, balancing social, economic and environmental needs.
- Involving others and taking their views into account.
- Working in collaboration with others.
- Putting resources into preventing problems

All the current decisions made by the council and its cabinet are assessed using a Future Generations Evaluation which ensures equality and sustainable development are considered fully in the decisions we take.

The Act also puts a well-being duty on specified public bodies to act jointly via Public Service Boards (PSB) to improve the economic, social, environmental and cultural well-being of their area by contributing to the achievement of the well-being goals.

The four statutory members of the Public Service Board, or PSB, are the Local Authority, Local Health Board, Fire and Rescue Authority and Natural Resources Wales. Other organisations are also invited, in Monmouthshire this includes Gwent Police, Monmouthshire Housing Association, Melin Homes and voluntary organisations represented through the Gwent Association of Voluntary Organisations. Public Service Boards have a planning responsibility to prepare and publish an assessment of local well-being, produce a local well-being plan by May 2018 and report annually on its progress. The local well-being plan will provide important evidence that will inform any revisions to the council's well-being objectives.

The Act also places a duty on certain community and town councils to take all reasonable steps towards meeting the local objectives included in the local well-being plan. A community or town council is subject to the duty only if its gross income or expenditure exceeds £200,000. In Monmouthshire have 34 community and town council and have begun to work more closely with these in five clusters which mirror the geographies used as part of the well-being assessment.

## Wellbeing Assessment

Monmouthshire Public Service Board has produced its draft Well-being Assessment for the county. This will help to shape the future of the area and its communities.

The assessment draws together findings from data, academic research and policy papers and the views of local people. It is made up of different sections. It considers the economic, social, environmental and cultural well-being of Monmouthshire as a whole. It also provides profiles of more localised areas loosely clustered around our five largest settlements: Abergavenny; Monmouth; Usk; Chepstow and Caldicot. There is a section on future trends and a conclusions section that draws out some of the main messages that the Public Service Board will need to consider. This information has been used to inform the council's well-being objectives while further consideration will be given to the assessment in future reviews of the objectives.

## Social Services and Well-being Act and Safeguarding

The Act came into force in April 2016 and will transform the way care and support is delivered making it a responsibility on more than just the social services department. It is about promoting people's independence to give them a stronger voice and more control and support people of all ages as part of families and communities so they are less dependent on institutional services. The Act will:

- Engage with and empower citizens
- Promote independence and well-being
- Give people who receive support and their carers control over their lives and the support they receive to maximise independence.

We have aligned our approach to this legislation with the Future Generations Act described above as they are strongly related and have a number of common features such as to carry out assessments and a strong emphasis on prevention and integrated approaches. The Population Needs Assessment provides an assessment of needs for, and priorities for, health and social care within the Greater Gwent Region over a 3 - 5 year period. Regional priorities will subsequently be identified and develop into regional area plans by April 2018.

In Monmouthshire responsibility for well-being and safeguarding is everyone's business. Services have a clear responsibility for ensuring the safeguarding and wellbeing of adults, children and young people.

## Improvement Objectives

The council is still required under the Local Government (Wales) Measure 2009 to set annual Improvement Objectives and produce an improvement plan. In order to deliver sustainable development the council recognises that the setting of wellbeing objectives needs to be at the heart of the council's improvement framework and therefore has decided to combine the two requirements to provide a set of clear objectives of the council. This plan discharges the council's responsibility to publish its Improvement Objectives in line with the plans for the year ahead as outlined in section 15(7) of the Local Government (Wales) Measure 2009 and shows how the council is delivering the seven aspects of improvement.

## Future Monmouthshire

Members have asked for a clear plan to be developed for the county and council that will make sure we remain relevant and viable for the next generation, while continuing to meet the needs of residents, visitors and businesses in the here-and-now. This work is called Future Monmouthshire. The Future Monmouthshire programme has been designed to align with the principles of the Future Generations Act.

The work is being considered in two parts. In the medium to long term to meet the needs of future generations we need to keep our eyes open and our heads up to adopt some of the new solutions around the UK and the wider world that could work here in Monmouthshire – we call this “keep on growing”. In the short term we still need to balance our budgets to give ourselves the thinking space to solve some of our big challenges – the “keep on going”. This work will inform the current and any future developments of the council's well-being objectives

## Equality and Welsh Language

The council has a long standing commitment to equality and diversity. Our second Strategic Equality Plan was published in April 2016 and sets the council's objectives to ensure we deliver better outcomes for people with protected characteristics such as race, gender, disability or age. This is clearly aligned with the well-being goals set by Welsh Government and is a legal responsibility under The Equality Act 2010 – but above all else it is important to us as it is the right thing to do.

The two substantial assessments of need and wellbeing (Well-being assessment and Population Needs Assessment) will be used to review our Strategic Equality Plan with it anticipated to be updated again later in 2017.

The authority recognises that the Welsh language is central to the goals introduced as part of the Well-being of Future Generations Act to ensure we are still able to maximise our contribution to a Wales of vibrant culture and thriving Welsh language.

The Welsh Language standards place a legal duty on councils to make it easier for people to use services through the medium of Welsh. They include making it clear that organisations welcome correspondence with the public in Welsh and also making the meeting agendas and minutes available bilingually. The council has set a Welsh Language Strategy for 2017 – 2022, which is a requirement of the standards and sets out a vision of how the Welsh Language will look in Monmouthshire in 5 years' time and targets to achieve that vision.

In March 2016 we offered households the opportunity to state a language preference for their dealings with us. We now maintain a record to ensure that we write and speak with people in the language of their choice. If you have yet to state a preference you can do so by e-mailing [cymraeg@monmouthshire.gov.uk](mailto:cymraeg@monmouthshire.gov.uk) or telephoning 01633 644680.

## United Nations Convention on the Rights of the Child

The United Nations Convention on the Rights of the Child is an international convention which sets out the civil, political, economic, social and cultural rights of children. The Welsh Government has summarised the UNCRC into [Seven Core Aims](#) which should underpin the working practice of any service or organisation working with children and young people, nationally and locally. We need to consider how we can support children and young people to realise their rights and seek their involvement in setting well-being objectives.

## Poverty

The well-being assessment identifies there is inequality between communities and within communities in Monmouthshire. There are many different factors and reasons behind poverty, the well-being assessment assesses some of the key poverty related social, economic, environment and cultural issues in the county as a whole and more localised areas, for example, rural communities can be more prone to poverty than urban areas. In setting well-being objectives we have considered the different aspects of poverty and clearly identify any actions we are taking to address the needs of children and families living in low income households.

## Biodiversity and resilience of ecosystems duty

Section 6 of the Environment (Wales) Act 2016 places a duty on public authorities to seek to maintain and enhance biodiversity where it is within the proper exercise of their functions. In doing so, public authorities must seek to promote the resilience of ecosystems. This means that the council must take a pro-active approach to improve and not reduce biodiversity when carrying out its functions. A number of services have contributed to the development of a Biodiversity and Ecosystem Resilience Forward Plan to meet this duty and provides evidence that has been used to inform the council's wellbeing objectives.



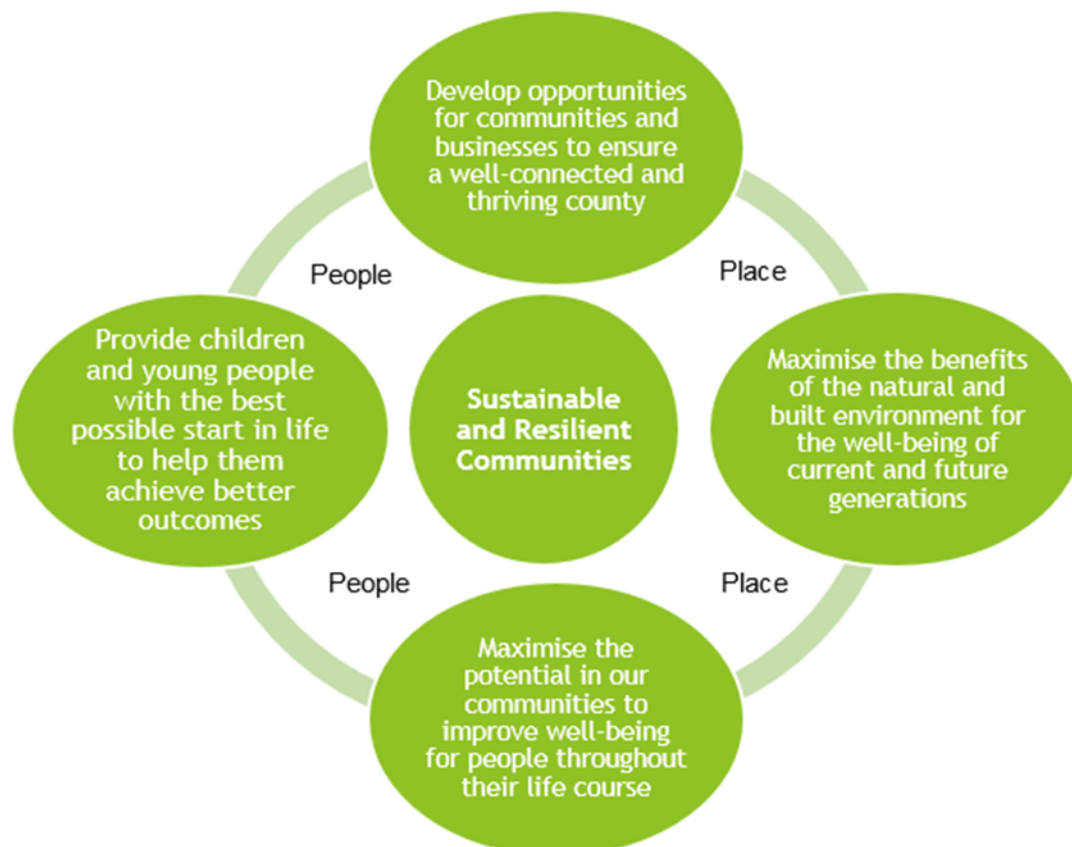
# The Wellbeing Objectives

The well-being objectives we have set bring together the evidence, policy and legislation currently available to set out how we will strive to deliver a public service that meets the needs of the present without compromising the ability of future generations to meet their own needs.

Each objective sets out the aim or goal of what we want to achieve, the rationale for choosing the objectives, the national well-being goals contributed to, examples of the types of steps that will be taken to meet the objectives in the short, medium or long term as well as the national wellbeing goals that we could contribute to. Specific actions to deliver the objectives and metrics to evaluate progress will be further developed and included in the objectives for endorsement by council post elections in May 2017.

## Integration

The objectives bring together key areas that will impact on delivering the objectives, broadly these are based around people and place, as shown in the diagram below. Many of the areas in each objective are connected and integrating the activity to deliver each objective is vital for them to maximise their impact.



The shift in focus in the wellbeing objectives means that activities will necessarily be focused on longer term challenges at a community level rather than some of the internal process issues and outputs that could sometimes be found in its predecessor, The Improvement Plan. It will take a longer time for measurable change to be evidence although there will continue to be milestones that can be used to track our improvement journey.

The Well-being assessment of the county will not be finalised until April 2017, the local government elections take place in May 2017 and publication of the PSB well-being objectives will not be until 2018 it is prudent that the well-being objectives are kept under review through this period.

## Contribution to well-being goals

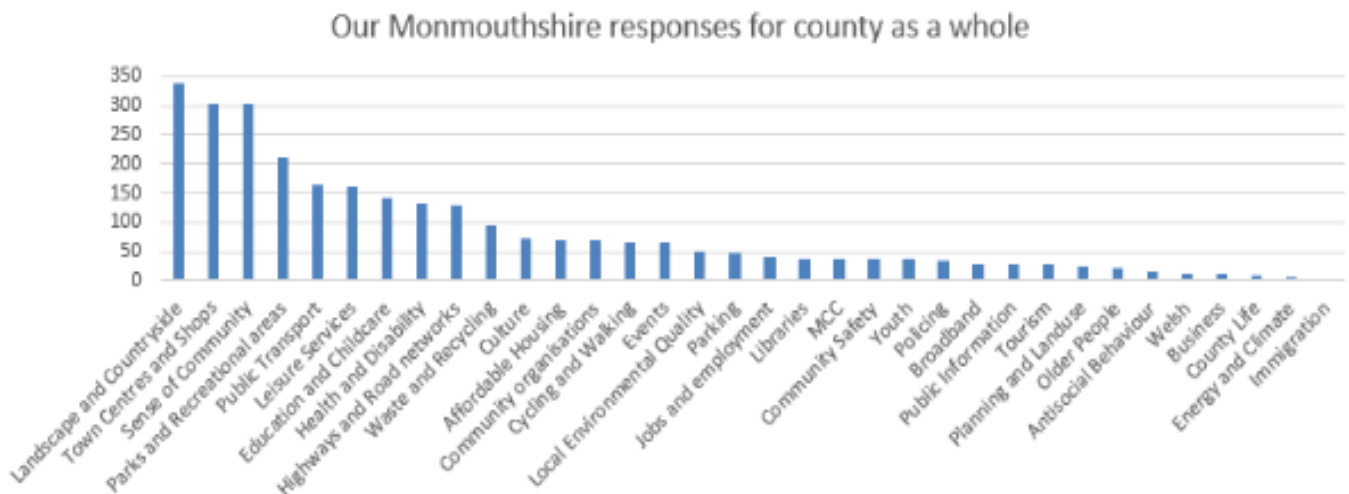
The table demonstrates how each of the four well-being objectives contribute to the national well-being goals. The bold colours indicate a direct contribution to achievement of the goal and pale colours indicate where there will be a less direct contribution. Every goal is directly contributed to by at least two of the objectives.

Well-being Objectives	Contribution of Well-being Objectives to Well-being Goals						
	Prosperous Wales	Resilient Wales	Healthier Wales	More equal Wales	Wales of cohesive communities	vibrant culture and thriving Welsh Language	Globally responsible Wales
Provide children and young people with the best possible start in life to help them achieve better outcomes							
Maximise the potential in our communities to improve well-being for people throughout their life course							
Maximise the benefits of the natural and built environment for the well-being of current and future generations							
Develop opportunities for communities and businesses to ensure a well-connected and thriving county							

## Engagement

Between August and December 2016 staff from public services in Monmouthshire attended over 80 events, speaking to more than a thousand people as part of the “Our Monmouthshire” engagement process. We asked two questions: ‘What is good about where you live?’ and ‘What could make it even better?’ Maps of each of the five areas were produced, together with fact cards which gave some short social, economic, environmental and cultural facts about the area and future trends to frame the conversations stimulating discussion and ideas.

The following chart shows the number of comments by theme for the county as a whole: This has helped us understand the issues that matter most to people in Monmouthshire. We have used the things people have told us through Our Monmouthshire, combined with data, statistics and research, to produce the well-being assessment. The well-being assessment has been used to inform the council’s well-being objectives with further consideration being given to the assessment in future reviews of the objectives.



## Reviewing the Objectives

The well-being objectives will be reviewed annually and a report detailing progress made in the financial year produced and published no later than the following October, this will be scrutinised by select committees and reported to full council. The review will assess whether or not the well-being objectives are appropriate to the extent that:

- they will contribute to the achievement of the well-being goals,
- whether we are taking all reasonable steps to meet them, and;
- they remain consistent with the sustainable development principle.

Progress on the objectives will also be reported at least annually to the council’s select committees, recognising that the impact made by the objectives may not be clearly demonstrable over short timescales.

The guidance for the Act is clear, that outside of this we can decide when we want to review and/or amend one or more of the well-being objectives providing it is based on the extent to which it maximises its contribution to the well-being goals and is consistent with the five Sustainable development principles and draws on the best possible evidence.

### How we will assess our effectiveness

We will assess our progress against each well-being objective on a scale of 1 to 6 based on the following principles and the evidence of the progress and impact made:

Level	Definition	Description
6	Excellent	Excellent or outstanding – All performance measures will have achieved the target set and all actions will have been delivered.
5	Very Good	Major strengths – A significant majority of actions and measures are on track. No more than one or two falling short.
4	Good	Important strengths with some areas for improvement – The weight of evidence shows that successes are greater than the areas which have not been achieved.
3	Adequate	Strengths just outweigh weaknesses – The evidence of success marginally outweighs areas which are not on track. Some actions are behind schedule and some measures are falling short of planned targets.
2	Weak	Important weaknesses – The majority of measures and actions have not been achieved.
1	Unsatisfactory	Major weakness – In most areas performance is assessed as moving in the wrong direction and the vast majority of actions have not been delivered

## Wellbeing Objectives template explained

<b>Wellbeing Objective:</b>	<i>This sets the aim or goal of what we want to achieve over the short/medium/long term. The actions set out below will contribute to this.</i>
<b>Why have we chosen this?</b>	<i>This describes the reason why we have chosen to focus our time and resource on this objective.</i>
<b>Well-being goal contributed to:</b>	<i>This identifies, by highlighting, which of the well-being goals the objective will contribute to achieving</i> A prosperous Wales A resilient Wales A healthier Wales A more equal Wales A Wales of Cohesive Communities A Wales of vibrant culture and thriving Welsh Language A globally responsible Wales
<b>What will we do?</b>	<i>This provides examples of some of the action we will take that will contribute to delivering the objectives</i>
<b>National well-being indicators associated with the objective</b>	<i>These indicators have an important role in helping to measure the longer term progress made towards achieving the objectives. These indicators will often not measure the performance of an individual action or even, in some cases, the council as an individual public body but provide useful evidence in understanding the longer term progress that is being made which is in line with the principles of the Future Generations Act that focus on longer term planning. We will review the indicators associated with the objective once specific actions have been identified.</i>
<b>Further development</b>	We will develop the further details on “what we will do” and metrics to track the progress we are making for each objective following Council in March 2017, this detail will be taken back to council for endorsement after the elections in May 2017.

# Objective 1

<b>Wellbeing Objective:</b> Provide children and young people with the best possible start in life to help them achieve better outcomes	
<b>Why have we chosen this?</b>	<p>The first thousand days of a child's life from conception to their second birthday has a significant impact on their outcomes and those of future generations. Adverse childhood experiences have a negative impact on people's long term health and economic prospects and can be perpetuated through the generations. Increasing healthy behaviours in these stages of a child's life will improve their life chances and there is a role for the council, working in partnership with others to address this.</p> <p>A fifth of children in the county are overweight or obese by the age of five with an estimated one hundred classrooms of obese children in the county.</p> <p>High levels of attainment in our schools can mask variation in attainment in different areas with strong links between poverty and lower attainment. Attainment rates in primary schools are not maintained through key stages 3 and 4. A further challenge is whether young people are being equipped with the skills for a changing job market which is influenced by globalisation and automation with Pisa results showing that children in Wales can lag behind those in other developed nations.</p>
<b>Well-being goal contributed to</b>	<p><i>A prosperous Wales</i></p> <p><i>A healthier Wales</i></p> <p><i>A more equal Wales</i></p> <p><i>A Wales of vibrant culture and thriving Welsh Language</i></p>
<b>What will we do?</b>	
<p>This could include things like: The Team Around Family; Partnership working to address Adverse Childhood Experiences; Increasing opportunities for exercise and reducing obesity; Improving educational attainment at all key stages; Safeguard children to enable them to have effective life chances; equipping learners with opportunities, skills and behaviours needed to realise their potential; Delivering the Welsh in Education Strategic Plan</p>	
<b>National well-being indicators associated with the objective</b>	
<p>Percentage of live single births with a birth weight of under 2,500g.; Healthy life expectancy at birth including the gap between the least and most deprived; Measurement of development of young children; Percentage of pupils who have achieved the "Level 2 threshold" including English or Welsh first language and Mathematics, including the gap between those who are eligible or are not eligible for free school meals. (To be replaced from 2017 by the average capped points score of pupils); Percentage of children who have fewer than two healthy lifestyle behaviours (not smoking, eat fruit/vegetables daily, never/rarely drink and meet the physical activity guidelines); Percentage of people in education, employment or training, measured for different age groups; Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh; Percentage of people who can speak Welsh.</p>	

## Objective 2

<b>Wellbeing Objective:</b>	Maximise the potential in our communities to improve well-being for people throughout their life course
<b>Why have we chosen this?</b>	Monmouthshire has an ageing population with the number of over 85s set to increase by 186% in the next 25 years. This creates challenges but also brings many opportunities. Public services cannot continue to meet needs in the same way yet Monmouthshire has high levels of volunteering and social capital. By taking an asset and place based approach there is an opportunity to improve well-being within communities while reducing the future demand on public services by keeping people well for longer.
<b>Well-being goal contributed to</b>	<i>A prosperous Wales</i> <i>A resilient Wales</i> <i>A healthier Wales</i> <i>A more equal Wales</i> <i>A Wales of cohesive communities</i>
<b>What will we do?</b>	This could include things like: Transformation of adult social care; <i>A County That Serves</i> volunteering programme; improving community governance arrangements; developing clearer support for groups interested in developing local solutions; Developing a community leadership academy.
<b>National well-being indicators associated with the objective</b>	Percentage of people satisfied with their ability to get to/ access the facilities and services they need; Percentage of people satisfied with local area as a place to live; Percentage of people agreeing that they belong to the area; that people from different backgrounds get on well together; and that people treat each other with respect; Percentage of people who volunteer; Percentage of people who are lonely; Mean mental well-being score for people.

## Objective 3

<b>Wellbeing Objective:</b>	Maximise the benefits of the natural and built environment for the well-being of current and future generations
<b>Why have we chosen this?</b>	<p>Residents who responded to <i>Our Monmouthshire</i> engagement clearly emphasised the landscape and countryside as being of great value. The environment, both natural and built, is an asset that needs to be valued and protected for future generations, while also equally be accessible, promoted and enhanced for its contributions to culture, the economy, society and health and well-being.</p> <p>Our natural resources are also under many pressures including from development, climate change, the need to produce energy and more. Managing our natural resources responsibly is essential to ensure our long term well-being, we have a responsibility to continue to play our part in mitigating to prevent changes to our natural resources as well as adapting to protect our communities and infrastructure from the inevitable effects of changes. We also have responsibilities under the Environment (Wales) Act 2016 to support Biodiversity and Ecosystem Resilience.</p>
<b>Well-being goal contributed to</b>	<ul style="list-style-type: none"> <li>A prosperous Wales</li> <li>A resilient Wales</li> <li>A healthier Wales</li> <li>A Wales of cohesive communities</li> <li>A Wales of vibrant culture and thriving Welsh language</li> <li>A globally responsible Wales</li> </ul>
<b>What will we do?</b>	This could include things like: Implement the Biodiversity and Ecosystem Resilience Forward Plan; Maximising the benefits from Green Infrastructure; improving access to the countryside; promoting tourism; Renewables; Energy efficiency
<b>National well-being indicators associated with the objective</b>	Levels of nitrogen dioxide (NO <sub>2</sub> ) pollution in the air; Capacity (in MW) of renewable energy equipment installed.; Concentration of carbon and organic matter in soil; The Ecological Footprint of Wales; Amount of waste generated that is not recycled, per person; Emissions of greenhouse gases within Wales; Emissions of greenhouse gases attributed to the consumption of global goods and services in Wales; Areas of healthy ecosystems in Wales; Status of Biological diversity in Wales; Percentage of surface water bodies, and groundwater bodies, achieving good or high overall status.



## Objective 4

<b>Wellbeing Objective:</b> Develop opportunities for communities and businesses to ensure a well-connected and thriving county	
<b>Why have we chosen this?</b>	<p>Monmouthshire is often perceived as an affluent county and many measures of the economic and labour market reflect this, although these headline measures mask some clear disparities, including wage levels available locally are low, property prices are high and many people commute out of the County to work. There are pockets of inequalities between and within communities, with factors causing poverty sometimes varying between urban and rural communities.</p> <p>In order to enable the county to thrive we need to ensure there is sufficient transport infrastructure, housing and job opportunities available locally for people, particularly younger generations, to live and work in the county. We can't do this alone and we can't plan for Monmouthshire in isolation. We will need to work closely with private, public and third sector partners to plan for opportunities across South East Wales and beyond.</p>
<b>Well-being goal contributed to</b>	<ul style="list-style-type: none"> <li>A prosperous Wales</li> <li>A resilient Wales</li> <li>A healthier Wales</li> <li>A more equal Wales</li> <li>A Wales of cohesive communities</li> <li>A globally responsible Wales</li> </ul>
<b>What will we do?</b>	<p>This could include things like: Cardiff Capital Region (CCR) City Deal; South Wales Metro scheme; Improvements to rural transport; broadband improvements; Increasing the land supply for homes and businesses; Schemes to address rural poverty; the diversification of farming; Attracting new industries to increase wage levels to bring people out of poverty and narrow the gender pay differential.</p>
<b>National well-being indicators associated with the objective</b>	
<p>Gross Value Added (GVA) per hour worked; Gross Disposable Household Income per head; Percentage of businesses which are innovation-active; Percentage of people in employment who are on permanent contracts (or on temporary contracts, and not seeking permanent employment) and who earn more than 2/3 of the UK median wage; Gender pay difference; Percentage of people living in households in income poverty relative to the UK median: measured for children, working age and those of pension age; Percentage of people living in households in material deprivation; Percentage of people moderately or very satisfied with their jobs; Percentage of people in employment; Percentage of people in education, employment or training, measured for different age groups; Number of households successfully prevented from becoming homeless per 10,000 households; Percentage of people satisfied with their ability to get to/ access the facilities and services they need.</p>	

# How we will Support the Objectives

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To support the delivery of the well-being objectives, which are focused on the outcomes that enhance the quality of life of citizens and communities, we also have to ensure all aspects of the council are working in a way that is in accordance with the sustainable development principles and ensures we remain relevant and viable for the next generation, while continuing to meet the needs of residents, visitors and businesses in the here-and-now.

- We will plan to develop our workforce to meet the future skills and requirements of public service delivery whilst ensuring the well-being of staff.
- We will plan our budgets to meet difficult financial circumstances.
- We will work to enable users of our services to access them in an efficient and effective way, including advancing our use of technology and digital infrastructure.
- We will develop our use of data to strengthen how we plan and deliver services and open up our data to help solve some of our problems and improve accountability.
- We will optimise our land, buildings and assets to contribute to truly sustainable and resilient communities.
- We will develop a clear plan that will make sure we remain relevant and viable for the next generation, we are calling this work Future Monmouthshire.

## Measures

We will use a number of metrics to track the progress we are making in providing efficient and effective services, these include:

- Revenue outturn expenditure against budget (over/underspend)
- Budget savings delivered
- Number of working days/shifts per full-time equivalent (FTE) local authority employee lost due to sickness absence
- National performance indicators that are in the top quartile
- National performance indicators that are improving or at maximum

## Further information about our performance

The council is also responsible for a range of services that are not necessarily in the well-being objectives. However all of these services are important. We monitor how well we are performing throughout the year as we strive to maintain standards and, where resources allow, deliver improvement.

We monitor our performance against nationally agreed data sets throughout the year. We will publish our finalised performance data in our review of performance in October 2017, when comparable performance data with other councils is made available to us.

For further information about the council's performance and previous Improvement Plans visit [www.monmouthshire.gov.uk/improvement](http://www.monmouthshire.gov.uk/improvement). Included on this page is a selection of performance measures that are monitored regularly by our Cabinet.

# Resources

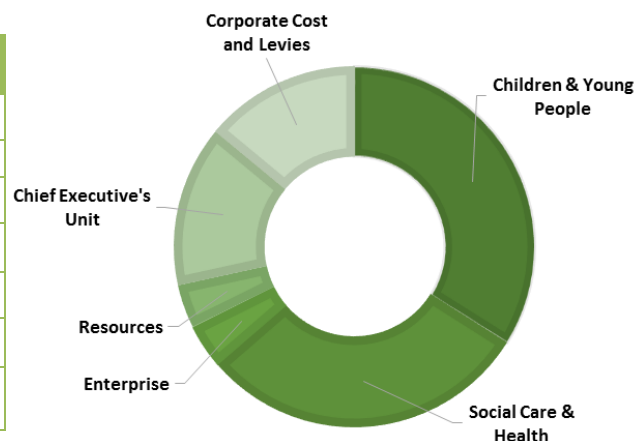
Monmouthshire County Council continues to face significant challenges to its budget, with reduced funding from Welsh Government and increasing demand squeezing resources. As a council we will have to do less and we will have to manage expectations for improvement in some areas.

We have continued to plan our budget as part of our Medium Term Financial Plan model. The latest update of this model in October 2016, including revised assumptions and pressures, identified a gap of £10.5 million over the period of the plan from 2017/18 – 2020/21. This is after a significant period of financial challenges. Over the last four years the council has had to manage a reduction in service budgets of £18.1 million resulting in achieving further savings becoming increasingly more challenging.

Within our Medium Term Financial Plan we have set out the key areas of our work that we will need to deliver to reduce cost and generate income. In agreeing our budget for 2017/18 the budget proposals have sought to ensure key outcomes and priorities can continue to be pursued as far as possible within a restricting resource base and that proposals for efficiency savings are not comprising the strategic direction of the council to be delivered through the Future Monmouthshire programme. This does not, however, mean that these areas will not contribute to meeting the financial challenges. The aim is to make sure everything is as efficient as possible so that as broad a range of services, in line with those functions that matter most to our communities, can be maintained.

This is how our revenue budget is currently allocated for 2017/18:

Directorate	£ Million	%
Children & Young People	49,571	33.9
Social Care & Health	43,399	29.7
Enterprise	5,812	4.0
Resources	5,702	3.9
Chief Executive's Unit	21,175	14.5
Corporate Cost and Levies	20,382	14.0
<b>Net expenditure budget total</b>	<b>146,041</b>	



# Regulation and Inspection

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Close working with regulators and inspectors to quality assure our activities is vital to ensuring improvement. We use their assessments to help us focus on the things we need to improve across the council.

Each year, the Wales Audit Office reports on how well councils are planning improvement in delivering their services. This is published as part of an Annual Improvement Report (AIR). The latest Annual Improvement report published in August 2016 summarises the audit work undertaken by WAO since the last report was published in November 2015, the report is available to download on the Wales Audit Office website ([www.audit.wales/publications](http://www.audit.wales/publications)) and concludes:

*“Based on, and limited to, the work carried out by the Wales Audit Office and relevant regulators, the Auditor General believes that the council will comply with the requirements of the measure during 2016-17 provided it continues to maintain the current pace of improvement.”*

During 2016 a number of audits have been completed by WAO including: a Financial Resilience Assessment 2015-16 and Corporate Assessment follow-on reviews on Performance Management, Governance, Human Resources and Information Technology, all of which were reported to audit committee.

The most recent update on the authority’s progress against all open Wales Audit Office (WAO) proposals for improvement was in [December 2016](#).

Inspection reports about education and social services are produced by specialist regulators, [Estyn](#) and the [Care and Social Services Inspectorate](#). Their latest reports are available online.

Reports published by CSSIW can be downloaded from their website [cssiw.org.uk](http://cssiw.org.uk)

Following the Estyn Monitoring visit in November 2015, Estyn has judged that Monmouthshire County Council’s education services for children and young people has made strong progress in addressing two of the six recommendations arising from the inspection of November 2012, and satisfactory progress in addressing the other four. The full letter is available [here](#)

## Future Generations Commissioner for Wales

The general duty of the Future Generations Commissioner for Wales is to promote the sustainable development principle (the five ways of working), 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 that they do. To do this the Commissioner can monitor and assess the extent to which well-being objectives set by public bodies are being met.

The Commissioner may also provide advice or assistance to a public body, encourage best practice, promote awareness and encourage public bodies to work with each other and other persons if this could assist them to meet their well-being objectives.

The Commissioner has the power to conduct a review into the extent to which a public body is safeguarding the ability of future generations to meet their needs by taking into account the long term impact of carrying out sustainable development. These reviews are intended to provide insight to the Commissioner and to help the public body improve the way in which they look at the long term impact and contribute to the well-being goals.

The Commissioner will also have regard to any examination carried out by the Auditor General for Wales under their specific duty, as it relates to the work of the public body or bodies under review.

# Glossary

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We try to avoid the use of jargon. However we recognise that we sometimes use these when they are commonly used in the media or are likely to be understood by informed readers. Some of those that crop up in this plan are listed below:

CSSIW	Care and Social Services Inspectorate Wales
Estyn	Inspectorate for Education and Training in Wales who inspect quality and standards in education and training in Wales.
PSB	Public Service Board. This is a group of the main public sector service providers in Monmouthshire
WAO	Wales Audit Office. They are responsible for overseeing how public money is spent and are the council's regulators

Please let us know what you think of this plan and whether it is clearly written by e-mailing us [improvement@monmouthshire.gov.uk](mailto:improvement@monmouthshire.gov.uk) or writing to Matthew Gatehouse, Policy and Performance Manager, Monmouthshire County Council, County Hall, Usk, NP15 1GA.

# Feedback

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We're always interested to know what you think about our services and our well-being objectives that we've written about in this plan. You can complete this form and return it to us via e-mail or post. However we're interested in all views however you wish to supply them. Details of how to get in touch are at the bottom of the page.

1. Do you agree the well-being objectives have identified the right areas for us to focus on?


	Yes	No	Don't know	Comments
Well-being objective 1				
Well-being objective 2				
Well-being objective 3				
Well-being objective 4				

2. Is there anything else that you think should be a well-being objective in the future?  
Please tell us here.

3. We're interested to know what you thought of our plan. Please let us know:

	Yes	No	Comments
Was it easy to understand?			
Was the content informative?			

 [improvement@monmouthshire.gov.uk](mailto:improvement@monmouthshire.gov.uk)

 Matthew Gatehouse, Policy and Performance Manager, Monmouthshire County Council, County Hall, Usk, NP15 1GA

 @MonmouthshireCC

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# Biodiversity and Ecosystem Resilience

## Forward Plan

Environment (Wales) Act 2016

Monmouthshire County Council

March 2017



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Appendix 3 Summary of the findings of internal interviews

Appendix 4 Summary of the findings of external interviews

Appendix 5 Projects and programmes in Monmouthshire

Appendix 6 Evidence base

2018

# 1. Introduction

This forward plan has been prepared by Monmouthshire County Council to meet the Section 6 Biodiversity and Ecosystem Resilience duty of the Environment (Wales) Act 2016 and to provide a mechanism for delivering the County's requirements under the Well-being of Future Generations (Wales) Act 2015.

The Monmouthshire County Council forward plan will:

- ❖ Summarise the relevant legislative requirements for biodiversity & the resilience of ecosystems.
- ❖ Consider the state of Biodiversity and Ecosystem Resilience of Monmouthshire and identify relevant habitats and species of principal importance for nature conservation.
- ❖ Consider the ways in which Monmouthshire County Council can influence Biodiversity and Ecosystem Resilience when exercising its functions as a Public Authority.
- ❖ Consider positive work that is already underway by Monmouthshire County Council and other relevant organisations and identify opportunities for collaborative delivery.
- ❖ Consider the governance of this delivery for biodiversity and ecological resilience in Monmouthshire
- ❖ Outline Monmouthshire County Council's commitments to meeting requirements of the legislation.
- ❖ Identify Objectives for Monmouthshire County Council's compliance with the Biodiversity & Ecosystem Resilience duty.
- ❖ Highlight the importance of the Green Infrastructure Approach to delivery including Green Infrastructure Policy and Supplementary Planning Guidance.
- ❖ Maximise Monmouthshire County Council's contributions across the Well-being goals.

The forward plan follows guidance prepared by Welsh Government and considers the Objectives of the Nature Recovery Plan for Wales<sup>1</sup>. It will be an evolving plan that can be updated in line with further evidence from Natural Resources Wales such as Area Statements. Monmouthshire County Council will be required to report on the outcomes of this plan in 2019 and then subsequently every three years. Forward plans will be reviewed accordingly in light of that reporting.

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<sup>1</sup> Nature Recovery Plan for Wales <http://gov.wales/topics/environmentcountryside/consmanagement/conservationbiodiversity/?lang=en>

## 2. The Legislative context of the Forward Plan

The Biodiversity and Resilience of Ecosystems forward plan has been produced in relation to two key pieces of legislation:

### 2.1 Environment (Wales) Act 2016 - The Biodiversity and Resilience of Ecosystems duty

Section 6 of the Environment (Wales) Act 2016 places a duty on public authorities to **seek to maintain and enhance biodiversity** where it is within the proper exercise of their functions. In doing so, public authorities must **seek to promote the resilience of ecosystems**.

This means that Monmouthshire County Council must take a pro-active approach to improve and not reduce biodiversity when carrying out functions.

The duty came into force on 21st May 2016 and replaces the earlier Biodiversity duty in the Natural Environment and Rural Communities Act 2006. The preparation of this Forward Plan assists in complying with the new duties and is a requirement on all public authorities. There is a requirement to report on the plan in 2019 and every 3 years following this. The plan can be subsequently reviewed.

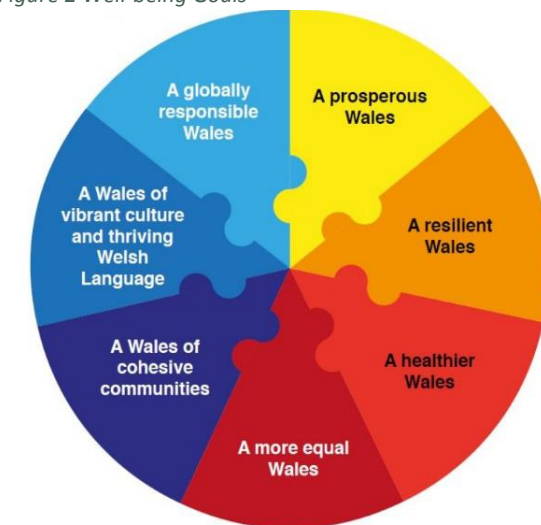
### 202 Well-being of Future Generations Act 2015 - A Resilient Wales

The work undertaken to meet the Biodiversity and Resilience of Ecosystems duty will assist Monmouthshire County Council to maximise contributions to Well-being Goals under the Well-being of Future Generations (Wales) Act 2015.

The Public Service Board for Monmouthshire which includes Monmouthshire County Council is preparing a Well-being Assessment, Well-being Objectives and a Well-being Plan to outline how the authority and other public services in the County will meet the 7 well-being goals which explicitly includes: **A Resilient Wales**.

This goal is to ensure Wales is a nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).

Figure 2 Well-being Goals



A summary of the duty published by Welsh Government can be found at: <http://gov.wales/docs/desh/publications/150512-biodiversity-and-resilience-of-ecosystems-duty-en.pdf>

The full text of the Environment (Wales) Act and Explanatory notes can be found at: <http://www.legislation.gov.uk/anaw/2016/3/contents>

Well-being of Future Generations (Wales) Act 2015 <http://www.thewaleswewant.co.uk/about/well-being-future-generations-wales-act-2015/well-being-future-generations-wales-act-2015>

More information on the Resilient Wales goal can be found at: <http://www.thewaleswewant.co.uk/goals/resilient>

### 3. Biodiversity and Ecosystem Resilience in Monmouthshire

Monmouthshire is a rural county with agriculture and forestry shaping the rich biodiversity and the resilience of ecosystems in the landscape. The Rivers Usk and Wye are designated as Special Areas of Conservation and together with their tributaries provide important wildlife corridors and migratory routes for key species such as otters, shad and white clawed crayfish. These habitats are under threat from water abstraction, pollution and siltation.

The east of the County is heavily wooded and together with woodland on the English side of the border, forms the Wye Valley Woodlands SAC, part of a large swathe of high quality habitat for woodland species including lesser horseshoe bats and dormouse. The quality of the woodland is predominantly under threat from lack of management.

In areas where agricultural intensification has not depleted quality there are networks of unimproved grassland. Much of it is included in the Local Wildlife Sites network and has no statutory protection. It is vulnerable to poor management and development pressures particularly in villages and on the edge of settlements.

The unique man-made landscape in the south of the County along the Gwent Levels has created a network of reens and coastal and floodplain grazing marsh. This sits inland of the internationally important Severn Estuary SPA, SAC and Ramsar site which is particularly important for wintering bird species. The Gwent Levels are under threat from the M4 relief road, housing and industrial development. The Estuary may face future threats from tidal power initiatives.

Areas of upland in the Brecon Beacons National Park such as the Black Mountains, the Blorenges and the Gilwern Hill SSSI's include a mixture of upland habitats including wet heath, blanket bog and limestone grassland. These sites have important populations of rare plants such as endemic Whitebeams, Hawkweeds, mosses, liverworts and lichens.



Figure 2 A Local Wildlife Site in the Wye Valley

J Lewis

No data specifically relating to the resilience of ecosystems has been published, however we know from protected site Core Management plans<sup>1</sup> that many of our protected sites are in an *unfavourable condition*, the extent and quality of habitats in the County is largely reducing, some species are increasing e.g. horseshoe bats and otters but most are decreasing e.g. butterflies and farmland birds and overall diversity is decreasing. Diversity is also varied across the County as demonstrated by vascular plant diversity in the Flora of Monmouthshire<sup>2</sup> with the north of the County having lower diversity by comparison to areas such as the Wye Valley where diversity is high.

Natural Resources Wales have identified that the ecological connectivity of the county is high<sup>3</sup>. However, when presented spatially, there are obvious exceptions to this where the landscape has become degraded and improved for agriculture. The north of the county in the catchment of the River Trothy and farmland around the lower Usk catchment are examples of this.

These factors make the adaptability of our ecosystems more difficult to achieve when episodes of drought or flooding occur but no specific data is currently available.

The Green Infrastructure Action Plan for Pollinators in South East Wales<sup>4</sup> identifies the demand and resource of pollinators across the region and considers not only the demand from agriculture but also the need of pollinators to support biodiversity. Large areas of the County are demonstrated to be important areas for pollinators including areas of commercial orchards and land associated with protected sites particularly in the uplands of the Brecon Beacons National Park.

Further information can be used to increase our understanding of biodiversity and ecosystem resilience as it becomes available e.g. the Monmouthshire Rare Plant Register<sup>5</sup> and other studies such as those relating to tranquillity and dark skies.

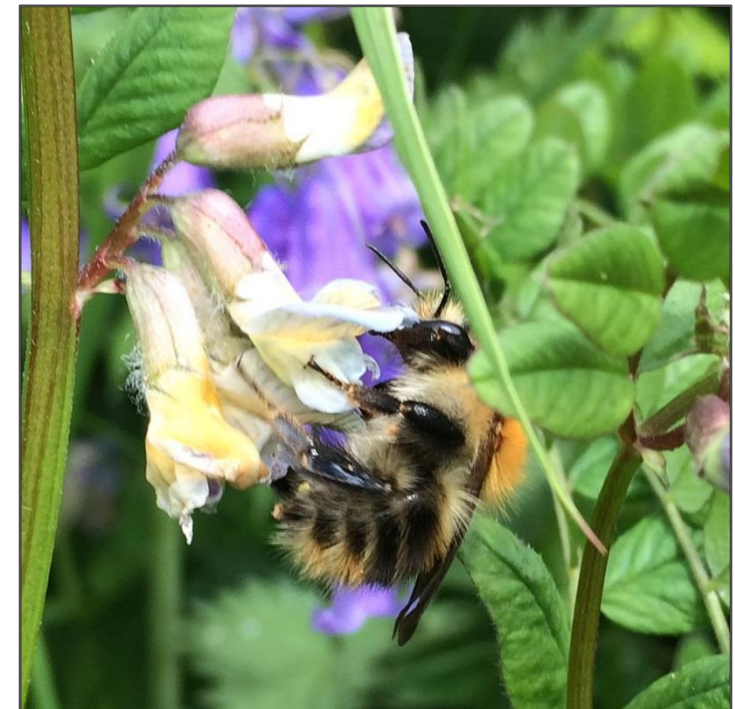


Figure 3 Common carder bee foraging on a road verge K Stinchcombe

1 NRW Protected sites Core Management Plans <https://naturalresources.wales/conservation-biodiversity-and-wildlife/find-protected-areas-of-land-and-seas/designated-sites-search/?lang=en>

2 Evans, T. G. (2007). *Flora of Monmouthshire*. Chepstow Society, Chepstow.

3 Natural Resources Wales (2016) Public Service Board - Sir Fynwy – Monmouthshire Environmental Information for well-being assessments

4 TACP (2015) *Green Infrastructure Action Plan for Pollinators in South East Wales Report to Monmouthshire County Council on behalf of Monmouthshire County Council and Blaenau Gwent, Caerphilly and Torfaen County Borough Councils*. TACP UK Ltd.

5 Tyler, S.J. & Wood, E. 2017. Monmouthshire Rare Plant Register, revised edition.

## 4. Developing the Monmouthshire County Council Forward Plan

Current guidance published by Welsh Government states that public authorities must take into account relevant evidence when complying with the Section 6 duty including the State of Natural Resources Report (SoNaRR) published by Natural Resources Wales (2016), The Environment (Wales) Act Section 7 lists of habitats and species of principal importance in Wales, and relevant Area Statements to be prepared by Natural Resources Wales under Section 11 of the Act.

Welsh Government guidance on the Section 6 duty states that in promoting resilience of ecosystems, public authorities must take into account the key characteristics of a resilient ecosystem. These characteristics which include condition, diversity, extent, connectivity and adaptability, will assist public authorities in identifying any actions that may need to be taken.

The Nature Recovery Plan for Wales will provide the Nature Recovery Framework to guide compliance with the duty by providing objectives, outcomes and actions that Public Authorities can take responsibility for and contribute to.

Monmouthshire County Council will also take into consideration the work that individual service areas undertake which could have an impact on Biodiversity & Ecosystem Resilience and the work of other key organisations with whom MCC can collaborate with to maximise delivery under the Act.

### 4.1 State of Natural Resources Report (SoNaRR)<sup>1</sup>

Natural Resources Wales reported in September 2016 on the state and condition of the habitats and species within marine, terrestrial and freshwater environments in Wales, as required by The Environment (Wales) Act 2016.

The economic and social benefits that a fully functioning environment can provide to human society include agricultural production, forestry, building materials, tourism and leisure, energy generation, flood prevention, pollination services for crops, clean water, clean air and healthy soils. The report spells out the major threats facing the proper functioning of ecosystems in Wales, which if not addressed will contribute to further declines in biodiversity, and prevent us from gaining the full economic and social benefits of all that the environment can provide. These threats include:

- Climate change
- Land Use Change
- Over exploitation of natural resources

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<sup>1</sup> State of Natural Resources Report (SoNaRR) is available on the NRW Website <https://naturalresources.wales/our-evidence-and-reports/the-state-of-natural-resources-report-assessment-of-the-sustainable-management-of-natural-resources/?lang=en>



- Nutrient enrichment and pollution

- Invasive non-native and introduced pests and diseases

These direct drivers of change are often linked and in general, the extent and scale of their impact is increasing. The focus for action needs to be where the resilience of ecosystems and the benefits we get from them are at greatest risk due to unsustainable management. The objective is not to remove all pressures, however we do need to better understand how to manage them in more sustainable ways so that risks and opportunities are recognised and utilised so that future generations can continue to benefit from all that ecosystems can provide.

On a Monmouthshire scale the following biodiversity and ecosystem resilience issues, raised in the SoNaRR report, are of relevance:



Figure 4 Wye Valley Woodland

K Stinchcombe

- Outside the Welsh Government estate (i.e. managed by Natural Resources Wales) less than 25% of woodlands in Wales are being actively managed, so their full potential is not being realised. Many of Monmouthshire's ancient woodlands are very small and not connected to other areas of similar habitat. Uncontrolled populations of wild deer and grey squirrel damage the value of local woodlands, while Invasive non-native species and introduced diseases continue to be threats.
- Approximately 90% of the fish species in the SACs (e.g. Rivers Usk, Wye and Severn) are in unfavourable condition. There has been a marked reduction in salmon abundance in rivers, caused by poor river conditions and increased mortality at sea.
- Pollution from agriculture, sewerage and soil run off is affecting the ecological status of our rivers. Much of Monmouthshire's drinking water also originates from our rivers.
- The extent of unimproved neutral grassland (traditional wildflower meadows) has declined dramatically, with only 1600 ha remaining in the whole of Wales. Monmouthshire has approximately 700ha of this habitat, important for flowering plants, fungi, rare pollinators and a range of insects, designated as

Sites of Importance for Nature Conservation or Sites of Special Scientific Interest. Despite the designations, this is a vulnerable habitat, easily damaged by unsympathetic management, soil enrichment, neglect and fragmentation.

- 78% of hedgerows in Wales are in unfavourable condition, with a decline forecast to continue. Ash die-back (chalara) will have a large impact on Monmouthshire's landscape as ash an important hedgerow species including many mature specimens.
- The area covered by traditional orchards is estimated to have decreased by 94% between 1958 and 1992. Historically Monmouthshire was an important apple and pear producing County, and old orchard trees in particular support a wide variety of wildlife. Some local groups such as Transition Towns have enthusiastically planted community orchards in their localities, and Gwent Wildlife Trust ran a project from 2010 to 2012 surveying 740 sites, and working with volunteers to encourage management of them.
- 73% of Welsh urban areas show a decline in tree cover. Less affluent areas have less tree cover, important for reducing flood run off, providing shade, reducing summer temperatures, filtering dust and pollution, as well as increasing biodiversity. Transition Monmouth have planted 1000 trees around the town during the winter of 2016 to improve the townscape and reduce flood run off.
- The intertidal area between high and low tide is one of the few habitats that is considered to be in good condition, although sand banks are declining in the short and long term. This habitat is represented in Monmouthshire along the Severn Estuary, supporting a range of wildlife species.

## 4.2 The Section 7 list of Habitats and Species of Principle Importance for Wales

At the time of writing this forward plan, the Section 7 lists<sup>2</sup> comprise those habitats and species previously identified as of Principal Importance in Wales under Section 42 of the Natural Environment and Rural Communities Act 2006.

Unfortunately, little up to date spatial data is available for Section 7 habitats in the County with the exception of Phase 1 habitat survey for the Wye Valley AONB. A list of the habitat types that occur in the forward plan area is included in Appendix 1.

Section 7 species in Monmouthshire are included in Appendix 2 of the forward plan. These include species across most priority taxa

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<sup>2</sup> The Section 6 guidance and Section 7 lists are available on the Wales Biodiversity Partnership website <https://www.biodiversitywales.org.uk/Environment-Wales-act>

including mammals, birds, fish, invertebrates, reptiles & amphibians, vascular plants, lichen communities, mosses & liverworts, fungi, and marine species.

Considerations for Section 7 Habitats and Species will be incorporated into the Monmouthshire County Council objectives for delivery of the Biodiversity and Resilience of Ecosystems duty (page 14) and specific actions to maintain and enhance Section 7 habitats and species will be incorporated into individual service area action plans which will follow the publication of this plan.

### 4.3 Area Statements

At the time of writing this forward plan, Area Statements are not available for consideration however, Monmouthshire County Council will continue to contribute to the development of the Area Statements which are currently being developed by Natural Resources Wales and incorporate changes to the forward plan as appropriate.

### 4.4 Service Area interviews and reviews

As part of the process undertaken to develop the forward plan, Monmouthshire County Council have undertaken an internal review of key service areas to identify potential risks and opportunities for Section 6 delivery and to develop specific actions. Service areas included in the review were those that are considered to have a potentially negative impact on Biodiversity and Ecosystem Resilience and those that could deliver positive change and maximise delivery under other legislation such as the Well-being of Future Generations Act 2015. Service areas we have met to date include: Building Control, Development Management, Planning Policy, Rural Development Programme, Grounds Maintenance and Waste, Estates including County Farms, Licensing and Events. We also hope to review works undertaken by Property Services, Education, Outdoor education and Highways in the coming months. A summary of risks and opportunities identified are included in Figure 5.

The reviews already undertaken have raised awareness of the Environment (Wales) Act 2016, particularly the Section 6 duty and allowed the development of specific Biodiversity & Ecosystem Resilience Action Plans. These plans, which will be published before May 2017 identify actions that can be incorporated into service area business plans to integrate delivery of the duty.

Figure 5 Table 1 Summary of Risks and Opportunities identified in the Service Area review

Risks	Opportunities
<ul style="list-style-type: none"> <li>❖ Decision making at all levels</li> <li>❖ Consents, licences, certificates</li> <li>❖ Land management practices</li> <li>❖ Timescales for consideration of biodiversity</li> <li>❖ Missed opportunities for raising awareness and education</li> </ul>	<ul style="list-style-type: none"> <li>❖ Raising awareness and training</li> <li>❖ Environmental education</li> <li>❖ Net gain for biodiversity secured in consents granted</li> <li>❖ Green infrastructure approach</li> <li>❖ Better land management practices</li> <li>❖ Wider consultation with biodiversity and ecology officers</li> </ul>

## 4.5 Collaboration with other organisations

It was also considered important to review what other organisations are currently doing to deliver for Biodiversity and Ecosystem Resilience to allow future collaborative work to take place to maximise the benefits for Biodiversity. Organisations considered include Natural Resources Wales, Brecon Beacons National Park Authority, Gwent Wildlife Trust, Bee Friendly Monmouthshire, Monmouthshire Meadows Group, Botanical Society for the British Isles, Gwent Ornithological Society, Wye Valley Area of Outstanding Natural Beauty Unit, Canal and Rivers Trust, RSPB (Living Levels Project), Farming Connect (Glastir), Wye and Usk Foundation and Monnow Rivers Association. These organisations have highlighted areas of concern in relation to biodiversity and ecosystem resilience relevant to Monmouthshire and identified projects and programmes with which they are currently engaged. The organisations have also made suggestions of areas where Monmouthshire County Council could have the biggest positive impact on Biodiversity and Ecosystem Resilience and the most popular of these are listed in Figure 7 (below).

A summary of the findings of the interviews are included in Appendix 3. A record of the projects and programmes being undertaken in the County has been compiled and is available in Appendix 4.



Figure 6 Hay making with Friends of Monmouth Cemetery

D McCarty

### Figure 7 Stakeholder suggestions for Monmouthshire County Council action

- ❖ Improve management of Council owned land including County Farms for Biodiversity and Ecosystem Resilience
- ❖ Reduce pesticide use across the County
- ❖ Educating and influencing the public by using the “Nature Isn’t Neat” message
- ❖ Planning decisions should ensure sustainable development and include Green Infrastructure to provide connectivity
- ❖ A Monmouthshire Local Nature Partnership / Network for sharing of best practice and collaborative working

It was not possible to fully engage with all organisations delivering biodiversity action in the County in the timescale available however, there is scope to continue this process and meet with more grass roots groups to develop collaborative work where possible such as the town Transition groups, and species specialists such as the Monmouthshire Moth and Butterfly Group.

The Environment Partnership Board\* has an important role in steering the development of the forward plan and delivery of action. The board will help establish priorities and identify opportunities for partnership working.

\*The Environment Partnership Board (Monmouthshire County Council, Brecon Beacons National Park, Gwent Association of Voluntary Organisations, Gwent Wildlife Trust, Monmouthshire Housing Association, Natural Resources Wales, Wye Valley AONB Unit, Keep Wales Tidy)

## Section 6 Nature Recovery Plan Objectives

Current guidance suggests that the six objectives can be used to develop actions to comply with the biodiversity and resilience of ecosystems duty.

### Figure 8 Table 2 Nature Recovery Plan Objectives

1	Engage and support participation and understanding to embed biodiversity throughout decision making at all levels
2	Safeguard species and habitats of principal importance and improve their management
3	Increase the resilience of our natural environments by restoring degraded habitats and habitat creation
4	Tackle key pressures on species and habitats
5	Improve our evidence, understanding and monitoring
6	Put in place a framework of governance and support for delivery

A number of actions have been included in the Nature Recovery Plan for Public Authorities including those relating to embedding biodiversity into the decision making process, raising awareness, restoration and creation of habitats and the implementation of the Section 6 duty.

## 5. Biodiversity and Resilience of Ecosystems Duty Objectives

In order to meet the Section 6 duty, Monmouthshire County Council shall undertake work and change current procedures to achieve the following objectives, so long as is consistent with the proper exercise of Monmouthshire County Council's functions as a Local Authority. The objectives have been developed to maintain and increase the resilience of our ecosystems by increasing scale and extent, connectivity, condition, diversity, and ability of ecosystems to adapt.

All objectives apply to both marine and terrestrial habitats as required by the Act.

Objective 1 : Embed biodiversity throughout decision making at all levels

Objective 2 : Provide environmental education to raise awareness and encourage action

Objective 3 : Undertake land management for biodiversity and promote ecosystem resilience

Objective 4 : Influence land management to improve ecosystem resilience

Objective 5 : Tackle key pressures on species and habitats

Objective 6 : Support landscape scale projects and partnerships to maximise delivery

Objective 7 : Monitor the effectiveness of the plan and review

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### Objective 1 : Embed biodiversity throughout decision making at all levels

High level decision making such as policy and plan adoption and future spatial planning including the development plan process are key areas where embedding biodiversity will be vital to meet the Section 6 duty.

Objective 1 will particularly apply to all types of consents that Monmouthshire County Council issues including planning permission and other consents that may not currently consider biodiversity. It will also apply to decisions taken in relation to procurement, contracts, licences, asset management and wider land management policies such as road verge management.

The objective will be achieved by embedding biodiversity and resilience of ecosystems into business planning by service area. This will require service areas to understand what potential impacts work streams can have on biodiversity and development of a programme of delivery. Internal awareness raising and training will have an important role in meeting the objective.

Section 6 also applies to biodiversity in a global sense and requires Monmouthshire County Council to consider the effect of decisions taken or activities carried out within Wales but also in relation to biodiversity outside of Wales for example in the procurement of sustainable products from other parts of the world. It is also a pertinent point for Monmouthshire where cross boundary considerations for biodiversity and ecosystem resilience, particularly relating to Gloucestershire and Herefordshire, are relevant.

This objective contributes to the Nature Recovery Plan for Wales Objective 1.

## Objective 2 : Provide environmental education to raise awareness and encourage action

An improved understanding and awareness of biodiversity and ecosystems leads to behavioural change and encourages everyone to act. Environmental education has developed over several decades and it is now threatened by funding cuts however, to make real progress towards better understanding and appreciation of the value of biodiversity and ecosystems, it is vital to maintain actions to meet this objective.

Environmental education provision by Monmouthshire County Council as the Local Education Authority and through service areas such as Countryside & Green Infrastructure, Waste & Recycling, Outdoor Education, Monmouthshire Youth Service and the role of the Rural Development Programme can deliver this objective which will require sufficient resource to be put in place.

Alignment with the work of external partners will be vital and the use of networks such as the Outdoor Learning Wales: Monmouthshire Cluster Group can facilitate this. Key external partners include: Keep Wales Tidy, Gwent Wildlife Trust, Welsh Water, Wye Valley Area of Outstanding Natural Beauty Unit, Brecon Beacons National Park Authority, RSPB and others. Making use of existing educational resources e.g. Green Infrastructure Action Plan for Pollinators leaflets and Urban buzz advice and guidance, can allow MCC and partners to efficiently engage with schools and community groups. Volunteers, including those at Monmouthshire County Council, also provide vital support in this delivery.

There are opportunities to engage staff at Monmouthshire County Council with the use of resources such as the Incredible Edible pollinator garden at County Hall Usk and Caldicot Castle Country Park.

The connection between benefits to the environment and well-being benefits of people is an important target area for many partner organisations. As well as encouraging action, this work shall contribute to the physical and mental health and wellbeing of those involved.

This objective contributes to the Nature Recovery Plan for Wales Objective 1.

### Objective 3 : Undertake land management for biodiversity and promote ecosystem resilience

The rationale for land management methods by Monmouthshire County Council shall be reviewed to identify opportunities to improve sites for Biodiversity so long as is consistent with commitments under other legislation such as those relating to Health and Safety and Heritage. A Green Infrastructure approach to this management shall ensure multiple benefits for communities.

Changes shall be made with the aim of restoring habitats to a natural and resilient state and in particular to safeguard Section 7 habitats and species. To achieve this objective Monmouthshire County Council will need to have a better understanding of where and how we influence these habitats and species. Conservation management skills, machinery and processes may need to be developed to enable a shift from a 'neat and tidy' rationale to a management of habitats approach. Reviewing pesticide use and other practices will deliver more benefits.

Working in partnership with other organisations and volunteers such as Keep Wales Tidy and Friend's Groups will increase the specialist expertise available and establish 'buy-in' of local communities. Tools such as the Green Infrastructure Action Plan for Pollinators in South Wales can provide framework for delivery. Monmouthshire County Council has a close connection to the Bee Friendly Initiative is working to achieve a Bee Friendly status which shall aid in meeting this objective.

Monmouthshire County Council shall seek to enhance the capacity of natural resources on sites it owns to provide essential ecosystem services such as water management, climate regulation and crop pollination as well as enhancing the environment.

This objective contributes towards Nature Recovery Plan Objectives 2 & 3.

### Objective 4 : Influence land management to improve ecosystem resilience

Positively influencing management undertaken by others can increase the impact Monmouthshire County Council has on improving ecosystem resilience across the region and beyond. Continuing to work with external partners and supporting landscape scale projects such as Living Levels, Wye Catchment Partnership and the Long Forest project can increase the scale of the impact.

Development Management shall continue to deliver this through promoting a Green Infrastructure approach to design, development and subsequent management of sites under the Green Infrastructure Policy and Supplementary Planning Guidance. The Rural Development Programme shall do this through projects such as those promoting action for pollinating insects.

There is also scope for land owned by Monmouthshire County Council which is subject to tenancies and licences to be influenced by using clauses and conditions which will reduce negative impacts and promote positive actions e.g. protecting high value sites, tree



planting or hedgerow management. There are opportunities to play an important role in tackling climate change and its negative effects.

Monmouthshire County Council shall continue to be an exemplar of best practice for management and encourage other Public Authorities to make changes.

This objective contributes towards Nature Recovery Plan Objectives 1, 2 & 3.

### Objective 5 : Tackle key pressures on species and habitats

Pollution, invasive non-native species (INNS), and inappropriate land management are pressures on species and habitats that need to be tackled. Monmouthshire County Council has statutory duties relating to pollution and INNS under other relevant legislation however, by working in partnerships with other organisations for example Living Levels and Wye Catchment Partnership, Keep Wales Tidy and The Deer Initiative, more significant impacts can be achieved.

By adopting a Green Infrastructure approach to site management and in using nature based solutions to make improvements e.g. to improve water quality, we can take steps towards achieving the objective. A Green Infrastructure approach to development management can reduce the impacts of development on biodiversity and conserve, integrate and improve ecosystem services to deliver multifunctional benefits.

This objective contributes towards Nature Recovery Plan Objective 4

### Objective 6 : Support landscape scale projects and partnerships to maximise delivery

Monmouthshire County Council's continued role in supporting and contributing to landscape scale projects is important to maximise delivery for biodiversity and ecosystems. Key projects for Monmouthshire County Council will be Living Levels, Wye Valley Catchment Partnership and any forthcoming Sustainable Management Schemes or HLF projects where Monmouthshire County Council has a remit particularly in the National Park and Wye Valley AONB. These projects often require cross-boundary working to take place with neighbouring authorities and organisations.

The role of the Environment Partnership Board in steering this work shall continue to bring together key organisations and provide direction for the Local Authority in delivery of the Environment (Wales) Act 2016 and Well-being of Future Generations Act 2015. As

identified through consultation with external partners, there is a need for a Local Nature Partnership on a Monmouthshire level to provide an information sharing network and identify opportunities for collaborative works with partners, community groups and volunteers.

This objective contributes towards Nature Recovery Plan Objective 1, 2, 3 & 4.

### Objective 7 : Monitor the effectiveness of the plan and review

Action carried out by Monmouthshire County Council shall be monitored to establish its effectiveness. Individual service areas shall undertake monitoring and evaluation. Partnership working including working with volunteers will be vital to establish the effectiveness of action such as the Rural Development Programme. It is a requirement that the plan is reported on to Welsh Government in 2019 and every three years subsequently. Monmouthshire County Council commits to this and to learning from the results of monitoring and evaluation. The forward plan and service area action plans shall be reviewed accordingly.

This objective contributes towards Nature Recovery Plan Objective 5

## 6. The Next Steps in Delivery

Work has already commenced to develop Service Area Action Plans to embed and deliver the action required. The first priorities for 2017-18 are to:

- ❖ Continue assessing and reviewing how service areas and work streams impact biodiversity and ecosystem resilience and identify opportunities to meet the Section 6 duty.
- ❖ Develop actions with measurable targets for delivery by work stream for each service area.
- ❖ Use business plans to embed the consideration of biodiversity and ecosystems into policies, plans, programmes, projects and day to day activities.
- ❖ Using the Green Infrastructure approach as a means of delivering multiple benefits.
- ❖ Reporting on implementation of the forward plan as required by Welsh Government.
- ❖ Establish governance with the Environment Partnership Board as the steering group and work in partnership with other organisations to maximise delivery for biodiversity.
- ❖ Identifying how this work delivers Monmouthshire County Council's duties under the Wellbeing of Future Generations Act 2016.

Each service area will have responsibility for delivery and monitoring of the forward plan however the Green Infrastructure & Countryside Team shall lead and facilitate the process.

## 7. Glossary of terms

**Biodiversity** is defined in the Environment (Wales) Act as *the diversity of living organisms, whether at the genetic, species or ecosystem level*. Biodiversity drives the functioning and resilience of our ecosystems.

**Green infrastructure** is defined in Monmouthshire County Council's Supplementary Planning Guidance as *the network of natural and semi-natural features, green spaces rivers and lake that intersperse and connect villages, towns and cities*. When appropriately planned, designed and managed, green infrastructure has the potential to deliver a wide range of benefits for people and wildlife.

**Ecosystems** are defined by the UN Convention on Biological Diversity (CBD) as "a dynamic complex of plant, animal and micro-organisms and their non-living environment interacting as a functional unit."

**Ecosystem approach** is defined by the CBD as "a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way." This is widely recognised as international best practice for addressing the decline in biodiversity.

**Ecosystem services** are the conditions and processes through which natural ecosystems, and the species that make them up, sustain and fulfil human life. They maintain biodiversity and the production of ecosystem goods (Daily, 1997). They are split into four categories:

**Supporting services**– underpins all other services and includes nutrient cycling, soil formation and primary production

**Provisioning services**- all our food, fresh water, wood and fibre, fuel

**Regulating**- cleaning air and water, flood control, carbon sequestration

**Cultural**- aesthetic, spiritual, educational, recreational

**Natural resources are defined in the Environment Act as:**

- a) Animals, plants and other organisms
- b) Air, water and soil

- c) Minerals
- d) Geological features and processes
- e) Physiographical features
- f) Climatic features and processes

These individual components defined in the Act combine and work together in many ways and at many scales, from which humans use and obtain benefits. These components and processes work together and are referred to as ecosystems.

**Resilience**- Ecosystems are considered to be **resilient** if they are able to cope with disturbance or change so that they maintain their functioning and ability to deliver benefits. The Environment Act recognises a number of attributes of ecosystems that support resilience, including their scale and extent, connectedness, condition, diversity, and ability to adapt.

## Appendix 1: Environment (Wales) Act 2016 – Section 7 Habitats in Monmouthshire (incl. BBNP)

Habitats of principal importance for the purpose of maintaining and enhancing biodiversity in relation to Wales are listed below. This is an interim list, which is exactly the same as the Section 42 list of the NERC Act (2006). It is currently under review in consultation with NRW.

<b>Habitats</b>	<b>Cynefin</b>	<b>Priority Habitats</b>	<b>Cynefin sy'n Flaenoriaeth</b>
<b>Terrestrial, coastal &amp; freshwater</b>	<b>Daearol, arfordirol a dŵr croyw</b>		
<b>Broadleaved, mixed and yew woodland</b>	<b>Coedwig lydanddail, gymysg ac ywen</b>	Traditional orchards	Perllannau traddodiadol
		Wood pasture & parkland	Porfa goediog a pharcdir
		Upland oak woodland	Coedwig dderi yn yr ucheldir
		Lowland beech and yew woodland	Coedwig ffawydd ac ywen ar dir isel
		Upland mixed ash woodland	Coedwig ynn gymysg ar dir uchel
		Wet woodland	Coedwig wlyb
		Lowland mixed deciduous woodland	Coedwig gollddail gymysg ar dir isel
<b>Boundary and linear features</b>	<b>Nodweddion llinellol a therfynau</b>	Hedgerows	Gwrychoedd
<b>Arable and horticultural</b>	<b>Tir âr a garddwriaethol</b>	Arable field margins	Ymylon caeau ŷd
<b>Improved grassland</b>	<b>Glaswelltir wedi ei wella</b>	Coastal and floodplain grazing marsh	Tir pori corslyd ar forfa arfordirol a gorlifdir
<b>Neutral grassland</b>	<b>Glaswelltir niwtral</b>	Lowland meadows	Gweirgloddiau yr iseldir
<b>Calcareous grassland</b>	<b>Glaswelltir calchaid</b>	Lowland calcareous grassland	Glaswelltir calchaid yr iseldir

		Upland calcareous grassland	Glaswelltir calchaid tir uchel
<b>Acid grassland</b>	<b>Glaswelltir asidaidd</b>	Lowland dry acid grassland	Glaswelltir asidaidd sych yr iseldir
<b>Dwarf shrub heath</b>	<b>Gweundir o gorlwyni</b>	Lowland heathland	Gweundir yr iseldir
		Upland heathland	Gweundir yr ucheldir
<b>Fen, marsh and swamp</b>	<b>Ffen, cors a chors siglennaidd</b>	Upland flushes, fens and swamps	Trylifiadau, ffeniau a chorsydd siglennaidd ar dir uchel
		Lowland fens	Ffeniau ar dir isel
		Purple moorgrass and rush pastures	Porfeydd brwyn a glaswellt y gweunydd
		Reedbeds	Gwelyau cyrs
<b>Bogs</b>	<b>Corsydd</b>	Blanket bog	Gorgors
<b>Rivers and Streams</b>	<b>Afonydd a nentydd</b>	Rivers	Afonydd
<b>Standing open waters and canals</b>	<b>Dŵr llonydd agored a chamlesi</b>	Ponds	Pyllau dŵr
		Mesotrophic lakes	Llynnoedd mesotroffig
		Eutrophic standing waters	Dyfroedd llonydd ewtroffig
		Aquifer-fed naturally fluctuating water bodies	Dyfroedd a gyflenwir gan ddyfrhaen, ac sy'n arddangos amrywiadau naturiol yn lefel y dŵr

<b>Inland rock</b>	<b>Craig fewndirol</b>	Inland rock outcrop and scree habitats	Cynefinoedd brigiadau craig a sgri mewndirol
		Open mosaic habitats on previously developed land	Brithwaith o gynefinoedd agored ar dir a oedd cynt wedi ei ddatblygu
<b>Supralittoral rock</b>	<b>Craig uwch-lanw</b>	Maritime cliff and slopes	Clogwyni a llethrau arforol
<b>Marine</b>	<b>Morol</b>		
<b>Littoral Rock</b>	<b>Craig o fewn cylchfa'r llanw</b>	<i>Sabellaria alveolata</i> reefs	Riffiau <i>Sabellaria alveolata</i>
		Estuarine rocky habitats	Cynefinoedd creigiog aberol
		Coastal saltmarsh	Morfa heli
<b>Littoral sediment</b>	<b>Gwaddodion o fewn cylchfa'r llanw</b>	Intertidal mudflats	Eangderau llaid yn y gylchfa rhyng-lanw
		Seagrass beds	Gwelyau o wellt-y-gamlas
		Peat and clay exposures	Amlygiadau o fawn a chlai
		Tidal swept channels	Sianelau sy'n cael eu 'sgubo gan y llanw
<b>Sublittoral rock</b>	<b>Craig is-lanw</b>	Subtidal sands and gravels	Graean a thywod is-lanw



## Appendix 2 Environment (Wales) Act 2016 – Section 7

Living organisms of principal importance for the purpose of maintaining and enhancing biodiversity in relation to Wales. This list has been compiled using data from the South East Wales Biodiversity Record Centre and the Rare Plant Register for VC35.

Ψ Wales only species; † original S74 species; P Present; PB Present confirmed breeding; LA Likely Absent; H (year) Historical\* (year last recorded) Historical, for the purposes of this list, is considered to be pre-1980.

<b>Mammals / Mamaliad (16 species/rhywogaeth)</b>			<b>Monmouthshire</b>
<i>Arvicola terrestris</i>	Water vole†	Llygoden bengron y dŵr	PB
<i>Barbastella barbastellus</i>	Barbastelle bat†	Ystlum du	P
<i>Erinaceus europaeus</i>	West European hedgehog	Draenog	PB
<i>Lepus europaeus</i>	Brown hare†	Ysgyfarnog	PB
<i>Lutra lutra</i>	Otter†	Dyfrgi	PB
<i>Martes Martes</i>	Pine marten	Bele'r coed	P
<i>Micromys minutus</i>	Harvest mouse	Llygoden yr ŷd	PB
<i>Muscardinus avellanarius</i>	Dormouse†	Pathew	PB
<i>Mustela putorius</i>	Polecat	Ffwlbart	PB
<i>Myotis bechsteinii</i>	Bechstein's bat†	Ystlum Bechstein	P
<i>Nyctalus noctula</i>	Noctule	Ystlum mawr	PB
<i>Pipistrellus pipistrellus</i>	Common Pipistrelle†Ψ	Ystlum lleiaf	PB
<i>Pipistrellus pygmaeus</i>	Soprano Pipistrelle†	Ystlum lleiaf meinlais	PB
<i>Plecotus auritus</i>	Brown long-eared bat	Ystlum hirglust	PB
<i>Rhinolophus ferrumequinum</i>	Greater horseshoe bat†	Ystlum pedol mwyaf	PB
<i>Rhinolophus hipposideros</i>	Lesser horseshoe bat†	Ystlum pedol lleiaf	PB

<b>Birds /Adar (44 species/rhywogaeth)</b>			
<i>Alauda arvensis subsp. arvensis/scotica</i>	Skylark†	Ehedydd	P
<i>Anser albifrons subsp. flavirostris</i>	Greenland greater white-	Gŵydd dalcen-wen yr	P

	fronted goose	Ynys Las	
<i>Anthus trivialis</i>	Tree pipit	Corhedydd y coed	P
<i>Botaurus stellaris</i>	Great bittern†	Aderyn y bwn	P
<i>Branta bernicula subsp. bernicula</i>	Dark-bellied brent goose	Gwydd ddu Siberia	P
<i>Caprimulgus europaeus</i>	European nightjar†	Troellwr mawr	PB
<i>Carduelis cabaret</i>	Lesser redpoll	Llinos bengoch fach	PB
<i>Carduelis cannabina subsp. autochthona/cannabina</i>	Common linnet†	Llinos	PB
<i>Charadrius hiaticula</i>	Ringed plover Ψ	Cwtiad torchog	P
<i>Circus cyaneus</i>	Hen harrier†Ψ	Boda tinwyn	P
<i>Coccothraustes coccothraustes</i>	Hawfinch	Gylfinbraff	P
<i>Crex crex</i>	Corncrake†	Rhegen yr yd	P
<i>Cuculus canorus</i>	Common cuckoo	Cog	P
<i>Cygnus columbianus subsp. Bewickii</i>	Tundra swan = Bewick's swan	Alarch Bewick	P
<i>Dendrocopus minor subsp. Comminutus</i>	Lesser spotted woodpecker	Cnocell fraith leiaf	PB
<i>Emberiza calandra subsp. calandra/clanceyi</i>	Corn bunting†	Bras yr yd	H (1973)
<i>Emberiza citrinella</i>	Yellowhammer†	Bras melyn	PB
<i>Emberiza schoeniclus</i>	Reed bunting†	Bras y cyrs	PB
<i>Falco tinnunculus</i>	KestrelΨ	Cudyll coch	PB
<i>Ficedula hypoleuca</i>	Pied flycatcherΨ	Gwybedog brith	PB
<i>Lagopus lagopus subsp. scotica</i>	Red grouse	Grugiar goch	PB
<i>Larus argentatus subsp. argentus</i>	Herring gull	Gwylan y penwaig	PB

<i>Larus ridibundus</i>	Black-headed Gull $\Psi$	Gwylan benddu	PB
<i>Limosa lapponica</i>	Bar-tailed godwit $\Psi$	Rhostog gynffonfraith	P
<i>Locustella naevia</i>	Common grasshopper warbler	Troellwr bach	PB
<i>Lullula arborea</i>	Woodlark	Ehedydd y coed	PB
<i>Melanitta nigra</i>	Common scoter $\dagger$	Môr-hwyaden ddu	P
<i>Motacilla flava subsp. flavissima</i>	Yellow wagtail	Siglen felen	PB
<i>Muscicapa striata</i>	Spotted flycatcher $\dagger$	Gwybedog mannog	PB
<i>Numenius arquata</i>	Eurasian curlew $\dagger$	Gylfinir	PB
<i>Parus montanus subsp. Kleinschimdti</i>	Willow tit	Titw'r helyg	PB
<i>Parus palustris subsp. palustris/dresseri</i>	Marsh tit	Titw'r wern	PB
<i>Passer domesticus</i>	House sparrow	Aderyn y to	PB
<i>Passer montanus</i>	Eurasian tree sparrow $\dagger$	Golfan y mynydd	PB
<i>Perdix perdix</i>	Grey partridge $\dagger$	Petrisen	PB
<i>Phylloscopus sibilatrix</i>	Wood warbler	Telwr y coed	PB
<i>Pluvialis apricaria</i>	Golden plover $\dagger\Psi$	Cwtiad aur	P
<i>Prunella modularis subsp. Occidentalis</i>	Hedge accentor (Dunnock, Hedge sparrow)	Llwyd y gwrych	PB
<i>Pyrrhula pyrrhula subsp. pileata</i>	Common bullfinch $\dagger$	Coch y berllan	PB
<i>Streptopelia turtur</i>	European turtle dove $\dagger$	Turtur	PB
<i>Sturnus vulgaris subsp. vulgaris</i>	Common starling	Drudwen	PB
<i>Turdus philomelos subsp. clarkei</i>	Song thrush $\dagger$	Bronfraith	PB
<i>Turdus torquatus</i>	Ring ouzel	Mwyalchen y mynydd	PB
<i>Vanellus vanellus</i>	Northern lapwing $\dagger$	Cornchwiglen	PB

<b>Fish / Pysgod (7 species/rhywogaeth)</b>			
<i>Alosa alosa</i>	Allis shad†	Herlyn	H (1964)
<i>Alosa fallax</i>	Twaite shad†	Gwangen	PB
<i>Anguilla anguilla</i>	European eel	Llysywen	P
<i>Lampetra fluviatilis</i>	River lamprey	Llysywen bendoll yr afon	PB
<i>Petromyzon marinus</i>	Sea lamprey	Llysywen bendoll y môr	P
<i>Salmo salar</i>	Atlantic salmon	Eog	P
<i>Salmo trutta</i>	Brown / Sea trout	Brithyll / Siwin	P

<b>Reptiles and amphibians / Ymlusgiaid ac Amffibiaid (6 species/rhywogaeth)</b>			
<i>Anguis fragilis</i>	Slow-worm	Neidr ddefaid	PB
<i>Bufo bufo</i>	Common toad	Llyffant dafadennog	PB
<i>Zootoca vivipara</i>	Common lizard	Madfall	PB
<i>Natrix natrix</i>	Grass snake	Neidr y gwair / neidr y glaswellt	PB
<i>Triturus cristatus</i>	Great crested newt†	Madfall ddwr gribog	PB
<i>Vipera berus</i>	Adder	Gwiber	PB

<b>Invertebrates / Anifeiliaid Di-asgwrn-cefn (113 species/rhywogaeth)</b>			
<i>Acronicta psi</i>	Grey dagger	Bidog llwyd	P
<i>Acronicta rumicis</i>	Knot grass	Bidog y tafol	P
<i>Adscita statices</i>	The forester	Coediwr	P
<i>Agonopterix atomella</i>	A micro-moth (greenweed flat-body)	Micro-wyfyfyn	P
<i>Agrochola helvola</i>	Flounced chestnut	Castan Grech	P
<i>Agrochola litura</i>	Brown-spot pinion	Castan smotyn brown	P

<i>Agrochola lychnidis</i>	Beaded chestnut	Castan leiniog	P
<i>Allophyes oxyacanthae</i>	Green Brindled crescent	Cilgant brych	P
<i>Amphipoea oculaea</i>	Ear moth	Clustwyfyn llygeidiog	P
<i>Amphipyra tragopoginis</i>	Mouse moth	Ôl-adain lyglwyd	P
<i>Anania funebris</i>	A Pyralid moth	Gwyfyn o deulu'r Pyralidiau	H (1974)
<i>Apamea remissa</i>	Dusky brocade	Brithyn llwydolau	P
<i>Arctia caja</i>	Garden tiger	Teigr yr ardd	P
<i>Argynnis adippe</i>	High brown fritillary†	Britheg frown	P
<i>Asilus crabroniformis</i>	Hornet robber fly†	Pryf llofrudd	P
<i>Asteroscopus sphinx</i>	The sprawler	Cwckill bwaog	P
<i>Atethmia centrigo</i>	Centre-barred sawfly	Melyn yr onnen	P
<i>Austropotamobius pallipes</i>	White-clawed freshwater crayfish†	Cimwch dŵr croyw	P
<i>Bembidion quadripustulatum</i>	A ground beetle	Chwilen ddaear	P
<i>Bembidion testaceum</i>	A ground beetle†	Chwilen ddaear	P
<i>Boloria euphrosyne</i>	Pearl-bordered fritillary†	Britheg berlog	P
<i>Boloria selene</i>	Small pearl-bordered fritillary	Britheg berlog fach	P
<i>Bombus humilis</i>	Brown-banded carder-bee†	Cardwenynen lwydfrown	P
<i>Bombus muscorum</i>	Moss carder-bee	Cardwenynen y mwsogl	P
<i>Bombus ruderarius</i>	Red-shanked carder-bee	Cardwenynen goesgoch	P
<i>Bombus sylvarum</i>	Shrill carder-bee†	Cardwenynen feinlais	P
<i>Brachylomia viminalis</i>	Minor shoulder-knot	Gwargwlwm bach	P
<i>Brachyptera putata</i>	Northern February red†	Coch y mis bach (math o bryf cerrig)	P
<i>Calosoma inquisitor</i>	A ground beetle	Chwilen ddaear	P

<i>Carabus monilis</i>	A ground beetle	Chwilen ddaear	P
<i>Caradrina morpheus</i>	Mottled rustic	Gwladwr brith	P
<i>Celaena haworthii</i>	Haworth's minor	Gwyfyn plu'r gweunydd	P
<i>Celaena leucostigma</i>	The crescent	Clustwyfyn cilgantog	P
<i>Chesias legatella</i>	The streak	Rhesen y banadl	P
<i>Chesias rufata</i>	Broom-tip	Rhesen gam	P
<i>Chiasmia clathrata</i>	Latticed heath	Seffyr delltog	P
<i>Clorismia rustica</i>	A Stiletto-fly†	Pryf pigfain	P
<i>Coenonympha pamphilus</i>	Small heath	Gweirlöyn bach y waun	P
<i>Cossus cossus</i>	Goat moth	Gwyfyn drewllyd	H (1971)
<i>Cupido minimus</i>	Small blue	Glesyn bach	P
<i>Cymatophorima diluta</i>	Oak lutestring	Tant y derw	P
<i>Diarsia rubi</i>	Small square-spot	Smotyn sgwâr bach	P
<i>Diloba caeruleocephala</i>	Figure of eight	Crwbach ffigwr wyth	P
<i>Ecliptopera silaceata</i>	Small phoenix	Ffenics bach	P
<i>Empis limata</i>	A dance fly	Pryf dawnsio	P
<i>Ennomos erosaria</i>	September thorn	Carpiog Medi	P
<i>Ennomos fuscantaria</i>	Dusky thorn	Carpiog tywyll	P
<i>Ennomos quercinaria</i>	August thorn	Carpiog Awst	P
<i>Entephria caesiata</i>	Grey mountain carpet	Brychan llwyd y mynydd	P
<i>Epirrhoe galiata</i>	Galium carpet	Brychan y friwydd	P
<i>Eriopygodes imbecilia</i>	The silurianΨ	Gwyfyn Gwent	P
<i>Erynnis tages</i>	Dingy skipper	Y gwibiwr llwyd	P
<i>Eucera longicornis</i>	Long-horned Bee	Gwenynen gorniog	P
<i>Eugnorisma glareosa</i>	Autumnal rustic	Gwladwr yr hydref	P
<i>Eulithis mellinata</i>	The spinach	Brychan cyrens	P

<i>Eurodryas aurinia</i>	Marsh fritillary†	Britheg y gor	P
<i>Euxoa nigricans</i>	Garden dart	Dart y gerddi	P
<i>Formicoxenus nitidulus</i>	Shining guest ant	Morgrugyn gwestai gloyw	P
<i>Graphiphora augur</i>	Double dart	Dart deunod	P
<i>Heliophobus reticulata</i>	Bordered gothic†	Rhwyll ymylog	H (1892)
<i>Hemaris tityus</i>	Narrow-bordered bee hawk-moth†	Gwalchwyfyn gwenynaidd ymyl gul	H (1933)
<i>Hemistola chrysoprasaria</i>	Small emerald	Emrallt barf yr hen ŵr	P
<i>Hepialus humuli</i>	Ghost moth	Chwimwyfyn rhithiol	P
<i>Hipparchia semele</i>	Grayling	Gweirlöyn llwyd	P
<i>Hoplodrina blanda</i>	The rustic	Llwyd llyfn	P
<i>Hydraecia micacea</i>	Rosy rustic	Gwladwr gwridog	P
<i>Lasiommata megera</i>	Wall brown	Gweirlöyn y cloddiau	P
<i>Leptidea sinapis</i>	Wood white	Gwyn y coed	P
<i>Limenitis camilla</i>	White admiral	Mantell wen	P
<i>Lipsothrix nervosa</i>	A crane-fly†	Pryf teiliwr gieuog	P
<i>Lipsothrix nigristigma (nobilis)</i>	A crane-fly	Pryf teiliwr smotyn du	P
<i>Lucanus cervus</i>	Stag beetle†	Chwilen gorniog	P
<i>Lycia hirtaria</i>	Brindled beauty	Rhisglyn brith	P
<i>Macaria wauaria</i>	V moth	Seffyr y ffyrch	P
<i>Malacosoma neustria</i>	The lackey	Gwaswyfyn	P
<i>Melanchra persicariae</i>	Dot moth	Gwyfyn dotiog	P
<i>Melanthia procellata</i>	Pretty chalk carpet	Brychan hardd y calch	P
<i>Meloe proscarabaeus</i>	An oil-beetle	Chwilen olew	P
<i>Meloe rugosus</i>	An oil-beetle	Chwilen olew	P
<i>Meloe violaceus</i>	An oil-beetle	Chwilen olew	P

<i>Meotica anglica</i>	A rove beetle†	Chwilen grwydr	P
<i>Minoa murinata</i>	Drab looper	Dolennwr llwydfelyn	P
<i>Monocephalus castaneipes</i>	A money spider	Corryn lwcus	P
<i>Orthonama vittata</i>	Oblique carpet	Brychan lletraws	P
<i>Orthosia gracilis</i>	Powdered quaker	Crynwr llychlyd	P
<i>Perizoma albulata subsp. albulata</i>	Grass rivulet	Gwregys y gwair	P
<i>Pisidium tenuilineatum</i>	Fine-lined pea mussel†	Misglen rhesi main	P
<i>Potamanthus luteus</i>	A mayfly	Gwybedyn Mai	P
<i>Pseudanodonta complanata</i>	Depressed river mussel†	Misglen yr afon bantiog	P
<i>Pyrgus malvae</i>	Grizzled skipper	Gwibiwr brith	P
<i>Rhabdomastix japonica</i>	A crane fly	Pryf teiliwr	P
<i>Rheumaptera hastata</i>	Argent and sable†	Brychan du a gwyn	P
<i>Rhizedra lutosa</i>	Large wainscot	Gwelltwyfyn mawr	P
<i>Sabra harpagula</i>	Scarce hook tipΨ	Bachadain brin	P
<i>Satyrium w-album</i>	White letter hairstreak	Brithribin wen	PB
<i>Scopula marginepunctata</i>	Mullein wave	Ton arfor	P
<i>Scotopteryx chenopodiata</i>	Shaded broad-bar	Rhesen lydan dywyll	P
<i>Spilosoma lubricipeda</i>	White ermine	Ermin gwyn	P
<i>Spilosoma luteum</i>	Buff ermine	Ermin llwydfelyn	P
<i>Stilbia anomala</i>	The anomalous	Llwyd gloyw	P
<i>Synanthedon scoliaeformis</i>	Welsh clearwing†Ψ	Cliradain Gymreig	P
<i>Synaptus filiformis</i>	Hairy click beetle†	Chwilen glec flewog	P
<i>Thecla betulae</i>	Brown hairstreak†	Brithribin brown	P
<i>Tholera cespitis</i>	Hedge rustic	Rhwyll y crawcwellt	P
<i>Tholera decimalis</i>	Feathered gothic	Rhwyll bluog	P
<i>Timandra comae</i>	Blood-vein	Gwyfyn gwythien goch	P



<i>Trichiura crataegi</i>	Pale eggar	Wylun gwelw	P
<i>Tyria jacobaeae</i>	The cinnabar	Teigr y benfelen	P
<i>Watsonalla binaria</i>	Oak Hook-tip	Bachadain y derw	P
<i>Xanthorhoe ferrugata</i>	Dark-barred twin-spot carpet	Brychan deusmotiog tywyll	P
<i>Xestia agathina</i>	Heath rustic	Clai'r rhos	P
<i>Xestia castanea</i>	Neglected rustic	Clai'r waun	P
<i>Xylena exsoleta</i>	Sword-grass†	Cleddwyfyn cyffredin	H (1892)

**Vascular plants / Planhigion fasgwlaidd (26 species / rhywogaeth)**

<i>Asplenium trichomanes subsp. pachyrachis</i>	A maidenhair spleenwortΨ	Duegredynen gwallt y forwyn	P
<i>Bupleurum tenuissimum</i>	Slender Hare`s-ear	Paladr trwyddo eiddilddail	P
<i>Campanula patula</i>	Spreading bellflower†	Clychlys ymledol	P
<i>Centaurea cyanus</i>	Cornflower	Glas yr yd	P
<i>Cephalanthera longifolia</i>	Narrow-leaved Helleborine	Caldrist gulddail	LA
<i>Clinopodium acinos</i>	Basil thyme	Brenhinllys y maes	P
<i>Dianthus armeria</i>	Deptford pink†	Penigan y porfeydd	P
<i>Fumaria purpurea</i>	Purple ramping-fumitory†	Mwg y ddaear glasgoch	P
<i>Galeopsis angustifolia</i>	Red hemp-nettle†	Y Benboeth gulddail	LA
<i>Hypopitys monotropa</i>	Yellow bird`s-nest	Cytwf	P
<i>Hypopitys monotropa subsp hypophegea</i>	A bird`s-nest	Cytwf	P
<i>Hypopitys monotropa subsp monotropa</i>	A bird`s-nest	Cytwf	P
<i>Lycopodium clavatum</i>	Stag`s-horn clubmossΨ	Cnwp-fwsogl corn carw	P
<i>Melittis melissophyllum</i>	Bastard balm	gwenynog	H (1977)

<i>Mentha pulegium</i>	Pennyroyal†	Brymllys	LA
<i>Oenanthe fistulosa</i>	Tubular water-dropwort	Cegiden bibellaidd	P
<i>Ophrys insectifera</i>	Fly orchid	Tegeirian y clêr	H (1979)
<i>Platanthera bifolia</i>	Lesser butterfly-orchid	Tegeirian llydanwyrdd bach	P
<i>Ranunculus arvensis</i>	Corn buttercup	Blodyn-ymenyn yr yd	LA
<i>Scleranthus annuus</i>	Annual knawel	Dinodd unflwydd	LA
<i>Sorbus eminens</i>	A whitebeam	Cerddinen Mynwy	P
<i>Sorbus leptophylla</i>	A whitebeam	Cerddinen Gymreig	P
<i>Trollius europaeus</i>	Globe-flowerΨ	Cronnell	P

**Lichens /Cen (information to follow)**

**Mosses and liverworts / Mwsoglau a Llysiâu'r Afu (3 species)**

<i>Anomodon longifolius</i>	Long-leaved tail-moss†	Cynffon-fwsogl hirddail	P
<i>Weissia multicapsularis</i>	Many-fruited Beardless-moss†		P
<i>Weissia squarrosa</i>	Spreading-leaved beardless-moss	Mwsogl minfoel dail atblyg	P

**Fungi / Ffyngau (4 species / rhywogaeth)**

<i>Clavaria zollingeri</i>	A fairy club/violet coral†Ψ	Ffwng cwrel dulas	P
<i>Entoloma bloxamii</i>	Big blue pinkgill	Tagell binc las fawr	P
<i>Microglossum olivaceum</i>	Olive earthtongue†	Tafod daear bach melynwyrdd	P
<i>Piptoporus quercinus</i>	Oak polypore	Ysgwydd y derw	P

<b>Marine/Morol (3 species / rhywogaeth)</b>			
<i>Gadus morhua</i>	Cod†	Penfras	P
<i>Phocoena phocoena</i>	Harbour porpoise†	Llamhidydd	P
<i>Tursiops truncatus</i>	Bottlenose dolphin†	Dolffin trwyn potel	P

### Appendix 3 : Summary of findings of internal interviews

Who	Activities directly supporting biodiversity	Activities indirectly supporting biodiversity	Activities having a negative impact on biodiversity	Opportunities for change	Problems
Planning Development Control	Buildings and land often surveyed for wildlife presence	Training provided and checklist developed by MCC Ecologist has streamlined application process, speeding it up, empowering DC officers to make decisions themselves re likely impact on biodiversity. Prevents applicants having negative impression of protection of species through planning process	Giving consent for development		
	Green Infrastructure Strategy includes habitat creation in larger developments. This is seen as a flagship policy for MCC, and very positive.			Monitoring implementation of Green Infrastructure Strategy over time, and follow up post-development. Has green infrastructure been provided, is it being appropriately managed? What action can be taken if it isn't?	Planning Inspector /Welsh Government can overrule MCC decisions on planning if the applicant successfully appeals. This can result in policies that are inconsistently applied.
		Development control process will be entirely			

		paperless from 1/1/2017			
					Awareness of the bigger picture of biodiversity – eg “State of Nature”; why do we protect some species, why are they vulnerable, how does our work affect them?
Planning, Building Regs	Picking up on the need to protect certain Protected Species and providing advice on this.	Ensuring buildings are constructed to the right standard eg energy efficiency.  Signposting clients to advice where necessary – eg trees, bats etc.		Cumulative impact of developments.	Continue and develop close working relationship with ecologists  Better post-development monitoring, eg bat bricks at County Hall.  Would be useful to develop a better working relationship with NRW eg the cumulative impact of domestic sewerage on water quality of the R Usk. They are not necessarily aware of problem areas like this.
Planning, Forward Plan	Identifying sites, and where to avoid, for future housing and other development, plus policies for Green Infrastructure.	Identifying sites, and where to avoid, for future housing and other development, plus policies for Green Infrastructure.	Identifying sites, and where to avoid, for future housing and other development, plus policies for		CIL may provide more opportunities for biodiversity improvements off site.

		Site assessments are undertaken for each of the candidate sites, including biodiversity surveys.	Green Infrastructure.	An annual monitoring report is provided to WG, which includes monitoring the impact on biodiversity, but data on biodiversity is difficult to find.  Information collected as part of development of the Env Act Plan would be useful for the LDP, in identifying risks and opportunities.	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems</b>
Sustainability		MCC Recycled paper, Fairtrade, sustainable procurement policy, waste and recycling production within MCC		Discussions with Environment Agency/NRW or other local authorities to follow good practice on procurement and waste management. Alison Howard may have some info from some time ago re waste and recycling from MCC	Difficult to enforce sustainable procurement, except for high value items, but lowest cost remains the most important criteria. No monitoring of waste and recycling.
		Reducing CO2 emissions through reduced energy use. Monitoring is already done by Ian Hoccom.	CO2 emissions contribute to climate change and therefore have a		Staff resources are an issue if initiatives do not result in cost savings.

		Staff vehicle mileage is monitored as part of Future Monmouthshire (Craig O'Connor has figures). MCC are introducing hydrogen powered vehicles and a filling station as a trial. A Green Travel Plan was a requirement of County Hall construction, but has not been implemented as it is felt that other projects elsewhere will have a higher impact.	direct impact on biodiversity.		
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Licensing	Licensing activities that prevent harm to biodiversity – litter, fumes, noise, storage of poisons and pollutants,		Activities that could cause harm to biodiversity are being licensed.	The main consideration is protecting human health and wellbeing. The Events Safety Advisory Group has insufficient knowledge to understand the potential harm that could be done to biodiversity	
Estates - County Farms	Ownership of 31 farm holdings and land. MCC manages the infrastructure – eg drainage and buildings,		Watercourse pollution incidents.	Better understanding of the ecological resources, and the functioning of ecological services	Most tenancies are for the lifetime of the tenant, so the function of the County farms to provide a way in to

	<p>but farmers are left to manage their own businesses.</p> <p>2800 acres total, mostly grade 2 and 3 agricultural land (good to moderate quality).</p> <p>Church Land Trust land has recently been leased to GWT and Mon Meadows Group to manage for its conservation value (Wet Meadow, Trellech), and this could be positive in beginning a dialogue.</p>			<p>represented on the farms.</p> <p>Providing tenant farmers with information about wildlife friendly agriculture and access to funding.</p> <p>Opportunity for landscape scale projects in some places, eg Caldicot, Leechpool, Caerwent area.</p> <p>County farms have worked with ADAS to provide advice and information about various aspects of land management.</p> <p>Potential to connect fragmented habitats, or to prevent fragmentation.</p>	<p>agriculture for young people is not being fulfilled.</p> <p>County Farms unit have a hands off approach to managing the farms. There are no policies to ensure that agricultural practices are wildlife friendly.</p> <p>Lack of knowledge in County farms team of wildlife and conservation legislation, and of the ecological resources that the farms represent.</p> <p>Concern that biodiversity interests will prevent some uses of land and depress land value.</p> <p>Conflict between a land bank for development and biodiversity interests</p>
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<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Estates - Energy	Hedges and orchard tree planting in association with PV farm development.	Managing utility contracts and monitoring use of energy and water throughout MCC estate. We report on carbon emissions as a PI.  Installation of PV farm on County Farm estate at Crick.		Wood fuel purchasing for Council estate is done by a consortium, but could in future be linked to local woodland management and production of chip/pellets more locally.  Opportunities with the solar PV farm to investigate potential for further energy reductions – eg hydrogen fuel production, battery storage etc.  The solar PV farm will have a community benefit fund which the local community can bid for. Not sure currently how it will be administered.	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Grounds maintenance Nigel Leaworthy	Maintenance of open spaces, cemeteries, verges, planting of	Working cooperatively with Bee Friendly Monmouthshire and	Maintenance of open spaces, cemeteries, verges,	Monitoring the impact of the changes made to cutting regimes and	Perception of 'untidyness' with reduced grass cutting

	<p>annual flowers, hedge cutting etc.</p> <p>Bedding planting has changed as a result of the Pollinator Policy, with annuals now sown.</p> <p>Reduced number of grass cuts on verges and some public open spaces.</p> <p>Introduction of yellow rattle to reduce the vigour of grasses and therefore the number of cuts.</p> <p>Reduced use of glyphosate weedkiller and pesticides</p>	<p>Monmouthshire Meadows Group botany experts.</p> <p>Reduced cutting will reduce CO2 emissions</p>	<p>planting of annual flowers, hedge cutting etc.</p> <p>Use of glyphosate weedkiller and pesticides.</p>	<p>planting as a result of the Pollinator Policy. How beneficial is it?</p> <p>Introduce grass collecting machinery and find an economic use for grass cuttings eg composting/biodigestion.</p> <p>Manage areas for other stages of pollinators lives – eg hibernation, nesting etc: education/awareness needed.</p> <p>Training requested on how ecosystems function.</p>	<p>and hedge cutting, both amongst the general public and Members. This can result in a reactive service, rather than planned activity, both less effective and less biodiversity friendly.</p>
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Rural Development Plan Team	RDP provides grants to groups and organisations running projects in Monmouthshire, some of which will have an impact on biodiversity.	Supporting biodiversity is one of the criteria for grant applications.		RDP team would like to know more about species and habitats of local importance and what can be done to protect them. They would also like to know	

	<p>Transition Monmouth multi-faceted project that includes tree planting, flood prevention and renewable energy.</p> <p>Gwent Wildlife Trust Deer Management Project</p>	<p>Transition Monmouth multi-faceted project that includes tree planting, flood prevention and renewable energy</p> <p>Local Action Group approves grants, and includes representatives of groups with biodiversity expertise. They suggest improvements to applications if appropriate.</p>		<p>more about SINCs and understand the potential for the RDP to connect sites/habitats.</p> <p>No environmental evaluation of funded schemes. Evaluation is purely financial – Welsh Gov set the parameters.</p>	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Attractions, Site Management	<p>Managing Caldicot Castle &amp; country park and Old Station, Tintern and Shirehall Monmouth.</p> <p>Management Plan in preparation for Caldicot Castle &amp; Country Park</p>		Large events at Caldicot castle & Country Park	<p>Input and advice from ecologists is needed as site managers lack the skills and knowledge. A Phase 1 habitat survey has been completed by GWT, and bioblitz event resulted in records for that day.</p>	<p>Conflict between need to make an income via events and biodiversity</p> <p>Waste is collected in skips and not recycled at events.</p>

## Appendix 4: External contacts summary of points

### Threats:

- Incremental development pressure in Monmouthshire part of the AONB, which includes urbanising the countryside, mowing verges, general tidying up.
- Environmental sustainability of agricultural practices mentioned by several respondents, especially those in conservation. Reducing nitrogen deposition, reducing soil erosion and compaction are urgent priorities, as well as changing agricultural practice including stocking rates, rodenticides and free range.
- Lack of liaison between Glastir/Farming Connect and conservation organisations resulting in habitat losses and environmental damage.
- Declining soil quality which affects agricultural yields, biodiversity, water quality and carbon sequestration
- New poultry units in Monmouthshire which if sited poorly can be environmentally damaging and affect water quality.
- Abstraction pressures on river flows combined with drought, or low flow conditions
- Agricultural policy post-Brexit (both a threat and an opportunity for improvement)
- Agricultural pollution
- Lack of succession in farming families on the Levels, resulting in loss of knowledge and tradition
- Economic viability of agriculture (on the Gwent Levels)
- Flooding resulting from loss of knowledge of reed and water management on the levels.
- M4 relief road, housing, industry, tidal and solar energy schemes and electrification of the rail line will all have an impact on biodiversity on the Levels.
- Climate change and sea level rise on the Levels
- Large area between Raglan and Vale of Usk with few protected sites and intensive agriculture
- Accessibility of public rights of way. Dense network, but poor information about quality and whether or not it's possible to use them. Resources do not exist to allow monitoring of access quality in a way that is representative of Monmouthshire's communities.
- Protected sites are often small and sometimes fragmented with poor connectivity compared with neighbouring areas such as the valleys, which do not have such a high density of protected sites but the sites are well connected.

- Water quality in the Gavenny, Trothy, Nedern and Olway (and the Angidy catchment - siltation)
- Water quality in the Monmouthshire section of the River Usk due to agricultural and domestic pollution
- NRW are consulted regarding Glas Tir schemes, but by the time they are consulted it is too late to make any changes.
- There are compliance issues regarding Water Framework Directive on some County Council farm holdings, where infrastructure is in extremely poor condition. Without improvement legal action against MCC will become necessary.
- Opportunities not taken to use development to create good quality green infrastructure and connect wildlife sites together.
- Agriculture and development in the countryside, threat to riparian habitats. It is the cumulative impact, not an individual development or incident.
- Local Wildlife Site/SINC changes in ownership to a new, less sympathetic owner, especially on small high value sites
- Climate change, and changes in weather patterns will have an impact on structures of the canal eg bridges, reservoirs are vulnerable to wetter or drier weather
- Invasive Non Native Species have a large impact on habitats
- Development on flood plains should be avoided and permission for development should not be allowed in these areas.
- Nitrogen enrichment of botanically rich roadside verges due to pollution from adjacent farmland
- Public perception of management of sites, verges and public areas for biodiversity
- Uncultivated land regs are designed to protect natural and semi-natural habitats from undesirable change (eg ploughing, drainage, fertilising), by requiring an environmental impact assessment to be undertaken to assess the impact on biodiversity, but there are loopholes, and the penalty for ignoring the regulation is much smaller than the potential benefits to a landowner (£5000 max fine).
- Poor quality of surviving ponds, shading, pollution from surrounding farm land, invasive species, lack of management, infilling, nitrogen eutrophication
- Lack of capable volunteers – lots of monitoring is happening (invertebrates, plants and birds), but there are not enough people with the skills
- Community groups (eg MMG) having sufficient funding to replace machinery or purchase new machinery

Possible delivery mechanisms/partnerships for Environment Act priorities/projects; examples from other areas:

- Herefordshire Wildlife Link <https://herefordshirewildlifelink.wordpress.com/>
- The delivery mechanism needs to reflect the issue being addressed rather than deciding on the area as a first priority, so might vary depending on the issue.
- More local will have better buy in from partners.
- Needs to be Monmouthshire based, but would be beneficial to have representative(s) from business that relies on the local environment – farming, forestry, recreation or tourism, food production
- Needs to be at a catchment scale to have an impact. There is no land on which rain does not fall and runs off into a water course.
- Monmouthshire based rather than Gwent based.
- It would be very useful to have more opportunities to network with VC recorder groups – currently 1 meeting per year arranged by SEWBREC
- Local Biodiversity Partnership in the Brecon Beacons National Park, guided by the Nature Recovery Plan
- LBAP Partnership should be a network for information sharing to prevent duplication of effort and promote partnership working. It can evolve into whatever is needed
- Possibility of a network/stakeholder meeting to celebrate the work that is currently underway in Monmouthshire
- BSBI work is at Vice County, not administrative county level

Other issues:

- WUF would like to have access to maps of Monmouthshire SINCs. Glastir staff also don't know about SINC locations, their mapping system only shows statutory designated sites. Brecon Beacons National Park would like us to share info about SINCs in National Park to double check that they have the same info as us.
- Priorities must be to retain existing capacity, be able to work with landowners, make simple messages available such as not to cut hedges while they are fruiting and providing a food source for wildlife.
- Need to monitor to be aware of any changes.

- Education is important so that people are aware of the impact of their actions, and why certain forms of management are being undertaken, which might not look tidy but are benefitting wildlife.
- Training for volunteers to continue managing sites when funding is finished (eg churchyards).
- Canal and Rivers Trust would like to reciprocally share information to develop indicators
- Lack of capacity (botanical recorders, though probably applies to other specialist recording groups) and time availability
- Expanding good wildlife sites and creating connectivity is important
- Infrastructure of County Farms should be improved/maintained to prevent run-off and pollution incidents

#### Opportunities:

- County Farms – conditions for tenancy agreements, and selection of tenants based on good environmental practice. They could be exemplars, or models of good practice.
- Phase out MCC use of glyphosate and avoid spraying kerbsides
- Introduce cut and collect grass cutting machinery (MCC)

## Appendix 5: Multi-benefit Partnership Projects

Project details	Partners	Social benefit	Economic benefit	Environmental benefit
<b>SAC Woodlands</b> (runs until Dec 2017, funded by NRW, private landowners, Leader, SDF, volunteer labour)	GWT (lead) NRW, WVAONB, Woodland Trust, Deer Initiative	Access improvements at Piercefield, viewpoint improvements, improved interpretation of landscape, volunteer involvement	Tourism, venison production associated with landscape management	Deer management, control of INNS, coppicing
<b>Venison project</b> (project in development, funding bids to Leader, SDF)	Deer Initiative, Wye Valley AONB, NRW, Woodland Trust, GWT	Linking food production to protected landscape and need for management	Exploring local market for venison and skills in butchery, marketing, storage, supply chain	Deer management in woodlands
<b>Wye Catchment Partnership</b> , nutrient management	NRW, WVAONB, landowners, MCC, Wye and Usk Foundation, Monnow Rivers Association	Drinking water quality, improved understanding of the issues on a catchment basis	Improvements to agricultural practices, soil protection	Water quality
<b>Control of INNS and agricultural pollution on the Monnow</b>	Monnow Rivers Association, NRW, Wye and Usk Foundation	Local skills, local understanding of the issues	Angling, agriculture	Control of INNS (mink and Himalayan balsam), biodiversity benefits. INNS reduce biodiversity
<b>Gavenny Project</b>	Wye and Usk Foundation, farmers and landowners, Abergavenny Civic Society	Greater understanding and awareness of the importance of the river and how to protect it.	Assistance to farmers, angling	Water quality improvements, nutrients, phosphates, sediment, minor problem with pesticides, soil conservation
<b>Living Levels</b> , history, biodiversity, agriculture,	RSPB, GWT, MCC, NCC, Gwent Archives, Cardiff	Appreciation of shared heritage, training and	Tourism, destination management, agricultural	Biodiversity benefits from ree management,



tourism. 5 year project with 15 project leads	CC, NRW plus 5 delivery partners eg Bumblebee Conservation	skills, capacity building, community engagement, volunteer opportunities, tourism ambassadors scheme	viability, small business support, piloting payments for eco-system services. Grant scheme for farmers from GWT.	orchard maintenance, surveying, fencing, pollarding, habitat creation and management, control of fly tipping, control of INNS
<b>Trothy project</b>	GWT, NRW, Woodland Trust	Natural flood management	Angling, help for farmers	Habitat creation and management. Tree planting
<b>Olway project</b>	GWT, NRW		Angling, help for farmers	Habitat creation and management. Tree planting
<b>Llanthony Valley project</b>	GWT, NRW, Woodland Trust	Natural flood management	Angling, help for farmers	Habitat creation and management. Tree planting
<b>Natural Assets Project</b>	GWT, MCC, NRW		Assistance to farmers and landowners	Habitat management and maintenance
<b>Water vole reintroduction</b>	GWT, NRW	Volunteer involvement opportunities	Tourism	Biodiversity, natural management
<b>Charcoal making at Croes Robert Wood</b>	GWT SSSI	Volunteer involvement, traditional skills	Economic opportunity from habitat management	Biodiversity
<b>Glastir Advanced</b>	Farming Connect, farmers			Habitat management, fencing, tree planting, nutrient management
<b>Wildlife Prospectus for all Welsh waterways, based on the Wildcru model, with specific information about each</b>	Canal and Rivers Trust	Awareness raising	Tourism	Identifying opportunities for improvements, preventing damage to biodiversity assets

<b>canal in Wales.</b> Identifies assets and opportunities for biodiversity improvements				
<b>Development Strategy Goytre Wharf</b>	Canal and Rivers Trust, NRW, MCC	Improved accessibility to the canal, Active Travel	Tourism	Opportunities to raise awareness of biodiversity
<b>Ecological Network Mapping, and Ecosystem Services Mapping in the Brecon Beacons NP area</b>	BBNP, National Trust, Woodland Trust, MCC, NRW, BIS and others are developing a SMS bid for 2017 submission	Volunteer opportunities in practical projects leading from the mapping exercise, awareness raising of biodiversity, directing volunteer effort to areas that have few wildlife records	Tourism, agricultural grants, traineeships/apprenticeships, National Park Ambassadors	Direct contribution to resilient ecosystems, improved recording
<b>Long Forest Project (funding being sought to extend to Monmouthshire)</b>	KWT lead, supported by partners including MCC, WVAONB, Woodland Trust, GWT and others	Volunteer tree planting, education and awareness of importance of hedges and trees		Improved biodiversity, ecological links, landscape improvements
<b>Wet Meadow Project, Trellech</b>	Monmouthshire Meadows Group, GWT, Trellech school, Trellech surgery, MCC, WVAONB and others, using SDF and MMG group funding	Volunteer input, GWT wild health programme, WVAONB volunteers, links to Trellech school	Volunteering, skills, health benefits etc	Wildflower meadow site restoration and management, extension to existing adjacent sites. Ongoing monitoring of species/condition
<b>Bee Friendly Monmouthshire projects, hedgerow manifesto, campaigning</b>	BFM, will need to have support of MCC, contractors, private landowners for the			Hedges better able to fulfil ecosystem services

<b>aimed at gardeners, 'In Bloom' community groups, MCC to reduce herbicide use</b>	hedgerow manifesto campaign. Funding via SDF			
<b>GOS Goytre House Wood management</b>	Gwent Ornithological Society manage the Local Wildlife Site for its flora and fauna. Links to Canal	Volunteer opportunities, open access, education	Skills development	Ongoing management for wildlife and visitor safety

## Appendix 6 Evidence base:

Who	What	Where	When
LEMUR placements (AONB)	Phase 1 Habitat Survey	Monmouthshire part of AONB	2015-16
Wye Valley AONB	Veteran Tree Survey	Monmouthshire part of AONB	2002-16
Wye Valley AONB	Dry stone wall condition survey	Monmouthshire part of AONB	2002-16
Deer Initiative	Deer monitoring and exclusion zones SAC woodland	SAC woodland Monmouthshire part of AONB	2014-16
Monnow Rivers Association	Mink Raft Monitoring	River Monnow, Monmouthshire part of AONB	Ongoing, since 2010
MCC	Footpath monitoring counters	Various locations including Wye Valley Walk, Offas Dyke Path, 3 Castles Walk, Castle Meadows	ongoing
Environment Agency	Canoe use on the River Wye	Not sure.	ongoing
NRW / Environment Agency	Fish (salmon) catches on the Wye and Usk	River Usk, River Wye	ongoing
Wye and Usk Foundation	Diatom monitoring	River Gavenny catchment	2 year project 2016-18
Wye and Usk Foundation	Electro fishing to assess age profile of fish	Trothy and Olway and tributaries	ongoing
Wye and Usk Foundation	Fish via angling passport scheme and salmon catches	Wye, Usk, Monnow, Trothy	ongoing
Wye and Usk Foundation	Engagement with schools	Monmouthshire	ongoing
Wye and Usk Foundation	Presence or absence of INNS	Rivers in Monmouthshire	ongoing
Living Levels	Various, baseline audits have been commissioned	Gwent Levels	2016-7
Living Levels	Landscape Assessment	Gwent Levels	2016-17
Living Levels	Green Infrastructure Strategy	Gwent Levels	2016-17
NRW	Water Quality (Water Framework Directive Reports)	Monmouthshire Rivers (SACs)	ongoing

MCC	Accessible Public Rights of Way	Long distance and Pathcare routes	ongoing
GWT/NRW/MCC	Local Wildlife Sites Condition Survey	Throughout Monmouthshire, grassland sites	2015-17
GWT	Engagement with schools at Magor Marsh and elsewhere	Magor Marsh	ongoing
Canal and Rivers Trust	Ecological surveys of Mon & Brec Canal	Mon & Brec canal	2016-7
Canal & Rivers Trust	INNS presence – hogweed, balsam, crayfish (?), zander	Mon & Brec Canal	ongoing
NRW	SSSI and SAC condition reports	SSSIs and SACs	Ongoing (frequency of reporting unknown)
GOS	Ongoing management and monitoring of Goytre House Wood SINC	Goytre House Wood SINC	Ongoing
MMG	Botanical and other species recording	MMG reserves and group member sites	Ongoing, returning to sites 5 years after initial survey to assess diversity and abundance
BSBI (Vice County Recorders)	VC35 Rare Plant Register	VC35 (old Monmouthshire)	Publication due spring 2017

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## Appendix 1: Environment (Wales) Act 2016 – Section 7 Habitats in Monmouthshire (incl. BBNP)

Habitats of principal importance for the purpose of maintaining and enhancing biodiversity in relation to Wales are listed below. This is an interim list, which is exactly the same as the previous list under Section 42 of the NERC Act 2006, and is currently under review in consultation with NRW.

Habitats	Cynefin	Priority Habitats	Cynefin sy'n Flaenoriaeth
<b>Terrestrial, coastal &amp; freshwater</b>	<b>Daearol, arfordirol a dŵr croyw</b>		
<b>Broadleaved, mixed and yew woodland</b>	<b>Coedwig lydanddail, gymysg ac ywen</b>	<b>Traditional orchards</b>	Perllannau traddodiadol
		<b>Wood pasture &amp; parkland</b>	Porfa goediog a pharcdir
		<b>Upland oak woodland</b>	Coedwig dderi yn yr ucheldir
		<b>Lowland beech and yew woodland</b>	Coedwig ffawydd ac ywen ar dir isel
		<b>Upland mixed ash woodland</b>	Coedwig ynn gymysg ar dir uchel
		<b>Wet woodland</b>	Coedwig wlyb
		<b>Lowland mixed deciduous woodland</b>	Coedwig gollddail gymysg ar dir isel
<b>Boundary and linear features</b>	<b>Nodweddion llinellol a therfynau</b>	<b>Hedgerows</b>	Gwrychoedd
<b>Arable and horticultural</b>	<b>Tir âr a garddwriaethol</b>	<b>Arable field margins</b>	Ymylon caeau ŷd
<b>Improved grassland</b>	<b>Glaswelltir wedi ei wella</b>	<b>Coastal and floodplain grazing marsh</b>	Tir pori corslyd ar forfa arfordirol a gorlifdir
<b>Neutral grassland</b>	<b>Glaswelltir niwtral</b>	<b>Lowland meadows</b>	Gweirgloddiau yr iseldir
<b>Calcareous grassland</b>	<b>Glaswelltir calchaid</b>	<b>Lowland calcareous grassland</b>	Glaswelltir calchaid yr iseldir

		Upland calcareous grassland	Glaswelltir calchaid tir uchel
<b>Acid grassland</b>	<b>Glaswelltir asidaidd</b>	Lowland dry acid grassland	Glaswelltir asidaidd sych yr iseldir
<b>Dwarf shrub heath</b>	<b>Gweundir o gorlwyni</b>	Lowland heathland	Gweundir yr iseldir
		Upland heathland	Gweundir yr ucheldir
<b>Fen, marsh and swamp</b>	<b>Ffen, cors a chors siglennaidd</b>	Upland flushes, fens and swamps	Trylifiadau, ffeniau a chorsydd siglennaidd ar dir uchel
		Lowland fens	Ffeniau ar dir isel
		Purple moorgrass and rush pastures	Porfeydd brwyn a glaswellt y gweunydd
		Reedbeds	Gwelyau cyrs
<b>Bogs</b>	<b>Corsydd</b>	Lowland raised bog	Cyforgors ar dir isel
		Blanket bog	Gorgors
<b>Montane Habitats</b>	<b>Cynefinoedd mynyddig</b>	Mountain heaths and willow scrub	Gweundir a phrysgwydd helyg ar dir mynyddig
<b>Rivers and Streams</b>	<b>Afonydd a nentydd</b>	Rivers	Afonydd
<b>Standing open waters and canals</b>	<b>Dŵr llonydd agored a chamlesi</b>	Oligotrophic and dystrophic lakes	Llynoedd oligotroffig a dystroffig
		Ponds	Pyllau dŵr



		Mesotrophic lakes	Llynnoedd mesotroffig
		Eutrophic standing waters	Dyfroedd llonydd ewtroffig
		Aquifer-fed naturally fluctuating water bodies	Dyfroedd a gyflenwir gan ddyfrhaen, ac sy'n arddangos amrywiadau naturiol yn lefel y dŵr
Inland rock	Craig fewndirol	Inland rock outcrop and scree habitats	Cynefinoedd brigiadau craig a sgri mewndirol
		Open mosaic habitats on previously developed land	Brithwaith o gynefinoedd agored ar dir a oedd cynt wedi ei ddatblygu
Supralittoral rock	Craig uwch-lanw	Maritime cliff and slopes	Clogwyni a llethrau arforol
Marine	Morol		
Littoral Rock	Craig o fewn cylchfa'r llanw	<i>Sabellaria alveolata</i> reefs	Riffiau <i>Sabellaria alveolata</i>
		Estuarine rocky habitats	Cynefinoedd creigiog aberol
		Coastal saltmarsh	Morfa heli
Littoral sediment	Gwaddodion o fewn cylchfa'r llanw	Intertidal mudflats	Eangderau llaid yn y gylchfa rhyng-lanw
		Seagrass beds	Gwelyau o wellt-y-gamlas
		Peat and clay exposures	Amlygiadau o fawn a chlai
		Tidal swept channels	Sianelau sy'n cael eu 'sgubo gan y llanw
Sublittoral rock	Craig is-lanw	Subtidal sands and gravels	Graean a thywod is-lanw

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## Appendix 2 Environment (Wales) Act 2016 – Section 7

Living organisms of principal importance for the purpose of maintaining and enhancing biodiversity in relation to Wales. This list has been compiled using data from the South East Wales Biodiversity Record Centre and the Rare Plant Register for VC35.

Ψ Wales only species; † original S74 species; P Present; PB Present confirmed breeding; LA Likely Absent; H (year) Historical\* (year last recorded) Historical, for the purposes of this list, is considered to be pre-1980.

<b>Mammals / Mamaliad (16 species/rhywogaeth)</b>			<b>Monmouthshire</b>
<i>Arvicola terrestris</i>	Water vole†	Llygoden bengron y dŵr	PB
<i>Barbastella barbastellus</i>	Barbastelle bat†	Ystlum du	P
<i>Erinaceus europaeus</i>	West European hedgehog	Draenog	PB
<i>Lepus europaeus</i>	Brown hare†	Ysgyfarnog	PB
<i>Lutra lutra</i>	Otter†	Dyfrgi	PB
<i>Martes Martes</i>	Pine marten	Bele'r coed	P
<i>Micromys minutus</i>	Harvest mouse	Llygoden yr ŷd	PB
<i>Muscardinus avellanarius</i>	Dormouse†	Pathew	PB
<i>Mustela putorius</i>	Polecat	Ffwlbart	PB
<i>Myotis bechsteinii</i>	Bechstein's bat†	Ystlum Bechstein	P
<i>Nyctalus noctula</i>	Noctule	Ystlum mawr	PB
<i>Pipistrellus pipistrellus</i>	Common Pipistrelle†Ψ	Ystlum lleiaf	PB
<i>Pipistrellus pygmaeus</i>	Soprano Pipistrelle†	Ystlum lleiaf meinlais	PB
<i>Plecotus auritus</i>	Brown long-eared bat	Ystlum hirglust	PB
<i>Rhinolophus ferrumequinum</i>	Greater horseshoe bat†	Ystlum pedol mwyaf	PB
<i>Rhinolophus hipposideros</i>	Lesser horseshoe bat†	Ystlum pedol lleiaf	PB

<b>Birds /Adar (44 species/rhywogaeth)</b>			
<i>Alauda arvensis subsp. arvensis/scotica</i>	Skylark†	Ehedydd	P
<i>Anser albifrons subsp. flavirostris</i>	Greenland greater white-	Gŵydd dalcen-wen yr	P

	fronted goose	Ynys Las	
<i>Anthus trivialis</i>	Tree pipit	Corhedydd y coed	P
<i>Botaurus stellaris</i>	Great bittern†	Aderyn y bwn	P
<i>Branta bernicula subsp. bernicula</i>	Dark-bellied brent goose	Gwydd ddu Siberia	P
<i>Caprimulgus europaeus</i>	European nightjar†	Troellwr mawr	PB
<i>Carduelis cabaret</i>	Lesser redpoll	Llinos bengoch fach	PB
<i>Carduelis cannabina subsp. autochthona/cannabina</i>	Common linnet†	Llinos	PB
<i>Charadrius hiaticula</i>	Ringed plover Ψ	Cwtiad torchog	P
<i>Circus cyaneus</i>	Hen harrier†Ψ	Boda tinwyn	P
<i>Coccothraustes coccothraustes</i>	Hawfinch	Gylfinbraff	P
<i>Crex crex</i>	Corncrake†	Rhegen yr ŷd	P
<i>Cuculus canorus</i>	Common cuckoo	Cog	P
<i>Cygnus columbianus subsp. Bewickii</i>	Tundra swan = Bewick's swan	Alarch Bewick	P
<i>Dendrocopus minor subsp. Comminutus</i>	Lesser spotted woodpecker	Cnocell fraith leiaf	PB
<i>Emberiza calandra subsp. calandra/clanceyi</i>	Corn bunting†	Bras yr ŷd	H (1973)
<i>Emberiza citrinella</i>	Yellowhammer†	Bras melyn	PB
<i>Emberiza schoeniclus</i>	Reed bunting†	Bras y cyrs	PB
<i>Falco tinnunculus</i>	KestrelΨ	Cudyll coch	PB
<i>Ficedula hypoleuca</i>	Pied flycatcherΨ	Gwybedog brith	PB
<i>Lagopus lagopus subsp. scotica</i>	Red grouse	Grugiar goch	PB
<i>Larus argentatus subsp. argentus</i>	Herring gull	Gwylan y penwaig	PB

<i>Larus ridibundus</i>	Black-headed Gull $\Psi$	Gwylan benddu	PB
<i>Limosa lapponica</i>	Bar-tailed godwit $\Psi$	Rhostog gynffonfraith	P
<i>Locustella naevia</i>	Common grasshopper warbler	Troellwr bach	PB
<i>Lullula arborea</i>	Woodlark	Ehedydd y coed	PB
<i>Melanitta nigra</i>	Common scoter $\dagger$	Môr-hwyaden ddu	P
<i>Motacilla flava subsp. flavissima</i>	Yellow wagtail	Siglen felen	PB
<i>Muscicapa striata</i>	Spotted flycatcher $\dagger$	Gwybedog mannog	PB
<i>Numenius arquata</i>	Eurasian curlew $\dagger$	Gylfinir	PB
<i>Parus montanus subsp. Kleinschimdti</i>	Willow tit	Titw'r helyg	PB
<i>Parus palustris subsp. palustris/dresseri</i>	Marsh tit	Titw'r wern	PB
<i>Passer domesticus</i>	House sparrow	Aderyn y to	PB
<i>Passer montanus</i>	Eurasian tree sparrow $\dagger$	Golfan y mynydd	PB
<i>Perdix perdix</i>	Grey partridge $\dagger$	Petrisen	PB
<i>Phylloscopus sibilatrix</i>	Wood warbler	Telwr y coed	PB
<i>Pluvialis apricaria</i>	Golden plover $\dagger\Psi$	Cwtiad aur	P
<i>Prunella modularis subsp. Occidentalis</i>	Hedge accentor (Dunnock, Hedge sparrow)	Llwyd y gwrych	PB
<i>Pyrrhula pyrrhula subsp. pileata</i>	Common bullfinch $\dagger$	Coch y berllan	PB
<i>Streptopelia turtur</i>	European turtle dove $\dagger$	Turtur	PB
<i>Sturnus vulgaris subsp. vulgaris</i>	Common starling	Drudwen	PB
<i>Turdus philomelos subsp. clarkei</i>	Song thrush $\dagger$	Bronfraith	PB
<i>Turdus torquatus</i>	Ring ouzel	Mwyalchen y mynydd	PB
<i>Vanellus vanellus</i>	Northern lapwing $\dagger$	Cornchwiglen	PB

<b>Fish / Pysgod (7 species/rhywogaeth)</b>	
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<i>Alosa alosa</i>	Allis shad†	Herlyn	H (1964)
<i>Alosa fallax</i>	Twaite shad†	Gwangen	PB
<i>Anguilla anguilla</i>	European eel	Llysywen	P
<i>Lampetra fluviatilis</i>	River lamprey	Llysywen bendoll yr afon	PB
<i>Petromyzon marinus</i>	Sea lamprey	Llysywen bendoll y môr	P
<i>Salmo salar</i>	Atlantic salmon	Eog	P
<i>Salmo trutta</i>	Brown / Sea trout	Brithyll / Siwin	P

**Reptiles and amphibians / Ymlusgiaid ac Amffibiaid (6 species/rhywogaeth)**

<i>Anguis fragilis</i>	Slow-worm	Neidr ddefaid	PB
<i>Bufo bufo</i>	Common toad	Llyffant dafadennog	PB
<i>Zootoca vivipara</i>	Common lizard	Madfall	PB
<i>Natrix natrix</i>	Grass snake	Neidr y gwair / neidr y glaswellt	PB
<i>Triturus cristatus</i>	Great crested newt†	Madfall ddwr gribog	PB
<i>Vipera berus</i>	Adder	Gwiber	PB

**Invertebrates / Anifeiliaid Di-asgwrn-cefn (113 species/rhywogaeth)**

<i>Acronicta psi</i>	Grey dagger	Bidog llwyd	P
<i>Acronicta rumicis</i>	Knot grass	Bidog y tafol	P
<i>Adscita statices</i>	The forester	Coediwr	P
<i>Agonopterix atomella</i>	A micro-moth (greenweed flat-body)	Micro-wyfyn	P
<i>Agrochola helvola</i>	Flounced chestnut	Castan Grech	P
<i>Agrochola litura</i>	Brown-spot pinion	Castan smotyn brown	P
<i>Agrochola lychnidis</i>	Beaded chestnut	Castan leiniog	P

<i>Allophyes oxyacanthae</i>	Green Brindled crescent	Cilgant brych	P
<i>Amphipoea oculea</i>	Ear moth	Clustwyfyn llygeidiog	P
<i>Amphipyra tragopoginis</i>	Mouse moth	Ôl-adain lyglwyd	P
<i>Anania funebris</i>	A Pyralid moth	Gwyfyn o deulu'r Pyralidiau	H (1974)
<i>Apamea remissa</i>	Dusky brocade	Brithyn llwydolau	P
<i>Arctia caja</i>	Garden tiger	Teigr yr ardd	P
<i>Argynnis adippe</i>	High brown fritillary†	Britheg frown	P
<i>Asilus crabroniformis</i>	Hornet robber fly†	Pryf llofrudd	P
<i>Asteroscopus sphinx</i>	The sprawler	Cwcoil bwaog	P
<i>Atethmia centrigo</i>	Centre-barred sawfly	Melyn yr onnen	P
<i>Austropotamobius pallipes</i>	White-clawed freshwater crayfish†	Cimwch dŵr croyw	P
<i>Bembidion quadripustulatum</i>	A ground beetle	Chwilen ddaear	P
<i>Bembidion testaceum</i>	A ground beetle†	Chwilen ddaear	P
<i>Boloria euphrosyne</i>	Pearl-bordered fritillary†	Britheg berlog	P
<i>Boloria selene</i>	Small pearl-bordered fritillary	Britheg berlog fach	P
<i>Bombus humilis</i>	Brown-banded carder-bee†	Cardwenynen lwydfrown	P
<i>Bombus muscorum</i>	Moss carder-bee	Cardwenynen y mwsogl	P
<i>Bombus ruderarius</i>	Red-shanked carder-bee	Cardwenynen goesgoch	P
<i>Bombus sylvarum</i>	Shrill carder-bee†	Cardwenynen feinlais	P
<i>Brachylomia viminalis</i>	Minor shoulder-knot	Gwargwlwm bach	P
<i>Brachyptera putata</i>	Northern February red†	Coch y mis bach (math o bryf cerrig)	P
<i>Calosoma inquisitor</i>	A ground beetle	Chwilen ddaear	P
<i>Carabus monilis</i>	A ground beetle	Chwilen ddaear	P

<i>Caradrina morpheus</i>	Mottled rustic	Gwladwr brith	P
<i>Celaena haworthii</i>	Haworth's minor	Gwyfyn plu'r gweunydd	P
<i>Celaena leucostigma</i>	The crescent	Clustwyfyn cilgantog	P
<i>Chesias legatella</i>	The streak	Rhesen y banadl	P
<i>Chesias rufata</i>	Broom-tip	Rhesen gam	P
<i>Chiasmia clathrata</i>	Latticed heath	Seffyr delltog	P
<i>Cliorismia rustica</i>	A Stiletto-fly†	Pryf pigfain	P
<i>Coenonympha pamphilus</i>	Small heath	Gweirlöyn bach y waun	P
<i>Cossus cossus</i>	Goat moth	Gwyfyn drewllyd	H (1971)
<i>Cupido minimus</i>	Small blue	Glesyn bach	P
<i>Cymatophorima diluta</i>	Oak lutestring	Tant y derw	P
<i>Diarsia rubi</i>	Small square-spot	Smotyn sgwâr bach	P
<i>Diloba caeruleocephala</i>	Figure of eight	Crwbach ffigwr wyth	P
<i>Ecliptopera silaceata</i>	Small phoenix	Ffenics bach	P
<i>Empis limata</i>	A dance fly	Pryf dawnsio	P
<i>Ennomos erosaria</i>	September thorn	Carpiog Medi	P
<i>Ennomos fuscantaria</i>	Dusky thorn	Carpiog tywyll	P
<i>Ennomos quercinaria</i>	August thorn	Carpiog Awst	P
<i>Entephria caesiata</i>	Grey mountain carpet	Brychan llwyd y mynydd	P
<i>Epirrhoe galiata</i>	Galium carpet	Brychan y friwydd	P
<i>Eriopygodes imbecilia</i>	The silurianΨ	Gwyfyn Gwent	P
<i>Erynnis tages</i>	Dingy skipper	Y gwibiwr llwyd	P
<i>Eucera longicornis</i>	Long-horned Bee	Gwenynen gorniog	P
<i>Eugnorisma glareosa</i>	Autumnal rustic	Gwladwr yr hydref	P
<i>Eulithis mellinata</i>	The spinach	Brychan cyrens	P
<i>Eurodryas aurinia</i>	Marsh fritillary†	Britheg y gor	P



<i>Euxoa nigricans</i>	Garden dart	Dart y gerddi	P
<i>Formicoxenus nitidulus</i>	Shining guest ant	Morgrugyn gwestai gloyw	P
<i>Graphiphora augur</i>	Double dart	Dart deunod	P
<i>Heliophobus reticulata</i>	Bordered gothic†	Rhwyll ymylog	H (1892)
<i>Hemaris tityus</i>	Narrow-bordered bee hawk-moth†	Gwalchwyfyn gwenynaidd ymyl gul	H (1933)
<i>Hemistola chrysoprasaria</i>	Small emerald	Emrallt barf yr hen ŵr	P
<i>Hepialus humuli</i>	Ghost moth	Chwimwyfyn rhithiol	P
<i>Hipparchia semele</i>	Grayling	Gweirlöyn llwyd	P
<i>Hoplodrina blanda</i>	The rustic	Llwyd llyfn	P
<i>Hydraecia micacea</i>	Rosy rustic	Gwladwr gwridog	P
<i>Lasiommata megera</i>	Wall brown	Gweirlöyn y cloddiau	P
<i>Leptidea sinapis</i>	Wood white	Gwyn y coed	P
<i>Limenitis camilla</i>	White admiral	Mantell wen	P
<i>Lipsothrix nervosa</i>	A cranefly†	Pryf teiliwr gieuog	P
<i>Lipsothrix nigristigma (nobilis)</i>	A cranefly	Pryf teiliwr smotyn du	P
<i>Lucanus cervus</i>	Stag beetle†	Chwilen gorniog	P
<i>Lycia hirtaria</i>	Brindled beauty	Rhisglyn brith	P
<i>Macaria wauaria</i>	V moth	Seffyr y ffyrch	P
<i>Malacosoma neustria</i>	The lackey	Gwaswyfyn	P
<i>Melanchra persicariae</i>	Dot moth	Gwyfyn dotiog	P
<i>Melanthia procellata</i>	Pretty chalk carpet	Brychan hardd y calch	P
<i>Meloe proscarabaeus</i>	An oil-beetle	Chwilen olew	P
<i>Meloe rugosus</i>	An oil-beetle	Chwilen olew	P
<i>Meloe violaceus</i>	An oil-beetle	Chwilen olew	P
<i>Meotica anglica</i>	A rove beetle†	Chwilen grwydr	P

<i>Minoa murinata</i>	Drab looper	Dolennwr llwydfelyn	P
<i>Monocephalus castaneipes</i>	A money spider	Corryn lwcus	P
<i>Orthonama vittata</i>	Oblique carpet	Brychan lletraws	P
<i>Orthosia gracilis</i>	Powdered quaker	Crynwr llychlyd	P
<i>Perizoma albulata subsp. albulata</i>	Grass rivulet	Gwregys y gwair	P
<i>Pisidium tenuilineatum</i>	Fine-lined pea mussel†	Misglen rhesi main	P
<i>Potamanthus luteus</i>	A mayfly	Gwybedyn Mai	P
<i>Pseudanodonta complanata</i>	Depressed river mussel†	Misglen yr afon bantiog	P
<i>Pyrgus malvae</i>	Grizzled skipper	Gwibiwr brith	P
<i>Rhabdomastix japonica</i>	A crane fly	Pryf teiliwr	P
<i>Rheumaptera hastata</i>	Argent and sable†	Brychan du a gwyn	P
<i>Rhizedra lutosa</i>	Large wainscot	Gwelltwyfyn mawr	P
<i>Sabra harpagula</i>	Scarce hook tipΨ	Bachadain brin	P
<i>Satyrium w-album</i>	White letter hairstreak	Brithribin wen	PB
<i>Scopula marginepunctata</i>	Mullein wave	Ton arfor	P
<i>Scotopteryx chenopodiata</i>	Shaded broad-bar	Rhesen lydan dywyll	P
<i>Spilosoma lubricipeda</i>	White ermine	Ermin gwyn	P
<i>Spilosoma luteum</i>	Buff ermine	Ermin llwydfelyn	P
<i>Stilbia anomala</i>	The anomalous	Llwyd gloyw	P
<i>Synanthedon scoliaeformis</i>	Welsh clearwing†Ψ	Cliradain Gymreig	P
<i>Synaptus filiformis</i>	Hairy click beetle†	Chwilen glec flewog	P
<i>Thecla betulae</i>	Brown hairstreak†	Brithribin brown	P
<i>Tholera cespitis</i>	Hedge rustic	Rhwyll y crawcwellt	P
<i>Tholera decimalis</i>	Feathered gothic	Rhwyll bluog	P
<i>Timandra comae</i>	Blood-vein	Gwyfyn gwythien goch	P
<i>Trichiura crataegi</i>	Pale eggar	Wylun gwelw	P

<i>Tyria jacobaeae</i>	The cinnabar	Teigr y benfelen	P
<i>Watsonalla binaria</i>	Oak Hook-tip	Bachadain y derw	P
<i>Xanthorhoe ferrugata</i>	Dark-barred twin-spot carpet	Brychan deusmotiog tywyll	P
<i>Xestia agathina</i>	Heath rustic	Clai'r rhos	P
<i>Xestia castanea</i>	Neglected rustic	Clai'r waun	P
<i>Xylena exsoleta</i>	Sword-grass†	Cleddwyfyn cyffredin	H (1892)

**Vascular plants / Planhigion fasgwlaidd (26 species / rhywogaeth)**

<i>Asplenium trichomanes subsp. pachyrachis</i>	A maidenhair spleenwortΨ	Duegredynen gwallt y forwyn	P
<i>Bupleurum tenuissimum</i>	Slender Hare`s-ear	Paladr trwyddo eiddilddail	P
<i>Campanula patula</i>	Spreading bellflower†	Clychlys ymledol	P
<i>Centaurea cyanus</i>	Cornflower	Glas yr yd	P
<i>Cephalanthera longifolia</i>	Narrow-leaved Helleborine	Caldrist gulddail	LA
<i>Clinopodium acinos</i>	Basil thyme	Brenhinllys y maes	P
<i>Dianthus armeria</i>	Deptford pink†	Penigan y porfeydd	P
<i>Fumaria purpurea</i>	Purple ramping-fumitory†	Mwg y ddaear glasgoch	P
<i>Galeopsis angustifolia</i>	Red hemp-nettle†	Y Benboeth gulddail	LA
<i>Hypopitys monotropa</i> (= <i>Monotropa hypopitys</i> )	Yellow bird`s-nest	Cytwf	P
<i>Hypopitys monotropa subsp hypophegea</i> (= <i>Monotropa hypopitys subsp hypophegea</i> )	A bird`s-nest	Cytwf	P
<i>Hypopitys monotropa subsp monotropa</i> (= <i>Monotropa hypopitys subsp</i> )	A bird`s-nest	Cytwf	P

<i>hypopitys)</i>			
<i>Lycopodium clavatum</i>	Stag's-horn clubmoss $\Psi$	Cnwp-fwsogl corn carw	P
<i>Melittis melissophyllum</i>	Bastard balm	gwenynog	H (1977)
<i>Mentha pulegium</i>	Pennyroyal $\dagger$	Brymlys	LA
<i>Oenanthe fistulosa</i>	Tubular water-dropwort	Cegiden bibellaidd	P
<i>Ophrys insectifera</i>	Fly orchid	Tegeirian y clêr	H (1979)
<i>Platanthera bifolia</i>	Lesser butterfly-orchid	Tegeirian llydanwyrdd bach	P
<i>Ranunculus arvensis</i>	Corn buttercup	Blodyn-ymenyn yr yd	LA
<i>Scleranthus annuus</i>	Annual knawel	Dinodd unflwydd	LA
<i>Sorbus eminens</i>	A whitebeam	Cerddinen Mynwy	P
<i>Sorbus leptophylla</i>	A whitebeam	Cerddinen Gymreig	P
<i>Trollius europaeus</i>	Globe-flower $\Psi$	Cronnell	P

<b>Lichens /Cen (information to follow)</b>	
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<b>Mosses and liverworts / Mwsoglau a Llysiau'r Afu (3 species)</b>			
<i>Anomodon longifolius</i>	Long-leaved tail-moss $\dagger$	Cynffon-fwsogl hirddail	P
<i>Weissia multicapsularis</i>	Many-fruited Beardless-moss $\dagger$		P
<i>Weissia squarrosa</i>	Spreading-leaved beardless-moss	Mwsogl minfoel dail atblyg	P

<b>Fungi / Ffyngau (4 species / rhywogaeth)</b>			
<i>Clavaria zollingeri</i>	A fairy club/violet coral $\dagger\Psi$	Ffwng cwrel dulas	P
<i>Entoloma bloxamii</i>	Big blue pinkgill	Tagell binc las fawr	P
<i>Microglossum olivaceum</i>	Olive earthtongue $\dagger$	Tafod daear bach	P

		melynwyrdd	
<i>Piptoporus quercinus</i>	Oak polypore	Ysgwydd y derw	P

<b>Marine/Morol (3 species / rhywogaeth)</b>			
<i>Gadus morhua</i>	Cod†	Penfras	P
<i>Phocoena phocoena</i>	Harbour porpoise†	Llamhidydd	P
<i>Tursiops truncatus</i>	Bottlenose dolphin†	Dolffin trwyn potel	P

### Appendix 3 : Summary of findings of internal interviews

Who	Activities directly supporting biodiversity	Activities indirectly supporting biodiversity	Activities having a negative impact on biodiversity	Opportunities for change	Problems
Planning Development Control	Buildings and land often surveyed for wildlife presence	Training provided and checklist developed by MCC Ecologist has streamlined application process, speeding it up, empowering DC officers to make decisions themselves re likely impact on biodiversity. Prevents applicants having negative impression of protection of species through planning process	Giving consent for development		
	Green Infrastructure Strategy includes habitat creation in larger developments. This is seen as a flagship policy for MCC, and very positive.			Monitoring implementation of Green Infrastructure Strategy over time, and follow up post-development. Has green infrastructure been provided, is it being appropriately managed? What action can be taken if it isn't?	Planning Inspector /Welsh Government can overrule MCC decisions on planning if the applicant successfully appeals. This can result in policies that are inconsistently applied.
		Development control process will be entirely			

		paperless from 1/1/2017			
				Awareness of the bigger picture of biodiversity – eg “State of Nature”; why do we protect some species, why are they vulnerable, how does our work affect them?	Previous difficulties with NRW consultation.
Planning, Building Regs	Picking up on the need to protect certain Protected Species and providing advice on this.	Ensuring buildings are constructed to the right standard eg energy efficiency.  Signposting clients to advice where necessary – eg trees, bats etc.	Cumulative impact of developments.	Continue and develop close working relationship with ecologists  Better post-development monitoring, eg bat bricks at County Hall.  Would be useful to develop a better working relationship with NRW eg the cumulative impact of domestic sewerage on water quality of the R Usk. They are not necessarily aware of problem areas like this.	
Planning, Forward Plan	Identifying sites, and where to avoid, for future housing and other development, plus policies for Green Infrastructure.	Identifying sites, and where to avoid, for future housing and other development, plus policies for Green Infrastructure.	Identifying sites, and where to avoid, for future housing and other development, plus policies for	CIL may provide more opportunities for biodiversity improvements off site.	

		Site assessments are undertaken for each of the candidate sites, including biodiversity surveys.	Green Infrastructure.	An annual monitoring report is provided to WG, which includes monitoring the impact on biodiversity, but data on biodiversity is difficult to find.  Information collected as part of development of the Env Act Plan would be useful for the LDP, in identifying risks and opportunities.	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems</b>
Sustainability		MCC Recycled paper, Fairtrade, sustainable procurement policy, waste and recycling production within MCC		Discussions with Environment Agency/NRW or other local authorities to follow good practice on procurement and waste management. Alison Howard may have some info from some time ago re waste and recycling from MCC	Difficult to enforce sustainable procurement, except for high value items, but lowest cost remains the most important criteria. No monitoring of waste and recycling.
		Reducing CO2 emissions through reduced energy use. Monitoring is already done by Ian Hoccom.	CO2 emissions contribute to climate change and therefore have a		Staff resources are an issue if initiatives do not result in cost savings.



		Staff vehicle mileage is monitored as part of Future Monmouthshire (Craig O'Connor has figures). MCC are introducing hydrogen powered vehicles and a filling station as a trial. A Green Travel Plan was a requirement of County Hall construction, but has not been implemented as it is felt that other projects elsewhere will have a higher impact.	direct impact on biodiversity.		
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Licensing	Licensing activities that prevent harm to biodiversity – litter, fumes, noise, storage of poisons and pollutants,		Activities that can cause harm to biodiversity are licensed.	The main consideration is protecting human health and wellbeing. The Events Safety Advisory Group has insufficient knowledge to understand the potential harm that could be done to biodiversity	
County Farms	Ownership of 31 farm holdings and land. MCC manages the infrastructure – eg drainage and buildings,		Poor maintenance of farm infrastructure, causing pollution issues to	Better understanding of the ecological resources, and the functioning of ecological services	Most tenancies are for the lifetime of the tenant, so the function of the County farms to provide a way in to

	<p>but farmers are left to manage their own businesses.</p> <p>2800 acres total, mostly grade 2 and 3 agricultural land (good to moderate quality).</p> <p>Church Land Trust land has recently been leased to GWT and Mon Meadows Group to manage for its conservation value (Wet Meadow, Trellech), and this could be positive in beginning a dialogue.</p>		<p>surrounding water courses (especially dairy holdings).</p>	<p>represented on the farms.</p> <p>Providing tenant farmers with information about wildlife friendly agriculture and access to funding.</p> <p>Opportunity for landscape scale projects in some places, eg Caldicot, Leechpool, Caerwent area.</p> <p>County farms have worked with ADAS to provide advice and information about various aspects of land management.</p> <p>Potential to connect fragmented habitats, or to prevent fragmentation.</p>	<p>agriculture for young people is not being fulfilled.</p> <p>County Farms unit have a hands off approach to managing the farms. There are no policies to ensure that agricultural practices are wildlife friendly.</p> <p>Lack of knowledge in County farms team of wildlife and conservation legislation, and of the ecological resources that the farms represent.</p> <p>Concern that biodiversity interests will prevent some uses of land.</p> <p>Conflict between a land bank for development and biodiversity interests</p>
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<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Estates Ian Hoccom	Hedges and orchard tree planting in association with PV farm development.	Managing utility contracts and monitoring use of energy and water throughout MCC estate. We report on carbon emissions as a PI.  Installation of PV farm on County Farm estate at Crick.		Wood fuel purchasing for Council estate is done by a consortium, but could in future be linked to local woodland management and production of chip/pellets more locally.  Opportunities with the solar PV farm to investigate potential for further energy reductions – eg hydrogen fuel production, battery storage etc.  The solar PV farm will have a community benefit fund which the local community can bid for. Not sure currently how it will be administered.	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Grounds maintenance Nigel Leaworthy	Maintenance of open spaces, cemeteries, verges, planting of	Working cooperatively with Bee Friendly Monmouthshire and	Maintenance of open spaces, cemeteries, verges,	Monitoring the impact of the changes made to cutting regimes and	Perception of 'untidyness' with reduced grass cutting

	<p>annual flowers, hedge cutting etc.</p> <p>Bedding planting has changed as a result of the Pollinator Policy, with annuals now sown.</p> <p>Reduced number of grass cuts on verges and some public open spaces.</p> <p>Introduction of yellow rattle to reduce the vigour of grasses and therefore the number of cuts.</p> <p>Reduced use of glyphosate weedkiller and pesticides</p>	<p>Monmouthshire Meadows Group botany experts.</p> <p>Reduced cutting will reduce CO2 emissions</p>	<p>planting of annual flowers, hedge cutting etc.</p> <p>Use of glyphosate weedkiller and pesticides.</p>	<p>planting as a result of the Pollinator Policy. How beneficial is it?</p> <p>Introduce grass collecting machinery and find an economic use for grass cuttings eg composting/biodigestion.</p> <p>Manage areas for other stages of pollinators lives – eg hibernation, nesting etc: education/awareness needed.</p> <p>Training requested on how ecosystems function.</p>	<p>and hedge cutting, both amongst the general public and Members. This can result in a reactive service, rather than planned activity, both less effective and less biodiversity friendly.</p>
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Rural Development Plan Team	RDP provides grants to groups and organisations running projects in Monmouthshire, some of which will have an impact on biodiversity.	Supporting biodiversity is one of the criteria for grant applications.		RDP team would like to know more about species and habitats of local importance and what can be done to protect them. They would also like to know	

	<p>Transition Monmouth multi-faceted project that includes tree planting, flood prevention and renewable energy.</p> <p>Gwent Wildlife Trust Deer Management Project</p>	<p>Transition Monmouth multi-faceted project that includes tree planting, flood prevention and renewable energy</p> <p>Local Action Group approves grants, and includes representatives of groups with biodiversity expertise. They suggest improvements to applications if appropriate.</p>		<p>more about SINCs and understand the potential for the RDP to connect sites/habitats.</p> <p>No environmental evaluation of funded schemes. Evaluation is purely financial – Welsh Gov set the parameters.</p>	
<b>Who</b>	<b>Activities directly supporting biodiversity</b>	<b>Activities indirectly supporting biodiversity</b>	<b>Activities having a negative impact on biodiversity</b>	<b>Opportunities for change</b>	<b>Problems/Threats</b>
Attractions, Site Management	<p>Managing Caldicot Castle &amp; country park and Old Station, Tintern and Shirehall Monmouth.</p> <p>Management Plan in preparation for Caldicot Castle &amp; Country Park</p>		Large events at Caldicot castle & Country Park	<p>Input and advice from ecologists is needed as site managers lack the skills and knowledge. A Phase 1 habitat survey has been completed by GWT, and bioblitz event resulted in records for that day.</p>	<p>Conflict between need to make an income via events and biodiversity</p> <p>Waste is collected in skips and not recycled at events.</p>

## Appendix 4: External contacts summary of points

### Threats:

- Incremental development pressure in Monmouthshire part of the AONB, which includes urbanising the countryside, mowing verges, general tidying up.
- Environmental sustainability of agricultural practices mentioned by several respondents, especially those in conservation. Reducing nitrogen deposition, reducing soil erosion and compaction are urgent priorities, as well as changing agricultural practice including stocking rates, rodenticides and free range.
- Lack of liaison between Glastir/Farming Connect and conservation organisations resulting in habitat losses and environmental damage.
- Declining soil quality which affects agricultural yields, biodiversity, water quality and carbon sequestration
- New poultry units in Monmouthshire which if sited poorly can be environmentally damaging and affect water quality.
- Abstraction pressures on river flows combined with drought, or low flow conditions
- Agricultural policy post-Brexit (both a threat and an opportunity for improvement)
- Agricultural pollution
- Lack of succession in farming families on the Levels, resulting in loss of knowledge and tradition
- Economic viability of agriculture (on the Gwent Levels)
- Flooding resulting from loss of knowledge of reed and water management on the levels.
- M4 relief road, housing, industry, tidal and solar energy schemes and electrification of the rail line will all have an impact on biodiversity on the Levels.
- Climate change and sea level rise on the Levels
- Large area between Raglan and Vale of Usk with few protected sites and intensive agriculture
- Accessibility of public rights of way. Dense network, but poor information about quality and whether or not it's possible to use them. Resources do not exist to allow monitoring of access quality in a way that is representative of Monmouthshire's communities.
- Protected sites are often small and sometimes fragmented with poor connectivity compared with neighbouring areas such as the valleys, which do not have such a high density of protected sites but the sites are well connected.

- Water quality in the Gavenny, Trothy, Nedern and Olway (and the Angidy catchment - siltation)
- Water quality in the Monmouthshire section of the River Usk due to agricultural and domestic pollution
- NRW are consulted regarding Glas Tir schemes, but by the time they are consulted it is too late to make any changes.
- There are compliance issues regarding Water Framework Directive on some County Council farm holdings, where infrastructure is in extremely poor condition. Without improvement legal action against MCC will become necessary.
- Opportunities not taken to use development to create good quality green infrastructure and connect wildlife sites together.
- Agriculture and development in the countryside, threat to riparian habitats. It is the cumulative impact, not an individual development or incident.
- Local Wildlife Site/SINC changes in ownership to a new, less sympathetic owner, especially on small high value sites
- Climate change, and changes in weather patterns will have an impact on structures of the canal eg bridges, reservoirs are vulnerable to wetter or drier weather
- Invasive Non Native Species have a large impact on habitats
- Development on flood plains should be avoided and permission for development should not be allowed in these areas.
- Nitrogen enrichment of botanically rich roadside verges due to pollution from adjacent farmland
- Public perception of management of sites, verges and public areas for biodiversity
- Uncultivated land regs are designed to protect natural and semi-natural habitats from undesirable change (eg ploughing, drainage, fertilising), by requiring an environmental impact assessment to be undertaken to assess the impact on biodiversity, but there are loopholes, and the penalty for ignoring the regulation is much smaller than the potential benefits to a landowner (£5000 max fine).
- Poor quality of surviving ponds, shading, pollution from surrounding farm land, invasive species, lack of management, infilling, nitrogen eutrophication
- Lack of capable volunteers – lots of monitoring is happening (invertebrates, plants and birds), but there are not enough people with the skills
- Community groups (eg MMG) having sufficient funding to replace machinery or purchase new machinery

Possible delivery mechanisms/partnerships for Environment Act priorities/projects; examples from other areas:

- Herefordshire Wildlife Link <https://herefordshirewildlifelink.wordpress.com/>
- The delivery mechanism needs to reflect the issue being addressed rather than deciding on the area as a first priority, so might vary depending on the issue.
- More local will have better buy in from partners.
- Needs to be Monmouthshire based, but would be beneficial to have representative(s) from business that relies on the local environment – farming, forestry, recreation or tourism, food production
- Needs to be at a catchment scale to have an impact. There is no land on which rain does not fall and runs off into a water course.
- Monmouthshire based rather than Gwent based.
- It would be very useful to have more opportunities to network with VC recorder groups – currently 1 meeting per year arranged by SEWBREC
- Local Biodiversity Partnership in the Brecon Beacons National Park, guided by the Nature Recovery Plan
- LBAP Partnership should be a network for information sharing to prevent duplication of effort and promote partnership working. It can evolve into whatever is needed
- Possibility of a network/stakeholder meeting to celebrate the work that is currently underway in Monmouthshire
- BSBI work is at Vice County, not administrative county level

Other issues:

- WUF would like to have access to maps of Monmouthshire SINCs. Glastir staff also don't know about SINC locations, their mapping system only shows statutory designated sites. Brecon Beacons National Park would like us to share info about SINCs in National Park to double check that they have the same info as us.
- Priorities must be to retain existing capacity, be able to work with landowners, make simple messages available such as not to cut hedges while they are fruiting and providing a food source for wildlife.
- Need to monitor to be aware of any changes.



- Education is important so that people are aware of the impact of their actions, and why certain forms of management are being undertaken, which might not look tidy but are benefitting wildlife.
- Training for volunteers to continue managing sites when funding is finished (eg churchyards).
- Canal and Rivers Trust would like to reciprocally share information to develop indicators
- Lack of capacity (botanical recorders, though probably applies to other specialist recording groups) and time availability
- Expanding good wildlife sites and creating connectivity is important
- Infrastructure of County Farms should be improved/maintained to prevent run-off and pollution incidents

#### Opportunities:

- County Farms – conditions for tenancy agreements, and selection of tenants based on good environmental practice. They could be exemplars, or models of good practice.
- Phase out MCC use of glyphosate and avoid spraying kerbsides
- Introduce cut and collect grass cutting machinery (MCC)

## Appendix 5: Multi-benefit Partnership Projects

Project details	Partners	Social benefit	Economic benefit	Environmental benefit
<b>SAC Woodlands</b> (runs until Dec 2017, funded by NRW, private landowners, Leader, SDF, volunteer labour)	GWT (lead) NRW, WVAONB, Woodland Trust, Deer Initiative	Access improvements at Piercefield, viewpoint improvements, improved interpretation of landscape, volunteer involvement	Tourism, venison production associated with landscape management	Deer management, control of INNS, coppicing
<b>Venison project</b> (project in development, funding bids to Leader, SDF)	Deer Initiative, Wye Valley AONB, NRW, Woodland Trust, GWT	Linking food production to protected landscape and need for management	Exploring local market for venison and skills in butchery, marketing, storage, supply chain	Deer management in woodlands
<b>Wye Catchment Partnership</b> , nutrient management	NRW, WVAONB, landowners, MCC, Wye and Usk Foundation, Monnow Rivers Association	Drinking water quality, improved understanding of the issues on a catchment basis	Improvements to agricultural practices, soil protection	Water quality
<b>Control of INNS and agricultural pollution on the Monnow</b>	Monnow Rivers Association, NRW, Wye and Usk Foundation	Local skills, local understanding of the issues	Angling, agriculture	Control of INNS (mink and Himalayan balsam), biodiversity benefits. INNS reduce biodiversity
<b>Gavenny Project</b>	Wye and Usk Foundation, farmers and landowners, Abergavenny Civic Society	Greater understanding and awareness of the importance of the river and how to protect it.	Assistance to farmers, angling	Water quality improvements, nutrients, phosphates, sediment, minor problem with pesticides, soil conservation
<b>Living Levels</b> , history, biodiversity, agriculture,	RSPB, GWT, MCC, NCC, Gwent Archives, Cardiff	Appreciation of shared heritage, training and	Tourism, destination management, agricultural	Biodiversity benefits from ree management,

tourism. 5 year project with 15 project leads	CC, NRW plus 5 delivery partners eg Bumblebee Conservation	skills, capacity building, community engagement, volunteer opportunities, tourism ambassadors scheme	viability, small business support, piloting payments for eco-system services. Grant scheme for farmers from GWT.	orchard maintenance, surveying, fencing, pollarding, habitat creation and management, control of fly tipping, control of INNS
<b>Trothy project</b>	GWT, NRW, Woodland Trust	Natural flood management	Angling, help for farmers	Habitat creation and management. Tree planting
<b>Olway project</b>	GWT, NRW		Angling, help for farmers	Habitat creation and management. Tree planting
<b>Llanthony Valley project</b>	GWT, NRW, Woodland Trust	Natural flood management	Angling, help for farmers	Habitat creation and management. Tree planting
<b>Natural Assets Project</b>	GWT, MCC, NRW		Assistance to farmers and landowners	Habitat management and maintenance
<b>Water vole reintroduction</b>	GWT, NRW	Volunteer involvement opportunities	Tourism	Biodiversity, natural management
<b>Charcoal making at Croes Robert Wood</b>	GWT SSSI	Volunteer involvement, traditional skills	Economic opportunity from habitat management	Biodiversity
<b>Glastir Advanced</b>	Farming Connect, farmers			Habitat management, fencing, tree planting, nutrient management
<b>Wildlife Prospectus for all Welsh waterways, based on the Wildcru model, with specific information about each</b>	Canal and Rivers Trust	Awareness raising	Tourism	Identifying opportunities for improvements, preventing damage to biodiversity assets

<b>canal in Wales.</b> Identifies assets and opportunities for biodiversity improvements				
<b>Development Strategy Goytre Wharf</b>	Canal and Rivers Trust, NRW, MCC	Improved accessibility to the canal, Active Travel	Tourism	Opportunities to raise awareness of biodiversity
<b>Ecological Network Mapping, and Ecosystem Services Mapping in the Brecon Beacons NP area</b>	BBNP, National Trust, Woodland Trust, MCC, NRW, BIS and others are developing a SMS bid for 2017 submission	Volunteer opportunities in practical projects leading from the mapping exercise, awareness raising of biodiversity, directing volunteer effort to areas that have few wildlife records	Tourism, agricultural grants, traineeships/apprenticeships, National Park Ambassadors	Direct contribution to resilient ecosystems, improved recording
<b>Long Forest Project (funding being sought to extend to Monmouthshire)</b>	KWT lead, supported by partners including MCC, WVAONB, Woodland Trust, GWT and others	Volunteer tree planting, education and awareness of importance of hedges and trees		Improved biodiversity, ecological links, landscape improvements
<b>Wet Meadow Project, Trellech</b>	Monmouthshire Meadows Group, GWT, Trellech school, Trellech surgery, MCC, WVAONB and others, using SDF and MMG group funding	Volunteer input, GWT wild health programme, WVAONB volunteers, links to Trellech school	Volunteering, skills, health benefits etc	Wildflower meadow site restoration and management, extension to existing adjacent sites. Ongoing monitoring of species/condition
<b>Bee Friendly Monmouthshire projects, hedgerow manifesto, campaigning</b>	BFM, will need to have support of MCC, contractors, private landowners for the			Hedges better able to fulfil ecosystem services

<b>aimed at gardeners, 'In Bloom' community groups, MCC to reduce herbicide use</b>	hedgerow manifesto campaign. Funding via SDF			
<b>GOS Goytre House Wood management</b>	Gwent Ornithological Society manage the Local Wildlife Site for its flora and fauna. Links to Canal	Volunteer opportunities, open access, education	Skills development	Ongoing management for wildlife and visitor safety

## Appendix 6 Evidence base:

Who	What	Where	When
LEMUR placements (AONB)	Phase 1 Habitat Survey	Monmouthshire part of AONB	2015-16?
Wye Valley AONB	Veteran Tree Survey	Monmouthshire part of AONB	2002-16
Wye Valley AONB	Dry stone wall condition survey	Monmouthshire part of AONB	2002-16
Deer Initiative	Deer monitoring and exclusion zones SAC woodland	SAC woodland Monmouthshire part of AONB	2014-16
Monnow Rivers Association	Mink Raft Monitoring	River Monnow, Monmouthshire part of AONB	Ongoing, since 2010
MCC	Footpath monitoring counters	Various locations including Wye Valley Walk, Offas Dyke Path, 3 Castles Walk, Castle Meadows	ongoing
Environment Agency	Canoe use on the River Wye	Not sure.	ongoing
NRW / Environment Agency	Fish (salmon) catches on the Wye and Usk	River Usk, River Wye	ongoing
Wye and Usk Foundation	Diatom monitoring	River Gavenny catchment	2 year project 2016-18
Wye and Usk Foundation	Electro fishing to assess age profile of fish	Trothy and Olway and tributaries	ongoing
Wye and Usk Foundation	Fish via angling passport scheme and salmon catches	Wye, Usk, Monnow, Trothy	ongoing
Wye and Usk Foundation	Engagement with schools	Monmouthshire	ongoing
Wye and Usk Foundation	Presence or absence of INNS	Rivers in Monmouthshire	ongoing
Living Levels	Various, baseline audits have been commissioned	Gwent Levels	2016-7
Living Levels	Landscape Assessment	Gwent Levels	2016-17
Living Levels	Green Infrastructure Strategy	Gwent Levels	2016-17
NRW	Water Quality (Water Framework Directive Reports)	Monmouthshire Rivers (SACs)	ongoing

MCC	Accessible Public Rights of Way	Long distance and Pathcare routes	ongoing
GWT/NRW/MCC	Local Wildlife Sites Condition Survey	Throughout Monmouthshire, grassland sites	2015-17
GWT	Engagement with schools at Magor Marsh and elsewhere	Magor Marsh	ongoing
Canal and Rivers Trust	Ecological surveys of Mon & Brec Canal	Mon & Brec canal	2016-7
Canal & Rivers Trust	INNS presence – hogweed, balsam, crayfish (?), zander	Mon & Brec Canal	ongoing
NRW	SSSI and SAC condition reports	SSSIs and SACs	Ongoing (frequency of reporting unknown)
GOS	Ongoing management and monitoring of Goytre House Wood SINC	Goytre House Wood SINC	Ongoing
MMG	Botanical and other species recording	MMG reserves and group member sites	Ongoing, returning to sites 5 years after initial survey to assess diversity and abundance
BSBI (Vice County Recorders)	VC35 Rare Plant Register	VC35 (old Monmouthshire)	Publication due spring 2017

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## Future Generations Evaluation (includes Equalities and Sustainability Impact Assessments)

<p><b>Name of the Officer</b> completing the evaluation Hazel Clatworthy</p> <p><b>Phone no:</b> x4843 <b>E-mail:</b> <a href="mailto:hazelclatworthy@monmouthshire.gov.uk">hazelclatworthy@monmouthshire.gov.uk</a></p>	<p><b>Please give a brief description of the aims of the proposal</b></p> <p>To approve and endorse the Council’s Wellbeing Objectives and Statement</p>
<p><b>Name of Service</b></p> <p>Policy and Performance</p>	<p><b>Date Future Generations Evaluation</b> form completed</p> <p>8<sup>th</sup> March 2017</p>

***NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc***

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**Does your proposal deliver any of the well-being goals below?** Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal.




Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p><b>A prosperous Wales</b> Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>All of the objectives contribute to a prosperous Wales, through ensuring children and young people have the skills they need for employment, through maximizing social assets, maximizing the benefits of the built and natural environment, reducing carbon emissions and working with businesses and community to develop a thriving county.</p>	<p>More specific details regarding contributions to the wellbeing goals will come through subsequent Future Generations Evaluations as specific actions are developed under the objectives.</p>

<b>Well Being Goal</b>	<b>Does the proposal contribute to this goal? Describe the positive and negative impacts.</b>	<b>What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?</b>
<b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)	Objective 3 directly relates to maintaining, enhancing and building resilience in the natural and built environment and reducing carbon emissions whilst also making the most of the benefits that the natural environment brings to the economy and health and wellbeing.	As above
<b>A healthier Wales</b> People's physical and mental wellbeing is maximized and health impacts are understood	All of the objectives contribute to a healthier Wales through tackling childhood obesity and ACEs, improving mental health and reducing isolation, encouraging volunteering, increasing access to the countryside and recreation opportunities and increasing active travel etc.	As above
<b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected	All of the objectives contribute to cohesive communities, but in particular Objective 2 aims to build community action and support for people in our communities through volunteering. Objectives 3 and 4 will also be key in working towards attractive and well connected communities.	As above
<b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	Objectives 3 and 4 have the most direct contribution to a globally responsible Wales, through recognising the impact that our actions have on the local and global environment, in particular through purchasing decisions and carbon emissions.	As above
<b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People	Objective 1 ensures that children have the opportunity to study in Welsh, and Objectives 3 and 4 aim to maximise the contribution that our culture, built and natural assets can contribute to the economy through tourism. Objective 2 encourages	As above

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
are encouraged to do sport, art and recreation	volunteering and building up a strong sense of community and belonging.	
<b>A more equal Wales</b> People can fulfil their potential no matter what their background or circumstances	Each of the objectives have a role to play in ensuring that people of all ages and backgrounds are cared for, protected and have the opportunity to contribute to their community and local economy.	As above

## 2. How has your proposal embedded and prioritised the sustainable governance principles in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Long Term</p> <p>Balancing short term need with long term and planning for the future</p>	Whereas in the past our Improvement Plan objectives were predominantly short term actions for service improvements, the Wellbeing Objectives are broader and take a much more long term perspective. Although there will need to be shorter term actions beneath these longer term objectives, the longer term objectives set the focus for generational change.	More specific details regarding contributions to the sustainable development principle will come through subsequent Future Generations Evaluations as specific actions are developed under the objectives.
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	The Well-being Assessment has played a significant role in informing the Well-being Objectives. This has been developed in partnership with all the public sector partners on the Public Service Board who have assisted with engagement, supplying data and shaping and editing the final document. Going forward, many of the actions that will be delivered through the Well-being Objectives will be delivered through partnership arrangements.	As above

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Involving those with an interest and seeking their views</p> <p><b>Involvement</b></p>	<p>The Wellbeing Objectives have been heavily informed by the Our Monmouthshire community engagement work carried out during 2016 (over 1400 people engaged with). Officers working in Monmouthshire have had the opportunity to contribute to the initial formulation of the Objectives through two staff drop in sessions. Actions will be developed over the next 2-3 months through close involvement and discussion with officers, prior to this being presented back to Councillors post election.</p>	<p>As above</p>
 <p>Putting resources into preventing problems occurring or getting worse</p> <p><b>Prevention</b></p>	<p>The aim of each of the four Well-being Objectives are very much about taking action now in order to prevent problems in the future. For example, we are looking to develop community capacity and volunteering and new ways of working now in order to prevent an overdependence on institutional care in the future with an ageing population. Similarly working with families during the first 1000 days of a child's life aims to prevent long term health problems and damaging behaviours.</p>	<p>As above</p>
 <p>Considering impact on all wellbeing goals together and on other bodies</p> <p><b>Integration</b></p>	<p>The four Well-being Objectives are all integrated, and each one can have positive and negative impacts on each other. Intentionally the objectives do not sit neatly within particular departments, since multiple sections of the Council will contribute to each of the Objectives, increasing the likelihood of more joined up working. Likewise, although the responsibility of the Council, the Council will work together with other partners to help deliver many aspects of the Objectives.</p>	<p>As above</p>

3. **Are your proposals going to affect any people or groups of people with protected characteristics?** Please explain the impact, the evidence you have used and any action you are taking below. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link: <http://hub/corporatedocs/Equalities/Forms/AllItems.aspx> or contact Alan Burkitt on 01633 644010 or [alanburkitt@monmouthshire.gov.uk](mailto:alanburkitt@monmouthshire.gov.uk)

<b>Protected Characteristics</b>	<b>Describe any positive impacts your proposal has on the protected characteristic</b>	<b>Describe any negative impacts your proposal has on the protected characteristic</b>	<b>What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?</b>
Age	The Wellbeing Objectives aim to bring multiple benefits to all age groups, but Objectives 1 and 2 also focus particularly on the early years of life and on increasing wellbeing throughout people's lives and into their old age.		More specific details regarding impacts on protected characteristics will come through subsequent Future Generations Evaluations as specific actions are developed under the objectives.
Disability	The Wellbeing Objectives aim to bring multiple benefits to everyone, but Objective 2 is likely to particularly bring benefits to people who have disabilities and are less mobile		As above
Gender reassignment	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above
Marriage or civil partnership	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above
Pregnancy or maternity	The Wellbeing Objectives aim to bring multiple benefits to everyone, but Objective 1 also includes a focus on the first 1000 days of life from conception onwards.		As above
Race	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above
Religion or Belief	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above
Sex	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above

<b>Protected Characteristics</b>	<b>Describe any positive impacts your proposal has on the protected characteristic</b>	<b>Describe any negative impacts your proposal has on the protected characteristic</b>	<b>What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?</b>
Sexual Orientation	The Wellbeing Objectives aim to bring multiple benefits to everyone		As above
Welsh Language	The Wellbeing Objectives aim to bring multiple benefits to everyone, but Objective 1 will include provision of Welsh Language education.		As above

4. **Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities?** For more information please see the guidance <http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx> and for more on Monmouthshire's Corporate Parenting Strategy see <http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx>

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	<b>Describe any positive impacts your proposal has on safeguarding and corporate parenting</b>	<b>Describe any negative impacts your proposal has on safeguarding and corporate parenting</b>	<b>What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?</b>
Safeguarding	Safeguarding will be a consistent theme and priority throughout the delivery of all the objectives		
Corporate Parenting	Considering the role of corporate parent and looked after will be a consistent theme and priority throughout the delivery of all the objectives, but in particular through Objective 1.		

5. **What evidence and data has informed the development of your proposal?**

The following have informed the development of the Well-being Objectives:

- The Well-being assessment, which draws together findings from data, academic research and policy papers and the views of local people. Between August and December 2016 staff from public services in Monmouthshire attended over 80 events, speaking to more than 1400 people as part of the “Our Monmouthshire” engagement process. We asked two questions: ‘What is good about where you live?’ and ‘What could make it even better?’
- In order to set objectives that guide and steer the actions and decisions of the whole Council a range of evidence, legislation and policy that guides the Council’s decisions has been considered.
- The previous Improvement Plan has also informed the development of the Objectives.

**6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?**

The Well-being Objectives will have positive impacts on each of the Wellbeing Goals and have been developed and will be delivered in line with the 5 ways of working set out in the sustainable development principle.

Any projects, plans or proposals that follow as actions contributing towards the Well-being Objectives will, where required, if be subject to their own more detailed Future Generations Evaluation.

**ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.**

What are you going to do	When are you going to do it?	Who is responsible	Progress

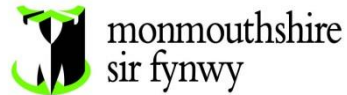
**8. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.**

<b>The impacts of this proposal will be evaluated on:</b>	The well-being objectives will be reviewed annually and a report detailing progress made in the financial year produced and published no later than the following October, this will be reported to the Council's select committees and full Council.
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**9. VERSION CONTROL: The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.**

<b>Version No.</b>	<b>Decision making stage</b>	<b>Date considered</b>	<b>Brief description of any amendments made following consideration</b>
1	Council	20 <sup>th</sup> March 2017	





<b>SUBJECT:</b>	<b>PUBLICATION OF PAY POLICY STATEMENT AS REQUIRED BY THE LOCALISM ACT</b>
<b>MEETING:</b>	<b>FULL COUNCIL</b>
<b>DATE:</b>	<b>February 2017</b>
<b>DIVISION/WARDS AFFECTED:</b>	<b>ALL</b>

## **1 PURPOSE:**

To approve the publication of Monmouthshire County Council's Pay Policy, in compliance with the Localism Act.

## **2. RECOMMENDATIONS:**

1. That Council approves the Pay Policy for the year 1<sup>st</sup> April 2016 to 31<sup>st</sup> March 2017.
2. That Council approves to pay the nationally negotiated and agreed pay award of the Joint National Council (JNC) for Local Authority Chief Executive Officers. Chief Executive Officer terms and conditions of employment and pay are prescribed by the JNC for Local Authority Chief Executive Officers. The Pay Agreement reached in 2016 for Chief Executive Officers was for a 1% pay increase effective from 1 April 2016 and a 1% pay increase, effective 1 April 2017.
3. That Council approves to pay the nationally negotiated and agreed pay award for those employees who come under the Joint National Council (JNC) for Chief Officers. Chief Officers' terms and conditions of employment and pay are prescribed by the JNC for Local Authority Chief Officers. The Pay Agreement reached in 2016 for Chief Officers was for a 1% pay increase effective from 1 April 2016 and a 1% increase effective from 1 April 2017. The Council employs Chief Officers under JNC terms and conditions which are incorporated into their contracts of employment. The JNC for Chief Officers negotiates on national (UK) annual cost of living pay increases for this group, and any award is determined on this basis. Chief Officers employed under JNC terms and conditions are contractually entitled to any national JNC determined pay rises and this Council will therefore pay these as and when determined in accordance with contractual requirements.

### **3. KEY ISSUES:**

Monmouthshire County Council recognises the need to have a clear written policy on pay and reward for employees, and that having a policy provides a framework to ensure that employees are rewarded fairly, objectively and without discrimination.

The policy is underpinned by the Single Status Agreement signed as a collective agreement with the Trades Unions on 2nd December, 2010 and other nationally agreed terms and conditions for employees of the Council.

Guidance from the Welsh Government has been issued which details the type of information that 'must' be included and suggested information that 'should' be included. This policy has been drafted to include both forms of information.

The policy will not directly impact on staff across the Council as it includes the existing and agreed (single status) arrangements for pay and reward of employees in a single policy. The Trades Unions have been consulted on the proposed policy and understand the need for such arrangements to be in place.

This is the sixth publication of the policy.

Should the Council at any time decide that it does not wish to implement the nationally negotiated JNC and NJC (National Joint Council) pay increases, the Pay Policy Statement would need to be amended again to reflect the decisions which are taken by Council.

### **4. REASONS:**

The Council has a statutory requirement under s.38 of the Localism Act 2011 to prepare a pay policy statement on an annual basis. The statement needs to be in place by 31st March each year. The proposed Pay Policy will ensure compliance with this legislation.

### **5. RESOURCE IMPLICATIONS:**

The Council's budget includes the cost of its employees while the pay details for Chief Officer posts is published on an annual basis as part of the Statement of Accounts.

Those officers employed under Chief Officer's terms and conditions of employment receive national pay awards, irrespective of any pay awards to the Chief Executive Officer.

The pay awards for the CEO and Chief Officers are a 1% increase with effect from 1 April 2016 and a 1% increase with effect from 1 April 2017.

The pay award for local government employees is a 1% increase effective 1 April 2016 and a 1% increase with effect from 1 April 2017.

Monmouthshire County Council introduced the Living Wage in April 2014 and has taken the decision to increase the Living Wage in April 2017 to the national level.

These costs are accounted for within the budget that has been set.

**6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:**

None arising from this report.

**7. CONSULTEES:**

Chief Executive Officer  
Head of Finance/Section 151 Officer  
Monitoring Officer  
UNISON  
GMB

**8. BACKGROUND PAPERS:**

None.

**9. AUTHOR:**

Sally Thomas Interim HR Manager

**10. CONTACT DETAILS:**

Tel: 07900651564

E-mail: [sallythomas@monmouthshire.gov.uk](mailto:sallythomas@monmouthshire.gov.uk)

# **MONMOUTHSHIRE COUNTY COUNCIL**

## **PAY POLICY 2016/2017**

### **1. INTRODUCTION**

The purpose of a Pay Policy Statement is to increase accountability in relation to payments made to senior employees in the public sector by enabling public scrutiny.

Monmouthshire County Council recognises that in the context of managing scarce public resources remuneration at all levels needs to be adequate to secure and retain high quality employees dedicated to the service of the public, but at the same time needs to avoid being unnecessarily generous or excessive.

The publication of a Pay Policy supports Monmouthshire County Council's values of openness and fairness. This policy aims to ensure that all staff are rewarded fairly and without discrimination for the work that they do. It will reflect fairness and equality of opportunity, the need to encourage and enable staff to perform to the best of their ability and the desire to operate a transparent pay and grading structure.

Monmouthshire County Council recognises that pay is not the only means of rewarding and supporting staff and offers a wider range of benefits, e.g. flexible working, access to learning and a wide range of family friendly policies and procedures.

It is important that local authorities are able to determine their own pay structures in order to address local priorities and to compete in the local labour market.

In particular, it is recognised that senior management roles in local government are complex and diverse functions in a highly politicised environment where often national and local pressures conflict.

Monmouthshire County Council's ability to continue to attract and retain high calibre leaders capable of delivering this complex agenda, particularly during these times of financial challenge is crucial.

### **2. LEGISLATION**

Under Section 112 of the Local Government Act 1972, the Council has the 'power to appoint officers on such reasonable terms and conditions as the authority thinks fit'. This Pay Policy statement sets out the Council's approach to pay policy in accordance with the requirements of section 38 of the Localism Act 2011.

The Localism Act requires local authorities to develop and make public their pay policy on all aspects of Chief Officers remuneration (including when they cease to hold office), and that of the 'lowest paid' in the local authority. It also explains the relationship between the remuneration for Chief Officer and other groups of staff. The Act and supporting guidance provides details of matters that must be included in this statutory pay policy,

but also emphasises that each local authority has the autonomy to take its own decisions on pay.

The Pay Policy must be approved formally by Council by the end of March each year, but can be amended in year, and must be published on the Monmouthshire County Council's website and must be complied with when setting the terms and conditions for Chief Officers and employees.

In determining the pay and remuneration of all its employees, Monmouthshire County Council will comply with all relevant legislation. This includes the Equality Act 2010, Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, Agency Workers Regulations 2010 and where relevant the Transfer of Undertakings (Protection of Earnings) Regulations (TUPE). With regard to the Equal Pay requirements contained within the Equality Act, the Council ensures that all arrangements can be objectively justified through the use of job evaluation techniques.

In its application, this policy seeks to ensure that there is no discrimination against employees either directly or indirectly on grounds prohibited by the Equality Act 2010 which covers age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation This policy is inclusive of partners of the opposite or same sex.

### **3. SCOPE AND DEFINITIONS**

This Pay Policy includes-

- The level of remuneration for Chief Officers
- The remuneration of the lowest paid employees
- The relationship between the remuneration of Chief Officers and other officers
- Other specific aspects of Chief Officers' remuneration, fees and charges, and other discretionary payments.

The Localism Act 2011 defines '**Chief Officers**' as being -

**The Head of Paid Service.** This is the Chief Executive Officer.

**Statutory Chief Officers.** In Monmouthshire County Council these are the-

- Chief Officer, Children and Young People
- Chief Officer, Social Care and Health
- Head of Finance / S151 Officer.
- Monitoring Officer

**Non-statutory Chief Officers** – These are non-statutory posts that report directly to the Head of Paid Service. In Monmouthshire County Council these are the-

- Chief Officer, Enterprise & Deputy CEO
- Chief Officer, Resources
- Head of Governance, Engagement & Improvement
- Head of Operations

**Deputy Chief Officers** – These are officers that report directly to statutory or non-statutory Chief Officers.

In Monmouthshire County Council, posts on Chief Officers' terms and conditions are -

- Future Schools Programme Manager
- Head of Achievement & Learning Infrastructure
- Head of Achievement & Extended Services
- Head of Tourism, Leisure & Culture
- Head of Planning, Place & Enterprise
- Head of Community Delivery
- Head of People & Information Governance
- Head of Commercial & Environment Projects
- Head of Integrated Services
- Head of Children's Services
- Head of Property & Facilities Management
- Head of Waste & Street Services

#### **Senior Leadership Team.**

In Monmouthshire County Council, our Senior Leadership Team consists of:

Chief Executive Officer

Chief Officer, Children & Young People

Chief Officer, Social Care & Health

Chief Officer, Enterprise & Deputy CEO

Chief Officer, Resources

Head of Governance, Engagement & Improvement

Gender make-up: 4 male; 2 female

The Localism Act 2011 requires the Council to define its 'lowest paid employee' within our pay policy statement. Within Monmouthshire County Council our lowest paid employees are those paid in accordance with the Living Wage.

The Localism Act 2011 defines remuneration as 'salary, bonuses, charges, fees or allowances payable, any benefits in kind, increase or enhancement of pension entitlement. This definition is adopted for the term "pay" used in this policy.

#### **4. PAY INFORMATION – PAY RANGES for NJC (National Joint Council) 'GREEN BOOK' STAFF**

All National Joint Council (NJC) 'Green Book' positions within Monmouthshire County Council have been subject to a job evaluation (JE) process using the Greater London Provincial Council (GLPC) scheme back dated to 1st April 2009 following the signing of a collective agreement with UNISON and GMB on 2nd December, 2010.

Monmouthshire County Council has linked the scores from the job evaluation results directly to the NJC pay structure and we have expanded the range from Spinal Column Point (SCP) 49 up to SCP 57.

Monmouthshire County Council's grading structure has 13 grades with 5 increments in each grade that span across SCP's 6 - 57 with associated salaries from £14,514 (SCP 6) to £51,121 (SCP 57). More information about the GLPC and the grades can be found in the Council's Single Status Collective Agreement.

When negotiating the Single Status Collective Agreement it was agreed that within Monmouthshire County Council we would not use the lowest point of SCP4 and so we have deleted that from our pay range. This has had a positive impact on the lowest paid staff of the Council.

Monmouthshire County Council introduced the real Living Wage in April 2014. The Living Wage payment is higher than the National Living Wage (£7.50) and is set independently by the Living Wage Foundation and is calculated according to the basic cost of living in the UK. Employers choose to pay on a voluntary basis. Monmouthshire County Council isn't accredited for the Living Wage, and it is optional for Monmouthshire to apply any Living Wage pay increases when they arise. We will be increasing the Living Wage in April 2017 to the new national level (£8.45)

#### **5. PAY INFORMATION – CHIEF EXECUTIVE OFFICER ON CHIEF EXECUTIVE TERMS AND CONDITIONS**

The salary for the Chief Executive Officer is a local grade established following an analysis of the degree of responsibility in the role and market rates at the time the post was last advertised (2009) and approved by Council. The salary for the Chief Executive Officer is £111,100.00.

There are no additional bonus, performance, honoraria or ex gratia payments. The salary is subject to nationally agreed pay rises for JNC for local authority Chief Executive Officers.

#### **6. PAY INFORMATION – CHIEF OFFICERS & HEADS OF SERVICE ON CHIEF OFFICER TERMS AND CONDITIONS**

Monmouthshire County Council employs Chief Officers under JNC for chief officers' terms and conditions which are incorporated in their contracts. The JNC for Chief Officers negotiates on national (UK) annual cost of living pay increases for this group, and any award of same is determined on this basis. Chief Officers employed under JNC terms and conditions are contractually entitled to any national JNC determined pay rises and this Council will therefore pay these as and when determined in accordance with contractual requirements. All salaries within this range are as follows:

<b>POST</b>	<b>RANGE</b>	<b>SALARY</b>
Chief Executive Officer	N/A	£111,100
Chief Officer, Enterprise & Deputy CEO	Band A+ Points 1-3	£84,992 £86,125 £87,258
Chief Officer, CYP Chief Officer, Resources Chief Officer, SCH Future Schools Programme Manager	Band A: Points 1 – 4	£78,192 £79,325 £80,459 £81,592
Monitoring Officer Head of Finance/Section 151 Head of Operations Head of Integrated Services Head of Children’s Services Head of People & Information Governance Head of Governance, Engagement & Information	Band B: Points 1 – 4	£67,993 £69,126 £70,260 £71,393
Head of Commercial & Environmental Projects Head of Achievement and Resources Head of Achievement & Extended Services	Band C: Points 1 – 4	£58,391 £60,627 £62,894 £65,160
Head of Tourism, Leisure & Culture Head of Community Delivery Head of Planning, Place & Enterprise	Band D: Points 1 - 2	£56,661 £60,627
Head of Property & Facilities Management Head of Waste & Street Services	Band E Spot salary	£56, 661

There are no other additional elements of remuneration in respect of overtime, flexi-time, bank holiday working, stand-by payments etc., paid to these senior staff, as they are expected to undertake duties outside their contractual hours and working patterns without additional payments. There is no performance related pay and no bonuses.



As an equal opportunity employer all posts are advertised.

Posts at Chief Officer and Heads of Service level are employed on JNC Chief Officer terms and conditions. Chief Officers and Heads of Service whose grades offer incremental progression must achieve at least a 'satisfactory' judgement in their annual appraisal process to advance to the next incremental point within grade.

Monmouthshire County Council publishes pay details for Chief Officers on the website. The information can be found in the 'Statement of Accounts.'

Monmouthshire County Council is the 'host' local authority for the employment of the Programme Director for City Deal. This appointment is on a fixed term basis on a salary of £99,000 per annum, on JNC chief officer terms and conditions of employment. This temporary post is being hosted by Monmouthshire County Council on behalf of the City Deal Partnership and is wholly funded by the City Deal Partnership.

## **7. PAY INFORMATION – STAFF ON 'GREEN BOOK' TERMS AND CONDITIONS REFERRED TO AS "OPERATIONAL MANAGERS"**

Operational Managers are those who fall within the definition of Deputy Chief Officer but who are paid on NJC (National Joint Council) terms and conditions rather than Chief Officers' terms and conditions. Their salaries span from Grades I – M, with the lowest being SCP 37 (£32,164) and the highest being SCP 57 (£51,121).

## **8. PAY INFORMATION – STAFF OTHER THAN 'GREEN BOOK' AND CHIEF OFFICERS**

Monmouthshire County Council also has staff on other national terms and conditions, i.e. JNC Soul-bury and Teacher terms and conditions. Pay for these is based on the relevant nationally agreed rates of pay.

## **9. INCREMENTAL PROGRESSION – ALL STAFF**

For staff employed under NJC (National Joint Council) terms and conditions of employment, the 'Green Book', incremental progression is automatic. Increments are normally awarded on 1st April each year.

Where Chief Officers and Heads of Service have incremental pay grades, progression is dependent upon satisfactory performance appraisal.

## **10. SALARY ON APPOINTMENT – ALL STAFF**

Posts are advertised on the agreed grade/range for that particular post. Information regarding the minimum and maximum pay is provided in the advert. In practice most appointments are made at the bottom of the range. However, there is discretion to appoint at a higher point on the range. This would normally only apply if there is a need to match a candidate's current level of pay.

## **11. PAY REVIEW – ALL STAFF**

All pay is reviewed in line with the national pay awards negotiated for the cost of living increases when these occur.

## **12. MARKET SUPPLEMENTS – ALL STAFF**

It is recognised that there will be exceptional occasions where the market rate for certain key jobs is higher than that provided for by the new pay and grading structure. In these circumstances, the grading of the post will be reviewed in accordance with the Market Forces Policy.

## **13. ADDITIONAL PAYMENTS – NJC (National Joint Council) ‘GREEN BOOK’ STAFF**

Additional payments are made to this staff group as detailed in Monmouthshire County Council’s single status package. The types of additional payments made include-

- Weekend Working payments are made for Saturday (Time and a Quarter) and Sunday (Time and a half).
- Bank Holiday – Paid at double time or plain time plus a day off in lieu.
- Night Workers – Employees who work night shifts between the hours of 10.00 pm and 6.00 am are paid time and a third.
- Overtime can be paid for employees who are requested to work in excess of 37 hours and who are paid on NJC Bands A to E.

Other payments that could be made are first aid allowance, relocation payment and payment for professional subscriptions.

## **14. ADDITIONAL PAYMENTS – CHIEF OFFICERS & HEADS OF SERVICE**

- Business mileage incurred by the employee is refunded at the HMRC rate.
- Relocation – Monmouthshire County Council may provide financial assistance to new recruits as part of the employment package under the terms of our Relocation Scheme.
- Returning Officer Fees – the appointment of Electoral Registration Officer is required by S8 of the Representation of the People Act 1983 and the appointment of Returning officer by S35 of the Representation of the People Act 1983.
- In Monmouthshire County Council, the role of the Electoral Registration Officer and Returning Officer is held by the Chief Executive Officer. The fee for parliamentary, European Union, Welsh Government, Police and Crime Commissioner Elections and all referenda are set by legislation. Local Authorities have the discretion to set the fee for local elections. In the Council the fee for local elections is set in line with the fee agreed for the Welsh Government elections.
- Honorarium is paid to officers when carrying out duties in another local authority.

## 15. HONORARIA AND ACTING UP SCHEME

Monmouthshire County Council has a scheme for an additional payment to be made where an employee acts up into a post at a higher level of pay or where they undertake additional duties at a higher level of responsibility. This scheme is applicable for all employees.

## 16. MULTIPLIERS

The statutory guidance under the Localism Act recommends the use of pay multiples as a means of measuring the relationship between pay rates across the workforce and that of senior managers, as included within the Hutton 'Review of Fair Pay in the Public Sector' (2010).

The Hutton report was asked by Government to explore the case for a fixed limit on dispersion of pay through a requirement that no public sector manager can earn more than 20 times the lowest paid person in the organisation. The report concluded that the relationship to median earnings was a more relevant measure and the Government's Code of Recommended Practice on Data Transparency recommends the publication of the ratio between highest paid salary and the median average salary of the whole of the Local Authority's workforce.

The multiples of pay for Monmouthshire County Council are as follows-

- Multiple between lowest paid FTE employee and CEO is 7:1
- Multiple between lowest paid FTE employee and average chief officer is 4:1
- Multiple between the median FTE employee and CEO is 5:1
- Multiple between the median FTE employee and the average chief officer is 3:1

## 17. PAYMENTS/CHARGES AND CONTRIBUTIONS

All Monmouthshire County Council employees (except teachers) are entitled to join the local government pension scheme (LGPS) which is offered by the Local Government Employers. If staff are eligible they will automatically become a member of the scheme under the auto enrolment provisions (to join they must have a contract for at least 3 months duration and be under the age of 75).

Employees can decide to opt out of the scheme within one month of auto enrolment. The benefits and contributions payable under the pension fund are set out in the LGPS regulations.

All employees who are members of the Local Government Pension Scheme make individual contributions to the scheme in accordance with the following table:

<b>Employee Pay</b>	<b>% Contribution</b>
Up to £13,600	5.5
£13,601 to £21,200	5.8
£21,201 to £34,400	6.5

£34,401 to £43,500	6.8
£43,501 to £60,700	8.5
£60,701 to £86,000	9.9
£86,001 to £101,200	10.5
£101,201 to £151,800	11.4
Over £151,800	12.5

*(The contribution bands with effect from 1 April 2016. Final confirmation of % contribution rates for 2017-18 not yet released).*

## **18. DISCRETIONARY PAYMENTS**

The policy for the award of any discretionary payments is the same for all staff regardless of their pay level. The following arrangement applies for redundancy payments under regulation 5 of the Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006.

- Payment of an overall lump sum of 1.7 times the statutory redundancy payment multiplier based on actual weeks' pay up to a limit of Spinal Column Point 49. This is payable to employees made redundant with 2 or more years local government service regardless of their age, subject to them being eligible to join the pension scheme.
- Monmouthshire County Council introduced the Living Wage in April 2014. Monmouthshire County Council isn't accredited for the Living Wage, and it is optional for it to apply any Living Wage pay increases when they arise. We will be increasing the Living Wage in April 2017 to the national level (£8.45 per hour). Payment for the Living Wage is paid as an additional amount to an employee's grade

## **19. DECISION MAKING**

In accordance with the Constitution of the Council the Executive is responsible for decision making in terms of pay, terms and conditions and severance arrangements in relation to employees of Monmouthshire County Council, except for the appointment of the Chief Executive Officer and the statutory chief officers which is a function of Council. Details of severance packages are reported and approved by the CEO and the relevant Chief Officer and Cabinet Member and have robust business cases justifying departure & representing value for money.

## **20. REVIEW OF THE POLICY**

This Policy will be kept under review and developments considered in the light of external best practice and legislation. Monmouthshire County Council will ensure the policy is updated on an annual basis in line with the requirement of the Localism Act 2011. The Public Services Staff Commission in Wales has recently (December 2016) published observations and advice to Welsh Government in respect of the 'Transparency of Senior Pay in the Devolved Public Sector'. Although much of the guidance is reflected in this policy, we await to see the Welsh Government response to this work.