

# Document Pack



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**FRIDAY, 3 MAY 2019**

**TO: ALL MEMBERS OF THE EXECUTIVE BOARD**

I HEREBY SUMMON YOU TO ATTEND A MEETING OF THE **EXECUTIVE BOARD** WHICH WILL BE HELD IN THE **CHAMBER, COUNTY HALL, CARMARTHEN AT 10.00 AM, ON MONDAY, 13<sup>TH</sup> MAY, 2019** FOR THE TRANSACTION OF THE BUSINESS OUTLINED ON THE ATTACHED AGENDA

*Mark James* CBE

**CHIEF EXECUTIVE**



PLEASE RECYCLE

<b>Democratic Officer:</b>	<b>Michelle Evans Thomas</b>
<b>Telephone (direct line):</b>	<b>01267 224070</b>
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<b>Ref:</b>	<b>AD016-001</b>

# EXECUTIVE BOARD

## MEMBERSHIP - 10 MEMBERS

Councillor	Portfolio
<b>Emlyn Dole</b>	<b>Leader</b> Corporate Leadership and Strategy; Chair of Executive Board; Represents Council at WLGA; Economic Development Represents the Council on the Swansea Bay City Region; Collaboration; Marketing and Media; Appoints Executive Board Members; Determines EBM Portfolios; Liaises with Chief Executive; Public Service Board
<b>Mair Stephens</b>	<b>Deputy Leader</b> Council Business Manager; Human Resources; Performance Management; Wales Audit; Training; I.C.T.; T.I.C. (Transformation, Innovation and Change); Strategic Planning
<b>Cefin Campbell</b>	<b>Communities and Rural Affairs</b> Rural Affairs and Community Engagement; Community Safety; Police; Counter-Terrorism and Security Act 2015; Tackling Poverty; Wellbeing of Future Generations; Third Sector Liaison ;Equalities
<b>Glynog Davies</b>	<b>Education and Children</b> Schools; Children's Services; Special Education Needs; Safeguarding; Respite Homes; Regional Integrated School; Improvement Service; Adult Community Learning; Youth Services; School Catering Services, Lead Member for Children and Young People; Youth Ambassador
<b>Hazel Evans</b>	<b>Environment</b> Refuse; Street Cleansing; Highways and Transport Services; Grounds Maintenance; Building Services; Caretaking; Building Cleaning; Emergency Planning; Flooding
<b>Linda Evans</b>	<b>Housing</b> Housing – Public; Housing – Private, Ageing Well
<b>Peter Hughes-Griffiths</b>	<b>Culture, Sport and Tourism</b> Town and Community Councils Ambassador; Development of the Welsh Language; Theatres; Sports; Leisure Centres; Museums; Libraries; Country Parks; Tourism.
<b>Philip Hughes</b>	<b>Public Protection</b> Trading Standards; Environmental Health. Environmental Enforcement; Planning enforcement; Unlicensed Waste; Parking Services; Bio diversity
<b>David Jenkins</b>	<b>Resources</b> Finance & Budget; Corporate Efficiencies; Property/Asset Management; Procurement; Housing Benefits; Revenues; Statutory Services (Coroners, Registrars, Electoral, Lord Lieutenancy); Armed Forces Champion Contact Centres and Customer Service Centres
<b>Jane Tremlett</b>	<b>Social Care &amp; Health</b> Adult Social Services; Residential Care; Home Care; Learning Disabilities; Mental Health; NHS Liaison/Collaboration/ Integration; Care Home Catering Services, Carers' Champion; Dementia Care Champion; Disability Ambassador

# A G E N D A

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YSGOL GRIFFITH JONES, YSGOL LLANGYNNWR AND  
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SPECIAL CIRCUMSTANCES THE CHAIR DECIDES SHOULD BE  
CONSIDERED AS A MATTER OF URGENCY PURSUANT TO  
SECTION 100B(4)(B) OF THE LOCAL GOVERNMENT ACT, 1972.
10. EXCLUSION OF THE PUBLIC  

THE REPORTS RELATING TO THE FOLLOWING ITEMS ARE NOT FOR PUBLICATION AS THEY CONTAIN EXEMPT INFORMATION AS DEFINED IN PARAGRAPH 14 OF PART 4 OF SCHEDULE 12A TO THE LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) (WALES) ORDER 2007. IF, FOLLOWING THE APPLICATION OF THE PUBLIC INTEREST TEST, THE BOARD RESOLVES PURSUANT TO THE ACT TO CONSIDER THESE ITEMS IN PRIVATE, THE PUBLIC WILL BE EXCLUDED FROM THE MEETING DURING SUCH CONSIDERATION.
11. DISPOSAL OF LAND WITH ASSOCIATED RISKS - EXEMPT 207 - 234
12. DEVELOPMENT LAND, TROSTRE, LLANELLI - EXEMPT 235 - 286

*NB: Reports are only printed in black and white to reduce costs. All reports however are available on-line so that members of the Committee / County Council and the public can view photographs/graphs in colour.*

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## EXECUTIVE BOARD

13<sup>TH</sup> MAY 2019

<b>WELSH PUBLIC LIBRARY STANDARDS 2017-2020</b>		
<b>Purpose:</b> Carmarthenshire Libraries / Annual Assessment Report 2017-18		
<b>Recommendations / key decisions required:</b>  To monitor performance of the Library Service against the 6 <sup>th</sup> Quality Assessment Framework of the Welsh Public Library Standards as contained in the Annual Return for 2017/18.		
<b>Reasons:</b> To enable members to monitor the performance of the library service.		
<b>Relevant Scrutiny Committee to be consulted:</b> <b>YES, Community Scrutiny – 28th March, 2019</b>  <b>Scrutiny Committee Recommendations/Comments:</b> UNANIMOUSLY RESOLVED to recommend to the Executive Board that the report be received.		
<b>To be referred to the Executive Board / Council for decision:</b> <b>Executive Board:</b> YES <b>County Council:</b> NO		
<b>EXECUTIVE BOARD MEMBER PORTFOLIO HOLDER:-</b> Cllr. Peter Hughes-Griffiths (Culture, Sport & Tourism Portfolio Holder)		
Directorate Communities Name of Head of Service: Ian Jones Report Author: Mark Jewell	Designations:  Head of Leisure  Library Services Manager	Tel Nos. 01267 228309 / 01554 744328 E Mail Addresses: ljones@carmarthenshire.gov.uk MJewell@carmarthenshire.gov.uk

# EXECUTIVE BOARD

## 13<sup>TH</sup> MAY 2019

### WELSH PUBLIC LIBRARY STANDARDS 2017-2020

The Public Libraries and Museums Act 1964 sets out the statutory duties of public library authorities to "provide a comprehensive and efficient library service" and makes it a duty of the Welsh Ministers "to superintend and promote the improvement" of public library services in Wales.

In accordance with these statutory requirements the Welsh Government has completed its assessment of Carmarthenshire's Library Services Annual Return for 2017/18. This is the first year of assessment under the sixth framework.

Carmarthenshire met all of the 12 core entitlements in full. Of the 10 quality indicators with targets, Carmarthenshire achieved 9 in full, and 1 in part.

Investment in up-to-date reading materials remains strong, with Carmarthenshire recording the highest acquisitions spend of any library service in Wales.

PC provision has increased further in 2017-18 and is now the third highest in Wales, although usage levels remain low.

Staffing levels overall have fallen slightly, but remain above the median level, and the service continues to meet the target for qualified staff.

Total revenue expenditure has increased compared to 2016-17, with Carmarthenshire now spending more per capita on library provision than any other authority.

Carmarthenshire library service continues to perform well, with improvements in some areas, and evidence of decline in others. Some consideration of the factors influencing areas of change would have increased understanding of what this means for future performance. The authority nevertheless demonstrates a strong commitment to the service, with budgets maintained and even increased on 2016-17, and levels of qualified staff retained. Proposals to realign staffing structures are noted, but in the context of ensuring that standards can be maintained and that staffing is consistent with service development. The Library Strategy 2017-2022 provides the framework for future delivery, and recent developments, with the launch of the 'Makerspace' facility at Ammanford library, provide a model for how traditional and digital provision can be balanced.

**DETAILED REPORT ATTACHED :**

**YES**

## IMPLICATIONS

**I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report :**

**Signed: Ian Jones**

## Head of Leisure

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
NONE	NONE	NONE	NONE	NONE	NONE	NONE

## CONSULTATIONS

**I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below**

**Signed: Ian Jones**

## Head of Leisure

- 1. Scrutiny Committee –**  
**Community Scrutiny Committee was consulted on 28<sup>th</sup> March, 2019.**
- 2. Local Member(s) - N/A**
- 3. Community / Town Council – N/A**
- 4. Relevant Partners - N/A**
- 5. Staff Side Representatives and other Organisations - N/A**

**Section 100D Local Government Act, 1972 – Access to Information**  
**List of Background Papers used in the preparation of this report:**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
<b>WPLS Carmarthenshire Assessment Report</b>		<b>Attached.</b>

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# Welsh Public Library Standards 2017-2020: Carmarthenshire

## Annual Assessment Report 2017-18

This report has been prepared based on information provided in Carmarthenshire's annual return, case studies and narrative report submitted to the Museums, Archives and Libraries Division of the Welsh Government.

### 1 Executive summary

Carmarthenshire met all of the 12 core entitlements in full.

Of the 10 quality indicators with targets, Carmarthenshire achieved 9 in full, and 1 in part.

Carmarthenshire library service continues to perform well, with improvements in some areas, and evidence of decline in others. Some consideration of the factors influencing areas of change would have increased understanding of what this means for future performance. The authority nevertheless demonstrates a strong commitment to the service, with budgets maintained and even increased on 2016-17, and levels of qualified staff retained. Proposals to realign staffing structures are noted, but in the context of ensuring that standards can be maintained and that staffing is consistent with service development. The Library Strategy 2017-2022 provides the framework for future delivery, and recent developments, with the launch of the 'Makerspace' facility at Ammanford library, provide a model for how traditional and digital provision can be balanced.

- Carmarthenshire submitted four case studies demonstrating the positive impact of the service. 96% of children surveyed think that the library has helped their learning.
- Attendance at pre-arranged user training has increased, but there has been a significant reduction in the numbers helped by means of informal training, although Carmarthenshire's performance here still remains the highest in Wales.
- There has been a decline in some usage levels, including physical visits, book issues, active borrowers and library membership, although Carmarthenshire remains among the top performers for physical visits per capita and adult book loans.
- Investment in up-to-date reading materials remains strong, with Carmarthenshire recording the highest acquisitions spend of any library service in Wales.
- PC provision has increased further in 2017-18 and is now the third highest in Wales, although usage levels remain low.
- Staffing levels overall have fallen slightly, but remain above the median level, and the service continues to meet the target for qualified staff.
- Total revenue expenditure has increased compared to 2016-17, with Carmarthenshire now spending more per capita on library provision than any other authority.

### 2 Performance against the standards

The standards framework comprises of core entitlements, quality indicators with targets, quality indicators with benchmarks and impact measures. Section 2 summarises achievements against these areas. A narrative assessment of the authority's performance is provided in Section 3.

## 2.1 Core entitlements

Carmarthenshire meets all the 12 core entitlements in full. A strong partnership ethos contributes to achievement in a number of areas, with a range of partners supporting the promotion and delivery of services to local communities. The service is part of Cat Cymru and is planning to join the all-Wales LMS by April 2019. An annual marketing and communication plan is put in place, with a set budget to support delivery, and designated staff in each regional library to promote the service. Carmarthenshire's vision for its library service is set out in a five year Library Strategy 2017-2022, the development of which was informed by customer surveys undertaken in 2016 and 2017.

## 2.2 Quality indicators with targets

There are 16 quality indicators (QIs), of which ten have constituent targets. Of these, Carmarthenshire is achieving 9 in full, and one in part.

Quality Indicator	Met?	
QI 3 Support for individual development:		Met in full
a) ICT support	✓	
b) Information literacy and skills training	✓	
c) E-government support	✓	
d) Reader development	✓	
QI 4 (a) Support for health and well-being		Met in full
i) Book Prescription Wales scheme	✓	
ii) Better with Books scheme	✓	
iii) Designated health & well-being collection	✓	
iv) Information about healthy lifestyles and behaviours	✓	
v) Signposting to health & well-being services	✓	
QI 6 all static service points offer events/activities for users with special requirements	✓	Met in full
QI 7 Location of service points	✓	Met in full
QI 9 Up-to-date and appropriate reading material		Met in full
Acquisitions per capita	✓	
or Materials spend per capita	✓	
QI 10 Welsh Language Resources		Met in full
% of material budget spent on Welsh	✓	
or Spend on Welsh per capita	x	
QI 11 Online access:		Met in full
a) i) Public access to Internet	✓	
ii) Wi-Fi provision	✓	
QI 12 Supply of requests		Met in full
a) % of requests satisfied within 7 days	✓	
b) % of requests satisfied within 15 days	✓	
QI 13 Staffing levels and qualifications:		Partially met
i) Staff per capita	x	

ii) Qualified staff per capita	✓	
iii) Head of service qualification/training	✓	
iv) CPD percentage	✓	
QI 16 Opening hours per capita	✓	Met in full

There has been no change in Carmarthenshire's performance compared to the last year of the fifth framework for those quality indicators where direct comparisons are possible.

## 2.3 Impact measures

The framework includes three indicators aimed at assessing the impact of library use on people's lives. These indicators do not have targets, and authorities are only required to carry out user surveys for QI 1 once over the three-year period of the framework. The summary figures (lowest, median and highest) are therefore based on those authorities indicating they completed their user survey during this first year of the framework. Rankings reflect the numbers of respondents, where 1 is the highest scoring authority.

Carmarthenshire carried out its children's user survey in October 2017 and is yet to conduct an adult's survey in this framework.

Performance indicator		Rank	Lowest	Median	Highest
QI 1 Making a difference					
b) % of young people who think that the library helps them learn and find things out:	96%	2/6	73%	94%	97%
e) % of adults who think that the library has made a difference to their lives:	n/a		38%	90%	95%
QI 5 b) % of attendees of training sessions who said that the training had helped them achieve their goals:	98%	4/17	75%	98%	100%

Authorities are also asked to provide up to four case studies describing the impact which the library service has had on an individual or on a group of individuals during the year. Carmarthenshire provided four such case studies, although in some instances better evidence could have provided of the impact on the individuals concerned:

- Library Days Out – introducing children from schools in deprived areas to the resources and services on offer; promoting library membership and supporting reading / literacy skills, through an organised visit to the library with a range of fun activities.
- Health Competition – promoting the library's role supporting health and well-being. The service ran a competition for children to produce posters, stories or poems about the dangers of a high sugar diet, with an award event and touring exhibition of the children's work.
- New Year, New You – a taster event in partnership with local businesses, supporting health and well-being work, and promoting the library's collections / services.
- FE Audiences – reaching new audiences, promoting online services / digital inclusion; the library participated in Carmarthenshire Colleges' Freshers Fayre week - 150 students enrolled as library members with online resource use subsequently rising.

## 2.4 Quality indicators and benchmarks

The remaining indicators do not have targets, but allow services to monitor and benchmark their performance over time, in comparison with other authorities. The following table summarises Carmarthenshire's position for 2017-18. Ranks are included out of 22, where 1 is the highest, and 22 the lowest scoring authority, unless stated otherwise. Indicators where fewer than 22 authorities supplied data are those where relevant data was not available to some authorities. Where possible, figures from the last year of the fifth framework have also been included for comparison; however, in some cases a change in definition or the introduction of additional measures makes comparisons impractical. Indicators 'per capita' are calculated per 1,000 population unless otherwise noted.

Performance indicator		Rank	Lowest	Median	Highest	2016/17
QI 1 Making a difference						
a) % of adults who think that using the library has helped them develop new skills:	n/a		24%	83%	94%	86%
c) health and well-being	n/a		33%	65%	95%	85%
d) enjoyable, safe and inclusive	n/a		90%	98%	100%	98%
QI 2 Customer satisfaction						
a) 'very good' or 'good' choice of books	n/a		88%	91%	98%	90%
b) 'very good' or 'good' customer care	n/a		93%	99%	100%	95%
c) 'very good' or 'good' IT facilities	n/a		74%	86%	94%	
d) 'very good' or 'good' overall;	n/a		93%	97%	99%	95%
e) users aged 16 & under rating out of ten	9.1	2/6	8.5	9.1	9.2	8.7
QI 5 User training						
a) attendances per capita	60	7/22	10	32	238	54
c) informal training per capita	473	1/22	15	199	473	712
QI 6 attendances at events per capita	245	11/22	82	228	684	218
QI 8 Library use						
a) visits per capita	6,137	2/22	2,501	4,047	7,014	6,171
b) virtual visits per capita	1,539	3/22	243	866	2,211	1,476
c) active borrowers per capita	155	10/22	100	154	229	190
QI 10 Welsh issues per capita*	213	5/22	4	68	663	
QI 11 Online access						
b) Computers per capita^	12	3/22	5	9	14	11
c) % of available time used by the public	20%	18/22	14%	27%	67%	22%
QI 13 Staffing levels and qualifications						
(v) a) total volunteers	16	17/21	3	31	196	23
b) total volunteer hours	1,206	12/21	40	1,346	11,939	1,398
QI 14 Operational expenditure						
a) total expenditure per capita	£17,771	1/21	£7,047	£11,915	£17,771	£16,271
b) % on staff,	48%	20/21	44%	63%	75%	47%
% on information resources	14%	8/21	4%	13%	25%	15%
% on equipment and buildings	3%	14/21	0%	4%	20%	2%
% on other operational costs;	34%	3/21	0%	18%	37%	36%

c) capital expenditure per capita	£0	14/20	£0	£338	£17,432	£0
QI 15 Net cost per visit	£1.25	20/21	£1.24	£1.82	£2.41	£2.07
QI 16 Opening hours <sup>#</sup>						
(iii) a) % hours unplanned closure of static service points	0.06%	15/21	0.00%	0.02%	1.28%	0.16%
b) % mobile stops / home deliveries missed	2.95%	16/20	0.00%	0.35%	11.24%	0.99%

<sup>\*</sup> per Welsh speaking resident population

<sup>^</sup> per 10,000 resident population

<sup>#</sup> Rankings here have been reversed, so that 1 is the lowest scoring (best performing) authority.

### 3 Analysis of performance

The core entitlements and quality indicators can be divided into four key areas. This section of the report outlines performance under these areas, and compares this performance (where applicable) with the final year of the fifth framework (2016-17).

#### 3.1 Meeting customer needs (QI 1-5)

Carmarthenshire conducted its children's user survey during October / November 2017 spanning a week of school term and the half-term holiday. 96% of children thought the library helped them learn and find things out, and they awarded the library an average overall score of 9.1 out of 10, both improvements on survey results under the fifth framework. All static libraries provide the full range of support for individual development, and health and well-being is also well-supported. While attendance at pre-arranged user training sessions has increased, numbers helped by means of informal training have dropped by around a third. This is a significant reduction on 2016-17, although Carmarthenshire's performance in this area still remains the highest in Wales – some consideration of the factors at work here would be a useful addition.

#### 3.2 Access and use (QI 6-8)

Carmarthenshire continues to meet the target for easy access to service points, with 12 static service points open 10+hours a week, serving a relatively sparsely populated area. Rates of attendance at events and activities organised by the library have continued to increase, although reported usage in other areas is less positive. Visitor numbers, book issues, numbers of active borrowers and library membership have all fallen in 2017-18, although physical visits per capita are still second highest in Wales and no other library service records more adult book loans. Carmarthenshire is also one of only six library services reporting an increase in virtual visits.

#### 3.3 Facilities and services (QI 9-12)

The authority continues to invest strongly in up-to-date reading materials, with the highest acquisitions spend per capita of any library service in Wales. Budget allocated for children's resources and for material in the Welsh language has also increased, maintaining performance in these areas, and both QI 9 and 10 are fully met. Investment in book stock is reflected in the high number of adult book issues, and above average issues of Welsh language resources. PC provision has increased further and is now the third highest in Wales, although usage rates remain low. Performance in relation to supply of requests has fallen slightly, but the requirements of QI 12 are still met.

### **3.4 Expertise and capacity (QI 13-16)**

Overall staff levels have fallen again this year, but remain above the median level, although the service fails to meet the target for staff per capita. Numbers of qualified staff have however been maintained at 2016-17 levels, with the service one of only seven to achieve the stipulated target in this area. Qualified leadership is in place, and the service continues to invest in staff training and professional development, if at a slightly lower level than previously. Numbers of volunteers have also continued to fall, with 16 volunteers contributing an average 75 hours each to the service.

Total revenue expenditure has increased compared to 2016-17, with Carmarthenshire spending more per capita on library provision than any other authority. Opening hours have however fallen slightly, and are now at the target level; the authority is one of only four recording any unstaffed opening hours as part of its provision.

## **4 Strategic context**

As part of the return authorities are asked to report on how the library service is contributing to wider Welsh Government priorities and strategic goals. Carmarthenshire's narrative does not make direct connections to the national strategic context, focusing instead on the vision for the service itself, and the development of the 'Makerspace' ('Stordy Creadigol') facility at Ammanford Library. Within this a number of alignments with wider strategic goals are apparent – supporting the digital agenda, skills development, community engagement and entrepreneurialism – but a more explicit focus on the service's contribution in this respect would be appropriate.

## **5 Future direction**

Reporting on the authority's future direction and plans for the library service over the following year, Carmarthenshire notes how it seeks to work within its five Universal Offers to meet the needs of its customers and engage with new users and audiences. The Ammanford 'Makerspace' development is cited as blueprint for future digital development across Carmarthenshire Libraries, although no specific plans in this respect are detailed. Work to develop the current mobile library service is referenced, including changes to improve and enhance provision. Proposals to realign staffing structures to ensure consistency with service area developments are noted, as is work already underway to amalgamate the Archives and Public Library Reference Service.

## **6 Conclusion**

Carmarthenshire library service continues to perform well, with improvements in some areas, and evidence of decline in others. Some consideration of the factors influencing areas of change would have increased understanding of what this means for future performance. The authority nevertheless demonstrates a strong commitment to the service, with budgets maintained and even increased on 2016-17, and levels of qualified staff retained. Proposals to realign staffing structures are noted, but in the context of ensuring that standards can be maintained and that staffing is consistent with service development. The Library Strategy 2017-2022 provides the framework for future delivery, and recent developments, with the launch of the 'Makerspace' facility at Ammanford library, provide a model for how traditional and digital provision can be balanced.



## EXECUTIVE BOARD

13<sup>TH</sup> MAY 2019

### MODERNISING EDUCATION PROGRAMME

### PROPOSAL TO CHANGE THE NATURE OF PROVISION AT YSGOL RHYS PRICHARD

#### Recommendations / key decisions required:

It is recommended that the Executive Board approves:

- The proposal as outlined below and in the attached consultation document;
- Officers to initiate formal consultation on the proposal during the summer term;
- That a report is submitted to the Executive Board at the end of the consultation period.

#### Reasons:

To support Carmarthenshire's Welsh in Education Strategic Plan launched on 25 June 2018 in accordance with WG Strategic Plans.

**Relevant Scrutiny Committee Consulted:** Yes – 24/04/19

The Education and Children's Services Scrutiny Committee RESOLVED to recommend to the Executive Board that a formal consultation be initiated.

<b>Executive Board Decision Required</b>	Yes – 13/05/19
<b>Council Decision Required</b>	NO

#### Executive Board Member Portfolio Holder:

Cllr. Glynog Davies (Education & Children)

**Directorate:**  
Education & Children

**Name of Head of Service:**  
Simon Davies

**Report Author:**  
Sara Griffiths

#### Designations:

Head of Access to Education

Modernisation Team Manager

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# EXECUTIVE SUMMARY

## EXECUTIVE BOARD

13<sup>TH</sup> MAY 2019

### MODERNISING EDUCATION PROGRAMME

#### PROPOSAL TO CHANGE THE NATURE OF PROVISION AT YSGOL RHYS PRICHARD

##### Background

On 25<sup>th</sup> June 2018 in accordance with WG Strategic Plans the Local Authority launched **Carmarthenshire's Welsh in Education Strategic Plan** and its vision for a bilingual Carmarthenshire. To achieve this, the authority would need to deliver significant growth in Welsh medium education to increase the number of children and young people who become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace.

With this in mind, the Local Authority has a responsibility to provide its communities with the best education and opportunities possible and believes that this can be achieved through set objectives. Carmarthenshire County Council are fully supportive of the aim that all pupils are able to speak, read and write in both Welsh and English fluently by the end of Key Stage 2 and will provide services that will ensure high quality learning opportunities for all Carmarthenshire's children, young people and adults, thereby enabling them to achieve their full potential as lifetime learners in the context of the unique bilingual nature of the County.

In order to support Carmarthenshire's Welsh in Education Strategic Plan and national policies in moving the county's schools along the Welsh language continuum, the attached draft consultation document sets out proposals with regards to the change in nature of provision at **Ysgol Rhys Prichard**.

##### The Proposal

The proposal is to change the nature of provision of Ysgol Rhys Prichard to Welsh medium.

##### Recommendation

It is recommended that the Executive Board approves to proceed with the proposal as outlined above and a formal consultation be initiated.

**DETAILED REPORT ATTACHED?**

**YES: Draft Consultation Document**



## IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report.

Signed: **S. Davies** Head of Access to Education

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>

### 1. Policy, Crime & Disorder and Equalities

Developments are consistent with the Authority's Corporate Strategy and the Modernising Education Strategic Outline Programme and WESP 2018.

### 2. Legal

Appropriate consultation will need to be initiated in accordance with the relevant statutory procedures.

### 3. Finance

Revenue implications will be catered for within the Local Management of Schools Fair Funding Scheme.

### 4. ICT

None

### 5. Risk Management Issues

The proposal may impact on the demand for school places at the school and surrounding catchment area schools. Admissions will be monitored and if required, appropriate action will be undertaken.

### 6. Staffing Implications

Staffing implications will be addressed in accordance with the County Council's Policy and Procedures.

### 7. Physical Assets

Ysgol Rhys Prichard will be re-locating to their new premises (the former Ysgol Pantycelyn) from Spring 2021.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below:

Signed: S. Davies Head of Access to Education

**1. Scrutiny Committee** – Were consulted on 24 April 2019.

**2. Local Member(s)** – The local member is aware of the proposal and will be consulted during the formal consultation period.

**3. Community / Town Council** – They will be consulted during the formal consultation period.

**4. Relevant Partners** – Will be consulted during the formal consultation period.

**5. Staff Side Representatives and other Organisations** – Will be consulted during the formal consultation period.

## Section 100D Local Government Act, 1972 – Access to Information List of Background Papers used in the preparation of this report:

Title of Document	File Ref No. / Locations that the papers are available for public inspection
Carmarthenshire's Welsh in Education Strategic Plan	<a href="https://www.carmarthenshire.gov.wales/home/council-democracy/strategies-and-plans/welsh-in-education-strategic-plan/">https://www.carmarthenshire.gov.wales/home/council-democracy/strategies-and-plans/welsh-in-education-strategic-plan/</a>
MEP Biennial Review	<a href="http://www.carmarthenshire.gov.uk">www.carmarthenshire.gov.uk</a> Executive Board 20 <sup>th</sup> June 2016
21 <sup>st</sup> Century Schools Website	<a href="http://www.21stcenturyschools.org">www.21stcenturyschools.org</a>

# DEPARTMENT FOR EDUCATION & CHILDREN

## CONSULTATION DOCUMENT

Proposal to change the nature of provision at

**Ysgol Rhys Prichard**

*Our Vision.....Carmarthenshire is a community where children are safe and nurtured and learners of all ages are supported to achieve their full educational potential*

**Gareth Morgans**

**Director of Education & Children's Services**

## **School Modernisation Section**

**Sara Griffiths**, Modernisation Team Manager

If you require this information in large print, Braille or on audiotape please contact the Department for Education & Children

**Email:** [DECMEP@carmarthenshire.gov.uk](mailto:DECMEP@carmarthenshire.gov.uk)

**Telephone:** 01267 246476

On 25<sup>th</sup> June 2018 in accordance with Welsh Government Strategic Plans the Local Authority launched [Carmarthenshire's Welsh in Education Strategic Plan](#) and our vision for a bilingual Carmarthenshire. To achieve this, we will deliver significant growth in Welsh medium education to increase the number of children and young people who become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace.

With this in mind, the Local Authority has a responsibility to provide its communities with the best education and opportunities possible and believes that this can be achieved through set objectives. Carmarthenshire County Council are fully supportive of the aim that all pupils are able to speak, read and write in both Welsh and English fluently by the end of Key Stage 2 and will provide services that will ensure high quality learning opportunities for all Carmarthenshire's children, young people and adults, thereby enabling them to achieve their full potential as lifetime learners in the context of the unique bilingual nature of the County.

The Local Authority not only supports this vision, but are wholly supportive of a bilingual Wales. On the 10<sup>th</sup> July 2017 the Welsh Government published "Cymraeg 2050: A million Welsh Speakers" with the aim of reaching a million Welsh speakers in Wales by 2050. The document considers three key themes:

- Increasing the number of Welsh speakers;
- Increasing the use of Welsh; and
- Creating favourable conditions, infrastructure and context

all of which we must consider in our own locality where our education system can support, develop and sustain bilingualism.

In order to support Carmarthenshire's Welsh in Education Strategic Plan and national policies in moving the county's schools along the Welsh language continuum, this consultation document sets out proposals with regards to the change in nature of provision at **Ysgol Rhys Prichard**.

Consultation will follow the guidelines established by the Welsh Government as set out in the [School Organisation Code 2018](#) and will involve identified interested parties. The information set out in this document is intended to clarify the proposals for your school and support the consultation process.



**Gareth Morgans**

**Director of Education and Children's Services**

## Glossary of Abbreviations

<b>ALN</b>	Additional Learning Needs
<b>AN</b>	Admission number
<b>CCC</b>	Carmarthenshire County Council
<b>CP</b>	Community Primary
<b>DS</b>	Dual Stream
<b>EM</b>	English medium
<b>Estyn</b>	Her Majesty's Inspectorate for Education and Training in Wales
<b>FTE</b>	Full Time Equivalent
<b>LA</b>	Local Authority
<b>MCSW</b>	Measuring the Capacity of Schools in Wales
<b>MEP</b>	Modernising Education Programme
<b>NOR</b>	Number on Roll
<b>PLASC</b>	Pupil Level Annual School Census Data
<b>PT</b>	Part time
<b>WESP</b>	Welsh in Education Strategic Plan
<b>WG</b>	Welsh Government
<b>WM</b>	Welsh medium

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## 1. Introduction / Background / Rationale for Change

### Current provision / Status Quo / Background

Ysgol Rhys Prichard is a transitional (working towards Welsh medium) 4-11 primary school located on the outskirts of Llandovery and serves the town and the surrounding rural area.

Over the last 5 years there has been a sustained increase in the number of pupils choosing to enter the Welsh medium stream and a fall in the number of pupils choosing to enter the English stream.

The Local Authority has a responsibility to provide all pupils with the best education possible and believes that providing bilingual opportunities has a role to play in this. This aligns with Carmarthenshire's Welsh in Education Strategic Plan 2017-2020's objective of **ensuring "that all pupils are able to speak, read and write the Welsh language fluently by the end of Key Stage 2 in accordance with their expected stage of development."** The best way to create confident, bilingual individuals is through immersing pupils in the Welsh language.

### Rationale for Change

This proposal has been prepared in response to Carmarthenshire County Council's Welsh in Education Strategic Plan (WESP) and the Welsh Medium Education Strategy (WMES). The Local Authority has a vision for a bilingual Carmarthenshire. To achieve, this we will, in accordance with 'Cymraeg 2050 : A Million Welsh Speakers':

**"Ensure significant growth in Welsh-medium education and training to increase the number of people of all ages to become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace"**

As a result, the Local Authority are currently developing a scheme to provide Ysgol Rhys Prichard with a new school building suitable for teaching and learning in the 21<sup>st</sup> Century, which will accommodate current and future demand for Welsh medium education and multilingual opportunities in line with the new curriculum to be launched in 2022.

In order to be able to increase the provision of Welsh medium education it is an objective of the Local Authority to **"support current dual stream and transitional schools to become Welsh medium schools."**



Due to the increasing demand for Welsh medium education places in the Llandovery area, it is the Local Authority's proposal to:

- from 1<sup>st</sup> January 2020 that the nature of provision of the school changes to Welsh medium.

Should the proposal be implemented, all future pupils will receive their education through the medium of Welsh therefore ensuring the ability to communicate through the medium of both Welsh and English languages. Support will be provided where needed to all pupils through the medium of Welsh. It is also important to note that all teachers are expected to differentiate all pieces of work based on the needs of the pupil.

This proposal will serve to implement the 7 outcomes noted below as specified by WG in 'Carmarthenshire's Welsh in Education Strategic Plan'

- Outcome 1: More seven year old children being taught through the medium of Welsh
- Outcome 2: More learners continuing to improve their language skills on transfer from primary to secondary school
- Outcome 3: More students aged 14-16 studying for qualifications through the medium of Welsh
- Outcome 4: More students aged 14-19 study subjects through the medium of Welsh, in schools, colleges and work-based learning
- Outcome 5: More students who have higher language skills in Welsh
- Outcome 6: Welsh medium provision for learners with additional learning needs (ALN)
- Outcome 7: Workforce planning and continuing professional development

In addition this proposal will link to Welsh Government Policies as stated below:

- Rewriting the Future
- Successful Futures
- Well-being of Future Generations (Wales) Act 2015
- Welsh Government's Draft Strategy (a million Welsh speakers by 2050); and
- 21<sup>st</sup> Century Schools and Education Programme

## 2. Bilingualism

### 2.1 Advantages of Bilingualism

#### What does being bilingual mean?

The ability to live your everyday life using two languages.

Being able to switch from one language to another fluently and confidently at any given time.

#### The advantages of being bilingual

##### Education

- Bilingual children tend to be more successful in education. They tend to perform better in tasks.
- Bilingual people find it easier to learn additional languages.
- Children in Welsh medium education do just as well, if not better, in English as children in English medium education.

Evidence:

<https://www.estyn.gov.wales/sites/default/files/documents/English%20in%20key%20stages%202%20and%203%20-%20June%202014.pdf>

##### Career

- Speaking two languages is an extra skill to put on your application form and CV.
- Bilingual people earn an average of 11% more income.
- Employers need bilingual workforces in Wales, because services need to be offered bilingually in accordance with the Welsh Standards Paper.

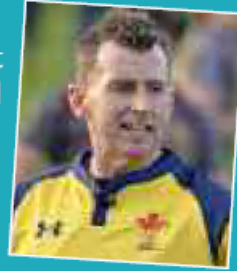
Evidence:

<http://www.walesonline.co.uk/news/wales-news/welsh-speakers-more-likely-top-6335953>

## Nigel Owens

“Without my Welsh education in School I would not have had all the opportunities to present and perform and I would not have been encouraged to start as a referee at 16 years old.

I carry Welsh with me wherever I referee in the world. Before each game I listen to Welsh music. I'm lucky enough to have two languages and Welsh is an important part of who I am. ”



## Alex Jones

“Having a bilingual education has been pivotal to me in so many ways. It meant that I had twice as many opportunities, it doubled my capacity to learn other languages, it enhanced my ability to communicate and therefore make friends, and most importantly, it gave me a strong sense of belonging and of our heritage. Starting out as a broadcaster in Welsh gave me the vast experience I needed to move forward to my dream job. Without a bilingual education, I'd be in a very different place. ”



## Health

- Research shows that being bilingual delays the onset of Dementia and other symptoms of Alzheimer disease.

Evidence: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3033609/>  
<http://www.telegraph.co.uk/news/science/science-news/12005837/Bilingual-people-twice-as-likely-to-recover-from-a-stroke.html>

## Life

- Speaking two languages widens your horizons.
- Being able to speak Welsh gives you access to many aspects of Welsh culture, history and identity.

- Speaking Welsh can provide a key to rich community life.
- Being able to speak Welsh gives you a strong sense of identity and belonging.
- Being able to switch from one language to the other with confidence gives the individual self-confidence and pride.
- Speaking many languages can make people more tolerant towards other cultures.

Evidence: [http://www.assembly.wales/NAfW%20Documents/paper\\_3\\_-\\_prof.\\_colin\\_baker.pdf%20-%202002092010/paper\\_3\\_-\\_prof.\\_colin\\_baker-English.pdf](http://www.assembly.wales/NAfW%20Documents/paper_3_-_prof._colin_baker.pdf%20-%202002092010/paper_3_-_prof._colin_baker-English.pdf)

## 2.2 Common parental concerns

### **'How can I help my child with homework if I don't understand much Welsh myself?'**

Welsh schools set homework instruction in Welsh and in English so there will be no problem in understanding what your child is being asked to do at home. The schools themselves will be happy to provide educational advice and the parents evening will be in your chosen language.

Work set will be appropriate to the pupil's age and ability level and therefore should be within your child's reach.

Developing increasingly as independent learners, you may find that your child is happy to progress without extra parental guidance as they get older.

### **'Will pupils who struggle with Welsh medium education have to move to an English medium school?'**

It is the Local Authority's desire that all pupil receive the opportunity to become bilingual in both Welsh and English languages. In Welsh medium schools, pupils will receive their education principally through the medium of Welsh, with English being taught as a subject in Key Stage 2 and used as a medium for instruction. Sufficient support will be provided to all pupils as required through a range of mechanisms and tailored to the individual's needs.

### **'The children will be confused and their English will suffer.'**

On average, bilingual children achieve higher grades in the English language. Also, as a child explains homework in English to the parent, their own

understanding is reinforced. Ask your child to describe what he/she is doing in his own words.

On average, about 80% of Carmarthenshire pupils who attend Welsh medium education get an A\* to C grade in both Welsh and English.

### **'Will my child's thinking be affected by being bilingual?'**

The answer is "yes", and probably for the better. The presence of two languages in the operating system of the brain is likely to produce a more richly-fed thinking engine (Baker, 2000:66-67).

### **'Will my child be able to cope with learning through the medium of Welsh?'**

School and staff are fully committed to providing the necessary support to all pupils and parents through a wide range of mechanisms: open door policy; homework provided bilingually; support by The Athrawon Bro Service; bilingual school website etc. Staff are also required to differentiate the curriculum and make reasonable adjustments when required to meet the needs of every pupil.

### **'Should the Welsh language be forced?'**

International evidence, cited by the Welsh Government, confirms that the most effective way of developing bilingual children is to immerse them in the less common language whilst also developing their skills in the more common language. This is consistent with national policy to expand Welsh medium education in order to develop increasing numbers of fully bilingual young people and to enable more children to benefit from the advantages of bilingualism, gathered through international research.

### **'Will learning through the medium of Welsh affect later life opportunities?'**

Yes, but probably for the better. It is the belief of the department, based upon international evidence and local experience, that children benefit from a truly bilingual education, which provides wider skills developments, such as cognitive ability, task understanding and flexibility, enhanced powers of concentration etc. and that all children should receive these opportunities. Being bilingual or multilingual also broadens individuals' cultural experiences and can enhance career prospects. Bilingualism will increasingly over time become an employment skill and possessing Welsh language skills will increasingly over time give individuals a competitive advantage when seeking employment.

### **'Does learning through the medium of Welsh segregate English speaking pupils/families?'**

On the contrary, learning through the medium of Welsh provides all children with opportunity to become fully bilingual with the skills to be able to read, write and speak in both Welsh and English languages by the time that they leave primary school. In Welsh medium schools, children receive their education principally through the medium of Welsh with English being taught as a subject in Key Stage 2 and used as a medium of instruction. Learning through the medium of Welsh also helps family/community members with the opportunity to develop their Welsh language skills.

### **'Will children with additional learning needs be able to learn through the medium of Welsh?'**

Carmarthenshire County Council's policy is that all its schools should be inclusive, with children with additional learning needs being educated in a mainstream setting alongside their peers wherever possible. In the vast majority of cases, this is achieved, with all children benefitting. All pupils with additional learning needs have specific individual plans based on their circumstances and a tailored support programme is provided according to need. Generally, an additional learning need is not a barrier to learning two languages. There will be rare instances, however where a child may be diagnosed with a condition that is not conducive to a fully bilingual education. In these circumstances a package of support is identified by professional practitioners and discussed with parents.

## **2.3 Carmarthenshire Language Learning Centres**

Due to the nature of the county we need to provide a language service to all latecomers so that they can become fully assimilated into our bilingual communities and are steeped in Welsh language and culture. In order to achieve this, we need to address the importance of dedicated facilities to support latecomers to a level where they can easily integrate into the day to day timetable in Welsh medium schools. Thorough research shows that this can be more easily achieved through intensive language courses. Language centres are the vehicles needed to ensure that this becomes a reality. As alluded to above, the language centres will also provide language support for parents and pupils and will also have provision for professional learning and Welsh for Adults.

## 2.4 Bilingualism in Carmarthenshire

Further information can be found using the following links:

- **Cymraeg gyda'r plant / Welsh with your kids- give it a go!**

<http://newsroom.carmarthenshire.gov.uk/media/1214148/gd4808-taflencymraegiplant4-002.pdf>

Within this booklet you will find a number of useful Welsh words and phrases which can be used to practise the Welsh language with young children. This will help them to speak naturally and confidently.

- **Bod yn Ddwylieithog... yn Sir Gâr / Being Bilingual... in Carmarthenshire**

<https://www.carmarthenshire.gov.wales/media/1216432/being-bilingual.pdf>

This booklet details what it means to be bilingual whilst highlighting the advantages that can be achieved from being bilingual in areas such as education, career, health and life. In addition, within this booklet you will find the answers to many common parental concerns regarding the Welsh language.

- **Welcome to Wales    Welcome to Carmarthenshire    Welcome to Welsh**

<http://newsroom.carmarthenshire.gov.wales/media/1216436/welcome-pack.p>

This booklet has been prepared by Carmarthenshire County Council to welcome newcomers to its bilingual County. Within the booklet you will find information on how the Welsh language is used in Carmarthenshire along with details on where you can find Welsh language support and useful websites to visit to develop your Welsh language skills.

### 3. The Consultation Process

The consultation on this proposal will follow guidelines established by the Welsh Government as stated in the School Organisation Code (2018).

#### Who will be consulted?

This document will be sent to the following interested parties:

Staff (Teaching and Ancillary)	Director of Education – All Neighbouring Authorities
Governors and Parents/Guardians	Diocesan Director of Education Church in Wales and RC
Local County Councillors	Estyn
Community Councillors	Regional Transport Consortium
Assembly Member (AM) / Regional Members / Members of Parliament (MP)	Neighbouring Primary and Secondary schools
Welsh Ministers	Local Police and Crime Commissioner
Communities for Work +	SEN Partners
Communities for Work	All relevant unions
Legacy	Fusion
LA Special Educational Needs Division	ERW – Education through Regional Working
Families First Carmarthenshire	Child Care / Early Years
Flying Start	Public Services Board
Welsh Language Commissioner	

**Copies of the consultation document will be sent to the Headteacher and Chair of Governors of the surrounding catchment area schools.**



## Consultation Period

The consultation period for this proposal starts on 20 May 2019 and ends on 30 June 2019.

Consultees can submit their views in favour of or against a proposal. Responses received during the consultation period will not be treated as statutory objections. If consultees wish to object, they will need to do so in writing during the statutory objection period outlined on page 16.

### Considering your views

During the consultation period you can ask questions and express your views by writing a letter to the address below or by completing an online survey using the following link:

<https://www.snapsurveys.com/wh/s.asp?k=155299365177>

Letters should be sent to the following address by no later than noon on 30 June 2019.

Mr Gareth Morgans, Director of Education and Children's Services,  
Building 2, St. David's Park, Jobs Well Road, Carmarthen, SA31 3HB  
Or E-mail to: [DECMEP@carmarthenshire.gov.uk](mailto:DECMEP@carmarthenshire.gov.uk)

### Drop in Session

There will be an opportunity to attend a drop in session to ask questions and discuss the proposal at the following location:

Location	Date	Time
Ysgol Rhys Prichard School Hall	3 June 2019	5 – 7 pm

### Consultation with Pupils

There will be an opportunity for the pupils of Ysgol Rhys Prichard to participate in the consultation process during a session which will be conducted at the school.

The information gathered from the consultation with pupils will form part of the consultation report which will be submitted to the Executive Board for consideration following the consultation period.

## **Consultation Report**

A consultation report will be published on Carmarthenshire County Council's website at least 2 weeks before a decision is made on whether or not to proceed to publish a statutory notice. Hard copies of the report will also be available on request. The report will summarise the issues raised by consultees and provide Carmarthenshire County Council's response to these issues. The report will also contain Estyn's view of the proposal and details of consultation undertaken with the pupils.

The Executive Board of Carmarthenshire County Council will consider the consultation report and decide whether or not to proceed with the proposal.

If the Executive Board decides to continue with the proposal Carmarthenshire County Council must publish a statutory notice.

## **Statutory Notice**

The statutory notice will be published on Carmarthenshire County Council's website and posted at Ysgol Rhys Prichard. Copies of the notice will be made available to the school to distribute to pupils, parents, guardians, and staff members (the school may also distribute the notice by email).

### **Statutory Objection Period**

The statutory notice will set out the details of the proposal and invite anyone who wishes to object to do so in writing within a period of 28 days. If objections are received an objection report will be published on the Carmarthenshire County Council website. Hard copies of the report will also be available on request. The report will summarise the issues raised and provide Carmarthenshire County Council's response to those objections.

## **Determination of Proposal**

Carmarthenshire County Council will determine the proposal. The County Council may decide to approve, reject or approve the proposal with modifications. In doing so, the County Council will take into account any statutory objections that it received.

### **Decision Notification**

Following determination of proposals all interested parties will be informed and advised of the availability of the decision which will

be published electronically on Carmarthenshire County Council's website.

## The Statutory Process Time-Table

The statutory process and timetable will be as follows:

20 May 2019	Issue of this consultation document to identified and other interested parties.
30 June 2019	Closing date for views on the proposal to be received by the Department for Education and Children.
10 September 2019	<p>A Consultation Report will be taken to the Executive Board and published on Carmarthenshire County Council's website at least 2 weeks before a decision is made on whether or not to proceed to publish a statutory notice. OR alternatively proposal ends.</p> <p>If the decision is made to proceed then a statutory notice will be published. The notice will outline details of the proposal and be published on the Council's web site and be displayed near the entrance of the school and schools which are subject to the proposals. Copies of the notice will be made available to the school to distribute to parents, guardians and staff members.</p> <p>Following publication there will be a 28 day period during which time formal written objections will be invited.</p> <p>The statutory notice will give details on how you may record your objections to the proposal.</p>
October 2019	End of formal 28 day notice period for objections. County Council will determine the proposal. The County Council may decide to approve, reject or approve the proposal with modifications, in doing so the County Council will take into account any statutory objections received.
February 2020	<p>Deadline to notify parents of intention to implement proposal.</p> <p>Following determination of proposals all interested parties will be informed and advised of the availability of the decision which will be published electronically on Carmarthenshire County Council's website.</p>

#### 4. School (s) affected by this proposal

School Name		Ysgol Rhys Prichard	Ysgol Carreg Hirfaen	Ysgol Llangadog	Ysgol Dolafon Powys CC	Sennybridge CP Powys CC
School Location		SA20 0HY	SA48 8ET	SA19 9HP	LD5 4RD	LD3 8RS
County		Carmarthenshire			Powys	
Age Range		4-11	4-11	4-11	4-11	4-11
School Category <small>(Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])</small>		Community	Community	Community	Community	Community
Language Medium Category (PLASC)		Welsh Medium	Welsh Medium	Welsh Medium	English Medium	Dual Stream
Number of registered Pupils (January 2018 )	Nursery	21	12	8	7	14
	Reception – Y.6	183	131	92	58	125
	Total	<b>204</b>	<b>143</b>	<b>100</b>	<b>65</b>	<b>139</b>
Number of pupils previously on the register	January 2017	199	144	93	67	121
	January 2016	167	120	93	77	122
	January 2015	189	116	92	72	112
	January 2014	177	102	100	70	110
Pupil Proje	January	197	154	92	63	147

	<b>2020</b>					
	<b>January 2021</b>	200	153	89	63	147
	<b>January 2022</b>	197	153	95	60	145
	<b>January 2023</b>	198	151	91	55	145
<b>Capacity (including nursery)</b>		222	166	116	69	102
<b>Cost per pupil (2018/19)</b>		£3,516	£3,580	£3,260	£4,302	£4,014
<b>School Budget</b>		£717k	£512k	£326k	£266,461	£516,509
<b>School Categorisation (2018)</b>		Yellow	Yellow	Yellow	Green	Amber
<b>Estyn Inspection Result LINK</b>		<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
<b>Building Condition Category</b>		B	A	C	B	C

## 5. The Proposal - Ysgol Rhys Prichard

### The Proposal

The proposal is to change the nature of provision of Ysgol Rhys Prichard to Welsh medium.

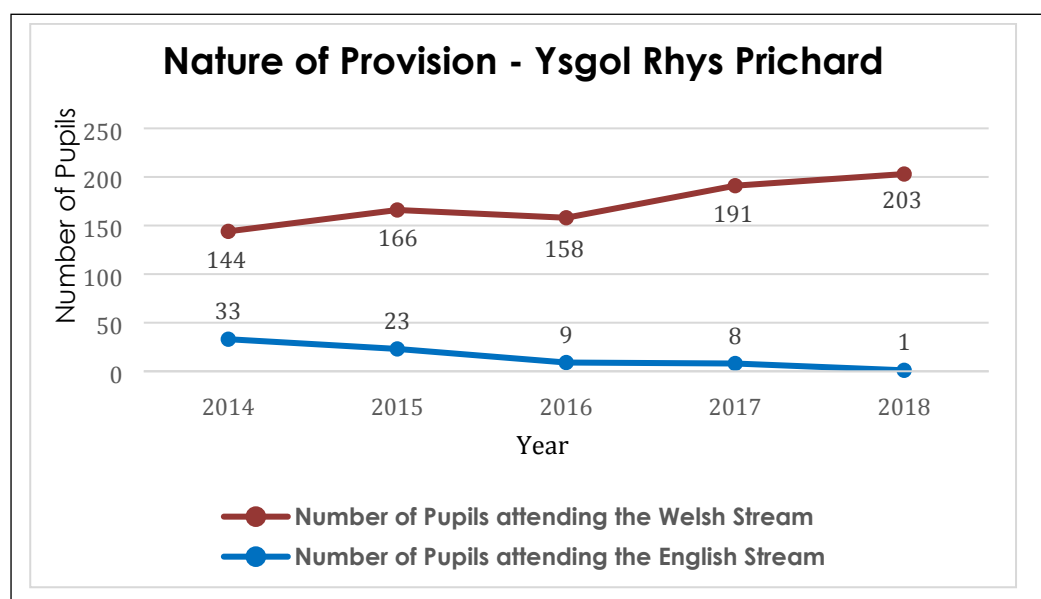
### Background

Ysgol Rhys Prichard is a transitional working towards Welsh medium (former dual stream) 4-11 primary school located on the outskirts of Llandovery and serves the town and the surrounding rural area.

### Rationale for Change

Over the last 4 years there has been a sustained increase in the number of pupils choosing to enter the Welsh medium stream and a fall in the number of pupils choosing to enter the English stream.

The chart below shows the number of pupils within the language streams at Ysgol Rhys Prichard between January 2014 and 2018 (PLASC).



As can be seen from the chart there was only 1 pupil attending the English stream in January 2018.

## Whole School English / Welsh Split – Ysgol Rhys Prichard

		Foundation Phase Part Time	Foundation Phase Full Time	Key Stage 2	Total
<b>2018</b>	English Medium	0	1	0	1
	Welsh Medium	0	99	104	203
	<b>Total</b>	<b>0</b>	<b>100</b>	<b>104</b>	<b>204</b>
<b>2017</b>	English Medium	0	0	8	8
	Welsh Medium	0	95	96	191
	<b>Total</b>	<b>0</b>	<b>95</b>	<b>104</b>	<b>199</b>
<b>2016</b>	English Medium	0	1	8	9
	Welsh Medium	0	81	77	158
	<b>Total</b>	<b>0</b>	<b>82</b>	<b>85</b>	<b>167</b>
<b>2015</b>	English Medium	0	0	23	23
	Welsh Medium	0	87	79	166
	<b>Total</b>	<b>0</b>	<b>87</b>	<b>102</b>	<b>189</b>
<b>2014</b>	English Medium	0	0	33	33
	Welsh Medium	0	83	61	144
	<b>Total</b>	<b>0</b>	<b>83</b>	<b>94</b>	<b>177</b>

**(January PLASC Data)**

As can be seen from the table above, the number of pupils attending the English stream has declined substantially from 33 in 2014 to 1 in 2018.

## Advantages and Disadvantages of the proposal

### Advantages

- Increased opportunities for access to Welsh medium education from the start of their education.

- Ensures that the school can accommodate future demand for Welsh medium school places.
- Providing pupils with linguistic choice.

### Disadvantages

- Statutory process required to implement the proposal
- Potential local community resistance to the proposal

### Risks and Counter Measures

Risk		Counter Measure
1.	Failure to obtain statutory approval to implement process.	- Follow guidelines as set out in the School Organisation Code 2018
2.	Failure to gain approval of business cases	- Follow guidelines as set out in the 21 <sup>st</sup> Century Schools and Education Funding Programme business case guidance 2018

### Financial Implications – Revenue

Ysgol Rhys Prichard is funded in accordance with the County Council's Fair Funding policy and will receive resources on the same basis as any other school within the County Council, based on the new school's pupil numbers and facilities.

### Admission Arrangements

The County Council is the Admissions Authority for Ysgol Rhys Prichard Primary School.

The School Governance and Admissions Unit,  
Carmarthenshire Local Authority,  
Department for Education and Children,  
Block 2,  
Main Building,  
St. David's Park,  
Carmarthen. SA31 3HB

Tel No: 01267 246449

E-mail: [admissions@carmarthenshire.gov.uk](mailto:admissions@carmarthenshire.gov.uk)



## Alternative Options Considered

In developing a preferred option the Authority considered a range of alternative options.

### Option 1 – Status Quo (school remains unchanged)

Advantages	Disadvantages
No change for stakeholders	Does not meet the aims of WESP
No statutory process required	Does not support Welsh Government aim of 1 million Welsh speakers by 2050

### Option 2 – Change the nature of Foundation Phase provision only (Welsh Medium Foundation Phase and Dual Stream Key Stage 2)

Advantages	Disadvantages
Increases opportunity to become a bilingual learner	Requires Statutory Process
Parental choice of language medium remains in Key Stage 2	Missed opportunity to provide a Welsh medium school / education
Supports the aims of the County's WESP	
Provides pupils with linguistic choice	

### Option 3 – Change the nature of provision of the whole school to Welsh medium (Welsh Medium Foundation Phase and Key Stage 2)

Advantages	Disadvantages
Maximises opportunity to become a bilingual learner	Requires Statutory Process
Meets the aims of WESP	
Provides pupils with linguistic choice	

## New proposed school building for Ysgol Rhys Prichard

Within Carmarthenshire Council's 21<sup>st</sup> Century Schools band A funding envelope of £86.7m we are proposing to relocate Ysgol Rhys Prichard from its current site to the former Ysgol Pantycelyn secondary school site. The proposal will increase capacity to 240 pupil places with provision for an external cylch meithrin integrated into the new school building (the cylch meithrin is currently occupying a small mobile situated next to the dining school building).

This project will offer improved primary education provision as well as excellent community facilities making the school a community hub for the town of

Llandovery. Relocating the school provides an excellent opportunity to develop a true community school with improved facilities which are not available at the current Ysgol Rhys Prichard school site.

It is proposed that the new school site will enhance primary provision and include the following facilities which are not available at the current Ysgol Rhys Prichard school site;

- Large Hall which can be shared with the local community
- Rugby pitch
- Enhanced external areas with outdoor play
- MUGA – Multi Use Games Area
- Existing swimming pool (adjacent to school building)
- Opportunity to include an area for community enterprise
- Hard/Soft play areas
- Provision for Cylch Meithrin integrated into the new school building
- Separate Cylch Meithrin play area

The proposal will also include site improvements to meet current standards:

- The entrance to the building will be re-designed to improve access and provide a focal point for the school
- Enhanced parking and drop off points with staff and visitor parking provision with bus bays and segregation of pedestrians and vehicles on site
- Canopied Areas
- Improved pupil safety – Secure by Design

## **Capital Receipts**

Any capital receipts received as a result of this proposal will be re-invested into the Modernising Education Programme.

## **Additional Learning Needs Provision**

There will be no change to the current provision offered for pupils with additional learning needs at the school. However when the new school building has been completed, the improved facilities will directly enhance teaching and learning for all learners including those from more vulnerable groups including ALN learners.

## **School Catchment Area**

There will be no change to the current school catchment area.

## Secondary School Transfers

There will be no change to the current transfer arrangements for pupils in respect of Secondary education.

DRAFT

## 6. Evaluation of Present Arrangements

### Quality and standards in education

#### Standards

Nearly all pupils make good progress throughout the Foundation Phase in each area of learning and make excellent progress in Welsh as noted by Estyn.

By the end of key stage 2, most pupils write clearly and interestingly in a wide range of forms and for a variety of purposes in both languages as reported by Estyn.

#### Teaching and learning experiences

In general, the quality of teaching is good. In most cases, it succeeds in engaging pupils and develops their skills, knowledge and understanding firmly as they move through the school.

The school provides a wide range of stimulating learning experiences, which engage pupils' interest in lessons and through external visits. These visits to the community and further afield makes a positive contribution towards enriching pupils' experiences.

Schemes of work throughout the school are comprehensive and purposeful for developing pupils' literacy, numeracy and information technology skills. Staff plan activities to respond to most pupils' needs.

Provision for developing Welsh is a clear strength as the school is transforming linguistically. Provision offered to pupils in the Foundation Phase is very effective and this develops clearly as pupils move through to key stage 2. The emphasis given to the Cwricwlwm Cymreig is also one of the school's obvious strengths.

They plan a range of interesting and appropriate activities and the good quality of learning strategies contributes effectively towards pupils' outcomes.

#### Care support and guidance

The school has sound procedures for tracking pupils' progress and teachers use the information that results from this effectively to identify pupils who need extra support. The teachers provide robust individual education plans for those who need it. Teachers plan the next steps to the pupils carefully and provide bespoke intervention programs for those who need it. The school has effective arrangements for promoting healthy eating and drinking. This has a positive effect on pupils' understanding of issues related to their health and well-being.

## **Leadership and Management**

The headteacher has succeeded in creating a clear vision that is firmly sealed at high expectations. This vision is shared successfully with all the school's partners, ensuring a sound understanding of the overall objectives of the school. It places a strong emphasis on improving the standards and wellbeing of pupils who have begun to have a positive impact on the quality of teaching and teaching in a short period of time. The school's performance management procedures are comprehensive and have now been extended to include the assistants.

## **Impact of the proposal**

Should the proposal be implemented all future pupils will receive their education through the medium of Welsh ensuring that the school is moving along the Authority's WESP in accordance with WG Strategic Plans.

This proposal will ensure that all pupils will gain the opportunity to become bilingual citizens being confident in both Welsh and English equally.

## 7. Appendix A- Community Impact Assessment

### **Catchment Area Analysis – January PLASC 2018 Data**

Each school has an area that it serves, referred to as the catchment area. Each school is expected to accommodate pupils from within its catchment area and schools must have regard for this ongoing demand.

Most parents send their child to their local school but parents have a right to state a preference for other schools.

### **Pupils attending the school from inside / outside the catchment**

Based on January PLASC 2018 data, the geographical data in relation to the pupil distribution for Ysgol Rhys Prichard catchment area indicated that of the 204 pupils on roll, 182 lived within the catchment area, whilst the remaining 22 were from outside the catchment area.

### **Pupils living in the catchment area attending other schools.**

Based on January PLASC 2018 data, 36 pupils lived within the Ysgol Rhys Prichard catchment area attended other schools.

### **Other facilities the school accommodates e.g youth club / play group**

The school accommodates Community Council meetings as and when required. There is a Cylch Meithrin on the current school site occupying a small cabin adjacent to the school dining block. When the school re-locates to the former Ysgol Pantycelyn school site the Cylch will be integrated into the school building offering seamless transition from early years to KS1 and KS2.

### **Other facilities or services the school provides e.g. after school clubs / community library**

The school currently hold a breakfast club for pupils during the weekdays between 8-8.45am.

The pupils also benefit from several after school clubs, which are held on various nights of the week between 3:40pm and 5:15pm.

When the school re-locates to the former Ysgol Pantycelyn school site there will be a bigger hall available to offer varied after school clubs for both the pupils and community as noted below:

- Karate Club
- Tennis Club
- Badminton Club
- School Concerts and Shows
- Eisteddfod for the area
- Côr Meibion Llandovery – Rehearsal
- YFC (Young Farmers Club) – Drama / Rehearsal
- Ballet Club – Concerts (due to stage facility in hall)
- Llandovery Floral Art Shows
- Ad Hoc Concerts for the Llandovery Area

Re-locating the primary school will create a central hub for the pupils and community of Llandovery.

### **Community Impact**

If approved, the proposal will allow increased opportunities for access to Welsh medium education pupil places within the Llandovery area, in line with national and local policies. The new school building will incorporate space for an external cylch meithrin which will allow early years' pupils with access to nursery provision within a school environment which will strengthen relationships and links between the external provider and the school and will ensure a smooth transition between facilities.

## 8. Appendix B- Welsh Language Impact Assessment

Carmarthenshire County Council's vision is to provide a service, which will ensure access to high quality learning opportunities for all children, young people and adults, this enabling the achievement of their full potential within the context of the unique bilingual nature of the county.

This proposal supports the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017 – 2020. The proposal will allow greater opportunities for access to Welsh medium education within the Llandovery area and will ensure linguistic continuity from the nursery sector along the key stages to the secondary sector so that every pupil becomes fluent and confident in both Welsh and English languages.

### **Standards**

In Foundation Phase, pupils are assessed in different areas of learning. Based on 2018 data, 81% of pupils achieved at least Outcome 5 in 'Language, Literacy and Communication (in Welsh)', whilst 19.1% of pupils achieved at least Outcome 6. In Key Stage 2, pupils are assessed in each of the core subjects. Based on 2018 data, 89.7% of pupils achieved at least Level 4 in Welsh first language whilst 17.2% achieved at least Level 5.

### **After school activities which provide additional opportunities to use the Welsh language**

The pupils benefit from several after school clubs, which are held on various nights of the week at the school.



## 9. Appendix C- Equalities Impact Assessment

### Carmarthenshire County Council Assessing Impact

#### The Equality Act 2010

The Equality Act 2010 (the Act) brings together and replaces the previous anti-discrimination laws with a single Act. It simplifies and strengthens the law, removes inconsistencies and makes it easier for people to understand and comply with it. The majority of the Act came into force on 1 October 2010.

The Act includes a new public sector equality duty (the 'general duty'), replacing the separate duties on race, disability and gender equality. This came into force on 5 April 2011.

#### What is the general duty?

The aim of the general duty is to ensure that public authorities and those carrying out a public function consider how they can positively contribute to a fairer society through advancing equality and good relations in their day-to-day activities. The duty ensures that equality considerations are built into the design of policies and the delivery of services and that they are kept under review. This will achieve better outcomes for all.

The duties are legal obligations. Failure to meet the duties may result in authorities being exposed to legal challenge.

Under equality legislation, public authorities have legal duties to pay 'due regard' to the need to eliminate discrimination and promote equality with regard to race, disability and gender, including gender reassignment, as well as to promote good race relations. The Equality Act 2010 introduces a new public sector duty which extends this coverage to age, sexual orientation, pregnancy and maternity, and religion or belief. The law requires that this duty to pay 'due regard' be demonstrated in the decision making process. It is also important to note that public authorities subject to the equality duties

are also likely to be subject to the obligations under the Human Rights Act and it is therefore wise also to consider the potential impact that decisions could have on human rights as part of the same process.

### **Carmarthenshire's approach to Equality Impact**

In order to ensure that the council is considering the potential equality impact of its proposed policies and practices, and in order to evidence that we have done so, every proposal will be required to be supported by the attached Equality Impact Assessment. Where this assessment identifies a significant impact then more detail may be required.

### **Reporting on assessments**

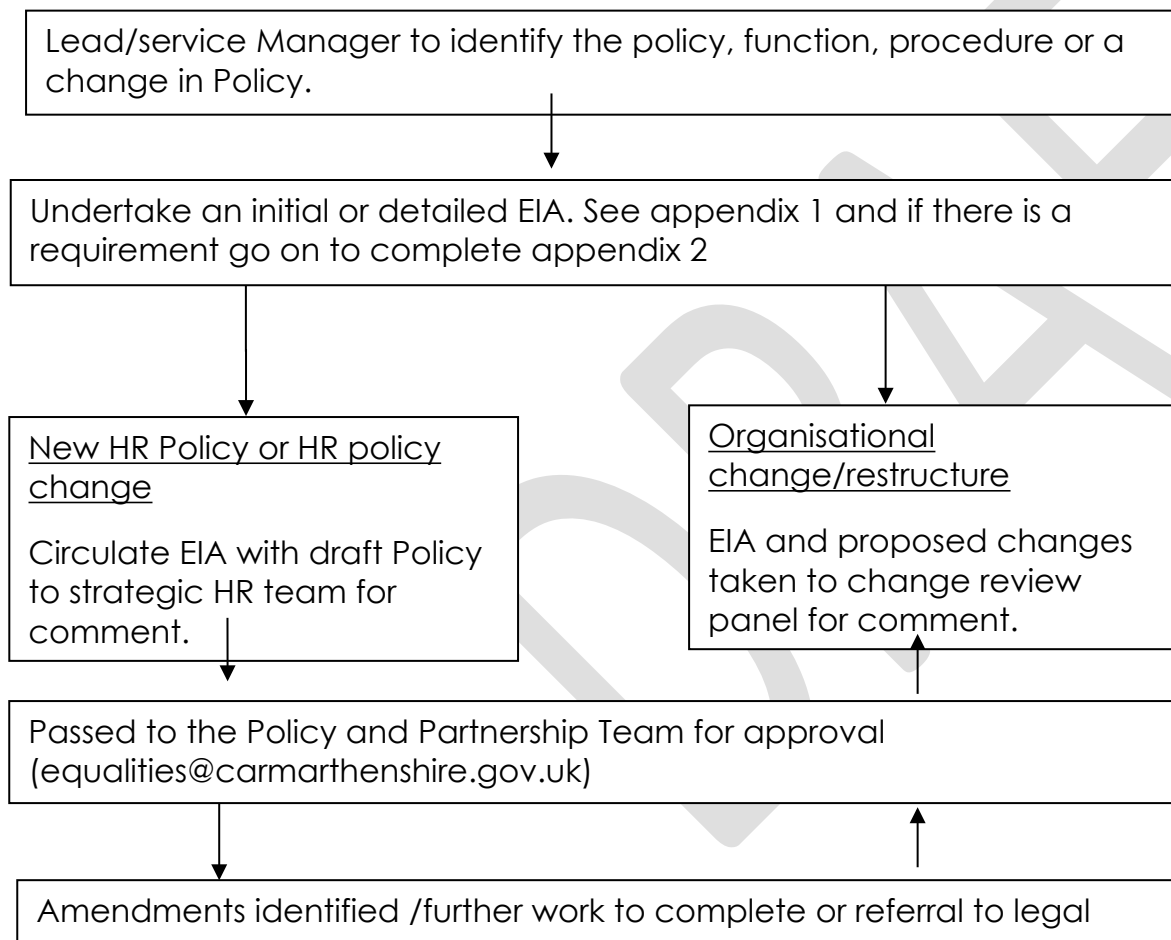
Where it is clear from the assessment that the likely impact on the authority's ability to meet the general duty is substantial, then it must publish a report.

### **Initial and Detailed Equality Impact Assessments**

The initial EIA (appendix 1) is a simple and quick method of assessing the effect of a policy, function, procedure, decision including financial cuts on one or more of the protected characteristics.

The Service Manager responsible for the relevant new or revised policies, functions, procedures and financial decisions must undertake, at least, an initial EIA and where relevant a detailed Equality Impact Assessment (appendix 2); EIA must be attached as background paper with reports to Executive and Scrutiny.

## Equality impact assessment – Process to follow where HR implications have been identified



## Initial Equalities Impact Assessment Template

## Appendix 1

<b>Department:</b> Education & Children	<b>Completed by (lead):</b> Sara Griffiths	<b>Date of initial assessment:</b> February 2019  <b>Revision Dates:</b> February 2020
<b>Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)</b>	The scheme is to re-locate Ysgol Rhys Prichard to the former Ysgol Pantycelyn School site with investment to provide a school building with 21 <sup>st</sup> Century facilities and excellent outdoor areas. As part of this scheme, the proposal is to increase the capacity of the school to 240 with provision for the external Cylch Meithrin to be integrated into the school building.	
<b>Is this existing or new function/policy, procedure, practice or decision?</b>	School Re-organisation Proposal – Modernising Education Programme	
<b>What evidence has been used to inform the assessment and policy? (please list only)</b>		
<ul style="list-style-type: none"> <li>• 21<sup>st</sup> Century Schools Programme</li> <li>• Modernising Education Programme</li> <li>• School Organisation Code 2018</li> <li>• PLASC Data 2018</li> </ul>		

<b>1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.</b>	This proposal will increase the number of Welsh medium places available at Ysgol Rhys Prichard and follow the objectives and actions as set out in Carmarthenshire's Welsh in Education Strategic Plan. The scheme will provide the pupils and staff of Ysgol Rhys Prichard with a new school building and facilities which are suitable for teaching and learning in the 21 <sup>st</sup> Century. Providing space to accommodate an external nursery will also strengthen the relationship between nursery providers and the school and will help to ensure a smooth transition between facilities.		
<b>The Public Sector Equality Duty requires the Council to have "due regard" to the need to:-</b>  <b>(1) eliminate unlawful discrimination,</b>	<b>2. What is the level of impact on each group/ protected characteristics in terms of the three aims of the duty? Please indicate high (H) medium (M), low (L), no</b>	<b>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</b>	<b>4. If there is a disproportionately negative impact what mitigating factors have you considered?</b>

harassment and victimisation;  <b>(2)</b> advance equality of opportunity between different groups; and  <b>(3)</b> foster good relations between different groups  (see guidance notes)		<b>effect (N) for each.</b>	<b>Risks</b>	<b>Positive effects</b>	
Protected characteristics       Page 53	<b>Age</b>	L		The proposal will provide nursery age pupils with access to nursery provision within a school building.	
	<b>Disability</b>	L		The new school building will be fully DDA compliant ensuring full accessibility for all.	
	<b>Gender reassignment</b>	N	Neutral		
	<b>Race</b>	N	Neutral		
	<b>Religion/Belief</b>	N	Neutral		
	<b>Pregnancy and maternity</b>	N	Neutral		
	<b>Sexual Orientation</b>	N	Neutral		

<b>Sex</b>	N	Neutral		
<b>Welsh language</b>	L		The increase in capacity will allow greater opportunities for access to Welsh medium education within the Ysgol Rhys Prichard area in line with national and local policies.	
<b>Any other area</b>	L		The increase in capacity of the school will not have an effect on schools surrounding the Ysgol Rhys Prichard catchment area.	

**5. Has there been any consultation/engagement with the appropriate protected characteristics?**

YES ☒ NO ☐

The Project Officer has liaised with the Headteacher, Staff and Parents of Ysgol Rhys Prichard with regards to the proposal. Local members have also been fully informed of

		the scheme. Consultation has been undertaken with the Community Council, Cylch Meithrin and local residents regarding the location of the new school building.	
<b>6. What action(s) will you take to reduce any disproportionately negative impact, if any?</b> Ensure that all key stakeholders are fully informed throughout the statutory process.			
<b>7. Procurement</b>  Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. N/A  Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.			
<b>8. Human resources</b>  Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? As there will be an increase in capacity, additional staffing may be required. However, this will be addressed as the scheme progresses and Human Resources will be fully consulted.			
<b>9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment?</b> (recommended if one or more H under section 2)		YES <input type="checkbox"/>	<input checked="" type="checkbox"/> NO
<b>Approved by:</b>  Head of Service	Simon Davies		<b>Date:</b> February 2019

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## EXECUTIVE BOARD

13<sup>TH</sup> MAY 2019

### MODERNISING EDUCATION PROGRAMME

#### PROPOSAL TO CHANGE THE NATURE OF PROVISION AT YSGOL Y DDWYLAN, YSGOL GRIFFITH JONES, YSGOL LLANGYNNWR AND YSGOL LLYS HYWEL

##### Recommendations / key decisions required:

It is recommended that the Executive Board approves:

- The proposal as outlined below and in the attached consultation document;
- Officers to initiate formal consultation on the proposal during the summer term;
- That a report is submitted to the Executive Board at the end of the consultation period.

##### Reasons:

To support Carmarthenshire's Welsh in Education Strategic Plan launched on 25 June 2018 in accordance with WG Strategic Plans

##### Relevant Scrutiny Committee Consulted: Yes – 24/04/19

The Education and Children's Services Scrutiny Committee UNANIMOUSLY RESOLVED to recommend to the Executive Board that a formal consultation be initiated.

**Executive Board Decision Required** Yes – 13/05/19

**Council Decision Required** NO

##### Executive Board Member Portfolio Holder:

Cllr. Glynog Davies (Education & Children)

**Directorate:**  
Education & Children

**Name of Head of Service:**  
Simon Davies

**Report Author:**  
Sara Griffiths

##### Designations:

Head of Access to Education

Modernisation Team Manager

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# EXECUTIVE SUMMARY

## EXECUTIVE BOARD

13<sup>TH</sup> MAY 2019

### MODERNISING EDUCATION PROGRAMME

#### PROPOSAL TO CHANGE THE NATURE OF PROVISION AT YSGOL Y DDWYLAN, YSGOL GRIFFITH JONES, YSGOL LLANGYNNWR AND YSGOL LLYS HYWEL

##### Background

On 25<sup>th</sup> June 2018 in accordance with WG Strategic Plans the Local Authority launched **Carmarthenshire's Welsh in Education Strategic Plan** and its vision for a bilingual Carmarthenshire. To achieve this, the authority would need to deliver significant growth in Welsh medium education to increase the number of children and young people who become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace.

With this in mind, the Local Authority has a responsibility to provide its communities with the best education and opportunities possible and believes that this can be achieved through set objectives. Carmarthenshire County Council are fully supportive of the aim that all pupils are able to speak, read and write in both Welsh and English fluently by the end of Key Stage 2 and will provide services that will ensure high quality learning opportunities for all Carmarthenshire's children, young people and adults, thereby enabling them to achieve their full potential as lifetime learners in the context of the unique bilingual nature of the County.

In order to support Carmarthenshire's Welsh in Education Strategic Plan and national policies in moving the county's schools along the Welsh language continuum, the attached draft consultation document sets out proposals with regards to the change in nature of provision at **Ysgol Y Ddwylan, Ysgol Griffith Jones, Ysgol Llangynnwyr and Ysgol Llys Hywel**.

##### The Proposal

The proposal is to change the nature of **Foundation Phase** provision at Ysgol Y Ddwylan, Ysgol Griffith Jones, Ysgol Llangynnwyr and Ysgol Llys Hywel to Welsh medium with the choice of language medium being introduced at Key Stage 2.

##### Recommendation

It is recommended that the Executive Board approves to proceed with the proposal as outlined above and a formal consultation be initiated.

**DETAILED REPORT ATTACHED?**

**YES: Draft Consultation Document**

# IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report.

Signed: **S. Davies** Head of Access to Education

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>YES</b>	<b>NONE</b>

## 1. Policy, Crime & Disorder and Equalities

Developments are consistent with the Authority's Corporate Strategy and the Modernising Education Strategic Outline Programme and WESP 2018.

## 2. Legal

Appropriate consultation will need to be initiated in accordance with the relevant statutory procedures.

## 3. Finance

Revenue implications will be catered for within the Local Management of Schools Fair Funding Scheme.

## 4. ICT

None

## 5. Risk Management Issues

The proposal may impact on the demand for school places at the school and surrounding catchment area schools. Admissions will be monitored and if required, appropriate action will be undertaken.

## 6. Staffing Implications

Staffing implications will be addressed in accordance with the County Council's Policy and Procedures.

## 7. Physical Assets

None

## CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below:

Signed: S. Davies Head of Access to Education

**1. Scrutiny Committee** – Were consulted on 24 April 2019.

**2. Local Member(s)** – The local member is aware of the proposal and will be consulted during the formal consultation period.

**3. Community / Town Council** – They will be consulted during the formal consultation period.

**4. Relevant Partners** – Will be consulted during the formal consultation period.

**5. Staff Side Representatives and other Organisations** – Will be consulted during the formal consultation period.

### Section 100D Local Government Act, 1972 – Access to Information List of Background Papers used in the preparation of this report:

Title of Document	File Ref No. / Locations that the papers are available for public inspection
Carmarthenshire's Welsh in Education Strategic Plan	<a href="https://www.carmarthenshire.gov.wales/home/council-democracy/strategies-and-plans/welsh-in-education-strategic-plan/">https://www.carmarthenshire.gov.wales/home/council-democracy/strategies-and-plans/welsh-in-education-strategic-plan/</a>
MEP Biennial Review	<a href="http://www.carmarthenshire.gov.uk">www.carmarthenshire.gov.uk</a> Executive Board 20 <sup>th</sup> June 2016
21 <sup>st</sup> Century Schools Website	<a href="http://www.21stcenturyschools.org">www.21stcenturyschools.org</a>

## DEPARTMENT FOR EDUCATION & CHILDREN

### CONSULTATION DOCUMENT

Proposal to change the nature of provision at

**Ysgol Y Ddwylan, Ysgol Griffith Jones, Ysgol**

**Llangynnwr and Ysgol Llys Hywel**

*Our Vision.....Carmarthenshire is a community where children are safe and nurtured and learners of all ages are supported to achieve their full educational potential*

**Gareth Morgans**

**Director of Education & Children's Services**

## **School Modernisation Section**

**Sara Griffiths**, Modernisation Team Manager

If you require this information in large print, Braille or on audiotape please contact the Department for Education & Children

**Email:** [DECMEP@carmarthenshire.gov.uk](mailto:DECMEP@carmarthenshire.gov.uk)

**Telephone:** 01267 246617

On 25<sup>th</sup> June 2018 in accordance with Welsh Government Strategic Plans the Local Authority launched [Carmarthenshire's Welsh in Education Strategic Plan](#) and our vision for a bilingual Carmarthenshire. To achieve this, we will deliver significant growth in Welsh medium education to increase the number of children and young people who become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace.

With this in mind, the Local Authority has a responsibility to provide its communities with the best education and opportunities possible and believes that this can be achieved through set objectives. Carmarthenshire County Council are fully supportive of the aim that all pupils are able to speak, read and write in both Welsh and English fluently by the end of Key Stage 2 and will provide services that will ensure high quality learning opportunities for all Carmarthenshire's children, young people and adults, thereby enabling them to achieve their full potential as lifetime learners in the context of the unique bilingual nature of the County.

The Local Authority not only supports this vision, but are wholly supportive of a bilingual Wales. On the 10<sup>th</sup> July 2017 the Welsh Government published "Cymraeg 2050: A million Welsh Speakers" with the aim of reaching a million Welsh speakers in Wales by 2050. The document considers three key themes:

- Increasing the number of Welsh speakers;
- Increasing the use of Welsh; and
- Creating favourable conditions, infrastructure and context

all of which we must consider in our own locality where our education system can support, develop and sustain bilingualism.

In order to support Carmarthenshire's Welsh in Education Strategic Plan and national policies in moving the county's schools along the Welsh language continuum, this consultation document sets out proposals with regards to the change in nature of provision of the Foundation Phases at **Ysgol Y Ddwylan**, **Ysgol Griffith Jones**, **Ysgol Llangynnwr** and **Ysgol Llys Hywel**.

Consultation will follow the guidelines established by the Welsh Government as set out in the [School Organisation Code 2018](#) and will involve identified interested parties. The information set out in this document is intended to clarify the proposals for your school and support the consultation process.



**Gareth Morgans**

**Director of Education and Children's Services**

<b>ALN</b>	Additional Learning Needs
<b>AN</b>	Admission number
<b>CCC</b>	Carmarthenshire County Council
<b>CP</b>	Community Primary
<b>DS</b>	Dual Stream
<b>EM</b>	English medium
<b>Estyn</b>	Her Majesty's Inspectorate for Education and Training in Wales
<b>FTE</b>	Full Time Equivalent
<b>LA</b>	Local Authority
<b>MCSW</b>	Measuring the Capacity of Schools in Wales
<b>MEP</b>	Modernising Education Programme
<b>NOR</b>	Number on Roll
<b>PLASC</b>	Pupil Level Annual School Census Data
<b>PT</b>	Part time
<b>WESP</b>	Welsh in Education Strategic Plan
<b>WG</b>	Welsh Government
<b>WM</b>	Welsh medium



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## 1. Introduction / Background / Rationale for Change

### Current provision / Status Quo / Background

All schools subject to the proposals set out in this document: Ysgol Y Ddwylan, Ysgol Griffith Jones, Ysgol Llangynnwr and Ysgol Llys Hywel are dual stream primary schools.

The Local Authority has a responsibility to provide all pupils with the best education possible and believes that providing bilingual opportunities has a role to play in this. This aligns with Carmarthenshire's Welsh in Education Strategic Plan 2017-2020 which aims to move schools along the Welsh language continuum. In light of this, the best way to create confident, bilingual individuals is through immersing pupils in the Welsh language from a very early age.

### Rationale for Change

This proposal has been prepared in response to Carmarthenshire County Council's Welsh in Education Strategic Plan (WESP) and the Welsh Medium Education Strategy (WMES). The Local Authority has a vision for a bilingual Carmarthenshire. To achieve this, we will, in accordance with 'Cymraeg 2050: A Million Welsh Speakers':

**"Ensure significant growth in Welsh-medium education and training to increase the number of people of all ages to become fluent in both Welsh and English and have the ability to use their languages confidently with their families, in their communities and in the workplace"**

As a result, it is the Local Authority's proposal:

- that from 1<sup>st</sup> September 2020 the nature of Foundation Phase provision of the schools subject to proposals change to Welsh medium education with Dual Stream provision remaining from Key Stage 2 (KS2).

This proposal will support the development of bilingual and multilingual opportunities in line with the new curriculum to be launched in 2022.

Should the proposals be implemented, all future pupils at the schools subject to proposals will receive their Foundation Phase education through the medium of Welsh with the choice of language medium being introduced at Key Stage 2.

This proposal will serve to implement the 7 outcomes noted below as specified by WG in 'Carmarthenshire's Welsh in Education Strategic Plan':

- Outcome 1: More seven year old children being taught through the medium of Welsh
- Outcome 2: More learners continuing to improve their language skills on transfer from primary to secondary school

- Outcome 3: More students aged 14-16 studying for qualifications through the medium of Welsh
- Outcome 4: More students aged 14-19 study subjects through the medium of Welsh, in schools, colleges and work-based learning
- Outcome 5: More students who have higher language skills in Welsh
- Outcome 6: Welsh medium provision for learners with additional learning needs (ALN)
- Outcome 7: Workforce planning and continuing professional development

In addition, this proposal will link to Welsh Government Policies as stated below:

- Rewriting the Future
- Successful Futures
- Well-being of Future Generations (Wales) Act 2015
- Welsh Government's Draft Strategy; and
- 21<sup>st</sup> Century Schools and Education Programme

## 2. Early Welsh Medium Immersive Provision

The immersion method focuses on using Welsh as the predominant medium of teaching and learning, using practical and visual techniques to help children and pupils to develop vocabulary and syntax. The essence of this method is introducing and modelling good language. Also international evidence confirms that 'the most effective way of developing bilingual children is to immerse them in the less common language whilst also developing their skills in the more common language.' Young children do not need to learn a language as adults do. They absorb languages if they are exposed enough to them.

There is an abundance of research showing that investing in the first years of a child's life improves outcomes for them throughout the rest of their lives.

The change to Welsh medium education at Foundation Phase will strengthen pupils' bilingual skills from an early age providing them with a firm foundation for future linguistic development.

As qualified by research the presence of two languages in the operating system of the brain is likely to produce a more richly fed thinking engine (Baker, 2000:66-67). Therefore, this proposal provides pupils with increased opportunities to reach their full potential as bilingual learners.

## 3. Bilingualism

### 3.1 The advantages of being bilingual

#### What does being bilingual mean?

The ability to live your everyday life using two languages.

Being able to switch from one language to another fluently and confidently at any given time.

#### Education

- Bilingual children tend to be more successful in education. They tend to perform better in tasks.
- Bilingual people find it easier to learn additional languages.
- Children in Welsh medium education do just as well, if not better, in English as children in English medium education.

Evidence:

<https://www.estyn.gov.wales/sites/default/files/documents/English%20in%20key%20stages%20%20and%20%20-%20June%202014.pdf>

#### Career

- Speaking two languages is an extra skill to put on your application form and CV.
- Bilingual people earn an average of 11% more income.
- Employers need bilingual workforces in Wales, because services need to be offered bilingually in accordance with the Welsh Standards Paper.

Evidence: <http://www.walesonline.co.uk/news/wales-news/welsh-speakers-more-likely-top-6335953>

#### Nigel Owens

“Without my Welsh education in School I would not have had all the opportunities to present and perform and I would not have been encouraged to start as a referee at 16 years old.

I carry Welsh with me wherever I referee in the world. Before each game I listen to Welsh music. I'm lucky enough to have two languages and Welsh is an important part of who I am. ”



## Alex Jones

“Having a bilingual education has been pivotal to me in so many ways. It meant that I had twice as many opportunities, it doubled my capacity to learn other languages, it enhanced my ability to communicate and therefore make friends, and most importantly, it gave me a strong sense of belonging and of our heritage. Starting out as a broadcaster in Welsh gave me the vast experience I needed to move forward to my dream job. Without a bilingual education, I’d be in a very different place.”



### Health

- Research shows that being bilingual delays the onset of Dementia and other symptoms of Alzheimer disease.

Evidence: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3033609/>  
<http://www.telegraph.co.uk/news/science/science-news/12005837/Bilingual-people-twice-as-likely-to-recover-from-a-stroke.html>

### Life

- Speaking two languages widens your horizons.
- Being able to speak Welsh gives you access to many aspects of Welsh culture, history and identity.
- Speaking Welsh can provide a key to rich community life.
- Being able to speak Welsh gives you a strong sense of identity and belonging.
- Being able to switch from one language to the other with confidence gives the individual self-confidence and pride.
- Speaking many languages can make people more tolerant towards other cultures.

Evidence: [http://www.assembly.wales/NAfW%20Documents/paper\\_3\\_-\\_prof.\\_colin\\_baker.pdf%20-%202002092010/paper\\_3\\_-\\_prof.\\_colin\\_baker-English.pdf](http://www.assembly.wales/NAfW%20Documents/paper_3_-_prof._colin_baker.pdf%20-%202002092010/paper_3_-_prof._colin_baker-English.pdf)

## 3.2 Common parental concerns

### **'How can I help my child with homework if I don't understand much Welsh myself?'**

Pupils in a Welsh school/stream are set homework instruction in Welsh and in English so there will be no problem in understanding what your child is being asked to do at home. The schools themselves will be happy to provide educational advice and the parents evening will be in your chosen language.

Work set will be appropriate to the pupil's age and ability level and therefore should be within your child's reach.

Developing increasingly as independent learners, you may find that your child is happy to progress without extra parental guidance as they get older.

### **'Will pupils who struggle with the Welsh language have to move to an English medium school?'**

It is the Local Authority's desire that all pupil receive the opportunity to become bilingual in both Welsh and English languages. Support will be provided to all pupils as required through a range of mechanisms and tailored to the individual's needs.

### **'The children will be confused and their English will suffer.'**

On average, bilingual children achieve higher grades in the English language. Also, as a child explains homework in English to the parent, their own understanding is reinforced. Ask your child to describe what he/she is doing in his own words.

### **'Will my child's thinking be affected by being bilingual?'**

The answer is "yes", and probably for the better. The presence of two languages in the operating system of the brain is likely to produce a more richly-fed thinking engine (Baker, 2000:66-67).

### **'Will my child be able to cope with learning through the medium of Welsh?'**

School and staff are fully committed to providing the necessary support to all pupils and parents through a wide range of mechanisms: open door policy; homework provided bilingually; support by the Athrawon Bro Service; bilingual school website etc. Staff are also required to differentiate the curriculum and make reasonable adjustments when required to meet the needs of every pupil.

### **‘Should the Welsh language be forced?’**

International evidence, cited by the Welsh Government, confirms that the most effective way of developing bilingual children is to immerse them in the less common language whilst also developing their skills in the more common language. This is consistent with national policy to expand Welsh medium education in order to develop increasing numbers of fully bilingual young people and to enable more children to benefit from the advantages of bilingualism, gathered through international research.

### **‘Will learning through the medium of Welsh affect later life opportunities?’**

Yes, but probably for the better. It is the belief of the department, based upon international evidence and local experience, that children benefit from a truly bilingual education, which provides wider skills developments, such as cognitive ability, task understanding and flexibility, enhanced powers of concentration etc. and that all children should receive these opportunities. Being bilingual or multilingual also broadens individuals' cultural experiences and can enhance career prospects. Bilingualism will increasingly over time become an employment skill and possessing Welsh language skills will increasingly over time give individuals a competitive advantage when seeking employment.

### **‘Does learning through the medium of Welsh segregate English speaking pupils/families?’**

On the contrary, learning through the medium of Welsh provides all children with opportunity to become fully bilingual with the skills to be able to read, write and speak in both Welsh and English languages by the time that they leave primary school. In Welsh medium schools/streams, children receive their education principally through the medium of Welsh with English being taught as a subject in Key Stage 2 and used as a medium of instruction. Learning through the medium of Welsh also helps family/community members with the opportunity to develop their Welsh language skills.

### **‘Will children with additional learning needs be able to learn through the medium of Welsh?’**

Carmarthenshire County Council's policy is that all its schools should be inclusive, with children with additional learning needs being educated in a mainstream setting alongside their peers wherever possible. In the vast majority of cases, this is achieved, with all children benefitting. All pupils with additional learning needs have specific individual plans based on their circumstances and a tailored support programme is provided according to need. Generally,

an additional learning need is not a barrier to learning two languages. There will be rare instances, however where a child may be diagnosed with a condition that is not conducive to a fully bilingual education. In these circumstances a package of support is identified by professional practitioners and discussed with parents.

### 3.3 Bilingualism in Carmarthenshire

Further information can be found using the following links:

- **Cymraeg gyda'r plant / Welsh with your kids- give it a go!**

<http://newsroom.carmarthenshire.gov.uk/media/1214148/gd4808-taflencymraegiplant4-002.pdf>

Within this booklet you will find a number of useful Welsh words and phrases which can be used to practise the Welsh language with young children. This will help them to speak naturally and confidently.

- **Bod yn Ddwieithog... yn Sir Gâr / Being Bilingual... in Carmarthenshire**

<https://www.carmarthenshire.gov.wales/media/1216432/being-bilingual.pdf>

This booklet details what it means to be bilingual whilst highlighting the advantages that can be achieved from being bilingual in areas such as education, career, health and life. In addition, within this booklet you will find the answers to many common parental concerns regarding the Welsh language.

- **Welcome to Wales    Welcome to Carmarthenshire    Welcome to Welsh**

<http://newsroom.carmarthenshire.gov.wales/media/1216436/welcome-pack.p>

This booklet has been prepared by Carmarthenshire County Council to welcome newcomers to its bilingual County. Within the booklet you will find information on how the Welsh language is used in Carmarthenshire along with details on where you can find Welsh language support and useful websites to visit to develop your Welsh language skills.



## 4. The Consultation Process

The consultation on this proposal will follow guidelines established by the Welsh Government as stated in the School Organisation Code (2018).

### Who will be consulted?

This document will be sent to the following interested parties:

Staff (Teaching and Ancillary)	Director of Education – All Neighbouring Authorities
Governors and Parents/Guardians	Diocesan Director of Education Church in Wales and RC
Local County Councillors	Estyn
Community Councillors	Regional Transport Consortium
Assembly Member (AM) / Regional Members / Members of Parliament (MP)	Neighbouring Primary and Secondary schools
Welsh Ministers	All relevant unions
SEN Partners	Welsh Language Commissioner
LA Special Educational Needs Division	Local Police and Crime Commissioner
ERW – Education through Regional Working	Flying Start
	Child Care / Early Years
Communities for Work +	Public Services Board
Communities for Work	Legacy
Fusion	Families First Carmarthenshire

**\*Copies of the consultation document will be sent to the Head teacher and Chair of Governors of the surrounding catchment area schools of schools subject to proposals.**

## Consultation Period

The consultation period for the proposals starts on 20<sup>th</sup> May 2019 and ends on 30<sup>th</sup> June 2019.

Consultees can submit their views in favour of or against a proposal. Responses received during the consultation period will not be treated as statutory objections. If consultees wish to object, they will need to do so in writing during the statutory objection period outlined on page 15.

### Considering your views

During the consultation period you can ask questions and express your views by writing a letter to the address below or by completing an online survey using the following link:

<https://www.snapsurveys.com/wh/s.asp?k=154832236066>

Letters should be sent to the following address by no later than noon on 30<sup>th</sup> June 2019:

Mr Gareth Morgans, Director of Education and Children's Services,  
Building 2, St. David's Park, Jobs Well Road, Carmarthen, SA31 3HB  
Or E-mail to: [DECMEP@carmarthenshire.gov.uk](mailto:DECMEP@carmarthenshire.gov.uk)

### Drop in sessions

There will be an opportunity to attend a drop in session to ask questions and discuss the proposal at the following dates and times:

Location	Date	Time
Ysgol Llys Hywel	4 <sup>th</sup> June 2019	5-7pm
Ysgol Y Ddwylan	5 <sup>th</sup> June 2019	5-7pm
Ysgol Griffith Jones	6 <sup>th</sup> June 2019	5-7pm
Ysgol Llangynnwr	7 <sup>th</sup> June 2019	5-7pm

Please attend the location date and time related to the school subject to proposal that you wish to discuss.

### Consultation with Pupils

There will be an opportunity for the pupils of the schools subject to the proposals to participate in the consultation process during a session which will be conducted at the schools.

The information gathered from the consultation with pupils will form part of the consultation report which will be submitted to the Executive Board for consideration following the consultation period.

## **Consultation Report**

A Consultation Report will be published on Carmarthenshire County Council's website at least 2 weeks before a decision is made on whether or not to proceed to publish a statutory notice. Hard copies of the report will also be available on request. The report will summarise the issues raised by consultees and provide Carmarthenshire County Council's response to these issues. The report will also contain Estyn's view of the proposal and details of consultation undertaken with the pupils.

The Executive Board of Carmarthenshire County Council will consider the consultation report and decide whether or not to proceed with the proposal.

If the Executive Board decides to continue with the proposal Carmarthenshire County Council must publish a statutory notice.

## **Statutory Notice**

The statutory notice will be published on Carmarthenshire County Council's website and posted at the schools subject to proposals. Copies of the notice will be made available to the schools to distribute to pupils, parents, guardians, and staff members (the schools may also distribute the notice by email).

### **Statutory Objection Period**

The statutory notice will set out the details of the proposal and invite anyone who wishes to object to do so in writing within a period of 28 days. If objections are received an objection report will be published on the Carmarthenshire County Council website. Hard copies of the report will also be available on request. The report will summarise the issues raised and provide Carmarthenshire County Council's response to those objections.

## **Determination of Proposal**

Carmarthenshire County Council will determine the proposal. The County Council may decide to approve, reject or approve the proposal with modifications. In doing so, the County Council will take into account any statutory objections that it received.

### **Decision Notification**

Following determination of proposals all interested parties will be informed and advised of the availability of the decision which will be

published electronically on Carmarthenshire County Council's website.

## The Statutory Process Time-Table

The statutory process and timetable will be as follows:

20 <sup>th</sup> May 2019	Issue of this consultation document to identified and other interested parties.
30 <sup>th</sup> June 2019	Closing date for views on the proposal to be received by the Department for Education and Children.
10 <sup>th</sup> September 2019	<p>A Consultation Report will be taken to the Executive Board and published on Carmarthenshire County Council's website at least 2 weeks before a decision is made on whether or not to proceed to publish a statutory notice. OR alternatively proposal ends.</p> <p>If the decision is made to proceed then a statutory notice will be published. The notice will outline details of the proposal and be published on the Council's web site and be displayed near the entrance of the school and schools which are subject to the proposals. Copies of the notice will be made available to the school to distribute to parents, guardians and staff members.</p> <p>Following publication there will be a 28 day period during which time formal written objections will be invited.</p> <p>The statutory notice will give details on how you may record your objections to the proposal.</p>
October 2019	End of formal 28 day notice period for objections. County Council will determine the proposal. The County Council may decide to approve, reject or approve the proposal with modifications, in doing so the County Council will take into account any statutory objections received.
February 2020	<p>Deadline to notify parents of intention to implement proposal.</p> <p>Following determination of proposals all interested parties will be informed and advised of the availability of the decision which will be published electronically on Carmarthenshire County Council's website.</p>

## 5. School (s) subject to proposals

		<b>Ysgol Y Ddwylan</b>	<b>Ysgol Griffith Jones</b>	<b>Ysgol Llangynnwr</b>	<b>Ysgol Llys Hywel</b>
<b>School Location</b>		Newcastle Emlyn, SA38 9BA	Station Road, St Clears, SA33 4BT	Penymorfa Lane, Pensarn, Carmarthen SA31 2NN	Whitland, SA34 0QB
<b>Age Range</b>		4-11	3-11	3-11	4-11
<b>School Category</b> (Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])		Community	Community	Community	Community
<b>Language Category</b>		Dual Stream	Dual Stream	Dual Stream	Dual Stream
<b>Number of registered Pupils (January 2018)</b>	<b>Nursery Age</b>	24	50	37	14
	<b>Reception – Y.6</b>	340	255	273	117
	<b>Total</b>	364	305	310	131
<b>Number of pupils previously on the register</b>	<b>January 2017</b>	327	288	322	134
	<b>January 2016</b>	315	281	319	125
	<b>January 2015</b>	314	272	311	112
	<b>January 2014</b>	293	258	289	112
<b>Pupil Projections</b>	<b>January 2019</b>	364	312	313	138
	<b>January 2020</b>	347	296	311	143
	<b>January 2021</b>	337	295	316	145
	<b>January 2022</b>	333	300	316	147
	<b>January 2023</b>	327	291	316	140
<b>Capacity (including nursery age)</b>		337	337	301	164
<b>Cost per pupil</b>		£3,434	£3,320	£3,302	£3,727
<b>School Budget</b>		£1,250,000	£958,000	£992,000	£492,000

<b>School Categorisation 2018</b>	Amber	Yellow	Green	Green
<b>Estyn Inspection Result</b>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
<b>Building Condition Category</b>	B	B	B	B

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## 6. The proposal-Ysgol Y Ddwylan

### The Proposal

The proposal is to change the nature of provision in the Foundation Phase from dual stream to Welsh medium.

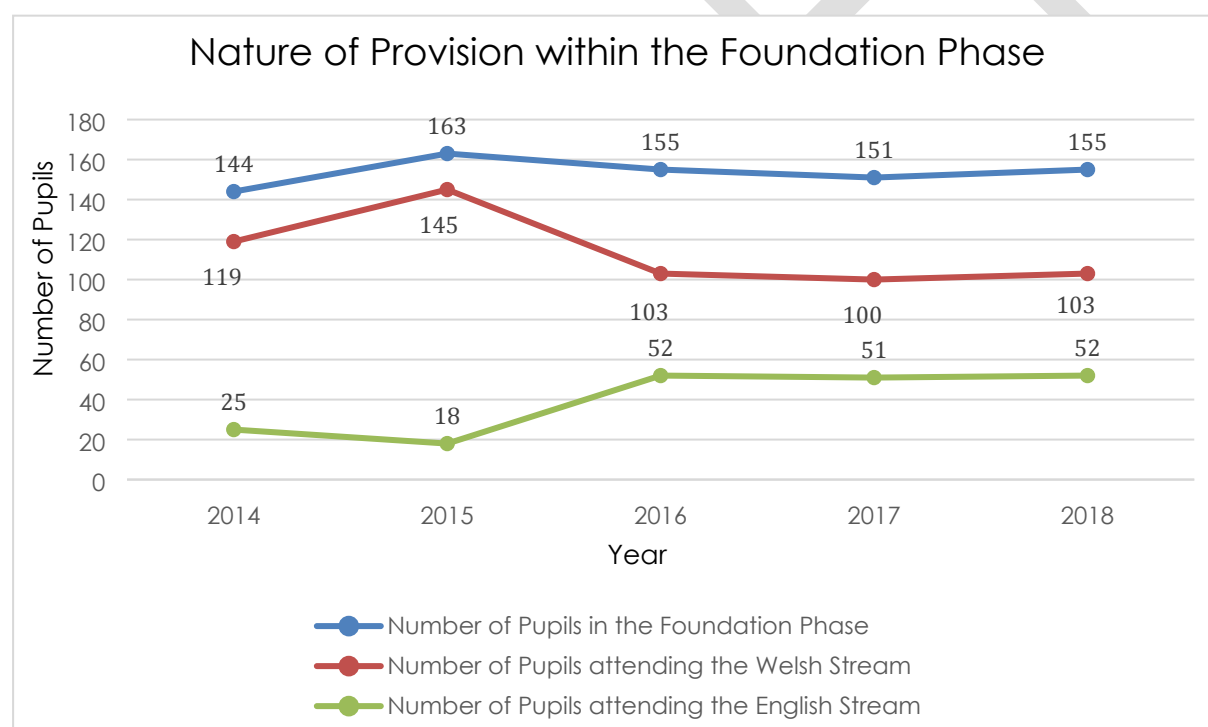
### Background

Ysgol Y Ddwylan is a dual stream primary school based in Newcastle Emlyn. The school provides education to pupils between the ages of 4-11 years old.

### Rationale for Change

#### Foundation Phase data

The graph below shows the relationship between the language streams and the number of pupils within the Foundation Phase at Ysgol Y Ddwylan between January 2014-2018.



As can be seen from the graph above, the number of pupils attending the English stream Foundation Phase at Ysgol Y Ddwylan is considerably lower than those attending the Welsh stream Foundation Phase. Pupil numbers in the English stream Foundation Phase ranged between 18-52 during January 2014-2018 whereas pupil numbers in the Welsh stream ranged between 100-145 pupils.

When considering the number of pupils attending the Foundation Phase as a whole, 66% attend the Welsh stream whilst only 34% attend the English stream (January 2018).

In comparison with whole school pupil numbers (364 pupils), the number of children attending the English stream within the Foundation Phase in January 2018 equate to 14% of the whole school population.

## **Whole School data**

		<b>Foundation Phase</b>	<b>Key Stage 2</b>	<b>Total</b>
<b>2018</b>	Welsh Medium	103	105	208
	English Medium	52	104	156
	<b>Total</b>	<b>155</b>	<b>209</b>	<b>364</b>
<b>2017</b>	Welsh Medium	100	101	201
	English Medium	51	75	126
	<b>Total</b>	<b>151</b>	<b>176</b>	<b>327</b>
<b>2016</b>	Welsh Medium	103	91	194
	English Medium	52	69	121
	<b>Total</b>	<b>155</b>	<b>160</b>	<b>315</b>
<b>2015</b>	Welsh Medium	145	73	218
	English Medium	18	78	96
	<b>Total</b>	<b>163</b>	<b>151</b>	<b>314</b>
<b>2014</b>	Welsh Medium	119	73	192
	English Medium	25	76	101
	<b>Total</b>	<b>144</b>	<b>149</b>	<b>293</b>

(January PLASC data)

As can be seen from the table above, the number of children attending the English stream at Key Stage 2 is greater than the number of children attending the English stream at Foundation Phase.

## **Advantages and Disadvantages of the proposal**

### **Advantages**

- Opportunity for pupils to gain early immersion in the Welsh language from a young age.
- Allows pupils to gain a firm foundation in the Welsh language



- Provides pupils with enhanced linguistic skills for further development in Key Stage 2

### **Disadvantages**

- Potential local community resistance to the proposal
- Statutory process required to implement the proposal

### **Risks and Counter Measures**

<b>Risk</b>		<b>Counter Measure</b>
1.	Failure to obtain statutory approval to implement the proposal.	- Follow guidelines as set out in the School Organisation Code 2018.

### **Financial Implications-Revenue**

Ysgol Y Ddwylan is funded in accordance with the County Council's Fair Funding policy and will receive resources on the same basis as any other school within the County Council, based on the new school's pupil numbers and facilities.

### **Admission Arrangements**

The County Council is the Admissions Authority for Ysgol Y Ddwylan.

The School Governance and Admissions Unit,  
Carmarthenshire Local Authority,  
Department for Education and Children,  
Block 2,  
Main Building,  
St. David's Park,  
Carmarthen. SA31 3HB

Tel No: 01267 246449

E-mail: [admissions@carmarthenshire.gov.uk](mailto:admissions@carmarthenshire.gov.uk)

## Alternative Options Considered

In developing a preferred option the Authority considered a range of alternative options.

### Option 1 –Status Quo- no change to nature of provision

Advantages	Disadvantages
No statutory process required	Does not support Welsh Government aim of 1 million Welsh speakers by 2050
No Change for stakeholders	Does not meet the aims of the County's WESP

### Option 2 –Change in nature of Foundation Phase provision (Welsh Medium Foundation Phase and Dual Stream Key Stage 2)

Advantages	Disadvantages
Increases pupils' early linguistic skills	Requires statutory process
Parental choice of language medium remains in Key Stage 2	
Supports the aims of the County's WESP	

### Option 3 –Change in nature of the whole school's provision (Welsh Medium Foundation Phase and Key Stage 2)

Advantages	Disadvantages
Generates bilingual citizens	Requires statutory process
Meets the aim of the county's WESP	

## School Catchment Area

There will be no change to the current school catchment area.

## Secondary School Transfers

There will be no change to the current transfer arrangements for pupils in respect of Secondary education.

Schools that may be affected by the proposal to change the nature of provision at Ysgol Y Ddwylan:

		Penboyr Church in Wales V A Primary School	Hafodwenog Primary School	Cynwyl Elfed Community School	Ysgol Clydau	Ysgol Y Frenni	Cilgerran Church in Wales VC School	Ysgol Gymunedol Beulah	Ysgol Gymunedol Cenarth	Ysgol Gymunedol Trewen
<b>School Location</b>		Felindre, Llandysul, SA44 5XG	Trelech, Carmarthen, SA33 6RU	Cynwyl Elfed, Carmarthen SA33 6TR	Tegryn Llanfyrnach Pembrokeshire SA35 0BE	Crymych Pembrokeshire SA41 3QH	Cilgerran Cardigan Pembrokeshire SA43 2SB	Beulah Newcastle Emllyn Ceredigion SA38 9QB	Cenarth Castell Newydd Emllyn Sir Gâr SA38 9JP	Cwm-Cou Castell Newydd Emllyn Ceredigion SA38 9PE
<b>County</b>		Carmarthenshire			Pembrokeshire			Ceredigion		
<b>Age Range</b>		4-11	4-11	4-11	4-11	3-11	3-11	4-11	3-11	4-11
<b>School Category</b> (Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])		Voluntary Aided	Community	Community	Community	Community	Voluntary Controlled	Community	Community	Community
<b>Language Category</b>		Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium
<b>Number of registered Pupils (January 2018)</b>	<b>Nursery Age</b>	6	5	7	0	10	14	0	7.5	0
	<b>Reception – Y.6</b>	75	29	66	48	172	107	18	42	18
	<b>Total</b>	81	34	73	48	182	121	18	49.5	18
<b>Number of pupils previously on the register</b>	<b>January 2017</b>	103	36	71	58	179	120	19	55 + 6	40
	<b>January 2016</b>	112	35	78	63	203	132	29	65 + 6.5	48
	<b>January</b>	106	39	74	53	206	131	31	67 + 11	52

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	January 2014	120	40	69	53	199	129	29	68 + 6.5	52
Pupil Projections	January 2019	77	35	80	55	172	115	19	42	16
	January 2020	72	34	84	57	172	120	13	37	15
	January 2021	74	37	88	56	168	117	11	38	12
	January 2022	75	38	88	59	161	121	10	40	10
	January 2023	76	39	91	58	159	122	7	38	10
Capacity		101	86	94	71	210	133	41	73 + 10 nursery	58
Cost per pupil		£3,617	£4,665	£3,375	£5063	£3831	£4000	£7607	£4630	£8480
School Budget		£297,000	£159,000	£246,000	£243,000	£678,000	£456,000	£136,917	£229,196	£152,636
School Categorisation 2018		Green	Amber	Amber	Yellow	Yellow	Yellow	Amber	Amber	Amber
Estyn Inspection Result		<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
Building Condition Category		B	B	B	C	A	B	C	C	C

## **Evaluation of Present Arrangements**

### **Quality and standards in education**

#### **Standards in Foundation Phase**

Most pupils make good progress from their starting point and from one phase to another. Many pupils with additional learning needs achieve soundly against their personal targets. Generally, pupils in receipt of free school meals make good progress from their starting point. Most pupils demonstrate a sound knowledge of literacy and numeracy skills and their ICT skills are developing appropriately.

#### **Teaching and learning experiences**

Most of the teaching, and its impact on most pupils' learning and progress is good. However, systems to lead and improve teaching and learning are not fully developed and embedded. The identification and sharing of effective practice and its impact on improving learning and teaching across the school as a whole is developing appropriately.

#### **Care support and guidance**

The school is a caring community, respecting the pupils' voice and wellbeing. Most pupils are conscientious and take their responsibilities seriously. For example, members of the school council undertake their responsibilities well and as a result they have a sound understanding of their leadership roles within the school. Nearly all pupils understand the importance of eating and drinking healthily, and take part in exercise activities regularly, such as playground games and mile a day activity. Provision for pupils' additional needs is strong and their needs are identified at an early stage.

#### **Leadership and management**

- The school's leaders have established a vision and strategic objectives. Leaders manage change successfully in some areas. In other areas change is not embedded successfully and so does not lead to sustained improvement. Self-evaluation is effective in some areas but not in others.
- Leaders and staff have a clear understanding of the need to improve outcomes but targets and expectations for pupils' future achievement are not always challenging enough.
- Leaders and staff take advantage of opportunities to work with schools and other partners. Collaboration is developing well, for example the cluster literacy project.

## Impact of the proposal on the above

- It is a concern that there is a current decline in pupil number intake possibly as a direct impact of a neighbouring Welsh medium 3-19 school which parents are opting for due to the 'wrap around care' offered.
- We need to consider the long term effect on Ysgol Gyfun Emlyn who are currently experiencing a significant decline in pupil numbers due to the influx of pupils selecting the neighbouring 3-19, Welsh medium school. Strengthening the Welsh medium provision in the foundation Phase at Y Ddwylan will support the developing Welsh medium culture at Ysgol Emlyn, in line with the aims of the WESP.
- Currently pupils are taught across 14 classes. There are 8 Welsh medium classes and 6 English medium classes. Nursery age and reception classes are solely Welsh and parents choose a language stream from year 1 onwards.
- The change in the nature of provision at Foundation Phase from dual stream to Welsh medium will ensure that the school is moving along the local authority's WESP continuum plan.

### **Catchment Area Analysis – January PLASC 2018 Data**

Each school has an area that it serves, referred to as the catchment area. Each school is expected to accommodate pupils from within its catchment area and schools must have regard for this ongoing demand.

Most parents send their child to their local school but parents have a right to state a preference for other schools.

#### **Pupils attending the school from inside / outside the catchment**

Based on January PLASC 2018 data, the geographical data in relation to the pupil distribution for Ysgol Y Ddwylan catchment area indicated that of the 364 pupils on roll, 138 lived within the catchment area, whilst the remaining 226 were from outside the catchment area.

#### **Pupils living in the catchment area attending other schools.**

Based on January PLASC 2018 data, 9 pupils lived within the Ysgol Y Ddwylan catchment area attended other schools.

Taking into consideration the 138 pupils living within the catchment area attending Ysgol Y Ddwylan, and the 9 pupils living within the catchment area but attending other schools, a total of 147 pupils are living within the catchment area of Ysgol Y Ddwylan.

#### **Other facilities or services provided by the school e.g. after school clubs/breakfast Club/community Library**

Ysgol Y Ddwylan offers a Breakfast Club, After School Club and a Holiday Care Club through the medium of Welsh.

#### **Other facilities the school provides e.g. club/play Group/community Council**

The hall is used by local groups for fitness lessons. In addition, the local Urdd department also use the hall occasionally.

#### **Effect of the proposal on the school/community**

The implementation of the Welsh medium Foundation Phase will ensure that the community of Newcastle Emlyn continues to thrive as a bilingual one and helps towards realising Wales' national ambition of having a million Welsh speakers by 2050. The proposal will provide all pupils joining the school with the opportunity to develop their Welsh language skills from an earlier age.

Carmarthenshire County Council's vision is to provide a service, which will ensure access to high quality learning opportunities for all children, young people and adults, this enabling the achievement of their full potential within the context of the unique bilingual nature of the county.

This proposal supports the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017 – 2020. The proposal will allow greater opportunities for access to early Foundation Phase Welsh medium education within the Newcastle Emlyn area.

### **Language Category**

Ysgol Y Ddwylan is categorised as a Dual Stream Primary School.

### **Standards**

In Foundation Phase, pupils are assessed in different areas of learning. Based on 2018 data, 79.2% of pupils achieved at least Outcome 5 in 'Language, Literacy and Communication (in Welsh)', whilst 33.3% of pupils achieved at least Outcome 6. In Key Stage 2, pupils are assessed in each of the core subjects. Based on 2018 data, 94.1% of pupils achieved at least Level 4 in Welsh first language whilst 29.4% achieved at least Level 5.

### **After school activities which provide additional opportunities to use the Welsh language**

The school offers at least 7 extra-curricular clubs which provide pupils with additional opportunities to use the Welsh language. These range from creative activities to sports club.



### **Carmarthenshire County Council Assessing Impact**

#### **The Equality Act 2010**

The Equality Act 2010 (the Act) brings together and replaces the previous anti-discrimination laws with a single Act. It simplifies and strengthens the law, removes inconsistencies and makes it easier for people to understand and comply with it. The majority of the Act came into force on 1 October 2010.

The Act includes a new public sector equality duty (the 'general duty'), replacing the separate duties on race, disability and gender equality. This came into force on 5 April 2011.

#### **What is the general duty?**

The aim of the general duty is to ensure that public authorities and those carrying out a public function consider how they can positively contribute to a fairer society through advancing equality and good relations in their day-to-day activities. The duty ensures that equality considerations are built into the design of policies and the delivery of services and that they are kept under review. This will achieve better outcomes for all.

The duties are legal obligations. Failure to meet the duties may result in authorities being exposed to legal challenge.

Under equality legislation, public authorities have legal duties to pay 'due regard' to the need to eliminate discrimination and promote equality with regard to race, disability and gender, including gender reassignment, as well as to promote good race relations. The Equality Act 2010 introduces a new public sector duty which extends this coverage to age, sexual orientation, pregnancy and maternity, and religion or belief. The law requires that this duty to pay 'due regard' be demonstrated in the decision making process. It is also important to note that public authorities subject to the equality duties are also likely to be subject to the obligations under the Human Rights Act and it is therefore wise also to consider the potential impact that decisions could have on human rights as part of the same process.

## **Carmarthenshire's approach to Equality Impact**

In order to ensure that the council is considering the potential equality impact of its proposed policies and practices, and in order to evidence that we have done so, every proposal will be required to be supported by the attached Equality Impact Assessment. Where this assessment identifies a significant impact then more detail may be required.

### **Reporting on assessments**

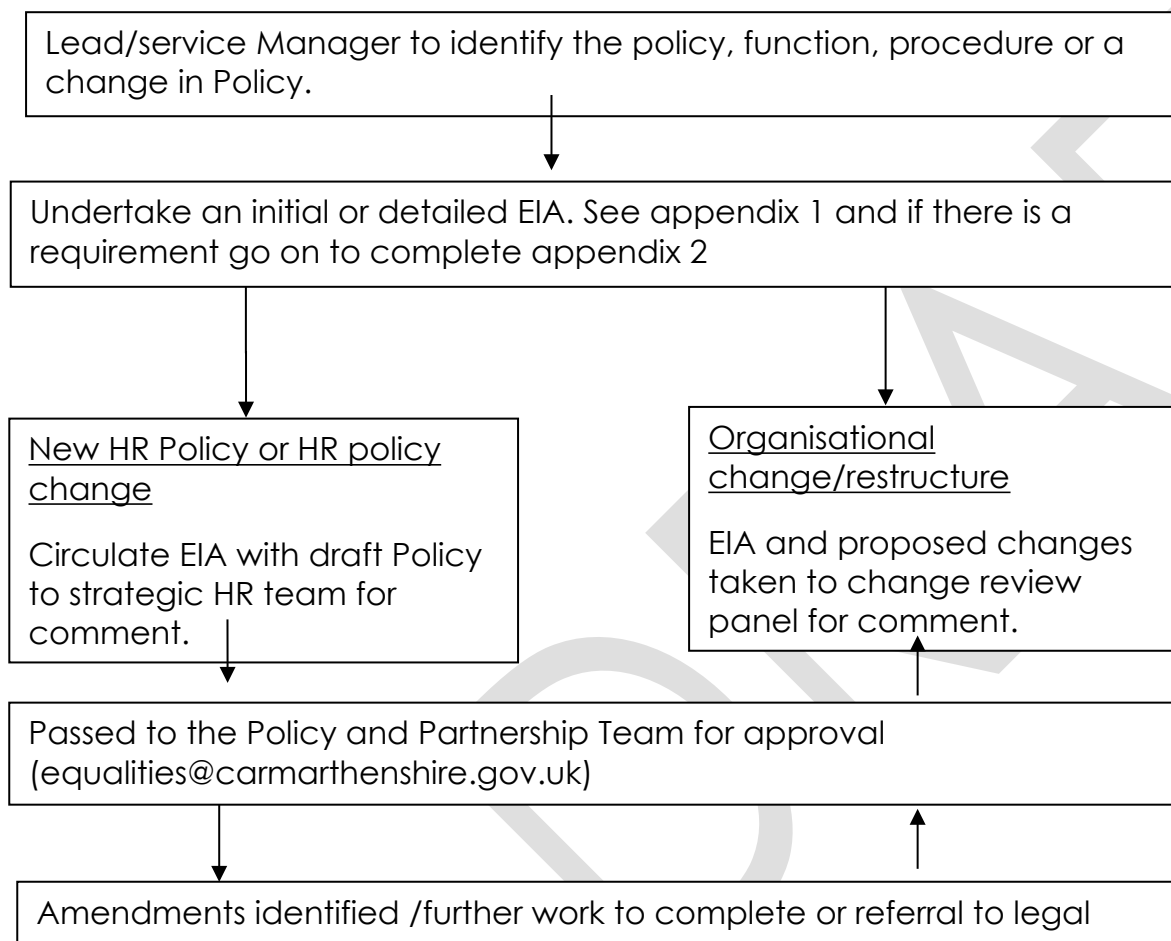
Where it is clear from the assessment that the likely impact on the authority's ability to meet the general duty is substantial, then it must publish a report.

### **Initial and Detailed Equality Impact Assessments**

The initial EIA (appendix 1) is a simple and quick method of assessing the effect of a policy, function, procedure, decision including financial cuts on one or more of the protected characteristics.

The Service Manager responsible for the relevant new or revised policies, functions, procedures and financial decisions must undertake, at least, an initial EIA and where relevant a detailed Equality Impact Assessment (appendix 2); EIA must be attached as background paper with reports to Executive and Scrutiny.

## **Equality impact assessment – Process to follow where HR implications have been identified**



## Initial Equalities Impact Assessment Template

## Appendix 1

<b>Department:</b> Education & Children	<b>Completed by (lead):</b> Sara Griffiths	<b>Date of initial assessment:</b> February 2019 <b>Revision Dates:</b> February 2020
<b>Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)</b>	The proposal is to change the nature of provision in the Foundation Phase at Ysgol Y Ddwylan, from dual stream to Welsh Medium.	
<b>Is this existing or new function/policy, procedure, practice or decision?</b>	School Re-organisation Proposal – Modernising Education Programme	
<b>What evidence has been used to inform the assessment and policy? (please list only)</b>		
<ul style="list-style-type: none"> <li>• 21<sup>st</sup> Century Schools Programme</li> <li>• Modernising Education Programme</li> <li>• School Organisation Code 2018</li> <li>• PLASC Data 2018</li> </ul>		

<b>1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.</b>	The proposal aims to respond to WG 'A Million Speakers by 2050, Carmarthenshire County Council's Welsh in Education Strategic Plan and the authority's vision for creating a bilingual Carmarthenshire by increasing Welsh medium provision at Ysgol Y Ddwylan.		
<b>The Public Sector Equality Duty requires the Council to have "due regard" to the need to:-</b>  <b>(1)</b> eliminate unlawful discrimination, harassment and victimisation;  <b>(2)</b> advance equality of opportunity between	<b>2. What is the level of impact on each group/ protected characteristics in terms of the three aims of the duty? Please indicate high (H) medium (M), low (L), no effect (N) for each.</b>	<b>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</b>	<b>4. If there is a disproportionately negative impact what mitigating factors have you considered?</b>

different groups; and  <b>(3)</b> foster good relations between different groups  (see guidance notes)			<b>Risks</b>	<b>Positive effects</b>	
Protected characteristics	<b>Age</b>	N	Neutral	Foundation Phase Pupils will be immersed in the Welsh language.	
	<b>Disability</b>	L	ALN pupils will be supported appropriately as required.		
	<b>Gender reassignment</b>	N	Neutral		
	<b>Race</b>	N	Neutral		
	<b>Religion/Belief</b>	N	Neutral		
	<b>Pregnancy and maternity</b>	N	Neutral		
	<b>Sexual Orientation</b>	N	Neutral		
	<b>Sex</b>	N	Neutral		
	<b>Welsh language</b>	L	Neutral	This proposal is to change the nature of	

			provision in the Foundation Phase to Welsh medium which will support the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017-2020.	
Any other area	L	Neutral		

**5. Has there been any consultation/engagement with the appropriate protected characteristics?**

YES ☒ NO ☐

Informal and formal consultation will be undertaken as stated in the School Organisation Code.

Appropriate consultation will be undertaken with all relevant stakeholders.

**6. What action(s) will you take to reduce any disproportionately negative impact, if any?** Ensure that all key stakeholders are fully informed at each stage of the consultation.

**7. Procurement**

<p>Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. N/A</p> <p>Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.</p>		
<p><b>8. Human resources</b></p> <p>Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? N/A</p>		
<p><b>9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment?</b> (recommended if one or more H under section 2)</p>	<p>YES <input type="checkbox"/></p>	<p><input checked="" type="checkbox"/> NO</p>
<p><b>Approved by:</b></p> <p>Head of Service</p>	<p>Simon Davies</p>	<p><b>Date:</b> March 2019</p>

## 7. The proposal-Ysgol Griffith Jones

### The Proposal

The proposal is to change the nature of provision in the Foundation Phase from dual stream to Welsh medium.

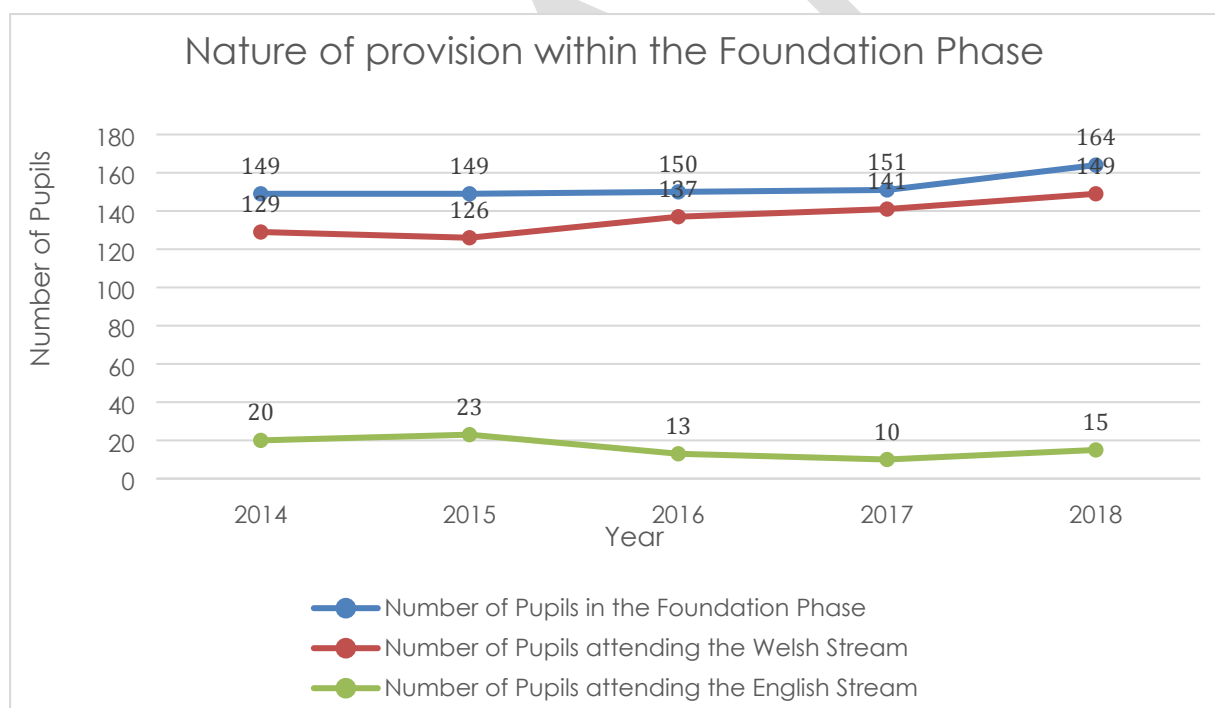
### Background

Ysgol Griffith Jones is a dual stream primary school based in the village of St Clears. The school provides education to pupils between the ages of 3-11 years old.

### Rationale for Change

#### Foundation Phase data

The graph below shows the relationship between the language streams and the number of pupils within the Foundation Phase at Ysgol Griffith Jones between January 2014-2018.



As can be seen from the graph above, the number of pupils attending the English stream Foundation Phase at Ysgol Griffiths Jones is significantly lower than those attending the Welsh stream. Pupil numbers in the English stream Foundation Phase have ranged between 10-23 during January 2014-2018 whereas pupil numbers in the Welsh stream have ranged between 126-149 pupils.



When considering the number of pupils attending the Foundation Phase as a whole, 91% attend the Welsh stream whilst only 9% attend the English stream (January 2018).

In comparison with whole school pupil numbers (305 pupils), the number of children attending the English stream within the Foundation Phase in January 2018 equate to 5% of the whole school population.

### **Whole School data**

		<b>Foundation Phase</b>	<b>Key Stage 2</b>	<b>Total</b>
<b>2018</b>	Welsh Medium	149	101	250
	English Medium	15	40	55
	<b>Total</b>	<b>164</b>	<b>141</b>	<b>305</b>
<b>2017</b>	Welsh Medium	141	99	240
	English Medium	10	38	48
	<b>Total</b>	<b>151</b>	<b>137</b>	<b>288</b>
<b>2016</b>	Welsh Medium	137	94	231
	English Medium	13	37	50
	<b>Total</b>	<b>150</b>	<b>131</b>	<b>281</b>
<b>2015</b>	Welsh Medium	126	80	206
	English Medium	23	43	66
	<b>Total</b>	<b>149</b>	<b>123</b>	<b>272</b>
<b>2014</b>	Welsh Medium	129	72	201
	English Medium	20	37	57
	<b>Total</b>	<b>149</b>	<b>109</b>	<b>258</b>

(January PLASC data)

As can be seen from the table above, the number of children attending the English stream at Key Stage 2 is greater than the number of children attending the English stream at Foundation Phase.

## Advantages and Disadvantages of the proposal

### Advantages

- Opportunity for pupils to gain early immersion in the Welsh language from a young age.
- Allows pupils to gain a firm foundation in the Welsh language
- Provides pupils with enhanced linguistic skills for further development in Key Stage 2

### Disadvantages

- Potential local community resistance to the proposal
- Statutory process required to implement the proposal

## Risks and Counter Measures

Risk		Counter Measure
1.	Failure to obtain statutory approval to implement the proposal.	- Follow guidelines as set out in the School Organisation Code 2018.

## Financial Implications-Revenue

Ysgol Griffith Jones is funded in accordance with the County Council's Fair Funding policy and will receive resources on the same basis as any other school within the County Council, based on the new school's pupil numbers and facilities.

## Admission Arrangements

The County Council is the Admissions Authority for Ysgol Griffith Jones.

The School Governance and Admissions Unit,  
Carmarthenshire Local Authority,  
Department for Education and Children,  
Block 2,  
Main Building,  
St. David's Park,  
Carmarthen. SA31 3HB

Tel No: 01267 246449

E-mail: [admissions@carmarthenshire.gov.uk](mailto:admissions@carmarthenshire.gov.uk)

## Alternative Options Considered

In developing a preferred option the Authority considered a range of alternative options.

### Option 1 –Status Quo- no change to nature of provision

Advantages	Disadvantages
No statutory process required	Does not support Welsh Government aim of 1 million Welsh speakers by 2050
No Change for stakeholders	Does not meet the aims of the County's WESP

### Option 2 –Change in nature of Foundation Phase provision (Welsh Medium Foundation Phase and Dual Stream Key Stage 2)

Advantages	Disadvantages
Increases pupils' early linguistic skills	Requires statutory process
Parental choice of language medium remains in Key Stage 2	
Supports the aims of the County's WESP	

### Option 3 –Change in nature of the whole school's provision (Welsh Medium Foundation Phase and Key Stage 2)

Advantages	Disadvantages
Generates bilingual citizens	Requires statutory process
Meets the aim of the county's WESP	

## School Catchment Area

There will be no change to the current school catchment area.

## Secondary School Transfers

There will be no change to the current transfer arrangements for pupils in respect of Secondary education.

### Schools that may be affected by the proposal to change the nature of provision at Ysgol Griffith Jones:

		<b>Ysgol Bro Brynach</b>	<b>Meidrim Primary School</b>	<b>Bancyfelin Primary School</b>	<b>Llansteffan Primary School</b>	<b>Laugharne VC Primary School</b>	<b>Llanmiloe Primary School</b>	<b>Ysgol Llys Hywel</b>
<b>School Location</b>		Llanboidy, Whitland SA34 0EL	Meidrim, Carmarthen SA33 5QN	Bancyfelin, Carmarthen SA33 5ND	Carmarthen SA33 5LN	Laugharne SA33 4TE	Llanmiloe, Pendine, SA33 4TU	Whitland SA34 0QB
<b>County</b>		Carmarthenshire						
<b>Age Range</b>		3-11	4-11	4-11	4-11	4-11	4-11	4-11
<b>School Category</b> (Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])		Community	Community	Community	Community	Voluntary controlled	Community	Community
<b>Language Category</b>		Welsh Medium	Welsh Medium	Welsh Medium	Welsh Medium	English with significant Welsh	English Medium	Dual Stream*
<b>Number of registered Pupils (January 2018)</b>	<b>Nursery Age</b>	12	1	3	4	3	5	14
	<b>Reception – Y.6</b>	81	20	32	33	55	33	117
	<b>Total</b>	93	21	35	37	58	38	131
<b>Number of pupils previously on the register</b>	<b>January 2017</b>	96	24	40	32	60	32	134
	<b>January 2016</b>	93	21	41	34	61	36	125
	<b>January 2015</b>	91	20	34	32	64	33	112
	<b>January 2014</b>	96	22	41	35	67	24	112
<b>Pupil Projections</b>	<b>January 2019</b>	91	19	37	36	58	42	138

	<b>January 2020</b>	91	17	34	35	63	44	143
	<b>January 2021</b>	93	20	37	35	61	48	145
	<b>January 2022</b>	93	21	40	37	55	49	147
	<b>January 2023</b>	94	21	35	40	54	46	140
<b>Capacity</b>		120	54	64	62	118	65	164
<b>Cost per pupil</b>		£3,543	£6,502	£4,287	£4,155	£4,111	£3,952	£3,727
<b>School Budget</b>		£329,000	£137,000	£150,000	£154,000	£238,000	£150,000	£492,000
<b>School Categorisation 2018</b>		Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Green
<b>Estyn Inspection Result</b>		<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
<b>Building Condition Category</b>		A	C	C	B	B	C	B

\*Ysgol Llys Hywel is subject to a proposal for a change in nature of provision in the Foundation Phase from dual stream to Welsh medium which can be seen on pages 71-90 of this document.

## **Evaluation of Present Arrangements**

### **Quality and standards in education**

#### **Standards in Foundation Phase**

Effective pupil presentations, role play and drama work are used to enhance confidence when communicating in Welsh. This is evidenced in successful regional competitions where communication skills are judged. For example, in Eisteddfodau. By the end of the Foundation Phase (FP) many pupils use their reading skills successfully across the curriculum, and most pupils develop effective writing skills through carefully planned cross curricular opportunities.

#### **Teaching and learning experiences**

The quality of teaching across the school and the impact on nearly all pupils' learning and progress is good. Nearly all pupils make good progress in developing their Welsh language skills from their school entry. The school has successfully achieved the bronze level for the Siarter Iaith and 'Cymraeg Campus at Key Stage 2' for their Welsh second language learners.

#### **Care support and guidance**

There is a thorough tracking system to identify the needs of all learners, for example, Talkabout, ChATT and positive play. As a result, most learners including vulnerable learners make good progress towards their individual targets

#### **Leadership and management**

The head teacher and the Senior Management team (SMT) have a clear vision and high expectations for the school. Leaders demonstrate an efficient capacity to plan and implement change and sustain improvement successfully in most areas. Leaders are effective in their analysis and use of the available assessments and monitoring reports about the quality of learning and teaching including pupils' skills. As a result there is a well-developed self-evaluation report (SER) that has a clear link with the school development plan (SDP). Linked with the SER is an effective strategic monitoring procedure that has a positive impact towards developing a shared vision for improving learning and teaching standards. Many priorities within last year's school development plan (SDP) have been achieved.

Governors have a very good understanding of the school's strengths and areas for improvement and are highly effective in supporting and challenging the school's performance.

## **Impact of the proposal on the above**

Ysgol Griffith Jones provides education through the medium of Welsh and English across two streams. Nursery and reception classes are solely Welsh. Parents choose a language stream from year 2 onwards. Currently pupils are taught across 12 classes. There are 10 Welsh medium classes and 2 English medium classes. Whilst most of the pupils in both stream speak English at home this does not impact on the number of pupils choosing to attend the Welsh stream.

The change in the nature of provision at Foundation Phase from dual stream to Welsh medium will ensure that the school is moving along the local authority's WESP continuum plan.

DRAFT

### **Catchment Area Analysis – January PLASC 2018 Data**

Each school has an area that it serves, referred to as the catchment area. Each school is expected to accommodate pupils from within its catchment area and schools must have regard for this ongoing demand.

Most parents send their child to their local school but parents have a right to state a preference for other schools.

### **Pupils attending the school from inside / outside the catchment**

Based on January PLASC 2018 data, the geographical data in relation to the pupil distribution for Ysgol Griffiths Jones catchment area indicated that of the 306 pupils on roll, 228 lived within the catchment area, whilst the remaining 78 were from outside the catchment area.

### **Pupils living in the catchment area attending other schools.**

Based on January PLASC 2018 data, 66 pupils lived within the Ysgol Griffith Jones catchment area attended other schools.

Taking into consideration the 228 pupils living within the catchment area attending Ysgol Griffith Jones, and the 66 pupils living within the catchment area but attending other schools, a total of 294 pupils are living within the catchment area of Ysgol Griffith Jones.

### **Other facilities or services provided by the school e.g. after school clubs/breakfast Club/community Library**

The school provide a breakfast and after school club where a proportion of staff speak Welsh.

### **Other facilities the school provides e.g. club/play group/community Council**

The school is a centre for a number of community activities. Keep fit clubs, gardening club as well as concerts are held in the school hall from time to time e.g. Friendly Dementia concert. The community also takes advantage of the school's sports facilities including the football club and St Clears rugby club.

### **Effect of the proposal on the school/community**

The implementation of the Welsh medium Foundation Phase will ensure that the community of St Clears continues to thrive as a bilingual one and helps towards realising Wales' national ambition of having a million Welsh speakers by 2050. The proposal will provide all pupils joining the school with the opportunity to develop their Welsh language skills from an earlier age. The proposal will ensure that all pupils at the school will be able to access Welsh-medium education and ensure inclusion in terms of linguistic opportunities for pupils.



## Appendix B- Welsh Language Impact Assessment

Carmarthenshire County Council's vision is to provide a service, which will ensure access to high quality learning opportunities for all children, young people and adults, this enabling the achievement of their full potential within the context of the unique bilingual nature of the county.

This proposal supports the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017 – 2020. The proposal will allow greater opportunities for access to early Welsh medium education within the St Clears area.

### **Language Category**

Ysgol Griffiths Jones is categorised as a Dual Stream Primary School.

### **Standards**

In Foundation Phase, pupils are assessed in different areas of learning. Based on 2018 data, 96.4% of pupils achieved at least Outcome 5 in 'Language, Literacy and Communication (in Welsh)', whilst 28.6% of pupils achieved at least Outcome 6. In Key Stage 2, pupils are assessed in each of the core subjects. Based on 2018 data, 93.8% of pupils achieved at least Level 4 in Welsh first language whilst 56.3% achieved at least Level 5.

### **After school activities which provide additional opportunities to use the Welsh language**

During the autumn term, extra-curricular clubs were held through the medium of Welsh including a folk dancing club, a fair Trade club and a coding club. Sports clubs are held throughout the year which are again through the medium of Welsh as all school staff are able to speak Welsh. The school competes consistently in the Urdd's competitions, including Cogurdd, sports and the eisteddfod. Full advantage is taken of opportunities to perform through the medium of Welsh in the community e.g. singing in the local church services, singing in the homes of the elderly, taking part in the Town Centre Festival in Carmarthen. The school is working closely with Menter Gorllewin Sir Gâr to inform parents of any opportunities available to use the Welsh language in the community e.g. inviting the Menter to the Christmas fair to share information with parents about their work, giving parents notice of Welsh lessons in the community.

### **Carmarthenshire County Council Assessing Impact**

#### **The Equality Act 2010**

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The aim of the general duty is to ensure that public authorities and those carrying out a public function consider how they can positively contribute to a fairer society through advancing equality and good relations in their day-to-day activities. The duty ensures that equality considerations are built into the design of policies and the delivery of services and that they are kept under review. This will achieve better outcomes for all.

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## **Reporting on assessments**

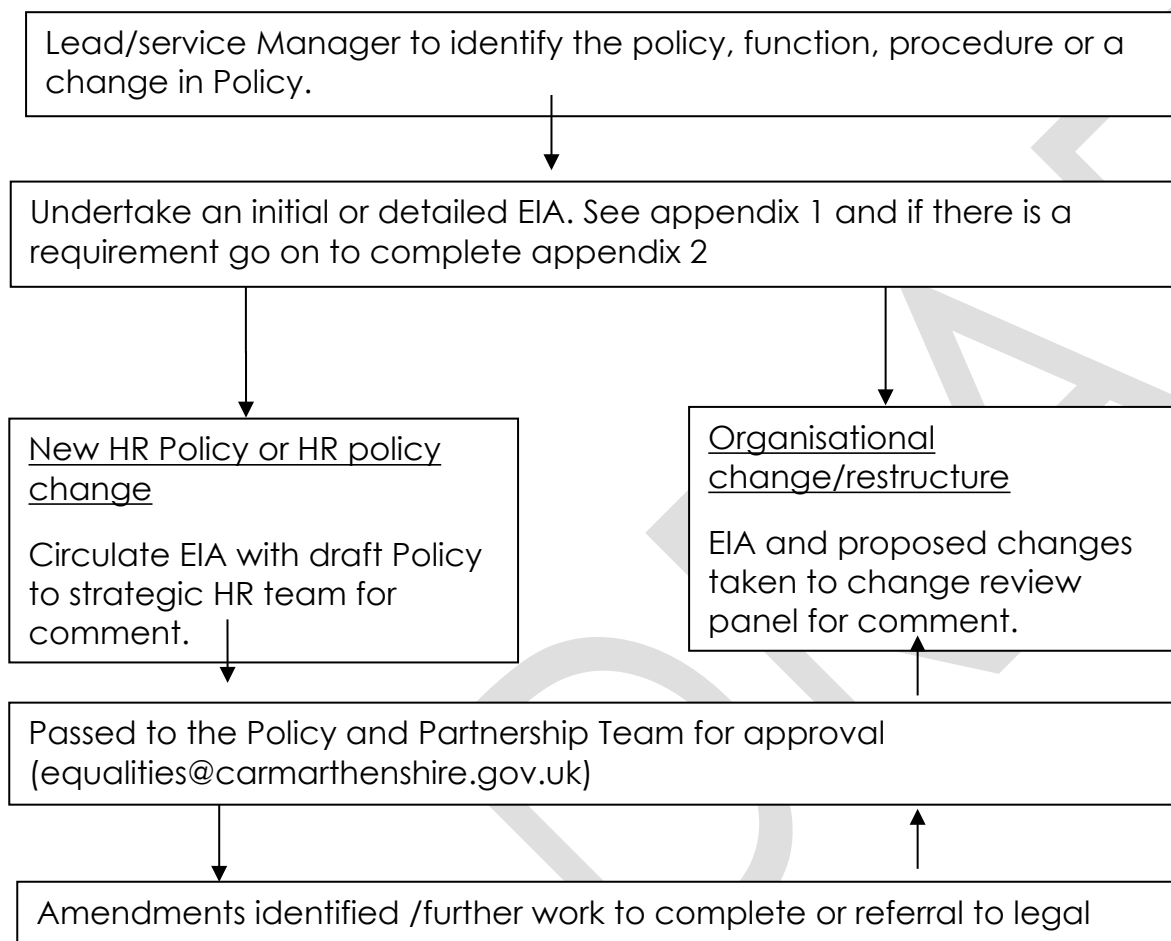
Where it is clear from the assessment that the likely impact on the authority's ability to meet the general duty is substantial, then it must publish a report.

## **Initial and Detailed Equality Impact Assessments**

The initial EIA (appendix 1) is a simple and quick method of assessing the effect of a policy, function, procedure, decision including financial cuts on one or more of the protected characteristics.

The Service Manager responsible for the relevant new or revised policies, functions, procedures and financial decisions must undertake, at least, an initial EIA and where relevant a detailed Equality Impact Assessment (appendix 2); EIA must be attached as background paper with reports to Executive and Scrutiny.

## Equality impact assessment – Process to follow where HR implications have been identified



# Initial Equalities Impact Assessment Template

## Appendix 1

<b>Department:</b> Education & Children	<b>Completed by (lead):</b> Sara Griffiths	<b>Date of initial assessment:</b> February 2019 <b>Revision Dates:</b> February 2020
<b>Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)</b>	The proposal is to change the nature of provision in the Foundation Phase at Ysgol Griffith Jones, from dual stream to Welsh Medium.	
<b>Is this existing or new function/policy, procedure, practice or decision?</b>	School Re-organisation Proposal – Modernising Education Programme	
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<b>1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.</b>	The proposal aims to respond to WG 'A Million Speakers by 2050', Carmarthenshire County Council's Welsh in Education Strategic Plan and the authority's vision for creating a bilingual Carmarthenshire by increasing Welsh medium provision at Ysgol Griffith Jones.		
<b>The Public Sector Equality Duty requires the Council to have "due regard" to the need to:-</b>  (1) eliminate unlawful discrimination, harassment and victimisation;  (2) advance equality of opportunity between	<b>2. What is the level of impact on each group/ protected characteristics in terms of the three aims of the duty? Please indicate high (H) medium (M), low (L), no effect (N) for each.</b>	<b>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</b>	<b>4. If there is a disproportionately negative impact what mitigating factors have you considered?</b>

different groups; and (3) foster good relations between different groups (see guidance notes)			<b>Risks</b>	<b>Positive effects</b>	
Protected characteristics	<b>Age</b>	N	Neutral	Foundation Phase Pupils will be immersed in the Welsh language.	
	<b>Disability</b>	L	ALN pupils will be supported appropriately as required.		
	<b>Gender reassignment</b>	N	Neutral		
	<b>Race</b>	N	Neutral		
	<b>Religion/Belief</b>	N	Neutral		
	<b>Pregnancy and maternity</b>	N	Neutral		
	<b>Sexual Orientation</b>	N	Neutral		
	<b>Sex</b>	N	Neutral		
	<b>Welsh language</b>	L	Neutral	This proposal is to change the nature of	

				provision in the Foundation Phase to Welsh medium which will support the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017-2020.	
	Any other area	L	Neutral		

**5. Has there been any consultation/engagement with the appropriate protected characteristics?**

YES ☒ NO ☐

Informal and formal consultation will be undertaken as stated in the School Organisation Code.

Appropriate consultation will be undertaken with all relevant stakeholders.

**6. What action(s) will you take to reduce any disproportionately negative impact, if any?** Ensure that all key stakeholders are fully informed at each stage of the consultation.

Procurement

<p>Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. N/A</p> <p>Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.</p>		
<p>8. Human resources</p> <p>Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? N/A</p>		
<p>9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment? (recommended if one or more H under section 2)</p>		<p>YES <input type="checkbox"/></p>
		<p><input checked="" type="checkbox"/> NO</p>
<p>Approved by:</p> <p>Head of Service</p>	<p>Simon Davies</p>	<p>Date: March 2019</p>



### The Proposal

The proposal is to change the nature of provision in the Foundation Phase from dual stream to Welsh medium.

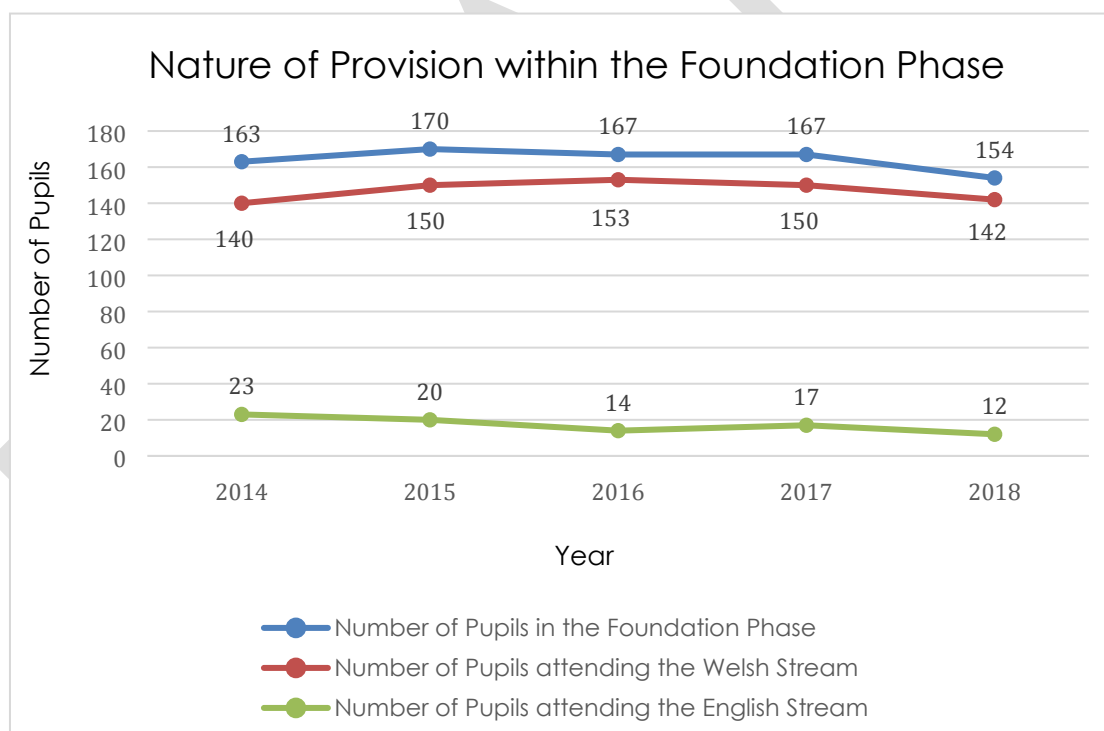
### Background

Ysgol Llangynnwr is a dual stream primary school based in the village of Llangunnor in Carmarthen, providing education to pupils between the ages of 3-11 years old.

### Rationale for Change

#### Foundation Phase Data

The graph below shows the relationship between the language streams and the number of pupils within the Foundation Phase at Ysgol Llangynnwr between January 2014-2018.



As can be seen from the graph above, the number of pupils attending the English stream within the Foundation Phase have generally been declining since 2014 and stand at 12 pupils in January 2018, in contrast with the number of pupils attending the Welsh stream. When considering the number of pupils attending the Foundation Phase as a whole, 92% attend the Welsh stream whilst only 8% attend the English stream (January 2018).

In comparison with whole school pupil numbers (310 pupils), the number of children attending the English stream within the Foundation Phase in January 2018 equate to 4% of the whole school population.

### **Whole School Data**

		<b>Foundation Phase Part Time</b>	<b>Foundation Phase Full Time</b>	<b>Key Stage 2</b>	<b>Total</b>
<b>2018</b>	Welsh Medium	19	123	112	254
	English Medium	0	12	44	56
	<b>Total</b>	<b>19</b>	<b>135</b>	<b>156</b>	<b>310</b>
<b>2017</b>	Welsh Medium	26	124	105	255
	English Medium	0	17	50	67
	<b>Total</b>	<b>26</b>	<b>141</b>	<b>155</b>	<b>322</b>
<b>2016</b>	Welsh Medium	12	141	99	252
	English Medium	0	14	53	67
	<b>Total</b>	<b>12</b>	<b>155</b>	<b>152</b>	<b>319</b>
<b>2015</b>	Welsh Medium	9	141	86	236
	English Medium	0	20	55	75
	<b>Total</b>	<b>9</b>	<b>161</b>	<b>141</b>	<b>311</b>
<b>2014</b>	Welsh Medium	12	128	72	212
	English Medium	0	23	53	76
	<b>Total</b>	<b>12</b>	<b>151</b>	<b>125</b>	<b>288</b>

(January PLASC data)

As can be seen from the table above, it is clear that the number of children attending the English stream at Key Stage 2 is greater than the number of children attending the English stream at Foundation Phase.

### **Advantages and Disadvantages of the proposal**

#### **Advantages**

- Opportunity for pupils to gain early immersion in the Welsh language from a young age.
- Allows pupils to gain a firm foundation in the Welsh language

- Provides pupils with enhanced linguistic skills for further development in Key Stage 2

### **Disadvantages**

- Potential local community resistance to the proposal
- Statutory process required to implement the proposal

### **Risks and Counter Measures**

<b>Risk</b>		<b>Counter Measure</b>
1.	Failure to obtain statutory approval to implement the proposal.	- Follow guidelines as set out in the School Organisation Code 2018.

### **Financial Implications-Revenue**

Ysgol Llangynnwr is funded in accordance with the County Council's Fair Funding policy and will receive resources on the same basis as any other school within the County Council, based on the new school's pupil numbers and facilities.

### **Admission Arrangements**

The County Council is the Admissions Authority for Ysgol Llangynnwr.

The School Governance and Admissions Unit,  
Carmarthenshire Local Authority,  
Department for Education and Children,  
Block 2,  
Main Building,  
St. David's Park,  
Carmarthen. SA31 3HB

Tel No: 01267 246449

E-mail: [admissions@carmarthenshire.gov.uk](mailto:admissions@carmarthenshire.gov.uk)

## Alternative Options Considered

In developing a preferred option the Authority considered a range of alternative options.

### Option 1 –Status Quo- no change to nature of provision

Advantages	Disadvantages
No statutory process required	Does not support Welsh Government aim of 1 million Welsh speakers by 2050
No Change for stakeholders	Does not meet the aims of the County's WESP

### Option 2 –Change in nature of Foundation Phase provision (Welsh Medium Foundation Phase and Dual Stream Key Stage 2)

Advantages	Disadvantages
Increases pupils' early linguistic skills	Requires statutory process
Parental choice of language medium remains in Key Stage 2	
Supports the aims of the County's WESP	

### Option 3 –Change in nature of the whole school's provision (Welsh Medium Foundation Phase and Key Stage 2)

Advantages	Disadvantages
Generates bilingual citizens	Requires statutory process
Meets the aim of the county's WESP	

## School Catchment Area

There will be no change to the current school catchment area.

## Secondary School Transfers

There will be no change to the current transfer arrangements for pupils in respect of Secondary education.

## Schools that may be affected by the proposal to change the nature of provision at Ysgol Llangynnwr:

		Llangunnor Primary School	Ysgol y Fro	Johnstown Primary School	Ysgol y Dderwen	Myrddin Primary School	Richmond Park Primary School	Abergwili VC Primary School	Nantgaredig Primary School	Llanddarog VC Primary School
<b>School Location</b>		Penymorfa Lane, Pensarn, SA31 2NN	Llangyndeyrn, Carmarthen SA17 5BW	Johnstown, Carmarthen SA31 3HS	Heol Spurell, Carmarthen SA31 1TG	Heol Disgwylfa, Carmarthen SA31 1TE	Priory Street, Carmarthen SA31 1NN	Abergwili, Carmarthen SA31 2JD	Nantgaredig, Carmarthen, SA32 7LG	Llanddarog, Carmarthen, SA32 8BJ
<b>County</b>		Carmarthenshire								
<b>Age Range</b>		3-11	4-11	3-11	3-11	3-11	3-11	4-11	3-11	4-11
<b>School Category</b> (Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])		Community	Community	Community	Community	Community	Community	Voluntary Controlled	Community	Voluntary Controlled
<b>Language Category</b>		Dual Stream	Welsh Medium	English Medium	Welsh Medium	English Medium	English Medium	Welsh Medium	Welsh Medium	Welsh Medium
<b>Number of registered Pupils (January 2018)</b>	<b>Nursery Age</b>	37	0	74	59	19	28	3	20	9
	<b>Reception – Y.6</b>	273	33	400	299	82	169	52	168	90
	<b>Total</b>	310	33	474	358	101	197	55	188	99
<b>Number of pupils previously on the register</b>	<b>January 2017</b>	322	32	468	360	104	200	60	198	96
	<b>January 2016</b>	319	33	464	347	85	197	66	201	89
	<b>January 2015</b>	311	35	428	337	81	192	70	215	89
	<b>January 2014</b>	289	40	409	338	89	183	57	224	90
<b>Pupils Projections</b>	<b>January 2019</b>	313	29	472	354	99	198	53	196	98
	<b>January 2020</b>	311	30	476	348	104	200	50	199	101
	<b>January 2021</b>	316	30	474	341	113	202	54	191	101

Page	January 2022	316	32	474	353	116	204	49	194	106
	January 2023	316	31	472	351	112	199	46	192	106
Capacity		301	41	459	361	105	214	68	232	94
Cost per pupil		£3,302	£4,549	£3,075	£3,204	£7,878	£4,287	£3,392	£4,229	£3,314
School Budget		£992,000	£150,000	£1,396,000	£1,107,000	£1,004,000	£847,000	£187,000	£839,000	£310,000
School Categorisation 2018		Green	Yellow	Green	Green	Yellow	Green	Yellow	Green	Yellow
Estyn Inspection Result		<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
Building Condition Category		B	B	B	A	C	B	C	B	C

## Evaluation of Present Arrangements

### Quality and standards in education

#### Standards in Foundation Phase

Most pupils achieve at least the expected progress during their time at FP. Nearly all pupils' physical skills develop strongly during their time in the Foundation Phase (FP). Most pupils apply their numeracy skills effectively across subjects, for example, measuring the outline of pupils' bodies to the nearest centimetre in the FP. Most pupils' information and communication technology skills (ICT) are good. For example, most FP pupils consistently record their work effectively and use various apps successively to produce creative writing and art tasks.

Baseline assessment data show that many pupils start school at the expected outcomes. Data trends show that most pupils achieved the Foundation Phase Indicator (FPI) over the past 4 years. Last year most pupils achieved the expected outcome in Welsh (LCW), mathematics (MDT) and personal and social development (PSD). LCE has been the best performing subject with every pupil achieving the expected outcome. However, due to small cohort numbers in the English stream interpreting data trends can be misleading. Above outcome trends have successfully increased over the past 4 years. This year nearly half of pupils achieved the higher outcome in LCW, MDT and PSD. Apart from LCE the school has consistently achieved higher than LA averages in both expected and higher outcomes. Attitudes to learning; Improving Welsh oracy skills in the English stream and pupils' ability in both streams to use the Welsh language when working independently including within informal situations is a school priority.

*ESTYN 2017 - Although pupils join the English department with a sound awareness of the Welsh language, most pupils' progress in Welsh is only adequate as they move through the school. By the end of the foundation phase, most use simple sentences suitably when communicating with others. By Year 6, most use simple patterns orally when presenting information about themselves, but they do not use the Welsh language confidently enough in a simple conversation. On the whole, they read fairly confidently and use a suitable range of vocabulary and phrases to write competently. Across the school, in both streams, a minority of pupils do not use the Welsh language when working independently or during informal times.*

#### Teaching and learning experiences

The quality of teaching across the school, and the impact on nearly all pupils' learning and progress, is consistently good. Most pupils make good progress in developing their Welsh language skills from their school entry. The school has successfully achieved the bronze level for the Siarter Iaith and 'Cymraeg

Campus at Key Stage 2' for their Welsh second language learners. Welsh oracy remains as a school priority in the SDP.

### **Care support and guidance**

There is a thorough and robust tracking system to identify the needs of all learners, for example, Talkabout, ChATT and positive play. As a result most learners including vulnerable learners and MAT pupils make good progress towards their individual targets.

### **Leadership and management**

The head teacher has a clear vision and high expectations for the school. There is a well-developed and thorough self-evaluation report (SER) that has a clear link with the school development plan (SDP). Linked with the SER is a rigorous strategic monitoring procedure that has an effective impact towards developing a shared vision for improving standards and wellbeing. Strong co-operation between the senior management team and staff ensure effective progress on improving school priorities.

PM targets are linked with the new professional standards for teachers and leaders, school priorities and professional development for all staff.

The Governing Body have strengthened their role as critical friends to the school by establishing a strategic committee to focus thoroughly on data and standards. As a result their understanding of the school's performance is very good.

### **Impact of the proposals on the above**

A minority of pupils come from Welsh-speaking homes. Pupils are taught solely through the medium of Welsh in the nursery and reception classes. Parents choose a language stream for their children from Year 1 onwards. Currently pupils are taught across 10 classes. There are eight Welsh-medium classes and two English-medium classes. Pupils with reasonable Welsh ability and knowledge tend to choose the Welsh stream.

The change in the nature of provision at Foundation Phase from dual stream to Welsh medium will ensure that the school is moving along the local authority's WESP continuum plan.



### **Catchment Area Analysis – January PLASC 2018 Data**

Each school has an area that it serves, referred to as the catchment area. Each school is expected to accommodate pupils from within its catchment area and schools must have regard for this ongoing demand.

Most parents send their child to their local school but parents have a right to state a preference for other schools.

### **Pupils attending the school from inside / outside the catchment**

Based on January PLASC 2018 data, the geographical data in relation to the pupil distribution for Ysgol Llangynnwr catchment area indicated that of the 309 pupils on roll, 144 lived within the catchment area, whilst the remaining 165 were from outside the catchment area.

### **Pupils living in the catchment area attending other schools.**

Based on January PLASC 2018 data, 104 pupils lived within the Ysgol Llangynnwr catchment area attended other schools.

Taking into consideration the 144 pupils living within the catchment area attending Ysgol Llangynnwr, and the 104 pupils living within the catchment area but attending other schools, a total of 248 pupils are living within the catchment area of Ysgol Llangynnwr.

### **Other facilities or services provided by the school e.g. after school clubs/breakfast Club/community Library**

The school provides a variety of after school activities including a bilingual breakfast club and after school club. In addition, the school offers a free Welsh sports club for pupils in years 1 and 2. A number of additional clubs are offered through the medium of Welsh e.g. Choir, Urdd, and running. The school also hosts a Holiday Care Club open to the wider community offering bilingual care. Moreover, the school hosts Welsh medium 'Language and Play' sessions run by Menter Gorllewin Sir Gâr.

### **Other facilities the school provides e.g. club/play group/community Council**

The school hires the school to a range of external organizations. 'Sbarc' Club uses the school weekly to host a Christian after school club through the medium of Welsh. The school offers children the chance to attend "Wild Science" bilingual science sessions. Menter Gorllewin Sir Gâr use the school to hold their Welsh fitness club. In addition, the Women's Institute hold a monthly meeting at the school (bilingual). Furthermore, Mudiad Meithrin- Cylch Meithrin offers Welsh Medium Education for two and three year olds at school.

### **Effect of the proposal on the school/community**

The implementation of the Welsh medium Foundation Phase will ensure that the community of Llangunnor continues to thrive as a bilingual one and helps towards realising Wales' national ambition of having a million Welsh speakers by 2050. The proposal will provide all pupils joining the school the opportunity to develop their Welsh language skills from an earlier age.

The activities noted previously provide pupils and the wider community with the opportunity to use the Welsh language outside the classroom. The school believes that giving people the opportunity to use the Welsh language in informal situations is crucial to nurturing the interest of people in the language and also giving it a wider purpose.

Carmarthenshire County Council's vision is to provide a service, which will ensure access to high quality learning opportunities for all children, young people and adults, this enabling the achievement of their full potential within the context of the unique bilingual nature of the county.

This proposal supports the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017 – 2020. The proposal will allow greater opportunities for access to early Welsh medium education within the Llangunnor area.

### **Language Category**

Ysgol Llangynnwr is categorised as a Dual Stream Primary School.

### **Standards**

In Foundation Phase, pupils are assessed in different areas of learning. Based on 2018 data, 91.2% of pupils achieved at least Outcome 5 in 'Language, Literacy and Communication (in Welsh)', whilst 47.1% of pupils achieved at least Outcome 6. In Key Stage 2, pupils are assessed in each of the core subjects. Based on 2018 data, 100% of pupils achieved at least Level 4 in Welsh first language whilst 32.1% achieved at least Level 5.

### **After school activities which provide additional opportunities to use the Welsh language**

The school provides pupils with a number of opportunities to use the Welsh language outside school hours including provision of range of Welsh extra curricula clubs e.g. Choir, Urdd, and running. Moreover, the school offers a bilingual breakfast and after school club which provides pupils with the opportunity to socialise through the medium of Welsh.

### **Carmarthenshire County Council Assessing Impact**

#### **The Equality Act 2010**

The Equality Act 2010 (the Act) brings together and replaces the previous anti-discrimination laws with a single Act. It simplifies and strengthens the law, removes inconsistencies and makes it easier for people to understand and comply with it. The majority of the Act came into force on 1 October 2010.

The Act includes a new public sector equality duty (the 'general duty'), replacing the separate duties on race, disability and gender equality. This came into force on 5 April 2011.

#### **What is the general duty?**

The aim of the general duty is to ensure that public authorities and those carrying out a public function consider how they can positively contribute to a fairer society through advancing equality and good relations in their day-to-day activities. The duty ensures that equality considerations are built into the design of policies and the delivery of services and that they are kept under review. This will achieve better outcomes for all.

The duties are legal obligations. Failure to meet the duties may result in authorities being exposed to legal challenge.

Under equality legislation, public authorities have legal duties to pay 'due regard' to the need to eliminate discrimination and promote equality with regard to race, disability and gender, including gender reassignment, as well as to promote good race relations. The Equality Act 2010 introduces a new public sector duty which extends this coverage to age, sexual orientation, pregnancy and maternity, and religion or belief. The law requires that this duty to pay 'due regard' be demonstrated in the decision making process. It is also important to note that public authorities subject to the equality duties are also likely to be subject to the obligations under the Human Rights Act and it is therefore wise also to consider the potential impact that decisions could have on human rights as part of the same process.

### **Carmarthenshire's approach to Equality Impact**

In order to ensure that the council is considering the potential equality impact of its proposed policies and practices, and in order to evidence that we have done so, every proposal will be required to be supported by the attached Equality Impact Assessment. Where this assessment identifies a significant impact then more detail may be required.

### **Reporting on assessments**

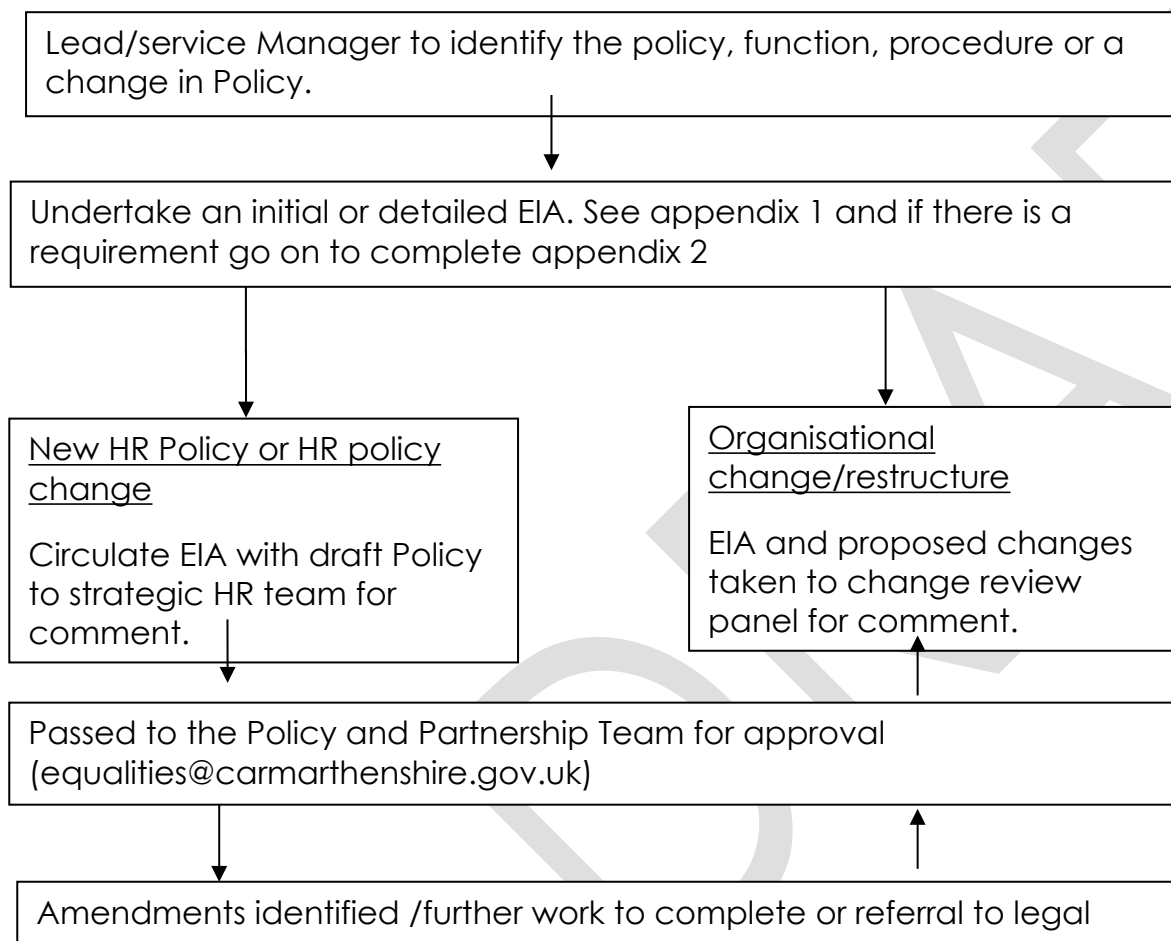
Where it is clear from the assessment that the likely impact on the authority's ability to meet the general duty is substantial, then it must publish a report.

### **Initial and Detailed Equality Impact Assessments**

The initial EIA (appendix 1) is a simple and quick method of assessing the effect of a policy, function, procedure, decision including financial cuts on one or more of the protected characteristics.

The Service Manager responsible for the relevant new or revised policies, functions, procedures and financial decisions must undertake, at least, an initial EIA and where relevant a detailed Equality Impact Assessment (appendix 2); EIA must be attached as background paper with reports to Executive and Scrutiny.

## Equality impact assessment – Process to follow where HR implications have been identified



# Initial Equalities Impact Assessment Template

## Appendix 1

<b>Department:</b> Education & Children	<b>Completed by (lead):</b> Sara Griffiths	<b>Date of initial assessment:</b> February 2019 <b>Revision Dates:</b> February 2020
<b>Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)</b>	The proposal is to change the nature of provision in the Foundation Phase at Ysgol Llangynnwyr, from dual stream to Welsh Medium.	
<b>Is this existing or new function/policy, procedure, practice or decision?</b>	School Re-organisation Proposal – Modernising Education Programme	
<b>What evidence has been used to inform the assessment and policy? (please list only)</b>		
<ul style="list-style-type: none"> <li>• 21<sup>st</sup> Century Schools Programme</li> <li>• Modernising Education Programme</li> <li>• School Organisation Code 2018</li> <li>• PLASC Data 2018</li> </ul>		

<b>1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.</b>	The proposal aims to respond to WG 'A Million Speakers by 2050', Carmarthenshire County Council's Welsh in Education Strategic Plan and the authority's vision for creating a bilingual Carmarthenshire by increasing Welsh medium provision at Ysgol Llangynnwyr.		
<b>The Public Sector Equality Duty requires the Council to have "due regard" to the need to:-</b>  (1) eliminate unlawful discrimination, harassment and victimisation;  (2) advance equality of opportunity between	<b>2. What is the level of impact on each group/protected characteristics in terms of the three aims of the duty? Please indicate high (H) medium (M), low (L), no effect (N) for each.</b>	<b>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</b>	<b>4. If there is a disproportionately negative impact what mitigating factors have you considered?</b>

different groups; and (3) foster good relations between different groups (see guidance notes)			<b>Risks</b>	<b>Positive effects</b>	
Protected characteristics	<b>Age</b>	N	Neutral	Foundation Phase pupils will be immersed in the Welsh language.	
	<b>Disability</b>	L	ALN pupils will be supported appropriately as required.		
	<b>Gender reassignment</b>	N	Neutral		
	<b>Race</b>	N	Neutral		
	<b>Religion/Belief</b>	N	Neutral		
	<b>Pregnancy and maternity</b>	N	Neutral		
	<b>Sexual Orientation</b>	N	Neutral		
	<b>Sex</b>	N	Neutral		
	<b>Welsh language</b>	L	Neutral	This proposal is to change the nature of	



				provision in the Foundation Phase to Welsh medium which will support the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017-2020.	
	Any other area	L	Neutral		

**5. Has there been any consultation/engagement with the appropriate protected characteristics?**

YES ☒ NO ☐

Informal and formal consultation will be undertaken as stated in the School Organisation Code.

Appropriate consultation will be undertaken with all relevant stakeholders.

**6. What action(s) will you take to reduce any disproportionately negative impact, if any?** Ensure that all key stakeholders are fully informed at each stage of the consultation.

Procurement

70

Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. N/A

Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.

8. Human resources

Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? N/A

9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment? (recommended if one or more H under section 2)

YES ☐

☒ NO

Approved by: Simon Davies

Head of Service

Date: March 2019

### The Proposal

The proposal is to change the nature of provision in the Foundation Phase from dual stream to Welsh medium.

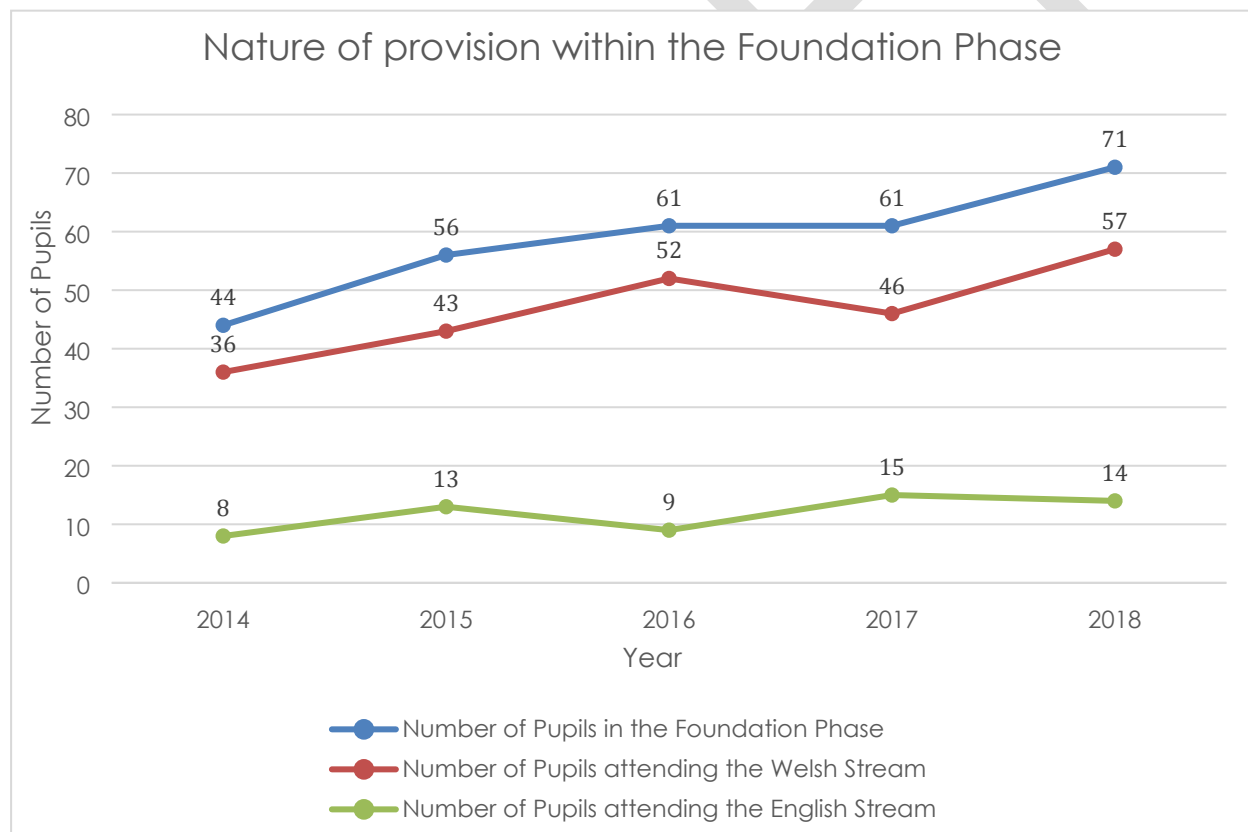
### Background

Ysgol Llys Hywel is a dual stream Primary School based in Whitland. The school provides education to pupils between the ages of 4-11 years old.

### Rationale for Change

#### Foundation Phase data

The graph below shows the relationship between the language streams and the number of pupils within the Foundation Phase at Ysgol Llys Hywel between January 2014-2018.



As can be seen from the graph above, the number of pupils attending the English stream Foundation Phase at Ysgol Llys Hywel has been lower than those attending the Welsh stream. The number of pupils attending the English stream Foundation Phase at Ysgol Llys Hywel has ranged between 8-15 pupils during January 2014-2018 whereas pupil numbers in the Welsh stream have ranged between 36-57 pupils.

When considering the number of pupils attending the Foundation Phase as a whole, 80% attend the Welsh stream whilst only 20% attend the English stream (January 2018).

In comparison with whole school pupil numbers (131 pupils), the number of children attending the English stream within the Foundation Phase in January 2018 equate to 11% of the whole school population.

### **Whole School data**

		<b>Foundation Phase</b>	<b>Key Stage 2</b>	<b>Total</b>
<b>2018</b>	Welsh Medium	57	27	84
	English Medium	14	33	47
	<b>Total</b>	<b>71</b>	<b>60</b>	<b>131</b>
<b>2017</b>	Welsh Medium	46	34	80
	English Medium	15	39	54
	<b>Total</b>	<b>61</b>	<b>73</b>	<b>134</b>
<b>2016</b>	Welsh Medium	52	30	82
	English Medium	9	34	43
	<b>Total</b>	<b>61</b>	<b>64</b>	<b>125</b>
<b>2015</b>	Welsh Medium	43	25	68
	English Medium	13	31	44
	<b>Total</b>	<b>56</b>	<b>56</b>	<b>112</b>
<b>2014</b>	Welsh Medium	36	35	71
	English Medium	8	33	41
	<b>Total</b>	<b>44</b>	<b>68</b>	<b>112</b>

(January PLASC data)

## **Advantages and Disadvantages of the proposal**

### **Advantages**

- Opportunity for pupils to gain early immersion in the Welsh language from a young age.
- Allows pupils to gain a firm foundation in the Welsh language

- Provides pupils with enhanced linguistic skills for further development in Key Stage 2

### **Disadvantages**

- Potential local community resistance to the proposal
- Statutory process required to implement the proposal

### **Risks and Counter Measures**

<b>Risk</b>		<b>Counter Measure</b>
1.	Failure to obtain statutory approval to implement the proposal.	- Follow guidelines as set out in the School Organisation Code 2018.

### **Financial Implications-Revenue**

Ysgol Llys Hywel is funded in accordance with the County Council's Fair Funding policy and will receive resources on the same basis as any other school within the County Council, based on the new school's pupil numbers and facilities.

### **Admission Arrangements**

The County Council is the Admissions Authority for Ysgol Llys Hywel.

The School Governance and Admissions Unit,  
Carmarthenshire Local Authority,  
Department for Education and Children,  
Block 2,  
Main Building,  
St. David's Park,  
Carmarthen. SA31 3HB

Tel No: 01267 246449

E-mail: [admissions@carmarthenshire.gov.uk](mailto:admissions@carmarthenshire.gov.uk)

## Alternative Options Considered

In developing a preferred option the Authority considered a range of alternative options.

### Option 1 –Status Quo- no change to nature of provision

Advantages	Disadvantages
No statutory process required	Does not support Welsh Government aim of 1 million Welsh speakers by 2050
No Change for stakeholders	Does not meet the aims of the County's WESP

### Option 2 –Change in nature of Foundation Phase provision (Welsh Medium Foundation Phase and Dual Stream Key Stage 2)

Advantages	Disadvantages
Increases pupils' early linguistic skills	Requires statutory process
Parental choice of language medium remains in Key Stage 2	
Supports the aims of the County's WESP	

### Option 3 –Change in nature of the whole school's provision (Welsh Medium Foundation Phase and Key Stage 2)

Advantages	Disadvantages
Generates bilingual citizens	Requires statutory process
Meets the aim of the county's WESP	

## School Catchment Area

There will be no change to the current school catchment area.

## Secondary School Transfers

There will be no change to the current transfer arrangements for pupils in respect of Secondary education.

## Schools that may be affected by the proposal to change the nature of provision at Ysgol Llys Hywel:

		<b>Ysgol Griffith Jones</b>	<b>Ysgol Bro Brynach</b>	<b>Ysgol Gymunedol Brynconin</b>	<b>Narberth Community Primary School</b>	<b>Tavernspite Community Primary School</b>
<b>School Location</b>		Station Road, St Clears, SA33 4BT	Llanboidy, Whitland, SA34 0EL	Llandysilio Clunderwen SA66 7SY	Jesse Road Narberth SA67 7FE	Whitland Pembrokeshire SA34 0NL
<b>County</b>		Carmarthenshire	Carmarthenshire	Pembrokeshire	Pembrokeshire	Pembrokeshire
<b>Age Range</b>		3-11	3-11	3-11	3-11	3-11
<b>School Category</b> (Community [C], Voluntary Aided [VA], Voluntary Controlled [VC])		Community	Community	Community	Community	Community
<b>Language Category</b>		Dual Stream*	Welsh Medium	Welsh Medium	Dual Stream	English Medium
<b>Number of registered Pupils (January 2018)</b>	<b>Nursery Age</b>	55	12	15	21	17
	<b>Reception – Y.6</b>	255	81	68	279	203
	<b>Total</b>	305	93	83	300	220
<b>Number of pupils previously on the register</b>	<b>January 2017</b>	288	96	79	301	215
	<b>January 2016</b>	281	93	89	329	224
	<b>January 2015</b>	272	91	84	326	209
	<b>January 2014</b>	258	96	77	332	214
<b>Pupil Projections</b>	<b>January 2019</b>	312	91	77	306	233
	<b>January 2020</b>	296	91	75	306	235
	<b>January 2021</b>	295	93	72	306	225
	<b>January 2022</b>	300	93	68	309	224
	<b>January 2023</b>	291	94	69	313	224
<b>Capacity</b>		337	120	89	330	205

<b>Cost per pupil</b>	£3,320	£3,543	£3789	£3323	£3163
<b>School Budget</b>	£958,000	£319,000	£310,000	£1,089,000	£762,000
<b>School Categorisation 2018</b>	Yellow	Yellow	Amber	Yellow	Green
<b>Estyn Inspection Result</b>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>	<a href="#">Estyn</a>
<b>Building Condition Category</b>	B	A	C	A	B

\*Ysgol Griffith Jones is subject to a proposal for a change in nature of provision in the Foundation Phase from dual stream to Welsh medium which can be seen on pages 36-52 of this document.



## **Evaluation of Present Arrangements**

### **Quality and standards in education**

#### **Standards in Foundation Phase**

The development of the Welsh oral skills of the youngest children in the Foundation Phase is a significant strength. Pupils are quickly able to offer responses spontaneously, and many of them use Welsh voluntarily when speaking to each other. By the end of the Foundation Phase, pupils make clear progress in their oral skills and express themselves confidently and with an increasing level of accuracy. However, pupils in the English stream do not make enough progress in their Welsh oral skills across the Foundation Phase. By the end of the Foundation Phase, many pupils are able to read aloud meaningfully and with appropriate intonation, and make good use of the voice to vary expression.

#### **Teaching and learning experiences**

Teaching and learning across the school is good in many classrooms. Where the teaching is good, nearly all pupils are questioned skilfully, working at the appropriate level and the pace of lessons is effective. Many teachers plan well, making appropriate use of 'Incerts' to inform next steps for groups of learners. Where effective use of 'Incerts' is evident, nearly all pupils make very good progress, demonstrating long periods of concentration. Many lessons and activities are stimulating and differentiated purposefully to meet the needs of most pupils.

Nearly all teachers make effective use of support staff and many of these adults question pupils well, encouraging effective learning. The majority of classes provide a stimulating environment for their pupils with a healthy balance between celebrating pupils' work through attractive displays, learning walls and corners. Nearly all staff manage behaviour well, treating all pupils fairly and with respect.

Many changes have been made to the outdoor provision which is vibrant, colourful and inviting. Opportunities for pupils to develop their collaborative skills are good. For example, a group of boys showed great perseverance and excellent team work as they built their boat out of large building blocks.

Pupils have areas to be creative and there is a purposeful area to perform and share their talents.

Bilingualism is strong across the school. For example, all assemblies are bilingual and nearly all staff use Welsh purposefully and effectively throughout the day. Welsh education in the English stream is not isolated to second language sessions. Welsh is introduced in all cross curricular subjects. Language patterns and theme related vocabulary are naturally introduced. Nearly all pupils who have been at the school from the start are making expected or better progress.

However, the very few latecomers to the school influence and affect the progress data.

### **Care support and guidance**

Teacher observations, questionnaires and Speakr are used to identify pupils who do not engage in their learning and staff effectively recognise pupils who are at risk of not engaging. As a result, relevant intervention is provided such as, 'Positive Play' or teachers adapt their styles and approach to meet their needs and demands. The school's online tracking tool demonstrates that most MAT pupils make the expected or better progress in line with their targets.

### **Leadership and management**

The head teacher has a clear understanding of the school's strengths and areas for development and shares the school's vision well with all stakeholders. He has had a positive effect on the managerial aspects of the school, for example by ensuring better consistency in planning across the school.

The school's self-evaluation report (SER) is open and honest, using a variety of monitoring results to make accurate judgements and which notes clearly the areas for development. The recommendations are shared with all leaders including the Governing Body.

There is a purposeful monitoring timetable in place which include the involvement of all leaders and co-ordinators. The increased responsibility over the year has developed the staff's awareness of evaluative report writing and has given them ownership of school action plans. As a result, they have a deeper understanding of their value and purpose and pace of impact is generally good.

Leaders across the school are developing strategies to collate pupils' opinions on their learning and the teaching and are also considering ways of capturing pupils' wellbeing. They are also including all stakeholders in this area of work and are making good use of online questionnaires to gather information and their opinions. Through discussions, the head teacher has recognised the need to develop the inclusive role of the Governing Body within the school's quality assurance processes. The head teacher makes good use of school to school support by visiting similar schools to see good practice. The school is also currently working within a performing learning school (PLS) group in order to improve the learning and teaching within a mixed class.

### **Impact of the proposal**

The school is continually improving as a result of robust and clear direction from the head teacher. The distributed leadership has developed effectively over the last few years, which has led to most staff having a clear understanding of the school's focus and vision. Any proposed changes are discussed and

deliberated in order to ensure a positive impact on the pupils' learning and development. Changes are always planned collegiately so that all stakeholders are involved during any change. The change in the nature of provision at Foundation Phase from dual stream to Welsh medium will ensure that the school is moving along the local authority's WESP continuum plan. It will provide all pupils joining the school an opportunity to develop their Welsh language from an earlier age. This will provide pupils with a greater range of choice as they progress through the primary school. The head teacher has ensured that there is staffing capacity to meet with this change and suitable professional learning will ensure that all staff have the skills to deliver the curriculum in Welsh. The school will continue to maintain standards and good teaching and learning experience for the pupils. The change to Welsh medium education at Foundation Phase will strengthen pupils' bilingual skills from an earlier age and it is anticipated that this will lead to a continuously improving school.

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### **Catchment Area Analysis – January PLASC 2018 Data**

Each school has an area that it serves, referred to as the catchment area. Each school is expected to accommodate pupils from within its catchment area and schools must have regard for this ongoing demand.

Most parents send their child to their local school but parents have a right to state a preference for other schools.

### **Pupils attending the school from inside / outside the catchment**

Based on January PLASC 2018 data, the geographical data in relation to the pupil distribution for Ysgol Llys Hywel catchment area indicated that of the 131 pupils on roll, 105 lived within the catchment area, whilst the remaining 26 were from outside the catchment area.

### **Pupils living in the catchment area attending other schools.**

Based on January PLASC 2018 data, 24 pupils lived within the Ysgol Llys Hywel catchment area attended other schools.

Taking into consideration the 105 pupils living within the catchment area attending Ysgol Llys Hywel, and the 24 pupils living within the catchment area but attending other schools, a total of 129 pupils are living within the catchment area of Ysgol Llys Hywel.

### **Other facilities or services provided by the school e.g. after school clubs/breakfast Club/community Library**

A number of clubs are offered at Ysgol Llys Hywel. The school has a breakfast club which is conducted through the medium of Welsh and which promotes a Welsh ethos celebrating the Welsh culture through listening to Welsh music. There is also an after school club run by Welsh speakers whereby various activities are provided for the pupils mainly through the medium of Welsh. On the school site there is a Hywel DDA Nursery School which currently provides up to 30 hours of care and education for pupils from two and a half years up through the medium of Welsh. As part of this provision is Cylch Ti a Fi which offers informal opportunities for parents to chat through the medium of Welsh with the support of the Cylch Meithrin staff. There are strong links with the West Sir Gar Language initiative and the language through play stages are offered to the prospective pupils before they start school. The initiative also provides lessons for adults in the village to support the parents.

### **Other facilities the school provides e.g. club/play group/community Council**

The school is part of a community with many community organisations so not many people use the school's resources. The young Farmers ' movement occasionally use the facilities to conduct acting exercises. There is a school taekwondo club, but this is conducted through the medium of English.

### **Effect of the proposal on the school/community**

The community of Whitland is bilingual in nature. In order to ensure that pupils are able to benefit fully from the community that they belong to, it is vital that they have sound basic skills to be able to communicate informally in Welsh. The implementation of the Welsh Medium Foundation phase will ensure that the community of Whitland continues to thrive as a bilingual one and helps towards realising Wales ' national ambition of having a million Welsh speakers by 2050. The proposal will provide all pupils joining the school the opportunity to develop their Welsh language skills from an earlier age.

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Carmarthenshire County Council's vision is to provide a service, which will ensure access to high quality learning opportunities for all children, young people and adults, this enabling the achievement of their full potential within the context of the unique bilingual nature of the county.

This proposal supports the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017 – 2020. The proposal will allow greater opportunities for access to early Welsh medium education within the Whitland area.

### **Language Category**

Ysgol Llys Hywel is categorised as a Dual Stream Primary School.

### **Standards**

In Foundation Phase, pupils are assessed in different areas of learning. Based on 2018 data, 86.7% of pupils achieved at least Outcome 5 in 'Language, Literacy and Communication (in Welsh)', whilst 40% of pupils achieved at least Outcome 6. In Key Stage 2, pupils are assessed in each of the core subjects. Based on 2018 data, 100% of pupils achieved at least Level 4 in Welsh first language and a 100% of pupils achieved at least Level 5.

### **After school activities which provide additional opportunities to use the Welsh language**

The school takes an active role in implementing the Welsh Charter scheme which ensures that pupils receive opportunities to use the Welsh language in informal ways. We have already won bronze recognition and are taking action towards the silver award. The school is also very active with the Urdd organisation arranging residential trips to their camps at Llangrannog and Cardiff annually for pupils from both streams, competing in many sporting activities through the medium of Welsh and taking an active part in the local Eisteddfod, regional and national Eisteddfod on an annual basis. Pupils from both streams also have opportunities to attend the Urdd Jambori. The school hosts activity clubs each week. The linguistic medium of those clubs is Welsh and through this they see that Welsh belongs in the context of art, sustainability, cooking, creative and sporting. The school often invites external companies to come and run drama workshops and to make performances for pupils. These performances and workshops are through the medium of Welsh so that pupils appreciate that Welsh is a living language.

## Appendix C- Equalities Impact Assessment

### **Carmarthenshire County Council Assessing Impact**

#### **The Equality Act 2010**

The Equality Act 2010 (the Act) brings together and replaces the previous anti-discrimination laws with a single Act. It simplifies and strengthens the law, removes inconsistencies and makes it easier for people to understand and comply with it. The majority of the Act came into force on 1 October 2010.

The Act includes a new public sector equality duty (the 'general duty'), replacing the separate duties on race, disability and gender equality. This came into force on 5 April 2011.

#### **What is the general duty?**

The aim of the general duty is to ensure that public authorities and those carrying out a public function consider how they can positively contribute to a fairer society through advancing equality and good relations in their day-to-day activities. The duty ensures that equality considerations are built into the design of policies and the delivery of services and that they are kept under review. This will achieve better outcomes for all.

The duties are legal obligations. Failure to meet the duties may result in authorities being exposed to legal challenge.

Under equality legislation, public authorities have legal duties to pay 'due regard' to the need to eliminate discrimination and promote equality with regard to race, disability and gender, including gender reassignment, as well as to promote good race relations. The Equality Act 2010 introduces a new public sector duty which extends this coverage to age, sexual orientation, pregnancy and maternity, and religion or belief. The law requires that this duty to pay 'due regard' be demonstrated in the decision making process. It is also important to note that public authorities subject to the equality duties are also likely to be subject to the obligations under the Human Rights Act and it is therefore wise also to consider the potential impact that decisions could have on human rights as part of the same process.

### **Carmarthenshire's approach to Equality Impact**

In order to ensure that the council is considering the potential equality impact of its proposed policies and practices, and in order to evidence that we have done so, every proposal will be required to be supported by the attached Equality Impact Assessment. Where this assessment identifies a significant impact then more detail may be required.

### **Reporting on assessments**

Where it is clear from the assessment that the likely impact on the authority's ability to meet the general duty is substantial, then it must publish a report.

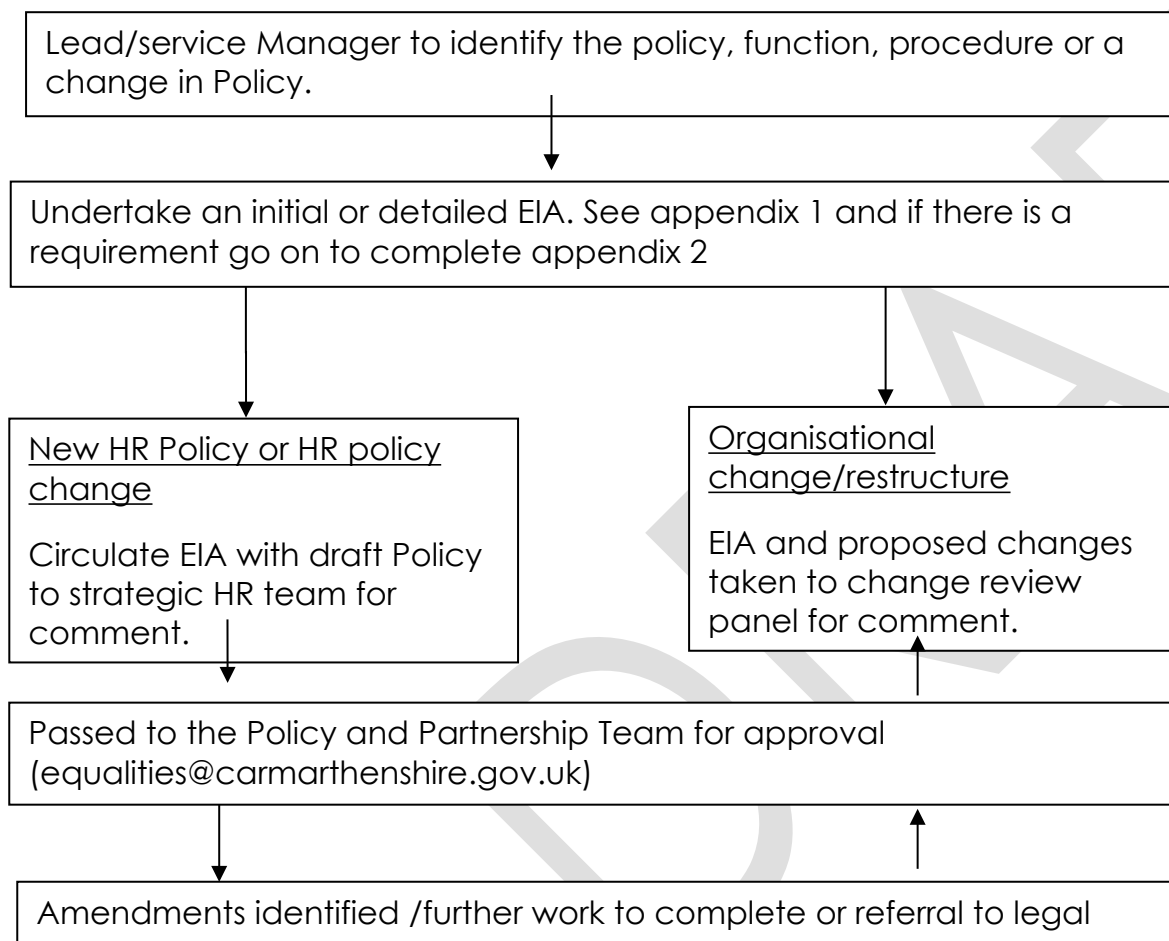
### **Initial and Detailed Equality Impact Assessments**

The initial EIA (appendix 1) is a simple and quick method of assessing the effect of a policy, function, procedure, decision including financial cuts on one or more of the protected characteristics.

The Service Manager responsible for the relevant new or revised policies, functions, procedures and financial decisions must undertake, at least, an initial EIA and where relevant a detailed Equality Impact Assessment (appendix 2); EIA must be attached as background paper with reports to Executive and Scrutiny.



## Equality impact assessment – Process to follow where HR implications have been identified



# Initial Equalities Impact Assessment Template

## Appendix 1

<b>Department:</b> Education & Children	<b>Completed by (lead):</b> Sara Griffiths	<b>Date of initial assessment:</b> February 2019 <b>Revision Dates:</b> February 2020
<b>Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)</b>	The proposal is to change the nature of provision in the Foundation Phase at Ysgol Llys Hywel, from dual stream to Welsh Medium.	
<b>Is this existing or new function/policy, procedure, practice or decision?</b>	School Re-organisation Proposal – Modernising Education Programme	
<b>What evidence has been used to inform the assessment and policy? (please list only)</b>		
<ul style="list-style-type: none"> <li>• 21<sup>st</sup> Century Schools Programme</li> <li>• Modernising Education Programme</li> <li>• School Organisation Code 2018</li> <li>• PLASC Data 2018</li> </ul>		

<b>1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.</b>	The proposal aims to respond to WG 'A Million Welsh Speakers by 2050', Carmarthenshire County Council's Welsh in Education Strategic Plan and the authority's vision for creating a bilingual Carmarthenshire by increasing Welsh medium provision at Ysgol Llys Hywel.		
<b>The Public Sector Equality Duty requires the Council to have "due regard" to the need to:-</b>  <b>(1)</b> eliminate unlawful discrimination, harassment and victimisation;  <b>(2)</b> advance equality of opportunity between	<b>2. What is the level of impact on each group/ protected characteristics in terms of the three aims of the duty? Please indicate high (H) medium (M), low (L), no effect (N) for each.</b>	<b>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</b>	<b>4. If there is a disproportionately negative impact what mitigating factors have you considered?</b>

different groups; and  <b>(3)</b> foster good relations between different groups  (see guidance notes)			<b>Risks</b>	<b>Positive effects</b>	
Protected characteristics	<b>Age</b>	N	Neutral	Foundation Phase pupils will be immersed in the Welsh language.	
	<b>Disability</b>	L	ALN pupils will be supported appropriately as required.		
	<b>Gender reassignment</b>	N	Neutral		
	<b>Race</b>	N	Neutral		
	<b>Religion/Belief</b>	N	Neutral		
	<b>Pregnancy and maternity</b>	N	Neutral		
	<b>Sexual Orientation</b>	N	Neutral		
	<b>Sex</b>	N	Neutral		
	<b>Welsh language</b>	L	Neutral	This proposal is to change the nature of	

			provision in the Foundation Phase to Welsh medium which will support the Council's vision and aims for Welsh medium education as set out in Carmarthenshire's Welsh in Education Strategic Plan (WESP) 2017-2020.	
Any other area	L	Neutral		

**5. Has there been any consultation/engagement with the appropriate protected characteristics?**

YES ☒ NO ☐

Informal and formal consultation will be undertaken as stated in the School Organisation Code.

Appropriate consultation will be undertaken with all relevant stakeholders.

**6. What action(s) will you take to reduce any disproportionately negative impact, if any?** Ensure that all key stakeholders are fully informed at each stage of the consultation.

**7. Procurement**

<p>Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. N/A</p> <p>Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.</p>		
<p><b>8. Human resources</b></p> <p>Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? N/A</p>		
<p><b>9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment?</b> (recommended if one or more H under section 2)</p>		<p>YES <input type="checkbox"/></p>
		<p><input checked="" type="checkbox"/> NO</p>
<p><b>Approved by:</b></p> <p>Head of Service</p>	<p>Simon Davies</p>	<p><b>Date:</b> March 2019</p>

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## EXECUTIVE BOARD MEETING

13<sup>TH</sup> MAY 2019

### SWANSEA BAY CITY DEAL

#### Purpose:

To consider and comment on the findings of recent reviews undertaken by the UK and Welsh Government and the Joint Committee in relation to the Swansea Bay City Deal.

#### Recommendations / key decisions required:

That Members:

- Accept and comment upon the details of the UK & WG Review and the Joint Committee Reviews
- Continue to review progress.
- Agree to delegate to the Leader, in conjunction with the Chief Executive, Monitoring Officer and Section 151 officer, authority to agree changes, where considered appropriate, to the Joint Committee Agreement (JCA) in line with the recommendations of the reviews. The changes would not apply to any material change to the Council's legal and financial obligations under the JCA, such matters are reserved for Members' decision

#### Reasons:

In December 2018 the UK and Welsh Governments announced that an independent review would be carried out into the Swansea Bay City Deal. In parallel with the Governments' review, the Swansea Bay Joint Committee also agreed to undertake an internal review into the Swansea Bay City Deal governance arrangements. Both reviews have now been concluded and are provided for Members' comment and consideration.

Relevant scrutiny committee to be consulted N/A

Exec Board Decision Required	YES
Council Decision Required	NO

#### EXECUTIVE BOARD MEMBER PORTFOLIO HOLDER:- Cllr Emlyn Dole, Leader

<p>Directorate: Chief Executives Mark James, CBE</p> <p>Report Author: Helen Morgan</p>	<p>Designations: Chief Executive</p> <p>Economic Development, Manager</p>	<p>Tel Nos. 01267 224112 01267 224902</p> <p>E Mail Addresses: <a href="mailto:wswalters@cararthenshire.gov.uk">wswalters@cararthenshire.gov.uk</a> <a href="mailto:hlmorgan@cararthenshire.gov.uk">hlmorgan@cararthenshire.gov.uk</a></p>
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# EXECUTIVE SUMMARY

## EXECUTIVE BOARD MEETING

13<sup>TH</sup> MAY 2019

### SWANSEA BAY CITY DEAL

#### 1. BRIEF SUMMARY OF PURPOSE OF REPORT.

In December 2018 the UK and Welsh Governments announced that an independent review would be carried out in relation to the Swansea Bay City Deal. The findings of the review were published on the 15<sup>th</sup> March 2019 and considered by the Swansea Bay City Deal Joint Committee on the 28<sup>th</sup> March 2019.

In addition, the Swansea Bay Joint Committee, at its meeting held on the 14<sup>th</sup> December 2018, resolved that an internal review into the Swansea Bay City Deal governance arrangements would also be undertaken in parallel with the UK and Welsh Government Independent Review. It was agreed that Pembrokeshire County Council would lead the Internal Review supported by a nominated Senior Auditor from Carmarthenshire, Neath Port Talbot and Swansea Councils.

Copies of both the UK & WG Review and Joint Committee Internal Review are appended at Appendix 1 and 2 of this report together with commentary on the actions to be taken.

The Swansea Bay City Deal Joint Committee formally considered and accepted the findings of both the Independent UK and Welsh Government and Internal Joint Committee reviews at its meeting on the 26<sup>th</sup> March 2019. The Programme Board has been tasked with developing an implementation and action plan to progress the recommendations and report back to the next Joint Committee scheduled for the 28<sup>th</sup> May 2019.

The implications of the reviews on the Authority are noted in the attached report for Members comment.

DETAILED REPORT ATTACHED?

YES supported by:

- Appendix 1 – UK and WG Review
- Appendix 2 – Internal Review



# IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report :

Signed: Mark James, CBE

Chief Executive

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
NONE	YES	YES	NONE	YES	YES	NONE

## Legal

Both reviews have identified a need to review the Swansea Bay City Deal Joint Committee Agreement. This report is recommending that delegated authority is granted to the Leader in conjunction with the Chief Executive, Monitoring Officer and Section 151 officer, to agree minor changes, where considered appropriate, to the Joint Committee Agreement (JCA). The changes would not apply to any material change to the Council's legal and financial obligations under the JCA, such matters are reserved for Members' decision.

## Finance

There is potential for the issues identified within this report to have financial implications depending on the decisions taken by the Joint Committee e.g. resourcing of Programme Manager etc. Any such issues will be brought back to Members for consideration at the appropriate time.

## Risk Management Issues

A detailed risk register has been produced for the Swansea Bay City Deal programme and is a standing item on the agenda of the Joint Committee which will be continually monitored.

## Staffing Implications

Should changes involve staff directly employed by the City Deal Regional officer, HR implications may come into force and as such the Authority will need to take relevant steps to ensure its staff are protected.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: Mark James, CBE

Chief Executive

## 1. Scrutiny Committee

n/a

## 2. Local Member(s)

n/a

## 3. Community / Town Council

n/a

## 4. Relevant Partners

Neath Port Talbot Council, Swansea Council, Pembrokeshire County Council, Hwyl Dda Health Authority, Abertawe Bro Morgannwg University Health Authority, University of Wales Saint David

## 5. Staff Side Representatives and other Organisations

n/a

## Section 100D Local Government Act, 1972 – Access to Information

### List of Background Papers used in the preparation of this report:

Title of Document	File Ref No.	Locations that the papers are available for public inspection
UK & WG Independent Review		<a href="http://www.swanseabaycitydeal/wales">www.swanseabaycitydeal/wales</a>
Joint Committee Internal Review		<a href="http://www.swanseabaycitydeal/wales">www.swanseabaycitydeal/wales</a>
Swansea Bay City Deal Joint Committee Agreement		Available from the Swansea Bay City Deal Regional Office

# **Report to Executive Board Meeting, 13<sup>th</sup> May 2019**

## **Swansea Bay City Deal**

### **1. Purpose of Report**

In December 2018 the UK and Welsh Governments announced that an independent review would be carried out into the Swansea Bay City Deal. In parallel with the Governments' review, the Swansea Bay Joint Committee also agreed to undertake an internal review into the Swansea Bay City Deal governance arrangements. Both reviews have now been concluded and are provided for Members' comment and consideration.

### **2. Recommendations:**

It is recommended that Members:

- Accept and comment upon the details of the UK & WG Review and the Joint Committee Reviews
- Continue to review progress
- Agree to delegate to the Leader, in conjunction with the Chief Executive, Monitoring Officer and Section 151 Officer, authority to agree changes, where considered appropriate, to the Joint Committee Agreement (JCA) in line with the recommendations of the reviews. The changes would not apply to any material change to the Council's legal and financial obligations under the JCA, such matters are reserved for Members' decision.

### **3. Background**

In December 2018 the UK and Welsh Governments announced that an independent review would be carried out into the Swansea Bay City Deal. The findings of the review were published on the 15<sup>th</sup> March 2019 and considered by the Swansea Bay City Deal Joint Committee on the 28<sup>th</sup> March 2019. A copy is appended at Appendix 1.

In addition, the Swansea Bay Joint Committee, at its meeting held on the 14<sup>th</sup> December 2018, resolved that an internal review into the Swansea Bay City Deal governance arrangements would also be undertaken in parallel with the UK and Welsh Government Independent Review. It was agreed that Pembrokeshire County Council would lead the Internal Review supported by a nominated Senior Auditor from Carmarthenshire, Neath Port Talbot and Swansea Councils. The Joint Committee noted the final terms of reference at its meeting held on the 24<sup>th</sup> January 2019. A copy of the findings is appended to this report. (Appendix 2).

Cognisant of events within Swansea University and the University's involvement in the Life Science & Wellbeing Village project, Executive Board Members considered it necessary to seek further assurance from officers, Wales Audit Office as well as external expert legal advice on the procurement and governance of the project. These reports concluded that all due processes had been followed and that no public money was ever put at risk. These reviews were considered by the Executive Board on the 4<sup>th</sup> March 2019.

## **4. Summary of Review Findings**

### **UK & WG Independent Review**

The Independent Government Review was commissioned to provide all parties with assurance that the structures, processes and governance are in place to deliver a robust and successful deal. The findings of the review were published on the 15<sup>th</sup> March 2019 and 7 recommendations made to improve the deliverability of the Deal's outcomes. These include:

- Pre-scrutiny should be encouraged but direct and regular face-to-face contact between those writing the Business Cases and those providing comment upon them and advising those who will grant approval is essential
- The Regional Office should be designated as a Portfolio Management Office
- The City Team should put in place a best practice Integrated Assurance and Approval Plan (IAAP) for the Portfolio of projects.
- Under the chair of the JSC, each SBCD board should consider the TORs and ways of working of each to ensure that they work as intended, taking account of the review outcomes
- A Portfolio Director should be appointed to ensure continuity of Swansea Bay City Deal leadership and independent authoritative advice to the Boards.
- The SBCD should be managed as a Portfolio not as a set of predetermined and immutable projects
- For Yr Egin and Swansea Waterfront, the two business cases which are considered close to final approval, senior UK Government and Welsh Government and Local Authority officials should aim to reach a swift conclusion to ensure that funding can flow.

### **Joint Committee Internal Review**

The purpose of the Internal Review was to provide assurance to the Joint Committee, including co-opted Members and the wider partnership that the governance arrangements were robust and followed best practice and to identify areas for improvement.

A number of recommendations arose from the independent review as noted below:

- Redistribution of roles and functions to ensure an equitable balance across the SBCD Partnership
- Appointment of an independent Programme Director, securing the independence of the Lead Officer responsible for the Regional Office with a direct reporting line to the Joint Committee.
- The local approach to the delivery of the SBCD projects needs to take account of the interdependencies across the Programme. Consideration should also be given to contingency plans if Government funding is withdrawn at a later date
- The Implementation Plan needs to be revised so that delivery of the projects is prioritised and approved by the Joint Committee
- Membership and remit of the Programme Board and ESB needs to be reconsidered:

The Swansea Bay City Deal Joint Committee formally considered and accepted the findings of both the Independent Government and Internal Joint Committee reviews at its meeting on the 26<sup>th</sup> March 2019. The Programme Board has been tasked with developing an implementation and action plan to progress the recommendations and report back to the next Joint Committee scheduled for the 28<sup>th</sup> May 2019.

## **5. Analysis of the findings**

The findings from both reviews determine that progress has been significantly slow due, in part, to issues with the standard and quality of business cases submitted. It should be noted however that UK and Welsh Governments have made the task of releasing any funding extremely complex and difficult with endless questions being posed on the business cases, with officers waiting several months for any feedback on various iterations of the business plans. It is relevant to note that WG and UK have in recent weeks made significant progress and relations between the Regional Office and civil servants are working well, indeed issues that have been 'in the system' for many months are now making progress.

The level of bureaucracy involved is excessive, despite all the risk, forward funding, work and indeed a significant proportion of the £1.3bn package coming from or to be acquired by the 4 Councils. Risk, it must be noted, sits directly with each Local Authority. To date the Authority, as well as other partners, have committed significant time, money and enormous effort to get their projects moving, yet no funding has been released to the region to assist. Other City Deal areas have had funding up front which has subsequently given their Regional Office/Project Management Office the required resource to engage the necessary capacity.

There is a case for a move away from the current system to one whereby more control and accountability is granted to the region. The level of funding via the City Deal is not significant at £241m. We have received larger sums and delivered major programmes and projects with EU funds, occasionally in partnership with other Councils and without the hurdles that we are currently having to jump through. Councils in the region are well able to deliver complex and large projects and programmes. This Authority alone has delivered a £230m Housing programme; £200m C21st schools programme as well as over £500m of regeneration schemes, all of which without so much bureaucracy

However, Welsh Government's vision for future Regional Economic Plans is very much welcomed and one which may align with the existing City Deal regional structures or at least run parallel. Members must therefore be mindful that the City Deal is much wider than the 11 projects and may open doors to wider opportunities.

A key recommendation of both reviews is the appointment of a Programme Director to oversee the delivery of the City Deal and to provide independent advice to the Joint Committee. Whilst we are not opposed to this appointment, it must be acknowledged that this may have implications on the future management and delivery of the Regional Office which currently sits with this Authority. Should changes involve staff directly employed on City Deal matters, HR implications may come into force and as such the Authority will need to take relevant steps to ensure its staff are protected.

Funding of the proposed City Deal Programme Director is still under consideration, however it is suggested that this additional post would be funded via the Regional Office budget and that current partner contributions of £50k per annum would not be increased. This, however, is very much dependent on top slicing of the City Deal £241k funding.

There is inevitably a need to revise the existing Joint Committee Agreement (JCA). This is accepted, however this may take some time to implement which could have an impact on the timing of project approvals, given that it took nearly 17 months to get the Joint Working Agreement signed off by the 4 Councils and 2 Governments. The Authority's own projects are likely to be effected by any delay due to further negotiations in relation to the JCA. It is therefore imperative that the changes are kept to a minimum. To ensure that this process can progress in a timely manner, it is proposed that Members delegate authority to the Leader, in conjunction with the Chief Executive, Monitoring Officer and Section 151 officer, to agree changes to the Joint Committee Agreement (JCA). The changes would not apply to any material change to the Council's legal and financial obligations under the JCA, such matters are reserved for Members' decision.

The reviews also concluded that the City Deal should be managed as a Portfolio of projects and not as a set of predetermined projects. The Joint Committee has therefore agreed that there is a need to review the status of the current 11 projects, as set out within the Heads of Terms. Neath Port Talbot Council has already publically expressed a desire to review its portfolio of projects.

The implications for Carmarthenshire led projects as a result of this new approach are minimal.

The Council's Llanelli Wellness and Life Science Village Reviews were reported to the Joint Committee at its meeting on the 26<sup>th</sup> March which have shown that no public money or other public assets were ever put at risk. The Joint Committee agreed at its meeting that the Llanelli Life Science & Well-being Village is not on hold and that it will continue to be considered within the first tranche of projects. Similarly, the Economic Strategy Board have also expressed their support to progress with the project at the earliest opportunity.

The Joint Committee has also agreed that both the Skills & Talent and Digital Infrastructure regional projects, both of which are being led by the Authority, be considered as priority projects and be taken forward as the next tranche of projects.

As for Yr Egin, the project is progressing to full approval. A report is being submitted to Ministers for approval "in-principle" subject to some minor questions being addressed.

## **6. Conclusion:**

The recent reviews have provided an opportunity to look at ways to improve the current way of working which will hopefully lead to funding being drawn down into the region over the coming months.

Whilst both UK and Welsh Governments have noted that the reviews will not impact on progress it is inevitable that implementing the changes will take time. This may impact on the pace of project approvals as well as other uncertainties at this point in time such as the future management and delivery of the regional office functions.

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## **Swansea Bay City Deal Independent Review**

PC828D002 v1.0

26th February 2019



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## Executive Summary

### Introduction

In January 2019, Actica Consulting Ltd was commissioned jointly by the Welsh and UK Governments to undertake a rapid, independently led Review of the arrangements for the delivery of the £1.3bn Swansea Bay City Deal<sup>1</sup> (SBCD). The Review was to provide both the Welsh and UK Government Ministers with an assessment of the deliverability of the Deal.

### The Swansea Bay City Deal

The Swansea Bay City Region is a critically important driver for the Welsh and UK economy. It is a region with strong urban centres complemented by a wider rural landscape and a significant coastal footprint that has created a diverse economic profile with numerous opportunities and challenges.

The City Deal aims to provide the region and its partners with the new ways of working and resources to unlock significant economic growth across the Swansea Bay City Region. Both the Welsh and UK Governments have committed jointly to invest, subject to submission and approval of full business cases for the 11 constituent projects. This investment is also subject to agreement of governance arrangements for the Deal to support and further build on the Region's strengths which include health, energy and manufacturing: underpinned by a world-class digital infrastructure, successful universities and innovative health boards. The Deal's Heads of Terms - signed on 20<sup>th</sup> March 2017 by the Welsh Government, the UK Government and all 4 Regional Local Authorities - committed the Governments to jointly fund the Deal with £241M (£125.4M from Wales and £115.6M from UK) over 15 years to achieve 9,000 new jobs and a £1.8Bn uplift in Gross Value Added. The Local Authority and local partners from the private and public centre will also contribute funding. The intention is that the total funds from all sources over the period will be of the order of £1.3Bn.

### Review Team Findings

The Review Team are confident that both Governments are committed to the success of the City Deal. We note also that Regional Partners are invested in delivering a portfolio of programmes in the spirit of the Heads of Terms outcomes. We are convinced that the Swansea Bay City Deal will have a positive impact on the region. We observe that within a healthy portfolio, programmes and projects will evolve and, in some cases, change radically to meet changing circumstances. Some will succeed while others may not. It is our view that as issues of expertise and authoritative independent management are addressed, the relationship between all parties will mature, increasing collaboration and resulting in a slicker process with an increased focus on the delivery of outcomes at pace. Commitment of funds in the short term is critical: both to give confidence to all parties and to ensure that the financial exposure of Local Authorities remains manageable. In the longer term the portfolio will grow stronger as the opportunities available to the City Deal are further explored.

The report makes 7 recommendations to improve the deliverability of the Deal's outcomes which are tabulated below.

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<sup>1</sup> Contract Award C299/2018/2019 dated 10 January 2019: Contract to commence wef 14 January 2019.

ID	Recommendation	Urgency
1	Pre-scrutiny should be encouraged but direct and regular face-to-face contact between those writing the Business Cases and those providing comment upon them and advising those who will grant approval is essential.	Urgent by end March 2019
2	The Regional Office should be designated as a Portfolio Management Office, leavening their skills with experienced Portfolio/Programme/Project Management (P3M) specialists.	Important by end June 2019
3	The City Team should (with the support of the Welsh Government Assurance Hub and IPA as necessary) put in place a best practice Integrated Assurance and Approval Plan (IAAP) for the Portfolio. All parties should specifically consider the OGC Gateway™ Review process as a key part of that plan.	Important by end March 2019
4	Under the chair of the JSC each SBOD board should consider the TORs and ways of working of each to ensure that they work as intended. In doing so they should take account of this review and of the outcome of the audits currently being undertaken.	Important by end March 2019
5	A Portfolio Director should be appointed before May 2019 to ensure continuity of Swansea Bay City Deal leadership and independent authoritative advice to the Boards.	Urgent by end April 2019
6	The SBOD should be managed as a Portfolio not as a set of predetermined and immutable projects.	Important by end June 2019
7	For Yr Egin and Swansea Waterfront, the two business cases which we consider are close to final approval, senior UK Government and Welsh Government and Local Authority officials should aim to reach a swift conclusion to ensure that funding can flow as needed.	Immediate

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## Addressee

	Name	Date
Prepared by	Actica Consulting	24/02/2019
Delivered to	UK and Welsh Governments	26/02/2019

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# 1 Introduction

## 1.1 Scope of the Review

1.1.1 In January 2019, Actica Consulting Ltd was commissioned jointly by the Welsh and UK Governments to undertake a rapid, independently led, joint Government Review of the arrangements for the delivery of the £1.3bn Swansea Bay City Deal. The main focus of the review was:

- a. The alignment of the constituent projects to the overall strategic objectives of the City Deal, to ensure that the benefits can be realised.
- b. The overall risks to delivery of the City Deal, including the appropriateness and deliverability of the constituent projects, in particular focussing on those that have started their delivery lifecycle as the first tranche of projects.
- c. The interactions between the Joint Committee and City Deal governance structures with the regional governance structures to make recommendations on the provision of robust assurance.
- d. The overall due diligence practices in operation on the first tranche of projects and whether these have received the appropriate level of financial assurance.

1.1.2 The Review was to deliver a joint report to both Governments within six working weeks, recognising a balance between urgency and comprehensiveness.

1.1.3 The Review Team was asked to make any recommendations that would improve the deliverability of the outcomes of the Deal.

1.1.4 It was noted that whilst the Review should provide specific recommendations for action, all final decisions would rest with Ministers or the Joint Committee as appropriate.

1.1.5 Finally, the Review Team was informed that the development of the Business Cases, recommendation of any individual Business Case for release of funding or consideration of alternative projects was out of scope.

## 1.2 Methodology and Approach

1.2.1 The Review Team adopted a three-stage approach based on proven well established independent peer review techniques, consisting of Discovery, Analysis and Output phases.

1.2.2 Discovery: A period of learning and engagement consisting of an Initiation meeting, pre-reading of programme documentation and Interviews with Stakeholders.

1.2.3 Analysis: A period of reflection on the findings of Discovery, cross-referencing the interview evidence with a thorough assessment of the documented processes and procedures to eliminate any biases or blind spots. This analysis was also to reflect upon the practical delivery of the programme outcomes and the governance.

1.2.4 Output: The compilation of the findings and recommendations into a report based around the key questions laid out in the Terms of Reference, with the final report issued at Ministerial level.

1.2.5 It is important to note that the final report is an evidence-based snapshot of the programmes' status at the time of the review.

### **1.3 Considerations**

1.3.1 The Review's conclusions and recommendations need to be understood and taken within the context of its constrained scope and methodology and the limited due diligence possible in the available timescales. Its Recommendations are graded 'Immediate' (do now), 'Urgent' (do by...), and 'Important' (do by...). To ensure focus we have limited the number of recommendations. There are a number of incremental improvements and some implied recommendations within the report which we would expect the Portfolio Director and an appropriately experienced team to take forward as a matter of normal business.

1.3.2 The Review Team would like to thank all of the stakeholders who attended for interview for their support and openness, which contributed to the Review Team's understanding of the Programme and the outcome of this Review. Particular thanks go to the Swansea Bay City Deal Regional Office Secretariat for managing the key logistics for the review and coordinating the Regional interview process.

1.3.3 It is important to note that this report looks forward rather than back and focuses on the lessons learned (and hence actions that could be taken) by all parties to move the City Deal Forward. Suggestions for improvement by Stakeholders, reflecting their recent experience of the City Deal, have informed our recommendations.

1.3.4 The Review Team would also like to make it clear that this is an independent and objective review, not an audit. It does not, in any way, consider any implications arising from the recent publicity around the Life Science & Wellness Village programme, which is subject to internal audit by the University, the Local Authorities and to an external audit by the Wales Audit Office.

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## 2 Background to this Review

### 2.1 The Swansea Bay City Region Deal

2.1.1 The Swansea Bay City Region is a critically important driver for the Welsh and UK economy. It is a region with strong urban centres complemented by a wider rural landscape and a significant coastal footprint that has created a diverse economic profile with numerous opportunities and challenges.

2.1.2 This City Deal aims to provide the region and its partners with the new ways of working and resources to unlock significant economic growth across the Swansea Bay City Region. It is a Deal where both Welsh and UK Governments have committed to jointly invest, subject to the submission and approval of full business cases in relation to the eleven identified projects and the agreement of governance arrangements for the deal. This is made up of £241 million of government funding which is intended to unlock other private and public sector funds on specific interventions which seek to support and further build on the region's strengths which include health, energy and manufacturing sectors and are underpinned by a world-class digital infrastructure, successful universities and innovative health boards. The City Deal is structured around eleven project proposals, set against four themes, with major investment in the region's digital infrastructure and workforce, skills and talent underpinning each.

2.1.3 The Deal provides an opportunity to continue tackling the area's barriers to economic growth through: developing higher value sectors and higher value employment opportunities to match; increasing the number of businesses within these sectors to widen the economic base; and improving the region's Gross Value Add level against the UK average.

2.1.4 As well as taking forward projects and programmes to drive economic growth, the City Deal commits local leaders and partners to implementing effective leadership across the City Region. In agreeing this deal, the four local authority leaders across the Swansea Bay City Region have agreed to create and have setup a regional Economic Strategy Board and a Joint Committee to oversee the delivery of this City Deal.

2.1.5 Local partners within the Swansea Bay City Region estimate that this City Deal will lead to:

- a. Funding of nearly £1.3 billion for interventions to support economic growth;
- b. Over £600 million of direct private sector investment leveraged to deliver interventions;
- c. Investment spread across the whole of the region to ensure all localities and citizens can benefit;
- d. An overall increase to the economy of over 9,000 gross direct jobs;
- e. A contribution to regional GVA of £1.8 billion.

### 2.2 Timeline

2.2.1 Swansea Bay City Region Board published its vision document 'An Internet Coast' in February 2016. Shortly afterwards the Welsh and UK Governments opened negotiations on a City Deal for the region in March 2016.

2.2.2 On 20<sup>th</sup> March 2017 the Heads of Terms for the £1.3bn City Deal were signed. This document provided the foundations for the City Deal and confirmed the joint commitment among the

four local authorities and the Welsh and UK Governments to ensure full implementation of the Swansea Bay City Region City Deal. This was subject to funding conditions set by Government being met. The Heads of Terms document also referenced a wider suite of control and governance documents, laying the foundations for the City Deal.

- 2.2.3 Over the next 15 years, the City Deal aims to boost the local economy by £1.8bn. It will be underpinned by £125.4m Welsh Government funding, £115.6m of UK Government funding, £396m from the four local authorities and other public sector bodies in the region together with £637m from the private sector.
- 2.2.4 In July 2018, all four local authorities approved their Joint Committee Agreement. This legal agreement establishes the key governance structures such as the Joint Committee, the Economic Strategy Board and Scrutiny Committee and commits the four local authorities to work together over the 15 years of the Deal.
- 2.2.5 The Regional Office was established using staff redeployed from Carmarthen County Council (CCC) to provide a secretariat function. The Office also provide this function for CCC projects without the Swansea Bay City Deal (SBCD).
- 2.2.6 The provision of Government funding is subject to the agreement of governance arrangements for the Deal and the submission and approval of full business cases in relation to the eleven identified projects, as was set out in the Heads of Terms. To date none have been submitted formally.
- 2.2.7 In January 2019, the rapid, independently led, joint Government Review of the arrangements for the delivery of the £1.3bn Swansea Bay City Deal was commissioned: the outcome of which is this report.

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## **3 Review Observations, Analysis, Key Findings and Recommendations**

### **3.1 Introduction**

3.1.1 This section summarises the Review Team's Key Observations following stakeholder interviews, along with specific recommendations on how to move the programme forward.

3.1.2 The Swansea Bay City Deal (SBCD) Portfolio is currently faced with the following issues:

- a. A perception that the Portfolio is not making sufficient progress since the Heads of Terms were signed on 20<sup>th</sup> March 2017;
- b. Events have called into question governance and have led to wider concerns regarding assurance and confidence in the Region's ability to deliver the anticipated outcomes;
- c. Local Authorities will incur, on programmes already started in good faith, unanticipated borrowing costs and greater restrictions on their borrowing next year if Government funding is not made available as expected.

3.1.3 Consequently, both Governments, who remain committed to the success of the Deal, seek practical recommendations that may be implemented in the short/medium term.

### **3.2 Progress**

3.2.1 The Review Team found that there is a view that progress of the SBCD has been unduly slow in comparison with other city deals in Wales. Some have expressed a view that the Heads of Terms were perhaps immature compared to those agreed subsequently; others have argued that they were only ever meant to be a loose framework. We have heard that the signing of the Heads of Terms was preceded by volatility in the City Deal management team and this caused a hiatus post signing which impacted on the drawing up of the Joint Committee Agreement (JCA). The construction of this deal is different from earlier city deals. It is project-based, with each project requiring the approval of both UK and Welsh Governments. This additional approval level has added a level of due diligence and a demand for assurance which the SBCD has found difficult to supply and consequently the relationship between the City Deal and the two Governments has suffered. We note that in later City Deals, certainly where they have been centred on one urban centre, quicker progress has been made.

3.2.2 Since the Heads of Terms was signed by all parties on 20<sup>th</sup> March 2017 in Swansea, the participants in the City Deal (the four Local Authorities, the two Health Bodies, and two Universities) together with the two Governments have, under a JCA, set in place a Governance regime that is acceptable to them all. This includes the establishment of the Regional committees - Joint Committee (JC), Economic Strategy Board (ESB) and Programme Board (PgBd) - and the appointment of individuals to key posts. In parallel, the parties at the sub-regional level were crafting the final shape of individual projects and obtaining a bespoke combination of various public and private funding streams: each of which requires negotiation with, and agreement by, individual bodies with their own approval process. As the projects matured, the Local Authorities have been leading on the construction of a Business Case for each project that is acceptable to the Regional Committees and both Governments.

3.2.3 The JC and ESB have met formally five times and three times respectively, with the last two meetings approving three of the eleven projects. These projects still require the agreement of the two Governments and of the lead Local Authority.

3.2.4 The Review Team considers that, whilst there might have been a desire to progress faster, it is understandable that four Local Authorities, working with two Universities and two Local Health Boards would spend 17 months setting up and staffing the SBCD management and financial structure.

### **3.3 Project Approval Process – Governance and Assurance**

3.3.1 The process by which Business Cases are presented formally to the two Governments does, as mentioned above, appear to have presented all concerned with difficulties: particularly when the approval process was placed under severe pressure by the perceived need to gain approval urgently in order to release funds quickly.

3.3.2 The presentation of a Five Case Business Case model - in line with HMT 'Green Book' guidance - to the two Governments is an implied requirement of this City Deal. It is not clear to the Review Team when this became clear to the City Deal participants. While the Local Authorities and the Regional Office are familiar with raising cases for European, Lottery and Welsh Government grant funding, the requirements of the 'Five Case Model' appear to have been less well understood.

3.3.3 Concerns regarding the progress of business cases arose and led to a decision by the Welsh and UK Governments to supply training and support. This was we understand helpful, but we would argue there is no substitute for expertise and experience when drafting an appropriate case which is proportional to the scope and risk of the project. The two Governments also offered to receive draft copies of the Business Cases for circulation to officials within their Departments before formal submission. This pre-scrutiny approach is used by many Central and Devolved Government Departments to ensure a smooth path to the formal approval of a Business Case.

3.3.4 In this situation it did not work well: there was a lack of understanding of the process at the Regional and sub region level who appear not to have had sufficient clarity and transparency regarding the approvals procedures to be followed between SBCD and Welsh/UK Governments. Some business cases were sent for pre-scrutiny through the Regional Office, whereas others were sent, out of process, direct from a Local Authority. We understand that on receipt by Welsh/UK Governments, the business cases were distributed to all those Groups or Departments with a policy interest. Comments received from those Departmental officials were collated and returned. Because the formal response on the submission was made only when all officials had responded, the collated response sometimes took months to issue. In one case the response took three months to return as an e-mailed matrix with a large number of comments reflecting individual opinions that did not appear to have been triaged, coordinated or prioritised. This caused frustration and distrust.

3.3.5 We understand that for other City deals in other regions of the UK there is a strong face-to-face relationship between the Programme Management Office (PMO) and relevant projects teams from the Region with the UK Government Ministry of Housing, Communities and local Government (MHCLG) and tightly focused pre-scrutiny business cases meetings ('Business Case Working Groups') are a regular occurrence. This has not been the case with SBCD. A few very large meetings between parties were held in the autumn but these did not seem to move the

projects forward, leaving the Region and the project teams reliant on the emailed comments from individual policy areas. Some of the comments were along the lines of “it would be beneficial to the case if the connection was made to XYZ policy”. These were not fundamental to the strength of the Business Case: they served only to influence the quality of the text rather than addressing quantitative programme/project Cost, Time, Performance, and Risk issues. The Review Team also observed that, while attention was focused on the main text of the business case, key annexes received less attention: for example, the Review Team saw no evidence that a critical missing annex on Benefits Management was flagged. Consequently ‘final’ but incomplete Full Business Cases (FBCs) have been approved by the JC and formally submitted to the Approving authority. This is not good practice, and has led to a position where the Business Cases lack important underpinning information regarding benefits, risk etc. We would expect that such information would inform the quantitative aspects of the Full Business Case.

- 3.3.6 However, it is important to note that there were also some very pertinent and constructive points around financial treatment which should have been identified by the SBCD and addressed during an earlier stage in the normal course of business case development. The projects should have been challenged by the Regional Office but they were not. This is we think a window to the source of the real problem - namely the nature of the Regional Office.
- 3.3.7 Many consider the Regional Office to be Programme Management Office (PMO). It is not, it is primarily a Secretariat. It does not include Portfolio/Programme/Management (P3M) specialists. This a major issue because it cannot operate as a centre of excellence with the opportunities to learn lessons for the portfolio as a whole, or provide Portfolio/Programme Management support and assurance (without recourse to external support), or give independent briefing to the City Deal Boards. As a result, the Regional Office is unable to fulfil the role that many assume it has. A combination of its inability to provide a regional tier of support advice and assurance combined with confusion over its role has been at the heart of much of the unease we have heard expressed regarding progress. There needs to be an authoritative tier of assurance and support to the individual programmes and also to the decision-making boards. We believe that a reconstituted P3M office with strong professional and independent leadership is key to delivery. The regional organisation would require additional funding to offer full PMO services. As confidence is built this will satisfy much of the two governments need for assurance and the need for extensive government involvement in the detail will reduce.
- 3.3.8 Expectations of the parties regarding the pre-scrutiny and actual scrutiny procedures were also different. This combined with a disjointed process led to misunderstandings, delay, frustration, and blame. Pre-scrutiny is good practice but the process needs to be transparent, collaborative, and intelligently managed.
- 3.3.9 In summary, the expectations of those providing the business cases for pre-scrutiny were not aligned with those receiving them. The attempt to solve the issue of a lack of expertise and experience at the Regional level by circulation of the business cases for comment by the Governments was not effective and probably could not be in the absence of a Regional PMO.
- 3.3.10 Collaborative work is needed between the SBCD members and Welsh/UK Governments to improve the Approvals process and especially the value-add of pre-scrutiny activities. The Review Team understands responsibility for City Deals is being transferred to the Economy, Skills & Natural Resources Department under the Deputy Director in Welsh Government. The Review Team supports the change as this moves responsibility from a policy-focused area into



a delivery-focused area. However, we do have a concern that this transfer, and the concomitant reorganisation, will be a distraction for the approval of two Business Cases that are very close to being finalised

- 3.3.11 The desire to spend the Governments 'in year funding' for FY 2018/19, coupled with the need to ensure that time-sensitive European funding is 'locked in' to individual projects has placed a severe time pressure on the projects and the approval bodies. Meetings of the Regional committees have taken place 'back to back' to maintain pace and incomplete business cases have been provided to the boards without prior circulation. Boards were not given adequate time to read and understand the proposals adequately nor were they provided with independent expert advice on those cases. They were therefore not in a position to provide a level of challenge which we would normally expect. We also have a concern that such a detailed (but arm's length) level of scrutiny by the two Governments sent the wrong message to the SBCD, giving the JC a licence to approve the business cases swiftly on the understanding that the two Governments were generally satisfied with them.

**Recommendation 1:** Pre-scrutiny should be encouraged, but direct and regular face-to-face contact between those writing the Business Cases and those providing comment upon it and advising those who will grant approval is essential. (URGENT - by end March 2019)

**Recommendation 2:** The Regional Office should be designated as a Portfolio Management Office, leavening their skills with experienced Portfolio/Programme/Project Management (P3M) specialists. (IMPORTANT by end June 2019)

- 3.3.12 The Review Team found no evidence that the City Deal has an Integrated Assurance and Approval Plan (IAAP). This would be good practice. As would the application of the OGC Gateway™ Review process. This internationally recognised process exists to provide Governments and Departments with external assurance, and has been used successfully by the Welsh Government on both its own and Local Authority major infrastructure projects (e.g. Vibrant and Viable Places, 21 Century schools) through its Assurance Hub. However, the Review Team was unable to establish any evidence that it had been used anywhere within the SBCD portfolio to date. Reviews can be organised by the Welsh Government Assurance Hub, ideally in line with an IAAP but if necessary, at relatively short notice. Amongst other things, this would provide the Welsh/UK Governments with an independent and objective Delivery Confidence Assessment per SBCD programme/project, or indeed of the SBCD portfolio overall. As a minimum the approach is valuable at key Approval points (such as OBC, FBC) but offers maximum benefits when used throughout the lifecycle. Peer Reviews also offer the opportunity for those engaged on other more progressed City deals nationwide to share knowledge. We would see the responsibility for this lying with the Regional Office.



**Recommendation 3** The City Team should with the support of the Welsh Government Assurance Hub and IPA as necessary put in place a best practice Integrated Assurance and Approval Plan (IAAP) for the Portfolio. All parties should specifically consider the OGC Gateway™ Review process as a key part of that plan. (IMPORTANT - by end March 2019)

### 3.4 Swansea Bay City Deal Governance

- 3.4.1 The Review Team notes that the recent governance concerns regarding the Life Science & Wellness Village programme have been addressed by all parties. This issue has been given a high priority by the Region who assembled the Joint Scrutiny Committee in December 2018 and have appointed an internal regional audit team with members from the four Local Authorities to investigate. The University is carrying out an investigation and the Welsh Audit Office has also initiated an inquiry. We recognise that the restoration of public confidence may take some time. That said, the Review Team notes that the current publicity surrounds the alleged actions of individuals. As yet we have not heard evidence that these allegations undermine the business fundamentals of that particular project and certainly, we believe should not undermine delivery of SBCD outcomes as a whole. We suggest that the implementation of the recommendations we make within this report, supplemented by any audit findings, should provide a basis for confidence in future governance.
- 3.4.2 The ways of working of the committees are still evolving. We have discussed options with members but we do not feel it would be helpful at this stage for us to direct them to a solution - particularly with the results of the audit investigations awaited. We have a view that for the efficient conduct of business, smaller committees are better than larger ones and that it would be best not to duplicate membership. We are concerned that the level of challenge within the City Deal is low, in particular that there is no incentive for members of the JC to robustly test each other's proposals. Where one committee advises another there should be time and space between those committees for that advice to be considered and discussed as needed. Furthermore, an approval audit trail is currently established through examination of the various approving committees' meeting minutes. It might be simpler and more transparent for each FBC to have an accompanying Approvals Sheet to be signed and dated by the authorised persons.
- 3.4.3 Finally given the scarce resource of the ESB we believe that their time considering strategic issues should not be diluted by the detailed consideration of final business cases. Rather, their role should be focused, as we understand was originally intended, on identifying opportunities, and providing private sector insight and advice.

**Recommendation 4:** Under the chair of the JSC each SBCD board should consider the TORs and ways of working of each to ensure that they work as intended. In doing so they should take account of this review and of the outcome of the audits currently being undertaken. (IMPORTANT - by end March 2019)

- 3.4.4 It is our view that the appointment of an independent Portfolio Director (PfD) supported by a Regional Office will be better able than the current arrangements to support projects through a combination of advice and appropriate challenge and, importantly, ensuring that all committee members are well informed. The CEO of Carmarthenshire is to retire in the summer of 2019. Heavily involved in driving its inception and supporting it since, he has been highly prominent within SBCD for some years. We suggest therefore that his departure provides an opportunity to appoint a PfD for the SBCD with equal status to the four Local Authority Chief Executives. We suggest that the PfD should report to the JC and in turn be responsible for the Regional Office team (a PfMO in line with Recommendation 1 above). The 'person specification' for such a PfD would need to be carefully considered by the JC and the ESB. Clearly, they would need solid P3M skills and a track record of delivering major public-private programmes. They would also need to be able to command respect in the Local Authorities, Central Government and the Private Sector alike.

**Recommendation 5:** A Portfolio Director should be appointed before May 2019 to ensure continuity of Swansea Bay City Deal leadership and independent authoritative advice to the Boards. (URGENT - by end April 2019)

- 3.4.5 The SBCD is seen by many as a Programme containing a set of predetermined immutable projects with perhaps some synergistic relationships and dependences which taken together deliver an outcome (jobs/GVA). This view carries the danger that projects agreed years ago may not offer the best prospects today (or tomorrow). There is a danger of stagnation and missing out on new opportunities. We would suggest that it is better to look at the SBCD as a portfolio with programmes (and projects) kept under review with funding switched to those considered most likely to deliver the agreed outcome(s). In this scenario we would expect some individual programmes and projects to fall away as other more worthy programmes were identified and prioritised. This is a healthy process. The ESB could play a key role in actively seeking and identifying new projects and supporting the SBCD team in evaluating respective benefits. Overall, we believe that this approach offers the best chance to deliver the intended outcomes. We would also expect such competition to increase the level of robust challenge to business cases which would incidentally be beneficial in providing an increased level of due diligence and assurance. The Heads of Terms allows for this approach but the opportunity has been downplayed.

**Recommendation 6:** The SBCD should be managed as a Portfolio not as a set of predetermined and immutable projects. (IMPORTANT by end June 2019)

### 3.5 Swansea Bay City Deal Business Cases

3.5.1 There are two business cases Yr Egin (Creative Digital Cluster) and Swansea Waterfront where we detect the parties are close to an agreement. Having undertaken a deep-dive into their status, they are in our view broadly fit for purpose, have been approved by the Region and formally submitted to the Governments (although we understand that for reasons of (in)completeness they have been withdrawn and will be resubmitted).

3.5.2 Our understanding of the current status of these two business cases is provided in the table below:

ITEM	YR EGIN FBC	SWANSEA WATERFRONT FBC
VERSION NUMBER	V9.6	V18
DATE	3 Aug 2018	28 Nov 18
APPROVALS	ESB Review 8 Nov 18 PgBd Review 22 Nov 18 JC Review 22 Nov 18	ESB Review 8 Nov 18 PgBd Review 22 Nov 18 JC Review 22 Nov 18
STRATEGIC CASE	Complete	Complete
ECONOMIC CASE	Complete	Complete
COMMERCIAL CASE	Complete	Complete
FINANCIAL CASE	Complete	Complete
MANAGEMENT CASE	Complete	Complete
OPTIMISM BIAS	10% but a very round figure	10% but a very round figure
RISK MANAGEMENT	5x5 estimation but more qualitative than quantitative	5x5 estimation but more qualitative than quantitative
GENERAL COMPLETENESS	Cross-references blank Missing template elements No IAAP	No obvious blanks, but does not address all best practice aspects e.g. IAAP
KEY MISSING APPENDICES	Benefits Register - seen in Draft	Benefits Register - not seen

3.5.3 For these two business cases, which we consider are close to agreement, senior UK Government and Welsh Government and LA officials with the authority to 'do a deal' should meet in one location and together with appropriate experts address any substantive issues aiming to reach a swift conclusion. This meeting should be independently chaired and minuted by the Regional Organisation to both record agreements and take note of agreed actions, those individuals tasked and the required date recorded. The Accounting Officers' responsibilities for financial regularity and commercial propriety need to be satisfied. However, we suggest that this could be achieved with careful and appropriate use of a caveated Approval (e.g. a phased funding release to award SBCD FY 2018/19's and possibly some of FY 2019/20's funding) on the proviso that SBCD work with the two Governments to instigate a good practice approach to, for example, benefits management, within a specified timeframe and to apply this learning to later Tranches of work. We would suggest that the absence of important but essentially technical components of Five Case Business Cases can be worked through jointly: particularly where the expertise and experience currently lie with Governments (such as the approach to monitoring benefits including sustainable job creation).

The release of funding in future might also be tied to delivering the recommendations of this report.

- 3.5.4 In summary a collaborative approach should be applied in future to ensure that the intention of the Heads of Terms is upheld. If it is not possible to deliver some elements of otherwise viable business cases before the end of this financial year, immediate consideration should be given to a conditional release of funds. This would be concomitant on all parties working collaboratively to reach an agreed position on benefits modelling and monitoring.

**Recommendation 7:** For Yr Egin and Swansea Waterfront, the two business cases which we consider are close to final approval, senior UK Government and Welsh Government and Local Authority officials should aim to reach a swift conclusion to ensure that funding can flow as needed. (IMMEDIATE)

- 3.5.5 Annex A specifically looks at the Review Teams assessment of the deliverability of the planned Swansea Bay City Deal Outcomes and the status of the 11 programmes and projects as a whole.

### **3.6 Swansea Bay Future Programme delivery capability**

- 3.6.1 The majority of the stakeholders interviewed were enthusiastic about the SBCD and the opportunities it offers for the people in the area. Governments remain solidly behind it. Notwithstanding our concerns, regarding the lack of PPM expertise and experience of the Regional Office mentioned above, the Review Team was struck by the high calibre of those people responsible for its successful delivery and in particular by those who are involved in its development and support without remuneration. Equally, the Local Authorities and other public bodies in the SBCD area have demonstrated that they have the capability to deliver substantial projects: whether this be Local Authorities under the Government-led 21<sup>st</sup> Century Schools or Vibrant and Viable Places programmes; or locally driven schemes involving multiple sources of funding and interests. Local Authorities are well-experienced in delivery of infrastructure projects. Health and Education institutions likewise have delivered major infrastructure schemes over many years. Where they have less experience is in the programmatic aspects of long-term benefits management within the transformation programmes that such infrastructure projects enable. This may be why benefits management appears to be presenting a problem for them.
- 3.6.2 The Review Team considers that SBCD can, provided our recommendations are followed, deliver on the broad promises set out in the Heads of Terms in March 2017. It is not possible to say whether these activities will deliver the full economic benefit aspired to and underpinned by the original economic model. The SBCD offers an opportunity to maintain partnership working in the region and expand upon it. There is an opportunity to stimulate the local economy and create sustainable jobs. The eight partners have a good track record of regeneration and building infrastructure and have the necessary capabilities to deliver it. The Government funding is not large but it is significant. It is required to build confidence and to leverage private funding and collaboration. There are large benefits on offer for the people in the region although the specific value is yet to be confirmed.
- 3.6.3 In order to deliver the intended benefits, the SBCD needs to keep its cohesion, which does face a number of risks. For example: a combination of concerns over funding and of the much-

publicised concerns on the Wellness Village could cause a loss of confidence within the Region; or the loss of a key Local Authority partner could prove severely damaging to confidence of non-public partners. In this context, real progress must be demonstrated and we suggest that the time for exchange of emails and revised business cases has passed. The approval of at least some projects this year is critical both financially and to build confidence. The financial risk to the two Governments is minimal because of the way the SBCD is structured and a failure to meet specified conditions can result in the withdrawal of funds. Some Local Authorities are already financially exposed, having borrowed funds to commence projects at risk, while others could lose critical funding streams if the Government funding fails to materialise in a timely manner. The aim should therefore be to release funds in this financial year.

### **3.7 Way Forward**

- 3.7.1 We have outlined above our key recommendations but here we summarise them in chronological order. The most important is that the Regional Office be reconfigured as a P3MO with a strong and independent leadership.
- 3.7.2 To demonstrate Government commitment in the short-term funding must be seen to flow. A way of achieving that while managing the issues and risks through collaboration must be found.
- 3.7.3 In the medium term the parties to the agreement need to continue this collaboration. Greater delivery professionalism is needed at the Regional level to ensure that all parties speak the same language. To a large extent these two things go together. The Welsh Government have made an important start in reassigning the responsibility for City Deals in Wales to a delivery focused department. The Region must step up likewise and ensure that the Regional Office has the authority, the experience and the expertise to broker a strong professional relationship with that department and the UKG's MHCLG.
- 3.7.4 Concerns over governance and assurance must be addressed. We have made a number of proposals and these will need to be considered with the outcome of the various ongoing audits. All parties need to cooperate proactively to ensure that a process is developed and behaviours are such that all can have confidence in the Region's ability to manage the substantial funds available to City Deal. We believe that a reconstituted PfMO with strong professional and independent leadership is key to this because it will provide an authoritative tier of assurance and support to the individual programmes and to the decision-making boards. An IAAP will give structure to the assurance approach. As confidence is built this will satisfy much of the two Governments' need for assurance and they can draw back from the detail.
- 3.7.5 In the longer term the SBCD should seek to run the programmes within a portfolio and identify other programmes for it using the ESB as a fulcrum to lever positive benefits for the region.

## **A Confidence in the Deliverability of Planned SBCD Outcomes**

- A.1.1 This Annex specifically looks at the Review Team's assessment of the deliverability of the planned Swansea Bay City Deal Outcomes as a whole.
- A.1.2 This assessment found that there is no clear Portfolio/Programme Mandate for the SBCD that identifies required outcomes, dependencies, timelines, constraints, risks etc. The nearest available document to a Mandate is the Heads of Terms (signed by senior political leaders) that lists the SBCD's 11 constituent projects and suggests that the anticipated SBCD investment (Central Government, Local Government, and Private Investment) would support the creation of over 9,000 additional jobs (i.e. 3% over the current 302,000) and contribute to increasing GVA by £1.8 billion. The Heads of Terms further commits the Welsh/UK Governments to up to £241M of direct funding over 15 years but is silent regarding spend profile.
- A.1.3 Since the Heads of Terms new-job/GVA outcomes were based upon the SOBCs/OBCs available at the time, and in many cases nothing has changed regarding individual projects since then, it is difficult for the Review Team to gainsay it based on the available information.
- A.1.4 All parties were taking a significant strategic risk when the SBCD was launched without any Portfolio/Programme/Project Management (P3M) work having been done to establish the top-level (top-down) plan, risks, issues, opportunities, benefits, resources etc. Best practice, followed by a number of UK Government Departments and supported by the Infrastructure and Projects Authority (IPA), would be to carry out a formal strategic assessment bringing together those responsible for policy and those responsible for delivery. This is especially critical when amongst the 11 projects there are 3 cross-cutting regional, notionally enabling projects: Digital Infrastructure, Skills & Talent and Homes as Power Stations.
- A.1.5 The Review Team has not seen the detailed economic models for each of the 11 Swansea Bay City Deal Region projects so is not in any position to comment on the Heads of Terms assertion (based on the 11 SOBCs/OBCs) that *"The Swansea Bay City Region believes that this investment will support the creation of over 9,000 additional jobs and contribute to increasing GVA by £1.8 billion"*.
- A.1.6 An alternative approach to assessing deliverability is to adopt a bottom-up approach and use the IPA guidance on assessing Delivery Confidence against each of the 11 projects: assessing delivery against the four dimensions of Time (vs Plan), Cost (vs Budget), Benefits Delivery (i.e. Performance) and programmatic Process. Such a detailed appreciation was not practical within the strict time-bounds of the review as each of the 11 projects approaching FBC approval would be subject to a separate 3-day Gateway™ 3 Review by a team of 3 people.
- A.1.7 The Review Team noted that all SOBCs/OBCs were very light on detailed planning, risk/issue management and benefits management; however, that would not be surprising at this early stage. The FBCs seen during the week of the Review (Yr Egin and Swansea Waterfront) had improved in this regard though were still immature regarding benefits management. The Review Team has seen a Draft Benefits Register for Yr Egin which is a promising start, albeit clearly a work in progress. The Review Team has not seen a Benefits Register for Swansea Waterfront. The optimism bias @ 10% looks more like a contingency figure than an HMT Green Book assessment. However, these projects (and certain other single Authority projects) were proceeding, despite the lack of promised Welsh/UK Governments funding, at Project

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Partner risk thus maintaining planned timelines albeit at increasing financial exposure via increased borrowing (incurring unbudgeted interest charges and concomitant cost risk). Overall, the Review Team considers that Yr Egin and Swansea Waterfront would probably rate an 'Amber' DCA which is typical for an infrastructure-enabled economic transformation programme at the FBC stage of evolution. The balance of projects would be Red.

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# Swansea Bay City Deal

## Internal Review of Governance Arrangements

March 2019



### Internal Review Team:

Pembrokeshire County Council (Lead & Report Author)

Neath-Port Talbot County Borough Council

Carmarthenshire County Council

City & County of Swansea Council



## **Executive Summary**

### **1. Introduction & Background**

#### **1.1 Political Context**

The UK Government's Industrial Strategy identifies five Foundations and four Grand Challenges to ensure that the UK takes advantage of major global trends to improve productivity and the lives of people. City Deals are one of the main vehicles for driving economic activity and growth within the UK and are aligned to the five foundations of the UK Government's Industrial Strategy, they are specific to each Region and aim to build on the Region's strengths.

City Deals in Wales support Welsh Governments longer-term approach to Public Sector reform in Wales. Public Sector partnership arrangements already exist on various footprints to support and improve the provision of services for Education and Social Services & Wellbeing. The Heads of Terms signed by UK Government, Welsh Government and the Leaders of the four Local Authorities on 21 March 2017, commits the Swansea Bay City Region to working in partnership with Welsh Government to deliver local government service reforms that will see a number of strategic functions delivered at the regional level. The Joint Committee is required to keep under review the arrangements for discharging local authority functions that might be mandated to be exercised regionally (e.g. land use planning, transport planning and economic development).

Existing and future Government regeneration funding is expected to be based on a regional working approach. A key feature of the Welsh Governments Targeted Regeneration Investment Programme, which has been available to Local Authorities since April 2018, is the identification of projects through regional working. The proposed UK Shared Prosperity Fund is likely to award funding on the same basis.

#### **1.2 Swansea Bay City Deal (SBCD)**

The theme of the SBCD is the Internet Coast. There are four sub-themes, which are aligned to the UK's Industrial Strategy.

The Swansea Bay City Region covers Carmarthenshire, Swansea, Neath Port Talbot and Pembrokeshire. The SBCD is a partnership between the four Local Authorities, Local Health Boards, Universities and UK Government (UK) and Welsh Government (WG).

The four Local Authorities approved the Joint Committee Agreement (JCA) in July 2018 with the first meeting of the Joint Committee held on 31 August 2018. Prior to this and since 2016, the Joint Committee and Programme Board operated in shadow. In addition to the four Local Authorities, membership of the Joint Committee includes Swansea University, University of Wales Trinity St Davids, Hywel Dda University Health Board and Abertawe Bro

Morgannwg University Health Board. In shadow form, the Joint Committee focused on drafting the JCA, business plan development and negotiation with WG on interventions and enabling actions to assist with delivery of the SBCD.

Eleven projects, representing a £1.274 Bn investment, are expected to be completed within five years to secure maximum benefit for the Region. Government funding represents £241m (19%) of the overall investment and will be paid over fifteen years to the Accountable Body who will distribute to the partner Local Authorities on a yet to be agreed basis. In order to deliver the SBCD Programme within five years, the four Local Authorities will need to finance the Government funding through their own capital (or prudential borrowing) or revenue funding, with payback over fifteen years. Investment of £396m (31%) is required from the Public Sector and £637m (50%) is required from Private Sector investment.

## **2. Purpose, Scope & Methodology of the Internal Review**

As required by the Joint Committee, an Internal Review team made up of representatives from the four Local Authorities Internal Audit Services formed to undertake an internal review of the governance arrangements for the SBCD. This followed the suspension of senior staff at Swansea University and potential links in relation to the Llanelli Life Science and Wellbeing Village project, which forms part of the SBCD.

The purpose of the Internal Review is to provide assurance to the Joint Committee (including co-opted Members and the wider Partnership), and identify areas for improvement to ensure that the governance arrangements are robust and follow best practice.

The Joint Committee approved the Terms of Reference for the Internal Review, which used the CIPFA/SOLACE Delivering Good Governance in Local Government Framework 2016 as a basis for evaluating the effectiveness of the SBCD governance arrangements.

The Internal Review of the SBCD governance arrangements was an evidence-based appraisal, which involved meetings or discussions with stakeholders, a review of supporting documentation and an evaluation of the effectiveness of governance arrangements against best practice.

### 3. Summary of Key Findings

3.1.	The investigation at Swansea University, its links with the Llanelli Life Science and Wellbeing Village project and its subsequent referral to the police is having a detrimental impact on partners within the SBCD and is eroding trust across the partnership. However, all parties within the Partnership are committed to the Partnership and the delivery of the Programme.
3.2.	The statutory roles and the majority of principal roles and functions within the SBCD, as agreed within the JCA, are assigned to Carmarthenshire County Council and should be more evenly distributed across the partnership. These include three Statutory Roles (Head of Paid Service, Section 151 Officer and Monitoring Officer) and several supporting roles including Chair of the Programme Board (Lead Chief Executive), the Accountable Officer of the Regional Office function (Lead Chief Executive), and Internal Audit. Only two appointments have been made to the Regional Office - this function is largely resourced by Carmarthenshire County Council's staff, jointly funded by the SBCD partners in the sum of c£400k.
3.3.	Paragraph 55 within the Heads of Terms agreement states: "If the City Deal is not delivered as set out in the implementation plan agreed by the Swansea Bay Joint Committee, the Welsh Government and UK Government, or if any of the commitments in this deal document are not fulfilled, the Governments will review and may halt the payment of any unpaid funding for this deal." This could present a risk to the Programme for which there should be a contingency plan as recommended in the National Assembly for Wales Economy, Infrastructure and Skills Committee report on City Deals and the Regional Economies of Wales, November 2017.
3.4.	At this early stage in the programme, there is a lack of certainty over the funding in terms of how some aspects of both private and public sector funding will be secured. However, a high level estimate of funding streams and costs for each of the eleven projects is included within the draft Implementation Plan. Confidence in where the funding will come from and when it will be received is a priority as projects develop.
3.5.	The expected level of borrowing per Local Authority has not been established at this point and this will have to be determined as a priority to ensure Local Authority commitment and assurance. Local Authority funding arrangements have not been resolved to date, but are likely to require multiple funding agreements between partners and the Accountable Body; this may result in disproportionate effort and the most pragmatic methods need to be agreed promptly.
3.6.	Interviewees stated that some of the local projects were planned and would have been prioritised at Local Authority level but were included in the SBCD to access funding. The SBCD should be seen as a Programme of 11 related projects that deliver the vision of the Internet Coast on which SBCD was originally based. Reliance on local policies and procedures along with approval and scrutiny of projects at a Local Authority level detracts from the regionality of the SBCD.
3.7.	UK & WG have not approved the Implementation Plan. In order to approve the Implementation Plan they require a Programme financial plan, an improved Programme risk register and agreed prioritisation of projects.

3.8.	The iterative process requested by UK & WG to evaluate submitted emerging business cases is not operating as intended, is undermining confidence in the SBCD governance arrangements and resulting in further bureaucracy. A review of the emerging business cases submitted under the iterative process and feedback from UK & WG identified that these business cases are submitted prematurely. Lack of clarity on the economic, commercial and financial cases persists. Business cases have been referred to Joint Committee for approval when a number of outstanding issues raised by Government Officers have not been resolved. The adopted iterative evaluation process was initially devised to prevent this.
3.9.	The Regional Office is not delivering the SBCD Delivery Team function as expected by UK & WG. This has resulted in UK & WG undertaking checks that were expected (by them) to be undertaken by the Regional Office. In the eyes of UK & WG, this is undermining confidence in the SBCD governance process.
3.10	The governance functions (in relation to project approvals) identified in the JCA are not operating as intended, however, they are being relied upon to provide assurance to the Joint Committee. These functions must be strengthened.
3.11	Programme risk management is not effective. The Programme Risk Register is not an up to date reflection of the risks to the Programme and is not considered by the Joint Committee. Consideration hasn't been given to the overall risk appetite for the SBCD and how an effective risk management methodology can be delivered across the Programme.

## 4. Conclusion & Suggestions for Improvement

In response to the summary of key findings arising from this review consideration should be given to the following:

4.1.	Redistribution of roles and functions to ensure an equitable balance across the SBCD Partnership, each acting as a check and balance for the other. (refer to 3.1 and 3.2)
4.2.	Appointment of an independent Programme Director, securing the independence of the Lead Officer responsible for the Regional Office with a direct reporting line to the Joint Committee. The officer undertaking this role must be of sufficient seniority and capability to challenge and be challenged whilst remaining independent and objective. To facilitate this, there should be separation between the roles of Head of Paid Service (employer) and Lead Chief Executive (Chair of the Programme Board). Reconsideration of the funding arrangement for the RO could enable the associated costs to be contained within existing commitments. (refer to 3.1 and 3.2 )
4.3.	The local approach to the delivery of the SBCD projects needs to take account of the interdependencies across the Programme. Consideration should also be given to contingency plans if Government funding is withdrawn at a later date. (refer to 3.1, 3.3, 3.5 and 3.6)
4.4.	The Implementation Plan needs to be revised so that delivery of the projects is prioritised and approved by the Joint Committee. The Implementation Plan should be supported by a clear Programme Financial Plan and Risk Register before being resubmitted to UK & WG for approval. The Implementation Plan should form the basis for monitoring delivery of the Programme. (refer to 3.4 , 3.7 and 3.9)
4.5.	<p>The Joint Committee, as a conduit for regeneration of the Region, needs to further establish its own identity in terms of overarching standard operating principles, values and expected practice. Key areas for consideration are highlighted within the CIPFA/SOLACE Delivering Good Governance in Local Government Framework 2016 for such a Partnership and include:</p> <ul style="list-style-type: none"> <li>• Agreed risk appetite of the Partnership</li> <li>• Agreed risk management methodology;</li> <li>• Establishing the ethical values and framework;</li> <li>• Counter fraud, corruption &amp; bribery procedures;</li> <li>• Due diligence and anti-money laundering arrangements;</li> <li>• Programme/project management methodology; and</li> <li>• Overarching record of declarations of interest and offers of gifts and hospitality by all Officers and Members. (refer to 3.1, 3.6 and 3.11)</li> </ul>
4.6.	If the iterative process continues to cause a bottleneck once standards have been addressed, then there should be an approach to UK & WG to reconsider the process to eliminate disproportionate effort by all parties and to ensure that focus is on the deliverability of outcomes and not only on the standard of written documents. The relationship between individual LA's, project leads, the Regional Office and UK and WG's should be recast to establish strict communication lines. Such communication is currently inconsistent and is clearly contributing to confusion and delay. (refer to 3.8)

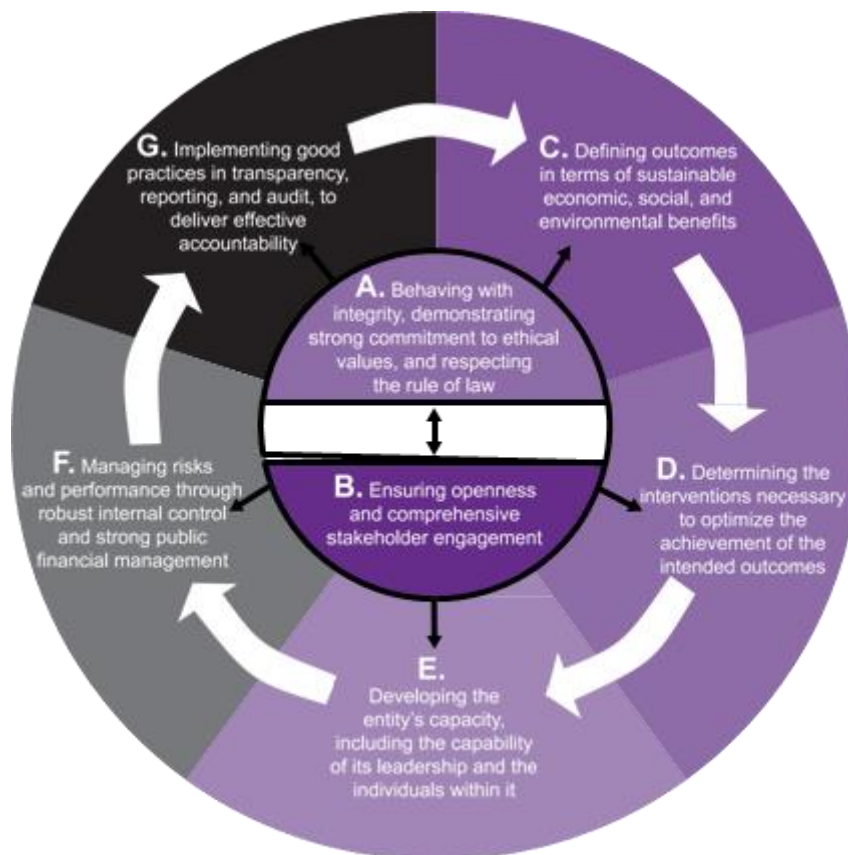
4.7.	The Programme Board, Economic Strategy Board (ESB) and Joint Committee should receive written assurance (in a format to be agreed) that each business case submitted for approval has been subject to the required checks and process as defined within the JCA, including approval by the Lead Local Authority. This should ensure that all comments from UK & WG have been addressed and concerns highlighted by the ESB have been fully considered. There should be an evidence trail to ensure all parties are held accountable. (refer to 3.10)
4.8.	The Regional Office, in its capacity as the SBCD Delivery Team should undertake detailed checks prior to entering into the iterative process or submitting to Programme Board and ESB, to ensure compliance with standard operating principles/values and provide an overview of the outcome of these checks, in order to provide independent assurance to the Programme Board and Joint Committee. (refer to 3.9)
4.9.	<p>Membership and remit of the Programme Board and ESB needs to be reconsidered:</p> <ol style="list-style-type: none"> <li>The Programme Board needs to undertake detailed analysis of the financial viability, deliverability and risks to the project. The Programme Board should have detailed knowledge of the business cases and the feedback from UK &amp; Welsh Government to ensure that business cases are of the standard and quality to be submitted for approval to Joint Committee. Current membership includes the Chief Executives of the four Local Authorities. Consideration should be given to the most suitable level of Management to commit to Programme Board (possibly Director or appropriate Head of Service ), consideration should be given to the appearance of lead project officers to present the case.</li> <li>The ESB membership needs to be streamlined to enable a well functioning commercially minded appraisal function that is focused on identifying further opportunities for the Region and attracting inward investment. Current membership includes the Leaders of the four Local Authorities, which seems unnecessary given the ESB report to the Joint Committee. Consideration should be given to the membership of the ESB. There is an opportunity for the ESB to provide UK &amp; WG with the confidence that is currently lacking around the commercial case; consideration could be given to including a summary report from the ESB with the Full Business Case submission. (refer to 3.10)</li> </ol>

## Detailed Findings

### 5. Overview of Good Governance Evaluation

The Governance Arrangements for the Swansea Bay City Deal have been reviewed against the CIPFA/SOLACE Delivering Good Governance in Local Government Framework. The diagram below illustrates the various principles of good governance in the public sector and how they relate to each other.

#### Achieving Intended Outcomes While Acting in the Public Interest at all Times



As the diagram demonstrates, the principles of good governance along with the behaviours and actions that demonstrate good governance are intertwined, but are based on the two fundamental principles:

- A. Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law;
- B. Ensuring openness and comprehensive stakeholder engagement.

The detailed findings of the review are reported by exception and demonstrate the key issues arising and suggestions for how they can be resolved.



## 6. Core Principle A

<b>Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law.</b>
<b>Expected Actions &amp; Behaviours:</b> integrity; acting in the public interest; establishing & embedding values or standard operating principles; establishing, monitoring & maintaining agreed ethical values; commitment & adherence to rules and regulations; .
<b>Areas for Improvement:</b> values or standard operating principles need to be identified; imbalance of power.

### Standard Operating Principles/Values

There is a defined vision for the Region but the standard operating principles/values for the delivery of the SBCD programme have not been identified. Projects are classed as local or regional but the expected practice in delivering those projects is not explicit. The assumed position within the Partnership is that the policies and procedures of the Project Lead Authority will be adhered to and local projects will be subject to scrutiny by the constituent Authority. There is no evidence that consideration has been given to the implications of this approach, or how the Joint Committee will be provided with assurance that all expected processes and procedures have been adhered to.

The Joint Committee forward work plan includes approval of a few overarching documents for the Programme, but given that some projects are quite advanced and the Heads of Terms was signed two years ago, these are late in development.

In addition to the overarching documents identified in the Joint Committee forward work programme for approval at future meetings, consideration should be given to developing the following:

- Risk Appetite and Risk Management Methodology for the SBCD;
- Ethical Framework – this is a high risk Programme and there needs to be clarity amongst the Partnership over acceptable ethical practice, especially around the procurement of private sector investment;
- Counter Fraud, Corruption & Bribery Arrangements;
- Due Diligence and Anti-Money Laundering Arrangements;
- Programme & Project Management Methodology.

A Co-opted Member Code of Conduct is in place and Local Authority Members and Officers are expected to adhere to their own Local Authority Code of Conduct. The Regional Office holds co-opted Member declarations of interest, but there was no evidence of declarations of interest from all Local Authority Officers and Members. Other than holding and recording the declarations of interest, there was no evidence that there had been any verification or consideration of appropriateness by the Joint Committee.

## Balance of Functions & Responsibilities

The Joint Committee Agreement places too much responsibility on Carmarthenshire County Council and the Lead Chief Executive. It is expected that the Head of Paid Service as the employer of the Regional Office will be the Principal Adviser and Accountable Officer overseeing the work of the Regional Office, and as such will be the Lead Chief Executive. The Lead Chief Executive is also the Chair of the Programme Board.

In addition, Carmarthenshire County Council also undertake the following roles:

- As Accountable Body, the statutory role of Section 151 Officer and the provision of the Internal Audit service;
- Monitoring Officer;
- The statutory role of Head of Democratic Services is not defined within the JCA; however, Carmarthenshire County Council's Head of Democratic Services provides support to the Joint Committee and Neath Port Talbot County Borough Council provides support to the Joint Scrutiny Committee; The Regional Office provides support to the Programme Board and the ESB.

## 7. Core Principle B

<b>Ensuring openness and comprehensive stakeholder engagement.</b>
<b>Expected Actions &amp; Behaviours:</b> open culture based on trust; shared commitment for change; acceptance or robust challenge; transparent decision-making; engagement and consultation with all stakeholders.
<b>Areas for Improvement:</b> openness & transparency; creating a culture of trust and shared commitment; identifying and effectively engaging with stakeholders.

### Trust

It was evident through meetings with stakeholders that there is insufficient trust within the Partnership. This is attributable to a number of issues, which are expanded on in further detail within the report, however, the root causes are:

- Imbalance of power within the Partnership due to distribution of key roles;
- Lack of clarity from the JCA regarding expected practice (standard operating principles/values);
- Lack of openness and transparency across the wider Partnership as projects are being treated as local rather than regional.

### Openness & Transparency

The Joint Committee meetings and the Joint Scrutiny Committee meetings are the two public meetings within the SBCD governance process. As identified within the Terms of Reference, the Joint Committee has ultimate responsibility and accountability for decisions taken in relation to the SBCD. The format and conduct of the Joint Committee meetings was

discussed with Members and Officers that attend the Joint Committee meetings, key observations include:

- Verbal updates provided
- Quick meetings which lack constructive debate and challenge
- Failure to provide the Joint Committee with accurate updates
- Lack of oversight of communications between the Regional Office and UK & WG
- Suspicion that some Members know more information than others
- Pre-meetings excluding the co-opted Members
- Reports provided at short notice
- Overload of information that cannot be effectively scrutinised prior to the meeting.

Areas that may be of particular interest to the public, such as business cases, are considered in private session as there will be an element of commercial sensitivity. However, the majority of the discussion could take place in open session as long as members of the Joint Committee observe the rules of debate and reserve questions leading to commercial sensitivity for private session discussions. Consideration could also be given to webcasting these meetings to demonstrate the commitment to openness.

At the meeting on 22 November 2018, three business cases were presented to the Joint Committee for approval for formal submission to UK & WG; however, evidence has been obtained that these business cases ought not to have been presented to the Joint Committee at that time based on the feedback from UK & WG (see Appendix B).

Discussions with SBCD Representatives, WG Officers and Ministers had taken place the day before the Joint Committee meeting to discuss what was required in order to approve the three business cases. It is the opinion of the Internal Review team that the issues raised by UK & WG were reasonable requests for clarity to ensure that business cases are robust. The Regional Office has since attempted to submit two amended business cases (21 December 2018), however, these can't be accepted by UK & WG until the original submissions are formally withdrawn and revised submissions approved by the Joint Committee. A request has been made to UK & WG to 'hold' the Llanelli Life Science & Wellbeing Village project business case.

Media attention over the staff suspensions at Swansea University and the links with Llanelli Life Science & Wellbeing Village project have identified a number of issues that the Joint Committee should have been aware of as they impact on the SBCD as a whole, including:

- The links between Kent Neurosciences Limited and Sterling Health Security Holdings Ltd;
- The role of Sterling Health Security Holdings Ltd and clarity that the company was not directly providing the private sector investment;
- Links between the Llanelli Life Science Wellness Village project with other worldwide projects such as Kuwait;
- UK & WG concerns that had not been resolved;
- Declarations of interest and wider roles that current or former Officers and Members would have with this company and planned projects.

The establishment of standard operating principles would have provided clarity to the wider partnership over expectations and expected practice within an agreed ethical framework and risk appetite.

The appointments process of the ESB is unclear. UK & WG along with the Internal Review team have been unable to gain clarity over the shortlisting of applications and who determined the recommended ESB appointments to the Joint Committee in August 2018. The lack of openness and transparency over the process in respect of these appointments has undermined the trust of UK & WG.

The Joint Scrutiny Committee has only met twice. At the second meeting the Vice Chair of the Joint Scrutiny Committee gave his apologies for the meeting as he had a conflict of interest arising from an arrangement to secure access to information. The matter was reported in the media and has undermined confidence within the Partnership.

### **Consultation & Engagement**

The expectations and timescales for engagement and formal consultation are unclear; however the review did not involve substantive testing of this area. Communication and marketing as part of the SBCD has been recorded since February 2018. There was evidence of early high-level promotional activities to stimulate private sector interest in the SBCD. There was also evidence of local consultation and engagement activity in relation to the Llanelli Life Science & Wellbeing Village project.

## **8. Core Principle C**

<b>Defining outcomes in terms of sustainable economic, societal &amp; environmental benefits.</b>
<b>Expected Actions &amp; Behaviours:</b> clear vision and defined outcomes sustainable & deliverable within available resources.
<b>Areas for Improvement:</b> robust implementation plan that identifies the required resources, to which all Partners are committed to and can sustain.

### **Defining Outcomes**

The Swansea Bay City Region Economic Regeneration Strategy 2013-2030 sets out the framework to support South West Wales and its future economic development. The SBCD proposal was based on the theme of the Internet Coast, which aimed to put the region at the forefront of the digital age and fourth industrial revolution; where value is created by knowledge extracted from vast data sources. In October 2016, Swansea University appraised the potential impact of the Internet Coast through the portfolio of Project Proposals within the SBCD. Job creation and Gross Value Added are the desired outcomes on which the SBCD is based. In order to demonstrate how these outcomes will be achieved the Treasury Five Case Model is used.

The Implementation Plan for the SBCD Programme was approved by the Joint Committee in August 2018 but has yet to be approved by UK & WG. Discussion with UK & WG confirmed that in order to approve the Implementation Plan they require a credible Programme risk

register, financial plan and prioritisation of projects. The Internal Review identified the same concerns regarding the Implementation Plan.

The current business case approval process involves development of the business case and presentation to the Programme Board for consideration, albeit this is presented at a high-level, not the detailed written business case. The Regional Office will engage in an iterative process with UK & WG to ensure that full business cases have the best chance of approval when formally submitted. This stage is causing a bottleneck and frustrating all parties. Appendix B provides a summary of the correspondence between UK & WG and the Regional Office in respect of the three Business Cases that were presented to the Joint Committee in November 2018; this demonstrates that the process defined in the JCA is not being followed. Business cases are presented to UK & WG prematurely resulting in UK & WG undertaking due diligence checks they would expect the Regional Office to have undertaken, which is further frustrating the process.

There is a disconnect between the project concept and the written business case. There is a degree of confidence in the deliverability of outcomes for certain projects, however, written business cases reviewed lack clarity on the economic, commercial and financial cases. Business cases are too long; they are repetitive and can appear more as marketing material than as an evaluation of the critical success factors of projects. Discussions with Members of the Joint Committee identified mixed views on the confidence and deliverability of the Programme as a whole, but there was a degree of confidence in their individual projects. There was general support for the deliverability of the Homes as Power Stations project, along with securing of Private Sector funding to deliver the project, however, the business case has not progressed and there is no clarity over the detailed funding arrangements for regional projects.

There is confusion within the region over the Yr Egin project. The opinion of UK & WG is that focus has been on the Phase 1 development, which is complete and has a high occupancy rate; however, Phase 2 was the original SBCD project. Phase 1 has now been included as part of the SBCD as there was a shortfall in funding.

Business cases need to be streamlined, there is too much information to be scrutinised locally and it is over and above the information required by UK & WG; this is a contributing factor to the delays in progressing projects.

### **Commitment & Sustainability**

Government funding of the SBCD will be paid over a 15-year period. In order to deliver the projects within five years, Local Authorities will have to borrow to finance the Government funding. At this early stage of development of the regional projects there is no clarity over the borrowing requirements (values) and how this will be delivered by the Lead Authorities. There is a risk that Local Authorities will not support the proposed borrowing requirements (although the principal is included within the JCA) which could result in abortive work and wasted resource in developing these projects.

There is a lack of clarity over the funding and borrowing arrangements to support delivery of the SBCD. WG have agreed to Local Authorities receiving 50% NNDR generated from the Programme, however, the apportionment and distribution of this revenue has not been determined. The likely return on NNDR will be an influencing factor in determining the affordability of borrowing that Local Authorities will be willing to accept, so there is a pressing need to determine this promptly.

In order to continue to draw down Government funding over the 15-years of the SBCD, the Programme will need to be able to demonstrate that it is delivering the intended outcomes. The monitoring and evaluation process, which is currently under development, will need to be robust. Consideration should also be given to contingency arrangements should funding be withdrawn at a later date.

## 9. Core Principle D

**Determining the interventions necessary to optimise the achievement of intended outcomes.**

**Expected Actions & Behaviours:** strategic, operational and financial planning of projects; prioritising projects for delivery; objective and rigorous analysis of projects including an assessment of intended outcomes and risks.

**Areas for Improvement:** the JCA defined process for analysing projects is not operating as intended; the implementation plan needs to be prioritised and supported by a financial plan and programme risk register.

### Determining Interventions

The JCA outlines the stages and responsibility for developing, appraising and approving business cases. There is a five-stage process to approving business cases for formal submission to UK & WG. Meetings with Members of the Joint Committee, Programme Board and the Chair of the ESB, along with a review of correspondence between the Regional Office and UK & WG identified that the process is not operating as intended.

#### *Delivery Lead*

Clause 12.3 (a) within the JCA outlines the responsibility of the Delivery Lead and the requirement to include a Resolution of the Project Lead Authority (and all Councils if delivering a regional project) when submitting a business case to the Regional Office. This process isn't being followed. Business Cases are referred back to the Project Lead Authority after approval has been received by the Joint Committee.

#### *Iterative Process*

Clause 12.3 (d) within the JCA outlines the role of the Regional Office in assessing the quality and financial profile of business cases before passing to UK & WG for them to undertake their own assessments. A review of business cases passed to UK & WG at this stage identified the following:

- Business cases lacking in the detail required by the 5 Case Model;
- Seemingly unnecessary information included;
- Incomplete sections;
- Lack of clarity around economic, commercial and financial cases.

Feedback to the Internal Review team reflected frustration within the Region on the delays with the iterative process and the comments/feedback from UK & WG. However, the comments and feedback from UK & WG were deemed to be reasonable and necessary by the Internal Review team.

### ***Programme Board***

The JCA expectation is that Programme Board would analyse the financial viability, deliverability and risk of the proposed business case and make a recommendation on whether or not the business case should proceed. It is expected that there would be challenge at this stage around the due diligence processes undertaken.

In reality, the Programme Board receive an update against all projects, similar to the update provided to the Joint Committee; there is no detailed review of the written business case or compliance with processes and procedures. Membership of the Programme Board is at the highest officer level, so they are unlikely to have capacity to deliver the time commitment required for this level of scrutiny and challenge.

### ***Economic Strategy Board (ESB)***

The ESB is expected to review the business cases from the private sector perspective, against the strategic aims and objectives of the SBCD and make a recommendation to the Joint Committee on whether or not the business case should proceed.

The ESB, having only met a few times, is still establishing the format of meetings and information required to provide a value-added function. The ESB considers the concept, they do not review the written business case; they undertake site visits and meet with Project Leads. The ESB have requested a SWOT analysis for the projects they are considering, using their commercial expertise to identify wider opportunities for the Region and determine if there are any threats that require further consideration.

ESB membership comprises of Private Sector Representatives, the four Leaders of the Local Authorities, and representatives from the Local Health Boards and Universities. The purpose of including the Leaders of the Local Authorities on the ESB is unclear and doesn't add value. The ESB has no decision-making powers, their purpose is to look at wider opportunities and stimulate confidence and interest in inward investment to the Region. The ESB could provide UK & WG with the confidence that they are currently lacking around the economic and commercial viability of business cases. Consideration should be given to the mechanism for providing this assurance, e.g. a covering brief for submission with the full business case.

Discussion with the Chair of the ESB on the three full business cases previously considered and then approved by the Joint Committee (22 November 2018) for formal submission to UK & WG, identified the following:

- The ESB had confidence in Phase 1 of Yr Egin but had reservations around the economic and commercial case of Phase 2;
- The ESB had queried where the private sector investment was coming from for the Llanelli Life Sciences & Wellbeing Village project but did not receive answers;
- The ESB raised questions of the Swansea City & Waterfront Digital District project in connection with transportation infrastructure.

### ***Joint Committee***

Joint Committee receive the full business cases for consideration and approval to submit to UK & WG. The business cases are extensive documents and in practice it is questionable whether the Joint Committee Members have time to read them in any detail. Reliance is placed on the process, as defined within the JCA, that the business case is expected to have been through, i.e. iterative process with UK & WG, Programme Board and ESB; however, as demonstrated above, the process is not operating as intended and cannot be relied upon.

## **10.Core Principle E**

<b>Developing the Partnerships capacity, including the capability of its leadership and individuals within it.</b>
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<b>Expected Actions &amp; Behaviours:</b> distinction between roles and responsibilities; specification of delegated decisions versus those reserved for the Joint Committee; reviewing operations, resources and performance to ensure effectiveness.
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<b>Areas for Improvement:</b> independence, capacity and capability of the Regional Office to deliver the Project Management Office function.
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### **Capacity & Capability**

Carmarthenshire County Council's staff have largely fulfilled the function of the Regional Office. Although a structure was costed and approved by the Joint Committee at its meeting in August 2018, positions have not been substantively filled, but duties have been covered by existing Carmarthenshire County Council employees. The Internal Review team were advised that three new appointments were made to the Regional Office.

The expectation of UK & WG was that the Regional Office (as the SBCE Delivery Team) would fulfil the role of the Project Management Office for the SBCE. In reality, the Project Leads are expected to undertake their own due diligence checks and reliance is placed on individual Lead Authorities to ensure that this is done. The Regional Office are supposed to act as the link between the Project Leads and UK & WG, however, there have been instances where the Regional Office have been bypassed. There are only three regional projects, so if reliance is placed on the individual Local Authorities it is unclear why eleven posts are required (not all substantively filled) in the Regional Office.



To date neither the Implementation Plan nor any business cases have been signed-off. Feedback from the Regional Office and Members of the Joint Committee do not accord with the feedback from UK & WG, so there is clearly a communication breakdown between parties. A review of the feedback on business cases to the Regional Office from UK & WG concluded that the questions were reasonable and should be raised. Due to the timescales to deliver this review, substantive testing was not undertaken to form any conclusions in this report.

The Heads of Terms makes reference to the SBCD Delivery Team, which is the function undertaken by the Regional Office. The Heads of Terms makes reference to the SBCD City Deal Delivery Team being appointed and reporting to the Joint Committee. Clause 9.2 within the JCA states that the 'Joint Committee shall designate the Head of Paid Service of the Accountable Body as Lead Chief Executive to act as its principal adviser and as Accountable Officer to manage and oversee the work of the Regional Office staff'. This clause compromises the independence of the Regional Office who are expected to report through the Lead Chief Executive, who is also the Head of Paid Service.

Members of the Joint Committee have questioned whether an independent Chief Executive/Managing Director should manage the Regional Office. While this could be an option, the success of this will be heavily dependent on the skills and capability of the candidate to ensure that they have the ability to challenge at all levels within the Partnership and with UK & WG and receive challenge while remaining independent and objective. In any event there will be a reporting line to one of the Local Authority Chief Executives as Head of Paid Service; however, the role of employer of the Regional Office and role of Lead Chief Executive should be separated (as with other Regional working arrangements), to promote the independence of the Regional Office.

## 11.Core Principle F

<b>Managing risks and performance through robust internal control and strong financial management.</b>
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<b>Expected Actions &amp; Behaviours:</b> integrating robust risk management arrangements; monitoring delivery of the Programme and effective scrutiny arrangements.
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<b>Areas for Improvement:</b> risk management, performance management and the role of the Joint Scrutiny Committee.
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### Risk Management

Risk management arrangements require improvement. Risks are not clearly articulated to describe the event, consequence and impact. There is no consistent risk management methodology used across the Partnership. No consideration has been given to the overall risk appetite of the Partnership and articulated into any statement. The Programme risk register should be a true reflection of the current risks to the delivery of the Programme and should be a regular agenda item for consideration by the Joint Committee, but there is no evidence that this is happening. This is a significant contributing factor to the lack of confidence by UK & WG in the delivery of the Programme.

### **Managing Performance/Scrutiny**

The issues highlighted above demonstrate the lack of performance management and scrutiny of business case development that is currently undertaken, which again is reflective of why the Implementation Plan and business cases are not progressing to sign-off stage so that Government funding can be drawn down.

The Joint Scrutiny Committee has formed, but the Terms of Reference restrict their remit to scrutiny of Regional projects, scrutiny of individual Authority projects are a matter for the relevant Constituent Authorities Scrutiny Committee. This detracts from the Regional approach of the SBCD.

## **Appendix A – Summary of Meetings/Discussions with Stakeholders**

### **Regional Office**

UK & WG Civil Servants: (Head of Regional Growth, UK Government in Wales; Head of Policy, UK Government in Wales; Deputy Director, Head of Cabinet Office, Welsh Government; Deputy Director, Commercial and PPM, Welsh Government; Chief Regional Officer, Mid and South West Wales, Welsh Government; Head of Programme for Government, Welsh Government; Head of City and Growth Deals, (Mid and South West Wales), Welsh Government).

Chair of the Joint Committee (Leader of City and County of Swansea Council)

Director of Place, City and County of Swansea Council

Leader of Pembrokeshire County Council

Chief Executive of Pembrokeshire County Council

Chair of UBMA Health Board

Leader of Neath Port Talbot County and Borough Council

Chief Executive of Neath Port Talbot County and Borough Council

Chair of Joint Scrutiny Committee

Vice Chair of Joint Scrutiny Committee

Chair of Hywel Dda Health Board

Leader of Carmarthenshire County Council

Chief Executive of Carmarthenshire County Council

Chair of the ESB

Registrar and Chief Operating Officer of Swansea University

Pro- Vice Chancellor, University of Wales Trinity St Davids

Monitoring Officer

Section 151 Officer

## **Appendix B – Summary of Correspondence between the Regional Office and UK & WG (Governments) in relation to the 3 full business case submissions and submissions to the ESB and Joint Committee**

### Swansea City & Waterfront Digital District Business Case

<b>Date</b>	<b>Action</b>
04/01/18	Draft Business Case sent to Governments
15/02/18	Comments received from Governments
04/04/18	Response to comments and revised business case shared with Governments (advised by RO)
18/05/18	Comments received from Governments
19/07/18	Draft Business Case sent to Governments
05/11/18	Governments sent comments back and stated meeting required to discuss Economic case
08/11/18	Draft Business Case submitted to ESB – full approval given
12/11/18	Regional office acknowledged and agreed requirement for meeting
15/11/18	Governments provided potential dates for meeting
19/11/18	Regional office stated 27/11/18 to be best date for meeting
21/11/18	Response to comments sent to Governments
22/11/18	Joint Committee approved Business Case
26/11/18	Business Case formally submitted to Governments for approval
27/11/18	Meeting held
27/11/18	Governments provided written comments on Economic case
29/11/18	Additional information provided to Governments
21/12/18	Updated Business Case submitted to Governments (though Governments state that original not withdrawn and update does not include Economic case changes)
21/12/18	Further meeting planned for 14/01/19 to discuss

### Yr Egin Business Case

<b>Date</b>	<b>Action</b>
15/12/17	Draft Business Case shared with Governments
12/04/18	Comments received from Governments
03/08/18	Draft Business Case sent to Governments
31/10/18	Governments sent comments back
08/11/18	Draft Business Case submitted to ESB – full approval given
22/11/18	Joint Committee approved Business Case
26/11/18	Business Case formally submitted to Governments for approval (Governments state that this was exactly the same as the submission on 03/08/18 with no amendments)

27/11/18	During the meeting on Digital District, Governments state a conversation was had around the Economic Case with David Swallow, and Governments were informed the Business Case had changed since submission to reflect this and to reflect comments provided on 31/10/18 (no e-mail evidence to support this)
03/12/18	Business Case considered by Carmarthen County Council (CCC) Executive Board and agreed it could be submitted to UK and WG (confirmed via CCC website)

#### Llanelli Life Science & Well-being Village Business Case

Date	Action
15/12/17	Draft Business Case sent to Governments – no financial case included
23/01/18	Draft Business Case resubmitted to Governments with financial case included
08/03/18	Amended Draft Business Case sent to Governments
23/03/18	Review meeting with Governments
13/04/18	Economic case addendum sent to Governments
11/06/18	Review meeting with Governments
15/08/18	Draft Business Case sent to Governments – including table of response to previous feedback
19/10/18	Governments sent comments back (states that this contained specific questions about due diligence which had not been resolved) <sup>1</sup>
08/11/18	Draft Business Case submitted to ESB – full approval given
16/11/18	Response to comments sent to Governments
22/11/18	Joint Committee approved Business Case
26/11/18	Business Case formally submitted to WG for approval
03/12/18	Business Case considered by Carmarthen County Council (CCC) Executive Board and agreed it could be submitted to UK and WG (confirmed via CCC website)

<sup>1</sup> WG state that numerous phone calls/offline discussions about due diligence issues were handled informally (no e-mail evidence to support this)

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# Agenda Item 11

By virtue of paragraph(s) 14 of Part 4 of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007.

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# Agenda Item 12

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